

Office of the
Legislative Fiscal Analyst

FY 2005 Budget Recommendations

Joint Appropriations Subcommittee for
Natural Resources

Utah Department of Natural Resources
Parks and Recreation Capital Budget

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1.0 Summary: Parks and Recreation - Capital Budget

This line item separates appropriations and expenditures for park capital facilities from operating budgets. Two types of expenditures are made through the capital budget:

- Capital improvements to parks. Only small renovation projects costing less than \$100,000 are carried out through this budget. Larger projects compete for DFCM funds with other capital needs statewide.
- Funds passed through or matching grants to other agencies for capital development.

The capital budget does not have any Personal Services costs.

Passage of H.B. 264 during the 2003 General Session created a new restricted fund called the State Park Fees Account. Prior to this account, almost all park collections were deposited as Dedicated Credits. Now those same fees (excluding up to \$75,000 from buffalo sales and all golf user fees) are deposited into and appropriated out of the new restricted account.

	Analyst FY 2005 Base	Analyst FY 2005 Changes	Analyst FY 2005 Total
Financing			
General Fund	94,200		94,200
Federal Funds	1,550,000		1,550,000
Dedicated Credits Revenue	25,000		25,000
GFR - Boating	350,000		350,000
GFR - Off-highway Vehicle	175,000		175,000
GFR - State Park Fees	150,000		150,000
Total	\$2,344,200	\$0	\$2,344,200
Programs			
Facilities Acquisition and Develc	114,200		114,200
Trail Grants	30,000		30,000
National Recreation Trails	500,000		500,000
Donated Capital Projects	25,000		25,000
Region Roads and Renovation	100,000		100,000
Boat Access Grants	700,000		700,000
Off-highway Vehicle Grants	175,000		175,000
Miscellaneous Nonlapsing Proje	700,000		700,000
Total	\$2,344,200	\$0	\$2,344,200

3.0 Programs: Parks and Recreation - Capital Budget

3.1 Facilities Acquisition and Development

Recommendation

The Analyst recommends a total budget of **\$114,200** from General Funds and park collections.

	2003	2004	2005	Est/Analyst
Financing	Actual	Estimated*	Analyst	Difference
General Fund	64,200	64,200	64,200	
Federal Funds	138,000			
Dedicated Credits Revenue	829,500			
GFR - Boating	483,400			
GFR - Off-highway Vehicle	350,000			
GFR - State Park Fees		50,000	50,000	
Transfers	388,200	152,200		(152,200)
Beginning Nonlapsing	2,269,300	3,777,300		(3,777,300)
Closing Nonlapsing	(3,777,300)			
Total	\$745,300	\$4,043,700	\$114,200	(\$3,929,500)
Expenditures				
Current Expense	(25,600)	2,030,700	114,200	(1,916,500)
DP Current Expense	3,000			
Capital Outlay	30,600	1,780,500		(1,780,500)
Other Charges/Pass Thru	737,300	232,500		(232,500)
Total	\$745,300	\$4,043,700	\$114,200	(\$3,929,500)

*Non-state funds as estimated by agency

Purpose

This program provides the capital funding for land acquisition and facility development for renovation of park infrastructure. Only small renovation projects of less than \$100,000 are included here. These are projects that are too small for recognition in DFCM priorities and are of an emergency nature.

This program also provides for the acquisition and new development of property where funds can be matched with federal or other sources. There are often opportunities to accept these other funds when matching funds are available. These are usually smaller development projects or small parcels of land for boundary corrections and small in-holdings within larger parks.

**Intent
Language**

The Analyst recommends **keeping** the following intent language from H.B. 1, 2003 General Session:

It is the intent of the Legislature that the Division of Parks and Recreation - Capital Budget be nonlapsing.

The Analyst recommends **discontinuing** the following intent language, since construction of the Soldier Hollow golf course is complete. The division complied with the language.

It is the intent of the Legislature that no portion of a golf course or other improvements to be constructed at Soldier Hollow shall infringe upon space designated for winter or summer biathlon or cross-country events including the safety zones necessary for the safe operation of the biathlon rifle range.

**Previous Budget
Action Report**

The 2002 Legislature appropriated one-time funds in the amount of \$483,400 from the restricted boating account and \$350,000 from the restricted Off-Highway Vehicle account for initial costs of setting up programs at the new Sand Hollow reservoir near St. George. The division was able to leverage these funds with federal Land and Water Conservation Funds to raise a total of \$2.3M. Washington County Water Conservancy District contributed a matching amount of \$2.3M. Funds were used to build an administrative building, maintenance facilities, a 50 unit campground, entrance facilities, launching facilities, and boat trailer parking. Two more campgrounds are planned. The division is attempting to raise another \$2.3 from the Bureau of Land Management.

3.2 Ten (Five) Million Dollar Capital Improvement Program

Recommendation

The Analyst does not recommend any additional funding for this program. All funding in the program is nonlapsing carry-forward.

	2003	2004	2005	Est/Analyst
	Actual	Estimated*	Analyst	Difference
Financing				
Dedicated Credits Revenue	3,000			
Transfers	131,300	(122,200)		122,200
Beginning Nonlapsing	618,100	463,800		(463,800)
Closing Nonlapsing	(463,800)			
Total	\$288,600	\$341,600	\$0	(\$341,600)
Expenditures				
Current Expense	99,700	41,600		(41,600)
Capital Outlay	30,000			
Other Charges/Pass Thru	158,900	300,000		(300,000)
Total	\$288,600	\$341,600	\$0	(\$341,600)

*Non-state funds as estimated by agency

Purpose

This program provides capital funding from a one-time General Fund appropriation of \$5 million made by the 2001 Legislature. The program was created to plainly track how the funds are being used.

Previous Budget Action Report

The 2001 Legislature appropriated FY 2001 Supplemental General Funds in the amount of \$10 million for overall capital improvement needs. Due to revenue shortfalls, the Governor withheld \$5 million. The division has spent \$4,441,600 and has projects in progress totaling \$558,500.

Completed Projects

Anasazi-Ruin Stabilization	\$28,000
Bear Lake Campground Pave	99,000
Fremont-Museum Storage	15,000
Great Salt Lake-Harbor Renov	950,000
Green River-Restroom Improv	42,900
Iron Mission-Improvements	256,000
Jordanelle Facia & Beach	28,200
Lake Powell-Parking Lot Pave	180,000
Palisade-Restroom Improv	30,000
Palisade-Clubhouse Improv	279,900
Starvation-Radon Mitigation	11,500
Territorial-Bldg/ADA Improv	225,500
Utah Lake-VC/Marina Improv	980,700
Wasatch Mtn-Water System	25,000
Wasatch Mtn-VC Remodel	290,000
Willard Bay-BOR Match	999,900
Total Completed	<u>\$4,441,600</u>

In Progress

Coral Pink-Office Improvement	\$260,100
Goblin Valley Improvements	200,000
GSL Mechanical & Electrical	98,400
Total In Progress	<u>\$558,500</u>

During the 2003 General Session the total completed projects was \$2.6M.

3.3 Riverway Enhancement Grants

Recommendation

The Analyst recommends no appropriation. At the end of the 2003 General Session the Legislature left \$15,000 in this program and \$15,000 in the Trails Grants program. The Analyst recommends moving the \$15,000 from this program into the Trails Grants program.

	2003	2004	2005	Est/Analyst
	Actual	Estimated*	Analyst	Difference
Financing				
General Fund	375,000	15,000		(15,000)
General Fund, One-time	(375,000)			
GFR - Trails and Streams	300,000			
Transfers		(15,000)		15,000
Beginning Nonlapsing	1,154,100	587,700		(587,700)
Closing Nonlapsing	(587,700)			
Lapsing Balance	(300,000)			
Total	<u>\$566,400</u>	<u>\$587,700</u>	\$0	<u>(\$587,700)</u>
Expenditures				
Other Charges/Pass Thru	566,400	587,700		(587,700)
Total	<u>\$566,400</u>	<u>\$587,700</u>	\$0	<u>(\$587,700)</u>

*Non-state funds as estimated by agency

Purpose

This program provides state capital matching funds for grants to local governments and state agencies for acquisition and development of trails, trail heads, and flood control projects along Utah's rivers and streams. The Riverway Enhancement Advisory Council makes recommendations to the Board and the division regarding the program. (See UCA 63-11-16.5, 17.5, 17.7, and 17.8).

Previous Budget Action Report

The 2003 Legislature cut \$360,000 in ongoing General Funds from this program as part of an effort to balance the state's budget. The reduction left \$15,000 in the program that until Fiscal Year 2001 had \$425,000.

**Performance
Measures**

The following list shows matching grants to which funds are obligated:

<u>Sponsor</u>	<u>Project</u>	<u>Obligated Balance</u>
Layton City	Kay's Creek Trail	\$30,000
Logan City	Logan River Trail	40,000
Ogden City	Ogden/Weber River Parkway	80,500
Roosevelt City	Cottonwood Creek Enhancement	20,000
Salt Lake County	Jordan River Parkway Trail	165,800
Salt Lake City	Jordan River Parkway Trail	51,200
Smithfield City	Summit Creek Heritage Park	34,000
	Total Obligated	<u><u>\$421,500</u></u>

During the 2003 General Session the total obligated amount was \$749,200.

3.4 Trails Grants

Recommendation

The Analyst recommends a total budget of \$30,000, all from the General Fund.

	2003	2004	2005	Est/Analyst
	Actual	Estimated*	Analyst	Difference
Financing				
General Fund	475,000	15,000	30,000	15,000
General Fund, One-time	(475,000)			
GFR - Trails and Streams	400,000			
Transfers		15,000		(15,000)
Beginning Nonlapsing	1,340,500	864,300		(864,300)
Closing Nonlapsing	(864,300)			
Lapsing Balance	(400,000)			
Total	<u>\$476,200</u>	<u>\$894,300</u>	<u>\$30,000</u>	<u>(\$864,300)</u>
Expenditures				
Other Charges/Pass Thru	476,200	894,300	30,000	(864,300)
Total	<u>\$476,200</u>	<u>\$894,300</u>	<u>\$30,000</u>	<u>(\$864,300)</u>

*Non-state funds as estimated by agency

Purpose

This program provides capital funding as a match for federal and local government dollars for the acquisition and development of non-motorized recreation trails, and trail crossings (UCA 63-11a-501, 63-11a-503). Linear parks and trail development are increasingly popular recreation activities in the nation. This program helps meet the need by providing other government agencies assistance in development without obligation on the state's part to operate or maintain facilities. The Recreational Trails Advisory Council makes recommendations to the Board and the division regarding the program

Previous Budget Action Report

The 2003 Legislature cut \$460,000 in ongoing General Funds from this program as part of an effort to balance the state's budget. The reduction left \$15,000 in the program that until Fiscal Year 2001 had \$525,000.

Performance Measures

The following list shows matching grants to which funds are obligated:

<u>Sponsor</u>	<u>Project</u>	<u>Obligated Balance</u>
Hurricane City	Three Rivers Trail Link	\$90,000
Manti Lasal Nat Frst	Forest Service Projects	\$16,200
Utah State Parks	Soldier Hollow Trails	\$25,000
Arches National Prk	Delicate Arch Trail Restoration	\$100,000
Davis County	Farmington Canyon Bridge	\$8,000
Escalante Ranger	GWT East End Reconstruction	\$5,200
Lindon City	Timp Lake Trail	\$12,000
Logan City	BonShor Trail Green to Logan	\$46,500
Manti LaSal Nat Frst	Huntington Canyon Trail System	\$10,400
Oakley City	Oakley Community Trail	\$10,000
Ogden Ranger Dist	Pineview Trail System	\$12,500
Pleasant Grove	Grove Creek Canyon	\$17,000
Salt Lake/Utah Co	Provo/Jrdn Rvr Prkwy Trail	\$16,500
Escalante Ranger	Stump Springs/Henderson Cyn	\$5,400
Ogden Ranger Dist	Wheeler Creek Trails	\$15,000
St. George BLM	Washington Co Red Cliffs Trail	\$100,000
Grand County	Colorado River Bridge/Red Bridge	\$171,300
Ogden Ranger Dist	Coldwater Canyon Trail	\$13,000
	Total Obligated	\$674,000

During the 2003 General Session the total obligated amount was \$1,039,400

3.5 National Recreational Trails

Recommendation The Analyst recommends a budget of **\$500,000**, entirely from federal funds.

	2003	2004	2005	Est/Analyst
Financing	Actual	Estimated*	Analyst	Difference
Federal Funds	485,100	50,000	500,000	450,000
Beginning Nonlapsing		34,500		(34,500)
Closing Nonlapsing	(34,500)			
Total	\$450,600	\$84,500	\$500,000	\$415,500
Expenditures				
Other Charges/Pass Thru	450,600	84,500	500,000	415,500
Total	\$450,600	\$84,500	\$500,000	\$415,500

*Non-state funds as estimated by agency

Purpose This program is funded through the U.S. Department of Transportation. The money is to be used for creation of OHV and non-motorized trails. The division acts as an intermediary by passing the funds through to qualifying public entities. None of the funds are used to build or maintain trails owned by the division.

3.6 Donated Capital Projects

Recommendation

The Analyst recommends a total budget of \$25,000 funded entirely from Dedicated Credits.

	2003	2004	2005	Est/Analyst
	Actual	Estimated*	Analyst	Difference
Financing				
Dedicated Credits Revenue	38,400	25,000	25,000	
Beginning Nonlapsing	114,800	104,000		(104,000)
Closing Nonlapsing	(104,000)			
Total	<u>\$49,200</u>	<u>\$129,000</u>	<u>\$25,000</u>	<u>(\$104,000)</u>
Expenditures				
Current Expense	47,400	129,000	25,000	(104,000)
DP Current Expense	1,800			
Total	<u>\$49,200</u>	<u>\$129,000</u>	<u>\$25,000</u>	<u>(\$104,000)</u>

*Non-state funds as estimated by agency

Purpose

This program accounts for donations to the division for specific parks and projects within those parks (UCA 63-11-17(7) and 63-11a-502). Visitors and special interest groups contribute toward special projects that otherwise may not receive funding.

3.7 Region Roads and Renovation

Recommendation The Analyst recommends a budget of \$100,000 funded entirely from park collections.

	2003	2004	2005	Est/Analyst
	Actual	Estimated*	Analyst	Difference
Financing				
Dedicated Credits Revenue	100,000			
GFR - State Park Fees		100,000	100,000	
Transfers	(10,000)			
Beginning Nonlapsing	154,000	94,500		(94,500)
Closing Nonlapsing	(94,500)			
Total	<u>\$149,500</u>	<u>\$194,500</u>	<u>\$100,000</u>	<u>(\$94,500)</u>
Expenditures				
Current Expense	117,000	194,500	100,000	(94,500)
DP Current Expense	100			
Capital Outlay	3,000			
Other Charges/Pass Thru	29,400			
Total	<u>\$149,500</u>	<u>\$194,500</u>	<u>\$100,000</u>	<u>(\$94,500)</u>

*Non-state funds as estimated by agency

Purpose This program accounts for nonlapsing balances rolled forward from previous years for park interior road construction. This money is used to pay DFCM for miscellaneous projects.

3.8 Boating Access Grants

Recommendation

The Analyst recommends a total budget of **\$700,000**. Federal funds come from the U.S. Department of Transportation's Wallop-Breaux fund, which is a 50/50 matching program with the State for improved motorboat access to sport fishing.

	2003	2004	2005	Est/Analyst
	Actual	Estimated*	Analyst	Difference
Financing				
Federal Funds	22,600	350,000	350,000	
GFR - Boating	350,000	350,000	350,000	
Transfers	25,800	(30,000)		30,000
Beginning Nonlapsing	2,882,200	2,256,400		(2,256,400)
Closing Nonlapsing	(2,256,400)			
Total	\$1,024,200	\$2,926,400	\$700,000	(\$2,226,400)
Expenditures				
Current Expense	654,300	1,026,400		(1,026,400)
Capital Outlay	29,900	500,000		(500,000)
Other Charges/Pass Thru	340,000	1,400,000	700,000	(700,000)
Total	\$1,024,200	\$2,926,400	\$700,000	(\$2,226,400)

*Non-state funds as estimated by agency

Purpose

This program provides state capital matching funds for federal Wallop-Breaux dollars used in the development of boating access sites throughout the state. With limited boating areas in the state, this program seeks to maximize the use of all available areas for boating and fishing access.

3.9 Off-Highway Vehicle Trail Grants

Recommendation The Analyst recommends a total budget of **\$175,000**, entirely from the restricted Off-Highway Vehicle account.

	2003	2004	2005	Est/Analyst
Financing	Actual	Estimated*	Analyst	Difference
GFR - Off-highway Vehicle	1,675,000	175,000	175,000	
Beginning Nonlapsing	1,193,600	2,581,900		(2,581,900)
Closing Nonlapsing	(2,581,900)			
Total	\$286,700	\$2,756,900	\$175,000	(\$2,581,900)
Expenditures				
Current Expense	135,500	1,776,400		(1,776,400)
Other Charges/Pass Thru	151,200	980,500	175,000	(805,500)
Total	\$286,700	\$2,756,900	\$175,000	(\$2,581,900)

*Non-state funds as estimated by agency

Purpose This program provides for matching grants with federal agencies and local governments in the acquisition of land and development of OHV riding areas (see UCA 41-22-19). Although Utah has a vast amount of public land, there are few areas, especially in the Wasatch Front, where people can ride their OHVs in a legal, managed area. This program helps to provide access to areas where this popular form of recreation can be done and can be managed.

Previous Budget Action Report In the 2003 General Session the Legislature appropriated \$1.5M from the restricted Off-Highway Vehicle Account. Of this amount, \$1M was for general trail maintenance, and \$500,000 was for development of the Shoshone Trail and matched another \$500,000 in federal funds.

3.10 Miscellaneous Nonlapsing Projects

Recommendation

The Analyst recommends an appropriation of \$700,000 for this program, all from federal Land and Water Conservation funds. The state may use up to 25% of these funds; the rest are passed through to local governments with qualifying projects.

	2003	2004	2005	Est/Analyst
Financing	Actual	Estimated*	Analyst	Difference
Federal Funds	654,200	2,000,000	700,000	(1,300,000)
Dedicated Credits Revenue	51,200			
Transfers	5,367,100			
Beginning Nonlapsing	1,071,500	624,500		(624,500)
Closing Nonlapsing	(624,500)			
Total	\$6,519,500	\$2,624,500	\$700,000	(\$1,924,500)
Expenditures				
Current Expense	54,000	80,800		(80,800)
DP Current Expense	2,200			
Capital Outlay	5,778,700	543,700		(543,700)
Other Charges/Pass Thru	684,600	2,000,000	700,000	(1,300,000)
Total	\$6,519,500	\$2,624,500	\$700,000	(\$1,924,500)

*Non-state funds as estimated by agency

Purpose

This program accounts for nonlapsing balances rolled forward from previous years for projects such ADA developments within various parks. Prior-year funds have been contracted and will be expended when projects are completed.

4.0 Additional Information: Parks and Recreation - Capital Budget

4.1 Funding History

	2001	2002	2003	2004	2005
Financing	Actual	Actual	Actual	Estimated*	Analyst
General Fund	1,054,800	1,014,800	914,200	94,200	94,200
General Fund, One-time	5,000,000	119,600	(850,000)		
Federal Funds	205,900	1,000,300	1,299,900	2,400,000	1,550,000
Dedicated Credits Revenue	253,500	391,400	1,022,100	25,000	25,000
GFR - Boating	350,000	1,550,000	833,400	350,000	350,000
GFR - Off-highway Vehicle	175,000	175,000	2,025,000	175,000	175,000
GFR - State Park Fees				150,000	150,000
GFR - Trails and Streams			700,000		
Olympic Special Revenue	700,000				
Transfers	2,057,600	443,500	5,902,400		
Beginning Nonlapsing	9,659,800	14,119,200	10,798,100	11,388,900	
Closing Nonlapsing	(14,119,200)	(10,798,100)	(11,388,900)		
Lapsing Balance			(700,000)		
Total	\$5,337,400	\$8,015,700	\$10,556,200	\$14,583,100	\$2,344,200
Programs					
Facilities Acquisition and Devel	1,055,100	638,000	745,300	4,043,700	114,200
Ten Million Park Renovation	306,300	4,075,600	288,600	341,600	
Riverway Enhancement Grants	349,200	379,700	566,400	587,700	
Trail Grants	753,000	377,200	476,200	894,300	30,000
National Recreation Trails	34,800	390,200	450,600	84,500	500,000
Donated Capital Projects	108,400	35,700	49,200	129,000	25,000
Region Roads and Renovation	(127,500)	292,200	149,500	194,500	100,000
Boat Access Grants	558,900	1,143,600	1,024,200	2,926,400	700,000
Off-highway Vehicle Grants	229,300	136,600	286,700	2,756,900	175,000
Misc Nonlapsing Projects	2,069,900	546,900	6,519,500	2,624,500	700,000
Total	\$5,337,400	\$8,015,700	\$10,556,200	\$14,583,100	\$2,344,200
Expenditures					
Personal Services		364,300			
In-State Travel	1,900	4,600			
Out of State Travel	300				
Current Expense	467,500	1,697,100	1,082,300	5,279,400	239,200
DP Current Expense	2,800	4,500	7,100		
Capital Outlay	2,599,900	428,400	5,872,200	2,824,200	
Other Charges/Pass Thru	2,265,000	5,516,800	3,594,600	6,479,500	2,105,000
Total	\$5,337,400	\$8,015,700	\$10,556,200	\$14,583,100	\$2,344,200

*Non-state funds as estimated by agency.

4.2 Federal Funds

			FY 2003	FY 2004	FY 2005
			Actual	Estimated	Analyst
Program:	Facilities Acquis and Devel	Federal	138,000		
Fed Agency:	Various	State Match			
Purpose:	Miscellaneous Projects	Total	138,000	0	0
Program:	Misc Nonlapsing Projects	Federal	654,200	2,000,000	700,000
Fed Agency:	National Park Service	State Match			
Purpose:	Land and Water Conserv Fund	Total	654,200	2,000,000	700,000
Program:	National Recreation Trails	Federal	485,100	50,000	500,000
Fed Agency:	DOT - Federal Highway Admin	State Match			
Purpose:	Statewide Trail Initiative	Total	485,100	50,000	500,000
Program:	Boating Access Grants	Federal	22,600	350,000	350,000
Fed Agency:	Bureau of Reclamation	State Match			
Purpose:	Improved Motorboat Access	Total	22,600	350,000	350,000
Federal Total			1,299,900	2,400,000	1,550,000
State Matching Total			0	0	0
Total			\$1,299,900	\$2,400,000	\$1,550,000