

Don Ho
Director



STATE OF WASHINGTON
WASHINGTON STATE PARKS AND RECREATION COMMISSION

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WASHINGTON STATE PARKS AND RECREATION COMMISSION

March 29, 2012 – 9 a.m. Fort Worden State Park - Theater, 200 Battery Way, Port Townsend,
WA 98368

(360) 344-4440

Detailed Commission Agenda Items

- [Item E-1:](#)** Willapa Hills Trail State Park – Pacific County land transfer
- [Item E-2:](#)** Special events concessions and Discover Pass
- [Item E-3:](#)** Fort Worden State Park – renaming the Commons building
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- [Item E-5:](#)** Potential transfer of Fort Worden State Park
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Item E-1: Willapa Hills Trail State Park – Pacific County Land Transfer – Requested Action - Expedited

EXECUTIVE SUMMARY: This item requests that the Commission approve the transfer of 1.16 acres of State Park property currently leased to Pacific County as a county road maintenance facility and located within Willapa Hills Trail State Park to Pacific County. This item complies with our Centennial 2013 Plan element, “Our Commitment - Financial Strategy” and with our core values.

SIGNIFICANT BACKGROUND INFORMATION: Washington State Parks acquired the property for what is now Willapa Hills Trail State Park from the Burlington Northern Railroad in 1993. The former railroad right-of-way is presently managed as a linear “rail-trail”. The property being proposed for transfer was originally leased to the county by the railroad in 1970 as a fuel storage facility via a lease with no termination date. The lease area is approximately 1.16 acres and is adjacent to the current trail corridor. The current lease fee is \$250 per year. Pacific County has requested that State Parks transfer this property which is currently used by the county as a road maintenance yard and sand and gravel stockpile area.

Staff has inspected the property and find the site has very low recreational value to the public. The property does provide usable space (material storage and trail surfacing stockpile locations) which could be used for future trail development and maintenance projects along the Willapa Hills Trail. Staff has established the market value for the property at \$12,000. Staff additionally believes the property has a moderate level of environmental risk associated with it due to historic uses and activities conducted on the property.

As a condition of any proposed transfer, State Parks will acquire the legal right to stockpile trail surfacing materials (sand, gravel and equipment) for future capital projects associated with the trail together with the ability to utilize or purchase county owned trail surfacing materials as mutually agreed to between the two parties. Additionally, State Parks will retain ingress and egress across the property as needed to access the trail corridor.

The county has also agreed in principle to transfer to State Parks, their jurisdictional rights as currently held through an easement agreement with the United States Coast Guard for the North Head Lighthouse Road, located within Cape Disappointment State Park. This action will provide State Parks with control and tenure over the road right-of-way as needed to use \$1,600,000 dollars of currently available Washington Wildlife and Recreation Program grant funding to begin construction of the multi use trail planned for the area.

STAFF RECOMMENDATION: Staff recommends that the Commission approve the transfer of 1.16 acres of lands as shown on Appendix 1 and 2 be approved.

LEGAL AUTHORITY: RCW 39.33.010 - Sale, exchange, transfer, lease of public property authorized - Section deemed alternative.

(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 limited to the title to real property, to the state or any municipality or any political subdivision thereof, or the federal government, or a federally recognized Indian tribe, on such terms and conditions as may be mutually agreed upon by the proper

authorities of the state and/or the subdivisions concerned. In addition, the state, or any municipality or any political subdivision thereof, may sell, transfer, exchange, lease, or otherwise dispose of personal property, except weapons, to a foreign entity.

(2) This section shall be deemed to provide an alternative method for the doing of the things authorized herein, and shall not be construed as imposing any additional condition upon the exercise of any other powers vested in the state, municipalities or political subdivisions.

(3) No intergovernmental transfer, lease, or other disposition of property made pursuant to any other provision of law prior to May 23, 1972, shall be construed to be invalid solely because the parties thereto did not comply with the procedures of this section.

SUPPORTING INFORMATION:

Appendix 1 - Vicinity and Subject Property Map

Appendix 2 - Legal Description

Appendix 3 - Summary of Public Involvement Process

REQUESTED ACTION FROM STAFF:

That the Washington State Parks and Recreation Commission:

Authorize the transfer of approximately 1.16 acres of property located within Willapa Hills Trail State Park directly to Pacific County for the public benefits detailed in this item contingent upon Pacific County's release of their partial interest in property located within the North Head Lighthouse Road within Cape Disappointment State Park.

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Item E-2: Special Events Concessions and Discover Pass - Requested Action

EXECUTIVE SUMMARY: This agenda item asks the Washington State Parks and Recreation Commission to adopt new policies related to special events and concessions in State Parks in association with requirements for displaying the Discover Pass and/ or one day use permit (here after referred to as Discover Pass). This complies with our Centennial 2013 Plan elements, "Our Commitment – Financial Strategy; Stewardship," and with our core values.

SIGNIFICANT BACKGROUND INFORMATION: Soon after passage of Chapter 320, Laws of 2011, which established the Discover Pass, staff and the Commission, began receiving inquiries from the public asking how the new access pass would affect planned special events in parks. Additionally, staff was asked by concessionaires operating small businesses in state parks under lease agreements how the requirements associated with the Discover Pass would be applied to their customers.

In June of 2011, the Commission adopted interim policies related to the Discover Pass which, in summary:

- Exempted patrons attending any special event booked prior to June 1, 2011 from the requirement of displaying the Discover Pass.

- Exempted customers at the request of concessionaires operating within a State Park, from the requirement of displaying a Discover Pass until July 1, 2012.
- Directed staff and the Commission to work with stakeholders as needed to develop policy proposals for Commission consideration regarding special events and concessions.

The Discover Pass law together with other existing statutes exempts certain groups and types of activities from the requirement to display the Discover Pass. In summary, these exemptions include:

- **Campers:** The Discover Pass is not required for those persons with a valid camper registration at Washington State Parks for the duration of their camping trip.
- **Volunteers:** Volunteers who perform 24 hours of service on an agency-sanctioned project must be provided a complimentary Discover Pass.
- **Hunting and fishing license-holders:** Access to Department of Fish and Wildlife (DFW) lands is provided for a variety of license holders without a Discover Pass.
- **Annual Natural Investment permit:** Access to state parks without a Discover Pass is allowed for people with an annual Natural Investment permit.
- **Short-term parking:** State parks have identified locations (primarily located at comfort stations) where a Discover Pass will not be required provided the stay in the park is less than 30 minutes.
- **Free days:** The Commission may provide up to twelve days a year where a Discover Pass is not needed to access the state parks.
- **Seasonal Sno-Park permit:** A Discover Pass is not needed to access Sno- Parks on land managed by one of the three agencies between November 1 and March 31, if a person has a seasonal Sno-Park permit.
- **Exempt Vehicles:** Official publicly owned vehicles on official business are exempt from the Discover Pass. This exemption includes school district vehicles.
- **Pass Holders:** The agency has the following pass programs: disabled citizens, disabled veterans, senior citizens with limited income, and foster families. Eligible participants in these pass programs are entitled to “free admission to any state park” under RCW 79.A.05.065.
- **Leases, Easements & Major Concessions:** There are a few concessionaires that are entitled to “exclusive” use of specific areas based on contractual agreements. Within these leased areas, a Discover Pass is not required. The Discover Pass will not be required for those who are accessing a state park for the purpose or terms specified in a lease or easement.
- **Seashore Conservation Area (SCA):** The Discover Pass law applies to all of the state parks, but is not specific to the Seashore Conservation Area (SCA). The Discover Pass will be required for vehicles within the state parks or upland parking areas, but not required for vehicles accessing or driving on the SCA.

The June 2011 agenda item additionally resulted in the adoption of Commission policies associated with the Discover Pass. These policies are attached to this item as Appendix 1. Over the last eight months, staff has met with event sponsors and many concessionaires to discuss options relating to requirements associated with the Discover Pass.

SPECIAL EVENTS: A special event is an organized group event or activity which takes place in a state park. Examples of informal special events include family reunions, company picnics or other group events that do not require special arrangements, reservation of park facilities or the issuance of a special event permit. Formal special events typically require the exclusive use of park areas, buildings or other facilities and accommodations. Formal special events are authorized through written agreements or contracts between the event sponsor and park staff. The most common form of authorization used is the Special Event permit. Events are typically recreation oriented and three days or less in duration. Examples include community festivals, cultural or sporting events, and rallies. Under current practices, special event permits are not issued for periods longer than three consecutive weeks.

Special recreational events are currently authorized pursuant to policy guidelines contained in Washington Administrative Code (WAC) 352-32-047. Originally adopted in 1989, staff considers this WAC to be administratively cumbersome and outdated. The WAC is attached to this item as Appendix 3. This item requests the Commission authorize staff to incorporate policy elements from WAC 352-32-047 into a new Commission Policy as detailed in Appendix 2 and then work to repeal WAC 352-32-047.

There are no Commission authorized exemptions from the requirements associated with the Discover Pass for special events except for those events scheduled prior to June 1, 2011. Staff is proposing three modifications to current policy for Commission consideration which, if approved would be implemented this year.

1. The first modification would allow park staff and the event sponsor to:

- A. Calculate and agree on the estimated size of the special event and specifically agree on the total number of vehicles coming to the event in advance.
- B. Allow the event sponsor to compensate state parks for the agreed to vehicle count in lieu of requiring each event attendee to purchase a Discover Pass. In calculating the amount of total compensation due from the event sponsor, adjustments may be made to reflect the estimated percentage of vehicles already displaying an annual pass and any other administrative efficiency derived by park staff (cost savings to the agency by not having staff issue multiple passes to event participants). In estimating the percentage of event attendee's who already own a Discover Pass, staff will consider the type of event being held. For example, a special event being held by a park "friends-group" would have a higher percentage of vehicles which already own a Discover Pass than a corporate event where the majority of attendee's are coming from out of state. Revenues generated will be considered Discover Pass revenue and shared with our partner agencies at the current 84%-8%-8% ratio.
- C. As needed, authorize and identify locations for "event parking" which would be exempt from the requirement to display the Discover Pass for the duration of the special event provided compensation as detailed above has been paid.

2. The second modification expands on existing Commission policy and allows the Director or designee to adjust agency fees charged for the use of agency facilities as needed to produce net fiscal benefits from the special event. An example would be discounting the price to rent

a kitchen shelter for a company picnic with 300 invitees who all purchase a Discover Pass. In this example the kitchen shelter rate is cut in half or as needed in order to “book” the event.

3. **The third modification** requests that the Commission delegate to the Director or designee authority to modify or waive the Discover Pass as provided through written authorization. Appendix 2 provides additional details on the methods by which modifications or waivers may be obtained by special event sponsors.

CUSTOMERS OF CONCESSIONAIRES: The Commission typically authorizes a park concession through a concession lease. A concession lease differs from a ground lease in that it provides clear public benefit or recreationally related services to park visitors. Examples include agreements for services such as firewood sales, kayak or bike rentals, park grocery stores, golf courses, and ski areas. Presently, the Commission manages approximately 50 concession agreements throughout the park system.

The Discover Pass law allows the Commission to exempt requirements associated with the Discover Pass through written authorizations. These authorizations typically come in the form of a lease, easement of right-of-entry agreement.

Staff recommends that the Commission adopt policies that allow concessionaires to exempt identified parking stall(s) or parking areas from the requirements associated with the Discover Pass PROVIDED; the concessionaire reimburses State Parks the fair market or contributory value of the parking facility as calculated in the form of annual revenue received pursuant to the Discover Pass. Revenues earned would be deemed earned through the Lease Agreement and not considered Discover Pass revenue. Appendix 2 details the entire policy offered for Commission consideration.

LEGAL AUTHORITY: 2SSB5622 Chapter 320 laws of 2011, RCW 79A.05.070 (6), RCW 79A.05.030, RCW 79A.05.065, RCW 79A.05.075

SUPPORTING INFORMATION:

- Appendix 1: June 2011 Commission Policies associated with the Discover Pass
- Appendix 2: Proposed new Commission Policy
- Appendix 3: Washington Administrative Code (WAC) 352-32-047

REQUESTED ACTION of COMMISSION:

That the Washington State Parks and Recreation Commission:

1. Adopt proposed new Commission Policy 55-12-1 associated with the requirement to display the Discover Pass for Special Events and Concessions.
2. Direct staff to complete, submit and process the formal requests needed to repeal WAC 352-32-047 as soon as possible.

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Item E-3: Fort Worden State Park-Renaming the Commons Building– Requested Action

EXECUTIVE SUMMARY: This item requests that the Commission formally rename the Commons building at Fort Worden State Park as the Nora Porter Commons. This item complies with our Centennial 2013 Plan element, "Our Commitments-Public Service and Partnerships" and with our core values.

SIGNIFICANT BACKGROUND INFORMATION: Nora Porter, long-time Port Townsend activist and dedicated supporter of Fort Worden State Park, died on October 31, 2011. Ms. Porter believed strongly that parks should be available to everyone to enjoy. She fought ardently against Commission and legislative initiatives to charge user fees in state parks, believing fees would exclude those of limited means who rely most on parks for respite and recreation.

Following the 2001 Commission decision establishing a five dollar parking fee, Ms. Porter helped spearhead a community campaign to essentially “buy” parking for visitors to Fort Worden State Park. Port Townsend was the only community to successfully undertake such an effort. When the parking fee was eliminated Nora was a strong supporter of the “opt in” donation program as a fund source for operating the state park system. Through this program, drivers were given an option to “opt-in” and provide a five-dollar donation to the agency when renewing their vehicle license tabs.

Ms. Porter later championed passage of a bill in 2009 that changed the donation program to one requiring drivers to “opt-out” or automatically make a five-dollar donation. The opt-out program dramatically increased donations and at its height accounted for about 16% of the agency’s operating budget. More recently, Ms. Porter continued to strongly advocate free public access to Washington’s state parks and lobbied against legislation establishing the Discover Pass access fee. The Commission and staff have great respect and appreciation for her enormous dedication to parks and her passion to keep them open and available to the public.

Ms. Porter was an exceptional advocate who also played an instrumental role in securing funds for the construction of the much needed Fort Worden Commons building. Staff, therefore, believes renaming the Commons as the “Nora Porter Commons” is a fitting tribute to someone so greatly admired.

AUTHORITY:

WAC 352-16-010 Naming and classification of state park areas; Commission Policy 72-78-1 Naming of Parks

SUPPORTING INFORMATION:

Appendix 1: 11/02/2011 Port Townsend Leader Article, Nora Porter, PT Civic Leader, Dies

Appendix 2: Commission Policy 72-78-1, Naming of Parks

REQUESTED ACTION OF COMMISSION:

That the Washington State Parks and Recreation Commission:

1. Rename the Commons structure at Fort Worden State Park as the Nora Porter Commons.
2. Direct staff to replace signing and update print and electronic publications to reflect this action.

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Item E-4: 2013-2015 Biennium Budget – operating budget options

This item to be added prior to the Commission meeting.

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Item E-5: Potential transfer of Fort Worden State Park- Requested Action

EXECUTIVE SUMMARY: This item asks the Washington State Parks and Recreation Commission to express its continued support for Fort Worden State Park to become a Life Long Learning Center and to provide direction on the next steps. This item complies with our Centennial 2013 Plan element, “Our Commitment – Stewardship” and with our core values.

SIGNIFICANT BACKGROUND INFORMATION: Fort Worden State Park (Park) consists of 433.55 acres with 11,020 lineal feet of saltwater frontage. The park is on the National Historic Register and has a full collection of historic buildings from its origin as a coast defense fort built just after 1900. Fort Worden was decommissioned as a military property in September 6, 1966 and conveyed to the State of Washington for use as a detention facility for young male offenders. In January 8, 1972, the property was conveyed to Washington State Parks. Over the intervening years the legislature has appropriated millions of dollars to Washington State Parks for maintenance, major capital improvements and some additional land acquisition to create the park as it exists today. Fort Worden State Park is now considered by many to be the icon of Washington’s state park system.

In the fall of 2004, Washington State Parks began the development of a long range plan for Fort Worden State Park. In May 2005, the Washington State Parks and Recreation Commission (Commission) adopted vision and mission statements for the park. (Appendix 1) In January 2007, after an extensive planning process, the Commission adopted land classifications, a long term boundary, value statements, park use and development principles, and the concept that Fort Worden State Park should be a learning center (Appendix 2). In September 2008 the Commission adopted a site and facilities use and development plan, guidelines for rehabilitation of historic structures and landscapes, and a framework to engage a partner to facilitate the creation of a Life Long Learning Center at Fort Worden State Park. (Appendices 3 and 4)

In December 2009, after a national request for proposals the Commission authorized staff to enter into an agreement with the non-profit arts organization already housed at Fort Worden State Park named Centrum that included milestones that both Centrum and Washington State Parks would need to achieve prior to the development of a long term cooperative management agreement for Fort Worden State Park. In 2010, Centrum withdrew from the partnership

development process. The Port Townsend Public Development Authority (PDA) subsequently renamed and now officially chartered as the Fort Worden Life Long Learning Center Public Development Authority (PDA), notified the Commission that it wished to take Centrum's place as the prospective partner for the creation of a Life Long Learning Center at Fort Worden State Park.

Creating a Life Long Learning Center at Fort Worden State Park: Staff from the PDA and State Parks have discussed how to facilitate Fort Worden State Park becoming a Life Long Learning Center. State Parks staff has entered into these discussions with the following as desired outcomes:

1. Continued high quality stewardship of the natural, cultural, historic and recreation resources at Fort Worden State Park.
2. An outcome that is in the greater public interest and that does not in any way harm the rest of Washington's state park system.
3. An outcome that facilitates the implementation of the Life Long Learning Center concept for Fort Worden State Park as adopted by the Commission in 2008.

Some have asserted that these discussions with the PDA are based solely on the assumed need for State Parks to reduce operating costs at Fort Worden State Park. This assertion is simply not true. It is true that Washington's state park system is undergoing the financial stresses of being converted from an agency whose public purpose and services were subsidized by the state general fund to a user pay model making State Parks essentially an enterprise. The Commission has stated that it is committed to keeping parks open until the agency and the public have adjusted to the realities of State Parks as an enterprise.

Options for Creating a Life Long Learning Center at Fort Worden State Park: During the past few months staff from State Parks and the PDA has discussed several options as to how best realize the goal of Fort Worden State Park as a Life Long Learning Center. In broad terms they are:

1. **Partnership** - This option would create a partnership agreement between State Parks and the PDA that could involve either co-management or cooperative management of the park. Such an agreement could take several forms. A **cooperative management** agreement could be an incremental agreement with the PDA taking a limited role at first towards the creation of a Life Long Learning Center at Fort Worden State Park with provision for its role to increase over time. The question of transfer of all or part of the park to the PDA would be open and answered at a future date based on pre-determined criteria and experience gained from a cooperative management arrangement. A **co-management agreement** would establish a Fort Worden State Park Management Board made up of representatives from at least State Parks and the PDA that would provide management direction for the creation of a Life Long Learning Center at Fort Worden State Park. A formal agreement between the Commission and the PDA Board would empower the Fort Worden State Park Management Board and specify details of its operation. Co-management as a method of governance is especially powerful when two parties have a mutually held goal that they cannot achieve independently. The question of transfer of all or part of the park would again be addressed by pre-determined criteria and experience gained over time. Depending on the form and scope of

either a cooperative or co-management agreement certain employee issues may need to be resolved with the Washington Federation of State Employees.

- 2. Lease All or Part of The Park to The PDA** - This option would lease all or part of the park to the PDA with agreed upon terms and conditions regarding the purpose of the lease, responsibilities of the parties and disposition of revenues. By statute the Commission cannot enter into leases that exceed 50 years in length of term. The PDA has indicated that to attract private investment, ownership or a lease of a longer term is required. This option may become viable with a statutory change that would allow the Commission to enter into longer term leases. To be viable this option would require resolution of employee issues with the Washington Federation of State Employees.
- 3. Transfer ownership of part of the park to the PDA** - This option would transfer ownership of a portion of Fort Worden State Park to the PDA. The PDA has indicated that for financial reasons it would request that the upper campus area, Marine Science Center and the upper and lower campgrounds be included in a partial transfer of ownership. State Parks staff believes that, given the fact that the state park system is now essentially an enterprise that any partial transfer of property at Fort Worden State Park must leave the Commission with an “economic remainder” that does not become a burden to the rest of Washington’s state park system. The Commission has been advised by its Assistant Attorney General that it cannot transfer appropriated funds to the PDA. In this option it is possible that some number of existing State Parks employees at Fort Worden State Park would be laid off to either become employees of the PDA or to exercise whatever “bumping” rights they have to remain a State Parks employee.
- 4. Transfer ownership of the entire park to the PDA** - This option would transfer all of the property that makes up Fort Worden State Park to the PDA. In this option, upon completion of the transfer, the PDA would have ownership of the entire park and would be fully responsible for its operation. If ownership of all or part of the park were to be transferred to the PDA, the PDA would need to honor existing encumbrances on the property and any conditions the Commission might impose in the transfer agreement. The Commission has been advised by its Assistant Attorney General that it cannot transfer appropriated funds to the PDA. In this option all current State Parks employees at Fort Worden State Park would be laid off to either become employees of the PDA or to exercise whatever “bumping” rights they have to remain a State Parks employee.
- 5. Commission implements the Life Long Learning Center concept on its own** - In this option the Commission would seek to make Fort Worden State Park a Life Long Learning Center without the assistance of the PDA. This option would require State Parks to adopt a different business model than is currently in place for Fort Worden State Park as well as new staff skills not currently existing at the park. State Parks as a whole is in the process of transforming itself from a general fund supported provider of a public service to a user pay model of providing a public service.

Public and Legislative Interest - As the conversation regarding Fort Worden State Park has progressed there has been increasing levels of interest in the topic on the part of the public, stakeholder groups and the legislature. With the legislature still in session at the time of this

writing (March 19, 2012) it has become clear to staff that the legislature may expect to be part of the conversation prior to any decision regarding the future of Fort Worden State Park is made by the Commission. On March 8, 2012 a budget proviso was introduced that requires a report to the legislature by October 1, 2012. (Appendix 5) State Parks staff believes that the proviso asks that no decision be made regarding the transfer of all or part of Fort Worden State Park to the PDA prior to legislative involvement during the 2013 legislative session.

STAFF RECOMMENDATION: State Parks staff understands the economic, educational, recreational, and for many, the spiritual importance of Fort Worden State Park to its many stakeholders. Fort Worden State Park is a very special place to people well beyond the Port Townsend area. Staff remains fully committed to working with the PDA to develop a Life Long Learning Center at Fort Worden State Park; however, staff believes that it is in the best interest of the park and Washington's state park system to include the legislature in the conversation regarding the park as a Life Long Learning Center. In June, 2008 the Commission adopted recommendations for the future governance of the park as a Life Long Learning Center (Appendix 4). Staff continues to support the governance principles adopted by the Commission in 2008. Staff believes that the goal of the park becoming a Life Long Learning Center continues to be mutually held by all parties. Staff also believes that if the park is to successfully become a Life Long Learning Center that the decision on how to achieve that mutually held goal must be unifying for the public, Fort Worden State Park stakeholders and the legislature. A unifying outcome cannot be rushed or forced. Staff recognizes that some current leaseholders at the Park have short term needs that must, to the extent possible, be addressed so that they can make business and investment decisions. Staff commits to working with the leaseholders at Fort Worden State Park so that they can make informed business and investment decisions until the Commission can make a decision on how to best proceed.

Staff recommends that the Commission direct staff to continue to work with the PDA, the public, stakeholders and the legislature towards developing a Life Long Learning Center at Fort Worden State Park and that the Commission not consider the transfer of all or part of Fort Worden State Park to the PDA at this time.

SUPPORTING INFORMATION:

Appendix 1: Vision and Mission Statement

Appendix 2: Values & Recommended Site and Facilities Use and Development Principles

Appendix 3: Excerpt from Fort Worden Long Range Plan-Conceptual Facilities, Programs, and Services Recommendation, December 2006

Appendix 4: Task Force Recommendations on Governance, June 2008

Appendix 5: Fort Worden Proviso Language

REQUESTED ACTION OF COMMISSION:

That the Washington State Parks and Recreation Commission:

1. Express its strong and continued support for the goal of Fort Worden State Park becoming a Life Long Learning Center; and,
2. Intends, prior to taking any final action on the best governance model to achieve the goal of Fort Worden State Park becoming a Life Long Learning Center, to provide ample

opportunity for the public, stakeholders and the legislature to learn about and express their views to the Commission.

3. Directs staff to work with the public, Fort Worden State Park stakeholders, the legislature and the Fort Worden Life Long Learning Center Public Development Authority to seek a unifying solution that facilitates and supports the successful implementation of the Washington State Parks and Recreation Commission adopted Life Long Learning Center concept for Fort Worden State Park.
4. Urges the Fort Worden Life Long Learning Center Public Development Authority, if it wishes to propose the transfer of all or part of Fort Worden State Park to submit its proposal, including a comprehensive business and management plan, to the Commission no later than September 1, 2012.

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Parks Affected: Fort Worden State Park

Reviewer(s):

Randy Kline, 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).

Terri Heikkila, Fiscal Impact Statement: A specific proposal is necessary before a fiscal impact statement can be prepared.

Jim Schwartz, Assistant Attorney General: 3/20/2012

Larry Fairleigh, Assistant Director

Ilene Frisch, (Acting) Deputy Director: _____

Approved for Transmittal to Commission

Don Hoch, Director

APPENDIX 1

FORT WORDEN STATE PARK VISION AND MISSION STATEMENT

Don Hoch
Director



Fort Worden
State Park Conference Center

STATE OF WASHINGTON
WASHINGTON STATE PARKS AND RECREATION COMMISSION

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Vision

Fort Worden is a legendary gathering place where people are transformed through retreat, renewal and discovery.

Mission

Fort Worden is Washington's state park conference center for recreation, arts, culture, history and the environment. It is a confluence of creative learning, recreation, and retreat opportunities for people of all ages, abilities, and backgrounds.

Fort Worden is a partnership of the Washington State Parks and Recreation Commission, the Washington State Arts Commission, resident cultural institutions and businesses and major funders, achieving financial vitality through coordination and collaboration.

The partnership:

1. Promotes personal growth and professional development through conferences, workshops, performances, exhibitions and special events for individuals and groups.
2. Develops and manages businesses that fund annual operations; and,
3. Attracts public-private funding for capital projects and endowment.
4. Restores, preserves and interprets the significant historical, cultural and natural resources of the area



APPENDIX 2

FORT WORDEN VALUES

Stewardship

Fort Worden State Park develops, cares for and manages the park and serves visitors, volunteers and donors through local, native and sustainable environments and economies. Activities, programs and individual visitor experiences at the park are framed around discovery of, attentiveness to, education about and deep appreciation of its specific natural, cultural and historic environments.

Integration

The economic vitality of the park is a direct function of the economic vitality of all Fort Worden State Park partners and the Port Townsend community. All businesses, programs and services at the park are dynamically integrated in demonstration of shared and interrelated core values and economic strategies.

Learning: Creativity and Discovery

Fort Worden State Park serves individuals and gatherings dedicated to preserving and revitalizing cultural traditions, taking creative risks and generating new practices, ideas, and conversations.

Culture of Hospitality

Programs, services and facilities are designed, developed and promoted to attract, welcome and be accessible to all individuals whose interests are aligned with the missions, visions and values of the park partners.

Play

A commitment to individual health, renewal and transformation is enhanced by maintaining open space and facilities for retreat and enjoyment, as well as self-directed and organized outdoor programs that heighten respect for natural and cultural environment.

RECOMMENDED SITE AND FACILITIES USE AND DEVELOPMENT PRINCIPLES

To reflect continued commitment to the exceptional character and public use of Fort Worden State Park, staff recommends the Commission adopt principles and objectives to guide site and facility use and development. These principles and objectives augment State Parks' natural and cultural resource management policies and provide guidance for the location, function and approach to site and facility redevelopment and use in the implementation of the Long Range Plan.

General

1. First and foremost, Fort Worden State Park should continue to function as a park for public use, including day-use recreational activities, camping, meetings, reunions and vacations.
2. The park should accommodate increasing park demand in the future.
3. Any organizations and businesses operating at the park should have missions and values that support the vision, mission and values of Fort Worden State Park. Organizations offering the same visitor services should be consolidated under a single management structure.
4. Organizations operating at the park should work collaboratively to foster symbiotic relationships. The physical use and design of the site and buildings should support these relationships.

Site and Facilities

1. When addressing needs for additional indoor programs, lodging, visitor services or administrative spaces, first consideration should be given to the adaptive reuse of existing historic structures before construction of new facilities. Proponents of new construction must demonstrate that reuse of existing structures cannot reasonably satisfy programmatic needs or that the nature of construction would unacceptably compromise the historical integrity of existing structures.
2. In addition to complying with the State Parks and Recreation Commission's (Commission) cultural resources policy and the standards the policy adopts, any new buildings and facilities should be designed and sited so that the form, scale, massing and materials, is in keeping with the historic character of the park. As early as practical, site and architectural design guidelines specific to the park should be developed to inform rehabilitation and new construction activities.
3. Fort Worden State Park should provide access to programs, activities, and supporting facilities to people with disabilities consistent with Commission's policy on implementation of the Americans with Disabilities Act. Rehabilitation of the site and facilities should integrate accessibility and historic preservation goals, using creative approaches to provide programs, activities and alternative access routes to amenities. Development of new facilities will use a universal design approach.
4. Consistent with the Commission's sustainability policy, cultural resources policy, and within the context of the fort's historic district designation, rehabilitation of historic

structures, as well as, construction of new facilities should integrate sustainable design and historic preservation goals, using “green building” practices whenever possible.

5. Rehabilitation and the location of accommodations should foster increased interaction among visitors and provide an expanded range of lodging choices, including guestrooms with private bathrooms. Reuse of facilities should be based on historic land use patterns.
6. Common-use facilities and amenities should be located within the central historic park area to foster interaction and cross-fertilization among park visitors and programs. An example of this would be the co-location of a lending library with business center and coffee shop. These shared amenities should be located geographically throughout the park area to provide convenient access. They should be located to allow visitors to have multiple levels of interaction with each other. Possible facilities could include a cafe, meeting space, library, gym, laundry and museums.
7. Within the context of the historic district designation and Commission cultural resources policy, ecological function of the main campus and surrounding areas should be restored and enhanced. Existing plant communities should be assessed for health and restoration, including planning for the removal and control of invasive species. When possible, unneeded impervious surfaces should be removed. These surfaces should be rehabilitated with drought-tolerant grasses or grass pavers to meet event parking, native vegetation and forested landscape requirements, as appropriate.
8. Permanent on-site parking should be provided to meet typical summer and weekend parking demand. All event parking should be evaluated and located in specifically designated areas using grass pavers for greater ecological function. Designated areas should be those that do not limit other concurrent uses of the park and should be located to concentrate impact in areas of the park, such as the Industrial Zone that could accommodate event parking (Appendix I). This retains the original conception of the historic fort as a village where parking is located in pods and users move on foot from facility to facility.
9. A well-developed and environmentally-friendly pedestrian and traffic circulation plan is core to enabling people access to buildings and activities. The circulation plan should consider a park-wide shuttle (perhaps using alternative fuel), bike/walking lanes, links to city bike trails and use of Jefferson County Transit to connect visitors to the city and other modes of transportation, such as the ferry. City of Port Townsend, Port of Port Townsend, Jefferson County, State Ferries, and Fort Worden State Park planners should closely coordinate transportation planning to seamlessly integrate the park into the city’s transportation network and minimize traffic-related impacts on surrounding neighborhoods.
10. Park headquarters and administrative offices should be consolidated and moved closer to the visitor information center and park entrance to provide an earlier point of contact with visitors and better orient visitors to the park.
11. Housing for both full-time staff and temporary service level employees could ensure a positive and sustainable business environment. New housing should be constructed for full-time staff in the least historically significant areas of the park, if possible. This would create more privacy while allowing use of historic structures by park visitors.

Service level employees should be provided dormitory housing in existing or new facilities in the least historically significant areas of the park, if possible.

12. Changing the use of some existing dormitories to single-room lodging, program, and administrative spaces would result in a reduction of modestly-priced bunkhouse accommodations for price-conscious visitors (e.g., school groups). Space in one or more existing barrack-type building should be reserved to retain this opportunity.

APPENDIX 3
EXCERPT FROM
FORT WORDEN LONG RANGE PLAN – CONCEPTUAL FACILITIES,
PROGRAMS, AND SERVICES RECOMMENDATIONS
December 2006

Life-Long Learning Center Program Description

As a life-long learning center, Fort Worden State Park is envisioned as a “learning laboratory” where the site – historic buildings and grounds, natural areas and waterfront – should be a focal point for exploring our place in the world. As a center for life-long learning, it would represent a confluence of creativity and experimentation. Hallmarks of the park should be coordinated cooperation among the resident organizations; integration with the community of Port Townsend and a deep commitment to stewardship of the natural and cultural resources. Through activities in the arts, environmental education, history, recreation, stewardship and sustainability, the park should address the “whole person.”

As a complement to the life-long learning activities presented by resident organizations, the park should continue to host retreats and special events presented by non-resident organizations and also provide short-term accommodations for vacationers in the various available rental units and the campground. In addition, to round out offerings and opportunities for multi-day visitors and park users, commercial providers could be contracted for such amenities as kayak rental, Internet access, exercise facilities and other services.

The life-long learning model should provide the park and the resident organizations a once-in-a-lifetime opportunity to develop an integrated economy, dramatically increasing their overall capacities through coordination, centralization, and consolidation of marketing, fundraising, and business management functions.

Three to five anchor partners would be the key to success of this business model. These anchor partners should develop and promote a broad range of programming to ensure that the mission and vision of Fort Worden State Park are carried out to make the park financially sustainable. Partnerships between anchor partners and other mission-consistent programs and organizations should bring additional audiences and resources to the park.

Integral to the concept of the park addressing the “whole person” should be the development of a more sophisticated food service provider, with an emphasis on local and regional growers and healthy menus. Shifting from concessionaire to anchor partner, food services and culinary production could also become a “learning laboratory,” where the provider would generate educational programs revolving around stewardship, sustainability, healthy eating and other culinary programs.

Resident organizations willing to increase their own organizational capacities to support the financial viability of the Life-long Learning Center and have the ability to work in an integrated fashion with one another should be given priority in terms of scheduling facility use. The economic viability of Fort Worden State Park would require a delicate balance of programming and creation of opportunities for entrepreneurial undertakings that can help support the mission of the park. These entrepreneurial activities would include camping, family vacation lodging rentals and annual events facility use similar to what is currently offered. Expanded and improved accommodations would serve audiences and workshop and seminar participants, as well as a wider range of users oriented toward passive recreation and

individual learning. Demands for space and specialized facilities should change as opportunities for expansion are more fully defined.

Each phase of the Long Range Plan should be implemented looking through a lens of sustainability of the natural environment, the economics of the park and the relationship to the community to ensure that Fort Worden State Park is available for future generations to enjoy.

Target Market & Activities

Target Market

As a Life-long Learning Center, Fort Worden State Park should partner with cultural and educational institutions to present programs involving performing and visual artists, the environment and natural resources, historic preservation and interpretation, culinary arts, stewardship practices and educational training. Individuals and small groups from around the country seeking a variety of educational opportunities would find the learning center inviting.

Using its site on the promontory of the Strait of Juan de Fuca, the park would be a pre-eminent center for the study of marine sciences and associated terrestrial environmental systems education.

With its exemplary park features and a broad range of facility uses, the learning center would also welcome visitors from around the country, the state, the Pacific Northwest region, and local communities seeking traditional park experiences. Individuals could stay several days discovering all that the park has to offer. Those visiting the grounds for a day or a performance, lecture or film would be enticed to return for a longer stay.

Activities

In addition to the traditional park opportunities currently provided, the park should offer programs for intensive experiences in the arts, humanities, environmental education, marine sciences, culinary arts, stewardship and sustainability designed to engage participants of all ages. Nationally recognized organizations could present multi-day and seasonal programs that could include performances, lectures, presentations, exhibitions and festivals attracting the public. School-age children could be able to participate in multi-day educational programs with an emphasis on experiential learning.

Artists, writers, scientists, environmentalists, musicians, recreational users, dancers, chefs, farmers and historians would find the park a place where improbable alliances could be forged and unique ideas come to fruition. The park should support people desiring to step out of their daily routines to brainstorm new ideas. This unique environment would provide room for remarkable things to happen.

Interpretation of the rich natural and historical environments is critical in understanding and appreciating the park. Evaluation and implementation of current interpretive methods and museums would increase the overall success of the park. Consolidation of interpretive programs under unified management could inspire new opportunities and create technological advancements and techniques that could ultimately increase exposure of interpretive programming to more visitors and guests.

A full version of the Fort Worden Long Range Plan - Conceptual Facilities, Programs and Services Recommendations (December 2006) is available for download at:

<http://parks.wa.gov/plans/ftworden1/>

APPENDIX 4
FORT WORDEN TASK FORCE
RECOMMENDATIONS ON GOVERNANCE
June 2008

In 2007, the State Parks and Recreation Commission (Commission) adopted a publicly supported vision for Fort Worden as a center for life long learning. As envisioned, Fort Worden will become a full-service, year-round destination providing a diverse array of meaningful experiences for people of all ages, backgrounds, skills, and interests through its programs, events, services, and facilities. A multitude of resident partners will create a shared economy that supports state of the art programming in the arts and culture, health and wellness, natural science, outdoor recreation, and historic preservation. With a variety of conference facilities and accommodations ranging from camping to residences and single guest rooms, plus high-quality food service focused on locally grown ingredients, the new Fort Worden will allow visitors to design their stay around their needs and preferences.

As part of its adoption of the life-long learning center vision, the Commission recognized that it alone did not have the resources required to achieve the vision. It needed to find a way for non-profits and businesses operating at the Fort to participate fully – sharing resources, expanding program offerings, caring for facilities, building financial support, and better collaborating with one another.

Task Force Composition

As a first step toward this vision, the Commission chartered a task force to evaluate applicable governance structures and recommend the one best suited to manage a life-long learning center. The Director appointed members to the Fort Worden Task Force experienced in organizational development and governance and from a variety of organizational perspectives including:

- State Parks and Recreation Commission Member
- State Arts Commission Staff/Commissioner
- County Commissioner/City Councilmember
- Fort Worden Advisory Committee (2)
- Experienced Former State Legislator
- Philanthropic Community
- Washington Federation of State
- Employees (WFSE)

Evaluation Process

In developing its recommendation, the Task Force first identified characteristics and capabilities necessary or desirable to manage and develop the envisioned life-long learning center. Identified characteristics and capabilities fell into four major areas: Mission-Related; Structural; Resources and Operations; and External Relations.

Mission-Related

- Achieve life long learning center vision
- Nurture and sustain programming
- Effectively address state priorities in government

Structural

- Relative ease to establish
- Focus on Fort Worden

- Agility and Flexibility

Resources and Operations

- Partner with State
- Achieve predictability in state resources
- Behave entrepreneurially
- Generate capital and operating funds (public, philanthropic, enterprise)
- Embrace socially responsible business practices

External Relations

- Attract and integrate partner organizations
- Incentive to address statewide constituency
- Collaborate with local community

The Task Force then evaluated the status quo and a range of applicable governance structures in relation to identified management characteristics and capabilities to determine the best fit. Applicable governance structures included:

General Purpose Government

- State (status quo)
- Local (e.g., City Parks Department)

Special Purpose Government

- State Chartered (e.g. State Trade and Convention Center, Safeco Field Public Facilities District, or Qwest Field Public Stadium Authority)
- Locally Chartered (e.g., Pike Place Market Public Development Authority)

Non-Profit Corporation

- Public Benefit Organization (e.g., Educational or Scientific Institutions, Arts and Culture Organizations, Churches, and Charities)

A for-profit corporation and a limited charitable foundation were two additional potential governance structures ultimately not considered by the Task Force for lead management at Fort Worden. The previous phase of conceptual planning specifically eliminated a for-profit corporation in the lead management role. A limited charitable foundation was considered best suited to a supporting role to the other governance structures under consideration.

Task Force Recommendation

From its analysis, the Fort Worden Task Force recommends that a non-profit corporation is best suited to manage a life-long learning center (Table 1). This management structure combines the fund raising capability and flexibility of non-profits with the potential for investment by private enterprise, and the financial capacity, stability and public accountability of state government. Lead management by a non-profit also breaks down

ISSUES/ATTRIBUTES	General Purpose Government		Special Purpose Government		Not-For-Profit Corporation
	State	Local	State Chartered	Locally Chartered	
	(Status Quo)	(City or County)	(WSCTC; Safeco PFD; Owest PSA)	(PDA; PFD)	
STRUCTURAL:					
How Established/Relative Ease	X				X
Ability to Prioritize/Focus on Fort Worden					X
Flexibility/Agility in Responding to New Opportunities or Changed Circumstances					X
Ability/Incentive to Operate Transparently and Accountably	X		X		X
MISSION:					
Ability to Develop and Implement 3LC Vision/Mission/Business Plan	X				X
Ability to Nurture/Sustain Programming					X
RESOURCES/OPERATIONS:					
Ability to Effectively Partner with State					X
Ability to Achieve Predictability in State Resources			X		
Capital	X		X		
Operating			X		
Ability/Incentive to Behave Entrepreneurially					X
Ability to Generate Resources					X
Private					X
Enterprise			X		X
Capital			X		X
Operating					X
Philanthropic					X
Capital					X
Operating					X
Other Public			X		X
Capital			X		
Operating					X
Ability/Incentive to Embrace Socially Responsible Business Practices, Including Employee Issues					X
EXTERNAL RELATIONS:					
Ability to Attract and Integrate Partner Stakeholders					X
Ability/Incentive to Address Desires of Statewide Constituency	X				X
Ability to Collaborate with Local Community					X
Public Users					X
Volunteers					X
Local Governments					X
Local Businesses					X

isolation among the Fort’s resident partners and creates an incentive for them to work together and share in the long-term care of the park and its facilities.

Table 1: Fort Worden Task Force Governance Evaluation Matrix

While the Task Force recommends that a non-profit is best suited to manage, it is important to assure the public that Fort Worden will always remain a state park and operate according to the vision, mission, values, and principles the Commission has adopted for Fort Worden State Park.

Recommended Management Transition Process

Should State Parks leadership and ultimately the Commission concur with the Task Force’s recommendation, the Commission would then direct agency staff to identify a prospective non-profit organization with which to negotiate a formal memorandum of understanding (MOU) to guide management transition. During the transition, the Commission would expect the non-profit to demonstrate it is capable of assuming management responsibility. Likewise, the Commission must demonstrate to the prospective non-profit that it would be willing to transition significant management authority and has put in place financial commitments and administrative provisions needed to help realize the Commission’s and public’s vision for Fort Worden. This may take several years to accomplish (Table 2).

Task	2008				2009												2010 through 2013			2014
	September	October	November	December	January	February	March	April	May	June	July	August	September	October	November	December				
Commission adopts facility plans and authorizes preparation of MOU																				
State Parks staff identifies prospective non-profit																				
Staff negotiates MOU with prospective non-profit																				
Commission and non-profit board approve MOU for execution by staffs																				
State Parks and non-profit staffs work to achieve milestones in MOU																				
State Parks and non-profit staffs negotiate long-term lease (or similar)																				
Commission and non-profit board approve long-term lease (or similar)																				

Table 2: Approximate Transition Timing

Staff should ask the Commission to authorize execution of a MOU with specific, measurable commitments that it and the prospective non-profit must satisfy in order for a management transfer to occur. Similarly, the non-profit’s board of directors should also be asked to authorize execution of the MOU, thereby committing itself to the transition. Both the Commission and the non-profit’s board must approve the final MOU.

Both parties would agree that if respective milestones and commitments are met, transfer of management authority and responsibility would be negotiated. Ultimate transfer of management would likely take the form of a long-term master lease.

MOU Negotiation Framework

The Task Force spent a lot of time discussing the kind of accomplishments needed to assure the Commission, Governor, Legislature, and the public that a non-profit could manage Fort Worden in the public interest – and achieve the life-long learning center vision. To that end, the Task Force recommends that a MOU between the Commission and prospective non-profit include provisions in the following areas: Leadership and Governance; Business Development; Program and Partner Development; Operating Funding; Capital Funding; Community and Constituent Relations; and Employee Relations, some elements of which are summarized below.

Program and Partner Development (Life-Long Learning Center)

The non-profit will:

1. Work with all organizations operating at the Fort to adopt a classification system and selection criteria to guide recruitment, retention, and development of long-term contractual relationships with non-profit and business partners.
2. Coordinate and manage new program offerings by *new* and *existing* partners to a level to be determined consistent with the life-long learning center vision.
3. Develop with all partners a marketing and communications (media) plan that promotes “Fort Worden” as a unifying brand.

Leadership and Governance

The non-profit will:

1. Develop organizational capabilities and capacities necessary to enter into a long-term master lease with the Commission, including hiring an executive team with skills/experience in management of a historic facility and the envisioned programs of a life-long learning center.
2. Recruit board members with widely recognized profiles, appropriate business acumen, and philanthropic capacity, and including a State Park representative.
3. Establish opportunities for engagement by partners in management of the Fort.

4. Put in place administrative and reporting systems that ensure management of the Fort is conducted fairly, ethically and transparently, consistent with State and Commission policy.

The Commission will work with the non-profit to establish ways for the public to continue to provide meaningful input into management and development of the Fort.

Business Development

The non-profit will:

1. Develop and implement a start-up business plan that is informed by the Business and Implementation Plan completed by PROS.
2. Develop and manage equitable means for all partner organizations to contribute to the long-term sustainability of programs and facilities.
3. Adopt a business strategy to develop and manage accommodations.
4. Work with the Commission to develop and implement a park-wide information management system.
5. Work with partners to align their organizational planning with that of overall Fort Worden program goals.
6. Increase concession and other earned revenues to levels to be determined.

The Commission will:

1. Confirm authority to establish long-term business relationships (e.g., long-term lease terms that encourage capital investment and concession agreements of longer than seven years).
2. Work with the non-profit to develop and implement the park-wide information system.
3. Work with the non-profit to develop a funding strategy for transition activities (i.e., completing milestones outlined in this document).

Operations Funding

The non-profit will:

1. Secure from all partners increased commitments that meaningfully contribute to on-going operation of the Fort (includes both monetary and non-monetary commitments to a level to be determined).
2. Complete a fund raising feasibility analysis/plan and secure donations to levels over time to be determined.
3. Assist individual partner organizations in raising donated funds.
4. Establish operating reserves, endowment and/or line of credit to demonstrate long-term financial stability.

The Commission will remain committed to the financial stability of Fort Worden and explore mechanisms through which it can provide it a predictable level of on-going operations support, provided this support does not result in significant financial impacts to the rest of the state park system.

Capital Funding

The Commission and the non-profit will:

1. Develop a shared long-term facility development plan that combines philanthropic, enterprise, and state funding.
2. Prepare 10-year capital plan approved by OFM to help ensure a multi-biennium capital and planned maintenance commitment to Fort Worden State Park.

Community/Constituent Relations

The non-profit will:

1. Develop park-wide data collection system to inform business decision making.
2. Develop and enhance volunteer and docent opportunities to a level to be determined.

The Commission will:

1. Work with City of Port Townsend to complete requisite environmental review for adoption of Fort Worden's Site and Facilities Use and Development Plan and Design Guidelines into the City's zoning code (SEPA Planned Action).
2. Work with the non-profit and City of Port Townsend and other local jurisdictions to address development of the transportation and utility infrastructure serving the fort.

Employee Relations

The Commission and non-profit will:

1. Work with current state employees at Fort Worden and their representatives to achieve mutually acceptable resolution of any employment and benefit issues associated with the management transition.
2. Create an organization plan that includes coordinating the working relationship between state employees and employees of the non-profit.

APPENDIX 5

HOUSE AND SENATE PROVISIO LANGUAGE REGARDING FORT WORDEN STATE PARK AS OF MARCH 19, 2012

On page 134, after line 12, insert the following:

"(6) The state parks and recreation commission, in cooperation with the Fort Worden lifelong learning center public development authority authorized under RCW 35.21.730, shall provide a report to the legislature no later than October 1, 2012, on a potential transfer or partial transfer of Fort Worden state park to the public development authority. The report shall include a business plan and supporting materials that provide information, options, and recommendations on matters related to the transfer including, but not limited to: The scope of the real and personal property to include in the transfer; the time frame for and duration of the transfer; the sustainability of park operations following the transfer, including sources of revenue, estimated revenue, as well as estimated annual operating and capital maintenance costs; potential risks and liability for the state, as well as potential mitigation measures; potential impacts on and transition plans for state employees; ensuring the sustainability of the park in perpetuity; and contingency plans to address significant funding or other park management challenges that may arise."

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Item E-6: 2011 Volunteer Program - Report

EXECUTIVE SUMMARY: This report highlights volunteer participation for calendar year 2011 and recognizes outstanding volunteers. It also highlights volunteer program goals for 2012. This complies with our Centennial 2013 Plan element, "Our Commitments – Public Service and Partnerships" and with our core values.

SIGNIFICANT BACKGROUND INFORMATION: In 1980, State Parks made its first formal effort to recruit volunteers, which resulted in 31 individuals providing 1,426 hours of service. In 1982, the Commission adopted Volunteer Policy 70-82-1, which authorized the use of volunteers. In 1990, a full-time Volunteer Coordinator began implementation of the Volunteer Camp Host Program. In 1993, State Parks gained legislative authorization to enter into cooperative agreements with nonprofit organizations to use state park property and facilities to raise money for parks. State Parks now has 27 friends groups providing varying degrees of support for their particular park of interest. In 2008, budget reductions reduced volunteer staff FTEs from 2.75 to 1.25. In 2009, Volunteer Program staff implemented the criminal background check process for the 2010 season and beyond.

Fingerprinting and Background Checks

In 2005, the Legislature passed a law providing the Commission authority to expand its criminal background checking procedures through WATCH (Washington Access to Criminal History) to include federal criminal records (RCW 79A.05.030 (10)). In 2007, the Commission adopted *Chapter 352-18 WAC Background checks for job applicants, volunteers and independent contractors*. Since implementation of background checks, staff has rejected 20 volunteers from participating in volunteer activities.

Summary of Volunteer Activity (2011)

In 2011, volunteer service totaled 271,260 hours, which is equivalent to 130 FTEs. According to the Washington State Employment Security Department, the rate for donated unskilled labor in 2011 was \$14 per hour. This equates to \$3,797,640 donated to State Parks through volunteer labor in 2011. In addition to day-to-

day volunteer contributions in parks, the Volunteer Program sponsored organized volunteer events. Key events included:

- The eleventh Annual Community Partnership Month was held in April with 11 parks participating with 14 volunteer groups contributing 1,400 hours of volunteer service.
- The fourth annual statewide Washington Coast cleanup was held on April 23 at Long Beach, South Beach, and North Beach state parks areas, in conjunction with the cleanup on coastal beaches at Olympic National Park and on Makah, Quileute, Hoh, and Quinault lands with 721 volunteers collecting 6.56 tons of debris
- The 40th Annual Pacific Coast Beach Clean-up (Operation Shore Patrol) was held in September at coastal state parks with 328 volunteers collecting 4.67 tons of debris.

Volunteer Recruitment Activities (2011)

Staff and volunteers participated in RV shows in Spokane and Seattle, as well as sportsman shows in Yakima and Tri-Cities, where they staffed booths and recruited volunteers and camp hosts. Between the Spokane and Seattle RV shows, almost 100 interested camp hosts and volunteer names and addresses were gathered. For the Seattle show, 75 people attended the agency's presentation on becoming a camp host for State Parks. Vendor booths at these shows were provided at no charge to the agency.

Volunteer Recognition (2011)

Park rangers and staff nominated 22 individuals/couples and eight groups for outstanding service in 2011. Out of those nominated, 18 individuals/couples and five groups received recognition awards (Appendix 2). The 2011 VIP recognition pin was distributed to those who volunteered 50 or more hours during 2011.

Program Work Plan

In November 2011, the Volunteer Program was transferred to the Parks Development Service Center and became part of the newly formed Partnerships and Planning Program. A new Volunteer Coordinator was re-assigned to the program and is now the sole employee responsible for administering the agency's volunteer program. Primary goals for improving administration of the Volunteer Program in 2012 include:

- Clarifying the role of volunteers in parks and headquarters consistent with the agency's collective bargaining agreement.
- Working with the State Parks Foundation to review and strengthen protocols for recruiting, supporting, and recognizing friends groups (friends group development initiative).
- Working with the State Parks Foundation to explore sponsorships and grants to support volunteer and friends group activities
- Working with Public Affairs office to review volunteer information on the agency's website and make updates/additions/deletions as needed.
- Working with Human Resources to streamline and automate processing of volunteer applications (NEOGOV online application program).
- Working with Information Management to automate processing of volunteer timesheets.

On-the-ground Volunteer Program activities planned for 2012 include:

- Establishing an agency team to lead and assist park staff and friends groups in increasing the number of special events in parks.
- Establishing an agency team to consistently promote state parks, recruit volunteers, and sell Discover Passes at large expositions, fairs, and festivals (e.g., RV shows, Puyallup Fair, and Issaquah Salmon Days).
- Conducting park visitations to assist park staffs in expanding use of volunteers.

SUPPORTING INFORMATION:

Appendix 1: Growth of Volunteer Program

Appendix 2: 2011 Volunteer Awards

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Item E-7: 2012 State Grant Application Priorities – Report

EXECUTIVE SUMMARY: This report outlines preliminary priorities for land acquisition, park development, resource stewardship, and recreational programs for which staff anticipates pursuing grant funding during the 2012 grant application cycles. This item complies with our Centennial 2013 Plan element, "Our Commitments-Public Service and Partnerships" and with our core values.

SIGNIFICANT BACKGROUND INFORMATION:

Agency Revenue and Efficiency Task Force

During the past 20 months, the Director- appointed Revenue and Efficiency Task Force worked with agency staff and the public to identify and evaluate initiatives to help the agency achieve greater self-sufficiency and long-term financial stability. A principal finding of this effort is that the agency lacks a coordinated approach and capability to fully realize funding from government and private sector grants. In response, staff has undertaken a statewide grants coordination initiative led by the newly formed Partnerships and Planning Program. This report describes the agency's principal grant sources and outlines land acquisition, facilities development, resource restoration, and recreational program projects staff anticipates submitting for state and federal grant funding.

Washington Wildlife and Recreation Program

In 1989, business, political, and environmental leaders formed the Washington Wildlife and Recreation Coalition (WWRC). This group enlisted former Governors Dan Evans and Mike Lowry as co-chairs to lead an effort to create the Washington Wildlife and Recreation Program (WWRP). State Parks Commissioners Joan Thomas and Russ Cahill were among the founding board members of the WWRC. Today the WWRC consists of a coalition of 250 organizations representing conservation, business, farming, labor, and recreation interests who advocate for state funding of the WWRP. To date the legislature has funded \$665 million in grants to complete more than 1,000 public land acquisition, resource restoration, and recreational development projects. WWRP is administered by the Washington State Recreation and Conservation Office (RCO) and is the agency's largest individual source of grant funding.

WWRP includes two accounts: *Habitat Conservation* and *Outdoor Recreation*. Habitat Conservation Grants are oriented to acquisition, restoration, and limited development of lands principally for preservation of wildlife habitat and natural plant communities. Staff therefore does not typically pursue grants in this category. The Outdoor Recreation Account includes a *State Parks* category dedicated entirely to land acquisition and recreational development in state parks. Project eligibility in this category is limited to land acquisition and new development only. Statute also requires that no less than 50% of funds in the State Parks category be used for land acquisition.

Funding within the two WWRP accounts and within specific categories varies depending on how much the Legislature appropriates to the program as whole. A \$40 million appropriation

allocates funds as indicated in Tables 1 and 2. At appropriations greater than \$40 million, two additional categories receive funding: Riparian Lands and Farmland Preservation.

Table 1 – WWRP Outdoor Recreation Account Distribution with Funding at \$40 Million

State Parks	\$6.0 Million
Local Parks	\$6.0 Million
Trails	\$4.0 Million
Water Access	\$3.0 Million
State Land Development – Renovation*	\$1.0 Million

*Dedicated to Department of Natural Resources and Department of Fish and Wildlife only

Table 2 – WWRP Habitat Conservation Account Distribution with Funding at \$40 Million

Critical Habitat	\$8.0 million
Natural Areas	\$6.0 million
Urban Wildlife	\$4.0 million
State Land Restoration-Enhancement	\$2.0 million

Staff anticipates pursuing grants from the WWRP for projects indicated in Appendix 1.

Other State Government Grants

Staff routinely competes for funds through other state grant programs. These programs are typically funded by a specific tax or fee with funds dedicated to grants for related land acquisition, development, and resource restoration projects. During the 2012 cycle, staff anticipates pursuing state grants from the Aquatic Lands Enhancement Account (ALEA), Boating Facilities Program (BFP), and the Non-Highway Off-Road Vehicle Account (NOVA) as indicated in Appendix 1. Funds from these programs are administered by RCO through a competitive process and are intended for projects as described in Table 3.

Federal Government Grants

Staff also pursues a wide range of federal grants – some administered at the state level by RCO and others administered by individual federal agencies. Federal grants typically do not follow the same application cycle as those at the state level and are mostly pursued opportunistically and in response to a particular identified need. Staff has already applied for two projects from the National Scenic Byways (NSB) Discretionary Grants Program with encouraging results in preliminary rankings. Staff also anticipates pursuing federal funding from the Boating Infrastructure Grant (BIG), National Coastal Wetlands Conservation (NCWC), and Transportation Investment Generating Economic Recovery (TIGER) programs for projects as indicated in Appendix 1.

Private Foundation Grants

State government agencies are typically not eligible for grants from private foundations. Staff is therefore working closely with the State Parks Foundation to pursue grants from these sources. The Foundation Board of Directors recently established a grant committee comprised of board members, staff and volunteers. This committee is charged with identifying prospective grant sources and preparing applications for grants for which State Parks is not eligible. The committee is also exploring ways to provide technical assistance

and help coordinate friends groups in soliciting grants for activities at individual parks throughout the state.

Table 3 – Other Anticipated State Government Grant Applications

Program	Fund Source	Anticipated Funding (11-13 biennium)	Typical Projects
ALEA	State aquatic lands leases (e.g., marinas, docks, and shellfish aquaculture).	\$5 million	<ul style="list-style-type: none"> • Removing shoreline bulkheads • Restoring an estuary • Replacing a waterfront boardwalk • Restoring shoreline for salmon habitat • Developing a waterfront park
BFP	Portion of boat fuel tax.	\$8 million	<ul style="list-style-type: none"> • Renovating boat launches • Adding guest moorage facilities • Building parking, restrooms, and other boating amenities
NOVA	Gasoline tax and off-road vehicle use permits.	\$7 million	<ul style="list-style-type: none"> • Building, renovating, and rerouting trails • Maintaining trails and associated campgrounds and trail heads • Operating off-road vehicle parks • Education to trail users

Table 4 – Anticipated Federal Grants Applications

Program	Fund Source	Typical Projects
BIG	Federal Aquatic Resources Trust Fund	<ul style="list-style-type: none"> • Renovating guest docks • Adding utilities to moorage docks • Building moorage docks and floats
NCWC	Sport Fish Restoration and Boating Trust Fund	<ul style="list-style-type: none"> • Acquisition of real property interest in coastal lands or waters and the restoration, enhancement, or management of coastal wetlands ecosystems.
TIGER IV	American Recovery and Reinvestment Act of 2009	<ul style="list-style-type: none"> • Multi-modal, multi-jurisdictional or otherwise difficult to fund highway or bridge projects (includes trails). • Projects that provide safe, affordable and environmentally sustainable transportation choices.
NSB	Safe Transportation Act of 2005	<ul style="list-style-type: none"> • Construction along a scenic byway of a facility for pedestrians and bicyclists, rest area, turnout, highway shoulder improvement, overlook, or interpretive facility. • An improvement to a scenic byway that will enhance access to an area for the purpose of recreation, including water related recreation. • Protection of scenic, historical, recreational, cultural, natural, and archaeological resources in an area adjacent to a scenic byway. • Development and provision of tourist information to the public, including interpretive information about a scenic byway.

Next Steps

Appendix 1 identifies grant applications staff anticipates submitting to the RCO and to federal agencies during the 2012 grant cycle. Appendix 1 includes more grants than staff ultimately expects to submit. The final list will likely be refined as necessary to improve coordination with the capital budget, incorporate emerging opportunities, and to reflect any new information regarding feasibility, cost, permitting, and seller willingness (acquisitions only).

Final applications for RCO-administered grants must be submitted in May 2012. Thereafter review panels made up of staff from various government agencies and interested citizens

evaluate and rank projects for funding. For projects in the WWRP State Parks category, a panel comprised of agency staff and a citizen representative evaluates and ranks proposed projects. Following an administrative review by RCO, staff then presents the ranked project list for Commission consideration and requests adoption of a final list. In this way the Commission retains final decision authority for project priorities with the WWRP State Parks category. Staff anticipates bringing a State Parks category project list with recommended priority ranking to the Commission for consideration at its August or September 2012 meeting.

SUPPORTING INFORMATION:

Appendix 1: Anticipated 2012 State and Federal Grant Applications

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Item E-8: 2011-2013 Operating budget and FY2012 operating and capital supplemental budget

This item to be added prior to the Commission meeting

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