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STATE OF WASHINGTON

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November 2, 2006

TOPIC #8B: NOVA PROGRAM FUNDING, *NONHIGHWAY ROAD PROJECTS (NHR)*

Prepared and Presented By:
Greg Lovelady, Manager, Applied Planning Section

Approved by the Director: LEJ

Proposed Action: Funding decision

Summary:
Eight nonhighway road projects requesting $386,187 out of an available pool of $565,846 [1] in Nonhighway and Off-Road Vehicle Activities Program (NOVA) motor vehicle fuel tax funds are presented for funding approval.

Staff Recommendation:
The advisory committee and staff recommend approval of funding for the projects listed in "*Table 1 - NOVA – Nonhighway Road Projects, Funding Recommendations, State Fiscal Year 2007.*"

- Each project meets program legal and procedural requirements,
- Each project was evaluated and ranked using the IAC Board approved criteria,
- Sufficient funds are available to support the recommended projects.

To assist the Board in considering funding these projects, Resolution #2006-43 (Attachment 1) is provided.

Background:
This is IAC's third NHR grants cycle since the March 2004 major update to the NOVA Act when new fund distribution percentages and eligible activities were adopted.

Projects in the NHR category provide opportunities for recreationists that enjoy nonmotorized boating, camping, driving for pleasure, fishing, gathering, hunting, and picnicking.

This program is guided by RCW 46.09, WAC 286-26, the *NOVA Plan: 2005-2011*, and Policy Manual #14, *NOVA Program: Nonhighway Road, Nonmotorized, and Off-Road Vehicle Policies and Project Selection*. The Manual describes:

- Eligible Applicants [Tribes, federal, state, and local governments]
- Project Types [Land acquisition, development and/or renovation projects, maintenance and operation of facilities, and planning activities].

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[1] Does not include "competitive dollars" (NOVA Policy Manual #14, page 8).

- Project Elements [Trails, trailheads, day-use areas, picnic areas, viewpoints, campgrounds, and support structures like sanitary facilities and utilities]
- Fund Assistance [Capital/planning projects are limited to $100,000; M&O projects are limited to $100,000 for a two-year grant or $50,000 for a one-year grant; no matching share is required; evaluation criteria encourages matching contributions by awarding additional points].

Grants Process Timeline.

October 2005. Staff met with NOVA advisory committee members, in part, to discuss the upcoming grants cycle and review possible changes to IAC's NOVA policy manual.

February 2006. Staff conducted a well advertised series of workshops to help potential applicants understand the funding process, how to complete applications, and participate in project evaluations. IAC's grant program brochure, policy manuals, and related materials were provided to interested parties on CD-ROM.

May 2006. By the May 1 deadline, 8 applications had arrived. In July, the Evaluation Team read through the applications and provided written advice to project applicants.

September-October 2006. In September, information on each project (project narratives, costs estimates) was sent to the 15 member evaluation team for review in preparation for scoring. During the first week in October, the evaluation team dedicated three full days to listening to NOVA applicants respond to the program's evaluation questions (Attachment 3), asking questions, and scoring each project.

After all members had returned their scores to staff for compilation, the team met again later in the month to develop the funding recommendations described in this memo.

Advisory Committee/Evaluation Team.

This year's NHR Evaluation Team, in accord with RCW 46.09.280, were:

- Arlene Brooks (Auburn)
- Robert Brooke (Spanaway)
- Paul Dahmer (Olympia)
- Richard Elkins (Mercer Island)
- Jonathan Guzzo (Seattle)
- James Horan (Olympia)
- Mike Blankenship (Boyds)
- Ken Irwin (Yakima)
- Theressa Julius (Aberdeen)
- Jeff Lambert (Spokane)
- Pene Speaks (Olympia)
- John Spring (Mercer Island)
- Vladimir Steblina (Wenatchee)
- Art Tuftee (Seattle).

Analysis:
Funding. Chapter 46.09 RCW directs that IAC administered NOVA recreation funds must be divided among nonhighway road, nonmotorized, and ORV recreation. Each of these three categories must receive "...not less than 30 percent..." of the fuel tax dollars. The remaining 10 percent of these funds are called "competitive dollars".

By IAC policy [2], competitive dollars are first used to bring to full funding any project partially funded with the 30 percent funds. Remaining funds are applied to projects that directly benefit the most NOVA recreationists using information provided in

[2] NOVA Manual 14, page 10.

the application. Following these guidelines, and as shown in Table 1, funding is recommended for the projects ranked 1-8.

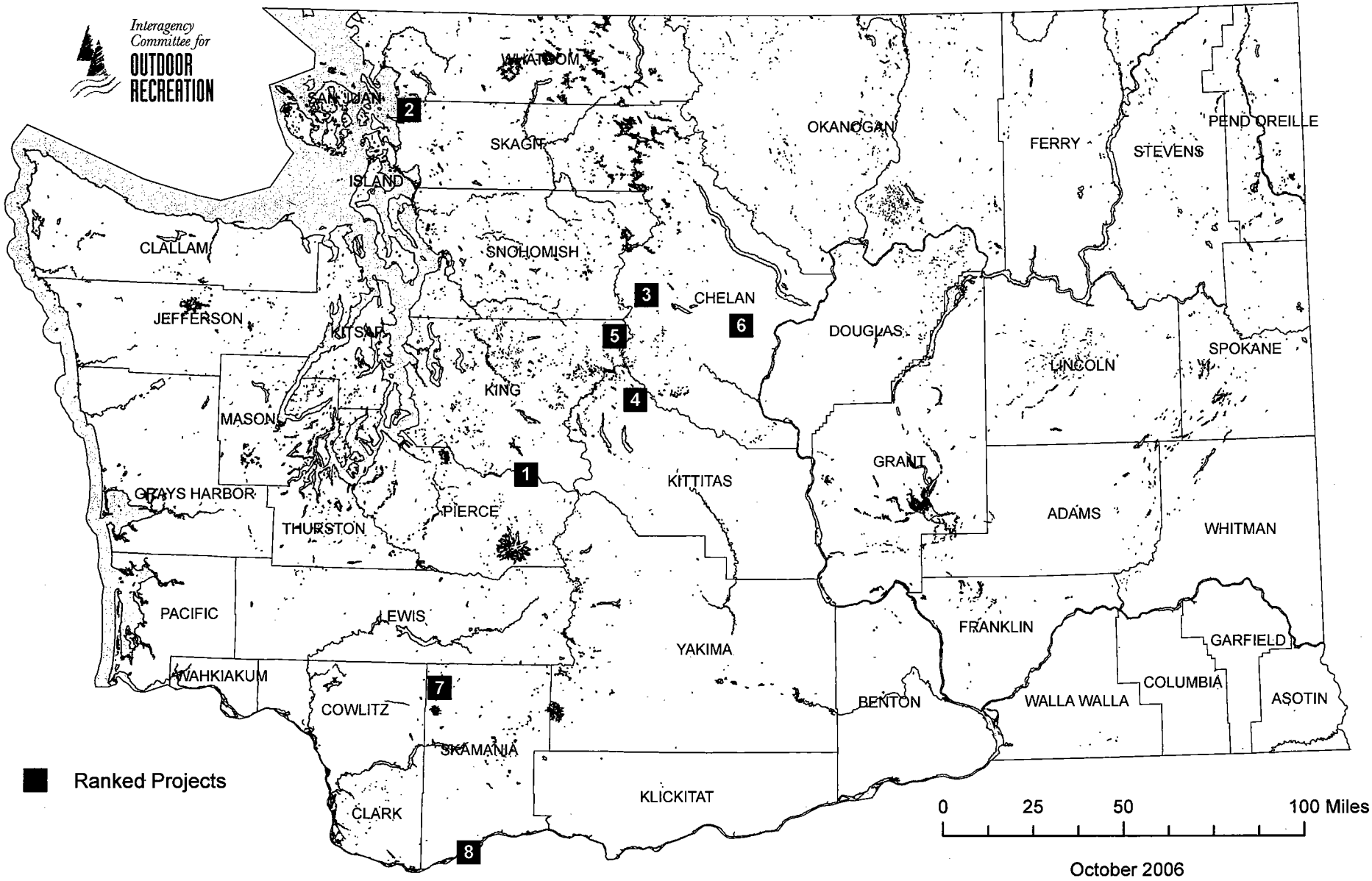
Table A summarizes requests and funds available for distribution to fiscal year (FY) 2006 projects.

Table A ~ NHR Funding, November 2006 (FY 2006)		
Source	*Explanation*	*Amount*
Requests	8 projects, IAC NOVA funds	$386,187
Carryover	"Returned" funds from prior years	0
Fuel Tax	Statutory minimum 30% NHR	565,846
Fuel Tax	"Competitive funds"	0
Total	Recommended funding	$386,187
Unfunded	Balance, move to next grants cycle	$179,659

Next Steps:
After funding approval, IAC staff will ensure funded applicants complete any post approval requirements (for example, obtaining permits, etc.), ensure project agreements are executed, and monitor compliance.

Attachments:
- Attachment 1 – State map showing project locations, and
- Attachment 2 – Draft adoption resolution.
- Table 1 – Project listing in the order recommended for funding
- Attachment 3 – Evaluation criteria summary.
- Attachment 4 – Question-by-question summary of average evaluation scores.
- Summaries of each project submitted, in recommended funding order.

Nonhightway Off-road Vehicle (NOVA) Program - NHR
SFY 2007 Ranked Projects



Attachment 2

RESOLUTION #2006-43
Nonhighway and Off-Road Vehicle Activities Program
Nonhighway Road Category Funding
Fiscal Year 2007

WHEREAS, through the early months of 2006, until the May 1 application deadline, the staff of the Interagency Committee for Outdoor Recreation (IAC) provided publications, website updates, public workshops, and other outreach opportunities to communicate to interested parties the benefits and application procedures for the Nonhighway and Off-Road Vehicle Activities Program (NOVA); and

WHEREAS, in answer to these efforts, 8 Nonhighway Road (NHR) projects were submitted to IAC for funding consideration and subsequently evaluated by the statutorily mandated advisory/evaluation committee using IAC-approved criteria; and

WHEREAS, all projects meet the program requirements stipulated in statute, administrative rule, and policy; and

NOW, THEREFORE BE IT RESOLVED, that IAC hereby approves the ranked listing in "*Table 1 – NOVA – Nonhighway Road Projects, Funding Recommendations, State Fiscal Year 2007*"; and

BE IT FURTHER RESOLVED, that IAC's Director is authorized to execute the necessary project agreements to facilitate prompt project implementation.

Resolution Moved By: _____

Resolution Seconded By: _____

Adopted/Defeated/Deferred (underline one)

Date: November 16, 2006

Resolution: #2006-43

Preliminary Evaluation Ranked List

And Advisory Committee Funding Recommendation

Table 1 - Nonhighway & Off-Road Vehicle Activities - Nonhighway Road Category, State Fiscal Year 2007

Rank	Score	Number	Project Name	Project Sponsor	IAC Amt	Sponsor Amt	Total Amt	Recommended Funding 30% Statutory Minimum	Cum Amt
1 of 8	57.643	06-1975D	Federation Forest Barrier-Free	State Parks	100,000	629,000	729,000	100,000	100,000
2 of 8	54.714	06-2012M	DNR Northwest NHR M&O	Natural Resources Dept of	51,348	22,850	74,198	51,348	151,348
3 of 8	50.286	06-1630M	WRRD Developed & Disperse	USFS WNF Wenatchee Rive	31,258	33,200	64,458	31,258	182,606
4 of 8	49.786	06-1754N	Upper Cle Elum River Valley F	USFS WNF Cle Elum RD	48,650	47,050	95,700	48,650	231,256
5 of 8	49.571	06-1655M	Dispersed Site and Trailhead	USFS MBNF Skykomish RD	45,885	45,250	91,135	45,885	277,141
6 of 8	45.714	06-1700M	Entiat's Developed & Disperse	USFS WNF Entiat RD	31,046	20,700	51,746	31,046	308,187
7 of 8	44.500	06-2027M	Recreation Facitlies Maintena	USFS Gifford Pinchot NF	48,000	173,180	221,180	48,000	356,187
8 of 8	42.857	06-2071D	Strawberry Island Trailhead P	North Bonneville City of	30,000	3,400	33,400	30,000	386,187
					386,187	**974,630**	**1,360,817**	**386,187**	

$565,846 (2006 funds)
$179,659 (carry to 2007)

10/26/2006

1EVALRNK.RPT

Attachment 3

Nonhighway and Off-Road Vehicle Activities Program
Evaluation Criteria
Nonhighway Road[3] Category

Nonhighway Road grants provide quality opportunities for camping, fishing, gathering, hunting, sightseeing, and other back road oriented recreational activities – activities that satisfy user needs, are environmentally responsible, and minimize conflict among user groups. See IAC NOVA Policy Manual for more information.

NOVA – Nonhighway Road (NHR) Criteria Summary					
Scored by:	#	Title	Type	Mult/Max	NOVA Plan Policy
Team	1	Need	All	3/15	A-1, C-7
Team	2	Need Fulfillment	All	3/15	A-1, C-7
Team	3a	Site Suitability	A	2/10	C-5
Team	3b	Project Design	D	2/10	C-5, C-14
Team	3c	Maintenance	M	2/10	C-7
Team	3d	Planning	N	2/10	A-3, C-6
Team	4	Readiness to Proceed	All	-/5	C-8
Team	5	Predominantly Natural	All	-/5	C-13
Team	6	Project Support	All	2/10	A-1, C-3
Team	7	Cost-Benefit	All	-/5	C-11
IAC staff	8	Matching Shares	All	-/5	C-3, C-4
IAC staff	9	Population Proximity	All	2	C-2
IAC staff	10	GMA Preference	All	0	RCW 43.17.250
TOTAL POINTS POSSIBLE 72					

KEY:

Team = Criteria scored by Advisory Committee/evaluation team
IAC staff = Criteria scored by IAC staff
All = Includes Acquisition, Development, Maintenance, or Planning
A = Acquisition proposals
D = Development proposals
M = Maintenance proposals
N = Plan proposals (architecture, engineering, master plans, feasibility studies, etc.)
Mult/Max = Multiplier and maximum points possible for this criterion
Policy = See IAC's *NOVA Plan* (2005)

[3] With the passage of Chapter 105, Laws of 2004, "Nonhighway Road" became the newest NOVA grant category. Though in prior years the name applied to NOVA's nonmotorized projects, with the new law that was changed. Nonhighway Road now reflects a variety of road oriented recreational activities: camping, fishing, gathering, hunting, sightseeing, etc.

Attachment 4

Preliminary Evaluation Summary

NOVA - Nonhighway Road Category

Rank	Name/Sponsor	Need 1	Need Fulfillment 2	Maint.-Planning-Developm. 3	Readiness to Proceed 4	Predom. Natural 5	Project Support 6	Cost-Benefit 7	Matching Shares 8	Population Proximity 9	Growth Mgt 10	Total
1	Federation Fore/State Pa	12.643	12.643	7.714	3.857	3.786	7.286	3.714	5.000	1.000	0.000	57.643
2	DNR Northwest N/Natural	11.143	12.214	7.714	4.357	3.000	7.571	3.714	3.000	2.000	0.000	54.714
3	WRRD Developed /USFS WNF	10.714	10.286	7.286	4.143	3.071	6.143	3.643	5.000	0.000	0.000	50.286
4	Upper Cle Elum /USFS WNF	10.286	10.500	7.286	3.786	3.000	7.286	3.643	4.000	0.000	0.000	49.786
5	Dispersed Site /USFS MBN	10.929	9.214	5.857	4.000	2.786	7.143	3.643	4.000	2.000	0.000	49.571
6	Entiat's Develo/USFS WNF	9.857	10.500	6.571	4.143	3.286	5.143	3.214	3.000	0.000	0.000	45.714
7	Recreation Faci/USFS Gif	7.929	8.357	6.143	3.857	3.429	6.429	3.357	5.000	0.000	0.000	44.500
8	Strawberry Isla/North Bo	8.143	9.857	6.429	4.357	2.857	6.714	3.500	1.000	0.000	0.000	42.857

Evaluation Score Questions: 1-7

Prescore Questions: 8-10

NOVA Program

Nonhighway Road Project Summaries

Ranked Order

Fiscal Year 2007

Interagency Committee for OUTDOOR RECREATION

Nonhighway and Off-road Vehicle Activities (NOVA)

State Fiscal Year 2007 Nonhighway Road Projects

State Parks **$100,000** **$629,000** **$729,000**

Federation Forest Barrier-Free Trails

Federation Forest State Park is 619 acres of old growth forest, aquired in 1949 largely through the efforts of the Washington State Federation of Women's Clubs. The park includes an interpretive center and miles of trails through the forest, including the historic Naches Trail, one of the first pioneer trails between Eastern Washington and Puget Sound.Federation Forest provides a significant resource for interpreting old growth forest in western Washington. The Picnic Area Boardwalk Trail and the East Loop Trail will be renovated and improved to allow barrier-free access. The trails and boardwalks are at the end of their useful life, and are in need of renovations/replacement after years of use. The boardwalk is slippery and has difficult to walk stairs, and sits on creosote timbers through a small tributary that feeds into the White River. The East Loop Trail provides walking opportunities within the old growth forest, allowing visitors to go through 3 different forest communities. The trail has deteriorated to the point where large roots and rocks make it difficult to navigate. The relatively gentle topography in the park lends itself easily to barrier-free trail use. The Picnic Area Boardwalk Trail will be reconstructed with ramps instead of stairs, and the East Loop Trail will be renovated using a raised trail base to allow barrier-free access to the old growth forest. This project will also centralize the park's trailheads behind the interpretive center to allow for ease of navigation in the park. (06-1975D)

Dept of Natural Resources **$51,348** **$22,850** **$74,198**

DNR Northwest NHR M&O

This grant will supply funding to continue a current IAC sponsored project, which provides staff and materials to maintain three Non-highway Road facilities. These facilities include the Samish Overlook, the W.C. Dearinger Campground, and Reflection Ponds in the Upper Sultan Basin NRCA. Additionally, this grant provides funding for critical sanitation facilities (portable toilets) at the Samish Overlook. The overlook provides access to a unique opportunity for the hang-gliding/paragliding community.Work will be accomplished by volunteers and a full-time maintenance crew comprised of DNR staff and WCC members. The crew is currently funded through three existing IAC M&O grants. This grant provides a portion (approximately 16%) of the ongoing funding needed to staff the crew and meet maintenance commitments. Maintenance activities include cleaning and maintaining toilets, cleaning firerings, cleaning picnic tables and benches, litter removal, hazard tree removal, sign maintenance, mowing vegetation, parking lot repairs, and general site maintenance activities. Through this project, DNR provides protection of natural resources, human health and safety, enhances longevity of recreation assets, and preserves opportunities for approximately 55,000 visitors per year, while providing them with a safe and enjoyable experience. This request will provide for site maintenance and operations for 22 months. (06-2012M)

USFS WNF Wenatchee River RD **$31,258** **$33,200** **$64,458**

WRRD Developed & Dispersed M&O

The Wenatchee River Ranger District is one of the more popular camping areas in Washington. In addition to having ten Developed Campgrounds and two Picnic Areas operated by concessionaires under contract, the Wenatchee River Ranger District also operates with Forest Service staff, 22 other developed campsites. These non-concessionaire campsites are located primarily in the Lake Wenatchee area and are intended to provide a slightly more primitive experience than the concessionaire camps. In addition, the Lake Wenatchee area and the Beehive area west of Wenatchee also have hundreds of miles of Forest Service non-highway roads that provide access to many dispersed camping areas that are regularly patrolled and maintained by Forest Service staff.This project will fund the maintenance and operation activities at 22 Forest Service operated non-concessionaire developed campsites and at 10 major dispersed camping areas on the Wenatchee River RD. Project work will include pumping and cleaning 28 vault toilets, cleaning fire pits, picking up trash, repairing tables, enforcing regulations, providing information and assistance to campers and sightseers, posting and maintaining bulletin boards, maintaining signs, testing water and maintaining hand pumps, and repairing facilities. (06-1630M)

USFS WNF Cle Elum RD **$48,650** **$47,050** **$95,700**

Upper Cle Elum River Valley Planning

Within the Upper Cle Elum River Valley, which runs along 13 miles of the Cle Elum River on the Cle Elum Ranger District, are 5 large and multiple small heavily-used dispersed recreational areas. On the approximately 100 acres that make up these areas, vehicle traffic has destroyed ground vegetation, and campfire wood cutting has removed almost all woody debris. Soil compaction weakens the trees that remain, threatening user safety. The areas are in the riparian zone of the Cle Elum River, and the floodplain degradation is harming fish habitat. Left unchecked, the negative effects on the ecosystem could lead to an area closure. This project will complete the analysis and planning necessary to provide for riparian camping in these undeveloped settings while restoring the ecological function of the floodplain. Our objectives are to improve the recreational experience, encourage lawful behavior in campers, protect water quality, enhance floodplain soil and vegetation conditions, and protect fish habitat in the Cle Elum River. This project is the second in a 3-phase effort to improve camping opportunities and restore the floodplain along the Cle Elum River. Volunteers inventoried the existing campsites along 19 miles of the river, and we are using their work to complete a pilot project on 190 acres in the Cooper Bridge area. Partners include Title II, National Forest Foundation, Plum Creek Foundation, Mid-Columbia Fisheries Enhancement Group, RIDGE, and Suncadia. Lessons learned downstream will inform our work upstream. (06-1754N)

USFS MBNF Skykomish RD **$45,885** **$45,250** **$91,135**

Dispersed Site and Trailhead Maintenance

This project will provide funding to support the maintenance of trailheads and dispersed sites on the Skykomish Ranger District. Our goal is to prvent further damage to sensitive riparian areas, wetlands and in stream habitats while providing a safe reacreation experience to the public. We also want to increase partnership opportunitites and maintain the relationships we have with our volunteer groups such as backcountry horsemen, rafting groups & various individuals. Continue our partnership with the local schools for construction of bulletin boards and provide employment to inner-city youths through International District Housing Alliance (IDHA) and Seattle Parks and Recreation.Task will consist of cleaning, replacement and/or relocation of Wallowa toilets that are at some of the trailheads, daily cleaning of 4 vault toilets, pumping of vault toilets, trash pickup and disposal, cleaning of fire pits and dispersed sites, annual maintenance and repair of trailhead facilities, provide information to users and signage in dispersed recreation areas.There are 23 trailheads and nearly 200 user built dispersed sites that serve 48,500 hikers, backcountry horsemen and dispersed campers. Other users include, kayakers, rafters motorized and non-motorized users of the facilities offered at the trailheads and dispersed sites. (06-1655M)

USFS WNF Entiat RD **$31,046** **$20,700** **$51,746**

Entiat's Developed & Dispersed Rec. M&O

This project proposal will support the Developed Campground and Dispersed Camping maintenance and operations programs on the Entiat Ranger District. Tasks will consist of: daily cleaning of restrooms, trash pickup and removal, pumping toilet vaults, annual maintenance and repair on campground facilities (including fire ring cleaning, hand water well maintenance and testing, picnic table repairs), continuous upkeep and repair of bulletin boards, and general forest signing of the district developed campground and dispersed recreation areas.According to the latest data produced in a visitor use study in 2001 the Wenatchee NF receives approximately 2.4 million recreation users a year. The Entiat Ranger District provides campgrounds visitors, a family recreation experience along the Entiat River with 8 full service campgrounds and over 100 identified dispersed campsites throughout the district. There are approximately 350 miles of non-highway Forest Service roads that are host to numerous dispersed sites and bulletin boards which requires routine maintenance May through mid-October each year. (06-1700M)

USFS Gifford Pinchot NF **$48,000** **$173,180** **$221,180**

Recreation Facitlies Maintenance

The scope of this project is to enhance the experience of nonhighway road users by improving facility conditions through increased maintenance at 45 popular recreation sites on the south and east sides of the Mount St. Helens National Volcanic Monument and Gifford Pinchot National Forest. Project areas of emphasis include the south and east side of Mount St. Helens and the south and north sides of Mt. Adams.Visitor use and weathering have caused many recreation facilities to degrade below conditions that are acceptable to meet visitor safety, health and service standards. This project will focus on maintenance of existing day and

overnight sites to address backlog maintenance by combining a variety of funding resources and volunteer labor. IAC grants funds will provide funds for additional personnel to perform backlog maintenance on facilities at popular day use sites on the flanks of Mount St. Helens and both day use and overnight sites on the remainder of the Gifford Pinchot National Forest. The grant funds would allow for hiring of three additional Forest Service personnel, a seasonal Mount St. Helens Institute crew leader and miscellaneous volunteer support. Maintenance of recreation sites will include repairs to picnic tables, painting of toilet facilites, information kiosks, and replacement of signs and doors.These facilities receive high visitation from late May through October and are generally used by recreation day users. The sites in the Mt. Adams area includes some more rustic campsites. (06-2027M)

City of North Bonneville **$30,000** **$3,400** **$33,400**
Strawberry Island Trailhead Parking
This project will develop a parking/staging area for the historic Lewis & Clark Strawberry Island trailhead, located on the edge of town in North Bonneville, approximately 30 miles east of Vancouver. This trailhead provides access to a 2.9-mile nature trail loop with opportunities to view wildlife at the adjacent Pierce Wildlife Refuge. The nature trail offers tremendous views of the Columbia River Gorge including Hamilton Mountain, Table Mountain, Aldridge Butte and the Columbia River. Excellent bird watching is also available. Strawberry Island provides one of the only opportunities for a low elevation, relatively easy hike that delivers the sweeping views the scenic area is famous for. It is uncommon to find such easy access to this natural wonder, and consequently a growing number of groups are accessing the trail system. Paving the trailhead will allow the City to provide defined and organized parking for the growing number of visitors. The Trailhead was developed through a cooperative effort between the City and the Army Corp of Engineers. There is a picnic shelter on-site and a restroom within a short walking distance. This project will also include two interpretive signs providing information regarding the history of Strawberry Island. (06-2071D)