



WASHINGTON STATE

Recreation and Conservation
Funding Board

PLANNING POLICIES

2

JANUARY 29, 2008

Recreation and Conservation Funding Board

- Our Mission*** Provide leadership and funding to help our partners protect and enhance Washington's natural and recreational resources for current and future generations.
- Our Services*** Statewide strategic investments through policy development, grant funding, technical assistance, coordination, and advocacy.
- Our Values*** Efficient, fair, and open programs conducted with integrity. The results foster healthy lifestyles and communities, stewardship, and economic prosperity in Washington.



Recreation and Conservation Funding Board Members

Citizen Members

Val Ogden, Vancouver, Chair
Bill Chapman, Mercer Island
Karen Daubert, Seattle
Steven Drew, Olympia
Jeff Parsons, Leavenworth

Agency Members

Washington Department of Fish and Wildlife
Washington Department of Natural Resources
Washington State Parks and Recreation Commission

On July 1, 2007 the name of the Interagency Committee for Outdoor Recreation changed to Recreation and Conservation Funding Board and the office's name changed to Recreation and Conservation Office. For information, visit:
http://www.RCO.wa.gov/rco/temp/name_change.htm

Contents

Section 1 – Introduction	1
About RCFB	1
Information Sources	1
Background — Why Plan?	1
Manual Authority	1
Related Publications	2
Workshops	2
Section 2 — Policies	3
<i>Process Overview</i>	3
Who Must Plan	3
Self-Certification	3
Required Plan Elements	3
<i>Deadlines & Timing</i>	5
Plan Reviews and Submitting Drafts	6
<i>Eligibility Options</i>	6
<i>Format & Plan types</i>	6
Formats	7
Plan Types	7
<i>GMA & RCFB's Planning Requirements</i>	8
Section 3 — Appendices	9
<i>Self Certification Form</i>	10
<i>Check/Initial Each to Certify Completion</i>	10
<i>Document & Page Number Location of Information</i>	10
<i>Self Certification— Instructions</i>	12
<i>Capital Improvement Program (CIP) Form</i>	13
<i>CFP — CIP Instructions</i>	14
Facility Type Codes	14
Section 4 — Index	15

SECTION 1 – INTRODUCTION

About RCFB

The Recreation and Conservation Funding Board (RCFB) was created in 1964 by a vote of the citizens of the state of Washington. It consists of five citizen members appointed by the Governor, and the directors (or designees) of the Department of Fish and Wildlife, the Department of Natural Resources, and the State Parks and Recreation Commission.

RCFB is assisted by the Recreation and Conservation Office (RCO), an agency that is also assigned by the state legislature to assist other boards, forums, and councils. RCO's staff consists of a director appointed by the Governor and others engaged in administrative, planning, and project functions. RCO is a planning and grants agency that does not own or operate facilities. The grant programs administered by RCO provide funding for general parks and recreation, boating, trails, water access, habitat conservation, off-road vehicle recreation, and firearms and archery range recreation.

Information Sources

Recreation and Conservation Office

Natural Resources Building	Phone	(360) 902-3000
1111 Washington Street, Floor 2 East	FAX	(360) 902-3026
P.O. Box 40917	TTY	(360) 902-1996
Olympia, Washington 98504-0917	E-mail	info@rco.wa.gov
Web site - http://www.rco.wa.gov/		

Background – Why Plan?

This manual is one of a series that describes RCFB grant program policies. It provides basic information on planning requirements and is written for applicants, RCO staff, and other interested people.

In four of RCFB's grant programs, a plan must be adopted by the applicant agency or organization. Once the plan is accepted by RCO, the applicant becomes eligible to compete in the grants process. This planning requirement exists for several reasons, not the least of which is to demonstrate that an appropriate process was used to develop each grant proposal. There are, however, other reasons that planning is necessary. For example, planning helps with:

- ▶ Decision making
- ▶ Coordinating interests
- ▶ Prioritizing needs and actions
- ▶ Evaluating trends, programs, etc.
- ▶ Budgeting, expenditure justification
- ▶ Ensuring continuity of direction as officials change
- ▶ Providing opportunities for public involvement and information dissemination.

Manual Authority

Authority for the information in this manual may be found in several statutes and rules: Revised Code of Washington, Chapters 79.15.060(1), 79.15.070(5), 79.15.120(4), 79.15.130(4), 79A.25.080(2), 46.09.240, 79A.25.210, and Title 286 of the Washington Administrative Code. RCFB adopted the policies in this

manual in a public meeting.

The *Land and Water Conservation Fund Grants-in-Aid Manual* (U.S. Dept. of Interior, National Park Service) provides guidance for LWCF grants.

Related Publications

RCO has a variety of free publications designed to assist applicants in the planning process. These include:

- ▶ Plans (both outdoor recreation and habitat) prepared by other agencies to achieve RCFB planning eligibility
- ▶ GMA (Growth Management Act) publications on public involvement, visioning, citizen participation, parks and recreation planning
- ▶ Washington Department of Ecology guidelines on shoreline master programs that may be used to establish eligibility for Riparian Protection Account projects
- ▶ Lead Entity strategies that may be used to establish eligibility for Riparian Protection Account projects
- ▶ Program fact sheets and schedules
- ▶ Policy and project selection manuals for RCFB grant programs
- ▶ Technical assistance guides and on-line links
- ▶ State plans that give broad policy background.

Many of the publications are available on line at:

<http://www.rco.wa.gov/rcfb/docs.htm>. These materials can be made available in an alternative format for individuals with special needs.

Workshops

Each year RCO conducts workshops to provide information about RCFB's grant programs. Workshops are generally held in the winter or early spring at various locations throughout the state. They cover such topics as planning, types of projects eligible for funding, application and evaluation processes, successful applicant responsibilities, and accessibility requirements. Contact RCO for information about dates and locations.

Facility managers certify all RCFB and RCO meeting sites as barrier free according to the federal Americans with Disabilities Act and Washington Administrative Code.

SECTION 2 – POLICIES

PROCESS OVERVIEW

Who Must Plan

Applicants to some of the grant programs or program sub-categories listed below must complete a plan as described in this manual. Those not sure in which grant category their proposal best fits should consult with RCO staff.

Funding programs and categories requiring a plan:

1. BFP Boating Facilities Program
2. LWCF Land and Water Conservation Fund Program
3. NOVA¹ Nonhighway Roads category
4. NOVA Nonmotorized category
5. NOVA Off-Road Vehicles category
6. WWRP² Habitat Conservation – Critical Habitat, Natural Areas, State Lands Restoration, and Urban Wildlife Habitat categories
7. WWRP Outdoor Recreation – Local Parks, State Lands Development, State Parks, Trails, and Water Access categories
8. WWRP Riparian Protection category

Currently, the only federal program administered by RCO that requires an applicant plan is LWCF.

Funding programs and categories that do not require a plan:

1. ALEA Aquatic Lands Enhancement Account Program
2. FARR Firearms and Archery Range Recreation Program
3. NRTP National Recreational Trails Program
4. WWRP Farmland Preservation category
5. YAF Youth Athletic Facilities Program.

Self-Certification

RCFB uses a self-certification system to ensure completion of its planning requirements. This means that each applicant:

- ▶ First, completes the requirements described in this manual
- ▶ Second, uses the *Self-Certification Form* (#222) on page 10 to certify that the requirements are complete
- ▶ Third, provides the supporting planning documents (on CD-ROM), self-certification form, and adoption materials to RCO for acceptance.

Required Plan Elements

There are six elements in this process and each applies to the grant programs and categories listed above, including capital (facility development and land acquisition) and non-capital (architectural, engineering, planning, etc.) requests.

1. Goals, objectives
2. Inventory
3. Public involvement
4. Demand and needs analysis
5. Capital Improvement Program

¹ Nonhighway and Off-Road Vehicle Activities Program

² Washington Wildlife and Recreation Program

6. Adoption.



1. *Goals, objectives.* The plan must support the agency’s habitat conservation and/or park and recreation mission, including the current project, with broad statements of intent, or goals. Goals describe desired outcomes. An example is to “make athletic fields more accessible” or to “provide mule deer habitat.”

Objectives, on the other hand, are both measurable and more specific. Include objectives to help describe when a goal has been attained. An example of an objective is to “create six athletic fields in East County” or “acquire 300 acres of mule deer habitat near the North Creek Planning Unit.”

2. *Inventory.* Depending on the project to be submitted, an “inventory” or “planning area description,” refers to:
 - ▶ **Capital projects** (Land acquisitions, developments, renovations and restorations)
 - ▷ A report on the supply and condition of existing recreational opportunities, habitat conservation species, and land types
 - and–
 - ▷ A description of the planning or service area, including the physical setting and conditions, and relevant demographic, program, and resource information
 - ▶ **Non-capital projects** (Boating Facilities Program and Nonhighway and Off-road Vehicle Activities Program planning)
 - ▷ A description of the planning or service area, including the physical setting and conditions, and relevant demographic, program, and resource information.

The purpose of an inventory is to help complete a picture of the area’s needs. *RCFB requires no specific format for the inventory.* Depending how the applicant defines its planning needs, the inventory may include a map of the area’s facilities, or if funds are needed to complete a plan, the map may show the area to be planned. The inventory may include a comprehensive account of the area’s facilities, lands, programs, and condition. It also may include local, state, federal, and private facilities *and* extend beyond the applicant’s jurisdiction. The inventory may be completed in a quantitative or a qualitative (narrative) format.

Habitat conservation elements may assess habitat types, certain species, threats, ownership(s), and historical gains or losses. Distribution maps may be included.

3. *Public involvement.* Include a description of how the planning process gave the public ample opportunity to be involved in plan development and adoption. Try and select methods that support the planning strategy. Even the best efforts sometimes do not provide sufficient information, data, or results. For example there may be a limited response to a survey or a poor turnout

at a meeting etc. What works for one community may not work for another – be flexible. Some examples include:

- ▶ Internet
- ▶ Workshops
- ▶ Community TV
- ▶ Public meetings
- ▶ A citizen’s task force or advisory committee
- ▶ Surveys or interviews (formal or informal)
- ▶ “Listening posts” and demonstrations
- ▶ Round table discussions or focus groups.

Good documentation of community involvement and support is important because it is one element used by for evaluating grant projects.

4. *Demand and need analysis.* Discuss the community or agency’s priorities, that is, explain how the decision to acquire land, develop-preserve-enhance-restore-or manage was made. For example, what options were considered, which were rejected, and what are their advantages and disadvantages. Ultimately, the questions to be answered are “specifically, what does the community want” and “how do we know this to be true.”

The basis for the analysis may be any of the methods listed under public involvement. It may also include the use of population standards, identification of issues, etc. Regardless, the process should be thorough and suitable to local conditions and the service area. For example, a small community with minimal needs may rely on a simple process, such as personal observations and informal talks. A more complex community or agency would use a more formal process that may involve a variety of techniques.

5. *Capital Improvement Program.* Include a capital improvement (CIP) or capital facility program (CFP) of at least six years that lists land acquisition, development, renovation, and restoration projects. List each according to the year of anticipated implementation; include the anticipated funding source. Include any capital project submitted to RCFB for funding. RCO considers all CIP/CFP costs as estimates.

An optional CIP/CFP form is included on page 13.

6. *Adoption.* Include a resolution, ordinance, or other adoption instrument showing formal approval of the plan(s) and planning process by the governing entity. The level of governing entity approval must be equivalent to the plan’s scope. Thus, a city or countywide plan must be approved at the council or commission level. Department heads, district rangers, regional managers or supervisors, etc., as determined by the applicant, will approve other plans.

DEADLINES & TIMING

All planning materials must be received in RCO’s office, in final form and adopted, *at least* three calendar months before the RCFB funding meeting in which the applicant’s project(s) will first be considered. WAC 286-13-040(2). For planning eligibility purposes, this “funding meeting” is the first meeting in which projects come before RCFB for funding consideration. In some of RCFB’s grant programs this “first” meeting is the only funding meeting.

WWRP and state agency boating facilities projects, however, are normally

considered at two RCFB meetings. At the first, RCFB establishes funding recommendations for submittal to the Governor. The second occurs the following year when the legislature returns project lists to RCFB for final funding approval.

Agencies that apply for an RCFB grant in the same year that their planning eligibility expires must ensure that eligibility extends through the funding meeting in which the project will first be considered. Applicants may find funding meeting dates on RCO's Web site:

<http://www.rco.wa.gov/rcfb/board/schedule.htm>. The same information may also be found in the "Reports" menu of the *PRoject Information SysteM (PRISM) software*, available through RCO.

Agencies not meeting established deadlines are declared ineligible for the current grants cycle.

Plan Reviews and Submitting Drafts Each year RCO staff tries to review the support documentation of plans before applicants formally adopt them. This preliminary review helps determine any need for additional technical assistance and can be more efficient for applicants working under a compressed time line.

For this review to result in an accepted plan, RCO encourages agencies seeking eligibility to submit their plans in draft form as early in the year as possible. This allows staff time to advise applicants of any problems that may need correction before the planning deadline. Depending on the plan's complexity and the jurisdiction's adoption process, submitting these materials after March 1 may not allow sufficient time for the applicant to correct certain types of problems.

ELIGIBILITY OPTIONS

Standard Eligibility. Once the planning requirements are met, RCO grants eligibility for *up to* six calendar years from the date of plan adoption. This means, in some cases, less than six years of eligibility may be granted if, for example, the agency plans for a six year period yet does not adopt the plan in a timely manner.

Extended Eligibility. RCFB provides the option of *extended eligibility* to new jurisdictions (cities or counties) that combine park and recreation and/or habitat conservation planning into the planning required under the Growth Management Act. This allows such an agency to compete for an RCFB grant even though it only has a draft plan. To qualify, the agency must submit a written request for *extended eligibility* at the time the grant application is submitted to RCO. In such cases, the date of RCFB eligibility and the date a county, city or town is required to adopt its comprehensive plan under chapter 36.70A RCW is the same. The agency must submit all materials to fulfill RCFB's planning requirements by this deadline.

This *extended eligibility* provision expires on the date established under chapter 36.70A RCW.

FORMAT & PLAN Since there are a wide variety of agency needs and approaches to planning,

TYPES RCFB is flexible about the format and types of plans that may be submitted to meet eligibility requirements. Contact RCO staff if you have questions about your submission and meeting the planning requirement.

Formats Here are two examples of acceptable formats:

- ▶ Adopt RCFB's required elements into a larger plan, such as a regional, all-agency comprehensive or Growth Management Act plan.
- ▶ Adopt RCFB required elements into individual plans for each program in which the sponsor wishes to compete (Boating Facilities Program, Washington Wildlife and Recreation Program-Outdoor Recreation, etc.).

Plan Types Apart from an agency developing and adopting its own plan, there are ways that it may use *another* (partner) agency's plan to save resources and attain eligibility. Agencies that may do this include those:

- ▶ Whose jurisdiction overlaps with another's (see *Shared Jurisdiction Plan*) -or-
- ▶ Who wish to combine planning programs into a single cooperative document see (*Cooperative Plan*).

Shared Jurisdiction Plan. School, port, and utility districts are often willing to accept the adopted park and recreation or habitat conservation plans of another agency, such as a parks department. This option recognizes that a park department's facilities can complement the programs of agencies like the special districts mentioned above. This is especially true when recreational or resource opportunities are provided as a secondary activity to the district's primary mission.

This option may be used *only* if each of the following three items can be demonstrated to RCO:

- ▶ The area where the district wishes to seek an RCFB grant is located within the planning or service area of a partner agency whose plan has been accepted by RCO.
- ▶ The district has formally adopted all plan elements required by RCFB (page 3) – the elements may be taken directly from the partner agency's plan as long as any appropriate modifications are made. For example, a school district's recreational goals and objectives may not be exactly the same as a park department's goals.
- ▶ The partner agency has confirmed in writing that the district's plan is compatible with the partner agency's actions.

Cooperative Plan. Regional planning commissions and councils of governments often select this option. It recognizes that a single plan may be the most efficient way to provide public facilities and services. There is no limit to the number of agencies that may be included in a cooperative plan. RCFB recommends, however, whenever more than two agencies are involved, that one agency coordinate the planning activities.

This option may be used only if each of the following items can be demonstrated to RCO:

- ▶ The completed plan includes all elements required by RCFB (page 3).
- ▶ The completed plan has been adopted by each participating agency.

GMA & RCFB'S PLANNING REQUIREMENTS

It is important that agencies working to meet RCFB's planning requirements consult with the growth management planners in their jurisdiction. Not only is it likely that both planning groups will discover areas of mutual interest and concern, but they will also be able to discuss coordinating survey efforts, data sharing, and other efficiencies.

The Growth Management Act (GMA) encourages recreation and habitat conservation planning in several ways, including –

- ▶ A GMA goal designed to guide the development and adoption of comprehensive plans is to – *“Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.”* RCW 36.70A.020(9)
- ▶ *“Each county shall adopt development regulations that protect critical areas.”* RCW 36.70A.060(2)
- ▶ *“Each comprehensive plan shall include... a land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for... recreation, open spaces...”* RCW 36.70A.070(1)
- ▶ *“Comprehensive plans may include... other subjects relating to the physical development within its jurisdiction, including... recreation.”* RCW 36.70A.080(1)(c)
- ▶ *“Each county and city that is required or chooses to prepare a comprehensive land use plan under RCW 36.70A.040 shall identify open space corridors within and between urban growth areas. They shall include lands useful for recreation, wildlife habitat, trails, and connection of critical areas as defined in RCW 36.70A.030.”* RCW 36.70A.160
- ▶ *“Whenever a state agency is considering awarding grants... to finance public facilities, it shall consider whether the... requesting [agency] is a party to a county-wide planning policy under RCW 36.70A.210... and shall accord additional preference to the [agency] if such policy exists.”* RCW 43.17.250

Many of RCFB's planning requirements parallel those in GMA, including a capital facility element with inventory, forecast of future needs, and the multi-year financing plan. Thus, it may be worthwhile to consider meeting GMA and RCFB requirements in a single plan document.

Note, however, that GMA plans may only be amended once a year, which may not be compatible with RCFB's grant schedules.

SECTION 3 – APPENDICES

- **SELF-CERTIFICATION FORM AND INSTRUCTIONS.... 10, 12**
- **CAPITAL IMPROVEMENT PROGRAM – CAPITAL FACILITY PROGRAM FORM AND INSTRUCTIONS 13, 14**

Planning Process SELF CERTIFICATION FORM		
Use this form to certify that the need for your project(s) has been determined through an appropriate planning process. Attach the completed form to the subject plan(s) and provide to RCO.		
Name and adoption date of documents submitted in fulfillment of this requirement:		
▶		
▶		
▶		
Check/Initial Each to Certify Completion	Plan Element Certification	Document & Page Number Location of Information
	1. Goals, objectives: The attached plan supports our project with broad statements of intent (goals) <i>and</i> measures that describe when these intents will be attained (objectives).	
	2. Inventory: The plan includes a description of the service area’s facilities, lands, programs, and their condition. <i>(THIS MAY BE DONE IN A QUANTITATIVE FORMAT, OR IN A QUALITATIVE/ NARRATIVE FORMAT.)</i>	
	3. Public involvement: The planning process gave the public ample opportunity to be involved in plan development and adoption.	
	4. Demand and need analysis: In the plan(s): <ul style="list-style-type: none"> ▶ An analysis defines priorities, as appropriate, for acquisition, development, preservation, enhancement, management, etc., and explains why these actions are needed. ▶ The process used in developing the analysis assessed community desires for parks, recreation, open space, and/or habitat, as appropriate, in a manner appropriate for the service area (personal observation, informal talks, formal survey(s), workshops, etc.). 	
	5. Capital Improvement Program: The plan(s) includes a capital improvement/facility program that lists land acquisition, development, and renovation projects by year of anticipated implementation; include funding source. The program includes any capital project submitted to RCFB for funding.	
	6. Adoption: The plan(s) and process has received formal governing body approval. <i>(THAT IS, CITY/COUNTY DEPARTMENT HEAD, DISTRICT RANGER, REGIONAL MANAGER/ SUPERVISOR, ETC., AS APPROPRIATE. ATTACH RESOLUTION, LETTER, OR OTHER ADOPTION INSTRUMENT.)</i>	

I certify that this information is true and complete to the best of my knowledge,

Name
Title
Date

**SELF
CERTIFICATION
—
INSTRUCTIONS**

Use the attached form as a reproducible master. On the first three lines, enter the name and adoption date of the plans and other documents submitted in fulfillment of RCFB's planning requirement. If more space is needed, use the reverse.

Using the information that begins on page 3, check or initial each plan element that will be provided to RCO with this form. In the right column, enter information that will enable RCO staff to quickly locate each item initialed.

Certify the accuracy of the information on the form by completing the signature line and submit all material to RCO according to the submission requirements for final plans ("Deadlines," page 5) and drafts (page 6).

SECTION 1 — POLICIES

CAPITAL IMPROVEMENT PROGRAM (CIP) FORM (Parks, Recreation, Habitat Facilities)										
Agency/Department _____				Date of Adoption _____						
Address _____				Resolution Number _____						
City, Zip Code _____				Completed By _____						
Phone (_) _____			County _____			Title _____				
(1) Priority	(2) Project Name	(3) Fund Source	(4) <u>A</u> cquisition <u>D</u> evelopment <u>R</u> enovation <u>R</u> estoration	(5) Facility Type	(6) Estimated Project Implementation Cost Per Year					
					2008	2009	2010	2011	2012	2013

CFP — CIP
INSTRUCTIONS

All Capital Facility Plans (CFP)/Capital Investment Programs (CIP) must be adopted by the agency's administering body (council, commissioners etc.). Indicate the resolution number and date of adoption on form 062 (*you may use your own form, 062 is optional*). If adoption is by motion at an official meeting of the administering body, do not fill in the "Resolution " blank. Note that in the year an agency makes application it should make sure the current year project(s) are listed on its CIP or CFP.

1) Prioritize projects in order of importance. If your agency prepares one CFP/CIP for all departments, list *only* those projects dealing with parks, recreation and open space. Do not include police, sewers, streets etc. Project your CFP/CIP for at least the next six years.

2) List projects as "park/facility name - capital project." For example: "Anytown Park - Boat Ramp Renovation."

3) List all fund sources that apply. List sources as:

L - Local Funds	B - General Obligation Bonds	U - Unknown.
D - Donation	R - Revenue Bonds	
M- Matching Grant	O - Other Bonds	

4) Indicate "A" for acquisition, "D" for development, "R" for renovation, "RE" for restoration. If the project involves some combination of these, list the cost for each separately.

5) Refer to the list below facility type. List all types that apply, with the primary type listed first. For example, on a trail used primarily by horses but open to pedestrians and bicycles, list "EQ, TB, TP".

6) Costs are estimates only and are not binding for future grant applications. List the cost under the year of implementation. A phased project should have costs listed under each year of implementation.

Facility Type
Codes

Aquarium	A	Open Space/Greenway	OS
Administration/Maintenance	AM	ORV Facility/Trail	ORV
Boating Facilities	B	Picnic/Day Use	P
Basketball/Other Courts	BB	Play Equipment	PE
Botanical Garden	BG	Open Play Field	PF
Baseball/Softball Fields	BS	Swimming Beach	SB
Camping Facility	C	Swimming, Indoor Pool	SI
Community/Senior Center	CC	Swimming, Outdoor	SO
Equestrian Facility/Trail	EQ	Tennis Court	T
Fishing Area	F	Trail, Bicycle	TB
Football/Soccer Fields	FS	Trail, Pedestrian	TP
Golf Course	G	Winter Sports Facility	W
Interpretive/Nature Study	I	Waterfront/Beach Access	WF
Neighborhood Park	NPK	Zoo	Z

SECTION 4 – INDEX

A

Appendix · 9
Authority · 1

B

Background · 1
BFP · 3, 7

D

Deadlines and timing · 5
Drafts · 6

E

Eligibility options · 6
 Extended · 6
 Standard · 6
E-mail · 1

F

FARR · 3

G

GMA · 8

I

Introduction · 1

L

LWCF · 1

M

Manual Authority · 1

N

NOVA · 3
NRTP · 3

P

Plan elements
 Adoption · 5
 Capital facilities/improvement program · 5
 Demand and need analysis · 5
 Goals, objectives · 3
 Inventory · 3
 Public involvement · 4
Plan Elements · 3
Policies · 3
PRISM · 5
Publications · 2

S

Self-Certification · 3

T

Types of plans · 7

W

Who Must Plan · 3
Why plan · 1
Workshops · 2
WWRP · 3, 5, 7

Y

YAF · 3