WASHINGTON STATE PARKS AND RECREATION COMMISSION

Date: **Jan. 23, 2014**

Place: **The Governor Hotel**
621 Capitol Way S.
Olympia, WA 98504

Time: **9 a.m.**

- **Flag Salute:** Darrel Hopkins, Lake Sylvia Area Manager
- **Call of the Roll**
- **Introduction of Staff**
- **Recognition of State and Local Officials**
- **Election of officers for 2014**
- **Other Recognition**
- **Volunteer Recognition**
- **Service Pins**
- **Other**

A. Agenda Approval

B. **Approval of Minutes of Previous Meeting:** Nov. 14, 2013, Chelan

C. **Approval of Minutes – Change to Aug. 8, 2013 Minutes – Anacortes: Item E-5 OPDMD (page 10):** Change to Policy Procedure 65-13-1 Use of Power Driven Mobility Devices by Persons with Mobility Disabilities at State Park Facilities: In footnotes change: ~~36”~~ 48”maximum width is needed because Puget Sound and freshwater beaches are often crowded, and because they often have sensitive surface plants or animals that would be more easily crushed by a larger device.

D. Public Comments; New and ongoing issues not on the agenda

E. Area Report: Jeff Vassallo, Tahoma Gateway Area Manager

F. Business

Agenda Items

Requested Action

F-1: Washington State Parks Advertising Policy – Web and Print Media

This item asks the Washington State Parks and Recreation Commission to consider adoption of a policy that will allow advertising in agency digital media and collateral print media. This item advances the Commission Transformation Strategy, "Adopting a business approach to park administration" and with the Agency culture and core values.

Author:

- Sandy Mealing, creative services manager, (360) 902-8559
  sandy.mealing@parks.wa.gov

Park(s) Affected: Entire parks system

Action Taken: Passed with amendments

Reports

F-2: Boating Program

This report provides an overview of Boating Programs and an update of accomplishments for 2013. Boating Programs is comprised of two federally funded programs that serve all Washington boaters both within and without State Parks. The two programs are the Recreational Boating Safety Program (RBS) and the Clean Vessel Act Program (CVA). This item advances the following Commission Transformation Strategies: "Provide recreation, cultural, and interpretive opportunities people will want" and "Form strategic partnerships with other agencies, tribes, and non-profits" and with the Agency culture and core values.

Authors:

- Wade Alonzo, recreational boating safety manager, (360) 902-8836
  wade.alonzo@parks.wa.gov
- Susan Kavanaugh, cross state programs manager, (360) 902-8847
  Susan.kavanaugh@parks.w.a.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

F-3: Grant Update – Washington Wildlife and Recreation Program, State Parks Category Process and Criteria

This item reports to the Washington State Parks and Recreation Commission on a proposed update to the process and criteria for the Washington Wildlife and Recreation Program's State Parks Category grant. This item advances the Commission Transformation Strategy "Develop amenities and acquire lands that advance transformation" and with the Agency culture and core values.

Authors:

- Nikki Fields, acting partnerships and planning manager, (360) 902-8658
  nikki.fields@parks.wa.gov

Park(s) Affected: None

F-4: Trails Program Update

This item reports to the Washington State Parks and Recreation Commission on the statewide trails program and the trails initiative. This item advances the Commission Transformation Strategy "Provide recreation, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

Author:

- Nikki Fields, acting partnerships and planning manager, 360-902-8658
  nikki.fields@parks.wa.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

F-5: Interpretive Transformation Initiative Update

This item reports to the Washington State Parks and Recreation Commission an update on the Interpretive Transformation Initiative, including results of a statewide interpretive level of service survey and strategic interpretive program investments. This item advances the Commission Transformation Strategy, "Provide recreation, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

Author:

- Ryan Karlson, interpretive programs manager, (360) 902-8650
  ryan.karlson@parks.wa.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

F-6: 2013 Kukutali Preserve Annual Report

This item reports to the Washington State Parks and Recreation Commission on the status of the Kukutali Preserve, a property managed as part of Deception Pass State Park. This item advances the Commission Transformation Strategy: "Provide recreational, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

Author:

- Lisa Lantz, stewardship program manager, (360) 902-8641
  Lisa.lantz@parks.wa.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

F-7: St. Edward – Potential Re-Use of Seminary Building

This item has been pulled.

F-8: Future of Bridgeport State Park

This item reports to the Washington State Parks and Recreation Commission on issues affecting the future of Bridgeport State Park. This item advances the Transformation Strategy: "Provide recreation, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

Author:

- Larry Fairleigh, senior policy planner, (360) 902-8642
  larry.fairleigh@parks.wa.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

F-9: Legislative Update

This item reports on the progress during the 2014 session of the Washington State Legislature. This item advances the Commission Transformation Strategy "Demonstrating that all Washingtonians benefit from their state parks" and is consistent with the Agency culture and core values.

Author:

- Daniel Farber, policy and governmental affairs director, (360) 902-8504
  Daniel.farber@parks.wa.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

F-10: Financial Update

This item reports to the Washington State Parks and Recreation Commission on the status of (1) State Parks' 2013-15 biennium operating and capital expenditures, (2) Parks Renewal and Stewardship Account (PRSA) revenue collections, and (3) the status of State Parks' 2014 operating budget supplemental request. This item advances the Commission Transformation Strategy: "Adopting a business approach to park administration" and the Agency culture and core values.

Author:

- Shelly Hagen, financial, technology and business services director, (360) 902-8621
  Shelly.Hagen@parks.wa.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

F-11: Park Naming and Counting

This item reports on options for consistent park naming and counting protocols. It advances the Commission Transformation Strategy "Adopt a business approach to park system administration" and is consistent with the Agency culture and core values.

Author:

- Daniel Farber, policy and governmental affairs director, (360) 902-8504
  Daniel.farber@parks.wa.gov

Park(s) Affected: None

Action Taken: Report only, no action requested

G. Staff Reports

H. Commissioner's Reports and General Discussion

I. Next Meeting: March 27, 2014, Chehalis, WA

J. Meeting adjourned

Commission work session:
Jan. 22, 2014 - The Commission will have a work session beginning at 9 a.m. at The Governor Hotel, 621 Capitol Way S., Olympia, WA 98504

Topics include: Transformation Strategy; urban wildlife refuges; deferred maintenance/historic preservation; Nisqually MOU and other tribal partnerships; law enforcement and maintenance initiatives; marketing plan; partnerships; 2014 director's contract; executive session.

Commission work session:
Jan. 24, 2014 - The Commission will have a second work session from 8:30 a.m. to 12:30 p.m. at State Parks Headquarters-Moran Conference Room, 1111 Israel Road, SW Tumwater, WA 98504

Session topic: Transformation Strategy.

Full Agenda Items

Item F-1:	**Washington State Parks Advertising Policy – Web and Print Media**
Item F-2:	**Boating Program**
Item F-3:	**Grant Update – Washington Wildlife and Recreation Program, State Parks Category Process and Criteria**
Item F-4:	**Trails Program Update**
Item F-5:	**Interpretive Transformation Initiative Update**
Item F-6:	**2013 Kukutali Preserve Annual Report**
Item F-7:	**St. Edward – Potential Re-Use of Seminary Building**
Item F-8:	**Future of Bridgeport State Park**
Item F-9:	**Legislative Update**
Item F-10:	**Financial Update**
Item F-11:	**Park Naming and Counting**

Item F-1: Washington State Parks Advertising Policy – Requested Action

ACTION TAKEN: Passed with amendments

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to consider adoption of a policy that will allow advertising in agency digital media and collateral print media. This item advances the Commission Transformation Strategy, "Adopting a business approach to park administration" and with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: The Washington State Parks and Recreation Commission (Commission) currently has a policy that prohibits advertising. The Legislature, through the 2009-2011 and 2011-2013 State Parks operating budgets, directed the agency to work toward self-sufficiency. Through the Commission's adopted Transformation Strategy, digital media and printed collateral were identified as agency assets that have significant potential to raise advertising revenue for the agency's operations. State Parks staff currently administers and manages three websites and several printed publications that lend themselves to commercial advertisements.

The agency's new websites (www.parks.wa.gov and www.discoverpass.wa.gov) have been designed and developed to accommodate commercial advertising. The agency's communication and marketing website, www.adventureawaits.com, also can be designed to allow for commercial advertising. All .gov uniform resource locators (URLs) are regulated by the Federal government, and current Federal policy prohibits commercial advertising on .gov URLs. The agency is requesting an exemption through the General Services Administration, the agency that regulates .gov URLs. If an exemption is granted, State Parks may offer commercial advertising on all three websites, under the proposed policy. If an exemption is not granted, the agency may still offer commercial advertising on its websites through .com URLs (which will be redirected from the .gov URLs).

The agency has printed publications for nearly all state parks, as well as a main agency publication and several program publications that can be redesigned/reformatted to accommodate commercial advertisements. The park brochures are appropriate for local and regional companies to purchase ad spaces, while the main agency brochure would provide higher visibility for major outdoor recreation companies to purchase advertising space.

State Parks staff can develop advertising packages that incorporate all assets available and appropriate for commercial advertising. The advertising packages can be expanded to also include State Park Foundation assets. Staff recommends that Advertising Policy 46-61-1 be repealed. This policy established a blanket prohibition on all advertising in parks. Staff recommends that the Commission rescind this policy and consider the proposed Digital Media and Printed Collateral Media Advertising Policy as included in Appendix 1.

Historically, state park stakeholders have expressed deep concern about commercial advertising in parks (e.g., billboards and signs). Accordingly, staff is not recommending that advertising be allowed in parks other than in digital or print media forms included in the proposed policy. State Parks staff will not proceed with in-park advertising unless authorized by the Commission through a future policy development effort.

LEGAL AUTHORITY: RCW 79A.05.030 (1), WAC 352-16-010, WAC 352-16-020

SUPPORTING INFORMATION:
Appendix 1: Proposed Commission Policy – Digital Media and Printed Collateral Media Advertising

REQUESTED ACTION FROM COMMISSION:
That the Washington State Parks and Recreation Commission:

1. Repeal the existing advertising policy 46-61-1 and approve the proposed Digital Media and Printed Collateral Media Advertising policy as included in Appendix 1.
2. Authorize staff to develop advertising packages and seek commercial advertisers for Washington State Parks websites and printed publications.
3. Direct staff not to permit in-park advertising unless otherwise authorized in policy, as part of an agency concession arrangement, or as part of future Commission action.

Author/Contact: Sandy Mealing, Creative Services Manager
Sandy.mealing@parks.wa.gov (360) 902-8559

APPENDIX 1
PROPOSED COMMISSION POLICY – DIGITAL MEDIA AND PRINTED COLLATERAL MEDIA ADVERTISING

I. Introduction

A. Purpose

This Commission Policy informs employees on the agency's advertising policy and guidelines for commercial advertising on its websites, social media channels and printed collateral. The Washington State Parks and Recreation Commission (Commission) operates websites and social media channels that are accessed by members of the public through the Internet. The agency also provides printed collateral that is available in hard copy as well as digitally. The Commission established these digital tools and collateral to communicate the features and benefits of the state park system to the public. Commercial advertising is not allowed in state parks except in digital or print media forms as provide herein.

B. Background

Through the 2009-11 and 2011-13 State Parks operating budgets, the Legislature directed the agency to work toward greater self-sufficiency. The agency's Transformation Plan identifies digital media and printed collateral as agency assets with significant potential to raise advertising revenue to support operations.

C. Definition – Advertising

The term advertising is defined as the activity of attracting public attention to a product or business through paid announcements. For purposes of this policy advertising in parks is not permitted unless otherwise authorized in policy, as part of an agency concession arrangement, or as part of future Commission action.

II. Commission's Executive Order

Employees are directed to follow this digital advertising policy for the posting of all revenue-generating advertising through the agency's websites and social media tools, to the extent allowed by law and in accordance with this policy. This policy advances the advertising program's revenue-generating objective by prohibiting advertisements that could detract from that goal by creating substantial controversy, interfering with and diverting resources from State Parks operations, and/or could be viewed as offensive, inappropriate or harmful to the general public.

III. Information to Carry Out this Policy

The Commission establishes policies, rules, and procedures for advertising that are consistently and fairly applied to protect public and state resources.

A. Digital Advertising Goals

The digital advertising program must be sensitive to public perception and balance revenue-generating goals with public policy issues. The goals and implementation steps are as follows:

1. Generate new revenue for the state park system through digital advertising.
    - Build a sales force with program, region and field staff helping to recruit advertisers and create market awareness.

- Apply business enterprise principles, providing detail on operating costs and the project's ability to deliver net revenue to the agency operating budget.
- Provide robust web analytics for program administration and marketing purposes.

2. Protect the public and state resources.
   - Evaluate the public's perception and online experience navigating sites with digital advertising by collecting and tracking public feedback.
   - Protect the agency brand and agency credibility by providing accurate, convenient, and current information on website and social media channels.
   - Prohibit advertising that is controversial, offensive, inappropriate or harmful to the general public.
   - Ensure website usability is maintained by conducting usability testing.

B. Advertising Review

To ensure agency review of advertising proposals is fair and consistent, the Director will establish a rigorous advertising review process consistent with any legislation, state directives, sound business practices and this policy.

1. State Parks staff will review and approve all advertising content. The agency retains the right to refuse any advertiser and any ad posting. The agency at any time may remove any advertisement it believes violates this policy.
2. Prior to placing an advertisement, State Parks staff will screen and evaluate the ad content to confirm compliance with the guidelines set forth in this policy.
3. On web pages with advertising space, the agency shall include a clearly posted policy and a disclaimer disavowing any endorsement of products and services advertised.
4. The Commission reserves the right to support or endorse certain products and services consistent with the agency mission.

C. Advertising Content

~~Third-party a~~Advertising sold, solicited or allowed on agency websites and printed or digital collateral shall be limited to commercial advertising. By offering ~~third-party~~ advertising for this limited purpose, **the Commission is not creating a public forum** or designated public forum. State Parks staff retains the right to limit advertising to the purposes set out in this policy or to discontinue the sale of commercial advertising at its discretion. By limiting the use of designated areas of the agency's websites and collateral to commercial advertising under this policy, the Commission does not limit its right to engage in speech on behalf of itself and the State of Washington.

1. Any and all advertising sold shall be limited to informing members of the public of the availability of commercial goods or services. No statements of public policy, opinion or public matters shall be permitted, whether or not in the form of an advertisement.
2. Content must be in keeping with contemporary community standards and any standards for public area advertising.
3. State Parks staff may use designated advertising space for State Parks information, including promotion of agency programs, projects and services.

D. Prohibited Advertising Content

1. Content containing any of the following characteristics is not permitted:

   a. **Obscene or indecent**.

   b. **Discriminatory**.

   c. **Religious** (other than commercial advertising of service times and locations)

   d. **Political** advertising promoting or opposing a political party; the election of any candidate or group of candidates to federal, state or local government offices; and initiatives, referendums and other ballot measures.

   e. **Public issue** advertising expressing or advocating an opinion, position or viewpoint on matters of public debate about economic, political, religious or social issues.

2. Advertising that depicts or promotes the following products, services or other material will not be permitted:

   a. **Alcohol/tobacco/marijuana** products.

   b. **Gambling** ~~**or gambling institutions**~~**.**

   c. **Firearms** including ads promoting or soliciting the sale, rental, distribution or availability of firearms or firearms-related products.

   d. **Adult/mature rated films, television or video games** or other products rated by the industry as only suitable for mature audiences.

   e. **Adult entertainment or establishments,** including but not limited to adult book or video stores, adult Internet sites, adult telephone services, adult Internet sites, and adult escort services.

   f. **False or misleading material** that the advertiser knows or would reasonably be expected to know is false, fraudulent, misleading, deceptive or would constitute a tort of defamation or invasion of privacy.

   g. **Objectionable sexual or harmful subject matter** that is offensive based on contemporary community standards and would reasonably foresee harm to, disruption of or interference with the operation of the state parks system.

   h. **Insulting, disparaging or degrading material** directed at a person or group that is intended to be or could be interpreted as being disrespectful based on characteristics protected under federal or state law or that is so offensive as to reasonably foresee that it will incite or produce imminent lawless action in the form of retaliation, vandalism or other breach of public safety, peace and order.

   i. **Illegal activity,** including any advertising that promotes any activity or product that is illegal under federal, state or local law or any advertising that contains material that is an infringement of a copyright or trademark or is otherwise unlawful or illegal.

   j. **Profanity and violence,** including advertising that contains any profane language or portrays images or descriptions of graphic violence or intentional infliction of pain or violent action towards or upon a person or animal.

   k. **Products, services or messages which might be contrary to the best interests of the agency,** including any advertisement that encourages or depicts unsafe behaviors or encourages unsafe or prohibited recreation activities.

E. Additional Restrictions

In addition to general restrictions, the following guidelines apply to advertisements on agency websites and social media channels:

1. The clarity and functionality of the websites and social media channels are paramount. Advertising that interferes with this goal or distracts or interrupts the agency's information, will not be allowed.
2. The agency shall specifically designate the advertising spaces available on its website. It is within the agency's sole discretion to determine which web pages, or portions thereof, shall be available.
3. Advertising must not slow or degrade access to information.
4. The advertising shall adhere to the agency's online privacy policy, Internet security requirements and accessibility guidelines.
5. All advertisements, including any javascript placed on any agency website must be served from a secure location/server. As applicable, ads shall be served through ~~third-party~~ ad serving software. Advertisers must certify that content is free from any virus, infection, malware, or other code that places the website, its users, or any state resources in jeopardy.
6. The advertising content must be clearly identifiable as an advertisement, distinctive from agency content. Advertisements cannot mimic news headlines or agency ~~content~~ documentation in design, tone, third-person sentence structure or topic.
7. Advertising content cannot mislead the user. For example, advertisements cannot be designed to appear as though they are a functional part of the agency's websites or mimic or resemble operating system or Internet browser error messages or dialog boxes (dropdown menus, search boxes, etc.). Actual interactive ads approved by State Parks staff are allowable.
8. Audio events in advertisements must be initiated by a user click, must include a clearly labeled button or link to stop audio, and cannot loop.
9. Advertisements that include links to websites outside of the agency's control must allow users to return the agency's websites by using their browser's "back" button; trap door effects are not permitted. Advertisements cannot launch multiple browser windows upon a user click.
10. All advertisers will execute contracts approved as to form by the agency setting out the rights and liabilities of the agency and the advertiser. The contracts will include a requirement that the advertiser agrees to hold the State of Washington and the Commission harmless and to indemnify the State of Washington and the Commission for any loss associated with the placement of an advertisement. State Parks staff will consult with the Office of the Attorney General regarding the appropriate form of such advertising contracts.

V. Review and Update

The Commission acknowledges that rapid changes in the development of new technology may create issues or opportunities that surpass the scope of the specific terms and conditions enumerated herein. In those cases, the Commission reserves all rights under law and delegates to the Director the authority to apply the intent demonstrated within this policy to questions and situations that are unforeseen or unforeseeable.

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Item F-2: Boating Programs – Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This report provides an overview of Boating Programs and an update of accomplishments for 2013. Boating Programs is comprised of two federally funded programs that serve all Washington boaters both within and without State Parks. The two programs are the Recreational Boating Safety Program (RBS) and the Clean Vessel Act Program (CVA). This item advances the following Commission Transformation Strategies: "Provide recreation, cultural, and interpretive opportunities people will want" and "Form strategic partnerships with other agencies, tribes, and non-profits" and with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION - RECREATIONAL BOATING SAFETY: All states and territories have recreational boating safety programs under authority delegated by the U.S. Coast Guard in a memorandum of agreement. Federal law supports and encourages state participation through financial support (46 US Code 13102). In 1983, the Washington State Legislature authorized and directed the Commission to undertake a program of recreational boating safety with the passage of legislation now codified as RCW 79A.06.310. In 1984, Washington's program was authorized by the state Legislature, making Washington the 49th state to initiate a boating safety program. The Commission adopted rules as stipulated in the legislation to initiate the legal requirements for Washington State's boating safety program Once the legal requirements were set in place, the U.S. Coast Guard (USCG) signed a memorandum of understanding (MOU) with State Parks, recognizing the Commission's role as the designated agency, eligible to receive and expend federal funds for recreational boating safety. The Washington State Boating Safety Advisory Council composed of boaters and stakeholders helps set program priorities and provides recommendations to the program on recreational boating issues. Below are the current members who are appointed by the Director and their affiliations:

- Robert Miller, US Power Squadrons
- Jan Visser, Pacific International Yachting Assoc.
- Kathy J. Williams, Department of Health, Representing Education
- Clallam County Sheriff Bill Benedict, Washington Assoc. of Counties
- Gerald Hodge, Washington Water Trails Assoc.
- Dan Shipman, 13th Coast Guard District
- Raymond Williams, NW Boating Council
- Bonita M. Harding, United States Coast Guard Auxiliary
- Bonney Lake Police Chief Dana Powers, Assoc. of Washington Cities
- Frances Troje, White Water Boaters
- John Dawson, Recreational Boating Assoc. of Washington
- Nigel Malden, Personal Watercraft Owners
- Paul Wenzel, Private Citizen, Representing Anglers and Hunters
- Peter Schrappen, NW Marine Trade Assoc.

- Mary E. Roberts, Unaffiliated Boaters

Following is a summary of notable Commission actions and legislative milestones with regards to the RBS program:

- 1989: The Legislature authorized the Commission to approve local government boating safety programs in order for the state to allocate a portion of the annual vessel registration funds to support local boating safety efforts (RCW 88.02.650)
- 1995: The Commission voted to recommend agency request legislation requiring the mandatory use of lifejackets by children 12 years of age and younger on vessels 26 feet in length or less.
- 2005: Mandatory boater education was passed into law.
- 2008: The phase-in of mandatory boater education began. As of December 31, 2013, over 170,000 boater education cards have been issued. The phase-in will end in 2014 and apply to all boaters born after December 31, 1954 (unless specifically exempt in the statutes).
- 2013: Boating safety legislation passed that accomplished three things 1) it made operating a vessel under the influence a gross misdemeanor and created implied consent for breathylyzer tests the consequence for refusal being a $2,000 fine 2) it gave officers investigating an accident they did not witness, the authority to cite for violations of boating safety rules if they find probably cause during investigation and 3) it clarified the requirements of boat rental companies so they are explicit and consistent.

PROGRAM GOAL: To collect and analyze boating accident and casualty reports and lead the statewide effort of participating stakeholders and governmental partners in reducing boating related accidents, injuries and deaths.

KEY ACTIVITIES:

Marine Law Enforcement: In Washington, marine law enforcement is largely decentralized. County Sheriff's Offices and a few municipal police departments along with the Washington Department of Fish and Wildlife receive funding to enforce Washington's boating laws. The RBS program supports marine law enforcement in a number of ways:

1. The RBS program administers the state's vessel registration funds for disbursement to "approved programs" as defined in WAC 352-65. These regulations describe 10 criteria that local law enforcement agencies must meet to receive these vessel registration fees. The criteria include boating accident investigation and reporting, boater assistance, training, on-water enforcement and boater education.
2. The program provides a variety of specialized training courses including a 40-hour basic marine law enforcement class, detection and investigation of boating under the influence, and operation of personal watercraft for law enforcement. Sheriff's deputies and police officers form the majority of those attending these trainings although some training, such as vessel inspection classes has been offered in conjunction with Washington State Parks Ranger in-service programs.

3. The program passes through federal assistance funds that augment state and local resources to allow additional patrols during the boating season.
4. The program has signed an MOU with the Department of Fish and Wildlife to provide additional funding to support their boating safety patrols.
5. The program hosts an annual marine law enforcement conference to support continuing education and training, information sharing and technology transfer.

Boating Education and Outreach:

1. Boater safety education is required by law in Washington State. In 2012, all boaters ages 40 years and under are required to take a boating safety course and get the boater card, when operating a motorboat of 15 hp or greater. In 2014, this same requirement will apply to boaters born after December 31, 1954.
2. Washington's basic education course curriculum is compliant with the national standard developed by the National Association of State Boating Law Administrators (NASBLA). The courses are delivered online by Commission-approved course providers, in classrooms by law enforcement agencies, the U.S. Power Squadron, the USCG Auxiliary, and through a self-study program administered by State Parks staff. All online and classroom courses offered by outside organizations and vendors are required to meet NASBLA and Commission standards.
3. The program markets and promotes the boater safety education law to increase the level of boat operator competency, change boat operator's behavior, encourage boaters to get the boater card, and encourage safe boating practices like wearing a life jacket and never boating under the influence.
4. The program has a successful life jacket loaner program that supports life jacket loaner sites near recreational boating activities. Currently, 13 State Parks participate in this program.

Accident Reporting:

In Washington, boating accidents that result in any injury that requires medical attention beyond first aid, damage of more than $2,000, or death or presume death must be reported to the State Parks Boating Program. Program staff utilize the accident statistics with other data to guide injury prevention strategies and priorities.

SIGNIFICANT BACKGROUND INFORMATION - CLEAN VESSEL PROGRAM:

The Clean Vessel Act of 1992, 33U.S.C.1322, 106 Stat 5039, Subtitle V(F) of P.L. 102-587, signed November 4, 1992, established a recreational boater sewage disposal program and amends the Federal Aid in Sport Fish Restoration Act (Wallop-Breaux Act; 16 U.S.C. 777) to allow the Secretary of Interior to issue grants to coastal and inland States for pumpout stations and waste reception facilities to dispose of recreational boater sewage.

The Act directs the Secretary of the Interior:

- To provide grants to States to pay for the construction, renovation, operation, and maintenance of pumpout stations and waste reception facilities;

- Requires each coastal State to conduct a survey to determine the number and location of all operational pumpout facilities and the number of recreational vessels in the area with certain marine sanitation devices (Type III) or portable toilets.
- Requires coastal States to develop and submit a plan for the construction and/or renovation of pumpout stations and waste reception facilities within the coastal zone of the State.
- Requires the Under Secretary of Commerce for Oceans and Atmosphere to publish charts indicating the locations of pumpout and waste reception facilities.
- Allows the Secretary of the Interior to issue grants to inland States which demonstrate a need for pumpout stations and waste reception devices.

The act allows only one state agency to apply for Clean Vessel grant funds and in 1994 Governor Mike Lowry designated Washington State Parks as the administering agency for the state.

Clean Vessel Act grant funds are available to both the public and private sector. This includes all local and Tribal governmental entities and private businesses that own and operate boating facilities that are open to the general public during their normal business hours.

Grants fund 75% of the purchase and installation of waste disposal facilities on a reimbursement basis. The grant also funds 75% of the annual operation and maintenance costs, reimbursed one time annually at the close of the federal fiscal year.

PROGRAM GOAL:

The goal of the Clean Vessel Act is to ensure availability of boat sewage disposal facilities (BSDF) strategically located throughout the state to accommodate the need of recreational boaters during peak use times. Placement of BSDF are intended to be such that there is no more than 30 minutes travel time from one facility to the next in areas of high boater activity.

Support for locations that have BSDF to ensure functional facilities for boaters is an element of this goal as is educational outreach to inform boaters of the location of BSDF and the environmental risks of dumping waste into the waters of the state.

KEY ACTIVITIES:

The Clean Vessel Program Manager applies for grants on behalf of the agency, from the U.S. Fish and Wildlife Service each December for the following year's award. Each grant is active for a four year period. Ensuring expenditure of grant funds to accomplish the goals of the program requires active promotion of the program which is accomplished through several avenues.

SUPPORTING INFORMATION:
Appendix 1: RBS Program 2013 Accomplishment Summary
Appendix 2: CVA Program 2013 Accomplishment Summary

Author/Contact(s): Wade Alonzo, Recreational Boating Safety Manager

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Item F-3: Grant Update – Washington Wildlife and Recreation Program, State Parks Category Process and Criteria –Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports to the Washington State Parks and Recreation Commission on a proposed update to the process and criteria for the Washington Wildlife and Recreation Program's State Parks Category grant. This item advances the Commission Transformation Strategy "Develop amenities and acquire lands that advance transformation" and with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: The Washington Wildlife and Recreation Program (WWRP) provides grants for the purchase of valuable recreation and habitat lands, preservation of farmland and construction of recreation and public access sites for a growing population. WWRP funding comes from the sale of general obligation bonds, and is subject to appropriation each biennium by the Washington State Legislature.

The State Parks category (WWRP-SP) funds acquisition and development projects for Washington State Parks. Unlike all other WWRP categories which are competitive, the Commission is the sole recipient of State Park category funds. This grant has been the primary source of funding for state park acquisitions. The Recreation and Conservation Office (RCO) oversees the WWRP program, and the Recreation and Conservation Funding Board (RCFB) approves the policies that govern the program. Because State Parks is the only recipient of grants in this category, the RCFB has historically delegated to the agency the evaluation and ranking of these projects, which are then advanced to the RCFB for approval and submittal to the Legislature as part of their capital budget request.

Concerns with Current process and Criteria

This delegation of the evaluation and ranking of WWRP-SP projects has resulted in some significant process differences in the evaluation of WWRP-SP projects, compared to the evaluation of other WWRP categories. This difference has contributed to public confusion, and also to a perception that the WWRP-SP process lacks transparency. Because a transparent, unbiased process is key to continued political support of the overall WWRP grant program the perception of a lack of transparency is cause for concern.

In addition to transparency concerns, the criteria by which WWRP-SP projects are evaluated was last updated during the Centennial 2013 planning period, and the Commission's strategic goals have changed in the meantime. There is a need to better align the evaluation criteria with the agency's current goals, including the Transformation Strategy. The current WWRP-SP category evaluation criteria are found in Appendix 1.

Evaluation Process and Criteria

State Parks staff has been working with the RCO to update the WWRP-SP evaluation process and criteria, with the goals of:

1. Improving transparency,
2. Increasing confidence in the evaluation results,
3. Bringing the evaluation process in line with other WWRP categories, and
4. Reflecting current State Parks strategic goals in the evaluation criteria.

The proposed new process and criteria are in Appendix 2. The main changes to the process are:

1. The grant cycle will begin with staff submitting a proposed list of projects to the Parks and Recreation Commission, who may add or remove projects before approving the list. This will typically be at the January meeting in even-numbered years. This year, it will be at the March meeting.
2. The evaluation panel will be at least half non-State Parks staff.
3. During the evaluation period, the Commission will score a question that addresses how well the project supports the Commission-adopted State Parks mission and vision.
4. After evaluation, the ranked list will be shared with the Commission, who will not have the ability to change the ranking, but may withdraw projects.

The primary changes to the evaluation criteria are:

1. The "Project Significance" criterion has been updated to reflect current State Parks strategic goals, rather than consistency with the Centennial 2013 Plan.
2. The point multiplier for the "Expansion/Phased Project" criterion has been increased, to better reflect the significance of ongoing statewide legacy projects.
3. The criterion previously called "Multiple Funding Sources" has been changed to "Partnerships or Match" to encourage projects with partners.
4. The point multiplier for the "Readiness to Proceed" criterion has been increased, with the goal of better identifying projects that can be completed within 2-3 years.

RCFB Process

The RCFB reviewed draft changes to the WWRP-SP evaluation process and criteria at its November 2013 meeting. Since that time, the proposed changes were made available for public review and comment, and were subsequently revised.

RCO staff will ask the RCFB to adopt the revised process and criteria at their meeting on January 9, 2014, in Olympia.

SUPPORTING INFORMATION:

Appendix 1: Current WWRP Process and Criteria
Appendix 2: Draft RCFB Request for Decision

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Item F-4: Trails Program Update - Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports to the Washington State Parks and Recreation Commission on the statewide trails program and the trails initiative. This item advances the Commission Transformation Strategy "Provide recreation, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: With the help of dedicated volunteers and partners, along with significant grant and capital funding, State Parks made considerable trail improvements throughout the state in 2013. Some of the notable accomplishments include:

Statewide Projects:

Park Trails Initiative

As part of the Commission's Transformation Strategy, this initiative aims to better match our trail system with the kinds of trail opportunities park visitors are seeking. A project plan is included in Appendix 1. The initiative will include:

- Developing accurate trail maps for use online and in a mobile application
- Working with trail user groups to identify ways to improve our trail system to better meet their needs
- Identifying opportunities to improve access to park trails by people with disabilities
- Developing and nurturing partnerships to help construct and maintain park trails
- Soliciting and developing partnerships with health care organizations to promote state park trails as a fun way to improve health and well-being.

In September 2013, staff presented the Park Trails Initiative to the Washington State Trails Caucus, and heard from many user groups interested in working with State Parks to improve our trails. Staff is now working to set up meetings with those groups.

Trail Mapping

Several years ago, volunteers gathered GPS data for trails at most state parks, but the data was never processed for use in GIS, making it essentially unusable. In 2013, staff began work processing and refining this data, and has so far completed work on 107 parks, totaling over 1,100 trail miles. The data is already helping staff with planning efforts, but when completed, it will also be used to develop maps for the agency website and mobile app.

Park-Level Projects:

Iron Horse

In 2009, five historic railroad tunnels in Iron Horse State Park were closed after an assessment determined there were potential safety hazards for trail users. The longest of the tunnels, Tunnel 50 at Snoqualmie Pass, was repaired and reopened in 2011. In 2013, a capital project completed similar repairs for Tunnels 48 and 49, near Easton. The construction costs were lower than estimated, so staff will request that the remaining funds be used for design of repairs to Tunnels 46 and 47, near Thorp.

In 2012, the agency received a grant to develop a master plan for the portion of the park between the Town of Malden and the Idaho border. The plan is nearly complete, and will be brought to the Commission for consideration at its March 2014 meeting. As a follow-up to the planning grant, the agency received funding to improve the surfacing and grades on the nine-mile section of the trail

between Malden and Rosalia. There may also be funding available to purchase property in Tekoa to serve as a future trailhead.

Rocky Reach Trail

The Rocky Reach Trail will connect Wenatchee Confluence State Park to Lincoln Rock State Park. The five-mile trail will be developed in three phases. The first phase is in construction now and connects Lincoln Rock State Park with an overlook on the Columbia River about one mile south of the park.

Phases 2 and 3 are currently in design and finishing preparation of contract documents. Funding is available to construct both phases. Construction is expected to begin on Phase 2, the southernmost mile of the five-mile trail, in summer 2014. Phase 3 includes construction of the central three miles of trail. This stretch however crosses over lands owned by the State Department of Transportation (WSDOT) with active agricultural leases on them. Agency staff is coordinating with WSDOT as they work to most appropriately end these leases. Construction of Phase 3 is expected to begin after the fruit harvest, in autumn 2014.

The Complete the Loop Coalition in Wenatchee has been raising significant funds for the Rocky Reach Trail. Depending on construction costs, contributions will be used for either Phase 2 construction, or to develop a trail maintenance fund. All three phases of the trail are expected to be completed by June 2015.

Spokane River Centennial Trail

State Parks received funding from the Washington Wildlife and Recreation Program's Trails category to construct a two-mile extension to the Spokane River Centennial Trail, linking it to the agency's Nine-Mile Resort property at Lake Spokane, and increasing its total length to 39 miles. Agency staff is currently working with the local school district for approval of a segment of trail that will run through school property. Construction is expected to begin in late March, and will be completed by the end of the biennium.

Squilchuck State Park

In 2012, the Central Washington Chapter of the Evergreen Mountain Bike Alliance (Evergreen) proposed a partnership with State Parks to develop a 5.5-mile trail system and a mountain bike skills center at Squilchuck State Park. Their proposal is attached as Appendix 2. Because Evergreen's proposal is consistent with the Commission's transformation strategy to provide the kinds of recreational opportunities that people want, staff has been coordinating with Evergreen on the necessary environmental reviews and permitting. Evergreen has secured grants and donations to pay for the construction, and will also be donating significant volunteer time and equipment to this project. Construction is expected to begin by late spring 2014.

Columbia Hills State Park

A 6.3-mile trail and two trailheads are being developed in the Dalles Mountain Ranch area of Columbia Hills State Park. This trail was one of the Centennial 2013, 100 Connections Projects, and it is now nearly complete. The lower trailhead, near State Route 14, is complete, and the upper trailhead, near the Dalles Mountain Ranch, will go out to bid in January. Park staff has been working with volunteers, including the Backcountry Horsemen of Washington, to complete the trail construction, and it is nearly ready. Staff believes the whole project will be complete by April 2014, in time for the spring wildflower season.

Mount Spokane State Park

Staff has been working with the Friends of Mount Spokane State Park (FOMSSP), and with members of the Eastern Chapter of the Evergreen Mountain Bike Alliance to develop an updated trail plan for the park that improves opportunities for mountain biking, while also addressing potential conflicts with other trail users. The plan identifies opportunities for new or redeveloped multi-use trails that better meet the needs of mountain bikers. Staff and volunteers have already begun one of the proposed projects, a reroute to Trail 140, and Evergreen has committed to help maintain it, along with other park trails.

Also at Mount Spokane, a warming hut for winter trail users is nearly complete, and the Washington Trails Association (WTA) and the FOMSSP constructed several trail reroutes and bridges.

Larrabee State Park
Trail users at Larrabee have requested significant trail improvements, but the park does not have a Classification and Management Plan (CAMP) to guide decision making. So staff worked with members of the hiking, mountain biking, equestrian, and trail running communities to identify some trail improvements that can be made in the short term, while Parks begins a public process that will result in a CAMP and a trail plan for the park. The first public meeting for this process was on January 16 in Bellingham, and a recommended land classification and long-term park boundary for Larrabee will be brought to the Commission for a decision later this year.

Lake Sammamish State Park
Construction of a 10-foot wide, 500-foot long boardwalk at Lake Sammamish State Park was completed in September 2013. The boardwalk links the Sunset Beach developed area to the mouth of Issaquah Creek. The ADA-compliant boardwalk replaces a seasonally muddy pathway, and forms the north end of a planned esplanade linking Sunset Beach to Tibbet's Beach. Interpretive panels will be added to the boardwalk in 2014.

Willapa Hills Trail
Flooding in 2007 caused significant damage to the Willapa Hills Trail, and State Parks has been working with the Federal Emergency Management Agency (FEMA) to make repairs. Three of the remaining projects are in construction now. They are a washout repair two miles southeast of Pe Ell, and two 200-foot bridges, at Spooner and Dryad. All three projects are expected to be complete by August 2014.

Beacon Rock State Park
A new trail from the park's day-use area to Beacon Rock is being constructed by WTA. The trail will provide a safe pedestrian route between the two popular park areas. Construction is 90% complete, and is awaiting a bridge installation before work begins on the rest. The trail is expected to be open by April.

SUPPORTING INFORMATION:
Appendix 1: Park Trails Initiative Project Plan
Appendix 2: Squilchuck State Park Conceptual Plan for Trail Development and Mountain Bike Skills Center

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Item F-5: Interpretive Transformation Initiative Update – Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports to the Washington State Parks and Recreation Commission an update on the Interpretive Transformation Initiative, including results of a statewide interpretive level of service survey and strategic interpretive program investments. This item advances the Commission Transformation Strategy, "Provide recreation, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: In 2009, in response to a historic shift in the financial support of State Parks, interpretive program staff was directed to establish a statewide interpretive policy to stabilize, reorganize and guide the future of the agency's interpretation efforts. An interdisciplinary task force was established to develop interpretive policy choices for Commission consideration, and to assess the condition and relevancy of interpretive services offered to the public. In November 2010, the Commission adopted an interpretive policy, program vision statement and guiding principles. In December 2012, initial findings of a statewide assessment of interpretive programming, facilities and media were reported to the Commission as part of the Interpretive Transformation Initiative.

In March 2013, the Commission adopted a new mission and vision along with a Transformation Strategy to guide the agency towards a sustainable state park system supported by the public. The strategy is rooted by seven principal strategies, "Providing recreational, cultural and interpretive opportunities people will want" is the principal strategy from which the Interpretive Transformation Initiative finds policy direction and performance guidance. The strategic goals of this initiative are also rooted in the Commission-adopted program vision and guiding principles (Appendix 1). Captured in this program vision is the philosophy that effective interpretation provokes interest in people to experience connections to state park resources in meaningful ways. This report builds upon these previous strategic planning efforts.

<u>Interpretive Level of Service Distribution</u>

In 2011, a statewide survey was conducted to better understand the interpretive capacity of individual parks, and their unique history of programming and facility development. Survey results, along with fiscal year 2013 interpretive program attendance reports and staffing levels, were used to develop qualitative level of service modeling criteria specific to interpretive services (Appendix 2). Six distinct service levels were identified based on the demonstration of interpretive opportunities in a park, including the complexity and operation of interpretive facilities, current staffing levels, and resulting programming capacity. The survey addressed 170 state park properties with interpretive potential, including satellite and undeveloped properties. See Appendix 3 for a list of state park properties surveyed and current interpretive service levels. Additionally, a map conveying the statewide distribution of interpretive service levels by park can be found in Appendix 4. Mapping the level of service for each state park allows the current distribution of interpretive opportunities to be visualized and understood from a management area, region, and statewide perspective, as well as through the lens of tourism and partnership networks. This model will also serve as a baseline for measuring the effectiveness and performance of the agency's interpretation initiative.

Key Findings

The large majority of interpretive opportunities can be characterized as self-guided with distinct parks where routine programming occurs. Parks with higher levels of interpretive service generally possess resources of state, national, or international significance, and reflect historic capital program and current operational investments in these finite public resources.

The most basic form of interpretive opportunity surveyed was online digital media delivered by the agency website and mobile phone application (139 state park properties). A large percentage of developed state parks provide some form of on-site opportunities (105 state parks). The most common form of on-site opportunity surveyed was self-guided exhibit panels and kiosks.

Eight state parks with dedicated agency interpretive staff produced nearly 70% of the agency's interpretive contacts in fiscal year 2013 (approximately 80,000 of 114,000 contacts). Additional programming capacity was supported by formal partners and interpretive volunteers. The majority of programs occur in parks with advanced interpretive facilities, including formal interpretive trails, amphitheaters, and interpretive centers.

This qualitative model identifies patterns that merit further analysis, including:

- A notable gap in higher levels of services found in urban centers and shoreline parks
- Opportunities to leverage technology in parks with predominately self-guided services
- Partnership roles of parks serving as gateways to National Parks/Monuments/Scenic Areas

Strategic Interpretive Program Investments

A basic goal of the Interpretive Transformation Initiative is to promote visitation to state parks by offering attractive interpretive opportunities that people will choose to experience. A key ingredient in creating this outcome is to ensure interpretive experiences are relevant. Recent investments in interpretive facilities and programming convey progress towards this goal.

ALEA Investment in the Ice Age Floods Program

In 2012, the Legislature shifted funding from the Aquatic Lands Enhancement Account (ALEA) to provide for strategic state park investments, including the renovation of 47-year-old exhibits at Dry Falls and the replacement of 25 outdoor Ice Age floods exhibits in four state parks.

Since 1966, the Dry Falls Visitor Center has served as the epicenter of Ice Age Floods history in the Pacific Northwest. Using approximately $15,000 in ALEA funds, and significant in-kind contributions from Park, Creative Services and Interpretive staff, a series of 23 new indoor exhibits is scheduled to open this spring. These efforts will provide for a refreshed marketing campaign to attract new and repeat visitors along the Ice Age Floods National Geologic Trail.

Centennial GeoTour

Geocaching is a growing outdoor activity with viable opportunities to leverage digital technology to enhance self-guided interpretive experiences. This technology can be used to readily facilitate "placed-based" connections between users and state park resources. In partnership with the Washington State Geocache Association (WSGA), 104 geocaches were established in over 100 state parks to commemorate the agency's centennial. Each cache site and permit was reviewed by staff to ensure the ongoing stewardship of park resources. This new program is popular. In its first six months at least 2,800 state park users have logged into the geocache website, www.geocaching.com. This indicates hundreds more users may have participated without leaving a digital signature. A key attribute of this partnership program is the incentive to visit multiple state parks (i.e. one cache was placed per park):

- 2,798 visitors have logged at least 1 Centennial GeoTour cache

- 218 visitors have logged at least 25 caches
- 145 visitors have logged at least 50 caches
- 34 visitors have logged at least 100 caches

The most active state park cache sites are Iron Horse at Hyak (744 visits), Fort Casey (344), Saltwater (326) and Saint Edward (320). In general, caches located within parks in or near urban centers and major travel corridors are most active. Opportunities to expand this form of digital interpretation into other areas of organized programming, including geo-history tours, environmental education activities, and Jr. Ranger programming are currently being explored.

Traditional Arts in Parks Programming

In partnership with the National Endowment for the Arts (NEA) and the Washington State Parks Foundation, the Traditional Arts in Parks program serves to expand the diversity of programming offered to the public, and to entice a new demographic of visitors to the state park system.

In 2013, thirty-one Folk and Traditional Art performances were provided to an audience of over 4,300 park visitors, an average of 140 visitors per performance. Performers represented a wide diversity of cultures and performed all around the state park system:

- Deception Pass hosted performances by the Swinomish and Samish tribes, an African American gospel quartet, traditional fiddle artists, and Acadian and Québécois musicians.
- Peace Arch presented music originating from Tahiti, Asian India, the Andes, and Russia.
- Saltwater hosted music and dances festivals highlighting Cambodian and Brazilian cultures.
- Sacajawea presented Latin-Venezuela, Argentinian and Columbian performances.
- Pearrygin Lake hosted Irish and Columbian music from local roots in the Methow Valley.

Continued investment in the Traditional Arts in Parks program is planned for 2014 with the recent award of a $40,000 grant from the NEA, and support from the State Park Foundation and special license plate account. Additionally, opportunities to enhance outdoor programming and event infrastructure, including electrical utilities and access improvements, are being examined.

Special License Plate Program Opportunities

In 2006, the Washington State Parks special license plate was established as part of the Department of Licensing special license plate program. As specified in RCW 79A.05.059, expenditures from this account "may only be used to provide public educational opportunities and enhancement of Washington State Parks".

There are over 3,500 Washington State Parks special license plates on the road today. Nearly two-thirds of these supporters are located in King, Clark, Pierce, and Snohomish counties, although license plates have been issued in 36 of the 39 counties (Appendix 5). Public support for the program has grown an average of 9.75% each fiscal year since 2009. In fiscal year 2013, over $103,000 in revenues were realized. This program provides viable opportunities to invest in attractive educational opportunities. With this purpose in mind, areas of emphasis include:

- Maintaining Traditional Arts in Parks programming
- Enhancing youth-oriented programs to stimulate engagement in outdoor activities
- Replacing outdated exhibits that have outlined their life expectancy and/or relevancy
- Developing attractive digital interpretive opportunities to promote new visitation

<u>Next Steps</u>

Future efforts of this initiative will build upon progress reported here to inform the strategic alignment of program goals with implementation of the agency's Transformation Strategy. Program staff will continue work with agency staff and partners to prioritize interpretive investments that will result in encouraging the use of parks and a healthy state park system.

SUPPORTING INFORMATION:
Appendix 1: Interpretive Program Vision Statement and Guiding Principles
Appendix 2: Criteria for Qualitative Interpretive Level of Service Modeling
Appendix 3: List of State Park Properties by Level of Interpretive Service
Appendix 4: Map of 2013 Interpretive Level of Service Distribution by Park
Appendix 5: Special License Plate Program Participation per County

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Item F-6: 2013 Kukutali Preserve – Annual Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports to the Washington State Parks and Recreation Commission on the status of the Kukutali Preserve, a property managed as part of Deception Pass State Park. This item advances the Commission Transformation Strategy: "Provide recreational, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: Kukutali Preserve is co-owned and co-managed by the Swinomish Indian Tribal Community (SITC) and the Washington State Parks and Recreation Commission (Commission) for conservation and research, public education, and limited recreational use. The Kukutali Preserve Management Board, consisting of three members appointed by the SITC and three members appointed by the Commission, makes management recommendations and oversees day-to-day operations of the property. Until a master plan for the property could be completed and implemented, the Management Board developed an interim management plan, which restricted public access to pre-scheduled tours only, as the property has no facilities, and it has both natural and cultural resources that need to be protected.

In late 2012, the Swinomish Indian Senate and the Commission approved a master plan for the preserve (Appendices 1 and 2). Several general principles were adopted for the preserve, including:

- The preserve will be made available for public day-use, with no overnight facilities.
- General access will no longer be strictly limited to guided tours. Access to Flagstaff Island will continue to be prohibited to protect fragile plant communities, until proper protective measures are implemented that may allow limited guided tours.
- Limited day-use amenities will be constructed in phases, as funds are available. Facilities will include trails, a vault toilet, non-motorized boat landings, picnic area, and a small parking lot on Snee-oosh Road.
- Vehicles will be limited to a parking area next to Snee-Oosh Road. All other access by land will be pedestrian only.

In 2013, the Management Board began work to implement the master plan. As a preliminary step, Commission staff evaluated the historic significance of the Dunlap house, located on Kiket Island. The mid-century modern house, designed by a well-known Seattle architect and originally owned by a prominent local citizen, was determined to be eligible for listing on the National Register of Historic Places at the local level of significance. However, the house did not have an identified use in the master plan and was not consistent with funding sources used for the original property acquisition. After completing the necessary documentation, as called for in the Commission's Cultural Resource Management Policy, the house was demolished.

With funds from the SITC and the Commission's 2013-2015 capital budget, the Management Board is working to complete the first three phases of the master plan. New park gates have been installed, along with a barrier between Kiket and Flagstaff islands to protect Flagstaff's sensitive vegetation from trampling. The north and south trails have also been completed. Currently, construction documents are being developed for other master plan elements. The parking lot and vault toilet are targeted for completion by June 2014. Once these two amenities are installed, the Board anticipates opening the preserve for public day-use.

SUPPORTING INFORMATION:
Appendix 1: Kukutali Preserve Master Plan Elements
Appendix 2: Planned Development Phases for Kukutali Preserve

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Item F-7: Legislative Report - Report

This item has been pulled.

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Item F-8: The Future of Bridgeport State Park - Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports to the Washington State Parks and Recreation Commission on issues affecting the future of Bridgeport State Park. This item advances the Transformation Strategy: "Provide recreation, cultural, and interpretive opportunities people will want" and with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: Bridgeport State Park is located near the Town of Bridgeport in North-Central Washington (Appendix 1). Currently comprised of 748 acres, Bridgeport State Park provides day use and camping recreation opportunities, including boat launch access to Rufus Woods Lake. In addition, through a local lease agreement, the Lake Woods Golf Course is located at the park.

The concept of a state park at Bridgeport dates back to the war-torn year of 1944, when a group of local citizens initiated a campaign to raise funds to acquire 20 acres for a park in Bridgeport. At its October 30, 1944 meeting the State Parks Committee agreed to accept donation of the 20 acres and to establish it as a state park. The idea to create a state park at this donated property was short-lived; at its March 24, 1950 meeting the Washington State Parks and Recreation Commission (Commission) voted to return the donated 20 acres to the original donors. This action was taken after donor inquiries in 1949 on the progress of creating the new state park at Bridgeport and subsequent staff site investigations.

Through a 1946 Rivers and Harbors Act appropriation for irrigation and hydro-electric power generation, Congress authorized construction of the Foster Creek Dam and Powerhouse on the Columbia River at Bridgeport. In 1948, the name of the dam yet to be built was changed to the Chief Joseph Dam in honor of the Nez Perce chief who lived in the area during his final days. Construction of the new dam began in 1949. Completion of the dam in 1955 resulted in the formation of Rufus Woods Lake, and on Oct. 12, 1955, the Commission signed a 25-year lease with the U.S. Army Corps of Engineers for a new, 154-acre state park. Subsequent amendments to the original lease during the ensuing 30 years added another approximately 240 acres of land leased from the Corps for Bridgeport State Park.

At its January 9, 1956 meeting, the Commission authorized then Director John R. Vanderzicht to purchase 388 acres of privately held land to expand the newly formed Bridgeport State Park and directed that a feasibility study be done regarding locating a golf course at the park. At its April 16, 1962 meeting, the Commission, following a request from the Bridgeport Golf Course Development Committee, authorized then Director Clayton E. Anderson to negotiate the leasing of 80 acres for the development of a golf course at Bridgeport State Park. A current parcel map is included as Appendix 2.

In 1975, the Corps released a draft of the Chief Joseph Dam Public Use Development Plan which included a proposal for a new park at Box Canyon, about nine miles upriver from Bridgeport State Park. The Corps asked that the Commission consider managing the proposed park at Box Canyon. The Corps made the request in recognition of the Commission's Public Reservoir Policy, which states in part: "*The Commission shall strive to administer one or more facilities of State Parks significance on each major reservoir in the state*." The Commission expressed an interest in the Box Canyon site proposal, but only if another public manager could be found for Bridgeport State Park. The Confederated Tribes of the Colville Reservation, who had participated in the Corps planning process, expressed an interest in assuming management of Bridgeport State Park if the Commission were to take on management of a new state park at Box Canyon.

A new state park at the Box Canyon site as proposed by the Corps was not to be. At its April 24, 1978 meeting, the Commission heard a report from staff that after extensive study the Corps had decided not to pursue the Box Canyon proposal and was instead offering to fund a significant expansion and upgrade of facilities at Bridgeport State Park to meet unmet recreation needs on Rufus Woods Lake, if the Commission agreed to assume management of the expanded facilities. After what the record shows to be a vigorous, and at times pointed, interchange between the Commission and staff, the Commission authorized then Director Charles H. Odegaard to enter into an agreement with the Corps for facility improvements at Bridgeport State Park. In 1979, the Commission authorized the no cost transfer to the Corps of 60 acres of State Parks fee owned land to accommodate construction of new facilities. Construction of the nearly $3,000,000 project occurred from fall 1979 until spring 1981. Virtually all of the developed facilities at Bridgeport State Park are on Corps owned land, in part as an artifact of the Corps' need to have title to land that it develops.

In 1990, then Washington State Parks Director Cleve Pinnix executed a new 25-year lease with the Corps for the continuation of Bridgeport State Park until September 30, 2015. The current concession lease with the Lake Woods Golf Club for the golf course at Bridgeport State Park also expires on September 30, 2015.

The Future of Bridgeport State Park

With the agency's lease due to expire, the Confederated Tribes of the Colville Reservation (Colville Tribe) have expressed renewed interest in leasing the Corps-owned land at Bridgeport. Since both State Parks and the Colville Tribe have expressed an interest in the lease, the Corps is required to undertake a competitive selection process. This past summer, staff from the Corps hosted a meeting with agency staff and representatives of the Colville Tribe to outline their selection process. During this meeting State Parks staff indicated their preference to work cooperatively with the Colville Tribe and explore mutually beneficial partnership arrangements in favor of a competitive process. While initial overtures have not been successful, State Parks staff remains interested in pursuing such an arrangement.

With the impending expiration of the lease between the Commission and the Corps for Bridgeport State Park, the future of the park is open to discussion. As described in the brief history above, State Parks has been in partnership with the Corps since completion of the Chief Joseph Dam in 1955 and creation of Rufus Woods Lake. That partnership has been a mutually beneficial one that has helped the Corps meet its recreation obligations and has allowed Washington State Parks to provide public day-use, camping and boating recreation opportunities consistent with the mission of the agency.

Experience has demonstrated that individual state parks typically have their own base of user and community interest and support. Decisions made for the benefit of the state park system as a whole (e.g., transferring a park to local government), are often in direct conflict with local interests and desires. This type of real world dynamic must be balanced against the Commission's new financial model calling for greater self-sufficiency and more businesslike decision making. The Governor's Office, the Legislature, the Commission, its staff and the public are all still grappling with how best to achieve the operating efficiencies, revenue increases and an appropriate level of State General Fund support to meet the requirements of the agency.

Potential Options

As noted previously, virtually all of the developed facilities at Bridgeport State Park, including most of the golf course, are on Corps-owned land. The Commission will need to formally determine at its March 27, 2014 meeting if it wishes to seek a new long-term lease from the Corps for the continuation of Bridgeport State Park. A staff recommendation to the Commission on this question will be based in part on the extent to which Bridgeport State Park is, or could be, consistent with the new mission and vision of a state park system in transformation.

In sum, the broad options at this point are for the Commission to determine that it will not seek a new lease at Bridgeport State Park; that it will seek a new lease only if a viable partnership or partnerships can be found to assist in operation of the park; or that it will seek a new lease from the Corps that largely reflects current conditions at the park.

Next Steps

State Parks staff will seek to meet with elected and community officials, appropriate Corps staff, representatives of the Colville Tribe, local stakeholders and interest groups, and the public to help inform a staff recommendation to the Commission at its March 27, 2014 meeting regarding the future of

Bridgeport State Park. Should the Commission decide to compete for a new lease, a completed proposal must be submitted to the Corps by April 30, 2014.

SUPPORTING INFORMATION:
Appendix 1: Location and Vicinity Map
Appendix 2: Current Conditions Parcel Map

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Item E-9: Legislative Update- Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports on the progress during the 2014 session of the Washington State Legislature. This item advances the Commission Transformation Strategy "Demonstrating that all Washingtonians benefit from their state parks" and is consistent with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: The 2014 session of the Washington State Legislature convenes January 13, 2014 and is scheduled for its 60-day regular session. In preparation for the session, staff has been engaged in the following activities:

Agency Request Legislation: The Director submitted, and Governor Inslee approved, three bills as formal agency request legislation:

A. **Concerning State Parks Partnerships:** There are many actions the agency can take to meet its statutory requirements and public expectations at a lower cost to the general taxpayer. This bill would address several of the more narrowing or limiting statutes, including:

1. Environmental Interpretation - Terminology: The proposed bill redefines the type of interpretation provided by State Parks as "scenic, natural, cultural and historical" interpretation and standardizes that terminology though other RCW references.
2. Programming: The bill redefines the function of interpretative programming in more inclusive and professionally accepted terminology, and specifically expands it to include increasing "awareness, appreciation, and enjoyment of the state's ethnic, cultural and artistic heritage."
3. Partnerships: The bill proposes a wide range of purposes under which state parks may choose to enter into partnerships. It then stipulates a set of considerations that the Commission should assess prior to any such partnership agreement and requires specific agreement clauses to protect the state from liability.
4. Donor Recognition: The proposed bill would allow the agency to "recognize donors and sponsors using various forms of recognition, to include, park structures, signage, interpretive displays, printed material and other electronic or digital media."

5. Role of the State Parks Foundation: The proposed bill broadens the authority of the State Parks Foundation to support friends groups and other organizations where such support would be solely for state parks.

B. Regarding Management of the Milwaukee Road Corridor: Repealing all statutes related to state parks management of a portion of the John Wayne Pioneer Trail. In effect, allowing the agency to manage the trail as it manages all other portions of its 5-park rail-trail system.

C. Regarding the Safety of Ski Area Conveyances: This legislation would amend RCW 79A.40 and 79A.45 to fix technical and procedural problems with the ski lift inspection program.

Staff has met with Committee Chairs of the relevant policy committees, seeking prime sponsorship and other member support for the bills. By the time of the January Commission meeting, the bills should have been introduced in both chambers.

Supplemental Budget: Governor Inslee has lent his support to a $3.9 million 2014 Operating Budget Supplemental Request. Details of this request are described in Agenda Item E-10 Financial Analysis.

State Parks 101 Testimony: The House has reorganized its committee assignments and directed State Parks policy issues to be handled by the Environment Committee. The Committee Chair, Representative Joe Fitzgibbon, has requested a presentation by the agency for members in open hearing, about state parks issues. The presentation is expected to be in the first or second week of the session.

Additional information about session activities and issues of agency interest will be provided at the Commission meeting on January 23, 2014.

SUPPORTING INFORMATION: None

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Item F-10: Financial Update - Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports to the Washington State Parks and Recreation Commission on the status of (1) State Parks' 2013-15 biennium operating and capital expenditures, (2) Parks Renewal and Stewardship Account (PRSA) revenue collections, and (3) the status of State Parks' 2014 operating budget supplemental request. This item advances the Commission Transformation Strategy: "Adopting a business approach to park administration" and the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION:

Operating Budget: The Agency submitted its 2013-15 operating budget allotment (spending plan) totaling $129.4 million ($103.1 in the Parks Renewal and Stewardship Account) in August 2013. The Office of Financial Management (OFM) approved the plan in September. The spending plan reflects estimates for known costs except for those associated with overtime, unemployment, and retirement buyouts. These costs are expected to be covered from savings derived from normal vacancy rates.

Subsequently, the Agency prepared and submitted a 2014 supplemental budget request. The request totaled $4.9 million; $2.9 million from the Parks Renewal and Stewardship Account, $0.4 million from the Winter Recreation Program Account, and $1.6 million from the General Fund. The supplemental identifies funding priorities to stabilize park operations and system, invest in Transformation strategies, meet regulatory requirements and ensure the health and safety of employees and visitors. The Governor released his supplemental in mid-December and proposed funding $4.1 of the $4.9 million requested.

Capital Budget. The capital budget allotment was submitted and approved by OFM in September 2013. Updated Capital allotments were submitted in October and November to correspond with the project planning timelines prepared by the Parks Development division. An allotment change was also submitted to OFM adjusting re-appropriations to the amounts needed. This adjustment was approved reducing re-appropriations by $1.6 million.

Revenue. Revenue estimates for the 2013-15 biennium were prepared and submitted to OFM in August 2013 and approved in September. The estimates were developed based on what was believed to be realistic but conservative assumptions. Budget staff reviewed revenue estimates and submitted adjustments as part of the quarterly forecast update in November. These adjustments reduced projected PRSA revenue by $1.3 million.

FINANCIAL INFORMATION:

Agency Operating and Capital Expenditures

Operating**:** For July through November 2013, the Agency spent $27.2 million of which $23.0 million was for general operations. As expected, staff vacancies continued to offset compensation costs not reflected in the biennial allotments.

Capital: The Agency's capital budget for 2013-15 totals $70.0 million of which the majority is for direct appropriations and re-appropriations for projects funded through the State Building and Construction Account. To-date, the Agency has expended $3.9 million on these projects; of which, $2.6 million was spent on re-appropriated projects, and $1.3 million on new projects. Spending more dollars on re-appropriated projects versus new projects is a normal occurrence at the beginning of a biennium.

Agency Revenue

Current Biennium: PRSA revenue is slightly above projections. For July 1 through November 30, 2013, revenue collections for the Discover Pass, park donations, camping, cabins and other lodging and other revenue are collectively 2.7% above estimates.

Comparing biennium-to-date revenue against estimates for the four categories shows:

1) Discover Pass revenue is 6.2% above projection,
2) Donation through the "opt out" program are 2.0% above projection,
3) Revenue from camping is 2.7% above projection,
4) Cabins and other lodging are 1.3% below projection, and
5) Other sources are 0.7% above projection.

State Parks 2014 Supplemental Request
The Governor proposed funding $4.1 million of State Park's $4.9 million request in his 2014 operating budget supplemental. All requested items associated with the Parks Renewal and Stewardship Account ($2.9 million) and the Winter Recreation Program Account ($.4 million) were included. An additional $150,000 was provided for equipment replacement out of the PRSA account to partially offset a $350,000 general fund reduction associated with this line item. With limited general fund dollars available statewide, items funded through the general fund were reduced to those viewed as the highest priority ($.6 million). In total, the Governor proposed $3.1 million in PRSA account; $.4 million from the Winter Recreation Program Account; and $.6 million from the General Fund.

The Governor's 2014 supplemental also provided $200,000 to fund a Blue Ribbon Task Force on Parks and Outdoor Recreation. This Task Force will be asked to develop recommendations to: (1) boost outdoor recreation tourism, (2) develop a strategy for a sustainable funding source for State Parks and other state recreation lands, and (3) promote student environmental education.

SUPPORTING INFORMATION:
Appendix 1: Operating and Capital Budget Financial Report
Appendix 2: Parks Renewal and Stewardship Account (PRSA) Revenue Summary
Appendix 3: 2014 Operating Budget Supplemental Request Compared to Governor's Proposal

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Item F-11: Park Naming and Counting - Report

ACTION TAKEN: Report only, no action requested

EXECUTIVE SUMMARY: This item reports on options for consistent park naming and counting protocols. It advances the Commission Transformation Strategy "Adopt a business approach to park system administration" and is consistent with the Agency culture and core values.

SIGNIFICANT BACKGROUND INFORMATION: With few exceptions, the legislature has delegated broad authority to the Parks and Recreation Commission to name state park areas and name anything on or within such areas (RCW 79A.05.030). This naming authority has been used by the Commission hundreds of times in its history. The Commission has developed rules on park naming (WAC 352.16) and has adopted a set of naming policies (POL 72-78-1; 72-06-1; and 72-65-1). The Director has developed an "Official Park List" of 117 state parks. This "Official Park List," however, is not consistent with the list of Commission-named parks. It is also not consistent with common national park categories developed by the National Association of State Park Directors, is not consistent with other Washington state agency recreation area names, and is not consistently descriptive of the character-defining features of each state park area.

The *Transformation Strategy* calls for increased emphasis on park system marketing and branding. Developing and communicating defendable, consistent and useful data about the type and number of parks within the state park system will be helpful toward that goal.

The Challenge of Identity

The agency knows precisely the location of its lands and the acreage of all owned and leased parcels. Each parcel is loaded into the agency's electronic graphical information system (GIS) data base. There are thousands of distinct parcels that staff have combined into 234 officially and unofficially named properties in the state parks GIS system. But distinguishing and naming one piece of land from another can become a complex set of choices. Some examples:

1. At Deception Pass State Park, local park area staff manage multiple islands and non-contiguous properties. Should Skagit Island, a 24-acre camping park accessed only with watercraft, be an unnamed portion of Deception Pass State Park? Should it be named Skagit Island State Park? Should it be named Skagit Island Marine State Park? Dugualla State Park, a satellite of Deception Pass, has been named by the Commission. It is a substantially undeveloped property more than five miles from any other state park area. Ben Ure Island is partially owned and managed by State Parks and partially privately owned. It rests within Deception Pass and Cornet Bay. How should Ben Ure and Skagit Islands and Dugualla be described and counted in the list of official state parks?

2. Green River Gorge Conservation Area (GRGCA) is officially named by the legislature. It contains two Commission-named state parks (Flaming Geyser, Kanaskat-Palmer); multiple Commission-named undeveloped properties (e.g., Old Town of Franklin Site, Black Diamond Site, Hanging Gardens Site, Jellum Site); and a nearby Commission-named state park (Nolte) which the agency has been trying to link by trail to the GRGCA for decades. How many state parks are in the GRGCA? Should the agency seek a statute change to rename the GRGCA itself as Green River Gorge State Park?

3. The official name of some state parks contain the term "Marine State Park" or "Historical State Park." Should this be standardized? Should every island park that is only accessible by watercraft be called a Marine State Park? Should every park whose dominant features are historic resources be so labeled and counted separately?

To work through the various questions about naming protocols and the counting of park properties, the Director empaneled an interdisciplinary staff committee to prepare a recommendation for Commission consideration. The Director plans to bring forth his recommendations for consideration by the Commission at its March meeting. Below and in several appendices is a progress report on the committee's findings. Through this January report to the Commission, stakeholder input is being sought along with initial feedback from commissioners.

<u>Committee Progress Report</u>

Two major conceptual alternatives to park naming and numbering are being explored. In addition, a number of other specific naming approaches are being considered that could fall into either major alternative.

Alternative A focuses on branding and marketing agency lands as "state parks." This would be a continuation and extension of existing agency rules and policies. It would also involve greater specification in each park name of what kind of state park area each site best exemplifies. Alternative B focuses on using the term "State Park" for those properties that contain (or will contain) the public amenities most citizens associate with the term State Park. Properties with developed campgrounds, day use areas, parking, and sanitation facilities fall into this category. Properties that do not possess these attributes are categorized into named groups that best describe their current land use. These use categories also align with other state natural resource agency naming conventions and seek to utilize common names or property descriptors for all state managed lands.

Of the 234 properties with or without an official Commission name, the staff committee sees 81 of those properties as consistent with either alternative naming protocol being considered. There are 69 other state park properties that the committee is leaning toward recommending changes from existing names but would still be consistent with either alternative naming protocol. That leaves 84 properties that would have different names depending on which alternative protocol was chosen. Over the coming weeks, staff will consolidate the options and prepare a recommendation to the Commission.

Please see the appendices for drafts of property lists and names, as well as draft definitions for naming protocols.

End Product

The goal of the naming and numbering project is to end up with simple and clear ways of summing up the state parks system, as well as better descriptors for each park. Here are two illustrative examples of the kind of communications that could result from a successful protocol:

1. The 120,000-acre Washington state parks system is comprised of 90 State Parks, 15 Historical State Parks, 20 Marine State Parks, 50 Heritage sites, 5 State Park Rail-Trails and a set of over 60 special facilities including interpretive centers, boat launches, tidelands, retreat centers, and ocean beach access areas.

2. The 120,000-acre Washington State Parks system is comprised of 165 state park areas, open and available to the public to recreate and explore their natural and cultural heritage.

SUPPORTING INFORMATION:

Appendix A: Naming of State Parks - Preliminary List of Definitions and Conventions
Appendix B: Parks Retaining Existing Name in Either Alternative
Appendix C: Parks Changing Name in Both Alternatives
Appendix D: Parks Changing to Different Name Depending on Alternative

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