Commission Meeting Agenda
Washington State Parks and Recreation Commission

July 30, 2020
WSPRC HQ 1111 Israel Rd. SW, Tumwater, WA 98501

The meeting will be strictly accessible to the public via Webinar.

Commissioners: Chair Steve Milner, Vice-Chair Michael Latimer, Secretary Mark O. Brown, Cindy Whaley, Sophia Danenberg, Diana Perez and Ken Bounds.

Director: Donald Hoch

The Washington State Parks and Recreation Commission has decided to change its regularly scheduled meeting on July 29 and 30 at the Skamania Lodge, to a one-day online commission meeting and work session.

This meeting begins promptly at 8:30 a.m. and runs until about 5 p.m. on July 30.

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TVW Link: https://www.tvw.org/watch/?clientID=9375922947&eventID=2020071135

TEAMS Link: https://teams.microsoft.com/l/meetup-join/19%3ameeting_YjE3NTg1NGUtOTlmOC00ZjYzLTk0OTMtMDQ2YWYmYzU5M2Y5%40thread.v2/0?context=%7b%22Tid%22%3a%2211d0e217-264e-40a-8ba0-57dce127d72d%22%2c%22Oid%22%3a%222a9a888-33a1-4e1a-b9d3-de27ce2eb2bd%22%2c%22IsBroadcastMeeting%22%3atue%7d

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Public Comment:
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You may also submit written comments to the Commission by email or mail. We have extended the comment period due to COVID-19 and the online meeting format. All comments must be received by 5 p.m. on July 27. Any comments received after the cutoff will be given to the commission before its next meeting.

Email: Commission@parks.wa.gov
Mail: WSPRC, Attn: Becki Ellison, PO Box 42650, Olympia, WA 98504.
COMMISSION MEETING

8:30 a.m. CALL TO ORDER – Steve Milner, Commission Chair
  • Call of the roll
  • Introduction of Staff
  • Changes to the Agenda
    o Approval of the Agenda
  • Logistics
  • Approval of minutes of previous meeting: January 23, 2020 – Belfair and May 6, 2020 – Olympia/Web Work Session

8:40 a.m. REQUESTED ACTION
  • Item E-1: Lake Easton State Park – Direct Sale of Surplus Land to the Washington Department of Transportation
    This item asks the Washington State Parks and Recreation Commission to authorize the direct sale of 7.92 acres at Lake Easton State Park to the Washington State Department of Transportation (WSDOT).

8:50 a.m. REQUESTED ACTION
  • Item E-2: Fall 2020 Grant Requests
    This item asks the Washington State Parks and Recreation Commission to approve a list of projects for which staff will seek grant funding from the Washington State Recreation and Conservation Office (RCO).

9:50 a.m. BREAK

11:00 a.m. REQUESTED ACTION
  • Item E-4: 2021-31 Strategic Plan Adoption
    This item asks the Washington State Parks and Recreation Commission to adopt the 2021-31 agency strategic plan for submittal to the Office of Financial Management (OFM) with the biennial operating budget request in September. (The proposed plan changes the plan time frame to 10 years, from 2021-2031.)
11:15 a.m.  REQUESTED ACTION
- Item E-5: Agency Request Legislation for the 2021 Session
  This item requests the Washington State Parks and Recreation
  Commission approval of policy options and delegation of authority to
  the Director’s Office and the Legislative Committee to finalize agency
  request legislation and to submit the proposals to the Governor’s
  Office for consideration.

11:30 a.m.  REQUESTED ACTION
- Item E-6: 2021-23 Operating Budget
  This item asks the Washington State Parks and Recreation
  Commission to 1) approve the 2021-23 operating budget request to
  submit to the Office of Financial Management (OFM), and 2)   
  authorize the Director to submit an operating budget supplemental
  request for a special session as needed.

12:45 p.m.  BREAK

1:15 p.m.  REQUESTED ACTION
- Item E-7: Fort Worden Public Development Authority – Lease
  Amendment
  This item asks the Washington State Parks and Recreation
  Commission to authorize postponing the start of a revenue sharing
  provision included in the original lease of the Fort Worden campus to
  the Fort Worden Public Development Authority (PDA).

1:30 p.m.  REQUESTED ACTION
- Item E-8: Proposed 2021 Regular Meeting Schedule and updated
  schedule for 2020 for the Washington State Parks and Recreation
  Commission
  This item asks the Washington State Parks and Recreation
  Commission to delegate to the Director and/or his designee, the
  authority to adjust the meeting dates and locations for the remainder of
  the 2020 year due to COVID-19 and set the dates for the 2021 year.

2:00 p.m.  ADJOURN COMMISSION MEETING

SMALL BREAK
WORK SESSION

Public Comment: This is a work session between staff and the Commission. The public is invited to listen via the web, but no public comment will be taken. No decisions will be made by the Commission at the work session.

2:15 p.m. CALL TO ORDER – Michael Latimer, Commission Vice-Chair
- Call of the roll
- Introduction of Staff
- Changes to agenda
- Logistics

2:20 p.m. DIRECTOR/STAFF REPORTS AND COVID-19 UPDATE – Executive Leadership Team
- This item will provide the Commission with information regarding the agency efforts and planning around COVID-19 response. Each division will lead parts of the discussion along with providing a staff report.

4:00 p.m. COMMISSIONER REPORTS AND COMMENTS

5:00 p.m. ADJOURN

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The services, programs, and activities of the Washington State Parks and Recreation Commission are covered by the Americans with Disabilities Act (ADA). If you need special accommodations to participate in this meeting, please contact the commission assistant Becki Ellison at (360) 902-8502 or becki.ellison@parks.wa.gov. Accommodation requests should be received at least five business days prior to the meeting to ensure availability. Please provide 7-day notice for requests to receive information in an alternative format and for ASL/ESL interpretation requests.
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  This item asks the Washington State Parks and Recreation Commission to approve a capital budget request level, proposed project list, and authorization for the Director to submit a 2021-23 biennium capital budget proposal to the Office of Financial Management substantially consistent with those approvals.

BREAK

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Item E-1: Lake Easton State Park – Direct Sale of Surplus Land to the Washington Department of Transportation – Requested Action

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to authorize the direct sale of 7.92 acres at Lake Easton State Park to the Washington State Department of Transportation (WSDOT). This item advances the Commission’s strategic goal: “Develop amenities and acquire lands that advance transformation.”

SIGNIFICANT BACKGROUND INFORMATION: The Commission acquired approximately 252 acres of property near Lake Easton State Park in 1992 from the Department of Natural Resources. Much of this property was subsequently exchanged for land with higher recreation value, leaving a remnant of 7.92 acres straddling the eastbound lanes of I-90 (Appendix 1). The property is lightly forested, primarily with 20-30-year-old Douglas Fir and appears otherwise unremarkable. This outlying property is disconnected from Lake Easton State Park by nearly a half-mile and is configured poorly for recreation use. Although Lake Easton State Park does not have adopted land classifications and a long-term park boundary, the property in question does not appear to significantly advance the agency’s mission.

WSDOT is developing improvement plans along this section of freeway and will require much of the subject property for continued expansion of the roadway from four lanes to six lanes. The work will improve several miles of I-90 and includes the construction of two wildlife overcrossing structures, 14 wildlife undercrossing structures, and will improve hydraulic connectivity and update interchanges. The plan for the specific subject area includes the construction of a wildlife undercrossing structure under I-90 to allow for the safe north and south movement of wildlife and reducing the barrier effect of the freeway.

WSDOT has conducted a cultural resources survey of the subject property and any capital construction on the property must comply with Executive Order 05-05. Consistent with a programmatic agreement between State Parks and the Department of Archaeology and Historic Preservation, staff has notified affected Native American tribes and invited formal consultation on this action. At the time of printing this agenda item, none of the three tribes notified have indicated an interest in consultation. The public has also been advised of this action through electronic media, as well as information posted locally and mailed to potential stakeholders.

An appraisal of value for the subject property was conducted by WSDOT and further reviewed by agency real estate staff. Its total appraised value is $23,800.00.
Property Evaluation
Commission real estate policy limits transfer of lands to other governments to instances where the Commission finds that “all or part of a park or property does not sufficiently advance the Commission’s strategic goals or direction as expressed in strategic planning documents or other actions.” Specific criteria for evaluation include the degree to which a property:

- Demonstrates the benefits from protection of natural and cultural resources
- Advances the business interests of State Parks
- Enhances the recreation, cultural, and interpretive opportunities that people want
- Promotes meaningful opportunities for volunteers, friends, and donors
- Forms strategic partnerships with other agencies, tribes, and non-profits
- Expands use of landholdings for compatible revenue generating purposes
- Develops amenities or acquires lands that advance transformation

Staff has evaluated the subject property and believe that it does not sufficiently advance the criteria established in policy to warrant retaining it in the agency’s land inventory (Appendix 3).

STAFF RECOMMENDATION:
Staff recommends that the Commission unanimously find that the outlying I-90 median and frontage property at Lake Easton State Park is surplus to the needs of the state for development for state park purposes. Staff further recommends that the Commission authorize the direct sale of the subject property to WSDOT under legislative authority granted in RCW 39.33.010. Staff recommends that all proceeds from this sale be deposited into the Parkland Acquisition Account to be used solely for purchase or acquisition of property for use as state park property by the Commission.

AUTHORITY:
RCW 39.33.010

SUPPORTING INFORMATION:
Appendix 1: Subject Property - Lake Easton I-90 Median/Frontage Property
Appendix 2: Statutory Authority – Excerpted Statutes
Appendix 3: Staff Evaluation of Subject Property

REQUESTED ACTION:
That the Washington State Parks and Recreation Commission:
1. Unanimously find that the I-90 median and frontage property at Lake Easton State Park, as shown in Appendix 1, is surplus to the needs of the state for development for state park purposes.
2. Authorize the Director or designee to dispose of the property through direct sale to the Washington State Department of Transportation as detailed in this item.
3. Direct the Director or designee to deposit all proceeds from the sale into the Parkland Acquisition Account.
Author(s): Steve Brand, Real Estate, Planning and Partnerships Manager  
steve.brand@parks.wa.gov  (360) 902-8651  

Reviewer(s):  
Chelsea Hamer, SEPA Review: Following review, staff has determined that the Commission decision to sell 7.92 acres of Lake Easton State Park property to the Washington Department of Transportation is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800(5)(b).  
Van Church, Fiscal Impact: Requested action is expected to have a nominal, positive fiscal impact due to reduced staff time and other costs associated with maintenance activity that will no longer be needed.  
Andy Woo, Assistant Attorney General: July 7, 2020  
Peter Herzog, Assistant Director – Parks Development

Approved for Transmittal to Commission

Don Hoch, Director
APPENDIX 2
Statutory Authority - RCW 39.33.010 Sale, Exchange, Transfer, Lease of Public Property Authorized [excerpted]

RCW 39.33.010 Sale, exchange, transfer, lease of public property authorized
(1) The state or any municipality or any political subdivision thereof, may sell, transfer, exchange, lease or otherwise dispose of any property, real or personal, or property rights, including but not limed to the title to real property, to the state or any municipality or any political subdivision thereof, or the federal government, on such terms and conditions as may be mutually agreed upon by the proper authorities of the state and/or the subdivisions concerned...
APPENDIX 3
Staff Evaluation of Subject Property

Criteria for evaluation of lands for park purposes include the degree to which a property meets the agency’s strategic objectives. These include:

Demonstrates the benefits from protection of natural and cultural resources
The site is of limited size currently forested by mostly single age class of Douglas Fir. Staff believes that this property does not demonstrate the protection of natural and cultural resources of statewide significance. The propose use by DOT as a wildlife underpass does, however, provide substantial potential benefit the natural wildlife resources in the area.

Advances the business interests of State Parks
Multiple development constraints related to permitting high-intensity facilities typical of a state park, including comfort stations and campgrounds. At 7.92 Acres adjacent to I-90 staff believes that this property does not demonstrate the ability to advance the business interests of the agency.

Enhances the recreation, cultural, and interpretive opportunities that people want
No public access is likely since much of the property is immediately adjacent to or in the median of I-90. No significant cultural sites or characteristics have been identified. Staff believes that this property does not demonstrate recreation, cultural, or interpretive opportunities of statewide significance.

Promotes meaningful opportunities for volunteers, friends, and donors
No substantial opportunity partnership opportunities exist.

Forms strategic partnerships with other agencies, tribes, and non-profits
Staff does not anticipate partnership opportunities emerging connected to this property.

Expands use of landholdings for compatible revenue generating purposes
This property presents no foreseeable revenue generating opportunities.

Develops amenities or acquires lands that advance transformation
Multiple development constraints related to permitting high-intensity facilities typical of a destination state park, including comfort stations and campgrounds.
STATE OF WASHINGTON
WASHINGTON STATE PARKS AND RECREATION COMMISSION
1111 Israel Road S.W. • P.O. Box 42650 • Olympia, WA 98504-2650 • (360) 902-8500
TDD (Telecommunications Device for the Deaf): (800) 833-6388
www.parks.state.wa.us

July 30, 2020

Item E-2:  Fall 2020 Grant Requests - Requested Action

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to approve a list of projects for which staff will seek grant funding from the Washington State Recreation and Conservation Office (RCO). This item advances the Commission’s strategic goals: “Develop amenities and acquire lands that advance the agency’s strategic direction; provide recreation, cultural and interpretive opportunities people will want; form strategic partnerships with other agencies, tribes and non-profits; and promote meaningful opportunities for volunteers, friends and donors.”

SIGNIFICANT BACKGROUND INFORMATION: The Recreation and Conservation Office (RCO) is a small state agency established in 1964. The agency manages and administers state and federal grants in 35 different categories that fund recreation, conservation and salmon recovery efforts state-wide. They partner with federal, state, local agencies, Native American tribes and non-profit organizations. RCO supports the work of two boards: Recreation and Conservation Funding Board (RCFB) and Salmon Recovery Funding Board (SRFB). State Parks has applied in several different grant categories and been successful in receiving grant money through RCO since the mid-1960’s.

In past biennia, the Commission has approved the Washington Wildlife and Recreation Program (WWRP) State Parks category project list only. In contrast, beginning this biennium, staff is asking the Commission to approve projects proposed in all grant categories where State Parks projects are eligible. Staff’s intent is to provide the Commission a complete list of requested grant-funded capital developments and land acquisitions. This will provide important information for Commission review of projects and programs and will better inform the Commission of potential implications and impacts on the agency’s operating budget. This agenda item covers proposed grants with applications due in fall 2020. Aside from RCO, there are other grant opportunities available for State Parks projects, including those from other state and federal programs and foundations. Staff believes the Commission should delegate authority to the Director to apply for these grants as opportunities arise to reflect current practice.
Grant Programs and Categories
Staff has summarized below the State Recreation and Conservation Funding Board grant programs and categories for which it proposes to submit grant requests for the 2021-23 biennium.

Boating Facilities Program (BFP)
Washington State citizens created the Boating Facilities Program (BFP) and its managing agency, the Recreation and Conservation Funding Board (RCFB), in 1964 when they voted to approve Initiative 215. Voters agreed to tax themselves to provide money to enhance the state’s marine recreation lands. Money continues to be collected from marine fuel taxes. The program provides grants to acquire, develop, and renovate facilities that predominantly serve recreational motorboats, including launching ramps, guest moorage, and support facilities.

Nonhighway and Off-road Vehicle Activities (NOVA)
The NOVA program provides funding to develop and manage recreation opportunities. These opportunities include cross-country skiing, hiking, horseback riding, mountain bicycling, hunting, fishing, sightseeing, motorcycling, and riding all-terrain and four-wheel drive vehicles.

A portion of the funding also is available for education and enforcement programs that encourage environmentally responsible use of the outdoors and for helping to minimize conflict between visitors through positive management techniques.

Except for off-road vehicle facilities, activities supported by this program must be accessed via a non-highway road, which is a public road that was not built or maintained with gasoline tax funding. Non-highway roads are found most often in state and national forests and national parks, which means that a good portion of funded projects are those in the backcountry.

Recreational Trails Program (RTP)
The Recreational Trails Program provides federal funds to rehabilitate and maintain trails that provide a backcountry experience.

A backcountry experience means that the user will experience nature instead of seeing or hearing human development and activity. While backcountry trails may be near cities or roads, or even offer views of cities and towns, the trail’s physical setting should be predominately natural.

This grant program invests in all types of trails, including those for riding off-road vehicles, bicycling, cross-country skiing and snowshoeing, hiking, horseback riding, motorcycling, water trails, and more.

Project Evaluation
Because of the need to present fully vetted, ranked project lists to the legislature in advance of the legislative session, the grant process, from application to grant award, can span approximately 9 months depending on the grant category. Typically, applications are submitted in even-numbered years and funding is made available in odd-numbered years. Staff is asking the Commission to approve a list of proposed projects for the next cycle of fall applications. Staff then anticipates submitting applications electronically through RCO’s online grant management database.
Projects are evaluated and scored by an advisory committee against a set of criteria adopted by the RCFB. The evaluation process and criteria for each grant category vary depending on the intent of the grant funding. Evaluation can be either an in-person or a written process.

The RCFB considers and approves the ranked lists at one of their open public meetings. The lists are then submitted to the governor. The ranked lists normally include alternate projects for each category. These projects are then eligible for funding if additional funds become available. The governor may remove projects from the ranked lists but may not re-rank or add projects to the lists.

Projects funded by the legislature are intended to be completed within that biennium, but project lists are active until all the funding is used or until there are no remaining feasible projects on the list. If a biennial list is completed and funds remain, they may be awarded to legislatively approved alternate projects in future years.

**Operating Budget Impacts**
Impacts, both positive and negative, on park operations and the agency operating budget typically result from both land acquisition and development projects. Staff intends to assess these costs during the detailed project scoping and preparation of grant materials. Identified costs, depending on their scope, will then be reflected in the agency’s operating budget request or consciously absorbed.

Staff believes that incurring operating costs as a result of facility planning and development is appropriate in some circumstances, particularly where these projects demonstrate direct value to the public and help build support for the agency through advocacy, partnerships, volunteerism, and other forms of support.

**STAFF RECOMMENDATION:**
Appendix 1 lists new grant proposals for Commission consideration. Detailed information on each project is listed in Appendix 2. This list is the result of collaboration between region and headquarters staff in both Operations and Parks Development divisions to identify projects most likely to score well against the various grant criteria.

With the exception of the maintenance, education, and education and enforcement proposals, the Statewide Acquisition and Development Strategy adopted by the Commission in July 2016 served as the inspiration for the recommended projects. The project descriptions in Appendix 2 reference which of the five Acquisition and Development Strategy goals the project supports (Places to Be, Stories to Know, Things to Do, Ways to Grow, or Something for Everyone).

Staff recommends that the Commission approve the maintenance, planning and development projects as described in Appendix 2. If approved, staff will prepare detailed project scopes, cost estimates, construction timelines, and other detailed information in support of each grant application.

The project scopes and cost estimates provided to the Commission at this time are preliminary and have only been developed to the extent necessary to determine whether they are serious grant candidates. The projects in Appendix 2 are unranked and listed in alphabetical order.
It should also be noted that staff may not ultimately have the capacity to submit applications for all the recommended projects. Through scoping, staff may determine that a project is better suited to a different grant category, or that it is not feasible at this time. Staff therefore recommends that the Commission authorize the Director to defer applications for specific projects or to pursue funding for projects through other grant categories.

The list in Appendix 1 and described in Appendix 2 also includes alternate projects. Projects on the alternate list were determined to exceed staff’s capacity to prepare grant requests. If any of the recommended projects are not able to move forward, then a replacement project from the alternates list may be selected. Staff recommends that the Commission authorize the Director to substitute projects from the alternate list if any of the recommended projects must be deferred.

LEGAL AUTHORITY:
RCW 79A.05.030 Powers and duties - Mandatory
RCW 79A.15.050 Outdoor recreation account - Distribution and use of moneys

SUPPORTING INFORMATION:
Appendix 1: 2021-2023 Proposed Project List
Appendix 2: 2021-2023 Proposed Project Descriptions

REQUESTED ACTION OF COMMISSION:
That the Washington State Parks and Recreation Commission:
1. Authorize the Director or designee to seek funding from the Recreation and Conservation Office in the 2021-2023 biennium for the projects listed in Appendix 1
2. Authorize the Director or designee to defer applications for specific projects or pursue funding for projects through other grant categories if needed
3. Authorize the Director or designee to make necessary project scope and cost changes as project applications are prepared
4. Authorize the Director or designee to substitute projects in the alternates list in Appendix 1 for projects that are found to be infeasible through the detailed scoping process.

Author(s)/Contact: Laura Moxham, Parks Planner
Laura.moxham@parks.wa.gov (360) 902-8649

Reviewer(s):
Jessica Logan, SEPA Review: Following review, staff has determined that the action proposed for the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800 (14)(d).
Van Church, Fiscal Impact: The fiscal impact on the operating budget will be assessed and identified as the projects are more fully developed. Operating costs will be identified, and if needed, funding will be requested through the budget request process.
Andy Woo, Assistant Attorney General: July 10, 2020
Peter Herzog, Assistant Director

Approved for Transmittal to Commission

Don Hoch, Director
## APPENDIX 1
### 2021-2023 PROPOSED PROJECT LIST

<table>
<thead>
<tr>
<th>Project Type</th>
<th>Grant Category</th>
<th>Project Name</th>
<th>Cost</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
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<td>Recreation and Conservation Funding Board 2021-23 Proposed Projects</td>
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<tr>
<td>Planning</td>
<td>BFP</td>
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### Nonhighway and Off-road Vehicle Activities


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### Recreational Trails Program


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APPENDIX 2
RECREATION AND CONSERVATION FUNDING BOARD
2021-23 PROPOSED PROJECTS

BOATING FACILITIES PROGRAM

Stuart Island – Moorage Replacement (Development) $1.5 million
State Parks will use this grant to develop a replacement moorage facility on Stuart Island State
Park within the San Juan Marine Area. The existing moorage facilities at this popular destination
were built over 50 years ago and have exceeded their useful life. This project follows a planning
grant that State Parks applied for and received in 2016, and the work will be completed by the
end of this year. This means State Parks will have the necessary permits and design complete by
the end of this year and will be construction ready. The primary recreational use supported by
this project is motorized boating. This project supports the Acquisition and Development
Strategy goals of Places to Be and Things to Do.

Sucia Island – Moorage Replacement (Development) $1.5 million
State Parks will use this grant to develop a replacement moorage facility on Sucia Island State
Park within the San Juan Marine Area. The existing moorage facilities at this popular destination
were built over 50 years ago and have exceeded their useful life. This project follows a planning
grant that State Parks applied for and received in 2016 and the work will be completed by the
end of this year. This means State Parks will have the necessary permits and design complete by
the end of this year and will be construction ready. The primary recreational use supported by
this project is motorized boating. This project supports the Acquisition and Development
Strategy goals of Places to Be and Things to Do.

25-Mile Creek – Float Replacement (Planning) $200,000
State Parks will use this planning grant to obtain necessary surveys and environmental regulatory
permits and complete the design to replace 18 moorage floats and a boarding float at 25-Mile
Creek State Park located in Chelan County. These floats, built in the 1990s, are dilapidated and
have exceeded their useful life from years of wave action. Continual maintenance is required to
replace wood decking and repair the existing bulkhead. Also, the design is such that users can
easily damage their boats on the metal framework during low-lake-level conditions. With the
popularity of Lake Chelan, these moorage floats have become an important source of revenue for
State Parks. The primary recreational use supported by this project is motorized boating. This
project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do
and Ways to Grow.
Sacajawea Historical State Park – Boat Basin Floats, Dredging and Parking lot Paving (Planning) $200,000
State Parks will use this planning grant to obtain necessary surveys and environmental regulatory permits, and complete the design to replace the boat basin moorage floats and bulkhead, dredging of the boat basin and paving of the launch parking lot at Sacajawea Historical State Park located in Benton County. Replacing the bulkhead and basin moorage floats will make them fully accessible; currently they are not. Dredging will make access to and from the floats safe for users and accessible to more types of boats. Paving of the parking lot will create an accessible route and reduce the operational burden of staff between the launch, the moorage, parking, and the restroom. The primary recreational use supported by this project is motorized boating. This project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do, Something for Everyone and Ways to Grow.

Fort Worden Boat Launch (Development) $5.6 million
State Parks will use this grant to demolish the existing boat launch and breakwater and develop a new elevated boat launch and wave attenuator north of the existing location at Fort Worden State Park located in Jefferson County. This project also provides parking, toilets and access to the relocated boat launch. This project follows a planning grant that State Parks applied for and received in 2016. State Parks will have the necessary permits and design complete by the end of June 2021 and will be construction ready. The proposed boat launch will be a single-lane, elevated structure that will be constructed to allow for the natural littoral drift to migrate towards Point Wilson. Included in this request is 1.4 million dollars in proposed matching funds coming from capital funding. The primary recreational use supported by this project is motorized boating. This project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do and Something for Everyone.

Sacajawea Historical State Park – River Moorage Floats Replacement (Development-Alternate) $530,000
State Parks will use this grant to replace three river floats with new fish-friendly floats that meet current regulations for both fish and ADA access purposes in Sacajawea Historical State Park located in Benton County. The floats built in the late 1980’s have exceeded their useful life. Constructed out of glulam’s, these floats are old and subjected to strong river currents and winds. They are located on the Snake River at the confluence of the Snake and Columbia Rivers and are heavily used by boaters. The primary recreational use supported by this project is motorized boating. This project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do and Something for Everyone.

Total Proposed Boating Facilities Planning and Development Projects $9 Million
Total Proposed and Alternate Boating Facilities Projects: $9.53 Million
NONHIGHWAY OFF-ROAD VEHICLE ACTIVITIES PROGRAM

Riverside Education and Enforcement $150,000
State Parks will use this grant to fund one full-time Education and Enforcement (E&E) Ranger for two years to patrol areas that are open year-round and collectively support more than 4 million visits from motorized and non-motorized NOVA users on an annual basis. The E&E Ranger will focus on promoting public safety including emphasis patrols at trailheads and within areas that experience high levels of criminal activity. They will educate users about park rules and regulations, trail etiquette, and Leave No Trace principles. This position will assist the volunteer program, working with volunteer groups to enhance the recreational experience of NOVA users. Nearly 200 annual events take place within the project area, and the E&E Ranger will provide a presence at these events and ensure event activities are consistent with park policies. The primary recreation opportunity provided by this project is the safe and sustainable use of trails, trailheads, day-use areas, campgrounds, and other facilities throughout the Spokane area.

Riverside ORV Park Maintenance $120,000
State Parks will use this grant to fund one year-round park aide, one part-time park aide, ranger supervision, and contracted labor to control noxious weeds for the next two years. The work includes maintaining facilities, protecting natural resources, completing special maintenance projects, and providing customer service to enhance the recreational experience of Riverside State Park off-road vehicle users. This 600-acre fenced-in area is open to all types of off-road vehicle use, including snowmobiles. Located in Spokane County, Riverside State Park’s Off-Road Vehicle Park is the only off-road vehicle park in the Washington State Park system and attracts approximately 90,000 visitors per year due to its diverse terrain and opportunities for riders of all skill levels. The primary recreational opportunity provided by this project will be safe and sustainable off-road vehicle use throughout the ORV Park.

Beacon Rock Hamilton Mountain Trail Development $200,000
State Parks will use this grant to re-route the Hamilton Mountain Trail and create a network of spur trails that provide access to popular viewpoints and provide interpretation about protecting the fragile ecosystems that are accessed from these routes. Located at Beacon Rock State Park in Skamania County, the popular Hamilton Mountain Trail is severely degraded, prompting the creation of many social trails which are damaging fragile ecosystems. The grant will identify and formalize a primary trail alignment, close existing social trails and restore the habitat damage, with interpretive signage to maximize visibility and messages. Ultimately, this project will ease the current operational burden while providing a sustainable trail system that protects vulnerable habitat. The primary recreational opportunity provided by this project is for non-motorized trail use. This project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do and Something for Everyone.
Mount Spokane Trail Planning - Alternate  $200,000
State Parks will use this planning grant to develop a new comprehensive trail plan for Mount Spokane State Park, located in Spokane County. The planning process will include hiring a consultant to help with overall plan development, including an inclusive public involvement process and development of trail routes based on GIS and other technology tools, the updated trail plan at Mount Spokane, done in 2014, is outdated and does not support the latest types of trail uses including fat tire bikes and e-bikes. The primary recreational opportunity provided by this project is for non-motorized and motorized trail use. This project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do, Ways to Grow and Something for Everyone.

Total Proposed NOVA Projects:  $470,000
Total Proposed NOVA Projects with Alternate:  $670,000

RECREATIONAL TRAILS PROGRAM

Little Spokane River Natural Area Trailhead Development  $150,000
State Parks will use this grant to build a new trailhead in the Little Spokane River Natural Area to accommodate increased demand for hiking-only trails in this area. The project will consist of a new trailhead featuring paved access, a gravel parking area for up to 40 vehicles, an informational kiosk, a toilet, and fencing around the perimeter. The trail system includes a loop that is approximately seven miles long with several viewpoints overlooking the Little Spokane River. Increased demand has led to public safety issues due to the high volume of cars parking along the narrow roadway adjacent to the existing trailhead. State Parks will provide force account labor and donated labor and materials as match for this project. The primary recreational opportunity provided by this project is for hiking-only trails. This project supports the Acquisition and Development Strategy goals of Places to Be, Ways to Grow, Things to Do and Something for Everyone.

Palouse Falls State Park Education  $20,000
State Parks will use this grant to fund one park aide, 5 days a week (during peak days and hours), over two years at Palouse Falls State Park, located in Whitman and Franklin Counties. The work includes providing guided interpretive hikes in safe locations around the park, answering visitor questions, mobile interpretive stations with hands-on learning opportunities, in-park education on visitor safety and leave no trace practices, assisting with operating the visitor information booth, developing interpretive and safety materials that can be posted or handed out at the park, offering State Parks Jr. Ranger Program and providing scheduled tours with schools and other tour groups.

Education at this park is critical for many reasons, but primarily because Palouse Falls State Park’s attendance since being named the state waterfall has quadrupled. Visitors are coming to view the falls from all over the world. It is a geologically, culturally, and ecologically significant
site. It was carved out in the Ice Age Floods millions of years ago and is a beautiful and stunning, but rugged and dangerous landscape. Visitors come unprepared and uneducated, and traverse undeveloped areas of the park, creating public safety issues and damaging ecologically and culturally significant resources, and in some cases, requiring expensive rescue efforts to get them to safety.

**State Parks NW Region Trails Maintenance**  
$150,000  
State Parks will use this grant over two years to provide backlogged trail maintenance for high priority trails throughout several state parks in the region including: Dash Point, Saltwater, Squak Mountain, Bridle Trails, Wallace Falls, Twin Falls, Olallie, Mt. Pilchuck, Larrabee, Ft. Ebey, South Whidbey, and Moran. This is a new proposal to address backcountry trails. These trails are open to hiking, bicycling, equestrians and organized special events. Work that will be done includes, but is not limited to, brushing, windfall removal, tread repair, drainage repair, replacing stairs, boardwalks, and small bridges. State Parks will provide force account labor/equipment and donated labor/materials as match for this project. The primary recreational opportunity provided by this project is for non-motorized trail use.

**State Parks NW Region Water Trails Campsite Development**  
$150,000  
State Parks will use this grant to develop three important new links in the Cascadia Marine Trail by providing campsites at Bay View State Park, Larrabee State Park and Birch Bay State Park. The campsites include a tent pad, vault toilet, kiosk, and fire pits. The Cascadia Marine Trail is a system of campsites for visitors who arrive by human-powered boats including canoes, kayaks, stand-up paddleboards, and hand-launch sailboats and rowboats. State Parks will partner with the Washington Water Trails Association on this grant request. The primary recreational opportunity provided by this project is for non-motorized boating. This project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do and Ways to Grow.

**Lower Dosewallips River Trail Development**  
$150,000  
State Parks will use this grant to develop a trail connecting the existing Dosewallips State Park trail system to the Olympic National Forest boundary. Over the past decade, State Parks has used RCO funds to acquire a corridor along the south side of the Dosewallips River, which provides the opportunity for a trail linking Hood Canal with the high country of the Olympics. This stretch of new trail will provide views of Hood Canal, the Olympics, and waterfalls, as well as access to the Dosewallips River and opportunities for wildlife viewing. State Parks will work closely with the Washington Trails Association to construct the trail and coordinate with the US Forest Service to explore opportunities to link into existing Forest Service trails. The primary recreational opportunity provided by this project is for non-motorized trail use. This project supports the Acquisition and Development Strategy goals of Places to Be, Things to Do, Ways to Grow and Something for Everyone.

**Total Proposed RTP Projects:**  
$620,000
Item E-3: 2021-23 Capital Budget - Requested Action

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to approve a capital budget request level, proposed project list, and authorization for the Director to submit a 2021-23 biennium capital budget proposal to the Office of Financial Management substantially consistent with those approvals. This item advances the Commission’s strategic goal: “Develop amenities and acquire lands that advance transformation.”

SIGNIFICANT BACKGROUND INFORMATION:

Previous Commission Direction
At its November 2017 regular meeting, the Commission approved a set of principles to guide development of the 2019-29 Ten-Year Capital Plan. Staff continued to rely on these principles now referred to as the Ten-Year Capital Plan: 2021-2031 Guidance Tool throughout the development and refinement of staff proposed 2021-31 Ten-Year Capital plan. These principles, along with the Commission’s other adopted strategic guidance (e.g., State Parks’ Acquisition and Development Strategy and the agency’s 2018 and 2020 strategic plans), form the basis for development of the 2021-23 Capital Budget request.

2021-23 Capital Budget Assumptions, Structure, Magnitude and Process
At the Commission’s May 2020 work session, staff outlined assumptions, structure, magnitude, and process used to guide development of the agency’s 2021-23 biennial Capital budget request. This information is briefly summarized below.

Assumptions
- Continue use of previous Commission ten-year plan guidance
- Seek to improve facility condition to 80% in ten-twenty years
- Request 70-80% preservation projects and 20-30% strategic new development projects
- Acknowledge limited capacity to advance all projects for which staff is preparing predesign studies
- Emphasize initiation of projects under $5 million that do not require predesign studies
- Identify projects appropriate for the Legislature to fund as part of a larger pool of funds
Budget Structure
Staff used the categories and structure shown below in developing its preliminary capital budget proposal. The percentages indicate general proportions targeted for each category with the overall request. Through discussion with the Commission Budget Committee, staff identified three statewide projects of critical importance relative to other statewide projects. Consequently, staff has included Facilities and Infrastructure Backlog Reduction, ADA Compliance, and Code/Regulatory Compliance projects in a new Statewide Critical category. This category was then inserted between the Shovel Ready and Multiphase Predesign categories. The adjusted structure and percentages resulting from the project prioritizing process are included in Table 1.

(15%) Re-appropriations
(10%) Operationally Critical
(30%) Shovel Ready
   Minor Works – Preservation*
(25%) Multiphase Predesign
   Minor Works – Program*
(20%) Priority
   - Statewide
   - Park specific (design or design-construct)

*Staff will incorporate projects with costs under $1 million into minor works categories once the Commission approves a 2021-23 project list and staff finalizes project scopes and cost estimates.

Magnitude of Request
Staff had originally targeted a total capital budget request of approximately $90-100 million. Through the project scoping and prioritizing process, staff now proposes a request of approximately $110-115 million. Table 1 summarizes staff’s proposed capital budget request amounts by category, as well as the overall amount of the proposed 2021-23 capital budget request.

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Budget Development Process
Staff used a robust and inclusive process to identify, scope, and prioritize projects for its proposed 2021-23 capital budget request. First, a multi-disciplinary team of Capital Program staff met with each Region and Area Manager individually. These meetings reviewed all previously identified projects and vetted emerging capital projects on a park by park basis.
Next projects were evaluated by agency subject matter experts, from the following areas:
- Historic Preservation
- Maintenance Program
- Trail Program
- Interpretive Program
- Business Development
- Planning and Partnership Program
- Grant Coordinator
- Stewardship/Natural Resources Program

Subject matter experts ranked each project as either high, medium, or low to reflect the extent to which the project advanced their subject area. These experts also provided narrative comments with additional considerations where appropriate.

Next, a full project list with rankings and comments from subject matter experts was provided to region managers in each of the agency’s six regions. Region managers then separated projects by biennium during which each should be completed. All projects identified to start during the 2021-23 biennium were then ranked in priority order. To reflect targeted amounts for projects in each budget category, capital program staff then divided larger, more complex projects into a design-only phase for the 2021-23 budget request and a construction phase to include as a “shovel ready” project in the 2023-25 budget request.

Next, capital program staff assembled the complete, ranked, and phased project list for review by agency executives, the Commission Budget Committee, and the other commissioners. Capital program staff then incorporated comments and suggestions from reviewers into a final staff recommended capital budget proposal for consideration and adoption by the Commission.

**Operating impacts**
Operating impact analysis from the proposed capital project list is ongoing. Upon adoption of the list by the Commission, operating impacts will be incorporated into the 2021-23 Operating Budget request.

**Supplemental Capital Budget Submittal**
The COVID-19 global pandemic has resulted in huge, and perhaps unprecedented economic impacts. Under previous similar circumstances the Legislature has made additional capital funds available for state infrastructure projects to help create jobs and stimulate economic activity. With discussion underway among state elected officials regarding a special session of the Legislature, staff has identified potential capital projects to advance as part of a supplemental capital budget request. These projects have already been designed and permitted, or can be designed and permitted relatively easily, and could proceed with construction in the next year or two. If the Governor calls for a special session, staff is ready to submit its list of stimulus-ready projects for consideration if requested.
STAFF RECOMMENDATION:
Staff recommends that the Commission approve the proposed 2021-23 capital project priorities as described in Appendix 2, allowing the Director to make minor modifications due to refined project scoping and cost estimates. These are projects that staff believe can be realistically completed with the resources the agency can align to the task. Given the agency’s capital appropriation history, the current economic climate, and the potential for the Legislature to seek economic stimulus through capital development spending, staff believes $115 million is an appropriate overall budget amount to submit to the Governor for consideration.

Staff further recommends the Commission authorize the Director to submit its proposed 2021-23 capital budget request per the Office of Financial Management’s 2021-31 Capital Budget and 10-year plan instructions.

Staff additionally recommends that the Commission authorize the Director to submit a list of stimulus-ready projects to the Governor or directly to the Legislature for consideration if requested for a supplemental capital budget.

LEGAL AUTHORITY: RCW 79A.05.030 Powers and Duties – Mandatory

SUPPORTING INFORMATION:
Appendix 1: Ten-Year Capital Plan Guiding Principles and Goals
Appendix 2: 2021-23 Staff Recommended Capital Project List

REQUESTED ACTION OF COMMISSION:
That the Washington State Parks and Recreation Commission:
1. Approve proposed 2021-23 capital projects, priority order, and funding level as described in Appendix 2.
2. Authorize the Director to submit a capital budget proposal to the Office of Financial Management per the 2021-31 Capital Budget instructions generally consistent with Appendix 2; allowing the Director to make minor modifications due to refined project scoping and cost estimates.
3. Authorize the Director to submit a list of stimulus-ready projects to the Governor or directly to the Legislature as requested for consideration in a supplemental capital budget.
Reviewer(s):
Kira Swanson, SEPA Review: Following review, staff has determined that the action proposed for the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800(14)(c).
Dennis Tate, Fiscal Impact: The capital fiscal impacts to the agency will be known prior to budget submittal when the final project costs are confirmed. Identified operating impacts will be incorporated into the agency’s 2021-23 biennium and future operating budget requests.
Andy Woo, Assistant Attorney General: July 10, 2020
Peter Herzog, Assistant Director – Parks Development

Approved for Transmittal to Commission

[Signature]

Don Hoch, Director
APPENDIX 1
Ten-Year Capital Plan – Guiding Principles and Goals
(From November 2017 Commission Action)

Guiding Principles for All Projects

- Improve statewide facilities condition index
- Increase operational efficiency
- Advance universal access
- Minimize development impact and apply sustainable design strategies
- Respond proactively to the effects of climate change
- Protect natural features and systems
- Value historical properties and cultural sites and treat according to adopted guidelines
- View capital improvements from a park, area, and state perspective
- Consider lifecycle costs and maximize value of constructed assets.
- Provide recreational experiences and amenities equitably to all state residents\footnote{Considerations include population size, age distribution, regional variation, ethnicity, socio-economic status, etc. Special attention should be paid to efforts at inclusivity. This means the deliberate effort in park design to ease access and promote use for a full spectrum of the state’s residents. This may include, for example, providing public transit access facilities in parks, providing facilities for varied recreation pursuits popular in different ethnic groups, and locating parks and facilities near urban population centers.}
- Preserve and provide access to key park aesthetics
- Maximize recreational and cultural benefits.

Ten-Year Capital Plan Assumptions and Goals: 2021 - 2031

The Washington State Parks Strategic Plan identifies the key goal of moving toward a healthy and sustainable parks system. The TYCP’s role is to move the system’s facilities toward a healthy and sustainable condition. Below are specific assumptions the Parks and Recreation Commission makes and goals it sets to achieve that objective by 2031.

\textbf{TYCP Assumptions and Goals That Do Not Have Specific Financial Measures}

- **Overall\footnote{Overall FCI – All facilities are included in this calculation, including buildings, roads, utilities, parking, marine facilities, etc. While the condition of some of these facilities may end up above or below the “B” level, the aim is for an overall average.} Facility Condition Index (FCI) Goal:** Improve the overall FCI of parks facilities from a Grade D to a Grade B in 10 - 20 years.

- **Recreation Niche:** Assume no substantial change from State Parks’ “Recreation Mainstays” in the state capital budget. However, consider visitor-driven demographic and technological changes and remain open to more entrepreneurial innovation in Recreational Concession Areas (RCAs).
• **Recognize State Population Changes:** The State’s population will increase and diversify dramatically over the coming 10 years and there will be other significant changes in the state’s demographics to consider in park capital decisions.

• **Level of Operating Budget:** Assume that the Legislature provides adequate funds for planned and preventive maintenance of facilities in both the State Operating and Transportation budgets.

• **Day Use Facilities Emphasis:** Capital facility design should consider the importance of meeting day use visitation demand.

• **Campground Design and Amenities:** Capital facility design should reflect changes in consumer preferences with special emphasis directed toward improving off-peak occupancy rates of standard sites.

• **High Risk of Facility Failure:** As facility conditions warrant, invest where and when there is a risk of facility failure within 10 years.

• **Natural Resources:** Integrate efforts to improve the condition and resiliency of natural resources whenever feasible in conjunction with and as part of capital facility investments.

• **Natural Disasters:** Assume that any significant impacts from natural disasters are above and beyond the budgets identified in the TYCP. Assume the Federal Emergency Management Agency (FEMA) will reimburse State Parks for most if not all of those costs.
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<p>| Septic System Renovation | CCC IC Renovation | East Park Trailhead Development | Shoreline Restoration and Road Relocation | Water System Renovation | Pedestrian Bridge | Replace Campground Restroom | Marine System Improvements | Welcome Center and Entrance Road Renovation | Depression Era Structures Restoration | Nine Mile Administrative and Shop Facility | Entrance Area Improvements | Welcome Center Replacement | Electric Vehicle Charging Stations | Day Use Irrigation Renovation |</p>
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Admin Area Reservoir Rehabilitation
Mount Constitution Parking and Site Improvements
Cowan Historic Structures Restoration
Replace Comfort Station
Drain field replacement
New Day Use Facilities and Trail Development - planning 1st phase
Replace Non-compliant Comfort Station
Beard House Renovation
Historic Theater Restoration
Replace Water System
Replace Non-compliant Comfort Station & Drain field
Dredge Boat Basin
Woodward Creek Restoration
South Campground Development
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- Hamilton Mountain Trail Improvements
- Move fuel Station
- Cabins
- Welcome Center Development
- Replace River Floats
- Repair Tunnels, Trestles, and Culverts
Item E-4: 2021-31 Strategic Plan Adoption – Requested Action

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to adopt the 2021-31 agency strategic plan for submittal to the Office of Financial Management (OFM) with the biennial operating budget request in September. (The proposed plan changes the plan time frame to 10 years, from 2021-2031.) This item advances the Commission’s strategic goal: “adopting a business approach to park system administration.”

SIGNIFICANT BACKGROUND INFORMATION: Every two years state agencies are required to submit strategic plans to OFM. In October 2019, the agency began to reshape and rewrite its strategic plan. Substantial Commission and Executive Leadership Team efforts over the last 18 months included developing goals and strategies, gathering public feedback on the proposed plan structure through the agency website, and facilitating three public meetings in Yakima, Spokane, and Tacoma. During the annual Friends of State Parks Retreat in November a presentation on proposed framework and breakout sessions were conducted. Last March, a survey was completed by over half the agency’s permanent staff to assess whether the proposed goals and strategies were aligned with agency and program priorities.

The plan was developed to meet statutory requirements under RCW 43.88.090 and to identify and communicate Commission priorities and direction.

As a result of these efforts the following 6 goals and corresponding strategies were developed:

Customer Experience: Provide exceptional recreation, cultural and interpretive opportunities that all visitors enjoy and support
- Keep parks vibrant, accessible, and well cared for
- Provide customers the facilities and experiences they want and expect
- Form partnerships with agencies, tribes, non-profits, and new stakeholders

Quality of Life: Contribute to Washington’s quality of life and support healthy communities
- Demonstrate that all Washingtonian’s benefit from their state parks
- Promote benefits of outdoor recreation and exercise
- Contribute to statewide tourism and local economic development
Diversity, Equity, and Inclusion: Expand access and opportunity for everyone to experience the outdoors
  • Maintain a safe and welcoming environment for all visitors of all backgrounds
  • Develop new parks and amenities, and improve trails and park services that meet the needs of a growing and increasingly diverse population
  • Engage youth and diverse communities

Resource Protection: Protect and preserve park system resources for the future
  • Protect ecosystems and habitat for long-term sustainability
  • Preserve Washington’s cultural heritage
  • Improve facility condition through capital planning

Workforce Development: Attract and retain a dedicated workforce that reflects Washington’s diverse communities
  • Invest in ongoing staff training and recruitment efforts
  • Build equity and inclusion in the workforce
  • Improve internal employee communication

Resource Management: Obtain and effectively manage resources needed to create and sustain an exceptional parks system
  • Expand use of partnerships, concessions, and other business opportunities
  • Secure financial resources needed to address agency and visitor priorities
  • Ensure effective, efficient services

NEXT STEPS:
If the Commission approves this action, staff will finalize the final Strategic Plan document—which would involve minor editing, formatting, and finalizing information and overall presentation.

Upon completion, the updated Strategic Plan will be submitted with State Parks’ 2021-23 operating budget request, made available to agency staff and be available for distribution to interested parties.

In a few months, the strategic planning cycle begins again, and the Commission will begin work on an update to the strategic plan to submit with the 2023-25 operating budget request in September 2022.

LEGAL AUTHORITY: RCW 79A.05.030(1)
REQUESTED ACTION OF COMMISSION:

That the Washington State Parks and Recreation Commission:
2. Authorize the Director to finalize the plan and make formatting, presentation, editing and other minor changes as needed before submitting to OFM in September.

Author/Contact(s): Owen Rowe, Director, Policy and Governmental Affairs
owen.rowe@parks.wa.gov (360) 902-8504

Reviewer(s):
Jessica Logan, SEPA REVIEW: Following review, staff has determined that the action proposed for the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800 (14)(h).
Van Church, Fiscal Impact: There is no direct fiscal impact from this proposed action.
Andy Woo, Assistant Attorney General: July 15, 2020

Approved for Transmittal to Commission

Don Hoch, Director
Washington State Parks and Recreation Commission

STRATEGIC PLAN

Achieving a healthy, sustainable park system.

JULY 2020
ABOUT PARKS

The Washington State Parks and Recreation Commission has a proud 107-year history. Our first two parks, Moran and Larrabee, were donations made to the state, a tradition that continues today.

The Commission currently manages 124 state parks and properties totaling about 138,000 acres. The park system includes marine parks, heritage sites, historic parks, interpretive centers, retreat centers, ocean beaches and hundreds of miles of trails.

State parks offer a variety of recreation opportunities for citizens and provide stewardship protection for an outstanding array of natural, cultural and historic resources.

State Parks also manages statewide programs, including over 400 miles of long-distance trails, Recreational Boating and Winter Recreation.

There is truly something for everyone at our state parks. What do you want to experience?

MISSION AND VISION

The Washington State Parks and Recreation Commission cares for Washington's most treasured lands, waters, and historic places. State parks connect all Washingtonians to their diverse natural and cultural heritage and provide memorable recreational and educational experiences that enhance their lives.

Washington's state parks will be cherished destinations with natural, cultural, recreational, artistic, and interpretive experiences that all Washingtonians enjoy, appreciate, and proudly support.
MEET OUR COMMISSION

The Washington State Parks and Recreation Commission is appointed by the Governor to staggered six-year terms. The Commission is charged with setting agency direction and policy.

Steve S. Milner, Chair
Chelan

Michael Latimer, Vice-Chair
Yakima

Mark O. Brown, Secretary
Lacey

Ken Bounds
Seattle

Sophia Danenberg
Seattle

Diana Perez
Vancouver

Lucinda S. Whaley
Spokane

Don Hoch, Director
EXECUTIVE SUMMARY

Washington state has one of the largest, most beautiful and diverse park systems in the country. Our parks and the opportunities within them are as unique and varied as the people of our state.

The Washington State Parks and Recreation Commission is committed to furthering our mission and vision, using this strategic plan as the blueprint for the future.

Over the past year, we traveled across the state and collected feedback from partners, stakeholders, staff and the public. We used that advice to develop a strategic framework that reflects the interests of all park users.

Our plan includes six principles and goals that set our strategic priorities and direction over the next 10 years. These goals, and the strategies that support them, will ensure we are working toward maintaining and improving our park system for everyone.
Provide exceptional recreation, cultural and interpretive opportunities that all visitors enjoy and support

Parks provide the public with opportunities to experience a variety of recreation. They are places for rest, reflection, enjoyment and exploration. Parks enhance our overall health and well-being. Visits to parks offer a wide range of opportunities for visitors to learn about our state's history and rich natural and cultural heritage. Each park is unique and has its own story to tell.

STRATEGIES

Keep parks vibrant, accessible and well cared for

Keep parks open and accessible with facilities that visitors enjoy and return to support. Ensure day-use, overnight accommodations, grounds, trails and other facilities are operational and well-maintained. Maintain infrastructure such as water, sewer and electrical systems to ensure they work and meet all health and safety standards. Appropriately staff parks in order to meet the needs and expectations of the visiting public.

Provide customers the facilities and experiences they want and expect

Collect and analyze customer data to improve park services and facilities. Conduct ongoing visitor surveys of both day-use and overnight customers. Use customer feedback to make data-driven business decisions regarding facilities, staffing levels, services and other improvements.

Survey and research non-park users to better understand what facilities, services or other conditions would draw them to the parks.

Continually assess and prioritize park maintenance needs to ensure the public's highest priorities are being addressed.

Form partnerships with agencies, tribes, non-profits and new stakeholders

Collaborate with local governments to plan and develop new and improved park amenities. Expand partnerships with the Washington State Parks Foundation and friends groups to support park improvements and programming. Continue to develop relationships and agreements with tribes to advance career-connected learning opportunities for tribal youth, expand traditional and folk art activities, interpret authentic Indian stories, and protect significant natural and cultural sites and properties throughout the state park system.
Contribute to Washington’s quality of life and support healthy communities

State parks benefit everyone. They contribute to quality of life, the state’s character and identity, and are an anchor to the state’s outdoor recreation and tourism economy.

State parks are places where people can escape from everyday stresses and an increasingly technological world and connect with nature. Studies show that experiencing nature, even just two hours per week, makes a measurable improvement in people’s sense of well-being.

Visits to Washington state parks generate jobs, business income and tax revenues for the state and local governments. Each year, visits to state parks generate more than $1.4 billion in economic activity. This consumer spending generates over $64 million to the state General Fund and 14,000 jobs. Visits to state parks help increase economic activity in rural areas as visitors travel to park in all regions of the state.

STRATEGIES

Demonstrate that all Washingtonian’s benefit from their state parks

Provide opportunities for the public to learn how parks contribute to everyone, even those that don’t visit them. Specifically, educate people about the benefits of natural resources like clean air, clean water, native habitat, carbon sequestration, water, filtration, storage and flood protection.

Promote benefits of outdoor recreation and exercise

Develop marketing and outreach campaigns that connect people with parks and healthy recreation pursuits. Promote Washington’s nation-leading Parks Rx Program allowing health care providers to prescribe time outdoors to their patients, reducing illness and promoting healthy lifestyles. Expand the program by partnering with more medical professionals - maintaining Washington’s position as national leader.

Contribute to statewide tourism and local economic development

Partner with the Tourism Marketing Authority, the tourism industry, local governments, other parks departments and community partners to promote parks and events. Demonstrate how visits to state parks generate business for neighboring communities and contribute to the health of the state and local economies.
Expand access and opportunity for everyone to experience the outdoors

Visitors of all ages, abilities, and backgrounds should have the opportunity to visit and enjoy state parks. Parks need to be welcoming to everyone, and the agency is committed to creating a hospitable, safe and inclusive park environment. Every state park should be a safe place for all to gather, recreate and feel like they belong.

STRATEGIES

Maintain a safe and welcoming environment for all visitors of all backgrounds

Engage people of all races, ethnicities, national origins, gender, sexual orientation, abilities, religions, veteran status and ages to better understand their barriers to using state parks. Use feedback to eliminate barriers identified by underrepresented communities.

Develop new parks and amenities, and improve trails and park services that meet the needs of a growing and increasingly diverse population

Develop new parks and facilities to meet increasing demand from the state's growing and changing population. Support popular outdoor recreation activities that align with the State Comprehensive Outdoor Recreation Plan's findings and meet customer expectations. Increase outreach to trail users, improve trail conditions, build relationships with trail neighbors and engage partners to improve mobility and connections between communities.

Engage youth and diverse communities

Reach out to youth and underserved communities to better understand their recreation preferences and support their participation in the outdoors. Continue the No Child Left Inside Grant Program and expand other efforts to involve youth and diverse communities in outdoor recreation and education activities, career-connected learning and resource stewardship. Explore ways to increase teenage participation in the park system. Increase cultural opportunities by working with local communities and organizations to coordinate cultural performances and events at parks.
Protect and preserve park system resources for the future

Acre for acre, state parks are some of the state's most significant natural environments. From lowland old growth forests, to globally at-risk plant communities, national historic landmarks and sacred cultural sites, state park lands reflect the amazing diversity of Washington's natural and cultural heritage. To establish priorities and protect the most important natural and cultural resources, we must continue improving our understanding of the resources in our care. These actions will lead to better protection, restoration, and stewardship of park resources for future generations.

STRATEGIES

Protect ecosystems and habitat for long-term sustainability

Understand and improve the condition of ecosystems in our care by improving land assessments and inventories of habitats and species. Work with government agencies, tribes, volunteers and non-profit conservation organizations to enhance the function of ecosystems within the parks.

Preserve Washington’s cultural heritage

 Preserve, treat, protect and interpret historic properties to showcase the state's cultural heritage for the public. Protect and conserve historic architectural and cultural resources as part of the state's legacy. Work with Washington’s Native American tribes to develop and enhance relationships, protect archaeological and cultural sites, interpret appropriate features, and help tell authentic tribal stories.

Improve facility condition through capital planning

Make strategic decisions to determine priorities for facility repair, replacement or removal. Use capital planning and maintenance staff to improve the facilities in our care and address the statewide maintenance backlog. Actively use climate change science to assess future needs for the protection and development of park properties and facilities.
Attract and retain a dedicated workforce that reflects Washington's diverse communities

To successfully operate the park system, Parks must recruit, develop and retain a diverse, high-performing workforce. The agency is committed to this effort and will also continue efforts to maintain a work environment that is inclusive and respectful. Diversity is multi-dimensional and covers a broad spectrum – from race and ethnicity, to gender and sexual orientation and from socio-economic status to physical abilities, age and religious beliefs.

By eliminating barriers to growth and opportunity, and investing in our staff, each employee can contribute their full measure of talent. This will allow us to be more successful by building capacity to deliver innovative and effective services to all Washingtonians.

STRATEGIES

Invest in ongoing staff training and recruitment efforts

Provide staff training and development that build skills and provide opportunities for advancement. Concentrate recruitment strategies on the most difficult positions to fill, and those that are most important to park visitors.

Build equity and inclusion in the workforce

Build a diverse workforce to ensure that all Washingtonians feel welcome and included in the parks. Focus job recruitments on diversity and target underrepresented communities. Train employees on the principles of equity, diversity and inclusion in the workplace and how to communicate with staff and visitors in an equal and respectful manner. Offer annual trainings on diversity, equity and inclusion in the workplace, tribal government to government training, and sexual harassment prevention.

Improve internal employee communication

Develop an internal communication strategy to deliver information to staff in an efficient and effective way. Utilize technology and the agency’s intranet to create a one-stop-shop for employee information – including a forum to share best practices and other materials that improves employee engagement and morale.
RESOURCE MANAGEMENT

Obtain and effectively manage resources needed to create and sustain an exceptional parks system

With nearly 40 million visits per year, the Washington state park system provides recreational opportunities to a diverse array of customers. Sound financial management practices are required to best serve these customers and effectively manage lands, facilities and other business activities.

As one of the state's major providers, the park system is a primary choice for recreation and hospitality services. To effectively fulfill these roles, the agency must acquire the resources needed to adequately invest in its operations and facilities. This helps increase earned revenue as people pay for various park services.

Operating the park system is primarily paid for by user fees. Therefore, providing expected levels of service in an attractive and safe environment is crucial. As visitation grows, increased demand puts more burden on the park system, so revenue and state financial support must keep pace with these increased costs. The agency will continue to mindfully raise user fees to help pay for increasing costs, but higher levels of tax support are also needed to pay for the full cost of operations.

STRATEGIES

Expand use of partnerships, concessions and other business opportunities
Explore opportunities to expand State Parks' services through partnerships and concession agreements. Consider business opportunities that will further State Parks as the recreational provider of choice to increase visitation and revenue.

Secure financial resources needed to address agency and visitor priorities
Engage in sound business practices to grow revenue to support agency operations. Set user fees using customer data and feedback, market rates, and affordability. Promote donations to help pay for operating costs. Advertise park services to increase attendance and revenue. Pursue increased levels of tax support. Work with the Governor, legislators and stakeholders to obtain funding to address the increasing demands being placed on park lands, facilities and staff.

Ensure effective, efficient services
Continue efforts to find the most efficient and effective methods to deliver services. Continue use of Lean process improvement efforts and research best practices to create efficiencies, enhance productivity and improve services. Pursue cost reduction strategies to ensure the best value to the state of Washington. Spend dollars wisely to ensure optimum use of state funds.
LOOKING FORWARD

Great things are happening at Washington State Parks, and we have a lot to look forward to. We are beginning work on two new parks, and people are recreating and getting out into nature more than ever.

The success of our park system depends on our ability to meet the demands of the visiting public and create a welcoming and enriching environment that welcomes all park users. Through this plan, we intend to do just that.

Thank you for your commitment to our remarkable park system and to preserving Washington’s natural and historic treasures for generations to come.
Item E-5: Agency Request Legislation for the 2021 Session – Requested Action

EXECUTIVE SUMMARY: This item requests the Washington State Parks and Recreation Commission approval of policy options and delegation of authority to the Director’s Office and the Legislative Committee to finalize agency request legislation and to submit the proposals to the Governor’s Office for consideration. This item advances the Commission’s strategic goal: “adopting a business approach to park administration.”

SIGNIFICANT BACKGROUND INFORMATION: In September, state agencies have an opportunity to propose statutory changes for consideration by the Governor’s Office and the legislature. These proposals, known as “agency request legislation”, are bills that are evaluated and approved by the Governor’s Office and like all proposed legislation, are required to be sponsored by a member of the legislature. In addition, the bill title will include, “By request of the State Parks and Recreation Commission”.

For these proposals to be considered, the Governor’s Office requires a description of the problem or issue the proposed legislation seeks to address as well as information on positions of stakeholders and information from agencies potentially affected by the proposal. After state agencies submit their proposals in September, the Governor’s Office works with state agencies to evaluate requests and determine whether the proposed policies will be supported by the Governor’s Office for consideration by the legislature.

During the May Commission meeting the following policy options were approved for further development:

1) A $5 Discover Pass fee increase and authorizing the Commission to set the price of the Discover Pass and Day-Use Permit in future years by administrative rule.

2) Making the Parks Renewal and Stewardship Account a non-appropriated account to allow for greater flexibility managing park generated earned revenue.

3) Increase DOL donation opt-out donation (currently $5)

4) Eliminating the requirement of a unanimous vote of the Commission to dispose or surplus properties.
5) Snowmobile registration fees

6) Changing Commission classification from Class 3 to Class 4

These proposed policy changes will be discussed during this meeting and staff will provide recommendations to the Commission on potential modifications to the policy options outlined above.

Bill drafts and stakeholder positions are due to the Governor’s Office on September 14. Based on this timeline, and the likely need to make policy changes that align with the Governor’s priorities, staff requests delegation to the Director’s Office and the Legislative Committee to continue to refine policy proposals with the Governor’s Office and stakeholders prior to the 2021 Legislative Session.

LEGAL AUTHORITY: RCW 79A.05.030(1)

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

1. Delegate to the Director the authority to continue to pursue the development of 2021 agency request legislation based on policy direction from the Commission.

2. Authorize the Director and designees to work with the Legislative Committee, the Governor’s policy and fiscal staff, and relevant stakeholders, to finalize legislative requests and submit them to the Governor’s Office for formal review.

Review(s):
Jessica Logan, SEPA REVIEW: Following review, staff has determined that the action proposed for the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800 (14)(h).

Van Church, Fiscal Impact: No fiscal impacts at this time. Future fiscal impacts may occur and will be reflected in an operating budget request or analyzed as a part of a future commission action item.

Andy Woo, Assistant Attorney General: July 15, 2020

Approved for Transmittal to Commission

[Signature] Don Hoch, Director
Item E-6: 2021-23 Operating Budget – Requested Action

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to 1) approve the 2021-23 operating budget request to submit to the Office of Financial Management (OFM), and 2) authorize the Director to submit an operating budget supplemental request for a special session as needed. This item advances the Commission’s strategic goal: “Adopting a business approach to park administration”.

2021-23 BUDGET DEVELOPMENT:

Budget Instructions and Submittal. OFM issued a memorandum regarding 2021-23 budget development on June 15, 2020 (Appendix 1) that includes:

- A reference to the State’s economic outlook.
- A statement that the recent FY21 15% General Fund-State (GF-S) savings options requested from agencies will be used as a starting point for 2021-23 reductions.
- A statement that agencies need to be prepared to manage 21-23 budgets without increased funding and consider the state’s long-term revenue outlook.
- A request that agencies continue to use as a guiding principle building a strong culture of diversity, equity, and inclusion.
- Agency direction to submit a 2021-23 budget proposal that identifies 15% in General Fund reductions from maintenance level budgets.

Budget Development Process. Agency managers, staff and the budget office began work on the 2021-23 biennium budget proposal last fall. Since that time, efforts have included:

- Review of the draft Strategic Plan to ensure alignment with Commission priorities
- Review of Governor priorities.
- Numerous discussions among the agency’s Executive Leadership Team members to talk about priorities, resource needs and capacity.
- Staffing reviews to determine resource needs and ensure optimum use of staff, make investments in priority work, and continue efficient operations.
- A review of costs associated with goods, services, travel, and equipment to ensure expenses are appropriate and to identify areas of additional resource needs and savings.
- Development of an initial 2021-23 earned revenue forecast.
- Discussions with the OFM regarding questions, issues, and approaches.
- Discussions with legislative staff.
- Discussions with the Commission’s Budget Committee.
- Presentation and discussion with the Commission at the May 2020 work session
This work resulted in the operating budget information that was provided to the Commission at
the May 6, 2020 work session where information and feedback was provided direction by the
Commission to agency staff regarding the 2021-23 operating budget submittal.

Since the May 2020 Commission meeting, work continued within the agency, with the
Budget Committee and with OFM to further refine the budget proposal. This work included
continued refinement of expenditure and revenue estimates.

2021-23 OPERATING BUDGET SUBMITTAL

Assumptions
1. State Parks will submit a budget request using OFM’s instructions as a guideline.
2. The General Fund will be the funding source for request packages that are not
   supported, in part or in total, by earned revenue.
3. The proposal targets a $8 million targeted fund balance as of June 30, 2023, prior to
   potential revenue resulting from agency request legislation.
4. Agency request legislation will be pursued that would add additional Discover Pass fees
to State Parks’ revenue stream.
5. Projected earned revenue based on current law for the 2021-23 biennium is $126.0
   million. Collections will return to “normal” after the disruption caused by COVID-19 and
   the resultant response.

Other Considerations

Strategic Plan. The Commission’s Strategic Plan communicates goals and strategies that are
supported by the proposed budget request. The final plan is expected to be adopted by the
Commission in July.

Request Legislation. If the Commission approves 2021 request legislation that has fiscal
impact, the estimated cost or revenue impact will need to be incorporated into the operating
budget request.

State General Fund Outlook. The June 2020 General Fund forecast anticipates an $8.8 billion
decrease in revenue ($4.5 billion during the 2017-19 biennium and $4.3 billion during the 2021-
23 biennium). The COVID-19 pandemic and resulting response has created significant
uncertainty around the State’s economic revenue forecast.

In summary, the proposed 2021-23 operating budget request identifies funding needs for
additional priority investments to enable forward progress in improving agency efforts to
maintain and operate the park system. This proposal considers Commission priorities,
Governor priorities, management capacity, and the state’s current economic outlook.
SPECIAL LEGISLATIVE SESSION OPERATING BUDGET SUPPLEMENTAL

Based on the State’s current economic revenue forecast and budget outlook it is possible that a special legislative session will be convened to deal with financial matters. To be able to respond quickly if a special session is called this fall, staff requests Commission authorization for the Director to submit an operating budget supplemental if requested by the Governor or the Legislature.

STAFF RECOMMENDATION:
Based on the above assumptions and other considerations and the review of funding requests, staff recommends the development of a total 2021-23 operating budget request of about $229.2 million (which includes all programs and funding sources) prior to the 15% General Fund reduction options requested by the Office of Financial Management (OFM). Staff also recommends authority be given to the Director to make final changes as needed to the 2021-23 operating budget request before final submission to the OFM. And lastly, staff recommends authority be granted to the Director to submit an operating budget supplemental for a special session if requested.

NEXT STEPS:
If this requested action is approved, over the next two months staff will refine expenditure estimates, develop, and compile the operating budget request, and submit the request to OFM by the September 14, 2020 due date.

2021 Supplemental. During the next two months, staff will also assess the need for a 2021 operating and/or capital supplemental budget request. If a determination is made that a supplemental request is needed, the proposal will be brought to the Commission in September.

SUPPORTING INFORMATION:
Appendix 2: 2021-23 Operating Budget Proposal
Appendix 3: 2021-23 Operating Budget Proposal – Budget at a Glance
Appendix 4: 2021-23 Earned Revenue Forecast

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

1) Authorize the Director to submit a 2021-23 operating budget request to the Office of Financial Management (OFM) for approximately $229.2 million before the requested General Fund 15% reduction options as recommended by staff in Appendix 2.

2) Authorize the Director to make wording changes, technical corrections, and changes to dollar amounts in the operating budget submittal as needed to finalize the submittal.

3) Authorize the Director to submit an operating budget supplemental if one is requested because of a special legislative session called by the Governor or the Legislature.
Reviewers:
Jessica Logan, SEPA Review: Following review, staff has determined that the action proposed for the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800 (14) (c)
Dennis Tate, Fiscal Impact Review: Fiscal impacts are represented in the requested action
Andy Woo, Assistant Attorney General: July 13, 2020
Shelly Hagen, Assistant Director – Administrative Services

Approved for Transmittal to Commission

Don Hoch, Director
June 15, 2020

TO: Agency Directors

FROM: David Schumacher
Director

SUBJECT: 2021-23 BUDGET INSTRUCTIONS

The worst global pandemic in more than a century has had a significant impact on our state’s economy. We have seen unemployment skyrocket at an unprecedented pace since March as nearly every sector of the economy was impacted by actions, we had to take to slow the spread of COVID-19.

Not surprisingly, state revenue collections are also plummeting. We also expect to see increased demand for services — especially those that protect the most vulnerable among us during severe economic downturns. Federal stimulus money and substantial state reserve funds will help cushion the blow to our budget. But even if we spend all our state reserves, we are still projected to face a multi-billion dollar shortfall heading into the 2021-23 biennium. We will know more when the official quarterly revenue forecast is adopted on Wednesday.

Governor Inslee has already taken some actions to reduce state spending. Last month, he directed cabinet agencies to freeze hiring, personal services contracts and equipment purchases. Meanwhile, OFM directed agencies to identify options to reduce fiscal year 2021 spending by about 15 percent, with other necessary current fiscal year reductions under development. The savings options submitted by agencies for a potential second supplemental budget will serve as a starting point as we work on the 2021-23 budget.

These actions will help with our immediate budget problem, and the savings we achieve now will help shrink the size of the shortfall in the next budget. Still, we face enormous challenges in building the 2021-23 budget.

It is essential that agencies consider the state’s long-term outlook in developing their 2021-23
budget requests. Agencies should also keep in mind that one of Governor Inslee’s guiding principles for his 2021-23 budget is to continue building a strong culture of diversity, equity, and inclusion throughout state government. The governor knows he faces difficult choices among his own priority policy goals, and that agencies will put forward proposals of their own. Please recognize that it will not be possible to fund many, or even most, agency requests.

In the **2021-23 Budget Instructions**, OFM asks agencies to re-base state program budgets to a level below the maintenance level budget request for programs not protected from reduction by either state constitutional provisions or federal law. Agencies with protected programs and activities should continuously evaluate these services for improvements that can be achieved within current funding levels.

In addition, OFM asks agencies to submit 2021-23 budget proposals that identify reductions equal to 15 percent of unprotected Near-General Fund maintenance level budgets. All decision packages are due on September 14.

I recognize how challenging it will be to identify savings of this magnitude, and how difficult this process will be for you and your employees. We face many tough choices as we prioritize state spending and build a budget that protects vital services. To be successful, we will have to be creative and collaborative.

Thank you for your assistance. We look forward to working with you and your staff in the months ahead.
APPENDIX 2
2021-23 OPERATING BUDGET PROPOSAL
July 30, 2020

<table>
<thead>
<tr>
<th>FTEs</th>
<th>Dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Budget by Fund Source:</strong></td>
<td></td>
</tr>
<tr>
<td>Parks Renewal and Stewardship Account</td>
<td>128,652,000</td>
</tr>
<tr>
<td>General Fund</td>
<td>70,583,000</td>
</tr>
<tr>
<td>Dedicated Programs/Funds</td>
<td>20,917,000</td>
</tr>
<tr>
<td>Motor Vehicle Account</td>
<td>1,186,000</td>
</tr>
<tr>
<td><strong>Total Budget Proposal</strong></td>
<td><strong>767.7</strong></td>
</tr>
</tbody>
</table>

|                  |               |
| **Budget by Line Item and Budget Level:**   |               |
| **Base Level Budget**                       | 726.7         | 189,622,000    |

| Maintenance Level Items                     |               |
| Maintain Core Services (PRSA to GF Cost Shift) | 0.0           | 6,600,000      |
| Major Equipment Replacement                 | 0.0           | 2,547,000      |
| COVID Response                               | 0.0           | 1,500,000      |
| Operating Impacts from Capital Projects      | 14.4          | 2,300,000      |
| Rate and Cost Increases                      | 0.0           | 2,448,000      |
| Federal Spending Authority                   | 0.0           | 500,000        |
| Snowmobile Account Reduction                 | 0.0           | *(900,000)*    |
| **Subtotal Maintenance Level**               | **14.4**      | **14,995,000** |

| Policy Request Items                         |               |
| Preventive Maintenance                       | 25.0          | 7,000,000      |
| Park Services                                | 65.5          | 11,000,000     |
| Engage Youth and Underserved Communities*    | 2.8           | 1,201,000      |
| Automated Fee Machines                       | 0.0           | 120,000        |
| Protect Natural Resources                    | 2.2           | 3,252,000      |
| VPN Installations                            | 0.0           | 174,000        |
| Website Re-design                            | 0.0           | 120,000        |
| Business Systems Implementation              | 1.1           | 900,000        |
| Enterprise Microsoft License Upgrade          | 0.0           | 502,000        |
| Discover Pass Fee Increase and Commission Authority | 0.0       | 300,000        |
| **Subtotal Policy Request**                  | **96.6**      | **24,569,000** |

|                  |               |
| **Total Maintenance and Policy Request Items** |               |
| **Total Budget Request Pre-reduction Package** | **837.7**   | **229,186,000** |

| Reduction Package                             |               |
| 15% General Fund Reduction From Maintenance Level | *(70.0)*     | *(7,848,000)*   |

|                  |               |
| **Total Budget Request**                       | **767.7**     | **221,338,000** |

* Base level funding for No Child left inside is $1.5 M; An additional $500 K is requested.
# APPENDIX 3

**2021-23 OPERATING BUDGET PROPOSAL**

**BUDGET AT A GLANCE**

July 30, 2020

## Preliminary Budget Numbers and Statistics

<table>
<thead>
<tr>
<th>Operating Budget</th>
<th>2019-21 Budget*</th>
<th>2021-23 Budget Proposal**</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budget Request – All Funds</td>
<td>$188.3 M</td>
<td>$229.2 M</td>
<td>$40.9 M</td>
</tr>
<tr>
<td>Percent Growth Over Previous Biennium Spending/Budget</td>
<td>12.2%</td>
<td>21.7%</td>
<td>9.5 percentage point increase</td>
</tr>
<tr>
<td>Tax Support</td>
<td>$40.7 M</td>
<td>$78.4 M</td>
<td>$37.7 M</td>
</tr>
<tr>
<td>Percent Growth Over Previous Biennium</td>
<td>35.3%</td>
<td>92.6%</td>
<td>57.3 percentage point increase</td>
</tr>
<tr>
<td>Percent Tax Support to Total Budget</td>
<td>21.6%</td>
<td>34.2%</td>
<td>12.6 percentage point increase</td>
</tr>
</tbody>
</table>

* Numbers reflect original budget amounts before reductions due to COVID-19 response.

** Numbers are before General Fund reduction package.
APPENDIX 4
2021-23 EARNED REVENUE FORECAST
July 30, 2020

![Pie chart showing revenue distribution:]
- Discover Pass Sales $45.9 M
- Camping $41.8 M
- Overnight Accommodations $5.8 M
- License Renewal Donations $14.7 M
- Other * $17.8 M
TOTAL $126.0 M

Revenue Forecast Comparison of 2019-21 to 2021-23

<table>
<thead>
<tr>
<th>Revenue Category</th>
<th>2019-21 Biennium **</th>
<th>2021-23 Biennium</th>
<th>Amount of Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Discover Pass Sales</td>
<td>44,080,000</td>
<td>45,900,000</td>
<td>1,820,000</td>
<td>4.1%</td>
</tr>
<tr>
<td>Camping</td>
<td>40,344,000</td>
<td>41,800,000</td>
<td>1,456,000</td>
<td>3.6%</td>
</tr>
<tr>
<td>Overnight Accommodations</td>
<td>5,438,000</td>
<td>5,800,000</td>
<td>362,000</td>
<td>6.7%</td>
</tr>
<tr>
<td>License Renewal Donations</td>
<td>13,712,000</td>
<td>14,700,000</td>
<td>988,000</td>
<td>7.2%</td>
</tr>
<tr>
<td>Other *</td>
<td>17,558,000</td>
<td>17,800,000</td>
<td>242,000</td>
<td>1.4%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>121,132,000</td>
<td>126,000,000</td>
<td>4,868,000</td>
<td>4.0%</td>
</tr>
</tbody>
</table>

* Other revenue sources include real property leases, day use reservation fees, retreat centers, boat moorage and watercraft launch fees, concessions, etc.

** Original 2019-21 revenue forecast prior to adjusting for COVID-19 impacts.
Item E-7: Fort Worden Public Development Authority – Lease Amendment – Requested Action

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to authorize postponing the start of a revenue sharing provision included in the original lease of the Fort Worden campus to the Fort Worden Public Development Authority (PDA). This item advances the Commission’s strategic goal: “Form strategic partnerships with other agencies, tribes, and non-profits.”

SIGNIFICANT BACKGROUND INFORMATION:
Fort Worden State Park encompasses 434 acres in the City of Port Townsend. The fort itself was built primarily from 1898 to 1910 as part of a coast defense system that, together with Fort Flagler and Fort Casey, was designed to protect the entrance to Puget Sound. The land that currently makes up much of Fort Worden State Park was acquired from United States Government in 1965 and from the State of Washington Department of Institutions in 1972. In the years that followed State Parks has acquired additional properties to fill out the current boundary of Fort Worden State Park.

Long-range planning for the future of Fort Worden State Park began in 2004. In 2005, the Commission adopted a vision and mission statement for the park. In 2007, the Commission adopted land classifications, a long-term boundary, park use and development principles and the concept of operating Fort Worden State Park as a lifelong learning center. In 2008, the Commission adopted a long-range plan for the park. That plan included direction from the Commission to engage a partner to bring the lifelong learning center concept to fruition.

Prior Amendments to the Lease Agreement
The lease agreement between the Commission and the PDA has been amended three times since it was originally executed. In July of 2014, the lease was amended to attach an exhibit that detailed (more specifically) the 15 sub-lease agreements that were transferred from the Commission to the PDA. The lease was next amended in April of 2018, by the PDA and the
Director through existing delegations of signature authority. This amendment was administrative in nature, eliminating several sections in the original lease that were no longer applicable due to the transfer of park maintenance responsibilities from State Parks to the PDA that occurred on May 1, 2018.

Most recently, on July 12, 2018, the Commissioned authorized a third amendment to the lease. This amendment removed language that was no longer relevant, delegated authority to the Director to transfer three structures to the PDA and added two new portions of the park to the lease area. These amendments were executed by PDA and agency staff on November 7, 2019.

**Fort Worden PDA Business Model**
The PDA’s business model is based on hospitality services focusing on three components: overnight lodging for leisure travelers and groups; meeting and conference facilities; and food and beverage services. In its first year of operation, the PDA assumed operation of the food and beverage concessionaire, resulting in significant revenue growth in these services with the opening of Taps and the Canteen. Figure 1 and Table 1, below, show the PDA’s financial history in terms of growth in revenues, employees, facilities maintenance expenses and capital investments. Even before the COVID-19 pandemic, the PDA’s business model and ability to financially sustain itself was identified as a significant challenge. The PDA was already in active discussions with the City, Fort Worden partners and State Parks’ staff to find ways to achieve long-term financial sustainability.

**Figure 1**

![Fort Worden Revenues Graph](image-url)
Table 1

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees (FTE)</td>
<td>45</td>
<td>51</td>
<td>68</td>
<td>85</td>
<td>100</td>
<td>101</td>
</tr>
<tr>
<td>WA Min Wage</td>
<td>$9.47</td>
<td>$9.47</td>
<td>$11.00</td>
<td>$11.50</td>
<td>$12.00</td>
<td>$13.50</td>
</tr>
<tr>
<td>Capital Investment ($K)</td>
<td>$663</td>
<td>$750</td>
<td>$740</td>
<td>$2,131</td>
<td>$3,929</td>
<td>$6,333</td>
</tr>
</tbody>
</table>

**Impacts of COVID-19**

On March 10, 2020, with cases of COVID-19 rapidly increasing in the state, the PDA placed 85 of its employees on stand-by. As the pandemic worsened, the Governor issued a series of orders limiting assembly of large groups and shutting down specific industries and institutions including restaurants and schools. On March 23, 2020, The Governor’s Stay Home – Stay Healthy order, instituted sweeping closures of non-essential business and government functions and required state residents to stay at home when not engaged in activities essential to daily living. In response to the Governor’s order, On March 25, 2020, the Director closed state parks to public use and limited staff activities to preserving essential facilities and providing park security.

With the Governor’s Stay Home – Stay Healthy order and closure of Fort Worden State Park, the PDA was compelled to layoff of all but eight full-time equivalent staff positions. A skeleton crew continued to manage reservation cancellations and re-bookings, provide overnight security for the campus, and maintain part-time HR help for staff. The Governor’s order also halted work on the Makers Square and Glamping construction projects. Ninety employees were laid off by the end of June 2020. The PDA and Fort Worden Foundation board of directors raised over $90K to pay health care expenses for laid off employees through this period.

During the closure of the Fort Worden campus, State Parks staff has assumed responsibility for providing patrol and additional security for the campus. PDA volunteers are maintaining campus grounds. On May 5, 2020, under the Governor’s Safe Start plan, state parks, including Fort Worden, reopened to day-use activities. Then on June 1, 2020, twenty-two state parks in counties moving into Phase 2 of the Governor’s plan reopened to camping. Campgrounds at Fort Worden remained closed until June 30, 2020, when camping was eventually permitted to resume by health officials in Jefferson County. Prior to ceasing public operations, PDA front desk staff sold state park passes and provided check-in services for campers. To resume camping, State Parks staff has setup and staffed its own front desk to sell passes and check-in campers at agency expense.

**Current Situation**

The PDA’s financial situation is increasingly dire. Most of its revenues come from its hospitality operations and large group conferences generated by partner organizations. The PDA is projecting a decrease of nearly $4 million in revenues through July 2020. If not able to reopen for business or secure additional revenue, the PDA will run out of money and suspend its operations at the end of July 2020.

Because the PDA operates as a quasi-public entity, it is not eligible for federal relief funds meant to assist private business or government jurisdictions and has found very limited local assistance.
during the pandemic. While Jefferson County and the City of Port Townsend are eligible for almost $1.9 million in relief funds, no financial assistance has been available for the PDA from these sources. From State Parks, the PDA has requested release of its lease obligation to sell at least $250,000 annually in Discover Passes through May 1, 2021 and requested State Parks to buy-back approximately $50,000 in unsold, previously purchased Discover Passes. Commission action is not necessary to provide this relief and staff is considering this request in the context of the agency’s own financial challenges. Once operations resume, the PDA intends to resume and continue Discover Pass sales and anticipates meeting the $250,000 revenue target even after its obligation ends in May 2021.

Reopening Scenarios
The PDA Board of Directors met on June 24, 2020, to consider three re-opening scenarios:

- Scenario-1: Reopen with limited hospitality services in August 2020
- Scenario-2: Remain closed with skeleton crew until April 2021
- Scenario-3: Dissolve the PDA

Based on financial analysis of the three scenarios, the Board approved Scenario-1, with limited reopening in August 2020. This scenario seeks to limit projected 2020 operating losses to $693,545 through strong third and fourth quarter revenues. This compares with a projected operating loss of $1,248,592 if reopening is delayed until April 2021. Scenario-1 also relies on $1 million in proceeds from sale of historic preservation tax credits as part of the Makers Square capital development project. These funds will be critical to make up projected operating losses for 2020 and help sustain the PDA until full operation resumes in spring of 2021.

Additional advantages of Scenario-1 include: rehiring of laid off staff this summer, restarting contractual responsibilities to State Parks under the lease (e.g., camper check-in and pass sales), and resuming support of partner organizations and service to park visitors. This scenario will also help rebuild public support and confidence in the PDA.

The PDA has planned for increased costs associated with acquiring appropriate personal protective equipment for all its employees, as well as increased costs for more thorough cleaning and sanitization protocols. Nevertheless, Scenario-1 is not without risk. A second wave of COVID-19 in the state could result in additional cancelled reservations or reinstating Governor-mandated closures. A localized outbreak could shut down affected units or the entire campus.

Revenue Sharing
The Commission’s lease of the Fort Worden Campus to the PDA includes a revenue sharing provision scheduled to begin on the seventh anniversary of the date on which the PDA took possession (May 2021). Specifically, the provision requires the PDA to pay 3.5% of its gross revenues to State Parks on an annual basis. The seven-year delay in starting this provision was intended for the PDA to complete its phased assumption of responsibilities for campus operations and to gain financial stability. For reference, the PDA’s gross revenues for calendar year 2019 were approximately $6,932,000. At this level, 3.5% of gross revenue shared with State Parks would amount to approximately $243,000.
The PDA’s business model for the past several years has targeted large groups (over 50 people) and attracting large-scale special events to Fort Worden. At present, it is unclear when county health officials will permit reopening conference facilities, group accommodations, or large gatherings. Such a decision may even require development and broad dissemination of a COVID-19 vaccine. Consequently, it is likely the PDA and its tenants will continue to struggle to regain their financial footing for the next few years. Additionally, ongoing concerns of a repeat pandemic may limit the viability of large conference centers indefinitely.

To give the PDA time to resume its operations, rebuild its customer base and revenue streams, and plan for a “new normal” under the ongoing threat of global pandemic, the PDA Board of Directors is asking the Commission to delay the start of revenue sharing for three years. During this period the PDA intends to work with its fifteen partner organizations, representatives from the City of Port Townsend, State Parks staff, and public stakeholders to develop a long-term integrated plan to rebuild programs and services offered at Fort Worden. This effort will evaluate the Commission’s Lifelong Learning Center vision for Fort Worden and assess the long-term financial viability of a conference center driven by partner-developed programming. This analysis will examine efficiencies of the hospitality business model, the mix between group, leisure and partner business, as well as assessing the cost/benefit of the services and the leases the PDA provides to resident partners at discounted rates. The PDA Board of Directors anticipates this effort will take about three years to complete.

STAFF RECOMMENDATION:
Considering uncertainty regarding how long the effects of the pandemic may persist, together with the work necessary to build consensus among stakeholders around a potentially new mode of operating, staff recommends that the Commission grant the PDA’s request to postpone revenue sharing for three years until May 1, 2023.

Staff further recommends that the Commission require the PDA to complete its intended evaluation of the Life-Long Learning Center vision and development of an updated business plan well in advance of the postponed start of revenue sharing in 2023. In the meantime, the PDA should work with State Parks staff to provide regular reports and incorporate appropriate outcomes of this planning effort into a future amendment of the Fort Worden lease for consideration by the Commission.

LEGAL AUTHORITY: RCW 79A.05.030(5)

SUPPORTING INFORMATION
Appendix 1: Fort Worden Vicinity
Appendix 2: Fort Worden Lease Area Boundary
REQUESTED ACTION FROM COMMISSION:
That the Washington State Parks and Recreation Commission:
1) Authorize the Director to execute an amendment to the Fort Worden Public Development Authority lease that:
   a) Postpones the start of revenue sharing for three years, until May 1, 2023 (9th anniversary of the date of possession).
   b) Requires the PDA to develop an updated business plan and propose any changes to the lease necessary to implement the plan prior to May 1, 2023 for consideration by the Director and Commission.
2) Direct staff to work with the PDA to provide periodic reports to the Commission describing progress on PDA’s business planning effort.

Author(s)/Contact:  Peter Herzog, Assistant Director – Parks Development Division  
peter.herzog@parks.wa.gov  (360) 902-8652

Reviewer(s):  
Jessica Logan, SEPA REVIEW: Following review, staff has determined that the action proposed for the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800 (5)(c).

Van Church, Fiscal Impact: Adoption of this requested action has an indeterminate fiscal impact. Based on calendar year 2019 gross receipts, the estimated loss is $220,000 per year. However, the Covid-19 pandemic has created uncertainty regarding future PDA gross receipts during the term of this amendment. This change will have a negative revenue fiscal impact, but the amount is uncertain at this time.

Andy Woo, Assistant Attorney General: July 10, 2020

Approved for Transmittal to Commission

Don Hoch, Director
APPENDIX 1
Fort Worden Vicinity
APPENDIX 2
Fort Worden Lease Area Boundary
STATE OF WASHINGTON
WASHINGTON STATE PARKS AND RECREATION COMMISSION
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July 30, 2020


EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to delegate to the Director and/or his designee, the authority to adjust the meeting dates and locations for the remainder of the 2020 year due to COVID-19 and set the dates for the 2021 year. This item advances the Commission’s strategic goal: “Demonstrating that all Washingtonians benefit from their state parks”.

SIGNIFICANT BACKGROUND INFORMATION:
Commission meetings are conducted in different geographic locations across the state to enable citizens to address their suggestions and concerns to the Commission. It is the Commission’s intent to be visible and responsive to issues in different areas motivated by weather, population, location and types of recreational and natural resource issues. It is also the Commissioners intent to comply with direction from the Governor, the Legislature and the public to be fiscally prudent and responsible. Commission meetings typically consist of a three/four-day schedule consisting of a work session on Wednesday, a regular Commission meeting on Thursday and if scheduled park tours on Tuesday and/or Friday.

For the 2021 schedule, due to COVID-19 and to be fiscally responsible, staff is asking the Commission to consider adjusting the number of meetings we hold. Appendix one suggests two alternatives.

- Alternative A: Hold five regular commission meetings and the planning meeting.
- Alternative B: Hold six regular commission meetings and the planning meeting.

For the 2020 schedule, due to COVID-19, the previous three meetings staff has had to move dates and locations to meet the requirements of the Safe Start Washington Phased Reopening County-by-County Plan. Staff is asking that the Commission delegate to the Director and his designee, to have the ability to adjust the dates and locations for the remainder of 2020, if needed, in consultation with the Commission Executive Committee.

SUPPORTING INFORMATION:
Appendix 1: Proposed meeting dates for 2021
REQUESTED ACTION OF COMMISSION:
That the Washington State Parks and Recreation Commission:
1. Delegate to the Director and/or his designee, the authority to adjust the meeting dates and
   locations for the remainder of the 2020 year due to COVID-19, in consultation with the
   Commission Executive Committee.
2. Adopt the 2021 meeting dates as presented in Appendix 1.

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Reviewer(s):
Jessica Logan, SEPA Review: Following review, staff has determined that the action proposed for
the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to
WAC 197-11-800 (14)(b).
Van Church, Fiscal Impact: Costs associated with Commission meetings are a routine, ongoing
expense of conducting business and are included in the agency’s budget.
Andy Woo, Assistant Attorney General: July 20, 2020

Approved for Transmittal to Commission

Don Hoch, Director
APPENDIX 1

PROPOSED MEETING DATES FOR 2021

Option A:
5 in person meetings and a planning meeting; approximately 11 to 12 weeks apart; hold virtual/online work sessions in between any meeting if needed as the Commission can call a special meeting anytime

January 27th, 28th
April 13th, 14th
July 7th, 8th
September 15th, 16th
November 17th, 18th
December 7th, 8th

Option B:
6 in person meetings and a planning meeting; approximately 8 to 9 weeks apart

January 20th, 21st
March 17th, 18th
May 12th, 14th
July 14th, 15th
September 15th, 16th
November 17th, 18th
December 7th, 8th