

August 20, 1966

1. Presentation of quantitative needs data to be included in revised statewide outdoor recreation plan
2. State agency project site programs for receipt and discussion
 - a. State Parks and Recreation Commission
 - Pac. and Grays Harbor Area
 - Puget Sound-San Juan Complex
 - The Potholes - Columbia Basin
 - b. Department of Game
 - c. Department of Natural Resources
 - d. Department of Fisheries
3. ADJOURNMENT

INTERAGENCY COMMITTEE FOR OUTDOOR RECREATION

MINUTES OF SPECIAL MEETING (draft)

General Administration Building

Olympia, Wash.

Saturday, August 20, 1966

Marvin B. Durning, Chairman

MEMBERS PRESENT

Chairman Marvin B. Durning, Lewis A. Bell, Warren A. Bishop, John A. Biggs, Director, Department of Game; (p.m.); Charles H. Odegaard, Director, Parks and Recreation Commission; Charles G. Prahl, Director Department of Highways (a.m.); Gene Kacson, Acting Administrator.

MEMBERS ABSENT

Keith Campbell; Thomas O. Wimmer; Bert L. Cole, Director, Department of Natural Resources; Thor C. Tollefson, Director, Department of Fisheries; Daniel B. Ward, Director, Department of Commerce and Economic Development; Einar H. Hendrickson, Administrator (on vacation).

STAFF OF MEMBER AGENCIES PRESENT

Department of Commerce and Economic Development

Ann Williams, Consultant

Paul Benson, Chief, State Planning Section

Judson Wonderly, Assistant Director

Department of Fisheries

Elmer Quistorff,

Department of Game

Stan Scott, Acting Outdoor Recreation Coordinator

Norm Knott, Chief, Land Management Division

Carl N. Crouse, Assistant Director

Department of Highways

Willa Mylroie, Research Engineer

Department of Natural Resources

A. R. O'Donnell, Technical Assistant

Mike Bigley, Technical Assistant

Annette Tussing

State Parks and Recreation Commission

John Vibber

Interagency Committee

Amy Bell, Milt Martin

REPRESENTATIVES OF OTHER AGENCIES

Attorney General

Lloyd Peterson, Assistant Attorney General

Economic Development Administration

Lyman Johnston

Bureau of Outdoor Recreation

Fred Overly, Regional Director; Maurice Lundy, Bob Smith

Central Budget Agency

Ray Berlin

SUBCOMMITTEE ON PARKS, RECREATION AND TOURISM

Avery Garrett, Chairman

The special meeting of the IAC was called to order by Chairman Durning at 9:30 a.m. August 20. Members and guests were introduced as identified above. Roll call in the morning included: Marvin B. Durning, Lewis A. Bell, Warren A. Bishop, Charles H. Odegaard, Charles C. Prahl and Gene Kacson. Afternoon roll call included: Marvin B. Durning, Lewis A. Bell, Warren A. Bishop, John A. Biggs, Charles H. Odegaard and Gene Kacson. A staff memo dated August 16, identified the limited purpose agreed upon by Committee action of July 23 for this occasion (on file). The agenda described the function of this special purpose meeting to present (1) quantitative needs data to be included in revised Statewide Outdoor Recreation Plan, and (2) state agency project site programs for receipt and discussion.

1. Presentation of quantitative needs data to be included in revised statewide outdoor recreation plan.

After a brief review of continuing work on the Statewide Outdoor Recreation Plan Mr. Benson referred to a tabulated presentation of recreation demand information. During the course of this presentation he itemized from notes, calculations of demand days (adjusted to average peak days) and cost standards for about 20 recreational activities. Acquisition figures could be localized by region, but development data was on a statewide basis.

Chairman Durning emphasized the importance of having the plan as a basis for biennium project determinations and concern was expressed that the IAC would be delayed in presenting a capital budget to the CBA prior to October 1 for incorporation into the Governor's budget for the Legislature.

Discussion among IAC members and BOR brought out the following: (1) the demand figures were based on criteria acceptable to BOR, (2) the Plan could be acceptable for up to 18 months or two years, (3) further regional studies would have to be undertaken under the proposed plan extension, (4) data on less than regional basis should be the responsibility of the smaller planning units, (5) several more years would be required to develop a plan which would be complete and definitive, (6) no plan could statistically supplant the judgment of the Committee, (7) needs in Washington were so great that it would be difficult to make a serious mistake, (8) many agencies require more financing than the IAC would be able to fund, (9) the agencies should be able to justify their requests and projects and (10) it should be an IAC staff function to review projects to prevent duplication and conflict.

Among questions raised and answered were the following: (1) Mr. Bishop was assured that the methodology on need satisfied BOR criteria, (2) the Chairman was advised that Puget Sound Governmental Conference findings were incorporated as a basis for urban demands, (3) it is not proving possible to cost out all demands where multiple uses occur on same site, (4) problems of reconciling inventory errors in county supply data were yet to be resolved

from forms submitted to State Parks in 1965 for BOR data processing, (5) existing data could only be analyzed on a statewide rather than a "localized" basis to establish priorities between regions, (6) more extensive and expensive sampling of demand would be necessary to obtain valid data for small governmental units; this should be a local planning task, (7) BOR representatives assured the Committee that a limited extension of eligibility under the forthcoming plan would be premised upon diligence in gathering more adequate data within the next two years, (8) Mr. Overly expressed a judgment that demands in one sector would not be overruled by statistical priorities so long as the apparent weakness in methodology make Committee deliberation a more important criteria, and (9) Mr. Bishop express the precedent of CBA in accepting a programming philosophy by activities rather than project sites so as to maintain consistency with a generalized statewide plan. A consensus developed that the limited scope of the new plan would leave project screening to post facto site review by IAC after the IAC has exercised its budgetary role to advise the Governor and Legislature on (a) division of the supplemental funds under IAC purview between acquisition and development purposes and (b) apportionment between agencies according to their basic responsibilities, so as to implement long range needs.

Mr. Benson was unable to give the IAC any promise of time to have the plan data available in such a fashion as to permit biennium program (project) coordination for budget purposes in accord with Initiative 215 responsibilities of the Committee.

Mr. Overly reported that due to a \$20,000,000 sale of surplus real property, the LWCF would be 98% of the estimated amount for FY 1966 and that for 1968 a \$100,000,000 supplemental appropriation above the \$110,000,000 regular appropriation was being promulgated by the Federal Bureau of Budget to activate outdoor recreation acquisitions. The BOR expected to have programming figures for the coming biennium ready for the September meeting.

2. State agency project site programs for receipt and discussion.

Maps were provided to show location of projects of the four agencies for 1967 and 1967-9 biennium. Development of responsible programming requires that priorities be determined against a framework of the needs data provided by the comprehensive plan and in such a way as to achieve optimum goals within the plan period. Analysis of deficiencies and establishment of priority factors based on these needs is a first step. Additional priority criteria should be established to reflect agency ability to meet needs in the most economic and effective manner. These determinations should not be made as between state and local agencies alone, but by type of agency, whether state or local. Such determinations must be adjusted to the capacity of the agency to operate and maintain projects when completed. Establishment of the types of criteria indicated above, whether expressed in criteria factors or dollar amounts will permit programming on a uniform basis and provide the basis for a continuing and demonstratable record of progress toward outdoor

recreation goals and ensure that program emphasis is proportionate to urgency. An analysis of prior program trends will serve two purposes. It will ensure that Committee programs are kept at a supplemental level, and it will serve as a check, though not a guide, of program trends. Availability and criteria of federal matching programs will provide a major consideration in final adjustment of program criteria. The restrictions and conditions of the several programs are such that the best use of IAC funding may require that initial criteria be tempered by these factors.

a. State Parks and Recreation Commission. Mr. Odegaard made the presentation for the Parks Commission. Referring to an overlay map for identification Mr. Odegaard outlined the acquisition and development projects proposed by the Parks Department in 1967 and during the 1967-69 biennium. He indicated that the Parks Department has placed a specific emphasis for acquisition and development within three areas of the state. The three areas indicated were (1) the Pacific and Grays Harbor Area, (2) the Puget Sound - San Juan Complex, and (3) the Potholes - Columbia Basin Area. Mr. Odegaard indicated that within Area 1 the anticipated major developments would take place at Leadbetter Point, Ft. Canby, Twin Harbors, and Ocean City. He emphasized that Area 2, the Puget Sound - San Juan Complex, includes approximately 35 islands much of which is in the control of the Bureau of Land Management and that the primary emphasis in this area will be development. In Area 3, the Potholes - Columbia Basin Area, where cooperative efforts between the Parks Department Game Department, Bureau of Reclamation and the U. S. Corps of Engineers does not present a problem in the acquisition of land, the major emphasis will be development. He indicated that at the present time the Bureau of Reclamation and the Game Department, along with the Parks Department are meeting approximately once each month, in order to determine the best use of the land under control by these agencies.

In response to a question by Mr. Bishop, Mr. Odegaard indicated that the budgeted Park funds for 1967-69 biennium would total approximately ~~\$20.7~~ ^{\$22} million. ~~Of this amount approximately \$6.5 million is earmarked for acquisition and about \$14.1 million for development. Of the \$14.1 million~~ ^{6.6 Mill. in acquisition} scheduled for development, approximately \$4 million is scheduled for use within the three primary areas outlined by Mr. Odegaard, and about \$1 million will be used for minor development projects throughout the state. The balance, ~~or approximately \$13.1 million~~ ^{The amount} will be used for ~~major~~ ^{major natural} development projects.

Mr. Bishop inquired as to whether the Parks Department had progressed far enough in its planning for the 1967-69 biennium as to be able to distinguish between capital improvement program expenditures and the capital budget funds to be expended. Mr. Odegaard explained the normal sources of revenue available to the Parks Department and indicated that a greater amount of the Parks Department revenue each year was going into the operating portion of their budget and that now approximately 80% of the total revenues were going into the operation of facilities and that it was anticipated that this amount will increase to 100% of the earmarked sources the Parks Department receives in the next biennium. Mr. Bishop then asked that if 100% of the earmarked

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funds for the state budget are to be used for operation, how would the minor development projects listed by Mr. Odegaard be funded for completion. Mr. Odegaard's reply was that at the present time the funds for development will have to come from Initiative 215, Referendum 11, BOR, HUD or other sources of income.

- b. Department of Game. Mr. Stan Scott made the presentation for the Game Department. Mr. Scott made reference to material that had been prepared by the Game Department and presented to members of the IAC. He indicated that the material contained a list of lakes and waterside or stream-bank acquisition sites and that the sites were referred to as "proposed" sites when actually they should be referred to as "potential" sites. He indicated that the written information contained potential acquisition sites throughout the state and were based on a regional basis and are part of the Department's 20-year comprehensive plan. He indicated that the 20-year plan consisted of sites that the Department now owns or controls and potential sites that the Department feels should be acquired to meet the need within the next 20 years. Mr. Scott indicated that the 1967-69 biennium needs were also included in the 20-year comprehensive plan. He reviewed the potential water access sites throughout the state as identified by region. In response to an inquiry by the Chairman regarding the possibilities of the Committee receiving a confidential supplement from the Game Department to specifically identify and locate future streambank, salt water and lake access areas, Mr. Scott replied that it was not the intent of the Game Department to withhold information from the Interagency Committee in regard to land acquisitions and that the Committee would be the first to know, unless the Game Commission should happen to meet before the regular meeting of the Interagency Committee. He also explained the procedure for acquiring property in specific areas and obtaining options through negotiation with property owners when land became available on specific lakes or streams. Mr. Bishop commented that he did not think the Committee should require the Game Department to identify by specific project and by specific location a stream access or lake access. He further indicated that the Central Budget had tried to establish a concept of appropriations within the capital budget that would give some flexibility to the department's administration of the capital budget and that what the Chairman was suggesting was in effect taking away the gain that had been made by the Central Budget Agency. The individual departments' capital budget is actually divided into two phases, the planning phase and the execution phase. At this point of Mr. Scott's presentation the Committee became involved with several areas of discussion relating to (1) the method whereby potential water access sites for acquisition could be made known to the Committee before the general public had knowledge of the exact location, (2) the attitude of the CBA and the Legislature in regard to approving this type of programming, (3) who would undertake the responsibility for preventing duplication.

in specific areas of responsibility if this program is adopted, (4) the procedure for review of project proposals by the Technical Committee and the IAC staff, (5) the attitude of CBA towards the reviewing and approving of specific projects by agencies and particularly the Parks Department in regard to the programming method or the line item method, and (6) the flexibility that the agencies should be allowed in the capital budgeting process, when they present their needs in basic categories in major areas rather than identifying specific sites.

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It was noted by a representative of the BOR that the Game Department's ~~capital improvement program~~ ^{water access plan} was a basic document which indicated their need and that the program had been submitted by the BOR to other states for review and use as a guideline.

As Mr. Scott continued his presentation, and in response to an inquiry from the Chairman, a streambank easement area was described to the Committee.

Mr. Scott completed his presentation of the Game Department's 1967 program based on need by describing the waterfowl and big game program in addition to the statewide water access program by region throughout the state.

Mr. Scott described the Game Department's 1967-69 biennium program as a continuation of the department's needs as indicated in the 1967-69 portion of the 20-year comprehensive plan.

At this time the Committee was notified that the Game Department was withdrawing their request for the construction or for the acquisition of property for rearing ponds because of the low priority assigned to the project.

In conclusion of his presentation, Mr. Scott indicated the definitions related to the various programs as outlined in the fiscal year 1967 and the 1967-69 biennium and indicated that two new categories were being included to supplement the big game, small game, waterfowl categories. These would be (1) statewide lakeside acquisition and (2) statewide development of public facilities.

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- c. Department of Natural Resources. Mr. Al O'Donnell made the presentation for the Department. Mr. O'Donnell indicated in his opening remarks that the Department of Natural Resources intended their function to be that of a supplemental contribution to the total overall recreation picture within the state rather than to be a primary function. Mr. O'Donnell outlined

four acquisition and development projects scheduled for completion by the Department in 1967 and indicated that all of the projects were based on need as indicated by estimated present use of Department of Natural Resources' property by recreationists. Mr. O'Donnell explained that in the 1967-69 biennium the Department is proposing 42 projects for acquisition and development. Upon request by Mr. Bell, Mr. O'Donnell explained the ramifications of the 50-year lease project proposals as submitted by the Department.

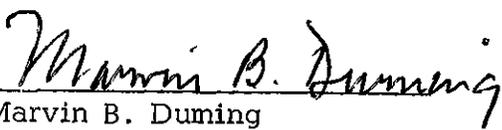
- d. Department of Fisheries. Mr. Elmer Quistorff made the presentation for the Fisheries Department and indicated to the Committee that the Department was not making requests for 1967 as previously indicated, but that their requests for 1967 would be included in the 1967-69 biennium requests except for Cattle Point and Spencer Spit which were being omitted from the 67-68 Fisheries program.

It was the consensus that (1) more emphasis should be placed on the budget execution process than on the budget making process, (2) attempt should be made to establish broad needs on which agencies could base their projects, (3) needs should be identified in the major areas of responsibilities and funds should be allocated to carry out these major responsibilities, (4) requests for the capital budget should be by major categories by region in order to give flexibility to the budget process, (5) specific appropriations should be made on a project by project basis as they are presented rather than projecting them two years in advance, and (6) all projects would have to be reviewed by the Committee to comply with requirements of BOR and the Initiative. It was anticipated that the Legislature would make appropriations on the basis of what the projects would be but not designate specific sites.

It was agreed that the Committee would have to make policy determinations for the direction of the staff on (1) the percentage distribution for the four agencies for the biennium 1967-69 based on the best possible estimates for the revenues for that period, (2) percentage distribution between acquisition and development, (3) preparation and submission to the CBA of the broad category requirements on a regionalized basis for capital budget to the best of ability based on income, (4) determination of what direction CBA wants us to go in preparing proposals and what categories they want us to present and (5) direction on evaluation of projects so we can agree in case the Legislature goes on a project basis. For 1966-67 the same percentage division as for the 1965-66 fiscal year would be used.

3. Adjournment. MR. BISHOP MOVED, MR. ODEGAARD SECONDED THAT THE MEETING BE ADJOURNED. MOTION CARRIED. 5:00 p.m.

APPROVED:


Marvin B. Duming
Chairman

Respectfully submitted,

EINAR H. HENDRICKSON
Administrator