

June 25, 2013

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

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

**Order of Presentation:**

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

**Special Accommodations:**

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

**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](mailto:rebecca.connolly@rco.wa.gov).

## Tuesday, June 25

### OPENING AND MANAGEMENT REPORTS

<b>9:00 a.m.</b>	<b>CALL TO ORDER</b>	<i>Chair</i>
	<ul style="list-style-type: none"><li>• Roll Call and Determination of Quorum</li><li>• Review and Approval of Agenda</li></ul>	

<b>1. Consent Calendar (Decision)</b>	<i>Chair</i>
<ul style="list-style-type: none"><li>A. Approve Board Meeting Minutes – April 4-5, 2013</li><li>B. Approve Time Extension Requests:<ul style="list-style-type: none"><li>• Washington Department of Natural Resources, Project #08-1184A, Trout Lake NAP 2008</li><li>• Washington Department of Natural Resources, Project #08-1186A, Washougal Oaks NAP/NRCA 2008</li><li>• Washington Department of Natural Resources, Project #08-1180A, Lacamas Prairie Natural Area 2008</li><li>• Washington Department of Natural Resources, Project #08-1157C, Chehalis River Surge Plain NAP Riparian 2008</li><li>• Washington Department of Fish and Wildlife, Project #08-1512A, Lynch Cove Estuary</li><li>• Washington Department of Fish and Wildlife, Project #08-1505A, Methow Watershed Phase 6</li><li>• Washington Department of Fish and Wildlife, Project #08-1502A, Okanogan-Similkameen Phase 2</li><li>• Washington Department of Fish and Wildlife, Project #08-1870, Skagit Bay Riparian Enhancement</li><li>• Washington Department of Fish and Wildlife, Project #08-1524R, Sinlahekin Ecosystem Restoration Phase 1</li><li>• Vashon Park District, Project #08-1340D, Vashon Athletic Fields Improvements Phase 2 and 3</li><li>• Washington State Parks, Project #08-1356A, Dosewallips State Park Riparian Acquisition</li></ul></li><li>C. Revise Conversion Approved in Resolution #95-10 due to DFW/DNR Land Exchange, Wenas Wildlife Area, RCO #74-606A and #75-657A</li></ul>	

Resolution #2013-04

<b>9:10 a.m.</b>	<b>2. Director's Report</b> <ul style="list-style-type: none"><li>Agency updates regarding high-level issues and other matters related to agency business</li><li>Policy update</li><li>Grant management report</li><li>Fiscal report (<i>written report only, staff available to answer questions</i>)</li><li>Performance report (<i>written report only, staff available to answer questions</i>)</li></ul>	<i>Kaleen Cottingham</i>  <i>Nona Snell</i> <i>Scott Robinson</i>
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<b>9:30 a.m.</b>	<b>Presentation of Recently Completed Projects</b>	<i>Rory Calhoun</i>
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**General Public Comment**

For issues not identified as agenda items. Please limit comments to 3 minutes.

*Chair*

<b>9:50 a.m.</b>	<b>3. Legislative and Budget Update</b> <ul style="list-style-type: none"><li>Implementation of 2013 legislative directives</li><li>Implementation of 2013-15 budget</li></ul>	<i>Nona Snell</i> <i>Scott Robinson</i>
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<b>10:05 a.m.</b>	<b>State Agency Partner Reports</b> <ul style="list-style-type: none"><li>Department of Fish and Wildlife</li><li>Department of Natural Resources</li><li>State Parks</li></ul>	<i>Dave Brittell</i> <i>Jed Herman</i> <i>Don Hoch</i>
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<b>10:20 a.m.</b>	<b>BREAK</b>
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**BOARD BUSINESS: PROPOSED PROJECT CONVERSIONS**

<b>10:30 a.m.</b>	<b>4. Briefing on Conversion Request: City of Auburn, Brannan Park</b>	<i>Leslie Ryan-Connelly</i>
<b>11:00 a.m.</b>	<b>5. Conversion Request: City of Seattle, Projects Associated with Construction of 520 Bridge</b> <u>Resolution 2013-05</u>	<i>Leslie Ryan-Connelly</i>

**BOARD BUSINESS: DECISIONS**

<b>11:45 a.m.</b>	<b>6. Approve Proposal for Recognizing Legacy Projects</b> <u>Resolution 2013-06</u>	<i>Marguerite Austin</i>
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**BOARD BUSINESS: GRANT AWARDS**

<b>12:15 p.m.</b>	<b>7. Firearms and Archery Range Recreation Program, Review and Approve Ranked List for the 2013-15 Biennium</b> <u>Resolution 2013-07</u>	<i>Adam Cole</i>
<b>12:30 p.m.</b>	<b>Working Lunch</b>	
<b>1:00 p.m.</b>	<b>8. Washington Wildlife and Recreation Program, Approve Grants for the 2013-15 Biennium</b> <u>Resolution 2013-08</u>	<i>Scott Robinson</i>

<b>1:20 p.m.</b>	<b>9. Aquatic Lands Enhancement Account, Approve Grants for the 2013-15 Biennium</b> <u>Resolution 2013-09</u>	<i>Scott Robinson</i>
<b>1:35 p.m.</b>	<b>10. Land and Water Conservation Fund, Review and Approve Ranked List for the 2013-15 Biennium</b> <u>Resolution 2013-10</u>	<i>Sarah Thirtyacre</i>
<b>1:50 p.m.</b>	<b>11. Boating Facilities Program, Review and Approve Ranked List for the 2013-15 Biennium</b> <ul style="list-style-type: none"><li>• State Agencies <u>Resolution 2013-11</u></li><li>• Local Agencies <u>Resolution 2013-12</u></li></ul>	<i>Karl Jacobs</i>
<b>2:10 p.m.</b>	<b>BREAK</b>	
<b>2:30 p.m.</b>	<b>12. Nonhighway and Off-road Vehicle Activities Program, Review and Approve Ranked List for the 2013-15 Biennium</b> <ul style="list-style-type: none"><li>• Overview of the program and categories</li><li>• Education and Enforcement Category <u>Resolution 2013-13</u></li><li>• Nonhighway Road Category <u>Resolution 2013-14</u></li><li>• Nonmotorized Category <u>Resolution 2013-15</u></li><li>• Off-road Vehicle Category <u>Resolution 2013-16</u></li></ul>	<i>Dan Haws</i>
<b>3:15 p.m.</b>	<b>13. Recreational Trails Program, Review and Approve Ranked List for the 2013-15 Biennium</b> <u>Resolution 2013-17</u>	<i>Laura Moxham</i>
<b>3:30 p.m.</b>	<b>14. Submitting Boating Infrastructure Grant projects to US Fish and Wildlife Service</b> <ul style="list-style-type: none"><li>• Supplemental Grant Round</li><li>• Federal Fiscal Year 2014 Grant Round</li></ul>	<i>Darrell Jennings</i>
<b>3:45 p.m.</b>	<b>BREAK</b>	
<b>BOARD BUSINESS: DECISIONS</b>		
<b>4:00 p.m.</b>	<b>15. Process for FY 2013 Director Evaluation</b>	<i>Chair</i>
<b>4:05 p.m.</b>	<b>16. Approve State Comprehensive Outdoor Recreation Plan (SCORP)</b> <u>Resolution 2013-18</u>	<i>Mike Fraidenburg</i>
<b>4:30 p.m.</b>	<b>ADJOURN</b> Next meeting September 11 -12, Wenatchee	

6605 SW 240th Street  
Vashon, WA 98070  
June 20th, 2013

Washington State Recreation and Conservation Funding Board  
Natural Resources Building  
Room 172  
Olympia, WA 98501

Re: Grant #08-1340D, Vashon Athletic Fields Improvements Phase 2 and 3.

Dear Board,

I am a member of the Vashon Park District Oversight Committee of the Vashon Elementary School Fields Project, known to you as, Vashon Athletic Fields. Today I speak as an independent concerned citizen of Vashon Island who has been actively involved in the Vashon Park Board meetings for over the last year.

I am asking you to please not grant yet another request for an extension from the Vashon Park District for grant #08-1340D, Vashon Athletic Fields Improvements Phase 2 and 3. While the original grant request showed that this project would cost a total of \$1,128,876, the Vashon Park District has currently spent over \$2 million and we are still spending money on this unfinished project. The initial proposal showed that only \$125,000 of our tax dollars would go into the fields project, while the rest would come from RCO grant monies, and the community from cash donations and volunteer labor. Still today, these cash donations have not materialized, even though on the original grant application it stated that this money was indeed in place.

This field project has reshaped our park district. We went from a district in sound financial footing to one riddled with loans. To make up for the lack of community financial support, our commissioners took out a \$400,000 non-voter approved bond and still that was not enough money to complete the project. We now function on TAN loans to pay for our daily operations. In December, 2012 we had to secure a new TAN loan to pay some of our year end bills and still ended the year with about \$150,000 in unpaid payables. We have laid off office staff and maintenance staff. Since January 2013 we have sold maintenance equipment, sold a piece of property and sold our Kayak Center. And still each month we look carefully at our cash flow to see if we need to withdraw yet again from our line of credit.

The Vashon Park District has a budget of \$1 million, of which for the year 2013, 20% has been allocated to this field project, \$100,000 for the completion of the fields and \$100,000 for the yearly bond payment. This imbalance can not continue. If you extend the time to complete the project, the Vashon Park District will take out another loan of \$41,000 to pay for a temporary bathroom, that will have to be replaced down the road.

Today's extension request is to allow more time to finish the main road to the baseball fields and handicap parking. We do not have the \$48,000 to complete this. I am afraid that will mean once again taking out a loan and further saddling our small community with more debt.



The Vashon Park Board Commissioners decided from the start of this project, that the park district would be their own general contractor and cost overruns ensued. So what we ended up with, was a field partially done that is way behind schedule and way over budget. As you can see from the attached "VES FIELDS BUDGET TO ACTUAL - Updated 5/28/13" we have gone from budgeted spending of \$183,200 to \$309,687 in just five months.

The bleeding has to stop. Our Board Commissioners refuse to see this. They have given you excuses for the delays, but the real reason is we didn't know what we were doing and we had not secured the money beforehand. The commissioners do not listen to the citizens who come to the bi-monthly meetings asking them to be fiscally responsible and care about all our many parks in the district equally. Only you can save the Vashon Park District from financial ruin. Please do not give us an extension. That is the only way our run away spending will stop.

I am also attaching The Washington State Auditor's report dated February 12th, 2013. The state audit found that the Vashon Park District's financial condition had declined, that the Park Commissioners had not complied with the Public Works Contracting Laws, that the park district had incomplete records for the VES Field Project, and that the availability of funds to meet the grant match requirement had not been met.

I am sure that other projects throughout our state can benefit from RCO grant monies. I believe this money should be given to responsible programs that can delivery on their promises with on time and on budget projects.

Thank you,

Hilary Emmer



## 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

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Troy Kelley**

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and Local Audit  
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## 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

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### 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](http://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

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Vashon Maury Island Park and  
Recreation District  
King County

Report Date

February 12, 2013

Report No.

Issue Date

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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

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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](http://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.

<b>Agency/Auditee Name:</b> <u>Vashon Maury Island Park and Recreation District</u>	
<b>Contact Information:</b> <i>Provide Name, Title, Agency, and e-mail address for each person who will be receiving a Customer Service Survey.</i>	
<b>Name, Title, Agency: ❶</b>	<b>E-mail address:</b>
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 #2013-04  
June 2013 Consent Calendar

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

- A. Approve Board Meeting Minutes – April 4-5, 2013
- B. Approve Time Extension Requests:
- Washington Department of Natural Resources, Project #08-1157C, Chehalis River Surge Plain NAP Riparian 2008
  - Washington Department of Natural Resources, Project #08-1180A, Lacamas Prairie Natural Area 2008
  - Washington Department of Natural Resources, Project #08-1184A, Trout Lake NAP 2008
  - Washington Department of Natural Resources, Project #08-1186A, Washougal Oaks NAP/NRCA 2008
  - Washington Department of Fish and Wildlife, Project #08-1512A, Lynch Cove Estuary
  - Washington Department of Fish and Wildlife, Project #08-1505A, Methow Watershed Phase 6
  - Washington Department of Fish and Wildlife, Project #08-1502A, Okanogan-Similikameen Phase 2
  - Washington Department of Fish and Wildlife, Project #08-1524R, Sinlahekin Ecosystem Restoration Phase 1
  - Washington Department of Fish and Wildlife, Project #08-1870R, Skagit Bay Riparian Enhancement
  - Vashon Park District, Project #08-1340D, Vashon Athletic Fields Improvements Phase 2 and 3
  - Washington State Parks, Project #08-1356A, Dosewallips State Park Riparian Acquisition
- C. Revise Conversion Approved in Resolution #95-10 due to DFW/DNR Land Exchange, Wenas Wildlife Area, RCO #74-606A and #75-657A

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

## Recreation and Conservation Funding Board Summarized Meeting Agenda and Actions, April 2013

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### 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 <a href="#">APPROVED</a> <ul style="list-style-type: none"><li>Approves Time Extension Requests:<ul style="list-style-type: none"><li>Project #08-1075D</li><li>Project #08-1337D</li></ul></li></ul>	None requested.
Item 7: Boating Infrastructure Grants: Delegation of Authority to the Director for Submitting Tier 2 Projects to the USFWS	<a href="#">APPROVED</a> <ul style="list-style-type: none"><li>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</li></ul>	Projects to be brought to the board in June 2013.

# Recreation and Conservation Funding Board Summary Minutes

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Date: April 4, 2013

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

## Recreation and Conservation Funding Board members present:

<b>Bill Chapman, Chair</b>	Mercer Island	<b>Jed Herman</b>	Designee, Department of Natural Resources
<b>Betsy Bloomfield</b>	Yakima	<b>Larry Fairleigh</b>	Designee, State Parks
<b>Pete Mayer</b>	Snohomish	<b>Dave Brittell</b>	Designee, Department of Fish and Wildlife
<b>Harriet Spanel</b>	Bellingham		
<b>Ted Willhite</b>	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.**

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## 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

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Date: April 5, 2013

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

## Recreation and Conservation Funding Board members present:

<b>Bill Chapman, Chair</b>	Mercer Island	<b>Jed Herman</b>	Designee, Department of Natural Resources
<b>Betsy Bloomfield</b>	Yakima	<b>Larry Fairleigh</b>	Designee, State Parks
<b>Pete Mayer</b>	Snohomish		
<b>Harriet Spanel</b>	Bellingham		
<b>Ted Willhite</b>	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.**

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## 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      and seconded by: Pete Mayer**  
**Resolution APPROVED**

Meeting adjourned at 12:15 p.m.

Approved by:

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Bill Chapman, Chair

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Date

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



## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013  
**Title:** Approve Time Extension Requests  
**Prepared By:** Recreation and Conservation Section Grant Managers

**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 #: 2013-04

Purpose of Resolution: Approve the requested time extensions

### 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 of 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;
- Current status of activities within the grant;
- Sponsor's progress on this and other funded projects;
- Revised milestones or timeline submitted for completion of the project; and
- The effect the extension will have on 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

## Washington Department of Natural Resources Time Extension Requests for Board Approval

These projects were delayed because appraised values were lower than expected and property owners rejected the purchase offers from the Department of Natural Resources (DNR). In each DNR extension request, RCO will scale down the grant to an amount necessary to complete the work already underway at each site. If approved by the board, this will result in \$562,000 being available in the Washington Wildlife and Recreation Program (WWRP) Riparian Protection Account and about \$3.1 million in the WWRP Habitat Conservation Account. The RCO director will reallocate these funds to other ranked projects according to board policy.

<b>Project number and type</b>	<b>Project name</b>	<b>Grant program</b>	<b>Grant funds remaining</b>	<b>Current end date</b>	<b>Extension request</b>	<b>Reasons for Delay and Justification of Request</b>
08-1157 Combination	Chehalis River Surge Plain NAP Riparian 2008	Washington Wildlife and Recreation Program  Riparian Protection Account	Total remaining: \$666,534  93% of original \$719,670 grant.  DNR will not use \$562,000, which will be reallocated according to board policy.	June 30, 2013	December 31, 2013	Five sellers declined DNR's offers. Additional time will allow DNR to complete one property transaction on a six-acre parcel where appraisal solicitations and survey work already is underway. Additional time also will allow DNR to finish restoration work such as site treatment of invasive species and plantings.
08-1180 Acquisition	Lacamas Prairie Natural Area 2008	Washington Wildlife and Recreation Program  Natural Areas Category	Total remaining: \$1,926,136  54% of original \$3,540,022 grant  DNR will not use \$1,150,000, which will be reallocated according to board policy.	June 30, 2013	December 31, 2013	DNR completed one complex land acquisition, but another landowner declined DNR's offer of appraised value. Additional time will allow DNR to complete one land acquisition on an eight-acre parcel where appraisal solicitations are underway. This property acquisition includes negotiations with an international company, so negotiations are expected to take longer than normal. Additional time also will allow DNR to complete the treatment of invasive species, surveying, and fencing.

<b>Project number and type</b>	<b>Project name</b>	<b>Grant program</b>	<b>Grant funds remaining</b>	<b>Current end date</b>	<b>Extension request</b>	<b>Reasons for Delay and Justification of Request</b>
08-1184 Acquisition	Trout Lake NAP 2008	Washington Wildlife and Recreation Program  Natural Areas Category	Total remaining: \$1,641,652  98% of original \$1,672,440 grant.  DNR will not use \$1,015,000, which will be reallocated according to board policy.	June 30, 2013	December 31, 2013	DNR contacted five landowners, none of whom committed to moving forward. Additional time would allow DNR to advance the acquisition of two parcels. Both sellers are willing, and the appraisals are under contract. One of these parcels will require a boundary line adjustment to segregate a distinct parcel. Additionally, work will include the negotiation of an access easement.
08-1186 Acquisition	Washougal Oaks NAP/NRCA 2008	Washington Wildlife and Recreation Program  Natural Areas Category	Total remaining: \$1,684,461  99% of original \$1,709,977 grant.  DNR will not use \$930,000, which will be reallocated according to board policy.	June 30, 2013	December 31, 2013	DNR appraised and made offers on five properties, but only one offer was accepted. Additional time would allow DNR to complete two purchases along the Columbia River Gorge, requiring review by the Columbia River Gorge National Scenic Area. These reviews take an average of at least two months. Appraisals are currently underway and demolition work will be completed before the end of the year.

## Washington Department of Fish and Wildlife Time Extension Requests for Board Approval

<b>Project number and type</b>	<b>Project name</b>	<b>Grant program</b>	<b>Grant funds remaining</b>	<b>Current end date</b>	<b>Extension request</b>	<b>Reasons for Delay and Justification of Request:</b>
08-1512 Acquisition	Lynch Cove Estuary	Washington Wildlife and Recreation Program  Urban Wildlife Habitat Category	\$1,046,859  74% of original \$1,406,265 grant.	June 30, 2013	April 30, 2014	The Washington Department of Fish and Wildlife (WDFW) encountered delays on this project due to unwilling sellers. The agency was recently approached by a formerly uninterested party who is now willing to sell their property. The 3.9 acre acquisition is underway, and closing is slated for early summer of 2013. After the acquisition has been completed, WDFW will need to complete standard post-acquisition activities such as fencing, noxious weed removal, cultural resources, and structure decommissioning.
08-1505 Acquisition	Methow Watershed Phase 6	Washington Wildlife and Recreation Program  Urban Wildlife Habitat Category	\$258,673  7% of original \$3,500,000 grant.	June 30, 2013	December 31, 2013	WDFW has completed all acquisitions for this project and is requesting a time extension so that they can complete post-acquisition activities such as noxious weed control, structure decommissioning, sign installation, and fencing.  Winter weather and snow fall in lower elevations delayed these activities.



Project number and type	Project name	Grant program	Grant funds remaining	Current end date	Extension request	Reasons for Delay and Justification of Request:
08-1502 Acquisition	Okanogan-Similkameen Phase 2	Washington Wildlife and Recreation Program  Critical Habitat Category	\$326,476 (held as retainage to ensure contractual obligations are met)  10% of original \$3,264,897 grant.	June 30, 2013	December 31, 2013	WDFW has completed all acquisitions for this project and is requesting a time extension so that they can complete post-acquisition activities such as noxious weed control, sign installation and fencing. Winter weather and snow fall in lower elevations delayed these activities.  WDFW has expended all grant funds. RCO is holding 10 percent as retainage pending project completion, per board policy.
08-1524 Restoration	Sinlahekin Ecosystem Restoration Phase 1	Washington Wildlife and Recreation Program  State Lands Restoration Category	\$48,140  6% of original \$778,632 grant.  Total project is \$853,632.	June 13, 2013	December 31, 2013	This project was delayed due to severe fire conditions in 2012 that put numerous burn restrictions in place through most of the season. Additional time will allow WDFW to complete final thinning and burning in the area, as well as other vegetation treatments needed to complete the restoration.
08-1870 Restoration	Skagit Bay Riparian Enhancement	Washington Wildlife and Recreation Program  State Lands Restoration Category	\$128,564  52% of original \$246,460 grant.	June 30, 2013	June 30, 2014	This project was delayed because some of the work could not be done until a small dam, located within one worksite, was removed. The dam removal has been postponed; it is unlikely that it will occur within the life of this grant.  RCO approved a new worksite to replace the affected worksite. The replacement worksite is located within the general project area. Additional time on this grant will allow WDFW to finish treatment of invasive species on the site.

### Vashon Park District Time Extension Request for Board Approval

Project number and Type	Project name	Grant program	Grant funds remaining	Current end date	Extension request	Reasons for Delay and Justification of Request
08-1340 Development	Vashon Athletic Fields Improvements Phase 2 and 3	Washington Wildlife and Recreation Program  Local Parks	\$131,601  26% of original \$500,000 grant.  Total project is \$1,128,876	June 30, 2013	September 30, 2013	The District has constructed two multipurpose fields for softball and soccer. The project was delayed because of staff turnover, funding issues, permitting, and complications with getting sewer to the site for the restroom. Additional time will allow the Vashon Park District to complete the final scope elements, which include parking and drainage associated with the parking or work with RCO to reduce the project scope in the event those items cannot be completed as planned

### State Parks Time Extension Request for Board Approval

Project number and Type	Project name	Grant program	Grant funds remaining	Current end date	Extension request	Reasons for Delay and Justification of Request
#08-1356 Acquisition	Dosewallips State Park Riparian Acquisition	Washington Wildlife and Recreation Program  Riparian Protection	\$268,840  42% of original \$636,200 grant.  Total project is \$953,700	June 30, 2013	December 31, 2013	Two priority properties were acquired with this grant funding, but the project was delayed due to lengthy negotiations with two landowners. Additional time will allow State Parks to complete a third acquisition. Recently, State Parks provided the landowner with a draft purchase and sale agreement, which is under review by the landowner. An appraisal will be completed after the terms of the purchase and sale agreement have been negotiated.

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Revise Conversion Approved in Resolution #95-10 due to WDFW/WDNR Land Exchange, Wenas Wildlife Area, RCO #74-606A and #75-657A

**Prepared By:** Leslie Ryan-Connelly, Compliance Specialist

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

The Washington Department of Fish and Wildlife (WDFW) is asking the Recreation and Conservation Funding Board (board) to revise a conversion previously approved at its meeting in March 1995. The revision is needed because the replacement property approved was traded to the Washington Department of Natural Resources (DNR) as part of the land exchange in 2011. WDFW is proposing a new replacement property to satisfy the conversion from 1995.

### 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: 2013-04

Purpose of Resolution: Revise conversion by accepting new replacement property.

## Conversion Policy and Board's Role

The project that is the subject of this memo has funding from the Land and Water Conservation Fund (LWCF) and Washington state bond funds<sup>1</sup>. As a result, both the Land and Water Conservation Fund Act<sup>2</sup> and Recreation and Conservation Funding Board (board) set rules and policies for addressing the proposed conversion.

<sup>1</sup> Funding was from Referendum 18, RCW 43.99A

<sup>2</sup> Title 36, Chapter 1, Part 59 - Land and Water Conservation Fund Program of Assistance to States; Post-Completion Compliance Responsibilities

- Use of LWCF grant funds creates a condition under which property and structures acquired become part of the public domain in perpetuity.
- Board policy states that interests in real property, structures, and facilities that were acquired, developed, enhanced, or restored with board funds, including state bond funds, must not be changed (either in part or in whole) or converted to uses other than those for which the funds were originally approved without the approval of the board.<sup>3</sup>
- The RCO project contract provides additional protections from conversion.

However, because needs and values often change over time, federal law and board policy allow conversions of grant funded property under carefully scrutinized conditions. If an LWCF or state-funded project is converted, the project sponsor must replace the converted interests in real property, structures, or facilities. The replacement must have at least equal market value and have reasonably equivalent recreation utility and location.

## **Role of the Board**

The role of the board is to evaluate the list of practical alternatives that were considered for the conversion and replacement, including avoidance, and to consider if the replacement property has reasonably equivalent recreation utility and location.

Project #74-606A was partially funded by the federal Land and Water Conservation Fund (LWCF), so the role of the board for that project is to decide whether to recommend approval of the conversion to the National Park Service (NPS). The NPS has the legal responsibility to make the final decision of whether or not to approve this conversion related to the LWCF project.

Project #75-657A was funded with state bonds, so the board will need to decide whether to approve the conversion related to the state funded project.

## **Background**

The projects in question are RCO #74-606A, Oak Creek Wildlife Area - Wenas Cattle Company and RCO #75-657A, Oak Creek Wildlife Area - Bean in Yakima County (Attachment A).

The Washington Department of Fish and Wildlife (WDFW) used the grant funds to acquire 540 acres. The acreage was added to the Oak Creek Wildlife Area (Attachment B). This area is now managed as part of the Wenas Wildlife Area.

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<sup>3</sup> Policy is consistent with state law. See especially RCW 79A.25.100, RCW 43.99A (Referendum 18), and RCW 43.83C (Referendum 28).

<b>Project Name:</b> Oak Creek Wildlife Area - Wenas Cattle Company		<b>Project #:</b> 74-606A
<b>Grant Program:</b> Referendum 18 (state bond funds) Land and Water Conservation Fund		<b>Board funded date:</b> 10/29/73
<b>LWCF Amount</b>	\$ 100,350	<b>Original Purpose:</b> This project acquired about 455 acres as an addition to the Oak Creek Wildlife Area in Yakima County.
<b>Referendum 18 Amount:</b>	\$ 100,350	
<b>Total Amount:</b>	\$ 200,700	

<b>Project Name:</b> Oak Creek Wildlife Area - Bean		<b>Project #:</b> 75-657A
<b>Grant Program:</b> Referendum 28 (state bond funds)		<b>Board funded date:</b> 6/16/75
<b>Referendum 28 Amount:</b>	\$ 50,500	<b>Original Purpose:</b> This project acquired about 85 acres as an addition to the Oak Creek Wildlife Area in Yakima County.
<b>Total Amount:</b>	\$ 50,500	

## The Conversion

In 1995, the board approved conversion of 160 acres of the 540 acres acquired with grant funds<sup>4</sup>. The replacement property included 320 acres adjacent to the Wenas Wildlife Area (Attachment C). WDFW completed the property transactions for the conversion and replacement lands in June 1995. The replacement property was incorporated into the Wenas Wildlife Area and managed for wildlife habitat and public outdoor recreation.

The replacement property was later identified as a property for exchange with DNR to consolidate ownerships across the landscape along the east slope of the Cascades. The replacement property was transferred to DNR in April 2011, triggering the need for a new replacement property to satisfy the conversion from 1995<sup>5</sup>.

## Details of Proposed Replacement

WDFW proposes to use 461.32 acres of the Skookumchuck replacement bank as replacement property. The replacement bank, which is located in Kittitas County, has a total of 5,143.76 acres. It was acquired by WDFW in January 2006 under a waiver of retroactivity for the purposes of satisfying future grant conversions. The banked property meets the requirements for replacement property.

<sup>4</sup> Resolution #95-10

<sup>5</sup> This is a conversion because WDFW conveyed the property acquired with grant funds to a third party (DNR) for non-public outdoor recreation uses.



To date, about 1,043 acres of the banked property have been used to satisfy three other conversions. There is sufficient land and market value remaining in the bank for it to be used as replacement property.

## **Location**

The Skookumchuck replacement bank is located in Kittitas County in the L. T. Murray Wildlife Area between the Whiskey Dick and Quilomene Wildlife Area Units north of I-90 near the Columbia River. The property provides connectivity for people and wildlife between these two parts of the wildlife area. The property is intermixed with land that WDFW recently acquired from DNR in the land exchange, so the land ownership will be seamless (Attachment D).

## **Property Characteristics**

The Skookumchuck replacement bank is primarily shrub steppe habitat and includes a portion of Skookumchuck Creek. The area is accessed by a series of unimproved roads from Beacon Ridge Road or Whiskey Dick Ridge Road. The property was previously used as rangeland.

## **Analysis**

When reviewing conversion requests, the RCO considers the following factors, in addition to the scope of the original grant and the proposed substitution of land or facilities<sup>6</sup>.

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

## **Evaluation of Practical Alternatives**

The conversion was previously approved in resolution #95-10, so this memo does not evaluate the alternatives to the conversion. See the previous board action for this discussion ([Item 6, March 1995](#)).

## **Evaluation of Fair Market Value**

Defining equivalent fair market value hinges on determining contemporaneous market values between the converted and replacement properties. This assessment compares the market value of the original property that was converted in 1995 to the market value of the new proposed replacement property in the Skookumchuck replacement bank<sup>7</sup>.

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<sup>6</sup> Manual #7: *Funded Projects: Policies and the Project Agreement*

<sup>7</sup> We did not use the market value date of the original replacement property when it was transferred to

Since the market values had already been determined for the converted property and the Skookumchuck replacement bank, staff had to decide which market date to use. The options considered were:

- The market value date of the original conversion (February 1995)
- The market value date of the Skookumchuck replacement bank acquisition (October 2005)

To obtain contemporaneous market values, RCO instructed WDFW to obtain a retrospective appraisal of the original converted property with a market value date of October 2005 so that it would be comparable to the Skookumchuck replacement bank market value date.

The appraisal determined that the market value of the converted property as of October 2005 would have been \$77,460 for RCO #74-606A and \$83,960 for RCO #75-657 . Therefore, the total market value needed from the Skookumchuck replacement bank is \$161,420. If this request is approved, the amount of \$161,420 will be deducted from the bank.

	<b>Conversion Property</b>	<b>Replacement Property</b>
Market Value	\$161,420	\$161,420
Value Date	October 2005	October 2005

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

As previously mentioned, the Skookumchuck replacement bank has been used to satisfy similar conversions in the Colockum and L.T. Murray Wildlife Area. WDFW now is asking to use the Skookumchuck replacement bank to satisfy a conversion in the Wenas Wildlife Area.

For LWCF conversions, the replacement property need not be directly adjacent to or close by the converted site. The LWCF policy provides administrative flexibility to determine location, recognizing that the replacement property should meet existing public outdoor recreation needs.

The converted property is located in Yakima County near the North Fork Wenas Creek within the Wenas Wildlife Area. The Skookumchuck replacement bank is located in Kittitas County within the Quilomene Wildlife Area Unit of the L. T. Murray Wildlife Area. The converted and replacement properties are about 50 miles apart. While the areas are not near each other, the replacement property provides reasonably equivalent location for the types of recreational uses provided by a WDFW wildlife area. WDFW meets public recreation needs in a regional or statewide context and the replacement property meets that threshold with the flexibility provided in the LWCF program.

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DNR, because it was not submitted to NPS for approval and is therefore not recognized as a completed conversion by NPS.

## **Evaluation of Reasonably Equivalent Utility**

The original purpose of the LWCF and state grants were to acquire property to expand the Oak Creek Wildlife Area for wildlife management and public outdoor recreation such as hunting and hiking in a remote setting. The original grants also allowed for sharecropping as long as public use of the area was not unduly restricted.

The replacement property at the Skookumchuck replacement bank is similar in function as an important wildlife corridor and connection between other WDFW lands. The property is available for passive use recreation including hunting, hiking, and wildlife viewing. Access is similar through unimproved roads. No development is planned for this area in order to protect the wildlife corridor while continuing to allow for public outdoor recreation in a remote setting. There are no agricultural leases at the proposed replacement, so there is no need to restrict public use.

There is reasonably equivalent recreation utility at the Skookumchuck replacement property based upon the types of recreation provided in the original grant and the types of recreation provided by WDFW at the L. T. Murray Wildlife Area.

## **Evaluation of Public Participation**

The public was invited to comment on the land exchange in multiple ways including informal and formal opportunities through scoping and the State Environmental Policy Act process. WDFW Commission approved the land exchange at its public meeting in September 2009.

Formal public comment regarding the action in this memo is scheduled for early June. The public comment will focus on whether the Skookumchuck replacement bank meets the replacement property criteria for the conversion of the property acquired with grant funds. At the time of this memo, materials for public comment distribution were under review by the National Park Service. After approval by the National Park Service, the documents will be released for a formal 30-day public comment period. Any significant comments received will be shared with the board in advance of the meeting.

## **Other Basic Requirements Met**

### **Same Project Sponsor**

The replacement property will be administered by the same project sponsor, which is WDFW.

### **Satisfy Needs in Adopted Plan**

The replacement property satisfies the needs as described in WDFW's 20/20 Vision Statement.

### **Eligible in the Funding Program**

The replacement property meets the eligibility requirements of the LWCF program and RCO. The property was acquired under a waiver of retroactivity issued by the National Park Service and RCO. The National Park Service formally approved the Skookumchuck replacement bank in July 2012 as part of the land exchange with DNR.

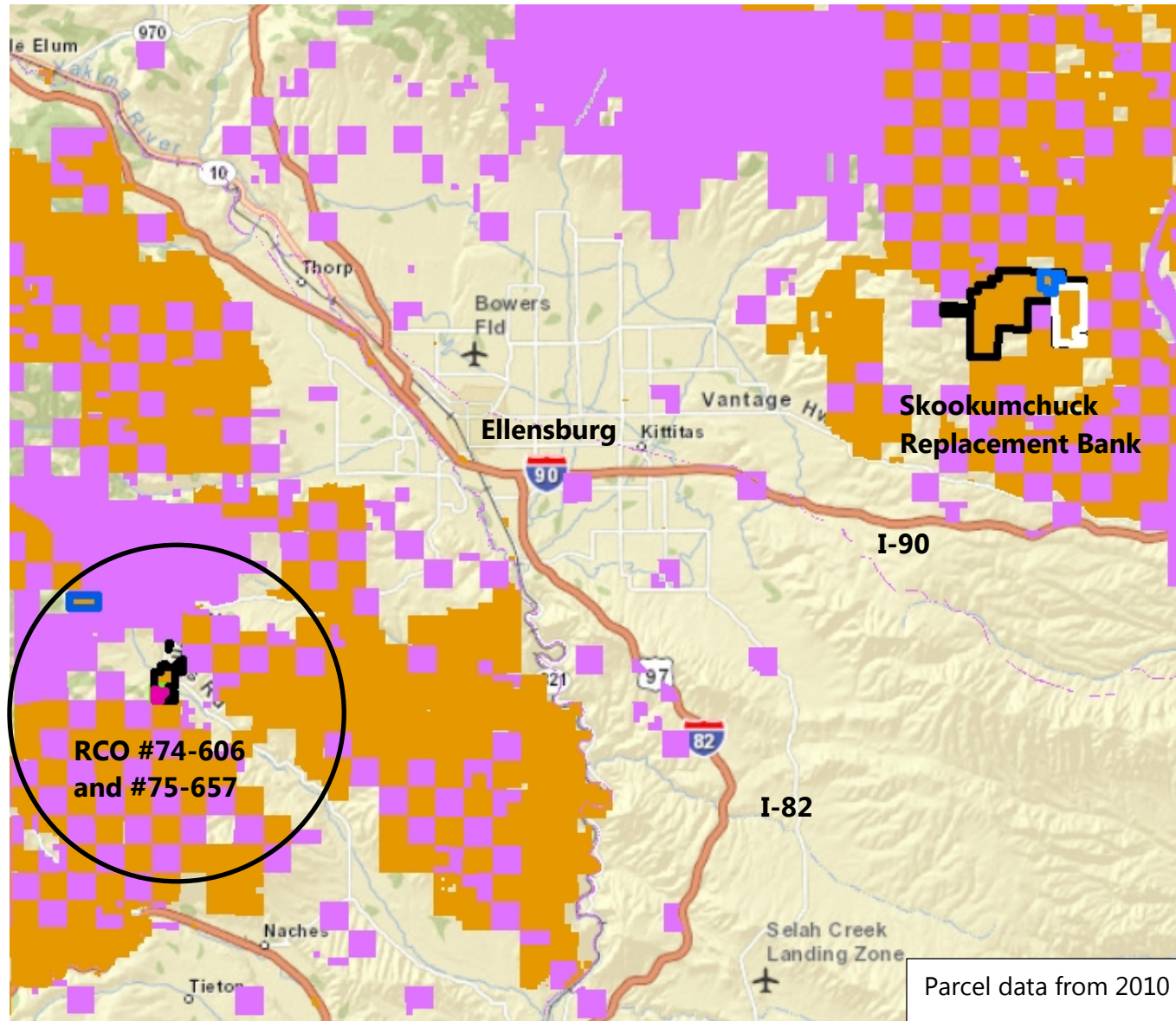
## **Next Steps**

RCO staff will work with WDFW to submit the conversion request to the National Park Service and complete the conversion requirements for both grants affected.

## **Attachments**

- A. Location map
- B. Map of property acquired with RCO #74-606A and #75-657A
- C. Map of conversion and replacement properties approved in 1995
- D. Map of Skookumchuck replacement bank

## Attachment A: Location map

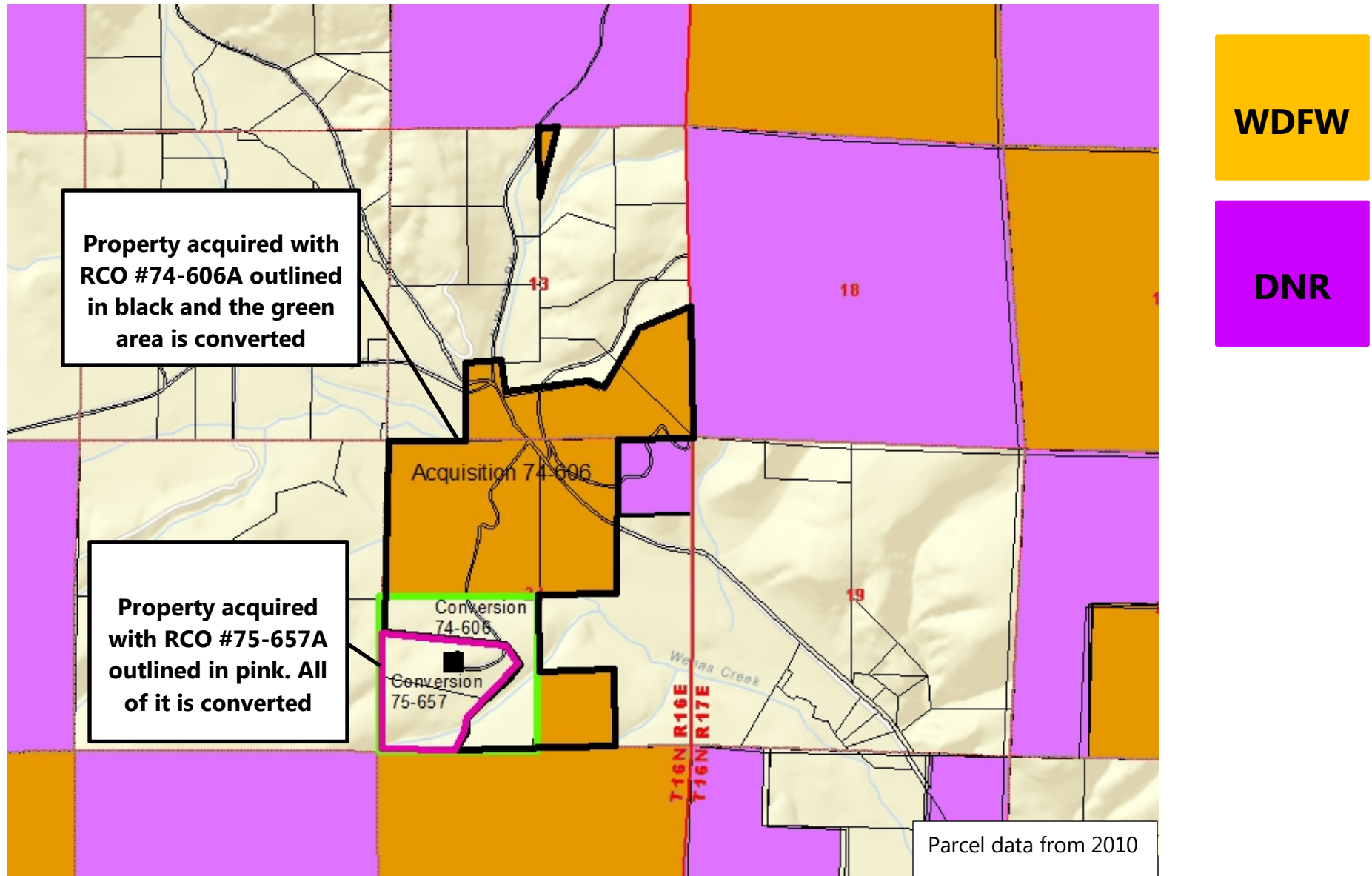


**WDFW**

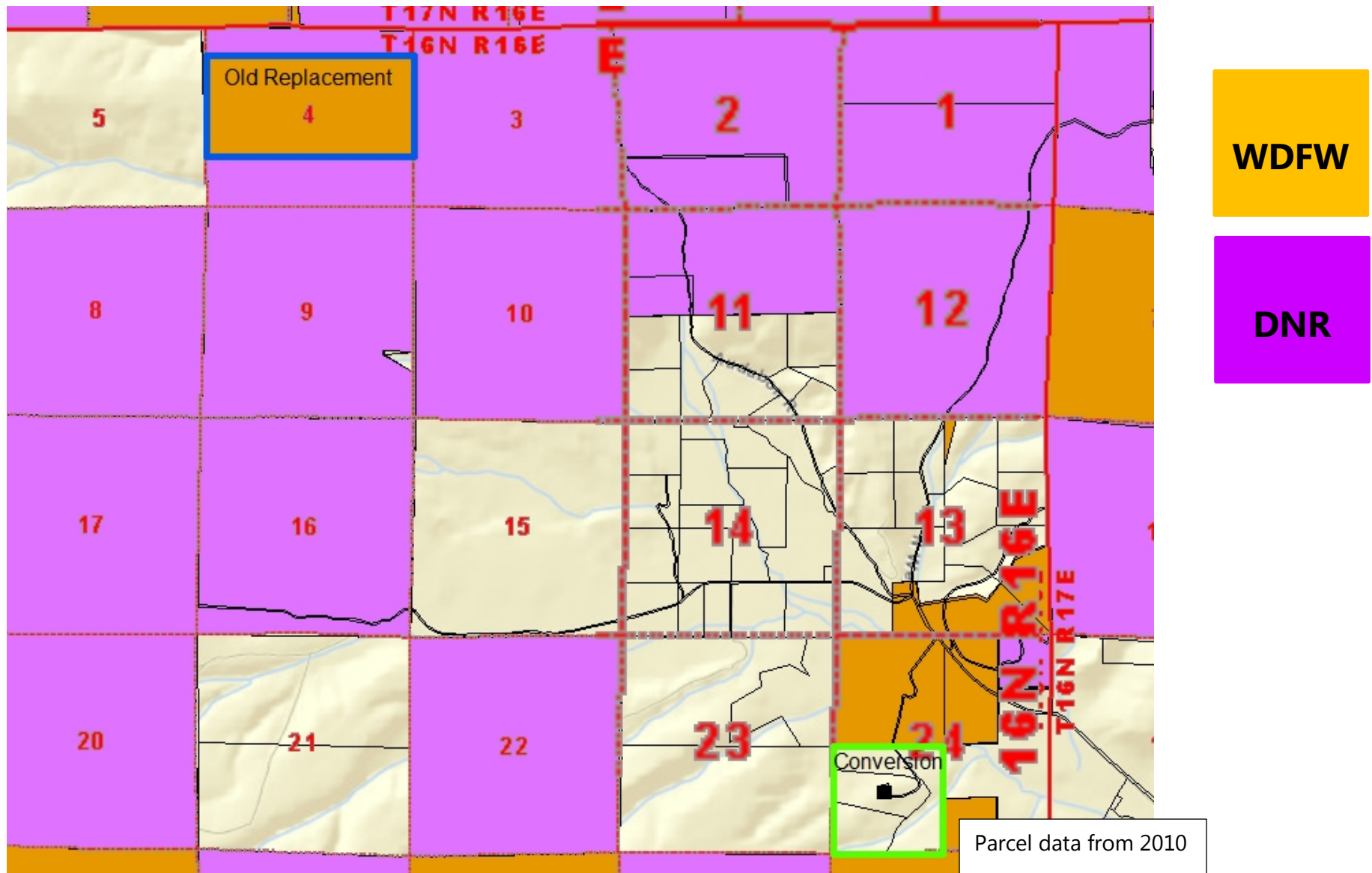
**DNR**



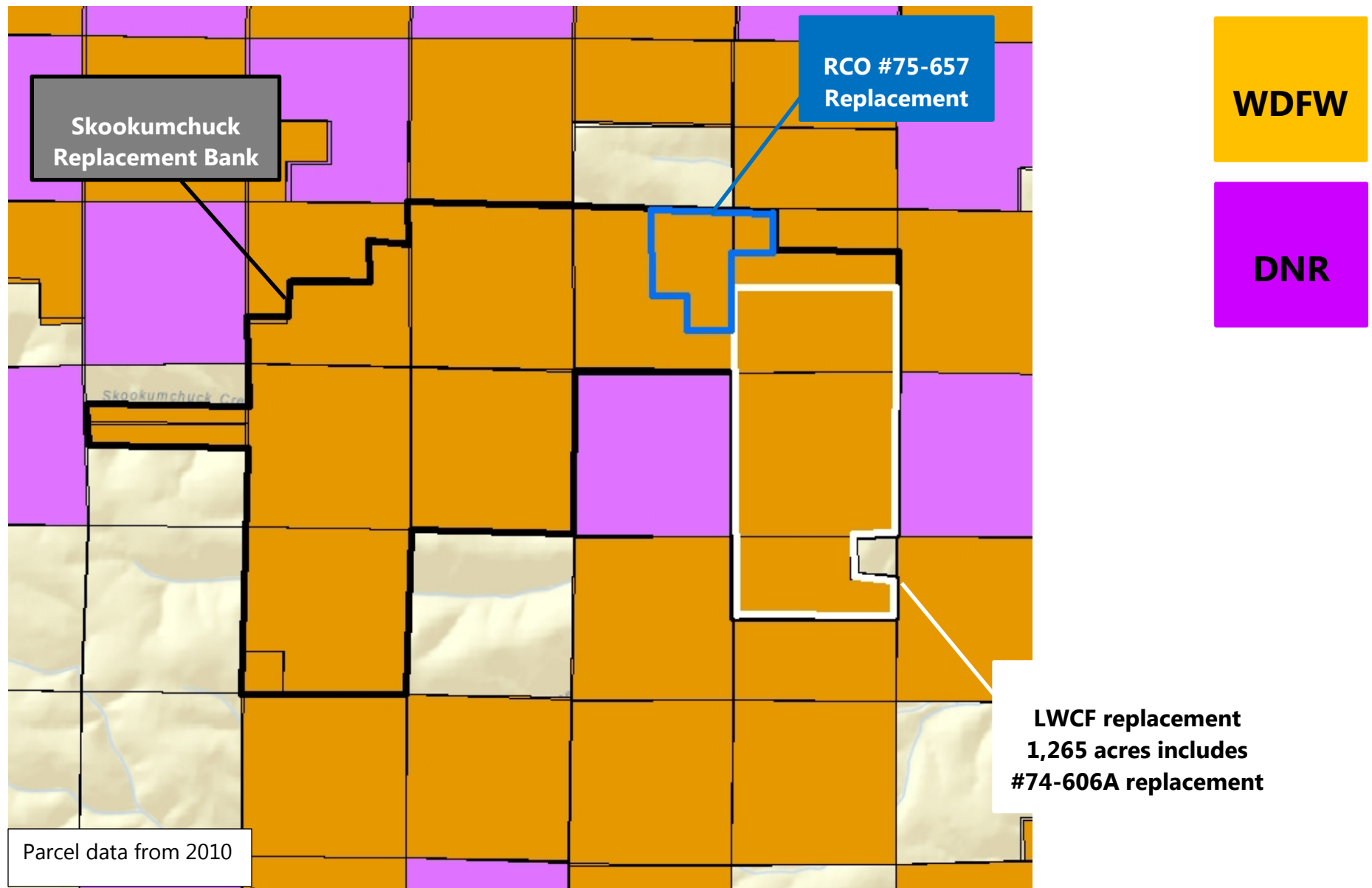
## Attachment B: Map of property acquired with RCO #74-606A and #75-657A



## Attachment C: Map of conversion and replacement properties approved in 1995



## Attachment D: Map of Skookumchuck replacement bank



## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013  
**Title:** 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
- ▶ Policy update
- ▶ Grant management
- ▶ Fiscal report
- ▶ Performance report

## Agency Updates

### Agency Operations

#### RCO Develops a Map-Based Compliance Management System

Grant management and Information Technology sections are developing new map-based tools that will help RCO keep better track of issues at sites funded with our grants. The work is part of RCO's effort to respond to a recommendation from the National Park Service related to the Land and Water Conservation Fund. The National Park Service noted that RCO lacked an adequate mechanism for tracking its land-based responsibilities. The National Park Service has made this the highest priority for improving RCO's grant management and is providing a matching grant for the work.

To solve the problem, Information Technology staff developed digital maps for outdoor grants managers that identify funded projects by site and display project type, funding board, and last inspection date. These maps help grants managers see the location of worksites and prioritize inspections. Changes are being made to PRISM so that project compliance can be tracked by geographic area. For example, grant managers will be able to query the database for all funded sites in the same park or in a sub-watershed. This will allow PRISM to align with the site maps



created by the Information Technology staff. That means grants managers will be able to create one inspection report for the site that includes all of the funded projects at that site. If wireless coverage is available, grants managers can complete the report in the field. The inspection report will be submitted electronically into PRISM and related to all four grants. In addition, the report will be e-mailed to the project sponsor. The team is testing the inspection maps and inspection report work products. These tools are being further designed and tested by staff.

### Staff Attend National Conferences for Federal Grant Programs

In April, Marguerite Austin attended the National State Trails Administrators Training Meeting for the Recreational Trails Program in Scottsdale, Arizona. The three-day meeting, sponsored by the Federal Highways Administration and the National Association of State Trail Administrators, provided an opportunity for state trails administrators and federal land managers from the 38 states to meet and discuss Recreational Trails Program policies, funding, program processes, and priorities. The Federal Highways Administration gave a preview of a new national database that will showcase funded Recreational Trails Program projects for all states. The plan is to ask each state trails administrator to verify the data before the site is made available to the public.

In April, Laura Moxham attended the Land and Water Conservation Fund State Assistance Program National Training Program in Denver, Colorado. Attendees representing 36 states were provided essential training and an opportunity to share what works in other states as well as meet National Park Service staff based regionally and in Washington D.C. At the end of the training session, the National Park Service organized a session for the various entities involved in the congressional reauthorization of the Land and Water Conservation Act. I flew in to Denver to participate as a member of the National Association of State Liaison Officers. The biggest issue discussed revolves around the relationship of the stateside program (which RCO administers) to the other federal uses of the Land and Water Conservation Fund and whether there needs to be a move back to more equity between the state and federal allocations.

### Strategic Planning Retreat

The RCO operations team met this month for a half-day retreat to review and update the agency's strategic plan. The plan was written 5 years ago, and the operations team wants to simplify it and ensure that it reflects today's operational reality. Many changes have occurred since the plan was originally drafted:

- The loss of the Biodiversity Council and Forum on Monitoring Salmon Recovery and Watershed Health
- The loss of several staff positions
- The addition of the Governor's Salmon Recovery Office
- A downturn in the economy

The day began with good group discussion that resulted in drafting up minor changes to RCO's vision and mission statement. Subsequently, a smaller group worked to re-think the goals and strategies. Once these drafts are complete, we will discuss them with all staff before we finalize our strategic plan for the coming 2 to 5 years.

## Bridging Gaps between State and Federal Farmland Preservation Programs

Staff and I met with the Sherre Copeland, with the Natural Resource Conservation Service, to share information about RCO's grant programs, focusing on our respective farmland preservation grants. The Natural Resource Conservation Service has several grant and loan programs that run parallel to RCO's and may be used as match. The meeting included discussion about the differences in the state and federal farmland preservation programs and some thoughts about how the two agencies might be able to bridge those gaps and come into closer alignment. Conversations will continue over the next several months.

## Meetings with Partners

- **Washington Association of Land Trusts:** I briefed the association's board on a variety of topics: our efforts to develop a program to recognize legacy projects, a legislative update, my trip to Washington D.C., our efforts to finalize the Statewide Comprehensive Outdoor Recreation Plan, recent governor appointments to our boards, the salmon recovery conference, grant cycles underway, our application to the federal government for salmon recovery funding, the new film we completed on salmon recovery, and our efforts to develop a map-based compliance management system.
- **Washington Wildlife and Recreation Coalition:** I briefed the coalition's board about our efforts to develop a program to recognize legacy projects, described our three tiers of policy priorities for next year, gave them a legislative update, described our efforts to finalize the Statewide Comprehensive Outdoor Recreation Plan, updated them on recent governor appointments to our boards, and described our efforts to develop a map-based compliance management system.
- I attended the dedication of the new **San Juan National Monument** with Secretary of Interior Ken Salazar and members of our congressional delegation. On March 25, President Barack Obama signed a proclamation creating the San Juan Islands National Monument to permanently protect Bureau of Land Management Lands in the islands. The monument is composed of scores of small islands, rocks, reefs, and other properties that are sprinkled throughout the archipelago. It includes recreational areas, cultural sites used by local tribes for thousands of years, historic lighthouses, disappearing habitat and much more. National monument status requires the Bureau to work closely with the local community on a management plan and prevents potential exploitation, development, or sale of these sites.
- I made a presentation to **Puget Sound Partnership Leadership Council** to brief them on what RCO does, our competitive grant programs and statewide coordinating functions, our consortium efforts with the Partnership to save money, other things we do that support the partnership, and the work of the Invasive Species Council.
- I made a presentation to the staff at **House Agricultural and Natural Resources Committee** about what RCO does, our competitive grant programs and statewide

coordinating functions, salmon recovery, invasive species, the Habitat and Recreation Lands Coordinating Group, and about important work to look at between legislative sessions.

- I did an interview with **KMAS radio** to talk about the work of RCO and with **KSER radio** to talk about the trails online town hall meetings.
- I met with a group of leaders in recreational boating (**Washington Boating Alliance, Northwest Marine Trade Association**, and the **Recreational Boating Association of Washington**). We talked about the legislative session and upcoming budget, the Boating Infrastructure Grant rapid grant cycle, Aquatic Invasive Species, progress on the boating facilities app, and other issues.

## Update on Sister Boards

### Salmon Recovery Funding Board (SRFB)

The SRFB welcomed two new members. **Megan Duffy**, who will represent the Department of Natural Resources, where she works as the deputy supervisor for Aquatic Resources and Geology, joined the board. Megan is the former executive coordinator for the Governor's Salmon Recovery Office, and was a policy specialist for RCO. **Nancy Biery**, who runs her own political consulting and public relations firm, also joined the board. She served as director of external affairs for former Governor Gary Locke and worked again with him as a special advisor when he was the U.S. Secretary of Commerce. In addition, **David Troutt**, who was a board member, was appointed chair by Governor Jay Inslee. David, who is the director of Natural Resources for the Nisqually Indian Tribe, is currently the board's longest serving member.

### Washington Invasive Species Council

The aquatic invasive species bill, Senate Substitute Bill 5702, which enhances the Washington Department of Fish and Wildlife's aquatic invasive species prevention efforts, was signed by Governor Inslee on May 20. The new law requires boaters coming from outside of the state to have proper documentation that their boats have been inspected and cleaned. The wildlife agency will go through a rule-making process to determine how the new law will be implemented. Council staff has begun working with the Department of Fish and Wildlife to develop comprehensive invasive species legislation for 2014, which would provide for an enhanced role for the council in decision-making about listing and classifying prohibited species.

Council staff submitted a proposal to list *Arundo donax* on the 2014 noxious weed list for Washington. The species, known as giant reed, has taken over part of the southern United States and California and is being considered as a possible biofuel for alternative energy production in Oregon and Washington.

On the federal level, council staff has been providing information to our Congressional delegation about a bill that would list the quagga mussel as an injurious species under the Lacey

Act (which the council strongly supports). This bill would bring federal enforcement support to the western states and enhance our ongoing prevention efforts.

Staff is working with the U.S. Fish and Wildlife Service on three joint outreach campaigns – *Clean, Drain, Dry* (in advance of the opening of boating season); *Don't Let it Loose* (targeted at schools and proper disposal of live specimens); and *Buy it Where you Burn it* (in advance of the summer camping season). The council also is creating a Facebook page to reach out to a new audience.

### Habitat and Recreation Lands Coordinating Group

In April, the lands group welcomed new members Sheilah Kennedy, Okanogan County commissioner, and Dennis Canty, Pacific Northwest director of American Farmland Trust. The lands group agreed to improve outreach about state land acquisitions, including using Web-based software to show information about state lands. The July meeting will focus on the Annual State Land Acquisition Coordinating Forum, which brings together state agencies, local governments, non-government organizations, landowners, tribes, and citizens to learn about and share ideas on proposals for state habitat and recreation land purchases and disposals.

## Policy Updates

In January, Recreation and Conservation Funding Board members were presented with three tiers of policy priorities:

- Tier 1: Items that staff must address in 2013 (work required by law or previous board direction;
- Tier 2: Items that staff recommends be completed in 2013; and
- Tier 3: Items that staff would address in 2013 or at a later date if Tiers 1 or 2 items were removed and if time allowed.

The following is an update on items in Tiers 1 and 2.

### Tier One: Required by Law or Previous Board Direction – Progress

Issue	Progress to Date
<b>Finalize the update to the State Comprehensive Outdoor Recreation Plan (SCORP)</b>	The final draft will be presented to the board for approval during the June 25 meeting. Approval by the National Park Service and the Governor is due by September 30, 2013.
<b>Update the criteria and policies for Land and Water Conservation Fund (LWCF) to reflect the updated SCORP</b>	This work is pending the approval of SCORP.



Issue	Progress to Date
<b>Update state trails plan</b>	The Trails Town Hall Web site was released on May 13. The Web site includes background information about the work and a medium for opinions and advice. It was sent to over 500 stakeholders and has been receiving a number of responses. We expect to complete the Town Hall in early July. The information will be used to update the trails plan.
<b>Update criteria and policies to reflect the updated trails plan</b>	This work is pending the completion of the trails plan.
<b>Update Nonhighway and Off-Road Vehicle Activities (NOVA) plan</b>	The information collected through the Trails Town Hall Web site will be used to update the NOVA Plan.
<b>Update criteria and policies as needed to reflect updated NOVA plan</b>	This work is pending the completion of the NOVA plan.
<b>Align program policies for the Boating Infrastructure Grant (BIG) program with changes adopted at the federal level</b>	The federal government has not yet published new proposed rules. Until we get a new rule, this work is on hold, and there is a possibility that new rules will not be proposed before the 2014 grant cycle.

## Tier Two: Policy Work to Complete in 2013 – Progress

Issue	Progress
<b>Support the State Parks transformation strategies</b>	Meetings between RCO and State Parks took place in March to discuss the transformation concepts for Lake Sammamish and Fort Worden State Parks. A subsequent meeting was held with the National Park Service (NPS) at Lake Sammamish State Park to determine which of State Parks' potential proposals NPS would allow and which would lead to conversions for the Land and Water Conservation Fund. RCO also is reviewing the transformation proposals to determine whether additional RCO policies apply in addition to the LWCF regulations.
<b>Assess the Farmland Preservation Program and identify changes that should be made to the program</b>	Staff hosted a workshop on May 6, 2013 with members of the Farmland Preservation Program Special Review Team and the Farmland Preservation Advisory Committee. The group examined the statute and the program policy manual and discussed the goals and priorities of the program. A key outcome from the workshop was general agreement among participants that the Farmland Preservation Program should be more strategic and that the program review should identify the program strategies.
<b>Create a policy about stormwater ponds on grant funded sites.</b>	Additional guidance will be developed on stormwater ponds for the allowable uses policy framework. Staff will update the board in September.

## Grant Management

### Using Returned Funds for a Partially-Funded Project

As unused funds have become available from projects that did not use the full amount of their grant awards, the director has approved additional funding for one partially funded project. Table 2 shows the project's original grant award and the total grant funds now approved.

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

Project Number	Project Name	Sponsor	Program and Category	Grant Request	Previous Grant Funding	Current Total Grant Funding
10-1596C	Naches Spur Rail to Trail	Yakima County	WWRP Trails	\$810,829	\$407,131	\$810,829

### Project Administration

Table 3 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.<sup>1</sup>

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

**Table 3: Projects Currently Being Administered**

Program	Active Projects	Director Approved Projects	Total Funded Projects
Aquatic Lands Enhancement Account (ALEA)*	12	1	<b>13</b>
Boating Facilities Program (BFP)	24	0	<b>24</b>
Boating Infrastructure Grant Program (BIG)	3	1	<b>4</b>
Firearms and Archery Range Recreation (FARR)	4	0	<b>4</b>
Land and Water Conservation Fund (LWCF)	10	0	<b>10</b>
Recreational Trails Program (RTP)	64	0	<b>64</b>
Nonhighway and Off-Road Vehicle Activities (NOVA)	80	0	<b>80</b>
Washington Wildlife and Recreation Program (WWRP)*	99	4	<b>103</b>
Youth Athletic Facilities (YAF)	2	0	<b>2</b>
<b>Total</b>	<b>298</b>	<b>6</b>	<b>304</b>

\* 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 (see Items 8 and 9).

<sup>1</sup> 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 May 27, 2013. Revenues are shown through April 30, 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, \$608 million of funds appropriated in the WWRP program have been expended.

## Performance Report

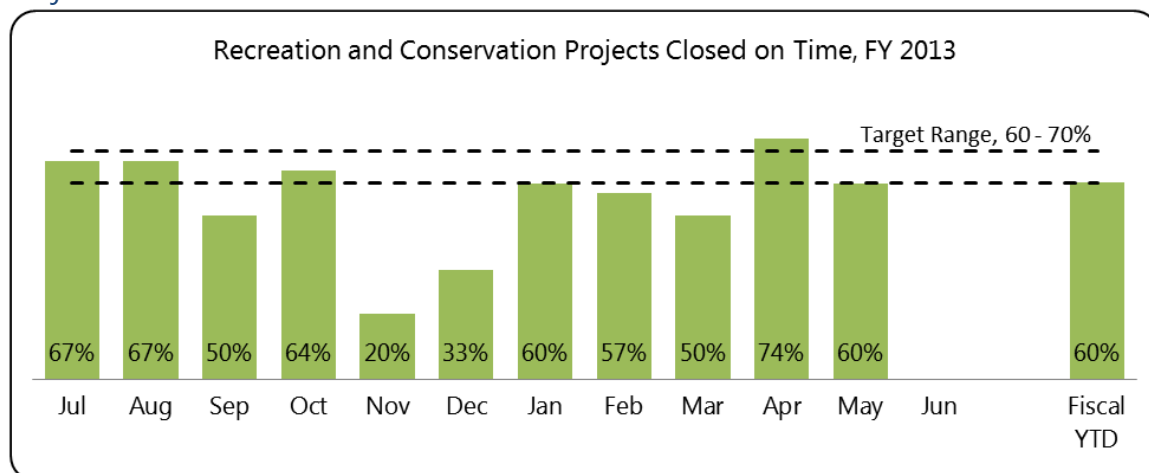
Data are for recreation and conservation grants only, as of June 1, 2013

**Table 4: Performance Data**

Measure	Target	FY 2013	Indicator
1. Percent of recreation/conservation projects closed on time	60-70%	60%	●
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)	52% As of FM 21	46% As of FM 21	●
5. Bills paid within 30 days: recreation/conservation projects	100%	68%	●

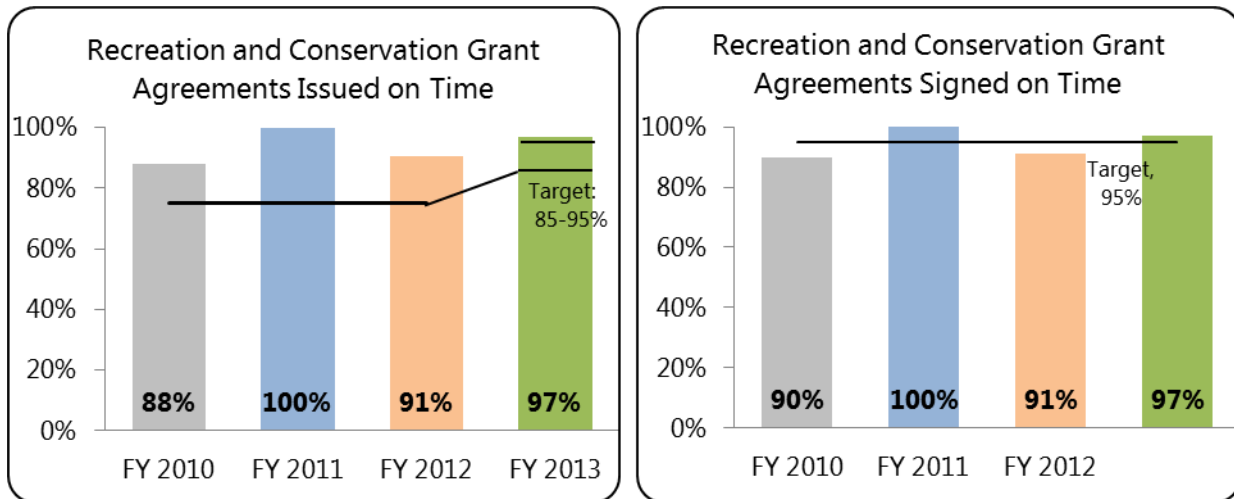
## Notes and Analysis

### Projects Closed On Time



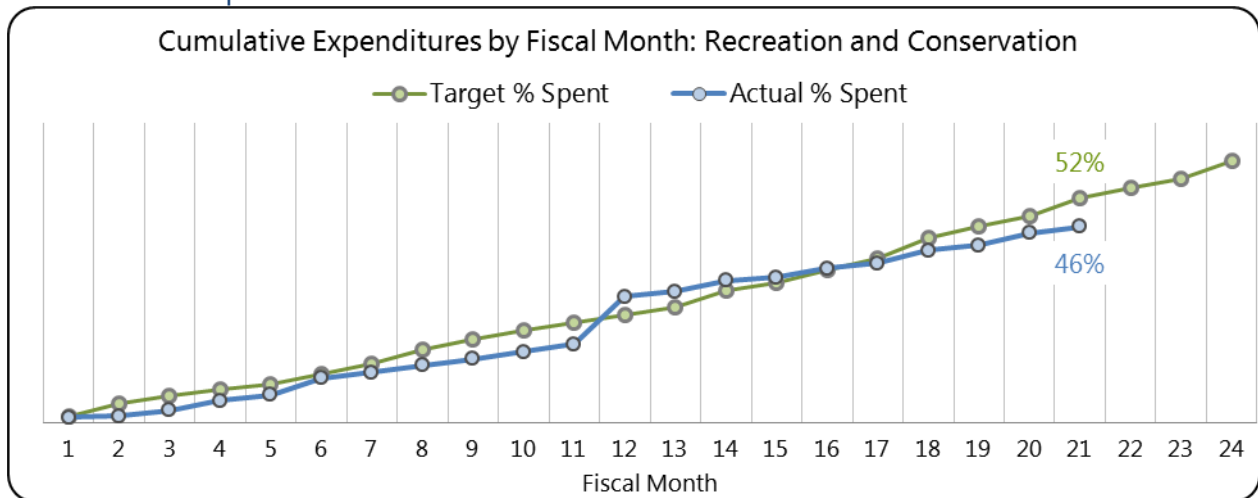
The data reflect 93 projects due to close in this fiscal year. Fifty-six projects closed on time; eleven closed late. The other twenty-six remain active for a variety of reasons, and are monitored by RCO management.

### 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



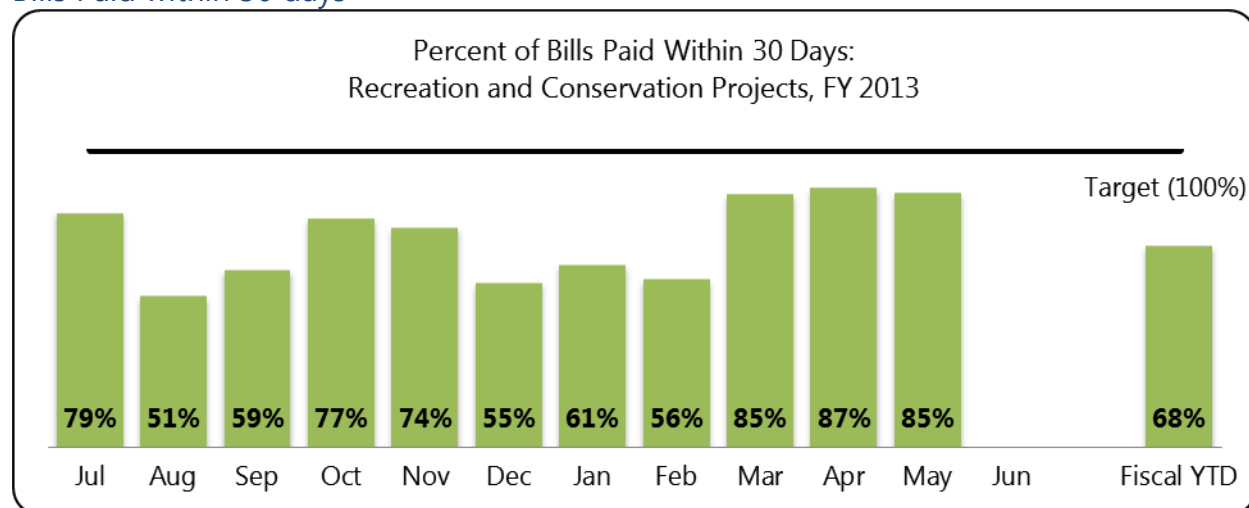
The agency set a stretch target of expending 60 percent of its allotments in this biennium; the previous target was only 50 percent.

Expenditures for recreation and conservation grants continue to lag behind the target as of fiscal month 21. The same is true for the agency overall. The expenditure rate is tracking closely



to the pattern from the 2009-11 biennium, in which we ultimately had a 48 percent reappropriation.

### Bills Paid within 30 days



Between July 1 and June 1, there were 622 invoices due for recreation and conservation projects; of those, 420 were paid on time and 193 were paid late. Nine 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.

### 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 June 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	8
Q2	21	11	183	12
Q3	15	7	199	6
Q4	9	5	159	1
Q5	12	6	218	2
Q6	30	13	184	0
Q7	27	8	133	1
Q8	16	10	174	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 5/27/2013 (5/27/13) fm 23

Percentage of biennium reported: 95.8%

	<b>BUDGET</b>	<b>COMMITTED</b>		<b>TO BE COMMITTED</b>		<b>EXPENDITURES</b>	
	<b>new &amp; reapp. 2011-13</b>	<b>Dollars</b>	<b>% of budget</b>	<b>Dollars</b>	<b>% of budget</b>	<b>Dollars</b>	<b>% of committed</b>
<b>Grant Programs</b>							
<b>WA Wildlife &amp; Rec. Program (WWRP)</b>							
WWRP Reappropriations	\$57,695,035	\$56,115,037	97%	\$1,579,998	2.7%	\$25,341,263	45.2%
WWRP New 11-13 Funds	40,740,000	40,590,528	100%	149,472	0.4%	20,797,212	51.2%
<b>Boating Facilities Program (BFP)</b>							
BFP Reappropriations	1,229,967	1,229,967	100%	0	0.0%	930,960	75.7%
BFP New 11-13 Funds	8,000,000	7,863,241	98%	136,759	1.7%	3,150,597	40.1%
<b>Nonhighway &amp; Off-Road Vehicle (NOVA)</b>							
NOVA Reappropriations	3,343,066	3,343,066	100%	0	0.0%	1,452,198	43.4%
NOVA New 11-13 Funds	6,461,782	6,455,998	100%	5,783	0.1%	1,768,438	27.4%
<b>Land &amp; Water Conserv. Fund (LWCF)</b>							
LWCF Reappropriations	2,732,020	2,732,020	100%	0	0%	2,606,845	95.4%
LWCF New 11-13 Funds	1,036,348	1,036,348	100%	0	0%	356,398	34.4%
<b>Aquatic Lands Enhan. Account (ALEA)</b>							
ALEA Reappropriations	3,865,998	3,795,699	98%	70,299	1.8%	2,245,897	59.2%
ALEA New 11-13 Funds	6,806,000	6,806,000	100%	0	0.0%	4,181,804	61.4%
<b>Recreational Trails Program (RTP)</b>							
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%	1,346,453	44.6%
<b>Youth Athletic Facilities (YAF)</b>							
YAF Reappropriations	686,973	685,857	100%	1,115	0.2%	488,375	71.2%
<b>Firearms &amp; Archery Range Rec (FARR)</b>							
FARR Reappropriations	616,194	210,802	34%	405,392	66%	191,208	90.7%
FARR New 11-13 Funds	365,000	365,000	100%	0	0%	349,165	95.7%
<b>Boating Infrastructure Grants (BIG)</b>							
BIG Reappropriations	2,031,857	2,031,857	100%	0	0%	1,937,852	95.4%
BIG New 11-13 Funds	200,000	200,000	100%	0	0%	0	0.0%
<b>Sub Total Grant Programs</b>	<b>140,660,836</b>	<b>138,312,017</b>	<b>98%</b>	<b>2,348,819</b>	<b>2%</b>	<b>68,976,441</b>	<b>50%</b>
<b>Administration</b>							
General Operating Funds	6,455,280	6,455,280	100%	0	0%	5,618,999	87.0%
<b>Grant and Administration Total</b>	<b>147,116,116</b>	<b>144,767,297</b>	<b>98%</b>	<b>2,348,819</b>	<b>2%</b>	<b>74,595,440</b>	<b>51.5%</b>

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

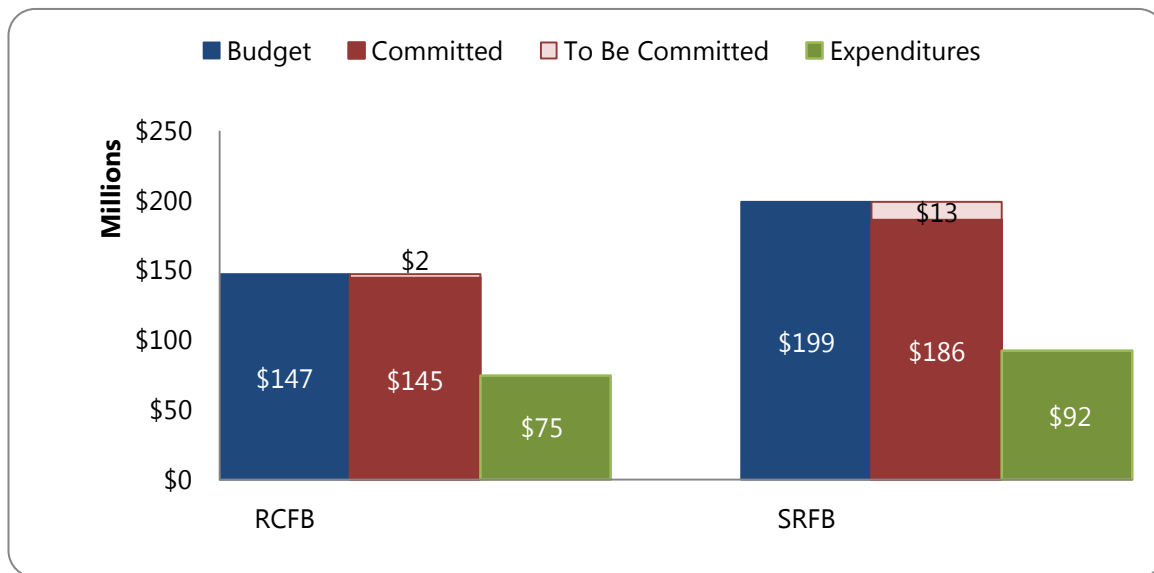
## Recreation and Conservation Office – Entire Agency Summary by Board

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

For the Period of July 1, 2011 - June 30, 2013, actuals through 5/27/2013 (5/27/13) fm 23

Percentage of biennium reported: 95.8%

	BUDGET			COMMITTED		TO BE COMMITTED		EXPENDITURES	
	New	Reapp.	new and reapp. 2011-13	Dollars	% of budget	Dollars	% of budget	Dollars	% of committed
<b>Board/Program</b>									
RCFB	\$71,972,243	\$75,143,873	\$147,116,116	\$144,767,297	98.4%	\$2,348,819	1.6%	\$74,595,440	52%
SRFB	\$72,817,314	\$126,118,941	\$198,936,255	\$186,118,385	93.6%	\$12,817,870	6.4%	\$92,462,289	50%
Invasive Species Council	\$216,000	\$0	\$216,000	\$216,000	100.0%	\$0	0.0%	\$196,575	91%
Governor's Salmon Recovery Office	\$602,801	\$0	\$602,801	\$602,801	100.0%	\$0	0.0%	\$460,102	76%
<b>Total</b>	<b>\$145,608,358</b>	<b>\$201,262,815</b>	<b>\$346,871,173</b>	<b>\$331,704,484</b>	<b>96%</b>	<b>\$18,498,007</b>	<b>5%</b>	<b>\$167,714,406</b>	<b>51%</b>





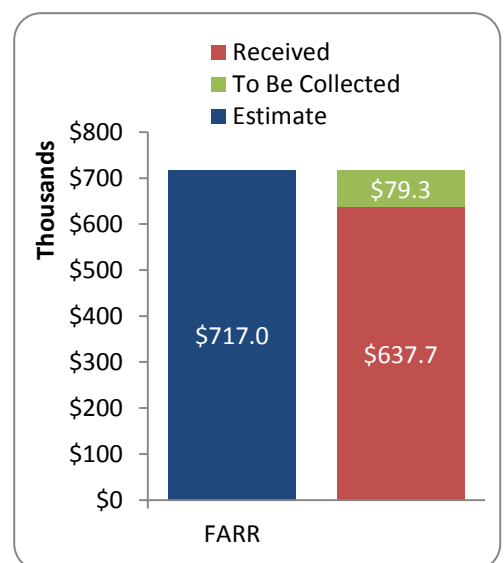
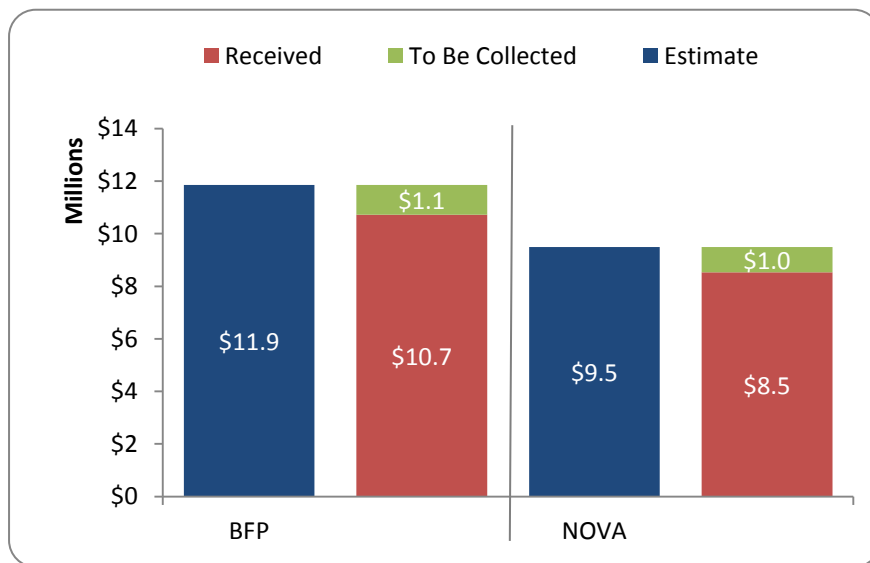
## Recreation and Conservation Funding Board – Revenue Report

For the Period of July 1, 2011 - June 30, 2013, actuals through 4/30/2013 (5/14/13) fm 22

Percentage of biennium reported: 91.7%

We are on track to meet our projections.

Revenue	Bienial Forecast	Collections	
	Estimate	Actual	% of Estimate
Boating Facilities Program (BFP)	\$11,856,981	\$10,728,317	90%
Nonhighway, Off-Road Vehicle Program (NOVA)	9,498,903	8,534,507	90%
Firearms and Archery Range Rec Program (FARR)	717,000	637,731	89%
<b>Total</b>	<b>22,072,884</b>	<b>19,900,555</b>	<b>90%</b>



### 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 March 2013. The next forecast is due in June 2013.

## RCFB – Washington Wildlife and Recreation Program Summary

1990 through May 28, 2013

### 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
<b>Grand Total</b>	<b>\$657,986,705</b>

#### 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.

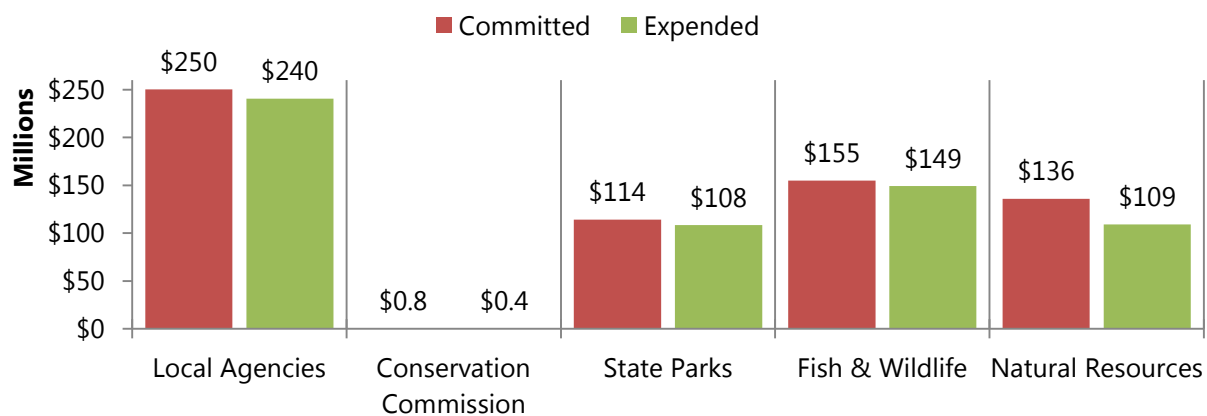
\*\*\*\* Entire appropriation was \$70 million.

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	\$250,066,637	\$240,364,455	96%
Conservation Commission	\$825,628	\$356,783	43%
State Parks	\$113,953,804	\$108,321,269	95%
Fish & Wildlife	\$154,996,012	\$149,193,453	96%
Natural Resources	\$135,906,687	\$109,096,693	80%
Riparian Habitat Admin	\$185,046	\$185,046	100%
Land Inventory	\$549,965	\$549,965	100%
<b>Sub Total Committed</b>	<b>\$656,483,779</b>	<b>\$608,067,663</b>	<b>93%</b>



## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013  
**Title:** Legislative and Budget Update  
**Prepared By:** Nona Snell, Policy Director

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

This memo summarizes the legislative session and budget proposals as of June 11, 2013. More information will be shared with the Recreation and Conservation Funding Board as it becomes available.

### 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

## 2013 Legislative Session

The 2013 regular and first special sessions adjourned without passing operating or capital budgets. Governor Inslee called the Legislature back into a second session to begin on June 12. This second special session may last until June 30 because the state requires an operating budget by July 1 to continue operating. It is possible that the second special session could run the entire 30 days.

### Bills of Interest

Since the update for the April meeting, the following bills of interest to the Recreation and Conservation Funding Board (board) passed the Legislature and have been signed by the Governor.

**Table 1: Bills of Interest**

Bill	Summary
HB 1194	Eliminates civil liability for property damage resulting from habitat projects for a landowner whose land is used for such habitat projects, as long as the landowner has received notice from the project sponsor that certain conditions have been met.
HB 1764	Limits 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.

Bill	Summary
SB 5399	Prohibits state agencies, commissions, and governing boards from penalizing jurisdictions during the period of remand following a finding of noncompliance by the Growth Management Hearing Board and the pendency of an appeal before the board or subsequent judicial appeals. Our grants have a connection to the GMA compliance statute.
SB 5702	Requires anyone who transports a watercraft into the state on a road to have documentation that the watercraft is free of aquatic invasive species. Applies the documentation requirement to watercraft used in any area outside of Washington, not just those areas specifically identified by Department of Fish and Wildlife rule.

## 2013-15 Capital and Operating Budget Summary

We likely will know more about the Recreation and Conservation Office (RCO) operating and capital budgets sometime before June 30, and will keep the board informed of the funding for RCO and its programs. Other factors that may impact the schedule and outcome of the budgets are the June 18 revenue and caseload forecasts, which will inform budget writers on the amount of funds available for the 2013-15 biennium.

Operating and capital budget appropriations authorize state agencies to spend state, federal, and local funds within a biennium. Because construction and natural resource projects often take more than two years, the capital budget includes reappropriations, which authorize the continuation of projects originally appropriated in previous biennia.

### Operating Budget

The proposed 2013-15 operating budgets from the Governor, House, and Senate each represent a decrease for RCO from the current biennium. This continues a downward trend; the 2011-13 budget was a five percent reduction from the 2009-11 biennium.

**Table 2: RCO Operating Budget**

	Gov. Inslee	House	Senate
General Fund State FY 2014	\$825,000	\$814,000	\$789,000
General Fund State FY 2015	\$816,000	\$802,000	\$777,000
General Fund Federal	\$3,430,000	\$3,419,000	\$3,419,000
General Fund Private/Local	\$24,000	\$24,000	\$24,000
Aquatic Lands Enhancement Account	\$478,000	\$478,000	\$478,000
Vessel Response Account (Invasive Species)	\$2,000	\$2,000	\$2,000
FARR Account	\$37,000	\$37,000	\$37,000
Recreation Resources Account (Boating)	\$3,088,000	\$3,049,000	\$3,049,000
NOVA Program Account	\$965,000	\$963,000	\$963,000
Youth Athletic Facilities	\$201,000	\$201,000	\$201,000
<b>Total</b>	<b>\$9,866,000</b>	<b>\$9,789,000</b>	<b>\$9,739,000</b>
<b>Percent change from 11-13 biennial budget</b>	<b>-5%</b>	<b>-6%</b>	<b>-9%</b>



## Capital Budget

The proposed 2013-15 capital budgets from the Governor, House, and Senate are included in Table 3. This is a guideline for where the funding levels may be, and should not be considered a final budget.

**Table 3: Capital Budget**

	<b>Gov. Inslee</b>	<b>House</b>	<b>Senate</b>
Aquatic Lands Enhancement Account	\$5,300,000	\$6,000,000	\$6,000,000
Boating Facilities Program	\$6,363,000	\$9,663,000	\$6,363,000
Boating Infrastructure Grant Program	\$2,200,000	\$2,200,000	\$2,200,000
Firearms and Archery Range Recreation	\$800,000	\$800,000	\$800,000
Land and Water Conservation Fund	\$4,000,000	\$4,000,000	\$4,000,000
Nonhighway and Off-Road Vehicle Activities	\$8,500,000	\$8,500,000	\$8,500,000
Recreational Trails Program	\$5,000,000	\$5,000,000	\$5,000,000
Washington Wildlife and Recreation Program	\$75,450,000	\$70,000,000	\$39,616,000
<i>Subtotal, Recreation and Conservation Grant Programs</i>	<i>\$107,613,000</i>	<i>\$106,163,000</i>	<i>\$72,479,000</i>
Estuary & Salmon Restoration Program	\$10,000,000	\$10,000,000	\$10,000,000
Family Forest Fish Passage Program	\$2,000,000	\$2,000,000	\$2,000,000
Puget Sound Acquisition & Restoration	\$80,000,000	\$70,000,000	\$60,000,000
Salmon Federal	\$60,000,000	\$60,000,000	\$60,000,000
Salmon State	\$15,000,000	\$15,000,000	\$15,000,000
<i>Subtotal, Salmon Recovery Programs</i>	<i>\$167,000,000</i>	<i>\$157,000,000</i>	<i>\$147,000,000</i>
<b>Total</b>	<b>\$274,613,000</b>	<b>\$263,163,000</b>	<b>\$219,479,000</b>

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013  
**Title:** Briefing on Conversion Request: City of Auburn, Brannan Park, RCO #71-023A  
**Prepared By:** Leslie Ryan-Connelly, Compliance Specialist

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

The City of Auburn is asking the board to approve a conversion of 2.99 acres at Brannan Park. The conversion is due to King County's Reddington Levee setback project, which will prevent flooding in the lower Green River. Staff will ask for board comments and questions in June so that we can prepare for a decision at the September meeting.

### 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

### Conversion Policy and Board's Role

The project that is the subject of this memo has funding from the Land and Water Conservation Fund (LWCF) and Washington state bond funds<sup>1</sup>. As a result, both the Land and Water Conservation Fund Act<sup>2</sup> and Recreation and Conservation Funding Board (board) set rules and policies for addressing the proposed conversion.

- Use of LWCF grant funds creates a condition under which property and structures acquired become part of the public domain in perpetuity.
- Board policy states that interests in real property, structures, and facilities that were acquired, developed, enhanced, or restored with board funds, including state bond funds, must not be changed (either in part or in whole) or converted to uses other

<sup>1</sup> Funding was from Referendum 18, RCW 43.99A

<sup>2</sup> Title 36, Chapter 1, Part 59 - Land and Water Conservation Fund Program of Assistance to States; Post-Completion Compliance Responsibilities

than those for which the funds were originally approved without the approval of the board.<sup>3</sup>

- The RCO project contract provides additional protections from conversion.

However, because needs and values often change over time, federal law and board policy allow conversions of grant funded property under carefully scrutinized conditions. If an LWCF or state-funded project is converted, the project sponsor must replace the converted interests in real property, structures, or facilities. The replacement must have at least equal market value and have reasonably equivalent recreation utility and location.

### The Role of the Board

Because the project was partially funded by the federal Land and Water Conservation Fund (LWCF), the role of the board is to decide whether to recommend approval of the conversion to the National Park Service (NPS). To do so, the board evaluates the list of practical alternatives that were considered for the conversion and replacement, including avoidance, and considers if the replacement property has reasonably equivalent recreation utility and location. The NPS has the legal responsibility to make the final decision of whether or not to approve this conversion related to the LWCF project.

Under current policy the board does not have the ability to accept other types of mitigation, levy additional penalties, or dictate the future use of the property being converted.

### Background

The project in question is RCO #71-023A, Cascade Park.

<b>Project Name:</b>	Cascade Park	<b>Project #:</b>	71-023A
<b>Grant Program:</b>	Referendum 18 (bond funds) Land and Water Conservation Fund	<b>Board funded date:</b>	May 23, 1971
<b>LWCF Amount</b>	\$ 69,300	<b>Original Purpose:</b> This project acquired about 23 acres for a new park for picnicking, athletic fields, and parking.	
<b>Referendum 18 Amount</b>	\$ 34,650		
<b>Project Sponsor Match</b>	\$34,650		
<b>Total Amount:</b>	\$ 200,700		

The City of Auburn used the grant in 1971 to acquire 23 acres for a new park (Attachments A and B). This park is now called Brannan Park.

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<sup>3</sup> Policy is consistent with state law. See especially RCW 79A.25.100 and RCW 43.99A (Referendum 18 bond funds).

Brannan Park is located in the northern part of the City of Auburn. The park is developed with softball fields, a basketball court, a skate park, a play structure, picnic areas, and a loop trail around the complex. It is a flat, open site with the Green River forming the park's eastern boundary. The rest of the park is surrounded by residential housing and Cascade Middle School.

Since the original grant to acquire the property in 1971, RCO has made the following investments at the park:

- Brannan Park Development, RCO #73-065D, Referendum 28
- Brannan Park Field Lighting, RCO #07-1949D, Youth Athletics Facilities

The park is designated in the city's Parks, Recreation and Open Space Plan as a "community park" that serves a larger geographic area and provides more facilities than a "neighborhood park." The city actively manages and improves the park because it is one of the most heavily used sports complexes in its portfolio of parks.

## **The Conversion**

The conversion at Brannan Park is caused by King County's Reddington Levee setback project. The levee setback project goals are to (1) reduce flood risks to residents of Auburn and the Green River Valley and (2) improve natural river functions to improve habitat.

The Reddington Levee is part of a larger overall flood management strategy for the entire Green River. The project will result in a wider corridor for moving flood flows and a wider riparian corridor with enhanced ecological benefits. It will greatly reduce flood risk to residents, businesses and infrastructure within the City of Auburn and the Green River Valley. Once the new setback levee is constructed and the existing levee removed, the river channel will be free to migrate laterally and form new channel patterns in this area.

This project will set back and extend the Reddington Levee along the left (west) bank of the Green River through a portion of the City of Auburn from Brannan Park north to 43rd Street Northeast (Attachment C). The southern end of the project in Brannan Park would remove the rock armoring and the levee prism that is currently sitting along the river's edge. The northern end of the project would extend the levee north to 43rd Street Northeast. The levee setback project requires an easement of 2.99 acres in Brannan Park, which includes a segment of the Green River Trail system (Attachment D, page 1). The City of Auburn will retain title to the property, but the land will have a new encumbrance and the park area will be set aside for flood control purposes. The flood control easement will significantly diminish the outdoor recreation use in this part of the park and fee title interests will be conveyed, so this is considered a full conversion. If approved, this area of the park will be removed from the LWCF 6(f) boundary.

The conversion will displace green space and picnic areas at the park. The developed features of the park will remain, and the Green River Trail, including the portion at Brannan Park, will be rebuilt on top of the new levee.

## Details of Proposed Replacement Property

### Location

The proposed replacement property is 3.4 acres. It is located 1,500 feet to the north of Brannan Park and adjacent to the Green River Trail (Attachment D, page 2).

### Property Characteristics

The property is rectangular, about 212 feet (north/south) by 986 feet (east/west) and is the central portion of a larger 31.5 acre parcel. The property is currently vacant, flat, open grass land.

The city's stormwater utility purchased the 31.5-acre parcel in 1995, anticipating that it might be used for future stormwater management purposes. The city determined that the entire parcel is not needed for drainage purposes. That decision was documented in an amendment to Auburn's Comprehensive Plan in 2011.

## Analysis

When reviewing conversion requests, the board considers the following factors, in addition to the scope of the original grant and the proposed substitution of land or facilities<sup>4</sup>.

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

### Evaluation of Practical Alternatives

The alternatives to conversion were to rebuild the levee in its existing location or take no action. Neither alternative was considered feasible for flood control purposes.

The original levee runs along the eastern edge of Brannan Park; it predates the city's acquisition of the property. Rebuilding the levee in its existing location would require a new easement because the area would need to be wider than the footprint of the existing levee. In addition, rebuilding in its existing location would not meet the regional goals for reducing flooding and improvement of natural river function. The King County Flood Control District commissioned studies that hydraulically modeled the proposed levee alignment and existing Green River to determine the necessary setback and river flow conveyance for flood protection. The location of the levee alignment and the amount of Brannan Park affected were determined by these models.

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<sup>4</sup> Manual #7: *Funded Projects: Policies and the Project Agreement*



The “no action” option would lead to continued flooding issues for nearby residences and, potentially, a failure in the existing levee system.

The preferred replacement property was selected by the City of Auburn based on the following factors:

- It is the closest opportunity in proximity to Brannan Park and the conversion property.
- It is formally linked to Brannan Park by the Green River Trail, a regional pedestrian bicycle trail.
- It would provide recreational opportunities that closely match those that are being displaced on Brannan Park (passive recreation, trails, and vegetated open space).
- It represents an opportunity in the future for expanding the range of recreational opportunities available at the site.
- The value of the replacement property has been appraised to be greater than the conversion property.
- The size of the replacement property is greater than the conversion property.
- The replacement property has the opportunity to be developed in conjunction with an adjacent, but separate, property that is owned by the city stormwater utility. That property will be used for stormwater management, but the replacement property can benefit from co-location, such as efficiencies of shared maintenance and appearing to be a larger integrated facility.
- The replacement property is consistent with state and local plans.

### Evaluation of Fair Market Value

The converted and replacement properties have been appraised for fee title interests with a market value date within one year of each other. The replacement property meets the market value criterion because it provides at least equal market value. In this case, there is an additional \$195,000 in market value beyond the equivalency threshold<sup>5</sup>.

	Conversion Property	Replacement Property	Difference
<b>Market Value</b>	\$145,000	\$340,000	\$195,000
<b>Value Date</b>	July 2012	December 2012	

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<sup>5</sup> The City of Auburn may create a replacement property bank for this additional value to address other conversions if they arise in the near future. This will be determined before the board is asked to approve the conversion in September.

## **Evaluation of Reasonably Equivalent Location**

There is no available property adjacent to Brannan Park that could have been used as replacement.

The replacement property would provide a new park for local residents as well as a green space adjacent to the relocated trail on top of the new levee. The replacement property is 1,500 feet to the north and will serve the same neighborhood community.

## **Evaluation of Reasonably Equivalent Utility**

The replacement property will serve as a neighborhood park. The proposed development may include open space and a respite off the Green River Trail with picnic table and benches. The site also may be developed as an off-leash dog park. The park would be included in the next update to the city's *Parks, Recreation, and Open Space* plan, and development ideas would be formalized as part of the plan's adoption.

This new neighborhood park would serve the neighborhoods immediately to the west, north, and south of the parcel. In addition, it would serve the residents who are displaced by the setback levee project. These residents are being relocated to a portion of the same parcel just north of and adjacent to the replacement park site as depicted in Attachment D.

Although it is not required as part of the conversion requirements, the Green River Trail will be improved as part of the Reddington Levee setback project. The trail will be relocated on top of the new levee and paved to King County trail standards. The proposed park would be accessible by bicyclists and pedestrians from the Green River Trail via a paved ramp to be constructed as part of the Reddington Levee setback project.

## **Evaluation of Public Participation**

King County has conducted public participation as part of the State Environmental Policy Act (SEPA). The SEPA public comment period closed on September 6, 2012. King County is reviewing comments and working with project stakeholders. A Notice of Action will be issued after the SEPA comments have been addressed.

A public meeting was held on Tuesday, November 13, 2012 at the Cascade Middle School Cafeteria in Auburn. King County staff presented information about how this project will reduce flood risk to the area and what the community can expect during project construction, which was scheduled to begin during the spring of 2013.

Formal public comment regarding the action in this memo is scheduled for this summer. The public comment will focus on whether the replacement property meets the criteria for the conversion of the property acquired with grant funds. Any significant comments received will be shared with the board at the September meeting.

## Other Basic Requirements Met

### Same Project Sponsor

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

### Satisfy Needs in Adopted Plan

The replacement property satisfies the needs as described in the City of Auburn's *Parks, Recreation, and Open Space Plan*. The city's adopted 2005 *Parks, Recreation, and Open Space Plan* states that an additional 52.3 acres of developed neighborhood park land is needed by the year 2020 to meet the demands of the city's growing population.

The same plan recommends that the property being proposed as replacement property be developed as part of future improvements referred to as the: "Green River Stormwater Facility/Trails and Park."

The proposed park and trails would also assist the City of Auburn to continue to fulfill the State Comprehensive Outdoor Recreation Plan Level of Service criteria for local jurisdictions by providing park and trail facilities close to residential neighborhoods.

### Eligible in the Funding Program

The parcel is currently owned by the City of Auburn's stormwater utility and is not being used. The parcel meets the eligibility requirements listed below which allow for the use of existing public property as replacement property.

- The replacement land was not originally acquired by the sponsor or selling agency for recreation.
- The replacement land has not been previously dedicated or managed for recreational purposes while in public ownership.
- No federal assistance was provided in the replacement land's original acquisition unless the assistance was provided under a program expressly authorized to match or supplement LWCF assistance.

## Next Steps

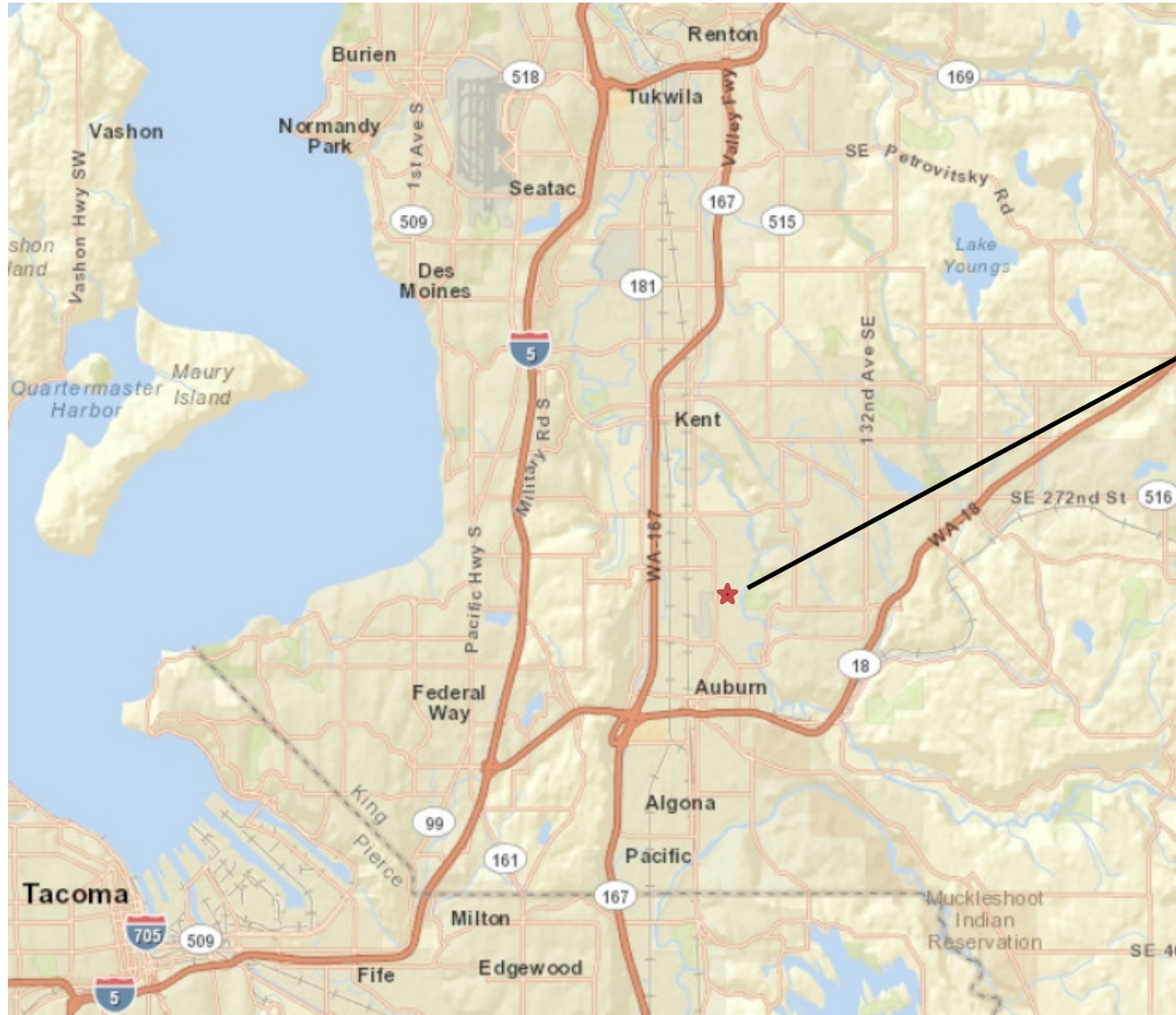
RCO staff will work with the City of Auburn to comply with the LWCF conversion requirements and finalize the conversion request for board decision at its meeting in September 2013. These preparations will take into account any questions the board raises at its June meeting.

The King County flood district will continue to work on the acquisition of the flood control easement at Brannan Park so that it can proceed with its permit and construction schedule, which is constrained by timeframes for in-water work to reduce and avoid impacts to fish species.

## Attachments

- A. Location map
- B. Map of original grant at Brannan Park
- C. Map of Reddington Levee setback project
- D. Maps of the conversion and replacement properties

## Attachment A: Location map



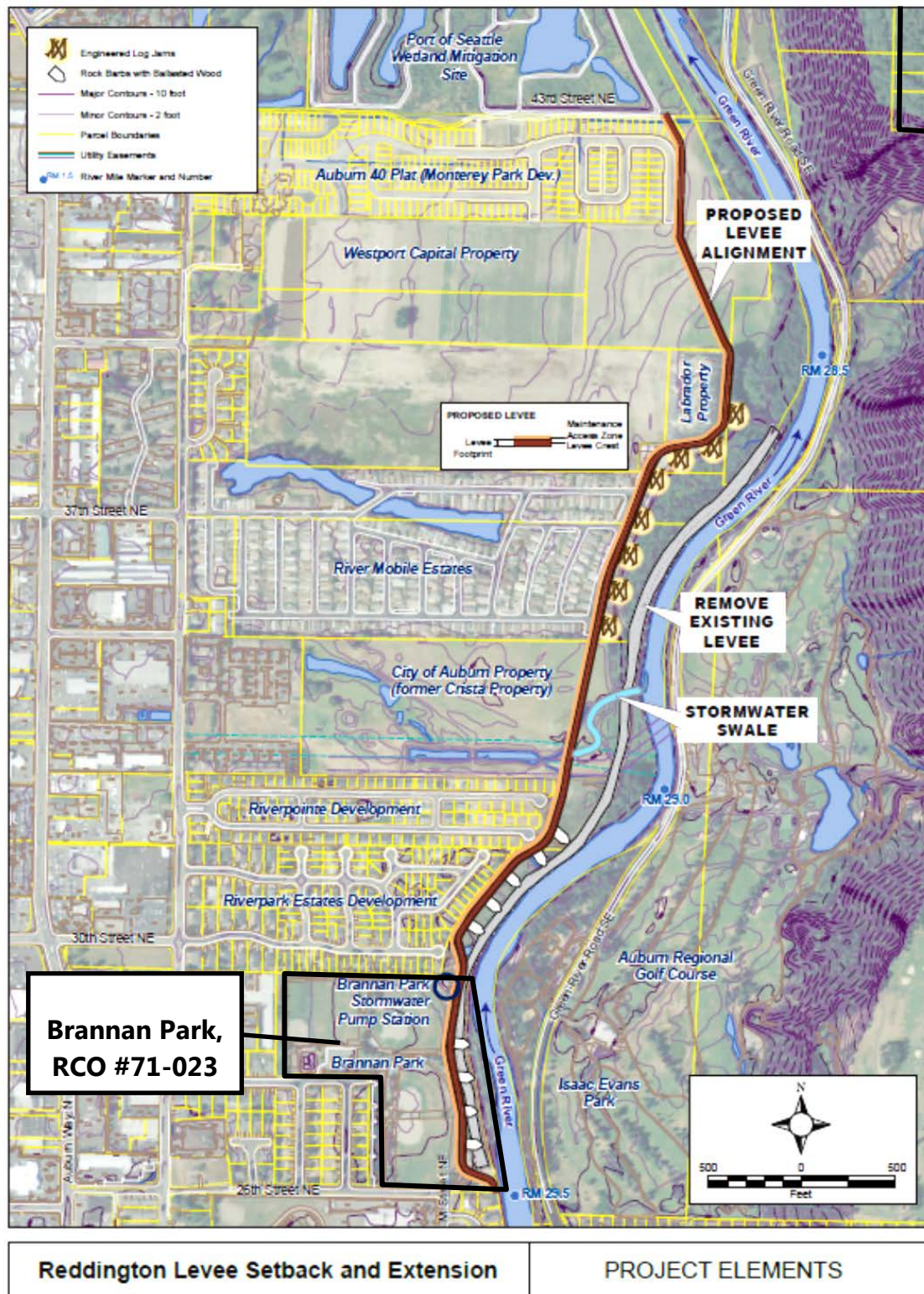
**Brannan Park,  
RCO #71-023A**



## Attachment B: Map of original grant at Brannan Park, RCO #71-023A



# Attachment C: Map of Reddington Levee setback project



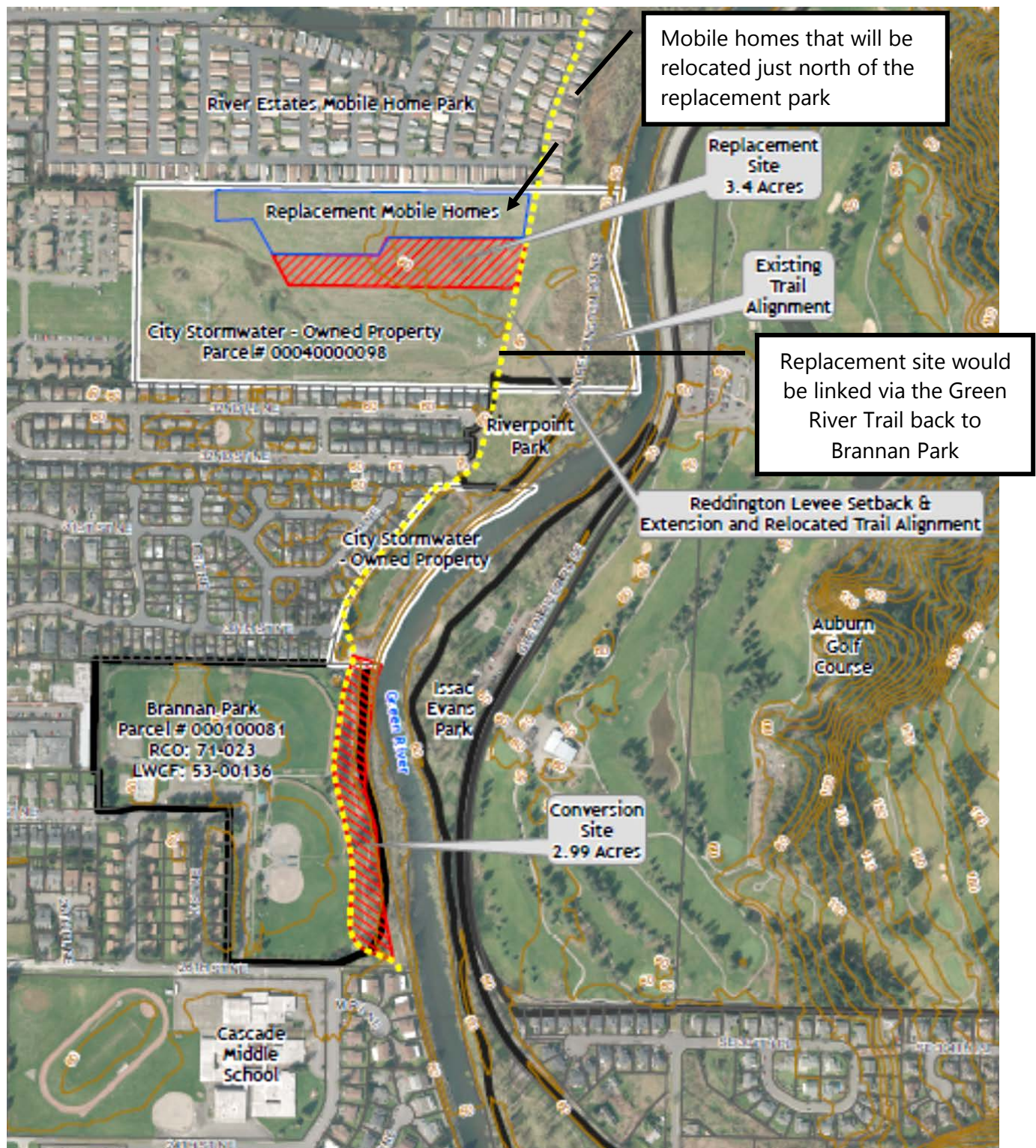
135-12539-10001-05\\p3-1\_FINAL\_BaseMapandProposedAlignment.mxd Revised file name: 1211\_2020m\_ReddingtonRev4\_C04.mxd



## Attachment D: Map of the conversion and replacement properties







## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Decision on Conversion Request: City of Seattle and University of Washington, Washington Park Arboretum, RCO #66-037D and #85-9036D

**Prepared By:** Leslie Ryan-Connelly, Compliance Specialist

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

The City of Seattle and University of Washington are asking the board to approve a conversion of 4.65 acres at Washington Park Arboretum. The conversion is due to Washington State Department of Transportation's State Route 520 Expansion Project. The proposed replacement property is the Bryant Site located on Portage Bay on the UW Seattle Campus.

### 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 #: 2013-05

Purpose of Resolution: Approve the conversion and replacement property for a portion of the properties at projects 66-037D and 85-9036D.

**Note:** As of June 11, the agreement between Seattle, the University of Washington, and Washington State Department of Transportation was pending approval from all parties. This memo reflects elements of that proposed agreement. If elements of the agreement change, staff will update the Recreation and Conservation Funding Board (board) at the meeting. If the agreement is not approved by all parties by the board meeting, staff may remove this item from the agenda.



## Conversion Policy and Board's Role

The projects that are the subject of this memo have funding from the Land and Water Conservation Fund (LWCF) and the Aquatic Lands Enhancement Account (ALEA). As a result, both the Land and Water Conservation Fund Act<sup>1</sup> and Recreation and Conservation Funding Board (board) set rules and policies for addressing the proposed conversion.

- Use of LWCF grant funds creates a condition under which property and structures acquired become part of the public domain in perpetuity.
- Use of state funds from the Aquatic Lands Enhancement Account is protected from conversion per the RCO project contract.
- Board policy states that interests in real property, structures, and facilities that were acquired, developed, enhanced, or restored with board funds must not be changed (either in part or in whole) or converted to uses other than those for which the funds were originally approved without the approval of the board.<sup>2</sup>

However, needs and values often change over time, so federal law and board policy allow conversions of grant funded property under carefully scrutinized conditions. If a LWCF or state-funded project is converted, the project sponsor must replace the converted interests in real property, structures, or facilities. The replacement must have at least equal market value and have reasonably equivalent recreation utility and location.

### The Role of the Board

Project 66-037D was funded by the federal LWCF program, so the role of the board is to decide whether to recommend approval of the conversion to the National Park Service. The National Park Service has the legal responsibility to approve or deny this conversion related to the LWCF project.

Project 85-9036D was funded from ALEA, so the board will decide whether to approve the conversion related to this project.

In both cases, the board evaluates the list of practical alternatives that were considered for the conversion and replacement, including avoidance, and considers if the replacement property has reasonably equivalent recreation utility and location.

Under current policy the board does not have the ability to accept other types of mitigation, levy additional penalties, or dictate the future use of the property being converted.

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<sup>1</sup> Title 36, Chapter 1, Part 59 - Land and Water Conservation Fund Program of Assistance to States; Post-Completion Compliance Responsibilities

<sup>2</sup> Manual 21: Aquatic Lands Enhancement Account.

## Background

The projects in question are projects 66-037 and 85-9036, Arboretum Waterfront Trail in the City of Seattle (Attachment A).

The first grant, project 66-037, was awarded in 1966 to both the City of Seattle and the University of Washington as co-sponsors to construct a boardwalk and water access facilities along Lake Washington in the Arboretum Park. The funds were provided through the federal LWCF grant program, so the area that was developed is now protected by a 6(f) boundary. The 6(f) boundary includes portions of Ship Canal Trail, East Montlake Park and Washington Park Arboretum (pink line on Attachment B).

### LWCF Grant

<b>Project Name:</b> Arboretum Trail		<b>Project #:</b> 66-037 (Development)
<b>Grant Program:</b> Land and Water Conservation Fund		<b>Agreement date:</b> 2/11/1967
<b>RCO Amount:</b>	\$45,000	<b>Original Purpose:</b> Develop a cedar plank trail along the Arboretum waterfront.
<b>Total Amount:</b>	\$107,958	

The second grant, project 85-9036, was awarded in 1985 to the City of Seattle to reconstruct the boardwalk trail and install interpretive signs. This grant was made through the Aquatic Lands Enhancement Account (ALEA). The ALEA grant was awarded by the Department of Natural Resources (DNR) and is now administered by the Recreation and Conservation Office<sup>3</sup>.

### ALEA Grant

<b>Project Name:</b> Arboretum Waterfront Trail		<b>Project #:</b> 85-9036 (Development)
<b>Grant Program:</b> Aquatic Lands Enhancement Account		<b>Agreement date:</b> 1/31/1986
<b>RCO Amount:</b>	\$75,000	<b>Original Purpose:</b> Renovate the waterfront trail at the Arboretum.
<b>Total Amount:</b>	\$263,000	

## The Conversion

The Department of Transportation is planning to replace and expand elements of State Route 520 across Lake Washington in Seattle to address the deteriorating bridge structure and high traffic volumes. WSDOT has identified a total of 4.65 acres that will need to be converted either (a) to highway use for permanent right-of-way or (b) with a construction easement longer than six months. This is a conversion because the sponsor will need to convey a right-of-way

<sup>3</sup> Administrative responsibility for the ALEA grants was transferred from DNR to RCO in 2003.

easement for non-public outdoor recreation uses within the project area developed by the grant funds.

The property to be converted is composed of four areas. All four of the conversion areas (A, B, C, and D) are part of the 6(f) park boundary. Conversion areas A, B, and D also include facilities that were renovated with the ALEA grant in 1986. These areas are highlighted in orange in Attachment B.

Conversion Area	Location	Acres	Primary Recreational Utility
A	East Montlake Park	0.20	Ship Canal Waterfront Trail
B	East Montlake Park	1.53	Parking and Trail Access
C	Washington Arboretum Park	0.09	Marsh Island, Open Water
D	Washington Arboretum Park	2.83	Foster Island, Arboretum Trail
Total Acres		4.65	

#### Description of the Property Proposed for Conversion

The property proposed for conversion includes portions of the Ship Canal Trail, East Montlake Park, and the Arboretum Waterfront Trail in Washington Park Arboretum along Marsh and Foster Islands.

**Conversion Area A, Ship Canal Trail,** is about 1,200 feet long and runs along the south side of the Montlake Cut along the Ship Canal. It is a pedestrian trail that connects West and East Montlake Parks with passage under the Montlake Bridge. The trail was designed by the US Army Corps of Engineers and the Seattle Garden Club and constructed in 1970. It was designated a National Recreational Trail a year later. The conversion would affect about 100 feet of trail, or 0.20 acres. This portion of the trail would be closed during construction.

The Ship Canal Trail passage underneath the bridge would be reconnected after construction is complete. Trail users would need to travel under two bridges instead of the one today. The remainder of the trail would be the same.

Although the trail passage underneath the bridge would be reconnected after construction is complete, this is still considered a conversion because the construction period will last more than six months and an additional right-of-way is needed for a second Montlake Avenue bridge.

The property is owned by the University of Washington with significant encumbrances on the property on behalf of the US Army Corps of Engineers for operation of the canal.

**Conversion Area B, East Montlake Park,** is 7.1 acres and includes parking, benches, a water access site, and trail connections between the Ship Canal Trail and the Arboretum Waterfront

Trail. The park is the access point for the Montlake neighborhood to the Arboretum and Ship Canal Trails. Park users would be able to access the trails and water access site during construction. The conversion would affect about 1.53 acres, which is mostly parking area. During and after construction, parking would no longer be provided in the park but available along East Park Drive East.

Following construction, East Montlake Park would be reduced to about 5.6 acres. Park users would still have connections to the Ship Canal Trail, Arboretum Waterfront Trail, and the water access site. WSDOT will renovate portions of the park as part of its mitigation efforts including enhancement of park landscaping, reconnection of the park trail elements, and renovation of the non-motorized boat launch. WSDOT also will construct a stormwater facility in the converted area and plans to integrate it into the park with enhanced landscaping, appropriate fencing, and interpretive signs.

The use of the property was granted to the City of Seattle from the Department of Natural Resources in 1925 for park purposes.

**Conversion Area C, Marsh Island area,** is part of the Arboretum Waterfront Trail that provides scenic viewpoints. None of the trail facilities will be affected by the State Route 520 project in this area. Rather, the conversion will affect .09 acres of the open water area adjacent to the existing State Route 520 right-of-way because this area is needed during construction for access to the new structure. The new right-of-way will expand about 60 feet closer to Marsh Island.

Following construction, the trail along Marsh Island would not be physically changed. Noise impacts may be greater due to the bridge being closer to the island, but these are being mitigated with noise reducing construction techniques. The bridge also would be higher, opening up views under the bridge, but blocking views over the bridge.

Seattle and the University of Washington own separate portions of this conversion area.

**Conversion Area D, Foster Island area,** also is a part of the Arboretum Waterfront Trail and located within the larger Washington Park Arboretum. The Arboretum Waterfront Trail is about 0.5 miles, starting at East Montlake Park to Marsh Island and Foster Islands, and continuing underneath the existing State Route 520 bridge to access the larger park system. Raised viewing platforms provide views of surrounding wetlands, Union Bay, and Husky Stadium. The proposed conversion will affect about 125 feet of trail on 2.83 acres due to the expanded right-of-way. During construction, the trail underpass would be closed. The trail on the Union Bay side would remain open and accessible through East Montlake Park. There would be no impact to the trail on the south side of State Route 520.

The trail under State Route 520 on Foster Island would be closed during construction. Trail users would not be able to walk from East Montlake Park to Washington Arboretum Park during this time.

After construction, the trail underpass would be reopened between the bridge column support structures, rather than the current confined tunnel. The bridge also would be about 10 feet higher than today's structure. Non-motorized watercraft would continue to be allowed under the bridge.

This area was deeded to the University of Washington from the Department of Natural Resources in 1939 for park purposes.

## Details of Proposed Replacement

### Location

The proposed replacement property, known as the Bryant Site, is owned by the University of Washington and located on Portage Bay on the Seattle campus. See Attachments A and B for location maps. It is adjacent to the Sakuma Viewpoint Park and across the street from the School of Aquatic and Fishery Sciences building.

### Property Characteristics

The replacement property is part of a larger 8-acre parcel. The replacement property will be 3.59 acres, including 1.62 acres of upland and 1.97 acres of aquatic land. See Attachment D for a parcel map and the area for use as replacement.

The upland area is developed with office, warehouse and covered storage arranged in four buildings. The buildings currently house campus police, administrative offices, a warehouse, and classrooms. There is also a small, covered moorage marina called the Boat Street Marina.

The project sponsors plan to demolish the structures and open the property for recreational use. Preliminary ideas for the site include green space, picnic areas, water and wildlife viewing, shoreline restoration, and connections to the Burke-Gilman Trail. Final conceptual plans would be developed later with community participation. The University of Washington will retain portions of the Boat Street Marina for private leasing, so this area would not be included in the new park.

## Analysis

When reviewing conversion requests, the board considers the following factors, in addition to the scope of the original grant and the proposed substitution of land or facilities<sup>4</sup>.

- All practical alternatives to the conversion have been evaluated and rejected on a sound basis.
- The fair market value of the converted property has been established and the proposed replacement property is of at least equal fair market value.

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<sup>4</sup> Manual #7: *Funded Projects: Policies and the Project Agreement*



- Justification exists to show that the replacement property has at least reasonably equivalent utility and location.
- The public has had opportunities for participation in the process.

### Evaluation of Practical Alternatives

The Department of Transportation completed a final environmental impact statement for the State Route 520 project in June 2011. In it, WSDOT evaluated a number of alternatives for addressing the structural and traffic flow issues on State Route 520. None of the alternatives evaluated, except the “no build” alternative, would completely avoid a conversion of parkland funded with RCO grants. After reviewing comments received during the process, WSDOT determined that the preferred alternative is the one that results in 4.65 acres of parkland being converted.

The project sponsors and RCO, with support from WSDOT, reviewed over 80 potential replacement sites for this conversion. The group looked for parcels with a market value equal to or greater than the converted property. The parcels needed to be vacant, or have structures that could be demolished or used for recreational purposes. The search was limited to these areas:

- Waterfront parcels in Seattle with Lake Washington, Union Bay, Portage Bay, or Lake Union waterfront or with waterfront access,
- Parcels adjacent to the Washington Park Arboretum, University of Washington, or City of Seattle parks in the University District,
- Parcels located in University District, Roanoke, Laurelhurst, Montlake, North Capitol Hill, or Madison Park neighborhoods, and
- Parcels adjacent to other City of Seattle parks.

Ultimately, the project sponsors agreed to forward the Bryant Site as the preferred replacement property.

### Evaluation of Fair Market Value

The converted and replacement properties have been appraised for fee title interests with a contemporaneous market value date. The replacement property meets the market value criterion because it provides additional \$2.3 million in market value beyond the equivalency threshold.

	Conversion Property	Replacement Property	Difference
<b>Market Value</b>	\$11,169,171	\$13,550,000	\$2,380,829
<b>Value Date</b>	January 2013	October 2012	

Due to the significant market value of these properties, the National Park Service has elected to conduct its own internal review of the appraisals for the converted and replacement properties

to ensure the required appraisal guidelines are met. RCO provided the appraisal to the National Park Service in May 2013; their review may take three months or more.

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

For LWCF conversion, the replacement property does not need to be directly adjacent to or close by the converted site. The LWCF policy provides administrative flexibility to determine location recognizing the replacement property should meet existing public outdoor recreation needs.

According to ALEA program rules, the replacement property must be located within the same political jurisdiction and be adjacent to a navigable waterbody. Replacement property may be located in a different neighborhood based on other recreational needs within the jurisdiction.

The four areas proposed for conversion are part of both a regional and neighborhood park. Visitors come from throughout Seattle and surrounding areas to access the Ship Canal Trail and Arboretum Waterfront Trail. Local Montlake neighborhood residents use the park for local trail access and green space. However, no specific population data is available to assess the level of use of the park and the type of park users. This is a partial conversion of the park area, so after construction, park users would be able to use the remaining park area for the same uses that are available today (e.g., picnicking, trail access, water access). The park would continue to have similar regional and neighborhood park qualities.

The proposed replacement property would be about one-half mile by water and three-quarters of a mile by road from the converted area. Depending on the final conceptual plan, the replacement park may have neighborhood park qualities as well as regional attraction characteristics such as non-motorized watercraft access and a stop on the Burke Gilman pedestrian and bicycle trail.

The local population served at the Bryant Site would be different than the park users at East Montlake Park, and different trail users may visit the replacement site compared to the converted properties. Regional park users who visit for water access and wildlife viewing likely will be similar at the replacement property. Overall, given the constraints associated with finding a replacement park property along a navigable waterbody within the City of Seattle, the proposed replacement property is reasonable in terms of site location.

### **Evaluation of Reasonably Equivalent Utility**

The boardwalk and trail funded by the grants in East Montlake Park and the Washington Park Arboretum offer users about one mile of trail along the Ship Canal and through East Montlake Park to Foster and Marsh Islands. The trail provides views of the waterfront, wildlife, and vessel traffic, and serves as a general urban natural oasis. The conversion does not significantly alter the trail features, but rather, encroaches into the park boundary and affects open water, wetland, and green space features.

Although the replacement site would likely not have certain natural features seen at the Arboretum wetlands, the proposed replacement park would provide a new water access facility including views of the waterfront, wildlife, and vessel traffic. Removal of the overwater structures would open the shoreline as a natural feature and provide an opportunity for shoreline restoration. Overall, similar recreational utility would be provided with a waterfront access opportunity along a natural shoreline.

## **Evaluation of Public Participation**

The project sponsors worked with the Department of Transportation to conduct public review of the proposed conversion and replacement property during the environmental review process. The final environmental impact statement for the State Route 520 project was completed in June 2011. In addition, the project sponsors worked with WSDOT to issue an environmental evaluation that addressed additional environmental review requirements from the LWCF program. The evaluation was issued in November 2010 and comments were received through December 8, 2010.

During the environmental evaluation review, 23 parties provided comments regarding the conversion and replacement proposal.

Major themes of the comments include:

- Desire to find replacement property closer to the Montlake neighborhood.
- Concern for relocation of the University of Washington services currently located in the Bryant Building.
- Concern for the likelihood that the Bryant Building would be eligible as a National Historic Property and would be demolished.
- Concern that the Bryant Site may have contamination that will require cleanup.
- Support for the Bryant Building site with the need for supplemental replacement of wetland functions elsewhere.
- Noise impacts to park users at the remaining Arboretum Waterfront Park.

More recently, the projects' sponsors have conducted their own public approval process. The Seattle City Council approved the conversion and Bryant Site replacement at its regular meeting in March 2013. There was no public comment at the City Council meeting. The University of Washington Board of Regents also approved the action at its regular meeting in March 2013. Two members of the public provided comments at that meeting. Both focused on how funds for compensation for the Bryant site would be disbursed after receipt by the university.

## **Other Basic Requirements Met**

### **Same Project Sponsor**

The replacement property will be administered by the same project sponsors, namely, the City of Seattle and the University of Washington.

### Satisfy Needs in Adopted Plan

Development of a park at the Bryant Site fits within the University of Washington Master Plan for the Seattle Campus (2003). The master plan identifies the area as a waterfront open space with potential use as a fish rearing facility. The University has determined that the fish rearing facility is no longer needed at this location, but the open space improvements along the water remain a preferred component to redevelopment in the southwest campus area.

The LWCF program requires any replacement property to comply with recommendations in the State Comprehensive Outdoor Recreation Plan (SCORP). The current SCORP encourages local agencies to emphasize individual active participation such as walking, jogging, paddling, biking, and swimming. The replacement property will provide opportunities for individual active recreation and may include walking and non-motorized boating depending upon the final site design. The site also links to the Burke Gilman Trail for jogging and biking.

### Eligible in the Funding Program

Four specific issues have been addressed to ensure the Bryant Site is eligible as replacement property.

**Existing Public Ownership:** Typically, project sponsors are prohibited from using property they already own as replacement property for a conversion. However, for development grants, the LWCF program allows a project sponsor to use land it already owns as replacement property as long as the property was not previously dedicated or managed for public outdoor recreation. The Bryant Site meets this requirement because it is used for offices, warehouse space, and a private marina<sup>5</sup>.

**Historic Property and Cultural Resource Requirements:** The Bryant Site is eligible for listing as an historic structure in the National Register of Historic Properties.

Typically, the LWCF program does not allow historic structures to receive LWCF funding. Exceptions may be made only when it is demonstrated clearly that the acquisition is primarily for outdoor recreation purposes. In this case, the project sponsors will retain or repurpose portions of the building for outdoor recreation use and remove remaining parts of the structure.

The RCO is working with the sponsors, the National Park Service, and the Washington State Department of Archaeology and Historic Preservation on a memorandum of agreement to address impacts to the historic property and mitigate for them as required in the National Historic Preservation Act. This agreement is required for the site to be eligible as replacement property. RCO expects the agreement to be completed by the end of June.

---

<sup>5</sup> The project sponsors will relocate the marina tenants who now lease boat slips, as required by the Uniform Relocation Assistance and Real Property Acquisition Policies Act. On behalf of the project sponsors, WSDOT has drafted a relocation plan. A formal plan will be presented to the tenants after the conversion is approved by the National Park Service.

**Property Contamination:** The Bryant Site is contaminated and likely will require a voluntary cleanup per the state's Model Toxics Control Act. The project sponsors have completed phase 1 and phase 2 environmental site assessments to identify the types and extent of contamination and potential remedial action options.

The LWCF program allows contaminated property to be eligible if the project sponsors address:

1. The nature of the contamination,
2. How the contaminated area has been or will be remediated,
3. How the area will be developed into a safe, public outdoor recreation area, and
4. How provisions will be put in place to monitor the new replacement parkland to ensure public health and safety in perpetuity.

The project sponsors have provided the following responses to these criteria:

1. **The nature of the contamination** – The site has not been fully characterized, but much is known about the subsurface contamination. There are predominantly volatile organic compounds (VOCs) and metals in the central portion of the site, which affect the soils and groundwater. The western portion of the site was the subject of a prior clean-up action, although there remain some residual polycyclic aromatic hydrocarbons (PAHs) from petroleum products. The off shore sediments have levels of contamination which may be very similar to surrounding properties and typical of Lake Union/Portage Bay sediments. Contaminants include metals, Semi-VOCs and PAHs.
2. **How the contamination area has been or will be remediated** – PAHs in the westerly portion of the site have been addressed. The remaining on-site contamination can be remediated with a combination of removal and/or in situ treatment and capping. Removing and/or treating the hotspots will ensure that there is no contamination to affect the ground water and capping the site will ensure that there will be no human or animal contact with any residual contaminant. The off-shore remedy is similar; focused hot-spot removal of any known contamination and then a cap of clean material to prevent any future contact.
3. **How the area will be developed into a safe, public outdoor recreation area** – Removal and capping strategies are accepted remediation methods that have been found to be protective of human health and the environment by both the Washington State Department of Ecology and the US Environmental Protection Agency. The remediation method(s) will be designed to meet the appropriate standards in the State's Model Toxics Control Act (MTCA). The park design will incorporate the remediation method(s) such that it will be safe for public outdoor recreation.
4. **How provisions will be put in place to monitor the park to ensure public health and safety** – The remediation method(s) will include a long-term monitoring plan to track the effectiveness of the remediation. Design of the remedy will include the monitoring and subsequent actions if the designed remedy does not prove to be effective in addressing



the site contamination. The park will be designed to incorporate the long-term remediation monitoring strategy.

**Development Timeline:** The LWCF program requires replacement properties to be developed within three years of approval from the National Park Service. If full development of the replacement site will be delayed beyond three years, the conversion proposal must explain why this is necessary.

The project sponsors recognize it will likely take more than three years to relocate the University's services and the displaced tenants, comply with cultural resources and hazardous materials requirements, and then permit and build the new park. The project sponsors have provided the following five-year timeline. RCO will request this timeline from the National Park Service when the conversion request is submitted.

Park Development Milestone	Completion Timeframe
<b>UW and Tenants Relocate</b>	Spring 2015
<b>Design Process Complete</b>	Fall 2015
<b>Permitting Complete</b>	Winter 2016
<b>Building Deconstruction and Removal</b>	Fall 2016
<b>Site Cleanup Complete</b>	Summer 2017
<b>Park Development Complete</b>	Winter 2018

## Next Steps

If the board approves the conversion, RCO staff will work with City of Seattle and University of Washington to submit the conversion request to the National Park Service and complete the conversion requirements for both grants affected.

## Attachments

Resolution 2013-05

- A. Location map
- B. Map of converted and replacement properties
- C. Map of conversion areas and redevelopment plan
- D. Map of the replacement property at Bryant Site

Recreation and Conservation Funding Board  
Resolution 2013-05  
Approving Conversion for Washington  
Park Arboretum, RCO #66-037D and #85-9036D

**WHEREAS**, the city of Seattle and the University of Washington used grants from the Land and Water Conservation Fund (LWCF) and the Aquatic Lands Enhancement Account (ALEA) to construct outdoor recreation facilities along the Arboretum Waterfront Trail at the Washington Park Arboretum; and

**WHEREAS**, the city and university propose conversion of portions of the property developed under the grant to facilitate construction of the Washington State Department of Transportation's State Route 520 project; and

**WHEREAS**, as a result of this proposed conversion, the property no longer satisfies the conditions of the RCO grants, including federal requirements under the Land and Water Conservation Fund Act; and

**WHEREAS**, the city and university are asking for Recreation and Conservation Funding Board (board) approval to replace the property proposed for conversion with property currently owned by the university but not managed for public outdoor recreation; and

**WHEREAS**, the proposed replacement property, known as the Bryant Site, is in a reasonable location that will help satisfy current recreation needs in the university districts, has an appraised value that is greater than the conversion site, is eligible in the funding programs, and will provide outdoor recreation opportunities that are reasonably equivalent to those displaced by the conversion; and

**WHEREAS**, the replacement property will be developed into a park within 5 years of conversion approval by the National Park Service that serves neighborhood and community park needs, and

**WHEREAS**, the Arboretum Waterfront Trail will retain its function after the State Route 520 project is complete, thereby supporting the board's goals to provide funding for projects that protect, restore, and develop recreation opportunities; and

**WHEREAS**, the sponsors sought public comment on the conversion and discussed it during open public meetings, thereby supporting the board's strategy to regularly seek public feedback in policy and funding decisions;

**NOW, THEREFORE BE IT RESOLVED**, Recreation and Conservation Funding Board approves the conversion request and the proposed replacement site for Arboretum Waterfront Trail, RCO #85-9036D as presented to the board on June 25, 2013 and set forth in the board memo prepared for that meeting,

Recreation and Conservation Funding Board  
Resolution 2013-05  
Approving Conversion for Washington  
Park Arboretum, RCO #66-037D and #85-9036D

**AND BE IT FURTHER RESOLVED,** that in order to implement the sponsors' plan to remove the structures, cleanup the contamination, and construct the new park at the replacement property over a five year period, the board waives its policy regarding the eligibility of contaminated property for the replacement site as described in Manual 3: *Acquiring Land* (March 2010),

**AND BE IT FURTHER RESOLVED,** that the board hereby authorizes the RCO director to recommend the conversion of RCO #66-037D to the National Park Service (NPS) for final approval.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

Recreation and Conservation Funding Board  
SUBSTITUTE Resolution 2013-05  
Approving Conversion for Washington  
Park Arboretum, RCO #66-037D and #85-9036D

**WHEREAS**, the city of Seattle and the University of Washington used grants from the Land and Water Conservation Fund (LWCF) and the Aquatic Lands Enhancement Account (ALEA) to construct outdoor recreation facilities along the Arboretum Waterfront Trail at the Washington Park Arboretum; and

**WHEREAS**, the city and university propose conversion of portions of the property developed under the grant to facilitate construction of the Washington State Department of Transportation's State Route 520 project; and

**WHEREAS**, as a result of this proposed conversion, the property no longer satisfies the conditions of the RCO grants, including federal requirements under the Land and Water Conservation Fund Act; and

**WHEREAS**, the city and university are asking for Recreation and Conservation Funding Board (board) approval to replace the property proposed for conversion with property currently owned by the university but not managed for public outdoor recreation; and

**WHEREAS**, the proposed replacement property, known as the Bryant Site, is in a reasonable location that will help satisfy current recreation needs in the university districts, has an appraised value that is greater than the conversion site, is eligible in the funding programs, and will provide outdoor recreation opportunities that are reasonably equivalent to those displaced by the conversion; and

**WHEREAS**, the replacement property will be developed into a park within 5 years of conversion approval by the National Park Service that serves neighborhood and community park needs, and

**WHEREAS**, the Arboretum Waterfront Trail will retain its function after the State Route 520 project is complete, thereby supporting the board's goals to provide funding for projects that protect, restore, and develop recreation opportunities; and

**WHEREAS**, the sponsors sought public comment on the conversion and discussed it during open public meetings, thereby supporting the board's strategy to regularly seek public feedback in policy and funding decisions; and

**WHEREAS**, the city of Seattle, the University of Washington, and the Washington State Department of Transportation ("the parties") are finalizing an agreement to memorialize their commitments including site cleanup and park development; and

**WHEREAS**, the director has met with some of the parties and has agreed to allow them more time to finalize their agreement and requests delegation of authority from the board;

**NOW, THEREFORE BE IT RESOLVED**, that in order to implement the sponsors' plan to remove the structures, cleanup the contamination, and construct the new park at the replacement property over a

Recreation and Conservation Funding Board  
SUBSTITUTE Resolution 2013-05  
Approving Conversion for Washington  
Park Arboretum, RCO #66-037D and #85-9036D

five year period, the board waives its policy regarding the eligibility of contaminated property for the replacement site as described in Manual 3: *Acquiring Land* (March 2010),

**AND BE IT FURTHER RESOLVED,** Recreation and Conservation Funding Board approves the elements of the conversion request and the proposed replacement site for Arboretum Waterfront Trail, RCO #85-9036D as presented to the board on June 25, 2013 and set forth in the board memo prepared for that meeting and delegates authority to the director to finalize the request once an agreement is reached between the parties,

**AND BE IT FURTHER RESOLVED,** that the board hereby authorizes the RCO director to recommend the conversion request and the proposed replacement site for the Arboretum Waterfront Trail, RCO #66-037D, to the National Park Service (NPS) for final approval once an agreement is finalized between the parties.

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

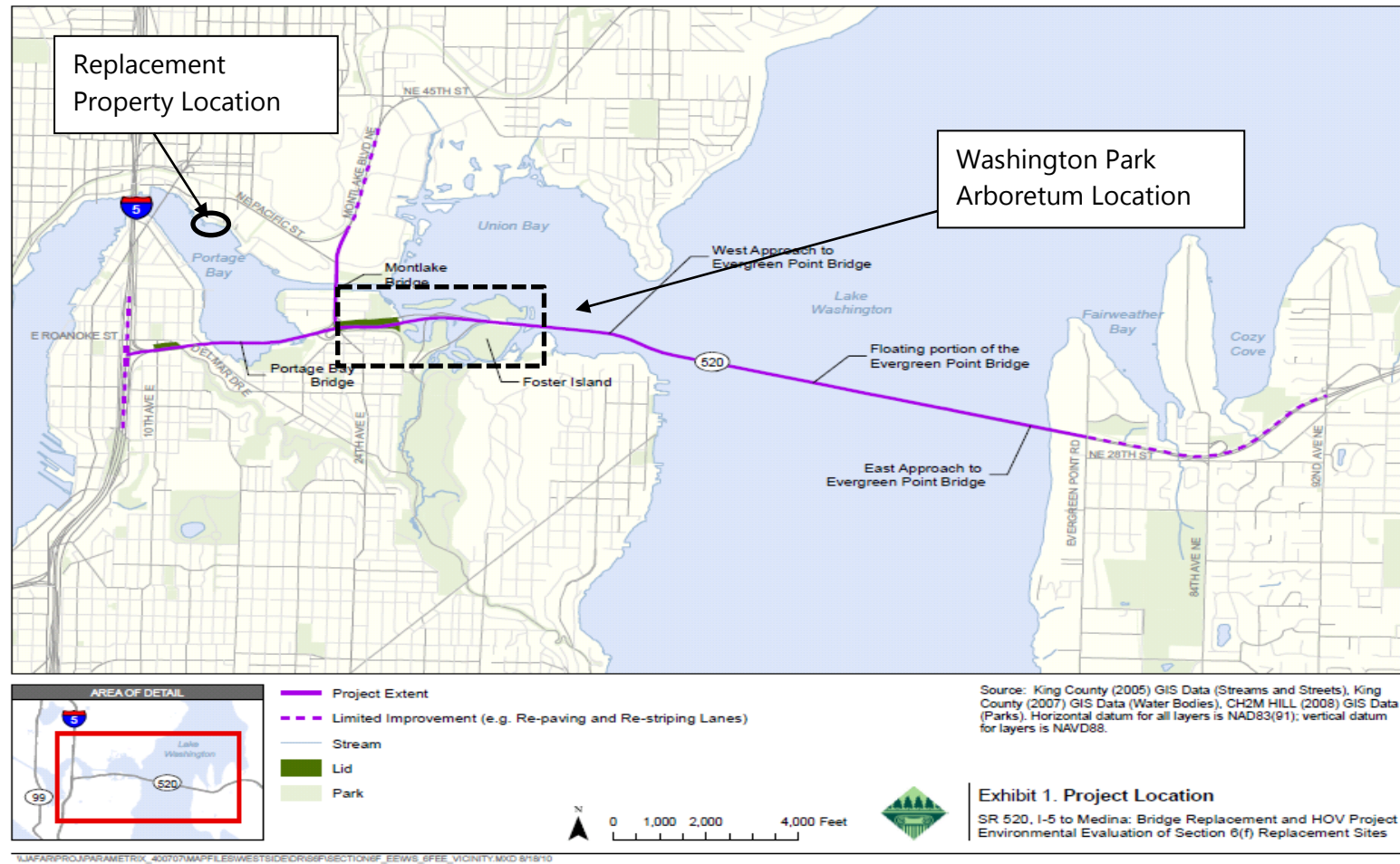
Resolution seconded by: \_\_\_\_\_

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

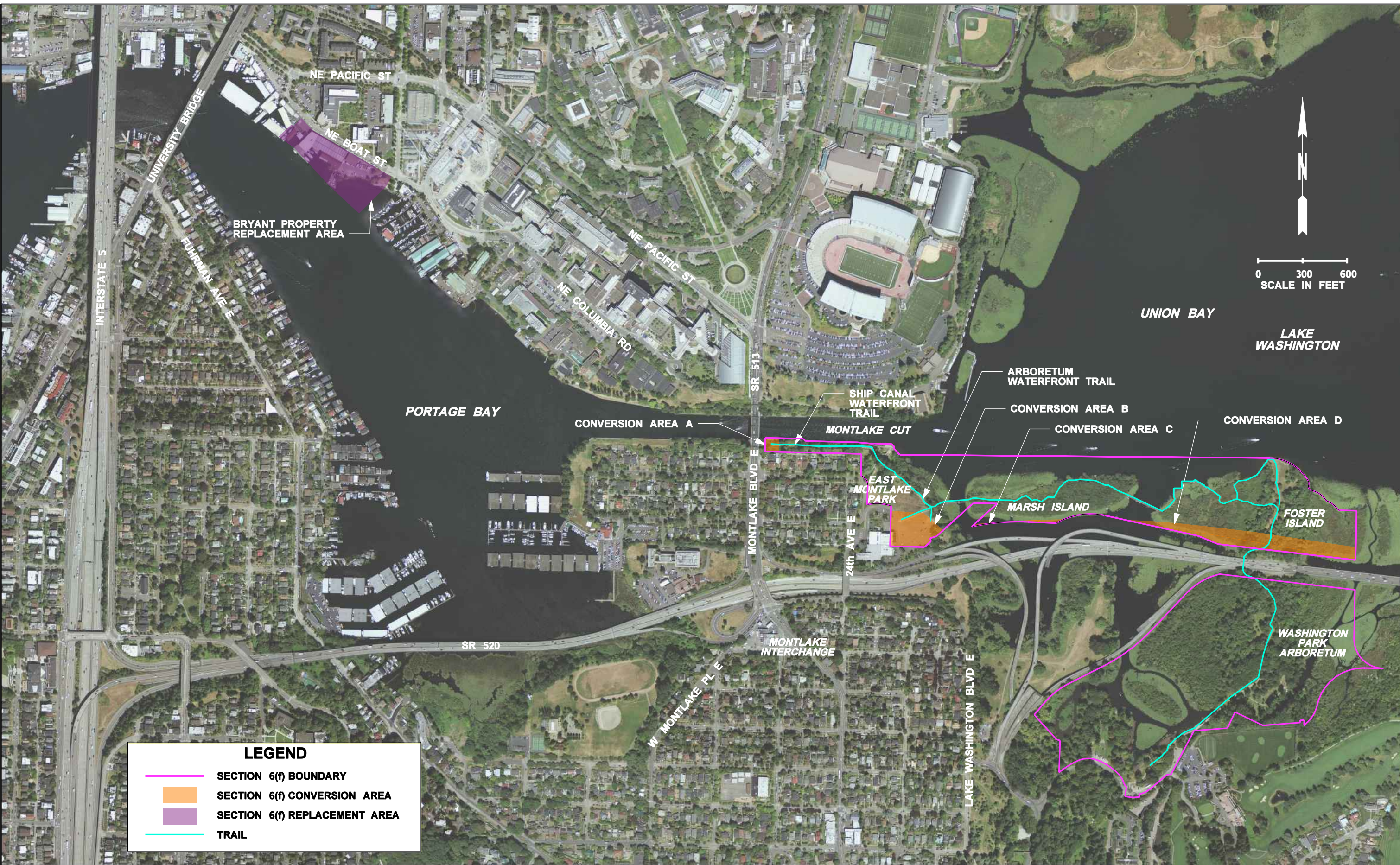


## Attachment A: Location map





PLOTTED BY beanj  
TIME 3:53:33 PM  
DATE 2/20/2013  
FILE NAME PW:\CADD\Proj\Westside\CADD\RightOfWaySheets\Record of Survey- Limited Access\Montlake to Medina - Limited Access\Bryant\_Replacement\_Conversion.dgn



LWCF PROJECT #53-0025.5

RCO PROJECT #66-037 & #85-9036

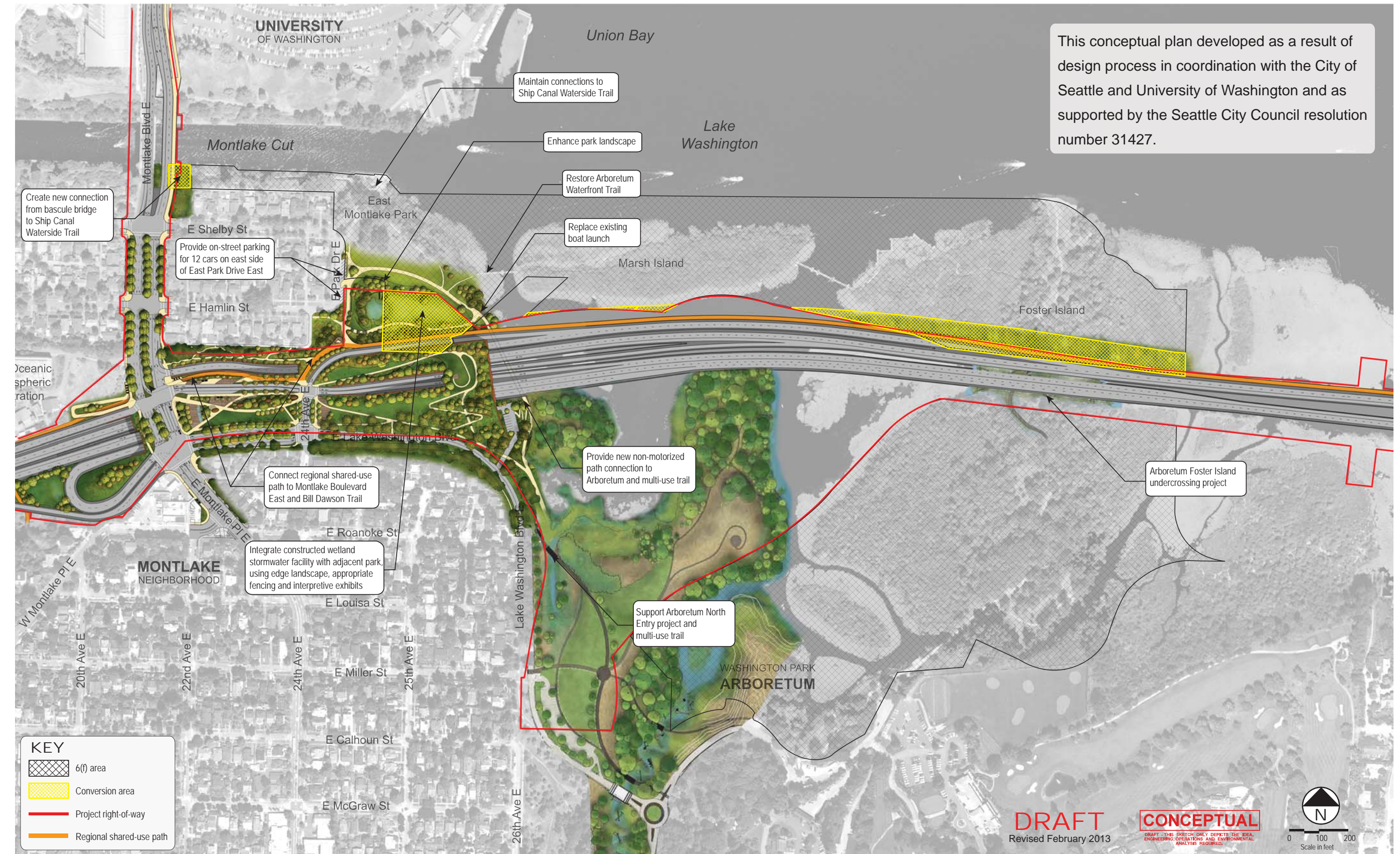
LOCATION OF  
6(f) CONVERSION AND  
REPLACEMENT PROPERTIES



# Site Development Plan for East Montlake Park and Washington Park Arboretum

LWCF project number 53-00025.5

RCO project number 66-037





## Attachment D: Map of the replacement property at Bryant Site



## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 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).

### 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 #: 2013-06

Purpose of Resolution: Approve proposal for recognizing outstanding completed projects.

### Background

At the April 2013 meeting, the Recreation and Conservation Funding Board (board) reviewed a proposal from Recreation and Conservation Office (RCO) staff for recognizing projects that embody the realization of a long-range vision that has resulted in a lasting legacy for a community, region, or the state. As presented by staff, the award would recognize completed board-funded sites that exemplify the best of the state's public outdoor recreation areas and conservation resources.

The board requested the following changes to the proposal.

- Annual awards, although decisions could be biennial
- Use of technology to market the benefits
- Incorporate a process so others could nominate or suggest sites for recognition.

After making those changes, staff reviewed the proposal with key stakeholders and prepared the final proposal for approval by the board.



## **Board Decision Requested**

Staff is asking the board to approve the proposal.

## **Analysis**

Based on board input, staff has refined the proposal by incorporating the board's requested changes and is presenting it for additional board review.

The proposal is included as Attachment A.

## **Strategic Plan Link**

Implementing a recognition program advances the board's objective to broaden public support and applicant pool for its grant programs.

## **Public Comment**

Staff worked with some key stakeholders to review the proposal.

## **Staff Recommendation**

Staff recommends that the board approve the proposal and begin implementation in 2013. The first award cycle will begin no later than 2015.

## **Next Steps**

If the board approves the proposal, staff would put together a small staff team to begin the work of identifying and researching project sites that might be considered for recognition.

Staff is working with a contractor to design the awards.

## **Attachments**

Resolution 2013-06

A. Recreation and Conservation Funding Board Outstanding Project Recognition

Recreation and Conservation Funding Board  
Resolution #2013-06  
Approving Recognition Proposal for Projects Considered  
to be Legacy or Visionary

**WHEREAS**, the mission of the Recreation and Conservation Funding Board (board) is to provide leadership and funding to help our partners protect and enhance Washington's natural and recreational resources for current and future generations; and

**WHEREAS**, the board wants to recognize sites that embody the realization of a long-range vision or that have resulted in a lasting legacy for a community, region, or the state; and

**WHEREAS**, providing such recognition would acknowledge the efforts of the public to preserve and protect Washington's natural and outdoor recreational resources; and

**WHEREAS**, the awards would recognize the significance of strategically investing public funds to make a difference to the social, health, and economic vitality of a community, region or the state; and

**WHEREAS**, the board believes that sharing the successes of its funding programs will inspire others to create sites and projects to better their communities; and

**WHEREAS**, the board has considered the proposal in three open public meetings and sought comment from key stakeholder groups, thereby supporting its goal to achieve a high level of accountability in managing the resources and responsibilities entrusted to it; and

**WHEREAS**, implementing a recognition program advances the board's objective to broaden public support and applicant pool for its grant programs;

**NOW THEREFORE BE IT RESOLVED** that the board hereby adopts the recognition proposal as presented in Attachment A.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

## Recreation and Conservation Funding Board Outstanding Project Recognition

The Recreation and Conservation Funding Board (board) award program honors 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 are 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, region, or the state<sup>1</sup>. The award recognizes completed board-funded sites that exemplify the best of the state's public outdoor recreation areas and conservation resources.

### Two Award Categories

1. **Visionary: Preparing for a vibrant future.** This award would be given to projects completed within the last five to ten years.
2. **Lasting Legacy: Influencing lives for generations.** This award would be given to projects completed more than ten years ago. Such sites are generally well-loved by those they serve, and often are recognized throughout the community, region, or state. They function as intended.

### Selection Process

The board will select recipients once during each biennium, but may schedule award ceremonies annually at the discretion of the director and board chair.

### Nomination Process

Once per biennium, staff will contact key stakeholder organizations to ask that they nominate projects they would recommend that staff review. RCO also could include nomination information on its Web site. RCO staff will also keep the award categories in mind as they conduct compliance inspections around the state.

### Staff Review

Staff will conduct its research, interviews, and consultation process during the odd-numbered year when the RCO is not accepting grant applications in most programs.

The award program is 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.

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<sup>1</sup> A site must include at least one project that was funded by the Recreation and Conservation Funding Board, but could also include areas not funded by the board.

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 type, 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 1960s<sup>2</sup>. To be considered a legacy project, sites would need to be viable and meeting the long-range vision established for the site.

In addition to the factors outlined for **visionary projects**, staff would then consider other factors such as:

- Upgraded, redeveloped, maintained, or modernized as needed to meet current needs;
- Quality of the habitat or other site features after years of public use.
- Ability to meet current public priorities for recreation and conservation.
- Influence or leverage for expanding the recreation or conservation estate.
- Meeting state plan priorities.

### 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 based on their best professional judgment.

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

## **Award Ceremonies and Public Recognition**

### **Award Ceremonies**

A board member and/or the director will present an award to the recipient at the project site or other meaningful location or event (e.g., city/council chambers, organization annual meeting, etc.). This award will be designed for indoor display.

A similar award will be provided for display at the project site. Where feasible, staff will encourage sponsors to use available technology to allow visitors to access information about the site, the project, board funding/support, and the award.

### **Public Recognition**

RCO staff will work with award recipients to place photos or other digital representations (e.g., a short video) of each project on the RCO Web site, creating a virtual "Hall of Fame."

The RCO also will publicize the award through the Web site and press materials. Staff will work with recipients to publicize and share details about the award-winning project with the media and other interested parties. Recipients will be expected to acknowledge the board funding in their press materials.

This award process will be incorporated into the RCO Communications Plan



## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Firearms and Archery Range Recreation Program, Review and Approve Ranked List for the 2013-15 Biennium

**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

This memo describes the evaluation process, category, and ranked list for the Firearms and Archery Range Recreation Program. As of this writing, the Legislature had not yet adopted a budget or appropriated funding for the program, so staff is asking the Recreation and Conservation Funding Board to (1) approve the ranked lists and (2) delegate authority to the director to fund the projects, contingent on approval of a 2013-15 state capital budget.

### Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Resolution #: 2013-07

Purpose of Resolution: Approve the ranked list of projects shown in Table 1 and delegate authority to the director to award grant funding to the ranked list of projects, contingent on approval of a 2013-15 state capital budget.

### Background

The Firearms and Archery Range Recreation (FARR) program provides funding to support firearm and archery recreation. This includes facilities for handgun, muzzleloader, rifle, shotgun, and archery activities. Established by the Legislature in 1990, the primary goal of the FARR program is to increase general public access to firearm and archery range facilities. The program is guided by policies outlined in board *Manual #11, Firearms and Archery Range Recreation Program*.

<b>Eligible Applicants</b>	State and local agencies and qualified nonprofit shooting organizations may apply. Applicants may submit multiple applications each grant cycle.
<b>Eligible Project Types</b>	Acquisition, development, and renovation projects are eligible.
<b>Match Requirements</b>	Applicant matching shares are: <ul style="list-style-type: none"> <li>• 33% for safety or noise abatement elements in range renovation projects.</li> <li>• 50% for all other project costs.</li> </ul>
<b>Funding Limits</b>	Grant requests are limited to \$100,000 per project.
<b>Public Access</b>	<ul style="list-style-type: none"> <li>• Facilities must be open to the general public for a minimum of eight hours per month, with special emphasis on access for the following: <ul style="list-style-type: none"> <li>○ Hunter and safety education classes</li> <li>○ Law enforcement personnel</li> <li>○ Members of the public with concealed weapons permits</li> </ul> </li> <li>• Funded facilities must be kept open and available for public use for a minimum of 10 years after project completion.</li> </ul>
<b>Other Program Characteristics</b>	<ul style="list-style-type: none"> <li>• Liability insurance is the only operational expense eligible for funding</li> <li>• A public hearing or meeting is required for projects that will: <ul style="list-style-type: none"> <li>○ Acquire or develop a range facility where one does not currently exist.</li> <li>○ Result in substantial new external impact on the surrounding area of an existing range.</li> </ul> </li> </ul>

### Estimated Funds Available

The FARR program receives funds from the sale of concealed pistol licenses. The Recreation and Conservation Office (RCO) receives three dollars from each permit sold, and typically conducts one grant round per biennium.

As of this writing, the Legislature has not yet adopted a budget for the 2013-15 biennium. Staff will update the board regarding the appropriation amount at the June meeting or when a budget is enacted.

## Analysis

### Evaluation Summary

Thirteen FARR projects were submitted for funding consideration. The FARR Advisory Committee used board-adopted criteria to review and rank projects in an open public meeting in Olympia, WA.

The committee included the following representatives all of whom are recognized for their expertise, experience, and knowledge about recreational shooting sports and hunter education:

<b>Advisory Committee Member</b>	<b>Discipline</b>
James E. Clem	Law Enforcement
Jerry Cline	Hunter Education
Gerald Graham	General Public
Robert Jaeger	General Public
Karen Jennings	General Public
Linda Parker	Archery
Colonel Jeff Pflug	Military
Jim Sell	Pistol
Patricia Sprague-Binder	Black Powder

The results of the evaluations, provided for board consideration, are found in Table 1.

### Strategic Plan Link

Consideration of these grant awards supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide. The grant process supports the board's goals to (a) achieve a high level of accountability in managing the resources and responsibilities entrusted to it, and (b) deliver successful projects by using broad public participation and feedback, monitoring, assessment, and adaptive management. The criteria for selecting projects support strategic investments in the protection, restoration, and development of recreation opportunities.

### Public Comment

No public comment has been received to date.

## Staff Recommendation

Given the uncertainty of the timing for final 2013-15 budget approval and the program funding level, staff recommends that the board approve the projects shown in Table 1 for each category

and delegate authority to the director to award funding based on the rankings once funds are appropriated.

If the legislature and the Governor approve a budget before the board meeting, the resolutions and tables may be revised so that the board can approve the ranked lists of projects and make the funding decisions.

### **Next Steps**

If the board approves the list, the RCO director would immediately be authorized to execute project agreements for projects that meet all post-approval requirements, including certification of matching resources, if funds are made available for this program.

### **Attachments**

Resolution # 2013-07

- Table 1 – Firearms and Archery Range Recreation Ranked List of Projects, 2013-15
- A. State Map of Projects
  - B. Evaluation Criteria Summary
  - C. Evaluation Summary 2013-15
  - D. Project Summaries

Recreation and Conservation Funding Board  
Resolution #2013-07  
Firearms and Archery Range Recreation  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, thirteen Firearms and Archery Range Recreation (FARR) program projects are eligible for funding; and

**WHEREAS**, these FARR projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects acquire and/or develop public outdoor recreation facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in *Table 1 – Firearms and Archery Range Recreation Ranked List of Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

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

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

*Adopted/Defeated/Deferred (underline one)*

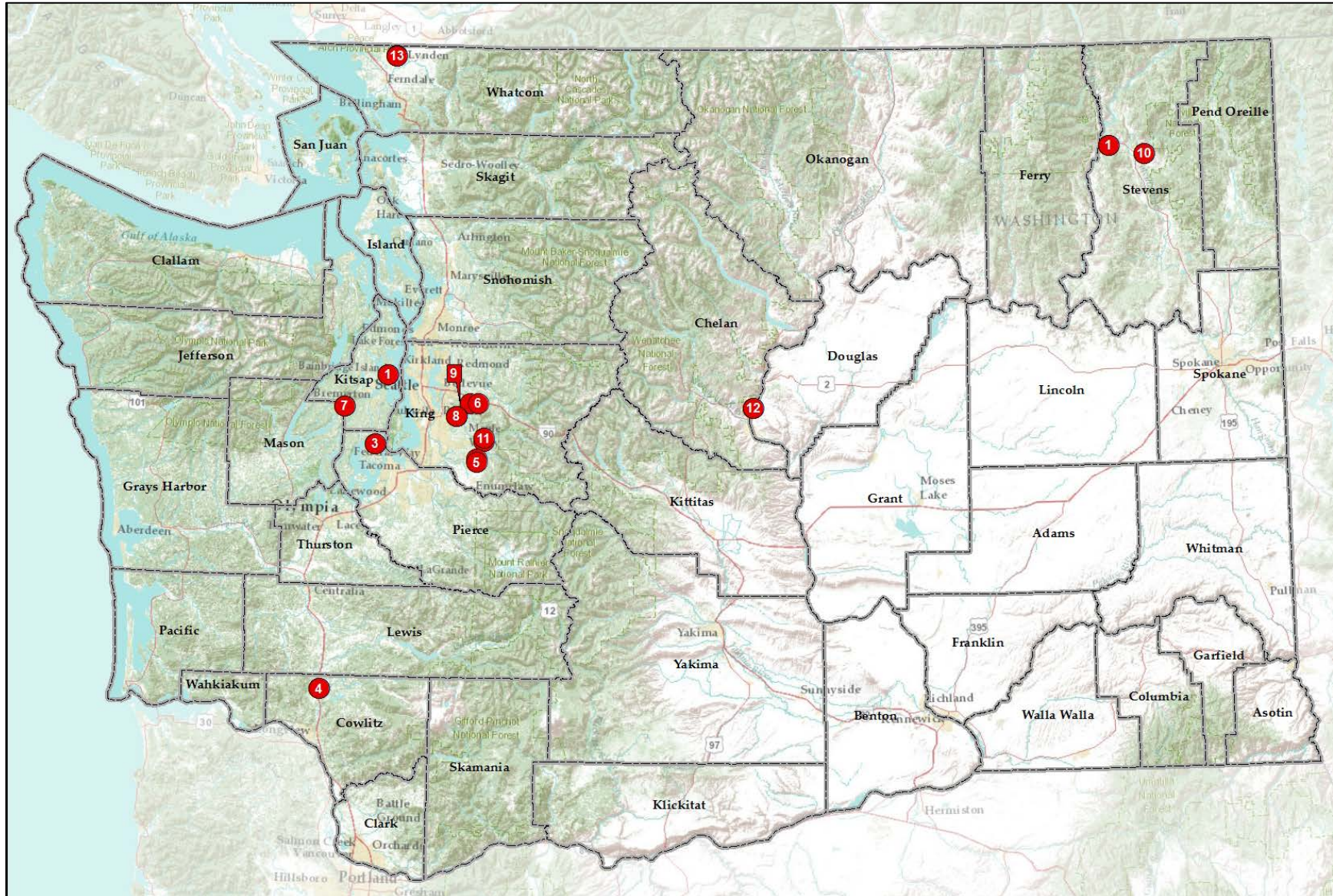
*Date:* \_\_\_\_\_



Table 1 – Firearms and Archery Range Recreation, Ranked List of Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 13	70.22	12-1717C	Kettle Falls Gun Club Development	Kettle Falls Gun Club	\$89,550	\$108,450	\$198,000	\$89,550
1 of 13	70.22	12-1769D	Rifle Range Safety Enhancement	Bainbridge Island Sportsmen's	\$95,181	\$56,928	\$152,109	\$184,731
3 of 13	69.89	12-1745D	Lead Shot Containment Curtain 2012	Gig Harbor Sportsmens Club	\$150,000	\$75,700	\$225,700	\$334,731
4 of 13	68.44	12-1810D	Cowlitz Range Phase 2	Cowlitz Game and Anglers	\$100,000	\$100,000	\$200,000	\$434,731
5 of 13	62.11	12-1442C	Black Diamond Acquisition and Security Upgrade	Black Diamond Gun Club	\$150,000	\$150,000	\$300,000	\$584,731
6 of 13	62.00	12-1792D	Issaquah Sportsmens Club Berm	Issaquah Sportsmens Club	\$21,000	\$21,000	\$42,000	\$605,731
7 of 13	60.67	12-1216D	Facilities Upgrades	Kitsap Bowhunters Archers	\$22,158	\$22,869	\$45,027	\$627,889
8 of 13	60.56	12-1171D	Bunker Machines	Renton Fish and Game Club Incorporated	\$32,656	\$32,657	\$65,313	\$660,545
9 of 13	60.44	12-1799D	Clubhouse Renovation Phase 2	Renton Fish and Game Club Incorporated	\$55,000	\$55,000	\$110,000	\$715,545
10 of 13	58.78	12-1788D	Fort Colville Skeet and Five Stand Trap Machines	Fort Colville Gun Club	\$42,000	\$42,000	\$84,000	\$757,545
11 of 13	53.33	12-1090D	Skeet and Trap Machines	Seattle Skeet and Trap Club	\$54,701	\$54,702	\$109,403	\$812,246
12 of 13	52.67	12-1748D	Wenatchee Gun Club Clay Target Machine Replacement	Wenatchee Gun Club	\$19,200	\$19,200	\$38,400	\$831,446
13 of 13	52.11	12-1781D	New Clubhouse and Skeet Machines	Lynden Shotgun Club	\$82,000	\$82,000	\$164,000	\$913,446
					<b>\$913,446</b>	<b>\$820,506</b>	<b>\$1,733,952</b>	

# State Map for Firearms and Archery Range Recreation Projects



## Firearms and Archery Range Recreation Program Evaluation Criteria Summary

FARR Evaluation Criteria Summary				
Scored by	Question	Item	Multiplier/ Maximum Points	Project Type
Advisory Committee	1	Need	3/15	Acquisition, Development, Combination
Advisory Committee	2	Immediacy of threat	2/10	Acquisition
			1/5	Combination
Advisory Committee	3	Project design	2/10	Development
			1/5	Combination
Advisory Committee	4	Impact on surrounding property*	1/5	Acquisition, Development, Combination
Advisory Committee	5	Expansion or renovation	1/5	Acquisition, Development, Combination
Advisory Committee	6	Health and safety	3/15	Acquisition, Development, Combination
Advisory Committee	7	Budget development	1/5	Acquisition, Development, Combination
Advisory Committee	8	Mandated uses	2/10	Acquisition, Development, Combination
Advisory Committee	9	Public access	3/15	Acquisition, Development, Combination
Advisory Committee	10	Need satisfaction	2/10	Acquisition, Development, Combination
RCO Staff	11	Applicant match	-/5	Acquisition, Development, Combination
RCO Staff	12	Growth Management Act compliance	-/0	Acquisition, Development, Combination
<b>Total Points Possible for Existing Sites=95</b>				Acquisition, Development, Combination
<b>Total Points Possible for New Sites=90</b>				Acquisition, Development, Combination

\*Applies only to existing sites and projects certified as qualifying for a higher funding level. See Question 3.



## Scoring Criteria, Firearms and Archery Range Recreation Program

### Scored by the Advisory Committee

1. **Need.** To what extent is this type of FARR project needed in the service area?
2. **Threat Immediacy (acquisition and combination projects only).** To what degree will implementation of this proposal reduce the impact of a threat to the future availability of this opportunity?
3. **Project Design (development and combination projects only).** Has this project been designed in a high quality manner?
4. **Impact on Surrounding Property.** How much will this project protect surrounding properties from noise impacts and/or projectile hazards originating from the range?
5. **Expansion and renovation.** Will the project effectively expand or renovate an existing facility?
6. **Health and Safety.** How much will this project improve the health and safety qualities of the range property.<sup>1</sup>
7. **Budget Development.** Is the budget appropriately developed with sufficient detail to ensure a successful, cost-effective project?
8. **Mandated Uses.** To what extent will the applicant make the facility available for range purposes to license holders, hunter or firearm education, or law enforcement?<sup>2</sup>
9. **Public Access.** To what extent will the FARR facility be available for access by the general public?<sup>3</sup>
10. **Need Satisfaction.** How well does this project satisfy the need identified in Question 1?

### Scored by RCO Staff

11. **Applicant Match.** What is the value of applicant contributions to this project?
12. **Growth Management Act Compliance.** Has the applicant made progress toward meeting the requirements of the Growth Management Act (GMA)?<sup>4</sup>

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<sup>1</sup>Revised Code of Washington 79A.25.720

<sup>2</sup>Revised Code of Washington 79A.25.720, paragraph 3.

<sup>3</sup>RCO Policy

<sup>4</sup>Revised Code of Washington 43.17.250 (Growth Management Act-preference required.)

## Firearms and Archery Range Recreation, Evaluation Scores, 2013-15

Rank	Question	1	2	3		4	5	6	7	8	9	10	11	12	Total
	Project Name	Need	Immediacy of Threat Com <sup>1</sup>	Dev <sup>1</sup>	Com <sup>1</sup>	Impact on Surrounding Property	Expansion or Renovation	Health and Safety	Budget Development	Mandated Uses	Public Access	Need Satisfaction	Applicant Match	GMA <sup>2</sup> Compliance	
1	Kettle Falls Gun Club Development	13.00	3.78		3.44	4.11	3.89	12.00	4.00	6.00	11.00	8.00	1.00	0.00	70.22
2	Rifle Range Safety Enhancement	11.33		8.00		4.11	3.67	12.67	3.89	8.22	10.33	8.00	0.00	0.00	70.22
3	Lead Shot Containment Curtain 2012	12.33		8.22		3.89	3.33	12.00	4.00	7.11	11.00	8.00	0.00	0.00	69.89
4	Cowlitz Range Phase 2	13.00		8.00			4.44	10.33	3.33	8.67	12.00	8.67	0.00	0.00	68.44
5	Black Diamond Acquisition and Security Upgrade	10.67	4.11		2.78	3.33	3.67	9.00	3.44	7.33	10.67	7.11	0.00	0.00	62.11
6	Issaquah Sportsmen Club Berm	11.33		7.11			3.67	12.00	2.56	6.89	10.67	7.78	0.00	0.00	62.00
7	Kitsap Bowhunters Archers Facilities Upgrades	10.00		7.56			3.67	8.33	4.22	6.67	12.67	7.56	0.00	0.00	60.67
8	Bunker Machines Clubhouse	10.67		6.67			3.67	10.00	3.89	6.67	11.67	7.33	0.00	0.00	60.56
9	Renovation Phase 2	10.67		7.11			3.22	6.67	3.56	8.44	13.00	7.78	0.00	0.00	60.44
10	Fort Colville Skeet and Five Stand Trap Machines	10.33		7.78			3.89	6.33	3.78	7.56	10.67	8.44	0.00	0.00	58.78
11	Skeet and Trap Machines	9.33		6.44			3.56	6.33	3.56	6.00	11.00	7.11	0.00	0.00	53.33
12	Wenatchee Gun Club Clay Target Machine Replacement	7.67		6.67			3.11	7.33	3.56	5.33	12.33	6.67	0.00	0.00	52.67
13	New Clubhouse and Skeet Machines	9.00		5.78			3.44	8.00	2.89	6.89	9.67	6.44	0.00	0.00	52.11

Evaluators score Questions 1-10; RCO staff scores

<sup>1</sup>Dev=Development Projects, Com=Combination Projects<sup>2</sup>Growth Management Act



# Firearms and Archery Range Recreation Program

## Project Summaries (In Rank Order)

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### **Kettle Falls Gun Club** **Expanding the Kettle Falls Gun Club**

**Grant Request: \$89,550**

The Kettle Falls Gun Club will use this grant to buy and develop 10 acres to expand the current shooting range, which is 2 miles south of Kettle Falls in Stevens County. The gun club will install utilities and build a new clubhouse, three trap fields, roads, and parking. This project replaces facilities that have lasted past their life cycle. By accomplishing this project, the gun club will provide a modern shooting range for its membership, the local high school shooting team, hunter safety classes, local law enforcement agencies, and other activities. The Kettle Falls Gun Club will contribute \$108,450 in cash and donations of equipment, labor, land, and materials. (12-1717)

### **Bainbridge Island Sportsmen's Club** **Enhancing Rifle Range Safety**

**Grant Request: \$95,181**

Bainbridge Island Sportsmen's Club will use this grant to improve safety at the rifle range. The club will move the range building 20 feet to allow a true 100-yard range, install safety lights, place a granite-filled berm and cap on the receiving end to trap ricochets, rebuild two muffler boxes and build two additional boxes, and widen the range 10 feet to accommodate two new shooting lanes. The club also will build shooting stations and tables that individuals sit at to shoot and install special beams to prevent bullets from escaping the range. Finally, the club will resolve drainage problems, develop a link to a parking spot for people with disabilities, and plant rapidly growing trees to serve as a sound barrier. The Bainbridge Island Sportsmen's will contribute \$56,928 in donated labor. (12-1769)

### **Gig Harbor Sportsmen's Club** **Installing a Lead Shot Containment Curtain**

**Grant Request: \$150,000**

The Gig Harbor Sportsmen's Club will use this grant to build a 50-foot by 480-foot, lead shot containment curtain behind traps one through four. The curtain will be built on the club grounds and will ensure that no shot leaves the property, make spent shot recovery easy and more frequent, and create a safer and cleaner environment. The Gig Harbor Sportsmen's Club will contribute \$75,700. (12-1745)

### **Cowlitz Game and Anglers** **Completing the Cowlitz Range**

**Grant Request: \$100,000**

The Cowlitz Game and Anglers Club will use this grant to complete construction of the Cowlitz Shooting Range, which is 3 miles north of Castle Rock in Cowlitz County. The club will build a clubhouse, pistol range, trap fields, and pathways, and install utilities, a range security system, and general security lighting. Trap throwing machines, liability insurance and permitting costs

## Firearms and Archery Range Recreation Program Project Summaries (In Rank Order)

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will also be provided by this grant. The Cowlitz Game and Anglers Club will contribute \$100,000 from a private grant and donations of cash, equipment, labor, and materials. (12-1810)

### **Black Diamond Gun Club**

**Grant Request: \$150,000**

#### **Expanding the Club and Upgrading Security**

The Black Diamond Gun Club will use this grant to buy about 60 acres of adjacent Weyerhaeuser land for future expansion. The land lies along the northeast and northwest edges of the property. It would be developed in the future with a firearms training facility, hunter safety education facility, sporting clays range, and an archery range. It also provides a needed buffer from the increasing development occurring around the club. The gun club also will use this grant to design and install a surveillance and member access control system to enhance the security of the clubhouse, shooting ranges, storage buildings, and parking areas. The club is 2 miles south of Black Diamond and serves more than 400 members and 1,000 non-members. The Black Diamond Gun Club will contribute \$150,000 from a private grant and donations of cash and labor. (12-1442)

### **Issaquah Sportsmen's Club**

**Grant Request: \$21,000**

#### **Building a Safety Berm**

The Issaquah Sportsmen's Club will use this grant to build a new state-of-the-art berm for the 25-yard shooting area. Construction of the berm will limit the distance a bullet travels before it is captured, minimizing ricochet. The land beyond the berm will give the club a place to store maintenance equipment and raw materials needed to maintain the range. The additional storage space will help the club improve its maintenance schedules, services to shooters, and the overall safety of the facility. Located just southeast of Issaquah and adjacent to Issaquah High School, the sportsmen's club is a primary provider of shooting sports facilities for central King County. The club has more than 500 members and supports more than 3,000 independent public shooters using the facility. The Issaquah Sportsmen's Club will contribute \$21,000. (12-1792)

### **KBH Archers**

**Grant Request: \$22,158**

#### **Upgrading the KBH Archers' Facilities**

KBH Archers Inc. will use this grant to build a roof over the shooting line and spectator area of the outdoor practice range, pave a 300-foot path to the practice range, and replace several target frames at the archery club, which is 7 miles north of Belfair. The club has a 2-mile roving field course with 28 targets, a practice range, and an indoor range with 18 shooting lanes. KBH Archers will contribute \$22,869 in cash and donations of equipment and labor. (12-1216)

## Firearms and Archery Range Recreation Program Project Summaries (In Rank Order)

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### **Renton Fish & Game Club Inc. Buying Bunker Machines**

**Grant Request: \$32,656**

The Renton Fish & Game Club will use this grant to buy 15 automatic traps to enhance its international trap. The club is the only one in Washington that offers international trap, and the new traps will allow the club to start a youth program and train kids possibly to be future Olympians. Located in the Renton Highlands, the club serves more than 900 members and 10,000 non-members annually. With this grant, the club also will buy a computer system that is token-controlled, make adjustments to its conduit and electrical systems needed to install the traps, and rebuild platforms for the traps. The Renton Fish & Game Club Inc. will contribute \$32,657 in cash and donations of labor and materials. (12-1171)

### **Renton Fish & Game Club Inc. Completing the Clubhouse Renovation**

**Grant Request: \$55,000**

The Renton Fish & Game Club will use this grant to complete the interior renovation of the clubhouse, which includes remodeling the kitchen and building a large classroom that can be divided into two smaller rooms. The club conducts hunter safety courses, firearms safety courses, police training, and multiple range officer trainings as well as hosts a number of large events such as the Washington State Championship for Cowboy Action Shooting and the Washington State Championship for the International Defensive Pistol Association. The original clubhouse was constructed about 1951. The Renton Fish & Game Club will contribute \$55,000 in donations of cash and labor. (12-1799)

### **Fort Colville Gun Club Buying Trap Machines**

**Grant Request: \$42,000**

The Fort Colville Gun Club will use this grant to buy nine trap machines and a target counter. The project will allow the club, which is 3 miles east of Colville in Stevens County, to expand shooting opportunities to the public. The new machines will replace four skeet machines and also add five machines to an existing skeet field to develop a five-stand sporting clays facility. A remote control target counting key card will be used with the new throwing machines. The Fort Colville Gun Club will contribute \$42,000. (12-1788)

### **Seattle Skeet and Trap Club Replacing Aging Skeet and Trap Machines**

**Grant Request: \$54,701**

The Seattle Skeet & Trap Club, which is in eastern King County, will use this grant to buy new clay target throwing machines for skeet and trap shooting to replace equipment that is more than 30 years old. Some of the old machines were bought as used equipment when the club was just starting up. Replacement parts are not readily available and repair expertise is limited to a few people. Additionally, the club expects to attain basic repair and maintenance training from

## Firearms and Archery Range Recreation Program Project Summaries (In Rank Order)

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the manufacturer for several range volunteers. The Seattle Skeet and Trap Club will contribute \$54,702 in cash and donations of labor and materials. (12-1090)

### **Wenatchee Gun Club Replacing Clay Target Machines**

**Grant Request: \$19,200**

The Wenatchee Gun Club will use this grant to buy four new clay target machines. The club bought biodegradable targets, which are healthier for the environment and less expensive, but more fragile than those previously used. The old target throwing machines break nearly 8 percent more biodegradable targets than standard targets. . The new machines are more efficient and will increase the capacity for more shooters and additional tournaments. The new traps will enhance the clay target shooting sport in the Wenatchee Valley by offering more clay target sporting options, reduce the cost of operation, improve the environment, and keep the sport affordable for the public. The Wenatchee Gun Club will contribute \$19,200 in cash and donated labor. (12-1748)

### **Lynden Shotgun Club Building a New Clubhouse and Replacing Skeet Machines**

**Grant Request: \$82,000**

The Lynden Shotgun Club will use this grant to build a new clubhouse and replace aging skeet machines. The club plans to replace a 50-year-old chicken coop that was remodeled into the clubhouse in the early 1980s. The clubhouse is inadequate as a training and meeting facility, has no insulation, is expensive to heat in winter, has mold problems, and needs new flooring and walls. The proposed new building will be significantly larger and will have modern facilities, wiring, and heating. It will be connected to existing restroom and showers, which also will be improved. The old clubhouse will be converted to a storage facility. The club also will use this grant to buy two skeet machines providing five fields with modern, target-throwing equipment. The Lynden Shotgun Club will contribute \$82,000 in cash and donated labor. (12-1781)

RECEIVED

JUN 13 2013

RECREATION AND CONSERVATION OFFICE

16212 Reitan Road NE  
Bainbridge Island, WA 98110  
June 11, 2013

Ms. Kathleen Cottingham, Director  
Washington State Recreation and Conservation Office  
P O Box 40917  
Olympia, Washington 98504-0197

Dear Ms Cottingham:

I am writing about my concerns with the grant process for FARR projects.

I have long admired the RCO's process and staff support for park projects. These are very thorough, professional and technically competent. This is what I expected when I was told that a local gun range project would have a full RCO technical review. However, when I recently reviewed the process that has been followed, I became very concerned about the lack of professional technical review, particularly for safety and environmental issues. The use of public FARR funds must include consideration of public safety and Washington's environmental laws. I do not believe this has occurred during this year's process and should lead to immediate reevaluation of this year's FARR grant award recommendations prior to final award by the Funding Board.

My concerns regarding the process include the following issuers:

- The process for community input is seriously flawed.

Projects that will have major impacts on communities are not required to publish an accurate description and all plans in a local newspaper. The public meeting can be announced in a small, easily-missed newspaper announcement under a misleading title. For example, a project where more than half of the funding is going toward a major facility expansion, was announced and reviewed by RCO as a safety improvements project, and the expansion was not covered in the community presentation. In addition, the public is not told how to raise concerns to the RCO. When asked by attendees about safety and environmental problems, the public was told that there would be a full RCO technical review that would take care of any of these concerns. When a citizen asked if there were any follow-up meetings in which they could discuss concerns, they were told the applicants only had to have one meeting. The public was not told that they could or should communicate any concerns directly to RCO staff or how to do so. There is also no place in the project evaluation for solicitation and presentation of public comment directly to RCO staff and the Advisory Committee. RCO must ensure that the entire project is accurately described to the public and that public comment is properly solicited and considered in the project evaluation process

- The application and evaluation process for FARR grants is based on the processes for park projects, but would be more effective if better tailored to FARR projects, especially for firearms projects. These should be more thoroughly evaluated for safety and environmental impacts, since personal injury, property damage, and environmental contamination are particular concerns for gun ranges.



- There is no professional technical architectural, engineering and ballistics review of proposed firearms projects to ensure that the proposed facilities do not put the general public at risk or add to environmental contamination.

The staff and manual clearly state that the staff and advisory committee are not responsible for evaluating safety of projects, although safety is included in the evaluation ratings and rankings. I was told that although the staff made on-site visits, they did not have the technical knowledge to evaluate safety issues. Staff had not reviewed generally accepted sources, such as various range design manuals. They were not aware of basic information such as the shotfall areas/surface danger zones being located almost entirely off the property, or of the target area being only 15 yards from the property line adjacent to residential property. This would normally require full enclosure of a rifle range facility. Basic design criteria such as backstop berm height (as recommended by the NRA) were not reviewed or followed.

I was also told that consultants are not used to provide impartial technical review and staff support. This would help to ensure that the State is not paying for projects that could endanger the public safety and create or add to existing environmental concerns. Better technical information would affect ratings for at least five of the twelve FARR evaluation criteria.

Furthermore, the current Advisory Committee members, on whom the staff evidently depends for technical reviews, are not qualified professional architectural or engineering range designers and receive no staff or consultant support for technical issues. All Committee members are NRA members who are active shooters, including the ex-officio member who represents NRA range advisors. There are no members representing the non-shooting general public or those with professional backgrounds in range safety evaluation and/or design or environmental impacts. Representatives with these backgrounds should be added to the Committee.

Rather than depend solely on the volunteer Advisory Committee for evaluation of technical issues, the process could also be improved by providing additional training to staff and the use of engineering, architectural and environmental professionals or consultants for technical evaluations. This technical evaluation and rating could be added as a separate part of the evaluation process or could supplement and support the staff review and evaluation, which could receive greater weight. These actions should lead to a more thorough and comprehensive evaluation of projects, particularly regarding range design, public safety and environmental impacts.

- There is no review of shotfall areas/surface danger zones for all firearms projects,

Although shotgun ranges with off-property safety zones are evidently not eligible for FARR grants, there were no requirements for applicants for rifle range funding to contain shotfall areas onto their own property, even those areas that are reduced 50% for having safety improvements. As a result, a project whose shotfall area/surface danger zone is almost entirely off the property is recommended for funding. Based on independent engineering analysis, even a reduced shotfall area/surface danger zone reflecting safety improvements will cover an elementary and a middle school, as well as major residential developments. Since this range has been closed years, the RCO project definitely increases public risk. The RCO should not be funding projects that do so. Projects such as the one mentioned

should be directed to apply for funding for an enclosed range, which fully mitigates the location issues.

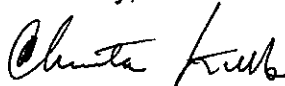
- There is no review of the current environmental status of proposed gun range facilities. Applicants are not asked about environmental contamination status or required to disclose if they are listed by the Department of Ecology as a toxic waste site.

It makes no sense to publicly fund a facility that is not meeting the State's laws regarding toxic waste. In this case, the Department of Ecology not only had listed the property as a toxic waste site, but has initiated a process to remove the owner from the State's Voluntary Cleanup Program because of lack of cooperation and unwillingness to proceed with the required process and failure to provide necessary reports to the State. FARR has previously funded projects at the same facility, apparently without knowledge or consideration of the site's State toxic waste site designation. It is particularly ironic that taxpayers may be asked to pay for cleanup of contamination created by a State funded FARR project.

In summary, I hope that the FARR grant award process can become as strong as those of other RCO programs. I would like you to direct the delay of grant awards until an appropriate technical review of projects can be conducted. If this cannot be done, I believe the Funding Board should direct the staff to delay fund distribution until a review of technical safety and environment issues can be completed, particularly for those projects about which issues have been raised.

Firearms are a sensitive topic, but I believe most citizens would support a strong, thorough funding process that will decrease risks of personal injury, property damage, environmental impacts and unwise use of public funds. RCO's clients are the people of Washington, not one interest group, and the benefit and safety of the public must remain paramount throughout the funding process.

Sincerely,



Christa Little

cc: Senator Christine Rolfes  
Representative Drew Hanson  
Representative Sherry Appleton  
Governor Jay Inslee

Natural Resources Building  
1111 Washington St. S.E.  
Olympia, WA 98501

P.O. Box 40917  
Olympia, WA 98504-0917



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

STATE OF WASHINGTON

RECREATION AND CONSERVATION OFFICE

June 21, 2013

Ms. Christa Little  
16212 Reitan Road NE  
Bainbridge Island, WA 98110

RE: Firearms and Archery Range Recreation Program

Dear Ms. Little:

I writing in response to your letter, dated June 11, 2013, in which you express concerns about the grant process for the Firearms and Archery Range Recreation (FARR) Program. I appreciate your interest in ensuring governmental accountability of public investments made through the Recreation and Conservation Office (RCO). As you know, the Recreation and Conservation Funding Board (board) adopts the process and evaluation criteria we use for reviewing and evaluating projects. We are always interested in streamlining and improving our grant programs and processes.

You have identified some issues that need to be addressed by the local permitting agencies or the local land use entity. Because these kinds of issues are not within the authority of the board, they have been reluctant to weigh in on these matters. We will provide a copy of your letter to the board, and they can decide whether the 2012 FARR project funding should be delayed.

This program is designed to provide funding to improve ranges to make them safer, quieter, and to adapt to modern codes and conditions. The grants also help provide a place for hunter safety education and use by members of the public. The role of RCO grants managers is to provide technical assistance as it relates to project and program eligibility requirements. Projects are then reviewed and evaluated by a citizen advisory committee comprised of representative from various shooting disciplines as outlined in our statute. The evaluation by this committee becomes the basis for the recommendation to the board. The board has made it clear that neither RCO staff nor its advisory committee will evaluate the degree to which a range is safe. This is clearly the responsibility of the project sponsor and appropriate permitting authorities.

You made several thoughtful suggestions about how we can make improvements to our application, review, and evaluation processes for FARR projects. These include reassessing the make-up of the advisory committee, providing additional technical



Ms. Christa Little

Page 2

June 21, 2013

assistance and guidance to applicants, and incorporating additional staff training. Your suggestions are timely and will be considered as we prepare for the 2014 grant cycle.

Periodically, the board reviews adopted policies to determine if changes are needed. Before changes are approved, they request public comment. If you are interested in providing comments on future revisions, we can add you to our "interested parties" list for this grant program so you can know of any proposed changes.

Thank you for your interest in the FARR program. I will be sharing your letter with the board at their June 25, 2013 meeting in Olympia, WA. If you have additional questions or would like to be added to our mailing list, please contact Marguerite Austin at (360) 902-3016 or [marguerite.austin@rco.wa.gov](mailto:marguerite.austin@rco.wa.gov).

Sincerely,

A handwritten signature in black ink that reads "Kaleen Cottingham". The signature is written in a cursive, flowing style.

Kaleen Cottingham  
Director

**From:** [Philip O'Hartigan](#)  
**To:** [Connolly, Rebecca \(RCO\)](#)  
**Cc:** [dward@bainbridgewa.gov](mailto:dward@bainbridgewa.gov); [khytopoulos@bainbridgewa.gov](mailto:khytopoulos@bainbridgewa.gov)  
**Subject:** Sustain, support and improve BISC Bainbridge Island Sportmans Club  
**Date:** Monday, June 24, 2013 10:14:58 AM

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To whom it may concern,

I live at 10245 NE Ruddy Duck Lane, Bainbridge Island, WA 98110. I am not a member of the BISC but support their improvements of facilities using state grants and other funds to improve safety conditions and range opportunities. I am not a NRA member, tend to vote heavily democratic, support maintaining a clean and useful environment and most importantly, have children at Ordway/Sakai and next year Woodward. I am also a professional city planner, who finds the current zoning acceptable and in working for the Navy, am familiar with safety distances.

My action to provide comment follows the reading of the 20 JUN 2013 flier from bainbridge clean quiet and safe (BCSF). I am glad they have raised this issue, finding their concern as a positive, their logic however, as flawed. The BISC has been in place for more than half a century and as development has encroached upon it, the development must account for the parameters that the club operates under and provides back to the community. I personally am more concerned about a student bringing a loaded gun to school and the statistics of tragedy occurring therefrom than the proximity of the school to the club. There is also significant land undulation and dense vegetation that if a stray bullet were to exit property confines would lessen the chance of it traveling via ricochet or along line of sight to the roadway.

I would prefer that BCQS work w/ the BISC to improve range conditions vice oppose funding to improve the club and would welcome the city providing funds (my tax dollars in part) to improve safety at the club and provide the community with a safe place to learn how to use guns. Please accept this commentary as a letter of support on behalf of the Bainbridge Island Sportmans Club. Please also note as indicated, I understand BSQC intent to improve safety conditions and generally agree that safeguards and buffers are valuable for segregating potentially conflicting uses, understanding which use came first.

Thank you for the opportunity to comment.

Very Respectfully

Philip O'Hartigan, AICP  
ohartigan@yahoo.com  
360 472-0184



**From:** [Silvia Torres](#)  
**To:** [Connolly, Rebecca \(RCO\)](#)  
**Subject:** Bainbridge Island Sportsmen's Club rifle range project  
**Date:** Monday, June 24, 2013 4:07:16 PM

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Dear Ms Connolly,

I live a short distance from the Sportsman Club Road and New Brooklyn Road intersection on Bainbridge Island.

I am writing to ask that funding for the Bainbridge Island Sportsmen's Club (BISC) rifle range project not be awarded at this time. I have not seen an environmental safety review by a professional and impartial body and am concerned about the negative effects of re opening the rifle range. I understand none has been carried out and it seems clear that this is vital in this situation. If you know of such a professional, impartial study, please could you give me the details so that I can have access to it.

I often see children walking from the nearby schools walking past the BISC and always worry slightly about driving by there myself because of the possibility of misfire. I find the sound of gunshot disturbing even when I am in my home, as it is extraordinarily loud and impossible to ignore, and is always startling. I have often wondered why residents of a populated area should have to endure a shooting range of any sort in their midst.

I am also concerned about unnecessary contamination of land by lead and other substances.

Please could you acknowledge receipt of this email and let me know where the proposed rifle range project funding stands.

With best regards,

Silvia N Torres

**From:** [Mark Lawrence](#)  
**To:** [Connolly, Rebecca \(RCO\)](#)  
**Subject:** Bainbridge Island Sportsman's Club Grant proposal  
**Date:** Monday, June 24, 2013 4:07:31 PM

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Hello Rebecca

I am writing as a concerned citizen noting your pending approval of a grant to expand the Bainbridge Island Sportsman's club.

Before the Recreation and Conservation Office approves this I want to bring the following information to your attention:

1. The Bainbridge Island Sportsman's club does not conform to Army Shooting Range Specifications.
2. The Bainbridge Island Sportsman's club does not conform to NRA Shooting Range Specifications.
3. In particular the Shot Fall Area from the club includes hundreds of single family homes, a Middle School and an Intermediate School.
4. In 2004 an escaped bullet from the range hit a residential garage. Although improvements were made the club still does not meet NRA and Army shooting range specifications.
5. The Bainbridge Island Sportman's Club is now an official Toxic Waste site due to lead shot accumulation in the ground.
6. The Bainbridge Island Sportsman's Club has failed to meet the voluntary clean up criteria required by Washington State.

It is unfathomable to me that your office would consider extending a grant to an institution with this track record. Sorry about the late delay, but, this serious matter has only recently come to my attention.

I will be following this with written communication. It is possible that the various home-owners associations and individual home owners will take stronger action against the several parties involved.

Thanks in advance for your response and due consideration

Mark Lawrence

8655 NE Stager Ct  
Bainbridge Island  
Washington 98110

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Washington Wildlife and Recreation Program, Approve Grants for the 2013-15 Biennium

**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

The Recreation and Conservation Funding Board (board) adopted the ranked lists of projects for the Washington Wildlife and Recreation Program (WWRP) in October 2012. As of this writing, the Legislature had not yet adopted a budget or appropriated funding for the program, so Recreation and Conservation Office (RCO) staff is asking the board to delegate authority to the director to award grant funding to the ranked lists of projects, contingent on approval of a 2013-15 state capital budget.

### 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 #: 2013-08

Purpose of Resolution: Delegate authority to the director to award grant funding to the ranked lists of projects as previously approved by the board, contingent on approval of a 2013-15 state capital budget.

### Background

Applicants submit Washington Wildlife and Recreation Program (WWRP) project proposals to the RCO during the even-numbered calendar year of each biennium. In 2012, WWRP evaluation committees evaluated and ranked projects in each of the eleven categories using criteria adopted by the Recreation and Conservation Funding Board (board).

In October 2012, the board adopted the ranked lists of WWRP projects for submittal to the Governor and Legislature (resolutions #2012-09 through 2012-19). The Governor submitted the lists to the Legislature without changes.

As of this writing, the Legislature has not yet adopted a budget for the 2013-15 biennium. Staff will update the board regarding the appropriation amount at the June meeting or when a budget is enacted.

### **Certification of Match Required**

Applicants must certify that they have matching funds available before the June 25 funding meeting<sup>1</sup>. Staff notified applicants of this requirement on April 19. Most applicants certified that their matching funds are available; however we do not have match certifications for the following projects:

- Rank 32, WWRP Local Parks – Paul Powers Park Development (12-1096D): Port Orchard did not certify match for this project because of its low ranking.
- Rank 42, WWRP Local Parks – Spurrell Dock Canopy (12-1477D): South Bend did not certify match for this project because of its low ranking.
- Rank 43, WWRP Local Parks – McCormick Village Park (12-1092D): Port Orchard did not certify match for this project because of its low ranking.
- Rank 14, WWRP Trails – Edmonds Sunset Avenue Overlook Trail (12-1052D): Edmonds did not certify match for this project.

### **Changes to the Ranked Lists since the Board Approval**

Since the board adopted the ranked lists in October 2012, there have been few changes. Two sponsors have asked that their projects be removed from consideration, as follows:

- Rank 39, WWRP Local Parks - Central Washington Regional Soccer Complex Acquisition (12-1320A): Yakima withdrew the project because of land use issues, which makes the site unsuitable for the proposed recreational use.
- Rank 19, WWRP Trails – Highway 20 Trail Paving (12-1129D): Skagit County withdrew the project because of its low ranking. They are using county resources to complete the trail.

At this time, staff does not know if the Legislature will change any of the lists.

## **Analysis**

### **Strategic Plan Link**

Consideration of these grant awards supports the board's goal to protect, restore, and develop habitat and recreation opportunities that benefit people, fish and wildlife, and ecosystems. The grant process supports the board's goals to (a) achieve a high level of accountability in managing the resources and responsibilities entrusted to it, and (b) deliver successful projects by using broad public participation and feedback, monitoring, assessment, and adaptive

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<sup>1</sup> WAC 286-13-040(3)

management. The criteria for selecting projects support strategic investments in the protection, restoration, and development of habitat and recreation opportunities.

### **Public Comment**

The board received public comment about these projects in October 2012. No additional public comment has been received.

### **Staff Recommendation**

RCO staff recommends that the board delegate authority to the director to award grant funding to the ranked lists of projects as previously approved by the board, contingent on approval of a 2013-15 state capital budget.

Funding would be awarded according to existing board policy and rules, subject to any changes made by the Legislature. For example, projects that (1) are withdrawn from consideration by the sponsors, (2) do not meet pre-agreement requirements including certification of match, or (3) are removed from consideration by the Legislature and/or Governor would not be eligible for funding.

### **Next Steps**

If the board approves the list, the RCO director would immediately be authorized to execute project agreements for projects that meet all post-approval requirements, if funds are made available for this program.

### **Attachments**

Resolution 2013-08

- Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15



Recreation and Conservation Funding Board  
Resolution #2013-08  
Washington Wildlife and Recreation Program  
Delegation of Authority to Director to Award Funding

**WHEREAS**, the Recreation and Conservation Funding Board approved the ranked lists of WWRP projects reflected in *Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15* at their October 2012 meeting; and

**WHEREAS**, the Recreation and Conservation Funding Board (board) recommended ranked lists of eligible Washington Wildlife and Recreation Program (WWRP) projects to the Governor for inclusion in the 2013-15 State Capital Budget; and

**WHEREAS**, the projects in the Habitat Conservation Account (a) address a variety of critical habitat needs, (b) restore existing lands to self-sustaining functionality, (c) protect areas that have retained their natural character and are important in preserving species or features of value, and (d) have been evaluated based on long-term viability, thereby supporting the board's goals to help agencies maximize the useful life of board-funded projects and to fund projects that maintain fully functioning ecosystems, sustain Washington's biodiversity, or protect "listed" species and natural settings; and

**WHEREAS**, the Outdoor Recreation Account projects involve acquisition, development, and/or renovation of properties for recreation, public access on state lands, trails, and access to water, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide, including bicycling and walking facilities and facilities most conducive to improved health; and

**WHEREAS**, the projects in the Riparian Protection Account provide habitat benefits for a variety of species, thereby supporting the board's strategy to provide partners with funding to for projects that help sustain Washington's biodiversity; protect "listed" species, and maintain fully functioning ecosystems; and

**WHEREAS**, the projects in the Farmland Preservation Account meet criteria that demonstrate preference for perpetual easements, thus supporting the board's strategic goals to maximize the useful life of Board-funded projects and to fund projects that maintain fully functioning ecosystems; and

**WHEREAS**, the approval of these projects occurred in open public meetings, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner, and the board's principles to make strategic investments that are guided by community support and established priorities; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the 2013-15 biennium; and

Recreation and Conservation Funding Board  
Resolution #2013-08  
Washington Wildlife and Recreation Program  
Delegation of Authority to Director to Award Funding

**WHEREAS**, RCW 79A.15.030 (7) authorizes RCO to use up to three percent (3%) of the WWRP appropriation for administration of the program;

**NOW THEREFORE BE IT RESOLVED**, contingent on funds being appropriated for the program in the 2013-15 biennial budget, that three percent (3%) of the WWRP appropriation be subtracted from the appropriation, to be used for administration of the program, and the remaining funds be distributed to the eleven WWRP categories according to statutory requirements and board policy; and

**BE IT FURTHER RESOLVED**, that the Recreation and Conservation Funding Board delegates authority to the director to award funds to the projects based on the ranked lists in *Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15* pursuant to existing board policy and rules, and subject to any changes made by the Legislature; and

**BE IT FURTHER RESOLVED**, that the Recreation and Conservation Funding Board authorizes RCO's Director to execute agreements necessary to facilitate prompt project implementation.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

## Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

### Critical Habitat Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Cumulative Grant Request
1 of 6	44.88	12-1133A	Rattlesnake Mountain 2012	Washington Department of Fish and Wildlife	\$4,500,000	\$4,500,000
2 of 6	41.75	12-1132A	Heart of the Cascades 2012	Washington Department of Fish and Wildlife	\$1,500,000	\$6,000,000
3 of 6	39.63	12-1125A	Mountain View 4-0 and Hanson Ridge	Washington Department of Fish and Wildlife	\$4,600,000	\$10,600,000
4 of 6	39.00	12-1478A	Mid-Columbia 2012	Washington Department of Fish and Wildlife	\$950,000	\$11,550,000
5 of 6	34.63	12-1127A	Okanogan Similkameen 2012	Washington Department of Fish and Wildlife	\$3,100,000	\$14,650,000
6 of 6	33.88	12-1137A	Rock Creek 2012	Washington Department of Fish and Wildlife	\$1,000,000	\$15,650,000

**\$15,650,000**

## Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

### Natural Areas Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Cumulative Grant Request
1 of 8	43.25	12-1173A	Camas Meadows Natural Area Preserve 2012	Washington Department of Natural Resources	\$1,862,700	\$1,862,700
2 of 8	41.13	12-1182A	Wanapum Natural Area Preserve 2012	Washington Department of Natural Resources	\$1,921,500	\$3,784,200
3 of 8	41.00	12-1181A	Upper Dry Gulch Natural Area Preserve 2012	Washington Department of Natural Resources	\$2,739,712	\$6,523,912
4 of 8	40.25	12-1183A	Washougal Oaks Natural Area 2012	Washington Department of Natural Resources	\$1,590,225	\$8,114,137
5 of 8	39.25	12-1177A	Lacamas Prairie Natural Area 2012	Washington Department of Natural Resources	\$1,750,350	\$9,864,487
6 of 8	38.38	12-1174A	Dabob Bay Natural Area 2012	Washington Department of Natural Resources	\$2,130,450	\$11,994,937
7 of 8	36.38	12-1180A	Trombetta Canyon Natural Area Preserve 2012	Washington Department of Natural Resources	\$604,800	\$12,599,737
8 of 8	35.75	12-1135A	Merrill Lake Natural Area	Washington Department of Fish and Wildlife	\$2,300,000	\$14,899,737
					<b>\$14,899,737</b>	

**Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15**

## State Lands Restoration and Enhancement Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 16	50.50	12-1226R	Oak Creek Forest Restoration	Washington Department of Fish and Wildlife	\$380,000	\$25,000	\$405,000	\$380,000
2 of 16	50.25	12-1527R	South Puget Sound Prairie and Oak Woodland	Washington Department of Fish and Wildlife	\$324,500		\$324,500	\$704,500
3 of 16	49.00	12-1349R	Klickitat Canyon Natural Resources Conservation Area Forest and Meadow Restoration	Washington Department of Natural Resources	\$72,500		\$72,500	\$777,000
4 of 16	46.88	12-1561R	Admiralty Inlet Natural Area Preserve Restoration Phase 2	Washington Department of Natural Resources	\$150,000		\$150,000	\$927,000
5 of 16	46.38	12-1606R	Methow Forest Restoration Project Phase 1	Washington Department of Fish and Wildlife	\$500,000	\$29,000	\$529,000	\$1,427,000
6 of 16	45.63	12-1560R	Kahlotus-Marcellus Natural Area Preserve Shrub Steppe Restoration	Washington Department of Natural Resources	\$71,600		\$71,600	\$1,498,600
7 of 16	45.38	12-1534R	Washougal Oaks Natural Area Restoration Phase 3	Washington Department of Natural Resources	\$98,000		\$98,000	\$1,596,600
8 of 16	45.13	12-1612R	Lacamas Prairie Restoration	Washington Department of Natural Resources	\$135,000		\$135,000	\$1,731,600
9 of 16	44.50	12-1116R	Welch-Anderson Shrub Steppe Restoration	Washington Department of Fish and Wildlife	\$30,000		\$30,000	\$1,761,600
10 of 16	44.38	12-1852R	Lower Cottonwood Slough	Washington Department of Fish and Wildlife	\$56,274		\$56,274	\$1,817,874
11 of 16	43.75	12-1119R	Woodard Bay Natural Resources Conservation Area Wetland and Shoreline Restoration	Washington Department of Natural Resources	\$97,700	\$7,000	\$104,700	\$1,915,574
12 of 16	42.63	12-1046R	Secret Harbor Estuary and Salt Marsh Restoration	Washington Department of Natural Resources	\$480,207	\$100,000	\$580,207	\$2,395,781
13 of 16	42.50	12-1253R	Chehalis River Surge Plain Ecosystem Restoration	Washington Department of Natural Resources	\$87,400		\$87,400	\$2,483,181
14 of 16	41.38	12-1316R	Toutle River Enhancement Phase 5	Washington Department of Fish and Wildlife	\$336,000		\$336,000	\$2,819,181
15 of 16	40.50	12-1315R	Bear Creek Riparian Enhancement	Washington Department of Fish and Wildlife	\$46,500		\$46,500	\$2,865,681
16 of 16	26.88	12-1259R	Methow-Okanogan Habitat Restoration	Washington Department of Fish and Wildlife	\$131,500		\$131,500	\$2,997,181
					<b>\$2,997,181</b>	<b>\$161,000</b>	<b>\$3,158,181</b>	



## Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

### Urban Wildlife Habitat Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 14	60.11	12-1179A	Stavis Natural Resources Conservation Area-Kitsap Forest Natural Area Preserve 2012	Washington Department of Natural Resources	\$1,428,525		\$1,428,525	\$1,428,525
2 of 14	60.00	12-1255A	North Kitsap Heritage Park Phase 2	Kitsap County	\$392,000	\$1,267,500	\$1,659,500	\$1,820,525
3 of 14	59.67	12-1504A	Flume Creek Habitat Area	Clark County	\$1,105,925	\$1,105,925	\$2,211,850	\$2,926,450
4 of 14	59.56	12-1185A	Woodard Bay Natural Resources Conservation Area 2012	Washington Department of Natural Resources	\$2,143,785		\$2,143,785	\$5,070,235
5 of 14	56.78	12-1178A	Middle Fork Snoqualmie and Mount Si Natural Resources Conservation Areas 2012	Washington Department of Natural Resources	\$2,610,510		\$2,610,510	\$7,680,745
6 of 14	56.11	12-1184A	West Tiger Mountain Natural Resources Conservation Area 2012	Washington Department of Natural Resources	\$1,112,895		\$1,112,895	\$8,793,640
6 of 14	56.11	12-1124A	Mica Peak 2012	Washington Department of Fish and Wildlife	\$1,852,000		\$1,852,000	\$10,645,640
8 of 14	54.67	12-1510A	Stemilt Basin Phase 2	Chelan County	\$1,250,000	\$1,250,000	\$2,500,000	\$11,895,640
9 of 14	54.22	12-1042A	Wenatchee Foothills North Acquisition Phase 1	Wenatchee	\$1,050,000	\$1,226,000	\$2,276,000	\$12,945,640
10 of 14	49.11	12-1426R	Smith Island Everett Estuarine Restoration	Snohomish County	\$3,043,884	\$3,044,126	\$6,088,010	\$15,989,524
11 of 14	45.11	12-1435A	West Gazzam Lake Phase 6	Bainbridge Island Park District	\$364,000	\$364,000	\$728,000	\$16,353,524
11 of 14	45.11	12-1198A	Cramer and McCracken Acquisition	Key Peninsula Metropolitan Park District	\$185,000	\$186,000	\$371,000	\$16,538,524
13 of 14	42.78	12-1600D	Northwest Stream Center Interpretive Trail	Snohomish County	\$109,750	\$430,000	\$539,750	\$16,648,274
14 of 14	41.11	12-1550A	South Tacoma Wetlands Conservation Area Expansion	Tacoma	\$500,000	\$1,660,000	\$2,160,000	\$17,148,274
					<b>\$17,148,274</b>	<b>\$10,533,551</b>	<b>\$27,681,825</b>	

40% of projects must be for local projects, 40% for state projects, and remaining 20% used to fully fund partially funded local projects and then state projects. Any remaining would go to next highest ranked projects.

Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

## Riparian Protection Account

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 15	102.60	12-1393A	Clearwater Riparian Protection Phase 2	The Nature Conservancy	\$1,066,322	\$1,612,878	\$2,679,200	\$1,066,322
2 of 15	98.10	12-1175A	Dabob Bay Natural Area Riparian 2012	Washington Department of Natural Resources	\$2,909,812		\$2,909,812	\$3,976,134
3 of 15	94.90	12-1535A	Crockett Lake Riparian 2012	Whidbey Camano Land Trust	\$883,221	\$1,450,000	\$2,333,221	\$4,859,355
4 of 15	94.20	12-1176A	Kennedy Creek Natural Area Preserve 2012	Washington Department of Natural Resources	\$973,087		\$973,087	\$5,832,442
5 of 15	94.10	12-1590C	Oakland Bay Estuary Conservation Phase 3	Capitol Land Trust	\$1,000,000	\$1,510,000	\$2,510,000	\$6,832,442
6 of 15	90.40	12-1558A	Mount Saint Helens Pine Creek	Columbia Land Trust	\$1,246,200	\$1,884,955	\$3,131,155	\$8,078,642
7 of 15	90.10	12-1422A	Kitsap Forest and Bay Project- Grovers Creek	Kitsap County	\$1,000,000	\$1,000,000	\$2,000,000	\$9,078,642
8 of 15	89.40	12-1128A	Methow Riparian	Washington Department of Fish and Wildlife	\$500,000		\$500,000	\$9,578,642
9 of 15	89.10	12-1126A	Touchet River Headwaters	Washington Department of Fish and Wildlife	\$650,000		\$650,000	\$10,228,642
10 of 15	89.00	12-1136A	Merrill Lake Riparian	Washington Department of Fish and Wildlife	\$1,600,000		\$1,600,000	\$11,828,642
11 of 15	88.10	12-1589A	Skookum Estuary Fletcher Acquisition	Squaxin Island Tribe	\$130,000	\$155,000	\$285,000	\$11,958,642
12 of 15	88.00	12-1236A	Green River Acquisition-Kanaskat	King County	\$200,000	\$200,000	\$400,000	\$12,158,642
13 of 15	87.80	12-1502A	Deschutes River Conservation Phase 3	Capitol Land Trust	\$1,000,000	\$1,060,000	\$2,060,000	\$13,158,642
14 of 15	87.70	12-1513A	West Bainbridge Riparian and Shoreline Protection	Bainbridge Island Land Trust	\$274,655	\$1,436,300	\$1,710,955	\$13,433,297
15 of 15	84.00	12-1570A	Deer Lagoon Wetlands 2012	Whidbey Camano Land Trust	\$71,500	\$80,000	\$151,500	\$13,504,797
					<b>\$13,504,797</b>	<b>\$10,389,133</b>	<b>\$23,893,930</b>	

**Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15**

## Farmland Preservation Account

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 22	115.70	12-1423A	Hedlin Farm	Skagit County	\$181,350	\$181,350	\$362,700	\$181,350
2 of 22	114.70	12-1500A	Harmony Farm	Skagit County	\$103,700	\$103,700	\$207,400	\$285,050
3 of 22	113.80	12-1531A	Cowiche Basin Rangelands	Washington State Conservation Commission	\$2,192,680	\$35,000	\$2,227,680	\$2,477,730
4 of 22	113.70	12-1496A	Curtis Farm	Skagit County	\$68,750	\$68,750	\$137,500	\$2,546,480
5 of 22	113.10	12-1499A	Egbers Farm	Skagit County	\$47,000	\$47,000	\$94,000	\$2,593,480
6 of 22	112.30	12-1463A	Trout Lake Valley Phase 2	Columbia Land Trust	\$1,114,785	\$1,114,785	\$2,229,570	\$3,708,265
7 of 22	111.00	12-1287C	Short Family Farm	Jefferson Land Trust	\$468,500	\$468,500	\$937,000	\$4,176,765
8 of 22	110.90	12-1538A	Schell Farmland	Okanogan Land Trust	\$351,100	\$351,100	\$702,200	\$4,527,865
9 of 22	110.80	12-1580A	Ebey's Reserve Farmland - 3 Sisters Family Farms	Whidbey Camano Land Trust	\$500,000	\$500,000	\$1,000,000	\$5,027,865
10 of 22	110.50	12-1516A	Michael Egbers Farm	Skagit County	\$48,600	\$48,600	\$97,200	\$5,076,465
11 of 22	110.20	12-1526A	Olson Family Farm	Skagit County	\$88,600	\$88,600	\$177,200	\$5,165,065
12 of 22	109.90	12-1498A	Nelson-Brand Farm	Skagit County	\$63,700	\$63,700	\$127,400	\$5,228,765
13 of 22	109.70	12-1493A	Fohn Land III	Skagit County	\$53,550	\$53,550	\$107,100	\$5,282,315
14 of 22	109.40	12-1497A	Nelson-Estes Farm	Skagit County	\$48,550	\$48,550	\$97,100	\$5,330,865
15 of 22	108.10	12-1495A	Stephen Johnson Farm	Skagit County	\$121,200	\$121,200	\$242,400	\$5,452,065
16 of 22	108.00	12-1494A	Todd Johnson Farm	Skagit County	\$53,550	\$53,550	\$107,100	\$5,505,615
17 of 22	106.00	12-1572A	Funk Property	Whatcom County	\$77,500	\$77,500	\$155,000	\$5,583,115
18 of 22	105.20	12-1217A	Hays Farmland	Okanogan Land Trust	\$177,900	\$177,900	\$355,800	\$5,761,015
19 of 22	104.20	12-1224A	Robinette Ranch Conservation Easement	PCC Farmland Trust	\$92,500	\$93,500	\$186,000	\$5,853,515
20 of 22	103.20	12-1225A	Sturgeon Farm Conservation Easement	PCC Farmland Trust	\$480,000	\$480,000	\$960,000	\$6,333,515
21 of 22	98.80	12-1329A	Greene Ranch	Kittitas County	\$2,020,000	\$2,020,000	\$4,040,000	\$8,353,515
22 of 22	98.10	12-1413A	Eldridge Addition	Whatcom County	\$27,500	\$27,500	\$55,000	\$8,381,015
					<b>\$8,381,015</b>	<b>\$6,224,335</b>	<b>\$14,605,350</b>	

Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

## Local Parks Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
1 of 44	63.89	12-1464D	Evergreen Rotary Inclusive Playground	Bremerton	\$211,350	\$211,350	\$422,700	\$211,350	
2 of 44	59.22	12-1509D	Gig Harbor PlayZone Integrated Playground	Gig Harbor	\$180,000	\$181,200	\$361,200	\$391,350	
3 of 44	56.50	12-1227D	Chehalis Pool Renovation	Chehalis	\$250,000	\$530,340	\$780,340	\$641,350	
4 of 44	53.67	12-1536D	City Park Play and Spray Area Revitalization	Edmonds	\$500,000	\$791,653	\$1,291,653	\$1,141,350	
5 of 44	53.33	12-1547D	Rotary Park Redevelopment	Bainbridge Island Park District	\$500,000	\$585,740	\$1,085,740	\$1,641,350	
6 of 44	51.33	12-1085D	Senator Henry M. Jackson Park Renovation	Everett	\$500,000	\$633,000	\$1,133,000	\$2,141,350	
7 of 44	50.72	12-1401D	Wilkeson Skatepark	Wilkeson	\$55,400	\$55,598	\$110,998	\$2,196,750	
8 of 44	49.00	12-1239D	Harry Gardner Park Amenities	Cowlitz County	\$46,850	\$49,220	\$96,070	\$2,243,600	
9 of 44	48.83	12-1152D	Sam Benn Park Renovation, Phase Two	Aberdeen	\$112,743	\$114,744	\$227,487	\$2,356,343	
10 of 44	48.78	12-1123D	Winthrop Ice Rink Phase 2	Winthrop	\$497,000	\$498,000	\$995,000	\$2,853,343	
11 of 44	48.17	12-1086D	Mount Vernon Skagit Riverwalk Park	Mount Vernon	\$500,000	\$511,500	\$1,011,500	\$3,353,343	
12 of 44	48.11	12-1254D	South Kitsap Regional Park-Expansion	Kitsap County	\$132,500	\$132,500	\$265,000	\$3,485,843	
13 of 44	47.72	12-1270D	Pinnacle Peak Trailhead Development	King County	\$188,000	\$190,435	\$378,435	\$3,673,843	
13 of 44	47.72	12-1383D	Mason County Recreation Area Infield Renovation	Mason County	\$285,000	\$290,000	\$575,000	\$3,958,843	
15 of 44	47.22	12-1204D	Swan Creek Park	Tacoma Metropolitan Park District	\$500,000	\$500,000	\$1,000,000	\$4,458,843	
16 of 44	47.11	12-1200D	Cashmere Riverside Park Improvements	Cashmere	\$257,000	\$257,000	\$514,000	\$4,715,843	

**Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15**

## Local Parks Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
17 of 44	46.83	12-1043C	Saddle Rock Access and Outdoor Education Area	Wenatchee	\$450,000	\$489,531	\$939,531	\$5,165,843	
18 of 44	45.89	12-1053D	Crow Butte Park Play Structure	Port of Benton	\$94,835	\$94,840	\$189,675	\$5,260,678	
18 of 44	45.89	12-1271D	Redmond Ridge Synthetic Turf Ballfield	King County	\$500,000	\$700,000	\$1,200,000	\$5,760,678	
20 of 44	45.33	12-1020D	Cirque/Bridgeport Park Restrooms	University Place	\$143,335	\$143,335	\$286,670	\$5,904,013	
21 of 44	45.28	12-1044A	Lower Castle Rock Acquisition	Wenatchee	\$286,000	\$300,000	\$586,000	\$6,190,013	
22 of 44	45.22	12-1234D	Grass Lawn Park Soccer Field and Track Renovation	Redmond	\$347,500	\$347,500	\$695,000	\$6,537,513	
23 of 44	44.89	12-1525A	Huse/Soos Creek Property Acquisition	Kent	\$834,725	\$834,725	\$1,669,450	\$7,372,238	
24 of 44	44.78	12-1396D	Sandhill Park Fields #1 and #2 Development	Mason County	\$160,000	\$166,900	\$326,900	\$7,532,238	
25 of 44	44.56	12-1021D	Sunset Terrace Park Restroom	University Place	\$48,750	\$48,750	\$97,500	\$7,580,988	
26 of 44	44.39	12-1197A	Anderson Acquisition	Key Peninsula Metropolitan Park District	\$483,350	\$483,350	\$966,700	\$8,064,338	
27 of 44	44.28	12-1405D	Barnum Point Park Development	Island County	\$211,680	\$258,720	\$470,400	\$8,276,018	
28 of 44	43.50	12-1041D	Squalicum Creek Park: Phase 3	Bellingham	\$500,000	\$2,340,096	\$2,840,096	\$8,776,018	
29 of 44	43.00	12-1203A	Cougar Creek Woods Park Acquisition	Vancouver	\$558,391	\$558,391	\$1,116,781	\$9,334,409	
30 of 44	41.17	12-1559C	Trillium Community Forest	Island County	\$1,000,000	\$2,086,100	\$3,086,100	\$10,334,409	
31 of 44	40.56	12-1491A	John Ball Park Acquisition	Vancouver	\$224,853	\$224,854	\$449,707	\$10,559,262	
32 of 44	40.33	12-1096D	Paul Powers Park Development	Port Orchard	\$250,000	\$250,000	\$500,000	\$10,809,262	*



**Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15**

## Local Parks Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
33 of 44	40.11	12-1543D	Moshier Regional Sports Field Restroom Replacement	Burien	\$255,780	\$255,780	\$511,560	\$11,065,042	
34 of 44	40.06	12-1854A	Yakima River Waterfront Park	West Richland	\$245,000	\$254,941	\$499,941	\$11,310,042	
35 of 44	40.00	12-1569D	Liberty Lake Town Square Park	Liberty Lake	\$425,000	\$425,000	\$850,000	\$11,735,042	
35 of 44	40.00	12-1244D	Island Crest Park Field Renovation	Mercer Island	\$338,000	\$338,000	\$676,000	\$12,073,042	
37 of 44	39.56	12-1548D	SERA Campus Sprayground & Restroom	Tacoma Metropolitan Park District	\$500,000	\$1,447,477	\$1,947,477	\$12,573,042	
38 of 44	35.44	12-1579D	Seahurst Park Recreational Development	Burien	\$356,000	\$356,000	\$712,000	\$12,929,042	
39 of 44	33.61	12-1320A	Central WA Regional Soccer Complex Acquisition	Yakima	\$500,000	\$698,000	\$1,198,000	\$13,429,042	**
40 of 44	32.11	12-1466A	Chinook Park Acquisition	Vancouver	\$160,583	\$160,583	\$321,166	\$13,589,625	
41 of 44	30.44	12-1186D	Sekiu Shoreline Access & Wildlife Viewing 2012	Clallam County	\$59,000	\$59,000	\$118,000	\$13,648,625	
42 of 44	29.67	12-1477D	Spurrell Dock Canopy	South Bend	\$90,900	\$111,100	\$202,000	\$13,739,525	*
43 of 44	27.22	12-1092D	McCormick Village Park	Port Orchard	\$340,000	\$355,000	\$695,000	\$14,079,525	*
44 of 44	24.22	12-1229A	Capitol Olympic Vista Park	Olympia	\$1,000,000	\$2,000,000	\$3,000,000	\$15,079,525	
					<b>\$15,079,525</b>	<b>\$21,320,253</b>	<b>\$36,399,777</b>		

50% of funded projects must be acquisitions.

\* Project not eligible for funding because sponsor did not certify match.

\*\* Project not eligible for funding because sponsor has withdrawn project.

## Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

### State Lands Development and Renovation Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant		Cumulative
						Match	Total Amount	
1 of 9	47.00	12-1300D	North Willapa Bay Recreation Development Phase 1	Washington Department of Fish and Wildlife	\$310,000		\$310,000	\$310,000
2 of 9	44.55	12-1082D	East Tiger Mtn Trail System Development Phase 2	Washington Department of Natural Resources	\$320,000	\$137,200	\$457,200	\$630,000
3 of 9	44.45	12-1215D	Old Highway 10 Access Development	Washington Department of Fish and Wildlife	\$289,000		\$289,000	\$919,000
4 of 9	43.55	12-1568D	Lake Tahuya Access Development	Washington Department of Fish and Wildlife	\$280,000		\$280,000	\$1,199,000
5 of 9	43.27	12-1121D	Woodard Bay Natural Resources Conservation Area Access Development	Washington Department of Natural Resources	\$325,000		\$325,000	\$1,524,000
6 of 9	42.18	12-1336D	Tennant Lake Wetland Boardwalk Renovation	Washington Department of Fish and Wildlife	\$325,000		\$325,000	\$1,849,000
7 of 9	41.09	12-1261D	Grande Ronde River Campground Development	Washington Department of Fish and Wildlife	\$175,000		\$175,000	\$2,024,000
8 of 9	40.64	12-1235D	Dirty Harry's Peak Trail Development	Washington Department of Natural Resources	\$90,000	\$18,000	\$108,000	\$2,114,000
9 of 9	37.73	12-1011D	Secret Harbor Public Access and Environmental Education 2012	Washington Department of Natural Resources	\$290,961	\$32,914	\$323,875	\$2,404,961
					<b>\$2,404,961</b>	<b>\$188,114</b>	<b>\$2,593,075</b>	

**Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15****State Parks Category**

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 11	41.39	12-1248D	Olallie Trail Development 2012	Washington State Parks and Recreation Commission	\$1,168,000	\$63,000	\$1,231,000	\$1,168,000
2 of 11	39.78	12-1095A	Fudge Point Acquisition Phase 1	Washington State Parks and Recreation Commission	\$2,540,000		\$2,540,000	\$3,708,000
3 of 11	35.56	12-1530A	Cape Disappointment Seaview Dunes Phase 2	Washington State Parks and Recreation Commission	\$750,000		\$750,000	\$4,458,000
4 of 11	30.22	12-1557D	Miller Peninsula Initial Park Access	Washington State Parks and Recreation Commission	\$228,600		\$228,600	\$4,686,600
5 of 11	29.72	12-1723D	Nisqually Initial Park Access	Washington State Parks and Recreation Commission	\$295,800		\$295,800	\$4,982,400
6 of 11	39.39	12-1246A	Inholdings and Adjacent Properties 2012	Washington State Parks and Recreation Commission	\$1,000,000		\$1,000,000	\$5,982,400
7 of 11	38.61	12-1245A	Nisqually State Park-Manke Property Phase 2	Washington State Parks and Recreation Commission	\$1,381,500		\$1,381,500	\$7,363,900
8 of 11	33.56	12-1420D	Beacon Rock Day Use Picnic Shelter	Washington State Parks and Recreation Commission	\$229,800		\$229,800	\$7,593,700
9 of 11	28.50	12-1505A	Millersylvania-Deep Lake Resort Acquisition	Washington State Parks and Recreation Commission	\$2,038,553		\$2,038,553	\$9,632,253
10 of 11	21.33	12-1722D	Wolfe Initial Park Access	Washington State Parks and Recreation Commission	\$245,400		\$245,400	\$9,877,653
11 of 11	39.00	12-1341D	Rasar State Park Group Camp Improvements	Washington State Parks and Recreation Commission	\$435,000		\$435,000	\$10,312,653
					<b>\$10,312,653</b>	<b>\$63,000</b>	<b>\$10,375,653</b>	

50% of funded projects must be acquisitions.

Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

## Trails Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
1 of 20	59.89	12-1549D	Point Defiance Missing Link	Tacoma Metropolitan Park District	\$2,500,000	\$2,500,000	\$5,000,000	\$2,500,000	
2 of 20	53.89	12-1392A	Cross Kirkland Corridor	Kirkland	\$500,000	\$500,000	\$1,000,000	\$3,000,000	
3 of 20	53.44	12-1269D	East Lake Sammamish Trail-North Sammamish Development	King County	\$500,000	\$6,192,567	\$6,692,567	\$3,500,000	
4 of 20	52.56	12-1122D	Susie Stephens Trail Phase 2	Winthrop	\$365,000	\$365,000	\$730,000	\$3,865,000	
4 of 20	52.56	12-1429D	Redmond Central Connector Phase 2	Redmond	\$500,000	\$1,001,500	\$1,501,500	\$4,365,000	
6 of 20	52.06	12-1240D	Spokane River Centennial Trail Northwest Extension	Washington State Parks and Recreation	\$664,900	\$120,000	\$784,900	\$5,029,900	
7 of 20	51.89	12-1564D	Ferry County Rail Trail Phase 2	Ferry County	\$35,000	\$35,000	\$70,000	\$5,064,900	
8 of 20	50.33	12-1117D	Spruce Railroad Trail/Tunnel Restoration Phase 2	Clallam County	\$1,499,000	\$1,500,000	\$2,999,000	\$6,563,900	
9 of 20	48.94	12-1022D	Heron Bluff Trail 2012	Moses Lake	\$197,013	\$197,013	\$394,026	\$6,760,913	
10 of 20	48.61	12-1231D	Rocky Reach Trailway Phase 2	Washington State Parks and Recreation	\$297,780		\$297,780	\$7,058,693	
11 of 20	47.56	12-1365D	Riverfront Trail Enhancement	Castle Rock	\$334,750	\$334,750	\$669,500	\$7,393,443	
12 of 20	47.28	12-1449D	Foothills Trail-Buckley to South Prairie Phase 2A	Pierce County	\$775,195	\$775,195	\$1,550,390	\$8,168,638	
13 of 20	47.11	12-1347D	Deschutes Valley Trail	Tumwater	\$500,000	\$1,762,000	\$2,262,000	\$8,668,638	
14 of 20	46.67	12-1052D	Edmonds Sunset Avenue Overlook Trail	Edmonds	\$415,110	\$415,110	\$830,220	\$9,083,748	*
15 of 20	46.56	12-1501D	Olympic Discovery Trail-Salmon Creek	Washington Department of Fish and Wildlife	\$799,785		\$799,785	\$9,883,533	
16 of 20	44.67	12-1603A	Barnes Creek Trail Acquisition	Des Moines	\$750,000	\$770,000	\$1,520,000	\$10,633,533	
17 of 20	44.00	12-1402D	Mason County Coulter Creek Trail Development	Mason County	\$395,000	\$416,000	\$811,000	\$11,028,533	

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
18 of 20	43.00	12-1061A	Japanese Gulch Trail Acquisition	Mukilteo	\$1,900,000	\$1,900,000	\$3,800,000	\$12,928,533	
19 of 20	41.17	12-1129D	Highway 20 Trail Paving	Skagit County	\$45,025	\$45,025	\$90,050	\$12,973,558	**
20 of 20	34.78	12-1380C	Rick Tollefson Memorial Trail	Jefferson County	\$450,000	\$491,800	\$941,800	\$13,423,558	
					<b>\$13,423,558</b>	<b>\$19,320,960</b>	<b>\$32,744,518</b>		

\* Project not eligible for funding because sponsor did not certify match.

\*\* Project not eligible for funding because sponsor withdrew project.



## Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15

### Water Access Category

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 10	46.11	12-1507A	Eddon Boat Waterfront Park Expansion	Gig Harbor	\$302,328	\$359,927	\$662,255	\$302,328
2 of 10	45.94	12-1611C	Developing Yakima Rivershore and Trail-Water Access	West Richland	\$800,000	\$961,689	\$1,761,689	\$1,102,328
3 of 10	43.94	12-1144A	Kitsap Forest and Bay Project-Shoreline Access	Kitsap County	\$1,250,000	\$1,250,000	\$2,500,000	\$2,352,328
4 of 10	42.00	12-1131A	Big Horn-Yakima Access	Washington Department of Fish and Wildlife	\$1,625,000		\$1,625,000	\$3,977,328
5 of 10	41.00	12-1552D	The Peninsula at Point Defiance	Tacoma Metropolitan Park District	\$2,000,000	\$2,000,000	\$4,000,000	\$5,977,328
6 of 10	40.78	12-1586A	Buckhorn Road Beach	San Juan County Land Bank	\$128,000	\$128,000	\$256,000	\$6,105,328
7 of 10	37.56	12-1551D	Point Defiance Marine Estuary and Boardwalk	Tacoma Metropolitan Park District	\$1,750,000	\$1,750,000	\$3,500,000	\$7,855,328
8 of 10	36.33	12-1149D	Swofford Pond Fishing Access Development	Washington Department of Fish and Wildlife	\$296,000	\$24,000	\$320,000	\$8,151,328
9 of 10	33.89	12-1272C	Cedar Grove Road Acquisition and Development	King County	\$169,000	\$169,000	\$338,000	\$8,320,328
10 of 10	31.44	12-1130C	Dryden Access	Washington Department of Fish and Wildlife	\$785,000		\$785,000	\$9,105,328
					<b>\$9,105,328</b>	<b>\$6,642,616</b>	<b>\$15,747,944</b>	

75% of funded projects must be acquisitions.

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013  
**Title:** Aquatic Lands Enhancement Account, Approve Grants for the 2013-15 Biennium  
**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

The Recreation and Conservation Funding Board (board) adopted the ranked lists of projects for the Aquatic Lands Enhancement Account (ALEA) in October 2012. As of this writing, the Legislature had not yet adopted a budget or appropriated funding for the program, so Recreation and Conservation Office (RCO) staff is asking the board to delegate authority to the director to award grant funding to the ranked lists of projects, contingent on approval of a 2013-15 state capital budget.

### 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 #: 2013-09

Purpose of Resolution: Delegate authority to the director to award grant funding to the ranked lists of projects as previously approved by the board, contingent on approval of a 2013-15 state capital budget.

### Background

Applicants submit Aquatic Lands Enhancement Account (ALEA) project proposals to the RCO during the even-numbered calendar year of each biennium. In 2012, the ALEA Advisory Committee evaluated and ranked twenty-seven projects for acquisition, development, and/or restoration of aquatic lands using criteria adopted by the Recreation and Conservation Funding Board (board).

In October 2012, the board adopted the ranked list of ALEA projects for submittal to the Governor and Legislature (resolution 2012-20). The Governor submitted the list to the Legislature without changes.

As of this writing, the Legislature has not yet adopted a budget for the 2013-15 biennium. Staff will update the board regarding the appropriation amount at the June meeting or when a budget is enacted.

### **Certification of Match Required**

Applicants must certify that they have matching funds available before the June 25 funding meeting<sup>1</sup>. Staff notified applicants of this requirement on April 19. Many applicants were able to certify that their matching funds are available, but we do not have match certifications for the following projects. As a result, these projects will not be funded.

- Rank 9 – Clover Island Riverwalk-North Shoreline (12-1351C): The Port of Kennewick has withdrawn this project because they do not have the required match.
- Rank 20 – Freestad Lake Barrier Lagoon Restoration (12-1529C): Skagit County did not certify match for this project because of its low ranking.
- Rank 21 – Bay Street Pedestrian Path-Mosquito Fleet Trail (12-1258C): Port Orchard did not certify match for this project because of its low ranking.
- Rank 22 – Squalicum Creek Estuary Restoration (12-1377R): The Port of Bellingham did not certify match for this project because of its low ranking.
- Rank 24 – Riverview Park Pedestrian Bridge and Habitat - ALEA (12-1433C): Renton will not be moving forward with this project because they do not have the required match.
- Rank 27 – Spurrell Dock Canopy ALEA (12-1587D): South Bend did not certify match for this project because of its low ranking.

### **Changes to the Ranked Lists since the Board Approval**

There have been no gubernatorial changes to the ranked list since the board adopted it in October 2012. At this time, staff does not know if the Legislature will change the list.

## **Analysis**

### **Strategic Plan Link**

Consideration of these grant awards supports the Recreation and Conservation Funding Board (board) strategy to provide funding to protect, preserve, restore, and enhance habitat and recreation opportunities statewide. The grant process supports the board's strategy to conduct its work in a fair and open manner, as well as its goal to deliver successful projects by using broad public participation. The criteria for selecting projects support strategic investments in the protection, restoration, and development of habitat and recreation opportunities.

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<sup>1</sup> WAC 286-13-040(3)

## **Public Comment**

There was no public comment received about these projects for either the October 2012 meeting or this meeting.

## **Staff Recommendation**

RCO staff recommends that the board delegate authority to the director to award grant funding to the ranked list of projects as previously approved by the board, contingent on approval of a 2013-15 state capital budget.

Funding would be awarded according to existing board policy and rules, subject to any changes made by the Legislature. For example, projects that (1) are withdrawn from consideration by the sponsors, (2) do not meet pre-agreement requirements including certification of match, or (3) are removed from consideration by the Legislature and/or Governor would not be eligible for funding.

## **Next Steps**

If the board approves the list, the RCO director would immediately be authorized to execute project agreements for projects that meet all post-approval requirements, if funds are made available for this program.

## **Attachments**

Resolution 2013-09

- Table 1 – Aquatic Lands Enhancement Account Ranked List of Projects, 2013-15

Recreation and Conservation Funding Board  
Resolution #2013-09  
Aquatic Lands Enhancement Account  
Delegation of Authority to Director to Award Funding

**WHEREAS**, for the 2013-2015 biennium, twenty-seven Aquatic Lands Enhancement Account (ALEA) program projects are eligible for funding; and

**WHEREAS**, these ALEA projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all twenty-seven ALEA program projects meet program requirements as stipulated in Manual 21: *Aquatic Lands Enhancement Account Grant Program*; and

**WHEREAS**, the projects enhance, improve, or protect aquatic lands and provide public access to such lands and associated waters, thereby supporting the board's strategies to provide partners with funding for both conservation and recreation opportunities statewide; and

**WHEREAS**, the Recreation and Conservation Funding Board approved the ranked list of projects reflected in *Table 1 – Aquatic Lands Enhancement Account Ranked List of Projects, 2013-15* at their October 2012 meeting; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 capital budget, so funding for the 2013-15 biennium is unknown;

**NOW THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board delegates authority to the director to award funds to the projects based on the ranked lists in *Table 1 – Aquatic Lands Enhancement Account Ranked List of Projects, 2013-15* pursuant to existing board policy and rules, and subject to any changes made by the Legislature, if funds are appropriated for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the Recreation and Conservation Funding Board authorizes RCO's Director to execute agreements necessary to facilitate prompt project implementation.

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

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

*Adopted/Defeated/Deferred (underline one)*

Date: \_\_\_\_\_



Table 1 – Aquatic Lands Enhancement Account, Ranked List of Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
1 of 27	56.60	12-1120C	Woodard Bay NRCA Public Access and Education	Washington Department of Natural Resources	\$878,900	\$918,000	\$1,796,900	\$878,900	
2 of 27	54.00	12-1545A	Whirlwind Beach Aquatic Land Assembly	Bellingham Parks and Recreation Department	\$330,066	\$330,066	\$660,132	\$1,208,966	
3 of 27	53.80	12-1160D	Edmonds Fishing Pier Renovation	Washington Department of Fish and Wildlife	\$500,000	\$500,000	\$1,000,000	\$1,708,966	
4 of 27	52.90	12-1448A	Merrill Lake Shoreline	Washington Department of Fish and Wildlife	\$1,000,000	\$1,000,000	\$2,000,000	\$2,708,966	
5 of 27	52.80	12-1143A	Kitsap Forest and Bay Project Shoreline	Kitsap County	\$1,000,000	\$1,500,000	\$2,500,000	\$3,708,966	
6 of 27	52.20	12-1045C	Belmondo Reach Acquisition and Restoration, Phase 1	Seattle Public Utilities	\$338,050	\$338,050	\$676,100	\$4,047,016	
7 of 27	51.70	12-1249C	Lake Sammamish State Park--Sunset Beach, Phase 2	State Parks and Recreation	\$500,000	\$500,000	\$1,000,000	\$4,547,016	
8 of 27	51.40	12-1427R	Smith Island Restoration	Snohomish County	\$500,000	\$500,000	\$1,000,000	\$5,047,016	
9 of 27	50.40	12-1351C	Clover Island Riverwalk North Shoreline	Port of Kennewick	\$500,000	\$1,495,078	\$1,995,078	\$5,547,016	*
10 of 27	49.70	12-1172C	Bloedel Donovan Park Shoreline Restoration	Bellingham	\$150,000	\$150,000	\$300,000	\$5,697,016	
11 of 27	49.20	12-1250C	Discovery Bay Shoreline Restoration / Trail Construction	Jefferson County	\$500,000	\$500,000	\$1,000,000	\$6,197,016	
12 of 27	49.10	12-1206C	Harper Fishing Pier Reconstruction	Port of Bremerton	\$500,000	\$812,800	\$1,312,800	\$6,697,016	
12 of 27	49.10	12-1566C	Developing Yakima Rivershore and Trail	West Richland	\$500,000	\$1,261,689	\$1,761,689	\$7,197,016	
14 of 27	48.80	12-1554C	Point Defiance Marine Estuary and Boardwalk ALEA	Tacoma Metropolitan Park District	\$500,000	\$3,000,000	\$3,500,000	\$7,697,016	
15 of 27	48.50	12-1299C	WTIP - Westend Park	Port Angeles	\$468,900	\$468,900	\$937,800	\$8,165,916	
16 of 27	48.40	12-1091D	Islands Trailhead Driftboat Access	Spokane County Conservation District	\$54,080	\$55,600	\$109,680	\$8,219,996	
17 of 27	47.10	12-1404D	Barnum Point Public Access Development	Island County	\$211,680	\$258,720	\$470,400	\$8,431,676	
18 of 27	46.80	12-1024C	Luther Burbank Park Hand Carry Boat Launch	Mercer Island	\$111,680	\$111,680	\$223,360	\$8,543,356	
19 of 27	45.40	12-1146R	Duwamish Gardens Estuarine Construction	Tukwila	\$500,000	\$2,300,000	\$2,800,000	\$9,043,356	
20 of 27	45.20	12-1529C	Freestad Lake Barrier Lagoon Restoration	Skagit County Public Works	\$475,000	\$498,670	\$973,670	\$9,518,356	*
21 of 27	44.80	12-1258C	Bay Street Pedestrian Path--Mosquito Fleet Trail	Port Orchard	\$648,000	\$648,500	\$1,296,500	\$10,166,356	*

Table 1 – Aquatic Lands Enhancement Account, Ranked List of Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
22 of 27	44.50	12-1377R	Squalicum Creek Estuary Restoration	Port of Bellingham	\$340,000	\$3,085,000	\$3,425,000	\$10,506,356	*
23 of 27	42.30	12-1023C	Stevenson Waterfront Enhancement / Public Access	Port of Skamania	\$333,945	\$334,000	\$667,945	\$10,840,301	
24 of 27	42.10	12-1433C	Riverview Park Pedestrian Bridge and Habitat ALEA	Renton	\$496,500	\$605,000	\$1,101,500	\$11,336,801	*
25 of 27	36.40	12-1585D	Chambers Creek Properties Pier Extension	Pierce County Public Works	\$364,000	\$364,000	\$728,000	\$11,700,801	
26 of 27	33.90	12-1012C	Roberta Lake Wetland Development	Ferry Conservation District	\$119,403	\$119,404	\$238,807	\$11,820,204	
27 of 27	31.00	12-1587D	Spurrell Dock Canopy ALEA	South Bend	\$90,900	\$111,100	\$202,000	\$11,911,104	*
					\$11,911,104	\$21,766,257	\$33,677,361		

\* Project not eligible for funding because sponsor did not certify match.

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Land and Water Conservation Fund, Review and Approve Ranked List for the 2013-15 Biennium

**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

This memo describes the evaluation process and 2013-15 ranked list for the Land and Water Conservation Fund grant program. As of this writing, the Legislature had not yet adopted a budget or appropriated funding for the program, so staff is asking the Recreation and Conservation Funding Board to approve (1) the ranked list and (2) delegate authority to the director to award grants, contingent on Congressional approval of funds and funding authority through a 2013-15 state capital budget.

### Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Resolution #: 2013-10

Purpose of Resolution: Approve the ranked list of projects as shown in Table 1 and delegate authority to the RCO director award grant funding and to submit these projects to the National Park Service for final funding, contingent of approval of funds and funding authority.

### Background

The federal Land and Water Conservation Fund (LWCF) Program provides matching grants to states to preserve and develop quality outdoor recreation resources. Rules governing the program are in the Land and Water Conservation Fund Federal Financial Assistance Manual.

A prerequisite for a state's participation in this program is the adoption of a State Comprehensive Outdoor Recreation Plan (SCORP) and development of an open project selection process. The National Park Service approved Washington's current SCORP in July 2008. The Recreation and Conservation Funding Board (board) will be asked to adopt an updated SCORP at its June 2013 meeting. If adopted, that document would be submitted to the NPS for

approval during the summer of 2013. The SCORP sets the priorities used to develop both LWCF policies and the evaluation criteria in Manual #15, Land and Water Conservation Fund Program.

<b>Eligible Applicants</b>	State agencies, municipal governments, and Native American tribes
<b>Eligible Project Types</b>	Acquisition, development, and renovation projects.
<b>Match Requirements</b>	A minimum 50% non-federal matching share is required.
<b>Funding Limits</b>	The minimum fund request is \$25,000 with a maximum request of \$500,000.
<b>Public Access</b>	Public access is required.
<b>Other Program Characteristics</b>	<ul style="list-style-type: none"><li>• Applicants must establish planning eligibility.</li><li>• Property acquired, developed, or renovated must be retained for public outdoor recreation use in perpetuity.</li></ul>

Before issuing a project agreement, the National Park Service also requires applicants to:

- Address any outstanding conversions or other non-compliance issues,
- If required, possess an approved Army Corp of Engineers (ACOE) permit,
- Complete required environmental and public reviews of the project, and
- Establish adequate control and tenure of property to be developed.

### Certification of Match

Applicants must certify that they have matching funds available before the June 25 funding meeting<sup>1</sup>. Staff notified applicants of this requirement on April 19. Most applicants certified that their matching funds are available; however, we do not have match certifications for the following projects:

- Rank 2 – Little Mountain Expansion (12-1446A): Mount Vernon Parks and Recreation withdrew this project and did not certify match because an owner is now unwilling to sell the property.
- Rank 7 – Riverview Park Pedestrian Bridge and Habitat (12-1411D): The City of Renton did not provide the certification because they do not have required matching resources.

### Program Funding

Congress approves funding<sup>2</sup> for the stateside LWCF grants program. Washington State typically receives between \$700,000 and \$850,000 per federal fiscal year.

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<sup>1</sup> WAC 286-13-040(3)

<sup>2</sup> Funds are from leases of offshore oil and gas resources, recreation fees, sale of surplus real property, and

This is a biennial grant round, so funds from both federal fiscal years 2013 and 2014 could be used for projects on this list<sup>3</sup>. As of this writing, Congress has yet to approve funding for federal fiscal year 2013. Funding for federal fiscal year 2014 also is unknown.

Although the state budget has not yet passed as of this writing, RCO staff anticipates that it will include authorization to expend any federal funds that we receive.

## Analysis

### Evaluation Summary

Applicants submitted twelve LWCF projects for funding consideration. The LWCF Advisory Committee used board-adopted criteria to review and rank projects in an open public meeting in Olympia, WA. The committee included the following representatives, all of whom are recognized for their expertise, experience, and knowledge about park and recreation resource management:

<b>Evaluator</b>	<b>Agency/Organization</b>	<b>Position</b>
Rena Brady	No affiliation	Citizen
Nikki Fields	State Parks and Recreation Commission	State Agency
Bruce Giddens	Clallam County Parks, Fair and Facilities	Local Agency
Michael Kaputa	Chelan County Natural Resources Department	Local Agency
Marilyn LaCelle	No affiliation	Citizen
Michael O'Malley	Department of Fish and Wildlife	State Agency
Anna Scarlett	No affiliation	Citizen
Pene Speaks	Department of Natural Resources	State Agency
Scott Thomas	City of Covington	Local Agency
Paul Whitemarsh	No affiliation	Citizen

The results of the evaluations, provided for board consideration, are found in Table 1.

### Strategic Plan Link

Consideration of these grant awards supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide. The grant process supports the board's strategy to conduct its work in a fair and open manner, as well as its goal to deliver successful projects by using broad public participation. The criteria for selecting projects support strategic investments in the protection, restoration, and development of recreation opportunities.

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motorboat fuel taxes.

<sup>3</sup> Use of federal fiscal year 2014 funds will be contingent on when they are made available.



## **Public Comment**

No public comment has been received to date.

## **Staff Recommendation**

Staff recommends that the board approve the projects shown in Table 1 and delegate authority to the RCO director to award grants and submit these projects to the National Park Service for final funding, contingent on Congressional approval of funds for the program, and approval of funding authority through the 2013-15 state capital budget.

## **Next Steps**

If the board approves the list, the RCO director would be authorized to submit the projects to the National Park Service for federal approval. The director would execute agreements for projects that meet all state and federal post-approval requirements after NPS approves the projects and funds become available.

## **Attachments**

Resolution # 2013-10

- Table 1 – Land and Water Conservation Fund Ranked List of Projects, 2013-15
- 
- A. State Map of Projects
  - B. Evaluation Criteria Summary
  - C. Evaluation Summary
  - D. Project Summaries

Recreation and Conservation Funding Board  
Resolution #2013-10  
Land and Water Conservation Fund  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, twelve Land and Water Conservation Fund (LWCF) program projects are eligible for funding; and

**WHEREAS**, these LWCF projects were evaluated using the Open Project Selection Process approved and adopted by the National Park Service and Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the State of Washington may receive a federal apportionment for the Land and Water Conservation Fund Program for federal fiscal years 2013 and 2014; and

**WHEREAS**, the projects acquire and/or develop public outdoor recreation areas and facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list of projects depicted in *Table 1 - Land and Water Conservation Fund Program Ranked List of Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to award grants, submit application materials to the National Park Service and execute project agreements and amendments necessary to facilitate prompt project implementation of federal fiscal year 2013 and 2014 funds upon notification of the federal apportionment for this program, subject to authorization in the state budget.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

Table 1 - Land and Water Conservation Fund Ranked List of Projects, 2013-15

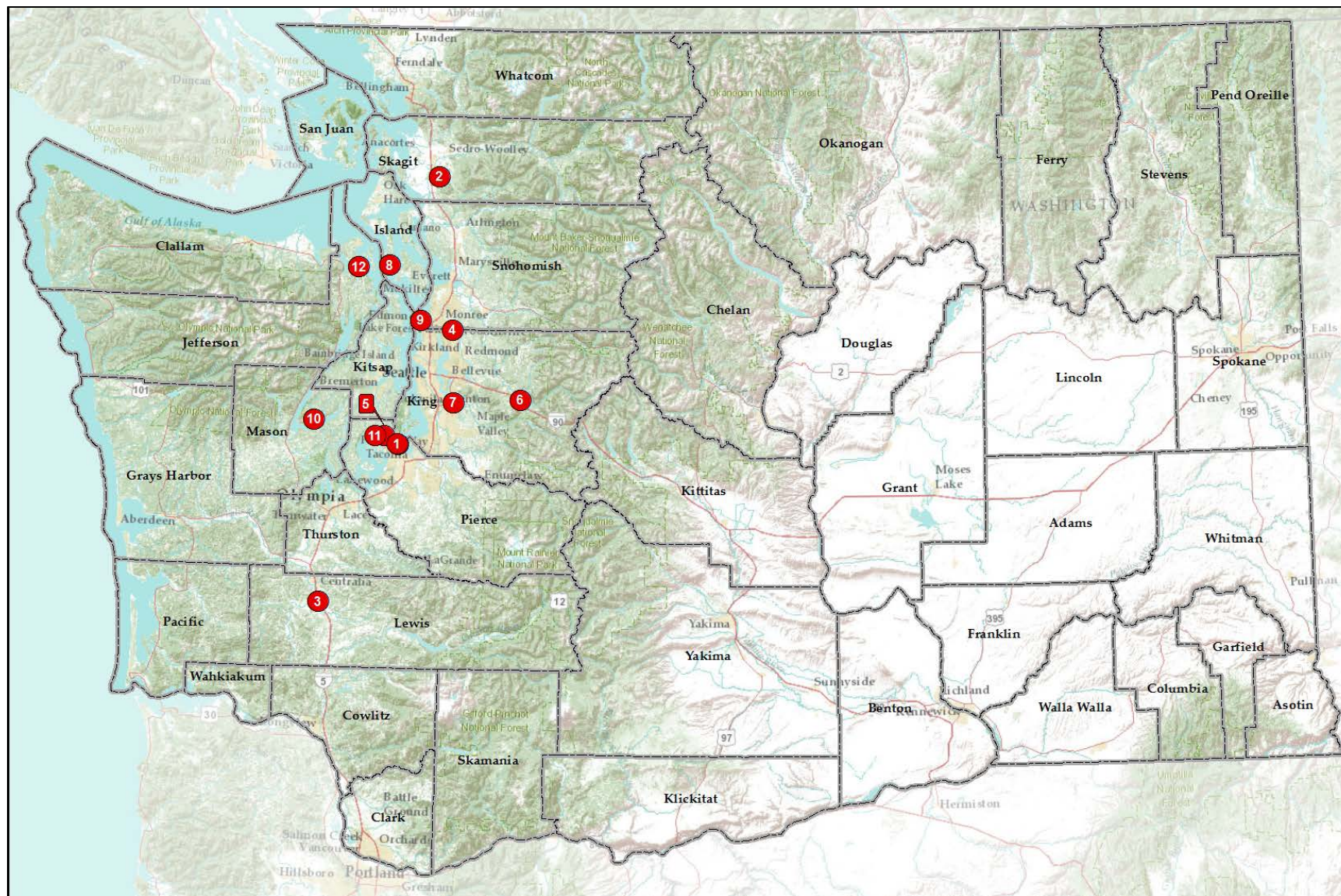
Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 12	51.00	12-1553D	Point Defiance Missing Link LWCF	Metropolitan Park District of Tacoma	\$500,000	\$4,500,000	\$5,000,000	\$500,000
2 of 12	50.20	12-1446A	Little Mountain Expansion	Mount Vernon Parks and Recreation Department	\$497,500	\$497,500	\$995,000	\$997,500 #
3 of 12	49.80	12-1308D	Chehalis Pool Renovation LWCF	Chehalis	\$250,000	\$530,340	\$780,340	\$1,247,500
4 of 12	49.20	12-1230A	North Creek Forest Acquisition, Phase 2	Bothell	\$197,500	\$262,500	\$460,000	\$1,445,000
5 of 12	48.40	12-1555D	The Peninsula at Point Defiance LWCF	Metropolitan Park District of Tacoma	\$500,000	\$3,500,000	\$4,000,000	\$1,945,000
6 of 12	47.00	12-1470D	Torguson Park Plaza and Loop Trail	North Bend	\$127,350	\$127,350	\$254,700	\$2,072,350
7 of 12	46.90	12-1411D	Riverview Park Pedestrian Bridge and Habitat	Renton	\$495,000	\$606,500	\$1,101,500	\$2,567,350 *
8 of 12	46.80	12-1613C	Trillium Community Forest LWCF	Island County	\$500,000	\$1,990,420	\$2,490,420	\$3,067,350
9 of 12	45.10	12-1163D	Edmonds Fishing Pier Renovation LWCF	Washington Department of Fish and Wildlife	\$500,000	\$500,000	\$1,000,000	\$3,567,350
10 of 12	39.30	12-1489D	Harvey Rendsland Park Development	Mason County	\$117,000	\$117,000	\$234,000	\$3,684,350
11 of 12	37.10	12-1508A	Eddon Boat Waterfront Park Expansion	Gig Harbor	\$293,927	\$367,328	\$661,255	\$3,978,277
12 of 12	36.70	12-1431C	Rick Tollefson Memorial Trail LWCF	Jefferson County Public Works	\$400,000	\$524,300	\$924,300	\$4,378,277
					<b>\$4,378,277</b>	<b>\$13,523,238</b>	<b>\$17,901,515</b>	

## General Notes:

# Project not eligible for funding because sponsor has an unwilling seller.

\* Project not eligible for funding because sponsor did not certify match.

## State Map for Land and Water Conservation Fund Projects





## Land and Water Conservation Fund Evaluation Criteria Summary

### Evaluation Criteria Summary Tables

Priority Rating Analysis					
Scored by	#	Criteria	Score (Multiplier)	Maximum Points	Priority in
LWCF Advisory Committee	1	Consistency with SCORP	0-5 points (x 3)	15	SCORP
LWCF Advisory Committee	2	Need	0-5 points (x 3)	15	SCORP
LWCF Advisory Committee	3	Project Design	Development 0-5 points (x2) Combination 0-5 (x1)	10 Or 5	LWCF
LWCF Advisory Committee	4	Urgency-Viability	Acquisition 0-5 (X2) Combination 0-5 (x1)	10 Or 5	LWCF
LWCF Advisory Committee	5	Federal Grant Program Priorities	0-5 points (x 2)	10	LWCF
LWCF Advisory Committee	6	Readiness	0-5	5	LWCF
LWCF Advisory Committee	7	Cost Efficiencies	0-5	5	LWCF
RCO Staff	8	Population Proximity	0-3	3	State law
RCO Staff	9	Applicant Compliance	-2-0	0	National Park Service policy
<b>Total Points Possible = 63</b>					



## Scoring Criteria, Land and Water Conservation Fund

### Scored by the Evaluation Team

1. **Consistency with SCORP.** To what extent does the project address one or more LWCF priorities identified in SCORP?
2. **Need.** What is the need for the project?
3. **Project Design.** Is the project well designed? Will the project result in a quality recreational opportunity while protecting the integrity of the environment? *Development and Combination projects answer this question.*
4. **Urgency-Viability.** Why purchase this particular property at this time? How viable are the anticipated future uses and benefits of the site? *Acquisition and Combination projects answer this question.*
5. **Federal Grant Program Priorities.** How well does the proposed project meet Department of the Interior and National Park Service goals for grant programs?
6. **Readiness.** Is the project ready to proceed? National Park Service rules encourage proposals where the applicant is ready to start work as soon as a project agreement is signed.
7. **Cost Efficiencies.** The extent that this project demonstrates efficiencies or reduces government costs through documented use of:
  - a. Volunteers
  - b. Donations
  - c. Innovative or sustainable design or construction resulting in long-term cost savings.
  - d. Signed cooperative agreements
  - e. Signed memoranda of understanding, such as no-cost easements or leases, or similar cost savings.

### Scored by RCO Staff

8. **Population Proximity.** Is the project in a populated area?
9. **Applicant Compliance.** Has the sponsor demonstrated good grant stewardship?

## Land and Water Conservation Fund, Preliminary Evaluation Summary, 2013-15

Question #		1	2	3		4		5	6	7	8	9	Total
		Consistency with SCORP	Need	Project Design		Urgency and Viability		Federal Grant Program Priorities	Readiness	Cost Efficiencies	Population Proximity	Applicant Compliance	
				Development	Combination	Acquisition	Combination						
Rank	Project Name												
1	Point Defiance Missing Link LWCF	12.90	10.80	8.80				7.60	4.40	3.50	3.00		51.00
2	Little Mountain Expansion	13.20	11.70			7.60		8.00	4.30	3.90	1.50		50.20
3	Chehalis Pool Renovation LWCF	10.80	12.60	9.20				6.60	4.40	4.70	1.50		49.80
4	North Creek Forest Acquisition, Phase 2	12.60	11.70			8.00		7.20	4.10	3.60	3.00	-1	49.20
5	The Peninsula at Point Defiance LWCF	11.70	10.20	8.00				7.60	4.30	3.60	3.00		48.40
6	Torguson Park Plaza and Loop Trail	10.50	12.00	7.80				7.40	3.20	3.10	3.00		47.00
7	Riverview Park Pedestrian Bridge and Habitat	9.30	11.70	8.60				6.60	4.00	3.70	3.00		46.90
8	Trillium Community Forest LWCF 2	12.00	9.90		3.20		3.80	7.60	4.20	4.60	1.50		46.80
9	Edmonds Fishing Renovation LWCF	10.50	12.60	7.20				6.80	2.90	3.10	3.00	-1	45.10
10	Harvey Rendsland Park Development	9.90	9.90	6.60				6.60	3.40	2.90	0.00		39.30
11	Eddon Boat Waterfront Park Expansion	7.50	8.10			7.60		5.40	3.20	2.30	3.00		37.10
12	Rick Tollefson Memorial Trail LWCF	10.20	9.00		3.00		2.60	6.60	2.70	2.60	0.00		36.70

Evaluators Score Questions: #1-7; RCO Staff Scores Questions: #8-9  
August 22, 2012

# Land and Water Conservation Fund Project Summaries (In Rank Order)

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## **Metropolitan Park District of Tacoma**

**Grant Request: \$500,000**

### **Linking Point Defiance Park and Downtown Tacoma**

The Metropolitan Park District of Tacoma will use this grant to develop the last half-mile of a 7-mile waterfront trail connecting downtown Tacoma to the nationally renowned Point Defiance Park. Located along Puget Sound, the trail provides exceptional views to the Olympic Mountains, Vashon Island, Cascade Mountains, and Mount Rainier. It also serves as a keystone, linking the highly popular Ruston Way promenade, the Point Ruston development, Town of Ruston, City of Tacoma, Point Defiance Park, and the future 11-acre waterfront park on the peninsula. The trail is 20 feet wide and includes a bridge over Pearl Street. The Metropolitan Park District of Tacoma will contribute \$4.5 million in cash and a state grant from the Washington Wildlife and Recreation Program. (12-1553)

## **Mount Vernon**

**Grant Request: \$497,500**

### **Expanding Little Mountain Park**

The Mount Vernon Parks and Recreation Department will use this grant to buy 121 acres of pristine forest to expand one of the most popular parks in the region, Little Mountain Park. Little Mountain Park is a 522-acre, natural area park, sitting 934 feet above Mount Vernon and the scenic Skagit Valley. With significant stands of historic timber, viewpoints in multiple directions, and miles of multi-use and pedestrian trails, the park attracts local and regional visitors. The addition of the 121 acres not only will expand park use for hikers and mountain bikers, but will add unique habitat including a fen, forested wetlands that are the headwaters for a salmon-bearing creek, a peat bog, and habitat for amphibians and nesting waterfowl. Future development plans include interpretive and multi-use trails. The project includes significant public support and donated money raised by the Skagit Land Trust. Mount Vernon will contribute \$497,500 in cash and donations of cash and property interest. (12-1446)

## **Chehalis**

**Grant Request: \$250,000**

### **Renovating the Chehalis Community Pool**

The City of Chehalis will use this grant to renovate its community pool. The City will replace the pool liner, mechanical systems, guard stands, and diving board; resurface its shared parking and add 42 more stalls; build a restroom; and upgrade locker rooms. As the only public outdoor pool in the region, the Chehalis Community Pool is used by 230 people a day for water sports, physical education, school field trips, teen mentor programs, family and lap swims, and swimming lessons. Built in 1959, the pool is in a desperate state of disrepair: it's unsafe, lacks energy efficiencies, and is in imminent danger of closing. While the City has maintained the aging pool with support from its foundation and the Chehalis community, it lacks money for major upgrades or expansion. Excessive time and resources are spent on mechanical or plumbing repairs in the hope it lasts just one more season. This renovation also improves park

## Land and Water Conservation Fund Project Summaries (In Rank Order)

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amenities, including restrooms and parking, shared with other activities in the nearby park. This project has a dedicated partner in the Chehalis Foundation, broad community support, and financial commitments from community groups, schools, businesses, and others. The City of Chehalis will contribute \$530,340 in staff labor, a state grant from the Washington Wildlife and Recreation Program, and cash donations. (12-1308)

### **Bothell** **Expanding the North Creek Forest**

**Grant Request: \$197,500**

The City of Bothell will use this grant to buy nearly 22 acres of a larger, 64-acre urban forest known as the North Creek Forest. Located along Interstate 405, the forest is home to at least two priority bird species, pileated woodpecker and band-tailed pigeon. The forest also helps clean water entering North Creek, which is used by Chinook salmon, which are listed under the federal Endangered Species Act. Upland, conifer forests in cities are rare, especially ones set above a salmon-spawning stream. The City already has bought 35 acres of the forest and is buying an additional 6 acres with another Land and Water Conservation Fund grant. The City of Bothell will contribute \$262,500 in cash and conservation futures<sup>1</sup>. (12-1230)

### **Metropolitan Park District of Tacoma** **Developing the Point Defiance Park Peninsula**

**Grant Request: \$500,000**

The Metropolitan Park District of Tacoma will use this grant to develop the peninsula at Point Defiance Park, unlocking 11 acres of open, passive park space never before available to the public. The Point Defiance Peninsula is virtually surrounded by water and includes nearly a half-mile of shoreline, spectacular views of Mount Rainier, the Cascade and Olympic Mountains, Vashon Island, and much more. Being adjacent to a trail that will connect the popular Ruston Way waterfront promenade with Point Defiance Park, this park will be a popular destination for the 2 million plus visitors to the waterfront. The park district will build a fishing pier over one of the most popular deep water fishing areas in the Puget Sound, public restrooms, paved walking trails, and parking. The Metropolitan Park District of Tacoma will contribute \$3.5 million in cash and a state grant from the Washington Wildlife and Recreation Program. (12-1555)

### **North Bend** **Building the Torguson Park Plaza and Loop Trail**

**Grant Request: \$127,350**

The City of North Bend will use this grant to build a gathering plaza and a recreational loop trail that encircles the youth baseball field and soccer field, as well as a spur trail that connects to the western pedestrian entrance at Torguson Park, the city's primary athletic fields, located just east of downtown. The goals of the project are to unify the park through a central gathering space,

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<sup>1</sup> Conservation futures are a portion of property taxes used by local governments to buy land or development rights to protect natural areas, forests, wetlands, and farms.

## Land and Water Conservation Fund Project Summaries (In Rank Order)

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provide a recreational loop that residents can use for exercise, and provide an accessible route for people with disabilities that connects the various park features. The ball fields and other park features are not connected with any pathways or landscaped, giving the park an unfinished appearance. The project is a top priority in the city's parks element of the comprehensive plan, and responds to a stated community need for additional walking, biking, and exercise facilities. The plaza will create a central gathering space and family area that will anchor the playground, restroom, parking lot, and a future picnic shelter, providing a space for pre- or post-game activities and informal gathering. The loop trail will include a circuit with distance markers and six exercise stations, enabling park visitors to use the trail for walking, jogging, and cross-fit, as well as the for children of parents attending other activities at the park to ride bicycles and scooters in a safe place within the park. The City of North Bend will contribute \$127,350. (12-1470)

### **Renton**

**Grant Request: \$495,000**

#### **Replacing the Riverview Park Pedestrian Bridge and Habitat**

The City of Renton will use this grant to remove a 1960s-era, wood bridge that crosses over the Cedar River at Riverview Park, which is 1.5 miles from the city center. A new, galvanized steel pedestrian bridge will be built in the same location. In the past 5 years, two floods have washed logs and tree root wads downstream, catching on the bridge piles and requiring the bridge to be closed until the wood was removed and the bridge repaired. A recent assessment rated the bridge in poor condition. The bridge provides access to Riverview Park and the adjacent regional Cedar River Trail, which connects to eight city parks, a golf course, and more than 250 acres of natural areas. In the fall, there are salmon viewing and interpretive opportunities as part of the Cedar River Salmon Journey Program, conducted in partnership with the Friends of the Cedar River Watershed. In addition to replacing the bridge, the City will remove 1.5 acres of invasive plants along the Cedar River and replant the area with native trees and shrubs. The City also will install new interpretive signs. The City of Renton will contribute \$606,500 from donations of cash and a state grant from the Aquatic Lands Enhancement Account. (12-1411)

### **Island County**

**Grant Request: \$500,000**

#### **Buying Land for the Trillium Community Forest**

Island County will use this grant to buy about 670 acres of forest for a new county park on State Highway 525 in the south-central part of Whidbey Island. The parcels to be purchased include 654 acres that are the largest contiguous forestland in the county. The County will develop two, multi-user trailheads with kiosks and parking areas, one designed primarily for people with disabilities and one designed to accommodate horse trailers and buses. The County will build a loop trail connecting to the proposed parking area for people with disabilities. The trailheads will connect to more than 6 miles of multi-use trails. Island County's *Park and Recreation Plan* identifies the project as a high acquisition priority to meet the need in this area for habitat



## Land and Water Conservation Fund Project Summaries (In Rank Order)

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protection and a place for equestrian, mountain biking, and hiking. Island County will contribute \$1.9 million from donated land and conservation futures.<sup>2</sup> (12-1613)

### **Washington Department of Fish and Wildlife Renovating the Edmonds Fishing Pier**

**Grant Request: \$500,000**

The Department of Fish and Wildlife will use this grant to renovate the Edmonds Pier. The pier was built on Puget Sound in 1977 and was the first publicly funded pier dedicated to recreational fishing in the state. The pier is a popular and rare asset for boat-less anglers and the public because it provides low cost, saltwater fishing access and wildlife viewing. The water and weather have rusted and damaged parts of the pier. The department will repair the deck and wind break enclosure, replace the roof on the fish cleaning station, install electrical plug-ins, fix the handrail, electrical system, and signs, as well as complete other repairs recommended in a recent report. The Department of Fish and Wildlife will contribute \$500,000 from a state grant from the Aquatic Lands Enhancement Account. (12-1163)

### **Mason County Developing the Harvey Rendsland Park**

**Grant Request: \$117,000**

Mason County will use this grant to begin development of Harvey Rendsland Park, a 15-acre community park on the Tahuya Peninsula. The County will improve the entry road, parking lot, and picnic area; build a loop trail; and install an informational kiosk and signs. The park has only an unimproved entry road to the site, which provides access to Jiggs Lake. This is the only park of its kind on the Tahuya Peninsula and the goal of the project is to make the park more appealing to visitors. Mason County will contribute \$117,000 in cash, staff equipment and labor, and donated labor. (12-1489)

### **Gig Harbor Expanding the Eddon Boat Waterfront Park**

**Grant Request: \$293,927**

The City of Gig Harbor will use this grant to buy a little more than half an acre on the waterfront to expand the historic Eddon Boat Waterfront Park. The waterfront park includes the historic Eddon boatyard cultural center, kayak launch, dock, open grassy area, beach, and panoramic views of Gig Harbor Bay. Located in the heart of this historic fishing village, these added waterfront acres are suitable for fishing, kayaking, canoeing, and direct access to Puget Sound. The City of Gig Harbor will contribute \$367,328 in cash and a state grant from the Washington Wildlife and Recreation Program. (12-1508)

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<sup>2</sup> Conservation futures are a portion of property taxes used by local governments to buy land or development rights to protect natural areas, forests, wetlands, and farms.

## Land and Water Conservation Fund Project Summaries (In Rank Order)

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### **Jefferson County**

**Grant Request: \$400,000**

#### **Developing the Rick Tollefson Memorial Trail**

The Jefferson County Department of Public Works will use this grant to acquire and develop the Rick Tollefson Memorial Trail. The County will acquire trail easements and build a 10-foot-wide trail that runs for about a third-mile and includes a pedestrian bridge over Chimacum Creek. The trail is in the county's largest, unincorporated population center of Port Hadlock, Irondale, and Chimacum, just east of State Route 19. The trail is the critical first step in a larger, non-motorized trail network connecting schools, parks, and community and business centers in Chimacum and Port Hadlock. This trail will be the first accessible, shared-use path in this community, and it will improve safety for Chimacum school children and walkers, runners, and bicyclists who normally travel on busy state highways or county roads. The County also will install interpretive displays about the habitat restoration underway in salmon-bearing Chimacum Creek and the small-scale, sustainable agriculture in Chimacum Valley. The county's *Non-Motorized Transportation and Recreational Trails Plan* identifies this project as a high priority. Jefferson County will contribute \$524,300 in cash and state and federal grants. (12-1431)

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Boating Facilities Program, Review and Approve Ranked Lists for the 2013-15 Biennium

**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

This memo describes the evaluation process, category, and ranked lists for the Boating Facilities Program. As of this writing, the Legislature had not yet adopted a budget or appropriated funding for the program, so staff is asking the Recreation and Conservation Funding Board to (1) approve the ranked lists and (2) delegate authority to the director to fund the projects, contingent on approval of a 2013-15 state capital budget.

### Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Resolution #: 2013-11 and 2013-12

Purpose of Resolution: Approve the ranked lists of projects shown in Table 1 for each category and delegate authority to the director to award grant funding to the ranked lists of projects, contingent on approval of a 2013-15 state capital budget.

### Background

The Boating Facilities Program (BFP) was established through Initiative 215 in 1964 with passage of the Marine Recreation Land Act. The Act authorizes the Recreation and Conservation Funding Board (board) to provide financial assistance for acquisition and development of recreational boating access on both fresh and salt waters.

The Boating Facilities Program provides grants to state and local agencies to preserve and develop motorized boating access. Funds are used to:

- Acquire real property for motorized recreational boating

- Develop or renovate sites and facilities used exclusively or primarily by recreational boaters, and
- Complete the design and engineering, environmental and cultural resources reviews, and permitting activities required for a development project.

To participate in the program, an applicant must adopt a comprehensive outdoor recreation plan. The board's *Boating Grant Programs Policy Plan* sets the priorities that inform the program policies and evaluation criteria that the board adopted into Manual #9, *Boating Facilities Program*.

Category	Boating Facilities Program State Category	Boating Facilities Program Local Category
<b>Eligible Applicants</b>	State agencies	Municipal governments and Native American tribes may apply.
<b>Eligible Project Types</b>	Planning, acquisition, development, and renovation projects are eligible.	Planning, acquisition, development, and renovation projects are eligible.
<b>Match Requirements</b>	No match required	A minimum twenty-five percent matching share is required.
<b>Funding Limits</b>	No limits on maximum grant request for a project, but the total funds requested by an agency may not exceed twice the estimated funds available for the grants cycle.	The maximum fund request for a: <ul style="list-style-type: none"> <li>• Planning project is \$200,000, or 20% of the estimated construction costs (whichever is less).</li> <li>• Acquisition, development or renovation project is \$1 million.</li> </ul>
<b>Public Access</b>	Required	Required
<b>Other Program Characteristics</b>	<ul style="list-style-type: none"> <li>• Planning projects must result in construction ready documents.</li> <li>• Property acquired, developed, or renovated must be retained for public outdoor recreation use in perpetuity.</li> <li>• Multi-site projects are eligible.</li> <li>• Launch facilities are primarily for public, non-commercial recreational boat launching and retrieval.</li> <li>• Commercial or non-recreational use between October and April may be allowed if the sponsor ensures it will not displace recreational boaters.</li> <li>• Applicants must prorate costs for facilities used for both eligible and ineligible boating activities. For example, since long-term guest moorage is not eligible for funding, an applicant would prorate costs for a breakwater that protects transient recreational moorage and long-term moorage.</li> </ul>	

### Estimated Funds Available

BFP funds come from a portion of the motor vehicle gasoline tax paid by boaters and not refunded as allowed by law. By statute, BFP funds must be divided equally between state and local agencies.

As of this writing, the Legislature has not yet adopted a budget for the 2013-15 biennium. Staff will update the board regarding the appropriation amount at the June meeting or when a budget is enacted.

## Analysis

### Evaluation Summary

Nine state agency projects and twenty-one local agency projects were submitted for funding consideration. The Boating Programs Advisory Committee used board-adopted criteria to review and rank projects in an open public meeting in Olympia, WA. The committee included the following representatives all of whom are recognized for their expertise, experience, and knowledge about recreational boating issues.

Name	Agency/Organization	Position
Wade Alonzo	State Parks and Recreation Commission	State Agency
Michael Branstetter	Scan Marine USA	Citizen
Larry Crockett	Washington Public Ports Association	Citizen
Tammy Fine	Port of Kennewick	Local Agency
Del Jacobs	Northwest Multihull Association	Citizen
Glen Jurgens	Kitsap Poggie Club	Citizen
Lorena Landon	Bellevue Sail and Power Squadron	Citizen
Chris Lyons	Department of Natural Resources	State Agency
Peter Schrappen	Northwest Marine Trade Association	Citizen
Steve Sherlock	Department of Fish and Wildlife	State Agency
Paul Thorpe	Recreational Boating Association of WA	Citizen
Reed Waite	Washington Water Trails Assn.	Citizen

The results of the evaluations, provided for board consideration, are found in Table 1 of the attached decision packages.

### Strategic Plan Link

Consideration of these grant awards supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide. The grant process supports the board's strategy to conduct its work in a fair and open manner, as well as its goal to deliver successful projects by using broad public participation. The criteria for selecting projects support strategic investments in the protection, restoration, and development of recreation opportunities.

### Public Comment

Some public comment was received. The letters are included with each decision package.



## Staff Recommendation

Given the uncertainty of the timing for final 2013-15 budget approval and the program funding level, staff recommends that the board approve the projects shown in Table 1 for each category and delegate authority to the director to award funding based on the rankings once funds are appropriated.

If the legislature and the Governor approve a budget before the board meeting, the resolutions and tables may be revised so that the board can approve the ranked lists of projects and make the funding decisions.

## Next Steps

If the board approves the list, the Recreation and Conservation Office director would immediately be authorized to execute project agreements for projects that meet all post-approval requirements, including certification of matching resources, if funds are made available for this program.

## Attachments

### **Decision Package 1: Boating Facilities Program, State Category**

Resolution # 2013-11

- Table 1 – Boating Facilities Program, State, Ranked List of Projects, 2013-15
- A. State Map of Projects, State Agencies
- B. Evaluation Criteria Summary
- C. Evaluation Summary 2013-15, State Category
- D. Project Summaries State Category

### **Decision Package 2: Boating Facilities Program, Local Category**

Resolution # 2013-12

- Table 1 – Boating Facilities Program, Local, Ranked List of Projects, 2013-15
- E. State Map of Projects, Local Agencies
- F. Evaluation Criteria Summary
- G. Evaluation Summary 2013-15, Local Category
- H. Project Summaries Local Category

Recreation and Conservation Funding Board  
Resolution #2013-11  
Boating Facilities Program – State Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, nine state agency Boating Facilities Program (BFP) projects are eligible for funding; and

**WHEREAS**, these BFP projects were evaluated using the Recreation and Conservation Funding Board (board) approved and adopted evaluation criteria; and

**WHEREAS**, these evaluations occurred in open public meetings, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all nine BFP program projects meet program requirements as stipulated in Manual 9: *Boating Facilities Program: Policies and Project Selection*, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide for planning, development, and renovation of motorized boating access areas and facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in *Table 1 – Boating Facilities Program, State, Ranked List of Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

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

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

Adopted/Defeated/Deferred (underline one)

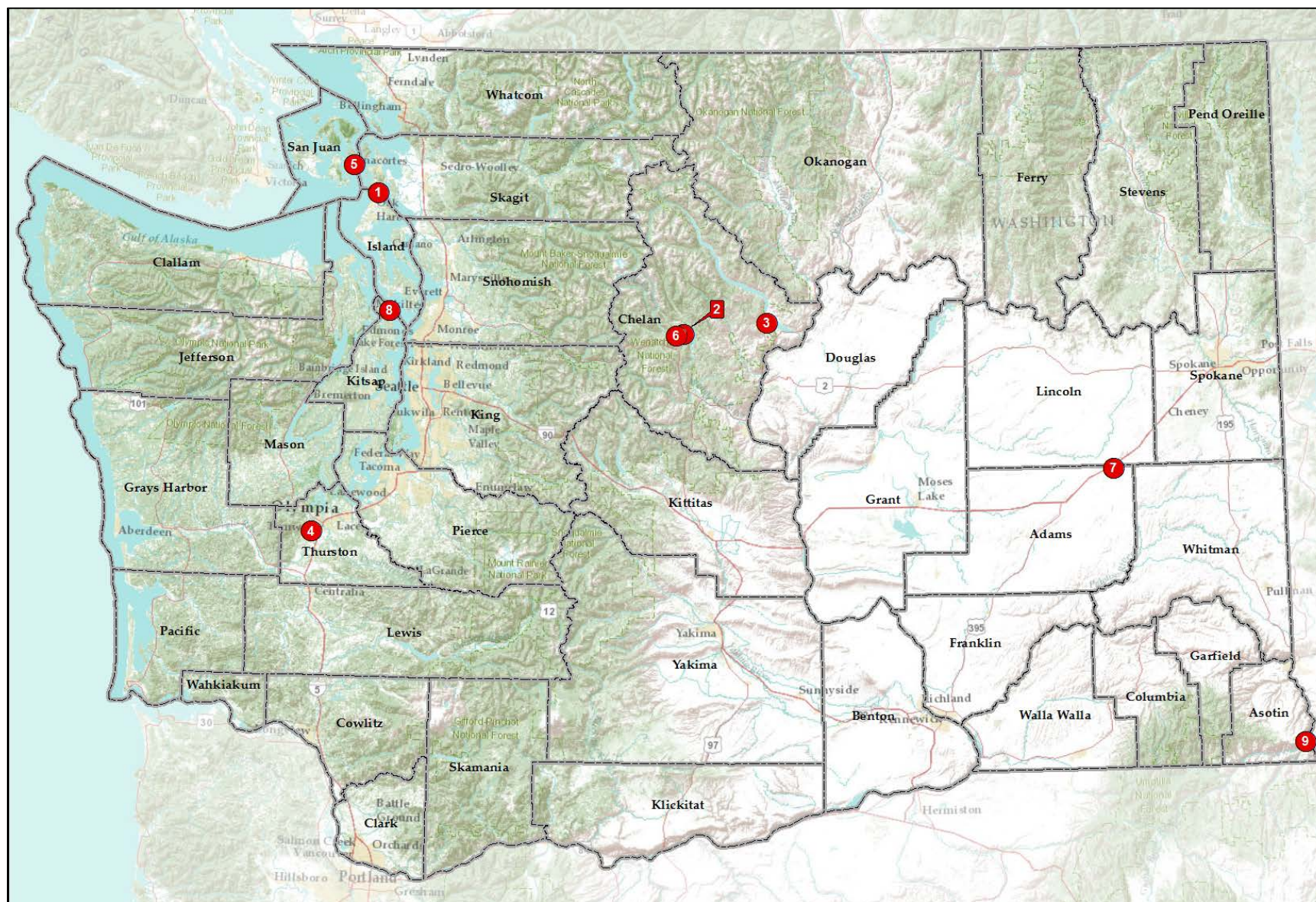
Date: \_\_\_\_\_

Table 1 - Boating Facilities Program, State, Ranked List of Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 9	52.58	12-1783P	Deception Pass Moorage Facility Improvements	State Parks	\$199,500		\$199,500	\$199,500
2 of 9	51.91	12-1873P	Fish Lake Boat Launch Planning	Washington Department of Fish and Wildlife	\$108,000		\$108,000	\$307,500
3 of 9	51.16	12-1809D	Lake Chelan Boat Ramp Development	State Parks	\$1,000,000		\$1,000,000	\$1,307,500
4 of 9	50.41	12-1223D	Black Lake Access Thurston County	Washington Department of Fish and Wildlife	\$490,000		\$490,000	\$1,797,500
5 of 9	49.41	12-1343D	James Island Moorage Replacement	State Parks	\$867,500		\$867,500	\$2,665,000
6 of 9	48.00	12-1597P	Lake Wenatchee Boat Launch Planning	Washington Department of Fish and Wildlife	\$106,000		\$106,000	\$2,771,000
7 of 9	45.91	12-1212D	Sprague Lake Access Phase 4	Washington Department of Fish and Wildlife	\$696,000		\$696,000	\$3,467,000
8 of 9	44.16	12-1210D	Point No Point Renovation	Washington Department of Fish and Wildlife	\$500,000	\$2,000,000	\$2,500,000	\$3,967,000
9 of 9	39.08	12-1610D	Heller Bar Boat Ramp Improvement	Washington Department of Fish and Wildlife	\$400,000		\$400,000	\$4,367,000
					<b>\$4,367,000</b>	<b>\$2,000,000</b>	<b>\$6,367,000</b>	



## State Map for Boating Facilities Program Projects, State Agencies



## Boating Facilities Program Evaluation Criteria Summary

BFP Evaluation Criteria Summary - State				
Scored by	Question	Item	Project Type	Possible Points
Committee	1	Need	All	15
Committee	2	Site suitability	All	15
Committee	3a	Urgency	Acquisition	10
Committee	3b	Project Design	Development	10
Committee	3c	Planning success (architecture and engineering only)	Planning	10
Committee	4	Cost benefit	All	10
Committee	5	Boating experience	All	6
Committee	6	Readiness	All	5
RCO Staff	7	Matching shares including non government contributions	All	1
RCO Staff	8	Proximity to people	All	1
RCO Staff	9	Growth Management Act compliance (local agencies)	All	0
<b>Total</b>				<b>State= 63</b>

All project types=Acquisition, development or renovation, and planning (architecture-engineering or permit related)



## Scoring Criteria, Boating Facilities Program

### Scored by Advisory Committee

1. **Need.** Is the project needed?
2. **Site suitability.** Is the site well-suited for the intended recreational uses?
- 3a. **Urgency** (any project with acquisition as a component). How urgent is the need for funding from the Recreation and Conservation Funding Board?
- 3b. **Project design** (development or acquisition and development projects only). Is the proposal appropriately designed for the intended use?
- 3c. **Planning success** (planning or acquisition and planning projects only). What potential does this project have to successfully complete the required documents needed to start a development project?
3. **Cost-benefit.** Do the benefits of the project outweigh the costs?
4. **Boating experience.** How will the project affect the boating experience?
5. **Readiness.** Is the project ready to proceed?

### Scored by RCO Staff

6. **Matching shares.** To what extent will the applicant match BFP funds with contributions from its own resources?
7. **Proximity to people.** Is the project site in a populated area?
8. **Growth Management Act compliance.** Has the applicant made progress toward meeting the requirements of the Growth Management Act?<sup>1</sup>

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<sup>1</sup> Revised Code of Washington 43.17.250 (Growth Management Act preference required.)

## Boating Facilities Program, Evaluation Summary, State Agency Projects, 2013-15

	Question	1	2	3			4	5	6	7	8	9	Total
Rank	Project Name	Need	Site Suitability	Urgency Acq <sup>1</sup>	Project Design Dev <sup>1</sup>	Planning Success Pln <sup>1</sup>	Cost Benefit	Boating Experience	Readiness	Matching Share	Proximity to People	GMA <sup>2</sup> Compliance	
1	Deception Pass	12.75	13.25			8.33	8.00	5.16	4.08	0	1	0	52.57
2	Fish Lake Boat	14.00	12.25			8.16	8.16	5.50	3.83	0	0	0	51.90
3	Lake Chelan Boat	12.25	13.50		8.33		7.00	5.66	4.41	0	0	0	51.15
4	Black Lake Access Thurston County	12.50	13.00		8.50		7.83	4.83	2.75	0	1	0	50.41
5	James Island Moorage	13.00	12.75		8.33		6.50	5.50	3.33	0	0	0	49.41
6	Lake Wenatchee	11.75	11.75			7.5	8.00	5.16	3.83	0	0	0	47.99
7	Sprague Lake Access	11.50	11.25		8.50		7.16	4.66	2.83	0	0	0	45.90
8	Point No Point	11.50	9.00		7.66		7.00	4.33	3.66	0	1	0	44.15
9	Heller Bar Boat Launch	11.25	11.00		4.00		6.33	4.50	2.00	0	0	0	39.08

<sup>1</sup> Acq = Acquisition; Dev=Development Projects; Pln=Planning

<sup>2</sup>Growth Management Act

Evaluators Score Questions 1-6; RCO Staff Scores Questions 7-9

## Boating Facilities Program

### State Agency Project Summaries (In Rank Order)

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#### **Washington State Parks and Recreation Commission      Grant Request: \$199,500** **Planning Improvements at the Deception Pass Marina**

State Parks will use this grant to design and obtain permits for a project to improve and expand the marina at the Cornet Bay Marine Area of Deception Pass State Park in Island County. State Parks plans to replace the existing pedestrian access pier, gangway ramp, pilings, and moorage floats as well as add about 384 linear feet of moorage. The marina was built in the 1960s and replacement is critical before it is considered unsafe and closes to the public. This will be the final key part of a multi-phased re-development that includes a previously improved boat launch and recently constructed restroom and shelter. (12-1783)

#### **Washington Department of Fish and Wildlife      Grant Request: \$108,000** **Planning to Build a Boat Launch on Fish Lake**

The Department of Fish and Wildlife will use this grant to design and acquire permits to build a public boat launch on Fish Lake in Chelan County. The site will include a boat launch ramp, boarding dock, fishing pier, roads, parking, and restrooms. Fish Lake is Chelan County's most used lake for trout fishing. The area attracts a wide variety of people who are drawn by surrounding U.S. Forest Service lands, state parks, recreation developments, and fishing in the lake. Unfortunately, public access largely is limited to one boat launch in a private resort. The department will use the grant to prepare architectural designs, construction drawings, and environmental assessments, get permits and negotiate land use agreements with the U.S. Fish and Wildlife Service. (12-1873)

#### **Washington State Parks and Recreation Commission      Grant Request: \$1,000,000** **Renovating the Lake Chelan Boat Launch**

State Parks will use this grant to rebuild the boat launch at Lake Chelan State Park. State Parks will reconstruct the boat ramp to the desired 14 percent grade; add a second launch ramp; build two, 120-foot-long handling docks; add 200 linear feet of moorage docks; rebuild the access road and turnaround to improve traffic circulation; and provide access and parking for people with disabilities. Lake Chelan State Park is the primary boat launching site on the south shore of Lake Chelan and the most accessible from all major transportation routes. The boat ramp is in poor shape because of a severe drop-off on a too-narrow single ramp, handling docks that are too far from the launch ramp, docks that are old and partially submerged, and limited launch maneuvering and stacking space. While the boat launch area has declined, public use at this park has increased 47 percent since 2005 to 254,000 visitors in 2009. (12-1809)

## Boating Facilities Program

### State Agency Project Summaries (In Rank Order)

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#### **Washington Department of Fish and Wildlife Renovating a Black Lake Boat Launch**

**Grant Request: \$490,000**

The Department of Fish and Wildlife will use this grant to renovate a boat launch on Black Lake in Thurston County. The department will replace the boat launch with a concrete plank, double ramp with armoring and a boat boarding float between the two ramps. The department also will replace the portable toilets with more permanent, vault toilets; improve and increase parking; improve walkways to the boat ramp; and install an informational kiosk. This project will increase fishing opportunities for anglers with disabilities. Black Lake is a very popular, year-round recreational site for fishing, boating, swimming, water skiing, kayaking, sailing, and using personal watercraft, such as Jet skis. Black Lake also hosts a hydroplane regatta each summer. (12-1223)

#### **Washington State Parks and Recreation Commission Replacing James Island Moorage**

**Grant Request: \$867,500**

State Parks will use this grant to replace and expand the popular moorage facility on James Island, which is at the eastern entrance to Thatcher Pass, the most highly trafficked entry point into the San Juan Islands from the Puget Sound. State Parks will replace the access pier, gangway ramp, pilings, and moorage floats. The work will expand the capacity from 64 linear feet of moorage to 256 linear feet of moorage. The facility doesn't comply with current building codes, environmental regulations, or barrier-free standards. Providing an attractive and convenient lunch stop for those traveling to and from the San Juan Islands, James Island also is near launch facilities at Anacortes and Deception Pass State Park, making it a popular destination for day tours and weekend camping trips. The island serves an estimated 12,500 visitors annually. (12-1343)

#### **Washington Department of Fish and Wildlife Planning for a New Lake Wenatchee Boat Launch**

**Grant Request: \$106,000**

The Department of Fish and Wildlife will use this grant to complete planning for a public boat launch on Lake Wenatchee in Chelan County. The department will complete architectural designs, construction drawings, environmental assessments, required permits, and land use negotiations with the U.S. Forest Service. Lake Wenatchee, a 2,500-acre lake, is a popular year-round destination for salmon anglers and other recreationalists attracted by the surrounding Forest Service land, state parks, and recreation developments. The department is planning to build a boat launch ramp, boarding dock, roads, parking, and restroom on land owned by the Forest Service. Public access largely is limited to one boat launch and during salmon fishing season, that is not enough and boaters are forced to leave or wait in long lines and deal with disorganized parking situations. (12-1597)

## Boating Facilities Program

### State Agency Project Summaries (In Rank Order)

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#### **Washington Department of Fish and Wildlife Improving Sprague Lake Boating Access**

**Grant Request: \$696,000**

The Department of Fish and Wildlife will use this grant to build a breakwater jetty and fishing pier, parking lot for cars with boat trailers, paved pathways, loading dock and gangway on Sprague Lake in Adams County. Basalt substrate, winter ice, and prevailing winds have prevented the installation of a loading dock at this site to date. The department will build a rock and concrete breakwater jetty to provide a windbreak to the launch and an anchoring point for a removable loading float. (12-1212)

#### **Washington Department of Fish and Wildlife Developing a Point No Point Boat Launch**

**Grant Request: \$500,000**

The Department of Fish and Wildlife will use this grant to develop a boat launch at the historic Point No Point Resort, a 3.47-acre, saltwater access site to Admiralty Inlet and north Puget Sound. Located at the north end of the Kitsap Peninsula, boats began launching there in the 1920s via a rail launch. The rail launch was condemned in 2002 due to public safety concerns. Boaters started hand-launch small boats. Annual launching for recreational fishing alone can range from 1,000 to 4,000 boats depending on crab, shrimp, halibut, and salmon fishing seasons. With this grant, the department will remove the buildings and install a boat ramp, a toilet, interpretive kiosks, and an eagle perch. The department also will install a fence, finish landscaping, and complete beach restoration. The Department of Fish and Wildlife will contribute \$2 million. (12-1210)

#### **Washington Department of Fish and Wildlife Improving the Heller Bar Boat Ramp**

**Grant Request: \$400,000**

The Department of Fish and Wildlife will use this grant to develop a new boat ramp and make site improvements at the Heller Bar boating access site, which is on the Snake River in Asotin County. Heller Bar is considered the gateway for Hell's Canyon and is a major launching site for powerboats and a primary take-out site for river rafters floating down the Snake, Salmon, and Grande Ronde Rivers. Besides boating, Heller Bar is used for camping and fishing primarily during the fall steelhead season when use is highest. With high use during summer and into the fall, congestion, conflict, and safety issues are common on the existing 25-foot-wide ramp. The department will build a second ramp to be used by boaters, as well as add signs and a gravel surface for the site. (12-1610)



Recreation and Conservation Funding Board  
Resolution #2013-12  
Boating Facilities Program – Local Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, twenty-one local agency Boating Facilities Program (BFP) projects are eligible for funding; and

**WHEREAS**, these BFP projects were evaluated using the Recreation and Conservation Funding Board (Board) approved and adopted evaluation criteria; and

**WHEREAS**, these evaluations occurred in open public meetings, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all of the projects meet program requirements as stipulated in *Manual 9: Boating Facilities Program: Policies and Project Selection*, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide for planning, development, and renovation of motorized boating access areas and facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in *Table 1 – Boating Facilities Program, Local, Ranked List of Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

Table 1 - Boating Facilities Program, Local, Ranked List of Projects, 2013-15

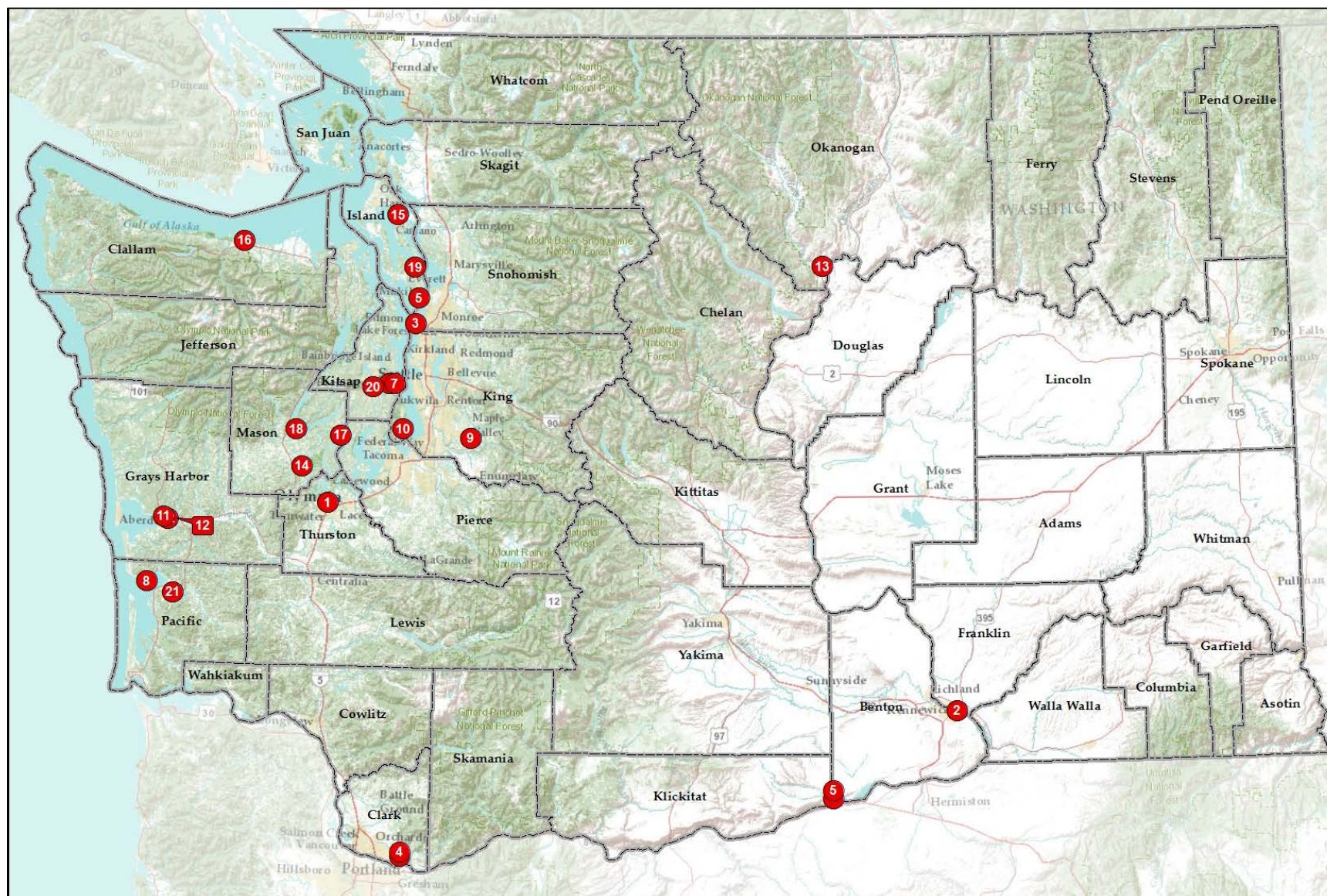
Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 21	55.54	12-1766D	Launch Ramp Replacement Swantown Marina	Port of Olympia	\$153,536	\$90,000	\$243,536	\$153,536
2 of 21	53.09	12-1655D	Clover Island Boat Parking and Restroom	Port of Kennewick	\$238,146	\$357,218	\$595,364	\$391,682
3 of 21	52.63	12-1818D	Sling Launch Renovation	Port of Edmonds	\$150,000	\$50,000	\$200,000	\$541,682
4 of 21	51.45	12-1683D	Lacamas Lake Boat Launch Phase 2	Camas	\$418,068	\$141,000	\$559,068	\$959,750
5 of 21	49.63	12-1744D	Crow Butte Marina Improvements	Port of Benton	\$622,000	\$208,000	\$830,000	\$1,581,750
5 of 21	49.63	12-1220P	Possession Beach Boat Ramp	Port of South Whidbey Island	\$74,000	\$25,000	\$99,000	\$1,655,750
7 of 21	49.45	12-1242D	Manchester North Dock Renovation	Port of Manchester	\$168,750	\$56,250	\$225,000	\$1,824,500
8 of 21	49.27	12-1797D	Tokeland Marina Redevelopment Phase 1	Port of Willapa Harbor	\$664,800	\$287,000	\$951,800	\$2,489,300
9 of 21	47.90	12-1089P	Lake Sawyer Boat Launch Dock Design	Black Diamond	\$86,625	\$28,875	\$115,500	\$2,575,925
10 of 21	46.18	12-1736D	Dockton Park Dock and Moorage Renovation	King County Natural Resources and Parks	\$373,000	\$125,000	\$498,000	\$2,948,925
11 of 21	45.72	12-1332D	Levee Street Boat Launch Renovation	Hoquiam	\$525,000	\$175,000	\$700,000	\$3,473,925
12 of 21	44.27	12-1381D	28th Street Landing Renovation Construction	Port of Grays Harbor	\$1,000,000	\$468,296	\$1,468,296	\$4,473,925
13 of 21	44.18	12-1302D	Lake Pateros Winter Boat Launch	Pateros	\$483,100	\$215,500	\$698,600	\$4,957,025
14 of 21	43.36	12-1578P	Jacoby Park Boat Ramp Improvements	Mason County	\$45,000	\$15,000	\$60,000	\$5,002,025
15 of 21	41.63	12-1720P	Maple Grove Boat Launch Planning	Island County	\$84,000	\$29,000	\$113,000	\$5,086,025
16 of 21	40.63	12-1814D	West Launch Float Replacement	Port of Port Angeles	\$195,000	\$65,000	\$260,000	\$5,281,025
17 of 21	39.18	12-1049P	Port of Grapeview 1-2012	Port of Grapeview	\$75,000	\$25,000	\$100,000	\$5,356,025

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request	
18 of 21	33.72	12-1577D	Union Boat Ramp Development	Mason County	\$630,000	\$210,000	\$840,000	\$5,986,025	
19 of 21	30.72	12-1115D	Langley's Town to Harbor Funicular	Langley	\$207,900	\$69,302	\$277,202	\$6,193,925	*
20 of 21	29.54	12-1544D	Dekalb Dock Renovation	Port Orchard	\$400,000	\$370,000	\$770,000	\$6,593,925	*
21 of 21	24.09	12-1747D	Renovation South Bend Pier Access to Boating	South Bend	\$262,767	\$87,590	\$350,357	\$6,856,692	*
					<b>\$6,856,692</b>	<b>\$3,098,031</b>	<b>\$9,954,723</b>		

General Notes:

\* Project not eligible for funding because sponsor did not certify match.

## State Map for Boating Facilities Program Projects, Local Agencies





## Boating Facilities Program Evaluation Criteria Summary

BFP Evaluation Criteria Summary - Local				
Scored by	Question	Item	Project Type	Possible Points
Committee	1	Need	All	15
Committee	2	Site suitability	All	15
Committee	3a	Urgency	Acquisition	10
Committee	3b	Project Design	Development	10
Committee	3c	Planning success (architecture and engineering only)	Planning	10
Committee	4	Cost benefit	All	10
Committee	5	Boating experience	All	6
Committee	6	Readiness	All	5
RCO Staff	7	Matching shares including non government contributions	All	4
RCO Staff	8	Proximity to people	All	1
RCO Staff	9	Growth Management Act compliance (local agencies)	All	0
<b>Total</b>				<b>Local= 66</b>

All project types=Acquisition, development or renovation, and planning (architecture-engineering or permit related)

## Scoring Criteria, Boating Facilities Program

### Scored by Advisory Committee

1. **Need.** Is the project needed?
2. **Site suitability.** Is the site well-suited for the intended recreational uses?
- 3a. **Urgency** (any project with acquisition as a component). How urgent is the need for funding from the Recreation and Conservation Funding Board?
- 3b. **Project design** (development or acquisition and development projects only). Is the proposal appropriately designed for the intended use?
- 3c. **Planning success** (planning or acquisition and planning projects only). What potential does this project have to successfully complete the required documents needed to start a development project?
4. **Cost-benefit.** Do the benefits of the project outweigh the costs?
5. **Boating experience.** How will the project affect the boating experience?
6. **Readiness.** Is the project ready to proceed?

### Scored by RCO Staff

7. **Matching shares.** To what extent will the applicant match BFP funds with contributions from its own resources?
8. **Proximity to people.** Is the project site in a populated area?
9. **Growth Management Act compliance.** Has the applicant made progress toward meeting the requirements of the Growth Management Act?<sup>2</sup>

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<sup>2</sup> Revised Code of Washington 43.17.250 (Growth Management Act preference required.)



## Boating Facilities Program, Evaluation Summary, Local Agency Projects, 2013-15

	Question	1	2	3			4	5	6	7	8	9	
Rank	Project Name	Need	Site Suitability	Urgency <i>Acq</i> <sup>1</sup>	Project Design <i>Dev</i> <sup>1</sup>	Planning Success <i>Pln</i> <sup>1</sup>	Cost Benefit	Boating Experience	Readiness	Matching Share	Proximity to People	GMA <sup>2</sup> Compliance	Total
1	Launch Ramp Replacement Swantown Marina	12.81	13.90		8.90		8.54	4.72	3.63	2.00	1.00	0.00	55.54
2	Clover Island Boat Parking and Restroom	11.72	12.54		8.00		8.00	4.54	4.27	3.00	1.00	0.00	53.09
3	Sling Launch Renovation	12.81	13.63		8.54		7.63	4.54	4.45	0.00	1.00	0.00	52.63
4	Lacamas Lake Boat Launch Phase 2	11.72	13.90		8.36		7.09	4.54	3.81	1.00	1.00	0.00	51.45
5	Crow Butte Marina Improvements	12.27	13.63		8.18		7.27	4.54	3.72	0.00	0.00	0.00	49.63
5	Possession Beach Boat Ramp	13.09	10.63			7.45	7.63	4.54	4.27	1.00	1.00	0.00	49.63
7	Manchester North Dock Renovation	10.63	12.54		8.36		8.72	3.63	4.54	0.00	1.00	0.00	49.45
8	Tokeland Marina Redevelopment Phase 1	13.36	12.81		6.90		6.90	4.36	3.90	1.00	0.00	0.00	49.27
9	Lake Sawyer Boat Launch Dock Design	11.45	11.45			8.18	7.45	4.36	4.00	0.00	1.00	0.00	47.90
10	Dockton Park Dock and Moorage Renovation	10.36	12.27		8.00		6.72	3.45	3.36	1.00	1.00	0.00	46.18
11	Levee Street Boat Launch Renovation	13.09	11.72		6.36		7.27	4.00	2.27	0.00	1.00	0.00	45.72
12	28th Street Landing Renovation	11.18	11.18		7.09		5.09	4.00	3.72	1.00	1.00	0.00	44.27
13	Lake Pateros Winter Boat Launch	9.81	10.90		7.63		6.54	4.00	4.27	1.00	0.00	0.00	44.18
14	Jacoby Park Boat Ramp Improvements	10.09	11.18			7.81	6.18	3.81	4.27	0.00	0.00	0.00	43.36
15	Maple Grove Boat Launch Planning	12.00	8.45			6.9	6.18	3.27	3.81	1.00	1.00	-1.00	41.63
16	West Launch Float Replacement	10.09	10.09		5.81		6.72	3.09	3.81	0.00	1.00	0.00	40.63
17	Port of Grapeview 1 - 2012	10.36	9.81			6.72	6.00	2.72	3.54	0.00	0.00	0.00	39.18
18	Union Boat Ramp Development	10.36	7.09		6.18		4.72	1.81	3.54	0.00	0.00	0.00	33.72
19	Langley's Town to Harbor Funicular	8.18	8.18		5.81		4.18	3.09	1.27	0.00	1.00	-1.00	30.72
20	Dekalb Dock Renovation	6.00	6.00		6.18		3.45	2.18	2.72	2.00	1.00	0.00	29.54
21	Renovation South Bend Pier	6.54	6.81		4.54		4.00	0.00	2.18	0.00	0.00	0.00	24.09

<sup>1</sup> Acq = Acquisition; Dev=Development Projects; Pln=Planning<sup>2</sup> Growth Management Act

Evaluators Score Questions 1-6; RCO Staff Scores Questions 7-9

## Boating Facilities Program

### Local Agency Project Summaries (In Rank Order)

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#### **Port of Olympia**

**Grant Request: \$153,536**

##### **Replacing Launch Ramp at Swantown Marina**

The Port of Olympia will use this grant to replace a small boat launch ramp at Swantown Marina in Thurston County. The Port will replace the 30-year-old launch ramp floats with more environmentally friendly docks and also will replace the asphalt launching and staging areas. The launch is at the end of Puget Sound and is the closest launch ramp to Puget Sound for all recreational boats in the southern portion of the state, and for boats from California, Oregon, and several other regions of the southern United States. The Port of Olympia will contribute \$90,000 in cash and staff labor. (12-1766)

#### **Port of Kennewick**

**Grant Request: \$238,146**

##### **Improving Parking and Adding a Restroom at the Clover Island Dock**

The Port of Kennewick will use this grant to improve the boating amenities at Clover Island dock. Crews will transform a gravel lot into parking for boat trailers, add restrooms (where none exist), add storage for maintenance equipment and supplies, add a wash down area and drain, and create an overlook and a picnic area with benches and educational signs. The port's 104-foot-long dock was renovated in 2010, but additional improvements were needed for an area used by more than 2,700 trailered boats this past year. The protected Clover Island marina is preferred over launching into the swift river at nearby launch sites. The Port of Kennewick will contribute \$357,218 in cash and staff labor. (12-1655)

#### **Port of Edmonds**

**Grant Request: \$150,000**

##### **Renovating the Sling Launch to Accommodate Heavier Boats**

The Port of Edmonds will use this grant to renovate the sling launch at the Port of Edmonds marina. This renovation will extend the life of the launch and create additional access to Puget Sound for boats 32 feet long and weighing up to 10,000 pounds. The sling launch is used by about 3,000 boats annually. Without the renovations, the Port would have to restrict heavier boats from using the launch, which would eliminate access for about 40 percent of the users, forcing the Port to close the launch. The launch provides public access to Puget Sound for sport fishing and boating. It is the only practical access to Puget Sound in a 21-mile stretch between Shilshole Bay and Everett. The Port of Edmonds will contribute \$50,000 in cash and staff labor. (12-1818)

#### **City of Camas**

**Grant Request: \$418,068**

##### **Improving the Lacamas Lake Boat Launch**

The City of Camas will use this grant to improve the boating facilities on the 315-acre Lacamas Lake in southeast Clark County. The City will widen the launch from 24 feet to 32 feet, creating two, 16-foot launch lanes. It also will include a second loading dock, expand parking, pave

## Boating Facilities Program

### Local Agency Project Summaries (In Rank Order)

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walkways, and install signs and utilities. Lacamas Lake provides year-round fishing and motor boating. During the peak season, people must park on street shoulders that are not designed for boat trailer parking. In addition, a busy road separates the boat launch and parking, creating dangerous conditions for launching and parking. Lacamas Lake is the only lake in Clark County's heavily populated Vancouver and Camas urban areas that provides a full range of recreation opportunities for motorized boaters. In 2011, Clark County had the fifth highest number of registered boats in Washington, but was Number 28 in the number of launches. The City of Camas will contribute \$141,000. (12-1683)

#### **Port of Benton**

**Grant Request: \$622,000**

##### **Improving the Crow Butte Marina**

The Port of Benton will use this grant to improve the marina area at Crow Butte Park along the Columbia River in southwest Benton County. The Port will replace the main boat launch and the boat basin floating dock and gangway. The Port also will add a new restroom, a fish cleaning station, and 12 new boat slips. The floating dock will be connected to water and power. Crow Butte is a 275-acre destination park with a marina, campsites, picnic area, concession stand, and a swimming area. The Port of Benton will contribute \$208,000 in cash, staff labor, and cash donations. (12-1744)

#### **Port of South Whidbey Island**

**Grant Request: \$74,000**

##### **Planning for the Renovation of the Possession Beach Boat Ramp**

The Port of South Whidbey Island will use this grant to design and obtain permits for a project to renovate the Possession Beach boat ramp on the southeastern tip of Whidbey Island. The boat ramp was built almost 25 years ago and has been beaten up by waves and wind. The waves and wind also have driven sand around the ramp, which makes access difficult. The ramp provides access to Possession Sound, Admiralty Inlet, and Saratoga Passage. The ramp site has a 12-acre beach park with picnic areas, interpretive stations, parking, restrooms, and access to uplands forest trails. The Port of South Whidbey Island will contribute \$25,000 in cash donations. (12-1220)

#### **Port of Manchester**

**Grant Request: \$168,750**

##### **Renovating Manchester's North Dock**

The Port of Manchester will use this grant to renovate and replace the heavily used north floating dock on the western shore of Puget Sound in south Kitsap County. The dock is old and doesn't meet current safety or environmental standards. The new dock will remain the same length, but will have fewer hinged sections to reduce rolling and improve durability. It will be built identically to the new south dock, and will have a light-penetrating, fish-friendly deck grating and recycled plastic deck boards. The Port of Manchester will contribute \$56,250. (12-1242)

## Boating Facilities Program

### Local Agency Project Summaries (In Rank Order)

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#### **Port of Willapa Harbor Redeveloping the Tokeland Marina**

**Grant Request: \$664,800**

The Port of Willapa Harbor will use this grant to improve the short-term moorage at the Tokeland Marina, which is on the Tokepoint peninsula in Pacific County. The Port will build a short-term moorage float, which also will provide breakwater protection, as well as build restrooms and a picnic area, and install lighting. The Port also will improve parking and landscaping. The marina serves a robust sports fishery, as well as local commercial and tribal fishing boats. Currently, the marina has portable toilets for restrooms and enough moorage for only 44 boats. Lack of short-term moorage forces most boaters to launch and retrieve daily. On peak salmon season days, there can be 200 boats launched. The Port of Willapa Harbor will contribute \$287,000 in cash and staff labor. (12-1797)

#### **Black Diamond Designing a Boat Launch Dock on Lake Sawyer**

**Grant Request: \$86,625**

The City of Black Diamond will use this grant to develop construction drawings, engineering and environmental documentation, and plan specifications for a new dock or pier on Lake Sawyer. Lake Sawyer is the fourth largest lake in King County and is at the foothills of the Cascade Mountain range. The new dock or pier will create a place for boats to enter and exit the lake safely. This launching area is the only public area for motorized boats on the lake. Strong winds there make launching difficult without the dock. The City of Black Diamond will contribute \$28,875. (12-1089)

#### **King County Renovating Dockton Park's Dock and Moorage**

**Grant Request: \$373,000**

The King County Department of Natural Resources and Parks will use this grant to renovate the dock and moorage slips at Dockton Park. Dockton Park is on the shores of Quartermaster Harbor on Vashon-Maury Island in south Puget Sound. King County will replace two decaying piles, repair others, and install additional floatation to stabilize the floating dock. The County also will replace the cross-bracing on the fixed section of the pier and hinge points on the finger piers to extend the life of the facility and reduce ongoing maintenance. The County will install new signs and build a new sewer pump station and water lines on the dock to provide needed utilities for the boating public. King County will contribute \$125,000 in cash and a voter-approved levy. (12-1736)

#### **City of Hoquiam Renovating the Levee Street Boat Launch**

**Grant Request: \$525,000**

The City of Hoquiam will use this grant to develop and renovate about a half-acre of waterfront along the Hoquiam River, called the Levee Street boat launch, next to downtown Hoquiam. The

## Boating Facilities Program

### Local Agency Project Summaries (In Rank Order)

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City will renovate the existing boat launch, add a boarding float, pave a parking lot, and add a walkway connecting the parking to the boat launch. The boat launch will provide access to the Hoquiam and Chehalis Rivers during low tide and when the water is rough. Both rivers have robust salmon fishing. The City of Hoquiam will contribute \$175,000. (12-1332)

#### **Port of Grays Harbor Renovating the 28th Street Landing**

**Grant Request: \$1,000,000**

The Port of Grays Harbor will use this grant to renovate an extensively used, public boat launch along the northern shore of Grays Harbor at the confluence of Fry Creek and the Chehalis River, in eastern Hoquiam. The Port will replace the debris barrier, install new floats on both sides of the launch, replace the single-lane launch with double lanes, add paved parking and lighting, and install a restroom. The launch provides salmon and steelhead anglers access to the Chehalis River and sturgeon angler access to the estuary. In addition to the fishing, the Chehalis River is used by the recreational boaters and provides a safe environment for small boats. The Port of Grays Harbor will contribute \$468,296 in cash and a private grant. (12-1381)

#### **City of Pateros Expanding the Lake Pateros Winter Boat Launch**

**Grant Request: \$483,100**

The City of Pateros will use this grant to develop 2.3 acres at the Lake Pateros Winter Boat Launch, which is at east end of Lakeshore Drive, just off U.S. Highway 97, on Lake Pateros. The City will add restrooms and showers, campsites and a dump station for recreational vehicles, boat trailer parking, and a picnic shelter. Lake Pateros is a nearly 30-mile stretch of the Columbia River between Wells and Chief Joseph dams, and is used by recreational boaters and anglers. The City of Pateros will contribute \$215,500 in cash, staff labor, and donated materials. (12-1302)

#### **Mason County Planning the Jacoby Park Boat Ramp Improvements**

**Grant Request: \$45,000**

Mason County will use this grant to complete the design, engineering, and permitting for a project to improve the boat ramp and add a boarding dock and parking at Jacoby County Park. The park is a 2.8-acre community park in the Shorecrest neighborhood and provides access to Hammersly Inlet. The park has a boat launch that was installed when the park was developed years ago. The only parking is along the street. Mason County will contribute \$15,000 in cash and staff labor. (12-1578)

#### **Island County Planning the Renovation of the Maple Grove Boat Launch**

**Grant Request: \$84,000**

Island County will use this grant to complete the design, engineering, and permitting for renovating the boat ramp, parking lot, and storm water system at Maple Grove Boat Launch. The boat launch is on the north side of Camano Island off Maple Grove Road and is the premiere



## Boating Facilities Program

### Local Agency Project Summaries (In Rank Order)

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water access point to Skagit Bay, Crescent Harbor, and Penn Cove. It is used primarily for fishing, crabbing, shrimping, and recreational boating. The Maple Grove launch, one of four on the island, is more heavily used because of its large parking area and nearness to the bridge from the mainland. The ramp continues to degrade from its overuse, age, and extreme tide and weather. Island County will contribute \$29,000. (12-1720)

#### **Port of Port Angeles Replacing the West Launch Float**

**Grant Request: \$195,000**

The Port of Port Angeles will use this grant to replace and improve the floats at the West Boat Launch next to Port Angeles Boat Haven. The existing floats have reached the end of their useful life and need to be replaced. The Port will replace the pilings with 12-inch galvanized steel piles, replace the east 34-foot gangway with a 40-foot aluminum gangway, and install a set of timber floats. This revamped West Boat Launch will give boaters safe and reliable access to the Strait of Juan de Fuca. The Port of Port Angeles will contribute \$65,000 in cash and staff labor. (12-1814)

#### **Port of Grapeview Planning the Renovation of the Fair Harbor Boat Launch**

**Grant Request: \$75,000**

The Port of Grapeview will use this grant to complete construction plans to redevelop the Fair Harbor Boat Launch. Located in rural Mason County, the launch was purchased in 1968. It provides a safe place for launching boats at very low tides and in bad weather. The boat ramp is in desperate need of renovation. Its concrete is cracking and it has a severe drop off at the end, which creates difficulty launching at low tides. There also is a storm water discharge near the side of the ramp that needs to be addressed. The Port of Grapeview will contribute \$25,000. (12-1049)

#### **Mason County Improving the Union Boat Ramp**

**Grant Request: \$630,000**

Mason County will use this grant to improve the boat launch in the town of Union on Hood Canal. The County will renovate the boat launch, add a dock, and renovate the parking area. Mason County initially developed the Union Boat Ramp in the 1970s and has not improved the launch since. The launch also has no dock for guest moorage. Hood Canal receives heavy use from both local residents and visitors, who nearly double the county's population in the summer. Mason County will contribute \$210,000 in cash and staff labor. (12-1577)

#### **City of Langley Building an Elevator to Link Langley to the Harbor**

**Grant Request: \$207,900**

The City of Langley will use this grant to develop a pedestrian funicular (cliff elevator) linking the Cascade Avenue Walkway Park to the Port of South Whidbey Small Boat Harbor. This project will allow people to park their cars and small boat trailers at a school district parking lot and a CMA

## Boating Facilities Program

### Local Agency Project Summaries (In Rank Order)

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transit parking lot and then take a cable railway car to the marina, relieving the overcrowded parking at the marina. In addition, the elevator will give visiting boaters easier access to food and supplies in Langley. The project will include two stations, Cascade Avenue Station and Wharf Street Station, an enclosed funicular cab, rail way, and support structures. Support for the project has been provided by the Port of South Whidbey, Island Transit, and the community. The City of Langley will contribute \$69,302 from a local grant. (12-1115)

#### **City of Port Orchard Renovating the Dekalb Dock**

**Grant Request: \$400,000**

The City of Port Orchard will use this grant to improve the Dekalb Dock, which is in downtown Port Orchard at the end of the Dekalb Street right-of-way. The City will replace the pier, add lights to the dock, and then install a new gangway, pilings, and floats that extend the length of the facility. This expansion will allow larger boats to safely moor at dock and will accommodate more vessels to increase tourism and create a more useable public facility. The City of Port Orchard will contribute \$370,000 in cash and a state grant. (12-1544)

#### **City of South Bend Renovating the South Bend Pier**

**Grant Request: \$262,767**

The City of South Bend will use this grant to renovate a pier that was deemed unsafe and closed to the public. The City will remove the creosote pilings and other hazardous debris and replace the pier with a new structure that meets all state and federal requirements. The gangway, which is attached to the pier and is the primary access to the boating floats, will be removed and re attached to the renovated pier. Steel pilings will support the new structure. The new pier will be the same length and width as the old pier and no embellishments will be added to save money. Near the pier, some soil will be removed to make room for parking spaces, a parking lot, and a boulder barrier to protect against soil erosion. The City of South Bend will contribute \$87,590 in cash, staff labor, and donated labor. (12-1747)

# Compass Courses Maritime Training

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JUL 31 2012

RECREATION AND CONSERVATION OFFICE

July 26, 2012

Rebecca Connolly, Board Liaison  
Recreation and Conservation Board  
PO Box 40917  
Olympia, WA 98504

Rebecca,

Compass Courses Maritime Training a small, women owned business that provides maritime training to professional and recreational mariners throughout the region. We are a registered Vocational School with the State of Washington. Our facility is located in Edmonds and we are a regular customer of the Port of Edmonds. We urge you to support the Port of Edmonds in their efforts to maintain and improve their boat launch facilities.

Compass Courses uses the Port of Edmonds boat lift facilities to launch boats for our U.S. Coast Guard required courses in Proficiency in Survival Craft and Small Boat Handling. As the only Maritime Training School offering these courses in the Puget Sound region we are compelled to offer each of these classes twice a month. These continuing education courses that we offer are important to the professional mariner in maintaining their current credentials and helping new mariners into the maritime industry.

Compass Courses has been located in Edmonds since 2001. We average over 1000 students per year. These students have a terrific economic impact on this region because they generally stay for at least 5-10 days. They are hotel guests, diners and customers of many other retail businesses.

Again, we urge you to help the Port of Edmonds continue to provide excellent boat launch services here in Edmonds by providing grant funding.

Sincerely,

Julie K. Keim

Owner

PORT OF EDMONDS 12-1818D  
Port of Edmonds Public Launcher





June 29, 2012

Rebecca Connolly, Board Liaison  
Recreation and Conservation Board  
PO Box 40917  
Olympia, WA 98504-0917

RECEIVED

JUL - 2 2012

RECREATION AND CONSERVATION OFFICE

**RE: Port of Edmonds Launch Sling**

**Dear Rebecca,**

It has come to our attention that the existing Port of Edmonds Launch sling is in need of an upgrade as its capacity is being downgraded possibly to 6000 pounds. As President of the Puget Sound Anglers Sno-King Chapter, the largest fishing club in Washington State, I am asking you to please provide grant funding to the Port of Edmonds for an upgrade to the existing launch facility. This funding will allow our trailer boat members to keep fishing this great area. We have over 900 members that actively fish this area and the Edmonds Marina is our home. By this ramp being downgraded it will cut roughly 50% of our trailer boat membership from fishing the area. This launch sling is vital to health of recreational fishing as most serious fishing boats weigh over 6,000 pounds. This boat weight capacity would remove about 50% of the trailer boats. These trailer boats provide much needed funds to the community as many stay and eat at one of the restaurants and some even stay overnight on a good fishing day to fish the next.

This sling is the only good trailer boat access for a 21 mile stretch in the Puget Sound, providing access to the some of the best fishing grounds in the Puget Sound and West Coast. What Edmonds provides direct and close access to:

- **Possession Bar – King/Coho salmon holding area, lingcod, halibut, crab, and shrimp. Some of the best fishing in the Puget Sound. We worked hard to build a fin clipped fishery. For the last four years we have been able to fish for fin clipped summer Chinook through programs we worked on. This fishery was closed and last year there were 65,000 anglers fishing between this area and area 10. This provided direct access for these anglers. Possession also has Dungeness and Red Rock Crab and spot shrimp.**
- **Edmonds-King, Coho, and Pink Salmon. Coho Salmon come down and across to Browns Bay (north side of Edmonds). This is where the runs of fish split. The northern Coho go north from here and the southern returns go south, providing great fishing opportunity. Edmonds is also the biggest recreational spot shrimp fishery in Puget Sound proper next only to Hood Canal. Dungeness Crab, Cabezon, and Lingcod are also caught right outside of the marina. Rockfishing is now closed in the Puget Sound so they have to be released.**
- **Point No Point-Great Chinook Salmon fishing**
- **Picnic Point-Great Chinook and Coho Salmon Fishing and spot shrimping**
- **Mutiny Bay- Top Halibut producer in Puget Sound Proper**

12-1818

- **Apple Cove to Jeff Head- Great Chinook and Coho Salmon and Dungeness Crab.**
- **Double Bluff/Useless Bay-Great Chinook Salmon**
- **Mid Channel Bank-Great Chinook fishing**
- **Humpy Hollow-Best Pink Fishing in the state-every other year fishery**
- **Canada-Direct route to fish BC for Salmon, shellfish, and bottomfish, This takes a lot of time and ferry costs off to launch in Edmonds leaving for Canada. Many do this when our fisheries are closed.**

PSA Sno-King is a non profit organization and we rely heavily on the Port of Edmonds and its sling to provide funding for our charities. We have four fishing derbies at the Port of Edmonds every year. We have three "members only" derbies where we give back to our membership and our "Edmonds Coho Derby." The Edmonds Coho Derby is a fundraising event that raises roughly half of our club funding that allows us to help the community in many ways. By the launch sling being downgraded it could severely cut into our charitable funding that we help so many organizations with. Our chapter spends no money on ourselves, but fund recreational fishing opportunities while helping with conservation and the community. Here is a list of events that PSA Sno-King funds, some would not exist without our funding. The Edmonds launch sling is critical to make sure that our Edmonds Coho Derby is a success for us and other organizations.

**Lions Club Annual Derby for the Blind-**We sponsor from 10-20 boats and crew members to take blind people fishing every year. I have personally done this for 8 years with our club. PSA Sno-King pays for first place and the event dinner.

**Wounded Warriors-**Started last year with others-We sponsored boats with crews and took 17 wounded veterans and their families out on a day of fishing in the Puget Sound. My boat was the lucky boat to get the winning fish. All of the captains threw in money for a cash pot for the winner. The winner was a veteran's son, nine year old boy, from Portland, who caught his first saltwater fish with his dad. It was a feisty 12 pound Coho and this little boy won over \$100.00. This boy had aspergers and was ADHD. His father had PTSD and was very very thankful. He gave us a speech afterwards about how much this event meant for him and all of the families. He almost brought everyone to tears.

**Funding for Willows Creek Salmon hatchery-** We work with Laebugtens TU to help fund and run the local salmon hatchery. Last year we were able to give them \$2500 for the net pen in the Edmonds Marina to repair/upgrade it. This hatchery provides local Coho salmon fishing opportunities for our area.

**Kids Fishing-** We provide \$3-\$4,000.00 for kids fishing events annually. We buy trout for Kids fishing events to get stocked in local lakes to promote kids fishing events.

**NW Straits Commission-**we provide thousands of dollars to the NW Straits commission who is charge of cleaning up derelict crab pots and derelict fishing nets. The nets left in the Puget Sound left to clean up as of now, kill 850,000 birds, mammals, crustaceans, and fish each year. These have to be removed. Many have already been cleaned up.

**Food Drive-**At Thanksgiving and Christmas we have been providing \$3,000.00 worth of food yearly. We started with Edmonds Seniors and have since found out we could get more bang for our buck by donating to local food banks and taking food directly to schools for direct distribution.

**Fish NW-Funding Lobbying for recreational fishing.** Through Fish NW we have been successful in gaining recreational fishing opportunities in Olympia. Direct changes we have done. New Crab Policy-changed recreational crab allocation from 37% to over 50%. Fin Clipped salmon fisheries-provided more fishing opportunities by being able to fish for hatchery fish while releasing wild. Opened up closed fisheries. Puget Sound Halibut, I wrote the proposal to change the time of year when we could catch halibut. Our seasons opened after the halibut were already gone back out to sea. We moved it forward

to when the fish are in to become one of the most successful halibut fisheries in the Northwest. We have done much more and are still working on many more recreational opportunities.

By your funding of the upgrade of the Port of Edmonds launch Sling it would provide no loss of recreational fishing opportunities and possibly expand it by upgrading the weight limit to boats up to 32'. At times when money is tight people are not mooring their boats and are returning to trailering to be able to afford to fish. With mileage of boats being in the 1-2 mile per gallon range, running from a far way marina is not cost worthy and will have a negative effect on recreational fishing opportunities. Please supply the Port of Edmonds with the much needed funding for the launch sling upgrade. We appreciate you taking the time for our request and also thank you for helping us teach our kids and grand kids to fish our local waters that are second to none on this planet.

**Sincerely,**

A handwritten signature in black ink that reads "Ron Garner". The signature is written in a cursive, flowing style.

**Ron Garner, President  
Puget Sound Anglers State Board  
Puget Sound Anglers Sno-King Chapter  
Fish NW Board of Directors**

**NOAA Rockfish Panel Committee  
WDFW Crab Steering Committee Advisor**

**WDFW Halibut and Bottomfish Advisor**

**WDFW Shrimp Committee Advisor**

**Cc: Port of Edmonds Commission**



# Edmonds Laebugten Salmon Chapter

## Washington Council- Trout Unlimited

JUNE 29, 2012

Rebecca Connolly, Board Liaison  
Recreation and Conservation Board  
PO Box 40917  
Olympia, WA 98504-0917

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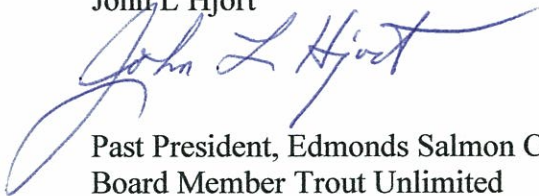
RECREATION AND CONSERVATION OFFICE

RE: Port of Edmonds Launch Sling

Dear Rebecca,

I was contacted by the Port of Edmonds a few months ago, regarding the small boat launcher being downgraded from over 8,000 lbs. to 7500 lbs. Our membership numbers over 500 in the Edmonds area, thought they could live with the downgrade. Last week, I received a call from the Port, that an engineering firm ran new calculations and reported that it should be downgraded to 6,000lbs. We feel that it would take about 40% to 50% of our members off the water in our area, as this is the only launch from Seattle to Edmonds and surrounding communities. I have enclosed a copy of who we are and what we do to help the resource in the central Puget Sound. We hope that the port gets sufficient grant funding so our membership can continue doing our part for the members and public in the Edmonds and surrounding communities.

John L Hjort



Past President, Edmonds Salmon Chapter (8 yrs)  
Board Member Trout Unlimited  
Volunteer/Committees Fish & Wildlife (1987-2008)

Cc: Port of Edmonds Commissioners



## *Edmonds Salmon Chapter, Trout Unlimited*

Washington Council Trout Unlimited  
PO Box 278, Edmonds, WA 98020



### WHO ARE WE?

We are recreational salmon & freshwater fishermen. Most of us consider Puget Sound our backyard. You can find us fishing the Edmonds shoreline, Possession Bar, Point-No-Point, Egdon, Admiralty Inlet, Jefferson Head, area lakes & streams throughout the year

The Edmonds Salmon Chapter, Trout Unlimited, based in Edmonds, is affiliated with the Washington Council of Trout Unlimited (the state wide entity & all other TU Chapters) and the national organization of TU.

On the 4<sup>th</sup> Wednesday of each month, we meet at 7:00 pm at the South County Senior Center, 220 Railroad Ave, Edmonds (one block south of the Edmonds Ferry Terminal). Our meetings routinely include a guest speaker, a member fishing report, raffle drawing, refreshments etc.

Activities include Club derbies, sponsorship of sport & fly fishing schools, participation in the Edmonds Waterfront Festival (our Open House & Kids Fishing Pond), Edmonds Fishing Pier Coho Net Pen, the Willow Creek Hatchery (formerly known as Deer Creek Hatchery), various other enhancement projects, elementary school education classes and our annual awards banquet held each spring.

### OUR PURPOSE

Our chapter was started in 1974 by seventeen concerned sport fisherman in response to an obviously diminishing salmon resource and inequitable allocation of the resource to the recreational fisherman. Our purposes are:

1. To preserve and protect the cold water resource
2. To work with the Washington Department of Fish and Wildlife and other interested groups to enhance the salmon stocks of Puget Sound
3. To advocate for more equitable allocation of the non-treaty portion of the salmon resources to the recreational salmon fisherman through realignment, relocation and reduction in the commercial gear on Puget Sound, the straits of Juan de Fuca and in the North Pacific
4. To promote a more viable recreational salmon fishery in Puget Sound, especially Marine areas 8, 9 and 10.

## OUR SOLUTIONS

We raise salmon. We raise awareness. We actively participate in salmon politics. Our projects not only add salmon to the Puget Sound for the benefit of all but serve to educate kids, parents and the general public in our community.

Annually since 1979, we have sponsored a Coho net pen rearing project under the Edmonds Fishing Pier. We raise 30,000 Coho smolts for several months until they imprint on the local waters. Instead of migrating long distances, a number of them become residents of the Puget Sound. Survivors return as mature adults to the Edmonds Fishing Pier and creeks along the Edmonds shoreline.

Our largest project is the Willow Creek Hatchery. After years of fund-raising and contributions by many, we built the Willow Creek Hatchery in 1985. It is one of the largest privately maintained and volunteer operated hatcheries in the State of Washington. Under the supervision of the Washington Department of Fish and Wildlife, we have successfully raised and out-planted an average of 100,000 high-quality salmon each year.

Since 1990, we have out-planted over 2,250,000 Coho fry into Scriber Creek, Swamp Creek, North Creek, Boeing Creek and Edmonds area watersheds. Hundreds of Edmonds and Shoreline Districts' elementary school students have participated in Willow Creek Hatchery/Edmonds Fishing Pier field trips.

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Nonhighway and Off-road Vehicle Activities Program, Review and Approve Ranked Lists for the 2013-15 Biennium

**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

This memo describes the evaluation process and 2013-15 ranked lists for the Nonhighway and Off-road Vehicle Activities Program. As of this writing, the Legislature had not yet adopted a budget or appropriated funding for the program, so staff is asking the Recreation and Conservation Funding Board (board) to approve (1) the ranked lists and (2) delegate authority to the director to fund the projects, contingent on approval of a 2013-15 state capital budget.

### Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Resolution #: 2013-13 through 2013-16

Purpose of Resolution: Approve the ranked lists of projects for the Nonhighway and Off-road Vehicle Activities Program as shown in Table 1 for each category. Delegate authority to the director to award grant funding to the ranked lists of projects, contingent on approval of a 2013-15 state capital budget.

### Background

The Nonhighway and Off-road Vehicle Activities (NOVA) Program provides grants for planning, acquiring, developing, and maintaining land and facilities for activities such as cross-country skiing, hiking, horseback riding, mountain bicycling, hunting, fishing, sightseeing, motorcycling, and riding all-terrain and four-wheel drive vehicles.

The NOVA program includes four categories: Education and Enforcement; Nonhighway Road; Nonmotorized; and Off-road Vehicle. These categories have a few common characteristics:

- Tribes, federal, state, and local governments are eligible to apply.<sup>1</sup>
- No matching share is required, but evaluation criteria encourage matching contributions by awarding additional points.
- Public access is required for the nonhighway road, nonmotorized, and off-road vehicle categories.

Category	Education and Enforcement	Nonhighway Road	Nonmotorized	Off-road Vehicle
<b>Focus</b>	Protecting user needs and minimizing environmental impacts and conflict between user groups.	Recreational activities such as nonmotorized boating, camping, sightseeing, wildlife viewing, fishing, gathering, hunting, and picnicking.	Nonmotorized trail activities such as horseback riding, hiking, climbing, mountain biking, and cross-country skiing.	Motorized off-road activities including motorcycling and riding all-terrain and four-wheel drive vehicles on trails and in sport parks.
<b>Eligible Project Types</b>	Education and law enforcement activities that support NOVA recreationists	Land acquisition, development and/or renovation projects, maintenance and operation of facilities, and planning activities		
<b>Funding Limits</b>	Up to \$200,000 per project.	<ul style="list-style-type: none"> <li>• Acquisition, development, and/or planning projects are limited to \$100,000.</li> <li>• Maintenance and operations projects are limited to \$50,000 a year and a maximum of \$100,000 for two-year projects.</li> </ul>	<ul style="list-style-type: none"> <li>• Acquisition, development, and/or planning projects are limited to \$100,000.</li> <li>• Maintenance and operations projects are limited to \$50,000 a year and a maximum of \$100,000 for two-year projects.</li> </ul>	<ul style="list-style-type: none"> <li>• No fund limits for land acquisition, development, and planning projects.</li> <li>• Maintenance and operations projects are limited to \$100,000 a year and a maximum of \$200,000 for two-year projects.</li> </ul>
<b>Project Elements</b>	Salaries, operating expenses, and capital equipment including vehicles	Interpretive trails and related trailheads, picnic areas, day-use areas, viewpoints, campgrounds, and support structures including sanitary facilities and utilities	Trails, trailheads, and structures including sanitary facilities and utilities that support nonmotorized trail recreation	Trails, trailheads, day-use areas, sports parks, campgrounds, intensive use areas, and support structures including sanitary facilities and utilities

To participate in the program, an applicant must adopt a comprehensive outdoor recreation plan if the proposed project involves planning, acquisition, or development. The board's NOVA

<sup>1</sup>In certain limited situations, nonprofit ORV organizations are also eligible in the Off-Road Vehicle category. (RCW 46.09.240).

*Plan: 2005-2011* sets the priorities that inform the program policies and evaluation criteria that the board adopted into Manual #13, *NOVA Education and Enforcement* and 14, *NOVA Nonhighway Road, Nonmotorized, and Off-road Vehicle*. This program is guided by RCW 46.09 and WAC 286-26.

## **Program Funding**

In most years, in accordance with chapter 46.09 RCW, the State Treasurer credits one percent of motor vehicle fuel tax revenues to NOVA programs. The board receives 58.5 percent of those NOVA program funds for its recreation grants.<sup>2</sup> The off-road vehicle category receives funding from off-road vehicle permit fees in addition to the fuel tax funds.

## **Allocation of Funds among Program Categories**

Chapter 46.09 RCW directs the board to divide the fuel tax funds among four categories: Education and Enforcement, Nonhighway Road, Nonmotorized, and Off-road Vehicle (ORV) recreation. The board allocates NOVA funds as follows:

1. It awards the **ORV permit fees** to the top ranked projects in the ORV category.
2. It awards up to 30 percent of **fuel tax dollars** to the top ranked projects in the Education and Enforcement category.
3. The remaining **fuel tax dollars** (at least 70 percent) are allocated to the three recreation categories.
  - a. Each category receives at least 30 percent of the funds for the top-ranked projects.
    - i. In the ORV category, the fuel tax funds are applied in ranked project order after the ORV permit fees (see #1).
    - ii. The board may award less than 30 percent to a category if (a) there are insufficient requests for funds or (b) it believes that a project(s) has scored too low in evaluations. If the board awards less than 30 percent, the unused funds become "competitive dollars."
  - b. The remaining ten percent, along with any unused funds, are designated by the board as "competitive" dollars. They are applied to projects in the recreation categories based on four board-adopted criteria:
    - i. the number of NOVA recreationists served,
    - ii. the NOVA advisory committee's confidence in the claimed number served,
    - iii. the amount of non-state matching resources provided to the project by the applicant, and
    - iv. the number of unfunded projects in the category.

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<sup>2</sup> The Treasurer distributes the remainder of the funds for NOVA related programs as follows: Department of Natural Resources (36%), the Washington Department of Fish and Wildlife (3.5%), and State Parks (2%).



## Estimated Funding Available

As of this writing, the Legislature has not yet adopted a budget for the 2013-15 biennium. Staff will update the board regarding the appropriation amount at the June meeting or when a budget is enacted.

## Analysis

### Evaluation Summary

Applicants submitted 92 projects for funding consideration during this grant cycle. There were 18 projects in the education and enforcement category, 13 projects in the nonhighway road category, 29 projects in the nonmotorized category, and 32 projects in the off-road vehicle category.

The NOVA Advisory Committee includes public agency professionals and citizens recognized for their expertise and knowledge regarding NOVA recreational issues. Twelve of the fifteen advisory committee members served as evaluators this year and used board adopted criteria to review and rank projects. They evaluated education and enforcement category projects using a board-approved written evaluation process. Projects in the remaining three categories were evaluated in an open public meeting in Olympia, WA.

Advisory Committee Member	Discipline
Rick Burk	ORV Motorcycle
Louise Caywood	Equestrian
Dawn Erickson	Hiking
Glenn Glover	Mountain Bicycling
Richard Haydon	Nonhighway Road
Mark Levensky	Hiking
Jim Putman	ORV Four-wheel Drive
Don Scogings <sup>3</sup>	Nonhighway Road
Brenda Yankoviak	Federal Government
Paul Dahmer <sup>4</sup>	Washington Department of Fish and Wildlife
Chris Parsons	Washington State Parks and Recreation Commission
Christine Redmond <sup>5</sup>	Washington Department of Natural Resources

The results of the evaluations, provided for board consideration, are found in Table 1 of the attached decision packages.

<sup>3</sup> Don Scogings evaluated the Education and Enforcement category only.

<sup>4</sup> Paul Dahmer evaluated the Nonhighway Road, Nonmotorized, and Off-road Vehicle categories only.

<sup>5</sup> Christine Redmond evaluated NOVA program projects as a substitute for committee member Mark Mauren.

## Strategic Plan Link

Consideration of these grant awards supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide. The grant process supports the board's strategy to conduct its work in a fair and open manner, as well as its goal to deliver successful projects by using broad public participation. The criteria for selecting projects support strategic investments in the protection, restoration, and development of recreation opportunities.

## Public Comment

Two letters were submitted; one in support of a project in the Education & Enforcement category, the other in support of an Off-road Vehicle category project.

## Staff Recommendation

Given the uncertainty of the timing for final 2013-15 budget approval and the program funding level, staff recommends that the board approve the projects shown in Table 1 for each NOVA program category and delegate authority to the director to award funding based on the ranking once funds are appropriated.

If the legislature and the Governor approve a budget before the board meeting, the resolution and Table 1 for each category may be revised so that the board can approve the ranked list of projects and make the funding decision.

## Next Steps

If the board approves the lists, the RCO director would be authorized to execute project agreements for projects that meet all post-approval requirements, if funds are made available for this program.

## Attachments

### Decision Package #1: Education and Enforcement Category Grants

Resolution # 2013-13

- Table 1 –Nonhighway and Off-road Vehicle Activities, Ranked List of Education and Enforcement Projects, 2013-15

- A. State Map of Projects
- B. Evaluation Criteria Summary
- C. Evaluation Summary 2013-15
- D. Project Summaries

Letter from public

## **Decision Package #2: Nonhighway Road Category Grants**

Resolution # 2013-14

- Table 1 –Nonhighway and Off-road Vehicle Activities, Ranked List of Nonhighway Road Projects, 2013-15

- E. State Map of Projects
- F. Evaluation Criteria Summary
- G. Evaluation Summary 2013-15
- H. Project Summaries

## **Decision Package #3: Nonmotorized Category Grants**

Resolution # 2013-15

- Table 1 –Nonhighway and Off-road Vehicle Activities, Ranked List of Nonmotorized Projects, 2013-15

- I. State Map of Projects
- J. Evaluation Criteria Summary
- K. Evaluation Summary 2013-15
- L. Project Summaries

## **Decision Package #4: Off-road Vehicle Category Grants**

Resolution # 2013-16

- Table 1 – Nonhighway and Off-road Vehicle Activities Ranked List of Off-Road Vehicle Projects, 2013-15

- M. State Map of Projects
- N. Evaluation Criteria Summary
- O. Evaluation Summary 2013-15
- P. Project Summaries

Letter from public

Recreation and Conservation Funding Board  
Resolution #2013-13  
NOVA Program Education and Enforcement Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, eighteen Nonhighway and Off-road Vehicle Activities (NOVA) Education and Enforcement category projects are eligible for funding; and

**WHEREAS**, these Education and Enforcement category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred through a written evaluation process approved by the board, supporting the board's strategy to deliver successful projects by using broad public participation; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects focus on protecting user needs and minimizing environmental impacts and conflict between user groups, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in *Table 1 – Nonhighway and Off-road Vehicle Activities, Ranked List of Education and Enforcement Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

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

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

Adopted/Defeated/Deferred (underline one)

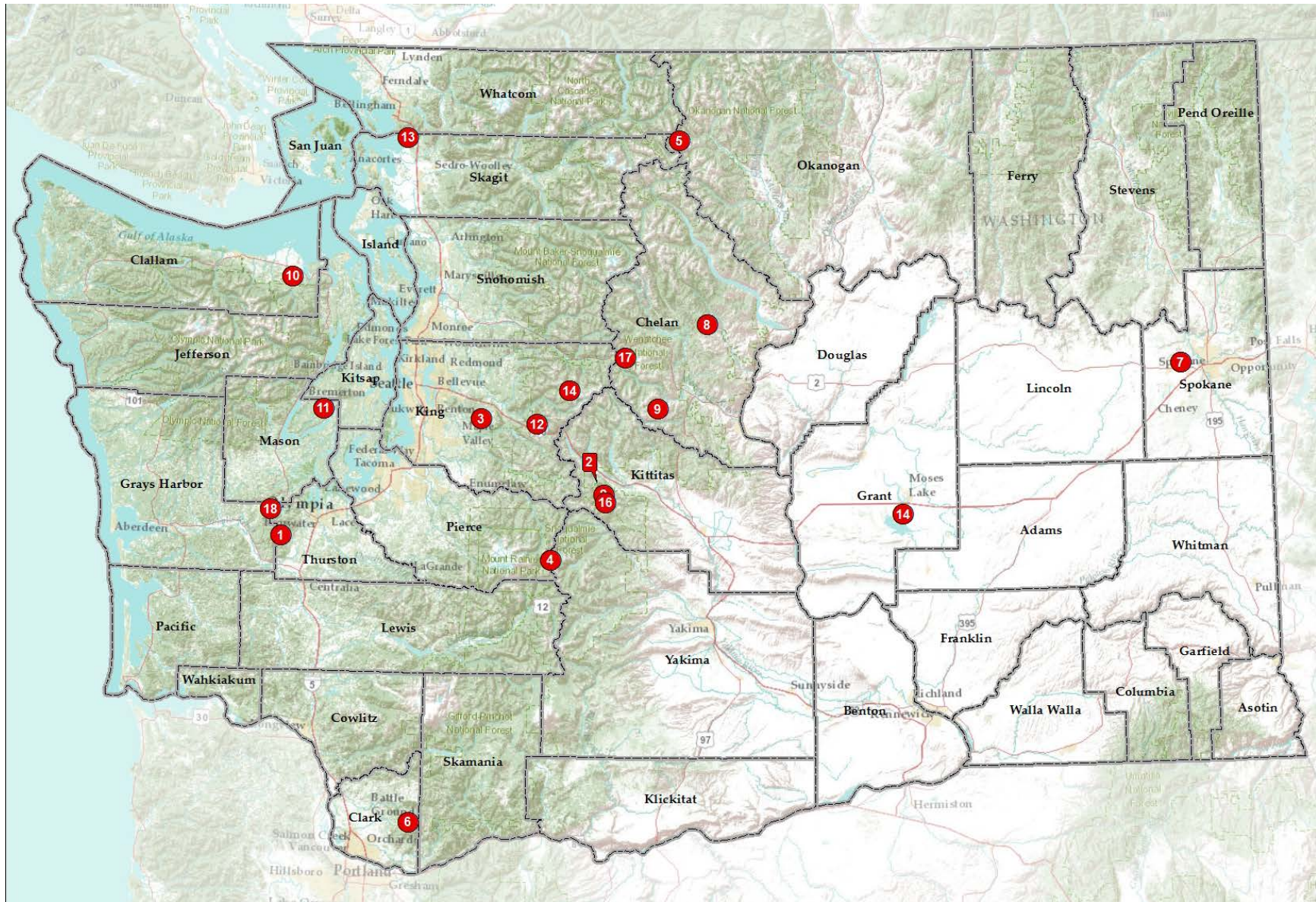
Date: \_\_\_\_\_

Table 1 - Nonhighway and Off-road Vehicle Activities - Ranked List of Education and Enforcement Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 18	61.27	12-1279E	Capitol Forest 2012 Education and Enforcement	Washington Department of Natural Resources	\$146,000	\$97,400	\$243,400	\$146,000
2 of 18	59.91	12-1770E	Cle Elum ORV Education and Enforcement 2013-2014	USFS Wenatchee National Forest Cle Elum Ranger District	\$150,000	\$105,000	\$255,000	\$296,000
3 of 18	58.64	12-1078E	Snoqualmie Recreation Corridor Education and Enforcement	Washington Department of Natural Resources	\$89,000	\$89,050	\$178,050	\$385,000
4 of 18	58.18	12-1751E	Naches District Off Highway Vehicle Rangers 2013-14	USFS Wenatchee National Forest Naches Ranger District	\$98,264	\$108,881	\$207,145	\$483,264
5 of 18	53.91	12-1592E	Methow Valley Education and Enforcement	USFS Okanogan National Forest Methow Ranger District	\$39,200	\$39,910	\$79,110	\$522,464
6 of 18	53.64	12-1265E	Yacolt Burn and Southwest Washington Education and Enforcement 2012	Washington Department of Natural Resources	\$128,000	\$85,500	\$213,500	\$650,464
7 of 18	53.36	12-1562E	Spokane County Education and Enforcement	Spokane County Parks Recreation and Golf	\$120,001	\$121,094	\$241,095	\$770,465
8 of 18	53.09	12-1760E	Central Zone Backcountry Education and Enforcement 2014-2015	USFS Wenatchee National Forest Entiat Ranger District	\$167,740	\$90,000	\$257,740	\$938,205
9 of 18	52.45	12-1775E	Wenatchee River Ranger District Climbing Ranger	USFS Wenatchee National Forest Wenatchee River Ranger District	\$41,350	\$42,480	\$83,830	\$979,555
10 of 18	52.00	12-1219E	Olympic Region 2012 Education and Enforcement	Washington Department of Natural Resources	\$103,704	\$46,140	\$149,844	\$1,083,259
11 of 18	51.36	12-1069E	Tahuya and Green Mountain Education and Enforcement	Washington Department of Natural Resources	\$191,890	\$82,399	\$274,289	\$1,275,149
12 of 18	50.64	12-1840E	Snoqualmie Ranger District Front Country Patrol 2014	USFS Mt. Baker Snoqualmie National Forest Snoqualmie Ranger District	\$132,078	\$192,394	\$324,472	\$1,407,227
13 of 18	50.45	12-1029E	Northwest Region Education and Enforcement	Washington Department of Natural Resources	\$121,776	\$58,928	\$180,704	\$1,529,003
14 of 18	50.27	12-1741E	Snoqualmie Ranger District Backcountry Ranger Patrol 2013	USFS Mt. Baker Snoqualmie National Forest Snoqualmie Ranger District	\$138,548	\$77,222	\$215,770	\$1,667,551
14 of 18	50.27	12-1819E	Grant County Education and Enforcement	Grant County Sheriff Department	\$200,000	\$236,500	\$436,500	\$1,867,551
16 of 18	49.91	12-1682E	Cle Elum Wilderness Education and Enforcement 2013-2014	USFS Wenatchee National Forest Cle Elum Ranger District	\$29,400	\$30,600	\$60,000	\$1,896,951
17 of 18	49.82	12-1777E	Wilderness/Backcountry Education and Enforcement 2014-15	USFS Wenatchee National Forest Wenatchee River Ranger District	\$41,350	\$50,000	\$91,350	\$1,938,301
18 of 18	42.64	12-1806E	Straddleline ORV Park Education and Enforcement	Grays Harbor County	\$22,840	\$22,840	\$45,680	\$1,961,141
					<b>\$1,961,141</b>	<b>\$1,576,338</b>	<b>\$3,537,479</b>	



## State Map for NOVA Program Education and Enforcement Category Projects





## NOVA Program Education and Enforcement Category Evaluation Criteria Summary

**Evaluation Criteria Summary Table**

<b>Scoring</b>	<b>Number</b>	<b>Criteria Title</b>	<b>Maximum</b>	<b>NOVA Plan Policy</b>
Advisory Committee	1	Need	15	A-1, B-1, B-4
Advisory Committee	2	Need satisfaction	15	A-1, B-1, B-4
Advisory Committee	3	In-field contacts	10	B-2
Advisory Committee	4	Targeting current users	10	B-3
Advisory Committee	5	Project support	10	A-1, B-4
Advisory Committee	6	Non-government contributions	5	C-3
RCO Staff	7	Matching shares	5	A-1, B-4
<b>Total Points Possible</b>			<b>70</b>	

KEY:

Plan Policy=Criteria orientation in accordance with the NOVA Plan 2005–2011. The letter-number codes reference corresponding policies in the plan.

## Scoring Criteria, NOVA Education and Enforcement Category

### Scored by Advisory Committee

1. **Need.** What is the need for an education and enforcement project in the applicant's jurisdiction?
2. **Need Satisfaction.** To what extent will this project meet the service area's education and enforcement needs identified in Question 1, above?
3. **In-Field Contacts.** To what extent will the project address on-the-ground needs, including in-field contact with NOVA users during the high use season?
4. **Targeting Current NOVA Users.** To what extent will the project focus on needs created by current versus potential NOVA recreationists?
5. **Project Support.** To what extent do users and the public (statewide, community, or user groups) support the project?
6. **Non-Government Contributions.** Does this project reduce government costs through documented donations (labor, equipment, materials), signed cooperative agreements, or signed memoranda of understanding (including no cost leases, interagency agreements, donations, or similar cost saving arrangements)?

### Scored by RCO Staff

7. **Matching Shares.** What percentage of the total project cost is the applicant contributing?

## Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15

### Education and Enforcement Projects

	Question	1	2	3	4	5	6	7	
Rank	Project Name	Need	Need Satisfaction	In-Field Contacts	Targeting Current Users	Project Support	Non Government Contributions	Matching Shares	Total
1	Capitol Forest 2012 Education and Enforcement	14.45	13.36	8.55	8.36	8.91	3.64	4.00	61.27
2	Cle Elum Off-road Vehicle Education and Enforcement 2013-1014	13.64	12.82	9.09	8.91	8.18	3.27	4.00	59.91
3	Snoqualmie Recreation Corridor Education and Enforcement	13.36	11.73	8.00	8.73	7.82	4.00	5.00	58.64
4	Naches District Off Highway Vehicle Rangers 2013-2014	13.09	12.27	8.73	8.73	7.64	2.73	5.00	58.18
5	Methow Valley Education and Enforcement	11.45	10.91	7.45	8.18	7.64	3.27	5.00	53.91
5	Yacolt Burn and Southwest Washington Education and Enforcement 2012	12.27	11.18	8.00	7.09	7.45	3.64	4.00	53.64
7	Spokane County Education and Enforcement	12.00	10.64	7.45	7.64	7.09	3.55	5.00	53.36
8	Central Zone Backcountry Education and Enforcement 2014-2015	12.55	12.00	7.64	7.64	6.91	3.36	3.00	53.09
9	Wenatchee River Ranger District Climbing Ranger	11.73	10.91	7.27	7.27	7.09	3.18	5.00	52.45
10	Olympic Region 2012 Education and Enforcement	12.82	11.18	8.73	8.36	5.64	2.27	3.00	52.00
11	Tahuya and Green Mountain Education and Enforcement	12.55	10.64	7.27	7.64	7.09	3.18	3.00	51.36
12	Snoqualmie Ranger District Front Country Patrol 2014	11.73	10.64	6.73	6.73	6.18	3.64	5.00	50.64
13	Northwest Region Education and Enforcement	11.45	10.09	7.82	7.82	7.45	2.82	3.00	50.45
14	Snoqualmie Ranger District Backcountry Ranger Patrol 2014	12.00	11.18	7.09	7.82	6.18	3.00	3.00	50.27
15	Grant County Education and Enforcement	12.55	10.64	7.45	7.82	4.73	2.09	5.00	50.27

Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15  
Education and Enforcement Projects

	Question	1	2	3	4	5	6	7	
Rank	Project Name	Need	Need Satisfaction	In-Field Contacts	Targeting Current Users	Project Support	Non Government Contributions	Matching Shares	Total
16	Cle Elum Wilderness Education and Enforcement 2013-2014	9.82	11.18	7.27	7.09	6.91	2.64	5.00	49.91
17	Wilderness/Backcountry Education and Enforcement	10.91	9.82	7.64	6.73	6.36	3.36	5.00	49.82
18	Straddleline ORV Park Education and Enforcement	9.00	9.00	5.82	6.73	5.09	3.00	4.00	42.64

Evaluators Score Questions 1-6; RCO Staff Scores Question 7

## Nonhighway and Off-Road Vehicle Activities Education and Enforcement Project Summaries (In Rank Order)

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### **Washington Department of Natural Resources**

**Grant Request: \$146,000**

#### **Providing Education and Enforcement in the Capitol Forest**

The Department of Natural Resources will use this grant for education and enforcement efforts in the 100,000-acre Capitol State Forest, near Olympia. The forest provides a multitude of recreational opportunities, ranging from off-road vehicle use, mountain biking, horseback riding, hiking, trail running, and camping. The department will use the grant to hire a full-time recreation steward to patrol 143 miles of trail, 7 campgrounds, 5 trailheads, and 500 miles of forest roads open year-round. This position will identify and address potential health, safety, and resource damage concerns and provide an in-field enforcement presence. Additionally, this steward will help manage more than 30 trail events. Funding from this proposal also will provide labor, signs, a new computer, supplies, and transportation for the steward and volunteers in their efforts to educate visitors about rules and principles of good stewardship. There are very few opportunities to legally operate off-road vehicles on public lands in western Washington. This, combined with the increase in ORV use during the past few years, has contributed to the need to educate operators in heavily used areas such as Capitol Forest. It is estimated that about 800,000 people visit the forest each year. The Department of Natural Resources will contribute \$97,400 in donated and staff labor. (12-1279)

### **U.S. Forest Service, Wenatchee National Forest**

**Grant Request: \$150,000**

#### **Providing Education and Enforcement on Off-road Vehicle Trails**

The Cle Elum Ranger District will use this grant to conduct education and enforcement on off-road vehicle (ORV) trails and trailheads in Kittitas County. This grant will pay for a full-time enforcement officer, four seasonal officers, and two new patrol motorcycles. The ORV trail rangers patrol more than 400 miles of non-wilderness, front country trails open to ORV users, including seven campgrounds and more than 30 trailheads. The Cle Elum Ranger District is arguably Washington's most popular off-road destination. Education and enforcement is needed to protect natural resources and provide safe trail riding opportunities. Rangers provide information, assistance, coordinate volunteers, and teach safe motorized travel principles. The Cle Elum Ranger District will contribute \$105,000 in agency equipment and labor and donated labor. (12-1770)

### **Washington Department of Natural Resources** **Patrolling the Snoqualmie Recreation Corridor**

**Grant Request: \$89,000**

The Department of Natural Resources will use this grant to hire one education and enforcement specialist to patrol the Mountains to Sound Greenway and Interstate 90-

## Nonhighway and Off-Road Vehicle Activities

### Education and Enforcement Project Summaries (In Rank Order)

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Snoqualmie corridor, in King County. This grant also will pay for a mountain bike, safety riding gear, and education materials. The officer will patrol five regional trailheads, numerous informal parking and picnicking areas, and nearly 150 miles of trail to aid in public safety, educate visitors, and prevent abuse of the lands and wildlife. The Snoqualmie area sees an estimated 800,000 user visits annually. The Department of Natural Resources will contribute \$89,050 in agency equipment, labor, and materials, and donations of labor and materials. (12-1078)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$98,264** **Educating Motorcyclists Trail Visitors in Central Washington**

The Naches Ranger District will use this grant to pay for three rangers to educate motorcycle and off-road vehicle users on the more than 250 miles of trail in Yakima and Kittitas Counties, including the Little Naches and Divide Ridge areas. The grant also will cover transportation costs and supplies. The rangers will educate visitors using motorized vehicles, more than 70 percent of which come from outside the local area. The Naches District trail system provides an estimated 10 percent of all motorized trail opportunities in Washington. The Naches Ranger District will contribute \$108,881 in cash, agency labor and materials, and donated labor. (12-1751)

#### **U.S. Forest Service, Okanogan National Forest** **Grant Request: \$39,200** **Providing Education and Enforcement in the Methow Valley**

The Methow Valley Ranger District will use this grant to fund one seasonal ranger and several volunteers to provide education and enforcement in high use, non-motorized recreation areas for two summers. The ranger and volunteers will enforce regulations and educate visitors about the principles of good stewardship. They will focus on popular areas along State Highway 20 such as Maple Pass, Rainy Lake, Cutthroat Pass, Blue Lake, and the Devil's Dome Loop, as well as Harts Pass and portions of the Pacific Crest Trail and Pacific Northwest Scenic Trail. These areas are used by hikers, overnight backpackers, mountain bikers, climbers, backcountry skiers, pack and saddle stock users, hunters, and anglers. The Methow Valley Ranger District will contribute \$39,910 in cash and donated labor. (12-1592)

#### **Washington Department of Natural Resources** **Grant Request: \$128,000** **Providing Patrols in the Yacolt Burn State Forest**

The Department of Natural Resources will use this grant to fund an education and enforcement officer, who will patrol the Yacolt Burn State Forest and other department sites in the agency's southwest region. Education and enforcement is needed to protect natural resources and educate visitors. The specialist also will support the Forest Watch Patrol



## Nonhighway and Off-Road Vehicle Activities

### Education and Enforcement Project Summaries (In Rank Order)

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program and other volunteers. The project will allow outreach to people using 73 miles of trail, 8 trailheads, 7 campgrounds, and 2 day-use areas in five counties on 250,000 acres of department-managed lands. The grant also will be used to buy electronic equipment and produce educational materials. The Department of Natural Resources will contribute \$85,500 in donated and staff labor. (12-1265)

#### **Spokane County**

**Grant Request: \$120,001**

#### **Providing Education and Enforcement in Spokane County Parks**

The Spokane County Parks, Recreation and Golf Department will use this grant to fund a full-time officer and provide the county park ranger with equipment. This grant will result in sheriff deputies and the park ranger providing more than 3,900 hours in Spokane County parks, contacting visitors to reduce illegal, destructive, and dangerous activities. Program volunteers will provide 750 hours focused on non-motorized trails and trailheads. Educational materials also will be developed and distributed to promote responsible recreational use. The goal of this grant is to ensure a positive recreational experience for off-road vehicle users, hikers, mountain bikers, and equestrians using 8,000 acres of recreational trail sites. Spokane County will contribute \$121,094 in staff labor and donations of equipment, labor, and materials. (12-1562)

#### **U.S. Forest Service Wenatchee National Forest**

**Grant Request: \$167,740**

#### **Providing Patrols for the Backcountry in Central Washington**

The Entiat Ranger District will use this grant to combine two education and enforcement programs into one to patrol the backcountry near Wenatchee. The grant will support three seasonal Forest Service rangers, two AmeriCorps volunteers, and law enforcement officers from Chelan County and the Forest Service. The staff will patrol forest roads and campsites in four Forest Service ranger districts in Chelan and Okanogan Counties, encompassing more than 320 miles of trails for motorized vehicles, more than 200 miles of trails for non-motorized uses, and more than 2,000 miles of forest roads. Combining programs will increase cost efficiencies, enhance coordination, and maintain a consistent education and enforcement message for forest and trail users. The staff will target high use areas including Chiwawa and Mad River, Chelan Sawtooth, Devils Backbone, Devils Gulch, North Fork Entiat, Rock Creek, and Shazer Creek areas. Patrols are expected to make more than 18,000 contacts yearly in the field and cover more than 9,000 trail miles each season, educating trail users on principles of good stewardship, cooperation with other trail users, and safety education, while enforcing laws relating to outdoor recreation on federal lands. The patrols also will conduct educational clinics, distribute information, and test decibel meters. The Entiat Ranger District will contribute \$90,000 in cash and donated labor. (12-1760)

## Nonhighway and Off-Road Vehicle Activities Education and Enforcement Project Summaries (In Rank Order)

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### **U.S. Forest Service Wenatchee National Forest Providing Climbing Rangers**

**Grant Request: \$41,350**

The Wenatchee River Ranger District will use this grant to fund two seasonal rangers to educate climbers at popular climbing areas near Leavenworth for two years. The rangers will educate climbers on minimizing damage to the environment. They also will assess the number of climbers and the need for signs and educational materials, develop handouts and a climber information Web page, and establish new partnerships with climbing organizations, clubs, and volunteer groups. The Leavenworth area is known nationally for climbing, drawing tens of thousands of climbers each year. The large number of climbers has resulted in damage to sensitive and rare plants, disturbance of sensitive wildlife, and improper disposal of human waste, all threatening the closure of the climbing areas. A targeted climber education program will support responsible use and continued access to these phenomenal recreational opportunities. The Wenatchee River Ranger District will contribute \$42,480 in cash, donated labor, and a state grant from the Recreational Trails Program. (12-1775)

### **Washington Department of Natural Resources Reestablishing the Education and Enforcement Program in the Olympic Region**

**Grant Request: \$103,704**

The Department of Natural Resources will use this grant to reestablish an education and enforcement program in its Olympic Region. This grant will fund two seasonal recreation wardens to patrol the Straits District, which covers portions of Clallam and Jefferson Counties along the Strait of Juan da Fuca. The wardens also will help establish and support a Forest Watch program. The Olympic Region is home to the Foothills, Sadie Creek, Little River, and Striped Peak Trails. The Straits District also has the Lyre River Campground (11 sites) and the Murdock Beach Access. The Department of Natural Resources will contribute \$46,140 in agency equipment and labor, and donations of equipment, labor, and materials. (12-1219)

### **Washington Department of Natural Resources Providing Patrols for the Tahuya and Green Mountain State Forests**

**Grant Request: \$191,890**

The Department of Natural Resources will use this grant to fund two education and enforcement specialists to patrol the Tahuya and Green Mountain State Forests, both of which are open year-round and offer 213 miles of multiple-use trails, campgrounds, trailheads, and miles of roads. The specialist will patrol multiple-use trails and trailheads, educate the public about proper trail use and public safety, give assistance to lost or injured riders, and protect the natural resources and infrastructure. In addition, the grant also will

## Nonhighway and Off-Road Vehicle Activities Education and Enforcement Project Summaries (In Rank Order)

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pay for a new computer for the enforcement vehicle. The Department of Natural Resources will contribute \$82,399 in donated and staff labor. (12-1069)

### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Providing Front Country Patrols**

**Grant Request: \$132,078**

The Snoqualmie Ranger District will use this grant to fund four seasonal forest protection officers and the costs for two senior volunteers during the summer. The district encompasses 300,000 acres of which 189,000 are non-wilderness and accessible to a broad range of recreationists. There are more than 50 trailheads, 6 developed sites, 26 outhouses and thousands of campsites. During the past several years, declining budgets and employee retirements have decreased the ranger district's ability to respond to recreation needs. Recreation Pass dollars have taken the place of appropriated funding for trail maintenance, education, enforcement, and maintenance of recreation facilities. In addition, the district has been plagued with vandalism ranging from littering to car break-ins and a host of various infractions. Increased, visible presence for education, enforcement, and assistance has helped curb this activity. The Snoqualmie Ranger District will contribute \$192,394 in cash, staff labor, and donated labor. (12-1840)

### **Washington Department of Natural Resources Providing a Trails Steward in Skagit County**

**Grant Request: \$121,776**

The Department of Natural Resources will use this grant to fund one education and enforcement trails steward in Skagit County. The trails steward will serve as the main point of contact for recreationists at three main areas including; Blanchard, Harry Osborne/Les Hilde, and Walker Valley recreation areas. The trails steward will educate visitors on proper trail use, protect natural and cultural resources, and enforce Discover Pass and off-road vehicle violations when necessary. The Department of Natural Resources will contribute \$58,928 in agency equipment, labor, and materials, and donated labor. (12-1029)

### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Providing Backcountry Ranger Patrols**

**Grant Request: \$138,548**

The Snoqualmie Ranger District will use this grant to fund four seasonal backcountry rangers and two seasonal volunteers to patrol trails in the district for two years. The rangers will patrol more than 400 miles of trails and hundreds of destination lakes, streams, and summits that offer a spectrum of recreation opportunities including hiking, backpacking, climbing, mountain biking, fishing, hunting, and horseback riding for more than 100,000 visitors each year. Rangers contact visitors while monitoring and protecting forest resources

## Nonhighway and Off-Road Vehicle Activities

### Education and Enforcement Project Summaries (In Rank Order)

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and facilities. The Snoqualmie Ranger District will contribute \$77,222 in staff labor, a state grant from the Recreational Trails Program, and donated labor. (12-1741)

#### **Grant County**

**Grant Request: \$200,000**

#### **Providing Education and Enforcement in Moses Lake and Beverly Sand Dunes**

The Grant County Sheriff's Office will use this grant to fund two officers for two years to provide education and enforcement on about 8,500 acres of off-road vehicle areas in Moses Lake and at the Beverly Sand Dunes. The grant also will pay for a new patrol truck and educational materials. Continued enforcement of off-road vehicle laws and the alcohol ban in the sand dunes area has helped to decrease injury, death and the impact to the environment. Education will be done through various forms of media: special events, brochures, school presentations, and signs. The dunes are used by off-road vehicle riders, horse riders, campers, hikers, anglers, snowmobile riders, boaters, and beach goers. The Grant County Sheriff's Office will contribute \$236,500 in cash and agency equipment, staff labor, and materials. (12-1819)

#### **U.S. Forest Service, Wenatchee National Forest**

**Grant Request: \$29,400**

#### **Providing Wilderness Patrols**

The Cle Elum Ranger District will use this grant to help fund two seasonal wilderness rangers, for two summers, to patrol wilderness, and wilderness-adjacent trails and campsites in Kittitas County. Wilderness rangers patrol more than 150 miles of trail open to hikers and horseback riders in the Alpine Lakes Wilderness. Rangers will educate visitors on regulations to protect the wilderness and trail resources. These education efforts allow the use by hiking, horseback, climbing, hunting, and fishing groups without the need for additional regulation, while reducing new impacts to the wilderness. Near Puget Sound Region, the Cle Elum Ranger District's portion of Alpine Lakes Wilderness is one of the most popular areas in Washington for backpacking, day hiking, horseback riding, horse packing, and mountaineering. The wilderness and adjacent area contains 12 trailheads, 157 miles of trail, numerous high country routes, more than 60 lake destinations, and more than 750 campsites. The area receives more than 35,000 visits a year. The Cle Elum Ranger District will contribute \$30,600 in cash and donated labor. (12-1682)

#### **U.S. Forest Service, Wenatchee National Forest**

**Grant Request: \$41,350**

#### **Providing Wilderness and Backcountry Rangers**

The Wenatchee River Ranger District will use this grant to fund two seasonal rangers and at least one volunteer to patrol high-use wilderness areas for two years. The rangers will provide education and enforcement to protect the environment and visitor safety. The ranger district

## Nonhighway and Off-Road Vehicle Activities Education and Enforcement Project Summaries (In Rank Order)

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encompasses some of the most popular day hiking, backpacking, and horse packing destinations in Washington. Areas such as Eightmile Lake, Stuart Lake, Spider Meadows, Lake Valhalla, Colchuck Lake, and Ingalls Lake have been popularized in numerous guidebooks as well as in news articles. Other areas, such as Buck Creek Pass, Boulder Pass, and Frosty Pass, receive heavy use from pack and saddle stock users, particularly during hunting season. The Wenatchee River Ranger District will contribute \$50,000 in cash and donated labor. (12-1777)

### **Grays Harbor County**

**Grant Request: \$22,840**

#### **Providing Education, Enforcements, and Signs at Straddleline ORV Park**

Grays Harbor County will use this grant to hire a seasonal employee, for two years, to patrol Straddleline ORV Park near McCleary and educate visitors on safety rules and regulations. The grant also will be used to develop, design, and print educational materials and signs for park, including a Global Positioning System (GPS)-based trail guide. The park offers off-road vehicle trail riding, 4x4 area, trials area, flat track, main arena track, beginner and junior track, meeting hall, concession stand, restrooms and showers, and camping. Clear signs throughout the park, along with enforcement presence, will minimize the conflict between user groups and add to the overall safety of all users. The park is used by more than 25,000 visitors annually. Grays Harbor County will contribute \$22,840 in donated labor. (12-1806)



RECEIVED

JUN 21 2012

RECREATION AND CONSERVATION OFFICE

22 June, 2012

From: Neil T. Morgan  
45 West Eugene Street  
Port Hadlock, Wa 98339

To: The Recreation and Conservation Funding Board  
1111 Washington Street SE  
P.O. Box 40917  
Olympia, Washington 98504-0917  
Attn **Kaleen Cottingham**

Subj: RCO Education and Enforcement (E&E) Grant Request #12-1219

This is a letter of support for Washington State Dept of Natural Resources (DNR) request for Education and Enforcement (E&E) grant funding. More specifically, for E&E positions specifically designated for the Olympic Region thereby allowing the continuation of a successful E&E program.

During the past couple of years this successful E&E program has been responsible for a marked improvement in user actions, user awareness of the impacts to the environment and their role and responsibilities to minimize these impacts. This program has gained OHV user support and been responsible for protecting the trails and insuring a safe and environmentally friendly area to recreate.

I have witnessed firsthand, negative impacts from the lack of a E&E program in the Olympic Region. The majority of these impacts were from the lack of education as many users were not familiar with rules and regulations. More importantly, user unawareness and understanding of the short and long term consequences of their actions were not known. Many users, particularly young riders were lacking in their understanding of the impacts to other users.

Since its development and implementation of this program, many users are now aware of these issues state above and are now making efforts to become part of the solution and not part of the problem. This program must continue as users need to fully understand what it takes to manage an ORV area and their role in this management. The positive impacts credited to this E&E program are now evident and I wish its continuance.

The E&E officials regularly met with users on the trails and have taken the opportunity to insure regulations are met and strengthen the relationship they have developed with motorized and non-motorized users. Questions are asked, opinions sought, regulations explained and when needed, rules are enforced.

In the past I have requested more emphasis be placed on the education portion of programs of this type and from what I have seen, the Olympic Region has taken great steps in doing so. These officers have taken the time to relate to the needs of users and educate users to steps needed to insure the future use of trails. This type of program has created an atmosphere where not only the users but the officers benefit from the education.



The enforcement portion of this program is of no less importance. When rules and regulations are not followed the impacts are at times substantial as trails are damaged, attitudes of those maintaining those trails are lessened and relationships between users are affected.

At times where enforcement is required, a E&E official should be available within a reasonable amount of time to address the situation. Given the geographical location of the Olympic Peninsula a E&E official should be dedicated for this area.

I have been informed that E&E grant funding is presently at a minimum and the possibility exists that not all requests will be funded. I want to express my sincere request for the RCO to insure the subject request is funded for the following reasons.

a. The positions may not be filled if not funded. This problem seems to be minimized in other DNR Regions by having the ability to fill vacant positions from personnel living in adjoining areas. This might not be possible in the Olympic Region.

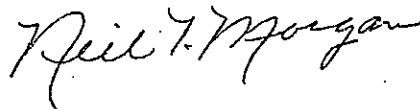
b. These two officers are without extra help when a situation demands immediate attention. These two issues is compounded on the Olympic Peninsula simply due to geographical remoteness.

c. The program developed and implemented should not be lost due to inadequate funding. This program has only strengthened the relationship between DNR and users. It is because of this program that I personally am beginning to observe a change in attitude toward DNRs goals and objectives.

d. The positive attributes of such a program cannot be stated more strongly. Any program that leads to changing attitude thereby increasing user involvement in work parties and requesting user input during decision making processes should not be lost.

e. Many issues are addressed by E&E officers which are not normally associated with OHV use such as garbage dumping and shooting areas. I believe this program has had a very positive effect in decreasing the consequence of these issues.

In summary, I believe a successful E&E program is becoming more and more a primary building block in insuring OHV recreation throughout Washington State and believe it should be funded whenever and wherever possible. I consider the program implemented by the Olympic Region is second to none and should be highly supported and continued.



Neil T. Morgan, Four Wheel Drive Enthusiast

Cc: Washington State Dept of Natural Resources

Recreation and Conservation Funding Board  
Resolution #2013-14  
NOVA Program Nonhighway Road Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, thirteen Nonhighway and Off-road Vehicle Activities (NOVA) Nonhighway Road category projects are eligible for funding; and

**WHEREAS**, these Nonhighway Road category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide opportunities for recreationists that enjoy activities such as nonmotorized boating, camping, driving for pleasure, sightseeing, wildlife viewing, fishing, gathering, hunting, and picnicking, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in *Table 1 –Nonhighway and Off-road Vehicle Activities, Ranked List of Nonhighway Road Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

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

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

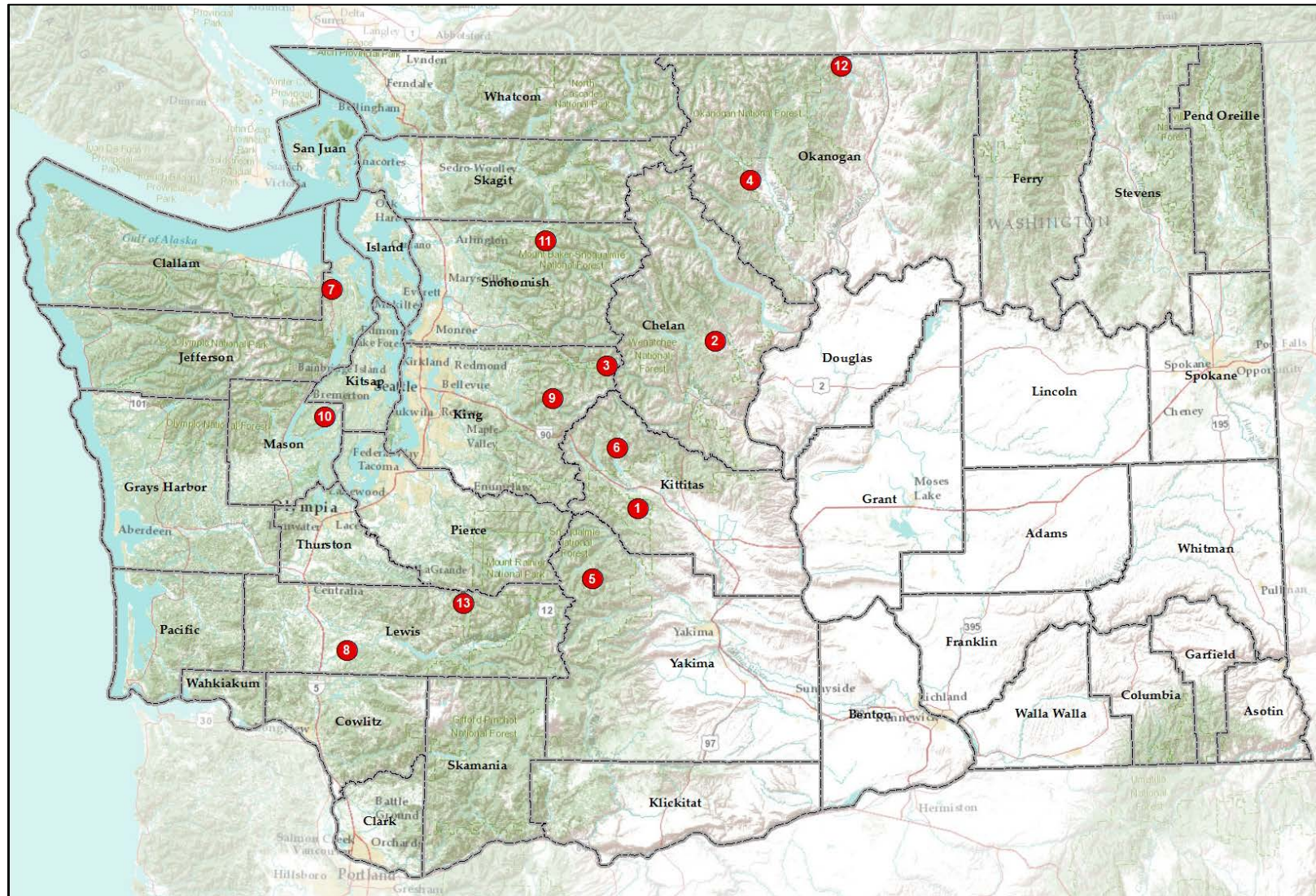
Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

Table 1 - Nonhighway and Off-road Vehicle Activities, Ranked List of Nonhighway Road Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 13	60.09	12-1767M	Cle Elum Frontcountry Maintenance and Operation 2013-2014	USFS Wenatchee National Forest Cle Elum Ranger District	\$98,000	\$100,000	\$198,000	\$98,000
2 of 13	59.55	12-1762M	Entiat's Developed and Dispersed Maintenance and Operation 2014-15	USFS Wenatchee National Forest Entiat Ranger District	\$65,000	\$72,000	\$137,000	\$163,000
3 of 13	59.45	12-1290M	Dispersed Site and Trailhead Maintenance 2012	USFS Mt Baker Snoqualmie National Forest Skykomish Ranger District	\$44,656	\$46,479	\$91,135	\$207,656
4 of 13	56.91	12-1798M	Methow Valley Campground Maintenance 2014-2015	USFS Okanogan National Forest Methow Ranger District	\$100,000	\$149,920	\$249,920	\$307,656
5 of 13	56.09	12-1754M	Naches Developed and Dispersed Maintenance and Operation 2013-2014	USFS Wenatchee National Forest Naches Ranger District	\$100,000	\$205,000	\$305,000	\$407,656
6 of 13	56.00	12-1768M	Cle Elum Dispersed Sani Can Rentals 2013-2014	USFS Wenatchee National Forest Cle Elum Ranger District	\$26,000		\$26,000	\$433,656
7 of 13	54.45	12-1735P	Discovery Bay Trail Connection Planning	Jefferson County	\$100,000	\$11,250	\$111,250	\$533,656
8 of 13	51.45	12-1142D	Cowlitz River ADA Access	Washington Department of Fish and Wildlife	\$69,000		\$69,000	\$602,656
9 of 13	51.27	12-1583P	Middle Fork Snoqualmie Sustainable River Access	Washington Department of Natural Resources	\$93,000	\$16,000	\$109,000	\$695,656
10 of 13	46.91	12-1262P	Mason and Kitsap Counties Strategic Water Access	Washington Department of Natural Resources	\$97,000	\$11,200	\$108,200	\$792,656
11 of 13	44.73	12-1804M	Darrington Ranger District Recreation Maintenance 2013-2014	USFS Mt Baker Snoqualmie National Forest Darrington Ranger District	\$100,000	\$100,000	\$200,000	\$892,656
12 of 13	44.55	12-1339D	Similkameen River Chopaka Trail	Washington Department of Fish and Wildlife	\$95,000	\$5,000	\$100,000	\$987,656
13 of 13	38.91	12-1076P	Anderson Lake Campground Renovation and ADA Access	Washington Department of Natural Resources	\$95,570	\$11,730	\$107,300	
					\$1,083,226	\$728,579	\$1,811,805	

## State Map for NOVA Program Nonhighway Road Category Projects





## NOVA Program Evaluation Criteria Summary: Nonhighway Road, Nonmotorized, and Off-road Vehicle Categories

**Evaluation Criteria Summary Table**

Scored By	Evaluation Question	Title	Project Type Questions	Maximum Points	NOVA Plan Policy
Advisory Committee	1	Need	All	15	A-1, C-7
Advisory Committee	2	Need Fulfillment	All	15	A-1, C-6, C-7
Advisory Committee	3a	Site Suitability	Acquisition	10	C-15
Advisory Committee	3b	Project Design	Development	10	C-1, C-5, C-7, C-8, C-14
Advisory Committee	3c	Maintenance	Maintenance	10	C-5, C-7, C-8, C-14
Advisory Committee	3d	Planning	Planning	10	C-6, C-15
Advisory Committee	4	Readiness to Proceed	All	5	
Advisory Committee	5	Predominantly Natural (not answered by ORV project applicants)	All	5	C-13
Advisory Committee	6	Project Support	All	10	C-3, C-4
Advisory Committee	7	Cost-Benefit	All	5	A-1, C-3
RCO staff	8	Matching Shares	All	5	C-4
RCO staff	9	Population Proximity	All	2	C-2
RCO staff	10	Growth Management Act Preference	All	0	
<b>Nonhighway and Nonmotorized Total Points Possible</b>				<b>72</b>	
<b>ORV Total Possible Points</b>				<b>67</b>	

## Scoring Criteria: Nonhighway Road, Nonmotorized, and Off-road Vehicle Categories

### Scored by Advisory Committee

1. **Need.** What is the need for new, improved, or maintained facilities?
2. **Need fulfillment.** How well will this project fulfill the service area's needs identified in Question 1?
- 3a. **Site suitability.** To what extent is the site to be acquired well suited for the intended recreational activity? (*Acquisition projects*)
- 3b. **Project design.** Is the proposal appropriately designed for intended uses and users? (*Development projects*)
- 3c. **Maintenance.** Are the project's maintenance goals and objectives appropriate? (*Maintenance projects*)
- 3d. **Planning.** To what extent will the proposed plan or study help provide opportunities? (*Planning projects*)?
4. **Readiness to proceed.** How soon after the grant is approved can the project begin?
5. **Predominantly natural.** Is the project site in a predominantly natural setting? (ORV applicants do not answer this question.)
6. **Project support.** To what extent do users and the public support the project?
7. **Cost-benefit.** Do the project's benefits outweigh its costs?

### Scored by RCO Staff

8. **Matching shares.** What percentage of the total project cost is the applicant contributing?
9. **Population proximity.** Is the project site located:
  - In a county with a population density greater than 250 people per square mile
  - Within 30 miles of a city with a population of 25,000 people or more?
10. **Growth Management Act preference.** Has the applicant<sup>6</sup> made progress toward meeting the requirements of the Growth Management Act?<sup>7</sup>

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<sup>6</sup> County, city, town, and special district applicants only. This question does not apply to nonprofit organizations or state and federal agency applicants.

<sup>7</sup> Revised Code of Washington 43.17.250 (Growth Management Act-preference required)



# Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15

## Nonhighway Road Projects

	Question	1	2	3	4	5	6	7	8	9	10	
Rank	Project Name	Need	Need Fulfillment	Site Suitability Project Design Maintenance Planning	Readiness to Proceed	Predominantly Natural	Project Support	Cost Benefit	Matching Shares	Population Proximity	GMA <sup>1</sup> Compliance	Total
1	Cle Elum Frontcountry Maintenance and Operation 2013-14	13.09	13.09	9.09	4.91	3.91	6.91	4.09	5.00	0.00	0.00	60.09
2	Entiat's Developed and Dispersed Maintenance and Operation 2014-15	13.09	12.27	8.91	4.91	4.00	6.55	3.82	5.00	1.00	0.00	59.55
3	Dispersed Site and Trailhead Maintenance 2012	12.82	12.27	8.73	4.64	3.73	7.27	4.00	5.00	1.00	0.00	59.45
4	Methow Valley Campground Maintenance 2014-15	11.73	12.82	8.36	4.82	4.00	6.18	4.00	5.00	0.00	0.00	56.91
5	Naches Developed and Dispersed Maintenance and Operation 2013-14	11.18	11.45	8.00	4.64	3.82	7.82	4.18	5.00	0.00	0.00	56.09
5	Cle Elum Dispersed Sani Can Rentals 2013-14	14.45	13.09	8.91	4.91	3.45	6.55	4.64	0.00	0.00	0.00	56.00
7	Discovery Bay Trail Connection Planning	13.64	12.27	7.64	3.82	3.45	8.73	3.91	1.00	0.00	0.00	54.45
8	Cowlitz River Americans with Disabilities Act Access	12.00	11.73	7.82	4.27	3.09	7.45	4.09	0.00	1.00	0.00	51.45
9	Middle Fork Snoqualmie Sustainable River Access	11.45	10.91	7.45	3.82	4.09	7.09	3.45	1.00	2.00	0.00	51.27
10	Mason and Kitsap County Strategic Water Access	10.09	10.64	6.18	4.09	3.45	6.18	3.27	1.00	2.00	0.00	46.91
11	Darrington Ranger District Recreation Maintenance 2013-14	9.27	7.91	6.18	3.55	3.91	6.18	2.73	4.00	1.00	0.00	44.73
12	Similkameen River Chopaka Trail	9.27	10.91	7.27	3.91	4.55	5.45	3.18	0.00	0.00	0.00	44.55
13	Anderson Lake Campground Renovation and Americans with Disabilities Act Access	9.82	8.73	5.09	2.91	4.00	4.55	2.82	1.00	0.00	0.00	38.91

<sup>1</sup> Growth Management Act

## Nonhighway and Off-Road Vehicle Activities

### Nonhighway Road Project Summaries (In Rank Order)

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#### **U.S. Forest Service, Wenatchee National Forest Maintaining Front Country Trails and Campgrounds**

**Grant Request: \$98,000**

The Cle Elum Ranger District will use this grant to maintain front country campgrounds and trailheads in Kittitas County. Crews will remove trash, clean restrooms, and maintain and repair campgrounds, dispersed campsites, and trailheads. Crews also will maintain bulletin boards and general forest signs. Because of the closeness to the Puget Sound area, the Cle Elum Ranger District has a large number of summer visitors. Maintenance is needed to protect natural resources and create a safe recreation opportunity. The district includes 24 campgrounds, 375 dispersed camping sites, 35 toilets, 3 rental cabins, and about 1,022 miles of Forest Service roads. A typical maintenance crew is four to six people, working April through October. The Cle Elum Ranger District will contribute \$100,000 in cash and donated labor. (12-1767)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Campgrounds along the Entiat River**

**Grant Request: \$65,000**

The Entiat Ranger District will use this grant to maintain campgrounds in the national forest in Chelan County. Crews will clean restrooms daily, remove trash, pump toilet vaults, repair bulletin boards and forest signs, and maintain campgrounds, which includes cleaning fire rings, fixing hand water wells, and repairing picnic tables. The Wenatchee National Forest receives about 2.4 million visitors a year to its 8 campgrounds, more than 100 dispersed campsites, and 350 miles of Forest Service roads. Maintenance crews will work for two years, from May through mid-October. The Entiat Ranger District will contribute \$72,000 in cash and donated labor. (12-1762)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Maintaining Campsites and Trailheads**

**Grant Request: \$44,656**

The Skykomish Ranger District will use this grant to maintain trailheads and dispersed campsites in the national forest in King County. The ranger district hopes the work will prevent further damage to sensitive riverbanks, wetlands, and stream habitats while also providing a safe recreation experience for the public. Maintenance crews will clean toilets, pump vault toilets, remove trash, clean fire pits and campsites, repair trailhead facilities, and provide information and signs. There are 23 trailheads and nearly 200 user-built campsites that serve 48,500 hikers, backcountry horsemen, and campers. The ranger district also wants to continue its partnership with local schools, which build bulletin boards and provide inner-city youths to work in the forest. The Skykomish Ranger District will contribute \$46,479 in donated and staff labor. (12-1290)

## Nonhighway and Off-Road Vehicle Activities

### Nonhighway Road Project Summaries (In Rank Order)

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#### **U.S. Forest Service, Okanogan National Forest Maintaining the Methow Valley Campgrounds**

**Grant Request: \$100,000**

The Methow Ranger District will use this grant to help maintain the 24 campgrounds in the Methow Valley Ranger District. Maintenance crews will fix roads, control noxious weeds, remove hazardous trees, maintain water systems, repair picnic tables and fire grates, maintain bulletin boards and visitor information, collect fees, do security patrols, clean toilets and campsites, remove trash, and mow grass. The Methow Ranger District will contribute \$149,920 in cash and donated labor. (12-1798)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Campgrounds in the Naches Area**

**Grant Request: \$100,000**

The Naches Ranger District will use this grant to fund three seasonal employees for two years to maintain campsites in the portion of the national forest in Yakima County. The ranger district also will use the grant to buy supplies, including lumber for bulletin boards. Maintenance crews will remove hazardous trees, remove garbage, and fix picnic tables, toilets, signs, traffic controls, and fire grills. The Naches Ranger District has more than 100 campsites and more than 1,900 primitive camp areas that serve 63,000 visitors a year. The Naches Ranger District will contribute \$205,000 in cash, donated labor, and agency equipment, staff labor, and materials. (12-1754)

#### **U.S. Forest Service, Wenatchee National Forest Renting Portable Toilets**

**Grant Request: \$26,000**

The Cle Elum Ranger District will use this grant to rent portable toilets to place in visitor-created camping areas along rivers and lakes. Visitors camp outside of formally constructed campgrounds, and leave a tremendous amount of human waste and toilet paper in the bushes surrounding lakes and rivers. In previous years, the ranger district charged a fee to pay for portable toilets, but that fee was restricted by Congress in 2005. (12-1768)

#### **Jefferson County Planning the Discovery Bay Trail Connection**

**Grant Request: \$100,000**

Jefferson County will use this grant to design plans for a preferred route of the Discovery Bay Trail around the head of Discovery Bay from Old Gardiner Road on the west side to State Route 20 on the east side. Planning is vital to protect the Olympic Discovery Trail, which runs from Port Townsend to the Pacific Ocean, through this area. The trail is used for bicycling, walking, and accessing the shoreline, including hand-launching watercraft. The planning work will include communicating with landowners, trail advocates, and the restoration community; investigating environmental permits and design requirements; and

## Nonhighway and Off-Road Vehicle Activities

### Nonhighway Road Project Summaries (In Rank Order)

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developing an engineer's cost estimate. Jefferson County will contribute \$11,250 in staff labor. (12-1735)

#### **Washington Department of Fish and Wildlife** **Grant Request: \$69,000** **Providing Access to the Cowlitz River Trout Hatchery**

The Department of Fish and Wildlife will use this grant to improve the Cowlitz Trout Hatchery access area and fishing ramp for people with disabilities. The department will add four, new paved parking stalls and paved pathways for people with disabilities, a small fence, new information signs, and two concrete fishing ramp extensions at the hatchery, which is 18 miles south of Centralia. This is a joint effort between the department and Tacoma Power. This grant will improve access for people with lower extremity mobility disabilities and expand the existing site to accommodate the 600 percent increase in use. The hatchery is a popular destination for those seeking to catch salmon, steelhead, and cutthroat. (12-1142)

#### **Washington Department of Natural Resources** **Grant Request: \$93,000** **Designing Access to the Middle Fork Snoqualmie River**

The Department of Natural Resources will use this grant to plan and design a place for people to get to the Middle Fork Snoqualmie River. The department will examine the suitability of water access and day-use alternatives; design needed trails, trail access points, and parking areas; and obtain permits for development of these trails and facilities. Within a 40-minute drive of downtown Seattle, the Middle Fork Snoqualmie River is accessible year-round to more than 3 million people and offers a wide variety of recreation including fishing, swimming, picnicking, whitewater rafting, and kayaking. Public use of lands along the river is projected to increase significantly when the Middle Fork Road is paved in 2015. Trails built by people trying to get to the river pose a threat to sensitive area habitat, and the department would like to develop a formal way for people to get to the river to protect these areas. The Department of Natural Resources will contribute \$16,000 in staff labor. (12-1583)

#### **Washington Department of Natural Resources** **Grant Request: \$97,000** **Designing Water Access in Mason and Kitsap Counties**

The Department of Natural Resources will use this grant to evaluate and design ways for people to get to the water in the Tahuya, Green Mountain, and Hood Canal State Forests, which are in Mason and Kitsap Counties. The department will evaluate water access sites; gather public comments; and determine site suitability, agency capacity for maintenance, primary use designations and restrictions, overnight locations, and day-use locations. The department also will create schematic designs, obtain hydraulic permits, and complete

## Nonhighway and Off-Road Vehicle Activities

### Nonhighway Road Project Summaries (In Rank Order)

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environmental checklists for the top two projects. This project will allow the department to expand recreational opportunities for users in these state forests by providing well planned and designed water access areas. The Department of Natural Resources will contribute \$11,200 in donated and staff labor. (12-1262)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest**

##### **Maintaining Campgrounds near Darrington**

**Grant Request: \$100,000**

The Darrington Ranger District will use this grant to fund two employees to maintain 3 developed recreation sites, 16 trailheads, and 50 dispersed camping sites over two years. Heavy visitor use, aging facilities, and storm damage have caused many recreation facilities to degrade below conditions that are acceptable to meet visitor safety, health, and service standards. The ranger district also will use the grant to repair the plumbing at a popular rental cabin and for typical maintenance of recreation sites that includes repairing picnic tables, cleaning toilets, updating bulletin boards and signs, removing trash, cleaning fire rings, removing overgrown brush and hazardous trees, and making areas accessible to people with disabilities. The Darrington Ranger District will contribute \$100,000 in donated and staff labor and agency equipment. (12-1804)

#### **Washington Department of Fish and Wildlife**

**Grant Request: \$95,000**

##### **Developing the Similkameen River Trail**

The Department of Fish and Wildlife will use this grant to develop trails, parking, and a viewing blind on newly acquired property in Okanogan County. The department will improve the access road off Chopaka Road, leading to a new parking area along the Similkameen River. The department will build a wood fence around the parking area, install an information board, and build a canoe launch off the northeast corner of the parking lot. The department also will build a short trail from the parking area to a viewing blind overlooking the adjacent oxbow. Trails leading to the Similkameen River and along the old railroad grade will be improved and cleared of brush and debris. The project will improve public use facilities, watchable wildlife opportunities, and give people with disabilities access. The Chopaka Valley is a remote and beautiful corner of the state. From the valley floor at 1,300 feet, Chopaka Mountain rises to elevations of around 8,000 feet immediately to the west. The valley abounds with white-tailed and mule deer, waterfowl, and upland birds. Also visible on the mountain slopes are bighorn sheep and mountain goats. Black bears and mountain lions are rare but present as well. The Department of Fish and Wildlife will contribute \$5,000 in agency equipment and staff labor. (12-1339)

## Nonhighway and Off-Road Vehicle Activities

### Nonhighway Road Project Summaries (In Rank Order)

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**Department of Natural Resources****Grant Request: \$95,570****Designing the Renovation of the Anderson Lake Campground**

The Department of Natural Resources will use this grant to design the renovation of the campground and fishing facility on Anderson Lake in the Tahoma State Forest, near the town of Ashford in Pierce County. The department will complete design work, assess cultural resources, and obtain permits to renovate the campground, parking area, and fishing facility. The department plans to move the campsites away from the shoreline and build a platform for people to fish from. The Department of Natural Resources will contribute \$11,730 in staff labor and donations of labor and materials. (12-1076)



Recreation and Conservation Funding Board  
Resolution #2013-15  
NOVA Program Nonmotorized Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, twenty-nine Nonhighway and Off-road Vehicle Activities (NOVA) Nonmotorized category projects are eligible for funding; and

**WHEREAS**, these Nonmotorized category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide opportunities for recreationists who enjoy nonmotorized trail activities such as horseback riding, hiking, mountain biking and cross-country skiing, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in *Table 1 – Nonhighway and Off-road Vehicle Activities, Ranked List of Nonmotorized Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

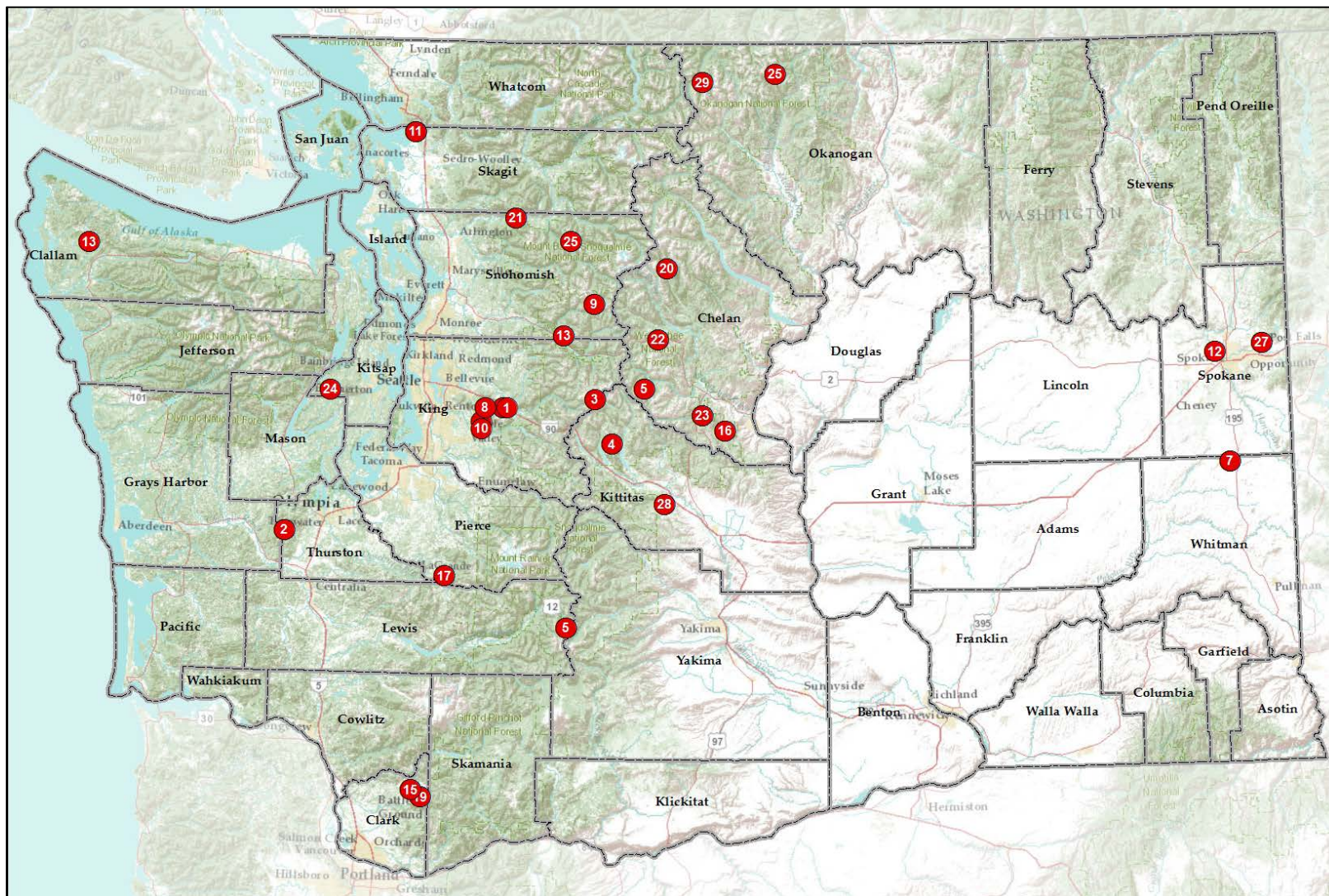
Table 1 - Nonhighway and Off-road Vehicle Activities, Ranked List of Nonmotorized Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 29	64.18	12-1079M	Snoqualmie Recreation Corridor Maintenance and Operation	Washington Department of Natural Resources	\$99,000	\$66,020	\$165,020	\$99,000
2 of 29	64.00	12-1196M	Capitol Forest Non Motorized Trails	Washington Department of Natural Resources	\$96,000	\$96,050	\$192,050	\$195,000
3 of 29	62.73	12-1314M	Cle Elum Alpine Lakes Trails 2013	USFS Wenatchee National Forest Cle Elum Ranger District	\$32,500	\$33,000	\$65,500	\$227,500
4 of 29	61.00	12-1313M	Cle Elum District NM Trails 2013	USFS Wenatchee National Forest Cle Elum Ranger District	\$59,500	\$60,000	\$119,500	\$287,000
5 of 29	60.64	12-1753M	Naches Wilderness Trails Maintenance and Operation 2013-14	USFS Wenatchee National Forest Naches Ranger District	\$92,700	\$112,664	\$205,364	\$379,700
5 of 29	60.64	12-1786M	Wilderness / Non-Motorized Maintenance and Operation 2014-2015	USFS Wenatchee National Forest Wenatchee River Ranger District	\$94,000	\$102,376	\$196,376	\$473,700
7 of 29	58.18	12-1780D	John Wayne Pioneer Trail Malden to Rosalia Trail Development	Washington State Parks and Recreation	\$100,000	\$231,800	\$331,800	\$573,700
8 of 29	58.09	12-1080D	East Tiger Mountain Trail Connections Phase 2	Washington Department of Natural Resources	\$99,000	\$104,570	\$203,570	\$672,700
9 of 29	57.91	12-1801D	Wild Sky Wilderness Trail Reconstruction	USFS Mt Baker Snoqualmie National Forest Skykomish Ranger District	\$33,900	\$37,500	\$71,400	\$706,600
10 of 29	57.82	12-1710D	Taylor Mountain Forest Trail and Parking Improvements	King County Department of Natural Resources and Parks	\$100,000	\$71,000	\$171,000	\$806,600
11 of 29	57.55	12-1027M	Northwest Non-Motorized Trails Maintenance and Operation	Washington Department of Natural Resources	\$98,430	\$125,810	\$224,240	\$905,030
12 of 29	55.91	12-1779D	Riverside Equestrian Campground - Phase 2	Washington State Parks and Recreation	\$88,500	\$22,250	\$110,750	\$993,530
13 of 29	55.36	12-1765P	Frog Mountain Trail Planning	USFS Mt Baker Snoqualmie National Forest Skykomish Ranger District	\$19,153	\$19,420	\$38,573	\$1,012,683
13 of 29	55.36	12-1609D	Bogachiel Rain Forest Trailhead Upgrade	USFS Olympic National Forest Pacific Ranger District - Forks	\$16,000	\$9,400	\$25,400	\$1,028,683

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
15 of 29	54.64	12-1264M	Yacolt Burn/Southwest Washington Nonmotorized Maintenance and Operation 2012	Washington Department of Natural Resources	\$99,500	\$48,500	\$148,000	\$1,128,183
16 of 29	53.27	12-1790P	Number Two Canyon Nonmotorized Trail Planning	USFS Wenatchee National Forest Wenatchee River Ranger District	\$55,000	\$18,500	\$73,500	\$1,183,183
17 of 29	53.00	12-1074M	Elbe Hills Nicholson Trails Maintenance and Operation	Washington Department of Natural Resources	\$100,000	\$55,000	\$155,000	\$1,283,183
18 of 29	52.64	12-1028M	Northwest Nonmotorized Facilities Maintenance and Operation	Washington Department of Natural Resources	\$99,130	\$109,010	\$208,140	\$1,382,313
19 of 29	52.09	12-1283P	Yacolt Burn Nonmotorized Trails	Washington Department of Natural Resources	\$84,750	\$21,200	\$105,950	\$1,467,063
20 of 29	51.82	12-1833P	Phelps Creek Trailhead Relocation Planning	USFS Wenatchee National Forest Wenatchee River Ranger District	\$14,500	\$15,500	\$30,000	\$1,481,563
21 of 29	51.27	12-1360D	Boulder River Trailhead Restoration	USFS Mt Baker Snoqualmie National Forest Darrington Ranger District	\$100,000	\$100,000	\$200,000	\$1,581,563
22 of 29	51.00	12-1776M	Recreation Internship Crew 2014-15	USFS Wenatchee National Forest Wenatchee River Ranger District	\$87,590	\$95,496	\$183,086	\$1,669,153
23 of 29	49.36	12-1834P	Tiptop Road to Trail Conversion	USFS Wenatchee National Forest Wenatchee River Ranger District	\$9,800	\$10,200	\$20,000	\$1,678,953
24 of 29	48.45	12-1070P	Green Mountain Road to Trail Conversion	Washington Department of Natural Resources	\$88,000	\$10,000	\$98,000	\$1,766,953
25 of 29	48.18	12-1298D	Andrews Creek Trail Bridges and Restoration	USFS Okanogan National Forest Methow Ranger District	\$60,000	\$7,700	\$67,700	\$1,826,953
25 of 29	48.18	12-1677D	Whitechuck Bench Relocation Phase 1	USFS MBSNF Darrington Ranger District	\$100,000	\$100,000	\$200,000	\$1,926,953
27 of 29	48.09	12-1827D	NOVA Trails Maintenance Building at Antoine Peak	Spokane County Parks Recreation and Golf	\$68,675	\$30,000	\$98,675	\$1,995,628
28 of 29	45.00	12-1190P	L.T. Murray 20 Mile Trail Planning and Design	Washington Department of Fish and Wildlife	\$98,000	\$2,000	\$100,000	\$2,093,628
29 of 29	42.91	12-1228D	Pasayten River Trail Bridge	USFS Okanogan National Forest Methow Ranger District	\$35,000	\$6,275	\$41,275	\$2,128,628
					<b>\$2,128,628</b>	<b>\$1,721,241</b>	<b>\$3,849,869</b>	



## State Map for NOVA Program Nonmotorized Category Projects



## NOVA Program Evaluation Criteria Summary: Nonhighway Road, Nonmotorized, and Off-road Vehicle Categories

**Evaluation Criteria Summary Table**

Scored By	Evaluation Question	Title	Project Type Questions	Maximum Points	NOVA Plan Policy
Advisory Committee	1	Need	All	15	A-1, C-7
Advisory Committee	2	Need Fulfillment	All	15	A-1, C-6, C-7
Advisory Committee	3a	Site Suitability	Acquisition	10	C-15
Advisory Committee	3b	Project Design	Development	10	C-1, C-5, C-7, C-8, C-14
Advisory Committee	3c	Maintenance	Maintenance	10	C-5, C-7, C-8, C-14
Advisory Committee	3d	Planning	Planning	10	C-6, C-15
Advisory Committee	4	Readiness to Proceed	All	5	
Advisory Committee	5	Predominantly Natural (not answered by ORV project applicants)	All	5	C-13
Advisory Committee	6	Project Support	All	10	C-3, C-4
Advisory Committee	7	Cost-Benefit	All	5	A-1, C-3
RCO staff	8	Matching Shares	All	5	C-4
RCO staff	9	Population Proximity	All	2	C-2
RCO staff	10	Growth Management Act Preference	All	0	
<b>Nonhighway and Nonmotorized Total Points Possible</b>				<b>72</b>	
<b>ORV Total Possible Points</b>				<b>67</b>	

## Scoring Criteria: Nonhighway Road, Nonmotorized, and Off-road Vehicle Categories

### Scored by Advisory Committee

1. **Need.** What is the need for new, improved, or maintained facilities?
2. **Need fulfillment.** How well will this project fulfill the service area's needs identified in Question 1?
- 3a. **Site suitability.** To what extent is the site to be acquired well suited for the intended recreational activity? (*Acquisition projects*)
- 3b. **Project design.** Is the proposal appropriately designed for intended uses and users? (*Development projects*)
- 3c. **Maintenance.** Are the project's maintenance goals and objectives appropriate? (*Maintenance projects*)
- 3d. **Planning.** To what extent will the proposed plan or study help provide opportunities? (*Planning projects*)?
4. **Readiness to proceed.** How soon after the grant is approved can the project begin?
5. **Predominantly natural.** Is the project site in a predominantly natural setting? (ORV applicants do not answer this question.)
6. **Project support.** To what extent do users and the public support the project?
7. **Cost-benefit.** Do the project's benefits outweigh its costs?

### Scored by RCO Staff

8. **Matching shares.** What percentage of the total project cost is the applicant contributing?
9. **Population proximity.** Is the project site located:
  - In a county with a population density greater than 250 people per square mile
  - Within 30 miles of a city with a population of 25,000 people or more?
10. **Growth Management Act preference.** Has the applicant<sup>8</sup> made progress toward meeting the requirements of the Growth Management Act?<sup>9</sup>

<sup>8</sup> County, city, town, and special district applicants only. This question does not apply to nonprofit organizations or state and federal agency applicants.

<sup>9</sup> Revised Code of Washington 43.17.250 (Growth Management Act-preference required)



## Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15

### Nonmotorized Projects

	Question	1	2	3	4	5	6	7	8	9	10	
Rank	Project Name	Need	Need Fulfillment	Site Suitability Project Design Maintenance Planning	Readiness to Proceed	Predominantly Natural	Project Support	Cost Benefit	Matching Shares	Population Proximity	GMA <sup>1</sup> Compliance	Total
1	Snoqualmie Recreation Corridor Maintenance and Operation	14.18	13.36	8.73	4.73	3.91	8.91	4.36	4.00	2.00	0.00	64.18
2	Capitol Forest Nonmotorized Trail	13.09	13.64	8.55	4.73	3.82	8.91	4.27	5.00	2.00	0.00	64.00
3	Cle Elum Alpine Lakes Trails 2013	12.55	12.82	8.36	4.73	4.91	8.91	4.45	5.00	1.00	0.00	62.73
4	Cle Elum District Nonmotorized Trails 2013	12.27	12.55	8.73	4.73	4.55	8.91	4.27	5.00	0.00	0.00	61.00
5	Naches Wilderness Trails Maintenance and Operation 2013-14	12.82	12.27	8.36	4.55	5.00	8.36	4.27	5.00	0.00	0.00	60.64
5	Wilderness /Nonmotorized Maintenance and Operation 2014-15	12.00	12.00	8.55	4.82	5.00	8.18	4.09	5.00	1.00	0.00	60.64
7	John Wayne Pioneer Trail Malden to Rosalia Trail Development	11.18	11.73	8.55	4.64	3.55	8.36	4.18	5.00	1.00	0.00	58.18
8	East Tiger Mountain Trail Connections Phase 2	12.00	11.45	7.64	4.27	3.55	8.36	3.82	5.00	2.00	0.00	58.09
9	Wild Sky Wilderness Trail Reconstruction	11.73	11.18	8.00	4.27	4.55	8.36	3.82	5.00	1.00	0.00	57.91
10	Taylor Mountain Forest Trail and Parking Improvements	12.27	11.45	8.18	4.27	3.91	7.82	3.91	4.00	2.00	0.00	57.82
11	Northwest Nonmotorized Trails Maintenance and Operation	11.73	11.73	7.82	4.55	3.82	8.18	3.73	5.00	1.00	0.00	57.55
12	Riverside Equestrian Campground Phase 2	10.91	12.27	8.55	4.91	3.64	7.27	4.36	2.00	2.00	0.00	55.91
13	Frog Mountain Trail Planning	10.64	10.36	7.45	4.55	4.45	8.18	3.73	5.00	1.00	0.00	55.36
13	Bogachiel Rain Forest Trailhead Upgrade	11.73	12.82	7.27	4.27	4.27	8.00	4.00	3.00	0.00	0.00	55.36
15	Yacolt Burn and Southwest Washington Nonmotorized Maintenance and Operation 2012	11.18	11.73	7.27	4.45	3.82	7.64	3.55	3.00	2.00	0.00	54.64
16	Number Two Canyon Nonmotorized Trail Planning	12.27	11.18	6.91	4.18	4.18	7.64	3.91	2.00	1.00	0.00	53.27
17	Elbe Hills Nicholson Trails Maintenance and Operation	10.64	10.64	7.64	4.36	3.64	7.64	3.45	3.00	2.00	0.00	53.00

Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15  
Nonmotorized Projects

	Question	1	2	3	4	5	6	7	8	9	10	Total
Rank	Project Name	Need	Need Fulfillment	Site Suitability Project Design Maintenance Planning	Readiness to Proceed	Predominantly Natural	Project Support	Cost Benefit	Matching Shares	Population Proximity	GMA <sup>1</sup> Compliance	
18	Northwest Nonmotorized Facilities Maintenance and Operation	9.82	10.09	7.09	4.64	3.82	8.18	3.00	5.00	1.00	0.00	52.64
19	Yacolt Burn Nonmotorized Trails	10.91	11.45	7.27	3.91	3.73	7.45	3.36	2.00	2.00	0.00	52.09
20	Phelps Creek Trailhead Relocation Planning	12.27	9.27	6.55	4.18	4.55	6.18	3.82	5.00	0.00	0.00	51.82
21	Boulder River Trailhead Restoration	11.18	10.09	6.36	3.91	4.27	7.27	3.18	4.00	1.00	0.00	51.27
22	Recreation Internship Crew 2014-2015	10.64	8.73	7.82	4.45	4.64	6.18	2.55	5.00	1.00	0.00	51.00
23	Tiptop Road to Trail Conversion	9.82	9.82	6.18	3.91	3.82	6.00	3.82	5.00	1.00	0.00	49.36
24	Green Mountain Road to Trail Conversion	9.55	10.09	7.09	4.09	3.55	7.64	3.45	1.00	2.00	0.00	48.45
25	Andrews Creek Trail Bridges and Restoration	10.64	11.18	8.00	3.82	4.82	4.91	3.82	1.00	0.00	0.00	48.18
25	Whitechuck Bench Relocation Phase 1	9.82	9.27	6.00	3.55	4.45	7.09	3.00	4.00	1.00	0.00	48.18
27	NOVA Trails Maintenance Building at Antoine Peak	9.55	11.18	7.45	4.18	2.64	5.82	3.27	3.00	2.00	-1.00	48.09
28	L.T. Murray 20 Mile Trail Planning and Design	9.27	10.36	7.09	3.91	3.91	7.09	3.36	0.00	0.00	0.00	45.00
29	Pasayten River Trail Bridge	9.27	9.27	6.36	3.73	4.82	5.09	3.36	1.00	0.00	0.00	42.91

<sup>1</sup> Growth Management Act

## Nonhighway and Off-Road Vehicle Activities Nonmotorized Project Summaries (In Rank Order)

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### **Washington Department of Natural Resources**

**Grant Request: \$99,000**

#### **Maintaining Trails in the Snoqualmie Recreation Corridor**

The Department of Natural Resources will use this grant to fund a crew for two years to maintain more than 108 miles of multi-use trails in the Mountains to Sound Greenway, including the Mount Si and Mid-Fork Snoqualmie Natural Resources Conservation Areas, Rattlesnake Mountain Scenic Area, and Tiger Mountain State Forest. The crew and volunteers will remove downed trees, repair trail bridges, rebuild trail surfaces, repair drainage structures, and clear overgrown brush. The department also will buy a chainsaw and power wheelbarrow. The department's land in the greenway receives the state's highest number of annual user visits per year, estimated at more than 800,000. The Department of Natural Resources will contribute \$66,020 in donated and staff labor and agency materials. (12-1079)

### **Washington Department of Natural Resources**

**Grant Request: \$96,000**

#### **Maintaining Capitol Forest Trails**

The Department of Natural Resources will use this grant to maintain trails in the Capitol State Forest near Olympia. Crews will remove overgrown brush, fix drainage structures, lay crushed rock to harden sections of trail, re-route small sections of trail, inspect and maintain bridges and signs, remove trash, and maintain and repair restrooms, fencing, corrals, and manure bins. The high amount of use mixed with clay soils means the trails need intensive maintenance. In addition, many of these trails cross salmon-bearing streams making routine maintenance critical to protect salmon. The work will be accomplished by department staff, prison crews, and volunteers. Capitol Forest trails are open year-around and used by mountain bikers, hikers, equestrians, and trail runners. The Department of Natural Resources will contribute \$96,050 in agency equipment and staff labor, and donations of equipment, labor, and materials. (12-1196)

### **U.S. Forest Service Wenatchee National Forest**

**Grant Request: \$32,500**

#### **Maintaining the Alpine Lakes Trails**

The Cle Elum Ranger District will use this grant to maintain 157 miles of Alpine Lakes Wilderness trails in the Okanogan-Wenatchee National Forest, in Kittitas County. The grant will fund a 4- to 6-person crew to cut logs and overgrown brush, repair trail and drainage structures, restore trail surfaces, and make and install trail signs. Located 53 miles from the 3 million residents of the Puget Sound area, the Alpine Lakes trails are popular and provide unique wilderness recreation opportunities for hikers and stock users, who can travel in areas with forests, waterfalls, creeks and rivers, rugged peaks, and glaciers. The Cle Elum Ranger District will contribute \$33,000 in donated and staff labor. (12-1314)

## Nonhighway and Off-Road Vehicle Activities Nonmotorized Project Summaries (In Rank Order)

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### **U.S. Forest Service Wenatchee National Forest Maintaining Cle Elum District Trails**

**Grant Request: \$59,500**

The Cle Elum Ranger District will use this grant to maintain 356 miles of trails in the Okanogan-Wenatchee National Forest, in Kittitas County. The grant will fund a 4- to 6-person crew to cut logs and overgrown brush, repair trail and drainage structures, restore trail surfaces, and make and install trail signs. This project covers maintenance for a large network of accessible, well-established trails that serves a large population and provides unique recreational opportunities for hikers and stock users. The Cle Elum Ranger District will contribute \$60,000 in donated and staff labor. (12-1313)

### **U.S. Forest Service Wenatchee National Forest Maintaining the Naches Wilderness Trails**

**Grant Request: \$92,700**

The Naches Ranger District will use this grant to pay for a four-person, seasonal crew for two years to maintain more than 340 miles of non-motorized wilderness and backcountry trails and trailheads in the Okanogan-Wenatchee National Forest. The trails are in and near the Norse Peak, William O. Douglas, and Goat Rocks Wilderness areas in Yakima County. The crews will trim overgrown brush, fix drainage structures, repair signs, fix trail surfaces, and educate visitors. The trails primarily are used by hikers and stock users. The trails host about 30,000 visits a year. The Naches Ranger District will contribute \$112,664 in donated and staff labor, agency equipment and materials, and a state grant from the Recreational Trails Program. (12-1753)

### **U.S. Forest Service, Wenatchee National Forest Maintaining Wilderness Trails**

**Grant Request: \$94,000**

The Wenatchee River Ranger District will use this grant to maintain about 300 miles of trails in the Wenatchee National Forest. Work will be done in the Alpine Lakes, Henry M. Jackson, and Glacier Peak Wilderness areas, as well as in the Nason Ridge backcountry area near Stevens Pass. Crews will remove downed trees, trim overgrown brush, rebuild trail surfaces, and repair drainage structures, turnpikes, and small bridges. In addition, crews will remove weeds at 43 trailheads. The work will be done by a combination of youth corps crews, staff crews, contractors, and volunteers. The emphasis will be on protecting natural resources and improving visitor safety on high use trails and trails where ongoing erosion or encroachment of brush threatens long-term trail stability. The Wenatchee River Ranger District will contribute \$102,376 in cash and donated labor. (12-1786)

### **Washington State Parks and Recreation Commission Developing the Malden to Rosalia Segment of the John Wayne Pioneer Trail**

**Grant Request: \$100,000**

State Parks will use this grant to level the grade of the John Wayne Pioneer Trail at five sites and lay crushed rock along a 9-mile section of trail from Malden to Rosalia. This section of trail

## Nonhighway and Off-Road Vehicle Activities

### Nonmotorized Project Summaries (In Rank Order)

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remains in the same condition as when the railroad surplused the land more than 20 years ago. This section of trail is near U.S. Highway 195 and is easily accessible to Spokane and Pullman. This project will be combined with a State Parks' project to develop trailheads at Malden and Rosalia, and will create a complete trail for hikers, mountain bikers, and equestrians in the east-central part of Washington. State Parks will contribute \$231,800 in cash donations. (12-1780)

#### **Washington Department of Natural Resources** **Grant Request: \$99,000** **Building a Tiger Mountain Trail Connector for Mountain Bikers**

The Department of Natural Resources will use this grant to build 2.3 miles of trail and renovate segments of the Preston Railroad Grade Trail in Tiger Mountain State Forest, in King County. This project will rebuild problematic areas of the Preston Railroad Grade Trail to give mountain bikers a trail connection from East Tiger Summit Viewpoint to Tiger Summit Trailhead. Part of the new trail construction will include installing two bridges. The Department of Natural Resources will contribute \$104,570 in donated and staff labor and agency materials. (12-1080)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest** **Reconstructing Wild Sky Wilderness Trails** **Grant Request: \$33,900**

The Skykomish Ranger District will use this grant to rebuild or move segments of the Blanca Lake, West Cady Ridge, and Kelley Creek Trails, all in the Wild Sky Wilderness, to fix erosion, minimize plant loss, and remove safety hazards. One mile of the Kelley Creek Trail will be moved to connect with the Martin Creek Trailhead of the Iron Goat Trail, improving the efficiency of the trails system. This new route will feature old growth forest and views of waterfalls. A nearly quarter-mile of braided trail on the Blanca Lake Trail will be rebuilt and poorly functioning drainage structures on West Cady Ridge Trail will be rebuilt. The work will be accomplished in partnership with Volunteers for Outdoor Washington, Back Country Horsemen of Washington, Washington Trails Association, and Northwest Youth Corps. The Skykomish Ranger District will contribute \$37,500 in cash and donated labor. (12-1801)

#### **King County** **Grant Request: \$100,000** **Building a Taylor Mountain Forest Trailhead and Improving Parking**

The King County Department of Natural Resources and Parks will use this grant to build a trailhead at Taylor Mountain Forest, a 1,884-acre site in eastern King County, which borders Seattle's municipal watershed and features a 22-mile network of trails popular for horseback riding and hiking. King County will build a parking lot for 30 cars, expand clearing used for parking to create space for 25 trucks with horse trailers, and install a toilet, signs, and hitching posts at the trailhead. In addition, the County will move nearly a half-mile of trail and improve the drainage and trail surface of 1.25 miles of the Elk Ridge and Carey Creek Trails. The *Taylor Mountain Public Use Plan and Trails Assessment*, completed in 2004 recommended

## Nonhighway and Off-Road Vehicle Activities

### Nonmotorized Project Summaries (In Rank Order)

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improvements, such as a trailhead parking lot and new and re-routed trails, at an estimated cost of \$1.8 million. In the past 8 years, seven of the ten trail projects identified in the plan have been completed, improving 9.1 miles of trails. The Tahoma Chapter of the Back Country Horseman of Washington and Washington Trails Association will provide more than 25 days of trail work and 2,500 volunteer hours. King County will contribute \$71,000 in cash and donated and staff labor. (12-1710)

#### **Washington Department of Natural Resources Maintaining Skagit County Trails**

**Grant Request: \$98,430**

The Department of Natural Resources will use this grant to maintain trails in the Blanchard Forest Block and the Harry Osborne State Forest, in Skagit County. Crews will re-contour and resurface trails, maintain drainage structures, inspect and fix bridges, and clear overgrown brush. Work will be completed by a recreation maintenance steward, Washington Conservation Corps crews, and volunteers. This project will maintain recreation infrastructure, protect natural resources, and allow the department to provide safe, non-motorized recreation for hikers, mountain bikers, and equestrians. An estimated 85,000 recreationists use the trails annually. The Department of Natural Resources will contribute \$125,810 in agency equipment, staff labor, and materials, and donations of equipment, labor, and materials. (12-1027)

#### **Washington State Parks and Recreation Commission Completing the Riverside Equestrian Campground**

**Grant Request: \$88,500**

State Parks will use this grant to complete the Riverside State Park equestrian campground near Spokane by building five campsites, installing a toilet and picnic shelter, providing electrical service to 10 campsites, and adding additional corrals. The equestrian campground serves horse enthusiasts from all over the Inland Northwest and provides access to about 10,000 acres of park land, more than 50 miles of trails, and access to a riding arena. State Parks will contribute \$22,250 in agency equipment, labor, and materials, and donated labor. (12-1779)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Planning a Trail to Frog Mountain**

**Grant Request: \$19,153**

The Skykomish Ranger District will use this grant to complete the planning and design of a trailhead and a 3.5-mile trail from Jacks Pass to the summit of Frog Mountain, in Snohomish County. The ranger district will complete the environmental assessment, determine the trail location and design, and design the trailhead. This new trail will be for equestrians and hikers, and was identified as the top priority for development of new trails within the Wild Sky Wilderness. This trail would start at a large gravel pit, which would serve as a trailhead, then would follow old roads for 1.4 miles, then enter the Wild Sky Wilderness. The trail then would switchback for about 2.1 miles through huckleberry meadows before reaching the summit ridgeline, which features panoramic views of the Skykomish and Beckler River drainages and



## Nonhighway and Off-Road Vehicle Activities

### Nonmotorized Project Summaries (In Rank Order)

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Wild Sky, Henry M. Jackson, and Alpine Lakes Wilderness Areas. This is expected to be a high use trail, with more than 5,000 visitors a year, and has the strong support of Back Country Horsemen of Washington, Mountaineers, Washington Trails Association, Sierra Club, and many other groups. The Skykomish Ranger District will contribute \$19,420. (12-1765)

#### **U.S. Forest Service, Olympic National Forest Upgrading the Bogachiel Rain Forest Trailhead**

**Grant Request: \$16,000**

The Pacific Ranger District-Forks will use this grant to expand and improve the Bogacheil Rain Forest Trail Trailhead. The ranger district will develop a new gravel parking lot to accommodate horse trailers, develop a staging area for stock animals away from hikers, build a short access trail for stock so they won't use an eroding trail, upgrade the drainage and trail surface on a quarter-mile of trail, and install amenities, such as tables, fire grills, and hitching posts. These improvements will expand parking opportunities for all users. The stunning Bogachiel Rain Forest Trail is part of the 1,200-mile Pacific Northwest Trail that runs from the Continental Divide in Montana to the Pacific Ocean. Most of the work at the trailhead will be done in conjunction with local volunteer groups. The project is support by tribes, the Ira Spring Foundation, Clallam County, Olympic National Park, and the Back Country Horsemen of Washington. The Pacific Ranger District-Forks will contribute \$9,400 in staff labor and donations of equipment, labor, and materials. (12-1609)

#### **Washington Department of Natural Resources Maintaining Trails in the Yacolt Burn State Forest and Southwest Washington**

**Grant Request: \$99,500**

The Department of Natural Resources will use this grant to maintain 58 miles of trail, 4 trailheads, and 4 trail access points in the Yacolt Burn State Forest and the Siouxon Landscape, northeast of Vancouver in Clark County. The department will rebuild and harden trail surfaces, fix drainage structures, inspect and maintain bridges, remove downed trees and overgrown brush, as well as clean restrooms, repair signs, and remove trash. This grant will fund an employee and work crews from the Washington Conservation Corps and prison inmates. The trails are used by equestrians, mountain bikers, and hikers. The Department of Natural Resources will contribute \$48,500 staff labor and donations of equipment, labor, and materials. (12-1264)

#### **U.S. Forest Service, Wenatchee National Forest Planning a Trail System near Wenatchee**

**Grant Request: \$55,000**

The Wenatchee River Ranger District will use this grant to complete the planning for a project to develop a trail system for non-motorized uses in the Number Two Canyon area, 4.5 miles west of Wenatchee. No Forest Service trails exist in this popular forested area, and visitors are creating their own trails, which are damaging the land and causing safety concerns. The ranger district plans to develop a front-country trail system of 50-60 miles of loop trails for hikers, mountain

## Nonhighway and Off-Road Vehicle Activities

### Nonmotorized Project Summaries (In Rank Order)

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bikers, and equestrians that meets the strong community need for close-to-home trails, completes a critical link to trails on adjacent state and Forest Service land, and protects natural resources. The ranger district will create an inventory of visitor-created routes, design a system of loop trails, identify facility needs, and complete an environmental analysis that includes cultural, wildlife, and botany surveys. Volunteers will help gather data and provide local knowledge to assist with the planning process. The Evergreen Mountain Bike Alliance has committed 500 volunteer hours. The Wenatchee River Ranger District will contribute \$18,500 in donated and staff labor. (12-1790)

#### **Washington Department of Natural Resources** **Grant Request: \$100,000** **Maintaining Nicholson Trails in the Elbe Hills State Forest**

The Department of Natural Resources will use this grant to maintain 40 miles of trails, 3 trailheads, and 1 campground in the Nicholson Trail System in the Elbe Hills State Forest, near Elbe in Pierce County. The department will resurface and harden trails, fix drainage structures, inspect and maintain bridges, and remove downed trees and overgrown brush. Maintenance is needed to protect the land and allow the department to provide safe trails for the 12,000 recreationists who visit annually. The Department of Natural Resources will contribute \$55,000 in staff labor and donations of equipment and labor. (12-1074)

#### **Washington Department of Natural Resources** **Grant Request: \$99,130** **Maintaining Non-Motorized Trails in Skagit County**

The Department of Natural Resources will use this grant to maintain three trailheads and two backcountry campgrounds in the Blanchard Forest Block and the Harry Osborne State Forest areas, in Skagit County. Maintenance work will focus on providing routine and preventative maintenance to protect the land and facilities while providing safe hiking, biking, and equestrian trails. The work will be completed by an employee, Washington Conservation Corps crews, and volunteers. The Department of Natural Resources will contribute \$109,010 in agency equipment, labor, and materials, and donations of equipment, labor, and materials. (12-1028)

#### **Washington Department of Natural Resources** **Grant Request: \$84,750** **Designing Yacolt Burn State Forest Non-Motorized Trails**

The Department of Natural Resources will use this grant to complete the design of trails for non-motorized uses in the Yacolt Burn State Forest, in Clark County. The department will complete the surveying, engineering, design, environmental assessments, and permitting for 17 miles of trail. The new trails will be designed to provide shorter connections to the Tarbell Trail system. This project is identified as top priority in the *Western Yacolt Burn Forest Recreation Plan* (2010). The Department of Natural Resources will contribute \$21,200 in donated and staff labor. (12-1283)

## Nonhighway and Off-Road Vehicle Activities

### Nonmotorized Project Summaries (In Rank Order)

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#### **U.S. Forest Service, Wenatchee National Forest**

**Grant Request: \$14,500**

##### **Planning the Relocation of the Phelps Creek Trailhead**

The Wenatchee River Ranger District will use this grant to develop plans and complete the environmental assessment for the relocation of the Phelps Creek Trailhead. The Phelps Creek Trail leads into the Glacier Peak Wilderness and one of the popular Spider Meadows. The trailhead parking is not large enough, and cars commonly park on the road, impeding traffic. Both public safety and visitor experience are affected by the layout of the trailhead. To address these issues, the trailhead will be moved to a place that can provide more parking and easy entry and exit. The Wenatchee River Ranger District will contribute \$15,500 in staff labor. (12-1833)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest**

**Grant Request: \$100,000**

##### **Restoring the Boulder River Trailhead**

The Darrington Ranger District will use this grant to relocate the Boulder River trailhead to a former homestead (Camp Cherith) on French Creek Road Number 2010. The new location would provide parking for 23 vehicles as well as contain a vault toilet, picnic tables, and a bulletin board. The existing trailhead is a dead-end logging road that has parking for less than eight vehicles, no turn-arounds, toilet, or signs. On busy weekends, as many as 50 cars can be parked along the turn-around in the road, creating unsafe conditions. The new trailhead already has an entrance road, a hardened parking area, and sites for picnic tables and a toilet. Members of the Washington Trail Association and other volunteer groups will help build a new trail to connect the proposed parking lot with the existing trail. The Boulder River Trail is the most popular trail in the Darrington area and receives more than 10,000 visitors annually. The Darrington Ranger District will contribute \$100,000 in donated and staff labor. (12-1360)

#### **U.S. Forest Service, Wenatchee National Forest**

**Grant Request: \$87,590**

##### **Providing a Maintenance Crew**

The Wenatchee River Ranger District will use this grant for a work crews to maintain campgrounds, trailheads, trails, and dispersed recreation sites in the Alpine Lakes, Glacier Peak, and the Henry M. Jackson Wilderness areas. The crew will maintain the areas and control noxious weeds for two summers. The ranger district is a premier recreation destination for public seeking nearly every kind of outdoor recreation opportunity including hiking, camping, backpacking, climbing, mountaineering, rafting, fishing, mountain biking, road biking, birding, botanizing, volunteering, and more. The district has more than 800 miles of trail, 56 trailheads, more than 25 campgrounds, and more than 320,000 acres of wilderness. Funding this crew would allow the ranger district to accomplish much needed backlog maintenance tasks. The Wenatchee River Ranger District will contribute \$95,496 in federal funding and donated labor. (12-1776)

## Nonhighway and Off-Road Vehicle Activities Nonmotorized Project Summaries (In Rank Order)

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### **U.S. Forest Service, Wenatchee National Forest**

**Grant Request: \$9,800**

#### **Planning to Convert Tiptop Road to a Mountain Biking Trail**

The Wenatchee River Ranger District will use this grant is to complete planning to convert the closed Tip Top Road 7200-115 to a single-track, mountain bike trail, with a riding experience focused on technical features. Technical features would include table top jumps, berm turns, log rides, enhanced natural rock features, and others. The trail system would include interpretive signs that educate riders on proper riding techniques and etiquette. Suitable locations for these types of trails is limited because legal road access and parking are needed at both the top and bottom of the trail. The Tip Top Road meets these criteria and conversion into a technical mountain bike trail would provide a unique riding experience to the region. The Wenatchee River Ranger District will contribute \$10,200 in staff labor. (12-1834)

### **Washington Department of Natural Resources**

**Grant Request: \$88,000**

#### **Converting the Green Mountain Road to a Trail**

The Department of Natural Resources will use this grant to complete the design and permitting of a non-motorized trail system to cross the Green Mountain State Forest, from Gold Creek Trailhead to Green Mountain Vista to Wildcat Trailhead. The trail system will include about 7 trail bridges, 25 culverts, and 13 miles of trail. Historically, the GM6 was an extremely popular trail for non-motorized uses and provided scenic vistas easily accessible to all age groups. Recently, the culverts on GM6 were removed, making the trail virtually impassable. Users have built improvised water crossings, which pose environmental risks but demonstrate the demand for the trail. On the other side of Green Mountain, the Wildcat Trail has been a popular access point for multiple types of users and a separate trail has become necessary to separate hikers from others. Together, the two situations have led to an opportunity to create a trail system for non-motorized uses that links the major trailheads and the vista. The Green Mountain State Forest is open year-round, has 13 miles of trail, and receives more than 50,000 visitors a year. The Department of Natural Resources will contribute \$10,000 in donated and staff labor. (12-1070)

### **U.S. Forest Service, Okanogan National Forest**

**Grant Request: \$60,000**

#### **Restoring Andrews Creek Trail and Bridges**

The Methow Ranger District will use this grant to replace damaged bridges and turnpikes, and restore a treacherous stream crossing on the Andrews Creek Trail 502 in the Pasayten Wilderness Area. There are five log stringer bridges that were built in the mid 1980s and have deteriorated substantially in the past few years. If they are not replaced, the bridges will be removed for safety, and stock users would have unsuitable crossings at four of the five bridges. There are several sections of old turnpike that are failing, the barrier logs are rotted out, and more rock and soil are needed to reestablish the trail surface. One of the stream crossings is crowded with boulders and makes for a hazardous crossing for stock users. Explosives will need

## Nonhighway and Off-Road Vehicle Activities Nonmotorized Project Summaries (In Rank Order)

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to be purchased for removing rock at the treacherous stream crossing. Work will be performed by the Forest Service certified blaster and trail crew with the assistance of the Washington Trails Association. The Methow Ranger District will contribute \$7,700 in donated labor and agency materials. (12-1298)

### **U.S. Forest Service Mount Baker-Snoqualmie National Forest**

#### **Relocating Part of the Whitechuck Bench Trail**

**Grant Request: \$100,000**

The Darrington Ranger District will use this grant to move 2 miles of the Whitechuck Bench Trail, which is along the Whitechuck River in Snohomish County. Four miles of the trail were damaged by floods in 2003. The ranger district will move the trail out of the floodplain and improved to allow for a much needed equestrian recreational opportunity for the community. The trail's low-elevation and gradual topography will provide overnight backpacking opportunities to meet the needs of families, scout groups, and others. The Darrington Ranger District will contribute \$100,000 in donated and staff labor. (12-1677)

### **Spokane County**

**Grant Request: \$68,675**

#### **Constructing a Trail Maintenance Building at Antoine Peak**

The Spokane Parks and Recreation Department will use this grant to construct a trail maintenance storage building at the Antoine Peak Conservation Area. The 40-foot-by-60-foot maintenance building will provide space to store equipment for maintaining and developing the County's network of backcountry trails. All trail maintenance equipment is stored at Plantes Ferry Sports Stadium, which has limited capacity. Built in the 1,000-acre conservation area, the new facility would be centrally located among 12 additional non-motorized properties, including more than 5,000 acres and 100 miles of backcountry trails in Spokane County. This trail maintenance storage building will be crucial to maintaining and developing these amenities for a growing number of outdoor enthusiasts in the Spokane region for years to come. Spokane County will contribute \$30,000. (12-1827)

### **Washington Department of Fish and Wildlife**

**Grant Request: \$98,000**

#### **Planning and Designing the L.T. Murray 20-Mile Trail**

The Department of Fish and Wildlife will use this grant to plan and design a 20-mile trail system for non-motorized uses in the L.T. Murray/Quilomene/Whiskey Dick Wildlife Area in Kittitas County. The L.T. Murray Unit of the wildlife area is 15 miles west of Ellensburg and is bounded to the north by Taneum Canyon and to the south by Manastash Canyon. The department is planning to build a 15-mile trail that would give visitors a chance to hike or bike from one of these large drainages to the other. The department also is planning to build campsites at the trailheads on both ends, a 4.5-mile loop trail, and a .5-mile trail from the Taneum Trailhead. The L.T. Murray Wildlife Area is made up of about 35,000 acres owned or managed by department.

## Nonhighway and Off-Road Vehicle Activities Nonmotorized Project Summaries (In Rank Order)

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There are extensive roads throughout the wildlife area that provide opportunity for users with motorized vehicles, but no developed trails or campgrounds for hikers or bicyclists. The Department of Fish and Wildlife will contribute \$2,000 in donated and staff labor. (12-1190)

### **U.S. Forest Service, Okanogan National Forest Building a Pasayten River Trail Bridge**

**Grant Request: \$35,000**

The Methow Valley Ranger District will use this grant to build 35-foot-long, log bridge for hikers over the Pasayten River on Robinson Creek Trail Number 478. The previous bridge was removed in 1968 for safety and there has been no safe crossing there since. The new bridge will be built 1.5 miles south of the previous one, where a well-established and much safer, stock crossing exists. This crossing ties in with another trail and bypasses a very boggy, damaged section of the Robinson Creek Trail that is especially not good for stock. The ranger district will survey the site, design the bridge, and then use on-site trees to build the bridge. A district crew, Forest Service horses and mules to pack supplies, and Washington Trails Association volunteers will help on this project. The Methow Ranger District will contribute \$6,275 in donated labor and materials. (12-1228)



Recreation and Conservation Funding Board  
Resolution #2013-16  
NOVA Program Off-road Vehicle Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, thirty-two Nonhighway and Off-road Vehicle Activities (NOVA) Off-road Vehicle category projects are eligible for funding; and

**WHEREAS**, these Off-road Vehicle category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide opportunities for recreationists who enjoy motorized off-road activities, including motorcycling and riding all-terrain and four-wheel drive vehicles on trails and in competition sport parks; thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in *Table 1 – Nonhighway and Off-road Vehicle Activities Ranked List of Off-Road Vehicle Projects, 2013-15*; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

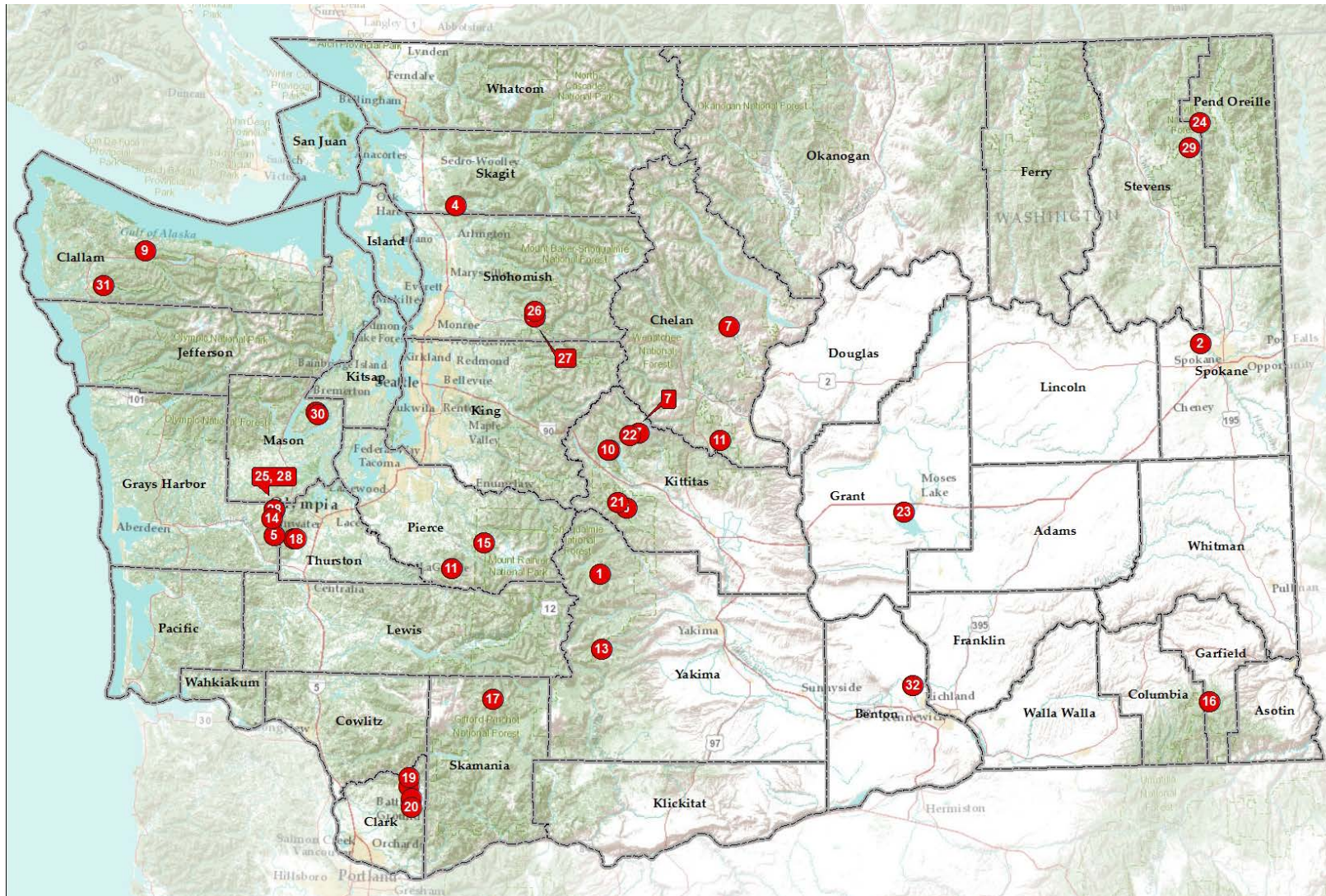
Table 1 - Nonhighway and Off-road Vehicle Activities Ranked List of Off-Road Vehicle Projects, 2013-15

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 32	57.09	12-1752M	Naches Motorized Trails Maintenance and Operation 2013-14	Wenatchee National Forest Naches Ranger District	\$117,774	\$137,752	\$255,526	\$117,774
2 of 32	56.36	12-1842M	2012 Riverside ORV Maintenance and Operation	Washington State Parks and Recreation Commission	\$37,500	\$9,500	\$47,000	\$155,274
3 of 32	55.82	12-1067M	Tahuya and Green Mountain Maintenance and Operation 2012	Washington Department of Natural Resources	\$199,960	\$136,110	\$336,070	\$355,234
4 of 32	55.73	12-1026M	Walker Valley Maintenance and Operations	Washington Department of Natural Resources	\$186,000	\$84,000	\$270,000	\$541,234
5 of 32	54.82	12-1193M	Capitol Forest 2012 ORV Maintenance and Operation	Washington Department of Natural Resources	\$170,950	\$114,050	\$285,000	\$712,184
6 of 32	53.91	12-1573M	Cle Elum Ranger District ORV South Zone Maintenance 2013	Wenatchee National Forest Cle Elum Ranger District	\$189,550	\$52,500	\$242,050	\$901,734
7 of 32	53.82	12-1574M	Cle Elum Ranger District ORV Maintenance North Zone 2013	Wenatchee National Forest Cle Elum Ranger District	\$188,850	\$47,250	\$236,100	\$1,090,584
7 of 32	53.82	12-1763M	Entiat and Chelan Multiple Use Trail Maintenance and Operation 2014-2015	Wenatchee National Forest Entiat Ranger District	\$192,500	\$60,800	\$253,300	\$1,283,084
9 of 32	53.45	12-1218M	Olympic Region 2012 Maintenance and Operation	Washington Department of Natural Resources	\$131,453	\$59,900	\$191,353	\$1,414,537
10 of 32	52.82	12-1575M	Cle Elum Ranger District ORV Maintenance Equipment 2013	Wenatchee National Forest Cle Elum Ranger District	\$28,500		\$28,500	\$1,443,037
11 of 32	52.73	12-1784M	Wenatchee River Ranger District ORV Maintenance and Operation 2014-2015	Wenatchee National Forest Wenatchee River Ranger District	\$96,000	\$131,032	\$227,032	\$1,539,037
11 of 32	52.73	12-1075M	Elbe Hills Motorized Maintenance and Operation	Washington Department of Natural Resources	\$117,000	\$54,000	\$171,000	\$1,656,037
13 of 32	52.18	12-1348M	Ahtanum 2012 Maintenance and Operation	Washington Department of Natural Resources	\$180,000	\$45,500	\$225,500	\$1,836,037
14 of 32	51.64	12-1293D	Capitol Forest ORV Trail Bridges	Washington Department of Natural Resources	\$241,700	\$27,300	\$269,000	\$2,077,737
15 of 32	51.55	12-1828M	Snoqualmie Ranger District Trails Equipment	Mt. Baker Snoqualmie National Forest Snoqualmie Ranger District	\$35,000	\$15,000	\$50,000	\$2,112,737
16 of 32	51.36	12-1565M	North Umatilla ORV Maintenance and Operation	Umatilla National Forest Pomeroy Ranger District	\$50,000	\$95,739	\$145,739	\$2,162,737

Rank	Score	Number	Project Name	Grant Applicant	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
17 of 32	51.27	12-1345M	2012 Gifford Pinchot National Forest Motorized Operation and Maintenance	Gifford Pinchot National Forest Cowlitz Valley Ranger District	\$78,800	\$74,720	\$153,520	\$2,241,537
18 of 32	50.73	12-1292D	Middle Waddell ORV Campground and Trailhead	Washington Department of Natural Resources	\$317,000	\$13,000	\$330,000	\$2,558,537
19 of 32	50.09	12-1263M	Yacolt Burn and Southwest Washington ORV Maintenance and Operation 2012	Washington Department of Natural Resources	\$140,000	\$49,200	\$189,200	\$2,698,537
20 of 32	46.64	12-1284P	Yacolt Burn Motorized Trails Priority Area 2	Washington Department of Natural Resources	\$100,000	\$25,010	\$125,010	\$2,798,537
21 of 32	46.55	12-1726D	North Ridge Trail Reroute Construction	Wenatchee National Forest Cle Elum Ranger District	\$52,500		\$52,500	\$2,851,037
22 of 32	44.18	12-1715D	Lower Jolly Trail Reroute Construction	Wenatchee National Forest Cle Elum Ranger District	\$48,400		\$48,400	\$2,899,437
23 of 32	43.91	12-1808M	Grant County Maintenance and Operation 2012	Grant County Sheriff Department	\$25,701	\$25,701	\$51,402	\$2,925,138
24 of 32	43.82	12-1304M	Northeast Region Little Pend Oreille Trail System Maintenance and Operation	Washington Department of Natural Resources	\$77,200	\$11,800	\$89,000	\$3,002,338
25 of 32	43.45	12-1821M	Straddleline ORV Park Maintenance 2012	Grays Harbor County	\$79,000	\$20,400	\$99,400	\$3,081,338
26 of 32	41.91	12-1274D	Reiter Motorcycle and ATV Trail Construction	Washington Department of Natural Resources	\$555,940	\$29,260	\$585,200	\$3,637,278
27 of 32	41.73	12-1556D	Reiter 4X4 Trail Construction	Washington Department of Natural Resources	\$557,436	\$29,339	\$586,775	\$4,194,714
28 of 32	40.55	12-1820D	Straddleline ORV Park Arena and 4x4 Area Improvement	Grays Harbor County	\$276,160	\$76,800	\$352,960	\$4,470,874
29 of 32	39.27	12-1706C	Radar Dome ORV Trailhead	Washington Department of Natural Resources	\$232,749	\$29,900	\$262,649	\$4,703,623
30 of 32	38.27	12-1072C	Sandhill ORV Trailhead Development	Washington Department of Natural Resources	\$895,202		\$895,202	\$5,598,825
31 of 32	34.91	12-1599D	Calawah ATV Trail System	Olympic National Forest Pacific Ranger District - Forks	\$60,000	\$15,500	\$75,500	\$5,658,825
32 of 32	30.27	12-1831M	Horn Rapids ORV Park Equipment Purchase	Richland Parks and Recreation	\$100,000		\$100,000	\$5,758,825
					<b>\$5,758,825</b>	<b>\$1,471,063</b>	<b>\$7,229,888</b>	



## State Map for NOVA Program Off-road Vehicle Category



## NOVA Program Evaluation Criteria Summary: Nonhighway Road, Nonmotorized, and Off-road Vehicle Categories

**Evaluation Criteria Summary Table**

Scored By	Evaluation Question	Title	Project Type Questions	Maximum Points	NOVA Plan Policy
Advisory Committee	1	Need	All	15	A-1, C-7
Advisory Committee	2	Need Fulfillment	All	15	A-1, C-6, C-7
Advisory Committee	3a	Site Suitability	Acquisition	10	C-15
Advisory Committee	3b	Project Design	Development	10	C-1, C-5, C-7, C-8, C-14
Advisory Committee	3c	Maintenance	Maintenance	10	C-5, C-7, C-8, C-14
Advisory Committee	3d	Planning	Planning	10	C-6, C-15
Advisory Committee	4	Readiness to Proceed	All	5	
Advisory Committee	5	Predominantly Natural (not answered by ORV project applicants)	All	5	C-13
Advisory Committee	6	Project Support	All	10	C-3, C-4
Advisory Committee	7	Cost-Benefit	All	5	A-1, C-3
RCO staff	8	Matching Shares	All	5	C-4
RCO staff	9	Population Proximity	All	2	C-2
RCO staff	10	Growth Management Act Preference	All	0	
<b>Nonhighway and Nonmotorized Total Points Possible</b>				<b>72</b>	
<b>ORV Total Possible Points</b>				<b>67</b>	

## Scoring Criteria: Nonhighway Road, Nonmotorized, and Off-road Vehicle Categories

### Scored by Advisory Committee

1. **Need.** What is the need for new, improved, or maintained facilities?
2. **Need fulfillment.** How well will this project fulfill the service area's needs identified in Question 1?
- 3a. **Site suitability.** To what extent is the site to be acquired well suited for the intended recreational activity? (*Acquisition projects*)
- 3b. **Project design.** Is the proposal appropriately designed for intended uses and users? (*Development projects*)
- 3c. **Maintenance.** Are the project's maintenance goals and objectives appropriate? (*Maintenance projects*)
- 3d. **Planning.** To what extent will the proposed plan or study help provide opportunities? (*Planning projects*)?
4. **Readiness to proceed.** How soon after the grant is approved can the project begin?
5. **Predominantly natural.** Is the project site in a predominantly natural setting? (ORV applicants do not answer this question.)
6. **Project support.** To what extent do users and the public support the project?
7. **Cost-benefit.** Do the project's benefits outweigh its costs?

### Scored by RCO Staff

8. **Matching shares.** What percentage of the total project cost is the applicant contributing?
9. **Population proximity.** Is the project site located:
  - In a county with a population density greater than 250 people per square mile
  - Within 30 miles of a city with a population of 25,000 people or more?
10. **Growth Management Act preference.** Has the applicant<sup>10</sup> made progress toward meeting the requirements of the Growth Management Act?<sup>11</sup>

<sup>10</sup> County, city, town, and special district applicants only. This question does not apply to nonprofit organizations or state and federal agency applicants.

<sup>11</sup> Revised Code of Washington 43.17.250 (Growth Management Act-preference required)



# Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15

## Off-Road Vehicle (ORV) Projects

	Question	1	2	3	4	5	6	7	8	9	
Rank	Project Name	Need	Need Fulfillment	Site Suitability Project Design	Readiness to Proceed	Project Support	Cost Benefit	Matching Shares	Population Proximity	Growth Management Compliance	Total
1	Naches Motorized Trails Maintenance and Operation 2013-2014	13.36	13.09	8.36	4.64	8.73	3.91	5.00	0.00	0.00	57.09
2	2012 Riverside ORV Maintenance and Operation	13.09	13.36	8.36	5.00	8.18	4.36	2.00	2.00	0.00	56.36
3	Tahuya and Green Mountain Maintenance and Operation 2012	12.55	12.55	8.00	4.55	9.09	4.09	4.00	1.00	0.00	55.82
4	Walker Valley Maintenance and Operations	12.82	12.82	8.55	4.73	8.91	3.91	3.00	1.00	0.00	55.73
5	Capitol Forest 2012 ORV Maintenance and Operation	12.27	11.45	8.18	4.82	9.09	4.00	4.00	1.00	0.00	54.82
6	Cle Elum Ranger District ORV South Zone Maintenance 2013	12.55	13.09	8.91	4.55	8.73	4.09	2.00	0.00	0.00	53.91
7	Cle Elum Ranger District ORV Maintenance North Zone 2013	12.00	12.82	8.73	4.55	8.73	4.00	2.00	1.00	0.00	53.82
7	Entiat and Chelan Multiple Use Trail Maintenance and Operation 2014-2015	12.00	12.27	9.27	4.91	8.18	4.18	2.00	1.00	0.00	53.82
9	Olympic Region 2012 Maintenance and Operation	12.82	12.27	8.00	4.73	9.09	3.55	3.00	0.00	0.00	53.45
10	Cle Elum Ranger District ORV Maintenance Equipment	13.36	13.09	8.91	4.64	8.36	4.45	0.00	0.00	0.00	52.82
11	Wenatchee River Ranger District ORV Maintenance and Operation 2014-2015	11.45	11.18	8.00	4.82	7.64	3.64	5.00	1.00	0.00	52.73
11	Elbe Hills Motorized Maintenance and Operation	13.09	12.00	7.64	4.45	7.09	3.45	3.00	2.00	0.00	52.73
13	Ahtanum 2012 Maintenance and Operation	12.55	11.73	8.73	4.82	7.45	3.91	2.00	1.00	0.00	52.18
14	Capitol Forest ORV Trail Bridges	12.00	12.00	8.36	4.18	8.91	4.18	1.00	1.00	0.00	51.64
15	Snoqualmie Ranger District Trails Equipment	11.18	12.27	8.55	4.55	7.09	3.91	2.00	2.00	0.00	51.55

Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15

Off-Road Vehicle (ORV) Projects

	Question	1	2	3	4	5	6	7	8	9	
Rank	Project Name	Need	Need Fulfillment	Site Suitability Project Design	Readiness to Proceed	Project Support	Cost Benefit	Matching Shares	Population Proximity	Growth Management Compliance	Total
16	North Umatilla ORV Maintenance and Operation	11.45	11.45	ot National Fo	4.45	7.27	3.91	5.00	0.00	0.00	51.36
17	2012 Gifford Pinchot National Forest Motorized Maintenance and Operation	11.18	11.45	8.36	4.64	8.00	3.64	4.00	0.00	0.00	51.27
18	Middle Waddell ORV Campground and Trailhead	12.55	12.00	7.82	4.27	8.55	3.55	0.00	2.00	0.00	50.73
19	Yacolt Burn and Southwest Washington ORV Maintenance and Operation 2012	10.91	10.91	8.18	4.64	8.55	2.91	2.00	2.00	0.00	50.09
20	Yacolt Burn Motorized Trails Priority Area 2	10.91	10.36	7.09	3.55	7.64	3.09	2.00	2.00	0.00	46.64
21	North Ridge Trail Reroute Construction	11.73	11.18	8.73	4.64	6.55	3.73	0.00	0.00	0.00	46.55
22	Lower Jolly Trail Reroute Construction	10.36	10.64	8.55	4.55	6.55	3.55	0.00	0.00	0.00	44.18
23	Grant County Maintenance and Operation 2012	11.18	9.27	6.73	4.36	5.64	2.73	4.00	0.00	0.00	43.91
24	Northeast Region Little Pend Oreille Trail System Maintenance and Operation	11.18	10.64	7.45	4.18	6.00	3.36	1.00	0.00	0.00	43.82
25	Straddleline ORV Park Maintenance 2012	9.55	9.00	6.73	4.18	7.09	2.91	2.00	2.00	0.00	43.45
26	Reiter Motorcycle and All-Terrain Vehicle Trail Construction	10.64	8.18	6.55	4.09	8.18	2.27	0.00	2.00	0.00	41.91
27	Reiter 4X4 Trail Construction	9.82	8.45	6.91	4.00	8.18	2.36	0.00	2.00	0.00	41.73
28	Straddleline ORV Park Arena and 4x4 Area Improvements	9.55	8.45	5.27	3.91	6.91	2.45	2.00	2.00	0.00	40.55
29	Radar Dome ORV Trailhead	9.27	8.73	7.27	4.00	5.82	3.18	1.00	0.00	0.00	39.27
30	Sandhill ORV Trailhead Development	9.27	9.55	5.27	4.27	6.36	2.55	0.00	1.00	0.00	38.27

Nonhighway and Off-road Vehicle Activities, Evaluation Summary, 2013-15

Off-Road Vehicle (ORV) Projects

	Question	1	2	3	4	5	6	7	8	9	
Rank	Project Name	Need	Need Fulfillment	Site Suitability Project Design	Readiness to Proceed	Project Support	Cost Benefit	Matching Shares	Population Proximity	Growth Management Compliance	Total
31	Calawah ATV Trail System	9.82	7.36	4.00	2.45	6.91	2.36	2.00	0.00	0.00	34.91
32	Horn Rapids ORV Park Equipment Purchase	7.09	7.64	5.45	3.73	3.09	2.27	0.00	1.00	0.00	30.27

Evaluators Score Questions 1-6  
RCO Staff Scores Questions 7-9

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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#### **U.S. Forest Service, Wenatchee National Forest Maintaining Motorcycle and Four-Wheel Drive Trails**

**Grant Request: \$117,774**

The Naches Ranger District will use this grant to maintain more than 250 miles of trail for motorcycle and four-wheel drive vehicles in Yakima and Kittitas Counties. The ranger district plans to clear all 250 miles of trail and complete maintenance activities, such as trimming overgrown brush, cleaning and fixing drainage structures, repairing trail surfaces, and maintaining signs on 35 percent (88 miles) of the trail system in each of the next two years. Regular maintenance reduces the need for costly reconstruction projects. This grant will pay for a three-person trail crew, crew leader, transportation, and supplies. The ranger district's trails for motorized use receive an estimated 80,000 recreationists each year on the 140 miles of motorcycle and 110 miles of four-wheel drive trails. The Naches Ranger District will contribute \$137,752 in state funding, donated labor, agency equipment, and a grant from the Recreational Trails Program. (12-1752)

#### **Washington State Parks and Recreation Commission Maintaining Riverside Off-road Vehicle Park**

**Grant Request: \$37,500**

State Parks will use this grant to fund a seasonal employee to help maintain facilities, protect resources, control noxious weeds, and provide customer service at Riverside Off Road Vehicle (ORV) Park. The 600-acre park is diverse and has large, open sandy areas, steep hills, flats, and forested areas with trails for riders of all skills. The area is the only ORV park in the state park system and receives about 90,000 visitors a year. Historically, this area was staffed with two rangers and a seasonal park aide but is down to one, part-time ranger in the ORV area. The employee would perform routine maintenance, such as opening and closing gates, cleaning restrooms, controlling noxious weeds, maintaining fences, picking up garbage, mowing, and maintaining equipment. The employee also would respond to emergencies, answer questions, and to help ORV users who get stuck or break down. State Parks will contribute \$9,500 in agency equipment, labor, and materials. (12-1842)

#### **Washington Department of Natural Resources Maintaining Trails in the Tahuya and Green Mountain State Forests**

**Grant Request: \$199,960**

The Department of Natural Resources will use this grant to fund a trail crew to maintain trails and facilities in the Tahuya State Forest in Mason County, the Green Mountain State Forest in Kitsap County, and additional off-road vehicle recreation facilities. The crew will focus on the more heavily traveled two-track off-road vehicle and 4x4 multiple-use trail networks, campgrounds, trailheads, and day-use facilities. In addition, volunteers and a 10-person prison crew will support the trail crew in the routine maintenance of the heavily

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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used trail systems and recreation facilities. This grant provides funds for some of the materials, tools, equipment, and transportation costs for the crew. The Tahuya and Green Mountain State Forests receive more than 250,000 user visits annually. The Department of Natural Resources will contribute \$136,110 in donated labor and agency equipment and labor. (12-1067)

#### **Washington Department of Natural Resources Maintaining Walker Valley Trails and Operations**

**Grant Request: \$186,000**

The Department of Natural Resources will use this grant to fund a maintenance steward and part-time trail crew to maintain and operate the Walker Valley ORV trail system and trailheads in Skagit County. The crew will remove overgrown brush, maintain culverts and drainage structures, harden small sections of trail with crushed rock, re-route small sections of trail, and inspect and maintain bridges and signs. At trailheads, the crews will remove garbage and maintain and repair restrooms and signs. The trail crew will focus on a maintenance backlog that has accumulated during the past two years because of funding shortfalls. It will focus on places where trails are eroding to help improve water quality standards. The Department of Natural Resources will contribute \$84,000 in donated and staff labor and agency equipment and materials. (12-1026)

#### **Washington Department of Natural Resources Maintaining Trails in Capitol Forest**

**Grant Request: \$170,950**

The Department of Natural Resources will use this grant to maintain off-road vehicle trails and trailheads in Capitol State Forest, near Olympia. The department will remove overgrown brush, maintain culverts and drainage structures, harden small sections of trail with crushed rock, re-route small sections of trail, and inspect and maintain bridges and signs. At trailheads, the department will remove garbage and maintain and repair restrooms and signs. With high off-road vehicle use and clay soils, the trails for motorized uses in Capitol Forest require an ongoing, intensive maintenance program to ensure they remain useable. Many miles of trail cross salmon streams, where maintenance is critical. The department will use staff, volunteers, and crews from the Washington Conservation Corps and Cedar Creek Correctional Facility to accomplish the work. The Department of Natural Resources will contribute \$114,050 in staff labor and donations of equipment and labor. (12-1193)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Trails in South Zone of the Wenatchee National Forest**

**Grant Request: \$189,550**

The Cle Elum Ranger District will use this grant for to fund a four-person crew to maintain 170 miles of multi-use trails in the south zone of the Wenatchee National Forest in Kittitas County. The crew will remove downed trees and overgrown brush, maintain trail and

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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drainage structures, restore the trail surface, and maintain signs. The ranger district also will buy a chainsaw and minor equipment such as hand tools. The crew will maintain a large network of well-established trails for motorized use. The Cle Elum Ranger District will contribute \$52,500 in donated labor. (12-1573)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$188,850** **Maintaining Trails in North Zone of the Wenatchee National Forest**

The Cle Elum Ranger District will use this grant to fund a four-person crew to maintain 230 miles of multi-use trails, in the north zone of the Wenatchee National Forest in Kittitas County. The crew will remove downed trees and overgrown brush, maintain trail and drainage structures, restore the trail surface, and maintain signs. The Cle Elum Ranger District will contribute \$47,250 in donated labor. (12-1574)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$192,500** **Maintaining Entiat and Chelan Multiple Use Trails**

The Entiat Ranger District will use this grant to fund a ten-person crew for two years to maintain about 390 miles of multiple-use trails and 11 trailheads. The crew will consist of three Forest Service employees and seven AmeriCorps members. These trails serve as the heart of an interconnected trail network of more than 220 miles that runs from Lake Wenatchee to Lake Chelan. The crew will remove downed trees and overgrown brush, maintain water drainage structures to prevent erosion and excess trail damage, correct safety items, clean and repair culverts, and maintain signs, bulletin boards, and trailheads. The Entiat Ranger District will contribute \$60,800 in donated and staff labor. (12-1763)

#### **Washington Department of Natural Resources** **Grant Request: \$131,453** **Maintaining Off-road Vehicle Trails**

The Department of Natural Resources will use this grant to fund a two-person crew to maintain 36 miles of off-road vehicle trails in the Foothills and Sadie Creek trail systems and more than 2 miles of 4x4 trails north of the Sadie Creek Trailhead. The crew will remove overgrown brush, repair the trail surface, fix water drainage structures, and maintain bridges and signs. These trails provide the only designated off-road vehicle and 4x4 recreation experiences on the northern Olympic Peninsula. The Department of Natural Resources will contribute \$59,900 in agency equipment, labor and materials, and donations of equipment and labor. (12-1218)



## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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#### **U.S. Forest Service Wenatchee National Forest Buying New Motorcycles for Trail Maintenance**

**Grant Request: \$28,500**

The Cle Elum Ranger District will use this grant to buy three motorcycles for trail maintenance. The motorcycles will be used to remove downed trees and overgrown brush on an extensive trail system. It is estimated that this project will benefit about 35,000 recreationists. Using a motorcycle to travel to the maintenance project sites, which often are many miles from trailheads, is more efficient than hiking in daily or camping. They not only allow quick access to work sites, but also allow crews to haul in fuel, parts, and heavy tools. The ranger district is using motorcycles that are between 11 and 32 years old, which are not only semi-reliable, but too expensive to repair. (12-1575)

#### **U.S. Forest Service, Wenatchee National Forest Supporting Trail Maintenance in Wenatchee River Ranger District**

**Grant Request: \$96,000**

The Wenatchee River Ranger District will use this grant to maintain nearly 120 miles of multi-use trails in the Chiwawa/Chikamin, Devils Gulch/Tronsen Ridge, and Icicle Ridge/Freund Canyon areas. These trails are open to motorcycles, mountain bikes, horses, and hikers. The ranger district will address backlog maintenance projects, such as severe rutting and erosion, as well as accomplish annual maintenance tasks. The grant will fund employees, youth corps crews, and volunteers, as well as buy two chainsaws and mountain bikes. The Wenatchee River Ranger District will contribute \$131,032 in federal funding, donated labor, and a state grant from the Recreational Trails Program. (12-1784)

#### **Washington Department of Natural Resources Maintaining Trails and Facilities in the Elbe Hills State Forest**

**Grant Request: \$117,000**

The Department of Natural Resources will use this grant to fund a five-person Washington Conservation Corp crew to maintain 4x4 and off-road vehicle trails and trailheads in Elbe Hills State Forest, 6 miles east of Elbe in Pierce County. The crew will repair and harden trail surfaces, maintain culverts and water drainage structures, inspect and maintain bridges, and remove downed trees and overgrown bushes. The crew will maintain 13 miles of trails, a trailhead, and a campground. It is estimated that this project will benefit more than 11,000 recreationists annually. The Department of Natural Resources will contribute \$54,000 in donated and staff labor. (12-1075)

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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#### **Washington Department of Natural Resources** **Grant Request: \$180,000** **Maintaining Trails and Campgrounds in Ahtanum State Forest**

The Department of Natural Resources will use this grant to fund a seasonal, two-person crew to maintain trails and facilities in the Ahtanum State Forest and southern Yakima County. The crew will repair and harden trail surfaces, maintain culverts and water drainage structures, inspect and maintain bridges, and remove downed trees and overgrown bushes. The crew will maintain 12 recreation sites, the Grey Rock Trail, and dispersed campsites in the state forest. The Ahtanum State Forest received an estimated 86,800 visitors last winter. The Department of Natural Resources will contribute \$45,500 in donated and staff labor, and agency equipment and materials. (12-1348)

#### **Washington Department of Natural Resources** **Grant Request: \$241,700** **Replacing Capitol Forest Trail Bridges**

The Department of Natural Resources will use this grant to design, permit, purchase, and install five replacement trail bridges on 82 miles of trail for motorized uses in Capitol State Forest, near Olympia. This project will allow for the replacement of two bridges, which are too narrow for most all-terrain vehicles, the replacement of two aging wooden stringer bridges, and the construction of a bridge to replace a culvert, which currently blocks fish passage. The bridges will help protect salmon habitat and maintain the continuity of the trail system. Although the trail system is used primarily by motorized users, mountain bikers and trail running enthusiasts frequent the trails as well. The Department of Natural Resources will contribute \$27,300 in donated and staff labor, and agency equipment and materials. (12-1293)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest** **Replacing Worn Out Trail Maintenance Equipment** **Grant Request: \$17,500**

The Snoqualmie Ranger District will use this grant to buy four power wheelbarrows, a compressor, and an air drill for trail maintenance and construction projects. Power wheelbarrows are used by trail crews, volunteers, and partners weekly to haul materials, rocks, gravel, tools, and equipment. The ranger district's four power wheelbarrows are more than 20 years old, have thousands of hours of use, and require constant investment to keep running. The ranger district also will replace its two, 30-year-old Pionjars and rock drills, which are difficult to start, hard to operate, and expensive to maintain, with a portable compressor-powered air drill, which will drills holes in rocks in half the time and will be safer for the operator. The new equipment would be shared across the ranger district and used to maintain trails for motorized vehicles. The Snoqualmie Ranger District will contribute \$7,500 in staff labor and donations of labor and materials. (12-1828)

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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#### **U.S. Forest Service, Umatilla National Forest** **Grant Request: \$50,000** **Maintaining Off-Road Vehicle Trails in the Umatilla National Forest**

The Pomeroy and Walla Walla Ranger Districts will use this grant to maintain off-road vehicle trails throughout Asotin, Garfield, and Columbia Counties, located in the Umatilla National Forest. The ranger district will remove fallen trees and overgrown bushes, fix and harden trail surfaces, maintain culverts and water drainage structures, and inspect and maintain trail bridges. The Pomeroy District and Walla Walla trail systems provide the only off-road vehicle recreation opportunities in the Blue Mountains located on federal lands. The Pomeroy Ranger District will contribute \$95,739 in cash, donated and staff labor, and agency equipment and materials. (12-1565)

#### **U.S. Forest Service, Gifford Pinchot National Forest** **Grant Request: \$78,800** **Maintaining Trails in the Gifford Pinchot National Forest**

The Cowlitz Valley Ranger District will use this grant to fund two seasonal workers for 2 years to maintain 230 miles of trails and trailheads for motorized users in Gifford Pinchot National Forest, in Lewis County. The workers also will clean and maintain six campgrounds primarily used by motorized recreationists. It is estimated that at least 6,000 motorcycle and all-terrain vehicle users ride annually in the national forest. Volunteers will contribute 2,200 hours over 2 years to help with the maintenance. The Cowlitz Valley Ranger District will contribute \$74,720 in donated and staff labor and agency equipment. (12-1345)

#### **Washington Department of Natural Resources** **Grant Request: \$317,000** **Improving the Middle Waddell ORV Campground and Trailhead**

The Department of Natural Resources will use this grant to improve the Middle Waddell ORV Campground and trailhead. The department will install restrooms, an entrance gate, a picnic shelter in the day-use area, as well as fencing to mark the campground and campsite areas. The department also will renovate campsites for people with disabilities, fix an overflow parking area, and install utilities at the camp host site. The Middle Waddell area has been a camping area since the late 1970s and the current campground was built 16 years ago. Middle Waddell is one of only two off-road vehicle campgrounds in the 100,000-acre Capitol Forest, which is near Olympia. The Department of Natural Resources will contribute \$13,000 in donated and staff labor and agency equipment and materials. (12-1292)

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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#### **Washington Department of Natural Resources** **Grant Request: \$140,000** **Maintaining Off-Road Vehicle Trails in Southwest Washington**

The Department of Natural Resources will use this grant to fund work crews to maintain off-road vehicle trails and trailheads in the Yacolt Burn State Forest and the Elochoman landscape, in Clark and Wahkiakum Counties. The crew will repair and harden trail surfaces, maintain culverts and water drainage structures, inspect and maintain bridges, remove downed trees and overgrown bushes, maintain restrooms and signs, and remove garbage. The trails are used by motorcyclists and all-terrain vehicle users. The Department of Natural Resources will contribute \$49,200 in staff labor and donations of equipment, labor, and materials. (12-1263)

#### **Washington Department of Natural Resources** **Grant Request: \$100,000** **Designing Motorized Trails in the Yacolt Burn State Forest**

The Department of Natural Resources will use this grant to design 20 miles of trails for motorized use in the Yacolt Burn State Forest in Clark County. The department will complete the surveying, engineering, design, environmental assessments, and permitting processes for the trails, an off-road vehicle trailhead, and a campground. By designing the next round of trails and facilities, this project will help implement the Western Yacolt Burn Forest recreation plan. The Department of Natural Resources will contribute \$25,010 in donated and staff labor. (12-1284)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$52,500** **Rerouting North Ridge and Little Creek Basin Trails**

The Cle Elum Ranger District will use this grant to reroute and rebuild 2.4 miles of trail and rehabilitate 1.3 miles of the bypassed sections of the North Ridge and Little Creek Basin Trails. The ranger district will protect a stream by creating a series of switchbacks on steep sections of trails allowing for a safe trail riding opportunity. The trails are used primarily by motorcyclists, equestrians, hikers, and mountain bikers. Trail improvements were necessary to provide a safe but challenging trail that was not contributing to soil erosion or stream degradation. It is estimated that this project will benefit approximately 2,400 off-road vehicle recreationists a year. (12-1726)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$48,400** **Rerouting the Jolly Mountain and Jolly Creek Trails**

The Cle Elum Ranger District will use this grant to reroute and rebuild 1.3 miles of trails, remove 1.1 miles of trail, and develop a bridge on the Jolly Mountain and Jolly Creek Trails.

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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The trails are used primarily by motorcyclists, equestrians, hikers, and mountain bikers. The trail improvements were necessary to provide a safe but challenging trail that was not contributing to soil erosion or stream degradation. It is estimated that this project will benefit 850 off-road vehicle recreationists a year. (12-1715)

#### **Grant County**

**Grant Request: \$25,701**

#### **Grant County M & O 2012**

The Grant County Sheriff's Office will use this grant to fund two deputies to maintain and operate the Moses Lake Sand Dunes, which is a 3,000-acre recreational area south of Moses Lake in Grant County, for off-road vehicle drivers. The deputies will manage the maintenance, which will include fence repair, cleaning restrooms, repairing signs, and removing garbage. The Grant County Sheriff's Office will contribute \$25,701 in donated labor. (12-1808)

#### **Washington Department of Natural Resources Maintaining the Little Pend Oreille Trail System**

**Grant Request: \$77,200**

The Department of Natural Resources will use this grant to maintain 25 miles of trail in the Little Pend Oreille Trail system, in northern Stevens County. The department will use staff, volunteers, contractors or youth crews to remove fallen trees and overgrown brush, repair and harden trail surfaces, and maintain water drainage structures. In the past 20 years, off-road vehicle use has increased dramatically, causing heavier impacts to the trails requiring increased maintenance. The Department of Natural Resources will contribute \$11,800 in donated and staff labor and agency equipment. (12-1304)

#### **Grays Harbor County**

**Grant Request: \$79,000**

#### **Buying Maintenance Equipment for Straddleline ORV Park**

Grays Harbor County will use this grant to buy a used water truck and used compact tractor to help maintain the 155-acre Straddleline ORV Park. The park includes a main arena track, junior and beginner tracks, campgrounds, and 5 miles of trails serving all-terrain vehicles and 4x4s. The water truck being used at the park is more than 25 years old, is unreliable, and needs more than \$6,000 in parts for repair. The water truck is used to wet the dirt so that dust doesn't impair riders' vision and drift onto Highway 8 and neighbors' yards. The tractor will allow staff and volunteers to groom trails and tracks and will allow the use of the donated rock hound to aide in rock removal. Grading and grooming throughout the park is an ongoing maintenance issue. The park serves 25,000 motorized vehicle users annually. Grays Harbor County will contribute \$20,400 in donated labor. (12-1821)

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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#### **Washington Department of Natural Resources**

**Grant Request: \$555,940**

#### **Building a New Motorcycle and All-terrain Vehicle Trails in Reiter Foothills Forest**

The Department of Natural Resources will use this grant to design and build a trail bridge and up to 4 miles of new motorcycle and all-terrain vehicle trails in Reiter Foothills Forest Recreation Area, which is just east of Gold Bar. These trails will link with and expand the first round of trail construction already completed at Reiter. This project is a continuation of developing a trail system for motorized users in the forest as identified in the *2010 Reiter Forest Foothills Recreation Plan*. Reiter Foothills Forest includes about 10,000 acres of sub-alpine terrain in Snohomish County situated between the Skykomish River to the south and the Sultan River Basin to the north. The Department of Natural Resources will contribute \$29,260 in donated and staff labor. (12-1274)

#### **Washington Department of Natural Resources**

**Grant Request: \$557,436**

#### **Building New 4X4 Trails in Reiter Foothills Forest**

The Department of Natural Resources will use this grant to design and build two, 4x4 challenge areas and about 2 miles of new 4x4 technical trails in Reiter Foothills Forest Recreation Area, which is just east Gold Bar. The trails and challenge areas will link with and expand the first round of trail construction already completed in the 4x4 area of the trail system. The Department of Natural Resources will contribute \$29,339 in donated and staff labor. (12-1556)

#### **Grays Harbor County**

**Grant Request: \$276,160**

#### **Improving the Arena and 4x4 Area at Straddleline ORV Park**

Grays Harbor County will use this grant to replace the watering system, resurface the main arena, place spectator safety barriers in the 4x4 area, light the entrance sign, and install a culvert at Straddleline ORV Park, near McCleary. The watering system does not produce enough water pressure for the track nor is the track surface safe for users to ride because of extremely rocky soils. To improve safety, the County will install spectator safety blocks in the 4x4 area to identify clearly where the viewing public should be located and install lights at the main entrance sign to increase visibility. Finally, the County will install a culvert from the second retention pond to the third pond, which will eliminate the need for pumping rain water from one to the other, saving \$600 month in fuel. The 155-acre park serves about 25,000 motorcycle, jeep, and quad riders annually. Grays Harbor County will contribute \$76,800 in donated labor. (12-1820)



## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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#### **Washington Department of Natural Resources** **Improving the Radar Dome Trailhead**

**Grant Request: \$232,749**

The Department of Natural Resources will use this grant to buy and develop 8 acres near the Radar Dome Trailhead in the Little Pend Oreille Trail System, which is in northern Stevens County. The department will build a day-use parking area and restrooms, and install fencing, kiosks, signs, and furnishings. The existing parking includes a small open gravel area only large enough to accommodate a few cars and is on the opposite side of Highway 20. The Department of Natural Resources will contribute \$29,900 in donated and staff labor and agency equipment. (12-1706)

#### **Washington Department of Natural Resources** **Developing a new Sandhill Trailhead**

**Grant Request: \$895,202**

The Department of Natural Resources will use this grant to buy and develop 11 acres as an off-road vehicle trailhead in the Tahuya State Forest. The department will relocate an off-road vehicle trailhead from the Sand Hill Gravel Pit, on Sandhill Road, to a new location with better access. The department will build a small section of trail, pave a parking lot, and install signs, information boards, a toilet, and picnic tables. The *2008 Tahuya State Forest Off-Road Vehicle Recreational Facilities Plan* listed this project as the number one priority. Relocating the trail head will improve safety and continue to allow off-road vehicle access to the east side of the Tahuya State Forest. (12-1072)

#### **U.S. Forest Service, Olympic National Forest** **Building an All-Terrain Vehicle Trail in the Calawah Drainage**

**Grant Request: \$60,000**

The Pacific Ranger District in Forks will use this grant to develop nearly 12 miles of trail, primarily for all-terrain vehicle users, in the Calawah Drainage, in the Sol Duc Valley. The ranger district also will also build a new trailhead for these trails and decommission portions of unauthorized trails because of environmental concerns. The new trail system will begin at milepost .25 of Forest Service Road 2929, which is 3.5 miles from Highway 101. Because all-terrain vehicle use is not allowed in the national forest, this project will fulfill an important local need that is not being met in any other venue. The Pacific Ranger District and local partners will contribute \$15,500 in agency labor and materials and donations of cash, equipment, and labor. (12-1599)

## Nonhighway and Off-Road Vehicle Activities

### Off-road Vehicle Project Summaries (In Rank Order)

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**Richland****Grant Request: \$100,000****Buying a Backhoe for the Horn Rapids ORV Park**

The Richland Parks and Recreation Department, in partnership with HRMC Inc., will use this grant to buy a used backhoe for the 300-acre Horn Rapids ORV Park in Richland. The backhoe will be used to build MX and all-terrain vehicle tracks. The park serves 22,725 users annually, including motorcycle, all-terrain vehicle, and 4x4 users, through competition and general use days. (12-1831)

RECEIVED

JUN 21 2012

RECREATION AND CONSERVATION OFFICE

June  
22 July, 2012

From: Neil T. Morgan  
45 West Eugene Street  
Port Hadlock, Wa 98339

To: The Recreation and Conservation Funding Board  
1111 Washington Street SE  
P.O. Box 40917  
Olympia, Washington 98504-0917  
Attn Kaleen Cottingham

Subj: Maintenance and Operations (M&O) Grant Request #12-1218

This is a letter of support for Washington State Dept of Natural Resources (DNR) request for Maintenance and Operations (M&O) grant funding. More specifically, for two M&O positions to help insure trails in the Olympic Region are safe.

These positions are essential to reducing impacts both from users and mother nature. M&O officials have in the past been seen as a first line point of contact with users who have knowledge of a dangerous situation requiring specialized attention.

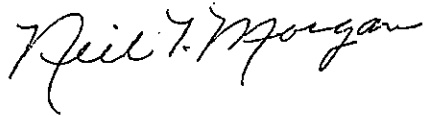
Trails are often maintained by users but many numerous issues require time and specialized experience and expertise that these official have; i.e. dangerous trees hanging in trees nest to trails. Items may require facilities and equipment not available to user volunteers and DNR M&O officials have taken these items to their shops for repair.

I have personally witnessed trails not maintained and realized a large amount of time and funds would be required to bring these trails up to standards. It is a situation where maintenance alone would have eliminated. Impacts do happen but if the consequences of those impacts are allowed to continue without abatement, the impacts will not disappear.

It makes financial sense to fund regular maintenance while the issue is identified rather to justify a significantly increased cost of repair caused simply by the lack of maintenance. The possible increase of required permits and studies alone are explanatory enough.

I have seen trails totally closed simply due to conditions created by lack of maintenance. These closures could have been eliminated if conditions were addressed when found but they were allowed to become so severe the trail required closure to insure the user safety. The problem associated with these closures was the timely and costly process of repair.

In summary, I believe maintenance and operation is essential to provide a safe and environmental ORV trail system and should be adequately funded for continuance.

A handwritten signature in cursive script that reads "Neil T. Morgan". The signature is written in dark ink and is positioned above the printed name.

Neil T. Morgan, Four Wheel Drive Enthusiast

Cc: Washington State Dept of Natural Resources

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013

**Title:** Recreational Trails Program, Review and Approve Grants for the 2013-15 Biennium

**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

This memo describes the evaluation process and 2013-15 ranked lists for the federal Recreational Trails Program. As of this writing, the Legislature had not yet adopted a budget or appropriated funding for the program, so staff is asking the Recreation and Conservation Funding Board to (1) approve the ranked lists and (2) delegate authority to the director to award grants, contingent on Federal Highway Administration's approval of projects and funding authority through a 2013-15 state capital budget.

### Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Resolution #: 2013-17

Purpose of Resolution: Approve the ranked list of projects for the Recreational Trails Program as shown in Table 1 for each category and delegate authority to the director to award grant funding to the ranked lists of projects, contingent on approval of federal projects and funding authority in the 2013-15 state capital budget.

### Background

The Recreational Trails Program (RTP) is a federal grant program that provides grants for maintaining recreational trails, developing trail-side and trailhead facilities, and operating environmental education and trail safety programs. Recreation and Conservation Funding Board (board) policy sets its primary emphasis on trail maintenance.

Rules governing the program are in the Federal Highway Administration's *Recreational Trails Program Guidance (1999)*. The board's program policies and adopted evaluation criteria are in Manual #16, *Recreational Trails Program*.

<b>Eligible Applicants</b>	<ul style="list-style-type: none"> <li>• Nonprofit organizations</li> <li>• Municipal subdivisions (cities, towns, counties, and port, park and recreation, and school districts)</li> <li>• State and Tribal agencies</li> <li>• Federal agencies (Forest Service, Park Service, etc.)</li> </ul>
<b>Match Requirements</b>	Grant recipients must provide at least 20 percent in matching resources.
<b>Funding Limits</b>	<ul style="list-style-type: none"> <li>• The minimum fund request for a project is \$5,000</li> <li>• The maximum fund request is: <ul style="list-style-type: none"> <li>○ \$150,000 – General (development or maintenance project)</li> <li>○ \$20,000 – Education (education or educational sign project)</li> </ul> </li> </ul>
<b>Public Access</b>	Required
<b>Other Program Characteristics</b>	<ul style="list-style-type: none"> <li>• The project setting should be predominately natural, and projects must provide a backcountry experience.</li> <li>• Funds must be used for both nonmotorized and motorized recreation.</li> </ul>

Applicants submitted 77 grant applications during this grant cycle. There are 59 projects in the General category and 18 projects in the Education category.

## Program Funding

The *Moving Ahead for Progress in the 21st Century Act* (MAP-21) reauthorized the Recreational Trails Program through federal fiscal years 2013 and 2014.

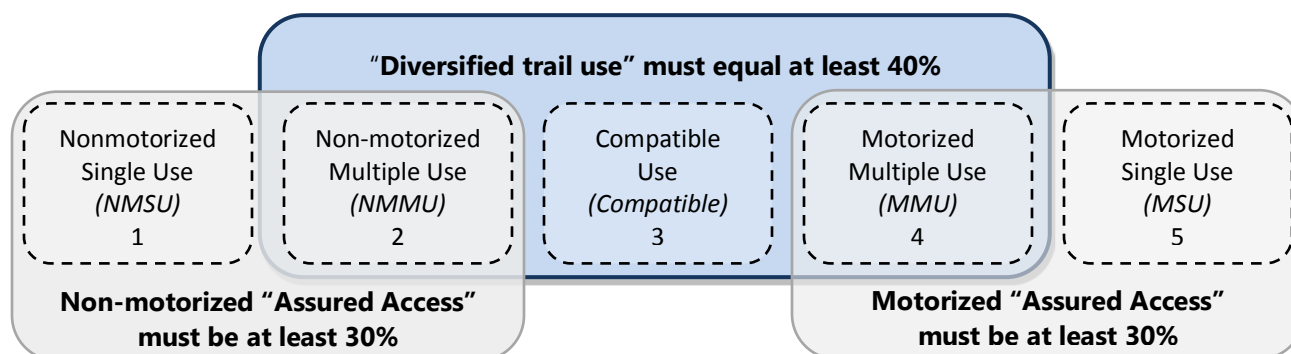
In January, the Federal Highway Administration published the funding tables for federal fiscal year 2013. Washington State, through Washington's Department of Transportation, receives \$1,867,407 for RTP. The same amount is expected for federal fiscal year 2014.

As of this writing, the Legislature has not yet adopted a budget for the 2013-15 biennium, authorizing the board to expend the funds. Staff will update the board regarding the funding authority at the June meeting or when a budget is enacted.



## Fund Allocation

RTP has five overlapping classes as shown in the graphic below. The classes apply to both general and education category projects.



Under the provisions of the RTP governing act<sup>1</sup>, there are four rules the board must observe in awarding funds among these classes.

1. A minimum of 40 percent of the funds must be given to projects that serve diversified trail uses (categories 2, 3, and 4).
2. A minimum of 30 percent of the project funds *must* be reserved for uses relating to motorized recreation (categories 4 and 5). These are known as assured access.
3. A minimum of 30 percent also *must* be reserved for uses relating to non-motorized recreation (categories 1 and 2). These also are known as assured access.
4. A state *may* allocate up to 5 percent of its total apportionment for programs that promote trail safety and environmental protection.

The Recreational Trails Program Advisory Committee recommends that the board allocate five percent of its funding for education category projects.

## Analysis

### Evaluation Summary

The RTP Advisory Committee includes representatives who are recognized for their expertise, experience, and knowledge about recreational trails. Committee members served as evaluators and used board-adopted criteria to review and rank projects using a written evaluation process. A few weeks later, the committee reviewed the results of the evaluation in an open public meeting in Olympia. The fourteen members who evaluated projects this year are:

---

<sup>1</sup> Part B of the Intermodal Surface Transportation Efficiency Act of 1991, amended in the National Highway System Designation Act of 1995, and SAFETEA-LU of 2005.

<b>Advisory Committee Member</b>	<b>Affiliation</b>
Doug Conner	ORV Motorcycling
Brian Crowley	Mountain Biking
Kevin Farrell	Hiking
Nikki Fields	Washington State Parks and Recreation
Durlyn Finnie	Citizen-At-Large
Gerry Hodge	Water Recreation
Ted Jackson	All-terrain Vehicle
Michael Jones	Citizen-At-Large
John Keates	Mason County
Kristen Kuykendall	Washington Department of Fish and Wildlife
Ian Macek	Washington Department of Transportation
David McMains	Four-Wheel Drive
Gary Paull	U. S. Forest Service
Patricia Wible	Equestrian

The results of the evaluation, provided for board consideration, are found in Table 1 for each category.

### **Strategic Plan Link**

Consideration of these grant awards supports the board's strategy to provide funding to protect, preserve, restore, and enhance habitat and recreation opportunities statewide. The grant process supports the board's strategy to conduct its work in a fair and open manner, as well as its goal to deliver successful projects by using broad public participation. The criteria for selecting projects support strategic investments in the protection, restoration, and development of habitat and recreation opportunities.

### **Public Comment**

The RCO received no public comment on these projects.

### **Staff Recommendation**

Given the uncertainty of the timing for final 2013-15 budget approval, staff recommends that the board approve the ranked list for the projects shown in Table 1 for each category and delegate authority to the RCO director to award grants and submit these projects to the Federal Highway Administration for approval, contingent on approval of funding authority through the 2013-15 state capital budget.

If the legislature and the Governor approve a budget before the board meeting, the resolution and Table 1 for each category may be revised so that the board can approve the ranked list of projects and make the funding decision.

## Next Steps

If the board approves the list, the RCO director would be authorized to execute project agreements for projects that meet all state and federal pre-agreement requirements. Agreements would be signed after the state budget is adopted by the Legislature and signed by the Governor, and the Federal Highway Administration approves the projects.

## Attachments

Resolution # 2013-17

- Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, General Category
- Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, Education Category

### General Category Grants

- A. State Maps of Projects
- B. Evaluation Criteria Summary
- C. Evaluation Summary 2013-15
- D. Project Summaries

### Education Category Grants

- E. State Map of Projects
- F. Evaluation Criteria Summary
- G. Evaluation Summary 2013-15
- H. Project Summaries

Recreation and Conservation Funding Board  
Resolution #2013-17  
Recreational Trails Program  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-15 biennium, seventy-seven Recreational Trails Program (RTP) projects are eligible for funding; and

**WHEREAS**, these projects were evaluated by the RTP advisory committee using the Recreation and Conservation Funding Board (board) approved and adopted evaluation criteria; and

**WHEREAS**, the advisory committee and board have discussed and reviewed these evaluations in open public meetings, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet federal and state program requirements as stipulated in published guidelines, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the United States Congress has appropriated \$1,867,407 in federal fiscal year 2013 funds for this program; and

**WHEREAS**, the State of Washington may receive a federal apportionment for the Recreational Trails Program for federal fiscal year 2014; and

**WHEREAS**, five percent of the apportionment may be used for projects in the education category; and

**WHEREAS**, if funded, the projects will provide for maintaining recreational trails, developing trailhead facilities, and operating environmental education and trail safety programs, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board allocates five percent of the apportionment for education category projects; and

**BE IT FURTHER RESOLVED** that the board approves the ranked list of projects depicted in *Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, General Category* and *Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, Education Category*; and

**BE IT FURTHER RESOLVED** that the board authorizes the director to award grants and execute project agreements and amendments necessary to facilitate prompt project implementation of federal fiscal year 2013 and 2014 funds pending federal approval, subject to authorization in the state budget; and

Recreation and Conservation Funding Board  
Resolution #2013-17  
Recreational Trails Program  
Final Approval for 2013-15 Ranked List of Projects

**BE IT FURTHER RESOLVED** that the ranked list of alternate projects remains eligible for funding until the next grant cycle.

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

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

Adopted/Defeated/Deferred (underline one)

Date: \_\_\_\_\_

Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, General Category

Rank	Score	Project Number	Project Name	Grant Applicant	Class	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 59	66.57	12-1294M	WTA Front Country Trail Maintenance 2013-14	Washington Trails Association	Nonmotorized Multiple Use	\$150,000	\$750,000	\$900,000	\$150,000
2 of 59	63.43	12-1488M	2013 Tahoma Trails Maintenance Grant	Mount Tahoma Trails Assn	Nonmotorized Multiple Use	\$50,000	\$112,000	\$162,000	\$200,000
3 of 59	62.71	12-1418D	Upper Goat Creek Bridge Replacement	Methow Valley Sport Trail Assn	Nonmotorized Multiple Use	\$45,700	\$37,450	\$83,150	\$245,700
4 of 59	62.36	12-1295M	WTA Backcountry Trail Teams 2013-14	Washington Trails Association	Nonmotorized Multiple Use	\$150,000	\$446,000	\$596,000	\$395,700
5 of 59	62.07	12-1701M	2012 Backcountry Site Maintenance	EarthCorps	Nonmotorized Multiple Use	\$27,954	\$23,983	\$51,937	\$423,654
6 of 59	61.86	12-1296M	WTA Youth Trail Maintenance 2013-14	Washington Trails Association	Nonmotorized Multiple Use	\$70,000	\$201,000	\$271,000	\$493,654
7 of 59	61.57	12-1749M	Naches District Motorized Trails M&O 2012	USFS WNF Naches RD	Motorized Multiple Use	\$116,752	\$121,688	\$238,440	\$610,406
8 of 59	61.00	12-1755M	North Cascade Youth Crew: 2013-14	Pacific Northwest Trail Assn	Nonmotorized Multiple Use	\$147,940	\$146,000	\$293,940	\$758,346
9 of 59	60.64	12-1714M	Cle Elum Winter Trail M&O 2013-2015	USFS WNF Cle Elum RD	Motorized Multiple Use	\$36,000	\$98,000	\$134,000	\$794,346
10 of 59	60.50	12-1756M	Olympic Youth Crew: 2013-14	Pacific Northwest Trail Assn	Nonmotorized Multiple Use	\$146,740	\$146,000	\$292,740	\$941,086
11 of 59	60.29	12-1758M	Volunteer Trail Maintenance 2013-14	Evergreen Mt Bike Alliance	Nonmotorized Multiple Use	\$66,000	\$170,000	\$236,000	\$1,007,086
12 of 59	59.29	12-1017M	Mountains to Sound Trail Maintenance 2013	Mountains to Sound Greenway	Nonmotorized Multiple Use	\$150,000	\$150,000	\$300,000	\$1,157,086
13 of 59	59.14	12-1257D	Lake Serene Trail Rehabilitation 2013-2014	USFS MBSNF Skykomish RD	Nonmotorized Multiple Use	\$75,000	\$75,000	\$150,000	\$1,232,086
14 of 59	58.93	12-1025M	Salmon Ridge Trail System Maint. 2013 - 15	Nooksack Nordic Ski Club	Nonmotorized Single Use	\$16,000	\$18,700	\$34,700	\$1,248,086
15 of 59	58.64	12-1718M	Maintaining Trails in Jeopardy	Back Country Horsemen of WA	Nonmotorized Multiple Use	\$150,000	\$150,000	\$300,000	\$1,398,086
16 of 59	58.29	12-1841D	SF Snoqualmie Road to Trail, Eastern Completion	Evergreen Mt Bike Alliance	Nonmotorized Multiple Use	\$70,000	\$50,000	\$120,000	\$1,468,086
17 of 59	57.79	12-1291M	Chelan Uplake Trails 13 &14	USFS WNF Chelan RD	Compatible Use	\$150,000	\$132,000	\$282,000	\$1,618,086
18 of 59	57.71	12-1830M	Multi-Use Trails Maintenance 2014-2015	USFS WNF Wenatchee River RD	Compatible Use	\$60,000	\$149,032	\$209,032	\$1,678,086
19 of 59	57.64	12-1512M	Chelan Down Lake Trails - Winter & Summer	USFS WNF Chelan RD	Compatible Use	\$150,000	\$250,000	\$400,000	\$1,828,086
20 of 59	57.36	12-1256M	Skykomish Trail Maintenance 2013-2014	USFS MBSNF Skykomish RD	Nonmotorized Multiple Use	\$75,000	\$75,000	\$150,000	\$1,903,086
21 of 59	57.07	12-1750M	Naches District Wilderness Trails M&O 2012	USFS WNF Naches RD	Nonmotorized Multiple Use	\$65,100	\$76,496	\$141,596	\$1,968,186
22 of 59	56.79	12-1346M	2012 GPNF Wilderness Trails Maintenance	USFS GPNF Cowlitz Valley RD	Nonmotorized Multiple Use	\$85,206	\$81,258	\$166,464	\$2,053,392
22 of 59	56.79	12-1742M	Alpine Lakes Trail Maintenance 2013	USFS MBSNF Snoqualmie RD	Nonmotorized Multiple Use	\$75,000	\$64,805	\$139,805	\$2,128,392
24 of 59	56.50	12-1301M	MVRD Trail Maintenance 2014-15	USFS OKNF Methow RD	Nonmotorized Multiple Use	\$75,000	\$75,000	\$150,000	\$2,203,392
24 of 59	56.50	12-1761M	Entiat RD-Wilderness Non-Motorized Tr Mtc	USFS WNF Entiat RD	Nonmotorized Multiple Use	\$60,000	\$64,500	\$124,500	\$2,263,392



Rank	Score	Project Number	Project Name	Grant Applicant	Class	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
26 of 59	56.43	12-1591M	Sawtooth Backcountry Trail Maintenance 2014-15	USFS OKNF Methow RD	Nonmotorized Multiple Use	\$12,050	\$8,250	\$20,300	\$2,275,442
27 of 59	56.29	12-1483M	Non-Motorized Sno-Parks and Trails - I-90 Corridor	State Parks	Nonmotorized Multiple Use	\$146,944	\$220,416	\$367,360	\$2,422,386
28 of 59	56.07	12-1399M	USFS Cle Elum NM Trails 2013	USFS WNF Cle Elum RD	Nonmotorized Multiple Use	\$90,000	\$80,000	\$170,000	\$2,512,386
29 of 59	55.21	12-1802M	Pomeroy Trail Grooming M&O	USFS UNF Pomeroy RD	Motorized Multiple Use	\$30,000	\$93,768	\$123,768	\$2,542,386
30 of 59	55.07	12-1539M	Mt Baker RD Trail Maintenance 2013-14	USFS MBSNF Mt Baker RD	Nonmotorized Multiple Use	\$60,000	\$90,000	\$150,000	\$2,602,386
31 of 59	54.86	12-1532M	Darrington Hiker, Stock, Motor Trail Maint. 13-14	USFS MBSNF Darrington RD	Compatible Use	\$150,000	\$150,000	\$300,000	\$2,752,386
31 of 59	54.86	12-1803M	2012 Dutch Miller Gap Trail Maintenance	EarthCorps	Nonmotorized Multiple Use	\$28,345	\$24,460	\$52,805	\$2,780,731
33 of 59	54.79	12-1481M	Snoqualmie to Blewett Snowmobile Sno-Parks/Trails	State Parks	Motorized Single Use	\$149,000	\$383,306	\$532,306	\$2,929,731
34 of 59	54.14	12-1484M	Non-Motorized Sno-Parks and Trails - Mt. Spokane	State Parks	Nonmotorized Multiple Use	\$50,816	\$50,816	\$101,632	\$2,980,547
34 of 59	54.14	12-1764M	Entiat & Lk.Wen Snowmobile Trail Mtc 2014-15	USFS WNF Entiat RD	Compatible Use	\$64,800	\$159,200	\$224,000	\$3,045,347
36 of 59	54.07	12-1826M	Wenaha-Tucannon Wilderness Trails M&O	USFS UNF Pomeroy RD	Nonmotorized Multiple Use	\$75,000	\$86,000	\$161,000	\$3,120,347
37 of 59	53.64	12-1476M	Greenwater to Yakima - Snowmobile Sno-Parks/Trails	State Parks	Motorized Single Use	\$149,790	\$349,512	\$499,302	\$3,270,137
38 of 59	53.57	12-1400M	USFS Cle Elum Wilderness Trails 2013	USFS WNF Cle Elum RD	Nonmotorized Multiple Use	\$60,000	\$54,500	\$114,500	\$3,330,137
39 of 59	53.50	12-1474M	Snowmobile Sno-Parks and Trails - South Cascades	State Parks	Motorized Single Use	\$148,183	\$148,183	\$296,366	\$3,478,320
40 of 59	53.36	12-1839M	Naches Nordic/Mtn Bike Trail Maint. 2013	USFS WNF Naches RD	Nonmotorized Multiple Use	\$60,000	\$87,730	\$147,730	\$3,538,320
41 of 59	53.00	12-1015M	Groom and maintain Methow Valley Trails	Methow Valley Snowmobile Assn	Motorized Single Use	\$32,000	\$32,000	\$64,000	\$3,570,320
42 of 59	52.86	12-1480M	Southeast Washington Snowmobile Sno-Parks/Trails	State Parks	Motorized Single Use	\$46,193	\$46,194	\$92,387	\$3,616,513
43 of 59	52.79	12-1482M	Snowmobile Sno-Parks/Trails - Okanogan Highlands	State Parks	Motorized Single Use	\$49,613	\$49,613	\$99,226	\$3,666,126
44 of 59	52.43	12-1471M	Mt. Baker Area Snowmobile Sno-Parks and Trails	State Parks	Motorized Single Use	\$109,000	\$109,000	\$218,000	\$3,775,126
44 of 59	52.43	12-1473M	Taneum-Manastash Snowmobile Sno-Parks and Trails	State Parks	Motorized Single Use	\$85,942	\$85,942	\$171,884	\$3,861,068
46 of 59	52.07	12-1479M	Northeast Washington Snowmobile Sno-Parks/Trails	State Parks	Motorized Single Use	\$145,343	\$145,343	\$290,686	\$4,006,411
47 of 59	51.57	12-1475M	Stemilt-Colockum - Snowmobile Sno-Parks and Trails	State Parks	Motorized Single Use	\$34,591	\$34,592	\$69,183	\$4,041,002
48 of 59	51.36	12-1281M	Methow Community Trail Winter Grooming	Methow Valley Sport Trail Assn	Nonmotorized Single Use	\$68,750	\$68,750	\$137,500	\$4,109,752
49 of 59	51.07	12-1849D	Boardwalk at Puget Creek	Puget Cr Restoration Society	Nonmotorized Single Use	\$35,000	\$85,000	\$120,000	\$4,144,752

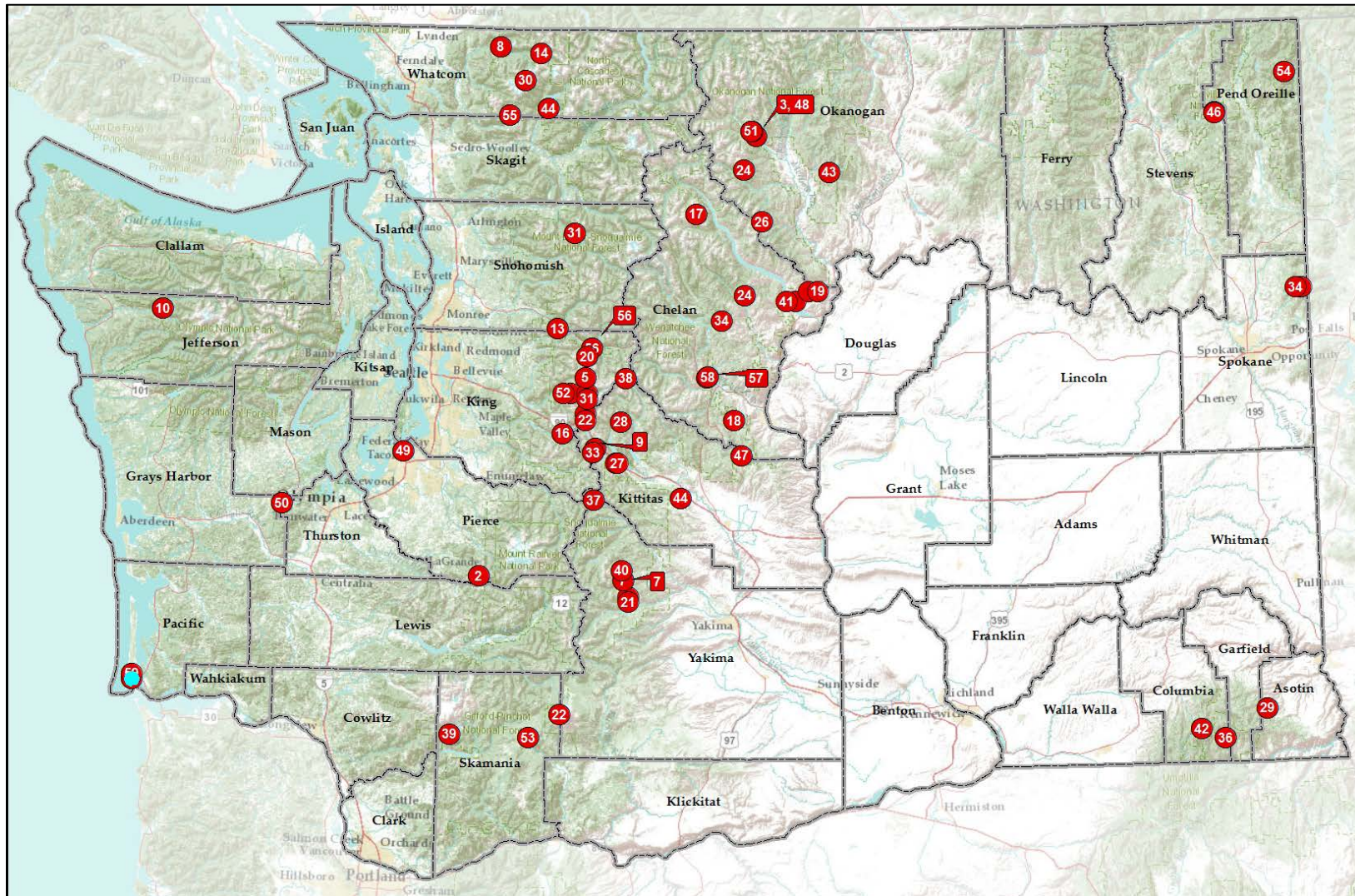
Rank	Score	Project Number	Project Name	Grant Applicant	Class	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
50 of 59	51.00	12-1823M	Straddleline ORV Park Trail and Campground M&O	Grays Harbor County of	Motorized Multiple Use	\$96,500	\$52,500	\$149,000	\$4,241,252
51 of 59	46.57	12-1280M	Methow Community Trail Grooming Machine	Methow Valley Sport Trail Assn	Nonmotorized Single Use	\$82,500	\$67,500	\$150,000	\$4,323,752
52 of 59	45.79	12-1743D	Middle Fork Trail Flood Repairs 2013	USFS MBSNF Snoqualmie RD	Nonmotorized Multiple Use	\$74,000	\$20,000	\$94,000	\$4,397,752
53 of 59	45.21	12-1813M	Mount Adams District Trail Crew	USFS GPNF Mt Adams RD	Nonmotorized Multiple Use	\$120,000	\$40,000	\$160,000	\$4,517,752
54 of 59	45.14	12-1100M	Priest Lake Trail Maintenance 2012	USFS IPNF	Motorized Multiple Use	\$40,000	\$20,000	\$60,000	\$4,557,752
55 of 59	42.00	12-1469D	Nooksack Flat Legacy Trail Reconstruction Phase I	USFS MBSNF Mt Baker RD	Nonmotorized Multiple Use	\$92,000	\$23,000	\$115,000	\$4,649,752
56 of 59	41.71	12-1835D	Maloney Creek Trail Access Improvements	Skykomish Town of	Nonmotorized Multiple Use	\$81,809	\$28,000	\$109,809	\$4,731,561
57 of 59	38.64	12-1832M	Leavenworth Snow Groomer	Leavenworth Sports Club	Nonmotorized Multiple Use	\$111,006	\$30,000	\$141,006	\$4,842,567
58 of 59	36.79	12-1563D	Waterfront Park Trail Improvement	Leavenworth City of	Nonmotorized Multiple Use	\$120,000	\$30,000	\$150,000	\$4,962,567
59 of 59	36.07	12-1774M	City of Ilwaco Trail Maintenance 2012	Ilwaco City of	Nonmotorized Multiple Use	\$56,792	\$14,198	\$70,990	\$5,019,359
<b>Total General</b>						<b>\$5,019,359</b>	<b>\$6,631,685</b>	<b>\$11,651,044</b>	

Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, Education Category

Rank	Score	Project Number	Project Name	Grant Applicant	Class	Grant Request	Applicant Match	Total Amount	Cumulative Grant Request
1 of 18	20.50	12-1713E	Cle Elum Winter Trail Patrol 2013-2015	USFS WNF Cle Elum RD	Motorized Multiple Use	\$20,000	\$59,000	\$79,000	\$20,000
2 of 18	19.64	12-1740E	Snoqualmie Volunteer Ranger Program 2013	USFS MBSNF Snoqualmie RD	Nonmotorized Multiple Use	\$20,000	\$73,670	\$93,670	\$40,000
3 of 18	19.43	12-1047E	Mt. Baker Climbing Rangers 2013-2014	USFS MBSNF Mt Baker RD	Nonmotorized Multiple Use	\$20,000	\$28,425	\$48,425	\$60,000
4 of 18	19.36	12-1187E	Minimum Impact Recreation 2013	Back Country Horsemen of WA	Nonmotorized Multiple Use	\$20,000	\$5,000	\$25,000	\$80,000
5 of 18	19.21	12-1759E	Lake Wen - Entiat Snow Ranger 2014	USFS WNF Entiat RD	Motorized Multiple Use	\$10,000	\$19,720	\$29,720	\$90,000
6 of 18	19.14	12-1851E	Wenatchee River RD Climbing Ranger	USFS WNF Wenatchee River RD	Nonmotorized Multiple Use	\$20,000	\$36,000	\$56,000	\$110,000
7 of 18	19.00	12-1795E	Snoq. Pass I-90 Corridor Winter Education	USFS WNF Cle Elum RD	Compatibal Use	\$20,000	\$52,600	\$72,600	\$130,000
8 of 18	18.71	12-1034E	NW Region Forest Watch Support	Natural Resources Dept of	Motorized Multiple Use	\$10,000	\$5,000	\$15,000	\$140,000
9 of 18	18.57	12-1048E	MBRD Mountain Stewards 2013-2014	USFS MBSNF Mt Baker RD	Nonmotorized Multiple Use	\$20,000	\$23,300	\$43,300	\$160,000
10 of 18	18.36	12-1796E	Snoq. Pass I-90 Corridor Summer Education	USFS WNF Cle Elum RD	Compatibal Use	\$20,000	\$58,000	\$78,000	\$180,000
11 of 18	18.21	12-1836E	Water Trails Sound Education and Action Team	WA Water Trails Association	Nonmotorized Multiple Use	\$19,943	\$16,317	\$36,260	\$199,943
12 of 18	17.71	12-1681E	Cle Elum Wilderness Education 2013-2014	USFS WNF Cle Elum RD	Nonmotorized Multiple Use	\$20,000	\$10,000	\$30,000	\$219,943
13 of 18	17.57	12-1778E	WRRD Snow Ranger	USFS WNF Wenatchee River RD	Motorized Multiple Use	\$20,000	\$21,560	\$41,560	\$239,943
14 of 18	17.21	12-1596E	Stock Rangers	USFS OKNF Methow RD	Nonmotorized Single Use	\$20,000	\$22,780	\$42,780	\$259,943
15 of 18	17.14	12-1850E	Pomeroy Winter Trail Patrol	USFS UNF Pomeroy RD	Motorized Multiple Use	\$10,000	\$22,000	\$32,000	\$269,943
16 of 18	17.00	12-1844E	Leave No Trace-Tread Lightly	USFS UNF Pomeroy RD	Nonmotorized Multiple Use	\$10,000	\$10,000	\$20,000	\$279,943
17 of 18	16.57	12-1848E	WRRD Wilderness Education	USFS WNF Wenatchee River RD	Nonmotorized Multiple Use	\$20,000	\$22,000	\$42,000	\$299,943
18 of 18	16.43	12-1601E	Gifford Pinchot National Forest Snow Ranger	USFS GPNF Mt Adams RD	Compatibal Use	\$20,000	\$26,770	\$46,770	\$319,943
Total Education						<b>\$319,943</b>	<b>\$512,142</b>	<b>\$832,085</b>	



## State Map for Recreational Trails Program, General Projects



## Recreational Trails Program General Category Evaluation Criteria Summary

**Evaluation Criteria Summary Table**

Scored by	Question	Title	Maximum Points	Project Type Questions
Advisory Committee	1	Need	15	Development, Maintenance
Advisory Committee	2	Need satisfaction	15	Development, Maintenance
Advisory Committee	3a	Project design	10	Development
Advisory Committee	3b	Maintenance	10	Maintenance
Advisory Committee	4	Readiness to proceed	5	Development, Maintenance
Advisory Committee	5	Cost-benefit	5	Development, Maintenance
Advisory Committee	6	Non-government contribution	5	Development, Maintenance
Advisory Committee	7	Project support	10	Development, Maintenance
RCO Staff	8	Matching shares	10	Development, Maintenance
RCO Staff	9	Growth Management Act preference	0	Development, Maintenance
<b>Total Points Possible</b>			<b>75</b>	

## Scoring Criteria, RTP General Category

### Scored by Advisory Committee

1. **Need.** How great is the need for improved trail facilities that provide a backcountry experience?
2. **Need satisfaction.** To what extent will the project satisfy the service area needs identified in Question 1, Need?
- 3a. **Project design** (*development projects only*). Is the proposal appropriately designed for intended uses and users?
- 3b. **Maintenance** (*maintenance projects only*). To what degree will the project reduce recreational trail maintenance backlogs and/or recreate a recreational trail opportunity?
4. **Readiness to proceed.** Is the applicant prepared to begin the project? The following considerations are provided to help applicants and evaluators understand some of the elements that help a project score well. A successful proposal need not address each bullet. Respondents should elaborate on all points clearly relevant to their project.
5. **Cost-benefit.** Do the benefits of the project outweigh costs? Costs may include hard fiscal outlays, unacceptable harm to the environment, or factors that cause unnecessary ill will for trail users. Benefits are gains that come with the investment of public dollars. They can be gains for trail users, the environment, the public, or others.
6. **Non-government contributions.** Does this project reduce government costs through documented donations (labor, equipment, materials), signed cooperative agreements, or signed memoranda of understanding (including no cost easements and leases, interagency agreements, a maintenance and operations contract, donations, or similar cost saving arrangements)?
7. **Project support.** To what extent do users and the public support the project?

### Scored by RCO Staff

8. **Matching Shares.** To what extent will the applicant match the RTP grant with contributions from its own resources?
9. **Growth Management Act Preference.** Has the applicant made progress toward meeting the requirements of the Growth Management Act?<sup>2</sup>

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<sup>2</sup> Revised Code of Washington 43.17.250



# Recreational Trails Program, Evaluation Summary, 2013-15

## General Projects

	Question	1	2	3a	3b	4	5	6	7	8	9	
Rank	Project Name	Need	Need Satisfaction	Project Design	Maintenance	Readiness to Proceed	Cost-Benefit	Non Government Contribution	Project Support	Matching Shares	GMA <sup>1</sup> Compliance	Total
1	Washington Trails Association Front Country Trail Maintenance 2013-2014	13.07	13.29	0.00	8.43	4.29	4.43	4.50	8.57	10.00	0.00	66.57
2	2013 Tahoma Trails Maintenance	11.79	12.21	0.00	7.57	4.36	4.14	4.21	9.14	10.00	0.00	63.43
3	Upper Goat Creek Bridge Replacement	13.71	13.29	8.00	0.00	2.93	3.86	3.07	7.86	10.00	0.00	62.71
4	Washington Trails Association Backcountry Trails Teams 2013-2014	11.57	12.43	0.00	8.00	4.21	4.00	4.14	8.00	10.00	0.00	62.36
5	2012 Backcountry Site Maintenance	12.86	12.21	0.00	7.86	4.29	4.00	3.86	7.00	10.00	0.00	62.07
5	Washington Trails Association Youth Trail Maintenance 2013-2014	11.79	11.57	0.00	7.71	4.36	4.07	4.21	8.14	10.00	0.00	61.86
7	Naches District Motorized Trails Maintenance and Operation 2012	12.86	11.79	0.00	7.86	4.29	3.57	3.79	7.43	10.00	0.00	61.57
8	North Cascade Youth Crew 2013-2014	11.57	12.00	0.00	7.43	4.07	4.00	3.93	8.00	10.00	0.00	61.00
9	Cle Elum Winter Trail Maintenance and Operation 2013-2015	10.93	11.36	0.00	7.71	4.14	4.00	4.07	8.43	10.00	0.00	60.64
10	Olympic Youth Crew 2013-2014	11.36	11.79	0.00	7.43	4.14	3.93	4.00	7.86	10.00	0.00	60.50
11	Volunteer Trail Maintenance 2013-2014	11.36	11.36	0.00	7.29	3.86	4.00	4.29	8.14	10.00	0.00	60.29
12	Mountains to Sound Trail Maintenance 2013	12.00	10.93	0.00	7.14	4.14	3.71	3.64	7.71	10.00	0.00	59.29
13	Lake Serene Trail Rehabilitation 2013-2014	12.64	12.43	6.86	0.00	3.93	3.36	3.21	6.71	10.00	0.00	59.14
14	Salmon Ridge Trail System Maintenance 2013-2015	10.93	11.57	0.00	6.86	4.00	4.07	3.36	8.14	10.00	0.00	58.93
15	Maintaining Trails in Jeopardy	11.79	10.71	0.00	8.00	3.71	3.93	3.93	6.57	10.00	0.00	58.64
16	South Fork Snoqualmie Road to Trail Eastern Completion	11.79	12.21	7.86	0.00	3.86	3.50	3.79	7.29	8.00	0.00	58.29

# Recreational Trails Program, Evaluation Summary, 2013-15

## General Projects

	Question	1	2	3a	3b	4	5	6	7	8	9	
Rank	Project Name	Need	Need Satisfaction	Project Design	Maintenance	Readiness to Proceed	Cost-Benefit	Non Government Contribution	Project Support	Matching Shares	GMA <sup>1</sup> Compliance	Total
17	Chelan Uplake Trails 2013 and 2014	11.36	11.57	0.00	7.29	4.14	3.43	3.00	7.00	10.00	0.00	57.79
18	Multi-Use Trails Maintenance 2014-2015	10.93	11.36	0.00	7.43	4.07	3.21	3.29	7.43	10.00	0.00	57.71
19	Chelan Down Lake Trails - Winter and Summer	10.29	10.93	0.00	7.29	3.93	3.43	3.64	8.14	10.00	0.00	57.64
20	Skykomish Trail Maintenance 2013-2014	12.00	11.57	0.00	7.43	3.79	3.50	3.21	5.86	10.00	0.00	57.36
21	Naches District Wilderness Trails Maintenance and Operation 2012	11.14	10.71	0.00	7.14	4.00	3.64	3.29	7.14	10.00	0.00	57.07
22	Alpine Lakes Trail Maintenance 2013	11.79	11.14	0.00	6.86	3.93	3.36	3.14	6.57	10.00	0.00	56.79
22	2012 Gifford Pinchot National Forest Wilderness Trails Maintenance	10.93	11.36	0.00	7.29	4.07	3.29	3.00	6.86	10.00	0.00	56.79
24	Methow Valley Ranger District Trail Maintenance 2014-2015	10.93	10.93	0.00	7.57	3.79	3.43	3.43	6.43	10.00	0.00	56.50
24	Entiat Ranger District -Wilderness Nonmotorized Trail Maintenance	11.57	10.93	0.00	7.43	3.64	3.29	3.07	6.57	10.00	0.00	56.50
26	Sawtooth Backcountry Trails Maintenance 2014-2015	11.14	11.36	0.00	7.86	4.14	3.50	3.43	7.00	8.00	0.00	56.43
27	Interstate 90 Corridor Non-Motorized Sno-Parks and Trails	11.79	10.50	0.00	7.43	4.07	3.36	2.86	6.29	10.00	0.00	56.29
28	U.S. Forest Service Cle Elum Nonmotorized Trails 2013	10.71	10.71	0.00	7.29	4.00	3.36	3.14	6.86	10.00	0.00	56.07
29	Pomeroy Trail Grooming Maintenance and Operation	10.29	10.29	0.00	7.00	4.00	3.57	3.64	6.43	10.00	0.00	55.21
30	Mount Baker Ranger District Trail Maintenance 2013-2014	10.50	10.29	0.00	7.00	3.93	3.50	3.57	6.29	10.00	0.00	55.07
31	Darrington Hiker, Stock, Motor Trail Maintenance 2013-2014	10.50	10.50	0.00	7.00	3.86	3.43	3.43	6.14	10.00	0.00	54.86
31	2012 Dutch Miller Gap Trail Maintenance	9.86	11.14	0.00	7.43	3.93	3.36	3.14	6.00	10.00	0.00	54.86

# Recreational Trails Program, Evaluation Summary, 2013-15

## General Projects

	Question	1	2	3a	3b	4	5	6	7	8	9	
Rank	Project Name	Need	Need Satisfaction	Project Design	Maintenance	Readiness to Proceed	Cost-Benefit	Non Government Contribution	Project Support	Matching Shares	GMA <sup>1</sup> Compliance	Total
33	Snoqualmie to Blewett Snowmobile Sno-Parks and Trails	10.71	10.07	0.00	7.00	4.00	3.36	3.07	6.57	10.00	0.00	54.79
34	Mount Spokane Non-Motorized Sno-Parks and Trails	10.50	10.29	0.00	7.14	3.93	3.36	2.79	6.14	10.00	0.00	54.14
34	Entiat and Lake Wenatchee Snowmobile Trail Maintenance 2014-2015	9.21	10.71	0.00	6.71	4.21	3.50	3.07	6.71	10.00	0.00	54.14
36	Wenaha-Tucannon Wilderness Trails Maintenance and Operation	10.29	10.71	0.00	7.00	3.79	3.07	3.07	6.14	10.00	0.00	54.07
37	Greenwater to Yakima Snowmobile Sno-Parks and Trails	10.07	10.07	0.00	7.00	4.00	3.29	2.93	6.29	10.00	0.00	53.64
38	U.S. Forest Service Cle Elum Wilderness Trails 2013	9.64	10.29	0.00	7.43	3.93	3.14	3.00	6.14	10.00	0.00	53.57
39	South Cascades Snowmobile Sno-Parks and Trails	9.00	10.29	0.00	7.00	4.21	3.14	2.86	7.00	10.00	0.00	53.50
40	Naches Nordic Skiing Mountain Bike Trail Maintenance 2013	9.43	10.07	0.00	6.71	4.07	3.29	3.21	6.57	10.00	0.00	53.36
41	Groom and Maintain Methow Valley Trails	9.21	10.50	0.00	6.57	3.71	3.43	3.14	6.43	10.00	0.00	53.00
42	Southeast Washington Snowmobile Sno-Parks and Trails	9.21	9.64	0.00	6.86	4.21	3.14	2.93	6.86	10.00	0.00	52.86
43	Okanogan Highlands Snowmobile Sno-Parks and Trails	9.43	9.64	0.00	7.00	4.14	3.21	2.79	6.57	10.00	0.00	52.79
44	Mount Baker Area Snowmobile Sno-Parks and Trails	9.00	9.86	0.00	7.14	4.07	2.86	2.79	6.71	10.00	0.00	52.43
44	Taneum-Manastash Snowmobile Sno-Parks and Trails	9.00	9.86	0.00	6.71	4.14	2.93	2.79	7.00	10.00	0.00	52.43
46	Northeast Washington Snowmobile Sno-Parks and Trails	9.64	9.64	0.00	6.71	3.93	3.21	2.79	6.14	10.00	0.00	52.07
47	Stemilt-Colockum Snowmobile Sno-Parks and Trails	8.79	9.43	0.57	7.00	4.07	3.14	3.00	5.57	10.00	0.00	51.57
48	Methow Community Trail Winter Grooming	9.00	9.64	0.00	6.57	3.71	2.71	2.86	6.86	10.00	0.00	51.36

# Recreational Trails Program, Evaluation Summary, 2013-15

## General Projects

	Question	1	2	3a	3b	4	5	6	7	8	9	
Rank	Project Name	Need	Need Satisfaction	Project Design	Maintenance	Readiness to Proceed	Cost-Benefit	Non Government Contribution	Project Support	Matching Shares	GMA <sup>1</sup> Compliance	Total
49	Boardwalk at Puget Creek	8.57	9.43	6.86	0.00	2.93	2.79	3.93	6.57	10.00	0.00	51.07
50	Straddleline ORV Park Trail and Campground Maintenance and Operation	9.86	10.93	0.00	7.00	3.79	3.36	3.36	6.71	6.00	0.00	51.00
51	Methow Community Trail Grooming Machine	8.57	9.43	0.00	5.29	3.64	2.43	2.79	6.43	8.00	0.00	46.57
52	Middle Fork Trail Flood Repairs 2013	12.21	11.57	6.43	0.00	3.29	3.21	2.64	6.43	0.00	0.00	45.79
53	Mount Adams District Trail Crew	11.14	10.07	0.00	7.43	3.93	3.07	2.86	6.71	0.00	0.00	45.21
54	Priest Lake Trail Maintenance 2012	9.21	9.86	0.00	6.43	3.86	3.29	2.64	5.86	4.00	0.00	45.14
55	Nooksack Flat Legacy Trail Reconstruction Phase 1	9.86	10.93	6.86	0.00	3.07	2.86	2.29	6.14	0.00	0.00	42.00
56	Maloney Creek Trail Access Improvements	8.57	9.64	6.71	0.00	3.43	2.64	2.43	6.29	2.00	0.00	41.71
57	Leavenworth Snow Groomer	8.36	8.79	0.00	6.29	3.71	2.71	2.36	6.43	0.00	0.00	38.64
58	Waterfront Park Trail Improvement	8.14	9.21	6.57	0.00	2.50	2.71	1.64	6.00	0.00	0.00	36.79
59	Ilwaco Trail Maintenance 2012	7.29	9.64	0.00	5.71	3.21	2.50	2.29	5.43	0.00	0.00	36.07

<sup>1</sup>GMA=Growth Management Act

## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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#### **Washington Trails Association Maintaining Popular Front Country Trails**

**Grant Request: \$150,000**

The Washington Trails Association will use this grant to maintain 350 miles of hiking trails in the Cascade and Olympic Mountains, and in eastern Washington. The association will engage thousands of volunteers, year-round, on day work parties to improve trails for more than 1.2 million hikers, equestrians, and mountain bikers from the major urban areas of Puget Sound and Spokane, as well as smaller communities statewide. The association will recruit volunteers to complete 50,000 hours of trail maintenance on 500 day work parties. Most trails will receive routine maintenance including removal of encroaching vegetation, clearing of drainage structures, and removal of downed trees. The Washington Trails Association will contribute \$750,000 in donations of cash and labor. (12-1294)

#### **Mount Tahoma Trails Association Maintaining Winter and Summer Trails in the Foothills of Mount Rainier**

**Grant Request: \$50,000**

The Mount Tahoma Trails Association, a non-profit, all volunteer organization, will use this grant to maintain more than 50 miles of trail in the Tahoma and Elbe Hills State Forests, in the foothills of Mount Rainier, in Pierce County. The association will groom trails in winter for skiing and snowshoeing, clear them of brush and trees in summer, install signs, and maintain the trail system year-round. It also will maintain snow cats and snowmobiles used to groom the trails. The trails link four backcountry huts for cross-country skiing and snowshoeing in the winter and are used in the summer for hiking and mountain biking. An estimated 8,000 people use the trails each season. The local Ashford business community supports the association, along with a volunteer force producing over 6,000 volunteer hours each year. The Mount Tahoma Trails Association will contribute \$112,000 in donated labor. (12-1488)

#### **Methow Valley Sport Trail Association Renovating the Tawlks Foster Bridge**

**Grant Request: \$45,700**

The Methow Valley Sport Trail Association will use this grant to replace the eight wood support towers of the Tawlks Foster Suspension Bridge with steel towers. The bridge is in Mazama along the Methow Valley Sport Trails Association Community Trail in Okanogan County. Built in 1995, the bridge spans 240 feet across the Methow River. It is used year-round and is the most popular destination on the 120-mile trail system. Annually, the bridge hosts 55,000 user days. The association operates the nation's largest cross-country ski system in winter, and trails for hikers, mountain bikers, and equestrians in the summer. The trail system is the economic driver generating \$8.6 million in revenue and 128 jobs in the local economy annually. The Methow Valley Sport Trail Association will contribute \$37,450 in donations of cash and labor. (12-1418)

## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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#### **Washington Trails Association Maintaining Backcountry Trails**

**Grant Request: \$150,000**

The Washington Trails Association will use this grant to support teams to maintain 190 miles of hiking trails that lie beyond the reach of a day work party throughout the Cascade and Olympic Mountains, and eastern Washington. The teams will maintain dozens of backcountry trails that take hikers, backpackers, and equestrians to places like the flanks of Mount Baker and Mount Olympus, the popular Alpine Lakes Wilderness, and the remote Salmo-Priest Wilderness. The association will recruit volunteers for 70 Volunteer Vacations and Backcountry Response Teams to complete 24,000 hours of maintenance. The teams will repair trail and drainage structures, repair trail surfaces, and remove downed trees. The association's backcountry trail teams help keep some of the state's most iconic backcountry destinations open, which is why this project is strongly supported by hikers, backpackers, and association volunteers. The Washington Trails Association will contribute \$446,000 in donations of cash and labor. (12-1295)

#### **EarthCorps Maintaining Alpine Lake Wilderness Area Backcountry Trails and Campsites**

**Grant Request: \$27,954**

EarthCorps will use this grant to fund a six-person conservation corps crew for 2 years to maintain trails, campsites, signs, toilets, and other facilities in the Alpine Lakes Wilderness Area. Nearly 150,000 people visit the wilderness area annually. This intense use can quickly result in deteriorating facilities and resource conditions if they are not regularly maintained. The crew will harden trails to campsites and toilets, close eroded and saturated unofficial trails and campsites, maintain and move toilets, and replace signs. EarthCorps will contribute \$23,983 in donated labor. (12-1701)

#### **Washington Trails Association Funding Youth Trail Maintenance Crews**

**Grant Request: \$70,000**

The Washington Trails Association will use this grant to fund youth volunteers to maintain 60 miles of hiking trails in locations like the Wild Sky Wilderness, Mount Rainier National Park, Cougar Mountain Regional Wildland Park, and Cape Disappointment State Park. The association will recruit youth volunteers to complete 12,000 hours of trail maintenance. This project expands opportunities for youth to get outdoors and get involved in taking care of trails. Whether spending a day or a week on a trail, young people feel empowered by the tangible results of their efforts and gain a greater understanding of what it takes to keep our trails safe and accessible. The Washington Trails Association will contribute \$201,000 in donations of cash and labor. (12-1296)



## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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#### **U.S. Forest Service, Wenatchee National Forest Maintaining Motorcycle and Four-wheel-drive Trails**

**Grant Request: \$116,752**

The Naches Ranger District will use this grant to fund a four-person trail crew and supplies for two years to maintain more than 250 miles of trails for motorcycles and four-wheel-drive vehicles in Yakima and Kittitas Counties. The ranger district plans to clear all the trails, and on 75 miles of trail each year, remove overgrown brush, fix water drainage structures, repair trail surfaces, and maintain signs. Regular maintenance reduces the need for costly reconstruction projects. An estimated 80,000 people use the trails for motorized vehicles each year. The Naches Ranger District will contribute \$121,688 in state funding, donated labor, and agency staff labor and equipment. (12-1749)

#### **Pacific Northwest Trail Association Funding the North Cascade Youth Crew**

**Grant Request: \$147,940**

The Pacific Northwest Trail Association will use this grant to maintain 220 miles of the Pacific Northwest National Scenic Trail and its major feeder trails through Island, Skagit, and Whatcom Counties for two years. The association will fund a six-person youth crew this summer and use volunteers. Maintenance work will be done on trails in in Deception Pass State Park; North Cascades National Park; Mount Baker-Snoqualmie National Forest; Washington Department of Natural Resources' lands on Blanchard, Anderson, and Lyman mountains; and Sierra Pacific and Longview Timber lands on Lyman and Josephine Mountains. Community support for this program and these projects comes from Starbucks, REI, Puget Sound Energy, Washington Department of Natural Resources, Washington State Parks and Recreation Commission, U.S. Navy, U.S. Forest Service, National Park Service, Back Country Horsemen of Washington, local school districts, Cascade Job Corps, Boy Scouts, and commissioners from all three counties. The Pacific Northwest Trail Association will contribute \$146,000 in donated equipment and labor. (12-1755)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Cle Elum Winter Trails**

**Grant Request: \$36,000**

The Cle Elum Ranger District will use this grant to fund a two-person crew to maintain and groom about 500 miles of snowmobile trails and 60 miles of ski, snowshoe, and dogsled trails in Kittitas County. The crew will remove fallen trees and overgrown brush, install signs and boundary markers, repair bridges and culvert, and groom the trails. It is estimated that the project will benefit about 40,000 recreationists during the winter. The Cle Elum Ranger District will contribute \$98,000 in donated and staff labor and a state grant. (12-1714)

## Recreational Trails Program

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#### **Pacific Northwest Trail Association**

**Grant Request: \$146,740**

#### **Funding the Olympic Youth Trail Maintenance Crew**

The Pacific Northwest Trail Association will use this grant to fund youth crews and volunteers for two years to maintain 120 miles of the Pacific Northwest National Scenic Trail and its feeder trails in Jefferson and Clallam Counties on the Olympic Peninsula. The association's SKY Program has been very successful in the past 12 years in offering young people a chance to get outdoors, work in a natural setting, and learn outdoor etiquette, team work skills, and a respect for the environment. The crews will maintain the Pacific Northwest National Scenic Trail from Snow Creek/Mount Zion through Gold Creek, the Dungeness, and the Buckhorn Wilderness on the east side, and the Upper Solduc, Hi-Divide, Upper and Lower Bogachiel, and Mount Mueller Trail system on the west side. This project is supported by the U.S. Forest Service; National Park Service; Chemicum, Port Townsend, Port Angeles, and Forks School Districts; commissioners from Jefferson and Clallam Counties; and the Back Country Horseman of Washington. The Pacific Northwest Trail Association will contribute \$146,000 in donations of equipment, labor, and materials. (12-1756)

#### **Evergreen Mountain Bike Alliance**

**Grant Request: \$66,000**

#### **Funding Volunteer Trail Maintenance Crews**

The Evergreen Mountain Bike Alliance will use this grant to provide at least 10,200 hours of volunteer labor over two years in its statewide trail maintenance program. Evergreen volunteers will maintain more than 125 miles of trails of critical importance to mountain bikers, hikers, and equestrians across the state. Many of these trails receive little or no maintenance beyond what is provided by Evergreen volunteers. The Evergreen Mountain Bike Alliance will contribute \$170,000 in staff labor and donations of cash and labor. (12-1758)

#### **Mountains to Sound Greenway Trust**

**Grant Request: \$150,000**

#### **Maintaining Mountains to Sound Greenway Trails**

The Mountains to Sound Greenway Trust will use this grant to fund conservation corps crews, staff, materials, and tools to maintain at least 80 miles of hiking, biking, and equestrian trails, each year over two years, in the Mountains to Sound Greenway in King and Kittitas Counties. Trail maintenance will be completed on lands managed by the U.S. Forest Service, Washington Department of Natural Resources, Washington State Parks and Recreation Commission, King County, and the City of Seattle. The crews will clear fallen trees and overgrown brush, replace signs, repair trail surfaces and water drainage structures, and make minor repairs to trail structures. The wild land trail system in the Greenway consists of more than 1,000 miles of trails, which include some of the most heavily-used trails in the state. The Mountains to Sound Greenway will contribute \$150,000 in staff labor, grants, and donations of equipment and labor. (12-1017)

## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest**

##### **Renovating the Lake Serene Trail**

**Grant Request: \$75,000**

The Skykomish Ranger District will use this grant to renovate the severely deteriorated Lake Serene Trail. This hiking trail is the most heavily used trail in the district with an estimated 10,000 visitors a year. The trail provides a high quality, backcountry experience in the Mount Index Scenic Area and features spectacular views of deep forest, waterfalls, an alpine lake, and glacial valleys all nestled at the base of the iconic rock walls of Mount Index. The district will fix the poor trail conditions, which include nonfunctioning water drainage structures, mud holes, eroded trail segments and stairway landings with 2-foot tall steps. Hikers tend to avoid these obstacles, resulting in the widening of the trail to as much as 6 feet and excessive damage to trailside plants. The work will be done by contract, Washington Trails Association volunteers, youth corps, and Forest Service crews. The Skykomish Ranger District will contribute \$75,000 in federal funding and donated labor. (12-1257)

#### **Nooksack Nordic Ski Club**

**Grant Request: \$16,000**

##### **Maintaining Salmon Ridge Trails**

The Nooksack Nordic Ski Club will use this grant to clear brush and groom 15 miles of cross-country ski trails and maintain 3 miles of snowshoe trails in the Salmon Ridge Trail system over the next 2 years. This trail system is on the flank of Mount Baker near the North Fork Nooksack River in the scenic Mount Baker National Forest. The trail system provides the only groomed and tracked cross-country ski trails in western Washington north of Stevens Pass and is important to snowshoers as well. It attracts more than 7,200 visits each winter and serves as a recreational site off-season for campers, anglers, and hikers. For 20 years, the Nooksack Nordic Ski Club, a small nonprofit, volunteer-based club, has acted as stewards of the Salmon Ridge Trail system maintaining this winter recreation site. Without this grant, weekly grooming and trail maintenance would not occur, resulting in poor trail conditions and a failure to meet the community's needs. The trail system maintenance is a collaborative project coordinated by the Nooksack Nordic Ski Club in conjunction with ten organizations, including: U.S. Forest Service, U.S. Fish and Wildlife Service, Resource Advisory Committee, Washington State Parks and Recreation Commission, Whatcom County, Washington State Department of Transportation, Mount Baker Club, and the Mount Baker Ski Area. The Nooksack Nordic Ski Club will contribute \$18,700 from a state grant and donations of labor and materials. (12-1025)

#### **Back Country Horsemen of Washington**

**Grant Request: \$150,000**

##### **Maintaining Trails in Jeopardy**

The Back Country Horsemen of Washington will use this grant to buy safety equipment and pay expenses for volunteer crews to maintain more than 1,000 miles of trails statewide that are in jeopardy of being closed because of poor trail conditions. The trails often are used little or not at

## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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all because of fallen trees, decaying trail surfaces, boggy areas, and overhanging tree branches that block travel and limit enjoyment of the trails. The Back Country Horsemen of Washington will buy personal protective equipment, such as chaps and helmet systems, for chainsaw use and hard hats and safety vests for other activities. The group contributes more than 50,000 hours of volunteer time each year, with over half of that on trail work. The Back Country Horsemen of Washington will contribute \$150,000 in donations of equipment, labor, and materials. (12-1718)

#### **Evergreen Mountain Bike Alliance** **Grant Request: \$70,000** **Converting Roads to Trails in the South Fork Snoqualmie River Basin**

The Evergreen Mountain Bike Alliance will use this grant to develop 6 miles of multi-use trails on decommissioned roads in the South Fork Snoqualmie River Basin, along the south side of Interstate 90 between Olallie State Park and Hansen Creek. This is the third phase of a project to convert roads to trails that already has created 7.5 miles of new trail. This grant will create a trail that connects other trails to the John Wayne Pioneer Trail, providing a trail loop and a creating a connection to the future Mount Washington Trail in Olallie State Park. This project is supported by the Mountains to Sound Greenway, Cascade Chapter of the Sierra Club, Washington State Parks and Recreation Commission, and Washington Trails Association, all of whom identified a growing demand for new mountain bike trails in the region and recognized a shortage along the I-90 corridor. The Evergreen Mountain Bike Alliance will contribute \$50,000 in donations of cash, equipment, and labor. (12-1841)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$150,000** **Maintaining the Chelan Uplake Trails**

The Chelan Ranger District will use this grant to maintain 195 miles of trail for two years in the Glacier Peak and Lake Chelan-Sawtooth Wilderness areas, Sawtooth and Domke Lake road-less areas, and Lucerne-Holden Village Scenic Corridor. The ranger district will remove fallen trees, clean water drainage structures, and remove loose rock on all trails each year. In addition, the district will do bigger maintenance projects, such as removing trees from burned areas, cutting overgrown brush, and repairing trail surfaces, signs, bridges, and trail structures, on some of the trails. These trails are used for wilderness backpacking and stock packing, day hiking, snowshoeing, cross-country skiing, mountain biking, and motorcycle riding. The Chelan Ranger District will contribute \$132,000 in staff labor, materials, and donations of labor and materials. (12-1291)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$60,000** **Maintaining Multi-Use Trails**

The Wenatchee River Ranger District will use this grant to maintain trails in the Chiwawa/Chikamin, Devils Gulch/Tronsen Ridge, and Icicle Ridge /Freund Canyon areas. These trails are open to motorcycle, mountain bike, horse, and hiker user groups. The ranger district

## Recreational Trails Program

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will fix rutting and erosion, as well as do annual maintenance tasks. The grant will fund work crews and pay for two chainsaws. The Wenatchee River Ranger District will contribute \$149,032 in federal funding, donated labor, and a grant from the state Nonhighway and Off-Road Vehicle Area program. (12-1830)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Chelan Down Lake Trails**

**Grant Request: \$150,000**

The Chelan Ranger District will use this grant to maintain 200 miles of trail in the lower Lake Chelan Basin including 28 miles in Echo Ridge, 111 miles of snowmobile trails in Grade Creek and Black Canyon, and 63 miles of snowmobile trails in Devil's Backbone. The ranger district will groom snowmobile and cross-country ski trails, maintain Sno-Parks and trailheads, clear fallen trees and overgrown brush, mow, repair trail signs, treat noxious weeds, and maintain winter trail structures, such as warming huts. These trails are used by a variety of recreationists, including cross-country skiers, snowshoers, snowmobilers, mountain bikers, and hikers. The Chelan Ranger District will contribute \$250,000 in cash, district equipment, staff labor, and donations of equipment and labor. (12-1512)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Maintaining Skykomish Trails**

**Grant Request: \$75,000**

The Skykomish Ranger District will use this grant to fund trail crews to maintain 144 miles of hiker and stock trails in the Mount Baker-Snoqualmie National Forest for two years. The crews will remove fallen trees and overgrown brush, repair water drainage structures and bridge, fix slides and remove boulders, and repair trail surfaces. The crews also will repair safety hazards, prevent erosion, and repair damage to land and plants from widening trails. The trails traverse the Alpine Lakes, Henry M. Jackson, and Wild Sky Wilderness Areas and adjacent backcountry areas such as the Mount Index Scenic Area. The trail system, which receives more than 50,000 visitors a year, includes the Pacific Crest National Scenic Trail, the Iron Goat Trail in the Stevens Pass Historic District, old growth forests, subalpine lakes and meadows, mountain views, and wild creeks and rivers. The Skykomish Ranger District will contribute \$75,000 in federal funding, donated labor. (12-1256)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining and Operating Naches District Wilderness Trails**

**Grant Request: \$65,100**

The Naches Ranger District will use this grant to maintain 380 miles of wilderness and backcountry trails in the Norse Peak, William O. Douglas, and the Goat Rocks Wilderness areas, in Yakima County. The ranger district will remove fallen trees and overgrown brush, fix water drainage and trail structures, repair signs, fix trail surfaces, as well as provide up-to-date information, education, compliance checks, and make public contacts. The Naches Ranger

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District will contribute \$76,496 in cash, district equipment and materials, staff labor, and donations of equipment and labor. (12-1750)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Maintaining the Alpine Lakes Trail**

**Grant Request: \$75,000**

The Snoqualmie Ranger District will use this grant to remove fallen trees and overgrown brush and fix water drainage structures and trail surfaces along 125 miles of trails in the Alpine Lakes Wilderness and surrounding backcountry. Work will be done in the watersheds of the North, Middle, and South Forks Snoqualmie River, including trails along the Interstate 90 corridor. More than 100,000 visitors use these trails each year. The Snoqualmie Ranger District will contribute \$64,805 in staff labor, district equipment and materials, and donations of labor and materials. (12-1742)

#### **U.S. Forest Service, Gifford Pinchot National Forest Maintaining Wilderness Trails**

**Grant Request: \$85,206**

The Cowlitz Valley Ranger District will use this grant to fund a crew to maintain 235 miles of wilderness trails over 2 years in Lewis and Skamania Counties. The crew will clear trails, repair water drainage structures, and prevent damage to the land from user-created detours. The ranger district will fund two seasonal employees and two interns for 2 years. It is estimated that 35,000 people annually visit the wilderness areas in the national forest. The Cowlitz Valley Ranger District will contribute \$81,258 in staff labor, agency equipment, and donated labor. (12-1346)

#### **U.S. Forest Service, Okanogan National Forest Removing Fallen Trees**

**Grant Request: \$75,000**

The Methow Ranger District will use this grant to remove fallen trees on 325 miles of trail in the Pasayten and Lake Chelan/Sawtooth Wilderness Areas and the North Cascades Scenic Highway corridor. This is one of the most visited areas in Washington State and has more than 1,200 miles of trails. Several large wildfires and avalanches have covered the trails with debris and obliterated some trails. Crews have had to return several times to the same trail to maintain safety and limit damage. The Methow Ranger District will contribute \$75,000 in staff labor, district equipment, and donations of equipment and labor. (12-1301)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Fire Damaged Trails**

**Grant Request: \$60,000**

The Entiat Ranger District will use this grant to maintain 44 miles of trails in the North Fork/Pyramid Mountain areas; 56 miles of wilderness trails in the Entiat Meadows, Larch Lakes, and Ice Lake area; and 5 miles of hiking trails, over two years. Crews will remove fallen trees and



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overgrown brush and fix water drainage structures and trail surfaces. In 2006, 32 miles of wilderness trails were damaged severely by the Tinpan Fire. During the next few years, the ranger district expects many of those burned trees to fall on the trails. Trail erosion and damage to trail surfaces also are expected in this area. The ranger district will focus on 16 miles of wilderness trail affected by the Tinpan fire and 4 miles along the trails in the popular North Fork Pyramid Mountain area. The Entiat Ranger District will contribute \$64,500 in district equipment and staff labor and donated labor. (12-1761)

#### **U.S. Forest Service, Okanogan National Forest Maintaining Sawtooth Backcountry Trails**

**Grant Request: \$12,050**

The Methow Ranger District will use this grant to maintain about 45 miles of trails for two years on the east slope of the north Cascade Mountains and adjacent to the Lake Chelan/Sawtooth Wilderness Area. Crews will remove fallen trees and overgrown brush, repair trail surfaces and water drainage structures, and remove rocks. The Methow Ranger District will contribute \$8,250 in donations of equipment and labor. (12-1591)

#### **Washington State Parks and Recreation Commission Grooming and Plowing Winter Recreation Trails along Interstate 90**

**Grant Request: \$146,944**

State Parks will use this grant to plow snow at six Sno-Parks and groom 35 miles of cross country ski trails and 20 miles of ski-joring and dog sled trails just east of Snoqualmie Pass and near Interstate 90. Crews will plow Sno-Parks and access roads, and groom trails at least weekly. The trails are on U.S. Forest Service lands at Gold Creek and Cabin Creek Sno-Parks; and on State Parks' lands at Crystal Springs and Hyak Sno-Parks and in Lake Easton and Iron Horse Trail State Parks. This area is seen more than 100,000 visitors a winter and is used for snowmobiling, cross-country skiing, snowshoeing, dog sledding, and ski-joring. State Parks will contribute \$220,416 in state funding. (12-1483)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Cle Elum Trails**

**Grant Request: \$90,000**

The Cle Elum Ranger District will use this grant to fund a four- to six-person crew to maintain 356 miles of trails for hikers, mountain bikers, and stock users in the Okanogan-Wenatchee National Forest in Kittitas County. The crew will remove fallen trees and overgrown brush, maintain trail structures such as turnpikes and bridges, and repair water drainage structures, trail surfacing, and signs. This project covers maintenance for a large network of accessible, well-established trails that serves a large population and provides unique recreational opportunities for hikers and stock users. The trails include road-less areas with waterfalls, creeks and rivers, rugged peaks, and forests. The Cle Elum Ranger District will contribute \$80,000 in

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staff labor, a grant from the Nonhighway and Off-road Vehicle Activities program, and donated labor. (12-1399)

#### **U.S. Forest Service, Umatilla National Forest Maintaining and Grooming Pomeroy Winter Trails**

**Grant Request: \$30,000**

The Pomeroy Ranger District will use this grant to fund a two-person team to maintain and groom about 138 miles of snowmobile trails in southeastern Washington. The team will remove fallen trees and overgrown brush, repair signs, replace trail markers, and install snow poles. The Pomeroy Ranger District will contribute \$93,768 in donated and staff labor and a state grant. (12-1802)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Maintaining Mount Baker Trails**

**Grant Request: \$60,000**

The Mount Baker Ranger District will use this grant to maintain 90 miles of hiker and stock trails for two years. These trails provide an estimated 100,000 visitors a year with a range of trips into Mount Baker-Snoqualmie National Forest backcountry and wilderness areas. This project includes trails accessed by roads off State Routes 20 and 542. Heavy use combined with a wet climate, fast growing brush, and winter storm damage results in damage to the land and trails. The team will remove fallen trees and overgrown brush, repair water drainage structures, and repair trail surfaces. The Mount Baker Ranger District will contribute \$90,000 in federal funding and donated labor. (12-1539)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Maintaining Trails for Hikers, Stock, and Motorized Uses**

**Grant Request: \$150,000**

The Darrington Ranger District will use this grant to maintain 100 miles of trails for hikers, stock, and motorized use in the Mount Baker-Snoqualmie National Forest, including trails off the Mountain Loop Scenic Byway, the Suiattle River Road, and the Pacific Crest National Scenic Trail and its access trails. Used by thousands of visitors from the Puget Sound area, these trails provide backcountry access to national forest land and wilderness areas, from ancient cedar groves in the valley bottoms to subalpine meadows and pristine lakes. Trail crews will remove fallen trees and overgrown brush, remove slough and berms, and repair water drainage structures, trail surfaces, and trail structures such as turnpikes. Much of the work, which must be done with hand tools, will be done by Forest Service crews, volunteer groups, youth corps, and other partners. The Darrington Ranger District will contribute \$150,000 in donated and staff labor. (12-1532)

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#### **EarthCorps**

**Grant Request: \$28,345**

#### **Maintaining the Dutch Miller Gap Trail**

EarthCorps will use this grant to fund a six-person crew to maintain the 7.4-mile Dutch Miller Gap Trail in the Alpine Lakes Wilderness Area. EarthCorps will fund a crew for eight weeks to remove fallen trees and overgrown brush and repair water drainage structures and trail surfaces. The trail is used by hikers and stock users. EarthCorps will contribute \$24,460 in donated labor. (12-1803)

#### **Washington State Parks and Recreation Commission**

**Grant Request: \$149,000**

#### **Grooming Snowmobile Trails between Snoqualmie and Blewett Passes**

State Parks' Winter Recreation Program will use this grant to plow snow at nine Sno-Parks and groom about 402 miles of snowmobile trails in the central Cascade Mountains of eastern King and western Kittitas Counties between Snoqualmie and Blewett Passes. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. The Snoqualmie to Blewett Pass area includes trail systems that are part of the most popular riding area of the state – the south central region. State Parks will contribute \$383,306 in state funding. (12-1481)

#### **Washington State Parks and Recreation Commission**

**Grant Request: \$50,816**

#### **Grooming Trails and Sno-Parks on Mount Spokane**

State Parks' Winter Recreation Program will use this grant to plow snow at one Sno-Park and groom about 30 miles of cross-country ski trails in and adjacent to Mount Spokane State Park, northeast of Spokane. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. The Sno-Parks and trails are in Mount Spokane State Park and on adjacent Inland Empire Paper Company lands. They are used for cross-country skiing, snowshoeing, dog sledding, and ski-joring. With the proximity of an alpine ski area, snowmobile trails, snowshoe trails, and cross-country ski trails, this is the most intensely used winter recreation site in eastern Washington. State Parks will contribute \$50,816 in state funding. (12-1484)

#### **U.S. Forest Service, Wenatchee National Forest**

**Grant Request: \$64,800**

#### **Maintaining Lake Wenatchee Snowmobile Trails**

The Entiat Ranger District will use this grant to maintain about 115 miles of snowmobile trails that run from Lake Wenatchee to just east of Stevens Pass into the Entiat Valley. The ranger district will remove fallen trees and overgrown brush, clear culverts, repair trail wash-outs, install or remove more than 250 trail signs and route safety markers as well as make new signs and route markers. The Entiat and Lake Wenatchee Ranger Districts' trails are used by more than 45,000 visitors annually. This 10-year, ongoing maintenance project has proven to be a key component in the success of this extremely popular snowmobile trail system. For years, this groomed trail system has been voted as one of the top snowmobiling areas in Washington.

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Without this needed, yearly maintenance, it would take just a few years before much of the system would be impassable by the groomers. The Entiat Ranger District will contribute \$159,200 in donated and staff labor and a state grant. (12-1764)

#### **U.S. Forest Service, Umatilla National Forest Maintaining Wenaha-Tucannon Wilderness Trails**

**Grant Request: \$75,000**

The Pomeroy Ranger District will use this grant to maintain 100 miles of wilderness trails in the Umatilla National Forest. The ranger district will remove fallen trees and overgrown brush, fix water drainage structures, and repair trail surfaces. Steep rugged slopes, winter storm damage, fast growing brush, fires, and high visitor use contribute to the need for annual maintenance. This two-year grant will help reduce the growing maintenance backlog and increase user safety. The Pomeroy Ranger District will contribute \$86,000 in cash, equipment, and donated labor. (12-1826)

#### **Washington State Parks and Recreation Commission Maintaining Snowmobile Trails from Greenwater to Yakima**

**Grant Request: \$149,790**

State Parks' Winter Recreation Program will use this grant to plow snow at 19 Sno-Parks and groom about 403 miles of snowmobile trails for two years in the Cascade Mountains in King, Kittitas, and Yakima Counties. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. The trails in this area are in the Mount Baker-Snoqualmie, Okanogan, and Wenatchee National Forests, and the Ahtanum State Forest. This area is the core of the most popular riding area in the state, tying together trail systems from the west and east sides of the Cascade Mountains, and centrally located between population centers of Puget Sound, Ellensburg, and Yakima. State Parks will contribute \$349,512 in state funding. (12-1476)

#### **U.S. Forest Service, Wenatchee National Forest Maintaining Cle Elum Wilderness Trails**

**Grant Request: \$60,000**

The Cle Elum Ranger District will use this grant to fund a four- to six-person crew to maintain 157 miles of wilderness trails for hikers and stock users in the Okanogan-Wenatchee National Forest in Kittitas County. The crew will grant will remove fallen trees and overgrown brush, fix water drainage structures and trail structures such as turnpikes and bridges, repair trail surfaces, and replace signs. This project covers maintenance for a large network of accessible, well-established trails that serves a large population and provides unique recreational opportunities for hikers and stock users. They experience natural settings in road-less areas with waterfalls, creeks and rivers, rugged peaks, and forests. The Cle Elum Ranger District will contribute \$54,500 in donated and staff labor and a grant from the Nonhighway and Off-road Vehicle Activities program. (12-1400)

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#### **Washington State Parks and Recreation Commission      Grant Request: \$148,183** **Grooming Snowmobile Trails in the South Cascade Mountain Range**

State Parks' Winter Recreation Program will use this grant to plow snow at 11 Sno-Parks and groom about 282 miles of snowmobile trails for two years in the Cascade Mountain Range in eastern Cowlitz and Lewis Counties, and extensively in Skamania County in the foothills near Mount Saint Helens and Mount Adams. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. The south Cascades provide a very diverse riding environment, dominated by the presence of Mount Saint Helens and Mount Adams. State Parks will contribute \$148,183 in state funding. (12-1474)

#### **U.S. Forest Service, Wenatchee National Forest      Grant Request: \$60,000** **Maintaining Trails for Cross-Country Skiing and Mountain Biking**

The Naches Ranger District will use this grant to maintain 30 miles of cross-country skiing and mountain biking trails. The ranger district will remove fall trees and overgrown brush, fix trail structures, repair signs, update maps, and groom the trails for winter use. The trails provide a backcountry type experience, although they are easily accessible, lying within 3 miles of Highway 12 and adjacent to Highway 410. The Naches Ranger District will contribute \$87,730 in federal funding, district equipment, state grant, and donated labor. (12-1839)

#### **Methow Valley Snowmobile Association      Grant Request: \$32,000** **Grooming and Maintaining Methow Valley Trails**

The Methow Valley Snowmobile Association will use this grant to groom 175 miles of snowmobile trails in the Methow Valley in Okanogan County. The Methow Valley has an abundant annual snowfall combined with cold nights and sunny days. Because of the climate, these trails are used from December to May and have become a winter destination. A survey showed that more than 12,800 snowmobilers and skiers use the trail system. The visitors who use the 175 miles of groomed trails have access to more than 2,000 acres of backcountry starting at an elevation of 1,500 feet to over 8,000 feet. This grant will provide 20 days of additional grooming each year. The Methow Valley Snowmobile Association will contribute \$32,000 in donations of equipment and labor. (12-1015)

#### **Washington State Parks and Recreation Commission      Grant Request: \$46,193** **Grooming Southeast Washington Snowmobile Trails and Sno-Parks**

State Parks' Winter Recreation Program will use this grant to plow snow at five Sno-Parks and to groom about 138 miles of snowmobile trails in the Blue Mountains of Columbia and Asotin Counties in southeastern Washington. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. All the trail systems in this area are in the Umatilla National Forest.

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These trails also tie into trail systems in Oregon, opening riding opportunities into the mountains of northeastern. State Parks will contribute \$46,194 in state funding. (12-1480)

#### **Washington State Parks and Recreation Commission      Grant Request: \$49,613** **Grooming Okanogan Highlands Snowmobile Trails and Sno-Parks**

State Parks' Winter Recreation Program will use this grant to plow snow at seven Sno-Parks and six staging areas, and to groom about 557 miles of snowmobile trails in the Okanogan Highlands, from Loup Loup Summit to Sherman Pass, east of Republic for two years. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. The Sno-Parks and trails of the Okanogan Highlands provide access to a vast area of snowmobiling opportunities and make it the second most popular area of the state. State Parks will contribute \$49,613 in state funding. (12-1482)

#### **Washington State Parks and Recreation Commission      Grant Request: \$109,000** **Grooming Mount Baker Area Snowmobile Trails and Sno-Parks**

State Parks' Winter Recreation Program will use this grant to plow snow at six Sno-Parks and groom about 166 miles of snowmobile trails near Mount Baker in Whatcom and Skagit Counties for two years. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. The Mount Baker area provides superb snowmobiling opportunities and is the third most popular area of the state, with magnificent views of Mount Baker and the surrounding mountains and valleys. Reliable and heavy snowfalls give this area the longest riding season in the state, and funding is typically depleted long before riding opportunities have disappeared. State Parks will contribute \$109,000 in state funding. (12-1471)

#### **Washington State Parks and Recreation Commission      Grant Request: \$85,942** **Grooming Taneum-Manastash Snowmobile Trails and Sno-Parks**

State Parks' Winter Recreation Program will use this grant to plow snow at three Sno-Parks and one staging area, and to groom about 101 miles of snowmobile trails for two winters in the highlands south of Cle Elum in Kittitas County. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. The Taneum-Manastash area is part of the most popular riding area of the state (south central region). The trails climb to imposing ridges above Cle Elum, offering panoramic views of the upper Yakima River valley, villages, and lakes below, and the spectacular Stuart Range to the north. State Parks will contribute \$85,942 in state funding. (12-1473)



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#### **Washington State Parks and Recreation Commission      Grant Request: \$145,343** **Grooming Northeast Washington Snowmobile Trails and Sno-Parks**

State Parks' Winter Recreation Program will use this grant to plow snow at eight Sno-Parks and groom about 537 miles of snowmobile trails for two years in the eastern Okanogan Highlands and Selkirk Mountains of northeastern Washington, and near Mount Spokane State Parks will plow Sno-Parks as needed, and groom trails at least once a week. Most trail systems in this area are in the Colville National Forest, with smaller portions in the Kaniksu National Forest and Mount Spokane State Park. State Parks will contribute \$145,343 in state funding. (12-1479)

#### **Washington State Parks and Recreation Commission      Grant Request: \$34,591** **Grooming Stemilt-Colockum Snowmobile Trails and Sno-Parks**

State Parks' Winter Recreation Program will use this grant to plow snow at one Sno-Park and groom about 90 miles of snowmobile trails for two years in the Wenatchee Mountains, south of Wenatchee. State Parks will plow Sno-Parks as needed, and groom trails at least once a week. Trails meander along Naneum Ridge and bowls and valleys to the south of the Mission Ridge ski area. The open terrain provides great riding opportunities for all ages and views over the Kittitas Valley to the south and Wenatchee area to the north. As a result of the open forest environment, trails are often subject to drifting snow and need to be groomed regularly. State Parks will contribute \$34,592 in state funding. (12-1475)

#### **Methow Valley Sport Trail Association      Grant Request: \$68,750** **Grooming the Methow Community Trail**

The Methow Valley Sport Trail Association will use this grant to daily groom more than 62 miles of trail for two years in the Methow Valley. The Community Trail spans from Mazama to Winthrop and is the link between three joined ski areas. The Methow Valley Sport Trails Association supports 50,000 skier days annually, and a larger number of hiker, biker, and equestrian days in the summer. The Methow Valley Sport Trails Association operates the nation's largest cross-country ski system in winter and recreational trails for non-motorized uses in the summer. The trail system generates \$8.6 million in revenues and 128 jobs in the local economy annually. The Methow Valley Sport Trail Association will contribute \$68,750 from a local grant. (12-1281)

#### **Puget Creek Restoration Society      Grant Request: \$35,000** **Building a Boardwalk at Puget Creek**

The Puget Creek Restoration Society will use this grant to build 300 feet of raised boardwalk through a wetland in a 66-acre natural area in the north end of Tacoma. The boardwalk, which ultimately will be 825 feet long, will allow people an alternate way to experience the backcountry and at the same time help to stabilize the stream banks from erosion. The boardwalk will allow

## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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people to see salmon, birds, native plants, and other wildlife while providing a place to picnic, walk, and recreate. The boardwalk will connect the north end community to path along the shoreline that is used by thousands weekly. The Puget Creek Restoration Society will contribute \$85,000 in donations of labor and materials. (12-1849)

#### **Grays Harbor County**

**Grant Request: \$96,500**

#### **Maintaining Trails and Fixing Campgrounds at Straddleline ORV Park**

Grays Harbor County will use this grant to maintain 15 miles of motorized trails and address the backlogged maintenance issues on about 50 acres of campgrounds in Straddleline ORV Park. The County will clear trails, remove overgrown brush, repair water drainage structures, fix trail surfaces, and install signs during the next two years. The trails are used by motorcycle, jeep, and quad riders. The County also will use the grant to buy a mini excavator with attachment, materials, fuel, and other miscellaneous equipment. The 155-acre park is in Thurston and Grays Harbor Counties near McCleary, and serves about 25,000 motorized vehicle users annually. Grays Harbor County will contribute \$52,500 in donated labor from the Seattle Motorcycle Club, Gallerdo Dirt Maffia, and Puget Sound Enduro Riders. (12-1823)

#### **Methow Valley Sport Trail Association**

**Grant Request: \$82,500**

#### **Buying a new Trail Grooming Machine**

The Methow Valley Sport Trail Association will use this grant to replace one of five aging trail groomers that combined groom more than 62 miles of ski trails daily during the winter in the Methow Valley. The Methow Valley Sport Trails Association operates the nation's largest cross-country ski system and supports 50,000 skier days annually. The Community Trail spans from Mazama to Winthrop and is the link between three joined ski areas. The machine currently grooming this section is the oldest in the fleet and trail users expect a higher quality product than this machine can deliver. The Methow Valley Sport Trails Association will contribute \$67,500 from a local grant and cash donations. (12-1280)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest**

#### **Repairing Flood Damage on the Middle Fork Trail**

**Grant Request: \$74,000**

The Snoqualmie Ranger District will use this grant to repair flood damage on Middle Fork Trail. The trail follows the Middle Fork Snoqualmie River for almost 15 miles from its confluence with the Taylor River near Middle Fork Campground to Dutch Miller Gap Trail. The Middle Fork Trail is used by hikers, equestrians, and mountain bikers. Repeated flooding during the past 6 years has eroded the stream bank and washed away portions of the trail in four to five locations. The trail is impassible for stock and unsafe for hikers and mountain bikers. The ranger district will move about a half-mile of the trail away from the stream bank, bypassing the flood prone portion of the river. The ranger district also will improve stream crossings and replace some decking on the

## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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trail. Without relocation, the trail will continue to disappear into the river. Anticipated paving of Forest Service Road 56 beginning next year will greatly increase recreation use on the Middle Fork Trail. The Snoqualmie Ranger District will contribute \$20,000 in donated and staff labor and district materials. (12-1743)

#### **U.S. Forest Service, Gifford Pinchot National Forest Hiring a Mount Adams Trail Crew**

**Grant Request: \$120,000**

The Mount Adams Ranger District will use this grant to fund a trail crew to maintain more than 300 miles of trails in the Gifford Pinchot National Forest. Many on the trails have morphed from trails used by early Native Americans to Forest Service trails. The trails run strait up ridges and through wet meadows. Some of the trails are so wet that users are creating new trails that are going through culturally sensitive areas, disturbing berry drying logs and teepee sites. The ranger district will build planked boardwalks and raised trails segments through some of these wet areas. The Mount Adams Ranger District will contribute \$40,000 in staff labor. (12-1813)

#### **U.S. Forest Service, Idaho Panhandle National Forest Maintaining Priest Lake Trails**

**Grant Request: \$40,000**

The Priest Lake Ranger District will use this grant to maintain 40 miles of multi-purpose trails in Pend Oreille County. Crews will remove fallen trees and overgrown brush, maintain trail structure such as wooden boardwalks and bridges, fix water drainage structures, and replace trail surfaces and signs. The Salmo-Priest Wilderness and connecting trails are in the northeast corner of Washington and are used by hikers, backpackers, mountain bikers, equestrians, and motorcyclists. This work will improve two, interconnected, long distance trail systems by eliminating damage to trails. The Priest Lake Ranger District will contribute \$20,000 in donated and staff labor. (12-1100)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Rebuilding the Nooksack Flat Trail**

**Grant Request: \$92,000**

The Mount Baker Ranger District will use this grant to rebuild 1.2 miles of the 3-mile Nooksack Flat Trail that is part of the Pacific Northwest National Scenic Trail. The Nooksack Flat Trail has been damaged by floods and many segments have been washed away making it difficult to find the route. The ranger district will rebuild the trail in a different area to protect it from future flooding and erosion and build a 35-foot-long bridge. The Nooksack Flat Trail is an important link for the Pacific Northwest National Scenic Trail because it provides access from private land to the national forest, Mount Baker Wilderness, and the Mount Baker National Recreation Area. The Mount Baker Ranger District will contribute \$23,000 in district equipment, staff labor, and donations of labor and materials. (12-1469)

## Recreational Trails Program

### General Projects Summaries (In Rank Order)

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#### **Skykomish**

**Grant Request: \$81,809**

#### **Improving Maloney Creek Trail**

The Town of Skykomish will use this grant to develop Maloney Creek Trail, an existing pedestrian trail on Forest Service land. The improvements will make the trail accessible to people with disabilities, protect an historical and cultural artifact, and add an observation platform so users may view lower Maloney Creek and the surrounding backcountry forest. Maloney Creek is a recently restored salmon-bearing stream in the South Fork Skykomish River watershed. The renovated trail will run east, paralleling the stream for about a quarter-mile, then end at a rustic viewing platform cantilevered over the stream in a tranquil, second growth forest. Crews will place a kiosk and interpretive signs along the trail and build parking spaces at the trailhead for people with disabilities. The renovated trail also will be open for snowshoeing and cross-country skiing. Town leaders envision the trail as the nexus of a much larger trail system that enables hikers to reach nearby wilderness areas. The Town of Skykomish will contribute \$28,000 in funding, equipment, staff labor, and materials. (12-1835)

#### **Leavenworth Sports Club**

**Grant Request: \$111,006**

#### **Buying a Trail Groomer**

The Leavenworth Sports Club will use this grant to buy a new snow groomer for maintaining 182 acres of trails in parks and school playgrounds for cross-country skiing, snowshoeing, and walking. The new snow groomer will accommodate the city's narrow park bridges, transport requirements, and trail weight restrictions. The winter trails have become increasingly popular during the past 20 years. Since 1990, the Leavenworth Sports Club has maintained 16 miles of cross-country ski trails with 60,000 trail users recorded last winter. The Leavenworth Sports Club will contribute \$30,000 in funding and cash donations. (12-1832)

#### **Leavenworth**

**Grant Request: \$120,000**

#### **Improving the Waterfront Park Trail**

The City of Leavenworth will use this grant to renovate nearly 1.5 miles of waterfront trails in Waterfront Park and Enchantment Park, and on Blackbird Island. Crews will resurface the trail, install water and erosion control measures, repair culverts, remove trees, plant native plants, restore the shoreline, and install benches and signs. This trail system is separated from city life by distance, elevation, and heavy vegetation providing a rural wilderness experience. The City of Leavenworth will contribute \$30,000. (12-1563)

#### **Ilwaco**

**Grant Request: \$56,792**

#### **Maintaining City of Ilwaco Trails**

The City of Ilwaco will use this grant to maintain 2.5 miles of hiking and biking trails in the city. City staff will buy a skid steer and broom attachment and hire the Naselle Youth Camp to

## Recreational Trails Program

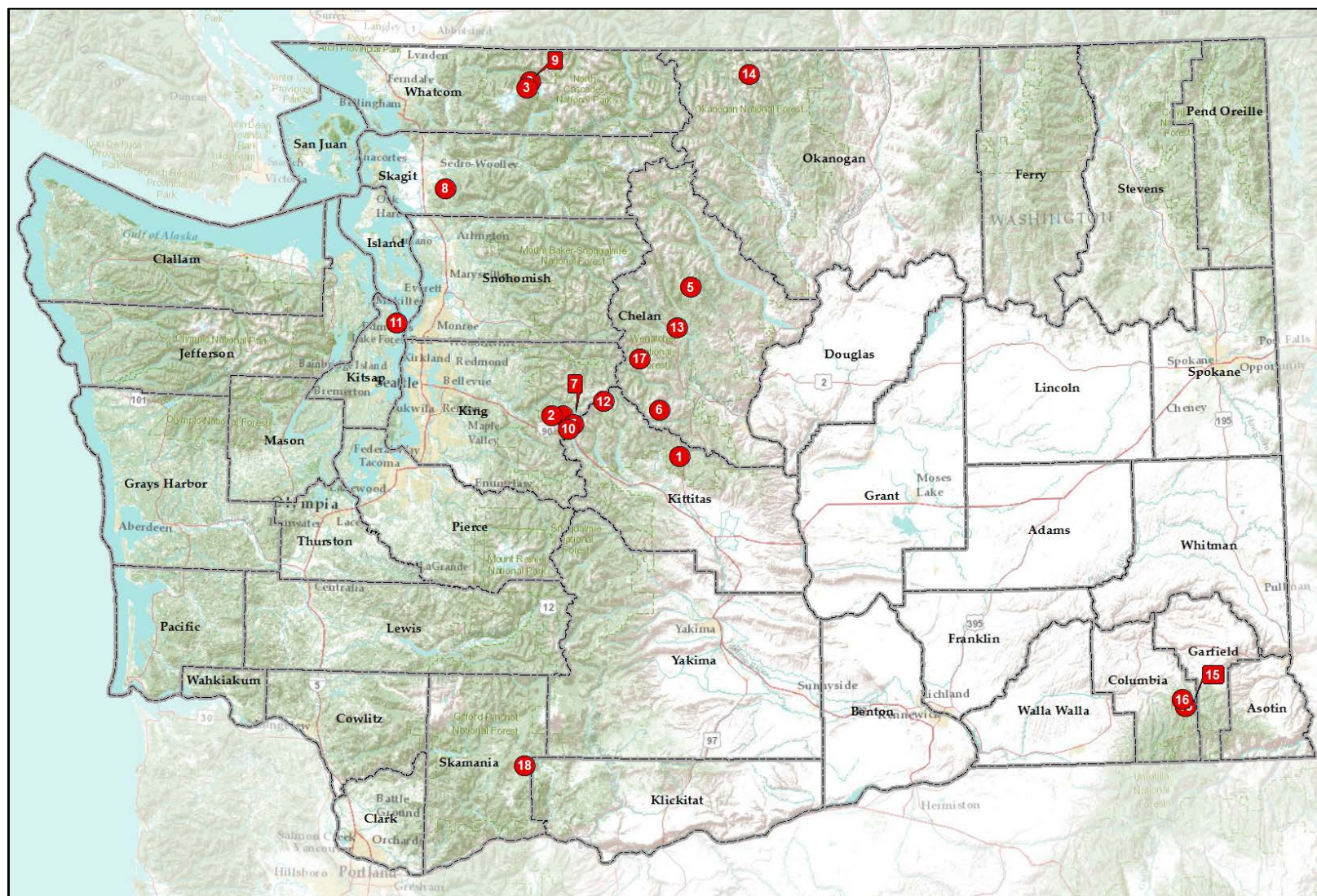
### General Projects Summaries (In Rank Order)

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provide additional labor for trail maintenance. The city maintains a portion of the Discovery Trail, which begins north of Long Beach, hugs the coastline, ascends into the forest on the outskirts of the city, and ends in Cape Disappointment State Park. Additionally, the city maintains hiking and jogging trails that surround Black Lake. The City of Ilwaco will contribute \$14,198 in staff labor.  
(12-1774)



# State Map for Recreational Trails Program, Education Projects





## Recreational Trails Program Education Category Evaluation Criteria Summary

### Evaluation Criteria Summary Table

Scored By	Question	Title	Maximum Points
Advisory Committee	1	Need	5
Advisory Committee	2	Need satisfaction	5
Advisory Committee	3	Applicant's ability	5
Advisory Committee	4	Cost-benefit	5
Advisory Committee	5	Support	5
Total Points Possible			25

### Scoring Criteria, RTP Education Category

#### Scored by Advisory Committee

- 1. Need.** Describe the need for this project.
- 2. Need satisfaction.** Describe the extent to which the project satisfies this need.
- 3. Applicant's ability.** Describe the applicant's ability to accomplish the project.
- 4. Cost-benefit.** Describe the project's cost-benefit.
- 5. Support.** Describe the support for the project.

## Recreational Trails Program, Evaluation Summary, 2013-15

### Education Projects

	Question	1	2	3	4	5	
Rank	Project Name	Need	Need Satisfaction	Applicant's Ability	Cost Benefit	Project Support	Total
1	Cle Elum Winter Trail Patrol 2013-2015	4.00	4.00	4.36	3.93	4.21	20.50
2	Snoqualmie Volunteer Ranger Program 2013	4.14	4.29	4.21	4.00	3.00	19.64
3	Mount Baker Climbing Rangers 2013-2014	3.86	3.93	4.29	3.57	3.79	19.43
4	Minimum Impact Recreation 2013	3.64	4.14	4.43	3.36	3.79	19.36
5	Lake Wenatchee - Entiat Snow Ranger 2014	3.86	3.86	4.14	3.71	3.64	19.21
5	Wenatchee River Ranger District Climbing Ranger	4.00	3.71	3.93	3.64	3.86	19.14
7	Snoqualmie Pass Interstate 90 Corridor Winter Education	3.43	4.07	4.00	3.57	3.93	19.00
8	Northwest Region Forest Watch Support	3.79	3.71	4.00	3.29	3.93	18.71
9	Mount Baker Ranger District Mountain Stewards 2013-2014	3.43	3.71	4.21	3.57	3.64	18.57
10	Snoqualmie Pass Interstate 90 Corridor Summer Education	3.43	3.71	4.00	3.57	3.64	18.36
11	Water Trails Sound Education and Action Team	3.50	3.64	3.93	3.50	3.64	18.21
12	Cle Elum Wilderness Education 2013-2014	3.29	3.50	4.14	2.93	3.86	17.71
13	Wenatchee River Ranger District Snow Ranger	3.36	3.71	3.86	3.14	3.50	17.57
14	Stock Rangers	3.36	3.36	3.71	3.29	3.50	17.21
15	Pomeroy Winter Trail Patrol	3.00	3.36	3.64	3.64	3.50	17.14
16	Leave No Trace-Tread Lightly	3.36	3.64	3.86	3.43	2.71	17.00
17	Wenatchee River Ranger District Wilderness Education	3.29	3.50	3.71	2.86	3.21	16.57
18	Gifford Pinchot National Forest Snow Ranger	3.14	3.29	3.57	3.29	3.14	16.43

## Recreational Trails Program

### Education Project Summaries (In Rank Order)

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#### **Washington Department of Natural Resources Providing a Forest Watch Program**

**Grant Request: \$10,000**

The Department of Natural Resources will use this grant to fund the Volunteer Forest Watch program in the department's Northwest Region in Skagit County. The grant will pay for the staff time to coordinate Forest Watch activities and the supplies and materials for the Forest Watch participants. The program will cover efforts on the Blanchard Forest and Les Hilde trails for non-motorized use and the Walker Valley off-road vehicle trail system. The Department of Natural Resources will contribute \$5,000 in staff labor. (12-1034)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Paying for Mount Baker Climbing Rangers**

**Grant Request: \$20,000**

The Mount Baker Ranger District will use this grant to pay for a second ranger in its Climbing Program. One ranger working alone cannot safely get to all the areas on Mount Baker where climbing occurs. Two rangers, however, can work as a rope team on the mountain to access camps, routes, and the summit. As a skilled and experienced rope team, the rangers will contact the public and educate them on proper waste disposal, promote proper climber preparedness, and increase safe climbing practices. Thousands of climbers attempt the Mount Baker summit each season. The climb is physically challenging and all the routes require technical mountaineering skills. Climbers need to be experienced in glacier travel and crevasse rescue, proficient at route finding, and have proper equipment before attempting the summit. The Mount Baker Ranger District will contribute \$28,425 in donated and staff labor. (12-1047)

#### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest Coordinating the Mountain Stewards Program**

**Grant Request: \$20,000**

The Mount Baker Ranger District will use this grant to provide a volunteer coordinator for the Mountain Steward Program. Mountain Stewards is an adult volunteer program dedicated to the education of visitors on four of the busiest trail systems in the Mount Baker Wilderness and National Recreation Area and around the Heather Meadows area. Mountain Stewards hike these trails to educate visitors about safety, wilderness ethics, protecting the environment, and forest regulations, and to provide general information about the areas. Volunteers have made nearly 23,000 visitor contacts during the past ten seasons that the program has been operating. The Mountain Steward coordinator will manage the program, provide all training, organize supplies and materials, perform check-in procedures for accountability, and support volunteers during their participation in the program. The Mount Baker Ranger District will contribute \$23,300 in donated and staff labor. (12-1048)

## Recreational Trails Program

### Education Project Summaries (In Rank Order)

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#### **Back Country Horsemen of Washington Educating the Public about Minimum Impact Camping**

**Grant Request: \$20,000**

The Back Country Horsemen of Washington will use this grant to print pamphlets and banners, buy educational supplies, and provide expenses for volunteers in its low impact camping education program called Minimum Impact Recreation. The Back Country Horsemen of Washington has been teaching people to respect the environment for 30 years and it holds yearly classes to educate both front and back country users about how to minimize their impact on the land. The organization will deliver their Minimum Impact Recreation educational program at public events, horse expos, retail stores, and youth group gatherings. The organization develops educational materials that are specific to different ecosystems in Washington. Back Country Horsemen of Washington will contribute \$5,000 in donated labor. (12-1187)

#### **U.S. Forest Service, Okanogan National Forest Providing Rangers to Patrol Stock Trails and Camping Areas**

**Grant Request: \$20,000**

The Methow Ranger District will use this grant to fund one seasonal ranger and a volunteer ranger to patrol the Pasayten and Lake Chelan Sawtooth Wilderness areas, focusing on areas used by horse riders and stock. High amounts of pack stock and horse riding in these areas has led to undesirable impacts to trails and campsites and to conflicts with other user groups. Rangers will educate visitors to promote backcountry practices that will reduce impacts to the land and conflicts with other users. The grant will cover salary, uniforms, tools, camp-out per diem, transportation, pack and saddle stock, and training. About 30 percent of the visitors in Pasayten and Lake Chelan Sawtooth Wildernesses is horse riders. In the Pasayten, rangers will focus on the Spanish Camp Area, the Larch Creek Trail, and Horseshoe Basin. In the Lake Chelan-Sawtooth Wilderness, they will focus on trails that originate from the popular Twisp River Horse Camp. The Methow Ranger District will contribute \$22,780 in donated and staff labor, and agency equipment and materials. (12-1596)

#### **U.S. Forest Service, Gifford Pinchot National Forest Providing a Snow Ranger in the Gifford Pinchot National Forest**

**Grant Request: \$20,000**

The Mount Adams Ranger District will use this grant to fund a snow ranger to patrol the Gifford Pinchot National Forest, which includes nearly all of the snow country of the southern Washington Cascade Mountains, nearly 165 miles of groomed snowmobile trails, and more than 100 miles of cross-country ski trails. The ranger will educate the public about safety and provide timely weather condition information. The Forest Service has funding for only one ranger, and without a second, no patrolling would occur. The Mount Adams Ranger District will contribute \$26,770 in donated and staff labor and agency equipment and materials. (12-1601)

## Recreational Trails Program Education Project Summaries (In Rank Order)

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### **U.S. Forest Service, Wenatchee National Forest Providing a Wilderness Ranger**

**Grant Request: \$20,000**

The Cle Elum Ranger District will use this grant to fund one seasonal wilderness ranger, for two summers, to patrol more than 150 miles of wilderness trail in Kittitas County open to hiking and horseback riders. The ranger district manages 86,000 acres of the Alpine Lakes Wilderness, which is one of the most popular areas in Washington for backpacking, day hiking, horseback riding, horse packing, and mountaineering. The Wilderness contains 157 miles of trail, 12 trailheads, more than 60 lake destinations, and more than 750 wilderness campsites. Patrols emphasize education of wilderness regulations in place to protect the land and trails. The area receives more than 35,000 visits a year. The Cle Elum Ranger District will contribute \$10,000 in federal funding and donated labor. (12-1681)

### **U.S. Forest Service, Wenatchee National Forest Providing the Cle Elum Winter Trail Patrol**

**Grant Request: \$20,000**

The Cle Elum Ranger District will use this grant to fund two education and safety snow rangers to patrol the 21 Sno-parks, 500 miles of groomed winter trails, and about 300,000 acres of backcountry area in the Wenatchee National Forest. Snow rangers and volunteers will educate users about safe and courteous operation, trail conditions, avalanche awareness, winter survival, trail etiquette, and respect for wilderness and non-motorized areas. This snow ranger program will provide consistent field presence and one-on-one interaction with visitors, which is effective at reducing conflicts and providing education in this heavily-used winter recreation region of the state. The snow rangers also will attend club gatherings and council meetings and work with volunteers on weekends and holidays. The Cle Elum Ranger District will contribute \$59,000 in donated and staff labor and a state grant. (12-1713)

### **U.S. Forest Service, Mount Baker-Snoqualmie National Forest**

#### **Coordinating the Snoqualmie Volunteer Ranger Program**

**Grant Request: \$20,000**

The Snoqualmie Ranger District will use this grant to hire a seasonal coordinator and buy supplies for the volunteer program for two years. The coordinator is a field-based crew leader who recruits, trains, supervises, and supports volunteer rangers patrolling the Alpine Lakes, Clearwater and Norse Peak Wilderness, and surrounding backcountry. The coordinator and volunteer rangers contact visitors to provide information, help promote safety in the backcountry, and protect the environment. This program focuses on community outreach including walks, talks, work parties, slide shows, and visitor center displays, interpretive programs, and environmental education efforts. More than 100,000 visitors use trails in the ranger district each year. For the past 10 years, 30 to 50 volunteers have donated between 3,000 and 5,000 hours each season. The Snoqualmie Ranger District

## Recreational Trails Program Education Project Summaries (In Rank Order)

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will contribute \$73,670 in federal funding, staff labor, and donations of equipment and labor. (12-1740)

### **U.S. Forest Service, Wenatchee National Forest Providing Snowmobile Rangers**

**Grant Request: \$10,000**

The Entiat Ranger District will use this grant to provide two teams of snowmobile patrols to educate visitors about safe and courteous trail use, including safe travel speeds, avalanche awareness, winter survival, respect of other trail travelers, and to minimize conflicts between users. The teams also will help maintain more than 250 safety signs, hand out information and area maps, and help offer snowmobile safety classes. These patrol and education efforts over the past 13 years have greatly reduced the number of serious accidents on this very popular trail system. The Entiat and Wenatchee River Ranger Districts in Chelan County groom more than 200 miles of snowmobile trails weekly. This past winter, an estimated 45,000 snowmobilers used this trail system and facilities. The Entiat Ranger District will contribute \$19,720 in staff labor, a state grant, and donations of equipment and labor. (12-1759)

### **U.S. Forest Service, Wenatchee National Forest Providing a Snow Ranger**

**Grant Request: \$20,000**

The Wenatchee River Ranger District will use this grant to fund a snow ranger to educate visitors about safe and responsible backcountry and wilderness use in Chelan County. The grant also will be used to buy and strategically install boundary markers and informational signs. The ranger district hopes these efforts will reduce the number of snowmobilers and users of other motorized vehicles trespassing into wilderness areas. The Wenatchee River Ranger District will contribute \$21,560 in donated and staff labor and agency equipment. (12-1778)

### **U.S. Forest Service, Wenatchee National Forest Providing Winter Education at Snoqualmie Pass**

**Grant Request: \$20,000**

The Cle Elum Ranger District will use this grant to fund two winter backcountry education and interpretive rangers to cover the backcountry at Snoqualmie Pass in Kittitas County. The rangers will provide information on Sno-Parks and contact backcountry skiers, snowmobilers, snowboarders, sledders, hikers, climbers, and snowshoers. They will lead educational snowshoe walks into the backcountry with the goal of educating users about winter safety, avalanche danger assessments, route finding, and winter ecology. One of the rangers also will coordinate volunteers, supervising up to 20 volunteers. Common problems in the winter backcountry are lack of avalanche training and education, oversized groups in the Alpine Lake Wilderness, winter preparedness and safety, and a need for general route finding and SnoPark information. Fatalities and injuries, from avalanches and lost winter



## Recreational Trails Program

### Education Project Summaries (In Rank Order)

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recreationists, have increased the need for more education. The Cle Elum Ranger District will contribute \$52,600 in donated and staff labor. (12-1795)

#### **U.S. Forest Service, Wenatchee National Forest** **Grant Request: \$20,000** **Providing Summer Education Rangers for the Interstate 90 Corridor**

The Cle Elum Ranger District will use this grant to fund two summer field and visitor center rangers to cover the backcountry along the Interstate 90 corridor. The rangers will provide information about protecting the environment and lead educational walks at Snoqualmie Pass focusing on the ecology of the Cascade Mountains, restoration, and stewardship activities. Common problems in the backcountry are lack of education, preparedness, and safety, and a need for general recreation information. Fatalities and injuries have increased the need for more education. The Cle Elum Ranger District will contribute \$58,000 in donated and staff labor. (12-1796)

#### **Washington Water Trails Association** **Grant Request: \$19,943** **Water Trails Sound Education and Action Team**

The Washington Water Trails Association will use this grant to support its award-winning Sound Education and Action (SEA) Kayaker Team educators and a trainer program for two years. The kayaker team works on the Cascadia Marine Trail in Puget Sound to educate water trail users and the public about ways to reduce the environmental impact on waterways and shore lands. The Washington Water Trails Association will contribute \$16,317 from a local grant, donations of cash, and staff labor. (12-1836)

#### **U.S. Forest Service, Umatilla National Forest** **Grant Request: \$10,000** **Teaching Environmental Stewardship to Students**

The Pomeroy Ranger District will use this grant to fund a program to teach environmental stewardship to mostly 6<sup>th</sup> grade students attending Camp Wooten State Park Environmental Learning Center in the Umatilla National Forest near the Wenaha-Tucannon Wilderness Area. The environmental stewardship principles, when applied, reduce impacts to the environment at wilderness campsites, trailheads, and trails. Influencing students when they're young teaches a better respect for the environment that is carried throughout their adult life. The Pomeroy Ranger District manages 177,000 acres, 17 trailhead, and 300 miles of trails in the Wenaha-Tucannon Wilderness. The Pomeroy Ranger District will contribute \$10,000 in donated and staff labor and agency equipment. (12-1844)

## Recreational Trails Program Education Project Summaries (In Rank Order)

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### **U.S. Forest Service, Wenatchee National Forest Providing Wilderness Education**

**Grant Request: \$20,000**

The Wenatchee River Ranger District will use this grant to fund a seasonal ranger to patrol the district from May to October for two years. The wilderness ranger will educate visitors about environmental stewardship and develop bulletin board postings, Web site information, and brochures. The ranger district encompasses some of the most popular day hiking, backpacking, and horse packing destinations in Washington. Thousands of visitors flock to areas such as Eightmile Lake, Colchuck Lake, Stuart Lake, Spider Meadows, Lake Valhalla, Merritt Lake, and Ingalls Lake each year. Other areas, such as Buck Creek Pass, Boulder Pass, and Frosty Pass, receive heavy use from pack and saddle stock users, particularly during hunting season. All these areas see relatively little Forest Service presence because of budget limits. The Wenatchee River Ranger District will contribute \$22,000 in donated and staff labor and agency equipment. (12-1848)

### **U.S. Forest Service, Umatilla National Forest Providing the Pomeroy Winter Trail Patrol**

**Grant Request: \$10,000**

The Pomeroy Ranger District will use this grant to fund one ranger to patrol five Sno-parks, 138 miles of groomed winter trails, and about 180,000 acres of backcountry area near Pomeroy in Garfield County open to winter recreation. The ranger and volunteers will educate users about safe and courteous snowmobile operation, trail conditions, avalanche awareness, winter survival, trail etiquette, big game winter range closures, and respect for wilderness and non-motorized areas. This snow ranger program will provide consistent field presence and one-on-one interaction with visitors, which reduces conflicts and educates visitors in this heavily-used snowmobile riding and winter recreation area in southeast Washington. The snow ranger also will attend club gatherings, council meetings, and events. The Pomeroy Ranger District will contribute \$22,000 in donated and staff labor and agency equipment. (12-1850)

### **U.S. Forest Service, Wenatchee National Forest Providing a Climbing Ranger**

**Grant Request: \$20,000**

The Wenatchee River Ranger District will use this grant to fund a seasonal climbing ranger for two years to patrol popular climbing areas near Leavenworth. The ranger will educate climbers on minimizing natural resource and social impacts, assess use levels, determine signing and educational needs, develop handouts and a climber information Web page, and establish new partnerships with climbing organizations, clubs, and volunteer groups. The areas surrounding Leavenworth are regionally and nationally known destinations for climbing, drawing tens of thousands of climbers each year. Very high use in concentrated climbing areas has damaged the land and threatens access to these beloved areas. The

## Recreational Trails Program Education Project Summaries (In Rank Order)

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impacts include damage to sensitive and rare plants, disturbance of at-risk wildlife, and social impacts such as crowding and improper disposal of human waste. The Wenatchee River Ranger District will contribute \$36,000 in federal funding, donated labor, agency equipment, and a state grant from the Nonhighway and Off-road Vehicle Activities program. (12-1851)

## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013  
**Title:** Applications Submitted for Boating Infrastructure Grant (BIG) Program Funding  
**Prepared By:** Marguerite Austin, Section Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

This memo presents the applications that have been submitted for Boating Infrastructure Grant (BIG) program funding in 2013.

### 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 Recreation and Conservation Funding Board (board) has delegated the following authority to the Recreation and Conservation Office (RCO) director for the Boating Infrastructure Grant (BIG) program:

- The director may approve funding for Tier 1 projects. The approval is based on the Boating Programs Advisory Committee (BPAC) review. If there are multiple applications the committee evaluates and ranks the projects.
- The director may submit Tier 2 projects to the U.S. Fish and Wildlife Service (USFWS) for the national competition following review of the projects by the BPAC and presentation of the applications at a regular meeting of the board.

### Federal Fiscal Year 2013 Supplemental Grant Round

This spring, the USFWS held a supplemental grant round for the BIG Program to use remaining 2013 funds. At its April 2013 meeting, the board authorized the director to submit Tier 2 applications to the USFWS before board review, with the understanding that the projects would be presented in June 2013.

In May, applicants submitted to RCO one Tier 1 project and one Tier 2 project for the supplemental grant round. The Tier 2 project was later withdrawn because of an eligibility issue. Staff submitted the Columbia Point Marina Improvements project (13-1301D) to the USFWS for Tier 1 funding approval. It is described in Attachment A.

## **Federal Fiscal Year 2014 Grant Round**

The USFWS is expected to announce its request for proposals for the regular federal fiscal year 2014 grant round for the BIG program in June. RCO's grant cycle is currently underway. On June 3, we received one Tier 1 application for funding consideration: the Tokeland Marina Large Vessel Breakwater 2013 (13-1396D) project. The proposal is described in Attachment B.

## **Boating Infrastructure Grant Program Description**

### **Program Policies**

The U.S. Congress created the 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, and buoys.

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 1 applications are not guaranteed, but have a high probability of funding approval.
- 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 national competition with no assurances of success.

Rules governing Washington's program are found in Manual #12, *Boating Infrastructure Grant Program*.

<b>Eligible Applicants:</b>	Local governments, state agencies, port districts, tribal governments, and private marinas and nonprofit organizations with facilities open to the general public
<b>Eligible Projects:</b>	Development, renovation, education, and information
<b>Match Requirements:</b>	Grant recipients must provide at least 25% matching funds in either cash or in-kind contributions.

<b>Funding Limits</b>	<p>Tier 1: The minimum fund request is \$5,000 with a maximum request of \$95,000.</p> <p>Tier 2: The minimum fund request is \$100,001 with a maximum request of \$1,455,000.</p>
<b>Public Access:</b>	Required for a minimum of 20 years
<b>Other Program Characteristics:</b>	<ul style="list-style-type: none"> <li>• Projects must be located on navigable waters.</li> <li>• Transient moorage is limited to 10 days.</li> <li>• Key priorities in the evaluative process include partnerships, percent of sponsor match, innovation, and access to sites of national, regional or local significance.</li> </ul>

## BIG Tier 1 Project Evaluation

The Boating Programs Advisory Committee (BPAC), which includes representatives from state and local agencies and citizens with expertise in boating access facilities, reviews project proposals. The review for the supplemental grant round took place in early May, and the review for federal fiscal year 2014 projects will take place in July.

For the 2013 grants cycle, the director will approve Tier 1 funding based on the recommendation of the committee because there is only one application for the supplemental grant round and one application for federal fiscal year 2014.

## Program Funding

Washington State typically receives \$100,000 each year for BIG Tier 1 projects. Last year, we submitted one application, which use only part of the federal fiscal year 2013 funds. We have \$50,751 remaining. In May, we submitted the Columbia Point Marina Improvements project and requested partial funding for the project.

Although the state budget has not yet passed as of this writing, RCO staff anticipates that it will include authorization to expend any federal funds that we receive.

When federal fiscal year 2014 funds become available, we will use those funds to finish funding the Columbian Point project. Any remaining funds would be set aside for the Tokeland Marina Large Vessel Breakwater 2013 project, following BPAC review and USFWS approval.

## Next Steps

The director will submit the federal fiscal year 2014 project to the U.S. Fish and Wildlife Service for fund consideration following review by the Boating Programs Advisory Committee.



## **Attachments**

- A. Boating Infrastructure Grant Program Tier 1 Project Proposal for the FFY 2013 Supplemental Grant Round
- B. Boating Infrastructure Grant Program Tier 1 Project Proposal for the FFY 2014 Grant Round
- C. Map of Project Locations

## Boating Infrastructure Grant Program Tier 1 Project Proposal for the FFY 2013 Supplemental Grant Round

<b>Number</b>	13-1301	<b>Grant Request</b>	\$85,218
<b>Type</b>	Development	<b>Match</b>	\$28,407
<b>Name</b>	Columbia Point Marina Improvements	<b>Total Cost</b>	\$113,625
<b>Sponsor</b>	Richland		

### Description:

Improvements to Columbia Point Marina Park boat docks involve replacing six power pedestals that serve nine 30-foot boat slips that were originally installed in 1988 and installing seven new power pedestals on docks that were constructed in 2008. All of the newer docks accommodate vessels up to 100 feet long. This project also will include the installation of about 550 linear feet of dock bumpers to protect the boats from scraping the whalers.

Columbia Point Marina Park is a 14.1-acre park specifically designed for recreational boaters. It provides the only overnight moorage in the city of Richland. It is located adjacent to a popular restaurant and event center and a first class nine-hole golf course. Boating Facilities Program grants funded most of the development in the park. A Washington Wildlife and Recreation Program Trails category grant funded the regional trail that runs through the park along the Columbia River and connects it with the city's three largest and most heavily used parks via a seven mile uninterrupted barrier-free trail.

## Boating Infrastructure Grant Program Tier 1 Project Proposal for the FFY 2014 Grant Round

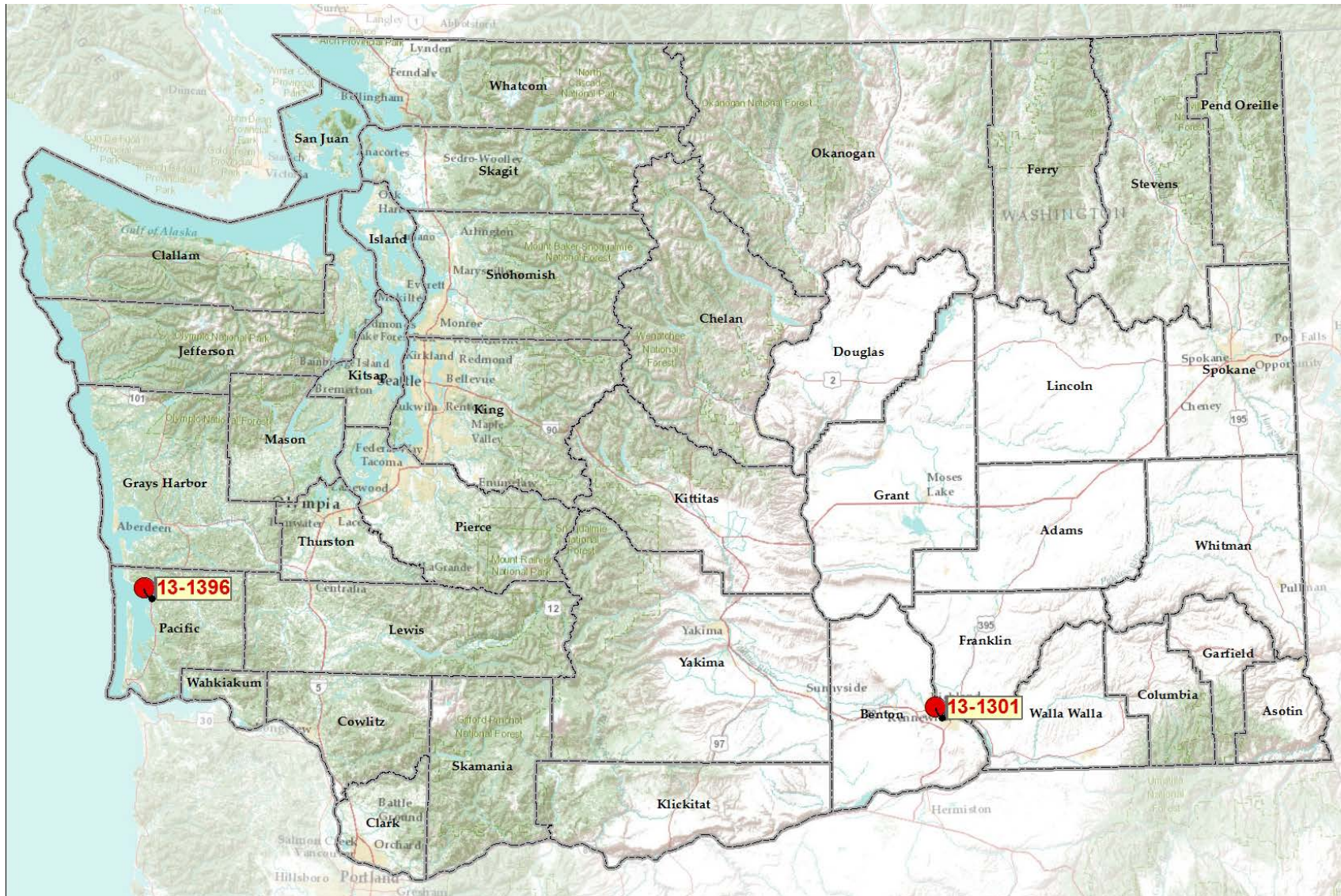
<b>Number</b>	13-1396	<b>Grant Request</b>	\$78,520
<b>Type</b>	Development	<b>Match</b>	\$26,174
<b>Name</b>	Tokeland Marina Large Vessel Breakwater 2013	<b>Total Cost</b>	\$104,694
<b>Sponsor</b>	Port of Willapa Harbor		

**Description:**

The scope of this portion of a larger marina renovation project involves replacing an old wooden float with a new 300 foot float as part of a transient moorage float system. The new floats will serve as a breakwater for a portion of the marina. BIG grant funds have been prorated to cover the costs of the new transient float attributable to use by boats 26 feet and larger.

Tokeland Marina is located on the Tokepoint Peninsula in Pacific County. The marina has moorage for 42 boats and all of these slips are leased annually. Lack of short-term moorage forces larger boaters to bypass the marina. Boaters will benefit from the new moorage as well as other planned improvements at the site. These improvements, proposed for funding through the Boating Facilities Program and other sources, include new restrooms and showers, new picnic areas and landscaping, renovations to the RV park, expanded parking and lighting, and ADA pathways throughout the facility.

## Map of Project Locations







STATE OF WASHINGTON

RECREATION AND CONSERVATION OFFICE

To: Recreation and Conservation Funding Board

From: Bill Chapman, Chair

Subject: Approach to the Director's Evaluation for 2013

Date: June 2013

Over the past several years, the board has reviewed the Director's performance based on her self-assessment, performance data, surveys, and feedback gathered from our external stakeholders.

I suggest we use an approach similar to the one used in 2012 to conduct the Director's evaluation in 2013. Given some staffing changes at the RCO, the feedback from our external stakeholders will be gathered using a written survey, instead of over the phone. I am proposing a few changes to the timeline so that the work can be done before the November meeting. Mid-fall is generally a good time for the evaluation because it allows time for staff to finish the fiscal year and assess performance.

**Proposed Process**

1. Shortly after the June meeting, the chair will appoint a subcommittee (the chair and two board members) to work over the late summer and early fall to review the previous year's expectations, director's self-assessment and performance data, as well as gathering feedback from our external stakeholders. The two appointed roles should rotate among the board members.
2. By **September 7**, the subcommittee will compile a list of individuals to contact for feedback, including board members, chairs of other RCO-supported boards and councils (Salmon Recovery Funding Board and Invasive Species Council), and key stakeholders.
  - Key stakeholders include Washington Wildlife and Recreation Coalition, Washington Recreation and Park Association, The Nature Conservancy, The Trust for Public Lands, Mountains to Sound Greenway Trust, and Forterra.

3. By **September 16**, the director will submit to the subcommittee a self-assessment of her performance along with the agency's performance data. This self- assessment will be based on the previous fiscal year's performance measures. The self-assessment will include:
  - A discussion of appropriate metrics and any trends, issues, or opportunities illustrated by those metrics
  - An identification of her priorities for the next year, including any suggestions on metrics and other ways to measure her performance in the next year's evaluation.
4. The Director's executive assistant will distribute an evaluation survey to the individuals in item #2 and provide the results to the RCFB chair by **October 9**.
5. The chair will convene the subcommittee to consider all feedback and develop a written summary of the director's performance. By **October 25**, the chair will prepare a draft with review and comment by committee members.
6. In executive session during the board's **November 6-7** meeting, the board will discuss the results of the subcommittee's gathered information and reach a conclusion on the director's performance for the preceding year.
7. In the same executive session, the board will present its findings to the director with an opportunity for response.
8. The chair will then work with the Director to arrange a meeting to report and verbally discuss the results of the performance evaluation with our designated liaison in the Governor's office.



## Recreation and Conservation Funding Board Briefing Memo

**Meeting Date:** June 2013  
**Title:** Approve State Comprehensive Outdoor Recreation Plan (SCORP)  
**Prepared By:** Rebecca Connolly, Accountability Manager

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

### Summary

The Recreation and Conservation Office (RCO) worked with a consultant to complete the State Comprehensive Outdoor Recreation Plan (SCORP). This memo describes the changes to the plan since the draft was presented to the Recreation and Conservation Funding Board (board) in April, and the steps needed for state and federal approval.

### Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Resolution #: 2013-18

Purpose of Resolution: Approve the State Comprehensive Outdoor Recreation Plan.

### 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) in January 2013. The consultant released the draft in March 2013, and reviewed both the draft and public comment with the board in April. Since then, they have prepared a final document for approval that incorporates feedback from the public and the board.

## Changes Made to the Plan Based on Public Comment and Board Feedback

The consultant clarified some of the language, charts, and graphs in the report based on comments from the public. In addition, they made the following major edits to the document as requested by the board, National Park Service, advisory group, and/or RCO staff.

### Additional Sections

- A discussion on the nexus between recreation participation and the obesity reduction was added, noting the opportunity to reduce healthcare costs statewide with more recreation participation.
- A section was added that explains how outdoor recreation and education can be mutually supportive.
- A section was added that connects the importance of hunting, fishing, and wildlife viewing to the state's economy.
- Discussion of the Growth Management Act was included in the section that cites growing urbanization as a major demographic trend that is expected to affect recreation demands.
- Discussion of the National Recreation and Park Association's PRORAGIS software was added to identify an option for an electronic tool that is used to map recreation supply.
- As recommended by the National Park Service, a description of wetland types used by the Department of Ecology was added to the document. Discussion of the Shoreline Management Act requirements also was added.

### Clarifications

- The definitions of recreational and environmental sustainability were improved based on advisory group comments.
- Language was added to highlight some of the different opinions expressed by SCORP Town Hall participants about recreation user fees, such as the Discover Pass.

### Implementation Plan

At the request of the National Park Service, the plan now identifies the following ten priorities for the state for the next five years.

1. Promote the economic benefits of outdoor recreation in communication and outreach.
2. Maximize sustainability and environmental stewardship.
3. Continue to offer diverse outdoor recreation activities and opportunities.
4. Take advantage of current technology by using a map-based information system to provide an inventory of outdoor recreation supply.
5. Recognize there are two inter-related factors of sustainable recreation (environmental sustainability and recreational sustainability).

6. Follow the Recreation and Conservation Funding Board's guidelines for sustainability.
7. Use the National Park Service's *Green Parks Plan* and the Washington State Department of Commerce and Recreation and Conservation Office's *Planning for Parks, Recreation, and Open Space in Your Community* as touchstones for promoting environmental sustainability and stewardship.
8. Continue support of *America's Great Outdoors Initiative*.
9. Consider the implications of changing demographics when making recreation decisions.
10. Increase and improve access for disabled recreationists in Washington.

Also at the request of the National Park Service, the plan identifies these four priorities for the LWCF program.

1. Maximize sustainability and environmental stewardship.
2. Continue to offer diverse outdoor recreation activities and opportunities.
3. Increase and improve access for recreationists with disabilities in Washington.
4. Consider the implications of changing demographics when making recreation decisions.

### Additional Recommendations

The following recommendations were added to Chapter 7.

- Increase youth exposure to outdoor recreation opportunities with greater focus on outdoor experiences in the classroom.
- Expand the educational value of outdoor recreation through partnerships with environmental, conservation, and educational organizations.
- Update the *1999 Public and Tribal Lands Inventory*.

In addition, a list of the advisory group recommendations is now included as an appendix.

### Documents under Separate Cover

Based on recommendations from the advisory group, several documents were added under separate cover.

- Results of SCORP General Population Survey
- Results of the SCORP Survey of Providers
- Level of Service Scores
- Public input received at the 2013 SCORP Town Hall Blog Web site
- Placeholder for the Washington State Trails Plan Placeholder<sup>1</sup>

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<sup>1</sup> The trails plan was added to the SCORP in 2013. It will be completed in November 2013 and added to

## Executive Summary

The consultant worked with RCO staff to prepare a full-color executive summary that can be printed and distributed to legislators and key stakeholders. The summary is a separate document that highlights key findings and conclusions of the main report.

## Board Decision Requested

The board is being asked to approve the final SCORP document.

## Analysis

### Strategic Plan Link

Approving this plan meets the board objectives to (1) provide leadership to help our partners strategically invest in the protection, restoration, and development of habitat and recreation opportunities and (2) ensure that funded projects and programs are managed in conformance with existing legal authorities.

### Public Comment Received

Public comment was received on the draft plan and discussed with the board in April 2013. The National Park Service submitted a few additional comments, such as the request for an implementation plan, after the April 2013 board meeting. No further comments were received.

## Staff Recommendation

Staff recommends that the board approve the 2013 State Comprehensive Outdoor Recreation Plan as presented.

## Next Steps

RCO has requested an extension from the National Park Service for the SCORP document, which expires on June 30, 2013. The extension will prevent any break in the state's eligibility to receive federal LWCF funds. The extension was requested to allow time for the board, the Governor, and the National Park Service to approve the plan.

Following board approval, the plan will be submitted to the Governor, who will be asked to certify that the public has had sufficient opportunity to participate in the plan's development. This certification is a requirement of the LWCF Act of 1965<sup>2</sup>. Typically, certification is provided in the form of a cover letter to the plan.

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the document at that time. See [April 2013 board memo #6](#).

<sup>2</sup> Public Law 88-578, 78 Stat 897

Following the Governor's certification, the RCO will submit the SCORP to the National Park Service, which will review the plan to ensure it meets the requirements of the LWCF Act. Staff hopes to secure NPS approval in the fall, so that the plan can be distributed publicly and form the basis for changes to LWCF criteria before the 2014 grant cycle.

Members of the public (over 700 residents) and the many stakeholders who helped develop the plan will be contacted to thank them for their participation and to give them a link to the plan.

## Attachments

### Resolution 2013-18

- A. Outdoor Recreation in Washington: The 2013 State Comprehensive Outdoor Recreation Plan

Documents provided under separate cover (see memo page 3) are available on the board's Web page for download: [http://www.rco.wa.gov/boards/rcfb\\_meetings.shtml](http://www.rco.wa.gov/boards/rcfb_meetings.shtml)

Recreation and Conservation Funding Board  
Resolution 2013-18  
Approval of the 2013 State Comprehensive Outdoor Recreation Plan

**WHEREAS**, 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; and

**WHEREAS**, To be eligible for the funds, Washington State must submit a State Comprehensive Outdoor Recreation Plan (SCORP), and update that plan at least every five years; and

**WHEREAS**, the Washington State SCORP must be updated and approved by the NPS in 2013; and

**WHEREAS**, the Recreation and Conservation Office (RCO) has worked with a consultant to produce an updated SCORP document that assesses current outdoor recreation facilities and opportunities, projects future needs for and challenges to the delivery of recreational opportunities, and addresses key issues of importance to recreation planning and funding; and

**WHEREAS**, the development of this SCORP document involved ample public participation including a scientifically and statistically valid survey of residents, an internet blog through which thousands of residents reviewed documents and provided comments, and a public advisory committee; and

**WHEREAS**, the document meets the criteria set forth by the NPS for state comprehensive outdoor recreation plans; and

**WHEREAS**, approving this plan meets the Recreation and Conservation Funding Board (board) objectives to (1) provide leadership to help our partners strategically invest in the protection, restoration, and development of habitat and recreation opportunities and (2) ensure funded projects and programs are managed in conformance with existing legal authorities;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the 2013 Washington State Comprehensive Outdoor Recreation Plan (SCORP) as presented; and

**BE IT FURTHER RESOLVED**, that the director is authorized to submit the SCORP to the Governor and NPS for subsequent certification and approval.

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

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

*Adopted/Defeated/Deferred (underline one)*

*Date:* \_\_\_\_\_





# **OUTDOOR RECREATION IN WASHINGTON**

## **THE 2013 STATE COMPREHENSIVE OUTDOOR RECREATION PLAN**

### **FULL REPORT**

**May 2013**



## **A MESSAGE FROM THE GOVERNOR**

Insert message from the Governor

Message from the Governor (continued)



## **A MESSAGE FROM THE RECREATION AND CONSERVATION OFFICE AND THE RECREATION AND CONSERVATION FUNDING BOARD**

Insert letter from Kaleen Cottingham



Letter from Kaleen (continued)

Letter from Kaleen (continued)

## ACKNOWLEDGEMENTS

Governor Jay Inslee

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We would also like to take this opportunity to thank all the residents and recreationists of Washington for their contributions to this planning effort, including their involvement in Town Halls, the Advisory Group, the general population survey, and their contributions of photographs and personal stories. We also thank the recreation providers who participated in their own survey.

The preparation of this plan was financed in part through a planning grant from the National Park Service, United States Department of the Interior, under the provisions of the Land and Water Conservation Fund Act of 1965 (Public Law 88-578, as amended).

## EXECUTIVE SUMMARY

### Definitions

**Recreation facilities:** The land provided and infrastructure developed to support outdoor recreation.

**Recreation opportunities:** The availability of facilities and 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:** Preserving and protecting the longevity of environmental resources and assets. In other words, recreation facilities and opportunities that promote environmental sustainability, provide recreation designed to minimize environmental impacts, and encourage stewardship and ethical use.

**Recreational sustainability:** Preserving and protecting the longevity of recreational assets. In other words, recreation facilities and opportunities that promote recreational sustainability are designed to maximize the useful life of recreation facilities and opportunities into the future, thereby encouraging self-supporting design, maintenance, operation, and funding.

**Latent demand:** The demand 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 nonprofit 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:

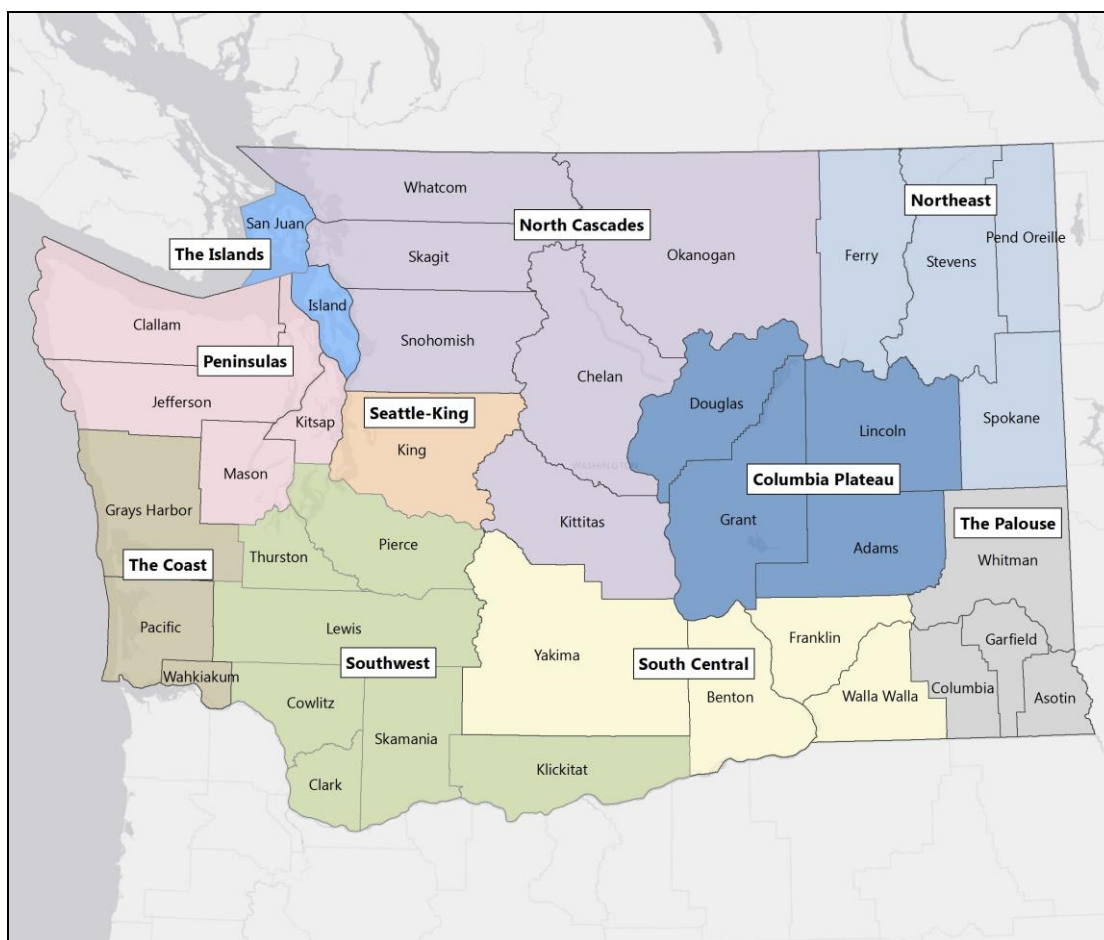
- Benefits of outdoor recreation
- Recreation participation
- Constraints to recreation participation
- Recreation equity
- Land supply and use
- Providing sustainable recreation opportunities
- Economics and funding
- Technology

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 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 three 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 nonprofit 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).





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, educational value, 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.

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" (Washington State Recreation and Conservation Office, formerly Interagency Committee for Outdoor Recreation, 2005b). Working together, cities and counties can develop ways to identify, acquire, and develop open space corridors that will help connect the public with expanded recreational trail and park opportunities in the future, before the areas are developed for urbanization. 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 participate in activities within their own communities and with members of their own ethnic or racial 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: residents with disabilities, 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 46, 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 needs, and wetlands management. 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).

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 preserving and protecting the longevity of environmental resources and assets. In other words, recreation facilities and opportunities that promote environmental sustainability provide recreation designed to minimize environmental impacts and encourage stewardship and ethical use.

Recreational sustainability focuses on preserving and protecting the longevity of recreational assets. In other words, recreation facilities and opportunities that promote recreational sustainability are designed to maximize the useful life of recreation facilities and opportunities into the future, thereby encouraging self-supporting design, maintenance, operation, and funding. The LOS helps measure sustainable access. 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, etc).

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 nonprofit providers (85.8%) support sustainable recreation, little more than half of local providers (58.2%) support 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 be avoided, minimized, or mitigated. 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, such as wildlife viewing, within the past year. In fact, the conservation of wetlands is an important priority for improving nature and wildlife viewing and for habitat enhancement for game species (e.g., ducks). For these and many other reasons, wetlands are an important component of outdoor recreation and recreation planning in Washington and should be protected and managed as a natural resource value for wildlife habitat, fishing, hunting, and wildlife viewing.

## 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 priorities for the next five years include:

- Promote the economic benefits of outdoor recreation in communication and outreach.
- Maximize sustainability and environmental stewardship.
- 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 outdoor recreation supply.
- Recognize there are two inter-related factors of sustainable recreation.
- Follow the Recreation and Conservation Funding Board's guidelines for sustainability.
- Use the National Park Service's *Green Parks Plan* and the Washington State *Planning for Parks, Recreation, and Open Space in Your Community* as touchstones for promoting environmental sustainability and stewardship.
- Continue support of *America's Great Outdoors Initiative*.
- Consider the implications of changing demographics when making recreation decisions.
- Increase and improve access for disabled recreationists in Washington.

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 planning, acquiring, and/or developing land and water area 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 planning, acquisition, and development of land and water area 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 planning, 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 in Washington, 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, local, and tribal 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 three in-person Advisory Group meetings that were open to the public. Several members of the public attended. 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).

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*“In my opinion, education is most important, as users must be aware of their role in recreation. They must be familiar with both positive and negative use impacts and how they can become a partner in providing a safe, environmentally friendly area for the present and for the future.”*

—Washington Resident, Town Hall Contributor

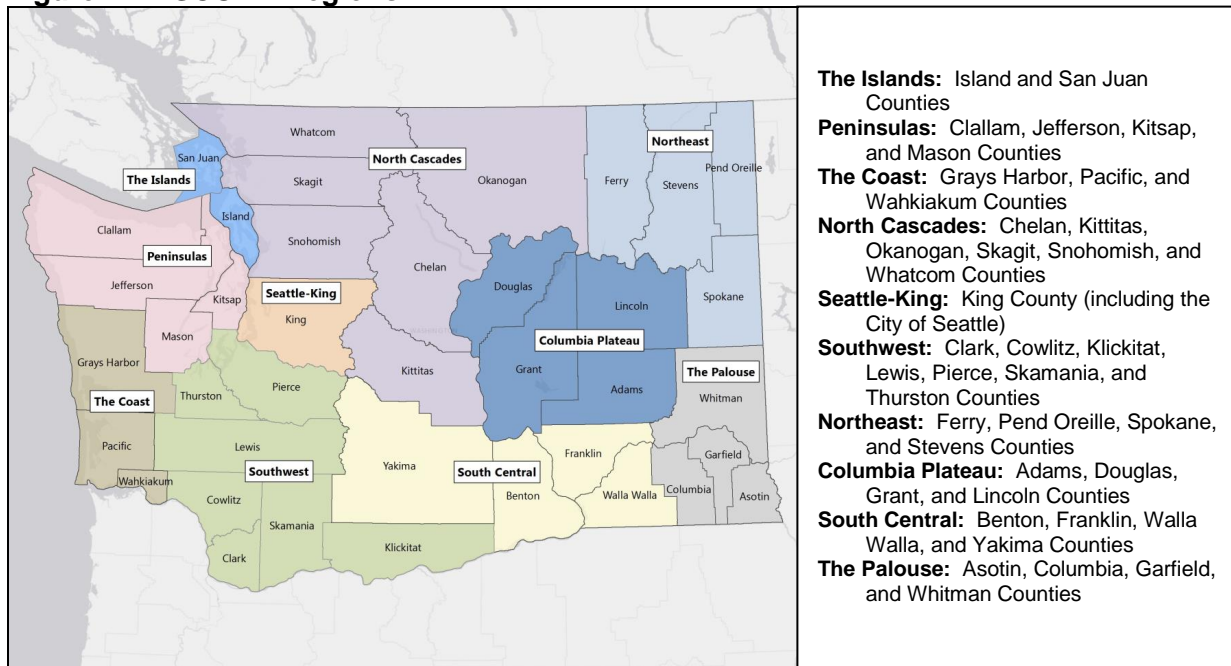
*“I recommend a guiding principle that nature protected by public parks should continue to be protected for current and future generations, and it should be accessible to everyone without regard to income.”*

—Washington Resident, Town Hall Contributor

*“The parks are natural classrooms. ...Create educational events like bird-watching tours, nature hikes, inquiry-based nature classes for children, lectures about the history of the parks, watersheds, biomes, the species that live in parks, etc. Charging nominal fees for these types of activities will give back to the community and create a long-term connection with community members, as well as give them a sense of pride in their neighborhood park.”*

—Washington Resident, Town Hall Contributor

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**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 nonprofit 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
- Educational value
- 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, educational, 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.

According to the Centers for Disease Control and Prevention, in 2008, the annual healthcare cost of obesity in the U.S. was estimated to be as high as \$147 billion a year. The annual medical burden of obesity increased to 9.1 percent in 2006 compared to 6.5 percent in 1998 (CDC, 2011). Increased participation in outdoor recreation, however, offers an opportunity to curb these trends in rising health care costs.

Exercise counteracts many of these health risks and helps diminish the risk of obesity-related chronic diseases, such as heart disease, hypertension, arthritis, diabetes, cancer, and osteoporosis. Not only does exercise and outdoor recreation result in better health for the individual, but it also helps minimize the health care costs required to prevent and/or treat obesity-related illnesses and improves productivity, resulting in significant economic benefits to the state. 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 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 to 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**nvironmental change. 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.

### **Educational Value of Outdoor Recreation**

Outdoor recreation and education are mutually supportive. Outdoor recreation provides a unique active learning environment through direct experience, with positive outcomes that range from the broader impact of encouraging investment in one's environment to the more individualized outcome of improving one's physical and mental health. For these reasons, there has been considerable focus on the importance of environmental education and how to integrate outdoor recreation into the classroom setting.

Many sedentary and indoor activities compete for people's time and interest, and this is especially true among today's youth who have been exposed to a diverse array of video games, computers, and other electronic and digital media at a very young age. As noted in a white paper produced for the Association of Fish and Wildlife Agencies: "It is clear that Americans of all ages, but particularly the generation now in its early years of formal education, stand to benefit considerably from a greater willingness to engage in outdoor activities and a more sophisticated appreciation of the natural world" (Responsive Management, 2010).

An unintended effect of the implementation of "No Child Left Behind" education requirements was that many schools began sacrificing time spent on outdoor recreation and environmental education to accommodate more focus on core subjects such as math and reading. In response, the No Child Left Inside Coalition was launched to provide incentives and support for schools to provide environmental education to students. This Coalition includes more than 2,000 business, recreational, environmental, youth, and educational groups that support a mission to devote more time and funding to environmental education. At its core, environmental education offers students an opportunity to learn outside as well as in the classroom and combats "nature deficit disorder" by actively engaging students in stewardship and environmental ethics (No Child Left Inside Coalition, 2013). The Coalition is making significant advances in environmental education, including the first-ever White House Summit on Environmental Education, which was conducted on April 16, 2012. In an unprecedented effort at advancing the mission for environmental education, the White House announced the development of a Federal Interagency Task Force on Environmental Education. With the institution of this new Task Force, the Coalition is working toward the development of a comprehensive plan to increase environmental education and expand the Department of Education's efforts toward achieving this goal.

Similar efforts are also being undertaken by other agencies and organizations. Recognizing the importance of developing a Conservation Education Strategy to guide the development of classroom curriculum, the Association of Fish and Wildlife Agencies has defined a series of benchmarks and indicators. Often used to develop and evaluate conservation and environmental public education programs, these benchmarks take a three-pronged approach to conservation education, focusing on outdoor participation, conservation literacy, and civic participation and stewardship. These benchmarks are specific to each grade level and focus on the benefits of outdoor participation, knowledge of ecological systems, and engagement in stewardship and environmental ethics (Responsive Management, 2010).

The State of Washington has mandated environmental and sustainability education learning standards, which promote three interrelated areas: ecological, social, and economic systems; the natural and built environment; and sustainability and civic responsibility. Similarly, the

Environmental Education Association of Washington is leading efforts to improve comprehensive environmental education standards in the state's schools. Its E3 Washington plan seeks to provide environmental education in all Washington schools. In addition to the health benefits of outdoor recreation, the Environmental Education Association of Washington credits the effectiveness of conservation and environmental education with improving students' scores on standardized tests.

For the past few decades, there have been numerous efforts to increase the role of outdoor recreation and environmental education in the classroom. With so many agencies and individuals devoted to providing these opportunities, the key to successful implementation and the development of an effective curriculum is collaboration and cooperation among these varied and diverse groups. With a renewed focus on environmental education, the educational value of outdoor recreation is perhaps more important than ever, and the advancement of No Child Left Inside legislation is timely and relevant.

### **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. 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).

### **Economic Contribution of Hunting, Fishing, and Wildlife-Viewing**

Because the results of the general population survey of Washington State residents conducted in support of this SCORP found that hunting and fishing participation are on the upswing in Washington, the economic impacts associated with these activities are of particular interest. The *National Survey of Fishing, Hunting, and Wildlife-Associated Recreation* is the best data source measuring state-specific expenditure estimates for hunting and fishing, and the survey also collects expenditure data for wildlife viewing. *National Survey* estimates are derived from hunting, fishing, and wildlife viewing participation data for residents 16 years old and older.

The recently released 2011 *National Survey of Fishing, Hunting, and Wildlife-Associated Recreation* provides total participation rates and expenditure figures for hunting and fishing activities in Washington State during 2011. Even more beneficial are follow-up studies using the *National Survey* data to calculate the total economic impacts for each activity. These studies, produced by the National Shooting Sports Foundation and the American Sportfishing Association in cooperation with Southwick Associates, a firm specializing in natural resource and outdoor recreation economic impact studies, consider retail sales, total multiplier effects (i.e., the total amount of spending that occurs in the economy as a result of hunter/angler spending), salaries and wages, jobs, and tax revenues.

In total, all Washington State hunting activities in 2011 generated \$370 million in retail sales, leading to a total multiplier effect of \$614 million. This spending supported 5,612 jobs in the state and \$211 million in salaries and wages. Finally, 2011 hunting activities in Washington generated \$40 million in state and local taxes and \$51 million in federal taxes (NSSF/AFWA, 2013).

Additionally, all Washington State fishing activities in 2011 generated \$1.19 million in retail sales, leading to a total multiplier effect of nearly \$1.96 million. This spending supported 16,211 jobs in the state and \$625 million in salaries and wages. Fishing activities in 2011 generated \$120 million in state and local taxes for Washington and \$150 million in federal taxes (ASA, 2013).

Expenditure data for wildlife viewing participants is limited to the estimates outlined in the *National Survey* report itself, as no follow-up analysis has determined the total economic impacts from the activity. Total expenditures from wildlife-watching participants in Washington State in 2011 amounted to \$3,173 million. The survey breaks down this total amount into trip-related and equipment-related expenditures. Washingtonians' total trip-related expenditures for wildlife viewing in 2011 came to \$507 million, including \$310 million for food and lodging, \$158 million for transportation, and \$39 million for other trip costs. Total equipment expenditures amounted to \$2,386 million, including \$200 million for wildlife-watching equipment, \$126 million for auxiliary equipment, and \$280 million for other items (USFWS, 2012).

### **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 partnership among federal, state, local, and tribal governments and private outdoor recreation providers, their partners, 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, nonprofit 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 nonprofit organizations 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.

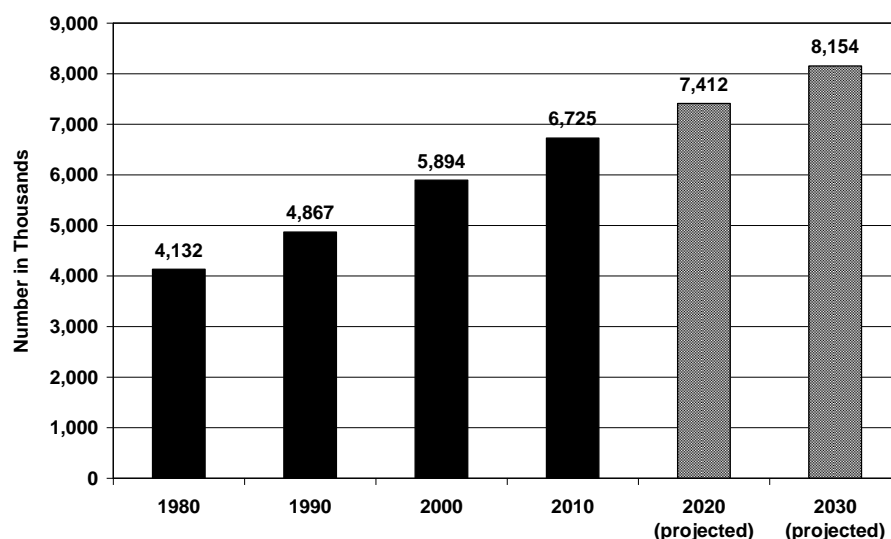
## DEMOGRAPHIC INFORMATION ABOUT WASHINGTON

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%.

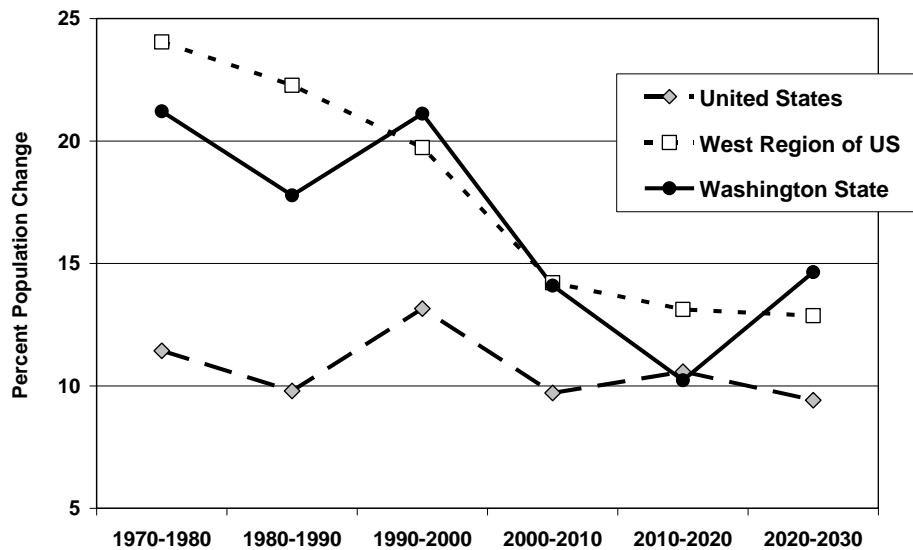
**Figure 1.2: Population in Washington from 1980 to 2030.**



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.

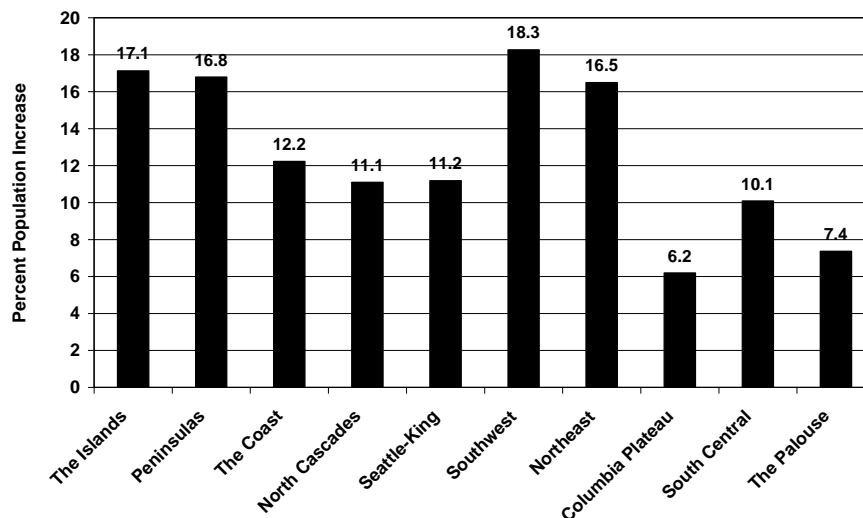
**Figure 1.3: The Percent of Population Change for the United States, the West Region of the United States, and Washington From 1970-2030.**



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.**

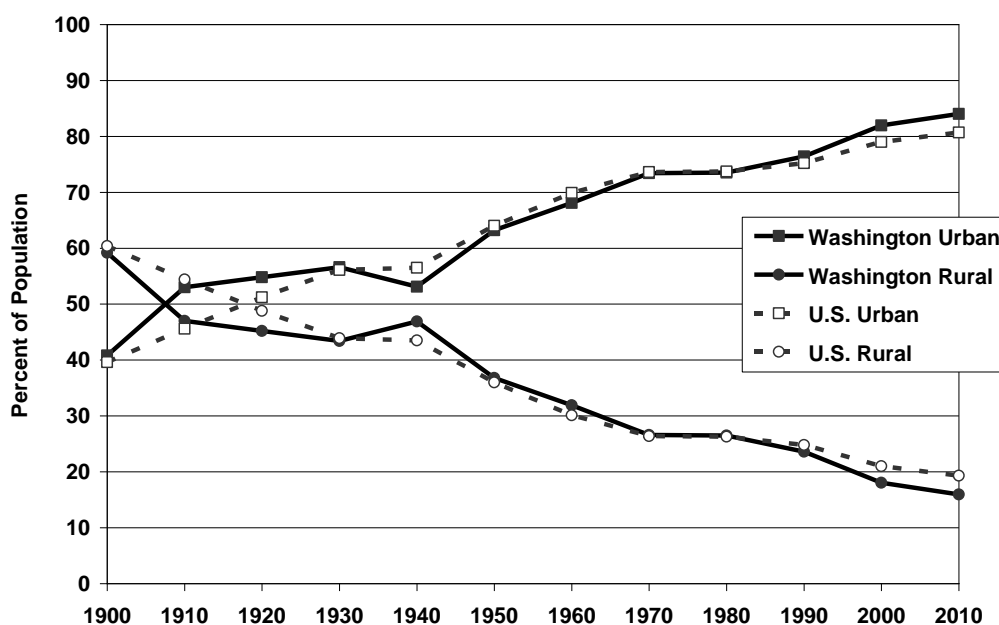


Source: U.S. Census, 2000, 2005, 2010; Washington Office of Financial Management, 2012.

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.

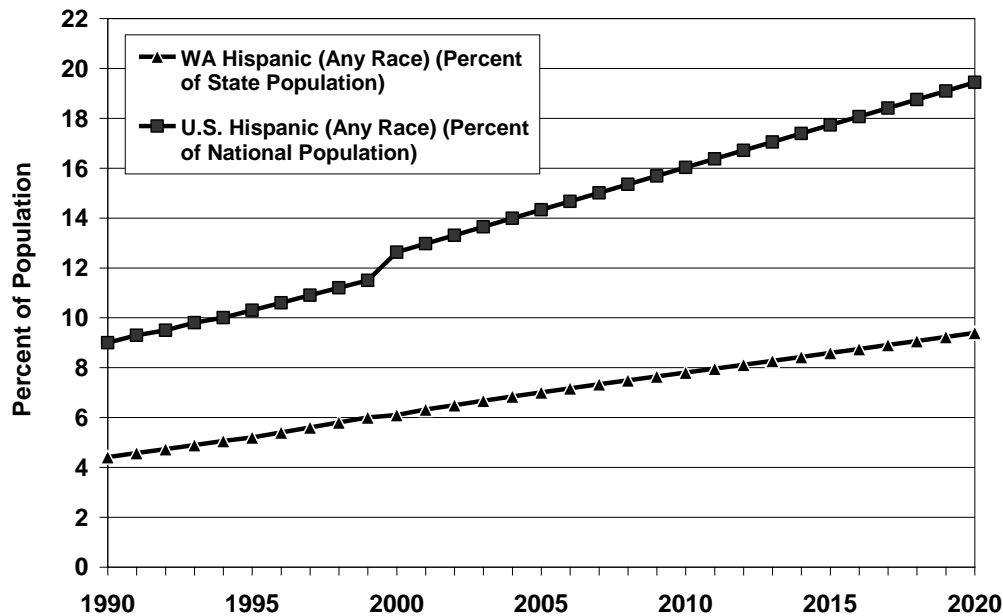
### Age

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

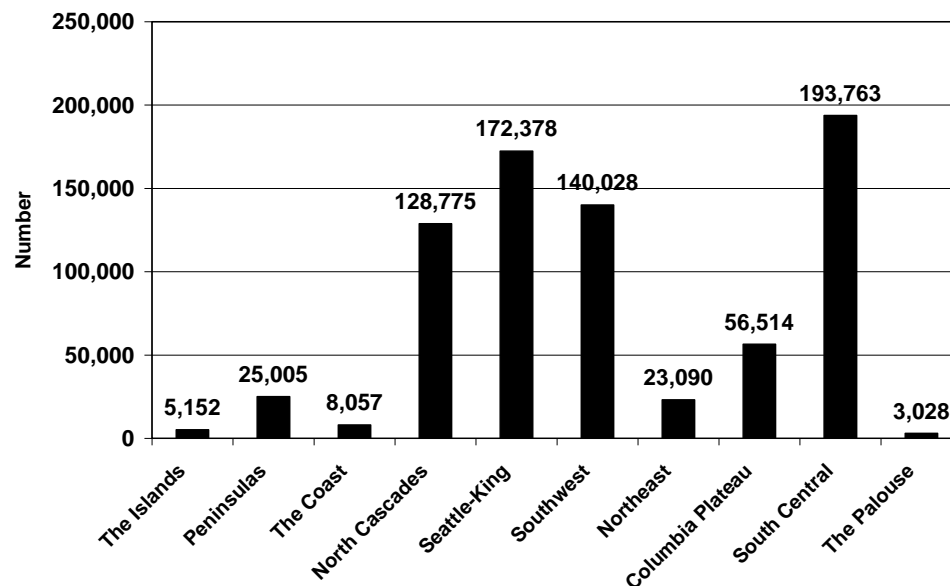
Although the majority of the population in Washington identify themselves as white (77.3%), minority populations are increasing. Hispanics/Latinos are projected to be one of the fastest growing populations in Washington over the next decade. Figure 1.6 shows projections for the Hispanic/Latino population 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.**

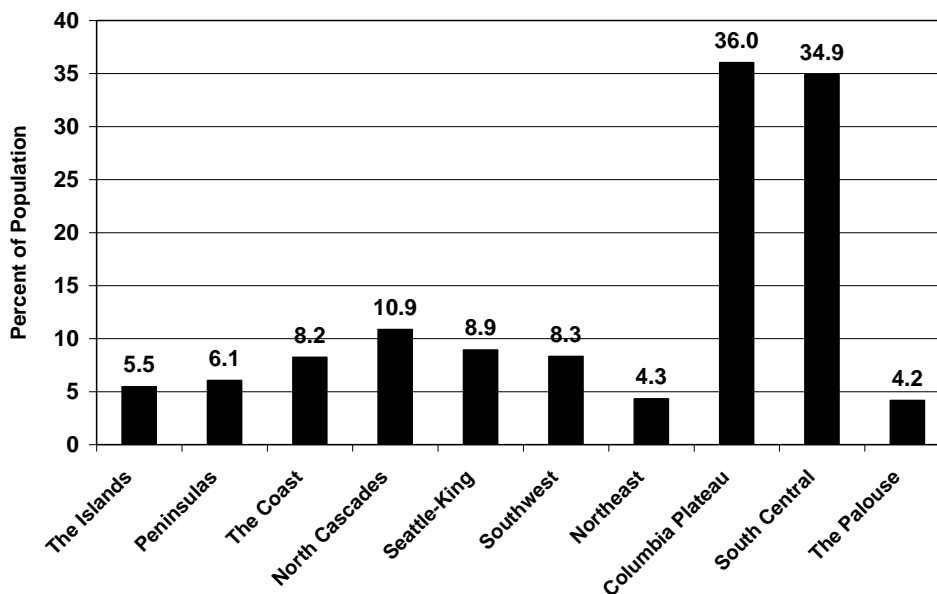


Source: U.S. Census, 2000.

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.

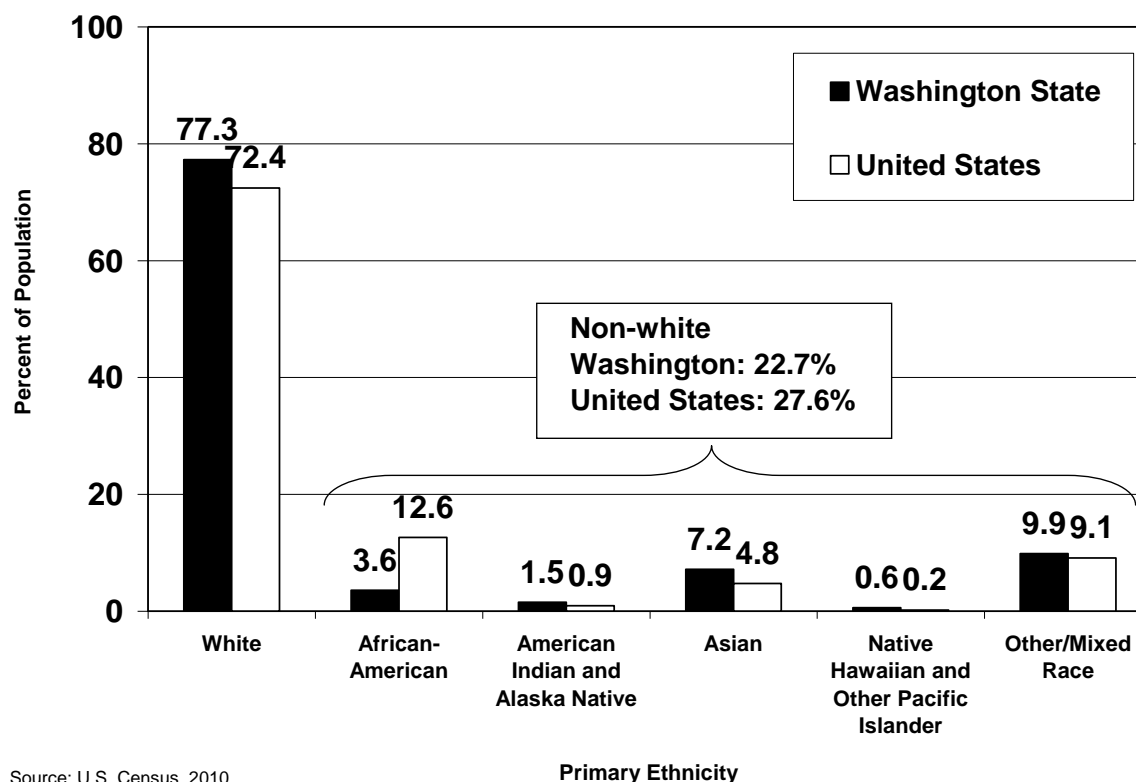
**Figure 1.8: Percent of Population That Is Hispanic/Latino in Washington's SCORP Regions in 2010.**

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.**



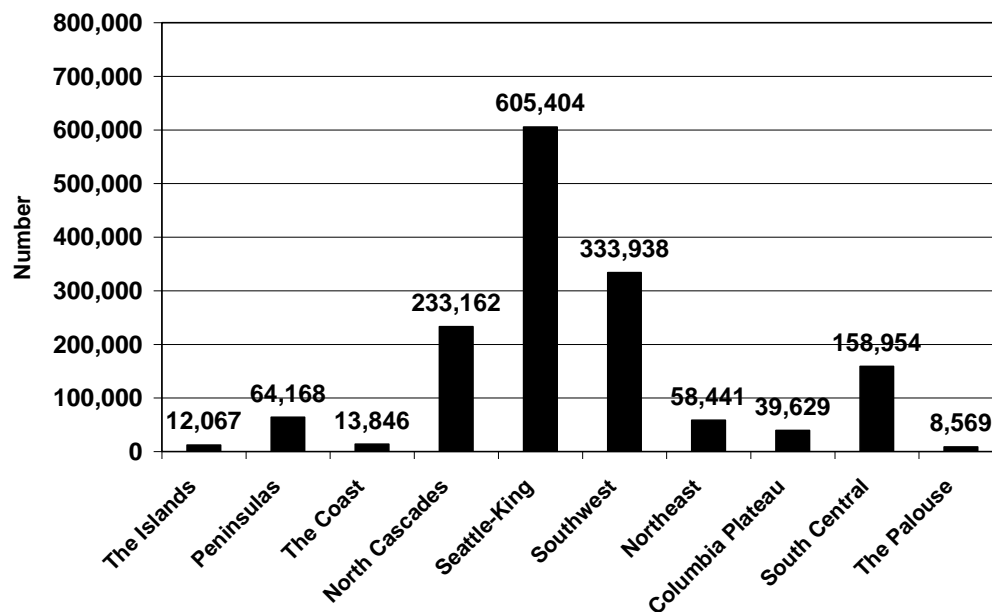
Source: U.S. Census, 2010.

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%).

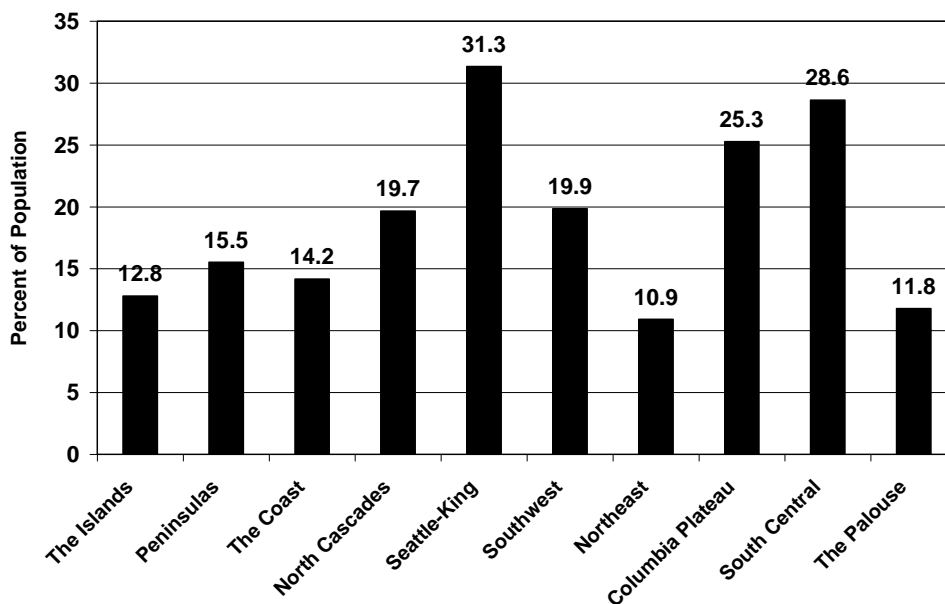


**Figure 1.10: Number of People of Non-White and/or Mixed Ethnicity in Washington's SCORP Regions in 2010.**



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.**

<b>Owner/Manager of Land</b>	<b>Acres</b>
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
<b>Subtotal for Government Agencies</b>	<b>17,486,000</b>
<b>Tribal Lands</b>	<b>2,700,000</b>
<b>Private Lands</b>	<b>23,000,000</b>
<b>TOTAL</b>	<b>43,186,000</b>

Source: Washington State Recreation and Conservation Office, formerly 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 priorities for the next five years:

- Promote the economic benefits of outdoor recreation in communication and outreach
- Maximize sustainability and environmental stewardship
- 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 outdoor recreation supply
- Recognize there are two inter-related factors of sustainable recreation
- Follow the Recreation and Conservation Funding Board's guidelines for sustainability
- Use the National Park Service's *Green Parks Plan* and the Washington State *Planning for Parks, Recreation, and Open Space in Your Community* as touchstones for promoting environmental sustainability and stewardship
- Continue support of *America's Great Outdoors Initiative*
- Consider the implications of changing demographics when making recreation decisions
- Increase and improve access for disabled recreationists in Washington

### **Local Government**

Local government agencies, such as public utility districts, port districts, counties, cities, and towns, also provide and manage recreation facilities and opportunities. 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 local 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 four priorities for LWCF grant support (RCO, 2012):

- 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 residents and leaders at all levels to cooperatively invest in our natural, cultural, and scenic resources.
- Continue to offer diverse outdoor recreation activities and opportunities. Washington residents participate in a wide variety of outdoor recreation activities. Offering diverse opportunities is important to managing user conflict and meeting the demands of underrepresented populations, such as urban residents, minorities, and others.
- Increase and improve access for disabled recreationists in Washington. Research suggests there is a need to increase support to disabled recreationists, such as providing barrier-free recreation access and facilities for residents with disabilities. In addition, access can be improved, such as by providing access that allows disabled recreationists to easily and naturally be included in family and friendship activities.
- 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. Washington is becoming more urban, older, and more diverse. It is important for providers to understand how these demographic changes impact recreation demand and to address these growing needs.

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).

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*“For me, quality of life is almost synonymous with outdoor recreation opportunities.”*  
 —Washington Resident, Town Hall Contributor

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## 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%) (Washington State Recreation and Conservation Office, formerly 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) owns 109,002 upland and aquatic acres and manages a state parks system that includes 117 developed parks, 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 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 Department also provides low impact recreation to significant numbers of users on Natural Resources Conservation Areas (NRCA), such as Mt. Si and West Tiger Mountain NRCAs. The agency manages its 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 close to home and 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 nonprofit or for-profit organizations. Some examples of private recreation providers include land trusts, clubs and conservation organizations, and religious organizations.

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*"In this time of reduced budgets, maintaining what we have is crucial. Our parks are being used very heavily, and we are constantly finding ways of doing more with less. We have fewer employees doing more work with less money on old equipment. In the meantime, our population has been consistently growing, which further puts strain on the facilities. There is a push to provide more park facilities, but the money to develop and maintain them is difficult to come by."*

—South Central Recreation Provider

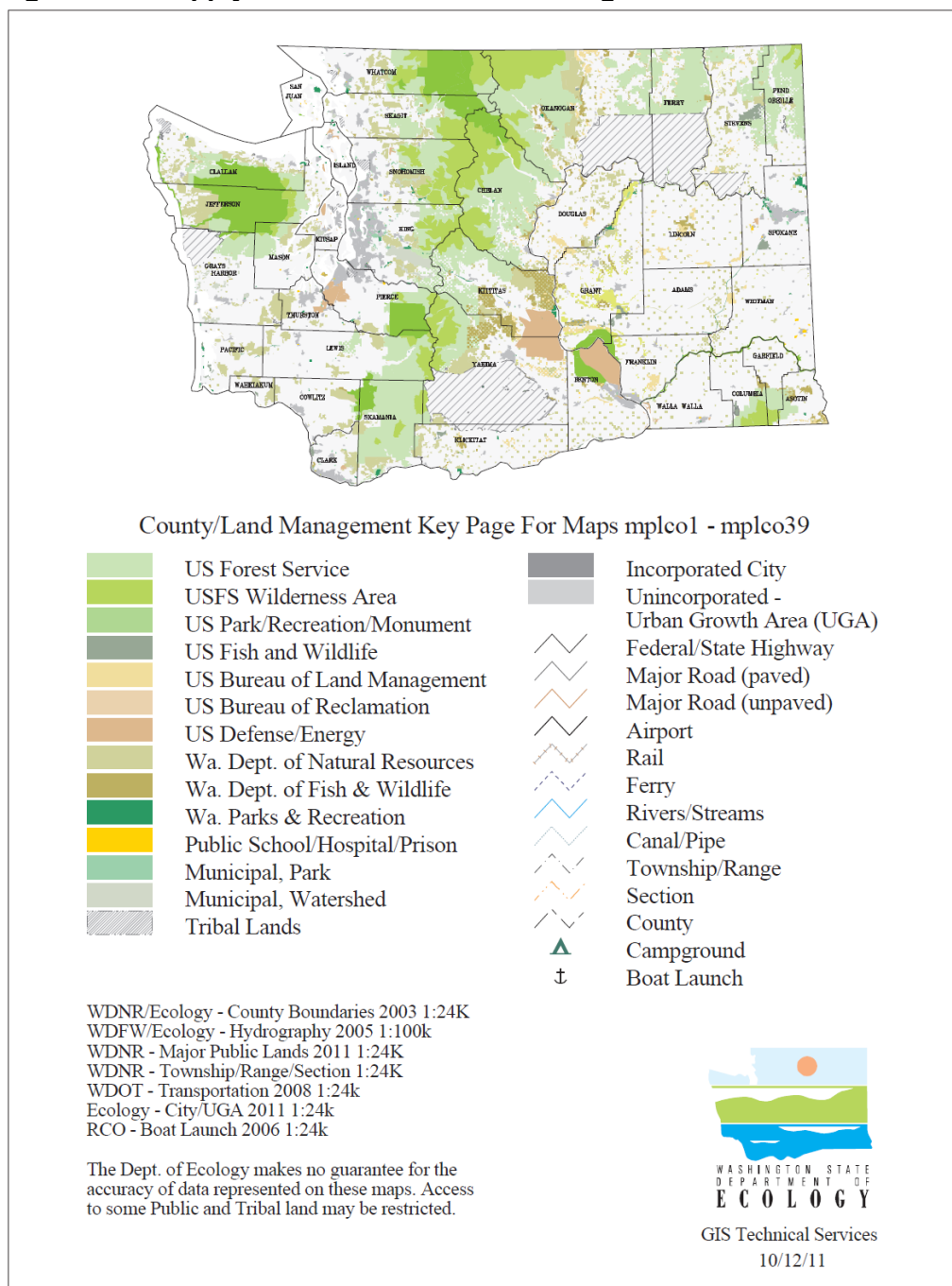
*"The ability to optimally maintain and care for our assets (parks and facilities) during challenging budget times when local budgets have been reduced significantly; hence, hammering our ability to keep up with maintenance and service levels. Another related issue is the need for more grant dollars to help with renovating and preserving existing public assets. While acquisition is still important, major urban cities such as Seattle are having a harder time protecting and preserving our recreation assets."*

—Seattle-King Recreation Provider

*"... how much more recreational opportunities and wildlife habitat will be lost as our population continues to expand and consume space and resources in the name of growth? We should continue to use every opportunity and avenue to protect our natural resources and spaces while we can. We can always change our mind about those reservations in the future. On the contrary, it is difficult and expensive to reclaim areas that we let slip through our grasp and are now industrialized or otherwise developed."*

—Washington Resident, Town Hall Contributor

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**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 nonprofit 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 nonprofit recreation providers consisted of the following:

- Federal and state agency personnel (those with project management, park management, or administrative responsibilities).
- Tribal representatives.
- Nonprofit organization administrators (nonprofits 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 of state-owned lands 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 (Washington State Recreation and Conservation Office, formerly 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
<b>FEDERAL ACRES (in thousands)</b>								
U.S. 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
U.S. Army	0	0	0	404	0	404	0	404
Bureau of Land Management	74	318	0	0	0	393	3	396
U.S. Department of Energy / Hanford	163	0	1	199	0	363	1	364
U.S. Army Corps of Engineers	1	0	85	0	0	86	6	92
All Other Federal Agencies	187	2	10	37	0	235	2	237
<b>FEDERAL TOTAL</b>	<b>9,143</b>	<b>2,436</b>	<b>647</b>	<b>640</b>	<b>19</b>	<b>12,885</b>	<b>108</b>	<b>12,994</b>
<b>STATE ACRES (in thousands)</b>								
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*	109	0	0	0	0	94	15	109
All Other State Agencies	2	2	0	29	0	33	12	45
<b>STATE TOTAL</b>	<b>648</b>	<b>2,837</b>	<b>169</b>	<b>35</b>	<b>41</b>	<b>3,730</b>	<b>2,419</b>	<b>6,149</b>
<b>LOCAL ACRES (in thousands)</b>								
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
<b>LOCAL TOTAL</b>	<b>237</b>	<b>66</b>	<b>243</b>	<b>67</b>	<b>19</b>	<b>632</b>	<b>27</b>	<b>659</b>
<b>TOTAL PUBLIC ACRES (in thousands)</b>	<b>10,029</b>	<b>5,338</b>	<b>1,059</b>	<b>742</b>	<b>79</b>	<b>17,247</b>	<b>2,554</b>	<b>19,802</b>

Easement acres not included. Source: Washington State Recreation and Conservation Office, formerly Interagency Committee for Outdoor Recreation, 2001.

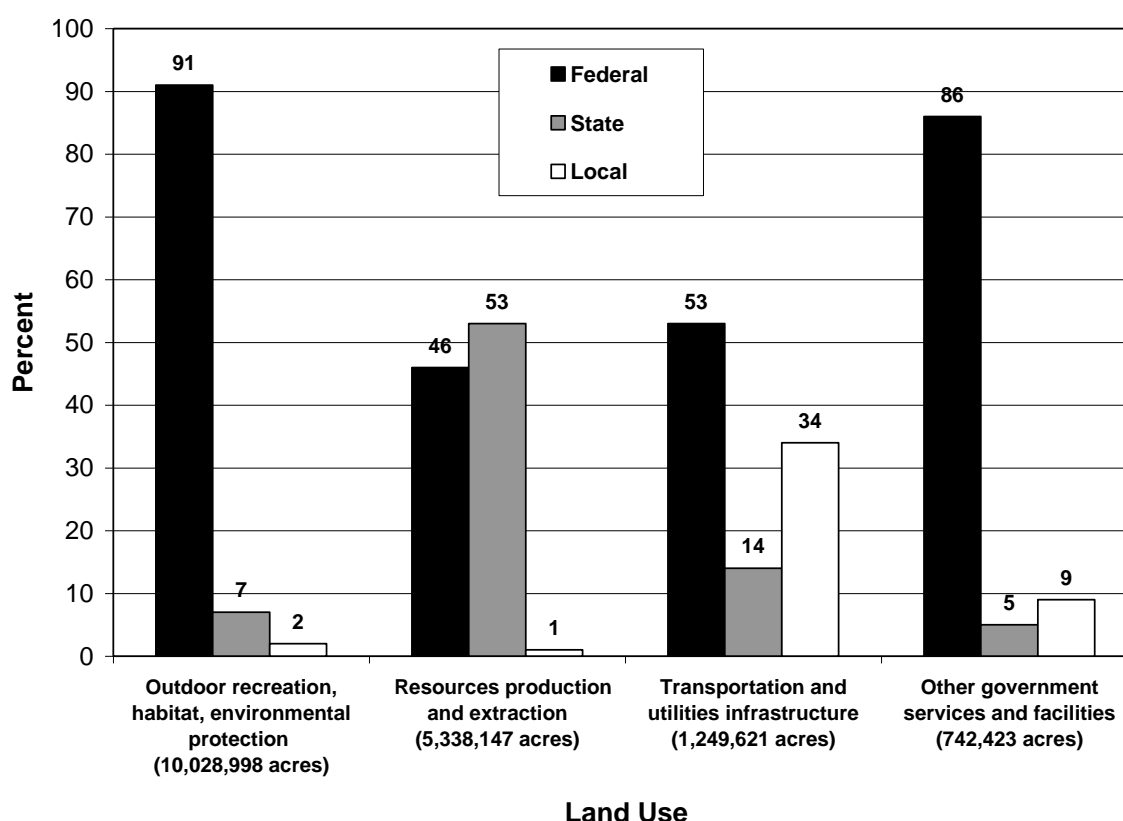
\*Updated based on State Parks inventory information provided on March 19, 2013.

**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
<b>TRIBAL ACRES (in thousands)</b>								
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
<b>TRIBAL TOTAL*</b>	<b>47</b>	<b>206</b>	<b>2</b>	<b>10</b>	<b>2,412</b>	<b>2,677</b>	<b>0</b>	<b>2,677</b>

Source: Washington State Recreation and Conservation Office, formerly 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: Washington State Recreation and Conservation Office, formerly 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 ) (Recreation

and Conservation Office, formerly 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/nonprofit 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) preserving and protecting the longevity of environmental resources and assets (environmental sustainability) and (2) preserving and protecting the longevity of recreational assets (recreational sustainability). 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). Among local providers, a mean of 58.2% of sites support sustainable recreation, while a mean of 85.8% of federal, state, tribal, and nonprofit recreation providers support sustainable recreation. For the local survey, providers were asked to rate the importance of 45 activities. Table 2.3 shows the activities, ranked by importance.

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*"Everyone deserves access to public lands to enjoy their recreational pursuits."*  
—Washington Resident, Town Hall Contributor

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**Table 2.3: Importance of Activity.**

	Rank in importance	Total number rating importance high or medium
Picnic areas	1	57
Equipped playgrounds/play areas	2	47
Surfaced trails	3	42
Unsurfaced trails	3	42
Boat access sites for non-motorized boats	5	41
Boat access sites that accommodate motorized craft	6	39
Baseball/softball	7	38
Sports fields with soccer goals	8	37
Sports fields	9	35
Sports fields for multipurpose use	9	35
Basketball	11	32
Cultural and/or historic sites	12	30
Freshwater beach access	13	29
Saltwater beach access	13	29
Designated sightseeing areas	15	28
Fishing piers	15	28
Roller skating/skateboard parks	17	27
Surfaced trails appropriate for bicycles	18	26
Outdoor tennis courts	18	26
Community gardens or pea patches	20	23
Dog parks	21	20
Unsurfaced trails appropriate for bicycles	21	20
Campgrounds	23	18
Nature interpretive centers	24	17
Pump-out stations	24	17
Outdoor swimming pools	26	14
Disc golf	27	12
Sports fields with lacrosse goals	28	11
Designated bridle trails	29	10
Equestrian facilities	30	9
Golf courses	30	9
Sports fields with football goals	32	7
Air activities (flying, parachuting, bungee jumping, etc.) sites	33	6
Outdoor tracks for running/jogging	34	5
Shooting ranges	35	3
Sports fields with rugby goals	35	3
Designated snow and ice trails	37	2
Designated hunting areas	37	2
Shooting ranges that accommodate rifle/handgun	37	2
Shooting ranges that accommodate skeet/trap/clay/target games	37	2
Outdoor ice skating rinks	41	1
Downhill skiing areas	41	1
Designated motorized areas without trails	41	1
Shooting ranges that accommodate archery	41	1
Designated motorized trails	45	0

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 top recreation facilities or opportunities of importance among providers include picnic areas, equipped playgrounds/play areas, surfaced and unsurfaced trails, and boat access sites that accommodate non-motorized boats and motorized crafts. As Chapter 3 shows, these facilities and opportunities help support some of the most popular activities in the state. For example, as shown in Figure 3.1 in Chapter 3, 81% of residents participate in picnicking, BBQing, or cooking out, all of which are supported by picnic areas. Similarly, surfaced and unsurfaced trails support the 90% of residents who participate in walking, hiking, climbing, and mountaineering.

At the other end of the spectrum, recreation providers rated shooting ranges, outdoor ice skating rinks, downhill skiing areas, designated motorized areas without trails, and designated motorized trails as less a priority among all of the activities. It is important to note that this rating of importance is also reflected by the percent of estimated demand being met for these activities. As Figure 2.4 shows, the percent of demand being met for designated motorized trails is among the lowest. This is a particularly interesting finding, considering that many off-roading activities had a significant drop in participation from 2002/2006 to 2012, as discussed in Chapter 3 (see Figure 3.17 for reference). Off-road 4-wheel driving fell 10.5 in ranking, while off-road motorcycling fell 12.5 in the ranking. Consider, too, that off-road driving / dirt biking activities were among the top 10 activities that residents identified as activities they would like to do more of in Washington, among those who indicated that there is an activity that they currently do but would like to do more of. This begs the question of whether or not this decrease is a result of less interest among residents in off-road activities, or if it is because of the lack of facilities and opportunities offered to this user group, as suggested by the low percent of demand being met.

Again, 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 or some provided incomplete responses. Still, 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.

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*“[The most important issue facing my area is] increasing capacity of existing facilities to meet increased demand for use, maintaining and restoring natural and cultural resources on parklands, and maintaining an aging infrastructure.”*

— Washington Recreation Provider, Providers Survey

*“[The most important issue facing my area is] the ability to optimally maintain and care for our assets (parks and facilities) during challenging budget times when local budgets have been reduced significantly; hence, hampering our ability to keep up with maintenance and service levels. Another related issue is the need for more grant dollars to help with renovating and preserving existing public assets. While acquisition is still important, major urban cities such as Seattle are having a harder time protecting and preserving our recreation assets.”*

— Washington Recreation Provider, Providers Survey

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**Table 2.4: Mean Percentage of Estimated Demand Met (Ranked Lowest to Highest).**

	Mean percent of demand met
Designated snow and ice trails	40
Designated motorized trails	46.67
Sports fields with rugby goals	47.25
Designated bridle trails	48.25
Dog parks	50
Designated motorized areas without trails	50
Unsurfaced trails appropriate for bicycles	51.15
Surfaced trails appropriate for bicycles	52.23
Surfaced trails	53.59
Fishing piers	54.07
Unsurfaced trails	56.59
Boat access sites for non-motorized boats	58.95
Nature interpretive centers	59.72
Shooting ranges that accommodate skeet/trap/clay/target games	62.5
Cultural and/or historic sites	62.69
Campgrounds	63.06
Sports fields with lacrosse goals	64.1
Sports fields with soccer goals	64.18
Community gardens or pea patches	64.5
Designated hunting areas	65
Outdoor ice skating rinks	65
Freshwater beach access	65.2
Saltwater beach access	66.89
Sports fields	68.97
Roller skating/skateboard parks	69.21
Sports fields for multipurpose use	69.25
Equipped playgrounds/play areas	69.46
Basketball	69.58
Designated sightseeing areas	70
Equestrian facilities	70
Outdoor tennis courts	72.14
Boat access sites that accommodate motorized craft	74.09
Outdoor swimming pools	75.46
Disc golf	75.94
Sports fields with football goals	76
Picnic areas	77.46
Baseball/softball	79.33
Pump-out stations	80.8
Outdoor tracks for running/jogging	81.25
Golf courses	86.2
Downhill skiing areas	90
Shooting ranges that accommodate archery	90
Shooting ranges	91.67
Air activities (flying, parachuting, bungee jumping, etc.) sites	94.09
Shooting ranges that accommodate rifle/handgun	100

**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**

In the acquisition and development of outdoor recreation facilities and opportunities, it is important to consider both elements of sustainability (recreational and environmental). To this end, Washington's 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.

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*"As an outdoor recreation enthusiast I don't think there could ever be enough parks; however, with limited budgets I understand the limitations."*

—Washington Resident, Town Hall Contributor

*"As 'development' gobbles up more and more natural areas, we need to protect as many remaining natural areas as possible—for future generations of native plants and the birds and other wildlife that depend on them. Parks in natural areas provide important ecological and life-support functions—for humans and wildlife—and we must be sensitive to the impacts of recreation."*

—Washington Resident, Town Hall Contributor

*"Populations are growing, with the consequence that public lands seem to be diminishing."*

—Washington Resident, Town Hall Contributor

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## 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. Residents with disabilities show markedly lower participation rates more often than any of the other demographic groups.



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.

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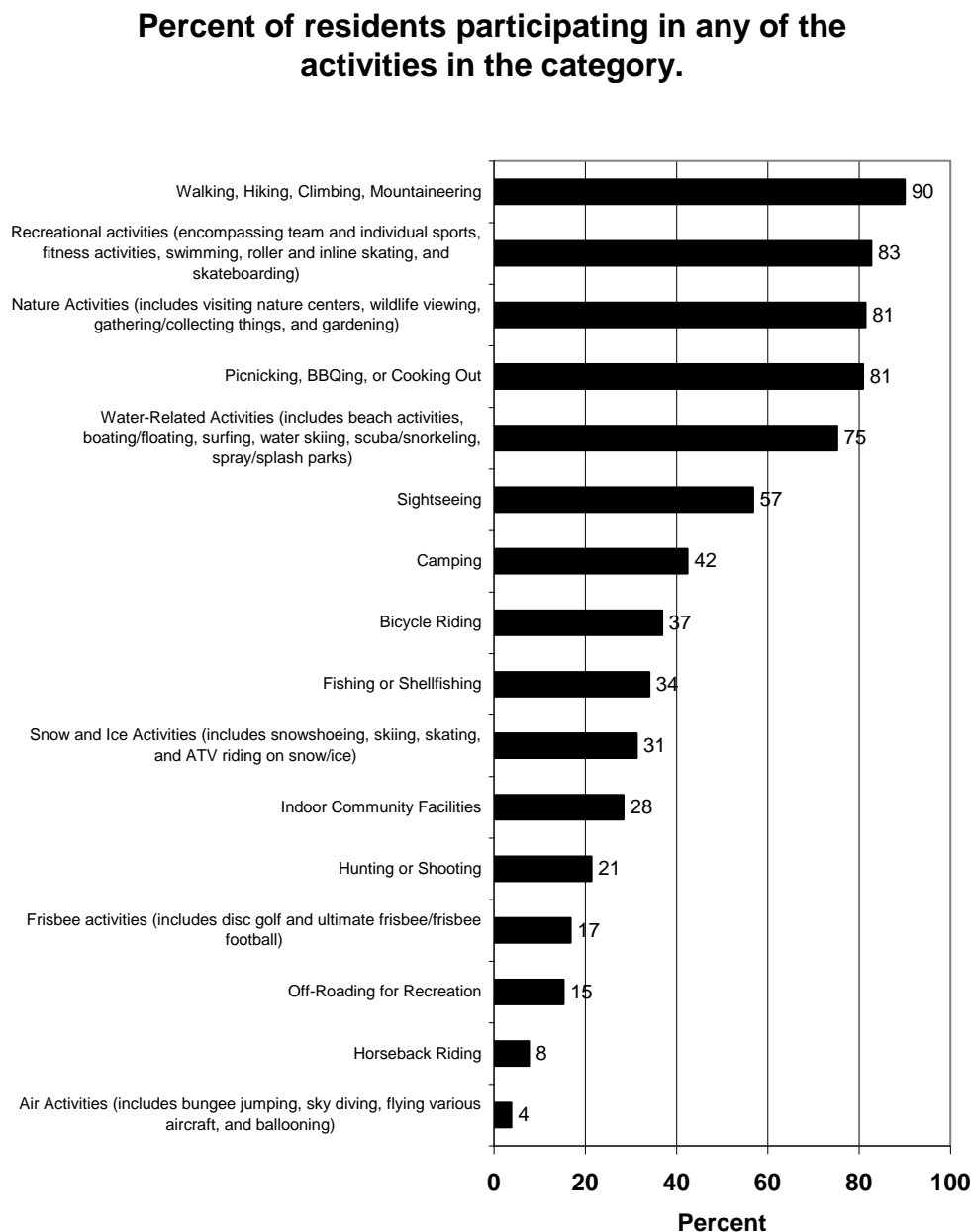
*“The role of recreation in society is undervalued today. There’s no immediate ROI [return on investment] of a child playing on a team, a teen spending a night under the stars, or a family exploring a stream, desert, or woodlot together.”*

—Washington Resident, Town Hall Contributor

*“We need to continue to protect our public lands from development and support the people and agencies that work to keep recreation open and available to the public, including our financial support whenever possible. The cost of a Discover Pass [or a] hunting or fishing license is minimal for the return we receive.”*

—Washington Resident, Town Hall Contributor

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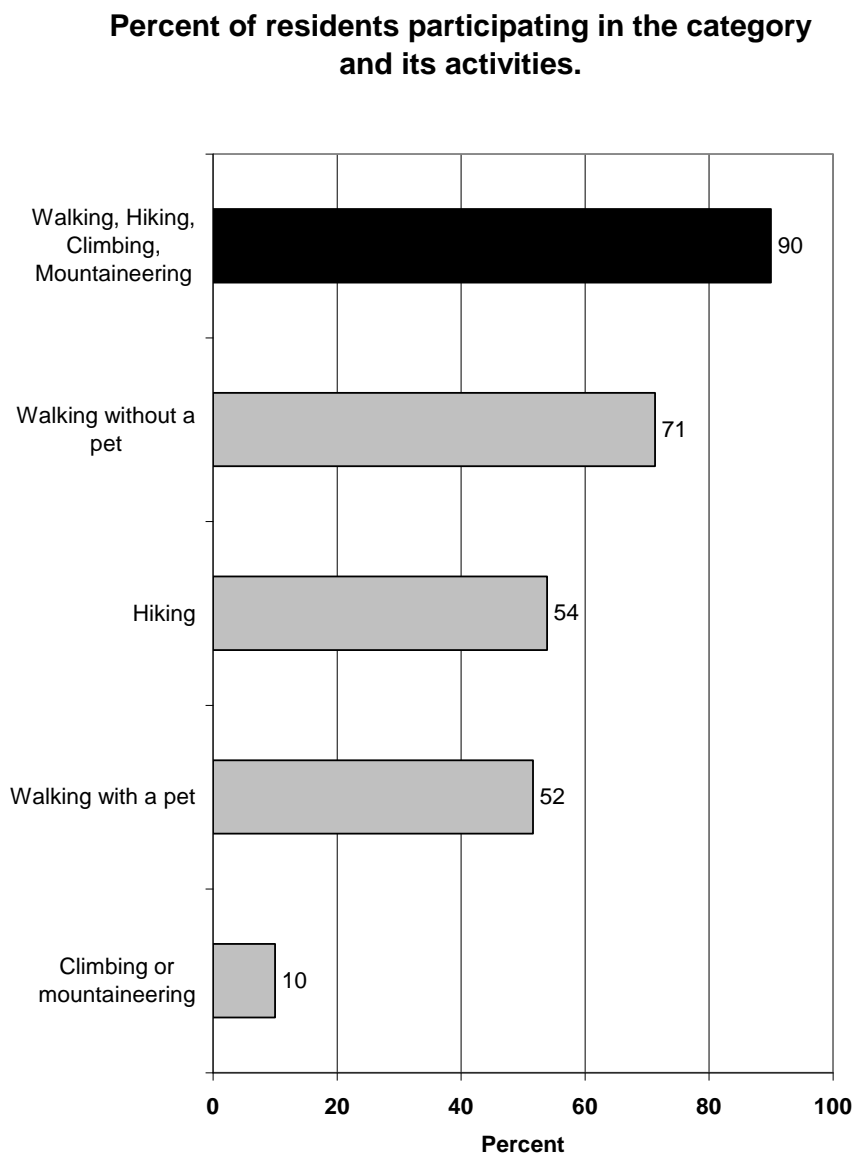
**Figure 3.1: Participation Rates in the Outdoor Activity Categories.**

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.**



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*"I like to hike, but I also like to ride ATV's and go exploring in my Jeep. I am fully supportive of parks that are developed to enhance all varieties of outdoor experiences."*

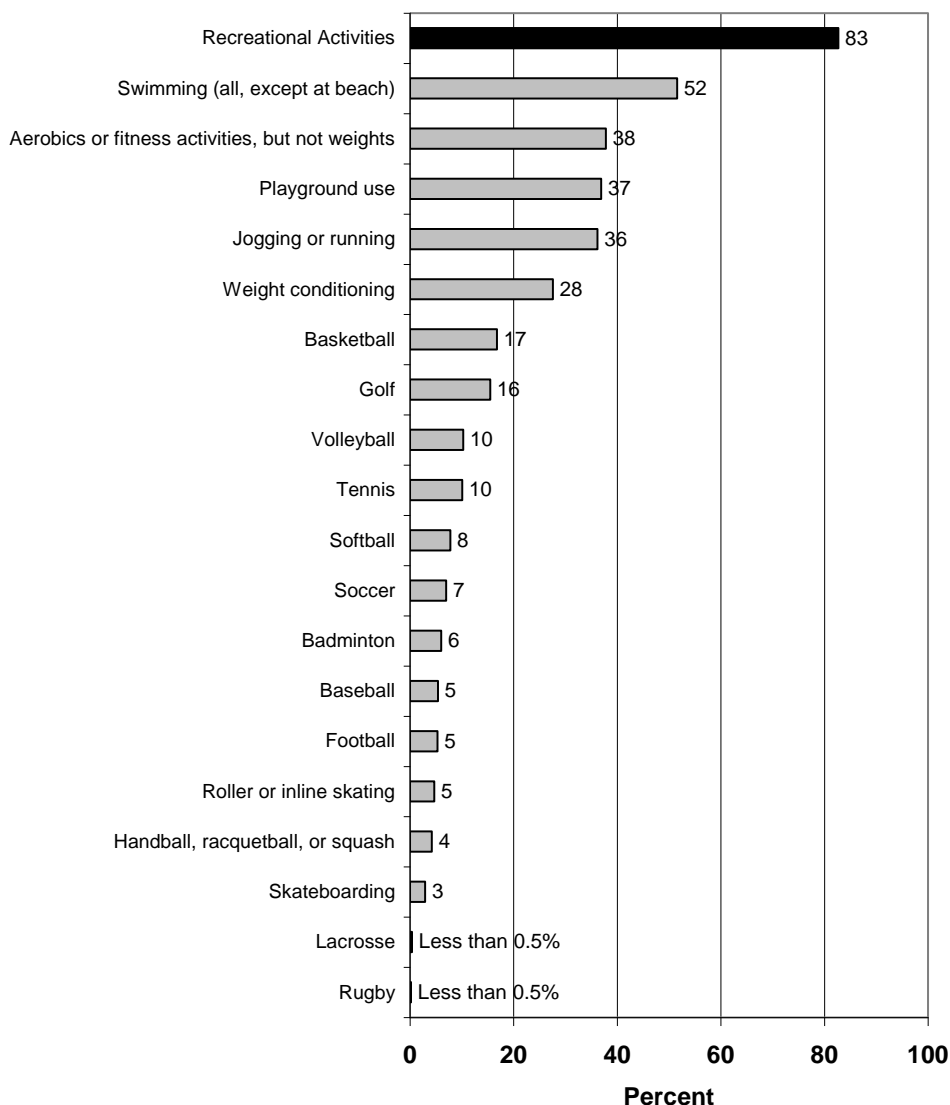
—Washington Resident, Town Hall Contributor

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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.**

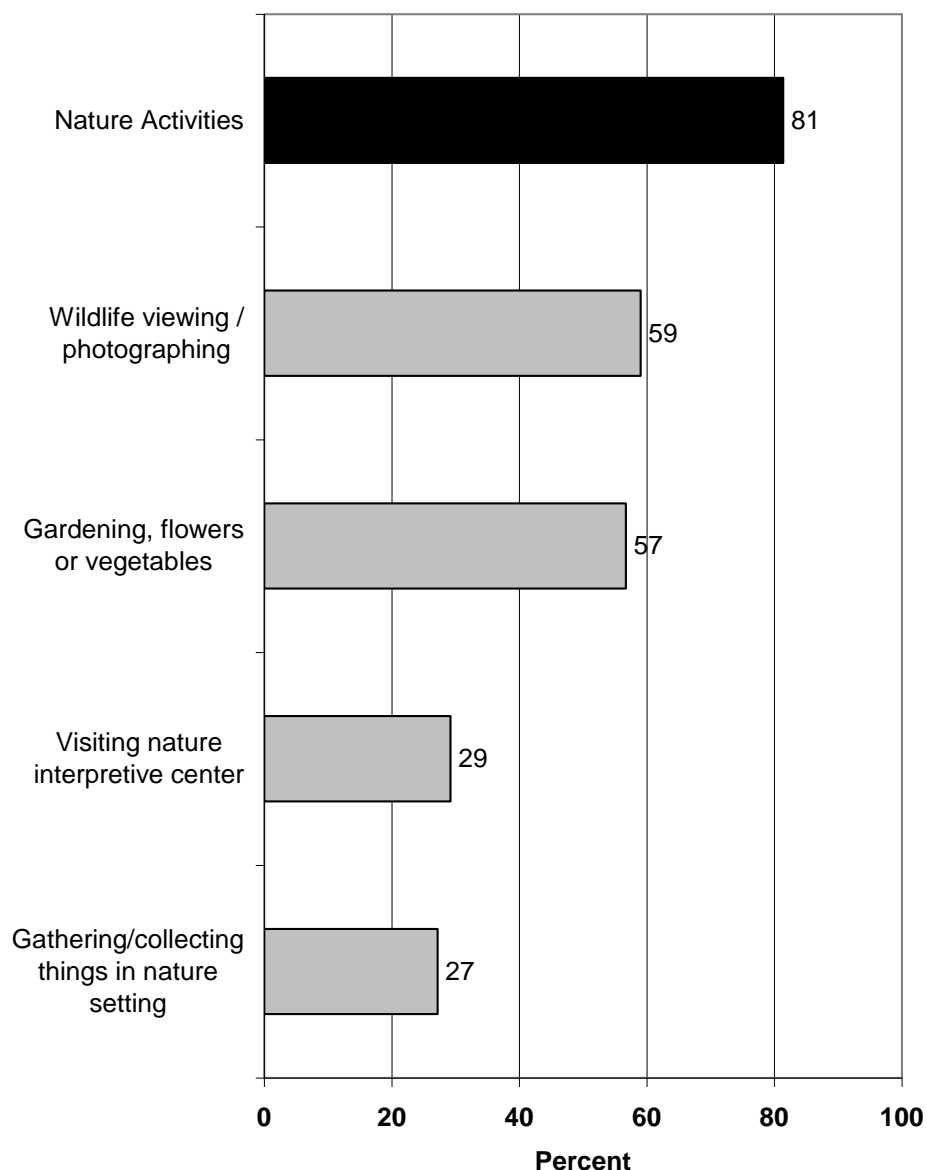
**Percent of residents participating in the category and its activities.**



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.**

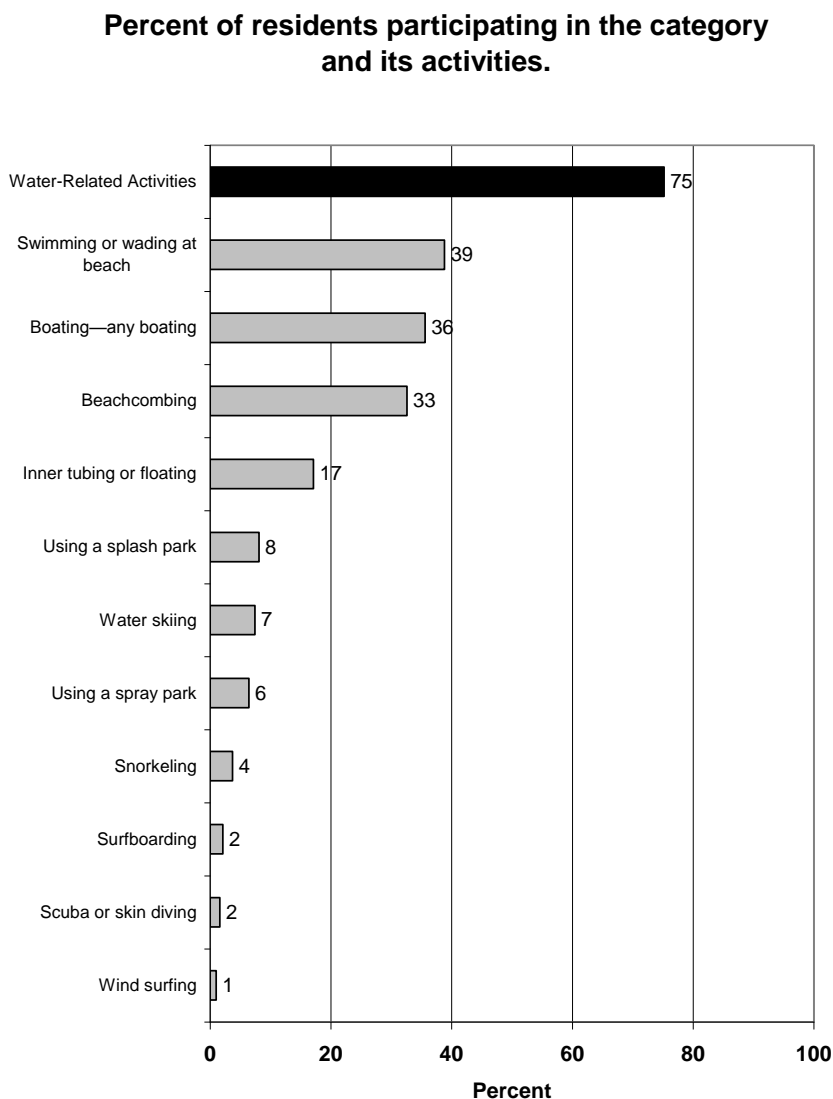
**Percent of residents participating in the category  
and its activities.**



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).

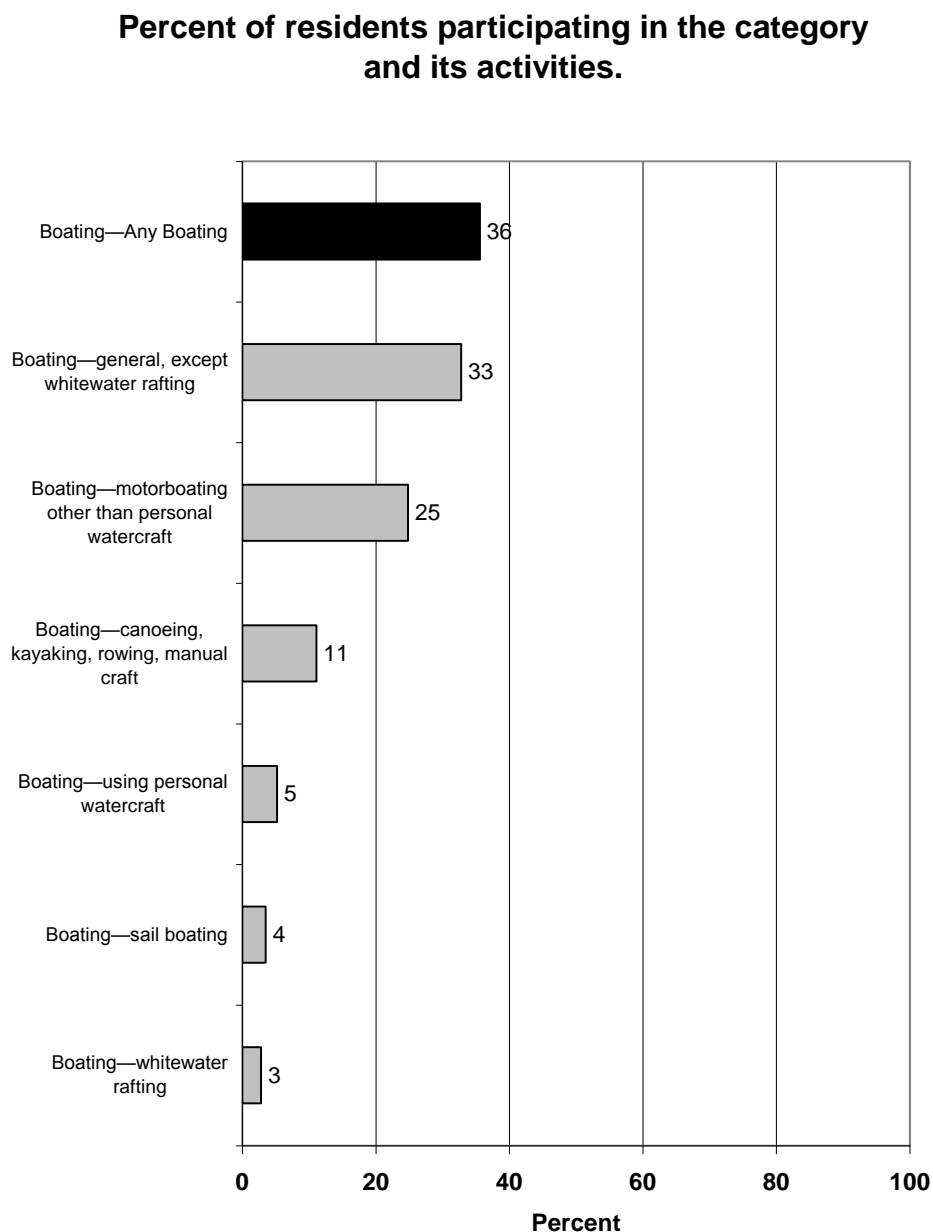
**Figure 3.5: Participation in Water-Related Activities.**



*"I love to hike and bike, but find my self constantly having to revisit the same trail series over and over when mountain biking. Sure there are some good trails close to Seattle, but there aren't nearly enough to keep the variety. There are plenty of places to add more trails for mountain bikers or hikers. I have no problem with mixed use in urban areas."*

—Washington Resident, Town Hall Contributor



**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%).

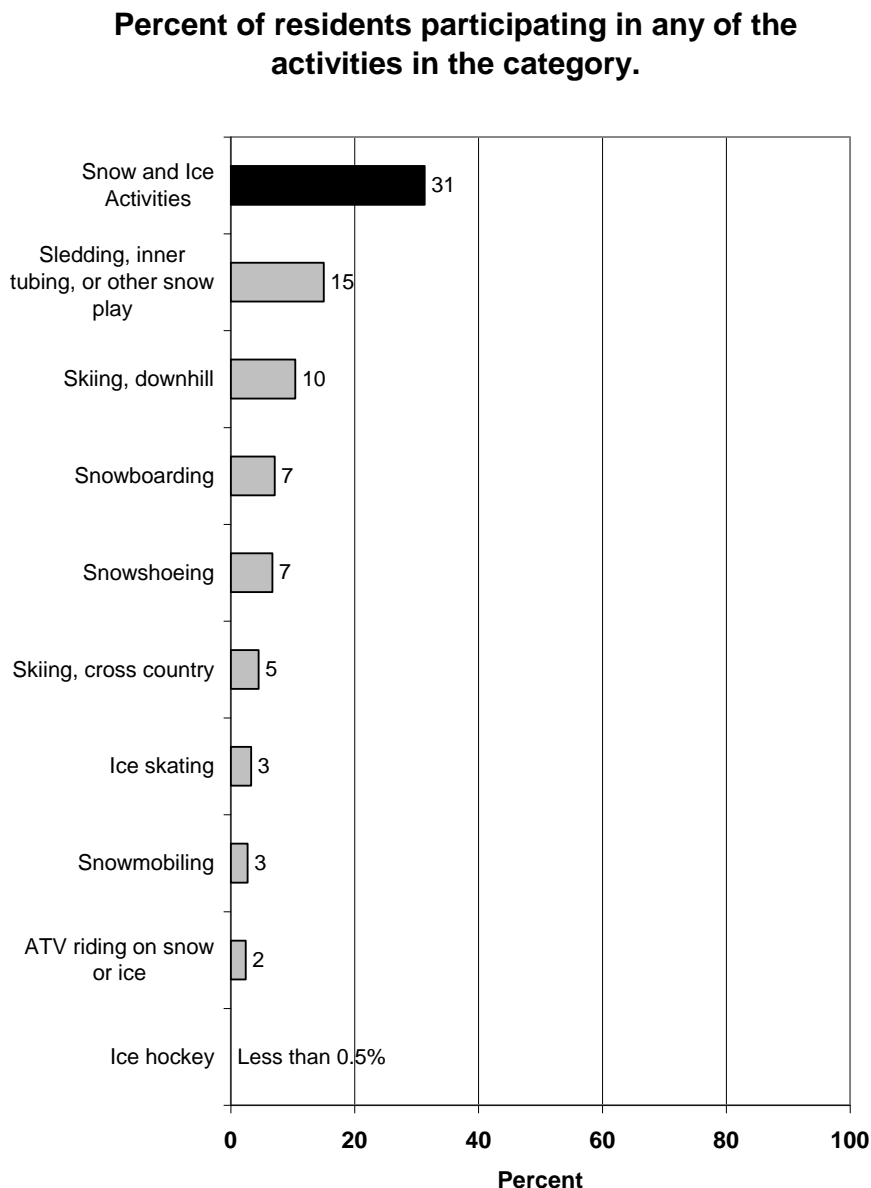
**Figure 3.7: Participation in Snow and Ice Activities.**

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.**

<b>Activity</b>	<b>Activity Category</b>	<b>Percent of Washington State Residents Participating in Activity</b>
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.**

<b>Activity</b>	<b>Percent of Residents With Children Whose Children Participate in the Activity</b>
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

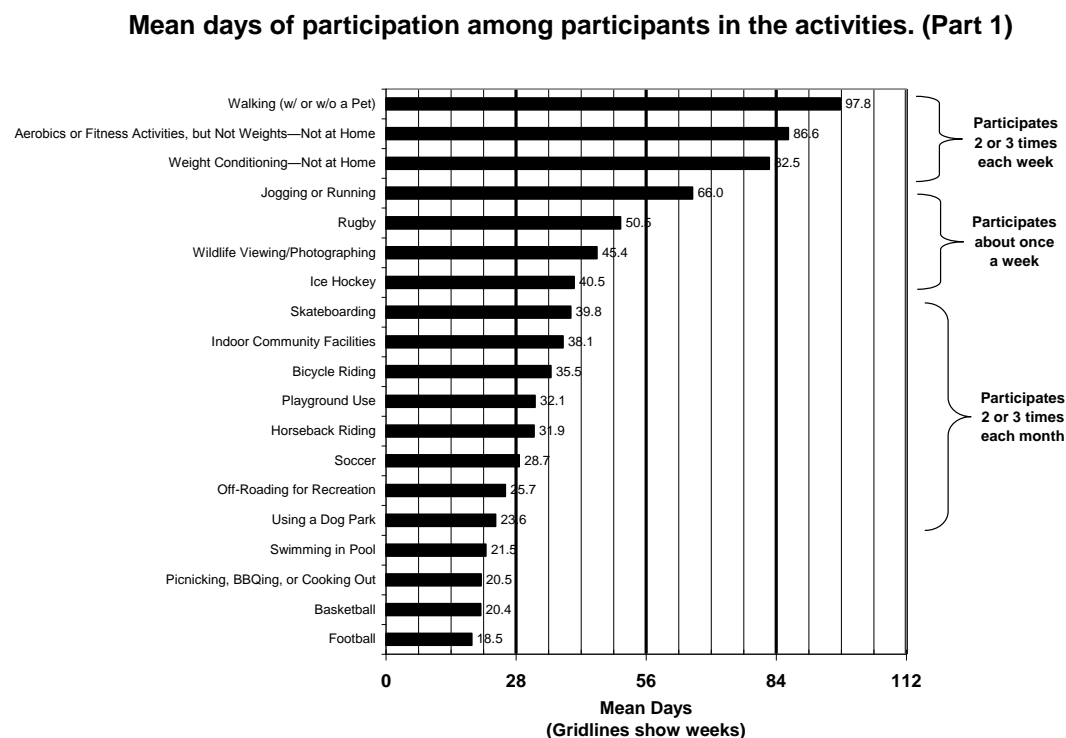
**Table 3.3b: Children's Participation in Outdoor Recreation in Washington (continued).**

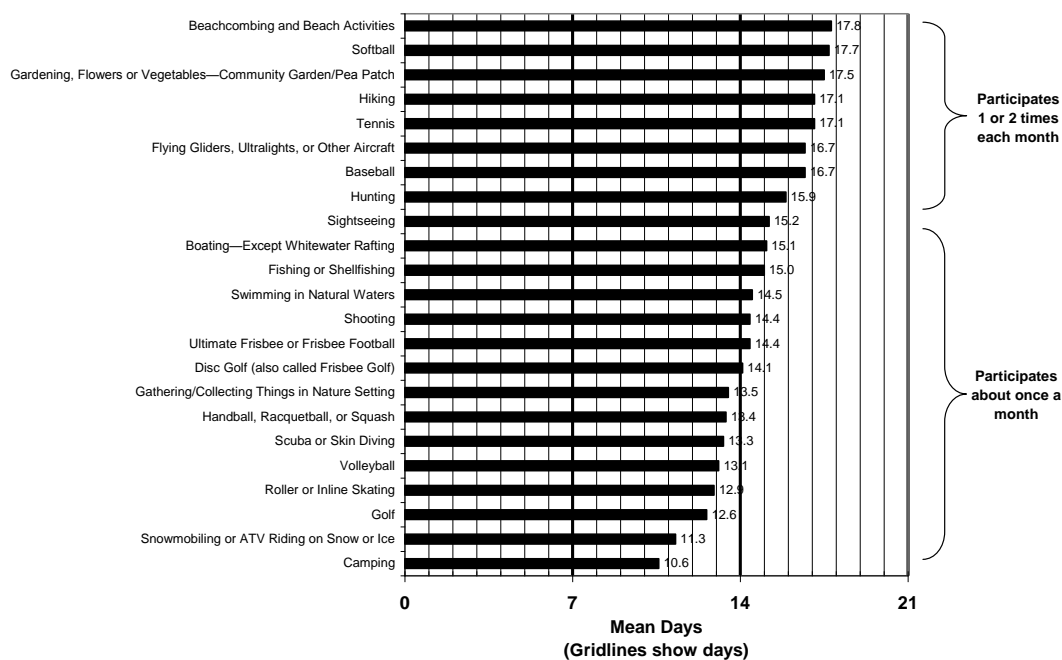
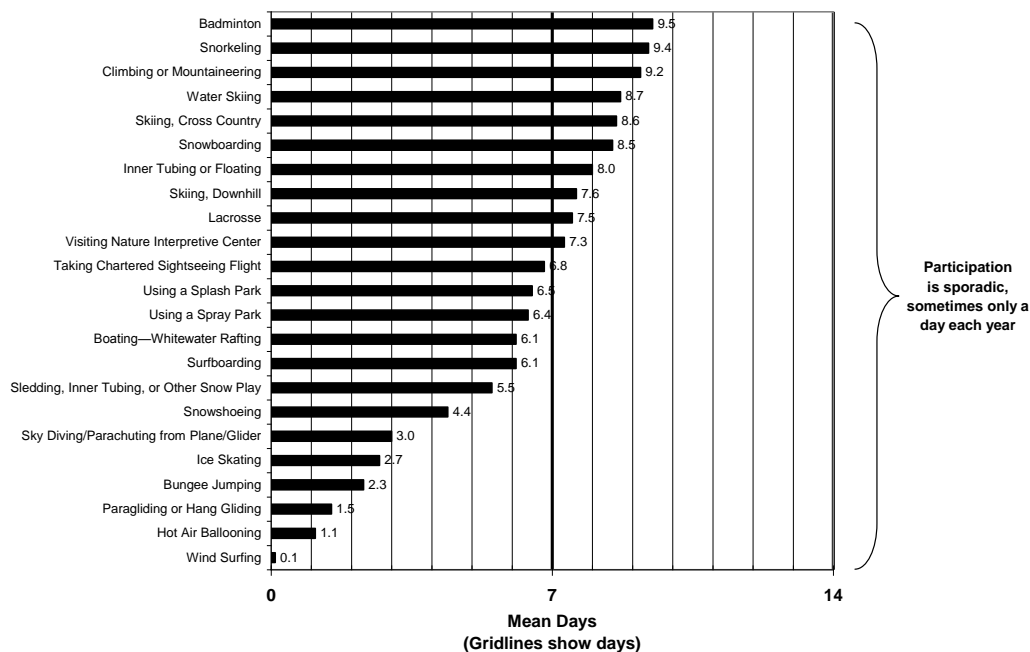
Activity	Percent of Residents With Children Whose Children Participate in the Activity
Snowshoeing	2
Handball	2
Surfboarding	1
Air activities (flying, parachuting, bungee jumping, etc.)	1
Wind surfing	1
Racquetball	1

### 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)**

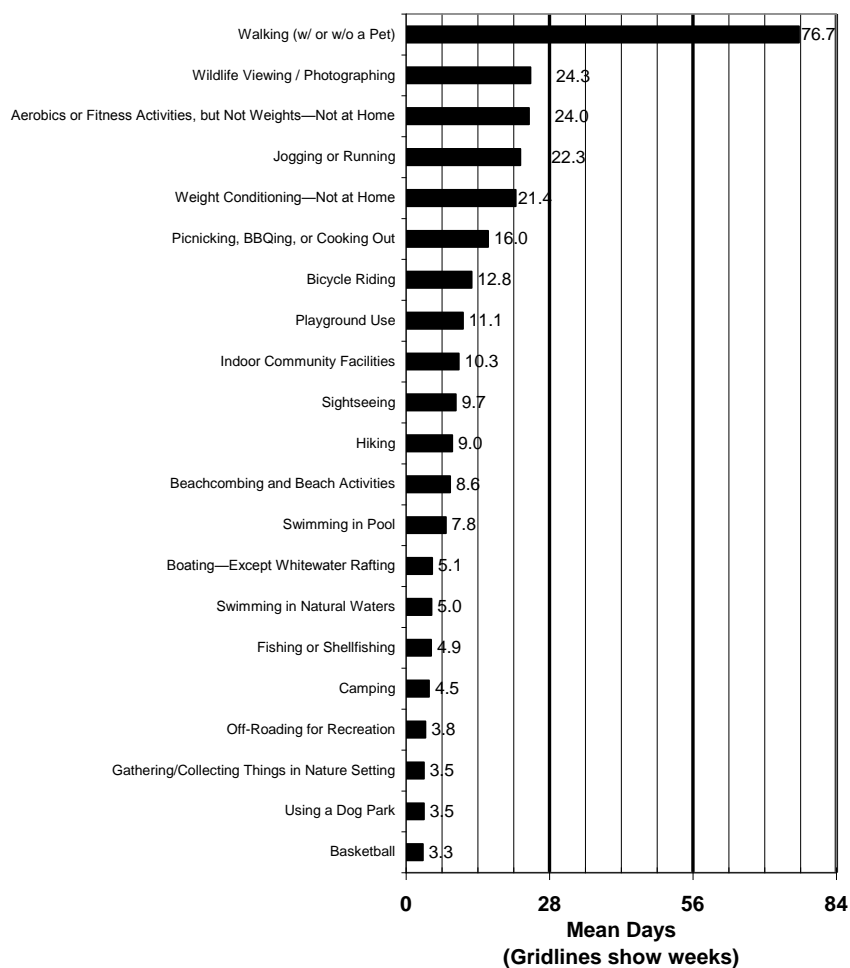


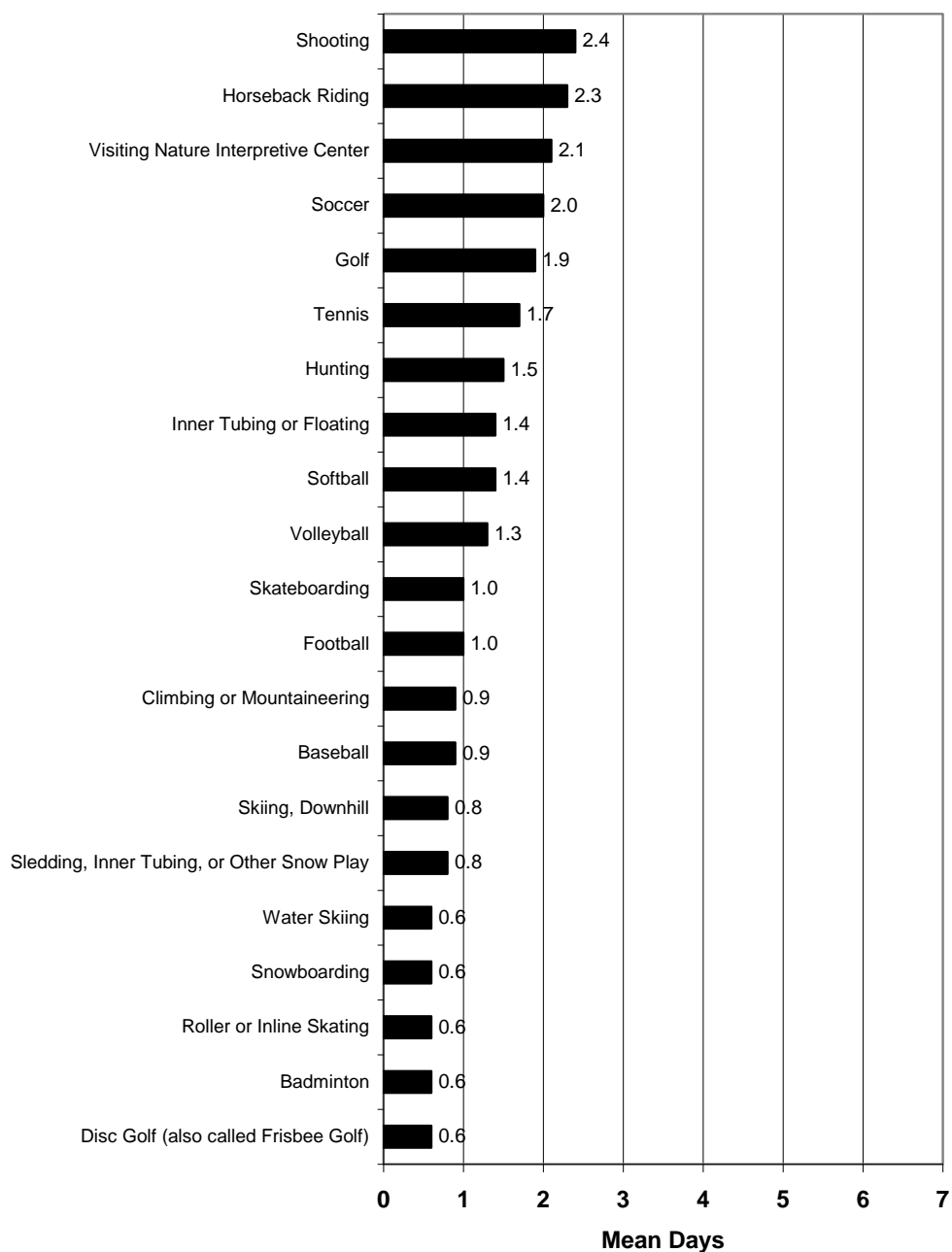
Another consideration in looking at the days of participation takes into account both the *frequency with which participants do the activities* and the *number of participants who do the activity*. Obviously, an activity frequently done by only a few may place less demand on resources than an activity 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).**

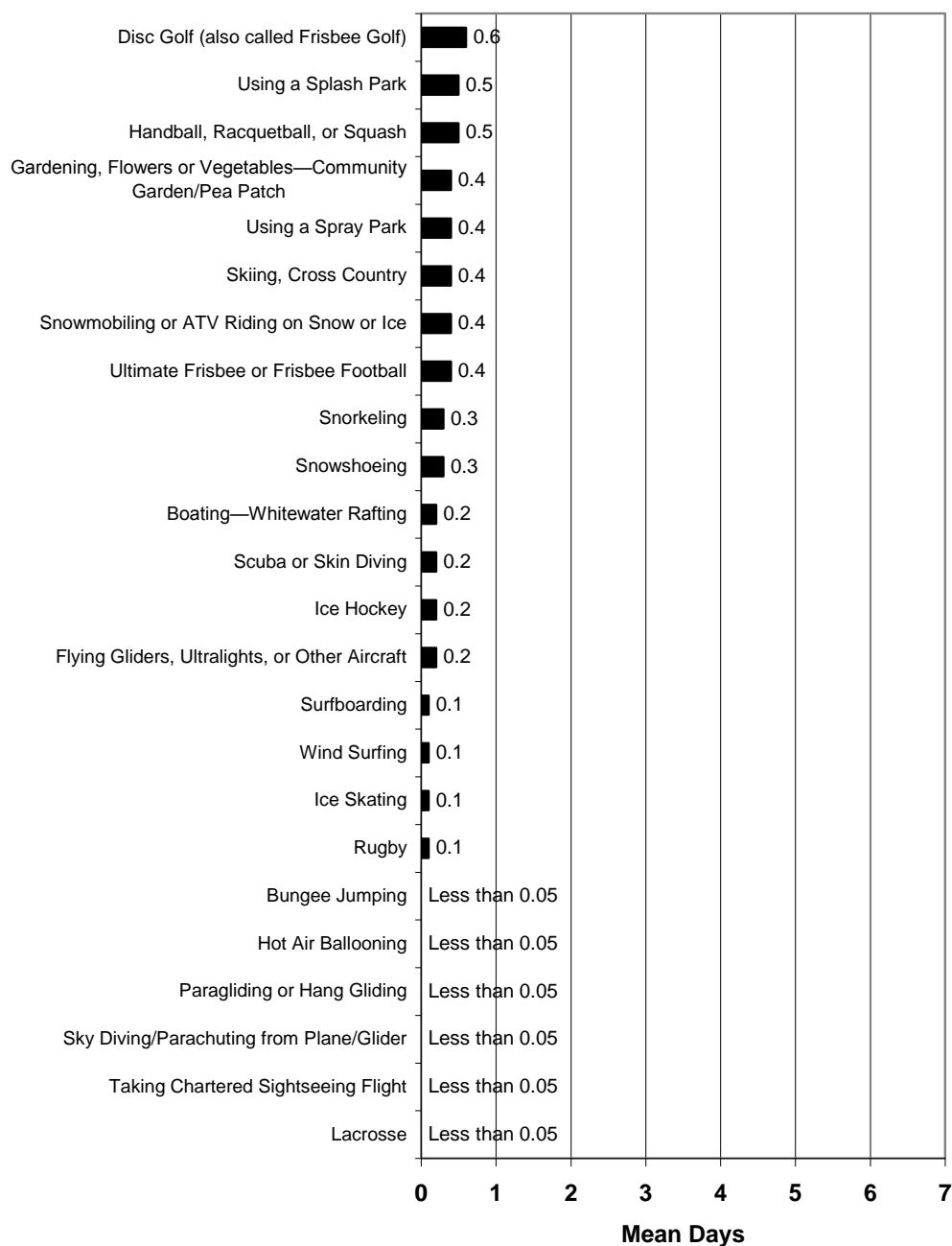
**Mean days of participation among residents.  
(Part 1)**



**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
<b>Activities with a seasonal peak or trough overall</b>			
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
<b>Activities with a seasonal peak or trough overall (continued)</b>			
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	
<b>Activities in which some aspect has a seasonal peak or trough (but no peak or trough overall)</b>			
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.

*"I feel that the world in general has become very hectic and artificial. People are seeking meaning in life and are seeking to be 'grounded' in something real. As a backcountry horseback rider, I know exactly where to find peace and serenity. Being surrounded by nature is the only place where I feel whole. I feel hope and peace when I am in the woods hearing only the natural sounds."*

—Washington Resident, Town Hall Contributor

**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
<b>Activities with no seasonal peaks or troughs</b>			
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 of 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.**

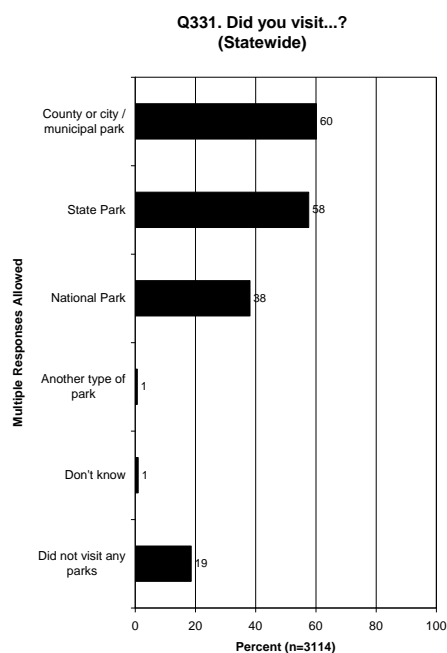
Activity	Percent of All Residents Using Public Facilities for This Activity
Hiking	48.0
Beachcombing / swimming or wading at beach	46.6
Picnicking, BBQing, or cooking out	46.5
Wildlife viewing/photographing	44.5
Swimming in pool or natural waters	42.7
Bicycle riding	36.0
Playground use	35.2
Boating—using 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).**

<b>Activity</b>
<b>Locational Information for Other Activities</b>
<b>Assumed to be mostly done on public land</b>
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
<b>Assumed to be mostly done on private land</b>
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 residents with disabilities.

*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 residents with disabilities.

*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 residents with disabilities.

*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 residents with disabilities.

*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, residents with disabilities, 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 residents with disabilities 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 residents with disabilities.

*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, residents with disabilities, 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 residents with disabilities.

*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 residents with disabilities 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 residents with disabilities.

*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 residents with disabilities.

### **Common Underserved Groups**

Based on these participation rates, five demographic groups emerge as having consistently lower participation rates than the rest. First, residents with disabilities show markedly lower participation rates compared to other demographic groups. 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 residents with disabilities. 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.

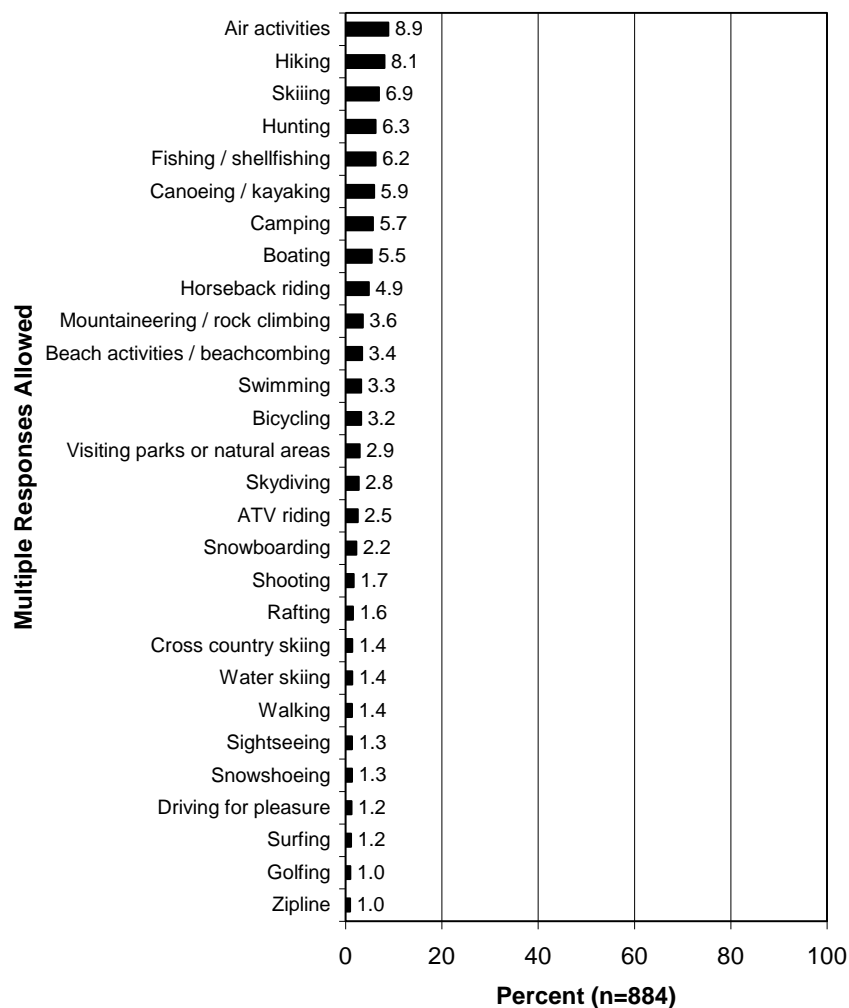
It is possible that participation rates among these groups are affected by either a lack of awareness of opportunities or a lack of access to facilities and locations for outdoor recreation. External factors such as a lack of free time and/or poor health may also present challenges for these groups. The research suggests that there is a need to increase support to residents with disabilities. 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 residents with disabilities, usually in the context of how to make outdoor recreation accessible so users with disabilities are easily and naturally included in family and friendship activities.

### **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.**

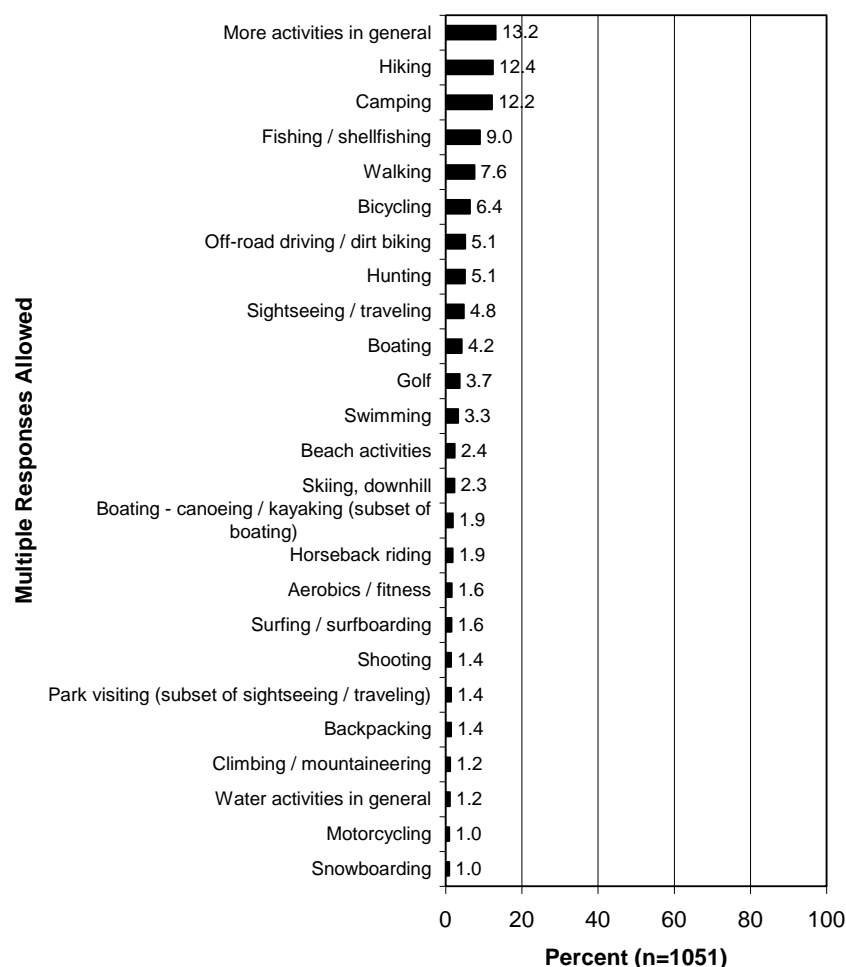
**Q341. Which outdoor activities do you think you'd like to do? (Asked of those who indicate that there is an activity(ies) that they do not currently do but would like to do in Washington.) (Shows only those named by at least 1.0% of respondents.)**



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.)**

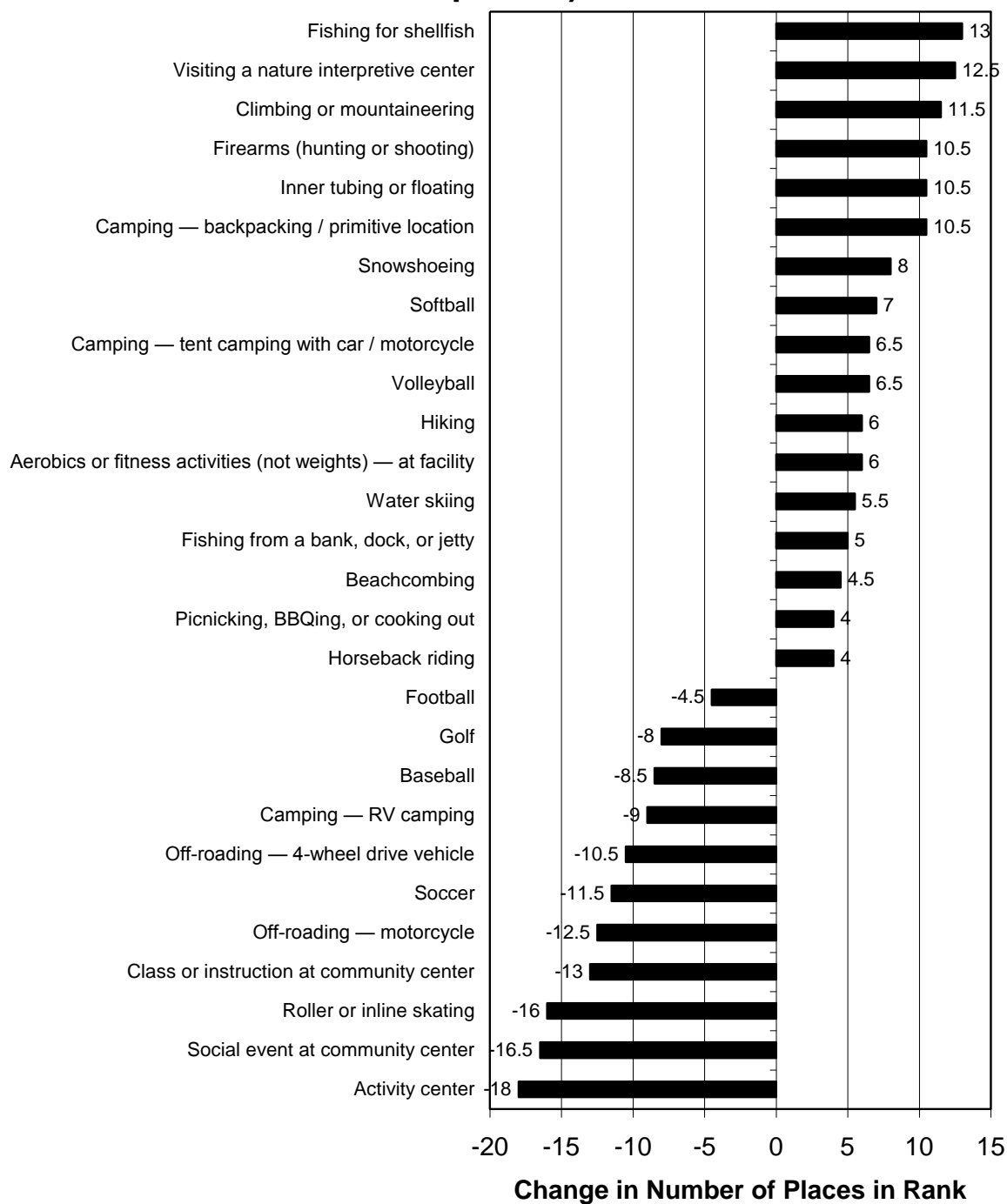
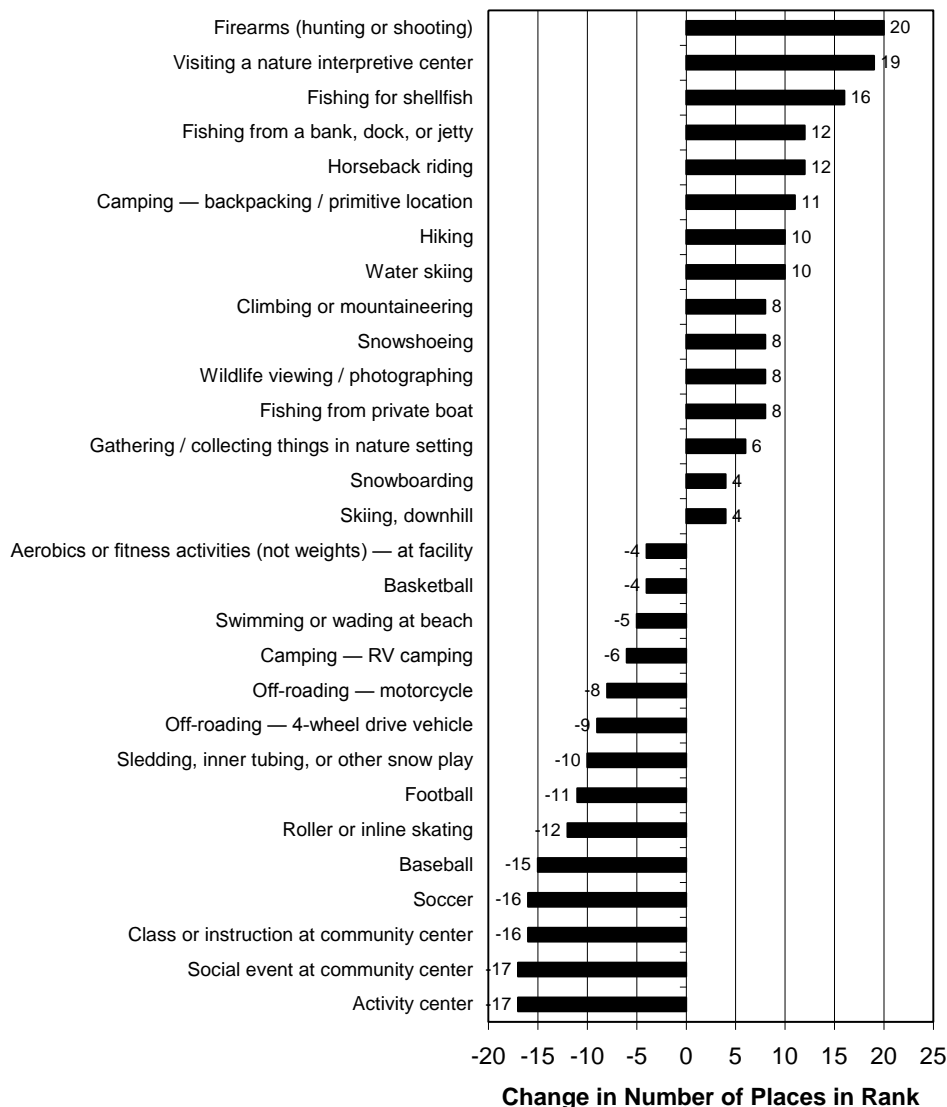


Figure 3.18 shows the change in rankings from 2006 to 2012. It shows the dramatic increase in many of the activities based in nature (including activities that are not encompassed by the more narrow definition of “nature-based activities” used in categorizing activities in the SCORP), such as hunting, 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.

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*"I feel that we as a state could benefit from establishing more trails and recreation areas. My opinion is that communities and their citizens would benefit from more trails that connect to urban areas to encourage people to get outside without having [to] spend so much time on the freeway. Please develop more trails for the full spectrum of users that promote connections between communities and public lands."*

—Washington Resident, Town Hall Contributor

*"It's all about need and meeting people's expectations for recreation services. As the baby boomers continue to retire, there is an expectation that low-cost recreation opportunities will be available. Unfortunately, the declining economy and tax base make it difficult to provide parks and recreation services when competing for funding for other municipal services such as fire, police, and utilities."*

—Southwest Recreation Provider, Providers Survey

*"Washington state has one of the best park systems in the entire country when it comes to mountain bike and motorcycle access to near wilderness areas. The only issues I have seen lately are conflict with DNR land use for recreation vs. timber harvesting. We have demonstrated in areas like Galbraith and the Pilchuck Tree farm that resource development and recreation can coexist through active involvement and cooperation from all interested parties. We should all strive to cooperate in this manner for all multi-use areas and limit urban growth into forest lands."*

—Washington Resident, Town Hall Contributor

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## 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 federal, state, 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 Recreation and Conservation Funding Board, the SCORP Advisory Group, 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

Local providers were asked about issues of concern and challenges facing the area they serve in the next 5 years. This was asked in an open-ended question to determine top-of-mind concerns and challenges. Among local providers who responded to the survey, the top three *issues of concern* facing their areas in the next 5 years are funding and/or costs, maintenance of existing facilities, and access and parking (Figure 4.1). When asked about *challenges or obstacles* they face in the next 5 years, local providers identified funding/costs as the top challenge by far, followed by maintenance of existing facilities (Figure 4.2).

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. These concerns for future challenges suggest that recreation providers recognize that these issues will likely become greater priorities in the future due to increasing populations in Washington.

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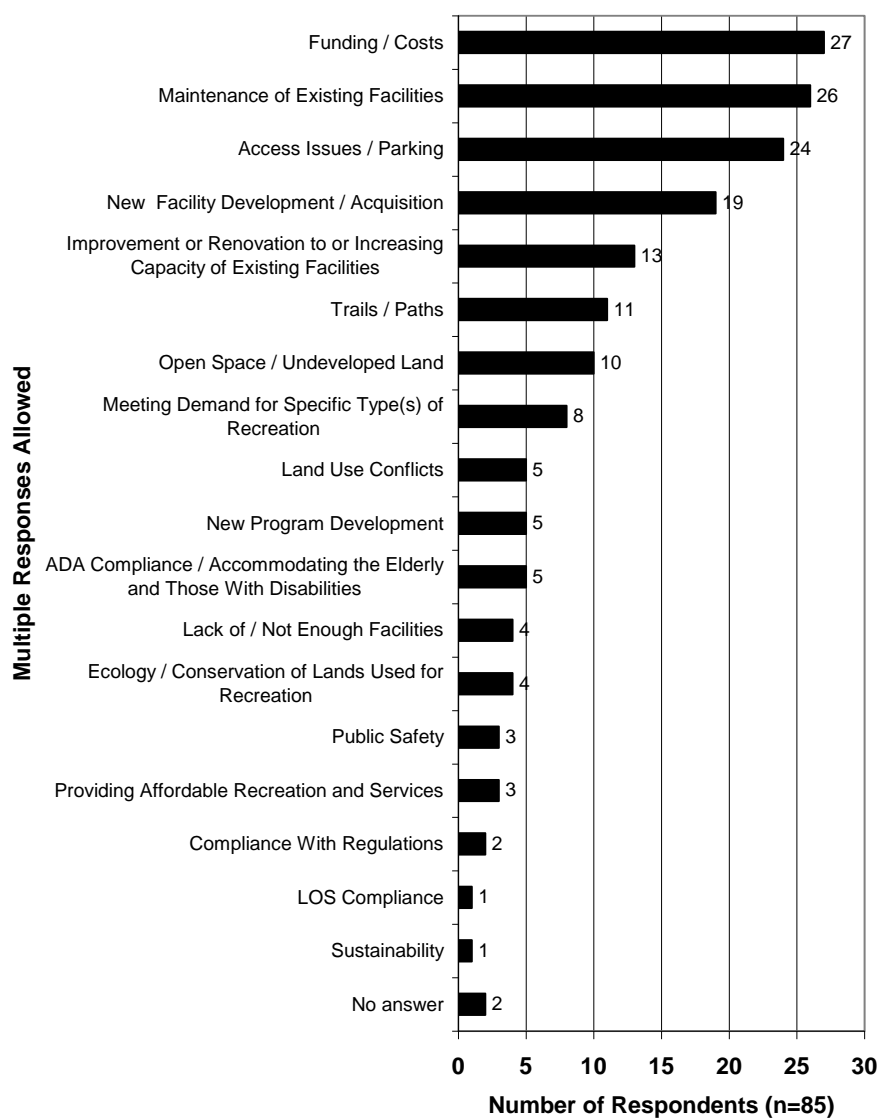
*“The Columbia River Gorge is loved, but is it on its way to being loved to death? Trends show that the Portland-Vancouver metro area is set to double in size over the next 50 years, and with that comes the need for more managed recreation. Recently, public land managers are encountering user-made trails and access points to public lands, causing problems in managing and protecting public land. We believe this is a crucial time to rein in these behaviors by implementing managed corridors of recreation to address needs.”*

—Conservation Trust Recreation Provider, Providers Survey

*“There are several public lands within a 15-30 minute drive from our community, yet few have adequate parking or are even recognizably marked as public lands. There are incredible outdoor recreation opportunities close by, but people first need to know that they are available and accessible, and then, once the people know the opportunities are there, the people need to be welcomed by appropriate signage that identifies boundaries, rules regarding use, safety precautions, etc.”*

—Northeast Recreation Provider, Providers Survey

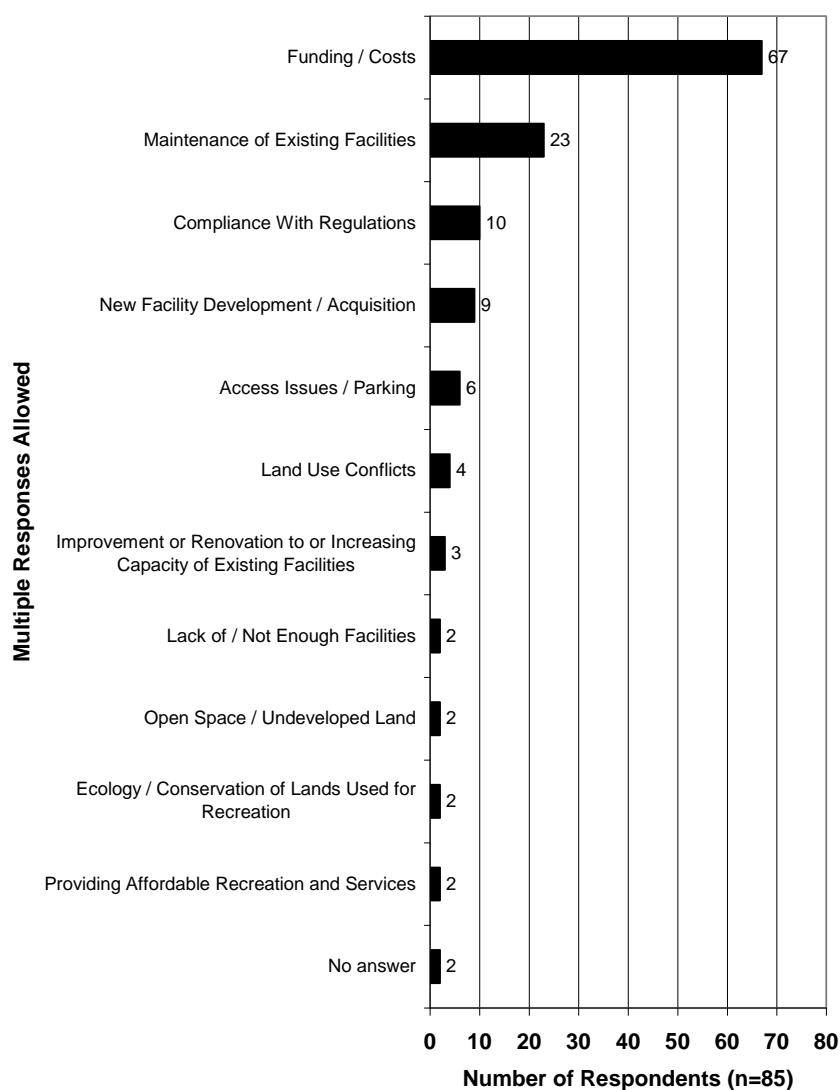
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**Figure 4.1: Issues of Concern Among Local Recreation Providers in the Next 5 Years.**

*“The amount of maintenance can always be improved. There is always a need for more maintenance in one place or another. When I see something that is not maintained to its highest level, I am assuming it is because of reduced resources.”*

—Washington Resident, Town Hall Contributor

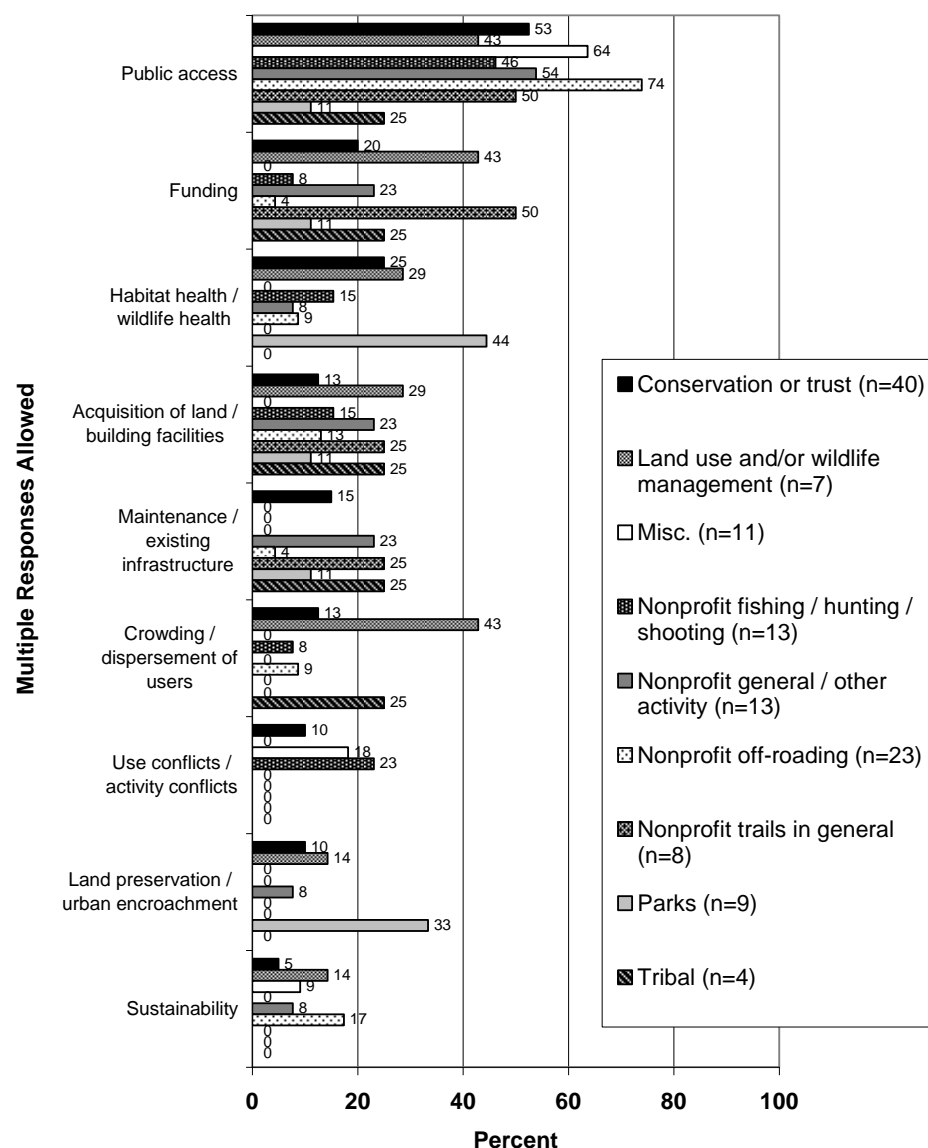
**Figure 4.2: Challenges or Obstacles Among Local Recreation Providers in the Next 5 Years.**



Local providers were 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.

Federal, state, tribal, and nonprofit providers were also asked about issues of concern and challenges facing the area they serve in the next 5 years. As shown in Figures 4.3 and 4.4, the survey of federal, state, tribal, and nonprofit recreation providers found that public access is the top *issue of concern* facing their area in the next 5 years, followed by funding, acquisition of land/building facilities, habitat and/or wildlife health, maintenance of existing infrastructure, and user conflicts or crowding.

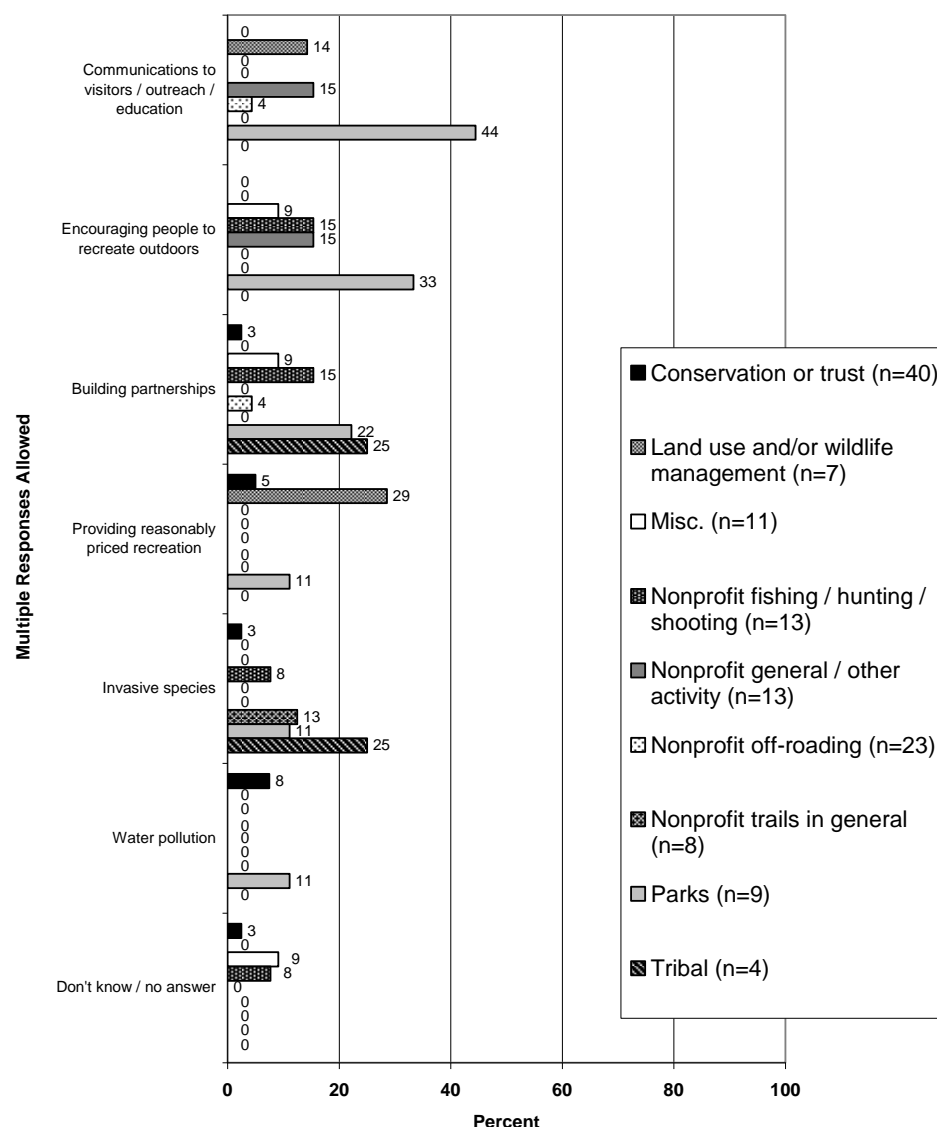
**Figure 4.3: Issues of Concern Among Federal, State, Tribal, and Nonprofit Recreation Providers in the Next 5 Years (Part 1).**



*"I generally find that the trails we have are well-maintained. Having a perfectly graded/paved path and super clean restrooms at every parking area is not what I want; having access to be able to explore the land is... Also I firmly believe that more trails will disperse our use over a greater area and actually help/improve the conditions on the trails we do have currently."*

—Washington Resident, Town Hall Contributor

**Figure 4.4: Issues of Concern Among Federal, State, Tribal, and Nonprofit Recreation Providers in the Next 5 Years (Part 2).**

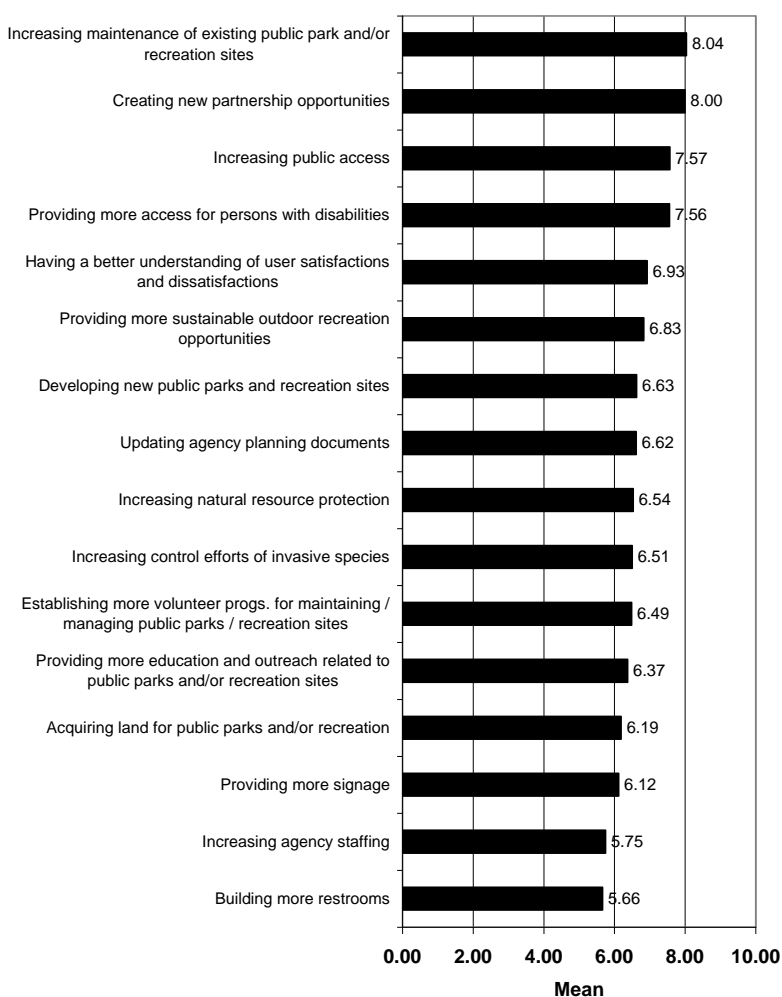


Other questions in the surveys also highlighted funding as an issue. Again, for the most part, the surveys suggest that funding goals are not being met. The biennial average percent of unmet capital facility development reported by federal, state, tribal, and nonprofit recreation providers shows a mean 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, tribal, and nonprofit recreation providers are struggling with funding issues and are unable to meet their annual funding goals.

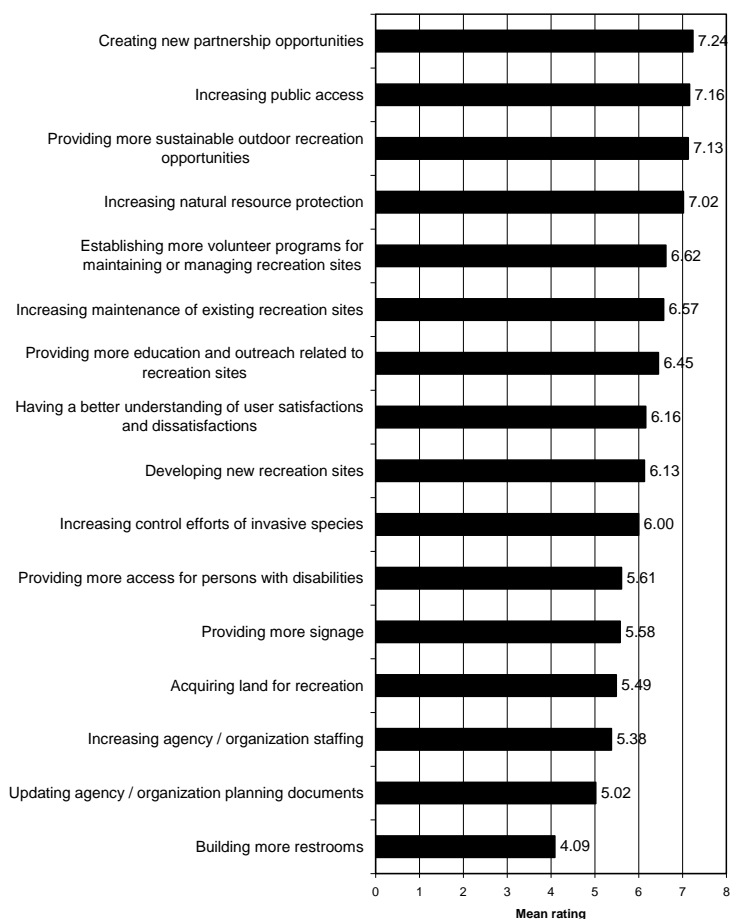
Both the survey of local providers and the survey of federal, state, tribal, and nonprofit recreation providers asked respondents to rate 16 issues regarding their importance in providing outdoor recreation in their service area, using a scale from 0 to 10, with 10 being the highest importance. Among the top issues in both surveys were creating new partnership opportunities and increasing public access. With the exception of these issues, the lists diverge a bit, with local providers being concerned with tangible, concrete issues (maintaining existing facilities, providing more access for persons with disabilities) and federal/state/nonprofit being concerned with more abstract issues (providing more sustainable outdoor recreation opportunities, increasing natural resource protection).

Figure 4.5 shows results among local providers. Figure 4.6 shows the results among federal, state, tribal, and nonprofit providers.

**Figure 4.5: Mean Ratings of Importance of the Following Issues to Local Recreation Providers.**



**Figure 4.6: Mean Ratings of Importance of the Following Issues to Federal, State, Tribal, and Nonprofit Recreation Providers.**



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 the SCORP Town Hall, 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 SCORP Town Hall provided additional information on issues asked about in the telephone survey of Washington residents, and it also provided qualitative information on issues that were not addressed through the survey. For this reason, the SCORP Town Hall was valuable in understanding recreationists' perspectives on various topics and issues. While the SCORP Town Hall provides helpful qualitative data in understanding these issues, it is



important to note that these opinions are not representative of Washington residents as a whole. Public comment was available throughout the SCORP planning process, but the opinions and attitudes expressed in the SCORP Town Hall should be considered representative of only those who engaged in this public participation process. Therefore, opinions are not representative of the entire population in Washington and should be interpreted with caution.

SCORP Town Hall contributors recognize 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 was 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. Discussion of availability often focused on the Town Hall contributor's recreation activity of choice, with many Town Hall contributors calling for more ORV, mountain biking, and horseback riding opportunities. Some thought there was a serious shortage of opportunities, others thought there was an adequate supply, and others 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. Several Town Hall contributors raised concerns about hindrances that impact accessibility, including public gates, lack of easements, impassable roads or trails, and even financial limitations. Similarly, travel distance appears to be an issue limiting accessibility of recreation areas.

As some of the Town Hall contributors suggested, some of the state's best efforts to increase recreation opportunities may have backfired. For example, the state's Open Space Taxation Act, enacted in 1970, allows for current use assessment, which values property at its current use rather than its highest and best use. This offers incentives to landowners whose properties qualify as one of the following classifications: open space land, farm and agricultural land, or timberland. One of the many qualifying factors for classification is enhancing recreation opportunities. In other words, among its many advantages, the Open Space Taxation Act encourages increases in recreation lands. However, as noted by some of the SCORP Town Hall contributors, there is a trend in private land ownership to limit public recreational access to no-entry or to a pay-to-enter model. This occurs despite the fact that similar taxation acts were enacted to encourage public recreation on these lands. As one contributor noted, "as timberlands are gated, public land often becomes landlocked and inaccessible by the actions of private companies [or landowners]. In effect, the loss of use of private timberlands, coupled with landlocked public lands has drastically reduced the 'recreational' spaces available to the public in the last 10-15 years." It becomes important for the state to look at this and other similar programs designed to enhance public recreation opportunities to evaluate whether or not the goals of these efforts are being met.

Related to the accommodation factor is maintenance, which affects the ability of sites to accommodate users' needs. Issues related to accommodations include lack of needed facilities and problems with the condition of facilities. 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." Yet another issue related to accommodations discussed by several Town Hall contributors was the provision of facilities and opportunities for residents with disabilities. As was clearly discussed in the SCORP Town Hall, the state should continue to improve and enhance recreation opportunities for this underserved population of residents.

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 much of an obstacle as an actual, physical barrier to his/her 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.

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*"Everyone deserves access to public lands to enjoy their recreational pursuits. There does seem to be an imbalance to that access."*

—Washington Resident, Town Hall Contributor

*"The bigger problem is not the lack of trails, but the lack of accessible areas in which to build trails. There are many groups (motorized, MTB, horse, etc.) who are more than willing to build and maintain trails on their own time, from their own budget, if we could only get into more areas to build them."*

—Washington Resident, Town Hall Contributor

*"As a hiker, I have access to the vast acreage locked up as wilderness which I have been using for forty years and there are still many trails on my 'bucket list' I have yet to hike just in Washington State alone."*

*"In general the maintenance has declined with the state's budget. Many access roads are ungraded and make use difficult."*

—Washington Resident, Town Hall Contributor

*"I personally would love to be able access parks in multiple forms. Hiking, Climbing, Biking and Snowmobiling. I am just now beginning to learn what is all available for summer and winter recreation."*

—Washington Resident, Town Hall Contributor

*"I would like to see more disabled access to public lakes in Eastern WA."*

—Washington Resident, Town Hall Contributor

*"The trail that is accessible is not always well-maintained because the USFS and DNR simply don't have the funds to handle this."*

—Washington Resident, Town Hall Contributor

*"We need parks that offer real activities and challenges as well as easier access for disabled and children activities. They need bathroom facilities with showers. Many people do not partake in outdoor activities because it is a little rough for them. Some people want the tougher experience. Need a balance, something to encourage those less able and challenging areas for those who are more able. The more people we can encourage to experience the great outdoors, the more support we will receive."*

—Washington Resident, Town Hall Contributor

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### **User Fees and Specific-Use Taxes**

Although they were not asked about in the survey of Washington residents, user fees and specific-use taxation were a focus of discussion among Town Hall contributors. There were highly divergent opinions about the merit of various direct fees (e.g., Good To Go Pass) and indirect fees (e.g., allocations of gas taxes) that support recreation development, especially for trails and associated infrastructure. 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.

Several Town Hall contributors mentioned the State Parks Discover Pass, with divergent opinions about its merit and the merit of similar passes. Opinions in the SCORP Town Hall ranged from support for paying more in exchange for additional access to recognition that the current state government fiscal situation means new money has to come from somewhere. Opposition to fees were generally because of concerns that too much money is being spent already or that the money was not being used to support these recreation opportunities. Another difficulty opponents had regarding similar fees and passes was their inability to see “on-the-ground” efforts on which their fees were being used. As one recreationist explained, “I paid extra attention after I bought the Discover Pass, and found that most of the recent work involved putting up the signs requiring the pass. Beyond that....not a lot of other work was being done...” In other words, it would be useful to these recreationists to see where and how their fees are being spent to enhance recreation facilities and opportunities.

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. One Town Hall contributor voiced his/her frustration, saying, “Another complicated aspect to us typical trail users is the complex network of land owners. Each owner has different rules and it’s really difficult to figure out where you need a pass, where you can park, what’s allowed, etc.” As a solution, several Town Hall contributors supported the idea of a “one pass” approach that allows access to all public lands. As one recreationist suggested, “The Discovery Pass, in my opinion, was a good idea, but didn’t go far enough in reducing the pass confusion that exists. We have purchased them since they have been available, and yet many places we go are still asking for some other pass or fee. I don’t mind paying for access, [as] those who use the facilities should share in the cost of those facilities, but if we can’t get to ‘One Pass for All Facilities’, then folks will tend not to buy the passes and overall revenue will suffer. I realize the system can’t afford to staff each site to collect fees but I don’t feel the present system of multiple passes works either and I think it discourages folks from buying any passes, as whichever one they have is the wrong one.”

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.” Another Town Hall contributor lamented, “What I do not want to see are the increasing user fees of one kind or another – increased to the point where young families with children can no longer afford to enjoy the great outdoors. (Camping fees have tripled from the time we camped with our kids in the early 80’s).”

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.

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*"Do not limit the people's access to recreation by imposing fees and regulations that prevent the people from free and easy access to OUR RESOURCES."*

—Washington Resident, Town Hall Contributor

*"I would like to see that the fees we pay be spent in a proportional manner for maintenance of these trails and trailheads. We find that the fees we pay often are spent largely in areas that we do not use, or even absorbed somewhere other than where they were intended as sold to us when these fees were created."*

—Washington Resident, Town Hall Contributor

*"I want just as much land available for future lovers of the wilderness as I had to discover and slowly explore. I'm happy to donate funds with my vehicle tabs and even purchased my Discovery Pass with them last month. I'm happy to help, in other words, but I realize that user fees cannot generate all the revenue needed to maintain state parks and DNR access."*

—Washington Resident, Town Hall Contributor

*"Although my family has the economic resources to pay park fees, the cost of an annual pass is high enough to price many others out of the park user market. Families struggling with economic issues should not be precluded from using invaluable public resources that provide opportunities for fresh air and exercise, exposure to physical beauty, and the power to educate through experience."*

—Washington Resident, Town Hall Contributor

*"We need to continue to protect our public lands from development and support the people and agencies that work to keep recreation open and available to the public, including our financial support whenever possible. The cost of a Discover Pass, hunting or fishing license is minimal for the return we receive."*

—Washington Resident, Town Hall Contributor

*"Due to these cutbacks most agencies and private land owners charge fees to use their lands, but these funds don't seem to be applied to keeping the trails open and maintained. I am willing to support our parks and trail system though volunteer efforts and funding but there needs to be accountability to the use of these funds."*

—Washington Resident, Town Hall Contributor

*"Balance is key. We should maintain what we have and charge reasonable access fees when necessary. When people have to pay a small fee to use parks and campgrounds, there's a better appreciation of the cost to maintain our limited natural resources — I know we pay taxes, but the connection isn't as obvious compared to an immediate fee and usage experience."*

—Washington Resident, Town Hall Contributor

*"Refine the Discover Pass—use it as a marketing tool to encourage visitation."*

—Washington Resident, Town Hall Contributor

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## 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, resident 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."

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*"Accommodating newer uses without displacing existing heritage uses can be a challenge without adequate recreation planning and new site development."*

—Washington Resident, Town Hall Contributor

*"Non-profit shooting facilities offer the public an incredible resource for recreational sports. They are great institutions for partnership with public entities for the collaboration of funds and volunteer resources that provide for the continued development and stewardship of recreational activities. Every recreational alternative can benefit from these kinds of public/private partnerships – be it a hiking trail, a public horseback riding facility or whatever your favorite recreational pastime. With today's financial shortages for all government services every avenue of funding for all outdoor recreational opportunities should be considered to help recreational resources stay open and accessible to the public."*

—Washington Resident, Town Hall Contributor

*"The greatest challenge is finding ways to satisfy people's need to get outdoors and recreate while managing use of available areas and resources to avoid overcrowding. There is currently too high a demand and too few opportunities and places to enjoy the outdoors."*

—Nonprofit Fishing / Hunting / Shooting Recreation Provider

*"As 'development' gobbles up more and more natural areas, we need to protect as many remaining natural areas as possible—for future generations of native plants and the birds and other wildlife that depend on them. Parks in natural areas provide important ecological and life-support functions—for humans and wildlife—and we must be sensitive to the impacts of recreation."*

—Washington Resident, Town Hall Contributor

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### 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 residents 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.

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*"Recreation of ALL KINDS should be available to everyone. It is important to me, that as a community of riders, hikers and skier's, along with the other outdoor enthusiasts, we do not take away opportunities for people to do what they love, but instead, create a win/win for every type of user group, so we all can enjoy the recreation/therapies we love so much."*

—Washington Resident, Town Hall Contributor

*"I understand the need for public lands that are multi-use, but I find [horse] riding with motorized vehicles too dangerous for my liking."*

—Washington Resident, Town Hall Contributor

*"We lack respect for what other people enjoy. User groups [are] lobbying against each other instead of banding together for everyone."*

—Washington Resident, Town Hall Contributor

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### **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” (Washington State Recreation and Conservation Office, formerly 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 users with disabilities 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).

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*“As the population ages they see the value of the peace and tranquility of nature-based outdoor recreation and have the ability to do it in a less structured and scheduled manner. It appears that kids organized sports are as popular as ever, but I think parents can get burned out on organized sports when they run their kids here and there and then find nature activities more appealing.”*

—Washington Resident, Town Hall Contributor

*“As our world becomes much more crowded especially in urban environments, the outdoors is a attractive alternative for finding peace, new challenges and renewal, away from the maddening crowd, as they say, giving us the fortitude to return to the urban environments where we live and work.”*

—Washington Resident, Town Hall Contributor

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## 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) preserving and protecting the longevity of environmental resources and assets (environmental sustainability) and (2) preserving and protecting 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).

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, promoting both the environmental and recreational sustainability of America’s natural resources. As stated in the initiative goals, “This initiative is about the government empowering and partnering with people and communities to protect and restore the places they cherish” (U.S. Department of Interior, 2011). The initiative focuses on connecting people with nature and preserving recreational opportunities and assets in perpetuity for future generations. In truth, 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.

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.

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*“Bikers, equestrians, hikers, dirt bikers all have one thing in common: a love of playing outside. With so many pressures on the local land and with so many open spaces disappearing, we all need to recognize what we have in common – protecting our open spaces and keeping them healthy enough for all to enjoy.”*

—Washington Resident, Town Hall Contributor

*“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.”*

—Washington Resident, Town Hall Contributor

*“In my opinion, education is most important, as users must be aware of their role in recreation. They must be familiar with both positive and negative use impacts and how they can become a partner in providing a safe, environmentally friendly area for the present and for the future.”*

—Washington Resident, Town Hall Contributor

*“Increased maintenance means an increase in investment and labor. Both BCHW and WTA provide volunteer crews, which along with youth crews and other user crews can tremendously help address the backlog of work. What can be very frustrating is that the volunteer groups may have the labor, and they may even be able to secure funding through grants, but sometimes they can’t get the go-ahead to do the work from the agencies even for existing trails in serious need. Agency rules or management may require oversight of the work, but there may not be enough field staff, rangers, or environmental planners to provide that oversight. During fiscally lean years, management rules themselves may prevent the very upgrades that need to happen.”*

—Washington Resident, Town Hall Contributor

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## **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.

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*"I believe that the value of a public park or any sort of protected public land lies in the therapeutic nature of it being undisturbed and in its natural state. Natural spaces are a way to get away from our daily lives that are filled with media, advertising, business, etc. Nature is best left as it is, without technology encroaching on the last places where we can get away from it."*

—Washington Resident, Town Hall Contributor

*"Nature provides an escape from our urban (built environments) can not provide."*

—Washington Resident, Town Hall Contributor

*"I think we do need to keep up with technology and changing expectations for people, but would still like to see more remote sites remain natural and less commercial. I would rather pay higher taxes to support public parks than worrying about whether I have the right 'pass' when I want to go hiking or picnicking."*

—Washington Resident, Town Hall Contributor

*"Limited wi-fi/cell service is good. It's helpful for getting additional info about the park so visitors can plan their visits. Also, some cell service could be helpful for people needing to call for help (lost, injured, etc). I don't have a problem with other activities as long as they make sense within the context of the park and, as before, don't overwhelm the natural offerings of the park. They shouldn't impinge on views, wildlife, dark night skies or the natural sounds. I'd say no to thrill rides (like roller coasters) or immersive video experiences, or anything else that detracts from or obscures the natural offerings of the park."*

—Washington Resident, Town Hall Contributor

*"Keep the parks natural. People should go to parks to get out in nature and nature provides many things to do without adding activities, such as zip lines that are better left to a commercial enterprise. A definite no to wi-fi. People today, particularly children, are too disconnected from nature as it is. Adding technology will defeat the purpose of having the park in the first place."*

—Washington Resident, Town Hall Contributor

*"As for Wifi, I can see both sides to this argument. I love being able to get away from all my electronics but, it could be very helpful for things like search and rescue amongst many others. Also, unlike advertising or branding, Wifi effectively disappears into the landscape if you are not using it. I could see this making more sense on a case by case basis rather than one blanket policy."*

—Washington Resident, Town Hall Contributor

*"Leave them natural. If folks want zip lines, WI FI, etc., let the private sector businesses provide these. Again, keeping parks natural provides such a respite from the busy world we all live in day-to-day and state parks should be a place to get away from all that and be part of nature again."*

—Washington Resident, Town Hall Contributor

*"Every park is different, usage is different, people's needs are different. Any changes would need to be considered carefully. I do feel, though, that these ideas might be good options for some parks. Something needs to be done in order to be able take the general usage fees off of the parks."*

—Washington Resident, Town Hall Contributor

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## **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 by minimizing chronic illnesses 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.”

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*“I am a hiker and maintained trails are a portal to physical health and mental sanity for me. I will go out in rain or shine. I certainly cannot fix roads leading to trailheads myself and I am grateful for the funding that allows the outdoor aspects of our beautiful state to be enjoyed.”*

—Washington Resident, Town Hall Contributor

*“The parks are natural classrooms. ...Create educational events like bird-watching tours, nature hikes, inquiry-based nature classes for children, lectures about the history of the parks, watersheds, biomes, the species that live in parks, etc. Charging nominal fees for these types of activities will give back to the community and create a long-term connection with community members, as well as give them a sense of pride in their neighborhood park.”*

—Washington Resident, Town Hall Contributor

*“Dividing trails up for individual user groups creates a charged environment with one group attacking the efforts of another in order to protect an area for one user type.”*

—Washington Resident, Town Hall Contributor

*“If a group wants to recreate on public lands, then they should be willing to spend their time and money to maintain their recreation areas. I have spent numerous hours over the years cleaning up trails and parking areas along with other members of my chosen form of recreation (off-road motorcycle) only to have the areas which we are legally allowed to ride shrunk more each year.”*

—Washington Resident, Town Hall Contributor

*“We are all simply short-term borrowers of nature. We [are] working together to enjoy it.”*

—Washington Resident, Town Hall Contributor

*“Yes we need more useable trails for all groups. I realize that keeping these trails repaired is the largest issue we have to getting more trails put in. This can only be resolved by all user groups work[ing] harder together.”*

—Washington Resident, Town Hall Contributor

*“Being able to ski on beautifully groomed trails has been a mental (and physical) health lifesaver for our family for years. It’s hard to know how people who don’t ski survive our winters. We are extremely fortunate that state recreation funders realize that even people far from urban population centers need places to play.”*

—Washington Resident, Town Hall Contributor

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## 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, local, and tribal governments 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 nonprofit 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 (e.g., monetary compensation for completing the survey) 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 responding 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 responding 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 responding 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 responding federal and state agencies is an A, and the statewide grade for responding 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 responding federal and state agencies and for responding 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 responding 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 mile 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 responding 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 responding 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 of 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.

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*"[The most important outdoor recreation issues facing my area over the next 5 years] is adequate funding for care and maintenance of existing parks and recreation facilities. Improvement of access (parking, trailheads, etc.) to newly acquired natural areas and open space to meet rising demand for hiking trails and passive recreational experiences in Spokane County."*

—Recreation Provider, Providers Survey

*"[The most important outdoor recreation issues facing my area over the next 5 years] is the ability to continue providing parks for people to enjoy. Our county, like so many others, is feeling the impacts of reduced funding. Being a "non-mandated" department places us in a position to be one of the first to be eliminated and/or closed down as the situation dictates."*

—Recreation Provider, Providers Survey

*"[The most important outdoor recreation issues facing my area over the next 5 years] is the ability to optimally maintain and care for our assets (parks and facilities) during challenging budget times when local budgets have been reduced significantly; hence, hammering our ability to keep up with maintenance and service levels. Another related issue is the need for more grant dollars to help with renovating and preserving existing public assets. While acquisition is still important, major urban cities such as Seattle are having a harder time protecting and preserving our recreation assets. ... Development of local parks would be helpful to tackle these concerns."*

—Recreation Provider, Providers Survey

*"[The most important outdoor recreation issues facing my area over the next 5 years] is preservation of open space within or adjacent to urban growth areas. Preservation and development of regional trails—particularly rail-banked corridors. Encouraging ethnically diverse populations to take advantage of outdoor recreation opportunities."*

—Recreation Provider, Providers Survey

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## 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 federal, state, 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 sustains both the environment and the recreation resources themselves. The chapter also looks at wetlands as a part of outdoor recreation in Washington. 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 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, tribal, and nonprofit 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 a little higher, with a mean of 7.13 among federal, state, tribal, and nonprofit 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, tribal, and nonprofit 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, tribal, and nonprofit 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 a suitable replacement for LWCF lands slated for conversion to non-recreational uses provided the state's SCORP specifically addresses which wetlands are priorities for acquisition. 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.
- 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). As shown in Table 6.1, 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).

**Table 6.1. Types of Wetlands in Washington (Department of Ecology 2004).**

Category I wetlands for both Eastern and Western Washington "... are those that 1) represent a unique or rare wetland type; or 2) are more sensitive to disturbance than most wetlands; or 3) are relatively undisturbed and contain ecological attributes that are impossible to replace within a human lifetime; or 4) provide a high level of functions..."

Category II wetlands for both Eastern and Western Washington "... are difficult, though not impossible, to replace, and provide high levels of some functions. These wetlands occur more commonly than Category I wetlands, but still need a relatively high level of protection."

Category III wetlands,

For Eastern Washington "... are 1) vernal pools that are isolated, and 2) wetlands with a moderate level of functions.... Wetlands... [in this category] ...generally have been disturbed in some ways, and are often smaller, less diverse and/or more isolated from other natural resources in the landscape than Category II wetlands."

For Western Washington "... are 1) wetlands with a moderate level of functions ... and 2) interdunal wetlands between 0.1 and 1 acre in size. Wetlands... [in this category] ...generally have been disturbed in some ways, and are often less diverse or more isolated from other natural resources in the landscape than Category II wetlands."

Category IV wetlands for both Eastern and Western Washington "... have the lowest levels of functions ... and are often heavily disturbed. These are wetlands that we should be able to replace, and in some cases be able to improve. However, experience has shown that replacement cannot be guaranteed in any specific case. These wetlands may provide some important functions, and also need to be protected."

### 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 Shoreline Management Act requires local jurisdictions to create an approved Shoreline Master Program. These programs carry out the policies of the Shoreline Management Act, at the local level, regulating use and development of shorelines. Local shoreline programs include policies and regulations based on state laws and rules but tailored to the unique geographic, economic, and environmental needs of each community. Under the Act, each town, city and county with "shorelines of the state" must develop and adopt its own shoreline program. "Shorelines of the state" generally refers to rivers, larger lakes, and marine waterfronts along with their associated shorelands, wetlands, and floodplains.

Local governments are responsible for starting the shoreline master program planning, deciding which areas are in shoreline jurisdiction, analyzing the present uses and long-term needs for waterfront lands, and locally adopting a Shoreline Master Program. Local governments must consult with other agencies, tribal governments, and all individuals interested in developing their shoreline master programs. Once adopted, the local government is the program administrator. The local government reviews new development proposals and uses the permit system to decide if development is consistent with state law and the local program. Shoreline Master Programs help local governments avoid or lessen environmental damage as shoreline areas are developed. Based on current conditions and long-term needs, shoreline master programs reserve appropriate areas for water-oriented uses and promote public access opportunities. Shoreline Master Programs include requirements for new development to stay well away from flood, landslide, erosion hazard, and wetland areas. They are more than simply plans. Shoreline Master Programs combine local plans for future shoreline development and identify areas appropriate for restoration and preservation. They include statewide as well as local policies and related specific permitting requirements.

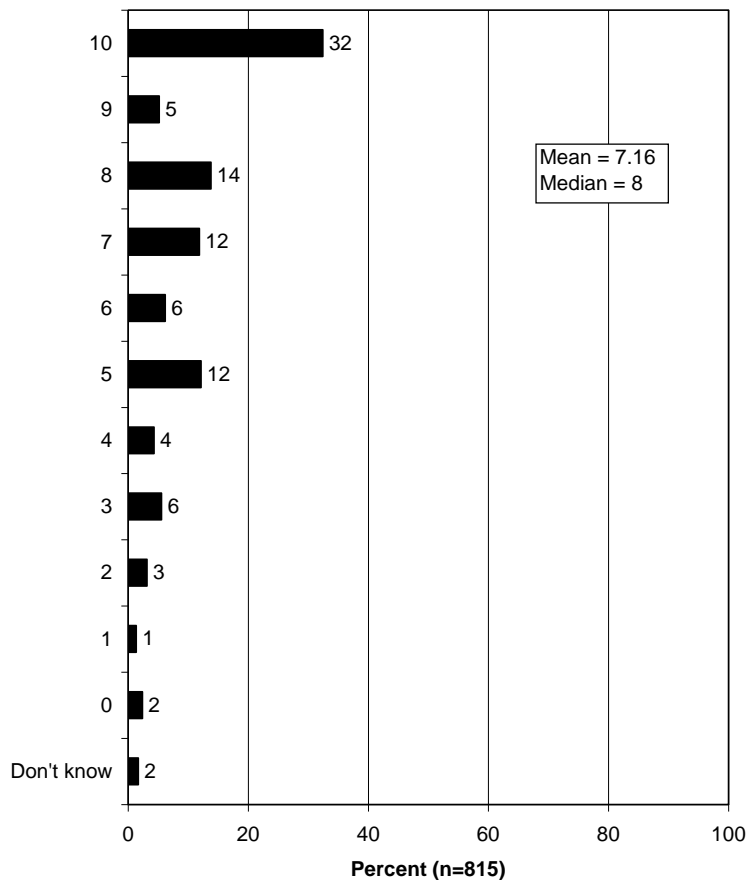
The Department of Ecology has wetlands specialists throughout the state who review applications for projects, such as recreation development projects, that involve wetlands. Where a project has a potential to affect wetlands, such as disturbance from people, there is a requirement that these be minimized. 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 to develop 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. In fact, the conservation of wetlands is an important priority for improving nature and wildlife viewing and for habitat enhancement for game species (e.g., ducks). For these and many other reasons, 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 6.2.

**Table 6.2: 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. In addition, when a local jurisdiction proposes wetlands development and that jurisdiction has an approved Shoreline Master Program consistency with national standards administered by the U.S. Fish and Wildlife Service is assured.
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 via 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. Wetlands ecological functions should not be impaired by recreational development, but should be preserved and enhanced for the values provided to wildlife viewing, particularly birding activities. 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, local, and tribal 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 are expected to improve as more counties are able to provide parcel-level data. While some data for publicly owned lands are 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 **IN**formation **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. The second meeting featured a demonstration of the PRORAGIS software. This software was developed and is maintained by the National Recreation and Park Association. PRORAGIS is a searchable, online database where the recreation provider enters data into their profile and controls those data. The data can then be used to generate a variety of reports and users have access to GIS mapping tools.

### **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, local, and tribal recreation managers have differing missions and differing data management needs, which might make it difficult to encourage partnerships in 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 Supports**

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. A full report of the recommendations provided by the SCORP Advisory Group is included in Appendix D.

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 opportunities for residents with disabilities, 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. Recommendations marked with an asterisk are actions that should be prioritized statewide over the next five years.

### 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, such as lack of time/other obligations, financial reasons, and health/age, 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 develop new facilities or to improve existing facilities and opportunities.

- **Continue to rely on traditional methods of detecting user needs.**

The SCORP Advisory Group is aware that recreation managers are planning under uncertainty when responding to recreation trends. One cause of this uncertainty comes from the imperfect ability to detect unmet needs. The SCORP Advisory Group recommends that recreation providers continue to rely on traditional methods of detecting user needs, such as using expected population and recreation trends from surveys and other statistically valid research projects, personal interviews, public participation projects with regional and local providers, and other user groups to obtain the most up-to-date data on which to base decisions regarding outdoor recreation. As previously mentioned, however, it is important to be aware of the limitations of trends data. While these data offer the most comprehensive information on which to base decisions, it is important to understand that social, cultural, and demographic factors can impact trends in participation.

## **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.

- **Increase youth exposure to outdoor recreation opportunities with greater focus on outdoor experiences in the classroom.**

Like Americans as a whole, Washington youth are experiencing *nature deficit disorder* at high percentages due, in part, to our society's dependence on technology for entertainment. Washington should increase efforts to encourage children and youth to get outdoors. An important approach to increasing participation among children and youth in outdoor recreation activities is providing opportunities for outdoor recreation and education in the classroom. The State of Washington has mandated environmental and sustainability education learning standards, which promotes three interrelated areas: ecological, social, and economic systems; the natural and built environment; and sustainability and civic responsibility. Washington should continue its efforts in maintaining education learning standards and increase opportunities for children and youth to engage in outdoor experiences via schools.

- **Expand the educational value of outdoor recreation through partnerships with environmental, conservation, and educational organizations.**

It is imperative that Washington link its efforts with other national and/or broad outdoor education initiatives and develop partnerships to help support and fund these educational approaches. A committed, cohesive effort to promote environmental education may best be applied through partnerships among the various environmental, conservation, and educational organizations seeking to improve and enhance environmental education in Washington's schools. Many of these organizations are working toward the same goal of increasing environmental stewardship and awareness, and combining efforts will help improve results. Consider developing a Task Force in the state to work toward improvements to environmental education programs and standards. To this end, environmental education standards should consider a three-pronged approach focused on outdoor participation, conservation literacy, and civic participation and stewardship.

- **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 residents 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 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.

- **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.

- **Explore the geographic distribution of recreation facilities to ensure that recreation is not too distant for recreationists.**

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 SCORP Town Hall.

- **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. Keep in mind, however, that just as important as focusing on unmet demand is a continued focus on meeting demand for the most popular activities in the state, such as walking, picnicking, hiking, etc.

## **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 outdoor recreation 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, local and tribal governments 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 PRORAGIS system is a viable alternative that should be on this evaluation list. The purpose for this project should be to put the public lands inventory into a useable format and integrate federal, state, local, and tribal 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.

- **Update the 1999 Public and Tribal Lands Inventory.**

The existing inventory of recreation assets in Washington is 14 years old and there was concern this information is out of date. In fact, a comprehensive public lands inventory in Washington has not been conducted since 1999. Additional research, as well as an updated public lands inventory, is needed to better understand Washington's capacity to meet the demands brought by future changes in participation and demographics. A complementary project with developing a map-based information system should be created to provide up-to-date inputs to such a system and to provide recreation managers with current information for their strategic and operational planning.

- **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 existing 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.
- **Create a forum where cross-provider coordination could occur.**  
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.
- **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/nonprofit 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 residents with disabilities. 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) longevity of environmental resources and assets and (2) the longevity of recreational planning and funding. Environmental sustainability focuses on providing recreation designed to minimize environmental impacts and encourage stewardship and ethical use. Recreational sustainability focuses on providing recreation facilities and opportunities that are designed to maximize the useful life of the facilities and opportunities into the future, thereby encouraging self-supporting design, maintenance, operation, 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 *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, residents with disabilities, 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 and improve access for residents with disabilities.\***

The research suggests that there is a need to increase support to residents with disabilities. 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 residents with disabilities, usually in the context of how to make outdoor recreation accessible so users with disabilities are easily and naturally included in family and friendship activities. It is recommended that the state continue to increase and/or improve access for residents with disabilities.

## **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 resident 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, local, and tribal 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 the 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, local, and tribal 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 for providing wildlife habitat and for wildlife viewing.**

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, see Figure 6.1). 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.

As part of the discussion of managing wetlands for recreation, the SCORP Advisory Group focused on the importance of recreation development that embodies a long-term commitment for visitor management, resources for consistent monitoring, and active management including the ability to close areas when necessary. In keeping with the sensitive nature of these habitats, the SCORP Advisory Group focused on the importance of environmental sustainability as an important consideration in the management of wetlands resources. Promoting the unique values that the wetlands environment provides, the SCORP Advisory Group also discussed the importance of managing the intersection of recreation and environmental stewardship goals by treating wetlands under an outdoor-recreation-saves-conservation concept—a sparse development approach that fosters public education, interest, and support for wetlands but, at the same time, protects conservation values through low-impact public use.

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. If a jurisdiction has an approved Shoreline Master Program that approval should, *a priori*, meet the preservation needs of wetlands management. The RCO should not add another layer of potential negative scoring in an RCO process. If a jurisdiction meets the requirements of other regulators of wetlands, these approvals should mark the project as an eligible candidate for use as conversion replacement.

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.

- **Combine “appropriate” recreation access to wetlands with a mission broader than just providing recreation.**

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. However, access to wetlands for recreation access should also focus on the broader benefits of wetlands. For example, the SCORP Advisory Group and Town Hall contributors mentioned the educational value of wetlands recreation opportunities. Wetlands are ready-made classrooms for teaching environmental lessons, especially about wise water management. In addition to their educational value, the SCORP Advisory Group focused on the importance of wetlands in connecting people to nature and creating a sense of community in support of sensitive areas. Additionally, the SCORP Advisory Group supported using wetlands to increase interest in stewardship and environmental sustainability by promoting volunteerism and community commitment to preserving wetlands areas.

## **IMPLICATIONS: ECONOMIC AND FUNDING ISSUES**

- **Explore alternatives for funding unmet capital facilities development and acquisition 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 members 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 for funding sanctioned volunteer work (e.g., a volunteer coordinator position) 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/nonprofit 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, and tribal governments and nonprofit 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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*"I think people are hungry to reconnect with the natural world, especially people who live in urban environments (which is most of us). As an industrialized culture, we have so little connection to the earth and cosmos because of the way we live that we have lost amazing amounts of understanding of who we are and where we are. Only being in nature can remedy this disconnect."*

—Washington Resident, Town Hall Contributor

*"Sustainable and increased access to Washington State Parks is very important in uniting recreation communities. I believe that by passionately experiencing the outdoors, individuals [and] groups are made healthier and can contribute to the greater good in society."*

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—Washington Resident, Town Hall Contributor

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## UNDER SEPARATE COVER

The research conducted for the Statewide Comprehensive Outdoor Recreation Plan (SCORP) was designed to assess current outdoor recreation facilities and opportunities and to project future needs for and challenges to the delivery of recreational opportunities. The SCORP study addresses key issues of importance to recreation planning and funding, including the benefits of outdoor recreation, recreation participation, constraints to recreation participation, recreation equity, land supply and use, protecting habitat while providing recreation opportunities, economic and funding issues, and technology. The SCORP planning process entailed a large-scale telephone survey of Washington residents, two web-based surveys of outdoor recreation providers, an advisory group of key stakeholders, and a community blog for the general public to provide qualitative input and comments. The study also examined outdoor recreation at the regional level for 10 SCORP planning regions. The recommendations of the *2013 State Comprehensive Outdoor Recreation Plan* are based on several major reports, including a final report for the telephone survey of residents, a report on the findings from the provider surveys, a report on the Level of Service results, and a report on the Town Hall comments. These reports are accessible via hyperlinks below (click on the report title).

**[Results of General Population Survey in Support of the Development of the Washington State Comprehensive Outdoor Recreation Plan.](#)** This survey was conducted for the Washington Recreation and Conservation Office (RCO) to determine resident participation in outdoor recreation in Washington, as well as residents' opinions on recreation facilities and opportunities. This survey is a component of the overall research being conducted in support of the Washington SCORP. Specifically, this report presents the results of a telephone survey of randomly selected residents of Washington State. The survey was conducted from August to October 2012. Responsive Management obtained a total of 3,114 completed interviews statewide.

**[Survey of Providers of Outdoor Recreation Conducted in Support of the Development of the Washington State Comprehensive Outdoor Recreation Plan.](#)** This study was conducted for the Washington Recreation and Conservation Office (RCO) to help assess issues pertaining to providing outdoor recreation in the State of Washington. This study is a component of the overall research being conducted in support of the Washington SCORP. Specifically, this report presents the results of two separate web-based surveys of providers of outdoor recreation in Washington State: a survey of local recreation providers and a survey of federal and state government providers, tribal organizations, and nonprofit organizations (the latter survey for those working statewide or, at least, regionally, rather than strictly local). The purpose of the surveys of recreation providers is to provide detailed information on supply, capacity, and the demand met, as well as information about needs and challenges in providing outdoor recreation. The Local Provider Survey was conducted from July to October 2012. The Federal/State/Nonprofit 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/nonprofit providers.

**[Level of Service Scores Based on Surveys of Outdoor Recreation Providers as Part of the Development of the Washington State Comprehensive Outdoor Recreation Plan.](#)** This evaluation of Washington State's outdoor recreation facilities and opportunities is guided by the Level of Service analysis. Note that the Level of Service is in the early stages of development and use. For this reason, many agencies do not yet have or collect the data necessary for all

the parts of the analysis. Nonetheless, the analysis was run on the limited data that the agencies were able to provide. This analysis has two parts: an analysis of local providers and an analysis of federal and state providers.

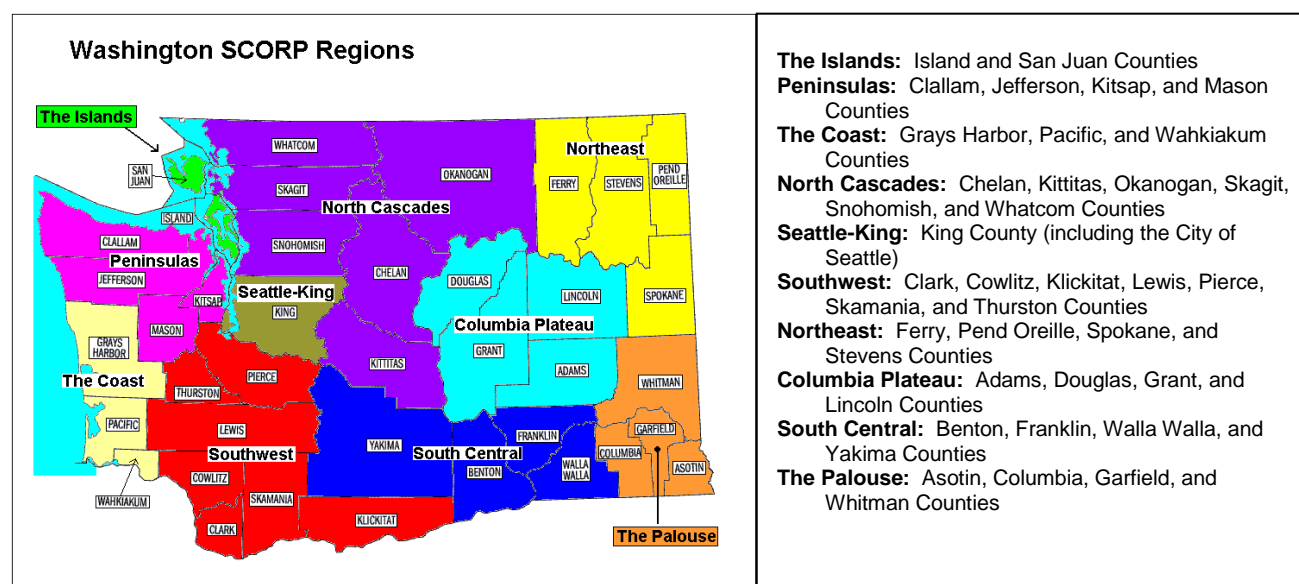
**Results of the Public Input Received at the 2013 SCORP Town Hall Blog website.** Part of the 2013 revision of Washington's SCORP was the use of an Internet blog website, named the SCORP Town Hall, to collect general public input. A blog (short for web log) is a discussion or informational web site consisting of discrete entries ('posts') displayed, in this case, in reverse chronological order and without the option for a give-and-take discussion between the contributors. The Town Hall was active from November 2012 through January 2013. Across that time the public was asked to respond to a series of seven questions posted at the site, with each question remaining active for approximately two weeks. To advertise the opportunity to contribute to the Town Hall, RCO distributed nearly 300 news releases to media centers across the state. The RCO asked about 30 partner organizations to post a notice about the Town Hall on their websites or in newsletters, and sent informational emails to the federally-recognized tribes. In addition, for each round of Town Hall questions, staff distributed emails to about 800 potential stakeholders; further, all previous Town Hall participants were notified of the new question and asked to invite others to comment on the new question. The Town Hall received 14,191 visits and 738 people provided 1,146 comments for this SCORP.

**Washington State Trails Plan.** [Source link available upon completion] Washington State's most recent trails plan was published in 1991. Since then, there has been increasing demand to use trails for a growing list of outdoor recreation, transportation, and other statewide and community needs. The Recreation and Conservation Office (RCO) is working with Responsive Management, a nationally-recognized outdoor recreation and natural resource research firm, to update the state trails plan and set the stage for a comprehensive trails plan as part of the 2018 State Comprehensive Outdoor Recreation Plan (SCORP). The new trails plan is expected to be completed in July 2013, and a link to the report will be made available upon completion.

## 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 nonprofit 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.
- Federal and state agency personnel (those with project management, park management, or administrative responsibilities).
- Tribal representatives.
- Nonprofit organization administrators (nonprofits 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/Nonprofit 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/nonprofit 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 recommendations, 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	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

The Advisory Group was engaged through three in-person meetings held in March and November 2012 and again in March 2013, 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
<b>Sightseeing</b>	56.8
Sightseeing—public facility	23.7
Sightseeing—cultural or historical facility	25.3
Sightseeing—scenic area	47.7
<b>Nature Activities</b>	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
<b>Fishing or Shellfishing</b>	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
<b>Picnicking, BBQing, or Cooking Out</b>	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

<b>Water-Related Activities</b>	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
<b>Snow and Ice Activities</b>	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
<b>Air Activities</b>	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
<b>Walking, Hiking, Climbing, Mountaineering</b>	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
<b>Bicycle Riding</b>	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

<b>Horseback Riding</b>	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
<b>Off-Roading for Recreation</b>	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
<b>Camping</b>	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
<b>Hunting or Shooting</b>	<b>21.4</b>
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
<b>Recreational Activities</b>	<b>82.7</b>
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
<b>Indoor Community Facilities</b>	<b>28.4</b>
Activity center	5.5
Arts and crafts class or activity	3.5
Class or instruction	7.4
Social event	14.8
<b>Frisbee Activities</b>	<b>16.8</b>
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.

### FEDERAL AND STATE AGENCIES AND NONPROFIT ORGANIZATIONS

Because the LOS tool has one set of indicators for federal and state agencies and another set for local agencies, the survey of providers was separated into two separate, but very similar, questionnaires, one for federal and state agencies and nonprofit 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](http://www.rco.wa.gov/documents/manuals&forms/Manual_2.pdf).

The results regarding federal and state 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, Tribal, and Nonprofit 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 federal and state 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 federal and state 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 federal and state 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/nonprofit 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	Mean	100%	82%	87%	95%	93%	96%	94%	76%	78%	87%

park											
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 A's 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 mile 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 mile 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.

### **Federal and state Agency Scores**

Federal and state providers received A's 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 federal and state 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: Federal and state Agency Level of Service Scores Summary.**

Criterion	Level of Service Scores for Federal and state Agencies	
	Mean	Grade
<b>Quantity Criteria</b>		
Capital Facility Development	51.67	D
<b>Quality Criteria</b>		
Agency-Based Assessment	81.22	A
Public Satisfaction	86.70	A
<b>Access Criteria</b>		
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
<b>Quantity Criteria</b>											
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
<b>Quality Criteria</b>											
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
<b>Distribution and Access Criteria</b>											
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

## APPENDIX D: ADVISORY GROUP RECOMMENDATIONS

In developing previous State Comprehensive Outdoor Recreation Plans (SCORPs), the Recreation and Conservation Office held in-person meetings to collect public input. However, attendance at these meetings was typically quite low. For the 2013 SCORP, one of the public input methods included a 24-member Advisory Group. 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. Members were knowledgeable recreation providers and users well-grounded in the RCO's work and in the topic of outdoor recreation planning and management.

The Advisory Group provided guidance on the development of the SCORP through three in-person meetings and an Internet discussion site designated as the SCORP Advisory Group FORUM. The FORUM was an Internet message board where Advisory Group members could hold conversations in the form of posted messages. A moderator assisted the Advisory Group at the FORUM by managing the site and, at the direction of the participants, writing draft recommendations for them to discuss and approve. The Advisory Group came to five consensus recommendations, outlined below:

### State Involvement with Local Priorities

**Question Addressed:** What are the challenges of regional and local providers now and in the near future that may change the role and actions of the state (such as regional and local providers supplying more or less of some kind of recreation)?

Various commenters at the Town Hall blog website expressed an appreciation of the increasing challenges facing recreation providers in an era of retracting government programs, increasing demand, and increasing conflicting uses of existing recreation resources. A recurring intervention advocated by these residents is the use of volunteer services from stakeholder organizations.

The Advisory Group observes that,

- The primary challenges in the recent past and the present and the foreseeable future are maintaining existing park assets and infrastructure, adding capacity to meet future population needs, and providing recreation programming with reduced funding and resources (staffing),
- Routine maintenance has decreased (maintenance frequency has decreased as well as the type of maintenance activities—some of which have been eliminated) thereby reducing the level of service,
- Volunteers now play an integral role in maintaining and enhancing existing assets,
- Capital funding for planning, acquisition, and new development has been substantially reduced along with funding for major maintenance and renovation,
- Prioritization and, therefore, the effective planning horizon managers can use has become less stable as re-prioritization is more frequently occurring based on the lack of funding and

the status of existing assets,

- Recreation programming has shifted toward increased partnerships (good thing) as well as program elimination (not so good) and more agencies are developing cost recovery models, and
- Grant matching requirements for state-administered grants is increasingly difficult for local agencies to provide due to the significant reduction in funding resources in recent years.

Recommendation: The Advisory Group recommends that the State implement policy improvements to,

- Review grant funding requirements, especially matching requirements, to determine if the current structure meets today's statewide needs,
- 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.

#### Statewide Policy

Question Addressed: What is an appropriate response given there is no overall coordination mechanism among Washington's diverse recreation providers?

The Advisory Group observes that policies established by one agency can have an impact on other agencies and it can be difficult for recreation providers to have discussion or give input about the plans of other providers. For instance, if one land management agency or recreation provider decides not to allow a particular use, say a specific type of mountain bike trail, it puts pressure on other providers to meet that need. Coordination and communication across federal, state, and local providers would help resolve issues in advance and support partnership efforts. The State Habitat and Recreation Lands Coordinating Group is one example of such a coordination mechanism but its purview is confined to land transactions, not the broader topic of coordinated recreation planning. Thus there is a gap in the ability of all providers to coordinate with one another to avoid conflicts and to capture cooperation opportunities.

Recommendation: As the state's population increases and changes over time, there will be a greater need to plan and direct outdoor recreation activities toward the most appropriate landscape and toward the needs of communities. To best ensure that we are providing safe, sustainable, enjoyable recreation experiences and protecting the natural resources of our great outdoors, we need to have coordination and collaboration among the land management agencies and recreation providers on a statewide level. This should include an appropriate array of providers and key stakeholders. The Advisory Group recommends that the State create a mechanism and that it be led by a neutral entity like RCO.

#### High Satisfaction Ratings

Question Addressed: What is appropriate action in response to high satisfaction levels that Washington residents have about their recreation opportunities?

The General Population Survey recorded a statistically valid result that, overall, Washington residents are very satisfied with recreation opportunities in our State. Contrasting with this statistic is,

- Other survey results showing that demographics are changing, including an aging population and increasing racial diversity. These and other demographic changes will carry with them a changing set of recreation preferences of Washington's population,
- The experiences of local managers whose stakeholders want them to maintain current assets and infrastructure and to keep pace with future population growth and demand for access to recreation—i.e., acquisition and development still needs to occur despite difficulties such as the current economic downturn, and
- From the Town Hall comments compiled for this SCORP, individuals from selected recreation sectors complained about lack of opportunity for their preferred recreational experience.

Recommendation: The Advisory Group recommends continued investment in recreation opportunities. Making such investments is important because,

- Without new acquisition and development, recreation supply will not be able to keep up with demand. The increased pressure on existing facilities (due to population growth) will be reflected in deterioration of those recreation resources due to overuse,
- Even with current satisfaction levels being high, facilities and infrastructure need investments to maintain this level of satisfaction,
- Population demographics are projected to change significantly in the next decades and there is a need to invest in amenities to meet changing needs,
- There remains a need to develop and improve special-needs opportunities for disadvantaged populations such as providing barrier free recreation access and facilities for physically handicapped residents,
- We live in one of the most diverse landscapes on the continent and ensuring that the public can have access to and enjoy that diversity should continue to be a statewide priority, and
- Making sure we continue to maintain and support the investments we have already made makes good business sense and is cheaper than rebuilding or recovering facilities and areas that have been lost due to lack of funding.

### Indoor Recreation

Question Addressed: The Advisory Group considered the survey results that 82% of Washington residents participate in 'recreational activities' and some of those activities require indoor facilities. Indoor and outdoor recreation opportunities complement and often overlap one another.

Under the current structure, local agencies (primarily cities and some counties) provide the majority

of indoor recreation. State-administered grant funding is not available for indoor recreational facilities, leaving the funding of these entirely with local agencies. Local agencies have access to outdoor recreation survey data at the state level and also conduct local surveys for indoor and outdoor use to obtain a comprehensive picture of their own local need. However, they are not able to practically compare the locally-collected data for indoor recreation with information from the state, causing a disconnect at the agency level in providing a comprehensive system.

The Advisory Group recognizes that there is a need/demand for indoor recreation as supported and evidenced by local agency surveys and that much of the responsibility for providing indoor facilities falls to local entities. The statewide planning process for SCORP and grant funding availability do not acknowledge this need.

**Recommendation:** While the Advisory Group sees the need for indoor recreation planning, indoor recreation is not currently within the scope of the SCORP. The Advisory Group would like the state to consider surveying and planning for indoor recreation needs in a separate and future process as the need is presently undefined at the state level. This process may lead to future grant funding for indoor recreation facilities to fill this unmet and presently undefined need for comprehensive indoor recreation planning.

#### Developing Sensitive Areas

**Question Addressed:** What is an appropriate response in addressing demand for creating recreation opportunities and facilities in association with wetlands?

The General Population Survey recorded a statistically valid result that 26% of Washington residents (18 years and older) recreate in wetlands. This group was asked, in the same survey, to rate the importance of wetlands to their total outdoor recreation experience. Using a scale from 0 (not at all important) to 10 (extremely important), 32% of Washington residents gave a rating of 10 with a mean rating of 7.16.

Providing 'appropriate' access to wetlands can be a challenge as there are differing opinions about what 'appropriate' means. A solution can emerge by ensuring public access is well directed and that the types of use are compatible.

The Advisory Group observes that,

- That crux of the management challenge is that the long-term protection and enjoyment of outdoor recreation resources go hand in hand, but these can oftentimes be difficult to balance,
- Given the environmental value and sensitivity of wetland areas, identifying opportunities to preserve and enhance wetland areas and minimize potential development impacts is as important to future generations as it is to today's outdoor enthusiast, and
- Managers acknowledge that wetland sites are costly to develop; funding wetland recreation access may impact other funding priorities.

**Recommendation:** The Advisory Group recommends,

- Managing the intersection of recreation and environmental stewardship goals by treating wetlands under an outdoor-recreation-saves-conservation concept—a sparse development

approach that fosters public education, interest, and support for wetlands but, at the same time, protects conservation values through low-impact public use,

- Wetland recreation development should embody a long-term commitment for visitor management, resources for consistent monitoring, and active management including the ability to close areas when necessary (i.e., provision that monitoring and management can weather short-term budget problems), and
- Recreation access should be combined with a mission broader than just recreation (i.e., education, connecting people to nature, and creating a sense of community in support of the sensitive area increases interest in volunteering at these sites).

### Detecting Unmet Needs

**Question Addressed:** How do we get from inventories and expected population and recreation trends to decision-making on the need for particular recreation facilities? In other words, how do we know if we have an unmet need?

Various commenters at the Town Hall blog website made the point that sometimes an unmet recreation need is not apparent from the normal course of business of recreation providers. Demographics and other research data are necessary, but sometimes they can miss a need. The case history cited most 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 via the normal course of recreation planning.

The Advisory Group observes that recreation managers are planning under uncertainty when responding to trends. One cause of this uncertainty comes from this imperfect ability to detect unmet needs.

**Recommendation:** The Advisory Group recommends,

- Recreation providers should continue to rely on traditional methods of detecting user needs, such as using expected population and recreation trends from surveys and other statistically valid research projects; informal, key informant interviews; and public participation projects with regional and local providers and relevant user groups, and
- When feasible, experiment with innovations for detecting unmet needs that may not be accessible with traditional methods.

## Recreation and Conservation Funding Board Summarized Meeting Agenda and Actions, June 2013

### Agenda Items without Formal Action

Item	Board Request for Follow-up
Item 2: Director's Report	No follow-up requested
Item 3: Legislative and Budget Update	No follow-up requested
Item 4: Briefing on Conversion Request: City of Auburn, Brannan Park	Staff to work with the city to prepare conversion for decision by the board in November; decision will be a separate memo, and not on consent calendar. The city will be asked to clarify how fishing access would change, provide more detail about future plans for replacement property, and address board concerns about how the wet characteristics of the park could affect future plans.
Item 14: Submitting Boating Infrastructure Grant projects to US Fish and Wildlife Service	Staff to submit projects to the National Park Service for funding consideration. Follow up to the board will be in the standard management report.
Item 15: Process for FY 2013 Director Evaluation	Interested board members to contact the chair about subcommittee participation.

### Agenda Items with Formal Action

Item	Formal Action	Board Request for Follow-up
Item 1: Consent Calendar	<u>Approved Resolution 2013-04</u> A. Meeting Minutes – April 2013 B. Time Extensions: #08-1157C, #08-1180A, #08-1184A, #08-1186A, #08-1512A, #08-1505A, #08-1502A, #08-1524R, #08-1870R, #08-1340D, #08-1356A C. Conversion for RCO #74-606A and #75-657A	No follow-up requested
Item 5: Conversion, Projects Associated with Construction of 520 Bridge	<u>Approved Substitute Resolution 2013-05</u> <ul style="list-style-type: none"> <li>Approved conversion, subject to a signed agreement between the sponsors and Washington State Department of Transportation.</li> </ul>	If agreement is not reached, conversion will return to the board. Staff to provide update in September.
Item 6: Proposal for Recognizing Legacy Projects	<u>Approved Resolution 2013-06</u> <ul style="list-style-type: none"> <li>Approved Proposal for Recognizing Legacy Projects</li> </ul>	No follow-up requested
Item 7: Firearms and Archery Range Recreation Program	<u>Approved Resolution 2013-07</u> <ul style="list-style-type: none"> <li>Approved Table 1 for the 2013-15 biennium and delegated authority to the director to award grants, pending fund availability.</li> </ul>	The director will send updates to the board regarding approved lists and budget news.
Item 8: Washington Wildlife and Recreation Program	<u>Approved Resolution 2013-08</u> <ul style="list-style-type: none"> <li>Approved Table 1 for each category for the 2013-15 biennium and delegated authority to the director to award grants, pending fund availability.</li> </ul>	

Item	Formal Action	Board Request for Follow-up
Item 9: Aquatic Lands Enhancement Account	<u>Approved Resolution 2013-09</u> <ul style="list-style-type: none"> <li>Approved Table 1 for the 2013-15 biennium and delegated authority to the director to award grants, pending fund availability.</li> </ul>	
Item 10: Land and Water Conservation Fund	<u>Approved Resolution 2013-10</u> <ul style="list-style-type: none"> <li>Approved Table 1 for the 2013-15 biennium and authorizes the director to submit projects to the National Park Service and award grants.</li> </ul>	
Item 11: Boating Facilities Program	<u>Approved Resolution 2013-11</u> <u>Approved Resolution 2013-12</u> <ul style="list-style-type: none"> <li>Approved Table 1 for each category for the 2013-15 biennium and delegated authority to the director to award grants, pending fund availability.</li> </ul>	
Item 12: Nonhighway and Off-road Vehicle Activities Program	<u>Approved Resolution 2013-13</u> <u>Approved Resolution 2013-14</u> <u>Approved Resolution 2013-15</u> <u>Approved Resolution 2013-16</u> <ul style="list-style-type: none"> <li>Approved Table 1 for each category for the 2013-15 biennium and delegated authority to the director to award grants, pending fund availability.</li> </ul>	
Item 13: Recreational Trails Program	<u>Approved Resolution 2013-017</u> <ul style="list-style-type: none"> <li>Approved Table 1 for the 2013-15 biennium and delegated authority to the director to award grants, pending fund availability.</li> </ul>	
Item 16: Approve State Comprehensive Outdoor Recreation Plan (SCORP)	<u>Approved Resolution 2013-018</u> <ul style="list-style-type: none"> <li>Approved State Comprehensive Outdoor Recreation Plan (SCORP)</li> </ul>	Staff to submit plan to Governor and NPS for approval.



## Recreation and Conservation Funding Board Summary Minutes

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Date: June 25, 2013

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

### Recreation and Conservation Funding Board members present:

<b>Betsy Bloomfield</b>	Yakima	<b>Jed Herman</b>	Designee, Department of Natural Resources
<b>Pete Mayer</b>	Snohomish	<b>Larry Fairleigh</b>	Designee, State Parks
<b>Harriet Spanel</b>	Bellingham	<b>Dave Brittell</b>	Designee, Department of Fish and Wildlife
<b>Ted Willhite</b>	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.

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### Call to Order

Acting Chair Harriet Spanel called the meeting to order at 9:00 a.m. Staff called roll, and a quorum was determined.

Director Cottingham noted that there was late correspondence and that it was posted to the online materials. A list of late correspondence was provided to members as reference.

### Consent Calendar

The Recreation and Conservation Funding Board (board) reviewed Resolution #2013-04, Consent Calendar.

Resolution 2013-04 moved by: **Dave Brittell**  
Resolution APPROVED

and seconded by: **Jed Herman**

### Item 2: Management Report

**Director's Report:** Director Cottingham noted that all RCO employees had received temporary-layoff notices the day before, and that contracts had been issued suspension notices. The RCO is revising its strategic plan to align with the Governor's new planning approach. She has been very active in working on the Results Washington goal regarding the environment. She has been active in sharing information about the RCO with partners, stakeholders, and the Legislature.

**Policy Update:** Policy Director Nona Snell reviewed the status of policy work as describe in the staff memo. She noted that SCORP approval, which is before the board today, is a Tier One policy priority. She reported that the trails Town Hall is underway and getting good participation; results will be used for the Trails Plan and NOVA plan updates. Snell also reviewed progress on Tier Two priorities.

Member Mayer asked where things stand with the culvert issue. Director Cottingham noted that the culvert decision was appealed. Agencies will be looking closely to see how the budget funds the work required for implementation. The natural resources agencies are on track to meet the timeline if they receive funding in

the 2013-15 biennium. He also asked that the SCORP discussion address how the agency and board would operationalize the plan.

**Grant Management Report:** Scott Robinson, Deputy Director, noted that the planning process has started for the 2014 grant round. Staff members are working with applicants to certify their match for projects in the current grant cycle. Grant managers are focusing on inspections this year; this will be the focus of closed projects of note.

**Closed Projects of Note:** Rory Calhoun presented two projects: Green Acres Park in Spokane Valley and Endicott Little League Fields in Endicott that were completed in the past. He noted that they try to inspect projects at least every five years. He showed photos to demonstrate the work done at the park and the current state of each project. The Green Acres Park is still used as a park, with many features that benefit the community. He noted that the Endicott project was still in great condition, and that it shows small town pride in the projects. Director Cottingham reminded the board that even though funds may be used only for acquisition, board policy requires development within five years; that is another component of inspections.

Member Willhite asked about the economic advantages and use of spray parks compared to pools. Calhoun responded that the spray pads seem to be more popular for park managers, and anecdotally he has heard that they are easier to maintain.

### **General Public Comment**

*Larry Otos, Director of Mount Vernon Parks and Recreation*, noted that spray parks are among the best community values for the money spent. They are more of a drop-in site than pools. The cost is lower, and since it is operated on a touch-pad system, uses less water. They are very popular with families. He thanked Harriet and Peter for attending their groundbreaking. As a member of the Washington Wildlife and Recreation Coalition (WWRC), he noted that the integrity of the process is key to the Washington Wildlife and Recreation Program (WWRP) success; they want to work on educating stakeholders about that. He noted ways that they are trying to address concerns about acquisitions.

*Karen Daubert, Director of the Washington Trails Association (WTA)*, thanked the board and staff for their work, especially Sarah Thirtyacre and Laura Moxham. She noted that it is critical to maintain the integrity of the process. Daubert referenced the materials about the Legacy projects, and saluted the board's effort to recognize outstanding projects. She advised that they keep the process simple, noting that WTA had avoided other recognition programs because they were too complex. She also serves on the board of WWRC, and stated that they will be looking at which categories are more competitive than others. They believe it can be difficult for non-paved trails to compete.

Member Mayer suggested that WTA look for opportunities to collaborate with organizations like Washington Recreation and Parks Association to support trails together. Member Willhite asked her to clarify her comment about the Legacy projects; she clarified that the volunteer recognition process she cited as complicated was not through the RCO.

### **Item 3. Legislative and Budget Update**

Nona Snell noted that there was little that was different since April. The Legislature is now in a second special session. She noted that the RCO needs both an operating and capital budget to operate. The

House passed a reappropriation-only budget, which would mean that existing projects can continue through the new biennium. The agency has sent notices to staff and project sponsors about funding realities, the potential for layoffs, and the potential for projects to be ended. Director Cottingham noted that the RCO also does not know if there will be additional legislative assignments for the agency as the budget progresses. They would be done through provisos. She expects them to address land acquisitions, the public lands inventory, and working lands.

Member Herman asked if the Senate revised list prevails, whether the board would need to take action. Director Cottingham responded that they have to follow the LEAP list, so the ranked list would be modified accordingly. Member Mayer asked if they anticipate that the Legislature would tinker with the list. Director Cottingham responded that she anticipates two projects would come off the list – one sponsored by Yakima and one sponsored by DNR.

### **State Agency Partner Reports**

**Department of Fish and Wildlife (WDFW):** Member Brittell reported that DFW has been active in acquisitions; they are gearing up to participate in the WWRC focus groups. They also are preparing to address legislative questions about acquisitions. They have had a number of discussions about PILT. Discover Pass funds are helping with operations and maintenance. DFW also distributed layoff notices on Monday. He introduced Clay Sprague as the new lands manager.

**Department of Natural Resources:** Member Herman reported that DNR has sent layoff notices as well, although some staff members would not be subject to layoff. One of the difficulties they face is that some of the firefighting staff have regular duties and work on call. They have made good strides in rebuilding the Reiter Recreation Area. They have had good support from many recreation partners during this session. He noted that their program to remove derelict vessels is very successful; he reviewed the effect of HB 1245, which passed during the regular Legislative session. Discover Pass funds are up by about 12 percent over last year.

**State Parks:** Member Fairleigh noted they have been working on the potential closures as well. If there is a state shutdown, all state parks will be closed. They have held off on notifying people about the potential for reservations to be cancelled. The shutdown would have dramatic revenue implications for State Parks because of the activities scheduled in the parks. Negotiations at Fort Worden are progressing; they need to have more discussions with RCO about encumbrances. There is potential that State Parks will be back into operating Lion's Ferry in eastern Washington, depending on budget. The commission is looking at State Parks evaluation criteria for WWRP.

### **Board Business: Briefings & Discussion**

#### **Item 4. Briefing on Conversion Request: City of Auburn, Brannan Park**

Leslie Ryan-Connelly, RCO Compliance Specialist, presented the information as described in the staff memo. She reminded the board about its roles and responsibilities with regard to conversions, noting that the board makes a recommendation to NPS for this project because it was funded through the Land and Water Conservation Fund. Ryan-Connelly reviewed the details of the conversion proposal, shared photos of the

conversion and replacement properties, discussed the timeline, and asked the board if they had any questions that need to be answered when the conversion is considered later in the year.

Member Spanel asked if the fishing access would be lost after the conversion. Ryan-Connelly responded that it would not be lost, but would be moved to another location. Member Mayer asked that the city clarify how fishing access would change.

Member Fairleigh asked why the replacement property was an odd shape, and asked if that would be the park boundary. Ryan-Connelly responded that it was constricted by existing power lines and neighborhoods, and the boundary shown would be the park.

Member Mayer asked what was behind the city's decision in 2011 to remove the property from stormwater management. Ryan-Connelly responded that the district did not need it for that purpose, so it was considered surplus property that could be put to other uses. Mayer then asked if the utility district needed to be reimbursed; Ryan-Connelly responded that it would be, and explained how it would happen.

Member Brittell asked how the public would be able to access the new park. Ryan-Connelly responded that it would be through the neighborhood or a road. Since the city owns the property, they can grant it to themselves and create legal access.

Member Willhite asked what would happen to the existing natural biota (e.g., fallen trees) after the conversion. Ryan-Connelly responded that the levy setback would have biological features such as log jams to encourage the natural environment to replenish itself.

Member Willhite also asked if the replacement property would be an open park or a natural area. Ryan-Connelly replied that it was characterized as open space, but she would ask the city for more detail on their plan. Member Willhite stated that he would like to know the city's plans for the replacement property over the next decade. Member Mayer asked that the city address future restrictions on the replacement property, based on its wet characteristics. For example, could there be trails or active recreation at the park?

Member Spanel asked what would happen to the houses along the river, and whether they would be affected by the levy setback as well. Ryan-Connelly responded that setback started at Brannan Park and went north to Kent. It does not go further south because of the density of residential housing; the hope is that this setback will address concerns for those homes.

Member Bloomfield suggested that the converted property seemed to be active floodplain, and to her, that meant replacement property was a more functional piece of property. To her, it was a good replacement. There were other good opportunities for recreation activity along the river.

Member Mayer asked if the conversion was contingent on the board making a decision before the flood control district could proceed with the levee project. Ryan-Connelly responded that in this case, there was nothing to keep the district from securing an easement from the city and doing the work without the board approving the conversion in advance. The city, however, wants to secure board and National Park Service approval first.

Director Cottingham asked the board if this should come back as an item for discussion before the decision, or a consent agenda item. Mayer and Willhite responded that they would prefer that this be an item with board discussion. Other board members did not express strong opinions.

## **Board Business: Decisions**

### **Item 5. Conversion Request: Projects Associated with Construction of 520 Bridge**

Leslie Ryan-Connelly, RCO Compliance Specialist, presented the information as described in the staff memo. Director Cottingham noted that staff was proposing a substitute resolution because the agreement between the University of Washington (UW), Seattle, and the Department of Transportation had not yet been signed. The substitute resolution allows the board to agree in concept, but delays submission to the National Park Service (NPS) until the agreement is signed. If the agreement is not signed, then the conversion would come back to the board.

Ryan-Connelly reminded the board about its roles and responsibilities with regard to conversions. Ryan-Connelly reviewed the details of the conversion proposal, shared photos of the conversion and replacement properties, discussed the timeline, and the agreement between the parties. She noted that the remaining issues that need to be resolved are related to mitigation for historic preservation and cleanup of the contamination at the replacement property. With regard to the historic preservation, the parties have agreed to the terms in concept; NPS makes the final decision. The contamination agreement would require the board to waive its policy prohibiting the use contaminated property. The agreement would require the sponsors to clean up the property, which fits with NPS rules that allow sponsors to use contaminated property as long as it is cleaned. She also noted that the sponsors are proposing a five-year timeline to complete the park development at the replacement property; this too would need to be approved by NPS.

Member Herman asked what mitigation for an historic site would be. Ryan-Connelly responded that it would be a survey of historic properties on the UW campus as a planning tool for the university to avoid removal of structures in the future. There also would be a small reconstruction of a building within the Arboretum.

Member Mayer asked if there is some legally binding obligation with regard to the cleanup of the contamination. Ryan-Connelly responded that as the grant funders, we do not have that kind of tool. Director Cottingham responded that it would be a secondary conversion if the sponsors failed to clean-up the property and develop the park.

Member Willhite asked who would pay for the contamination. Director Cottingham responded that it would be the Department of Transportation and sponsors, and that it was part of the agreement. David Graves, Seattle Parks and Recreation, responded that they have a good idea of what the contamination is in some parts of the site, and that they are negotiating the costs. Member Willhite asked whether they will make some effort to make the site similar in nature to the site being lost. Graves responded that they would focus on passive recreation.

Member Fairleigh asked if they were satisfied that the remaining park would remain functional, and that the partial take did not have a broader impact. Ryan-Connelly responded that maintaining the park was a key part of determining the conversion area, including viewsheds and the recreational experience. She believes the waterfront trail will be similar, with an improved experience under 520. The biggest loss will be to

parking. Fairleigh asked if the funding for the cleanup would be part of the deal; Ryan-Connelly responded that it would be.

**Substitute Resolution 2013-05 moved by: Pete Mayer      and seconded by: Ted Willhite**  
**Resolution APPROVED**

#### **Item 6. Approve Proposal for Recognizing Legacy Projects**

Marguerite Austin reviewed the proposal as described in the staff memo, highlighting in particular the selection process, selection criteria, award types, recognition ceremonies, and next steps. Staff contacted a number of stakeholder organizations for their impressions of the proposal. The feedback was primarily positive. There were some concerns about the process including only staff, as compared to the evaluation processes that rely on external evaluators. There were some suggestions that external parties work with staff in the selection process.

Member Spanel asked for clarification of the timing. Austin responded that staff would make its recommendations during the odd-numbered years. The board could then make decisions annually about awards; it would be one per category in each year.

Member Mayer asked if she received any suggestions about how to simplify the process. Austin responded that they had not, but, they would keep this in mind as they develop the process. For example, rather than having the project sponsors do a lot paperwork, staff would consider interviews to gather the information.

#### Public Comment

*Brit Kramer, Washington Recreation and Parks Association*, encouraged the board to recognize projects in a way that raises the profile of the programs and celebrate the successes. Her organization has done an award program for 50 years; it has grown and changed over time. She encouraged the board to allow park managers to be part of the process, while still keeping it simple. Kramer also suggested the board be clear about how this is different from the awards done by the Washington Wildlife and Recreation Coalition.

**Resolution 2013-06 moved by: Ted Willhite      and seconded by: Jed Herman**  
**Resolution APPROVED**

#### **Board Business: Grant Awards**

#### **Item 7. Firearms and Archery Range Recreation Program, Review and Approve Grants for the 2013-15 Biennium**

Adam Cole presented the information as written in the staff memo, and highlighted information about the applications, applicants, and projects in the 2012 grant round. He concluded by presenting the top two projects in the program: Kettle Falls Gun Club Development and the Bainbridge Island Sportsmen's Club Rifle Range Safety Enhancement.

### Public Comment

Director Cottingham noted that there were several letters submitted to the board, and that they were available on the web site with the other board materials.

*Linda Lubovich, Bainbridge Island*, spoke about environmental and safety concerns as a neighbor of the Bainbridge Island Sportsmen's Club. She stated that she represents other neighbors who oppose the reopening of the range. She cited an incident in 2004 in which a stray bullet left the club and hit a residential area to the north, behind a school. There are two schools near the club. She stated that the improvements made to the range following that incident did not solve the problem and the range was closed in 2009. Neighbors also are concerned about lead contamination of surrounding properties, especially for the people who use wells.

*Christa Little, Bainbridge Island*, stated that firearms projects are not like average park projects and require more technical review. She stated that the review and evaluation process used by the advisory committee did not include sufficient technical review. The island is very small, only 2.5 miles long, and is a highly populated area. They did not address the safety issues, and the containment zone is outside the club's property. Her property is only 30 to 40 feet from the target placement at the rifle range. She is concerned that raising the earthen berm is not part of the project. Muffler boxes are not proven safety equipment. They have asked the club to do an enclosed range facility instead of the proposed range. She referred to board policy requiring the facility to be on property owned by the club; she was given a survey showing that the berm is not on club property, making it ineligible. At minimum, she stated that there should be a thorough technical review before funds are distributed. She provided a map of the property and other documents for the meeting record.

*Steve Korn, Bainbridge Island Sportsmen's Club*, stated they have designed the facility so that surface danger zones are within the walls of each range. When the rifle range is upgraded, the surface danger zone will be within the property line. The shot that landed on a neighbor's property was done as a test under worst case scenarios, with the county present. Adjustments were made, and the county approved the trap range.

*Alan Kaspar, Bainbridge Island Sportsmen's Club*, stated that the range had not been compelled to close its pistol range after a bullet left it in 2002; they did it voluntarily. They rebuilt the pistol range in question so that it is now safe, and have established policies to support safety. The rifle range is fully contained within their property. They voluntarily closed the rifle range until they could bring it to NRA sourcebook standards. They used US Army Corps of Engineer standards for the muffler boxes and for sound management. Design review is part of their plan, to be completed before construction. The range is in compliance with the Kitsap Health Department for lead reclamation; another review will be done in August. They also are in compliance with Department of Ecology standards. He stated that some neighbors do not oppose the club and project, and cited their community relationships.

### Board Discussion

Member Fairleigh noted that the board is not a regulator, and asked to what degree the project would go through a regulatory process or technical review that would involve a public process. Cole responded that there was no state or federal authority that approves the design of gun ranges. That responsibility is up to local governments. For Bainbridge Island, that means the codes such as the building codes, zoning codes, and one that addressed discharge of firearms and ranges. The club would need to get the appropriate permits from the city. Cole noted that he had discussed this with the city, and learned that the scope of



the grading and movement of the shed would determine what kind of permit they would need. The opportunity for public comment would depend on the type of permit.

Member Spanel asked if there were contingencies that could be placed on the funds. Cole responded that there could be special conditions placed on the contract. The standard agreement requires the project sponsor to meet applicable laws and secure permits. It would be up to the city to approve the design; if the city did not approve the design, there would be no funds. Director Cottingham asked if there had ever been special conditions placed that require technical review. Marguerite Austin responded that they had not done this. The Firearms and Archery Range Recreation (FARR) program Advisory Committee included a member of the National Rifle Association (NRA) who provided advice on design issues and whether projects met NRA guidelines. Although he no longer serves as the NRA technical advisor, the project sponsor responded to recommendations from that advisor and others before evaluation. Austin continued that RCO staff can add special conditions, but she is unsure what they would be.

Member Bloomfield asked if any of the testimony from either side represented new information that would have affected the scoring. Austin responded that the evaluators would have looked at the information, but she is not sure if it would have affected the outcome.

Member Herman clarified that the process was consistent with the others, in that funding would not be provided until permits were secured. Austin confirmed that, and noted that some projects are unable to secure permits or cannot proceed as designed, so they are closed and do not receive funding, except for initial costs incurred in good faith.

Member Mayer asked if staff was confident that the local process would include review of the safety issues raised and if the design was within the purview of the board. Cole responded that it is a local issue, and that the permits required locally may not account for baffle systems and berms. The work is subject to the authority of the local development director.

Member Willhite asked if it is typical for projects to come forward prior to full design plans. Director Cottingham responded that grants are typically made in advance of design. Member Willhite clarified that the project may or may not proceed, depending on the outcome of the design and permit process. Director Cottingham confirmed that the contract requires sponsors to comply with all laws before they can be reimbursed.

Member Bloomfield noted that this discussion led her to conclude that there are no new material facts that likely would have affected scoring because it is a local issue.

Member Fairleigh said that it is important for the board to maintain its process, which is respected for its thoroughness and integrity. The director has signed off that the project has met the requirements of the program to date. He did not think the board should act as a local regulatory authority; there needs to be a clear line between the purview of the local authorities and the board.

**Resolution 2013-07 moved by: Jed Herman**  
**Resolution APPROVED**

**and seconded by: Ted Willhite**

**Item 8. Washington Wildlife and Recreation Program, Approve Grants for the 2013-15 Biennium**

Scott Robinson presented the information as written in the staff memo, reminding the board how funds are allocated. He noted sponsors did not certify match for four projects, and withdrew two other projects. Board members had no questions or comments.

**Resolution 2013-08 moved by: Dave Brittell**  
**Resolution APPROVED**

**and seconded by: Ted Willhite**

**Item 9. Aquatic Lands Enhancement Account, Approve Grants for the 2013-15 Biennium**

Scott Robinson presented the information as written in the staff memo, highlighting program goals and the applications received. He noted that sponsors did not certify match for six projects. Board members had no questions or comments.

**Resolution 2013-09 moved by: Jed Herman**  
**Resolution APPROVED**

**and seconded by: Betsy Bloomfield**

**Item 10. Land and Water Conservation Fund, Review and Approve Grants for the 2013-15 Biennium**

Sarah Thirtyacre presented the information as written in the staff memo, and highlighted information about the applications, applicants, and projects in the 2012 grant round. She concluded by presenting the top project in the program, the Point Defiance Missing Link. Board members had no questions or comments.

**Resolution 2013-10 moved by: Betsy Bloomfield**  
**Resolution APPROVED**

**and seconded by: Pete Mayer**

**Item 11. Boating Facilities Program, Review and Approve Grants for the 2013-15 Biennium**

Karl Jacobs presented the information as written in the staff memo. He shared a program overview and then highlighted information about the applications, applicants, and projects in each category during the 2012 grant round. He concluded by presenting the top project in each category.

Director Cottingham noted that the Boating Facilities Program lists are part of the budget appropriations still under consideration by the Legislature. The board lost \$3.3 million in funding for this program in the last biennium.

**Public Comment**

*Marla Kent, Port of Edmonds*, noted that they have the third-ranked project on the local agencies list. They appreciate that the board funded the original project 20 years ago; this money will help replace the cranes. She urged the board to approve the list of projects.

**Resolution 2013-11 moved by: Larry Fairleigh**  
**Resolution APPROVED**

**and seconded by: Dave Brittell**

**Resolution 2013-12 moved by: Ted Willhite**  
**Resolution APPROVED**

**and seconded by: Jed Herman**

**Item 12. Nonhighway and Off-road Vehicle Activities Program, Review and Approve Grants for the 2013-15 Biennium**

Dan Haws presented the information as written in the staff memo, beginning with an overview of the program and funding formula. He then gave an overview of each category, including information about the applications, applicants, and projects in the 2012 grant round. He concluded each category with a presentation of the top project in that category. Board members had no questions or comments.

**Resolution 2013-13 moved by: Ted Willhite**  
**Resolution APPROVED**

**and seconded by: Jed Herman**

**Resolution 2013-14 moved by: Larry Fairleigh**  
**Resolution APPROVED**

**and seconded by: Pete Mayer**

**Resolution 2013-15 moved by: Ted Willhite**  
**Resolution APPROVED**

**and seconded by: Betsy Bloomfield**

**Resolution 2013-16 moved by: Pete Mayer**  
**Resolution APPROVED**

**and seconded by: Larry Fairleigh**

**Item 13. Recreational Trails Program, Review and Approve Grants for the 2013-15 Biennium**

Laura Moxham presented the information as written in the staff memo, beginning with a program overview that included the five classes of use. She then reviewed the two categories – General and Education – including information about the applications, applicants, and projects in the 2012 grant round. She also presented the top project in each category. Board members had no questions or comments.

**Resolution 2013-17 moved by: Larry Fairleigh**  
**Resolution APPROVED**

**and seconded by: Ted Willhite**

**Item 14. Submitting Boating Infrastructure Grant projects to US Fish and Wildlife Service**

Darrell Jennings presented the information as written in the staff memo. Board members had no questions or comments.

*Larry Fairleigh left for a meeting in Spokane after this presentation.*

## Board Business: Decisions

### Item 15. Process for FY 2013 Director Evaluation

Acting Chair Spanel reviewed the staff memo and noted that the process was changing because the RCO had lost its Human Resources director. Members need to contact Chair Chapman if they are interested in participating in the evaluation.

### Item 16. Approve State Comprehensive Outdoor Recreation Plan (SCORP)

Rebecca Connolly presented the information as written in the staff memo, noting that Mike Fraidenburg and Mark Duda from Responsive Management were present to answer questions. Connolly noted that Member Willhite had requested that information about ecosystem services be included in the final report, and that the draft submitted with board materials did not include that section. A draft section was distributed to the board on June 24, and made available at the meeting for the public. If approved by the board, the section on ecosystem services would be included in the report with the discussion of other benefits of outdoor recreation. The board members concurred that it was a good addition.

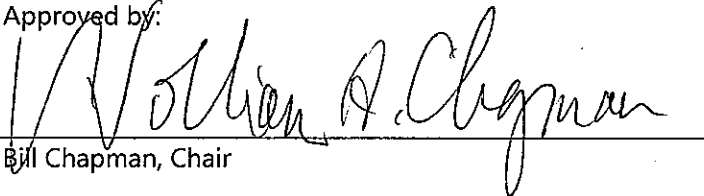
Member Mayer asked how the findings of the plan would be operationalized and how it links to the strategic plan. Director Cottingham responded that the plan's primary value is for the Land and Water Conservation Fund (LWCF) program. Connolly noted that many of the plan's recommendations already were incorporated in the board's strategic plan and existing staff work. The next step in operationalizing would be to determine implications for the LWCF program criteria in the 2014 grant round.

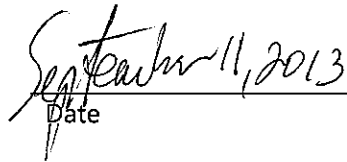
**Resolution 2013-18, with the addition of ecosystem values to the SCORP,  
moved by: Ted Willhite and seconded by: Jed Herman  
Resolution APPROVED**

Director Cottingham said that she would send updates to the board regarding approved lists and budget. She reminded board members that the September meeting would be in Wenatchee.

Meeting adjourned at 4:15 p.m.

Approved by:

  
Bill Chapman, Chair

  
Date

Recreation and Conservation Funding Board  
Revised Resolution 2013-04  
June 2013 Consent Calendar

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

- A. Approve Board Meeting Minutes – April 4-5, 2013
- B. Approve Time Extension Requests:
- Washington Department of Natural Resources, Project #08-1157C, Chehalis River Surge Plain NAP Riparian 2008
  - Washington Department of Natural Resources, Project #08-1180A, Lacamas Prairie Natural Area 2008
  - Washington Department of Natural Resources, Project #08-1184A, Trout Lake NAP 2008
  - Washington Department of Natural Resources, Project #08-1186A, Washougal Oaks NAP/NRCA 2008
  - Washington Department of Fish and Wildlife, Project #08-1512A, Lynch Cove Estuary
  - Washington Department of Fish and Wildlife, Project #08-1505A, Methow Watershed Phase 6
  - Washington Department of Fish and Wildlife, Project #08-1502A, Okanogan-Similikameen Phase 2
  - Washington Department of Fish and Wildlife, Project #08-1524R, Sinlahekin Ecosystem Restoration Phase 1
  - Washington Department of Fish and Wildlife, Project #08-1870R, Skagit Bay Riparian Enhancement
  - Vashon Park District, Project #08-1340D, Vashon Athletic Fields Improvements Phase 2 and 3
  - Washington State Parks, Project #08-1356A, Dosewallips State Park Riparian Acquisition
- C. Revise Conversion Approved in Resolution #95-10 due to DFW/DNR Land Exchange, Wenas Wildlife Area, RCO #74-606A and #75-657A

Resolution moved by:	<u>Brittall</u>
Resolution seconded by:	<u>Herman</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

Recreation and Conservation Funding Board  
SUBSTITUTE Resolution 2013-05  
Approving Conversion for Washington  
Park Arboretum, RCO #66-037D and #85-9036D

**WHEREAS**, the city of Seattle and the University of Washington used grants from the Land and Water Conservation Fund (LWCF) and the Aquatic Lands Enhancement Account (ALEA) to construct outdoor recreation facilities along the Arboretum Waterfront Trail at the Washington Park Arboretum; and

**WHEREAS**, the city and university propose conversion of portions of the property developed under the grant to facilitate construction of the Washington State Department of Transportation's State Route 520 project; and

**WHEREAS**, as a result of this proposed conversion, the property no longer satisfies the conditions of the RCO grants, including federal requirements under the Land and Water Conservation Fund Act; and

**WHEREAS**, the city and university are asking for Recreation and Conservation Funding Board (board) approval to replace the property proposed for conversion with property currently owned by the university but not managed for public outdoor recreation; and

**WHEREAS**, the proposed replacement property, known as the Bryant Site, is in a reasonable location that will help satisfy current recreation needs in the university districts, has an appraised value that is greater than the conversion site, is eligible in the funding programs, and will provide outdoor recreation opportunities that are reasonably equivalent to those displaced by the conversion; and

**WHEREAS**, the replacement property will be developed into a park within 5 years of conversion approval by the National Park Service that serves neighborhood and community park needs, and

**WHEREAS**, the Arboretum Waterfront Trail will retain its function after the State Route 520 project is complete, thereby supporting the board's goals to provide funding for projects that protect, restore, and develop recreation opportunities; and

**WHEREAS**, the sponsors sought public comment on the conversion and discussed it during open public meetings, thereby supporting the board's strategy to regularly seek public feedback in policy and funding decisions; and

**WHEREAS**, the city of Seattle, the University of Washington, and the Washington State Department of Transportation ("the parties") are finalizing an agreement to memorialize their commitments including site cleanup and park development; and

**WHEREAS**, the director has met with some of the parties and has agreed to allow them more time to finalize their agreement and requests delegation of authority from the board;

**NOW, THEREFORE BE IT RESOLVED**, that in order to implement the sponsors' plan to remove the structures, cleanup the contamination, and construct the new park at the replacement property over a five year period, the board waives its policy regarding the eligibility of contaminated property for the replacement site as described in Manual 3: *Acquiring Land* (March 2010),

Recreation and Conservation Funding Board  
SUBSTITUTE Resolution 2013-05  
Approving Conversion for Washington  
Park Arboretum, RCO #66-037D and #85-9036D

**AND BE IT FURTHER RESOLVED**, Recreation and Conservation Funding Board approves the elements of the conversion request and the proposed replacement site for Arboretum Waterfront Trail, RCO #85-9036D as presented to the board on June 25, 2013 and set forth in the board memo prepared for that meeting and delegates authority to the director to finalize the request once an agreement is reached between the parties,

**AND BE IT FURTHER RESOLVED**, that the board hereby authorizes the RCO director to recommend the conversion request and the proposed replacement site for the Arboretum Waterfront Trail, RCO #66-037D, to the National Park Service (NPS) for final approval once an agreement is finalized between the parties.

Resolution moved by:	<u>Mayer</u>
Resolution seconded by:	<u>Willhite</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

Recreation and Conservation Funding Board  
Resolution #2013-06  
Approving Recognition Proposal for Projects Considered  
to be Legacy or Visionary

**WHEREAS**, the mission of the Recreation and Conservation Funding Board (board) is to provide leadership and funding to help our partners protect and enhance Washington's natural and recreational resources for current and future generations; and

**WHEREAS**, the board wants to recognize sites that embody the realization of a long-range vision or that have resulted in a lasting legacy for a community, region, or the state; and

**WHEREAS**, providing such recognition would acknowledge the efforts of the public to preserve and protect Washington's natural and outdoor recreational resources; and

**WHEREAS**, the awards would recognize the significance of strategically investing public funds to make a difference to the social, health, and economic vitality of a community, region or the state; and

**WHEREAS**, the board believes that sharing the successes of its funding programs will inspire others to create sites and projects to better their communities; and

**WHEREAS**, the board has considered the proposal in three open public meetings and sought comment from key stakeholder groups, thereby supporting its goal to achieve a high level of accountability in managing the resources and responsibilities entrusted to it; and

**WHEREAS**, implementing a recognition program advances the board's objective to broaden public support and applicant pool for its grant programs;

**NOW THEREFORE BE IT RESOLVED** that the board hereby adopts the recognition proposal as presented in Attachment A.

Resolution moved by:	<u>Willhite</u>
Resolution seconded by:	<u>Herman</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>



## Recreation and Conservation Funding Board Outstanding Project Recognition

The Recreation and Conservation Funding Board (board) award program honors 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 are 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, region, or the state<sup>1</sup>. The award recognizes completed board-funded sites that exemplify the best of the state's public outdoor recreation areas and conservation resources.

### Two Award Categories

1. **Visionary: Preparing for a vibrant future.** This award would be given to projects completed within the last five to ten years.
2. **Lasting Legacy: Influencing lives for generations.** This award would be given to projects completed more than ten years ago. Such sites are generally well-loved by those they serve, and often are recognized throughout the community, region, or state. They function as intended.

### Selection Process

The board will select recipients once during each biennium, but may schedule award ceremonies annually at the discretion of the director and board chair.

### Nomination Process

Once per biennium, staff will contact key stakeholder organizations to ask that they nominate projects they would recommend that staff review. RCO also could include nomination information on its Web site. RCO staff will also keep the award categories in mind as they conduct compliance inspections around the state.

### Staff Review

Staff will conduct its research, interviews, and consultation process during the odd-numbered year when the RCO is not accepting grant applications in most programs.

The award program is 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.

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<sup>1</sup> A site must include at least one project that was funded by the Recreation and Conservation Funding Board, but could also include areas not funded by the board.

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 type, 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 1960s<sup>2</sup>. To be considered a legacy project, sites would need to be viable and meeting the long-range vision established for the site.

In addition to the factors outlined for **visionary projects**, staff would then consider other factors such as:

- Upgraded, redeveloped, maintained, or modernized as needed to meet current needs;
- Quality of the habitat or other site features after years of public use.
- Ability to meet current public priorities for recreation and conservation.
- Influence or leverage for expanding the recreation or conservation estate.
- Meeting state plan priorities.

### **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 based on their best professional judgment.

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

## **Award Ceremonies and Public Recognition**

### **Award Ceremonies**

A board member and/or the director will present an award to the recipient at the project site or other meaningful location or event (e.g., city/council chambers, organization annual meeting, etc.). This award will be designed for indoor display.

A similar award will be provided for display at the project site. Where feasible, staff will encourage sponsors to use available technology to allow visitors to access information about the site, the project, board funding/support, and the award.

### **Public Recognition**

RCO staff will work with award recipients to place photos or other digital representations (e.g., a short video) of each project on the RCO Web site, creating a virtual "Hall of Fame."

The RCO also will publicize the award through the Web site and press materials. Staff will work with recipients to publicize and share details about the award-winning project with the media and other interested parties. Recipients will be expected to acknowledge the board funding in their press materials.

This award process will be incorporated into the RCO Communications Plan

Recreation and Conservation Funding Board  
Resolution #2013-07  
Firearms and Archery Range Recreation  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, thirteen Firearms and Archery Range Recreation (FARR) program projects are eligible for funding; and

**WHEREAS**, these FARR projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects acquire and/or develop public outdoor recreation facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in Table 1 – Firearms and Archery Range Recreation Ranked List of Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Herman</u>
Resolution seconded by:	<u>Willhite</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

Recreation and Conservation Funding Board  
Resolution #2013-08  
Washington Wildlife and Recreation Program  
Delegation of Authority to Director to Award Funding

**WHEREAS**, RCW 79A.15.030 (7) authorizes RCO to use up to three percent (3%) of the WWRP appropriation for administration of the program;

**NOW THEREFORE BE IT RESOLVED**, contingent on funds being appropriated for the program in the 2013-15 biennial budget, that three percent (3%) of the WWRP appropriation be subtracted from the appropriation, to be used for administration of the program, and the remaining funds be distributed to the eleven WWRP categories according to statutory requirements and board policy; and

**BE IT FURTHER RESOLVED**, that the Recreation and Conservation Funding Board delegates authority to the director to award funds to the projects based on the ranked lists in Table 1 – Washington Wildlife and Recreation Program Ranked Lists of Projects, 2013-15 pursuant to existing board policy and rules, and subject to any changes made by the Legislature; and

**BE IT FURTHER RESOLVED**, that the Recreation and Conservation Funding Board authorizes RCO's Director to execute agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Brittall</u>
Resolution seconded by:	<u>Willhite</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

Recreation and Conservation Funding Board  
Resolution #2013-09  
Aquatic Lands Enhancement Account  
Delegation of Authority to Director to Award Funding

**WHEREAS**, for the 2013-2015 biennium, twenty-seven Aquatic Lands Enhancement Account (ALEA) program projects are eligible for funding; and

**WHEREAS**, these ALEA projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all twenty-seven ALEA program projects meet program requirements as stipulated in Manual 21: Aquatic Lands Enhancement Account Grant Program; and

**WHEREAS**, the projects enhance, improve, or protect aquatic lands and provide public access to such lands and associated waters, thereby supporting the board's strategies to provide partners with funding for both conservation and recreation opportunities statewide; and

**WHEREAS**, the Recreation and Conservation Funding Board approved the ranked list of projects reflected in Table 1 – Aquatic Lands Enhancement Account Ranked List of Projects, 2013-15 at their October 2012 meeting; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 capital budget, so funding for the 2013-15 biennium is unknown;

**NOW THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board delegates authority to the director to award funds to the projects based on the ranked lists in Table 1 – Aquatic Lands Enhancement Account Ranked List of Projects, 2013-15 pursuant to existing board policy and rules, and subject to any changes made by the Legislature, if funds are appropriated for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the Recreation and Conservation Funding Board authorizes RCO's Director to execute agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Herman</u>
Resolution seconded by:	<u>Bloomfield</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution #2013-10  
Land and Water Conservation Fund  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, twelve Land and Water Conservation Fund (LWCF) program projects are eligible for funding; and

**WHEREAS**, these LWCF projects were evaluated using the Open Project Selection Process approved and adopted by the National Park Service and Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the State of Washington may receive a federal apportionment for the Land and Water Conservation Fund Program for federal fiscal years 2013 and 2014; and

**WHEREAS**, the projects acquire and/or develop public outdoor recreation areas and facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list of projects depicted in Table 1 - Land and Water Conservation Fund Program Ranked List of Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to award grants, submit application materials to the National Park Service and execute project agreements and amendments necessary to facilitate prompt project implementation of federal fiscal year 2013 and 2014 funds upon notification of the federal apportionment for this program, subject to authorization in the state budget.

Resolution moved by:	<u>Bloomfield</u>
Resolution seconded by:	<u>Mayer</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution #2013-11  
Boating Facilities Program – State Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, nine state agency Boating Facilities Program (BFP) projects are eligible for funding; and

**WHEREAS**, these BFP projects were evaluated using the Recreation and Conservation Funding Board (board) approved and adopted evaluation criteria; and

**WHEREAS**, these evaluations occurred in open public meetings, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all nine BFP program projects meet program requirements as stipulated in Manual 9: Boating Facilities Program: Policies and Project Selection, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide for planning, development, and renovation of motorized boating access areas and facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in Table 1 – Boating Facilities Program, State, Ranked List of Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Fairleigh</u>
Resolution seconded by:	<u>Brittell</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>



Recreation and Conservation Funding Board  
Resolution #2013-12  
Boating Facilities Program – Local Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, twenty-one local agency Boating Facilities Program (BFP) projects are eligible for funding; and

**WHEREAS**, these BFP projects were evaluated using the Recreation and Conservation Funding Board (Board) approved and adopted evaluation criteria; and

**WHEREAS**, these evaluations occurred in open public meetings, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all of the projects meet program requirements as stipulated in Manual 9: Boating Facilities Program: Policies and Project Selection, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide for planning, development, and renovation of motorized boating access areas and facilities, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in Table 1 – Boating Facilities Program, Local, Ranked List of Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Willhite</u>
Resolution seconded by:	<u>Herman</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution #2013-13  
NOVA Program Education and Enforcement Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, eighteen Nonhighway and Off-road Vehicle Activities (NOVA) Education and Enforcement category projects are eligible for funding; and

**WHEREAS**, these Education and Enforcement category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred through a written evaluation process approved by the board, supporting the board's strategy to deliver successful projects by using broad public participation; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects focus on protecting user needs and minimizing environmental impacts and conflict between user groups, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in Table 1 – Nonhighway and Off-road Vehicle Activities, Ranked List of Education and Enforcement Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Willhite</u>
Resolution seconded by:	<u>Herman</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution #2013-14  
NOVA Program Nonhighway Road Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, thirteen Nonhighway and Off-road Vehicle Activities (NOVA) Nonhighway Road category projects are eligible for funding; and

**WHEREAS**, these Nonhighway Road category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide opportunities for recreationists that enjoy activities such as nonmotorized boating, camping, driving for pleasure, sightseeing, wildlife viewing, fishing, gathering, hunting, and picnicking, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in Table 1 –Nonhighway and Off-road Vehicle Activities, Ranked List of Nonhighway Road Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Fairleigh</u>
Resolution seconded by:	<u>Mayer</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution #2013-15  
NOVA Program Nonmotorized Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, twenty-nine Nonhighway and Off-road Vehicle Activities (NOVA) Nonmotorized category projects are eligible for funding; and

**WHEREAS**, these Nonmotorized category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide opportunities for recreationists who enjoy nonmotorized trail activities such as horseback riding, hiking, mountain biking and cross-country skiing, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in Table 1 – Nonhighway and Off-road Vehicle Activities, Ranked List of Nonmotorized Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Willhite</u>
Resolution seconded by:	<u>Bloomfield</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution #2013-16  
NOVA Program Off-road Vehicle Category  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-2015 biennium, thirty-two Nonhighway and Off-road Vehicle Activities (NOVA) Off-road Vehicle category projects are eligible for funding; and

**WHEREAS**, these Off-road Vehicle category projects were evaluated using criteria approved by the Recreation and Conservation Funding Board (board); and

**WHEREAS**, these evaluations occurred in an open public meeting, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet program requirements as stipulated in statute, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the Legislature has not yet enacted a 2013-15 budget, so funding is not available and the appropriation amount is unknown for the program for the 2013-15 biennium; and

**WHEREAS**, the projects provide opportunities for recreationists who enjoy motorized off-road activities, including motorcycling and riding all-terrain and four-wheel drive vehicles on trails and in competition sport parks; thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the ranked list for the projects depicted in Table 1 – Nonhighway and Off-road Vehicle Activities Ranked List of Off-Road Vehicle Projects, 2013-15; and

**BE IT FURTHER RESOLVED**, that the board delegates authority to the director to award funds to the projects based on the ranked list in Table 1, contingent on appropriated funds for the program in the 2013-15 biennial budget; and

**BE IT FURTHER RESOLVED**, that the board authorizes the director to execute project agreements necessary to facilitate prompt project implementation.

Resolution moved by:	<u>Mayer</u>
Resolution seconded by:	<u>Fairleigh</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution #2013-17  
Recreational Trails Program  
Final Approval for 2013-15 Ranked List of Projects

**WHEREAS**, for the 2013-15 biennium, seventy-seven Recreational Trails Program (RTP) projects are eligible for funding; and

**WHEREAS**, these projects were evaluated by the RTP advisory committee using the Recreation and Conservation Funding Board (board) approved and adopted evaluation criteria; and

**WHEREAS**, the advisory committee and board have discussed and reviewed these evaluations in open public meetings, thereby supporting the board's strategy to ensure that its work is conducted with integrity and in a fair and open manner; and

**WHEREAS**, all projects have been determined to meet federal and state program requirements as stipulated in published guidelines, administrative rule, and policy, thus supporting the board's strategy to fund the best projects as determined by the evaluation process; and

**WHEREAS**, the United States Congress has appropriated \$1,867,407 in federal fiscal year 2013 funds for this program; and

**WHEREAS**, the State of Washington may receive a federal apportionment for the Recreational Trails Program for federal fiscal year 2014; and

**WHEREAS**, five percent of the apportionment may be used for projects in the education category; and

**WHEREAS**, if funded, the projects will provide for maintaining recreational trails, developing trailhead facilities, and operating environmental education and trail safety programs, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the board allocates five percent of the apportionment for education category projects; and

**BE IT FURTHER RESOLVED** that the board approves the ranked list of projects depicted in Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, General Category and Table 1 – Recreational Trails Program Ranked List of Projects, 2013-15, Education Category; and

**BE IT FURTHER RESOLVED** that the board authorizes the director to award grants and execute project agreements and amendments necessary to facilitate prompt project implementation of federal fiscal year 2013 and 2014 funds pending federal approval, subject to authorization in the state budget; and

**BE IT FURTHER RESOLVED** that the ranked list of alternate projects remains eligible for funding until the next grant cycle.

Resolution moved by:	<u>Fairleigh</u>
Resolution seconded by:	<u>Willhite</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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Recreation and Conservation Funding Board  
Resolution 2013-18  
Approval of the 2013 State Comprehensive Outdoor Recreation Plan

**WHEREAS**, 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; and

**WHEREAS**, To be eligible for the funds, Washington State must submit a State Comprehensive Outdoor Recreation Plan (SCORP), and update that plan at least every five years; and

**WHEREAS**, the Washington State SCORP must be updated and approved by the NPS in 2013; and

**WHEREAS**, the Recreation and Conservation Office (RCO) has worked with a consultant to produce an updated SCORP document that assesses current outdoor recreation facilities and opportunities, projects future needs for and challenges to the delivery of recreational opportunities, and addresses key issues of importance to recreation planning and funding; and

**WHEREAS**, the development of this SCORP document involved ample public participation including a scientifically and statistically valid survey of residents, an internet blog through which thousands of residents reviewed documents and provided comments, and a public advisory committee; and

**WHEREAS**, the document meets the criteria set forth by the NPS for state comprehensive outdoor recreation plans; and

**WHEREAS**, approving this plan meets the Recreation and Conservation Funding Board (board) objectives to (1) provide leadership to help our partners strategically invest in the protection, restoration, and development of habitat and recreation opportunities and (2) ensure funded projects and programs are managed in conformance with existing legal authorities;

**NOW, THEREFORE BE IT RESOLVED**, that the board hereby approves the 2013 Washington State Comprehensive Outdoor Recreation Plan (SCORP) as presented; and

**BE IT FURTHER RESOLVED**, that the director is authorized to submit the SCORP to the Governor and NPS for subsequent certification and approval.

Resolution moved by:	<u>Willhite</u>
Resolution seconded by:	<u>Herman</u>
Resolution action:	<u>Adopted</u>
Date:	<u>June 25, 2013</u>

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