



*Interagency
Committee for*
**OUTDOOR
RECREATION**

An Assessment of Outdoor Recreation in Washington State

**A STATE COMPREHENSIVE OUTDOOR
RECREATION PLANNING (SCORP)
DOCUMENT 2002-2007**

October 2002

ACKNOWLEDGEMENTS

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A special note of thanks is extended to the numerous individuals who participated in focus groups and public meetings or who commented on various drafts. These people, many of whom represent user groups or public agencies, contributed invaluable guidance and were instrumental in the Assessment's development.

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Chapter 1. Introduction

Washington's rapidly-growing population, changing demographics, and heightened public awareness of the relationship between a healthy outdoors and a healthy citizenry, combine to make statewide recreation and open space planning essential.

Written from the perspective of state government, *An Assessment of Outdoor Recreation in Washington State (Assessment)* is intended to inform decision-makers about issues and opportunities associated with outdoor recreation. The *Assessment* also maintains the state's eligibility for federal Land and Water Conservation Fund (LWCF) support.¹

Listening to Our Citizens

To prepare this *Assessment*, IAC spent considerable effort seeking guidance from the public and from professional recreation and habitat providers. Forums included a year-long diary based survey of citizen recreation participation (1999-2000), public focus group meetings (2001), open public meetings (2001), and consideration of numerous comments on the draft *Assessment* (2002).

Survey results and public involvement in other IAC planning and policy work have been reviewed and incorporated here. This work includes the *Nonhighway and Off-Road Vehicle Activities (NOVA) Plan*, the *Boating Infrastructure Program Plan*, and the 2001 local agency maintenance and operation Legislative task force.

Findings

Regarding our citizens' demand for outdoor recreation:

- Outdoor recreation is complex: this *Assessment* is able to report on at least 170 different types of outdoor recreation in 15 major categories. This complexity reflects the diversity of the state's population and the spectrum of public interests and attitudes.
- More than half of the state's population participates in some form of outdoor recreation. Roughly half of this activity is local, with the other half shared among state, federal, and private providers.

¹ This *Assessment* may also be used to address, in part or whole, RCW 79A.25.020(3), a statute calling for the Interagency Committee for Outdoor Recreation (IAC) to "prepare and update a strategic plan for the acquisition, renovation, and development of recreational resources and the preservation and conservation of open space."

- The state's population has grown about 20% since IAC's last statewide recreation survey. Importantly, this growth results both in total numbers of people *actively* recreating *and* in an increase in the proportion of *inactive* people. Growing demand is resulting in more reported crowding, increased specialization, increased user conflicts, and increased management actions to limit adverse impacts of access and activities. The increase in the inactive population is contributing to a possible decline in public health.

On the supply or inventory of recreation lands:

- There are about 10 million acres of public land managed in whole or part for outdoor recreation, habitat, and environmental protection. The vast majority of "recreation lands" are federal lands, located at higher elevations distant from populated areas, and able only to host relatively low-participation, challenging activities that demand high skill sets.
- Precise facility inventory data is lacking, but many recreationists report shortages of facilities from trails to ball fields.
- In an effort to preserve the inventory of both land and facilities, managers have adapted a variety of techniques to control or ration access, including reservation systems, catch limits, party-size restrictions, permits, licenses, fees, and facility scheduling.

On key issues identified by the public:

- People feel more "crowded" than ever in virtually all recreation pursuits.
- Reports of incompatibilities between activities, including competition for limited resources, are becoming more common.
- Adults are concerned that younger generations are out of touch with nature and natural resources such as fish and wildlife.
- Some people are skeptical about management conclusions that recreational activities are incompatible with wildlife and habitat values.
- Habitat and open space are seen as integral to the recreation estate, directly contributing to traditional natural resource-based recreation (hunting, fishing) and emerging recreation (photography, observation).
- The public continues to identify lack of physical access to land as a more critical issue than lack of supply, a trend with documentation going back to the early 1960s.
- The public cites a lack of adequate maintenance and operation (M&O) of public land and facilities as a critical issue, and desires an on-the-ground management presence especially on state and federal lands.
- People are concerned about fees associated with recreation and access.

Major Conclusions

The complexity of outdoor recreation in Washington State defies simple solutions. However, the results of public involvement and professional review indicate that some major issues need to be addressed in the next several years:

1. There is high need to provide better managed land and facilities supporting virtually all outdoor recreation categories;
2. Linear activities are the most popular activities. A significant portion of all linear activity, especially walking and bicycling, takes place close to home on sidewalks, streets, and roads. It is not well understood whether walkers and cyclists actually prefer the facilities and settings they use most frequently;
3. Sports, individual and team types combined, is second in popularity, with many, sometimes incompatible, sports competing for use of available facilities;
4. Nature and natural settings play an important role in many activities by category and type. There is high participation in observing and photographing the outdoors, especially wildlife, as well as continued participation in the established nature-dependent activities of hunting and fishing, all of which indicates the importance of preserving habitat for fish and wildlife;
5. There is growing evidence of declining public health related to inactivity, and a need to address the role of outdoor recreation in helping to reverse this decline;
6. There is a need to find acceptable means to pay for maintenance and operation, including improved on-the-ground management presence, of public lands and facilities; and
7. There is a need for improved data on public recreation behavior and preferences, as well as the inventory of available facilities, in order to ensure that public resources are more effectively utilized in meeting public needs.

Policy Framework

To address the findings and conclusions of this *Assessment*, it is necessary to provide a set of state policies to guide the selection of appropriate actions.

It is a policy of the State of Washington:

To recognize outdoor recreation sites and facilities as vital elements of the public infrastructure, essential to the health and well being of Washington citizens, and important to visitors.

To assist local and state agencies in providing recreation sites and facilities that benefit our citizens' health and well being.

To provide adequate and continuing funding for operation and maintenance needs of state-owned fish and wildlife habitat, natural areas, parks, and other recreation lands to protect the state's investment in such lands.

To work in partnership with federal agencies to ensure the availability of a variety of opportunities and settings for outdoor recreation.

To encourage the private sector to contribute needed public recreation opportunities.

To encourage all agencies to establish a variety of financial resources which can be used to significantly reduce the backlog of needed outdoor recreation, habitat, and open space projects.

Chapter 2. Participation

Statewide Survey

To measure participation, IAC contracted for the design and implementation of a statewide outdoor recreation participation survey. The survey was designed in 1999, in cooperation with an advisory team of recreation professionals from across the state. The survey was performed by an independent survey firm in 1999 and 2000. Over 1,500 people across Washington State were recruited on a random basis to fill out diary-based forms to keep track of activities for a calendar year.²

The survey results reflect *actual behavior*, and not *preferences*. Also, the complex nature of the study design limited the ability to collect site-specific activity data. Overall, however, the results of the survey are statistically reliable and form the basis for this discussion of participation.³

A randomly-selected statewide panel was asked to report on activities in 15 general categories, and on specific activities within the categories.

The major categories were:

1. Sightseeing
2. Nature activities (bird watching, gardening, etc.)
3. Fishing
4. Picnicking
5. Water activities (boating, swimming, etc.)
6. Snow/ice activities (skiing, skating, snowboarding, snowmobiling)
7. Air activities (flying, parachuting, bungee jumping, etc.)
8. Walking and hiking
9. Bicycle riding for recreation
10. Equestrian activities
11. Off-road vehicle driving for recreation
12. Camping
13. Hunting and shooting
14. Team and individual sports
15. Indoor recreational activities (used for comparison purposes)

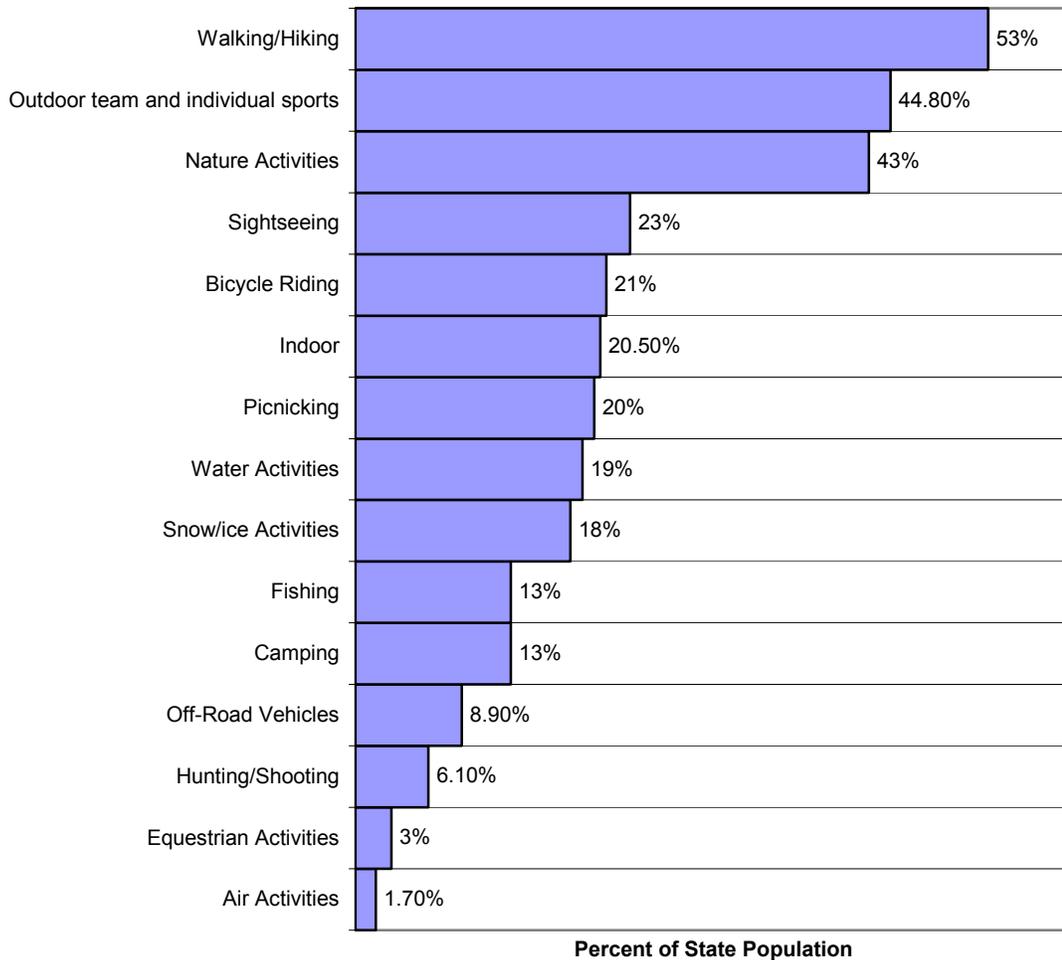
² A technical description of the survey methodology is found in Appendix 2.

³ For the purposes of Land and Water Conservation Fund rules, this *Assessment* considers participation as expressed “demand.” Latent demand or preferences are not addressed.

Overall Results

The survey revealed an active population pursuing close-to-home, low cost activities. Most people engage in multiple activities that cross categories. The following table depicts overall participation in general recreation categories.⁴

**Participation in General Recreation Categories
As a Percent of State Population**



⁴ Unless otherwise noted, all data presented in charts and graphs are from Beckwith Associates Statewide Outdoor Recreation Participation Assessment, January 2001.

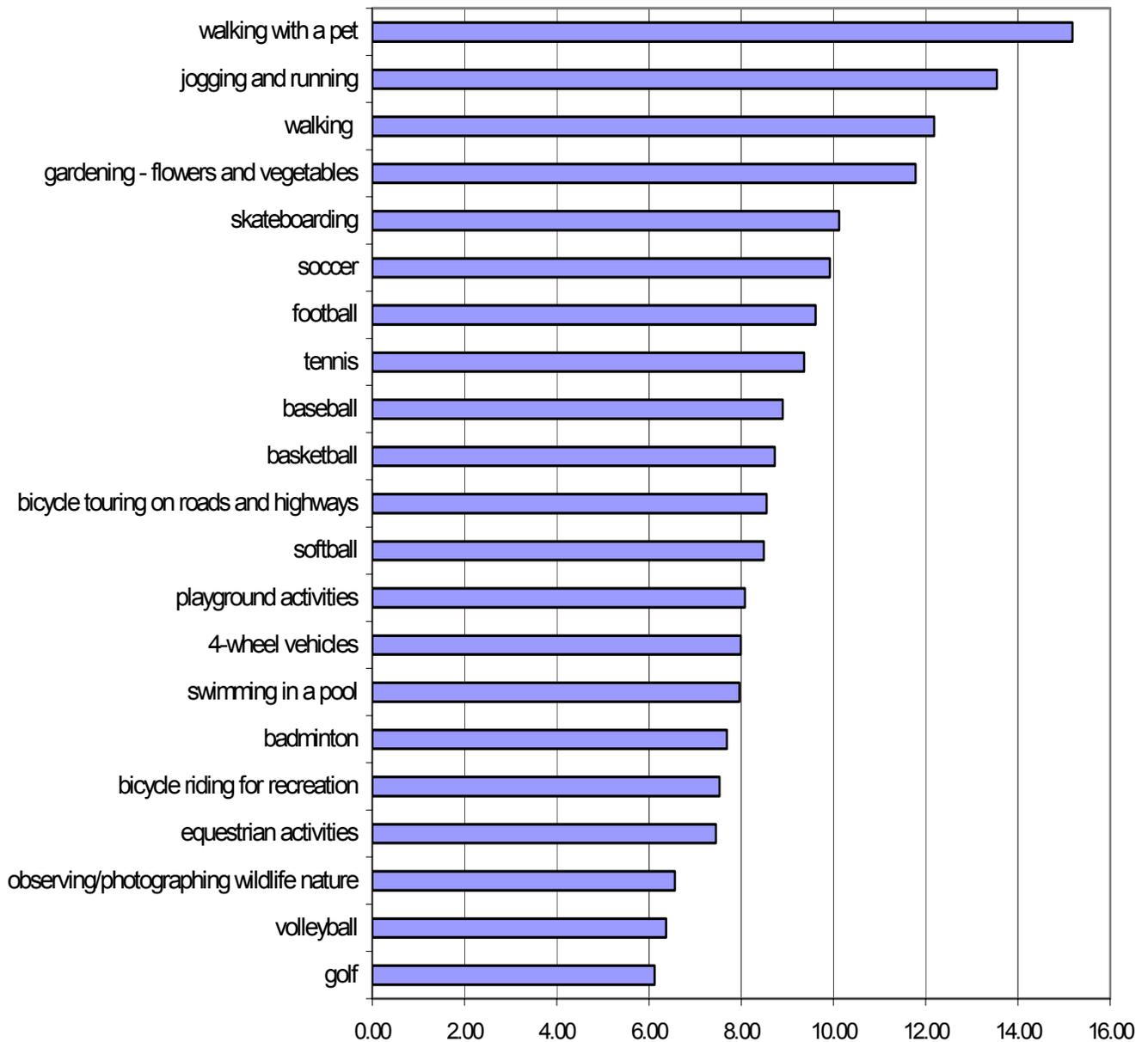
Looking at activities in more detail, the survey produced a list of 170 recreation activities ranked in order of estimated raw numbers of participants (people who participate in the activity at least once per year).⁵ The top 20 activities are depicted in the following table.

Activity	By type or location	Estimated Number of participants (rounded)*
Bicycling	On roads and streets	790,000
Gardening	Backyard	723,000
Walking	On sidewalks	649,000
Walking	On roads and streets	609,000
Sightseeing	Scenic areas	587,000
Walking with a pet	Undesignated site or location	547,000
Indoor	Social events	543,000
Picnicking	Undesignated site	525,000
Picnicking	Designated picnic tables	459,000
Walking	In a park/trail setting	448,000
Sightseeing	Cultural/historical	433,000
Observing/photographing nature	Birds	373,000
Sightseeing	Public facility	356,000
Walking with a pet	On-leash in a park	321,000
Observing/photographing nature	Animals	304,000
Sledding/tubing/snow play	Snow-ice settings	291,000
Walking (day hiking)	Mountain and forest trails	279,000
Playground activities	At a park	276,000
Indoor	Activity center uses	273,000
Beachcombing	Shore areas	271,000
* Estimate based on Beckwith Associates statewide assessment, with a margin of error of +/-5%, and Office of Financial Management population estimates for 2000.		

⁵ The complete list is included in Appendix 1.

Yet another measure of outdoor recreation is frequency: that is, how many times per year, as a statewide average, respondents participate in major activities:

**Major Outdoor Activities:
Average Events Per Year, All Ages**



Looking at the data in 3 different ways – overall participation, number of people per specific activity, and frequency -- *linear* activities, but especially walking and bicycle riding, emerge as the highest participation activities.

Verifying Survey Results

Review of survey results sometimes raises the question of statistical validity. There are a number of ways to verify such data. One method is to replicate the same survey over time to look for consistency. Another example is to increase the sample size by including significantly more completed survey forms in the sample. Lacking resources to replicate the statewide recreation survey or to include a much larger sample size, other means of verification may be used to help confirm the relative accuracy of the Beckwith survey results.

One efficient method to verify results is to compare survey results with the results of other, similar surveys to look for consistency. Direct or detailed comparison is usually not possible due to differences in methodology or survey questions. General comparison is possible, however, if allowances are made for variables of a survey's purpose, date, and methods.

IAC has found that statewide recreation participation data for Washington are rare. Such data are often only collected and used by agencies to conduct large-scale recreation planning studies in the state. It is not unusual to find contemporary recreation studies and plans that refer to data collected in the late 1980s and published in 1990 by IAC. A study plan written for a hydropower relicensing team made the following statement:

Recreation activity demand data are primarily from the Washington IAC's SCORP document for Region 2, as identified in *Washington Outdoors: Assessment and Policy Plan 1990-1995* (IAC 1990).⁶

One recent statewide survey with immediate relevance is *Physical Activity in Washington State*, published by the Washington State Department of Health (November 2000). Methodology differences prevent a complete, item-to-item comparison, but the overall results of the Health study can be compared to the overall results of the Beckwith survey.

A statistic addressed by both studies is the type of activity most often reported by respondents. According to Beckwith, about 56% of Washington's population walks for recreation, the largest single category by participation.

The Health study asked about people's physical activity, during both leisure time and work. "Leisure time" activities included non-recreation pursuits such as lawn mowing and shoveling snow. The average of all age groups participating in "some but not enough activity" to achieve potentially positive health results is 50% statewide. The largest single category reported was "walking."

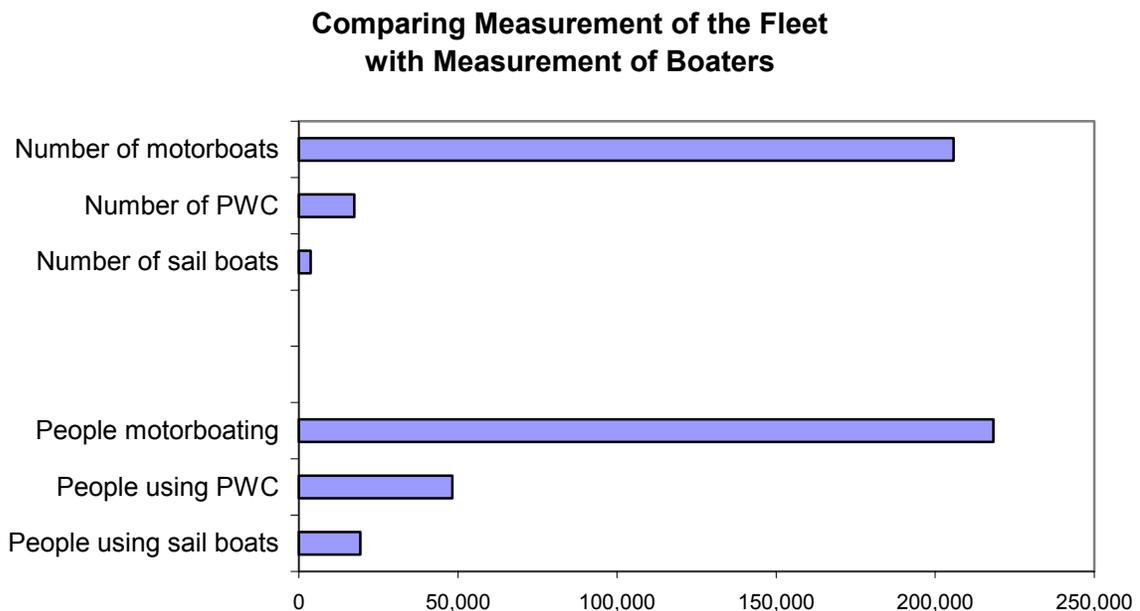
Comparing the Beckwith statewide study to a recent national study produces a similar result. Roper Starch Worldwide conducted a telephone survey of

⁶ PacifiCorp Lewis River Hydroelectric Project Study Plan Document Page REC 2-3

households nationally for the Recreation Roundtable.⁷ The survey found that 57% of respondents participated in outdoor recreation at least monthly, with the largest single category identified as “walking.” As another comparison, both national and Washington State participation data for bicycling were virtually identical at about 20%.

Another national study estimated baseline numbers of people picnicking in the Pacific States as 15.80%.⁸ This number compares with an estimate of 14.09% from the Beckwith survey. When considering the margin of error, the results are virtually identical.

Other recent activity-specific studies were examined to determine consistency with the Beckwith survey results. In 1999-2000, IAC contracted with BST Associates to determine the size and composition of the recreational boat fleet: motor boats, sailboats, and personal watercraft. The results of the BST fleet count were compared to the results of the “water activities” category reported by Beckwith. A visual comparison of charts prepared from the two data sets indicates similar results from both studies, with the number of boats by type corresponding with the number of people reported to be active in boating by type:



In reviewing the table above, the slightly higher number of people compared to boats is easily explained: people generally do not boat alone, and personal

⁷ “Outdoor Recreation in America 1998,” prepared for the Recreation Roundtable, Washington, DC, by Roper Starch Worldwide

⁸ Outdoor Recreation in American Life: A National Assessment of Demand and Supply Trends, Cordell, et. al., Sagamore Publishing, 1999

watercraft can be shared. In short, confidence in the results of both studies is enhanced by this comparison.

In March 2001, IAC staff took the Beckwith survey results to a series of public focus group meetings across the state. These meetings were attended by citizens who reported recreating in a variety of pursuits including but not limited to walking, off-road motorcycling, fishing, hunting, horse riding, soccer, softball, bicycling, hiking, and ATV riding. Attendees were given an overview of the survey results and asked for reactions and opinions. The most consistent comment from attendees was the overall results are “not surprising.”

IAC acknowledges that no survey can be totally free of bias or error. In the Beckwith survey, and in spite of extensive efforts to collect a completely random sample, the panel recruited may be biased in favor of active people or households, those more likely to be motivated to report on recreation activities. Those with little or no interest in outdoor recreation may have declined at a higher rate than less active (or interested) people or households. Regardless, the overall results of the Beckwith survey are supported by comparison to other survey results and by the observations of focus group participants.

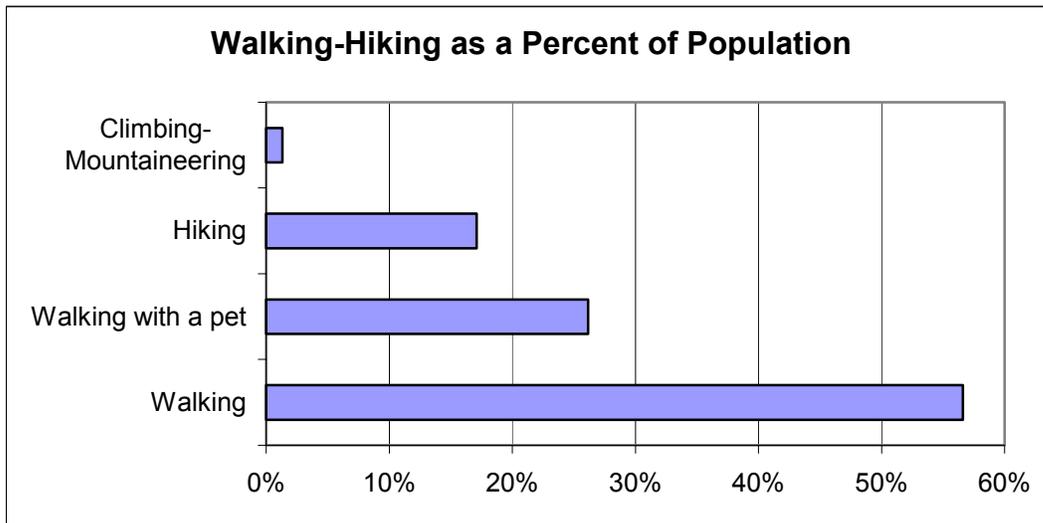
The IAC, therefore, considers the results as a reasonable basis for reporting generally on public participation in outdoor recreation statewide. IAC does not consider the data to be exhaustive or definitive. Much is unknown about the motivations, preferences, and site-specific behaviors of the recreation public. The data presented throughout this *Assessment* is intended to depict an overview of general recreation participation. The *Assessment* is able, for example, to comment globally on bicycle riding, but it cannot make a determination about site-specific needs for facilities such as bicycle lanes or single-track trails.

More Detail on Survey Results by Major Categories

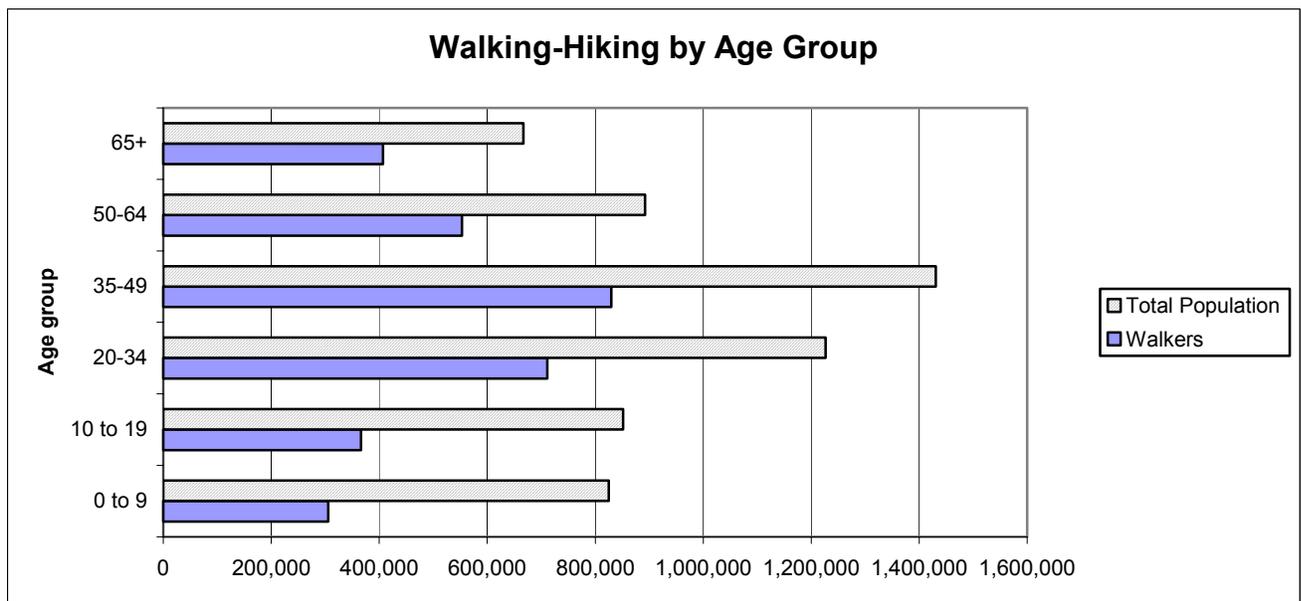
The following discussion considers major recreation categories in descending order beginning with the most often-reported activities.

Walking-Hiking

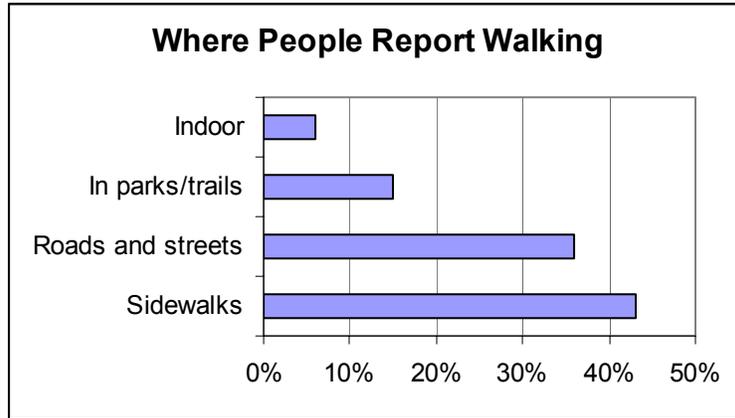
Walking is the single largest category by total participation. This may be due to its simplicity: walking requires little or no special equipment; there are suitable (if not always desirable) sites immediately available to homes and worksites; it has low physical impact and effort, and demands little more than a “natural” skill set.



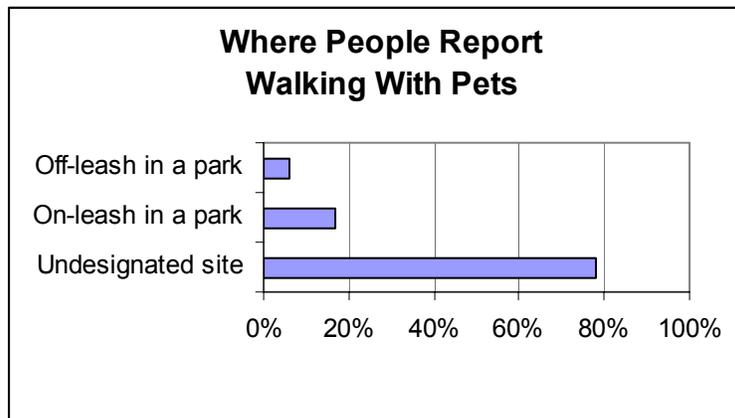
Walking is well distributed across age groups. Presumably, the very young will join parents, older siblings, or others on walks.



That walking does not necessarily require recreation-specific facilities is reflected in the fact that the public has adapted a variety of settings for walking, most notably the transportation system. This is not to imply that the public is satisfied with sidewalks, streets, and roads. IAC believes that more data is needed concerning *preferred* facilities and settings for all activities, including walking.

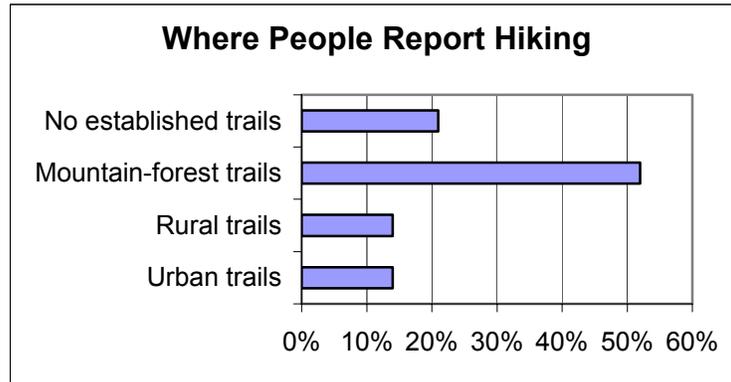


Walking with a pet. Presumably, the majority of people reporting activity in this area are walking dogs. Considerable activity in this category may be unreported by those who experience walking the dog as a chore as opposed to a form of recreation.



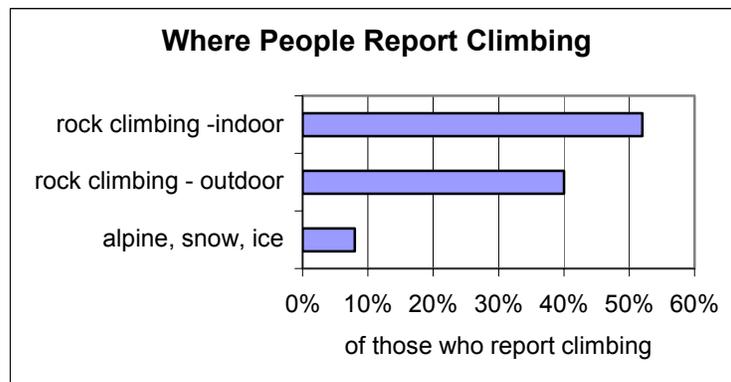
“Undesignated sites” as interpreted by survey participants will presumably include sidewalks, streets, and roads, and may also include school grounds, vacant lots, local parks not necessarily “officially” designated as dog parks, and other sites. This category has not been discussed in past IAC *Assessments*; the need for the new category may help to confirm anecdotal evidence suggesting that public demand for “dog parks” has been increasing in the past decade.

Hiking seems to be defined by participants by a combination of facility and setting. In other words, hiking appears to be a form of walking that takes place on native surfaces (soil, sand, rock) in settings out of the human-built environment. This assumption, if accurate, would explain why some survey participants report hiking on “urban trails.”



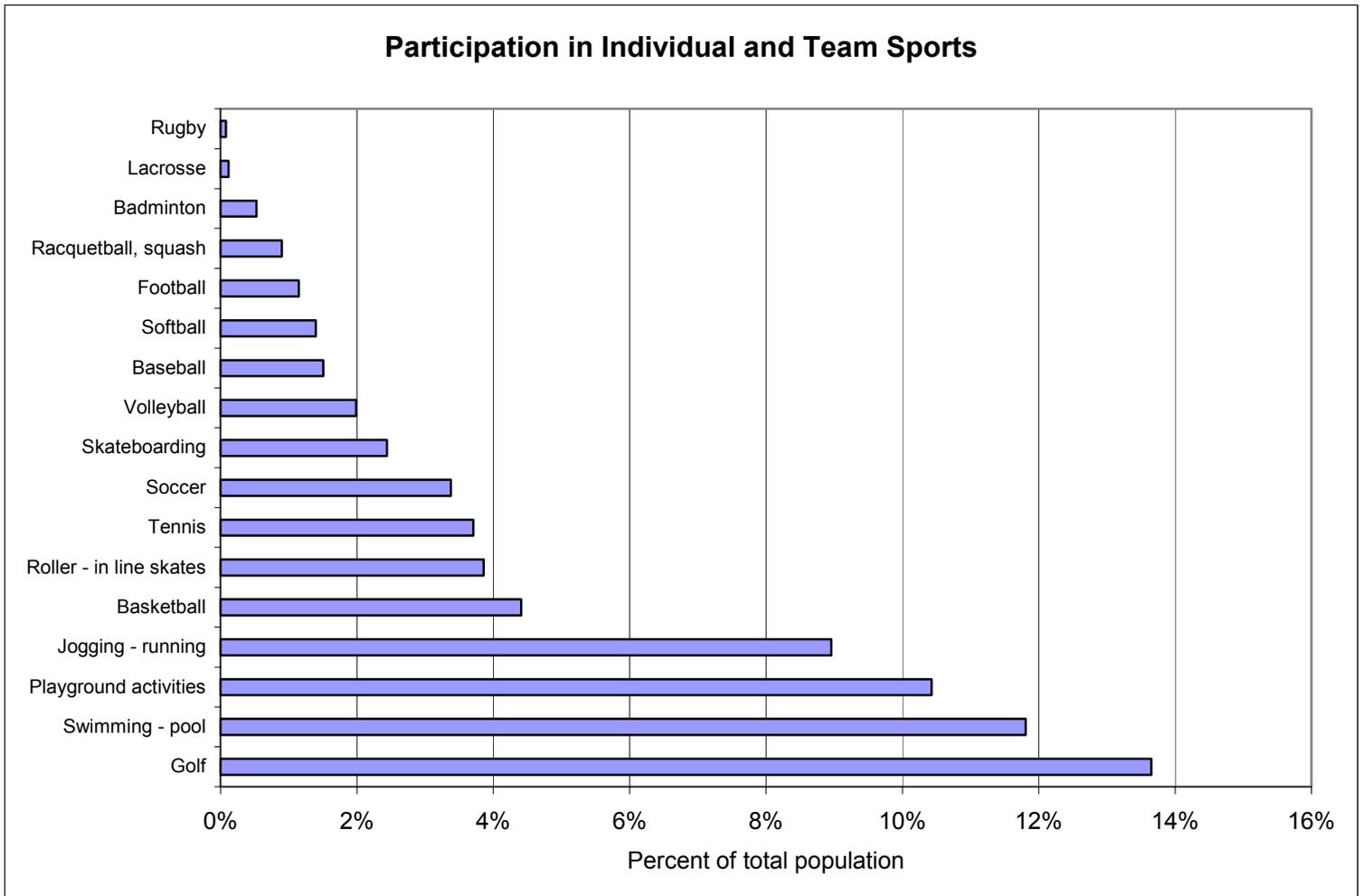
The data reported for “mountain-forest trails” does not distinguish land management or ownership, i.e., how much hiking takes place on state land, federal land (Forest Service, National Park Service), or private land.

Climbing and mountaineering are highly specialized, challenging pursuits. In Washington State, 52% of the activity is indoor on rock climbing walls; 40% is outdoor rock climbing; and about 8% is alpine snow and ice climbing in the State’s most challenging outdoor environments.



Team and Individual Sports

Second largest overall of the major categories measured in the statewide survey, this category is perhaps the most complex, encompassing a variety of activities. Many of the activities, when measured individually, have relatively low participation; however, the *combined participation* in the many and various types of sport is significant.

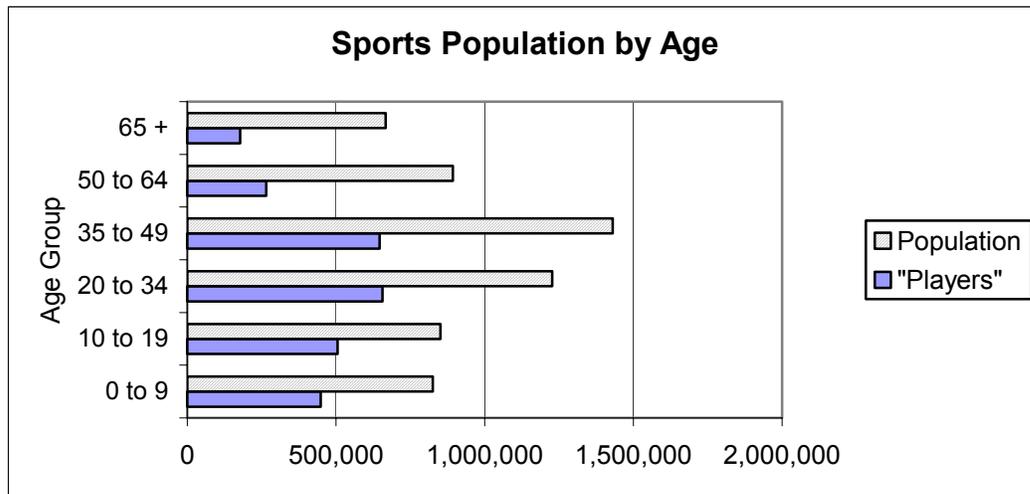


Some activities listed above can take place indoors or outdoors: basketball, volleyball, and handball are examples. Participants reported 80% of basketball 83% of volleyball, and 84% of handball-racquetball as indoor.

Sport activities tend to rely on locally-provided land and facilities. Many of the activities are land intensive: golf, for example, demands extensive dedicated acreage (between 120 and 160 acres for an 18-hole course)⁹ and specialized facilities. Baseball and softball may require less land (400x400 feet for a field)¹⁰, but share special facility needs. Soccer, football, and rugby require essentially the same size and shape field (roughly 160x360 feet)¹¹. Competition among sports for access to land and facilities is common statewide.

Swimming pools are perhaps the most sophisticated, and therefore costly, facilities supporting this category. Meeting local demand for swimming, both known and latent, can be highly challenging for communities with modest or diminished resources.

Participation in sports activities declines with age, likely due to changes in individual health and lifestyle.



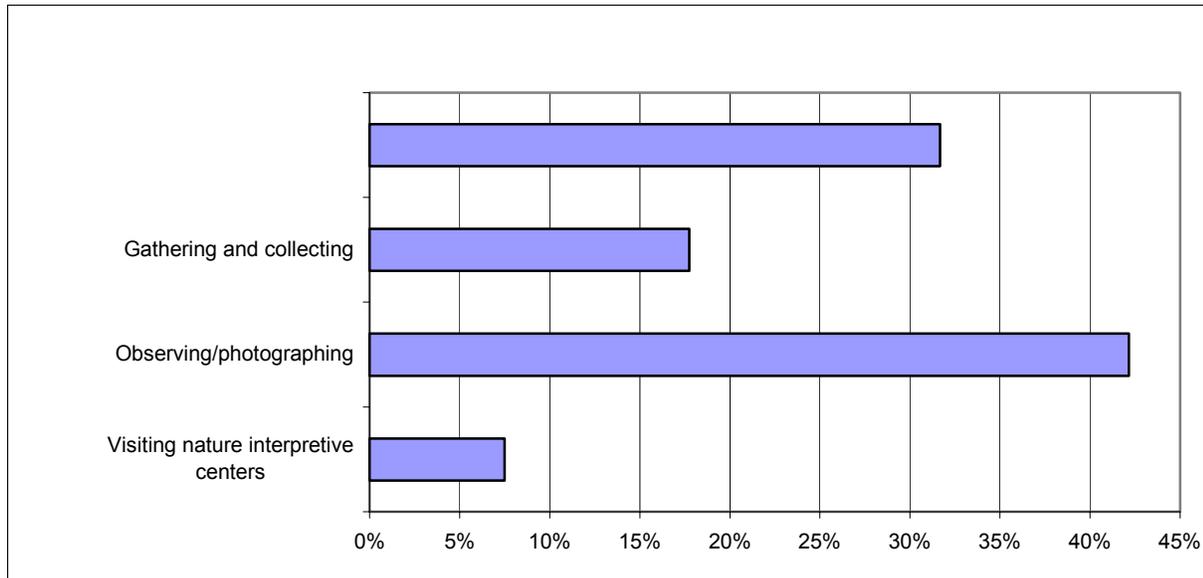
⁹ Planning Facilities for Athletics and Physical Education and Recreation, Athletic Institute, 1985

¹⁰ See Note 1

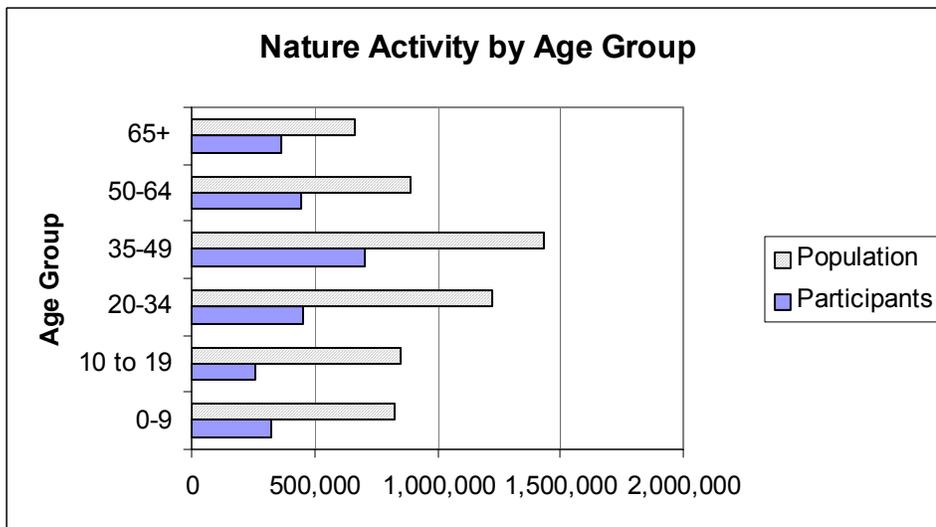
¹¹ See Note 1

Nature Activities

Consistent with national data¹², this is a significant category in Washington State. It is important to note that this category is distinct from and sometimes competes with resources important to other pursuits such as hunting and fishing.



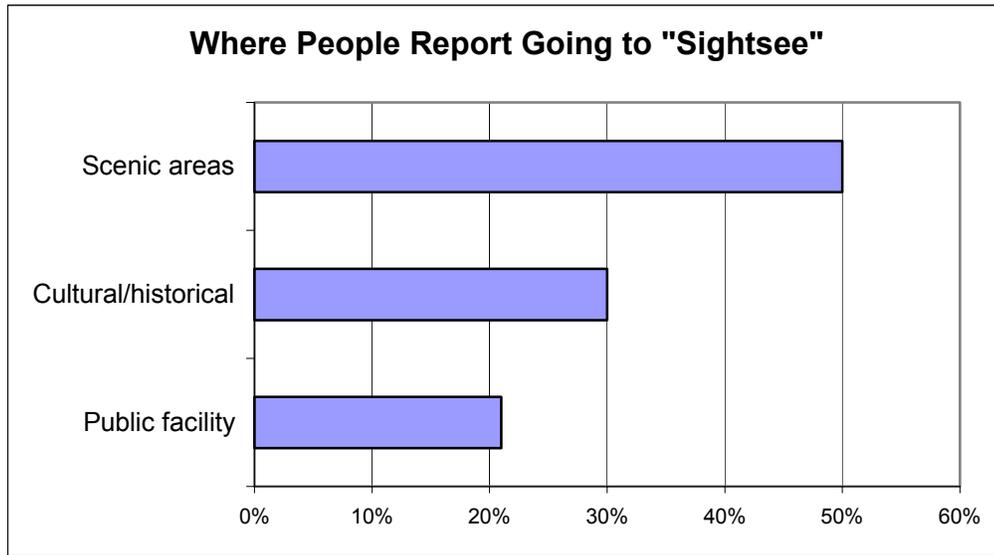
Observing and photographing nature and wildlife is obviously dependent on the availability of species, and therefore habitat. The data reported here does not distinguish the ownership of the lands used for the activities, except for gardening: 94% of all gardening occurs in the privacy of the “backyard.”



¹² Outdoor Recreation in American Life: A National Assessment of Demand and Supply Trends, Cordell, et al, Sagamore Publishing, 1999

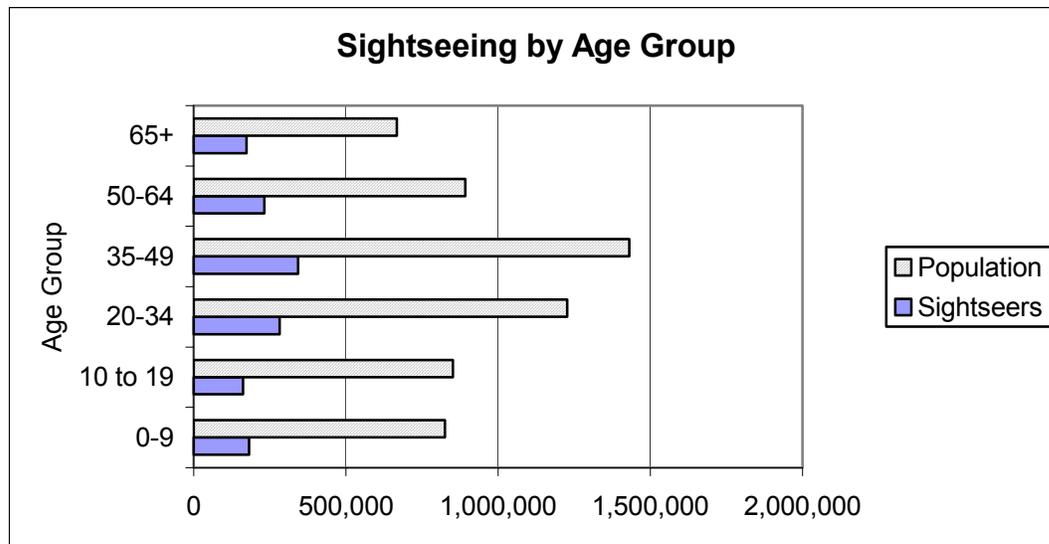
Sightseeing

Also referred to as “driving for pleasure,” sightseeing relies on the availability of land and facilities that are interesting, aesthetic, and accessible via vehicle whether motorized or not.¹³ Perhaps not surprisingly, about half of the activity takes place in “scenic areas.” A case in point is State Route 20 through the



North Cascades, where tourists report “sightseeing” as the most popular activity.¹⁴

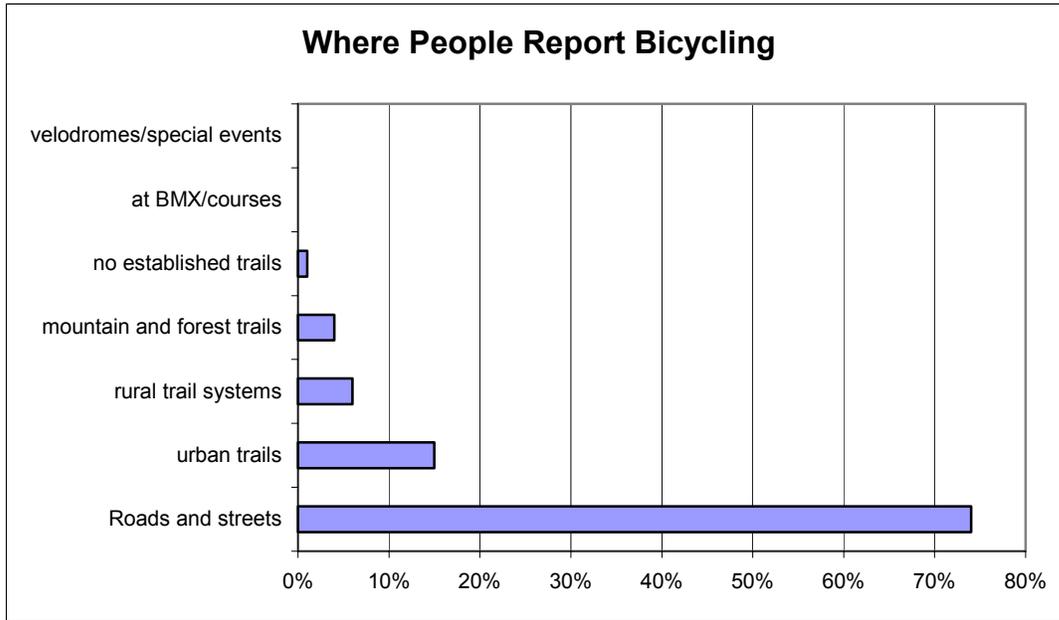
Participation by age group is similar to that described for “nature activity,” with the implication that children sightsee with adults (although teens may be reluctant to go along).



¹³ RCW 46.61.755 grants bicycle riders the same rights and duties as motor vehicle operators.

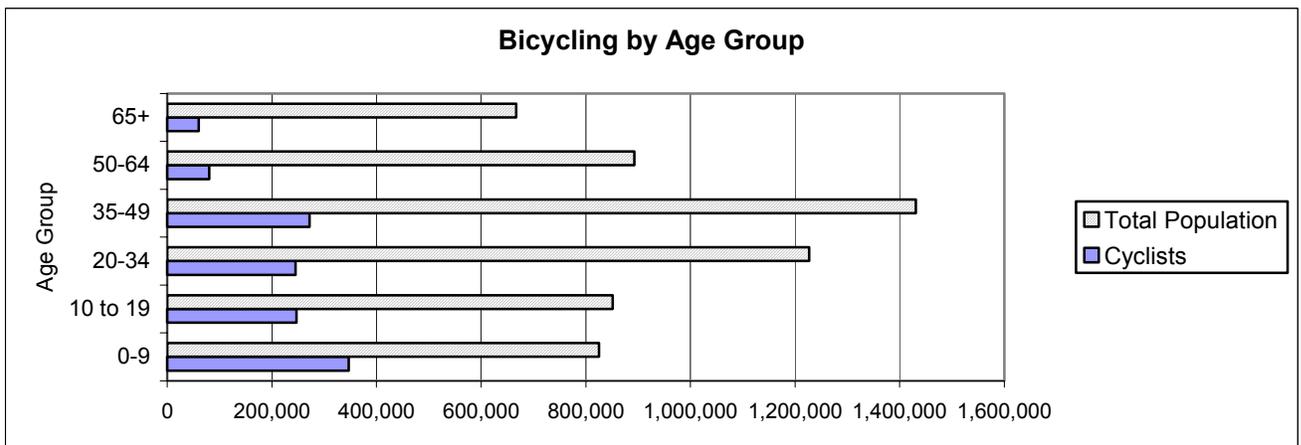
Bicycling

People taking part in the survey were asked to report on recreational riding, not commuting. The use of streets and roads for bicycling is considerable, more so than any other recreation other than sightseeing.



Note: BMX and velodrome use is known, but insufficient surveys were returned to allow meaningful display or interpretation.

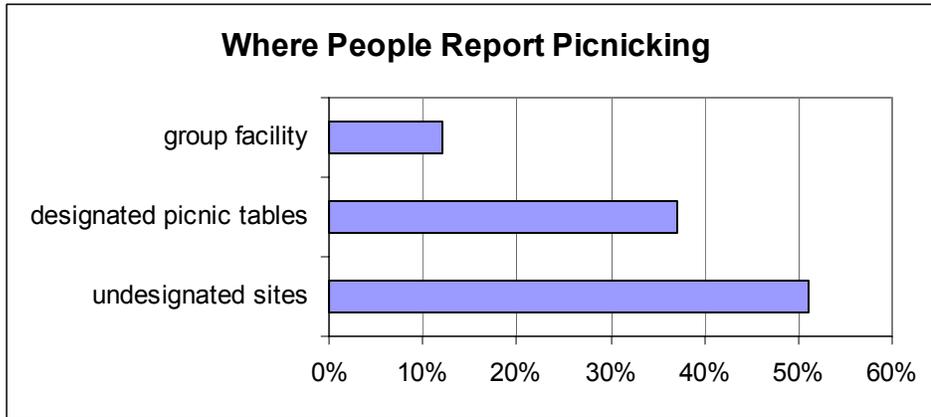
Bicycling is remarkable also for high participation by young children, along with a notable decline in participation with age.



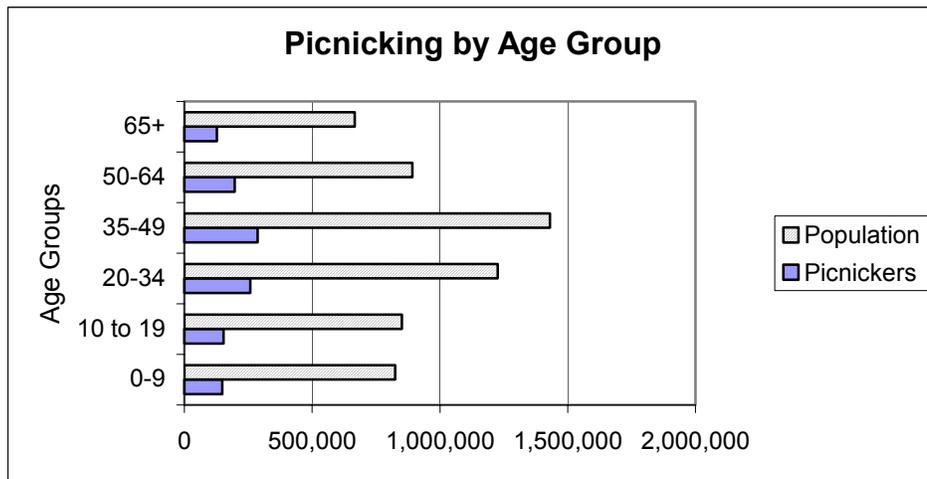
¹⁴ State Route 20 North Cascades Scenic Highway Tourism Survey and Market Analysis 2000-2001, prepared for Washington State Department of Transportation, Perimedes Group, 2001

Picnicking

As previously noted, Washington State participation (14% of the population) compares remarkably well to estimates from national surveys (15.8% estimated baseline). Of note is the informal nature of picnicking, as indicated by substantial numbers of people reporting use of “undesigned sites” for the activity.

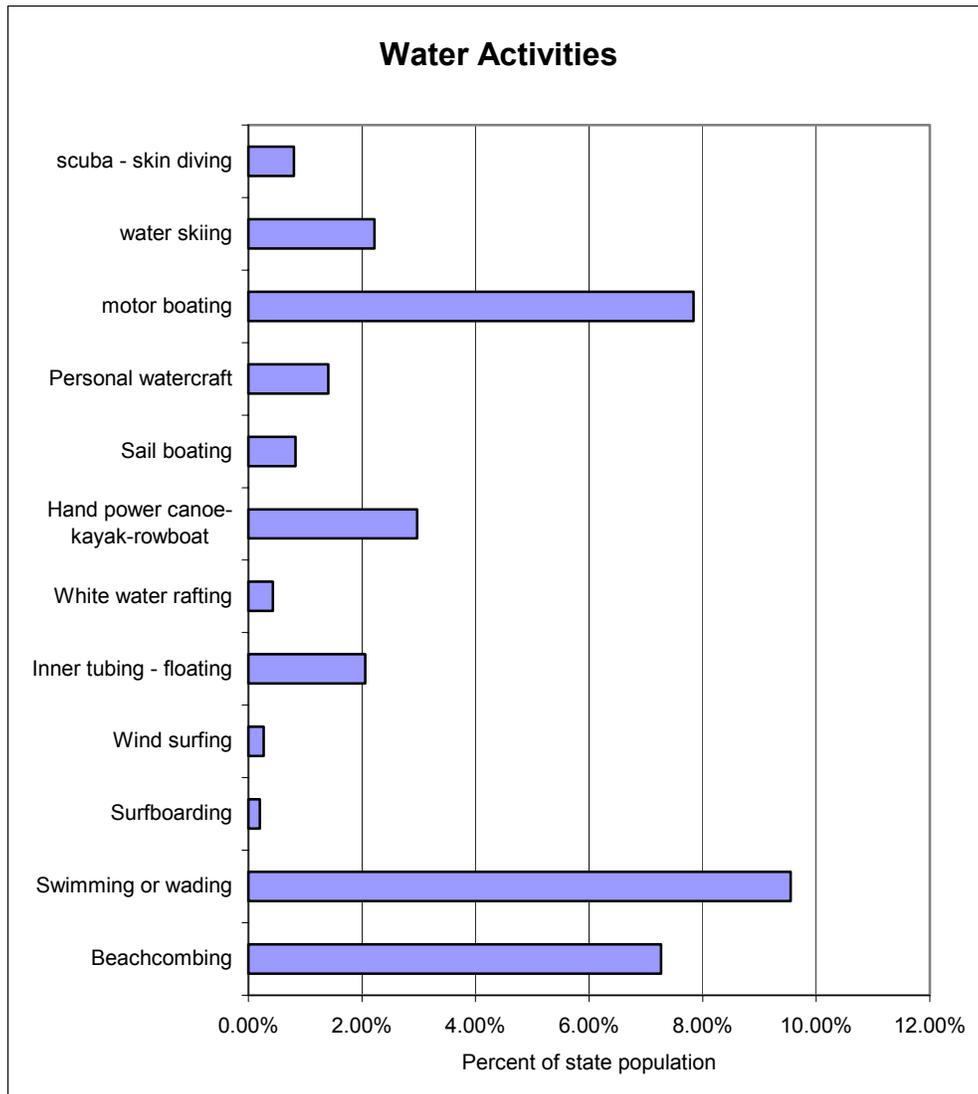


What is not clear from the data where the undesigned sites might be located, and the extent to which a picnic will be combined with another activity, such as a sightseeing trip.



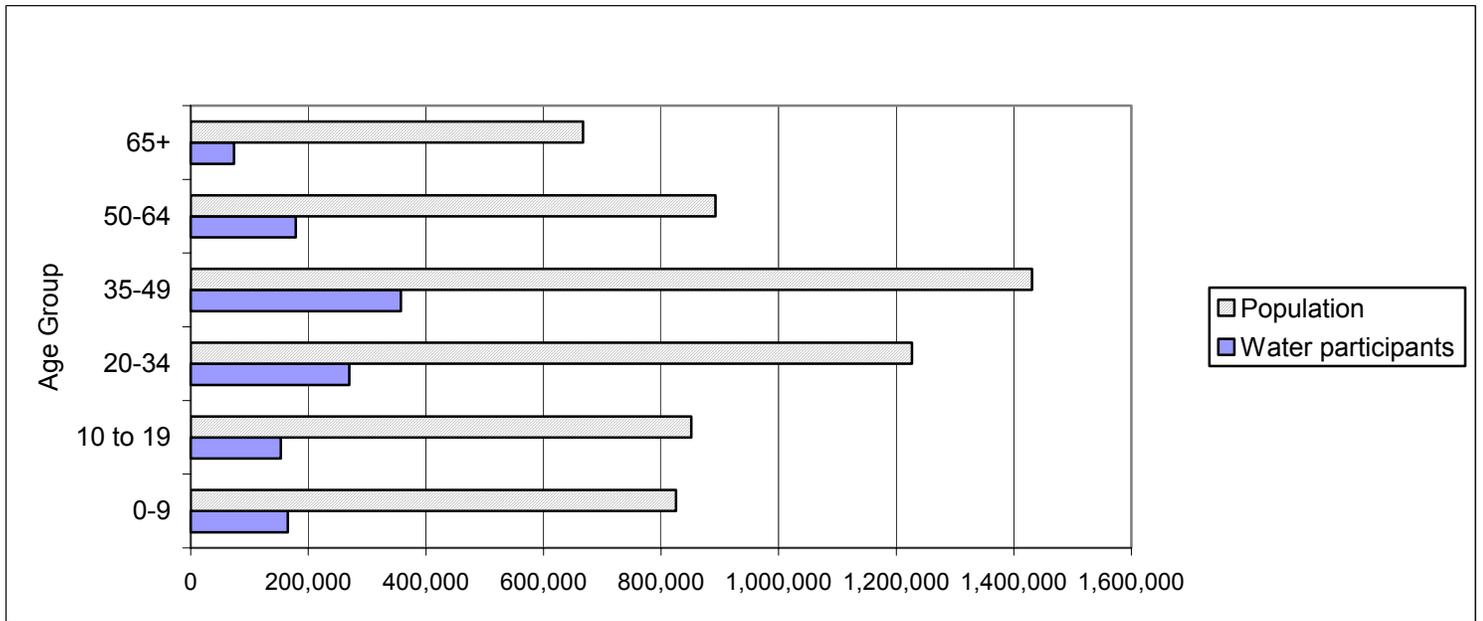
Water Activities

Like sports, water activities are comprised of a variety of different pursuits. Unlike sports, there is less direct competition among these activities for available land and facilities.



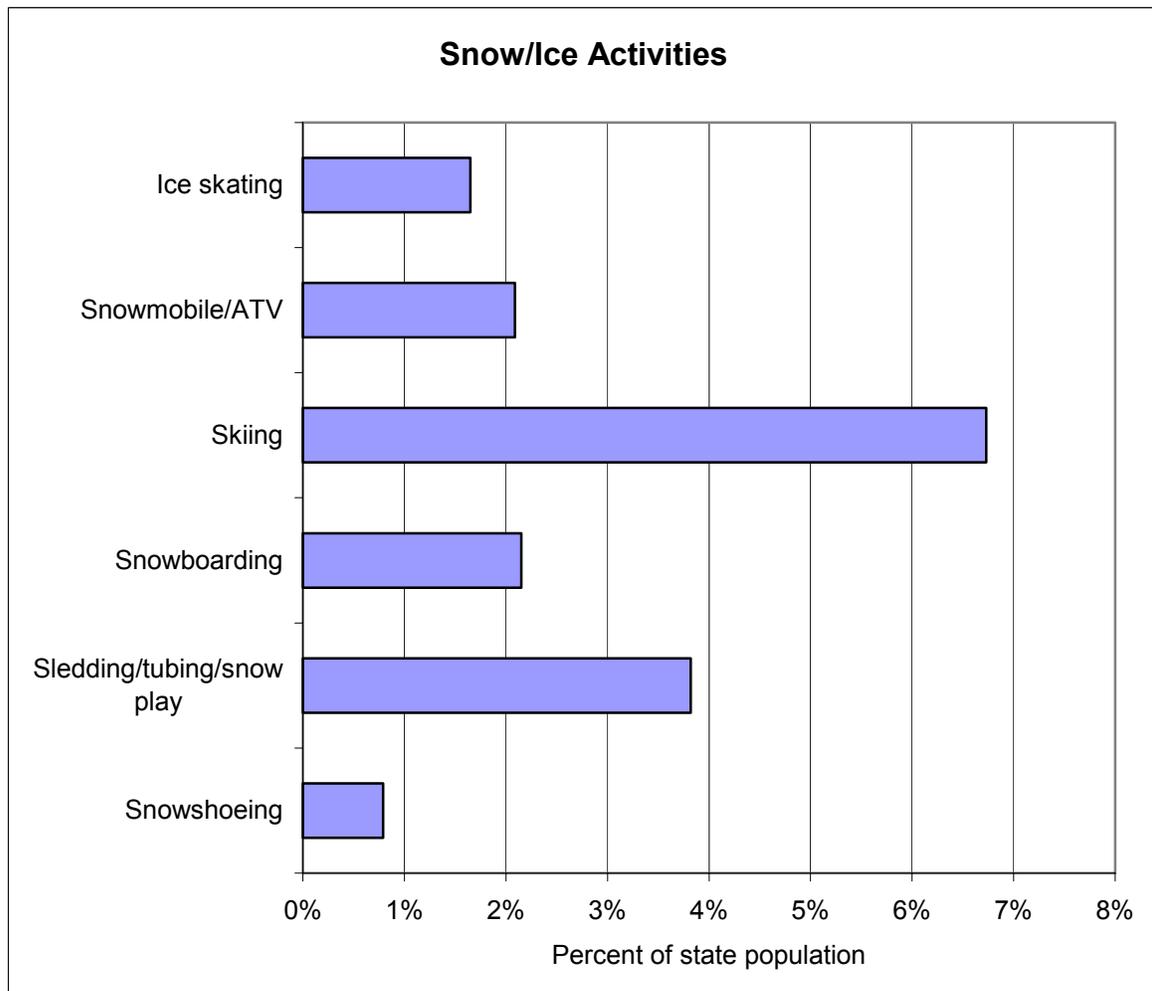
Of interest is the strong showing of swimming or wading: about 60% of the activity reported was in fresh water. More swimming takes place in pools than in fresh water outdoors, however, probably due to the somewhat short outdoor swimming season and the predominance of cold, and perhaps dangerous waters statewide.

Age group participation is similar to other activities.

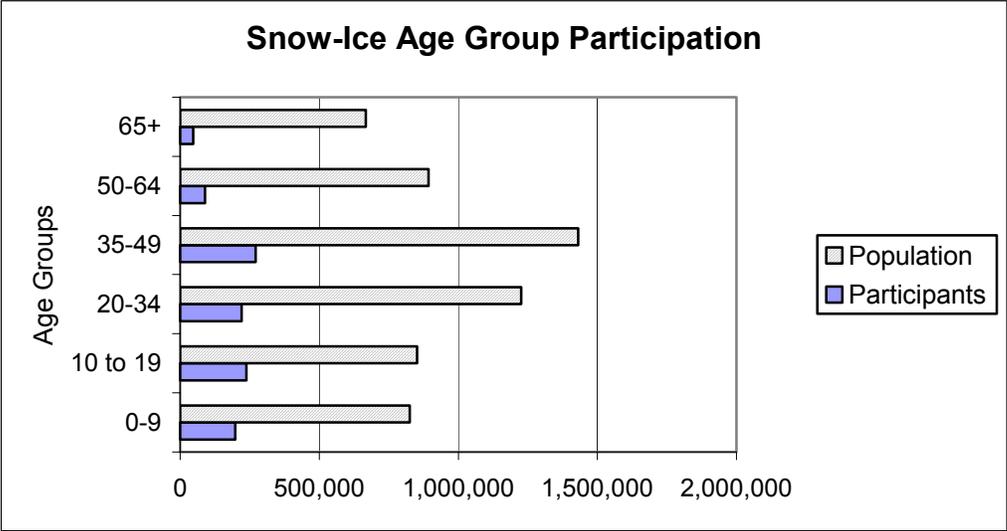


Snow/Ice Activities

Most outdoor snow and ice recreation depends on weather more than facilities. However, sophisticated facilities are required for downhill skiing (2/3 of the skiing reported here). Snowmobile riding and cross-country skiing are examples of recreation that often depends on prepared surfaces such as groomed trails or roads, as well as seasonal support facilities. Much snow and ice recreation takes place in mountainous settings, obviously during the winter months.

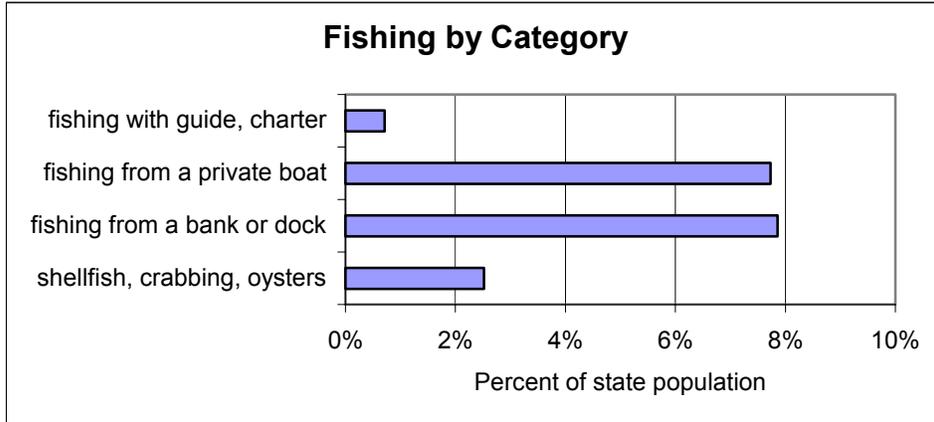


As in other activities, children participating in snow/ice activities would probably be in the company of adults. The low rate of participation by older adults is of interest, and is not explained by the available data; it may be due to the physical exertion required, and if so would be similar to declining rates of participation in field sports and bicycling.

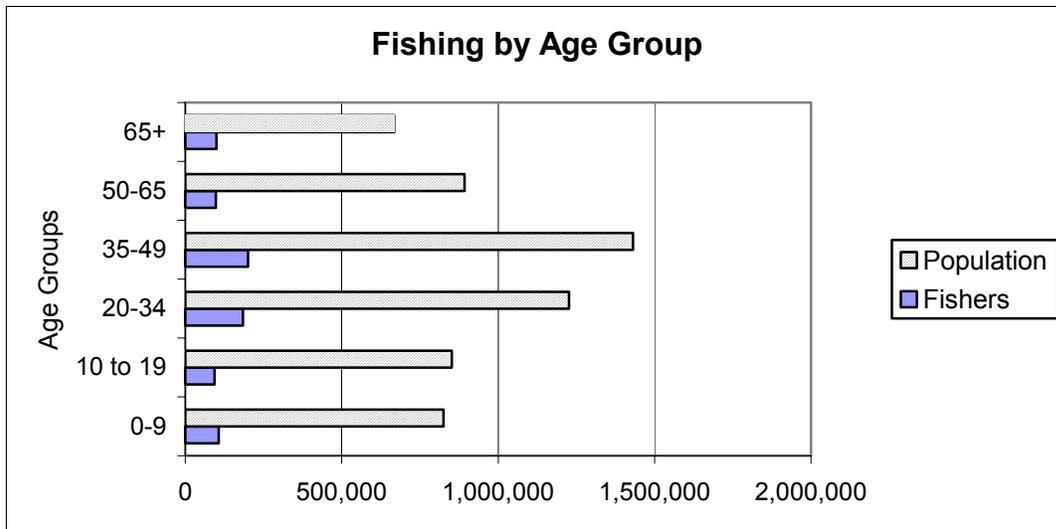


Fishing

Fishing depends on the availability of fish. Whether due to perception or actual declines in available fish, data from the Washington Department of Fish and Wildlife (WDFW) shows a steady decline in the sale of state fishing licenses over the past 10 years.¹⁵



Unlike field sports, bicycling, and snow-ice activities, participation in fishing appears to endure with age.

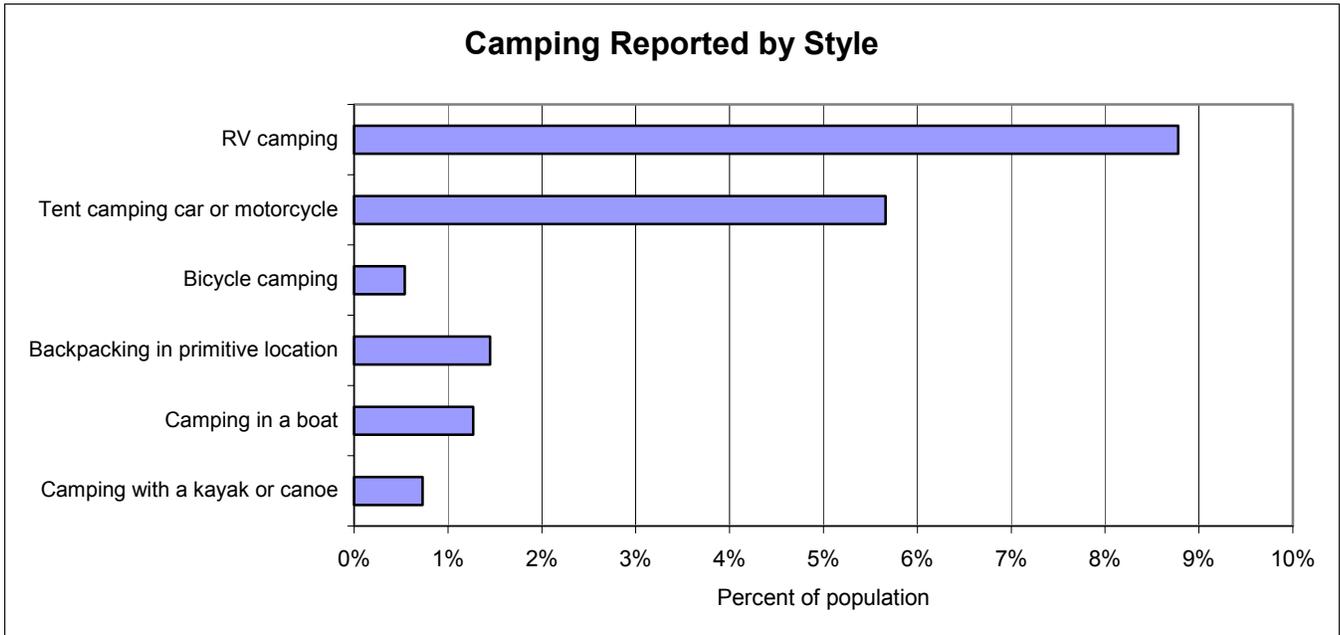


Future participation in fishing will depend to a large degree on the success of habitat preservation and restoration efforts now underway statewide by advocates and agencies alike.

¹⁵ Excel data table "fish_lic" from WDFW, 2001

Camping

Camping is an enduring tradition that has been transformed by technology. Rustic tent sites today exist side-by-side with recreational vehicle sites offering “at home” conveniences.



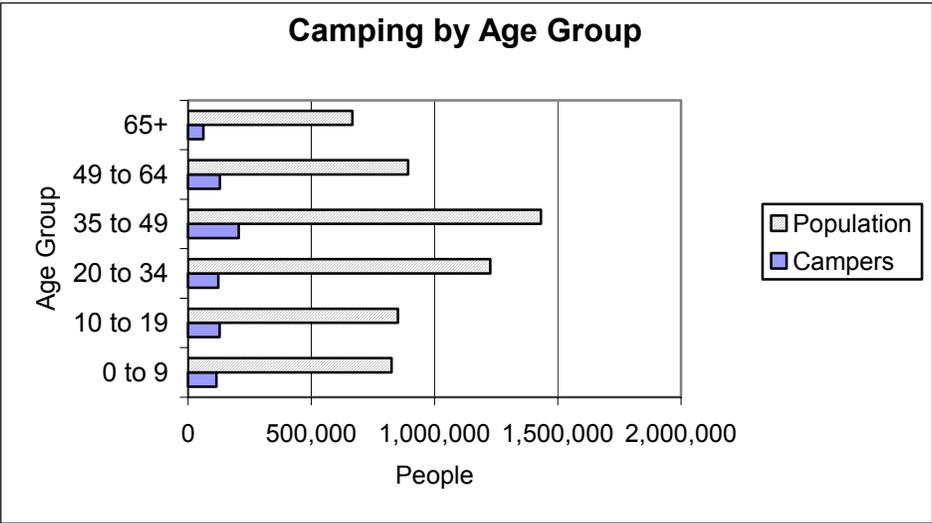
Camping participation is seasonal, and heavily influenced by available facilities.

With only about 8,000 State Park camp sites available to serve a potential market of over 200,000 RV campers, many of whom seem to prefer the summer, it should be no surprise that Park sites fill quickly, if not months in advance, at more desirable, destination-type State Parks. A significant share of transient (short stay) RV camping demand is addressed by private providers.

Boat camping is limited by moorage, while kayak-canoe camping is limited by access to a small number of low-bank “primitive” sites statewide.

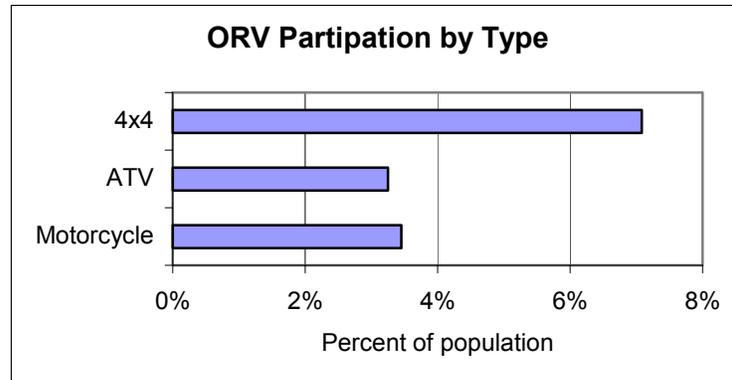
Backpacking is limited by management policies in National Parks and Forest Service Wilderness areas that strictly control number and size of overnight parties.

Age group participation is shown in the chart on the next page.

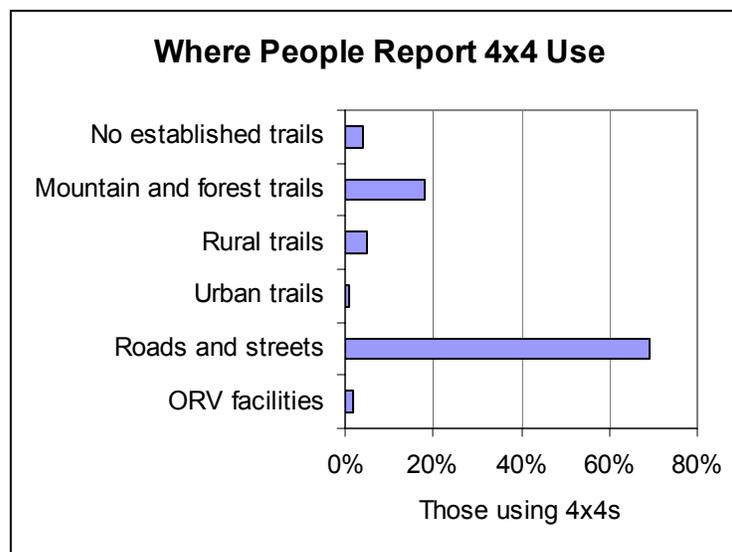


Off-Road Vehicles Used for Recreation

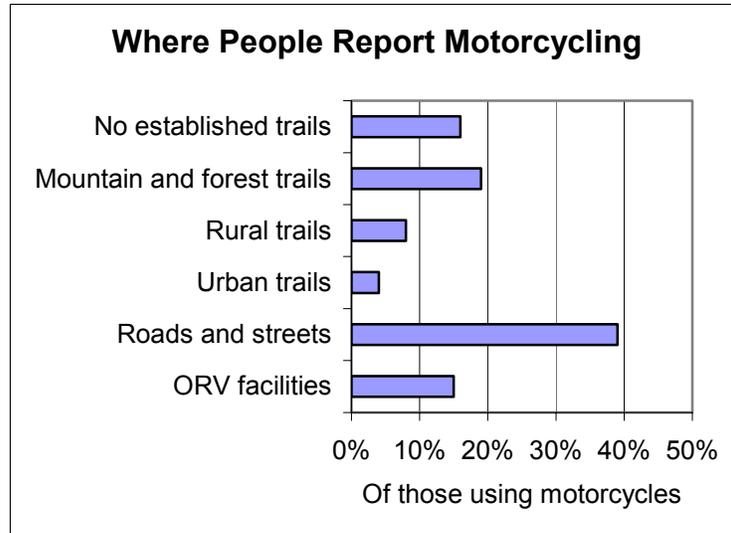
ORV use is a dynamic activity adaptable to a variety of landscapes. While a legitimate recreational pursuit with statutory support, ORV recreation struggles to achieve and sustain access and opportunities. This *Assessment* presents summary statistics. A more detailed examination of ORV activity is found in the *Nonhighway and Off-Road Vehicle Activities (NOVA) Plan: 2002-2008* (IAC, 2002).



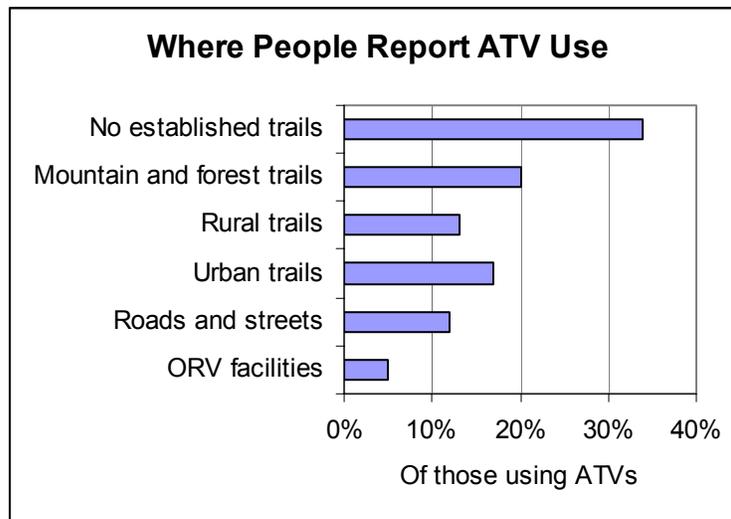
People reporting on use of 4x4 vehicles did not make a distinction among use of passenger vehicles such as sport utility vehicles (SUV) and pickup trucks versus a “true” off-road rig such as a utility 4x4 (e.g., Jeep®) designed and built specifically for off-road use.



Like most activities, motorcycle use is constrained by the availability of desirable land and facilities. Much of the public trail inventory, for example, is closed to motorcycle use.¹⁶

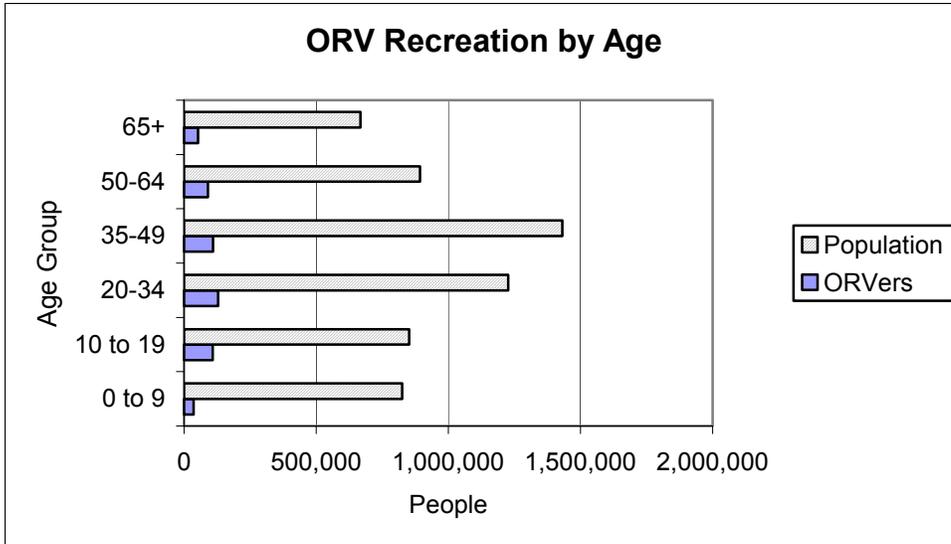


ATV recreation shares the constraints of other ORV types, especially lack of access to desirable land and facilities.



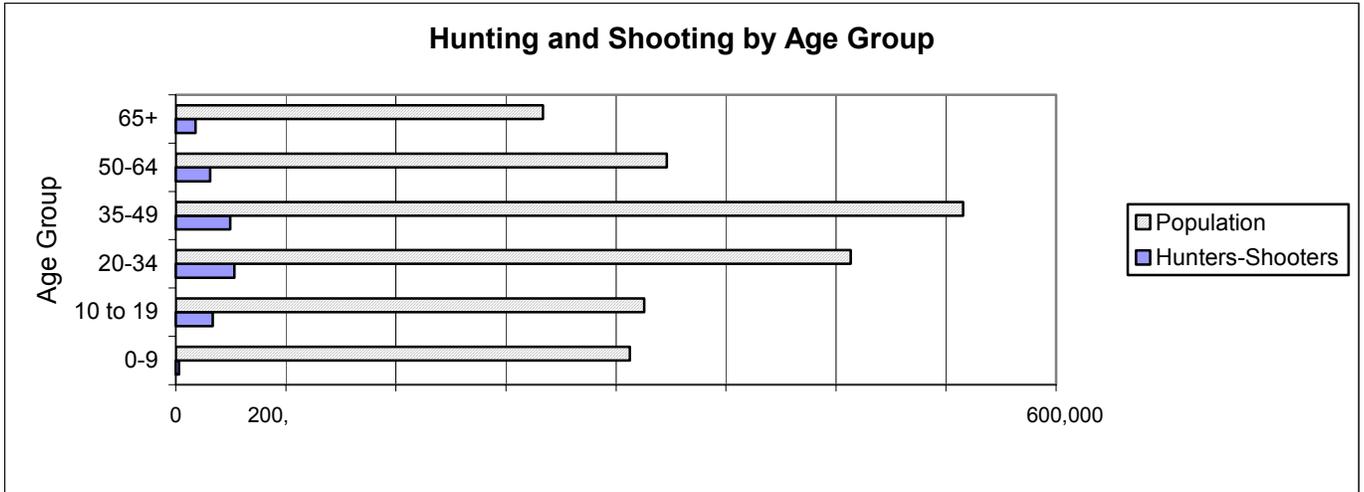
¹⁶ *Washington State Trails Plan*, IAC, 1991

Age group participation is shown below.

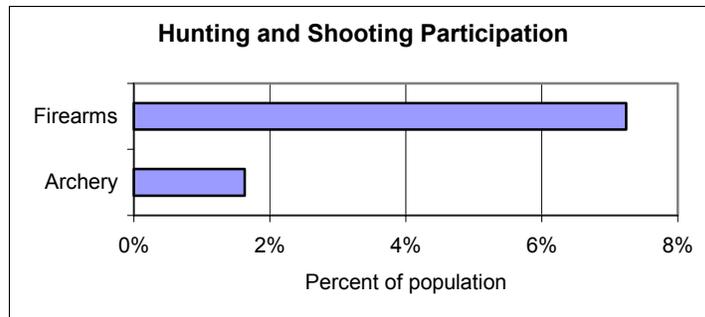


Hunting and Shooting

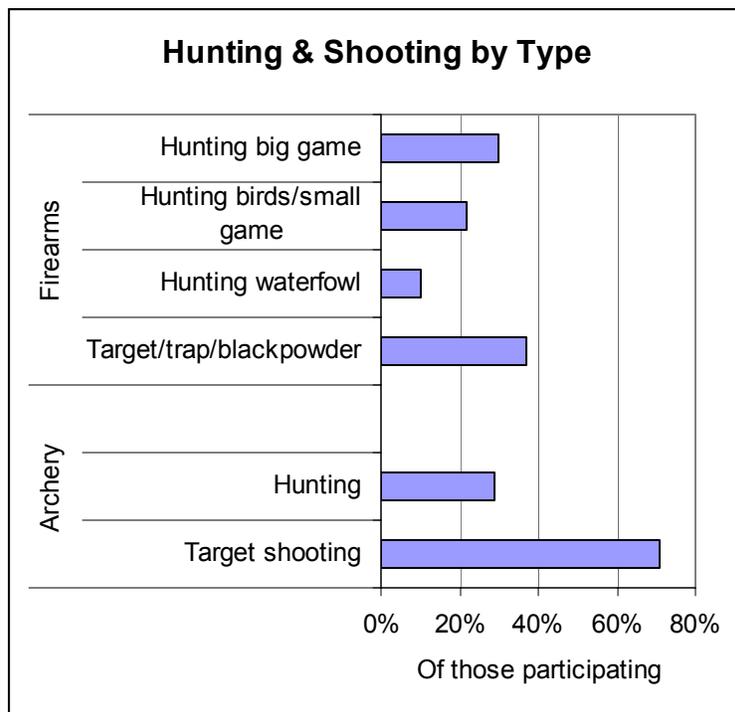
In this category, due to the very small sample size, Beckwith survey results may be less accurate than data kept by the Washington Department of Fish and Wildlife (WDFW).



WDFW reports a downward trend in the number of hunting licenses and permits sold annually.¹⁷ Data aside, hunting participation depends, at minimum, on access to lands capable of supporting target species, and therefore on suitable habitats or other means of producing these species.



¹⁷ WDFW data published in *Washington State Data Book 2001*, Office of Financial Management

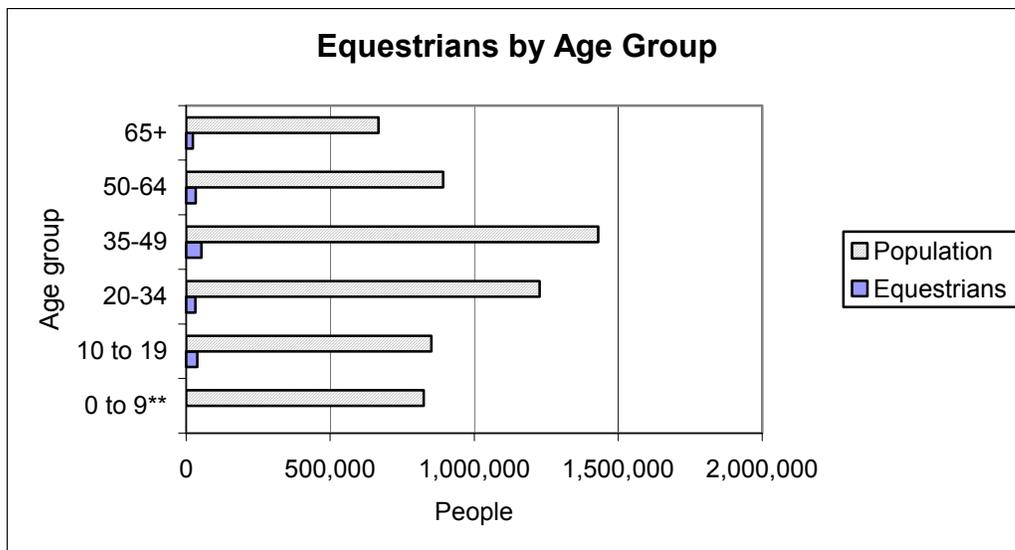


Equestrian

Equestrian use occurs statewide, but it is usually associated with a rural lifestyle or setting. As populated areas grow, equestrian enthusiasts find it more challenging to find suitable places to board horses, much less recreate.¹⁸

Data for equestrian participation may be more reliable than data for the equine inventory. The US Department of Agriculture estimates the national inventory to be 5.32 million animals (horses, ponies, mules, donkeys, and burros),¹⁹ data conflicting with a report from the American Horse Council citing the national inventory of horses alone as 6.9 million animals.²⁰ Washington State may have around 155,000 horses, not all of which are used for recreation.²¹

Of interest in Washington State is the apparent high participation of teenagers:



** Too few surveys were returned to allow meaningful display.

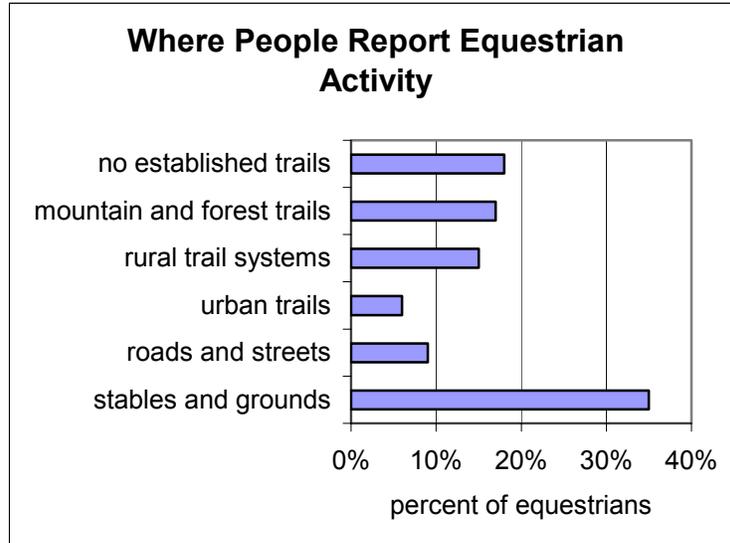
¹⁸ Personal communication, equestrian representative, State Trails Advisory Committee, to IAC, 1991-92

¹⁹ National Agricultural Statistics Service press release, March 2, 1999, USDA, Washington, DC

²⁰ 1999 Horse Industry Statistics, American Horse Council web page

²¹ National Agricultural Statistics Service press release, March 2, 1999, USDA, Washington, DC

Much of the equestrian activity takes place in stables and grounds. Some riders will use county road shoulders when no alternatives are available.



Air Activities

This category had the fewest returns in the Beckwith survey. The activities include bungee jumping, paragliding, hang gliding, hot air balloon trips, skydiving-parachuting, soaring, and flying. Statistically, participation in these activities is most likely between 0% and 5% of the state's population (allowing for margin of error).

Participation Trends

Has the character of outdoor recreation changed significantly in the past 10 to 15 years? While direct comparison is not possible due to differences in survey methods, it is valid to consider results from past surveys to help detect trends.

In 1990, IAC published a list of 57 outdoor recreation activities ranked by 1987 household trips²². The “top 10” were:

1. Jogging/running
2. Walking in neighborhood parks
3. Outdoor photography
4. Sightseeing and exploring
5. Visiting the beach/beachcombing
6. Bicycle riding on the road (day trips)
7. Swimming/wading at a beach
8. Swimming/wading at an outdoor pool
9. Using park playground equipment
10. Picnicking

The high ranking of walking, outdoor photography (a “nature-oriented” activity), and bicycle riding is consistent with later survey results.

In 1995, using a less rigorous survey methodology, IAC published a list of “popular and growing activities.”²³ The “top 10” were:

1. Walking for pleasure/exercise
2. Running/jogging
3. Visiting zoos, fairs
4. Bicycling
5. Mountain bicycling
6. Tent camping (camp grounds)
7. Tent camping (backcountry)
8. RV camping
9. Day hiking
10. Attending sports events

The perceived high rates of walking and bicycling in the mid-1990s help confirm the Beckwith results.

²² Washington Outdoors: Assessment and Policy Plan 1990-1995.

²³ Assessment and Policy Plan 1996-2001

Declining Activity Rates?

In 1990, IAC reported that 76% of Washington's households walked or hiked for recreation.²⁴ Twelve years later, we are reporting participation in the same category at 53% of Washington's population (see page 5). The sizable difference in participation rates may be attributed in part to differences in survey methods: the 1990 results were reported by household participation, while the 2000 results are reported by individual participation. The difference may reflect more serious issues, however.

Since the 1990 data was published, the state has seen an approximately 20% increase in population, an addition of just over one million people. The expanded population appears to explain reports of increased crowding at recreation sites,²⁵ yet at the same time has resulted in an apparently growing number of inactive people. The Department of Health has reported that as much as half the state's population is "at risk" of problems associated with obesity resulting from inactivity.²⁶

The state's apparent decline in the number of active people reflects national data that indicates that 25 percent of all adults nationwide are not active at all. Even young people are showing a decline in activity. The Center for Disease Control has reported that more than one-third of all people between the ages of 12-21 do not regularly participate in vigorous physical activity.²⁷ The Washington State Department of Health has found that 50% of adults in Washington report some but insufficient physical activity to meet current recommendations for moderate physical activity during leisure time, and that an additional 18% report no activity at all during leisure time.²⁸

The rising rate of citizen inactivity, both in terms of choosing non-vigorous pursuits (e.g., gardening, sightseeing) and in choosing not to participate at all, appears to be resulting in increased incidence of obesity and related health problems such as increased rates of diabetes.²⁹ Obesity accounts for up to 7% of healthcare costs in the United States, more than double the amount spent in many other countries.³⁰

²⁴ Washington Outdoors: Assessment and Policy Plan 1990-1995.

²⁵ Comments received at focus group meetings, March 2001.

²⁶ Data from Washington State BRFSS, Research Triangle Associates, September 2000

²⁷ Physical Activity and Health A Report of the Surgeon General, Center for Disease Control, 1996

²⁸ *Physical Activity in Washington State*, Washington State Department of Health, November 2000

²⁹ CDC, op cit.

³⁰ *Public Health* 2001;115:229-235

Physical activity is also linked to mental health. Regular exercise has been shown to benefit people suffering from clinical depression.³¹

The Surgeon General of the United States recently identified the problems of excess weight as community problems, inasmuch as the problems need to be addressed on a community as well as individual level. Solutions to this “community” problem include an improved public infrastructure that encourages people to “walk, jog, or ride a bike.”³²

Conclusions

- Washington’s citizens participate in a diverse range of outdoor recreation activities.
- Linear activities are the most popular activities. A significant portion of all linear activity, especially walking and bicycling, takes place close to home on sidewalks, streets, and roads. It is not well understood whether walkers and cyclists actually prefer the facilities and settings they use most frequently.
- Sports, individual and team types combined, is second in popularity, with many, sometimes incompatible, sports competing for use of available facilities.
- Nature and natural settings play an important role in many activities by category and type. There is high participation in observing and photographing the outdoors, especially wildlife, as well as continued participation in the established nature-dependent activities of hunting and fishing.
- While population has grown, so has the segment of the population that is inactive. Physical inactivity has been linked to serious implications for a decline in physical health.
- Available IAC data, while reliable and accurate on a statewide scale, does not reveal important characteristics of public recreation, including but not limited to people’s preferences and perceived or actual barriers to people’s participation or satisfaction with available opportunities.

³¹ “Benefits from aerobic exercise in patients with major depression: a pilot study,” Dimeo F, et al, British Journal of Sports Medicine, April 2001

³² “The Surgeon General’s Call to Action to Prevent and Decrease Overweight and Obesity,” Office of the Surgeon General press release, December 2001

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Chapter 3: Inventory (Supply)

For this *Assessment*, the Interagency Committee for Outdoor Recreation (IAC) characterizes “supply” as a function of available land. Outdoor recreation is by definition a land-using activity.³³

The discussion of public land that follows is adapted from *The 1999 Public and Tribal Lands Inventory Final Report, December 2001* (IAC).

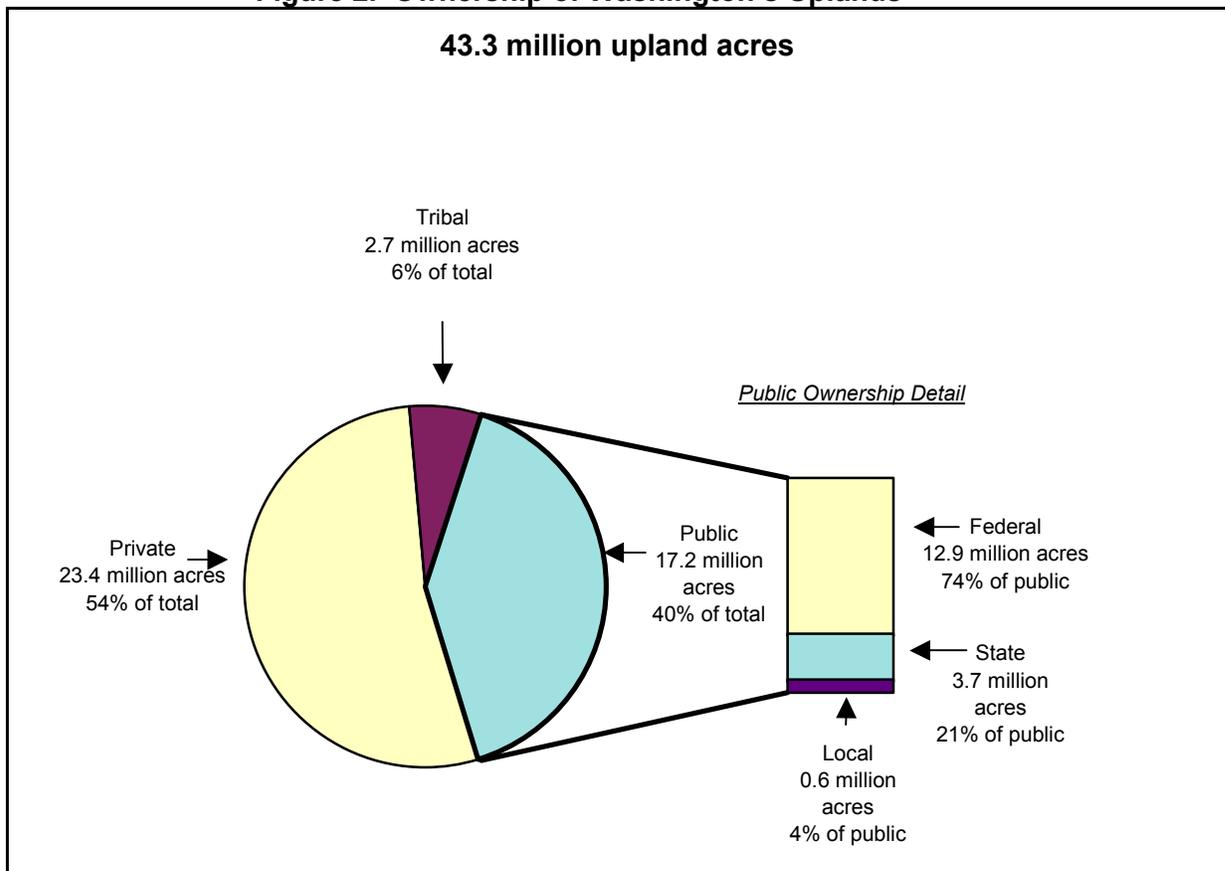
In 1997, the Washington State Legislature directed the IAC to develop a statewide inventory of the amount and uses of lands owned by federal, state, and local governments, and by Native American Tribes. The inventory’s primary purpose is to create a baseline inventory of Washington’s public lands that identifies the total acreage of public and tribal land, as well as ownership, general location, and primary use. The Legislature also asked for resource-based information on state and federally owned recreation and habitat lands. This work has become known as the Public and Tribal Lands Inventory Project (herein the “1999 Inventory”).

The first step in analyzing the public and tribal lands data is to determine the area of the state as a whole. This figure allows for the calculation of percentages of the state’s land area that is owned by various entities. The upland area of the state is currently estimated at 43.3 million acres.³⁴

³³ C. L. Irland and T. Rumpf “Trends in Land and Water Availability for Outdoor Recreation.” In *Proceedings 1980 National Outdoor Recreation Trends Symposium*. Volume 1, pp. 77-87. General Technical Report NE-57. Broomall: Northeastern Forest Experiment Station, Forest Service, United States Department of Agriculture.

³⁴ Washington State Department of Natural Resources (DNR), 2001

Figure 2. Ownership of Washington's Uplands



Source: 1999 Public Lands Inventory

Ownership of Public and Tribal Uplands

Public landowners own 40 percent of all uplands in the State of Washington. Of this amount, the federal government owns 12.9 million acres (74 percent of all public land, or 28 percent of the state); state government owns 3.7 million acres (21 percent of all public land, or 13 percent of the state); and local government owns 659,000 acres (4 percent of all public land, or 0.1 percent of the state). Tribes own 2.7 million acres, or 6 percent of the state.

Three entities alone account for 81 percent of the total public land ownership in Washington: the Forest Service (over nine million acres); the Washington Department of Natural Resources (almost three million acres); and the National Park Service (close to two million acres). Although it provides the most well-known recreational opportunities of any state agency, the Washington State Parks & Recreation Commission reports owning only 107,608 acres of recreational land.³⁵

³⁵The State Parks and Recreation Commission manages 260,000 acres, but only 107,608 acres are owned by the agency; the rest are leased from the federal government.

Location of Public and Tribal Land

The majority of state and federal lands is located in large blocks in the state's mountainous regions, including the Olympics, the Cascades, the Okanogan Highlands, and the Blue Mountains.

Elevation

Of interest is the location of public lands along an elevation gradient because elevation can have a direct bearing on access and use for recreation. An elevation analysis shows that approximately 72 percent of the state's total upland land base is found within the sea level-to-3000 feet elevation range. Of this amount, 70 percent is owned by the private sector, 23 percent is owned by the public, and 7 percent is contained within tribal reservation boundaries. Conversely, 28 percent of the state is estimated to be located above 3000 feet of elevation. Of this amount, only 15 percent is owned by the private sector, 77 percent is owned by the public, and 8 percent is contained within reservation boundaries. This distribution reflects early state settlement patterns and government decisions about public and tribal lands, and has implications for outdoor recreation.

Principal Uses of Public and Tribal Uplands

Landowners reported the principal use of their lands using four general land management categories. Most federal land (over nine million acres) was reported in the Outdoor Recreation, Habitat or Environmental Protection category. Of the more than 10 million acres of land reported in this category, 91 percent is federally owned. In contrast, state agencies reported only 648,498 acres of public lands in this category (Table 2).

**Table 2. Acreage of Public Uplands reported within
Four Principal Use Categories**

Principal Use Landowner	Outdoor Recreation, Habitat, Environmental Protection (acres)	Resource Production and Extraction (acres)	Transportation and Utilities Infrastructure (acres)*	Other Government Services and Facilities (acres)
Federal	9,143,462	2,435,550	656,165	640,358
State	648,498	2,836,694	168,876	34,806
Local	237,038	65,903	424,580	67,259
TOTAL PUBLIC	10,028,998	5,338,147	1,249,621	742,423

Source: 1999 Public Lands Inventory. *Includes roadway right-of-way easement acres.

It is important to emphasize that the principal land uses reported in the 1999 *Inventory* are subject to change. Although land may be publicly owned for many years, its *owners, managers, and uses* may change significantly over time.

Forest reserves have become a national forest, which in turn may become a national park. A coastal fort may be transferred to the state for use as a park. In addition to ownership changes, land management regimes and land uses have also changed because of increased population, developing knowledge, or changes in societal needs and values. A public lands inventory captures only a snapshot of an ever-changing picture.

Land Designations Specific to Outdoor Recreation

In Washington, very few public lands have been established specifically or primarily for outdoor recreation. "Recreation only" lands represent a relatively small number of acres compared to the public lands managed for multiple uses that *include* recreation.

"Local parks" are parks owned and managed by towns, cities, counties, Native American tribes, metropolitan park districts, park and recreation districts, and special use districts such as utility districts or ports. Local parks usually include high-demand, high-density day use facilities such as picnic areas, lawns, play toys, ball fields (baseball, football, soccer, softball), courts (tennis, basketball, handball), paved trails (for bicycling, running, skating, or jogging), and boat launches. Less often, local park lands will serve as visual buffers, open space, sensitive areas, and protected places. Almost exclusively, local parks are close to population areas, are at low elevations, and receive high user visits. Overnight use is relatively rare.

The high participation, close-to-home activities of walking and bicycling, for the most part, do not take place in the local park setting (see Chapter 2).

"State parks" are lands owned or managed by the Washington State Park and Recreation Commission. State Park's total acreage represents a diverse portfolio of lands received through donation, acquired from private holders, and operated through management agreements with other public landowners. State Parks generally are preservation-oriented; that is, they are intended to protect for current and future generations a natural, historical, or cultural feature while allowing public interaction with that feature.

Washington State Parks owns or leases approximately 260,000 acres of land, a relatively small fraction of total state-owned or managed lands. State Parks is notable for its statewide system of overnight campgrounds. These campgrounds often serve a clientele that desires advanced support elements that National Forest or the Department of Natural Resources (DNR) camp grounds typically do not provide, such as restrooms and showers. State Park campgrounds are typically less developed than private campgrounds. Total visitation, while significant, is considerably less than the use of local parks because of the

location and management of state parks.³⁶ Access is relatively easy, usually by direct travel routes on state highways.

“National parks and national recreation areas” are designated by Congress for inclusion in the portfolio managed by the United States Department of the Interior National Park Service. Washington State contains three of the nation’s 38 major national parks: Mt. Rainier, Olympic, and North Cascades National Parks. National Parks are managed with a dual mandate: to protect the resources around which the park was created (e.g., natural processes or features, historic or cultural structures or sites, scenery, wildlife) and to allow public enjoyment of the resources in question.

Lands owned and managed by the National Park Service as national parks encompass a variety of natural, historical, or cultural resources and are typically large enough to offer protection of the resource – in the case of Mount Rainier, for example, the resource is a 14,410-foot volcano.³⁷ The visitor use policy of the National Park Service is premised upon the concept that uses must be appropriate to the setting.³⁸ The test of appropriateness is whether the activity is inspired by the natural character and features of the park.³⁹ Because of the natural character of National Parks, recreation away from roads and visitor centers tends to be oriented to self-contained, muscle-powered activities in challenging, primitive settings.

The remote peaks and valleys of North Cascades National Park, for example, are often accessible only by foot (human or animal) via primitive trail. A multi-day trip into the remote areas of the North Cascades requires the visitor to be self-contained, carrying food, shelter, and specialized equipment such as ice axes and crampons. Not all potential visitors are interested in or physically capable of this type of recreation.

Winter conditions combined with topography present an entirely different set of obstacles to potential national park visitors. Except for a few sites, such as the visitor center at Hurricane Ridge in Olympic National Park, simply getting to a Park in winter is difficult, sometimes impossible. Only the most hardy and determined mountaineers will undertake a winter visit to tens of thousands of acres of rugged wilderness backcountry in Olympic, Mount Rainier, and North Cascades National Parks.

The National Park Service also operates three significant National Recreation Areas (NRAs) in Washington State that are managed primarily for outdoor recreation: Ross Lake, Lake Chelan, and Lake Roosevelt. The primary

³⁶ Over 47 million visits in 2000, *Washington Data Book 2001*, Office of Financial Management

³⁷ Zinser

³⁸ Knudson, 267.

³⁹ Knudson, 267.

difference between National Parks and NRAs is that the latter allow hunting and motor boat use of lakes.

Land Use Designations That Allow Recreation (Multiple Use Lands)

Public Schools

Local public schools provide athletic facilities on their school grounds. Organized sports, intramural activities, and physical education classes are not viewed as recreation, but as developmental activities. On the other hand, public outdoor recreation does occur on public school land and in significant amounts.

Schools reported that 4,000 out of their 28,000 acres were considered outdoor recreation lands.⁴⁰ School lands have an important impact on local outdoor recreation supply. After school hours, when athletic programs and intramural activities are completed, organized and informal outdoor recreation often occurs on these same grounds. In many cases, these lands are co-managed by public outdoor recreation providers and school districts. In some communities, the only available athletic facilities, indoor or out, are school facilities.

Streets, Roads, and Highways

With few exceptions, streets, roads, highways, and the interstate system were not designed and built with recreation as a primary objective. As noted in Chapter Two, Participation, the public has adapted its recreational pursuits to the availability of the transportation system. Outdoor recreation activities occurring on the public transportation land base include sightseeing, pleasure driving in motorized vehicles, bicycling, and walking. In addition, state and private ferryboats serve as *de facto* recreational facilities, accommodating extensive recreational travel.

The Washington State Department of Transportation manages the State Scenic and Recreation Highway program through the Heritage Corridors Office. The focus of the program is on vehicle use (sightseeing) of roadways. No less than 45 percent of all state-owned highways (over 3,000 miles) are designated as part of the Scenic and Recreational Highway System.⁴¹ The Scenic and Recreational Highway System also hosts bicycle touring. SR 20 and US 101 are nationally known as first-rate bicycle touring routes. Walking is less likely to be addressed by the Scenic and Recreational Highway System, though walking is known to take place on the shoulders of state highways.

Forest roads under state and federal ownership host significant recreational use. DNR reports about 12,000 miles of roads on state trust lands, roads used for

⁴⁰ *The 1999 Public and Tribal Lands Inventory Final report December 2001*, IAC

⁴¹ *Defining Washington's Heritage Corridors Program*, Washington State Department of Transportation, April 1995

timber harvest, management, and recreation access.⁴² The Forest Service manages about 91,000 miles of road in Region 6 (Washington and Oregon).⁴³ State and federal forest roads are used for a variety of recreational uses from hunting to trail access. The Forest Service estimates that about 38% of all recreation in National Forests takes place on the road system as “driving for pleasure.”⁴⁴

Transportation providers are often perceived not to understand or fully value the recreational uses of streets, roads, and highways. In particular, people who walk or bicycle often report that their needs are not understood or appreciated by recreation and transportation providers alike.⁴⁵

State Trust Lands

Trust lands constitute the largest blocks of state-owned lands in Washington. The Washington State Department of Natural Resources (DNR) manages more than 5 million acres of forest, range, agricultural and aquatic (submerged) lands to produce income to support education and provide other public benefits. Nearly 3 million acres are state trust uplands. These trust uplands, the majority of which are forested, are managed for the support of trust beneficiaries with outdoor recreation being a secondary use allowed under the Multiple Use Act (79.68 RCW). The Multiple Use Act allows for recreational use as long as the uses are compatible with the trusts’ legal and fiduciary responsibilities.

For example, DNR’s Capitol Forest is approximately nine miles southwest of Olympia and encompasses most of the “Black Hills.” Capitol Forest is a working forest that features three peaks about 2,500 feet above sea level. These forest lands were not acquired for outdoor recreation. However, the proximity to population centers and the adoption of an “open gate” policy in the 1950s have resulted in ever-increasing public access to and recreational use of Capitol Forest.

Public recreational use of Capitol Forest is much like public use of national forests. The Forest features campgrounds, hiker trails, ORV trails, equestrian trails, and interpretive facilities. It is an attractive area for hunting, mushroom gathering, and driving. Unlike the national forests and national parks, Capitol Forest is easily accessible by residents of at least five counties within a one hour drive, making it desirable not only during weekends, but after the workday for

⁴² Department of Natural Resources, 2002

⁴³ National Forest Road System and Use, Coghlan and Sowa, USDA Forest Service, draft report issued 1-30-98.

⁴⁴ Same citation as note 41.

⁴⁵ Personal communications, participants in Bicycle-Pedestrian Conference, Olympia, 2001

many. According to a DNR attendance survey performed in 1997, Capitol Forest received 81,540 visitor days of use.⁴⁶

Other DNR forest lands that receive significant public use are the Tahuya in Mason County, Yacolt Burn in Skamania County, Tiger Mountain in King County, and Loomis State Forest in Okanogan County.

DNR manages Natural Area Preserves (NAPs) and Natural Resource Conservation Areas (NRCAs) to protect examples of undisturbed terrestrial and aquatic ecosystems, rare plant and animal species, and unique geologic features, to serve as genetic reserves, and to serve as baseline areas for scientific study. There are 47 NAPs comprising approximately 26,000 acres located throughout the state, each varying in size from five to over 3,000 acres, and protecting a wide variety of habitats and species.⁴⁷ NAPs are generally available for educational and scientific access. NRCAs are not multiple use lands, but some are available for low impact recreation such as nature study, walking, and day hiking.⁴⁸ Mt. Si NRCA is an important hiking destination in King County, less than 45 minutes from the most populated area in the state.

State Wildlife Recreation Lands

Beginning in the 1930s, Washington State has acquired fish and wildlife lands, primarily for hunting and fishing purposes, using predominantly federal funds. Today, Washington State Department of Fish and Wildlife (WDFW) owns and manages approximately 461,000 acres of land in support of fish and wildlife species.

Significant parcels of Wildlife Recreation lands, such as the L. T. Murray Wildlife Area, are located in eastern Washington. In western Washington, Wildlife Recreation lands are relatively small and scattered areas, but they can have local, regional and sometimes statewide significance in meeting outdoor recreation needs.

On its lands, WDFW owns and manages approximately 600 water access sites across the state. These sites are significant access points to miles of Washington's lakes, rivers, and streams. As a result, WDFW is by far the largest provider of water access facilities for boats on trailers.

⁴⁶ Washington State Department of Natural Resources, *1997 Recreation Use Summary - by Region and Major Sub Regions*. Table III. The survey does not include dispersed activities outside of "official" areas, i.e., backcountry trails, etc.

⁴⁷ Although some NAPs are very small in size, according to the Department of Natural Resources they can provide critical functions for sensitive wildlife species or ecosystems. For instance, Goose Island, Sand Island, and Whitcomb Flats NAPs are each under 13 acres in area but provide critical nesting areas for colonies of seabirds.

⁴⁸ The natural area designation is also used by State Parks and WDFW for certain parcels.

As an outdoor recreation provider, WDFW fills a smaller, more defined niche than national forest, national park, or DNR lands. The focus of WDFW lands is fishing and hunting. Other recreational uses must be compatible with fish and wildlife objectives. Fish and wildlife lands tend to be less developed in terms of infrastructure.

National Forest Lands

National forests are managed for multiple uses pursuant to the National Forest Management Act (NFMA), including use of the land for “outdoor recreation, range, timber, watershed, wildlife and fish, and wilderness.”⁴⁹ The nine national forests in Washington State contain approximately 9 million acres of land. According to the 1960 Multiple-Use Sustained Yield Act, outdoor recreation should enjoy the same level of importance as the other uses.⁵⁰

In meeting the multiple facets of the NFMA, including recreation, a spectrum of land designations within national forest boundaries has been developed. Virtually all of these designations allow for some form of recreation, whether in the solitude of backpacking and camping in Wilderness areas, or in a highly visible group of 4x4 enthusiasts traversing the Naches Pass trail.

Developed outdoor recreation sites within these federally managed lands consist primarily of campgrounds, day-use facilities, trailheads, historic sites, boat launch facilities, and visitor/interpretive facilities. Visitors use these facilities as destination sites or as access points to other multiple use lands. Some of the important recreational uses include camping, picnicking, swimming, mechanized travel and viewing scenery, hiking, equestrian, boating, winter sports, lodging (resorts, cabins, camps), hunting, fishing, and non-consumptive fish and wildlife enjoyment such as wildlife photography.⁵¹ Outdoor recreation activities requiring developed facilities like outdoor swimming pools, play toys, and athletic fields have traditionally found no home in national forests.

Like national parks, National Forests contain large blocks of largely undeveloped land. The forest landscape tends to be rugged and, where not traversed by an extensive system of forest roads, relatively difficult to access. Wilderness areas usually feature remote peaks and valleys accessible only by foot (human or pack stock) by way of primitive trail. A multi-day trip into the remote areas of the Glacier Peak Wilderness, for example, requires the visitor to be self-contained, carrying food, shelter, and perhaps specialized equipment such as ropes and ice axes. Not all potential visitors are interested in or physically capable of this type of travel.

⁴⁹ 16 U.S.C. § 1604(e)(1)

⁵⁰ Kraus

⁵¹ Knudson

Similar to National Parks, winter conditions present an entirely different set of challenges to National Forest visitors. Developed ski areas and sno-park trailheads are heavily used. However, simply getting into undeveloped areas of a National Forest in winter can be difficult, sometimes impossible. This is land for the hardy and determined, on skis or snowshoes in Wilderness, or on snow machines in other areas.

National Wildlife Refuges

The United States Fish and Wildlife Service manages a number of wildlife refuges in Washington State, including the Julia Butler Hansen National Wildlife Refuge in Wahkiakum County, Nisqually National Wildlife Refuge in Thurston County, and Turnbull National Wildlife Refuge in Spokane County. Refuge management is guided by the Refuge Administration Act. The Act states that the mission of the National Wildlife Refuge System shall be focused singularly on wildlife conservation.

The Refuge Administration Act authorizes the Secretary of the Interior to "permit the use of any area within the System for any purpose, including but not limited to hunting, fishing, public recreation and accommodations, and access whenever he determines that such uses are compatible with the major purposes for which such areas were established."

Other Federal Land Designations

The federal government owns an array of other lands in Washington State, from fish hatcheries to office buildings, hydroelectric dams, and post offices. Some properties are directly related to outdoor recreation, such as small parks and boat launch sites owned and managed by the US Army Corps of Engineers on the Snake and Columbia Rivers. At other Corps sites, public access is integrated into day-to-day management. Some 1.4 million people each year visit the popular Lake Washington Ship Canal and Hiram M. Chittenden Locks in Seattle⁵².

Another long-tenured owner of significant tracts of federal land in Washington is the United States Army and its companion branches of the military. Military bases usually provide outdoor recreation facilities intended to promote the morale and physical fitness of military personnel. Though these facilities may be made available for civilian use by special arrangement, use by the general public is quite low. In most instances, public access is deemed incompatible with military lands.

⁵² Seattle District Army Corps of Engineers Internet data, 1999

The Role of Private Lands

Although the focus of this *Assessment* is on public lands and facilities, private landowners also play an important role in providing for outdoor recreation.⁵³ Private land owners provide RV parks (from “mom and pop” sites to national membership franchises), resorts, golf courses, specialty services such as ski areas, water slides, driving ranges, batting cages, boat ramps, and marinas.

Many outdoor recreation opportunities sought out by the public, like walking, hiking or bicycling, are not suited for profit-oriented enterprise, but are accommodated by some private land owners including large timber companies. In this respect, private timber lands resemble forested state trust lands, where recreation is allowed as long as it does not compromise the owner’s ability to manage for business purposes.

Individuals who own large private tracts also have the desire to be good neighbors, but usually do not have resources with which to manage public access. A notable exception is the availability of numerous smaller private tracts for hunting access, especially in eastern Washington. Farmers will allow access for friends or acquaintances, sometimes leasing hunting rights to private clubs. The Washington State Department of Fish and Wildlife (WDFW) has achieved success in entering into agreements with landowners for the purposes of providing habitat and hunting access. As of 2002, WDFW’s Upland Restoration Program reported habitat-access agreements with over 1,200 private landowners covering more than 3 million acres.

The extent of public use of private lands appears to be considerable. When asked to identify the types of public recreation taking place on his company’s commercial forest lands, one private timberland manager replied, “Everything imaginable.”⁵⁴ When asked further if actual data were available (numbers of visitors, length of stay, etc.), the managers acknowledged that their companies do not track or record visitor data. It is possible, however, to estimate generally the possible extent of public recreation on private land using a reasonable set of assumptions (see Chapter 4).

An important issue, long recognized but not yet fully addressed, is that of the legal liability associated with allowing public access to private lands. Through the years, many actions have been explored and implemented to alleviate liability concerns. For example, Washington’s liability act (RCW 4.24.200, and 4.24.210) substantially reduces the landowner’s duty to the gratuitous recreation user. It is intended that this trade-off for waiving liability for public access will encourage landowners to open their property for recreation. Unfortunately, landowner

⁵³ Much of this discussion is based on telephone interviews of land managers employed by large private timber companies. These companies combined own and manage over 2.5 million acres. All allow public access to their lands.

⁵⁴ Confidential personal communication to IAC staff, 1998.

apprehension about liability and the recreational user persists, in part because the statute is not well known or understood.⁵⁵

The Condition of Public Land and Facilities

Virtually all managers of public lands and facilities report increasing difficulty in finding resources with which to perform maintenance and renovation on public lands and facilities. Evidence confirming the trend in diminished stewardship capacity includes the following:

- Local managers statewide have cited diminishing funds for personnel, rising costs, and expanding responsibilities that contribute to a decline in the condition of local facilities.⁵⁶
- State Parks reports a backlog of major deferred maintenance needed in Washington State Parks of about \$40 million. State Parks capital facilities needs, such as renovation of historic structures and repair of roads and buildings, are estimated at \$300 million over 10 years.⁵⁷
- In 1997-98, IAC studied the number and condition of boat launches open to the public statewide. Of over 900 inventoried launch sites, 231 were estimated to have a remaining service life of less than 5 years, with an estimated maintenance-renovation backlog of about \$98 million. Washington Department of Fish and Wildlife owns about 150 (over 60%) of the launch sites in “the worst shape.”⁵⁸
- The Gifford Pinchot National Forest Plan has established goals for recreational trail renovation and maintenance. In 2000, the Forest met 50% of its trail maintenance goals, and 2% of its trail construction-renovation goals.⁵⁹
- The public, commenting in public meetings held for the purpose of this *Assessment*, has expressed concern over the rising need for better maintenance of public lands and facilities. Citizens pointed to maintenance needs at local, state, and federal sites. Of the state natural resource agencies, the Department of Natural Resources was consistently singled out as the manager with the highest need to address maintenance and operation issues.

⁵⁵ Washington Outdoors: Assessment and Policy Plan 1990-1995, IAC

⁵⁶ Public comment to Legislative Task Force on Local Park Maintenance, Spokane, Vancouver, 2001

⁵⁷ State Parks 2010, A Capital Facilities Condition Report, November 2001

⁵⁸ IAC memo reporting to the Boating Facilities Program advisory committee, March 1998

⁵⁹ Tenth Annual Monitoring and Evaluation Report, Gifford Pinchot National Forest, Fiscal Year 2000

Conclusions

Of the more than 10 million acres of land reported in the Public Lands Inventory Project's "Outdoor Recreation, Habitat or Environmental Protection" category, 91 percent is federally owned. In contrast, state agencies reported only 648,498 acres of public lands in this category.

The spectrum of land ownership – local, state, federal, private – provides a variety of outdoor recreation opportunities, with each type of ownership having a specific role or "niche" contributing toward the whole.

Local: generally provides high-density development to support high-frequency, facility-dependent activities, especially field and court sports and swimming pools.

State: provides developed camping and lower density, sometimes dispersed recreation in managed but undeveloped settings.

Federal: provides dispersed primitive and semi-primitive opportunities in large undeveloped settings.

Private: usually provides the highest level of development for concentrated uses (golf courses, RV parks, resorts), with the exception of dispersed recreation on large tracts such as timber lands.

There is widespread concern among both managers and the recreating public alike over the condition of public lands and facilities. Improved stewardship of public lands appears to be impaired by an erosion of resources.

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Chapter 4. Recreation Needs Analysis

When addressing the need for more recreational facilities, there are several factors to consider. The first is public demand, which in this *Assessment* has been considered in the form of recreation participation, or actual behavior. Another is supply, discussed in terms of land inventory.

This *Assessment* is not a supply-demand study, and we suggest that demand minus supply does not necessarily equal “need.” Some reasons for this include:

- IAC’s participation data reflects *behavior*, not *preference*. While statewide data⁶⁰ shows considerable use of sidewalks, streets, and roads for recreational purposes, this does not necessarily mean these facilities are preferred. Use may reflect simple convenience in terms of time and proximity.
- The consensus of modern recreation planning suggests that the needs of communities are as unique as the communities themselves.⁶¹ Therefore, no widely accepted standards such as “trail miles per 1,000 population” are currently available.
- The management of supply to meet policy, management, and other objectives can result in the control of recreational behavior, thereby resulting in artificial use numbers and unreliable demand statistics. For example, current management of federal Wilderness areas attempts to create “solitude” through controls on the amount, time, place, and duration of recreational use.
- Focusing on supply usually restricts the perspective to existing sites and facilities, ignoring or discounting latent or unmet demand for some site or facility that does not exist. For example, a community inventory may include no skate parks, resulting in the supply assumption that skate parks are not needed. Meanwhile, young people may be skate boarding in local mall parking lots.

Addressing need usually entails proposals for solutions to problems. The general nature of this *Assessment* must necessarily result in general solutions, usually in the form of suggestions for action on the part of others. As IAC has acknowledged in its previous *Assessment and Policy Plan*,

This *Assessment* attempts to bring attention to major policy areas and actions without creating unrealistic expectations. IAC cannot define, direct, or immediately impact the policies and programs of others, and it does not directly affect the budgets of others. In addition, there is no

⁶⁰ Beckwith Statewide Assessment, previously cited

⁶¹ “Recreation Facility and Area Planning,” on-line course, Northern Arizona University, 1998

constructive purpose in proposing that other agencies engage in specific activities they may not be willing or able to undertake.

IAC therefore prefers that this *Assessment* make general recommendations to others while reserving an action plan for its own programs.⁶²

IAC will consider need on the basis of known public recreation behavior, the known land base available to the recreating public, and public comment gathered in different venues. Most recommendations will be addressed to local and state agencies: local agencies because of the key role local agencies play in meeting the day-to-day priority needs of Washington citizens (see below), and state agencies because of IAC's mandate to develop a "state strategy" for outdoor recreation.⁶³

The Extent of "Need"

Assuming that over half of all state citizens participate in some form of outdoor recreation,⁶⁴ the next step is to define need. Need can be activity-specific (soccer) or generalized across activity categories (sports), site specific (field) or generalized across facility types (trails, sports fields), or location (urban, rural, and so on). The reason to define need is to determine where resources should be focused.

As a statewide document, this *Assessment* must take a generalized view of need. Some guidance is found in statute. For many years, need has been defined, perhaps indirectly, in RCW 79A.25.250. This statute directs state grant programs to give high priority to parks in or near urban areas.⁶⁵ The question is whether the statute continues to be accurate in its assumption that "the demand for park services is greatest in urban areas."

The available data presents overall numbers of people engaged in different activities. There is some evidence in the data that indicates where this recreation takes place. There are clear distinctions between the outdoor recreation roles, services, and facilities provided by local, state, and federal outdoor recreation lands. Chapter 3 discusses these distinctions. As a result, it is possible to estimate the impacts of public demand on the different providers.

As a further step in estimating uses of the different ownerships, IAC devised a set of assumptions. Examples of these assumptions are:

⁶² *Washington Outdoors: Assessment and Policy Plan 1995-2001*, IAC, 1995

⁶³ RCW 79A.25.020(3)

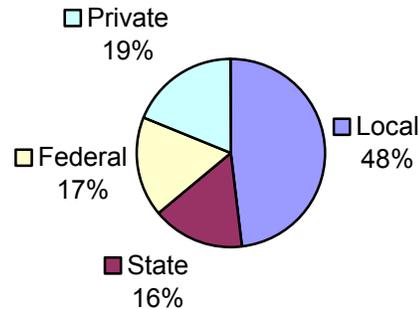
⁶⁴ Statewide outdoor recreation participation assessment, Beckwith and Associates, January 2001. See Chapter Two for an overview, and Appendix 1 for details.

⁶⁵ "Urban area" means any incorporated city with a population of 5,000 or greater or any county with a population density of 250 person per square mile or greater.

- Considerable walking and bicycling takes place on streets and roads. Streets and roads are considered to be local facilities. Therefore, the walking and bicycling reported on streets and roads is assigned to local jurisdictions, even though this activity takes place outside of traditional park boundaries.
- Most fields used for competitive sports are owned or managed by local agencies. Therefore, the majority of field sport activity takes place on local lands.
- Nature activities such as photographing wildlife or bird watching rely on undeveloped lands that can host attractive flora and fauna. These undeveloped lands are usually managed by state and federal agencies, though some opportunity will exist on local or private land (over 90% of all gardening is on private property).
- Camping opportunities are available in all ownerships. It is also known that private lands offer about half of all developed campsites. Extracting camping data from statewide survey results, a conservative percentage of camping was assigned to each of the land ownerships based on estimated supply, 50% in the case of private land. This percentage was then multiplied by the number of estimated participants in various types of camping in different settings as determined in the statewide outdoor recreation participation assessment.
- Off-road vehicle use takes place at locally-managed sports parks, on private lands (especially larger timber company lands), state lands, and federal property. Use reported in the participation data can be used to estimate the relative shares of activity that the different ownerships might host.

Based on these assumptions, IAC *estimates* that local lands and facilities, whether designated for recreation or not, are the destination of nearly half (48%) of all outdoor recreation-related household trips in Washington. Federal, state, and private lands account for remaining trips.

Estimate of the Share of Recreation on Different Land Ownership



Thus, 79A.25 RCW is correct: most demand for parks and recreation is in the urban setting. Based on this conclusion, IAC defines need on the basis of where recreation takes place. Most need statewide appears to be at the local level, much of it outside the traditional park setting.

The heavy use of local sites and facilities is not unique to Washington. For example, Arizona found that over 80 percent of all outdoor recreation in that state takes place on local agency lands.⁶⁶ National assessments agree that most recreation takes place close to home, in settings normally supplied by local providers.⁶⁷ When considering high participation in sports in the urban setting, it should not be surprising that local ball fields are in such demand that a fist fight can break out over who is next to play a game or hold a practice.⁶⁸

This is not to discount the extensive demands placed on state and federal lands and facilities. The potential at-one-time visitation to state lands during the peak summer season is over 400,000 people: this is equivalent to the combined populations of the cities of Tacoma, Vancouver, and Bellevue.⁶⁹

State Parks, for example, manages the smallest land area of any of the natural resource agencies, yet experiences the most concentrated uses, with some State Parks reserved to capacity as much as nine months in advance (the maximum “window” possible under current reservation policies).⁷⁰ DNR experiences heavy user pressure on lands statewide, especially from users engaged in dispersed

⁶⁶ 1994 SCORP Needs Assessment, Arizona State Parks Board.

⁶⁷ *Outdoor Recreation in American Life*, Cordell et al. 1999

⁶⁸ Seattle Times, Tuesday, April 22, 1997

⁶⁹ Estimate based on table “Rank of Cities and Towns by April 1, 2001 Population Size,” Office of Financial Management

⁷⁰ State Parks “reservations” web page Internet site www.parks.wa.gov, 2001

recreation (pleasure driving, mountain bicycling, horseback riding, ORV use, hunting).

Virtually all managers of available land and facilities struggle to meet demand. Statewide, managers have resorted to many techniques to control or ration access, whether to local ball fields, state campgrounds and wildlife recreation areas, or federal wilderness areas. These techniques include reservation systems, catch limits, party-size restrictions, permits, licenses, fees, and facility scheduling. The days of impromptu, last-minute free access to public lands appear to be fast disappearing.

At the same time that existing recreation facilities are being utilized to capacity, there is also a continuing need to invest in the traditional state role of preserving larger parcels of predominantly natural settings for dispersed recreation, as well as habitat for salmon and wildlife. Local agencies are not well equipped to provide these sites or opportunities.

How the Public Perceives Outdoor Recreation Needs

In 2001, IAC held a series of focus groups and public meetings to gather public opinion on recreation and habitat issues. The opinions expressed at these meetings were compared to results of literature searches as well as the results of other public processes such as planning for the Nonhighway and Off-Road Vehicle Activities (NOVA) Program and the Boating Facilities Program. Clear and consistent messages were heard.

Recreation is highly valued by people of all walks of life. Meeting participants consistently referred to the quality of life benefits of recreation. Some stated that their form of recreation is a central part of their lives and contributes significantly to their sense of “who they are.” Parks (local, state, and federal) are considered to be a source of personal and community pride. State parks were singled out by many as an important way for the state to show its best face to visitors.

Crowding at recreation sites and facilities is interpreted to be a direct result of population growth. People believe that a growing population means more participation, but the result is the perception of crowding, and crowding is seen as a major disincentive to participation.

Adults report concerns that a new generation is growing up without a connection to or appreciation of the natural world and so-called traditional outdoor pursuits: they see young people as more interested in sedentary pursuits such as playing video games, watching TV, using computers, and eating “junk” food.

People report increasing specialization in recreational pursuits. This specialization can lead, at times, to polarization between certain segments of the recreating public, as well as between recreationists and non-recreationists.

Some visible examples of perceived high-impact pursuits include shooting sports, use of personal watercraft (e.g., the JetSki®), skateboarding, use of off-road vehicles, and mountain bicycle riding. Often, the proponents of conflicting sports have conflicting core values, including attitudes about the appropriate use of land. As one focus group participant observed, some people see the outdoors as a natural cathedral for quiet worship, while others see the outdoors as a place to “bust loose” and make as much noise as possible.

The growth in recreation is seen as coming into conflict with other resource interests, including fish and wildlife. Many people prefer to recreate in natural or natural appearing settings, and believe that recreation is compatible with the natural world including wildlife. At the same time, people express suspicion that fish and wildlife managers err in the belief that human activity is *de facto* incompatible with species and their habitat.

Supply is seen as out of balance. Land and facilities are available, but are located inconveniently, can be unusable much of the year, and are often in poor condition.

- There seems to be a large inventory of recreational trails. However, most trails are not located where they are needed the most (in or near town). People walking close to home are sometimes obliged to use road shoulders. The majority of trails are located on remote lands above 3,000 feet. Even on the most remote trails, some users feel that restrictions, such as prohibition of mountain bike or motorcycle use, are unnecessary and preclude their use of many miles of trail inventory.
- The number of motor boat launches is high (over 900 statewide), but again many launches are poorly located or are in such bad physical condition that only the most determined boater is willing to use them.
- Bicyclists in rapidly-growing counties point out that the explosion in automobile traffic is pushing them off formerly-quiet roads and onto trails, or else forcing cyclists into the contradiction of driving long distances to find quality bicycling in low traffic conditions. Miles of otherwise suitable road shoulders go unused by cyclists because of high vehicle traffic.

The public sees lack of physical access to land and water as a more critical issue than lack of supply. Whether access to a river, a lake, a trail, a forest, a beach, a fish run, a clam bed, or a ball field, there is a growing sense of restriction.

People in public forums mentioned:

- closed roads or gates whether on public or private land,
- a growing number of confusing permits and fees that tend to make access more difficult and expensive,
- unsafe conditions due to perceived under management of land or facilities,

- limits on the ability to play “pickup” games due to tightly scheduled or programmed local ball fields, and
- use restrictions such as “no motor” closures on trails or water bodies.

Public agencies are perceived as unresponsive. No level of government is immune from concerns that recreation agencies do not respond quickly enough or thoroughly enough to perceived needs.⁷¹ For example:

- Some recreationists are frustrated that no agency will champion their needs. Some boaters feel that IAC should unilaterally form a “Washington Marine Board,” while some trail users feel that IAC does not correctly fund certain types of trails, from hiking to motorcycling. Agencies respond by citing legal and other constraints, as well as the need to be fair to all user groups.
- Bicyclists who seek lanes and paths supporting recreational bicycling are often unaddressed by transportation agencies that do not have recreation interest or expertise and are likewise unaddressed by recreation agencies that do not have transportation interest or expertise.⁷²
- People described the difficulty of working with government agencies, usually in direct proportion to the size of the agency.
- People want an “on-the-ground” management presence wherever they recreate, and often chide natural resource agencies for failing to place more staff in the field.

People cited a lack of adequate maintenance and operation (M&O) of the supply of public land and facilities as a critical issue, related to unresponsiveness. Focus group participants cited on-the-ground agency staff as having the best of intentions but without support from “headquarters budget writers.” At the same time, many people expressed an unwillingness to pay direct fees to meet M&O needs.

Contradictions in public attitudes and needs are startling.

- People want quality recreation experiences and are willing to spend large amounts of money on recreational equipment from motor vehicles to clothing, yet resist modest direct out-of-pocket fees or charges that could help pay for critical M&O.
- People want to recreate away from cars and traffic, yet insist on the most convenient driving access possible.

⁷¹ In focus groups and public meetings, the Washington State Department of Natural Resources (DNR) was named more than any other public agency as lacking either the will or the resources to appropriately manage state trust lands to accommodate compatible recreational uses.

⁷² Similar comments from participants in Bicycle-Pedestrian Conference, Olympia, 2001

- People are critical and skeptical of government, yet see access to public land and facilities as being vital components of their lives, and do not believe that the private sector can provide the variety of experiences found on public lands.

Conclusions

- Most outdoor recreation appears to take place close to home on local lands.
- State, federal, and private lands may host fewer numbers of people, but still experience considerable use and resulting challenges.
- Expressions of public frustration with recreation agencies seem to indicate that there is a need for better communication among providers and users.
- Reports of increased crowding and conflict among and within virtually all types of recreation indicate a need to provide better-managed land and facilities.

Chapter 5. Recommendations to Address Needs

No single agency or organization can be all things to all recreationists, and there can be no simple solution to the complex challenges and issues confronting recreation providers in Washington State. Even if all the recommendations found below were to be fully implemented, there would continue to be considerable gaps in funding, lags in management, conflict among competing interests, and dissatisfaction among certain user groups.

The following general suggestions are grouped not by importance or priority, but by type of providers: public agencies at the local, state, and federal levels, followed by recommendations for private providers and the general public.

Recommendations for Local Agencies

*It is a policy
recreation sites and facilities that benefit our citizens' health and well being.*

IAC maintains extensive files of local park and recreation plans. These plans are a requirement for eligibility to participate in some grant-in-aid programs managed by IAC. Review of the local facility investment detailed in these plans reflects first-hand knowledge of local demand. Many high participation activity categories presented in Chapter 2 of this *Assessment* are well served by the goals of the plans. The local planning emphasis on traditional neighborhood and community parks, ball fields, swimming pools, water access sites, and trails is appropriate.

IAC encourages continued local investment as shown in locally adopted plans. We also encourage efforts to preserve open space and natural areas that can help meet statewide demand for nature activities and natural settings.

If there is a weakness in the local response statewide, it may be in addressing high-participation activities that take place away from a traditional park, especially walking and bicycling. As mentioned above, these pursuits have recruited the transportation infrastructure to a remarkable degree. Health professionals increasingly regard walking and bicycling, both for recreation and transportation, as valuable tools that can help people build healthier lifestyles. Community-oriented trails, paths, and routes for walking and cycling can encourage people to participate in health-oriented activities; encourage children to walk or bicycle to school; and encourage adults to commute without a car.

Trails and paths, therefore, can provide multiple benefits for the state's citizens including recreation, health, and transportation.⁷³

IAC encourages local recreation professionals to work more closely with transportation and health professionals on non-traditional recreation projects such as bicycle lanes and walking routes to and from schools and businesses.

Local agencies need to continue to work with the public to find means to pay for important maintenance and operation functions.

IAC encourages local government to consider outdoor recreation sites and facilities as integral elements of the public infrastructure, as important to the public health and welfare as utilities and roads.

Local agencies (as well as private utilities) operating non-federal hydropower projects under license from the Federal Energy Regulatory Commission (FERC) have a duty to provide public recreational access to lands and waters at the projects. This access must be on an equal opportunity basis. Most currently licensed projects in Washington provide traditional facilities such as boat ramps and campgrounds.

IAC recommends that non-federal hydropower project operators enhance inventory with trails and paths for walking and bicycling, manage dispersed shoreline camping, improve access for on-water recreation, and improve opportunities for nonconsumptive interaction with nature including fish and wildlife. In instances where the license holder has provided recreation land or facilities to other agencies, IAC recommends that the license holder also provide maintenance and operation assistance.

Recommendations for State Agencies

It is a policy of the State of Washington to recognize outdoor recreation sites and facilities as vital elements of the public infrastructure, essential to the health and well being of Washington citizens.

General Recommendation: All state recreation and natural resource agencies are encouraged to engage in a dialogue concerning roles and responsibilities in providing for outdoor recreation while balancing important preservation responsibilities.

⁷³ Based on a national survey, the Federal Highway Administration reports that people choosing transportation options that would serve the community selected "building new bikeways and sidewalks" twice as often as "building more highways." *Moving Ahead*, FHWA, 2001.

The Washington Department of Fish and Wildlife (WDFW) has traditionally focused on preserving game and fish for hunting and fishing. While these traditional activities are important, participation data indicates that nonconsumptive “uses” such as photography and viewing are increasing.

IAC encourages WDFW to

- continue to provide habitat lands and waters, making strategic willing-seller acquisitions where needed,
- improve public access for non-consumptive nature activities, in addition to continued support for hunting and fishing (perhaps through strengthening the Access Stewardship permit system), and
- to develop strategic plans for more visible on-the-ground management of public access and recreation.

The Washington Department of Natural Resources (DNR) manages trust land resources statewide. Public access is allowed when it is compatible with trust management. In recent years, DNR has improved its interface with the recreation public: its Tahuya focus group is a good model for improved public interaction for DNR and other agencies.

IAC encourages DNR to

- continue to protect trust resources through active, on-the-ground management of public access while considering a higher level of management visibility, especially on properties near or adjacent to urban areas;
- continue to work with the off-road community to find ways to preserve important ORV opportunities in a manner compatible with trust resources, perhaps through more participation in state grant programs, especially the Nonhighway and Off-road Vehicle Activities (NOVA) program;
- consider the elimination of dispersed camping, to relocate campgrounds where they have more visibility to discourage illegal uses, and to seek better ways to manage indiscriminate use of firearms; and
- continue to seek full funding for the Trust Land Transfer program⁷⁴.

⁷⁴ The Trust Land Transfer Program was created by the Legislature in 1989 for the purpose of identifying trust parcels with significant ecological or recreational attributes and transferring them to conservation or park status while reimbursing the appropriate trust.

State Parks provides outdoor recreation in settings that preserves natural, historic, and cultural sites and facilities for use and enjoyment by present and future generations.

IAC encourages State Parks to

- seek access to all professional management tools, including the ability to charge reasonable fees,
- continue to work with the public and the Legislature to secure the tools it needs to fully maintain the state park system, and
- continue to pursue acquisition of in-holdings or appropriate expansion through exchanges, willing seller purchases, and acceptance of donations to help consolidate the park system, as well as to help ensure that land is available to help meet future demand as the state's population grows.

The Washington State Department of Transportation (WSDOT) is not normally considered a recreation provider. The public, however, has adapted streets, roads, and highways for recreation purposes. WSDOT has recognized this use through programs including Heritage Corridors.

IAC encourages WSDOT to

- continue to provide financial and technical assistance to local agencies seeking to improve conditions for bicycling and walking, as well as to provide for bicycling and walking in its own capital projects, especially in populated areas,
- continue active participation in the National Scenic Byway program, to continue its Heritage Corridors program, to continue its excellent record of effective use of "enhancement" funds from federal sources, and
- consider improved facilities and resources for bicycling on state highways, including shoulder improvements, maps, and signing.

The Interagency Committee for Outdoor Recreation (IAC) has important responsibilities for managing public funds supporting outdoor recreation and habitat lands and facilities. IAC also has important responsibilities to conduct statewide planning activities.

- Washington State Government (through processes managed by IAC or others) needs to continue the state investment in local facilities, in view of 1) the amount of activity hosted on local lands, and 2) the fact that facilities addressing state priorities (e.g., encouraging increased activity to enhance public health) can be addressed most effectively at the local level. In view of the pressing renovation needs at the local and state level, state funding of federal facilities should be reconsidered.
- IAC recommends public review and discussion of possible alterations to some present state programs, especially those

offering grant-in-aid assistance to providers. The purpose of these alterations would be, in part, to meet the direction found in the report *Investing in the Environment: Environmental Quality Grant and Loan Program Performance Audit*.⁷⁵

- Future IAC planning must be able to rely on improved data collection methodology, particularly in the areas of facility inventory, data on sites and locations important for public recreation, and public preferences for recreation and habitat. Doing so will help IAC to better report on how Washington's citizens recreate, what they prefer, and what is needed to meet demand.

Recommendations for Federal Agencies

It is a policy of the State of Washington to work in partnership with

The National Park Service (NPS) preserves outstanding natural, historical, and cultural sites of national significance. Site planning considers local as well as national needs. NPS also provides important funding and technical assistance to state and local agencies.

IAC encourages NPS to continue to provide excellent technical assistance to local and state providers and to expand financial assistance to state and local providers. NPS is encouraged to support full funding of the state side of the Land and Water Conservation Fund.

The Forest Service manages more land identified as available for outdoor recreation than any other provider in the state. Under its "multiple use" mandate, the Forest Service is able to give equal consideration to recreation as it does wood, wildlife, fish, and water resources.

IAC encourages the Forest Service to

- maximize its own resources for providing outdoor recreation sites and facilities, especially in the area of facility maintenance, including charging reasonable user fees to help pay for sites and facilities;
- consider state comprehensive outdoor recreation planning (SCORP) findings in the development and implementation of management plans, and
- work with constituents to identify land use designations that allow for long-term preservation of natural settings concurrent with higher levels of access and use on lands outside of Wilderness.

⁷⁵ Report 01-1, State of Washington Joint Legislative Audit and Review Committee. January 22, 2001

The Corps of Engineers and Bureau of Reclamation are responsible for important water management projects on major rivers statewide. The Corps has oversight responsibilities including the permitting of in-water activities.

IAC encourages the Corps and the Bureau to

- provide improved water access facilities for both motorized and human-powered watercraft, improve “locking through” at major Columbia River projects such as the Bonneville Dam, and
- find the resources with which to improve the processing of permits governing water-based recreation sites and facilities.

The National Marine Fisheries Service and the United States Fish and Wildlife Service have responsibilities to implement federal policies concerning fish and wildlife management including provisions of the Endangered Species Act.

IAC encourages the Services to

- find the resources with which to ensure that regulatory processes are as efficient as possible while protecting important natural resources, and
- consider SCORP findings in the development and implementation of management plans.

Recommendations for Private Providers

*It is a priority
sector to consider*

IAC is willing to assist in a discussion or examination of liability laws to find ways to better encourage private landowners to make their lands available for public recreation. One issue to consider is whether the time is right to allow a private landowner to charge reasonable fees and still enjoy liability protection.

Recommendations for the General Public

The public has perhaps the most important voice in determining the direction of outdoor recreation for the foreseeable future. The people of Washington State have a proud history of action-oriented civic service, whether as an individual volunteering time to paint a fence at a local ball field, a club helping to maintain a DNR trail, a family donating land to the State Park system, or non-profit organizations developing successful initiatives or referenda. Coalition efforts balancing the needs of sometimes opposing interests have been particularly successful.

The public raised many issues in the outreach meetings held for this *Assessment*. IAC believes that none of the issues can be resolved without the participation of the very people who raised them, in an informed, engaged manner.

The single most important issue for the public to decide is how it wants to pay for the acquisition, development, renovation, and maintenance of the outdoor recreation sites and facilities it demands.

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Chapter 6. Funding Sources

cy of the State of Washington to encourage all agencies to establish a variety of financial resources which can be used to

Central to the challenge of providing revenue for the management of public recreation lands is determining who should pay. This Chapter presents a brief review of various funding sources past and present used by local, state, and federal agencies to pay for recreation land management.

Local Agency Funding

Local agencies use a variety of tools to pay for recreation land acquisition and management. These include bond sales, property taxes, budget allocations, user fees, and donations from private individuals and organizations. Local agencies also seek grant-in-aid funding where it is available, whether from private, federal, or state sources.

In 2001, the Legislature created a task force to examine the issue of local park maintenance and operation (M&O) costs.⁷⁶ Among the tools recommended to help provide needed resources were:

- Amending 35.61 RCW (metropolitan park districts) to make it practical for cities and counties, or a combination of them, to create a metropolitan park district
- Granting to cities and counties the option of increasing the local sales tax for park and recreation maintenance and operation
- Amending RCW 84.04.230 (conservation futures taxes) to allow use of a portion of the tax toward maintenance and operation
- Amending RCW 82.46.101 and 82.46.035 to allow use of the local real estate excise tax (REET) for maintenance and operation of parks and recreation facilities
- Amending 82.08 RCW to increase the state sales tax by one-tenth of one percent to fund maintenance and operation of parks and recreation facilities.

⁷⁶ The Report of the Legislative Task Force on Local Parks and Recreation Maintenance and Operations, December 2001

State Natural Resource Agency Funding

State agencies also rely on a variety of sources to pay for recreation lands and facilities. State Parks, DNR, and WDFW rely on the State General Fund for operating and capital budgets. General Fund operating expenditures for natural resource and recreation agencies decreased from \$852 million in the 1989-91 biennium (3.8% of the state's operating expenditures), to \$849 million in the 1995-97 biennium (2.6% of the state's operating expenditures).⁷⁷ General Fund capital expenditures for natural resources and recreation were \$282 million in 1989-91 (11.9% of the capital budget), and \$288 million in 1995-97 (8.4%).⁷⁸

Other sources of funding vary by agency. State Parks manages some user-fee funds, including the Sno-Park program financed by user fees on parking permits, and boater safety and education programs funded by federal grants and a portion of boat excise taxes. The Department of Natural Resources utilizes nonhighway funds authorized under 46.09 RCW to provide recreational facilities including campgrounds and trails. The Department of Fish and Wildlife relies on proceeds from the sale of hunting and fishing licenses, and federal aid programs. All natural resource agencies benefit from revenue from state bond sales.

State Bonded Indebtedness

The State has historically used bonded indebtedness to help meet increasing demands for outdoor recreation opportunities. The use of bonds suggests that funding for outdoor recreation and habitat lands provides benefits for all Washington residents, and indeed has often been in response to direct public action including Initiatives. Perhaps reflecting a need to confirm this underlying philosophy, and in keeping with the populist tradition in Washington State, a number of these bond measures were referred to the public for approval by way of referenda.

- Referendum 11, 1964, authorized the sale of state general obligation bonds to raise \$10 million "solely for the acquisition of land and attached appurtenances... for outdoor recreation use."
- Referendum 18, 1968, authorized \$40 million for outdoor recreation, financed through the sale of state general obligation bonds.
- Referendum 28, approved 1982, provided for the sale of general obligation bonds in the sum of \$40 million. \$28 million was to be administered by IAC, half for state agency projects and half for local agency projects. The remaining \$12 million was assigned to State Parks for the improvement of existing sites and the acquisition and preservation of historic sites and buildings.

⁷⁷ State of Washington 1997 Data Book, Office of Financial Management

⁷⁸ Ibid.

In the late 1980's a coalition of concerned citizens came together to address what it perceived as a gap in state funding for outdoor recreation and habitat lands. This was the Washington Wildlife and Recreation Coalition (WWRC). Its work, including public workshops throughout the state and the publication of a report on the continuing pressing need for recreation and habitat lands, resulted in the Legislature creating the Washington Wildlife and Recreation Program (WWRP). WWRP, funded through the sale of general obligation bonds, is still in existence. Since 1990, WWRP has provided more than \$316,000,000 for acquisition and development of recreation and habitat lands to local and state agencies.

In 1989, the Legislature created the Trust Land Transfer (TLT) program. This program simultaneously provides school construction funds, upgrades trust assets managed by DNR, and adds important sites to the recreation, habitat, and open space estate. TLT is also funded through the sale of state general obligation bonds. Since its inception, the TLT program has received about \$422 million in appropriations: over \$350 million has gone directly into school construction while over 70,000 acres of land with high ecological or recreational significance have been transferred out of the trusts and into park or natural area status.

User Pay

The concept of "user pay" is founded on the idea that those who directly benefit from the use of public lands should pay directly for at least part if not all of the benefits. Direct user fees include camping fees, hunting and fishing licenses, and boat launching fees. On the local level, field sport participants pay fees to help defray the maintenance and operational costs of ball fields. Residents pay to access community centers, swimming pools, and other public facilities.

Recognized as a form of "user pay" is the refund of a portion of taxes paid on motor vehicle fuels that are not consumed on highways. Three state fuel-tax supported programs are:

- The Boating Facilities Program, managed by IAC, pays for acquisition and development of marine recreation land and facilities including boat ramps, docks, restrooms, parking lots, and picnic tables.
- The Non-Highway and Off-Road Vehicle Activities (NOVA) program (46.09 RCW), provides fuel tax funds shared by four agencies: DNR, State Parks, Fish and Wildlife, and IAC. NOVA funds pay for trails, trailheads, competitive ORV sports parks and tracks, restroom facilities, law enforcement, and facility maintenance on local, state, and federal lands.
- The Sno-Parks program returns fuel tax funds to snowmobile users by way of a grant program managed by State Parks. The program

pays for trail grooming, trailhead facilities such as warming shelters, signs, and snow plowing.

For Wildlife Recreation lands, the Department of Fish and Wildlife has authority to require an Access Stewardship Decal (\$10 separately or included in hunting and fishing license fees). Required to access WDFW lands as of April 1, 1999, funds from decal sales are intended to help support upkeep of Wildlife Recreation lands.

Some “users” do not pay for recreation on public lands. Most local parks are free for general use even if fees are paid for specific activities such as team sports or equipment rental. Day use at State Parks is free to the public, yet may represent significant management costs.

Concessions

Concessions are private services contracted by public agencies. Concessions can provide a source of revenue to public agencies. For example, inside Renton’s Gene Coulon Park, “fast food” restaurants provide visitors with low-cost meals on the shores of Lake Washington. In exchange for the highly desirable location, the restaurants pay fees to Renton.

Some states are heavily invested in concession operations. Concessions may include private management of public golf courses, state resort parks in which hotels operate in partnership with the state to provide a full-service alternative to camping, or sites at which private vendors rent out specialty equipment. Washington State Parks facilities do not necessarily lend themselves to a concessions approach.

Federal Aid to the State

A number of federal pass-through programs are available to pay for recreation and habitat projects. These include:

- The federal Land and Water Conservation Fund (LWCF). LWCF supports local and state agencies to acquire and develop land for outdoor recreation and land preservation purposes. “Stateside” LWCF funds made available to Washington peaked at \$6 million in 1979, fell to \$300,000 in 1989, and zero in 1996.⁷⁹ Modest gains were seen in late 1999 and in 2000-2001.
- The Sport Fish Restoration Act (also known as Dingell-Johnson) provides funding to states for programs that sustain sport fish populations including research and fish management. In the 1990s Washington State received between \$4 million and \$6 million annually, administered by the

⁷⁹ It should be noted that at the same time LWCF dollars were available to federal agencies for major land acquisition purposes, including contributions to the Mountains to Sound Greenway, Black River access, and additions to the Alpine Lakes Wilderness.

Washington Department of Fish and Wildlife (WDFW).⁸⁰ The Wallop-Breaux amendment to the Sport Fish Restoration Act requires a 15% minimum set-aside of this fund for water access projects such as boat ramps and fishing piers; WDFW uses the set-aside primarily to pay for access site maintenance.

- The Boating Infrastructure Grant Program is expected to provide states with funding to pay for recreational boating facilities serving boats 27 feet and longer. About \$100,000 per year is available through the IAC.
- The Pittman-Robertson Act established federal aid to states for the preservation and management of game species through federal taxes on sport-related ammunition and firearms. In the 1990s, Washington State received between \$3 and \$4 million annually⁸¹, managed by WDFW for wildlife restoration including wildlife recreation area maintenance and operations.
- The National Recreational Trails Program (NRTP) provides federal funding to states for recreational trails through a modest set-aside of federal motor vehicle fuel taxes attributable to nonhighway recreational consumption. Similar in scope to the State's NOVA program, NRTP funds go to IAC for distribution to eligible applicants, including federal agencies.
- The Scenic Byways program focuses on the need of travelers seeking scenic, recreational, cultural, and historic attractions. The Byways program is managed by the Federal Highway Administration.
- The "transportation enhancement" set-aside from the Intermodal Surface Transportation Efficiency Act (ISTEA) and its successor, the Transportation Equity Act for the 21st Century (TEA 21), has provided funding for non-motorized transportation facilities supporting utilitarian and recreational travel. Washington State expects to receive between \$9.7 and \$12.6 million per year from 1998 through fiscal year 2003.⁸² Funded projects range from restoration of railroad depots to development of walkways, bike paths, and nonmotorized trails. The Washington State Department of Transportation manages the enhancement program.

Federal Agency Funding

Federal agencies rely on appropriations from Congress to manage recreation lands and sites. As the national debate over the role and cost of government has evolved in recent years, Congress has chosen to provide less general budget funding to federal land and recreation management agencies.

In recent years, a notable decision made by Congress was authorization of the Recreational Fee Demonstration Program beginning in October 1995. Congress subsequently extended the program to operate through FY 2001, followed by a second extension through 2003. The program authorizes the National Park

⁸⁰ US Fish and Wildlife Service Internet data

⁸¹ US Fish and Wildlife Service Internet data

⁸² Washington State Department of Transportation data.

Service, Bureau of Land Management, U.S. Fish and Wildlife Service, and USDA Forest Service to implement and test new fees across the geographic and programmatic spectrum of sites that they manage. Importantly, the program allows the participating agencies to retain all of the demonstration project revenues and to retain at least 80 percent of the revenues at the sites where they are collected.

Substantial gains can be made in generating revenues from recreation sites. \$2.3 million was collected at Mt. St. Helens National Volcanic Monument in 1998 – and fees did not appear to discourage visitation.

Although the program is controversial, there has been strong public support for retaining fee revenues at the site to improve visitor services and not return revenues to the United States Treasury. In a National Park Service survey of visitors, 85 percent indicated that they were either satisfied with the fees they paid or thought the fees were too low. In a USDA Forest Service survey, 64 percent agreed with the statement that the opportunities and services they experienced were at least equal to the fee they paid. Visitation to the fee demonstration sites does not appear to have been significantly affected, either positively or negatively, by the new fees.

One drawback to the fee demonstration program has been inconsistency between federal jurisdictions. At the start, for example, each National Forest issued its own permits, permits that were not necessarily recognized on adjacent National Forests. This confusing situation has been changed through creation of a "Forest Pass" valid in all National Forests in Washington.

Critics of the fee demonstration program claim that the federal agencies have little accountability, no mandate to be cost-effective, to avoid discrimination, or to limit item expenses. Some contend that the federal surveys cited above focused on individuals who have paid the fees, and not those who "stayed away" because of the fees. Critics claim further that the real solution for federal managers is to find support for adequate budgets, and note that fee revenues are trivial when compared to federal needs that run to the billions of dollars.

Federal agencies do in fact find themselves continually short of funds needed to maintain and operate recreational facilities. Increasingly, the agencies seek grant-in-aid funding from the state, in particular the IAC-managed portion of the NOVA program and the National Recreational Trails Fund.

Volunteerism

Washington's citizens are remarkably generous in terms of volunteerism for recreation. Citizens annually donate thousands of hours in service to local, state, and federal agencies.

- Volunteers are often the “heart and soul” of local park and recreation efforts. Volunteers serve as coaches, officials, park board members, and labor in virtually every community statewide. The City of Kent recorded 2,672 volunteer hours in its 2001 “Adopt-a-Park” program.⁸³
- In State Parks, volunteers serve as campground and marine park hosts, augmenting the services provided by paid staff. On state trust lands, dedicated off-road, mountain bike, hiker, and equestrian organizations help maintain trails and camps. Fish and Wildlife volunteers help with restoration and enhancement programs as well as habitat lands stewardship.
- Federal agencies rely on volunteers for campground hosts, interpretive programs, habitat restoration and stewardship, and trail maintenance. On the Mount Baker-Snoqualmie National Forest, volunteers maintained over 80 percent of the recreational trail system prior to the implementation of the Fee Demonstration Program.

In spite of these successes, there are concerns and limitations associated with volunteers on recreation and wildlife lands. Although tort claim insurance is often available to protect volunteers, agency managers will be concerned about liability. Some managers express concern that volunteers often wish to focus on short-term, construction-oriented projects, when long-term, repetitious maintenance is often the most pressing need on recreation lands. Management of volunteers costs money including costs of recruitment, training, supervision, and industrial insurance. Not all land managing agencies have the human and other resources necessary to ensure completely effective use of volunteer time. The lack of staff to supervise volunteers can be an issue; supervision is important for safety and legal reasons.

Volunteerism is not a panacea. It is unreasonable to expect that all recreation sites and facilities can be maintained solely by volunteers. However, the assistance offered by volunteers is a valuable resource, and should not be overlooked or taken for granted.

The Question of Potential Funding

At present, public demand for outdoor recreation opportunities does not appear to be diminishing. The question remains whether traditional funding sources will prove to be sufficient to address public demand. There are recent examples of attempts to find answers that may be of value in the identification of appropriate financial tools.

In 1992, the Legislature passed the State Wildlife and Recreation Lands Management Act (SHB 2594). State policy was established to provide adequate and continuing funding for the operation and maintenance of state-owned fish

⁸³ Personal communication, Lori Flemm, City of Kent, May 2002

and wildlife habitat, natural areas, parks, and other recreation lands. The Legislature also created the State Wildlife and Recreation Management Task Force and directed it to recommend long-term revenue sources to fund stewardship of state-owned wildlife and recreation lands. A notable finding of the Task Force was that “all of the state’s residents have a responsibility to fund an adequate portion of the land’s management costs.”⁸⁴

When considering a number of possible sources of revenue to meet the intent of the Act, the Task Force used the following criteria to guide its recommendations: equity/fairness, adequacy, acceptability, impact and administrative feasibility.⁸⁵ A similar task was undertaken by the Washington Wildlife and Recreation Coalition (WWRC). WWRC reviewed funding for what became the Washington Wildlife and Recreation Program. WWRC concluded that an appropriate funding source for purchase and development of local and state recreation and wildlife lands had to meet similar criteria, including: equity-fairness, adequacy, acceptability, impact on other public programs, future revenue potential, and administrative feasibility.⁸⁶

The 2001 Legislative task force on maintenance and operation of local parks considered and agreed to similar criteria to help determine appropriate funding tools for park upkeep.⁸⁷

Conclusion

Central to the challenge of providing revenue for the management of public recreation lands is determining who should pay. A variety of funding options is available to local, state, and federal land managers. Public support is a critical element when determining how best to pay. For many types of special-interest recreation, user pay is appropriate. For recreation lands providing multiple benefits for both present and future generations, it appears that all Washington residents have a responsibility to share in the costs.

Washington State’s citizens have demonstrated a traditional and consistent willingness to pay for public funding of outdoor recreation lands. Voter approval of referenda and initiative, user group support for special fees to support their activities, donations of significant property, volunteers with specialized skills or simple labor, acceptance of state reservation systems and federal fee programs all tend to indicate this willingness. Without these and other demonstrations of public support, there would be no public outdoor recreation lands.

⁸⁴ Legacy at Risk: State Wildlife and Recreation Lands Management Task Force Report, December 1992.

⁸⁵ Ibid

⁸⁶ Outdoor Recreation and Wildlife Habitat Needs Assessment, WWRC, December, 1989.

⁸⁷ *The Report of the Legislative Task Force on Local Parks and Recreation Maintenance and Operations*, December 2001

Chapter 7. Strategic Options Available to the State

Chapter 79A.25 RCW requires IAC to develop and maintain a statewide plan for outdoor recreation and open space that includes “an analysis of strategic options and decisions available to the state.” Although this *Assessment* is not presented as a strategic plan, it does offer much of the necessary background for a strategic plan, and as such is suited to briefly discuss the state’s strategic options for outdoor recreation.

The Recommended Strategy

The strategy emphasized throughout this *Assessment* includes the proper stewardship of public land and facilities combined with continued land acquisition and capital development on a shared state-local-federal-private basis, seeking and utilizing a variety of funding sources for agencies and programs. The balance of growth in the recreation estate (land and facilities) with stewardship (maintenance and operation) attempts to address the public’s ever-growing demand for quality recreation opportunities. Actions to implement the strategy include the following:

- First, recreation providers need to work with the public to find acceptable means to pay for ongoing maintenance and operation of recreation sites and facilities at an acceptable level of service.
- Second, the state needs to maximize access to all available support for recreation and habitat lands.
- Third, the state needs to examine criteria to measure the effectiveness of investment in recreation and habitat lands. This examination needs to include the role of strategic land divestiture and interagency land exchange.
- Fourth, the state should leverage its natural resource investments by maximizing public access to habitat (when appropriate) and by maximizing habitat values in recreation sites.
- Fifth, the state should leverage its recreation investment to help encourage its citizens to become more physically active to help improve overall public health.
- Sixth, explore incentives to encourage public recreation opportunities on private land.

However, IAC recommends public review and discussion of possible alterations to some present state programs, especially those offering grant-in-aid assistance to providers. The purpose of these alterations would be, in part, to meet the

direction found in the report *Investing in the Environment: Environmental Quality Grant and Loan Program Performance Audit*.⁸⁸

Options considered but not recommended:

1. Stewardship emphasis, slow growth

Under this option, the state would emphasize the stewardship of state lands and resources. This means that maintenance and operation of existing sites and facilities would have precedence over the acquisition of new lands or sites. Acquisition of new land would take place only in those unique situations where an outstanding opportunity might arise to acquire land exceptionally suitable for public purposes. Any development of the new (and rare) acquisition would be deferred indefinitely.

Addressing stewardship would require the shift of state dollars (bonds) from capital purposes to maintenance and operation purposes (general operation funds). This would be a departure from tradition and would require several changes to statute.

In general, foregoing opportunities to expand and improve the State's system of parks, habitat, and recreation sites and facilities would not meet current and projected public demand. Public dissatisfaction would probably result from likely outcomes that include even more overcrowding and inconvenience, as well as continued public perception of unresponsive government.

2. High Growth: aggressive pursuit of additional land and resources

This option would have the state actively and aggressively seek to acquire and develop recreation facilities and to purchase open space and habitat lands and waters sufficient to meet the growing demands of the recreating public.

Although this option would be most responsive to public demand and would best meet the goals of this plan, it would also be prohibitively expensive.

3. Divestiture

Under this option, the state would have determined that it could no longer fund some or all outdoor recreation and open space or habitat programs. The state would seek to divest recreation, open space, and habitat properties, identifying local agencies willing to assume management of sites and facilities, finding private entrepreneurs and business willing to operate state-owned properties (charging market-rate fees to the public), or selling and perhaps abandoning other properties.

⁸⁸ Report 01-1, State of Washington Joint Legislative Audit and Review Committee. January 22, 2001

There appears to be extremely limited public support for this option. Further, it is unlikely that buyers with sufficient capital for purchase and stewardship could be found for many state properties, and local agencies are often reluctant to assume responsibility for state properties.

Also, it is not certain whether there are efficiencies to be gained. It may cost more to transfer or close programs than to continue to operate them. It is known, for example, that rural economies suffer when camping opportunities decline.⁸⁹ Further study in this area is warranted.

4. Zero growth: freeze State involvement (at present levels)

This option would limit the State's investment in recreation lands and facilities to those already in State ownership. It differs from the "stewardship, slow growth" option in that *no new land would be acquired. Also, no new facilities would be developed.*

The State would concentrate its resources on the renovation and maintenance of existing sites and facilities. State capital grants would no longer be available to local or federal agencies.

The results would be similar to the "stewardship, slow growth" option: the State would not meet current and projected public demand. Public dissatisfaction would probably result from likely outcomes that include even more overcrowding and inconvenience, as well as continued public perception of unresponsive government.

⁸⁹ Washington State Department of Community, Trade, and Economic Development, 1994

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Chapter 8. Conclusion

Outdoor recreation is complex: this *Assessment* is able to report on at least 170 different types of outdoor recreation in 15 major categories. This complexity reflects the diversity of the state's population and the spectrum of public interests and attitudes.

The complexity of outdoor recreation in Washington State defies simple solutions. However, the results of public involvement and professional review indicate that some major issues need to be addressed in the next several years:

- There is high need to provide better managed land and facilities supporting virtually all outdoor recreation categories;
- Linear activities are the most popular activities. A significant portion of all linear activity, especially walking and bicycling, takes place close to home on sidewalks, streets, and roads. It is not well understood whether walkers and cyclists actually prefer the facilities and settings they use most frequently;
- Sports, individual and team types combined, is second in popularity, with many, sometimes incompatible, sports competing for use of available facilities;
- Nature and natural settings play an important role in many activities by category and type. There is high participation in observing and photographing the outdoors, especially wildlife, as well as continued participation in the established nature-dependent activities of hunting and fishing, all of which indicates the importance of preserving habitat for fish and wildlife;
- There is growing evidence of declining public health related to inactivity, and a need to address the role of outdoor recreation in helping to reverse this decline;
- There is a need to find acceptable means to pay for maintenance and operation, including improved on-the-ground management presence, of public lands and facilities; and
- There is a need for improved data on public recreation behavior and preferences, as well as the inventory of available facilities, in order to ensure that public resources are more effectively utilized in meeting public needs.

Perhaps the most important conclusion can be found from previous assessments of outdoor recreation. In IAC's *1995 Assessment and Policy Plan*, it was stated that:

Washington's citizens do not regard outdoor recreation and nature as frills – they are essential elements of social and personal identity, health, and economic well being.

This statement remains accurate. The public continues to support significant investment in recreation and habitat. This support is consistent with a long history of initiatives, referenda, and coalition efforts undertaken by citizens at the grassroots level.

Continued investment in outdoor recreation and habitat lands can provide real returns.

States with the highest environmental standards also boast the best economic performance.⁹⁰

Regular physical activity that is performed on most days of the week reduces the risk of developing or dying from some of the leading causes of illness and death in the United States.⁹¹

“The quality of life here is tied to outdoor recreation.”⁹²

Therefore:

It is a policy of the State of Washington to recognize outdoor recreation sites and facilities as vital elements of the public infrastructure, essential to the health and well being of Washington citizens.

⁹⁰ Institute for Southern Studies, “Gold and Green 2000”

⁹¹ Physical Activity and Health A Report of the Surgeon General, Center for Disease Control.

⁹² Focus group participant, March 2001

Appendix 1: Public Involvement

1.A. Statewide Survey

IAC has statutory responsibilities to prepare a statewide strategic plan including a forecast of recreational demand. To measure demand, IAC contracted with Beckwith Associates to update participation information created in previous Statewide Comprehensive Outdoor Recreation Plan (SCORP) surveys to determine current behavior and compare trends. Where possible, the objectives of the survey were to address:

Demographics – determine activity participation information by age group to control projections of present and future demands resulting from changes in population demographics.

Regions – collect participation data for regions of the state to determine differences in participation in activities or by schedule.

Activities – expand previous recreation activity participation information to include more activities, particularly nature, air, recreational (e.g., team and individual sports), and indoor events.

Schedules – activity participation information to determine activity by events during different seasons, months, weekday, and weekend periods.

Methodology – collect and organize the results from the above within a recreation participation model that may be used to project recreational behavior and the resulting demand for and impact on park and recreation facilities.

Survey Design Team

The Recreation Participation Assessment Review & Advisory Team (R Team) oversaw the design, initial pretest, and final conduct of the recreation participation survey process. The committee included park, recreation, and habitat professionals from public and private recreational organizations with interests in applications of the survey data.

Tom Eksten, *King County Parks and Recreation*
Gloria Shinn, *National Park Service*
Bill Koss, *Washington State Parks*
Sheryl Wimberly, *Department of Natural Resources*
Mike Fraidenburgh, *Washington State Department of Fish and Wildlife*
Russ Howison, *PacifiCorp*

Julie Matlick, *Washington State Department of Transportation*
Carolyn McKernan, *Recreational Equipment, Inc.*
Lynn Schroder, *Northwest Marine Trade Association*
Linda Kruger, *USDA Forest Service*
Nancy Craig, *Grant County PUD*

The process documented within this report represents the approach reviewed and approved by the R Team, and accomplished by the IAC Project Manager and consulting team.

Participation models

Participation models are refined, statistical variations of a questionnaire or survey method of determining recreational behavior. Participation models are usually compiled using activity diaries, where a person or household records participation in specific recreational activities over a measurable period of time. The diary results are then compiled to create a statistical profile that can be used to project the behavior of comparable persons, households, or populations.

Participation models are most accurate when the participation measurements are determined for a population and area that is local and similar enough to the population to be projected by the model. The most accurate participation models are usually controlled by climatic region and age, and are periodically updated to measure changes in recreational behavior in specific activities or areas over time. Properly done, participation models can be very accurate predictors of an area's recreational behavior in terms that are specific and measurable.

Previous surveys

In 1976 - the Washington State Interagency Committee for Outdoor Recreation (IAC) conducted a detailed diary survey of the recreational behaviors of persons residing within different areas of the state. Each participant recorded the frequency, schedule, number of participants, and other use characteristics for 82 specific outdoor park, recreation, and open space activities within 6 categories:

water activities,
nature study,
hiking, camping and picnicking,
recreation vehicle driving,
hunting and shooting, and
sports and games.

The survey results were collated and statistically compared for 6 male/female age control groups (0-9, 10-19, 20-34, 39-49, 50-64, and 65+) and 4 regions (northwest, southwest, northeast, and southeast) of the state.

In 1983 - the IAC accomplished a similar diary participation survey for the same 6 age groups and 4 regions for 24 specific outdoor activities in three categories:

1) water, 2) hiking, camping and picnicking, and 3) recreational vehicle activities.

The survey also asked the participants to record the reasons why certain facilities were or were not used, and their desires concerning future facility developments.

In 1982 - the Washington, Idaho, and Oregon State Park Commissions jointly commissioned the Tri-State Recreation Study to determine the facility and location patterns of park, recreation, and open space activity in and between the 3 states. The study determined that residents of the 3 states have definite behaviors concerning whether public versus private facilities were used for different types of park, recreation, and open space activities.

The 1999-2000 survey's categories

The R Team decided to collect survey data for the same general categories as the 1976 and 1982 surveys but within a more inclusive list of activities. The final survey listing included the following 15 activity categories:

- sightseeing,
- nature activities,
- fishing,
- picnicking,
- water activities,
- snow/ice activities,
- air activities,
- walking and hiking,
- bicycle riding,
- equestrian activities,
- off-road vehicles for recreational use,
- camping,
- hunting and shooting,
- recreational activities as a participant, and
- activities in an indoor community facility.

The categories were further subdivided into specific activities, like fishing from a bank or a dock, and then into saltwater versus freshwater facilities.

The subdivision information was designed to be of a descriptive enough form that it could be used to project demand for specific types of facilities – like saltwater versus freshwater fishing docks.

The subdivisions can be collated to match the activity groupings used in earlier IAC surveys. The master listing has been expanded considerably from earlier IAC surveys, however, to include more specific facility-type subdivisions, new activities like rollerblading and jetskiing, and activities at indoor facilities.

Survey pretests

A draft survey format was tested with members of the IAC advisory committees, and with 2 sample groups of 50 resident households in each group.

The resident household sample groups were asked to recall their behavior for weekdays versus weekend time periods - the calendar divisions used in earlier IAC surveys. One group was asked to recall their behavior for a two-month time period on a monthly basis, the other for a one-month time period on a weekly basis - the preferred recording period. The completed surveys were return-mailed within a two-week period.

The public sample groups were evaluated for response rates to determine the percent of the sample completed and returned. Telephone interviews were conducted with some of the sample group members to evaluate understanding, difficulty, format preferences, reasons for not participating, and other factors.

In general, the results indicated respondents completed the more detailed survey format in slightly greater rates than the simplified version. Survey complexity seemed to have an inverse effect on response rates – increasing interest in and the likelihood of a respondent participating. In addition, a significant number of respondents also wanted to be able to include other household members, indicating this would increase the likelihood of their completing their own.

The R Team used the pretest results to determine the final format of the survey and make final adjustments necessary to maintain an acceptable response and accuracy rate.

Measurement periods

Measuring periods - the surveys were initially designed to be accomplished on a monthly basis assuming from the pretest results that this would likely provide the easiest and possibly most current information. The actual number was eventually reduced to every other month, however, to meet survey budget constraints.

Log-on and recall surveys - the initial design also planned to provide each participant household a survey at the beginning of the monthly diary period assuming some households would log results on a daily basis. Another copy of the survey would be mailed to each qualified member at the end of the period assuming most households lost or misplaced the survey form provided at the beginning of the period. Consequently, each mailing was designed to provide a survey form for the period just ended, and a survey form to be used as a daily log for the period just beginning.

However, the final design provided a single survey form for each participant at the end of the two-month surveying period for the following reasons:

The number of total survey forms to be included within each mailing packet accounting for qualified and additional household participants doubled - and the combined postage costs exceeded survey budget constraints.

The results of the survey pretests and survey experiences in general indicated most survey respondents completed the surveys at the end of the period – rather than on a daily basis. The surveys now covered a two-month rather than one-month time period – meaning it was even less likely survey participants would log onto any survey form on a daily basis over a 60-day period.

The two-month survey period increased the sheer volume of survey forms and other materials now being sent to the participating households. Too many forms could overwhelm the participants rather than help with the recording process.

Soft survey - in addition to the diary-based survey's behavioral data, the R Team also planned to accomplish an interpretive or soft survey. The soft survey was intended to ask a series of open and closed-end questions designed to determine interpretive or qualitative data about facility conditions, costs, availability, trends in use or nonuse, and financial priorities and preferences. This option was not implemented due to final budget constraints.

Sample size

The sample was quota controlled to provide at least 100 residents within two regions (west and east Washington defined by the Cascade Mountains) for six age groups (0-9, 10-19, 20-34, 35-49, 50-64, and 65+). These control groups corresponded with the region and age groups used in previous IAC surveys.

The sample was also quota controlled to provide at least 10 residents from each county.

Survey participants were recruited by telephone interviews conducted to qualify 1,200 state residents for participation in the study in October 1999. The sample was randomly drawn from a list of households using a list purchased from Scientific Telephone Samples that included both listed and unlisted telephone households.

Each qualified household member was asked if additional members would like to participate. The additional members were included in the sample as an additional controlled participant. The actual number of participants was, therefore, higher than 1,200: approximately 1,600.

The qualified sample participants were mailed a survey six times during the year from November 1999 to October 2000. The mailings were geared to two-month intervals beginning with the first November-December 1999 mailing.

Desired response rate

The desired response rate was 40-50 percent realizing between 480-600 respondents for the state in total with 240-300 for each region and 80-100 for each age group for the controlled sample group.

The objective was to realize a maximum margin of error of +/-4.8 percent for the state, +/-8.0 percent for the regions, and +/-10% for each age group. The data could then be proportionately weighted to control for county, region, and age quotas.

Survey procedure

A sample survey with instructions was mailed to each qualified household participant in November to illustrate the type of information required and to determine whether their level of interest would sustain them through the survey period. A follow-up telephone call was made to all 1,200 original participants to determine any dropouts, bad addresses, household relocations, illnesses, or any other reasons for not continuing with the survey effort.

Based on the results of the follow-up telephone calls, 300 additional households were qualified and added to the sample group to replace persons who elected not to continue. The 300 household survey replacement sample was generally matched by area and age to the participants who elected not to continue.

The first mailing for the November-December 1999 time period was made in the first week of January to the original 1,200 participating and 300 replacement households (1,200 total households). The mailing had been intended to be by bulk rate mail to control postage costs. The actual mailings were by first class mail by the consultant team, however, to reduce mail receipt times and increase the surveys visibility. Another copy of the example and instructions, a business reply postage-paid return envelope, and a US Forest Service magnet as a "thank you" were included in the mailing along with the survey forms.

Each survey was coded to identify the qualified and voluntary participating member of the household. A follow-up reminder telephone call was made to each of the sample group household participants in who failed to mail back their surveys by February.

The mailing for the January-February 2000 time period was made in the first weeks of March as first class mail to the participating 1,200 sample group households. Another copy of the example and instructions, and a business reply postage-paid return envelope were provided along with the survey forms.

A follow-up or reminder telephone call was made to households who failed to mail back their surveys by March.

The mailings for the four subsequent time periods for March-April, May-June, July-August, and September-October 2000 time periods were made by first class mail in the first weeks of each following monthly period to the original participating 1,200 sample group households. Another copy of the example and instructions, and a business reply postage-paid return envelope were provided along with the survey forms.

Follow-up reminder postcards were mailed to all participating households for the March-April, May-June, July-August, and September-October 2000 time periods approximately 3-4 weeks after the end of each period regardless of whether the household had returned a survey.

Note: The survey budget assumed households would be dropped following each survey period if they failed to return a survey for the previous period. In actuality, however, the consultant team mailed surveys and reminder postcards to every one of the original participating households as an effort to stimulate participation regardless of whether the household missed one or more time periods.

In sum, sufficient returns were realized to meet the desired response rate described above.

1.B. Focus Groups and Open Public Meetings

Throughout March 2001, staff of the Office of the Interagency Committee (Interagency Committee For Outdoor Recreation and Salmon Recovery Funding Board) held focus group meetings and public meetings to solicit citizen input for the statewide recreation and habitat planning process. The primary objective of the series of meetings was to ask the public to help interpret and provide context for the new recreation participation data and to help guide the development of the next statewide comprehensive outdoor recreation plan (SCORP), the *Assessment of Outdoor Recreation in Washington State (Assessment)*.

Staff invited over 500 citizens active in recreation and habitat issues to attend the focus group meetings to be held in eight locations around Washington State. The invitation list was generated by soliciting contacts from local park and recreation staff as well as from IAC's own database.

Throughout the month of March 2001, focus group meetings were held in Aberdeen, Bellingham, Pasco, Seattle, Spokane, Tacoma, Wenatchee, and Vancouver. Focus group meetings were typically attended by between eight and twelve citizens, for a total of 72 people, who answered a variety of questions about their recreation and habitat experiences and preferences, and discussed issues and concerns that the SCORP should address. Questions included

asking for responses to recreation participation survey results, handed out to participants as a summary with several key data tables. Participants also filled out a short survey about their favorite outdoor activities and sites.

The process was concluded with two open public meetings in Seattle and Spokane at the end of March 2001. The public meetings were advertised through a press release distributed to all major newspapers, television stations, and radio stations around the state. A total of 34 people attended the public meetings.

Staff kept notes of comments heard during the meetings. Formal meeting minutes were not taken or recorded. Participants were assured of anonymity and the privacy of their comments.

1.C. Draft Development and Review

To help guide development of the *Assessment*, IAC asked the survey design team to continue as an advisory committee. Because of retirements, work loads, and others factors, not all survey team members were able to continue as planning advisors. The planning advisory team roster included:

Nancy Craig, *Grant County PUD*
Tom Eksten, *King County Parks and Recreation*
Steve Sherlock, *Washington State Department of Fish and Wildlife*
Bill Koss, *Washington State Parks*
Linda Kruger, *USDA Forest Service*
Julie Matlick, *Washington State Department of Transportation*
Jennifer Olsen Fielder, *private sector consultant*
Gloria Shinn, *National Park Service*
Mark Stenberg, *PacifiCorp*
Sheryl Wimberly, *Department of Natural Resources*

Beginning in early 2001, staff developed outlines and draft text of the *Assessment*. After internal review, draft copies were released to the advisory committee in December 2001. In March of 2002, the draft was posted on the Internet with notice sent to approximately 1,500 people and organizations. Traditional printed copies were made available on request.

Appendix 2. Wetlands

Federal rules for the development of state comprehensive outdoor recreation plans, including this *Assessment*, require the inclusion of a wetlands priority component.⁹³ Washington State law assigns primary responsibility for wetland issues to the Washington State Department of Ecology.⁹⁴

Ecology recognizes that the field of wetland science and the wetland regulatory framework are constantly changing. In addition, wetlands are dynamic and highly variable ecosystems. Because of this variability, Ecology has developed general wetland regulation guidelines that allow the agency to incorporate current wetland science, tailor the level of regulation to the type of wetland being affected, and respond to site-specific situations. The guidelines help provide predictability while allowing the flexibility that is needed to achieve ecologically and economically sound solutions on individual sites.

Ecology views regulations as only one tool to protect wetlands. Along with regulations, there are many non-regulatory opportunities to conserve wetland resources. Ecology's view of comprehensive wetlands protection includes voluntary stewardship actions, taken by landowners and local communities, to actively preserve, restore and enhance existing wetlands. Ecology's wetlands protection efforts focus on educating and informing wetland owners about all their options and opportunities - both regulatory and non-regulatory.

Ecology distinguishes among "biological," "jurisdictional," and "regulated" wetlands.

Biological Wetland: A biological wetland is one that is determined to have the physical, biological and chemical characteristics to be called a wetland.

Jurisdictional Wetland: A jurisdictional wetland is one that a particular law has determined should be regulated by the provisions of the law. It may be the same as a biological wetland or it may represent a subset of biological wetlands.

Regulated Wetland: While most jurisdictional wetlands are going to be regulated to some extent, there are always certain activities that are exempt from a given law. This results in some jurisdictional wetlands not being regulated. For example, a wetland may fall under SMA jurisdiction because it meets the specific criteria contained in the SMA wetland definition. However, if the wetland occurred in an area that had been historically farmed, a landowner could plow the wetland to plant a crop without having to get a shoreline permit because this activity is exempt. Thus, some people have been confused by the notion that an area may

⁹³ Land and Water Conservation Fund Grants Manual (C630.1)

⁹⁴ Ecology derives its authority from federal and state laws, including the Clean Water Act, the Coastal Zone Management Act, the State Water Pollution Control Act (90.48 RCW) and the Shoreline Management Act (90.58 RCW).

meet the jurisdictional definition of a wetland, are delineated as such, and still be exempt from any regulation because of the particular activity proposed.

Recent state legislative changes have helped the situation tremendously. At present, the wetland definitions contained in the Growth Management Act (GMA) and the Shoreline Management Act are virtually the same as the definition used by the federal agencies under Section 404 of the CWA. In addition, the state legislature passed a law in 1995 directing Ecology to adopt a state wetland delineation manual that is consistent with the federal delineation manual (1987 Corps of Engineers manual). Ecology has adopted a *Washington State Wetland Identification and Delineation Manual* under the SMA regulations (WAC 173-22).

Concerning acquisition of wetlands, Ecology suggests priorities based on “rarity, irreplaceability (*sic*), sensitivity to disturbance, and habitat functions.”⁹⁵ Ecology works closely with the Pacific Coast Joint Venture⁹⁶ to identify wetlands acquisition projects as well as funding sources such as WWRP grants.

In the 1995 *Assessment and Policy Plan*, IAC made the commitment to “continue to provide funds for a variety of acquisition and habitat protection purposes, including wetlands.” Since 1995, Washington Wildlife and Recreation Program (WWRP) funds have been used for the projects listed in the table below, all of which include wetlands as an element. It should be noted that wetlands are no longer the concern of natural resource agencies only: traditional park and recreation agencies are increasingly asked to play a role in resource protection, reflecting public interest in recreation in natural settings.

⁹⁵ See Ecology publication 88-005 *Wetlands Regulations Guidebook*, 1994

⁹⁶ The Joint Venture is a non-government organization working to help implement the North American Wetlands Conservation Act in cooperation with the US Fish and Wildlife Service.

WWRP Projects With Wetland Elements

<i>Project Number</i>	<i>Sponsor</i>	<i>Project Name</i>	<i>Notes</i>
96-1004 HCA ⁹⁷	Dept of Natural Resources	Trout Lake Wetlands Natural Area	The site is comprised of over 70% wetlands
96-1046 HCA	Fish and Wildlife	Asotin Creek	4,444 acres of habitat including 400 acres of wetland/riparian
98-1015 HCA	Fish and Wildlife	Sondino Pond	Several small wetlands in last habitat available for western pond turtles
96-1009 HCA	Dept of Natural Resources	Puget Trough Estuarine Natural Areas	Dabob Bay, Kennedy Creek, and Skookum Inlet
96-1016 HCA	Dept of Natural Resources	Puget Trough Freshwater Natural Areas	Highest quality wetlands remaining in Puget Trough at Dailey Prairie, Ink Blot, and Shumocher Creek
98-1023 HCA	Fish and Wildlife	West Rocky Prairie	Includes 370 acres of wetlands
98-1149 HCA	Dept of Natural Resources	Estuarine Natural Areas	Continued protection of wetlands and other elements at Dabob Bay, Kennedy Creek, and Skookum Inlet
97-026 HCA	Clark County Parks	Vancouver Lake Lowlands	317 acre acquisition protecting extensive wetlands
98-1019 HCA	Fish and Wildlife	Chimacum Watershed	11 high quality habitat types including freshwater wetlands
98-1021 HCA	Fish and Wildlife	Morse Creek	140 acre acquisition including extensive ponds and wetlands
98-1022 HCA	Fish and Wildlife	Nisqually Delta	Conservation easement protecting 410 acres farm with wetlands
98-1032 HCA	Fish and Wildlife	Central Kitsap Riparian Corridor	Includes 225 acres of headwater wetlands
98-1156 HCA	Dept of Natural Resources	West Tiger Mountain Natural Area	Protects forest wetlands area on Tradition Plateau
98-1241 HCA	Vashon Park Dist	Shinglemill Creek Watershed Salmon Preservation	Protects 320 acres through purchase and easement, including wetlands
97-1272 RHP	Skagit Conservation Dist	Samish River Project	Permanent easements of salmon and other habitat including high quality wetlands
97-1283 RHP	Kitsap Co Conservation Dist	Martha John Creek Project	Conservation easement for several habitat types including wetlands
97-1284 RHP	Jefferson Land Trust	Chimacum Watershed Easement	Protects watershed habitat including wetlands
97-1310 RHP	Methow Conservancy	Methow Conservancy Riparian Habitats	Easements on 320 acres of land including wetlands
96-1158 ORA	City of Mukilteo	Park at 92 nd St	Preserves forest and wetland areas in a park less than 13 acres in size
97-1118 ORA	Tacoma Parks	Wapato Hills Park	Contains a wetland area
98-1201 ORA	Thurston County Parks	Kennedyell Park	Acquired as a swim area, contains 5 acres of forested wetlands
99-1090 ORA	City of Lakewood	Wards Lake	Features wetland areas
98-1122 ORA	Tacoma Parks	Dickman Mill	Saltwater wetland relocated and recreated as a tidal estuary typical of the pre-1850 shoreline

⁹⁷ HCA = Habitat Conservation Account; RHP = Riparian Habitat Program; ORA = Outdoor Recreation Account

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Appendix 3. Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) is a federal government program that provides funding to assist in preserving, developing, and assuring accessibility to outdoor recreation resources including but not limited to parks, trails, wildlife lands, and other lands and facilities desirable for individual active participation.

The Interagency Committee for Outdoor Recreation (IAC) has the authority to represent and act for the State of Washington in dealing with the Secretary of the Interior for the purposes of the Land and Water Conservation Fund Act of 1965.⁹⁸ This authority allows IAC to manage LWCF “state-side” funds in Washington State. “State-side” funds are available for grant-in-aid assistance to counties, cities and towns, park districts, port districts, tribal governments, and state agencies.

In 2001, the IAC Board approved the development of a process to address a revitalized LWCF program. The process was developed and recommended by an ad hoc advisory group. In general, the Board directed staff to begin work on a renewed, or re-focused approach to LWCF distribution that treats the funds distinctly and separately from other IAC-managed funds. Specifically, the Board approved:

- Formation of a standing LWCF advisory committee;
- Consideration of eligible project types broadly construed in the interests of inclusion, e.g., from publicly-accessible habitat lands to ball fields;
- Consideration of project types not currently supported by other grant programs, such as State Park renovation;
- Examination of a mechanism to ensure statewide distribution of LWCF funds; and
- Development of an open project selection process to allow for full development of options related to fund distribution.

Distribution of LWCF funds must be guided by a current state comprehensive outdoor recreation plan (SCORP).⁹⁹ The *Assessment and Policy Plan (Assessment)* is the State of Washington SCORP document. The current *Assessment* identifies three broad state priority areas not currently supported by other grant programs to be addressed with LWCF funds:

1. Community-based trails serving multiple benefits including recreation, the encouragement of physical activity, and transportation. *Reasons:* high participation in walking, bicycling, and other trail-related activities; Center for Disease Control and Washington State Department of Health physical

⁹⁸ 79A.25 RCW

⁹⁹ NPS-34, Land and Water Conservation Fund Grants Manual, 10/97 release, Chapter 630

activity data and subsequent findings concerning obesity and related health issues, accompanied by recommendations for providing community trails and paths as a cost-effective means of addressing these problems; Department of Transportation efforts to provide a suite of options to address mobility; the need to maximize the effectiveness of the investment of state funds.

Other fund sources are available for trail projects. These fund sources tend to target “backcountry” trails that do not address community needs (for example the National Recreational Trails Program), or are narrowly focused on transportation (for example, transportation enhancement grants under the Transportation Equity Act for the 21st Century – TEA 21). LWCF has been identified as the best source to address the unique convergence of recreation, transportation, and health goals supported by community trail projects.

2. Stewardship of existing sites and facilities, especially renovation to protect previous public investment. *Reason:* to respond to focus group participants and others concerned about the condition of recreation sites and facilities including but not limited to State Parks. Available grant programs that pay for renovation are narrowly focused on off-road vehicle recreation (Nonhighway and Off-Road Vehicle Activities – NOVA – Program) and boating recreation (Boating Facilities Program). LWCF is an important tool to address more general stewardship needs, especially for local and State parks.
3. The integration of low-impact non-consumptive human activities with natural settings. *Reasons:* high participation in “nature activities,” and to respond to focus group participants who suggested that human activities can be compatible with wildlife. Current funds will support habitat only or recreation only projects; LWCF affords the flexibility to address a new integration of the two interest areas.

To address these broad priorities, the following policies are in place for federal fiscal year 2002. IAC may revise these policies for subsequent years.

General Policies

Eligible LWCF projects include any project type currently eligible under any IAC grant program, except routine maintenance and operation (M&O) projects and costs.

Eligible applicants are local, state, and Tribal governments. All applicants will compete equally.

Sponsor match is 50%.

Grant ceilings are \$500,000 in LWCF funds.

Grant minimums are \$25,000 in LWCF funds.

LWCF Project Evaluation Criteria include:

Among eligible acquisition projects, preference for:

Projects proposing to expand sites either acquired or previously expanded with LWCF funds.

Projects encouraging nature-oriented activities integrating low-impact, non-consumptive human activities with the landscape.

Projects that help to conserve open space or natural settings.

Among eligible development projects, preference for:

Community-oriented recreational trail and path projects that support high-participation activities, that help promote physical activity, link communities, and contribute to a suite of transportation solutions.

Stewardship of existing sites and facilities, especially renovation to protect previous public investment.

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Appendix 4. Data Tables from Statewide Survey 1999-2000 (See Appendix 1)

Walking and Hiking Participation

		Age group							Total
Type of activity		Estimated number of participants**	0 to 9 305,356	10 to 19 366,126	20-34 711,458	35-49 829,943	50-64 553,359	65+ 407,038	
Walking with a pet	Undesignated site or location		45,803	58,580	113,833	165,989	94,071	69,196	547,473
	on-leash in a park		15,268	183,063	28,458	58,096	16,601	20,352	321,838
	off-leash on a dog-park	*		14,645	21,344	24,898	11,067	4,070	76,025
Walking	on sidewalks		76,339	58,580	163,635	149,390	116,205	85,478	649,628
	on roads and streets		45,803	73,225	142,292	149,390	121,739	77,337	609,786
	in a park/trail setting		39,696	47,596	106,719	116,192	77,470	61,056	448,729
	indoor facilities	*		7,323	35,573	24,898	16,601	20,352	104,746
Hiking	urban trails		15,268	7,323	21,344	24,898	16,601	8,141	93,574
	rural trail systems		9,161	10,984	14,229	16,599	11,067	12,211	74,251
	mountain and forest trails		42,750	47,596	42,687	74,695	38,735	32,563	279,027
	no established trails		15,268	14,645	14,229	16,599	16,601	12,211	89,553
Climbing & Mountaineering	alpine, snow, ice	*	*		7,115	*	*	*	7,115
	rock climbing - outdoor		3,054	10,984	7,115	*	*	4,070	25,222
	rock climbing -indoor	*		7,323	7,115	*	*	*	14,437

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

All numbers are estimates based on a statewide survey of randomly-selected individuals 1999-2000

Numbers are plus or minus 5% with a 95% confidence interval

* Insufficient samples were returned

** Based on population estimate from Washington State Department of Financial Management

Bicycling Participation								Total
Age Group		0-9	10 to 19	20-34	35-49	50-64	65+	
Estimated number of participants**		346,621	246,922	245,330	271,878	80,326	60,055	
Bicycling	on roads and streets	266,898	153,092	144,745	163,127	40,966	22,821	791,648
Bicycling	urban trails	45,061	22,223	46,613	40,782	20,082	19,218	193,977
Bicycling	rural trail systems	10,399	14,815	17,173	27,188	10,442	8,408	88,425
Bicycling	mountain and forest trails	17,331	27,161	22,080	21,750	3,213	1,802	93,337
Bicycling	no established trails	6,932	12,346	4,907	5,438	803	1,802	32,228
Bicycling	at BMX/courses		2,469	2,453	2,719	803	*	8,445
Bicycling	velodromes/special events	*	*	*	*	803	*	803
Bicycling	road touring - day trips		9,877	7,360	8,156	4,016	6,006	35,415
Bicycling	road touring –overnight	*	7,408	2,453	2,719	*	*	12,580

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

All numbers are estimates based on a statewide survey of randomly-selected individuals 1999-2000

Numbers are plus or minus 5% with a 95% confidence interval

*Insufficient samples were returned

** Based on population estimate from Washington State Department of Financial Management

Recreational activities

		Age group	0-9	10 to 19	20-34	35-49	50-64	65+	
Type		Estimated number of participants**	448,956	504,913	656,259	646,783	265,077	177,495	
Playground activities	at a park		62,854	25,246	105,001	51,743	21,206	10,650	276,699
	at a school		80,812	25,246	32,813	25,871	7,952	3,550	176,244
Aerobics		*	10,098	32,813	25,871	15,905	19,524	104,212	
Weight conditioning		*	40,393	72,188	51,743	29,158	23,074	216,557	
Jogging and running	on streets & sidewalks	*	30,295	45,938	51,743	10,603	5,325	143,903	
	on trails	*	15,147	19,688	19,403	5,302	1,775	61,315	
	on outdoor tracks	*	15,147	13,125	12,936	2,651	*	43,859	
	on indoor tracks	*	10,098	6,563	6,468	2,651	5,325	31,104	
Swimming in a pool	Outdoor		35,916	30,295	26,250	45,275	13,254	8,875	159,865
	Indoor		35,916	30,295	52,501	58,210	29,158	19,524	225,605
roller-inline skating	on roads, sidewalks		53,875	15,147	6,563	19,403	2,651	1,775	99,414
	on a trail, outdoor facility		13,469	5,049	6,563	6,468	*	*	31,548
	Indoor		35,916	15,147	*	6,468	2,651	1,775	61,957
Skateboarding	on roads, sidewalks		35,916	15,147	6,563	12,936	*	*	70,562
	on a trail, outdoor facility		4,490	5,049	*	*	*	*	9,539
	at a skatecourt		4,490	15,147	*	6,468	*	*	26,105
Badminton	Outdoor	*	*	*	*	*	1,775	1,775	
	Indoor	*	5,049	*	*	*	*	5,049	
Handball, raquet ball, squash etc	Outdoor	*	*	*	*	*	*	*	
	Indoor		8,979	5,049	6,563	6,468	2,651		29,709
Volleyball	Outdoor		4,490	5,049	6,563	6,468	*	1,775	24,344
	Indoor		4,490	15,147	6,563	12,936	2,651	1,775	43,561
Basketball	Outdoor		4,490	20,197	13,125	12,936	5,302	1,775	57,823
	Indoor		4,490	35,344	26,250	25,871	2,651	*	94,606
Tennis	Outdoor		17,958	20,197	6,563	19,403	5,302	*	69,422
	Indoor		4,490	10,098	*	12,936	5,302	1,775	34,600

Football		4,490	15,147	19,688	6,468	2,651	*	48,443
Rugby		*	*	*	*	*	*	*
Lacrosse		*	*	*	*	*	*	*
Soccer	Outdoor	17,958	20,197	13,125	25,871	5,302	1,775	84,228
	Indoor	8,979	5,049	13,125	6,468	*	*	33,621
Baseball		8,979	15,147	6,563	12,936	5,302	*	48,926
Softball		*	10,098	13,125	6,468	5,302	5,325	40,318
Golf	Driving range	4,490	5,049	32,813	25,871	18,555	19,524	106,303
	pitch-n-putt	*	5,049	6,563	6,468	2,651	8,875	29,605
	9-18 hole course	4,490	15,147	52,501	58,210	55,666	40,824	226,838

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

All numbers are estimates based on a statewide survey of randomly-selected individuals 1999-2000

Numbers are plus or minus 5% with a 95% confidence interval

*Insufficient samples were returned

** Based on population estimate from Washington State Department of Financial Management

Nature Activities

		Age Group	0-9	10 to 19	20-34	35-49	50-64	65+	
Type	Estimated number of participants**		321,862	255,437	453,861	701,159	446,258	367,001	
Visiting nature/interpretive centers	Individual, family, group		25,749	20,435	31,770	42,070	22,313	18,350	160,687
	Organized club or school outing		12,874	7,663	13,616	14,023	4,463	3,670	56,309
Observing/photographing nature	Plants		22,530	30,652	59,002	63,104	49,088	36,700	261,078
	Birds		41,842	38,316	45,386	105,174	80,326	62,390	373,434
	Animals		28,968	38,316	45,386	77,127	66,939	47,710	304,446
	Marine - whales, dolphins, etc		22,530	7,663	22,693	28,046	17,850	7,340	106,123
Gathering and collecting	Food - berries, mushrooms		22,530	15,326	13,616	28,046	17,850	18,350	115,719
	Objects - shells, rocks		48,279	22,989	40,847	49,081	26,775	11,010	198,983
	Firewood		16,093	10,217	18,154	28,046	17,850	14,680	105,042
	Christmas tree cutting		16,093	12,772	22,693	28,046	13,388	7,340	100,332
Gardening	Backyard		57,935	68,968	122,542	224,371	124,952	124,780	723,549
	Community P-patch, garden		3,219	2,554	13,616	14,023	4,463	18,350	56,225

Sightseeing

		Age Group	0-9	10 to 19	20-34	35-49	50-64	65+	
	Estimated number of participants**		181,563	161,777	282,130	343,425	232,054	173,492	1,374,441
Sightseeing	Public facility		47,206	38,826	78,996	82,422	62,655	45,975	356,081
Sightseeing	Cultural/historical		54,469	50,151	64,890	123,633	76,578	64,192	433,913
Sightseeing	Scenic areas		81,703	72,800	138,244	137,370	92,822	64,192	587,130

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

All numbers are estimates based on a statewide survey of randomly-selected individuals 1999-2000

Numbers are plus or minus 5% with a 95% confidence interval

* Insufficient samples were returned

** Based on population estimate from Washington State Department of Financial Management

Water Activities

Type	Age group	0-9	10 to 19	20-34	35-49	50-64	65+	
		<i>Estimated number of Participants**</i>						
		165,057	153,262	269,863	357,734	178,503	73,400	
Beachcombing		49,517	15,326	67,466	67,969	42,841	28,626	271,745
Swimming or wading	Salt water	14,855	12,261	37,781	42,928	24,990	6,606	139,421
Swimming or wading	Fresh water	42,915	39,848	40,479	53,660	16,065	2,936	195,904
Surfboarding		*	3,065	2,699	*	*	*	5,764
Wind surfing	Salt water	*	1,533	*	*	*	734	2,267
Wind surfing	Fresh water	*	1,533	*	*	1,785	2,202	5,520
Inner tubing - floating		14,855	15,326	8,096	21,464	7,140	2,202	69,083
White water rafting		*	3,065	8,096	*	1,785	734	13,680
Hand power canoe-kayak-rowboat	Salt water	*	3,065	8,096	10,732	3,570	2,202	27,665
Hand power canoe-kayak-rowboat	Fresh water - calm	*	7,663	16,192	17,887	10,710	4,404	56,856
Hand power canoe-kayak-rowboat	Fresh water - white	*	3,065	2,699		1,785	734	8,283
Sail boating	Salt water	*	1,533	2,699	3,577	1,785	734	10,328
Sail boating	Fresh water	*	*	*	7,155	1,785	*	8,940
Personal watercraft	Salt water	*	1,533	2,699	3,577	*	*	7,809
Personal watercraft	Fresh water	6,602	9,196	8,096	10,732	3,570	2,202	40,398
Motor boating	Salt water	18,156	9,196	16,192	21,464	8,925	4,404	78,337
Motor boating	Fresh water	6,602	15,326	26,986	57,237	33,916	13,212	153,280
Water skiing	Salt water	3,301	3,065	2,699	3,577	1,785	734	15,161
Water skiing	Fresh water	*	7,663	18,890	17,887	5,355	*	49,795
Scuba - skin diving	Salt water	3,301	3,065	*	7,155	3,570	*	17,091
Scuba - skin diving	Freshwater	3,301	*	*	3,577	3,570	*	10,449

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

All numbers are estimates based on a statewide survey of randomly-selected individuals 1999-2000

Numbers are plus or minus 5% with a 95% confidence interval

*Insufficient samples were submitted, but some minimal level of participation is assumed

** Based on population estimate from Washington State Department of Financial Management

Picnicking

		Age group	0-9	10 to 19	20-34	35-49	50-64	65+	
		Estimated number of							
		Participants**	148,552	153,262	257,597	286,187	196,353	126,782	
Picnicking	Undesignated site		44,566	49,044	133,950	134,508	100,140	63,391	525,599
Picnicking	Designated picnic tables		78,733	67,435	105,615	105,889	66,760	35,499	459,931
Picnicking	Group facility		25,254	36,783	18,032	20,033	29,453	27,892	157,447

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

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Numbers are plus or minus 5% with a 95% confidence interval

* Insufficient samples were submitted

** Based on population estimate from Washington State Department of Financial Management

Indoor

		Age group	0-9	10 to 19	20-34	35-49	50-64	65+	
		Estimated number of							
		Participants**	242,634	159,222	234,291	251,845	140,125	151,471	
Indoor	Activity center uses		99,480	28,660	49,201	40,295	16,815	39,382	273,834
Indoor	Arts & crafts		33,969	15,922	25,772	17,629	18,216	18,177	129,685
Indoor	Classes and instruction		46,100	39,806	70,287	40,295	22,420	18,177	237,085
Indoor	Social events		65,511	74,834	91,373	153,625	82,674	75,736	543,754

Snow-Ice

		Age group	0-9	10 to 19	20-34	35-49	50-64	65+	
		Estimated number of							
		Participants**	198,069	238,408	220,797	271,878	89,252	46,709	
Type									
Snowshoeing				7,152	8,832	10,875	6,248	4,671	37,778
Sledding/tubing/snow play			85,170	59,602	66,239	62,532	11,603	6,539	291,685
Snowboarding	Undesignated site		5,942	19,073	8,832	5,438	2,678	2,335	44,297
Snowboarding	Downhill facility		11,884	30,993	26,496	21,750	3,570	2,335	97,029
Skiing	Cross-country		5,942	19,073	22,080	35,344	16,958	13,546	112,942
Skiing	Downhill facility		51,498	59,602	37,535	81,563	22,313	9,809	262,321
Snowmobile/ATV			*	14,304	28,704	27,188	23,206	4,671	98,072
Ice skating	Outdoor		*	11,920	13,248	8,156	*	*	33,325
Ice skating	Indoor		39,614	14,304	6,624	19,031	3,570	3,270	86,413

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

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Numbers are plus or minus 5% with a 95% confidence interval

* Insufficient samples were submitted

** Based on population estimate from Washington State Department of Financial Management

Fishing

		Age group	0-9	10 to 19	20-34	35-49	50-65	65+	
		Estimated number of							
		Participants**	<i>107,287</i>	<i>93,660</i>	<i>183,998</i>	<i>200,331</i>	<i>98,177</i>	<i>100,091</i>	
Fishing	Shellfish, crabs, clams, etc		22,530	10,303	20,240	30,050	9,818	15,014	107,954
Fishing	bank fishing, saltwater		13,947	10,303	14,720	18,030	7,854	7,006	71,860
Fishing	bank fishing, fresh water		35,405	38,401	58,879	64,106	32,398	35,032	264,221
Fishing	private boat fishing, saltwater		8,583	4,683	31,280	14,023	13,745	6,005	78,319
Fishing	private boat fishing, fresh water		26,822	29,971	53,359	64,106	30,435	32,029	236,722
Fishing	Guide/charter fishing, salt water		*	*	1,840	6,010	2,945	4,004	14,799
Fishing	Guide/charter fishing, fresh water		*	*	1,840	4,007	982	1,001	7,829

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

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* Insufficient samples were submitted

** Based on population estimate from Washington State Department of Financial Management

Camping

		Age group 0-9	10 to 19	20-34	35-49	50-64	65+			
		Estimated number of								
Type		Participants	115,540	127,718	122,665	206,055	129,415	62,057		
Camping with a kayak or canoe	Undesignated site	*	5,109	7,360	4,121	2,588	1,241	20,419		
Camping with a kayak or canoe	At a state park or designated site	*	1,277	6,133	4,121	1,294	*	12,826		
Camping in a boat	On the open water	*	*	2,453	2,061	*	*	4,514		
Camping in a boat	Undesignated site	*	1,277	*	4,121	*	*	5,398		
Camping in a boat	At a state park or designated site	10,399	1,277	*	6,182	3,882	1,241	22,981		
Camping in a boat	In a marina	10,399	*	*	8,242	5,177		23,817		
Backpacking in primitive location	Self carry packs	*	14,049	9,813	16,484	6,471	2,482	49,300		
Backpacking in primitive location	With pack animals	*	1,277	*	2,061	*	1,241	4,579		
Bicycle camping	Undesignated site	*	1,277	*	*	*	2,482	3,759		
Bicycle camping	At a campground	*	10,217	2,453	4,121	1,294	2,482	20,568		
Tent camping car or motorcycle	Undesignated site	*	12,772	24,533	20,606	10,353	2,482	70,746		
Tent camping car or motorcycle	At a campground	40,439	45,978	36,800	45,332	16,824	1,241	186,614		
RV camping	Undesignated site	19,642	8,940	11,040	35,029	32,354	17,997	125,002		
RV camping	At a campground	34,662	22,989	24,533	53,574	50,472	30,408	216,638		

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

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Numbers are plus or minus 5% with a 95% confidence interval

* Insufficient samples were submitted

** Based on population estimate from Washington State Department of Financial Management

Hunting-shooting

		Age group	0-9	10 to 19	20-34	35-49	50-64	65+
		Estimated number of						
		Participants	5,777	67,265	106,719	98,735	62,476	36,033
Archery	Target shooting	*	16,816	10,672	17,772	5,623	3,243	54,126
Archery	Hunting	*	2,018	2,134	6,911	3,124	1,081	15,269
Firearms	Target/trap/blackpowder	5,777	28,924	35,217	30,608	21,242	15,494	137,262
Firearms	Hunting waterfowl	*	*	13,873	10,861	6,248	3,243	34,225
Firearms	Hunting birds/small game	*	12,108	30,949	11,848	11,870	9,369	76,143
Firearms	Hunting big game	*	8,744	13,873	20,734	14,369	3,964	61,685

Equestrian

		Age group	0-9	10 to 19	20-34	35-49	50-64	65+
		Estimated number of						
		Participants	*	39,167	31,893	52,945	33,023	22,687
Horseback riding	Stables and grounds	*	9,008	15,947	12,177	6,935	6,806	50,873
Horseback riding	Roads and streets	*	5,092	2,233	5,295	3,302	907	16,829
Horseback riding	Urban trails	*	6,658	*	3,177	1,321	2,949	14,105
Horseback riding	Rural trail systems	*	*	2,233	5,295	6,274	2,949	16,751
Horseback riding	Mountain and forest trails	*	7,833	4,465	13,236	8,256	4,991	38,782
Horseback riding	No established trails	*	10,575	6,698	14,295	6,935	3,857	42,359

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

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* Insufficient samples were submitted

** Based on population estimate from Washington State Department of Financial Management

Recreational ORV Use

		Age group 0 to 9	10 to 19	20-34	35-49	50-64	65+	Total
Estimated number of								
Type	Participants	36,313	108,986	128,798	110,182	90,144	53,382	
Motorcycles	ORV facilities	4,721	19,617	6,440	5,509	2,704	*	38,991
Motorcycles	Roads and streets	4,721	3,270	7,728	14,324	7,212	534	37,787
Motorcycles	Urban trails	*	*	6,440	*	2,704	534	9,678
Motorcycles	Rural trails	*	5,449	3,864	3,305	2,704	2,135	17,458
Motorcycles	Mountain & forest trails	4,721	8,719	5,152	3,305	4,507	2,135	28,539
Motorcycles	No established trails	*	11,988	7,728	2,204	3,606	534	26,060
ATV - dune buggies	ORV facilities	*	*	7,728	1,102	3,606	534	12,969
ATV - dune buggies	Roads and streets	*	*	3,864	3,305	3,606	1,601	12,377
ATV - dune buggies	Urban trails	*	3,270	5,152	1,102	2,704	1,601	13,829
ATV - dune buggies	Rural trails	4,721	5,449	1,288	3,305	4,507	3,737	23,007
ATV - dune buggies	Mountain & forest trails	*	6,539	3,864	4,407	5,409	1,601	21,820
ATV - dune buggies	No established trails	4,721	5,449	12,880	7,713	5,409	2,135	38,306
4x4	ORV facilities	*	3,270	10,304	3,305	2,704	1,601	21,185
4x4	Roads and streets	*	8,719	20,608	20,935	18,029	14,947	83,237
4x4	Urban trails	4,721	*	*	4,407	1,803	1,601	12,532
4x4	Rural trails	*	8,719	5,152	8,815	5,409	6,406	34,500
4x4	Mountain & forest trails	4,721	11,988	18,032	22,036	13,522	9,609	79,908
4x4	No established trails	4,721	3,270	5,152	5,509	3,606	534	22,791

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

All numbers are estimates based on a statewide survey of randomly-selected individuals 1999-2000

Numbers are plus or minus 5% with a 95% confidence interval

* Insufficient samples were submitted

** Based on population estimate from Washington State Department of Financial Management

Air Activities

		Age group	0-9	10 to 19	20-34	35-49	50-64	65+	
		Estimated number of Participants***	18,156**	15,326	7,360	34,342	13,388	9,342	
Bungee jumping		*	*	*	*	*	*	*	0
Paragliding-hang gliding		*	*	*	1,030	3,883	*	*	4,913
Hot air ballons		*	4,445	*	1,717	3,347	*	*	9,509
Sky diving, parachuting		*	*	*	*	*	*	*	0
Flying	gliders	*	*	*	*	*	*	*	0
Flying	ultra light	*	*	*	*	*	*	*	0
Flying	aircraft	18,156**	10,881	7,360	31,595	6,158	9,342	*	83,493

Numbers of people by age group estimated to take part in the type of recreation by the setting indicated

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* Insufficient samples were submitted, but some minimal level of participation is assumed

** This may be a statistical anomaly resulting from over reporting

*** Based on population estimate from Washington State Department of Financial Management

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Activities Listed by Estimated Number of Participants Statewide

Activity	By type or location	Estimated Number of participants*
Bicycling	on roads and streets	791,648
Gardening	backyard	723,549
Walking	on sidewalks	649,628
Walking	on roads and streets	609,786
Sightseeing	Scenic areas	587,130
Walking with a pet	Undesignated site or location	547,473
Indoor	Social events	543,754
Picnicking	undesignated site	525,599
Picnicking	designated picnic tables	459,931
Walking	in a park/trail setting	448,729
Sightseeing	Cultural/historical	433,913
observing/photographing nature	birds	373,434
Sightseeing	Public facility	356,081
Walking with a pet	on-leash in a park	321,838
observing/photographing nature	animals	304,446
Sledding/tubing/snow play		291,685
Walking: hiking	mountain and forest trails	279,027
Playground activities	at a park	276,699
Indoor	Activity center uses	273,834
Beachcombing		271,745
Fishing	bank fishing, fresh water	264,221
Skiing	downhill facility	262,321
observing/photographing nature	plants	261,078
Indoor	Classes and instruction	237,085
Fishing	private boat fishing, fresh water	236,722
Golf	9-18 hole course	226,838
Swimming in a pool	indoor	225,605
RV camping	at a campground	216,638
Weight conditioning		216,557
gathering and collecting	objects - shells, rocks	198,983
Swimming or wading	fresh water	195,904
Bicycling	urban trails	193,977
Tent camping car or motorcycle	at a campground	186,614
Playground activities	at a school	176,244
Visiting nature/interpretive centers	individual, family, group	160,687
Swimming in a pool	outdoor	159,865
Picnicking	group facility	157,447
motor boating	fresh water	153,280
Jogging and running	on streets & sidewalks	143,903
Swimming or wading	salt water	139,421
Firearms	target/trap/blackpowder	137,262
Indoor	Arts & crafts	129,685
RV camping	undesignated site	125,002
gathering and collecting	food - berries, mushrooms	115,719

Skiing	cross-country	112,942
Fishing	Shellfish, crabs, clams, etc	107,954
Golf	Driving range	106,303
observing/photographing nature	marine - whales, dolphins, etc	106,123
gathering and collecting	firewood	105,042
Walking	indoor facilities	104,746
Aerobics		104,212
gathering and collecting	Christmas tree cutting	100,332
roller-inline skating	on roads, sidewalks	99,414
Snowmobile/ATV		98,072
Snowboarding	downhill facility	97,029
basketball	indoor	94,606
Walking	urban trails	93,574
Bicycling	mountain and forest trails	93,337
Walking	no established trails	89,553
Bicycling	rural trail systems	88,425
Ice skating	indoor	86,413
Soccer	outdoor	84,228
Flying	aircraft	83,493
4x4	roads and streets	83,237
4x4	mountain & forest trails	79,908
motor boating	salt water	78,337
Fishing	private boat fishing, saltwater	78,319
Firearms	hunting birds/small game	76,143
Walking with a pet	off-leash on a dog-park	76,025
Walking	rural trail systems	74,251
Fishing	bank fishing, saltwater	71,860
Tent camping car or motorcycle	undesignated site	70,746
Skateboarding	on roads, sidewalks	70,562
tennis	outdoor	69,422
Inner tubing - floating		69,083
roller-inline skating	indoor	61,957
Firearms	hunting big game	61,685
Jogging and running	on trails	61,315
basketball	outdoor	57,823
Hand power canoe-kayak-rowboat	fresh water - calm	56,856
Visiting nature/interpretive centers	organized club or school outing	56,309
Gardening	community P-patch, garden	56,225
Archery	traget shooting	54,126
Horseback riding	stables and grounds	50,873
water skiing	fresh water	49,795
Backpacking in primitive location	self carry packs	49,300
Baseball		48,926
Football		48,443
Snowboarding	undesignated site	44,297
Jogging and running	on outdoor tracks	43,859
volleyball	indoor	43,561

Horseback riding	no established trails	42,359
Personal watercraft	fresh water	40,398
Softball		40,318
Motorcycles	ORV facilities	38,991
Horseback riding	mountain and forest trails	38,782
ATV - dune buggies	no established trails	38,306
Motorcycles	roads and streets	37,787
Snowshoeing		37,778
Bicycling	road touring - day trips	35,415
tennis	indoor	34,600
4x4	rural trails	34,500
Firearms	hunting waterfowl	34,225
Soccer	indoor	33,621
Ice skating	outdoor	33,325
Bicycling	no established trails	32,228
roller-inline skating	on a trail, outdoor facility	31,548
Jogging and running	on indoor tracks	31,104
handball, raquet ball, squash etc	indoor	29,709
Golf	pitch-n-putt	29,605
Motorcycles	mountain & forest trails	28,539
Hand power canoe-kayak-rowboat	salt water	27,665
Skateboarding	at a skatecourt	26,105
Motorcycles	no established trails	26,060
Walking	rock climbing - outdoor	25,222
volleyball	outdoor	24,344
Camping in a boat	in a marina	23,817
ATV - dune buggies	rural trails	23,007
Camping in a boat	at a state park or designated site	22,981
4x4	no established trails	22,791
ATV - dune buggies	mountain & forest trails	21,820
4x4	ORV facilities	21,185
Bicycle camping	at a campground	20,568
Camping with a kayak or canoe	undesignated site	20,419
Motorcycles	rural trails	17,458
scuba - skin diving	salt water	17,091
Horseback riding	roads and streets	16,829
Horseback riding	rural trail systems	16,751
Archery	hunting	15,269
water skiing	salt water	15,161
Fishing	Guide/charter fishing, salt water	14,799
Walking	rock climbing -indoor	14,437
Horseback riding	urban trails	14,105
ATV - dune buggies	urban trails	13,829
White water rafting		13,680
ATV - dune buggies	ORV facilities	12,969
Camping with a kayak or canoe	at a state park or designated site	12,826
Bicycling	road touring -overnight	12,580

4x4	urban trails	12,532
ATV - dune buggies	roads and streets	12,377
scuba - skin diving	freshwater	10,449
Sail boating	salt water	10,328
Motorcycles	urban trails	9,678
Skateboarding	on a trail, outdoor facility	9,539
Hot air ballons		9,509
Sail boating	fresh water	8,940
Bicycling	at BMX/courses	8,445
Hand power canoe-kayak-rowboat	fresh water - white	8,283
Fishing	Guide/charter fishing, fresh water	7,829
Personal watercraft	salt water	7,809
Walking: mountaineering	alpine, snow, ice	7,115
Surfboarding		5,764
Wind surfing	fresh water	5,520
Camping in a boat	undesignated site	5,398
Badminton	indoor	5,049
Paragliding-hang gliding		4,913
Backpacking in primitive location	with pack animals	4,579
Camping in a boat	on the open water	4,514
Bicycle camping	undesignated site	3,759
Wind surfing	salt water	2,267
Badminton	outdoor	1,775
Bicycling	velodromes/special events	803
Bungee jumping		**
Sky diving, parachuting		**
Flying	gliders	**
Flying	ultra light	**
handball, raquet ball, squash etc	outdoor	**
Rugby		**
Lacrosse		**

18,574,108***

* Estimates based on statewide survey of Washington State residents, Beckwith Associates, under contract with IAC 1999-2000; as compared to Office of Financial Management population estimates for 2000. All figures are plus or minus 5% with a 95% confidence interval.

** Insufficient samples were returned.

***Does not equal the state's population, due to individuals reporting participation in multiple activities.