



**Protecting the public, our partners, and our staff are of the utmost importance. Due to health concerns with the novel coronavirus this meeting will be held online. The public is encouraged to participate online and will be given opportunities to comment, as noted below.**

**Zoom Registration:** [https://us06web.zoom.us/webinar/register/WN\\_8W5VChXGQ2CyLiq9uPbA7A](https://us06web.zoom.us/webinar/register/WN_8W5VChXGQ2CyLiq9uPbA7A)

**Phone Option:** (669)900-6833 - **Webinar ID:** 873 5902 3777

**Location:** RCO will also have a public meeting location for members of the public to listen via phone as required by the Open Public Meeting Act, **unless this requirement is waived by gubernatorial executive order**. In order to enter the building, the public must not exhibit symptoms of the COVID-19 and will be required to comply with current state law around personal protective equipment. RCO staff will meet the public in front of the main entrance to the natural resources building and escort them in.

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

**Public Comment:** General public comment is encouraged to be submitted in advance to the meeting in written form. Public comment on agenda items is also permitted. If you wish to comment, you may e-mail your request or written comments to [Wyatt.Lundquist@rco.wa.gov](mailto:Wyatt.Lundquist@rco.wa.gov).

**Special Accommodations:** People with disabilities needing an accommodation to participate in RCO public meetings are invited to contact Leslie Frank by phone (360) 902-0220 or e-mail [Leslie.Frank@rco.wa.gov](mailto:Leslie.Frank@rco.wa.gov); accommodation requests should be received September 21, 2021 to ensure availability.

## TUESDAY, OCTOBER 5, 2021

### OPENING AND MANAGEMENT REPORTS

#### 9:00 a.m. Call to Order

*Chair Willhite*

- Roll Call and Determination of Quorum
- Review and Approval of Agenda – October 5, 2021 **(Decision)**
- Remarks of the Chair

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9:05 a.m. 1. **Consent Agenda (Decision)**

Chair Willhite

- A. Board Meeting Minutes – June 30, 2021
  - B. Approval of 2022 Board Meeting Calendar
  - C. Time Extensions:
    - Eastmont Metropolitan Parks & Recreation District, East Wenatchee 9th Street Acquisition, [16-1778A](#)
    - King County, Foothills Trail and Bridge Development, [16-1362D](#)
    - Lewis County Public Works, Cowlitz River Public Access Point, [16-1764C](#)
    - Stanwood, Stanwood Riverfront Parks Hamilton Landing Phase 1, [16-1863C](#)
    - Washington Department of Fish and Wildlife, Luhr’s Landing Redevelopment, [16-2305D](#)
    - Washington Department of Fish and Wildlife, Mid-Columbia Grand Coulee 2016, [16-1333A](#)
    - Washington Department of Fish and Wildlife, Simco 2016, [16-1346A](#)
    - Washington Department of Fish and Wildlife, Skagit Wildlife Area Headquarters Boat Launch, [16-2544D](#)
    - Washington Department of Fish and Wildlife, Stanwood Hamilton Landing Access Development, [16-2494D](#)
    - Washington Department of Fish and Wildlife, Williams Lake Access Redevelopment, [16-2264D](#)
    - Washington Department of Natural Resources, Yacolt Burn State Forest ORV Trail Development, [16-2451D](#)
    - Washington Farmland Trust, Reiner Farm: Snohomish County, [16-1358A](#)
    - Washington State Parks and Recreation, Lake Sammamish Docks, [14-1683D](#)
  - D. Cost Increases:
    - WDFW Burke Lake Redevelopment, [18-2516D](#)
    - WDFW Liberty Lake Redevelopment, [18-2461D](#)
    - WDFW Luhr’s Landing Redevelopment, [16-2305D](#)
    - WDFW Williams Lake Access Redevelopment, [16-2264D](#)
  - E. Volunteer Recognitions (2)  
Resolution 2021-27
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<b>9:10 a.m.</b>	<b>2. Director's Report</b>	
	A. Director's Report	<i>Megan Duffy</i>
	• 2022 Meeting Locations	
	• Board Survey Review	<i>Marguerite Austin</i>
	B. Grant Management Report	<i>Kyle Guzlas</i>
	C. Grant Services Report	<i>Brent Hedden</i>
	D. Performance Report (written only)	<i>Mark Jarasitis</i>
	E. Fiscal Report (written only)	

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<b>9:40 a.m.</b>	<b>General Public Comment</b> for issues not identified as agenda items. Please limit comments to 3 minutes.	<i>Chair Willhite</i>
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### BOARD BUSINESS: BRIEFINGS

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<b>9:45 a.m.</b>	<b>3. Featured Projects:</b>	<i>Beth Auerbach</i>
	• City of Lakewood, Harry Todd Waterfront Improvements, <a href="#">18-2003D</a> , <a href="#">16-1824D</a>	

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<b>10:15 a.m.</b>	<b>4. Policy Updates:</b>	
	• Equity Review Project Update	<i>Wendy Brown</i>
	• Physical Activity Task Force	<i>Katie Pruitt</i>
	• SCORP	
	• Trails Plan	<i>Ben Donatelle</i>
	• Stadium Youth and Community Athletic Facilities Funds	<i>Adam Cole</i>

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### 11:15 a.m. BREAK

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<b>11:30 a.m.</b>	<b>5. Land and Water Conservation Fund's Outdoor Recreation Legacy Partnership Program:</b> Application Overview and Public Comment	<i>Karl Jacobs</i>
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### BOARD BUSINESS: REQUEST FOR DIRECTION

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<b>11:50 a.m.</b>	<b>6. Land and Water Conservation Fund:</b> Increasing Grant Limits	<i>Marguerite Austin</i>
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### 12:15 p.m. LUNCH

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### BOARD BUSINESS: BRIEFINGS

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<b>1:15 p.m.</b>	<b>7. Complementary Uses</b>	<i>Adam Cole</i>
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<b>2:15 p.m.</b>	<b>8. The Trust for Public Land:</b> Green Schoolyards Project	<i>David Patton</i>
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### 2:45 p.m. BREAK

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**3:00 p.m. 9. Washington Wildlife and Recreation Program (WWRP)  
State Parks Category Evaluation Criteria Changes**

*Karl Jacobs*

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**BOARD BUSINESS: PARTNER REPORTS**

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**3:30 p.m. 10.State Agency Partner Reports** (5 mins per report)

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

*Jon Snyder  
Angus Brodie  
Peter Herzog  
Amy Windrope*

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**4:00 p.m. ADJOURN**

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**Next Meeting:**

January 25-26, 2022, Regular Meeting, Location to be determined

**RECREATION AND CONSERVATION FUNDING BOARD SUMMARIZED MEETING AGENDA AND ACTIONS**

**Wednesday, June 30, 2021**

Item	Formal Action	Follow-up Action
<b>OPENING AND MANAGEMENT REPORTS</b>		
<p><b>Call to Order</b></p> <ul style="list-style-type: none"> <li>• Roll Call and Determination of Quorum</li> <li>• Review and Approval of Agenda</li> <li>• Remarks of the Chair</li> </ul>	<p><b>Decision</b></p> <p><u>Approval of Agenda</u></p> <p><b>Moved by:</b> Member Herzog</p> <p><b>Seconded by:</b> Member Shiosaki</p> <p><b>Decision:</b> Approved</p>	
<p><b>1. Consent Agenda</b></p> <ul style="list-style-type: none"> <li>A. Board Meeting Minutes: April 27, 2021</li> <li>B. Time Extensions Requests</li> <li>C. Decision to hold the remainder of all 2021 Board Meeting virtually</li> </ul>	<p><b>Decision</b></p> <p><u>Resolution 2021-18</u></p> <p><b>Moved by:</b> Member Gardow</p> <p><b>Seconded by:</b> Member Brodie</p> <p><b>Decision:</b> Approved</p>	
<p><b>2. Director’s Report</b></p> <ul style="list-style-type: none"> <li>A. Director’s Report</li> <li>B. Grant Management Report</li> <li>C. Grant Services</li> <li>D. Performance Report (Written)</li> <li>E. Fiscal Report (Written)</li> </ul>		
<b>BOARD BUSINESS: DECISIONS</b>		

**3. Director's Report**

- A. Aquatic Lands Enhancement Account (ALEA)
- B. Boating Facilities Program (BFP)
- C. Firearms and Archery Range Recreation (FARR)
- D. Nonhighway and Off-road Vehicle Activities (NOVA) Program
- E. Recreational Trails Program (RTP)
- F. Washington Wildlife and Recreation Program (WWRP)
- G. Youth Athletic Facilities (YAF) Program

**Decision**

Resolution 2021-19

**Moved by:** Member Brodie

**Seconded by:** Member Hix

**Decision:** Approved

Resolution 2021-20

**Moved by:** Member Herzog

**Seconded by:** Member Gardow

**Decision:** Approved

Resolution 2021-21

**Moved by:** Member Hix

**Seconded by:** Member Gardow

**Decision:** Approved

Resolution 2021-22

**Moved by:** Member Brodie

**Seconded by:** Member Burgess

**Decision:** Approved

Resolution 2021-23

**Moved by:** Member Burgess

**Seconded by:** Member Hix

**Decision:** Approved

Resolution 2021-24

**Moved by:** Member Shiosaki

**Seconded by:** Member Hix

**Decision:** Approved

Resolution 2021-25

**Moved by:** Member Hix

**Seconded by:** Member Brodie

**Decision:** Approved

**BOARD BUSINESS: BRIEFING**

**4. 2020 Grant Cycle Survey Data**

**BOARD BUSINESS: DECISION**

**5. Decision on Grant Evaluation Process for 2022**

**Decision**

Resolution 2021-26

**Moved by:** Member Burgess

**Seconded by:** Member Hix

**Decision:** Approved as amended

**BOARD BUSINESS: BRIEFING**

**6. Complimentary Uses Policy Briefing**

**BOARD BUSINESS: REQUEST FOR DIRECTION**

**7. Raising the Grant Amount of the Land and Water Conservation Fund**

**Task:**

Present different grant limit options for the LWCF State Program for the board to consider.

Discuss the new LWCF grant limits with stakeholders to gain feedback.

**BOARD BUSINESS: BRIEFINGS**

**8. Policy Updates**

- SCORP Update
- YAF Stadium Account Funds

**9. Boating Infrastructure Grants (BIG)**

**10. Washington Wildlife and Recreation Program: State Parks Category- Evaluation Criteria Revisions**

**Task:**

Include criteria suggestions from Member Gardow and Chair Willhite concerning climate change and diversity, equity, and inclusion

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**BOARD BUSINESS: PARTNER REPORTS**

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**11.State Agency Partner Reports**

- Governor’s Office
  - Department of Natural Resources
  - State Parks and Recreation Commission
  - Department of Fish and Wildlife
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*The next meeting will October 5-6, 2021. Online - Subject to change considering COVID*

DRAFT



## RECREATION AND CONSERVATION FUNDING BOARD SUMMARY MINUTES

**Date:** June 30, 2021

**Place:** Online

### Recreation and Conservation Funding Board Members:

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<b>Ted Willhite, Chair</b>	Seattle	<b>Shiloh Burgess</b>	Wenatchee
<b>Kathryn Gardow</b>	Seattle	<b>Angus Brodie</b>	Designee, Department of Natural Resources
<b>Michael Shiosaki</b>	Seattle	<b>Amy Windrope</b>	Designee, Washington Department of Fish and Wildlife
<b>Henry Hix</b>	Okanogan	<b>Peter Herzog</b>	Designee; Washington State Parks and Recreation Commission

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

### Call to Order

**Chair Ted Willhite** opened the Recreation and Conservation Funding Board (RCFB/Board) meeting at 9AM and had **Julia McNamara**, Board Administrative Assistant, call roll, determining quorum. **Members Gardow, Windrope, and Burgess** were not present when roll was called. However, Member Gardow joined shortly afterwards. Following roll, **Wyatt Lundquist**, Board Liaison, provided an overview of webinar rules and etiquette. Closing, Chair Willhite spoke to climate change, social justice, and COVID-19.

**Motion:** Move to Approve June 30, 2021 Agenda

**Moved by:** Member Herzog

**Seconded by:** Member Shiosaki

**Decision:** **Approved**

### Item 1: Consent Agenda

**Chair Willhite** asked for a motion to approve resolution 2021-08, which would approve the requested time extensions and the April meeting minutes.

**Motion:** Approval of Resolution 2021-08

**Moved by:** Member Gardow

**Seconded by:** Member Brodie

**Decision:** **Approved**

## Item 2: Director's Report

### Director's Report

**Megan Duffy**, Recreation and Conservation Office (RCO) Director, provided a briefing on RCO's activities in the past quarter.

Addressing staff changes, Director Duffy stated that **Tara Galuska**, previous Salmon Section Grant Manager, will be moving into the Governor's Salmon Recovery Office (GSRO) as their new Orca Recovery Coordinator, **Brent Hedden** has become the new PRISM Data Manager, and **Michelle Burbidge** has left her Outdoor Grants Manager position. RCO is also seeking to fill the following positions: Policy Specialist, Salmon Grants Manager, Outdoor Grants Manager, Archeologist, and Communications Consultant.

Highlighting two grant programs, Director Duffy explained that the No Child Left Inside (NCLI) program has awarded 73 grants, totaling \$4.5 million. RCO is also accepting grant applications for the Outdoor Recreation Legacy Partnership, which complements the Land and Water Conservation Fund (LWCF), with \$150 million available.

While Director Duffy spoke on several other topics that can be found in the meeting materials for Item 2, she told the Board that she had met with the Director of the Office of Equity, Dr. Karen Johnson. The Office of Equity will create a statewide strategic plan on equity. Part of the strategic plan will directly correlate to data from an equity survey sent to state agencies and their partners.

Closing, Director Duffy talked about her recent visit to the Bacon and Eggs Skate park in Wilkeson, WA.

### Grant Management Report

**Marguerite Austin**, RCO Section Manger for the Recreation and Conservation Grant Team, provided an overview of the work done in the last quarter.

Highlighting the Community Forests Program (CFP), Ms. Austin explained that grant managers had reviewed 15 grant proposals and the legislature approved just over \$15 million in funding, which will fund the top six projects.

Next, Ms. Austin discussed the LWCF. This program received 23 applications and the top 9 projects have been submitted to the National Park Service (NPS). The remaining projects will be submitted in July.

Lastly, she talked about the 2021 Grant Cycle, noting that RCO is accepting applications for the Boating Infrastructure Grant (BIG) Program, and the LWCF: Outdoor Recreation

Legacy Partnership. There is hope that all four of the Outdoor Recreation Legacy projects, submitted in 2020, will be funded.

**Chair Willhite** commented that the recreation and conservation opportunities presented in this biennium are due to agencies and partners who worked hard to secure funding from the legislature.

### **Grant Services Report**

**Kyle Guzlas**, RCO Grant Service Section manager, provided a briefing mentioning RCO's search for an archaeologist and details on the NCLI Grant Cycle.

Mr. Guzlas explained that NCLI provides funding to youth through Washington State Parks and Recreation Commission (State Parks). Over the years there has been an increase in the number of projects funded, with legislature allocating \$4.5 million this biennium, a great increase from the \$1.5 million allocated in the last biennium.

NCLI has three different tiers of funding. Tier 1 is for projects that can request up to \$25,000, Tier 2 can request up to \$75,000, and Tier 3 can request up to \$150,000. It is notable that Tier 1 does not require any matching funds from sponsors.

Mr. Guzlas highlighted several NCLI projects. These projects included the Environmental Science Center (20-2372), Pierce County Parks and Recreation (20-2342), Play Frontier (20-2300), CultureSeed (20-2286), YMCA of Greater Seattle (20-2073), A Warm Current (20-2287), and Camp Korey (20-2041). Through all the funded projects, an estimated 51,252 youth will be served.

In closing, Mr. Guzlas provided RCO's next steps. He explained that RCO will issue NCLI contracts in July and August, with the project start dates being July 1, 2021. RCO will also host a "Successful Applicant" workshop on July 15, 2021. The next NCLI cycle will open in August of 2022.

When opened to discussion, **Member Herzog** and **Chair Willhite** commended the success of the program and recognized the legislative support it received. **Member Gardow** asked for clarification on the ranking of these projects. Mr. Guzlas explained that there is an advisory committee similar to other grant programs at RCO. The advisory committee scores the projects through a written evaluation process for Tier 1 and Tier 2, and a virtual presentation for Tier 3.

Returning to the hiring of an archaeologist, Chair Willhite asked if this person would go beyond archaeology and reach towards the importance of cultural resources in relation to tribes and the history of Hispanic workers. Mr. Guzlas ensured the board that this

person would understand cultural resources and ultimately improve RCO's understanding as well.

Member Windrope joined the meeting at approximately 9:44 AM.

*General Public Comment:*

No public comment.

**Item 3: Approve Grants for the 2021-23 Biennium**

**Marguerite Austin** explained that RCO is asking the board to approve the final ranked lists and grant awards for several RCFB programs. These grants involve state and federal funds that will acquire, develop, restore, and maintain outdoor recreation and conservation areas.

While providing a background of the 2020 grant cycle, Ms. Austin explained that there were several board policy changes that allowed for reducing match, new criterion, and a modified funding formula due to the effects of COVID-19. COVID-19 also led to a change in due dates and a virtual grant process.

**Aquatic Lands Enhancement Account (ALEA)**

**Ms. Austin** provided an overview of the [Aquatic Lands Enhancement Account](#) (ALEA). Notably, the legislature provided bond funding for the program this year (versus funding from the ALEA), totaling \$9.1 million.

When opened to questions, **Member Gardow** noticed that more funding was allocated than what projects requested and asked how excess funds would be used. Ms. Austin explained that excess funding could be used for cost increases, which would need board approval. **Member Brodie** asked if the scope of any projects had changed since project evaluations to which Ms. Austin clarified that they had not.

*Public Comment:*

**Angie Feser**, City of Edmonds, provided comment on behalf of the Willow Creek Marina Beach Park project that was ranked number one in ALEA. While providing details on the project, Ms. Feser said it was developed with consideration of the public and it's included in a 2015 city master plan.

Following comment, Chair Willhite looked toward the board to make a motion for approval.

**Motion:**        Move to Approve Resolution 2021-19

**Moved by:** Member Brodie  
**Seconded by:** Member Hix  
**Decision:** **Approved**

### **Boating Facilities Program (BFP)**

**Karl Jacobs**, RCO Senior Outdoor Grant Manager, provided an overview of the [Boating Facilities Program](#). Nearly \$15 million was approved by the legislature for the program this biennium. Mr. Jacobs was seeking approval of the project funding.

**Motion:** Move to Approve Resolution 2021-20  
**Moved by:** Member Herzog  
**Seconded by:** Member Gardow  
**Decision:** **Approved**

### **Firearms and Archery Range Recreation (FARR)**

**Karl Jacobs** provided an overview of the [Firearms and Archery Range Recreation](#) (FARR) Program. For this biennium, the legislature approved \$630,000 for the program. Mr. Jacobs was seeking funding approval for the projects that meet RCO requirements.

**Motion:** Move to Approve Resolution 2021-21  
**Moved by:** Member Hix  
**Seconded by:** Member Gardow  
**Decision:** **Approved**

**Chair Willhite** noted that **Member Burgess** joined the meeting at 10:00 A.M. **Member Windrope** had also noted in the chat that she had left the meeting at 10 AM and returned to the meeting at 10:29 AM.

### **Nonhighway and Off-road Vehicle Activities (NOVA)**

**Marguerite Austin** provided an overview of the Nonhighway and Off-road Vehicle Activities (NOVA) Program for both [Trails](#) and [Education and Enforcement](#) projects. For this biennium, the legislature approved \$10 million for the program. Ms. Austin was seeking funding approval for the projects that met RCO's requirements.

Following the briefing, **Member Gardow** noted she was grateful for several federal land projects that were being funded. Chair Willhite encouraged the board to make a motion.

**Motion:** Move to Approve Resolution 2021-22  
**Moved by:** Member Brodie  
**Seconded by:** Member Burgess

**Decision:**        **Approved**

### **Recreation Trails Program (RTP)**

**Karl Jacobs** provided an overview of the [Recreational Trails Program](#), noting that the purpose of this grant program is to provide funding for multimodal trails. The legislature has approved up to \$5 million in funding for the program.

Following the overview, Mr. Jacobs explained that RCO staff recommends approval of resolution 2021-23.

**Motion:**        Move to Approve Resolution 2021-23

**Moved by:**     Member Burgess

**Seconded by:** Member Hix

**Decision:**        **Approved**

### **Washington Wildlife and Recreation Program (WWRP)**

**Marguerite Austin** provided an overview of the Washington Wildlife and Recreation Program (WWRP). This program has twelve grant categories: [Critical Habitat](#), [Natural Areas](#), [Riparian Protection](#), [State Land Restoration and Enhancement](#), [Urban Wildlife Habitat](#), [Farmland Preservation](#), [Forestland Preservation](#), [Local Parks](#), [State Lands Development and Renovation](#), [State Parks](#), [Trails](#), and [Water Access](#). For the upcoming biennium, the legislature approved \$100 million for the program.

Following Ms. Austin's presentation, **Member Gardow** noticed that the WWRP: Local Parks category had a huge demand and asked why some approved projects are below the alternates on the list. Ms. Austin explained that 40 percent of WWRP funding must be spent on acquisition projects first and then there is an allocation for development projects, leading to some projects that are ranked lower being funded first.

Member Gardow was also concerned with Blue Mountain Land Trust's inability to certify their match funding and, as a result, RCO is unable to use all the Farmland category funding. She suggested a match waiver process to gain more farmland.

Ms. Austin expressed that there can be different interests for the farmers when it comes to selling their land, which can sometimes lead to a project being dropped from the ranked list.

Returning to the topic of the overwhelming number of grant applications submitted in several RCO programs, **Chair Willhite** asked what can be done. Ms. Austin relayed that it is simply a supply and demand issue.

*Public Comment:*

**Steve Gray**, Clallam County Public Works, commended RCO on considering awarding funding and supporting numerous grants within the Clallam county area that are related to the Olympic Discovery Trail.

**Christine Mahler**, Washington Wildlife and Recreation Coalition (WWRC), expressed that there is clear demand for the Trails and Local Park categories. WWRC intends to continue advocating for funding for this program and said there should be continued advocacy from other programs for these categories.

**Yvonne Kraus**, Evergreen Mountain Bike Alliance, expressed her gratitude for RCFB and their work, and she highlighted the NCLI and RTP programs.

**Motion:** Move to Approve Resolution 2021-24  
**Moved by:** Member Shiosaki  
**Seconded by:** Member Hix  
**Decision:** **Approved**

#### **Youth Athletic Facilities (YAF) Program**

**Karl Jacobs** provided an overview of the [Youth Athletic Facilities](#) (YAF) Program, detailing that the legislature had approved \$11 million for the program.

Following the overview, Chair Willhite entertained a motion for approval of Resolution 2021-25.

**Motion:** Move to Approve Resolution 2021-25  
**Moved by:** Member Hix  
**Seconded by:** Member Brodie  
**Decision:** **Approved**

#### **BREAK: 11:25-11:40**

#### **Item 4: 2020 Grant Cycle Survey Data**

**Brent Hedden**, PRISM Specialist, provided an overview of the 2020 Grant Cycle Survey Data response.

Mr. Hedden said that two surveys were sent out: one for applicants, which received 25 percent response rate, and one for the advisory committee, which received a 58 percent response rate.

Beginning with results from the applicant survey, Mr. Hedden highlighted several questions, including:

- In which grant program(s) did you apply?
  - Most applicants applied for WWRP funding
- How would you rate your level of overall satisfaction with the grant process?
  - Most applicants either loved the process or felt neutral
- How was your experience with the RCO website and online tools?
  - Most applicants gave a positive response
- If you participated in the technical review, please tell us about your experience.
  - Most applicants provided a positive response
- Please tell us about your experience with the evaluation process.
  - Overall, there was a positive response.
- What are the top three items you appreciated most this grant cycle?
  - The top three responses included the PRISM online application, Zoom meetings, and the match reduction for ALEA and WWRP.

Moving on to the advisory committee survey, Mr. Hedden provided results from the following questions:

- What was your experience with the technical review process?
  - Most respondents provided a positive response
- What was your experience with the online format?
  - Respondents provided an overall positive response.
- What is your preferred review and evaluation format?
  - The top three responses were virtually, other, or in-person.
- What are the top three things you appreciated from this grant cycle?
  - Respondents appreciated the PRISM online application, Zoom meetings, and the match reduction for ALEA and WWRP.

Following the results, **Chair Willhite** opened the topic up to discussion. **Member Windrope** addressed a question where respondents could indicate that the grant process was unbiased and fair. In response, applicants had given a neutral response and she was hoping Mr. Hedden could explain why. Based upon some of the open-ended answers, Mr. Hedden believed that applicants felt a disconnect due to the Zoom platform because advisory committee members did not have their cameras on, but presenters did. Mr. Hedden also noted that the response is not much different than previous grant rounds. Member Windrope was also interested in RCO finding a way to determine if bias exists within the grant process.

**Member Brodie** asked if there are recommendations that RCO could implement in the next grant round that came out of the survey results. **Marguerite Austin, Kyle Guzlas**



and RCO staff would be implementing new aspects to the next grant round. Ms. Austin explained that the virtual format and website navigation will be taken into consideration.

#### **Item 5: Decision on Grant Evaluation Process for 2022**

**Kyle Guzlas** provided an overview of the grant and evaluation process that took place via videoconference throughout 2020 and 2021. This process was a result of the governor's Stay Home Stay Healthy Proclamation in response to COVID-19.

Before the 2020-21 virtual sessions were in place, many of the grant processes took place in person, which meant that project applicants and grant advisory committees attended meetings in Olympia to present their projects.

From the 2020-21 grant surveys, RCO heard that the advisory committee members and applicants support the virtual process, but the primary concern is the loss of interaction between advisory committee members.

Staff provided a list of considerations for the board in making a decision on this concept for future grant cycles. This included the elimination of barriers to participation, reduction in the carbon footprint, and the opportunity to redistribute resources (shifting per diem reimbursements to committee stipends).

RCO staff recommended that the board authorize use of virtual video-conferencing review and evaluation meetings for future grant cycles and approval of Resolution 2021-26.

When opened to discussion, **Member Gardow** voiced her reservations on the virtual experience as it would cause difficulty in creating connection and relationships. Mr. Guzlas validated Member Gardow's apprehension, however, he believed that connections could be fostered virtually via Zoom break-out rooms and other creative means. **Member Windrope** expressed curiosity in how equitable or biased a virtual format could be. Mr. Guzlas noted that having this virtually could make this a more equitable opportunity for those who cannot afford time or funding for travel.

Sharing Member Gardow's concern, **Member's Brodie, Shiosaki, and Burgess** believed that more data collection and research should be done on the equity of holding a virtual evaluation process before adopting the resolution.

**Director Duffy** noted that RCO is recruiting volunteers now and cannot fulfill the need for research and data before the recruitment process is over. However, RCO would be happy to provide different questions to applicants and advisory committee member in a survey after the next grant cycle.

*Public Comment:*

**Christine Mahler**, WWRC, was pleased with RCO's virtual process and the increased transparency. She also noted that virtual work would make it more available for those with time constraints to participate. For example, when travel and in-person was necessary, typically older, white, retired men were most likely to volunteer.

Following comment, Chair Willhite was sensitive to the comments of other board members but believed that this policy should be embraced for at least a year.

Director Duffy suggested that the virtual process be carried out through the 2022 grant cycle and follow with additional survey questions to applicants to get a better understanding of the equity of the virtual process. She also offered to revise the resolution.

**LUNCH: 12:48PM-1:48PM**

**Item 5: Decision on Grant Evaluation Process for 2022-CONTINUED**

Following lunch, RCO staff presented RCFB members with an amended resolution. It was amended to include "-for the 2022 grant cycle, and BE IT FURTHER RESOLVED that staff will provide an assessment of the 2022 grant cycle for board consideration and request a decision regarding future grant cycles; and"

**Motion:** Move to Approve Resolution 2021-26, as amended

**Moved by:** Member Burgess

**Seconded by:** Member Hix

**Decision:** **Approved**

**Item 6: Complimentary Uses Policy Briefing**

The Board decided to postpone this item to the next meeting.

**Item 7: Raising the Grant Amount of the Land and Water Conservation Fund (LWCF)**

**Marguerite Austin** provided a request for direction on raising the grant limit for the LWCF Program.

Providing background information, Ms. Austin reminded the board that additional funding for this grant program is a result of the Great American Outdoor Act. The current funding limit that an applicant can request is \$500,000. This funding limit was set in 2001.

Ms. Austin noted that in the 2013-2015 biennium, 33 percent of applicants were requesting the maximum funding amount. This percentage has increased to 83 percent of applicants, with this funding only covering an average of 19 percent of project cost.

While there are plenty of different options for funding levels that the board could consider, RCO staff offered the following options:

Project Type	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Acquisition	\$1,000,000	\$1,500,000	\$2,000,000	No Limit
Development	\$1,000,000	\$1,500,000	\$1,500,000	No Limit
Combination	\$1,000,000	\$1,500,000	\$2,000,000	No Limit
Minimum Request	10 percent of the maximum			\$2,000,000

The goals associated with this change include funding the highest priority projects, distributing funds more widely to agencies across the state, providing more funding to small or rural communities, funding a greater number of projects, and ensuring funds are dispersed equally or equitably to small and large projects.

When the board entered discussion, **Member Shiosaki** requested that Ms. Austin speak on the federal regulations that make this grant less appealing. Ms. Austin explained that completing the environmental assessment process is one of the greatest limitations or barriers as it sometimes requires hiring consultants to complete this process. She also noted that other paperwork can lead to limitations.

**Member Hix** wanted to clarify if there was a grant limit to populations of 50 thousand or more. Ms. Austin clarified that population limit was attributed to LWCF's Outdoor Legacy Partnership Program, but she is discussing changing funding limits for the LWCF state program.

**Member Brodie** asked how the program could be changed to have fewer barriers. Ms. Austin explained that RCO Outdoor Grant Managers are guiding applicants through the process as a way to relieve the barriers and encouraging applicants to participate in partnerships with other applicants. However, there is not much that RCO can do to assist more.

**Member Gardow** asked if there were different things that the board could do to bring more proposed projects to the grant program outside of raising the grant limit. Ms.

Austin explained that there may be more that RCFB could do, but it is limited as this is a federal grant program. RCO may be bringing forward options for changing grant criteria following adoption of a new state recreation plan.

*Public Comment:*

**Roxanne Miles**, Washington Recreation and Park Association (WRPA), noted that WWRP's Local Parks grant category is oversubscribed and she believes that some applicants who normally apply to local parks would apply to LWCF if the funding cap was raised. This could help solve a problem for local parks.

Following public comment, **Member Windrope** wondered if there could be no limit on large projects, but still a limit for smaller projects.

Ms. Austin believed that that would be a good concept, but the amount of paperwork that needs to be done may make it less attractive. However, there could be a model where first-time applicants could get more assistance.

Ms. Miles noted that some projects may not rate lower because it is a small project. Some smaller project rate lower because the sponsor may not have the capacity to carry out the work or even know how.

**Member Shiosaki** asked if RCO often saw people apply for WWRP Local Parks over LCWF? He was not sure that raising the LWCF grant limit would solve the number of application submissions of WWRP's Local Parks category. Ms. Austin shared this concern and relayed that this would be a discussion held between stakeholders and RCO.

**Chair Willhite** directed staff to gain input from stakeholders regarding changing the grant limit as a next step.

**Item 8: Policy Updates:**

**SCORP Update**

**Katie Pruitt**, RCO Planning and Policy Specialist, provided an update on the Statewide Conservation and Recreation Plan (SCORP).

This year a new logo and name have been given to SCORP. This SCORP will be titled "Washington's Plan for Recreation and Conservation".

Funding to create this plan is provided through the NPS and the plan must be created for Washington to be eligible for LWCF funding. Unfortunately, there has been a delay in receiving the federal funding to support plan development. Once funding is obtained, the resident demand survey will be created, which will help identify which outdoor

recreation activities are most important to Washingtonians. To gain qualitative information, the SCORP steering committee suggested RCO send a supplemental survey. They also suggested a new engagement strategy to include participation of affinity groups such as Outdoor Afro, Outdoors for All, and tribal governments. Staff will include these user groups early in the process before the plan is drafted. These affinity groups will be invited to determine their preferred method of input whether it be focused conversations, presentations by staff, survey input, and/or listening sessions.

Ms. Pruit reported that the final plan should be adopted in December 2022.

**Member Shiosaki** and **Member Burgess**, who are on the steering committee, commended Ms. Pruit on her work.

When opened to discussion, **Member Windrope** asked if the plan would include information on the effects of carrying capacity of recreational areas. The capacity of parks has increased greatly in response to COVID-19 indoor activity restrictions. Ms. Pruit explained that has been a topic of interest for the committee.

Member Windrope also asked if stipends would be provided to those on the steering committee. Ms. Pruit stated that Kyle Guzlas is working on creating a policy to make stipends available.

**Chair Willhite** wanted to know if there was outreach to tribes. Ms. Pruit noted that in the first meeting, caring for the tribal land was an important theme that they discussed. Other themes included climate change, addressing population growth and improving equity.

Chair wanted to know if Ms. Pruit would be reaching out to the Tourism Alliance and outdoor businesses. Ms. Pruit said that she would be reaching out to the alliance, but not businesses as much. Some members expressed concern with the lack of outreach to outdoor recreation businesses. Chair also recommended outreach to the health industry.

**Member Gardow** mentioned that she was on the Trails Advisory Committee and asked for an update.

**Ben Donatelle**, RCO Policy Specialist, provided a brief update on the Trails Plan. The steering committee has met three times and are pausing through the month of July, but will pick back up in August.

Mr. Donatelle noted that the development of the State Trails Database will assist the development of the Trails Plan.

Chair Willhite wanted to know how this database would differ from an app such as AllTrails. Mr. Donatelle explained that they have been considering what the trail

database will be and they have been in contact with different trails apps creators, but the work continues.

### **YAF Stadium Account Funds**

**Adam Cole**, RCO Policy Specialist, relayed that there is \$42 million for youth and community athletic facilities in RCO's non-appropriated YAF Account. This is a different account than the biennial YAF appropriation, which is funded through state construction bonds. The RCO's non-appropriated YAF Account exists only to collect excess revenues from the Seahawks stadium bond sales which took place 30 years ago. By statute, any excess revenues from bond sales must be directed to RCO to fund youth and community athletic facilities across the state. This latest allocation of \$42 million is expected to be the last from the bond sales. To discuss what will happen with this funding, agency executives will hold a meeting and report back to the board to discuss its involvement in the allocation of these funds, program priorities, and timeline for making these available to cities, towns, counties, and nonprofits.

Following the briefing, **Chair Willhite** asked if the board would be engaged in the development of the fund distribution, to which **Director Duffy** ensured the agency would be engaging with the board on this issue. Chair Willhite also asked if a steering committee had been formed. Director Duffy explained that Mr. Cole had pulled together a small informal group, but this will likely be expanded now that funds are in the RCO YAF account.

**Member Shiosaki** asked if there were time spending time constraints. Mr. Cole explained that because the funding comes from a non-appropriated account, the money can be spent at any time, but the longer it is unspent, the greater chance that legislature could reallocate the funds to something else.

### **Item 9: Boating Infrastructure Grants (BIG)**

**Allison Dellwo**, Outdoor Grant Manager, provided a briefing on the Boating Infrastructure Grant (BIG) Program. The goal of this program is to provide facilities for recreational boats, boater information, and educational materials.

This program is federally funded by the US Fish and Wildlife Service through their Sport Fish Restoration and Boating Trust Fund.

This year, there were three applications submitted, one Tier 1 and two Tier 2 projects. The Tier 1 application is requesting \$191,625 for a dock replacement at Olson's Resort and Marina in Sekiu. This application will be reviewed by the Boating Programs Advisory Committee and officially selected by the RCO director. The Tier 2 projects will be

reviewed by the Boating Programs Advisory Committee, but the applications will be submitted to the US Fish and Wildlife Service in early September for national evaluation and selection. The first project is the Port of Coupeville Wharf Dock Replacement with a request of \$370,000 to replace the dock. The other project is the Port of Port Townsend Boat Haven Linear Dock Replacement with a request of \$884,277.

Following Ms. Dellwo's presentation, **Member Gardow** asked if this program faces the same issues as LWCF because it is a federal program. Ms. Dellwo explained that there is additional paperwork, but she and Mr. Jacobs complete outreach to assist sponsors and increase awareness about the program.

### **BREAK: 3:30PM-3:45PM**

#### **Item 10: Washington Wildlife and Recreation Program: State Parks Category-Evaluation Criteria Revisions**

**Karl Jacobs** asks for direction from the board on WWRP's State Parks category. These changes were requested by the Washington State Parks and Recreation Commission.

After providing a summary of the program, Mr. Jacobs presented the suggested criteria changes to Manual 10. Details on these changes can be found in memorandum 10 of the meeting materials, but the subjects of these changes include: Public Need and Need Satisfaction, Project Significance, Threat and Impact, Project Design, Sustainability and Stewardship, Project Support, Partnership or Match, and Readiness to Proceed.

If the board allows RCO to move forward with criteria changes, public comment will be solicited. The proposed changes will also be presented to and reviewed by the State Parks and Recreation Commission (State Parks) and RCO's WWRP Advisory Committee. Next, public comment and the State Parks review would be presented to the board at the October 2021 board meeting for a decision.

When the topic was opened to discussion, **Member Gardow** asked several questions. She asked where State Parks gets renovation funding from if it is not RCO. She asked if criteria 4: Project Design question could be changed from "Have you considered the potential impacts *to* climate change in your project design?" to "Have you considered the potential impacts *to or from* climate change in your design?" Her last question had to do with criteria of question 4, where it asks if the design is appropriate for the site construction and are costs request accurate and complete. How would an advisory committee person know? And seems like it could be challenging?

For renovation, Mr. Jacobs assumed that State Parks makes a separate capital appropriation request for funding. He also commended Member Gardow on her



suggestion to change criteria 4's climate change question. Addressing her question on cost, Mr. Jacobs explained that the advisory committee gets that information in the applicant's presentation as well as their application in PRISM. Also, some committee members bring that level of experience and expertise.

**Chair Wilhite** appreciated that the criteria addressed climate change and that RCO would be willing to address diversity, equity, inclusion. He also asked about the need to acquire more land and how State Parks' Acquisition Strategy addressed that. **Member Herzog** explained that the Strategy does not identify a specific number of acres, but rather that it's based upon funding and opportunities.

## **Item 11: State Agency Partner Reports**

### **Governor's Office**

**Jon Snyder** provided a report on behalf of the Governor's Office.

Opening, he noted how well all the natural resource agencies responded to the pandemic and getting people outdoors.

Next, he reported that Washington is close to a 70 percent vaccination rate and celebrated that June 30<sup>th</sup> was the reopening day for the state. For all the recreation guidance documents created during the pandemic, Mr. Snyder expressed that most of them had been removed in light of the reopening.

Studies, tasks force, and work groups have been created to look at diversity, equity and inclusion. Mr. Snyder is involved in four workgroup projects with State Parks, the Commission of African American Affairs, RCO, and Western Washington University.

Following his report, **Chair Willhite** wanted to know more about how diversity, equity and inclusion is affecting the Interstate Compact on Outdoor Recreation. Mr. Snyder reported that he did not have an update at the time but is happy with the work being done with that project.

### **Department of Natural Resources**

**Member Angus Brodie** provided an update on behalf of Washington State Department of Natural Resources (DNR).

Speaking on DNR's efforts during the legislative session, he said that there was focus on jobs, community resiliency, and agency efficiencies. There was an \$8 million funding requested for the Puget Sound Corp program, but only \$4 million was allocated. DNR requested almost \$8 million for recreation and received only \$3.1 million. Because of these low allocations, DNR will be strained when tackling all the new users on their land.



In partnership with the Washington Department of Fish and Wildlife (WDFW), DNR is working on e-bike legislation that will undergo a public process.

Lastly, he mentioned that there was significant support to support the Wildlife Resiliency Program.

### **State Parks and Recreation Commission**

**Member Peter Herzog** provided an update on behalf of the State parks and Recreation Commission (State Parks).

Opening, he noted the opening of the Edward Park Lodge that was previously a seminary. It opened May 5<sup>th</sup>. The original project on that land was funded through LWCF.

Member Herzog highlighted two other projects- the Palouse to Cascade State Park trail Helensburg Trestle and the Beverly Bridge decking project which is over the Columbia River.

**Member Gardow** asked if the trails were considered new or renovated. Member Herzog replied that it is new construction for the trails.

### **Department of Fish and Wildlife**

**Member Amy Windrope** provided a briefing on behalf of the Department of Fish and Wildlife (WDFW).

As a result of the 2021 legislative session, WDFW was allocated \$2.3 million to carry out restoration work for pygmy rabbits, sage grouse, and sharp-tails grouse.

In the next budget, she noted that WDFW will be requesting funding to address the increase public land use, to fund a greater capacity of equity work, and to fund more cultural resource work.

WDFW has partnered with DNR, State Parks and RCO to examine how state land use is affecting Washington's tribes and cultural resources.

### **Closing**

Before closing the meeting, Member Brodie provided information concerning Washington's wildfires. While displaying DNR's website, he suggested that people click on the "Information on Wildfires" where they could see more information. He noted that these are just the fires the DNR is responding to on their land and not the fires that are on federal land. This year has been one of Washington's greatest drought seasons and the trees are very dry, meaning fires can start easy and spread faster.

**ADJOURN- Meeting adjourned at 4:29pm**

Chair Willhite closed the meeting at 4:29 PM.

*The next meeting will October 5-6, 2021. Online - Subject to change considering COVID*

**Approved by:**

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Ted Willhite, Chair

DRAFT

# Proposed 2022 Recreation and Conservation Funding Board Meetings

- X RCFB
- X RCFB Travel
- X SRFB/RCFB Half-Day Budget Meetings
- Holiday

January						
S	M	T	W	T	F	S
	27	28	29	30	31	
	3	4	5	6	7	
	10	11	12	13	14	
	17	18	19	20	21	
	24	25	26	27	28	

February						
S	M	T	W	T	F	S
	31	1	2	3	4	
	7	8	9	10	11	
	14	15	16	17	18	
	21	22	23	24	25	
	28	1	2	3	4	

March						
S	M	T	W	T	F	S
	28	1	2	3	4	
	7	8	9	10	11	
	14	15	16	17	18	
	21	22	23	24	25	
	28	29	30	31	1	

April						
S	M	T	W	T	F	S
	28	29	30	31	1	
	4	5	6	7	8	
	11	12	13	14	15	
	18	19	20	21	22	
	25	26	27	28	29	

May						
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	9	10	11	12	13	
	16	17	18	19	20	
	23	24	25	26	27	
	30	31	1	2	3	

June						
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	30	31	1	2	3	
	6	7	8	9	10	
	13	14	15	16	17	
	20	21	22	23	24	
	27	28	29	30	1	

July						
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	27	28	29	30	1	
	4	5	6	7	8	
	11	12	13	14	15	
	18	19	20	21	22	
	25	26	27	28	29	

August						
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	22	23	24	25	26	
	29	30	31	1	2	

September						
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	12	13	14	15	16	
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	26	27	28	29	30	

October						
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	31	1	2	3	4	

November						
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	7	8	9	10	11	
	14	15	16	17	18	
	21	22	23	24	25	
	28	29	30	1	2	

December						
S	M	T	W	T	F	S
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	12	13	14	15	16	
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	26	27	28	29	30	

# DRAFT

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR MEGAN DUFFY

**Meeting Date:** October 5, 2021

**Title:** Time Extension Requests

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

#### Summary

This is a request for the Recreation and Conservation Funding 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:** 2021-27 (Consent Agenda)

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

### Background

Each grant [program policy manual](#) outlines the Recreation and Conservation Funding Board's (board) adopted policy for progress on active funded projects. The key elements of this policy are that the sponsor must complete a funded project promptly and meet the project milestones outlined in the project agreement. The Recreation and Conservation Office (RCO) director may give an applicant up to four years (from the award date) to complete a project. Extensions beyond four years require board action.

RCO received requests for time extensions for 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, and
- Sponsor’s progress on this and other funded projects.

### **Strategic Plan Link**

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

### **Staff Recommendation**

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

### **Attachments**

- A. Time Extension Requests for Board Approval

***Eastmont Metropolitan Parks and Recreation District***

<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>
<a href="#">16-1778</a> Acquisition	East Wenatchee 9th Street Acquisition	Land and Water Conservation Fund	\$44,622 (10%)	09/30/2021	03/30/2023

**Reasons for Delay and Justification of Request**

East Wenatchee Metropolitan Parks and Recreation District received grant funding to acquire property for a new park in East Wenatchee. The environmental assessment revealed soil contamination throughout the property, caused by its former use as an orchard. The Trust for Public Land (TPL) – the landowner and sponsor’s partner on the RCO project – was successful in applying for an Environmental Protection Agency (EPA) Brownfields Cleanup grant. With that additional funding and EPA’s guidance, the cleanup has been completed as directed by the approved plan, including capping the contaminated soil under layers of clean fill.

The cleanup application, planning, permitting, and implementation created significant delays to the acquisition project. However, TPL’s consultant and contractor were able to integrate rolling hills, a paved walking trail, parking, and other amenities as part of the cleanup project. The Parks District did not anticipate development until a future grant cycle. As a result of TPL’s work, the sponsor will now acquire an already developed passive recreation park.

The final obstacle to transferring the property is receiving the determination of No Further Action, indicating that the cleanup was successful. This determination is pending, but additional time is needed as RCO grant funds cannot acquire contaminated property. The time requested provides for receipt of the final determination, purchase of the park property, and submittal of all close-out documents for this federal Land and Water Conservation Fund project.

***King County Department of Natural Resources and Parks***

<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>
<a href="#">16-1362</a> Development	Foothills Trail and Bridge	WWRP Trails	\$1,677,484 (60%)	12/31/2021	12/31/2023

### Reasons for Delay and Justification of Request

King County Department of Natural Resources and Parks received funding to construct a 1.1-mile trail along a former rail corridor, build a bridge across White River, and renovate an existing bridge over Boise Creek. The finished non-motorized, multi-use trail will connect to the Buckley and Enumclaw Foothills Trail.

King County has made progress with constructing the first segment of the trail but has run into delays with permitting and design for the bridge portion of the project. Due to changes in King County permitting requirements, permitting has taken a year and half longer than originally anticipated. Currently, the bridge design is at 90% and remaining permits are under review. The projected bid phase will be the first quarter of 2022, and construction is expected to start in the first half of 2022 and be completed in 2023.

### Lewis County Public Works

Project number and type	Project name	Grant program	Grant funds remaining	Current end date	Extension request
<a href="#">16-1764</a> Acquisition and Development	Cowlitz River Public Access Point	Aquatic Lands Enhancement Account	\$168,685 (74%)	2/01/2022	6/30/2022

### Reasons for Delay and Justification of Request

The Lewis County Public Works Department received a grant to purchase 1.6 acres of land to develop recreational access to the Cowlitz River near Packwood. The county plans to develop a parking lot, a gravel pathway to the water, and install a restroom.

To date, Lewis County has acquired the property and has secured the required permits to complete the planned development on the site. However, the project was delayed during the permitting phase while the county conducted the public hearings for the project. The project was further delayed because of COVID-19, particularly this spring when the company manufacturing culverts was shut down for several weeks.

Lewis County is ready to start construction this fall and expects to have most of the construction completed by spring 2022. Additional time is necessary because of manufacturing and delivery delays experienced by the company providing the vault toilet for this project.

**Stanwood**

<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>
<a href="#">16-1863</a> Acquisition Development	Stanwood Riverfront Parks Hamilton Landing Phase 1	Aquatic Lands Enhancement Account	\$435,691 (88%)	12/31/2021	12/31/2023

**Reasons for Delay and Justification of Request**

The City of Stanwood has a grant to acquire and develop Phase I of a new water access site located just south of downtown Stanwood with 350 feet of shoreline on the Stillaguamish River. The project includes the acquisition of two acres and development of a hand-carry launch, an informational kiosk, signage, park furnishings, landscaping, parking, security lighting, and storm water drainage. The project is on the Hamilton Landing property immediately adjacent to the Department of Fish and Wildlife's planned motorized boat launch site.

Stanwood has completed 98 percent of the design and engineering for the project but has run into major delays with permitting. In 2020, the city received a shoreline and SEPA appeal on the project from an adjacent landowner. Due to procedural issues surrounding the appeal, the City's attorney advised the city to withdraw the original permit application and restart the permitting process. The city has recently restarted the permitting process with issuance of the revised Shoreline Notice of Application. Because Stanwood does not know how long the appeal process may take to resolve, they are asking for a 24-month extension to complete the project.

**Washington Department of Fish and Wildlife**

<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>
<a href="#">16-2305</a> Development	Luhr's Landing Access	Boating Facilities Program, State	\$346,989 (72%)	12/31/2021	7/31/2022

**Reasons for Delay and Justification of Request**

The Washington Department of Fish and Wildlife (WDFW) received a grant to redevelop a boating site in Thurston County on McAllister Creek that provides access for waterfowl hunting, pleasure boating, fishing, and wildlife viewing.

WDFW has completed cultural resources, permitting, and required construction



documents. The challenge is that contractors are especially busy this year and WDFW is concerned about the in-water work window for removal of piling and the subsequent impact to the planned fall paving schedule. To accommodate the contractors and help secure better bid pricing, WDFW wants to schedule the parking lot and other paving improvements for the spring. If approved, this 7-month extension will accommodate the revised construction schedule.

### *Washington Department of Fish and Wildlife*

<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>
<a href="#">16-1333</a> Acquisition	Mid-Columbia Grand Coulee 2016	WWRP Critical Habitat	\$543,691 (18%)	12/31/2021	6/30/2023

### **Reasons for Delay and Justification of Request**

The Washington Department of Fish and Wildlife (WDFW) received a grant to purchase approximately 7,250 acres of sage grouse habitat adjacent to the Big Bend Wildlife Area located near Grand Coulee in Douglas County, on the south shore of the Columbia River.

To date, WDFW has acquired 8,615 acres, which is more than the original estimate due to lower appraised property values than anticipated in the application. Cultural resources review has been conducted and WDFW is now working toward completing the post-closing work, including initial noxious weed control and construction of 7.5 miles of boundary fencing. Delays are due primarily to COVID-19, which made it necessary for many tribes, including the Colville Confederated Tribes, to suspend their review of proposed projects with ground disturbing activities. WDFW solicited bids for fencing this summer, but received no bids because of high demand for construction activities and a shortage of supplies and labor.

An extension will allow WDFW the additional time needed to complete post-closing activities on properties purchased with RCO grant funding.

*Washington Department of Fish and Wildlife*

<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>
<a href="#">16-1346</a> Acquisition	Simco 2016	WWRP Critical Habitat	\$428,000 (10%)	12/31/2021	10/31/2022

**Reasons for Delay and Justification of Request**

The Washington Department of Fish and Wildlife (WDFW) received a grant to purchase approximately 6,700 acres of habitat in the Simcoe Mountains located 10 miles northeast of Goldendale in Klickitat County. This is Phase 4 of a multi-phase project to acquire 22,000 acres of land in the Simcoe Mountains.

To date, WDFW has acquired the property but has not been able to complete post-closing work including noxious weed control and fencing. The project has been seriously delayed primarily due to COVID-19, which made it necessary for the Yakama Nation to suspend their participation in reviewing cultural resources for projects with ground disturbing activities. The property acquired by WDFW borders Yakama tribal lands, which increases the sensitivity of ground disturbing activities in the area. Per agreement with WDFW, the tribe will conduct a cultural survey of the property and will provide ongoing monitoring during fence installation.

An extension will allow WDFW the additional time needed to complete post-closing activities on property purchased with RCO grant funding.

*Washington Department of Fish and Wildlife*

<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>
<a href="#">16-2494</a> Development	Skagit Wildlife Area Headquarters Boat Launch	Boating Facilities Program, State	\$349,489 (80%)	12/31/2021	12/31/2022

### Reasons for Delay and Justification of Request

The Washington Department of Fish and Wildlife (WDFW) has a grant to redevelop the boat launch and support amenities on Freshwater Slough in Skagit County. They have completed cultural resources and have secured all permits except the US Army Corps of Engineers (USACE) permit. While WDFW was negotiating the mitigation requirements, the federal staff member they were working with retired. New staff is now requiring unanticipated mitigation that necessitates additional paperwork. WDFW is completing that work now but will miss their planned construction window. They are requesting a one-year extension to allow for construction in 2022. This timeframe will help accommodate any unexpected delays.

### Washington Department of Fish and Wildlife

Project number and type	Project name	Grant program	Grant funds remaining	Current end date	Extension request
<a href="#">16-2494</a> Development	Stanwood Hamilton Landing Access Development	Boating Facilities Program, State	\$393,775 (73%)	12/31/2021	12/31/2023

### Reasons for Delay and Justification of Request

The Washington Department of Fish and Wildlife (WDFW) has a grant to develop a parking lot, restrooms, and boat launch for motorized vessels near the confluence of the Stillaguamish River and Port Susan and Skagit Bays. The project is on the Hamilton Landing property in Stanwood immediately adjacent to the City of Stanwood's planned nonmotorized launch site.

This project requires a local shoreline permit, which has been delayed because of limited city staff and permit changes, challenges, and appeals as referenced above in the City of Stanwood project. In addition, WDFW believes they will need additional funds to complete this scope of work but want to wait until they finish the permitting process to know how much, if any, additional funds will be needed. To ensure adequate time is available to secure permits and complete the construction, WDFW is requesting a two-year extension this project for.

**Washington Department of Fish and Wildlife**

<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>
<a href="#">16-2264</a> Development	Williams Lake Access Redevelopment	Boating Facilities Program, State	\$493,229 (76%)	12/31/2021	7/31/2022

**Reasons for Delay and Justification of Request**

The Washington Department of Fish and Wildlife (WDFW) plans to install a double-lane concrete boat ramp with boarding floats and asphalt parking as part of renovating an access site on Williams Lake in Spokane County.

Williams Lake is under construction now; however, there are not enough funds to complete the full scope of work. WDFW has submitted a cost increase request and if approved, paving can possibly start this fall and be completed by December 31<sup>st</sup>. Between possible weather delays and tight paving scheduling, there is a chance that WDFW will miss the fall construction season and need to delay until April or May of 2022. Extending this project through July will ensure there is adequate time for WDFW to complete the paving in the spring, if needed, and all post-closing work.

**Washington Department of Natural Resources**

<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>
<a href="#">16-2451</a> Development	Yacolt Burn State Forest ORV Trail Development	NOVA, Off-Road Vehicle	\$210,508 (60%)	12/31/2021	11/30/2022

**Reasons for Delay and Justification of Request**

The Department of Natural Resources (DNR) has a grant to develop ORV trails in the Yacolt Burn State Forest, located approximately 10 miles northeast of Vancouver. This project provides funding for architecture and engineering services, materials, equipment rental, and a crew to construct 3 bridges and 4 miles of new trails for 4x4s, ATVs, and motorcycles.

DNR has completed approximately 4 miles of new ORV trail construction but still needs to complete the installation of 3 ORV bridges. The recent consumer demand for contractors and supplies, due to COVID-19, has impacted the progress of this project. There are few contractors in the project area and materials are very difficult to obtain in a timely manner,

due to higher-than-normal consumer demand. The new proposed timeline would allow the sponsor an additional construction season to complete installation of the motorized trail bridges. DNR is requesting an 11-month time extension for this project.

### *Washington Farmland Trust*

<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>
<a href="#">16-1358</a> Acquisition	Reiner Farm: Snohomish County	WWRP Farmland Preservation	\$792,019 (97%)	12/31/2021	12/31/2022

### **Reasons for Delay and Justification of Request**

Washington Farmland Trust (Trust, previously PCC Farmland Trust) received a grant to purchase an agricultural conservation easement on approximately 200 acres of farmland in the Tualco Valley of Snohomish County. Additionally, the Trust is working in conjunction with the Tulalip Tribes who received a grant (#18-1737C Reiner Farm Riparian Property Conservation) through the Salmon Recovery Funding Board to acquire about 136 acres of forested riparian and floodplain habitat to facilitate the protection of functioning riparian and floodplain habitat along the Skykomish River. It is critical that these projects work in tandem as a portion of the Reiner farm closest to the river will be acquired by the Tulalip Tribes, leaving the remainder of the farm to be protected through a farmland easement by the Trust.

To date, the Trust has completed initial appraisals and has coordinated with the landowner and Tulalip Tribes, although the process has been slower and more time consuming than anticipated. Additionally, the impacts of COVID-19 and the real estate market have delayed otherwise relatively simple steps, such as hiring a review appraisal and completing boundary line surveys.

Additional time will allow the Trust to complete the appraisal process, a complex boundary line adjustment and to close on the agricultural conservation easement.

### *Washington State Parks and Recreation*

<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>
<a href="#">14-1683</a> Development	Lake Sammamish Docks	Boating Facilities Program, State	\$955,296 (95.5%)	12/31/2021	12/31/2023

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## Reasons for Delay and Justification of Request

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State Parks received a grant to construct a boating facility at the Sunset Beach area of Lake Sammamish State Park. Project elements include floats, gangways, piers, abutments, pathways, and shoreline restoration. This project has been delayed due to the difficulty of finding suitable mitigation for the environmental impacts of installing new pilings in Lake Sammamish. The best mitigation is in-kind, meaning that removing pilings at another location would be the best mitigation. Because there are no pilings in or near the state park, they are proposing to remove pilings in front of Marymoor Park at the north end of the lake.

One complication is that a line of navigability has not been determined in Lake Sammamish, meaning it is not clear where the Department of Natural Resources (DNR) managed waters begin and the adjacent landowners' ownership ends. State Parks took soundings at the north end of the lake to establish the assumed line of navigability that determines which of the pilings before proposed removal are under the jurisdiction of King County and which are under DNR. Additionally, Parks learned that one of the landowners adjacent to the proposed mitigation area is not supportive of their pilings being removed. So, State Parks identified pilings along King County's Marymoor Park to be removed.

Then State Parks took time to meet with both DNR and King County, and to secure approval for the piling removal from management within King County Parks. It was only after securing this approval that State Parks was able to inventory the pilings themselves. There are also purple martin nest boxes on some of the pilings in the area that needed to be identified to avoid disturbance. And finally, the pilings were part of a historic mill site. The result is that State Park will also need to mitigate for the impact to the historic resource, most likely by documenting them. This will take time and resources that were not originally anticipated.

The final complication is the in-water work window. The only time State Parks can complete the main construction component for this project (piling installation and piling removal) is from mid-July through August of each year, a very short (45-day) work window.

Next steps will be to reissue SEPA with the new mitigation plan and submit a JARPA permit application. State Parks is aiming to secure permits in time to allow construction during the 2022 work window.

State Parks requested a one-year extension to 12/31/2022, but staff is recommending a two-year extension due to the short work window; if 2022 is missed, construction will need to take place in 2023.



## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR MEGAN DUFFY

**Meeting Date:** October 5, 2021

**Title:** Cost Increase Requests: Washington Department of Fish and Wildlife, Boating Facilities Program Projects

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

#### Summary

The Washington Department of Fish and Wildlife is asking the Recreation and Conservation Funding Board to approve cost increases for the following Boating Facilities Program (BFP) projects:

- Burke Lake Redevelopment, [18-2516D](#)
- Liberty Lake Redevelopment, [18-2461D](#)
- Luhr's Landing Redevelopment, [16-2305D](#)
- Williams Lake Access Redevelopment, [16-2264D](#)

The cost increases will help offset unpredictably high construction costs following the COVID-19 pandemic. Each request exceeds ten percent of the total project cost; therefore, policy requires board consideration of this request.

#### 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:** 2021-27(Consent Agenda)

**Purpose of Resolution:** Approve the cost increase requests.

### Background

The Recreation and Conservation Funding Board awarded Boating Facilities Program (BFP) grants to the Washington Department of Fish and Wildlife (WDFW) for development and renovation of motorized boating facilities on Burke Lake, Liberty Lake, Luhr's Landing (which provides boating access to Puget Sound), and Williams Lake.

The Burke Lake Redevelopment ([RCO #18-2516D](#)) site is in Grant County about 10 miles north of George. Burke Lake is one of many lakes in the Quincy Wildlife Area, but not all

lakes allow motorized access. This lake offers great trout fishing, and WDFW plans to replace the boat launch, pave the gravel parking lot, and install a new boarding float and pilings. Near the launch is a bankside ADA fishing platform available for all users to fish from the rocky shoreline.

The Liberty Lake Redevelopment ([RCO #18-2461D](#)) project is located about 20 miles east of Spokane in Spokane County. WDFW will redevelop this access site that has outlived its useful life by extending the boarding float, armoring the ramp, upgrading the parking lot, and installing a double vault CXT restroom that is ADA compliant. WDFW stocks the 700-acre lake with Brown trout and Rainbow trout. In addition to fishing vessels, recreational users bring utility boats, pontoon boats, jet skis, and power boats for a variety of recreational activities on the lake.

The Luhr's Landing Redevelopment ([RCO #16-2305D](#)) project is located in northeastern Thurston County on McAllister Creek in south Puget Sound. People visit the site to fish, shellfish, hunt for waterfowl, boat, and watch wildlife. Luhr's Landing provides direct access to an extensive complex of conservation and recreational areas, including Nisqually National Wildlife Refuge, Nisqually Wildlife Area, and Nisqually Reach Aquatic Preserve. WDFW will improve the infrastructure at this 40-year-old site by renovating the boat launch, paving the parking area, replacing the toilet, and installing a pre-boarding platform. Traffic counts show nearly 110 vehicles use the site daily from March through August.

The Williams Lake Access Redevelopment ([RCO #16-2264D](#)) project is located 16 miles south of Cheney in Spokane County. This 317-acre lake is one of WDFW's top producing trout waters hosting an estimated 25,000 angler trips per year. The fishery provides access to Rainbow, Cutthroat, and Tiger trout. The scope of work involves installation of a double-lane concrete boat ramp, ADA boarding float, vault toilet, and a realigned paved parking area. This renovation project is designed to provide safe, easy motorized boating access and ample parking for this popular lake.

## **Project Statuses**

**Burke Lake:** The board awarded a \$398,000 grant for this project. WDFW completed the pre-construction work and put the Burke Lake project out for bids. The bids for the gangway, boarding floats, and concrete abutment were nearly double the engineer's estimated amount. WDFW is requesting a \$286,000 cost increase to help cover the costs for the low bid and to have the funds needed for paving the parking area. They are currently awaiting the board decision before awarding a contract for the floats or paving. To keep the costs down, WDFW will use its own staff to replace the boat launch.



**Liberty Lake:** WDFW has a \$494,000 grant for this project and has completed all the pre-construction work. This project was fully bid but WDFW only had enough funds to award a partial contract that allows for replacing the toilet, installing riprap and plantings to address project related mitigation, and renovating the parking lot. If the board approves this cost increase, WDFW will begin installing new boarding floats, which was included in the original proposal. They are requesting a \$190,000 cost increase.

**Luhr’s Landing:** The board awarded a \$485,000 grant for this project. With permits in hand, WDFW advertised for bids last month, just to get the constructions contracts in place for the boat launch, pre-boarding float, and toilets. They expect to bid out the asphalt paving late this fall; however, the availability of contractors may delay the project until spring. WDFW needs an additional \$100,000 to complete this project as originally proposed.

**Williams Lake:** The board awarded a \$647,000 grant for this project. After receiving unexpectedly high bids, WDFW awarded a contract for construction of the boat ramp, boarding float, and toilets. There were not enough funds remaining for the parking and access improvements. WDFW is requesting \$185,000 in additional funds for this project. If approved, they will award a contract for asphalt paving so work can begin this fall.

## Discussion and Analysis

The individual project cost increase amounts are summarized in the table below:

Project Number	Project Name	Current Grant Amount	Cost Increase Request	Percent Increase	Proposed Grant Amount
<a href="#">18-2516D</a>	Burke Lake	\$398,000	\$286,000	42%	\$684,000
<a href="#">18-2461D</a>	Liberty Lake	\$494,000	\$190,000	28%	\$684,000
<a href="#">16-2305D</a>	Luhr’s Landingt	\$485,000	\$100,000	17%	\$585,000
<a href="#">16-2264D</a>	Williams Lake Access	\$647,000	\$185,000	22%	\$832,000
	<b>Total Project Cost</b>	<b>\$2,024,000</b>	<b>\$761,000</b>		<b>\$2,785,000</b>

### Cost Increase Policy

The board’s policy on cost increases is outlined in *Manual 4: Development Projects* on page 29. Specifically, the policy states:

On occasion, the cost of completing a project exceeds the amount written into the agreement. Such overruns are the responsibility of the project sponsor. The

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

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

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

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

Additionally, *Manual 9: Boating Facilities Program* further defines the policy for cost overruns. In summary it states that overruns are the responsibility of the sponsor. However, if unused funds are available, RCO may consider a cost increase.

### **Available Funds**

The board awarded two grants, totaling \$1,997,000, to WDFW to purchase and develop a privately owned 80-acre resort that had historically provided public access to Chapman Lake (RCO #[14-1139A](#) and #[16-2313D](#)) in Spokane County. Considered one of the best and most diverse mixed-species fisheries, the 128-acre lake is a popular bass fishery and is one of two lakes in the area that provides anglers the opportunity to catch kokanee, a fish prized by anglers for its excellent table fare. There has been no public access to the lake since 2010 when Chapman Lake Resort fell into disrepair and was closed. Before WDFW could purchase the property, the owner of the resort died and the heir, after extensive negotiations, was not willing to sell the property to the state.

Recognizing the importance of providing access to the lake, WDFW began looking for other options and requested approval to purchase property that is located directly adjacent to the derelict resort from the Department of Natural Resources (DNR). The revised scope of work involves purchase of approximately 20 acres. Because this is a new site and there are some unknowns about the landscape, design, and permitting, RCO staff recommended that WDFW scale back the development project to a planning project. This allows WDFW to complete the permitting and other pre-construction documents needed for future development of this new boating access site.

Because of these scope changes, funding for Chapman Lake has been reduced to \$913,502. The unused balance of \$713,498 combined with other unused funds is available in the Recreation Resources Account. The four projects described in this memo are requesting increases that range from 17 to 42 percent, for a total of \$761,000. Since these requests exceed 10 percent of the project's approved grant, the requests are presented for the board's consideration. There are enough funds available in the Recreation Resources Account to cover the amounts requested.

## **Analysis**

WDFW has been looking forward to a busy and successful construction season, and is hoping to complete these projects in their entirety. They have considered options and have highlighted some of the alternatives considered below.

### ***Alternatives Considered***

**Burke Lake Alternatives:** With permits in hand, WDFW reviewed the proposed scope of work and decided to replace the boat launch before the permits expired. The primary alternative considered was to eliminate the boarding float and paving and apply for funds in 2022 to complete that work two years from now. While this alternative could work, it would result in an incomplete project since universal accessibility and parking congestion issues would not be fully addressed. Not fixing the support amenities means WDFW would not fulfill the terms of the grant agreement, which requires construction of facilities that comply with the Americans with Disabilities Act (ADA).

**Liberty Lake Alternatives:** WDFW considered delaying the project so they could apply for funds in the next grant round; however, this means they would most likely need to close the float to the public because repairs any less than the engineer's recommendation would only be a temporary fix. The existing float needs to be replaced within the next year because the anchoring system is not substantial enough to hold the float in place. As a cost savings, the toilet could be left out of the project, but the existing toilets do not meet current ADA standards. WDFW elected to issue a partial bid that provides for replacing the toilet and the riprap, which was undermining the boarding float, and completing the required mitigation. A cost increase seems to be the best alternative for finishing this project.

**Luhr's Landing Alternatives:** WDFW considered reducing the cost by eliminating one or more scope elements including the new restroom, upgraded parking, the boarding float, or boat ramp. To do so, however, defeats the overall intent of the project proposal. Another alternative would be to delay and reapply. This option could prove to be costly because of the shelf life of some of the permits and the rising cost of construction

materials. After considering options, WDFW decided the most efficient and cost-effective option was to request a cost increase.

**Williams Lake Alternatives:** Like other projects, the increased costs are associated with increased material pricing and a shortage of available contractors. After considering delaying the project, requesting a reduced scope, or requesting a cost increase, WDFW decided the best option was to award a contract for partial construction. This alternative includes construction of the boat ramp and boarding float to take advantage of the in-water work window and all related pre-construction work. With these upgrades, WDFW expects increased boating activity and anticipates the need to complete the access and parking improvements to eliminate congestion at the site. Additional funds will allow them to complete these elements.

### ***Conditions Causing the Overrun***

WDFW has had a history of completing their boating projects within the original budgets and has in fact returned funds from several projects that came in under budget. The rising prices of raw materials such as lumber and steel has been challenging because it impacts the cost of construction, which has significantly increased over the last year due to high demand and low production. Higher import costs and impacts from the unexpected Texas snowstorm negatively impacted the availability of major components of some projects such as boarding float, piles, lumber, and fuel to operate the construction equipment.

These cost increases in lumber and steel are due to the COVID-19 pandemic. Across the state, contractors are experiencing a high volatility in the pricing of materials, which has forced them to be very conservative in their estimates to prevent them from having to pay for the material increases out of pocket. In addition, there are significant contractor shortages because many are working to complete projects delayed last year because of the Stay Home, Stay Healthy order. WDFW says the escalating costs were unexpected and has contributed to their budget deficits.

### ***Elements in the Agreement***

If approved, the increased budgets will only pay for costs associated with scope elements already included in the grant agreements.

## **Strategic Plan Link**

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

## **Staff Recommendation**

Staff recommends approval of the cost increases as requested.

## **Next Steps**

If the board approves the requests, RCO staff will execute the necessary amendments to the grant agreements. WDFW will then move forward with project implementation to make sure they do not miss any in-water construction windows.

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR MEGAN DUFFY

**Meeting Date:** October 5, 2021

**Title:** Recognition of Volunteer Service

**Prepared By:** Tessa Cencula, Volunteer and Grants Process Coordinator

#### Summary

This action will recognize the years of service by two citizen volunteers on the advisory committees that the Recreation and Conservation Office uses to assist in its review and evaluation of submitted grant proposals.

**Resolution:** 2021-27

#### 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

#### Background

The Recreation and Conservation Office relies on volunteers to review and evaluate grant proposals. Volunteers allow RCO to conduct an open and fair grant process and provide a balanced perspective on program issues.

The following individuals have completed their terms of service or have left the advisory committee after providing valuable analysis and program advice. Outdoor recreationists in Washington will enjoy the results of hard work and vision of these volunteers for years to come. Staff applauds their exceptional service and recommends approval of the attached resolutions via Resolution 2021-27 (consent).

### **Aquatic Lands Enhancement Account**

<b>Name</b>	<b>Position</b>	<b>Years</b>
Chris Mueller	Recreation Representative	5

### **Nonhighway and Off-Road Vehicle Activities**

<b>Name</b>	<b>Position</b>	<b>Years</b>
Rosendo Guerrero	Nonhighway Road Representative	2

## **Attachment**

A. Individual Service Resolutions



A Resolution to Recognize the Service of

*Chris Mueller*

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

**WHEREAS**, from 2016 to 2021, Chris Mueller served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Aquatic Lands Enhancement Account (ALEA) Advisory Committee; and

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

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

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

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

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on October 5, 2021

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Ted Willhite, Chair





A Resolution to Recognize the Service of

*Rosendo Guerrero*

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

**WHEREAS**, from 2019 to 2021, Rosendo Guerrero served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Nonhighway and Off-Road Vehicle Activities (NOVA) Advisory Committee; and

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

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

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

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

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on October 5, 2021

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Ted Willhite, Chair



## Recreation and Conservation Funding Board Briefing Memo

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### APPROVED BY RCO DIRECTOR MEGAN DUFFY

**Meeting Date:** October 5, 2021

**Title:** Recreation and Conservation Office Report (Director's Report)

**Prepared By:** Megan Duffy, Marguerite Austin, Kyle Guzlas, Wendy Brown, Mark Jarasitis, Susan Zemek, and Brent Hedden

#### Summary

This memo summarizes 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

## Agency Updates

### Staff Interviews Wrapped Up

As the new director of RCO, I thought it was important to meet with employees one-on-one to hear directly from them about the agency and their work. It is challenging to start a new job during a pandemic and not work alongside people in an office. I thought the interviews would give me a chance to meet folks and hear their perspectives on many different issues. After all, they know the job better than I do and will have insights and ideas that might not occur to me. I've met with all 39 employees who requested meetings. I've heard some great ideas, especially about how to connect us more. I've also heard thoughts about workloads, ways to streamline work, and positions that could take on different roles than they have historically. I've appreciated all the insights staff have given me.

### On the Road...

I had the privilege to meet up with Governor Jay Inslee for a tour of the unique Bacon and Eggs skatepark in Wilkeson. The town used a grant from the Washington Wildlife and Recreation Program to build a 3,600-square-foot, skateable pop art structure at its existing skate park. The skate park improved opportunities for bikes, scooters,

rollerbladers, and skateboarders, and improved tourism by attracting people from all over the region who want a chance to skate on their breakfast!



I also had the honor of touring Meadowdale Beach Park in Edmonds with Senator Maria Cantwell. Snohomish County used five RCO grants from both the salmon and recreation sides of our agency to restore an estuary and develop access to the beach. This is an important area for rearing juvenile Chinook salmon, as well as a transportation corridor for Burlington Northern Santa Fe Railroad. The County had to remove fill to re-establish the estuary, replace a culvert and armored shoreline under the railroad tracks with a bridge, place logs in the water and plant the creekbanks to create better salmon habitat, move park amenities inland, reroute pathways, and build viewpoints and a wetland boardwalk for viewing salmon. This is a great example of a multi-benefit project, where replacement of an undersized culvert is leading to a new railroad bridge that increases public access and safety, and restores habitat for salmon and the health of Puget Sound.



## Recruiting Volunteers

RCO launched its recruitment effort to fill 30 open seats across our 21 advisory committees for recreation and conservation grants. Recruitment efforts included a news release, a newsletter, social media posts and advertisements, continued use of the volunteer video created in 2019, and direct outreach to interested professional and community organizations. We also implemented a more streamlined online application. We received 53 applications and have filled most of the vacancies for the 2022 grant round. We will do more targeted outreach to fill the few remaining vacancies. Advisors appointed from the most recent recruitment will begin their terms in January. We're looking forward to working with a great new group of volunteers!



## Staff Changes

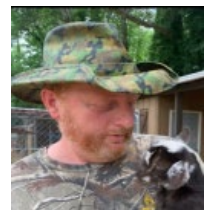
New work from the Legislature and delayed hiring during the pandemic created a surge of employee recruitment this summer. RCO has filled six positions and hired multiple contractors to assist on projects.

- **Ashly Arambul**, who was our compliance assistant, transitioned September 1 to an outdoor grants manager position in the Recreation and Conservation Grants Section. Ashly joined RCO in 2018 after several years managing recreation sites for the Department of Natural Resources.
- **Michelle Burbidge**, who was an outdoor grants manager with the Recreation and Conservation Grants Section, left RCO to pursue a career in real estate.
- **Leah Dobey** joined the policy team August 16. Leah was the assistant division manager for recreation at the Department of Natural Resources. She has experience in policy development, grant management, contracts, diversity and equity issues, and legislative coordination.
- **Marc Duboiski** was selected as the new Salmon Section manager. Marc has been with RCO since 1999, mostly managing salmon and recreation projects. He also has volunteered on numerous PRISM enhancement projects and policy development. He began his new duties August 1.





- **Sarah Johnson Humphries** joined RCO August 19 as our first archaeologist. She is a Secretary of Interior-qualified archaeologist with more than 10 years of experience. She was a senior archaeologist at Equinox Research and Consulting International and has experience working on RCO-funded projects throughout north Puget Sound.
- **Josh McKinney** joined RCO September 8 as a communications specialist. Josh has more than 20 years of experience in a range of writing and marketing jobs. Most recently, he was the content development manager for a company that creates museum and visitor center displays. He also created and served as managing editor of an online gaming and entertainment blog network with 115,000 followers.
- **Rob Stokes** will start as an outdoor grants manger in the Recreation and Conservation Section on October 1. He is relocating from Georgia. Rob was manager of Georgia’s Outdoor Stewardship Program, which provides nearly \$25 million in grants each cycle. He was involved in establishing this new grant program that provides grants and loans for large-scale outdoor recreation, conservation, and stewardship projects. He was Georgia’s first compliance specialist for the Land and Water Conservation Fund.



RCO next will recruit for a data person to help with PRISM and a salmon grants manager.

In addition to employees, RCO has hired two firms to lead the equity review of our recreation grants, and three contractors and six engineering firms to help with salmon recovery projects.

### News from the Boards

The **Habitat and Recreation Lands Coordinating Group** met August 25. This meeting was the joint Lands Coordinating Forum, where the agencies discussed recent and future planned land acquisitions.

The **Invasive Species Council** met September 16 and discussed integration of cultural impacts into invasive species assessments and opportunities to increase invasive species preparedness for cities and tribal nations.

The **Salmon Recovery Funding Board** will meet on September 22-23 to approve the recommendations for grant funding for the 2021 biennium. The board also will be asked

to make four decisions about manual 18, targeted investments, riparian guidance, and the 2022 project review calendar.

## Grant Management Section

### Boating Infrastructure Grants Awarded

Washington State is the recipient of more than \$1.8 million in grants to construct, renovate, and maintain marinas and other recreational boating facilities for vessels 26 feet or longer. The U.S. Fish and Wildlife Service approved a \$1.2 million grant that will allow the Port of Bremerton to replace a quarter-mile long breakwater built in 1973 at the Port Orchard Marina. The breakwater provides more than a half mile of guest moorage. Mercer Island will receive nearly \$380,000 to renovate the 240-foot-long pier in Luther Burbank Park. The Port of Kingston and the Port of Camas-Washougal will receive smaller grants for support amenities that include improvements to a restroom and fuel dock. Funding for these Boating Infrastructure Grants comes from the federal Sport Fish Restoration and Boating Trust Fund.



While those grants were awarded, RCO continued to accept new grant proposals, which included a request for about \$1.4 million to replace dock facilities in Coupeville, Port Townsend, and Sekiu. The Boating Programs Advisory Committee has reviewed the projects and staff will submit the projects to the U.S. Fish and Wildlife Service for funding consideration.

### Applications Submitted for Federal Grant Programs

Applications were due in July for the Land and Water Conservation Fund's Outdoor Recreation Legacy Partnership Program. The National Park Service has \$150 million available for the legacy grants nationwide. RCO received four proposals, requesting more than \$6.6 million. The nationally competitive legacy program provides grants to help urban communities buy or develop land to create or reinvigorate public parks and other outdoor recreation spaces. The Land and Water Conservation Fund Advisory



Committee reviewed each proposal and staff will submit the projects to National Park Service for its review on September 24. Priority is given to projects in underprivileged areas and lacking in outdoor recreation.

### **Accessible and Inclusive**

The Governor’s Committee on Disability Issues and Employment (GCDE) invited RCO staff to present at their All-County Accessible Communities Advisory Committee virtual meeting on July 21<sup>st</sup>. Jesse Sims presented an overview of the board’s grant programs and shared information about accessible projects to more than 50 attendees. Jesse highlighted projects that were designed to be all-inclusive. This included the Jefferson Universal Movement Playground ([RCO #20-1210D](#)) in Jefferson County. Attendees showed great enthusiasm for sponsors implementing projects like this one. Following the event, several attendees contacted RCO’s outdoor grants managers to learn more about grant opportunities for their respective communities.



### **SOBA Symposium**

Allison Dellwo attended the 2021 States Organization for Boating Access (SOBA) Education and Training Symposium. This virtual event, held August 30 thru September 1, was designed to bring together state boating officials, consultants, manufacturers, engineers, suppliers, publishers, and other businesspersons interested in boating access.

One trend discussed during the symposium was the all-time high in boater registration as an unexpected result of the pandemic. Other topics included: sustainable design, perspectives on abandoned and derelict vessels, sea-level rise, nonmotorized river access, standards for accessible design, and more. As an additional update, the Sport Fish Restoration Reauthorization is included in H.R. 3684, *The Infrastructure Investment and Jobs Act*. It is expected to pass on or before September 27. Funds for the Boating Infrastructure Grant (BIG) Program are authorized through this legislation.

### **Washington Trails Caucus**

The Washington State Trails Coalition is pleased to announce it is holding the 2021 Washington Trails Caucus on October 28<sup>th</sup> at the Brightwater Education Center in Woodinville. After a very long year and a half, the Coalition is inviting people to come in person to see friends and colleagues or attendees may participate remotely for this virtual hybrid event. Registration for both opens September 13<sup>th</sup>. The agenda is not set, so topic ideas



for the event are welcomed. If you have questions or want more information, please contact Lisa Black at [president@washingtonstatetrailscoalition.org](mailto:president@washingtonstatetrailscoalition.org).

### Using Returned Funds for Alternate and Partially Funded Projects

The director has approved grants for alternate and partially funded projects. The awards are comprised of unused funds from previously funded projects that did not use the full amount of their grant award. Attachment A, Funds for Alternate and Partially Funded Projects, shows the grant awards for alternate projects (Table A-1) and the additional funding for partially funded projects (Table A-2).

### Project Administration

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

Program	Active Projects	Director Approved Projects	Total Funded Projects
Aquatic Lands Enhancement Account (ALEA)	32	12	44
Boating Facilities Program (BFP)	54	20	74
Boating Infrastructure Grant Program (BIG)	7	0	7
Community Forests Program (CFP)	0	6	6
Firearms and Archery Range Recreation (FARR)	14	4	18
Land and Water Conservation Fund (LWCF)	19	22	41
No Child Left Inside (NCLI)	71	18	89
Nonhighway and Off-road Vehicle Activities (NOVA)	99	65	164
Recreation & Conservation Office Recreation Grants (RRG)	6	1	7
Recreational Trails Program (RTP)	35	34	69
Washington Wildlife and Recreation Program (WWRP)	227	85	312
Youth Athletic Facilities (YAF)	43	38	81
<b>Total</b>	<b>607</b>	<b>305</b>	<b>912</b>



## **Viewing Closed Projects**

Attachment B lists projects that closed between June 1 and August 31, 2021. Click on the project number to view the project description, grant funds awarded, photos, maps, reports, etc.

## **Grant Services Section**

### **Volunteer Compensation**

RCO strives to maintain diverse and inclusive advisory committees to ensure that policy development and grant reviews and evaluations are effectively implemented for the benefit of all. Advisory committee service involves a significant time investment that poses a potential barrier to participation. With this in mind, RCO approved a new policy, effective September 1, 2021, that will allow some citizen volunteer advisory committee members to be compensated through a stipend for their work on policy development teams and grant application review and evaluation committees.

Volunteer advisory committee members contribute their skills and perspective through many hours of meetings and grant application review. Stipends are intended to assist with costs volunteers may incur (missed work, need for child or family member care, etc.) while helping RCO. The assistance provided by volunteers is integral to the Recreation and Conservation Office grant process.

## Fiscal Report

For July 1, 2021-June 30, 2023, actuals through August 31, 2021 (Fiscal Month 02). Percentage of biennium reported: 8.3 percent. The "Budget" column shows the state appropriations and any received federal awards.

Grant Program	BUDGET	COMMITTED		TO BE COMMITTED		EXPENDITURES	
	Includes Re-appropriations 2021-2023	Dollars	% of Budget	Dollars	% of Budget	Dollars	% Expended of Committed
<b>Grant Programs</b>							
ALEA	\$19,152,000	\$18,254,710	95%	\$897,290	5%	\$112,787	1%
BFP	\$35,395,000	\$31,825,213	90%	\$3,569,787	10%	\$273,641	1%
BIG	\$4,894,722	\$4,894,722	100%	\$0	0%	\$3,722	1%
FARR	\$1,742,000	\$1,296,478	74%	\$445,522	26%	\$948	1%
LWCF	\$5,876,000	\$5,876,000	100%	\$0	0%	\$544,582	9%
NOVA	\$19,270,000	\$17,747,550	92%	\$1,522,450	8%	\$36,229	1%
RTP	\$5,012,157	\$5,005,497	99%	\$6,660	1%	\$34,890	1%
WWRP	\$198,928,000	\$188,673,671	95%	\$10,254,329	5%	\$281,035	1%
RRG	\$5,991,000	\$5,499,436	92%	\$491,564	8%	\$0	0%
YAF	\$21,422,000	\$20,624,550	96%	\$797,450	4%	\$388,341	2%
<b>Subtotal</b>	<b>\$317,682,879</b>	<b>\$299,697,827</b>	<b>94%</b>	<b>\$17,985,052</b>	<b>6%</b>	<b>\$1,676,175</b>	<b>1%</b>
<b>Administration</b>							
General Operating Funds	\$9,774,195	\$9,774,195	100%	\$0	0%	\$355,678	4%
<b>Grand Total</b>	<b>\$327,457,074</b>	<b>\$309,472,022</b>	<b>95%</b>	<b>\$17,985,052</b>	<b>5%</b>	<b>\$2,031,853</b>	<b>1%</b>

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

## Board Revenue Report:

For July 1, 2021-June 30, 2023, actuals through July 31, 2021 (Fiscal Month 01).

Percentage of biennium reported: 4.2%.

Program	Biennial Forecast		Collections
	Estimate	Actual	% of Estimate
Boating Facilities Program (BFP)	\$18,845,924	\$817,249	4.3%
Nonhighway, Off-Road Vehicle Program (NOVA)	\$13,794,585	\$615,929	4.4%
Firearms and Archery Range Rec Program (FARR)	\$666,187	\$18,749	2.8%
<b>Total</b>	<b>\$33,306,696</b>	<b>\$1,451,927</b>	<b>4.3%</b>

### Revenue Notes:

BFP revenue is from the un-refunded marine gasoline taxes.

NOVA revenue is from the motor vehicle gasoline tax paid by users of off-road vehicles and nonhighway roads, and from the amount paid for by off-road vehicle use permits.

FARR revenue is from \$2.16 of each concealed pistol license fee.

These figures reflect the most recent revenue forecast in June 2021. The next forecast will be in September 2021.

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

Agency	Committed	Expenditures	% Expended
Local Agencies	\$352,109,102	\$306,380,133	87%
Department of Fish and Wildlife	\$234,202,548	\$202,402,119	86%
Department of Natural Resources	\$201,314,079	\$153,705,199	76%
State Parks and Recreation Commission	\$168,210,904	\$133,119,718	79%
Nonprofits	\$52,910,241	\$30,693,442	58%
Conservation Commission	\$5,992,010	\$1,545,676	26%
Tribes	\$2,241,411	\$1,741,411	78%
<b>Other</b>			
Special Projects	\$735,011	\$735,011	100%
<b>Total</b>	<b>\$1,017,715,306</b>	<b>\$830,322,709</b>	<b>82%</b>

## Performance Measures for Fiscal Year 2021

The following performance data are for recreation and conservation projects in fiscal year 2022 (July 1, 2021 – June 30, 2022). Data current as of September 14, 2021.

### Recreation and Conservation Funding Board Performance Measures

Measure	Target	Fiscal Year-to-Date	Status	Notes
Grant agreements mailed within 120 days of funding	90%	<b>N/A</b>	●	There have been no agreements due to be mailed this fiscal year.
Grants under agreement within 180 days of funding	95%	<b>33%</b>	●	1 of 3 projects were under agreement within 180 days.
Progress reports responded to within 15 days	90%	<b>91%</b>	●	RCFB staff received 221 progress reports and responded to them in an average of 8 days.
Projects closed within 150 days of funding end date	85%	<b>83%</b>	●	15 of 18 projects have closed on time.
Projects in Backlog	5	<b>18</b>	●	There are 18 RCFB projects in the backlog
Compliance inspections done	125	<b>55</b>	●	There have been 55 worksites inspected.

## Funds for Alternate and Partially Funded Projects

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

Project Number <sup>i</sup>	Project Name	Sponsor	Grant Request	Grant Award	Grant Program, Category
<a href="#">20-2271M</a>	Selkirk Snowmobile Trails	Washington State Parks and Recreation Commission	\$133,000	\$66,500	Recreational Trails Program, General
<a href="#">20-1958M</a>	Snowmobile Trail Grooming Methow Valley	Mountain Trails Grooming Association	\$65,100	\$32,550	Recreational Trails Program, General
<a href="#">18-1891A</a>	Green River Gorge Butt Property	Washington State Parks and Recreation Commission	\$873,000	\$873,000	Washington Wildlife and Recreation Program, State Parks
<a href="#">18-1704A</a>	Youngren Property Moran State Park	Washington State Parks and Recreation Commission	\$474,000	\$474,000	Washington Wildlife and Recreation Program, State Parks
<a href="#">18-1892C</a>	Haley Property Initial Park Development	Washington State Parks and Recreation Commission	\$1,517,055	\$1,517,055	Washington Wildlife and Recreation Program, State Parks

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

Project Number <sup>i</sup>	Project Name	Sponsor	Grant Request	Previous Grant Awards	Current Grant Funding	Grant Program, Category
<a href="#">20-2421M</a>	Northwest Motorcycle Association Moto-Volunteer Central Washington Division	Northwest Motorcycle Association	\$143,878	\$71,939	\$143,878	Recreational Trails Program, General
<a href="#">20-2184M</a>	Naches Motorized Trails Deferred Maintenance and Operations	U.S. Forest Service, Okanogan-Wenatchee National Forest, Naches Ranger District	\$150,000	\$75,000	\$105,013	Recreational Trails Program, General

Project Number <sup>i</sup>	Project Name	Sponsor	Grant Request	Previous Grant Awards	Current Grant Funding	Grant Program, Category
<a href="#">20-2379D</a>	21 Horizon Flats Trailhead Development	Methow Valley Sport Trail Association	\$144,000	\$39,688	\$144,000	Recreational Trails Program, General
<a href="#">20-2261M</a>	Mount Baker Snowmobile Sno-Parks and Trail Maintenance	Washington State Parks and Recreation Commission	\$132,000	\$56,111	\$66,000	Recreational Trails Program, General
<a href="#">20-2203M</a>	Naches Wilderness Trails Deferred Maintenance and Operations	U.S. Forest Service, Okanogan-Wenatchee National Forest, Naches Ranger District	\$120,000	\$40,767	\$60,000	Recreational Trails Program, General
<a href="#">20-1645D</a>	Van Lierop Park Playground	Kent	\$500,000	\$212,999	\$490,838	Washington Wildlife and Recreation Program, Local Parks
<a href="#">20-1336A</a>	Washougal Oaks Natural Area	Washington Department of Natural Resources	\$2,805,920	\$2,376,692	\$2,805,920	Washington Wildlife and Recreation Program, Natural Areas
<a href="#">20-1216A</a>	Chehalis River Davis Creek Expansion	Washington Department of Fish and Wildlife	\$1,600,000	\$437,780	\$1,600,000	Washington Wildlife and Recreation Program, Riparian Protection
<a href="#">20-1292D</a>	Gothic Basin Trail and Camping Area Development	Washington Department of Natural Resources	\$289,340	\$213,680	\$289,340	Washington Wildlife and Recreation Program, State Lands Development
<a href="#">18-1760D</a>	Willapa Hills Trail Development 6 Miles Raymond to Menlo	Washington State Parks and Recreation Commission	\$1,994,000	\$431,361	\$927,361	Washington Wildlife and Recreation Program, State Parks
<a href="#">20-1593A</a>	Mount Spokane Bear Creek	Washington State Parks and Recreation Commission	\$2,724,200	\$816,676	\$1,927,976	Washington Wildlife and Recreation Program, State Parks
<a href="#">20-1258A</a>	Harvey Manning Park Expansion	Issaquah	\$2,658,961	\$1,877,401	\$2,658,961	Washington Wildlife and Recreation Program, Urban Wildlife Habitat
<a href="#">20-1862A</a>	Lake Front Property	Lake Forest Park	\$2,603,000	\$768,794	\$856,949	Washington Wildlife and Recreation Program, Water Access

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

## Projects Completed and Closed from June 1, 2021 to August 31, 2021

Project Number <sup>i</sup>	Project Name	Sponsor	Program	Closed On
<a href="#">16-2007D</a>	Hawley Cove Trails and Beach Access	Bainbridge Island Metropolitan Park and Recreation District	Aquatic Lands Enhancement Account	7/13/2021
<a href="#">18-2462D</a>	Port of Chinook Boat Ramp Pay Station	Port of Chinook	Boating Facilities Program, Local	8/4/2021
<a href="#">18-2420D</a>	Grapeview Boat Launch Development	Port of Grapeview	Boating Facilities Program, Local	8/31/2021
<a href="#">16-2443D</a>	Blue Lake Access Redevelopment	Washington Department of Fish and Wildlife	Boating Facilities Program, State	6/2/2021
<a href="#">16-2485D</a>	Boat Decontamination Station, Ephrata	Washington Department of Fish and Wildlife	Boating Facilities Program, State	6/2/2021
<a href="#">16-2510D</a>	Boat Decontamination Station, Spokane	Washington Department of Fish and Wildlife	Boating Facilities Program, State	6/9/2021
<a href="#">16-2325D</a>	Roses Lake Access Redevelopment	Washington Department of Fish and Wildlife	Boating Facilities Program, State	6/2/2021
<a href="#">16-1772C</a>	Sunset Neighborhood Park Phase 2	Renton	Land and Water Conservation Fund	8/23/2021
<a href="#">16-2161D</a>	Flowing Lake Park Renovation	Snohomish County	Land and Water Conservation Fund	8/10/2021
<a href="#">19-1127E</a>	Outdoor Education Initiative for Burlington Edison	Burlington-Edison Schools	No Child Left Inside, Tier 1	6/25/2021

Project Number <sup>i</sup>	Project Name	Sponsor	Program	Closed On
<a href="#">19-1084E</a>	Cultivating Youth and Food in the South Sound	Garden-Raised Bounty	No Child Left Inside, Tier 2	8/13/2021
<a href="#">19-1112E</a>	Outdoor LIFE Program	Pierce County	No Child Left Inside, Tier 2	7/6/2021
<a href="#">19-1074E</a>	Mountain Workshops: Pierce, Kitsap, King, Thurston	The Mountaineers	No Child Left Inside, Tier 3	6/25/2021
<a href="#">18-2514M</a>	Tahuya and Green Mountain Trail and Facility Maintenance	Washington Department of Natural Resources	Nonhighway and Off-road Vehicle Activities, Off-Road Vehicle	8/20/2021
<a href="#">18-2357D</a>	Walker Valley Off-road Vehicle Area Trail Bridge Replacement	Washington Department of Natural Resources	Nonhighway and Off-road Vehicle Activities, Off-Road Vehicle	8/24/2021
<a href="#">18-2525M</a>	Lower Lake Chelan Summer and Winter Trails	U.S. Forest Service, Okanogan Wenatchee National Forest Chelan Ranger District	Recreational Trails Program, General	8/10/2021
<a href="#">18-2265M</a>	Pomeroy Ranger District Trail Grooming Maintenance and Operation	U.S. Forest Service, Umatilla National Forest, Pomeroy Ranger District	Recreational Trails Program, General	8/30/2021
<a href="#">18-2299M</a>	Mt. Baker Snowmobile SnoParks and Trail Maintenance	Washington State Parks and Recreation	Recreational Trails Program, General	8/26/2021
<a href="#">18-2296M</a>	2018 Statewide Volunteer Trail Maintenance	Washington Trails Association	Recreational Trails Program, General	8/20/2021
<a href="#">16-1634A</a>	Rader Road Ranch: Protecting Our Rural Legacy	Forterra	Washington Wildlife and Recreation Program, Farmland Preservation	8/19/2021



Project Number <sup>i</sup>	Project Name	Sponsor	Program	Closed On
<a href="#">16-1637A</a>	Serendipity Farm	Jefferson Land Trust	Washington Wildlife and Recreation Program, Farmland Preservation	7/20/2021
<a href="#">18-1630D</a>	Bidwell Park Phase 3 Development	Spokane County	Washington Wildlife and Recreation Program, Local Parks	7/21/2021
<a href="#">18-1952D</a>	Bacon and Eggs Skateable Art Skate Park	Wilkeson	Washington Wildlife and Recreation Program, Local Parks	6/4/2021
<a href="#">16-1823D</a>	Wells Recreation Site Development	Washington Department of Fish and Wildlife	Washington Wildlife and Recreation Program, State Lands Development	6/2/2021
<a href="#">16-2072R</a>	Phantom Butte Grassland Restoration	Washington Department of Fish and Wildlife	Washington Wildlife and Recreation Program, State Lands Restoration	7/22/2021
<a href="#">16-1586R</a>	Woodard Bay Natural Resources Conservation Area Nearshore Wetland Restoration	Washington Department of Natural Resources	Washington Wildlife and Recreation Program, State Lands Restoration	8/24/2021
<a href="#">16-1624A</a>	Brooks Memorial State Park 200-Acre Acquisition	Washington State Parks and Recreation Commission	Washington Wildlife and Recreation Program, State Parks	6/3/2021
<a href="#">18-1703A</a>	Spring Bay Property at Obstruction Pass State Park	Washington State Parks and Recreation Commission	Washington Wildlife and Recreation Program, State Parks	7/13/2021
<a href="#">16-1453C</a>	Middle Ohop Protection Phase 3	Nisqually Land Trust	Washington Wildlife and Recreation Program, Urban Wildlife Habitat	6/18/2021

Project Number <sup>i</sup>	Project Name	Sponsor	Program	Closed On
<a href="#">18-1269D</a>	Mason County Recreation Area Irrigation	Mason County	Youth Athletic Facilities, Large	7/1/2021
<a href="#">18-1307D</a>	Winnie Houser Park Revitalization	Sedro Woolley	Youth Athletic Facilities, Large	8/3/2021
<a href="#">16-1929D</a>	Hood Canal Multipurpose Field Improvements	Mason County	Youth Athletic Facilities, Renovation	6/16/2021

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



## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR MEGAN DUFFY

**Meeting Date:** October 5, 2021

**Title:** Washington Wildlife and Recreation Program (WWRP), State Parks Category Evaluation Criteria Changes

**Prepared By:** Karl Jacobs, Senior Outdoor Grants Manager

#### Summary

The Recreation and Conservation Funding Board (board) reviewed draft changes to the Washington Wildlife and Recreation Program State Parks category evaluation criteria at its June meeting. In October, staff will review public comments received and discuss next steps.

#### Board Action Requested

This item will be a:

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

## Background

The Washington Wildlife and Recreation Program (WWRP) provides grants for purchase of valuable recreation and habitat lands, preservation of farmland, and construction of recreation and public access sites for a growing population. The State Parks category in the WWRP Outdoor Recreation Account is open only for projects proposed by the State Parks and Recreation Commission (Commission).

WWRP State Parks category projects may consist of acquisition, development, or combination of acquisition and development; projects involving renovation of existing facilities are not eligible. There is no minimum or maximum grant request per project. State Parks does not need to provide a match for WWRP State Parks category grants.

### Evaluation Process for the State Parks Category

The Recreation and Conservation Funding Board (board) approves policies that govern WWRP including how standing advisory committees evaluate projects. The current,

board-adopted process for evaluating projects in the WWRP State Parks category is included in Manual 10a, WWRP Outdoor Recreation Account.

Based on feedback and recommendations from the WWRP State Parks Advisory Committee, State Parks staff, the State Parks Commission, and the Commission's Real Estate Committee, Recreation and Conservation Office (RCO) staff suggest changes to the existing evaluation criteria in preparation for the 2022 grant cycle (Attachment A).

## Issues

The criteria by which projects are evaluated in the WWRP State Parks category are currently based on the Commission's 2013 Transformation Strategy. They were last updated in April 2016 to refine the scoring process for the Commission question on priorities, among other refinements. After that update, the Commission approved the Statewide Acquisition and Development Strategy in July 2016 to guide land acquisition and park development. The overarching goal of the strategy is for Washington's state parks to be recognized as the collection of places and experiences that are distinctly Washington.

State Parks staff have been working with RCO to update the WWRP State Parks evaluation criteria and project eligibility with the goals of:

1. Reflecting the Commission's current strategic goals for land acquisition and park development expressed in the Statewide Acquisition and Development Strategy
2. Reducing redundancy
3. Reorganizing elements of the evaluation to appropriate criteria
4. Removing references to operational impacts and business plans

## Analysis

At its June meeting, board members made two suggestions:

1. Consider a project's potential impacts 'from' climate change (as well as 'to' climate change) in the design. This change has been made to criteria #4.
2. Incorporate consideration of diversity, equity, and inclusion (DEI). This was also requested by the State Parks Commission at its July 2021 meeting, and those changes have been made throughout. Nine DEI factors were proposed by State Parks: *rac*es, *ethnicities*, *national origins*, *gender*, *sexual orientation*, *abilities*, *religions*, *veteran status*, and *ages*.

The changes proposed to the Evaluation Criteria are summarized as follows:

1. **Public Need and Need Satisfaction** – Limit criteria to *public need* only because *need satisfaction* is better addressed in *threat and impact* (acquisition) and in *project design* (development) criteria, and incorporate DEI.
2. **Project Significance** – Clarify that this reflects the Commission’s current goals of the Statewide Acquisition and Development Strategy rather than consistency with the 2013 Transformation Strategy, and incorporate DEI.
3. **Threat and Impact** – Address *need satisfaction*, consider *acquisition priority*, remove *operational impacts*, and incorporate DEI. State Parks operational impacts will be considered during the agency’s operating budget development process.
4. **Project Design** – Revise criterion to address *need satisfaction*, *status of design*, *climate change*, and *sustainable development*, and incorporate DEI.
5. **Sustainability and Stewardship** – Limit criterion to *resource stewardship* only because *sustainability* is better addressed in *project design* (development) criteria.
6. **Expansion or Phased Project** – no change.
7. **Project Support** – Remove *voter-approved initiative* which rarely applies to State Parks and address *marginalized and underrepresented populations*.
8. **Partnerships or Match** – Emphasize *secured match* and include *underserved groups*.
9. **Readiness to Proceed** – Limit consideration to *readiness to proceed* and remove *economic impact analysis* and *business plans*. Those factors will be considered during the agency’s operating budget development process.
10. **Commission Priorities** – no change.
11. **Proximity to People** – no change.
12. **County Population Density** – no change.

## Summary of Public Comments

RCO received comments from six people on the proposed changes (Attachment B).

The general/overall comments and observations are summarized as follows:

- Two were opposed to adding DEI considerations, finding them unnecessary since they thought that people recreate similarly, the terms are not defined, or they are already covered by separate state and federal requirements.
- One noted that DEI considerations could be challenging for evaluators to score due to lack of common definitions and that they are repeated in 4 different criteria, potentially eliminating the scoring differentiation intended by evaluation criteria. Further, it was unclear if evaluators should consider just one or some or all nine new factors, and how the DEI factors should be weighed against other factors in the evaluation criteria.

- One also thought that the use of the terms “marginalized”, “underrepresented populations/groups”, and “equity” will be challenging due to lack of common definitions.
- One pointed out that different ethnic groups do recreate in different ways, and that the proposed diversity language is positively inclusive.
- One felt that the proposal has not adequately considered the needs of persons with disabilities.
- One asked whether economic inequity is a factor to be considered.
- One noted that an expected demographic shift is toward an older population. As the state’s population ages, state parks will need to provide facilities and activities that appeal to and are accessible by older people.
- One supported the move away from “environment” and “sustainability”, which they described as over-used terms with various definitions.

Commenters also made some specific wording suggestions related to three of the criteria:

- #2 Project Significance: also ask how each proposed project fits into Parks’ gap analysis found in its Statewide Acquisition and Development Strategy; and add language to invite those previously incapable of experiencing Washington’s outdoors to do so.
- #3 Acquisition Priority: revise to ask “*How*” does the acquisition expand access and provide opportunity for people of all races, ethnicities, etc.
- #7 Project Support: add “What steps did you take to reach out to marginalized and/or underrepresented members of the community that do not belong to any organized group?”

RCO staff felt that the comments included some good suggestions and raised some significant questions. Specifically, those related to common definitions of the nine DEI factors and ensuring differentiation between the criteria. RCO needs to ensure that our advisory committee understands the evaluation criteria clearly so they can score each project fairly. All the comments have been shared with State Parks for consideration.

### **Link to Strategic Plan**

Revising the board’s grant program policies and evaluation criteria addresses Goals 1, 2 and 3 in the board’s Strategic Plan:

1. We help our partners protect, restore, and develop habitat and recreation opportunities that benefit people, fish and wildlife, and ecosystems.
2. We achieve a high level of accountability in managing the resources and responsibilities entrusted to us.

3. We deliver successful projects by inviting competition and by using broad public participation and feedback, monitoring, assessment, and adaptive management.

### Next Steps

RCO staff will work with State Parks staff to address the public comments and make further changes to the proposed evaluation criteria as needed. RCO staff will bring the final proposed changes to the WWRP State Parks Category evaluation criteria to the board in January 2022 for a decision. If approved, staff will update the WWRP Outdoor Recreation Account program manual with the approved changes, and the WWRP State Parks Advisory Committee shall use the updated criteria to score the project proposals submitted in 2022.

### Attachments

- A. Proposed Changes to the WWRP State Parks Category Evaluation Criteria
- B. Public Comments Received

## Attachment A: Proposed Changes to the WWRP State Parks Category Evaluation Criteria

### Evaluation Criteria Summary

The following shows the proposed changes to the criteria. Changes are in red text and with strikeouts and underlines.

State Parks Criteria Summary					
Score By	#	Question	Project Type	Maximum Points Possible	Focus*
Advisory Committee	1	Public Need <del>and Need-Satisfaction</del>	All	5	State
Advisory Committee	2	Project Significance	All	15	Agency
Advisory Committee	3	<del>Threat and Impact Acquisition Priority</del>	Acquisition	10	State
			Combination	5	
Advisory Committee	4	Project Design	Development	10	Technical
			Combination	5	
Advisory Committee	5	<del>Sustainability and Environmental Resource</del> Stewardship	All	10	State
Advisory Committee	6	Expansion/Phased Project	All	15	State
Advisory Committee	7	Project Support	All	10	Agency
Advisory Committee	8	Partnership or Match	All	5	State
Advisory Committee	9	Readiness to Proceed	All	10	Agency
State Parks Commission	10	Commission Priorities	All	6	Agency
RCO Staff	11	Proximity to People	All	1.5	State
RCO Staff	12	County Population Density	All	1.5	State
<b>Total Points Possible</b>				<b>89</b>	



## Detailed Scoring Criteria for the State Parks Category

Advisory Committee Scored

- 1. Public Need ~~and Need Satisfaction~~.** What is the need for the proposed project? ~~To what extent will the project satisfy the need?~~ Consider whether the project is cited in an agency, regional, or local plan. the following: Are there specific plans that have identified the need for these park lands or these facilities to serve people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status, and ages?

- ~~Whether the project is cited in an agency, regional, or local plan, for example:~~
  - ~~Cited in a Classification and Management Plan (CAMP), if one exists.~~
  - ~~Identified in a park master plan or other approved planning document.~~
  - ~~Included in the current State Parks' 10-year capital plan.~~
  - ~~Consistent with State Parks' strategic plan.~~
- ~~Whether the project or property is suited to serve the state need.~~

▲ Point Range: 0-5 points

0 points	Not included in a plan, indirectly or does not implement the mission.
1-2 points	Not included in a plan but supports the mission.
3-4 points	Consistent with state, regional, or local plans, and implements the mission.
5 points	High priority in state, regional, or local plan and strongly implements the State Parks mission and vision.

Revised April 2016. Recreation and Conservation Funding Board Resolution 2016-20.  
Updated April 2020, per Delegation Authority, Resolution 2020-10.

- 2. Project Significance.** Describe how this project supports ~~State Parks' strategic goals.~~ ~~Does it support~~ one or more of the following goals of State Parks' Statewide Acquisition and Development Strategy. In addition, describe how the project will serve people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status, and ages.

- Places to Be: Connecting people with Washington's iconic landscapes
- Stories to Know: Engaging people in authentic Washington stories

- Things to Do: Providing Washington’s recreation mainstays
- Ways to Grow: Inviting novices to experience Washington’s outdoors
- Something for Everyone: Improving the quality of life for all Washingtonians

▲ Point Range: 0-5 points, which are multiplied later by 3

0 points	Does not directly support any of the goals
1-2 points	Indirectly supports one or two goals
3-4 points	Directly supports at least one goal
5 points	Strongly and directly supports multiple goals

Revised January 2014, Recreation and Conservation Funding Board Resolution 2014-07  
Updated April 2020, per Delegation Authority, Resolution 2020-10.

**3. ~~Threat and Impacts Acquisition Priority~~ Acquisition Priority** (acquisition and combination projects only).  
Describe why it is important to acquire the property now. Consider the following:

- Does the acquisition satisfy the described need?
- Does the acquisition expand access and provide opportunity for people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status, and ages?
- Is there an immediate threat to the property that will result in a loss in quality or availability of habitat or future public use?
- Is the acquisition needed to adapt to climate change?

▲ Point Range: 0-5 points, which are multiplied later by 2 for acquisition projects

0 points	No evidence of threat to the property
1-2 points	Minimal threat to the property
3-5 points	Imminent threat of the property losing quality or becoming unavailable for future public use, or a threat led to a land trust acquiring rights in the land at the request of State Parks

Updated April 2020, per Delegation Authority, Resolution 2020-10.

4. **Project Design** (development and combination projects only). Is the project well designed? Describe your project in detail. Consider the following:

- Does the design satisfy the described need?
- Where are you in the design process (e.g., concept, schematic, detailed, completed construction documents)?
- Does this property support the type of development proposed? Describe the attributes: size, topography, soil conditions, natural amenities, location and access, utility service, wetlands, etc.
- How have the potential impacts to or from climate change been considered in your design? How has climate change been incorporated into the project?
- How does this project exceed current universal accessibility requirements and provide equal access for people with disabilities?
- How does the project design address the needs and desires of the state's diverse population? What specific improvements or features are designed to serve people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status, and ages?
- ~~Does the design appeal to diverse populations of the state?~~
- Does the nature and condition of existing or planned land use in the surrounding area support the type of development proposed?
- Is the project permissible? Are there likely to be environmental permitting complications that will need to be overcome with this project? What, if any, are the mitigation requirements?
- Describe how the project will integrate sustainable elements such as low impact development techniques, green infrastructure, environmentally preferred building products, or reduce greenhouse gas emissions.
- Is the cost estimate realistic?

▲ Point Range: 0-5 points, which are multiplied later by 2 for development projects

0 points                      Design is not appropriate for the site or the intended use.

1-2 points                    Design is moderately appropriate for the site and the intended use.

- |            |   |
|------------|---|
| 3-4 points | Design is appropriate for the site and the intended use, and cost estimates are accurate and complete.  |
| 5 points   | Design is appropriate for the site, construction documentation is complete <del>and addresses all elements of the question very well,</del> and cost estimates are accurate and complete. |

Updated April 2020, per Delegation Authority, Resolution 2020-10.

- 5. ~~Sustainability and Environmental Resource Stewardship.~~** What techniques or resources are proposed to ensure the project will result in a quality, sustainable, recreational, heritage preservation, or educational opportunity, while protecting and/or improving the integrity of the ecological resources environment? Describe how the project will protect and/or enhance natural and cultural resources ~~and integrate sustainable elements such as low impact development techniques, green infrastructure, or environmentally preferred building products, or reduce greenhouse gas emissions.~~

▲ Point Range: 0-5 points, which are multiplied later by 2

- |            |   |
|------------|---|
| 0 points   | No <del>or little</del> stewardship elements.   |
| 1-2 points | Contains stewardship elements and avoids impacts to natural or cultural resources. <del>Consistent with State Parks' Sustainability Plan and goals.</del>   |
| 3-4 points | Numerous stewardship elements, protects, enhances, or restores natural or cultural resources. <del>Implements many of State Parks' sustainability goals.</del>  |
| 5 points   | Maximizes natural or cultural resource protection, enhances or restores natural or cultural resources, and contains innovative and outstanding stewardship elements. <del>Implements many of State Parks' sustainability goals.</del> |

Revised April 2016. Recreation and Conservation Funding Board Resolution 2016-20.

Updated April 2020, per Delegation Authority, Resolution 2020-10.

- 6. Expansion/Phased Project (*no change*).** Does this project implement an important phase of a previous project, represent an important first phase, or expand or improve an existing site? Consider the following:
- Is the project part of a phased acquisition or development?
  - To what extent will this project advance completion of a plan or vision?
  - Is this project an important first phase?

- What is the value of this phase?
- How does the project complement an existing site or expand usage, preservation, or education within a site?

▲ Point Range: 0-5 points, which are multiplied later by 3

0 points	Neither a significant phase or expansion, nor a distinct stand-alone project
1-2 points	Project is a quality or important phase or expansion
3-4 points	Project is a key first phase or expansion or moves a project significantly towards realizing a vision
5 points	Project is a highly important first phase, final (or near final phase), moves a project a great deal towards realizing a vision.

Revised April 2016. Recreation and Conservation Funding Board Resolution 2016-20.

**7. Project Support.** How has your organization informed and engaged interested parties about the project including marginalized and/or underrepresented populations? What statewide, community, and user grounds were consulted and what support has been demonstrated for this project? ~~the public (statewide, community, or user groups) about the project and how has the public shown support for the project?~~

- Describe the extent of your organization's efforts to identify and contact all parties, (i.e. an outreach program to local, regional, and statewide entities).
- Describe the extent of the project support. Broadly interpret the term "Project Support" to include, but not be limited to, the following:

~~o Voter-approved initiative~~

- o Public participation and feedback
- o Endorsements or other support from advisory boards and user and friends groups
- o Media coverage

▲ Point Range: 0-5 points, which are multiplied later by 2

0 points	No evidence presented.
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1-2 points	Marginal community support. Opportunities for only minimal public involvement (i.e. a single adoption hearing), or little evidence that the public supports the project.
3 points	Adequate support and opportunity presented for participation.
4-5 points	The public has received ample and varied opportunities to provide meaningful input into the project and there is overwhelming support. The public was so supportive from the project's inception that an extensive public participation process was not necessary.

Revised April 2016. Recreation and Conservation Funding Board Resolution 2016-20.

**8. Partnerships or Match.** Describe how this project supports strategic partnerships or leverages secured matching funds. Consider the following:

- Does the project help form strategic partnerships with other agencies, tribes, underrepresented groups, or nonprofits? (A strategic partnership is one that ultimately is expected to offset expenses, leverage investments, or stimulate activity that directly or indirectly generates a financial return.)
- Does the partnership facilitate a key State Parks' goal or objective?
- Does the project have a match of cash, grants, or in-kind services?

▲ Point Range: 0-5 points

0 points	No partners or match
1-2 points	One partner or up to 10 percent match
3-4 points	Two partners or 10.01-24.99 percent match
5 points	Three or more partners or 25 percent or more match

**9. Readiness to Proceed.** Describe the project's timeline. Is the project ready to proceed? Consider the following:

- For development projects, is it fully designed and permitted?
- For acquisition projects, is there written documentation indicating a willing seller?
- For acquisition projects, is there a written sales agreement or option with the property owner?

- Are there any significant zoning, permitting issues, or encumbrances?
- ▲ Point Range: 0-5 points, which are multiplied later by 2
- |            |  |
|------------|--|
| 0 points   | <p>Not ready, <del>business case not evident.</del></p> <p>(Acquisition) No agreement with landowner <del>and fiscal impact will be substantial.</del></p> <p>(Development) No construction drawings.</p>  |
| 1-2 points | <p>(Acquisition) Willing seller identified.</p> <p>(Development) Construction drawings <del>less than at or near</del> 60 percent complete.</p>  |
| 3-4 points | <p>(Acquisition) Property (purchase) secured in some way by legal instrument to include a letter of intent or being held in trust or by a non-governmental organization (for example).</p> <p>(Development) Construction drawings at or more than 60 percent complete.</p> |
| 5 points   | <p>(Acquisition) State Parks has purchase<del>s</del> and sales<del>s</del> agreement or option signed and the purchase will be made within its existing term.</p> <p>(Development) Plans completed and all permits in hand.</p>   |

No changes are proposed to Commission scored question 10 or to RCO Staff scored questions 11 and 12. The text of those questions are available in Manual 10a on [RCOs Grant Manuals webpage](#).

## Attachment B: Public Comments Received

Public comments were solicited via direct email and a posting on RCO's Policy and Rulemaking Current Activities webpage.

In addition to the Staff Response in the table below, the following standard comment response was sent to all:

Thank you for taking the time to comment on RCO's draft proposed changes to the Washington Wildlife and Recreation Program's State Parks Category Evaluation Criteria for the 2022 grant cycle. Your comments have been received and recorded. The final proposed changes will be presented to the Recreation and Conservation Funding Board (board) for adoption at their meeting scheduled for October 5, 2021. The compiled public comments and responses will be included in the board's materials and provided for their review prior to the meeting. Public comment is also welcome during the meeting. If you have any questions, please contact [karl.jacobs@rco.wa.gov](mailto:karl.jacobs@rco.wa.gov).

Thank you again for your time and interest.

Commenter	Comment Received	Staff Response
Kevin Newland, Town of Wilson Creek	<p>It seems to me that the language diverse population or to ensure gender, race etc. within the document is more political than not.</p> <p>People of all kinds use the parks and like the parks though some are too expensive to visit or camp within. Are you going to ask 100 Trans persons what they want in a park setting? Do gay persons need anything different from straight ones?</p> <p>When it comes to things like parks, it seems to me people are people. Do black or any other color of person need something special? I am guessing not.</p> <p>I like cutting down on verbiage as shown (simplifying) but showing how a new recreation area will help fight climate change or how it might help through diversity is too much.</p> <p>My thoughts.</p>	<p>Hello Mr. Newland – thanks for your comments.</p> <p>The language regarding diversity was included at the request of the State Parks Commission. My understanding is that they want to ensure that the needs of historically marginalized or underserved groups/communities are also being considered/addressed.</p> <p>And consideration of impacts to or from climate change is an interest of our board.</p> <p>I will share your comments with our board when they consider adoption of these changes.</p> <p>Thanks again,</p>
Kevin Newland, Town of Wilson Creek	<p>I haven't seen any marginalization at parks. Everyone enjoys our city parks equally. If there are people that have a harder time enjoying parks, it would be the disabled and</p>	<p>OK – thank you again. I will pass this along to our board.</p>



	<p>the poorer people who can't afford to pay for a pass, boat launch fees etc. We all pay taxes and then we are hit with fees.</p> <p>Thank you for your time.</p>	
<p>Brian Shay, City Administrator, City of Hoquiam</p>	<p>In order to provide feedback do you have a definition of DEI and how this will be measured by the RCO scoring teams? As an example, Grays Harbor has long suffered economic in-equity by comparison to other areas of the state and I want to know if this is a factor in DEI. Thanks.</p>	<p>Hi Brian – language regarding diversity was included at the request of the State Parks Commission. My understanding is that they want to ensure that the needs of historically marginalized or underserved groups/communities are also being considered/addressed. DEI is defined in several of the proposed evaluation criteria as "<u>people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status, and ages.</u>" Further, criteria 7 includes "<u>marginalized and/or underrepresented populations</u>" and 8 includes "<u>underrepresented groups.</u>"</p> <p>Economic in-equity is not called out as a specific consideration.</p> <p>And for most evaluation criteria, scoring is subjective, at the discretion of the evaluator, based upon how well the applicants respond to the criteria.</p> <p>Hope that helps. Let me know if you have any other questions.</p>
<p>Reed Waite, Citizen and WWRP Water Access Advisory Committee member</p>	<p>thanks for opportunity to communicate on making RCO evaluations better.</p> <p>1) On the 5-point score for Criteria 9 - Readiness to Proceed: appears final line is mis-formatted: (Development) Plans completed and all permits in hand. is in smaller font and alignment is off.</p> <p>2) 2 - Project Significance - There's little information on the Commission's 2016 Statewide Acquisition &amp; Development Strategy goals. Wouldn't it be good to have</p>	<p>thanks so much for the detailed review and feedback!</p> <p>1) Yes – thanks! That does belong with the 5-point score. We will fix the formatting.</p> <p>2) Good idea. We typically leave it up to the applicant/presenter to provide a little more detail about the strategy goals their project is addressing, but I think it would be helpful to also</p>

	<p>further explanation (found on Pages 6-9 of Strategy document) referenced or provided to evaluators?</p> <p>2a) And how each proposed project fits into Parks' gap analysis also found in its Strategy?</p> <ul style="list-style-type: none"> <li>• What State Parks has</li> <li>• Whether it has enough of it</li> <li>• What State Parks does not have</li> <li>• Whether another government or nonprofit has it</li> <li>• Whether another government or nonprofit should provide it instead of State Parks</li> </ul> <p>3) Diversity language: <u>to serve people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status, and ages.</u> I found this positively inclusive.</p> <p>The Commission's 2016 Statewide Acquisition &amp; Development Strategy (Pages 5 &amp; 6) take on diversity is a bit different and affirms commitment to change: evolving state demographics and values. Data show that different ethnic groups recreate in different ways. To serve all Washingtonians, state parks will need to provide facilities and activities that appeal to the diverse population of the state. Another expected demographic shift will be toward an older population. The increase in the state's population is mainly due to migration. Population growth due to "natural increase" (births &gt; deaths) is slowing. As the state's population ages, state parks will need to provide facilities and activities that appeal to, and are accessible by, older people.</p> <p>Will applicants and evaluators be back to looking at census tracts and % of "older" population? Those projects in areas with 50% being scored higher than those with 10% say. And how does Parks define "older"?</p>	<p>provide that to our advisory committee for reference in advance.</p> <p>2a) Again, good idea. We will share this with our board and raise it with State Parks staff to find out if that is something their Commission would like to emphasize.</p> <p>3) I'm glad you found it to be inclusive. And we will share your other suggestions.</p> <p>4) It's up to the applicant/presenter to demonstrate/show their progress or readiness, and for the evaluator to assess and score. So a simple claim of progress should not score as well as a project that has some level of plans completed.</p>
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	4) 9 - Readiness to Proceed. Scoring on Development based on construction drawings. How does an evaluator score? Is there some 60% completion formula here or is it based on whatever the applicant may claim?	
Scott Thomas, Administrator/ Town Attorney, Town of La Conner	<p>Inadequate consideration has been given to address the needs of persons with disabilities.</p> <p>Detailed scoring criteria 2 – Project Significance – should be modified as follows:</p> <p><u>Ways to Grow: Inviting novices and those previously incapable of experiencing Washington’s outdoors to do so.</u></p> <p>Detailed scoring criteria 3 – Acquisition Priority – should be modified as follows: <i>How does the acquisition expand access and provide opportunity for people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status, and ages?</i></p> <p>Detailed scoring criteria 7 – Project Support – should be modified as follows:</p> <p><b>Project Support.</b> <i>How has your organization informed and engaged interested parties about the project including marginalized and/or underrepresented populations? What statewide, community, and user grounds were consulted and what support has been demonstrated for this project? <u>What steps did you take to reach out to marginalized and/or underrepresented members of the community that do not belong to any organized group?</u></i></p>	<p>I appreciate your concern about addressing the needs of persons with disabilities.</p> <p>Regarding criteria #2, this language is taken directly from the State Parks Commission’s Statewide Acquisition and Development Strategy, but I will share your suggestion.</p> <p>Regarding criteria 3 and 7, thanks for your suggestion.</p>
Matt Mathes, PLA WA State Landscape Architect, Bellevue Parks & Community Servi ces Board 1991- 1999	<p>I am opposed to all recommended changes, except for modifications to #5 and #9 scoring factors.</p> <p>In #5, I support a move away from "sustainability", an overused key term with 26 different definitions in the year 2005 (Source: Financial Times).</p>	Standard response.

<p>RTP technical scorer for 2 years ALEA technical scorer for 1 year</p>	<p>Also in #5, elimination of the term "environment" removes another over used term within WA state with too many existing definitions in WA state law - SEPA, Shorelines, urban context as an environment, GMA, etc. The term "ecological" is an improvement for the core purpose of #5 to score the natural processes.</p> <p>My opposition to proposed modifications #1 through #4 are: Too many added aspects require snap value judgements by scorers in all four scoring questions by adding 9 new terms to 4 scoring categories: <u>rac</u> <u>ethnicities</u> <u>national origins</u> <u>gender</u> <u>sexual orientation</u> <u>abilities</u> <u>religions</u> <u>veteran status</u> <u>ages</u></p> <p>However, the 9 added terms are already in separate federal or state requirements that are applied after funding is awarded. The 9 factors are not needing any added highlight in state parks grant scoring. Most of the 9 added terms are not defined, or locally situationally defined, and each of the 9 can vary year to year for exact counts, including 10 years US census numbers just released. Also, there is considerable lack of common definitions of all 9 new key terms for #1 thru #4.</p> <p>My second reason for opposition is repeating the same 9 factors in four scoring numbers #1, #2, #3 and #4. This eliminates existing differences in all 4 scoring points. Should a scorer pick only 1 of the 9, or rank all 9 plus other items already in each of the four scoring categories? How should each of the 9 new factors plus existing factors be</p>	
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	<p>weighted? These are all unknown and unaddressed by the modifications.</p> <p>My opposition to #6 and #7 is that "Underrepresented population" and "marginalized" are two proposed terms with no defined thresholds for measurement, in absolute or relative terms.</p> <p>Also, the concept of "equity" is a term with at least 4 definitions, yet this concept is needed to score or restore "under-represented" in grant awards.</p> <p>However, "Equity" can mean 4 different concepts to different people, so parks and recreation departments were encouraged to agree on "a common interpretation" and put it into practice, by John Crompton, a Texas A&amp;M University professor and College Station, Texas, elected official. Crompton describes four interpretations of equity, including equality and compensatory equity. (Source: NRPA)</p> <p>Using the one example above, restoration of equity or "compensatory equity" to an "underrepresented population" becomes whatever any individual scorer wants it to be in 6 different scoring categories #1 thru #4, #6 &amp; #7 if modifications are implemented.</p> <p>All appointees to the WWRP technical committee probably skew toward the core values of current WA state administration. The proposed mods #1 thru #4, #6, #7, #8 are leaning left and liberal except for mods to #5 and #9. So, appointees core values combined with proposed modifications creates a political partisan action that distorts funding award outcomes for grants to state parks, instead of serving all WA state residents, plus all WA state tax payers or visitors to WA state parks.</p> <p>Consistency rather than change to state park scoring definitions has served WA state very well for many decades.</p>	
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	Thanks for the opportunity to comment.	
Janice Sears, WWRP State Parks Advisory Committee Member	I am in support of these changes. From my perspective, these changes make the scoring clearer and more current.	Thanks for your feedback and glad to hear that.

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR MEGAN DUFFY

**Meeting Date:** October 5, 2021

**Title:** Land and Water Conservation Fund's Outdoor Recreation Legacy Partnership Program: Application Overview and Public Comment

**Prepared By:** Karl Jacobs, Senior Outdoor Grants Manager

#### Summary

This memo summarizes the Land and Water Conservation Fund (LWCF) Outdoor Recreation Legacy Partnership Program, provides an overview of applications submitted for the 2021 grant cycle, and provides an opportunity for review of the project proposals in an open public meeting. The Recreation and Conservation Funding Board permanently delegated authority to the Recreation and Conservation Office director to approve projects for submittal to the national competition following review and ranking by the LWCF advisory committee and an opportunity for public comment (Item 4, July 2018).

#### Board Action Requested

This item will be a:

- Request for Decision
- Request for Direction
- Briefing

## Background

The federal Land and Water Conservation Fund (LWCF) provides matching grants to states to preserve and develop quality outdoor recreation resources. The National Park Service (NPS) distributes funding to the states by a formula based on population and land area. Congress has also set aside an appropriation for its nationally competitive Outdoor Recreation Legacy Partnership (ORLP) program and this year each state has been given an opportunity to submit projects for consideration.

The ORLP Program funds projects designed to acquire or develop outdoor recreation sites that are located within or serve large urban areas (population of 50,000 or more). The goal is to fund projects that are directly accessible to neighborhoods or communities that are underserved in terms of parks and recreation resources, and where there are significant populations of people who are economically disadvantaged. When evaluating grant proposals, a national panel will prioritize projects that will directly connect people to outdoor places, and that:

- create short-term and/or permanent jobs;
- help stimulate local economic development;
- engage and empower members of the affected community in the development of the project;
- create or expand public-private partnerships; and,
- benefit from a high degree of coordination among the public, multiple levels of government, and the private sector, to improve recreation opportunities for all.

In addition to the objectives listed above, projects must clearly advance the goals or meet needs identified in their state’s State Comprehensive Outdoor Recreation Plan (SCORP).

In 2019, Washington state submitted four ORLP applications to NPS and three were selected for funding.

### Outdoor Recreation Legacy Partnership (ORLP) Program Policies

Rules governing the LWCF program are in the [Land and Water Conservation Fund Federal Financial Assistance Manual](#). Additional guidelines for Washington’s LWCF program are in [Manual #15, Land and Water Conservation Fund Program](#). The Outdoor Recreation Legacy Partnership program follows the same policies as those for LWCF, but also places emphasis on funding projects for urban underserved populations. The table below provides a summary of the requirements for this grant cycle.

<b>Eligible Applicants</b>	State and local governments (cities, counties, park districts, port districts, special purpose districts) and federally recognized Native American tribes.
<b>Eligibility Requirements</b>	<p>Eligible applicants must:</p> <ul style="list-style-type: none"> <li>• Establish planning eligibility,</li> <li>• Represent a jurisdiction of at least 50,000 people, and</li> <li>• Be named as one of the 497 urbanized areas delineated by the Census Bureau or be a jurisdiction that lies geographically within one of the delineated urbanized areas.</li> </ul> <p>If the project sponsor is a state agency, the project must serve an eligible jurisdiction of 50,000 people that is within a designated urbanized area as described above.</p>
<b>Eligible Project Types</b>	Acquisition, development, and renovation projects.
<b>Match Requirements</b>	At a minimum, grant recipients must provide a 1:1 match from state, local or private sources.



<b>Funds Available</b>	\$150 million
<b>Fund Limits<sup>1</sup></b>	<p>Minimum grant request: \$300,000 per project.  Maximum grant request: \$5,000,000 per project, less RCO's indirect rate.</p> <p>The cost estimate defines the maximum federal share. This policy is to prevent scope changes that might alter the competitive nature of the project. In other words, no cost increases.</p>
<b>Public Access</b>	Required for the whole project area (e.g., entire park).
<b>Other Program Characteristics</b>	<ul style="list-style-type: none"> <li>• Property acquired must be developed within three years.</li> <li>• Project sponsors must record language against the title of the assisted property stating that it must be preserved for public outdoor recreation uses in perpetuity.</li> <li>• The conversion rules found in the Land and Water Conservation Act applies.</li> </ul>

## 2021 Grants Cycle

The National Park Service (NPS) is now processing grant applications for the Outdoor Recreation Legacy Partnership Program (ORLP). To ensure applicants from the state of Washington had an opportunity to participate in this competition, Recreation and Conservation Office (RCO) staff solicited grant proposals in the spring. Three applicants submitted four grant proposals requesting over \$6.6 million for three parks and a trail. The eligible applicants provided their preliminary proposals for technical review, and then submitted their revised applications on September 10.

Typically, Washington's LWCF advisory committee would use the federal evaluation criteria to review, rank, and recommend projects for consideration. The director would then consider submitting the highest ranked projects to the NPS for the national completion. This year, however, there is no limit on the number of applications each state may submit to NPS, so ranking was not necessary. The advisory committee reviewed the grant proposals using the federal evaluation criteria, and provided feedback to improve the projects. Advisory committee members also made a yes or no recommendation to forward each project to the NPS for the national competition. All projects were recommended for approval.

While the Recreation and Conservation Funding Board (board) delegated authority to the director to submit ORLP applications to the NPS at its July 2018 meeting, staff must

<sup>1</sup> The federal limits exceed the board-approved grant limits for the stateside LWCF program.

provide an update to the board each grant cycle along with a summary of the grant applications submitted for review in an open public meeting. This meeting serves that purpose.

### Strategic Plan Link

Consideration of submitting projects for this federal funding opportunity supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide. The grant process supports the board's goal to achieve a high level of accountability in managing the resources and responsibilities entrusted to it.

Projects considered for the ORLP program support board adopted priorities in *Washington State Recreation and Conservation Plan 2018-2022*.

### Next Steps

The federal application deadline for the ORLP program is September 24, 2021. As recommended by the LWCF advisory committee, RCO staff plans to forward all four applications to NPS for consideration. If there is applicable public comment at the board meeting, staff will incorporate those comments into the proposals. This year, Governor Jay Inslee provided a letter of support for the applications. That letter will be submitted with each grant proposal.

For any project approved for funding, RCO will submit required supplemental application materials in spring or summer of 2022, after the awards are announced.

### Attachments

- A. Outdoor Recreation Legacy Partnership Program: Project Proposals for Federal Fiscal Year 2021
- B. Governor's Letter of Support

## Outdoor Recreation Legacy Partnership Program Project Proposals for Federal Fiscal Year 2021

Number	Name	Sponsor	Grant Request	Match	Total Cost
<a href="#">21-1284</a> Development	<b>Gate-Belmore Trail</b>	Thurston County	\$600,000	\$600,000	\$1,200,000
<p><b>Description:</b> Thurston County Public Works will develop a 2.16-mile gravel non-motorized trail on a decommissioned railroad alignment between 88th Avenue and 66th Avenue in southwest Olympia. This project will provide non-motorized recreation opportunities (e.g., running, walking, nature viewing) in an area where few exist. The trail intersects undeveloped prairie, wetland, riparian, and forest habitat. One trailhead is located 1,200 feet from the Kennydell Park entrance. Though this section will be gravel for now, it will be paved later when the rest of the 12-mile corridor is developed.</p> <p>This trail section will consist of a 10-foot wide compacted gravel pathway. Trailheads will have limited parking and bollards to prevent vehicle access to the trail. Other activities may include lighting, signage, and striping to improve safety for trail users crossing roadways. The trail will follow the existing railbed to minimize excavation, clearing, and grubbing. Any drainage improvements will meet current Washington State standards to ensure the trail's structural integrity and minimize maintenance costs.</p> <p>Two decaying creosote timber trestle bridges will be replaced with modern, single span structures to improve wetland connectivity and water quality. Priority species like wood ducks, cutthroat trout, and the federally threatened Oregon spotted frog will benefit. In addition, the modern structures will have a 75-year life span and meet current pedestrian safety standards. The trail cannot open without replacement of the bridge.</p>					
Number	Name	Sponsor	Grant Request	Match	Total Cost
<a href="#">21-1300</a> Acquisition and Development	<b>Lakeland North Urban Nature Park</b>	King County	\$3,500,000	\$3,501,500	\$7,001,500

	<p><b>Description:</b> King County will acquire 20 acres of undeveloped open space for a new public park and develop culturally relevant nature-based recreation amenities including trails, signage, play features, parking, landscaping, restrooms, and site restoration.</p> <p>This project would create the county's second new urban park since launching the Land Conservation Initiative (LCI) in 2016, and it would serve a pocket of unincorporated urban King County known as Lakeland North as well as the two cities it is sandwiched between, Auburn and Federal Way. Both cities are within a mile walking distance to the park, which is also adjacent to both an elementary school and a middle school. These neighborhoods currently lack any access to public open space within a 10-minute walk. The Trust for Public Land ranks it as a high need for new park investments.</p> <p>If approved, this grant would fund acquisition of two parcels totaling twenty acres of undeveloped open space. The parcels are well suited for park use. Natural resources on site include mixed deciduous coniferous forested areas and open space. There are no known sensitive habitats or endangered species. The parcels, currently zoned for multi-family housing, are owned by Tacoma Public Utilities (TPU) who has determined the land is surplus to TPU's needs. TPU is required to obtain fair market value for any land sales.</p>				
Number	Name	Sponsor	Grant Request	Match	Total Cost
<a href="#">21-1304</a> Development	<b>Be'er Sheva Phase 2</b>	City of Seattle	\$980,859	\$1,106,599	\$2,087,458
	<p><b>Description:</b> The Be'er Sheva project is a development project located at 8702 Seward Park Avenue South in southeast Seattle. The site is an innovative park improvement project that will enhance a below standard 2.4 acre waterfront park in the Rainier Beach region. This park will provide direct waterfront access for approximately 84,000 residents in southeast Seattle. Improvements will occur on 2.4 acres with 0.4 acres of improved upland area on flat land and 2 acres of shallow underwater lake shoreline (in-water) averaging 3 feet in depth.</p> <p>The upland area will be regraded for retrofitting. Park and play equipment and surfacing will be installed. Park features to be installed include improved lawns, resurfaced basketball full-court, picnic tables, barbecues, fitness equipment, a lit walking loop pathway, and</p>				

	children's play equipment. In-water, salmon restoration elements include aquatic vegetation mounds and large logs for habitat and sediment control.				
Number	Name	Sponsor	Grant Request	Match	Total Cost
<a href="#">21-1305</a> Development	<b>Garfield Super Block</b>	City of Seattle	\$1,822,461	\$2,500,000	\$4,322,461
<p><b>Description:</b> This project involves renovations and improvements to the Garfield Super Block Park in Seattle's Central District. This community led renovation project includes: site furnishings, improved access, play equipment, and an improved restroom facility. The goal of this project is to implement a portion of the 2005 Garfield Super Block Master Plan, a planning effort funded by the adjacent Garfield School (renovation completed in 2008). The updated comprehensive plan addresses the following recommendations from the original Master Plan that were never implemented:</p> <ol style="list-style-type: none"> <li>1. Grounds improvements within the park to help strengthen the overall site use and activity.</li> <li>2. A Legacy and Promise Promenade pathway integrating art and narratives reflecting the immense cultural diversity and rich history of the Central Areas founding people.</li> </ol> <p>This project is of essential benefit to this community, not just by providing a beautiful and vibrant park, but by building strong community connections and elevating the history and pride of this neighborhood, even as it changes drastically. Benefits will include:</p> <ul style="list-style-type: none"> <li>* A high quality park that is accessible, well maintained, and used by multiple generations.</li> <li>* Completion of a long standing project to build community trust.</li> <li>* Increased access to safe areas for recreation for BIPOC ( Black, Indigenous, and people of color) population.</li> <li>* Improved pedestrian and bike access.</li> <li>* Programming and support of existing facilities and programs.</li> <li>* Elevating the history of the Garfield Super Block.</li> </ul>					



STATE OF WASHINGTON  
— OFFICE OF GOVERNOR JAY INSLEE —

September 8, 2021

To Whom it May Concern:

I am pleased to support four Washington State project applications competing for Land and Water Conservation Fund Legacy grants. Each of these projects is of vital importance to their respective communities, and each reflects long established priorities that Washingtonians hold dear. Our Recreation and Conservation Office has reviewed these applications and found each one worthy of forwarding for consideration.

The projects, in the order we received them, are:

- **Gate-Belmore Trail Development:** Thurston County Public Works will develop a 2.16-mile gravel non-motorized trail on a decommissioned railroad alignment between 88th Ave. SW to 66th Ave. SW in Olympia, WA. [This]CJ(1) project will provide non-motorized recreation opportunities (e.g., running, walking, nature viewing) in an area where few exist, intersecting undeveloped prairie, wetland, riparian, and forest habitat. Two decaying creosote timber trestle bridges will be replaced with modern, single-span structures to improve wetland connectivity and water quality. Priority species like wood ducks, cutthroat trout, and the federally threatened Oregon spotted frog will benefit.
- **Lakeland North Urban Nature Park:** King County Parks and Recreation will acquire 20 acres of undeveloped open space for a new public park and develop culturally-relevant nature-based recreation amenities, including trails, signage, play features, parking, landscaping, restrooms, and site restoration. This area is experiencing increasing levels of development but lacks nearby parks. As this project is next to an elementary and middle school, King County may partner with Trust for Public Land's Greener Schoolyards program to establish a play area. Local community engagement will help identify outdoor passive recreation amenities and wildlife habitat restoration opportunities.
- **The Beer Sheva Project:** Seattle Parks and Recreation will develop an innovative park improvement project that will enhance a below-standard 2.7-acre waterfront park in the Rainier Valley/Rainier Beach region of Southeast Seattle. This park will provide direct waterfront access for the approximately 84,000 residents of Southeast Seattle. Upland, park and play equipment, and surfacing will be installed. Park features to be installed include improved lawns, resurfaced basketball full-court, picnic tables, barbecues, fitness equipment, a lit walking loop pathway, fitness and performance platform shelter, and children's play equipment. In-water, salmon

September 8, 2021

Page 2

restoration elements include aquatic vegetation mounds and large logs for habitat and sediment control.

- **Garfield Super Block Park:** Seattle Parks and Recreation will renovate and improve this park in the Seattle's Central District. This Community-led renovation project includes site furnishings, improved access, play equipment, and an improved restroom facility. The projects central feature will be A Legacy and Promise Promenade pathway integrating art and narratives reflecting the immense cultural diversity and rich history of the Central Area's founding people.

I believe that all four of these projects embody the ideals and mission of the Land and Water Conservation Fund, a program I strongly supported during my years serving in the United States Congress and that I continue to support. All the communities represented here have worked hard to put forward efforts that have been carefully planned, have strong community support, and are deserving of your strong consideration. I want to thank you for your efforts in reviewing these applications and all you do to help maintain our nation's great heritage of parks and public space.

Very truly yours,



Jay Inslee  
Governor



## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR MEGAN DUFFY

**Meeting Date:** October 5, 2021

**Title:** Land and Water Conservation Fund: Increasing the Grant Limit

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

#### Summary

This memo provides options for the Recreation and Conservation Funding Board to consider regarding increasing the grant limit for the Land and Water Conservation Fund. Staff is asking for guidance on the options before the item is published for public comment.

#### Board Action Requested

This item will be a:

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

## Background

At the June 2021 board meeting, staff asked Recreation and Conservation Funding Board members if they would be willing to consider increasing the grant limit for the stateside Land and Water Conservation Fund (LWCF). This federal grant program provides matching grants to states to preserve and develop outdoor recreation resources for current and future generations.

The board established a \$500,000 grant limit for LWCF applicants over 20 years ago. With escalating costs for construction and increased funds available to the state of Washington, staff is asking the board to consider increasing the limit to make this a more sought-after grant program.

## Financial Consideration

Over the years, LWCF dollars have been used for grants to state and local agencies, improvements to our PRISM database, development of our state comprehensive outdoor recreation plan, and program administration. Despite the demand for grant



funds in other board programs, this program does not always have enough grant requests to use all available funds.

To put that in perspective, last biennium (2019-21), applicants submitted 18 proposals requesting \$7.6 million in grant funds. Subsequently, one project was awarded a federal Outdoor Recreation Legacy Partnership (ORLP) Program grant, one project was deemed ineligible because of a matching federal grant, and six projects withdrew their proposals for various reasons, leaving RCO with over \$4.4 million in unspent LWCF dollars. This is nearly the total amount apportioned for federal fiscal year (FFY) 2020. Those funds were held over and are being used for applications submitted in the 2021-23 biennium.

This biennium (2021-23), applicants submitted 23 proposals requesting \$10.9 million. Three of the projects were awarded ORLP grants and one applicant withdrew their project because it was no longer a community priority. This reduced the grant funds requested by \$2 million. With \$4.4 million in unspent funds from FFY 2020 and \$6.1 million in funds for FFY 2021, there is currently enough funds for all viable projects submitted this biennium, and there will be approximately \$2 million remaining and no alternates.

The following table shows Washington State’s apportionment of funds over the last few years and the number of projects funded. After the 2012 grant cycle, the board switched its grant programs to a biennial cycle to reduce the workload on RCO staff and applicants. This means that funds from two federal fiscal years are used for grants each biennium. In addition, federal funds have steadily increased since 2016. As you can see, funding in 2021 is 11 times higher than it was in 2009.

Federal Fiscal Year	Land and Water Conservation Fund (LWCF)	Gulf of Mexico Energy Security Act (GOMESA)	Total for Washington State	Application Year and (Biennium)	Projects Funded
2009	\$384,671	\$166,876	\$551,547	2008 (09-11)	2
2010	\$757,241	\$18,048	\$775,289	2009	4
2011	\$765,245	\$5,797	\$771,042	2010 (11-13)	2
2012	\$869,140	\$2,102	\$871,242	2011	4
2013	\$823,679	\$2,023	\$825,702	2012 (13-15)	6
2014	\$878,476	\$29,184	\$907,660		
2015	\$878,476	\$16,685	\$895,161	2014 (15-17)	6
2016	\$1,987,052	\$1,805	\$1,988,857		
2017	\$1,969,414	\$6,498	\$1,975,912	2016 (17-19)	12
2018	\$2,095,549	\$1,291,939	\$3,387,488		
2019	\$2,095,549	\$1,482,352	\$3,577,901	2018 (19-21)	10
2020	\$2,233,022	\$2,377,661	\$4,610,683		
2021	\$4,466,044	\$1,671,808	\$6,137,852	2020 (21-23)	19

## Other Considerations Raised in the Preliminary Briefing

Questions staff put forward for the board to think about included:

- What is the board's funding strategy for the LWCF?
  - To fund the highest priority projects based on local needs and Washington State's Comprehensive Outdoor Recreation Plan.
  - To ensure funds are dispersed equally or equitably to small and large projects.
  - To distribute funds more widely to agencies across the state.
  - To provide more funding to small or rural communities.
  - To fund a greater number of projects.
- Should the board increase the grant limit?
- If the board increases the limit, what is the maximum amount an applicant could request?
  - Up to \$1,000,000
  - Up to \$1,500,000
  - Up to \$2,000,000 or more.
- Would increasing the limit make this program more desirable to applicants?

## Discussion

When the board discussed the item in June, they raised a few questions or concerns:

- What is it about the federal requirements that make this grant program less appealing?
- How could the program be changed to have fewer barriers?
- Are the grant limits tied to populations of 50,000 or more?
- Are there other things the board could do outside of raising the grant limit to bring more proposed projects to the grant program?
- Will raising the limit result in funding more expensive projects at the expense of less costly projects?

The board suggested staff talk to some of the stakeholders, get a sense of what they thought, and bring back a proposal.

## Stakeholder Responses

RCO staff spoke with several individuals and focused on some who have participated in the program within the last few years. There was overwhelming consensus around increasing the grant limit. Here is a summary of what people shared with us:

- The LWCF limit should be increased, and it should not be less than \$1 million. Most felt the board should consider an increase to \$1.5 to \$2 million.
- While there was no consensus on exactly what the limit should be, each respondent spoke about today's costs for construction of a park project. The prices range from \$2 to \$6 million. There was little difference between prices quoted for different geographic regions of the state. Almost all respondents who are currently implementing projects talked about the increased costs for materials and the high demand for contractors, which is having an effect on bid prices. In one eastern Washington community, contractors are so busy catching up on residential development, they are not even interested in taking time to bid on city infrastructure projects.
- All expressed concern about smaller communities and their ability to score well in the evaluation process when competing with some of the larger scaled projects.
- After the stress of providing all required paperwork for the National Park Service, two successful applicants said they would most likely not apply again unless absolutely necessary. When they learned the board might increase the limit, each said it would make a huge difference for their agency and would be worth the extra paperwork.
- In response to a question about whether the board should suspend the policy of allowing other grants to match LWCF if the limits were increased to \$1.5 million or more, there were some concerns. One applicant stated that when an applicant requested a modest amount (\$500,000 or less) of LWCF, they were very much dependent on other RCO grants to help them secure the federally required 50 percent match. Suspending matching grants for larger projects might be okay, but it could hurt some communities.
- One community said it would be nice be able to apply for one sizeable grant instead of submitting applications for three separate grants, especially if there was a good chance of success. For smaller communities, there is often only one person and/or no dedicated park staff, so putting together multiple applications is challenging.

RCO staff also raised the question about increasing grant limits during the Director's stakeholder meeting with the executive team for the Washington Recreation and Park Association. They were very much interested in this topic and raised questions about whether the board would consider increasing limits for the Washington Wildlife and Recreation Programs, Local Parks Category, and Youth Athletic Facilities for some of the same reasons listed above. WRPA did not offer any endorsement at the time, because

they want to get more feedback from their constituents to help inform their official comment.

Once the board provides direction to staff, the individuals contacted all expressed their willingness to provide feedback on the final proposal.

### Options for Consideration

The following options were put forward for consideration at the board’s June meeting. Staff has listed some of the pros and cons to help narrow down the option(s) that will be published for public comment.

Options 1 and 2 would increase the grant request limit for all project types. Option 3 would increase the limit for development projects to \$1.5 million and increase the limits for acquisition and combination projects to \$2 million. Option 4 removes the maximum limit. Option 5 is the “no change” option, which retains the limits that are currently in place.

Project Type	Option 1	Option 2	Option 3	Option 4	Option 5 No Change
Acquisition	\$1,000,000	\$1,500,000	\$2,000,000	No Limit	\$500,000
Development	\$1,000,000	\$1,500,000	\$1,500,000	No Limit	\$500,000
Combination	\$1,000,000	\$1,500,000	\$2,000,000	No Limit	\$500,000
Minimum Request	10 percent of the maximum			\$200,000	\$25,000

As always, the board may choose to retain the current minimum (\$25,000) and maximum (\$500,000) grant limits or may consider other limits not shown in these alternatives. Due to the amount of work required to apply for and administer these federal grants, the minimum request would increase to 10 percent of the maximum, with a minimum of \$200,000 for the “no limit” option.

#### *Other options to consider:*

- A. Set a minimum limit of \$100,000.
- B. Increase the maximum limit to \$1 million, \$1.5 million, or \$2 million for all project types.
- C. Create two tiers of funding based on grant funds requested.
  - Tier 1: Grants for projects requesting \$500,000 or less
  - Tier 2: Grants for projects requesting \$500,001 or more
- D. Limit use of other RCO grants as match:
  - Applicants may not apply for matching grants.

- Applicants may not apply for matching grants if the LWCF request is for more than \$500,000.
- An applicant awarded an LWCF grant of \$1.5 million or more may not use another RCO grant as match.
- Applicants with match exceeding \$2 million may not use other RCO grants as match.

## Analysis

**Options 1 and 2:** Increase the grant limits for all project types to \$1,000,000 or \$1,500,000, or possibly even \$2,000,000 (see Item B under *Other Options to Consider*). The minimum would increase to 10 percent of the maximum selected.

<b>Pros</b>	<b>Cons</b>
The maximum grant limit has not been adjusted for inflation or increasing costs in 20 years. An increase in the limit acknowledges escalating construction costs.	Fewer projects might be funded, depending on the size of grants requested.
May result in a ranked list that includes alternates should additional funds become available.	Some agencies may not be able to take advantage of the higher limit due to the difficulty of raising the 50 percent required match.
The limit for acquisition and development projects would be equal. This may help address the growing demand for funds to develop or renovate existing park land, while equally considering the availability of property for new outdoor recreation areas.	This places equal priority on both acquisition and development, which may or may not be the board's preference.
Increases an applicant's options for pursuing the purchase of lands that are more expensive.	Fewer projects might be funded, depending on the size of grants requested.

**Option 3:** Increase the development limit to \$1,500,000, the acquisition and combination project limit to \$2,000,000.

<b>Pros</b>	<b>Cons</b>
An increase in the limit acknowledges escalating construction costs and costs for purchasing property.	Fewer projects might be funded, depending on the size of grants requested.
Offers more flexibility for agencies facing increased costs for project implementation.	Some agencies may not be able to take advantage of the larger limit due to the difficulty of raising the 50 percent required match.
Increases an applicant's options for pursuing the purchase of lands that are more expensive.	Emphasizes protection of land over its development.
	May appear to favor acquisition and combination projects over development projects.

**Option 4:** Remove the maximum grant limit and sets a minimum limit of \$200,000.

<b>Pros</b>	<b>Cons</b>
No grant limit acknowledges escalating construction costs and costs for purchasing property.	Considering the size of the project proposals submitted in the last few years, fewer projects would be funded, depending on the size of grants requested.
This would be an especially attractive option to applicants with costly projects.	Some agencies may not be able to take advantage of the higher limit due to the difficulty of raising the 50 percent required match.
Allows for larger, more complex projects.	Will likely lead to an even greater percentage of unfunded projects.
Offers the most flexibility for applicants facing increasing costs compared to Options 1, 2, and 3.	
Could increase the opportunity for using all available funds.	

Would most likely make this a much more competitive program as applicants pursue these larger grants.	
Fewer applications to the National Park Service, thus fewer applicants who would have to prepare the additional paperwork required for federal grant.	The administrative burden is the same regardless of project size, so this option would impact fewer applicants

**Option 5:** No change: Leave the grant limit of \$500,000 for all projects with a minimum request of \$25,000.

Pros	Cons
Many deserving projects are funded.	Does not achieve the advantages listed for Options 1 - 4 above.
Allows for the possibility of funding more projects than Options 1 through 4.	
This option is the most likely to ensure funds are distributed among a larger pool of grantees, and therefore a larger geographic area.	In years where there are too few applications, grant funds may be uncommitted.
	Does not adjust for increased property values and development costs.

**Other Considerations:**

- A. Establish a new minimum grant limit of \$100,000 or more, instead of the current minimum of \$25,000.

Pros	Cons
Acknowledges and encourages smaller projects; however, the limit helps applicants and RCO staff	Fewer small projects might be submitted for fund consideration with this proposed limit in place.

ensure the grant requests are commensurate with the amount of work needed to secure these federal funds.	
The \$100,000 minimum still allows funding for smaller projects. This amount matches a 2018 grant request. The applicant subsequently withdrew the proposal when they could not agree with the National Park Service on the protected park boundary and the request for expanded cultural resources assessment of areas not included in the project scope for this small park project.	This limit requires sponsors to provide a match of \$100,000, which may be difficult for smaller communities.
In 2014 and 2016, applicants submitted requests for \$55,375, \$42,120, and even as low as \$25,000. Unfortunately, none of these projects scored high enough to be within funding range.	Increasing the minimum may help diminish some of the frustration of applicants who submit lower cost projects that have a difficult time scoring within funding range.
Creates a balance between the amount of paperwork required by the applicant and the amount of funding provided.	Could eliminate participation by small communities.

- B. Create two tiers of funding based on grant funds requested.
- Tier 1: Grants for projects requesting \$500,000 or less
  - Tier 2: Grants for projects requesting \$500,001 or more

<b>Pros</b>	<b>Cons</b>
Still allows funding for small and large projects.	May result in fewer large-scale projects depending on how much is made available for each tier.



Divides the competition and funding for large versus smaller projects.	The board would have to decide on an equitable way to distribute funds between the two tiers.
	The administrative burden for LWCF is the same regardless of project size, so applicants with smaller projects would still face a significant challenge applying for a Tier 1 grant.

- C. Limit use of other RCO or board grants as match. There are different opportunities under this scenario:
- Applicants may not apply for matching grants.
  - Applicants may not apply for matching grants if the LWCF request is for more than \$500,000.
  - Applicants with match exceeding \$2 million may not use other board grants as match.
  - An applicant may apply for a matching grant, however, if awarded an LWCF grant of \$1.5 million or more, the applicant may not use another board grant as match.

<b>Pros</b>	<b>Cons</b>
Possibly frees up funds in other programs or categories such as WWRP Local Parks Category or the Youth Athletic Facilities Account, so that grants can be allocated to more projects on those lists.	Applicants may not be successful in securing match for a project.
Allows the board to fund a more diverse portfolio of projects if fewer grants are allocated to the same project in multiple programs.	Does not support the RCW that encourages uses of state funds as match for federal grants.
Would prevent large projects from depleting limited funding in multiple grant programs or categories.	May discourage large projects that need all available dollars to successfully implement a project.
	Could create confusion for some applicants who score well, but are subsequently denied a matching

	grant when awarded a large LWCF grant.
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### **Final Consideration**

After considering the options and some of the pros and cons, staff is asking the board to help limit the option or options that are sent out for public comment. Also, staff asks the board to provide any additional guidance or direction needed for a decision when the final proposal is presented.

### **Next Steps**

If the board decides to increase the grant limit, staff will solicit public comment on the option or options selected and bring the proposal back for a decision in January before the 2022 grant cycle begins.



Recreation and Conservation Funding Board Briefing Memo

**APPROVED BY RCO DIRECTOR MEGAN DUFFY**

**Meeting Date:** October 5, 2021

**Title:** Complimentary Uses

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

**Summary**

This memo summarizes our current policies and grant agreement terms/conditions regarding retail operations, and concessionaire and third-party providers of parks and recreation services on board funded properties. At this meeting, we will discuss these issues in the context of stakeholder requests to expand opportunities for retail and service providers on board funded properties.

**Board Action Requested**

This item will be a:

- Request for Decision
- Request for Direction
- Briefing

**Background**

Via a survey of Recreation and Conservation Funding Board (board) members in 2019, the board identified "Address Commercial Uses in Parks" as its number one priority in the Recreation and Conservation Office (RCO) Policy Work Plan. Since then, through direction from the board at its January 2021 meeting (see [Item 5](#) for more background) and subsequent meetings with stakeholders, this issue has been narrowed to focus on the provision of goods and services to the recreating public beyond what is described/allowed in an RCO grant agreement. These include retail activities such as food service and rentals, high-impact special events, and indoor facilities. These are often described by sponsors as expanding, supporting or "complementing" the experiences of outdoor recreationists and supporting community or agency priorities in general.

At this meeting, staff will ask the board to discuss its perspective, role, and priorities for managing these issues on previously funded properties.

What follows is a summary of current board policies, grant agreement terms and conditions, and RCO processes that determine what is allowed on board funded properties.

## **Current Policies, Grant Agreement Terms and Conditions, and Allowed Uses**

RCO's approach to evaluating and approving retail operations and concessionaire/third party providers of parks and recreation services on board funded properties can be described in two general categories, 1) grant agreement terms and conditions, and 2) board adopted policies, which are incorporated into RCO's grant agreement terms and conditions.

### **RCO's Grant Agreement Terms and Conditions**

As an example, the following lists the terms and conditions of a currently active board funded grant agreement between the RCO and the City of Lynwood:

#### "DESCRIPTION OF PROJECT

The City of Lynwood will use this grant to renovate South Lynwood Park. Development at the 4.2-acre park will include playground, picnic shelter, park furniture, restrooms, a bike station, tennis courts, handball/racquetball court, native plantings area with an interpretive sign, walking paths, parking, and new entry signs. The primary outdoor recreational opportunities provided by this project will be active and passive recreation.

#### LONG-TERM OBLIGATIONS OF THE PROJECTS AND SPONSORS

- A. **Long-Term Obligations.** This section applies to completed projects only.
- B. **Perpetuity.** For acquisition, development, and restoration projects, or a combination thereof (unless otherwise allowed by applicable manual, policy, program rules, or this Agreement, or approved in writing by RCO), the RCO requires that the project area continue to function for the purposes for which these grant funds were approved, in perpetuity.
- C. **Conversion.** The Sponsor shall not at any time convert any real property (including any interest therein) or facility acquired, developed, renovated, and/or restored pursuant to this Agreement, unless provided for in applicable statutes, rules, and policies. Conversion includes, but is not limited to, putting such property (or a portion of it) to uses other than those purposes for which funds were approved or transferring such property to another entity without prior approval via a written amendment to the Agreement. All real property or facilities

acquired, developed, renovated, and/or restored with funding assistance shall remain in the same ownership and in public use/access status in perpetuity unless otherwise expressly provided in the Agreement or applicable policies, or unless a transfer or change in use is approved by the RCO through an amendment.

Failure to comply with these obligations is a conversion.

Further, if the project is subject to operation and or maintenance obligations, the failure to comply with such obligations, without cure after a reasonable period as determined by the RCO, is a conversion. Determination of whether a conversion has occurred shall be based upon all terms of the Agreement, and all applicable state of federal laws or regulation.

When a conversion has been determined to have occurred, the Sponsor shall remedy the conversion as set forth in this Agreement (with incorporated documents) and as required by all applicable policies, manuals, WACs and laws that exist at the time the remedy is implemented or the right to the remedy is established by a court or other decision-making body, and the RCO may pursue all remedies as allowed by the Agreement or law."

The remedy for a conversion is either the acquisition of a replacement property of equal value and reasonably equivalent recreational or conservation usefulness, or a new development or new restoration project area that provides reasonably equivalent usefulness.

The project property considered in any conversion may be the extent of the entire project property such as a park or conservation area, or a portion thereof.

## **Board Adopted Policies**

This section explains our current policies and practices for managing private enterprise ventures on board funded sites.

There are two ways in which RCO currently manages retail activities and third-party service providers of parks and recreation services: 1) by reviewing the eligible scope items paid for with a grant; and 2) considering the allowed uses of a funded property.

### **Eligible Scope Items Paid for With A Grant:**

1. **Eligible** or "allowable" costs within a grant are those to acquire, develop, renovate, or restore areas that are for the direct use of the general recreating public or conservation. Investments in facilities that may be occupied by third-

party providers serving outdoor recreationists are, for the most part, not eligible costs within an RCO grant. Examples of these types of ineligible project costs include restaurants, concession stands, and paved areas or hook-ups for food trucks.

### **Allowed Uses of Funded Properties:**

1. Many retail activities through third-party providers are allowed on board funded properties without special permission from the board or RCO. These include ad hoc public events, pop-up markets, recreation or summer camp programs, and special competitions. However, the frequency and scale of such activities may be prohibited by the RCO through interpretation of the grant project agreement and what constitutes an activity that is inconsistent with the issuance of the grant.
2. Third-party service providers and related facilities are allowed only if approved by existing policies (see below).

### **Existing Policies for Third-Party Facilities and Retail Activities**

[Manual 7, Long-Term Obligations](#) contains the complete policies described below.

1. **Conversion Policy**<sup>1</sup>. A conversion occurs when one or more of the following takes place, whether affecting an entire site or a portion of a site funded by RCO:
  - Permanent property interests are conveyed for non-public, outdoor recreation, habitat conservation, or salmon recovery uses.<sup>2</sup>
  - Permanent property interests are conveyed to a third party not eligible to receive grants in the program from which funding was derived.
  - Non-outdoor recreation, habitat conservation, or salmon recovery uses (public or private) are made in a manner that impairs the originally intended purposes of the project area.
  - Non-eligible indoor facilities or non-eligible structures are built in the project area.

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<sup>1</sup> [RCW 79a.25.100](#) Marine recreation land with respect to which money has been expended under [RCW 79A.25.080](#) shall not, without the approval of the board be converted to uses other than those for which such expenditure was originally approved. The board shall only approve any such conversion upon conditions which will assure the substitution of other marine recreation land of at least equal fair market value at the time of conversion and of as nearly as feasible equivalent usefulness and location.

[RCW 79A.15.030 \(9\)](#) Habitat and recreation land and facilities acquired or developed with moneys appropriated for this chapter may not, without prior approval of the board, be converted to a use other than that for which funds were originally approved. The board shall adopt rules and procedures governing the approval of such a conversion.

<sup>2</sup> Unless approved as an Exception to Conversion. See Exception to Conversion section in [Manual 7, Long-Term Obligations](#), p13-15.

- Public use of the property or a portion of the property acquired, developed, or restored with an RCO grant is terminated unless public use was not allowed under the original grant.
- If a habitat project, the property or a portion of the property acquired, restored, or enhanced no longer provides the environmental functions for which RCO funds were approved originally.

2. **Allowable Uses Policy.**<sup>3</sup> To be in compliance with the grant, use of grant-assisted project site must be one of the following:

- Identified in the grant agreement.
- Allowed by RCO policy.
- Approved by RCO or the funding board.
- The use must be consistent with the essential purposes of the grant (i.e., consistent with the grant agreement and grant program).
- All practical alternatives to the use, including the option of no action, must have been considered and rejected on a sound basis.
- The use must achieve its intended purpose with the least possible impact to the habitat or outdoor recreation resource.
- If the use impacts the type of resource the grant is designed to protect (habitat or outdoor recreation), it must provide at least equivalent benefit to that type of resource so there is no overall impairment.
- To remain in compliance with the grant, the project site use must continue in the manner approved by RCO.

3. **Income Use and Fee Policy**<sup>4</sup>. Any site-based income must be market rate and not excessively overpriced for nonresidents. Income must be used to support the operation of the facility or similar facilities managed by the sponsor. If different fees are charged for residents and nonresidents, the non-resident fee must not exceed twice that imposed on residents. If no resident fee is charged, then a non-resident fee must not be charged.

#### Use of Income

Regardless of whether income or fees in a project work site (including entrance, utility corridor permit, cattle grazing, timber harvesting, farming, etc.) are gained during or after the reimbursement period cited in the agreement, unless precluded by state or federal law, the revenue may be used only to offset the following:

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<sup>3</sup>[Manual 7, Long-Term Obligations](#) p18-19

<sup>4</sup>[Manual 7, Long-Term Obligations](#) p41-42

- The sponsor's matching funds.
- The project's total cost.
- The expense of operation, maintenance, stewardship, monitoring, or repair of the facility or program assisted by the funding board grant.
- The expense of operation, maintenance, stewardship, monitoring, or repair of other similar units in the sponsor's system.
- Capital expenses for similar acquisition, development, or restoration.

If the income exceeds the system's operation, maintenance, or monitoring costs, it must be deposited in a capital reserve fund. This fund must meet the following criteria:

- Be identified in the sponsor's official annual budget for acquisition and/or development of lands or facilities.
- Only be used to further the capital goals and objectives identified in the sponsor's park and recreation, habitat conservation, or salmon recovery plan.
- Only be applied to the sponsor's other Recreation and Conservation Funding Board projects in the same category.

4. **Concessionaire Facilities**<sup>5</sup>. A project sponsor may provide for the operation of a Recreation and Conservation Funding Board assisted facility by granting a concession agreement or lease to a private organization or individual under certain conditions. The project sponsor is responsible for assuring compliance with all applicable state and federal requirements. Delegation or transfer of certain management or operational responsibilities to concessionaires or lessees does not relieve the project sponsor of any compliance obligations, including those relating to conversion of an RCO-funded property.

All concession or lease documents for the operation of board funded projects by private organizations or individuals must address the following:

- In order to protect the public interest, the project sponsor must have clear ability to periodically review the performance of the lessee or concessionaire and terminate the lease or agreement if its terms and the provisions of the grant agreement (including standards of maintenance, public use, and accessibility) are not met.
- The document shall clearly indicate that the leased/concession area is to be operated by the lessee/concessionaire for public purposes in compliance with the provisions of the grant agreement.

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<sup>5</sup>[Manual 7, Long-Term Obligations](#) p42-43



- The document shall require that the area be identified as being publicly owned and operated for public outdoor recreation and/or habitat conservation purposes.
  - The document shall require that all fees charged by the lessee/concessionaire to the public must be competitive with similar facilities.
  - Any proposed lease/agreement must be reviewed and approved by RCO.
5. **Commercial “Use Certification” Policy.** In the Boating Facilities Program<sup>6</sup> only, the operator of a grant funded facility may allow commercial uses of the facility in the form of the moorage or launching of commercial vessels, boat rental facilities, or food concessionaires (for example) if the use is de minimis for the overall site.

In these cases, if retail activities are deemed outside of policy, or otherwise allowed with mitigation, requests may be denied. If uses prohibited uses exist may result in a conversion, often in the form of a dedication of replacement property.

### Sample Discussion Questions

At the board meeting staff will propose discussion on the following items:

- Do retail activities such as food service, rentals, guides and outfitter facilities, cottage goods markets, special events, interpretation centers, and amusements serve a recreational or conservation purpose on board funded properties?
- Should the board contribute to facility development that supports concessionaire operations?
- Should sponsors be required to mitigate for activities that do not conform to our policies and agreement but still serve a recreation or community purpose?
- What level of oversight and effort is appropriate to evaluate and allow various uses?

### Next Steps

After discussion, staff will identify next steps at the board’s direction.

### Strategic Plan Link

The board’s strategic plan prioritizes the evaluation and development of plans and policies that support our partners’ and the state’s recreation and conservation priorities.

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<sup>6</sup> [Manual 9, Boating Facilities Program](#). p15, 23-25

The plan directs the board and RCO to develop clear and transparent policies and procedures that allow sponsors to be successful in delivering parks and recreation, and conservation services. This is accomplished by gathering and interpreting data and sponsor feedback that informs board programs to provide flexibility across a range of activities.

Clear and transparent policies ensure strong partnerships and relationships with the public and adapting policies as programs grow and change demonstrates increased understanding of partner needs.

Lastly, grant programs consistently move towards providing more opportunity for the public by providing and allowing a diversity of parks and recreation and conservation venues to ensure statewide outdoor recreation and conservation needs are being met within statutory constraints.

## RECREATION AND CONSERVATION FUNDING BOARD SUMMARY MINUTES

**Date:** October 5, 2021

**Place:** Online

### Recreation and Conservation Funding Board Members:

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<b>Ted Willhite, Chair</b>	Seattle	<b>Shiloh Burgess</b>	Wenatchee
<b>Kathryn Gardow</b>	Seattle	<b>Angus Brodie</b>	Designee, Department of Natural Resources
<b>Michael Shiosaki</b>	Seattle	<b>Amy Windrope</b>	Designee, Washington Department of Fish and Wildlife
<b>Henry Hix</b>	Okanogan	<b>Peter Herzog</b>	Designee; Washington State Parks and Recreation Commission

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

### Call to Order

**Chair Ted Willhite** called the meeting to order promptly at 9am and made brief remarks about the unprecedented times. Addressing **Julia McNamara**, Recreation and Conservation Office (RCO) administrative assistant, he requested a roll call, which determined quorum. **Members Brodie and Windrope** were initially absent from the meeting. **Wyatt Lundquist**, RCO Board Liaison, provided an overview of the webinar etiquette and Chair Willhite asked for a motion to approve the agenda.

**Motion:** Approval of October 5, 2021 Agenda

**Moved by:** Member Shiosaki

**Seconded by:** Member Burgess

**Decision:** Approved

### Item 1: Consent Agenda

**Chair Willhite** sought a motion for Resolution 2021-27 to approve the June 30, 2021 meeting minutes, the Recreation and Conservation Funding Board (RCFB/Board) 2022 Meeting Calendar, several time extensions and cost increases, and two volunteer recognitions. The two volunteers were **Chris Mueller** and **Rosendo Guerrero**.

**Motion:** Approval of Resolution 2021-27  
**Moved by:** Member Burgess  
**Seconded by:** Member Hix  
**Decision:** Approved

## Item 2: Director's Report

### Director's Report

RCO Director, **Megan Duffy**, provided an overview of RCO's activities in the past quarter. This included the submission of two decision packages to legislature- one half Fulltime Employment (FTE) for the Washington Invasive Species Council and another FTE for the Governor Salmon Recovery Office.

Director Duffy also provided introductions of new staff positions. New staff included **Josh McKinney**, Communications Specialist, **Sarah Johnson Humphries**, Archaeologist, and **Leah Dobey**, Policy Specialist, and current staff who changed positions, **Ashly Arambul**, **Marc Duboiski**, and **Chris Poppek**.

Ms. Duffy said she met with the National Association of State Outdoor Recreation Liaison Officers virtually to discuss the Land and Water Conservation Fund (LWCF), and that she is on a hiring committee for State Parks and Recreation Commission's (State Parks) new State Trails position.

Next, there was discussion on whether to host an in-person meeting in January 2022. Overall, board members recognized that it would be nice to meet in person, but uncertainty around COVID makes it necessary to hold the January meeting virtually.

**Motion:** Move to Approve hosting the January 2022 meeting on Zoom  
**Moved by:** Member Shiosaki  
**Seconded by:** Member Burgess  
**Decision:** Approved

**Mr. Lundquist** provided an overview of the RCFB survey concerning meeting materials and process. Most replies were positive, but board members requested extended time for board discussion on agenda topics.

### Grant Management Report

**Marguerite Austin**, Recreation and Conservation Grants Section Manager, provided an overview of work completed in the last quarter. This included receiving notice of a national achievement award from the Coalition for Recreational Trails for Evans Creek

Off-road Vehicle Area and the \$7.6 million in grant funds that **Director Duffy** awarded to alternates and partially funded projects on board approved ranked lists.

### **Grant Services Report**

**Kyle Guzlas**, Grant Services Section Manager, provided an overview of the grant sections activity in the past quarter, including advisory committee recruitment where RCO sought to fill 30 volunteer spots. All volunteer seats have been filled. Mr. Guzlas noted that most applicants found out about the recruitment through an electronic newsletter.

The RCO Director approved a new stipend (volunteer compensation) policy in September. Advisory committee service involves a significant time investment that poses a potential barrier to participation. This policy allows some volunteer advisory committee members to be compensated through a stipend for their work on policy development teams and grant application review and evaluation committees. Community member volunteers may opt to receive a stipend. This includes:

- "Citizen" volunteer members
- Individuals representing non-profits and tribes who are not paid by their organization to participate.

**Member Shiosaki** commented on his support of the stipend policy

**Member Gardow** requested an update on the policy as it moves forward along with the update on the evaluation of the use of a virtual meeting process for the next grant round.

Kyle Guzlas responded to Member Gardow that the update would occur after the next grant cycle in the spring of 2023.

*General public comment: No comment.*

### **Item 3: Featured Projects**

**Beth Auerbach**, Outdoor Grants Manager, presented the featured projects ([16-1824](#) and [18-2003](#)), which were located in the City of Lakewood at Harry Todd Park. These projects were funded with over \$2.2 million in Washington Wildlife and Recreation Program (WWRP) and Aquatic Land Enhancement Account (ALEA) grants.

### **Item 4: Policy Updates**

#### **Equity Review Project Updates**

**Wendy Brown**, Policy Director, provided an update on the Equity Review Project.

For the review, RCO hired the Prevention Institute and Vida Agency. The Prevention Institute staff are taking a deep dive into the entire RCO grant process and the Vida Agency is supporting the public outreach component. The public outreach will include up to twelve first round listening sessions, with a second round of listening sessions to follow in the spring. Invitees to the listening sessions include tribes, local governments, organizations serving immigrants, people with disabilities, parents, youth sports, previous sponsors, and environmental justice groups. One session will be hosted in Spanish and another in Vietnamese.

The RCO Policy Team has also been working with ESRI to map previously funded RCO projects onto the Department of Health's environmental health disparities map. These maps will help RCO see what communities have received RCO funding over time and what the status of those communities is via the criteria used by the Department of Health.

### **Physical Activity Task Force**

**Katie Pruitt**, Planning and Policy Specialist, provided an update on the Physical Activity Task Force. The task force is directed by legislative proviso to increase access to athletic facilities and improve physical activity in youth and families. The task force will provide a joint-use agreement template, help create an inventory of K-12 school fields, athletic facilities, and parks, and provide best practices and policy recommendations in a final report to the legislature by February 1, 2022.

**Chair Willhite** asked if trails would be included within the data. Ms. Pruitt noted that trails would not be included.

### **SCORP**

**Katie Pruitt** provided an overview of the Washington State Recreation and Conservation Plan (SCORP) and Trails Plans.

Ms. Pruitt said that the National Park Service (NPS) has provided funding for the SCORP update. To guide plan development, steering committees for the SCORP and Trails Plan have focused on the engagement strategy, planning products, policy priorities, and implementation.

To improve community engagement, Ms. Pruitt noted that several surveys would be widely distributed. There will be a statistically significant demand survey distributed randomly by Eastern Washington University (EWU); a provider survey, which will go to land managers; and the experience survey, which will be widely distributed. The experience survey is a convenience sampling that will be targeted toward specific user groups, but all Washingtonians are encouraged to participate.

Ms. Pruitt stated that the board will be briefed in January on the results of these surveys.

**Member Gardow** asked if there is a question that addressed users recreational site transportation. Ms. Pruitt said this would be addressed in the demand survey. **Chair Willhite** asked about data gathering in relation to frequency of use and carrying capacity of specific sites. Ms. Pruitt noted that the demand survey does not tackle specific sites. Addressing **Member Herzog**, Chair Willhite wanted to know if data of cars and trail users are being collected. Member Herzog was hopeful that more trail head counters and cell-phone data would lead to better and more accurate data.

Chair Willhite asked if the board could engage in a longer discussion regarding carrying capacity at its January meeting. **Member Shiosaki** noted that even with increased user data, it is difficult to address carrying capacity because land managers do not have pre-determined metrics to reflect when a site is at max capacity.

### **Trails Plan**

**Ben Donatelle**, Policy specialist, showcased the new [SCORP website](#). This website will hold all the SCORP/Trails surveys and several maps. The website will likely be launched third week of October.

One feature allows for participants to pin a point on a map and write why they love that place. Addressing that survey, **Member Gardow** asked if people could submit several times. Mr. Donatelle replied that yes, several responses are allowed. Member Gardow also expressed concern with barriers to recreating, including user conflicts. Mr. Donatelle noted that survey participants may identify this in the survey and that land managers would need to determine the best methods for addressing those conflicts.

**Member Windrope** joined the meeting at 11:05 AM.

### **Stadium Youth and Community Athletic Facilities Fund**

**Adam Cole**, Policy Specialist, provided an overview of the Stadium Youth and Community Athletic Facilities Funds, which came to RCO through excess revenues from bond sales for the Seattle Seahawks stadium. Mr. Cole reported that there has been collaborative work with a small work group to determine how this funding should be spent. Mr. Cole will provide an update to the board at the January 2022 board meeting.

### **BREAK- 11:20AM-11:30AM**

## **Item 5: Land and Water Conservation Fund's Outdoor Recreation Legacy Partnership Program: Application Overview and Public Comment**

**Karl Jacobs**, Senior Outdoor Grants Manager, provided an overview of the LWCF Outdoor Recreation Legacy Partnership (ORLP) program. This program focuses on urban areas and underserved communities and provides grant funding for the acquisition and development of public land for outdoor recreation purposes.

New this year, there is no longer a limit to the number of applications each state could submit to the NPS, which runs the program. There is also a maximum funding increase per project to \$5,000,000.

There were four applications submitted this year. The projects include:

- [21-1300](#): Lakeland North Urban Nature Park in King County
- [21-1304](#): Be'er Sheva Phase 2 in Seattle
- [21-1305](#): Garfield Super Block in Seattle
- [21-1284](#): Gate-Belmore Trail 66<sup>th</sup>-88<sup>th</sup> Avenue in Thurston County

The board permanently delegated authority to the director to submit ORLP applications to the NPS at its July 2018 meeting. Each grant cycle, staff must provide an update to the board along with a summary of the grant applications submitted for review in an open public meeting. This update satisfies the board's requirement.

## **Item 6: Land and Water Conservation Fund: Increasing Grant Limits**

**Marguerite Austin**, Recreation and Conservation Grants Section Manager, provided a follow-up on increasing the LWCF grant limits as requested by the board in the June 2021 meeting. This fund is used for acquiring and developing outdoor recreation areas. The funding has increased significantly over the past 12 years and our state is anticipating \$7-\$12 million each biennium. While the funding has increased, the grant limit has not, and 83 percent of project submissions are requesting the maximum amount of \$500,000.

To determine if an increase is needed, RCO spoke with several entities, including the Washington Recreation and Park Association. From these discussions, RCO gathered that there is strong support for increasing the grant limit because of current construction costs and the timeline, complexity, and difficulty of completing the federal paperwork. Conversely, there is concern about smaller projects competing if the grant limit is increased. Other challenges RCO staff identified include using other RCO grants as match and RCO staff's ability to keep up with the federal program changes and communicate those changes to applicants.



Ms. Austin suggested that the board consider options for:

- A minimum limit
- An increased maximum limit and the size of that increase
- Possible tiered approach
- Use of other RCO grants as match

Before seeking direction from the board, Ms. Austin presented several options that the board could choose from.

Project Type	Option 1	Option2	Option 3	Option 4	Option 5 No Change
Acquisition	\$1,000,000	\$1,500 000	\$2,000,000	No Limit	\$500,000
Development	\$1,000,000	\$1,500 000	\$1,500 000	No Limit	\$500,000
Combination	\$1,000,000	\$1,500 000	\$2,000,000	No Limit	\$500,000
Minimum Request	10 percent of the maximum			\$200,000	\$25,000

Overall, the board was in favor of increasing the grant limit but asked what staff had suggested. Ms. Austin explained that staff were in favor of a minimum funding level of \$100,000, no limit on the maximum request, no tiers, and match not being provided through other RCO grant programs.

After discussion, the board directed staff to solicit public comment and include the following:

- Minimum amount: \$100,000 or 10 percent of the maximum limit
- Maximum amount: \$1.5 million, \$2 million, no limit, and the option that provides \$1.5 million for an acquisition or development project and \$2 million for a combination project.

The board will await public comment before deciding on increasing the limits in January.

**Member Windrope** stepped away shortly at 12:04PM

**LUNCH- 12:25PM-1:25PM**

## Item 7: Complementary Uses

**Adam Cole**, Policy Specialist, provided a briefing update on the Complementary Uses policy. This policy addresses the establishment of retail operations, concessionaires and third-party providers of park and recreation services on board funded properties. This could include retail rental/outfitters, food service, amusements, plazas, farmers markets, concerts, festival, movies, and even museums.

Currently, most of these are not allowable uses within RCO projects. Before Mr. Cole presented examples, **Member Gardow** asked how often conversions come to RCO. When sponsors come forward with a request, they are guided toward the “allowable uses” policy to see if a conversion is needed to accommodate the ineligible use of a board funded facility.

**Member Windrope** asked if habitat and ecosystem acquired lands are also pointed to the “allowable uses” policy when they want to establish a service. Mr. Cole explained they are, but because these lands are granted for a different use (conservation rather than recreation), alternative uses are viewed differently because the goal of those grants are conservation.

For further discussion, Mr. Cole provided several questions for board consideration:

1. Do retail activities such as food service serve a recreational or conservation purpose on board funded properties?
2. Should the board contribute to facility development that supports concessionaire operations?
3. Should sponsors be required to mitigate for activities that do not conform to our policies and agreement but still service a recreation or community purpose?
4. What level of oversight and effort is appropriate to evaluate and allow various uses?

When opened to discussion, **Member Shiosaki** noted his own conflicted feeling on the topic, specifically surrounding concessionaires. He did not see a need for a full policy change but believed that a park should serve its patrons. **Member Gardow** was concerned with who makes the decision on what is allowable. She provided an example of using blankets versus a chair that a restaurant established. **Member Windrope** agreed with Member Shiosaki. She specifically used educational centers as an example use that would service, and perhaps enhance, the patron experience. She indicated that perhaps the policy should have more leeway and be less black and white to allow for more uses.

**Member Brodie** joined at 2:00 PM.

*Public Comment:*

**Doug Levy**, provided comment on the complementary uses and YAF funds. Addressing complementary uses, he believed that a checklist of the appropriate uses and an expedited process would be appropriate. Addressing YAF funds, he wanted to make sure that members of the Washington Recreation and Parks Association were able to provide input into the grant process and urged RCO to consider non-traditional sports and maintenance within their funding decision.

Following comment, Member Gardow noted that having complementary uses available could also help fund parks and there should be more discussion on the topic held at the RCFB retreat. Chair Willhite suggested as a next step staff work within existing policies to ensure processes for requesting and potentially being granted an “allowable use” is accessible and transparent to sponsors.

**Item 8: The Trust of Public: Green Schoolyards Project**

**David Patton**, Trust for Public Land (TPL), provided an overview of the Green Schoolyards program.

Green schoolyards are schoolyards open to the community after school hours and are designed by the school and surrounding neighborhood as nature-rich hubs for community health and climate resilience.

Mr. Patton explained that less than one percent of schoolyards are open to the public and those that are often lack a green design. By opening these schoolyards and redesigning them, they will be able to provide the community with a park within a ten-minute walk.

For these spaces to exist, the TPL must create partnerships with school districts, non-profits, recreation departments, local parks, and others.

In Washington, about 1/3 of residents do not live within a ten-minute walk to a park. To study the impacts of green schoolyards on community health, academic performance, and social cohesion, TPL has partnered with Seattle Children’s Hospital and the University of Washington. Over three years, six green schoolyards will be created within Tacoma, with the first being Jennie Reed Elementary School.

**Member Gardow** asked if these are available during school hours. Mr. Patton relayed that use is limited during school hours to keep children safe.

**BREAK: 2:46PM-3:05PM**

## **Item 9: Washington Wildlife and Recreation Program (WWRP) State Parks Category Evaluation Criteria Changes**

**Karl Jacobs**, Senior Outdoor Grants Manager, provided a briefing on the WWRP State Parks Category criteria changes.

In June, the board had suggested two changes:

1. Consider a project's potential impacts from climate change (as well as 'to' climate change) in the design. This change was made to criteria four.
2. Incorporate consideration of diversity, equity, and inclusion (DEI). Language for this was integrated into criteria one through four.

After integrating these changes, RCO solicited public comment and received six comments.

Addressing next steps, Mr. Jacobs explained that RCO staff and State Parks will work together to address the public comments and bring back a decision to the board in January of 2022.

**Member Herzog** explained that the State Parks Commission's intent was to integrate diversity, equity, and inclusion well into the fiber of the criteria and wanted to do something now before RCO's broader equity review is completed.

### *Public Comment:*

**Christine Mahler**, WWRC, provided comment in support in the criteria changes. She noted that consistent definitions would be helpful, and that terminology is important, for example "historically excluded" may be a more appropriate term than "marginalized." Finally, she noted that ecological resources are also important, and we should maintain a balance in the criteria.

## **Item 10: State Agency Partner Reports**

### **Governor's Office**

**Jon Snyder** provided an update on the activities of the Governor's Office.

Opening, he explained the Governor's Office is focused on COVID vaccinations and how to keep people safe.

Next, he noted that most state agencies have submitted their supplemental budget requests to the OFM in preparation for the Governor's budget. There were also policy submissions on boating and water safety, and electronic bike use.

Addressing federal funding and bills, Mr. Snyder said that there are two new bills, an infrastructure bill and a budget reconciliation bill. These bills have not yet been passed. He also mentioned that there are new programs in the federal budget bill, one for climate action and one for transportation and community connections.

**Member Shiosaki** was excused from 3:10PM-3:28PM.

### **Department of Natural Resources**

**Member Brodie** provided an overview of the Department of Natural Resources activities.

Member Brodie displayed wildfire graphics depicting the acreage of land burned from 2000-2021. In 2021, 669,875 acres of land burned due to wildfires. He recognized the hardship of land closures due to these wildfires and climate conditions.

Addressing staff changes, Member Brodie informed the board that DNR will be separating a current position that focuses on conservation, recreation, and transactions into two positions, one of which will focus solely on conservation and recreation. DNR is also seeking to fill the Assistant Division Manager for their Recreation and Conservation Program and has filled a grant management position.

For legislative requests, DNR submitted two recreation program packages including a request of \$3.2 million for recreation enforcement and maintenance, and a \$4.8 million request for the Puget Sound Corp Program.

### **State Parks and Recreation Commission**

**Member Herzog** provided a short report on the State Parks recent activities.

He noted that State Parks is prepping for the 2022 supplemental budget request, which has been submitted to OFM. State Parks will be requesting an FTE for a cultural heritage tribal liaison who will help implement House Bill 2102. They will also seek funding for a climate change resilience package that will include hiring a Climate Change Resiliency Coordinator.

Addressing hiring, Member Herzog noted that State Parks has hired a new DEI Director, is seeking to hire a Trail Program Manager, and the recruitment for a Human Resources Director is underway.

Member Herzog closed expressing excitement on the collaborative work with the DNR and the Washington Department of Fish and Wildlife (WDFW) on adaptive management and carrying capacity as it pertains to tribes.

**Chair Willhite** asked for greater detail on the use of public lands and Member Herzog presented a graphic that depicted the 2019-2021 State Parks attendance through July of 2021. Because of the higher attendance level, State Parks revenue has increased from \$58.5 million in 2019 to \$71.8 million in 2021.

**Department of Fish and Wildlife**

**Member Windrope** provided an overview of WDFW's 2022 supplemental budget requests and WDFW's activities.

WDFW will ask for \$3.5 million in ongoing general funds to manage recreation facilities and \$1 million in ongoing general funds to expand the cultural resources review and the Restore America Wildlife Act is in play and would fund the non-consumptive side of wildlife agencies.

Addressing WDFW activities, Member Windrope explained that an audit of WDFW's cultural was completed. From this audit they found that sexual harassment is currently not a significant issue within the Department and there is a high level of trust in supervisors. However, they did find that there is a need for greater diversity within the agency.

In closing, Member Windrope noted that the vaccine mandate will likely have an impact on services that the agency provides.

**ADJOURN: Meeting adjourned at 3:50PM**

Meeting adjourned at 3:50 PM

**Next Meeting:**

January 25-26, 2022, Regular Meeting, Location to be determined

**Approved by:**

A handwritten signature in black ink, appearing to read "Ted Willhite", is written over a horizontal line.

Ted Willhite