



STATE OF WASHINGTON

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June 2, 2006

TO: IAC Committee Members

PREPARED BY: Jim Fox, Special Assistant to the Director

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SUBJECT: **Item #10. WWRP Urban Wildlife Habitat Selection Criteria and Past Results**

Background

In recent years, state agencies have received more grants than local agencies in the urban wildlife habitat (UWH) category of the Washington Wildlife and Recreation Program (WWRP). In addition, there seems to be a trend towards funding projects further from urban core areas that in the early years of the program.

The attached white paper, *WWRP Urban Wildlife Habitat Category: Review of Fund Allocation Priorities*, documents these trends and explains some of the IAC policy decisions and other factors that have contributed to the changes.

Board Action

Discussion, direction to staff if there is a need for additional research, stakeholder outreach or possible program changes.

Policy Issues

WWRP statutes emphasize that urban wildlife habitat projects should benefit wildlife but should also be in proximity to urban areas and have the potential for public use. The statutes give the IAC considerable flexibility in striking the balance between projects in core urban areas where there is a greater opportunity for public enjoyment versus projects outside urban growth areas that may have higher habitat value. The urban wildlife habitat category could emphasize:

- Core urban areas where the site provides an opportunity for people to enjoy a natural setting close to home but the habitat value is primarily for species tolerant of



urban conditions and the site is not likely to play a significant ecological role in the greater landscape; or

- Urban fringe areas that are rapidly developing but there are still opportunities to preserve important habitat, prevent habitat fragmentation, and provide a buffer between urbanizing areas and the undeveloped countryside; or
- Areas outside the urban fringe that are still relatively pristine, may provide habitat for sensitive, threatened or endangered species, and will likely suffer from increasing population density in the future.

The attached white paper demonstrates that current eligibility and evaluation criteria and fund allocation policies adopted by the IAC in the late 1990s appear to follow the third approach.

Some questions to consider:

- Is the current focus of the urban wildlife habitat category still appropriate?
- Should IAC continue to set the focus of the urban wildlife habitat category, or should IAC ask each area of the state—probably counties working closely with cities and towns—to submit a strategy for preservation of habitat in proximity to urban areas, and we evaluate grant proposals in part based on those strategies?
- Should project monitoring or other methods of measuring the category's results be formalized?

Attachments

WWRP Urban Wildlife Habitat Category: Review of Fund Allocation Priorities

WWRP Urban Wildlife Habitat Category: Review of Fund Allocation Priorities

Introduction

Statutes, fund allocation policies, project eligibility criteria, and project evaluation (or scoring) criteria determine which projects can be considered and are competitive in the Washington Wildlife and Recreation Program's (WWRP) *Urban Wildlife Habitat* (UWH) grant category. The UWH eligibility criteria were revised by the IAC in 1994 and 1999 to expand the pool of eligible projects. The evaluation criteria were revised in 1999 to provide more weight to habitat factors and more flexibility for evaluators. The policy reserving funding for local agency projects was modified in 1997. This memo describes the trends in project funding, sponsorship, and location that have resulted from these policies and criteria.

Background

The WWRP was created by the legislature in 1990 in response to public demand for outdoor-recreation land and growing concerns about the loss of wildlife habitat. The primary goal of the WWRP is "to acquire as soon as possible the most significant lands for wildlife conservation and outdoor recreation purposes before they are converted to other uses, and to develop existing public recreational land and facilities to meet the needs of present and future generations." RCW 79A.15.005.

Appropriations to the WWRP are divided equally between two accounts: the Habitat Conservation Account (HCA) and the Outdoor Recreation Account (ORA). Seven specific categories within these two accounts direct funding for projects. Each of the seven accounts is entitled to a legislatively defined proportion of biennial appropriations. The UWH category receives not less than 15 percent of the biennial appropriation to the Habitat Conservation Account, plus some portion of the account's 'unallocated' funds for the biennium, as determined by policy (Appendix A: WWRP Fund Distribution).

Legislation enacted in 2005 (ESSB 5396) eliminates the unallocated categories in both WWRP accounts, adds new grant categories, and changes the amounts directed to the Urban Wildlife Habitat (UWH) portion of the revised Habitat Conservation Account. The UWH category will receive 20 percent of the Habitat Conservation Account funds, instead of 15 percent. These provisions take effect on July 1, 2007.

"Urban wildlife habitat" (UWH) is defined in statute as lands that provide habitat important to wildlife in proximity to a metropolitan area. RCW 79A.15.010(8). Projects funded under the UWH category can be sponsored either by local or state agencies, but local sponsors must provide a 50-percent match.

As with the rest of the WWRP, the UWH category is a competitive grant program. The statute governing the HCA distributions provides general criteria for IAC guidance

(Table 1).¹ Within this statutory guidance, the IAC has adopted its *Manual 10*, guiding competitive grants in the UWH category. The IAC Board, with input from constituents, has also adopted eligibility criteria and the scoring questions used by the agency's evaluation team.

Table 1. HCA Acquisition Priorities as defined in Chapter 79A.15 RCW.

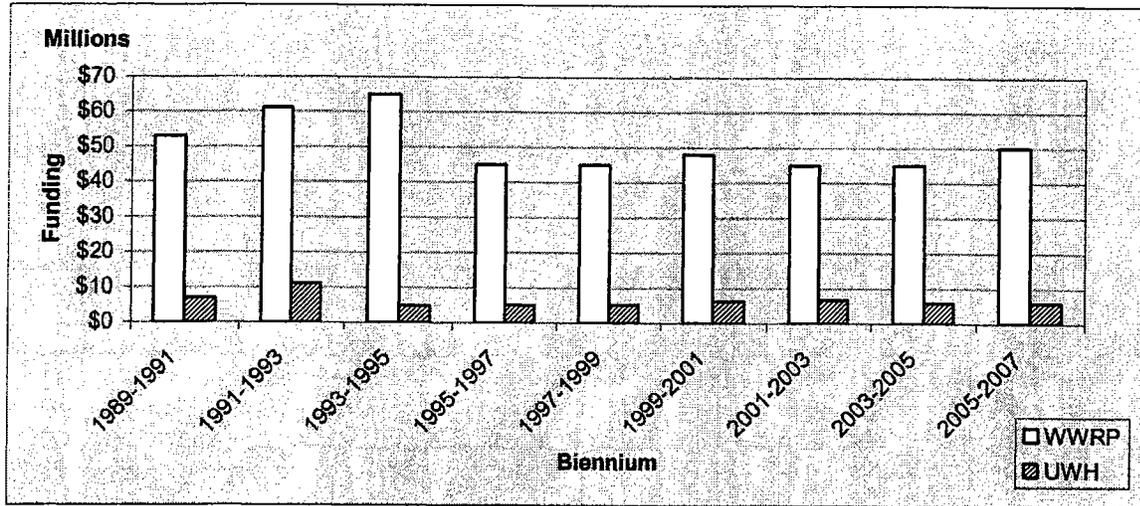
<p>79A.15.060 – Habitat Conservation Account – Acquisition Policies and Priorities</p> <p>(6) In determining acquisition priorities with respect to the habitat conservation account, the committee shall consider, at a minimum, the following criteria:</p> <p>(a) For critical habitat and natural areas proposals:</p> <ul style="list-style-type: none">(i) Community support;(ii) Immediacy of threat to the site;(iii) Uniqueness of the site;(iv) Diversity of species using the site(v) Quality of the habitat;(vi) Long-term viability of the site;(vii) Presence of endangered, threatened, or sensitive species;(viii) Enhancement of existing public property;(ix) Consistency with a local land use plan, or a regional or statewide recreational or resource plan; and(x) Educational and scientific value of the site. <p>(b) For urban wildlife habitat proposals, in addition to the criteria of (a) of this subsection:</p> <ul style="list-style-type: none">(i) Population of, and distance from, the nearest urban area;(ii) Proximity to other wildlife habitat;(iii) Potential for public use; and(iv) Potential for use by special needs populations.

¹ Note also the 2001 enactment of RCW 79A.15.065: "In providing grants through the habitat conservation account, the committee shall require grant applicants to incorporate the environmental benefits of the project into their grant applications, and the committee shall utilize the statement of environmental benefits in the grant application and review process. The committee shall also develop appropriate outcome-focused performance measures to be used both for management and performance assessment of the grant program. To the extent possible, the committee should coordinate its performance measure system with other natural resource-related agencies as defined in RCW 43.41.270. The committee shall consult with affected interest groups in implementing this section."

Program Summary

Since 1991 (nine biennia), the WWRP has received \$457,100,000 in legislative appropriations, divided equally between the ORA and HCA.² Total state funding in the UWH category has been \$57,733,009 since 1991 (Figure 1). Total local match amount since 1991 has been \$40,562,424 (Appendix B: UWH Grant Program Data Summary).

Figure 1. WWRP Appropriations and UWH Funding since 1991.



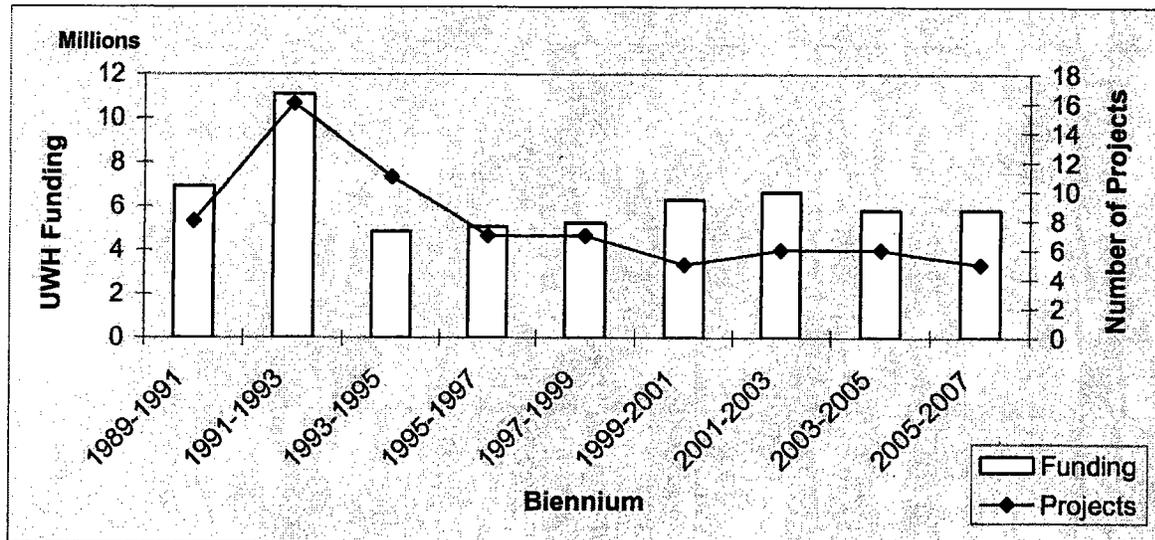
Source: IAC Financial Management Division (WWRP) and IAC PRISM database (UWH).

The first list of WWRP projects was recommended by the Washington Wildlife and Recreation Coalition in 1990 and approved by the IAC prior to submittal to the Governor.

Beginning in 1991, the IAC applied criteria to evaluate and rank projects. Since then, 71 projects have been funded in the UWH category (Figure 2). The largest number of projects (16) was funded in the 1991-1993 biennium. The smallest number (5) was funded in two biennia: 1999-2001 and 2005-2007. An average of six UWH projects has been funded in each of the past six biennia, although slightly more were funded, on average, in the early years of the program. Grant size has ranged between \$440,300 and \$1.2 million per project, and has averaged \$813,000 over the life of the program.

² Fiscal tallies can differ depending on the source and currency of data. The numbers used in this memo are derived mostly from IAC's PRISM database and were current as of November 2005.

Figure 2. Number of Funded UWH Projects compared to UWH Funding Levels (1991-2006).



Source: IAC PRISM database. The funding peak shown in the 1991-1993 biennium is due to the transfer to the UWH category of an unusually large proportion of the \$8 million that was available in the “unallocated” category in that biennium. In the following biennium, the proportion of unallocated funds transferred to the UWH category was lower than average, at only \$285,737. If averaged over the two biennia, the unallocated funds would bring UWH funding in line with the rest of the biennia (between \$5-7 million per biennium). There is no clear explanation in the IAC meeting minutes for why unallocated funds were distributed in this manner.

UWH Criteria and Funding Policies

As noted above, project eligibility and evaluation criteria determine which projects can be considered and are competitive in the UWH grant category. This section provides an overview of these criteria.

General eligibility criteria

IAC-adopted “Manual 10” outlines qualifications for Urban Wildlife Habitat projects, including acquisition or site development proposals that:

- Provide habitat for wildlife species, food fish, shellfish, or freshwater or marine fish.
- May serve as a corridor for wildlife movement in existing populated areas.
- May include and encourage public use for wildlife interpretation and observation.

Development of facilities is limited to such elements as fencing, interpretive/observation trails, interpretive signs/kiosks, rest rooms, parking, and creation or enhancement of habitat. Projects involving renovation of an existing facility are ineligible. There is no cap on the size of grant that can be requested.

Geographic eligibility criteria

To address the statutory requirement that UWH consider “*Population of, and distance from, the nearest urban area,*” IAC has adopted distance requirements in its eligibility statements. Since 1991, there have been three variations of these statements:

- Between 1991 and 1994, UWH grant criteria limited eligibility for funding to those projects located within the municipal boundaries of a city or town of 5,000 people or more, *or* within a radius of five miles of the municipal boundaries of such a city or town.
- After a 1994 review of the criteria that included stakeholder participation, the IAC broadened the criteria to include projects located within five miles of the *urban growth boundary* of such cities and towns.
- After another such review in 1999, the IAC broadened the criteria to include proposals:
 - In or within 5 miles of an adopted Urban Growth Area of a community in a county that has a population density of at least 200 people per square mile, *or*
 - Within the corporate limits of a community with a population of at least 5,000 or within five miles of such a community (or its adopted urban growth area boundary).”

Evaluation and scoring criteria

The first project evaluation criteria under the WWRP, approved in 1992, largely adopted the 14 criteria from the authorizing statute (Table 1), as well as a 0-5 point system to score proposed project elements. These criteria changed incrementally until 1999. Other processes for managing the grant program were also adopted through rules and policies (Appendix C: History of WWRP HCA Criteria Changes).

Funding policies

Grant funding policies also influence the distribution of funds to applicants. These policies have been reviewed and modified in the course of administering the WWRP in the same way as the eligibility and evaluation criteria. Several funding questions have been addressed over the years:

1. Should UWH grant funds be distributed on an annual or biennial basis?
2. If IAC adopts an annual grant cycle, how much money should be reserved for the second year of the biennium?
3. How should funds be divided between eligible classes of applicants (state, local), when both are eligible for funding in a grant category?
4. How should “unallocated” funds be distributed among the three grant categories in the HCA?
5. How should “unallocated” funds be distributed to eligible state and local applicants within the UWH grant category?

6. How should additional funds be distributed? These are unexpended funds or funds returned from sponsors.

The 1999 Criteria and Funding Policy Revisions

To continually improve its overall grant processes, the IAC has reviewed its grant criteria and funding policies for the WWRP nearly every year since 1991. These reviews have included IAC staff and program constituents. In 1998, several issues arose in regard to evaluating projects within the three grant categories in the HCA, leading to a review of the evaluation criteria. The three categories within the account are: Critical Habitat, Natural Areas, and Urban Wildlife Habitat.

With regard to the UWH category, there was a growing sense that projects should be evaluated on the basis of their contribution to “biodiversity” or “big picture” conservation, rather than solely on the basis of site-specific considerations. State agency representatives believed that areas of “low-quality” habitat – characterized, for example, by steep slopes and the presence of invasive species – were sometimes being purchased in major metropolitan areas, and that “higher quality” habitat could likely be found in smaller urbanizing areas for the same or less money. In a memo to the IAC Board, staff noted that the “IAC-adopted definition [of project eligibility] limits [consideration of] proposals in smaller areas at the urban fringe where good habitat is available before conversion.”³

In response to these issues, IAC staff established a review team comprised of staff members from IAC, the Department of Fish and Wildlife (WDFW), the Department of Natural Resources (DNR), as well as local agencies. In addition, the Washington Wildlife and Recreation Coalition and U.S. Fish and Wildlife Program were invited to participate. This review process resulted in revisions to both the geographic and evaluation criteria.

Description and effects of new geographic eligibility criteria

Based on the recommendations of the review team, the IAC Board adopted the following changes to the geographic eligibility criteria for the Urban Wildlife Habitat category in October 1999:

“To be eligible for consideration [...] a proposal must lie:

- In or within 5 miles of an adopted Urban Growth Area (UGA) of a community in a county that has a population density of at least 200 people per square mile, or
- Within the corporate limits of a community with a population of at least 5,000 or within five miles of such a community (or its adopted urban growth area boundary).” [revisions underlined]

³ Memo from Eric Johnson to IAC Board, dated June 20, 1999.

The effect of the first part of this change was to allow any project within five miles of an adopted UGA in Clark, King, Snohomish, Island, Spokane, Thurston, Pierce and Kitsap counties to be eligible for funding. The example that was offered at the time is North Bend. In 1999, North Bend had a population of 3,815; therefore, no project located in or within 5 miles of North Bend would have been eligible for funding under the old criteria. Under the revised criteria, any project within five miles of North Bend's adopted UGA would have been eligible.

Description and effects of new evaluation criteria

Based on the recommendations of the review team, a significant overhaul of the UWH evaluation criteria and point system also occurred in 1999. Individual criteria were organized into six categories, and only two criteria ("GMA planning requirement" and "population proximity") were retained as pre-scored. A new introduction (not scored) was added, requiring a brief summary of the project. The points were also combined, so that each criteria could be awarded a larger number of possible points (between 5 and 20). In addition, the balance between habitat-focused and public-focused criteria changed, so that habitat criteria could now be awarded 30 of 60 possible points. Previously, only about one-third of the points could be awarded to habitat criteria (25 out of 87.7 possible points). (Appendix D: UWH Evaluation Criteria as of May 16, 2003⁴).

The six criteria are (maximum points in parentheses):

- Ecological and Biological Characteristics (20)
- Species and Communities with Special Status (10)
- Manageability and Viability (15)
- Public Benefit (5)
- Public Use (5)
- The two pre-scored criteria (GMA⁵ and population), together (5).

Under "Ecological and Biological Characteristics," four factors are included:

- The "Bigger Picture"
- Uniqueness/Significance
- Fish and Wildlife Species and/or Communities
- Quality of Habitat.

The "Bigger Picture" deals with project context more explicitly than past evaluation instruments. Site characteristics are now balanced with the role of the site in a larger landscape.

"Communities with Special Status" includes five elements:

- Immediacy of threat to the species and communities
- Importance of acquisition (relative to other potential protection or recovery activities)

⁴ These criteria were current as of May 16, 2003. They were updated in early 2006.

⁵ In considering applications for grant funding, state agencies must consider whether applicants have adopted a comprehensive plan and development regulations, as required by RCW 36.70A.040.

- Ecological role of species within the community
- Taxonomic distinction of species
- Rarity of the species or communities.

Three elements are included under “Manageability and Viability:”

- Immediacy of threat to the site
- Long-term viability of the site
- Extent to which other “protected lands” (public and private) would be benefited.

These revisions not only provided more weight for ecological and species issues, they provided evaluators with more flexibility in deciding how to score various elements within the categories.

Description and effects of new funding policy revisions

The most significant change with regard to funding policies may have occurred earlier, in 1997, when the IAC Board decided to change the UWH grant funding cycle from annual to biennial beginning in 2000. The result is that all UWH funds are now committed in the first year of the biennium and state and local applicants compete “head-to-head.” Prior to 1997, 25 percent of UWH funds had been reserved for distribution during the second year of the biennium. This reservation allowed local agencies to compete alone for additional funds, because state agencies preferred not to compete in the second year for workload reasons.

The trend from splitting the funding evenly between state and local projects, to reserving a portion for local projects in a second-year grant cycle, to having a biennial head-to-head competition, is probably as significant as the changes in eligibility and evaluation criteria. Without the head-to-head competition, the other changes would not have had nearly the same effect.

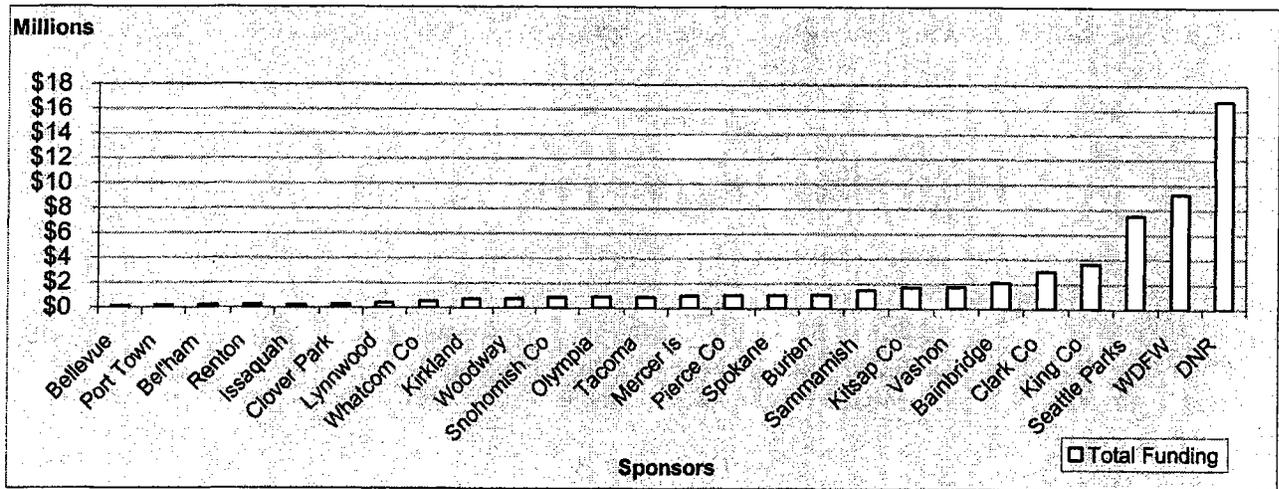
Additional Data

How many sponsors have received UWH funding?

Since 1991, 26 sponsors have shared in the total UWH funding of \$57,733,009: three state agencies (WDFW, DNR, and Clover Park Technical College⁶), seven counties, and 16 cities (Figure 3). These 26 “agencies” have sponsored a total of 71 projects.

⁶ Public colleges and universities are considered part of state government. Clover Park Technical College received \$280,120 in UWH funding for a single project in 1994.

Figure 3. State UWH funding received by Sponsor (1991-2006).



How many urban wildlife habitat projects have they sponsored?

Of the 71 projects funded since 1991, local agencies have sponsored 50 and state agencies 21. Of the 50 local projects, the City of Seattle has sponsored 11 and King County six. Of the 21 state projects, 12 were sponsored by DNR, eight by WDFW, and one by Clover Park Technical College.

How much UWH funding have individual sponsors received?

Of the total UWH funding amount of \$57,733,009, state agency sponsors received \$26,237,094 (45 percent) and local agency sponsors received \$31,495,915 (55 percent). Local government sponsors also provided a total of \$40,562,424 in matching funds, as required by statute. Altogether, local government agencies expended a total of \$72,058,339 on 50 projects (an average of \$1.4 million per project).

Although many UWH grants are one-time grants to a variety of agencies and jurisdictions, four organizations have been significant participants in terms of dollars received and projects sponsored. The four are: Washington DNR (\$16,718,589), WDFW (\$9,239,385), the City of Seattle (\$7,500,465), and King County (\$3,638,239) (Table 2). The least amount of funding was received by the City of Bellevue (\$124,855).

Table 2. Total UWH Grant Funding received, and Number of Projects Sponsored, by Four Major Sponsors (1991-2006).

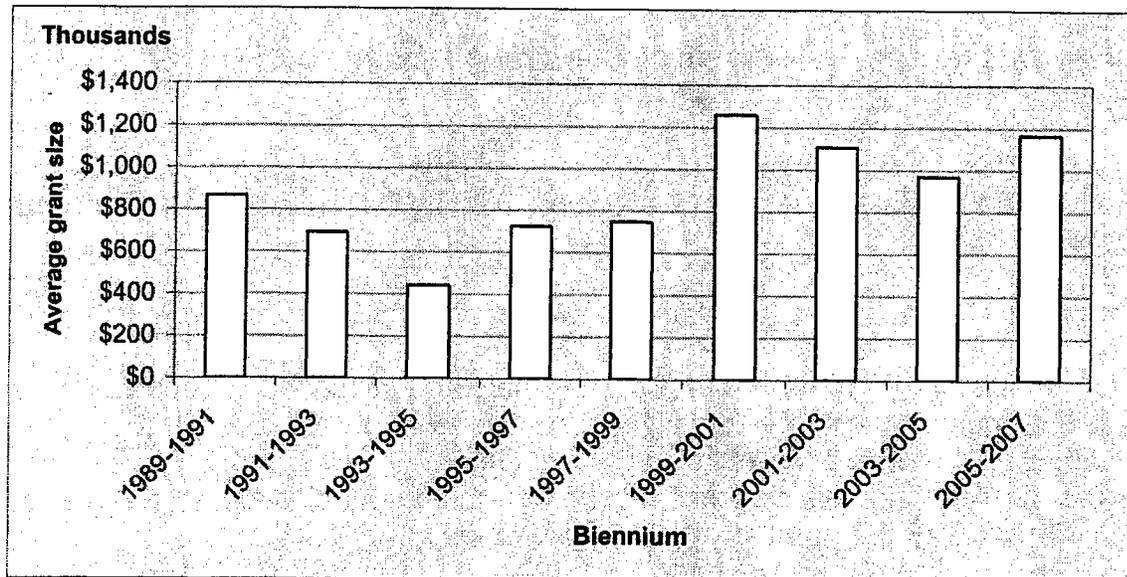
Sponsor	Grant Amount Received (\$)	Number of projects
DNR	16,718,589	12
Seattle Parks	7,500,465	11
WDFW	9,239,385	8
King County	3,638,239	6
Total	37,096,678	37

Altogether, the four major sponsors received \$37,096,678 of the total funding amount of \$57,733,990 (64 percent), and sponsored 37 projects (52 percent). The remaining 22 sponsors received \$20,637,312 of the funding (36 percent), and sponsored 34 projects (48 percent).

What has been the average grant amount since 1991?

The average UWH grant amount (the total amount of grant money awarded per biennium divided by the number of projects per biennium) has been higher in the past four biennia of the program, than in the first five biennia, illustrating the effect of funding fewer local projects (which provide matching funds) and fewer projects overall. The average grant amount has almost doubled since 1991 (Figure 4).

Figure 4. Average Grant Amount (1991-2006).



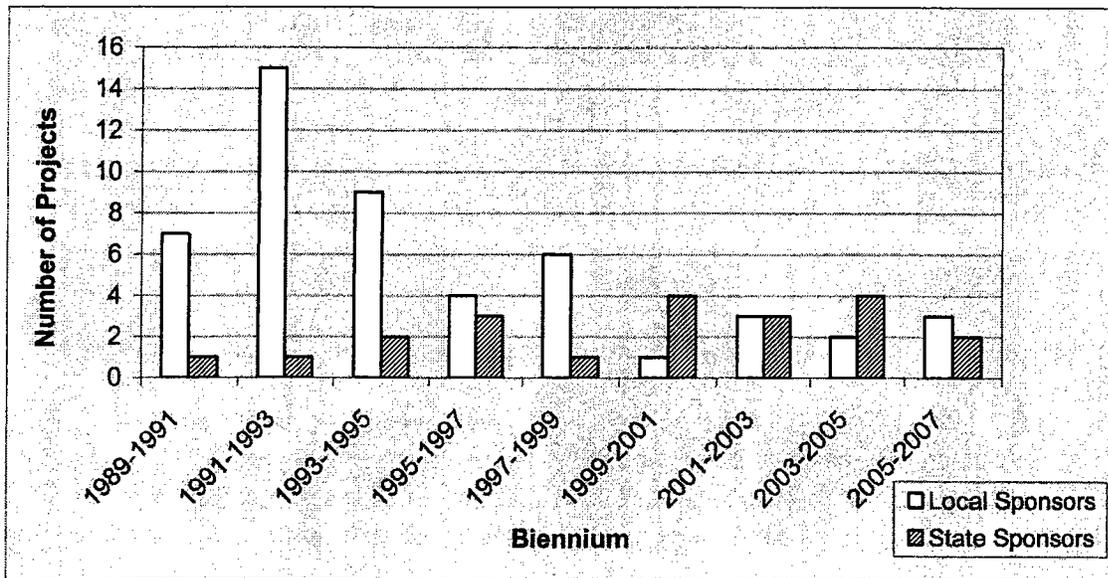
Has the sponsorship of projects changed since 1991?

The number of state-sponsored projects has generally increased since 1991, while the number of locally sponsored projects decreased for several cycles, with a slight up-tick in recent grant rounds (Figure 5).⁷

⁷The chart shows a marked decline in funding applications by the City of Seattle. Several factors appear to account for this:

- (1) A bond issue for open space adopted by King County in 1989 provided \$41 million to the City of Seattle (<http://www.seattle.gov/parks/history/bonds.htm>). These funds may have been spent by the mid-90s, meaning that matching funds may no longer have been available.
- (2) Grant rounds became more competitive as the program matured, and the City may have reasoned that its projects would not compete as well as those of others in this category (pers. comm., Marguerite Austin, January 23, 2006).

Figure 5. Local and State Project Sponsorship (1991-2006).



How has the location of funded UWH projects changed over time?

By identifying the counties in which all projects since 1991 have been carried out, it is possible to get a sense of how project location has changed over time (Table 3).

Table 3. Project Locations by County in Two Time-Series (1991-1999 and 2000-2006).

1991-1999		2000-2006	
Clark	4	Clallam	1
Jefferson	1	Clark	1
King	26	Jefferson	1
Kitsap	3	King	8
Pierce	3	Kitsap	8
Snohomish	5	Thurston	3
Spokane	2		
Thurston	3		
Whatcom	2		
Total = 49		Total = 22	
Grand total = 71			

Source: IAC GIS

Prior to 2000, 49 UWH projects were funded. Of these, eight (16 percent) were sponsored by state agencies and 41 (84 percent) by local agencies. Since 2000, twenty-two projects have been funded. Of these, 13 (59 percent) were sponsored by state agencies and 9 (41 percent) by local agencies.

Appendices E, F, and G show maps of Washington State, the Puget Sound Region, and King County, respectively, with UWH projects shown in blue and green according to the time series (1991-1999 or 2000-2006) in which they belong. The location of UWH projects shows a clear change between the two series. In 1991-1999, projects were clustered in the urban core of Puget Sound. In 2000-2006, projects were clustered primarily on the western and eastern borders of the five-mile buffers surrounding the urban core in Puget Sound.

Summary and Conclusion

Several changes have occurred in the funding, sponsorship, and location of UWH projects since 1991:

1. On average, the number of locally sponsored projects has been decreasing since 1991, and the number of state-sponsored projects has been increasing. However, since 2000, there has been a slight increase in the number of locally sponsored projects.
2. The average grant amount (the total amount of money spent per year divided by the number of projects per year) has almost doubled since 2000, compared to the first five biennia of the program. This is probably due to two factors: increasing land values and the shift from predominantly local to predominantly state agency grants which tend to be nearly twice the size of local agency grants due to the lack of a match requirement.
3. Since 2000, Urban Wildlife Habitat projects tend to be located outside of the urban core areas of Puget Sound. The change in eligibility criteria in 1999 allowed projects to be considered in the urban fringe of small cities and towns. This could be one of several factors encouraging the location of projects further from the urban core than previously. Other factors **may** include:
 - The City of Seattle may not have applied for UWH grant funding after 1997, as a result of a reduction in its open space bond monies. This reduction may have contributed to a lack of required match money for UWH projects.
 - Other revisions in the project evaluation and scoring criteria in 1999 have given more weight to “big picture” conservation needs, which may have discounted the evaluation scores of projects in urban core areas.
 - Due to growing budgetary constraints, some local agencies have had a harder time meeting match requirements.
 - State agencies tend not to acquire land in urban areas. The shift away from reserving funds specifically for local agencies has resulting in a shift in funding to state agencies and thus away from urban areas.

There is an obvious tension between high quality sites that can be awarded the maximum number of points under the current evaluation instrument, and the sites most likely to be found in urban areas. Sites in urban areas are likely to be smaller, more isolated, have more invasive species, and play a less significant ecological role in the

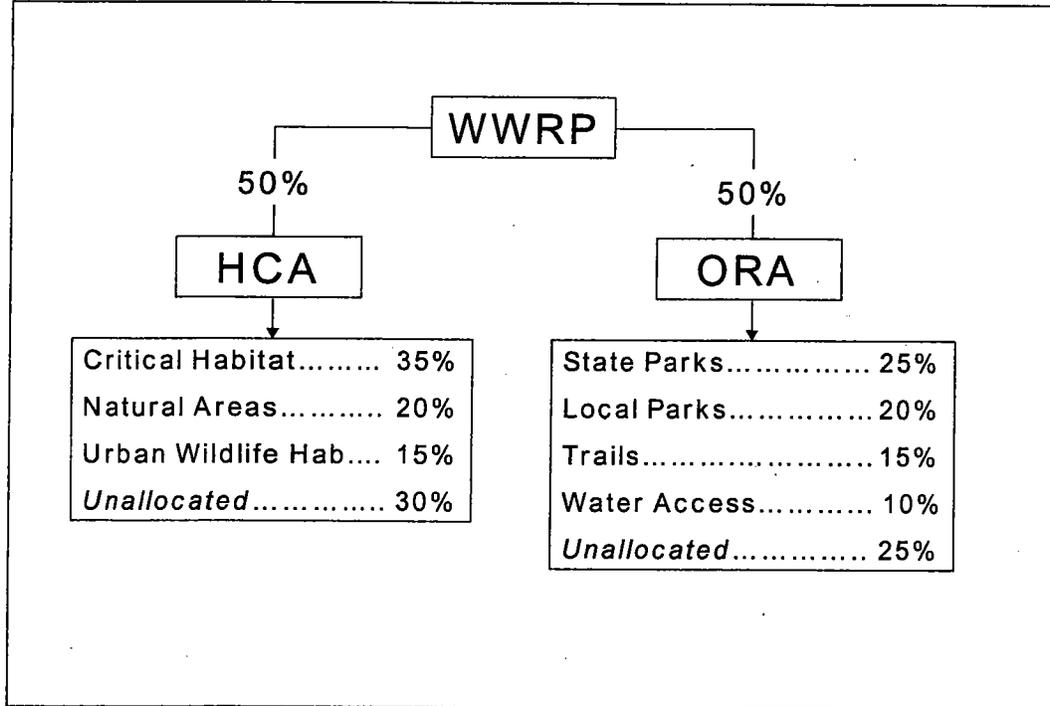
larger landscape. Combined with geographic criteria that expand the scope of eligible proposals, truly urban proposals are not likely to compete as well as proposals in more rural parts of "urban counties."

However, these urban sites provide the opportunity for many people of all ages and physical abilities to enjoy natural surroundings relatively close to home. These sites may also provide important habitat for species that are relatively tolerant of urbanized conditions.

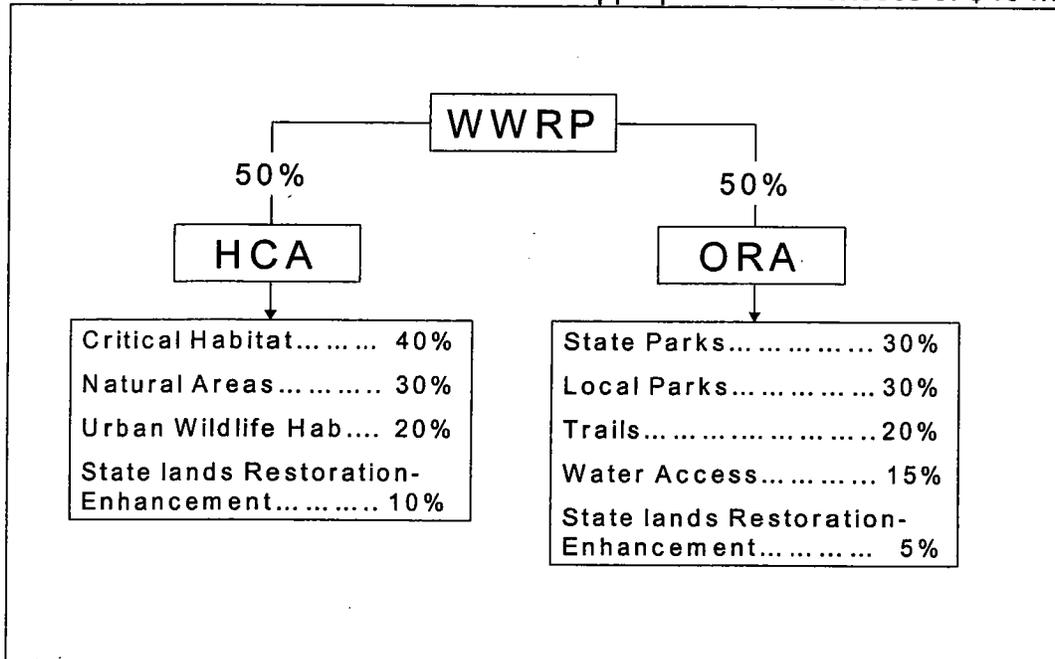
The trend over the life of the UWH grant program has been to gradually increase the geographic area within which projects could be considered. In addition, habitat and ecological factors have acquired more importance in the scoring criteria. These factors should be further examined for a better understanding of the results of the changes to the UWH grant eligibility criteria in 1999. A qualitative review would also be important. The program's biological effects, costs, and benefits should be a part of IAC monitoring and performance measurement efforts.

Current and Future WWRP Fund Distributions

1. Current fund distributions:



2. Baseline fund distributions as of July 1, 2007 (for appropriations of \$40 million or less; two new accounts are funded from appropriations *in excess* of \$40 million):



Note: Biennial appropriations in excess of \$40 million do not affect or reduce the distribution to the Urban Wildlife Account.

Appendix B

Urban Wildlife Habitat Grant Program Data Summary

Biennium	State Projects	Local Projects	Total Projects	UWH Funding	Local match
1989-1991	1	7	8	6,921,750	5,445,626
1991-1993	1	15	16	11,088,726	12,682,823
1993-1995	2	9	11	4,842,720	6,616,770
1995-1997	3	4	7	5,070,000	2,958,582
1997-1999	1	6	7	5,244,038	4,545,016
1999-2001⁸	4	1	5	6,292,623	1,248,834
2001-2003	3	3	6	6,642,477	2,217,047
2003-2005	4	2	6	5,810,675	1,432,526
2005-2007	2	3	5	5,820,000	3,415,200
Total	21	50	71	57,733,009	40,562,424

⁸ The IAC, with stakeholder participation, switched from an annual to biennial funding cycle.

History of WWRP HCA Policies and Criteria

YEAR	
1989	<ul style="list-style-type: none"> • WWRP submitted its final report, "Outdoor Recreation and Wildlife Habitat Needs Assessment," to the IAC in December 1989. Through this document, the IAC delivered to the state Legislature an "Outdoor Recreation and Wildlife Habitat Action Plan" (Special Report #90-1). This action plan recommends long-term funding of \$450 million be provided for both acquisition and development of outdoor recreational areas and facilities (state and local projects) over a ten-year period.
1990	<ul style="list-style-type: none"> • SB 6412 creating the WWRP enacted. WWRP recommends first list of projects under the new law. IAC processes and submits to governor. The primary goal is to "acquire as soon as possible the most significant lands for wildlife conservation and outdoor recreation purposes before they are converted to other uses, and to develop existing public recreational land and facilities to meet the needs of present and future generations." • Policy: Funds will be shared equally between state and local agencies where both are eligible (Urban Wildlife Habitat, Water Access, Trails). • Annual funding cycle in place. • UWH classification policy adopted: <ul style="list-style-type: none"> ○ Urban Wildlife Habitat is oriented toward territory protection, but in close proximity to a metropolitan area. ○ Sites have, or have the potential for, public use with acceptable levels of impact on the wildlife. ○ "Urban areas are generally those particularly accessible to and used by the population of such places; they are within five miles of incorporated cities or towns with a population of 5,000 persons or greater, or counties with a population density of 250 persons per square mile or greater." [source] • IAC staff consulted with experts from the Washington Department of Wildlife and others to create a set of evaluation questions for Urban Wildlife Habitat projects. For the other categories, the current traditional project evaluation questionnaire was used (Minutes of September 28, 1990). • WWRP WAC Advisory Committee formed to establish broad operating concepts. Two manuals to be developed: <ul style="list-style-type: none"> ○ Manual 10: general program manual; ○ Manual 9: rewritten state agency policy,
1991	<ul style="list-style-type: none"> • Interim guidelines adopted for UWH (WAC would not have been ready in time for first funding cycle): <ul style="list-style-type: none"> ○ Recommended grant limits: \$500,000 maximum; ○ Eligible versus ineligible projects defined; ○ Development projects must support the core purposes of the program: preservation, interpretation, and enhancement of urban wildlife habitat. • Draft WAC adopted: <ul style="list-style-type: none"> ○ For local jurisdictions, requires an inventory of applicant-managed lands with wildlife habitat value.

- Final WAC adopted July 1991 (Chapter 286-27 WAC).
- Draft Manual 10 proposes:
 - Funding to be divided equally between state and local agencies, when both are eligible to compete within a category;
 - Unallocated funds also to be divided equally between state and local agencies. Expenditure of unallocated funds will be based on need and opportunity, and recommended as part of each WWRP project list.
 - Maximum grant amounts: \$500,000 (acquisition) and \$300,000 (development).
- Draft Manual 9 applies to state agencies only. To be eligible for funding, state agencies must provide:
 - An adopted plan, which includes a statement of the agency's 10-year acquisition, development, and management goals and objectives;
 - An inventory of applicant-managed lands with CH, NA and UWH values;
 - A statement describing public involvement process used in plan;
 - A comprehensive listing of proposed acquisition and development projects that covers a six-year period.
- Although state and local agencies could submit funding requests in both years of biennium, state agencies and IAC are reluctant to submit projects through the supplemental budget process.
- Method for sharing 30 percent unallocated funds among HCA programs selected. Choices were "equal" or "proportional." Proportional would be based on share of total HCA funding received by state and local agencies (26.8 and 3.2 percent, respectively). Critical Project Reserve calculation also determined (40 percent of state share of unallocated).

1992

- Project evaluation criteria approved.
- Z-score adopted in Manual 10 for ranking of alternate projects. This allows scores from different teams using different evaluation instruments to be combined.
- A survey of stakeholders was conducted (37 responses): 82 percent pleased with evaluation instrument; 73 percent pleased with process.
- Several issues came up in a process review, including questions over the fundamental goals of the program (large vs. small projects, urban vs. rural, TES species vs. healthy ecosystems, core vs. buffer areas, acquisition vs. development).
- Cleve Pinnex memo: concern about possible biases in WWRP evaluation and selection in favor of large projects.

1993

- First WWRP process review concluded.
- Letter received from mayor of Pt. Townsend, expressing concern about smaller jurisdictions' inability to compete as well as larger ones, because of evaluation criteria (especially "Proximity to population").
- UWH evaluation instrument adopted.

1994

- Resolution adopted to reserve 25 percent of UWH account for 2nd year of biennium.
- Resolution adopted to distribute unallocated funds according to *need*, rather than proportionally (reversing previous policy).

1995	<ul style="list-style-type: none"> Washington State Rep. Cathy McMorris introduces HB 1617, which would have imposed a moratorium on acquisition of land by state agencies. The bill dies.
1996	<p>WWRP Process Review:</p> <ul style="list-style-type: none"> Issues: <ul style="list-style-type: none"> Relative importance of ecological quality and habitat for desired species A project scope question is needed Questions unrelated to habitat (e.g., cost efficiency, project support) may result in lower scores for otherwise good habitat projects Applying the "connectivity" criterion Multipliers may be wrong IAC's threshold definition of "urban" (within five miles of an Urban Growth Boundary of a city of 5,000 or more) "has limited the ability of truly 'urban' habitat areas to compete." Some evaluators felt the process did not allow them to fully exercise subjectivity, opinion, and expertise. <p>Unallocated funding (Resolution 96-37a):</p> <ul style="list-style-type: none"> Starting in FY 99, only local agencies may apply for HCA funding in the second year; IAC will set aside 40 percent of the UWH appropriation for the second year (rather than dollar amounts).
1997	<ul style="list-style-type: none"> Evaluators' review: Ecological quality felt to score poorly because of inherent proximity to urban areas. Second-year funding for local agencies eliminated by IAC. Reasons cited were to reduce staff workload, eliminate need for another evaluation team round, and eliminate legislator confusion over second year funding.
1998	<ul style="list-style-type: none"> Some concern that more emphasis should be placed on meeting the needs of species for food, water, cover, and less on "undisturbed" sites. Felt it was time to review the evaluation questions and propose changes prior to next round in 2000.
1999	<ul style="list-style-type: none"> Resolution 99-49 adopted in November amends Manual 10 relating to the HCA evaluation process and criteria, urban wildlife habitat project location requirement, and evaluation team make-up (based on expertise rather than affiliation).
2000	----
2001	Alternative approaches for distribution of unallocated funds discussed.
2002	IAC discussed acquisition of properties in a geographic area rather than for specific parcels. Reappropriations issue.
2003	Staff noted that "many local agency applicants are having budget problems and will not be able to submit as many projects as planned earlier."
2004	----
2006	SB 5396 enacted in 2005. Amends Chapter 79A.15 RCW to add two accounts to the HCA: Riparian Protection and Farmlands Preservation, remove the unallocated category, and increase funding levels in the remaining categories.

Washington Wildlife & Recreation Program

Evaluation Criteria

Urban Wildlife Habitat Category
(State & Local Agencies)

"Urban Wildlife Habitat means lands that provide habitat important to wildlife in proximity to a metropolitan area." RCW 79A.15.010

WWRP - Urban Wildlife Habitat Evaluation Summary		
Criteria	Evaluation Elements	Possible Points
Project Introduction	<ul style="list-style-type: none"> • Locate the project on statewide, vicinity, and site maps • Brief summary of the project (goals and objective(s) statement) 	Not scored
Ecological and Biological Characteristics	<ul style="list-style-type: none"> • The bigger picture • Uniqueness/significance of the site • Fish and wildlife species and or communities • Quality of Habitat 	20
Species and Communities with Special Status	<ul style="list-style-type: none"> • Threat to species/communities • Importance of acquisitions • Ecological roles • Taxonomic distinctness • Rarity 	10
Manageability and Viability	<ul style="list-style-type: none"> • Immediacy of threat to the site • Long-term viability • Enhancement of existing protected land 	15
Public Benefit	<ul style="list-style-type: none"> • Project support • Educational and/or scientific value 	5
Public Use	<ul style="list-style-type: none"> • Potential for, and appropriate level of, public use 	5
Prescored	<ul style="list-style-type: none"> • GMA Planning Requirement 	0/-1
Prescored	<ul style="list-style-type: none"> • Population of, and proximity to, the nearest urban area 	5
Total Points Possible		59/60

WWRP Scoring Criteria

Urban Wildlife Habitat Category

1. ECOLOGICAL /BIOLOGICAL CHARACTERISTICS. Why is the site worthy of long-term conservation?

"Paint a picture" of your project for the evaluators - the what, where, and why. This is the "heart" of your presentation and evaluators will draw conclusions based on the information presented about the *quality and function of the habitat* and the *demonstrated need to protect* it for fish and/or wildlife.

THE BIGGER PICTURE. How is this project supported by a current plan (i.e., local, watershed, statewide, agency, conservation, open space, or species management plans)? What is the status of the plan? What process was used to identify this project as a priority? What specific role does this project play in a broader watershed or landscape picture? Is it part of a phased project? Is it a stand-alone site/habitat?

UNIQUENESS/SIGNIFICANCE. Explain how the site is unique or significant on a regional, ecosystem, watershed, and/or urban growth area level. How unique is the site in relation to habitat quality, connectivity, diversity, rarity? How is the site important in providing critical habitat or biological function for wildlife species/communities? How does this site compare to others of the same type?

FISH AND WILDLIFE SPECIES AND/OR COMMUNITIES. What significant species/communities currently use the site? Which, if any, are the target species or communities¹? (*"Target species" may or may not be special status species.*) Are the target species/communities geographically isolated to this particular site? Explain the condition of the population of target species. Which species have the potential and likelihood to use the site in the future and will reintroduction occur naturally or otherwise?

QUALITY OF HABITAT. Describe the ecological and biological quality of the habitat. What specific role does the habitat play in supporting the species/communities using the site? How is this habitat important in providing food, water, cover, connectivity, and resting areas? Are the size, quality, and other characteristics of the habitat adequate to support the target species/communities within the context of the Project Area? Has the habitat or characteristics of the site been identified as limiting factors to the target species/communities?

¹ A *target species or community* is your project's primary objective for protection and stands to gain the greatest benefit from the acquisition. For example, a project's primary objective may be to acquire and protect high quality shrub-steppe. This is the "target community," but that community also provides important habitat for shrub-steppe-dependent species.

2. **Species and/or Communities with Special Status. What is the significance of each species or community listed on your species and communities status matrix (page 9)?**

In the interest of time, you may want to address only the species or communities that benefit the most from this project. This question's intent is to determine the significance of the species or communities with special status and how they may benefit from your project. Some special status species or communities may benefit on a more passive basis, while others may benefit directly.

IMMEDIACY OF THREAT TO THE SPECIES AND COMMUNITIES. Describe the immediacy of threat to the species/community (e.g., imminent danger of extinction (range-wide); in imminent danger of extirpation (population); threatened within the foreseeable future, or concern because of current trends; population stable, but catastrophic event could threaten; no foreseeable threat).

IMPORTANCE OF ACQUISITION TO SPECIES/COMMUNITY PROTECTION OR RECOVERY. Describe the relative importance of this acquisition when compared to other protection /recovery tasks such as habitat restoration, captive breeding, translocation, regulatory protection, etc. Describe the distribution or range and, if known, the abundance of the species or community. Identify any recovery plans, conservation strategies or similar plans that include reference to this site.

ECOLOGICAL ROLES. Does the species play an especially important role in the ecosystem in which it lives? Do other species depend on it for their survival? Will its loss substantially alter the functioning of the ecosystem?

TAXONOMIC DISTINCTNESS. How evolutionarily distinct is the species or community in question? That is, is it recognized as the only species in its genus or is it one of ten species in the genus? Is it only recognized as a subspecies? Some scientists think that more evolutionarily distinct organisms should have a higher priority for protection. Based on this assumption, if all else is equal, saving the sole surviving member of a genus may have a higher priority than saving an imperiled species within a large genus that contains many other species. Similarly, protecting a full species would normally be given a higher priority than protecting a subspecies and population. Example: The Olympic mudminnow (*Novumbra hubbsi*) is the sole surviving member of its genus *Novumbra*, whereas, the peregrine falcon (*Falco peregrinus*) is a member of a large genus containing 37 species.

RARITY. Describe the distribution or range and, if known, the abundance of the species or community. Examples: The Olympic mudminnow occurs in western Washington and nowhere else in the world. The number of populations are fewer than in the past, but 14 of 16 populations monitored from 1993-1998 appear stable and in no immediate danger of extinction. The peregrine falcon is cosmopolitan, occurring on every continent. The two Washington subspecies were endangered; they increased from a low of 1 known breeding pair in 1978 to 56 breeding pair in 1999. The federal government considers this species recovered in the United States; it was removed from the federal endangered species list in 1999, but will be monitored for another decade.

3. MANAGEABILITY AND VIABILITY. What is the likelihood of the site remaining viable over the long term and why is it important to secure it now?

This question's intent is to determine whether the site can be managed, and how it will be managed, to protect the target species or communities.

IMMEDIACY OF THREAT TO THE HABITAT. What, and how imminent, are the threats to the habitat at the site (i.e., inherent, ecological, human, conversion, abatable and/or non-abatable threats). Are these new threats or ongoing threats? How do or will these threats affect the function of the habitat? How will protection of the site affect these threats? What steps have already been taken to secure the land or reduce the threats?

LONG-TERM VIABILITY. What regulatory protections are currently afforded to the site (i.e., County Comprehensive Plan, Critical Areas Ordinances, zoning, development regulation, Shoreline Management rules, Forest Practice rules, etc.)? Demonstrate how the site will be managed over time to maintain the desired characteristics. Who will maintain it and what human and financial resources are available to do it? What management needs are there? Is the habitat recoverable? What restorative efforts, if any, are needed/planned? What is happening across the landscape or watershed that may affect the viability of the site? Describe any long-term site monitoring plans and identify who will implement monitoring?

ENHANCEMENT OF EXISTING PROTECTED LAND. Are there other protected lands (public and private) near or adjoining this site that have complimentary or compatible land uses for the target species (consider wide-ranging or migratory species)? Are they managed in a manner consistent with the needs of the target species/communities? Is this site part of a larger ownership? If so, describe the connectivity and management of the other land.

4. PUBLIC BENEFIT. To what degree do communities, governments, landowners, constituent groups, or academia benefit from or support the project?

This question's intent is to find out what *unique* benefits or support your project provides to organizations or communities. This question should not be equated with "public access" and is not meant to discount projects for *not* having overwhelming support or educational opportunities. It may be that your project has one or the other qualities and not both. Your answer will be scored on those unique qualities and how they are appropriate for, or of benefit to, your project.

PROJECT SUPPORT.

- a. Describe the support/partnerships you have from the community, interest groups, volunteers, public agencies, etc. How have you involved these groups in project development? Explain any known opposition to the project.
- b. Describe and document other monetary means that have been secured to help cover the costs for the project, i.e., grants, donations, in-kind contributions, etc.

EDUCATIONAL AND/OR SCIENTIFIC VALUE. Describe the scientific and educational values of the site. Is there an identified research or educational need documented in a management plan, thesis, or scientific journal related to the habitat, species, or communities at the site? How likely is it that these opportunities will come to fruition? How accessible is the site for these activities?

5. PUBLIC USE. Does this project provide potential opportunities for public access, education, and/or enjoyment?

Assessment of Outdoor Recreation in Washington State –2002-2007, Chapters 1 and 5.

Public use/access is only encouraged when and where it is appropriate. The intent of the question is to determine what level of public access is provided that will ensure resource values are sustained. Your answer will be scored on how the opportunities provided are appropriate for, or of benefit to, your project.

DESCRIBE PUBLIC USE THAT IS OR WILL BE PROVIDED AND WHY IT IS APPROPRIATE. How will public use be managed to sustain resource values? Include important or unique details about construction techniques, placement of structures, timing of activities and access, on-site stewards, guided tours, etc. How likely is it that the public will use the site? How accessible is the site (in terms of remoteness, driving directions, distance from populated areas). Does the site provide opportunity for one or more special needs group? Will the site provide barrier-free access to persons challenged by sensory, mobility and or mental abilities? If so, briefly describe the facilities and how they meet ADA requirements/guidelines.

DESCRIBE WHY PUBLIC USE IS NOT APPROPRIATE FOR THIS SITE. How will the site be managed to limit or restrict public use. Describe what it is about the site, habitat, or the species using the site, that makes it sensitive to public use. What other opportunities exist nearby for recreational or educational experiences by the public?

Appropriate level of public use when:	Possible points
Access is provided	0-5 pts.
Access is not provided	0-3 pts.

6. GMA PREFERENCE. Has the applicant made progress toward meeting the requirements of the Growth Management Act (GMA)?
RCW 43.17.250 (GMA-preference required.)

State law requires that:

- (1) 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 RCW 36.70A.040 ("state law").
- (2) 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 six months out of compliance with the time periods has not demonstrated substantial progress.
- (3) A request from an applicant planning under state law shall be accorded no additional preference based on subsection (2) over a request from an applicant not planning under this state law.

This question is pre-scored by IAC staff based on information obtained from the state Department of Community, Trade, and Economic Development, GMA Division. To qualify for the current grant cycle, the GMA comprehensive plan and development regulations must be completed by IAC's Technical Completion Deadline.

- a. The applicant does *not* meet the requirements of RCW 43.17.250..... (minus 1 point)
- b. The applicant *meets* the requirements of RCW 43.17.250 (0 points)
- c. The applicant is a nonprofit organization, state or federal agency (0 points)

IAC staff subtracts a maximum of 1 point; there is no multiplier.

[†] County, city, town, and special district applicants only. This segment of the question does not apply to nonprofit organizations or state and federal agency applicants.

7. PROXIMITY TO URBAN AREAS. Where is this project located with respect to urban growth areas, cities/towns, and county density?

Acquisition/Development; RCW 79A.25.250 (IAC urban area parks);
RCW 79A.15.060 (6)(b)(i)(WWRP);

This question is scored by IAC staff based on a map provided by the applicant. To receive credit, the map must describe the project area and contain a circle with a five-mile radius. As its hub, the circle must use the point on the project's boundary closest to a city or town. The single city or town (if any, including urban growth area boundary) with the highest population touched by the circles is counted in part "a," below. The result from "a" (cities) is added to the result from "b" (counties). This takes into account that counties with high average densities are made up of both high and low density areas.

Projects located near cities over 5000 population *and* within high density counties receive points from both "a" and "b".

A. Within 5 miles of a GMA urban growth area boundary or the boundary of an incorporated city/town. In either case, the score is based on the city/town population (OFM):

- 0 -4,999 (0 points)
- 5,000 -9,999 (1 point)
- 10,000 -29,999 (2 points)
- 30,000 -149,999 (3 points)
- 150,000 -299,999 (4 points)
- 300,000 -and above (5 points)

B. In a county with a population density (OFM) of:

- 0 -249 (0 points)
- 250 -324 (1 point)
- 325 -399 (2 points)
- 400 -474 (3 points)
- 475 -549 (4 points)
- 550 -and above (5 points)

IAC staff awards a maximum of 10 points that are later multiplied by 0.5.

Revised March 1997

Instructions: Species and Communities with Special Status Table

Species and Communities With Special Status Table. Complete and submit the table on page 10. This is a required part of the application. Staff will verify the information and evaluators will be given a copy of the table along with the other project materials. This table relates directly to Evaluation Question #2, Species and Communities with Special Status, with emphasis on the significance of the species. As part of the presentation, applicants must describe the significance information to evaluators for scoring.

Species, Community or Habitat Type. List each species, community, or habitat type with special status present in your project area or work site.

Occurrence. For special status animal species, indicate whether the occurrence of the species at the site is *breeding, feeding, migration, resting, perching, roosting, wintering, rearing, spawning, year-round resident, individual occurrence, or unknown*. For special status plant species, communities or habitat types, enter "N/A" in the occurrence column.

Status and Source. Indicate the status of the species and the source from which you obtained the information. Federal and state status and source information follows:

Federally Listed Species:	
• Resident fish and wildlife—Endangered Species Office, Lacey (360) 753-9440	
• Pacific salmon species—National Marine Fisheries Service; www.noaa.gov/	
State Listed Species and Candidate Species:	
• Endangered Species Section, WDFW, (360) 902-2515; www.wa.gov/wdfw/wildlife.htm	
Priority Habitats and Species:	
• Priority Habitat and Species Program, WDFW, (360) 902-2543; www.wa.gov/wdfw/habitat.htm	
State Listed Plant Species and Communities:	
• Natural Heritage Program, DNR (360) 902-1667; www.wa.gov/dnr/	

IAC will provide data request forms for both state databases. If your information came from a source other than these (such as a consultant or local biologist), please indicate on your form.

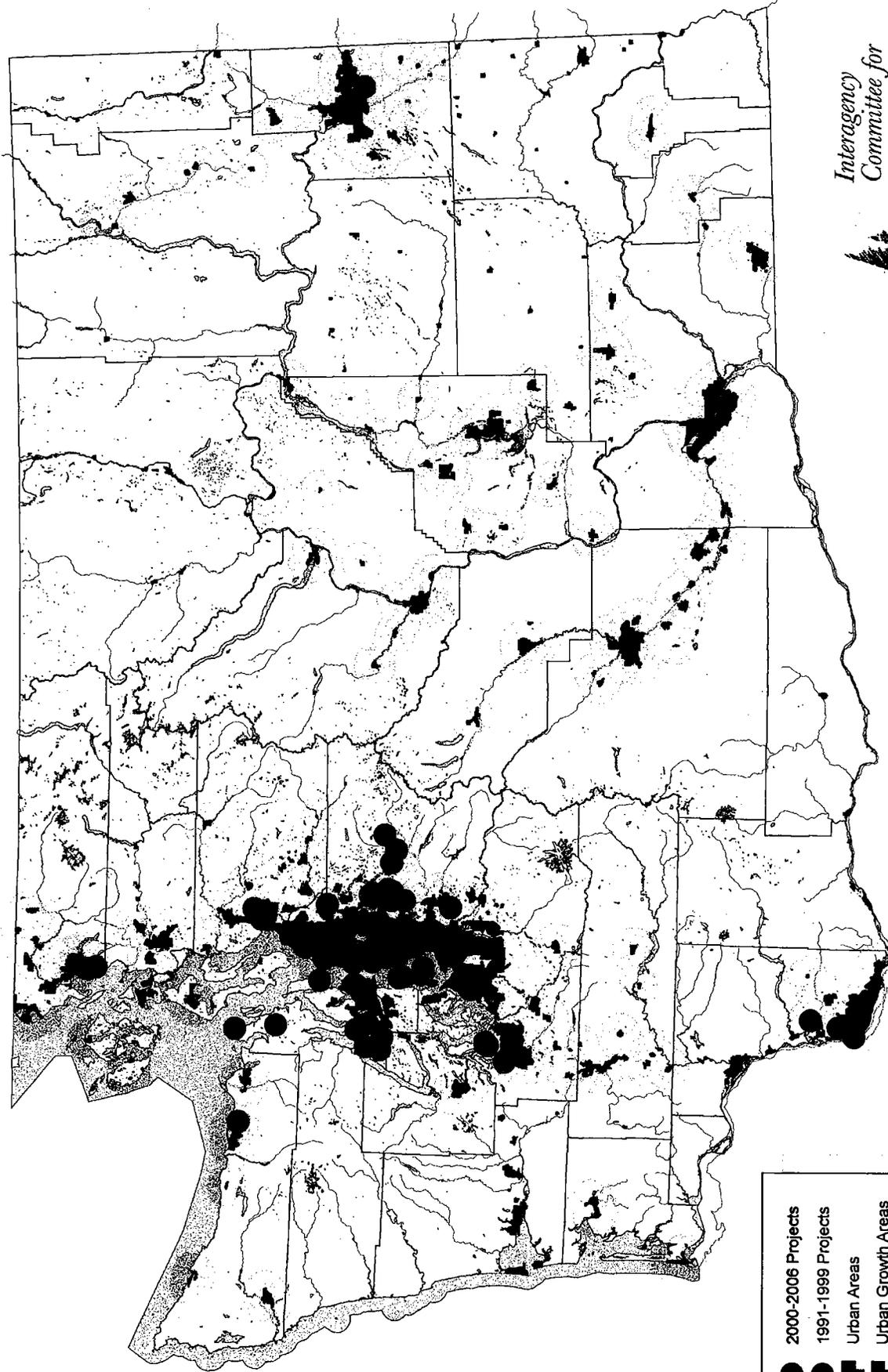
Federal Status		State Status	
FE	Endangered	SE	State endangered
FT	Threatened	ST	State threatened
FP	Proposed for threatened or endangered	SS	State sensitive
FC	Candidate for listing status review	SC	Candidate for listing status review
FSC	Species of concern	PS	Priority Species, non-listed but vulnerable
		PH	Priority Habitat
		P1, P2, P3	Priority 1, Priority 2, and Priority 3 (plants)

Example Matrix:

Species, Community or Habitat Type	Occurrence	Status	Source
Douglas Fir/ Western Hemlock/ Swordfern Community	N/A	P 2	DNR – WNHP
Brown Pelican	foraging, resting	FE, SE	WDFW – PHS
Thompson's Clover	N/A	P 2	DNR – WNHP
Chinook Salmon	rearing	FE	NMFS; SSHIAP *
Western Pond Turtle	year-round resid't	FSC, SE	USFWS; Consultant
Riparian Area	N/A	PH	WDFW – PHS

* SSHIAP Salmon and Steelhead Habitat Inventory and Assessment Program (NW Indian Fisheries Commission/WDFW)

Urban Wildlife Habitat Projects: 1991-1999 and 2000-2006



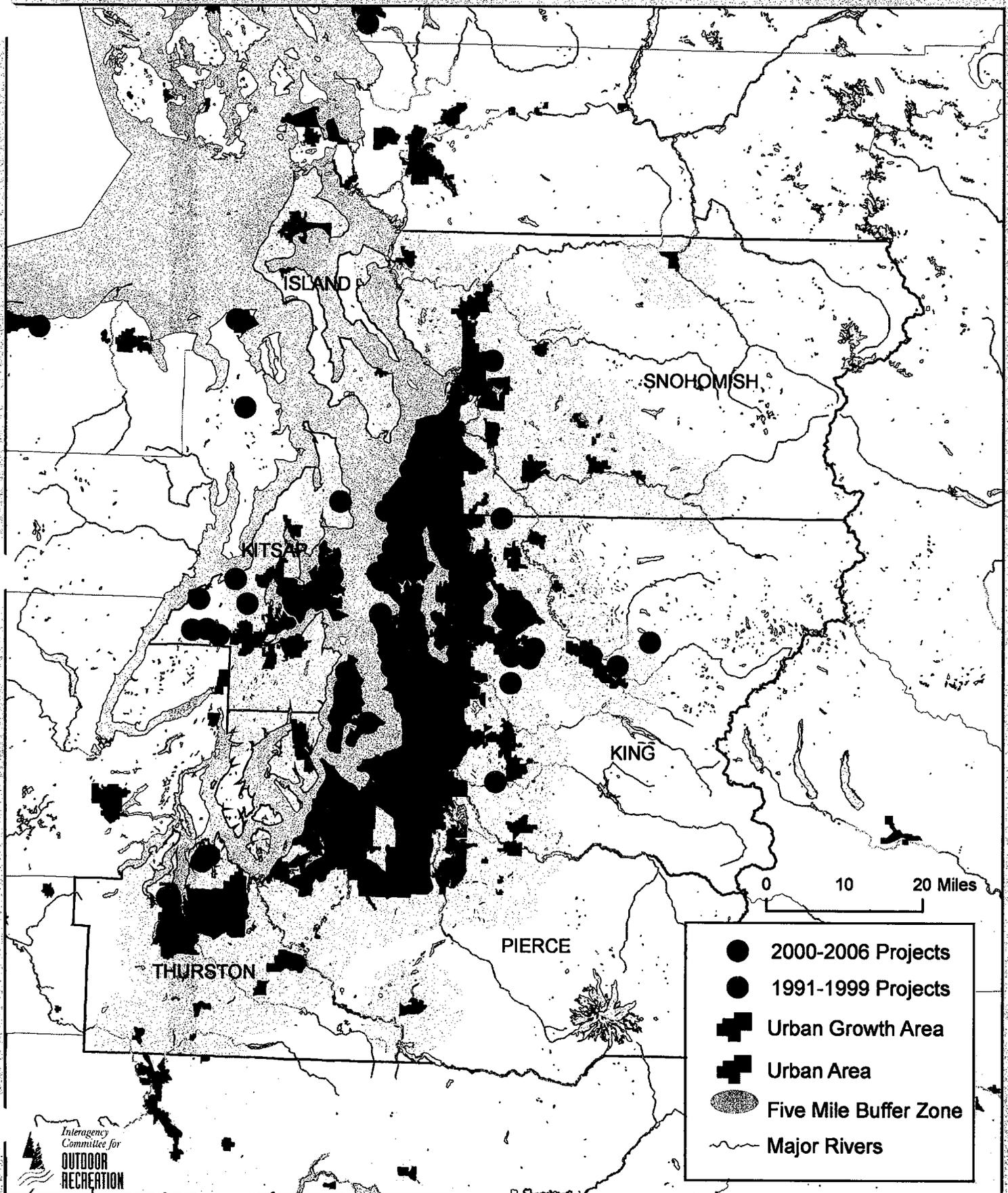
●	2000-2006 Projects
●	1991-1999 Projects
■	Urban Areas
■	Urban Growth Areas
○	Five Mile Buffer Zone
—	Major Rivers



January 2006

Urban Wildlife Habitat Projects: 1991-1999 and 2000-2006 Puget Sound Region

Appendix F



January 2006

Urban Wildlife Habitat Project : 1991-1999 and 2000-2006
King County

