

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

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### Agenda Items without Formal Action

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

### Agenda Items with Formal Action

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

# Recreation and Conservation Funding Board Summary Minutes

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Date: January 31, 2013

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

## Recreation and Conservation Funding Board members present:

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

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

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## Call to Order

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

## Consent Calendar

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

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

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

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

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

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

**Motion Approved**

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

**Resolution APPROVED**

Director Cottingham reviewed the revisions to the agenda.

## Item 2: Management Report

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

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

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

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

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

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

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

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

### General Public Comment

There was no general public comment.

### State Agency Partner Reports

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

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

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

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

### Item 3. Update on State Parks Transformation Strategy

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

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

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

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

## **Board Business: Briefings & Discussion**

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

### **Item 4. Compliance Update**

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

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

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

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

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

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

### **Item 5. State Comprehensive Outdoor Recreation Plan (SCORP)**

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

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

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

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

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

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

### **Item 6. Key Grant Cycle Survey Findings and Recommendations**

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

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

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

### **Item 7. Policy Development for the 2014 Grant Cycle**

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

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

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

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

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

## **Item 9. Sustainable Projects in the 2012 Grant Round**

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

## **Item 10. Recognizing Legacy Projects**

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

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

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

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

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

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

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

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

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

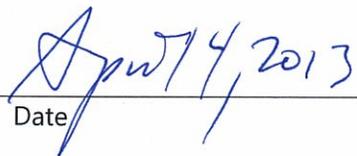
Member Willhite said that they would need to consider who would receive the award if the project had been completed twenty years earlier. Member Hoch suggested that they could bring back former board members and local officials for the recognition.

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

The board asked for further discussion in April.

Approved by:

  
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Bill Chapman, Chair

  
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Date

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

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

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

Resolution moved by: Willhite

Resolution seconded by: Brittall

Adopted/Defeated/Deferred (underline one)

Date: January 31, 2013