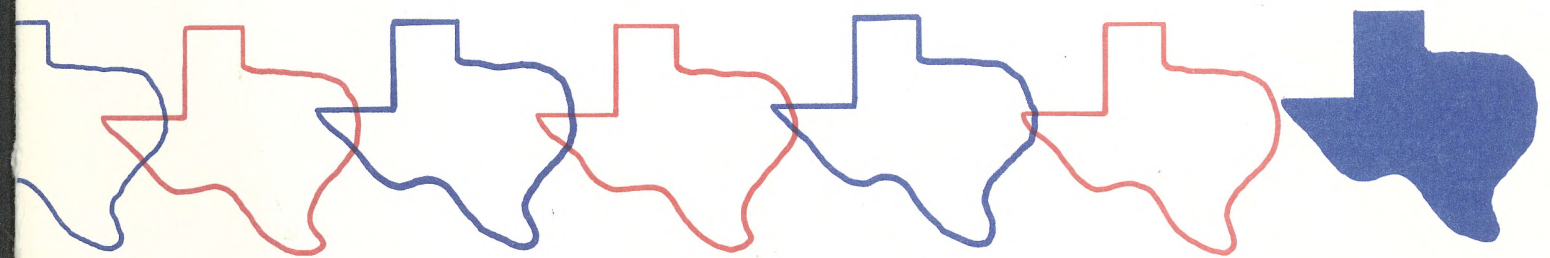


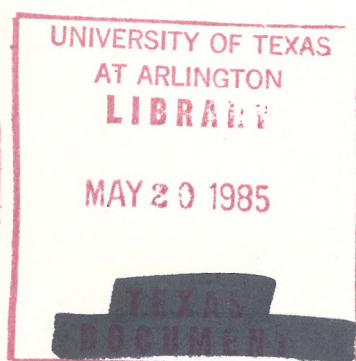
1985 TEXAS
OUTDOOR
RECREATION
PLAN



LOCAL GOVERNMENT
PROJECT REVIEW PROCEDURES

LAND & WATER CONSERVATION FUND
AND TEXAS LOCAL PARKS, RECREATION
AND OPEN SPACE FUND PROGRAMS IN TEXAS

AN ADDENDUM TO THE STATE SUMMARY





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**TEXAS PARKS AND WILDLIFE COMMISSION**

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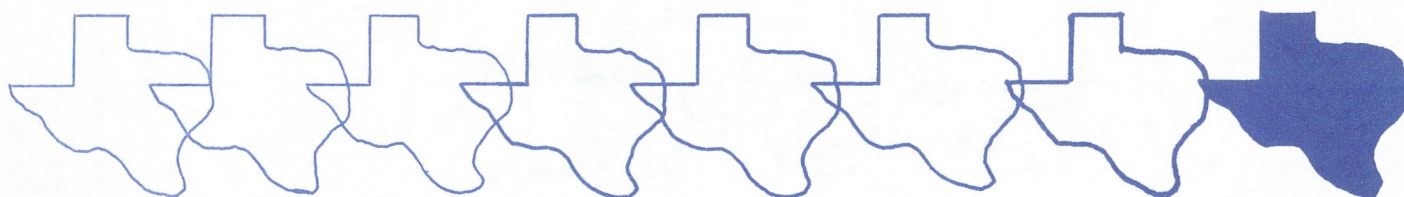
WM. M. WHELESS, III
HOUSTON

CHARLES D. TRAVIS
Executive Director

The policy of the Texas Parks and Wildlife Department is to fully comply with the intent of Title VI of the Civil Rights Act of 1964. Title VI provides that no person in the United States shall, on grounds of race, color, or national origin, be excluded from participating in, denied the benefits of, or subjected to discrimination under any program or activity receiving Federal financial assistance.

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**1985 TEXAS
OUTDOOR
RECREATION
PLAN**



**LOCAL GOVERNMENT
PROJECT REVIEW PROCEDURES**

**LAND & WATER CONSERVATION FUND
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AN ADDENDUM TO THE STATE SUMMARY



OFFICE OF THE GOVERNOR
STATE CAPITOL
AUSTIN, TEXAS 78711

MARK WHITE
GOVERNOR

Dear Fellow Texan:

I am pleased to provide you the 1985 Texas Outdoor Recreation Plan Local Government Project Review Procedures Addendum. It describes how the Texas Parks and Wildlife Department evaluates and selects local government requests for Grants-in-Aid assistance from the Land and Water Conservation Fund and the Texas Local Parks, Recreation, and Open Space Fund.

Today, Texans spend about \$10 billion annually on outdoor sporting goods, recreation trips, and recreation-related services in Texas. This means that outdoor recreation ranks as one of the largest economic activities in the state.

Texans have expressed their strong desire for a quality environment. The wise use of our natural resources is crucial to meeting the recreational needs in Texas and requires strong cooperation between all governmental agencies, the commercial sector, and our citizens. This document will help insure that we respond to our priority needs in an orderly manner.

For 150 years, generations of Texans have enjoyed the state's abundant natural resources. As we begin our Sesquicentennial celebration, let me extend a personal invitation to you to visit and use our diverse state and local parks, historical sites, and natural or scenic attractions. Let us continue to work together, using this part of the 1985 Texas Outdoor Recreation Plan, to provide quality recreational opportunities for our dynamic state.

Yours truly,

A handwritten signature in dark ink, appearing to read "Mark White". The signature is fluid and cursive, with a large loop at the end.

Mark White
Governor of Texas

MW:ah

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PREFACE

This booklet is an addendum to the **1985 Texas Outdoor Recreation Plan**. Its purpose is to meet National Park Service requirements to include the project review procedures in the statewide comprehensive outdoor recreation plan.

Copies of the **1985 TORP** referenced in this document may be requested from the Comprehensive Planning Branch of the Texas Parks and Wildlife Department, 4200 Smith School Road, Austin, Texas 78744. Most public libraries, many local governments, and each of the state's 24 councils of governments will also have copies available for reference.

PURPOSE

This booklet describes the procedures used by the Texas Parks and Wildlife Department to evaluate projects for the federal Land and Water Conservation Fund (LWCF) Program and the Texas Local Parks, Recreation, and Open Space Fund (LPF) Programs. These programs provide matching funds to local governments for the acquisition and development of outdoor recreation areas and facilities.

This booklet does not contain detailed application procedures. This information (application forms, certifications, lists of eligible and non-eligible facilities, public participation requirements, etc.) is in a separate document titled **Procedural Guide for Land and Water Conservation Fund Program**. Copies of the **Procedural Guide for Land and Water Conservation Fund Program** are available from the Texas Parks and Wildlife Department Grants-In-Aid Branch, 4200 Smith School Road, Austin, Texas 78744; telephone (512)479-4948. The reader should obtain a copy of the **Procedural Guide** for the detailed steps in applying for grants. All inquiries regarding the LWCF and LPF Programs should be directed to the Grants-In-Aid Branch staff.

COORDINATION AND PUBLIC INVOLVEMENT

The **Procedures** explained here result from extensive planning coordination and public involvement conducted by the Texas Parks and Wildlife Department:

- October 1980: Revised **Procedures** were issued with 1980 TORP.
- June-August 1982: The citizen's opinions on Outdoor Recreation Issues Survey provided 833 citizens feelings and attitudes about statewide problems and issues.
- April 1983-January 1984: Public reviews of drafts of 1985 TORP and Action Program materials were conducted in 26 Regional meetings and a statewide workshop.
- June 1984: 4 workshops attended by 81 public agencies and private groups, including representatives of Councils of Governments, counties, municipalities, and public interest groups, were held to review current **Procedures** and solicit ideas for changes in the project selection processes.
- August 1984: TRACS review of this booklet.
- November and December 1984: Approval of Revised **Procedures** by the Governor and National Park Service (NPS).
- January 1985: Final **Procedures** are distributed and in use.

LWCF and LPF PROGRAMS

LAND AND WATER CONSERVATION FUND

In September 1964, the Land and Water Conservation Fund (LWCF) Act, P.L. 88-578 (78 Stat. 897),—was enacted to assist federal, state, and local governments in acquiring and developing outdoor recreational lands and facilities. Under the Act Congress may currently appropriate up to \$900 million annually. A minimum of 40% of each year's appropriation is to be used for federal agency land acquisition and other needs. Any balance is allocated among the states as grants-in-aid for improving state or local outdoor recreation opportunities. Revenue for the LWCF is currently appropriated from federal royalties on offshore oil and gas leases, net proceeds from sales of surplus federal real property, and the existing federal tax on motorboat fuels. The Fund became effective on January 1, 1965. The Act designated the Bureau of Outdoor Recreation (BOR), U.S. Department of the Interior, to administer the fund. Later, the BOR was renamed the Heritage Con-

servation and Recreation Service (HCRS) under a federal reorganization. The HCRS was abolished in 1981 and the program transferred to the National Park Service.

Each state is apportioned funds based on formulas which consider a state's population and need. The Secretary of the Interior determines needs according to the federal act. Each state then makes grants-in-aid from its apportioned share. States may allocate their apportionment to state and/or local government projects. Grants-in-aid may not exceed 50% of the cost of planning, acquisition, and/or development of approved projects.

To be eligible for LWCF funding, each state must prepare a state-wide comprehensive outdoor recreation plan approved by the NPS every 5 years. In Texas, this plan is called the **Texas Outdoor Recreation Plan (TORP)**. All outdoor recreation projects financed by the LWCF must meet all requirements of the LWCF Program and Act and be in accord with the **TORP**.

In April 1965, the 59th Texas Legislature, sitting in regular session, passed Senate Bill 165 enabling the state to participate in the LWCF Program (encoded as Art. 6081r, V.A.C.S., now Sections 11.037, 13.002, and 13.301 thru 13.312, Parks and Wildlife Code). The Texas Parks and Wildlife Department is designated as the state agency responsible for interface with NPS and administrator of the Texas LWCF Program. Provisions of the statute can be found in the Parks and Wildlife Code. The Parks and Wildlife Department has operated the Program since its inception.

TEXAS LOCAL PARKS, RECREATION, AND OPEN SPACE FUND

A recommendation of the 1975 **TORP** was that the Legislature create a state financial assistance program for improving local government outdoor recreation opportunities. In 1979, the Legislature created the Texas Local Parks, Recreation, and Open Space Fund Program (LPF) by enacting H.B. 233 and 1918 (Chapter 24, Parks and Wildlife Code). The Act designated the Texas Parks and Wildlife Department as administrator of the LPF Program and allocated one cent (1¢) of the existing tax on each pack of cigarettes sold in the state as its funding source. The Department is charged with administering the program.

The Department may spend monies appropriated to the LPF each biennium for three purposes:

- To create and/or develop units of the state park system, and/or

- To provide 50% matching grants to eligible local political subdivisions to aid in acquiring and/or developing parks and recreation areas, and/or
- To provide state matching grants to those political subdivisions of the state which receive parks and recreation area renovation matching grants from the NPS under the Urban Parks and Recreation Recovery Act Program (UPARR) enacted in 1979.

Any grants made to local political subdivisions must meet all requirements of the LWCF Act, the NPS regulations for LWCF funds, the **TORP**, and any applicable local plans. Per amendments to Chapter 24 of the Parks and Wildlife Code made in 1983, up to 20% of the LPF monies may be used for local government projects outside of standard metropolitan statistical areas (SMSA) existing at the 1980 census if sufficient L&WCF monies are not available to assist non-SMSA areas.

GENERAL INFORMATION FOR GRANTS-IN-AID

Any local political subdivision in the state which has been given authority to provide outdoor recreational opportunities for the general public may apply for assistance from the LWCF and LPF programs. Applications for matching funds may be submitted at any time.

FUNDING CYCLE

The Texas Parks and Wildlife Commission intends to review and act on project applications twice each state fiscal year (September 1 to August 31) for the purpose of committing the state's funding allocations of both LWCF and LPF. Public hearings are required for the commitment of these funds. The Commission is empowered to carry federal or state funds forward into the next year, precommit unappropriated funds subject to their future appropriation, or allocate any amount of each year's funds in any public meeting.

When possible, the Commission will attempt to act on project applications within 120 days of the deadline dates for accepting applications. Exceptions may occur if no funds are available or if additional time or information is needed to review applications.

Deadline dates for accepting applications will be January 31 and July 31 each year, unless circumstances dictate other dates.

TECHNICAL ASSISTANCE

Within budgetary and manpower limits, the following agencies may advise local governments in forming project proposals and preparing applications:

Texas Parks and Wildlife Department
4200 Smith School Road
Austin, Texas 78744

Texas Agricultural Extension Service
Attn: State Recreation Extension Specialist
Texas A&M University
College Station, Texas 77843

Advice or assistance may also be available from the Soil Conservation Service and each of the 24 councils of governments (also known as regional planning commissions).

ALLOCATION OF FUNDS AMONG STATE AND LOCAL PROJECTS

1. LWCF PROGRAM

As a general rule, 100% of each year's annual apportionment of the LWCF to the State will be used for local political subdivision projects. Funds for State projects may be used periodically should the situation arise where assistance is more urgently needed for the State Park System or to ensure commitment of funds. Any commitment of funds for state projects will be made by the Parks and Wildlife Commission in a public hearing.

2. LPF PROGRAM

Until such time as the program expires or these procedures are changed, the Parks and Wildlife Commission shall attempt to allocate each year's funds among the purposes authorized for the LPF in adopting the annual operating budget of the Department. Changes in the allocation may be made by the Commission in a public hearing.

AMENDING PROCEDURES

Amendments to these procedures may be necessary from time to time. The Texas Parks and Wildlife Department will make such amendments as required in a scheduled public hearing in accord with the state's administrative procedures and open meetings statutes. Notices of proposed amendments, commission meetings, and agendas are published in the Texas Register and Parks and Wildlife Department news releases.

Any individual, group, or organization may appear before the Parks and Wildlife Commission for the purpose of requesting amendments to the procedures. Requests for amendments may also be submitted to the Department staff. Information on testifying before the Commission may be obtained by contacting the executive office of the Texas Parks and Wildlife Department.

PROCESS FOR ALLOCATION OF FUNDS

The steps in the allocation of funds are:

1. Sponsors determine their outdoor recreational needs.
2. Sponsors obtain the **Procedural** Guide for Land and Water Conservation Fund from the Texas Parks and Wildlife Department, councils of governments, or other sources.
3. Sponsors prepare and submit applications, following the Procedural Guide. Applicants are encouraged to contact the Department to discuss the project prior to submitting an application.
4. Texas Parks and Wildlife Department staff evaluates applications for technical adequacy, e.g., proper certifications, compliance with applicable laws, cost summaries, maps, reviews, etc.
5. The Department reviews technically adequate projects for consistency with the **TORP** and for need. From this review, the staff recommends funding all, part, or none of each project. Because of limited funds and federal requirements, projects are ranked in priority according to the Project Priority Scoring System.
6. The Department staff and Executive Director submit projects to the Commission public hearing agenda. Notices of Commission meetings are issued in the Texas Register and distributed to newspapers, radio, and television.

7. In public hearing, the Commission considers staff recommendations and public testimony, determines project priorities, and commits funds. The Executive Director executes approved projects with the sponsor, and if LWCF funds are used, seeks further approval of the State Liaison Officer and NPS as necessary.
8. The Executive Director notifies sponsors of Commission actions and advises those with approved projects of the necessary steps to complete the project. Sponsors of projects not selected for funding may withdraw their projects or have them considered in subsequent review. Projects which have not been approved after two considerations by the Parks and Wildlife Commission without significant alterations to raise a project score shall be returned to the sponsor and not reaccepted provided the project has not been funded for other reasons by the Department.

APPLICATION REVIEW PROCEDURES

Federal and State regulations require the Department to determine if projects are in accord with the **Texas Outdoor Recreation Plan** and meet common, accepted standards of site design, cost, and construction. A project can be in accord with the **TORP**, but rank relatively low for funding. Also, projects may meet local, but not regional needs. To be fully in accord with the **TORP** projects must help meet local, area, and regional needs. As a guide for regional and statewide needs, the **TORP** does not present needs for individual sites. The more closely a sponsor's needs correspond to regional needs, the more likely projects or portions of projects will achieve higher scores.

Local needs change between **TORP** editions, however. Therefore, the Department must consider conflicts between local and regional needs to insure that funding decisions are based on up-to-date information. To accomplish this, the Department must make interpretations of the **Plan** as it relates to individual projects to consider particular situations and needs. To make these interpretations, the Department uses procedures which involve the performance of needs analyses for the area each project will serve. Included in each analysis are evaluations of the supply and demand for recreational opportunities and any other information available that may impact on the need for recreational opportunities proposed by a project sponsor.

Specific evaluation procedures can be obtained from the Department. They are not presented here because different techniques are used for various sizes of projects, sponsors, geographic locations, and types of projects.

Regional needs are determined by consulting the appropriate 1985 TORP table. Project site design and cost feasibility analyses are performed by Department engineers, architects, and landscape architects to determine if such items as site concept design, unit costs, and engineering approaches are reasonable and consistent with standard, accepted construction practices and costs.

PROJECT PRIORITIZATION PROCEDURES

Results of various analyses and reviews of data, information, and needs used in developing the 1985 TORP indicate that there are large and diversified needs in the state. Certain patterns of needs are evident throughout all areas, however. These patterns yield information on types of projects that will help meet some of the most urgent needs in the state. These make the development of recommended priorities for recreational projects possible, and allow creation of criteria, rating factors, and a point scoring system to prioritize projects.

The recommended priorities for projects are:

- To provide a more balanced mix and wider variety of outdoor recreation opportunities in the project area.
- To provide a better geographic distribution of outdoor recreation opportunities in the project area,
- To maximize the use of funds for basic recreational opportunities,
- To provide improved recreation for handicapped, low income, elderly, and/or minority group citizens in areas where these groups need improved opportunities,
- To provide for needed recreational opportunities in those locales where differences between supply and demand are greatest,
- To improve water-related recreational opportunities where feasible,

- To improve cooperative efforts between recreational providers and educational institutions, and the private sector,
- To preserve and protect identified natural areas for recreational purposes.

Projects presented to the Parks and Wildlife Commission will be scored with the criteria, rating factors, and points shown in the "Project Priority Scoring System". The priority rank of a project will depend on its scores in relation to scores of other projects under consideration. Funding of projects will depend on the availability of funds.

PROJECT PRIORITY SCORING SYSTEM

CRITERIA AND RATING FACTORS	SCORE RANGE
* <u>The extent to which the project will provide a more balanced mix and wider variety of outdoor recreation opportunities needed in the project locale, urban area, or rural area</u>	
Project provides for 3 or more locally needed facilities determined by a needs analysis ¹	10
Project provides for 2 locally needed facilities determined by a needs analysis ¹	5 - 8
Project provides for 1 locally needed facility determined by a needs analysis ¹	1 - 2
Total Range	1 - 10
Project provides for 2 or more regionally needed facilities identified in the TORP (1985 TORP, Table A7)	3 - 5
Project provides for 1 regionally needed facility identified in the TORP (1985 TORP, Table A7)	1 - 2
Total Range	1 - 5
Project provides for #1 and #2 locally needed facilities determined by a needs analysis ¹	13 - 15
Project provides for #1 locally needed facility determined by a needs analysis ¹	10 - 12
Project provides for #2 locally needed facility determined by a needs analysis ¹	5 - 9
Project provides for lower than #2 needed facility determined by a needs analysis ¹	1 - 4
Total Range	1 - 15

¹ Needs analysis is discussed in the regional plans, 1985 TORP, Appendix C

PROJECT PRIORITY SCORING SYSTEM
(continued)

CRITERIA AND RATING FACTORS

SCORE RANGE

- * Extent to which the project provides for needed recreation opportunities in locales which have been identified by the state as having the greatest relative differences between the demand and supply for those opportunities

Project provides needed recreation opportunities in areas which are identified as having relatively large differences between the supply and demand for recreation opportunities

1 - 8

Project provides needed recreation opportunity in TORP Class 1 region (1985 TORP, Figure 4.1)

4

Project provides needed recreation opportunity in TORP Class 2 region (1985 TORP, Figure 4.1)

2

Total Range 1 - 12

- * Extent to which project will provide improved recreational water-related opportunities where feasible

Project provides obvious increased and complementary opportunities along quality Gulf Coast, lake or reservoir, estuary, river, stream, and floodplain frontages in that order

6 - 10

Project provides needed opportunities in proximity, and not detrimental, to the above mentioned water resources

1 - 5

Total Range 1 - 10

Project proposes the needed acquisition of land which, if accomplished, would provide new and needed public access to recreational water

5 - 15

Total Range 5 - 15

Project provides for additional needed surface acres of recreational water within a rapidly urbanizing area

2

Project provides for additional needed surface acres of recreational water near a rapidly urbanizing area

1

Total Range 1 - 2

PROJECT PRIORITY SCORING SYSTEM
(continued)

CRITERIA AND RATING FACTORS

SCORE RANGE

- * The extent to which the project will improve the geographic distribution of recreational lands and facilities in the project's service area or sponsor's jurisdiction

Project provides first recreational opportunity in sponsor's intended service area	25
Project provides new and different recreational opportunity other than the first opportunity in sponsor's intended service area	16 - 20
A majority of the project's proposed opportunities are not in the service area of similar opportunities	10 - 15
Less than a majority of the project's proposed opportunities are not in the service area of similar opportunities	1 - 9

Total Range 1 - 25

- * The extent to which the project's proposals maximize the use of funds for basic recreational opportunities

Project Score = $\frac{\text{Basic Recreational Facilities Costs}}{\text{Total Facilities Costs}} \times 25$

Note: Projects which only propose non-natural area land acquisition will receive up to 25 points for this criteria. Scoring will be determined according to the basic recreational opportunities that will be provided immediately by the project.

Total Range 0 - 25

- * The extent to which the project improves recreational opportunities for handicapped, low income, elderly, and/or minority group citizens in areas where these groups need improved opportunities

Project provides opportunities in areas where opportunities are equitably distributed for all citizens, including the disadvantaged	1 - 4
Project improves opportunities for low income citizens in areas where such action is needed	1 - 4
Project improves opportunities for minority citizens in areas where such action is needed	1 - 4
Project improves opportunities for elderly citizens in areas where such action is needed	1 - 4
Project improves opportunities for physically or mentally impaired citizens in areas where such action is needed	1 - 4

Total Range 1 - 16

PROJECT PRIORITY SCORING SYSTEM
(continued)

CRITERIA AND RATING FACTORS

SCORE RANGE

* <u>Extent to which project evidences cooperation between sponsor and educational institutions and/or the private sector to provide recreational opportunities</u>	
Project provides for needed opportunities near or adjacent to an educational institution and is administered under a formal joint usage/maintenance agreement between an educational institution and the project sponsor(s)	8 - 12
Project provides for needed opportunities administered under a formal joint usage/maintenance agreement between an educational institution and the project sponsor(s) although the opportunities may not be near an educational institution	4 - 7
Project provides for needed opportunities in proximity to an educational institution although the opportunities are not administered under a formal joint usage/maintenance agreement between the institution and the project sponsor(s)	1 - 3
Total Range	<u>1 - 12</u>
Project provides land donation from the private sector as the local matching share of the project ¹	1 - 5
Project provides cash donation from the private sector as the local matching share of the project	1 - 5
Total Range	<u>1 - 5</u>
* <u>Extent to which the project allows the allocation of "seed" funds for the acquisition of a natural area to be used for recreational purposes</u>	
Project allows allocation for TORP listed natural area	40
Project allows allocation for federal, state, regional, or local government identified area officially recognized in a completed and published planning document	20 - 30
Total Range	<u>20 - 40</u>

¹ Note: Donation of land cannot occur until after the Department approves the project.

Notes