

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:

- Comments about topics not on the agenda are taken during General Public Comment.
- Comment about agenda topics will be taken with each topic.

If you wish to comment at a meeting, please fill out a comment card and provide it to staff. The chair will call you to the front at the appropriate time. You also may submit written comments to the Board by mailing them to the RCO, attn: Rebecca Connolly, Board Liaison or at rebecca.connolly@rco.wa.gov.

Special Accommodations:

If you need special accommodations, please notify us at 360/902-3013 or TDD 360/902-1996.

Thursday, April 4

OPENING AND MANAGEMENT REPORTS

9:00 a.m.	CALL TO ORDER <ul style="list-style-type: none"> • Roll Call and Determination of Quorum • Review and Approval of Agenda 	<i>Chair Chapman</i>
	1. Consent Calendar (Decision) <ul style="list-style-type: none"> A. Approve Board Meeting Minutes – January 31, 2013 B. Approve Time Extension Requests: <ul style="list-style-type: none"> • Clallam County Public Works, Project #08-1075D, Spruce Railroad Trail Tunnel Restoration Project • Kitsap County Parks and Recreation, Project #08-1337D, South Kitsap Regional Park-Phase 1 <p><u>Resolution #2013-02</u></p>	<i>Chair Chapman</i>
9:10 a.m.	2. Director's Report <ul style="list-style-type: none"> • Agency updates regarding high-level issues and other matters related to agency business • Legislative and budget update • Policy update • Grant management report • Fiscal report * • Performance report * <p><i>* (written report only, staff available to answer board questions)</i></p>	<i>Kaleen Cottingham</i> <i>Nona Snell</i> <i>Scott Robinson</i>
9:30 a.m.	Presentation of Closed Projects of Note General Public Comment For issues not identified as agenda items. Please limit comments to 3 minutes.	<i>Grant Managers</i> <i>Chair Chapman</i>

10:00 a.m. State Agency Partner Reports

- Department of Fish and Wildlife
- Department of Natural Resources
- State Parks

*Dave Brittell
Craig Partridge
Don Hoch*

10:15 a.m. BREAK

BOARD BUSINESS: BRIEFINGS

10:30 a.m. 3. Recognizing Legacy Projects

Marguerite Austin

- Staff proposal
- Board discussion and direction

11:30 a.m. LUNCH

12:30 p.m. 4. 2013 Policy Background: Stormwater Management and Related Facilities on Board-Funded Sites

Leslie Ryan-Connelly

- Background
- Overview of board tour

1:15 p.m. Board Tour: Stormwater Management and Related Facilities Integrated with Recreation Uses

4:15 p.m. Recess for the Day

Friday, April 5

9:00 a.m. CALL TO ORDER

Chair Chapman

- Roll Call and Determination of Quorum
- General Public Comment

9:05 a.m. Item 4, cont. 2013 Policy Background: Stormwater Management and Related Facilities on Board-Funded Sites

Leslie Ryan-Connelly

- Board discussion and direction on whether to develop policy or guidance on stormwater management on board-funded projects

10:00 a.m. BREAK

10:15 a.m. 5. 2013 Policy Background: Farmland Program Review

Dominga Soliz

11:00 a.m. 6. State Comprehensive Outdoor Recreation Plan (SCORP)

Dominga Soliz

- Key elements of draft plan
- Public comment received to date
- Board discussion
- Next steps

*Mark Duda
Mike Fraidenburg*

BOARD BUSINESS: DECISIONS

Noon 7. Boating Infrastructure Grants: Delegation of Authority to the Director for Submitting Tier 2 Projects to the USFWS

Marguerite Austin

Resolution 2013-03

12:15 p.m. ADJOURN

Next meeting June 24-25, Olympia



Big Tent Outdoor Coalition

American Whitewater
Back Country Horsemen of Washington
Bicycle Alliance of Washington
Citizens for Parks & Recreation
Coastal Conservation Association
Evergreen Mountain Bike Alliance
Fish Northwest
Northwest Marine Trade Association
Northwest Motorcycle Association
Northwest Sportfishing Industry Association
Northwest Yacht Brokers Association
Puget Sound Anglers
Recreational Boating Association of Washington
REI
Ski Washington
The Mountaineers
The Nature Conservancy
The Trust for Public Land
The Wilderness Society
Washington Scuba Alliance
Washington State Motorsports Dealers Association
Washington State Parks Foundation
Washington State Snowmobile Association
Washington Trails Association
Washington Environmental Council
Washington Off Highway Vehicle Alliance
Washington Public Ports Association
Washington Recreation & Park Association
Washington Wildlife & Recreation Coalition

Participating State Agencies:

Washington State Department of Fish & Wildlife
Washington State Department of Natural Resources
Washington State Parks
Washington State Recreation & Conservation Office

FOR IMMEDIATE RELEASE

February 20, 2013

Doug Levy 425-922-3999

Big Tent Outdoor Coalition points to new report showing outdoor recreation as big business in Washington—worth \$22.5 billion

The Big Tent Outdoor Coalition, an alliance of more than two-dozen organizations, is pointing to a new study that shows outdoor recreation is an economic powerhouse in Washington State and across the country.

The Outdoor Industry Association's (OIA) recently released report provides both national and state-by-state figures – and its data show that Washington State has the sixth-highest number of outdoor recreation sector jobs in the nation. Over 63% of Washingtonians participate in outdoor recreation activities each year.

The overall data for Washington State is stunning. \$22.5 billion is spent each year on outdoor recreation here, directly supporting 226,600 jobs and generating \$1.6 billion in state and local tax revenue. Direct jobs include the design and development of outdoor gear and apparel; wholesaling and retailing those products; providing lodging and transportation services; serving as guides and outfitters; and more.

“Here in Washington, we’ve always believed that outdoor recreation opportunities and quality of life are inseparable from the economy,” said Kaleen Cottingham, Director, Washington State Recreation and Conservation Office. “Finally, we have current data that demonstrates that these activities are not only an important part of our culture—they’re big business for the state and our local communities.”

This is the first comprehensive update of the economic impact of outdoor recreation since the OIA released figures in 2006 and the new data show significant increases in consumer spending and jobs. It is important to note that this report does not include equestrian, sailing and diving activities—popular pursuits in Washington that likely push these numbers even higher.

“Protecting our natural areas and our legacy of outdoor recreation is the right thing to do – and it’s pretty clear from this data that it’s the economic thing to do as well,” said Martinique Grigg, Executive Director of The Mountaineers.

Peter Schrappen, Government Affairs Director for the Northwest Marine Trade Association, points out that Washington State’s history of investing in public access to the outdoors has helped build a thriving recreation industry. “Outdoors businesses are successful in Washington because our state has had the foresight to ensure access to public lands, waterways and trails. Those investments are not just smart from a quality of life standpoint but smart from a dollars and sense standpoint,” he said.

The Big Tent Coalition believes the OIA data bolsters and reinforces the need for Washington lawmakers to protect dedicated capital accounts for outdoor recreation activities, to provide general fund assistance for State Parks, and to support significant funding for programs such as Washington Wildlife and Recreation Program.

The national report as well as a one page fact sheet for each U.S. state is available on the OIA website at outdoorindustry.org/recreationeconomy.

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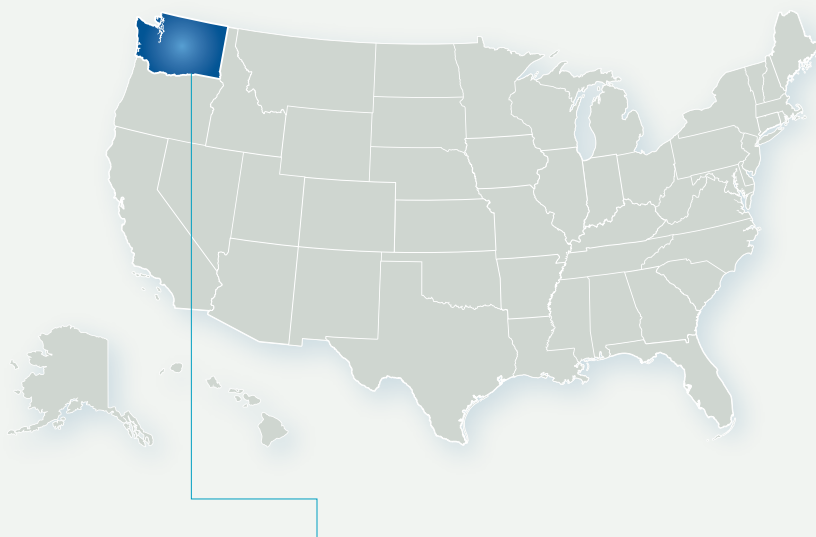


Washington

The Outdoor Recreation Economy

TAKE IT OUTSIDE FOR WASHINGTON JOBS AND A STRONG ECONOMY

Outdoor recreation is essential to the American economy. Every year, Americans spend **\$646 billion** on outdoor recreation — on gear, vehicles, trips, travel-related expenses and more. This creates jobs, supports communities, generates tax revenue and helps drive the economy. Throughout America, people recognize that outdoor recreation and open spaces attract and sustain families and businesses, create healthy communities and foster a high quality of life.



At least **63%** of **Washington** residents participate in outdoor recreation each year.¹

Washington offers spectacular outdoor recreation opportunities at treasured destinations, including **Olympic National Park, Mount Rainier National Park** and many others, bringing in dollars from residents and out-of-state visitors alike.

View all 50 states and learn more at:
outdoorindustry.org/recreationconomy

In Washington

OUTDOOR RECREATION GENERATES...

\$22.5 BILLION in consumer spending	227K direct Washington jobs ²
\$7.1 BILLION in wages and salaries	\$1.6 BILLION in state and local tax revenue

Preserving access to outdoor recreation protects the economy, the businesses, the communities and the people who depend on the ability to play outside.

Nationally

OUTDOOR RECREATION GENERATES...

\$646 BILLION in consumer spending	6.1 MILLION direct American jobs ²
\$39.9 BILLION in federal tax revenue	\$39.7 BILLION in state and local tax revenue

¹ Participants in hunting, fishing and wildlife viewing were estimated separately and are not part of this figure.

² Direct employment in the outdoor recreation sector—as opposed to indirect, implied, multiplier or ripple effects that include impacts of spending, jobs and wages as they circulate throughout the economy.

Except as noted here, all results are based on national surveys of outdoor recreation conducted for OIA in 2011 and 2012. Motorcycle Industry Council® and National Marine Manufacturers Association® contributed funding and data to support this study. Hunting-related estimates were provided by the National Shooting Sports Foundation®. Fishing-related estimates were provided by the American Sportfishing Association®. Wildlife viewing estimates were developed from data provided by the U.S. Fish and Wildlife Service.



4909 PEARL EAST CIRCLE, SUITE 300
BOULDER, CO 80301 | 303.444.3353

Outdoor Recreation Is Big Business

IN THE UNITED STATES



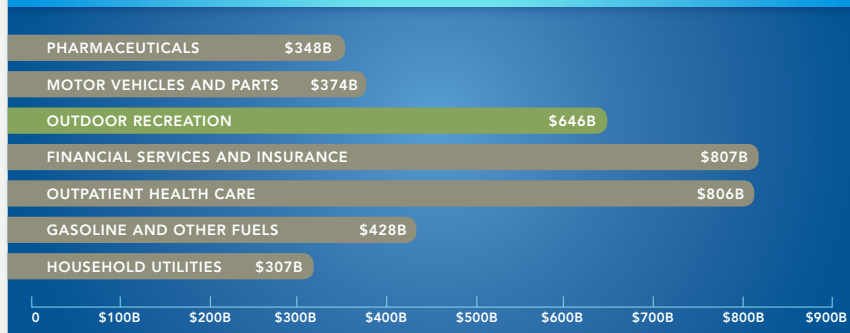
Everything grows outside, including jobs and the economy.

Americans want and deserve access to a variety of quality places to play and enjoy the great outdoors. Outdoor recreation can grow jobs and drive the economy if we manage and invest in parks, waters and trails as an interconnected system designed to sustain economic dividends for America.



An Overlooked Economic Giant

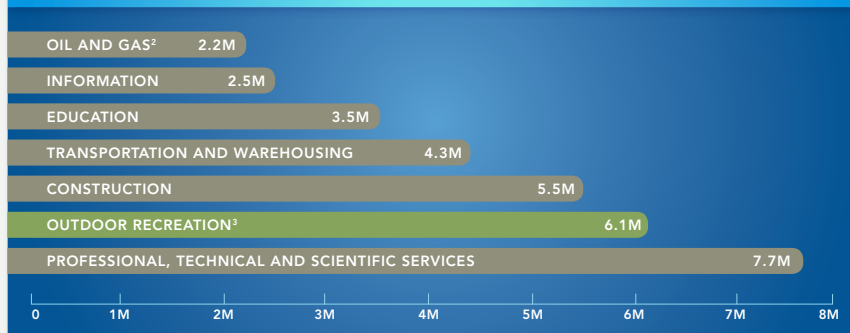
Annual Consumer Spending, in Billions¹



¹ Bureau of Economic Analysis, Personal Consumption Expenditures by Type of Product, based on available 2011 data.

Outdoor Recreation Employs America

Job Comparisons by Industry, in Millions¹



¹ Bureau of Labor Statistics, 2011.

² American Petroleum Institute, direct jobs in 2009 from *The Economic Impacts of the Oil and Natural Gas Industry on the U.S. Economy: Employment, Labor Income and Value Added*, updated June 2011.

³ Direct employment in the outdoor recreation sector — as opposed to indirect, implied, multiplier or ripple effects that include impacts of spending, jobs and wages as they circulate throughout the economy.

Nationally

outdoor recreation is bigger than you might think and a significant economic driver in the United States.

6.1 million

American livelihoods depend on outdoor recreation, making it a critical economic sector in the United States.

View all 50 states and learn more at:
outdoorindustry.org/recreationeconomy



Except as noted here, all results are based on national surveys of outdoor recreation conducted for OIA in 2011 and 2012. Motorcycle Industry Council® and National Marine Manufacturers Association® contributed funding and data to support this study. Hunting-related estimates were provided by the National Shooting Sports Foundation®. Fishing-related estimates were provided by the American Sportfishing Association®. Wildlife viewing estimates were developed from data provided by the U.S. Fish and Wildlife Service.

4909 PEARL EAST CIRCLE, SUITE 300
BOULDER, CO 80301 | 303.444.3353

From: Cottingham, Kaleen (RCO)
Sent: Wednesday, March 06, 2013 10:13 AM
To: coldiron@centurytel.net
Subject: FW: Vashon Park District

Dear Ms. Coldiron-

Thank you for your email concerning the Vashon Athletic Fields. Your email and attachments will be given to the Recreation and Conservation Funding Board at their April 4, 2013 meeting in Olympia.

My staff has been working closely with the Parks District concerning this issue and has reviewed the draft audit finding concerning the matching funds and other potential violations. The Parks District has been notified, in writing, of our policies and some of the potential consequences that could take place based upon the final audit. Once we have a final version of the audit from the State Auditor's Office we will be meeting with the Parks District to determine next steps.

My agency takes very seriously our duty to be good stewards of the public's money and as such we will be working diligently to resolve this issue in a timely matter.

If you have any additional questions, please contact Laura Moxham, RCO's grant manager for this project. Laura can be reached at 360.902.2587 or laura.moxham@rco.wa.gov.

Kaleen Cottingham
Director
Recreation and Conservation Office
kaleen.cottingham@rco.wa.gov
360-902-3003



From: Linda Coldiron [mailto:coldiron@centurytel.net]
Sent: Thursday, February 28, 2013 2:47 PM
To: Frank, Leslie (RCO)
Subject: Vashon Park District

Dear Ms. Frank:

At your direction, I am sending this email to you with the understanding that you will forward it and the attached documents to the members of the Washington State Recreation and Conservation Funding Board. Please advise me by return email when you have done so.

I am writing in regard to a \$500,000 grant of public funds provided to the Vashon Park District for construction of athletic fields on Vashon Island, Washington.

According to an audit by the State Auditor, the District misrepresented its financial condition in its certification to obtain the grant. Specifically, the audit found:

"To receive the \$500,000 grant, the District was required to have \$628,876 in matching funds. In March [sic] 2009, the District signed the grant acceptance letter and certified that the matching funds were ready and available for the project. The District did not have the matching funds on hand. ... As of December 2011, the District still needed to raise \$463,975 to meet the match requirement"

In addition, the auditor found that the Vashon Park District subsequently violated state law on multiple occasions in the development of the project.

Copies of the draft audit report and the signed certification are attached. The final version of the audit is expected within a week.

As your agency requires that recipients be truthful in their applications and abide by all applicable federal and state laws in order to receive taxpayer funds, please tell me how the state auditor's findings will affect your agency's \$500,000 grant of taxpayer funds to the Vashon Park District.

One presumes that, as part of its responsibility to be good stewards of public money, your agency is required to take corrective action when a grantee fails to abide by the requirements of a grant and violates state law in implementing the subject project. Please specify what actions you intend to take.

Thank you.

Linda Coldiron

Report Layout for Accountability Reports

Items to email to "OSReports":

Report Checklist	✓
Audit Report which includes:	
• Transmittal Letter	
• Table of Contents	
• Audit Summary	
• Related Reports	
• Description of the Entity	
• Schedule of Audit Findings and Responses, <i>if applicable</i>	
• Status of Prior Audit Findings, <i>if applicable</i>	
Audit Report Tracking Form	
Audit Report Distribution Form	
Copy of Management Letter, <i>if applicable</i>	



Vashon Maury Park and Recreation District

Exit Conference

February 12, 2013

**Washington
State Auditor
Troy Kelley**

**Director of State
and Local Audit
Chuck Pfeil**

(360) 902-0366

[Chuck.Pfeil
@sao.wa.gov](mailto:Chuck.Pfeil@sao.wa.gov)

**Deputy Director
Kelly Collins**

(360) 725-5359

[Kelly.Collins
@sao.wa.gov](mailto:Kelly.Collins@sao.wa.gov)

**Audit Manager
Carol Ehlinger**

(206) 615-0557

[Carol.Ehlinger
@sao.wa.gov](mailto:Carol.Ehlinger@sao.wa.gov)

**Audit Lead
Dan Potapenko**

(206) 615-0576

[Dan.Potapenko
@sao.wa.gov](mailto:Dan.Potapenko@sao.wa.gov)

www.sao.wa.gov

Twitter:
[@WASateAuditor](https://twitter.com/WASateAuditor)

Meeting Agenda

The purpose of this conference is to share the results of our independent audit and to provide a forum for open discussion. We are pleased to review our draft report and discuss other topics:

- Accountability audit report
- Recommendations not included in our audit reports
- Report publication
- Audit cost analysis
- Your next scheduled audit

We would like to thank District staff for their cooperation and timely response to our requests during the audit.

We take seriously our responsibility of serving citizens by promoting accountability, fiscal integrity and openness in state and local government. We believe it is critical to citizens and the mission of the Park District that we work together as partners in accountability to prevent problems and constructively resolve issues. As such, we encourage your comments and questions.

Accountability Audit

Report

Our draft accountability report summarizes the results of our risk-based audit work related to safeguarding of public resources and legal compliance. The report includes the following findings:

- The Vashon Maury Park and Recreation District's financial condition has declined.
- The Commissioners of Vashon Park District did not comply with public works contracting laws.

Recommendations not included in the Audit Reports

Management Letter

The management letter communicates issues not significant enough at this time to include as a finding in our report. It is referenced in the report.

- Contracts and agreements with other organizations

Concluding Comments

Report Publication

Audit reports are published on our website and distributed via e-mail in an electronic .pdf file. We also offer a subscription service that allows you to be notified by email when audit reports are released or posted to our website. You can sign up for this convenient service at: www.sao.wa.gov/EN/News/Subscriptions

Audit Costs

	2010-2012	2006-2009	2003-2005
Total Audit Costs	\$10,943.47	\$11,436.30	\$6,655.58

Your Next Scheduled Audit

Until now, based on our risk assessment, we only conducted accountability audits of the Park District. Your next audit is scheduled to be conducted in the summer of 2013 and will cover the following general areas:

- Financial Statements – 2012

The estimated cost for the next audit based on the current billing rate is \$8,360 plus travel expenses. This preliminary estimate is provided as a budgeting tool and not a guarantee of final cost.

If expenditures of federal awards are \$500,000 or more in any fiscal year, notify our Office so we can schedule your audit to meet federal single audit requirements. Federal awards can include grants, loans, and non-cash assistance such as equipment and supplies, and may be passed to the District through a non-federal agency.



**Washington State Auditor
Troy Kelley**

February 12, 2013

Board of Commissioners
Vashon-Maury Island Park and Recreation District
Vashon, Washington

Management Letter

This letter includes a summary of specific matters that we identified in planning and performing our accountability audit of the Vashon-Maury Island Park and Recreation District (Vashon Park District) from January 1, 2010 through December 31, 2011. We believe our recommendations will assist you in improving the District's internal controls and compliance in these areas.

We will review the status of these matters during our next audit. We have already discussed our comments with and made suggestions for improvements to Districts officials and personnel. If you have any further questions, please contact me at 206-615-0555.

We would also like to take this opportunity to extend our appreciation to your staff for the cooperation and assistance given during the course of the audit.

Sincerely,

[Insert Electronic Signature]

Carol Ehlinger, Audit Manager

Attachment

Management Letter
Vashon Park District
January 1, 2010 through December 31, 2011

Contracts with private organization

Our prior audit recommended the Park District ensure its contracts with private non-profit clubs are clear.

During the current audit, we noted the District had not updated its agreement with a baseball/softball club. A club Director is on the District Board.

The agreement with the club states the District will collect fees from club members and remit them to the club "less incurred expenses". The agreement does not specify the amount or nature of the "incurred expenses". Therefore, we cannot determine the amount to which the District is entitled. Because a club member is on the District Board, clarity in the agreement is needed to ensure the club is not receiving special treatment.

To ensure the District receives all money due and that the District is not giving preferential treatment to organizations to which District Board Members belong, we recommend that all contracts and agreements with clubs specifically describe services to be performed by the District and the specific amount of compensation due to the District for performing those services.

Washington State Auditor's Office

Accountability Audit Report

Vashon Maury Island Park and
Recreation District
King County

Report Date
February 12, 2013

Report No.

Issue Date

*



WASHINGTON
TROY KELLEY
STATE AUDITOR



Washington State Auditor Troy Kelley

Issue Date – (Issued by OS)

Board of Commissioners
Vashon Maury Island Park and Recreation District
Vashon, Washington

Report on Accountability

We appreciate the opportunity to work in cooperation with your District to promote accountability, integrity and openness in government. The State Auditor's Office takes seriously our role to advocate for government accountability and transparency and to promote positive change.

Please find attached our report on the Vashon Maury Island Park and Recreation District's accountability and compliance with state laws and regulations and its own policies and procedures. Thank you for working with us to ensure the efficient and effective use of public resources.

Sincerely,
Signature Here (Please do not remove this line)
TROY KELLEY
STATE AUDITOR

Table of Contents

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King County
February 12, 2013

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Audit Summary

Vashon Maury Island Park and Recreation District
King County
February 12, 2013

ABOUT THE AUDIT

This report contains the results of our independent accountability audit of the Vashon Maury Island Park and Recreation District from January 1, 2010 through December 31, 2012.

We evaluated internal controls and performed audit procedures on the activities of the District. We also determined whether the District complied with state laws and regulations and its own policies and procedures.

In keeping with general auditing practices, we do not examine every transaction, activity or area. Instead, the areas examined were those representing the highest risk of noncompliance, misappropriation or misuse. The following areas were examined during this audit period:

- Accounting/financial reporting
- Contracts/agreements
- Bond covenants
- Donations/fundraising
- Public works procurement
- Conflict of interest/ethics laws
- Financial condition
- Insurance and bonding
- Citizen hotline submissions

RESULTS

In most areas, the District complied with state laws and regulations and its own policies and procedures.

However, we identified conditions significant enough to report as findings:

- **The Vashon Maury Park and Recreation District's financial condition has declined.**
- **The Commissioners of Vashon Park District did not comply with public works contracting laws.**

We also noted certain matters that we communicated to District management. We appreciate the District's commitment to resolving those matters.

Description of the District

Vashon Maury Island Park and Recreation District

King County

February 12, 2013

ABOUT THE DISTRICT

The Vashon Maury Island Park and Recreation District was created in 1983 to operate a system of park and recreation facilities within the District. The District operates 18 parks, multiple community meeting facilities, a lighthouse leased from the federal government, three lodging facilities and multiple recreation facilities. In an agreement with the Vashon Island School District, the District is allowed to use the School District's property for sports and cultural activities. An elected five-member Board of Commissioners governs the District. Board Members serve staggered, four-year terms. In the years under audit, the District received approximately \$1.1 million in revenue.

ELECTED OFFICIALS

These officials served during the audit period:

Board of Commissioners:

Joe Wald
Lu-Ann Branch
David Hackett
John Hopkins
Bill Ameling

DISTRICT CONTACT INFORMATION

Address: Vashon Maury Island Park and Recreation District
PO Box 1608
Vashon, WA 98070

Phone: (206) 463-9602

Website: www.vashonparkdistrict.org

AUDIT HISTORY

We typically audit the District's accountability for public resources every three years. The past three audits have been free of findings. We engaged this audit in September 2012 after receiving an inquiry through our Citizen Hotline and became aware that the District's financial health was declining. We also learned that since our last audit, the District experienced significant loss of important personnel: the District has had three Executive Directors in three years.

Schedule of Audit Findings and Responses

Vashon Maury Island Park and Recreation District

King County

February 12, 2013

1. **The Vashon Maury Island Park and Recreation District's financial condition has declined.**

In 1983 the Vashon Maury Island Park and Recreation District was created to provide recreational facilities to the public. A five-member Board of Commissioners elected to four-year terms oversees the District. The District currently provides programs and services such as operating sports leagues, providing classes, and hosting large public events. Most of the District's revenues are from an annual property tax levy which has declined in recent years.

	2012	2011	2010
Levy amount	\$1,125,303	\$1,163,211	\$1,297,435
% change from prior year	-3%	-10%	

The most recent available financial statements are for 2011. We relied on King County Treasurer's reports for our analysis.

Our audit found:

The District ended 2012 with negative fund balance. The District's 2012 year-end \$77,716 cash balance comes entirely from \$200,000 bank loan proceeds.

In December 2012, the District did not have sufficient funds to repay a \$404,000 bank loan, make \$66,484 bond debt payments and pay about \$70,000 of outstanding bills. To meet its immediate cash needs, the District obtained a credit line from a bank and used \$200,000 of it.

We conclude:

When tax and other revenues fell short of projections, the Commissioners did not take timely action to adjust revenue expectations and reduce costs.

The District does not prepare timely annual financial statements and does not arrange for an audit of the financial statements. Annual audits of financial statements would have identified revenue shortfalls and would provide reliable assessment of financial condition for District management to make meaningful decisions.

The District is borrowing money to pay operating expenses and make debt payments. This financing structure is not sustainable in the long-term and exposes the District to higher risk of not meeting its financial obligations.

We recommend the Commissioners:

- Ensure complete and accurate annual financial statements are prepared timely. Financial statements allow management and others to have a complete picture of the District's finances – its annual cash receipts and expenditures, as well as year-to-year changes in assets and liabilities.
- Develop a formal long-term finance plan to that will allow it to provide programs and services with available resources without relying on bank loans.
- Monitor actual expenditures to ensure they remain within budget appropriations and within available resources.
- Adjust the finance plan if expected improvements are not achieved.

The District provides the following information related to the findings of this audit:

Prior to the audit, VPD began a comprehensive review of our accounting procedures and financial outlook. We found that our accounting practices, which were in place during prior audits, wholly failed to provide a timely or accurate picture of VPD's financial position and expenditures. As a Board, we were often left making decisions based on out-of-date, grossly incomplete, or mis-leading information. We were also slow to adjust to rapidly decreasing tax revenues.

We have already taken important steps to remedy this situation. First, we have adjusted district expenditures downward over the past six months. We have scrutinized discretionary expenditures, instituted a hiring freeze, instituted employee furloughs, eliminated certain positions, and imposed employee layoffs. We have also instituted operational reforms to decrease the need for full-time park staff, including off-loading registration and other duties to partner organizations, and adjusting our role in the Vashon Commons. We are currently examining other areas where the district can reduce costs, including the way it operates lodging facilities and the kayak center.

Second, we have adopted a lean 2013 budget, which we anticipate will be the first of a three year plan to provide key public services, eliminate debt, and rebuild our reserve funds. The budget operates within available 2013 revenues and provides a cushion for unforeseen expenses. Under this budget, VPD has five FTE employees, which is a substantial decrease from prior years. The budget also looks to enhanced revenue, including institution of a facility access fee under a policy recently adopted by the Board.

Finally, VPD has bolstered its accounting systems and adopted policies necessary to support those systems. Under a December 2012 policy, the Board is receiving monthly reports on expenditures, debt, and cash flow. We have retained an accountant, who is tracking budget compliance and reforming our accounting systems. In hiring our new GM, a primary goal of the board was to hire a candidate with substantial expertise in financial systems. We were able to attract our number one candidate for the position.

Schedule of Audit Findings and Responses

Vashon Maury Island Park and Recreation District

King County

February 12, 2013

2. **The Commissioners of the Park District did not comply with public works contracting laws.**

In 2009, the District Board voted to construct a complex of new playing fields. Because the District has not undertaken large construction projects in the past, it encountered multiple issues.

Our audit found:

Incomplete records

The District could not locate many of the records we requested for the audit. For example, the District could not provide us with documentation that demonstrates that required public work project specifications, cost estimates and drawings were prepared, or adequate documentation to show that it followed small works roster procedures. Additionally, it did not have documentation of consultant qualifications, proper voucher supporting documentation, documentation of significant decisions and documentations of controls over the project.

When we examined records the District could provide, we found inadequate controls over and noncompliance with public works procurement requirements.

Fields construction project

Availability of funds to meet grant match requirements: The project depended on grant funding from the Washington State Recreation and Conservation Office. To receive the \$500,000 grant, the District was required to have \$628,876 in matching funds. In March 2009, the District signed the grant acceptance letter and certified that the matching funds were ready and available for the project. The District did not have the matching funds on hand. The District received the grant funds and proceeded with the project. As of December 2011, the District still needed to raise \$463,975 to meet the match requirement. The Board did not reduce spending on other programs while it continued with this project which resulted in depleting all of its available resources.

Design and specifications of public works project: District construction projects are subject to public works requirements, including bid laws. For projects subject to competitive bidding, state law requires that plans, specifications and cost estimates are prepared before selection of the contractor. The District stated an individual had volunteered to prepare the required documents, but did not have documentation to show that was done.

- Procurement of fields public works project: The Board decided the District would act as a general contractor for the project, even though it had no prior experience

managing government construction projects. In order to award the work to companies located on Vashon Island, the District Board decided to split the work into smaller pieces. Board meeting minutes describe Board members' intent to split the work into pieces under \$200,000 in order to award contracts using the small works roster. To accomplish this, the Board hired a construction consultant with no prior experience managing government construction projects, who prepared at least 16 "bid packages", each under \$200,000, for various types of work. State law (RCW 39.04.155(4)) prohibits bid-splitting.

Further, the District awarded a bid package for earth-moving work to the highest of the two bidders, contrary to state law. The District asked bidders to record on the bid sheet the amount of any donation they were willing to make. The bid sheet shows that the District used the value of the winning bidder's promised \$26,000 in-kind donation toward the project to reduce his \$301,200 bid and awarded the \$275,200 contract. The District could produce no evidence that it knew what that donation would be or that it would receive it.

Additionally, the winning bidder could not obtain a performance bond as required by state law (RCW 39.08.010). Instead, the District retained a portion of a progress payment. Retainage in lieu of a bond is only allowed for projects that cost \$35,000 or less, and requires retainage of 50 percent of the total contract price.

Noncompliance with bid requirements can result in a higher risk that the District would be paying for goods or services which were not intended, not needed, of inferior quality, or both.

We conclude:

- The Commissioners were unaware of or chose not to follow state public works laws.
- The construction project discussed above was inappropriately broken up into smaller "bid packages" with the intent of avoiding competitive bid requirements.
- Because the District did not prepare plans, specifications and cost estimates as required, it is now having difficulty getting one of the contractors to complete his work. In addition, that contractor did not provide a performance bond, which limits the District's ability to ensure the work is completed.

We recommend:

- The Board familiarize itself with state bid laws. Board members and/or staff should participate in training provided by local government associations and others. It also should seek guidance from those with experience in public works projects when engaging in construction projects.
- Board members should provide oversight and monitoring of District personnel, contractors, and users to ensure compliance with state law.

When performing our audit we considered the following requirements:

RCW 39.04 Public Contracts and Indebtedness
RCW 39.08 Contractor's bond.

The District provides the following information related to the findings of this audit:

The VPD Board shares many of the concerns that are raised in the audit report regarding the VES capital fields project. It appears that the departure of key staff, including former Executive Director Wendy Braicks, greatly hampered the ability of VPD to respond to audit questions and the ability of your office to audit this project. The records of the project were not well-maintained and created some substantial confusion regarding the project. As a result of these issues, we believe that the audit findings are incorrect with regard to the award of the earth-moving contract to the lowest bidder, the cash available for project purposes, and the bond posted by the bidder. These errors are of little consequence, however, because the larger conclusion of the audit that VPD did not manage this project as well as it should have is apparent.

We look to greatly improve this situation as we complete this project over the next several years within budgeted amounts. Working with state granting authorities, the Board is compiling a work plan to move toward completion of the VES project. The anticipated expenditures are within amounts budgeted for 2013. In completing the remaining work, VPD will pay close attention to the issues raised in the audit report in order to ensure compliance with applicable state laws and construction practices. The board looks forward to completing this project in a way that satisfies audit requirements.

Washington State Auditor's Office Customer Service Survey Distribution

The auditor has specified that surveys will be sent out when this audit report is released.

Agency/Auditee Name: <u>Vashon Maury Island Park and Recreation District</u>	
Contact Information: <i>Provide Name, Title, Agency, and e-mail address for each person who will be receiving a Customer Service Survey.</i>	
Name, Title, Agency: ❶	E-mail address:
Susan McCabe, Interim Executive Director, Vashon Maury Island Park and Recreation District	smccabe@vashonparkdistrict.org

Item ❶: Survey recipients listed were selected when preparing the audit report in ORCA. Typically, this is the entity head and audit liaison; however, surveys may be sent to other entity personnel at the discretion of the audit manager or request of the entity.

To add or remove survey recipients:

1. Open the ORCA report data file using the "Edit" function,
2. Enter the additional or corrected information,
3. Click "Save" to save your changes.

Recreation and Conservation Funding Board
Resolution #2013-02
April 2013 Consent Calendar

BE IT RESOLVED, that the following April 2013 Consent Calendar items are approved:

A. Board Meeting Minutes – January 2013

B. Time Extension Requests:

- Clallam County Public Works, Project #08-1075D, Spruce Railroad Trail Tunnel Restoration Project
- Kitsap County Parks and Recreation, Project #08-1337D, South Kitsap Regional Park-Phase 1

Resolution moved by: _____

Resolution seconded by: _____

Adopted/Defeated/Deferred (underline one)

Date: _____

Recreation and Conservation Funding Board Summarized Meeting Agenda and Actions, January 31, 2013

Agenda Items without Formal Action

Item	Board Request for Follow-up
Item 2: Management Reports	None requested.
State Agency Partner Reports	None requested.
Item 3: Update on State Parks Transformation Strategy	None requested.
Item 4: Compliance Update	The conversion related to SR 520 is scheduled for the April meeting.
Item 5: State Comprehensive Outdoor Recreation Plan (SCORP)	Staff to share draft with board in March. Further discussion scheduled for April meeting, adoption in June 2013. In April, staff will provide briefing on the steps to develop the trails plan appendix to SCORP.
Item 6: Key Grant Cycle Survey Findings and Recommendations	None requested.
Item 7: Policy Development for the 2014 Grant Cycle	In April, the board will decide if policy regarding stormwater facilities is needed.
Item 8: Demonstration of Sponsor Online Application and Project Search Map	No follow-up actions.
Item 9: Sustainable Projects in the 2012 Grant Round	Follow-up report at the end of the 2013-15 biennium.
Item 10: Recognizing Legacy Projects	Additional discussion of revised proposal at the April 2013 meeting.

Agenda Items with Formal Action

Item	Formal Action	Board Request for Follow-up
Item 1: Consent Calendar	<ul style="list-style-type: none">Revised resolution 2013-01 Approved.<ul style="list-style-type: none">Time Extension Request: Department of Natural Resources, Project #06-1911, Klickitat Canyon NRCA (HR) 2006Minutes approved by motion as revised.	None requested.

Recreation and Conservation Funding Board Summary Minutes

Date: January 31, 2013

Place: Natural Resources Building, Room 172, Olympia, WA, 98501

Recreation and Conservation Funding Board members present:

Bill Chapman, Chair	Mercer Island	Craig Partridge	Designee, Department of Natural Resources
Betsy Bloomfield	Yakima	Don Hoch	Director, State Parks
Pete Mayer	Snohomish	Dave Brittell	Designee, Department of Fish and Wildlife
Harriet Spanel	Bellingham		
Ted Willhite	Twisp		

It is intended that this summary be used with the meeting materials provided in advance of the meeting. A recording is retained by RCO as the formal record of meeting.

Call to Order

Chair Bill Chapman called the meeting to order at 9:07 a.m. Staff called roll, and a quorum was determined.

Consent Calendar

The Recreation and Conservation Funding Board (board) reviewed Resolution #2013-01, Consent Calendar. The consent calendar included the following:

- A. Approve Board Meeting Minutes – October 2012
- B. Approve Time Extension Request: Department of Natural Resources, Project #06-1911, Klickitat Canyon NRCA (HR) 2006

Chair Chapman asked that the October minutes be removed from the consent calendar so that they could be amended. He then recommended that the first sentence of the third paragraph on page 7 be amended as follows:

Partridge noted that the approach used in the past – and suggested in option 2 – was seen by some as unfair subjective, and that the fourth option would invite a broader discussion.

Motion to revise the minutes made by: Chapman and seconded by: Partridge

Motion to approve the revised the minutes made by: Brittell and seconded by: Partridge

Motion Approved

Revised Resolution 2013-01 moved by: Willhite and seconded by: Brittell

Resolution APPROVED

Director Cottingham reviewed the revisions to the agenda.

Item 2: Management Report

Director's Report: Director Cottingham reviewed the management report provided to the board, noting in particular the surveys, an audit of information technology, and advances in technology. She also noted big check and ribbon cutting ceremonies throughout the fall to recognize the efforts of sponsors. Director Cottingham highlighted the meetings with partners; on January 30, she spoke at the boat show. She discussed progress in negotiating resolution to issues at the Spruce Creek Tunnel and the Susie Stephens Trail in Winthrop. Member Willhite commended her efforts in Winthrop.

Member Mayer asked if the number of repeat extensions was typical. Director Cottingham said that it was new and that they could not establish a trend. Chair Chapman noted that part of the issue was a challenge in the regulatory system (e.g., getting permits). He thinks that the Director Cottingham, RCO staff, and the agency's partners have done a good job in addressing the timely completion of projects and reappropriation, given the structure in which they must operate. He also noted that stakeholders were very satisfied with the director's performance and agency performance. Director Cottingham reminded the board that she is able to authorize extensions only up to four years, and that they are approving fewer extensions beyond four years. Member Mayer asked if the length of projects was underestimated. Scott Robinson, Deputy Director, responded that every request for time extensions was scrutinized, and part of the equation is that sponsors are losing staff; the RCO wants sponsors to be successful, so time extensions come with new benchmarks. The agency is pulling new data about how long projects should take. Robinson also noted that the RCO is collecting more information at the end of projects for compliance, and doing so results in short time extensions to allow clients to close projects.

Policy and Legislative Update: Policy Director Nona Snell reported that there are a few bills that directly affect the work of the board. In particular, she noted that they are watching bills that target concerns about acquisitions funded with state money and a set of companion bills that change the Youth Athletic Facilities program and add a funding source. She and Director Cottingham also have been meeting with legislators who are either new or who have new committee assignments. She noted that February 22 is the policy cutoff, and March 1 is the fiscal cutoff. She reviewed Governor Gregoire's budget, which is the area of focus for now since Governor Inslee's budget will not be released until mid-March. She reported that the Big Tent coalition, which was formed this fall to let people know the importance of recreation to the state's economy, had an education day on Monday. The Senate passed a resolution recognizing the importance of recreation to the economy. She and Director Cottingham reminded the board of the rules regarding lobbying. Director Cottingham reminded the board members that they need to complete the F-1 forms for the Public Disclosure Commission.

Grant Management Report: Scott Robinson, Deputy Director, highlighted the work of grant staff since October. They have focused on closing projects, which means that they have moved unspent funds to new projects. They also have reviewed the work during 2012 to see how they can improve for 2014. They are working on the cultural resource review of projects approved last fall, and those that will be before the board in June. Supervisors have also been doing staff evaluations.

Closed Projects of Note: Sarah Thirtyacre and Adam Cole presented two closed projects of note – Newman Lake and Latimer's Landing. Both project sites had funding from several grants to provide boating facilities for the public.

- With regard to Newman Lake, Chair Chapman asked about sustainability, specifically if there was more natural shoreline than shown in the slides. The project sponsor highlighted where they added more rock to the naturally existing rock and mitigation planting. Member Mayer asked how they

weighed the tradeoffs of shoreline fishing versus a fishing pier. The sponsor responded that the pier was needed because the lake is shallow and has about two feet of fluctuation. Member Brittell noted that WDFW can work to elevate sustainability as a project focus.

- Member Mayer asked about sustainable materials in paths and ramps at these facilities. Thirtyacre explained the use of grading, shoreline buffers, and rain gardens at the Latimer's Landing site. The project sponsor explained the requirements and best practices for piers and ramps.

General Public Comment

There was no general public comment.

State Agency Partner Reports

Department of Fish and Wildlife (WDFW): Member Brittell noted that they have a number of issues. The first is wolves; there are 10 to 12 pieces of legislation currently filed. One of the bills would create a license plate that would provide funds for wolf management. Second, the Discover Pass continues to be modified, but most bills would have fewer people pay. Third, there is legislation about how public agencies manage lands. For DFW, they are looking at how they manage payment in lieu of taxes (PILT); there is legislation being discussed that would change the amount that would be paid.

Member Brittell concluded by reporting on meetings taking place in the Teanaway area. There is a major conservation effort with many partners working together.

Department of Natural Resources: Member Partridge reported that Woodard Bay would reopen in February.

State Parks: Member Hoch noted that the Governor's budget included no general fund dollars for State Parks, but the book two version had funding. The Commission has said that they need \$27.2 million. He noted that they have reduced executive staffing and are embracing LEAN practices. They have sent 25 employees to training and have a mentor from Virginia Mason helping them in the processes. Their new Transformation Strategy will be on the web site soon; Larry Fairleigh will talk about one aspect of it today.

Item 3. Update on State Parks Transformation Strategy

Larry Fairleigh of State Parks presented information about the State Parks Transformation Strategy, including work to date. He noted that they need to accept that through budget decisions, the Legislature has created them as a fee-for-service agency. He noted that State Parks must now compete for income against other activities that the public could choose. The Commission adopted a new fee schedule in January 2013 and they are working on an endowment lands concept. He asked the board members to review the document and provide feedback to the Commission. There are 19 strategies and 40 initiatives in the document. The Commission will consider the Strategy in March.

He then reviewed the planning efforts at Lake Sammamish and Fort Worden State Parks, providing details of what State Parks hopes to accomplish. Director Cottingham reminded them that it is good to bear in mind that there are grant restrictions in place on the properties. Spanel asked if part of the issue is turnover in the Legislature and that new members may not understand the restrictions. Hoch responded that the issue is budget constraints and that there isn't enough money for everything that the public wants to have.

Member Mayer asked if the SCORP findings that people do not camp at State Parks is playing into their planning. Hoch responded that they are looking at technology, how it relates to the age of park users, and the types of camping offered. Fairleigh noted that campgrounds are profitable on a short season; the question is how to extend the season into the spring and fall. They will need to bring in people with marketing skill sets to do that.

Member Willhite spoke out against the change to a fee-for-service agency, and suggested that they need to do a better job of partnering with nontraditional groups such as the business community to lobby the Legislature. He also noted that the Strategy does not address global warming.

Board Business: Briefings & Discussion

Note: On the agenda and recording, Items 4 and 7 were taken out of order due scheduling conflicts (see revised agenda, as approved). They are presented in numerical order here for reading ease.

Item 4. Compliance Update

Leslie Ryan-Connelly presented the information as described in the staff memo. She reviewed the compliance workload and noted how the board's approach and policy regarding conversions have changed over time. Ryan-Connelly then explained the current compliance workload, highlighting how the contract obligations vary by program and project type. There are about 4,100 projects in the compliance portfolio; about 38 percent have been inspected in the last five years. She noted that compliance issues are discovered during inspections. Since the RCO is unable to do inspections as often as it would like, one solution may be to focus on prevention of compliance problems. Staff is currently working on about 81 conversions, as well as about 200 other compliance issues. She then reviewed the 2013 work plan.

Partridge asked if it was possible to use volunteers to do inspections. Director Cottingham responded that they were looking at the self-certification option, but they hadn't talked about volunteers. Mayer stated that he liked the idea of the self-certification option, with a list of sponsors who would be on a probationary status. Brittell noted that they work with land trusts to monitor conservation easements and that it works well. Bloomfield noted that other grants require sponsors to have monitoring plans and submit reports. Willhite likes the idea of self-certification. Mayer asked if there was data to help identify where the greatest risk would be. Ryan-Connelly said that it does not yet exist, but that GIS tools would help in the future.

She concluded with an update on the conversion at the Washington Park Arboretum associated with the expansion of SR 520. Her last update was in June 2011, when she presented the preferred replacement property. She plans to bring the final package for approval in April or June. She explained the property to be converted, which consist of four separate pieces and totals 4.8 acres. She also highlighted the replacement property, and described the issues that they are addressing including cultural resources and contamination. Director Cottingham noted that the total investment by RCO is about \$145,000; the replacement value at today's market rate is \$11.5 million.

Member Partridge asked if the conversion interrupts the trail. Ryan-Connelly responded that it does not; it will be a longer stretch that goes under the 520 right of way and it will be safer.

Member Spanel asked who would pay the cost of the cleanup of the replacement site and tearing down the buildings. Ryan-Connelly stated that the cleanup would be reflected in the values shown in the appraisal,

once the estimate is completed. Board members were very concerned that the value did not include the cost of tear down, clean-up, or relocation. Member Bloomfield asked if the historic building could be repurposed in a park plan; Ryan-Connelly responded that it was part of the negotiations. Member Willhite asked if there is any consideration to comparable utility; Ryan-Connelly responded yes and that it was almost impossible to find a similar quiet spot in Seattle, so they had to use a site with aquatic access that also met the other criteria (e.g., proximity and value).

Item 5. State Comprehensive Outdoor Recreation Plan (SCORP)

Dominga Soliz, RCO policy specialist introduced Mike Fraidenburg from Responsive Management (the SCORP consultant), who presented the information as described in the staff memo. Fraidenburg noted that this was a high-level overview, and that they may not be able to answer detailed questions during the presentation. His presentation addressed the progress and initial findings within the seven areas of the scope of work.

Fraidenburg noted that the public wants cooperation among interest groups and agencies, with a focus on common goals. They also want a focus on sustainability of the resources and the infrastructure/facilities. The public also wants to participate by volunteering. With regard to demand, he noted that the population is aging, becoming more urban, and is more diverse. The types of recreation that people participate in are changing; people are getting back into nature. When people do not participate in recreation, their reasons tend to be personal; that is, outside the control of board policy or recreation providers. They also tend to be very satisfied with the recreation opportunities and facilities available. He also addressed the surveys related to supply and need. He noted that the level of service tool did not work perfectly, and that a low score may not necessarily indicate that something needs to be fixed. Fraidenburg concluded by reviewing the key issues, wetland considerations, and update to the trails plan.

Soliz told the board that the draft SCORP would be sent to them and posted for the public in March, and that they would have time for review and discussion in April. They would be asked to approve the document in June. Following board approval, the National Park Service will be asked to review and approve the plan, followed by Governor approval. The board would then be asked to consider changes to the Land and Water Conservation Fund grant criteria in the fall. Director Cottingham noted that she was very impressed with the online town hall process because of the number of people who participated compared to traditional methods.

Member Bloomfield asked about the definition of wetlands. Fraidenburg acknowledged that it likely included lakes and rivers. Member Mayer asked about the timeframe for participation, and whether it included frequency and household. Soliz responded that the survey asked how many times the person did the recreation activity within the last 12 months, and it included a parent proxy for children.

Chair Chapman asked what the deliverable would be for the trails plan. Soliz responded it would be an assessment of where we are now compared to the last plan in 1991, with a focus on regional trails network, urban trails, maintenance, and conflict management. It will set the stage for a broader update in 2018. It will look at supply and demand, using SCORP data. Fraidenburg noted that the key deliverable will be an analysis that is similar to a performance audit, rather than a gap analysis. They will try to follow-up on plans stated in the 1991, but will not conduct an inventory of trails. Chair Chapman asked what the policy update in the plan would be; Soliz said that she could bring that back in April. He then asked what the steps would be in developing the plan. Soliz responded that they are meeting with the advisory groups to review the old

plan and get feedback and pulling data from SCORP to see what is relevant to trails. Fraidenburg responded that the SCORP data should help determine if they are making progress since 1991. Chair Chapman expressed a desire to have the trails plan help make it easier to create regional trail systems. Member Willhite concurred. Member Mayer said that he thought it would be best to have an inventory so they could create policy to fill the gaps. Director Cottingham referred to the backbone trail systems, the feeder trails, and smaller trails; she noted that this plan will focus on the backbone trails and some of the feeder trails.

Item 6. Key Grant Cycle Survey Findings and Recommendations

Rebecca Connolly and Marguerite Austin presented the information as described in the staff memo. Member Brittell suggested that the changes in the process to written evaluations may have affected the overall satisfaction. Connolly responded that they could look at the data, but she could not recall if there were enough responses those categories to make the data meaningful. Austin noted that they would be crafting the details of the process changes listed in the staff memo after reviewing the data in more detail.

Member Mayer stated that he was happy that there was a continuous process improvement cycle. He suggested that previous applicants be involved in the evaluator orientation to provide their perspective on what is most useful. Member Willhite stated that he liked the quick response to the feedback.

Member Hoch asked about the turnover of evaluators. Austin responded that in the past, they had a lot of turnover; the board recently authorized staff to create standing advisory committees, so they will have more continuity in the future. That will create a learning cycle and self-regulation that will benefit future cycles. However, terms will expire so there will be new people in each cycle.

Item 7. Policy Development for the 2014 Grant Cycle

Nona Snell presented the proposed policy tiers as described in the staff memo. She explained that staff is asking for direction on policy priorities in Tier 2 in 2013. Chair Chapman asked why staff chose the issue of stormwater facilities over “readiness to proceed” or “immediacy of threat” for tier 2. Director Cottingham responded that this is a frequent request, and the RCO policy differs from the policy of the National Park Service for Land and Water Conservation Fund grants. Scott Robinson reported that they are getting tough questions about stormwater ponds that affect the RCO’s ability to implement its compliance policy. Member Mayer asked if the use of the word “pond” was intended to narrow the policy; Chair Chapman suggested that the board needed to decide whether to address the policy before it scoped the issue. The issue will be brought forth for further discussion at the April meeting.

Item 8. Demonstration of Sponsor Online Application and Project Search Map

Scott Chapman gave a history of the PRISM database, shared information about the number of users, and then demonstrated (1) the new mapping tool that was added to the project search tool on the RCO Web site and (2) PRISM Online, which includes the sponsor online application wizard. He highlighted the feature that will allow sponsors to map the project during the application process.

Member Bloomfield asked how this relates to the compliance tool. Chapman responded that the map would be part of the compliance module that they are building. He showed how the map in PRISM Online shows all projects sponsored by a person’s organization, which should support ongoing compliance by making them aware of their full project portfolio.

Member Willhite suggested a video to explain the process step-by-step.

Item 9. Sustainable Projects in the 2012 Grant Round

Myra Barker presented the information as described in the staff memo. She highlighted sustainable features of several projects in the 2012 grant cycle, and described how staff would track implementation through progress reports and final reports. The board had no questions.

Item 10. Recognizing Legacy Projects

Marguerite Austin presented the proposal for recognizing legacy projects, as described in the staff memo. The award would be called the Recreation and Conservation Funding Board Legacy Award. Staff proposes a biennial award that recognizes completed projects. Austin reviewed some potential criteria and asked for board feedback.

Chair Chapman agreed that sponsors should not self-nominate. He did not think that there was a need for an award in every category, but that there should be no more than two or three.

Member Partridge asked what would be gained by doing the recognition. Chair Chapman responded that it could raise the profile of parks departments within communities and with local officials, funders, and decision makers. Member Brittell noted that it was a way of telling the public about good projects and partnerships. Member Partridge suggested that the criteria should reflect that kind of messaging.

Member Bloomfield suggested looking for themes (e.g., sustainability, cost effectiveness, partnership) that cut across all programs and categories in the simplest way possible, and then build criteria within those themes. She also suggested that the Washington Wildlife and Recreation Coalition (WWRC) breakfast could be a good venue for making the award.

Member Mayer liked the approach and intent to have it reach across all grant programs; he also wants fewer awards. He asked how the board could ensure it doesn't become a design award. Member Partridge likes the cross-program approach as well because it creates a discipline that ensures that this limits the number of awards.

Member Spanel noted that the approach needs to reflect the legacy name. She also suggested that there be only one award in each theme. There may be some themes that cannot cut across all categories.

Member Willhite suggested there are two considerations: criteria and intent. He does not want the criteria to drive the question of the intent of the recognition. He thinks Craig asked the real question – what are they going to do with it? Member Willhite wants the board to consider how they can use this to market the good work being done.

Member Hoch suggested that maybe it should be a Hall of Fame, where they look at older projects that are still making a great contribution. Member Spanel concurred, suggesting that maybe it should be awarded once a project has been proven to be a great project, rather than something that has been recently completed. She suggested that there may be a need for two awards – one for recently completed projects and one for older projects proven to be legacy. Chair Chapman added that it could be an annual award for recently completed projects, and biennially for legacy projects. Member Spanel responded that annual may make it too frequent to keep it special.

The board agreed that they wanted to limit it to 3 to 4 awards. Member Partridge said that he liked the idea of it not being too prescriptive, but he also does not want it to get a reputation as being subjective. Member Mayer suggested that looking back brings more objectivity to the process because staff would be removed from the process. Chair Chapman suggested that it could be restricted to top ranked projects only. Members agreed that a staff nomination process was a good idea. Member Bloomfield suggested that they should put an age limit on the projects. Chair Chapman prefers a mix of older projects and newer, vibrant projects.

Member Willhite said that they would need to consider who would receive the award if the project had been completed twenty years earlier. Member Hoch suggested that they could bring back former board members and local officials for the recognition.

Director Cottingham asked if they had any preferences about physical form (e.g., where the award would be placed). Member Bloomfield suggested that the recipient should get an award, and that there could be a Hall of Fame in the Natural Resources Building.

The board asked for further discussion in April.

Approved by:

Bill Chapman, Chair

Date

Recreation and Conservation Funding Board
Revised Resolution #2013-01
January 2013 Consent Calendar

BE IT RESOLVED, that the following January 2013 Consent Calendar items are approved:

- A. Time Extension Request: Department of Natural Resources, Project #06-1911, Klickitat Canyon NRCA (HR) 2006

Resolution moved by: Willhite

Resolution seconded by: Brittall

Adopted/Defeated/Deferred (underline one)

Date: January 31, 2013

Recreation and Conservation Funding Board Briefing Memo

Meeting Date: April 2013
Title: Approve Time Extension Requests
Prepared By: Adam Cole, Grant Manager

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

This is a request for the Recreation and Conservation Funding Board (board) to consider the proposed project time extensions 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 #: 2013-02

Purpose of Resolution: Approve the requested time extension

Background

Manual #7, *Funded Projects*, outlines the board's 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 director has authority to extend an agreement for up to four years. Extensions beyond four years require board action.

The RCO received a request for a time extension for each the projects 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 sponsors are requesting extensions to continue the agreements 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;
- 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 reappropriation request levels for RCO.

Strategic Plan Link

Consideration of these requests 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

The RCO received no public comment on the requests.

Staff Recommendation

Staff recommends approval of the time extension requests for projects listed in Attachment A.

Attachments

- A. Time Extension Requests for Board Approval

Time Extension Requests for Board Approval

Project number and Type	Project sponsor	Project name	Grant program	Grant funds remaining	Current end date	Extension request
08-1075 Development	Clallam County Public Works	Spruce Railroad Trail Tunnel Restoration Project	Washington Wildlife and Recreation Program - Trails Category	\$344,000 34% of original \$999,000 grant. Total project is \$2.2 million.	July 9, 2013	March 31, 2014

Reasons for Delay and Justification of Request

This grant reconstructs a nine-mile section of the Olympic Discovery Trail (ODT) on the historic Spruce Railroad grade through Olympic National Park to provide access for cyclists, equestrian users, and hikers. Clallam County completed 6.5 miles of the trail, but National Park Service concerns with the environmental review, project design, and costs halted construction of the last 3.5 miles of trail. The RCO Director has recently helped Clallam County and the National Park Service negotiate scope modifications and a timeline that will allow trail construction to resume.

If the time extension is approved, the County will complete construction of an additional mile of trail, which will connect the existing trailhead to the historic Spruce Railroad Grade. They also will construct a new trailhead and access trail that will allow barrier free access to the trail in two new locations. If this work cannot be completed within the negotiated timeframe, the County will begin work on portions of the Olympic Discovery Trail on lands managed by the Forest service immediately west of the National Park. The remainder of this portion of the trail is hoped to be finished with a grant on the 2012 WWRP list pending before the Legislature.

Project number and Type	Project sponsor	Project name	Grant program	Grant funds remaining	Current end date	Extension request
08-1337 Development	Kitsap County Parks and Recreation	South Kitsap Regional Park-Phase 1	Washington Wildlife and Recreation Program - Local Parks Category	\$379,000 76% of original \$500,000 grant. Total project is \$1.6 million.	June 30, 2013	June 30, 2014

Reasons for Delay and Justification of Request

The scope of work for the project included developing a new playground and skate park, reorienting and expanding three existing baseball fields, adding one new baseball field, constructing an all-weather soccer field, realigning park roads, constructing new parking, and installing a perimeter walking and jogging path with spur trails that create new pedestrian access to the park.

Kitsap County has completed the design and engineering, installed the playground, completed 70 percent of the new skate park, and completed the perimeter path and other access trails. Renovation of the three existing ball fields is underway. The project was delayed due to turnover of Park Department staff. Staff has completed an update of the project design, developed new cost estimates, and has reinitiated the permitting process, which has taken more time than anticipated.

Kitsap County Parks is requesting a 1-year time extension to complete the work that is currently underway, and to develop parking and an interior connector road.

Recreation and Conservation Funding Board Briefing Memo

Meeting Date: April 2013

Title: Management Reports: Director's Report

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

This memo is the director's report on key agency activities.

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 Updates
- ▶ Legislative and budget update
- ▶ Policy Update
- ▶ Grant management
- ▶ Fiscal report
- ▶ Performance report

Agency Updates

Agency Operations

Lean Training

Scott Robinson and I, along with about 200 other state agency managers, attended a half-day training session in Olympia that outlined the five practices of exemplary leadership, which is being used to build a foundation for implementing the LEAN principles. LEAN is a new management tool whose core idea is to create more value for customers with fewer resources. LEAN provides proven principles, methods, and tools for creating more efficient processes while developing a culture that encourages employee creativity and problem-solving skills. RCO is currently applying LEAN principles to two areas of agency business: (1) document retention and (2) the purchase and storage of agency supplies.

RCO Information Technology

The IT team is replacing our public PRISM firewall and working with other natural resources agencies in the Natural Resources Building to install a secure WiFi network for RCO and our hearing rooms on the first floor. Public users will be directed to the Internet automatically.

IT staff also are completing the migration from older servers and virtual servers, and replacing older staff computers. In February, grant sections began working with GIS staff on developing standard map products.

Meetings with Partners

- **Washington Association of Land Trusts and Washington Wildlife and Recreation Coalition:** I spoke at both organizations' board meetings. I shared information about the farmland program review, lands group update, policy priorities, grant applicant and evaluator surveys, PRISM online, project search maps, legislation on state agency land acquisitions, SRFB manual posted online, salmon recovery conference, future role of the Governor's Salmon Recovery Office, State of Salmon in Watersheds Web site, and issues about liability associated with woody debris.
- **Washington Recreation and Parks Association:** I spoke at the association's leadership summit. Doug Levy, the WRPA lobbyist, and I gave a presentation on legislative relationships and strategy.
- **Skookum Rotary:** I spoke to this group about RCO, its grant programs, and the grants in the Mason County area.
- **Washington Trails Association:** I spoke in Olympia at the association's Hiker Lobby Day about the importance of public lands for recreation and what current budgets look like.
- **Capitol Land Trust:** Along with about 500 people, I attended the land trust's annual breakfast. RCO got a great shout out about our exemplary management of grant programs.

Update on Sister Boards

Salmon Recovery Funding Board (SRFB)

The SRFB met February 27 in Olympia. Briefings included important information about this year's Pacific Coastal Salmon Recovery Fund grant and the upcoming salmon recovery conference. Staff presented information about the Estuary and Salmon Restoration Program and the Family Forest Fish Passage Program, including a new video (www.rco.wa.gov/downloads/FFFP.mp4). The afternoon was devoted to a discussion of the board's monitoring programs, with a specific focus on the findings and results from the Intensively Monitored Watersheds. The board approved using up to \$25,000 in 2012 federal funds to support an update to the monitoring chapter in the Stream Habitat Restoration Guidelines. The next meeting of the board will be May 21-22 in Olympia.

Washington Invasive Species Council

The Invasive Species Council is continuing their work to identify the location and impacts of 15 priority invasive species in the Puget Sound Basin. Existing data are being compiled to create maps of invasive species presence, which will be made available to state and local agencies for planning purposes. The Council has recently added language into the SEPA Environmental Checklist guidance document to include considerations of invasive species. They have also just finished working with the Salmon Recovery Funding Board to include a question on invasive species in Manual 18. The purpose of the questions in both SEPA and Manual 18 is to limit the unintended spread of invasive species during construction and restoration work.

Habitat and Recreation Lands Coordinating Group

The Habitat and Recreation Lands Coordinating Group (Lands Group) is starting work on its 2013 Action Plan. This year the group will publish the second performance monitoring report on state land acquisitions and will host the Fifth Annual State Land Acquisition Coordinating Forum. This year's forum will focus on state agency performance of land purchased with 2009-11 funds, and on outcomes of the 2013-15 budget. The Lands Group also will host a state land project planning workshop. The group is discussing proposed legislation about state land purchases and is coordinating on related policy issues, such as funding for land maintenance.

The group is getting more legislative attention and several legislative proposals involve state habitat and recreation land acquisitions, so the Lands Group is conducting a member survey about the role of the group in emerging policy issues. One issue is whether Lands Group members should provide information at hearings related to state land purchases. Staff will report the results of the survey to the board in June.

Legislative and Budget Update

Legislative Update

As of this writing, the first three bill cutoffs have passed. The following bills that would have had a direct impact on board programs are no longer moving through the process:

- HB 1187/SB 5103, amending the Youth Athletic Facilities program and providing additional funding for the program;
- SB 5506, amending the safe routes to schools program bill and possibly impacting the Recreational Trails Program;
- HB 1632/SB 5513, making changes to off-road vehicle licensing/programs that would have resulted in additional funding to the Nonhighway and Off-road Vehicle Account;
- SB 5057, requiring public access to lands purchased with state funds; and
- SB 5575, changing the use of the Outdoor Recreation Account from acquisition and development to repair and renovation for State Parks.

Table 1 shows bills of interest to the Recreation and Conservation Funding Board that were still viable after the cutoff dates. The next cutoff date is April 3.

Table 1: Bills of Interest

Bill	Summary
HB 1401 SB 5399	Under the bills, a county, city, or town that has a finding of non-compliance with GMA, would still be eligible to apply for state grants and could not be penalized in the awarding of grants if it met other criteria, during the period of remand.
HB 1764	This bill addresses the number of geoduck diver licenses that the Department of Fish and Wildlife can issue. It will not directly impact the Aquatic Lands Enhancement Account (ALEA) or funding for the ALEA program.
HB 2001 SB 5868	The bills are not identical, but both improve funding for outdoor recreation programs by eliminating the current statutory cap on eligibility for recreational fuel tax refunds collected by several programs, including the Recreation Resources Account.

Bill	Summary
SB 5054	This bill would require legislative approval of WWRP land acquisitions by the Departments of Natural Resources and Fish and Wildlife. It also would require legislative approval of all State Parks acquisitions, including land acquisitions in the WWRP program.
SB 5702	This bill would change current law so that anyone who transports a watercraft into the state on a road must have documentation that the watercraft is free of aquatic invasive species. This makes the documentation requirement apply to watercraft used in any area outside of Washington, not just those areas specifically identified by DFW rule.

Operating and Capital Budgets

The Economic and Revenue Forecast Council will release the revenue forecast for the 2013-15 and 2015-17 biennia on March 20. The Senate and House will develop operating and capital budgets based on the updated forecast. The expectation is that the Senate will release operating, capital, and transportation budgets first, and the House will follow shortly after. The Governor is expected to release budget priorities late in March.

By a vote of 6 to 3, the Washington State Supreme Court ruled that I-1053, which required a supermajority (two-thirds) vote in the state Legislature to raise revenues, is unconstitutional. Even with this ruling, raising new revenue is controversial, but it may now be a factor in the budget negotiations.

Staff will provide an update about the budget and bills at the April board meeting.

Policy Updates

Boating Facilities Inventory Update and Mobile Application Update

Staff is working with a consultant, GeoEngineers, to explore opportunities to partner with private organizations to share data about boating facilities sites statewide. The benefits of partnering would include cost savings to the state and increased ability to get updated data. A primary consideration for this project is ensuring that we can keep the data current. A data-sharing partnership could allow the state to tap into processes boaters use to give feedback to private entities about the condition of the facilities and what has changed at facilities around the state. The inventory is scheduled for launch in September 2013.

Nonhighway and Off-road Vehicle Activities (NOVA) Plan Update

Responsive Management is working with the NOVA Advisory Committee to identify changes and potential additions to 2005 NOVA Plan. Responsive Management also will collect public opinion, conduct research, and draw on SCORP survey results to inform the planning process. Staff will request board approval of the plan by November 2013.

State Parks Pilot Studies Update

Staff is working with State Parks and the National Park Service (NPS) to identify potential compliance issues at Fort Worden and Lake Sammamish State Parks. Both parks include Land and Water Conservation Fund Act 6(f) boundaries. RCO compliance staff is helping State Parks

submit documents and information to NPS. NPS will determine whether the planned changes in facility uses at Fort Worden and the planned new facilities at Lake Sammamish comply with the federal grants that helped fund the parks. At Lake Sammamish in particular, guidance from NPS about which features of the planned facilities are in and out of compliance will be useful to State Parks as it begins design efforts to revitalize the park.

Grant Management

Using Returned Funds for Alternates and Partially-Funded Projects

The director has recently awarded new grants for alternate projects (Table 2). The funds are from projects that did not use the full amount of their grant awards.

Table 2: Funds for Alternate Projects

Project Number	Project Name	Sponsor	Program – Category	Grant Request	Funds Approved
10-1670A	Cowiche Basin Working Rangelands	State Conservation Commission	WWRP Farmland Preservation	\$2,172,680	\$468,845
10-1473A	Upper Dry Gulch Natural Area Preserve	Department of Natural Resources	WWRP Natural Areas	\$3,499,912	\$3,102,080
10-1559A	Mt. Spokane - Forest Capital and Riley Creek	State Parks and Recreation	WWRP State Parks	\$890,343	\$493,265
10-1596C	Naches Spur Rail to Trail	Yakima County	WWRP Trails	\$810,829	\$407,131

Also, as unused funds have become available from other projects, the director has approved additional funding for the following partially funded projects. Table 3 shows the projects' original grant awards and the total grant funds now approved.

Table 3: Funds for Partially-Funded Projects

Project Number	Project Name	Sponsor	Program and Category	Grant Request	Previous Grant Funding ¹	Current Total Grant Funding
10-1653A	Clark Lake Park Expansion	Kent	WWRP Local Parks	\$403,900	\$125,120	\$145,978
10-1471A	Dyer Haystacks and Two Steppe Natural Area Preserve	Department of Natural Resources	WWRP Natural Areas	\$792,330	\$460,194	\$792,330
10-1136A	Asotin Creek/Charley Fork Riparian	Department of Fish and Wildlife	WWRP Riparian Protection	\$1,300,000	\$597,000	\$623,454

¹ Some projects have received previous cost increases.

Project Number	Project Name	Sponsor	Program and Category	Grant Request	Previous Grant Funding ¹	Current Total Grant Funding
06-1913D	Chehalis River Surge Plain Natural Area Preserve Water Access	Department of Natural Resources	WWRP State Lands Development	\$246,088	\$153,270	\$204,377
10-1641A	Admiralty Inlet Natural Area Preserve	Department of Natural Resources	WWRP Urban Wildlife Habitat	\$2,041,500	\$75,560	\$753,698

Project Administration

Table 4 summarizes the outdoor recreation and habitat conservation projects currently being administered by staff:

- Active projects are under agreement.
- Staff is working with sponsors to place the “Director Approved” projects under agreement.²

In addition, staff has several hundred funded projects that they monitor for long-term compliance.

Table 4: Projects Currently Being Administered

Program	Active Projects	Director Approved Projects	Total Funded Projects
Aquatic Lands Enhancement Account (ALEA)*	12	2	14
Boating Facilities Program (BFP)	25	0	25
Boating Infrastructure Grant Program (BIG)	3	0	3
Firearms and Archery Range Recreation (FARR)	6	0	6
Land and Water Conservation Fund (LWCF)	10	0	10
Recreational Trails Program (RTP)	69	0	69
Nonhighway and Off-Road Vehicle Activities (NOVA)	81	0	81
Washington Wildlife and Recreation Program (WWRP)*	114	6	120
Youth Athletic Facilities (YAF)	2	0	2
Total	322	8	330

* In October 2012, the board approved ranked list of projects in ALEA and WWRP. These ranked lists are considered to have board preliminary approval, and do not appear on the chart. The board will reconsider the lists for final approval in June 2013 following the 2013 legislative session, which will establish appropriations for both grant programs.

² When the board approves ranked lists of projects, it also delegates authority to the director to approve contracts for eligible project alternates as funds become available. These are “Director Approved Projects.”

Fiscal Report






The attached financial reports reflect Recreation and Conservation Funding Board (board) activities as of February 28, 2013. Revenues are shown through January 31, 2013.

- Attachment A reflects the budget status of board activities by program.
- Attachment B reflects the budget status of the entire agency by board.
- Attachment C reflects the revenue collections. We are on track to meet our projections. Attachment D is a Washington Wildlife Recreation Program (WWRP) summary. Since the beginning of this program, \$606 million of funds appropriated in the WWRP program have been expended.

Performance Report

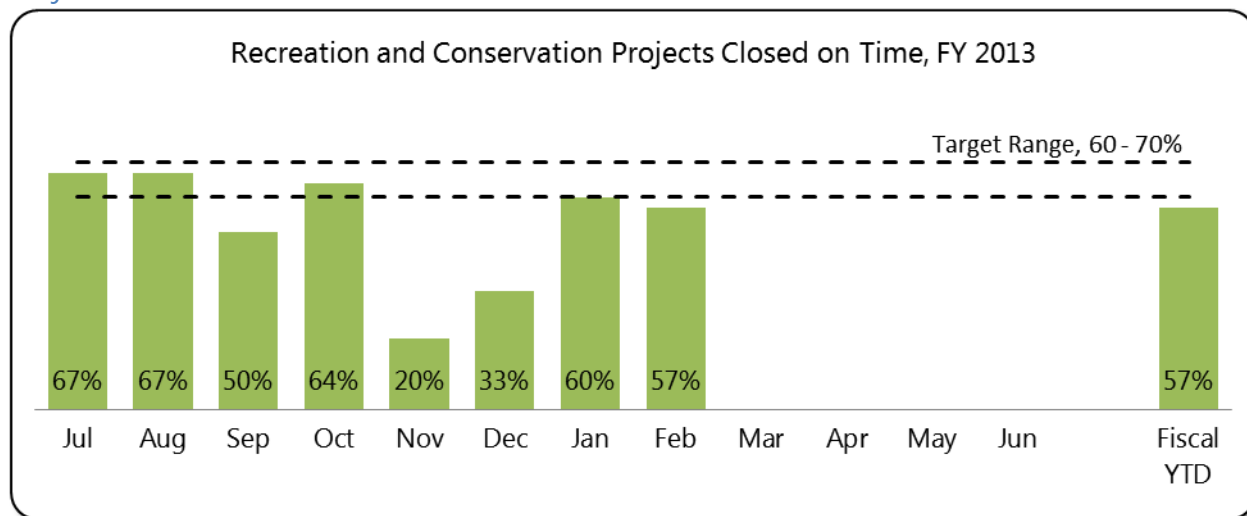
Data are for recreation and conservation grants only, as of March 1, 2013.

Table 5: Performance Data

Measure	Target	FY 2013	Indicator
1. Percent of recreation/conservation projects closed on time	60-70%	57%	
2. Percent of project agreements issued within 120 days after the board funding date	85-95%	97%	
3. Percent of projects under agreement within 180 days after the board funding date	95%	97%	
4. Fiscal month expenditures, recreation/conservation target (target 60% expenditure for 40% reappropriation)	46% As of FM 19	42% As of FM 19	
5. Bills paid within 30 days: recreation/conservation projects	100%	61%	

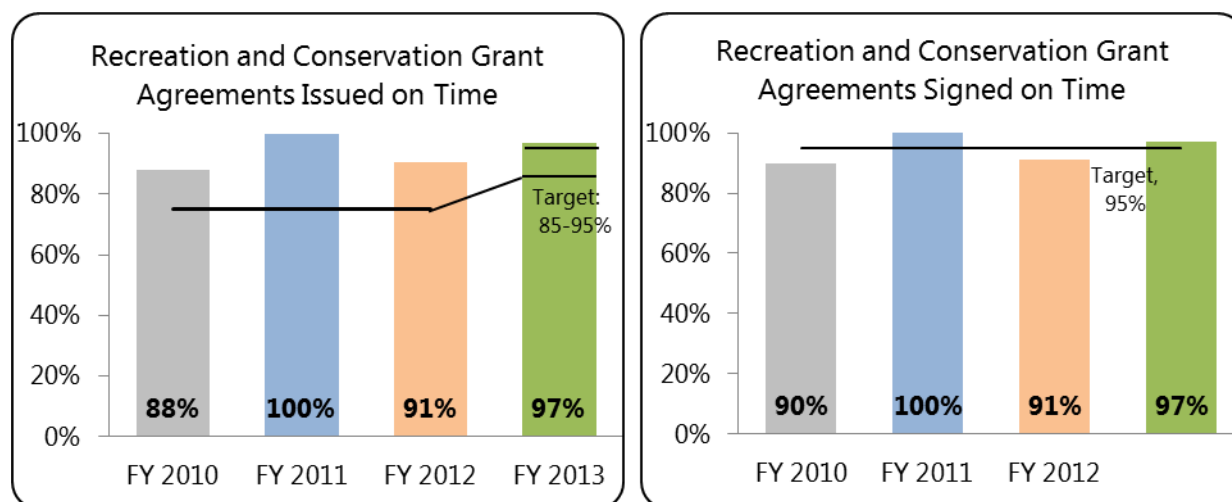
Notes and Analysis

Projects Closed On Time



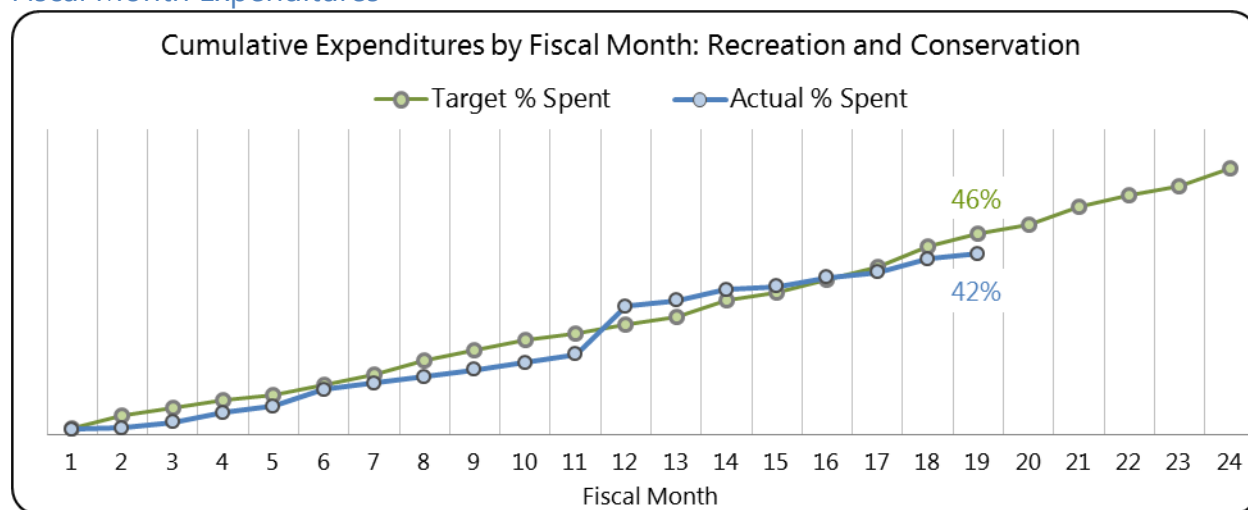
The data reflect 65 projects due to close in this fiscal year. Thirty-seven projects closed on time; four closed late. The other twenty-four remain active for a variety of reasons, and are monitored by RCO management.

Project Agreements Issued and Signed on Time



The measure for fiscal year 2013 reflects Recreational Trails Program grants that were approved by the director in May and September following federal funding authorization. The board approved these projects in November 2011.

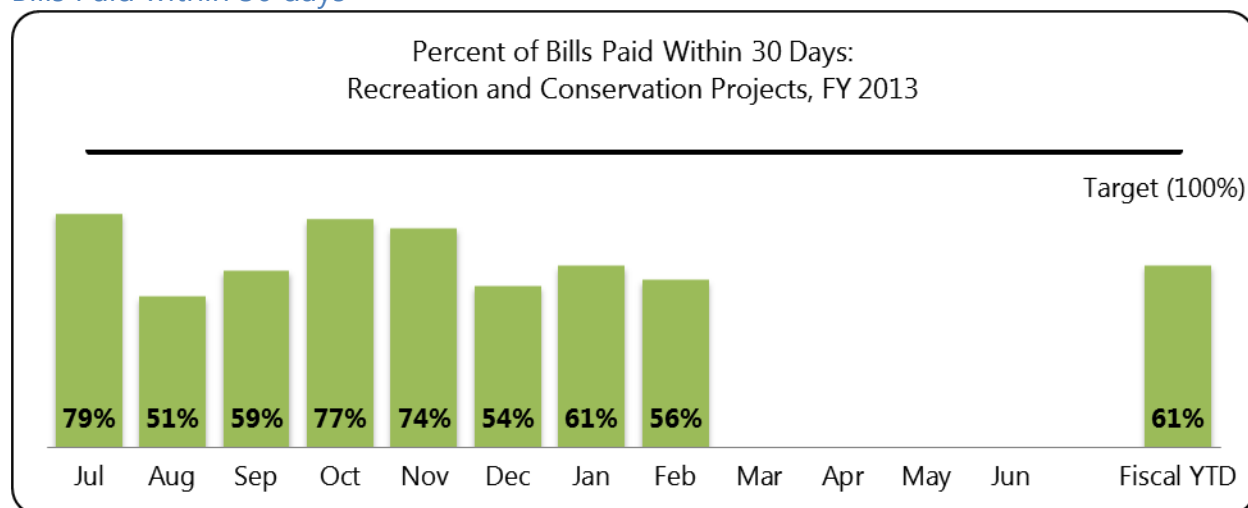
Fiscal Month Expenditures



The agency set a stretch target of expending 60 percent of its allotments in this biennium; the previous target was only 50 percent.

Expenditures for recreation and conservation grants continue to lag behind the target as of fiscal month 19. The same is true for the agency overall. The agency expects this trend to continue through the spring, but is optimistic that expenditures could increase near the end of the fiscal year.

Bills Paid within 30 days



Paying bills on time continues to be a challenge. Between July 1 and March 1, there were 465 invoices due for recreation and conservation projects; of those, 285 were paid on time and 159 were paid late. Twenty-one are outstanding. The average number of days to pay a bill is 27; the median is 13.

Some bills are delayed because sponsors do not submit all of the required documentation, or because the grant manager needs additional information to confirm that the expenditures conform to board policy. Staff capacity to complete the work has also been a factor.

Time Extensions

The board's adopted policy for progress on active funded projects requires staff to report all requests for time extensions and subsequent staff actions to the board.

Director Approved Time Extension Requests: Since the beginning of the biennium, the RCO has received some requests to extend projects. Staff reviewed each request to ensure compliance with established policies. The following table shows information about the time extensions granted by quarter, as of March 1, 2013.

Table 6: Director Approved Time Extensions

Fiscal Quarter	Extensions Approved	Number of Repeat Extensions	Average Days Extended	Number Closed to Date
Q1	15	9	275	7
Q2	21	11	183	10
Q3	15	7	199	3
Q4	9	5	159	1
Q5	12	6	218	0
Q6	30	13	184	0
Q7	20	4	135	0

Attachments

- A. Fiscal Report: Budget status by program
- B. Fiscal Report: Budget status by board
- C. Fiscal Report: Revenue collections
- D. Fiscal Report: Washington Wildlife Recreation Program (WWRP) summary

Recreation and Conservation Funding Board - Activities by Program

For the Period of July 1, 2011 - June 30, 2013, actuals through 2/28/2013 (3/1/13) fm 19

Percentage of biennium reported: 79.2%

	BUDGET	COMMITTED		TO BE COMMITTED		EXPENDITURES	
	new & reapp. 2011-13	Dollars	% of budget	Dollars	% of budget	Dollars	% of committed
Grant Programs							
WA Wildlife & Rec. Program (WWRP)							
WWRP Reappropriations	\$57,695,035	\$57,695,035	100%	\$0	0.0%	\$24,321,542	42.2%
WWRP New 11-13 Funds	40,740,000	40,740,000	100%	0	0.0%	19,476,261	47.8%
Boating Facilities Program (BFP)							
BFP Reappropriations	1,229,967	1,229,967	100%	0	0.0%	927,343	75.4%
BFP New 11-13 Funds	8,000,000	7,863,241	98%	136,759	1.7%	2,378,116	30.2%
Nonhighway & Off-Road Vehicle (NOVA)							
NOVA Reappropriations	3,343,066	3,343,066	100%	0	0.0%	1,361,647	40.7%
NOVA New 11-13 Funds	6,461,782	6,461,782	100%	0	0.0%	1,400,787	21.7%
Land & Water Conserv. Fund (LWCF)							
LWCF Reappropriations	2,747,126	2,747,126	100%	0	0%	2,595,954	94.5%
LWCF New 11-13 Funds	1,021,242	1,021,242	100%	0	0%	297,477	29.1%
Aquatic Lands Enhan. Account (ALEA)							
ALEA Reappropriations	3,865,998	3,865,998	100%	0	0.0%	2,053,271	53.1%
ALEA New 11-13 Funds	6,806,000	6,806,000	100%	0	0.0%	3,107,094	45.7%
Recreational Trails Program (RTP)							
RTP Reappropriations	1,831,778	1,831,778	100%	0	0.0%	1,831,778	100.0%
RTP New 11-13 Funds	3,018,821	3,018,821	100%	0	0.0%	1,034,265	34.3%
Youth Athletic Facilities (YAF)							
YAF Reappropriations	686,973	686,973	100%	0	0.0%	488,375	71.1%
Firearms & Archery Range Rec (FARR)							
FARR Reappropriations	616,194	218,489	35%	397,705	65%	183,479	84.0%
FARR New 11-13 Funds	365,000	358,395	98%	6,605	2%	343,165	95.8%
Boating Infrastructure Grants (BIG)							
BIG Reappropriations	2,031,857	2,031,857	100%	0	0%	1,890,044	93.0%
BIG New 11-13 Funds	200,000	200,000	100%	0	0%	0	0.0%
Sub Total Grant Programs	140,660,836	140,119,768	100%	541,068	0%	63,690,598	45.5%
Administration							
General Operating Funds	6,455,280	6,455,280	100%	0	0%	4,846,390	75.1%
Grant and Administration Total	147,116,116	146,575,048	100%	541,068	0%	68,536,988	46.8%

Note: The budget column shows the state appropriations and any received federal awards.

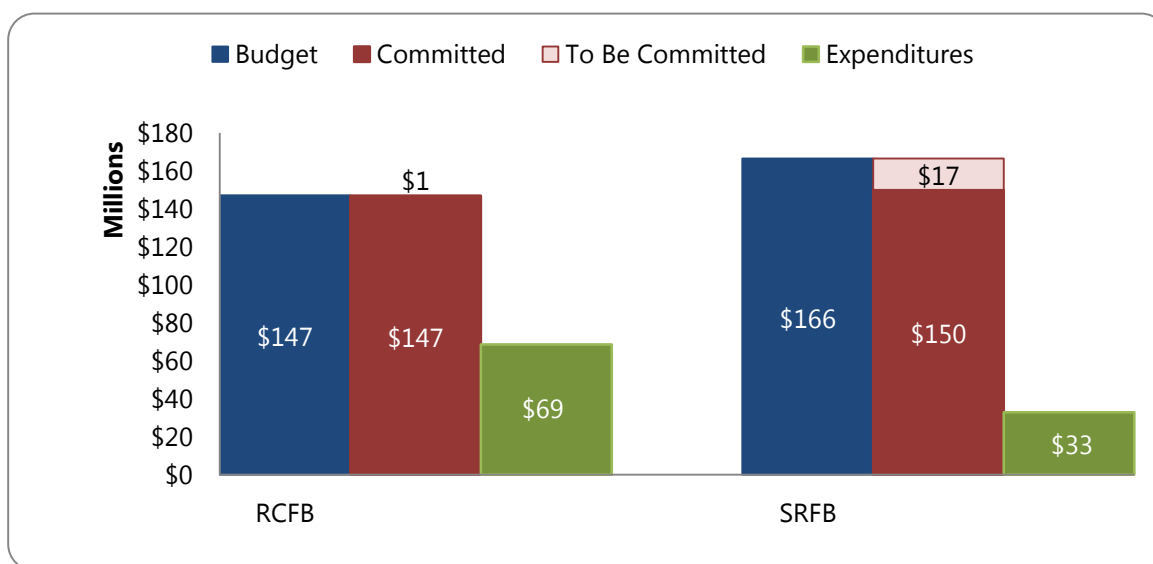
Recreation and Conservation Office – Entire Agency Summary by Board

2011-13 Budget Status Report, Capital + Operating the Agency

For the Period of July 1, 2011 - June 30, 2013, actuals through 2/28/2013 (3/1/13) fm 19

Percentage of biennium reported: 79.2%

	BUDGET			COMMITTED		TO BE COMMITTED		EXPENDITURES	
	New	Reapp.	new and reapp. 2011-13	Dollars	% of budget	Dollars	% of budget	Dollars	% of committed
Board/Program									
RCFB	\$71,957,137	\$75,158,979	\$147,116,116	\$146,575,048	99.6%	\$541,068	0.4%	\$68,536,988	47%
SRFB	\$60,917,194	\$105,508,039	\$166,425,233	\$149,889,453	90.1%	\$16,535,780	9.9%	\$32,880,555	22%
Invasive Species Council	\$216,000	\$0	\$216,000	\$216,000	100.0%	\$0	0.0%	\$151,074	70%
Salmon Recovery Office	\$602,801	\$0	\$602,801	\$602,801	100.0%	\$0	0.0%	\$405,952	67%
Total	\$133,693,132	\$180,667,018	\$314,360,150	\$297,283,302	95%	\$17,076,848	5%	\$101,974,569	34%



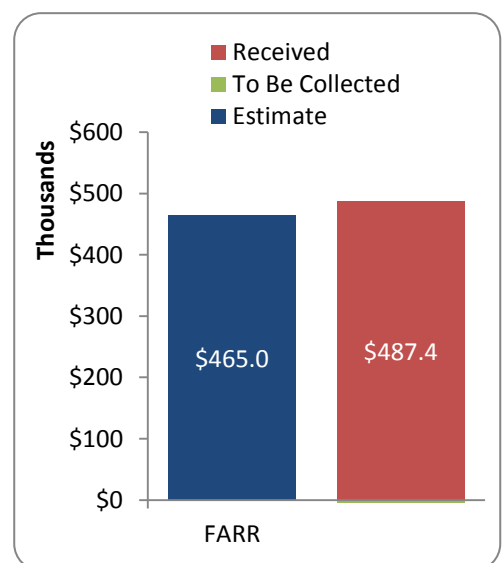
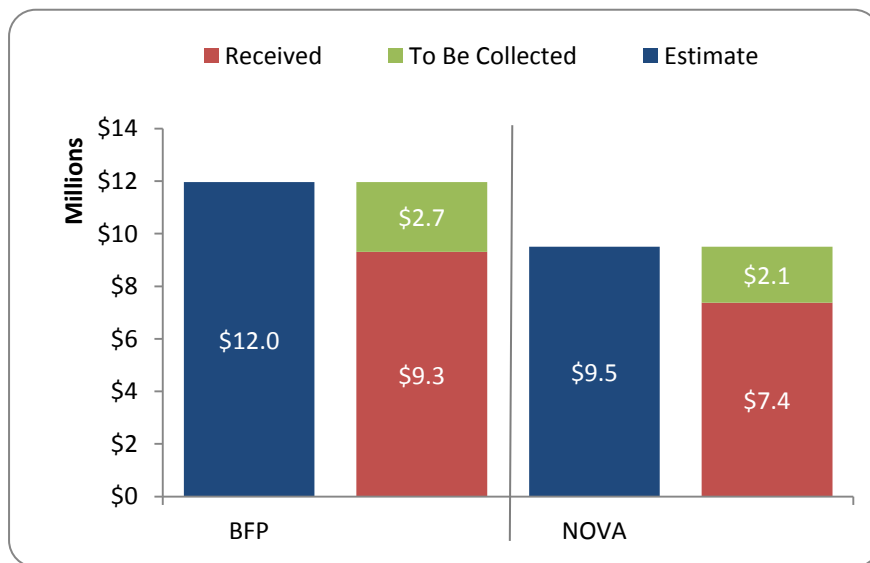
Recreation and Conservation Funding Board – Revenue Report

For the Period of July 1, 2011 - June 30, 2013, actuals through 11/30/2012 (12/14/12) fm 17

Percentage of biennium reported: 70.8%

We are on track to meet our projections.

Revenue	Bienial Forecast	Collections	
	Estimate	Actual	% of Estimate
Boating Facilities Program (BFP)	\$11,959,839	\$9,305,784	78%
Nonhighway, Off-Road Vehicle Program (NOVA)	9,510,053	7,370,518	78%
Firearms and Archery Range Rec Program (FARR)	465,000	487,428	105%
Total	21,934,892	17,163,730	78%



Revenue Notes:

Boating Facilities Program (BFP) revenue is from the unrefunded marine gasoline taxes.

Nonhighway, Off-Road Vehicle Program (NOVA) revenue is from the motor vehicle gasoline tax paid by users of ORVs and nonhighway roads and from the amount paid for by ORV use permits.

Firearms and Archery Range Rec Program (FARR) revenue is from \$3 each concealed pistol license fee.

This reflects the most recent revenue forecast of November 2012. The next forecast is due in March 2013.

RCFB – Washington Wildlife and Recreation Program Summary

1990 through December 31, 2012

History of Biennial Appropriations

Biennium	Appropriation
89-91 Biennium	\$53,000,000
91-93 Biennium	61,150,000
93-95 Biennium	65,000,000
95-97 Biennium*	43,760,000
97-99 Biennium	45,000,000
99-01 Biennium	48,000,000
01-03 Biennium	45,000,000
03-05 Biennium	45,000,000
05-07 Biennium **	48,500,000
07-09 Biennium ***	95,491,955
09-11 Biennium ****	67,344,750
11-13 Biennium *****	40,740,000
Grand Total	\$657,986,705

Notes to History of Biennial Appropriations:

* Original appropriation was \$45 million.

** Entire appropriation was \$50 million.

3% (\$1,500,000) went to admin.

*** Entire appropriation was \$100 million.

3% (\$3,000,000) went to admin. Removed \$981,000 with FY 10 supplemental, removed \$527,045 with FY 2011 supplemental.

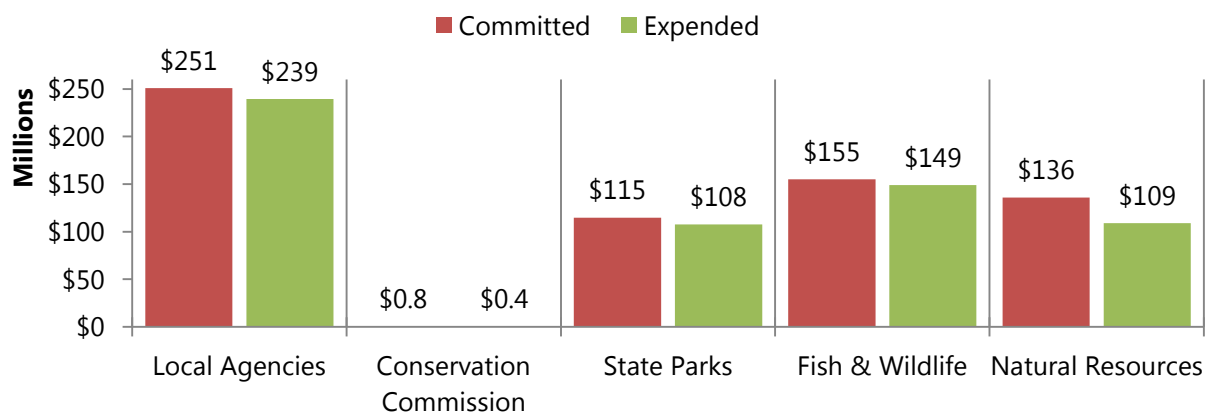
**** Entire appropriation was \$70 million.

3% (\$2,100,000) went to admin. Removed \$555,250 with FY 2011 supplemental.

***** Entire appropriation was \$42 million. 3% or \$1,260,000 went to admin.

History of Committed and Expenditures, Since 1990

Agency	Committed	Expenditures	% Expended
Local Agencies	\$250,834,900	\$239,410,605	95%
Conservation Commission	\$825,628	\$356,783	43%
State Parks	\$114,726,189	\$107,545,854	94%
Fish & Wildlife	\$154,958,195	\$148,961,722	96%
Natural Resources	\$135,906,687	\$109,016,269	80%
Riparian Habitat Admin	\$185,046	\$185,046	100%
Land Inventory	\$549,965	\$549,965	100%
Sub Total Committed	\$657,986,611	\$606,026,244	92%



Recreation and Conservation Funding Board Briefing Memo

Meeting Date: April 2013
Title: Board Recognition of Completed Projects
Prepared By: Marguerite Austin, Section Manager

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

This memo outlines a proposal for recognizing outstanding projects funded by the Recreation and Conservation Funding Board (board). Staff will ask the board for direction on the proposal at the April meeting.

Board Action Requested

This item will be a:

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

Background

At the January 2013 meeting, Recreation and Conservation Office (RCO) staff asked the board for feedback and direction about a proposal for its recognition program.

The board provided the following general direction:

- **Purpose:** The award program should be a mechanism for (1) raising the profile of parks within communities, (2) telling the public about good projects and partnerships, and (3) recognizing outstanding work.
- **Number and Type:** The number of awards should be limited. The award program should achieve a balance of older, established projects and newer, recently completed projects by having one award focus on recently completed projects and another focused on older projects that continue to make significant contributions.
- **Themes:** The award program should focus on themes that cut across as many programs and categories as possible in the simplest way possible.
- **Process:** The selection process should offer flexibility within established sideboards. It should be based on an internal (staff) nomination process, with the board making the final selection.

Analysis

Based on board input, staff has refined the proposal and is presenting it for additional board review.

The Recreation and Conservation Funding Board's award program would honor grant recipients that demonstrate excellence in planning for, protecting, and making available the best of the Washington's public outdoor recreation and conservation areas.

Purpose

Award recipients would be recognized for their work at a project site that embodies the realization of a long-range vision that has resulted in a lasting legacy for a community or region of the state¹. The award would recognize completed sites with board-funded projects that exemplify the best of the state's public outdoor recreation areas and conservation resources.

Giving the award would offer the opportunity to publicly:

- Acknowledge the efforts of communities, their staff members, and the volunteers who provide, preserve, and protect Washington's natural and outdoor recreational resources;
- Recognize the significance of strategically investing public funds to make a difference to the social, health, and economic vitality of a community or region; and
- Share the successes of its funding programs with members of the public and other important stakeholders, which include federal and state decision makers; and
- Inspire others to create other sites and projects to better their communities.

Ensuring Public Recognition

To ensure that the board is able to achieve its purpose of public recognition, the award process would be incorporated into the Communications Plan. Outreach elements would include the following:

- RCO staff would work with award recipients to place photos or other digital representations (e.g., a short video) of each project on a Web site "Hall of Fame." Using the Internet allows for widespread communication with stakeholders and members of the public. The option has broader outreach and is more sustainable than a physical "wall of fame" approach.
- Recipients would receive a physical award (e.g., a plaque) that could be presented by the board at the project site or other meaningful location.
- The RCO would publicize the award through the Web site and press materials. Recipients also would be expected to work with RCO to publicize or share details about the award-winning project with the media and other interested parties. Press materials must acknowledge the RCFB fund sources.

¹ A project site must include one or more projects that were funded by the Recreation and Conservation Funding Board, but could also include areas not funded by the board.

Number and Type

Staff proposes that the Recreation and Conservation Funding Board award program include two types of awards, and that the total number awards be limited to no more than four per biennium.

- The first type of award would recognize outstanding sites at which board-funded projects were completed within the last five to ten years. These projects are typically vibrant and reflective of current priorities or trends. More recently-completed projects may not have had time to establish use patterns or completely fulfill objectives.
- The second award would be for recognition of outstanding or exemplary sites at which board-funded projects were completed more than ten years ago that already begun to leave a lasting legacy. Such sites are generally well-loved by the community and function as intended.

Themes

Addressing the request for themes proved to be the most significant challenge for staff. Some themes, such as sustainability or cost-effectiveness, are very similar to existing grant program evaluation criteria and could inadvertently signal evaluation priorities to grant applicants or appear to be another evaluation process.

Ultimately, staff concluded that high-level themes are stated in the program purpose. Staff proposes that the board consider these themes, which would be linked to the award types:

- **Visionary:** Preparing for a vibrant future
 - This award would be given to projects completed within the last five to ten years.
- **Lasting Legacy:** Influencing lives for generations
 - This award would be given to projects completed more than ten years ago.

Process

Timeline

The board would recognize projects once during each biennium. Staff would conduct its research, interviews, and consultation process during the odd-numbered year when the RCO is not accepting grant applications in most programs.

Staff Review

The award program would be open only to recipients of board grants. The focus would be on completed projects, but awards could be given to phased projects. Staff will give consideration to each sponsor's management of active and completed projects.

For **visionary projects**, staff would review the list of eligible projects and consider which projects best reflect an organization's historic commitment to a proposal, strategic planning efforts and long-range visioning, and implementation of that vision.

Staff would then consider other factors that would make the project worthy of recognition, such as:

- Meeting program priorities in an exceptional way;
- Providing public access to unique natural resources or outstanding views or vistas;
- Protecting a significant or high-priority habitat area, wildlife species, or farmland;
- Providing opportunities for education about site features or resources;
- Incorporating innovative or unique design features (e.g., exceptional universal access, sustainable elements, reduced maintenance/stewardship costs, or adaptive reuse of features); and
- Demonstrating outstanding, sustained partnerships and community support to achieve the long-range vision.

For **legacy projects**, staff would begin by reviewing projects by decade, beginning in 1964. The initial round may include the 1970s as well as the 1960s². To be considered a legacy project, sites would need to be viable and meeting its long-range vision.

Staff would then consider other factors such as:

- Upgraded, redeveloped, maintained, or modernized as needed to meet current needs;
- Providing public access to unique natural resources, important cultural resources, or outstanding views or vistas;
- Protecting a significant or high-priority habitat area or wildlife species; and
- Demonstrating sustained partnerships and community support for protecting the site.

Director Recommendation

Staff would present its analysis to the director, who would recommend projects to be recognized to the board.

Board Selection

The board would make the final award decisions, selecting up to two projects in each theme (visionary and/or legacy) from the list presented by the director.

Staff recommends that the board provide itself with considerable flexibility in making its decisions for the award. By having staff apply criteria to the projects at the initial selection, the board can be assured that the projects being presented are the best possible. At that point, the board members can ask questions, review the outcomes and characteristics of each project site, and apply their best professional judgment to determine which projects best meet the themes of being Visionary and a Lasting Legacy.

² Staff will use their professional judgment to place phased projects in the correct decade based on the work done in each project or phase.

Next Steps

Following the April board meeting, staff will incorporate the suggestions from the board into a final proposal.

Staff will share the proposal with a few key stakeholders and bring a final recommendation to the board for consideration in June.

Recreation and Conservation Funding Board Briefing Memo

Meeting Date: April 2013
Title: 2013 Policy Background: Stormwater Management and Related Facilities on Board-Funded Sites
Prepared By: Leslie Ryan-Connelly, Compliance Specialist

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

This memo presents the current rules and policies that relate to stormwater facilities. At the April meeting, the Recreation and Conservation Funding Board will review the policies, tour three sites to see how stormwater facilities have been designed to fit within a park setting and accommodate recreational use, and discuss the compatibility of stormwater facilities with grant assisted sites.

Board Action Requested

This item will be a:

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

Background

Applicable Policies

Stormwater¹ facilities that collect and treat runoff within a project area are allowed and eligible for funding as part of a funded project. Project sponsors have incorporated ponds, wetlands and swales on project sites to manage stormwater.

The policies regarding stormwater facilities that collect and treat runoff coming from outside the project area are defined by policies on conversions and allowable uses. Currently, staff review the proposal against the Recreation and Conservation Funding Board (board) conversion policy and, if applicable, the federal Land and Water Conservation Fund (LWCF) conversion policy. If it is a clear conversion, staff proceeds accordingly; the sponsor may submit the proposed

¹ Stormwater is rain and snow melt that runs off surfaces such as rooftops, paved streets, highways, and parking lots. More information is online at: <http://www.ecy.wa.gov/programs/wq/stormwater/>.

conversion to the board or director. If it is not a clear conversion, staff applies the recently-adopted allowable uses policy. The stormwater facility may be allowed on the grant-assisted site if the allowable use criteria are met.

The analysis section describes in more detail how these policies are applied.

Board and Agency Actions Regarding Stormwater Facilities

Since 1964, the board has approved two conversions (March 1990 and October 2010) caused by sponsors who constructed stormwater facilities, that collected off-site stormwater, within a grant protected project area.

In June 2010, the board also discussed a proposal from the City of Kent to create a stormwater pond on a funded project site at Clark Lake Park. The facility would have collected off-site runoff, and provided trails and educational opportunities for the public. Several of the board members were inclined to consider the facility a conversion based upon the information presented. The board left room for consideration of the pond if the city could demonstrate that the pond would be a recreational amenity or provide wetland enhancement for the lake. In general, the board was concerned with parks being used for off-site stormwater facilities because it might be a cost-saving to the storm water project. The city ultimately placed the wetland offsite, directly adjacent to the park.

RCO staff has approved two facilities based upon the recently adopted allowable uses policy.

Analysis

When a facility is proposed that will treat stormwater runoff from outside the grant funded project area, the review of the request is guided by the rules or policies of the original grant funding source. Table 1 shows the conversion criteria employed for grants funded through the Land and Water Conservation Funds (LWCF) and all other grant sources.

Table 1: Conversion Criteria that Relate to Stormwater Facilities

Criterion	RCO Conversion	Land and Water Conservation Fund (LWCF) Conversion	If yes, then ...
1	Property interests are conveyed for the stormwater facility.	Property interests are conveyed for the stormwater facility.	Conversion
2	The stormwater facility causes outdoor recreation use to be terminated.	The stormwater facility causes outdoor recreation use to be terminated.	Conversion
3	The stormwater facility impairs the originally intended purpose of the grant (e.g., outdoor recreation or habitat conservation).	The stormwater facility is a non-outdoor recreation use.	Conversion

Criteria 1 and 2: Property Interest Conveyed or Recreation Use Ended

The first and second criteria are the same, regardless of the funding program. In most circumstances, it is easy to determine whether property rights need to be conveyed as part of the stormwater facility project, and whether outdoor recreation will be terminated.

An example of this type of conversion occurred in March 1990 when the board recommended the National Park Service (NPS) approve a conversion for a stormwater pond within Boeing Creek Park in Shoreline (#74-017). The conversion was caused by an easement to construct and maintain the facility. The stormwater pond is now part of the park with recreation use around it; however, because property interests were conveyed for the stormwater facility, it was a conversion. Today, the footprint of the stormwater pond is not within the protected grant project area (Attachment A).

Criterion 3: Impairment and Non-Recreation Use

The RCO and National Park Service state the third criterion in slightly different ways.

- For RCO programs, we consider the project “impaired” if the stormwater facility would diminish the overall goals and primary purpose of the project.
- For the LWCF program, the facility is considered a non-outdoor recreation use if it is incompatible with outdoor recreation use.

In practice, RCO works to apply these criteria in a similar way.

This criterion requires a subjective assessment of what the facility will look like and how it might be used. Some assessments are straightforward. For example, for both RCO and LWCF, a traditional stormwater pond with a fence around it would limit or restrict public use and would be a conversion.

An example of this occurred in October 2010, when the board approved a conversion for an off-site stormwater pond within May Creek Park in Newcastle. The conversion was caused by the stormwater pond’s impairment to the original intended purpose of the grant project area (i.e., a local trail) because the fencing around the stormwater pond clearly separated this area from the park (Attachment B).

Additional Guidance for Assessing Criterion #3

Other assessments are less straightforward. If it is unclear whether the stormwater facility will negatively affect the grant, as assessed in Criterion 3, staff uses other program guidance to make a determination.

For RCO programs, the Allowable Uses Policy applies. The following questions are evaluated:

- Is the stormwater facility consistent with the purpose of the grant?
- Were all practical alternatives reviewed?
- Does the facility cause the least possible impact to the grant?

For LWCF programs, the NPS compatible uses policy applies. The following question is evaluated:

- Does the storm water facility limit the outdoor recreation use of the overall site?

Application of Additional Guidance

This approach was applied recently to an off-site related stormwater facility at Salmon Creek Greenway in Vancouver. The City of Vancouver constructed three stormwater wetlands within the project area to treat runoff from the adjacent roadway (Attachment C). No property interests were conveyed and recreation use was not terminated, so the first and second criteria for a conversion were not met.

Salmon Creek Greenway was funded from both the LWCF and other RCO grant funds. Two of the three wetlands are located within the project area protected by LWCF and RCO funding programs. One wetland is solely within the project area protected by LWCF. The wetlands make up about two acres of a 406-acre park, are surrounded by trails, open to the public for wildlife viewing, and improve the quality of the water entering Salmon Creek. Because of the overlap in funding programs, RCO applied both sets of review at two of three stormwater wetlands to determine whether there was a conversion.

For the LWCF review, the National Park Service determined that the stormwater wetlands did not constitute a conversion because outdoor recreation use was not restricted at the site, nor did they affect recreation use of the overall project area. The NPS analysis was based on the facts that the stormwater wetlands (1) did not interrupt any existing recreational use, (2) fit naturally within the park setting, and (3) provided additional green space and water quality improvements to the Salmon Creek Greenway, which was an original purpose of the grant. Outdoor recreation remains the primary use of the overall park.

For RCO review, RCO used the recently-adopted allowable use policy. RCO determined that the stormwater wetlands were consistent with the purpose of the grant for passive recreation and green space, an alternative analysis was conducted to determine the preferred location of the wetlands, and the wetlands were located in an area with no impact to recreation use.

Therefore, RCO concluded that the constructed wetlands did not constitute a conversion and were an allowable use. Some structures that were placed on the site are, by policy, considered conversions, however, so this site will come to the board later this year for consideration.

Request for Board Direction

RCO reviews stormwater facility requests based on program rules and board policies. Typically, an off-site related stormwater facility with an easement or that terminates outdoor recreation use would be a conversion. If it is unclear whether the facility will impair the purpose of the grant, RCO employs the allowable use policy to make a determination.

Staff would like to confirm with the board whether current policies meet its intent or if additional policy guidance is needed. In particular the board may consider the following:

- Does the conversion criterion related to impairment need to be reviewed to clarify how it applies to an off-site stormwater facility?

- Does the allowable use policy meet the board's intent for how to review requests for off-site related stormwater facilities?
- Does the board want to further define when an off-site stormwater facility may be allowed within a grant funded project area?
- Is the board comfortable with how RCO is applying rules and policies when there are multiple funding sources protecting a project area?

Board Tour

RCO staff will lead a tour to demonstrate how stormwater facilities that treat runoff from off-site sources have been incorporated into parks. The board will visit two RCO-funded park sites with off-site stormwater facilities (one built and one proposed) as well as one private site with stormwater ponds that allows public recreation use.

Itinerary

- Olympia's Yauger Park - stormwater wetlands with recreational trail around it.
- Lacey's Woodland Creek Park – underground stormwater infiltration chambers planned.
- St. Martin's University - stormwater wetlands with recreation trail around it.

Next Steps

RCO staff will proceed based upon board direction.

Attachments

- A. Conversion: Stormwater Pond at Boeing Creek Park in Shoreline (#74-017)
- B. Conversion: Stormwater Pond at May Creek Park in Newcastle (#91-211)
- C. Allowable Use: Stormwater Pond at Salmon Creek Greenway in Vancouver (#76-023 and #90-060)

Conversion: Stormwater Pond at Boeing Creek Park in Shoreline (#74-017)

This conversion was caused by conveyance of property interests to construct and maintain the storm water pond. The pond is open to recreation use as seen by the trail and benches in the background of the picture. Photo taken June 2011.



Conversion: Stormwater Pond at Newcastle May Creek Park (#91-211)

The conversion was caused by the stormwater pond's impairment to the original intended purpose of the grant project area (i.e., a local trail) because the fenced stormwater pond was separated from the park.



Allowable Use: Stormwater Wetland at Salmon Creek Greenway in Vancouver (#76-023 and #90-060)

Three stormwater wetlands were approved as an allowable use for RCO and were not a conversion for the LWCF program.



Recreation and Conservation Funding Board Briefing Memo

Meeting Date: April 2013
Title: 2013 Policy Background: Farmland Program Review
Prepared By: Dominga Soliz, Policy Specialist

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

This memo explains the staff approach to the policy review of the Wildlife and Recreation Program (WWRP) Farmland Preservation Program.

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

The Washington Wildlife and Recreation Program (WWRP) Farmland Preservation Program was created in 2005¹. It awards grants to cities, counties, and some nonprofit nature conservancy organizations to buy development rights on farmlands to ensure the lands remain available for farming in the future. Through the program, grant recipients also can help restore ecological functions that will enhance the viability of the preserved farmland.

Since 2005 the board has developed the following Farmland Preservation Program policies:

- Establishing initial policies;
- Creating a model conservation easement;
- Making non-profit organizations and the State Conservation Commission eligible applicants;
- Requiring eligibility thresholds for non-profit applicants;
- Changing the definition of eligible farmland; and
- Adding criteria that focuses on environmental benefits farms can provide while promoting agricultural production.

¹ RCW 79A.15.130.

The program benefits from a standing advisory committee that provides advice on program policies, procedures, project selection, and other matters. The committee, which includes farmers and farmland preservation experts, also reviews and evaluates projects competing in the grant cycles.

Requests for Program Review

Over the past few years, RCO has received numerous comments about the Farmland Preservation Program from grant applicants and recipients, advisory group members, and other stakeholders.

Taken together, the comments indicate concerns that:

- The program's goals are not clearly reflected in the policies, criteria and scoring.
- The program's priorities are unclear. For example:
 - Do agricultural values outweigh environmental values?
 - Is the program more concerned with protecting lands with a high threat of development or protecting lands with the highest agricultural values (such as soils)?
- The evaluators find the criteria difficult to score for the following reasons:
 - Too many criteria exist;
 - Some criteria seem duplicative;
 - Criteria are not clearly organized; and
 - Farm value data (e.g., number of farm acres, number of habitat acres, and soils) can be difficult to compare.
- The distribution of funds is not balanced across the state because the criteria target agricultural lands at risk of conversion².
- Program participation is low to moderate, which may be due to lack of outreach, the cumbersome process, and uncertainty of funding.
- The grant process is long and challenging; it is difficult to coordinate with federal programs.
- The program receives insufficient funding.

In January 2013, the board approved a staff proposal to begin a program review as part of its prioritized policy work for the year. The program review was recommended by staff because of the number and nature of comments received about the program over the years.

Analysis

The program review will be focused on implementation of the current law and will not address issues with the current statute. That will likely be addressed by external processes. The program review will be completed in two phases over two years:

² The statute does not require that funds be distributed equitably throughout the state, but some stakeholders have commented that more even distribution is desirable.

- Phase 1 (2013) - Assess the program goals, priorities, and process. Identify potential areas for policy, criteria, and process changes to address deficiencies identified by the assessment.
- Phase 2 (2014) – Based on the Phase I assessment, develop proposed changes to the policies, criteria, and process with input from the standing advisory committee and the public.

Special Review Team

The RCO asked farmland preservation and natural resource experts from around the state, as well as the standing advisory committee members, to join a special review team tasked with completing the project's first phase.

Table 1: Ad Hoc Team Members

Member	Organization
Lynn Bahrych	Conservation Commission member
Bill Boyum	Kittitas Conservation District Member
Tom Bugert	Washington Wildlife and Recreation Coalition
Dennis Canty	Pacific Northwest Director, American Farmland Trust
Heidi Eisenhour	Washington Association of Land Trusts
Josh Giuntoli	Farmland Preservation Office, Conservation Commission
Monica Hoover	Natural Resources Conservation Service, Farm and Ranchland Protection Program
Allen Rozema	Executive Director, Skagitians to Preserve Farmland
Mike Tobin	North Yakima Conservation District
Melissa Campbell	PCC Farmland Trust

Table 2: Current Standing Advisory Committee Members³

Member	Organization or Location
Patricia Arnold*	Trout Lake
Fred Colvin	Washington Conservation Commission
Jeanne Demorest	Washington Department of Natural Resources
Fran Einterz*	Oak Harbor
Kathryn Gardow	Seattle
Jeff Harlow	Natural Resources Conservation Service
Kelly McLain	Washington Department of Agriculture
Scott Nelson*	Olympia
Lucas Patzek	Washington State University Extension-Thurston County
Clea Rome	Washington State University Extension-Clallam County
Pete Shroeder	Sequim
Don Young*	Sunnyside

* Farmer or affiliated with agriculture

³ The terms of some members will expire in 2013.

Phase I

Staff has provided the review team with background information about the Farmland Preservation Program (Attachment A). Using that information as a starting point, the review team will assess the following (at minimum) as it develops a set of recommended actions for board consideration. The work will be done through in-person group discussions.

Table 3: Phase 1 Objectives and Tasks

Objective	Tasks
Assess the program goals	<ul style="list-style-type: none">• Identify the statutory goals for the program• Assess the relationship between the program's goals and statewide and nationwide farmland preservation goals• Evaluate whether the program policies effectively articulate the program goals
Assess the program priorities	<ul style="list-style-type: none">• Identify the criteria areas set forth in statute• Assess the nexus between the criteria areas and local, state, and federal farmland preservation priorities• Evaluate whether the program criteria lead to projects that reflect the program goals
Assess the program process	<ul style="list-style-type: none">• Evaluate whether the grant administration process is effectively implemented to reach the program goals• Identify processes that diminish the program goals
Determine which potential areas to recommend for policy, criteria, and process changes	<ul style="list-style-type: none">• Within the statutory requirements, identify how the goals can best be described in program policy• Prioritize the criteria areas to best accomplish the program goals and to align with other farmland preservation programs• Identify the process changes that would enhance the program goals

Next Steps

Policy staff will bring recommendations from the Phase I assessment to the board in either September or November 2013. Following board discussion, staff will begin Phase 2 in 2014.

To complete Phase 2, staff will work with the Farmland Preservation Program Advisory Committee to develop proposed changes to the manual and criteria based on the recommendations from the 2013 work. The draft policy proposals will be emailed to interested stakeholders and made available for public comment.

Attachment

A. Background Paper for the Program Review Committee

Farmland Preservation Program Review

Background

In 2005, the Legislature added the Farmland Preservation Program to the Washington Wildlife and Recreation Program (WWRP) in recognition that farmlands are valuable natural resources that need to be protected. (Attachment A). In testimony in favor of the legislation that added the program, the Washington Wildlife and Recreation Coalition said that the farmland program “helps cities and counties preserve working farms for their value as agricultural land, habitat, buffers against urban expansion, and as water resources. WWRP [Farmland Preservation Program] grants allow farmers to continue working the land their families have owned for generations.”

Farmland at Risk

There is considerable evidence that although farmland makes significant contributions to Washington’s economy, farms and farmlands are at risk in the state. A 2012 survey by the USDA found that Washington has fewer than 15 million acres in farmland, representing about 39,300 farms.¹ By contrast, the same survey in 1975 found that there were nearly 16.5 million acres representing nearly 40,000 farms. The Puget Sound region, for example, has lost 60% of its farmland since 1950.²

Population growth and the corresponding demand for housing and services are often cited as reasons for the decline. Farm and ranch land is desirable for development because it tends to be flat, well drained and affordable.³ Between 1975 and 2012, the state’s population grew by 52%.⁴ That pattern is expected to repeat itself, as the population in Washington is expected to increase another 21 percent by 2030.⁵ People today are using more land than they did in the past. Nationwide over the last 20 years, the average acreage per person for new housing almost doubled.⁶ Depending on the location of the farm, there may also be added development pressure as cities and towns grow.

Agriculture is also one of Washington’s top employers with the industry providing 129,152 jobs during the peak month in 2011. Statewide, total agricultural employment increased 10.6 percent between January 2011 and January 2012.⁷ A majority of Washington farms are operated by individuals or families with the average age of farm operators at 57 years old.⁸

¹ February 2013 Farms, Land in Farms, and Livestock Operations (2012 Summary)

² Losing Ground, Protecting Farmland in the Puget Sound Region, American Farmland Trust, Seattle, 2012

³ American Farmland Trust Web site

⁴ Intercensal Estimates 1960-2010, Office of Financial Management; Forecast of the State Population, Office of Financial Management, November 2012.

⁵ Forecast of the State Population, Office of Financial Management, November 2012.

⁶ American Farmland Trust Web site

⁷ 2011 Agricultural Workforce Report, 2011, Washington State Employment Security Department.

⁸ 2007 Agricultural Census

Washington is a leader in agricultural production, not only in the United States, but internationally as well. Washington ranks 16th in the nation on value of all agricultural products sold.⁹ The value of Washington's agricultural production reached \$9.40 billion (including government payments) in 2011.¹⁰

Washington Wildlife and Recreation Program Farmland Preservation Program

The WWRP Farmland Preservation Program protects valuable agricultural land for farming. The two stated program goals of the program are to: (1) acquire development rights on farmlands in Washington to ensure the lands remain available for agricultural practices, and 2) enhance or restore ecological functions on farmland preserved with grants.

Grants may be used to buy development rights on farmland, typically through purchase of an agricultural conservation easement. Purchases of long-term leases also are allowed. A project does not have to include an enhancement or restoration element to be eligible, and restoration-only projects are not eligible. The program uses the definition of "farmland" included in the agricultural property tax statute, which classifies the land based on number of acres and gross income.

The WWRP is administered by the Recreation and Conservation Funding Board (Board) through the Recreation and Conservation Office. The grants are reviewed and ranked through an open and competitive process. The Board accepts applications every two years, in even-numbered years.

A citizen advisory committee (Attachment B) scores the projects based on criteria established by the board and submits a ranked list to the board for consideration. The advisory committee is made up of individuals involved in agriculture, including farmers and ranchers, a USDA representative, and a representative from the Washington State Conservation Commission. Members serve four year terms. The Recreation and Conservation Office submits the approved ranked list of projects to the Governor and Legislature for funding.

Since 2006, the program has provided over \$12 million to help permanently protect 31 farmlands in Washington (Attachment C). Ten projects are in eastern Washington. The program has leveraged over \$15 million in sponsor

Who Can Apply?

- Cities
- Counties
- Washington Conservation Commission
- Nonprofit nature conservancy corporations or associations

Eligible Farmland

- Irrigated or dry cropland, pasture, and, range lands
- Must meet definition in RCW 84.34.020(2)

Types of Projects Funded

- Acquisition of easements or leases
- Combination acquisition and restoration or enhancement

Funding

The grants are funded by the State Legislature through the sale of general obligation bonds.

Leveraging State Dollars

Except for the Conservation Commission, grant recipients must provide at least 50 percent in matching resources.

⁹ 2007 Agricultural Census

¹⁰ October 18, 2012 National Agricultural Statistics Press Release, "Value of WA's 2011 Agricultural Production Sets Record High"

match. Twenty-one projects remain viable as board alternates; five of these are in Eastern Washington. The program also provided \$200,000 in eight technical assistance grants (\$25,000 each) with funds from its first grant cycle. These grants were used by local governments to develop local farmland preservation strategies.

Of the 31 projects that have been funded, 15 projects protect cropland, eight protect ranch or rangeland, two protect dairies, and six are a combination of farm types. Two projects include environmental enhancement or restoration components.

The environmental benefits of the funded projects range from protecting miles of salmon-bearing streams or protecting acres of woodlands or wetlands that serve as habitat for listed and non-listed species, to supporting state and federal species and habitat plans. One of the two projects with environmental components installed a riparian buffer of native plants, and the other installed a solar system and increased-efficiency irrigation system.

Evaluating the Farmland Preservation Program's Effectiveness

To analyze the effectiveness of the Farmland Preservation Program, it's helpful to understand the context of farmland preservation across the nation and across the state and to look at how other purchase of development rights (PDR) programs have been assessed.

Purchase of Development Rights Programs Across the State and Nation

Purchase of development rights programs are only one tool in a system that preserves farmland. A good farmland preservation system is made up of incentives, programs that purchase or transfer development rights, land use regulations and zoning, property tax relief, and economic development opportunities. Most of these tools are developed and applied at the local level.

Incentive Programs - Incentive programs include the Conservation Reserve Enhancement Program to establish riparian buffers, and the Irrigation Efficiencies Program, which is a collaborative effort between the Conservation Commission, Department of Ecology, Conservation Districts, and private landowners to increase the efficiency of on-farm water application and conveyance delivery systems and to benefit instream flows.

Purchase or transfer of development rights programs – In addition to the WWRP Farmland Preservation Program, state law allows counties to establish programs and funding sources, such as Conservation Futures, for purchasing and transferring development rights from agricultural areas. Transfer of Development Rights (TDR) programs operate by creating a private market that is fueled by urban development. They can be difficult to implement initially because they require strong cooperation between counties and cities, a cap on urban densities, and market demand. However, TDR programs provide an opportunity to remove development rights from farms at little cost to the public.

Within this framework, PDR programs are highly regarded as a tool for dealing with urban conversion trends. Nationwide, since the first acres were put under easement in the late 1970's, about 5 million

farmland acres have been permanently protected with agricultural conservation.¹¹ Important benefits include compensation to landowners and permanent protection.

Most PDR programs nationwide are operated by counties, and others are run by other types of local governments, non-profit organizations, and some states. Program structures vary widely, with differences in state and local government connections.

Examples of PDR Programs¹²

Most programs use state money as the primary source of funds, followed by local taxes and federal funds. These programs preserve farmland for continued farming.

New Jersey – The Planning Incentive Grant Program provides multi-year, state and local funding to purchase contiguous blocks of farms in high priority preservation areas identified through local planning with state approval.

Maryland – Through the Maryland Agricultural Land Preservation Foundation, the state provides funds and holds the easements, while counties make the transactions with landowners and add local funds to the easement costs. Counties that get state approval receive additional state funds.

Pennsylvania – Funds are allocated on a formula basis to all eligible counties rather than by application. County programs are required to use a quantitative ranking system for selecting projects, but state government review of the county-submitted proposals is minimal. Easements are held by the counties, the state, or jointly.

What makes an Effective PDR Program?

Across the country, PDR program effectiveness has been analyzed using five general tests¹³

Effectiveness Test	Findings
Numerical achievements, such as number of acres protected	<ul style="list-style-type: none">• This metric ignores the relationship to the overall agricultural in a locality or region• The number of acres protected is often less significant than where they are located, such as in relation to urban growth or in terms of contiguity or proximity to other protected land.
Land market impacts, such as whether the easements help to retain land in agricultural production	<ul style="list-style-type: none">• The easement lowers the market value of agricultural land compared to unrestricted farms.• The values, however, are often not low enough to be affordable for commercial agriculture, resulting in the widespread resale to non-farmers.• Still, these properties remain in agriculture after resale because of the tendency of the non-agricultural purchasers to lease the land to farmers

¹¹ American Farmland Trust, Press Release February 14, 2013, “5 Million Acres of Farm and Ranch Land Permanently Protected for Future Generations: Two Surveys Document Land Protected by Governments and Land Trusts.”

¹² A National Review of Agricultural Easement Programs: Profiles and Maps, Report 1, 2003. American Farmland Trust and Agricultural Issues Center.

¹³ A National Review of Agricultural Easement Programs: Measuring Success in Protecting Farmland, Report 4, 2006. American Farmland Trust and Agricultural Issues Center.

Effectiveness Test	Findings
Impact on local agricultural economies	<ul style="list-style-type: none"> The easements have little direct impact on local agricultural economies overall. The primary drivers of local agricultural economies are external, including global markets and industry-wide technology changes.
Influencing urban growth	<ul style="list-style-type: none"> The number of acres protected and location of easements can restrict urban expansion and prevent it from gobbling up farmland. Large blocks of contiguous easements are a strong factor.
Long-term protection through monitoring and enforcement	<ul style="list-style-type: none"> Good stewardship requires good information. Programs should invest in better collection and management of data about their easements and landowners, including tracking turnover in the ownership of the protected parcels. Stewardship should be a specialized and dedicated staff function, focused just on monitoring, ongoing landowner relations and related tasks

Economic Development Opportunities – A strong agricultural economy is an essential part of ensuring the viability of farmlands. Farmers need access to markets, such as Community Supported Agriculture (CSA) programs and farmers’ markets, technical assistance navigating county regulations, support for beginning farmers, and political advocacy. Without access to markets and production opportunities, like a rancher’s proximity to a USDA processing or inspection facility, operating the farm can become impractical.

WWRP Farmland Preservation Program

Because WWRP’s Farmland Preservation Program is a statewide funding program and the state does not hold the easements or monitor and enforce them (except as a third-party beneficiary), it is more challenging for the state to measure its effectiveness using the tests above, which focus on local indicators. Except for number of acres protected, the RCO does not collect data or other information on the last four tests.

Since RCO does not hold the easements, the state primarily relies on the local sponsor to ensure compliance. The grant sponsor (typically the county or a non-profit land trust) monitors and enforces the easements. RCO grant compliance generally focuses on the bigger picture, such as is the farm being kept in a farmable condition.

“Under Washington State law, county governments are in the driver’s seat when it comes to the treatment of farmland. County governments have the authority to zone farmland and regulate uses on farms within very permissive state authorities. They may purchase development rights on farms but have no obligation to do so. Washington counties can tax farmlands as rural areas or provide them a preferred rate. And they can provide economic and regulatory assistance or let farmers fend for themselves. It is not too much of a stretch to say that the fate of farmland in Washington is almost entirely dependent on the actions of county governments.”

Losing Ground, Farmland Protection in the Puget Sound Region, American Farmland Trust, Seattle, 2012.

To assess how well the Farmland Preservation Program is doing, it will be important to clarify what it means for the program to be successful.

WWRP Farmland Protection Program Funded Projects

County	Number of projects	Number of acres	Program Dollars	Match	Total
Clallam	3	125	\$1,482,111	\$3,814,711	\$5,296,822
Island	5	418	\$2,666,394	\$2,954,850	\$5,621,244
Jefferson	3	263	\$845,283	\$845,284	\$1,690,567
King	1	118	\$70,911	\$70,911	\$141,822
Kittitas	1	260	\$649,575	\$649,575	\$1,299,150
Klickitat	1	215	\$685,857	\$685,857	\$1,371,714
Okanogan	5	2949	\$2,461,946	\$2,492,246	\$4,954,192
Pierce	1	100	\$633,374	\$675,929	\$1,309,304
San Juan	1	60	\$300,000	\$348,000	\$648,000
Skagit	2	424	\$520,705	\$520,705	\$1,041,410
Snohomish	3	397	\$740,472	\$816,961	\$1,557,433
Stevens	1	115	\$300,000	\$300,000	\$600,000
Thurston	1	325	\$809,256	\$884,564	\$1,693,821
Whatcom	1	103	\$160,310	\$160,310	\$320,620
Walla Walla	1	239	\$100,000	\$100,750	\$200,750
Yakima	1	750	\$2,192,680	\$35,000	\$2,477,730

Identifying Program Goals and Priorities

Nationwide, there are about 914 million acres of land in farm.¹⁴ It is estimated that protecting all the U.S. cropland near urban areas (about 9.7 million acres) would cost about \$130 billion.¹⁵ Because it is unlikely that sufficient funding will be available, limited farmland preservation dollars must be invested strategically to maximize effectiveness.

Three types of preservation goals are typical among PDR programs nationwide:

1. Open-space and habitat protection;
2. Farmland protection; and
3. Compact urban growth.

Combining more than one goal in a set of acquisition criteria can lead to confusion and dilution of the priorities.

¹⁴ February 2013 Farms, Land in Farms, and Livestock Operations (2012 Summary).

¹⁵ A National Review of Agricultural Easement Programs: How Programs Select Farmland to Fund, Report 2, 2006. American Farmland Trust and Agricultural Issues Center.

On the other hand, clear preservation goals and priorities can help guide investments and provide program accountability. For example, decisions should be made about whether the program funding should be directed to protecting the best land, protecting the most land, controlling urban development, maintaining productive farms, and/or protecting natural resources.

The following are some of the goals stated in the state’s WWRP Farmland Preservation Program statute (79A.15.130 RCW):

“The essence of an acquisition strategy lies in its ability to effectively and efficiently accomplish community and/or program goals with limited available funding.”¹

- Protect lands with potential for productivity - Program funds “must be distributed for the acquisition and preservation of farmlands in order to maintain the opportunity for agricultural activity.”
- Provide ecological functions – Program funds may be distributed for “the enhancement or restoration of ecological functions” on acquired farmlands.
- Local investment in the project – “The board may not approve a local project where the local agency’s or nonprofit nature conservancy organization’s or association’s share is less than the amount to be awarded from the farmland preservation account.”

Program criteria areas are also listed in statute:

Acquisition Criteria Areas	Environmental Enhancement or Restoration Criteria Areas
<ul style="list-style-type: none"> • Community support • Limiting factors or critical pathways analysis, watershed plan or habitat conservation plan, or a coordinated regionwide prioritization effort • Likelihood of conversion to nonagricultural uses • Consistency with a local land use plan, or regional or statewide recreational or resource plan • Benefits to salmonids • Benefits to other fish and wildlife habitat • Integration with recovery efforts for endangered, threatened, or sensitive species • Viability for continued agricultural production (soil types, on-site production and support facilities, suitability for a variety of crops, farm-to-market access, water availability, community values, viewshed, aquifer recharge, stormwater runoff collection, agricultural job creation, bird habitat and forage area, educational potential) 	<ul style="list-style-type: none"> • Furthering the ecological functions of the farmland • Enhancement or restoration must be less than 50% of the acquisition cost • Based on acceptable methods of achieving enhancement/restoration results • Enhance the viability of the farmland to provide agricultural production

Within this statutory framework, it will be important to prioritize the criteria by how well they support the program’s vision of success.

Establishing clear priorities will pave the way for an effective implementation strategy.

Effective Implementation

Minimum Requirements/Eligibility

After identifying program goals and priorities, many PDR programs use minimum requirements as an initial filter for determining which projects will be considered for funding. The minimum standards are established using a priority baseline of what properties are worth considering for acquisition. Some programs use rigorous minimums to weed out applications. However, when rigorous minimums are consistently applied, it can have the effect of reducing the number of applications.

The Farmland Preservation Program uses the open space and agricultural current use taxation statute for minimum eligibility requirements. That statute defines “farmland.”¹⁶ In addition, program policies exclude short-term (under 25 years) acquisitions, marine or freshwater aquatic farms, and commercial feedlots from eligibility.

It will be helpful to consider whether the eligibility thresholds are consistent with the program goals and priorities, or whether they should be modified.

Consistency with the Federal Farm and Ranchland Protection Program

State grant applicants and farmland preservation advocates have said that the WWRP Farmland Preservation Program criteria and timelines should be better synchronized with federal grant programs to make it easier for grant applicants to access both sources of funding.

Federal minimum requirements and criteria must be considered by state and local grant applicants that want to use a combination of funding for the project. The federal Farm and Ranchland Protection Program (FRPP) administered by the USDA Natural Resources Conservation Service (NRCS), and the Land Evaluation Site Assessment System (LESA)¹⁷ set minimums and guidelines for federal funding that include:

- Land of sufficient size to allow for efficient management of the area
- Access to markets
- Soil potential for agriculture
- Location
- Adjacent land use
- Purchases that create a large tract of protected area for viable agricultural production
- Lands under increasing urban development pressure
- Lands and locations that correlate with federal, state, tribal, local, or NGO efforts
- Lands that provide special social, economic, and environmental benefits
- Regions that help achieve national, state, and regional goals or enhance existing projects

¹⁶ RCW 84.34.020

¹⁷ “LESA – the Land Evaluation and Site Assessment program – was created by the Soil Conservation Service (now the NRCS) of the USDA to help implement the 1981 Farmland Protection Policy Act. The system’s primary purpose was to provide local decision-makers with an objective and consistent numerically based system of determining what farmland should be available for development and what should be protected for farming.” A National Review of Agricultural Easement Programs: How Programs Select Farmland to Fund, Report 2, 2006. American Farmland Trust and Agricultural Issues Center.

In addition, the grant cycle timelines are different for the federal and state programs. The federal grants are awarded annually with grant applications due earlier in the year. In 2013, for example, federal grant applications are due in January and March. State grants are awarded biennially, with applications due in May of even numbered years. Because the timelines are not aligned, it can be difficult for applicants of combined funds to provide assurance that match requirements will be met. In addition, because the program priorities are different, in many cases applicants for combined funds have to present the same project differently, highlighting different aspects of the project for the federal and WWRP Farmland Preservation Program funds.

Project Selection

Board-adopted scoring criteria are the tool for ensuring the projects that best meet the program goals are prioritized for funding. Re-assessing the Farmland Preservation Program criteria is important for ensuring the program funds are being directed to meeting its goals.

Most PDR programs nationwide use a numerical scoring system to select priority parcels for acquisition, but many use a mixture of quantitative and qualitative factors, and some use only subjective factors.

Quantitative – Most programs use quantitative ranking systems that select projects according to final scores calculated from the weighing of individual criteria. This method provides an objective, defensible process.

Qualitative – Some programs rely on the discretion of program managers and local or other boards to select projects based on how well they fit conservation objectives. While qualitative programs use similar criteria as quantitative programs, the criteria are used as guidelines that give the decision-makers leeway to ignore some factors and concentrate on others, depending on the important characteristics of the farms.

Mix of Quantitative and Qualitative – Some programs use a two-tier system that uses quantitative criteria to establish a short list of projects, and then applies a subjective assessment.

The American Farmland Trust and Agricultural Issues Center analyzed programs nationwide, and found that there are 12 general categories of criteria used by programs with quantitative systems. The analysis considered how frequently each criterion was used and gave it a weighted percentage based on its relative importance (measured by average score). The top five general criteria categories make up 74 percent of the total criteria when both frequency and importance are considered.¹⁸ The following table compares the nationwide scores from the study and the relative importance of the criteria in the Farmland Preservation Program.

¹⁸ A National Review of Agricultural Easement Programs: How Programs Select Farmland to Fund, Report 2, 2006. Table 3. American Farmland Trust and Agricultural Issues Center.

Criteria	Nationwide Weighted % of Total	Farmland Preservation Program of Total
Agricultural Quality	34%	24%
Contiguity	16%	5%
Parcel Size	8%	0%
Development Proximity	7%	-4% <i>(points may be deducted for features or nearby land uses that hinder agricultural use)</i>
Farm Management	9%	5-6%
Natural Resource/Historic Value	6%	17%
Planning Compatibility	4%	16%
Cost	3%	5%
Urgency	2%	12%
Retire Development Potential (how developable the parcel is in the long-term)	2%	0%
Strategic Location	3%	0%

Table Notes:

- “Other” is the twelfth category, but was not included in the table created by The American Farmland Trust and Agricultural Issues Center. As a result, the second column does not add to 100%.
- The Farmland Preservation Program weighted percentages do not add up to 100% because there are other criteria that don’t fit into the eleven categories shown.

The WWRP Farmland Preservation Program uses a quantitative system with a total possible score of 133 points. The criteria are arranged into four broad categories: agricultural values, environmental values, community values and priorities, and other. Within these categories there are 25 or 26 individual criteria (depending on whether the project includes an environmental enhancement or restoration component). Not all criteria are neatly organized within the categories, which has led to some confusion. For example, planning compatibility as defined by the nationwide assessment is spread across five criteria in two different categories in the Farmland Preservation Program. Similarly, the agricultural quality of a project is assessed using 11 criteria in three different categories.

In addition, some of the criteria are redundant. For example, an Agricultural Values criterion awards up to five points for “fit of the project to local priorities”; an Environmental Values criterion awards up to eight points for how “protecting the property fit[s] with local, regional, statewide conservation objectives”; and a Community Values and Priorities criterion awards up to two points for “consistency with a local land use plan, or a regional or statewide recreational or resource plan.”

Adjusting the program’s criteria to clearly align with the program’s priorities will reduce confusion and redundancy. Program stakeholders have commented that some of the criteria are duplicative and are not clearly organized, it is hard to tell whether the agricultural values outweigh the environmental values, and it is hard to tell whether the program is more concerned with protecting lands with a high threat of development or protecting lands with the highest agricultural values (such as soils).

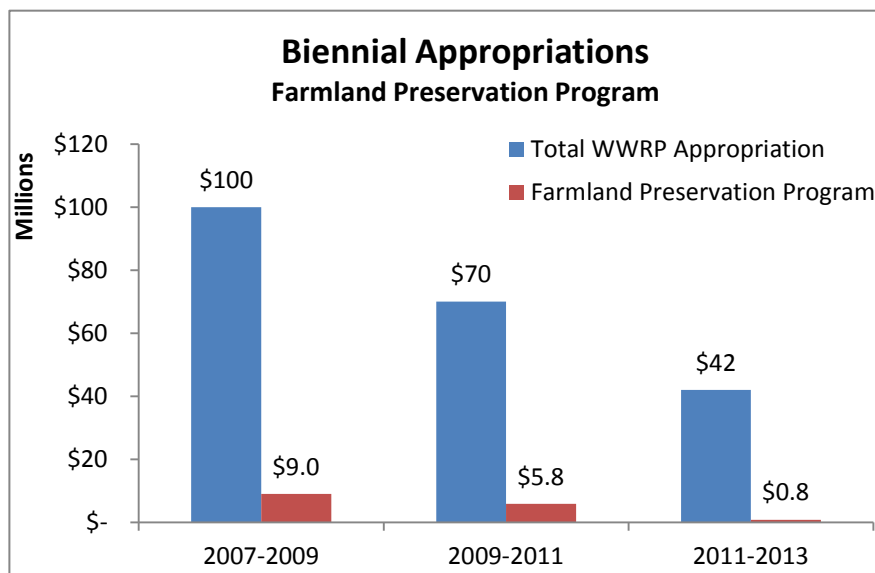
Program Limitations

By statute, the entire WWRP program must receive at least \$40 million before the Farmland Preservation Program receives any funding. If WWRP receives between \$40 million and \$50 million, the program receives 40% of the amount received between \$40 million and \$50 million. If the WWRP receives over \$50 million, the Farmland Preservation Program receives \$4 million plus 10% of the amount over \$50 million.¹⁹

Since funding for WWRP was significantly reduced in 2012, farmland preservation funds consequently fell from \$5,820,000 in 2010 to \$776,000 in 2012.

The Farmland Preservation Program Review will not assess issues that would require statutory changes. The purpose of this program review is to streamline and adjust the

implementation of the current statutory language. Efforts to review the statutory language may be addressed in another external forum.



Other farmland preservation tools – regulations and zoning, tax relief, and economic development opportunities –are largely dependent on local governments and are out of the state’s control.

Other farmland preservation tools – regulations and zoning, tax relief, and economic development opportunities – are largely dependent on local governments and are often out of the state’s control. It’s the combination of these tools that support the effectiveness of PDR programs. Without local support of these farmland preservation strategies, it is less likely that a state and/or federally funded PDR project will be successful.

Monitoring Effectiveness into the Future

Nationwide, most indicators of a successful PDR program (such as land-to-market impacts, impacts to local agricultural economies, and influencing urban growth) are monitored at the local level. However, once program goals and priorities are clearly established, it may be worth considering how the WWRP Farmland Preservation Program’s effectiveness should be monitored in the future. In addition to helping adaptively manage the program into the future, the measures could be helpful to other statewide efforts to preserve farmland, such as through the Washington State Conservation Commission or American Farmland Trust.

¹⁹ RCW 79A.15.130

Attachment A: Farmland Preservation Program Legislation

RCW 79A.15.130 - Farmlands preservation account — Use of funds.

(1) The farmlands preservation account is established in the state treasury. The board will administer the account in accordance with chapter 79A.25 RCW and this chapter, and hold it separate and apart from all other money, funds, and accounts of the board. Moneys appropriated for this chapter to the farmlands preservation account must be distributed for the acquisition and preservation of farmlands in order to maintain the opportunity for agricultural activity upon these lands.

(2)(a) Moneys appropriated for this chapter to the farmlands preservation account may be distributed for (i) the fee simple or less than fee simple acquisition of farmlands; (ii) the enhancement or restoration of ecological functions on those properties; or (iii) both. In order for a farmland preservation grant to provide for an environmental enhancement or restoration project, the project must include the acquisition of a real property interest.

(b) If a city, county, nonprofit nature conservancy organization or association, or the conservation commission acquires a property through this program in fee simple, the city, county, nonprofit nature conservancy organization or association, or the conservation commission shall endeavor to secure preservation of the property through placing a conservation easement, or other form of deed restriction, on the property which dedicates the land to agricultural use and retains one or more property rights in perpetuity. Once an easement or other form of deed restriction is placed on the property, the city, county, nonprofit nature conservancy organization or association, or the conservation commission shall seek to sell the property, at fair market value, to a person or persons who will maintain the property in agricultural production. Any moneys from the sale of the property shall either be used to purchase interests in additional properties which meet the criteria in subsection (9) of this section, or to repay the grant from the state which was originally used to purchase the property.

(3) Cities, counties, nonprofit nature conservancy organizations or associations, and the conservation commission may apply for acquisition and enhancement or restoration funds for farmland preservation projects within their jurisdictions under subsection (1) of this section.

(4) The board may adopt rules establishing acquisition and enhancement or restoration policies and priorities for distributions from the farmlands preservation account.

(5) The acquisition of a property right in a project under this section by a county, city, nonprofit nature conservancy organization or association, or the conservation commission does not provide a right of access to the property by the public unless explicitly provided for in a conservation easement or other form of deed restriction.

(6) Except as provided in RCW 79A.15.030(7), moneys appropriated for this section may not be used by the board to fund staff positions or other overhead expenses, or by a city, county, nonprofit nature conservancy organization or association, or the conservation commission to fund operation or maintenance of areas acquired under this chapter.

(7) Moneys appropriated for this section may be used by grant recipients for costs incidental to restoration and acquisition, including, but not limited to, surveying expenses, fencing, and signing.

(8) The board may not approve a local project where the local agency's or nonprofit nature conservancy organization's or association's share is less than the amount to be awarded from the farmlands preservation

account. In-kind contributions, including contributions of a real property interest in land, may be used to satisfy the local agency's or nonprofit nature conservancy organization's or association's share.

(9) In determining the acquisition priorities, the board must consider, at a minimum, the following criteria:

- (a) Community support for the project;
- (b) A recommendation as part of a limiting factors or critical pathways analysis, a watershed plan or habitat conservation plan, or a coordinated regionwide prioritization effort;
- (c) The likelihood of the conversion of the site to nonagricultural or more highly developed usage;
- (d) Consistency with a local land use plan, or a regional or statewide recreational or resource plan. The projects that assist in the implementation of local shoreline master plans updated according to RCW 90.58.080 or local comprehensive plans updated according to RCW 36.70A.130 must be highly considered in the process;
- (e) Benefits to salmonids;
- (f) Benefits to other fish and wildlife habitat;
- (g) Integration with recovery efforts for endangered, threatened, or sensitive species;
- (h) The viability of the site for continued agricultural production, including, but not limited to:
 - (i) Soil types;
 - (ii) On-site production and support facilities such as barns, irrigation systems, crop processing and storage facilities, wells, housing, livestock sheds, and other farming infrastructure;
 - (iii) Suitability for producing different types or varieties of crops;
 - (iv) Farm-to-market access;
 - (v) Water availability; and
 - (i) Other community values provided by the property when used as agricultural land, including, but not limited to:
 - (i) Viewshed;
 - (ii) Aquifer recharge;
 - (iii) Occasional or periodic collector for storm water runoff;
 - (iv) Agricultural sector job creation;
 - (v) Migratory bird habitat and forage area; and
 - (vi) Educational and curriculum potential.

(10) In allotting funds for environmental enhancement or restoration projects, the board will require the projects to meet the following criteria:

- (a) Enhancement or restoration projects must further the ecological functions of the farmlands;
- (b) The projects, such as fencing, bridging watercourses, replanting native vegetation, replacing culverts, clearing of waterways, etc., must be less than fifty percent of the acquisition cost of the project including any in-kind contribution by any party;
- (c) The projects should be based on accepted methods of achieving beneficial enhancement or restoration results; and
- (d) The projects should enhance the viability of the preserved farmland to provide agricultural production while conforming to any legal requirements for habitat protection.

(11) Before November 1st of each even-numbered year, the board will recommend to the governor a prioritized list of all projects to be funded under this section. The governor may remove projects from the list recommended by the board and must submit this amended list in the capital budget request to the legislature. The list must include, but not be limited to, a description of each project and any particular match requirement.

Attachment B: Farmland Preservation Advisory Committee Members

Citizen		
Patricia Arnold		Trout Lake
Fran Einterz		Oak Harbor
Kathryn Gardow		Seattle
Scott Nelson		Olympia
Pete Shroeder		Sequim
Don Young		Sunnyside
State Agency Members		
Fred Colvin	Washington Conservation Commission	Olympia
Kelly McLain	Washington Department of Agriculture	Olympia
Jeanne Demorest	Washington Department of Natural Resources	Ellensburg
Lucas Patzek	Washington State University Extension-Thurston County	Olympia
Clea Rome	Washington State University Extension-Clallam County	Port Angeles
Ex Officio Members		
Jeff Harlow	Natural Resources Conservation Service	Spokane

Attachment C: Funded Projects

Farmland Preservation Program Funded Projects

Project Number	Type	Project Name	County	Sponsor	Cost	Match	Total Cost
06-1746	A	Methow Farmland	Okanogan	Okanogan County	\$387,038	\$387,038	\$774,075
06-1793	A	Sequim Farmland	Clallam	Sequim City	\$750,000	\$3,082,600	\$3,832,600
6-1849	A	Dungeness Farmland	Clallam	Clallam County	\$293,471	\$293,471	\$586,942
06-1917	A	Hendry Farm	King	King County	\$70,911	\$70,911	\$141,822
06-1996	A	Smith Prairie Farmland - Ebey's Reserve	Island	Island County	\$267,222	\$390,850	\$781,700
06-1997	A	Ebey's Reserve Farmland	Island	Island County	\$750,000	\$750,000	\$1,500,000
06-2076	A	Eldridge Farm Acquisition	Whatcom	Whatcom County	\$160,310	\$160,310	\$320,620
06-2137	A	Broers Organic Berry Farm	Snohomish	Snohomish County	\$252,233	\$255,233	\$507,466
07-1540	C	Glendale Farm	Jefferson	Jefferson County	\$546,737	\$546,738	\$1,093,475
07-1571	A	Crown-S Ranch Farmland	Okanogan	Okanogan County	\$213,750	\$213,750	\$427,500
07-1584	A	Useless Bay East Farmland	Island	Island County	\$317,241	\$331,500	\$648,741
07-1597	A	Orting Valley Farms	Pierce	Pierce County	\$633,375	\$675,930	\$1,309,304
07-1600	A	Ebey's Reserve Farmland - Engle	Island	Island County	\$659,431	\$810,000	\$1,469,431
07-1610	A	Willie Greens Organic Farm	Snohomish	Snohomish County	\$78,210	\$78,210	\$156,420
07-1611	A	Peoples Ranch	Snohomish	Snohomish County	\$410,030	\$483,518	\$893,548
08-1153	A	Finnriver Farm	Jefferson	Jefferson County	\$203,500	\$203,500	\$407,000
08-1214	C	Brown Dairy	Jefferson	Jefferson County	\$95,046	\$95,046	\$190,092
08-1238	A	Nelson Ranch Farmland	Okanogan	Okanogan County	\$616,050	\$646,350	\$1,262,400
08-1281	A	Lopez Island Farmland	San Juan	San Juan County Land Bank	\$300,000	\$348,000	\$648,000
08-1288	A	Finn Hall Farm	Clallam	Clallam County	\$438,640	\$438,640	\$877,280
08-1323	A	Triple Creek Ranch 2008	Kittitas	Kittitas County	\$649,575	\$649,575	\$1,299,150
08-1362	A	Black River	Thurston	Thurston	\$809,257	\$884,565	\$1,693,821

Project Number	Type	Project Name	County	Sponsor	Cost	Match	Total Cost
		Ranch		County			
08-1373	A	Lower Methow Farmland	Okanogan	Okanogan County	\$395,908	\$395,908	\$791,816
08-1804	A	Smith Farm	Skagit	Skagit County	\$319,455	\$319,455	\$638,910
08-1860	A	Ebey's Reserve Farmland - Engle II	Island	Island County	\$672,500	\$672,500	\$1,345,000
10-1096	A	Jeff Dawson	Stevens	Inland Northwest Land Trust	\$300,000	\$300,000	\$600,000
10-1275	A	Ellis Barnes Livestock Company	Okanogan	Okanogan Land Trust	\$849,200	\$849,200	\$1,698,400
10-1485	A	Schwerin Farmland Preservation Easement	Walla Walla	Blue Mountain Land Trust	\$100,000	\$100,750	\$200,750
10-1549	A	Firdell Farm	Skagit	Skagit County	\$201,250	\$201,250	\$402,500
10-1682	A	Trout Lake Valley	Klickitat	Columbia Land Trust	\$685,857	\$685,857	\$1,371,714
10-1670	A	Cowiche Basin Working Rangelands	Yakima	State Conservation Commission	\$468,846	\$7,575	\$476,421
Total					\$12,895,043	\$15,328,230	\$28,346,898

Recreation and Conservation Funding Board Briefing Memo

Meeting Date: April 2013
Title: State Comprehensive Outdoor Recreation Plan (SCORP)
Prepared By: Dominga Soliz, Policy Specialist

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

The Recreation and Conservation Office (RCO) has been working with a consultant to complete the State Comprehensive Outdoor Recreation Plan (SCORP). This memo provides an update on the publication of the draft report and an overview of the next steps leading to creation of the final report.

Board Action Requested

This item will be a:

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

Background

The National Park Service (NPS) provides federal Land and Water Conservation Fund (LWCF) grant-in-aid assistance to the states to preserve and develop outdoor recreation resources. To be eligible for the funds, each state must submit a State Comprehensive Outdoor Recreation Plan (SCORP), and update that plan at least every five years. The next Washington State SCORP must be completed in 2013.

The Recreation and Conservation Office (RCO) contracted with Responsive Management (consultant) to produce an updated SCORP document. Staff and the consultant briefed the Recreation and Conservation Funding Board (board) on the planning process in January 2013¹. In March 2013, staff published a draft for public comment and sent copies of the draft to the Recreation and Conservation Funding Board (board). The draft is available online at http://scorpwa.files.wordpress.com/2013/03/wa_scorp_2013_public_review_draft.pdf

¹ The materials are available at http://www.rco.wa.gov/documents/rcfb/agendas/R0113_all2.pdf and the presentation is available at http://www.rco.wa.gov/documents/rcfb/agendas/R0113_scorp.pdf.

Elements of the Draft Plan

Structure

The plan includes an executive summary, six chapters that reflect the data and findings required in the scope of work, and a seventh chapter that compiles the findings and implications, and includes recommendations. The methodology and participation rates are included in the appendices.

Study Approach

The research conducted for this SCORP was designed to:

- assess current outdoor recreation facilities and opportunities;
- project future needs for and challenges to the delivery of recreational opportunities; and
- address key issues of importance to recreation planning and funding (e.g., participation, land supply and use, balancing habitat protection with recreation opportunities, and technology).

The report documents the various study methods, including online forums, surveys, and direct research (e.g., population data, demographic trends, etc.).

Summary

The consultant will review key findings of the draft plan at the board's April meeting. The following are some highlights from the executive summary.

- Most state residents are involved in outdoor recreation.
- Nature and outdoor recreation have a significant positive impact on human health, consumer spending, tax revenue, and environmental stewardship.
- The social elements of outdoor recreation are very important to residents.
- A third of residents would like to increase their participation. The top constraints to participation are issues over which providers have little influence (e.g., lack of time, financial reasons, health, age, and weather).
- Participation rates show that five groups have consistently lower participation rates: disabled individuals, non-white residents, residents older than 46, females, and urban/suburban residents.
- The greatest challenges among recreation providers over the next five years will be meeting the demands of a changing state population, funding, providing facilities, and ensuring access.
- As the population grows in Washington, urbanization, increases in minority populations, and an aging population will need to be considered in parks and recreation planning. The growing population will put more pressure on existing facilities and create the need for new facilities.

- Washington should continue its investment in outdoor recreation facilities and opportunities. The full scope of findings and implications (detailed in Chapter 7) include the following:
 - recognize a return to nature-based activities,
 - understand that the top constraints to participation are social factors,
 - capitalize on the social benefits of outdoor recreation,
 - focus on increasing and/or improving recreation facilities and opportunities that support active recreation,
 - recognize recreation types in which supply may not be meeting demand,
 - increase sustainability of current recreation assets by increasing attention to maintenance funding,
 - consider the implications of changing demographics when making recreation decisions, and
 - foster collaboration and cooperation among user groups.

Public Comments Received to Date

The public comment period opened on March 18, 2013. Comments can be viewed at <http://scorpwa.wordpress.com>.

The consultant will present key themes that emerge during the public comment period at the board's April meeting.

Next Steps

SCORP Approval Process

At the April board meeting, the consultant will present key elements of the draft plan and the public comments. Board members will have an opportunity at that meeting to offer suggestions, ask questions, and make final comments on the draft.

The consultant will then make the final revisions to the document based on board feedback, public comment, and suggestions from RCO and NPS. The board will be asked to approve the plan in June 2013.

Following board approval, the plan will be submitted to the Governor. The RCO will submit the SCORP to the National Park Service following Governor approval².

² The LWCF Act of 1965 requires certification by the Governor that ample opportunity for public participation has taken place in plan development. (Public Law 88-578, 78 Stat 897)

Land and Water Conservation Fund Criteria

The National Park Service requires that the board's project selection process for the LWCF program³ provide objective criteria and standards that are explicitly based on the priorities identified in the SCORP. The selection process also should ensure equitable participation opportunities for all potentially eligible applicants in the LWCF program.

Beginning in April, staff will work with RCO grant managers and the LWCF Advisory Committee to review the current selection process and criteria. Staff will bring proposed changes, which reflect the updated SCORP, to the program later in 2013. Staff hopes to secure board approval of changes at the November meeting so that the manual can be published before the 2014 grant cycle.

Trails Plan Update

The RCO amended the SCORP contract with Responsive Management to include an update of the State Trails Plan as an appendix to the SCORP update. Following the briefing to the board in January 2013, staff changed the approach to completing the update of the plan during 2013. More detail is in Attachment A.

Attachments

- A. State Trails Plan Update
- B. Draft Outdoor Recreation in Washington: The 2013 State Comprehensive Outdoor Recreation Plan

³ NPS refers to this as the Open Project Selection Process. See Section 3 of Manual 15, which is available online at www.rco.wa.gov/documents/manuals&forms/Manual_15-LWCF.pdf

State Trails Plan Update

Following board discussion in January, RCO staff changed the approach for developing a state trails plan before the 2014 grant cycle by adding a Web page that will focus on regional trails and on making trails planning information more useable.

Trails Plan Document

The state trails plan document, developed by the SCORP consultant and included as an appendix to the SCORP document, will include data and public opinion from the SCORP process. The plan will address supply, demand, needs, and key issues related to trails statewide. It will be developed with advice from the Recreational Trails Program Advisory Committee, Washington Wildlife and Recreation Program Trails Category Advisory Committee, and members from other standing advisory committees with water trails expertise. Input from the general public will be collected using a public internet forum similar to the SCORP Town Hall.

The state plan will be presented to the board for approval in November, along with any proposed changes to grant program criteria.

Trails Plan Web Page

Staff will develop a Web page for trails that will include:

- A statewide summary of trails in Washington that draws on key findings in the state trails plan document. The summary will include:
 - A link to the 2013 statewide trails plan
 - A map of regional trails statewide
- Links to sub-pages for each regional trail.
- Information and maps for each regional trail including the history of the trail's development, key issues about the trail's development, the vision for the trail's future, and links to more information and resources about the trail.

The regional trails Web page will be developed by staff with the help of regional trails managers. Staff will interview managers to identify the trail's history, key issues, and vision for the future. Staff will collect resources and maps from trail managers or other sources.

The Web page will be completed by March 2014.



WASHINGTON STATE
Recreation and
Conservation Office

**OUTDOOR RECREATION IN WASHINGTON
THE 2013 STATE COMPREHENSIVE OUTDOOR
RECREATION PLAN**

DRAFT

[Note that this manuscript is for review; the final document will be a full-color report with photographs and quotations from state residents.]

A MESSAGE FROM THE GOVERNOR

PLACEHOLDER: A message from the Governor will be provided in the final SCORP.

A MESSAGE FROM THE DIRECTOR, RECREATION AND CONSERVATION OFFICE

PLACEHOLDER: A message from the Director will be provided in the final SCORP.

ACKNOWLEDGEMENTS

Governor Jay Inslee

Primary Authors/Editors

Amanda C. Ritchie, Research Associate, Responsive Management
Martin F. Jones, Senior Research Associate, Responsive Management
Andrea Criscione, Research Associate, Responsive Management
Mark Damian Duda, Executive Director, Responsive Management
Michael Fraidenburg, Owner, The Cooperation Company

Contributors

Tom Beppler, Research Associate, Responsive Management
Kaleen Cottingham, Director, RCO
Dominga Soliz, Policy and Planning Specialist, RCO

RCO Staff

Lorinda Anderson
Marguerite Austin
Rory Calhoun
Scott Chapman
Karl Jacobs
Darrell Jennings
Steve McLellan
Sarah Thirtyacre
Greg Tudor
Susan Zemek



Recreation and Conservation Funding Board Members

Bill Chapman, Chair, Mercer Island Resident
Elizabeth Bloomfield, Yakima County Resident
Ted Willhite, Twisp Resident
Pete Mayer, Everett Resident
Harriet Spanel, Bellingham County Resident
Dave Brittell, Washington Department of Fish and Wildlife
Don Hoch, Washington State Parks and Recreation Commission
Craig Partridge, Washington Department of Natural Resources

SCORP Advisory Group

Rebecca Andrist, Washington Resident
Joseph Bee, Washington Resident
Leslie Betlach, City of Renton Parks and Recreation
Mike Blankenship, Washington Resident
Justin Bush, Skamania County
Sharon Claussen, King County Parks and Recreation
Kurt Dahmen, City of Pullman Parks and Recreation
Dave Erickson, City of Wenatchee
Nikki Fields, Washington State Parks and Recreation Commission
Nicole Hill, Nisqually Land Trust
Tana Inglima, Port of Kennewick

Mike Kaputa, Chelan County Natural Resources Department
Jon Knechtel, Pacific Northwest Trail Association
Kathy Kravit-Smith, Pierce County Parks and Recreation
Marilyn LaCelle, Washington Resident
Mark Levensky, Washington Resident
Michael O'Malley, Washington Department of Fish and Wildlife
Bryan Phillippe, Evergreen Mountain Bike Alliance
Anna Scarlett, Washington Resident
Paul Simmons, City of Cheney Parks and Recreation
Dave Smith, Washington Resident
Pene Speaks, Washington Department of Natural Resources
Paul Whitemarsh, Washington Resident
Dona Wuthnow, San Juan County Parks

Consultants

Randi Thurston, Washington Department of Fish and Wildlife
Robert Zeigler, Washington Department of Fish and Wildlife
Don Kraege, Washington Department of Fish and Wildlife
Bill Kirchner, United States Fish and Wildlife Service
Lauren Driscoll, Washington Department of Ecology
Tom Hruby, Washington Department of Ecology
Heather Ramsey, National Park Service

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EXECUTIVE SUMMARY

Definitions

Recreation facilities: The services and infrastructure developed to support outdoor recreation.

Recreation opportunities: The activities provided to participate in outdoor recreation.

Active recreation: Predominately muscle-powered activities such as jogging, cycling, field and court sports, etc.; they commonly depend on developed sites.

Passive recreation: Activities that require very little use of muscle power, such as nature viewing, photography, or picnicking.

Environmental sustainability: The impact of recreation on the environment.

Recreational sustainability: The longevity of recreational assets.

Latent demand: The desire for participation in new activities or increased participation in current activities.

In the state of Washington, outdoor recreation facilities and opportunities are managed by federal, state, local, and tribal governments, as well as by some not-for-profit groups. Meeting outdoor recreation needs and demands of state residents requires an understanding of participation and a coordinated effort among providers. This Statewide Comprehensive Outdoor Recreation Plan (SCORP) serves as a management tool to help decision-makers and providers better understand and prioritize the acquisition, renovation, and development of recreational resources statewide for the next 5 years.

Research conducted for this SCORP was designed to assess current outdoor recreation facilities and opportunities and to project future needs. This SCORP addresses key issues related to outdoor recreation in Washington:

- Benefits of outdoor recreation
- Recreation participation
- Constraints to recreation participation
- Recreation equity
- Land supply and use
- Providing sustainable recreation opportunities
- Economics and funding
- Technology

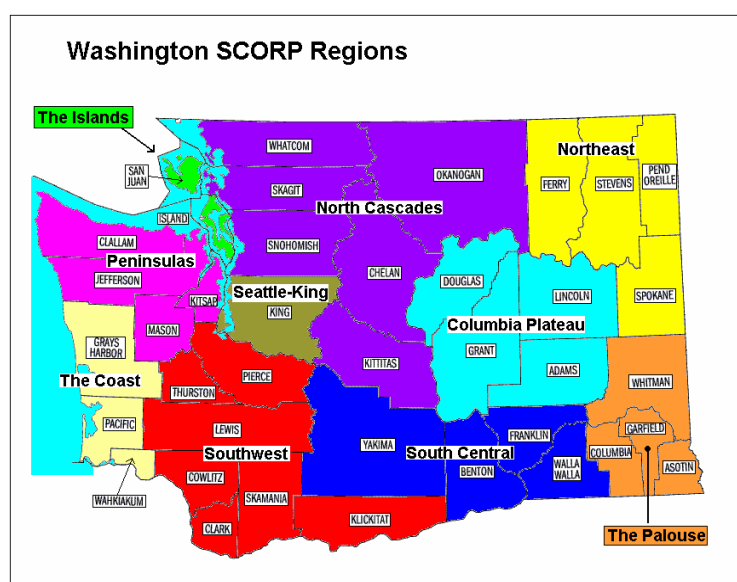
The plan outlined in this SCORP provides recommendations to help improve outdoor recreation in the state, to enhance future outdoor recreation planning efforts, and to determine Federal Land and Water Conservation Fund (LWCF) grant funding allocations for future projects and initiatives.

The public was directly involved in the SCORP planning process. Input was provided by an advisory group of key stakeholders through in-person meetings and an Internet discussion

board (named the SCORP Advisory Group forum). Washington residents also participated in a large-scale scientific survey of Washington residents to assess participation in recreation and future needs. Input from the general public was solicited through a Blog website (named the SCORP Town Hall). Finally, the planning process also involved two in-person Advisory Group meetings that were open to the public. Several members of the public attended.

Recreation providers were also directly involved in the SCORP planning process. The researchers conducted two web-based surveys of outdoor recreation providers. One survey was of local recreation providers, the other survey was of federal and state government providers, tribal governments, and not-for-profit organizations. The SCORP planning process and methodology meets the guidelines set forth by the National Park Service (2008).

In addition to the statewide assessment, the SCORP also examined outdoor recreation at the regional level. Washington was divided into 10 planning regions: The Islands, Peninsulas, the Coast, North Cascades, Seattle-King County, Southwest, Northeast, Columbia Plateau, South Central, and the Palouse (as shown in the map below).



Note: Map was produced in color; may not be legible in black and white.

Outdoor recreation is an integral part of life in Washington's communities. The vast majority of Washington residents (90%) participate in the most popular category of activities, which includes walking and hiking, demonstrating the pervasiveness of outdoor recreation in Washington's culture.

Outdoor recreation has many important benefits, including social interaction, physical and mental health benefits, economic contributions, and environmental stewardship. Social elements of outdoor recreation are very important to residents, particularly among youth and young adults. Research has also shown that nature and outdoor recreation have a significant positive impact on human health, both physical and mental health. Washington's economy also benefits directly and indirectly from outdoor recreation through consumer spending, tax revenue, and jobs. Finally, research suggests that outdoor recreationists are more connected to natural resources and tend to have more care and concern for the environment.

To maximize the benefits of outdoor recreation for the state's residents, economy, and environment, it is crucial that the SCORP identify and address issues that affect participation, supply, and demand. Overall, the greatest challenges among recreation providers over the next 5 years will be an increasing state population, changing demographics, unpredictable funding for facilities development and maintenance, and access to outdoor recreation facilities and opportunities.

As the population grows in Washington, several major demographic trends are taking place that will need to be considered in outdoor recreation planning: urbanization, increases in minority populations, and an aging population. Urbanization directly affects the amount of open space available for recreation as well as proximity and accessibility to facilities and opportunities. Increased urbanization also means changing recreation needs, often involving newly emerging or more diverse recreation interests. In Washington, higher percentages of urban and suburban residents, compared with rural residents, participate in jogging and running activities, indoor community facility activities, hiking, other aerobic and fitness activities, and playground use.

Increases in minority populations result in an increased need to meet the recreation demands unique to those groups. This study shows that jogging/running and aerobics are more often pursuits of those ethnically non-white. Marketing recreation opportunities specifically in minority communities is important because research shows that people tend to prefer to participate in activities within their own communities and with members of their own ethnic groups (Hunt & Ditton, 2002).

The aging population in Washington is also having a major impact on recreation in the state. Although recreation activities may decline with age, many older Washington residents remain very active and involved in outdoor recreation throughout the state. This study suggests that older residents are participating in nature-based activities at a higher rate than are younger residents, which is an important finding given that trends in participation among all residents show a dramatic increase in participation in many-nature based activities and a decline in team-based sports as one might expect with an aging population. These changes in demographics and participation have direct implications for recreation supply and demand in the state.

This study points to several additional trends for recreation providers to consider. The first includes activities showing marked increases in participation since the previous SCORP. The most notable increase in participation by activity is for picnicking, BBQing, and cooking out, which went from the ninth-ranked activity in 2002 to the top-ranked activity in 2012 among all Washington residents. Another notable trend is to consider is how gender differences relate to participation. For example, the results show that hunting is a primarily (but not an exclusively) male pursuit. Finally, another important consideration is encouraging more participation among commonly underserved groups. This study shows that five demographic groups have consistently lower participation rates: disabled individuals, non-white residents, residents older than 46, females, and urban/suburban residents. Thus, while populations among some of these groups (e.g., non-white residents, residents older than the mean age, and urban/suburban residents) continue to grow, their participation rates remain lower than participation rates among whites, younger residents, and rural residents. As a result, this study identifies these population groups as underserved, or not participating in recreation at a level commensurate with their population.

Another challenge for recreation providers is funding, which repeatedly emerged as an important issue, especially among local providers. For the most part, the provider surveys suggest that funding goals are not being met, with averages of a third or more of goals

remaining unmet. This estimate was calculated using the Level of Service (LOS) tools, an integrated approach developed by the Washington Recreation and Conservation Office (RCO) as part of its support of the LWCF program to measure how well its facilities and opportunities meet public needs for outdoor recreation in Washington. The specific measure discussed here represents unmet goals, which are mostly due to lack of funding and issues related to funding.

Two issues related to funding that also repeatedly emerged throughout the SCORP planning process are inadequate facilities and access, both of which are directly related to recreation supply and demand. Overall, the assessment of the supply of outdoor recreation facilities and opportunities in Washington suggests that the supply of recreation is not completely meeting public demand.

On average, recreation providers using the LOS estimate that approximately three quarters of facilities and sites managed by their agency or organization are fully functional. This means agencies or organizations need to increase or improve the functionality of approximately 25% of their facilities. Recreation providers also reported not meeting about a third or more of their development and/or land acquisition goals. The LOS scores suggest that current available facility capacity only satisfies 30% to 40% of demand for recreation across the state. Latent demand measures among Washington residents indicate that a third of Washington residents would either like to participate in additional activities or would like to participate more in their current activities. The research shows that the population in Washington will continue to grow and, as it does, demand will be further challenged by the pressure this growth puts on existing facilities and the need it creates for new facilities.

Access is also a very important issue among recreation providers and Washington residents. Providers rated access as very important and named it as a top issue of concern. Facilities and access will be crucial for providing opportunities for latent demand over the next 5 years. It is important to note that the top constraints to participation among residents are social issues and other issues over which providers have little influence, such as lack of time, financial reasons, health, age, and weather. Nonetheless, the survey of Washington residents also asked about problems with opportunities, and the top problems were related to facilities and access: lack of facilities or closed facilities, access or travel distance, costs, and poor quality of existing facilities.

While the SCORP is designed to assess supply and demand to meet outdoor recreation needs, the plan is also designed to address environmental and resource protection needs. The plan examines the environmental benefits of outdoor recreation, sustainable recreation, and wetlands management.

By their very nature, parks, recreation areas, and open spaces provide more than just recreational opportunity, they provide protection of critical areas and natural resources as well as conservation of wildlife diversity and habitat. Acquiring more land and recreation sites in an effort to decrease the percentage of unmet goals among providers will increase the protection and conservation of resources. Increasing outdoor recreation opportunities and participation will also improve resource protection because outdoor recreation promotes environmental stewardship. As mentioned previously, research suggests that outdoor recreationists are more connected to natural resources and tend to have more care and concern for the environment.

This plan also examines sustainable recreation. When discussing sustainable recreation, it is important to realize that there are two primary and inter-related factors of sustainable recreation. Environmental sustainability focuses on the impact of recreation on the environment.

Recreational sustainability focuses on the longevity of recreational assets. The LOS helps measure both types of sustainability. The LOS defines sustainable access as the percentage of access/recreation areas/facilities that provide sustainable recreation opportunities (e.g., help protect natural and cultural resources, use green infrastructure to strengthen natural processes, minimize encroachment and/or user-developed facilities, prohibit poaching).

Based on the LOS measurement, this plan has identified a need for more sustainable recreation opportunities, especially among local providers. While a majority of federal, state, tribal, and not-for-profit providers (85.8%) provide sustainable recreation, little more than half of local providers (58.2%) provide sustainable recreation. There also appears to be a need for education, as some recreation providers seem to be unclear as to what sustainable opportunities are and how they can meet sustainability goals while also providing quality recreation opportunities.

Wetlands are also an important part of outdoor recreation. In Washington, there is a requirement that potential effects to wetlands for any project must be minimized. Wetlands are not just a priority to land managers and policymakers, they are also important to Washington residents. When asked to rate the importance of wetlands to their total outdoor recreation experience, about a third of residents gave wetlands the highest rating of importance. The survey of residents also shows that about a quarter of Washington residents participated in a recreation activity that involved a wetland within the past year. Thus, wetlands are an important component of outdoor recreation and recreation planning in Washington.

IMPLICATIONS

To assist recreation providers at all levels across the state, this SCORP features a chapter dedicated to interpreting the findings and implications of research. Chapter 7 offers key recommendations for maintaining and improving outdoor recreation facilities and opportunities in Washington.

Perhaps the broadest, most crucial recommendation for all areas is that Washington should continue its investment in outdoor recreation facilities and opportunities. This recommendation is the foundation for fulfilling all other outdoor recreation needs and expectations in the state. The full scope of findings and implications are detailed in Chapter 7, but the recommendations include the following, urging providers to:

- Recognize a return to nature-based activities.
- Understand that the top constraints to participation are social factors (not facilities or opportunities).
- Capitalize on the social benefits of outdoor recreation.
- Focus on increasing and/or improving recreation facilities and opportunities that support active recreation.
- Continue to offer diverse outdoor recreation activities and opportunities.
- Take advantage of current technology by using a map-based information system to provide an inventory of supply.
- Recognize recreation types in which supply may not be meeting demand.
- Focus on the capacity of facilities.
- Consider the implications of changing demographics when making recreation decisions.
- Prioritize regional funding allocations.
- Foster collaboration and cooperation among user groups.

- Understand that access issues encompass an array of physical and psychological issues.
- Increase priority of wetlands management as a recreation asset.

Based on scientific research and a comprehensive planning process, these recommendations are intended to contribute knowledge and guidance to the future development of outdoor recreation in Washington for the benefit of both residents and the natural environment.

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CHAPTER 1: INTRODUCTION

Chapter Highlights

- The Federal Land and Water Conservation Fund (LWCF) Act of 1965 provides funding to the states for acquiring and/or developing land and water facilities designed to encourage participation in outdoor recreation.
- The Statewide Comprehensive Outdoor Recreation Plan (SCORP) assesses current outdoor recreation facilities and opportunities and projects future needs. States are required to submit a SCORP to be eligible for LWCF grants.
- The public participated in the SCORP planning process through an Advisory Group, Advisory Group meetings open to the public, an online SCORP Town Hall, and a large-scale telephone survey.
- Recreation providers participated in the SCORP planning process through online recreation provider surveys conducted to obtain information about recreation supply and need.
- This SCORP addresses key issues related to outdoor recreation in Washington:
 - Benefits of outdoor recreation
 - Recreation participation
 - Constraints to recreation participation
 - Recreation equity
 - Land supply and use
 - Providing sustainable recreation opportunities
 - Economics and funding
 - Technology
- Research suggests that the social elements of outdoor recreation are very important to residents, particularly among youth and young adults.
- Research has shown that natural areas and physical activities have a significant positive impact on human health, including both physical and mental health benefits.
- Washington's economy benefits from outdoor recreation: In 2011, outdoor recreation contributed more than \$22.5 billion in consumer spending to Washington's economy, as well as \$1.6 billion in state and local tax revenue.
- Outdoor recreation promotes environmental stewardship and volunteerism, and research suggests that outdoor recreationists are more connected to natural resources and tend to have more care and concern for their environment.
- One of the greatest challenges among recreation providers over the next decade will be meeting the demands of an ever-increasing population in Washington, especially increases in urban residents, older residents, and minority residents.
- This SCORP is designed to help decision-makers better understand the most important recreation issues statewide and make funding decisions based on public priorities and expectations.

The Federal Land and Water Conservation Fund (LWCF) Act of 1965 is designed to conserve outdoor recreation resources for all residents and future generations in the United States. To this end, the LWCF assists states by providing funding for the acquisition and development of land and water facilities designed to encourage participation in outdoor recreation. The LWCF requires that states, to be eligible for LWCF grants, prepare a Statewide Comprehensive Outdoor Recreation Plan (SCORP) to assess current outdoor recreation opportunities and project future needs for the delivery of recreational opportunities.

The SCORP was developed to meet the requirements of the LWCF; however, the SCORP also serves the broader purpose of providing a plan for meeting public demand and determining priorities for the acquisition, renovation, and development of recreational resources. Not only does the SCORP serve as a statewide management tool to help decision-makers better understand and prioritize recreation issues statewide, but it also ensures the state's eligibility for LWCF dollars and reinforces the guidelines for recreation providers seeking grant funding through the LWCF.

In the State of Washington, the Recreation and Conservation Funding Board, a governor-appointed board composed of five residents and the directors of three state agencies (the Washington Department of Fish and Wildlife, the Washington Department of Natural Resources, and the Washington State Parks and Recreation Commission) administers the LWCF program. The Recreation and Conservation Office (RCO) supports the Board, which uses the SCORP to manage LWCF funding, making decisions on funding allocations and supporting acquisition and development projects throughout the state based on the standards set in the SCORP. The LWCF is used to fund land acquisition, facilities development or renovation, wildlife habitat conservation, and the provision of new outdoor recreation opportunities in the state. Since Fiscal Year 2000, the LWCF has provided more than \$36 million funding for parks, recreation, and trails projects, with more than half of this funding going toward development (RCO, 2013). The SCORP sets the guidelines for funding, serving as both a tool for state and local agencies seeking LWCF grant funding, as well as the benchmark by which the Board evaluates funding applications and determines funding allocations.

As part of its support of the LWCF program, the RCO has developed an integrated approach, known as the Level of Service, for measuring how well its facilities and opportunities meet public needs for outdoor recreation in Washington. The Level of Service uses measurable indicators to evaluate the strengths and weaknesses of parks, recreation, and trails systems and identify where additional resources may be needed. Unique to Washington, the Level of Service measures several criteria, including the *quantity* of facilities and opportunities, the *quality* of facilities and opportunities, and distribution and access. Offering a balanced approach for evaluating outdoor recreation facilities and opportunities, the Level of Service is used by federal, state, and local providers for recreation planning. The RCO and Funding Board also use the Level of Service as an evaluation tool for determining LWCF funding allocations. This year, the Level of Service has been fully integrated into the SCORP planning process and provides additional guidelines to help the RCO determine where outdoor recreation needs exist in Washington.

OVERVIEW OF METHODOLOGIES

To provide guidance for LWCF grant funding, the SCORP is designed to assess current outdoor recreation facilities and opportunities and project future needs for the delivery of recreational opportunities that most directly meet public priorities at local, regional, and state levels. To this end, this SCORP meets the requirements outlined in the LWCF Program. A detailed explanation of the methodology is included as Appendix A.

Ensuring Public Participation in the SCORP Planning Process

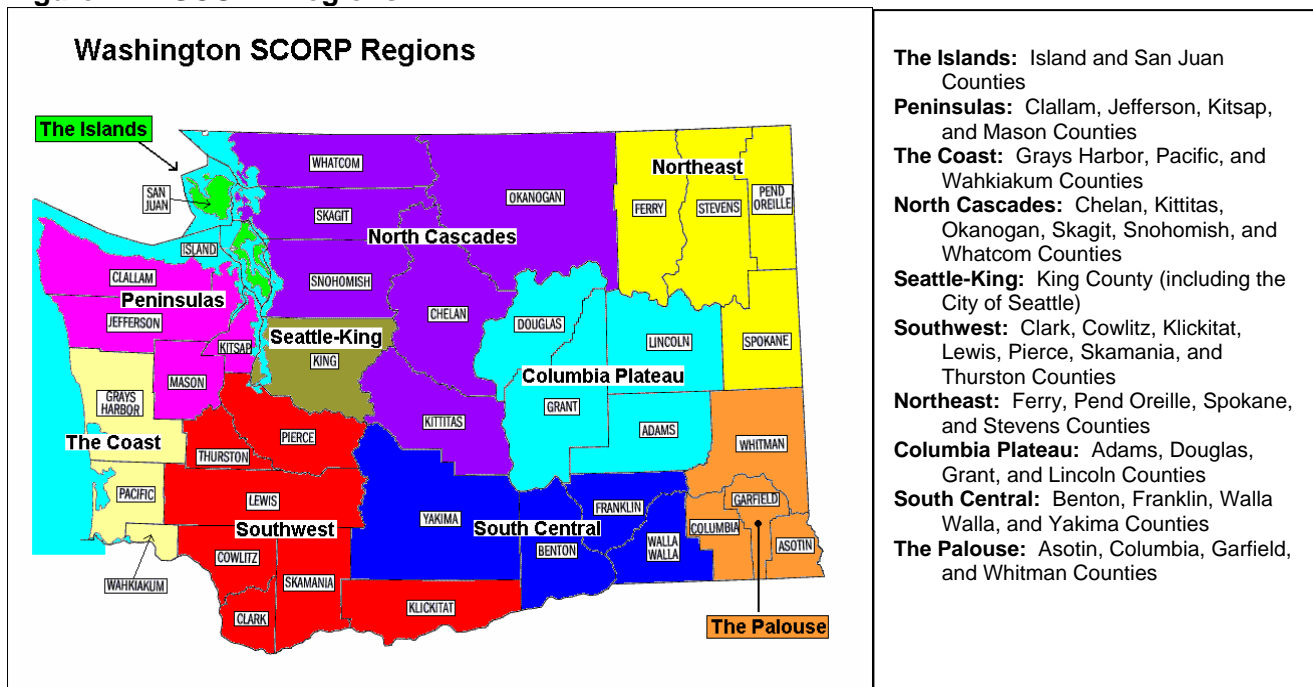
To ensure adequate public participation in the SCORP planning process, a 24-member Advisory Group was created. This group consisted of representatives from existing RCO standing committees and key stakeholders from local jurisdictions, which provided topical and geographical diversity and a knowledgeable membership for providing advice. A public engagement process was implemented to include qualitative input from an Advisory Group of key stakeholders through in-person meetings and an Internet discussion board. The planning process also involved two in-person Advisory Group meetings that were open to the public. Several members of the public attended. After two in-person meetings that were open to the public, the Advisory Group also provided input via an Internet discussion tool (named the SCORP Advisory Group forum) to allow interaction and input without face-to-face meetings and to facilitate feedback on draft research and SCORP documents.

Some of the general public input was collected using a blog website known as the “SCORP Town Hall.” Questions were posted on the SCORP Town Hall for the public to consider and comment upon. This website received more than 14,000 visits, and more than 700 people provided over 1,000 comments.

To further engage the public in the SCORP process, the researchers conducted a large-scale scientific survey of Washington residents to assess participation in recreation, their future needs for recreation, their satisfaction or dissatisfaction with outdoor recreation facilities and opportunities, their issues of concern, and any constraints they had in participating in outdoor recreation in Washington. The survey of residents was conducted from August to October 2012.

Evaluating Supply and Demand for Outdoor Recreation Facilities and Opportunities

This SCORP evaluates recreation supply and demand on a statewide basis but also includes a regional analysis. Results were examined based on the 10 planning regions identified by the RCO (moving in general from west to east): The Islands, Peninsulas, The Coast, North Cascades, Seattle-King, Southwest, Northeast, Columbia Plateau, South Central, and The Palouse (Figure 1.1).

Figure 1.1: SCORP Regions.

Note: Map was produced in color; may not be legible in black and white.

To obtain information about recreation supply at statewide and regional levels, the researchers conducted two web-based surveys of outdoor recreation providers. One survey was of local recreation providers, and the other survey was of federal and state government providers, tribal governments, and not-for-profit organizations. A multiple-contact strategy was used to conduct the web-based surveys, with respondents being contacted a minimum of five times (three emails and two rounds of telephone follow-up calls). The surveys of providers were conducted from July to October 2012, and 213 completed questionnaires were received from providers statewide. Each provider was asked for the estimated number of sites or miles (or whatever the unit of measurement was) for 45 major recreation activities or activity groups, and the data were used to assign aggregate Level of Service scores.

In addition to a comprehensive assessment of supply in the state, this SCORP assessed public demand for outdoor recreation facilities and opportunities in Washington through the survey of state residents, conducted from August to October 2012. To support accurate trends analyses, the survey used the same categories and 147 activities used in Washington's previous SCORP: *Defining and Measuring Success: The Role of State Government in Outdoor Recreation*. A few new activities, such as disc golf and swimming in natural waters, were added in the current SCORP. In addition to actual participation, the resident survey collected data about other topics, including children's participation, public satisfaction with recreation facilities and opportunities, latent demand, modes of transportation, barriers to recreation opportunities, recreation locations, access to parks, and participation in activities involving a wetland and the value of wetlands to the recreation experience. The researchers obtained 3,114 completed surveys of residents statewide (at least 300 per region) age 18 years and older. The statewide results have a sampling error of at most plus or minus 1.76 percentage points.

Identifying Key Issues Regarding Outdoor Recreation

This SCORP also addresses key issues of importance to Washington that help set the stage for strategic investments for outdoor recreation and the preservation and conservation of open

space over the next 5 years. The researchers gathered information regarding key issues by engaging the SCORP Advisory Group and the public, gathering data via the surveys of recreation participants and providers, and researching existing studies and literature. Key issues addressed throughout the SCORP are included in Table 1.1.

Table 1.1: Key Issues Addressed in the SCORP.

Benefits of outdoor recreation

- Social benefits
- Mental and physical health benefits
- Economic contributions
- Environmental sustainability and stewardship

Recreation participation

- Overall recreation participation
- Children's participation
- Recreation trends
- Latent and future demand for recreation

Constraints to recreation participation

- Problems related to access
- User fees and specific-use taxes
- Permitting

Recreation equity

- User conflicts
- Changing demographics
- Underserved populations
- Aging population

Land supply and use

- Land conversion
- Land acquisition versus development

Providing sustainable recreation opportunities

- Sustainability initiatives
- America's Great Outdoors Initiative
- The role of different habitat types in enhancing the recreation experience
- The role of created wetlands in public outdoor recreation

Economics and funding

- Maintenance
- Acquisition
- Development
- Corporate funding and/or sponsorships

Technology

- Meeting users' technological needs
- Attracting more users while retaining a natural experience

Assessing Public Priorities and Needs for Outdoor Recreation Facilities and Opportunities

In previous years, the state has not had a model in place for measuring the effectiveness of its investments in outdoor recreation sites and facilities. Traditional supply-demand and other models have been inadequate in the outdoor recreation context mainly because they often consider recreation indicators in isolation.

To this end, the 2008 SCORP proposed a Level of Service tool that uses several indicators of need to more accurately assess the complex task of providing recreation facilities and opportunities. This SCORP applied the RCO's Level of Service tool to assess recreation need. The tool provides one set of indicators for federal and state agencies and another for local agencies. It provides a set of standards for measuring strengths and weaknesses of outdoor recreation facilities and opportunities, suggesting where additional resources may be needed. Using the results of the surveys of recreation providers, the researchers assigned an aggregate regional score following the guidelines of the Level of Service tool.

Developing a Wetlands Priority Component

The wetlands priority component of the SCORP is designed to augment the recreational experience in Washington. The purpose of this component is to determine the best use of wetlands areas. The wetlands priority component is developed to meet the requirements of the National Park Service, which has mandated a wetlands component for every state SCORP in response to the 1986 Emergency Wetlands Resources Act (EWRA, Public Law 99-645, S. 303).

Under this mandate, each state is required to develop a wetlands priority component as part of its SCORP, which achieves the following:

- Being consistent with the National Wetlands Priority Conservation Plan developed by the United States Fish and Wildlife Service.
- Working in consultation with the state's game and fish management agency.
- Developing a list of the types of wetlands that are priorities for acquisition.

Meeting the requirements of the National Park Service, this SCORP provides an overview of the types and classes of wetlands in Washington and explores wetlands management in the state. The SCORP provides recommendations to address the key issues identified by the SCORP Advisory Group and recreation surveys. Specifically, this SCORP explores wetland types in Washington that are a priority from a recreation perspective and related funding priorities.

The researchers used a broad definition of wetlands, matching the common perceptions that a wetland includes an area of saturated soils with distinctive water-tolerant vegetation but also includes lands that provide access to water such as ponds, creeks, rivers, shorelines, and the ocean. To arrive at recommendations regarding wetlands, the researchers considered SCORP Advisory Group input, planning discussions with RCO staff, the public opinion and provider surveys, the opinions of residents providing input at the SCORP Town Hall website, and direct consultations with the State Departments of Ecology and Fish and Wildlife.

Designing a Comprehensive Implementation Plan for Allocating LWCF Grant Funding

The comprehensive implementation plan outlined in this SCORP provides recommendations to help improve outdoor recreation in the state, enhance future outdoor recreation planning efforts, and determine LWCF grant funding allocations for future projects and initiatives. Within the context of outdoor recreation services, strategic planning is the deliberate and orderly step-by-step process of defining availability of and current demand for recreation, understanding different groups of constituents (markets) through research, and then determining the best methods to meet future needs and expectations.

This SCORP considers the needs of four distinct audiences: (1) the National Park Service as the manager of LWCF grant funds, (2) the RCO and the Recreation and Conservation Funding Board as the distributors of LWCF grant funds, (3) recreation providers as the recipients of LWCF grant funds, and (4) the public as the beneficiary of projects supported through LWCF grant funds. To this end, the recommendations provided in the SCORP are designed to foster partnerships among these groups and to encourage a balanced approach at meeting the needs and priorities of those served by LWCF grant funds.

The results of the research and the public engagement process provide important touchstones for the development of a comprehensive strategic plan to guide outdoor recreation facilities and opportunities in Washington. Taking into account all the research conducted for the SCORP, combined with additional research on other state programs and initiatives, the researchers developed a draft SCORP document that set forth a comprehensive implementation plan that outlined strategic goals and action items.

IMPORTANCE OF OUTDOOR RECREATION

Outdoor recreation is an integral part of life in Washington's communities. It is not a sidebar to the human experience, but rather a central element impacting residents' quality of life. In a 2006 study of Washington State Parks visitors, the top reasons for visiting State Parks related to the naturalistic experience rather than utilitarian reasons. Specifically, the top reasons for visiting State Parks were to enjoy nature and the outdoors; to get away, reduce stress, or relax; to spend time with family and friends; and to be active and healthy (Responsive Management, 2006). As suggested by these results, outdoor recreation provides numerous social, health, economic, and environmental benefits. This section explores the many ways in which outdoor recreation is a top-of-mind resource that positively affects the quality of life in Washington.

Social Value of Outdoor Recreation

In a 2006 study of Washington residents, 84% indicated that spending time with family and friends was a very important reason that they participated in outdoor recreation in Washington (Responsive Management, 2006). Further, research suggests that the social elements of outdoor recreation are particularly important among youth and young adults. In a study conducted by The Outdoor Foundation (2011), first-time participants were asked why they decided to participate in an outdoor recreation activity. More than half of all respondents between the ages of 6 and 24 (53.9%) indicated that they participated because their friends and/or family participate in outdoor recreation—the top motivating factor among this age group. More than a third of recreationists 25 and older (34.9%) gave this reason for first-time participation.

Outdoor recreation helps promote a sense of community and create a shared sense of place. It brings together like-minded people with a similar connection to the outdoors, and it is common for those participating in specific activities to work cooperatively in developing new opportunities and maintaining existing infrastructure. In this way, outdoor recreation provides a catalyst for uniting user groups and their larger communities. Furthermore, outdoor recreation opportunities strengthen community by providing a venue for community events, such as festivals, social events, and concerts, all of which help encourage public investment in community.

Other social values attributed to outdoor recreation include reduction of crime in a community and encouragement of volunteerism. Studies in California show that 80% of mayors and Chambers of Commerce in the state believe that recreation areas and programs reduce crime and juvenile delinquency. The presence of well-maintained parks tends to deter crime in urban areas (California State Parks, 2005). In addition to curbing crime, outdoor recreation is cited as

fostering volunteerism in communities. A 2001 study suggests that adults who use outdoor recreation areas are more likely to volunteer than those who do not (Busser and Norwalk, 2001).

In short, recreation opportunities encourage and foster social relationships among friends, family, and communities as a whole. Furthermore, investing in outdoor recreation opportunities in our communities demonstrates a tangible commitment to future generations of Washingtonians.

Health Benefits of Outdoor Recreation

Research has shown that natural areas and physical activities have a significant positive impact on human health. Historically, recreation opportunities were developed for health reasons, such as addressing concerns about sedentary lifestyles, escaping issues related to industrial society, and providing leisure activities for the public. Recreation is provided for many of these same reasons today.

In an increasingly sedentary American society, opportunities to recreate in the outdoors have the potential to play an important role in health and wellness. Studies show that today's youth are spending about half as much time outside as their parents did. In place of the outdoors, they are spending more than 7 hours per day in front of a computer or television screen (Rideout, Foehr, and Roberts, 2010). In the past 30 years, childhood obesity rates have tripled, leading to a current epidemic among American youth. It is estimated that about one-third of American children are overweight or obese, leading to susceptibility to heart disease, asthma, cancer, and other health problems (Daniels et al., 2009).

It is not surprising that this trend is mirrored in adults, many of whom work at a desk for more than 8 hours a day and then spend their leisure hours in front of a computer or a television. The dangerous correlation to this sedentary trend is rising obesity rates among adults as well. More than 25% of adults, or approximately 78 million Americans, are considered obese, according to a Centers for Disease Control and Prevention study (Ogden, Carroll, Kit, and Flegal, 2012).

Among Washington's population, 27% are considered obese, according to a 2011 study by the Trust for America's Health and the Robert Wood Johnson Foundation. This rate is projected to more than double to 56% by the year 2030 and is tied to health care costs in Washington that are expected to climb 22% by 2030.

Exercise counteracts many of these health risks, contributing to reduced obesity rates and, by extension, diminishing the risk of obesity-related chronic diseases, such as heart disease, hypertension, arthritis, diabetes, cancer, and osteoporosis. Even an activity as simple as walking outdoors—the top outdoor recreation activity among Washington residents—is a pleasurable, inexpensive, and simple antidote that all ages can enjoy.

In addition to the physical health benefits, there are mental health benefits to engaging in outdoor recreation. In particular, exposure to natural areas and outdoor recreation has been shown to help minimize stress and to alleviate stress-related diseases and disabilities, including depression. A study conducted by Grahn and Stigsdotter (2003) suggests that there exists a positive correlation between the number of times a subject visits urban green areas and a decrease in self-reported stress-related illness. Similarly, research has shown that spending time outdoors helps reduce the symptoms of Attention Deficit Hyperactivity Disorder in children (Kuo and Taylor, 2004).

According to the United States Forest Service, “outdoor recreation is the natural solution—a disease prevention solution—and a part of the nation’s existing wellness infrastructure” (2010). In truth, outdoor recreation does have special benefits. A systematic review of most exercise trials held inside and outside showed that participating outdoors resulted in an improvement in mental well-being, feelings of revitalization, increased energy, and release of tension, as well as decreases in anger, tension, confusion, and depression (The Peninsula College of Medicine and Dentistry, 2011). In addition, studies show that even as few as 5 minutes outside has distinct mental health benefits, including reduction of stress and depression, as well as improvement in self-esteem, creativity, and life satisfaction. These feelings were heightened for those who exercised in a wilderness area or near water (Barton and Pretty, 2010).

Nature and outdoor recreation has such a profound impact on human health that in 2005 Richard Louv coined the term *nature deficit disorder* to explain the negative health consequences of *not* being exposed to the outdoors. Louv explains that nature deficit disorder results in “diminished use of the senses, attention difficulties, and higher rates of physical and emotional illnesses” (Louv, 2005).

In recognizing the role that recreation can play in healthy communities, First Lady Michelle Obama initiated the *Let’s Move Initiative*, which is focused on improving nutrition, physical activity and the health of our families and communities. This initiative encourages participation in active recreation. With a focus on kids and families, the initiative offers the Presidential Active Lifestyle Award to those who make the commitment document their activities for six weeks (Schulman, 2010).

Similarly, the Centers for Disease Control and Prevention sponsors the ACHIEVE Healthy Communities Initiative. ACHIEVE is an acronym for **A**ction **C**ommunities for **H**ealth, **I**nnovation, and **E**n**V**ironmental **c**hange**E**. ACHIEVE’s main focus is to support local communities in the promotion of “policies, systems, and environmental change strategies—focusing on issues such as physical fitness and obesity, nutrition, and tobacco cessation—to advance the nation’s efforts to prevent chronic diseases and related risk factors” (National Recreation and Park Association, 2013).

Currently eight Washington localities benefit from their designation as ACHIEVE communities. Local ACHIEVE teams partner with six select national organizations, which provide funding and mentorship to bring about objective goals focused on decreasing chronic disease, increasing physical activity, and improving access to healthy food. Among those eight communities are two paired with the National Recreation and Park Association, with specific focus on creating, developing, and promoting outdoor recreation opportunities through safe routes for biking and walking.

Exposure to natural areas, green spaces, and outdoor recreation helps counteract negative health problems by engaging people in physical activity and by offering an escape from the stressors of our daily lives. As such, outdoor recreation provides a cost-effective method of proactively addressing our communities’ most urgent health issues, impacting not only individual health but the health of our communities as a whole.

Economic Contribution of Outdoor Recreation to Washington in General

As one would expect, the economic benefit of outdoor recreation to individual states is dependent upon land area, population size, the availability of popular recreational opportunities or unique geographic features suited to specific activities, and other qualities that vary from state to state. With its considerable size, highly active population of residents, and diverse

offering of facilities and opportunities, Washington benefits considerably from outdoor recreation.

The 2012 *Outdoor Recreation Economy* report provides economic impact data at the state level. The results for Washington reveal that in 2011 (the year of data collection) outdoor recreation contributed more than \$22.5 billion in consumer spending to Washington's economy, as well as \$1.6 billion in state and local tax revenue. Further, outdoor recreation directly supported 227,000 jobs across the state, along with \$7.1 billion in wages and salaries.

It is worth noting that the Western Governors' Association, in 2011, created the Get Out West! Initiative with the purpose of identifying the economic contributions of outdoor recreation and tourism to the health of local economies and communities. In addition to promoting outdoor recreation and tourism across the West, the initiative was designed to highlight successful strategies for managing the recreational assets that serve as the foundation of the outdoor recreation and tourism sectors.

This overall economic impact of outdoor recreation opportunities raises the question of whether it is good business for Washington to invest in an economic sector that accounts for 3.5% of its gross state product. The evidence suggests that it is. In addition to looking at recreation overall, specific activities also contribute significantly to the overall economy, as discussed below.

Economic Contribution of Boating

While Washington is a highly popular destination for boaters and participants in boating-related recreation, there are few resources available pointing to the specific economic benefits of boating recreation to the state. Nonetheless, a 2011 study was commissioned by the Northwest Marine Trade Association and Northwest Yacht Brokers Association to determine the economic impacts of recreational boating in Washington. The study, conducted by Hebert Research, Inc., produced several important findings with implications on boating participation in general.

The Hebert Research study determined that boating in Washington produces almost \$4 billion in annual economic activity for the state (this estimate takes into account manufacturing, boat ownership and operating costs, and revenue from boating-related businesses and industries). The study also found that Washington's recreational boating industry employs around 28,000 people in various marine-related jobs.

Economic Contribution of Hiking, Trail Use, and Park Visitation

Research compiled in 2007 by Jeannie Frantz of the Washington Trails Association and the University of Washington Political Science Department suggests some key economic contributions associated with hiking activities. Using findings produced through the Outdoor Recreation Association studies discussed previously as well as National Park Service and United States Forest Service visitation data, Frantz (2007) estimates that Washington trail users spend an average of \$39.05 per hiking trip and about \$409 annually in travel expenditures and equipment costs. Additionally, National Forest day hikers and bikers spend between \$20 and \$37 per visit, while overnight visitors to National Forests spend between \$87 and \$246.

Updated data regarding visitor spending and the economic impacts of Washington's National Parks are available through the National Park Service's Money Generation Model. This model, developed by Ken Hornback, Daniel Stynes, and Dennis Propst of Michigan State University, incorporates data from National Park Service annual visitation estimates, including the

proportion of day and overnight visitors, park visitor spending profiles, regional economic multipliers, and park payrolls. The most recent year for which model data are available is 2010.

The model measures the economic impact of a representative sample of ten National Park sites in Washington. The National Park Service model considered visitation data for Fort Vancouver National Historical Site, Klondike Gold Rush National Historical Park (Seattle), Lake Chelan National Recreation Area, Lake Roosevelt National Recreation Area, Mount Rainier National Park, North Cascades National Park, Olympic National Park, Ross Lake National Recreation Area, San Juan Island National Historical Park, and Whitman Mission National Historical Site. In this analysis, the researchers determined that there were 7,281,785 visits resulting in total expenditures of \$264 million. Direct effects of these expenditures include 3,066 jobs supported, \$76 million in labor income, and \$121 million in added value (i.e., the total income to the region including wages and salaries to employees, profits and rents to businesses, and sales and business taxes).

Finally, the Trust for Public Land's Center for City Park Excellence has made available research focusing on the health and economic benefits associated with city parks. In a 2011 report calculating the economic impact of Seattle city parks, the Center assessed the city's parks based on seven key attributes including property value, tourism, direct use, health, community cohesion, clean water, and clean air. In reporting the analysis, the Center states that two of the seven factors, property value and tourism, provide Seattle with direct income; two more factors, direct use and health, provide the city with direct savings; finally, community cohesion, clean water, and clean air are factors providing savings to the city government.

Using this model, the study estimates that Seattle's city parks produced \$19 million in revenue for the city (including \$15 million in increased property value and \$4 million in tourism) and \$12 million in cost savings for the city (\$2 million in stormwater management value, \$500,000 in air pollution mitigation, and \$10 million in community cohesion value). Wealth-increasing factors and costs savings were also substantial for Seattle residents: the city's parks produce \$111 million for residents (including \$81 million in additional property value due to park proximity and \$30 million in profits from park-related tourism) and save them an additional \$512 million (including \$448 million in direct use value and \$64 million in health value) (Trust for Public Land, 2011).

Value of Outdoor Recreation

Clearly, providing outdoor recreation opportunities is economically beneficial to Washington and its residents. However, the economic benefits are only some of the major contributions that outdoor recreation provides to the quality of life in Washington. As the Trust for Public Land has outlined in its studies of city parks throughout the United States, outdoor recreation facilities and opportunities provide other benefits that are not easily quantifiable. For example, outdoor recreation contributes to public health and well-being, community cohesion, and pollution reduction (Trust for Public Land, 2011). While the Trust for Public Land has tried to put an economic value on these benefits, it is arguable that the personal lifestyle and social benefits of outdoor recreation opportunities far outweigh the economic dividends.

Environmental Sustainability and Stewardship

By their very nature, parks, recreation areas, and open spaces provide direct health and safety benefits, protection of critical areas and natural resources, and conservation of wildlife diversity and habitat. Thus, one of the most important benefits of outdoor recreation is its promotion of environmental sustainability and stewardship. Environmental sustainability and stewardship

focus on providing or participating in recreation while also minimizing impacts to or protecting natural, cultural, and historic resources.

Sustainability and stewardship are more than just environmental buzzwords; they are the key to connecting people with nature. As the United States Forest Service proposes, “[R]ecreation is the portal for understanding and caring for natural resources and public lands. It provides opportunities and motivation to advance from fun and attraction, through awareness, education and understanding, to a role of citizen stewardship—one of ‘giving back’ and supporting sustained management of natural resources” (2010).

When the National Park Service (2012a) developed its *Green Parks Plan* in April 2012, the agency provided a roadmap for the long-term strategic practice of sustainable management of outdoor recreation. The key to environmental sustainability and stewardship is partnerships among federal, state, local, tribal, and private outdoor recreation providers, key stakeholders, communities, and recreationists. Even more important, sustainability and stewardship require residents and leaders at all levels to cooperatively invest in Washington’s natural, cultural, and scenic resources.

Outdoor recreation promotes environmental stewardship and volunteerism, which leads to cooperation. The research suggests that outdoor recreationists are more connected to natural resources and tend to have more care and concern for their environment. As the green infrastructures of our communities, outdoor recreation facilities and opportunities play an important role in the conservation of natural, open spaces, and land. Because they hold the shared goal of environmental sustainability, outdoor recreation providers, not-for-profit organizations, and other stakeholders throughout the state have an incentive to cooperate in realizing that goal. The focus on environmental sustainability and stewardship has resulted in several initiatives that are helping to ensure outdoor recreation issues are a top-of-mind priority in Washington.

Through major programs and initiatives aimed at youth and adults, Washington is attempting to eliminate *nature deficit disorder*. This effort is having an impact:

- Brownfields revitalization is an effort by the state in which underused properties, where there may be environmental contamination, are being turned into community assets, often through habitat restoration or park creation. According to the Washington Department of Ecology (2011), more than 6,400 cleanups have been completed. Cleanups have resulted in the creation of open space and waterfront access, including Seattle’s Olympic Sculpture Park and Tacoma’s Thea Foss Waterway.
- Washington Trails Association volunteers maintained and improved a record 170 trails this year. The Washington Trails Association connected nearly 2,700 volunteers with needed trail projects across the state in 2012, contributing close to 100,000 hours of work. These volunteers contributed \$2 million worth of service to Washington’s public lands in 2012 (Washington Trails Association, 2012).

These are just several examples of how the public is working together with agencies and nonprofits to improve outdoor recreation and environmental stewardship in Washington. As the population swells and the demographic characteristics of our state change, however, it becomes even more important to involve our residents in maintaining an abundance of diverse outdoor recreation opportunities. Why? These recreation opportunities are the major recruiting force for community caring and involvement.

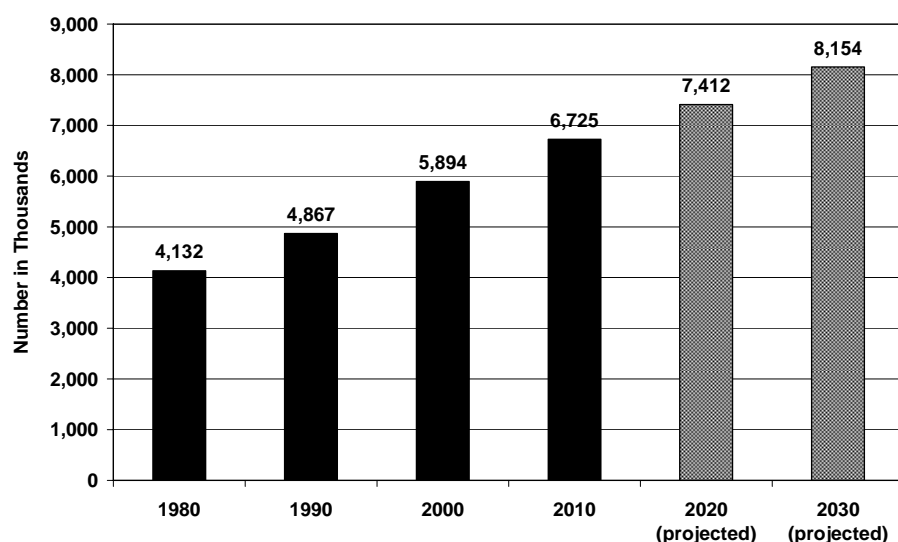
DEMOGRAPHIC INFORMATION ABOUT WASHINGTON

Washington offers an abundance of outdoor recreation opportunities that cater to a diverse resident population. Many factors impact recreation, including population growth, urbanization, and changing demographics, among others. This section of the SCORP explores the environmental, social, and cultural factors of the state's population that influence outdoor recreation demand.

Population Growth

The population in Washington has increased dramatically during the past three decades. With a gain of 2,592,384 residents between 1980 and 2010, the state has experienced a 63% increase in its population, almost double the population increase in the United States as a whole (36%) (United States Census, 2010). Further, as shown in Figure 1.2, Washington's population is expected to increase from 6,725,000 in 2010 to 8,154,000 in 2030, an increase of 21.2%.

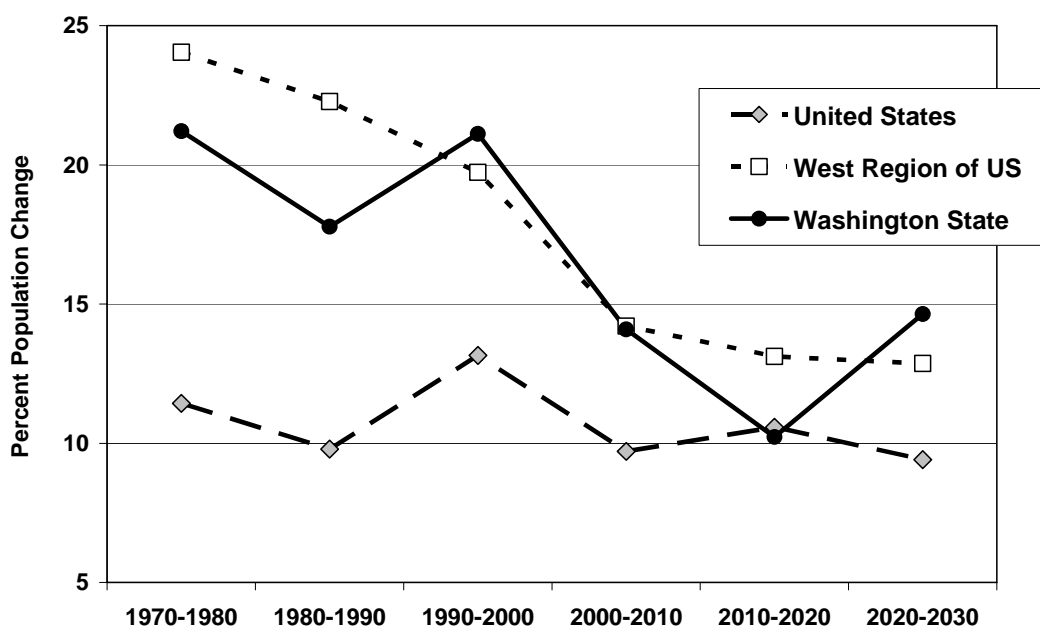
Figure 1.2: Population in Washington from 1980 to 2030.



Source: U.S. Census, 2000, 2005, 2010; Washington Office of Financial Management, 2012.

As shown in Figure 1.3, according to the Census Bureau, between 2020 and 2030, Washington's population is projected to continue increasing faster than in the United States as a whole.

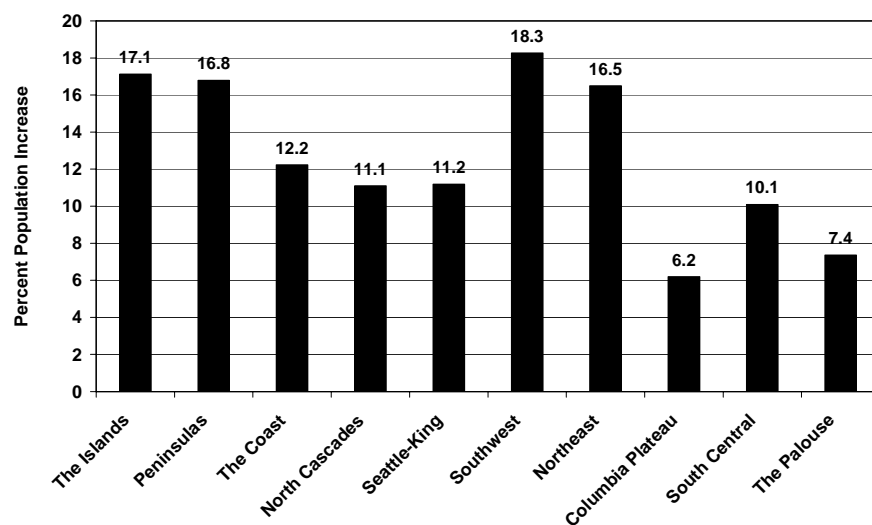
Figure 1.3: The Percent of Population Change for the United States, the West Region of the United States, and Washington From 1970-2030.



Source: U.S. Census, 2000, 2005, 2010.

There are also important regional differences to consider when examining population growth in Washington. Across the state, the Southwest region grew the fastest from 2000 to 2010, experiencing an 18.3% overall increase (Figure 1.4).

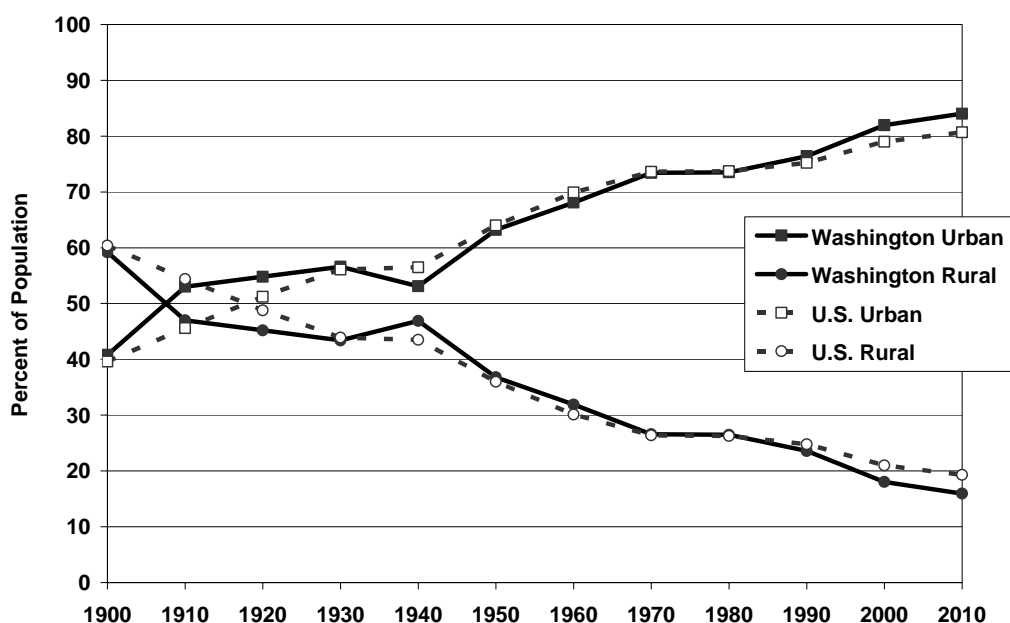
Figure 1.4: The Percent of Population Increase From 2000 to 2010 in Washington's SCORP Regions.



Source: U.S. Census, 2000, 2005, 2010; Washington Office of Financial Management, 2012.

In addition to population growth in Washington, the rate of urbanization has implications for recreation supply and demand in the state. Figure 1.5 shows the percent of the population living in urban and rural housing in the United States and in Washington, with a clear pattern of a reduced proportion of rural housing in both the United States overall and in the state. Since 1940, the percent of the population living in rural housing has declined at approximately the same rate in Washington as it has across the United States; however, the 2000 and 2010 censuses suggest that the population living in rural housing in Washington appears to be trending downward at a more rapid pace than in the United States overall.

Figure 1.5: The Percent of Washington Population and the United States Population in Urban Versus Rural Housing.



Source: U.S. Census, 2000, 2010.

The aforementioned population changes necessarily impact the future of recreation supply and demand in the State of Washington. With more pressure on resources in the state, as well as increased demand for recreational opportunities, there is a clear need for a long-term recreation plan that will guide federal, state, and local recreation providers' decisions.

In addition to considering changes in population, the SCORP must also consider the changing demographics in the state in an effort to better meet the needs of its residents. Two demographic changes in particular are an aging population and increasing ethnic diversity.

Age

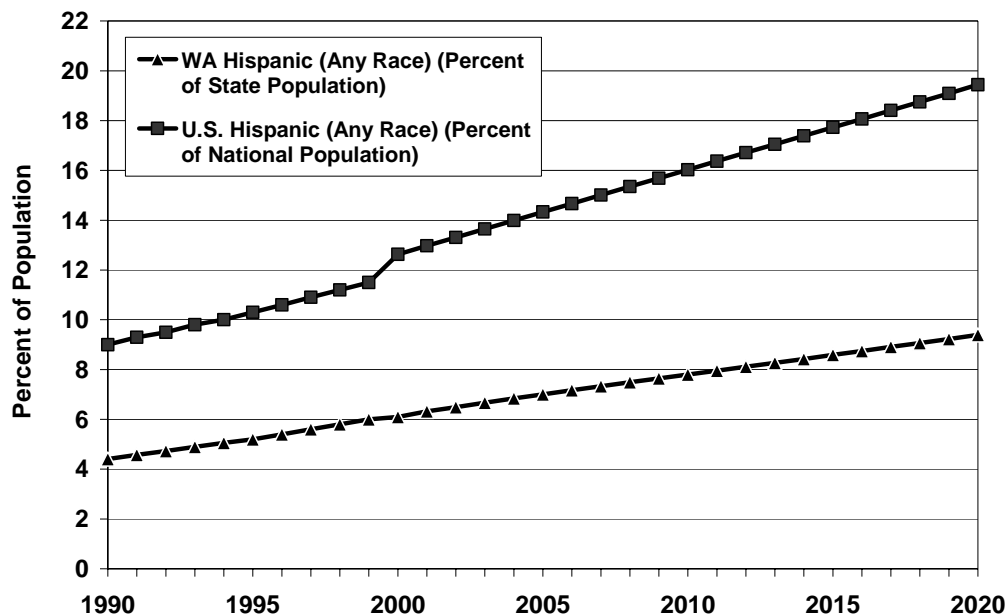
One well-documented trend is the aging of the United States society. The 2010 United States Census reports that more than a quarter of the population (26.4%) is between the ages of 45 and 64 years. In line with national trends, the median age of the population in Washington is trending upward, too. In 1990, the median age in Washington was 32.9 years, but the median age increased to 37.3 years in 2010, and the median age of Washington's population is slightly higher than the median age of the United States population. Factors contributing to the steady

increase in the median age nationwide include the aging baby boomer generation, stabilized birth rates, and longer life expectancy. Thus, an aging population should be a major element considered in the planning horizon of Washington's recreation managers.

Ethnicity

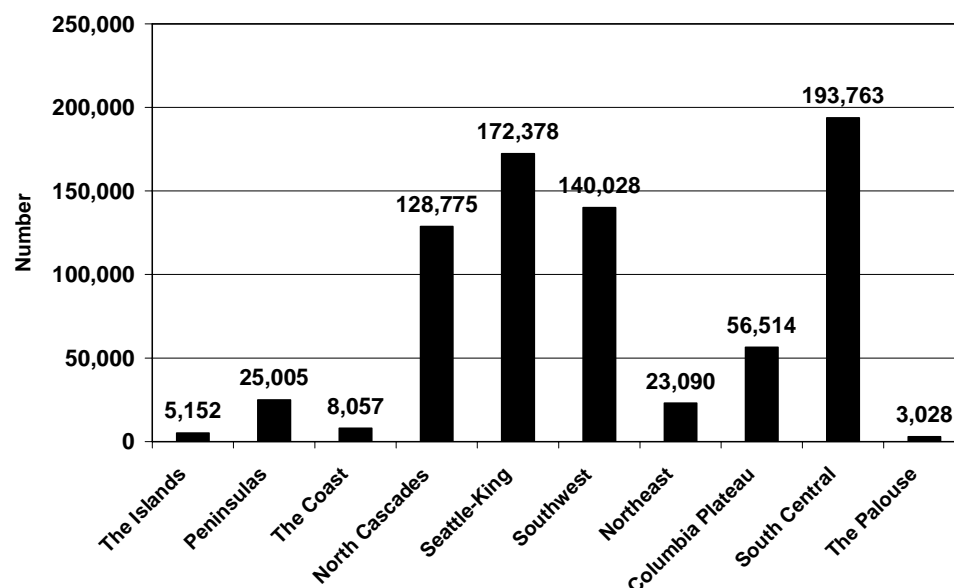
Although the majority of the population in Washington identify themselves as white (77.3%), minority populations are increasing. Hispanics/Latinos are projected to be one of the fastest growing populations in Washington over the next decade. Figure 1.6 shows projections for the Hispanic/Latino population in Washington and the United States. As shown, Washington has a lower percentage of Hispanics as a percentage of the state population (11.2%) than the United States overall (16.3%); however, there is a notable upward trend in the Hispanic/Latino population in Washington that mirrors the growing Hispanic/Latino population nationwide.

Figure 1.6: The Percent of Hispanics in the Washington Population and the United States Population.

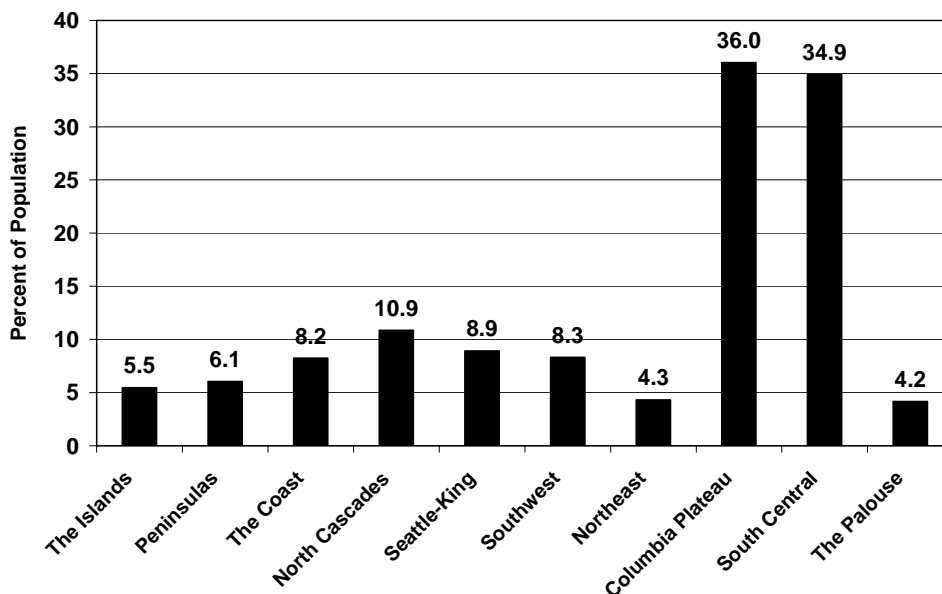


Source: U.S. Census, 2000.

The Hispanic/Latino population differs among the regions of the state. The Seattle-King, South Central, Southwest, and North Cascades regions of Washington have the largest Hispanic/Latino populations (Figure 1.7). As shown in Figure 1.8, however, the Columbia Plateau and South Central regions have the highest percentage of Hispanics/Latinos among each region's total population, both with more than a third of the population of Hispanic ethnicity (36.0% and 34.9% respectively). Conversely, the lowest percentage of Hispanics/Latinos among each region's total population is in the Northeast (4.3%) and the Palouse (4.2%).

Figure 1.7: Hispanic/Latino Population in Washington's SCORP Regions in 2010.

Source: U.S. Census, 2010.

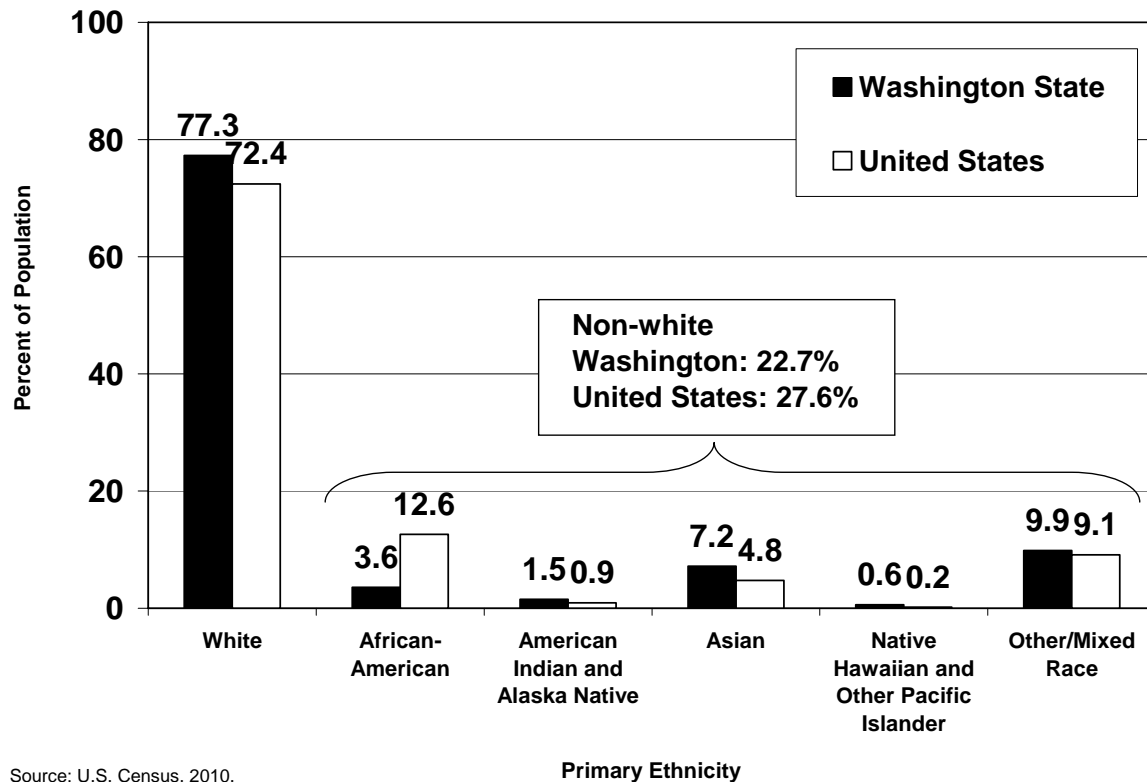
Figure 1.8: Percent of Population That Is Hispanic/Latino in Washington's SCORP Regions in 2010.

Source: U.S. Census, 2010.

Compared with the United States, Washington has a substantially lower percentage of the population who identify themselves as African-American: 3.6% of Washingtonians are African-American, while more than triple this percentage of the United States population identify themselves as African-American (12.6%). Conversely, Washington has a higher percentage of

people identifying themselves as Asian (7.2%) than does the United States (4.8%) (Figure 1.9). Still, the vast majority of the population in Washington identify themselves as white (77.3%)

Figure 1.9: Ethnicity of Washington's Population Compared to the United States' Population in 2010.

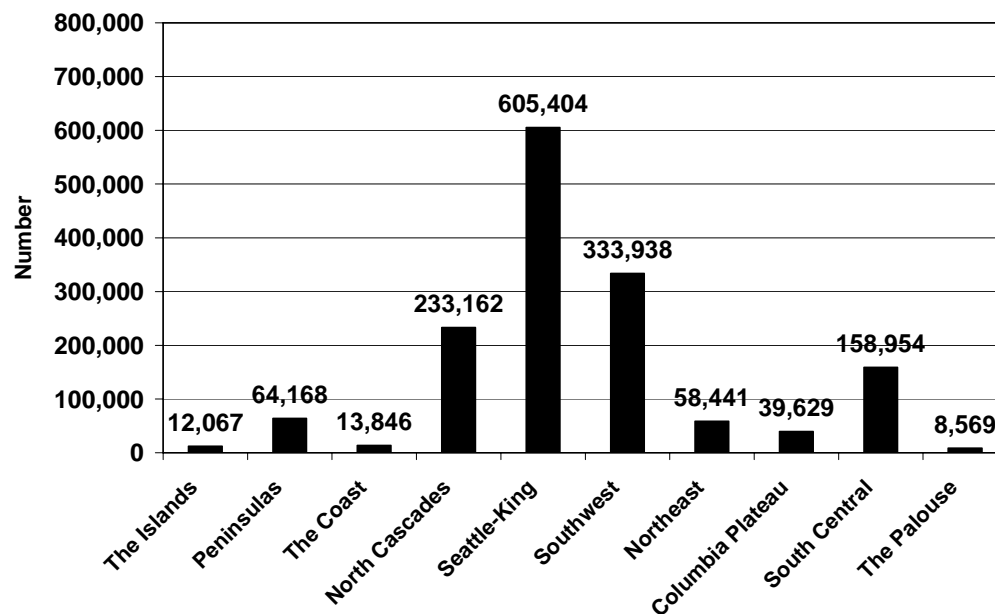


Source: U.S. Census, 2010.

Rounding on graph may cause apparent discrepancy in sum.

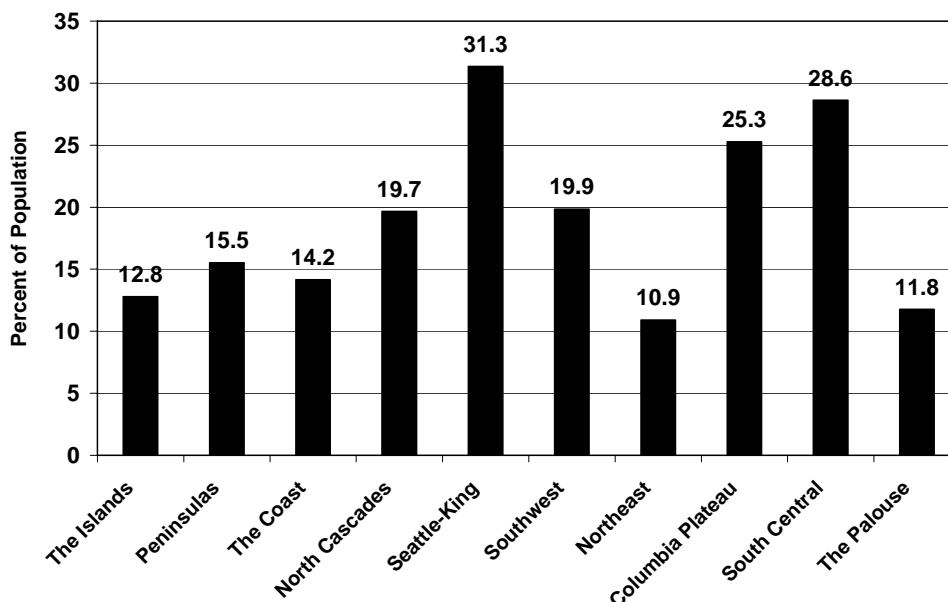
Approximately 22.7% of Washington's population is non-white or a mix of ethnicity. The Seattle-King region has the largest non-white population, by far. The North Cascades and Southwest regions also have large non-white populations, while the Palouse has the lowest non-white population (Figure 1.10). As shown in Figure 1.11, in the following SCORP regions, more than a quarter of the population is non-white and/or mixed race: Seattle-King (31.3%), South Central (28.6%), and Columbia Plateau (25.3%).

Figure 1.10: Number of People of Non-White and/or Mixed Ethnicity in Washington's SCORP Regions in 2010.



Source: U.S. Census, 2010.

Figure 1.11: Percent of the Population That Is of Non-White and/or Mixed Ethnicity in Washington's SCORP Regions in 2010.



Source: U.S. Census, 2010.

These trends suggest that ethnic diversity changes should be a major element considered in the planning horizon of Washington's recreation managers.

Summary of Demographic Trends

As shown above, one of the greatest challenges among recreation providers over the next decade will be meeting the demands of an ever-increasing population. The state has experienced a 63% increase in its population between 1980 and 2010, and its population is expected to increase an additional 21% by 2030. Currently, the largest population growth is occurring in the Southwest, Islands, Peninsulas, and Northeast regions. These regions experienced almost 20% population growth between 2000 and 2010.

In addition to this growth, changing ethnic demographic characteristics necessitate a better understanding of recreation supply and user demands. The key demographic changes that will challenge recreation providers in the next decade include increasing urbanization, the aging population in the state, and increasing minority populations.

THE ROLE OF SCORP IN AGENCY PLANNING

The SCORP is an important tool in the planning and management of more than 43.1 million acres of upland (non-aquatic) land statewide. The SCORP guides the management of more than 20.2 million acres of public land in the state and also provides a resource for private landowners who own approximately 23 million of acres of land—a diversity of lands that range from commercially owned water parks to privately owned timberland and backyards, all of which support highly popular forms of recreation, from swimming, to hunting, to picnicking, to mountaineering, to skiing, and so much more. Table 1.2 shows the distribution of land in Washington.

Table 1.2: Distribution of Land in Washington.

Owner/Manager of Land	Acres
Federal Habitat and Recreation Lands	9,200,000
Other Federal Lands	3,800,000
State Habitat and Recreation Lands	727,000
Other State Lands	3,100,000
Local Government Lands	659,000
Subtotal for Government Agencies	17,486,000
Tribal Lands	2,700,000
Private Lands	23,000,000
TOTAL	43,186,000

Source: Interagency Committee for Outdoor Recreation, 2005a.

Federal Government

The National Park Service, the Forest Service, the Bureau of Land Management, and, to a lesser extent, the Fish and Wildlife Service offer resource-oriented recreation opportunities on a broad scale. These resources include recreation that depends on sustainable management of natural, cultural, historic, and other resources. Some examples include forests, ocean beaches, historic sites and structures, and cultural resources. The large, open landscapes provide visual and aesthetic interest, watershed functions such as stormwater retention and water filtration, and carbon sequestration, among other non-recreational benefits. Recreational opportunities on the federal landscape take many forms, from mountaineering to motorcycle or horseback riding, from camping to sightseeing, and from rock climbing to walking. Forest and park roads are important for sightseeing, watching wildlife, and other dispersed recreation.

State Government

The State of Washington recognizes recreation as a priority of government. State government has two important roles in outdoor recreation. Its first important role is as the owner and manager of lands and facilities for recreation. The second important state role is funding and providing other support for federal, local, and private recreation providers.

As the manager of lands and facilities as well as a source of funding for the work of others, the state has developed the following recreation goals (RCO, 2008):

- To recognize outdoor recreation sites and facilities as vital elements of the public infrastructure, essential to the health and well-being of Washington residents, and important to visitors.
- To assist local and state agencies in providing recreation sites and facilities that benefit our residents' health and well-being.
- To provide adequate and continuing funding for operation and maintenance needs of state-owned fish and wildlife habitat, natural areas, parks, and other recreation lands to protect the state's investment in such lands.
- To work in partnership with federal agencies to ensure the availability of a variety of opportunities and settings for outdoor recreation.
- To encourage the private sector to contribute needed public recreation opportunities.
- To encourage all agencies to establish a variety of financial resources that can be used to significantly reduce the backlog of needed outdoor recreation, habitat, and open space projects.

Local Government

Local agency recreation opportunities tend to be service- and facility-driven (e.g., recreation programming, ball fields, courts, pools, trails, paths). Efforts important to the priorities of state government include providing close-to-home recreation opportunities, supporting public health through facilities that encourage physical activities, and providing facilities that encourage personal mobility. Local sidewalks, streets, and roads are important for walking, jogging, and bicycling. Local schools are important providers of playgrounds and ball fields, and many communities sponsor organized recreation activities.

Private Providers

Whether a family gathering in the backyard or golf at a members-only club, recreation in all its forms is critical to the mental and physical health and well-being of the state's residents. Commercial ventures offer recreation opportunities as a business. These recreation opportunities can range from highly-developed water parks to convenient recreational vehicle parking for visitors. Some private entities, especially large-tract commercial forest owners, often find that managing access is a challenge but, at the same time, see the provision of recreation as a way to protect their lands and provide income.

Use of SCORP in Grants Administration

The SCORP is the planning document that helps guide recreation providers in fulfilling recreation goals. As such, the SCORP is designed to help decision-makers better understand the most important recreation issues statewide and make funding decisions based on public priorities and expectations. Under the LWCF Program, the following types of projects are eligible for funding (RCO, 2012):

- Acquisition: the acquisition of real property.
- Development: the development or renovation of public outdoor recreation facilities.
- Combination: both acquisition and development in the same project.

Organizations must establish eligibility by producing a plan before they may apply for grants. Project proposals must be consistent with the outdoor recreation goals and objectives contained in the SCORP and recreation elements of local comprehensive plans. Grant applications are evaluated by the LWCF Advisory Committee against criteria called the “Priority Rating Analysis,” which was developed by the RCO and the National Park Service. The criteria are presented as questions and are used to score and rank project proposals.

For the LWCF Program, grant proposals are evaluated to determine how and to what extent each project addresses one or more LWCF priorities identified in the SCORP. The SCORP identifies three priorities for LWCF grant support (RCO, 2012):

- Projects supporting individual active participation. “Active” means those forms of recreation that rely predominantly on human muscles and include walking, sports of all kinds, bicycling, and other activities that help people achieve currently accepted recommendations for physical activity levels.
- Projects that provide continued improvement of existing sites and facilities previously funded with LWCF grants, considering the actual proposed improvement, especially the extent to which the proposal will enhance or expand these sites or facilities, not the previously funded project or project elements.
- The provision of active connections between communities and recreation sites and facilities. “Active connections” means shared-use trails and paths, greenways, and other facilities and features that encourage walking, jogging, running, and bicycling for more than recreation. The emphasis is on dedicated, grade-separated facilities.

Proposals are also evaluated based on need, design, urgency, viability, and alignment with federal grant program goals. This evaluation rubric is used to determine whether outdoor recreation providers will be awarded grant funding (RCO, 2011).

CHAPTER 2: ASSESSMENT OF SUPPLY OF OUTDOOR RECREATION FACILITIES AND OPPORTUNITIES IN WASHINGTON

Chapter Highlights

- Public lands make up a total of 17.5 million acres in Washington. Public lands are managed by federal, state, and local agencies, and tribal governments.
- Private lands make up 23.0 million acres or 53% of the total land supply in Washington. There are a large number of private recreation providers, such as not-for-profit organizations, land trusts, and more.
- According to the *1999 Public and Tribal Lands Inventory*, almost half of all public lands in the state are used for outdoor recreation, habitat, and environmental protection.
- When providers were asked to indicate the percent of their facilities that are fully functional, the average of the responses is 77% among local providers and 78% among federal/state/tribal/not-for-profit providers.
- Recreation providers were also asked to estimate the number of sites they manage that support sustainable recreation. For the purposes of the survey, sustainable recreation opportunities were defined as opportunities for a maximum recreation experience that also minimize impacts to or protect natural, cultural, and historic resources (environmental sustainability). Sustainable recreation is more common among federal/state/not-for-profit providers: 85.8% support sustainable recreation while 58.2% of local sites support sustainable recreation.
- The assessment of the supply of outdoor recreation facilities and opportunities in Washington suggests that the supply of recreation is not completely meeting public demand, and meeting that demand is further challenged by the pressure of population growth and urbanization in Washington.
- Several elements should be considered when planning for an adequate outdoor recreation supply: recreation potential, availability and access, conservation, land use, and economic feasibility.

Washington offers a diverse landscape, from the marine coastal climate and temperate rainforests of the western part of the state and the high mountains of the Cascades Range to the dry, arid climate of the eastern portion and the farmlands of the Palouse. Its unique variation in climates and landscapes offers an abundance of outdoor recreational activities with marked regional differences in recreation opportunities. Just as the land itself is diverse, so too is the ownership of that land. Many federal, state, and local agencies, and tribal governments own and manage land in Washington State. While the purview and mission of these individual agencies and organizations may differ, the combined objective among public land managers is to provide sustainable land use (that is, land use that minimizes environmental impacts), with recreation being a fundamentally valued use by all residents. In addition to the array of public land ownership, there are many private landowners who also provide recreation opportunities. This chapter assesses the supply of outdoor recreation facilities and opportunities in Washington and explores how well the supply is meeting public demand for these activities.

LAND SUPPLY IN WASHINGTON

Public lands comprise a total of 17.5 million acres. Approximately 13.0 million acres are federal (74% of all public land in Washington), 3.8 million are state (22%), and 659,000 are locally owned or managed (4%) (Interagency Committee for Outdoor Recreation, 2005a).

Federal lands are primarily managed by the United States Department of Agriculture Forest Service, the United States Army Corps of Engineers, and the United States Department of Interior, as well as government agencies that fall under the larger umbrella of the Department of Interior, including the National Park Service, the Fish and Wildlife Service, the Bureau of Land Management, and the Bureau of Reclamation. Together, these recreation providers work to supply recreational opportunities while also conserving natural, aquatic, and environmental resources. With a focus on open, natural spaces and resource management, federal land managers typically manage nature-based recreation opportunities, such as hiking, camping, wildlife viewing, hunting, fishing, boating, and similar activities. Interested recreationists can purchase passes from a suite of annual and lifetime passes through the *America the Beautiful—the National Parks and Federal Recreational Lands Pass* or “Interagency” pass program. Each pass covers entrance fees at National Parks and National Wildlife Refuges as well as standard amenity fees at National Forests and Grasslands, and at lands managed by the Bureau of Land Management and Bureau of Reclamation (U.S. Department of Interior, 2013).

State-owned lands in Washington are primarily owned and managed by the Washington State Parks and Recreation Commission, the Washington Department of Natural Resources, and the Washington Department of Fish and Wildlife. The Washington State Parks and Recreation Commission (2013) manages 120,000 acres of land and a state park system that includes 117 developed parks, as well as recreation programs, trails, boating safety programs, and winter recreation. The State Parks and Recreation Commission focuses on land acquisition designed to protect recreational, cultural, historical, and natural sites for the enjoyment and enrichment of state residents and future generations (WPRC, 2008). While also focused on land acquisitions to provide nature-based activities, the state parks system also promotes the exercise and lifestyle benefits of outdoor recreation by providing jogging and biking trails, conserves the state's past by conserving cultural and historical areas, and fosters awareness through its interpretive and educational parks programs.

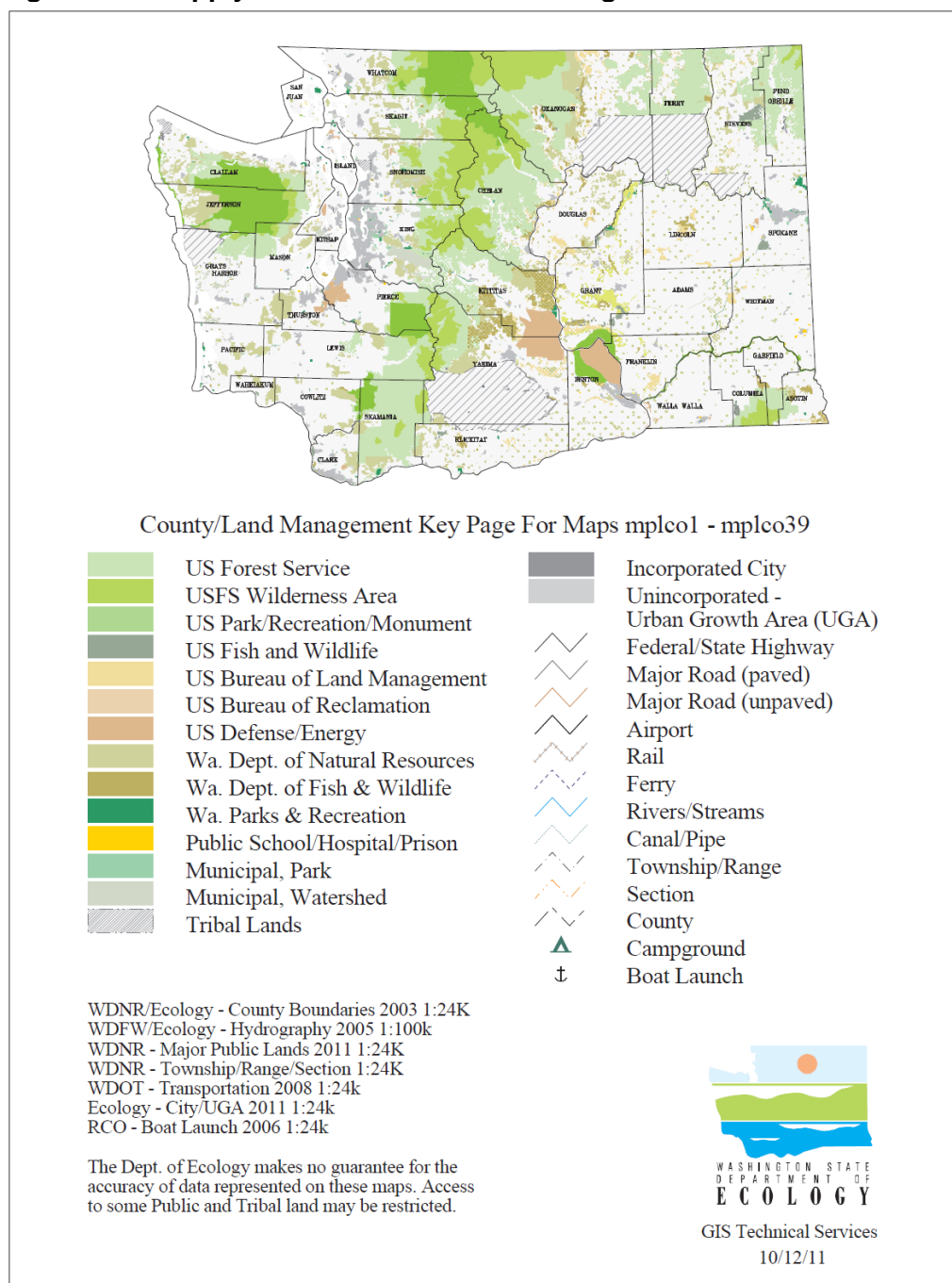
The Department of Natural Resources manages 5.6 million acres of state-owned lands, including forest, range, agricultural, aquatic, and commercial lands. Most recreation managed by the agency takes place in the 2.2 million acres of forests that are state trust lands. These trust lands provide income to support public schools, state institutions, and county services. The agency manages all lands to provide fish and wildlife habitat, clean and abundant water, and public access for recreation. The Department provides recreation opportunities throughout Washington for hiking, hunting, fishing, horseback riding, camping, off-road vehicle riding, mountain biking, and boating. These opportunities include the management of 1,100 miles of trails and 143 recreation sites in a wide variety of landscapes.

The Washington Department of Fish and Wildlife owns or manages nearly a million acres of land and public access sites apportioned among 32 designated Wildlife Areas across the state. The Department operates under a dual mission: To conserve and protect critical habitat and fish and wildlife species, while at the same time providing opportunities for residents to participate in hunting, fishing, and other wildlife-related recreation activities. To this end, the Department is responsible for fish and wildlife management and for the implementation and enforcement of fish and wildlife management regulations, including licensing for hunting and fishing, setting the hunting and fishing seasons, and determining catch or harvest limits. Often,

land is acquired by the Department of Fish and Wildlife for the provision of or access to hunting, fishing, and other wildlife-related recreation activities (Washington Department of Fish and Wildlife, 2013a).

In addition to lands managed by federal and state governments, local municipalities such as counties, cities, and towns manage outdoor recreation facilities and opportunities. Local governments provide outdoor recreation opportunities on a smaller scale, usually managing a much smaller land area. Yet local governments may manage many facilities or open spaces for recreation activities. Local outdoor recreation providers play an important role in providing recreation opportunities at community levels. Opportunities provided by local agencies typically include recreation facilities such as sports fields, playgrounds, skate parks, and public pools. Figure 2.1 shows a map of the supply of public lands in Washington (Washington Department of Ecology, 2011).

Private lands comprise 23.0 million acres or 53% of the total land supply in the State of Washington. While most of these lands are owned privately or by corporations for non-public purposes, there are also a large number of private recreation providers. In general, there are three types of private lands: (1) private land, not for recreation (e.g., residences, stores); (2) private land specifically for recreation, and (3) private land that has ancillary recreation use (e.g., a timber company allowing hunting). These include non-governmental recreation providers that are either not-for-profit or for-profit organizations. Some examples of private recreation providers include land trusts, clubs and conservation organizations, and religious organizations.

Figure 2.1: Supply of Public Lands in Washington.**SUPPLY OF OUTDOOR RECREATION FACILITIES AND OPPORTUNITIES**

An assessment of the supply of outdoor recreation facilities and opportunities should consider the quantity of outdoor recreation facilities and opportunities as well as the quality and condition of these facilities and opportunities. For the assessment of the supply of outdoor recreation facilities and opportunities in Washington, the researchers consulted Washington's *1999 Public and Tribal Lands Inventory* and two web-based surveys of recreation providers: (1) a survey of local recreation providers and (2) a survey of federal, state, tribal, and not-for-profit recreation

providers. The *1999 Public and Tribal Lands Inventory* was consulted instead of the 2005 update because of the level of detail provided in the 1999 report. An update to the *1999 Public and Tribal Lands Inventory* is available at <http://www.rco.wa.gov/documents/hrlcg/LandsFinal.pdf>.

The surveys of recreation providers were conducted for the SCORP to assess outdoor recreation supply in the state and provide a measure for assigning regional Level of Service scores for recreation facilities and opportunities. The results reported are based on information provided by these recreation providers; in some cases, providers have incomplete information.

The survey of local recreation providers consisted of the following:

- Park department directors and other administrative personnel (those with project management or park management responsibilities) in local counties, cities, and towns.
- Directors and project managers of districts, such as parks districts, port districts, public utility districts, or irrigation districts.

The survey of federal, state, tribal, and not-for-profit recreation providers consisted of the following:

- Federal and state agency personnel (those with project management, park management, or administrative responsibilities).
- Tribal representatives.
- Not-for-profit organization administrators (not-for-profits concerned with outdoor recreation and natural resources).

This assessment considers recreation functionality, environmental sustainability, and public access to outdoor recreation facilities and opportunities as a measure of the quantity and/or quality of supply.

Although an update was provided in 2005, a comprehensive public lands inventory has not been conducted in Washington since 1999. This lands inventory is useful for determining the quantity of lands available for different uses. For this inventory, Washington's public lands were categorized into four land-use designations (Interagency Committee for Outdoor Recreation, 2001):

- Outdoor recreation, habitat, and environmental protection (e.g., parks, trails, camping, wildlife areas, environmental restoration, mitigation sites).
- Resource production or extraction (e.g., agriculture lands, timber production, harvest lands, hatcheries and fish culture facilities, game farms).
- Transportation or utilities infrastructure (e.g., roads, airports, railroads, transit centers, sewage treatment plants, irrigation facilities, water supply facilities).
- Other government services or facilities (e.g., offices, city halls, courthouses, community centers, interpretive centers, stadiums, schools, hospitals).

The lands inventory showed that, at that time, almost half of all public lands in the state were used for outdoor recreation, habitat, and environmental protection. Table 2.1 shows public lands, and Table 2.2 shows tribal lands. At the time of the land inventory, 91% of land used for outdoor recreation, habitat, and environmental purposes was managed by the federal government (Figure 2.2).

Table 2.1: Summary of 1999 Public Land Inventory Data.

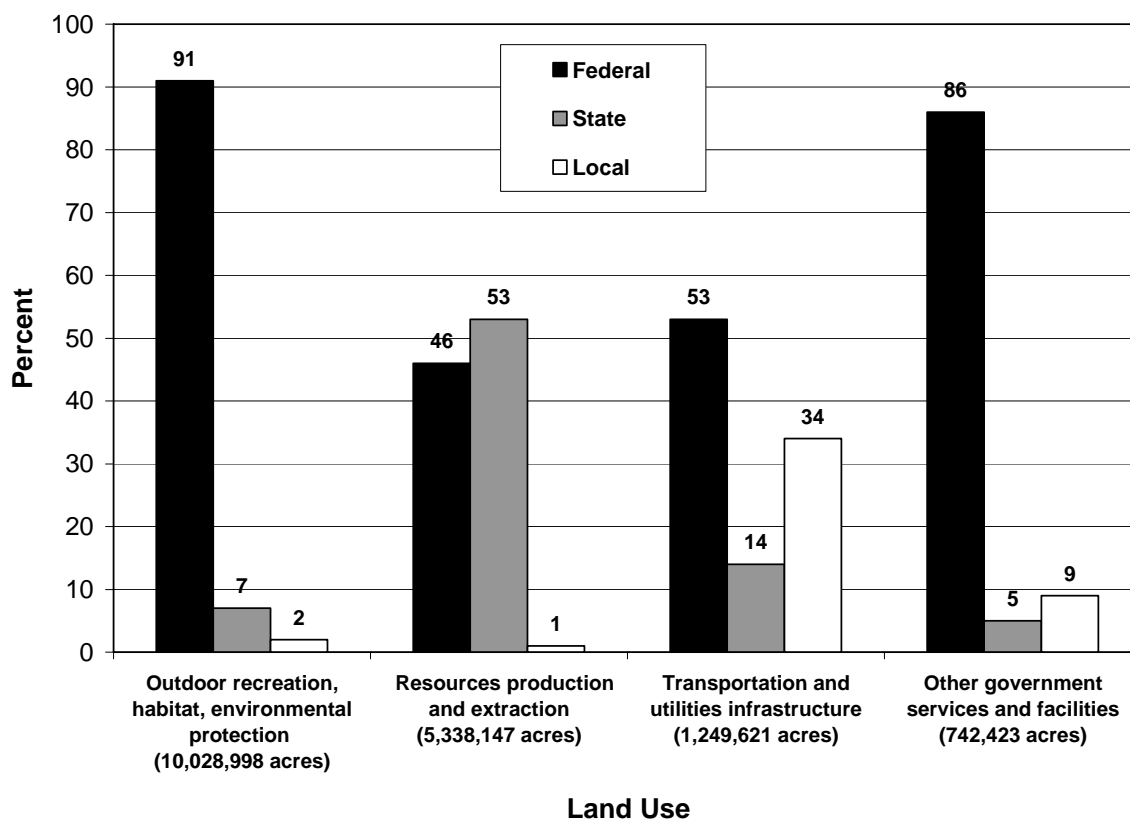
Landowner	Outdoor Rec., Habitat, Environmental Protection	Resource Production and Extraction	Transportation and Utilities Infrastructure	Other Government Services and Facilities	Unknown Non-Aquatic Uses	Total Non-Aquatic Acres	Reported Aquatic Acres	Total
FEDERAL ACRES (in thousands)								
US Forest Service	6,887	2,115	83	1	19	9,104	85	9,189
National Park Service	1,831	0	0	0	0	1,831	0	1,831
Bureau of Reclamation	0	0	469	0	0	469	11	480
US Army	0	0	0	404	0	404	0	404
Bureau of Land Management	74	318	0	0	0	393	3	396
US Department of Energy / Hanford	163	0	1	199	0	363	1	364
US Army Corps of Engineers	1	0	85	0	0	86	6	92
All Other Federal Agencies	187	2	10	37	0	235	2	237
FEDERAL TOTAL	9,143	2,436	647	640	19	12,885	108	12,994
STATE ACRES (in thousands)								
Washington Department of Natural Resources	82	2,830	18	4	41	2,975	2,407	5,382
Washington Department of Fish and Wildlife	456	5	0	0	0	461	1	462
Washington Department of Transportation	0	0	151	2	0	152	0	152
Washington State Parks	108	0	0	0	0	108	0	108
All Other State Agencies	2	2	0	29	0	33	12	45
STATE TOTAL	648	2,837	169	35	41	3,730	2,419	6,149
LOCAL ACRES (in thousands)								
Counties	47	46	91	14	16	213	4	217
Cities and Towns	167	15	120	12	3	317	3	320
Port Districts	4	3	18	17	0	42	4	46
All Other Local Governments	19	2	14	24	1	61	15	76
LOCAL TOTAL	237	66	243	67	19	632	27	659
TOTAL PUBLIC ACRES (in thousands)	10,029	5,338	1,059	742	79	17,247	2,554	19,802

Easement acres not included. Source: Interagency Committee for Outdoor Recreation, 2001.

Table 2.2. Summary of 1999 Tribal Land Inventory Data.

Landowner	Outdoor Rec., Habitat, Environmental Protection	Resource Production and Extraction	Transportation and Utilities Infrastructure	Other Government Services and Facilities	Unknown Non-Aquatic Uses	Total Non-Aquatic Acres	Reported Aquatic Acres	Total
TRIBAL ACRES (in thousands)								
Yakama Nation	0	0	0	0	1,153	1,153	0	1,153
Colville Confederated Tribes	0	0	0	0	1,119	1,119	0	1,119
Quinault Nation	21	160	0	0	0	181	0	181
Spokane Tribe	0	0	0	0	132	132	0	132
All Other Tribes	27	46	1	10	8	92	0	92
TRIBAL TOTAL*	47	206	2	10	2,412	2,677	0	2,677

Source: Interagency Committee for Outdoor Recreation, 2001. *Rounding may cause apparent discrepancy in sums.

Figure 2.2: Proportions of Public Land Uses Managed by Types of Government.

Source: Interagency Committee for Outdoor Recreation, 2001.

The top landowning agencies in Washington include three federal agencies (United States Forest Service, National Park Service, and the United States Bureau of Reclamation) and three state agencies (the Washington Department of Natural Resources, the Washington Department of Fish and Wildlife, and the Washington State Parks and Recreation Commission) (Interagency Committee for Outdoor Recreation, 2001). These recreation providers and land managers are

facing increasing challenges in the provision of recreation opportunities, due in large part to population growth, urbanization, and land conversion from a natural to a built environment, which limit the amount of natural land available for acquisition or that can otherwise be used for outdoor recreation.

Given the importance of forests and woodlands to recreation providers, it is important to consider land conversion, particularly as it pertains to forests in Washington. Many of the forests in the state are being converted into non-forestry uses (e.g., housing), and this has resulted in loss of timberland, wildlife habitat, and recreation opportunities. According to a report conducted by the Washington Department of Natural Resources (with the University of Washington), each year approximately 0.37% to 1.04% of forestland is converted to residential or commercial use. According to the research, this resulted in a decline in timberland (not including National Forest land) from approximately 8 million acres in 1978 to 7 million acres in 2001 (Partridge and MacGregor, 2007). Further, the report indicates that much of Washington's forestland is in areas that are experiencing urban growth, and 17% of forestland in Western Washington was converted for other use from 1988 through 2004. Several factors drive the conversion of forestland, including population growth, urbanization, and zoning, as well as the economic pressures felt by private landowners.

THE ABILITY OF RECREATION SUPPLY TO MEET PUBLIC DEMAND

Recreation providers were asked to estimate the percentage of outdoor recreation facilities and sites managed by their agency or organization that are fully functional. Among those who provided a response to the survey, the mean percent of facilities considered fully functional among local recreation providers is 76.6%; similarly, the mean percent of sites considered fully functional among federal/state/not-for-profit providers is 77.8%. For the most part, it appears that the majority of facilities and sites meet the design and safety guidelines assigned by their agency or organization. However, there are many facilities and sites in need of renovation, repair, or maintenance to meet their goals and guidelines.

Recreation providers were also asked to estimate the number of sites they manage that support sustainable recreation. When discussing sustainability, it is important to realize that there are two primary and inter-related factors of sustainable recreation: (1) the impact of recreation on the environment (environmental sustainability) and (2) the longevity of recreational assets (recreational sustainability). For the purposes of the survey, sustainable recreation opportunities were defined in a way that encompassed both types of sustainability: as opportunities for a maximum recreation experience that also minimize impacts to or protect natural, cultural, and historic resources. Among local providers, a mean of 58.2% of sites support sustainable recreation, while a mean of 85.8% of federal, state, and not-for-profit recreation providers support sustainable recreation. For the local survey, providers were asked to rate the importance of 45 activities and estimate the percent of demand being met. Table 2.3 shows the activities, ranked by importance, and the mean percentage of estimated demand being met by local providers statewide.

Table 2.3: Importance of Activity and Mean Percentage of Estimated Demand Met (Ranked by Importance).

	Rank in importance	Total number rating importance high or medium	Mean percent of demand met
Picnic areas	1	57	77.46
Equipped playgrounds/play areas	2	47	69.46
Surfaced trails	3	42	53.59
Unsurfaced trails	3	42	56.59
Boat access sites for non-motorized boats	5	41	58.95
Boat access sites that accommodate motorized craft	6	39	74.09
Baseball/softball	7	38	79.33
Sports fields with soccer goals	8	37	64.18
Sports fields	9	35	68.97
Sports fields for multipurpose use	9	35	69.25
Basketball	11	32	69.58
Cultural and/or historic sites	12	30	62.69
Freshwater beach access	13	29	65.20
Saltwater beach access	13	29	66.89
Designated sightseeing areas	15	28	70.00
Fishing piers	15	28	54.07
Roller skating/skateboard parks	17	27	69.21
Surfaced trails appropriate for bicycles	18	26	52.23
Outdoor tennis courts	18	26	72.14
Community gardens or pea patches	20	23	64.50
Dog parks	21	20	50.00
Unsurfaced trails appropriate for bicycles	21	20	51.15
Campgrounds	23	18	63.06
Nature interpretive centers	24	17	59.72
Pump-out stations	24	17	80.80
Outdoor swimming pools	26	14	75.46
Disc golf	27	12	75.94
Sports fields with lacrosse goals	28	11	64.10
Designated bridle trails	29	10	48.25
Equestrian facilities	30	9	70.00
Golf courses	30	9	86.20
Sports fields with football goals	32	7	76.00
Air activities (flying, parachuting, bungee jumping, etc.) sites	33	6	94.09
Outdoor tracks for running/jogging	34	5	81.25
Shooting ranges	35	3	91.67
Sports fields with rugby goals	35	3	47.25
Designated snow and ice trails	37	2	40.00
Designated hunting areas	37	2	65.00
Shooting ranges that accommodate rifle/handgun	37	2	100.00
Shooting ranges that accommodate skeet/trap/clay/target games	37	2	62.50
Outdoor ice skating rinks	41	1	65.00
Downhill skiing areas	41	1	90.00
Designated motorized areas without trails	41	1	50.00
Shooting ranges that accommodate archery	41	1	90.00
Designated motorized trails	45	0	46.67

The results of the outdoor recreation provider surveys cannot be generalized to all recreation providers in Washington because not all providers responded to the survey. However, the findings suggest that the supply of recreation is not completely meeting public demand. Additionally, the ability of providers to meet public demand is being further challenged by the pressure of population growth and urbanization. Recreation providers are being asked to meet increasing demand, despite working with limited supply.

ELEMENTS FOR DETERMINING FUTURE NEED

Several elements should be considered when planning for an adequate outdoor recreation supply. These elements necessarily impact pressure on outdoor recreation resources and should be considered in evaluating the need for acquiring and/or developing additional recreation opportunities.

Recreation Potential and Capacity

Surveys such as the one conducted for this SCORP are important for measuring recreation potential and capacity. Recreation potential focuses on demand for facilities and opportunities and recreation capacity focuses on whether the supplies of facilities and opportunities are meeting public demand. The findings from this survey help to determine facility capacity, defined by the Level of Service tool as the percent of demand met by existing facilities. As a measurement of actual use of facilities in comparison to capacity, this Level of Service measurement sets a benchmark for achieving facility capacity. However, recreation capacity considers more than just the actual number of recreationists a facility can accommodate; it also considers the quantity and diversity of outdoor recreation opportunities as a whole. To this end, understanding recreation potential is an essential element of recreation planning. Accurately tracking trends in participation rates and understanding the popularity of outdoor recreation activities will help recreation providers determine priorities for providing recreational facilities and opportunities. Participation rates should be explored on a number of levels, including participation regionally, participation by various demographic groups, and socioeconomic characteristics related to participation. These analyses will help determine recreation potential and highlight priorities for increasing recreation capacity.

Availability and Access

Every effort should be made to ensure the availability of and access to recreation sites for all Washington residents. This is a key component to the Level of Service tool used to evaluate outdoor recreation facilities and opportunities in Washington. Access criteria identified in the Level of Service focus on the quantity, proximity, and ease of outdoor recreation facilities and opportunities. Several criteria are used to measure access, including the number of facilities and opportunities, the number of facilities and opportunities that support active recreation, and even facility capacity, to a certain extent. Additionally, separate Distribution and Access Criteria focus on travel distance and transportation to recreation sites. Availability and access is a key factor in determining the feasibility of acquiring and/or developing new recreation facilities and opportunities. First and foremost, it is important to assess population and development pressures in the area. Additionally, planning should consider creative approaches to providing outdoor recreation opportunities, including access to the opportunities among underserved populations. By considering these factors and using Level of Service guidelines, recreation providers will help ensure that access is a primary goal for increasing outdoor recreation opportunities for all residents.

Sustainability

When discussing sustainability, it is important to realize that there are two primary and inter-related factors of sustainable recreation: (1) the impact of recreation on the environment (environmental sustainability) and (2) the longevity of recreational assets (recreational sustainability). The second factor is somewhat dependent on the first: The longevity of recreational assets cannot be ensured without the preservation of the resource itself. However, recreational sustainability also involves recreational planning and funding to ensure recreation opportunities into the future. In its sustainability policy, the Recreation and Conservation Funding Board develops a dual mission of sustainability, requiring LWCF grant recipients to “design and build projects *to maximize the useful life* of what they build and *do the least amount*

of damage to the environment” (RCO, 2010). The Recreation and Conservation Funding Board developed a sustainability policy “to promote and reward sustainable practices in grant programs” (RCFB Memo, 2011). To this end, recreation providers are evaluated based in part on the sustainability of their project design, practices, and elements (recreational sustainability) as well as the impacts of their project on natural, cultural, and historic resources (environmental sustainability). In the acquisition and development of outdoor recreation facilities and opportunities, it is important to consider both elements of sustainability. To this end, the Level of Service tool focuses on measuring sustainable access, which is defined as the percentage of access/recreation areas/facilities that provide sustainable recreation opportunities (e.g., help protect natural and cultural resources, use green infrastructure to strengthen natural processes, minimize encroachment and/or user-developed facilities, prohibit poaching). Recreation providers’ decisions regarding facilities and opportunities must be balanced with the conservation of resources, including open-space, fish and wildlife species, and their habitat.

Land Use

Land use is an important consideration in decisions regarding increased outdoor recreation facilities and opportunities. Some activities may have a negative impact on the landscape or resources of the land, or they may not be compatible with uses of adjacent land. Additionally, some land is designated wilderness, and site development is limited due to federal guidelines. This consideration is especially relevant when considering recreation and wetlands issues, as further discussed in Chapter 6.

Economic Feasibility

A primary consideration in the acquisition or development of recreation sites or facilities is the economic feasibility. Economic feasibility takes all the previous conditions into account, including recreation potential and capacity, availability and access, sustainability, and land use, as well as the cost of acquisition and the cost to develop the site.

SUMMARY OF THE ASSESSMENT OF SUPPLY

This chapter explored the quantity and quality of outdoor recreation facilities and opportunities in Washington. Additional research is needed to better understand Washington’s capacity to meet the demands brought by future changes in participation and demographics throughout the state. The *1999 Public and Tribal Lands Inventory* provided a helpful measure of public lands.

To assess supply, this chapter examined the findings of the recreation provider surveys. It is important to note that this chapter represents only a portion of stakeholders. The provider surveys were conducted primarily to provide quantitative measurements for the Level of Service tool. Still, the provider surveys were useful in better understanding some of the quality issues related to outdoor recreation supply. The findings show that functionality, sustainability, and public access are key assessment measures with which outdoor recreation providers will likely continue to struggle.

CHAPTER 3: ASSESSMENT OF DEMAND

Chapter Highlights

- Low-cost activities, less strenuous activities, or activities that can be done close to home (activities with any of these characteristics) have high participation rates among Washington residents. These include activities such as walking, recreational activities (jogging and fitness activities), nature activities, and picnicking/BBQing/cooking out.
- More specialized activities, those with high equipment demands, or those that require extensive travel have lower participation rates. Examples include horseback riding and air activities (flying, parachuting, bungee jumping, etc.).
- The highest participation rates overall are for picnicking, BBQing, or cooking out, walking without a pet, observing or photographing wildlife, sightseeing, gardening, hiking, and walking with a pet.
- Activities with the highest average number of days of participation specifically *among those who participate in the activity* are walking without a pet, aerobics/fitness activities, and weight conditioning. Participants like to do these activities several times a week.
- The activity with the highest average number of days of participation by far *among all Washington residents* is walking (with or without a pet). Walking is distantly followed by wildlife viewing or photographing, aerobics or fitness activities, jogging or running, and weight conditioning.
- The most intensive users of public facilities and lands are participants in hiking, beachcombing, picnicking/BBQing/cooking out, wildlife viewing, and swimming in pools or natural waters.
- A large majority of Washington residents had visited a park in the past year, the most popular being a county or city/municipal park and a State Park.
- Four demographic characteristics appear to markedly affect the participation rates in some of the activities: gender, age, ethnicity, and the residential character of the neighborhood (i.e., rural vs. urban).
- A quarter of Washington residents said that there are outdoor activities that they currently do not do but that they would like to do. Leading the list are air activities (flying, parachuting, bungee jumping, etc.), hiking, skiing, hunting, fishing, canoeing/kayaking, camping, and other boating.
- A third of residents have activities in which they participate at a level lower than they would like to participate. Leading the list are hiking, camping, fishing, walking, bicycling, off-road driving, and hunting.
- Some activities have had a marked increase in ranking since the previous SCORP, including fishing for shellfish, visiting a nature interpretive center, climbing or mountaineering, firearms use (hunting or shooting), inner tubing or floating, and camping in a primitive location. It is also worth noting that picnicking, BBQing, and cooking out went from the ninth-ranked activity in 2002 to the top-ranked activity in 2012.
- There has been a dramatic increase in participation in many nature-based activities and notable declines in participation in team-based activities.
- Five demographic groups emerge as having consistently lower participation rates than the rest. First, disabled individuals show markedly lower participation rates more often than any of the other demographic groups. However, given that the resident survey focused on outdoor recreational activities, it is not entirely surprising to find this group at or near the bottom of the participation ranking for many of the 16 major activity categories.

The assessment of demand for outdoor recreation facilities and opportunities has four primary components: participation in recreation among residents; latent demand and interest in participating; trends in participation and demand; and future demand, including future demand for new forms of recreation.

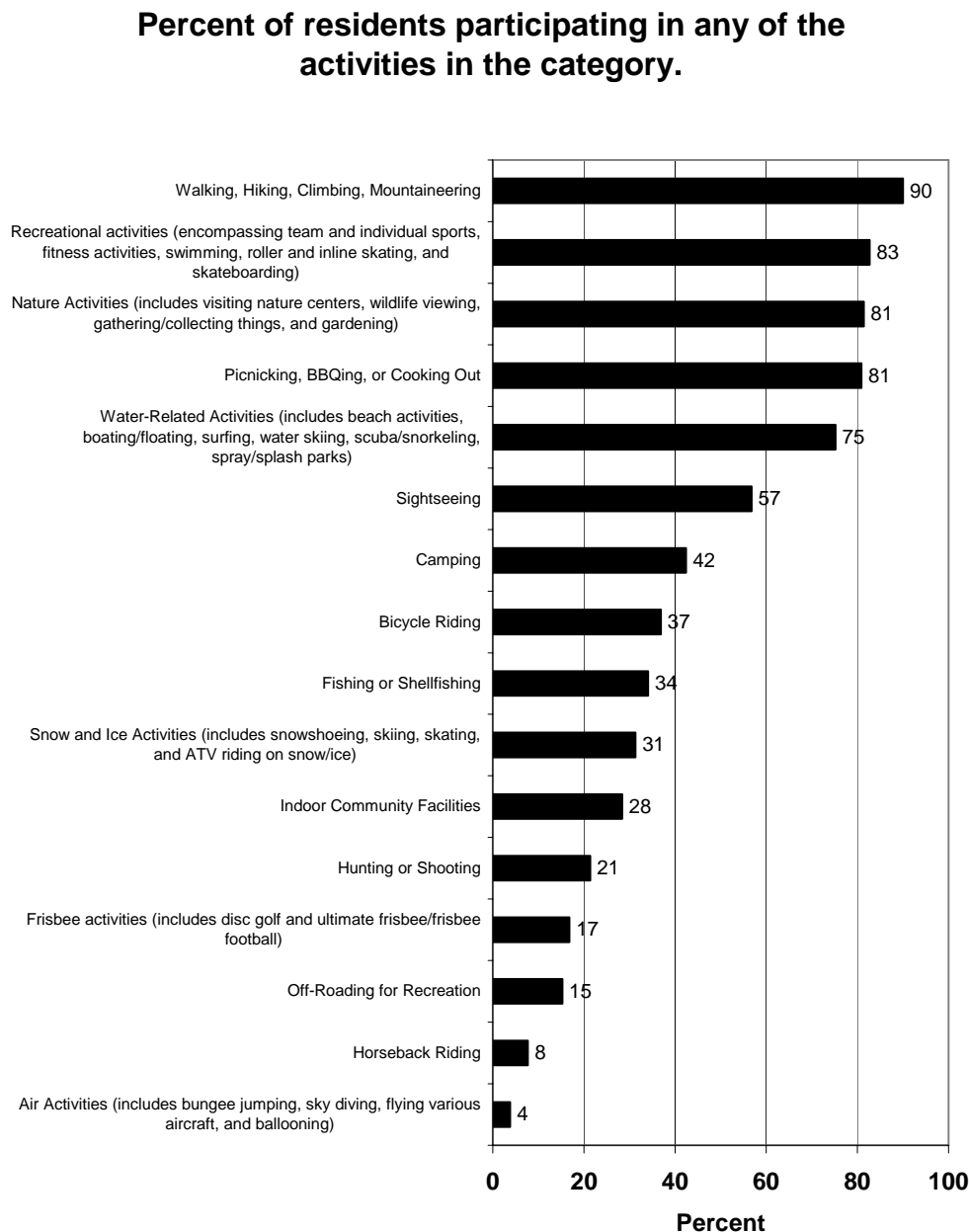
PARTICIPATION IN RECREATION

The first primary component of this assessment of demand to be examined is current participation in outdoor recreation. As a whole, outdoor recreation in the resident survey encompassed 71 activities, grouped into 16 activity categories. Appendix B shows the full list of activity categories (e.g., water-related activities), individual activities (e.g., water skiing), and then subsets within those individual activities (e.g., water skiing, saltwater; water skiing, freshwater).

Participation in these 71 activities has five aspects that will be examined. The first is straightforward: the current rate of participation among residents in each of the activities. The second aspect looks at the days of participation, as demand for a recreational activity on any given day depends both on the number of people who do the activity and the number of times those people do the activity. Likewise, the seasons in which people participate affects demand and is the third aspect that is examined. The fourth aspect is the location where people recreate, particularly whether they participate on public or private land. The fifth, and final, aspect looks at demographic characteristics of participants in various types of recreation.

Current Participation Rates in Recreation

A primary component of assessing demand for outdoor recreation is first examining current participation in outdoor recreation in the state among residents. Figure 3.1 looks at 16 broad categories of activities, with many individual activities encompassed within each category. Not surprisingly, low-cost activities, easy or less strenuous activities, or activities that can be done close to home have relatively high participation rates: the category that includes walking is at the top, with a 90% participation rate among Washington residents, but also near the top are recreational activities (which includes jogging), nature activities, and picnicking/BBQing. Conversely, more specialized activities, those with high equipment demands, or those that require extensive travel have lower rates, with the very specialized categories of horseback riding and air activities (flying, parachuting, bungee jumping, etc.) having the lowest participation rates.

Figure 3.1: Participation Rates in the Outdoor Activity Categories.

A better understanding of participation in outdoor recreation in Washington requires a breakdown of several of those categories into their constituent activities. Figures 3.2 through 3.7 show the constituent activities that make up the broad categories. Note that residents could name multiple activities; for this reason, the graphs sum to more than 100%. The grey bars are subsets of the overall category shown in the black bar for Figures 3.2 through 3.7.

The first of those figures shows that the overall category of walking (in which 90% of Washington residents engaged) is made up largely of those walking without a pet (71% of

residents do this), with hiking (54%) and walking with a pet (52%) being of medium importance, and climbing or mountaineering (10%) being of minor importance (Figure 3.2).

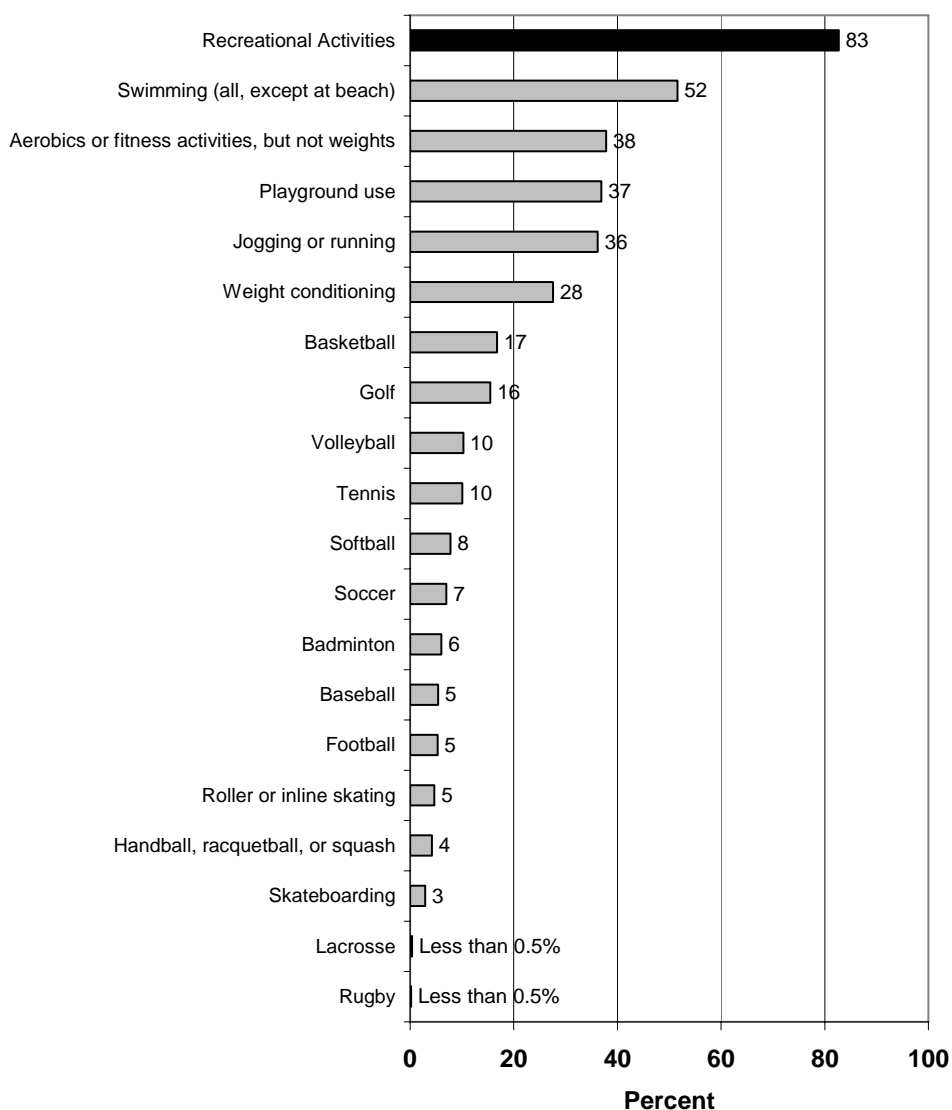
Figure 3.2: Participation in Walking, Hiking, and Climbing/Mountaineering.



The broad category of recreational activities, with a participation rate of 83% of Washington residents, encompasses a wide range of physical activities, both sports and fitness activities (Figure 3.3). The top tier includes swimming (both in natural waters and in pools) (52%), aerobics/fitness (excluding weights) (38%), playground use (37%), jogging/running (36%), and weight conditioning (28%). Under those are the many team and individual sports (with basketball and golf at the top of this second tier at 17% and 16%, respectively).

Figure 3.3: Participation in Recreational Activities.

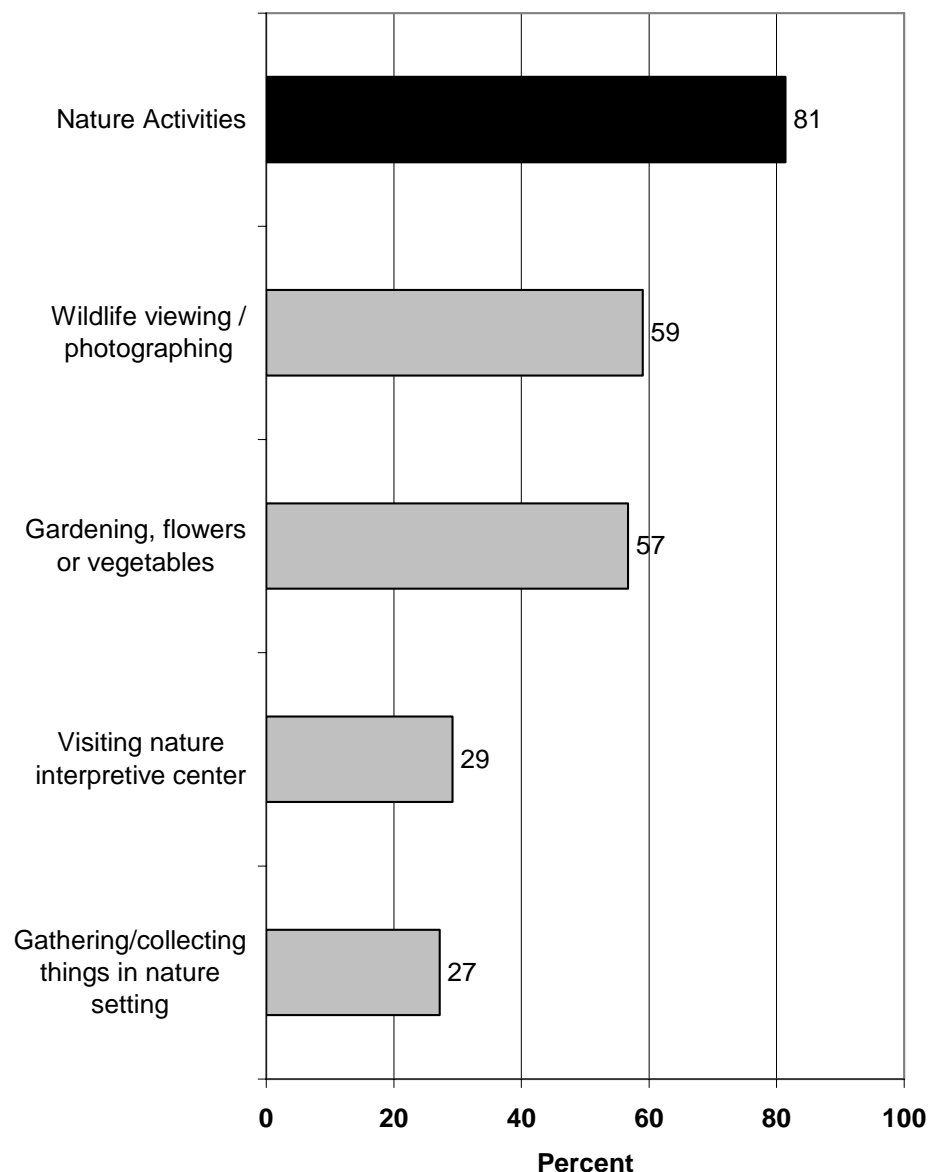
Percent of residents participating in the category and its activities.



Also shown is the breakdown of nature-based activities, in which 81% of Washington residents participated (Figure 3.4). Wildlife viewing and photography (59%) and gardening (57%) each has a majority of residents participating.

Figure 3.4: Participation in Nature-Based Activities.

**Percent of residents participating in the category
and its activities.**



Three quarters of Washington residents (75%) engage in water-related recreation (Figure 3.5) (note that this category does not include swimming in pools or natural waters—other than at the beach—or fishing, which are categorized elsewhere). The major individual activities within this

category are swimming or wading at the beach (39%), boating (36%), and beachcombing (33%). Because boating as a whole encompasses many types of boating, a breakdown of boating is shown in Figure 3.6, with using a motorboat at the top of the list (25% of Washington residents).

Figure 3.5: Participation in Water-Related Activities.

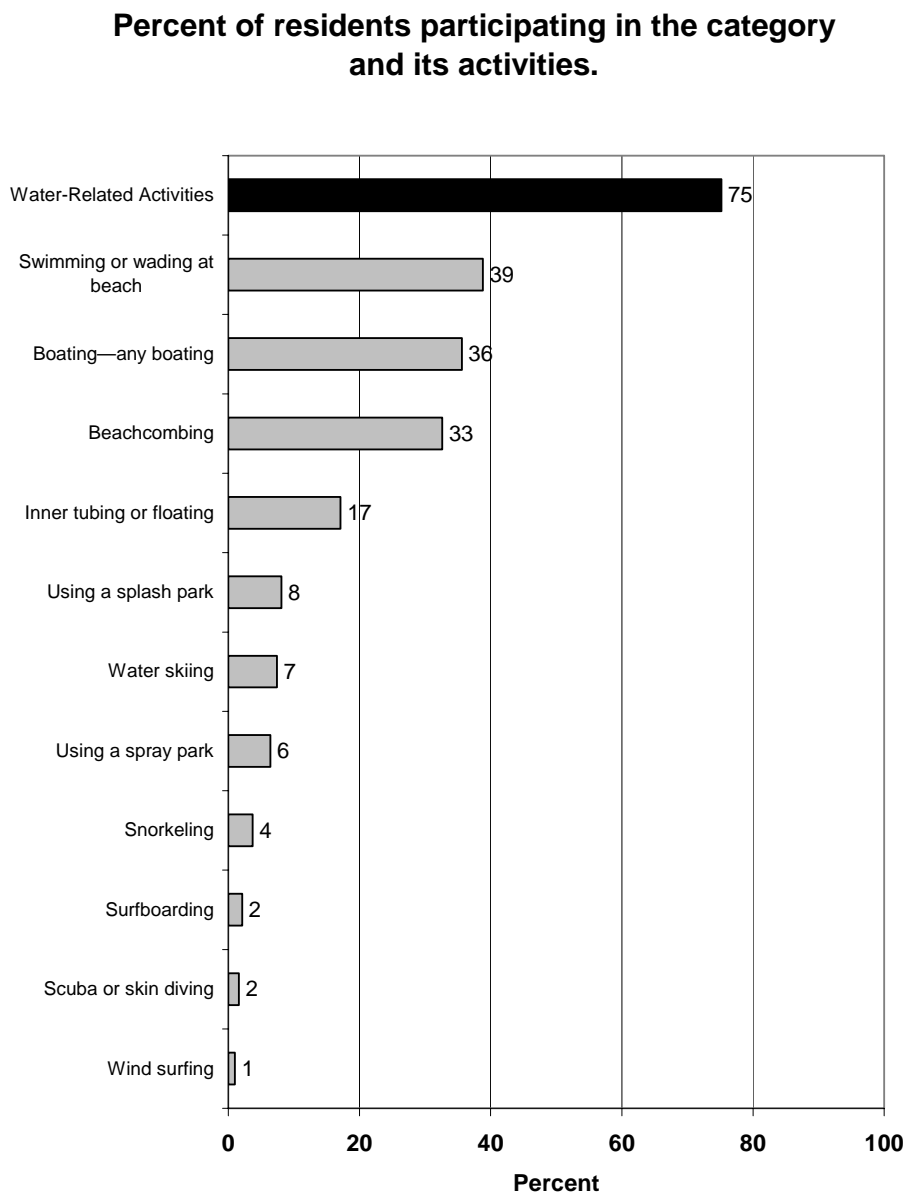
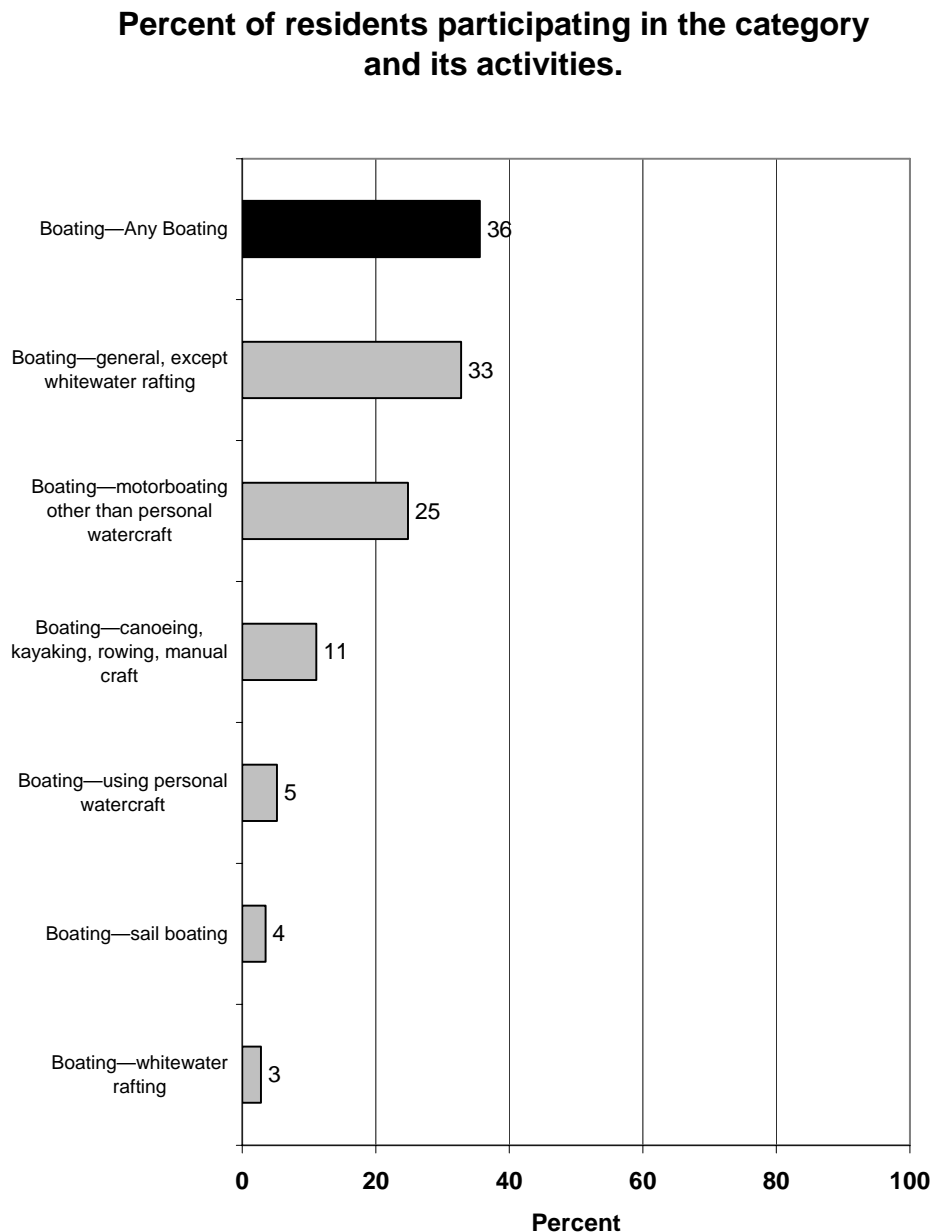


Figure 3.6: Participation in Boating.

Another category for which a full breakdown is shown is the snow and ice activities category (Figure 3.7). Sledding, inner tubing, or other snow play (15%) is the most popular snow and ice activity—its inexpensiveness likely accounting for its relatively high participation rate among the snow and ice activities. This is followed by the much more expensive downhill skiing (10%).

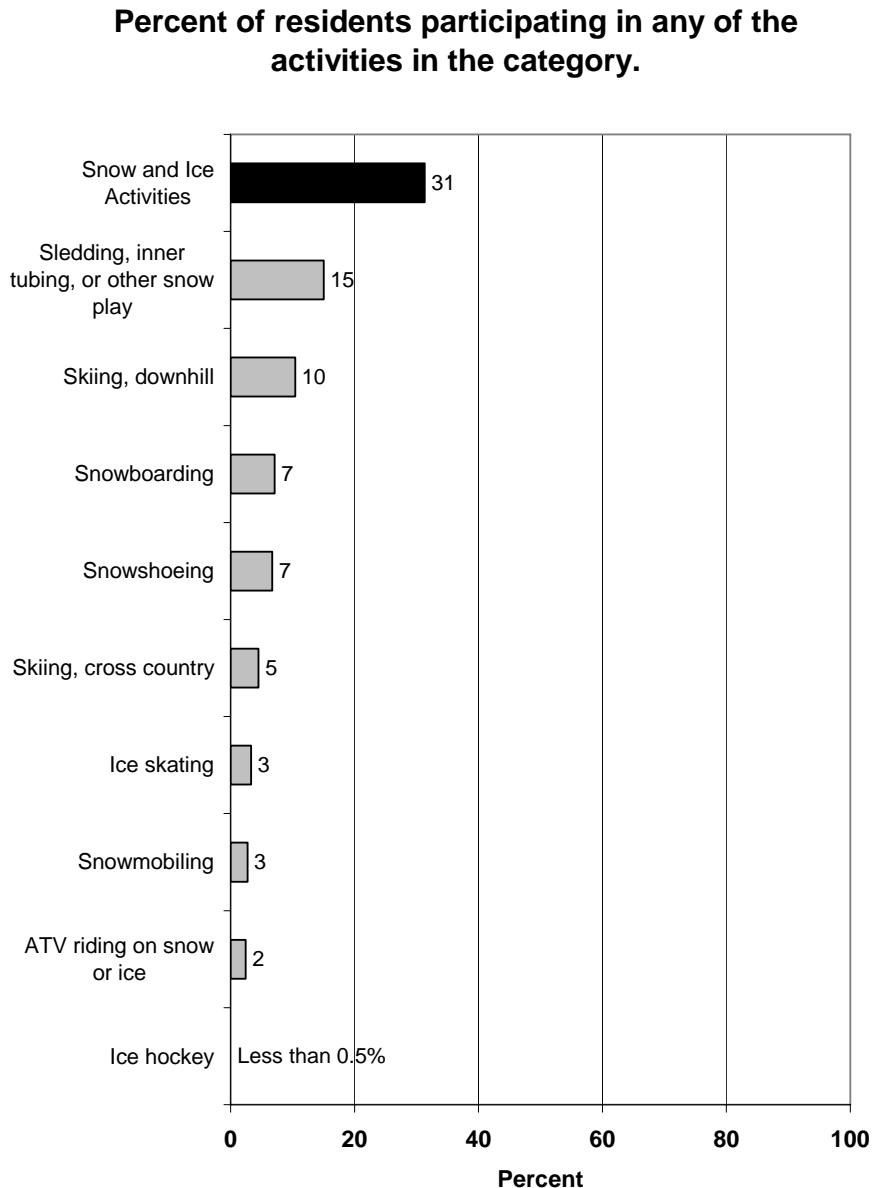
Figure 3.7: Participation in Snow and Ice Activities.

Table 3.1 puts the above data together and shows all of the 71 individual activities that make up the 16 broad categories. This comparison shows that the highest participation rates are for picnicking, BBQing, or cooking out (81% of Washington State residents), walking without a pet (71%), observing or photographing wildlife (59%), sightseeing (57%), gardening (57%), hiking (54%), and walking with a pet (52%)—each with more than half of residents engaging in it. (See Appendix B for a listing of all categories and a complete breakdown of all activities.)

Table 3.1a: Participation Rates in Outdoor Recreation in Washington.

Activity	Activity Category	Percent of Washington State Residents Participating in Activity
Picnicking, BBQing, or cooking out	Picnicking, BBQing, or cooking out	80.9
Walking without a pet	Walking, hiking, climbing, mountaineering	71.3
Wildlife viewing/photographing	Nature activities	59.0
Sightseeing	Sightseeing	56.8
Gardening, flowers or vegetables	Nature activities	56.7
Hiking	Walking, hiking, climbing, mountaineering	53.9
Walking with a pet	Walking, hiking, climbing, mountaineering	51.6
Camping	Camping	42.4
Swimming or wading at beach	Water-related activities	38.8
Swimming in pool	Recreational activities	38.2
Aerobics or fitness activities, but not weights	Recreational activities	37.8
Bicycle riding	Bicycle riding	36.9
Playground use	Recreational activities	36.9
Jogging or running	Recreational activities	36.2
Swimming in natural waters	Recreational activities	35.7
Fishing or shellfishing	Fishing or Shellfishing	34.1
Beachcombing	Water-related activities	32.6
Visiting nature interpretive center	Nature activities	29.2
Indoor community facilities	Indoor community facilities	28.4
Weight conditioning	Recreational activities	27.6
Gathering/collecting things in nature setting	Nature activities	27.2
Boating—motorboating other than personal watercraft	Water-related activities	24.8
Shooting	Hunting or shooting	17.4
Inner tubing or floating	Water-related activities	17.1
Basketball	Recreational activities	16.8
Sledding, inner tubing, or other snow play	Snow and ice activities	15.5
Golf	Recreational activities	15.5
Off-Roading for Recreation	Off-roading for recreation	15.3
Boating—canoeing, kayaking, rowing, manual craft	Water-related activities	11.1
Skiing, downhill	Snow and ice activities	10.4
Volleyball	Recreational activities	10.3
Tennis	Recreational activities	10.1
Climbing or mountaineering	Walking, hiking, climbing, mountaineering	10.0
Hunting	Hunting or shooting	9.4
Using a splash park	Water-related activities	8.1
Softball	Recreational activities	7.8
Horseback riding	Horseback riding	7.7
Water skiing	Water-related activities	7.4
Snowboarding	Snow and ice activities	7.1
Soccer	Recreational activities	7.0
Snowshoeing	Snow and ice activities	6.7
Using a spray park	Water-related activities	6.4
Badminton	Recreational activities	6.0

Table 3.1b: Participation Rates in Outdoor Recreation in Washington (continued).

Activity	Activity Category	Percent of Washington State Residents Participating in Activity
Baseball	Recreational activities	5.4
Football	Recreational activities	5.3
Boating—using personal watercraft	Water-related activities	5.2
Roller or inline skating	Recreational activities	4.7
Skiing, cross country	Snow and ice activities	4.5
Frisbee—disc golf (also called frisbee golf)	Frisbee activities	4.5
Handball, racquetball, or squash	Recreational activities	4.2
Snorkeling	Water-related activities	3.7
Boating—sail boating	Water-related activities	3.5
Ice skating	Snow and ice activities	3.3
Frisbee—ultimate frisbee or frisbee football	Frisbee activities	3.0
Skateboarding	Recreational activities	2.9
Boating—whitewater rafting	Water-related activities	2.8
Snowmobiling	Snow and ice activities	2.7
ATV riding on snow or ice	Snow and ice activities	2.4
Surfboarding	Water-related activities	2.1
Scuba or skin diving	Water-related activities	1.6
Flying gliders, ultralights, or other aircraft	Air activities	1.5
Wind surfing	Water-related activities	1.0
Sky diving/parachuting from plane/glider	Air activities	0.8
Bungee jumping	Air activities	0.6
Ice hockey	Snow and ice activities	0.5
Lacrosse	Recreational activities	0.4
Paragliding or hang gliding	Air activities	0.2
Hot air ballooning	Air activities	0.2
Taking chartered sightseeing flight	Air activities	0.2
Rugby	Recreational activities	0.2
Base jumping	Air activities	0.0

Another aspect of participation is league play. Table 3.2 shows the percent of residents overall and activity participants who participate in a league, such as a softball league. Softball, soccer, and baseball leagues all have participation rates of at least 1.0% in Washington State. In examining participants, both rugby and softball have relatively high rates of league participation among those who do the activity.

Table 3.2: Participation in Leagues.

Activity	Percent of Washington State Residents Who Participate in a League for the Activity	Percent of <i>Participants</i> in the Activity Who Participate in a League in Washington State
Ice hockey	0.1	12.5
Baseball	1.0	19.2
Softball	2.9	37.3
Basketball	0.8	4.7
Volleyball	0.9	8.9
Football	0.8	15.1
Lacrosse	0.1	27.2
Rugby	0.1	41.8
Soccer	1.7	23.8

The data above regarding participation pertain to *adult* participation in activities. Another facet to this analysis is children's participation, and the survey asked parents in which activities their children participated, restricted to participation other than in school. The most important children's activities in Table 3.3 are picnicking/BBQing/cooking out (45% of residents with children say that their children participate in this activity), walking (43%), hiking (41%), playground use (39%), sightseeing (39%), camping (38%), and swimming (37%).

Table 3.3a: Children's Participation in Outdoor Recreation in Washington.

Activity	Percent of Residents With Children Whose Children Participate in the Activity
Picnicking, BBQing, or cooking out	45
Walking	43
Hiking	41
Playground use	39
Sightseeing	39
Camping	38
Swimming	37
Bicycle riding	29
Boating	27
Nature activities	25
Fishing or shellfishing	22
Jogging or running	21
Beachcombing	20
Gardening, flower or vegetable	17
Sledding, inner tubing, or other snow play	16
Basketball	16
Soccer	14
Indoor community facility use	13
Frisbee activities	12
Aerobics or fitness activities, but not weights	12
Using a splash or spray park	12
Baseball	11
Skiing or snowboarding	10
Dog park use	9
Off-roading for recreation	9
Hunting or shooting	8
Horseback riding	8
Skateboarding	7
Football	7
Tennis	7
Volleyball	6
Climbing or mountaineering	6
Roller or inline skating	5
Golf	5
Skiing, cross country	5
Weight conditioning	5
Ice skating	5
Softball	4
Badminton	4
Water skiing	3
Snowmobiling or ATV riding on snow or ice	3
Snorkeling	3

Table 3.3b: Children's Participation in Outdoor Recreation in Washington (continued).

Activity	Percent of Residents With Children Whose Children Participate in the Activity
Snowshoeing	2
Handball	2
Surfboarding	1
Air activities (flying, parachuting, bungee jumping, etc.)	1
Wind surfing	1
Racquetball	1

Days of Participation in Recreation

The data above examined overall participation rates. Another component of participation in recreation is the number of days that participants engage in the activities. The analysis looked at days of participation in two ways: among participants in the activities, which shows the frequency in which participants like to do the activity, and among residents overall, which shows the demand that the activity places on the community's and the state's resources. Both analyses have bearing on the provision of recreation.

Figures 3.8 through 3.10 show the days of participation among those who engaged in the activity, and the results have implications for providers of recreation. For instance, those who do any of the top tier of activities, walking without a pet (97.8 mean days participation among walkers), aerobics/fitness activities (86.6 mean days), and weight conditioning (82.5 mean days), like to do them several times a week. At the other end of the scale, some recreational activities are done about once a year, such as wind surfing or hot air ballooning.

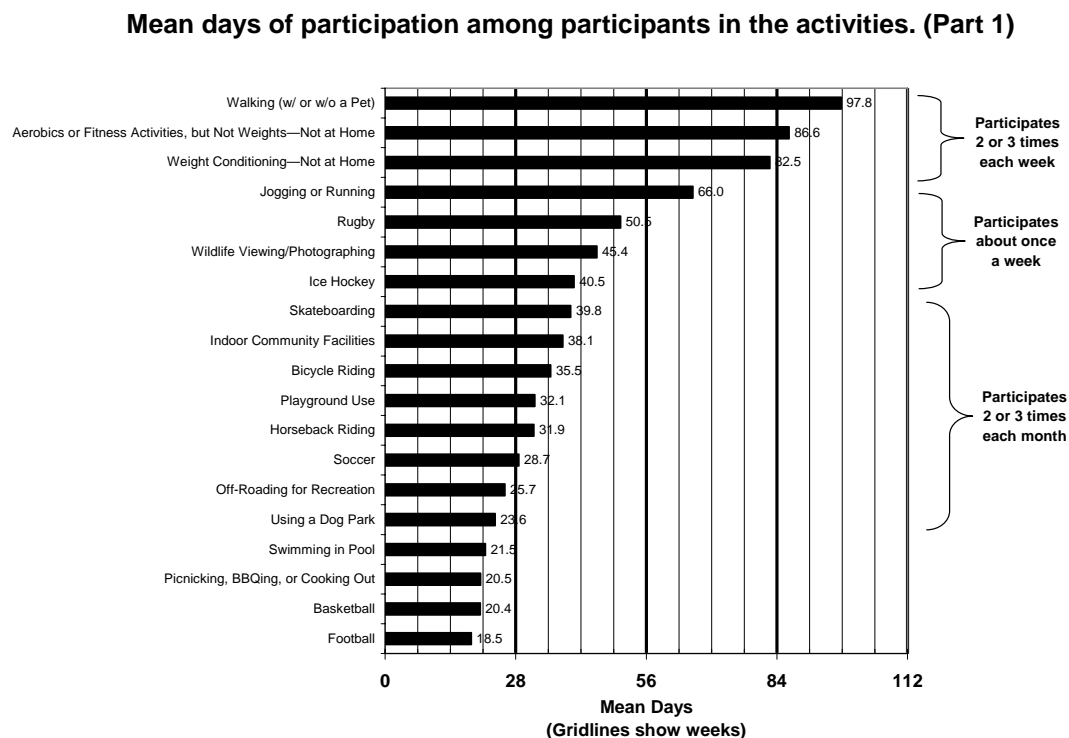
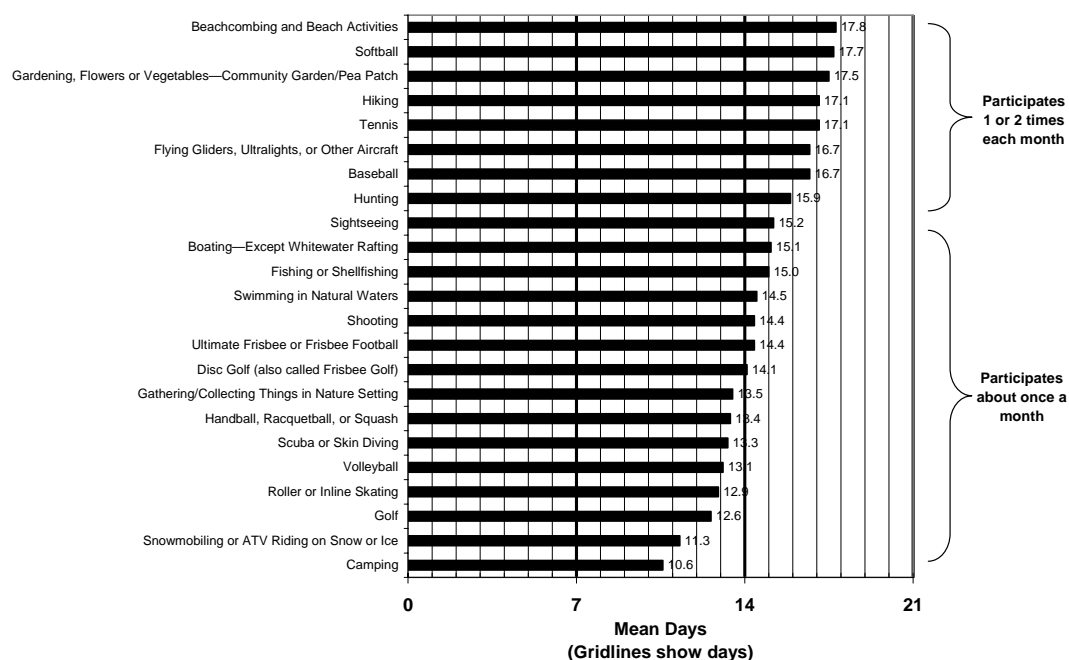
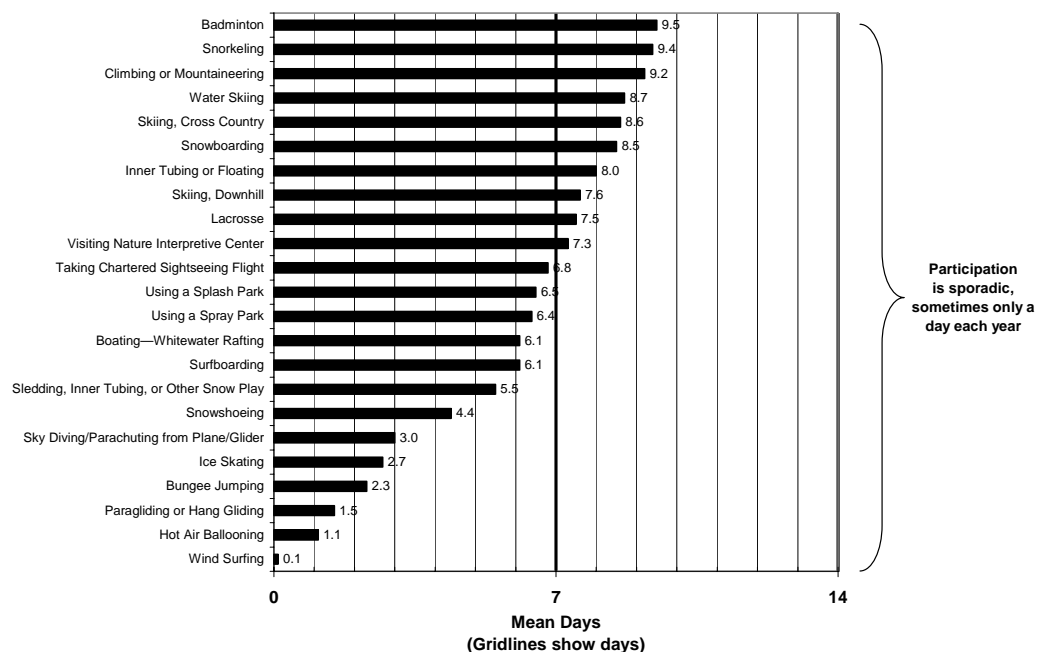
Figure 3.8: Days of Participation in the Activities (Part 1).

Figure 3.9: Days of Participation in the Activities (Part 2).**Mean days of participation among participants in the activities. (Part 2)****Figure 3.10: Days of Participation in the Activities (Part 3).****Mean days of participation among participants in the activities. (Part 3)**

Another consideration in looking at the days of participation takes into account both the *frequency with which participants do the activities* and the *number of participants who do the activity*. Obviously, an activity frequently done by only a few may place less demand on resources than an activity done infrequently but done by many, many people. By looking at the days of participation among *all residents* rather than just the participants in the activities, a ranking can be made of the activities based on the total days of demand.

Figures 3.11 through 3.13 show the mean days of participation among all residents in the state—in other words, the calculation of the mean includes those who did not do the activity (i.e., they did the activity 0 days). The activities that account for the most person-days of recreation are walking without a pet (76.7 mean days per resident), wildlife viewing or photographing (24.3 mean days), aerobics or fitness activities away from home (24.0 mean days), jogging or running (22.3 mean days), and weight conditioning away from home (21.4 mean days).

Figure 3.11: Days of Participation in the Activities Among All Residents (Part 1).

**Mean days of participation among residents.
(Part 1)**

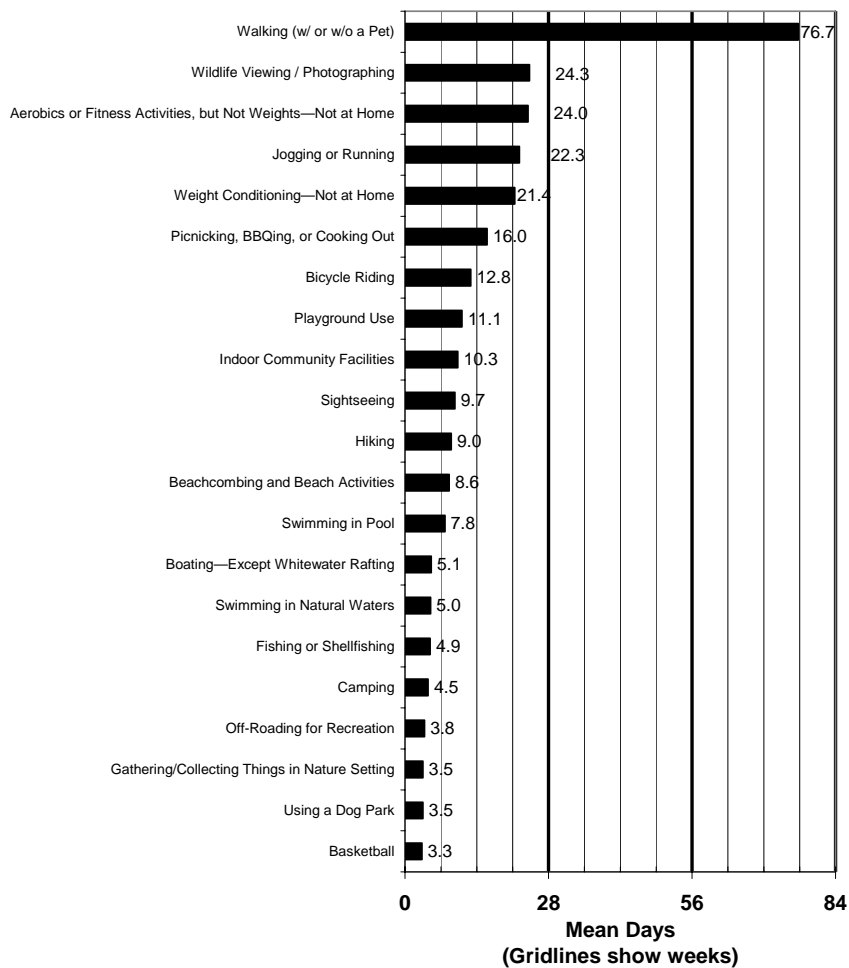


Figure 3.12: Days of Participation in the Activities Among All Residents (Part 2).

**Mean days of participation among residents.
(Part 2)**

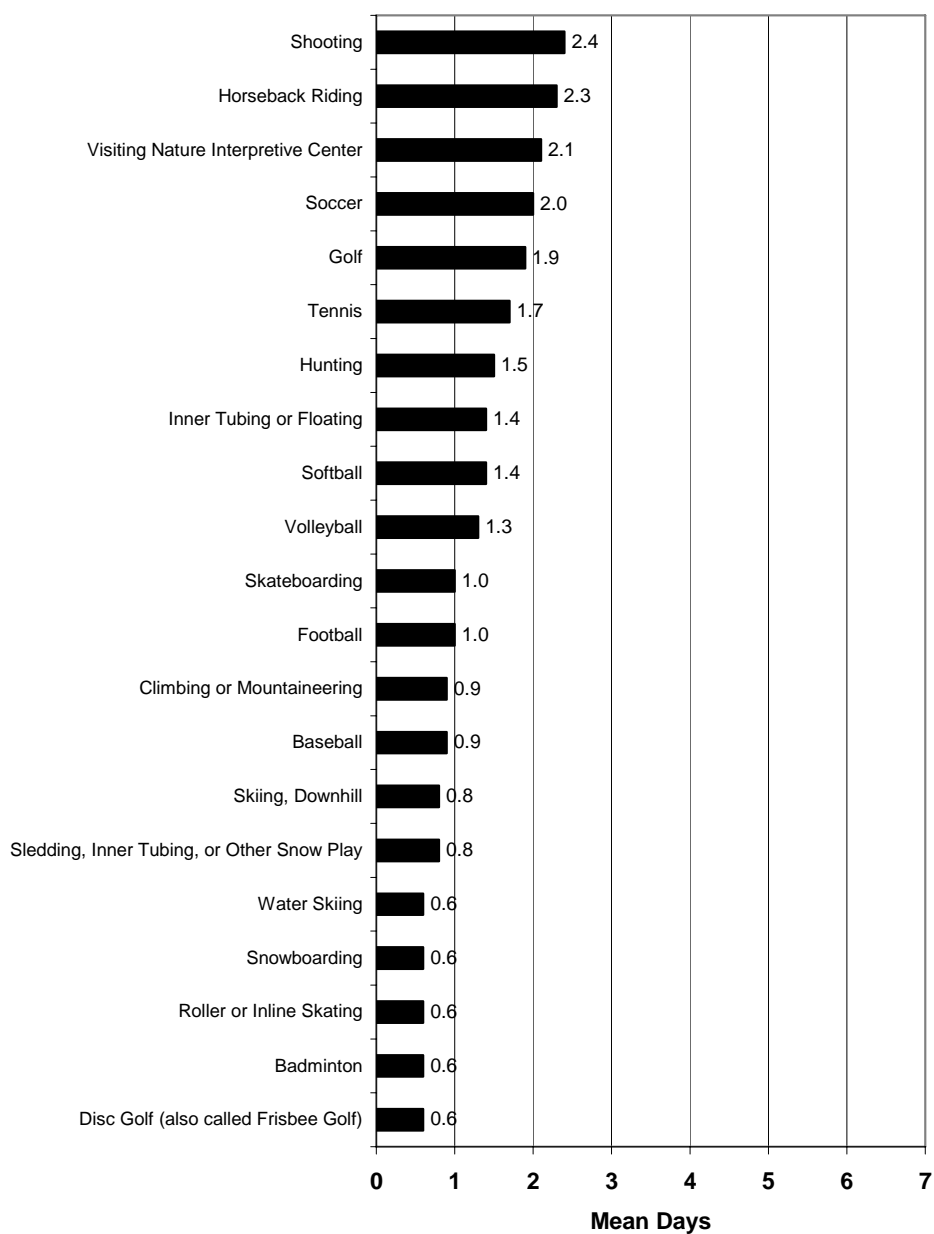
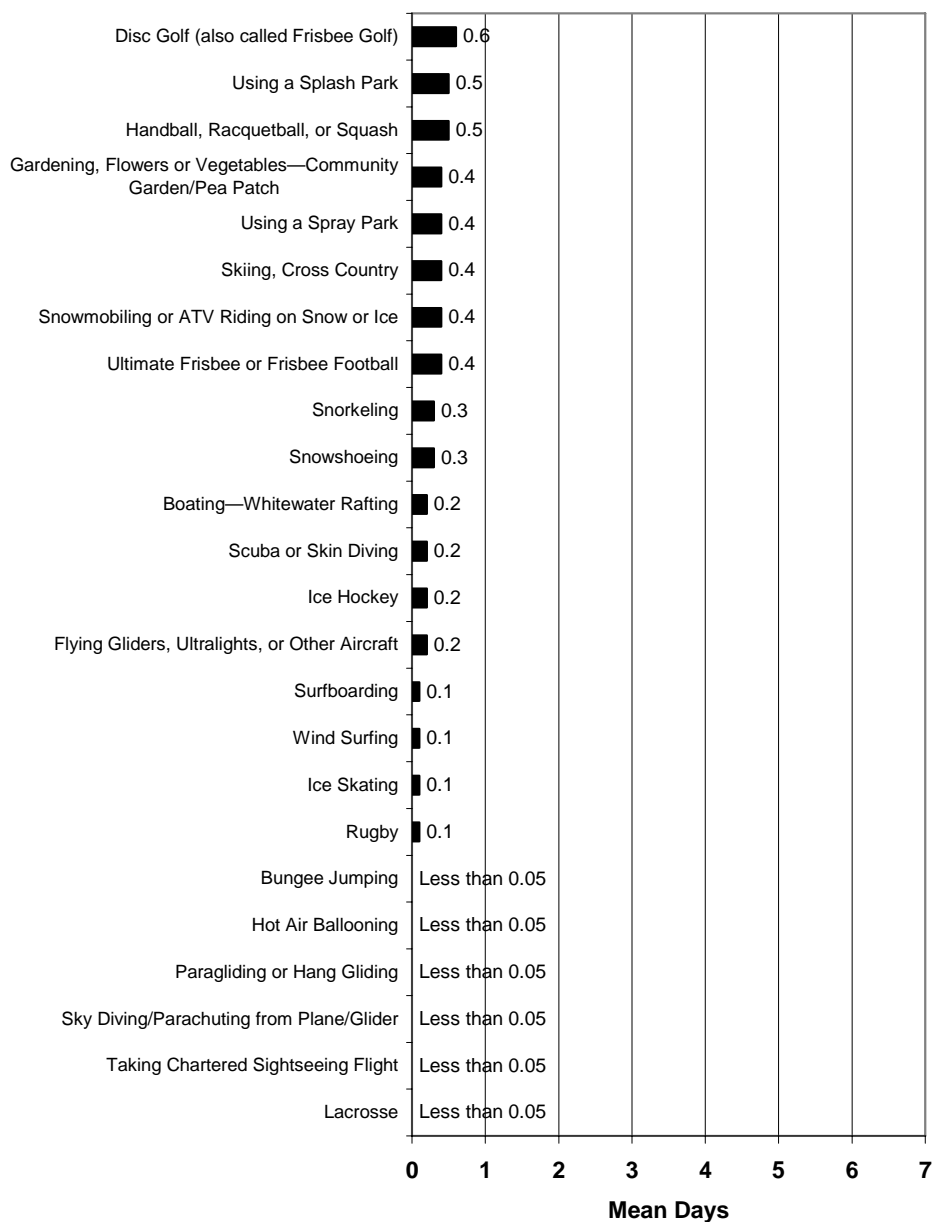


Figure 3.13: Days of Participation in the Activities Among All Residents (Part 3).

**Mean days of participation among residents.
(Part 3)**



Seasonal Information About Participation

The survey of residents obtained information about participation and a number of other topics, but the survey could not explore every aspect of participation without becoming too unwieldy to administer. For this reason, the seasonal information contained herein is from the 2006 SCORP, in which seasonal information was obtained. The assumption is that the seasonal information about participation obtained in 2006 still holds some validity. Seasonal information has implications on demand because the seasons affect demand unevenly throughout the year.

Table 3.4 shows the activities that had a statistically significant difference in participation according to season, either those that have a peak or an off-season (or trough, so to speak). The table is arranged with activities that have a spring peak first, followed by those that have a summer peak, and then winter (no activities in the 2006 analysis had a peak in the fall). At the bottom of the table are the many activities that had no seasonal peaks or troughs. The implication is that some activities will have greater peaks of participation than other activities, even if the former activities have fewer overall days of participation.

Table 3.4a: Seasonal Aspects of Participation in Activities.

Activity	Peak season overall*	Off season overall*	Peak or trough for some aspect of the activity
Activities with a seasonal peak or trough overall			
Gardening, flowers or vegetables	Spring, summer	Winter	
Softball	Spring, summer	Winter, fall	
Picnicking, BBQing, or cooking out	Summer, spring	Winter, fall	Location not specifically designated, spring, summer, not winter, not fall / Designated site, summer, not winter, not fall / Group facility, summer, not winter, not fall
Badminton	Summer	Winter, fall	Outdoor facility, summer, not winter, not fall
Baseball	Summer	Winter, fall	
Beachcombing	Summer	Winter, fall	
Bicycle riding	Summer	Winter	Urban trail, summer
Boating—canoe, kayak, rowing, manual craft	Summer	Winter, fall	
Boating—motorboating other than personal watercraft	Summer	Winter, fall	
Boating—sail boating	Summer	Winter, fall, spring	
Boating—using personal watercraft	Summer	Winter	
Camping, tent camping with car or motorcycle	Summer	Winter, fall, spring	
Camping, RV	Summer	Winter	
Fishing for shellfish	Summer	Winter	
Fishing from bank, dock, or jetty	Summer	Winter, fall	
Fishing from private boat	Summer	Winter, fall	
Golf	Summer	Winter, fall	Driving range, summer, not fall / Pitch-n-putt course, summer, not winter, not fall / 9- or 18-hole course, summer, not winter

*If season showed a statistically significant effect on participation

Source: 2006 Outdoor Recreation Survey, Washington State Recreation and Conservation Office / Clearwater Research, Inc.

Table 3.4b: Seasonal Aspects of Participation in Activities (continued).

Activity	Peak season overall*	Off season overall*	Peak or trough for some aspect of the activity
Activities with a seasonal peak or trough overall (continued)			
Hiking	Summer	Winter	Mountain or forest trail, summer, not winter / No established trail, fall
Inner tubing or floating	Summer	Winter, fall	
Sightseeing	Summer	Fall	Public facility, summer / Cultural or historical facility, summer, not fall / Scenic area, summer, not fall
Swimming in pool	Summer	Winter, fall	Outdoors, summer, not winter, not fall
Swimming or wading at beach	Summer	Winter, fall	
Tennis	Summer	Fall	Outdoor facility, summer, not winter, not fall
Volleyball	Summer	Fall	Outdoor facility, summer, not winter, not fall
Water skiing	Summer	Winter, fall	
Basketball	No peak	Fall	Outdoor facility, spring, not fall
Playground use	No peak	Winter	Park facility, not winter / School facility, spring
Soccer	No peak	Winter	Outdoors, not winter
Sledding, inner tubing, or other snow play	Winter, fall	Spring, summer	
Skiing	Winter	Summer, fall	Downhill, winter, not summer, not fall
Snowboarding	Winter	Summer, fall	
Snowmobiling	Winter	Summer, fall	
Activities in which some aspect has a seasonal peak or trough (but no peak or trough overall)			
Gathering/collecting things in nature setting	None	None	Berries/mushrooms, summer, not winter / Firewood, summer
Roller or inline skating	None	None	Trail or outdoor facility, not winter, not fall
Walking without a pet	None	None	Park or trail setting, not winter
Wildlife viewing/photographing	None	None	Land animals, not winter
Horseback riding	None	None	Mountain or forest trail, not spring, not fall
Off-roading for recreation, 4-wheel drive vehicle	None	None	Off-road facility, not summer, not fall
*If season showed a statistically significant effect on participation			

Source: 2006 Outdoor Recreation Survey, Washington State Recreation and Conservation Office / Clearwater Research, Inc.

Table 3.4c: Seasonal Aspects of Participation in Activities (continued).

Activity	Peak season overall*	Off season overall*	Peak or trough for some aspect of the activity
Activities with no seasonal peaks or troughs			
Aerobics or fitness activities, but not weights	None	None	
ATV riding on snow or ice	None	None	
Boating—whitewater rafting	None	None	
Bungee jumping	None	None	
Climbing or mountaineering	None	None	
Flying gliders, ultralights, or other aircraft	None	None	
Football	None	None	
Handball, racquetball, or squash	None	None	
Hot air ballooning	None	None	
Ice skating	None	None	
Indoor community facilities	None	None	
Jogging or running	None	None	
Lacrosse	None	None	
Off-roading, motorcycle	None	None	
Off-roading, ATV or dune buggy	None	None	
Paragliding or hang gliding	None	None	
Rugby	None	None	
Scuba or skin diving	None	None	
Skateboarding	None	None	
Sky diving/parachuting from plane/glider	None	None	
Snowshoeing	None	None	
Surfboarding	None	None	
Visiting nature interpretive center	None	None	
Walking with a pet	None	None	
Weight conditioning	None	None	
Wind surfing	None	None	
*If season showed a statistically significant effect on participation			

Source: 2006 Outdoor Recreation Survey, Washington State Recreation and Conservation Office / Clearwater Research, Inc.

The Locations in Which Residents Recreate

The above discussion of participation looked at the number of participants, the number of days that they do the activities, and the seasons in which they participate in various activities. The *location* where people participate in recreation also plays a part in demand for facilities and opportunities, as well. It may be that largely at-home activities have little to no effect on demand for public facilities; on the other hand, sizeable participation in those activities may mask a latent demand.

The analysis examines participation in various activities at publicly owned places (as opposed to “public” places that are privately owned, such as a shopping mall), as this use of public facilities and lands directly relates to our assessment of demand. This analysis looks at 32 activities or activity groups (some activities were grouped in the survey when questions about locations were asked; for instance, both those who went snowshoeing and those who went cross country skiing were asked about the types of lands and trails they used for either activity). At the bottom of the table are activities for which data were not gathered, but some assumptions can be made about several of them. Most importantly, there are several that are, for the overwhelming majority or participants, entirely dependent on public land and public resources. These include

activities such as sightseeing, fishing, or wind surfing—all of which typically entail use of public land for much if not all of the activity.

As Table 3.5 shows, 31 activities were examined that are typically done in both public and private locations, based on follow-up questions that ascertained where respondents had done them, at least some of the time. Those intensive users of public facilities and lands (based on the percent of all residents using public facilities or lands for the activities) are participants in hiking, beachcombing, picnicking/BBQing/cooking out, wildlife viewing, and swimming in pools or natural waters. The table shows, for each activity, the percent who named a public place as the location of their participation. The percent naming a public place forms the lower range of public facility/land use, as these people are *certain* that the location was public. Actual use of public facilities and lands may be higher, as there may be respondents who used a public place but were unsure and who, therefore, could not be selected as definitely using a public location (the resident survey accounted for use of locations for which the respondent was unsure of ownership).

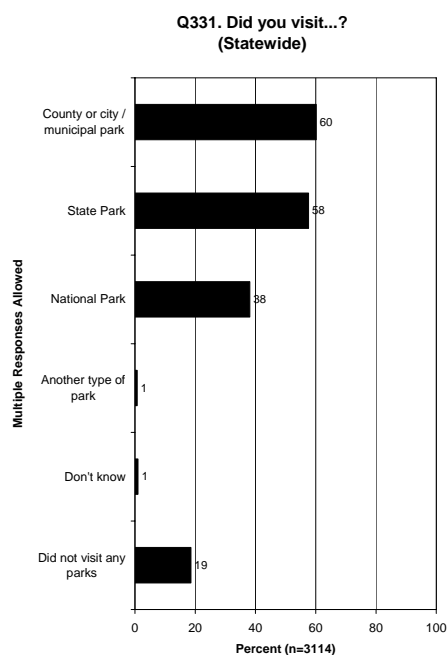
Table 3.5a: Rates of Use of Public Facilities and Lands for Outdoor Recreation in Washington.

Activity	Percent of All Residents Using Public Facilities for This Activity
Hiking	48.0
Beachcombing / swimming or wading at beach	46.6
Picnicking, BBQing, or cooking out	46.5
Wildlife viewing/photographing	44.5
Swimming in pool or natural waters	42.7
Bicycle riding	36.0
Playground use	35.2
Boating—using a charter service or guide, marina, transient moorage facilities, boat ramp	23.9
Gathering/collecting things in nature setting	19.5
Aerobics or fitness activities, but not weights	17.3
Golf	12.8
Basketball	11.8
Weight conditioning	9.0
Tennis	8.8
Snowshoeing / cross country skiing	6.6
Softball	6.1
Volleyball	6.1
Soccer	5.8
Baseball	4.9
Football	4.7
Frisbee—disc golf (also called frisbee golf)	3.8
Gathering/collecting—firewood	3.1
Ice skating	2.7
Snowmobiling / ATV riding on snow or ice	2.7
Handball, racquetball, or squash	2.5
Roller or inline skating	2.3
Badminton	1.8
Skateboarding	1.6
Gathering/collecting—Christmas tree	1.4
Ice hockey	0.3
Lacrosse	0.3
Rugby	0.1

Table 3.5b: Rates of Use of Public Facilities and Lands for Outdoor Recreation in Washington (continued).

Activity
Locational Information for Other Activities
Assumed to be mostly done on public land
Boating—whitewater rafting
Climbing or mountaineering
Fishing or shellfishing
Indoor community facilities
Inner tubing or floating
Jogging or running
Scuba or skin diving
Sightseeing
Snorkeling
Surfboarding
Visiting nature interpretive center
Walking with a pet
Walking without a pet
Wind surfing
Assumed to be mostly done on private land
Skiing, downhill
Snowboarding
Using a splash park
Using a spray park

Another question in the survey of residents asked about park use, regardless of the particular activities in which respondents had participated. A large majority of Washington residents (80%) had visited a park in the year prior to being surveyed, the most popular being a county or city/municipal park (60% had visited this type of park) and a State Park (58%) (Figure 3.14). Meanwhile, 38% had visited a National Park. Note that respondents could have visited more than one type of park.

Figure 3.14: Residents' Visitation to Parks in Washington.

Other locational information about where residents of Washington participate in outdoor recreation is contained in Tables 3.6 through 3.14.

Table 3.6: Locations for Various Nature-Based Activities.

Facility / Land (Statewide)	Percent of Participants Participating in the Locations Indicated				
	Collecting / Gathering*	Viewing / Photo-graphing Wildlife*	Picnicking, BBQing, Cooking Out*	Beachcombing, Wading or Swimming at Beach*	Hiking*
Beach, freshwater, public				37	
Beach, freshwater, private				7	
Beach, freshwater, unknown if public or private				1	
Beach, ocean, public	19			51	
Beach, ocean, private				4	
Beach, ocean, unknown if public or private				1	
Beach, saltwater (other than ocean), public				31	
Beach, saltwater (other than ocean), private				4	
Beach, saltwater (other than ocean), unknown if public or private				1	
Public land, park, National Park or Monument	8	20	7		25
Public land, park, State Park	18	29	30		38
Public land, park, county/city/municipal	8	14	28		16
Public land, National Forest	18	20	6		29
Public land, State Forest	8	12	4		13
Public land, National Wildlife Refuge	1	5	1		3
Public land, BLM	1	2	1		2
Other public land (in general)	19	22	0		16
Private land, home/own property	14	33	53		2
Private land, other than home	27	18	18		10
Trail, paved					38
Trail, unpaved					77
Informal trail (not built)					34
Off-trail / no trail					20

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.7: Locations for Various Snow and Ice Activities.

Facility / Land (Statewide)	Percent of Participants Participating in the Locations Indicated			
	Snowshoeing or Cross Country Skiing*	Snowmobiling / ATV Riding on Ice/Snow*	Ice Hockey*	Ice Skating*
Rink, indoor, public			65	50
Rink, indoor, private			5	10
Rink, outdoor, public			4	34
Rink, outdoor, private			20	8
Not at rink, outdoors, public land			0	4
Not at rink, outdoors, private land			7	6
Trail, public	66	59		
Trail, private	16	19		
Trail, unknown if public or private	5	2		
Off-trail / no trail, public land	18	24		
Off-trail / no trail, private land	13	29		
Off-trail / no trail, unknown if public or private land	2	2		

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.8: Locations for Various Recreational Activities.

Facility / Land (Statewide)	Percent of Participants Participating in the Locations Indicated									
	Aerobics and fitness*	Badminton*	Basketball*	Handball, Racquetball, or Squash*	Volleyball*	Weightlifting*	Football*	Rugby*	Lacrosse*	Soccer*
Beach (in general)					8	0				
Field, established, public							72	42	65	66
Not on established field, public land							23	6	16	13
Indoor facility, public (including community center)	36	9	36	52	26	32				7
Indoor facility, private	37	3	12	32	7	43				3
Public land (in general)	15	21	45	7	34	2				
Private land, home/own property	29	56	18	5	23	29	16	5	0	12
Private land, other than home	5	15	13	3	16	0	14	20	24	11

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.9: Locations for Baseball and Softball.

Facility / Land (Statewide)	Percent of Participants Participating in the Locations Indicated	
	Baseball*	Softball*
Batting cage, public	5	3
Batting cage, privately run	1	1
Public land (in general)	88	78
Private land, other than home	3	12
Home/own property	13	7

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.10: Locations for Swimming.

Facility / Land (Statewide)	Percent of Swimmers Participating in the Locations Indicated*
Natural waters, public land	54
Natural waters, private land	8
Natural waters, not sure if public / private	2
Pool, indoor, public	30
Pool, indoor, private	16
Pool, indoor, unknown if public or private	1
Pool, outdoor, public	17
Pool, outdoor, private	14
Pool, outdoor, at home	6
Pool, outdoor, unknown if public or private	0
Beach, at ocean	11
Splash park	3

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.11: Locations for Golfing.

Facility / Land (Statewide)	Percent of Golfers Participating in the Locations Indicated*
Driving range, public	27
Driving range, private	10
Driving range, unknown if public or private	1
Golf 9- or 18-hole, municipal or public course	72
Golf 9- or 18-hole, private country club	31
Golf 9- or 18-hole, unknown if public or private course	1
Golf pitch-n-putt, municipal or public course	8
Golf pitch-n-putt, private country club	2
Golf pitch-n-putt, unknown if public or private	2

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.12: Locations for Skateboarding.

Facility / Land (Statewide)	Percent of Skateboarders Participating in the Locations Indicated*
Skate park, public	42
Skate park, private	5
Skate park, unknown if public or private	6
Trail, skateboarding	17
Outdoors, not at designated park	36
Indoor facility, public (including community center)	0
Indoor facility, private	3

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.13: Locations for Tennis.

Facility / Land (Statewide)	Percent of Tennis Players Participating in the Locations Indicated*
Courts, outdoors, public	81
Courts, outdoors, private	21
Courts, indoors, public	15
Courts, indoors, private	12

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Table 3.14: Locations for Disc Golf.

Facility / Land (Statewide)	Percent of Disc Golf Players Participating in the Locations Indicated*
Public land (in general)	22
Private land (in general)	11
Course, public	65
Course, private	15

*Does not sum to 100% down the columns because multiple places could be selected in survey.

Demographic Characteristics of Participants Overall

Previously, we have examined participation rates overall. However, various demographic groups participate in the individual activities at varying rates. Four demographic characteristics in particular appear to markedly affect the participate rates in some of the activities: gender,

age, ethnicity, and the residential character of the neighborhood (i.e., rural vs. urban). For this analysis, comparisons of rates of participation among demographic groups, such as males and females, shows that some activities tend to be more popular than others among some groups (this analysis only considers those 18 years old and older; children's participation could not be included in the analysis). For instance, hunting is a primarily (but not an exclusively) male pursuit and is more predominant among rural people than among urban. Some of the important findings of this analysis are discussed below.

Table 3.15 shows gender as it affects participation. At the top are the activities that have greater participation rates among females than among males, including gardening, aerobics (excluding weightlifting), playground use, and gathering in a nature setting. On the other hand, activities with more male participation than female include fishing/shellfishing, hunting/shooting, golf, boating in general, basketball, and camping.

Table 3.15: Activities With Marked Differences in Participation Between Males and Females.

	Activity	Percent Participation by Males	Percent Participation by Females	Percentage Point Difference
More Female	Gardening, flowers or vegetables	48.33	64.98	16.65
	Aerobics or fitness activities, but not weights	31.72	43.57	11.84
	Playground use	31.98	41.65	9.67
	Gathering/collecting things in nature setting	22.47	31.84	9.37
	Beachcombing	28.90	36.16	7.25
	Walking with a pet	48.74	54.37	5.63
	Swimming or wading at beach	36.00	41.50	5.50
Excludes all activities with a difference of less than 5.00 percentage points				
More Male	Frisbee activities	19.42	14.20	5.21
	Weight conditioning	30.31	24.85	5.46
	Jogging or running	39.04	33.38	5.66
	Snow and ice activities	34.70	27.96	6.75
	Field sports	14.37	7.59	6.78
	Snowboarding	10.62	3.68	6.94
	Football	8.85	1.80	7.05
	Climbing or mountaineering	14.41	5.56	8.85
	Bicycle riding	41.97	31.78	10.20
	Off-roading for recreation	20.61	10.14	10.47
	Boating—motorboating other than personal watercraft	30.25	19.30	10.94
	Camping	47.98	36.92	11.06
	Basketball	22.42	11.34	11.09
	Boating—any boating	42.12	29.10	13.02
	Golf	22.16	9.02	13.14
	Hunting or shooting	32.91	10.27	22.63
	Fishing or shellfishing	45.80	22.63	23.17

Some activities are more popular among older recreationists than among younger recreationists, and vice-versa. As Table 3.16 shows, gardening, visiting nature interpretive centers, and beachcombing have greater participation rates among older residents than among younger residents. On the other hand, quite a few activities have higher participation rates

among younger residents, particularly jogging/running (younger people have more than double the rate of older people), playground use, swimming in natural waters and in pools, field sports, and hiking.

Table 3.16: Activities With Marked Differences in Participation Between Younger and Older Residents.

	Activity	Percent Participation by Those Younger Than the Mean Age*	Percent Participation by Those Mean Age* or Older	Percentage Point Difference
More Older	Gardening, flowers or vegetables	49.96	64.90	14.94
	Visiting nature interpretive center	25.24	31.89	6.65
	Beachcombing	29.71	36.03	6.32
Excludes all activities with a difference of less than 5.00 percentage points				
More Younger	Walking without a pet	74.74	69.63	5.11
	Frisbee activities	19.73	14.60	5.12
	Boating—any boating	38.68	33.30	5.39
	Softball	10.78	5.19	5.60
	Aerobics or fitness activities, but not weights	41.12	35.35	5.77
	Baseball	8.45	2.52	5.93
	Fishing or shellfishing	38.09	31.77	6.33
	Roller or inline skating	7.94	1.57	6.37
	Boating—motorboating other than personal watercraft	28.66	21.98	6.69
	Climbing or mountaineering	13.75	6.96	6.80
	Weight conditioning	31.54	24.49	7.05
	Volleyball	14.81	6.78	8.03
	Using a spray park	10.98	2.65	8.33
	Hunting or shooting	26.74	18.05	8.69
	Off-roading for recreation	20.84	11.90	8.94
	Using a splash park	12.80	3.76	9.04
	Tennis	15.32	5.84	9.47
	Snowboarding	11.99	2.42	9.58
	Football	10.32	0.72	9.60
	Soccer	12.39	2.01	10.38
	Bicycle riding	42.65	31.95	10.70
	Inner tubing or floating	23.14	12.38	10.76
	Swimming or wading at beach	45.77	33.01	12.76
	Snow and ice activities	38.54	25.35	13.19
	Basketball	24.72	10.74	13.98
	Camping	50.21	35.98	14.22
	Sledding, inner tubing, or other snow play	24.00	8.58	15.42
	Hiking	63.53	46.46	17.07
	Field sports	20.08	2.50	17.58
	Swimming in pool	48.18	29.01	19.17
	Swimming in natural waters	45.95	26.46	19.49
	Playground use	47.75	26.83	20.93
	Jogging or running	50.90	22.86	28.05

*The mean age in the survey is among residents 18 years old and older; for this reason, the mean age in the survey is older than the mean age overall, which includes children.

Table 3.17 suggests that jogging/running and aerobics are more often pursuits of those ethnically non-white. Conversely, activities in which the participation rate is greater among whites, compared to non-whites, include boating, beachcombing, gathering/collecting in a nature setting, motorboating, walking with a pet, and snow/ice activities. In the survey, non-white included black/African-American, Hispanic/Latino, Native Americans, Asians, and other ethnicities.

Table 3.17: Activities With Marked Differences in Participation Between White and Non-White Residents.

	Activity	Percent Participation by Those Identifying Themselves as White	Percent Participation by Those Identifying Themselves as Non-White	Percentage Point Difference
More Non-White	Jogging or running	34.44	46.22	11.77
	Aerobics or fitness activities, but not weights	36.86	46.94	10.09
	Tennis	9.95	15.82	5.87
	Swimming in pool	38.45	44.30	5.85
	Basketball	16.01	21.62	5.61
	Weight conditioning	26.71	32.28	5.57
	Surfboarding	1.67	6.75	5.08
Excludes all activities with a difference of less than 5.00 percentage points				
More White	Visiting nature interpretive center	29.13	23.55	5.59
	Skiing, downhill	10.82	4.21	6.61
	Inner tubing or floating	18.53	11.66	6.87
	Gardening, flowers or vegetables	58.12	51.09	7.02
	Boating—canoeing, kayaking, rowing, manual craft	12.08	4.20	7.88
	Hunting or shooting	23.01	14.88	8.13
	Swimming or wading at beach	40.36	32.18	8.19
	Wildlife viewing/photographing	61.25	52.29	8.96
	Snow and ice activities	33.29	23.91	9.38
	Walking with a pet	53.50	44.06	9.45
	Boating—motorboating other than personal watercraft	26.07	15.25	10.82
	Gathering/collecting things in nature setting	28.49	17.28	11.22
	Beachcombing	34.09	21.03	13.06
	Boating—any boating	37.36	21.69	15.67

The final demographic comparison is by the residential character of the respondents' neighborhoods (Table 3.18). Specifically, the sample was divided between those who live in a large city/urban area or suburban area versus those who live in a small city/town or rural area. The more rural pursuits include fishing/shellfishing, hunting/shooting, camping, and off-roading. Meanwhile, activities that are more popular among urban/suburban residents include walking with a pet at an off-leash dog park, jogging/running, walking without a pet, and tennis.

Table 3.18: Activities With Marked Differences in Participation Between Urban or Suburban Residents and Small City/Town or Rural Residents.

	Activity	Percent Participation by Those Identifying Themselves as Urban or Suburban	Percent Participation by Those Identifying Themselves as Small City/Town or Rural	Percentage Point Difference
More Small City/Town or Rural	Fishing or shellfishing	25.27	39.41	14.14
	Hunting or shooting	15.22	25.72	10.50
	Camping	37.19	45.63	8.44
	Off-roading for recreation	10.87	19.01	8.14
	Walking with a pet	47.68	54.92	7.24
	Horseback riding	3.25	10.38	7.13
	Boating—motorboating other than personal watercraft	20.44	27.51	7.06
	Inner tubing or floating	13.49	19.58	6.09
	Gardening, flowers or vegetables	53.86	59.64	5.78
	Swimming in natural waters	32.25	37.97	5.72
	Gathering/collecting things in nature setting	23.88	29.30	5.42
Excludes all activities with a difference of less than 5.00 percentage points				
More Urban or Suburban	Aerobics or fitness activities, but not weights	41.13	35.83	5.31
	Tennis	14.43	8.03	6.40
	Walking without a pet	75.82	68.60	7.22
	Jogging or running	40.79	33.46	7.33
	Walking with a pet—off leash in dog park	20.46	12.39	8.07

Demographic Characteristics of Participants in Specific Activities

Another way to examine demographic characteristics is to look at the 16 primary activity categories and the groups most likely to participate in them. This section provides an overview of the demographic groups within the overall resident survey sample that are *most* and *least* likely to participate in each of the 16 major SCORP activity categories. A discussion of potentially underserved demographic groups follows the discussion of each activity category.

The categories are discussed in this order:

- Sightseeing
- Nature Activities
- Fishing or Shellfishing
- Picnicking, BBQing, or Cooking Out
- Water-Related Activities
- Snow and Ice Activities
- Air Activities (flying, parachuting, bungee jumping, etc.)
- Walking, Hiking, Climbing, Mountaineering
- Bicycle Riding
- Horseback Riding
- Off-Roading for Recreation
- Camping
- Hunting or Shooting
- Recreational Activities
- Indoor Community Facilities
- Frisbee Activities

Sightseeing: In total, 57% of Washington residents participate in sightseeing, such as at a cultural or historical facility or scenic area (note that this overall category includes three different types of sightseeing activities). The demographic groups *most likely* to engage in sightseeing (i.e., groups with at least 60% of individuals participating in the activity) include those with an education level of a bachelor's degree or higher, those with a household income of at least \$50,000 per year, those who live in an urban or suburban area, and those the mean age of 46 or older. Meanwhile, the groups *least likely* to participate in sightseeing (i.e., groups with less than 50% of individuals participating) include those with a household income of less than \$50,000 per year and non-white/non-Caucasian residents.

Nature Activities: In total, 81% of Washington residents participate in nature activities, such as visiting a nature interpretive center or viewing or photographing wildlife (note that this overall category includes 16 different types of nature activities). The demographic groups *most likely* to engage in nature activities (i.e., groups with at least 85% of residents participating in the activity) include those the mean age of 46 or older, those who own their place of residence, those with a household income of at least \$50,000 per year, and females. On the other hand, the groups *least likely* to participate in nature activities (i.e., groups with 75% of individuals or less participating) include non-white/non-Caucasian residents, those who rent their place of residence, and disabled individuals.

Fishing or Shellfishing: In total, 34% of Washington residents participate in fishing or shellfishing activities, such as freshwater or saltwater fishing (note that this overall category includes 12 different types of fishing/shellfishing activities). Males are the group most likely to engage in fishing or shellfishing, with nearly half of all males participating in this activity. Otherwise, the demographic groups *most likely* to engage in fishing or shellfishing are those who live in a small city/town or rural area and those younger than the mean age of 46. Meanwhile, the groups *least likely* to participate in fishing or shellfishing (i.e., groups with less than 33% participating) are those the mean age of 46 or older, non-white/non-Caucasian residents, those with an education level of a bachelor's degree or higher, those living in an urban or suburban area, and females.

Picnicking, BBQing, or Cooking Out: In total, 81% of Washington residents participate in picnicking, BBQing, or cooking out (note that this overall category includes three different types of picnicking, BBQing, or cooking out activities). The demographic groups *most likely* to engage in picnicking, BBQing, or cooking out (i.e., groups with at least 85% of residents participating in the activity) include those with a household income of at least \$50,000 per year and those with children under the age of 18 living in the household. By contrast, the groups *least likely* to participate in picnicking, BBQing, or cooking out (i.e., groups with less than 80% of individuals participating) include those without children under the age of 18 living in the household, non-white/non-Caucasian residents, and disabled individuals.

Water-Related Activities: In total, 75% of Washington residents participate in water-related activities, such as beachcombing or swimming (note that this overall category includes 47 different types of water-related activities). The demographic groups *most likely* to engage in water-related activities (i.e., groups with at least 80% of residents participating in the activity) include those with children under the age of 18 living in the household, those younger than the mean age of 46, and those with a household income of at least \$50,000 per year. Meanwhile, the groups *least likely* to participate in water-related activities (i.e., groups with less than 70% of individuals participating) include those the mean age of 46 or older, non-white/non-Caucasian residents, and disabled individuals.

Snow and Ice Activities: In total, 31% of Washington residents participate in snow and ice activities, such as snowshoeing or sledding (note that this overall category includes 15 different types of snow and ice activities). The demographic groups *most likely* to engage in snow and ice activities (i.e., groups with more than 35% of residents participating in the activity) include those with children under the age of 18 living in the household, those younger than the mean age of 46, those with an education level of a bachelor's degree or higher, and those with a household income of at least \$50,000 per year. Meanwhile, the groups *least likely* to participate in snow and ice activities (i.e., groups with 25% of individuals participating or less) include those the mean age of 46 or older, non-white/non-Caucasian residents, and disabled individuals.

Air Activities (flying, parachuting, bungee jumping, etc.): In total, just 4% of Washington residents participate in air activities, such as bungee jumping or hang gliding (note that this overall category includes seven different types of air activities). Just one demographic group has more than 4% of individuals participating in air activities: males are the group *most likely* to engage in this type of activity, with 5% of all males in Washington participating. On the other hand, the groups *least likely* to participate in air activities (i.e., groups with 3% of individuals participating or less) include those the mean age of 46 or older, those with a household income of less than \$50,000 per year, disabled individuals, non-white/non-Caucasian residents, and females.

Walking, Hiking, Climbing, Mountaineering: In total, 90% of Washington residents participate in walking, hiking, climbing, or mountaineering, such as walking with a pet or hiking on trails (note that this overall category includes 20 different types of walking, hiking, climbing, or mountaineering activities). While virtually all demographic groups show robust levels of participation in this category, the groups *most likely* to engage in walking, hiking, climbing, or mountaineering activities (i.e., groups with at least 93% of residents participating in the activity) include those with an education level of a bachelor's degree or higher, those younger than the mean age of 46, and those with a household income of at least \$50,000 per year. Meanwhile, just one group has less than 88% of individuals participating in walking, hiking, climbing, or mountaineering activities: only 79% of disabled residents participate in this type of activity, making it the group *least likely* to engage in walking, hiking, climbing, or mountaineering.

Bicycle Riding: In total, 37% of Washington residents participate in bicycle riding activities, such as riding a bicycle on a street or trail (note that this overall category includes 12 different types of bicycle riding activities). The demographic groups *most likely* to engage in bicycle riding activities (i.e., groups with more than 40% of residents participating in the activity) include those with an education level of a bachelor's degree or higher, those with children under the age of 18 living in the household, those with a household income of at least \$50,000 per year, those younger than the mean age of 46, and males. By contrast, the groups *least likely* to participate in bicycle riding activities (i.e., groups with less than 33% of individuals participating) include those the mean age of 46 or older, females, those who rent their place of residence, those with an education level of less than a bachelor's degree, and disabled individuals.

Horseback Riding: In total, 8% of Washington residents participate in horseback riding activities, such as riding a horse on grounds or trails (note that this overall category includes seven different types of horseback riding activities). The demographic groups *most likely* to engage in horseback riding activities (i.e., groups with at least 10% of residents participating in the activity) include those who live in a small city/town or rural area and females. Meanwhile, the groups *least likely* to participate in horseback riding activities (i.e., groups with less than 7% of individuals participating) include those with an education level of a bachelor's degree or

higher, males, non-white/non-Caucasian residents, and those living in an urban or suburban area.

Off-Roading for Recreation: In total, 15% of Washington residents participate in off-roading for recreation activities, such as off-roading with a motorcycle or ATV (note that this overall category includes 24 different types of off-roading for recreation activities). The demographic groups *most likely* to engage in off-roading for recreation activities (i.e., groups with more than 20% of residents participating in the activity) include those younger than the mean age of 46, those with an education level of less than a bachelor's degree, and males. On the other hand, the groups *least likely* to participate in off-roading for recreation activities (i.e., groups with 12% of individuals participating or less) include non-white/non-Caucasian residents, disabled individuals, those the mean age of 46 or older, those living in an urban or suburban area, females, and those with an education level of a bachelor's degree or higher.

Camping: In total, 42% of Washington residents participate in camping activities, such as camping or backpacking in a primitive location (note that this overall category includes 20 different types of camping activities). The demographic groups *most likely* to engage in camping activities (i.e., groups with at least 48% of residents participating in the activity) include those younger than the mean age of 46, those with children under the age of 18 living in the household, males, and those with a household income of at least \$50,000 per year. Meanwhile, the groups *least likely* to participate in camping activities (i.e., groups with less than 40% of individuals participating) include those without children under the age of 18 living in the household, those with an education level of a bachelor's degree or higher, those living in an urban or suburban area, females, those the mean age of 46 or older, and disabled individuals.

Hunting or Shooting: In total, 21% of Washington residents participate in hunting or shooting activities, such as hunting big game or target shooting (note that this overall category includes 29 different types of hunting or shooting activities). The demographic groups *most likely* to engage in hunting or shooting activities (i.e., groups with at least 25% of residents participating in the activity) include males, those younger than the mean age of 46, those who live in a small city/town or rural area, and those with an education level of less than a bachelor's degree. By contrast, the groups *least likely* to participate in hunting or shooting activities (i.e., groups with 15% of individuals participating or less) include those living in an urban or suburban area, non-white/non-Caucasian residents, and females.

Recreational Activities: In total, 83% of Washington residents participate in recreational activities, such as volleyball, basketball, or tennis (note that this overall category includes 58 different types of recreational activities). The demographic groups *most likely* to engage in recreational activities (i.e., groups with more than 90% of residents participating in the activity) include those younger than the mean age of 46 and those with children under the 18 living in the household. While most demographic groups have at least 80% of individuals participating in recreational activities, three groups show a lower rate of participation: residents who do not have children under the age of 18 living in the household, those the mean age of 46 or older, and disabled individuals are the groups *least likely* to participate in recreational activities.

Indoor Community Facilities: In total, 28% of Washington residents participate in activities involving indoor community facilities, such as an arts and crafts class at an activity center (note that this overall category includes four different types of activities associated with indoor community facilities). The demographic groups *most likely* to participate in activities involving indoor community facilities (i.e., groups with at least 33% of residents participating in the activity) include those with an education level of a bachelor's degree or higher and those with a

household income of at least \$50,000 per year. On the other hand, the groups *least likely* to participate in activities involving indoor community facilities (i.e., groups with less than 25% of individuals participating) include those who rent their place of residence, those with a household income of less than \$50,000 per year, those with an education level of less than a bachelor's degree, and disabled residents.

Frisbee Activities: In total, 17% of Washington residents participate in Frisbee activities (note that this overall category includes both disc golf and ultimate Frisbee/Frisbee football). The demographic groups *most likely* to participate in Frisbee activities (i.e., groups with at least 20% of residents participating in the activity) include those younger than mean age of 46, those with children under the age of 18 living in the household, and those who rent their place of residence. Meanwhile, the groups *least likely* to participate in Frisbee activities (i.e., groups with 15% of individuals participating or less) include those who do not have children under the age of 18 living in the household, those the mean age of 46 or older, females, and disabled residents.

Common Underserved Groups: Based on these participation rates, five demographic groups emerge as having consistently lower participation rates than the rest. First, disabled individuals show markedly lower participation rates more often than any of the other demographic groups. However, given that the resident survey focused on outdoor recreational activities, it is not entirely surprising to find this group at or near the bottom of the participation ranking for many of the 16 major activity categories.

Non-white/non-Caucasian residents are the next potentially underserved group, as these individuals fall at or near the bottom of the participation rankings more often than any group except disabled residents. Rounding out the list of potentially underserved groups are residents older than the mean age of 46, females, and residents who live in urban or suburban areas.

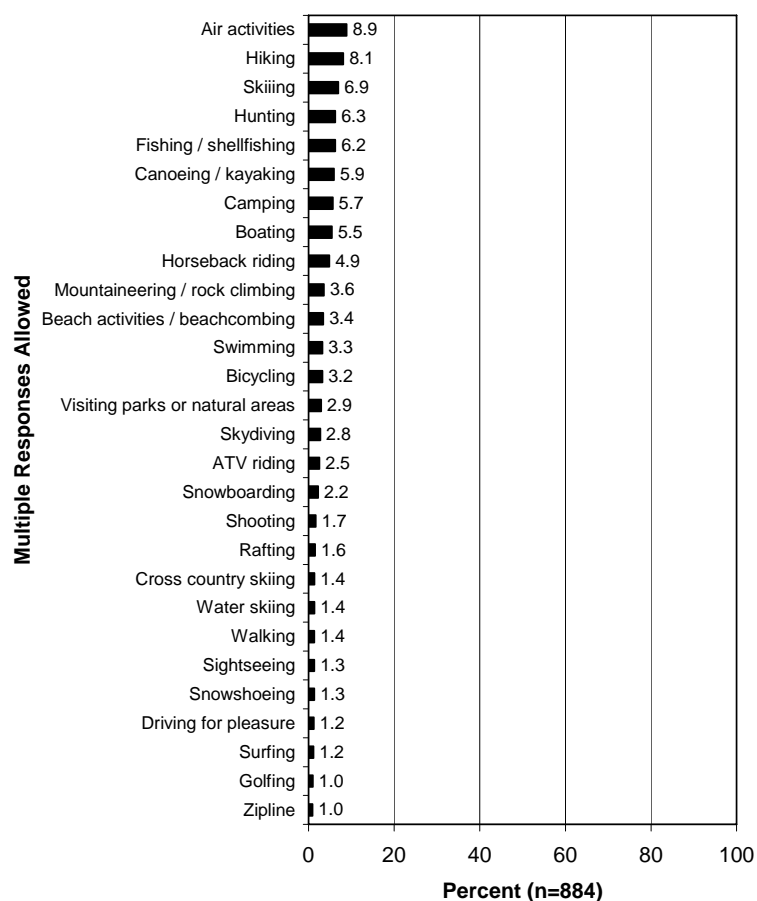
It is possible that participation rates among these groups are affected by either a lack of awareness of opportunities or a lack of access to facilities and locations for outdoor recreation. External factors such as a lack of free time and/or poor health may also present challenges for these groups.

LATENT DEMAND

The survey of residents had two measures of latent demand. In the first, more than a quarter (29%) of Washington State residents said that there are outdoor activities that they currently do *not* do but that they would like to do. Leading the list are air activities (flying, parachuting, bungee jumping, etc.), hiking, skiing, hunting, fishing, canoeing/kayaking, camping, and other boating (Figure 3.15). It may be that some respondents answered with activities that they wish that they could do, regardless of the feasibility of actually being able to do them.

Figure 3.15: Activities in Which Residents Currently Do Not Participate but in Which They Would Like to Participate.

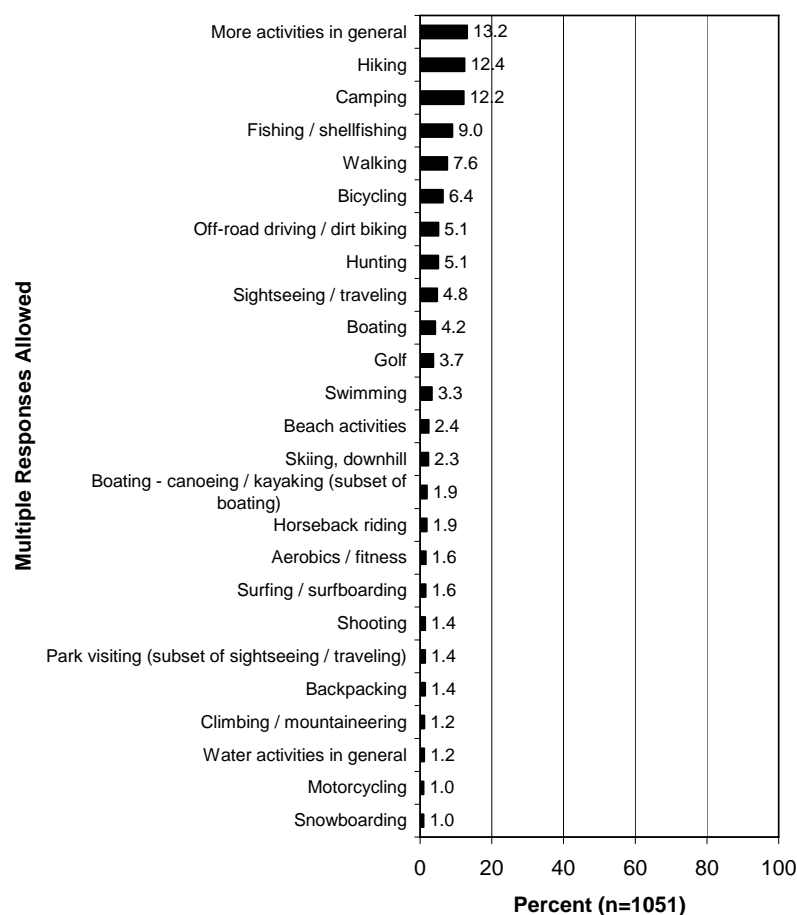
Q341. Which outdoor activities do you think you'd like to do? (Asked of those who indicate that there is an activity(ies) that they do not currently do but would like to do in Washington.) (Shows only those named by at least 1.0% of respondents.)



The second measure of latent demand asked residents to name activities in which they currently participate but in which they would like to participate more. A third of residents (33%) have activities in which they participate at a level lower than they would like to participate. Figure 3.16 shows the listing of activities named in the follow-up question; leading the list are hiking, camping, fishing, walking, bicycling, off-road driving, and hunting.

Figure 3.16: Activities in Which Residents Participate but in Which They Would Like to Participate More.

Q344. Which outdoor activities do you think you'd like to do more of in Washington? (Asked of those who indicate that there is an activity(ies) that they currently do but would like to do more of in Washington.) (Shows only those named by at least 1.0% of respondents.)



TRENDS IN PARTICIPATION AND DEMAND

Previous SCORP surveys were conducted in 2002 and 2006, and it is interesting to compare participation in activities from one survey to the next. Because of methodological differences between the three surveys, a direct comparison of participation *rates* was not possible; however, a comparison of the relative *rankings* was made. This analysis of rankings looked only at those activities with at least 4.0% participation in 2012 (a very small percentage change for those activities with relatively low participation rates can cause a huge swing in ranking; for this reason, those activities with less than 4.0% participation in 2012 were excluded from the analysis).

Table 3.19 shows the top 53 activities in 2012 and where those activities would be ranked (out of 53 activities) in 2002 and 2006; it also shows the differences in ranking (one column compared 2002 and 2012; one column compares 2006 and 2012; the final column compares the mean of 2002 and 2006 to the 2012 ranking). Some activities with a marked increase in ranking include fishing for shellfish, visiting a nature interpretive center, climbing or mountaineering, firearms use (hunting or shooting), inner tubing or floating, and camping in a primitive location. It is also worth noting that picnicking, BBQing, and cooking out went from the ninth-ranked activity in 2002 to the top-ranked activity in 2012. Figure 3.17 graphically shows the top and bottom of the table—those activities with large changes in ranking. Note that the top ranking is “1” and the lowest ranking is “53.”

Table 3.19a: Changes in Rankings of Activities.


Activity	2002 Rank	2006 Rank	2012 Rank	Difference in rank from 2002 to 2012	Difference in rank from 2006 to 2012	Difference in rank: mean of 2002 and 2006 rankings compared to the 2012 ranking	
Fishing for shellfish	39	45	29	10	16	13	Greatest gain in ranking 
Visiting a nature interpretive center	20	33	14	6	19	12.5	
Climbing or mountaineering	49	42	34	15	8	11.5	
Firearms (hunting or shooting)	22	41	21	1	20	10.5	
Inner tubing or floating	42	25	23	19	2	10.5	
Camping—backpacking/primitive location	46	47	36	10	11	10.5	
Snowshoeing	52	52	44	8	8	8	
Softball	48	40	37	11	3	7	
Camping—tent camping with car/motorcycle	26	19	16	10	3	6.5	
Volleyball	43	34	32	11	2	6.5	
Hiking	8	16	6	2	10	6	
Aerobics or fitness activities, but not weights—at a facility	33	13	17	16	-4	6	
Water skiing	40	49	39	1	10	5.5	
Fishing from a bank, dock, or jetty	17	31	19	-2	12	5	
Beachcombing	21	14	13	8	1	4.5	
Picnicking, BBQing, or cooking out	9	1	1	8	0	4	
Horseback riding	34	50	38	-4	12	4	
Wildlife viewing/photographing	2	11	3	-1	8	3.5	
Boating—canoeing, kayaking, rowing, manual craft	38	28	30	8	-2	3	
Badminton	53	43	45	8	-2	3	
Fishing from private boat	19	30	22	-3	8	2.5	
Jogging or running	15	12	12	3	0	1.5	
Snowboarding	41	46	42	-1	4	1.5	
Weight conditioning—at a facility	24	18	20	4	-2	1	
Tennis	32	36	33	-1	3	1	

Table 3.19b: Changes in Rankings of Activities (continued).


Activity	2002 Rank	2006 Rank	2012 Rank	Difference in rank from 2002 to 2012	Difference in rank from 2006 to 2012	Difference in rank: mean of 2002 and 2006 rankings compared to the 2012 ranking	
Swimming or wading at beach	14	3	8	6	-5	0.5	 Greatest decline in ranking
Playground use	13	8	10	3	-2	0.5	
Swimming in pool	12	6	9	3	-3	0	
Basketball	28	20	24	4	-4	0	
Walking without a pet	1	2	2	-1	0	-0.5	
Sightseeing	3	4	4	-1	0	-0.5	
Gardening, flowers or vegetables	4	5	5	-1	0	-0.5	
Boating—motorboating other than personal watercraft	18	17	18	0	-1	-0.5	
Walking with a pet	5	7	7	-2	0	-1	
Gathering/collecting things in nature setting	7	21	15	-8	6	-1	
Skiing, downhill	25	35	31	-6	4	-1	
Handball, racquetball, or squash	51	51	52	-1	-1	-1	
Boating—using personal watercraft	47	48	49	-2	-1	-1.5	
Sledding, inner tubing, or other snow play	31	15	25	6	-10	-2	
Bicycle riding	6	9	10	-4	-1	-2.5	
Archery (hunting or shooting)	44	53	51	-7	2	-2.5	
Off-roading—ATV/dune buggy	37	39	41	-4	-2	-3	
Football	50	37	48	2	-11	-4.5	
Golf	10	24	25	-15	-1	-8	
Baseball	45	32	47	-2	-15	-8.5	
Camping—RV camping	16	22	28	-12	-6	-9	
Off-roading—4-wheel drive vehicle	23	26	35	-12	-9	-10.5	
Soccer	36	27	43	-7	-16	-11.5	
Off-roading—motorcycle	35	44	52	-17	-8	-12.5	
Class or instruction at community center	29	23	39	-10	-16	-13	
Roller or inline skating	30	38	50	-20	-12	-16	
Social event at community center	11	10	27	-16	-17	-16.5	
Activity center	27	29	46	-19	-17	-18	

Figure 3.17: Activities With the Greatest Changes in Rank, 2002/2006 to 2012.

**Change in Rankings from 2002/2006 to 2012.
(Shows only those activities moving 4 or more places.)**

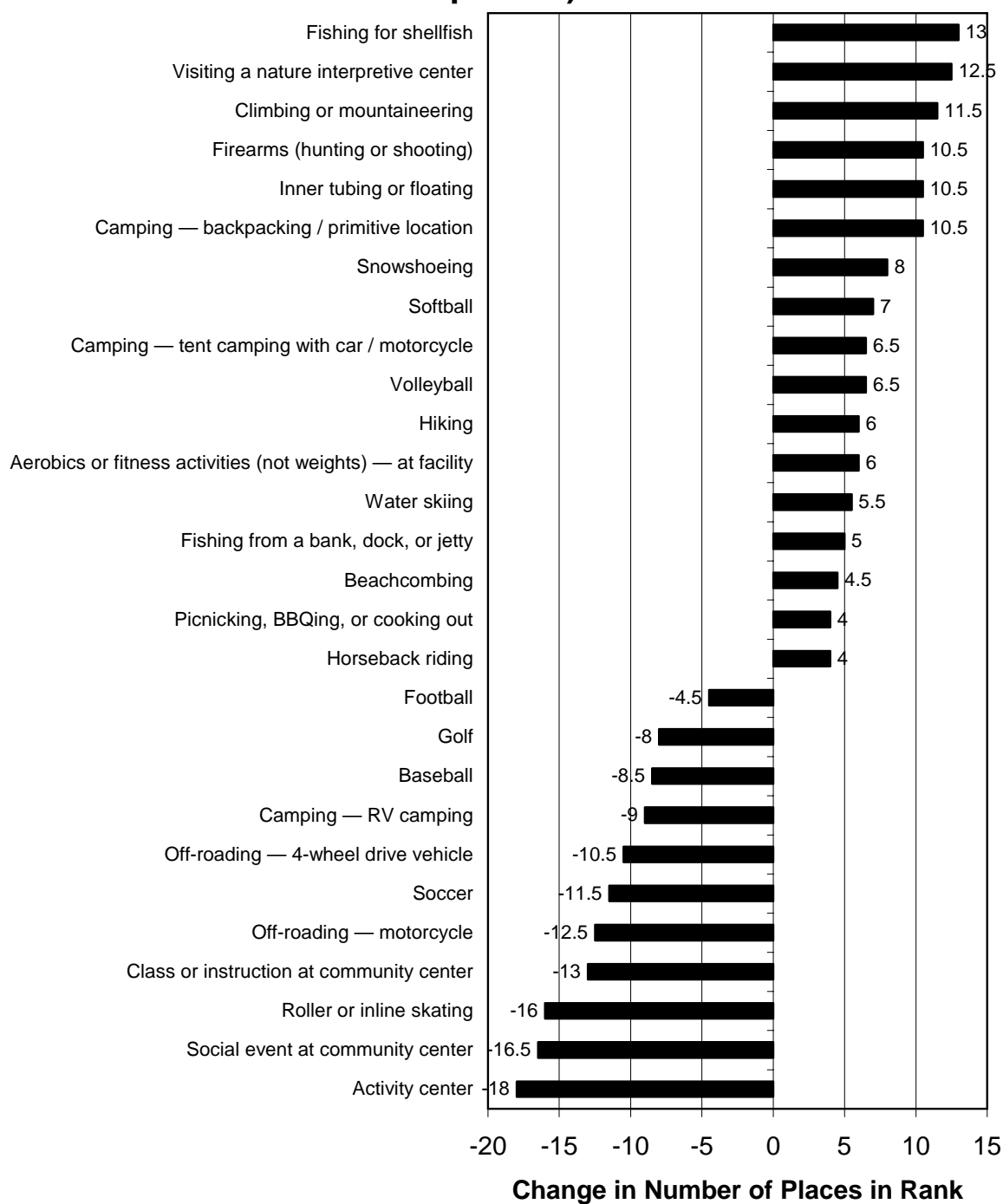
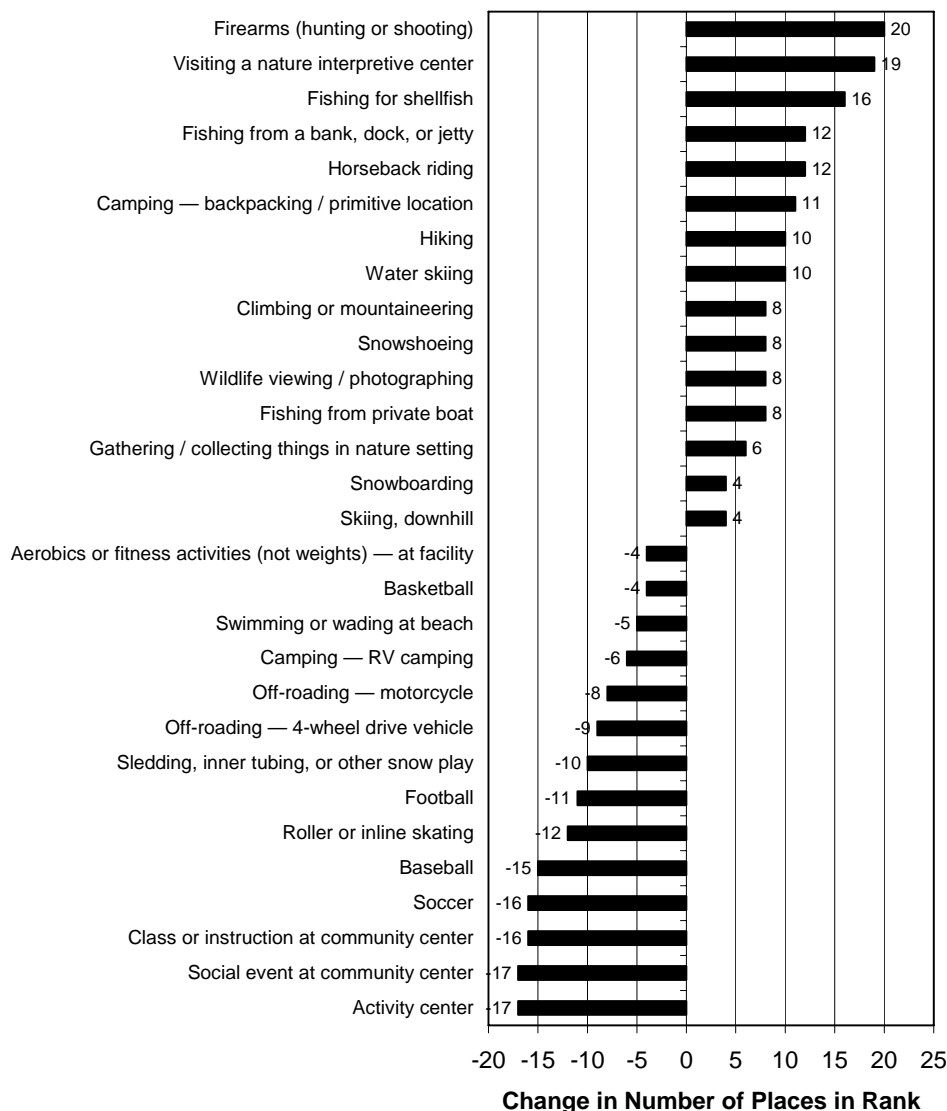


Figure 3.18 shows the change in rankings from 2006 to 2012. It shows the dramatic increase in many of the activities based in nature (including activities that are not encompassed by the more narrow definition of “nature-based activities” used in categorizing activities in the SCORP), such as hunting, visiting a nature interpretive center, fishing, camping, and hiking.

Figure 3.18: Activities With the Greatest Changes in Rank, 2006 to 2012.

Change in Rankings from 2006 to 2012. (Shows only those activities moving 4 or more places.)



The increases in participation that the data above suggest are mirrored by national trends. For instance, recent research indicates that Americans' participation in hunting, fishing, and wildlife viewing is increasing. The U.S. Fish and Wildlife Service and U.S. Census Bureau's *National Survey of Fishing, Hunting, and Wildlife-Associated Recreation* is a nationwide trend survey administered every 5 years and represents the largest and most comprehensive measurement

of Americans' participation in these activities. The *National Survey* was most recently conducted in 2011, and these results indicate that the percentage of Americans ages 16 and older participating in hunting increased by 9% since 2006: in 2011, 13.7 million Americans took part in hunting, compared to 12.5 million Americans in 2006.

The 2011 *National Survey* results for fishing also show an increase in participation. According to the survey, the 33 million Americans ages 16 and older who went freshwater or saltwater fishing in 2011 marked an 11% increase over the 30 million Americans who fished in 2006.

The *National Survey* measures wildlife viewing in two ways: wildlife viewing within a mile of home and wildlife viewing more than a mile from home. The recent *National Survey* results for wildlife viewing indicate that participation since 2001 has increased by 9%: in 2011, 71.8 million Americans ages 16 and older engaged in around-the-home or away-from-home wildlife viewing, compared to 71.1 million Americans in 2006 and just 66.1 million Americans in 2001.

It is worth noting that many of the *declines* in activities in Washington State are matched by national trends as well. For instance, Figure 3.17 shows a decline in the ranking of golf; this is matched by National Golf Foundation statistics, which show that golfing participants numbered over 30 million in 2003 (a peak year) but then steadily declined each year through 2009 (Beditz 2010). Likewise, the Outdoor Foundation's 2012 Outdoor Recreation Participation Report shows decreased participation for several of the same activities that saw lowered participation across the 2006 and 2012 SCORP surveys. For example, the most recent Outdoor Foundation data shows that the 14.6 million Americans ages 6 and older who participated in baseball in 2006 declined to 12.6 million participants in 2011. Similarly, 12.3 million participants in touch football in 2006 declined to just 7 million participants in 2011; for tackle football, 8.4 million participants in 2006 went to just under 6 million in 2011. For roller skating with inline wheels (another activity that saw a notable decline across the two SCORP surveys), the Outdoor Foundation survey determined that while 12.3 million Americans ages 6 and older participated in 2006, the number had decreased to just 6.9 million by 2011.

Other data reflective of the participation declines from the SCORP surveys are available in the Sporting Goods Manufacturers Association's (SGMA) 2010 Sports & Fitness Participation Topline Report: this survey found that participation in basketball decreased from 26.2 million Americans in 2000 to 24 million Americans in 2009. Participation data for some of the other activities mentioned in both the SCORP and Outdoor Foundation surveys were also measured in the SGMA, and the declines are again consistent across all three data sources. For example, the SGMA survey showed that baseball had 15.8 million participants in 2000 and just 13.8 million in 2009. Similarly, the SGMA determined that 8.2 million Americans engaged in tackle football in 2000, compared to 6.8 million in 2009. Finally, while 21.9 million Americans participated in roller skating with inline wheels in 2000, only 8.3 million individuals engaged in the activity in 2009. As with the Outdoor Foundation survey, all results from SGMA survey are among Americans ages 6 and older.

FUTURE DEMAND AND NEW FORMS OF RECREATION

It would appear that most people will continue to engage in the outdoor activities in which they previously participated. After listing the activities in which they participated, residents were then asked if they planned to do those activities in the coming year. An overwhelming majority of them (91%) indicated that they planned to do *all* of the same activities in which they had participated in the previous year, and another 3% indicated that they planned to do most of

those activities. Therefore, it is likely that rates of planned participation would be roughly the same as the actual participation rates discussed previously in this section of the SCORP.

Regarding new forms of recreation, several activities were newly tracked in the 2012 resident survey, including general frisbee play, with a participation rate of 16.8%, disc golf or frisbee golf (4.5%), and ultimate frisbee or frisbee football (3.0%). While ultimate frisbee requires nothing more than a field, disc golf requires infrastructure for the tees and the baskets, which has implications for recreation providers.

Another activity that is eons old but newly tracked in 2012 is swimming in natural waters, in which 35.7% of residents participated. While this activity does not require any facility for the activity itself, it may benefit from some infrastructure, including access to water. Likewise, snorkeling was also newly tracked (3.7%), as were two other water-related activities: using a splash park (8.1%) and using a spray park (6.4%).

Ice hockey was included in the 2012 study. However, only 0.5% of residents indicated playing ice hockey.

It is impossible to say what new forms of recreation will emerge in the next decades, or whether some older forms of recreation may take on new life. It is hoped that the extensive public input during the development of the SCORP will ensure that new forms of recreation that should be included in the next SCORP will be included.

CHAPTER 4: ISSUES IN PROVIDING RECREATION OPPORTUNITIES

Chapter Highlights

- Among local providers, three issues repeatedly emerged as the most important: funding, maintenance of existing facilities, and problems related to access.
- Among state, federal, and not-for-profit recreation providers, public access is by far the top issue of concern.
- Among all providers, creating new partnership opportunities and increasing public access are priorities.
- Most local recreation providers are only able to meet about a quarter of their funding goals.
- The public recognizes that funding limitations have an impact on parks and recreation opportunities, and they are open to discussing creative solutions to funding issues.
- Among Washington residents, the top constraints to outdoor recreation participation are social issues and other issues over which agencies/organizations have little influence, such as weather. However, other constraints that agencies can address are primarily related to access to recreation facilities and opportunities.
 - Top problems were lack of facilities or closed facilities, access or travel distance, costs, and poor quality of existing facilities.
- Five factors related to access and how they impact outdoor recreation should be considered: availability, accessibility, accommodation, awareness, and assumptions.
- User fees and specific-use taxes also emerged as a constraint during discussions among Town Hall contributors.
- Recreation equity involves assessing unmet demand. Planning for recreation trends may require multiple techniques to detect unmet demand.
- User conflicts and recreation compatibility are key issues of concern to providing quality outdoor recreation experiences to user groups. User conflicts can have serious consequences, including safety issues, user displacement, and even participation desertion.
- There are three trends that may pose challenges to outdoor recreation providers in the future: increasing demand for outdoor recreation due to population growth, increasing diversity of recreation experiences, and the contemporary retraction of government programs (e.g., anti-tax initiatives in Washington).
- As the population grows, several major demographic trends are taking place in the state that will need to be considered in outdoor recreation planning: urbanization, increases in minority populations, and an aging population.
- Two factors of sustainability should be considered in outdoor recreation planning: (1) the impact of recreation on the environment (environmental sustainability) and (2) the longevity of recreational assets (recreational sustainability).
- Opinions on technological issues range from those who wholly embrace technology as a new opportunity for open space enjoyment to those who insist that technology be restricted as an interference to the outdoor recreation experience.
- A high priority for recreation providers is providing access to an abundance of diverse opportunities.
- The public would like to see an increase in the quantity and diversity of recreation opportunities provided.

This chapter explores issues related to providing outdoor recreation, including constraints and barriers, challenges, and other concerns related to outdoor recreation. The survey research, meetings with RCO staff and the Funding Board, and public comments posted on the SCORP Town Hall have proven useful in identifying the issues that are important in providing outdoor recreation in Washington. In some cases, as in the survey of residents and the web-based surveys of recreation providers, quantitative data are presented to support the conclusions. In many cases, however, qualitative research has been highlighted based on the SCORP Town Hall, in which members of the public participated during the research and planning process. Consequently, in some cases, it is not appropriate to ascribe *quantitative* meanings to these issues. Rather, the goal of this chapter is to provide a context for better understanding outdoor recreation issues in Washington, for exploring their impact on resources and the public, and for investigating future opportunities or potential solutions.

TOP CHALLENGES AMONG RECREATION PROVIDERS

Among local providers, the top three *issues of concern* are funding and/or costs (27%), maintenance of existing facilities (26%), and access and parking (24%). When asked about *challenges or obstacles*, local providers again most commonly responded with funding/costs (67%) and maintenance of existing facilities (23%). In the surveys, other notable issues of concern include new facility development and acquisition, improvement or renovation to or increasing the capacity of existing facilities, trails/paths, open space/undeveloped land, and meeting the demand for a multitude of recreational activities.

Local providers were also asked specifically about their agency's funding goal for developing capital facilities for public outdoor recreation. The mean percent of funding goals being met statewide is 27.1%. In a similar question, the mean percent of funding goals for acquiring land for public outdoor recreation being met statewide is 24.4%. In short, most local recreation providers are only able to meet about a quarter of their funding goals.

The survey of federal, state, and not-for-profit recreation providers found that public access is by far the top issue of concern, followed distantly by funding, acquisition of land/building facilities, habitat and/or wildlife health, maintenance of existing infrastructure, and user conflicts or crowding.

Other questions in the surveys also highlighted funding as an issue. Again, for the most part, the surveys suggest that funding goals are not being met. The biennial average percent of unmet capital facility development reported by federal, state, and not-for-profit recreation providers shows a mean of 40.5% for unmet goals for public outdoor recreation. Although less, the biennial average percent of unmet land acquisition goals for public outdoor recreation was still calculated as a mean percent of 32.6%. As with local recreation providers, federal, state, and not-for-profit recreation providers are struggling with funding issues and are unable to meet their annual funding goals.

Both the survey of local providers and the survey of federal, state, and not-for-profit recreation providers asked respondents to rate 16 issues regarding their importance in providing outdoor recreation in their service area, using a scale from 0 to 10, with 10 being the highest importance. For both surveys, the top two issues were creating new partnership opportunities and increasing public access. Below that, the lists diverge a bit, with local providers being concerned with tangible, concrete issues (acquiring land, developing new sites) and federal/state/not-for-profit being concerned with more abstract issues (providing more sustainable outdoor recreation opportunities, increasing natural resource protection).

Figure 4.1 shows results among federal, state, and not-for-profit providers. This is followed by local provider survey results overall and then by each region (Figures 4.2 through 4.11).

Figure 4.1: Mean Ratings of Importance of the Following Issues to Federal, State, Tribal, and Not-for-Profit Recreation Providers.

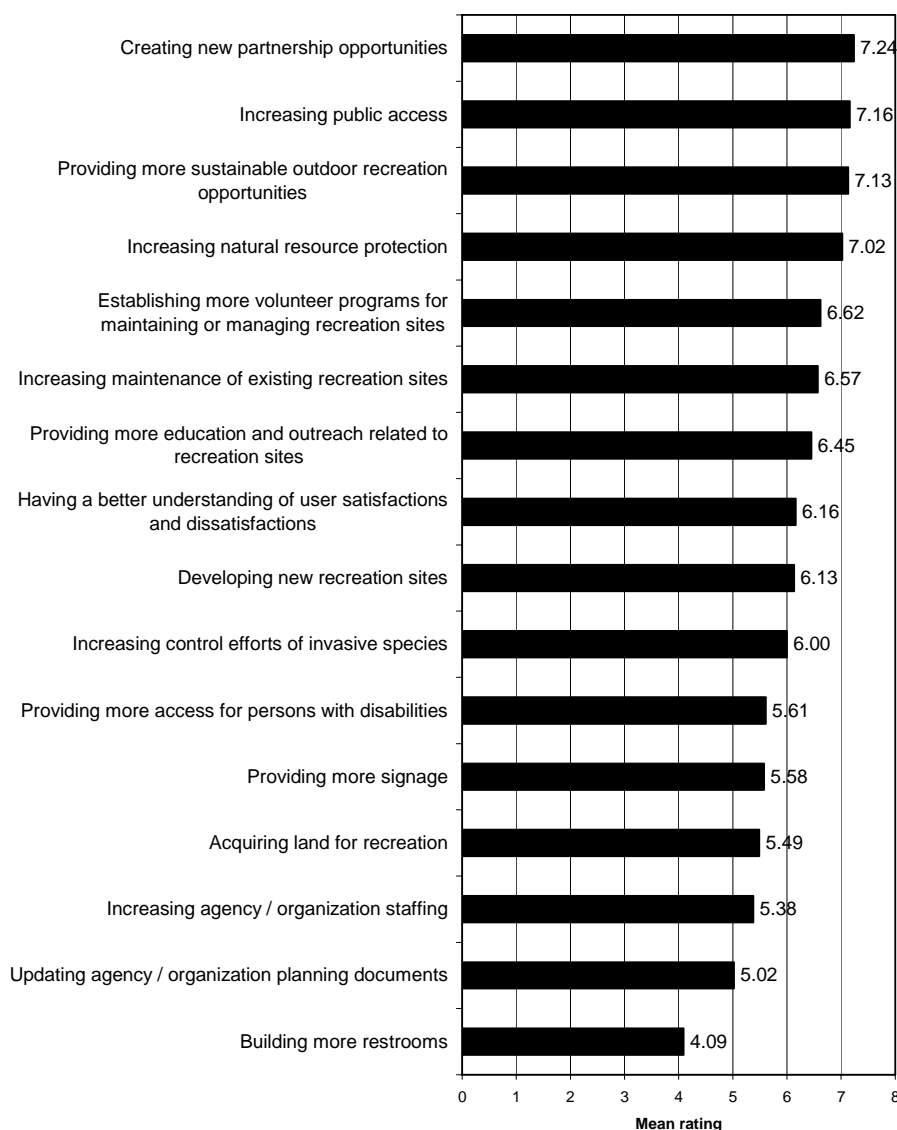


Figure 4.2: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Islands Region.

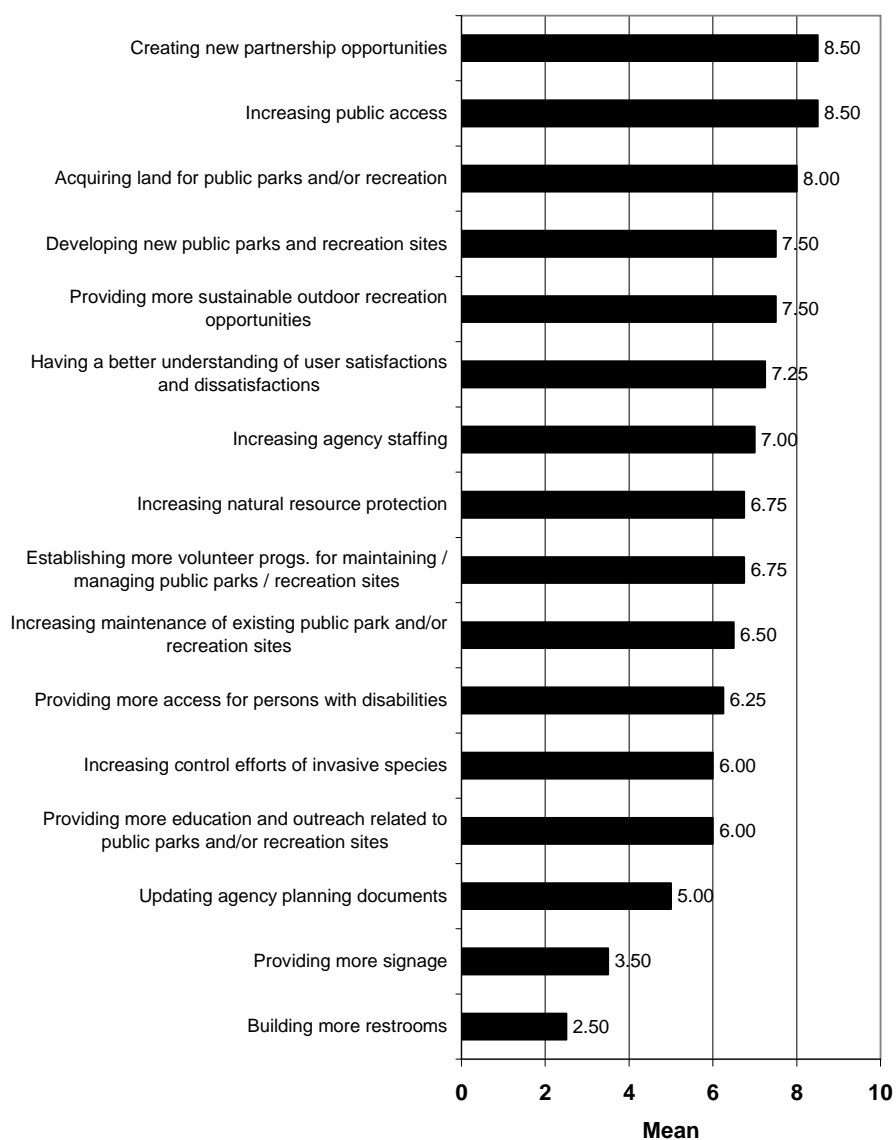


Figure 4.3: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Peninsulas Region.

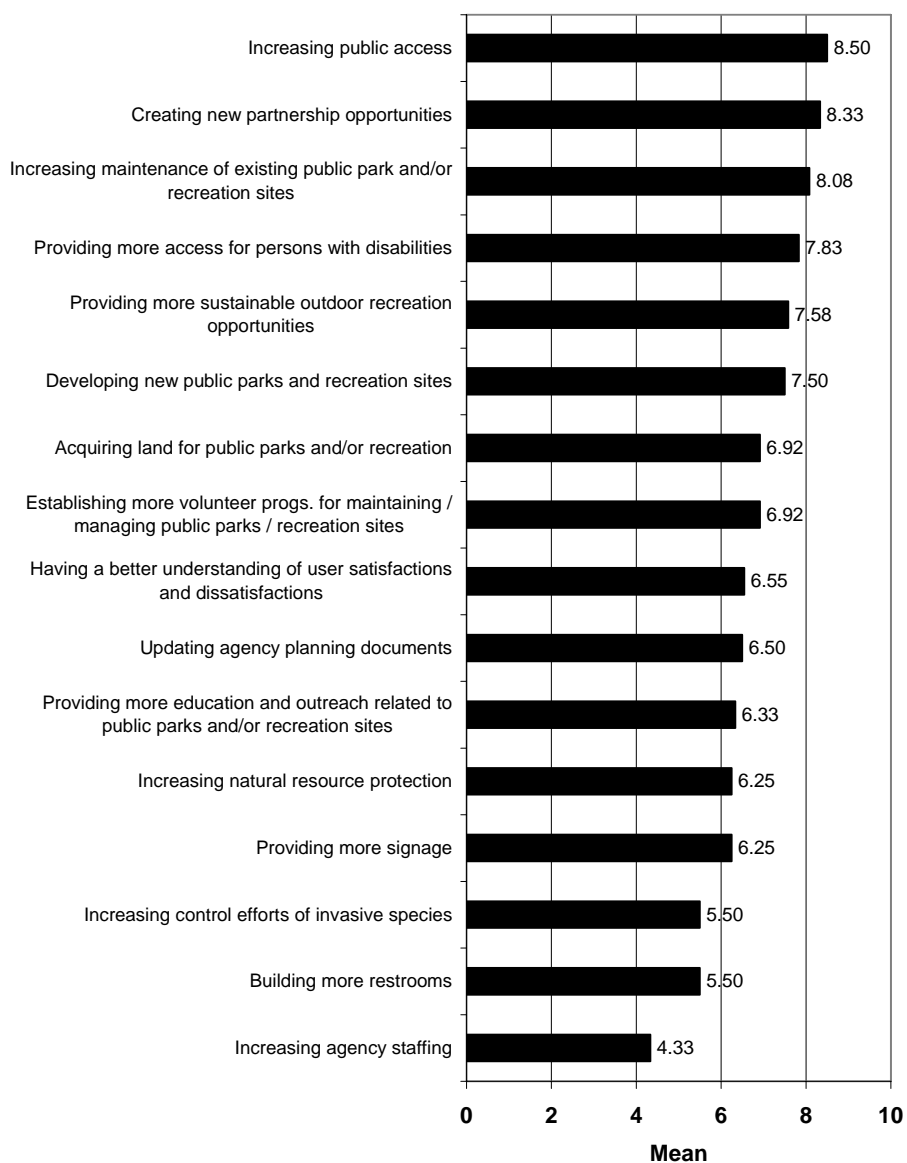


Figure 4.4: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Coast Region.

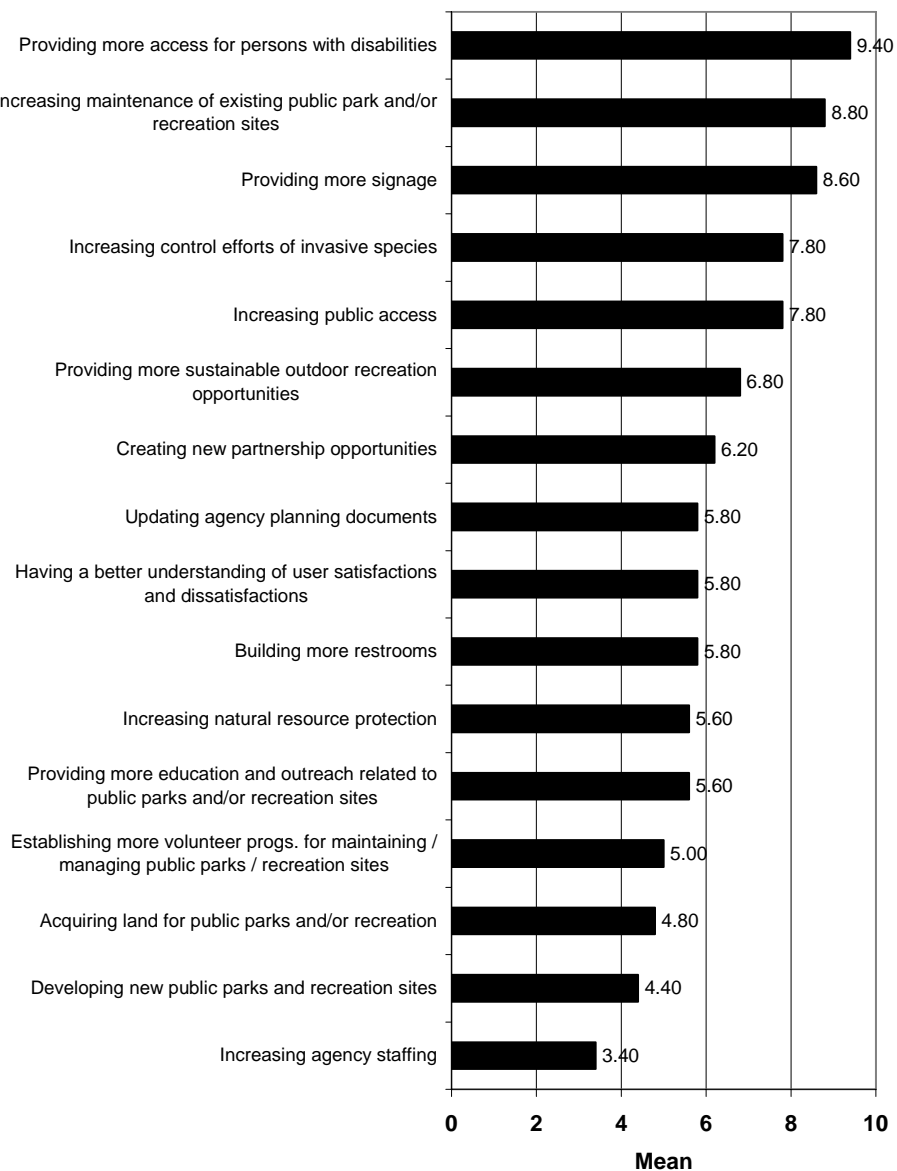


Figure 4.5: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the North Cascades Region.

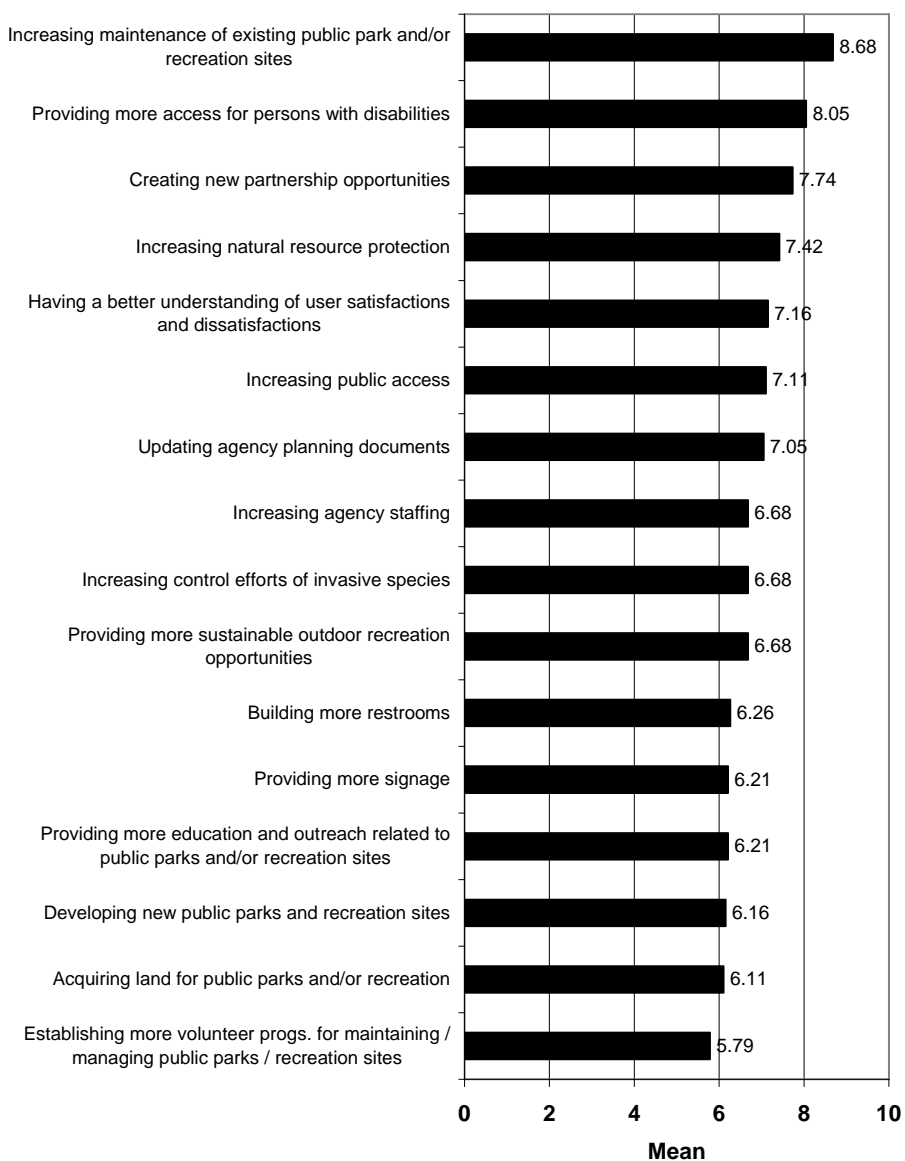


Figure 4.6: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Seattle-King Region.

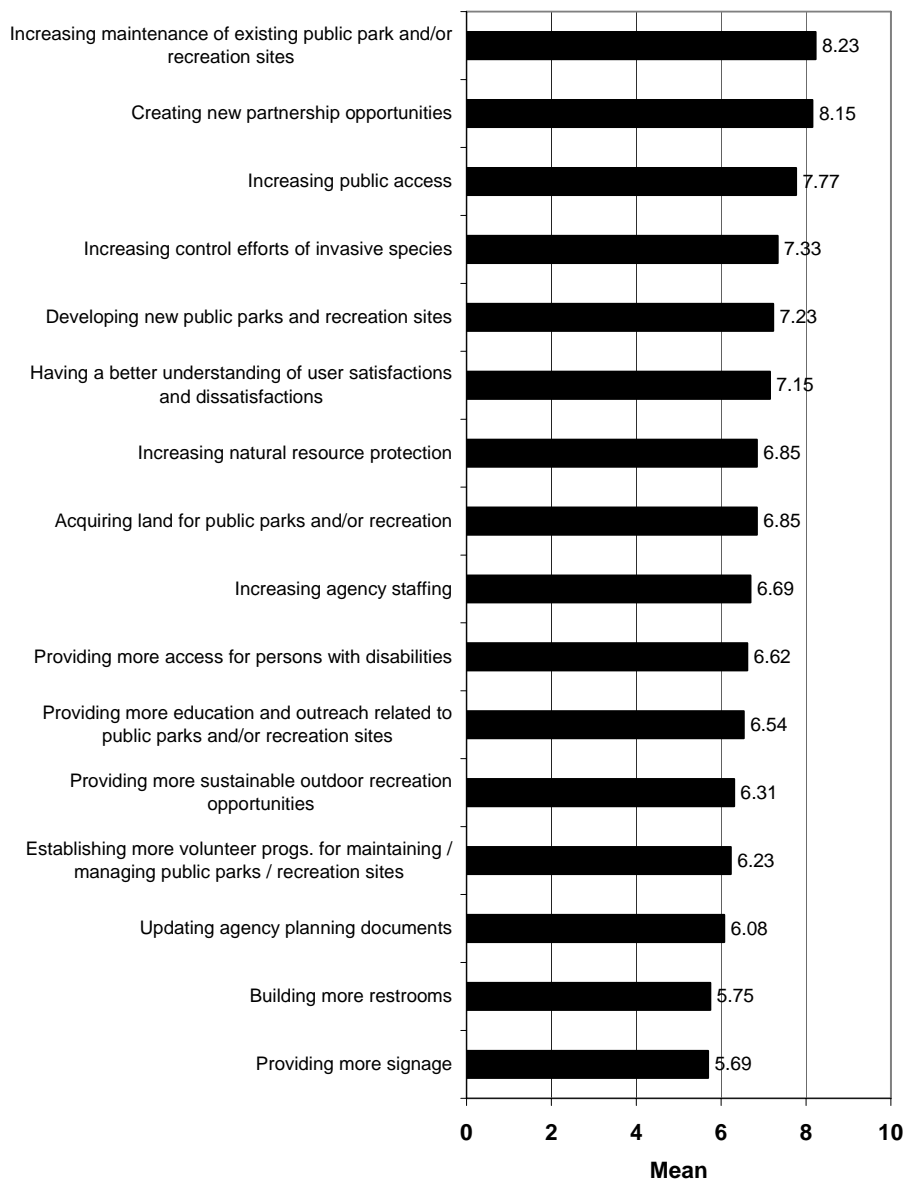


Figure 4.7: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Southwest Region.

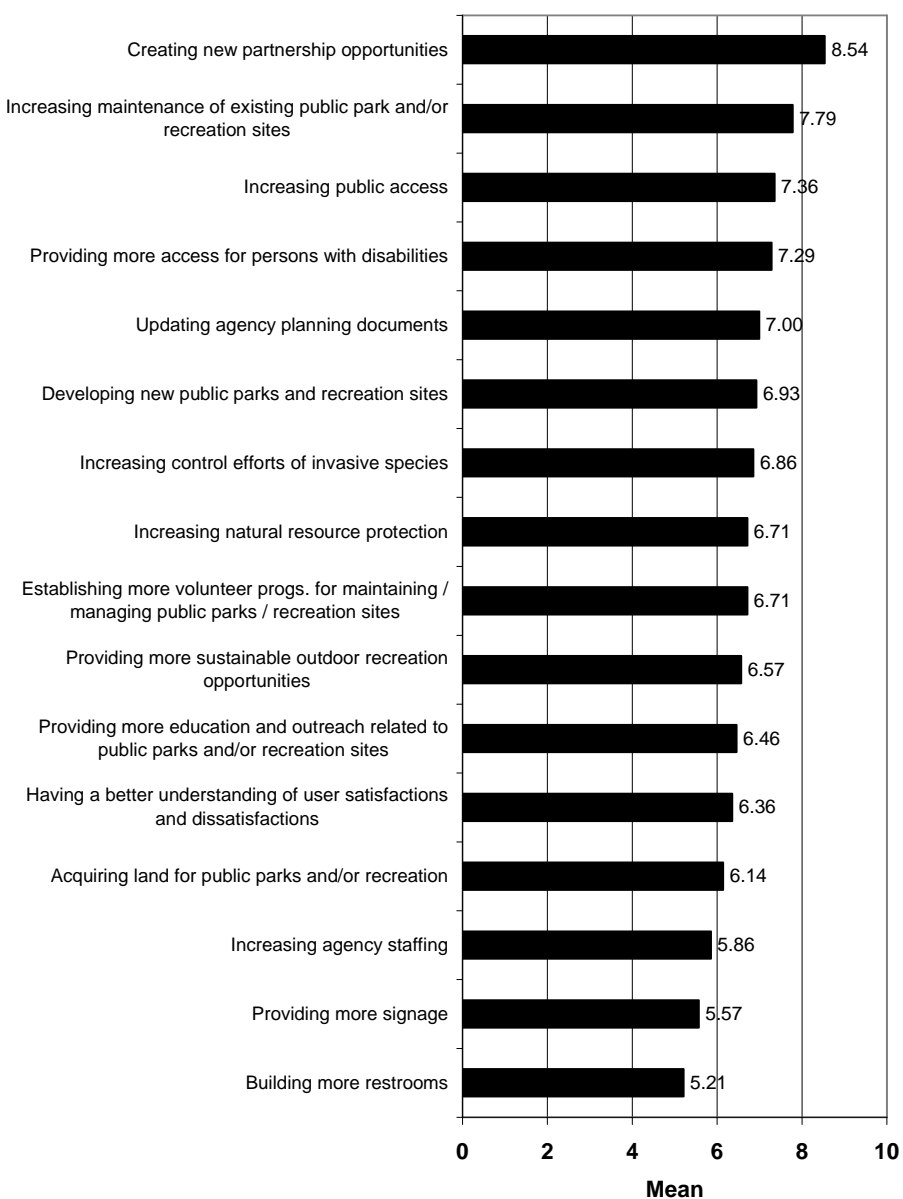


Figure 4.8: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Northeast Region.

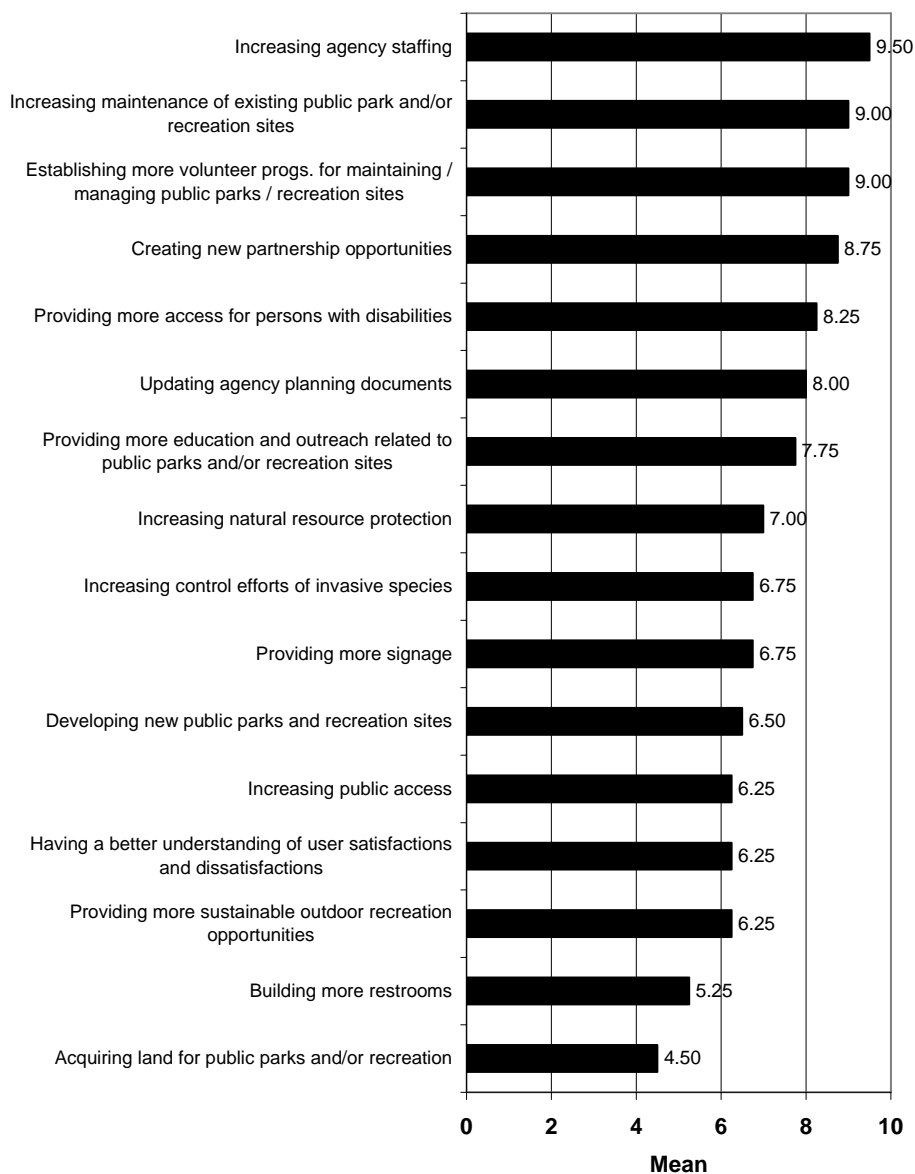


Figure 4.9: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Columbia Plateau Region.

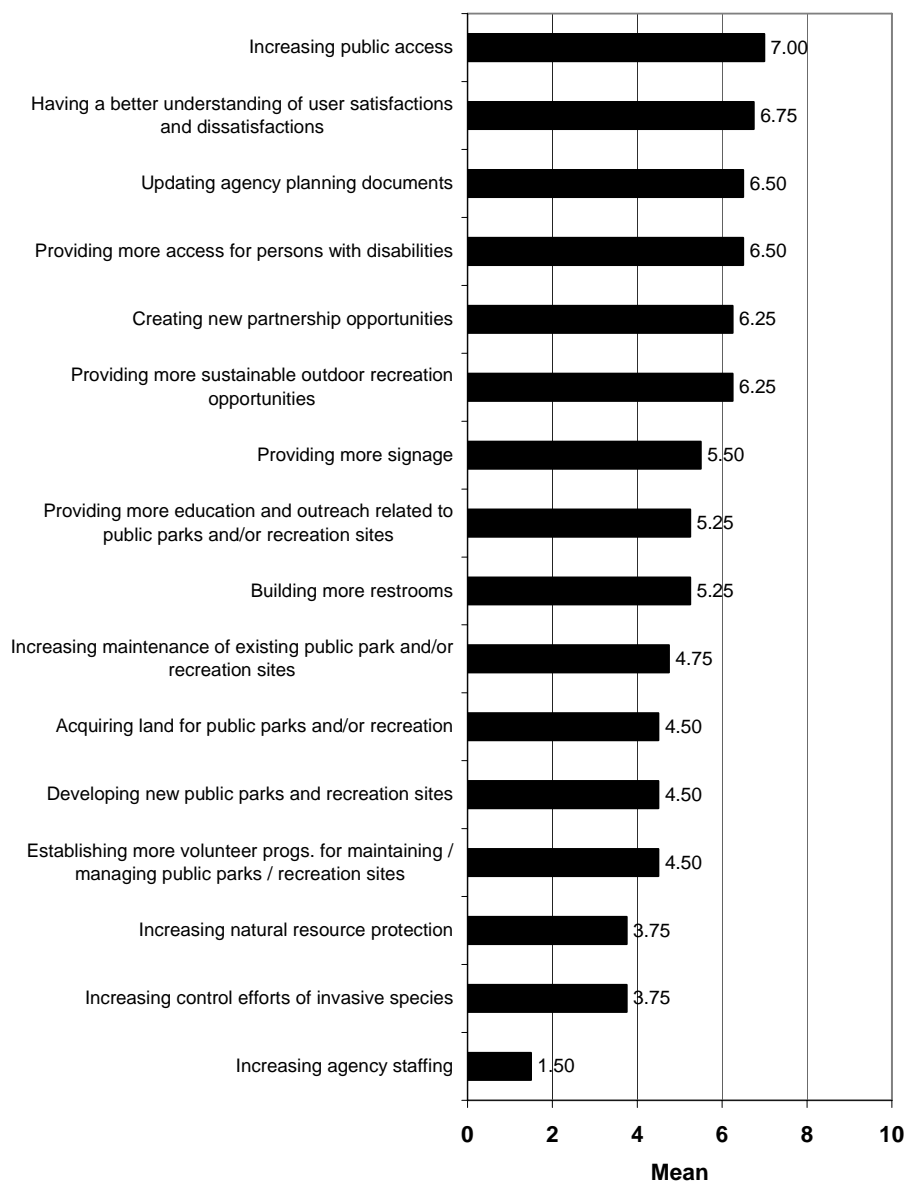


Figure 4.10: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the South Central Region.

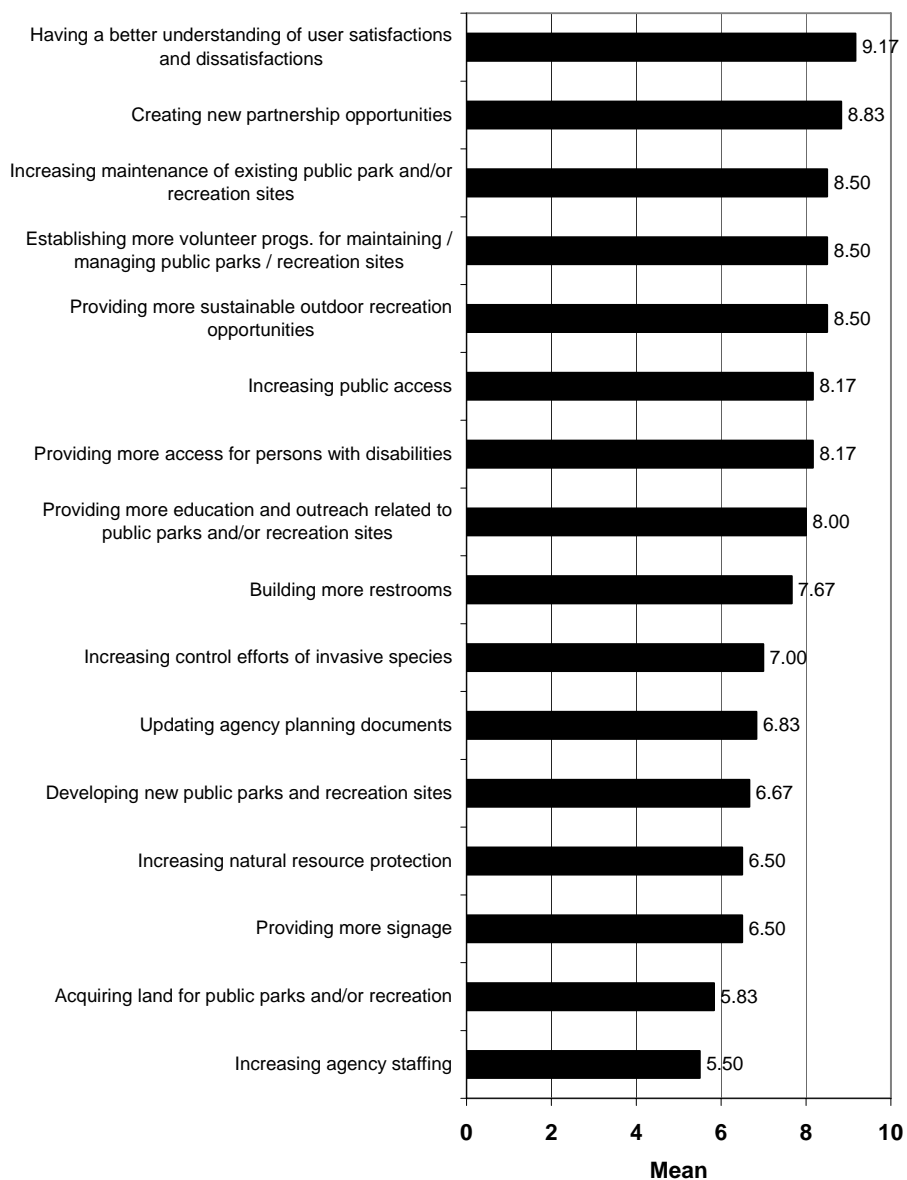
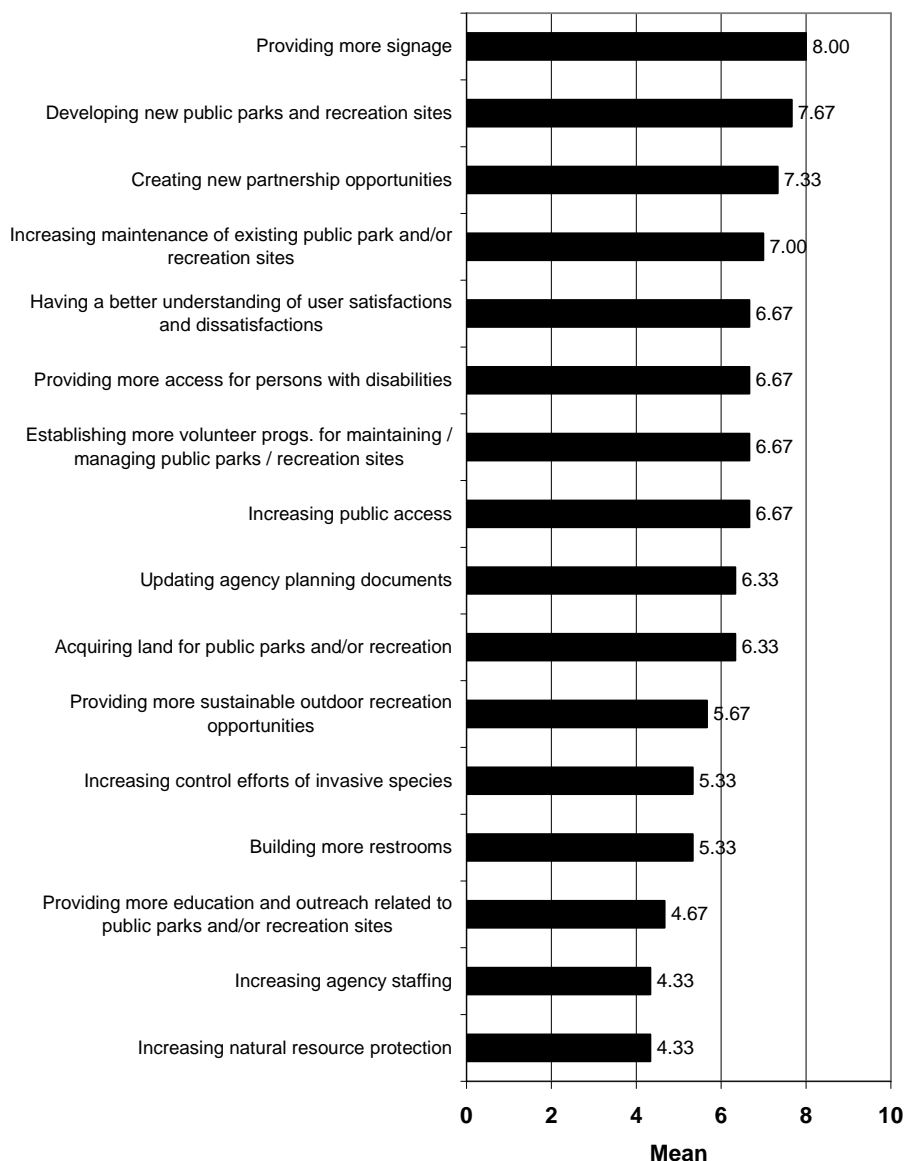


Figure 4.11: Mean Ratings of Importance of the Following Issues to Local Recreation Providers in the Palouse Region.



With the economic slowdown and the political climate regarding taxes, creating new partnerships is an important issue to many recreation providers, as partnerships allow the pooling of resources and/or sharing of costs. Additionally, maintenance of existing public parks and/or recreation facilities and opportunities is an issue expressed in the provider surveys as well, and may have been affected by the economy and political climate as well. Increasing public access is also a top concern among recreation providers who work to keep access open, available, and accommodating for a diverse public.

Public input was solicited on funding and potential solutions to curb problems with outdoor recreation funding. The SCORP Town Hall engaged the public in a discussion regarding possible ways to generate revenue for providing outdoor recreation in the state, including advertising in parks, corporate names for public parks, the availability of commercial businesses in outdoor recreation areas, and the provision of new types of recreation or new technologies at recreation sites.

The public recognizes that funding limitations have an impact on outdoor recreation facilities and opportunities, and they are open to discussing creative solutions to funding issues. However, when these potential solutions were raised, reactions from those who responded were mixed, with strong opinions in support of and in opposition to developing new infrastructure, service, and experiences at public recreation sites. In this way, the audience at these meetings were segmented, without consensus.

Nonetheless, there was general agreement among those who commented that any consideration of business activity being developed at publicly owned facilities requires a comprehensive, rigorous business approach that considers the capital, operation, and maintenance costs against projected revenue generation and liability exposure.

Although many people who commented were against development encroaching on natural areas, supporters indicated that small concessions, such as grocery and supply stores, may be considered but should support the mission of the facility; there was opposition to development specifically for commercial purposes. The general consensus, at least on this issue, is that enterprises should be complementary or consistent with the predominant use of the recreation area.

CONSTRAINTS TO PARTICIPATION AMONG RESIDENTS

There are numerous constraints to participation among Washington State residents, some of which recreation providers can address, but many of which are social issues that providers cannot greatly influence. The survey of residents provided quantifiable measures of latent demand and explored constraints and obstacles to participation. More than a quarter (29%) of Washington residents say that there are outdoor activities that they currently do not do but that they would like to do. Leading the list are air activities (flying, parachuting, bungee jumping, etc.), hiking, skiing, hunting, fishing, canoeing/kayaking, camping, and other boating. A third (33%) say that they want to do more of some activities that they currently do. Leading this list are hiking, camping, fishing, walking, bicycling, off-road driving, and hunting.

The follow-up questions to both of the above explored constraints to participation in outdoor recreation. One question asked for the reasons Washington residents did not do the activities in which they expressed interest (29% of residents overall indicated that there were such activities and received the follow-up question). Social issues top the list of reasons that residents did not engage in activities in which they expressed interest: lack of time/other obligations (32% of those who received the follow-up question), financial reasons (15%), and health/age (12%). Rounding out the list of important constraints are a lack of the necessary equipment (10%), not being aware of opportunities (9%), travel distance (4%), lack of access (4%), not having a companion to go with (3%), and not knowing where to go (3%). Because provider agencies and organizations have little influence over social issues, the constraints of note for providers are a lack of the necessary equipment, lack of awareness of opportunities and places to go, and access issues.

Another follow-up question asked about reasons that respondents did not do *more of the* activities in which they already participated (33% of residents received the follow-up question). Again, social issues top the list of reasons that residents did not do more of the activities in which they currently engage: lack of time/other obligations (43% of those who received the follow-up question), health/age (12%), and weather (8%). Rounding out the list are lack of access (8%), financial reasons (7%), lack of facilities/locations (5%), travel distance (4%), lack of awareness of opportunities (4%), and a lack of the necessary equipment (3%).

Social issues and other issues over which agencies/organizations have little influence, such as weather, top the list of constraints to participation. However, other constraints that agencies can address are primarily related to access to recreation facilities and opportunities.

Access

The survey asked residents about problems with opportunities for outdoor recreation, and in follow-up, the top problems were lack of facilities or closed facilities, access or travel distance, costs, and poor quality of existing facilities. As this shows, access is certainly an important issue.

A 2010 report by the National Shooting Sports Foundation and Responsive Management developed a typology of access factors: availability, accessibility, accommodation, awareness, and assumptions. Table 4.1 shows the typology of access factors, and the following section discusses the ways in which these factors impact outdoor recreation.

Table 4.1: Typology of Factors Related to Access.

Physical Aspects of Access

- **Availability** pertains to the actual facilities and opportunities available for outdoor recreation.
- **Accessibility** pertains to the ability to get to the facility or opportunity. For example, problems of accessibility may include public recreation areas or trails that are distant from roads and difficult to access or roads and trails that are gated or restricted to specific outdoor recreation uses or activities.
- **Accommodation** pertains to the ease of mobility and the experience once recreationists are at the recreation site. For example, recreationists may be able to access the site but the conditions of roads and trails may make maneuverability difficult. In the case of outdoor recreation, accommodations include the adequacy of facilities such as restrooms, picnic tables, shelters, etc.

Social/Psychological Aspects of Access

- **Awareness** pertains to information and knowledge—to recreationists' awareness of access options. Lack of *knowledge* of a place to recreate can be just as effective as an actual lack of places to recreate in preventing outdoor activities. Awareness also pertains to knowing where information can be found and how to use it. For example, hikers may not be aware of existing trails nearby or boaters may not know where boating access sites are located.
- **Assumptions** pertain to recreationists' perceptions about facilities and opportunities. These include prevalent ideas that opportunities are being threatened or other perceived barriers, regardless of whether they actually exist.

Adapted from NSSF/Responsive Management (2010).

Availability was considered in-depth in the assessment of supply in Chapter 2. However, qualitative research was also conducted through the SCORP Town Hall. When asked about the availability of recreation facilities and opportunities in the state, Town Hall contributors had varied opinions. Some thought there was a serious shortage of opportunities, others thought there was an adequate supply, and other thought that there was an adequate supply but an inequitable geographic distribution. Despite their opinions on the adequacy of supply, there was general consensus that demographic and population changes are having the greatest impact on the availability of facilities and opportunities.

Accessibility is another factor, and this includes what activities are allowed on public lands. Several Town Hall contributors voiced their concerns regarding trails or areas that were closed to specific activities. The major themes that emerged include a perceived lack of opportunity among equestrians, mountain bikers, and motor-sport trail users. There were also concerns raised about the conditions of roads and access to recreation areas. Similarly, travel distance appears to be an issue limiting accessibility of recreation areas.

Related to the accommodation factor is maintenance, which affects the ability of sites to accommodate users' needs. Among the Town Hall contributors, one respondent tempered the divergence in opinion by saying, "Adequate maintenance is in the eye of the beholder. The standard should be such that those values we sought to protect in the first place [are] not degraded or irretrievably damaged."

Awareness, or not knowing where to go, is another issue related to access cited by the public in the SCORP Town Hall. A person's not knowing about a recreation facility or opportunity can be as effective as an actual, physical barrier to his participation. The state has made numerous efforts to keep the public informed, providing online maps, Internet links to recreation sites, handouts, and brochures to increase communications regarding recreation opportunities. Still, several people mentioned that people may not know where to go to recreate. Continued education and resources on where and how to take advantage of outdoor recreation facilities and opportunities is important to maintaining participation levels and public satisfaction.

Assumptions can also impact outdoor recreationists' participation in activities. Assumptions include prevalent ideas that opportunities are being threatened or the perception that there are other barriers, regardless of whether they actually exist. Land conversion from agricultural and forest land to residentially zoned or developed land have made more prevalent the idea that outdoor recreation opportunities are being threatened. As recreationists increasingly see the encroachment of development in their communities, they may assume that access is being threatened, even if they themselves have not experienced access problems. Assumptions may also include perceived conflicts among users of recreation facilities and opportunities.

User Fees and Specific-Use Taxes

User fees and specific-use taxation were a focus of discussion among Town Hall contributors. While some stakeholders are opposed to fees, most contributors expressed some level of willingness to pay a fee, with the caveat that the fee provide access across multiple providers in the state.

Additionally, opponents of user fees were perplexed and frustrated by the many different kinds of access passes and fees associated with outdoor recreation. The difficulty of navigating their way through what they perceive as a maze of differing fee requirements that span the various federal, state, and local recreation providers was sometimes a deterrent to their outdoor recreation participation.

Town Hall contributors also pointed to what they perceived as the social inequity of requiring the public to pay a fee, which makes it difficult for lower-income families to afford to go to a park. These contributors advocated that outdoor recreation is a resource for all the public to enjoy, and access passes and fees make it difficult for poorer families to engage in recreation activities. As one Town Hall contributor stated, “The parks used to be the last place that families could go for free recreation.”

Town Hall contributors shared similar concerns about Washington’s Nonhighway and Off-Road Vehicle Activities (NOVA) Program, which is partially funded by the state’s gasoline tax and off-road vehicle use permits. Some recreationists who were taxed and paid for vehicle use permits contend that NOVA funding shifts in the recent past are not aligned with the goals to which these recreationists thought they were contributing. From their perspective, they supported a new tax and permit on their activity with the understanding that these new monies would be dedicated support for their recreation activities. Some of the Town Hall contributors felt that the revenue from these sources have been inappropriately allocated to other purposes in recent years. As a result, some of these Town Hall contributors are frustrated to have supported these changes without a return on their investment.

RECREATION EQUITY

That recreation opportunities be equitably distributed is the focus of this section. There are diverse communities that seek recreational opportunities that providers must consider.

Addressing Recreation Trends and Demands

Recreation managers are planning under uncertainty when responding to trends. A cause of this uncertainty comes from an imperfect ability to detect unmet needs. The SCORP Advisory Group, in its discussions, noted how it can be difficult to spot and, therefore, respond to some trends in recreation. Town Hall contributors made the same point that sometimes an unmet recreation need is not apparent from the regular course of business of recreation providers. The case history cited most in Town Hall comments was the Duthie Hill Mountain Biking Park in King County. From these stakeholders’ perspective, there was a known demand for such a facility, but the intensity of this demand, as verified by the very high use of the facility after it was built, is an indication that there was an unmet need that went undetected. Thus, planning for recreation trends may require multiple techniques. For example, the City of Renton’s approach is multi-pronged. The city uses statistically valid surveys, customer satisfaction surveys, exit questionnaires at major facilities, focus groups, citizen advisory groups, and general public participation projects. Despite this, there is an element of uncertainty in planning for recreation trends, and the Advisory Group’s recommendation encourages recreation providers to “...when feasible, experiment with innovations for detecting unmet needs that may not be accessible with traditional [planning] methods.”

User Conflicts and Recreation Compatibility

User conflicts and recreation compatibility are key issues of concern to providing quality outdoor recreation experiences to user groups. While the research shows that recreationists are generally satisfied with their outdoor experiences, user conflict is still cited as a concern or issue. User conflicts can have serious consequences, including safety issues, user displacement, and even participation desertion.

The Wisconsin Department of Natural Resources (2005) provided a spectrum for user interactions. As shown in Table 4.2, the four types of interactions include (1) complementary, (2) supplementary, (3) competitive, and (4) antagonistic interactions.

Table 4.2: Spectrum of Interaction Types and Their Recreational Outcomes.

Interaction Type	Key Characteristic of Interaction Type	Outcome	Example
Complementary	Increasing participation in one activity may increase participation in another activity	No conflict	Camping and hiking
Supplementary	Neutral interaction; increase in one activity will probably not increase participation in the other activity	Minor conflict	Snowmobiling and all-terrain vehicle use
Competitive	Increase in one activity will likely decrease activity in the other activity	Conflict	Fishing and jet skiing
Antagonistic	Activity of one activity drives the other toward zero participation	Strong Conflict	Wilderness camping and ATV use

Source: Wisconsin Department of Natural Resources (2005).

Accordingly, the goal of recreation providers is to manage resources to keep user interactions complementary or supplementary. In their 2005-2010 SCORP, the Wisconsin Department of Natural Resources applied compatibility ratings to various outdoor recreation activities, resulting in a helpful resource for outdoor recreation providers and land managers to support complementary or supplementary outdoor recreation facilities and opportunities.

As resources become more limited and development of land increases, creating complementary and supplementary opportunities for outdoor recreation is becoming more challenging for recreation providers. Despite recreation providers' best efforts to minimize user conflicts, these conflicts still occur. In the SCORP Town Hall, user conflicts became a clear issue among participants, having a significant impact on whether or not these users support or oppose the development of new recreation facilities or opportunities and also on whether or not they continue to recreate at the same sites or locations. User conflicts arise due to several factors, as defined by Jacob and Schreyer in their 1980s study of conflicts in outdoor recreation:

1. Activity style: The various personal meanings assigned to an activity.
2. Resources specificity: The significance attached to using a specific recreation resource for a given recreation experience.
3. Mode of experience: The varying expectations of how the natural environment will be perceived.
4. Lifestyle tolerance: The tendency to accept or reject lifestyles different from one's own.

The interplay between these factors sometimes creates conflicts among users. The provision of facilities and opportunities that mediate these factors is important for several reasons. Most importantly, addressing user conflict is important for recreation providers to ensure that recreationists have high-quality outdoor experiences. To this end, user conflicts have to be addressed to improve user safety, protect natural resources, minimize crowding, and address threats to quality experiences.

The public involvement on this project revealed that there are three trends that may pose challenges to outdoor recreation providers in the future. The first is the increasing demand for outdoor recreation (population growth in Washington), combined with the second trend, increasing *diversity* of recreation experiences (e.g., the relatively recent popularity of mountain biking), combined with the third trend, the contemporary retraction of government programs

(e.g., anti-tax initiatives in Washington). These trends come together on a background of a relatively fixed base of recreation assets.

To make matters worse, old management methods, such as zoning to separate user groups, are also losing effectiveness as user-group footprints increasingly overlap. Using trail management as an example, a simple thought experiment helps clarify this challenge: What is the *right* way to manage trails to accommodate pressures for simultaneous use by increasing numbers of hikers, equestrians, mountain bikers, motorcyclists, and quad riders? The upshot is that there has been a breakdown in whatever level of historic consensus existed about how to spend government monies for recreation or about what constitutes appropriate use of an existing asset. The current atmosphere of conflict among user groups that surfaced in the Town Hall comments is an expected outcome from these circumstances.

Many respondents to the SCORP Town Hall commented on conflicting use for the same site. In response to these conflicts, the findings suggest that people are making active choices to self-manage their experiences by choosing different recreation sites. The challenge in managing user conflicts is the varied and divergent views on the issues. While some users are pushing for cooperation among user groups and more integrated recreation facilities and opportunities, there are other users that support segregating recreation and the management of sites for specific recreation activities. Many Town Hall contributors acknowledged that Washington's recreation assets cannot be all things to all people. Essentially supporting a "fit-for-purpose" rationale, one recreationist made this point: "Concerning trail maintenance, different levels of maintenance should be applied to different trails. With some trails, such as those in National and State Parks, there is an expectation for the trails to be kept in a high level of maintenance, but more remote trails don't need the intense grooming."

In general, however, there were many recreationists who indicated that there was an unequal distribution of opportunity among user groups. A frequently cited criterion for locating facilities was the driving distance for users to access their style of recreation, and there were many who called for more multiple-use trails. Despite frustrations over user conflicts, Town Hall contributors also voiced concerns over a lack of cooperation among user groups and missed recreation opportunities due to infighting. These stakeholders understand that all user groups stand to lose if infighting gets in the way of collective action in support of outdoor recreation.

In general, respondents to the SCORP Town Hall agreed that recreationists in Washington need to work cooperatively to accommodate recreation activities and maintain the facilities and opportunities provided by the state. As stated by one recreationist, who strongly advocated for his preferred activity but, in the same comment, made an appeal for cooperation: "Whatever decision is made [about allocations to different kinds of recreation], it needs to be made to balance the rights we all have relative to each trail and its natural suitability.... Can't we all just get along and share?" This raises a question about the fundamental job description of managers who serve this diversity of clientele—should they define their primary job as the arbitrator of this dispute or should they view their role as increasingly about building a sense of community around the shared interest that Washington citizens have in outdoor recreation? That is a question worthy of reflection by institutions like the Recreation and Conservation Funding Board.

Town Hall contributors suggested several solutions for minimizing user conflict. Numerous respondents suggested expanding the recreation resource base and its diversity as a way to manage conflict. This included the acquisition and development of more facilities and opportunities, particularly trails opportunities. There was also some interest in zoning to

address incompatible recreation activities or sequestering days to separate conflicting dual use (e.g., motorcycles versus mountain bikers) on the same trail.

The research has shown that this can work. In Washington, a study of user conflicts between mountain bikers and other users explored the outcomes of a trial period in which mountain bikers were allowed access to the recreation site on odd-numbered calendar days. The study showed that recreationists “felt safe, had a high level of enjoyment, experienced positive interactions with other trail users, and favored the every-other-day policy over closing or opening the trail full-time to mountain bikes.” The study recommended that mountain bikers continue to be allowed trail access on odd calendar days but also conceded the necessity of additional research on the issue (Jellum, 2007).

As the discussion above indicates, perhaps the greatest problems with user conflicts occur on multiple-use trails. To address these issues, the Federal Highway Administration and the National Recreational Trails Advisory Committee (1994) partnered to develop 12 guiding principles for minimizing conflicts on multiple-use trails.

1. **Recognize Conflict as Goal Interference**—Do not treat conflict as an inherent incompatibility among different trail activities but a *goal interference* attributed to another’s behavior.
2. **Provide Adequate Trail Opportunities**—Offer adequate trail mileage and provide opportunities for a variety of trail experiences. This will help reduce congestion and allow users to choose the conditions that are best suited to the experiences they desire.
3. **Minimize Number of Contacts in Problem Areas**—Each contact among trail users (as well as contact with evidence of others’ use) has the potential to result in conflict; therefore, as a general rule, reduce the number of user contacts whenever possible. This is especially true in congested areas and at trailheads. Disperse use and provide separate trails where necessary after careful consideration of the additional environmental impact and lost opportunities for positive interactions this may cause.
4. **Involve Users as Early as Possible**—Identify the present and likely future users of each trail and involve them in the process of avoiding and resolving conflicts as early as possible, preferably before conflicts occur. For proposed trails, possible conflicts and their solutions should be addressed during the planning and design stage with the involvement of prospective users. New and emerging uses should be anticipated and addressed as early as possible with the involvement of participants. Likewise, existing and developing conflicts on present trails need to be faced quickly and addressed with the participation of those affected.
5. **Understand User Needs**—Determine the motivations, desired experiences, norms, setting preferences, and other needs of the present and likely future users of each trail. This “customer” information is critical for anticipating and managing conflicts.
6. **Identify the Actual Sources of Conflict**—Help users identify the specific tangible causes of any conflicts they are experiencing. In other words, get beyond emotions and stereotypes as quickly as possible and get to the root of any problems that exist.
7. **Work with Affected Users**—Work with all parties involved to reach mutually agreeable solutions to these specific issues. Users who are not involved as part of the solution are more likely to be part of the problem now and in the future.
8. **Promote Trail Etiquette**—Minimize the possibility that any particular trail contact will result in conflict by actively and aggressively promoting responsible trail behavior. Use existing educational materials or modify them to better meet local

- needs. Target these educational efforts, get the information into users' hands as early as possible, and present it in interesting and understandable ways.
9. **Encourage Positive Interaction Among Different Users**—Trail users are usually not as different from one another as they believe. Providing positive interactions both on and off the trail will help break down barriers and stereotypes and build understanding, good will, and cooperation. This can be accomplished through a variety of strategies, such as sponsoring “user swaps,” joint trail-building or maintenance projects, filming trail-sharing videos, and forming Trail Advisory Councils.
 10. **Favor “Light-Handed Management”**—Use the most light-handed approaches that will achieve area objectives. This is essential to provide the freedom of choice and the natural environments that are so important to trail-based recreation. Intrusive design and coercive management are not compatible with high-quality trail experiences.
 11. **Plan and Act Locally**—Whenever possible, address issues regarding multiple-use trails at the local level. This allows greater sensitivity to local needs and provides better flexibility for addressing difficult issues on a case-by-case basis. Local action also facilitates involvement of the people who will be most affected by the decisions and most able to assist in their successful implementation.
 12. **Monitor Progress**—Monitor the ongoing effectiveness of the decisions made and programs implemented. Conscious, deliberate monitoring is the only way to determine if conflicts are indeed being reduced and what changes in programs might be needed. This is only possible within the context of clearly understood and agreed upon objectives for each trail area.

Aligning Recreation Investments With Changing Demographics

The research shows that the population in Washington will continue to grow, and as it does, so too will the number of outdoor recreationists. This poses a challenge for recreation providers in that it puts pressure on existing infrastructure and necessitates the development of new opportunities. As the population grows, several major demographic trends are taking place in the state that will need to be considered in outdoor recreation planning: urbanization, increases in minority populations, and an aging population. This section considers the impact of these demographic changes on recreation planning and management.

Meeting the needs of urban residents requires consideration of the complex issues and challenges related to urbanization, including a decrease in open space, diverse recreation needs, and proximity and accessibility to facilities and opportunities. To better address these issues, the Washington Legislature adopted the Growth Management Act in 1990, setting guidelines and criteria for the management of open spaces and the provision of outdoor recreation opportunities in the state, while also limiting development and urban expansion. The Growth Management Act sets policy for enhancing recreation opportunities with a particularly important impact on urban communities. In particular, the Growth Management Act requires communities to “include greenbelt and open areas within each urban growth area” and “identify open space corridors within and between urban growth areas including lands useful for recreation, wildlife habitat, trails, and connection of critical areas” (Interagency Committee for Outdoor Recreation, 2005b). According to the survey of Washington residents, higher percentages of urban/suburban residents, compared with rural residents, participate in jogging and running activities, indoor community facility activities, hiking, walking without a pet, aerobics and fitness activities, and playground use. Higher participation among urban residents in these activities further emphasizes the importance of providing greenbelts and trails in urban and suburban areas.

In 2012, *Parks & Recreation* magazine explored approaches to encourage outdoor recreation participation among urban and minority groups (Lynn, 2012). The article suggests that a major difference in getting urban and minority groups involved in outdoor recreation, as compared with other outdoor recreationists, is that recreation providers have to take the opportunities to these groups. The article implies that the key to getting these populations involved is to expose them to varied activities and see where interest is sparked. Seattle was featured in the article for its approach to meeting the needs of its diverse population. Seattle has developed a comprehensive strategic plan for meeting its outdoor recreation goals. The new plan features specific action items for increasing opportunities for underserved populations. For example, Seattle's Outdoor Opportunities (O2) program is designed to "expose multi-ethnic teens to environmental education, urban conservation, and stewardship, while encouraging community leadership and empowerment" (Seattle Parks and Recreation, 2008). One of Seattle Parks and Recreation's major goals is to actively engage its diverse populations. To this end, several efforts have been undertaken to increase outreach and communications to underserved populations and to encourage partnerships and public engagement. These strategies help to engage urban and minority groups and also encourage their investment in outdoor recreation planning.

It is also important to refine the focus of marketing efforts when targeting minorities. It is not enough to market only in large urban areas and expect to increase outdoor recreation participation among minorities. Rather, it is important to market specifically in minority communities because research shows that people tend to participate in activities within their own communities and with members of their own ethnic or racial groups (Hunt & Ditton, 2002). Based on research on fishing participation among racial and ethnic groups in Texas, Hunt and Ditton (2002) recommend four key considerations in developing marketing strategies aimed at minority populations. First, they recommend stratified market research that over-represents minority groups because random sampling and insufficient sample size affect the accuracy of results. Second, they advise that, instead of merely focusing on increasing overall participation, agencies should direct their efforts toward bringing the non-Anglo participation rates closer to that of Anglo males. Third, they suggest that more research is needed to understand initiation among minority groups. Finally, Hunt and Ditton caution researchers to look at ethnic and racial groups separately when conducting research on recreational specialization. All of these factors are important in designing the most effective marketing strategies for minority groups in Washington.

Many Town Hall contributors were advocates for activities targeted to groups they perceived as currently having disadvantaged access to outdoor recreation. While physically disabled users were most frequently cited as having needs, Town Hall contributors recognize the need for providing outdoor recreation facilities and opportunities that attract demographic groups that are not participating in outdoor recreation at rates commensurate with their population in the State, such as Hispanics/Latinos and African Americans. These needs were most frequently expressed in terms of a gap in services and in a social equity context.

The aging population in Washington is also having a major impact on recreation in the state. Studies show that, although participation in recreation activities declines with age, many older residents remain very active and involved in outdoor recreation throughout the state. Older residents are retired, increasing the time they have available to participate in leisure activities, and some have a high disposable income, which may affect ownership rates of recreational vehicles such as boats or campers. The survey of Washington residents showed that, in general, participation in outdoor recreation among populations in Washington at the mean age or older is lower than among populations below the mean age. The survey also showed that

older residents are participating in some activities at higher rates than their younger counterparts. Survey findings suggest that older residents are participating in nature activities, such as gardening, at a higher rate than are younger residents. Similarly, a higher percentage of older residents are participating in sightseeing than are younger residents. In a study conducted in Oregon, the researchers highlighted the most important outdoor recreation needs for aging populations, including clean and maintained facilities, opportunities close to home, free and inexpensive recreation, and safety and crime-free opportunities (Lindberg, 2007).

PROVIDING SUSTAINABLE RECREATION OPPORTUNITIES

Recreation providers have the dual mission of ensuring the stability and longevity of the state's resources while simultaneously providing outdoor recreation opportunities and managing the public's use of these resources. Their role of balancing these sometimes competing goals and objectives effectively has become increasingly complex due to the challenges and issues surrounding recreation management efforts, including increasing populations that increase pressure on resources as well as land supply and land conversion issues that limit resources.

When discussing sustainable recreation, it is important to realize that there are two primary and inter-related factors of sustainable recreation: (1) the impact of recreation on the environment (environmental sustainability) and (2) the longevity of recreational assets (recreational sustainability). The second factor is somewhat dependent on the first: The longevity of recreational assets cannot be ensured without the preservation of the resource itself. However, recreational sustainability also involves recreational planning and funding to ensure recreation opportunities into the future.

In their sustainability policy, the Recreation and Conservation Funding Board develops a dual mission of sustainability, requiring LWCF grant recipients to “design and build projects to *maximize the useful life* of what they build and *do the least amount of damage to the environment*” (RCO, 2010). The Recreation and Conservation Funding Board developed a sustainability policy “to promote and reward sustainable practices in grant programs.” (RCFB Memo, 2011). To this end, recreation providers are evaluated based in part on the sustainability of their project design, practices, and elements (recreational sustainability) as well as the impacts of their project on natural, cultural, and historic resources (environmental sustainability).

Similarly, The National Park Service's *Green Parks Plan* sets forth nine strategic goals designed to improve environmental sustainability and stewardship among outdoor recreation providers. These goals provide a foundation for improving recreational sustainability while also adhering to federal mandates for environmental standards. While the plan focuses specifically on steps the National Park Service will take to minimize its environmental footprint, these steps are also important to other outdoor recreation providers and the citizenry, as well. Fortunately in Washington, many recreationists recognize that they are part of the solution. As the research suggests, recreation providers have a partner in their efforts at resource conservation—their public.

As many people observed in the SCORP Town Hall, outdoor recreation is a shared resource; as stewards of this resource, recreationists have an obligation to strive toward sustainable use and ethical stewardship. Recreationists suggested that partnerships between recreation providers, landowners, and user groups are paramount to both environmental and recreational sustainability. Citing the benefits of user groups and associations willing to volunteer to maintain trails and outdoor recreation facilities, many recreationists believe that this could be a way to address issues with recreational sustainability, including a lack of personnel resources and funding. At the same time, however, other respondents expressed concern about the

efficiency of using volunteers, about the reliability of volunteers for maintenance over long periods of time, and about the reality of landowner liability if volunteers are injured.

Town Hall comments focused on the two factors of sustainability: environmental quality and recreation assets. Stakeholders are interested in sustainability of the natural environment as part of recreation management. One Town Hall contributor succinctly stated this dual responsibility: “A delicate balance of recreation and conservation, managed carefully to preserve the environment while maximizing the recreational value on a case-by-case basis, will best serve the public. Neither locking people out nor allowing unrestricted use will prove the right answer over time.” A Town Hall contributor was also clear about the importance of environmental stewardship, saying “...some parks should be used for habitat enhancement and stewardship. Access does not mean everyone should be able to access every place all the time.”

Similarly, a city parks and recreation manager made the point that taxpayers are looking for confirmation that recreation providers are taking care of recreation assets (recreational sustainability): “We need to be good stewards and maintain our current infrastructure. This demonstrates to the taxpayer that we do take care of what we have and that long-term sustainability of those facilities is important.” One city recreation manager and Advisory Group member noted that 81% of her community identified maintaining existing assets as their number one priority. A public works director made the case for sustainability of recreation assets as a good business decision. “If I have learned anything as a public works director for the last 25 years, it is that current assets need to be maintained or decommissioned. If you don’t maintain, it becomes both a safety liability and, worse, a huge financial liability. It costs much, much more to replace than to repair and maintain.”

Some recreationists also contend that maintenance should not trump long-term stewardship. The most environmental stewardship comments were received when recreationists were asked for their opinions about providing recreation in wetlands. One contributor spoke of his desire for wetlands stewardship but acknowledged that these environments are also valued recreation opportunities: “We have some wonderful wetland natural areas in our small city that are enjoyed tremendously for bird watching, hiking, and bicycling on trails that stay on higher ground, even occasional paddling. The main focus of these areas is to provide habitat, nesting, and winter refuge, but we humans hugely enjoy the opportunities provided by access into them for wildlife observation and connection to nature.” Despite divergent viewpoints, clearly the commitment to environmental sustainability and even the impetus to assist in providing recreational sustainability exists among these recreationists.

America’s Great Outdoors Initiative: A Promise to Future Americans, launched by the United States Department of Interior in 2011, affirmed public lands and waters as invaluable assets. The goal of America’s Great Outdoors Initiative is pragmatic: to develop a national management strategy for the country’s outdoor recreation assets and, in doing so, to rework inefficient policies, target investments, and leverage the government’s interactions with states, tribes, and local communities.

Its founding ideals highlight the strong connection that Americans make between the wellness of their society and the wellness of the natural world they inhabit. In laying the groundwork for America’s Great Outdoors Initiative, representatives gathered extensive public input, hosting 61 sessions around the country (21 with youth) and hearing from more than 10,000 Americans about the impact of the natural world on their lives. In these conversations, Americans affirmed the inestimable value of outdoor spaces and pristine natural places, speaking of “spiritual

renewal, better mental and physical health, [and] quality time spent with family and friends...” (U.S. Department of Interior, 2011).

Among other state-specific projects, two in Washington were selected as “showcase” investments, fulfilling the Initiative’s goals “to reconnect Americans to the natural world through parks, trails, and rivers and to conserve and restore working lands and wildlife habitat” and “to create jobs through travel, tourism, and outdoor recreation activities” (U.S. Department of Interior, 2011). These two projects are:

- The Pacific Northwest Trail-Olympic Discovery Trail Convergence ties together 1,200 miles of national, state, and local trails, including the 120-mile Olympic Discovery Trail, connecting the cities of Sequim and Port Angeles to the Sequim Bay Area. An additional 120 miles of trail are planned.
- The Lower Columbia River Water Trail, managed by the Lower Columbia River Estuary Partnership, travels through inland Washington along 146 miles of the Columbia River to the Pacific Ocean. The goal of the project is a Water Trail along the Columbia River’s entire length through Washington and designation as a National Water Trail.

Both projects invest in the development of trails networks. By facilitating partnerships among key stakeholders and constituents, these initiatives are having a significant and positive impact on the conservation of Washington’s most treasured recreation resources.

TECHNOLOGY

Recreation providers have had to address issues related to the intersection of technology and outdoor recreation since the development and expansion of outdoor recreation facilities and opportunities. From the decision to allow new forms of transportation and/or recreation into parks to the more contemporary considerations of providing Wi-Fi technology in natural areas, recreation providers struggle with the tension between providing new opportunities while also minimizing the negative consequences, environmental impacts, and commercialism related to new technologies. New technologies can have many impacts on outdoor recreation, including the level at which opportunities are available to the mass market, the social (e.g., crowding) and environmental (e.g., disturbance of wildlife) impacts, and the impact on the outdoor experience and its structural, cultural, and/or natural role (Shultis, 2001). Opinions on technological issues range from those who wholly embrace technology as a new opportunity for open space enjoyment to those who insist that technology be restricted as an interference to the outdoor recreation experience. These conflicts have even more direct implications for the provision of recreation activities where some land managers have banned snowmobiles and jet skis or disallowed base jumping, slack lining, or mountain biking (Shultis, 2001).

For the Washington SCORP, the public participated in the Town Hall that asked specifically about providing opportunities for new types of recreation and technologies in parks. The response mirrored the findings highlighted above. There were strong opinions on both sides of the issue, with sizable populations for and against such additions to the recreation experiences provided. Supporters of new types of experiences and technologies contend that making these changes is providing a positive service to visitors, since technological access is a part of who we are in our contemporary society. These supporters also believe that this new capacity makes it easier to visit recreation facilities because it accommodates users’ work schedules and ensures connectivity, allowing recreationists flexibility and convenience to manage other parts of their life as well. In general, supporters are concerned with the outdoor recreationists’ ease and experience, advancing the argument that public use is the highest priority for outdoor recreation

facilities and opportunities. Supporters offer ideas for improving outdoor recreation opportunities through new technologies by offering online audio or visual interpretive applications, allowing access to information in much the same way that museums do when they give visitors devices to carry to access audio interpretations at various stations as visitors walk through a gallery.

At the other end of the spectrum, those opposing adding new types of recreation or technologies tend toward traditional values for natural areas and landscapes. These users are visiting outdoor recreation sites to get away from the technological intrusions in their lives. Opponents view these types of recreation or technologies as antithetical to the mission of outdoor recreation facilities and opportunities providing natural experiences. In general, opponents are primarily concerned with preserving the natural setting and landscape to allow users to participate more fully in the opportunities provided at the site or area. Again, the opposition is focused on the experience of the end-user, but they are also taking into account the impact on the natural setting and environment.

Despite varied opinions on the issue, there was recognition among these Town Hall contributors that the financial needs of recreation providers may necessitate increased technological opportunities. Opponents concede that if new types of recreation and new technologies are allowed, they should support the mission of the recreation provider, especially at sites where recreation facilities and opportunities were designed with a specific purpose in mind. The controversy over new types of recreation and new technologies highlights the duality of recreation providers' mission. On the one hand, recreation providers have a responsibility to provide diverse recreation facilities and opportunities, while they are also expected to preserve natural, cultural, and historical resources, minimizing negative user impacts on these resources.

ACTIVE AND PASSIVE RECREATION

Active recreation refers to predominately muscle-powered activities such as jogging, cycling, field and court sports; they commonly depend on developed sites. Passive recreation refers to activities that require very little use of muscle power, such as nature viewing, photography, or picnicking. Providing active recreation facilities and opportunities is important to getting Washington residents moving, thereby having a positive impact on obesity rates and healthcare costs. However, providing active recreation facilities also tends to require more development, maintenance, and upkeep than passive recreation facilities.

Recognizing the complexity and challenges of providing active recreation facilities and opportunities with limited funding and resources, the RCO developed a Level of Service benchmark for meeting active recreation needs. According to the Level of Service, the goal of Washington outdoor recreation providers is to ensure that at least 60% of the facilities they manage offer active recreation. Several regions appear to be meeting this goal. When a mean was taken of the responses regarding the percent of the providers' sites that support active recreation, the ranking thereby produced found the Islands at the top (a mean of 68.75%), closely followed by the North Cascades (63.37%) and South Central (65.83%)—all above the 60% goal. Other regions that are nearing this goal include the Northeast (55.00%) and the Palouse (56.00%). Although half of the regions are close to or are meeting the goal for active recreation in the state, there is substantial room for improving and increasing opportunities for active recreation in the state.

In general, Washington is not meeting Level of Service goals for providing active recreation facilities and opportunities. Again, pointing to the problem of access, the public response to the SCORP Town Hall almost unanimously echoed this call for more active recreation opportunities.

Many respondents commented that more active recreation areas are needed throughout the state. There is clearly a tension at play between the public call for more recreation and their level of satisfaction. The research suggests that the public would like to see an increase in the quantity and diversity of recreation opportunities provided. It is important to note that this does not always mean that the acquisition and development of new facilities is always the top priority among recreationists. In fact, maintenance of existing facilities and opportunities is clearly an important issue among providers as well as Town Hall contributors. The most important issue to recreationists appears to be providing opportunities for all users, whether this means managing existing facilities to offer additional activities or acquiring new lands.

THE ROLE OF FEDERAL, STATE, AND LOCAL AGENCIES IN PROVIDING RECREATION OPPORTUNITIES

There is a gap that, if filled, would improve coordination and collaboration across government sectors (federal, state, and local). The Advisory Group considered this issue in detail and crafted two detailed recommendations about the State's role in making good things happen across this diversity of recreation providers. In its recommendation on Statewide Policy, the Advisory Group observed that there is no mechanism or forum for providers to provide input or to discuss the plans of other providers. Two potential problems arise because of this gap. First, a decision by one provider (e.g., reducing support for one user group) can have a ripple effect on another provider (e.g., that reduction disperses demand onto other providers). Another potential problem is missing easy opportunities for collaboration, since one set of providers simply may not know what other providers are doing, thereby missing easy partnership opportunities. As a solution, the Advisory Group recommended creation of a forum where this cross-provider coordination could occur.

In a second recommendation, the Advisory Group considered the shared challenges of regional and local providers. These included themes like an accruing maintenance backlog, unstable planning horizons, and budget issues, which are making it more difficult to participate in grant opportunities that require matching funds. In their recommendation, the Advisory Group suggests that at least partial relief can come from revisions to state matching requirements, providing direct support for cultivating volunteer services, and providing liability relief so risks associated with using volunteers can be more easily managed.

CONCLUSIONS REGARDING ISSUES IN PROVIDING OUTDOOR RECREATION

The successful provision of outdoor recreation facilities and opportunities requires the consideration of many complex and multi-faceted issues. While there are many benefits to outdoor recreation, there are also challenges and obstacles to meeting public demand. The research suggests that there are social challenges to outdoor recreation over which recreation providers do not have control, such as a lack of time and health issues. Still, there are several key issues that recreation providers should address in their management of recreation opportunities. Access, user conflicts, and funding are issues in which recreation providers need a better understanding because these are issues that can be addressed through planning. These issues are further complicated by diversity in public values and opinions regarding outdoor recreation. The qualitative findings suggest, however, that despite divergence in public opinion, respondents recognize the limitations of funding and resources, and there is willingness to compromise to keep outdoor recreation facilities and opportunities available to all users.

The research conducted for this plan suggests that a high priority for recreation providers is providing access to an abundance of diverse opportunities. There are many residents who have interest in activities but have not been able to pursue these activities. While many give social reasons for their lack of participation in these activities, access issues are also named as

a deterrent. The qualitative findings suggest that one of the limitations identified by Town Hall respondents was a shortage of opportunities for specific recreation activities, in particular equestrian activities, mountain biking, and motor-sport trail use.

Recreation equity is another key issue explored during the SCORP Town Hall. The challenge in managing user conflicts is the varied and divergent views on the issues. While some users are pushing for cooperation among user groups and more integrated recreation facilities and opportunities, there are other users who support segregating recreation and the management of sites for specific recreation activities. In general, respondents to the SCORP Town Hall agreed that recreationists in Washington need to work cooperatively to accommodate recreation activities and maintain the facilities and opportunities provided by the state.

Funding and the cost of providing outdoor recreation facilities and opportunities and maintenance of existing facilities are top issues among recreation providers. The public also recognizes that funding limitations have an impact on outdoor recreation facilities and opportunities, and they are open to discussing creative solutions to funding issues. Recreationists tend to agree that new types of recreation and new technologies, if allowed in outdoor recreation areas, should support the mission of the recreation provider, especially at sites where recreation facilities and opportunities were designed with a specific purpose in mind.

The research suggests that the public would like to see an increase in the quantity and diversity of recreation opportunities provided. It is important to note that this does not always mean that the acquisition and development of new facilities is always the top priority among recreationists. In fact, maintenance of existing facilities and opportunities is clearly an important issue among providers as well as Town Hall contributors. The most important issue to recreationists appears to be providing opportunities for all users, whether this means managing existing facilities to offer additional activities or acquiring new lands.

Another key finding of the research is that the public is invested in outdoor recreation. Despite diverse backgrounds and preferred activities, the public values the resources and outdoor recreation opportunities. Wherever possible, recreation providers should involve the public to help resolve conflicts, maintain natural areas, and maximize funding and resources. As one Town Hall contributor explained, "My second concern is compassion and respect for all user groups. We all have the same common interest—the natural outdoors and the protection of this asset. Working together and building on our common interest will get us much further. Bicycles and horses probably shouldn't share the same trails, but this doesn't mean we can't work together to help save or build trails."

CHAPTER 5: ASSESSMENT OF NEEDS USING THE LEVEL OF SERVICE FRAMEWORK

Chapter Highlights

- The Level of Service (LOS) tool uses several indicators of need to capture the complex nature of providing outdoor recreation facilities and opportunities.
- RCO's current LOS tool provides federal, state, and local agencies with specific criteria to assess three primary areas: quantity, quality, and access.
- LOS indicators were measured in conjunction with data collected in the statewide outdoor recreation provider surveys.
- Priorities for Outdoor Recreation Improvements:
 - Overall, the LOS scores indicate that the highest priority for planning for and improving outdoor recreation in Washington is the quantity and capacity of outdoor recreation facilities.
 - Using the LOS criteria and scores as a guide, agencies and providers should focus on facility capacity first because it received the lowest overall score (D), followed by the number of parks and recreation facilities (C).
 - Although geographic factors and actual levels of demand should be examined as well, priorities for developing new or additional facilities include designated motorized and off-roading trails and areas, shooting ranges, hunting areas, outdoor tracks for running or jogging, air activity (flying, parachuting, bungee jumping, etc.) facilities, and disc golf activity facilities.
 - Additional activities to examine for demand and to consider for facility development where appropriate are snow and ice activity facilities, designated bridle or horse trails, and sports fields.
 - Based on LOS data from local agencies and providers, priorities for increasing parks and recreation facilities should focus on acquiring more acres of land in general.

As a source of funding for many recreation agencies and providers, the State of Washington has a vested interest in determining the effectiveness of its investments in park and recreation sites and facilities. At the time of the 2008 Washington SCORP, the state did not have a model with which to measure this effectiveness because traditional supply-demand models had been inadequate, considering recreation indicators only in isolation from one another. Therefore, the 2008 Washington SCORP proposed using a Level of Service (LOS) tool that uses several indicators of need to capture the complex nature of determining and providing recreation opportunities and access. Since then, the LOS was developed, tested, and revised based on input from recreation providers and the public (RCO, 2008; Recreation and Conservation Funding Board, 2011a). The completed LOS tool is an essential component of this 2013 SCORP process.

UNDERSTANDING THE LEVEL OF SERVICE TOOL

The LOS tool is found in RCO (2011b) *Manual 2: Planning Policies and Guidelines* and is recommended as a planning tool for grant recipients. The tool provides one set of indicators for federal and state agencies and another for local agencies. It provides a set of standards for measuring strengths and weaknesses of outdoor recreation facilities and opportunities, suggesting where additional resources may be needed.

RCO's current LOS tool provides federal, state, and local agencies with specific criteria to assess three primary areas: quantity, quality, and access (Recreation and Conservation Funding Board, 2011a; 2011b). According to RCO (2011b) *Manual 2: Planning Policies and Guidelines 2*, each of these areas are measured to meet specific criteria:

- Quantity criteria includes one measurement among federal and state providers.
 - **Capital Facility Development:** Biennial average percentage of unmet capital facility development (redevelopment, renovation, and/or restoration) goals.
- Quality criteria includes two measurements among federal and state providers.
 - **Agency-Based Assessment:** Percentage of facilities that are fully functional per their specific design and safety guidelines.
 - **Public Satisfaction:** Percentage of visitor population satisfied with existing park and outdoor recreation facilities/experiences/opportunities.
- Access criteria includes one measurement among federal and state providers.
 - **Sustainable Access:** Percentage of access/recreation areas/facilities that provide sustainable recreation opportunities (e.g., help protect natural and cultural resources, use green infrastructure to strengthen natural processes, minimize encroachment and/or user-developed facilities, prohibit poaching).
- Quantity criteria includes three measurements among local providers.
 - **Number of Parks and Recreation Facilities:** Percent difference between existing quantity or per capita average of parks and recreation facilities and the desired quantity or per capita average.
 - **Facilities That Support Active Recreation Opportunities:** Percent of facilities that support or encourage active (muscle-powered) recreation opportunities.
 - **Facility Capacity:** Percent of demand met by existing facilities.
- Quality criteria includes two measurements among local providers.
 - **Agency-Based Assessment:** Percentage of facilities that are fully functional for their specific design and safety guidelines.
 - **Public Satisfaction:** Percentage of population satisfied with the condition, quantity, or distribution of existing active park and recreation facilities.
- Distribution and access criteria includes two measurements among local providers.
 - **Population Within Service Areas:** Percentage of population within the following services areas (considering barriers to access): 0.5 mile of a neighborhood park/trail, 5 miles of a community park/trail, and 25 miles of a regional park/trail.
 - **Access:** Percentage of parks and recreation facilities that may be accessed safely via foot, bicycle, or public transportation.

The LOS tool uses an A to E grading system similar to that used in many schools, with “A” being the highest possible score and “E” being the lowest possible score. A lower score indicates the need for more investment to achieve a target level of service (RCO, 2008).

LOS indicators were measured in conjunction with additional recreation data collected in the statewide outdoor recreation provider survey conducted for the 2013 SCORP study and the recommendations of the SCORP Advisory Group. One of the major difficulties in assigning LOS scores is the limited amount of data that could be obtained from providers. Two surveys of

recreation providers were administered for this study: (1) a survey of local recreation providers and (2) a survey of federal, state, and tribal governments, and not-for-profit recreation providers. Researchers used a multiple-contact strategy in which recreation providers were contacted a minimum of five times and encouraged to complete the survey. Despite efforts to increase the response rate, the researchers obtained a 38% response rate among local providers and a 31% response rate among federal and state providers. In the future, participation in the survey should be incentivized to increase the response among recreation providers. Another challenge in implementing the LOS tool is that, even among recreation providers who responded to the survey, many agencies could not provide the necessary data for all the parts of the analysis.

A limited sample as well as the lack of data provided should be taken into consideration while reviewing the LOS scores. This consideration is especially important when examining regional scores for local agencies and providers since some regions had limited samples. It is important to note that among all the recreation providers in Washington, a total of 213 responded to the survey.

Despite these challenges, the researchers believe that the LOS tool provides an important measurement for evaluating outdoor recreation facilities and opportunities in the state. The data obtained was analyzed, and the findings among recreation providers often supported the results of the survey of residents. The researchers believe that the statewide LOS scores are representative of recreation providers; however, a larger sample size in each region will help to improve the representativeness of the LOS at the regional level. If the state can increase the response to the recreation provider survey, the researchers believe that the LOS findings will identify important, measurable needs and recreation priorities regionally.

In short, the findings suggest that the LOS is a valid tool to assist recreation providers in evaluating their services. The researchers recommend that the state educate recreation providers on the importance of providing information related to the LOS and that the state continue improvements to this measurement tool. The following section highlights the major findings from application of the LOS; details regarding LOS scores are discussed in Appendix C.

USING LEVEL OF SERVICE TO ASSESS RECREATION

Assessment of Quantity

The LOS Quantity criterion for federal and state agencies measures the percent of unmet capital facility development. The statewide grade, based on the mean of all reported percentages among federal and state agencies, is a D. For this criterion, a D represents the agencies' average assessment that 51% to 60% of capital facility development goals are *not* met.

At the local agency and provider level, the LOS measures quantity using three criteria: the number of outdoor recreation facilities, facilities that support active recreation opportunities, and facility capacity. The LOS Quantity criterion for number of outdoor recreation facilities measures the percent difference between existing quantity or per capita average of outdoor recreation facilities and the desired quantity or per capita average. The statewide grade for local agencies and providers is an A. The LOS grade indicates local agencies and providers have 21% to 30% fewer outdoor recreation facilities than they want or have planned for.

Although the statewide survey of Washington residents conducted for the current SCORP does not measure opinions on what the goal for outdoor recreation facilities should be, it does measure opinions on facilities in general. As we saw in previous chapters, in a direct question about whether there were any problems with facilities, the top problem named is a need for

more facilities/more availability. Only a small percentage of the population named problems with facilities, but among those who did, more facilities/more availability was the top problem. Overall, approximately 6% of *all* Washington residents feel there is a need for more facilities. In short, not many residents cite problems with outdoor recreation, but among those who do, more facilities/more availability is the top issue. Therefore, the LOS score is consistent with the finding that the top facility problem is the need for more, even if only a small percentage of residents expressed this need. Local agencies indicate they have 21% to 30% fewer outdoor facilities than they need or want to provide residents with recreation.

The LOS Quantity criterion for facilities that support active recreation opportunities measures the percent of facilities that support or encourage active recreation opportunities. The statewide grade for local agencies and providers is a B. The LOS grade is slightly higher than the other two Quantity criteria and indicates that 51% to 60% of local facilities support or encourage active recreation opportunities.

As previously discussed, the assessment of local agencies and providers entailed a survey using the LOS criteria as well as other measures of recreation. For these non-LOS measures, local agencies and providers were asked to estimate the percent of current demand being met for individual activities, opportunities, and facilities. With the exception of snow and ice trails, local recreation providers estimate meeting at least 50% of demand for all activities, opportunities, and facilities asked about in the survey. For more than half of the individual activities, opportunities, and facilities asked about, approximately 70% to 100% of demand is being met (see Chapter 2). The LOS score for facilities that support active recreation opportunities is consistent with the finding that providers are meeting at least 50% of demand for nearly all activities.

Perhaps the most direct LOS measure of supply and demand is the facility capacity criterion for local agencies and providers, which measures the percent of demand met by existing facilities. The statewide facility capacity grade is a D, and grades across the regions were mostly C's and D's. For this criterion, a C represents 46% to 60% of demand being met and a D represents 30% to 45%.

The LOS grades suggest that current available facility capacity only satisfies 30% to 45% of demand for recreation across the state, although some regions appear to be meeting approximately half of demand in the region. However, additional non-LOS measures of supply and demand for the SCORP indicate that higher percentages of demand are being met across the state than the LOS scores suggest. Again, non-LOS measures for local agencies and providers indicate that providers estimate meeting at least 50% of demand for nearly all activities, opportunities, and facilities and 70% to 100% of demand for more than half of those (see Chapter 2). This finding suggests the LOS grade for facility capacity may be somewhat low.

Another effective method for measuring demand and the percentage being met is to examine self-reported participation and interest among Washington residents. The survey of Washington residents conducted for the current SCORP measured current recreation participation and latent demand (previously discussed in Chapter 4). The study found that a third (33%) of Washington State residents have activities that they participate in but want to do more of, and more than a quarter (29%) say that there are outdoor activities that they currently do *not* do but that they would *like to do*. Note that there is overlap among these two groups; the overall percentage of Washington residents expressing latent interest in recreation activities is 48%. This finding

implies that demand is being met among those who do *not* want to participate or participate more often, which is approximately 52%.

Although the LOS score for facility capacity (i.e., 30% to 45% of demand met) may appear low in comparison to the non-LOS measures of demand being met for individual activities among local agencies and providers, it could be considered comparable to the measure of latent demand among Washington residents (i.e., up to 45% of demand met reported by providers compared to 52% of demand met among the public).

Also recall Washington residents were directly asked about problems with facilities and opportunities for outdoor recreation, which resulted in 16% indicating a problem with facilities and 11% indicating a problem with opportunities (also in Chapter 4). These percentages, combined with U.S. Census data, suggest that approximately 823,000 of the 5,143,186 Washington residents ages 18 or older statewide experience problems with facilities and approximately 566,000 residents experience problems with opportunities.

Regarding latent demand among Washington residents, however, it is important to note that the study found that factors related to unmet demand are *not* primarily problems with facilities and opportunities. When those with interest in other activities or interest in participating more often were asked about constraints to participation, they most commonly cited social issues and other issues over which agencies and providers have little influence, such as lack of time, financial reasons, health, age, and weather. Among those who participate in activities but want to participate more, only 5% of those getting the follow-up question (because they want to participate more) reported a lack of facilities/locations and 4% of them reported not being aware of or not enough existing opportunities. Among residents who did not engage in activities in which they expressed interest, 9% of them reported not being aware of or not enough existing opportunities and only 1% of them reported poor quality of opportunities/facilities as constraints.

The high percentages of demand met for individual activities by local agencies and providers, the assessment of latent demand among the public, and the assessment of related constraints, as well as somewhat lower percentages of public problems with facilities and opportunities, all indicate that, overall, recreation providers across the state may be meeting more facility demand than the LOS Quantity criteria scores alone suggest. Although the reasons LOS Quantity scores are lower than the general population's assessment are not known, it may be that local agencies and providers are underestimating their success or have ideal goals that may be above and beyond what is necessary to meet demand.

Assessment of Quality

The LOS measures quality using two criteria: agency-based assessment and public satisfaction. These two criteria examine quality through the percentage of fully functional facilities and estimated public satisfaction.

The LOS Quality criterion for agency-based assessment measures the percent of facilities that are fully functional for their specific design and safety guidelines. The statewide grade for federal and state agencies is an A, and the statewide grade for local agencies and providers is a B. The LOS grades suggest that more than 80% of federal and state agencies' and 61% to 80% of local providers' facilities are fully functional. This assessment is supported by the lower percentage of Washington state residents (16%) who reported problems with facilities in the study of outdoor recreation use and needs among Washington residents for the SCORP (see Chapter 4).

The LOS Quality criterion for public satisfaction measures the percent of the population the agency estimates is satisfied with existing park and recreation facilities. The statewide grade for both federal and state agencies and for local agencies and providers is an A. For this criterion, an A represents the agencies' estimation that more than 65% of the population is satisfied with existing park and recreation facilities.

A non-LOS measure of satisfaction is to examine self-reported levels of satisfaction among the general population. Although a few of the agencies may have conducted surveys independently, the study of outdoor recreation use and needs among Washington residents for the SCORP asked residents directly about satisfaction with facilities and opportunities for individual activities statewide. In general, dissatisfaction is low for both facilities and opportunities for most activities (see Chapter 4), and the high LOS scores for public satisfaction are consistent with this finding.

Assessment of Access

The LOS Access criterion for federal and state agencies for sustainable access measures the percent of access/recreation areas/facilities that provide sustainable recreation opportunities. The statewide grade, based on the mean of all reported percentages among federal and state agencies, is an A. For this criterion, an A represents the agencies' assessment that more than 65% of access/recreation areas/facilities provide sustainable recreation opportunities.

The LOS measures access for local agencies and providers using two distribution and access criteria: population within service areas and access. The LOS distribution and access criterion for local agencies for population within service areas measures the percent of the population within the following service areas: 0.5 miles of a neighborhood park/trail, 5 miles of a community park/trail, and 25 miles of a regional park/trail. The statewide grade, based on the mean of all reported percentages among local providers, is a B. For this criterion, a B represents the agencies' assessment that 61% to 75% of the population is within all three of the service areas.

The study of outdoor recreation use and needs among Washington residents for the current SCORP found that 25% of Washington residents live less than 1 mile from any public park and 52% live no more than a mile. On average, all residents live within 3.71 miles of any public park. Although these SCORP results do not precisely correspond to all of the LOS service areas, the results do show 80% of Washington residents live within 5 miles of *any* public park, which does correspond with an LOS service area and the LOS grade is consistent with this finding (see Chapter 4).

The LOS distribution and access criterion for local agencies for access measures the percent of outdoor recreation facilities that may be accessed safely via foot, bicycle, or public transportation. The statewide grade, based on the mean of all reported percentages among local agencies and providers, is a B. For this criterion, a B represents the agencies' assessment that 61% to 80% of the population can safely access parks or recreation facilities via foot, bicycle, or public transportation.

The study of Washington residents for the current SCORP found that an overwhelming majority (95%) use an automobile, truck, or motorcycle to get to recreation areas in Washington for at least some of their visits. Nonetheless, nearly half access recreation areas on foot at times (49% walk or jog), 21% use a bicycle, and 10% use public transportation (see Chapter 4). Overall, 55.4% use at least one of the three types of access for the Access criteria. While residents' choice of transportation does not necessarily reflect the percent of facilities that may

be accessed safely via foot, bicycle, or public transportation (i.e., higher percentages of facilities may have the types of access required than the percentage of residents who actually use them), the results that 55.4% use at least one of the three types of access is nearly within the range indicated by the LOS score (i.e., 61% to 80%). Assuming at least a small but substantial percentage *can* access recreation areas using one of these three methods but choose to use a vehicle instead, the LOS score appears to be a fair assessment.

Finally, the study of Washington residents for the current SCORP, as mentioned previously, examined constraints to participation and found that very few cited lack of access as a constraint to participation. Among those who participate in activities but want to participate more, 8% cited a lack of access as a reason for not doing so. Among residents who did not engage in activities in which they expressed interest, only 4% cited a lack of access as a reason for not doing so (see Chapter 4.) Again, the LOS scores for the access criterion appear to be a fair assessment.

PRIORITIES FOR OUTDOOR RECREATION IMPROVEMENTS

The LOS scores suggest that certain priorities for providing outdoor recreation should be considered.

Facilities Capacity and Quantity

Overall, the LOS scores indicate that the highest priority for planning for and improving outdoor recreation in Washington are facilities capacity and quantity. While public satisfaction and access scores are B's, which would be considered "above average" on many school grading scales, the LOS scores for the quantity criteria suggest that recreation providers need to focus on facilities. Using the LOS criteria and scores as a guide, agencies and providers should focus on facility capacity first because it received the lowest overall score (D), followed by the number of outdoor recreation facilities (C). The quantity criterion measuring the percentage of facilities that support active recreation opportunities, however, did receive a B.

For the facility capacity criterion (overall score D), the local provider survey asked respondents to indicate how much of their demand for specific outdoor activities is met by their existing outdoor recreation facilities for 45 specific types of outdoor recreation activities. The types of outdoor recreation facilities with the most unmet demand include snow and ice activity facilities; designated motorized trails and areas; hunting areas; shooting ranges; outdoor tracks for running or jogging; and designated bridle trails. Many of these categories are consistent with the findings of the statewide survey of Washington residents. The survey of residents asked about satisfaction or dissatisfaction with facilities for activities and then for opportunities for participating in the activities. In general, results are positive, with dissatisfaction being low among Washington residents for most activities, but the following activities have dissatisfaction rates of at least 20%: shooting opportunities, disc golf opportunities, off-roading facilities and opportunities, and hunting facilities and opportunities. Although geographic factors and actual levels of demand should be examined as well, priorities for developing new or additional facilities should include designated motorized and off-roading trails and areas, shooting ranges, hunting areas, outdoor tracks for running or jogging, and disc golf facilities.

For the number of outdoor recreation facilities criterion (overall score C), the local provider survey asked respondents to indicate their agency's planned goal(s) and their current status in relation to that goal to measure the percent difference between the existing quantity or per capita average of outdoor recreation facilities and the desired quantity or per capita average of outdoor recreation facilities. Based on those facilities goals that were not met among local agencies and providers, priorities for increasing outdoor recreation facilities should focus on

acquiring more acres of land in general. A few of those meeting lower percentages of their goals, however, did specifically cite unmet goals for trails and community or neighborhood parks. When acquiring acreage, developing some of the priority facilities discussed above, such as designated motorized and off-roading trails and areas, shooting ranges, hunting areas, and outdoor tracks for running or jogging, should be considered.

Regional Focus

Although factors influencing recreation in each region differ, it may be worth examining the recreation plans of those regions that did well in each category to identify any useful approaches or guidelines that could be potentially applied in other regions. Again, it is important to keep in mind that low sample size may impact LOS results in different regions. However, it is heartening that the LOS measurements suggest that some regions are excelling at providing outdoor recreation facilities and opportunities.

Among local agencies and providers, two regions were well above the average score for the number of outdoor recreation facilities criterion and received A's: the Southwest and Northeast. For the facilities that support active recreation opportunities criterion, three regions were well above average and received A's: the Islands, North Cascades, and South Central. The Seattle-King area scored the highest (B) on facility capacity, which was the criterion with the lowest score statewide.

CHAPTER 6. OTHER CONSIDERATIONS IN PROVIDING OUTDOOR RECREATION IN WASHINGTON

Chapter Highlights

- Three important issues that need to be considered in the provision of outdoor recreation in Washington are sustainability, wetlands, and the use of a map-based information system.
- Providing more sustainable outdoor recreation opportunities is a higher priority among state, federal, and not-for-profit providers than among local providers.
- Some recreation providers seem to be unclear as to what sustainable opportunities are and how they can meet sustainability goals.
- Wetlands are an important part of outdoor recreation in Washington.
- Balancing recreational activities involving wetlands with wetland conservation is important to the public.
- Recreation providers, recreation businesses, and stakeholders need a better way to inventory outdoor recreation supply.
- One of the major challenges in using a map-based information system is to get the recreation providers to participate in this collective, statewide effort.
- The goals of a collective map-based information system should support the needs of these key stakeholders: recreationists and recreation providers. Such a system should be designed to keep three primary goals in mind:
 - Educate the public (e.g., How/where can I recreate? What facilities are there?)
 - Inform state decision-making (e.g., What is the distribution of spending and where have investments been made? Are recreation opportunities being provided equitably?)
 - Support local agency needs (e.g., Where should we develop a park or trail?)

This chapter examines three issues that need to be considered in the provision of outdoor recreation in Washington. The first is sustainability—that recreation facilities and opportunities be provided in a way that that sustains both the environment and the recreation resources themselves. The chapter also looks at wetlands. Finally, the chapter discusses a map-based information system and its role in assessing supply.

PROVISION OF OUTDOOR RECREATION IN A SUSTAINABLE WAY

The National Park Service defines sustainability as “the capacity to endure,” stating, “Our ability to preserve cultural landscapes in perpetuity is inextricably tied to achieving sustainable stewardship.” As such, the National Park Service’s mission for sustainability is to achieve environmental, economic, and social durability into perpetuity (National Park Service, 2012b). Following similar guidelines, the Recreation and Conservation Funding Board requires LWCF grant recipients to “design and build projects to maximize the useful life of what they build and do the least amount of damage to the environment” (RCO, 2010). The Recreation and Conservation Funding Board developed a sustainability policy “to promote and reward sustainable practices in grant programs.” (RCFB Memo, 2011). To this end, recreation providers are evaluated based in part on the sustainability of their project design, practices, and elements. Sustainability, therefore, becomes an important recreation goal among recreation providers.

As discussed previously, when referring to sustainable recreation, keep in mind that there are two primary and inter-related factors of sustainable recreation: (1) the impact of recreation on the environment (environmental sustainability) and (2) the longevity of recreational assets (recreational sustainability), and the second factor is somewhat dependent on the first: For the survey, sustainable outdoor recreation opportunities were defined as opportunities for a maximum recreation experience that also minimize impacts to or protect natural, cultural, and historic resources.

As shown in the survey of recreation providers, providing more sustainable outdoor recreation opportunities ranked as an important issue/challenge among local recreation providers, but it was a much more important issue among federal, state, and not-for-profit providers. On a scale of 0 to 10, where 0 is not at all important and 10 is extremely important, providing more sustainable outdoor recreation opportunities had a mean rating of 6.83 among local providers, suggesting that, although sustainability is an important issue among local providers, it is not a top-ranked issue. On the other hand, providing more sustainable outdoor recreation opportunities was rated at little higher, with a mean of 7.13 among federal, state, and not-for-profit providers. Among these recreation providers, sustainability was among the top three issues of importance.

These differences in the level of importance of sustainability are also reflected in recreation providers' responses regarding the percentage of existing sites they manage that support sustainable recreation. For local providers, there is a wide range of answers, with means for the various regions ranging from a low of 36% in the Northeast to a high of 81% in the Islands. Among federal, state, and not-for-profit recreation providers, however, mean percentages are all at 75% or higher among the various groups. The findings suggest that, in general, sustainability is a lower priority among local recreation providers than it is among federal, state, and not-for-profit recreation providers.

Recreation providers were asked to provide information regarding some of the approaches they are taking to ensure the provision of sustainable outdoor recreation opportunities. Many of these providers have guiding principles and policies in place designed to inform development and construction decisions. Several also indicated that they conduct extensive environmental impact and sustainability analyses before development of a new property. Others listed specific initiatives and programs designed to ensure the sustainability of their recreation opportunities. One point to make about the open-ended comments made by these recreation providers is that there may be additional education opportunities regarding sustainability. Some recreation providers seem to be unclear as to what sustainable opportunities are and how they can meet sustainability goals.

WETLANDS

Wetlands provide valuable recreation opportunities, educational opportunities, and environmental services to be managed for these values. In addition, the LWCF Act identifies wetlands as suitable replacement for LWCF lands slated for conversion to non-recreational uses. Wetlands are automatically considered to be of reasonably equivalent utility as the property proposed for conversion, regardless of the nature of that property. For example, a city may wish to use a portion of a park acquired with LWCF funds for a non-outdoor recreation use such as city offices. The law permits the acquisition of wetlands of at least equal fair market value and of reasonably equivalent location to be used as replacement lands.

This wetlands component addresses whether and how recreation sites with wetlands should be prioritized for LWCF grants by addressing these questions:

- Are there wetlands types in Washington that are a priority for recreation acquisition or conversion? If so, should funding priority be given to these wetland types?
- Does the ecological value of the wetlands in question matter?
- Should projects receive lower scores for negative impacts to wetlands?
- Should the state develop criteria for prioritizing wetlands on conversion replacement properties?

In this section we describe:

- Wetlands in Washington—how wetlands are defined and managed in Washington.
- Wetlands and recreation—how wetlands are important in outdoor recreation and how residents encourage a balanced approach to the use of wetlands for recreation.
- And how this section meets the federal requirements for the wetlands component of a SCORP.

Definitions

Most residents envision wetlands as marshes, swamps, or small ponds. This aligns with the Washington State Department of Ecology's biological definition for wetlands as an area that encompasses water-saturated soils and water areas themselves, often with water-loving plants. For public input on wetlands recreation, the researchers used a broad definition of what constitutes a wetland, one that matches this commonly held perception.

The Department of Ecology also recognizes jurisdictional wetlands—ones that a particular law or regulation has determined should be maintained as a wetland. For making recommendations about wetland types that should receive priority for recreation acquisition and about environmental impact management, the researchers used the Department of Ecology's wetlands rating system.

Originating from law (WAC 365-190-090), these administrative definitions reflect if and how wetlands are to be regulated (Department of Ecology, 1998). The Department of Ecology uses definitions that describe features of wetlands and how they are regulated (Department of Ecology, 2013). For the purposes of this SCORP, wetlands are places where land meets water, and wetlands "are areas where water is present long enough to form distinct soils and where specialized 'water loving' plants can grow" (Department of Ecology, 1998).

Overview of Wetlands in Washington

Wetlands cover approximately 938,000 acres in Washington, or about 2% of the state's land (Department of Ecology, 2012a). About two-thirds of original wetlands acreage remains intact (Canning and Stevens, 1989).

Wetlands perform many important functions, such as maintaining stream flows, slowing and storing floodwaters, stabilizing stream banks, and reducing the erosion of shorelines. They recharge groundwater and improve water quality by filtering out sediments, excessive nutrients, and toxic chemicals. For a diverse array of wildlife, wetlands are essential habitat for feeding, nesting, and for cover. More than 315 species of wildlife use the state's wetlands as primary feeding or breeding habitat (USGS 2012). Wetlands are also nursery and feeding areas for anadromous fish such as salmon. Wetlands are critical habitats for at least one-third of the state's threatened or endangered species of wildlife (Puget Sound Water Quality Authority 1990). The number and diversity of plants and animals found in wetlands make them excellent places for active and passive recreation activities such as wildlife viewing, nature appreciation,

camping, boating, fishing, nature study, hiking, photography, and hunting, as well as for teaching and research.

How Wetlands Are Managed in Washington

The Department of Ecology is the primary state agency for wetlands management in Washington. Two state laws, the State Water Pollution Control Act and the Shoreline Management Act, give the Department of Ecology the authority to regulate wetlands. Under the Clean Water Act, the Department of Ecology also has the authority to ensure that activities permitted by the U.S. Army Corps of Engineers meet state water quality standards. The Department of Ecology uses the State Environmental Policy Act process to identify potential wetland-related concerns when issuing development permits. The Department of Ecology includes wetlands specialists throughout the state who review applications for projects, such as recreation development projects, that involve wetlands.

Where a project has a potential to affect wetlands, such as disturbance from people, there is a requirement that these be minimized. In some cases, compensatory mitigation is required to offset those lost functions. The Department of Ecology also provides technical assistance to local governments under the Growth Management Act. This includes assistance in developing policies for comprehensive plans, developing regulations, and in implementing local wetlands mitigation.

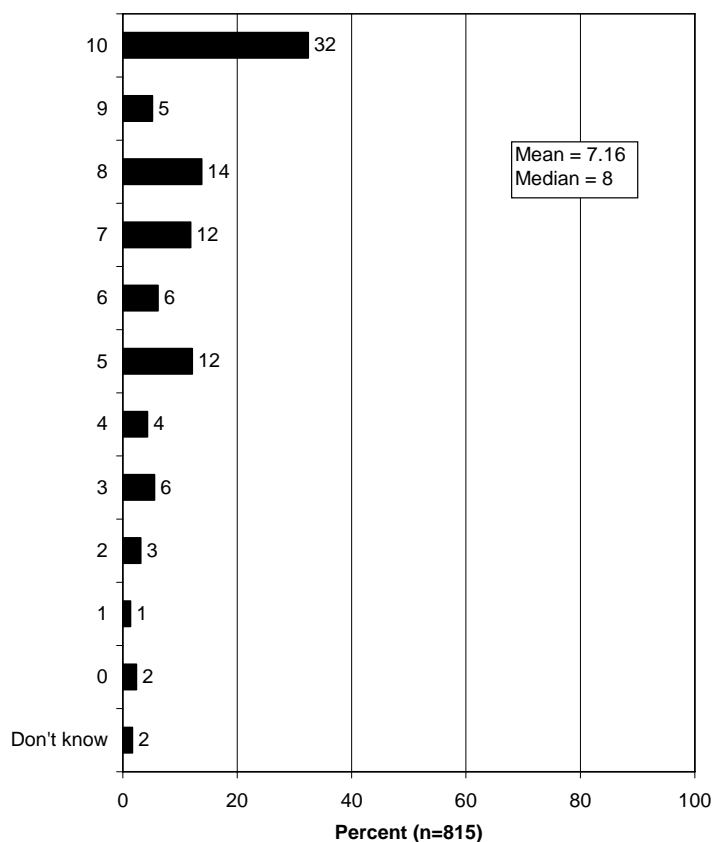
Wetlands and Recreation

In the survey of residents in support of the SCORP, residents rated the importance of wetlands to their total outdoor recreation experience. About one-third of residents give wetlands the highest rating of importance (Figure 6.1), and the importance is similar across the state's regions. The survey also showed that, during the last 12 months, 26% of Washington residents participated in a recreation activity that involved a wetland. Thus, wetlands are a big part of outdoor recreation in Washington.

Figure 6.1: Statewide Importance of Wetlands in Outdoor Recreation.

Q336. On a scale of 0 to 10, where 0 is not at all important and 10 is extremely important, how important would you say wetlands are to your total outdoor recreation experience in Washington?

(Statewide)



To explore the role of wetlands recreation in the public's mind, the SCORP Town Hall asked the following questions:

Wetlands, which in Washington are often marshes, swamps, or small ponds, are important for wildlife and for recreation. People go there to watch birds and wildlife or to hike near them. We have a two part question for you about wetlands:

1. Do you visit wetlands for recreation and why are they important to you?
2. What role should wetlands play in enhancing outdoor recreation?

In total, 65 people responded and most commonly said that it is important to consider wetlands values, balance expectations for recreational access, and manage appropriate recreational use of wetlands to prevent degradation.

The SCORP Town Hall also discussed values of wetlands. The public indicated that wetlands provide multiple benefits, including environmental services, education, and recreation.

- For environmental services, the public said wetlands are important in buffering the intensity of stormwater runoff (in both natural and constructed wetlands) as biodiversity

repositories, as groundwater recharge sites, as critical habitat for fish and wildlife, and for water purification, among other services.

- For educational values, the public said that wetlands are ready-made classrooms for teaching environmental lessons, especially about wise water management.
- For recreation values, the public said that water features like wetlands are an integral part of the outdoors in the Northwest; wetlands are generally easy to access, especially for the physically challenged; wetlands support destination recreation activities like wildlife viewing, hiking, fishing, hunting, kayaking, and horse riding; and wetlands are a place where people can go to immerse themselves in a peaceful outdoor setting.

Recreationists expressed a range of expectations about access that raises the unanswered question: What is the appropriate balance between leaving wetlands undisturbed versus recreation use? Many people at the SCORP Town Hall recognized that their recreational activities can have a negative environmental impact but said that access to wetlands recreation is important to them. Another concern was about using the same wetland for multiple recreation activities, with some Town Hall contributors wanting simultaneous use and others not wanting such use.

Another concern in using wetlands for recreation is managing appropriate use, as well as access and degradation. Many Town Hall contributors noted that recreation managers have an obligation to prevent degradation of wetlands when creating recreation facilities and opportunities. A typical comment was, "Recreational development should not hurt wetlands." At the same time, other contributors said that their recreation access is too limited. People gave suggestions for managing recreation to protect wetlands, such as limiting total use, limiting uses that degrade the quality of a wetland, visitor behavior management, developing peripheral lands, confining access to designed facilities (e.g., boardwalks over the wetlands, spur trails), and zoning to avoid disturbing the most sensitive areas and species.

Consistency With Federal Law

Federal law directs each state to include a wetlands component as part of its SCORP and stipulates several requirements for a SCORP (National Park Service, 2008). These requirements, and how they are addressed in this SCORP, are briefly described in Table 6.1.

Table 6.1: National Park Service Requirements Met in the SCORP.

Requirement 1 - Be consistent with the National Wetlands Priority Conservation Plan prepared by the U.S. Fish and Wildlife Service (U.S. Fish and Wildlife Service, 1991).	Use of the Washington Department of Ecology's wetlands rating system is consistent with this requirement.
Requirement 2 - Provide evidence of consultation with the state agency responsible for fish and wildlife resources.	Department of Fish and Wildlife staff was consulted as part of the preparation of this SCORP, and their feedback was incorporated. In addition, routine consultation with the Department of Fish and Wildlife occurs <i>via</i> the normal permitting process for projects requiring a Hydraulic Project Approval under State law (Department of Fish and Wildlife, 2013b).
Requirement 3 - Develop a listing of wetland types that should receive priority for acquisition.	Use of the Washington Department of Ecology's wetlands rating system is consistent with this requirement.
Requirement 4 - Consider outdoor recreation opportunities associated with its wetlands resources for meeting the State's public outdoor recreation needs.	The Advisory Group and the general public encouraged the use of the unique recreation values provided by wetlands in recreation planning while appropriately protecting wetlands from environmental impacts.

Wetlands Summary

Wetlands are important in Washington's outdoor recreation. They are widely used, and residents say that wetlands are valued as part of their recreation. At the same time, these residents made it clear that they want wetlands to be managed for environmental and recreation values with a call for balance between the two. Similarly, the SCORP Advisory Group advocated a carefully balanced approach to wetlands recreation, but emphasized broader values of wetlands, including their educational importance.

The State of Washington also defines wetlands as a priority and, largely through the Department of Ecology, has expressed this priority through law and policy. The federal government requires that the wetlands component in a SCORP be consistent with the National Wetlands Priority Conservation Plan and that there be coordination with the Department of Fish and Wildlife. Taken together, existing state law and policy combined with recommendations made in this SCORP provide for these public, state, and federal needs.

USING A MAP-BASED INFORMATION SYSTEM TO ASSESS SUPPLY

Recreation providers, recreation businesses, and stakeholders need a better way to inventory outdoor recreation supply. This inventory needs to be put into a usable format that will include and integrate other inventories previously compiled by federal, state, and local providers. Additionally, the map-based information system should consider the National Park Service's LWCF need for a usable recreation supply tool. While creating this database capacity is a significant undertaking, there is a greater need to provide incentives to encourage provider participation in this system. A map-based information system will only work if providers are willing to invest in this tool by contributing *and* maintaining up-to-date data. This section discusses a framework to build the capacity to support a map-based information system to assess supply.

Currently, the state's objective has been to make map-based information data more accessible to recreation providers. To this end, the state is publishing maps associated with its initiatives (e.g., RCO's salmon recovery work). In this case, the RCO uses a Geographic Information System (GIS) database, and RCO staff regularly coordinate with the state's GIS office to update information. In addition, RCO is using some county data layers, but this information is not comprehensive. Data from counties is expected to improve as more counties are able to provide parcel-level data. While some data for publicly owned lands is available from counties, the data are incomplete because there is no incentive to collect these data (counties do not tax public lands). In addition, the RCO maintains its PRISM (**PR**oject **I**nformation **S**yste**M**) database, but this information only covers properties where RCO funds have been spent. Therefore, the PRISM database is incomplete. The RCO also has expertise providing an analogous, statewide map-based information system for the boating community (see <http://boat.wa.gov>). These map-based information efforts involve sharing and coordination among agencies.

For the proposal presented here, two needs-assessment meetings were conducted: one meeting with RCO staff, and a second meeting with recreation managers from federal, state, and local agencies who were knowledgeable about map-based information systems.

Key Finding Regarding a Map-Based Information System

Based on the consultation with these representatives, it was determined that one of the major challenges in using a map-based information system is to get the recreation providers to participate in this collective, statewide effort. Federal, state and local recreation managers have differing missions and differing data management needs, which might make it difficult to encourage partnerships on an effort that may not fall under the purview of their current mission and goals. Further, and perhaps more importantly, recreation providers have already fully allocated their budget resources, and it is not likely that they have planned for or even have the resources necessary to contribute to the development and/or use of a map-based information system. While there are many other issues that should be considered in the development of a collective map-based information system, all of these are secondary to ensuring participation by the diverse array of providers. Keeping this in mind, discussions regarding participation in a map-based information system should include input and investment by recreation providers. This will be the best way to incentivize these efforts and encourage buy-in from those on which the state will depend for maintaining and updating the system.

Goals That a Map-Based Information System Support

A key purpose of a map-based information system is to inform the end user (the recreationists). Although a map-based information system serves the purpose of meeting the needs of the recreationists served, however, it should also help inform investment needs and priorities among recreation providers. The goals of a collective map-based information system should support the needs of these key stakeholders: recreationists and recreation providers. Such a system should be designed to keep three primary goals in mind:

- Educate the public (e.g., How/where can I recreate? What facilities are there?)
- Inform state decision-making (e.g., What is the distribution of spending and where have investments been made?, Are recreation opportunities being provided equitably?)
- Support local agency needs (e.g., Where should we develop a park or trail?)

CHAPTER 7. FINDINGS AND IMPLICATIONS

This chapter outlines key recommendations supported by the findings of the SCORP research. The sources of these recommendations come from the compilation of research conducted for the SCORP, including discussions with the SCORP Advisory Group, SCORP Town Hall, the scientific survey of Washington residents, the survey of recreation providers, and discussions with the RCO.

As the research clearly shows, Washington should continue its investment in outdoor recreation facilities and opportunities. While this is the most basic of all recommendations, it is the foundation for fulfilling all other outdoor recreation needs and expectations. The SCORP Advisory Group contended that it is worth reminding the state of the necessity of its continued investment in outdoor recreation, especially considering future challenges and issues.

Specifically, the SCORP Advisory Group discussed investments that the state needs to keep in mind as priorities for outdoor recreation. First, the Advisory Group focused on the importance of new acquisition, development of sites and facilities, and the maintenance of existing facilities, contending that the increased pressure on existing facilities (due to population growth) will be reflected in deterioration of those recreation resources due to overuse. Second, the Advisory Group concurred that, even with current satisfaction levels being high for most forms of outdoor recreation, continued investment in outdoor recreation facilities and opportunities is necessary to maintain these levels of satisfaction. I

The public, in their comments at the SCORP Town Hall, made a strong business case for recreation investment. The reasons most frequently stated by these Town Hall contributors were that recreation opportunities bring in direct economic activity (e.g., local business sales to recreation customers) and the presence of recreation assets helps their communities attract businesses.

Finally, the SCORP Advisory Group emphasized continued investment in outdoor recreation facilities and opportunities to meet the diversified demands of all users. To this end, they discussed the importance of investing in amenities to meet the needs of changing demographics, the need to develop and improve special-needs opportunities for disabled residents, and the need to ensure that diversity continues to be a statewide priority for outdoor recreation.

All of these priorities for meeting public demand for outdoor recreation, and many more, are discussed further as individual recommendations in the remainder of this chapter.

IMPLICATIONS: PARTICIPATION AND SATISFACTION

- **Recognize a return to nature-based activities.**

The survey results and associated trends analysis point to an increase in nature-based activities. A major focus on recreation planning over the next 5 years should be in providing these nature-based activities for Washington residents and maintaining the integrity of the ecosystems upon which these recreational activities depend. Chapter 3 shows that there were notable increases in participation in hunting, shooting, and fishing, and this is similar to national trends. Similarly, a number of Town Hall contributors in the Town Hall responses to this question said that they are doing more activities like trail hiking because it is more affordable in the current difficult economic climate.

- **Understand that the top constraints to participation are social factors as opposed to facility-based or opportunity-based factors.**

As discussed in Chapter 4, more than a quarter of residents (29%) say that there are outdoor activities that they do not do but that they would like to do. However, findings regarding latent demand do not seem to point toward an overwhelming need for more facilities. Social factors top the list of reasons that residents did *not* engage in activities in which they expressed interest, including lack of time/other obligations, financial reasons, and health/age. It is clear that interest in participation in outdoor recreation is high, and the top constraints to participation appear to be social and psychological in nature as opposed to facility-based.

- **Realize that no one activity or group of activities dominates latent demand needs.**

As shown in Chapter 3, the activities Washington residents have not done but are interested in doing are relatively evenly distributed among a variety of activities, with no one activity dominating this list for latent demand. Still, activities leading the list include air activities (flying, parachuting, bungee jumping, etc.), hiking, skiing, hunting, fishing, canoeing/kayaking, camping, and boating. (It is worth noting that most of these activities are nature-based.) Similarly, when asked about activities in which they currently participate but in which they would like to participate more, 33% of residents have activities in which they participate at a level lower than they would like. Among these residents, 13% indicated that they would like to participate in more recreation activities in general. No one or two activities surfaced as specific activities in which there was a particularly high rate of interest in participation.

- **Continue information and outreach on outdoor recreation opportunities.**

Washington residents want to participate in outdoor recreation activities, as demonstrated by the number of participants as well as the number of people who wish to participate more. As mentioned in a previous recommendation, social constraints often impede participation. An important approach recreation providers can take to minimize social constraints is to keep outdoor recreation a top-of-mind priority among residents. Residents need information and a reminder to encourage their participation in outdoor recreation. It is important for recreation providers to continue their efforts to inform and communicate with recreationists, possibly including marketing and outreach that specifically addresses the top social constraints to participation. Additional marketing research may be conducted to inform information and outreach efforts.

- **Use caution when interpreting trends.**

It is important to be aware of the limitations of decision-making based on participation trends. Trying to understand future recreational demand based on past trends is a bit like driving a vehicle forward while looking in the rear-view mirror. Although the past can give you an idea of the general path of recreation, it does not mean that these trends will continue into the future. Social, cultural, and demographic factors can impact trends in participation. A particularly relevant example of this is the decline of hunting and shooting over the past few decades. Although on a general decline since 1990, participation in hunting has started to increase in recent years both in Washington and nationally, a trend that few people predicted. Studies are currently being conducted to determine factors impacting this apparent rise in hunting participation; possible factors influencing the recent uptick in hunting participation include the economic recession as well as the locavore movement (eating only locally produced food), to name just a couple of possible factors impacting the recent increase.

- **Maintain high levels of satisfaction.**

The majority of Washington outdoor recreationists are quite satisfied, with a few small exceptions. This has a couple of important implications. The challenge now is to maintain these high levels of satisfaction, meaning that we should not assume that outdoor recreation goals have been met and, therefore, budgets in these areas can be cut; instead, it is important to continue or increase the current level of maintenance and provision of these activities.

- **Work toward decreasing dissatisfaction in selected activities where dissatisfaction was high.**

In general, dissatisfaction is low for most activities. Nonetheless, the following activities have dissatisfaction rates of at least 20%: shooting opportunities, disc golf opportunities, off-roading facilities and opportunities, and hunting facilities and opportunities. Providers should be aware of those opportunities with which residents are dissatisfied and continue efforts to improve these facilities and opportunities.

IMPLICATIONS: BENEFITS OF OUTDOOR RECREATION

- **Capitalize on the social benefits of outdoor recreation in communications and outreach.**

As outlined in Chapter 1, there are many social benefits to outdoor recreation. Outdoor recreation helps promote community and create a shared sense of place. It brings together like-minded people with a similar connection to the outdoors, and it is common for those participating in specific activities to work cooperatively in developing new opportunities and maintaining existing infrastructure. Communications and outreach should promote these social benefits by demonstrating the importance of outdoor recreation opportunities to local communities and by encouraging recreationists to become more invested in outdoor recreation resource management.

- **Continue to support health initiatives.**

As outlined in Chapter 1, the health benefits of outdoor recreation include reducing major health problems through activity and exercise, as well as the potential to impact health care spending. Washington supports and promotes the Centers for Disease Control's ACHIEVE Healthy Communities Initiative. Currently eight Washington localities benefit from their designation as ACHIEVE communities. The state should continue supporting this initiative by expanding its reach throughout the state.

- **Promote the economic benefits of outdoor recreation in communications and outreach.**

The results of a 2012 report show that outdoor recreation contributed more than \$22.5 billion in consumer spending to Washington's economy, as well as \$1.6 billion in state and local tax revenue. Further, outdoor recreation directly supported 227,000 jobs across the state, along with \$7.1 billion in wages and salaries. Chapter 1 shows that outdoor recreation is a major economic engine that produces jobs and tax revenues, especially in local economies and in many instances in rural areas where these jobs and tax revenues are needed. Promote the economic benefits of outdoor recreation in communications and outreach to help increase participation and public investment in outdoor recreation opportunities.

- **Maximize sustainability and environmental stewardship.**

One of the most important benefits of outdoor recreation is its promotion of sustainability and environmental stewardship. The key to sustainability and stewardship is a partnership among federal, state, local, tribal, and private outdoor recreation providers, their partners, key stakeholders, communities, and recreationists. Even more important, sustainability and stewardship require citizens and leaders at all levels to cooperatively invest in our natural, cultural, and scenic resources. As discussed in Chapter 1, the state's focus on sustainability and ethical stewardship has resulted in several initiatives that are helping to ensure outdoor recreation issues are a top-of-mind priority. The state should continue supporting these initiatives and work collaboratively with Washington residents to expand major programs and initiatives focused on improving outdoor recreation and environmental stewardship.

IMPLICATIONS: RECREATION TYPES

- **Focus on increasing and/or improving recreation facilities and opportunities that support active recreation.**

The majority of residents are participating in active recreation. As shown in Chapter 3, an overwhelming majority of residents are participating in activities that fall under the broad active recreation categories of “walking, hiking, climbing, and mountain biking” (90% of residents participated in activities under this category) and “recreational activities” (83%), which include activities such as swimming, aerobics, jogging, and running. Chapter 5 shows that, although the mean of providers' answers regarding the percent of their facilities that support active recreation statewide is 54.04% (a B score on the Level of Service)..

- **Continue to offer diverse outdoor recreation activities and opportunities.**

Washington residents participate in a wide variety of outdoor recreation activities. As explored in Chapter 4, many of the Town Hall contributors emphasized the importance of expanding the number and diversity of recreation opportunities as a way to manage user conflict. Offering diverse opportunities is also important in meeting the demands of underrepresented populations (as identified in Chapter 3), such as urban residents and minorities. Some urban residents in the Town Hall comments were frustrated by the distance they had to travel to participate in their preferred recreation activity. Thus, the need to continue offering diverse outdoor recreation within a reasonable travel distance is important to ensuring quality recreation experiences. The Town Hall findings suggest that recreationists would like to see an increase in the quantity and diversity of recreation opportunities provided. It is important to remember, however, that the Town Hall findings are not quantifiable and are only representative of the opinions of those who participated in the Town Hall Forum.

- **Stay true to the outdoor recreation base—traditional users.**

A word of caution on the previous recommendation is not to focus on new and emerging activities *at the expense of* traditional, popular recreation activities. Although the outdoor recreation opportunities in Washington are diverse and there is a natural inclination to cater to new and emerging recreation activities, it is important for recreation providers to focus on traditional users. As discussed in Chapter 3, the highest recreation participation rates are for picnicking, BBQing, or cooking out (81% of Washington residents), walking without a pet (71%), observing or photographing wildlife (59%), gardening (57%), hiking (54%), and walking with a pet (52%). While it is important to

keep up with new and emerging demands in recreation, it is equally important to ensure high quality experiences for traditional users.

- **Keep priorities in mind when developing new or additional facilities.**

The Level of Service analysis in Chapter 5 explored priorities for developing new or additional facilities. Although geographic factors and actual levels of demand should be examined as well, priorities for developing new or additional facilities should include designated motorized and off-roading trails and areas, shooting ranges, hunting areas, and outdoor tracks for running or jogging. Additional activities to examine for demand and to consider for facility development where appropriate are snow and ice activity facilities, designated bridle or horse trails, and sports fields. The Town Hall findings showed a perceived lack of opportunity among equestrians, mountain bikers, and motor-sport trail users.

IMPLICATIONS: OUTDOOR RECREATION SUPPLY IN WASHINGTON

- **Recognize the need for an accurate inventory of outdoor recreation supply.**

One of the difficulties in the development of this SCORP was determining outdoor recreation supply in the state. This need is broadly shared across recreation providers. The benefits of a comprehensive and up-to-date inventory include:

- Allowing stakeholders a single resource for learning about recreation opportunities,
- Allowing managers to assess the appropriateness of their inventory given demographic, economic, land-use, and other variables impacting their service area, and
- Allowing managers to assess where the pooling of resources is a good idea.

An assessment of supply depends primarily on two measures: (1) the supply of lands for recreation and (2) the supply of outdoor recreation facilities and opportunities. Many of the resources used to assess land supply are outdated. Information provided by the state regarding lands in Washington is based on a 1999 lands survey and an update to this inventory in 2005.

- **Take advantage of current technology by using a map-based information system to provide an inventory of supply.**

To address some of the challenges highlighted above, it is important for the state to move toward developing a map-based information system to support recreation planning needs of the state. As discussed in Chapter 6, the map-based information system should support federal, state, and local agencies as well as non-governmental organizations. The system should be standardized across all users so that participants know what to expect, what information can be provided, and the ease with which they can contribute information to the system. The system should make all partners' information identifiable and readily available so that recreation providers can access the information for their own use. Additionally, the system should be adaptable at each level, providing data exporting capabilities that will allow users to manipulate exported data and information in their own database management software. The RCO should start with a core system designed to meet the needs for SCORP planning and build from that point to meet wider needs.

- **Create a development and implementation plan for the map-based information system.**
 The state should determine the funding needs for the development of a map-based information system for recreation and make it a specific budget item. To this end, the state should create an explicitly funded and detailed planning project to select a platform and decide what data elements will be included. The purpose for this project should be to put the public lands inventory into a useable format and integrate federal, state, and local supply inventories.
- **Develop the map-based information system to meet SCORP requirements.**
 Consult with the National Park Service to determine the design elements and map-based information management capacity necessary to meet their requirements for a SCORP-supporting map-based information system. Chapter 6 suggests that the map-based information system provide an opportunity for tiered participation, wherein an organization can choose among levels of data detail to input in the system, with the minimum level being useful for statewide SCORP planning. High-level SCORP needs will be required for minimum data input; however, the map-based information system should also provide an opportunity to input local data and to manage detailed information that local jurisdictions will find relevant and beneficial to outdoor recreation planning.
- **Encourage recreation providers to participate in a collective map-based information system.**
 As discussed in Chapter 6, the map-based information system needs to involve an appropriate cross-section of recreation providers and data users. To this end, all recreation providers in the state should be encouraged to participate in a collective map-based information system.
- **Recognize recreation types in which supply may not be meeting demand.**
 Chapter 2 identifies several areas in which the mean percent of demand being met is less than half. These include designated bridle trails, sports fields with rugby goals, designated motorized trails, and designated snow and ice trails. It should be noted that several of these activities were also mentioned by Town Hall contributors as needing more opportunity.
- **Recognize regions in which supply may not be meeting demand.**
 Chapter 5 shows that most of the state's regions do not appear to be meeting public demand, with the opportunity for the greatest improvement in the Columbia Plateau region.

IMPLICATIONS: RECREATION SITES AND FACILITIES

- **Focus on the capacity of facilities.**
 Facility capacity measures the percent of demand met by existing facilities, and it appears to be the biggest gap that recreation providers feel. In other words, there is the perception among recreation providers that there is an unmet demand pressure that they are unable to address. As discussed in Chapter 5, the research found that 16% of residents said that there were problems with facilities for outdoor recreation in their community. The top problems include a need for more facilities/more availability (35% of those who received the follow-up question), poor state of facilities (21%), restricted

access (13%), difficulty with access (4%), and broken equipment/poor maintenance (4%)—all items that pertain directly or tangentially to facility capacity. As shown in Chapter 5, the Level of Service scores show that the highest priorities for planning for and improving outdoor recreation in Washington are facilities capacity and quantity. Agencies and providers should focus on facility capacity first because it received the lowest overall score, followed by the number of outdoor recreation facilities.

- **Focus on increasing the number of facilities and opportunities.**

The results of the surveys and Town Hall comments suggest that recreationists themselves hold the opinion that the top problem is a need for more facilities or more availability of existing facilities. As mentioned above, among the 16% of residents who said that there were problems with facilities for outdoor recreation in their communities, 35% said there was a need for more facilities/more availability; this amounts to about 6% of *all* Washington residents. It should be noted, however, that the Level of Service criteria and scores showed that the number of outdoor recreation facilities earned only a C on the Level of Service scale, suggesting that this is a primary concern among recreation providers.

- **Recognize that maintaining existing facilities and opportunities is important to recreationists.**

Taken as a whole, the results suggest that, although the public is seeking more facilities and opportunities, maintenance of existing facilities is also important. More than a quarter of residents (29%) mentioned problems related specifically to facility maintenance, including the poor state of facilities, difficulty with access, and broken equipment/poor maintenance. Among local providers, maintenance of existing facilities was one of the top three priorities. These concerns also appeared in the Town Hall comments. In general, the importance of maintaining the existing facilities should be balanced with acquiring new facilities. While LWCF funding is not for routine maintenance, avenues for funding maintenance should be explored.

- **Continue to provide functional facilities that meet the needs of all users.**

In keeping with improving the capacity of facilities, the data in Chapter 2 show that the mean of local providers' answers regarding the percent of facilities considered fully functional is 77%; similarly, the mean of federal/state/not-for-profit providers' responses regarding the percent of sites considered fully functional is 78%. Still, there was concern among residents that recreation facilities and opportunities be accessible to all users (i.e., be functional for all users). Several Town Hall contributors voiced concerns over access to recreation facilities and opportunities by disabled or disadvantaged recreationists. This should continue to be a priority as it was defined as a measure of success in the 2008 SCORP: "The facilities people use [should be] functional according to specific design and safety guidelines, including the Americans with Disabilities Act."

IMPLICATIONS: SUSTAINABILITY

- **Recognize there are two inter-related factors of sustainable recreation.**

When discussing sustainable recreation, it is important to realize that there are two primary and inter-related factors of sustainable recreation: (1) the impact of recreation on the environment and (2) the longevity of recreational planning and funding. The second factor is dependent on the first: The longevity of recreation planning cannot be ensured without the preservation of the resource itself. Recreation providers and the

public provided insight regarding sustainability, both in terms of providing opportunities for a maximum recreation experience that also minimize impacts to or protect natural, cultural, and historic resources and in terms of providing lasting recreation opportunities through long-term planning and funding for the future. Many of the Recreation and Conservation Funding Board's guidelines regarding sustainability focus on both environmental and recreational sustainability. Recreation providers should continue to make sustainability a top priority in recreation design, acquisition, and development.

- **Get recreationists involved.**

The SCORP Town Hall clearly show that recreationists are concerned about their environment and the impact of recreation on resources, including fish, wildlife, and habitat. Recreationists are interested in sustainability of the natural environment as part of recreation management, to the degree that they are willing to forego additional recreation opportunities to ensure the sustainability of the resources. As one Town Hall contributor conceded, "Some parks should be used for habitat enhancement and stewardship. Access does not mean everyone should be able to access every place all the time." Accordingly, recreationists appear to understand their responsibility to environmental stewardship and have a willingness to get involved. Recreation providers should work toward getting recreationists involved through volunteer and joint venture opportunities supporting environmental sustainability and stewardship initiatives.

- **Increase the ability of jurisdictions to use volunteers.**

Volunteers already play an integral role in maintaining and enhancing existing recreation assets. This recommendation focuses on methods for maximizing the use of volunteers, thereby mitigating some of the funding and resource limitations that recreation providers have experienced. Citing the benefits of user groups and associations willing to volunteer to maintain trails and outdoor recreation facilities, Chapter 4 shows that some Town Hall contributors thought that this could be a way to address agency resource and funding limitations. At the same time, however, other respondents expressed concern about the efficiency of using volunteers, about the reliability of volunteers for maintenance over long periods of time, and about the reality of liability of the owners of land/facilities if volunteers are injured.

The SCORP Advisory Group also discussed the importance of volunteer work in providing additional resources for outdoor recreation maintenance and support. To this end, the Advisory Group made two recommendations for implementing policy improvements to achieve the following objectives:

- Provide or make eligible monetary support and staffing to cultivate and maintain volunteer involvement in recreation asset management, and
- Provide risk and liability relief for recreation providers to remove this exposure as an impediment to using volunteer resources.

- **Follow the Recreation and Conservation Funding Board's guidelines for sustainability.**

The Recreation and Conservation Funding Board requires LWCF grant recipients to "design and build projects to maximize the useful life of what they build and do the least amount of damage to the environment" (RCO, 2010). The Recreation and Conservation Funding Board developed a sustainability policy "to promote and reward sustainable practices in grant programs." (RCFB Memo, 2011). To this end, recreation providers are evaluated based in part on the sustainability of their project design, practices, and elements, meeting the goals of both environmental and recreational sustainability.

- **Use the National Park Service's *Green Parks Plan* and the Washington State Department of Community, Trade and Economic Development's *Planning for Parks, Recreation, and Open Space in Your Community* as touchstones for promoting environmental sustainability and stewardship.**

These resources discuss specific measures for improving sustainability and stewardship among outdoor recreation providers. These goals provide a foundation for improving outdoor recreation sustainability while also adhering to federal mandates for environmental standards. In addition to recommendations provided by the Recreation and Conservation Funding Board, use the principles outlined in these documents to encourage sustainability and stewardship.

- **Continue support of *America's Great Outdoors Initiative*.**

The goal of this initiative is to develop a national management strategy for the country's outdoor recreation assets. In doing so, this initiative works toward addressing inefficient policies, targeting investments, and leveraging the government's interactions with states, tribes, and local communities. Two state-specific projects in Washington were selected as showcase investments for this initiative. These projects include the Pacific Northwest Trail and the Lower Columbia River Water Trail. The state should continue its support of such initiatives and pursue similar projects.

IMPLICATIONS: RECREATION EQUITY

- **Consider the implications of changing demographics when making recreation decisions.**

One of the greatest challenges among recreation providers over the next decade will be meeting the demands of an ever-increasing and diverse population in Washington. As discussed in Chapter 1, Washington is becoming more urban, older, and more diverse. It is important for providers to understand how these demographic changes impact recreation demand. As the state becomes more urban, it will become more important for providers to address the growing needs of this population group.

- **Increase attention to segments of Washington's residents that are not participating in outdoor recreation at rates commensurate with their population proportions in the State.**

As discussed in Chapter 4, an analysis of demographic characteristics from the survey of residents identified five demographic groups that have consistently lower participation rates when compared to other demographic groups. Specifically, disabled residents, non-white residents, older residents, females, and residents who live in urban or suburban areas emerge as underserved populations in Washington. It is important to consider that cultural tastes and preferences may be a large determinant of this result, so the right response is not necessarily to position grant making to target these residents. Rather, it is advisable for the state to explore the reasons for lower participation rates among these groups, perhaps through a research project that provides a statistically valid analysis of the reasons for non-participation and, more importantly, helps determine the types of outdoor recreation investments that meet their needs.

The research conducted for this study shows that rural residents and suburban/urban residents participate in many of the same activities, with several notable exceptions. Some activities in which participation is notably lower among urban/suburban residents

when compared to rural residents include fishing and shellfishing, hunting and shooting, camping, off-roading for recreation, and horseback riding.

As the population in Washington continues to age, it becomes important for parks and recreation providers to have a better understanding of what activities are important to meeting the needs of older recreationists. The survey of Washington residents suggests that older residents are participating in nature activities, such as gardening, at a higher rate than are younger residents. Similarly, a higher percentage of older residents are participating in sightseeing than are younger residents. Conversely, older residents are participating in recreational activities, which include physical activities such as running, jogging, playground use, and swimming, at a lower rate when compared to younger residents. With the exception of nature activities and sightseeing, in general, participation in outdoor recreation among populations in Washington at the mean age or older is lower than among populations below the mean age. Some activities in which participation is notably lower among older residents when compared to younger residents include playground use (accompanying children), swimming in natural waters, swimming in a pool, hiking, camping, snow and ice activities, and swimming or wading at the beach.

The population in Washington is becoming more ethnically diverse, with a substantial and consistent increase in Hispanic/Latino populations as well as in other minority groups. This change necessitates a closer look at the differences between whites and non-whites and their participation in outdoor recreation activities. Compared with whites, non-whites have notably lower participation rates in the following activities: sightseeing; snow and ice activities; hunting and shooting; wildlife viewing/photographing; gardening, flowers or vegetables; and boating. On the other hand, compared with whites, non-whites have notably higher participation rates in aerobics/fitness activities and jogging/running.

Additionally, Town Hall contributors lamented missed opportunities among youth, such as young people from the inner-city and those who are too tied to electronic recreation, suggesting that these youths are not participating in the full range of outdoor recreation available in Washington often because they simply do not have an ability or impetus to access these opportunities. It is also recommended that the state undertake more detailed research efforts to determine if there is youth demand, the nature of that demand, and an assessment of the kinds of investments that might be appropriate to support this demand.

- **Increase access for disabled recreationists in Washington.**

The research suggests that there is a need to increase support to disabled recreationists. The Advisory Group contended that “there remains a need to develop and improve special-needs opportunities for disabled recreationists, such as providing barrier-free recreation access and facilities for physically disabled citizens.” Additionally, several Town Hall contributors mentioned concerns for disabled recreationists, usually in the context of how to make outdoor recreation accessible so disabled users are easily and naturally included in family and friendship activities. It is recommended that the state continue to increase and/or improve access for disabled residents.

IMPLICATIONS: USER CONFLICTS

- **Foster collaboration and cooperation among user groups.**

As discussed in Chapter 4, addressing user conflict is important for recreation providers to ensure that recreationists have high-quality outdoor experiences. User conflicts are the result of the interplay between several factors, including activity style, resources specificity, mode of experience, and lifestyle tolerance. An example of user conflict would be the tension between a quiet, fast mountain biker coming into contact on a blind curve with horses that can have an instinctive fear response. Conflict management should continue to be an explicit effort for recreation providers using the tools they already apply such as advisory groups, and citizen participation. But the government sector cannot solve perceived user group conflicts on its own. It is especially important for user groups who perceive themselves as in direct conflict for access to the same recreation assets and funding resources to show initiative in solving this problem. In general, respondents to the SCORP Town Hall agreed that recreationists in Washington need to work cooperatively to accommodate recreation activities and maintain the facilities and opportunities provided by the state. Therefore, there is a willingness among users to work together for the benefit of the whole. The findings suggest that recreationists understand that all user groups stand to lose if infighting gets in the way of collective action in support of outdoor recreation. User groups should meet to work out how cooperative sharing can evolve across the array of recreation activities where there are perceived conflicts, perhaps beginning with collaboration among stakeholder groups and the recreation industry to prepare and promote a program of best recreation-use practices (i.e., norms of behavior) their users can follow to improve inter-group relationships in the field.

- **Increase attention to footprint management.**

As discussed in Chapter 4, there was interest among Town Hall contributors in zoning to address incompatible recreation activities and sequestering days to separate conflicting dual use (e.g., motorcycles on odd days, mountain bikers on even days) on the same trail. This is an important consideration, especially where speed-of-use and noise conflicts exist between motorized recreation and non-motorized recreation (e.g., ATVs versus mountain bikes) or even between wheeled recreation and non-wheeled recreation (e.g., mountain bikes versus hikers). Research has shown that this can work. In Washington, a study of user conflict between mountain bikers and other users explored the outcomes of a trial period in which mountain bikers were allowed access to the recreation site on odd-numbered calendar days. The study showed that recreationists “felt safe, had a high level of enjoyment, experienced positive interactions with other trail users, and favored the every-other-day policy over closing or opening the trail full time to mountain bikes.”

IMPLICATIONS: ACCESS

- **Understand that access issues encompass an array of physical and psychological issues.**

As discussed in Chapter 4, access involves the physical access issues, such as availability, accessibility, and accommodation, with which recreation providers are already familiar. However, access also involves psychological (or non-physical) issues as well: awareness and assumptions. Awareness pertains to information and knowledge—to recreationists’ awareness of access options. Lack of knowledge of a place to recreate can be just as effective as an actual lack of places to recreate in

preventing outdoor activities. Awareness also pertains to knowing where information can be found and how to use it. For example, hikers may not be aware of existing trails nearby or boaters may not know where boating access sites are located. Assumptions pertain to recreationists' perceptions about facilities and opportunities. These include prevalent ideas that opportunities are being threatened or other perceived barriers, regardless of whether they actually exist. It is important for recreation managers to understand the full array of these issues when addressing access to outdoor recreation.

- **Improve availability of outdoor recreation facilities and opportunities.**

Facility-based or opportunity-based constraints were notably less important than social constraints among recreationists, but facility/opportunity constraints are ones over which providers may have some control. Important facility-based or opportunity-based constraints include not being aware of opportunities, travel distance, lack of access, and not knowing where to go. Level of Service data from local agencies and providers and Town Hall comments suggest that many Washington residents would like to see an increase in the number of outdoor recreation opportunities. This includes more opportunities to participate in different activities as well as additional physical locations and/or lands for participation.

- **Improve public knowledge regarding outdoor recreation opportunities.**

While some of these access issues discussed in Chapter 4 include physical factors such as travel distance and lack of access, being aware of opportunities and not knowing where to go are psychological issues of access that need to be addressed (and which may alleviate some of the physical factors). Washington State Parks provides a useful interactive map for users to locate specific outdoor recreation opportunities. Similarly, the National Park Service provides information on outdoor recreation supported by the federal government. Federal, state, and local recreation providers should partner with non-governmental recreation providers to develop a "one stop" website for identifying outdoor recreation opportunities and locations in the state. However, it is not enough to develop such a resource, but it must also be promoted so that recreationists know where to go to find the most up-to-date information on outdoor recreation in Washington. It is important to note that promoting outdoor recreation opportunities is a challenge in Washington because the state's tourism department suffered budget cuts to the point of non-existence. As a result, recreation providers may need to consider creative methods for reaching the public, using partnerships with other agencies/organizations in the tourism industry, Chambers of Commerce, and local travel agencies.

- **Improve the ease with which users can obtain the necessary permits to ensure that they have legal access to the multiple jurisdictions that provide fee-based recreation access.**

Chapter 4 reports that many Town Hall contributors expressed some level of willingness to pay for passes, as long as the fees that they pay provide broad access across multiple providers in the state. For example, some contributors were frustrated that they paid a fee but that many recreation areas were still requiring them to purchase additional access passes or pay additional fees. Some Town Hall contributors were perplexed and frustrated by the many different kinds of access passes and fees associated with outdoor recreation. The difficulty of navigating their way through what they perceive as a maze of differing fee requirements that span the various federal, state, and local recreation providers was sometimes a deterrent to their outdoor recreation participation. Recreation providers should consider ways of improving the permitting and user pass approach to ensure that multiple jurisdictions recognize passes, permits, and user fees.

- **Increase recreation accessibility for the financially challenged.**

In Chapter 4, Town Hall contributors pointed to the social inequity of requiring the public to pay a user fee. These recreationists noted the exclusivity of a fee being required to access State Parks that makes it difficult for lower-income families to afford recreation opportunities. These contributors advocated that outdoor recreation is a resource for all the public to enjoy, and access passes and fees make it difficult for poorer families to engage in recreation activities. As one Town Hall contributor stated, “The parks used to be the last place that families could go for free recreation.” Though not one of the key underserved groups identified in Chapter 4, residents with a household income of less than \$50,000 per year fall at or near the bottom of the participation ranking for the following activities: sightseeing; air activities (flying, parachuting, bungee jumping, etc.); and activities associated with indoor community facilities.

- **Provide resources and funding to improve access in the Seattle-King and Columbia Plateau regions.**

The access criterion for local agencies and providers measures the percent of outdoor recreation facilities that may be accessed safely via foot, bicycle, or public transportation. As shown in Chapter 5, the Level of Service identified a priority need for resources and funding to improve access to outdoor recreation facilities and opportunities in the Seattle-King and Columbia Plateau regions. Other regions in which access was identified as a priority need include the Peninsulas, the North Cascades, South Central, and the Palouse.

IMPLICATIONS: TECHNOLOGY AND OUTDOOR RECREATION

- **Increase the availability of new technology and experiences (e.g., wifi, zip lines) when it is complementary to the mission of the recreation site under question.**

As discussed in Chapter 4, despite varied opinions on the issue, there was recognition among Town Hall contributors that the financial needs of recreation providers may necessitate increased technological opportunities. Opponents of technology concede that if new types of recreation and new technologies are allowed, they should support the mission of the recreation provider, especially at sites where recreation facilities and opportunities were designed with a specific purpose in mind. The controversy over new types of recreation and new technologies highlights the duality of recreation providers’ mission. On the one hand, recreation providers have a responsibility to provide diverse recreation facilities and opportunities, while they are also expected to preserve natural, cultural, and historical resources, minimizing negative user impacts on these resources. Recreation providers should cautiously introduce technology at existing recreation sites and, when they do so, establish clear guidelines about that technology complementing the mission of the site.

IMPLICATIONS: WETLANDS

- **Increase priority of wetlands management as a recreation asset.**

Wetlands are important to the public and they enhance the outdoor recreation experience in Washington. Management should support the State’s and the U.S. Fish and Wildlife Service’s existing priorities for wetlands protection. For recreation planning, use a broad definition of what constitutes a wetland, one that matches the common vision held by users. For evaluation purposes, use the Washington State Department of Ecology’s wetlands rating system to identify wetland types that should receive priority for

recreation acquisition. Preference should be given to projects that improve or, at least, do not downgrade a wetland's category or significantly affect the wetland functions provided while avoiding the implicit use of LWCF as a conservation grants program.

- **Ensure that wetlands recreation conforms to the sensitive nature of these habitats and to the distinctive values they provide.**

Three questions were of particular interest for the SCORP:

- What kinds of amenities and what kinds of wetlands should be considered for LWCF investments?
- Does the ecological value of the wetlands in question matter?
- Should projects receive lower scores for negative impacts to wetlands?

The State of Washington has identified wetlands as “critical habitat.” In response, the state has developed a substantial regulatory process to ensure wetlands protection. The system adopted by the state ranks wetlands by rarity and sensitivity. Advice received from the Department of Fish and Wildlife is that, generally, “many or most Ecology Category 1 wetlands would not be where you would want to overlay more human access.... The wetlands that might be able to sustain additional recreational use are those [that are already] disturbed, such as reed canary grass dominated wetlands or wetlands isolated from the systems by existing diking (Category 3 Wetlands in the Ecology Ranking System). It would also make sense for some increased but limited recreational access in degraded wetlands being restored...like boardwalks at Nisqually.” Projects negatively impacting wetlands should receive lower scores using a scoring rubric that reflects logic such as this.

Although a few Town Hall contributors suggested having broader access to wetlands for sports like motorcycle and horse use, uses such as these carry a probability of physical impacts (tire tracking) and invasive plant impacts (seed dispersal in feces) in sensitive wetland habitats. A scoring process should be used to ensure that recreation activities that modify the wetland landscape or present secondary risks will do no harm. And the Town Hall contributors pointed out that wetlands offer the distinctive asset of being good venues for environmental education. These stakeholders want environmental education to be paired with wetland recreation access. The RCO should give preferential consideration to project proposals that provide this added value. Before modifying RCO's grant-making criteria, consultations between RCO and the Departments of Ecology and Fish and Wildlife should occur to bring these agencies into agreement on a vision for recreation investments in wetlands.

- **Increase the use of the “replacement” provision in federal statutes.**

The LWCF program identifies wetlands as a suitable replacement for LWCF lands slated for conversion to other uses. As Chapter 6 suggests, it is recommended that the state increase the use of this replacement provision both for sustainability needs of wetlands and, for recreation access. To this end, the state should establish that wetlands will be automatically eligible as conversion replacements with conditions ensuring protection of wetland values and consistency with the state's requirements for environmental protection and mitigation. A wetland that is a candidate for conversion, however, should not be automatically approved. Rather, a candidate wetland should be entered into the agency's normal decision-making process in which the value of a conversion is weighed against competing values for agency resources. If there is a potential for recreational use in a wetland such use should be encouraged, subject to provisions for

environmental protections appropriate for the differing classes of wetlands defined by the Department of Ecology. In addition, wetland recreation funding decisions should not automatically supplant the prioritization systems used by recreation providers for balancing among the choices for their expenditures.

IMPLICATIONS: ECONOMIC AND FUNDING ISSUES

- **Explore alternatives for funding unmet capital facilities development and acquisition can be accomplished through a ballot initiative.**

As Chapter 5 suggests, adequate funding for outdoor recreation facilities and opportunities as well as for maintenance of existing facilities is problematic: local providers were asked about their agency's funding goal for developing capital facilities for public outdoor recreation, and the mean percent of their responses regarding funding goals being met statewide is 27.1%. In a similar question, the mean percent of funding goals for acquiring land for public outdoor recreation being met statewide is just 24.4%.

These findings reinforce the substantial and ongoing challenge of ensuring financial support for recreational facilities and open spaces, particularly during a period characterized by limited grant funding and renewed interest in austerity and budget-cutting. However, the effect of a state ballot initiative in support of funding for capital facility development and upkeep should be assessed. Although the state itself cannot initiate, develop, nor advocate for a ballot initiative, residents themselves have the opportunity to directly influence funding for outdoor recreation based on popular support throughout the state (Washington State, Secretary of State Website, 2013).

The rate at which recent ballot initiatives pertaining to open spaces and outdoor recreation issues have been passed is highly encouraging: in the 2012 election, 46 of 57 statewide, municipal, and county ballot initiatives across the country concerning funding and support for conservation-related causes passed, an 81% passage rate. In total, these ballot initiatives allocated about \$2 billion toward the health and availability of parks, open spaces, and water quality, of which nearly \$800 million was entirely new funding (Wildlife Management Institute, 2012).

Indeed, since 2000, municipalities and counties throughout Washington State alone have passed 18 ballot initiatives designating real estate transfer tax, property tax, or bond measure funding mechanisms for the support or creation of parks, facilities, and open spaces (The Trust for Public Land, 2013). Given continued support among Washington residents, such mechanisms could prove critical in the future for increasing the percentage of funding goals met for land acquisition and capital facility improvement throughout the state.

- **Increase the affordability of matching grant requirements.**

As the SCORP Advisory Group discussed, grant matching requirements to apply for state-administered grants is increasingly difficult for local agencies to provide due to the significant reduction in funding resources during recent years. The consensus among the advisory group was that the state needs to consider how to make matching grant requirements achievable for recreation providers. To this end, the SCORP Advisory Group recommended the first step for the state to undertake would be to review grant funding requirements, especially matching requirements, to determine if the current structure meets today's statewide needs. The Advisory Group did not identify a source of these funds.

- **Consider creating a grant category that allows jurisdictions to fund sanctioned volunteer work.**

As discussed previously, Town Hall contributors were clear that they would like to see even more volunteer efforts brought to the maintenance of recreation assets in the state. Two main themes permeated these comments: put more volunteers on the ground and make it easier for volunteers to be involved. The state should consider creating a grant category that allows jurisdictions to fund sanctioned volunteer work (e.g., a volunteer coordinator position) with grant monies and the State Legislature should consider how the liability risks associated with increased volunteer use can be responsibly but more affordably managed.

IMPLICATIONS: LEVEL OF SERVICE

- **Continue with the Level of Service tool.**

The SCORP shows the Level of Service to be a helpful evaluation tool that is standardized among government levels. The Level of Service tool was applied to recreation providers and offered both statewide and regional results on how well recreation providers are meeting the public's needs. In short, the findings suggest that the Level of Service is a valid tool to assist recreation providers in evaluating their services. The researchers recommend that the state educate recreation providers on the importance of providing information related to the Level of Service and that the state continue improvements to this measurement tool. While the Level of Service results were useful in this SCORP planning process, they should not be considered conclusive, especially at the regional level. As discussed in Chapter 5, one of the greatest challenges in applying the Level of Service tool was the response rate and lack of data provided among recreation providers. To most successfully apply the Level of Service tool, the state should work toward obtaining more complete data from providers.

- **Educate providers on the importance of the Level of Service and how to use it.**

The SCORP applied the Level of Service tool and found it to be helpful in determining areas of need among local and federal/state/not-for-profit agencies and organizations. However, one of the major difficulties in assigning Level of Service scores is the lack of responses from providers. Two surveys of recreation provider surveys were administered for this study: (1) a survey of local recreation providers and (2) a survey of federal, state, tribal, and not-for-profit recreation providers. As noted above, a more comprehensive assessment of supply could be obtained by encouraging more recreation providers to understand and apply the Level of Service tool. It is recommended that the state provide additional information and education on the significance of the Level of Service tool. The state should also offer additional information and education on how to *apply* the Level of Service tool to outdoor recreation planning.

- **Provide guidance to assist providers in acquiring the data they need to use the Level of Service tool.**

Another challenge in implementing the Level of Service tool is that, even among recreation providers who responded to the survey, many agencies did not provide the necessary data for all the parts of the analysis. In addition to providing training on how to best use the Level of Service, it is important for the state to encourage providers to collect the data necessary to complete the Level of Service documents. The state should serve as a support for applying the Level of Service tool, offering additional

information, education, and resources to recreation providers evaluating their recreation priorities through the Level of Service framework.

- **Have providers use the Level of Service.**

As a requirement of fulfilling planning goals, it would be advisable to have recreation providers use the Level of Service tool as a standardized evaluation tool for determining planning outcomes, successes, and challenges. The researchers believe that the statewide Level of Service scores are representative of recreation providers; however, a larger sample size in each region will help to improve the representativeness of the Level of Service at the regional level. If the state can increase the response to the recreation provider survey, the researchers believe that the Level of Service findings will provide important, measurable needs and recreation priorities regionally.

- **Explore Level of Service successes to inform future planning.**

Although factors influencing recreation in each region differ, it may be worth examining the recreation plans of those regions that did well in each category to identify any useful approaches or guidelines that could be potentially applied in other regions. Among local agencies and providers, two regions were well above the average score for the Number of Parks and Recreation Facilities criterion and received A's: the Southwest and Northeast. The Seattle-King area scored the highest (B) on Facility Capacity, which was the criterion with the lowest score statewide.

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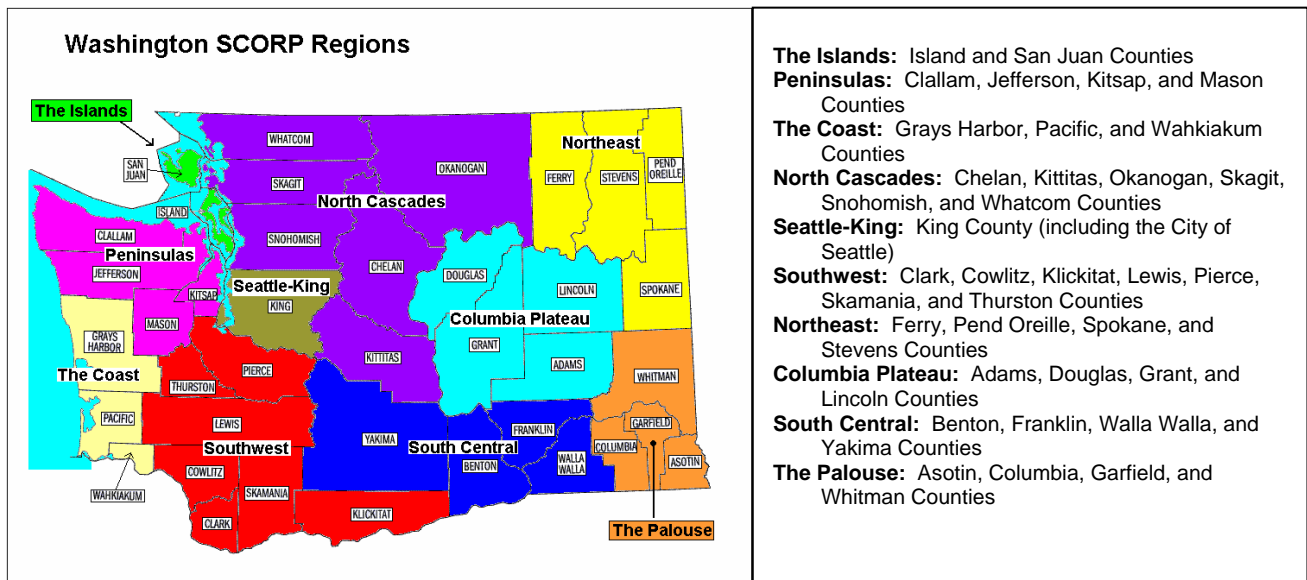
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APPENDIX A: SCORP METHODOLOGY

The 2013 Washington SCORP is made up of several major components, including a scientific survey of randomly selected residents of Washington, a survey of outdoor recreation providers, and extensive input from both the SCORP Advisory Group as well as the general public. This appendix provides a discussion of the methodologies used to implement each of these components.

Some of the data from the various research components were broken down by the ten SCORP regions in Washington, shown in the map below.



Note: Map was produced in color; may not be legible in black and white.

SURVEY OF RESIDENTS

To engage the public in the SCORP process, the researchers conducted a large-scale survey of Washington residents to assess participation in recreation, their future needs for recreation, their satisfaction or dissatisfaction with outdoor recreation facilities and opportunities, their issues of concern, and any constraints they had in participating in outdoor recreation in Washington.

Use of Telephones for the Resident Survey

For the survey, telephones were selected as the preferred sampling medium because of the almost universal ownership of telephones among Washington residents (both landlines and cell phones were called). Additionally, telephone surveys, relative to mail or Internet surveys, allow for more scientific sampling and data collection, provide higher quality data, obtain higher response rates, are more timely, and are more cost-effective. Telephone surveys also have fewer negative effects on the environment than do mail surveys because of reduced use of paper and reduced energy consumption for delivering and returning the questionnaires.

Resident Survey Questionnaire Design

The survey questionnaire for residents was developed cooperatively by Responsive Management and the RCO. Responsive Management conducted pre-tests of the questionnaire to ensure proper wording, flow, and logic in the survey.

Resident Survey Sample

The sample of randomly selected Washington residents was obtained from Survey Sampling International and DatabaseUSA, firms that specialize in providing scientifically valid telephone samples; the sample included landlines and cell phones, with cell phones sampled in the same proportion that they are owned in the state. The sample was obtained to provide a set amount of completed interviews in each of the ten SCORP regions in Washington. For overall results, the regions were weighted so that the sample was representative of all residents of the state.

Telephone Interviewing Facilities

A central polling site at the Responsive Management office allowed for rigorous quality control over the interviews and data collection. Responsive Management maintains its own in-house telephone interviewing facilities. These facilities are staffed by interviewers with experience conducting computer-assisted telephone interviews on the subjects of outdoor recreation and natural resources.

To ensure the integrity of the telephone survey data, Responsive Management has interviewers who have been trained according to the standards established by the Council of American Survey Research Organizations. Methods of instruction included lecture and role-playing. The Survey Center Managers and other professional staff conducted a project briefing with the interviewers prior to the administration of this survey. Interviewers were instructed on type of study, study goals and objectives, handling of survey questions, interview length, termination points and qualifiers for participation, interviewer instructions within the survey questionnaire, reading of the survey questions, skip patterns, and probing and clarifying techniques necessary for specific questions on the survey questionnaire.

Interviewing Dates and Times

Telephone surveying times were Monday through Friday from 9:00 a.m. to 9:00 p.m., Saturday from noon to 5:00 p.m., and Sunday from 5:00 p.m. to 9:00 p.m., Pacific time. A five-callback design was used to maintain the representativeness of the sample, to avoid bias toward people easy to reach by telephone, and to provide an equal opportunity for all to participate. When a respondent could not be reached on the first call, subsequent calls were placed on different days of the week and at different times of the day. The resident survey was conducted from August to October 2012.

Telephone Survey Data Collection and Quality Control

The software used for data collection was Questionnaire Programming Language (QPL). The survey data were entered into the computer as each interview was being conducted, eliminating manual data entry after the completion of the survey and the concomitant data entry errors that may occur with manual data entry. The survey questionnaire was programmed so that QPL branched, coded, and substituted phrases in the survey based on previous responses to ensure the integrity and consistency of the data collection.

The Survey Center Managers and statisticians monitored the data collection, including monitoring of the actual telephone interviews without the interviewers' knowledge, to evaluate the performance of each interviewer and ensure the integrity of the data. The survey questionnaire itself contained error checkers and computation statements to ensure quality and

consistent data. After the surveys were obtained by the interviewers, the Survey Center Managers and/or statisticians checked each completed survey to ensure clarity and completeness. Responsive Management obtained a total of 3,114 completed interviews statewide, broken down as shown in the tabulation that follows.

Region	Number of Completed Interviews
The Islands	310
Peninsulas	312
The Coast	314
North Cascades	310
Seattle-King	308
Southwest	318
Northeast	313
Columbia Plateau	313
South Central	307
The Palouse	309
STATEWIDE	3,114

Resident Data Analysis

The analysis of data was performed using Statistical Package for the Social Sciences as well as proprietary software developed by Responsive Management. Within each region, the results were weighted by demographic characteristics so that the sample was representative of residents of that region. For statewide results, each region was weighted to be in proper proportion to the state population as a whole.

Resident Survey Sampling Error

Findings of the telephone survey are reported at a 95% confidence interval for the statewide results. For the entire sample of Washington residents statewide, the sampling error is at most plus or minus 1.76 percentage points. This means that if the survey were conducted 100 times on different samples that were selected in the same way, the findings of 95 out of the 100 surveys would fall within plus or minus 1.76 percentage points of each other. Sampling error was calculated using the formula described on the next page, with a sample size of 3,114 and a population size of 5,143,186 Washington residents 18 years old and older.

Sampling Error Equation

$$B = \left(\sqrt{\frac{N_p(.25)}{N_s} - .25} \right) (1.96)$$

Where: B = maximum sampling error (as decimal)
 N_p = population size (i.e., total number who could be surveyed)
 N_s = sample size (i.e., total number of respondents surveyed)

Derived from formula: p. 206 in Dillman, D. A. 2000. *Mail and Internet Surveys*. John Wiley & Sons, NY.

Note: This is a simplified version of the formula that calculates the maximum sampling error using a 50:50 split (the most conservative calculation because a 50:50 split would give maximum variation).

SURVEYS OF OUTDOOR RECREATION PROVIDERS

To obtain information about recreation supply at statewide and regional levels, the researchers conducted two separate web-based surveys of providers of outdoor recreation in Washington: a survey of local recreation providers and a survey of federal and state government providers, tribal governments, and not-for-profit organizations (the latter survey for those working statewide or, at least, regionally, rather than strictly local). The purpose of the surveys of recreation providers was to provide detailed information on supply, capacity, and the demand met, as well as information about needs and challenges in providing outdoor recreation.

Use of the Web for the Provider Surveys

To reach providers of outdoor recreation, web-based surveys were selected as the preferred sampling medium. Appropriately designed web-based surveys are methods of public opinion polling where a known group of potential respondents are invited to participate in completing a web-based survey, and their responses are submitted electronically by means of the Internet. Web-based surveys are an excellent survey method to use when the sample consists of *known* respondents with Web access, as is the case in these surveys of recreation providers. In the sample for these surveys, all potential respondents had guaranteed Internet access through their workplace. In addition, web-based surveys allow the respondent to complete the survey at a time (and often, place) most convenient to him or her.

Provider Survey Questionnaire Design

The provider survey questionnaires were developed cooperatively by Responsive Management and the RCO. Responsive Management conducted pre-tests of the questionnaires to ensure proper wording, flow, and logic.

Provider Survey Sample

The sample of providers of outdoor recreation in Washington State was obtained through cooperation with the RCO; additional research was conducted by Responsive Management to supplement the sample provided by the RCO.

The sample consisted of the following:

- Park department directors and other administrative personnel (those with project management or park management responsibilities).
- Directors and project managers of districts, such as public utility districts or irrigation districts.
- State and Federal agency personnel (those with project management, park management, or administrative responsibilities).
- Tribal representatives.
- Not-for-profit organization administrators (not-for-profits concerned with outdoor recreation and natural resources).

Survey Facilities

As with the resident survey, a central polling and data collection site at the Responsive Management office allowed for rigorous quality control over the surveys and data collection.

Survey Dates And Times

An advantage of a web-based survey is that respondents can complete the survey at a time most convenient to them. Nonetheless, staff members from Responsive Management were on call during the day, and via return email or telephone call (if a question arose during the evening or night), to assist respondents with any problems or questions they had with the survey.

To ensure a good response rate, Responsive Management used a multiple-contact strategy to conduct the web-based surveys, sending an initial email invitation to potential respondents to inform them of the survey and to encourage their participation. The invitation included information about the survey and an Internet link to the survey site. Shortly after distributing the initial email, a trained, professional interviewer contacted each respondent to confirm that he or she received the email and to encourage completion of the survey. The interviewer also maintained a log of contacts, which was updated daily with new information to ensure that the appropriate individuals were being re-contacted to complete the survey.

After two weeks, Responsive Management sent a second invitational email to all those who had not yet completed the survey to serve as a reminder and encourage their participation. The second email message was personalized (i.e., sent to specific, named people), and it provided an invitation to participate and the Internet link to the survey. In the week following the second email, a professional interviewer contacted each person who received the second email, confirmed receipt of the email, and encouraged them to complete the survey. Additionally in the second email, a specific deadline was given for survey completion, and the reminder highlighted the timeliness and importance of responding before the deadline. The contact log was updated after this second round of emails and reminder calls to track non-respondents to be targeted for further outreach. Finally, a third email was sent to all non-respondents as a final reminder to complete the survey, followed by a personal telephone call by a professional interviewer. Throughout the project, survey responses and contacts with respondents were recorded in the contact log to ensure that all non-respondents received several notifications and personal telephone calls to encourage survey completion.

After the surveys were obtained, the Survey Center Managers and/or statisticians checked each completed survey to ensure clarity and completeness. The Local Provider Survey was conducted from July to October 2012. The Federal/State/Not-for-Profit Survey was conducted from August to October 2012. In total, Responsive Management obtained 213 completed questionnaires from providers, broken down as follows: 85 local providers and 128 state/federal/not-for-profit providers.

Provider Data Analysis

As with the resident survey, the analysis of provider survey data was performed using Statistical Package for the Social Sciences as well as proprietary software developed by Responsive Management.

Assessment of Wetlands

The National Park Service is interested in enhancing the wetlands component of the SCORP to address whether and how sites with wetlands should be prioritized for Land and Water Conservation Fund grants. The process for creating the SCORP wetlands component entailed collecting data concerning wetlands through the provider and the general population surveys, documenting the SCORP Advisory Group's recommendation, using the SCORP Town Hall to collect opinions from the general public, conducting a review of statutory obligations, and directly consulting with wetlands managers in the Washington State Departments of Fish and Wildlife and Ecology and in the Region 1 Portland Office of the U.S. Fish and Wildlife Service.

INPUT FROM SCORP ADVISORY GROUP

A SCORP Advisory Group of 24 individuals knowledgeable about Washington recreation issues provided guidance on the development of the SCORP. These advisors represented a broad array of recreation users and providers with a diverse geographical distribution throughout the state. Advisors included members of five RCO standing advisory committees, including the

Land and Water Conservation Fund Advisory Committee, the Boating Programs Advisory Committee, the Firearms and Archery Range Recreation Advisory Committee, the Nonhighway and Off-Road Vehicle Activities Program Advisory Committee, and the Aquatic Lands Enhancement Account Advisory Committee. Members of the SCORP Advisory Group are shown in the table below.

Membership of the SCORP Advisory Group	
Name	Organization
Rebecca Andrist	
Joseph Bee	
Leslie Betlach	City of Renton Parks and Recreation (also represents WRPA)
Mike Blankenship	
Justin Bush	Skamania County Noxious Weeds
Sharon Claussen	King County Parks and Recreation
Kurt Dahmen	City of Pullman Parks and Recreation
Dave Erickson	City of Wenatchee, Parks Director
Nikki Fields	State Parks and Recreation Commission
Nicole Hill	Nisqually Land Trust
Tana Inglima	Port of Kennewick
Mike Kaputa	Chelan County Natural Resources Department
Jon Knechtel	Pacific Northwest Trail Association
Kathy Kravit-Smith	Pierce County Parks and Recreation
Marilyn LaCelle	
Mark Levensky	
Michael O'Malley	Department of Fish and Wildlife
Bryan Phillippe	Evergreen Mountain Bike Alliance
Anna Scarlett	Avista
Paul Simmons	City of Cheney, Parks and Recreation
Dave Smith	
Pene Speaks	Department of Natural Resources
Paul Whitemarsh	
Dona Wuthnow	San Juan County Parks

The Advisory Group was engaged through two in-person meetings held in March and November 2012, during which the Group discussed the planning approach, reviewed the survey data, and identified key issues relevant to the development of recommendations for the RCO.

Additionally, the Advisory Group held continuous meetings using the SCORP Advisory Group Forum, a moderated online discussion tool. The online Forum allowed members to continue developing study recommendations; these findings are presented in Chapter 4.

INPUT THROUGH PUBLIC TOWN HALL WEBSITE

The general public was invited to provide input on specific SCORP topics via an Internet blog website designated the SCORP Town Hall. The Town Hall was regularly updated with questions on recreation and was active from November 2012 through January 2013.

To communicate the availability of the SCORP Town Hall, RCO distributed nearly 300 news releases to media centers across Washington. Additionally, about 30 partner organizations were contacted with a request to post a notice about the SCORP Town Hall on their websites or in member newsletters. RCO staff also sent informational emails to federally recognized tribes. For each round of Town Hall questioning, RCO staff distributed informational emails to about 800 stakeholders; additionally, all previous Town Hall participants were contacted each time new questions were posted to the Town Hall website. It should be noted that while most Town Hall participants did not distinguish SCORP issues from the general mission of the RCO, their comments helped to qualitatively identify issues relevant to the overall SCORP research (e.g., competition for recreational resources, support for sustainability, interest in volunteerism). The results from the Town Hall input are summarized in Chapter 4.

APPENDIX B: PARTICIPATION RATES IN ALL OF THE ACTIVITIES

The tabulation in this appendix shows the major activity categories (bolded) and the constituent activities that make up that category. The indentation shows where an activity is a subset of the main category or of another activity. For instance, “Visiting a nature interpretive center” is a subset of the large category of “Nature Activities”; within “Visiting a nature interpretive center” are two subsets: “Interpretive center—individual, family, or informal group” and “Interpretive center—organized club, group, or school.”

Participation Rates in All of the Activities

Activity	Percent of Residents in Washington State Participating in the Activity
Sightseeing	56.8
Sightseeing—public facility	23.7
Sightseeing—cultural or historical facility	25.3
Sightseeing—scenic area	47.7
Nature Activities	81.4
Visiting nature interpretive center	29.2
Interpretive center—individual, family, informal group	26.1
Interpretive center—organized club, group, or school	3.3
Wildlife viewing/photographing	59.0
Wildlife viewing/photographing—plants	9.1
Wildlife viewing/photographing—birds	34.1
Wildlife viewing/photographing—land animals	40.4
Wildlife viewing/photographing—marine life	6.4
Gathering/collecting things in nature setting	27.2
Gathering/collecting—berries or mushrooms	14.9
Gathering/collecting—shells, rocks, or vegetation	18.4
Gathering/collecting—firewood	6.7
Gathering/collecting—Christmas tree	4.2
Gardening, flowers or vegetables	56.7
Gardening, flowers or vegetables—community garden/pea patch	2.3
Gardening, flowers or vegetables—yard/home	55.5
Fishing or Shellfishing	34.1
Fishing for shellfish	11.3
Fishing for finfish	27.1
Fishing—total freshwater	26.3
Fishing—total saltwater	15.6
Fishing from bank, dock, or jetty—saltwater	7.4
Fishing from bank, dock, or jetty—freshwater	17.3
Fishing from private boat	18.5
Fishing from private boat—saltwater	9.2
Fishing from private boat—freshwater	13.0
Fishing with guide or charter	3.1
Fishing with guide or charter—saltwater	1.7
Fishing with guide or charter—freshwater	1.8
Picnicking, BBQing, or Cooking Out	80.9
Picnicking, BBQing, or cooking out—site specifically designated	43.2
Picnicking, BBQing, or cooking out—location not specifically designated	6.3
Picnicking, BBQing, or cooking out—group facility	26.6

Water-Related Activities	75.2
Beachcombing	32.6
Beachcombing—saltwater	28.2
Beachcombing—freshwater	11.4
Swimming or wading at beach	38.8
Swimming or wading at beach—saltwater	27.7
Swimming or wading at beach—freshwater	17.4
Surfboarding	2.1
Wind surfing	1.0
Wind surfing—saltwater	0.4
Wind surfing—freshwater	0.7
Inner tubing or floating	17.1
Boating—any boating	35.6
Boating—any boating—saltwater	13.5
Boating—any boating—freshwater	29.0
Boating—whitewater rafting	2.8
Boating—general, except whitewater rafting	32.8
Boating—canoeing, kayaking, rowing, manual craft	11.1
Boating—canoeing, kayaking, rowing, manual craft—saltwater	3.7
Boating—canoeing, kayaking, rowing, manual craft—freshwater	9.0
Boating—sail boating	3.5
Boating—sail boating—saltwater	2.1
Boating—sail boating—freshwater	1.9
Boating—sail boating—less than 26 feet	1.6
Boating—sail boating—26 feet or more	1.8
Boating—using personal watercraft	5.2
Boating—using personal watercraft—saltwater	1.0
Boating—using personal watercraft—freshwater	4.7
Boating—motorboating other than personal watercraft	24.8
Boating—motorboating other than personal watercraft—saltwater	9.3
Boating—motorboating other than personal watercraft—freshwater	21.3
Boating—motorboating—less than 26 feet	20.0
Boating—motorboating—26 feet or more	4.5
Boating—using a charter service or guide	1.8
Boating—using a marina	7.7
Boating—using public transient moorage facilities	2.3
Boating—using a boat ramp	22.5
Water skiing	7.4
Water skiing—saltwater	1.3
Water skiing—freshwater	6.8
Scuba or skin diving	1.6
Scuba or skin diving—saltwater	1.2
Scuba or skin diving—freshwater	0.7
Snorkeling	3.7
Snorkeling—saltwater	1.9
Snorkeling—freshwater	1.9
Using a splash park	8.1
Using a spray park	6.4
Snow and Ice Activities	31.3
Snowshoeing	6.7
Sledding, inner tubing, or other snow play	15.5
Snowboarding	7.1
Snowboarding—downhill facility	6.5

Snowboarding—location not specifically designated	1.1
Skiing, downhill	10.4
Skiing, cross country	4.5
Snowmobiling	2.7
ATV riding on snow or ice	2.4
Ice skating	3.3
Ice skating—outdoors	1.7
Ice skating—indoors	2.0
Ice hockey	0.5
Ice hockey—outdoors	0.1
Ice hockey—indoors	0.3
Air Activities	3.8
Bungee jumping	0.6
Paragliding or hang gliding	0.2
Hot air ballooning	0.2
Sky diving/parachuting from plane/glider	0.8
Base jumping	0.0
Flying gliders, ultralights, or other aircraft	1.5
Taking chartered sightseeing flight	0.2
Walking, Hiking, Climbing, Mountaineering	90.0
Walking with a pet	51.6
Walking with a pet—on leash in park	25.1
Walking with a pet—off leash in dog park	11.5
Walking with a pet—location not specifically designated	21.3
Walking without a pet	71.3
Walking without a pet—sidewalks	38.7
Walking without a pet—roads or streets	39.5
Walking without a pet—park or trail setting	35.3
Walking without a pet—outdoor track	2.9
Walking without a pet—indoor facility	0.9
Hiking	53.9
Hiking—trails	51.0
Hiking—urban trails	17.5
Hiking—rural trails	18.5
Hiking—mountain or forest trails	36.4
Hiking—off trail	10.9
Climbing or mountaineering	10.0
Climbing or mountaineering—alpine areas/snow or ice	3.6
Climbing or mountaineering—rock climbing indoors	1.9
Climbing or mountaineering—rock climbing outdoors	4.6
Bicycle Riding	36.9
Bicycle riding—roads or streets	26.6
Bicycle riding—trails	24.4
Bicycle riding—urban trails	17.3
Bicycle riding—rural trails	10.8
Bicycle riding—mountain or forest trails	8.0
Bicycle riding—no established trails	6.9
Bicycle riding—racing/on race course	0.9
Bicycle riding—velodrome	0.5
Bicycle riding—BMX	0.6
Bicycle touring	2.6
Bicycle touring—day trip	2.3
Bicycle touring—overnight trip	0.7

Horseback Riding	7.7
Horseback riding—stables or grounds	2.8
Horseback riding—roads or streets	1.3
Horseback riding—trails	3.9
Horseback riding—urban trails	0.5
Horseback riding—rural trails	2.3
Horseback riding—mountain or forest trails	2.7
Horseback riding—no established trails	2.7
Off-Roading for Recreation	15.3
Off-roading—motorcycle	4.2
Off-roading—motorcycle—off-road facility	0.9
Off-roading—motorcycle—roads or streets	2.0
Off-roading—motorcycle—trails	2.7
Off-roading—motorcycle—urban trails	0.9
Off-roading—motorcycle—rural trails	1.4
Off-roading—motorcycle—mountain or forest trails	1.8
Off-roading—motorcycle—no established trails	1.7
Off-roading—ATV/dune buggy	7.3
Off-roading—ATV/dune buggy—off-road facility	1.5
Off-roading—ATV/dune buggy—roads or streets	1.8
Off-roading—ATV/dune buggy—trails	5.2
Off-roading—ATV/dune buggy—urban trails	1.4
Off-roading—ATV/dune buggy—rural trails	2.3
Off-roading—ATV/dune buggy—mountain or forest trails	4.0
Off-roading—ATV/dune buggy—no established trails	2.8
Off-roading—4-wheel drive vehicle	9.5
Off-roading—4-wheel drive vehicle—off-road facility	1.7
Off-roading—4-wheel drive vehicle—roads or streets	1.8
Off-roading—4-wheel drive vehicle—trails	6.6
Off-roading—4-wheel drive vehicle—urban trails	1.4
Off-roading—4-wheel drive vehicle—rural trails	3.0
Off-roading—4-wheel drive vehicle—mountain or forest trails	4.0
Off-roading—4-wheel drive vehicle—no established trails	2.5
Camping	42.4
Camping—with a kayak/canoe	2.4
Camping—with a kayak/canoe—site specifically designated	1.2
Camping—with a kayak/canoe—location not specifically designated	1.4
Camping—in a boat	2.4
Camping—in a boat—on open water	0.6
Camping—in a boat—state park or site specifically designated	1.3
Camping—in a boat—location not specifically designated	0.8
Camping—in a boat—in a marina	0.7
Camping—with a bicycle	1.2
Camping—with a bicycle—campground	1.1
Camping—with a bicycle—location not specifically designated	0.4
Camping—backpacking/primitive location	8.3
Camping—backpacking/primitive location—self-carry packs	7.7
Camping—backpacking/primitive location—pack animals	0.3
Camping—tent camping with car/motorcycle	26.5
Camping—tent w/ car/motorcycle—campground	21.2
Camping—tent w/ car/motorcycle—location not specifically designated	7.9
Camping—RV camping	14.2
Camping—RV camping—campground	11.2

Camping—RV camping—location not specifically designated	4.7
Hunting or Shooting	21.4
Hunting	9.4
Hunting—archery equipment	2.2
Hunting—firearms	8.5
Hunting—modern firearms	8.0
Hunting—rifle	6.2
Hunting—shotgun	4.1
Hunting—handgun	1.0
Hunting—blackpowder firearms	1.2
Hunting—blackpowder rifle	1.2
Hunting—blackpowder shotgun	0.3
Hunting—blackpowder handgun	0.3
Hunting—big game	8.0
Hunting—birds or small game	4.8
Hunting—waterfowl	1.9
Shooting	17.4
Shooting—archery equipment	3.6
Shooting—modern firearms	15.7
Shooting—rifle	11.4
Shooting—shotgun	8.4
Shooting—handgun	10.9
Shooting—blackpowder firearms	2.5
Shooting—blackpowder rifle	2.4
Shooting—blackpowder shotgun	1.0
Shooting—blackpowder handgun	1.5
Target shooting	15.3
Trap shooting	4.6
Skeet	4.0
Sporting clays	3.5
Other target or clay sports	1.7
Recreational Activities	82.7
Playground use	36.9
Playground use—park facility	30.0
Playground use—school facility	13.8
Aerobics or fitness activities, but not weights	37.8
Aerobics or fitness activities, but not weights—at a facility	26.4
Aerobics or fitness activities, but not weights—not at home	30.1
Weight conditioning	27.6
Weight conditioning—at a facility	20.6
Weight conditioning—not at home	20.9
Jogging or running	36.2
Jogging or running—streets or sidewalks	23.2
Jogging or running—trails	17.2
Jogging or running—urban trails	11.4
Jogging or running—rural trails	7.8
Jogging or running—mountain or forest trails	4.9
Jogging or running—outdoor track	2.7
Jogging or running—indoor track	2.2
Swimming (all, except at beach)	51.6
Swimming in pool	38.2
Swimming in pool—outdoors	18.1
Swimming in pool—indoors	24.2

Swimming in natural waters	35.7
Roller or inline skating	4.7
Roller or inline skating—roads, sidewalks, other places	0.3
Roller or inline skating—trail at outdoor facility	1.8
Roller or inline skating—indoor facility	2.2
Skateboarding	2.9
Skateboarding—roads, sidewalks, places not specifically designated	1.1
Skateboarding—trail	0.6
Skateboarding—skate park or court	2.4
Badminton	6.0
Badminton—outdoor facility	2.2
Badminton—indoor facility	0.8
Handball, racquetball, or squash	4.2
Handball, racquetball, or squash—outdoor facility	0.4
Handball, racquetball, or squash—indoor facility	3.5
Volleyball	10.3
Volleyball—outdoor facility	5.8
Volleyball—indoor facility	3.3
Basketball	16.8
Basketball—outdoor facility	9.1
Basketball—indoor facility	7.8
Tennis	10.1
Tennis—outdoor facility	9.1
Tennis—indoor facility	2.2
Field sports	11.0
Football	5.3
Rugby	0.2
Lacrosse	0.4
Soccer	7.0
Soccer—outdoors	6.2
Soccer—indoors	0.7
Baseball	5.4
Softball	7.8
Golf	15.5
Golf—driving range	5.1
Golf—pitch-n-putt	1.6
Golf—9- or 18-hole course	13.3
Indoor Community Facilities	28.4
Activity center	5.5
Arts and crafts class or activity	3.5
Class or instruction	7.4
Social event	14.8
Frisbee Activities	16.8
Frisbee—disc golf (also called frisbee golf)	4.5
Frisbee—ultimate frisbee or frisbee football	3.0

APPENDIX C: LEVEL OF SERVICE RESULTS

This appendix discusses the analysis and results obtained through the application of the Level of Service (LOS) tool. Please see Chapter 5 for a discussion of the challenges and limitations of the LOS.

STATE AND FEDERAL AGENCIES AND NOT-FOR-PROFIT ORGANIZATIONS

Because the LOS tool has one set of indicators for state and federal agencies and another set for local agencies, the survey of providers was separated into two separate, but very similar, questionnaires, one for state and federal agencies and not-for-profit organizations, and the second questionnaire for local governments. For additional information regarding the specific criteria assessed, please visit *RCO Manual 2: Planning Policies and Guidelines*, which is available online at http://www.rco.wa.gov/documents/manuals&forms/Manual_2.pdf.

The results regarding state and federal agencies are shown in Table C.1, and a discussion of the results follows.

Table C.1: LOS Criteria and Grades.

Criterion for Federal, State, and Not-for-Profit Providers	Mean	Grade
Biennial average percent of organization's unmet capital facility development goals for public outdoor recreation	52%	D
Percent of public park and/or recreation sites managed by organization that are fully functional	81%	A
Percent of organization's visitor population satisfied with existing park and outdoor recreation facilities/experiences/opportunities	87%	A
Percent of public park and/or recreation sites managed by organization that provide sustainable outdoor recreation opportunities	83%	A

Quantity Criterion: Capital Facility Development (Statewide Level)

The state and federal LOS has a single Quantity criterion: *Capital Facility Development*. The LOS Capital Facility Development score is determined by the percent of capital facility development goals that are unmet (measured biennially), which can be measured using investment goals, project goals, or other quantifiable plan goals related to redevelopment, renovation, restoration, and other areas of development. The statewide grade, based on the mean of all reported percentages, is a D (Table C.1).

Quality Criteria (Statewide Level)

The state and federal LOS has two Quality criteria: agency-based assessment of facility functionality, and public satisfaction with facilities and opportunities.

Agency-Based Assessment: The *Agency-Based Assessment* criterion measures the percent of facilities that are fully functional for their specific design and safety guidelines. The statewide grade, based on the mean of all reported percentages, is an A (Table C.1).

Public Satisfaction: The *Public Satisfaction* criterion measures the percent of visitor population satisfied with existing park and outdoor recreation facilities, experiences, and opportunities. The statewide grade, based on the mean of all reported percentages, is an A (Table C.1).

Access Criterion: Sustainable Access (Statewide Level)

The single Access criterion for state and federal agencies is *Sustainable Access*. This criterion measures the percent of access/recreation areas/facilities that provide sustainable recreation opportunities. The statewide grade, based on the mean of all reported percentages, is an A (Table C.1).

LOCAL AGENCIES

The local providers LOS has a similar structure as the federal/state/not-for-profit LOS, with recreation measurements and grades for quantity, quality, and access. Additionally, the local LOS looks at the ten SCORP regions separately. The local provider results are shown in Tables C.2 and C.3, and a discussion of those results follows.

Table C.2: LOS Criteria and Grades.

Criterion for Local Providers	Mean	Grade
Percent of unmet demand for the number of parks and recreation facilities	22%	C
Percent of facilities that support active recreation	54%	B
Percent of demand met by all existing facilities	44%	D
Percent of facilities that are fully functional	73%	B
Percent satisfied with park and recreation facilities	63%	B
Percent within agency's service area who live a specific distance from recreation sites	69%	B
Percent who can access recreation areas safely via foot, bicycle, or public transportation	73%	B

Table C.3: LOS Criteria and Grades for Each SCORP Region (Local Providers).

		Islands	Peninsulas	The Coast	North Cascades	Seattle-King	Southwest	Northeast	Columbia Plateau	South Central	The Palouse
Percent of unmet demand for the number of parks and recreation facilities	Mean	NA	24%	NA	23%	34%	4%	0%	33%	28%	30%
	Grade	NA	C	NA	C	D	A	A	D	C	C
Percent of facilities that support active recreation	Mean	69%	45%	45%	63%	47%	50%	55%	44%	66%	56%
	Grade	A	C	C	A	C	C	B	C	A	B
Percent of demand met by all existing facilities	Mean	37%	41%	40%	60%	66%	52%	46%	26%	35%	37%
	Grade	D	D	D	C	B	C	C	E	D	D
Percent of facilities that are fully functional	Mean	100%	74%	72%	89%	83%	66%	66%	71%	62%	47%
	Grade	A	B	B	A	A	B	B	B	B	C
Percent satisfied with park and recreation facilities' condition	Mean	80%	66%	57%	71%	66%	74%	76%	63%	61%	80%
Percent satisfied with park and recreation facilities' quantity	Mean	55%	54%	47%	66%	64%	73%	80%	43%	61%	66%
Percent satisfied with park and recreation facilities' distribution	Mean	49%	60%	53%	65%	62%	67%	78%	40%	62%	62%
Percent satisfied with park/rec. facilities (mean of the three means: condition, quantity, and distribution)	Mean of the means	61%	60%	52%	68%	64%	72%	78%	48%	61%	69%
	Grade	B	B	B	A	B	A	A	C	B	A
Percent of residents within agency's service area who live 0.5 mile of neighborhood park	Mean	55%	30%	37%	40%	55%	45%	50%	40%	53%	43%
Percent of residents within agency's service area who live 5 miles of community park	Mean	85%	45%	75%	72%	82%	73%	85%	63%	63%	89%
Percent of residents within agency's service area who live 25 miles of regional park	Mean	100%	82%	87%	95%	93%	96%	94%	76%	78%	87%
Percent of residents within agency's service area who live a specific distance from recreation sites	Mean of the means	80%	53%	66%	69%	77%	72%	76%	60%	64%	73%
	Grade	A	C	B	B	A	B	A	C	B	B
Percent who can access recreation areas safely via foot, bicycle, or public transportation	Mean	70%	82%	65%	79%	73%	76%	93%	63%	81%	50%
	Grade	B	A	B	B	B	B	A	B	A	C

Quantity Criteria (Local Level)

The local LOS has three Quality criteria: number of outdoor recreation facilities, active recreation goals, and facility capacity goals.

Number of Parks and Recreation Facilities: The Quantity criterion for the *Number of Parks and Recreation Facilities* for local agencies and providers measures the percent difference between the existing quantity or per capita average of outdoor recreation facilities and the desired quantity or per capita average of outdoor recreation facilities. It is important to note that many of the providers do not have goals that can be measured using the method indicated in the LOS tools and guide or could not state how much of each goal was currently being met. Some of the regions used for analysis did not provide any data for this criterion. Of the responses provided,

regions most commonly scored a C, and the statewide grade is a C. Two regions, the Southwest and Northeast, scored an A (Tables C.2 and C.3.)

Facilities That Support Active Recreation Opportunities: The *Active Recreation* criterion for local agencies and providers measures the percent of facilities that support or encourage active recreational opportunities. For the purposes of the LOS and SCORP, “active” recreation refers to muscle-powered recreation.. Examples of active recreation include walking, jogging, field sports, court sports, paddling, bicycling, hiking, and swimming. The statewide grade, based on the mean of the regional means of all reported percentages, is a B (Table C.2). All ten regions scored a C or higher, based on the mean of all reported percentages by region. Three of these regions received an A (Islands, North Cascades, and South Central), and two received a B (Northeast and the Palouse) (Table C.3).

Facility Capacity: The *Facility Capacity* criterion for local agencies and providers measures the percent of demand met by existing facilities. The statewide grade, based on the mean of the regional means of all reported percentages, is a D (Table C.2). Grades across the regions for Facility Capacity, based on percentages provided by local agencies and providers for 45 different types of facilities, were mostly C’s and D’s. The Seattle-King region scored a B, which was the highest regional grade for this criterion. The Columbia Plateau region scored notably lower with an E (Table C.3).

Quality Criteria (Local Level)

Similar to the LOS for the statewide level, the local LOS measures quality using both agency-based assessments and public satisfaction data.

Agency-Based Assessment: The *Agency-Based Assessment* criterion measures the percent of facilities that are fully functional for their specific design and safety guidelines. The statewide grade, based on the mean of the regional means of all reported percentages, is a B (Table C.2). Grades across the regions for the Agency-Based Assessment criterion, based on the mean of all reported percentages by region, were mostly A’s and B’s. The three regions that received As are Islands, North Cascades, and Seattle-King (Table C.3).

Public Satisfaction: The *Public Satisfaction* criterion measures the percent of the population satisfied with existing park and recreation facilities. Local agencies and providers were asked to indicate the estimated level of satisfaction for three factors individually: condition, quantity, and distribution of facilities. The statewide grade, based on the mean of the regional means of all reported percentages, is a B (Table C.2). Local agency and provider estimates of the population’s satisfaction levels resulted in mostly A and B grades across the region, based on the mean of the means of estimates for each factor measured by the criterion (i.e., condition, quantity, and distribution) by region (Table C.3.)

Distribution and Access Criteria (Local Level)

Distribution and Access criteria include assessment of the population within a service area and of the percent of outdoor recreation facilities that may be accessed safely via foot, bicycle, or public transportation.

Population Within Service Areas: The *Population Within Service Areas* criterion for local agencies and providers measures the percent of the population within the following service areas: 0.5 miles of a neighborhood park/trail, 5 miles of a community park/trail, and 25 miles of a regional park/trail. Local agencies and providers were asked to indicate the percent of the population within each of these service areas. The statewide grade, based on the mean of the

regional means of all reported percentages, is a B (Table C.2). Local agency and provider responses resulted in mostly A and B grades across the region, based on the mean of the means of percentages for each service area (i.e., 0.5 miles of a neighborhood park/trail, 5 miles of a community park/trail, and 25 miles of a regional park/trail) by region (Table C.3).

Access: The Access criterion for local agencies and providers measures the percent of outdoor recreation facilities that may be accessed safely via foot, bicycle, or public transportation. The statewide grade, based on the mean of all reported percentages, is a B (Table C.2). Grades across the regions for the Access criterion, based on the mean of all reported percentages by region, were mostly A's and B's (Table C.3).

AGGREGATE LEVEL OF SERVICE SCORES

The discussion below assesses all of the LOS scores in totality.

State and Federal Agency Scores

State and federal providers received As for three of the four LOS criteria overall but received a D for the Quantity criterion measuring Capital Facility Development, meaning the percentage of unmet capital facility development goals is approximately 51% to 60% statewide (Table 5.4). While the LOS scores for Quality and Access criteria indicate that the means are at least 80% or more for each criterion, the LOS score for Facility Capacity indicates that only slightly more than half of all planned recreation facility development goals for state and federal agencies are being completed or fulfilled across the state in Washington.

Local Agency and Provider Scores

A single, overall statewide grade and overall grades for all LOS criteria for each region were calculated for local agencies and providers by averaging the grades for each LOS criterion for each region. To calculate these overall grades, each letter grade on the scale was first assigned a value (A = 5, B = 4, C = 3, D = 2, and E = 1). Next, those values were summed and divided by the total number of grades received to determine the mean. The mean was used to determine the overall grade. For example, if the mean of all grade values is 3, then the overall grade is a C. As with the LOS system, no pluses or minuses were used, nor were any scores rounded (e.g., a mean of 4.9 is an overall B grade). This method was used to determine overall grades because each LOS criterion grade corresponds to a different percentage range, meaning the means of responses could not be averaged for an overall grade. For example, a B for the Number of Parks and Recreation Facilities criterion corresponds to 11% to 20% while a B in Facility Capacity corresponds to 61% to 75%; therefore, means of actual responses could not be averaged across multiple criteria to determine an overall grade.

The single, overall statewide grade for local agencies and providers is a C (Table 5.5). Overall regional grades, based on the average of grades for all of the criteria by region, were mostly B's and C's. No region received an overall grade of A.

Statewide grades for individual criteria were also calculated and are based on the mean of regional means. Examining scores across regions for individual criteria, local agencies and providers have reported the highest grades for the LOS Quality criteria and the Distribution and Access criteria: grades for these criteria are mostly A's and B's. Quantity criteria, which are primarily related to facilities, ranked lowest overall across the regions. The Facility Capacity criterion received the lowest statewide grade with a D, followed by Number of Parks and Recreation Facilities with a C and Facilities That Support Active Recreation Opportunities with a B (Table C.5).

Table C.4: State and Federal Agency Level of Service Scores Summary.

Criterion	Level of Service Scores for State and Federal Agencies	
	Mean	Grade
Quantity Criteria		
Capital Facility Development	51.67	D
Quality Criteria		
Agency-Based Assessment	81.22	A
Public Satisfaction	86.70	A
Access Criteria		
Sustainable Access	82.75	A

Table C.5: Local Agency and Provider Level of Service Scores Summary.

Criterion	Level of Service Scores for Local Agencies by Region										
	Islands	Peninsulas	The Coast	North Cascades	Seattle-King	Southwest	Northeast	Columbia Plateau	South Central	The Palouse	Statewide
Quantity Criteria											
Number of Parks and Recreation Facilities	NA	C	NA	C	D	A	A	D	C	C	C
Facilities That Support Active Recreation Opportunities	A	C	C	A	C	C	B	C	A	B	B
Facility Capacity	D	D	D	C	B	C	C	E	D	D	D
Quality Criteria											
Agency-Based Assessment	A	B	B	A	A	B	B	B	B	C	B
Public Satisfaction	B	B	B	A	B	A	A	C	B	A	B
Distribution and Access Criteria											
Population Within Service Areas	A	C	B	B	A	B	A	C	B	B	B
Access	B	A	B	B	B	B	A	B	A	C	B
Average Score	B	C	C	B	C	B	B	D	C	C	C

Recreation and Conservation Funding Board Briefing Memo

Meeting Date: April 2013

Title: Boating Infrastructure Grants: Delegation of Authority to the Director for Submitting Tier 2 Projects to the USFWS

Prepared By: Marguerite Austin, Section Manager

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

The U.S. Fish and Wildlife Service (USFWS) is holding a supplemental special grant round for the Boating Infrastructure Grant Program to use remaining 2013 funds. To minimize conflict with the planned grant cycle for federal fiscal year 2014, the USFWS set a compressed schedule for this supplemental round. We just received notice that the applications for this supplemental grant round are due to the USFWS on May 10. The RCO has issued an expedited call for applications, but there is not a board meeting scheduled between when applicants submit to RCO and when due to the USFWS. Therefore, staff is asking for approval to submit applications to the USFWS before board review.

Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Resolution #: 2013-03

Purpose of Resolution: Delegate authority to the director to submit Tier 2 applications for the supplemental grant round before board review, but after advisory committee review.

Background

Program Policies

The U.S. Congress created the Boating Infrastructure Grant (BIG) Program under the Transportation Equity Act. The program, which is managed by the U.S. Fish and Wildlife Service (USFWS), provides funds for developing and renovating boating facilities for recreational boats 26 feet and larger. Sponsors also may use funds to provide information and to enhance boater education. Facilities eligible for funding include transient moorage docks, breakwaters, buoys,

and navigational aids. The funds, which are deposited into the Sport Fish Restoration and Boating Trust Fund, are derived from excise taxes on fishing equipment, motorboat and small engine fuels, import duties, and interest on the fund.

The USFWS has established two “tiers” of grants.

- **Tier 1** is for projects that request \$100,000 or less. Each year, Washington State may submit an unlimited number of projects requesting funds on behalf of the state or eligible sub-sponsors. However, the total may not exceed \$100,000.
- **Tier 2** is for projects that request between \$100,001 and \$1.5 million. States may submit applications for any number of Tier 2 grants on behalf of itself or an eligible sub-sponsor. These projects are submitted for the national competition.

BIG Project Evaluation

When BIG was created, the board established a process for consideration of Tier 1 and Tier 2 projects. The Boating Programs Advisory Committee, which includes representatives from state and local agencies and citizens with expertise in boating access facilities, provides a technical review of all projects. If RCO receives more than one Tier 1 project, the committee uses evaluation criteria approved by the USFWS to evaluate and rank the Tier 1 projects. The director uses the ranking and approves funding, since the board delegated that authority when they adopted program policies.

The process for Tier 2 projects is slightly different. In June 2011, the board delegated authority to the director to submit Tier 2 projects to the USFWS for the national competition following the review and recommendation by the advisory committee and presentation of the applications at a regular meeting of the board.

Supplemental Grant Round

On March 11, the USFWS announced it would offer a second opportunity for applicants to submit projects that would use federal fiscal year 2013 funds. To minimize conflict with the planned grant cycle for federal fiscal year 2014, the USFWS set a compressed schedule for this supplemental round. Complete applications are due to the USFWS on May 10.

RCO sent out a request for proposals on March 26. Applicants must submit their proposals to RCO by April 26¹.

The advisory committee will review the grant requests right away. The director will approve the Tier 1 project based on the recommendation of the committee. If there is more than one application, the committee will evaluate and rank the projects using board adopted criteria.

Board policy provides for board review of Tier 2 projects in an open public meeting before the applications are submitted to the USFWS. Unfortunately, the tight timeline set by the USFWS

¹ RCO sent out a simultaneous request for applications for the regular grant round.

means RCO must submit applications for federal fiscal year 2013 before the next regularly scheduled board meeting on June 24.

Board Decision Requested

Staff is asking the board to delegate authority to the director to submit Tier 2 applications for the supplemental grant round before board review. The projects would be submitted to the USFWS, following review by the advisory committee, by the May 10 deadline. Projects would be presented to the board at the June meeting.

Strategic Plan Link

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

Next Steps

If approved by the board, the director will submit projects to the U.S. Fish and Wildlife Service for funding consideration following review by the Boating Programs Advisory Committee. RCO will present the applications to the board in June 2013.

Attachments

Resolution 2013-03

Recreation and Conservation Funding Board
Resolution 2013-03
Boating Infrastructure Grant Program
Delegation of Authority to the Director

WHEREAS, the Recreation and Conservation Funding Board (board) submits grant applications to the U.S. Fish and Wildlife Service (USFWS) for the Boating Infrastructure Grant Program (BIG); and

WHEREAS, the USFWS is offering a supplemental grant round for federal fiscal year 2013; and

WHEREAS, consideration of these grant awards supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide; and

WHEREAS, the Boating Programs Advisory Committee reviews these projects to ensure consistency with the objectives of the Boating Infrastructure Grant Program managed by the USFWS; 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, the projects must meet the program requirements stipulated in Manual #12, *Boating Infrastructure Grant Program: Policies* and rules established in the *Code of Federal Regulations*, thus supporting the board's strategy to fund the best projects as determined by the review and evaluation process; and

WHEREAS, the board has delegated authority to the Recreation and Conservation Office (RCO) director to submit BIG projects to the USFWS for funding consideration after presentation of the applications to the board at a regular or special meeting to allow opportunity for public comment; and

WHEREAS, the board's meeting schedule to consider the applications conflicts with the deadline for submitting application to the USFWS for the supplemental grant round; and

WHEREAS, delegation of authority supports the board's goal to operate efficiently;

NOW, THEREFORE BE IT RESOLVED, that the director is authorized to submit Tier 2 applications to the U.S. Fish and Wildlife Service for evaluation and funding consideration before its next regular meeting, subject to review by the Boating Programs Advisory Committee.

Resolution moved by: _____

Resolution seconded by: _____

Adopted/Defeated/Deferred (underline one)

Date: _____

Recreation and Conservation Funding Board Summarized Meeting Agenda and Actions, April 2013

Agenda Items without Formal Action

Item	Board Request for Follow-up
Item 2: Management Reports	None Requested
State Agency Partner Reports	None Requested
General Public Comment	Staff has provided copies of the commenter's exhibits to Member Brittell, as requested.
Item 3: Recognizing Legacy Projects	Staff to prepare final proposal for board consideration in June.
Item 4: Stormwater Management and Related Facilities on Board-Funded Sites	Staff to prepare guidelines for board consideration in 2013.
Item 5: Farmland Program Review	Staff to prepare policy proposal for board consideration in 2013.
Item 6: State Comprehensive Outdoor Recreation Plan (SCORP)	Final report due to board for final approval in June 2013. Consultant to incorporate existing studies regarding health benefits, ecosystem values, and implications of fee-for-service park systems.

Agenda Items with Formal Action

Item	Formal Action	Board Request for Follow-up
Item 1: Consent Calendar	Board Meeting Minutes, January 31, 2013, approved by motion Revised Resolution 2013-02 APPROVED <ul style="list-style-type: none">• Approves Time Extension Requests:<ul style="list-style-type: none">○ Project #08-1075D○ Project #08-1337D	None requested.
Item 7: Boating Infrastructure Grants: Delegation of Authority to the Director for Submitting Tier 2 Projects to the USFWS	APPROVED <ul style="list-style-type: none">• Delegates authority to the director to submit Tier 2 grant proposals to the US Fish and Wildlife Service before the grants are reviewed by the board for the supplemental grant round	Projects to be brought to the board in June 2013.

Recreation and Conservation Funding Board Summary Minutes

Date: April 4, 2013

Place: Natural Resources Building, Room 172, Olympia, WA, 98501

Recreation and Conservation Funding Board members present:

Bill Chapman, Chair	Mercer Island	Jed Herman	Designee, Department of Natural Resources
Betsy Bloomfield	Yakima	Larry Fairleigh	Designee, State Parks
Pete Mayer	Snohomish	Dave Brittell	Designee, Department of Fish and Wildlife
Harriet Spanel	Bellingham		
Ted Willhite	Twisp		

It is intended that this summary be used with the meeting materials provided in advance of the meeting. A recording is retained by RCO as the formal record of meeting.

Call to Order

Chair Bill Chapman called the meeting to order at 9:00 a.m. Staff called roll, and a quorum was determined.

The chair asked for separate approval of the January 2013 meeting minutes.

Motion to approve minutes made by Ted Willhite. Seconded by Harriet Spanel.

Motion Approved.

Consent Calendar

The Recreation and Conservation Funding Board (board) reviewed Resolution #2013-02, Consent Calendar. The consent calendar was revised to include the following:

A. Approve Time Extension Requests:

- Clallam County Public Works, Project #08-1075D, Spruce Railroad Trail Tunnel Restoration Project
- Kitsap County Parks and Recreation, Project #08-1337D, South Kitsap Regional Park-Phase 1

Revised Resolution 2013-02 moved by: Pete Mayer and seconded by: Ted Willhite
Revised Resolution APPROVED

Item 2: Management Report

Director's Report: Director Cottingham highlighted the agency's efforts to be part of the Governor's Lean transformation. Projects underway address records retention and inventory. She also discussed the meetings the RCO has been having with partners.

Policy and Legislative Update: Policy Director Nona Snell reported that the most recent cutoff was on April 3. All of the bills noted in the memo continue to move forward, except for the bills regarding state

agency acquisitions. Snell summarized and compared the budget proposals from Governor Inslee and the Senate, explaining that the Senate capital budget was not yet available.

Snell noted that a bill was introduced the day before with the Senate budget that would lower the working debt limit, refocus the priority of the capital budget onto K-12 construction, and fund K-12 construction only with bonds. It also would reallocate funds to K-12 construction in supplemental budgets as needed. This could affect the amount of bonds available and changes the calculation for bond capacity.

Member Herman asked what was known or discussed about the budget impacts of the culvert case. Director Cottingham explained to the board that the federal district judge in Washington recently ruled on a case regarding culverts on state lands. The state Department of Transportation now has 17 years to fix their culverts, and the other state agencies have until October 2016. Snell noted that there would be a work session in the House soon. Member Brittell stated that they have an inventory, and they have been working on it as budget allows.

Snell noted that the natural resources agencies together took a six percent cut in the General Fund budget. Director Cottingham noted that the natural resource agencies now account for about one percent of the General Fund.

Grant Management Report: Scott Robinson, Deputy Director, highlighted the work of grant staff since the beginning of February. He discussed the project list on page 5 of the management memo, and noted that staff members have inspected 57 projects since the beginning of the year. He provided an update on the conversion related to construction of the 520 bridge, explaining that the conversion proposal was delayed while the contamination costs of the replacement property were further evaluated.

Member Willhite asked if there was any work being done to increase the number of projects closing on time. Robinson responded that a team is working on the tools needed to increase the percent closing on time. Member Willhite also asked about the bill paying percentage. Robinson noted that a key part of the problem is that staff members often need more information from sponsors. Member Mayer noted that the bill paying would be a good Lean project.

Closed Projects of Note: Kim Sellers presented the Black River Ranch, which was supported with both Washington Wildlife and Recreation Program (WWRP) Farmland and Riparian Protection grants. Thurston County was the sponsor. The farmland project involved the purchase of development rights using an agricultural easement. The riparian project included the acquisition of 211 acres, including prairie, riparian areas, bogs, and woodlands. This will be the site of project bluebird, an education effort that will put in 20 to 25 nest boxes. She explained how the site fits into the landscape, noting migration corridors, nearby public uses, and how the adjacent open areas support the farm operations.

Director Cottingham noted that it took time to pull together this project because of challenges with sponsor eligibility. About one hundred people came to the dedication. The farm is very impressive.

General Public Comment

Arvilla Ohlde, Belfair, spoke about the Washington Department of Fish and Wildlife (WDFW) Colockum Road Abandonment project (#08-1528). She discussed opposition to the project, citing concerns about the ownership of portions of the project site. Ohlde submitted five exhibits and asked that they be attached to the project file.

Member Brittell asked for copies of the materials. Member Mayer asked about the current state of the project. Ohlde responded that the State Auditor said that WDFW can only do work on property they own. They have asked WDFW to abandon the project, and are asking the board to terminate the agreement.

State Agency Partner Reports

Department of Fish and Wildlife (WDFW): Member Brittell noted that WDFW has been very active on the policy front. Senate Bill 5054 would have placed additional review on acquisition. They have had more than a dozen different bills addressing wolves; several are still active. There are a number of discussions and strategies about payment in lieu of taxes (PILT). On the budget front, they are looking at about a 6 percent cut in the Senate budget; they are hopeful that is the low water mark. He also discussed personnel changes at WDFW.

WDFW is very active in the Yakima Integrated Plan, and are anxious to see how it fares in the budget. They are in discussions with Department of Natural Resources (DNR) to share roles on conservation land. The project is very dynamic and the discussions are focused on how to get it done, not whether to get it done.

Department of Natural Resources: Member Herman introduced himself to the board. He reported that DNR is very interested in the culvert case; they have a capital budget request to help them achieve compliance. They have partnered with WDFW on a recreation plan just north of Ellensburg; they may also develop one in for Lake Whatcom.

Member Willhite asked who built the roads involved in the culvert case, and why the state agencies would be responsible for repairing them. Member Fairleigh explained that this includes roads that go into parks, trails with culverts, logging roads, and others that fall outside highways. Member Herman responded that the understanding of what is an appropriate crossing structure has changed. The tribes have sued to make the state comply with standards; each landowner has a regulatory obligation to fix the culverts. Member Brittell noted that they assess culvert liability before they acquire property.

State Parks: Member Fairleigh reported on the State Parks operating budget, noting that there was significant variation among the budgets proposed by Governor Gregoire, Governor Inslee, and the Senate. He reported on the number of culvert blockages that they have, and the cost of fixing them in response to the recent court decisions. The commission has approved the Transformation Strategy, which recognizes that they are now primarily a fee-for-service agency. They continue negotiations for management of Fort Worden. Fort Worden is currently subsidized at a rate of about \$1 million per biennium, so they are trying to reduce the cost and improve service to the public.

Member Willhite asked if there was any consideration to revisiting the decision to go to fee-for-service. Member Fairleigh said that the budget decision was a policy decision, and that while there are discussions about a dedicated fund, it doesn't appear that they are reconsidering. They need to focus on getting to a sustainable State Parks system.

Board Business: Briefings & Discussion

Item 3. Recognizing Legacy Projects

Marguerite Austin, RCO Grant Section Manager, presented the proposal as described in the staff memo. She explained that staff recommended a physical award to be presented at the project site or other location, along with an online "Hall of Fame" to increase outreach. The two themes that staff would like the board to consider are "Visionary" and "Lasting Legacy". She then explained the selection process and asked for board discussion and direction on the criteria that staff would use.

Board members made the following requests for general clarifications in the proposal:

- Use language that recognizes statewide recreation, not just local communities (Fairleigh)
- Clarify that phases of projects are not excluded from recognition if the entire project is not complete (Mayer)
- State more clearly that habitat projects are eligible under both categories (Chapman)

Board members asked staff to consider the following additional criteria for the awards:

- Recognize the journey or challenges involved in putting the project together (Mayer)
- Overcoming challenges at the site or in putting the project together (Chapman and Bloomfield)
- Do not include popularity, but consider why certain areas are popular and ensure that the criteria reflect the reasons that some parks are more popular than others (Chapman)

Member Herman suggested that there be a mechanism for the public or stakeholder groups to nominate projects that they like. Chair Chapman, Member Bloomfield, Member Willhite, and Member Mayer concurred. Member Bloomfield suggested that staff consider using an outside group that is governed by staff. Member Mayer suggested that staff consider the nomination process used by the Washington Recreation and Parks Association, which also uses a fee to minimize the administrative burden. Member Spanel said that the process needs to be designed to limit excessive self-nominations.

With regard to the awards, Member Willhite suggested that recipients be involved in drafting the award so that they can help tell the story and recognize everyone who contributed. He asked that the Web presence should be linked to other similar web sites. Member Fairleigh suggested that the award signs use Quick Response (QR) codes. Member Willhite concurred. Member Mayer would like to see a physical award at the site. Chair Chapman wants to ensure that the award is presented in person as well online.

With regard to the number and frequency of awards, Chair Chapman stated that the proposal to have no more than four per biennium was appropriate. He would prefer an annual award, and suggested that the decision could be biennial and the awarding could be annual. Member Spanel said that in her opinion, once per biennium makes it more special.

The board asked for a final proposal in June.

Item 4. 2013 Policy Background: Stormwater Management and Related Facilities on Board-Funded Sites

Leslie Ryan-Connelly, RCO Compliance Specialist, presented the information as described in the staff memo. She noted that the intent was to help the board understand the issue and determine whether (a) current board is policy clear enough or (b) programmatic guidance on stormwater facilities is needed. She stated

that there are no outstanding requests that place time constraints on the board's decision. She reviewed the examples from the memo in greater detail, sharing more maps and photos.

Member Spanel asked if the first two examples would have had the same result under the allowable uses policy. Ryan-Connelly responded that the result would have been the same because they were clear conversions. Member Mayer asked if the result in Newcastle would have been the same, absent the fence. Ryan-Connelly responded that it was possible that it would have been subject to the allowable uses policy.

Member Fairleigh asked if improving a low quality wetland on a previously funded site would be a conversion, if the improvement was done for stormwater mitigation. Ryan-Connelly responded that the city of Kent made such a proposal a few years ago. At the time, the board considered it a conversion and asked in part, for an alternatives analysis. Since then, they have incorporated the question of "what alternatives has the sponsored considered?" into the allowable uses policy.

Member Bloomfield asked if there was still a prohibition about using RCO funded projects for mitigation. Director Cottingham responded that there was a pilot project for mitigation banking in the Washington Wildlife and Recreation Program (WWRP), but it was found to be incompatible with IRS regulations and was subsequently removed as an eligible type of project.

Member Mayer noted the tour would include above and below ground facilities, and that the board should give that careful consideration in their discussions.

Chair Chapman stated that part of the discussion needs to be the design that was being proposed; those are the nuances they expect staff to resolve under the allowable uses policy.

Director Cottingham stated that we are asking the board to determine if it is comfortable with how staff is implementing existing policy, or if they need programmatic guidance similar to what they did for grazing in 2012.

Following Item 4, the board recessed for lunch and then concluded the day with a tour of Yauger Park, Woodland Creek Community Park, and a site at St. Martin's University. Member Fairleigh was unable to participate in the tour. Further discussion of Item 4 is included in the notes for April 5, 2013.

Recreation and Conservation Funding Board Summary Minutes

Date: April 5, 2013

Place: Natural Resources Building, Room 172, Olympia, WA, 98501

Recreation and Conservation Funding Board members present:

Bill Chapman, Chair	Mercer Island	Jed Herman	Designee, Department of Natural Resources
Betsy Bloomfield	Yakima	Larry Fairleigh	Designee, State Parks
Pete Mayer	Snohomish		
Harriet Spanel	Bellingham		
Ted Willhite	Twisp		

It is intended that this summary be used with the meeting materials provided in advance of the meeting. A recording is retained by RCO as the formal record of meeting.

Call to Order

Chair Bill Chapman called the meeting to order at 9:00 a.m.

Board Business: Briefings & Discussion

Item 4. Stormwater Management and Related Facilities, Continued Discussion

Chair Chapman reminded the board that the question is whether the board is comfortable with how staff is implementing policy as described on page 2 of the staff memo.

Leslie Ryan-Connelly reviewed the conversion criteria, noting that the tour showed the types of sites that would fall into the "gray area" where a subjective analysis would be needed. She posed the following discussion questions:

- Does the conversion criteria need to be clarified for stormwater and other similar facilities?
- Does the allowable uses policy need to be clarified for stormwater and other similar facilities?
- Should we further define when stormwater and other similar facilities may be allowed?
- Is the board comfortable with how RCO is applying policies when there are multiple funding sources at a site?
- Should we continue to apply the current policies on a case by case basis?

Member Willhite noted that there would be more pressure for these types of requests as development increased, and expressed concern that parks would be viewed as the easiest solution. Continuing to review projects on a case-by-case basis may not work. He would like to see more of a programmatic approach and criteria.

Member Spanel stated that the number of vault caps, their height above ground, and potential as a tripping hazard at the Woodland Creek site was significant. She also thought that it was interesting that the city stated that they could not grow based on water use. She believes that it is important that parks not be used to allow cities to grow more than they otherwise could.

Member Herman asked if it was implicit in the policy that the proposed use be aligned with the existing ecology of the site. Ryan-Connelly said it was not part of the allowable uses policy, but that the review would consider how the stormwater proposal would fit the original grant proposal which may or may not include the ecology of the site. Member Herman suggested that it was easy to talk about the habitat aesthetics of a pond, but if the original site did not convey water movement, then the proposal would be creating something artificial, and that fact should be an important part of the determination. Member Bloomfield concurred, and stated that it should be a threshold level question.

Chair Chapman suggested that board members do not disagree about what constitutes a conversion (property interests being conveyed, termination of recreation use). The members are suggesting different ways that the board may view incompatibility. He proposed that staff create a page that list examples of incompatibilities.

Member Mayer noted that the goal of programmatic guidelines within the allowable uses policy was to develop greater clarity, and that he was leaning toward having more programmatic guidance for this topic. He stated that he is struggling with the approach at Woodland Creek Park because of its depth, which could preclude some recreational uses in the future. Also, if public works are using parks for these purposes, it raises the question of whether they should contribute to operations and maintenance costs or be required to provide some mitigation for using park land.

Member Spanel said that it is important to remember that while we want to retain enough natural areas, we also have to remember to change appropriately.

Member Bloomfield noted that growth will occur. If they do not create a solution that creates a way to retain wetlands in an ecologically sound way, the unintended consequence will be that we will lose land to industrial compounds for stormwater treatment. There could be innovative solutions to support wetlands that have a better aesthetic value.

Chair Chapman noted the challenge is to find the right guidance that avoids (1) giving away too much park land and (2) condemnation actions. He reminded the board that it is their duty to protect the funding and its purpose. He acknowledged that the board wants to accommodate where it makes sense and is aligned with the existing recreation and ecological functions. Chair Chapman suggested that they should ask staff to propose programmatic language.

Director Cottingham suggested that they do this within the allowable uses framework, under the question "Does the facility cause the least possible impact to the grant?" Chair Chapman referenced the conversion at Newcastle, and suggested that having additional guidance could be a way to avoid conversions with better designs. There should be a look at defining impairment and compatibility as they related to stormwater ponds and funded projects.

Director Cottingham summarized that they do not want a comprehensive programmatic like they did for grazing, but a series of questions or ideas. She asked for clarity about whether the threshold is "no impairment" or "some benefit." The board confirmed that there should be a net benefit in exchange for using some portion of the site for stormwater management. Chair Chapman suggested a fact sheet of some kind that would explain the agency's approach.

Member Mayer noted that the telecommunications and grazing programmatic uses could be discontinued. The policy guidelines need to reflect that stormwater proposals have greater permanence.

Member Willhite suggested that they need to look at this from the outside, and help utilities and developers understand the rules from the outset. We do not want to create a situation where they have to guess at what the board may or may not approve.

Item 5. 2013 Policy Background: Farmland Program Review

Nona Snell presented the information as described in the staff memo. Director Cottingham noted that the group would not address or recommend changes to the law. She also noted that one of the challenges is the differences in timing and policies of the Natural Resource Conservation Service grant program. Member Fairleigh asked if there were enough applicants to the program. Cottingham responded that as the program has matured, the number of projects has increased. Scott Robinson stated that at Governor Inslee's budget proposal, the board would be able to fund all but one project. Sponsors also have improved their ability to value conservation easements.

Member Willhite asked about opportunity for public comment. Cottingham responded that there would be comment when the policies start coming to the board, but not during the committee's discussions. Willhite asked how the inconsistency with the federal government is communicated with the public. Cottingham noted that the agency grants waivers and communicates with the federal government as needed to help sponsors. Willhite asked if they have farmers, ranchers, and orchardists from throughout the state; Cottingham reviewed the committee membership. Chair Chapman suggested adding a member from Okanogan County.

Chair Chapman encouraged the committee to think about the difference between eligibility and desirability criteria within the statute. He suggested that even distribution should not be a goal because it is based on the criteria. He thought that the conclusions on page 10 of the white paper were worthwhile.

The board generally wants to maintain the balance of farmland and environmental criteria.

Director Cottingham reminded the board that the 2014 grant round would use the existing grant criteria.

Item 6. State Comprehensive Outdoor Recreation Plan (SCORP)

Mark Duda and Mike Fraidenburg from Responsive Management presented the highlights of the draft plan and public comment. Duda explained the methodology and report development. Chair Chapman asked if the questions in the survey had been tested for objectivity; Duda responded that they did their best to make the questions as neutral as possible, but for the purpose of analyzing trends, they tried not to make many changes. They received 22 comments from 16 people on the draft report. They received hundreds of photos from Washington residents for inclusion in the report. Duda provided an overview of the planned highlights of each chapter for the final report and reviewed data highlights. He noted that some of the recreation trends (e.g., increases in hunting and fishing) were reflected in national studies and other Washington State studies.

Member Fairleigh noted that six years is not very long for trends when making allocation decisions in a public setting, and asked if these trends bore out over a longer period. Duda responded that they did bear out from 2002 to 2012; forecasting whether it would continue into the future is more difficult.

Duda reviewed the satisfaction data and latent demand, noting that there is no single activity that stands out for latent demand. More people want to do more of what they already do, rather than new activities. He also reviewed key issues such as access, recreation equity, technology, user conflicts, and sustainability. He summarized the report's findings and recommendations. He concluded by summarizing the comments that they received on the draft.

Member Willhite asked if there are other studies placing an economic value on outdoor recreation. Duda responded that it is a common metric and explained the ways it can be quantified. Member Willhite asked that the SCORP include discussion of existing studies of ecosystem values, health benefits of recreation, and implications of fee-for-service based park systems. Duda agreed to incorporate information from these studies as applicable.

Member Mayer echoed Member Willhite's comments and recommended that the public lands inventory be updated. He asked Duda what his recommendations were using the Level of Service (LOS) tool. Duda responded that the biggest challenge with the LOS is that many of the providers do not have the information they need to make the tool work. Some respondents also might have been hesitant to say that they were not doing well. He noted that the LOS satisfaction levels aligned well with the satisfaction data in the user survey.

Member Spanel noted that the North Cascades region included areas east and west of the mountains, and wondered how the regions were drawn. Duda responded that the regions were already established before this plan was developed. It may be something to reconsider for the next SCORP. He noted that the raw data could be cut by county rather than by region.

Board Business: Decisions

Item 7. Boating Infrastructure Grants: Delegation of Authority to the Director for Submitting Tier 2 Projects to the USFWS

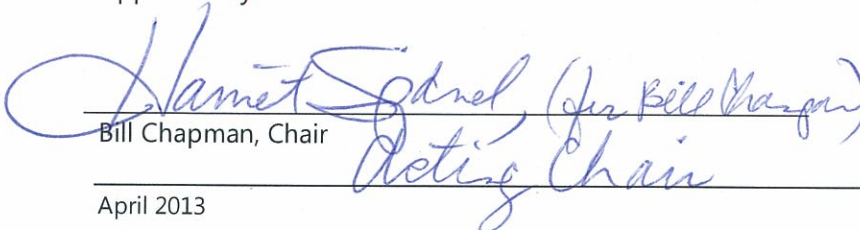
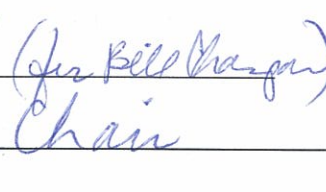
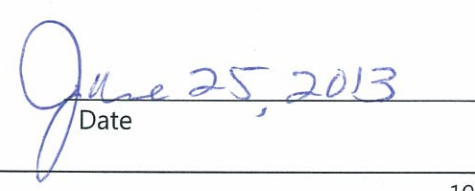
Marguerite Austin presented the information as described in the staff memo. She explained that the board was being asked to vote on a resolution that would delegate authority to the director to submit Tier 2 grant proposals to the US Fish and Wildlife Service before the grants are reviewed by the board. The supplemental grant round timeline – with its May 10 deadline for submissions – does not coincide with the board's meeting schedule. Director Cottingham noted that there are between \$6 and \$7 million available, but there may be some set aside for Hurricane Sandy relief.

Resolution 2013-03 moved by: Larry Fairleigh
Resolution APPROVED

and seconded by: Pete Mayer

Meeting adjourned at 12:15 p.m.

Approved by:

  
Bill Chapman, Chair Acting Chair Date June 25, 2013

Recreation and Conservation Funding Board
Revised Resolution 2013-02
April 2013 Consent Calendar

BE IT RESOLVED, that the following April 2013 Consent Calendar items are approved:

A. Time Extension Requests:

- Clallam County Public Works, Project #08-1075D, Spruce Railroad Trail Tunnel Restoration Project
- Kitsap County Parks and Recreation, Project #08-1337D, South Kitsap Regional Park-Phase 1

Resolution moved by: Mayer

Resolution seconded by: Willhite

Adopted/Defeated/Deferred (underline one)

Date: April 4, 2013

Recreation and Conservation Funding Board
Resolution 2013-03
Boating Infrastructure Grant Program
Delegation of Authority to the Director

WHEREAS, the Recreation and Conservation Funding Board (board) submits grant applications to the U.S. Fish and Wildlife Service (USFWS) for the Boating Infrastructure Grant Program (BIG); and

WHEREAS, the USFWS is offering a supplemental grant round for federal fiscal year 2013; and

WHEREAS, consideration of these grant awards supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide; and

WHEREAS, the Boating Programs Advisory Committee reviews these projects to ensure consistency with the objectives of the Boating Infrastructure Grant Program managed by the USFWS; 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, the projects must meet the program requirements stipulated in Manual #12, *Boating Infrastructure Grant Program: Policies* and rules established in the *Code of Federal Regulations*, thus supporting the board's strategy to fund the best projects as determined by the review and evaluation process; and

WHEREAS, the board has delegated authority to the Recreation and Conservation Office (RCO) director to submit BIG projects to the USFWS for funding consideration after presentation of the applications to the board at a regular or special meeting to allow opportunity for public comment; and

WHEREAS, the board's meeting schedule to consider the applications conflicts with the deadline for submitting application to the USFWS for the supplemental grant round; and

WHEREAS, delegation of authority supports the board's goal to operate efficiently;

NOW, THEREFORE BE IT RESOLVED, that the director is authorized to submit Tier 2 applications to the U.S. Fish and Wildlife Service for evaluation and funding consideration before its next regular meeting, subject to review by the Boating Programs Advisory Committee.

Resolution moved by: Fairleigh

Resolution seconded by: Mayer

Adopted/Defeated/Deferred (underline one)

Date: April 5, 2013