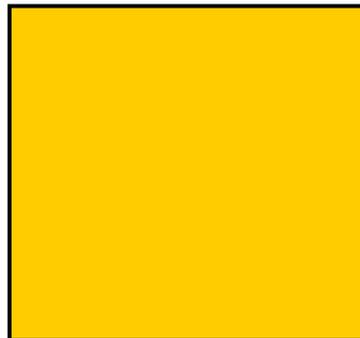
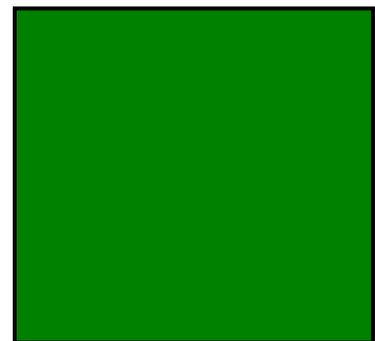


# California Outdoor Recreation Plan 2008



State of California  
Resources Agency

**An Element of the  
California  
Outdoor  
Recreation  
Planning Program**



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This report is an element of the California Outdoor Recreation Planning Program, formulated under the provisions of Chapter 5099 of the California Public Resources Code.

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# California Outdoor Recreation Plan 2008

An Element of the  
California Outdoor Recreation  
Planning Program

Arnold Schwarzenegger  
Governor

Mike Chrisman  
Secretary for Resources

Ruth Coleman  
Director of Parks and Recreation



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## Executive Summary

California State Parks' 2008 California Outdoor Recreation Plan (CORP) is the comprehensive statewide outdoor recreation planning document that reflects the current and projected changes in California's population, trends and economy.

A Statewide Comprehensive Outdoor Recreation Plan (SCORP) is required of every state in order to be eligible for grants from the Land and Water Conservation Fund Act. The LWCF Act requires the SCORP to include the following: a) the name of the state agency with authority to act for California in dealing with the Secretary of the Interior for the purposes of the LWCF Act, b) an evaluation of the demand for and supply of the outdoor recreation resources and facilities in the state, c) a program for the implementation of the Plan, d) certification by the governor that ample opportunity for public participation has taken place in Plan development, e) other necessary information as may be determined by the Secretary.

The LWCF Act also requires the States to operate and maintain by acceptable standards the properties or facilities acquired or developed for public outdoor recreation use with LWCF assistance. Section 6(f)(3) applies to each area or facility for which LWCF assistance is obtained, regardless of the extent of that assistance. The Section requires that property acquired or developed with LWCF assistance be retained and used for public outdoor recreation in perpetuity. The subject property cannot be wholly or partly converted to other than public outdoor recreation uses without the approval of NPS.

The state agency with the authority to act for California in dealing with the Secretary of the Interior for the purposes of the LWCF Act is the California Department of Parks and Recreation (DPR). This plan serves as a comprehensive outdoor recreation plan for DPR since it outlines outdoor recreation needs statewide and identifies strategies for meeting those needs. California complies with the remaining LWCF Act requirements both through its CORP and through additional documents such as the forthcoming final report on the survey of Public Opinions and Attitudes on Outdoor Recreation in California.

This 2008 CORP update improves upon the 2002 CORP version. Some of the improvements include:

- The Past Planning Grant Progress and Future Products chapter illustrates the trajectory of DPR's planning process.
- The California Protected Areas Database is a new inventory of protected open space lands and recreation areas. The CPAD chapter provides a good overview of the kinds of information available through the database.
- The California Recreation Policy chapter outlines the state's strategies, priorities and actions, including indoor recreation, accessibility, preservation of natural and cultural resources and examples of policy implementation.

- This Plan updates all the 2002 outdoor recreation issues of statewide importance and includes two new issues: 1) The Lack of Linkages and Seamless Delivery of Recreation Opportunities, and 2) The Need for Workforce Development and Succession Planning.

The plan also brings up to date the listing of the state's outdoor recreation providers and their roles and programs, *Wetlands*, which guides the state's identification of wetland priorities and actions, and two pivotal updated chapters; *Public Opinion and Attitudes*, and the *Issues and Actions*.

The *Public Opinion and Attitudes* and the *Issues and Actions* are the focus and heart of CORP. Understanding and analyzing the connection between the *Public Opinion and Attitudes* survey data which evaluates Californian's demand for outdoor recreation resources and facilities, and the *Issues and Actions* that explores ways that recreation providers can both accommodate current demands for outdoor opportunities and prepare to meet the needs of future generations is the groundwork of CORP.

California State Parks considers CORP as our state's strategy for identifying the a wide range of ways in which recreation providers can deal with obstacles and create the outdoor recreation opportunities to meet public demand now and in the coming years. California's strategic priorities include:

- Projects that provide opportunities for the top 15 outdoor recreation activities identified in the latent demand scoring in the survey of Public Opinions and Attitudes on Outdoor Recreation in California
- Projects that provide outdoor recreation opportunities for those underserved communities identified using the California Protected Areas Database, such as communities in the Central Valley
- Projects that support the acquisition and preservation priorities being pursued by the state's wetland preservation organizations
- Projects that support the five goals of California's Recreation Policy
- Projects that provide outdoor recreation activities for children, such as those ten activities listed in the Children's Outdoor Bill of Rights
- Projects that develop the regional trail corridors identified within the 2002 California Recreational Trails Plan and its scheduled update

Projects meeting one or more of these strategic goals will receive priority in the distribution of LWCF grant moneys through the Open Project Selection Process.

## **Introduction**

This edition of the California Outdoor Recreation Plan (CORP) provides a strategy for statewide outdoor recreation leadership and action to meet the state's identified outdoor recreation needs. The plan is the product of the continuing outdoor recreation-planning program of California State Parks (CSP). The National Park Service provides funding assistance through the Land and Water Conservation Fund (LWCF) program to ensure this Plan is revised and updated periodically to reflect current and expected changes in California's large and complex population and economy. The last CORP was updated in 2002. This edition supersedes the 2002 CORP. The CORP details planning considerations essential for effective administration of the LWCF program.

The LWCF Act requires the states to operate and maintain by acceptable standards the properties or facilities acquired or developed for public outdoor recreation use with LWCF assistance. Section 6(f)(3) of the LWCF Act stipulates that no property acquired or developed with LWCF assistance shall be converted to other than public outdoor recreation uses without the approval of the Secretary of the Department of the Interior. The main points within Section 6(f)(3) include:

- Section 6(f)(3) applies to each area or facility for which LWCF assistance is obtained, regardless of the extent of that assistance.
- Property acquired or developed with LWCF assistance shall be retained and used for public outdoor recreation in perpetuity.
- Property cannot be wholly or partly converted to other than public outdoor recreation uses without the approval of NPS.
- In many cases, even a relatively small LWCF grant in a park of hundreds or thousands of acres provides protection to the entire park site.

## **Description of the CORP Process, Policy, and Audience**

The Plan was developed with ample opportunity for public participation - through research and using input and feedback from a select advisory committee, recreation professionals and public comment. The plan identifies outdoor recreation issues of statewide importance and separates out those that can be addressed through the LWCF. The Plan contains components that evaluate public demand for outdoor recreation activities and includes a quantitative statewide inventory that will be used to evaluate the supply of outdoor recreation resources during the LWCF Open Project Selection Process.

The Plan's intended audience includes park and recreation providers, private citizens, elected officials and key decision makers. This plan is also designed to provide policy guidance to all public agencies – federal, state, local, and special districts – engaged in providing outdoor recreational lands, facilities and services throughout California. The CORP will help them get involved in California's many recreation and land and water protection programs and help coordinate outdoor recreation and environmental conservation programs.

## **California State Park's Role in Developing the CORP**

California's state-level Outdoor Recreation Planning Program continues more than 50 years of effort by CSP. CSP serves a central role in this process as a matter of leadership, and because it is the state agency actively engaged directly providing outdoor recreation opportunities to Californians and many out-of-state and foreign visitors. In addition, CSP administers federal and state grant funds which are disbursed to appropriate state agencies and to the state's 836 municipal county, and special district park and recreation agencies (figure per California State Parks Office of Grants and Local Services).

### **Overview of CORP Content**

The primary objective of the current CORP is to determine the outdoor recreation issues—the problems and the opportunities most critical in California, and to develop a comprehensive strategy by which state, federal, and local agencies might best address them. This plan is comprehensive in its scope, considering the full range of outdoor recreation issues and needs throughout the entire state. The plan is based on information collected from 2003 through 2008, takes into consideration the current demographic, economic, political, and environmental conditions, and then explores and analyzes the outdoor recreation issues that will be of concern to public agencies in the next five years.

The specific CORP chapters include:

- A strategy for meeting California's outdoor recreation needs.
- A summary of the trends and challenges currently affecting outdoor recreation demands and preferences.
- Preliminary results from the 2007 survey of Public Opinions and Attitudes on Outdoor Recreation in California.
- A statewide inventory of public open space and recreation lands. The California Protected Areas Database (CPAD) is now available for download and/or viewing in a user-friendly online interface.
- A wetlands component detailing the various public and private entities dedicated to wetland acquisition, restoration and containing descriptions of the wetland types and areas that should receive priority for acquisition in California.
- Direction developed through the adoption of the 2005 California Recreation Policy. This policy considers how recreational opportunities are provided—the lands, waters, facilities, programs and support functions—and recognizes the considerable health, personal, social, economic and environmental benefits served by the many important dimensions of recreation.
- The issues that significantly impede the provision or effective management of recreation lands, facilities, programs and services that meet public demand for quality outdoor recreation opportunities, and the actions to

remedy these issues, encouraging statewide coordination and collaboration.

- A summary of past LWCF California Outdoor Recreation Planning Program accomplishments funded through LWCF planning grants and descriptions of future CORP planning projects that have been submitted for LWCF consideration.
- A descriptive evaluation of the public agencies providing outdoor recreation opportunities in California.

The CORP's appendices include:

- A summary of the planning process used to complete this CORP and its elements.
- A list of the CORP Advisory Committee members.
- A summary of the Open Project Selection Process for awarding Land and Water Conservation Fund grants.

This current CORP was designed to meet the specific program responsibilities of the federal Land and Water Conservation Fund Act, whose concerns are outdoor recreation, land acquisition and facility development, redevelopment, and rehabilitation as well as preservation of the public park and recreation lands. This plan, however, encompasses broader interests than just these capital outlay functions and preservation functions.

This document and its recommendations realistically reflect the political and administrative capacity of the State of California to guide, influence, or direct the outdoor recreation policies and programs of agencies in state government and at local government levels. The plan, consequently, emphasizes issues and actions mainly of concern to state and local park and recreation agencies. Federal agencies and private-sector recreational providers, over which the State has much less influence, are, therefore, only briefly discussed.

### **General Objectives for the Plan**

As a comprehensive planning document, this CORP edition will accomplish the following:

- Serve as a comprehensive strategy and action guide: Following the discussion of the most critical outdoor recreational issues, the CORP explores a wide range of ways in which recreation providers can overcome obstacles and create the opportunities the public will demand in coming years. Individual agencies and recreation providers are encouraged to take necessary steps in their own jurisdiction. CORP identifies and analyzes the most critical outdoor recreation issues—the broad problems and opportunities that will facilitate or hinder the public's outdoor recreational opportunities in the future.

- Provide leadership: As the agency responsible for the statewide outdoor recreation planning, and for producing this document, California State Parks seeks to provide leadership in the areas of information development and policy guidance.
- Provide project selection criteria: Criteria were prepared by CSP for selecting state and local government projects to receive funding from the federal Land and Water Conservation Fund. These criteria are consistent with the actions recommended to address the major issues identified in this plan. The allocation of funds is known as the Open Project Selection Process (OPSP). The OPSP criteria will be reviewed or evaluated after the CORP update has been published in spring 2009. Until then, the current criteria, as identified in the June 2008 LWCF Procedural Guide, will continue to be used.
- Maintain funding eligibility: Regular, periodic production of this planning document and maintenance of the state's overall comprehensive outdoor recreation plan will maintain funding eligibility for the Land and Water Conservation Fund.
- Provide a source of information: The California Outdoor Recreation Plan provides a concise overview, a point-in-time status report on the social, economic, environmental, and political conditions that affect the provision of outdoor recreational opportunities across the state. The CORP also evaluates the supply of and demand for public outdoor recreation in California.

## California's Comprehensive Outdoor Recreation Strategy

The analysis, conclusions and implications of the 2007 survey of Public Opinions and Attitudes on Outdoor Recreation in California and the California Protected Areas Database, policy developed through the public outreach processes for California's Recreation Policy, the Children's Outdoor Bill of Rights, the Central Valley Vision and the CORP, and wetlands research, all have informed the development of this strategy for meeting the state's outdoor recreation needs.

The seven major priority areas below comprise the state's strategy for meeting California's outdoor recreation needs and will serve as a statewide guide for funding proposed development or acquisition projects. Project proposals will receive priority when they address the following outdoor recreation priorities:

- Projects that provide opportunities for the top 15 outdoor recreation activities identified in the latent demand scoring in the survey of Public Opinions and Attitudes on Outdoor Recreation in California:
  1. Walking for fitness or pleasure
  2. Camping in developed sites
  3. Bicycling on paved surfaces
  4. Day hiking on trails
  5. Picnicking in picnic areas
  6. Beach activities
  7. Visiting outdoor nature museums, zoos, gardens or arboretums
  8. Visiting historic or cultural sites
  9. Attending outdoor cultural events
  10. Off-highway vehicle use
  11. Driving for pleasure, sightseeing, driving through natural scenery
  12. Swimming in a pool
  13. Wildlife viewing, bird watching, viewing natural scenery
  14. Outdoor photography
  15. Swimming in freshwater lakes, rivers and/or streams
  
- Projects that provide or improve outdoor recreation opportunities in the geographic region identified in the California State Parks' Central Valley Vision, Implementation Plan:
  - River access for swimming, angling, boating and other water sports
  - Varied recreation opportunities, including group picnic areas, updated and increased camping facilities, areas for sunning and open areas for kite flying, pick-up games and unstructured play
  - Trails, including multi-use trails for equestrians, hikers, walkers and bikers; water trails for rafters and boaters; and off-highway vehicle use areas
  - Resource protection including preservation of riparian woodlands, oak and sycamore groves, native grasslands and vernal pools

- Interpretation of the Central Valley’s culture and history especially related to California Indians, agriculture, water development, immigrants, and the oil and gas industry
- Projects that provide outdoor recreation activities for children, such as those listed in the Children’s Outdoor Bill of Rights:
  1. Discover California’s past
  2. Splash in the water
  3. Play in a safe place
  4. Camp under the stars
  5. Explore nature
  6. Learn to swim
  7. Play on a team
  8. Follow a trail
  9. Catch a fish
  10. Celebrate their heritage
- Projects that provide outdoor recreation opportunities for those underserved communities identified using tools like the California Protected Areas Database (CPAD). The CPAD will be used to demonstrate that future parks and recreation project proposals meet an outdoor recreation need for protected open space and recreation lands.
- Projects that support the wetland priorities being pursued by the state’s wetland preservation organizations. The bullets below summarize their wetland ecological areas of focus:
  - Seasonal, permanent and semi-permanent freshwater wetlands
  - Riparian areas and other stream corridors
  - Tidal/coastal wetland ecosystems including bay habitats
  - Creeks and lakes
  - Vernal pools
- Projects that support the goals of California’s Recreation Policy
  - Adequacy of recreation opportunities
  - Leadership in recreation management
  - Recreation’s role in a healthier California
  - Preservation of natural and cultural resources
  - Accessible recreation experiences
- Projects that develop the trail corridors identified in the 2002 California Recreational Trails Plan and its scheduled update

## Trends and Challenges

Meeting the park and recreation needs of all current and future residents should be a goal of all park and recreation providers in California. Towards that end, it is essential that all park and recreation stakeholders have a basic understanding of both the state's demographics and the trends that are likely to influence the demand for outdoor recreation now and in the future.

### I. Robust Population Growth

One of the greatest challenges affecting park and recreation providers is the enormous increase in the number of new Californians. Fueled by births and migration, California's population grew from 29 to 33 million during the 1990s - an increase of almost 12.15 percent. The California Department of Finance estimates that as of January 1, 2008 California's population was 38 million - an increase of almost 11 percent. This robust pace of growth is expected to continue, with the population projection for 2020 increasing to over 44 million Californians.

#### A. Urbanization means greater population densities

Most of California's growth has been in its major metropolitan areas: Los Angeles, San Diego, and the San Francisco Bay Area. California now has 67 cities with populations exceeding 100,000 and 20 cities with populations exceeding 200,000. Cities are getting larger, squeezing out the open spaces for parks and disconnecting the state's biological resources. In 2000, California had an average of 217.2 persons per square-mile compared to the US average of 79.6.

It's not just the cities, the urban densities and per-square-mile population for urbanized counties is equally impressive. The ultimate urbanized county is San Francisco, which is both city and county and contains 15,935.77 persons per square mile. Eight of California's 58 counties have densities greater than 1,000 persons per square mile.

Most Urbanized Counties (Population per square mile)

County	Area (Sq. mi)	2006 Pop Est.	Pop. (Sq. mi)
<b>San Francisco</b>	<b>744,041</b>	<b>46.69</b>	<b>15,935.77</b>
<b>Orange</b>	<b>3,002,048</b>	<b>789.4</b>	<b>3,802.95</b>
<b>Los Angeles</b>	<b>9,948,081</b>	<b>4,060.87</b>	<b>2,449.74</b>
<b>Alameda</b>	<b>1,457,426</b>	<b>737.57</b>	<b>1,975.98</b>
<b>San Mateo</b>	<b>705,499</b>	<b>449.07</b>	<b>1,571.02</b>
<b>Sacramento</b>	<b>1,374,724</b>	<b>965.65</b>	<b>1,423.63</b>
<b>Contra Costa</b>	<b>1,024,319</b>	<b>719.95</b>	<b>1,422.76</b>
<b>Santa Clara</b>	<b>1,731,281</b>	<b>1,290.69</b>	<b>1,341.36</b>

Source: U.S. Census Bureau

**B. Intra-state relocation shifts demand into new areas**

Many Californians are moving inland, away from high-cost, high-density coastal counties. The Sierra foothills are seeing the greatest percentage of growth in the state. The Inland Empire is the second fastest growing region, with Riverside County growing 26 percent and San Bernardino County growing almost 17 percent in the 2000s.

**Fastest Growing Counties  
2000 – 2008(est.)**

<b>Riverside</b>	<b>26.00%</b>
<b>Placer</b>	<b>25.50%</b>
<b>Imperial</b>	<b>19.19%</b>
<b>Kern</b>	<b>19.07%</b>
<b>Madera</b>	<b>18.41%</b>
<b>San Joaquin</b>	<b>17.80%</b>
<b>Sutter</b>	<b>17.68%</b>
<b>Merced</b>	<b>17.51%</b>
<b>San Bernardino</b>	<b>16.81%</b>
<b>Yuba</b>	<b>16.28%</b>

**Regions**

<b>Sierra Foothills:</b>	
<b>Placer</b>	<b>25.50%</b>
<b>El Dorado</b>	<b>13.03%</b>
<b>Calaveras</b>	<b>12.08%</b>
<b>Mariposa</b>	<b>6.93%</b>
<b>Inland Empire</b>	
<b>Riverside</b>	<b>26.00%</b>
<b>San Bernardino</b>	<b>16.81%</b>

Source for both tables: CA Dept. of Finance

The Central Valley’s population is projected to nearly double, from 7.8 million in 2000 to 14 million in 2030. The Central Valley makes up 19% of California’s land but only contains 4% of the state’s protected public lands. California State Parks has identified the Central Valley as an underserved region for parks and recreation facilities, programs and services. State Parks’ Central Valley Vision Implementation Plan seeks to redress this imbalance, assigning priorities to projects that provide or improve outdoor recreation opportunities in the geographic region outlined on the map on the facing page.



## **II. Demographic Shifts**

### **A. Ethnic and Cultural Diversity**

Today, California's 38 million residents are multi-ethnic and multi-cultural. Since the largest racial group (white) is now less than 50% of the population, there is no ethnic majority in the state. According to the U.S. Census 2000 data, Hispanic and Asian/Pacific Islander populations accounted for 61 percent and 27 percent, respectively, of California's growth in the last decade. Census data also revealed that Hispanic population growth was driven mostly by natural increase, while Asian/Pacific Islander population increased mostly from immigration.

Between 2000 to 2020, California's population is projected to grow by 31 percent. By 2020 California's population of European descent will have grown only 4 percent, while the Hispanic population will have grown 58 percent, and the Asian/Pacific Islander population will have grown 55 percent. The African American population will have grown 20 percent, and American Indian population will have grown 29 percent.

California's population mix will have shifted even more by 2030, when Hispanics will be the largest demographic group, comprising 43 percent of the state's population.

### **B. Baby Boom and Baby Bounce**

Nearly one-third of the state's population is between 35 and 55 years of age. In 20 years, this group, which encompasses the Baby Boom generation, will be active seniors 55 to 75 years old. That is twice the size of the current 55-75 population. With life expectancy and good health increasing, researchers predict tomorrow's seniors will be more active, and will stay active as senior citizens for a longer period of life than previous generations.

At the other end of the spectrum are the 27 percent of Californians under 18 years of age. According to the California Department of Finance, while the nation's birth rates were flat during the 1980's, the birth rates in California rose sharply.

### **C. Income Inequality**

As California's population increases, the number of people at the lower end of the income scale is increasing at a disproportionately higher rate. Recreation becomes a crucial quality of life issue, and people with lower income rely more heavily on public recreational facilities. Studies have shown that those with higher incomes have common interests: nature, saving time, willing to pay to avoid waiting, and interpretation, adding value to an outdoor recreation experience. Most want free time in large chunks to provide a psychological release from work.

Very little is known about the needs of those with low income. Most often surveys do not adequately reflect their values and opinions due to survey techniques that are not appropriate or relevant enough to solicit meaningful responses. It is suspected that outdoor recreation needs of low-income people are different, mostly due to the lack of discretionary income, time and transportation options for outdoor recreation. Access to recreation opportunities is a big issue with the poor and much of their leisure revolves around TV and activities close to home. Children learn their leisure patterns from parents, friends and school. One survey found lower participation in outdoor recreation activities based on income levels, education levels, and length of time in the U.S. Barriers to participation included lack of finances, lack of transportation, lack of free time, and lack of information about recreation opportunities.

#### **D. Shifting Interests and Preferences**

As the stress of jobs, traffic, and urban noise increases, so does the need to escape. Traditionally, people have 'escaped to parks,' and more so in difficult economic times when affordable recreation and vacations are a priority.

The use of California's park and recreation areas is heavy and continues to increase. With the softening of the national economy, rising amount of home foreclosures and the volatile nature of current gasoline prices, Californians are choosing to vacation closer to home, now called a 'staycation,' traveling more within the state, visiting in-state destinations such as state and national parks.

#### **E. Heightened Importance of Outdoors for Recreation**

It is no secret that Californians love the outdoors. In the study on Public Opinions and Attitudes on Outdoor Recreation in California 2007, 98 percent of the respondents indicated that viewing the scenic beauty is an important part of the enjoyment of their most favorite activities. In addition, 93 percent of the respondents said that feeling in harmony with nature was also important to their enjoyment of the outdoors. More than 87 percent of the respondents agreed that recreation programs help improve people's health. A majority, 78.1% of respondents agreed that recreation programs help reduce crime and juvenile delinquency and 74.9% agreed that recreation and park agencies create jobs and help the economy.

#### **F. High Demand for Traditional, Outdoor Recreation**

Californians spent approximately 2.15 billion days participating in outdoor recreation activities during 2007. Traditional recreation remains popular, and as more Californians take advantage of state, local and federal parks, the demand for recreation facilities will only increase.

Generally, Californians tend to participate in activities that are less expensive, require less equipment, and need fewer technical skills. The Public Opinions and Attitudes Survey 2007 discovered that Californians' top 15 activities (by participation) were:

1. Walking for fitness or pleasure	74.2%
2. Driving for pleasure, sightseeing, driving through natural scenery	59.8%
3. Beach activities	59.2%
4. Swimming in a pool	50.9%
5. Day hiking on trails	46.9%
6. Wildlife viewing, bird watching, viewing natural scenery	45.9%
7. Jogging and running for exercise	39.8%
8. Bicycling on paved surfaces	36.3%
9. Outdoor photography	33.3%
10. Using open turf areas	33.3%
11. Using play equipment, play structures, tot-lots	32.8%
12. Organized team sports such as soccer, football, baseball, softball, basketball	25.6%
13. Fishing – freshwater	21.4%
14. Bicycling on unpaved surfaces and trails	15.9%
15. Surfing or boogie boarding, windsurfing	14.1%

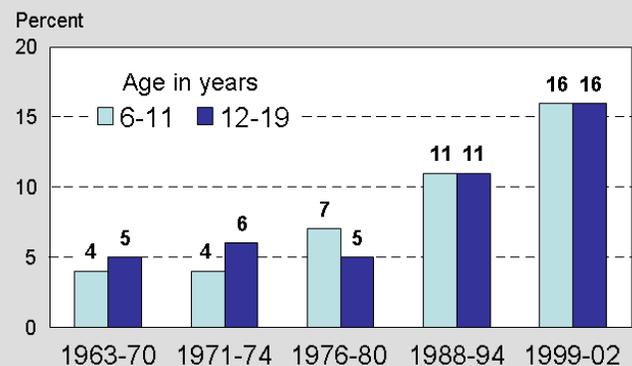
## G. Health Concerns

### 1. Obesity rates in children and adults

Results from the 1999-2002 National Health and Nutrition Examination Survey (NHANES), using measured heights and weights, indicate that an estimated 16 percent of children and adolescents ages 6-19 years are overweight. As shown in Figure 1, this represents a 45 percent increase from the overweight estimates of 11 percent obtained from NHANES III (1988-94).

The prevalence of obesity continues to be a health concern for adults, children and adolescents in the United States. Data from the most recent

**Figure 1. Prevalence of overweight among children and adolescents ages 6-19 years**



NOTE: Excludes pregnant women starting with 1971-74. Pregnancy status not available for 1963-65 and 1966-70. Data for 1963-65 are for children 6-11 years of age, data for 1966-70 are for adolescents 12-17 years of age, not 12-19 years. SOURCE: CDC/NCHS, NHES and NHANES

NHANES survey shows that among adult men the prevalence of obesity was 31.1% in 2003—2004, and 33.3% in 2005—2006, a small but not statistically significant change. Among adult women, the prevalence of obesity in 2003—2004 was 33.2%, and in 2005—2006 was 35.3%, again a small but not statistically significant change.

Obesity increases the risk for serious health conditions like type 2 diabetes, high blood pressure, and high cholesterol — all once considered exclusively adult diseases. Obese kids may also be prone to low self-esteem that stems from being teased, bullied, or rejected by peers. Kids who are unhappy with their weight may be more likely than average-weight kids to develop unhealthy dieting habits and eating disorders, such as anorexia nervosa and bulimia, and they may be more prone to depression, as well as substance abuse.

Parks and Recreation systems throughout the country make a vital contribution to this fight against obesity. State and local parks, recreation facilities, and the recreation programs available to the public are true health promoters and the professionals who run the programs are effective health educators influencing concrete changes in the health of local communities.

## 2. Children and Nature

Children's lives have moved indoors and inside their handheld devices: essentially screen spaces have replaced green places. Access to and use of computers, the Internet and hand held devices increased dramatically in the past decade. Studies conducted in association with the Kaiser Family Foundation determined that:

- Between 1999 and 2005:
  - The number of 8 to 18 years olds with access to a home computer increased by 13%, to a total of 86%;
  - Internet access for 8 to 18 years olds increased by 27%, a total of 74% of children are now “on-line;”
  - The number of 8 to 18 year olds who spend more than an hour online each day increased by 17% for a total of 22%.
- Between 1987 and 2003, the average person spent 327 more hours, which is 13 and a half additional days, with entertainment media.
- Children between the ages of six months and six years spend an average of 1.5 hours a day with electronic media.
- Children between the ages of 8 and 18 years spend an average of nearly 6.5 hours a day with electronic media.
- Nearly one third of children from six months to six years of age live in households where the TV is on all or most of the time.



A growing body of research confirms that spending time in nature benefits everyone, particularly children. Studies across the United States have found that

children who directly experience the natural world are healthier in every major way — intellectually, emotionally, socially, spiritually and physically.

### **III. Physical Activity Rates from the Public Opinions and Attitudes Survey**

Californians were asked to indicate their level of physical activity in the past month. In general, the majority (77 percent) had been physically active. Eighty-seven percent reported participating in moderate activity for at least 10 minutes at a time and 52 percent reported participating in vigorous physical activity. Among those reporting moderate levels of activity, the highest percentage participated three times per week (21 percent) and most commonly spent an average of 72 minutes in the activity. Likewise, the highest percentage of those reporting vigorous levels of activity also reported participating three times per week and spent an average of 74 minutes in the activity. According to the National Center for Health Statistics (2007), approximately 31 percent of adults engage in regular physical activity during their leisure time. Results of the current research suggest Californians meet (and exceed) the national average.

When specifically asked about their levels of physical activity in parks, the majority of Californians reported participating in either light to moderate (77 percent) levels of activity during park visits. In fact, only 8.9 percent said they mostly sat while at parks.

During their time at parks, nearly 26 percent of Californians reported spending 31 to 60 minutes being physically active whereas the highest percentage (29.6 percent) spent 30 minutes or less. However, 22 percent said they spent more than 2 hours being physically active in parks. Parks clearly play an important role in encouraging physical activity among Californians.

## **H. Other Preferences, Favorites, Shifts, and Interests**

### **1. Nature Study, including Wildlife Viewing**

One of the activities that have shifted dramatically in the past decade is wildlife viewing, bird watching and viewing natural scenery. Between 1987 and 2002, it was one of the few activities that had steadily increased in popularity. According to the 2007 Public Opinions and Attitudes Survey on Outdoor Recreation, participation in nature study has dropped by almost 30% since 2002. Compared to the 2002 survey, fewer Californians participated in virtually all the recreation activities included in the survey. Even though activity participation percentages may drop, ongoing population growth can continue to hold steady or increase the real number of Californians participating in these activities.

### **2. Adventure and high-risk activities**

There is a continuing interest in a broad range of adventure activities such as mountain biking, scuba diving, kite surfing, and wilderness backpacking. Included in this group are activities that are perceived to be high-risk, including rock climbing, bungee jumping, hang gliding, zip-lining and using sky bridges.

Research suggests that this demand is from a variety of age groups including the Baby Boom generation, which continues to hike, mountain bike, kayak, and engage in other physically active, resource-based recreation.

### **3. High-tech recreation**

One of the outdoor recreation activities with a high-tech focus is geocaching. This activity is best described as a modern treasure hunt where participants try to find a hidden cache (treasure) using a map and a geographic positioning system (GPS) receiver. Since the first geocache was hidden in 2001 the amount of geocaches has reached over 700,000 globally by the end of 2008. To address the high-tech recreation trend, California State Parks has also added WiFi access to several State Park units. Many other technical advances are improving the equipment used for alpine and Nordic skiing, snow shoeing, kayaking, skate boarding, and mountain biking.

### **4. Some traditional activities in decline**

Not all outdoor recreation activities are increasing in popularity. Hunting and fishing, for example, continue to decline. According to the U.S. Fish and Wildlife Service, interest in hunting and fishing among young people has been in decline since the early 1990s. According to a comparison between the 2002 and 2007 Public Opinions and Attitudes Survey on Outdoor Recreation, participation rates among adults dropped from 34 percent to 21.4 percent. Hunting has similarly declined, with adult participation dropping from 9 to 3.8 percent in the last five years.

Millions of American golfers have left the sport in recent years. The total number of U.S. golfers has decreased from about 30 million to about 26 million since 2000. A study by the United States Tennis Association that also determined that the popularity of tennis has declined due in part to the amount of time spent with electronic games. Baby Boomers, at an early age, often grew up participating with their families in many of these activities, but Generation X and Generation Y children grew up with computers and video games.

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# **Public Opinions and Attitudes**

## **Introduction**

The survey of Public Opinions and Attitudes on Outdoor Recreation in California is a key component of the California Outdoor Recreation Planning Program, evaluating the demand for outdoor recreation resources and facilities in the state. The survey focuses on Californians' participation in and demand for a variety of outdoor recreation activities and their opinions, attitudes and values relating to outdoor recreation experiences. The collection of this data provides park and recreation professionals an insight into the evolving recreation needs of Californians.

The survey was first conducted in 1987 and has been repeated at five-year intervals. The methodology and most of the current survey questions are consistent with the earlier data collection efforts. This allows any significant recreation trends to be addressed through long-range planning efforts. The survey also quantifies unmet or latent demand, which are those activities that the survey respondent would do more frequently if given the opportunity. Parks and recreation providers will be better able to accommodate California's future recreation needs by focusing their efforts on these unmet demands.

## **Brief Description of the Survey Techniques**

This 2007 survey used the same techniques as in years past in order to collect comparable data. The telephone survey participants were chosen at random and represent a statistically significant sample of all California adults. Out of the 2,780 respondents who completed the adult telephone survey, 1,222 of them also completed a longer mail-back survey and 397 of their 12-17 year old children completed the youth mail-back survey. It is important to note that while the adult survey is statistically representative of California's population, the youth survey is not. As in prior years, incentives were provided to encourage completion of the mail-back surveys. The telephone survey provided a sample that represents the characteristics, behaviors and opinions of California adults, age 18 and over. The telephone survey sample is also statistically representative of five major California regions - the Central Valley, San Francisco Bay area, Los Angeles, Other Southern California and Northern California - based on the populations residing in those regions during the 2000 census.

The survey also provided statistically valid statewide samples of several other demographic categories measured in the 2000 census, including age, ethnicity, level of education, marital status, income and gender.

## **Methodology Changes Since the 2002 Survey**

The telephone, adult mail-back and the youth-mail back surveys were significantly revised in an effort to increase the response rates as compared to the 2002 survey. Most of the questions from prior surveys were asked again in 2007 to provide important trend data, several new questions were added. A series of questions about the levels and frequency of physical activity were added to help collect data on the relationship between health and outdoor recreation among Californians. Another multi-part question asked respondents their opinions on potential management actions on addressing and adapting to climate change and global warming.

A pre-survey technique not used in prior years convened a series of youth focus groups to improve and refine the youth mail-back survey. Due to the relatively small numbers of completed prior year surveys, findings from the focus groups were used to revise the survey and increased the number of completed surveys.

The survey instruments will appear in the appendix of the stand-alone Public Opinions and Attitudes survey report to be published in spring 2009.

## **Summary of the Preliminary Survey Results**

This 2007 survey successfully met its goals for numbers of completed surveys and statistically representative samples of various census categories. Overviews of the three survey instruments are provided below, along with detailed descriptions of the questions and preliminary analysis of the findings.

## Adult Telephone Survey Results

The telephone survey gathered 2,780 survey responses to 37 questions, including eight standard demographic questions on the respondents' education, marital status, household makeup, income, ethnicity, age, residence address and zip code. Several of the questions measured park visit frequency, two solicited respondent's satisfaction with park facilities, respondent's opinions on their current condition and the travel time from the respondent's home to their most frequent recreation destination. Two multi-part questions asked respondents about the facilities or amenities they used and what activities they did during their last park visit.

Nine questions asked respondents about their level, frequency and duration of physical activity, both during their park visit and anytime when they were not working during a typical week. Three questions asked whom the respondent usually visited a park with and how many were adults and how many were children. A multi-part question asked about children's participation in activities at the park.

### Frequency of Park Visits Within the Last Year

California's park and recreation areas are well used. Eighty-eight percent of the telephone survey respondents had visited a park within the last six months. On average, respondents visited parks approximately 6 days in their most recent month surveyed and spent 8.5 hours during their last visit. The majority of these respondents reported visiting parks one or more times per week (35.5%) or once or twice a month (26.2%). Of the respondents who reported visiting a park more than one year ago, 25% said their last visit was one to 2 years ago and nearly 30% said their last park visit was five or more years ago.

<b>When Respondents Last Visited a Park</b>		
<b>Characteristic</b>	<b>%</b>	<b>n</b>
Visited within the last month	73.7	2049
Visited within the last 6 months	14.3	397
Visited within the last 12 months	5.4	150
Visited more than 1 year ago	6.6	184
* Adult Telephone Survey, n=number of survey respondents		

When asked about the amount of time they currently spend in outdoor recreation activities compared to five years ago, 37% of respondents reported spending more time, 32% reported about the same amount of time, and 31% reported spending less time participating in outdoor recreation activities.

### Satisfaction with Park Facilities

Public support for park and recreation programs, areas and facilities is necessary to the protection, improvement and development of existing and new facilities. People are likely to advocate for areas and facilities that meet their needs. Overall, the majority of respondents were satisfied with the park facilities and services currently available to them; in fact, less than 3% reported any dissatisfaction.

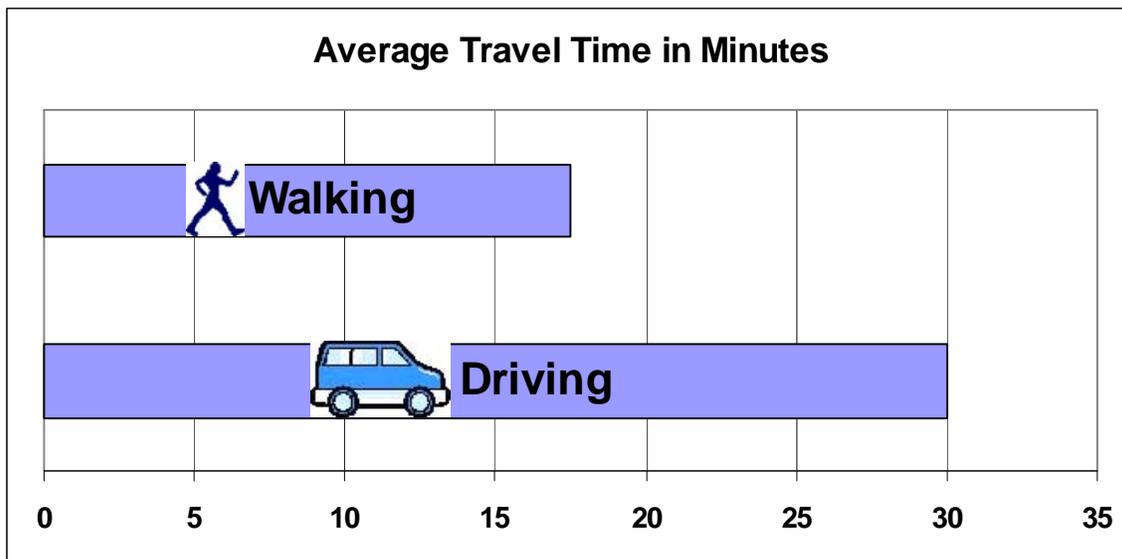


### Condition of Park Facilities

California's population growth can make it increasingly difficult for park and recreation providers to keep up with the demand. However, among respondents who have lived in California for at least 5 years, 34% believe the overall condition of public outdoor recreation areas and facilities have improved over the last five years and 38.4% thought their condition had remained the same.

### Travel Times

All Californians should have access to park and recreation facilities within walking distance of where they live and work. On average, respondents spent 30 minutes driving and 17 minutes walking to the place they most often went. However 28.4% spent more than 20 minutes and of those, 9.2% spent more than 60 minutes driving to the place they most often went for recreation. This reflects the need for access to facilities closer to where people work and live. Other modes of transportation that respondents used to get to parks included bicycles, public transportation, wheelchairs and skateboards.



### Time Spent Physically Active in Parks and During Non-work Hours

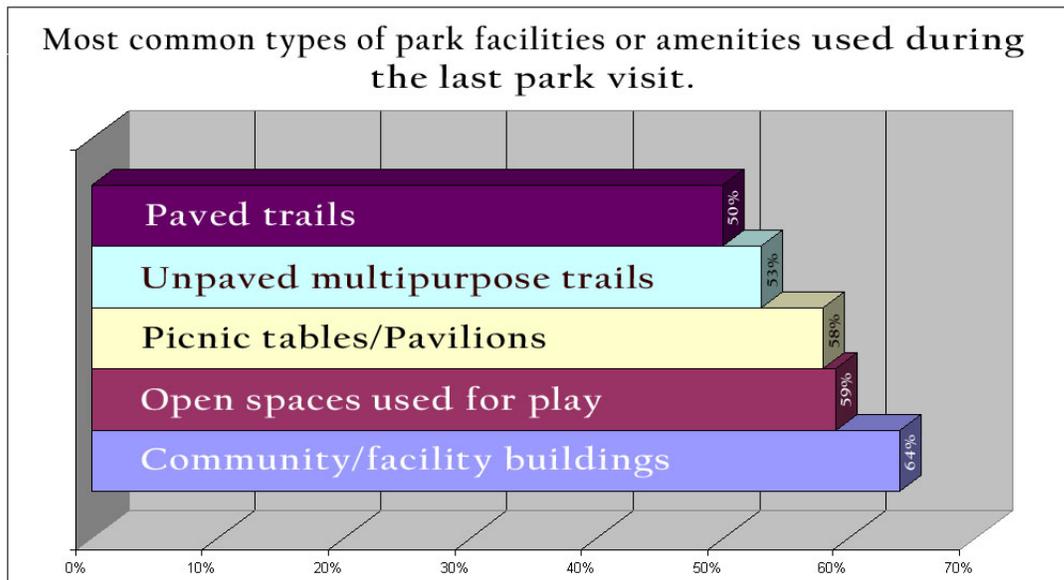
Forty-eight percent of the respondents reported spending over 31 minutes being physically active in parks, demonstrating the importance of recreation areas in promoting physical activity. Of these, 22% said they spent more than 2 hours

being physically active in parks. The majority of respondents reported participating in light (36%) to moderate (41%) levels of activity when visiting a park. In fact, only 9% said they mostly sat while at parks. Light physical activity includes standing and walking or strolling at a slow pace.

In general, the majority of respondents (77%) participated in other physical activities or exercises during the past month. Eighty-seven percent reported participating in moderate activity for at least 10 minutes at a time and 52% reported participating in vigorous physical activity. The majority of respondents who participated in moderate physical activity reported doing so three times per week (21%) and most commonly spent an average of 72 minutes in the activity. Moderate physical activities include playing tennis and walking at a moderate pace. The majority of respondents who participated in vigorous physical activity also reported doing so three times per week (25%) and most commonly spent an average of 74 minutes in the activity. Vigorous physical activities include jogging or playing soccer or basketball.

#### Facility Types Used and Activity Types

In order to adequately provide for current and future users, park and recreation professionals must understand which types of facilities are used the most and which are in the greatest demand. The most commonly used facility types included community/facility buildings, open spaces to play, picnic tables/pavilions, unpaved multipurpose trails and paved trails. Fewer than 20% of respondents reported using amusement (e.g., park train ride) areas (19%), tennis or basketball courts (19%), dog park areas (16%), botanical gardens (15%) or skate parks (6%).



The most common activities adult respondents participated in were walking (49%), playing (30% - e.g., Frisbee, playing catch with a ball, kite flying, playing with children), sedentary activities (24%) and eating/picnicking (24%).

Respondents participated the least in fishing (5%), active water sports (4%), tennis (2%), martial arts/tai chi/yoga (<1%) and in-line skating (<1%).

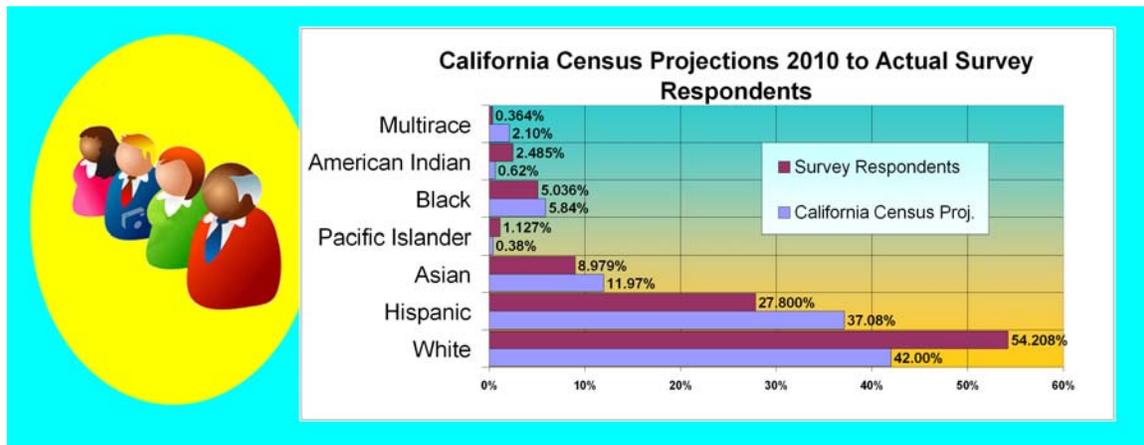
Adults reported that their park companions under the age of 18 most frequently participated in playing (e.g., Frisbee, playing catch, kite flying, playing with children) (73%) followed by sports (e.g., baseball, soccer, football, basketball) (37%), walking (22%) and picnicking/eating (21%).

Visitor Group Characteristics

To plan and manage appropriate facilities, it is important to understand whom Californians commonly recreate with. Respondents primarily went to parks with family (56%) or both family and friends (31%). Fewer than 15% of respondents went alone, with a pet or an organized group. Other companions mentioned by respondents were a care provider, co-workers, daycare children and a personal trainer. While the number of companions who accompanied respondents to parks varied, respondents most commonly went to parks with two other companions over the age of 18 and no one under the age of 18.

Respondent Demographics

Fifty-one percent of the survey respondents were male and 49% were female. The majority were 25 to 44 years old (44%), of White ethnicity (59%), married (53%) and living as a couple with one or more children under the age of 18 at home. Most respondents had earned a Bachelor’s degree (26%), were employed full-time (45%) and earned between \$50,000 and \$74,999. The majority of respondents lived in Los Angeles (27%), Southern California (25%) and the San Francisco Bay area (21%). On average, they had lived in California for 31 years and in their current community for 16 years. The survey had quotas of respondents from five geographic areas based on the percentage of the state’s population living in those areas during the 2000 census. The chart below also compares the survey respondents’ ethnicity to the state’s projected ethnic makeup for 2010.



## Adult Mail-back Survey Results

Respondents who agreed to complete the adult mail-back survey were asked eleven multi-part questions. The general topics included facility preferences, activity participation and demand, willingness to pay for favored activities and their preferred types of outdoor recreation areas.

The survey asked respondents why they engaged in their favorite outdoor recreation activity and asked for their opinions on several recreation-related statements and the possible privatization of recreation-related activities and services. They were asked what kind of emphasis governmental recreation providers should place on various recreation management activities. A 26-part question also asked which if any of several potential barriers discouraged them from being physically active in a park. A final question asked respondents' opinions on various management actions to address climate change.

More detailed descriptions of the questions and preliminary findings from the 1,222 completed adult mail-back surveys are included below.

### Providing Park Facilities and Services

This question asked respondents how important they thought it was to provide each of 23 park and recreation facilities and services in California. The choices ranged from community swimming pools to off-highway areas.

Respondents rated the following seven facilities and services as the most important:

<b>Importance of California Park and Recreation Facilities and Services.</b>			
<b>Facility/Service<sup>1</sup></b>	<b>Importance</b>		
	<b>Mean</b>	<b>Mode</b>	<b>N<sup>2</sup></b>
Play activity areas for tots and young children	4.2	5	1222
Wilderness type areas where no vehicles or development are allowed	4.1	5	1221
Areas and facilities for environmental and outdoor education programs	4.1	5	1221
Multi-use turf areas for field sports such as softball, baseball, soccer, and/or football	4.1	5	1220
Picnic sites for large groups	4	4	1221
Trails for multiple, non-motorized activities such as hiking, mountain biking or horseback riding	4	5	1220
Hard surface trails for biking, jogging, and fitness walking	4	5	1221
<sup>1</sup> Rated on a scale from 1 = not at all important to 5 = very important. <sup>2</sup> N is the # of responses.			

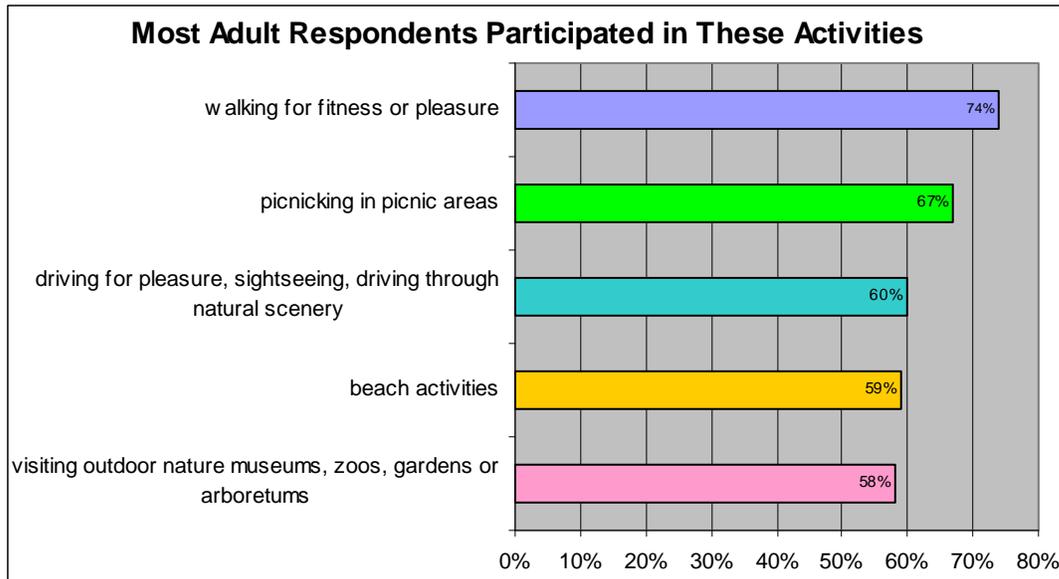
Facilities rated as the least important were:

<b>Importance of California Park and Recreation Facilities and Services.</b>			
<b>Facility/Service<sup>1</sup></b>	<b>Importance</b>		
	<b>Mean</b>	<b>Mode</b>	<b>N<sup>2</sup></b>
Areas for the legal use of off-highway vehicles such as motorcycles, dune buggies, 4-wheel drive vehicles, or all-terrain vehicles	2.9	3	1220
Public hunting areas especially managed for waterfowl like ducks and geese	2.5	1	1219

<sup>1</sup> Rated on a scale from 1 = not at all important to 5 = very important. <sup>2</sup> N is the # of responses.

Activity Participation and Demand Rates

Californians enjoy a diverse range of recreation opportunities. The most popular activity among adult respondents is walking for fitness or pleasure. On average, adult respondents spent more days during the past 12 months walking for fitness or pleasure (73 days) and jogging or running for exercise (61 days) than any other activity.



When asked which recreation activities they would like to participate in more often, the majority of adult respondents chose: 1) walking for fitness or pleasure (46%), 2) camping in developed sites with facilities such as toilets and tables (45%), 3) bicycling on paved surfaces (45%) and 4) day hiking on trails (44%).

When asked how much they would be willing to pay to participate in their favorite activity, second favorite activity, and third favorite activity, adult responses varied greatly. Adults said they would be willing to pay between \$0 (using play equipment/play structures/tot lots) and \$16-20 (sail boating) for their favorite activity; between \$0 (outdoor photography) and \$5-10 (target shooting/including

pistol and skeet) for their second favorite activity and between \$0 (Jogging and running for exercise on trails, streets, sidewalks) and \$5-10 (backpacking/motor boating) for their third favorite activity.

When asked about the importance of a variety of items to their favorite activities, adult respondents rated the following as the most important: 1) to have fun, 2) to be with family and friends, 3) to relax and 4) to view the scenic beauty. Adult respondents rated “meeting new people” as the least important factor for participating in their favorite activity.

#### Outdoor Recreation Area Visitation

Respondents were then asked for the number of days they had visited four types of outdoor recreation areas within the last year. The areas included: 1) highly developed parks and recreation areas, 2) developed nature-oriented parks and recreation areas, 3) historical or cultural buildings, sites, or areas and 4) natural and undeveloped areas. The majority of adult respondents reported visiting each of these areas 1 to 5 days during the past 12 months.

<b>Days Respondents Visited Recreation Areas During the Past 12 Months.</b>						
<b>Outdoor Recreation Area Type</b>	<b>0</b>	<b>1-5</b>	<b>6-10</b>	<b>11-20</b>	<b>21-50</b>	<b>&gt;50</b>
	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Highly developed parks and recreation areas	9.9	31.8	14.0	13.3	14.9	16.1
Developed nature-oriented parks and recreation areas	12.3	41.5	15.0	11.5	9.0	10.0
Historical or cultural buildings, sites, or areas	22.2	47.9	13.3	6.0	2.6	8.0
Natural and undeveloped areas	21.9	41.2	11.4	9.4	6.2	9.9
* Adult Mail-Back Survey						

#### Parks and Recreation Opinion Statements

Respondents were asked for their level of agreement with various statements concerning outdoor recreation lands and facilities in California, ranging from statements of need for recreational areas to opinions about the impact that recreation and park agencies have on creating jobs and helping the economy.

The majority agreed with all statements except for two: 1) recreation areas for camping or overnight use are needed and 2) private businesses should provide some of the outdoor recreation services at government owned facilities. The majority said they neither disagreed nor agreed with these statements. Statements that received the highest levels of agreement were: 1) recreation programs help improve people’s health, 2) fees collected at each park, wildlife

and recreation area should be spent on that area and 3) rules and regulations in parks and outdoor recreation areas should be enforced.

### Privatization Preferences

This question solicited respondents' opinions on privatizing nine types of recreational work and services currently performed by government recreation providers. The most support was reported for: 1) rental of recreational equipment such as boats, camping equipment, 2) food services such as the sale of ready-to-eat food and beverages and 3) sponsorship of contests, races, and special events.

### Governmental Emphasis on Park and Recreation Facilities, Programs, Services

The majority of adult mail-back survey respondents said that the most governmental emphasis should be placed on: 1) cleaning up pollution of the ocean, lakes, rivers and streams in park and recreation areas, 2) maintaining or caring for park and recreation areas, 3) protecting natural resources, 4) protecting historic resources and 5) remodeling and improving existing facilities. Providing more organized activities/special events and building new facilities were perceived as needing about the same emphasis they were currently receiving.

<b>The Amount of Emphasis State and Federal Government Outdoor Recreation Agencies in California Should Place on Aspects of Outdoor Recreation.</b>								
<b>Idea</b>	<b>Less Emphasis</b>		<b>About the Same Emphasis</b>		<b>More Emphasis</b>		<b>Don't Know/ Unsure</b>	
	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>
Cleaning up pollution of the ocean, lakes, rivers and streams in park and recreation areas	2.1	26	14.1	171	77.8	945	6.0	73
Maintaining or caring for park and recreation areas	1.5	18	21.8	265	71.9	874	4.9	59
Protecting natural resources	2.5	31	20.5	250	71.5	870	5.4	66
Protecting historic resources	2.9	35	25.2	307	66.6	810	5.3	65
Remodeling and improving existing facilities	2.5	31	25.1	305	65.2	793	7.2	87
Buying additional parkland and open space for recreation purposes	6.4	78	33.0	401	50.2	610	10.4	127
Providing educational programs	5.3	64	38.5	468	49.3	599	6.9	84
Providing more organized activities and special events	10.5	127	44.1	536	36.0	438	9.4	114
Building new facilities	10.6	128	45.8	556	34.0	412	9.6	117
* Adult Mail-Back Survey, n=number of respondents								

### Physical Activity and Recreation Constraints

Gang activity, alcohol and drug use in parks, and poorly maintained parks were perceived as the most limiting factors to respondents' physical activity. The least limiting factors were handicap accessibility and the availability of commercial visitor services. This new question asked about the potential barriers to respondents being more physically active in a park. The 26 choices included limited park hours, cost of the activity and a lack of public transportation to the park.

### Climate Change Opinion Statements

Adult respondents were in agreement with all of the following management actions except "do nothing," where 54% strongly agreed that this was not a solution:

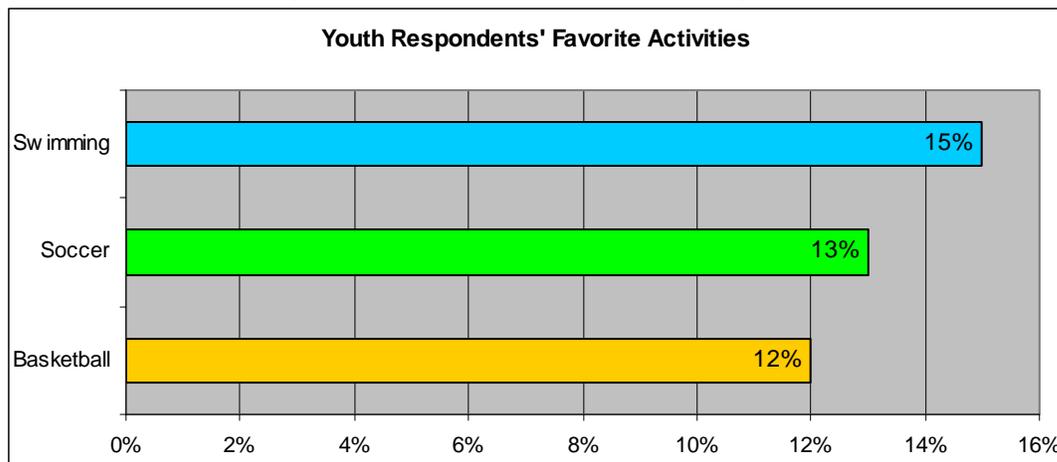
- 1) reduce climate-changing gases
- 2) anticipate the effects of climate change
- 3) educate Californians
- 4) do nothing.

## Youth Mail-Back Survey Results

Adult respondents who completed the telephone survey were also asked if they had any children between the ages of 12-17 living at home. The adult was asked for their permission to send a youth activities survey to one of the children. The mail-back youth survey generated 397 completed responses to its 10 questions. The questions all dealt with outdoor recreation activity preferences, participation and demand and asked for the reasons why youth participated in those activities and what may have prevented their participation in others. Due to the limited number of surveys returned, the results are not representative of California's youth. However, the data collected still provide insight into youth activity patterns and preferences and is therefore included in this summary.

### Favorite outdoor activity

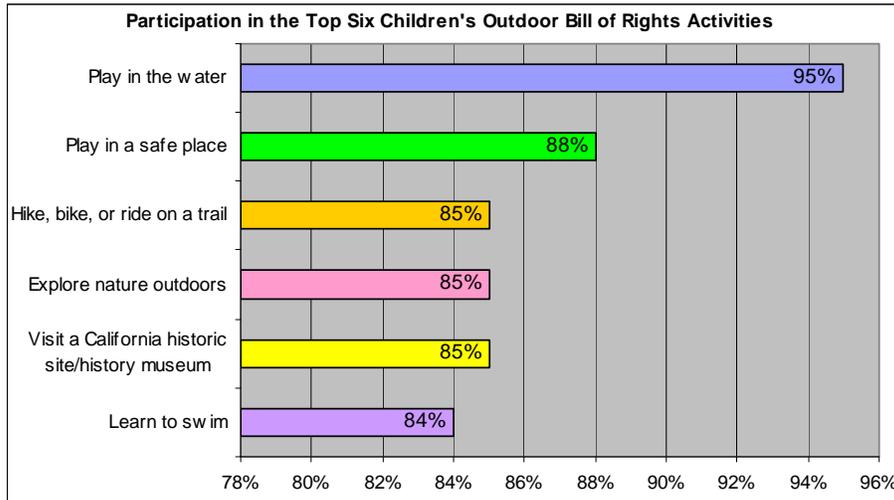
The favorite activity question was open-ended and therefore yielded diverse responses. The most common outdoor activity reported was swimming (15%), followed by soccer (13%) and basketball (12%). When asked why these activities were their favorites, the majority of youth respondents said it was for fun and enjoyment (83.9%) and to do something with their friends and family (68%). Only 50% said their activity was their favorite because they could be outside.



The majority of youth respondents participated in their favorite activity with friends (86%) and immediate family members (57%). It is interesting to note that approximately 35% participated in their favorite activity by themselves. Thirty-two percent of youth respondents reported equal participation in their favorite activity in other areas or parks both in and outside of their neighborhood, but within their town or city. Less than 12% of youth participated in their favorite outdoor activity in their own yard. Other open-ended responses were reported with the most common location being school.

### Activity participation and demand rates

When responding to a question about the California Children's Outdoor Bill of Rights activities, at least 80% had either played in the water, played in a safe place, hiked/biked/rode on a trail, explored nature outdoors, visited a California historic site/museum and/or learned to swim. The lowest participation was reported for catching a fish. However, nearly 58% had reported doing this, which still reflected the majority of respondents.



When asked which activities they participated in during the past 12 months, at least 75% reported walking on streets/sidewalks/paths/trails in their community, swimming in a pool, jogging or running and playing in a park. Fewer than 10% of youth reported participating in hunting, snowmobiling and cross-country skiing.

Among the activities they would like to participate in more, the majority chose horseback riding (47%), sledding/ice-skating/snow play (45%), snowboarding (45%), swimming in a pool (45%) and jet skis or wave runners (45%).

When youth respondents were asked to select actions that could help them participate in outdoor activities more often, the majority said that: 1) providing more recreation areas closer to their home (65%), 2) providing areas for activities that are just for kids their age (56%) and 3) providing equipment (56%) would increase their participation. Providing safer ways to get to recreation areas close to their home was only perceived as helpful by 37% of youth respondents.

When asked about constraints to their activity participation, 41% of the youth respondents said they were too busy to participate in outdoor activities and 49.6% said they were sometimes too busy. In addition, 47% would sometimes rather be on the internet and 47% indicated it is sometimes too hot or cold outside. One in four youth (25%) do not have a family member to do outdoor activities with.

## Demographics

Youth respondents were approximately 53% male and 47% female. The ages of the respondents were relatively well distributed with approximately 17% in each age category of 13, 14, 15, and 16. The majority of youth respondents were of White ethnicity (39%). However, Asians (25%) and Hispanics (20%) also represented a substantial portion of respondents. In addition, nearly 31% of youth respondents resided in Los Angeles County.

## **Overall Recommendations**

Although Californians are regularly visiting parks, they also feel they need more maintenance and care. This focus should include law enforcement efforts, pollution control, and overall maintenance for facilities.

Because Californians visit a diverse range of types of parks, from natural to cultural and developed to remote or wilderness focused, this diversity should be maintained.

Locale is important. Recreation providers should continue to evaluate the accessibility of local parks for all citizens in California. Having local parks will continue to encourage increased use by local community members.

A large majority of Californians are physically active – and therefore, parks and recreation facilities and areas/resources should continue to provide increased access and promote safe and accessible venues for physical activity.

Although Californians are generally pleased with existing facilities, park and recreation providers should continually seek ways to provide a safe environment as well as maintain existing facilities. Additionally, continuing to provide access to trails or safe walking routes, hiking activities will help meet the demands of outdoor recreation participants in California.

Californians are concerned about the health of the environment, with more than two-thirds suggesting that pollution, maintenance of existing facilities, and preservation of cultural and historic heritage should become areas of primary focus by recreation and park providers.

Californians believe that private businesses should continue to provide rental equipment, food services, and sponsorship of events on publicly managed facilities and resources. Approval of private services is increasing, however most Californians believe the job of law enforcement and management of areas should remain with the public park and recreation agencies.

Californians think park and recreation agencies should address climate change by education, reducing greenhouse gases, and management actions to mitigate the impacts. They agree that doing nothing is not an option. Therefore, agencies

providing park resources and recreation should play a proactive role in education and mitigating the impacts of global climate change.

Youth generally participate in activities in and around their neighborhoods or in their community, therefore providing safe and accessible local recreation activities for all youth should remain a high priority.

Youth continue to enjoy access to safe venues for walking, bicycling, etc. including paths, trails, sidewalks, access to swimming pools, and playing in a park. Access to safe and local venues for these activities should remain a high priority for continued youth participation.

Youth identified an increased desire to have greater access to snow play activities (sledding, ice skating, snow boarding), swimming in a pool, and motorized water sports. Opportunities for winter activities for youth from both urban and rural environments should be maintained.

It appears youth are participating in 6 of the 10 activities identified by the COBR. Programs should continue to focus on all 10 activities and continue to pay special attention to wildlife viewing (catch or view fish), celebrating their heritage, camping overnight, and playing on a team.

Because youth appear to be “too busy” often times to participate in outdoor activities, park and recreation professionals should continue to provide accessible activities close to home and in safe environments, and providing the equipment necessary to participate.

### **Full-Length Public Opinions and Attitudes Survey Report**

This chapter presents a preliminary analysis of the data available while this Plan was prepared. A more detailed analysis and interpretation of the survey findings will be published in the survey report in spring 2009. This final report will include comparisons with prior survey data, an analysis of regional responses, and concluding recommendations for addressing the outdoor recreation needs identified in the survey.

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# California's Protected Areas Database

## Introduction

The evaluation of the supply of outdoor recreation lands is a fundamental requirement of the California Outdoor Recreation Plan (CORP) and an important tool for identifying outdoor recreation resources and needs statewide. In 2006, California State Parks was awarded a Land and Water Conservation Fund grant to complete a statewide inventory of public open-space and recreation lands. This project contributes significantly towards the evaluation of the statewide supply of local outdoor recreation resources.

The California Protected Areas Database (CPAD) will be used by LWCF applicants statewide to demonstrate that their project proposals meet an outdoor recreation need for protected open space and recreation lands. The CPAD illustrates the distribution of protected areas throughout the state, identifying those regions that are lacking parks, such as the Central Valley. DPR is currently developing selection criteria funded by the "Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006" that use the CPAD as a tool for determining if proposed grant projects duplicate existing park resources, so that priority is given to park projects proposed for underserved areas. The CPAD was introduced during the public outreach development of the Issues and Actions as a local and regional tool for implementing the Actions through identifying outdoor recreation needs and priorities.

Initially, the intent was to start with a pilot GIS database for six Sacramento Area Council of Government counties and then expand the database to include the rest of the state. During the initial research into available contractors however, it was found that a non-profit organization, GreenInfo Network, had already begun a virtually identical searchable inventory and had already successfully compiled and developed a GIS database for all of Southern California and the Bay Area. California State Parks was able to leverage its grant monies by providing GreenInfo Network with the funds necessary to finish collecting the data for the entire state. This fortuitous collaboration provided a unique opportunity for both California State Parks and the GreenInfo Network to complete a project that for the individual agency might have been cost prohibitive.

The California Protected Areas Database (CPAD) is an inventory of all land in California that is protected in fee ownership primarily for open-space use. It includes everything from small urban parks to large national parks. In total, CPAD includes 48 million acres of protected lands in over 14,000 units owned by about 750 agencies.

CPAD will be a powerful tool for park and recreation providers for assessing the supply of and demand for outdoor recreation resources. There are many

potential uses for the dataset, such as mapping and analyzing the spatial arrangement of park and recreation resources within California communities. CPAD will also be a valuable tool for the general public. Using the ParkInfo interactive map, any user can access the dataset online to locate the park and open-space recreation lands near them. This easy-to-use search engine is available through a new California State Parks Internet site at [www.FindRecreation.parks.ca.gov](http://www.FindRecreation.parks.ca.gov).

CPAD is the most comprehensive and accurate inventory ever done for the state. The table below indicates the breadth and depth of the data collected.

<b>TOTAL NUMBER OF UNITS INVENTORIED BY COUNTY</b>					
<b>County</b>	<b># of Units</b>				
		Madera	26	San Mateo	357
Alameda	529	Marin	299	Santa Barbara	382
Alpine	17	Mariposa	15	Santa Clara	486
Amador	10	Mendocino	39	Santa Cruz	247
Butte	102	Merced	90	Shasta	125
Calaveras	5	Modoc	24	Sierra	12
Colusa	27	Mono	46	Siskiyou	39
Contra Costa	347	Monterey	351	San Luis Obispo	168
Del Norte	17	Napa	245	Solano	214
El Dorado	39	Nevada	25	Sonoma	293
Fresno	407	Orange	855	Stanislaus	230
Glenn	17	Placer	186	Sutter	33
Humboldt	37	Plumas	27	Tehama	34
Imperial	185	Riverside	701	Trinity	14
Inyo	17	Sacramento	357	Tulare	132
Kern	207	San Benito	17	Tuolumne	22
Kings	28	San Bernardino	1,023	Ventura	651
Lake	21	San Diego	1,666	Yolo	134
Lassen	21	San Francisco	240	Yuba	135
Los Angeles	2,272	San Joaquin	152	<b>Total</b>	<b>14,397</b>

## How was CPAD created?

CPAD was completed by GreenInfo Network with major financial support from California State Parks, but also with prior funding from many other agencies, organizations and private foundations, including:

Annenberg Foundation	Bay Area Open Space Council
California State Coastal Conservancy	Central Coast Open Space Council
Great Valley Center	Resources Legacy Fund Foundation
Sierra Nevada Conservancy	Southern California Open Space Council
University of California, Davis Information Center for the Environment/Great Places Program	

CPAD has been developed using a wide range of data sources, including previous databases (e.g. Public Conservation and Trust Lands), parcel data from counties, ownership data files from agencies and other research. The following processes were used to update CPAD:

- The updating process began with evaluation of a GIS layer developed in the late 1990s by the California Resources Agency, which used GNIS (Geographic Names Information System) and other data to create rough boundaries of urban parks.
- GreenInfo Network surveyed cities statewide and received responses from cities that provided either GIS data or maps that were fairly easily digitized. They researched related agencies, city web sites for the cities that did not respond and secured lists of parks and other collateral information. During this process they found that many cities had no available GIS data on their parks and often only schematic (possibly not to scale, not geo-referenced or just diagrammatic) maps on their websites.
- The data was then sifted through for each city, checking and crosschecking various data sources (road maps and atlases, etc.) to come up with the final layer. Where there was data, park boundaries were matched up with assessor's parcels, and in all cases GreenInfo used high-resolution aerial photography to determine boundary placement.
- Because the protected lands database does not track sites that are solely recreation buildings (and only public recreation lands in any case – not privately owned sites), what is shown as an urban park may not be all the recreational site locations that an individual city may show. There may also be some sites where the exact footprint of the park may not be clear since it could not always be determined if the onsite buildings were part of the park or not.
- There has also been a significant effort to align all protected lands with assessor parcel data. This was accomplished by acquiring GIS parcel data, overlaying it on aerial photographs and comparing it with our existing GIS boundaries. The GIS boundaries were then moved to match assessor parcels, even if an open space or park agency had provided GIS files that

showed a slightly different location. The standard is to use the assessor parcels as the final geometric boundaries (realizing there are still issues with assessor boundaries in a few areas).

### **What is CPAD and what does it contain?**

The California Protected Areas Database is a GIS inventory of all protected open-space lands in the State of California. The database contains lands held in fee ownership by public agencies and non-profits - it does not contain data on private conservation and other similar public-agency easements. The lands in CPAD range from national forests to small urban parks. Federal, state, county, city, special district and non-governmental agency holdings are included and have been mapped at high levels of accuracy.

CPAD has been developed to support conservation and open-space/recreation planning and public access. It is not an inventory of all public lands. For example, city halls, water treatment plants and other government-owned facility lands are not included. At the city level, recreation facilities that do not include significant open-space have not been included (e.g. swimming pools, recreation halls, ball courts, etc., where these are not part of a park with green space).

#### What CPAD includes:

- Lands that are permanently protected for open-space purposes by public agencies or non-profit organizations.
- Fee lands only – easements are being developed in a separate database.
- Some special use lands, such as publicly owned cemeteries and golf courses.

The inventoried lands typically fall into one or more of these categories:

- Habitat Conservation – Wildlife or plant reserve protected specifically for habitat
- Recreation – Active recreation, picnicking (city parks, parks with developed areas)
- Open-space – Open land serving a broad range of purposes
- Historical/Cultural – Museums, historic sites
- Forestry – Active forest harvesting, tree growth for forestry (publicly owned only)
- Agriculture – Crop lands including developed pastures
- Ranching – Dry and grazing pasture
- Water Supply – Watersheds, waterways
- Scenic Area – If officially designated
- Flood Control – Flood plains, flood control channels

#### What CPAD does not include:

- Green areas that are parts of schools unless there is a defined agreement to allow those for public use.

- Military lands used primarily for military purposes – a separate data layer of military lands is available at CaSIL (the California Spatial Information Library).
- Conservation scores (United States Geological Survey Gap codes).
- Tribal lands of the Native American sovereign nations.

The data is collected in the series of discrete fields described in the table below:

<b>INCLUDED DATA FIELDS</b>	
<b>Attribute Title</b>	<b>Definition</b>
Holding_ID	Unique ID for each holding unit
Hold_Name	Name of the Holding (a holding is a discrete parcel of land – more than one holding may comprise a park or other such designation). Not all Holdings have names due to funding limitations and agency data.
Unit_ID	ID for each unit. Units are made up on one or more Holdings. For example, a State Park is one unit, but may consist of many holdings, some contiguous and some at a distance from each other.
Unit_Name	Name of the Unit
Agency_ID	Unique ID that identifies the agency that owns or administers the land
Agency_Nam	The name of the agency that owns or administers the land
County	County the protected land is within
Type	Type of ownership – fee, easement, mixed or transfer (transfer is a temporary status used by land trusts and others who are shifting ownership to another agency)
Agency_Typ	Federal, State, County, City, Special District, Non-Profit (mostly land trusts)
Land_Water	Identifies whether or not the land is submerged/tidal
Access	Type of access – Open Access, Restricted Access (i.e., permit required), No Access
Prim_Use	The primary use of the protected land (not available for all Holdings)
GIN_Acres	GIS calculated acreage, may not match official agency records

### **How will CPAD be used?**

#### Online Search Engine - ParkInfo

CPAD is available through the ParkInfo search engine where users can locate parks and other open-space recreation opportunities anywhere in California. ParkInfo is an interactive Internet-based map that allows any user to easily search for open-space and recreation lands using the Google Maps interface. Users can search for parks by zip code, county, city, or by proximity to their home address. They can also point, click, pan and zoom on the interactive web

map. Some of the map attributes include owning-agency name, public-access status, acreage, and a link to the managing agency's webpage.

Currently, urban parks only include those sites that have a significant percentage of open space compared to structures – recreation facilities that are primarily buildings are generally not included. However, data is currently being collected to include campgrounds, major regional trails, and some urban facilities such as ball courts, recreation centers, and pools.

The ParkInfo search engine is currently available through both the California State Parks webpage at [www.FindRecreation.parks.ca.gov](http://www.FindRecreation.parks.ca.gov) and GreenInfo Network's [www.parkinfo.org](http://www.parkinfo.org). The ParkInfo portal (as seen below) can be inserted into any webpage using very basic technology. Anyone interested in providing the ParkInfo search engine (below) on a webpage may contact GreenInfo Network.

The screenshot shows the California State Parks ParkInfo search engine interface. At the top, the CA.GOV logo and "California State Parks DISCOVER THE MANY STATES OF CALIFORNIA." are displayed. Below this is a navigation bar with "Recreation Home" and "CA State Parks" tabs. A large banner image shows a dirt trail with cyclists. The main content area is divided into two columns. The left column contains a search form with the heading "What are you looking for?". The search form includes a "What:" dropdown set to "Park", a "Search:" dropdown set to "Near My Address", and a text input field with "Type your address, then select a distance" and a "Go" button. Below the search form is a "Search results:" section with a "Print this list" link. The search results section features a green header "Welcome to ParkInfo" and the text "Your portal to open space recreational opportunities". It states "Parks and other open lands are now available for the entire state of California." and includes a "Getting Started..." section with two numbered steps: 1. Use the search choices above to choose parks and open spaces within your area, OR 2. Zoom in on the map and click on a site to see details about that particular park or open space. The right column features a map of California with various cities and parks marked. The map includes a legend at the bottom with three categories: "Click on any park for details" (represented by a hand icon), "Open Access Parks" (represented by a green square), and "Restricted Access Parks" (represented by a green square with a white border). The map also shows major highways and neighboring states like Nevada and Arizona.

### Use of the Database

CPAD is a relational database linking information about land holdings with information about the agencies that own and operate these lands. The dataset is available as both an ESRI file geodatabase and as an ESRI shape file (Environmental Research Systems Institute - designer and developer of GIS technology). This detailed data can be used in a variety of ways, including:

- Assessing the availability of open-space and recreation lands
- Evaluating the nexus between local, state and federal recreation resources by political districts
- Analyzing statistical factors such as the number of park acres per 1,000 residents within a political subdivision
- Identifying the location of state/federal funded outdoor recreation projects (grants) by year, type, and political subdivision.
- Overlaying park and recreation areas on aerial photographs to show facilities, natural features, man-made features, adjacent land uses and other similar characteristics.
- Providing maps and reports depicting the current supply of park and recreation resources. This could be done for the entire state, or by city, county, special district, Assembly/Senate district or region.
- Comparing park locations with demographic data to map and identify underserved neighborhoods and communities.
- Identifying potential linkages or natural connections between resource lands held in public ownership.
- Helping guide the acquisition of new parkland and recreation areas.

The inventory database search engine will be housed by the state's CERES (California Environmental Resources Evaluation System) program at CaSIL (California Spatial Information Library) and is available (for non-commercial use only) by download at [http://casil.ucdavis.edu/frs/?group\\_id=115](http://casil.ucdavis.edu/frs/?group_id=115).

### **What is next for CPAD?**

The database has been designed to accommodate later additional attributes, such as campsites, recreation facilities, and etc. The Planning Division is currently working with GreenInfo Network on these additional efforts:

- A comprehensive inventory of public campgrounds throughout the State
- A collection of spatial data on the 23 major regional trails highlighted in the California Recreational Trails Plan
- A sample inventory of urban recreation facilities, like pools, ball courts, and recreation centers.

It is hoped that this additional information will also become available to the public through the online public search engine.

As with any large data gathering program, there are likely to be lands that have been missed, wrongly included or miss-attributed. These errors are expected to be corrected over time.

GreenInfo Network will continue maintenance of the CPAD to the extent the financial resources are available. Discussions about the best strategy for updating CPAD are in process and any interest other state entities may have for supporting this major effort is welcome. If you are interested in the current status of CPAD, you want more technical information, or you would like to be involved in supporting updates, visit [www.calands.org](http://www.calands.org).

## **Wetlands**

Beginning in 1988, Section 303 of the Emergency Wetlands Resources Act requires each Statewide Comprehensive Outdoor Recreation Plan (SCORP) to specially address wetlands as important outdoor recreation resources. Section 303 also amends the Land and Water Conservation Fund (LWCF), authorizing wetlands as suitable replacements for LWCF lands being converted to other uses. This element includes the wetland conservation plans and processes which guide the identification of wetland conservation priorities and protection actions within California.

The LWCF Grants Manual requires that this wetlands component provide evidence of consultation with the State agency responsible for fish and wildlife resources – in this case the California Department of Fish and Game (DFG). Planning Staff solicited comments and suggestions on this Wetlands component from the chief of DFG's Comprehensive Wetland Habitat Program and received feedback that the list of wetland planning efforts below was comprehensive.

The LWCF Manual also stipulates that the wetlands component contain a listing of those wetlands types which should receive priority for acquisition, however California does not maintain a list of specific wetland types that are a high priority for conservation in California. Most of the state's work focuses in specific regions of importance carried out by one or more of the state's wetland conservation organizations. Therefore, the local and or regional wetland priorities specific to each of the wetland planning efforts described below have been included in a separate table following the descriptions below. Wetland projects submitted for LWCF consideration must be endorsed beforehand by one or more of the following organizations.

### **Wetland Conservation Plans and Processes**

#### California's Wetlands

<http://ceres.ca.gov/ceres/calweb/wetlands.html>

Wetlands support ecosystems vital for the survival of many fish, aquatic life forms, birds, and plants. Wetlands improve water quality, flood control, groundwater recharge, erosion control, maintain biological diversity, and provide a variety of outdoor recreation opportunities. Only ten percent of the wetlands that existed before European settlement and only five percent of all coastal wetlands remain in California.

In response to the shrinking wetlands, government agencies have implemented legal use restrictions; acquired wetlands for protection, restoration and management; and implemented statewide wetland planning strategies and partnerships. These measures have gone far to protect the state's wetlands, but not all of them are subject to government authority, particularly those located on private lands, where recent Supreme Court decisions have reduced wetlands'

protection. California has, therefore, prioritized increasing public-private partnerships to restore and manage wetlands on private lands.

#### National Wetlands Priority Conservation Plan

<http://www.fws.gov/policy/660fw4.html>

The U.S. Fish and Wildlife Service is responsible for preparing the National Wetlands Priority Conservation Plan (NWPCP), authorized by the 1986 Emergency Wetlands Resources Act (EWRA). The NWPCP's ongoing program provides decision-making guidance on acquiring important, scarce and vulnerable wetlands and establishing other non-acquisition protection measure priorities. Section 301 of the EWRA requires the Secretary of the Interior to establish, periodically review, and revise a National Wetlands Priority Conservation Plan that identifies federal and state acquisition priorities for various types of wetlands and wetland interests.

The NWPCP is an ongoing program and continues to provide guidance for making decisions regarding wetland acquisition. The NWPCP applies only to wetlands that would be acquired by federal agencies and states using LWCF appropriations.

#### California Wetlands Conservation Policy

<http://ceres.ca.gov/wetlands/policies/governor.html>

California's Governor signed the California Wetland Conservation Policy (Executive Order W-59-93) in August 1993. The policy coordinated statewide activities for wetland preservation and protection. The Resources Agency and the California Environmental Protection Agency work together in implementing the threefold policy goals:

- Ensure no overall net loss and achieve a long-term net gain in the quantity, quality, and permanence of wetlands acreage and values in California in a manner that fosters creativity, stewardship, and respect for private property.
- Reduce procedural complexity in the administration of state and federal wetlands conservation programs.
- Encourage partnerships to make landowner incentive programs and cooperative planning efforts the primary focus of wetlands conservation and restoration.

Statewide policy initiatives, geographically based regional strategies, and an interagency wetlands task force were established to direct and coordinate the administration and implementation of the policy.

The statewide policy initiatives include a wetlands inventory, wetland planning, improved administration of existing regulatory programs, landowner incentives, mitigation banking, development and expansion of other wetlands programs, and the integration of wetlands policy and planning into other environmental and land use processes.

The California Statewide Wetlands Inventory compiles the U.S. Fish and Wildlife Service National Wetland Inventory and other available data into a comprehensive wetlands data layer. This layer provides the baseline from which to monitor gains or losses to state wetlands.

#### California Wildlife Action Plan

<http://www.wildlifeactionplans.org/california.html>

“California Wildlife: Conservation Challenges”, prepared by California’s Department of Fish and Game (DFG), is the state’s Wildlife Action Plan, the comprehensive wildlife conservation strategy developed in response to the U.S. Fish and Wildlife Service’s State Wildlife Grants Program. It identifies the California wildlife species and habitats, including wetland habitats, of greatest conservation need, describes major stressors affecting the state’s native wildlife and habitats, and recommends actions to restore and conserve California’s wildlife. The plan identifies special status species of plants and animals, many of which depend on wetland habitats. Growth and development, water management conflicts, invasive species, and climate change have major consequences for these species, ecosystems, and habitats across the state. Other stressors, such as pollution, urban or agricultural runoff, recreational pressures, or human disturbance, threaten native plants and animals in parts of California. The plan recommends better integration of wildlife conservation considerations into transportation planning, local and regional planning, land-use decision-making, working with cities and counties to secure sensitive habitats and key habitat linkages, and allocating sufficient water for ecosystem uses and wildlife needs. Specific recommendations for nine wildlife regions are presented.

#### The California Legacy Project

<http://legacy.ca.gov/>

The California Legacy Project was a Resources Agency initiative that involved a broad range of government agencies and citizen organizations. Working collaboratively, it developed a suite of tools and maps to help Californians make the important decisions about conserving and protecting the state’s working lands and natural resources. The project ended in 2004.

North American Waterfowl Management Plan  
<http://www.fws.gov/birdhabitat/NAWMP/>

In California, the waterfowl habitat protection, restoration, and enhancement processes set in motion by the North American Waterfowl Management Plan (NAWMP) and other partnerships play key roles in setting wetland conservation priorities. Joint ventures and other important regional wetland conservation efforts in California include:

- Southern California Wetlands Recovery Project <http://www.scwrp.org/>  
The Southern California Wetlands Recovery Project (SCWRP) is a broad-based partnership of public agencies, non-profits, scientists, and local communities working cooperatively to acquire and restore rivers, streams, and wetlands in coastal Southern California. Its goal is to accelerate the pace, extent, and effectiveness of coastal wetland restoration through developing and implementing a regional prioritization plan for the acquisition, restoration, and enhancement of Southern California's coastal wetlands and watersheds. The SCWRP's geographic scope is from Santa Barbara County's Point Conception to the Mexican border. SCWRP partners work together to identify wetland acquisition and restoration priorities, prepare plans for these priority sites, pool funds to undertake these projects, implement priority plans, and oversee post-project maintenance and monitoring. Among recent SCWRP accomplishments is the restoration of 570-acre Bolsa Chica, a coastal estuary adjacent to Bolsa Chica State Beach.

- San Francisco Bay Joint Venture <http://www.sfbayjv.org/> The San Francisco Bay Estuary is the nation's second largest and perhaps most biologically significant estuary on the Pacific coast. The San Francisco Bay Joint Venture (SFBJV) brings together public and private agencies, conservation groups, development interests, and others to restore wetlands and wildlife habitat in San Francisco Bay watersheds and along the Pacific coasts of San Mateo, Marin, and Sonoma counties. The goal of the SFBJV is to protect, restore, increase, and enhance all types of wetlands, riparian habitat, and associated uplands throughout the San Francisco Bay region to benefit birds, fish, and other wildlife.

SFBJV is accelerating the ambitious effort to restore San Francisco Bay, including high profile acquisitions and restorations of salt ponds and bayland pastures. Since 1996, SFBJV partners have protected, restored, or enhanced over 62,000 acres of wetlands, lakes, creeks, and adjacent uplands in the Bay area.

- Central Valley Joint Venture <http://centralvalleyjointventure.org> The Central Valley Joint Venture (CVJV) brings together conservation organizations, public agencies, private landowners, and other partners interested in the conservation of Central Valley bird habitat. The mission of the CVJV is to

“work collaboratively through diverse partnerships to protect, restore, and enhance wetlands and associated habitats for waterfowl, shorebirds, water birds, and riparian songbirds, in accordance with conservation actions identified in the Joint Venture’s Implementation Plan.” The Plan was rewritten and updated in 2006, expanding it from its original focus on waterfowl to include six bird groups: wintering waterfowl, breeding waterfowl, non-breeding shorebirds, breeding shorebirds, water birds, and breeding riparian songbirds.

- The Inland Wetlands Conservation Program (IWCP) [http://www.wcb.ca.gov/Pages/inland\\_wetlands\\_conservation\\_program.html](http://www.wcb.ca.gov/Pages/inland_wetlands_conservation_program.html) was created within the Wildlife Conservation Board (WCB) by legislation in 1990, to carry out the programs of the CVJV by awarding grants to nonprofit organizations, local governmental agencies, and state departments to restore and enhance wetlands.

Since 1992, the CVJV partners have protected, restored, and enhanced over 520,000 acres of habitat. For example, in 2008, Ducks Unlimited Inc., a CVJV partner, began its American and Sutter Basins Wetlands Project, which will protect, restore, or enhance 3,737 acres of wetlands, riparian forests, and associated uplands.

- Riparian Habitat Joint Venture <http://www.rhjb.org/> California Partners in Flight initiated the Riparian Habitat Joint Venture (RHJV) project in 1994. The vision of the RHJV is to restore, enhance, and protect a network of functioning riparian habitat across California to support the long-term viability of land birds and other species. A wide variety of other species of plants and animals will benefit through the protection of forests along the rivers, streams, and lakes.

RHJV members’ projects contribute significantly to restoration of riparian habitats, especially in the Central Valley. For example, River Partners, an RHJV partner, has restored over 6,000 acres of riparian habitat along the major rivers of California since 1998, and recently planted its millionth tree.

- Pacific Coast Joint Venture <http://www.pcjb.org/> The Pacific Coast Joint Venture (PCJV) was established in 1991. The PCJV works primarily in 18 focus areas from northern California to British Columbia, Alaska, and Hawaii. The focus areas in northwestern California include key habitats for water birds at the Eel River Delta, Humboldt Bay, and Lakes Earl and Tolowa.
- Intermountain West Joint Venture <http://www.iwjb.org/> The Intermountain West Joint Venture (IWJV) is a public/private partnership dedicated to the conservation of bird habitat in parts of 11 western states stretching from Canada to Mexico, including northeastern California. The mission of IWJV is to facilitate the long-term conservation of key avian habitat including planning,

funding, and developing habitat projects that benefit all biological components of Intermountain ecosystems.

The joint venture's implementation plan was rewritten in 2006. Important bird habitats it identifies in California include Ash Creek, Modoc National Wildlife Refuge, Sierra Valley, the Klamath Basin, Eagle Lake, Goose Lake, Lake Almanor, Honey Lake, and Mono Lake.

- CALFED Bay Delta Program <http://calwater.ca.gov/index.aspx> The San Francisco Bay/Sacramento-San Joaquin River Delta formed by California's two largest rivers, the Sacramento and San Joaquin, is a drinking water source for millions of Californians and home to hundreds of plant and animal species. It supports the bulk of the state's commercial salmon industry and irrigates much of California's farmland. The CALFED Bay-Delta Program was formed in 1995 to develop and implement a 30-year plan to restore the ecological health of the Bay and Delta, improve water supply reliability and water quality, and stabilize the Delta's foundation of levee systems. The Program is a collaboration between numerous state and federal agencies with a mission to improve California's water supply and the ecological health of the San Francisco Bay/Sacramento-San Joaquin River Delta.

As part of its implementation of the CALFED Bay-Delta Program, the Department of Fish and Game is developing the Bay-Delta Conservation Plan. <http://resources.ca.gov/bdcp/>. The goal of the Bay-Delta Conservation Plan (BDCP) is to help recover endangered and sensitive species and their habitats in the Delta in a way that also will provide for sufficient and reliable water supplies. The Plan is scheduled to be completed in mid 2010. The BDCP will:

- Identify and implement conservation strategies to improve the overall ecological health of the Delta
  - Identify and implement ecologically friendly ways to move fresh water through and/or around the Delta
  - Address toxic pollutants, invasive species, and impairments to water quality
  - Provide a framework to implement the plan over time
- Suisun Marsh Protection Plan [http://www.bcdc.ca.gov/pdf/planning/plans/suisun\\_marsh\\_plan.pdf](http://www.bcdc.ca.gov/pdf/planning/plans/suisun_marsh_plan.pdf) Suisun Marsh comprises approximately 85,000 acres of tidal marsh, managed wetlands, and waterways between San Francisco Bay and the Delta. It includes more than ten percent of California's remaining wetlands. Suisun Marsh plays an important role in providing wintering habitat for waterfowl, supports a diversity of plant communities, and provides habitats for a variety of fish and wildlife, including several rare and endangered species.

Conservation of Suisun Marsh is governed by the San Francisco Bay Conservation and Development Commission's Suisun Marsh Protection Plan and by the Suisun Marsh Preservation Agreement between agencies with responsibilities in the marsh. The objectives of the Suisun Marsh Plan are to preserve and enhance the quality and diversity of the Suisun Marsh aquatic and wildlife habitats and to assure retention of upland areas adjacent to the Marsh in uses compatible with its protection.

In recent years, Suisun's tidal marshes were restored at Hill Slough and the Blacklock site, and other restorations are being planned. A new Suisun Marsh Habitat Management, Preservation, and Restoration Plan is being prepared to carry out the Suisun Marsh Preservation Agreement and update the Suisun Marsh Protection Plan.

### **Wetland Priorities for Acquisition and Conservation**

#### California Wildlife Action Plan

<http://www.wildlifeactionplans.org/california.html>

Although species of concern are listed in the Wildlife Action Plan's Wildlife Species Matrix, the Department of Fish and Game does not have information on specific wetland types that are a high priority for conservation in California.

#### North American Waterfowl Management Plan

<http://www.fws.gov/birdhabitat/NAWMP/>

This Plan outlines its ultimate objectives in terms of the abundance and distribution of North American waterfowl populations. Its goal is to meet population objectives through the wise application of local or regional-scale habitat conservation actions guided by regional habitat conservation objectives. To accomplish this, Plan partners strive to quantitatively link regional waterfowl habitat objectives with continental waterfowl population objectives. Empirical and conceptual biological models provide means to link population and habitat objectives (see Appendix A).

The table below is a guide to California's wetland conservation organizations and their wetland priorities. Wetland projects submitted for LWCF consideration must be endorsed by one of the organizations on the following page.

<b>California's Wetland Conservation Organizations</b>	<b>Ecological Areas of Focus</b>	<b>Organizational Objectives</b>
<b>Southern California Wetlands Recovery Project</b>	Tidal wetland ecosystems, stream corridors, riparian areas	Acquire privately-owned tidal wetland ecosystems
		Develop comprehensive restoration plans
		Plan and implement restoration
		Acquire private parcels in tidal wetland ecosystems that are primarily publicly owned
		Develop restoration plans for tidal wetland ecosystems
		Develop plan and implement enhancement
		Acquire large areas of wetland or riparian habitat or floodplain or areas that add to an existing preserve of contiguous wetland habitat or stream corridor
		Provide focused assessment of watershed functioning, stressors, priorities, and identification of specific projects
		Plan and implement priority projects to preserve or restore ecological functioning of stream corridors as identified in watershed assessment or planning document. This can include urban stream restoration projects that are a priority in the watershed
		Acquire smaller wetland areas, riparian habitat or floodplain not contiguous with an existing preserve
		Develop comprehensive watershed management plans
		Plan and implement restoration projects to restore ecological functioning of stream corridors that are not part of a broader watershed planning/management effort
<b>San Francisco Bay Joint Venture</b>	Bay habitats, seasonal wetlands, creeks and lakes	Secure, restore, and improve wetlands, riparian habitat, and associated uplands by applying incentives and using non-regulatory techniques
		Strengthen, promote new funding sources
		Improve habitat management on public and private lands through cooperative agreements and incentives
		Support monitoring and evaluation of habitat restoration projects, research to improve future restoration projects.
<b>Central Valley Joint Venture</b>	Seasonal, permanent and semi-permanent wetlands, riparian areas, rice and agricultural cropland	Protect in perpetuity existing wetland habitats.
		Secure adequate power and water supplies for wetland management.
		Restore and protect in perpetuity former wetlands.
		Enhance all existing wetlands.
		Enhance waterfowl habitat on agricultural lands.
		Project, enhance or restore habitat and water needs of six bird groups including: wintering waterfowl; breeding waterfowl; wintering shorebirds; breeding shorebirds; waterbirds; and riparian songbirds.

<b>California's Wetland Conservation Organizations</b>	<b>Ecological Areas of Focus</b>	<b>Organizational Objectives</b>
<b>Riparian Habitat Joint Venture</b>	Riparian areas	Identify and develop technical information based on sound science for a strategic approach to conserving and restoring riparian areas in California.
		Promote and support riparian conservation on the ground by providing guidance, technical assistance and a forum for collaboration.
		Develop and influence riparian policies through outreach and education.
<b>Pacific Coast Joint Venture</b>	Tidal/coastal wetland ecosystems, riparian areas, former agricultural cropland	Ensure the long-term maintenance of habitat values and natural ecological processes in coastal wetland ecosystems.
<b>Intermountain West Joint Venture</b>	Aspen woodland, grassland, dry forest, sagebrush steppe, riparian areas, aquatic-wetland, agricultural cropland	Facilitate the long-term conservation of key avian habitat including planning, funding, and developing habitat projects that benefit all biological components of Intermountain ecosystems
		To protect 1.5 million public and private acres through facilitation of conservation easements, management agreements, incentive programs, and stewardship programs.
		To restore and enhance 1 million acres of wetland habitat through direct habitat improvement programs.
		To enhance all bird habitat through direct habitat improvement programs, public education, and cooperation with partners.
		Protect, restore, enhance and/or maintain key Intermountain bird populations and their habitats on a variety of land ownerships.
		Facilitate partnerships which are voluntary and non-regulatory for private and other landowners at various scales.
		Work across political boundaries to assist with the formation of nontraditional cooperative efforts.
		Maintain a biological planning effort which is based on the best science available, employs an adaptive approach, and guides a practical approach to project development.
		Foster a monitoring and evaluation program that centers on program evaluation, project tracking, and applied science needs.

California's Wetland Conservation Organizations	Ecological Areas of Focus	Organizational Objectives
<b>CalFed Delta-Bay Program</b>	Stream corridors, riparian areas, agricultural cropland, tidal wetland ecosystems	To improve California's water supply and the ecological health of the San Francisco Bay/Sacramento-San Joaquin River Delta.
		To improve and increase aquatic and terrestrial habitats and improve ecological functions in the Bay-Delta to support sustainable populations of diverse and valuable plant and animal species.
		To provide financial and technical assistance for watershed activities that help achieve the mission and objectives of CALFED, and to promote collaboration and integration among community-based watershed efforts.
		Through seminars train graduates equipped with the skills and technology transfer network to make significant improvements in the management of key California watersheds
		Address toxic pollutants, invasive species, and impairments to water quality
<b>Suisun Marsh Plan of Protection</b>	Riparian areas, tidal wetland ecosystems	Preserve and enhance managed seasonal wetlands
		Implement a comprehensive level protection/improvement program
		Protect ecosystem and drinking water quality, while restoring habitat for tidal marsh-dependent sensitive species

## **California's Recreation Policy**

The five priority areas of focus within the Recreation Policy were developed as a response to the issues identified in the 2002 CORP. California's 2005 Recreation Policy outlines the state's strategies, priorities and actions for addressing the outdoor recreation issues of statewide significance. The Recreation Policy was then introduced during the development and public outreach of the CORP as a guide for updating the state's outdoor recreation Issues and Actions. Priorities identified during the Recreation Policy's development and public outreach process were integrated into the following chapter on Issues and Actions.

The Recreation Policy was proposed as a future element of the California Outdoor Recreation Planning Program in the 2002 CORP. The proposed Policy element was considered consistent with the 2002 CORP Issue: The Status of Parks and Recreation. The associated Action item called for stakeholders to: "Commission research to document the economic, social, heritage, cultural, recreational, health, public safety, and physiological benefits of parks and recreation programs and services in California." The current Recreation Policy update was funded through an amended 2003 LWCF planning grant and the Policy was completed in 2005.

### **Policy Background and Goals**

Since the first policy was created in 1962, the California Recreation Policy has continuously reaffirmed the varied and increasingly important roles that park and recreation lands, facilities and programs play in bringing value to lives of Californians and their communities. Recreational opportunities provide Californians the freedom to develop their innate capabilities, intelligently use their energies, and enrich their health and well-being. Research consistently points toward recreation as essential to the physical and emotional well-being of individuals and society. It is therefore important that all Californians be provided with adequate opportunities by which they can pursue their recreational interests.

In recognition of this, the State Legislature has delegated responsibility for preparing California's Recreation Policy to the State Park and Recreation Commission. Public Resources Code (Section 540) and the Commission's Statements of Policy direct that: "The Commission shall formulate, in cooperation with other state agencies, interested organizations and citizens, and shall recommend to the Director (of the Department of Parks and Recreation) for adoption by him/her, a comprehensive recreational policy for the State of California."

This updated and comprehensive 2005 policy is directed at recreation providers at all service levels: federal, state, and local agencies and special districts; private suppliers; and quasi-public or nonprofit organizations. It is intended that all suppliers of park facilities and recreation opportunities will be guided by

California's Recreation Policy as they work to provide the high quality recreation experiences Californians have come to expect and which they deserve.

## **Policy Development and Public Outreach**

The process used by the Commission in developing the 2005 California Recreation Policy has been open and inclusive. A twenty-seven member Policy Oversight Committee, involving representatives from public, private and non-profit groups, provided initial direction and later review to the effort. Early drafts of the policy were shared at a number of meetings and venues; written comments were solicited; the policy was posted on the Department's website; and was a topic on the Commission's April 2005 meeting agenda. Along the way, comments were received from well over 100 organizations and individuals.

## **California's Recreation Policy**

This 2005 California Recreation Policy is intended to be broad in scope and considers the full range of recreation activities – active, passive, indoors and out-of-doors. This timely policy considers the means by which recreational opportunities are provided – the lands, waters, facilities, programs and support functions – and it recognizes the considerable health, personal, social, economic and environmental benefits served through the many important dimensions of recreation.

To simplify and make the process more meaningful, the policy has been divided into five general areas:

- 1. Adequacy of recreation opportunities**
- 2. Leadership in recreation management**
- 3. Recreation's role in a healthier California**
- 4. Preservation of natural and cultural resources**
- 5. Accessible recreational experiences**

### **1. Adequacy of recreation opportunities**

The supply of parklands, water, open space, recreation facilities and services must be adequate to meet future and current demands, particularly in the state's most populated areas.

It is State policy that:

An ample supply of park and recreation areas, along with their associated open space and natural areas, facilities, beaches and waterways, trails and programs should exist throughout California so all people can safely engage in near-home activities as well as opportunities to visit distant locations for extended leisure time or vacation pursuits.

Particular attention should be given to providing access to parklands and natural and developed recreation areas in and near the urban areas where most Californians live. In heavily populated areas, careful attention should be given to the acquisition and protection of natural and cultural resource lands, waters and open space. It is also important to recognize the need for critical recreational facilities in rapidly growing rural areas.

Public service providers closest to the recreation resources, and particularly to the sources of recreation demand, shall have the primary responsibility for providing comprehensive recreation opportunities in urban, suburban and rural areas of these cities, counties and special districts. It will be the responsibility of state agencies to take the lead where resources or recreation demands are of regional or far-reaching significance.

Parklands and trails should be promoted for the broad-scale economic and non-economic benefits they provide, whether through opportunities for physical activity, increased jobs, attracting tourists, supporting local communities, drawing in new businesses to park-friendly communities, providing vital concession operations or increasing property values.

## **2. Leadership in recreation management**

Leadership, cooperation and partnership must be demonstrated at all levels to ensure that quality recreation resources, opportunities, programs and services are provided.

It is State policy that:

The State of California, through its Department of Parks and Recreation, should encourage and actively stimulate and coordinate active participation of federal, state, and local agencies, as well as the private and nonprofit sectors, in providing park and recreation lands, waters, facilities and programs.

Local public and private decision makers have an important leadership role in ensuring that a full range of stimulating, enjoyable and safe recreation experiences are available to their constituents, regardless of their skills, abilities or income levels. The State, by means of grants and

technical assistance, shall creatively aid local service providers in the realization of this vision and the vital delivery of these services.

Federal, state and local decision makers and program administrators should weigh the quality of life outcomes associated with park and recreation services in equal measure with other critical community services when considering the allocation of funding and staffing resources.

California's public and private schools, colleges and universities should support their undergraduate, graduate and postgraduate programs for training professionals in park and recreation management. In addition, they should support efforts related to conducting research (e.g., visitor's surveys, facility inventories and activity studies) on park and recreation related subjects and encourage beneficial internship programs at public agencies and non-profit organizations with the understanding that these worthwhile programs provide the future leadership for the park and recreation movement.

Providers in the private, quasi-public and nonprofit sectors are essential partners in the provision of recreation services. They should be encouraged to develop and operate a wide range of recreation resources, and to provide a considerable range of recreation opportunities on both private and public lands where appropriate.

Californians should have the opportunity to, and are encouraged to, actively participate as volunteers in support of recreation facilities and programs.

### **3. Recreation's role in a healthier California**

Meaningful recreation activities, facilities, programs and increased opportunities for physical activity are vital to improving the health and well-being of Californians.

It is State policy that:

Park and recreation land, facilities and programs should be recognized as a positive force for individuals, families, communities and society, fostering extensive community pride, increasing productivity, significantly reducing crime and healthcare costs, and playing a vital role in preventing significant health ailments through physical activity.

Recreation programs should be available for all Californians, particularly for children and youth, to encourage inventive play and support lifelong physical activity and emotional well-being.

Park and recreation professionals should also promote and support increased physical activity among Californians, which is critical to combating the obesity epidemic and preventing serious, chronic conditions like heart disease and diabetes. Park and recreation professionals should also actively take forward the unified and clear message that abundant parks, sports activities and recreation programs provide youth the opportunity to be involved in positive, supervised activities, and that recreation services play a critical role in reducing truancy, teen pregnancy, gang involvement and juvenile delinquency while building self-esteem and improving school performance.

Recreation providers should evaluate the availability and adequacy of facilities and programs to serve California's growing number of seniors associated with an aging population and make necessary adjustments to serve this increasingly important population. Senior programs should actively promote healthy lifestyles, physical activity, continued learning, and community engagement, including intergenerational activities.

Park and recreation providers at all levels should seek opportunities to collaborate with other critical social service programs in such fields as education, health care, housing, juvenile justice and social welfare.

Park and recreation professionals should understand and be able to convey the importance of providing quality passive recreation opportunities that assist the user in enjoying that quiet and solitude of a passive experience.

#### **4. Preservation of natural and cultural resources**

Educating Californians about their state's invaluable resources is a critical part of ensuring these resources continue to be available for the enjoyment of current and future generations.

It is State policy that:

A comprehensive environmental ethic should be fostered among all Californians, particularly its children and youth, to encourage wise use of the state's finite natural and cultural resources.

Californians should be made aware of California's unique and important environmental, ecological, scenic, historical and educational resources and opportunities contained within parks, recreation areas, open space and resource lands.

Inspiring educational materials should be available that have consistent core messages designed to conserve, protect and respect resource values and raise individual awareness to potential concerns.

Attention should be given to the conservation of critical habitat for special status plant species and wildlife, and the restoration of important natural areas such as wildlife corridors and wetlands. The preservation of and education about cultural and historic resources such as archaeological sites, historic trails or notable buildings should receive similar noteworthy attention.

To ensure resource lands, waterways and habitat will continue to be available for future generations, consideration should be given to protecting working farms and ranch lands with important natural and cultural resources through voluntary land protection agreements.

Recreation areas should be planned and carefully managed to provide optimum recreation opportunities without damaging significant natural or cultural resources. Management actions should strive to correct problems that have the potential to damage sensitive areas and degrade resources.

## **5. Accessibility to all Californians**

All citizens have the right to enjoy California's park and recreation legacy.

It is State Policy that:

Physical barriers and administrative obstacles should be eliminated so California's park and recreation lands, waters, facilities, activities and programs are accessible to all who want to enjoy them.

Through careful planning and farsighted parkland acquisition in California's urban areas, Californians should have safe access to a park or other recreation area within walking distance of where they live.

Low income communities and communities embodying California's great diversity should be provided the same access to healthful outdoor settings, well-maintained facilities, and professionally competent programs as are enjoyed by all other Californians.

Employees of park and recreation service providers at all levels should reflect the diversity of California's people in order to better understand the needs and preferences of California's changing population.

## Policy Implementation

Ongoing efforts within California State Parks to implement the Recreation Policy include expanding the State Park System, particularly in the State's most populated areas, **to help address the adequacy of recreation opportunities.** Los Angeles State Park State Recreation Area and Rio de Los Angeles State Historic Park (SHP) were both named and classified in 2005 and Rio de Los Angeles SHP was opened to the public opened in 2006. General plans for Bidwell-Sacramento River State Park, Malibu Creek State Park, Los Angeles SHP and Rio de Los Angeles SHP have all been completed since the Recreation Policy was drafted.

The Office of Grants and Local Services continues to provide **leadership in recreation management** through financial and technical assistance - to local units of government, including cities, counties, and districts that are authorized to acquire, develop, operate and maintain park and recreation areas - through matching grants for acquisition or development of lands and facilities that provide or support public outdoor recreation.

The independent non-profit California Roundtable on Recreation, Parks and Tourism **continues its leadership efforts** to foster public and private efforts to provide quality sustainable outdoor recreation in California. The Roundtable's membership includes representatives from the outdoor recreation industries, user groups, environmental organizations, academia, and recreation providers, with a goal to improve marketing and communication and increase funding and public support.

To help **increase recreation's role in a healthier California** and due to recent concerns about youth detachment from outdoor activities, lack of physical exercise and increased health risks, the Roundtable also adopted the California Children's Outdoor Bill of Rights, which recommends a fundamental list of experiences that every child in California would benefit from experiencing before entering high school. Numerous studies document that children who do these things are healthier, do better in school, have better social skills and self-image, and lead more fulfilled lives.

As part of ongoing efforts to **promote preservation of natural and cultural resources**, California State Parks has received a national preservation award for preserving Gold Rush history in Columbia State Historic Park. State Parks was also awarded \$2.3 million in the "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002" grants to preserve history and culture. In late 2005 State Parks was nearing completion of a five-year, \$9 million natural ecosystem restoration program, funded through the "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002", and including over 140 separate ecosystem restoration projects. State Parks also joined communities and organizations throughout

California in 2007 to participate in the 23rd Annual California Coastal Cleanup Day

State Parks has also continued its **efforts to provide parks access to all Californians** through its FamCamp, Outdoor Youth Connection and Beach Play Day programs. FamCamp was founded in 1995 by the California State Parks Foundation with California State Parks to provide low-income families with greater access to California's state parks, build family bonds and break down social and financial barriers for underprivileged families through a guided weekend group camping trip for approximately 1,600 children and family members each year. The 2007 11th annual Beach Play Day also brought over 700 inner-city youth to Huntington State Beach to learn about outdoor physical fitness, building self-esteem and healthy living options.

## Issues and Actions

### Introduction

This chapter of the California Outdoor Recreation Plan (CORP) identifies outdoor recreation issues and needs of statewide importance based upon, but not limited to, input from the CORP's public participation program. These statewide issues include the most pressing concerns broadly affecting California's park and recreation service providers. This document provides guidance for the planning, acquisition and development of needed recreation lands and facilities by detailing these concerns and identifying actions to address them. This effort to identify the issues and actions is required to develop California's strategy for meeting outdoor recreation needs statewide. This Plan identifies those issues and needs California will address through the LWCF and those issues that need to be addressed by other means.

This edition updates the prior CORP; the six issues and their related actions were used as the starting point for public participation and discussion about their continued relevancy and whether they still reflected California's large and diverse population. The six issues were carried forward and two new issues were introduced.

The determination of the needs, issues and actions and formulation of the state's strategy to meet these needs have been informed by analysis of a combination of data sources, including the conclusions and implications of the 2007 survey of Public Opinions and Attitudes on Outdoor Recreation, policy developed through the CORP public workshops, planning studies and the Advisory Committee, the public outreach processes for California's Recreation Policy, the Children's Outdoor Bill of Rights, and the Central Valley Vision, as well as California's trends, challenges and wetlands research.

The public participation process involved sessions with a 20-member CORP Advisory Committee, a survey of California Park and Recreation Society members, a California Roundtable on Recreation, Parks and Tourism discussion and four public workshops. The public outreach program is discussed in more detail in the California Outdoor Recreation Plan Public Outreach section of the Appendix.

This Issues and Actions chapter explores ways that recreation providers can both accommodate current demands for outdoor recreation opportunities and prepare to meet the needs of future generations. The remainder of this chapter is organized around the eight key issues, with a summary of each and examples of progress that has been made in the last five years. Actions to address each issue follow, separated into those potentially eligible for LWCF assistance and those that would need to be addressed using other means. This identification of statewide issues and actions is an important component of the CORP planning

and development process by providing guidance to direct California's strategies, priorities and actions for the obligation of the state's LWCF apportionment.

## **Issues and their Issue-Specific Actions**

### **1. Lack of Access to Public Park and Recreation Resources**

#### Summary of this Issue

Providing more accessible and safer park settings can promote inspiration, discovery, learning and encourage outside activities, active living and a healthy lifestyle for all Californians. Understanding and meeting the public's recreation needs helps remove barriers limiting public use of outdoor recreation areas and ensures that parks and recreation remains relevant, viable and important to our current and future population. Park and recreation agencies can embrace the diversity of California's population and remove barriers by providing services, facilities and programs that meet the needs of a diverse pool of current and potential park users and by providing opportunities for young people from all backgrounds to experience parks and recreation facilities, programs and services.

All park and recreation lands, facilities, programs and services need to be fully accessible to all Californians; by increasing accessibility, relevance will be increased as well. Restricted access is more than just physical barriers; it includes barriers of proximity, relevancy, safety, or inadequate transportation to outdoor recreation lands. Environmental barriers can involve the recreation settings themselves, including unfamiliar terrain, animals, plants and insects. Demographic obstacles include those that do not serve the changing recreation preferences of park visitors. Different ethnic and generational groups recreate and use facilities differently than do prior generations. Administrative obstacles to access include a lack of cooperation and coordination between park and recreation providers, a lack of connectivity between local resources and a lack of information about emerging recreation trends.

Other key points included in this issue are:

- Safety and security in many park and recreation areas needs to keep pace with increases in use, user conflicts, inappropriate behaviors and illegal activities.
- Many parks and recreation facilities, programs and services have barriers such as distance, location, fees, environmental restrictions, security, access for persons with disabilities, traffic and the lack of public transportation.
- Physical, environmental, demographic and administrative obstacles can impede participation in outdoor recreation opportunities.
- Many park and recreation facilities, programs and services need to be made more relevant to meet the demands of segments of California's rapidly changing population, such as the elderly, youth, single parent families, ethnic groups, new immigrants and persons with disabilities.

- In their efforts to protect resources, park and recreation providers have difficulty making changes such as removing accessibility obstacles or responding to public demand for new opportunities.
- Economic and other pressures can cause LWCF compliance and conversion issues, occasionally leading to the loss of existing parks.

#### Examples of Progress on the Actions for this Issue Since 2002

Some of the actions suggested in the prior CORP for addressing this issue have been implemented. Examples include:

- The California Protected Areas Database is a new Internet-based search engine that allows the public to find parks near their homes or other favorite locations. The database includes a statewide inventory of federal, state, county, city and special district open-space and outdoor recreation lands and facilities. The public can search for parks near them by address, city or zip code and then produce a list of the nearby parks, a map showing their locations, driving directions and a list of webpage links to the various managing agencies.
- The State Parks publication “Park and Recreation Trends in California 2005” examines trends affecting parks, recreation areas, programs and services. By understanding these trends, providers can assess recreation needs, analyze market demands and niches and identify those recreation programs likely to be successful. This allows providers to better understand which types of parks and outdoor recreation opportunities are needed and which facilities and programs are likely to be supported.
- The mission of the State Parks Office of Community Involvement (OCI) is to develop and implement programs that increase services to non-traditional park users and underserved communities. The OCI Outdoor Youth Connection™ and Youth Leadership Institute provide teenagers affiliated with community-based organizations the chance to experience outdoor activities, camping, team-building and leadership. OCI’s FamCamp® program provides camping opportunities for underserved populations who do not normally have access to the outdoors.
- The “California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002” supported progress on this issue. The projects below are some examples of how the funding was used:
  - Quarry Lakes ADA Fishing Pier – a City of Fremont project constructing an ADA fishing pier with accessible parking, picnic tables, BBQs, paths and a fish cleaning station at Quarry Lakes Regional Recreation area, \$995,000.
  - Clayton Downtown Park – development of a one-acre community park in downtown Clayton, located in the outer San Francisco Bay area, \$220,000.
- Examples of projects funded through LWCF include:
  - Grant Hill Park Development, upgrading tot lot, adjacent picnic area and drinking fountain for disabled access, including accessible

parking and path of travel at the existing Grant Hill Neighborhood Park in San Diego, \$122,808.

- McCray Park Development, renovating a playground and picnic area to meet ADA guidelines in McCray Park in the Town of Oildale near Bakersfield, \$39,895.

#### Specific Actions to Address the Access Issue

The following actions include some considered still relevant from the prior CORP and some new actions generated during the public participation process.

These actions are potentially eligible for LWCF assistance:

1. Provide outdoor recreation lands and facilities:
  - Pursue acquisition opportunities to provide open space and public access to water features such as the ocean, lakes, rivers, streams and creeks.
  - Pursue urban acquisition and development opportunities close to where people live and work and where current recreation opportunities are inadequate.
  - Increase the number of group picnic areas and camping opportunities to respond to California's changing demographics and recreation preferences.
  - Increase the number of available campsites in popular and emerging camping areas and provide cabins, tent cabins, yurts, or other affordable lodging for park visitors who prefer these camping alternatives.
  - Provide alternative park elements, such as off-leash dog areas, interactive water features, climbing walls, rope features and exercise features.
  - Provide opportunities for outdoor adventure and extreme sports experiences.
  - Develop more areas and opportunities for off-highway motorized recreation.
  - Promote and use existing LWCF 6(f)(3) protection as a tool to prevent the loss of existing parks.
2. Improve access to outdoor recreation areas:
  - Acquire and develop trails providing safe routes to parks from places where people live or work, or trails linking parks and other outdoor recreation areas, such as the regional trail corridors identified in the California Recreational Trails Plan.
3. Provide information:
  - Maintain, improve and add key elements to the California Protected Areas Database to continue to provide information to the public and recreation providers about outdoor recreation lands and facilities. Use the database and other information to evaluate the adequacy of outdoor recreation opportunities in different communities.
  - Document levels of use and need at popular recreation areas.

- Continue to track emerging trends and changing demographics affecting access, relevance, safety and barriers affecting the pursuit of outdoor recreation opportunities. Conduct research where needed and disseminate reports to park and recreation providers.
- Survey trail users statewide to collect data on the various types of use, the most popular trails, the typical trail miles traveled, the perceived benefits of trail use, the highest priority trail needs and trail user demographics.
- Survey or interview youth regarding their recreation participation, needs and preferences.
- Conduct and publish research on how trails can better meet needs of youth and seniors, the ecological benefits of good trail design and the social and cultural barriers that effect trail use.
- Research and develop parks and recreation benchmarks, such as the number of parks and recreation acres per 1000 residents available in various areas throughout California.

These actions would probably need to be addressed by means other than assistance from the LWCF:

1. Provide new kinds of outdoor recreation areas in neighborhoods with high-density housing and worksites, such as ‘vertical parks’, rooftop gardens, or sky parks, to create outdoor recreation opportunities in emerging urban centers.
2. Provide recreation programs to better serve Californians:
  - Establish and fund inclusive camping programs to attract urban or non-traditional park users.
  - Incorporate senior and cultural planning into community centers.
  - Improve public transit access to parks and recreation areas and trail connections.

## **2. The Lack of Linkages and Seamless Delivery of Recreation Opportunities**

### Summary of this Issue

Parks and recreation areas, facilities, programs and services need better coordination in urban or rural areas where many public, private, non-profit or other park and recreation providers have individual recreation areas, facilities, programs and services. State outdoor recreation agencies also need to better coordinate their delivery of recreation opportunities. Providers differentiate between park and recreation entities at the expense of emphasizing the range of recreation opportunities available to the public. Strengthening the connections between all public, private and non-profit parks and recreation agencies and organizations that share common missions and goals can help provide a seamless delivery of recreation opportunities to all Californians.

The links between parks and recreation areas, facilities, programs and services and healthy individuals, healthy communities and a healthy environment need to be more clearly demonstrated and communicated to the decision makers and the public. These linkages can be physical connections, such as trails or greenways linking nearby parks. These links can also be programmatic connections, like a multi-agency fitness program coordinating several local areas. Interpretive connections can also link resources, educating visitors about the resources at several protected sites in a region, such as a coastal area or mountain range.

Coordinated action addressing a shared problem can also build linkages and encourage seamless delivery of recreation services. The Children in Nature Campaign is an important example, through which many outdoor recreation agencies are addressing the disconnect between today's children, nature and the outdoors. To develop and maintain long-term positive connections with the park users and the public at large we must instill in our children the need and desire to promote and preserve outdoor recreation opportunities. This will help ensure the public's support for financing to protect, manage and improve current and future parks and recreation resources and facilities.

Other key points included in this issue are:

- Trails connectivity between the responsible organizations is sometimes lacking or not fully communicated to the public.
- There is little promotion of other parks and recreation areas, facilities and programs beyond those within a individual agency's responsibility.
- There is no central clearinghouse where parks and recreation-related information is made accessible to the public or recreation providers.
- There are more opportunities for partnerships between health agencies and park and recreation providers than currently exist.
- There is an increasing need for multi-generational parks and recreation areas, facilities, programs and services and a stronger link between parks and recreation and social service providers.
- The connection between outdoor recreation, physical activity and health needs is not emphasized enough by park and recreation providers. More research is needed to make the connection between health issues and outdoor recreation, such as the link between park-poor communities and higher obesity rates in children.

#### Examples of Progress on the Actions for this Issue Since 2002

Although this issue has been newly articulated since the prior CORP, some examples of progress already made were provided during the public participation process:

- Several public outreach participants described partnerships between local park and recreation providers and area schools. These include joint-use agreements providing schools access to recreation areas and facilities they lack and giving local park and recreation providers access to the programming facilities they lack. One agreement made a city swimming pool

available to a school and made the school's turf areas available for city programs during non-school hours.

- A number of city councils, county boards of supervisors and non-profit organizations have agreed on joint development of regional trail projects. Some counties identify trail connectivity in their master plans and have partnerships and joint-use/joint project agreements with nearby cities, counties and non-profit organizations.
- The State Parks publication "Health and Social Benefits of Recreation" makes the strong connection between parks and recreation areas, facilities and programs and health. The report documents the positive impacts that parks and recreation can have on the physical, mental and social health of individuals and their communities.
- The "California State Parks Partners" publication describes the projects, programs and benefits from the partnerships between State Parks and 120 organizations. This publication provides numerous examples of the benefits that linked and coordinated efforts like these can offer parks and recreation providers.
- The "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002" supported progress on this issue. The projects below are some examples of how the funding was used:
  - Emeryville Greenway Park - Powell to 59th, a bike and pedestrian trail development project for a linear park along a rail corridor that links the neighboring community to Oakland and Berkeley, \$220,000.
  - Solana Beach Coastal Rail Trail and Park, a 1.8 mile segment of a proposed 42-mile non-motorized trail extending from the Oceanside transit station to the Santa Fe Depot in San Diego, \$220,000.
- Examples of projects funded through LWCF include:
  - Santiago Creek Trail development, a 1.4 mile trail along Santiago Creek in Santa Ana, \$255,073.
  - San Dieguito River Park Mule Hill/San Pasqual Trail, a 9.4 mile trail for hikers, bicyclists and equestrians in the San Dieguito River valley Regional Open Space Park in Escondido, \$183,200.

#### Specific Actions to Address the Linkages and Seamless Delivery Issue

The following actions were generated during the public participation process and are potentially eligible for LWCF assistance:

1. Improve trail connectivity between outdoor recreation areas and improve the seamless delivery of recreation opportunities:
  - Increase and publicize public trail access and connectivity to recreation features in urban areas.
  - Complete the missing components of existing regional trails through partnerships with the trail-owning agencies or organizations.
  - Explore and create partnerships for developing regional parks and greenways.

## 2. Connect health and parks and recreation:

- Provide areas where children can connect with the outdoors and engage in active outdoor activities, such as climbing trees, digging, exploring and unstructured play.
- Provide outdoor recreation play equipment that integrates physical activity and stimulates children's imagination.
- Continue to evaluate and report on the health and quality-of-life benefits of parks and recreation.

These actions would probably need to be addressed by means other than assistance from the LWCF:

1. Improve branding and marketing for outdoor parks and recreation areas, facilities, programs and services both individually and statewide.
2. Emphasize the seamless delivery of park and recreation services between public agencies and associated non-profit organizations.
3. Promote development of multi-generational fitness facilities, programs and services.

## **3. The Need to Protect and Manage Natural Resource Values**

### Summary of this Issue

The natural resource values that make California a special place to live and play are being subjected to unrelenting pressures. Repeated public opinion surveys show that natural resources are highly valued by park and recreation participants. However, overuse, poor management and fragmentation of parks and recreation areas can significantly degrade those natural resources. The increasing numbers of visitors and changing trends in recreational activities are affecting ecosystems, disrupting and displacing wildlife, degrading the natural and scenic qualities of outdoor recreation areas and therefore directly affecting the visitor's recreational experience.

This issue speaks to the importance of providers working together to preserve, manage and maintain outstanding examples of California's ecosystems. The following under-protected habitat types in California are these, which according to a gap analysis, are less than 20% protected on publicly owned lands:

- Diablan Sage Scrub
- Blue Oak Woodland
- Valley Sink Scrub
- Valley Oak Woodland
- Coastal Prairie
- California Walnut Woodland
- Great Valley Cottonwood Riparian Forest
- Juniper-Oak Cismontane Woodland

- Great Valley Oak Riparian Forest
- Northern Interior Cypress Forest
- Great Valley Mesquite Scrub

In addition, the following under-represented resource types which exhibit physical features not well represented in California should also receive priority for acquisition or restoration:

- Representative examples of landscapes and the identifying [or key or signature] geologic features for under-represented portions of the Modoc, Klamath, and eastern portion of the Sierra bioregions that are not protected by other land managing agencies.
- Significant fossil resources, such as concentrations of significant vertebrate fossils, multiple species assemblages representing ancient environments, and trace fossils (e.g. footprints) of ephemeral conditions.
- Type localities of geologic formations found only in California and lacking existing significant protection by other land management agencies.
- Special geologic features not well represented in the SPS include volcanoes and volcanic features (e.g. lava tubes, columnar basalts, and inverted topography), glaciers and glacial features, limestone caves, thermal features, and tombstone rocks.

Park and recreation providers must also pursue sustainable policies and encourage management practices that ensure the long-term protection and viability of natural resources. Parks and recreation facilities and systems must be designed to be low maintenance, use sustainable materials wherever possible, be resource efficient and produce minimal waste.

Finally, since climate change threatens much that we value and protect, parks and recreation areas, facilities, programs and services should be used to teach visitors about the impacts of climate change, inspiring them to make positive lifestyle changes that reduce climate change impacts. Our parks should become models of climate-change best practices, highlighting what is at risk and what can be done about it. Decisions about land acquisitions and outdoor recreation improvements should consider climate change impacts and park and recreation providers should maximize the carbon-sequestering potential of their forests, wetlands and other habitats when consistent with their missions.

Other key points included in this issue are:

- Cumulative impacts from multiple poorly-planned or under-funded projects can significantly damage natural resource values.
- Public agency resource management practices are often not well communicated to or understood by the public, decreasing public support for environmental protection measures.
- Cooperation among outdoor recreation providers on managing ecosystems and biological diversity can be fragmented and inconsistent.

- Collaboration and regional coordination on the problems of urban encroachment, pollution, erosion, wildfire management and non-native, invasive species can also be inconsistent.
- There is not a strong enough connection in the public mind between clean air, water and parks, open space and recreation.
- Richard Louv’s “Nature Deficit Disorder” identifies the problematic disconnect between today’s children and the outdoor nature experience.
- Economic and other pressures can cause LWCF compliance and conversion issues, occasionally leading to the loss of existing parks.

#### Examples of Progress on the Actions for this Issue Since 2002

- California’s Department of Fish and Game has prepared the “California Wildlife Action Plan” to guide conservation of the state’s important habitats. Many regional plans also guide protection of important natural habitats.
- Key natural resource areas have been secured to protect fish and wildlife habitats and scenic outdoor recreation areas. These include coastal wetlands, redwoods, oak woodlands and other forests, vernal pools, rangelands and other important habitats. Significant progress has been made in restoring coastal and inland wetlands, some salmon and steelhead rivers and streams and riparian woodlands. Conservation of these areas was accelerated by three voter-approved bond measures, Propositions 40, 50 and 84. The projects below are some examples of how the funding was used:
  - Bidwell-Sacramento River Sp / Brayton Project, acquisition of 85 acres of walnut orchard on the Sacramento River as an addition to the existing State Park. The property will be restored with native vegetation, \$2.2 million, “California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002”.
  - Coast wetlands - SF Bay Area Project, a cooperative wetland habitat restoration project to restore approximately 570 acres of tidal marsh and enhance approximately 126 acres of saltpan and 95 acres of seasonal wetlands on the Eden Landing Ecological Reserve in Alameda County, \$1.3 million, The “Water Security, Clean Drinking Water, Coastal and Beach Protection Act of 2002”.
- Examples of projects funded through LWCF include:
  - Trancas Parkland Acquisition, acquisition of approximately 33.37 acres for open space in the City of Napa, \$99,893.
  - Arastradero Preserve Acquisition, acquisition of approximately 13 acres within the Arastradero Open Space Preserve in the City of Palo Alto, \$162,385.
  - Study Pavilion, Development of a Nature Study Pavilion, wind wall, walkways, amphitheater and support facilities at the Prime Desert Woodland Preserve in the City of Lancaster, \$153,073.
- Other examples of progress on this issue are programs reconnecting children and nature to foster environmental awareness and develop future resource advocates. Cities have introduced the concept of environmental sustainability

to students by promoting recycling programs taught in the local schools. Some other programs include:

Children's Outdoor Bill of Rights - the California Roundtable on Recreation, Parks and Tourism  
Great American Backyard Campout – National Wildlife Federation, Outdoor Industry Foundation  
State Parks Off-Highway Motorized Vehicle program's youth-focused 'Tread Lightly' that encourages resource protection while engaging in off-highway activities.

- State Parks recently held the first climate change symposium on impacts to biodiversity and has developed tools, resources, strategies and actions focusing on climate change 'adaptation'. These will help land management decision-makers in local, regional and state governments follow a detailed process for climate change preparedness and planning

#### Specific Actions to Address this Natural Resource Issue

Most of the actions suggested for this issue fall within the project selection criteria for LWCF assistance:

1. Protect, restore and acquire outdoor recreation areas with important natural resource and scenic values that include the following priorities:
  - Projects linking parkland and other protected areas
  - Projects protecting key watersheds from land conversions
  - Properties supporting relatively large areas of under-protected major habitat types, ecological regions or that have unique biological values, wetland or riparian areas
  - Conservation projects should consider priorities in the California Wildlife Action Plan, joint venture plans, habitat conservation and species recovery plans and other regional habitat protection plans.
  - Promote and use existing LWCF 6(f)(3) protection as a tool to prevent the loss of existing parks.
2. Practice sustainability and reduce recreation impacts:
  - Conduct studies that identify recreational impacts on the environment and recommend mitigation measures.
  - Incorporate sustainability, energy efficiency and environmental awareness into recreational development projects with recycled, energy efficient and sustainable materials and design.
3. Prioritize acquisition and development of natural systems:
  - Continue to develop land acquisition strategies prioritizing under-represented critical ecosystems and land suitable for resource-based recreation.
  - Prioritize restoration projects and identify funding sources for natural systems where overuse and misuse has compromised the area's ecological integrity.

These actions would probably need to be addressed by means other than assistance from the LWCF:

1. Educate youth:

- Continue to work with local school districts to educate youth on the importance of preserving and protecting natural resources.
- Continue to pursue the goal of giving K-12 students the experience of visiting a resource-based park during their time in school.
- Continue efforts to increase environmental awareness among youth through supporting programs like Tread Lightly, Leave No Trace and providing field trips to natural parks.

2. Educate the public:

- Foster a stronger public connection between clean air, clean water and the impacts of and remedies for global warming, and parks, recreation and open space.
- Increase the presence of park and recreation providers at wildlife and nature events as stewards and interpreters of these resources.
- Provide more interpretive displays (in prominent locations such as in visitor centers, use areas and trailheads) and programs that communicate natural resource efforts.

#### **4. The Need to Preserve and Protect Californian's Cultural Heritage**

##### Summary of this Issue

California's rich and diverse cultural heritage is not well understood and its preservation and protection needs better statewide coordination. The state Heritage Corridors authorized by the Public Resources Code have been neglected. Funding to complete many cultural resources projects and to preserve, protect and interpret existing cultural resources is often inadequate. The problem of fiscal sustainability prevents the effective management of cultural resources in ways that ensure their long-term protection and integrity.

There is also a need to increase the use of diverse cultural heritage resources to create and strengthen the connections of community and families with each other and with their shared cultural heritages. California needs to acquire, maintain and interpret a broad spectrum of cultural resources that reflect the diverse cultures of California. A high percentage of respondents in the survey of public opinions and attitudes visited historic or cultural sites and museums at least once during a 12-month period. The survey results also indicated a high unmet-demand for more of these recreational opportunities.

Other key points included in this issue are:

- There is a high unmet-demand for cultural resource activities and a need for more effective statewide coordination to meet this demand.
- The management, interpretation, preservation and effective use of California's cultural resources for education, public outreach and heritage tourism is inconsistent statewide.
- The acquisition and development of cultural resources also needs statewide coordination. Only a few agencies consider protecting cultural resources as a primary part of their mission.

#### Examples of Progress on the Actions for this Issue Since 2002

- California's preservation leaders gathered at a Cultural Heritage Resources Summit to assess the status of historic and cultural resource preservation in California. One of the Summit's conclusions was that California's historic preservationists, arts and cultural communities should come together as a unified constituency to work toward common goals. Another recommendation was to create a permanent entity responsible for protecting and enhancing California's historical and cultural heritage.
- In response to this Summit recommendation, the California Cultural and Historical Endowment (CCHE) was established to tell the stories of California as a unified society as well as the stories of the many groups of people that comprise historic and modern California. The "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002" allocated \$122 million to the CCHE to distribute through competitive grants to government entities, non-profit organizations and Indian tribes .
- State Parks is completing a statewide "California History Plan" (CHP) identifying what is missing from our preserved cultural heritage - the stories we're not yet telling about California's history - and describing how our state's cultural stewards can work together to fill these gaps. The Plan proposes a common agenda for the acquisition, preservation and interpretation of our state's underrepresented cultural properties. The CHP also introduces a new California History Framework - a cross-cultural, non-chronological approach to the past, providing a comprehensive view of our history that captures the full range of human experience in California.
- State Parks is developing a Central Valley Vision Plan that considers several potential heritage corridors in the Delta, ecosystems crossing the Central Valley from Yuba County to Colusa County, oil and gas producing areas in Kern and Kings Counties, farms and agri-tourism attractions connected by Highway 99 and Interstate 5 and ethnic communities.
- The "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002" supported progress on this issue. The projects below are some examples of how the funding was used:
  - Alviso Adobe Community Park – a city of Pleasanton project to renovate the historic Alviso Adobe and reconstruct two dairy-related buildings to house exhibits and a visitor center. Includes trail improvements, parking and a gathering area, \$179,260.

- Museum Carriage Shed Completion, Alpine County – a development project to complete the final construction phase of the historic Carriage Shed in Markleeville, \$26,152.

#### Specific Actions to Address this Cultural Heritage Issue

These actions would probably need to be addressed by means other than assistance from the LWCF:

- Study the potential positive effects on the economy from using historic preservation tools and incentives to promote jobs, stimulate investment in local communities and encourage heritage tourism.
- Establish technical, financial and leadership assistance programs. Provide ready access to relevant assistance information.
- Increase the number of significant private and publicly owned historic resources that are protected and preserved throughout the state.
- Incorporate and promote cultural heritage themes in parks and recreation areas, facilities, programs and services.
- Involve the Department of Education in offering education, training and outreach programs on the value of historic preservation.
- Continue incorporating historic and cultural displays into county fairs and other community events.
- Promote the value of historic preservation through education and community outreach that influences public opinion and planning processes.
- Encourage and implement historic preservation policy and develop a strategy for the management, interpretation and appropriate use of cultural resources.

### **5. Lack of Sufficient Financing for Parks and Recreation**

#### Summary of this Issue

Funding for parks and recreation areas, facilities, programs and services has historically been insufficient and inconsistent. Shifts in the state and national economies greatly impact the ability of providers to offer quality, consistent and relevant recreation facilities, programs and services. Some park and recreation organizations are successful at securing grant funding, however, not all providers have the resources to do so. Although very large park bond acts have been passed in the last decade, these periodic sources of funding cannot be used for ongoing operations and maintenance costs. Regular and ongoing funding for statewide technical assistance for parks and recreation providers is still needed. Consistent funding is necessary to maintain quality recreation resources for our state's residents and visitors.

This issue speaks to the importance of achieving fiscal sustainability for parks and recreation areas, facilities, programs and services. Without long-term stable funding for staffing, repairs and maintenance, we will not be able to manage our

recreational resources and facilities in a sustainable way that ensures their long-term protection and availability. Without sufficient and ongoing funding that ensures our parks and recreation areas, facilities, programs and services remain relevant and responsive to the public's recreation needs, we will be unable to develop and maintain long-term positive relations with our visitors and the public at large. Without sufficient and consistent funding for our outdoor recreational facilities, programs and services, we will be unable to recapture the interest of today's children in outdoor recreation, losing our ability to build a next generation of support for parks and recreation.

Other key points included in this issue are:

- Inconsistent funding makes it difficult for providers to plan for stable park and recreation facilities, programs and services.
- The continual need to secure new funds or generate additional revenue diverts time and attention from the primary objective of protecting resources and providing recreational opportunities.
- Parks and recreation providers have traditionally demonstrated an ability to get by with less, facilitating or encouraging future funding cuts by decision makers.
- Periodic voter-approved bond acts are inconsistent and insufficient to meet the full range of parks and recreation needs. For example, bond act funds can only be used for acquisition and development, not for critical maintenance or staffing.

#### Examples of Progress on the Actions for this Issue Since 2002

- Numerous Park and Recreation Technical Services (PARTS) publications have been produced by California State Parks staff since 2002. Several of the following guidebooks help providers identify and apply for grant funding opportunities:
  - "Getting a Grip on Grants: A How to Guide for Park and Recreation Providers" provides practical tips on researching and preparing winning grant proposals.
  - "Directory of Grant Funding Sources for California Park and Recreation Providers" helps providers identify grant programs that might fund their projects.
  - "Sure Ways to Get Your Grants...And Other Words of Advice" includes tips on researching and preparing a successful grant application.These publications and others are available at <http://www.parks.ca.gov/PARTS>.
- The Office of Grants and Local Services provides technical assistance through grant writing workshops due to the increase in requests from local agencies for technical assistance regarding reduced service levels and park closures at parks funded through LWCF assistance and park bond acts.
- Progress on this issue was made following passage of three voter-approved bond measures.

- The "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002" provided \$2.6 billion in bond funds for projects and grants for neighborhood parks, outdoor recreation, protection of wildlife habitat, open space, rangeland, clean beaches, water quality and watershed protection and restoration, air pollution projects and preservation of cultural and historical resources.
- The "Water Security, Clean Drinking Water, Coastal and Beach Protection Act of 2002" provided \$3.44 billion in bond funds for projects and grants to secure and safeguard the state's water supply; provide river parkways; restore and protect coastal wetlands, watersheds; and Bay-Delta habitat.
- The "Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006" provides \$5.4 billion in bond funds for projects relating water supply, flood control, waterway and natural resource protection, water pollution, state and local park improvements and public access to natural resources.

#### Specific Actions to Address this Financing Issue

Most of the actions related to this issue are suitable for LWCF planning grant assistance but some need to be addressed by other means than through the LWCF. The actions below could be accomplished through the LWCF include:

1. Identify funding sources:
  - Assess the distribution of funds for rural and urban recreation, identifying potential inequities and unmet needs.
  - Assess the feasibility of a professionally managed statewide endowment for acquisition, capital outlay and extraordinary maintenance.
  - Explore the feasibility of alternative, long-term and sustainable funding sources for parks and recreation.

These actions are not as consistent with the selection criteria for LWCF projects or planning grants:

1. Provide technical assistance:
  - Coordinate statewide technical assistance on seeking, identifying, applying for and managing public and private grants.
  - Develop a standard application for recreation acquisition and development grant programs.
2. Identify local grant and grant-writing resources, including private grant providers and universities.
3. Establish more park foundations for fund raising.
4. Provide hands-on training for park grant seekers, through conference sessions, workshops or online tutorials.

## **6. Need for Increasing the Status of Parks and Recreation**

### Summary of this Issue

Public parks and outdoor recreation opportunities are not considered as vitally important as other public services, such as law enforcement or transportation, and so do not compete well for scarce funding during economic downturns. It is only when users are made aware of threatened or pending reductions in use or access that parks and recreation are given a higher fiscal and political priority, such as when State Parks' status was recently elevated due to the threat to close 48 parks. This threat generated a significant response from the public which resulted in the parks remaining open. Achieving fiscally and physically sustainable parks and recreation areas, facilities, programs and services requires developing and maintaining long-term political and public relationships and marketing. These connections will help build stable funding sources and protect parks and recreation from the effects of a fluctuating economy and public apathy.

Improving the status of parks and recreation requires increasing public and political awareness of the role that parks and recreation plays in reducing crime, encouraging healthy lifestyles, involving communities, improving education and developing the economy. There is a lack of widely available, quantifiable and reliable information on the benefits associated with parks and recreation. This information is also not easily accessible to recreation providers, the public, to policy makers, advocacy groups and to public officials for use in marketing and promotional efforts.

Other key points included in this issue are:

- Park and recreation providers must advocate for themselves as effectively as do other public service providers, such as fire and police organizations, and do not compete well against these other public services.
- More attention needs to be focused on parks and recreation in city and county general plans.
- The aspects of the parks and recreation field that are most valued by the public need to be emphasized, marketed and promoted.
- Park and recreation providers need to be actively involved in political processes.
- Legislative action and advocacy efforts that benefit parks and recreation providers must be expanded.

### Examples of Progress on the Actions for this Issue Since 2002

Progress made toward addressing this issue was both reported during the public participation process and is on-going. Some examples include:

- Many recreation providers prepare an annual or bi-annual report publicizing their accomplishments.
- The California Water Plan links recreation areas, facilities and uses to land use, water quality and flood management planning efforts. Its Integrated

Regional Management Strategies are also required to consider water dependent recreation within any of their planning efforts.

- State Parks has received LWCF assistance for a Study of the Economic Value of Outdoor Recreation in California. As far back as 1993, the CORP has noted that many public officials do not appreciate the positive financial effect that parks and recreation can have on the economies of their communities. This report will provide readily accessible and quantifiable measures of the financial impact that parks and recreation can have on state and local economies.

#### Specific Actions to Address this Status Issue

Fewer actions related to this issue are suitable for LWCF assistance. Some are consistent with planning grant selection criteria but most would need to be addressed by other means than through the LWCF. The actions below could be accomplished through the LWCF:

1. Conduct research, surveys and analysis to provide key information:
  - Research, quantify and publicize the relationship between recreation opportunities and reductions in community crime levels.
  - Identify those elements of the park and recreation field most valued by the public and make the findings available and accessible to the public, recreation providers, policy makers, advocacy groups and public officials.
2. Expand recreation planning:
  - Assess how cities and counties address recreation in their general plans and evaluate if legislation is needed to amend the Government Code 65302 section that lists the required general plan elements.
  - Link recreation areas, facilities and uses to land-use, water quality and flood-control planning efforts.

These actions are not as applicable to the selection criteria for the LWCF projects or planning grants:

1. Increase advocacy and legislation that supports park and recreation services.
2. Expand the membership and efforts of the California Roundtable on Recreation, Parks and Tourism to increase its focus on legislative action and advocacy.
3. Increase outreach to non-government organizations, including private businesses, non-profit and professional organizations. Form community partnerships.
4. Stimulate community support of parks and recreation through increased involvement of park and recreation providers in the communities.

### **7. The Need for Statewide Leadership in Parks and Outdoor Recreation**

### Summary of this Issue

Leadership and cooperation among participants in the outdoor recreation delivery system is fragmented and uncoordinated. The need for better communication and a centralized clearinghouse for parks and recreation information was emphasized in the prior CORP and brought up again during the most recent public involvement process. Parks and recreation research and data gathering efforts are often fragmented and the statewide parks and recreation research activities are not well coordinated. Clear and consistent statewide leadership, a universally accepted statewide vision and a consistent message supportive of parks and recreation is needed to build connections and consolidate support and advocacy efforts among parks and recreation providers statewide.

This issue involves leadership to connect park and recreation providers statewide to leverage knowledge, resources and understanding. This will help lead park and recreation providers in working effectively together to provide consistent and coordinated statewide facilities, programs and services to meet the needs of an increasingly diverse pool of current and potential park and recreation participants.

Other key points included in this issue are:

- There are insufficient incentives for local park and recreation providers to cooperate on regional or statewide park and recreation issues.
- Statewide master planning goals need to be better coordinated with those of local parks and recreation providers.
- There is a lack of creative partnerships to help expand the capabilities of existing providers and meet future park and recreation needs.
- A culture of innovation is needed to bring in outside influences and engender new ideas.

### Examples of Progress on the Actions for this Issue Since 2002

- “California’s Recreation Policy” provides a direction for addressing the recreation needs of Californians and encompasses the entire range of recreation and park providers.
- State Parks provides assistance for park and recreation providers through its website and at workshops, on a wide range of subjects, including surveys, guidebooks, articles and studies on current trends and their implications for providers.
- State Parks has long offered a series of hands-on trail building workshops for park and recreation providers statewide. Participants attend three week-long outdoor workshops learning and practicing trail design, construction, maintenance and repair techniques while contributing real improvements to existing hiking, biking or equestrian trails.
- State Parks’ “Innovative Practices: Case Studies” provide a compendium of innovative solutions and ideas submitted by park and recreation professionals.

### Specific Actions to Address this Leadership Issue

Several of the actions assigned to this issue when it appeared in the prior CORP are still relevant and necessary. Those listed below are potentially eligible for LWCF assistance:

1. Research, data gathering and information distribution:
  - Create a web clearinghouse available to parks and recreation providers and others, with links to park and recreation research, case studies, examples of park and recreation programs and projects and other information about improving outdoor recreation services.
  - Complete and distribute the State Parks' handbook of best practices in trail design and management.

The actions listed below do not closely fit the LWCF project selection criteria and would probably need to be addressed using other means:

1. Establish a statewide leadership academy to identify and mentor future leaders in the parks and recreation field. Enlist support and participation from local, state, federal and non-profit park and recreation providers, universities with accredited recreation programs and the affected business sector.
2. Conduct a workshop for park providers through the California Park and Recreation Society's Vision Insight Planning (VIP) to share information statewide, achieve a better understanding of the VIP goals and to consider adopting relevant VIP project components.
3. Conduct an ongoing summit on Statewide Leadership in Parks and Outdoor Recreation, such as the regional summit that Los Angeles has been conducting regularly.

## **8. The Need for Workforce Development and Succession Planning**

### Summary of this Issue

Parks and recreation departments and agencies are losing many of their professionals to retirement and the resulting vacancies are often left unfilled. There has been a lack of succession planning in advance of the expected Baby Boomer retirements. Although numerous candidates apply for entry-level parks and recreation positions, there is a gap in mid-level parks and recreation management and a declining applicant pool for these positions. College graduates entering the profession often lack the necessary practical experience or relevant coursework.

Parks and recreation tends to be a major that school students discover after they start college, rather than one they become interested in and select before entering college. Parks and recreation providers should develop outreach

relationships with junior high and high schools to build earlier student interest in the parks and recreation field. There is also a lack of outreach and recruiting on college and university campuses. Partnerships between existing college programs and park and recreation providers are needed to provide students with work-related skills more closely aligned with current park and recreation industry needs. The networking opportunities available through these partnerships will also help ensure that students are ready to work in the field after graduation.

A key to embracing the diversity of park and recreation users in California is building a workforce reflective of this diversity. A diverse workforce can better understand the needs of the public, create a more welcoming feeling for the diversity of parks and recreation users and can provide meaningful recreational opportunities for young people from all backgrounds.

Other key points included in this issue are:

- Within some public parks and recreation agencies, the hiring process is lengthy, arduous and inadvertently screens out otherwise qualified candidates.
- Parks and recreation internships are many times too short and/or do not have enough meaningful work to provide entry-level candidates with the experience necessary to understand the departmental purpose, focus and organizational structure and what it takes to manage, complete and maintain projects. Internships could include working with boards and city councils or helping develop and manage recreational programs.
- There are no doctoral programs for parks and recreation majors anywhere in California. The closest PhD programs in parks/sports/recreation/leisure/fitness are offered in Utah.
- Greater coordination is needed between parks and recreation agencies and universities to ensure graduating students have the appropriate core workforce competencies.
- Summer work programs and park program participation need to be more actively developed and promoted.
- Parks and recreation provider organizations need to provide more career development plans.

#### Examples of Progress on the Actions for this Issue Since 2002

- San Diego State University (SDSU) has a partnership between the Recreation, Parks and Tourism Management Department and the SDSU Aztec Adventures Outdoor Program. Classes are offered in wilderness appreciation and philosophy and the Aztec Adventures partnership provides outdoor classroom programs. The partnership and the indoor/outdoor programs increase the numbers of students interested in parks and recreation.
- One city developed a Youth Master Plan that includes internships with the local colleges.

- Another parks and recreation provider organization recruits young volunteers and employees by offering special employee classifications to participants of their youth programs. Some of these youth attended council meetings on their own, started volunteering at age 13 and some have gone on to graduate in parks and recreation.
- One California Police Activities League recruits State University students through the AmeriCorps programs.

#### Specific Actions to Address this Workforce Issue

All of the actions suggested for addressing this issue are unlikely to fit the LWCF project selection criteria:

1. Increase workforce diversity:
  - Provide diversity training to recreation providers to improve their ability to relate to a wide diversity of users.
  - Streamline and diversify the hiring and recruitment process.
  - Revise job specifications and minimum qualifications; hire candidates graduating with degrees outside the field of parks and recreation, bringing in other disciplines to broaden the profession.
2. Improve recruitment efforts:
  - Provide more recreation internships for college, junior high and high school students.
  - Make internships, work-study or hands-on experience required for a degree in the parks and recreation field. This could include involvement with city commissions or park planning projects.
  - Recruit interest in the field through volunteer programs.
  - Increase recreation opportunities on campus and in junior high and high schools and offer “credit” options.
  - Leverage campus opportunities to link recreation with curriculum.
  - Establish a parks and recreation PhD program in the California State University and University of California systems.

## **Past Planning Grant Progress and Future Products**

The California Outdoor Recreation Plan (CORP) is made up of various elements, forming a continuous series of studies, analysis and related timely planning documents that both address the state's most important outdoor recreation issues and help plan for California's use of its Land and Water Conservation Fund (LWCF) apportionment. This chapter summarizes recent CORP planning grant activities and also includes brief descriptions of the future surveys, studies, and other documents that are either under way or may be proposed to help develop the next CORP. These planning grant proposals either solve a problem identified in the prior CORP or develop data and decision-making tools that will be essential for completing the next CORP. However, successful completion of these future CORP elements is contingent upon adequate funding, staffing and administrative support.

These recent CORP elements are consistent with the 2002 CORP's Action 1A under Issue 1: The Status of Parks and Recreation. This action item challenges stakeholders to "Commission research to document the economic, social, heritage, cultural, recreational, health, public safety, and physiological benefits of parks and recreation programs and services specific to California." The projects described here include surveys, data collection and analysis, planning studies and public participation efforts, all essential parts of the CORP Program.

The future planning grant products proposed later in this chapter will help address ongoing development and maintenance of the CORP as a decision-making and management tool.

### **Past Elements of the California Outdoor Recreation Planning Program**

A diverse number of CORP Program projects and planning efforts have been funded and completed since the prior CORP was approved. Brief descriptions for most of the projects are included below - the California Recreation Policy is discussed in a later chapter. Internet links to more information follow each project.

#### Trails and Greenways Planning (Ongoing)

The California State Parks Statewide Trails Program provides public information and technical assistance for trail-related issues affecting all California trails and greenways. Statewide Trails staff also produce trail-related policies, provide support for trails-related grant funding programs, and provide organizational and technical assistance to local trails efforts, including coordinating the annual California Trails and Greenways Conference. Staff completed the California Recreational Trails Plan in 2002, which identifies 12 trail-related goals and lists general action guidelines designed to reach those goals and designates 27 state

recreational trail corridors. More information about the Department's Statewide Trails Program and Planning is available at: <http://www.parks.ca.gov/Trails>

#### Local Needs Assessment (2004)

This project was initiated at the request of the Legislature to help assess the current and future need to acquire parklands and develop new recreation facilities. It assesses the needs and deficiencies in park and recreation lands, facilities, programs and services, provides a performance review of the grant programs administered by State Parks, makes findings, conclusions, and identifies areas recommended for further study to the Legislature and the Administration.

The Assessment is available online at:

[http://www.parks.ca.gov/pages/795/files/local\\_needs\\_report.pdf](http://www.parks.ca.gov/pages/795/files/local_needs_report.pdf)

#### Central Valley Vision (Ongoing since 2003)

The Local Needs Assessment project confirmed that the Central Valley is under-represented in parks and recreation lands compared to other regions. The Central Valley is experiencing the fastest growth rates in the state, which are projected to grow 24% between 2000 and 2010, and with the population growing from 5.7 million to nearly 12.0 million by 2040. This projected growth makes it essential to plan for the future park and recreation needs of the Central Valley. State Parks' Central Valley Vision project identified and studying high value natural resource lands, key recreation opportunities and solicited public feedback from Central Valley residents to determine the highest priority lands before they become lost to development.

In 2005 and 2006, California State Parks conducted public outreach meetings to help develop the long range Central Valley Vision. The goal was to survey recreational needs, opportunities and services throughout the Sacramento and San Joaquin Valleys. By collecting information on gaps in public demand, expectation and availability of State Park services, amenities and facilities, State Parks will be better able to plan acquisition and development activities over the next 20 years. More information on the Central Valley Vision project is available online at: [http://www.parks.ca.gov/default.asp?page\\_id=23483](http://www.parks.ca.gov/default.asp?page_id=23483)

#### The California Roundtable on Recreation, Parks and Tourism (Ongoing)

The independent, non-profit California Roundtable on Recreation, Parks and Tourism fosters public and private efforts to provide quality sustainable outdoor recreation in California. Its diverse membership includes representatives from the outdoor recreation industries, user groups, environmental organizations, academia, and recreation providers, all united to improve marketing and communication, and increase funding and public support. State Parks is a founding member of the Roundtable. State Parks provides support services and technical assistance to the California Roundtable to help it exchange and gather information and identify the significant issues that face California's park and recreation providers.

### Children's Outdoor Bill of Rights

The California Children's Outdoor Bill of Rights (COBOR) mission is to encourage California's children to participate in outdoor recreational activities and discover their heritage. Numerous studies have shown that children who participate in outdoor activities are healthier, do better in school, have a better self-image and social skills, and lead more fulfilled lives. The objective of the COBOR is that every child in California, by the completion of their 14th year, has the opportunity to experience each of the following activities:

1. Discover California's Past
2. Splash in the water
3. Play in a safe place
4. Camp under the stars
5. Explore nature
6. Learn to swim
7. Play on a team
8. Follow a trail
9. Catch a fish
10. Celebrate their heritage

More information about the Roundtable and the COBOR can be found online at: <http://calroundtable.org/index.html>

### Planning Coordination and Technical Assistance (Ongoing)

This effort shares information, gathers data, and builds alliances with other recreation providers, non-profits and private interests to develop a coalition of like interests. The Planning Division has provided technical assistance for park and recreation providers on a wide variety of subjects, ranging from surveys, guidebooks, articles, workshops, and studies on current trends and their implications. Some of the technical assistance publications produced since the last CORP are listed below; all are available on the Planning Division Parks and Recreation Technical Services webpage: <http://www.parks.ca.gov/PARTS>

- Tried and True Public Relations and Promotional Tools (2007)
- The Gift of Time: Effective Volunteer Program Management for Local Park and Recreation Agencies (2006)
- Getting a Grip on Grants: A How-to Guide for Park and Recreation Providers (2004)
- Directory of Grant Funding Sources for California Park and Recreation Providers (2004)
- Park and Recreation Professional's Glossary (2004)
- Innovative Practices: Case Studies Suggested by California Park and Recreation Providers Vol.I (2004)
- Paying for Parks: An Overview of Fiscal Resources for Local Park and Recreation Agencies (2003)

- Education Leaders' Opinions of Parks and Recreation: A Survey of California School Superintendents (2003)
- California Leaders' Opinions of Parks and Recreation: A Survey of County Boards of Supervisors, County Executives, Legislators and Mayors (2002)
- Business Leaders' Opinions of Parks and Recreation: A Survey of California Chambers of Commerce (2002)

#### Health and Social Benefits of Recreation (2005)

This publication documents the positive impacts that parks and recreation can have on the physical, mental and social health of individuals and their communities. It includes studies documenting how physical activity helps to control obesity, boost the immune system, diminish the risk of disease and increases life expectancy. Additional studies outline the social benefits of recreation, such as strengthening communities, promoting social bonds and supporting youth by improving their education and deterring them from negative behaviors. The information presented is intended to help local and state park and recreation providers in gathering support for their programs. Educators, law enforcement personnel, and health providers are also encouraged to see park and recreation providers as active partners in support of their mission. This publication is available online at:

[http://www.parks.ca.gov/pages/795/files/health\\_benefits\\_081505.pdf](http://www.parks.ca.gov/pages/795/files/health_benefits_081505.pdf)

#### Park and Recreation Trends (2005)

This report examines the trends affecting parks, recreation areas, programs and services, including changes in the size and structure of California's population, changing recreation participation patterns and shifts in recreation styles and preferences. These trends can significantly affect on the adequacy of existing parks and recreation services. By understanding these trends, recreation providers can assess needs and analyze market demands and niches to more accurately identify facilities, programs and services to meet the needs of California's diverse population. Understanding the likely direction of these trends will enable providers to adjust to the type and kinds of parks and outdoor recreation settings that are needed, the facilities and programs that will likely be supported, and the appropriate levels of services to be provided. The Trends document is available online at:

[http://www.parks.ca.gov/pages/795/files/recreation\\_trends\\_081505.pdf](http://www.parks.ca.gov/pages/795/files/recreation_trends_081505.pdf)

#### Wellness and Prevention Task Team (2004 - 2005)

The Planning Division participated on the Wellness and Prevention Task Team, through the California Department of Health Services, to represent outdoor recreation activity as a component in recommendations for implementing the 2003 Strategic Plan for an Aging California Population – Getting California Ready for the Baby Boomers. Once the 2003 Plan was completed, the California Commission on Aging (CCoA) agreed to monitor and update the Strategic Plan. The CCoA convened eleven Stakeholder Task Teams who were charged with identifying and focusing efforts on several top priority recommendations,

developing action plans to support or achieve implementation of these priorities and identifying necessary amendments or additions to the original Plan. The Planning Division served on the Wellness/Prevention Team and contributed to the final written report - Wellness and Prevention Task Team Report to the California Commission on Aging. The report is available online at: [http://www.ccoa.ca.gov/pdf/Wellness\\_and\\_Prevention.pdf](http://www.ccoa.ca.gov/pdf/Wellness_and_Prevention.pdf)

#### Public Opinions and Attitudes on Outdoor Recreation in California (2002)

This statistically valid sample survey of Californian's public opinions on outdoor recreation is conducted every five years, beginning in 1987. The survey results provide valuable trend and point-in-time data on a variety of public attitudes, opinions, and values regarding outdoor recreation opportunities in California and public participation in different types of outdoor recreation activities. The most recent survey included a random sample of over 2,500 California adults and was administered in both English and Spanish. The survey reports from 2002 and earlier are available online at: [http://www.parks.ca.gov/default.asp?page\\_id=23880](http://www.parks.ca.gov/default.asp?page_id=23880)

#### **Future Planning Grant Products Already in Process**

##### Study of the Economic Value of Outdoor Recreation in California

This study will address a priority issue identified in the 2002 CORP. This study will include a literature review and analysis of socioeconomic data collected from the recently completed survey of Public Opinions and Attitudes on Outdoor Recreation in California, from the ongoing California State Park Visitor Use survey, and from other agencies, such as the United States Forest Service and the Bureau of Land Management. An economic model will be used to analyze the data and calculate the preliminary estimated economic contributions for outdoor recreation in California.

Although outdoor recreation generates economic activity that directly or indirectly affects the economy in all fifty-eight counties of the state, parks and recreation programs are often among the first to receive cuts from government budgets. A better understanding of the impacts that parks and recreation have on the economy would help promote and develop sustainable park and recreation resources, contributing to the long-term support and funding for outdoor recreation resources, facilities and services.

When completed, this project will provide data on the potential economic impacts that public outdoor recreation projects could have on state and local economies and will contribute to a better understanding of these impacts, both of which will help state and local governments identify and prioritize public outdoor recreation project proposals to address their outdoor recreation needs.

### Alternative Camping Survey

This survey will evaluate State Parks' alternative camping program, including an alternative camping project funded through an earlier LWCF grant. The study will help determine whether the alternative camping program is addressing the needs identified in the prior CORP and is responsive to California's changing demographics.

Changes in California's demography, coupled with growing tourism and new recreational activities, have created unprecedented demands on park and recreation service providers. Outdoor recreation is growing in popularity, but trends show that traditional camping is less desirable particularly to Baby Boomers, retirees, and new immigrants who have little knowledge of traditional forms of camping. The explosion of Baby Boomers reaching senior citizen status also increases the need to have facilities that are accessible to people with disabilities, especially mobility impairments. State Parks has considered what type of facilities could be developed to meet these changes while generating additional revenues. In response, the Department has implemented a pilot program incorporating new and existing alternative camping facilities. Forms of camping have become very popular in state parks across the country, such as tent cabins, yurts, floating camps and other facilities, since they provide customers with a way to enjoy camping with minimal effort, equipment or experience with more traditional camping facilities.

The survey results will support and maintain future CORP efforts through their use as a decision-making tool to guide future federal, state and local alternative camping project. The results could also be used to evaluate future LWCF applications for alternative camping projects.

### Statewide Trails Research and Planning

This project will identify opportunities for local recreation providers to augment their existing trail systems using trail information gathered through research and assessments of the regional trails and trail systems in California.

The prior CORP identified the need for this information as part of an update of the 2002 California Recreational Trails Plan. Three major goals of the Trails Plan are supported by this research and planning grant project:

- Evaluate the status of previously secured easements for the California Riding and Hiking Trail and evaluate the feasibility for continuance of the trail's expansion.
- Promote and encourage the incorporation of trails and greenways development and linkages into all local and statewide land use planning processes.
- Prepare regional and statewide inventories of existing, planned and potential trails.

This planning project has two objectives:

- Identify opportunities and needs for local agencies to provide connections within their own trail system or to connect to systems within their region. Rights-of-way opportunities along the historic California Riding & Hiking Trail (CRHT) in Southern California (Riverside County) and Northern California (San Mateo County) will be identified that could meet the trail needs in these communities. The data on these ownerships will identify potential opportunities for local and regional recreation management agencies to improve trail connectivity by incorporating these rights-of-way into their local and regional trail systems. The plan prepared for the CRHT in these counties will serve as a model for use in other parts of California.
- Provide geographic and attribute data for the existing 27 California Trail Corridors throughout the state and report on the missing links in these corridors. The data will allow local agencies to identify opportunities for expanding their trail systems or linking to other regional systems and statewide Trail Corridors and help them provide increased trail access for nearby communities, cities or regions. The collected trails data, including maps, current management information, and website links, will be shared with local agencies and posted online to improve public and agency access to regional trail information.

#### CORP Evaluation and Strategic Plan

The Grants and Local Services Division and the Planning Division will evaluate the California Outdoor Recreation Planning Program and develop a long-range Strategic Plan to direct future CORP Program development.

California's CORP preparation process has changed little over the past decades. Improvements in planning processes and technologies support a comprehensive review of the state's CORP Program. Planning improvements made possible by the dramatic changes in information and public involvement technologies, such as GIS (Geographic Information Systems) and web-based social networking systems have not yet been incorporated in CORP processes. If the CORP program is to remain relevant to the state's ever-changing demands and its complex organization, its periodic review is essential.

The CORP evaluation will assess the Plan's effectiveness in shaping outdoor recreation provider decisions, track the implementation of CORP actions, and provide a compilation of best planning and implementation practices for developing the Strategic Plan. The long-range Strategic Plan will include a CORP road map and procedure guide. The CORP road map will identify improvements in processes and products to enhance the CORP's relevance to outdoor recreation providers, offer useful recommendations and information, and document outcomes of CORP-related actions. The procedure guide will describe best practices, recommend sequences for carrying out CORP activities and suggest timelines and processes for future CORP preparation.

## **Additional Future Planning Grant Possibilities**

Although no planning grant applications have been submitted for these project proposals, and more specific recommendations for future CORP activities will be developed during the CORP evaluation and strategic plan process, the following conceptual CORP elements are briefly described here as possible future planning grant projects.

### Recreation Benchmarks

California State Parks proposes to develop a set of benchmarks for local park and recreation areas and facilities in the state. Benchmark measurement could include the average travel time to a park or recreation areas, or the acreage of neighborhood and community parks per 1,000 residents.

### California Recreational Trails Plan Update

The Statewide Trails plan was completed by Statewide Trails Program staff in 2002 and identified 12 trails-related goals and the general action guidelines to reach those goals. An updated plan would use the 2002 plan as a guide, incorporate additional information and recommendations about trails in the state.

### Children in Nature Campaign

A series of public presentations ('Speakers Bureaus') around the state are being planned by California State Parks to both educate park users and stakeholders about the 'nature deficit disorder', the Children's Outdoor Bill of Rights and the goals and objectives of the Children in Nature Campaign. During each presentation, campaign staff will be collecting data on the existing 'children in nature' programs, to evaluate the supply of youth programs, publicize the currently available programs, expand the program information of the Campaign and make it available to recreation providers, and to encourage recreation providers statewide to adopt, develop or expands these types of programs.

### Cool Parks Initiative

State Parks is addressing climate change with a three-pronged approach that involves adapting to climate changes, mitigating activities that might be contributing to climate change and educating others about climate change. The Department is playing a statewide leadership role in planning for climate change by developing a collection of tools, resources, strategies and actions focusing on climate change 'adaptation' that would inform and direct State Parks (and statewide) planning, operations and visitor services. The resources being developed are intended to help land management decision-makers in local, regional and state governments prepare for climate change by recommending a detailed process for climate change preparedness and planning.

Technical Assistance on New Recreation Facilities

State Parks is developing a series of Recreation Opportunity Bulletins describing new forms of outdoor recreation. Future bulletins will provide a reference for State Park staff and other recreation providers statewide to use for expanding the visitor's outdoor recreation experience.

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# Appendices

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## **Appendix A: Outdoor Recreation Providers: Roles and Key Programs**

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Many different federal, state, and local governmental agencies and commercial, private, and nonprofit entities provide recreation opportunities in California. This chapter identifies many of the primary providers and discusses their current roles and some of the key programs that benefit parks and recreation. This is not intended to include all providers. Since the federal government administers nearly half of the state's landmass, special attention is given to the outdoor recreation opportunities available through federal lands and programs.

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The primary focus of this chapter is to introduce the many providers of recreation opportunities and some of the key programs that benefit parks, recreation and open space in California. The providers include federal, state, and local governmental agencies, special districts, non-profit organizations, land trusts and the private sector. Collectively these recreation providers offer a broad array of settings, opportunities and experiences to meet the diverse needs of Californians and visitors to the state. From mountain peaks to underwater reserves; from lush redwood forests to arid desert floors; from Disneyland to a neighborhood tot-lot; from highly active to passive forms of recreation; from free to very expensive pursuits; from activities involving no equipment to those requiring the latest technology, California offers recreation opportunities to meet virtually every need.

California's recreation providers, through the lands and facilities they administer and the services and programs they provide, contribute significantly to the quality of life and well being of Californians.

Park and recreation opportunities offered by California providers are important for maintaining the physical and emotional health and wellness of individuals. Parks and recreation areas convey a sense of place that brings people back time and again. California's economy benefits tremendously from recreation related sales of clothing, equipment, fees and services and the revenues generated from the tourism and hospitality industries. Recreation activity provides a strong support for community values and serves as a mechanism and social bridge for integrating people of all ethnicities, ages, incomes and abilities.

The providers educate, challenge, inspire and entertain our children, they offer safe and secure places for families and seniors, they protect and conserve our natural and cultural resources and they help strengthen and stimulate California's economy.

## **I. Federal Land Managers**

Nearly half of California's total landmass - more than 47 million acres - is federal land or Indian land held in federal trust. These lands were specifically set aside by Congress or Presidential Executive Order, never having left the public domain, or were acquired for a specific purpose such as protecting wildlife habitat and wetlands, constructing reservoirs or creating parks and public recreation areas. The federal land management agencies, as directed by Congress, have statutory responsibilities for the management of federal lands and the development of recreational facilities and programs. Typically, the benefits and opportunities on federal lands are of national significance or are those that would generally not be feasible for state or local governments.

The outdoor recreation role of federal land managers includes direct services through the management of federally owned properties such as national parks, recreation areas, monuments, forests, wildlife refuges, preserves, wilderness areas, historic sites, reservoir areas and military installations.

Federal land managers provide a significant diversity of outdoor recreation opportunities. The spectrum of federal outdoor recreation opportunities can range from riding off-highway vehicles to enjoying a pristine wilderness, from a short visit to a small historic monument to a multi-week exploration of thousands of acres of forest and desert. Federal recreation activities are both diverse and abundant.

Federal programs also provide vital support to state, local and nonprofit agencies and citizens, helping them meet a variety of land use goals. A variety of federal financial and technical assistance programs enhance local recreation opportunities, protect wildlife habitat, cultural resources and are used to plan and develop community and regional facilities. Programs administered by federal agencies, such as the Land and Water Conservation Fund, are vital to federal land managers and tribal governments as well as to state, local and nonprofit agencies and citizens. Such programs assist with coordinated planning, improving public services, extending local capability, helping with land acquisition, promoting partnerships and developing facilities and land resources. Recreation experiences for Californians are greatly enhanced by the diverse opportunities provided by federal land managers.

### **A. Department of the Interior**



Congress created the Department of the Interior in 1849. The Department's recreation responsibilities include administration of the nation's scenic and historic areas, the multiple uses of public lands, recreational use of federal reservoirs, the conservation and management of fish and wildlife resources, the coordination of federal and state recreation programs and services and the programs benefiting Native

Americans. Four key agencies or bureaus within the Department provide the public outdoor recreation resources and programs in California.

## **1. National Park Service**

[www.nps.gov](http://www.nps.gov)

### Mission



“The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.”

Created by Congress in 1916, the National Park Service (NPS) was directed “to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

The National Park System includes superlative natural, historic and recreation areas, consisting of parks, monuments and reservations such as National Recreation Areas, National Historic Sites and National Seashores, as designated by Congress or Executive Order. The NPS provides a broad array of recreational opportunities compatible with its responsibility to conserve and protect resource values for the enjoyment of future generations. Camping, hiking, nature observation, scenic drives, natural and cultural resource interpretation, boating, horseback riding, rock climbing and swimming are among the many recreational activities within the National Park System.

The NPS administers 24 units and one historic trail in California, covering over 8.2 million acres. These units are widely distributed throughout the state and represent a cross section of the diverse landscapes that define the character of California. The NPS units in California include towering redwoods and giant sequoias, volcanic landscapes, pristine windswept beaches, untrammelled wilderness, vast deserts, offshore islands, awe-inspiring beauty and history. In 2006, California’s NPS units hosted almost 39 million visitors.

The NPS also serves as a national focal point for outdoor recreation. In this role, the NPS provides guidance to states to plan, coordinate and develop outdoor recreation policy, conduct surveys and studies of recreational supply and demand, and develop strategies and plans to meet outdoor recreation needs.

The NPS, through the National Center for Recreation and Conservation, administers programs assisting state and local agencies and communities to

restore rivers, establish trails, save open space, rebuild parks and preserve other special places.

The NPS also maintains the National Register of Historic Places and administers the National Historic Landmark and the National Natural Landmark programs.

**a. Federal Programs Administered by the National Park Service**

**i. Land and Water Conservation Fund**

[www.nps.gov/lwcf](http://www.nps.gov/lwcf)

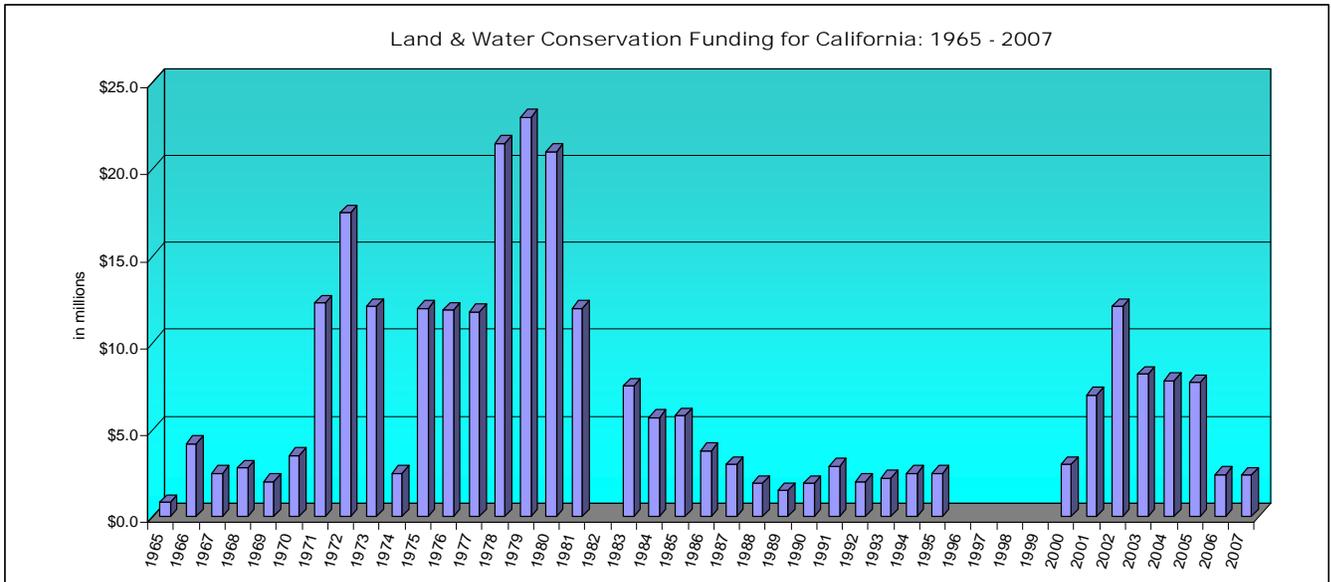


Established in 1965, the Land and Water Conservation Fund (LWCF) is the best-known source of federal funding for state and local outdoor recreation projects. The LWCF has provided \$3,790,805,266.78 for new federal acquisitions and grants to state and local governments over its 40-year history.

Since its establishment, LWCF has assisted with the acquisition of over 210,733 acres in California. In 1979, California received its largest amount of \$27.2 million but in 1982 and from 1996 through 1999 the state received no allocations. The table below shows California’s historical LWCF allocations from 1965 through 2007. California’s 2007 allocation was \$2.38 million.

LWCF funding is subject to annual Congressional appropriations, which have been inconsistent over the years.

The LWCF is the primary source of federal funds, authorized by Congress, to acquire new federal forests, parks, wildlife refuges and other recreation areas.



The LWCF also provides matching grants to state and local governments for acquiring park and recreation lands, developing and rehabilitating recreation facilities and for studying recreation potentials, needs, opportunities and policies.

## **ii. Federal Lands to Parks**

<http://www.nps.gov/ncrc/programs/flp/index.htm>

The National Park Service administers the Federal Land to Parks (FLP) program, helping communities create new parks and recreation areas by transferring surplus federal land to state and local governments. When a federal military base becomes surplus, NPS reviews the notices of availability and then notifies the relevant state, regional and/or local park agencies. A state or local government agency looking for parks and recreation property then notifies the Federal Lands to Parks Program regional office of its interest in the surplus property. Surplus federal lands can satisfy a number of community needs while remaining available for public beneficial use, subject to accepted stewardship principles and practices.

According to the FLP website, as of February 2004 6556.86 acres of property in California has been conveyed from the U.S. Government to state or local government for parks.

## **iii. Save America's Treasures Program**

<http://www.nps.gov/history/hps/treasures/>

The Federal Save America's Treasures program is one of the largest and most successful grant programs for the protection of our nation's endangered and irreplaceable and endangered cultural heritage. Grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and historic structures and sites. Intellectual and cultural artifacts include artifacts, collections, documents, sculpture, and works of art. Historic structures and sites include historic districts, sites, buildings, structures, and objects.

Grants are awarded to Federal, state, local, and tribal government entities, and non-profit organizations through a competitive matching-grant program, administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services and the President's Committee on the Arts and the Humanities.

In 2006, \$450,048 in grants was awarded to two California projects.

#### **iv. Rivers, Trails, and Conservation Assistance (RTCA) Program**

[www.nps.gov/ncrc/programs/rtca/](http://www.nps.gov/ncrc/programs/rtca/)

The RTCA program provides advice and technical assistance to state and local governments, nonprofit groups and Indian tribes on a wide variety of open space, rivers, trails and related projects. The program, through voluntary partnerships instead of direct funding, helps local groups plan greenways, conserve rivers and waterways and develop new trails.

#### **v. Cultural Resources - Grants, Tax Credit and Other Assistance**

[www.cr.nps.gov](http://www.cr.nps.gov)

The National Park Service administers a number of successful programs promoting historic preservation. These programs can revitalize communities through technical assistance, matching funds and local, state and federal partnerships to preserve and conserve cultural resources.

#### **vi. Urban Park and Recreation Recovery**

<http://www.nps.gov/ncrc/programs/uprr/index.htm>

When funding was available, the Urban Park and Recreation Recovery (UPARR) program provided matching grants and technical assistance to economically distressed urban communities. The program provided direct federal assistance to urban localities for rehabilitating critically needed recreation facilities. Eligible cities and urban counties were able to receive rehabilitation, renovation, and planning grants.

UPARR has not been funded since 2002 when \$28.9 million were granted. Previously assisted sites and facilities, more than 1,500 in number in over 300 localities, remain protected in public recreation use, however, under the provisions of Section 1010 of the UPARR Act the same as §6(f) protection under LWCF).

In accordance with Section 1010 of the UPARR Act, no property improved or developed with UPARR assistance shall, without the approval of the National Park Service, be converted to other than public recreation uses. A conversion will only be approved if it is found to be in accord with the current local park and recreation Recovery Action Program and/or equivalent recreation plans and only upon such conditions as deemed necessary to assure the provision of adequate recreation properties and opportunities of reasonably equivalent location and usefulness. Section 1010 is designed to ensure that areas or facilities receiving UPARR grant assistance are continually maintained in recreation use and available to the general public.

## 2. Bureau of Land Management

[www.ca.blm.gov](http://www.ca.blm.gov)

### Mission



“To sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.”

True to the multiple-use mandate of the agency, the Bureau of Land Management (BLM) manages a wide variety of public land uses including outdoor recreation, wilderness, grazing, forest products, mineral extraction, energy production and fish and wildlife management. BLM management practices are intended to sustain the health, diversity, and productivity of the land and water resources without sacrificing their significant natural or cultural values.

Outdoor recreation is an equal partner in the Bureau of Land Management’s multiple-use mandate and managing land and water resources for recreation is a high priority. Nationally, the BLM’s commitment to manage and enhance outdoor recreation opportunities was reinforced in May 2003 with the release of The BLM’s Priorities for Recreation and Visitor Services Workplan followed by the Unified Strategy to Implement the Workplan. These plans established outdoor recreation related policies, goals, and specific actions, including state strategic plans for managing, maintaining and developing recreation opportunities. The BLM is currently developing A Strategic Recreation and Visitor Services Plan for California, using Benefits Based Management to look at California’s diverse land and water resources and outdoor recreation opportunities, issues affecting their management and the need to enhance and promote outdoor recreation throughout the state.

According to the BLM, they administer multiple-use programs on more than 15.2 million acres, covering nearly 15% of California. BLM lands are particularly concentrated in the southeastern California desert, northeastern and north coast portions of the state. There is some BLM public land in all but three of the 58 California counties.

There are 15 BLM field offices responsible for managing California’s public lands. These lands provide a broad spectrum of outdoor recreation opportunities. The resource-dependent outdoor recreation opportunities on BLM lands offer a high degree of freedom for unstructured and dispersed activities that are still sustainable within the constraints of sound resource management principles and practices.

BLM’s outdoor recreation resources are divided into Recreation Management Areas and further classified into Special Recreation Management Areas (SRMA) and Extensive Recreation Management Areas (ERMA) to facilitate planning and management among the field offices.

The SRMAs usually require some kind of special management consideration, have been Congressionally or administratively designated, require a substantial management commitment and/or have had recreation identified as a principle management objective during the land use planning process.

Most of the BLM lands in California are designated ERMAs, catering to a wide range of personal recreation preferences with minimal regulation. ERMAs typically have minimal recreation services but offer diverse and unstructured resource-dependent outdoor recreation opportunities.

There are 45 SRMAs and 16 ERMAs in California. The SMRAs include National Scenic Areas, Wilderness and Wilderness Study Areas, Wild and Scenic Rivers, National Conservation Areas, National Natural Landmarks and sections of the National Trails System. Recreation opportunities include off-highway vehicle use, whitewater rafting, boating, fishing and camping as well as a broad mix of other recreation opportunities and experiences.

#### **a. Federal Programs Administered by the Bureau of Land Management**

##### **i. Payments in Lieu of Taxes Act**

<http://www.doi.gov/pilt/>

Payments in Lieu of Taxes (PILT) are congressionally approved payments to counties offsetting tax revenue losses from the tax-exempt federal lands within their jurisdiction. The payments apply to lands in the National Forest System, the National Park System, BLM administered lands and lands reserved or withdrawn from the public domain for federal water projects, the National Wildlife Refuge System, and a few other categories. California counties received nearly \$21 million in PILT payments in 2007 distributed by BLM. The payments are in addition to other federal land receipt-sharing sources, including revenues from mineral leasing, livestock grazing and timber sales. The PILT payments help fund vital community services, including fire and police protection, recreation, as well as hospital and school construction.

##### **ii. Recreation and Public Purposes Act**

[www.blm.gov/nhp/what/lands/realty/rppa.htm](http://www.blm.gov/nhp/what/lands/realty/rppa.htm)

This Act authorizes the sale or lease of public lands for recreational or public purposes to State and local governments and qualified nonprofit organizations. Recreational purposes include campgrounds, trails and parks, while public purposes include schools, firehouses, law enforcement facilities, hospitals and landfills. The Act specifies conditions, qualifications, acreage limitations and other provisions. Land within national forests, national parks and monuments,

national wildlife refuges, Indian lands, and federally acquired lands are excluded from this Act.

### 3. Fish and Wildlife Service

[www.fws.gov/](http://www.fws.gov/)

#### Mission



“Working with others, to conserve, protect and enhance fish, wildlife, and plants and their habitats for the continuing benefit of the American people.”

The Fish and Wildlife Service (FWS) is principally responsible for conserving, protecting and enhancing fish, wildlife and plants and their habitats. The FWS manages the 96 million-acre National Wildlife Refuge System, with more than 548 National Wildlife Refuges, thousands of small wetlands and other special management areas. It also operates 70 fish hatcheries, 64 fishery resource offices and 78 ecological services field stations. The agency enforces federal wildlife laws, administers the Endangered Species Act, manages migratory bird populations, restores nationally significant fisheries, conserves and restores wildlife habitat, provides federal aid to states, and helps foreign governments with their conservation efforts.



In California, the FWS manages 43 National Wildlife Refuges and Wildlife Management Areas, two National Fish Hatcheries and a Sacramento River salmon-viewing plaza. Approximately half of the refuges are open for recreation activities, including wildlife observation, study and photography, hunting, fishing, equestrian use, hiking, biking, environmental education and automobile touring. The remaining areas are either closed or have restricted access for public safety reasons or for the protection of special status species.

The U.S. Fish and Wildlife Service, Wildlife and Sport Fish Restoration Program administers federal aid programs that award millions of dollars in state grants. These programs may also benefit local governments and, in some cases, private landowners through state agency partnerships. Program elements vary depending on specifics within the enabling legislation.

**a. Wildlife and Sport Fish Restoration Program Awards and Grants administered by the Fish and Wildlife Service**

<http://wsfrprograms.fws.gov/>

**i. Federal Aid in Wildlife Restoration Act (Pittman-Robertson Act)**

<http://www.fws.gov/southeast/federalaid/pittmanrobertson.html>

Approved by Congress in 1937, this Act funds the selection, restoration, rehabilitation and improvement of wildlife habitat, wildlife management research, hunter training and the development, operation and maintenance of public target ranges. Funds come from a federal excise tax on sporting arms, ammunition, archery equipment, and handguns. Funds are collected annually from manufacturers and apportioned to each state. Only state agencies are eligible to receive these grant funds. The grant amount is based on a formula considering the total area of the state and the number of licensed hunters.

**ii. Federal Aid in Sport Fish Restoration Act (Dingell-Johnson Act & Wallop-Breaux Amendment)**

[www.fws.gov/laws/lawsdigest/FASPORT.html](http://www.fws.gov/laws/lawsdigest/FASPORT.html)

Established in 1951, the Sport Fish Restoration Act provides financial assistance for state programs to manage, conserve, and restore fishery resources. This program is funded by federal excise taxes on fishing equipment manufacturing, including rods, reels, lines, hooks and lures. The funds are apportioned to state agencies based on size of the state and number of licensed anglers.

**iii. Cooperative Endangered Species Conservation Grant Program**

[www.fws.gov/endangered/grants/section6/index.html](http://www.fws.gov/endangered/grants/section6/index.html)

The U.S. Fish and Wildlife Service offers a variety of grant programs under the Endangered Species Act to help states, territories, and landowners plan and implement habitat conservation projects for special status species.

**iv. National Coastal Wetlands Conservation Grant Program**

[http://ecos.fws.gov/coastal\\_grants/viewContent.do?viewPage=home](http://ecos.fws.gov/coastal_grants/viewContent.do?viewPage=home)

This is a competitive grant program established by the Coastal Wetlands Planning, Protection, and Restoration Act of 1990. The FWS provides matching grants through this program to acquire, restore, manage or enhance coastal wetlands. The program encourages partnerships, support for watershed planning and leveraged funding for on-going projects to maximize use of the limited funds.

#### **v. Clean Vessel Act**

<http://wsfrprograms.fws.gov/Subpages/GrantPrograms/CVA/CVA.htm>

This nationally competitive grant program distributes funds for the installation of pump-out stations at marinas and other public recreation sites.

#### **vi. Boating Infrastructure Grants**

<http://wsfrprograms.fws.gov/Subpages/GrantPrograms/BIG/BIG.htm>

This grant program was first authorized in 1999 and provides funds annually to improve facilities for recreational boats longer than 26 feet. The grant program has two tiers of funding.

#### **vii. State Wildlife Grants**

<http://wsfrprograms.fws.gov/Subpages/GrantPrograms/BIG/BIG.html>

Since 2002, Congress has annually appropriated funds to state fish and wildlife agencies for planning and conservation efforts with an emphasis on conservation of non-game species. These funds are apportioned to the states based on their land area and total population.

#### **viii. Tribal Grants**

[www.fws.gov/nativeamerican/grants.html](http://www.fws.gov/nativeamerican/grants.html)

In 2003, two new programs awarded grants, the Tribal Landowner Incentive Program and the Tribal Wildlife Grant Program. Congress awarded monies to help 48 federally-recognized tribes conserve and recover endangered, threatened and at-risk species and other wildlife on tribal lands in 22 states, including California.

### **4. Bureau of Reclamation**

[www.usbr.gov/](http://www.usbr.gov/)

#### Mission



“To manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.”

The Bureau of Reclamation (BOR) was established in 1902 to develop water resources in 17 western states to facilitate agricultural development and settlement. The agency has moved more recently towards a multipurpose approach in the management of its land and water resources. In addition to agricultural, municipal and industrial water supplies, BOR today addresses endangered species, instream flows, fisheries management, wetlands preservation, fish and wildlife habitat conservation and enhancement, recovery of

salmon populations, cultural resources preservation, water quality, recreation and other environmental-related concerns.

In California, millions of people visit the Mid-Pacific Region's reservoirs each year to recreate. Most facilities are administered by other federal, state, county and city managing partners. The Bureau of Reclamation still directly manages some facilities such as Lake Berryessa and New Melones Lake.

## **B. Department of Agriculture**

### **1. U.S. Forest Service**

[www.fs.fed.us/](http://www.fs.fed.us/)

#### Mission



“To sustain the health, diversity, and productivity of the Nation’s forests and grasslands to meet the needs of present and future generations.”

The Forest Service provides outdoor recreation opportunities through three entities:

- ❖ National Forest System
- ❖ State and Private Forestry
- ❖ Research and Development

The National Forest System in California includes 18 national forests covering over 20.6 million acres - one-fifth of the state's total landmass. The Forest Service employs multiple-use and sustained yield principles and practices to manage these lands while accommodating a variety of uses, including outdoor recreation, timber, grazing, watershed management, fish and wildlife habitat and wilderness. The multiple uses fit within an ecosystem framework approach, a fairly new resource management concept.

The Forest Service provides about half of the wildland recreation opportunities in California. In 2007, there were 31 million recreation visits to the state's national forests, representing nearly 15 percent of all recreational visits to all national forests in the country. The national forests contain an estimated 30 percent of the family campgrounds, 4.3 million acres of the designated wilderness areas, 50 percent of the state's water supply, and 24 of the 31 major downhill ski areas in California. The California national forests also contain more than 2,400 lakes and reservoirs, 13,000 miles of fishable rivers and streams, 1,200 miles of designated Wild and Scenic Rivers, and 18,959 miles of maintained hiking, horseback riding and off-road vehicle trails. There are over 6,131 forest service summer cabins permitted as “recreation residences,” some dating back to 1906.

The State and Private Forestry programs provide technical and financial conservation assistance to state and private non-industrial landowners. The program leverages federal resources to produce a variety of forest-based goods

and services, including recreation, fish and wildlife, biological diversity, and timber. The programs include wildland fire protection, Smokey Bear, forest health protection, cooperative forestry, and natural resource preservation.

The Research and Development programs focus on areas requiring urgent policy and management action, including studies on watershed health and restoration, sustainable forest management, economic and social values, and forest health. In California, the Pacific Southwest Research Station, Wildland Recreation and Urban Cultures, engages in a variety of recreation research topics, including recreation customer models, market analysis, visitor communication, volunteer management, mountain biking issues, cultural diversity and California outdoor recreation management.

## **C. Department of Defense**

### **1. U.S. Military**

[www.defenselink.mil/](http://www.defenselink.mil/)



The Department of Defense (DOD) administers approximately 4 million acres in California, used almost exclusively for military purposes.

The DOD is required to manage its natural resources and cultural sites, and, wherever possible, provide for multiple uses and public access compatible with each facility's military mission. The DOD has a resource management plan for each facility, which includes a section on managing natural resource-based outdoor recreation.

The Department's military mission and current level of national defense readiness influences access policies for military personnel, their families, civilian employees, military retirees, escorted guests, and the general public wanting to use the recreation areas. Some DOD facilities allow public access for hunting, fishing, horseback riding, visiting historic sites and access to beaches. Access may be continuous or granted only on special occasions, although many military facilities prohibit any public access.

With the end of the Cold War, Congress passed the Base Realignment and Closure Act (BRAC) in 1988. The Act appointed four rounds of independent BRAC commissions to recommend surplus and obsolete military bases for realignment or closure. California was the hardest hit in the nation with 29 major bases and several small installations identified for closure or downsizing. The closures reduced the state's annual economy by an estimated 9 billion dollars and caused the direct and indirect loss of 200,000 jobs. The base closures did free up over 77,000 acres of land for industrial, commercial, recreational, educational and residential uses. These closures have allowed federal, state and

local agencies to submit reuse plans for parks, recreation, open space, wildlife habitat and economic development.

## 2. U. S. Army Corps of Engineers

[www.usace.army.mil/](http://www.usace.army.mil/)

### Mission



“Provide peacetime emergency and environmental services while strengthening military support capabilities.”

The civil works activities of the U.S. Army Corps of Engineers (Corps) include flood control, water supply, navigation, recreation, regulatory oversight, water quality, fish and wildlife conservation, and disaster response throughout California. These lands are administered directly through lease arrangements with other public agencies or through concessionaires. Corps projects are primarily water oriented, making them popular recreation resources.

### a. Federal Programs Administered by the U.S. Army Corps of Engineers

#### i. Clean Water Act: Section 404

[www.epa.gov/OWOW/wetlands/regs/sec404.html](http://www.epa.gov/OWOW/wetlands/regs/sec404.html)



The 1977 Clean Water Act amendment to the 1972 Federal Water Pollution Control Act is intended to “restore and maintain the chemical, physical, and biological integrity of the Nation’s waters.” Section 404 of the Clean Water Act regulates the placement of dredge and fill material into United States waters and wetlands. The U.S. Army Corps of Engineers has primary responsibility for the permit program and issues permits in compliance with environmental requirements.



### D. Special Systems on Federal Lands

There are three special management systems on California federal lands: the National Wilderness Preservation System, the National Wild and Scenic Rivers System, and the National Trails System. Congress created these systems to protect special features on federal lands and the systems are administered by several agencies, including the U.S. Forest Service, Bureau of Land Management, National Park Service and the Fish and Wildlife Service. Congress reserved the right to define the extent of the systems but under certain circumstances, state-designated rivers and streams or recreational trails can be added to the systems without congressional action.

## 1. The National Wilderness Preservation System

<http://www.wilderness.net/>

The National Wilderness Preservation System was created on September 3, 1964. The Wilderness Act defines federal wilderness as land untouched by human activity, primarily affected by the forces of nature where solitude and primitive recreation are the dominant values. The Act directs wilderness to be “devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.” Commercial activities, motorized access, and permanent roads, structures or facilities are generally prohibited. Areas within the National Wilderness Preservation System pertain to only lands that are federally owned. While agencies can nominate wilderness areas, only Congress can designate them.

The National Wilderness Preservation System includes 702 wilderness areas, 138 of which are in California. Nationally these areas contain 107,436,608 acres with 14,335,878 acres located in California. The largest California unit within the system is the Death Valley Wilderness at 3,253,028 total acres and the smallest California unit within the system is the Rocks and Islands Wilderness with 5 acres.

## 2. The National Wild and Scenic Rivers System

[www.rivers.gov/](http://www.rivers.gov/)



The Wild and Scenic Rivers Act celebrated its 40th Anniversary in 2008. The Act, championed by Senator Frank Church, and signed into law by President Lyndon Johnson on October 2, 1968, protects the free-flowing waters of many of the United State’s most spectacular rivers.

The National Wild and Scenic Rivers System Act established three river classifications that prohibited any water resource projects that would hinder or divert river flow. Congress required management agencies to protect and enhance the river’s values contributing to the Wild and Scenic River designation, but allowed most other land uses unless they “substantially interfere with public use and enjoyment of these values.”

As of 2006, the National Wild and Scenic Rivers System protects more than 11,000 miles of 165 rivers in 38 states and the Commonwealth of Puerto Rico; this is a little more than one quarter of one percent of the nation’s rivers. Of these protected resources, 1,893.8 miles of 15 rivers are within California.

### 3. The National Trails System

[www.nps.gov/nts/index.html](http://www.nps.gov/nts/index.html)



The National Trails System Act (1968) established four classes of National Trails. National Trails include Scenic, Historic and Recreation Trails—and connecting or side trails providing access between the other trails.

Eight National Scenic (NST) and eighteen National Historic Trails (NHT) running 64,445 miles (not including the as yet determined length of the recently authorized Star-Spangled Banner NHT), have been designated by law. Another two connecting trails have been designated (certified) administratively. Sections of the Pacific Crest NST, California NHT, Pony Express NHT, Old Spanish NHT and the Juan Bautista de Anza NHT are found in California.

Over 1,000 National Recreation Trails have been recognized by the Secretaries of Agriculture and the Interior.

#### E. Other Federal Agencies Supporting Outdoor Recreation

##### 1. Department of Transportation, Federal Highway Administration

<http://www.fhwa.dot.gov/>



The Federal Highway Administration manages the Highway Trust Fund to finance the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). SAFETEA-LU authorizes the Federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009.

With guaranteed funding for highways, highway safety, and public transportation totaling \$244.1 billion, SAFETEA-LU represents the largest surface transportation investment in our Nation's history. The two landmark bills that brought surface transportation into the 21<sup>st</sup> century—the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21)—shaped the highway program to meet the Nation's changing transportation needs. SAFETEA-LU builds on this firm foundation, supplying the funds and refining the programmatic framework for investments needed to maintain and grow our vital transportation infrastructure.

Projects are sponsored by state agencies, federal agencies, and regional, local or private/non-profit agencies acting with a state agency partner.

A total of \$370 million is provided through 2009 to continue this program to develop and maintain trails for recreational purposes that include pedestrian,

equestrian, bicycling and non-motorized snow activities as well as off-road motorized vehicle activities. New eligibilities are provided, including construction and maintenance equipment, real estate costs, educational program costs, State administration costs, and assessment of trail conditions.

## **F. Other Federal Programs**

### **1. Federal Lands Recreation Enhancement Act (FLREA)**

[http://www.blm.gov/wo/st/en/prog/Recreation/recreation\\_national/recreation\\_fees/rea\\_info\\_page.html](http://www.blm.gov/wo/st/en/prog/Recreation/recreation_national/recreation_fees/rea_info_page.html)

With the signing of the FY 2005 Appropriations Act, the Federal Lands Recreation Enhancement Act (FLREA) replaced the Recreational Fee Demonstration (Fee-Demo) authority. The new authority limits fees at sites that have a specified minimum level of development and meet specific criteria. Additional safeguards include provisions that require the use of Recreation Resource Advisory Committees and specific requirements to provide the public with information about fees and how fee revenues will be used. The Act provides agencies with recreation fee authority for 10 years, which will allow the agencies to improve the efficiency of the program, provide better facilities and services to the visitors, employ greater use of technology, and enter into more fee management agreements with counties and other entities to provide additional services to visitors.

The majority of fee revenues are retained at the site of collection and used to enhance visitor services, including repair, maintenance, and facility enhancement. Typical uses of fee revenues include maintaining campgrounds, habitat restoration directly related to wildlife-dependent recreation, fixing boat launches, offering interpretive displays and tours, and providing toilets, developed parking, trash receptacles, water, and other amenities that many visitors expect.

### **2. Federal Regulatory Actions**

Federal regulatory actions can have a significant impact on outdoor recreation activities, including the types of uses allowed, the season of use, restrictions on the use of certain equipment and environmental quality-related restrictions. Regulations can have a profound affect on segments of the recreation equipment industry. New regulations for improving safety standards, reducing pollution, protecting the health and welfare of citizens and the environment are constantly being proposed. These regulations can restrict, curtail or eliminate certain activities or equipment. They can also require costly redesigns or early phase-out of expensive equipment before research and development costs can be fully recovered. Redesigns are not only financially and technologically burdensome to manufacturers but the added costs are passed on to retailers and consumers.

New regulations typically respond to consumer complaints, pressure from environmental advocacy groups, scientific advancements, and scientific evidence of resource degradation or to the manufacturing advances of new technologies or new products.

## II. State Land Managers

### A. California Resources Agency

[www.resources.ca.gov/](http://www.resources.ca.gov/)

The Resources Agency is responsible for conserving, enhancing, and managing the state's rich and diverse natural resources, including the land, water, wildlife, parks, minerals, and historic sites. California's natural resources supply the state's water, air, minerals, lumber, power and food. They also provide outstanding outdoor recreational opportunities, including nature study, research, and tourism. The Resources Agency oversees policies, activities, and a budget of \$6.4 billion and 16,000 employees in 25 departments, commissions, boards and conservancies. Several directly provide outdoor recreation opportunities—most notably the Department of Parks and Recreation. Several others that do not provide direct services instead provide regulatory oversight, financial assistance, or resource protection supporting outdoor recreation opportunities and maintaining open space.

#### 1. Department of Parks and Recreation

[www.parks.ca.gov](http://www.parks.ca.gov)

##### Mission



“To provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation.”

The California Department of Parks and Recreation (DPR) manages the State Park System, the Off-Highway Motor Vehicle Recreation Program, the Historic Preservation Program and the Office of Grants and Local Services. DPR provides millions of dollars in state and federal funds through its many programs to local and state agencies and other organizations for parks, recreation, and resource-related projects.

#### a. California State Park System

[www.parks.ca.gov](http://www.parks.ca.gov)

The 1901 bill authorizing the use of state funds to acquire redwood property led to preservation of the first 2,500 acres in Big Basin in 1902 creating the first California state park. This set the tone for preserving California's most valuable

resource lands for future generations and the birth of the State Park System. Units of the State Park System include:

- ❖ Underwater recreation areas and reserves
- ❖ Natural and cultural preserves
- ❖ Beaches, recreation areas, wilderness areas, and reservoirs
- ❖ Historic and archaeological sites, National Register and National Historic Landmark properties
- ❖ Lighthouses, ghost towns and conference centers
- ❖ Off-highway vehicle parks

As of FY 2007/08, the California State Park System hosted over 79.5 million visitors and was responsible for 278 park units covering 1,560,623.2 acres of land, 315.43 miles of coastline; over 973 miles of lake and river frontage; more than 14,500 campsites; and over 4,600 miles of hiking, biking, and equestrian trails.

The System includes some of the State's finest coastal wetlands, estuaries, beaches, and dune systems representing almost one-third of California's scenic coastline.

The System's cultural resources include:

- ❖ Over 1 million museum objects
- ❖ More than 3 million archival documents
- ❖ Two million archaeological specimens
- ❖ 3,375 historic buildings and structures
- ❖ Over 100 properties on the National Register of Historic Places
- ❖ 123 California Historical Landmarks,
- ❖ 26 National Historic Landmarks
- ❖ 47 Historic Parks and Museums
- ❖ 14 Cultural Preserves
- ❖ Over 13,500 Cultural Resources inventoried
- ❖ 10,271 archaeological sites

#### **b. Office of Historic Preservation**

[www.ohp.parks.ca.gov](http://www.ohp.parks.ca.gov)

The mission of the Office of Historic Preservation and the State Historical Resources Commission is to preserve and enhance California's irreplaceable historic heritage in the public interest so that California's vital legacy of cultural, educational, recreational, aesthetic, economic, social, and environmental benefits will be maintained and enriched for present and future generations. The Office of Historic Preservation administers California's statewide historic preservation program. The Commission reviews historic and archaeological site applications for listing on the National Register of Historic Places, the California Register of

Historic Resources, and the lists of California Historical Landmarks and Points of Historical Interest.

The Office of Historic Preservation administers a variety of grants to certified local governments, accredited colleges and universities, federally recognized California Native American tribes and any non-profit organization existing under section 501(c)(3) of the U.S. Internal Revenue Service Code that promotes historic preservation as its principle charitable purpose.

**c. Office of Grants and Local Services**

[www.parks.ca.gov/grants](http://www.parks.ca.gov/grants)

The Office of Grants and Local Services (OGALS) develops and administers a variety of grant programs providing funds to state agencies, counties, cities, park and recreation districts, special districts, and non-profit organizations for parks, recreation and resource-related projects. Over the last 35 years the Office of Grants and Local Services has administered \$1.8 billion in local assistance grants, funding over 14,000 projects.

Historically, in 2000 voters approved a \$2.1 billion Bond Act (Prop. 12) including \$800 million for local grants. In 2002, a \$2.6 billion Bond Act (Prop. 40) was passed including \$832.5 million for local assistance grants.

Currently, the only new funds available being administered by OGALS are the annual programs (Habitat for Conservation Fund, Recreational Trails Program and the Land and Water Conservation Fund).

On November 7, 2006, voters passed the “Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006” (Safe Drinking Water Bond) by 53.9 percent. The 5.4 billion dollar Safe Drinking Water Bond cannot be implemented until a law is enacted specifying what grant programs the funds should support. In the 2007 legislative session, the Legislature did not send any bills to the Governor that would implement the Safe Drinking Water Bond.

Annual grant programs administered by the California Department of Parks and Recreation include the Habitat Conservation Fund, Land and Water Conservation Fund and the Recreational Trails Program.

#### **d. Off-Highway Motor Vehicle Recreation Division**

[www.ohv.parks.ca.gov](http://www.ohv.parks.ca.gov)

Since the Off-Highway Vehicle (OHV) program began in 1971, the Off-Highway Motor Vehicle Recreation (OHMVR) Division of the California Department of Parks and Recreation has maintained and managed designated off-highway recreation areas. The OHV program directly or indirectly manages millions of acres across the state, with 90% of the off-highway vehicle recreation opportunities located on federal lands. All told, an estimated 100,000 miles of roads and trails are currently open to the off-road enthusiast, including the popular Sno Park areas. The largest source of OHV program funding comes from motor fuel taxes on those individuals who may also be driving off-road for recreation.

The State directly administers six State Vehicular Recreation Areas (SVRAs) covering 87,892 acres. In FY2007/08, almost 5 million people visited SVRAs.

The state provides grants and cooperative agreements through an OHV grant program for conservation, law enforcement, land acquisition, development, and operation of local and federal OHV areas. There are 11 locally operated OHV parks, 60 U.S. Forest Service sites, and 26 Bureau of Land Management facilities. The OHV grant program has awarded \$194 million since 1986.

The Off-Highway Motor Vehicle Recreation Division released a report in 2002, "Taking the High Road:" The Future of California's Off-Highway Recreation Program. This report details recent OHV program reform efforts to benefit the public and the environment. Among the topics were:

- ❖ Encouraging and expanding participation in setting policies and procedures
- ❖ Reforming the OHV grant program
- ❖ Commissioning an updated and comprehensive fuel tax study
- ❖ Instituting strategic planning
- ❖ Strengthening public safety, education and outreach

#### **2. Department of Fish and Game**

[www.dfg.ca.gov](http://www.dfg.ca.gov)

##### **Mission**



"To manage California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public."

The Department of Fish and Game (DFG) currently owns or administers 716 properties statewide, totaling 1,082,641 acres (606,306 owned and 476,335 administered). These 716 properties include 110 wildlife areas, 123 ecological reserves, 11 marine reserves, 233 undesignated lands, 180 public access areas, 21 fish hatcheries, and 38 miscellaneous lands.

The various land and water resources are classified as wildlife areas, ecological reserves, public access, fish hatcheries or are undesignated. The state acquired these lands to provide public outdoor recreational use opportunities and to protect and enhance habitat for a wide array of plant and wildlife species, including many threatened or endangered species. Outdoor recreation opportunities include hunting and fishing and places for hiking, camping, boating, wildlife viewing and nature study.

DFG also enforces the state's Fish and Game Code, wetlands regulation, permitting and mitigation, streambed alteration permitting, statewide oversight for conservation planning, as well as overseeing partnerships and related programs and administration of the California Endangered Species Act, including plant and animal species listing.

The DFG receives funding through several federal grant-in-aid programs that benefit fish and wildlife through habitat acquisition and restoration, research, environmental protection and public access. The DFG also provides outdoor recreational opportunities including hunting, fishing, boating, education, safety programs and wildlife viewing. Federal aid comes from a variety of sources including the well-known Dingell-Johnson, Wallop-Breaux, and Pittman-Robertson Acts, as well as several others. Federal aid programs are primarily administered through the U.S. Fish and Wildlife Service. Other state agencies, local governments, nonprofit organizations and, in some cases, individual landowners, can benefit from these funds through partnerships with the DFG.

#### **a. Wildlife Conservation Board**

<http://www.wcb.ca.gov/>

##### Mission



“The mission of the Wildlife Conservation Board is to select, authorize, and allocate funds for the purchase of land and waters suitable for the preservation, protection, and restoration of wildlife habitat.”

The Wildlife Conservation Board (WCB) was created by 1947 legislation to administer a capital outlay program for wildlife conservation and related public recreation. Although falling within the Department of Fish and Game, the WCB is a separate and independent board with the authority and funding to carry out acquisition and development programs for wildlife conservation.

WCB financial assistance is available to cities, counties and public districts or corporations for development projects and facility construction. Facilities may include fishing piers and floats, boat ramps, jetty access walkways, lake or reservoir improvements, boardwalks, nature trails and interpretive areas. Projects

are generally completed in coordination with local agencies, which then operate and maintain them for public use.

The primary responsibilities of the Board are to select, authorize and allocate funds for land and water resource acquisitions suitable for recreation purposes and the preservation, protection and restoration of wildlife habitat. The Board can also authorize recreational facility construction on property in which they have a proprietary interest.

### 3. Department of Water Resources

<http://www.water.ca.gov/>

#### Mission



“The mission of the Department of Water Resources is to manage the water resources of California in cooperation with other agencies, to benefit the State’s people, and to protect, restore, and enhance the natural and human environments.”

The Department of Water Resources (DWR) develops and manages the state’s water resources to supply quality water for municipal, industrial, agricultural, and recreational uses. The DWR is also responsible for maintaining adequate water to sustain fish populations and for the protection and enhancement of habitat and wildlife.

DWR also plans, designs, constructs, operates and maintains the State Water Resources Development System. The DWR is additionally responsible for protecting and restoring the Sacramento-San Joaquin Delta, regulating dams, controlling floods, educating the public and serving local water needs.

Water is one of the strongest and most popular attractants for a variety of outdoor recreation activities and experiences. Water-based outdoor recreation such as swimming, beach activities, boating, fishing and water skiing are very important on the state’s rivers and reservoirs. Water features enhance picnicking, camping, hiking and driving for pleasure. Managed water resources also provide wildlife habitat, promote or enhance nature study, photography as well as fish and wildlife production. Managed water resources also help maintain environmental quality.

### 4. Department of Forestry and Fire Protection

[www.fire.ca.gov](http://www.fire.ca.gov)

#### Mission



“The Department of Forestry and Fire Prevention protects the people of California from fires, responds to emergencies, and protects and enhances forest, range, and watershed values providing social, economic, and environmental benefits to rural and urban citizens.”

The California Department of Forestry and Fire Protection (CAL FIRE) is dedicated to the fire protection and stewardship of over 31 million acres of privately owned wildlands. CAL FIRE responds to an average of more than 5,600 wildland fires each year. In 2007, CAL FIRE responded to 3,610 fires that burned 434,667 acres. CAL FIRE also responds to an average of more than 350,000 non-wildfire emergencies each year. For many outdoor recreation users, CAL FIRE is often the first responder during medical emergencies, auto accidents, search and rescues, and civil disturbances. Fire prevention and fire safety programs remain a high statewide CAL FIRE priority.

CAL FIRE also has a role in managing and protecting California's natural resources through their Resource Management Program. CAL FIRE foresters review between 500 and 1,000 Timber Harvest Plans and conduct over 7,500 site inspections annually to ensure protection of watersheds, wildlife, tree renewal and cultural resources and to ensure compliance with California's forest practices regulations.

CAL FIRE operates eight Demonstration State Forests covering 71,000 acres. The demonstration forests contain 50 million board feet of growing trees and an average of 30 million board feet is harvested there annually, enough for 3,000 single-family homes. The demonstration forests also support research, demonstration projects, public recreation, fish and wildlife habitat, and watershed protection.

## 5. Department of Boating and Waterways

[www.dbw.ca.gov](http://www.dbw.ca.gov)

### Mission



“To provide safe and convenient public access to California’s waterways and leadership in promoting the public’s right to safe, enjoyable and environmentally sound recreational boating.”

The Department of Boating and Waterways (DBW) is the state’s recreational boating agency. For the past 50 years, it has been a leader in developing safe and convenient access to California’s waterways in state parks, inland lakes, reservoirs, rivers and along the scenic coastline. There are about 2.7 million boats in California, which include 1 million motorized boats and 1.7 million non-motorized boats. DBW services include loans for the construction of marinas, funding for the construction of boating instruction and safety centers, and grants for motorized and non-motorized boat launching facilities, removal of abandoned watercraft, vessel sewage pumpouts, floating restrooms and boating law enforcement support. Other services include boating safety and clean green boating education, aquatic weed control and law enforcement training.

Since 1957, the Department of Boating and Waterways has provided over \$800 million in program funds supporting recreational boating. Recreational boating contributes over \$20 billion annually to the State's economy.

## 6. Department of Conservation

[www.consrv.ca.gov](http://www.consrv.ca.gov)

### Mission



"The Department of Conservation was created in 1961 to administer activities and programs for the purpose of conserving California's soil resources."

The Department of Conservation (DOC) administers a variety of programs to ensure the wise use and conservation of the state's land, energy and mineral resources.

The DOC works with landowners, local governments, and researchers to conserve farmland and open space through conservation easements, tax incentives, and mapping and monitoring farmland. As California's population grows, DOC land conservation programs promote smart growth to protect farmlands and related open space, important backdrops for enhancing outdoor recreation experiences. The California Land Conservation Act of 1965 (Williamson Act) for example, encourages local governments to contract with private landowners, restricting land use to agriculture or open space in return for lower tax assessments. DOC programs help preserve and enhance the rural agricultural lifestyle, character and landscape. Rural landscapes are important to the sightseeing and traveling public and help maintain the quality of life in California.

## 7. California Conservation Corps (CCC)

[www.ccc.ca.gov](http://www.ccc.ca.gov)

### Mission



"Protect, conserve, restore, and enhance environmental and human-based resources of the California coast and ocean for environmentally sustainable and prudent use by current and future generations."

The California Conservation Corps (CCC) is the oldest, largest and longest-running youth conservation corps in the world.

Federal, state, county, and city agencies as well as school districts, nonprofit and private organizations can partner with the CCC. The CCC works on reimbursable projects such as trail construction, erosion control, irrigation system installation, tree planting and park maintenance and restoration.

## 8. State Conservancies

<http://www.resources.ca.gov/conservancies.html>

The nine conservancies below are independent agencies under the California Resources Agency umbrella. Each has a different mission in specific geographic areas around the state. While their missions vary, their primary objectives include protecting the natural environment, increasing public access and recreation opportunities and preserving and enhancing the broad diversity of wildlife habitat.

### a. Coastal Conservancy

[www.coastalconservancy.ca.gov](http://www.coastalconservancy.ca.gov)



The California Coastal Conservancy is an independent state agency that uses non-regulatory means to purchase, protect, restore, and enhance coastal resources and wetlands, and provide public access to the shore. The Coastal Conservancy works in partnership with local governments, other public agencies, nonprofit organizations, and private landowners to resolve land use conflicts and develop restoration plans. To date, the Conservancy has undertaken more than 1,200 projects along the California coastline and around San Francisco Bay and has provided more than \$1.5 billion to complete these projects.

Conservancy projects can include trail construction, public access facilities, wetland restoration and enhancement, public pier restoration, and preservation of agricultural lands.

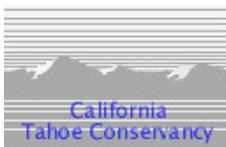
### b. Santa Monica Mountains Conservancy

<http://smmc.ca.gov/>

The Santa Monica Mountains in Los Angeles and Ventura counties is one of the great urban wilderness areas in the country. The Conservancy's mission is to strategically buy, preserve, protect, restore, and enhance treasured pieces of Southern California, forming an interlinking system of urban, rural, and river parks, open space, trails and wildlife habitats easily accessible to the general public.

### c. California Tahoe Conservancy

[www.tahoecons.ca.gov](http://www.tahoecons.ca.gov)



The California Tahoe Conservancy's mission is to preserve, protect, restore, enhance and sustain the unique and significant natural resources and recreational opportunities on the California side of the Lake Tahoe Basin. It was established to develop and implement programs of land acquisitions and site

improvements to improve water quality, preserve the scenic quality and recreation opportunities in the region, provide public access, preserve wildlife habitat, and manage and restore lands to protect the natural environment. The Conservancy is not a regulatory agency.

#### **d. Baldwin Hills Conservancy**

[www.bhc.ca.gov](http://www.bhc.ca.gov)

The Baldwin Hills Conservancy is the primary state agency responsible for acquiring and developing open space in the Baldwin Hills to expand the Kenneth Hahn State Recreation Area, located in the northwestern area of the Los Angeles Basin.

The Baldwin Hills Conservancy develops and coordinates an integrated program of resource stewardship to optimize recreational and natural resource values consistent with community needs and the region's long-term recreation and habitat conservation goals. The Conservancy's goal is a two square mile world-class natural park and recreation area for the Los Angeles Basin.

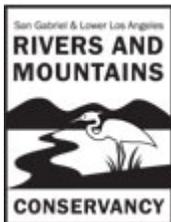
#### **e. Coachella Valley Mountains Conservancy**

[www.cvmc.ca.gov](http://www.cvmc.ca.gov)

The Coachella Valley Mountains Conservancy was established by the California Legislature in 1990 to protect the Coachella Valley mountains from Palm Springs to the Salton Sea. The Conservancy grew out of a community-based conservation group creating a partnership between local, state, and federal agencies, and the public as the most effective way to protect the splendid natural and cultural resources of the area. The Conservancy's mission and territory were broadened in 2000 to include natural community conservation land acquisitions following guidelines in the DFG's Natural Community Conservation Plan.

#### **f. San Gabriel and Lower Los Angeles Rivers and Mountains Conservancy**

[www.rmc.ca.gov](http://www.rmc.ca.gov)



Legislation created the Conservancy in 1999 and a year later, it created a Parkways and Open Space Plan to preserve urban open space and habitat for the enjoyment and appreciation of present and future generations. The Conservancy sponsors projects providing low-impact recreation, education, wildlife and habitat restoration, and watershed improvements that prioritize river-related recreation, re-vegetation, aesthetic improvements, and wildlife habitat.

The San Gabriel and Lower Los Angeles Rivers and Mountains Conservancy planning area includes 58 cities in eastern Los Angeles County and 10 cities in western Orange County. The Conservancy works collaboratively with the 68

cities and two counties, other local, state and federal agencies as well as non-governmental organizations and citizens. The Conservancy has adopted a parkway and open space plan for the San Gabriel River watershed, the lower Los Angeles River watershed, and the San Gabriel Mountains.

#### **g. San Joaquin River Conservancy**

<http://sjrc.ca.gov/>



The San Joaquin River Conservancy develops, operates and maintains the San Joaquin River Parkway, situated along both sides of the San Joaquin River from Friant Dam to Highway 99 in Madera and Fresno Counties. The Conservancy preserves and enhances the River's extraordinary biological diversity, protects its valued cultural and natural resources and provides educational and recreational opportunities to the local communities.

#### **h. San Diego River Conservancy**

<http://sdrc.ca.gov/>

Governor Gray Davis signed legislation creating the San Diego River Conservancy in September of 2002. The Conservancy fulfills its mission of the restoration and conservation of the San Diego River Area through acquiring, managing and conserving land and by protecting or providing recreational opportunities, open space, wildlife species and habitat, wetlands, water quality, natural flood conveyance, historical / cultural resources, and educational opportunities. One of the Conservancy's goals is to build a River-long park and hiking trail stretching fifty-two miles from the River's headwaters near Julian to the Pacific Ocean.

#### **i. Sierra Nevada Conservancy**

<http://sierranevada.ca.gov/>

The Sierra Nevada Conservancy (SNC) initiates, encourages and supports efforts that improve the environmental, economic and social well-being of the Sierra Nevada Region, its communities and the citizens of California. The SNC Region is comprised of all or part of 22 counties and over 25 million acres. The Region is California's principal watershed; supplying 65% of the developed water supply.

The Region is divided into six Sub-Regions. SNC was created to work collaboratively and in coordination with local governments and interested parties to carry out the seven program goals. The Governing Board is made up of 13 voting and 3 non-voting members as outlined in Public Resources Code Section 33321.

## 9. California Coastal Commission

[www.coastal.ca.gov](http://www.coastal.ca.gov)



The California Coastal Commission was made permanent by the Legislature through the 1976 California Coastal Act as an independent, quasi-judicial state agency. The Coastal Commission regulates coastal land use and issues development permits.

The Coastal Act contains policy on shoreline public access and recreation, lower cost visitor accommodations, terrestrial and marine habitat protection, visual resources, landform alteration, agricultural lands, commercial fisheries, industrial uses, water quality, offshore oil and gas development, transportation, development design, power plants, ports, and public works.

California's coastal management program involves a partnership between state and local governments. The Coastal Act requires that each local government in the coastal zone prepare a Local Coastal Program (LCP), meeting the Act's provisions and policies. Coastal zone development is restricted unless a coastal zone development permit is issued by the Commission or by a local government with an approved LCP. In past years, the Coastal Commission provided substantial grants for coastal communities to complete or update their LCP. However, no funding for local planning grants has been included in the Commission's budget since FY 2000/01.

Whale Tail Competitive Grants, Environmental Enhancement and Mitigation Grants, Regional Wetlands Grants, the Coastal Resources Grant Program and the Coastal Assistance Impact Program are additional sources of coastal community assistance through the Coastal Commission.

The Coastal Commission manages a public access program for the length of California's coastline and maintains an inventory of all the offers-to-dedicate (OTD) public access easements. Once all the OTDs are identified, local governments and the Commission work to fund the construction and opening of these coastal easements.

The California Coastal Trail will span the 1,200-mile length of the state's shoreline when completed, providing access opportunities for a variety of users. The trail has been designated a National Millennium Legacy Trail and the Commission and the State Coastal Conservancy are working towards completing it.

## **10. California Wilderness Preservation System**

<http://www.leginfo.ca.gov/cgi-bin/waisgate?WAISdocID=15498928687+1+0+0&WAIAction=retrieve>

The California legislature established the California Wilderness Preservation System (CWPS) in 1974. Three basic criteria govern admission to the system: 1) the land must be state owned; 2) the area must remain in, or have been returned to, or have substantially reestablished its principal, natural character, and influence; and 3) the area must be of sufficient size to make its preservation practicable. The 1974 legislation created two wilderness areas: the Santa Rosa Mountains Wilderness Area of 87,000 acres and the 12,465-acre Mount San Jacinto Wilderness Area abutting the federally designated San Jacinto Wilderness. Much of the land in the state system is in Anza-Borrego Desert State Park (297,400 acres); other areas are along the coastline and in mountain ranges along the coast. California State Parks includes the following designated State Wilderness (SW) areas in addition to those mentioned above: Boney Mountain SW (6,190 acres), Bull Creek SW (10,450 acres), Cuyamaca Mountain SW (13,210 acres), Henry W. Coe SW (23,300 acres), Murrelet SW (6,600 acres), Redwood Heritage SW (5,500 acres), West Waddell Creek SW (5,810 acres) and most recently Sinkyone SW (7,100 acres). In California, the State Legislature can designate wilderness, or proposals can be brought before the California Park and Recreation Commission.

## **11. California Wild and Scenic River System**

<http://www.leginfo.ca.gov/cgi-bin/waisgate?WAISdocID=155451738+0+0+0&WAIAction=retrieve>

The State of California designates that certain rivers that possess extraordinary scenic, recreational, fishery, or wildlife values and states that they shall be preserved in their free-flowing state, together with their immediate environments, for the benefit and enjoyment of the people of the state.

The Public Resources Code (PRC) defines “wild rivers” as being “those rivers or segments of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted.” [PRC 5093.53(a)]

There are 16 rivers within the California Wild and Scenic River System.

## **III. Local Government Providers**

Counties, cities and special districts manage significantly less acreage when compared to the area managed by federal and state providers. Despite their smaller land base, local park and recreation agencies provide more outdoor recreation opportunities. There are many more local parks and recreation areas and they are more convenient for frequent use. Much of California’s outdoor recreation occurs at these local community sites, from neighborhood tot-lots,

playgrounds and swimming pools to green belts for walking and bicycling, regional sports complexes, turf fields and natural areas. The California State Parks' Office of Grants and Local Services reports there are 836 agencies in the state that administer park and recreation services. A 1987 DPR survey identified 7,738 parks and recreation areas being administered by local governments.

Most city or county governments provide park and recreation services through specific park and recreation departments. In some areas, special park and recreation districts have been created to offer recreation services otherwise unavailable in the area.

State law empowers local governments to establish, maintain, and operate park and recreation systems. Most local governments can issue bonds to finance capital improvements, while funding for operations and maintenance comes from local taxes, grants, donations, land leases, user fees, and concessionaire fees.

Counties generally operate larger parks and recreation areas located on the edges of population centers and serving several communities although they also operate smaller neighborhood parks in unincorporated areas as well. County park and recreation systems account for nearly half of all local government parklands. County agencies generally place more emphasis on open space and a lower priority on recreation programming. County park rangers or county sheriffs provide law enforcement services.

City parks are typically smaller than county parks, though some older parks are quite large. City parks include developed facilities designed to meet immediate community needs. Most visitors can walk, ride a bicycle, or drive a short distance to a city park. Community proximity makes recreation programming a high priority and city police usually provide law enforcement.

City park and recreation facilities typically include community teen and senior centers, play fields, green belts, fields for turf sports, swimming pools, picnic and barbecue areas, activity centers, skateboard parks, playground equipment, surfaced sport courts, tot-lots, and exercise facilities. Many of these parks are lighted, allowing use during evening hours. These facilities are used by children after school and by adults on evenings, after work or on weekends for league sports like baseball, softball or soccer. Many local schools allow joint use of their lands and buildings for neighborhood and community recreation.

There are approximately 50 principal law statutes used to create special districts in California. The size and function of a special district depends on its location and service provided. There are approximately 4,000 special districts in California providing over 50 types of services, including parks and recreation. Special districts have the same governing powers as other local governments, allowing them to execute contracts, employ workers, and acquire real property.

These districts have defined geographical areas, resident populations, a governing body, and revenue-raising powers.

Governance and authority of special districts vary depending on district type. Enterprise Districts provide services received and paid for by a specific beneficiary. Non-Enterprise Districts provide services without charging fees, with property taxes covering the costs. Independent Districts are governed by a separate elected board of directors. Dependent Districts are governed by existing legislative bodies, either the County Board of Supervisors or a City Council. Each district must adhere to rules, regulations and restrictions according to state laws. Dependent districts have no taxing authority and cannot set service levels. Some special sanitation, water or open space districts may offer recreation services to supplement their primary services.

#### **IV. Non-Profit Providers**

Non-profit providers are extremely important to federal, state and local park and recreation providers. Non-profit foundations can raise funds and educate the public, media and elected officials on the enhanced quality of life associated with quality park and recreation areas. Funds provided by members, corporations and foundations can improve and expand park and recreation programs, services, and facilities. Non-profits also serve a vital role in educational programs, volunteerism and park and recreation stewardship.

##### **A. California State Parks Foundation**

<http://www.calparks.org>



The California State Park Foundation has raised over \$127 million for State Parks program support since it was founded in 1969. The Foundation has financially supported various park projects by adding land, constructing visitor centers and interpretive displays,

building trails, restoring wildlife habitat and supporting family camping programs for youth.

FamCamp is a family camping program administered by the Foundation and operated through member support. The FamCamp program encourages participation from low-income families, families with developmentally disabled children, and youth of various backgrounds. Over the last two years, FamCamp has provided 1,600 youth and their families with their first camping experience.

##### **B. Save America's Treasures**

<http://www.saveamericastreasures.org/>



Save America's Treasures is a public-private partnership between the National Park Service and the National Trust for Historic Preservation.

Save America's Treasures is a national effort to protect "America's threatened cultural treasures, including historic structures, collections, works of art, maps and journals that document and illuminate the history and culture of the United States." Established by Executive Order in February 1998, Save America's Treasures was originally founded as the centerpiece of the White House National Millennium Commemoration and as a public-private partnership that included the White House, the National Park Service and the National Trust for Historic Preservation. Dedicated to the preservation and celebration of America's priceless historic legacy, Save Americas Treasures works to recognize and rescue the enduring symbols of American tradition that define us as a nation.

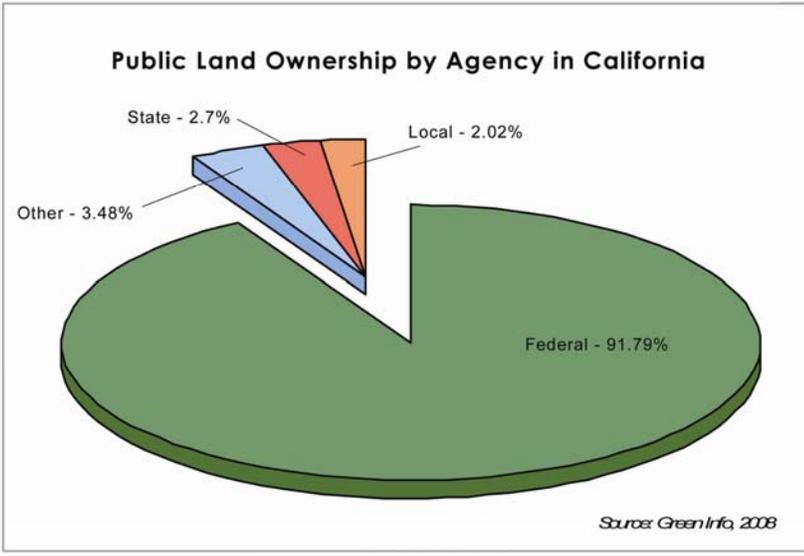
As of January 2007 26 projects were awarded funding in California including the Angel Island Immigration Station and the Dr. John Marsh Stone House.

Non-profit land trusts at local, regional, state and national levels have been increasing in the last decade. These organizations purchase land, hold options to purchase or acquire conservation easements. They can move fairly quickly to acquire land from willing sellers and often partner with public agencies who move more slowly. The non-profit land trusts typically purchase and hold the property until public agencies can complete environmental review and secure funding.

Non-profit organizations come in many forms and address a variety of issues but have the unifying theme of being non-profit businesses providing social benefits.

**V. Private Providers**

Private sector providers play an important role by handling the many forms of profitable outdoor recreation. Private providers offer recreational pursuits on privately owned and controlled lands. Private businesses often operate in concert with public agencies on publicly owned



lands.

Concessionaires are an example of successful private providers operating on public lands. Private concessionaires can provide stores, marinas, restaurants, equipment rentals, and lodging. Innovative public agencies are arranging with private businesses to develop, maintain and operate various public facilities on public lands. The public-private partnerships use the inherent strengths and advantages of both sectors towards mutually beneficial goals. The keys to an effective relationship are the contractual terms and conditions and effective public agency oversight.

The private sector has certain advantages over public providers. The private sector can have better access to capital, particularly the large amounts needed for new venture investments. Private recreation providers generally command a higher price than public providers. Private providers capitalize on rapidly changing public demand and can quickly market new and popular recreation activities, which would be difficult and maybe inappropriate for a public agency. Private providers also have more flexibility in the labor market. They can hire employees in a variety of skill groups to quickly meet changing or special situations, and can quickly reduce or change their staffs when requirements change, a level of flexibility virtually impossible for public agencies.

From amusement parks to family owned petting zoos, from exclusive golf courses to neighborhood health clubs, the private sector provides many types of outdoor recreation on privately owned and controlled lands. Conversely, Big League Dreams' sports parks are a good example of a privately operated franchise on public parklands.

California's theme parks are a good example of private outdoor recreation facilities on private land. Theme parks are some of the most popular outdoor recreation destinations in the State. Although Disneyland's attendance has been declining since the 15 million visitor peak in 1996, in recent years attendance has increased, and in 2006 visitation reached 14.4 million people.

Regardless of an individual's outdoor recreation interest, there are private providers offering a service. From hang gliding to scuba diving, from horse back riding to llama hiking, from whitewater rafting to yacht sailing, all are possible in California.

## **Appendix B: California Outdoor Recreation Plan Public Outreach**

### **Issues and Actions Outreach**

The update process for the 2007 California Outdoor Recreation Plan (CORP) involved a diverse CORP Advisory Committee of federal, state, local, non-profit and private park and recreation providers and stakeholders. Public comment and participation in the update of the Issues and Actions included a survey at the annual conference of the California Park and Recreation Society, a presentation to the California Roundtable on Recreation, Parks and Tourism, and four public workshops held in San Diego, Riverside, Stockton and Oakland, facilitated by staff from the California State University's Center for Collaborative Policy.

#### CORP Advisory Committee

State Parks staff convened the first two meetings of the Advisory Committee in March and April 2007. The Committee reviewed the Issues from 2002, determining which were still current and relevant and deciding which Issues needed to be added to this CORP update. The Committee then reviewed the 2002 Actions addressing each issue, deciding whether the Actions are still relevant and actionable and provided feedback on any progress made since 2002. Several Actions were added that addressed the two new Issues recommended by the Committee. A final Committee meeting in April 2008 involved a review of the public comments received and some action planning to address Actions that could be tackled by the recreation representatives in the meeting.

#### California Park and Recreation Society Conference

State Park staff developed a survey asking for public feedback on whether each of the 2002 Issues and Actions are still relevant to California's park and recreation service providers. The conference attracted 2,000-2,500 conference attendees; survey forms were distributed in three relevant conference sessions and at the California State Parks conference information booth and 27 survey responses were received.

#### California Roundtable on Recreation, Parks and Tourism

The California Roundtable on Recreation, Parks and Tourism was founded in 1998 to encourage cooperation between public and private entities involved and interested in outdoor recreation, public lands and tourism in California. The Roundtable membership includes recreation, parks and tourism leaders from local, state and federal government, private enterprise, user groups, environmental groups, educational institutions and the public. State Parks staff made a presentation to the Roundtable at their June 2007 meeting. Staff provided background on the California Outdoor Recreation Plan, the LWCF requirement, the various elements of the California Outdoor Recreation Planning Program and the update and planning process. The Roundtable was given

examples of State Parks' progress on several of the 2002 Actions and asked for feedback on additional progress on other CORP Actions.

#### Public Outreach Workshops

Four public outreach workshops soliciting feedback on the revised Issues and Actions were held in various parts of the state with assistance from the Center for Collaborative Policy at California State University, Sacramento. The workshop dates and locations were publicized in various ways. Announcements were posted on the California State Parks webpage; an email workshop invitation and an invitation to comment on the Issues and Actions was sent to all 4,000 members of the California Park and Recreation Society; a State Parks press release was issued prior to the workshops; the Advisory Committee was asked to publicize the workshops through their constituent networks and, following low attendance at the first two workshops, an email was sent to all the Southern California State Parks district superintendents with an invitation to the public workshops, invitation to comment, and a request to further publicize the workshops. A total of 19 people attended the workshops and provided comments on the Issues and Actions.

#### **Additional Public Outreach for Other CORP Elements**

##### Surveys of Public Opinions and Attitudes on Outdoor Recreation in California

- 2002 Survey - 2,512 adult Californians responded to the telephone survey, 610 completed the adult mail-back survey, 144 youth filled out their mail-back survey
- 2007 Survey - Eight youth focus groups were held to refine the youth survey
- 2007 Survey - The 2007 survey generated 2,780 telephone respondents, 1,222 adult mail-back respondents and 397 youth mail-back respondents

##### Central Valley Vision

The Department sought public input through town-hall style meetings held from Redding to Bakersfield, asking residents for recommendations on what kinds of special places they wanted to preserve, protect, and interpret as future parks, recreation areas, historic and cultural sites.

##### Local Needs Assessment

State Parks sought input from community agencies and from public and nonprofit park and recreation providers statewide; surveyed local public and nonprofit recreation service providers, conducted regional focus group meetings; established an advisory committee of the state's recreational leadership, including representatives from legislative staff, local service providers and community-based organizations.

### State Water Plan

State Parks staff participated in a resource management strategy public workshop, focusing on water-dependent recreation.

### Recreation Policy

State Parks staff established a Policy Oversight Committee made up of public, private and non-profit groups. Policy drafts were shared at meetings and venues; written comments were solicited; the policy was posted on the State Parks website; the Policy was included as a topic on the California Park and Recreation Commission's April 2005 meeting agenda; comments were received from over 100 organizations and individuals.

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## **Appendix C: California Outdoor Recreation Plan Advisory Committee**

The California Outdoor Recreation Plan Advisory Committee was appointed to assist the Department of Parks and Recreation with the identification of the issues affecting parks and recreation in California and in the development of meaningful actions that would address them. The issues and actions section serves as the core element of the California Outdoor Recreation Plan.

Jane H. Adams, Executive Director  
California Park and Recreation Society

Michael Ayers, Outdoor Recreation Program Lead  
Bureau of Land Management

John Baas, Senior Environmental Planner  
Michael Brandman Associates

Kelly Bricker, Ph.D.  
Devine, Tarbell and Associates  
Recreation and Parks, & Tourism Administration, Natural Resources  
Management  
California Polytechnic University, San Luis Obispo

Jim Hagen-Smit, California IMBA State Representative - North  
International Mountain Bicycling Association

Cecily Harris, Financial Services Manager  
San Mateo County, Department of Parks

Jim Hasenauer  
International Mountain Bicycling Association

William Hendricks, Ph.D.,  
Recreation, Parks, & Tourism Administration, Natural Resources Management,  
California Polytechnic University, San Luis Obispo

Larry Hensley, Chief of Planning  
County of Los Angeles, Department of Parks and Recreation

Trinidad H. Juarez, ASLA, Landscape Architect/Recreation Planner  
USDA Forest Service, Pacific Southwest Region

Alisha Keller, Grants Manager  
California State Parks Foundation

Eric R. Mart, President  
California Land Management Services Corporation

Sedrick Mitchell, Deputy Director, External Affairs  
California State Parks

Ray Murray, Partnerships Program Chief, Pacific West Region  
National Park Service

Jonelle Norton-Tannahill, Rural Tourism Manager & California Welcome Center  
Liaison  
California Travel and Tourism Commission

Bob Overstreet, Strategic Projects Executive  
City of Sacramento

John Poimiroo, President  
Poimiroo and Partners

David Rolloff, Ph.D.  
California State University, Sacramento

Emilyn Sheffield, Ph.D.  
California State University, Chico

Debbie Sipe, Executive Director  
California Travel Parks Association

## Appendix D: Open Project Selection Process

### Introduction

Since the passage of the Federal Land and Water Conservation Fund Act of 1965, the State's annual Land and Water Conservation Fund (LWCF) apportionments have been allocated among state agencies and shared with local units of government. Distribution of funds has been on the basis of the formula contained in Section 5099.12 of the Public Resources Code. Selection of LWCF assisted projects is made in accordance with the criteria developed based on the priorities and needs identified in the California Outdoor Recreation Plan. The criteria are adopted subsequent to public hearings and approval by the California Office of Administrative Law.

Guidelines for determining priority statewide outdoor recreation needs through the Open Project Selection Process (OPSP) are derived from the current California Outdoor Recreation Plan (CORP) and Public Opinions and Attitudes Survey on Outdoor Recreation. The first of these planning documents identifies a variety of issues and priorities through various research and information gathering methods and offers actions and solutions. In the second document, outdoor recreation needs are identified through a statewide, statistically valid random sample survey of Californians. Both documents use public participation processes to gather important data sets to gain a better understanding of actual outdoor recreation needs. The CORP lays the foundation by addressing issues and identifying actions that may be implemented using LWCF assistance. The process of developing the CORP is detailed in Appendix D: California Outdoor Recreation Plan Public Outreach of the current CORP document. Individual project applications for Land and Water Conservation Fund grants are evaluated based on how effectively the proposed projects will address these issues, priorities and outdoor recreation needs identified in the CORP.

The criteria and the scoring system used to select projects are clearly detailed in the procedural guide for the LWCF program, available online at <http://www.parks.ca.gov/grants>. The scoring criteria in the LWCF Procedure Guide are part of the OPSP. The LWCF Procedure Guide is submitted to the Office of Administrative Law (OAL). OAL ensures that regulations in the procedure guide are clear, necessary, legally valid, and available to the public. OAL reviews the Procedure Guide to ensure compliance with the standards set forth in California's Administrative Procedure Act.

The current OPSP consists of the following six components required by the National Park Service (NPS). These components are identified and explained in the following sections:

- Priority Rating Systems
- Project Selection Process

- Recurring Funding Cycle and Public Notification
- Program Technical Assistance for State and Local Projects
- Advisory Boards
- Public Participation

Because of state agency allocations required by California legislation, the priority rating system and project selection process is handled differently for local and state projects.

## **Priority Rating Systems**

### Local Projects

A priority rating system is established through analysis of the SCORP and supporting documents. Additionally, discussions with NPS, the California State Parks Planning Office, and other key stakeholders are held to ensure that the selection from among competing projects is fair and equitable, that projects are funded on their relative merits, and that the projects selected are those that most closely meet priority needs for parkland acquisition and outdoor recreation development as identified in the CORP.

The priority rating system is published in the procedural guide for the LWCF program. The rating system, which relies on a series of criteria, was developed by the Office of Grants and Local Services with extensive input from key stakeholders. The entire procedure guide including the criteria goes through an extensive public input process including focus groups and public hearings. Public input and comment is encouraged through the internet, in writing and in person. Finally, the criteria are adopted by the State Liaison Officer (SLO), who is the Director of the State Department of Parks and Recreation, or their designee.

The priorities and project criteria in the rating system reflect the extent to which project proposals conform to eligibility criteria outlined in the NPS Grants Manual, the need for the project, the recreation issues identified by the CORP Advisory Committee and a survey of local park and recreation officials, and findings of the public opinion survey which determines latent demand.

### State Projects

Each eligible state agency selects projects to receive its share of LWCF money, responding to the same criteria and as local agencies. The criteria are designed to be responsive to the major issues identified in the current CORP. In this way, the State is able to implement a consistent policy for expenditure of these funds. At the same time, fund managers can be assured that there is a clear-cut connection between the criteria used to select LWCF projects and the issues identified in CORP.

## **Project Selection Process**

### Local Projects

This process, used by the State Department of Parks and Recreation to rank local project applications, establishes a priority for proposals to be funded under the LWCF program.

The selection process for local projects begins with receipt of an application, which is acknowledged by a letter from the Office of Grants and Local Services. The application is assigned to a project officer, who determines basic eligibility by checking the proposal against the screening criteria. If ineligible, the applicant is notified by a letter, and the project is not considered.

Applications are reviewed, and the applicant is informed of any incomplete items in the application. If necessary, an on-site inspection is arranged. Following the on-site inspection, the application is evaluated by the project officer, who assigns a numerical score using the priorities and criteria in the Priority Rating System.

All eligible projects are scored by individual project officers, reviewed by small teams and as a large team. Projects are listed in priority order and presented to the LWCF Program Supervisor, Manager, and the Chief of the Office of Grants and Local Services. These managers check to assure that the criteria and rating factors have been applied fairly, consistently, and objectively.

The final step in project selection is a detailed briefing to the SLO or designee, who makes the final recommendation of projects to NPS. The SLO or designee sends a letter to both the successful and unsuccessful applicants, informing them of the outcome.

Projects recommended by the State are forwarded to the Western Regional Office of NPS for its approval and subsequent obligation of funds. NPS notifies members of Congress when projects are approved for LWCF assistance.

If the project is selected for funding, there are additional requirements, including a grant contract and compliance with federal and state laws. These requirements are outlined in the LWCF procedure guide.

### State Projects

State agency projects are selected by participating agencies and submitted to the SLO for their share of allocated funds. The Office of Grants and Local Services reviews each project to assure that it conforms to the eligibility criteria and priorities in CORP.

Each of four agencies receives a legislatively determined portion of the state share of the LWCF funds. These agencies have distinct mandates and programs set forth by the State Legislature. As a result, these agencies have a

responsibility to select projects that meet their mandates. Such projects must meet priority needs for parkland acquisition and outdoor recreation development as identified in the CORP. The mandates of each of the four state agencies are as follows:

1. The Department of Parks and Recreation is the largest state agency recipient of LWCF money. A small amount, typically five percent, is allocated for statewide planning, with the bulk being spent on the State Park System. The criteria used to select projects for the State Park System are designed to facilitate acquisition projects for new park units near urban centers, critical additions to existing parks, or in-holdings in established parks. These criteria also encourage rehabilitation of deteriorating and outmoded facilities and development of campsites, picnic sites, and other popular facilities in areas where demand is demonstrably high.
2. The Wildlife Conservation Board (WCB) focuses its criteria on acquiring wildlife habitat--lands suitable for recreation and developing public access. Specifically, WCB stresses projects where local operations and maintenance funds are available or involve rehabilitation of existing structures, development near urban areas, and design for users with disabilities.
3. The Department of Boating and Waterways (DBW) uses economics as a dominant factor in consideration of its LWCF projects. A high benefit-to-cost ratio is a prominent criterion—buttressed by low-maintenance design and an expectation of high use. DBW focuses on developing facilities that are vandal proof, offer new or retrofitted access for individuals with disabilities, and provide better security for all users.
4. The Department of Water Resources uses its LWCF money for recreation components of the State Water Project. Generally, these facilities are extremely popular water-orientated attractions, and some are units of the State Park System. In general, LWCF money is used to provide better access and to protect existing areas and facilities.

Eligible projects are recommended and forwarded by the SLO or designee to NPS for approval.

### **Recurring Funding Cycle And Public Notification Process**

California's local LWCF Grants Program is administered on an annual cycle subject to federal fund availability. It begins with notification on the Office of Grants and Local Services website and letters that are sent to all eligible applicants announcing the application deadline. The Secretary of the Interior issues the apportionment letter notifying the State of the amount of LWCF assistance available to California.

### Local Projects

Letters are sent to eligible applicants announcing the deadline for receipt of LWCF project applications in anticipation of the State receiving the annual apportionment for NPS. The schedule for the local program is:

- October - A public notice is sent to over 800 local jurisdictions in California, informing them that applications for the current fiscal year will be accepted until the deadline – the following March.
- March - Deadline for applications for that fiscal year.
- March/July - Applications are reviewed, analyzed, inspected, evaluated, and ranked by staff.
- July - After briefing by staff, the SLO or designee selects a list of successful projects for the available funds. All applicants are notified of these decisions.
- August/Sept. - Selected projects are forwarded to the Western Regional Office of NPS for approval and fund obligation.

This schedule gives local applicants at least six months, October to March, to prepare a complete application. This extended period is necessary to allow enough time to go through the public review process of the California Environmental Quality Act (CEQA), the National Environmental Policy Act (NEPA) and to comply with the National Historical Preservation Act.

Also, the schedule allows the State to submit its selected projects to NPS in time for federal approval and obligation of funds prior to the end of the federal fiscal year, September 30.

### State Projects

The SLO or designee notifies eligible state agencies of their share of the annual allocation of the LWCF monies as soon as the apportionment letter to the governor is received. Applications are then accepted by the Department for review and transmittal to NPS.

### State and Local Projects

Each year since the start of the LWCF Program in 1965, California has notified potential applicants of the program, and has encouraged applications to be submitted for available funds.

More than 800 letters are mailed annually to all potentially eligible state agencies, cities, counties, and park and recreation districts that have the authority and responsibility for acquiring and developing park and recreation areas and facilities. These letters announce the application deadline, and any changes in

the grant program. The Office of Grants and Local Services also sends out periodic reminders of the program and continually has information on the program posted on the Department website.

### **Program Technical Assistance For State And Local Projects**

The following program assistance is available to all potential applicants as needed, both before and after submission of applications:

- Project officers from the Office of Grants and Local Services will answer questions, provide instructions, and offer guidance for obtaining LWCF assistance.
- Technical Assistance Workshops are offered throughout the state as needed to assist grant seekers in filing applications and interpreting program requirements.
- The Department publishes a procedural guide for the LWCF Program that provide potential applicants with all the procedures and forms required to successfully submit, administer, and complete LWCF assisted project proposals.
- Since 1965, California has developed over 40 state-funded park and recreation grant programs of its own. The grants from these programs are disseminated to virtually every city, county, and recreation district in the State and to many non profit organizations. Project officers are in frequent contact with every eligible applicant in California, and frequently identify the program as a potential matching source for state and local projects throughout California.
- The Department's comprehensive mailing list of all eligible applicants is used to distribute brochures, procedural guides, application information, notices of criteria hearings, and other items of interest. Lists are also maintained of special interest groups, professional and community organizations, and others who have expressed an interest in the Department's grant programs. These individuals and groups are contacted and invited to participate in the review of any changes in the LWCF Program. The staff of the Office of Grants and Local Services is active in the annual California Park and Recreation Conference as well as other prominent Federal and State association forums.

### **Advisory Boards**

While use of advisory boards to assist the State on LWCF proposal selection is not required, it is encouraged by NPS. During preparation of the current CORP update, a 23-member advisory committee was composed of representatives from city, county, state, and federal government agencies; the California Park and

Recreation Society, educators, private consultants, and recreation user groups played an important role.

## **Public Participation**

The process for developing the 2007 California Outdoor Recreation Plan started with establishment of an Advisory Committee. Along the way input was received through a number of public workshops and presentations. Feedback on the Issues and Actions was solicited from the California Park and Recreation Society Conference and the California Roundtable on Recreation, Parks, and Tourism. A more detailed description of the public participation process for the CORP elements is included within the Appendix B: California Outdoor Recreation Plan Public Outreach.

### Local Projects

Federal guidelines require that the State's OPSP be subject to public review and comment prior to implementation. This is to assure that preparation and revision of the project selection processes and priority rating systems are equitable and based on citizen involvement and public participation. In California, public involvement in preparation of the CORP and formulation of criteria used in evaluating grant projects is achieved through several methods. California law requires the State Department of Parks and Recreation to hold public hearings when adopting or revising project selection criteria. The Department conducted focus group meetings throughout the state, while developing the draft procedural guide. Focus group meetings were attended by potential applicants and interested parties. After the focus groups meetings, the draft guidelines were revised and posted on the Department's website and notice was given by mail of the 30 day public comment period and of public hearings in the north and south state. These hearings are open to the public, and are generally attended by officials of cities, counties, and districts who represent the public.

Public involvement in selection of local projects is also attained at the local level. As a minimum, the State requires each application for funds to be accompanied by a resolution from the governing body sponsoring the project. The resolutions are adopted at public meetings where the opportunity for involvement is offered. A project application will receive higher priority for a greater degree of substantiated public participation in development and approval of the proposal.

Additionally, local projects must conform to distribution and filing of public notices required under the California Environmental Quality Act (CEQA). Filing of these notices triggers a public review period, which must occur before the application can be processed.

### State Projects

The Department of Parks and Recreation submits projects for the State Park System. The projects must comply with the general plan for the park unit. These

plans are developed with extensive public involvement, including hearings, survey questionnaires, and public workshops. In addition, each general plan must be approved by the State Park and Recreation Commission, which holds public meetings that must conform to the State's "Open Meeting Act." All notices of commission meetings are announced in advance through news media, and are sent to those on a mailing list that includes anyone interested in commission activities. Commission meetings agendas and minutes are also distributed to those on the list.

Any Department acquisitions exceeding \$5,000,000 require a public hearing. The Department must report the findings of the hearings to the State Legislature, and must receive approval from the Public Works Board.

Projects of the Department of Water Resources and Department of Boating and Waterways must be approved by the State Legislature and the Public Works Board, which review and approve projects at open meetings. In addition, Water Resources projects are reviewed and discussed at State Water Commission meetings, which are also open to the public. Boating and Waterways projects developed in units of the State Park System are subject to review by the State Park and Recreation Commission.

The legislature gives the Wildlife Conservation Board (WCB) more autonomy than other Departments in the Resources Agency. WCB does not need to seek legislative or Public Works Board approval for its projects. The Board consists of three members -- the Chairman of the State Fish and Game Commission (a private citizen) and two State Departmental directors (Fish and Game and Finance) -- who decide on approval of projects. In addition, three members of each house of the State Legislature meet with the Wildlife Conservation Board to ensure legislative awareness and input.

Finally, as with local projects, all state projects must conform to the public notice distribution and filing requirements of the CEQA and National Environmental Protection Act (NEPA).

#### Performance Measures

The Department uses the LWCF Procedural Guide with its eligibility and ranking criteria to assure that projects selected meet the requirements of the Land and Water Conservation program and the goals of the CORP. The Department also assures through frequent contact with applicant agencies that the projects are completed on a timely basis and remain open to the public upon completion.

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