

# FINAL REPORT

JRV      
SAT      
SVM      
YF      
SS    

AUG 12 2003

2001 Project Abstract  
For the Period Ending June 30, 2003

**TITLE:** Land and Water Conservation Fund (LAWCON)  
Federal Reimbursements

**PROJECT MANAGER:** Wayne Sames

**ORGANIZATION:** Department of Natural Resources

**ADDRESS:** DNR, OMBS, Box 10, 500 Lafayette Rd., St. Paul, MN  
55155-4010

**WEB SITE ADDRESS:** [wayne.sames@dnr.state.mn.us](mailto:wayne.sames@dnr.state.mn.us)

**FUND:** Natural Resources Fund (LAWCON reimbursements)

**LEGAL CITATION:** ML 2001, 1<sup>st</sup> Special Session, Ch. 2, Sec. 14, Subd. 3  
(3) LAWCON administration and 5(q) LAWCON;  
ML 2001, 1<sup>st</sup> Special Session, Ch. 2, Sec. 140  
[116P.14] Federal land and Water Conservation Funds

Ab -  
ok for  
web?  
yes

**APPROPRIATION AMOUNT: \$4,055,500**

### Overall Project Outcome and Results

The key objective of the federal LAWCON grant program is to assist state and local governments in the acquisition, development and redevelopment of outdoor recreation areas and facilities. The FFY 00 and 01 LAWCON reimbursements were used to acquire, develop and redevelop 20 local park areas and one state park. The types of facilities funded included:

7 Picnic Areas	10 Trails	11 Playgrounds
9 Walkways/Parking	3 Beaches	5 Restroom/Shower Buildings
5 Athletic Courts	1 Ball Field	2 Landscaping/Lighting
1 Campground	1 Fishing Pier	1 In-line Skating Facility

In addition, 54.6 acres of new park land was acquired.

The state park project involved the construction of a new campground at Lac Qui Parle State Park.

### Project Results Use and Dissemination

The projects resulted in acquisition, development and redevelopment of the above described facilities.

Date of Report: June 30, 2003

LCMR Final Work Program Report

I. PROJECT TITLE: Land and Water Conservation Fund (LAWCON) Federal Reimbursements

Project manager: Wayne Sames  
Affiliation: Department of natural Resources  
Mailing Address: DNR, OMBS, Box 10, 500 Lafayette Rd., St. Paul, MN 55155-4010  
Telephone Number: (651) 296-1567 E-Mail: [wayne.sames@dnr.state.mn.us](mailto:wayne.sames@dnr.state.mn.us)  
Fax: (651) 296-6047

TABLE 1: Total Biennial Project Budget From Federal Land and Water Conservation Funds Shown by Federal Fiscal Year of Dollar Origin:

	Federal FY02 (ending 9/30/02)	Federal FY03 (ending 9/30/03)	Total
Federal Appropriation	\$2,455,000	\$1,656,000	\$4,111,000
State Statutory Pass-Through Grants Approved in June, 2002	\$1,227,500	\$0	\$1,227,500
Net Available at 7-1-03	\$1,227,500	\$1,656,000	\$2,883,500

TABLE 2: Use of Current Federal Land and Water Conservation Fund Reimbursements by Federal Fiscal Year of Dollar Origin

Federal Fiscal Year	Federal FY02 (ending 9/30/00)	Federal FY03 (ending 9/30/01)	Total Use of Reimbursement
Programmed Reimbursements to Local Projects (Result 3)	\$1,227,500	\$828,000	\$2,055,500
Programmed Reimbursements to State Projects (Result 1)	\$927,500	\$639,500	\$1,567,000
Programmed Reimbursements for Administration and Planning for LAWCON Eligibility (Result 2)	\$300,000	\$133,000	\$433,000

<b>Total Federal Reimbursements Expected After 7-1-02</b>	\$2,455,000	\$1,600,500	\$4,055,500*
---	-------------	-------------	--------------

\* FFY 03 Federal Appropriation Balance (Available for appropriation at a later date for eligible state projects): \$55,500

**Legal Citations:**

**ML 2001, First Special Session, [Chap. 2], Section 14, Subdivision 3, (c) LAWCON administration**

\$320,000 is from the future resources fund to the commissioner of natural resources for administrative expenses consistent with Minnesota Statutes, section 116P.14.

**ML 2001, First Special Session, [Chap. 2], Section 14, Subdivision 5 (q) LAWCON**

\$404,000 the first year and \$340,000 the second year are from the Minnesota future resources fund to the commissioner of natural resources for projects allowed under the federal Land and Water Conservation Fund Act.

**ML 2001, First Special Session, [Chap. 2], Sec. 140. [116P.14] [FEDERAL LAND AND WATER CONSERVATION FUNDS.]**

Subdivision 1. [DESIGNATED AGENCY.] The department of natural resources is designated as the state agency to apply for, accept, receive, and disburse federal reimbursement funds and private funds, which are granted to the state of Minnesota from **section 6** of the federal Land and Water Conservation Fund Act.

Subd. 2. [STATE LAND AND WATER CONSERVATION ACCOUNT; CREATION.] A state land and water conservation account is created in the Minnesota future resources fund. All of the money made available to the state from funds granted under subdivision 1 shall be deposited in the state land and water conservation account.

Subd. 3. [LOCAL SHARE.] Fifty percent of all money made available to the state from funds granted under subdivision 1 shall be distributed for projects to be acquired, developed, and maintained by local units of government, providing that any project approved is consistent with a statewide or a county or regional recreational plan and compatible with the statewide recreational plan. All money received by the commissioner for local units of government is appropriated annually to carry out the purposes for which the funds are received.

Subd. 4. [STATE SHARE.] Fifty percent of the money made available to the state from funds granted under subdivision 1 shall be used for state land acquisition and development for the state outdoor recreation system under chapter 86A and the administrative expenses necessary to maintain eligibility for the federal Land and Water Conservation Fund.

**Note:** The language in bold type in Subdivision 1 above was added during the 2003 legislative session.

**Note:** Federal Land and Water Conservation Funds may not be used to supplant state funds normally appropriated for this purpose and is only available as a net increase in the recreation resources of a state or local unit of government. (See LCMR Work Program, page 6 - VI E 4 - I). A portion of the reimbursements for state acquisition and development funds is used to repay the administrative expenses incurred in the Department of Natural Resources.

## II. and III. FINAL PROJECT SUMMARY

### Overall Project Outcome and Results

The key objective of the federal LAWCON grant program is to assist the state and local governments in the acquisition, development and redevelopment of outdoor recreation areas and facilities. The FFY 00 and 01 LAWCON reimbursements were used to acquire, develop and redevelop 20 local park areas and one state park. The types of facilities funded included:

7 Picnic areas	10 Trails	11 Playgrounds
9 Walkways/Parking	3 Beaches	5 Restroom/Shower Buildings
5 Athletic Courts	1 Ball Field	2 Landscaping/Lighting
1 Campground	1 Fishing Pier	1 In-line Skating Facility

In addition, 54.6 acres of new park land was acquired.

The state park project involved the construction of a new campground at Lac Qui Parle State Park.

### Project Results Use and Dissemination

The projects resulted in acquisition, development and redevelopment of the above described facilities.

## IV. OUTLINE OF PROJECT RESULTS:

**Result 1: Reimbursement for Local Projects:** Subdivision 3 of ML 2001, First Special

Session, [Chap. 2], Sec. 140. [116P.14] [FEDERAL LAND AND WATER CONSERVATION FUNDSS] directs that one-half of the available funds shall be earned by and reimbursed to local units of government.. This is done through annual distribution of fifty/fifty matching grants to local governments.

**TABLE 3: Federal Reimbursements Passed Through to Local Units of Government by Federal Fiscal Year of Apportionment**

	<b>Federal FY00 (ending 9/30/00)</b>	<b>Federal FY01 (ending 9/30/01)</b>	<b>Total</b>
<b>Reimbursements to Locals from Existing Federal Appropriations. (Subdivision 2)</b>	\$334,053	\$779,433	\$1,113,486

**Personnel:** \$0  
**Equipment:** \$0  
**Development and Acquisition:** \$1,113,486  
**Other:** \$0

**Completion Date:** June 30, 2003 or later as determined by local project completion and billing

**Result Status:** See attached lists of projects.

**Result 2: Reimbursement Used for State Projects:** Spending these dollars on LAWCON eligible projects is required by the reimbursement agreement. (See LCMR Work Program, page 11 - VI. E 4 II, paragraph 2) Subdivision 4 recognizes this and leaves the remaining reimbursement dollars for state projects. That is, that portion not used for administrative and eligibility related expenditures remains for projects that are part of the State Outdoor Recreation System (M.S. 86A), In ML 2001, First Special Session, Chap. 2, Section 14, Subdivision 5(q) this remainder was appropriated. The Department will spend these reimbursement dollars from Federal fiscal years 00 and 01 to relocate the flooded campground at Lac Qui Parle State Park. The LCMR has adopted this request and LCMR has approved the project in the Parks Acquisition and Development work program on June 13, 2001.

**TABLE 4: State Land and Water Conservation Project Reimbursements (Appropriated on LCMR Recommendation) By Federal Fiscal Year of Apportionment:**

	<b>Federal FY00</b>	<b>Federal FY01</b>	

	(ending 9/30/00)	(ending 9/30/01)	Total
<b>Reimbursement to be used on Projects in the State Outdoor Recreation System (Subdivision 5)</b>	\$244,000	\$500,000	\$744,000

**Personnel:** \$0  
**Equipment:** \$0  
**Development:** \$774,000  
**Acquisition:** \$0  
**Other:** \$0

**Completion Date:** June 30, 2003

**Result Status:** The 2001 legislature appropriated \$744,000 under M.L. 2001, First Special Session,[Chap. 2], Section 14, Subdivision 5(q) LAWCON for eligible state projects allowed under LAWCON. As indicated above, the LCMR approved a work program on June 13, 2001 which allocates these funds for relocation and redevelopment of the campground at Lac Qui Parle State Park.

Construction of the new Lakeview Campground at Lac Qui Parle State Park is nearing completion, with the landscape contractor performing final site grading, seeding, and planting. Final completion is expected by August 15, 2003. The campground is expected to be open to the public in spring 2004, as the seeding and landscaping has a grow-in period before it can support traffic.

**Result 3: Administration and Planning:**

**3 (A) Administration --** These expenditures are the expenditures needed to operate the program. The efforts are divided into reimbursement management and post completion project administration.

**3 (A) 1 Reimbursement Management**

Reimbursement management includes grant solicitation, evaluation and ranking, contract and fiscal management, developing reimbursement requests, and final site inspections. Reimbursement\_management covers the efforts necessary to manage state and local projects.

The expenses incurred are highly variable and tied directly to the complexity of the issue at hand. For example, administering acquisitions is relatively inexpensive as one outlay for the

land and a few outlays for related expenses such as various reviews, surveys and appraisal review costs are the extent of the administrative requirements. On the other hand, a development accomplished entirely with DNR personnel, such as a forest interpretive trail development, requires periodic inspections, project accounting and management at the level of a worker's time sheet and individual expenses for supplies and equipment. Some projects require environmental reviews and historic site reviews while others do not. The approach is to first use the simpler programs to collect Federal dollars.

As the amount of federal money increases, the administrative complexity increases. This may increase with Federal fiscal year 02 and 03 appropriations and DNR may return for additional allocations if the Federal program accelerates. We plan to repay \$190,000 worth of expenses incurred in the course of administering the state and local reimbursements.

### **3 (A) 2 Post Completion Project Administration** (See LCMR Work Program, page 11 - VI. E 4 - II Continuing Assurances)

Routine post completion project administration includes physically inspecting each LAWCON aided project every five years; periodically notifying local LAWCON project administrators of program requirements; preparing for and responding to program audits performed by the National Park Service and maintenance of state records regarding projects financed by with LAWCON dollars. Non-routine post completion project administration is confined to administering the 6f provision of LAWCON. This provision prohibits changing the use of LAWCON aided recreation units without the permission of the National Park Service. It includes permanent changes in use, such as selling trail segments to adjoining land owners and temporary changes such as construction to install underground utilities.

**3 (B) Planning** -- This LCMR project also funds the State Comprehensive Outdoor Recreation Plan (SCORP) and Open Project Selection Process (OPSP). While these are required to maintain Minnesota's eligibility to receive Land and Water Conservation Fund appropriations, our plan is intended to go beyond federal requirements. Minnesota's State Comprehensive Outdoor Recreation Plan effort will acquire the data and gather information from a cross section of local and state recreation leaders to inform policy makers on the state's outdoor recreation issues and needs. This includes development of a list of emerging issues and research needs necessary to continue to make good recreation policy in Minnesota.

A SCORP provides eligibility for five years. The last Minnesota State Outdoor Recreation Plan was approved by the federal government for 1995- 99. Due to the reduction in the federal program, it has been extended and now expires in December of 2002. This funds the replacement. In addition, from time to time, the federal government requires special planning efforts to focus on federal priorities, such as ADA assessments and Wetlands Planning. We plan to reimburse the Strategic Planning Section of the Office of Management and Budget for

\$130,000 worth of expenses incurred in the course of preparing the initial phase of the SCORP. (See LCMR Work Program page 6, VI B. - Present and Future Spending)

Federal rules outline the contents of a State Comprehensive Outdoor Recreation Plan (SCORP). The most recent SCORP (1995 - 2002) was done under the current Federal rules. This plan provided a strategic review of emerging outdoor recreation issues and research needs necessary to continue to make good recreation policy in Minnesota. We anticipate a similar undertaking for the upcoming SCORP (2003 - 2007). At this time, Congress is considering increasing funding levels for the Land and Water Conservation Program, as well as reviewing its administrative requirements (See LCMR Work Program, page 6 VI, B - Present and Future Spending below). As a result, the rules governing SCORP eligibility could change. In any event, we anticipate that the current SCORP format will still be acceptable. (See LCMR Work Program, page 7 VI. E 2 for federal SCORP planning requirements).

The Open Project Selection Process (OPSP) is associated with the plan. It is designed to ensure public participation and input in the selection of projects to be funded. In addition it establishes an objective selection process with a sufficient paper trail to allow auditing and evaluation of the openness and fairness of final selections (See LCMR Work Program, page 16, VI. E. 6 for Evaluation Criteria). This includes a priority rating system that makes certain the projects selected to receive LAWCON funds meet recreation needs identified in SCORP; and encourages public participation in the formation of grant proposals; and promotes accessibility. (See LCMR Work Program, page 13 VI. E 5 for Open Project Selection Process Requirements and page 16 VI. E 6 for evaluation criteria).

**TABLE 5: Federal Reimbursement Dollars Earned on State Projects and Used to Reimburse the General Fund for Administrative Expenses:**

	<b>Federal FY00 (ending 9/30/00)</b>	<b>Federal FY01 (ending 9/30/01)</b>	<b>Total</b>
<b>Administrative Expense Reimbursement (Subdivision 4)</b>	\$20,000	\$170,000	\$190,000
<b>Planning / Eligibility Related Expense Reimbursement (Subdivision 4)</b>	\$21,000	\$109,000	\$130,000
<b>Total</b>	\$41,000	\$279,000	\$320,000



<b>Personnel:</b>	\$270,000	(Several staff within the DNR's Office of Management and Budget Services, including a portion of the time of the staff assigned to the Local Grants Unit, financial management staff involved in contract management and payments, and staff involved in preparation of the SCORP).
<b>Equipment:</b>	\$0	
<b>Development:</b>	\$0	
<b>Acquisition:</b>	\$0	(Historic Surveys, EAWs for State Projects)
<b>Other:</b>	\$10,000	\$40,000 (Planning: Mailing, Travel, Public Involvement, Research, Contract Services & Printing) (Administration: Historic Surveys, EAWs for federal requirements for state projects)

**Completion Date:** June 30, 2003

**Result Status:** Administration activities have been carried out over the reporting period. They have included solicitation of grants applications; evaluation, ranking and selection of local grant projects; contract development for local projects; oversight of active projects; processing of reimbursement billings from several active projects; required inspections of previously completed projects; and processing conversions and grant agreement violations on some previously funded projects.

In accordance with Minnesota Statutes, Section 116P.14, Federal Land and Water Conservation Funds, fifty percent of the LAWCON reimbursements made available to the state and deposited in the Future Resources Fund shall be used for state land acquisition and development for the State Outdoor Recreation System. In September 2001 the DNR, as the designated state agency responsible for administering the LAWCON program in Minnesota, began the process of developing the new five year State Comprehensive Outdoor Recreation Plan (SCORP). This plan is designed to guide state outdoor recreation investment and is required to maintain LAWCON eligibility. A 30 member advisory committee, the Minnesota Outdoor Recreation Policy Advisors (MORPA) committee, developed the recommended funding priorities and criteria. During November and December, 2002 the DNR undertook the solicitation, evaluation, ranking, and selection of eligible state projects to recommend to the 2003 Legislature for appropriation of the LAWCON reimbursement funds. The process for soliciting, reviewing and ranking these project proposals was developed using the criteria and guidelines in the newly developed SCORP. Proposals were solicited from all state agencies responsible the State Outdoor Recreation System (MN DOT, Minnesota Historical Society, and the DNR). The review of project proposals was completed by an evaluation group consisting of some volunteer non-agency representatives of MORPA, the Minnesota Historical Society and DNR representatives from MORPA; and other non-division staff of the DNR, including members of the Local Grants Unit.

SCORP activities have included establishment of a 29 member Minnesota Outdoor Recreation Policy Advisors (MORPA) committee; holding seven meetings of the MORPA committee to develop issues and recommendations related to the SCORP planning process; and completion of the final SCORP draft to be submitted to the National Park Service on October 1, 2002. This process has included participation by over a dozen DNR staff, including a full time SCORP coordinator, several staff assigned to provide assistance for the SCORP process, other staff who served as members of the MORPA committee, and clerical and other support staff. Notice of approval by the National Park Service of the final SCORP document was received on December 19, 2002. This allows for Minnesota's continued eligibility in the Land and Water Conservation Fund program through December 31, 2007.

## **VI. CONTEXT:**

**A. Past Spending:** Over the history of the Land and Water Conservation Fund approximately \$60,000,000 in projects have been funded in Minnesota. The Land and Water Conservation Fund reimbursements have reached as much as \$6.5 million a single Federal fiscal year. At the height of the program, DNR maintained three full time equivalents to manage the fiscal and contract management aspects of the program. In addition, the planning costs reached as high as \$600,000 for a biennium when the state recreation plan was being redeveloped. Finally, the local grants staff reached a high of six FTEs. At the ebb of the program, DNR maintained a minimal effort to perform the federally required inspections of LAWCON assisted projects. This was as little as \$30,000 per year.

**B: Present and Future Spending:** Collecting the presently available funds requires an up front local expenditure of \$2,226,972 and an up front state expenditure of \$2,128,000. Local funds come from local government budgets. State funds come from the Environmental Trust Fund, Capital Appropriations backed by state bonds and General Fund revenue.

The federal budget (Federal FY 02) allocated approximately \$2,455,000 to Minnesota for state and local project reimbursement. This will require obligation against \$4,910,000 of state and local projects for the first year of the biennium. It is important to note that some of the funds made available to the state in Federal fiscal years 00 and 01 have been collected for administrative expenses incurred in state fiscal years 00 and 01. (\$49,000)

**VII. COOPERATION:** Local governments are responsible for acquisition, development and operation/maintenance of the local grant projects. The Division of Parks and Recreation was responsible for the state project to redevelop the Lac Qui Parle State Park campground.

**VIII. LOCATION:** The local projects are located at various places throughout the state. Lac Qui Parle State Park campground is located in Chippewa County.

# Local Park Grant Program

## FFY 00 LAWCON Reimbursements Final Report

Recipient	Project Title	Project Description	Acres	LAWCON00	LAWCON01	Total	Status
Altura	City Park	Ballfield, playground equipment, picnic facilities, walkways and parking.	60,000			60,000	Active
Barnesville	Blue Eagle Lake Trail	Recreational trail.	17,520			17,520	Closed
Blue Earth	Duck Lake Park	Beach expansion, restroom/shower facility, walkways and relocation of the existing volleyball court.	66,000			66,000	Active
Dassel	Sellard's Park	Playground, picnic shelter, restroom, walkway and parking.	20,000			20,000	Closed
Hibbing	Bennett Park	Playground and in-line/skateboard area in existing City park.	15,000			15,000	Closed
Hutchinson	Tartan Park	Picnic facilities, playground, volleyball, trail, walkways, parking and site improvements.	37,190			37,190	Closed
North Branch	Northwoods Park	Phase II playground development and	45,500			45,500	Closed
St. Louis	4-H Camp	One half mile long accessible nature trail and bog walk.	41,093			50,000	Closed
St. Stephen	Parkway Park	Picnic area and trail.	7,000			7,000	Closed
Wright	Montissippi Park	Develop playground and trails.	24,750			24,750	Closed
Total Projects:	10			Total :		334,053	

Status: The remaining active projects will be closed pending a final inspection.

# Local Park Grant Program

## FFY 01 LAWCON Reimbursements Final Report

Recipient	Project Title	Project Description	Acres	LAWCON00	LAWCON01	Total	Status
Anoka	Coon Lake Park	Redevelopment of Coon Lake Park including; playground facilities, boardwalk, trails, beach improvements, roads, parking, dock, lighting and landscaping.			100,000	100,000	Active
Eagle Lake	City Park	Development of tennis courts, walkway and parking facilities.			55,000	55,000	Active
Halstad	City Park	Develop a new park with a walking path, playground, basketball court and picnic shelter.			76,000	76,000	Active
Lester Prairie	City Park	Acquisition of 50 acres with a small creek running through the property for future trail, nature study and picnic opportunities.	50		22,000	22,000	Active
Madelia	Watona Park	Acquisition of 4.6 acres to expand Watona Park and redevelopment of roads, parking and campground restroom/shower facilities.	4.59		100,000	100,000	Active
Minnesota Lake	Minnesota Lake Park	Replace existing playground equipment to improve safety and accessibility. Amend to add restroom improvements.			37,000	37,000	Active
Northfield	Truman park	Redevelop Truman Park with playground equipment, picnic shelter, trails and landscaping.			34,000	34,000	Active
Ramsey	Lake Gervais Park	Redevelopment of Lake Gervais Park including; park entrance road, parking, picnic facilities, beach restroom/shower building, fishing pier and trails.			250,000	250,000	Active
Stewartville	Bear Cave Park	Development of four tennis courts, lighting, walkways, restroom renovations and parking.			80,000	80,000	Active
Wright	Otsego Park	Redevelop playground to improve safety and accessibility.			25,433	30,433	Closed
Total Projects: 10			Total : 54.59		779,433		

Status: The projects should be completed by the scheduled end dates of 12/31/03.