

## **Manual 14**

# Nonhighway and Off-Road Vehicle Activities

Nonhighway Road Category

Nonmotorized Category

Off-Road Vehicle Category



August 2016

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# At a Glance

## Nonhighway and Off-road Vehicle Activities

<b>Purpose</b>	Provides grants to plan, buy, develop, and maintain land and facilities that support a range of trail and back-road related outdoor recreation.
<b>Who may Apply?</b>	<ul style="list-style-type: none"> <li>• Cities and towns</li> <li>• Counties</li> <li>• Federal agencies</li> <li>• Native American tribes</li> <li>• Special purpose districts</li> <li>• State agencies</li> </ul>
<b>Is a Plan Required?</b>	An outdoor recreation comprehensive plan is needed to apply, except for maintenance and operation grant proposals.
<b>What Types of Projects are Eligible?</b>	<ul style="list-style-type: none"> <li>• Land acquisition</li> <li>• Development or renovation</li> <li>• Maintenance and operation</li> <li>• Planning</li> </ul>
<b>What are the Grant Limits?</b>	<ul style="list-style-type: none"> <li>• Nonhighway Road and Nonmotorized: \$200,000 for each project with maintenance and operation projects limited to \$150,000.</li> <li>• Off-road Vehicle: No limit for development, land acquisition, planning, and combination projects Maintenance and operation projects limited to \$200,000.</li> </ul>
<b>Must I Contribute Match?</b>	No. However, project scores are weighted to reward projects that include a matching share made up of non-government contributions.
<b>How is my Project Evaluated?</b>	An advisory committee hears your in-person presentation, then scores your project.
<b>When are Applications Due</b>	November 1, 2016
<b>When are Grants Awarded?</b>	July 2017
<b>What's New This Year?</b>	<ul style="list-style-type: none"> <li>• Revised evaluation questions on sustainability and environmental stewardship and the planning criteria.</li> <li>• Revised the method for evaluating combination projects.</li> <li>• Added an evaluation question on the Statewide Comprehensive Outdoor Recreation Plan priorities.</li> <li>• Modified grant limits and updated the timeline</li> <li>• Eliminated technical review</li> <li>• Established eligibility criteria and control and tenure requirements for nonprofit off-road vehicle organizations</li> <li>• Added information on protocols for invasive species</li> </ul>

# Section 1: Introduction

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## In this section, you will learn about:

- ✓ The purpose of NOVA grants
- ✓ NOVA categories
- ✓ Non-highway Road Definition
- ✓ The Recreation and Conservation Funding Board
- ✓ Where to get information
- ✓ The grant process and timeline

## Nonhighway and Off-road Vehicle Activities Program

The Nonhighway and Off-road Vehicle Activities (NOVA) program provides grants to plan, buy, develop, and maintain land and facilities that support a range of trail and back-road related outdoor recreation, such as the following:

- Riding all-terrain, utility task, and four-wheel drive vehicles
- Hunting and fishing
- Gathering berries, firewood, mushrooms, and other natural products
- Horseback riding and pack animal activities
- Cross-country skiing and snowshoeing
- Mountain bicycling
- Hiking, backpacking, and climbing
- Motorcycling off-road
- Sightseeing

Activities supported by the program range from development of trails and trailheads, to maintenance and operations of intensive use areas such as off-road vehicle sports parks,

and providing education to the public about safely using these areas. Information about education and enforcement projects can be found in *Manual 13, Nonhighway and Off-road Vehicle Activities Program, Education and Enforcement Category* available on the Recreation and Conservation Office's Web site at

[www.rco.wa.gov/documents/manuals&forms/Manual\\_13-NOVA-EE.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_13-NOVA-EE.pdf).

NOVA grants are intended to allow agencies to provide quality opportunities for recreationists – opportunities that satisfy user needs, are environmentally responsible, and minimize conflict between user groups.

## NOVA Categories

NOVA grants are available in four categories:

- Nonhighway road
- Nonmotorized
- Off-road vehicle
- Education and enforcement<sup>1</sup>

### Nonhighway Road Category

Projects in this category are intended to serve people with facilities that are adjacent to or accessed by nonhighway roads, which are described below. This includes, but is not limited to recreation activities such as the following:

- Boating (non-motorized, such as rafts, canoes, and kayaks)
- Camping
- Driving for pleasure, sightseeing, viewing wildlife, etc.
- Hunting and fishing
- Gathering (berries, mushrooms, wood, and other natural products)
- Picnicking
- Walking on interpretive trails

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<sup>1</sup>Grant information found in *Manual 13, Nonhighway and Off-road Vehicle Activities Program, Education and Enforcement Category* at [www.rco.wa.gov/documents/manuals&forms/Manual\\_13-NOVA-EE.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_13-NOVA-EE.pdf)

## Nonmotorized Category

Projects in this category are intended to serve people who recreate on trails that are accessed via a nonhighway road, described below. This includes, but is not limited to, trail use for the following:

- Cross-country skiing and snowshoeing
- Hiking, backpacking, and climbing
- Horseback riding and pack animal activities
- Mountain bicycling

## Off-Road Vehicle (ORV) Category

Projects in this category are intended to serve people who use ORVs for recreation, including, but not limited to:

- All-terrain vehicle and utility task vehicle riding
- Four-wheel driving
- Motorcycling

By law, ORVs do not include snowmobiles, go-karts, or watercraft.

## Non-highway Road Definition

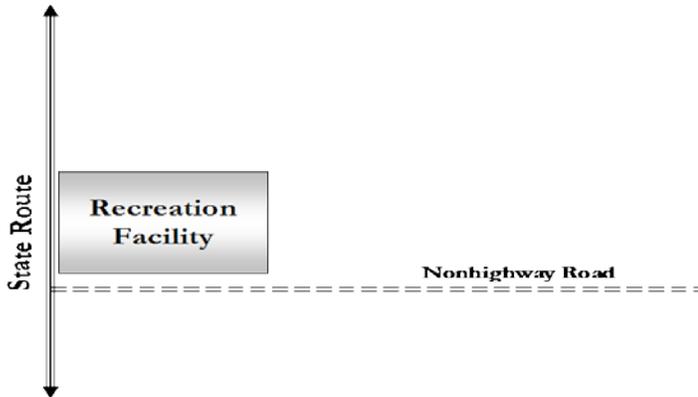
Nonhighway road recreation facilities and nonmotorized recreational facilities must be adjacent to, or accessed by, a nonhighway road. A nonhighway road means any road owned or managed by a public agency, a primitive road, or any private road for which the owner has granted an easement for public use for which appropriations from the motor vehicle fund were not used for (a) original construction or reconstruction in the last 25 years; or (b) maintenance in the past 4 years.<sup>2</sup>

Though the following examples do not illustrate the full range of eligible projects, they do show how these criteria are applied to typical NOVA projects.

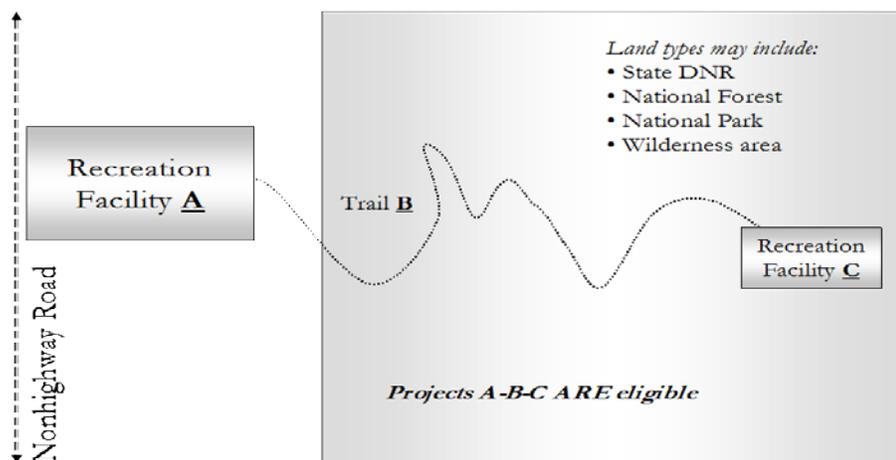
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<sup>2</sup>Revised Code of Washington 46.09.310(7))

**Example 1:** The proposal is to fund a recreation facility that is adjacent to a nonhighway road. It is also adjacent to a state route. The project **is** eligible.



**Example 2:** The proposal is to fund recreation facilities A-B-C, only one of which is adjacent to a nonhighway road. The facilities may be on a variety of land types, including a wilderness, national park, or national forest land. A-B-C **are** all eligible.



### About the Recreation and Conservation Funding Board

The Recreation and Conservation Funding Board was created in 1964 by a vote of the citizens of the state of Washington, and it administers NOVA grants. The board is a governor-appointed board composed of five citizens and the directors (or designees) of three state agencies – Department of Fish and Wildlife, Department of Natural Resources, and Washington State Parks and Recreation Commission.

The Recreation and Conservation Office (RCO) supports the board. RCO is a state agency that manages multiple grant programs to create outdoor recreation opportunities, protect the best of the state's wildlife habitat and farmland, and help return salmon from near extinction.

## Manual Authority

Authority for this program is found in Revised Codes of Washington 46.09, Off-road, Nonhighway, and Wheeled All-terrain Vehicles; 42.56.040 of the Public Records Act; and Washington Administrative Code Chapter 286, including Sections 4, 6, 13, and 26.

The Recreation and Conservation Funding Board adopted these policies in a public meeting and the RCO director approved the manual under the authority granted in Washington Administrative Code 286-04-060.

## Not a Hearings Board

The Recreation and Conservation Funding Board's role is to award grants and *not* to act as a hearings board that rules on land use issues. The board's intent is that all proposals, to the extent possible meet the following criteria:

- Are the outcome of a public process in which all interests have had an opportunity to be heard.
- Have resulted from a community-supported decision to submit the application.
- Are ready for implementation.
- Will ensure that maximum benefit is gained from the grant.

The board's grant allocation meeting must not be the first public meeting in which interested parties have a chance to express views on a project.

## Who Makes Decisions

The board makes the final decisions although some decisions it has delegated to the agency director.

## Board Decisions

The following list summarizes many project decisions that are made by the Recreation and Conservation Funding Board in a public meeting or by a subcommittee of the board. Each is in accord with statutes, rules, and board policies.

- Initial grant approval.
- A project cost increase of more than 10 percent of the project total in the project agreement for board-funded projects. Cost increases are allowed only in certain grant programs. Review the cost increase information in this manual for more details.

- A "conversion" that changes the project site or how the site is used from that described in the project agreement and "Deed of Right" or "Assignment of Rights." See *Manual 7, Long-Term Obligations* for more information about conversions.
- A significant reduction in the project's scope after receiving a grant. Typically, the board will make decisions about scope reductions if the RCO director thinks the project's evaluation score would have been different with the reduced scope. Not included are changes that do not modify significantly the way the public uses a facility, the intended opportunity, or restoration objective funded.
- Changes in policy; for example, establishing new grant limits or eligible expenditures.
- Time extensions beyond 4 years of the initial grant award (planning, acquisition, and development projects). Maintenance and operation projects are limited to 2 years.<sup>3</sup>

## Director Decisions

The RCO director, or designee, makes many project decisions based on rules and board policies. The range of decisions includes authorizing payments to approving cost increases to terminating projects.

A project sponsor may request that the Recreation and Conservation Funding Board reconsider a decision made by the director. To request reconsideration, the project sponsor must send a letter to the board chair at least 60 calendar days before a board meeting. The request is added to the board's meeting agenda and the project sponsor then may address the board at the meeting. The board's decision is final.

## Advisory Committee Decisions

The Recreation and Conservation Funding Board establishes the NOVA Advisory Committee<sup>4</sup> to advise it on administration of the NOVA program. The committee recommends policies and procedures for administering grants and evaluates and scores grant applications. The committee submits the resulting ranked lists of projects to the Recreation and Conservation Funding Board for funding consideration in a public meeting.

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<sup>3</sup>NOVA Plan, Policy C-11

<sup>4</sup>Revised Code of Washington 46.09.340

## Where to Get Information

Recreation and Conservation Office  
Natural Resources Building  
1111 Washington Street  
Olympia, WA 98501  
E-mail: [info@rco.wa.gov](mailto:info@rco.wa.gov)

Telephone: (360) 902-3000  
FAX: (360) 902-3026  
TTD: (360) 902-1996  
Web site: [www.rco.wa.gov](http://www.rco.wa.gov)

### *Mailing Address*

PO Box 40917  
Olympia, WA 98504-0917

RCO grant managers are available to answer questions about this manual and grant program. Please feel free to call.

## Other Grant Manuals You May Need

These manuals are available on RCO's Web site, [www.rco.wa.gov](http://www.rco.wa.gov). Each can be made available in an alternative formats.

- *Manual 2, Planning Policies and Guidelines at*  
[www.rco.wa.gov/documents/manuals&forms/Manual\\_2.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_2.pdf)
- *Manual 3, Acquisition Projects at*  
[www.rco.wa.gov/documents/manuals&forms/Manual\\_3\\_acq.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_3_acq.pdf)
- *Manual 4, Development Projects at*  
[www.rco.wa.gov/documents/manuals&forms/Manual\\_4.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_4.pdf)
- *Manual 7, Long-term Obligations at*  
[www.rco.wa.gov/documents/manuals&forms/Manual\\_7.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_7.pdf)
- *Manual 8, Reimbursements at*  
[www.rco.wa.gov/documents/manuals&forms/Manual\\_8-reimbursement.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_8-reimbursement.pdf)
- *Manual 13, Nonhighway and Off-road Vehicle Activities Program, Education and Enforcement Category at*  
[www.rco.wa.gov/documents/manuals&forms/Manual\\_13-NOVA-EE.pdf](http://www.rco.wa.gov/documents/manuals&forms/Manual_13-NOVA-EE.pdf)

## Statewide Strategic Plans

Every third biennium, the Recreation and Conservation Funding Board adopts a plan<sup>5</sup> to guide distribution and expenditure of NOVA funds. Policies in this manual are based on priorities and recommendations from the NOVA plan, state trails plan, and State Comprehensive Outdoor Recreation Plan. RCO encourages applicants to review current statewide plans prepared by RCO and relate to program policies and priorities. A summary of the current NOVA plan priorities is found in Appendix B.

- *2013-2018 Washington State Nonhighway and Off-road Vehicle Activities Plan*  
[www.rco.wa.gov/documents/rcfb/nova/2013-2018NOVA\\_Plan&Appendices.pdf](http://www.rco.wa.gov/documents/rcfb/nova/2013-2018NOVA_Plan&Appendices.pdf)
- *2013-2018 Washington State Trails Plan*  
[www.rco.wa.gov/documents/rcfb/2013-2018Trails\\_Plan&Appendices.pdf](http://www.rco.wa.gov/documents/rcfb/2013-2018Trails_Plan&Appendices.pdf)
- *Outdoor Recreation in Washington, The 2013 Statewide Comprehensive Outdoor Recreation Plan*, [www.rco.wa.gov/documents/rec\\_trends/2013-2018SCORP-FullRpt.pdf](http://www.rco.wa.gov/documents/rec_trends/2013-2018SCORP-FullRpt.pdf)

## Grant Process and Timeline

RCO offers grants in even-numbered years, in conjunction with the state budget. The grant process, from application to grant award, spans about 9 months, and is outlined below. While the order of the steps in this process remains consistent, for precise dates, visit the RCO Web site.

## Even-Numbered Years

**Workshops.** RCO conducts workshops (usually as an online meeting) in the winter or early spring to provide information about the grant programs offered that year.

**Entering Applications.** RCO strongly encourages applicants to start the online application early. Applicants log into PRISM Online and select the "Get Started/Start a New Application" button to enter grant application information. RCO uses this information to assign an outdoor grants manager. This manager guides applicants through the process, reviews application materials, helps determine whether proposals are eligible, and may visit the project site to discuss site-specific details.

**Planning Deadline.** March 1 is the planning deadline for all programs. This ensures applicants complete the planning process before applying for grants. Agencies that apply for grants in the same year that their planning eligibility expires must ensure that

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<sup>5</sup>Revised Code of Washington 46.09.370

their planning eligibility extends through the board meeting in which the projects first are considered. NOVA maintenance and operation grants do not require plans.

Eligible applicants are listed on RCO's Web site. To verify or establish eligibility for a specific grant program, contact RCO's planning specialist.

**Applications Due.** Applications are due in early November of even-numbered years. The application includes the data entered into PRISM and all required attachments. Applicants should "submit" applications before the deadline. The "Check Application for Errors" button on the "Submit Application" screen will indicate which pages are incomplete. Incomplete applications and applications received after the deadline will be disqualified unless RCO's director has approved a late submission in advance. Follow the requirements in the "Applicant's To-Do List" online at [www.rco.wa.gov/documents/manuals&forms/CheckLists/NOVA-NHR-NM-ORV.pdf](http://www.rco.wa.gov/documents/manuals&forms/CheckLists/NOVA-NHR-NM-ORV.pdf).

**Technical Reviews.** Grants managers review the applications to ensure they are eligible, identify any issues of concern, and provide feedback on the strengths and weaknesses of each proposals. Applicants must complete all modifications and resubmit the application by the technical completion deadline.

**Board Submits Biennial Budget Request.** The Recreation and Conservation Funding Board submits to the Governor a recommended funding amount for the next biennium for NOVA.

## Odd-Numbered Years

**Technical Completion Deadline.** RCO will establish a technical completion deadline by which applicants must make all modifications to finalize their applications. After this date, applications must be in their final form. RCO will score applicable evaluation criteria as of this date.

**Project Evaluation.** Applicants make oral presentations, illustrated with maps, graphics, and photographs in PowerPoint® to the advisory committee, which scores each proposal against a set of criteria approved by the Recreation and Conservation Funding Board.

**Post-Evaluation Conference.** After project evaluations, RCO staff tabulate the scores and share the results with the advisory committee. The committee discusses the preliminary ranked list and the application and evaluation processes. The public may join this advisory committee conference call; however, to ensure a fair and equitable process; guests may not testify. Shortly after the conference call, staff post the preliminary ranked lists on RCO's Web site at [www.rco.wa.gov/grants/eval\\_results.shtml](http://www.rco.wa.gov/grants/eval_results.shtml). The resulting ranked list of projects is the basis for the funding recommendations to the board.

**Legislature Approves Capital Budget.** When it develops the state capital budget, the Legislature approves funding for the NOVA program.

**Proof of Matching Funds.** Applicants with match included in their applications must provide proof of the availability of matching funds by the match certification deadline, which is at least 1 calendar month before board approval of funding.<sup>6</sup>

**Board Approves Funding.** After the Legislature and Governor approve the capital budget, the board approves the list of projects and the final grant awards, in an open public meeting after considering the recommendations of the advisory committee, written public comments submitted before the meeting, and public testimony at the meeting. Applicants are encouraged, but not required, to attend.

**Pre-agreement Materials.** After grant awards, applicants have 2 calendar months<sup>7</sup> days to submit pre-agreement documents (checklist provided by grants managers.) RCO staff then prepares and issues the grant contracts, called project agreements. Applicant must return the signed agreements within 3 calendar months.<sup>8</sup> Once the agreements are signed, the applicants, now referred to as project sponsors, may begin their projects, per the terms of the project agreements. Each agreement will be written and monitored for compliance by RCO staff. See *Manual 7, Long-Term Obligations* for more information.

**Successful Applicants' Workshop.** After the board approves funding, RCO hosts a workshop for successful grant applicants. This workshop covers:

- Project sponsor responsibility for compliance with the terms of the project agreement.
- Amending the project agreement to address project changes, time extensions, scope modifications, special conditions, and cost increases.
- Land acquisition, including tools developed to assist applicants through the acquisition procedures for state and federal grants.
- Development and restoration, including construction plans and specifications, barrier-free design requirements, cultural resources, and bid procedures.
- Planning and maintenance and operation projects, including deliverables and reporting requirements.
- Project implementation, including meeting milestones, permitting, submitting progress reports, inspections, valuing donations, using RCO's online resources for understanding billing procedures, project close-out, and long-term compliance.

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<sup>6</sup>Washington Administrative Code 286-13-040(1)(c)

<sup>7</sup>Washington Administrative Code 286-13-040(1)(d)

<sup>8</sup>Washington Administrative Code 286-13-040(1)(e)

## Ongoing

**Project Implementation.** Grant recipients must complete projects promptly. To help ensure reasonable and timely project completion, accountability, and the proper use of funds, applicants will do the following:

- Submit only projects that will be completed within the allowable time for grant awards:
  - Acquisition, development, and planning grants: Up to 4 years
  - Maintenance and operation grants: Up to 2 years
- Provide assurances that the project can be completed within a reasonable time frame, which does not exceed the implementation period approved by the Recreation and Conservation Funding Board.
- Develop milestones and a timeline for project implementation that does not exceed the time allotted for each project type.
- Begin project implementation quickly and aggressively to show measurable progress towards meeting project milestones.
- Submit progress reports at intervals as designated by the RCO project agreement.

RCO may terminate projects that do not meet critical milestones established in the project agreement.

**Project Completion.** When a project is completed, a grant recipient has 90 days to submit the final bill, final report, and supporting documents needed to close the project. If the bill and documentation are not submitted within 6 months of the end date within the agreement, the Recreation and Conservation Funding Board may terminate the project without payment.

# Section 2: Policies

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## In this section, you'll learn about:

- ✓ Eligible applicants, project types, and costs
- ✓ Environmental requirements
- ✓ Control of the land
- ✓ Requirements and other things to know
- ✓ Capital equipment policies
- ✓ Project area stewardship and ongoing obligations
- ✓ Public disclosure rules

## Eligible Applicants

### Eligible Applicants<sup>9</sup>

The following organizations meeting the planning eligibility requirement (on next page) may apply for NOVA grants:

- Local agencies (cities, towns, counties, port districts, park and recreation districts, etc.)
- Federal agencies
- State agencies
- Native American tribes
- Nonprofit off-road vehicle organizations (see section below)

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<sup>9</sup>Revised Code of Washington 46.09.530

## Applicant Requirements

### Legal Opinion for First Time Applicants

The Recreation and Conservation Funding Board requires all organizations wishing to apply for a grant for the first time to submit a legal opinion that the applicant is eligible to do the all of activities below. The legal opinion is required only once to establish eligibility.

- Receive and expend public funds including funds from the Recreation and Conservation Funding Board.
- Contract with the State of Washington and/or the United States of America.
- Meet any statutory definitions required for Recreation and Conservation Funding Board grant programs.
- Acquire and manage interests in real property for conservation or outdoor recreation purposes.
- Develop and/or provide stewardship for structures or facilities eligible under board rules or policies.
- Undertake planning activities incidental thereto.
- Commit the applicant to statements made in any grant proposal.

### Planning Requirements

To be eligible for a grant for land acquisition, planning, and development projects, the applicant must submit a comprehensive plan that has been adopted by the applicant's organization. Once RCO accepts the plan, the applicant is eligible to apply for grants for up to 6 years from the date the applicant organization adopted the plan. It is the applicant's responsibility to ensure that plans and documents are current. Eligible applicants are listed on RCO's Web site at [www.rco.wa.gov/grants/planning\\_requirements.shtml](http://www.rco.wa.gov/grants/planning_requirements.shtml). For further information, consult *Manual 2, Planning Policies and Guidelines*.

Comprehensive plans are not required for applicants submitting maintenance and operation projects.

If the grant applicant is submitting a planning grant and doesn't have a comprehensive plan, the applicant can do streamlined comprehensive plan in one of two ways:

1. Submit a plan (like the one described above) or other document that establishes the need for further plans or studies, or
2. If the plan is to do a feasibility study or other planning application not adequately supported in another document, the applicant may submit a document that addresses all of the following:
  - The area which is to be studied or that needs a plan.
  - Recreational use patterns in the affected area, including use conflicts or unacceptable user behavior.
  - Public demand (why does this area merit its own plan).
  - Records of public involvement such as mailings, media presentations, public meetings, workshops, or other forums for public comment.
  - The authority for implementing this planning.

## Nonprofit Off-Road Vehicle Organizations<sup>10</sup>

The Recreation and Conservation Funding Board may award grants to nonprofit off-road vehicle organizations only for projects that benefit off-road vehicle recreation on publically-owned lands or lands once publicly owned that came into private ownership in a federally-approved land exchange completed between January 1, 1998 and January 1, 2005. Publicly-owned lands are defined as lands that are owned, leased, or otherwise controlled and managed by a federal, state, or local government through statute or other legal authority, fee simple ownership, easement, lease, or interagency agreement, or memorandum of agreement or similarly formal document.

The nonprofit must be able to contract with the State of Washington, and meet all of the following criteria:

- Registered with the State of Washington as a nonprofit corporation per Revised Code of Washington 24.03
- Demonstrate at least 3 years of actively managing projects relevant to the types of projects eligible for funding in the applicable NOVA category. "Actively managing projects" means performing the tasks necessary to manage a NOVA-funded site such as negotiating for acquisition of property rights; closing on an acquisition; developing and implementing plans; designing and implementing development projects; performing maintenance and operations, education, or

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<sup>10</sup>Recreation and Conservation Funding Board Resolution 2016-28

enforcement; securing and managing the necessary funds regardless of fund source; and other tasks.

- Does not discriminate on the basis of age, disability, gender, sexual orientation, income, race, or religion.

## Eligible Project Types

Projects are categorized into the four following types:

- Planning
- Land acquisition
- Development
- Maintenance and operation

Projects that include both acquisition and development are considered combination projects. See "Other Types of Projects" for more information about combination projects.

## Eligible Planning Projects

These projects may include all phases of planning intended to result in future NOVA-eligible type recreation opportunities and may include one or all of the following elements:

- Comprehensive plans (except plans to establish eligibility for RCO grants)
- Construction drawings
- Cultural resource assessments and surveys
- Environmental assessments
- Feasibility and preconstruction studies
- Route surveys and reconnaissance
- Site master plans

Planning projects must result in one of the following, depending on the specific project scope of work:

- Engineered, construction-ready documents, and permits “in-hand” that will allow a grant recipient to proceed with development when funds for construction become available.
- Completed comprehensive plan.
- Completed feasibility and preconstruction studies, cultural resource assessments or surveys, environmental studies or assessments, route surveys, or site master plans.

Reimbursement will be dependent upon the progress made toward completing the scope of work in the grant agreement. This means sponsors must complete a task and submit the associated documentation with the reimbursement request to RCO for that task. If a grant recipient is unable to complete the design or obtain permits, or is unable to complete the study or plan, RCO reserves the right to request repayment of the grant.

### Ineligible Planning Projects

- Projects containing cost elements designed to produce planning information on items ineligible for NOVA acquisition or development funding.
- Plans unlikely to lead to future NOVA facilities that meet Recreation and Conservation Funding Board funding eligibility criteria.
- Plans for private facilities or for facilities where public use would be prohibited, except in non-public administrative areas such as employee residences, garages, workshops, etc.

### Eligible Planning Costs

- Communication
- Cultural resources
- Goods and services (items that cost less than \$1,000 such as rentals and leases, subscriptions, supplies)
- Staff salaries and benefits
- National Environmental Policy Act, State Environmental Policy Act and other permits
- Professional services
- Transportation and travel

There are no eligible pre-agreement costs for planning projects.

## Eligible Land Acquisition Projects

These projects include purchase in fee title or lesser interests such as leases and easements. Policies for land acquisition projects are in *Manual 3, Acquisition Projects*. Acquisition of leases or easements must be for at least 25 years. Properties must be developed within 5 years.

## Ineligible Acquisition Projects

- Acquisition of land for any activity not eligible for NOVA development funding or use.
- Land acquisition projects by federal agencies.
- Acquisition of lands under existing ownership of the applicant. See "Acquisition of Existing Public Property" in Manual 3 for exceptions.
- Acquisition of lands with revenue producing potential where the cost of acquisition could be financed completely through revenue accruing to the project.
- Acquisition of property interests for a period of less than 25 years.
- Acquisition of facilities or structures that are not eligible or will not be used for eligible purposes.

## Eligible Acquisition Costs

- Land acquisition costs and certain administrative and incidental costs as outlined in *Manual 3, Acquisition Projects*

## Eligible Development Projects

Development projects are for the construction of new nonhighway road, nonmotorized, or off-road vehicle facilities and areas. Development means development of trailside and trailhead facilities, new trails, and trail linkages for recreational trails. Trailside and trailhead facilities should have a direct relationship with a recreational trail; a highway rest area or visitor center is not an appropriate use of funds. Development projects must conform to policies and procedures found in *RCO Manual 4, Development Projects*.

Eligible activities include the following:

- Entry roads, parking, trails, and trailheads.

- Sanitary facilities including sewer systems and other related utilities that meet applicable local and state health requirements.
- Route and interpretive signs and informational bulletin boards.
- Picnic and camping areas.
- Wildlife viewing facilities.
- Nonmotorized boating access facilities.
- Utilities, including water, electric, and telephone service.
- Renovation if the renovation requires design and engineering services, an environmental determination that is not a categorical exclusion, or makes significant, long-term renewal improvements to existing facilities.
- Extensive reconstruction of existing improvements when they have deteriorated to the point where their usefulness or safety is impaired (although not because of inadequate maintenance) or the facility has become obsolete.
- ORV sports park facilities including, but not limited to, motocross tracks, sand drag strips, four-wheel drive competitive and play facilities, spectator facilities, concession buildings, and park administration and maintenance facilities.
- Employee residences (typically related to an ORV sports park facility). The construction of residences must be for employees directly involved in the operation and maintenance of a NOVA-assisted project provided that:
  - The residence will help assure increased public service and protection of park facilities.
  - The employee assigned to or using the residence normally must be available in the park on a 24-hour basis, when the park is open. The employee must be assigned to ORV facilities and activities at least 75 percent of his or her time.
  - The park residence is one component of a comprehensive park development.
  - The residence or improvements must be permanent at this site.

### Ineligible Development Projects

- Development of areas to be used commercially, primarily for semi-professional or professional activities.

- ORV: Development of commercial facilities such as "go-kart" tracks and amusement facilities, even when these elements are part of a larger ORV project.
- Development of the nonhighway road (see nonhighway road definition in Appendix A).
- Development on property to be acquired on a conditional sales contract unless the applicant holds the deed to the property.
- Development on property acquired with conflicting reversionary clauses within the deeds, or with clauses that significantly affect public recreation use of the property.
- Development on property on which RCO staff or the grant applicant anticipates future, unacceptable or immitigable impacts to the NOVA project as part of an ongoing land management program by the grant applicant.

### Eligible Development Costs

- Architectural and engineering (information about reimbursement limits is in *Manual 4, Development Projects*)
- Boot and equipment decontamination facilities
- Buildings, including administrative, maintenance, registration, residence, storage, well house.
- Campgrounds, including utilities, waste disposal, and group camps.
- Fencing and gates, including barrier rocks and bollards.
- Stock facilities such as corrals, highlines, hitching posts, loading ramps, water troughs.
- Invasive species prevention signs
- Landscaping (including irrigation, trees, shrubs, etc.)
- Lighting, including security, parking, and roads, etc.
- ORV tracks, including hill climbs, rock crawls, motocross, four-wheel drive, etc.
- Park furnishings, including spectator seating, water and drinking fountains, benches, flag poles, stoves, tables, etc.
- Parking including curbs, oil separators

- Permits
- Restrooms
- Campground and access roads, including guardrails, surfacing, striping, etc.
- Shelters, including interpretive, kiosks, picnic, etc.
- Signs, including boundary, interpretive, regulatory, directional, informational, etc.
- Site preparation and demolition, including clearing, dump and recycle fees, erosion control, fill grading, etc.
- Trails, including retaining walls, switchbacks, bridges, culverts, puncheon, replanting, trestle conversion, turnpikes, water bars, etc.
- Utilities, including catch basins, telephone service, power, waste systems, etc.
- Viewpoints
- Nonmotorized water access (ramps, floats, gangways, etc.)

## **Eligible Maintenance and Operation Projects**

Maintenance and operation projects are for the maintenance and operation of existing nonhighway road, nonmotorized, or off-road vehicle trails, facilities, and areas.

Maintenance may be interpreted broadly to include any kind of maintenance, restoration, rehabilitation,<sup>11</sup> or trail relocation to a nonhighway road or off-road vehicle eligible trail, facility, or area. Operation means the regular and routine non-capital operational costs such as cleaning restrooms, garbage service, septic service, etc. of a nonhighway road or off-road vehicle eligible trail, facility, or area. Maintenance and operation projects shall be allowed only at trails, facilities, and areas that are existing, currently managed, and in use.

Maintenance and operation of the following facility types is eligible for funding:

- Trails
- Trailheads, day-use areas, and campgrounds
- Existing, approved ORV sports parks (see NOVA plan for details)
- Open ORV riding areas

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<sup>11</sup>"Rehabilitation" means extensive repair needed to bring a facility up to standards suitable for public use.

- ORV intensive use areas
- Winter snow trails (except those that are related to or support snowmobile recreation)
- Water access sites that serve primarily nonmotorized activities
- Support facilities

Maintenance and operation of facilities open to both motorized and nonmotorized use also is eligible, provided that the primary management objective of the facility clearly<sup>12</sup> is identified as nonhighway road, nonmotorized, or motorized ORV recreation.

### Ineligible Maintenance and Operation Projects

- Maintenance and operation of facilities not open, available, or managed for NOVA uses.
- Projects that acquire capital equipment, tools, or supplies with no maintenance or operations activity.

### Eligible Maintenance and Operation Costs

Salaries, benefits, and material costs for maintenance and operations work such as:

- Maintenance of existing campgrounds, recreation use areas, and trailheads.
- Vegetation (spraying, trimming, weeding, noxious weed control); making minor repairs to roofs, furnishings, and signs; and filling holes with gravel on access roads or in parking areas.
- Removing wind-throw, vegetation, rock, slough, berms, downed trees, and overgrown brush, and maintaining drainage structures
- Repairing trail surfacing, including fill and grade maintenance; and maintaining structures, such as turnpikes, puncheons, switchbacks, steps, check dams, water bars, tunnels, and bridges
- Minor trail re-routes to avoid slides, washouts, or poorly located trail segments
- Litter and trash pick up, restroom cleaning, and septic service

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<sup>12</sup>For example, in widely distributed publications and maps, on the agency Web site or on-site signs.

- Regular maintenance, service, and repairs of maintenance equipment and vehicles

Other allowable costs:

- Travel and transportation
- Capital equipment purchase, rental, or lease
- Materials, small maintenance tools, and supplies
- Decontamination facilities to prevent the spread of noxious weeds
- Liability insurance for volunteer work crews
- Training (e.g. limited to specialized training required for volunteers to perform maintenance work, such as chain saw or cross-cut certifications)
- Professional services for snow removal and trail grooming for skiing or snowshoeing; septic and trash service
- Direct supervisory costs: Supervisory activities, including the direct management of and planning for in-field work, are eligible for reimbursement. This usually includes scheduling, coordinating equipment and tools, directly supervising field crews and work, and managing timesheets and bills for field work.

### Ineligible Maintenance and Operation Costs

- Any pre-agreement activities, except for allowable preliminary expenses such as permitting, cultural resources, or architectural and engineering costs.
- Uniforms
- Equipment rental or lease fees that exceed the purchase price of the equipment
- Maintaining nonhighway roads

## Other Types of Projects

### Combination Projects

Combination projects involve acquisition and facility development or renovation. To help ensure timely completion of these projects, at least 1 month before the Recreation and Conservation Funding Board considers approving funding, applicants must secure the property by one of the following methods:

- Acquisition under the “Waiver of Retroactivity” policies and procedures (*Manual 3, Acquisition Projects*).
- Have property in escrow pending grant approval. Closing must occur within 90 days after the funding meeting.
- Obtain an option on the property that extends past the Recreation and Conservation Funding Board funding meeting. Execution of the option must occur within 90 days after this meeting.

If the acquisition is for less than fee interest, and if not acquired already via a “Waiver of Retroactivity,” applicants also must provide draft copies of all leases or easements to RCO for review. Execution of the leases or easements must occur within 90 days after the funding meeting.

For the acquisitions to remain eligible, grant recipients must follow all of the requirements and procedures outlined in *Manual 3, Acquisition Projects*.

### **Phased Projects**

The Recreation and Conservation Funding Board recommends that applicants discuss phasing very expensive or complex projects with RCO staff. Phased projects are subject to the following parameters:

- Approval of any single phase is limited to that phase. No endorsement or approval is given or implied toward future phases.
- Each phase must be submitted as a separate application.
- Applicants may submit only one phase per funding cycle.
- Each phase must stand on its merits as a viable or complete recreation experience and is not dependent on the completion of future phases or work.

Progress and sponsor performance on previously funded project phases is considered by the Recreation and Conservation Funding Board when making decisions on current project proposals.

### **Joint and Cooperative Projects**

Some projects may have two or more sponsors. For example, a joint project could be where one agency owns the property to be developed or maintained by another, or where two or more agencies team up to provide financial support for a project. Applicants with joint or cooperative projects are jointly responsible for implementing the

project and in addition to the project agreement, must adhere to the policy for Joint and Cooperative Projects in *Manual 4, Development Projects*.

## Eligible Costs

Only allowable costs may be included in your project. A cost is allowable if it is reasonable, necessary to complete the approved scope of work, eligible in the grant program and incurred during the period of performance set forth in the project agreement. Costs outside the period of performance may be allowed. See Pre-agreement Costs. A cost is considered reasonable if the work or materials and the cost reflect what a prudent person would have spent under the circumstances.

## Pre-agreement Costs

RCO will pay only for work performed after project agreements have been signed by both RCO and grant recipients with two exceptions:

- Expenses, such as preliminary designs, environmental assessments, construction plans and specifications, cultural resource surveys, and permits, all of which are incurred within 3 years of the start date of the project agreement.
- Real property acquired under a "Waiver of Retroactivity" approved by RCO may be eligible for reimbursement.

Construction, maintenance, or planning (for planning grants) performed before the execution of a project agreement and compliance with cultural resource laws will not be eligible for payment and may jeopardize funding for the entire project. For more details, see RCO Manuals 3 or 4, available on RCO's Web site at [www.rco.wa.gov/doc\\_pages/manuals\\_by\\_number.shtml](http://www.rco.wa.gov/doc_pages/manuals_by_number.shtml).

Note: There are no eligible pre-agreement costs for planning projects or maintenance and operation projects.

## Capital Equipment Costs

Capital equipment purchases are eligible in maintenance and operation projects only and may include equipment used to maintain eligible nonhighway road, nonmotorized, or off-road vehicle trails, facilities, and areas. Grant recipients must maintain records of all capital equipment purchased and comply with RCO's equipment management policies (see page 34).

- All-terrain vehicle
- Backhoe
- Power wheelbarrow
- Skid steer

- Brush hog
- Bulldozer
- Chain saw
- Excavator
- String trimmer
- Tractor or trail builder
- Trailer
- Utility task vehicle

## **Purchasing Maintenance Equipment**

### Purchasing Vehicles

- Motorcycle
- Mountain bicycles
- Vehicles

### Purchasing Accessories and Attachments for Equipment and Vehicles

- Attachments such as, blades, bucket, loader backhoe, snowplow, stump grinder, or winch.
- Canopy
- Ramps for loading and unloading equipment
- Tracks for all-terrain or four-wheel drive vehicles
- Other accessories

## **Ineligible Costs for All Projects**

The following are ineligible for reimbursement or for use as any portion of the grant recipient's matching share:

- Overhead and indirect costs such as general supervision, accounting, and clerical.
- Purchase of capital equipment that is not wholly dedicated to the maintenance of eligible nonhighway road, nonmotorized, or off-road vehicle trails, facilities and areas.
- Purchase of capital equipment for planning or study projects.

- Ceremonial or entertainment expenses.
- Charges in excess of the lowest acceptable bid when competitive bidding is required, unless RCO's director agrees before the award of a contract to the higher costs.
- Charges for deficits, debts, or overdrafts.
- Interest expenses.
- Costs incurred before execution of a project agreement (excepted are eligible pre-agreement expenses such as permitting and architectural and engineering costs for development projects).
- Costs of discounts not taken.
- Damage judgments arising out of acquisition, construction, or equipping of a facility, whether determined by judicial decision, arbitration, or otherwise.
- The unsubstantiated value of materials contributed without cost to the project sponsor.
- Fines and penalties.
- Losses arising from uncollectible accounts and other claims, and related costs.
- Charges incurred that are contrary to Recreation and Conservation Funding Board policy, the applying agency, or rules, regulations, and laws applicable to the Recreation and Conservation Funding Board, RCO, or the applying agency.
- Costs associated with securing NOVA grants, including preparation of RCO applications and travel expenses including per diem for attending related meetings (evaluation, funding, etc.)
- Payments to an equipment replacement fund.

## Environmental Requirements<sup>13</sup>

Applicants applying for NOVA development, maintenance and operation, or land acquisition grants must review and document compliance with the requirements of the State Environmental Policy Act (SEPA)<sup>14</sup> and the National Environmental Policy Act

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<sup>13</sup>Revised Code of Washington 46.09.530(3)

<sup>14</sup>Revised Code of Washington 43.21C

(NEPA).<sup>15</sup> Documentation of compliance must be submitted to RCO within 2 months of funding approval and before RCO will issue a project agreement. Applicants for planning projects are exempt from this requirement.

## **State Environmental Policy Act or National Environmental Policy Act**

Projects may be classified as categorically excluded from NEPA or SEPA. Before beginning any work, sponsors are required to obtain all necessary permits and comply with all applicable environmental regulations, including the National Historic Preservation Act, the Endangered Species Act, the Clean Water Act, the Clean Air Act, and other state and local environmental requirements.

## **Cultural Resources and Historic Properties**

Governor's Executive Order 05-05, Archaeological and Cultural Resources,<sup>16</sup> directs state agencies to review all capital construction projects and land acquisition projects carried out for the purpose of capital construction. Such projects must be reviewed for potential impacts to cultural resources<sup>17</sup> to ensure that reasonable action is taken to avoid, minimize, or mitigate impacts to these resources. Except for state agencies, RCO is the lead for Governor's Executive Order 05-05.

### **Review Process**

RCO initiates the review process. Using materials submitted as part of the application, including the cultural resource reporting forms, RCO consults with the Department of Archaeology and Historic Preservation and affected Native American tribes for a determination of possible impacts to archaeological and cultural resources.

The outcome of the consultation may require an applicant to complete a cultural resources survey and/or continuation of the consultation process to determine next steps. The consultation must be completed, and a "Notice to Proceed issued," before any ground disturbing activities may occur. Construction started without a "Notice to Proceed" will be considered a breach of contract.

**Note:** Projects with a federal nexus<sup>18</sup> must satisfy the requirements of Section 106 of the National Historic Preservation Act of 1966 (16 USC 470).

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<sup>15</sup>42 USC Sec. 4321 et seq.

<sup>16</sup>[www.governor.wa.gov/sites/default/files/exe\\_order/eo\\_05-05.pdf](http://www.governor.wa.gov/sites/default/files/exe_order/eo_05-05.pdf)

<sup>17</sup>Cultural resources means archeological and historical sites and artifacts, and traditional areas or items of religious, ceremonial, and social uses to affected tribes.

<sup>18</sup>Projects with a federal nexus are those done on federal land, require a federal permit, have federal funding, or are sponsored by a federal agency.

See the "Cultural Resources" section in *Manual 3, Acquisition Projects* or *Manual 4, Development Projects* for additional details.

## **Invasive Species**

The Washington Invasive Species Council developed protocols for preventing the spread of invasive species while working in the field. The protocols are on the council's Web site at [www.invasivespecies.wa.gov/council\\_projects/prevention\\_protocols.shtml](http://www.invasivespecies.wa.gov/council_projects/prevention_protocols.shtml)). The Recreation and Conservation Funding Board encourages grant recipients to consider how their projects may spread invasive species, and work to reduce that possibility. Invasive species can be spread unintentionally during construction, maintenance, and restoration activities. Here is how it could happen:

- Driving a car or truck to a field site and moving soil embedded with seeds or fragments of invasive plants in the vehicle's tires to another site. New infestations can begin miles away as the seeds and fragments drop off the tires and the undercarriage of the vehicle.
- Moving water or sediment infested with invasive plants, animals, or pathogens via your boots, nets, sampling equipment, or boats from one stream to another.
- Moving weed-infested hay, gravel or dirt to a new site, carrying the weed seeds along with it, during restoration and construction activities. Before long, the seeds germinate, and infest the new site.

The key to preventing the introduction and spread of invasive species on restoration project is twofold: Use materials that are known to be uninfested with invasive plants or animals in the restoration project and ensure equipment is cleaned both before and after construction and restoration. Equipment to clean should include, but not be limited to, footwear, gloves, tools and equipment, and vehicles, trailers, and tires.

## **Sustainability**

The Recreation and Conservation Funding Board encourages use of sustainable design, practices, and elements in grant-funded projects. To the board, "sustainability" means to help fund a recreation or conservation project that minimizes impact to the natural environment while maximizing the project's service life.

Grant recipients are encouraged to incorporate sustainable design, practices, and elements into the scopes of projects. Examples may include use of recycled materials; native plants in landscaping; pervious surfacing material for pathways, trails, and parking areas; energy efficient fixtures; onsite recycling stations; and composting.

## Control of the Land

To protect investments made by the Recreation and Conservation Funding Board and to assure public access to those investments, grant recipients must have adequate control of project sites to construct, operate, and maintain the areas for the term required by the grant program and project agreement. This “control and tenure” may be through land ownership, a lease, use agreement, or easement. See *Manual 4, Development Projects* for more information.

### Control and Tenure Requirements for Nonprofit Off-road Vehicle Organizations

Nonprofit off-road vehicle organizations must take the steps below according to the type of project and the land ownership:

#### Planning and Development Projects

##### Publicly-owned Property

- Secure control and tenure of the project site as described in Manual 4, for the period required by development projects.

Or

- Co-sponsor the grant along with a NOVA-eligible landowner.

##### Privately-owned Property<sup>19</sup>

- Secure control and tenure of the project site as outlined in Manual 4 for the period required for development projects.
- Demonstrate through easement, lease, or other legally binding agreement that the public will have access to the completed project for the required term. For planning projects, the project area does not have to be available to the public until the actual planned project (development) has been completed.

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<sup>19</sup>Lands once publicly owned that came into private ownership in a federally-approved land exchange completed between January 1, 1998 and January 1, 2005

## Maintenance and Operations Projects

### Publicly-owned Property

- Execute an RCO Landowner Agreement Form or comparable agreement, as approved by RCO. The tenure must meet or exceed the period of performance and ongoing obligations identified in the RCO project agreement.

### Privately-owned Property<sup>20</sup>

- Satisfy the control and tenure requirements in Manual 4

OR

- Provide a lease, easement, or other legally binding agreement for the project property that allows the proposed project and public access. The tenure must meet or exceed the period of performance and ongoing obligations identified in the RCO project agreement.

## Projects on State-owned Aquatic Lands

If a project will occur over or in a navigable body of water, an authorization to use state-owned aquatic lands may be needed.

All marine waters are, by definition, navigable, as are portions of rivers influenced by tides. Navigable rivers and lakes are those determined by the judiciary, those bounded by meander lines, or those that could have been used for commerce at the time of statehood. The Department of Natural Resources' aquatic land managers will help the grant applicant determine if the project will fall on state-owned aquatic lands and provide more information on its authorization process. See the land manager coverage map online at [www.dnr.wa.gov/Publications/aqr\\_land\\_manager\\_map.pdf](http://www.dnr.wa.gov/Publications/aqr_land_manager_map.pdf) for contact information for the Department of Natural Resources aquatic land managers.

If the project is on state-owned aquatic lands, the grant applicant will need to secure a lease or easement to use those lands from the Washington Department of Natural Resources. The lease or easement may take up to a year to receive. RCO requires the executed lease or easement within 60 days after board funding approval to show control and tenure for the site. The lease or easement is required before the project will be placed under agreement, unless RCO's director approves in advance.

The following online resources may be helpful to review:

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<sup>20</sup> Lands once publicly owned that came into private ownership in a federally-approved land exchange completed between January 1, 1998 and January 1, 2005.

- *Grant Projects on State-owned Aquatic Lands* at [www.dnr.wa.gov/Publications/em\\_fs11\\_018.pdf](http://www.dnr.wa.gov/Publications/em_fs11_018.pdf)
- *Leasing State-owned Aquatic Lands* at [www.dnr.wa.gov/Publications/em\\_fs11\\_019\\_leasing\\_soal.pdf](http://www.dnr.wa.gov/Publications/em_fs11_019_leasing_soal.pdf)
- *Boundaries of State-owned Aquatic Lands* at [www.dnr.wa.gov/Publications/aqr\\_aquatic\\_land\\_boundaries.pdf](http://www.dnr.wa.gov/Publications/aqr_aquatic_land_boundaries.pdf)
- *Caring for Washington's Nearshore Environments* at [www.dnr.wa.gov/Publications/em\\_fs10\\_001.pdf](http://www.dnr.wa.gov/Publications/em_fs10_001.pdf)

## Requirements and Other Things to Know

### Accessibility

Facilities or elements<sup>21</sup> constructed with RCO grants and sponsor match are required by law to be accessible regardless of whether there are specific standards adopted in the State Building Code, Americans with Disabilities Act, or Architectural Barriers Act, as amended. Other federal laws, guidelines, and best practices also may apply to achieve accessibility.

RCO encourages sponsors to exceed the minimum accessibility standards and use a design principle that maximizes universal accessibility for all. See *Manual 4, Development Projects* and the RCO Web site for detailed information about how to make your facility meet accessibility requirements. Plans, project applications, cost estimates, and construction drawings must reflect compliance with facility access and signing requirements.

### Landowner Acknowledgement of Application

As part of any grant application for acquisition of real property, the project sponsor must demonstrate that the landowner is aware of the project sponsor's interest in purchasing property rights. Applicants may meet this requirement by completing one of four options as detailed in *RCO Manual 3, Acquisition Projects*.

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<sup>21</sup>A facility is all or any portion of buildings, structures, site improvements, elements, and pedestrian routes or vehicular ways located on site. An element is an architectural or mechanical component of a building, facility, space, or site (2010 ADA Standards for Accessible Design, Department of Justice, September 15, 2010).

## Competitive Bid Requirements<sup>22</sup>

Grant recipients shall follow current state procurement procedures or write their own. When buying things, grant recipients shall provide open and free competition, to the maximum extent practical. Be aware of organizational conflicts of interest. Contractors that develop specifications, requirements, statements of work, invitations for bids, or requests for proposals cannot be hired for the resulting work. Grant recipients receiving federal money also must follow federal laws and regulations.

## Youth Crews<sup>23</sup>

Agencies receiving NOVA funds for capital purposes shall consider contracting with the State Parks and Recreation Commission, Department of Natural Resources, or other federal, state, and local agencies for youth crews in completing the project.

## Fees and Income

User or other fees may be charged for areas and facilities acquired or developed with NOVA grants. See *Manual 4, Development Projects*, and Washington Administrative Code 286-13-110 for more information.

## You Have to Pay First

RCO pays grants through reimbursement. You may request reimbursement only after you have paid your employees and vendors. RCO does not provide money before vendors are paid.

## Audits

All records relevant to projects funded by the Recreation and Conservation Funding Board must be on file with the grant recipient and are subject to audit by the state and inspection by RCO. If the auditor's inspection of the records discloses any charges incorrectly claimed and reimbursed, cash restitution of the incorrect amount must be made to the board.

## Capital Equipment Policies

The sponsor shall use the capital equipment in the project or program for which it was acquired for as long as needed, whether or not support continues through other grants or from the Recreation and Conservation Funding Board.

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<sup>22</sup>RCO's project agreement standard terms and conditions, Section 16 or 18 (U.S. Forest Service agreement)

<sup>23</sup>Revised Code of Washington 46.09.530(2)

## **Equipment Management**

A sponsor must maintain a record of all capital equipment purchased under a Recreation and Conservation Funding Board agreement. The sponsor, not the board or RCO, always takes title. This inventory record begins with the list of any capital equipment purchases proposed in the project application. Upon board approval of the project, this listing is entered into the project agreement.

The sponsor's capital equipment records shall include the following:

- A description of the equipment.
- Manufacturer's serial number (model, stock, vehicle identification, or other unique number securely affixed to the equipment).
- Source of the equipment, including grant or other agreement number.
- Acquisition date and cost.
- Percentage of sponsor participation in the cost of the project or program for which the equipment was acquired as specified in the project agreement.
- Location, use, and condition of the equipment and the date the information was reported.
- Ultimate disposition data, including date of disposal and sale price, including the method used to determine current fair market value when a sponsor compensates the Recreation and Conservation Funding Board for its share, if sold.

The sponsor shall conduct a physical inventory of equipment and reconcile the results with previous records at least once every 2 years. This should continue until final liquidation has been made, and inventory records must be maintained just as other records for audit purposes. Any differences in this physical inspection and those shown in the accounting records shall be investigated by the sponsor to determine the causes of the difference. In connection with the inventory, the sponsor shall verify the existence, current use, and continued need for the equipment. A detailed written report on the results of this inventory shall be provided to RCO upon request.

The sponsor shall institute a control system to ensure adequate safeguards to prevent loss, damage, or theft of the equipment. Any loss, damage, or theft shall be investigated and fully documented. The sponsor shall promptly notify RCO of any such occurrence.

The sponsor shall establish adequate maintenance procedures to keep the equipment in good condition.

When the sponsor disposes of the capital equipment (see below), procedures that provide for fair competition, to the extent practicable, and result in the highest possible return, shall be established.

In an ongoing maintenance program, grant recipients may trade-in or sell equipment and use the proceeds to offset the cost of purchasing new equipment used for allowable NOVA program activities. In this situation, the equipment becomes part of the sponsor's reportable equipment inventory and the sponsor must continue to follow the equipment management procedures in this manual for the new equipment, until liquidated.

## Equipment Liquidation

When the sponsor discontinues use of the capital equipment (assets) for the purpose for which it was funded, the following liquidation procedures shall apply:

1. **The sponsor wishes to retain the equipment.** When the sponsor no longer needs the equipment as provided above but wishes to retain it in the inventory, it may be used for other activities as follows:
  - A) Original cost of \$1,000 or less: The sponsor may use the capital equipment for other activities without reimbursement to RCO, or sell the capital equipment and return the proceeds to RCO.
  - B) Original cost of more than \$1,000: The sponsor compensates RCO the amount computed by applying the percentage of board participation in the cost of the original project, as specified in the project agreement, to the current fair market value of the equipment.
2. **The sponsor does not wish to retain the equipment.** If the sponsor has no need for the equipment but it still has value, the sponsor shall request disposition instructions from RCO. If so instructed,
  - A) The sponsor shall sell the equipment and reimburse RCO an amount computed by applying to the sales proceeds the percentage of Recreation and Conservation Funding Board participation in the cost of the original project as recorded in the signed project agreement. The sponsor may retain from the board share an amount that accurately reflects any selling or handling expenses, so long as these expenses do not exceed \$100 or 10 percent of the sale amount, whichever is less.
  - B) RCO may instruct the sponsor to transfer title to a third party named by RCO who is eligible under existing statutes. In such cases, the sponsor will be compensated in the amount equal to its share of the current fair market value of the equipment.

3. **The equipment has no value.** This occurs when the equipment has lost value or has out lived its useful life, not due to lack of maintenance. The sponsor may notify RCO and if RCO concurs, the equipment will be removed from equipment inventory reporting requirements.

### Project Area Stewardship and Ongoing Obligations<sup>24</sup>

An RCO grant comes with long-term obligations to maintain and protect the project area<sup>25</sup> after a project is complete. A template of the project agreement can be found on RCO's Web site at

[www.rco.wa.gov/documents/manuals&forms/SampleProjAgreement.pdf](http://www.rco.wa.gov/documents/manuals&forms/SampleProjAgreement.pdf).

RCO recognizes that changes occur over time and that some facilities may become obsolete or the land needed for something else. The law discourages casual discards of land and facilities by ensuring that grant recipients replace the lost value when changes or conversions of use take place.

In general, the project area funded with an RCO grant must remain dedicated to the use as originally funded, such as nonhighway road or off-road vehicle recreation, for as long as defined in the project agreement. For acquisition projects, the period is determined by the rights that are acquired. For development and restoration projects, the period is determined by the type of control and tenure provided for the project.

A conversion occurs when the project area acquired, developed, or restored with RCO grant funding is used for purposes other than what it was funded for originally. See RCO *Manual 7, Long-Term Obligations* for a discussion of conversions and the process required for replacement of the public investment. Non-compliance with the long-term obligations for an RCO grant may jeopardize an organization's ability to obtain future RCO grants.

### Public Disclosure Rules

RCO records and files, including those related to grants, are public records that are subject to the Public Records Act.<sup>26</sup> More information about the RCO's disclosure practices is available on the Web site at [www.rco.wa.gov/about/public\\_records.shtml](http://www.rco.wa.gov/about/public_records.shtml).

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<sup>24</sup>Revised Codes of Washington 46.09 and 79A.25, Washington Administrative Code 286, RCO's project agreement standard terms and conditions, and *Manual 7, Funded Projects*.

<sup>25</sup>Project area is the defined geographic area where the project occurs and is described in the project's boundary map.

<sup>26</sup>Revised Code of Washington 42.56

# Section 3: Money Matters

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## In this section, you'll learn about:

- ✓ Matching resources and requirements
- ✓ Types of match
- ✓ Grant limits
- ✓ Records and reimbursement
- ✓ Where the money comes from and how it's distributed

## Matching Resources

Match is the project sponsor's contribution to a project. Although match is not required for the NOVA program, applicants are strongly encouraged to provide matching resources to demonstrate a local commitment to the project and to make funds available to more projects. To qualify, a match must be composed of elements that would be eligible for the funded NOVA category. Project scores are weighted to reward projects that include a matching share made up of non-government (volunteer) contributions.

## Eligible Match

A sponsor's matching share may include one or a combination of the following:

- Appropriations and cash
- Bonds – council or voter
- Corrections labor
- Donations – the value of using cash, equipment use, labor, land, materials, property rights, or services (see note below)
- Force account – the value of using sponsor's equipment, labor, or materials (see note below)
- Grants – federal, state, local, and private (see note below)

- Local impact and mitigation fees (see note below)
- Proceeds of a letter of credit or binding loan commitment
- Other Recreation and Conservation Funding Board grants that meet the requirements outlined below.

### **Not Allowed as Match**

- Cost that are not eligible for grant assistance or included in the project agreement.
- Cost that are not necessary or an integral part of the project scope.
- Costs that are double counted. (A cost incurred by a sponsor in a project that has been reimbursed by RCO shall not be used as a match or expenditure on another RCO project.)
- Existing sponsor assets such as real property or developments.
- Cost associated with meeting a mitigation requirement for another project or action (e.g., permit requirement, Federal Energy Regulatory Commission relicensing, Habitat Conservation Plan, legal settlement, etc.).

### **Match Requirements**

Recreation and Conservation Funding Board grants are intended to be the last source of funding for a project. In other words, before the board awards the grant, the required match must be secured so the project can move forward. Board grants also are intended to supplement the existing capacity of a sponsor, not to replace existing funding that would have been used for a project without grant funding.

All matching resources must meet all of the following:

- Be an integral and necessary part of the approved project.
- Be part of the work identified in the application and project agreement.
- Be for eligible work types or elements.
- Be committed by the sponsor to the project.

RCO rules governing projects apply equally to the grant applicant's match. For example, if a grant applicant uses donated land as match, RCO rules requiring the land to remain in recreation use forever apply to the donated land as well.

In many grant programs, particularly those where match is not required, the Recreation and Conservation Funding Board adopted evaluation criteria to encourage applicants to contribute matching shares. This typically is reflected in the criteria when points are given for non-governmental contributions or for exceeding the minimum match requirements. Applicants should review carefully the evaluation instrument to determine if this applies to their projects.

Except for grant applications submitted within the same biennium, matching resources or board grant funds committed in one board-funded project may not be used as match in another board-funded project.

### **Match Availability and Certification<sup>27</sup>**

To help ensure Recreation and Conservation Funding Board projects are ready for implementation upon approval, applicants must have matching funds available for expenditure before the Recreation and Conservation Funding Board approves funding. All applicants are required to sign and submit certification of match forms to ensure their projects are included in the funding recommendations. Applicants are advised to plan ahead for projects whose match depends on citizen votes or passage of ballot measure. This certification is due at least 1 calendar month before Recreation and Conservation Funding Board action. The forms and deadlines for certifying match are on the RCO Web site.

RCO may declare projects ineligible if there are no guarantees that matching funds are available and those projects may be passed over in favor of projects with the match in place. Such decisions are based on the Recreation and Conservation Funding Board's confidence in the applicants' ability to have the match in place when required.

When another Recreation and Conservation Funding Board grant is used as match, the "certification of match" will be tentative, conditioned on receipt of the other grant or on the sponsor providing the match from other resources. To prevent a backlog of unspent grants, the sponsor must finish the project by the earliest completion date of the two grants.

### **Types of Match<sup>28</sup>**

#### **Donations and Force Account**

Donations are eligible only as matching funds and are not reimbursable. This means RCO will not pay more than the sponsor's out-of-pocket expenses. Valuing donations of

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<sup>27</sup>Revised Code of Washington 79A.25.140, Washington Administrative Code 286-13-040 (1)(c)

<sup>28</sup>Washington Administrative Code 286-13-045 (2)

equipment, labor (including inmates, community service labor, and volunteers), and material is discussed in *Manual 8, Reimbursements*. RCO strongly encourages applicants to secure written confirmation of all donations they plan to use as match and attach the donation letters to their PRISM Online applications.

Donated land must expand existing recreation lands or stand on its own as a viable recreation area. Review *Manual 3, Acquisition Projects* before taking title to property that will be donated and used as match. Manual 3 outlines the requirements for valuing the property and for securing a donation statement from the seller.

Force account refers to use of a sponsor's staff (labor), equipment, or materials. These contributions are expenditures.

## **Other Grants**

In some cases, a sponsor may use funds awarded from a separate grant program as match. Other grants are eligible as long as the purposes are similar and grant sources do not restrict or diminish the use, availability, or value of the project area.

The use of federal funds as match may be governed by federal and state requirements and thus will vary with individual program policies.

Applicants must clearly identify in the grant applications all grants to be used as match. RCO will help determine if the source is compatible with Recreation and Conservation Funding Board grants.

## **RCO Grants as Match**

Another Recreation and Conservation Funding Board grant or Salmon Recovery Funding Board grant may be used to help meet the match requirements if all of the following conditions are met:

- The grants are not from the same Recreation and Conservation Funding Board grant program.
- Only elements eligible in both grant programs are counted as the match.
- Each grant is evaluated independently and on its own merits, as if the match were coming from elsewhere.

For evaluation scoring purposes, an RCO grant used as match will not count toward the award of matching share points.<sup>29</sup>

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<sup>29</sup>Recreation and Conservation Funding Board Resolution 2014-06

## Mitigation Funds as Match

The Recreation and Conservation Funding Board allows use of impact fees and mitigation cash payments, such as money from a fund established as a mitigation requirement, as match if the money has been passed from the mitigating entity to an eligible applicant, and the board's grant does not replace mitigation money, repay the mitigation fund, or in any way supplant the obligation of the mitigating entity.

### Grant Limits<sup>30</sup>

	Maintenance and Operation	Land Acquisition-Development-Planning
Nonhighway Road	\$150,000 per project	\$200,000 per project
Nonmotorized	\$150,000 per project	\$200,000 per project
Off-road Vehicle	\$200,000 per project	No limit

### Records and Reimbursement

Applicants must keep detailed records of all funded project costs including force account values and donated contributions. Refer to *Manual 8, Reimbursements* for details and instructions regarding audits, record retention, and documents required for reimbursement.

### Where the Money Comes From and How It's Distributed

In 1972, the Legislature set aside 1 percent of the state's gasoline excise tax to provide funding for NOVA.<sup>31</sup> A second source of funding for this program is off-road vehicle registration fees.<sup>32</sup>

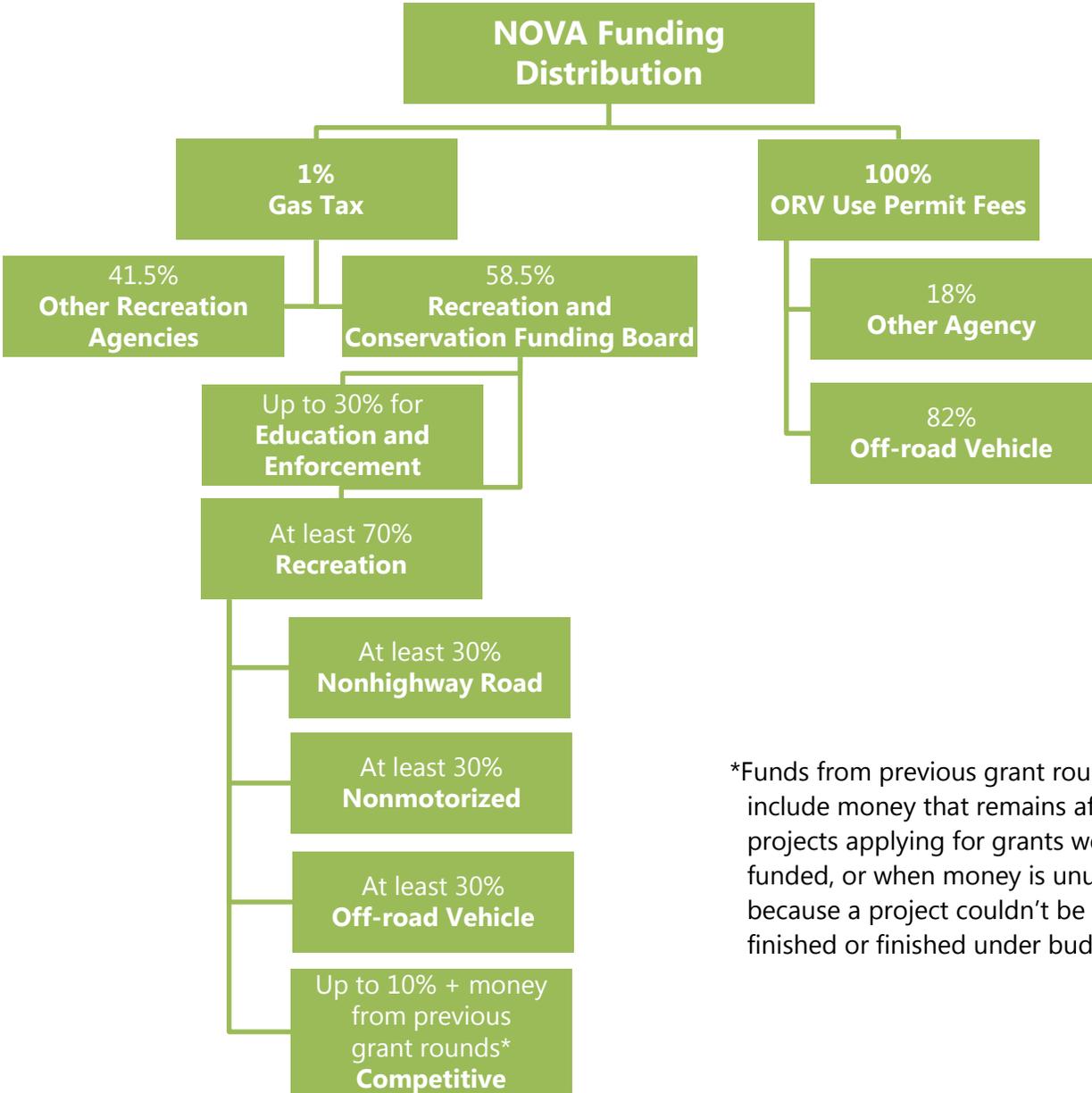
## Distribution of Money

Each year, the state treasurer refunds 1 percent of motor vehicle fuel tax revenues and then distributes the money to NOVA programs as shown in Figure 1 below.

<sup>30</sup>Recreation and Conservation Funding Board Resolution 2016-28

<sup>31</sup>Revised Code of Washington 46.09.520

<sup>32</sup>Revised Code of Washington 46.68.045



\*Funds from previous grant rounds include money that remains after all projects applying for grants were funded, or when money is unused because a project couldn't be finished or finished under budget.

## Figure 1: Allocation of Funds

The Recreation and Conservation Funding Board may waive any of the “not less than 30 percent” percentages if one of the following conditions are met:

- There are insufficient requests for funds.
- In the board’s view, a project has scored too low in evaluations.

A subset of the above “70 percent for recreation projects” money is the “competitive dollars,” which are funds that remain after distribution of the recreation project dollars (Figure 1).

### Funding Process

Allocation of board’s funds begins when the advisory committee scores and ranks all projects. The advisory committee evaluates grant applications by category using board-adopted criteria.

Next, RCO staff completes the following steps, the results of which are reviewed by the advisory committee and presented to the board:

1. Allocates the gasoline tax dollars<sup>33</sup> to the nonhighway road, nonmotorized, and ORV categories using the formula in Figure 1, above.
2. The “permit fee subgroup”<sup>34</sup> recommends allocation of the ORV fees received under Revised Code of Washington 46.68.045.
3. Allocates returned funds from previous years to partly funded and alternates in the same category. Adds any excess gasoline tax funds<sup>35</sup> and remaining returned funds to the pool of competitive dollars. Allocates to partly funded or unfunded projects<sup>36</sup> using the three criteria below:
  - The number of NOVA recreationists served and the advisory committee’s confidence in the number claimed.
  - The amount of non-state match in a project.

<sup>33</sup>Revised Code of Washington 46.09.520(2)(d)

<sup>34</sup>Off-road vehicle and mountain biking recreationists, governmental representatives, and land managers (Revised Code of Washington 46.09.340)

<sup>35</sup>Excess funds are those that remain after all projects in the category have been funded, or when money is returned from a previously funded project because it wasn’t completed or was completed for less money.

<sup>36</sup>Revised Code of Washington 46.09.520(2)(d)(iii)

- The number of unfunded projects in that category.
4. Anything leftover is added to the competitive pool for the next grant cycle (see the Step 3, above). Any excess ORV permit dollars are carried over to the ORV category.

# Section 4: Project Evaluation

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## In this section, you'll learn about:

- ✓ Project evaluation
- ✓ Advisory committee
- ✓ The evaluation criteria

## How Project Evaluation Works

The NOVA Advisory Committee evaluates grant applications based on a set of questions, which were created from state law and other criteria and adopted by the Recreation and Conservation Funding Board.

Grant applicants make in-person presentations. When a category is undersubscribed, the director may allow a written evaluation instead.<sup>37</sup>

There are two sections to the evaluation questions: advisory committee-scored questions and RCO staff-scored questions. In the first section, the NOVA Advisory Committee uses subjective criteria to score each project. Scores are based on each applicant's response to evaluation questions, graphics presented during the evaluation meeting, and summary application material made available in advance of the project's evaluation.

While the evaluation meetings are open to anyone, they are not public hearings. As such, only people designated by the applicant may address the advisory committee. At these meetings, RCO staff serves as a nonvoting moderator. Individual evaluator scores are kept confidential.

In the second section, RCO staff scores the projects using objective measures, such as matching share, population, and conformance to growth management planning. Scores are based on material submitted by applicants and information obtained from the state Office of Financial Management and the Department of Commerce.

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<sup>37</sup>Recreation and Conservation Funding Board Resolution 2009-16

Scores from sections one and two are combined for a project's total evaluation score. The scores create a ranked list of projects, which is submitted to the Recreation and Conservation Funding Board for funding consideration.

## Letters of Support

Letters and other documented expressions of project support will be available to the NOVA Advisory Committee members through PRISM Online for their review. Applicants should summarize this support when responding to the evaluation criteria, "Project support." A copy of each letter or document of support must be uploaded to the PRISM Online application.

## Advisory Committee

RCO manages the NOVA program with the assistance of a standing advisory committee. The NOVA advisory committee's role is to recommend policies and procedures to RCO for administering grant funds and to review, evaluate, and score grant applications. The Recreation and Conservation Funding Board makes the final funding decision in an open public meeting.

In recruiting members for the committee, RCO seeks to appoint people who possess a statewide perspective and are recognized for their experience and knowledge of nonhighway road, nonmotorized and off-road vehicle outdoor recreation in Washington.<sup>38</sup>

Check RCO's Web site for the current committee membership and other details at [www.rco.wa.gov/grants/advisory\\_committees/nova.shtml](http://www.rco.wa.gov/grants/advisory_committees/nova.shtml).

RCO's director may appoint *ex officio* members to the committee to provide additional representation and expertise.

## Do Not Fund Recommendation<sup>39</sup>

Occasionally during evaluations, the advisory committee may express significant concerns about a project, such that it would like to discuss a "Do Not Fund" recommendation. If this occurs, the advisory committee may discuss its concerns at the post-evaluation meeting, which takes place after application scores are tabulated.

If a "Do Not Fund" recommendation is scheduled to be considered, RCO will notify the applicant in writing, identify the significant concerns expressed by the evaluators, and invite the applicant to attend the post-evaluation meeting. The applicant may not give

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<sup>38</sup>Revised Code of Washington 46.09.340

<sup>39</sup>Revised by Recreation and Conservation Funding Board January 9, 2014

additional testimony but can respond to questions. The applicant may submit a written response to the evaluators' concerns. To ensure all projects are treated equally, no additional testimony from visitors is taken at the post-evaluation meeting. The advisory committee determines a "Do Not Fund" recommendation by a simple majority vote of the committee members that participated in application evaluations.

RCO staff will forward to the board a summary of the "Do Not Fund" recommendation and any committee member comments. The board will consider the advisory committee's recommendation at a regularly scheduled public meeting, before the ranked list is adopted (consideration may take place at the same meeting, but the "Do Not Fund" recommendation will be discussed before the ranked list is adopted). The board retains discretion in awarding all grant funds.

## Evaluation Criteria

Applicants must provide oral responses to applicable evaluation criteria (Questions 1-12).

NOVA Evaluation Questions Summary					
Scored By	Question	Title	Questions by Category and Project Type	Maximum Points	NOVA Plan Policy
Advisory Committee	1	Need	All	15	A-1, C-7
Advisory Committee	2	Need fulfillment	All	15	A-1, C-6, C-7
Advisory Committee	3	<i>Statewide Comprehensive Outdoor Recreation Plan</i> priorities	All	5	
Advisory Committee	4	Site suitability	Acquisition	10	C-15
			Combination Acquisition and Development	5	
Advisory Committee	5	Project design	Development	10	C-1, C-5, C-7, C-8, C-14
			Combination Acquisition and Development	5	
Advisory Committee	6	Maintenance	Maintenance and Operation	10	C-5, C-7, C-8, C-14
Advisory Committee	7	Planning	Planning	10	C-6, C-15
Advisory Committee	8	Sustainability and environmental stewardship	All	5	
Advisory Committee	9	Readiness to proceed	All	5	
Advisory Committee	10	Predominantly natural	Nonmotorized and Nonhighway Road category only	5	C-13
Advisory Committee	11	Project support	All	10	C-3, C-4
Advisory Committee	12	Cost-benefit	All	5	A-1, C-3
RCO staff	13	Matching shares	All	5	C-4
RCO staff	14	Population proximity	All	2	C-2
RCO staff	15	Growth Management Act preference	All	0	
<b>Nonhighway and Nonmotorized Total Points Possible</b>				<b>82</b>	
<b>ORV Total Possible Points</b>				<b>77</b>	

KEY:

All=includes acquisition, development, maintenance and operation, and planning project types.  
NOVA Plan Policy=Criteria orientation in accordance with the NOVA Plan 2005-2011, which were carried forward to 2013-2018 plan. The letter and number codes reference corresponding policies in the plan.

## Advisory Committee Scored—All Applicants Must Respond

For each question scored by the advisory committee, descriptive text and bullets are provided to help applicants and evaluators. A successful proposal need not address each consideration, nor is the list all inclusive.

**1. Need. What is the need for new, improved, or maintained facilities?<sup>40</sup>**  
**(Applicants respond only to bulleted items clearly relevant to their projects.)**

A) State, Regional, Land Manager, or Community Needs

- Cite any publicly reviewed and adopted plan that supports the need for the project by name, location, or type.
- Describe why NOVA funds are critical to the completion of this project (current physical condition, safety, environmental issues, imminent threat of loss of recreation, etc.)

B) Inventory Issues

- Describe similar opportunities now available in the local area.
- Describe the need for new and/or improved facilities in the service area. For example, are there overcrowding issues? Is this a unique recreational experience?
- Describe any significant maintenance backlog in the project area.

C) Use

- Describe how accessible (including to people with disabilities) the finished project will be to intended users.
- Describe how heavily trails and support facilities in the area are used.

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<sup>40</sup>Throughout this question, the applicant should address the need for facilities or recreation opportunities in the specific grant category in which he or she is applying. For example, if the applicant is applying for an off-road vehicle grant, he or she should describe the need for off-road vehicle facilities or address the off-road vehicle recreation opportunities.

- Describe any un-served or under-served user groups.

▲ Point Range: 0-5 points, which staff later multiplies by 3.

0 points No or very weak need established.

1-2 points Fair to moderate need established.

3 points Strong need established.

4-5 points Very high to exceptional: several points made to establish need.

Revised 2004.

**2. Need fulfillment. How well will this project fulfill the service area's needs identified in Question 1? (Applicants respond only to bulleted items clearly relevant to your project.)**

- How does the project meet the applicant's stated goals and objectives?
- How does the project meet the needs identified in the service area?
- How will the project meet the needs of any underserved user groups?
- How have intended users been included in the planning process and how has their feedback been addressed?

▲ Point Range: 0-5 points, which staff later multiplies by 3.

0 points No or weak evidence of need satisfaction.

1-2 points Fair to moderate evidence. Project fills only a small portion of the apparent or expressed need.

3 points Strong evidence. An important need will be addressed by the project, although that need will not be completely filled by the project as proposed.

4-5 points Very high to exceptional evidence. The project fulfills a critical need.

Revised 2004.

**3. State Comprehensive Outdoor Recreation Plan Priorities. How will this project address statewide or regional priorities as described in the State Comprehensive Outdoor Recreation Plan?**

▲ Point Range: 0-5 points.

Revised February 2016 by Recreation and Conservation Funding Board Resolution 2016-09.

### Answered by Applicants with Acquisition Projects

**4. Site suitability. To what extent is the site to be acquired well suited for the intended recreational activity?<sup>41</sup> (Applicants respond only to bulleted items clearly relevant to your project.)**

Describe the suitability of the site's physical features for the proposed uses. Generally, sites most compatible with the proposed uses will score higher. Consider such factors as:

- Size
- Topography
- Soils
- Natural amenities
- Location

Other considerations include:

- How is the proposed acquisition compatible with the adjacent land uses?
- Does this acquisition provide a buffer to the existing use area? Explain.
- Will the proposed acquisition link to an existing facility?<sup>42</sup> Explain.

▲ Point Range: 0-5 points, which staff later multiplies by 2.

0 points      No evidence presented, or the site is inappropriate for the intended recreation uses.

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<sup>41</sup>An applicant should address the suitability of the site for the recreation facility in the specific grant category in which he or she is applying. For example, if the applicant is applying for an off-road vehicle grant, he or she should describe the suitability of the site for off-road vehicle recreation.

<sup>42</sup>Existing facilities providing recreation for the specific grant category in which he or she is applying. For example, if the applicant is applying for an off-road vehicle grant, will the proposed acquisition link to an existing facility providing off-road vehicle recreation.

- 1-2 points Below average to moderate. The site appears fair for the intended uses, though there may be concern over its appropriateness.
- 3 points Good. Site is adequate or reasonable for intended uses.
- 4-5 points Very good to excellent. Site is outstanding.

Revised 2004.

## Answered by Applicants with Development Projects

### **5. Project design. Is the proposal appropriately designed for intended uses and users? (Applicants respond only to bulleted items clearly relevant to your project.)**

If the facility has a Primary Management Objective,<sup>43</sup> describe how the project design is compatible with the objective.

Explain how the project uses proven design criteria including:

- Barrier free and other user friendly elements.
- Adequate spatial relationships, surfacing, width, and grades (are there switchbacks, how is multiple-use facilitated, how tight are curves for ORVs, bicycles, and motorcycles?)
- Trails: Were "loop" designs considered and if present, do the loops lead to a primary destination?

Explain how the design:

- Protects and complements the environment.
- Makes the best use of the site.
- Minimizes the need for ongoing maintenance.
- Satisfies users' desired level of difficulty (for ORVs only)

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<sup>43</sup>Primary Management Objective means the main type of use for which a trail or facility is managed. Primary Management Objectives are adopted by policy and communicated to users. For example, if an agency carries out a policy to specifically manage a facility for wildlife viewing, and communicates this fact to users, the Primary Management Objective is wildlife viewing. Such a Primary Management Objective does not necessarily mean that other uses are prohibited. A Primary Management Objective provides all users with an understanding of the type of experience to expect.

- For existing trails: Does not over build (retains the difficulty level) and minimizes user displacement.

▲ Point Range: 0-5 points, which staff later multiplies by 2.

0 points      Poor evidence presented or inappropriate design. For example: Environmental issues not addressed, trail difficulty level or user experience not addressed or can be expected to change substantially, or high probability of user displacement.

1-2 points    Below average to moderate. For example: Design does fair job of addressing environmental issues, use difficulty level and user experience will change somewhat, there appears to be some user displacement.

3 points      Good. For example: Design is adequate or reasonable to address environmental problems, retains similar difficulty level and user experience, or may be low levels of user displacement.

4-5 points    Very good to excellent. Design is outstanding. If a trail, it retains difficulty level and user experience with minimal or no user displacement.

Revised 2004.

## Answered by Applicants with Maintenance and Operation Projects

### **6. Maintenance. Are the project's maintenance goals and objectives appropriate? (Applicants respond only to bulleted items clearly relevant to your project.)**

- Is the project needed to ensure protection of an environmentally sensitive site? Explain.
- If this is a trail project, what safeguards are in place to ensure an appropriate level of difficulty or challenge is retained?
- Does the site pose special maintenance problems? Will it be cost-effective to continue maintenance over the long term? Explain.
- By how long will this maintenance project extend the service life of this facility? Explain.

▲ Point Range: 0-5 points, which staff later multiplies by 2.

- |            |                                                                                                         |
|------------|---------------------------------------------------------------------------------------------------------|
| 0 points   | Poor. Too little information is presented, or the goals and objectives don't seem appropriate.          |
| 1-2 points | Fair to moderate. Project appears to be only somewhat important.                                        |
| 3 points   | Good. Project effectively addresses a relatively important maintenance need in a timely way.            |
| 4-5 points | Very good to excellent. This project effectively addresses a critical maintenance need in a timely way. |

Revised 2013.

## Answered by Applicants with Planning Projects

### **7. Planning. To what extent will the proposed plan or study help provide opportunities and address sustainability of the natural environment?<sup>44</sup> (Applicants respond only to bulleted items clearly relevant to your project.)**

#### **Recreation Benefit and Public Involvement Factors**

- Will this project directly benefit the intended recreation? Explain. (For example, will it result in a development proposal, or will more planning be required?)
- What are the results of any public involvement in the planning proposal?

#### **Proposed Plan Scope and Outcomes Factors**

- Are the project's planning goals and objectives appropriate? Explain.
- Is the proposed plan or study cost-effective?
- Does the plan or study reflect current planning or design standards or is the approach untested?
- Are there any conditions on site or in the study area that might require extraordinary or unique planning or design efforts?

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<sup>44</sup>An applicant should address the recreation opportunities provided in the specific grant category in which he or she is applying. For example, if the applicant is applying for an off-road vehicle grant, he or she should describe the off-road vehicle opportunities that would be provided.

- What is the complexity or feasibility of environmental mitigation that could be required?
- Does the plan or study address maintenance and stewardship of the planning area?
- What are the qualifications and experience of the personnel, including consultants?

▲ Point Range: 0-5 points, which staff later multiplies by 2.

- |            |                                                                                                                          |
|------------|--------------------------------------------------------------------------------------------------------------------------|
| 0 points   | Evidence is vague or it appears that the project will not lead to new opportunities for the intended type of recreation. |
| 1-2 points | Fair to moderate evidence. Proposal likely will lead to weak or below average new recreation opportunities.              |
| 3 points   | Good. Proposal likely will lead to an above average or several solid recreation opportunities.                           |
| 4-5 points | Very good to excellent. Proposal likely will lead to an outstanding opportunity in the intended recreation type.         |

Revised February 2016 by Recreation and Conservation Funding Board Resolution 2016-09.

**8. Sustainability and Environmental Stewardship. Will the project result in a project, plan, or program that protects the integrity of the environment?**

Factors to consider for different project types are outlined below.

**Acquisition and Planning**

- How was your project site selected and how can impacts to ecosystem functions or habitat loss be minimized or avoided?
- How will the proposed uses avoid environmental impacts and support the ecosystem functions of the property to include any aquatic resources?
- Are there invasive species on site? If there are, what is your response plan to limit the presence and spread of invasive species in your project and future recreational uses?
- What is the strategy or plan for maintenance and stewardship of the site? How will your planned operation and maintenance preserve or protect natural resources?

- How do the natural characteristics of the site support future planned uses? What natural features do you plan to retain?
- For the planned use of the site, do you expect to go beyond the expected permitting and mitigation requirements?
- What natural elements of the site do you plan to retain/protect? Is there an opportunity for public environmental education?
- Will the planned project protect wetlands or wetland functions? Describe the size, quality, and classification.
- Compare your site and your expected development to other developed sites nearby. How is yours more sustainable and environmentally responsible than others?
- What other noteworthy characteristics of the planned project contribute to environmental protection, energy efficiency, less maintenance, fewer environmental impacts, or sustainability?

#### **Development**

- Does the proposed development protect natural resources onsite and integrate sustainable elements such as low-impact development techniques, green infrastructure, or environmentally preferred building products?
- Are you replacing invasive plant species with native vegetation? Are you using pervious surfaces for any of the proposed facilities?
- Are you installing interpretive panels or signs that educate users about sustainability?
- What sustainable materials are included in the project? Will these materials result in a long useful life of the project?
- What energy-efficient features are you adding?
- What modes of transportation provide access to the site?
- Is the on-site storm water managed by rain gardens, porous paving, or other sustainable features? Does the design exceed permit requirements for storm water management?
- If there are wetlands on site, describe the size, quality, and classification and explain how the design considers the wetland functions.

- What is the strategy or plan for long-term maintenance and stewardship of the site?
- What other developed features will contribute to increasing energy efficiencies, reducing maintenance, minimizing environmental impacts, or being more sustainable?

#### **Maintenance and Operation**

- In evaluating alternative approaches to your maintenance and operations, did you consider and reject any to reduce impacts to natural resources and reduce pollution?
- If replacing an existing structure or rerouting a trail, will this reduce existing negative impacts to ecosystem function or habitat? Will your invasive species response plan reduce the presence or spread of invasive species?
- Do you have a maintenance and operation plan that prioritizes environmental stewardship?
- Are the materials, equipment, and products you use environmentally responsible? Will they result in a long useful life?
- Do you require staff and contractor training in tasks that reduce waste, lower emissions, and reduce impacts to natural resources?
- When upgrading facilities, to what extent can you leverage these upgrades to improve your stewardship of natural resources and reduce waste and pollution?
- What other noteworthy characteristics of your project contribute to environmental protection, energy efficiency, less maintenance, fewer environmental impacts, or sustainability?
- Does your maintenance and operation program have a public education component? How do you communicate with your users about how they can reduce their environmental impacts
- In what ways will your maintenance and operations reduce impacts to ecosystem function and habitat that would otherwise occur?
- Compare your site and your expected development to other developed sites nearby. How is your planned development more sustainable and environmentally responsible than others?

- In what ways will your maintenance and operations extend the useful life of the facility or preserve public access?

▲ Point Range: Evaluators award a maximum of 5 points.

Revised February 2016 by Recreation and Conservation Funding Board Resolution 2016-09.

**9. Readiness to proceed. How soon after the grant is approved can the project begin? (Applicants respond only to bulleted items clearly relevant to your project.)**

There are often good reasons why managers are unable to initiate a project immediately. Even so, if other factors are equal, the NOVA program favors projects that move the quickest.

- Start-Finish: When will work on the project begin? When will work be completed and/or the facility be open to use?

Preliminary Work: Are all elements ready - permits, environmental clearances, engineering, signed agreements, equipment, labor force, etc.? Have any appeals been resolved? (Explain.)

- Acquisitions: Has the landowner been contacted? Is the owner willing to sell? Does the applicant hold an option on the property? (Describe). Are required appraisals and reviews completed? (Describe). Will the land acquired be immediately available for use by users in the intended category? Explain.

▲ Point Range: 0-5 points.

- |            |                                                                                                 |
|------------|-------------------------------------------------------------------------------------------------|
| 0 points   | Very large barriers exist that likely will delay the project a year or more.                    |
| 1-2 points | Substantial to significant barriers exist that likely will be removed in the next 12 months.    |
| 3-4 points | Minimal to ordinary barriers exist that likely will be removed by the time a grant is approved. |
| 5 points   | No barriers. The project is ready to move forward immediately.                                  |

Revised 2004.

**10. Predominantly natural. Is the project site in a predominantly natural setting? (ORV applicants do not answer this question. All other applicants respond only to bulleted items clearly relevant to your project.)**

Consider the project's immediate physical setting, not its distance from structures that affect the setting. Apart from the proposal, to what extent does the user experience the natural environment versus human structures and activities: buildings, radio/cell towers, roads, dams, etc.?

A setting does not need to be pristine or untouched to rate a high score:

- A second growth forest often is sufficiently natural.
- A remote high camp or ridge-top trail can afford distant views of cities or towns.
- A campground or trailhead can be located adjacent to or at the end of a paved road.
- The number of people using the facility will not detract necessarily from the setting or desired recreational experience.

When evaluators score this question, they will look at the natural setting of the location, not the facility proposed for funding.

▲ Point Range: 0-5 points.

- |            |                                                                                                                                  |
|------------|----------------------------------------------------------------------------------------------------------------------------------|
| 0 points   | No evidence presented, or site is not natural.                                                                                   |
| 1-2 points | Setting is not very natural: too much noise, too many roads, clear cuts, etc.                                                    |
| 3-4 points | Setting is mostly natural. Though it may be adjacent to a clear cut or touch a road, virtually all views and sounds are natural. |
| 5 points   | Setting is natural. Any trees are predominately mature, sights and sounds are all natural.                                       |

Revised 2004.

**11. Project support. To what extent do users and the public support the project? (Applicants respond only to bulleted items clearly relevant to your project.)**

Support can be demonstrated in both financial and non-financial ways and varies depending upon the project type. In scoring this question, evaluators consider

the type of support that is most relevant to the project. Examples of support or endorsement include:

- Voter-approved initiatives and bond issues.
- Donations to help complete the project: Labor, equipment, money, materials, or land.
- Advisory board approval, completion of a public planning process that endorsed this project.
- Positive letters, oral testimony at public meetings, or support from friends or user groups.
- Positive (or the absence of extensive negative) media coverage.

▲ Point Range: 0-5 points, which staff later multiplies by 2.

0 points      No or very weak evidence presented.

1-2 points    Minimal to fair specific evidence of support.

3 points      Moderate support.

4-5 points    Exceptional to overwhelming support.

Revised 2004.

**12. Cost-benefit. Do the project's benefits outweigh its costs? (Applicants respond only to bulleted items clearly relevant to your project.)**

Costs may include fiscal outlays, unacceptable harm to adjoining areas or the environment, and factors that cause unnecessary ill will from users, the public, or others. Benefits may be economic gains for the community, added opportunity for facility users, improvements to the environment, etc.

- What is the cost per mile for trails or other unit of measure for other projects? Explain.
- Describe this project's impact on the net availability of opportunities?<sup>45</sup>

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<sup>45</sup>An applicant should address the availability of recreation opportunities in the specific grant category in which he or she is applying. For example, if the applicant is applying for an off-road vehicle grant, he or she should describe the availability of off-road vehicle recreation opportunities.

- What alternatives to the project were considered and why were they rejected in favor of the current proposal?
- Describe the recreation and non-recreational benefits this project will provide, including health, community economic development, education, and stewardship.
- Describe the project's environmental cost-benefit.
- Explain why reviewers should have confidence in the budget for this project.

▲ Point Range: 0-5 points.

- |            |                                                     |
|------------|-----------------------------------------------------|
| 0 points   | No evidence of a net benefit presented.             |
| 1-2 points | Little to modest evidence of a mild net benefit.    |
| 3-4 points | Adequate to strong evidence of a solid net benefit. |
| 5 points   | Substantial evidence of an exceptional net benefit. |

Revised 2004.

## Scored by RCO Staff

### 13. Matching shares. What percentage of the total project cost is the applicant contributing?

RCO staff scores this question based on information provided in the application. Only elements considered reimbursable are eligible for use as an applicant's match. For evaluation scoring purposes, an RCO grant used as match will not count toward the award of matching share points. No additional information is required.

▲ Point Range: 0-5 points.

- |          |                                                                           |
|----------|---------------------------------------------------------------------------|
| 0 points | 0-10 percent of project's value will be contributed by the applicant.     |
| 1 point  | 10.01-20 percent of project's value will be contributed by the applicant. |
| 2 points | 20.01-30 percent of project's value will be contributed by the applicant. |

- 3 points 30.01-40 percent of project's value will be contributed by the applicant.
- 4 points 40.01-50 percent of project's value will be contributed by the applicant.
- 5 points More than 50 percent of project's value will be contributed by the applicant.

Revised January 9, 2014.

**14. Population proximity. Is the project site located:**

- **In a county with a population density greater than 250 people per square mile**
- **Within 30 miles of a city with a population of 25,000 people or more?**

RCO staff will score this question based on maps provided with the application. No additional information is required. The *2013-2018 NOVA Plan* directs the Recreation and Conservation Funding Board to encourage projects convenient to population centers. That policy is supported by Revised Code of Washington 79A.25.250.

▲ Point Range: 1-2 points. RCO staff awards 1 point each below, for a maximum of 2 points.

- 1 point Located in a county with a population density greater than 250 people per square mile and/or
- 1 point Located within 30 miles of a city with a population of 25,000 people.

**15. Growth Management Act preference. Has the applicant<sup>46</sup> made progress toward meeting the requirements of the Growth Management Act?<sup>47</sup>**

State law requires that:

- A) Whenever a state agency is considering awarding grants to finance public facilities, it shall consider whether the applicant has adopted a comprehensive plan and development regulations as required by Revised Code of Washington 36.70A.040 ("state law").

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<sup>46</sup>Applicants in this question are counties, cities, and towns only. This question does not apply to nonprofit organizations or state and federal agency applicants.

<sup>47</sup>Revised Code of Washington 43.17.250 (Growth Management Act-preference required)

- B) When reviewing such requests, the state agency shall accord additional preference to applicants that have adopted the comprehensive plan and development regulations. An applicant is deemed to have satisfied the requirements for adopting a comprehensive plan and development regulations if it:
- Adopts or has adopted within the time periods specified in state law;
  - Adopts or has adopted by the time it requests a grant or loan; or
  - Demonstrates substantial progress toward adopting within the time periods specified in state law. An agency that is more than 6 months out of compliance with the time periods has not demonstrated substantial progress.
- C) A request from an applicant planning under state law shall be accorded no additional preference based on subsection (B) over a request from an applicant not planning under this state law.

Scores for this this question are based on information from the state Department of Commerce, Growth Management Division. If an agency's comprehensive plan, development regulations, or amendments have been appealed to a Growth Management Act Hearings Board, they cannot be penalized during the period of appeal. Scoring occurs after RCO's technical completion deadline.

▲ Point Range: -1 to 0.

- |          |                                                                                       |
|----------|---------------------------------------------------------------------------------------|
| -1 point | The applicant does not meet the requirements of Revised Code of Washington 43.17.250. |
| 0 points | Applicant meets the requirements of Revised Code of Washington 43.17.250.             |
| 0 points | Applicant is a nonprofit organization, state or federal agency.                       |

## Supplemental Questions

There are several questions that are applied only to projects eligible for competitive and excess funds.

Supplemental Questions				
Scored By	Question	Title	Project Type Questions	Maximum Points
RCO Staff	A1	NOVA Recreationists Served	All	5
Advisory Committee	A2	Confidence in Number Served	All	
RCO staff	B	Amount of Non-State Match	All	5
RCO staff	C	Unfunded Projects in Category	All	5
<b>Points Possible</b>				<b>15</b>

KEY:

All=includes acquisition, development, maintenance and operation, and planning project types.  
Recreation and Conservation Funding Board Meeting=The date of the meeting in which policy was set.

### Scored by RCO Staff

#### **A1. Number of NOVA recreationists served. How many NOVA recreationists actually will use this facility or project in a typical year?**

RCO staff scores this question based on data provided in the application. No additional information is required. A revised score may be recommended by the advisory committee based on over-all confidence in the number provided by the applicant and the number's derivation.

▲ Point Range: 0-5 points.

- 0 points      Project will serve 0–999 NOVA recreationists.
- 1 point      Project will serve 1,000–9,999 NOVA recreationists.
- 2 points      Project will serve 10,000–49,999 NOVA recreationists.
- 3 points      Project will serve 50,000–99,999 NOVA recreationists.
- 4 points      Project will serve 100,000–249,999 NOVA recreationists.
- 5 points      Project will serve 250,000 or more NOVA recreationists.

Revised March 26, 2009

## Scored by the Advisory Committee

The advisory committee scores this question based on information provided in the application. No additional information is required.

**A2. Confidence in estimated NOVA recreationists served. How accurate is the applicant-provided number of NOVA recreationists served?**

▲ Point Range: 0-1 point, which staff later multiplies by the score of Question A1.

- |           |                                                                                                                                                                                  |
|-----------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 0 points  | There is no confidence that the claimed number served is accurate. For example, there appears to be no basis for the number.                                                     |
| 0.2 point | There is very low confidence that the claimed number served is accurate. For example, the information is from "office" estimates or trailhead registers.                         |
| 0.4 point | There is low confidence that the claimed number served is accurate. For example, the information is based on very old information or interviews.                                 |
| 0.6 point | There is moderate confidence that the claimed number served is accurate.                                                                                                         |
| 0.8 point | There is good confidence that the claimed number served is accurate. For example, the information may be a little dated, but is from once accurate sources like on-site surveys. |
| 1 point   | There is high confidence that the claimed number served is accurate. For example, information is from a current on-site survey.                                                  |

Revised March 26, 2009

## Scored by RCO Staff

**B. Amount of non-state match. What percentage of the total project cost is the applicant contributing from non-state resources?**

RCO staff scores this question based on information provided in the application. Only elements considered reimbursable are eligible for consideration. No additional information is required.

▲ Point Range: 0-5 points.

- |          |                                                                           |
|----------|---------------------------------------------------------------------------|
| 0 points | 0-10 percent of project's value will be from non-state resources.         |
| 1 point  | 10.01-20 percent of project's value will be from non-state resources.     |
| 2 points | 20.01-30 percent of project's value will be from non-state resources.     |
| 3 points | 30.01-40 percent of project's value will be from non-state resources.     |
| 4 points | 40.01-50 percent of project's value will be from non-state resources.     |
| 5 points | More than 50 percent of project's value will be from non-state resources. |

Revised March 27, 2008

**C. Unfunded projects in category. After scoring and ranking, how many projects are below the pre-Recreation and Conservation Funding Board approved funding line?**

RCO staff scores this question based on information provided in the post evaluation listing of ranked projects. No additional information is required.

▲ Point Range: 0-5 points.

- |          |                                                |
|----------|------------------------------------------------|
| 0 points | 0 projects are below the funding line.         |
| 1 point  | 1-2 projects are below the funding line.       |
| 2 points | 3-4 projects are below the funding line.       |
| 3 points | 5-6 projects are below the funding line.       |
| 4 points | 7-8 projects are below the funding line.       |
| 5 points | 9 or more projects are below the funding line. |

Revised March 27, 2008

# Appendix A: Definitions

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## In this section, you'll learn about

- ✓ Definitions
- ✓ Commonly used acronyms

## Definitions

Program definitions are found in Revised Code of Washington 46.09. A few of the more frequently used are repeated here:

**Nonhighway road** means any road owned or managed by a public agency or any private road for which the owner has granted an easement for public use for which appropriations from the motor vehicle fund were not used for (a) original construction or reconstruction in the past 25 years; or (b) maintenance in the last 4 years.

**Nonhighway road recreation facilities** means recreational facilities that are adjacent to, or accessed by, a nonhighway road and intended primarily for nonhighway road recreational users.

**Nonhighway road recreational users:** A person who drives on back roads or off road to go hunting, fishing, camping, sightseeing, wildlife viewing, picnicking, driving for pleasure, kayaking or canoeing, or gathering berries, firewood, mushrooms, and other natural products.

**Nonhighway vehicle** means any motorized vehicle including an ORV when used for recreational purposes on nonhighway roads, trails, or a variety of other natural terrain. A nonhighway vehicle does not include the following:

- Any vehicle designed primarily for travel on, over, or in the water.
- Snowmobiles or any military vehicles.

- Any vehicle eligible for a motor vehicle fuel tax exemption or rebate under Revised Code of Washington 82.36 while an exemption or rebate is claimed. This exemption includes but is not limited to farm, construction, and logging vehicles.

**Nonmotorized recreational facilities** means recreational trails and facilities that are adjacent to, or accessed by, a nonhighway road and intended primarily for nonmotorized recreational users.

**Nonmotorized recreational users:** A person who drives on back roads or off road to participate primarily in nonmotorized activities, including walking, hiking, backpacking, climbing, cross-country skiing, snowshoeing, mountain biking, and horseback riding.

**Off-road vehicle (ORV)** means any non street-licensed vehicle when used for recreational purposes on nonhighway roads, trails, or a variety of other natural terrain. Such vehicles include, but are not limited to, all-terrain vehicles, motorcycles, four-wheel drive vehicles, and dune buggies.

**ORV recreation facilities** include, but are not limited to, ORV trails, trailheads, campgrounds, ORV sports parks, and ORV use areas, designated for ORV use by the managing authority.

**ORV recreational user** is a person who drives on back roads or off road to to participate primarily in motorized activities, including riding all-terrain vehicles, motorcycles, four-wheel drive vehicles, or dune buggies (not snowmobiles or go-karts).<sup>48</sup>

**ORV sports park** is a facility designed to accommodate competitive ORV recreational uses including, but not limited to, motocross racing, four-wheel drive competitions, and flat track racing. Use of ORV sports parks can be competitive or noncompetitive in nature.

**ORV trail** means a multiple-use corridor designated by the managing authority and maintained for recreational use by motorized vehicles.

**Primary Management Objective** is the sponsor's statement of how it intends to manage the grant-funded project, including but not limited to, the primary intended user group (motorized, nonmotorized, and so on).

**Primitive road** is a linear route managed for use by four-wheel drive or high-clearance vehicles that generally is not maintained or paved, a road designated by a county as primitive under Revised Code of Washington [36.75.300](#), or a road designated by a city or town as primitive under a local ordinance.

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<sup>48</sup>Such vehicles as snowmobiles and "go-karts" are excluded in the legal definition of an off-road vehicle.

For other definitions of terms used in this manual, see the project agreement. A sample is on the RCO Web site.

# Appendix B: NOVA Plan Policies and Priorities

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The following policies apply to nonhighway road, nonmotorized, and off-road vehicle capital and maintenance and operation grants. The policies below are an abbreviated list of what was adopted by the Recreation and Conservation Funding Board for the 2008-2011 NOVA plan and were continued by the board into the 2013-2018 NOVA plan. To review the full list of priorities, see the NOVA plan on the RCO Web site.

## A. NOVA Program

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**Policy A-1**    **The NOVA Program shall allow agencies to provide quality opportunities for nonhighway road, nonmotorized, and ORV recreationists — opportunities that satisfy user needs, are environmentally responsible, and minimize conflict among user groups. Sponsors will demonstrate accountability and help attain this goal, in part, by reporting on project related activities.**

**NOVA funding shall augment, not replace, other sources of funding.**

The NOVA Program allows user groups and public agencies to work cooperatively to provide *nonhighway road, nonmotorized, and ORV* recreation opportunities. Because of the program's revenue source and the effects of its funding, the program brings together many interests which are sometimes in conflict. NOVA funds shall be used to provide quality recreation opportunities in a manner that strives to minimize conflict and environmental damage.

NOVA funding is intended to enhance the capabilities of recreation providers and managers. Similar to other RCO funding programs, NOVA funding shall achieve results that would not be possible without state

funding. It shall not replace other funding. When NOVA funding is available for maintenance and operation, for example, it shall not be used to replace or divert monies that would otherwise be available for that purpose.

## **C. NOVA Recreation Facility Acquisition, Development, Maintenance, and Planning**

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**Policy C-1 Encourage a primary management objective designation (equestrian, hiking, mountain bicycling, ORV, etc.) on facilities receiving NOVA funding.**

Designating trails and other facilities with a primary management objective not only helps clarify the experience users can expect, but also provides clear and consistent direction to managers. Use of primary management objectives is supported by the *Washington State Trails Plan (RCO, 1991)*.

**Policy C-2 Encourage projects convenient to population centers.**

Because of the nonhighway road threshold criteria (access via a non-gasoline tax supported road, etc.) and emphasis on natural settings, most NOVA recreation opportunities are provided in relatively remote settings. While it is often difficult or impossible to locate such opportunities in urbanized areas, priority shall be given to projects convenient to such areas. This policy is supported by the *Washington State Trails Plan (RCO, 1991)* and *An Assessment of Outdoor Recreation in Washington State (RCO, 2002)*, and is consistent with Revised Code of Washington 79A.25.250.

**Policy C-3 Encourage non-government contributions.**

Contributions of money, materials, and/or services by volunteers, the private sector, nonprofit organizations, and others are important in the NOVA Program.

Donations stretch scarce public funding, improve the overall cost-benefit, extend "ownership" to those involved in the project, and help demonstrate broad public support.

**Policy C-4 Encourage sponsors to contribute matching value to their projects.**

Similar to Policy C-3, project sponsors who contribute part of a project's cost (via dollars, materials, or labor/service) make NOVA Program dollars reach more projects while demonstrating a local commitment in the project's success.

**Policy C-5 Encourage projects that have design considerations that minimize the need for ongoing maintenance.**

Projects can often incorporate design elements that reduce maintenance needs. Decisions about placement and materials, for example tread surfaces, often affect maintenance needs. Adequate consideration of maintenance during the design phase can result in long-term savings that far outweigh most short-term construction cost increases.

**Policy C-6 Require general plans and completion of applicant-required processes before the Recreation and Conservation Funding B funding meeting.**

Project sponsors shall provide evidence of planning that supports the proposed project. Unlike project-specific engineering plans, these general plans shall clearly define goals, objectives, and needs, and be developed in a process that includes opportunities for public participation. They may include local agency comprehensive park plans, growth management plans, national forest plans, national park management plans, etc.

**Policy C-7 Require applicants for maintenance and operation proposals to state their projects' goals and objectives in the applications. Encourage these applicants to provide "need" information during project evaluations.**

If a project (the "solution") is to be successful, it must be clearly linked to a defined problem. Stating a project's goals and objectives accomplishes this. A goal is a broad statement of intent that describes a desired outcome – for example, "stop resource damage" or "improve trail safety." Objectives are connected to the goal and are both more specific and measurable. Objectives help us know when the goal has been accomplished. Typical objectives include "stop trail sediment from entering streams" and "apply federal trail safety standards."

"Need" is not so easily defined and so is rated in the more subjective project evaluations (in the nonhighway road, nonmotorized, and ORV evaluation instruments, see Questions 1 and 2). In the NOVA program,

need relates to a project's support as expressed in a publicly reviewed and adopted state, regional, or other plan. It can be described in terms of physical condition of existing facilities, safety and environmental issues, or the threat of the loss of an opportunity. Need can vary with the availability of similar opportunities, travel times, accessibility, and use levels.

**Policy C-8      Require completion of applicant-required environmental processes before issuing a project agreement.**

Consistent with local, state, and federal laws and regulations, applicants must provide evidence of compliance with environmental planning and review requirements. This means demonstrating compliance with either the State or Federal Environmental Policy Act (SEPA or NEPA). In most cases, this means providing to RCO within 90 days after RCO funding approval, such documentation as a "Determination of Non-Significance" (SEPA); "Record of Decision," "Decision Notice," or "Decision Memo" (NEPA).

Applicants also must comply with any permitting requirements, including shoreline, hydraulics, building, health, etc. RCO does not require proof of compliance with these permit obligations.

**Policy C-9      Require a lease period of at least 25 years for projects acquiring leases.<sup>49</sup>**

Before adoption of this policy, RCO required that, at minimum and short of a fee simple purchase, any land acquisition project needed to guarantee a lease lifespan of 50 years. Since, however, it is nearly impossible to obtain a 50-year lease today because facility life expectancy is usually only 20-25 years, this requirement is reduced to 25 years.

**Policy C-10    Within their respective Nonhighway Road,-Nonmotorized,ORV funding categories, evaluate acquisition, development, maintenance and operation, and planning projects on a head-to-head basis.**

By statute, NOVA facility funding is divided into three categories: *Nonhighway road, nonmotorized, and off-road vehicle*. Requiring that all projects within these categories compete in direct competition with one

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<sup>49</sup>This policy primarily concerns the state Department of Natural Resources.

another is one way we can help ensure that only the most desirable projects are funded.

**Policy C-11 Fund maintenance and operation projects for up to 2 consecutive years.**

Allowing maintenance and operations funding to be used for 2 years increases budget certainty for sponsors and may result in higher quality programs. At the same time, it reduces the work associated with an annual project submission for sponsors, the NOVA Advisory Committee, and RCO.

**Policy C-12 The grant ceiling for individual projects is limited as shown in the following table.<sup>50</sup>**

	Maintenance and Operation	Land Acquisition-Development-Planning
Nonhighway Road	\$100,000 per project <sup>1</sup>	\$100,000 per project
Nonmotorized	\$100,000 per project <sup>1</sup>	\$100,000 per project
Off-road Vehicle	\$200,000 per project	No limit

<sup>1</sup>Limited to \$50,000 per year, for a maximum of 2 years.

**Further, only the three previously RCFB-assisted sport parks (Thurston-Grays Harbor Counties., City of Richland, Spokane County.) will be considered for funding.**

The above limits are imposed due to the shortage of funds available for projects, typically about \$560,000-\$600,000 in fuel tax dollars per year, per funding category (Nonhighway Road-Nonmotorized-ORV).

Plan research strongly suggests broad support for increasing the availability and quantity of NOVA funding. One of the most intensely discussed issues during plan preparation was trail maintenance. Program administrators suggested that historically, too much funding has been directed to capital projects without the necessary maintenance infrastructure and funding to support the efforts. Overall, plan research also shows recreationists find maintenance of trails as their most important issue.

ORV recreationists indicated trail maintenance was their second most important issue. With the exception of sport parks, RCO rarely has seen

<sup>50</sup>Grant ceilings were modified by the Recreation and Conservation Funding Board in July 2016 through Resolution 2016-28.

a maintenance and operations project that approaches the \$200,000 limit.

RCFB limits the number of competition ORV sport parks it will support because of their relatively high cost.

**Policy C-13 Encourage emphasis on projects in areas that are predominantly natural, such as are typically (but not necessarily) found in a “backcountry” environment. This policy does not apply to the ORV funding category.**

To be eligible for nonhighway road and nonmotorized funding, projects must be adjacent to or accessed by a nonhighway road. Consideration of a "backcountry experience" in project selection is based on the notion that additional emphasis should be placed on allocating funds back to the type of setting where funds were generated. A portion of the NOVA fund is generated by motorists traveling on nonhighway roads, such as those that occur in national parks or forests. As such, travelers who pay the fuel tax will benefit from projects on or next to these roads. Emphasis on providing setting attributes that are predominantly natural is supported by *Washington Outdoors: Assessment and Policy Plan* (RCO).

This policy, however, does not apply to the ORV funding category. In surveys and NOVA advisory committee discussions, members of the ORV community said that, while they do enjoy natural settings, such areas are not of sufficient significance to make them a funding priority.

**Policy C-14 When reconstructing trails, encourage projects that correct environmental problems, retain trail difficulty and user experiences, and minimize user displacement.**

Reconstruction can be less expensive than new construction and often presents opportunities to employ current standards and correct environmental problems. Project sponsors shall be sensitive to current trail uses and experiences, and seek to minimize "over building" the trail and significantly changing the opportunity for either motorized or nonmotorized users.

**Policy C-15 Find appropriate sites through the initiative of land managers.**

RCO will not assume a proactive role in site identification. Consistent with its other programs, RCO will continue to rely on public land managers to identify appropriate NOVA project sites through their land use planning and public involvement processes. Recreationist groups

are encouraged to continue to work with land managers to identify sites. RCO staff will continue to publicize the availability of NOVA funding opportunities through its grant workshops, Web page, and publications.