

California Outdoor Recreation Plan 2002

An Element of the California Outdoor Recreation Planning Program



State of California
Resources Agency

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For more information or additional copies contact:

California State Parks
Planning Division
P.O. Box 942896
Sacramento, CA 94296-0001

(916) 653-9901, FAX (916) 653-4458

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An Element of the
California Outdoor Recreation
Planning Program

Gray Davis
Governor

Mary Nichols
Secretary for Resources

Ruth Coleman
Acting Director of Parks
and Recreation



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Introduction

The 2002 edition of the *California Outdoor Recreation Plan* (CORP) provides a tool for state-wide outdoor recreation leadership and action for the next five years. The plan is the product of the continuing outdoor recreation-planning program of the California Department of Parks and Recreation. It is typically revised and updated approximately every five years to reflect current and expected changes in California's large and complex population and economy. Due to a lack of resources, however, the last CORP has not been updated for almost 10 years. This 2002 edition supersedes the 1993 CORP.

California's state-level outdoor recreation planning program is the continuation of more than 45 years of effort by the Department. The Department serves a central role in this process as a matter of leadership, and because it is the agency of state government most actively engaged in the direct provision of outdoor recreation opportunities to Californians and its many out-of-state and foreign visitors. In addition, the Department serves as the administrator of federal and state grant funds, which are disbursed to appropriate state agencies and to the state's more than 600 park and recreation agencies at the city, county, and special district level.

The primary objective of the 2002 CORP is to determine the outdoor recreation issues—which are currently the problems and the opportunities—most critical in California, and to explore the most appropriate actions by which public agencies—state, federal, and local—might best address them. This plan is comprehensive in its scope, considering the full range of outdoor recreation issues throughout the entire state. As background, the plan, based on information collected from 2000 through 2002, takes into consideration the current demographic, economic, political, and environmental conditions, and then

explores and analyzes the outdoor recreation issues that will be of major concern to public agencies in the next five years.

In addition to the issues and actions, the plan takes a look at the public agencies that provide outdoor recreation opportunities in California. The plan also addresses important current trends in outdoor recreation, as well as the health and social benefits afforded by outdoor recreation activities.

It should be noted that the scope of the 2002 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, facility development, redevelopment, and rehabilitation. This plan, however, encompasses broader interests than just these capital outlay functions.

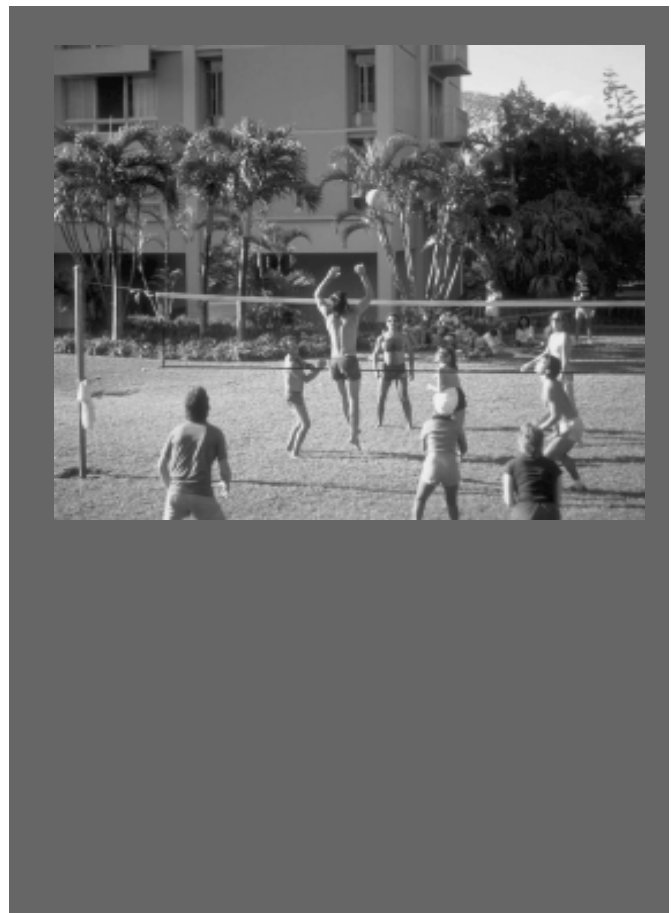
This document and its recommendations realistically reflect the political and administrative capacity of the State of California to guide, influence, or direct the outdoor recreation policies and programs of agencies in state government and at local government levels. The plan, consequently, emphasizes 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.

As a comprehensive planning document, it is intended that the 2002 CORP will accomplish the following:

- ◆ **Provide a source of information:** The *California Outdoor Recreation Plan 2002* 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.

- ◆ **Serve as an action guide:** Following the discussion of the most critical outdoor recreational issues, it 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. The 2002 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 process, and for production of this document, the California Department of Parks and Recreation seeks to provide leadership in the areas of information development and policy guidance.
- ◆ **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 grants from the federal Land and Water Conservation Fund.
- ◆ **Provide project selection criteria:** Criteria were prepared by the Department 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). Because of the lengthy and complex process now required to revise any grant selection process in California, the OPSP will not be changed until the end of the 2003-04 fiscal year. Until then, the current OPSP, as identified in the 1993 CORP, will continue to be used.



Outdoor Recreation Providers: Roles and Key Programs

Many different federal, state, and local governmental agencies and commercial, private, and non-profit 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.

The primary focus of this chapter is to introduce the many recreation providers 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 sectors. 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 totlot; 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 the well being of Californians.

Parks 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 pro-

vides strong support for community values and serves as a mechanism and social bridge for integrating people of all races, 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 to 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 available 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, reservoirs 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 or desert. Federal recreation opportunities 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. Financial and technical assistance through a variety of federal programs enhances local recreation opportunities, protects wildlife habitat, cultural resources and open space and is 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 non-

profit 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

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, consist-

| Federal Recreation Lands in California | |
|---|-------------------|
| Department/Agency | Acres |
| A. Dept. of the Interior | |
| National Park Service | 7,631,605 |
| Bureau of Land Management | 14,565,597 |
| U.S. Fish and Wildlife Service | 79,813 |
| Bureau of Reclamation | 259,960 |
| Bureau of Indian Affairs ¹ | 550,000 |
| B. Dept. of Agriculture | |
| U.S. Forest Service | 20,644,524 |
| C. Department of Defense | |
| U.S. Military (approximate) | 4,000,000 |
| Army Corps of Engineers | 92,423 |
| Total Federal Lands | 47,823,922 |
| ¹ Indian lands held in Federal trust for the benefit and use by Native Americans | |

ing 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 their 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 in California, covering over 7 million acres.² 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, untrammeled wilderness, vast deserts, offshore islands, awe-inspiring beauty and history. In 2000, California's NPS units hosted over 34 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.

² Some of the reported Death Valley National Park acreage is in Nevada.

a. Federal Programs Administered by the National Park Service

1. Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) has provided more than \$8.8 billion for new federal acquisitions and grants to state and local governments over its 30 year history. 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.

2. Urban Park and Recreation Recovery

www.ncrc.nps.gov

The Urban Park and Recreation Recovery (UPARR) program provides matching grants and technical assistance to economically distressed urban communities. The program provides direct federal assistance to urban localities for rehabilitating critically needed recreation facilities. Eligible cities and urban counties can receive rehabilitation, renovation, and planning grants.

In Fiscal Year 2002, 11 cities or counties in California received over \$4.3 million for rehabilitating park and recreation facilities.

3. Federal Lands to Parks

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.

4. Historic Preservation Fund Save America's Treasures Program

Administered by the National Park Service in partnership with the National Endowment of the Arts, this program offers dollar-for-dollar matching grants to preserve the country's most significant historic sites and collections. The grants are available to eligible federal agencies, state, local and tribal governments and nonprofit organizations. Projects are selected based on national significance, need for urgent preservation, educational or other clear public benefit and the likelihood of non-federal matching funds. In 2001, \$13.7 million in grants was awarded for 55 projects, two located in California. Since FY 1999 the program has awarded \$94 million in grants.

5. Rivers, Trails, and Conservation Assistance (RTCA) Program

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.

6. Cultural Resources - Grants, Tax Credit and Other Assistance

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.

2. Bureau of Land Management

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 1988 with the release of *Recreation 2000—A Strategic Plan* followed by the *Recreation 2000—Implementation Plan*. These plans established outdoor recreation related policies, goals and specific actions, including state strategic plans for managing, maintaining and developing recreation opportunities. The BLM subsequently developed *A Strategic Plan for California Recreation*, looking 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.

The BLM administers multiple use programs on more than 14.5 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, but some BLM public lands are located 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 Special Recreation Management Areas 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 Extensive Recreation Management Areas, 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 SRMAs 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.

1. Payments in Lieu of Taxes Act

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 2000 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.

2. Recreation and Public Purposes Act

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

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 94 million-acre National Wildlife Refuge System, with more than 535 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 37 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 protecting special status species.

The U.S. Fish and Wildlife Service, Federal Aid Division 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. Federal Programs Administered by the Fish and Wildlife Service.

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

Approved by Congress in 1937 this Act funds the selection, restoration, rehabilitation and improvement of wildlife habitat, wildlife management research, hunter training and the devel-

opment, operation and maintenance of public target ranges. Funds come from an 11 percent Federal excise tax on sporting arms, ammunition, and archery equipment, and a 10 percent tax on 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 in the state. The cost-reimbursable program requires the state to cover the full cost of a project before Federal Aid reimburses up to 75 percent of the project costs.

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

Passed by Congress in 1950, the Dingell-Johnson 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 Wallop-Breaux amendment, officially called the Aquatic Resources Trust Fund, was passed in 1984 to improve state funding. Under the legislation, the Coast Guard Recreational Boating Safety program and the U.S. Fish and Wildlife Sport Fish Restoration program provided two separate funds under the same Wallop-Breaux umbrella. Trust fund receipts are generated through federal excise taxes on recreational fishing equipment and tackle, motorboat fuels, pleasure boats and yachts. The state grant programs funded through Wallop-Breaux are paid for by boaters and fishermen with no general tax revenues involved. The Federal government collects the excise taxes directly from the manufacturers and awards state grants for up to 75% of the approved project costs. The trust fund can be used to enhance access to public waters, conduct fish research, restore coastal wetlands, provide education on aquatic resources,

boating safety, managing human waste and enhancing fish habitat.

3. Cooperative Endangered Species Conservation Fund (section 6 of the ESA)

<http://endangered.fws.gov/grants/>

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. Approximately \$106 million in grants was awarded in 2002, covering five different types of endangered species.

4. North American Wetlands Conservation Act Grants Program

The 1989 North American Wetlands Conservation Act provides matching grants to private or public organizations or individuals in partnerships for wetlands conservation projects. The grants, which are matched with non-Federal funds equal or greater than the grant request, acquire and conserve wetlands, wetland-dependent fish and wildlife and restore and enhance natural habitats. Standard grant requests range from \$51,000 to \$1,000,000, although a separate smaller program awards requests up to \$50,000.

5. National Coastal Wetlands Conservation Grant Program

www.fws.gov/cep/coastweb.html

This grant program was 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. Between \$11 and 15 million of competitive funding is allocated nationally for coastal states. A 50% match can be increased to 75% if a qualifying state establishes and maintains a

special fund for acquiring wetlands, other natural areas or open space.

4. Bureau of Reclamation

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, Reclamation 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, Reclamation has 39 facilities that provide varying recreation opportunities and fish and wildlife habitat. Most facilities are administered by other federal, state, county and city managing partners but BOR still directly manages Lake Berryessa, New Melones, Stony Gorge Lake and East Park Reservoir.

B. Department of Agriculture

1. U.S. Forest Service

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 land-mass. The Forest Service employs multiple-use and sustained yield principles and practices to manage these lands while accomodating 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 1996, there were 195.8 million recreation visits to the state's national forests, representing nearly 23 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 designated wilderness areas, 50 percent of the state's water supply, and 22 of the 33 major California downhill ski areas. 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 10,500 miles of maintained hiking, horseback riding and off-road vehicle trails. There are over 6,000 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 land-owners. 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

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 sur-

plus 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

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. The Corps administers 22 park and recreation areas on over 92,000 acres of land in California. The Corps administers these areas 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

1. *Clean Water Act: Section 404*

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 ma-

terial 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 Systems, 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

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. While agencies can nominate wilderness areas, only Congress can designate them.

The National Wilderness Preservation System contains more than 104 million acres with nearly 14 million acres located in California.

2. The National Wild and Scenic Rivers System

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."

There are 10,896 miles of 155 rivers that have been designated nationally and 1,900 miles are within California.

3. The National Trails System

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

Twenty National Scenic and Historic Trails, nearly 40,000 miles, have been designated by law. Another 800 Recreation Trails and 2 connecting trails have been designated administratively.

E. Other Federal Agencies Supporting Outdoor Recreation

1. Department of Transportation, Federal Highway Administration

The Federal Highway Administration manages the Highway Trust Fund to finance the **Transportation Enhancement Act of the 21st Century (TEA-21)** and its predecessor, the **Intermodal Surface Transportation Enhancement Act (ISTEA) of 1991**. These Congressional programs allocated billions of dollars to states for transportation enhancements, recreation trails, scenic byways and public land roads. The California Department of Transportation

screens all proposed projects and forwards eligible projects to the Resources Agency for evaluation and ranking. Examples of eligible transportation enhancement categories include provisions for pedestrians and bicycles, acquisition of scenic easements, scenic and historic sites, historic highway programs, landscaping and scenic beautification, historic preservation, rails to trails and transportation museums. California expects to receive \$361 million in federal enhancements funding in 2004. Projects are sponsored by state agencies, federal agencies, regional, local or private/non-profit agencies acting with a state agency partner.

The House Transportation Committee is working on FY 2004 legislation to replace TEA-21. The new TEA-3 bill should have significant implications for outdoor recreation users.

F. Other Federal Programs

1. Recreation Fee Demonstration Program (FeeDemo)

Congress authorized the Recreation Fee Demonstration Program in 1996 in response to increasing visitation, unfunded infrastructure repairs, and the rising costs of operation and maintenance at federal facilities. Four federal land managing agencies (the National Park Service, the Bureau of Land Management, the Forest Service, and the Fish and Wildlife Service) designated a certain number of recreation areas or projects as "fee demonstration sites." The agencies have the program flexibility to be creative in the types and amounts of use fees collected. An important provision of the law requires 80% of the fees to be retained where collected to improve public services and facilities. The remaining 20% can be used for fee collection costs or supporting areas not participating in the program.

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, scientific evidence of resource degradation or to the manufacturing advances of new technologies or new products.

II. State Land Managers

A. California Resources Agency

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 has more than 30 departments, boards, conservancies, and commissions. 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

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 and 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

Big Basin Redwoods State Park celebrated its 100-year anniversary in 2002. 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. This set the tone for preserving California's most valuable 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 preserves and state reserves
- ◆ Beaches, recreation areas, wilderness areas, and reservoirs
- ◆ Historic and archaeological sites, National Register and National Historic Landmark properties and cultural preserves
- ◆ Lighthouses, ghost towns and conference centers
- ◆ Off-highway vehicle parks

Today the California State Park System operates 273 units covering more than 1.45 million acres of land, over 280 miles of coastline; 625 miles of lake and river frontage; nearly 13,500 campsites; and 3,000 miles of hiking, biking, and equestrian trails. The System includes some of the finest coastal wetlands, estuaries, beaches, and dune systems representing almost one-third of California's scenic coastline. The System's cultural resources include over 2,000 historic buildings and structures, 133 National and California Historic Landmarks, 87 National Register Properties, 9 Cultural Preserves and over 6,900 archeological sites. State Park System visitors exceed 85 million people annually.

b. Office of Historic Preservation

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 for inclusion on the California Historical Landmarks and Points of Historical Interest listings.

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.

The passage of Proposition 40 in 2002 made \$267 million available for historic and cultural

resources preservation. More than \$8.5 million is available on a competitive statewide basis through the California Heritage Fund Grant Program for the acquisition, development, preservation, rehabilitation, restoration, and interpretation of archeological and historical resources.

c. Office of Grants and Local Services

www.parks.ca.gov

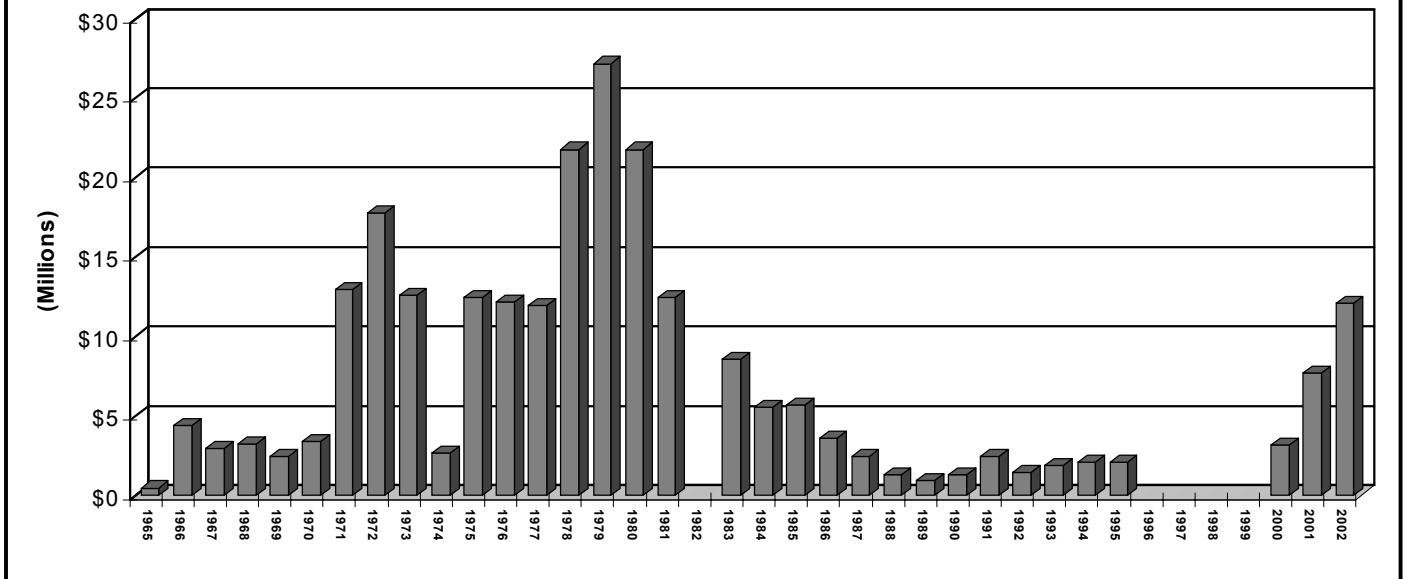
The Office of Grants and Local Services (OGLS) develops and administers a variety of grant programs providing funds to state agencies, counties, cities, park and recreation districts, special districts, and non-profit organizations for parks, recreation and resource-related projects. Over the last 35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

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.

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.

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. LWCF funding is subject to annual Congressional appropriations, which have been inconsistent over the years. 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 2002. California's 2002 allocation was \$12 million and the allocation for 2003 should stay about the same, making about \$7 million available to local agencies.

Land & Water Conservation Funding for California: 1965-2002



d. Off-Highway Motor Vehicle Recreation Division

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 from those individuals that may also be driving off-road for recreation.

The State directly administers six State Vehicular Recreation Areas (SVRAs) covering over 90,000 acres. The SVRAs have experienced steady growth; a 52% increase in use from 1985 to 2000.

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 are:

- ◆ 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

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 (DOF) administers over 906,000 acres of land and water resources that are either owned by the state or are under management agreements with the state. The various land and water resources are classified as wildlife areas, ecological reserves, public access, fish hatcheries or are undesignated. There are 106 wildlife areas covering roughly 632,000 acres, two thirds of which are state-owned with the remainder managed under agreements with other public agencies. 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.

DOF 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 DOF 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

www.dfg.ca.gov/wcb

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 res-

toration 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

www.dwr.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

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 (CDF) is dedicated to the fire protection and stewardship of over 31 million acres of privately owned wildlands. CDF responds to an average of 6,400 wildland fires each year, burning on average nearly 148,000 acres. CDF responded to 7,620 fires in 2002 that burned an estimated 117,947 acres. CDF also responds to an average of more than 275,000 non-wildfire emergencies each year. For many outdoor recreationalists, CDF 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 CDF priority.

CDF also has a role in managing and protecting California's natural resources through their Resource Management Program. CDF foresters review an average 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.

CDF 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

Mission

Boating access and safety...it's what we're all about.

The popularity of recreational boating contributes \$13 billion to California's economy annually. The Department of Boating and Waterways (DBW) helps develop convenient public access to California waterways and promotes on-the-water safety. Departmental funding comes from vessel registration fees, boating fuel taxes, and boating facility construction loan payments. The DBW was allocated more than \$88 million in the State's 2002-2003 budget.

DBW funded programs include: officer training for the 100 local and state law enforcement agencies, voluntary boating education, loans for marina construction, grants for boat launching ramps, vessel sewage pumpout stations, coastal beach erosion control, aquatic pest control, and funding assistance to local agencies for removing abandoned vessels.

Through June 30, 2000, the Department of Boating and Waterways has funded 488 boat launching facility projects, 76 small craft harbor planning loans, 214 small craft construction loans, 330 capital outlay boating facilities projects, and 64 private sector marina development loans, at a total cost of more than \$537 million.

6. Department of Conservation

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

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. Nearly 90,000 young men and women have contributed more than 50 million hours protecting and enhancing California's environment and communities.

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

www.resources.ca.gov/conservancies

The eight 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

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 950 projects along the California coastline and around San Francisco Bay and has provided well over \$500 million 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://ceres.ca.gov/smmc/>

The Santa Monica Mountains in Los Angeles and Ventura counties are 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.tahoicons.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

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

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 pro-

tect 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

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-vegetating, aesthetic improvements, and wildlife habitat.

The San Gabriel and Lower Los Angeles Rivers and Mountains Conservancy planning area includes 56 cities in eastern Los Angeles County and 10 cities in western Orange County. The Conservancy works collaboratively with the 66 cities and two counties, other local, state and federal agencies as well as non-governmental organizations and citizens. The Conservancy is preparing 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

www.sjriverconservancy.org

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

www.sandiegoriver.org

Governor Gray Davis signed legislation creating the San Diego River Conservancy in September of 2002. The conservancy will manage public lands along the San Diego River and coordinate state funding for recreation, habitat restoration, scientific research, and educational and cultural activities along the river.

9. California Coastal Commission

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. The Coastal Commission has provided more than \$1.1 million in grants over the last three years for coastal communities to complete or update their LCP.

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.

III. Local Government Providers

Counties, cities and special districts manage less than 600,000 acres compared to the roughly 49.3 million acres 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. 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. The California Park and Recreation Society's database of local park and recreation agencies

shows a total of 536 county, city and special districts providing parks and recreation throughout California.

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 by 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 raised from 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.

The California State Park Foundation has raised

\$100 million for State Park 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 1,000 youth and their families with their first camping experience.

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.

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, 2002 visitation reached an impressive 12.7 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 white-water rafting to yacht sailing, all are possible in California.



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 a little less than 30 million to almost 34 million during the 1990s—an increase of almost 14 percent. This robust pace of growth is expected to continue, with the population projection for 2020 increasing to 45 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 58 cities with populations exceeding 100,000 and 15 cities with populations exceeding 200,000. Cities are getting larger, squeezing out the open spaces for parks and disconnecting the state's biological resources. California is now the second most urbanized state in the nation. In 2000, California had 217 persons per square mile compared to the US average of 79. In 2020, California will have 291 persons per square mile.

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 16,526 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)

| | |
|----------------------|---------------|
| San Francisco | 16,526 |
| Orange | 3,607 |
| Los Angeles | 2,344 |
| Alameda | 1,956 |
| San Mateo | 1,575 |
| Contra Costa | 1,318 |
| Santa Clara | 1,303 |
| Sacramento | 1,266 |

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, and 12 counties in the Central Valley each grew more than 17 percent in the 1990s. The Inland Empire is the second fastest growing region, with Riverside County growing 32 percent and San Bernardino County growing almost 21 percent in the 1990s.

Fastest Growing Counties 1990 - 1999

| | |
|--------------------------|------------|
| Sierra Foothills: | |
| Placer | 44% |
| Mariposa | 30% |
| Calaveras | 27% |
| El Dorado | 24% |
| Inland Empire: | |
| Riverside | 32% |
| San Bernardino | 21% |

Source: U.S. Census Bureau

II. Demographic Shifts

A. Ethnic and Cultural Diversity

Today, California's 35 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. In the

wake of September 11, 2001, tourism in California was expected to decrease. According to the State Office of Tourism, however, the result has been the opposite. Californians are choosing to vacation closer to home, traveling more within the state, and more by car, 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 1997” (Public Opinions and Attitudes Survey), 98 percent of the respondents indicated that just being in the outdoors is an important part of the enjoyment of their most favorite activities. More than 80 percent of the respondents indicated that outdoor recreation is *important* or *very important* to their quality of life. The number of Californians who felt outdoor recreation was *very important* to their quality of life jumped from 44 percent in 1987 to 62 percent in 1997, when the last opinion poll was conducted.

F. High Demand for traditional, outdoor recreation

Californians spent approximately 2.2 billion days participating in outdoor recreation activities during 1997. 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 spend the most time participating in activities that are less expensive, require less equipment, and need fewer technical skills. The *Public Opinions and Attitudes Survey 1997* discovered that Californians’ top 15 activities (by participation) were:

1. Walking (recreational)
2. Visiting museums, historic site
3. Use of open grass or turf areas
4. Driving for pleasure
5. Beach activities
6. Visiting zoos and arboretums

7. Picnicking in developed sites
8. Trail hiking
9. Swimming in lakes, river, ocean
10. Attending outdoor cultural events
11. General nature and wildlife study
12. Attending outdoor sports/events
13. Camping in developed sites
14. Swimming in outdoor pools
15. Bicycling (on paved surfaces)

G. Other preferences, favorites, shifts, and interests

1. Nature Study, including Wildlife Viewing

One of the activities that continue to increase in popularity is nature study. Based on the Public Opinions and Attitudes Survey conducted in 1997, and previous surveys conducted in 1987 and 1992, it is one of the few activities that has steadily increased in popularity. Bird watching is an important aspect of nature study, with birds ranging from songbirds and ducks to eagles. California’s forests and parks also afford opportunities to view many common mammal species such as deer, raccoons and foxes, and some of the more elusive species including bear, elk, otters and Big Horn Sheep. Nature study/wildlife viewing is a trend with significant potential because it is a preferred activity by two very large future demographic groups: Hispanics and seniors.

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 and hang gliding. 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. Rapid growth of motorized recreation

Californians’ use of off-highway vehicles con-

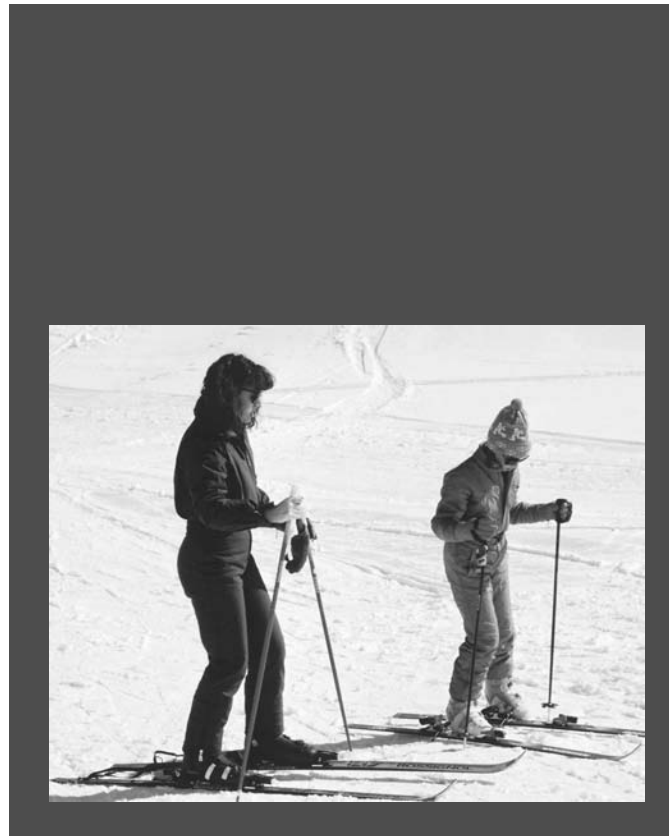
tinues to increase. According to the *Public Opinions and Attitudes Survey on Outdoor Recreation 1997*, the use of off-road motorcycles, ATVs and dune buggies increased 30 percent between 1992 and 1997. The number of registered off-highway vehicles in California increased 108% between 1980 and 2001, while the number of street licensed four-wheel drive vehicles increased 74% between 1994 and 2001.

4. High-tech recreation

One of the newest outdoor recreation activities with a high-tech bent is geo-caching. This activity is best described as a modern treasure hunt with participants try to find a hidden cache (treasure) using a map and a geographic positioning system (GPS) device. Many other technical advances are changing the equipment used for alpine and Nordic skiing, snow shoeing, kayaking, skate boarding, and mountain biking.

5. 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. Between 1991 and 2001, angler participation rates among those aged 18 to 24 dropped from 20 percent to 13 percent. Hunting has similarly declined, with participation in the 18 to 24 age group dropping from nine to six percent in the last 10 years. Baby Boomers, at an early age, often grew up participating with their families in these activities, but Gen X and Gen Y children grew up with computers and video games. The U.S. Fish and Wildlife Service also found that blacks and Hispanics are far less likely to hunt and fish than the general population.



Public Opinions and Attitudes

Initially in 1987 and at five-year intervals thereafter the California Department of Parks and Recreation (DPR) has surveyed public opinions and attitudes towards outdoor recreation in California. The data is used to track outdoor recreation trends, identify shifts in public attitudes and values and identify the demand for and participation in a variety of outdoor recreation activities. The survey results could be used to develop and guide the actions in the California Outdoor Recreation Plan and to help select projects funded through the Land and Water Conservation Fund.

Highlights from the *Public Opinions and Attitudes on Outdoor Recreation in California 1997* survey are presented below. The new 2002 survey will come out in spring 2003 and be published as an element of the California Outdoor Recreation Plan.

Importance of public outdoor recreation to the California lifestyle

Outdoor recreation opportunities are considered important to the quality of life by most Californians. Eight out of ten respondents considered outdoor recreation areas and facilities either “very important” or “important” to their quality of life. Only about five percent considered outdoor recreation areas and facilities “not important” or “unimportant” to their quality of life.

Satisfaction with public outdoor recreation opportunities in California

Californians are fairly well satisfied with the outdoor recreation areas and facilities currently available. Two thirds felt “very satisfied” or “satisfied”, while only 11% were either “not at all satisfied” or “unsatisfied.” When comparing 1997 measures of satisfaction with those from 1992, almost 71% indicated that public outdoor recreation opportunities were “the same as” or “better than” five years ago.

However, more than a third of the respondents indicated they spent less time participating in outdoor recreational activities than they did five years ago.

Recreation area preferences and visitation

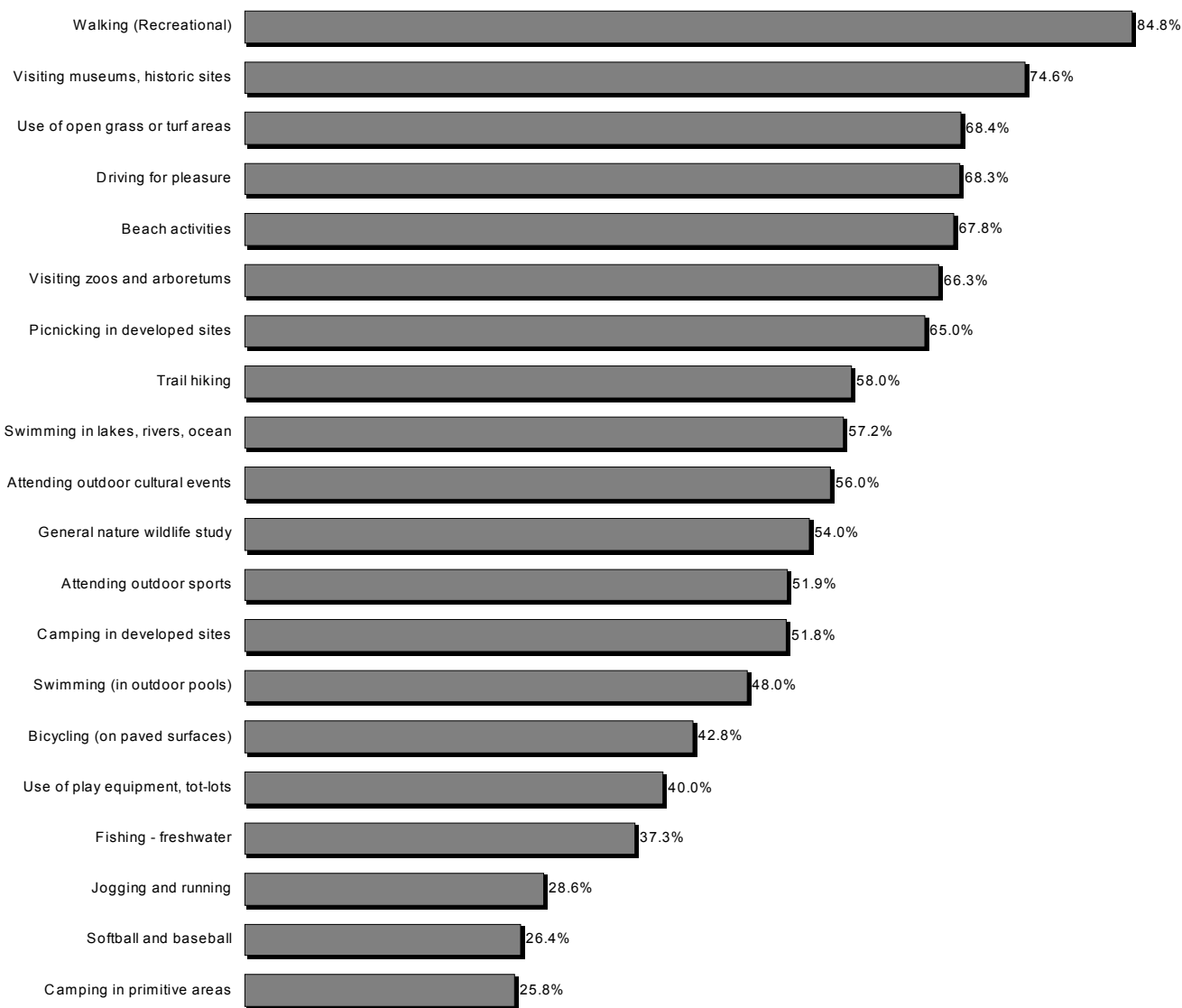
Californians were asked about their preferences for five broad types of recreation areas and then asked how often they visited each. Over 90% of Californians visited “nature-oriented parks and recreation areas” and “natural and undeveloped areas” at least once or twice per year but visited “highly developed parks and recreation areas” the most frequently; 20% visited these highly developed recreational areas at least once per week. “Historical or cultural buildings, sites or areas” had the lowest visitation levels, 75% of respondents only visited these sites a few times per year. Roughly a quarter of all Californians never visited any “private outdoor recreation areas and facilities” and more than half only visited a few times per year.

Participation in activities

In this survey, Californians were asked whether they participated in any of 43 listed outdoor recreation activities, ranging in participation popularity from recreational walking to snowmobiling. Californians spent approximately 2.2 billion visitor-days participating in at least one of these outdoor recreation activities in 1997. Participation rates appear to be higher for those activities that are less expensive, require less equipment and involve fewer technical skills and abilities. The table below shows the activities that at least 25% of the respondents participated in during 1997.

The largest number of respondents indicated that they participated in recreational walking, totaling an average of 74.3 activity days per person, per year. Other highly rated activities include driving for pleasure (32.8 days), use of

Participation in the Top 20 Outdoor Recreation Activities



(From 1997 Public Opinions and Attitudes Survey on Outdoor Recreation in California)

open turf areas (21.1 days), bicycling (19.3 days) and nature study/wildlife viewing (19.3 days).

The comparison of average activity days per year for all adult Californians with the average activity days for those actually participating in the activity can present a different picture. Take soccer for example. The total of 4.2 soccer-playing days, when averaged over the total number of respondents is much lower than when aver-

aged over all the respondents who actually played soccer-30.4 soccer-playing days. This comparison of soccer activity days indicates that the relatively small number of people who play soccer, play it frequently. These figures do exclude Californians under 18 years of age and soccer is widely popular with California's youth.

Latent or unmet demand

Latent or unmet demand was measured by ask-

ing if people would increase their participation in any particular activity if good recreational opportunities became available. After applying weighting factors, the following thirteen activities scored a high latent demand in California:

1. Recreational walking
2. Camping in developed sites
3. Trail hiking
4. Attending outdoor cultural events
5. Visiting museums, historic sites
6. Swimming in lakes, rivers, ocean
7. General nature, wildlife study
8. Visiting zoos and arboretums
9. Camping in primitive areas
10. Beach activities
11. Use of open grass or turf areas
12. Freshwater fishing
13. Picnicking in developed sites

Respondents were also asked which activities were most important to them as a measure of public support for government funding. High public support was frequently linked to high latent demand. The activities receiving the highest combined scores for public support and latent demand included:

- ◆ Camping in developed sites
- ◆ Trail hiking
- ◆ Nature study
- ◆ Visiting museums or historic sites
- ◆ Recreational Walking
- ◆ Visiting zoos or arboretums
- ◆ Picnicking in developed sites
- ◆ Use of open grass or turf areas
- ◆ Camping in primitive sites

Spending priorities

When asked for their spending priorities, more than two thirds favored increased spending to rehabilitate and modernize existing facilities, to protect and manage natural and cultural resources, and for basic maintenance of existing facilities. Over half favored increased spending to build new facilities, acquire land for outdoor recreational purposes, and to provide educational and activity programs for visitors.

Californians were also asked a series of questions on their opinions concerning changes to existing park and recreation facilities and services. There was the strongest support for developing more local community parks, although Californians also supported construction of simple campgrounds, development of more multiple-use trails, increased wilderness areas, more educational programs and services and enhanced law enforcement. Respondents indicated the least support for providing more commercial hotels, motels and restaurants within public park and recreation areas, more areas for off-road vehicles, and constructing more RV sewage dump stations.

General attitudes

Californians support protecting the natural environments within outdoor recreation areas. An overwhelming number either moderately or strongly agreed that protection of the natural environment is an important aspect of outdoor recreation areas (92.5%), that the quality of the natural setting is important to their outdoor recreation experience (94.2%) and that wetlands are ecologically important and should be protected (76.3%).

When asked about facilities, 61.2% of those surveyed moderately or strongly believed there were enough facilities for their own use. However, 68.0 % indicated a need for more facilities in or near large cities and almost 60% indicated a need for more facilities for the elderly, poor or disabled.

Nearly 60% of Californians were either moderately or strongly concerned about outdoor recreation areas and facilities being too crowded when they wanted to use them. Approximately 64% agreed that better regulation of visitor behavior, park rules and laws would enhance their experience but only roughly 20% agreed that outdoor recreation areas attracted undesirable people.

Californians felt relatively strongly about the role of federal and state government in financing outdoor recreation. More than 80% agreed that the federal government should continue financial aid to state and local governments and almost 90% agreed that the state should continue to provide financial aid for local governments.

Factors influencing enjoyment

The top five factors that brought Californians to outdoor recreation areas were:

- ◆ The opportunity to be outdoors
- ◆ Relaxing
- ◆ Enjoying the beauty of the area
- ◆ The quality of the natural setting
- ◆ The release or reduction of tension.



The Relevance of California's Parks

The recent decline of park and recreation budgets combined with California's increasingly diverse and growing population has prompted the California Department of Parks and Recreation and the California State Parks Foundation to study public perceptions of parks and recreation. Many parkland managers believe Californians do not actually have a good understanding of park and recreation areas. Managers need to first understand the public's needs and perceptions before they can attract and garner support from a broader segment of parkland users. Study results will be used to focus resource investments, making them more relevant to broader segments of the population. The study results will also identify meaningful messages that can build public support and awareness for parks and recreation areas. While the study focused mainly on State Parks and on California State Parks Foundation areas of interest, some study aspects apply broadly to other service providers. The study was conducted in two phases.

Phase I

The first phase of the study involved interviews with 19 focus groups throughout California and produced a number of clear observations.

Parks are narrowly defined

In most cases, Californians believe that parks are defined by green grass, open space and trees. This limited perspective on the role of parks and recreation particularly interests the National Park Service, California State Parks and a host of local, state and federal agencies. These agency's missions include preserving cultural resources and coastal areas, however, most consumers do not realize that many "parks" include beaches and historic sites.

Lack of understanding for parks' heritage preservation role

Many Californians value our state's cultural heri-

tage however few Californians understand or appreciate the role that state, local and federal providers have in protecting, preserving and interpreting California's heritage.

No park differentiation

By and large, California park users do not distinguish between local, state, or national parks, largely due to a lack of park identification. However user interest increases when a park is seen as part of the local community. This suggests that each California park should generate similar messages, thereby reinforcing the importance of all of California's parks.

Internal language of parks not understood by the consumer

The general public is not familiar with many of the common terms and acronyms used by park professionals, the government, printed in brochures, and posted on park signage. The concept of "interpretation" makes much more sense to the public when the word "education" is used instead. OHV Park and State Reserve designations are confusing to many consumers and their implications for allowable visitor use are not readily understandable.

Phase II

The initial focus group interviews were followed by a quantitative phase during which 2000 phone interviews were used to test the relevance of various park messages. Respondents were sorted into five groups based their level of parks support. The five groups included voting activists, volunteer activists, inactive supporters, sideline audiences, and non-supporters. The interview responses varied predictably based on the respondent's level of support and their parks participation.

Parks are Californians' escape

All segments of respondents strongly agreed

that parks provide a place to escape the stress and anxiety of daily life. Respondents found that parks provide a unique place “where I can experience togetherness and spend quality time with my family and friends.” The majority of park supporters identified with this statement although some of the inactive supporter group even agreed with the statement.

The safety of parks in cities

Public safety in California’s city parks was considered questionable by the majority of respondents. Only 20-42% strongly agreed that California city parks are one of the best and safest places for city kids to play.

Parks are like roads

Many Californians also believe their taxes take care of all park needs. Respondents thought of parks like the road system, assuming the government took care of them. Consumers were surprised to learn that parks need additional ongoing financial or volunteer assistance. The sideline audience and the non-supporters both generally agreed with the statement “I already help out California parks with my tax money and shouldn’t have to give more.”

Public motivated by “threat”

During good economic times, Californians were somewhat skeptical that parks needed help. A low 24-50% found it surprising that budget cuts might force some parks to close. The public’s support for parks did show an increase when negative impacts began affecting their local parks.

Preserving resources important

All segments (42-89%) strongly agreed that “without California parks, California’s finest natural resources and ecological and wildlife diversity would be in great danger.”

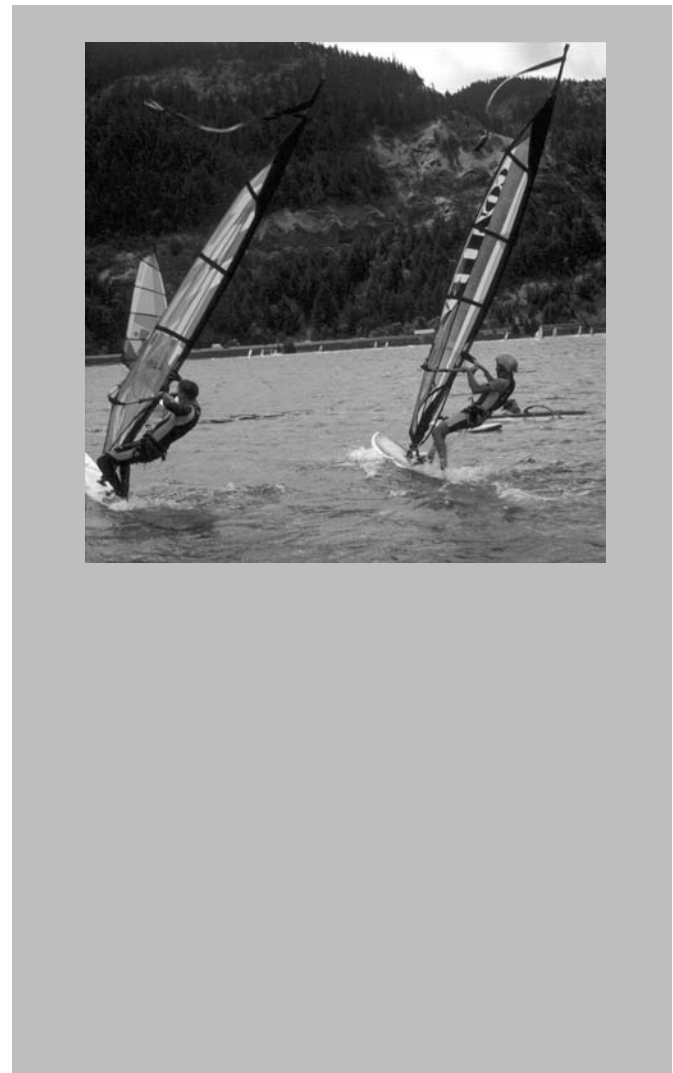
Parks providing education is not widely known

Most consumers were surprised to learn that parks were one of the top education providers

in California. In fact, 70% of park supporters were surprised to learn that, “As the largest provider of education programming outside of the California public schools, the California State Park system has an important role in educating our children about science and history.” Making this statement credible however, may take time and continual reinforcement.

Where Californians obtain park information and messages

Twenty-two percent of Californians used park signage as their main source of park information. Television was the second most important source of park information, from news reporting and public service announcements, followed by Internet sources, newspapers and magazines. Word of mouth was surprisingly low on the list.



Issues and Actions

Issues influence statewide outdoor recreation opportunities, facilities, and/or the delivery of services while the actions are proposed solutions to remedy or reduce the impact of any negative issues.

Issues and Actions is a statewide guide for enhancing parks and outdoor recreation opportunities and making them relevant and responsive to the needs of California's natives and visitors. These issues and actions improve the diversity and availability of quality parks and recreation opportunities by:

- ◆ Identifying key issues affecting park and outdoor recreation services and service providers in California.
- ◆ Developing actions to address or remedy the issues.
- ◆ Encouraging statewide coordination and collaboration on accomplishing actions.
- ◆ Promoting a clear and compelling message supporting parks and recreation.
- ◆ Maintaining California's eligibility for federal funding.
- ◆ Developing grant guidelines through the Open Project Selection Process.

Why Issues and Actions?

Identifying the key parks and recreation issues can highlight cause and effect factors while providing a framework for developing reasonable solutions to remedy or reduce their impact. Issues primarily affect federal, state and local public sector providers statewide, although private and non-profit service providers are considered as well. Key issues are those that sig-

nificantly impede or affect the effective management of recreation lands, facilities, programs and the delivery of services to meet public demand for quality outdoor recreation opportunities.

The process identifies areas of mutual concern, areas needing legislative or administrative action and areas for program and policy changes addressing shifts in user preferences and demand. The issue and action identification process utilizes and expands upon existing statewide facility and services partnerships. The process can also be transparent to recreation users, since most are concerned more about the quality of their recreation experience and less about who actually provides the service. The issues and actions finally allows California to retain its eligibility for the federal Land and Water Conservation Fund while establishing a competitive grant allocation process tied to the proposed actions.

The California Department of Parks and Recreation is responsible for statewide parks and recreation planning. The Department therefore has a vested interest in the quality, quantity and diversity of statewide outdoor recreation resources. Well-managed land and facilities that meet public demand require rich statewide outdoor recreation experiences, programs and services offered by dedicated providers. These issues and actions are intended to protect all the recent years' gains while providing guidance for serving the needs of future generations.

Issues Identification Process

The issues and actions have been created through a variety of public participation processes, described in greater detail in Appendix A. The core identification process incorporated information from the *Public Opinions and Attitudes on Outdoor Recreation in California 1997*

survey; the *California Outdoor Recreation Plan 1993*; and the visioning effort led by former State Park Director Rusty Areias. The resulting issues were presented to the California Outdoor Recreation Master Plan Advisory Committee and their comments were used to narrow the focus to six overarching key issues.

The Advisory Committee was consulted on how to incorporate the issues and actions into the California Outdoor Recreation Plan. They recommended the plan be brief and concise and include measurable actions, achievable within a 5-year time frame, that can be assigned to a specific agency(s).

Six Overarching Issues

These six statewide issues will likely have the greatest impact on public sector providers:

1. The Status of Parks and Recreation
2. Financing Parks and Outdoor Recreation
3. Access to Public Parks and Recreation Resources
4. Protecting and Managing Natural Resource Values
5. Preservation and Protection of California's Cultural Heritage
6. Statewide Leadership in Parks and Outdoor Recreation

A problem statement expressing the broad condition follows each overarching issue and then the key points below focus on those areas requiring specific solutions or actions.

These key issues have and will continue to challenge providers trying to manage recreation-related lands and facilities while delivering quality programs and services. Today's key issues are similar to those identified 40 years ago in the 1962 landmark report by the Outdoor Recreation

Resources Review Commission to the President and Congress. While the issues may appear persistent and impenetrable, thoughtful assessment and pursuit of practical actions will facilitate management and progress on these obstacles.

Linkage Between Issues and Actions and the Land and Water Conservation Fund

California annually allocates Land and Water Conservation Fund (LWCF) moneys to state agencies, counties, cities and special districts. LWCF funds provide matching grants for state outdoor recreation planning and to state and local land acquisition and facility development projects.

The National Park Service requires that states produce a Statewide Comprehensive Outdoor Recreation Plan (SCORP) to maintain LWCF eligibility. California calls its SCORP the California Outdoor Recreation Plan (CORP). The CORP includes an Open Project Selection Process (OPSP) for equitably allocating LWCF moneys to a variety of applicants.

The OPSP incorporates the issues and actions' criteria and guidelines and the preferred outdoor recreational activities data from the *Public Opinions and Attitudes Survey*. There is a section on LWCF implications following the discussion of each issue. These implications link the issues and actions to the LWCF funded projects. Projects addressing several implication factors and scoring highly on other criteria will be more competitive in the selection process.

Issue 1: The Status of Parks and Recreation

Parks and outdoor recreation does not enjoy the same top-of-the mind status of other public services with decision-makers or the public and often fairs poorly in the allocation of resources during tough economic times.

Parks and recreation programs and services typically receive high marks in public opinion surveys. In the *Public Opinions and Attitude Survey on Outdoor Recreation in California 1997* over 82 percent of Californians felt that recreation areas and facilities were very important or important to their quality of life. Yet the public and many governmental decision-makers do not view park and recreation programs as being immediate and necessary and tend to place them at a lower priority over other important public services. This makes outdoor recreation programs more vulnerable during economic downturns. Public services such as fire, police, transportation and parks and recreation programs share and compete for the same discretionary sources of funding. When considering park and recreation program cutbacks vs. reductions to other important public services such as fire or police departments, the choice seems easy and apparent to many governmental officials. The public typically accepts such decisions despite the favorable quality of life implications consistently attributed to parks and outdoor recreation opportunities from opinion surveys. There is often less political risk associated with cutting park and recreation programs in times of fiscal restraint than with other public services.

The reality is that parks and recreation does not enjoy a top-of-the-mind status with the very public that openly values and cherishes parks and outdoor recreation areas and the pursuit of their favorite activities. For many outdoor recreation users, parks and outdoor recreation areas can and are taken for granted; at least until users perceive a change in use or the threat of loss. Parks and outdoor recreation resources and programs are not seen as being at risk. This sends a message to decision-makers that decisions affecting parks and outdoor recreation are of limited political consequence when compared to similar decisions affecting other public services.

Park and recreation providers tend to be passive in political processes and tend to down-play

their contributions and accomplishments. Despite the significant social and economic values attributable to park and recreation programs, such contributions are often not recognized by the general public and elected officials. This lack of recognition is often due to the lack of reliable information available to the public and decision-makers to enable sound judgements regarding the value and benefits from park and recreation resources. Non-economic benefits such as reducing juvenile crime and increasing healthy lifestyles for children through park and recreation programs may not be immediately apparent or realized by the community. Awareness is lacking when it comes to the vital linkages between parks and recreation programs and positive outcomes such as crime reduction, improved healthy lifestyles, education, family values, community involvement, and economic development.

Key Points:

- ◆ Park and outdoor recreation programs do not compete well against other public services or programs.
- ◆ The public quite often accepts cutbacks and reductions to park and recreation programs, despite the quality of life implications.
- ◆ Decision-makers may not view park and recreation programs as being immediate or even necessary.
- ◆ Park and recreation facilities and services are often taken for granted with little risk of ever losing them.
- ◆ Officials may assume there is little political risk associated with program reductions in times of fiscal restraint.
- ◆ Park and recreation providers tend to avoid involvement in political processes.

Actions to Elevate Top-of-the-Mind Status:

1. Document and publicize the benefits associated with parks and recreation areas, programs and services.

A. Research available sources and publish documents that show the economic, social, cultural, recreational, and physiological benefits derived from parks and recreation areas, programs and services.

B. Employ a public relations firm (e.g., Californian Travel Industry Association or California Travel & Tourism Commission) for changing public opinion about the benefits of parks and recreation areas and developing public service announcements promoting youth activity at parks as fun and healthful.

C. Work with existing programs such as the California Park and Recreation Society's Vision, Insight, Planning project (CPRS VIP) to enhance marketing of outdoor recreation activity benefits.

D. Identify and publicize case study profiles for successful (and unsuccessful lessons learned) projects and programs relating to the benefits associated with parks and recreation.

2. Develop practical techniques to raise public awareness of decisions made by elected officials, leading to potential consequences for those officials that support/don't support parks and recreation.

A. Support and utilize the legislative report card started by the California Park and Recreation Society (CPRS) to highlight the voting records of members of the Legislature on park and recreation related matters.

B. Support "legislative days" and coordinate lobbying efforts on issues affecting parks and recreation by using nonpartisan groups such

as the California Chambers of Commerce, health groups and user groups.

3. Develop statewide and/or political action committee(s) and support networks for park and recreation providers and other advocacy groups with similar or shared interests.

A. Identify and meet with a select group of lobbyists to better understand the process, costs, role, and tactics for gaining political support through a park and recreation political action committee.

B. Take a proactive approach by sponsoring legislation and lobbying legislation while it is still in committee.

C. Host workshops for elected officials to give them a more positive look at parks and recreation facilities and programs.

D. Encourage local and statewide "friends of" and similar support groups to increase their advocacy efforts.

E. Create effective partnerships with Health and Human Services, Social Services, Law Enforcement, Tourism and with the Chambers of Commerce, unions, etc., to work cooperatively to increase the credibility of park and recreation programs and services in addressing contemporary issues.

F. Develop and design training modules to enhance the ability of park and recreation practitioners to effectively "play the game" through effective participation in political processes.

4. Introduce legislation to amend the Government Code, Section 65302, by mandating a recreation element in city and county General Plans and to update the recreation element every 5 years.

5. Expand the membership and efforts of the California Roundtable on Recreation, Parks, and

Tourism to give greater emphasis to legislative action and to advocacy efforts for park and recreation service providers.

6. Establish a workgroup to develop a state/federal healthy lifestyle initiative for California. Develop a MOU/MOA calling for collaboration on promoting health benefits from outdoor recreation activity, the design of recreation facilities programs to meet healthy lifestyle needs, developing new partnerships and joint partici-

pation on researching the benefits associated with healthy lifestyles.

7. Support efforts that emphasize the elements of the park and recreation field most valued by the general public; i.e., contributions to their “quality of life”, bringing families together, and investing in their children. Pursue legislation, grant programs, and agency initiatives for developing a “Child’s Bill of Rights for California Outdoors.”

| SUMMARY OF ACTIONS | | | |
|--------------------|--|---|--|
| Actions | | Responsible Agencies (Potential) | Projected Time Frames |
| 1. | Document and publicize benefits related to parks and outdoor recreation | DPR, CPRS, CRRPT, Federal & Local Providers | Ongoing |
| 2. | Raise public awareness of elected official’s decisions | DPR, CPRS | 1 year |
| 3. | Develop statewide political action committee | CSPF, CSPRA, CPRS | 2 years |
| 4. | Introduce legislation mandating General Plan recreation element | CSPF, CSPRA, CPRS | 1 year |
| 5. | Expand California Roundtable membership to expand legislative and advocacy efforts | CRRPT | 1 year |
| 6. | Develop a State/Federal healthy lifestyle initiative | DPR, CPRS | 2 years |
| 7. | Emphasize elements of park and recreation field most valued by the public | DPR, CPRS, All Providers | 2 years |
| DPR | Calif. Dept. of Parks and Recreation | CPRS | California Park and Recreation Society |
| CRRPT | California Roundtable on Recreation, Parks, and Tourism | CSPF | California State Parks Foundation |
| CSPRA | California State Park Rangers Association | | |

Implications for use of the Land and Water Conservation Fund:

- ◆ Projects which identify specific performance outcomes for the intended use of the Land and Water Conservation Funds and which ensure monitoring and documentation of these outcomes.
- ◆ Projects which create effective partnerships

with community-based organizations and others, including stakeholders from the educational, health, and public safety communities.

- ◆ Projects, which, in addition to their recreational values, promote the economic, social, and cultural benefits to the community and which involve a high degree of political, media, and community, support.

Issue 2: Financing Parks and Outdoor Recreation

Funding for parks and outdoor recreation is insufficient and inconsistent.

The sufficiency and consistency of funding for parks and outdoor recreation has been and remains precarious through time shaped by good economic times and poor. Funding concerns transcend all issues affecting parks and outdoor recreation. The instability of funding reduces the effectiveness of providers at all levels of government to deliver quality, consistent and relevant facilities and services to meet the ever-growing demand.

Funding adequacy and reliability for parks and recreation are influenced by a variety of factors. They include unpredictable fluctuations in the economy, rising operation and maintenance costs, increasing land values, aging infrastructure, increased regulatory requirements, increased cost of doing business and balancing societal demands - to name a few. Many park and recreation providers have taken steps to reduce programs and operating costs to become more efficient on leaner budgets, by raising fees and charges; reducing or eliminating services; delaying equipment purchases; and deferring acquisition, facility development, rehabilitation and renovation of aging infrastructure.

The California economy, reportedly the 6th largest in the world, is the engine that largely drives and dictates the availability of funds for important health and human services, transportation, environmental protection, education, safety, and park and recreation programs at the state and local level. And the California economy is greatly influenced by the national economy and the funding levels of federal programs. During periods of recession, revenues decline leaving the State's general fund strained. This greatly affects funding that trickles down to local governments. Program reductions often occur quickly

and harshly to avoid deficit government spending and the State may withhold funds allocated to local governments, further impacting their capability. During periods of economic growth there is typically considerable lag time in building park and recreation budgets back to former levels. Shifts in the economy are dynamic and greatly influence the adequacy and reliability of funding for important public service programs. At any given time, funding levels are disproportionate between the many different public service programs competing in the budget allocation process. More often than not, park and recreation budgets suffer first, are hardest hit, and are slowest to recover.

From 1994 through 2000, California experienced a period of significant economic growth. Park and recreation programs made slow but steady gains but still lagged behind other public service programs. In 2000, due in part to the robust economy, California voters approved a \$2.1 billion park bond measure, the first since 1988. Much was accomplished through this bond measure but there was much more that needed to be done to make up for the lean years, particularly in light of the rapidly expanding population. In 2001 the economy again slowed when California was particularly hard hit by the collapse of the high tech industries, unprecedented decline in revenue brought on by a national economic slump, decline in foreign trade and uncertain energy costs. The economic uncertainty following events of September 11, 2001 combined to further impact the faltering economy. But through it all, Californian's supporting clean water and air, open space and park and recreation resources, joined by an effective ad campaign, rallied voters to approve Proposition 40, the "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002" totaling \$2.6 billion, the largest such measure ever. While the voter-approved bond measures have been effective in acquiring land and developing new facilities, there are restric-

tions on the use of the funds for operation and maintenance.

In the 2002 Edition of *California Economic Growth*, prepared by the Center for Continuing Study of the California Economy, polls indicated that citizens want more public investment and lower taxes, a formula that requires some hard choices. Generally speaking there is public support for important public services, all of which compete directly with parks and recreation. Polls also show little support for actually paying for these public services in the form of new taxes. For example, in the *Public Opinions and Attitudes on Outdoor Recreation in California 1997*, 8 in 10 Californians believe that outdoor recreation areas and facilities are important or very important to their quality of life. Yet only about 34% of the respondents indicated a willingness to pay higher use fees, and even less favored tax support, with the exception of taxes on alcohol and tobacco. So, when elected officials and decision-makers have to make tough budgetary choices, those programs that offer the path of least resistance in public outcry are targeted for cuts, and parks and recreation appears to be the legitimate tough choice among public programs.

There is a positive side in that park and recreation organizations have built creative partnerships, become competitive grant applicants, leveraged and pooled funds from a variety of sources and have organized effective volunteer programs to extend their capability. Cooperative joint ventures between public, non-profit and private entities have raised funds for important acquisitions of park, recreation, open space and wildlife habitat lands throughout the state and are becoming the norm.

Efforts to raise revenues are not universal throughout California. And, the public generally does not favorably view recreation area user fees. Several federal agencies, at designated recreation areas, have either increased or ap-

plied a more general user fee under a fee demonstration program authorized by Congress. The fee demonstration program (FeeDemo) enables the local managing units to collect and retain most of the fees collected for reinvestment back into that unit for such uses as deferred maintenance. While FeeDemo has generally proven effective in generating revenue and is growing in public acceptance (though not without controversy), the California Department of Parks and Recreation opted in 2000 to reduce fees by half at most state units resulting in an estimated 30% increase in visitation. Both approaches result in very different outcomes in public perception and potential impacts to park and recreation resources and natural resource values. However, an underlying issue remains, and that is finding an equitable method of assigning fees that do not discriminate against or limit public participation.

Ironically, it is during poor economic times that society most needs the mental and physical boost from parks and outdoor recreation areas. The public needs the assurance that they will have a safe place in which to recreate, enjoy natural surroundings and temporarily leave their day-to-day stresses behind. Meeting diverse societal needs during the good and bad fiscal times requires a reasonable degree of funding consistency. The objective is not unlimited funding for parks and recreation, but rather sufficient and consistent funding for core or baseline programs. From this baseline, providers will have to be competitive to augment their base program funding.

Finally, park and recreation service providers may be their own worst enemy. When confronted by a series of budget cuts and short falls since the late 1970's (and the passage of Proposition 13), service providers have typically employed a variety of techniques to keep parklands, facilities and programs open, available and seemingly well maintained. That is, they have done more with less, thereby making the decision to provide less much easier.

Key Points:

- ◆ Over the last several years funding for all park and recreation providers has been and remains highly vulnerable to fluctuation. The current funding trend is downward, making it most difficult to plan for effective facilities and services.
- ◆ Inconsistent funding makes it difficult for providers to plan for stable services and reduces the willingness of many service providers to offer new programs or to take risks.
- ◆ The continual need to secure new funds or generate additional revenue diverts attention away from the primary objective of protecting resources and providing public service.
- ◆ The cost of doing business keeps rising, placing additional strain on limited budgets.
- ◆ Voter-approved bond measure funding can be used to acquire land and develop new facilities, but is restricted in its use for operation and maintenance.
- ◆ Park and recreation providers have demonstrated an ability to get by with less; consequently they get less.

Actions to Improve Financing:

1. Utilize all available financing mechanisms, including the National Association of State Park Directors (NASPD), the National Association of State Outdoor Recreation Liaison Officers (NASORLO), the California Park and Recreation Society (CPRS), the California Roundtable on Recreation, Parks, and Tourism (CRRPT), Americans for Heritage and Recreation (AHR), and others outside of the parks and recreation community to push for full stateside funding from the Land and Water Conservation Fund. California based organizations should work to ensure the equitable allocation of funding to Cali-

fornia based on its population in proportion to the rest of the country and the level of domestic and foreign recreation-related travel that occurs in California.

2. Seek state legislation to create a professionally managed statewide endowment for acquisition, capital outlay, and extraordinary maintenance. The endowment would be funded in part by pursuing charitable giving, annual contributions from the state and line items on future bond measures. The endowment would be run by a board of directors, would have a readily recognizable logo and advertising on TV, radio and other media sources. Broad buy-in will be sought from the tourism industry, recreation equipment manufacturers, etc.

3. Develop a creditable report card about the current status of California's parks and recreation areas by conducting a statewide inventory. The report card should address infrastructure maintenance and need for new facilities. The report card will be used to create benchmarks to be used in advocacy for additional funding.

A. Convene a task group to identify ways to accomplish the reporting requirement through self-examination, contracts, or inter-agency teams and the desired off-the-shelf inventory system, i.e., NRPA's Facility Information Management system.

B. Conduct the inventory, prepare final reports and submit results to appropriate decision-makers and legislators.

4. Marshall support for legislation to establish new taxes or dedicate a portion of existing taxes for parks and recreation, e.g., sales tax on recreation equipment, fuel tax related to recreation travel, video games, and movie sales, rentals and tickets, etc.

5. Coordinate technical assistance in seeking, applying for, and managing public and private

grants and identifying potential funding sources.

6. Design a standard interpretive template for promoting park and recreation acquisitions, con-

structing new facilities, and rehabilitating old facilities. Use it regularly and often so visitors can see what is being accomplished with available funding.

| SUMMARY OF ACTIONS | | | |
|---|--|--|------------------------------|
| Actions | Responsible Agencies (Potential) | | Projected Time Frames |
| 1. Support full statewide funding from the Land and Water Conservation Fund based on state population and level of recreation-related travel. | DPR, All Local Providers, NASPD, NASORLO, CRRPT, AHR | | 2 years |
| 2. Sponsor/support legislation to create a professionally managed statewide endowment for acquisition, capital outlay, and extraordinary maintenance. | DPR, CPRS/All Local Providers | | 1 year |
| 3. Conduct statewide inventory rating needs for infrastructure maintenance and new facilities. | DPR, CPRS, CRRPT | | 2 years |
| 4. Advocate for State legislation to allocate new or existing tax revenues towards parks and recreation. | CSPRA, CSPF, CPRS | | 1 year |
| 5. Coordinate technical assistance for obtaining grants and identifying funding sources. | DPR, CPRS, NPS | | 1 year |
| 6. Design a standard interpretive template for promoting acquisitions, new and rehabilitated facilities. | DPR | | 1 year |

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|----------------|---|--------------|--|
| DPR | Calif. Dept. of Parks and Recreation | CPRS | California Park and Recreation Society |
| CRRPT | California Roundtable on Recreation, Parks, and Tourism | NASPD | National Association of State Park Directors |
| AHR | Americans for Heritage and Recreation | NPS | National Park Service |
| CSPF | California State Parks Foundation | CSPRA | California State Park Rangers Association |
| NASORLO | National Association of State Outdoor Recreation Liaison Officers | | |

Implications for use of the Land and Water Conservation Fund:

- ◆ Projects which serve to strengthen the agency’s ability to secure local funding
- ◆ Projects which demonstrate increased agency efficiencies by building alliances with other service providers and the private sector; by consolidating functions and reducing redundant activities; and by supplementing the delivery of services through the innovative use of volunteers, non-profit groups, land trusts, and the like.
- ◆ Projects which leverage Land and Water Conservation Funds with other non-local funds (beyond the local matching requirement) to accomplish projects of a larger scale than would be possible through each fund source independently.
- ◆ Projects which demonstrate a commitment on the part of the local jurisdiction to the long-term, on-going maintenance and programming of the recreation lands and facilities.

ISSUE 3. Access to Public Park and Recreation Resources

Park and recreation lands, facilities and programs are not fully accessible to all Californians, further decreasing the relevancy of the services provided.

Obstacles that impede access to park and outdoor recreation resources present themselves in many ways, affecting users and potential users differently. These obstacles can be physical, environmental, socioeconomic, demographic and administrative in nature, and they may be real or perceived.

Physical obstacles to park and recreation resources, facilities and services are those that inhibit reasonable access due to proximity in distance and time from where people live, location and distribution of facilities, the adequacy and desirability of features and design criteria that may limit or impede mobility. Proximity concerns include the supply, sufficiency and relevancy of outdoor recreation resources relative to where people live, access to transportation systems to get them there or safe walking routes. An urban park that is cut off from a neighborhood by railroad lines or freeways serves little purpose if it can be seen but not safely accessed. Other obstacles might include inadequate access for the disabled, irrelevant features, inequitable distribution of park and recreation resources, inadequate or unsafe public parking, poor or inadequate roads and public access to trail corridors and beaches, and the lack of public transportation within and beyond city limits.

Environmental obstacles are those associated with the natural setting or the condition of outdoor recreation places. California has a tremendous variety of natural settings that are viewed very differently by different segments of the population. Consider the range of settings for outdoor recreation opportunities—from

vacant lots, grassy play fields and city parks to coastal beaches, alpine meadows, deserts and redwood forests. And, depending on one's background, preferences, and level of experience, these settings can be exciting, interesting and inviting for some, yet represent a hostile environment of challenge and intimidation for others. Other environmental obstacles may be found in the presence of special status species, the threat of wild animals, steep topography, rough uneven terrain, noxious weeds, and the pollution of soil, water and air.

Demographic obstacles are those that address the distribution and density of California's diverse and growing population, now at 35 million and growing by more than 600,000 people each year. The demographic make-up of California greatly influences the type, kind and location of park and outdoor recreation resources needed to today and for the future. Outdoor recreation opportunities must be carefully planned to respond to the changing demographic patterns and the differing preferences of such a diverse population. For example, today's elderly population is growing faster, living longer, enjoying more disposable income and is more recreationally active than previous generations. They will require different facilities and services than customarily provided in the past. Twenty-five percent (25%) of all immigrants to the United States find their way to California, with the majority being Hispanic or Asian in descent. Creating park and outdoor recreation opportunities inviting to these new Californians requires rethinking service delivery strategies. Even within the same culture or ethnic group there may be significant differences that can challenge planning strategies for balancing their diverse needs. The standards used in designing many of the current parks and outdoor recreation facilities may no longer be applicable or relevant to Californians of today or of future generations. These changing demograph-

ics should cause all park and recreation providers to re-assess their service population to make their facilities more inviting and relevant to broader segments of the population.

Administrative related obstacles deal with the coordination and cooperation between park and recreation providers. For example, bringing parks, outdoor recreation opportunities and open space to under-served urban areas is usually very expensive and may require a trade-off in jobs, homes and revenues to local governments when they consider park land vs. commercial development and housing. Working closely with neighboring jurisdictions and other agencies at all levels of the service spectrum can result in beneficial and cost-effective acquisitions and programs. Administratively, park and recreation providers are often slow to respond to changes in public attitude, and providers also lack the resources to conduct appropriate research on emerging trends. Varying rules and regulations imposed by different agencies can also be intimidating to the uninformed. Immigrants, representing the new demographic in California, may feel very differently about the presence of peace officers in outdoor recreation places than traditional users. There are also the issues associated with fees, such as whether fees restrict use by lower income residents.

Perceptions, real or imaginary, stand as potential obstacles and can reduce the use of an area based on reputation or rumor. Even a perceived act of discrimination can spread rapidly by word-of-mouth or through the ever-expanding Internet network, creating a negative barrier for others, even if the incident was merely a misperception or misunderstanding.

All park and recreation providers must work towards removing obstacles for better access and for increasing the relevance of their facilities and services to California's growing and changing population.

Key Points:

- ◆ Physical, environmental, demographic and administrative obstacles can impede participation in outdoor recreation opportunities.
- ◆ Many park and recreation facilities, programs and services lack relevance to, or don't meet the needs of, segments of California's rapidly changing population, such as the elderly, youth, families, ethnic groups, new immigrants and persons with disabilities.
- ◆ Park and recreation providers are cautious when considering changes, such as removing accessibility obstacles or when responding to public demand for new opportunities (responding to a fad vs. long-term trend.)
- ◆ Safety and security in many park and recreation areas is not keeping pace with increases in use, user conflicts, inappropriate behaviors and illegal activities.
- ◆ Many park and recreation facilities, programs and services are inaccessible due to barriers such as distance, location, fees, environmental restrictions, security, access for disabled persons, traffic and the lack of public transportation.

Actions to Remedy Obstacles

1. Complete a statewide inventory of outdoor recreation facilities by federal, state, county, city and special district jurisdictions. The inventory will show the supply, facility attributes and distribution of outdoor recreation opportunities and potential barriers that may impede their use.
 - A. Establish an interagency work group of representatives from public agencies and community based service providers to make rec-

ommendations for inventory design criterion, level of detail, identification of an off-the-shelf inventory management system, and mechanisms for conducting and maintaining the inventory system.

- B. Complete initial inventory within 2 years.
 - C. Factor inventory results into the Open Project Selection Process for scoring and ranking state and local grant applications.
2. Track emerging trends affecting access, relevance, safety and barriers associated with the pursuit of outdoor recreation opportunities, conduct research when needed, and disseminate reports to park and recreation providers.
- A. Develop a statewide group of interagency researchers and practitioners to discuss research needs in California and to establish research priorities.
 - B. Based on the compelling need for research, decide what, where, when, and who will do the research and seek funding sources.
3. Develop recommended standards for parks and recreation areas in California; e.g., acres of neighborhood and community parks per 1000 people.
- A. Research available standards such as those from NRPA, NPS, CPRS and other states.
 - B. Establish a multicultural advisory council (or similar work group) on developing park and recreation standards.
 - C. Survey cities and counties in California and elsewhere to determine what standards are currently in use.
 - D. Publish the preferred standards for California by population density, i.e., rural, suburban, urban, and disseminate to all park and recreation providers and post on DPR's website.

4. Recruit a multicultural advocacy council of high profile sports, music and entertainers as a means to promote the benefits of parks and outdoor recreation to youth.

5. Establish and fund inclusive camping programs at three selected sites to bring individuals with disabilities, youth, elderly and ethnic groups together for educational and recreational experiences. These three sites will serve as models for inclusive camping and will include family camp experiences, multi-generational programs and leader training on ADA, activity adaptation, safety and design. Educational support should come from recreation educators.

6. Develop a statewide program with local and regional education providers (school, park and recreation programs, etc.) with the goal of giving every K - 12 student the experience of visiting a resource-based park during the course of their school career.

Implications for use of the Land and Water Conservation Fund:

- ◆ Projects which respond to under-served populations and emerging needs with particular emphasis on economically, disadvantaged populations.
- ◆ Projects involving the replacement or rehabilitation of outdated, overused, or worn-out facilities.
- ◆ Projects which demonstrate innovative approaches to relieving pressure on highly, used lands and facilities.
- ◆ Projects which are readily accessible by a variety of park visitors and which remove physical, psychological, and economic barriers.
- ◆ Projects which preserve open-space corridors, allow for connections to trail systems and encourage multiple use of trails.

SUMMARY OF ACTIONS

| Actions | Responsible Agencies (Potential) | Projected Time Frames |
|---|---|--------------------------|
| 1. Complete statewide inventory of federal, state, county, city and special district outdoor recreation facilities. | DPR, BLM, USFS, BOR, ACE, NPS and cooperating local public and private recreation providers | 5 years |
| 2. Track emerging outdoor recreation trends and conduct research for access, relevance, safety, and barriers. | DPR, USFS, NPS, BLM, CPRS, CRRPT | 2 years |
| 3. Develop statewide parks and recreation area standards. | DPR, CPRS, CRRPT | 2 years |
| 4. Establish a multicultural advocacy council to promote parks and recreation benefits to youth. | DPR, CPRS, Local Providers | 2 years |
| 5. Create inclusive camping areas for educational and recreational experiences. | DPR, CSU/UC System Educators | 2 years |
| 6. Have every K-12 student visit a resource-based park during their school career. | DPR | 1 year |

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| DPR | Calif. Dept. of Parks and Recreation | BLM | Bureau of Land Management |
| USFS | United States Forest Service | BOR | Bureau of Reclamation |
| ACE | Army Corps of Engineers | CPRS | California Park and Recreation Society |
| CRRPT | California Roundtable on Recreation, Parks, and Tourism | NPS | National Park Service |
| CSU/UC | California State University/University of California | | |

ISSUE 4. Protecting and Managing Natural Resource Values

Natural resource values that make California a special place to live and play are being subjected to unrelenting pressures.

It is often the natural resource values that define the character and aesthetic appeal of an area, making it desirable and interesting to the visitor. Overuse, misuse and poorly planned uses of parks and outdoor recreation resources can have a significant impact on natural resource values and on the experiences of those wishing to enjoy them.

The living biota in California's parks and outdoor recreation areas are sensitive to any kind of use. Many plants and animals, along with the surrounding soil, water, and air can be irretrievably damaged by even light human use. For the extreme

desert or alpine ecosystems, even one set of tire tracks on the desert floor or a lightly used hiking trail through an alpine meadow can leave indelible marks on the landscape for decades. A single massive oak tree standing guardian over the landscape for hundreds of years can be "loved" to death in a matter of years by those seeking shade under its branches.

The ever increasing number of visitors pursuing outdoor recreation activities threatens the proper functioning of ecosystems, disrupts and displaces wildlife and degrades the natural, environmental and aesthetic quality of an area and ultimately the very recreational experience being sought. Overuse impacts can include pollution of the air, water and soil, soil erosion, vandalism, littering and the spread of noxious weeds and virulent diseases. Monitoring and maintaining healthy and sustainable ecosystems place a strain on management resources and are typically under-funded.

With California's growing population, the need for housing is expanding urban areas and foothill developments, placing unrelenting pressure on the lands located between these areas and on the larger expanses of undeveloped lands. Not only are wildlands being lost to development, the remaining undeveloped lands are placed at higher risk from a catastrophic event such as wildfire. The fragmentation and isolation of these lands pose a unique threat: the loss of biological diversity and the connective corridors crucial for maintaining balanced and sustainable ecosystems. And, with greater demand and increased competition for outdoor recreation resources, there is greater potential for conflict between uses and users, accelerating the environmental degradation.

There are other natural resource consequences associated with population growth. For example, visitors unfamiliar with natural ecological processes or use ethics are often unaware of the consequences of their actions. Cultural attitudes toward natural resources can pose serious threats to these resources, as in the practice of subsistence or casual gathering of flora and fauna. Conflicting land uses by different landowners, individually insignificant, can collectively have devastating results on natural resource values if activities and actions are not well coordinated and managed. Consider the cumulative effects of siltation on salmon spawning beds from such sources as recreation trails, roads, campgrounds and timber operations, all located in the same drainage and administered by different landowners.

Park, recreation and natural resource management agencies can also have an unintended impact on outdoor recreation experiences, natural resource values and ecosystem conditions through management practices and administrative processes. All too often, agencies are limited in scope and effective-

ness in recognizing and mitigating trends affecting resource conditions, particularly those outside their immediate jurisdiction. While partnerships and cooperation between agencies, organizations and individuals have grown, efforts at the landscape scale are often fragmented and opportunities are missed to achieve broader environmental and outdoor recreation goals. Conflicting missions between agencies and organizations also make management of adjoining lands difficult. Recreation and natural resource management practices undertaken by public agencies are often not well understood by, or communicated to the public, which tends to lessen public support for funding or controversial issues. Examples include controlled burning or recreation area closures due to special status species. And activities such as natural and recreation resource maintenance, monitoring conditions, ecosystem restoration and science-based research are often deferred because of other priorities or inadequate funding. All too often lessons learned from research, new techniques, and evolving technology are not uniformly shared or considerable lag time occurs before the findings are implemented.

Key Points:

- ◆ Overuse and misuse of natural resources threatens the proper functioning of ecosystems, disrupts wildlife and degrades the natural setting, its environmental and aesthetic qualities and the associated recreation experiences.
- ◆ Collaboration and regional coordination on encroaching urban development, pollution, erosion and the spread of noxious weeds and virulent diseases is inconsistent.
- ◆ Cumulative impacts from poorly planned multiple actions can have devastating effects on resource values.

- ◆ Cooperation among outdoor recreation providers on managing ecosystems and biological diversity is often fragmented and inconsistent.
- ◆ The ability of outdoor recreation providers to recognize and mitigate trends affecting resource conditions, particularly those outside their immediate area of jurisdiction, places resource values at risk.
- ◆ Resource management practices undertaken by public agencies are often not well understood by, or communicated to the public, thereby lessening public support for funding or controversial issues.

Actions to Protect Natural Resources:

1. The California Legacy Project, under the direction of the State Resources Agency, should complete a comprehensive gap analysis of biological diversity, bio-corridors and linkages, and sustainable landscapes. A permanent funding source to implement the program should be identified.
2. The California Biodiversity Council, headed by the State Resources Secretary and including major federal and state resource land managers, should facilitate a coordinated land acquisition strategy to ensure that resource-based land acquisitions give priority to:
 - A. Comprehensive coverage of under-represented critical ecosystems identified in the California Legacy Project's gap analysis.
 - B. Additional lands for resource-based recreational activities to reduce pressure on sensitive and heavily impacted resource lands.
3. Establish a Council on Carrying Capacity based on input from the California Biodiversity Council, the California Roundtable on Recreation, Parks, and Tourism, the U. C. and CSU systems. From this, a guide should be developed to allow resource managers to plan for and assess visitor use, resource values at risk, and the quality of the recreation experience to minimize damage to the environmental and social carrying capacity of park and recreation areas.
 4. Adopt a statewide environmental education program and code of ethics for appropriate use of parks and recreation areas and make materials readily available for any public, private and non-profit provider.
 - A. Research environmental education programs by private nonprofit vendors to determine their effectiveness, ability to reach multicultural populations, and the adequacy, availability, and cost of materials.
 - B. Develop a vendor contract to provide effective environmental outreach materials.
 - C. Develop an outreach plan to distribute and implement the code of ethics, especially to youth, and possibly delivered through Public Service Announcements.
 - D. The federal and state resource land managers should undertake an aggressive public education and outreach program to better inform the public of their responsibilities when visiting wildland areas.
 5. Enter into an agreement with the California Department of Education or local school districts to create a partnership to develop outreach plans to educate youth on preserving and protecting natural resources.
 6. Natural systems should be prioritized for restoration and a funding source should be identified where overuse and misuse has compromised the ecological integrity of an area.

SUMMARY OF ACTIONS

| Actions | Responsible Agencies (Potential) | Projected Time Frames |
|--|--|--------------------------|
| 1. Complete gap analysis of biological diversity, bio-corridors and linkages, and sustainable landscapes. | Resources Agency(RA) | 2 years |
| 2. Develop a coordinated land acquisition strategy for under-represented ecosystems and additional resource-based recreational properties. | RA, BLM, USFS, NPS | 2 years |
| 3. Establish a Council on Carrying Capacity to minimize the social and environmental carrying capacities of park and recreation areas. | RA, CRRPT, CSU/UC System | 1 year |
| 4. Adopt a statewide environmental education program and code of outdoor recreation ethics. | DPR, NPS, BLM, USFS, CPRS, CSU/UC/K-12 educators | 5 years |
| 5. Create partnerships with education providers on educating youth about preserving and protecting natural resources. | DPR, BLM, NPS, USFS, CSU/UC/K-12 educators | 3 years |
| 6. Identify a funding source and prioritize natural systems for restoration projects. | RA, BLM, NPS, USFS, BOR, ACE | 2 years |

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|-------------|--|---------------|---|
| RA | Resources Agency | DPR | Calif. Dept. of Parks and Recreation |
| BLM | Bureau of Land Management | USFS | United States Forest Service |
| BOR | Bureau of Reclamation | ACE | Army Corps of Engineers |
| CPRS | California Park and Recreation Society | CRRPT | California Roundtable on Recreation, Parks, and Tourism |
| NPS | National Park Service | CSU/UC | California State University/University of California |

Implications for use of the Land and Water Conservation Fund:

- ◆ Projects which initiate a specific resource management program
- ◆ Projects which involve multi-agency actions to relieve pressure on existing natural resources through the acquisition of additional lands or which reduce the overuse and misuse of park lands and facilities.
- ◆ Projects which test and develop new resource management skills; demonstrate an enhanced concept of stewardship; and promote a conservation ethic with regard to the protection and management of natural resources.
- ◆ Projects which involve and develop non-traditional sources of funding for resource protection.

- ◆ Projects which acquire, restore or preserve sensitive or degraded wetlands.

ISSUE 5. Preservation and Protection of Californian's Cultural Heritage

California's rich and diverse cultural heritage is not well understood and statewide preservation and protection is in need of better coordination.

California's 12,000 year cultural heritage is rich, diverse and offers a glimpse into the past as well as clues to the present. A look back in time provides an understanding and appreciation of the people, places and events that have helped define the character of California. The prehistory and history of California is filled with adventure, hardships, tragedy and success, stimulating a sense of awe, inspiration and reflection. The settling of California, from the first inhabitants to more recent immigrants, has

influenced the traditions, customs and the current cultural diversity of the state. Many of the California landscapes we enjoy today were shaped by activities from decades and even centuries ago. Cultural resources, our historic sites, structures, and monuments, but also our art, artifacts, and museum collections; our libraries and archives; our cultural landscapes and archaeological preserves; our folklore and folk life traditions and our literature and oral traditions all enlighten, inspire, amaze, educate and entertain citizens and visitors alike. Eras gone by come alive to thrill audiences and challenge the imagination of children through interpretative programs.

Californians are fascinated with the cultural resources of the state and show strong support for public funding to provide additional facilities. *Public Opinions and Attitudes on Outdoor Recreation in California 1997* shows that visiting museums and historic sites is becoming an increasingly popular family recreation activity. The survey showed that nearly 75 percent of all Californians visited museums or historic sites during the year. The attraction of this activity was second only to recreational walking in overall popularity. Respondents visiting museums or historic sites averaged 10 activity days per year, for an estimated 61.8 million household participation days per year. The survey also revealed a high unmet-demand for cultural resource related activities, a willingness to pay for such services, and support for public funding for cultural resource facilities.

The management, interpretation and effective uses of California's cultural resources offer tremendous opportunities for education, public outreach, and even economic development. Cultural resources can serve as an exciting and interesting "hook" to make education and learning fun. As educational tools, cultural resources can be integrated with other studies such as math, history and science to make them even more meaningful and relevant. Through effective outreach, examples of California's cultural heritage can inform and educate, create greater public appreciation and awareness, leading to proper protection of these resources.

Cultural resources can be used by communities to highlight California's growing multicultural population. Cultural festivals and fairs can promote greater appreciation and acceptance of cultural differences. Community park and recreation programs can incorporate cultural activities or events while involving volunteer organizations. With a growing elderly population, coupled with the rise in older Californians caring for grandchildren, heritage based tourism provides an intriguing economic venue for many service providers.

Cooperation and coordination for the statewide management of cultural resources is difficult at best. Cultural resources are non-renewable and the very diversity, complexity and breath of what is available in California create a statewide management challenge. Cultural resources can be fragile, irreplaceable, difficult to protect and costly to restore and maintain. They are widely distributed about the state and are administered by many different federal, state, local, nonprofit and private agencies and organizations and citizens. For many agencies, the management of cultural resources is not a primary management responsibility or part of their mission. At the statewide level, the California Department of Parks and Recreation assumes a large measure of the responsibility for addressing the broad sweep of California's history.

The statewide Office of Historic Preservation has completed a *Comprehensive Statewide Historic Preservation Plan for California: 2000-2005*. The Plan identifies and discusses the major social, economic, political, educational, and environmental issues that confront California now and in the future. The Plan notes that historic preservation falls largely in the public policy domain, and as such, its direction, goals, successes and limitations are often linked to the current economic and political issues and concerns. The goals and objectives summarized in the Plan work within these limitations while outlining a bold course of action with Californians working in partnership to preserve, maintain and enhance the State's irreplaceable historical and cultural heritage for present and future generations to appreciate and enjoy.

Although a recent Cultural Heritage Resources Summit brought together an august group of California's key cultural resources advocates, more needs to be done to develop a statewide plan of action for preserving, protecting and promoting California's rich cultural heritage.

Key Points:

- ◆ The acquisition of cultural resources does not have a statewide level of coordination and only a few agencies consider the protection of cultural resources as a primary part of their mission.
- ◆ There is a high unmet-demand for cultural resource activities and a current lack of coordination on how to meet this demand statewide.
- ◆ There is inconsistent statewide management, interpretation and effective use of California's cultural resources for education, public outreach, and tourism.

Actions to Preserve, Protect, Use and Enjoy California's Cultural Heritage:

1. Increase the number of significant private and publicly owned historic resources that are protected and preserved in all geographic regions of the state, conducting a gap analysis for missing or under represented cultural themes to serve as a priority guideline for future acquisitions.
 - A. A statewide prioritization system for cultural resources acquisitions needs to be developed to ensure all aspects of California's rich and varied history are represented, preserved and interpreted for its citizens.
 - B. Compile and manage information on historic resources in a comprehensive statewide inventory system, identifying those resources that are underrepresented to prioritize future cultural resources acquisitions.

- C. Expand and diversify the existing funding base for historic preservation while seeking dependable, long-term sources of economic support for acquisitions and management of our existing resources.
2. Encourage and implement historic preservation as a regular component of public policy at all levels of governments and develop a comprehensive strategy for the management, interpretation and use of California's cultural resources.
 - A. As a follow-up on the November 2002 Cultural Heritage Resources Summit, translate the attendees' sense of unity and common areas of interest into a statewide cultural resource strategy.
 - B. Convene a more focussed coalition of the various guardians and spokespersons of California's cultural resources to create a plan of action for improving our management of cultural resources statewide.
 - C. Develop a strategy for making cultural resources more accessible, relevant and exciting for Californian's thereby elevating their awareness and support.
 3. Establish technical, financial and leadership assistance programs to state agencies and local governments. Provide ready access to relevant assistance information.
 4. Increase the number of individuals, organizations and local government entities that understand the value of historic preservation through education and community outreach and can influence public opinion and the planning process.
 5. Promote education, training, and outreach programs on the values of historic preservation.
 - A. Develop historic preservation programs and curricula for children and young adults, his-

SUMMARY OF ACTIONS

| Actions | Responsible Agencies (Potential) | Projected Time Frames |
|---|---|--------------------------|
| 1. Increase the number of significant private and public historic resources following a gap analysis of missing or under-represented cultural themes. | DPR, NPS, BLM, USFS, BOR, ACE | 5 years |
| 2. Incorporate historic preservation into public policy at all levels of government. | DPR, NPS, BLM, USFS, BOR, ACE, Local Providers | 5 years |
| 3. Provide technical, financial and leadership assistance to state agencies and local governments. | DPR, BLM, NPS, USFS, BOR, ACE, DOI | 1 year |
| 4. Increase the understanding of historic preservation in those individuals, organizations and local governments who influence public opinion and the planning process. | DPR, BLM, NPS, USFS, BOR, ACE, DOI, local and non-profit historic preservation groups | 3 years |
| 5. Promote historic preservation through education, training and outreach programs. | DPR, BLM, NPS, USFS, CSU/UC/K-12 educators | 3 years |
| 6. Stimulate California's economy through historic preservation incentives that promote jobs, community investments and heritage tourism. | DPR, NPS, DOI | 4 years |

| | | | |
|-------------|--------------------------------------|---------------|---|
| DPR | Calif. Dept. of Parks and Recreation | BLM | Bureau of Land Management |
| USFS | United States Forest Service | BOR | Bureau of Reclamation |
| ACE | Army Corps of Engineers | CRRPT | California Roundtable on Recreation, Parks, and Tourism |
| NPS | National Park Service | CSU/UC | California State University/University of California |
| DOI | Department of the Interior | | |

toric preservation graduate degrees in colleges and universities, and incorporate preservation theory and training in urban planning programs.

- B. Provide educational programs and materials to increase the general public's awareness, understanding and support for historic preservation.
- C. Identify and promote opportunities for new economic partnerships that combine historic preservation with such elements as recreation and community development.
- 6. Stimulate California's economy by using historic preservation tools and incentives to promote jobs, stimulate investment in local communities and encourage heritage tourism.

Implications for use of the Land and Water Conservation Fund:

- ◆ Projects, which create coalitions of federal, state, local, non-profit and private sector stakeholders in cultural resource protection.
- ◆ Projects which test and develop new cultural resource management skills.
- ◆ Projects which involve and develop new, non-traditional sources of funding for cultural resource protection.
- ◆ Projects which fill in significant gaps in California's cultural history and which preserving and make accessible cultural resources in public ownership.
- ◆ Projects which provide greater opportunities for celebrating California's cultural heritage and diversity among a wide range of ethnic groups.

ISSUE 6. Statewide Leadership in Parks and Outdoor Recreation

Leadership and cooperation among participants in the park and outdoor recreation delivery system is fragmented and uncoordinated.

When park and recreation leaders, practitioners, enthusiasts and the public get together on park and recreation related issues, a common concern often expressed is the need for better coordination, communication and cooperation. Inconsistent statewide leadership and cooperation by and between park and outdoor recreation providers has long been recognized as an issue in California. The inconsistency in statewide leadership can result in missed opportunities in meeting public needs, poor communication between providers, ineffective planning and use of recreation resources and inadequate funding and support for facilities and programs. Effective and consistent leadership and cooperation among all providers is needed to promote the individual and societal benefits from parks and outdoor recreation and to coordinate actions to address statewide issues and opportunities.

At the statewide level, only the Vision, Insight, Planning (VIP) project of the California Park Recreation Society makes any significant attempt to coalesce service providers around a unified concept. Broadly stated, objectives of the VIP project include: creating a vision for the future of the park and recreation profession, identifying common issues and trends affecting the delivery of park and recreation services, identifying research needs, and creating tools and solutions necessary to maintain relevance. Many, though certainly not all, local park and recreation agencies in California have adopted the basic tenets of the VIP project and are putting them into practice. As of yet, neither state nor federal agencies have demonstrated much interest in the project.

The meaning of leadership and cooperation varies between providers. It might include consensus support for common goals, promoting benefits, educating elected officials and the public, technical assistance and training, coordinating acquisitions, collaboration to meet public need, protection of resource values, agreement on roles and responsibilities, cooperative marketing and planning or simply just staying in touch. Regardless of the meaning, direction and guidance is needed to achieve common goals for the protection and promotion of recreation resource values and for providing quality and diverse recreational opportunities. There are many examples of accomplishing common goals and outcomes, but on a statewide basis, California does not have an effective or consistent mechanism for statewide leadership and cooperation.

Within a state as large, complex and diverse as California it is extremely difficult to create a mechanism for effective leadership and cooperation, even with the intuitive knowledge that the rewards can be large. The commitment of time, energy and resources needed to maintain effective cooperative relationships can be significant. Effective leadership has to be a coordinated effort that delivers a clear vision, focused actions and measurable objectives. Recreation providers and leaders throughout California have not been successful in developing a clear, universally accepted statewide vision and consistent message supportive of park and recreation programs and services. While the Vision Insight Planning (VIP) project sponsored by the California Park and Recreation Society is making headway, it is primarily designed for local park and recreation providers.

Californians are blessed with many park and outdoor recreation choices. There are opportunities for nearly any capability or skill level and in just about every outdoor setting imaginable. But these opportunities are provided by a variety of federal, state, local, nonprofit and private agencies and organizations each with their own mission, management objects, regulations, and ad-

ministrative practices and each tends to operate within their own legal mandates and jurisdictional boundaries. This makes leadership and cooperation efforts among the providers extremely difficult without common ground. It is also a cause for public confusion. Interestingly, the public is less concerned about who the provider is, than about the quality and availability of recreation opportunities. Even different departments within the same agency may not effectively coordinate among themselves. So with all the immediate challenges facing providers and the differences between them, it's not surprising that, in the absence of clear and compelling incentives, there is limited interest in cooperation on broad statewide issues affecting parks and recreation.

At one time, the California Department of Parks and Recreation, and the federal Bureau of Outdoor Recreation (later, the Heritage Conservation and Recreation Service) provided a wide range of technical assistance in keeping with their statutory responsibilities to public and non-profit service-providers, particularly at the local level. Each agency, individually and in partnership, produced a number of technical papers and articles, developed guidebooks, hosted workshops, and participated in conferences on a wide array of issues of topical concern. Both were actively and broadly engaged in the park and recreation field. However, during tougher economic times, the federal program was absorbed into the National Park Service and the state program was dispersed to the point where neither were significantly engaged outside of their own park systems.

Statewide leadership for parks and recreation in California is an important responsibility of the California Department of Parks and Recreation. This leadership responsibility includes the encouragement of active and coordinated participation by all park and outdoor recreation providers in meeting statewide needs for recreation opportunities. It is with this responsibility in mind that the Department of Parks and Recreation should play a leadership role in statewide advo-

cacy for parks and recreation. This role is supported by park and outdoor recreation leaders who have expressed the need for leadership through the development of a clear, compelling and unifying message in support of parks and outdoor recreation. In August of 2001, the Director of the California Department of Parks and Recreation convened a group of park professionals and community leaders from across the state to discuss leadership in the context of creating a "parks movement" and to identify and address statewide issues affecting parks and recreation. A key theme of statewide leadership is to protect the gains made in recent years for future generations and to develop strong political and community support for parks and recreation, in good economic times and bad.

Key Points:

- ◆ A universally accepted statewide vision and consistent message supportive of park and recreation programs and services is lacking.
- ◆ There is little incentive for local park and recreation agencies to cooperate in responding to broader regional or statewide park and recreation issues.
- ◆ Linkages between statewide master planning goals (strategic or long-range planning goals) and those identified by providers (community master plans, city/county general plans, federal resource management plans, etc.) are lacking.
- ◆ Statewide research activities relative to park and recreation resources are not well coordinated and there is no central subject matter clearinghouse.
- ◆ Creative partnerships to meet future park and recreation needs or to extend the capability of existing providers are not effectively utilized.
- ◆ Park and recreation providers need to seek

out, enlist, convene, connect and involve a broad scope of user groups.

Actions for Promoting Leadership and Cooperation:

1. The California Department of Parks and Recreation, in concert with the California Park and Recreation Society, the California Roundtable on Recreation, Parks and Tourism and user groups should convene a Recreation Summit for the purpose of establishing:

- A. A common vision for the role of the park and recreation profession.
- B. An Outdoor Recreation Code of Ethics for Californians.
- C. A set of guiding principles for the park and recreation profession.
- D. Long-range goals for the profession through the establishment of training programs, technical support systems, and programs for recognizing achievement in the field.
- E. A plan for attaining the long-range goals with a timetable for achieving them.

2. The National Park Service (NPS) should re-commit to the responsibility they assumed when the Heritage Conservation and Recreation Service was absorbed into the NPS by providing technical assistance to park and recreation service providers.

3. The California Department of Parks and Recreation should re-establish its role in providing technical assistance to park and recreation service providers.

4. Federal, state and local providers should meet with the California's Park and Recreation Society's Vision Insight Planning (VIP) team for better understanding and appreciation of the goals of VIP and consider adopting relevant com-

ponents of the VIP project to meet their specific needs.

5. The California Roundtable of Recreation, Parks and Tourism should expand its membership to include greater representation from the private sector and other nontraditional partners such as the State Departments of Health and Human Services and Education, user groups, and community-based organizations.

6. Park and recreation research reports and findings in California should be posted to a central web site for dispersal to all interested parties.

7. Establish a statewide Leadership Academy designed to identify and mentor future leaders (both practitioners and citizen advocates.) All park and recreation providers should consider the implementation of active programs for the sharing of human resources through sabbaticals, staff swaps, internships and fellowships.

Implications for use of the Land and Water Conservation Fund:

- ◆ Projects which build alliances with other recreation providers, non-profits, and the private sector and which develop a coalition of interests towards a common vision.
- ◆ Projects which demonstrate a high degree of creativity and which result in the development of new skills for staff and managers.
- ◆ Projects which demonstrate an enhanced concept of stewardship; and promote a conservation ethic with regard to the provision of park and recreation lands, facilities, and programs.
- ◆ Projects which create effective partnerships with community-based organizations and others, including stakeholders from the educational, health, and public safety communities.

SUMMARY OF ACTIONS

| Actions | Responsible Agencies (Potential) | Projected Time Frames |
|--|--|--------------------------|
| 1. Convene a Parks and Recreation Profession Summit to establish a common vision, an Outdoor Code of Ethics, a set of guiding principles, long range goals and a plan to achieve them. | DPR, CPRS, BLM, USFS, NPS, BOR, ACE, CRRPT | 1 year |
| 2. NPS resumes technical assistance to park and recreation service providers. | NPS, DPR | 2 years |
| 3. DPR re-establishes technical assistance to park and recreation service providers. | DPR | 1 year |
| 4. Federal, state and local providers adopt relevant project goals from the Vision Insight Planning team to meet their specific needs. | DPR, CPRS, NPS, BLM, BOR, ACE, USFS, Local Providers | 3 years |
| 5. Expand private sector and non-traditional California Roundtable membership. | CRRPT | 1 year |
| 6. Post park and recreation research findings on a central website. | DPR | 2 years |
| 7. Create a Leadership Academy to identify and mentor future parks and recreation leaders. | DPR, CPRS, NPS, BLM, BOR, ACE, USFS | 3 years |
| DPR Calif. Dept. of Parks and Recreation | BLM Bureau of Land Management | |
| USFS United States Forest Service | BOR Bureau of Reclamation | |
| ACE Army Corps of Engineers | CPRS California Park and Recreation Society | |
| CRRPT California Roundtable on Recreation, Parks, and Tourism | NPS National Park Service | |



Benefits of Outdoor Recreation

“We should exercise foresight in conserving and wisely using the property which contains the assurance of well-being for us and our children.” ~Theodore Roosevelt, 1908.

Recreation areas influence tourism, business and residential choices and increase expenditures in the community for travel, food and accommodations. Recreation facilities can prompt long-term investments while creating jobs in concessions, hotels, restaurants and retail stores. In fact, many local businesses depend on recreation clientele for their very profitability. Although parks and recreation can have enormous impacts on state and local economies, outdoor recreation can have important non-economic benefits also. This chapter focuses on the non-economic benefits of outdoor recreation – positive impacts on individuals, groups and society, while the strictly economic benefits of recreation will be detailed in a future publication from the California Outdoor Recreation Planning Program.

The non-economic benefits of outdoor recreation parks and programs are not easily converted to dollar values, making them somewhat harder to measure. While there is less research and documentation on this topic due to the difficulty of directly calculating non-economic benefits, this chapter incorporates much of the best research currently available.

Participation in outdoor recreation activities can provide a wide range of health and social benefits. Outdoor recreation encourages physical activity, such as walking and bicycling on safe, accessible and attractive trails. Regular physical activity reduces disease, injuries, depression and stress while promoting general good health. Outdoor recreation encourages social interaction, creating a more inclusive society and provides an escape from the pressures of modern living. Recreation participation has been proven to both restore and maintain physical, mental and social abilities.

During our currently heightened awareness of physical and social ills, it is even more important to promote the benefits and values of outdoor recreation. The various benefits from participating in outdoor recreational activities are summarized in the following paragraphs. A more detailed benefits discussion will be provided in a future publication of the California Outdoor Recreation Planning Program.

I. Health Benefits

“There is no drug in current or prospective use that holds as much promise for sustained health as a lifetime program of physical exercise.” ~Journal of the American Medical Association

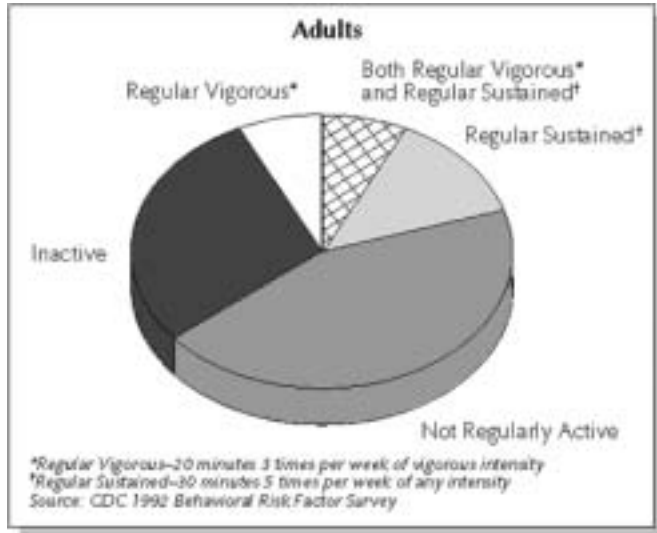
One of the major advantages to participating in outdoor recreation and having a more active lifestyle is improved physical health. Outdoor recreation as exercise can improve someone’s physical condition in many ways. Regular exercise can increase bone strength, mobility, and endurance while reducing heart disease, site-specific cancers, obesity, stress and depression. While not all these exercise benefits can be directly attributed to leisure behavior, many Americans purposely exercise during their leisure time. Many recreation participants are physically active in outdoor recreation to help reach their physical fitness goals.

Society is becoming increasingly sedentary as television, computers and video games contribute to the inactive lifestyles of children and adults. An estimated 7 in 10 American adults are not regularly active during their leisure time and 4 in 10 are not active at all.¹ These sedentary lifestyles greatly contribute to the nation’s trends in obesity and the number of overweight

children, adolescents and adults in the United States has doubled over the past twenty years. Obesity continues to be a major health concern with over 60 million people (a third of the population) currently considered overweight.² The direct economic cost of treating obesity in the United States is estimated to exceed 70 billion dollars.³

An important link between recreation and health was made in 1996, when the U.S. Department of Health and Human Services issued a report entitled Physical Activity and Health: A Report of the Surgeon General. The report stated:

“We have found that 60 percent - well over half - of Americans are not regularly active. Worse yet, 25 percent of Americans are not active at all. For young people - the future of our country - physical activity declines dramatically during adolescence. These are dangerous trends. We need to turn them around quickly, for the health of our citizens and our country.”



The same report states: *“Millions of Americans suffer from illnesses that can be prevented or improved through increased physical activity.”*

- 13.5 million people have coronary heart disease.
- 1.5 million people suffer a heart attack in a given year.

- 8 million people have adult-onset (non-insulin-dependent) diabetes.
- 95,000 people are newly diagnosed with colon cancer each year.
- 250,000 people suffer a hip fracture each year.
- 50 million people have high blood pressure.
- Overweight and obesity are associated with heart disease, certain types of cancer, type 2 diabetes, breathing problems, and psychological disorders such as depression.
- Type 2 diabetes, previously considered an adult disease, has increased dramatically in children and adolescents. Overweight and obesity are closely linked to type 2 diabetes.

“Research has shown that during moderate exercise, several positive changes occur in the immune system. Although the immune system returns to pre-exercise levels once the session is over, each session represents a boost that appears to reduce the risk of infection over the long term.” ~Pres. Council, Research Digest. June 2001 Series 3, # 13

The Surgeon General recommends simple solutions in that same report:

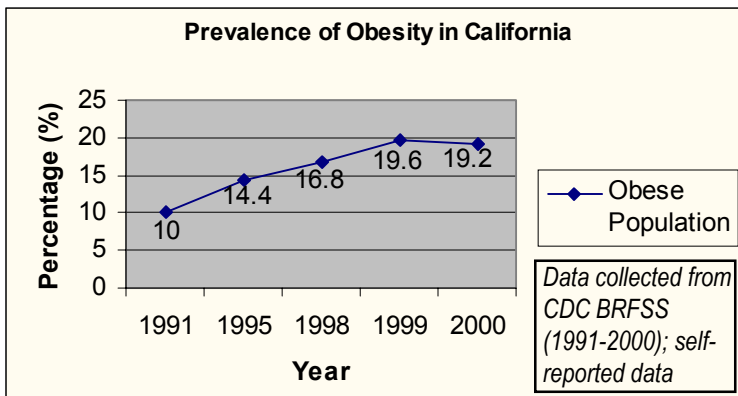
“People of all ages can improve the quality of their lives through a lifelong practice of moderate physical activity. You don’t have to be training for the Boston Marathon to derive real health benefits from physical activity. A regular, preferably daily regimen of at least 30-45 minutes of brisk walking, bicycling, or even working around the house or yard will reduce your risks of coronary heart disease, hypertension, colon cancer and diabetes....” *“Physical activity thus joins the front ranks of essential health objectives, such as sound nutrition, the use of seat belts, and the prevention of the adverse health effects of tobacco.”*

Aside from maintaining physical health, outdoor

“A growing obesity epidemic is threatening the health of millions of American in the United States... Overweight and physical inactivity account for more than 300,000 premature deaths each year in the United States, second only to tobacco-related deaths.” ~Dr. Jeffrey P. Koplan, Director of the Centers for Disease Control and Prevention. October 27, 1999, Journal of American Medical Association

“fairly well” satisfied.⁵ According to the Gallup Poll for American Health, Americans who exercise regularly were also 2.5 times more likely to report they were happier than those who didn’t exercise.

“Recreational programs can continue to make a great contribution to our hectic lives by providing a broad range of programs and activities that deal with stress management, lifestyle management and value classification. This can have enormous health and community benefits.” ~California Park and Recreation Society, VIP project 1999. P 54



recreation also provides mental and emotional benefits. Sports and physical activity can enhance positive self perception, reduce depression, increase alertness, and decrease tension and anxiety. The following conclusions are based on a review of research on the effects of exercise on depression and anxiety by the International Society of Sport Psychology:⁴

There has been tremendous debate about rising health care costs versus effective preventive measures to ensure a healthier future. Research has shown that people who exercise are less likely to develop heart disease, high blood pressure, and high cholesterol. Moderate physical recreation activities can reduce the symptoms of mild or moderate depression and anxiety through improved self-image, social skills, and overall mental health. Outdoor recreation is an ideal way for individuals to achieve all these positive results while reducing rising health care costs. It seems everyone could benefit from some form of outdoor recreation, by running, walking in a park, water aerobics, or even gardening.

- Exercise can help reduce anxiety.
- Exercise can help decrease mild to moderate depression.
- Long-term exercise can help reduce neuroticism and anxiety.
- Exercise can help reduce various types of stress.
- Exercise can have a beneficial emotional effect.

Americans who recreate frequently are notably happier with their lives than other Americans: within the one in five who recreate at least twice weekly, 45% report “complete satisfaction” with their overall quality of life and 49% report being

II. Society Benefits

A. Outdoor Recreation helps to create healthy and cohesive communities.

Open spaces and recreational opportunities are essential to strengthening and maintaining a healthy community. Recreational opportunities increase community integration by getting people out of their homes and into the community. They reduce social alienation by encouraging social integration.⁶ Parks, recreation facilities, programs and community events bring neighbors together, encourage neighborhood clean-up campaigns and create a livelier com-

munity atmosphere. They enhance an area's desirability while contributing to the safety and enjoyment of its inhabitants.

"When communities compare themselves to one another, eager to improve, they almost always evaluate their levels of open space, recreation facilities, and leisure program development. Parks and gardens alone cannot solve the problems faced by our cities, but they are crucial to the health of urban communities. We need to take seriously the evidence that open space counts in human lives and that places where we play can be places of hope." ~Martin J. Rosin, President of Trust for Public Lands.

Residents also feel that open spaces are important to their community. A survey conducted in Los Angeles shortly after the 1992 riots revealed that 77% of neighborhood residents considered improved parks and recreation opportunities as "absolutely critical" or "important" to their community.⁷ The California State Parks Planning Division surveyed California's mayors in January of 2002. Virtually 100% of the respondents believed recreation areas and facilities improved the quality of life in their cities.⁸ Findings from the 1997 Public Opinions and Attitudes on Outdoor Recreation in California showed that 78% of the public approved or strongly approved the development of more local community parks and 66% wanted more open spaces in urban areas⁹.

Open spaces and recreational facilities also help reduce crime in the community, helping residents feel secure. The nonprofit organization East Bay Urban Gardeners in Oakland works with the city's Recreation and Parks Department to convert vacant lots into community gardens. On Dearborn Street in the Mission District of San Francisco, residents noticed a 28% drop in crime after the first year of their garden project. Working on the garden encouraged residents to form a neighborhood watch group, making the area

unattractive to drug dealers. Now crime in the area is down by 78%.¹⁰ Law enforcement officials are seeing the success from these programs and are calling for more parks and recreation resources. Los Angeles County Sheriff Sherman Block noted that young people are less attracted to gangs when they have alternative activities to choose from.¹¹ Former L.A. Police Chief Willie Williams states his city needs more "safe parks and healthy recreation opportunities to keep our kids off the streets and out of gangs."¹²

Other notable recreation programs reducing crime in communities include:

- In Phoenix, Arizona, juvenile crime dropped 55% while recreational facilities were kept open until 2:00 a.m. Crime rose again when gymnasiums went back to regular hours.¹³
- In Fort Myers, Florida, police documented a 28% drop in juvenile arrests since 1990 when the city began STARS (Success Through Academics and Recreational Support) for young adolescents.¹⁴

Although it is difficult to directly measure how much crime is actually caused by a lack of open space and recreation opportunities, plenty of

✓ Crime rates are highest in most cities between the hours of 3:00 pm to 6:00pm, after kids are out of school, often unsupervised.

✓ For each \$1 we spend on rehabilitation, we save \$11 later.

✓ The average American child sees 26,000 murders on television by the time he or she is 18 years old.

✓ It costs 100 times less to recreate than to incarcerate.

Source: www.ci.longview.wa.us

evidence shows that crime frequently drops, sometimes dramatically, when recreational opportunities are increased.

People take pride in their open spaces and often work to enhance and preserve them. The National Park Service's Urban Parks and Recreation Recovery Program, set up in 1978, is a great example. It has contributed to volunteer clean-up projects, resulting in reduced vandalism and neighborhood renovation.

Community pride promotes volunteerism and volunteers are often the "heart and soul" of park and recreation efforts. Volunteers serve as coaches, park board members, docents and clean-up crews in virtually every state, federal and community park in California. Volunteers develop an increased awareness of recreational and environmental values and provide valuable input into park area planning and recreation activity development. This dedication and pride in recreational opportunities builds citizenship and is an important foundation for interest and involvement in other aspects of the community. Volunteering increases a sense of pride in and stewardship for the local environment.

Outdoor recreation is an ideal way to encourage and develop stronger environmental attitudes and behaviors. While enjoying the outdoors through recreation, people often learn more about the natural environment. In turn, this increased knowledge provides a basis for individuals to make better decisions about how their personal actions affect the environment.

Research indicates that outdoor recreation increases personal attachment to a site, fostering feelings of ownership and a duty to care for the site. McDonald and Schreyer (1991) state that optimal experiences can also create a state of connectedness with the earth and its creatures, increasing a sense of appreciation for the environment and the community.¹⁵

Outdoor recreation increases political involve-

ment in environmental issues. A 1999 Roper Starch Report demonstrates a clear linkage between pro-environmentalists and high levels of outdoor recreation participation. One in ten most active Americans are also most involved personally in and supportive of outdoor recreation.¹⁶

B. Families that recreate together are more likely to stay together

Family participation in leisure activities is positively related to satisfaction, interaction and family stability. Recreation challenges families in a safe and supportive environment, causing less fear of failure. Recreation encourages family members to try new behaviors and lifestyle changes. It enhances appreciation and compassion for strengths and weaknesses, and opportunities to share skills and knowledge. Recreating together builds strong families by encouraging loyalty and trust, and by fostering feelings of good will, harmony, teamwork and cooperation.

"The fondest memories people have of their past tend to involve family outings and/or vacations. When the entire family is together, doing the same thing - especially when it is something novel and demanding - there develops an atmosphere of common purpose and good feelings that is usually absent from everyday life."

~Csikzentmihalyi, M. 1991

Research finds that spouses sharing leisure time activities tend to be much more satisfied with their marriages and that shared leisure time is the single most important factor in developing cohesive, healthy relationships between husbands and wives as well as parents and children.¹⁷ Many families actually use outdoor recreation to form family bonds and transfer important values to their children. In fact, almost three out of four Americans cite these as reasons for becoming active in the first place. "Being with family" (74%) scored slightly higher than "being with friends" (63%) as an important reason for enjoying outdoor recre-

ational activities. Seventy percent of Americans feel that outdoor recreation “creates shared experiences [where] family and friends can bond”, a major reason they participate.¹⁸

C. Recreation Promotes Socialization for Everyone

Recreation activities that allow people to share cultural and ethnic differences strengthen a community. These gatherings can educate people about other cultures, reducing the potential for cultural “clashes”. Social interaction through recreational opportunities can break down cultural differences, unfamiliarity, fear and isolation.

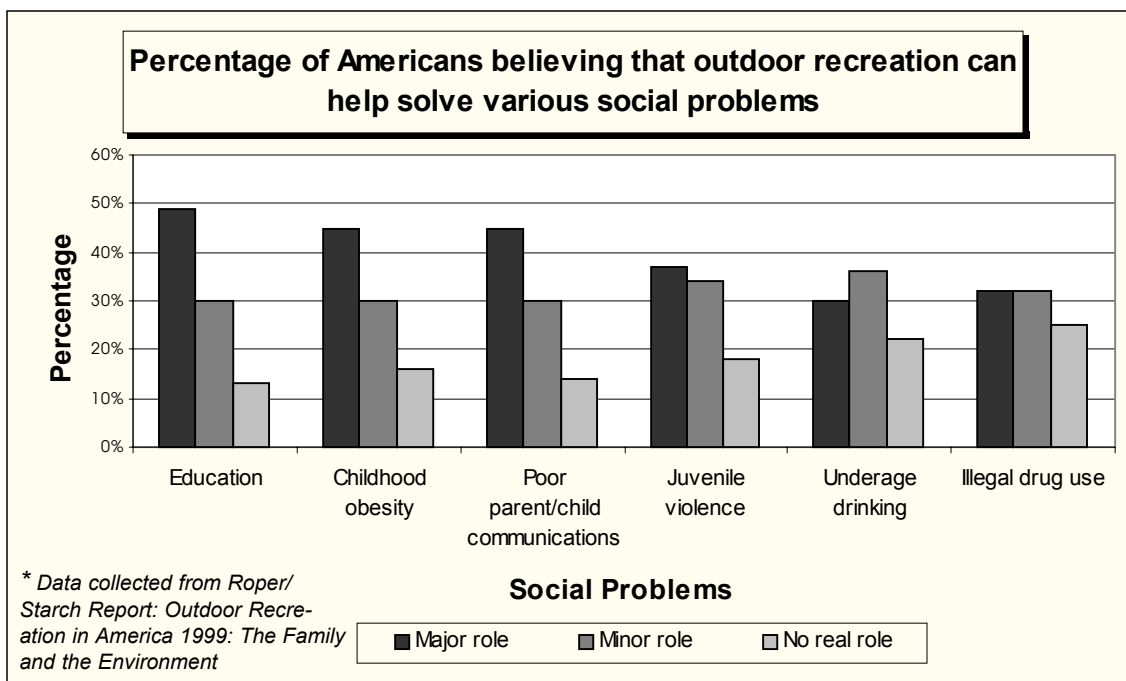
Recreation and social interaction can significantly improve the quality of life for individuals with disabilities. People with disabilities have the same recreational needs and can achieve the same recreational benefits as anyone else. Community based leisure programs where people with disabilities interact with their peers without disabilities can contribute to a higher quality of life for all involved.¹⁹

People with disabilities often have limited recreational opportunities and lack choices, prevent-

ing them from being active. The Americans with Disabilities Act (ADA) and other inclusion laws are bringing full accessibility far closer to reality. Many providers are upgrading their services, programs, and facilities to accommodate all recreationists. Technological advances are creating new adaptive and assistive devices and individuals using these upgrades are finding more and more recreational opportunities available to them.

Participants without disabilities also benefit from recreation that includes individuals with disabilities. By getting to know these individuals, people without disabilities begin to focus less on individual differences and more on their shared recreational interests.²⁰

The percentage of California’s population over age of 65 is increasing. The U.S. Census Bureau found that 10.6% of California’s population is 65 years or older. Life expectancy is increasing, driving a need for increased recreational opportunities. The increase in seniors causes a need for more recreational opportunities to encourage socialization and independence.



It is generally accepted that incidences of depression increase significantly with age. Many elderly tend to lose their sense of purpose and retreat into a sedentary lifestyle within their home, increasing their risk for health problems. Recreation can reduce depression in seniors by linking them to the outside world. These links allow them to socialize and exercise and studies show that older adults involved in an organized recreation activity have significantly better scores on the “happiness scale” than those who do not participate in organized recreation.

Recreation breaks down cultural, mental and age barriers. It promotes harmony between different cultures, physical capabilities and generations. Recreation provides everyone with the chance to get out and socialize. Westland (1991) found in a literature review of leisure and mental health that “virtually all play situations provide ample testimony to the fact that once the game starts, social distinctions disappear, the status of participants is determined by their ability to play the game.”²¹ During their recreation and leisure time, people are less concerned with differences and more concerned with just having fun.

D. Recreation Contributes to the Development of Youth

Recreation is fundamental to children’s mental,

“Playful interactions within the natural environment allow for the identification of personal abilities and limitations and the development of resourcefulness, self-esteem and ultimately, a sense of identity” ~Kleiber and Rickards, 1981.

physical social and emotional development. Play is a valuable medium for development and learning.²² Children can develop motor skills, social skills, intellectual capacities, concepts and creativity while playing.

Using recreation and open space as a medium for learning creates a fun relaxed atmosphere where children want to participate, leading to in-

creased awareness and enhanced learning. Involvement in leisure activities can increase learning, even when the activity is not intended for this purpose. Participation in recreation activities can contribute to behavior change and skill learning, direct visual memory, information (factual) learning, concept learning, schemata learning, metacognition learning and attitude, and value learning.²³

Americans See Many Benefits of Outdoor Recreation for Children

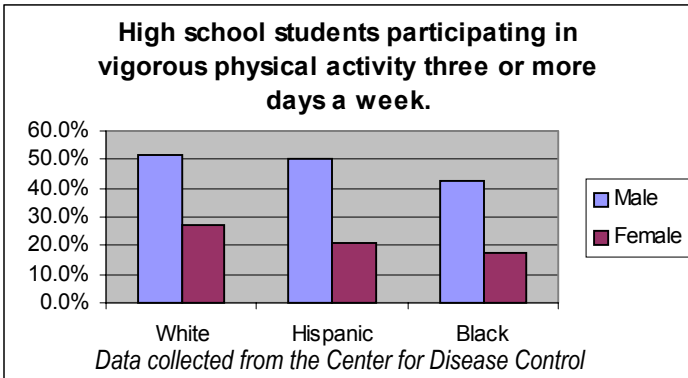
Percentage of Americans stating as a “major reason” for children to take part in outdoor recreation.

| | |
|---|-----|
| <i>“promotes good health”</i> | 72% |
| <i>“creates shared experiences family and friends can bond over”</i> | 70% |
| <i>“teaches appreciation of nature”</i> | 69% |
| <i>“helps children develop important physical skills”</i> | 68% |
| Percentage of Americans stating as the most important reasons to see children active. | |
| <i>“build self-esteem and personal growth”</i> | 65% |
| <i>“help children develop important interpersonal skills”</i> | 62% |

* Data collected from Roper/ Starch Report: Outdoor Recreation in America 1999: The Family and the Environment

As children participate in recreation and leisure activities their learning skills are developed and improved. This directly impacts their school performance. For example, in 1991, 75% of the children in the Fort Myers STARS Program were making less than a “C” average in school when first enrolled in the program. After the program, 80% of the 1,500 children had brought their grades up to a “C” average or better.²⁴ In California, over 1.3 million hours of outdoor instruction occur in 173 state parks each year for over 600,000 school age students.²⁵ Joint partnerships between schools and parks help kids learn first hand about science, ecology, math and respect for nature.

In a society where life-long learning is essential, outdoor recreation facilities and open spaces, like city and state parks, can provide exceptional learning opportunities for children and adults.



Participating in recreational activities at an early age creates positive fitness lifestyle habits. While children run around and play, they exercise. Exercise strengthens their muscles, bones and fine motor skills. It also helps to prevent disease and obesity and children can explore their physical limits while recreating. Ulrich (1987) implies that lack of success in motor activities at a young age may reduce motivation to participate in physical activities at a later age.

“It is not surprising that the incidence of juvenile crime in many places directly corresponds to general decreases in national, state and local investments in recreation and parks.” ~R. Dean Tice, Executive Director, National Recreation and Park Association.

Children also develop a healthy sense of competition and sportsmanship while recreating. They explore strategies to resolve conflicts, act fairly, plan proactively, and develop a moral code of behavior. Children with greater physical competence appear to have greater social success, status, leadership and peer acceptance. People with more highly developed motor skills tend to be more active, popular, calm, resourceful, attentive and cooperative.

Adventure recreation increases children’s self-

esteem, self-concept and confidence. While children experiment with their success and failures, they learn to trust themselves and others. Children who participate in recreation activities can also acquire decision-making skills, cooperative behaviors, positive relationships and youth empowerment. Researchers at Robert Wood Johnson Medical School studied activity levels in 92 children, aged 10-16, to investigate the relationship between physical activity and children’s self-esteem. They found that children are inactive 75.5% of the day, watching television, sitting at the computer, and doing homework, compared to the 1.4% of the day spent in “vigorous activity”. The more time they spent highly active, the higher their self-efficacy and self-esteem. Young people feeling good about themselves operate more effectively and productively in families, communities and schools.²⁶

As fewer and fewer families can afford a stay-at-home parent, the demand for recreation programs and opportunities will increase. Working parents need childcare assistance after school and during the summer. Studies show greater degrees of truancy, dropping out of school, drug abuse, and depression among children coming

| Why Teens Use Drugs | | |
|---|-----------|-------|
| About 4% of 12 year olds and 20% of 17 year olds say that they are “very likely” to use drugs. Reasons the two groups say kids use drugs. | | |
| Reason | Age Group | |
| | 12yrs | 17yrs |
| To be cool | 49% | 11% |
| Friends are doing it | 24% | 25% |
| To feel good | 9% | 23% |
| Drug abuse in family | 7% | 4% |
| Stress relief | 16% | 22% |
| Personal Problems | 3% | 7% |
| To rebel | 1% | 6% |
| ~Data collected from the National Center on Addiction and Substance Abuse as reported in USA Today | | |

home to an empty house. Recreation programs can provide safe, developmental opportunities for these latchkey children. These programs provide childcare in a setting that is stimulating and keep children from being unsupervised and bored.

Youths with full and active lives are much less likely to engage in self-destructive, negative behavior. Youth smoking, drinking, fighting and vandalism are decreased when they participate in positive arts, sports and recreation activities. McKay (1993) indicated that hopelessness was a contributing factor to juvenile crime and that where recreation participation increased self-esteem and self-concept, delinquency was reduced.²⁷

Summary

For individuals, groups of individuals, families, communities and society as a whole, the health and social benefits of parks and recreation land, facilities and programs are abundant, wide ranging and must be recognized and appreciated.

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¹⁷ Couchman, R. 1988. "Leisure: A Synamic Family Life." *Vision* 1 (3).

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¹⁹ Bullock, C.C., & Mahon, M.J. 1999. *Introduction to recreation services for people with disabilities: A person centered approach* (2nd edition). Champaign, IL: Sagamore Publishing.

²⁰ Green, F.R., Schleien, S.J., Mactavish, J.B., & Benepe, S. 1995. "Nondisabled adults' perceptions of relationships in the early stages of arranged partnerships with peers with mental retardation." *Education and Training in Mental Retardation and Developmental Disabilities* 30, i2.

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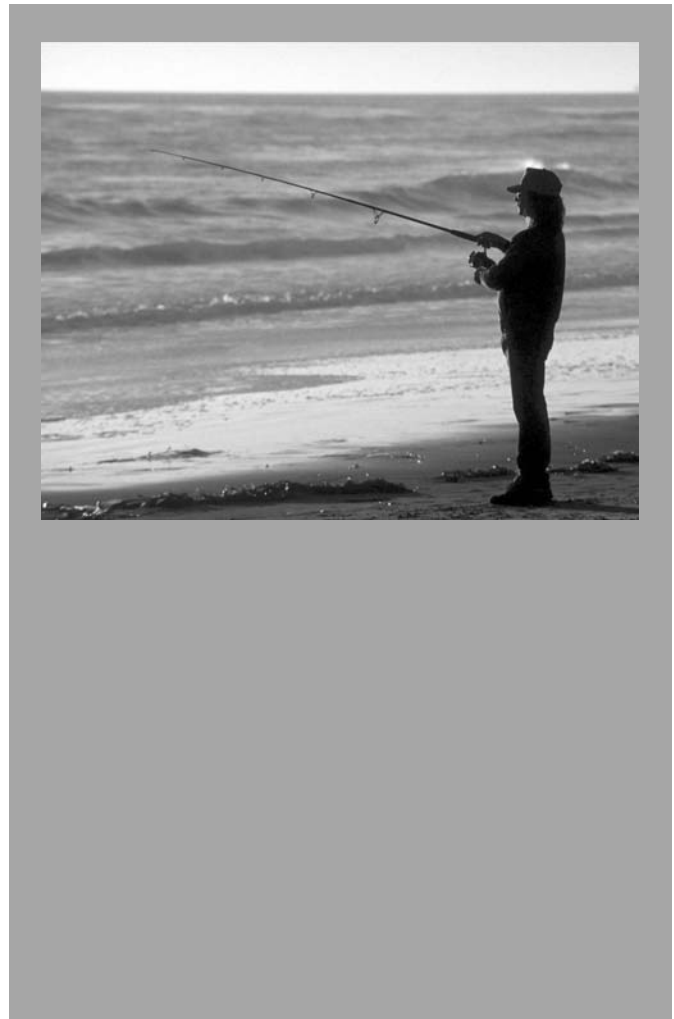
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Wetlands

National Wetlands Priority Conservation Plan

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.

Beginning in 1988, section 303 of the EWRA requires each Statewide Comprehensive Outdoor Recreation Plan to specially address wetlands as important outdoor recreation resources. Section 303 also amends the Land and Water Conservation Fund authorizing wetlands as suitable replacements for LWCF lands being converted to other uses.

California's Wetlands

Wetlands support ecosystems vital for 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. Despite California's recognized wetlands benefits, they continue to be filled, drained, and dredged. Only 10 percent of the wetlands that existed before European settlement and only 5 percent of all coastal wetlands still remain in California. Only 300,000 acres of the 4 million original acres of Central Valley wetlands still exist today. In response to the shrinking wetlands, government agencies have implemented legal use restric-

tions; 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. California has prioritized increasing public-private partnerships to restore and manage wetlands on private lands.

California Wetlands Conservation Policy

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 will compile the U.S. Fish and Wildlife Service National Wetland Inventory and other available data into a comprehensive wetlands data layer. This layer will provide the baseline from which to monitor gains or losses to state wetlands.

Assembly Bill 2286 (Wetlands)

The Assembly Bill 2286 passed in September 2000 requires the Resources Agency to update all existing California wetlands inventories to prepare a restoration, management and acquisition study for submission to the Legislature by January 1, 2003.

The California Legislature found the state's remaining wetlands to have economic, aesthetic, and scientific value to Californians and that public policy and programs were needed for their preservation, restoration, and enhancement. This legislative finding led to the passage of AB 2286. Although the state had prepared a 1979 wetlands plan for implementation through 2000, a new plan was clearly needed. The new planning process should identify wetland conservation priorities through the year 2020.

California has established a successful program of regional, cooperative efforts to protect, acquire, restore, preserve, and manage wetlands. These programs include the Central Valley Habitat Joint Venture, the San Francisco Bay Joint Venture, the Southern California Wetlands Recovery Project, the Pacific Coast Joint Venture and the Inter-Mountain West Joint Venture. The public-private partnerships and the active and voluntary involvement by private wetland own-

ers contribute significantly to the long-term availability and productivity of wetlands.

The Central Valley Habitat Joint Venture (CVHJV) is an example of a successful public-private wetland protection partnership. When the CVHJV achieves its stated goals it will have protected 80,000 acres of existing wetlands through perpetual easements or fee-title purchases; restored and protected 120,000 acres of historic wetlands; enhanced 291,555 acres of existing wetlands; secured 402,450 acre feet of water for existing Central Valley National Wildlife Refuges and State Wildlife Areas; and enhanced 443,000 acres of private agricultural land for feeding and nesting of waterfowl. Although CVHJV's primary focus is on waterfowl, their achievements benefit a wide array of other wetland wildlife, provide habitat for threatened and endangered species and provide opportunities for outdoor recreation.

Propositions 12 (Safe Neighborhood Parks, Clean Water, Clean Air, and Coastal Protection Bond Act) and 13 (Safe Drinking Water Bond Act) in 2000 provided the state with unprecedented financial resources to acquire, restore, preserve, and manage wetlands. There is a pressing need for state agencies responsible for wetlands conservation to develop and disseminate a wetlands conservation strategy for public review. Conservation strategies are also needed during the annual legislative budget process, by local public agencies for their local and regional wetlands conservation programs, and by state agencies for updating their existing programs on wetlands acquisition, restoration, preservation, and management.

The AB 2286 goals for the wetlands restoration, management and acquisition study include:

- Identifying restoration and enhancement opportunities for wetlands in public ownership;
- Identifying ways to protect and enhance existing wetlands in public ownership;

- Identifying opportunities for voluntary public-private wetland restoration, enhancement, and management partnerships;
- Identifying those California wetlands not currently in public ownership;
- Identifying additional recreational benefits that can be provided on existing, restored, or newly created publicly owned wetlands;
- Identifying wetlands on federally owned lands in California;
- Identify those instances where lead agencies have adopted mitigation measures within the California Environmental Quality Act or a habitat conservation plan, or that utilize or reference Department of Defense wetland properties.
- Include wetlands data into the California Legacy Project (formerly called the California Continuing Resources Investment Strategy Project [CCRISP]);

The California Legacy Project

The Resources Agency's California Legacy Project provides the state's conservation community with a more strategic approach to natural resource conservation. Two major components include a health assessment of California's natural resources and a method for prioritizing conservation actions. The project will provide better information for decision-making, greater cooperation among partners, identify a long-range strategy to conserve the most important natural resources, and will help decision makers look at the big picture through a digital atlas.

In 2002, the California Legacy Project helped convene state, federal, and non-governmental wetland scientists and managers to agree on a scientific approach to completing a statewide wetlands inventory and data layer. The wetlands group agreed on a consistent statewide wetlands

classification system. The system builds on the National Wetlands Inventory system and is flexible enough to accommodate project-level regional and local restoration needs. Local and regional digitized mapping combined with analysis of currently unmapped areas will produce a new wetlands coverage map within two and a half years for use in conservation planning.

The California Legacy Project conducted a series of bioregional workshops in 2002 and 2003 soliciting input on needs for web-based statewide mapping and decision support tools. The Legacy Project is also identifying those existing or emerging inventories from conservation plans throughout the state that can augment the Legacy database as well as complement and build on existing local plans.



Future Products

As previously indicated, the California Outdoor Recreation Plan is not a single, published document. Instead it is made up of various elements, forming a continuing series of studies, analysis and related planning efforts that deal with outdoor recreation throughout California. Provided below is a brief description of surveys, studies and other documents that are either under way or proposed—and, when completed, will become new elements of the CORP. These future products are contingent upon adequate funding, staffing and administrative support.

It should be noted that these proposed studies are consistent with 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.”

I. Public Opinions and Attitudes Survey

The California Department of Parks and Recreation has recently contracted with California State University, Chico, to conduct a statewide household survey to determine the public’s attitudes, opinions, and values with respect to outdoor recreation in California. The survey results will provide invaluable information on how Californians participate in 50 different outdoor recreation activities. Such information is essential for maintaining the Department’s statewide comprehensive outdoor recreation planning process. This information is also essential for developing and maintaining competitive grant selection processes, including the Open Project Selection Process required by the LWCF Program, and for updating the California Recreation Policy required by California Public Resources Code. The Public Opinions and Attitudes Survey is an on-going planning effort that began in 1987 when

the Department, in partnership with the Bureau of Land Management and the US Forest Service, started conducting this type of survey of California households. Similar surveys were conducted in 1992 and 1997 to identify changes in public opinions and recreation needs. For comparison purposes, the questions asked in each survey are kept as similar as possible. The results of the 2002 survey will assist recreation planners in identifying changes in participation in outdoor recreation activities in California and changes in the public’s attitude towards many important park and recreation issues.

II. California Recreation Trails Plan

The Department is required by state statute to develop and maintain a comprehensive plan that provides guidance for establishing and maintaining a statewide system of recreation trails. The last California Recreation Trails Plan was completed in 1978. Since that time, the state has experienced dramatic demographic, economic and social changes. To address these changes, the Department is currently preparing a new trails plan, a document that will reflect both current and future recreation trail needs. The first phase of this plan has been completed. It identifies 12 trail-related goals and lists general actions designed to reach those goals. These goals and their action guidelines will direct the future actions of the Department’s Statewide Trail Office regarding trail programs both within the State Park System and in its wider statewide and national roles. Phase II of the plan is currently under way and will include hard data and generally accepted planning strategies and practices, including additional public input and content. More specifically, current trends in trail development and use as well as a statewide trail inventory will be included. The specific types of trails to be included in the inventory, and the level of detail, have yet to be determined.

Regardless, this will be a very challenging and labor-intensive project. Such an inventory, however, is an essential planning tool and absolutely necessary for completing an adequate comprehensive statewide trails plan. Also, it is something that many recreation trails stakeholders in California have been asking for as a means of updating the Statewide Trails System map included in the 1978 California Trails Plan. The public will be extensively involved in developing Phase II, especially stakeholder groups, and the California Recreation Trails Committee.

III. Economic Survey/Study

The Department proposes to contract for a survey and study on the economic value of the outdoor recreation industry on state and local economies in California. The true value of outdoor recreation is often understated or ignored; this is one reason why park and recreation programs are often the first budget items to be cut when governments down-size. There is a real need, therefore, to quantify the financial benefits produced by park and recreation services and facilities throughout the State. The need for such a study is referenced in the last (1993) CORP. One "action item" stated that "park and recreation professionals should establish and communicate the value of parks and recreation services, both to the general public, and to the elected and appointed official who make budget decisions". This CORP also recommends that "recreation providers should initiate efforts to establish the values and benefits of park and recreation services" as one way of "improving recreation opportunities through planning and research". This survey would include monies spent on recreation travel, purchase and rental of recreation equipment, and salaries and wages of residents employed in the outdoor recreation industry. An advisory committee will be established to identify goals and objectives for the survey/study. The committee will be comprised of experts in the fields of parks and recreation, economic assessment, and policy making. The

Department will initiate a scoping phase for this study in the summer or fall of 2003.

IV. Inventory of Park and Recreation Lands and Facilities

The Department intends to contract for the development of an inventory of all public park lands and recreation facilities in California. Such an inventory is needed by recreation planners to quantify existing recreation opportunities. This data is necessary to determine how adequately existing lands and facilities are meeting current statewide park and recreation needs. The inventory is also an important planning tool that can be used to estimate California's future lands and facility needs by measuring the changing recreation opportunities (supply) against changing population demographics and recreation needs (demand). The inventory will also be a useful tool for local and regional planners working for both public agencies and the private sector. Unfortunately, inadequate resources have prevented the department from maintaining the inventory in the Park and Recreation Information System (PARIS) which became obsolete in the mid 1970's. The need for the inventory is referenced in the 1993 California SCORP, which recommended that DPR "establish procedures for collecting and disseminating baseline information," including acreage and the number of parks and facilities, as a means for "improving park and recreation opportunities through planning and research." This project will be initiated in late 2003 and will likely take eighteen months to two years to complete.

V. Trends Analysis

The Department will contract in spring of 2003 for development of a study of current trends in outdoor recreation in California. The purpose of the study is to identify the primary trends and address the probable ramifications of these trends on park and recreation service providers in California. Topics to be covered could include: demographics and population, emerging forms of recreation activities, economic and consum-

erism, tourism, lifestyle and leisure/recreation, land and water access, entertainment and consumers, technology and media, and governance and policy. The results of the study will be printed as a future CORP element.

IV. Health and Social Benefits Provided by Recreation

The Department is currently undertaking a study of the health and social benefits provided by recreation in California. As indicated elsewhere in this document, most Californians believe that recreation provides valuable health and social benefits. Considerable scientific research documents the benefits of regular exercise on physical health, by lowering blood pressure, eliminating obesity and reducing the likelihood of contracting serious diseases. Other research provides information on the benefit of recreation in improving mental health, by reducing anxiety and depression. However, very little has been done to collect and analyze this information and make it available to stakeholders to assist in their efforts to provide adequate park and recreation opportunities. Recreation also provides many societal benefits. Unlike the health benefits of exercise, the social benefits are less studied and poorly documented. Therefore, the goals of this study will be twofold. First, existing information on health benefits will be recorded. Second, reports which document the social benefits of recreation will be collected and categorized (developing case studies could be one example). The study results will be distributed to stakeholders as an element of CORP, available in the summer of 2003 as a publication and as an electronic document on the Department's web page.

VII. Standards

The Department proposes to develop a set of recommended statewide planning standards for outdoor recreation lands and facilities (e.g., acres of parklands and numbers of facilities needed per 1,000 population). Currently there are no such standards in widespread use in California, and several stakeholder organiza-

tions have asked the Department to officially adopt new standards. Rather than attempt to create new standards, the department will work with the standards previously developed by the National Recreation and Park Association and the California Park and Recreation Society. These standards will be reviewed by an advisory committee to determine if they are still suitable for California's park and recreation providers. If necessary, the old standards would be revised to reflect current conditions. As many stakeholder organizations as practical will be encouraged to participate in the study. The final results will be made available as a new element of CORP. It is anticipated that this effort will be started in the fall of 2003 or winter of 2003-04.

VIII. Recreation Policy

The Department, in concert with the State Park and Recreation Commission, will update the California Recreation Policy. The State Legislature has given the Commission the responsibility of recommending a California Recreation Policy to the Director of the Department of Parks and Recreation. The purpose of the Policy is to give the State's outdoor recreation providers general guidance in meeting the park and recreation needs of all of California's residents and visitors. The Department is responsible for assisting the Commission in periodically reviewing and updating the Policy, typically every five years. In 2003, the department proposes to begin a review of the Policy and, in cooperation with other stakeholders, prepare suggested changes in the Policy for adoption by the Commission. The information provided in the Issues and Actions Chapter in this document, and the results of the pending *Public Opinions and Attitudes Survey 2003*, will be of great value in formulating these Policy changes. The Commission typically holds one or more public hearings to give the general public an opportunity to comment on any revisions to the Policy before forwarding it to the Director for approval. The Department intends to initiate this policy update in the summer of 2003.

Appendix A: The Planning Process

Setting the Stage

In 2000, the Director of the California Department of Parks and Recreation initiated a process involving nearly 300 key stakeholders and innovative thinkers at regional workshops and a Vision Summit to identify challenges and choices facing State Parks.¹ While this visioning process was intended for the California Department of Parks and Recreation, the outcomes set the stage for issue identification since the challenges mirror most of the issues facing all providers statewide.

The Process

The California Department of Parks and Recreation (DPR) initiated the statewide planning process in May of 2001. Planning began with the review of the *1993 California Outdoor Recreation Plan* and its implementation during the intervening eight-year period. DPR staff evaluated the various strengths and weaknesses of the previous plan to determine which elements were useful and which were not.

A literature review was conducted of issues affecting other states, consultation was held with other state and Federal agencies, contemporary issues from a variety of media sources were evaluated and a review of the issues identified in the *1993 California Outdoor Recreation Plan*, was used to develop a “long” list of issues. Understanding how the public perceives outdoor recreation resources in the state is also an important element in the issue identification process. Public attitudes and opinions toward outdoor recreation in California are identified through a statewide public opinion and attitudes survey.²

In preparation for the development of the California Outdoor Recreation Plan, in July 2001,

DPR entered into a contract with Moore, Iacofano, Goltsman, Inc. (MIG) to provide professional strategic planning guidance and to facilitate a workshop. MIG produced a brochure, *Californian’s Outdoors, On Our Way! Protecting our Gains; Planning for the Future*, which outlines the statewide master planning process.

California Department of Park and Recreation Director Rusty Areias brought together a group of key park and recreation professionals and community leaders to discuss how to create a Parks Movement, develop a statewide parks and recreation Master Plan, and identify a legislative agenda to support both efforts. During this same time frame, DPR appointed a Master Plan Advisory Committee, consisting of park and recreation professionals, to help guide the planning process.

In December 2001, the issues were presented to the newly established California Outdoor Recreation Master Plan Advisory Committee. The advisory committee helped with the identification of the issues and provided guidance on the “look” of how the plan should be presented. In summary they recommended that the plan should be fairly brief, contain measurable and achievable actions, identify actions that can be reasonably accomplished within a 5-year time frame and that can be assigned to a specific agency or agencies.

Department staff combined and consolidated the issues that were presented to the Master Plan Advisory Committee. Based on the recommendations and comments made by the Advisory Committee members, the process culminated in the development of six overarching issues to serve as the primary foundation from which remedies will be sought.

The process of identifying actions to address

the six overarching issues began in the spring of 2002 with a workshop at the California and Pacific Southwest Recreation and Park Training Conference. Over the course of the summer and on into the fall there were continual interactions with the Advisory Committee members, a day-long workshop for Southern California providers in Los Angeles, a presentation to the California Roundtable on Recreation, Parks, and Tourism, a presentation to the State Park and Recreation Commission, a workshop with the (CPRS) Administrators Institute, and regular mailings to park and recreation service providers throughout California soliciting their review, comments and suggested actions. A refined draft of the issues and recommended actions was placed on the DPR web site requesting public comment.

It should be noted that DPR views CORP planning as a process rather than the production of a single, all-encompassing document. In this manner, the California Outdoor Recreation Plan should be considered a compendium of elements or product deliverables, each of which have stand-alone value in their own right and which, when combined, become the Plan.

¹ *California State Parks. A Path to Our Future: Key Challenges & Choices*, May, 2000

² *California State Parks, Public Opinions and Attitudes on Outdoor Recreation in California 1997*, March 1998

Appendix B: Master Plan Advisory Committee

The Master 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.

The Honorable Caryl Hart, Member
State Park and Recreation Commission

Bob Overstreet, Director
Sacramento City Parks

Robin Cox
The Nature Conservancy

Dr. Deborah J. Chavez, Research Social Scientist
Pacific Southwest Research Station

Patrick Tierney, Professor
San Francisco State University

Paul Slavick, OHV Coordinator
Honda Motorcycle Division

Joan Chaplick
Golden Gate National Parks Association

Kate Bickert, Director of Field Offices
Rails to Trails

John Poimiroo, President
John Poimiroo and Company

Paul Romero, Director
Santa Clara Valley Water Department

Tim Gallagher, Director
LA County Parks and Recreation

Chris Jarvi, Director
Anaheim Department of Community Services

Christine Nota, Regional Foresters Representative
US Forest Service

Meika Hamisch
California Coalition for Youth

Appendix C: Summary of the Open Project Selection Process for the Land and Water Conservation Fund

The California Department of Parks and Recreation has successfully administered the distribution of California's allocation of funds from the Land and Water Conservation Fund (LWCF) since the program's inception in 1965. Under this program, part of the state's share of LWCF money is allocated to local government projects, and part goes to finance projects selected by four different state agencies.

Local government projects receiving LWCF money are selected by the State Department of Parks and Recreation from among a large number of applicants from throughout the state, using specific criteria and an Open Project Selection Process (OPSP). Each state agency, however, selects the projects on which to spend its share of LWCF money, using its own criteria based on the latest California Outdoor Recreation Plan (CORP) and its own selection process. All the criteria used to select any project, whether state or local, are designed to be responsive to public recreation activity preferences and the set of major issues facing park and recreation organizations in California, issues identified in CORP. The state is therefore able to demonstrate a consistent policy basis for the allocation of these funds.

State Agency Selection Process

Each of four agencies receives a legislatively determined portion of the state share of the Land and Water Conservation Fund. These agencies have quite different mandates and programs set forth by the legislature. As a result, these agencies have a high degree of freedom to select the projects for which their portion will be used. Such projects, however, must still directly address one or more of the major outdoor recreation issues identified in CORP.

The LWCF criteria used by each of the four state agencies are as follows:

1. **The California Department of Parks and Recreation** is the largest state agency recipient of LWCF money. A small amount, typically five percent, is allocated for state-wide 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 stimulate contributions from nonprofit organizations, and to facilitate acquisition projects for new 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** focuses its criteria on acquiring wildlife habitat—lands suitable for recreation and developing public access. Specifically, it stresses projects where local operations and maintenance funds are available or involve rehabilitation of existing structures, development near urban areas, and design for disabled users.
3. **The California Department of Boating and Waterways** 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. The Department also gives credit for facilities that are vandal proof, offer new or retrofitted access for the disabled, 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.

Local Government Projects-Open Project Selection Process

The California Department of Parks and Recreation, through its Office of Grants and Local Services, selects local government projects to be funded each year. Using the established open selection process, cities, counties, and park and recreation districts apply to receive funding for projects in their jurisdiction. Because of the lengthy and complex process now required to revise any grant selection process in California, the OPSP will not be updated until the end of the 2003-04 fiscal year. Until then, the current OPSP identified in the 1993 CORP will continue to be used. Under the current OPSP, applications received from local government are evaluated using the procedure described below.

Projects submitted by local agencies are evaluated using two sets of criteria:

- ◆ Screening Criteria
- ◆ Ranking Criteria

The screening criteria determine whether a project is eligible:

- ◆ Does the project meet the eligibility requirements of the Land and Water Conservation Fund Act and the criteria established by the National Park Service?
- ◆ Is the project consistent with priority needs identified in the California Outdoor Recreation Plan?

- ◆ Is the application technically complete?
- ◆ Was it submitted by the deadline?
- ◆ Does the project have an assured source of eligible matching funds to meet the nonfederal share of the cost?
- ◆ Does the applicant have, by the deadline, adequate tenure to the land to be developed?

After a local project has been screened, it is evaluated by ranking criteria to assign a numerical rating. The ranking criteria have a number of components:

1. The extent to which the project meets the priority statewide outdoor recreation needs identified in the current outdoor recreation plan, including:
 - ◆ Recreation activities. The DPR statewide opinion survey determined the latent demand for outdoor recreation activities. It resulted in a priority statewide ranking of activities.
 - ◆ Support facilities. Restrooms, parking areas, entrance stations, maintenance areas, and fencing needed to improve the quality of the recreation experience, or to make the project available for visitation, will be considered for funding.
2. The local need for the project balances California's great diversity in climate, landscape, population distribution, density, and jurisdictional stages of development by allowing projects to be compared against one another using criteria that can be objectively applied:
 - ◆ Does the project appear on an agency-wide master plan?
 - ◆ Does the project appear on an approved site plan?

- ◆ Is there a lack of similar opportunities within the area served by the project?
 - ◆ Will the project be accessible to special populations?
 - ◆ What is the population and density within the service area of the park?
 - ◆ Is there demonstrated public involvement in the proposed project selection and planning process?
3. Project-specific criteria compare projects by evaluating a number of site-specific factors:
- ◆ Cost/benefit ratio.
 - ◆ Accessibility of site.
 - ◆ For acquisition only:
 - Urgency of acquisition.
 - Acquisition of wetlands/open space in urban areas.
 - ◆ For development only:
 - Least alteration of site.
 - Type of development (rehabilitation versus new and additions).
4. Applicant criteria compare projects by assessing the applicant's effectiveness and timely administration of previously awarded grant funds, and stewardship of existing facilities:
- ◆ Administration of previously awarded grants.
 - ◆ Ability to operate and maintain the project.
5. Bonus points are awarded for applications that are technically complete by the annual deadline.
6. Finally, if projects are tied after being ranked,

the following tie-breaking criteria are used to judge the projects:

- ◆ Geographical distribution.
- ◆ Applicant with the least recent LWCF grants.
- ◆ Project's overall merit.

The final numerical ranking of an eligible grant request is calculated by combining all the criteria points. Projects are then recommended for funding in the order of their assigned score until the funds allocated for local projects are exhausted.

Although there are differences among the criteria used by each of the state agencies involved in this program and differences between the criteria used by state agencies as a group and those local agencies, there is a strong common thread among them. All of these criteria are designed to respond to the major issues identified in the CORP. The resulting projects offer the public a tremendous variety from which to choose, offering a healthy diversity while meeting significant needs in their specific areas.

The following persons were instrumental in preparation of this report:

Dave Cox, Staff Park and Recreation Specialist

Keith Demetrak, Chief, Planning Division

Bruce Kennedy, Senior Park and Recreation Specialist

Linda McDonald, Associate Park and Recreation Specialist

Eric Natti, Associate Park and Recreation Specialist

Philomene Smith, Associate Park and Recreation Specialist

Alexandra Stehl, Student Assistant

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