

# Parks Forward

A plan for a vibrant, sustainable park system  
for California



DRAFT - July 30, 2014

# TABLE OF CONTENTS

---

TABLE OF CONTENTS .....	1
EXECUTIVE SUMMARY.....	1
INTRODUCTION .....	3
THE TRANSFORMATION OF CALIFORNIA PARKS .....	5
Drive Change .....	5
Create a Path to Leadership .....	6
Provide Tools, Systems, and Processes for Success .....	7
STATE PARKS CANNOT DO IT ALONE.....	8
Foster Partnerships: Californians Want to Help.....	8
Establish the California Parks Conservancy.....	8
PARKS FOR ALL .....	10
Protect Natural and Cultural Resources.....	10
Expand Access to Parks .....	12
Engage Younger Generations .....	13
Promote Healthy Lifestyles and Communities .....	14
SECURE FUNDING FOR THE FUTURE .....	16
CONCLUSION .....	18
APPENDIX A: PARKS FORWARD COMMISSION .....	19
APPENDIX B: HISTORY OF STATE PARKS.....	20
APPENDIX C: IMPLEMENTATION TABLES .....	22
APPENDIX D: SOURCES .....	37

## EXECUTIVE SUMMARY

---

Parks are essential to the physical, economic, cultural, and social wellbeing of California and its people. For 150 years, Californians have committed to this principle, building and stewarding a network of parks that preserves our state's diverse natural and cultural heritage. Millions of visitors from around the world come to our parks each year, fueling our state's critical tourism economy. They come to learn about California's unique history, climb majestic peaks, seek inspiration in quiet deserts, and marvel at the beauty of the Pacific coastline. The many natural, cultural, and aesthetic values inherent in these places provide important physical, spiritual, and emotional benefits that have long been recognized by California tribal peoples – the state's first naturalists – and more currently championed by modern conservation and historic preservation leaders.

In 1864, President Abraham Lincoln signed legislation that created the nation's first state park at Yosemite Valley and the Mariposa Big Tree Grove,<sup>1</sup> setting California on a long and exciting course of park expansion and innovation. State parks grew as California grew, under forward-thinking leadership through good and troubled times alike. California's State Park System today boasts 280 park units covering nearly 1.6 million acres of land and a third of the state's coastline.<sup>2</sup> This same park system has served as a model for other states and countries – a proud legacy for future generations.

Today, however, California's State Park System faces significant challenges, as documented by a host of studies, reports, and audits. Declining budgets have led to scaled-back services, shorter hours, and higher fees. A long list of maintenance needs ranges from broken toilets and dilapidated structures to crumbling roads. Outdated administrative systems, technology, and processes impede park staff's ability to effectively manage and protect parks' natural and cultural resources. The California Department of Parks and Recreation's organizational structure creates barriers to hiring and promoting diverse staff with a broad range of expertise and makes it difficult for leadership to instill a culture of creativity and entrepreneurship.

These problems came to the forefront in 2012 following reports of fiscal irregularities at the same time the state was considering closing up to 70 parks. This crisis brought us together in the form of the independent Parks Forward Commission, charged by the California Legislature to recommend improvements for ensuring the State Park System's long-term sustainability.<sup>3</sup>

Our recommendations are rooted in two overarching findings. First, today's State Park System is debilitated by outdated organizational structures, technologies, and business tools, and by a culture that does not adequately reward excellence or innovation. Second, the system does not provide a park experience that serves all Californians or attracts other potential visitors.

Our recommendations are not designed to merely tinker around the edges and patch the current system. Instead, we present a plan to transform state park management and modernize state park operations. Our plan will transform how state parks are run, how they protect the state's natural and cultural resources, and how they serve all Californians and other visitors. We see each recommendation as essential to fulfilling our charge to ensure the long-term sustainability of the system.

Our plan is ambitious but achievable, and provides a ready road map for state government leadership. We recognize that fundamental change is not the easiest path forward – that it would be easier to just call for more

---

<sup>1</sup> [National Park Service, Yosemite 150th Anniversary](#)

<sup>2</sup> [California State Parks, "About Us."](#)

<sup>3</sup> California State Parks Stewardship Act of 2012, California Public Resources Code § 5019.91(i); Assembly Bill 1478, Chapter 530 (2012).

funding and modest incremental change. However those fixes will not bring the change needed. The harder work is to pursue transformational reform that requires deeper engagement and will almost certainly engender opposition and criticism. Ultimately, leaders must summon the political will to pursue a bold path forward. Without such an approach, we fear the next crisis is inevitable, by which time we may face truly incalculable and irrevocable damage.

Our recommendations are organized as follows, all of which focus on the need to protect and enhance the unique natural and cultural resources of California state parks for all Californians:

- **The Department of Parks and Recreation Requires Fundamental Change to Succeed in the Future.** A dedicated team, staffed by the most qualified personnel with relevant areas of expertise from within the Department, throughout state service, and outside experts, must be formed and empowered with the exclusive mission of transforming the Department. The transformation team will develop and implement a new organizational structure and business model within a two-year period. In addition, immediate focus must be placed on creating a pathway for leadership for the most qualified and competent employees from all relevant backgrounds.
- **State Parks Cannot Do It Alone.** The Department must actively create new park partnerships with, and remove hurdles that hinder building productive relationships among, local, regional, and federal government agencies, nonprofit groups and private companies that have the commitment and capacity to partner with the Department to enhance programming and services to park visitors. The Department also would benefit from creation of a new strategic partner, the California Parks Conservancy, to provide resources, capacity, and expertise not currently available among existing park partners and to undertake on-the-ground park projects in coordination with the Department.
- **Parks Are for All.** The Department must expand access to parks for California's underserved communities and urban populations, and must engage California's younger generations, by developing new amenities, digital tools, programs, facilities, and transportation options that serve the needs of a broader base of park visitors. The Department must make it a priority for park visitation and the park workforce to reflect the demographics of California.
- **Stable and Diversified Funding is an Imperative for a Vibrant Park System.** A stable funding structure must be established for California parks, including a more entrepreneurial and robust revenue-generation strategy with increased efficiency and accountability throughout the Department, and a dedicated, reliable source of public funding that will meet ongoing operating needs and continually reduce the backlog of unmet maintenance needed to protect valuable park assets.

This Commission answered the call to develop a plan to ensure the long-term sustainability of the State Park System. We now ask you to support our recommendations. In the words of Co-Chair Lance Conn, "There is nothing more Californian than our parks. We hold these treasures in trust for future generations." It is our collective responsibility to carefully steward these resources so they can serve visitors for a long time to come.

Implementation of our recommendations will not be easy or quick. It will require a sustained and committed effort from all of us. However, at the end of the day, our success will be marked by a capable and focused Department positioned to lead a park system that values and protects the state's iconic landscapes, natural resources, and cultural heritage; is relevant and accessible to all Californians and welcomes visitors from around the world; engages and inspires younger generations; and promotes healthy and active lifestyles and communities that are quintessentially Californian.

## INTRODUCTION

---

Californians demonstrated great foresight and perseverance in steadily building the State Park System to protect and steward our state's fragile landscapes and provide places for people to connect with nature and discover their past. From the state's first protected old-growth redwoods in the Santa Cruz Mountains to the first urban state park at Candlestick Point State Recreation Area in San Francisco, Californians have committed to support a world class park system.<sup>4</sup> In doing so, Californians addressed threats of the day such as logging, urbanization, road and railway construction, development, and now climate change, through this system that preserves our important cultural and natural heritage for future generations.

Through the years, voters approved millions in state bond funding that enabled the state to add important park lands to the system. Leaders, dedicated park employees, and committed park partners worked together to create a model park system and keep it running in good and bad times.<sup>5</sup> Today, the California Department of Parks and Recreation is grappling with how to manage this large network of parks in the face of significant financial constraints, outdated technology, cumbersome systems, and compounding deferred maintenance and ongoing operational needs.<sup>6</sup>

Several prominent California philanthropies came together to support a multidisciplinary effort to bring about the change needed to transform the Department and to address the long-term sustainability of the system called for in the California State Parks Stewardship Act of 2012<sup>7</sup> and AB 1478. The goal was to create a robust independent process and implement a new course for California's troubled parks. In June 2013, the California Natural Resources Agency (Agency), the California Department of Parks and Recreation (Department), and Resources Legacy Fund,<sup>8</sup> on behalf of philanthropy, entered into a Memorandum of Understanding to create the Parks Forward Initiative.<sup>9</sup>

The Secretary of Natural Resources appointed the independent Parks Forward Commission to undertake an evaluation of state parks and develop recommendations for ensuring the long-term sustainability of the State Park System to meet the needs of all Californians. Our 12-member Commission<sup>10</sup> reflects broad expertise in business, nonprofit, education, natural resources, and public service. We are unified in our commitment to a thriving and sustainable State Park System.

We conducted an inclusive process and benefited from the extensive insights of Department employees, the public, and outside expert analysts. The Parks Forward Commission held numerous public commission and work group meetings, surveyed Department employees, engaged in hundreds of hours of discussion with the Agency and Department leadership and staff, and reviewed thousands of pages of reports and analyses from California,

---

<sup>4</sup> [California State Parks 150th Anniversary Timeline](#).

<sup>5</sup> An historical overview of the California State Park System can be found in **Appendix B**.

<sup>6</sup> [FTI Consulting, "California State Parks Baseline Financial Assessment," report to Parks Forward Commission, November 30, 2013](#).

<sup>7</sup> California Public Resources Code §5019.91(i).

<sup>8</sup> Resources Legacy fund is a nonprofit public benefit organization that works with philanthropic partners to craft innovative approaches to conserving natural resources and improving environmental sustainability in Western North America as well as in oceans and fisheries worldwide.

<sup>9</sup> [Memorandum of Understanding, among State of California, Natural Resources Agency; State of California, Department of Parks and Recreation; and Resources Legacy Fund, for Parks Forward Initiative, June 3, 2013](#).

<sup>10</sup> A brief background for each of the Parks Forward Commissioners can be found in **Appendix A**.

throughout the nation, and international park efforts. We engaged experts to conduct wide-ranging analyses, including financial, demographic, current and projected uses and attitudes, and successful partnerships and collaborative models.<sup>11</sup>

The result of our effort is the following plan for a transformed and modernized Department that works more collaboratively with partners, protects and restores natural and cultural resources, ensures greater and more beneficial access to parks for all, meets the future outdoor recreation needs of the state, and is financially stable. The plan is organized into discrete sets of recommendations for each of these themes, with detailed short-term and long-term implementation steps included in **Appendix C** to guide the Department and its partners in bringing about the necessary changes. Once implemented, we believe the plan will gift to future generations a network of thriving, sustainable, world-class parks.

DRAFT

---

<sup>11</sup> A list of illustrative sources that have informed the Parks Forward Commission can be in found in **Appendix D**.

# THE TRANSFORMATION OF CALIFORNIA PARKS

---

Californians have created a vast network of cherished public spaces, stewarding state parks through periods of innovation, modernization, and strategic expansion, while working through periods of significant social and economic challenge. They have done so through the Great Depression, the population growth of the 1950s and 1960s, and budget cuts in the 1990s.

Today, California's state parks are at a crossroads, facing tough challenges that must be addressed to continue our proud legacy. Our vision for the future is rooted in the current mission for state parks – a mission which focuses on protecting natural and cultural resources and providing opportunities for Californians to enjoy and benefit from them, as follows:

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.<sup>12</sup>

A transformed Department is critical to implementing the new programs, initiatives, directions, and partnerships that are essential to advance the Department's mission into the next century. Our first order of business must be to transform Department procedures, policies, structure, and culture in order to bring about change at the scale needed. If Californians fail to act now, we face the very real prospect of closed parks, imperiled cultural places, and precious lands and waters left without proper care.

## Drive Change

California's State Park System employs 2,500 employees who work as interpreters, curators, peace officers, biologists, and in maintenance and business services and other core mission functions.<sup>13</sup> They take pride in protecting and sharing state parks' assets. But, the Department is debilitated by an outdated organizational structure, underinvestment in technology and business tools, and a culture that has not rewarded collaboration, excellence, and innovation.

Despite years of well-intentioned external reports and internal efforts, the Department has not yet achieved the magnitude or scope of change needed. The Department must transform both how it works internally and how it relates with partners and visitors. The Department must seek and implement new and creative approaches to increase efficiency, vest greater authority at the field level, improve its revenue generation, build a well-trained staff that reflects the state's demographics, provide equitable opportunities for training and promotion, broaden its constituency, and ensure effective management of finances, information, and administration.

As part of this effort, the Department must assess how to more efficiently structure and manage the multiple commissions within the Department. At present, the Department supports four specialized Commissions – State Historical Resources Commission, California Park and Recreation Commission, California Boating and Waterways Commission, and California Off-Highway Motor Vehicle Recreation Commission. While the State Historical Resources Commission addresses unique Department functions and ensures adherence to and receives funding from the federal government, the other three commissions overlap to some degree, addressing differing forms of recreation. At the very least, clarifying how these commissions work with one another and the Department, and

---

<sup>12</sup> [California State Parks website](#).

<sup>13</sup> [FTI Consulting, "California State Parks Baseline Financial Assessment," report to Parks Forward Commission, November 30, 2013.](#)

ensuring their functions reflect the current and future needs of the state must be addressed as part of any Department transformation effort.

Changing how a public agency functions is a difficult task that requires engagement of specialists with deep subject matter expertise and wide experience transforming organizations in the public sector and beyond. We propose creating a dedicated team, working full-time over two years with the exclusive mission of transforming the Department. Staffing for this team will be selected via a rigorous and comprehensive process to identify the most qualified personnel within relevant areas of expertise drawn from within the Department, throughout state service, and outside experts.

The Agency will support the Department transformation and ensure the team meets its objectives effectively and on time. In this effort, we recognize the Department is constrained by rules and processes imposed by state government control agencies that stifle innovation and preclude meeting the needs of a 21<sup>st</sup> Century Department without providing any greater accountability. These may be particularly challenging to change at the Department level, so leadership from the Agency and the Governor may be especially needed.

### **Recommended Actions**

A transformation team should be created that has the following elements:

- Clarity in its strategic goals.
- Authority to do the work needed to achieve those goals (understanding that it is working within existing civil service and other state mandates and should focus on addressing Department constraints).
- Two years to accomplish the first phase of the transformation (with strong focus on ensuring future sustainability of the effort through training, tools, and other long-term investments).
- Expertise in key areas including information and technology, finance and accounting, human resources, operations, infrastructure, administrative services, community engagement and partnerships, and communications and outreach.
- Active and visible leadership and engagement from the Director, the Agency, and the Governor's Office.

The team should begin to implement changes as soon as possible. Once its goals are achieved, the team will transition its functions to Department staff trained to continue the implementation required to achieve the change needed.

### **Create a Path to Leadership**

The Department requires a diverse set of leaders who possess the expertise and training necessary to solve complex problems in a creative, multi-disciplinary fashion. Currently, district superintendents must be peace officers. To capture the broader expertise and experience of staff in administration, interpretation, resource management, and facilities maintenance, the Department must open the pathway for leadership to all employees by eliminating the requirement of peace officer certification to advance to top leadership positions.

The Department through the transformation team must work with the California Department of Human Resources and the State Personnel Board to update Department personnel policies, position classifications and qualifications, and training protocols to reflect a field management structure that provides equitable opportunities for all staff to advance into leadership. Additionally, all field leaders should be newly empowered to supervise and collaboratively manage a broad range of functions and operations at the field level.

The Department should provide these leaders with clear guidelines as well as all necessary tools and training to undertake those responsibilities, and should devise effective means to hold field leaders accountable for their



results. Those managers and supervisors who do not have a peace officer background will undertake training on how to manage and work with the peace officer and law enforcement functions.

### **Recommended Actions**

- Establish a field management structure that provides equitable opportunities for the most qualified and competent employees from all relevant backgrounds to gain mission-related expertise and supervisory experience.
- Create incentives, protocols, and accountability measures for Department staff, particularly in management positions, to ensure tracking and reporting of pertinent data necessary for decision making.
- Recommend and implement changes to staff selection, evaluation, and training policies and procedures to ensure the Department employs staff who are skilled in core mission functions, adept at managing change, and responsive to the state's diverse and changing demographics.

### **Provide Tools, Systems, and Processes for Success**

The Department relies upon out-of-date and ineffective systems and tools that significantly limit its ability to manage core functions. Its inability to measure performance, generate information on the extent and type of its ongoing costs, and manage for cost efficiency makes any effort to prioritize activities and investments unreliable.

When the Department recommended closing 70 parks in 2012, it could only estimate how much each park cost to run. A report by the state auditor showed those estimates were outdated and incomplete, making it difficult for the Department to measure the impact of its work to keep those parks open.<sup>14</sup> While the Department has made recent efforts to develop cost unit budgeting tools, it remains unable to identify how much it spends on law enforcement, natural resources, and other key functional activities.

The Department through its transformation team should implement state-of-the art processes and technology that enable transparent, accurate, and accountable budgeting, planning, and project implementation.

### **Recommended Actions**

- Recommend and implement specific actions to align and modernize accounting, budgeting, asset management, personnel management, time reporting, and financial reporting systems.
- Recommend and implement specific actions to modernize payment processing and reservation systems.
- Create new reports and dashboards to allow for better service and outcome monitoring, communication flow, and decision-making based on timely and accurate data.
- Train staff to competently use new systems.
- Modify Department procurement rules that impede modernization, while utilizing guidance and tracking to ensure accountability and adopting more contemporary procurement practices based upon more rigorous evaluation methods and closer adherence to the real purposes of the specific procurement.
- Set and meet goals to implement effective fee collection systems and capture visitor demographic data to assess use and inform planning.

---

<sup>14</sup> [California State Auditor, Report 2012-121.1.](#)

## STATE PARKS CANNOT DO IT ALONE

---

Since California created its first publicly funded park in 1902, the state has relied upon partnerships to help raise money needed to protect lands and promote conservation. Local and federal government agencies, nonprofit groups and foundations, local businesses, volunteers, and private companies have augmented services and provided programs for the public at a number of parks throughout California. In 2012, state parks raised more than \$3 million from private donors and forged agreements with a number of local governments and private organizations to help operate or financially support 26 parks.<sup>15</sup>

The Commission recommends the Department increase the use of mission-based partnership and collaborative agreements, understanding these agreements should include ongoing Department oversight, collaboration, and cooperation to best achieve mission. In addition, a new nonprofit organization, the California Parks Conservancy, should be created to support the Department where it lacks the resources to invest, necessary expertise, or flexibility to take on new work. Expanded collaboration with park supporters is critical to help the Department achieve its mission and meet the needs of the state.

### Foster Partnerships: Californians Want to Help

As a key part of its transformation, the Department must look externally and embrace new models for working with partners to effectively advance its mission. While the Department currently works with a variety of partners around the state, much more can and must be done to take advantage of the wealth of resources, expertise, and commitment of organizations and individuals who support parks. The Department must function as a leader, coordinator, and partner that seeks out innovative, cost-effective means of fulfilling its duties.

The Department through its transformation team will implement a sustainable structure to work closely with public agencies, California Indian Tribes, nonprofit organizations, businesses, volunteers, and civic leaders, not only within the State Park System, but across the landscape of local, state, and federal parks and protected lands.

#### Recommended Actions

- Establish a structure within the Department to work closely with public agencies, nonprofit organizations, tribes, businesses, volunteers, and other partners and provide the resources necessary to facilitate, develop, and manage partnerships.
- Create incentives to reward innovation and partnerships, and provide flexibility and support to encourage the Department to work effectively with partners.
- Develop means of enabling the Department to more easily accept services, temporary staffing, resources, and projects developed by partners.

### Establish the California Parks Conservancy

We recommend creating the California Parks Conservancy (Conservancy), a nonprofit public benefit organization, to provide operational, financial, and strategic support for organizations that manage or operate parks and other protected lands in California, with its first priority being state parks. To be effective, the Conservancy must be given the ability to receive and distribute funding from governmental and non-governmental sources.

---

<sup>15</sup> FTI Consulting, “California State Parks Baseline Financial Assessment,” report to Parks Forward Commission, November 30, 2013.

The Conservancy will collaborate with the Department to expand visitation and access for younger, more diverse audiences; improve and expand educational and interpretive programs; promote healthy lifestyles; improve protection or restoration of natural and cultural resources; and engage communities and partners. The Conservancy's primary focus will be to complement and amplify the work of the Department by bringing new resources, expertise, and flexibility to assist the Department in accomplishing its mission.

The Conservancy will be led by a board that reflects California's demographic and geographic diversity. Its members will include people with expertise in business and finance, parks, land management, education, communications, marketing, technology, natural or cultural resource management and interpretation, and citizen engagement, as well as the ability to contribute or raise funds.

While there are many successful park support organization models, none currently offers the scope and depth of services we believe necessary. Some of the successful models we studied include the Golden Gate National Parks Conservancy, the Yosemite Conservancy, and the Anza-Borrego Foundation. They are all nonprofit support partners for nearby national or state parks. All have been successful fundraisers that have provided millions of dollars of private funding for parks. They work with their public agency partners to provide a variety of services including scientific research, trail and habitat restoration, and education, youth, interpretive, and community outreach programs. They help manage park improvements, engage volunteers, and undertake marketing for capital campaigns, major projects, and support acquisition. The specific focus of each support organization's efforts reflects the agency partner's priorities and needs. It is also important to note how much of these organizations' success is due to a sound, constructive relationship with their public agency partners.

Creating a new park support entity is reminiscent of the creation of the California State Parks Foundation (Foundation) in 1969 by William Penn Mott, Jr., former National Park Service and Department director, for the purpose of raising private funds and undertaking land acquisitions for parks.<sup>16</sup> The Foundation's mission has evolved over the years. Today, the Foundation continues to raise funds for parks, remains dedicated to protecting and enhancing California's state parks, and also undertakes advocacy for California state parks.<sup>17</sup>

The new California Parks Conservancy will not undertake advocacy. While the Conservancy's main priority will be to serve state parks, it will also support parks throughout California whether state, regional, or local. The Conservancy will build upon and add value to the network of existing park support organizations, including the Foundation, recognizing that support at the local level will continue to be a key driver for parks success. Where a local partner exists, the Conservancy will work to support its efforts; where a partner does not exist, the Conservancy will step in to help. We envision the California Parks Conservancy will reflect many of the same entrepreneurial skills of successful local partners such as Crystal Cove Alliance and Santa Barbara Trust for Historical Preservation, and identify and address priority projects quickly and efficiently in close coordination with the Department. We have collected many ideas for initial tangible, on-the-ground projects for a California Parks Conservancy to incubate and implement, including web and mobile device applications to facilitate communication among park users, increased number and variety of overnight accommodations, and transportation options to parks through travel passes, discounted rates with car sharing operators and bicycle and ride-sharing arrangements. The Conservancy's leaders will need to work with the Department to identify priorities and opportunities to implement high-impact, successful projects upon which the Conservancy can build and expand as its capacity and resources grow. In jurisdictions where successful park support organizations exist, the California Parks Conservancy will coordinate and learn from those collaborations, but focus its resources in locations with need and without support as well as system-wide projects.

---

<sup>16</sup> [California State Parks Foundation, "About Us."](#)

<sup>17</sup> [Ibid.](#)

## PARKS FOR ALL

---

The breadth and diversity of California’s parks provide boundless opportunities to enrich the lives and communities of Californians and beyond. Increased park visitation can yield multiple benefits, including generating revenues to sustain parks, contributing to local economies, and expanding constituencies willing to fight for the future of parks. These opportunities can be fully realized only if our efforts focus on both carefully protecting our natural and cultural resources and expanding park access to all Californians. This requires new tools and strategies to balance evolving human interests and address future natural and cultural resource needs.

The Department is charged with protecting and managing the system’s natural and cultural heritage for Californians and visitors from around the world to experience. This is at the core of state park’s mission and must remain a top priority. This charge is increasingly challenging as the system’s sensitive natural and cultural resources face compounding challenges from decreasing budgets and deferred maintenance, as well as climate change, population growth, and development and extraction pressure.

We have heard many times throughout this effort that park visitors do not distinguish between jurisdictional boundaries when seeking outdoor experiences; that park visitors pay little heed as to whether they are visiting a state, national, regional or local park.<sup>18</sup> This presents both challenges and opportunities in developing strategies to increase park visitation and improve stewardship across jurisdictional boundaries. It challenges the Department to work more closely with other park providers to create a more seamless network of parks with shared resources and coordinated stewardship to protect natural ecosystems and enhance the overall visitor experience.

Throughout the Parks Forward effort, we also have been mindful of the changing face of California. For example, the state’s Latino population is projected to grow from 38 percent in 2010 to 52 percent in 2040.<sup>19</sup> “Millennials” – the segment of the population born between 1980 and 2000 – constituted 29 percent of California’s population in 2010 and represent the single largest generation in human history.<sup>20</sup> Millennials will likely determine the next six Presidential elections. In addition, Californians increasingly are settling in urban areas. In 2010, 61 percent of Californians were clustered in three urban areas; by 2050, that number is projected to grow to 76 percent.<sup>21</sup> These realities are foundational to how the system must adapt to serve California into the future.

Our recommendations reflect these challenges while capturing a vision for a State Park System that is an essential component of a larger, integrated parks network connecting large natural landscapes that are easily accessible, contribute to the health, economies, and vibrancy of people and their communities, and ensure a legacy of diverse and well-functioning natural ecosystems.

### Protect Natural and Cultural Resources

As a stewardship agency, the Department plays a central role in protecting and managing California’s natural and cultural heritage. This role is fundamental and remains at the core of the Department’s mission.

---

<sup>18</sup> Impacts Research and Development, “Parks Forward intelligence Summary,” report to Parks Forward Commission, February 12, 2014.

<sup>19</sup> Manuel Pastor, PhD, Mirabai Auer, Jared Sanchez, “Parks Forward: Demographic Change in the Golden State,” report to Parks Forward Commission, September 18, 2013.

<sup>20</sup> Impacts Research and Development, “Parks Forward intelligence Summary,” report to Parks Forward Commission, February 12, 2014.

<sup>21</sup> Ibid.

State parks' 1.6 million-acre system protects some of California's most valued natural resources and is integral to national, statewide, and regional networks of conserved land. Soundly managing and restoring ecosystems, such as healthy and functioning forests, native grasslands, deserts, marshes, meadows, dunes, beaches, intertidal, and estuarine systems, improves habitat and has significance far beyond park boundaries. This role will grow in importance with the increasing impacts of climate change and urbanization. State parks should not be ignored in their potential to address the challenges of climate change. By providing essential refuge for diverse flora and fauna that will be significantly affected by climate change, parks play a critical role in addressing impacts.<sup>22</sup> Park properties can also benefit from partnering with California Indian tribes, universities, nonprofits, and others to integrate knowledge, develop more holistic approaches, and increase understanding of resources, their condition, and trends.

In addition, the Department is charged with protecting some of the state's most important and sensitive cultural resources, including ancient villages, historic structures, and museum collections containing thousands of artifacts, works of art, photographs, and documents. Among these are many California Indian cultural places and resources, such as archaeological and sacred sites, ethnographic properties, and cultural landscapes. In light of the ancestral and historical connection California Indian tribes have with many state park properties and resources, the Department should strengthen its relationship with tribes and collaborate with them to ensure the long-term protection of ancestral cultural items.

The Department must ensure adequate resources are allocated to the long-term protection and stewardship of all of its natural and cultural assets. In addition, the Department must make full and increasing use of partnerships with other public agencies, California Indian tribes, academic institutions, private companies, nonprofits, volunteers, and others. As one example, regional collaborative natural resource management with other public agencies and stakeholders is already being undertaken in some districts and should be replicated in other regions. The Department recently signed an agreement with National Park Service, Marin Municipal Water District, Marin County Parks, Marin Open Space District, and Golden Gate National Parks Conservancy to work together for the long-term stewardship of Mount Tamalpais and adjacent lands.<sup>23</sup> This partnership grew out of a successful collaboration in the Redwood Creek watershed, which resulted in improved trails, creation of visitor "viewing balconies," a united effort against invasive vegetation, and integrated and improved signage.<sup>24</sup> In addition, creating partnerships to restore historic buildings and adapt them for new uses presents another promising opportunity, as does partnering with California Indian tribes and others to actively steward cultural resources and offer cultural education programs.

## **Recommended Actions**

### **Natural Resources**

- Partner with relevant public agencies, California Indian tribes, land trusts, universities, and other stakeholders to collaboratively manage natural resources and support a network of protected lands managed for resiliency and connectivity.
- Emphasize and address climate change adaptation in natural resource management.

---

<sup>22</sup> This role of state parks has begun to be recognized—for example, the [Cuyamaca Rancho State Park reforestation project](#) was the first of its kind to be approved for funding through carbon offset programs. This could continue to be advanced as a legitimate funding source for the management and restoration of park ecosystems to combat impacts of climate change.

<sup>23</sup> [Press Release, March 19, 2014.](#)

<sup>24</sup> [Redwood Creek Watershed Collaborative, 2012-13 Accomplishments Report.](#)

- Further develop the Department’s science-based natural resource management program, including inventorying and monitoring state park resources, developing appropriate management-oriented research, and working with other stakeholders to integrate and improve resource knowledge.

### **Cultural Resources**

- Build partnerships with California Indian tribes, museums, academic institutions, and others to co-manage, steward, and provide education about and opportunities to experience cultural and historic heritage and resources. This should include enabling and encouraging revitalization of traditional cultural activities and the traditional use of cultural resources by California Indian tribes, consistent with park protection and management mandates, and developing a program to ensure the long-term protection of ancestral cultural items held by the Department, including repatriation where appropriate.
- Create preservation partnerships to protect and restore historic structures and encourage adaptive reuse where appropriate.

### **Expand Access to Parks**

The best way to get more people to understand the value of parks is to get more people to visit parks. It is critical for the long-term success of the State Park System, and for the state, that all park visitors have safe and easy access to parks. Increased park visitation, if done right, will contribute to the system’s long-term sustainability by building a stronger coalition of park users in support of parks, creating a more diverse community of park users ready to lead and work in parks, and generating increased revenues from increased park use.

Expanding park visitation requires a more focused effort to ensure park facilities, amenities, and programming serve the needs of a broader base of park visitors. For example, recent analysis confirms that parks are generally not located where most Californians reside, particularly in urbanized areas. Generally, low-income areas are “park poor,” while park-rich areas are located far from population centers.<sup>25</sup> Recent studies also show that more people will visit if parks offer a broader range of affordable overnight accommodations and hold more special events such as concerts.<sup>26</sup> Improving park access for California’s underserved communities and urban areas requires parks that meet the particular needs of these communities, which means areas for active recreation like soccer fields, larger picnic areas for multi-generational family gatherings, special events, historic and cultural resource interpretation, and accessible overnight lodging alternatives.

The Department effectively supports many of these park uses through its state bond supported community grants program. The success of the Department’s local grants program has shown regional and local park agencies are often best at providing these on-the-ground services, and demonstrates the critical coordinating role the Department can play in expanding park options for traditionally underserved communities. Future public funding measures should include additional funding for the Department to continue its community grants program, enabling the Department to continue playing a strategic role in expanding local parks and creating a broader neighborhood park system that connects state, regional, and local parks.

While growing the overall number of park visitors is important to this set of recommendations, equally important is ensuring park visitors reflect California’s demographic makeup. To accomplish this, the Department should set a goal to have park visitation mirror California’s demographic makeup in 10 years and implement actions that drive

---

<sup>25</sup> [The City Project presentation to Parks Forward Commission workshop.](#)

<sup>26</sup> [Impacts Research and Development, “Parks Forward intelligence Summary,” report to Parks Forward Commission, February 12, 2014.](#)



towards that goal. In addition, parks require a workforce, partners, and vendors who reflect the cultural diversity of park visitors, as well as active community engagement, to ensure programming and services offered meet the needs of local communities. A program to help recruit and train new park professionals may be a place where the California Parks Conservancy can engage.

Creating more readily available and affordable transportation options to help Californians reach both their neighborhood parks and the state's more remote parks is also key to expanding park access, but only part of the solution. Groups of school-age visitors and community groups could be encouraged to visit state parks for the first time through expanded use of school buses and chartered vehicles. Innovative discounted-fare programs could be developed with existing transit and rail operators to make it easier for individuals, families, and groups to travel to state parks without using private cars. Additionally, the National Parks Service's "Transit to Trails" program, which provides accessible public transportation for inner-city youth and their families to parks, is a proven transit program that should be considered for adoption in state parks. For any transportation solutions to be effective, parks professionals and transit and bus professionals will need to overcome their tendency to operate in separate worlds with minimal communication about shared goals.

Even elevated park visitation numbers may not accurately illustrate obstacles to expanded park access. First-time visitors may come to a state park in a chartered bus but hesitate to explore the full park experience on their own. Beyond providing convenient, affordable transportation, parks need to offer ways for the first-time visitor to experience the physical, historical, or cultural implications and opportunities provided by parks through interpretation or environmental education programs. School-age visitors are especially important because children and teenagers enthusiastic about their park visit can then play a crucial role in encouraging parents and other family members to visit and experience parks with them.

### Recommended Actions

- Expand access to parks in underserved and urban areas, including development of interpretation and environmental education programs and park amenities that make park experiences relevant to park visitors.
- Improve transportation options to broaden park access, including opening communications between park and transportation officials to determine how rail and bus resources can expand park access.
- Support creation of an integrated network of local, regional, state, and federal park lands for park users.
- Create digital, multi-lingual communication tools, including social media, that encourage and facilitate park use by providing information on nearby parks, activities, amenities, and transportation options.
- Increase the number and variety of overnight accommodations.
- Develop a strategic marketing program and active communications strategy to identify and reach potential new park visitors.
- Recruit and train a more diverse set of park professionals who reflect California's cultural diversity.

### Engage Younger Generations

The future of the State Park System depends on our ability to engage young people in the value of parks and what they have to offer. Beyond this imperative, deep experiences with nature at a young age build confidence, increase academic performance, and grow future leaders. Younger generations are spending less time outdoors and have less connection to parks and nature. Research identifies a number of social, cultural, and financial reasons for this, including safety concerns, time availability outside of structured sports, school, and work, general lack of

awareness, a lack of age-appropriate programs and activities, and few ethnically diverse park employees serving as role models and mentors. Market research conducted for Parks Forward found that many young people simply believe "people like me" don't go to parks.<sup>27</sup>

Parks are also a tremendous educational asset. From science to California history and culture, parks offer opportunities for hands-on programs that bring subjects alive. Engaging younger generations through parks can breed lifelong commitments to the environment and a healthy planet. The Department has offered a number of innovative programs over the years that introduce youth to park values and address educational and social issues. We need to expand these opportunities for our ever-changing younger generations so they can enjoy the life-long benefits of the outdoors, and apply these values to build healthier communities.

While all of this will open the door to a future where "park professional" is on the list of coveted professions for younger generations of every ethnicity, the Department still must take active recruitment measures to ensure a Department workforce more reflective of California's changing demographics. A professional recruitment and development program for parks structured along the lines of other proven programs that target recent college graduates could identify, recruit, train, and accelerate promotion of talented new hires at the Department to lead parks into the future.

A vibrant and sustainable park system will depend on our ability to attract younger generations to use, engage, steward, and lead parks.

### **Recommended Actions**

- Increase outdoor education and recreation opportunities offered by the Department and partners.
- Recruit and train younger generations as park volunteers and professionals.
- Partner actively with youth conservation and preservation internship, hiring, and leadership programs at the national and local levels.

### **Promote Healthy Lifestyles and Communities**

Parks play an important role in advancing good health, providing clean air to breathe, clean water to drink, and open space for recreation. Healthcare providers increasingly recognize that nature and parks can improve human health and reduce healthcare costs for all generations. Chronic illnesses such as obesity, heart disease, stroke, allergies, asthma, attention deficit disorder, and diabetes are on the rise, cost a considerable amount to treat, and can be traced to an indoor, sedentary lifestyle. For younger generations, unstructured outdoor play is proven to reduce injuries, improve concentration and language skills, and build stronger, better-balanced, and more agile bodies.<sup>28</sup>

Healthcare costs are projected to increase as a percentage of gross domestic product in the years ahead, by as much as 50 percent by 2082.<sup>29</sup> The incentives to work with park providers on innovative solutions has never been higher. By better integrating park programming, facilities, and services to address critical health issues, park

---

<sup>27</sup> Impacts Research and Development, "Parks Forward intelligence Summary," report to Parks Forward Commission, February 12, 2014.

<sup>28</sup> "Public Health and Parks," presentation to Parks Forward Commission, February 12, 2014.

<sup>29</sup> Ibid.



managers can forge more effective partnerships with healthcare providers and build broader support for parks and a healthier society.

### **Recommended Actions**

- Develop and refine planning and measuring tools to link park use with improved public health.
- Create partnerships with healthcare providers to advance projects that encourage healthy behaviors.
- Collaborate with local, regional, and national parks to address health conditions, public health issues, and health disparities.
- Expand healthy food options in parks.

DRAFT

## SECURE FUNDING FOR THE FUTURE

---

Annually, state parks draw more than 68 million visitors<sup>30</sup> from California and around the world who provide a major economic boost to gateway communities and the state as a whole. For every \$1 of public investment, \$13 of direct economic activity is generated.<sup>31</sup> This economic activity supports 56,000 private sector jobs and contributes to the revenue of four out of every five California counties.<sup>32</sup>

The state's General Fund contribution to the State Park System is volatile, reflecting changes in state revenue. In the budget surplus era of the early 2000s, lawmakers approved a high of \$129.5 million for state parks for fiscal year 2001-2002. The next year, the General Fund allocation dropped to \$89 million.<sup>33</sup> More recently, when state revenues plunged, Gov. Jerry Brown and his predecessor, Gov. Arnold Schwarzenegger, both proposed cuts.

In the summer of 2012, the state's continuing financial problems nearly led to closure of 70 state parks. While many of the challenges facing state parks were not new, the threatened closures drew added attention. Legislative, nonprofit, and other groups who have studied the situation reached the conclusion that California's park system is in severe crisis. We agree.

The Department must maintain nearly 3,200 historic buildings, 6 million museum objects, more than 11,000 archaeological sites, 4,500 miles of trails, and 15,000 campsites.<sup>34</sup> Today, the Department does not have sufficient funds for its ongoing maintenance let alone the backlog of deferred maintenance projects and capital outlay projects.<sup>35</sup> In the past, bond funds have paid for capital projects, but these funds will be spent before the end of the decade.<sup>36</sup>

First and foremost, the Department must maximize the effectiveness of the existing organization with current resources. Earlier recommendations to transform the Department will be essential first steps. These initial upgrades in fiscal management, training new leaders, increasing partnerships, eliminating duplication and unnecessary oversight, and other organizational improvements are critical. In addition to improving effectiveness, the Department must focus on increasing appropriate revenue generating opportunities. These too will take investments in tools, technology, and training, as well as creating incentives for field staff to seek additional opportunities to generate revenue. Effective revenue models exist throughout the park system, and these should be built upon.

However, even with these effectiveness and revenue generation improvements, General Fund reductions and deferred maintenance have compromised the ability to manage and sustain the State Park System. Existing funding no longer guarantees the promise of the park vision to future generations.

---

<sup>30</sup> California State Parks, "Statistical Report 2011/12 Fiscal Year," 2012.

<sup>31</sup> BBC Research and Consulting, "California Outdoor Recreation Economic Study: State Park System Contributions and Benefits."

<sup>32</sup> California State Parks Foundation, "About Us."

<sup>33</sup> California Research Bureau, California State Library, "California State Parks: A Budget Overview," CRB 13-002.

<sup>34</sup> California State Parks Foundation, "Did You Know...?", 2013.

<sup>35</sup> California Research Bureau, California State Library, "California State Parks: A Budget Overview," CRB 13-002.

<sup>36</sup> FTI Consulting, "California State Parks Baseline Financial Assessment," report to Parks Forward Commission. November, 2013.

If we are to restore public confidence and a commitment to the future, we must address the challenges, clarify the necessary levels of service, and develop shared priorities for funding. Understanding what it costs to sustain the system is essential. At present, insufficient information exists to answer what it should cost. We recommend the Department begin immediately to identify costs for appropriate levels of service, analyze what those costs should be, what revenue generation potential should be, and what additional funding is needed to ensure natural and cultural resources and visitor services are adequately maintained.

With such information, the state can explore additional options to provide dependable funding for parks. We recommend enacting a dedicated source of public funding to support the California State Park System, as well as regional and local parks, to provide a seamless network of parks that provide access for all Californians and attract visitors from around the world. Until this work is completed, we must seek additional funds to meet ongoing park operating needs and to continually reduce the maintenance backlog. To do less risks the well-being of these valuable assets and the public's access and enjoyment of them. We encourage looking to all available sources to prevent park closures or damage to natural and cultural assets.

DRAFT

## CONCLUSION

---

Now is the time to transform the Department into one that can collaboratively manage a vital system of parks used by a broader base of visitors from both within and outside of California for decades to come. Our recommendations are rooted in the current mission for state parks and focus on better protecting natural and cultural resources and providing more opportunities for Californians and visitors to enjoy and benefit from them. Our recommendations recognize that accomplishing this mission requires a new paradigm for California parks – one that looks to the vast network of parks and protected lands in our state, embraces the many partners in the state who share state parks' goals, and attracts more people to visit and connect with parks.

Key to our recommendations is transforming the Department into one with the leadership, resources, structure, and tools to advance the state parks' mission into the future. Our plan will continue this Administration's interests in a Department that is a receptive, flexible partner to other park systems, nonprofits, and those who share this commitment to a future integrated parks system. The Department will employ highly effective staff and use state-of-the-art processes, planning, and metrics for success, and park managers will have the financial resources and management tools they need to succeed, including stable public funding.

This transformed Department will be positioned to advance the new parks paradigm embraced in our recommendations. The Department will play a key role in the protection and stewardship of the state's natural and cultural resources, including the state's response to climate change. State parks will form part of a network of interconnected parks and landscapes across the state which are managed across jurisdictions for the common goal of long-term resource protection. All visitors will have access to this network of parks. Every community will have access to a quality park, together with all of the cultural, social, health, and economic benefits parks provide. Parks will offer outdoor amenities, activities, and facilities designed for the communities they serve, and provide opportunities for communities to build safe places to come together and venues for special events. Improved technology will enable more people to enjoy and learn about parks. Parks will constitute outdoor classrooms for all ages, with enriching science and educational programs that make California's history and cultural heritage come alive. Our younger generations will become avid park users, supporters, and professionals to guide parks in the future.

We believe wholeheartedly California is uniquely capable of accomplishing our recommendations. As difficult as the task may be, Californians' dedication to their parks is greater. A unified effort led by a transformed Department and a supporting coalition of public agencies, park professionals, nonprofit organizations, partners, volunteers, California Indian tribes, businesses, civic leaders, and advocates is up to the task.

## APPENDIX A: PARKS FORWARD COMMISSION

---

**Lance Conn, Co-Chair.** Mr. Conn is a Bay Area businessman and conservationist. He serves on the boards of directors for Charter Communications and the National Fish and Wildlife Foundation, and serves on the advisory council for Truckee Donner Land Trust.

**Christine Kehoe, Co-Chair.** Ms. Kehoe is the executive director of the California Plug-in Electric Vehicle Collaborative. From 2000 to 2012, Ms. Kehoe served in the California state legislature as a member of the Assembly and the state Senate.

**Carolyn Finney, PhD.** Dr. Finney is an assistant professor in the Department of Environmental Science, Policy, and Management at the UC Berkeley College of Natural Resources. She chairs the Relevancy Committee on the National Parks Advisory Board.

**Caryl Hart, PhD.** Dr. Hart is the director of Sonoma County Regional Parks. She was a member of the California State Parks Commission, appointed by three successive governors and served from 2000 to 2013, including seven years as chair.

**Stephen Lockhart, MD, PhD.** Dr. Lockhart is regional vice president and chief medical officer for Sutter Health, East Bay Region. He serves as chair of the NatureBridge board of directors and is a director of REI and the National Parks Conservation Association.

**Michael Lynton.** Mr. Lynton is the chief executive officer of Sony Entertainment, Inc. Mr. Lynton is a member of the Council on Foreign Relations and serves on the boards of the Los Angeles County Museum of Art and the Rand Corporation.

**Julie Packard.** Ms. Packard is the executive director of the Monterey Bay Aquarium. She serves on the boards of the California Nature Conservancy, the Monterey Bay Aquarium Research Institute, the David and Lucile Packard Foundation, and others.

**Manuel Pastor, PhD.** Dr. Pastor is a professor of American Studies & Ethnicity at University of Southern California, where he also serves as director of the Program for Environmental and Regional Equity and co-director of the Center for the Study of Immigrant Integration.

**John Reynolds.** Mr. Reynolds served for 39 years in the National Park Service, including the Pacific West and Mid-Atlantic regions. He was executive vice president of the National Park Foundation from 2005 to 2007 and currently serves on the board of the Presidio Trust.

**Hawk Rosales.** Mr. Rosales is the executive director of the InterTribal Sinkyone Wilderness Council, a nonprofit tribal conservation organization of ten federally recognized Northern California tribes revitalizing traditional tribal stewardship.

**Toby Rosenblatt.** Mr. Rosenblatt is president and general partner of Founders Investments, Ltd. He was founding chair of the Presidio Trust and has served on the board of the Golden Gate National Parks Conservancy.

**Michael Woo.** Mr. Woo is dean of the College of Environmental Design at Cal Poly Pomona. He is vice chair of the Los Angeles County Grand Park Foundation board of directors and is a former member of the Los Angeles City Council.

## APPENDIX B: HISTORY OF STATE PARKS

---

### **The Early Park Movement**

For millennia, California tribal peoples stewarded their natural world in ways that ensured the remarkable diversity and abundance of the ecosystems they depended upon to support their ways of life. Many of the state's natural habitat types and species were preserved through the careful management and sustainable uses practiced for countless generations by the state's first peoples, who remain culturally connected to these places today. The careful conservation of these ancestral lands and waters by California's tribal peoples provided the essential foundation for the state's proud legacy of protected lands.

At the turn of the 20th century, development and highway construction threatened California's natural and cultural heritage, and logging nearly decimated the state's old growth redwoods. Conservation leaders such as Andrew Hill emerged to address these threats, advocating for the preservation of wild, scenic spaces for future generations' physical health and mental well-being. The legislature responded by creating California's first official, publicly-funded state park in 1902 — Big Basin Redwoods.

### **From Parks to a Park System**

The legislature created the State Park Commission in 1927 to bring order and design to what had grown into a loose network of individual parks. Frederick Law Olmsted Jr. produced an inventory of California's unique landscapes, varied habitats, and historic landmarks and identified long-range goals for building a cohesive State Park System.

Californians approved a \$6 million park bond by an overwhelming margin at the onset of the Great Depression. The bond provided funding to purchase additional park lands and required a 50 percent match of non-state funds for any project financed with bond funds, testing a park financing tool that would be replicated numerous times in the future.

California's State Park System expanded throughout the Depression under the guidance of Newton Drury, who later led California State Parks and the National Park Service. State parks not only protected California's natural heritage, but also put Californians back to work using the Civilian Conservation Corps to build roads, bridges, and campsites for the new parks. By 1934, the system had grown to 49 parks, covering 300,000 acres, and serving 6,000,000 Californians.

### **Park Expansion During the 1960s and 1970s**

California state parks continued to grow for decades as economic prosperity led to increased leisure time, and the completion of the modern highway system facilitated access to more parks. California's growing population stoked a rise in park visitation to near 30 million by the early 1960s. Gov. Pat Brown identified state parks among one of his three proudest achievements, along with the state water project and the state master plan for higher education.

However, by the end of the 1960s state parks faced severe budget cuts. Gov. Ronald Reagan's first Parks Director William Penn Mott, Jr., understood that preserving natural and cultural resources was not enough — parks needed to engage a broader audience and better serve urban and other underserved communities. Director Mott stressed interpretation and education, professional training, science-based resource management, and expansion into urban areas.

Continuing this vision, in 1975, Gov. Jerry Brown's Parks Director Herbert Rhodes spearheaded acquisitions of urban parks such as Candlestick Point State Recreation Area, expanding diversity of park visitation. Rhodes also

made it a priority to hire employees from all backgrounds to build a staff more reflective of California's diverse population.

Parks enjoyed continued public support during this growth period. Between 1964 and 1984, voters approved by large margins a string of five park bond measures, totaling over \$1.3 billion. These were exciting days for the environmental movement in California and nationally, as Congress passed the Clean Air Act, Clean Water Act, Land and Water Conservation Fund, Wilderness Act; the first Earth Day was celebrated; and Californians voted to protect their coastal zone. The public understood that a growing California needed more parks to serve more people and to protect fragile landscapes. By 1980, the system had grown to 250 parks, covering 1,000,000 acres, serving 23.7 million Californians, and visited by 66 million people.

### **The Phoenix Committee and Parks Modernization of the Early 1990s**

In 1992, the Department faced renewed budgetary pressure, partially due to the delayed impact of Proposition 13, the initiative approved by California voters in 1978 to limit property taxes. Facing a 20 percent budget cut and potential park closures, Parks Director Donald Murphy chartered the Phoenix Committee, comprised of park employees from a broad spectrum of work classifications. The Phoenix Committee was charged with taking a fresh, top to bottom look at priorities and processes and recommending steps that would create a more nimble and cost-effective organization. The Phoenix Committee recommendations attempted to shift the Department from a headquarters-centered, command-and-control model to a more innovative, entrepreneurial, and field-based model.

Implementing the Committee's recommendations, Director Murphy reduced staff, streamlined services, flattened the organizational structure, cut costs, and increased fees. These changes challenged employees to strengthen delivery of core park services by thinking and working differently. While implementation of the Phoenix recommendations yielded short-term improvements in Department culture and practices, new Department leadership and changing priorities limited realization of the more lasting, systemic reform envisioned by the effort.

### **Renewed Challenges Following Turn of the 21st Century**

The tragedy of September 11, 2001 coupled with the worldwide economic plunge in 2008 created new funding challenges and changed the focus for all public agencies, including state parks. Even as general fund reductions continued, California voters approved Propositions 12, 13, 40, 50, and 84 between 2000 and 2006 which provided significant funding for land and water conservation, including over \$1 billion for state parks.

The capital funding provided by these measures, together with the burgeoning land trust movement and private funder interest in land conservation, fueled a significant expansion of state parks. These measures, however, did not include funding for stewardship and management of these public lands. In recent years, the Department has struggled to manage a park system with a significant backlog of deferred maintenance. In response, Department leadership has reduced positions and increased fees. In 2011, with large state budget shortfalls, there was serious discussion of closing parks to help meet these shortfalls.

## APPENDIX C: IMPLEMENTATION TABLES

**Editor’s Note:** The Implementation Tables that follow are a work in progress, representing the current status of implementation detail developed by the Parks Forward Commissioners for each of the recommendations. The Commissioners will continue to refine these Implementation Tables to reflect their continuing research, analysis, and thinking, and align with their final recommendations.

<b>THE TRANSFORMATION OF CALIFORNIA PARKS</b>			
<b>Recommendation: Drive Change</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Create a dedicated team reporting to Director to transform Department	Natural Resources Agency Department of Parks and Recreation		2014
Retain experts for team from state employees, Department staff, and outside experts for two years	Natural Resources Agency Department	Parks Forward Commission	2014 - 2016
Identify and provide sufficient authority to team to enable it to undertake Department transformation	Natural Resources Agency Department	Parks Forward Commission	2014
Make available sufficient resources including dedicated staff, administrative and logistical support, and private funding to facilitate the team’s work	Natural Resources Agency Department	Charitable foundations	2014
Craft a plan including outcomes, a schedule, and metrics to assess progress	Team	Charitable foundations	2014
Engage and train qualified Department staff, and help recruit new qualified staff to lead ongoing Department transformation	Team		2014 - 2016
Report to Parks Forward Commission	Natural Resources Agency Department		2015
Report to Legislature	Natural Resources Agency Department		2015 - 2016
<b>Longer-Term</b>			
Annually assess progress and status; post findings on Department website	Natural Resources Agency Department		2017 - 2020
<b>Recommendation: Create a Path to Leadership</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Work with CalHR and State Personnel Board to update personnel policies, position classifications, qualifications, and training protocols.	Department Team	California Department of Human Resources State Personnel Board	2014 - 2015



Implement those updated policies, classifications, qualifications, and training protocols.	Department Team		2015 - 2016
Establish a field management structure that provides equitable opportunities for all staff to gain mission-related expertise and supervisory experience.	Team		2014 - 2015
Create incentives, protocols, and accountability measures for Department staff, particularly in management positions, to ensure tracking and reporting of pertinent data necessary for decision making.	Team		2014 - 2016
Recommend changes to staff selection, evaluation, and training policies and procedures to ensure Department staff are skilled in core functions, adept at managing change, and responsive to the state's diverse and changing demographics.	Team		2014 - 2016
<b>Longer-Term</b>			
Continue implementation of updated policies, classifications, qualifications, and training protocols	Department		2017 - 2020
Annually assess progress and status; report findings on Department website	Natural Resources Agency Department		2017 - 2020
<b>Recommendation: Modernize Systems</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Recommend changes to policies and processes to provide field leadership with expanded flexibility while clarifying standards.	Team		2014 - 2015
Implement state of the art systems, processes, and technology to enable transparent, accurate, complete, and accountable budgeting, planning, and project implementation.	Department Team		2014 - 2016
Recommend specific actions to align and modernize accounting, budgeting, personnel management, time reporting, and financial reporting systems.	Team		2014 - 2016
Recommend specific actions to align and modernize the accounting system payment processing and reservation systems.	Team		2014 - 2016
Implement actions to align and modernize accounting, budgeting, personnel management, time reporting, and financial reporting systems.	Team		2014 - 2016

Create new reports and dashboards to allow for better service and outcome monitoring, communication flow, and decision-making based on timely, accurate data.	Team		2014 - 2016
Train staff to competently use new systems.	Team		2014 - 2016
Modify Department's procurement rules if they impede modernization. Ensure guidance for implementing new rules and tracking to ensure accountability.	Team		2014 - 2016
<b>Longer-Term</b>			
Continue to implement modernized systems	Department		2017 - 2020
Annually assess progress and status; report findings on Department website	Natural Resources Agency Department		2017 - 2020
<b>STATE PARKS CANNOT DO IT ALONE</b>			
<b>Recommendation: Foster Partnerships</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Implement structure within Department to work closely with public agencies, nonprofit organizations, businesses, volunteers, and other partners and provide the resources necessary to facilitate, develop, and manage partnerships.	Team	Park supporters Conservancy	2014 - 2016
Create incentives to reward innovation and partnerships, provide flexibility and support, consider identifying effective work with partnerships as employee performance goal, and implement new training to encourage the Department to work effectively with partners.	Team	Park supporters Conservancy	2014 - 2016
Develop means of enabling Department to accept services, temporary staffing, resources, and projects developed by partners.	Team	Conservancy	2014 - 2015
<b>Longer-Term</b>			
Continue to implement structure and processes to engage partners	Department	Park supporters Conservancy	2017 - 2020
<b>Recommendation: Establish the California Parks Conservancy</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Create a 501(c)(3) nonprofit public benefit organization, the California Parks Conservancy, to provide financial, operational, and strategic support for organizations that manage or operate parks or other protected lands, with its first priority to the State Park System.	Parks Forward Commission	Natural Resources Agency Department Park supporters	2014

<p>Establish the mission of Conservancy to collaborate with and support Department’s mission including expanding access to younger, more diverse audiences, promoting health and community engagement, and ensuring protection of natural and cultural resources. Conservancy’s primary focus will be to amplify and complement the work of the Department by bringing new resources, expertise and flexibility to assist Department in accomplishing its mission. Conservancy will have the ability to receive and distribute funds from governmental and nongovernmental sources.</p>	Parks Forward Commission	Natural Resources Agency Department Park supporters	2014
<p>Recruit four initial board members to help launch Conservancy to serve 3 year, initially staggered terms to ensure no more than ¼ turnover in any year.</p>	Parks Forward Commission	Natural Resources Agency Department Park supporters	2014
<p>Recruit additional board members for a total of up to 15 board members who reflect California’s demographic and geographic diversity, and have the ability to contribute or raise funds and expertise in business or finance, parks, land management, education, health, communications, marketing, technology, natural or cultural resource management and interpretation, and citizen engagement.</p>	Conservancy	Natural Resources Agency Department Park supporters Parks Forward Commission	2015
<p>Craft business plan identifying goals, measurable outcomes, staffing, budget, and fundraising.</p>	Conservancy		2014 - 2015
<p>Identify initial projects that focus on communications, targeted outreach and marketing, and improving access. These may include: improve web and mobile device applications to facilitate communication with and among park users, supporters, and their networks; identify near-term opportunities to increase the number and variety of overnight accommodations; develop digital “trip planner” to provide automobile and transit options; develop pilot projects for improving transportation options (e.g., travel passes, discounted rates with car sharing operators such as Zipcar, weekend use of carpooling/ridesharing vans, bicycle-sharing options at transit stations, and expanding in-park to transit station mobility systems).</p>	Conservancy	Department Park supporters	2014 - 2016

Seek legislation to authorize state appropriations directly to Conservancy so long as it maintains its federal and state tax exempt status and maintains its primary mission of supporting California parks and protected lands and provide Department with flexibility in how it does business with Conservancy including through partnership agreements or other mechanisms.	Natural Resources Agency Department Conservancy	Park supporters	2015 - 2016
--	---	-----------------	-------------

**Longer-Term**

Raise funds and implement projects to advance Department’s mission and those of other nonprofits supporting parks and protected land throughout the state.	Conservancy	Natural Resources Agency Department Nonprofits	2017 - 2020
--	-------------	--	-------------

**PARKS FOR PEOPLE**

**Recommendation: Protect Natural and Cultural Resources – Natural Resources**

**Partner with Relevant Public Agencies, California Indian Tribes, Land Trusts, and Other Stakeholders to Collaboratively Manage Natural Resources and Support a Network of Protected Lands Managed for Resiliency and Connectivity**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Identify, develop, and participate in additional collaborative, landscape-scale natural resource management programs and conservation initiatives, including the state’s Marine Protected Areas, 39 of which are connected to State Park lands	Department	Federal, state, and local public agencies, land trusts, California Indian tribes, and Nonprofits	2014 and ongoing
Work with the Conservancy to determine how best to encourage collaborative planning and management, including specific partnership projects. Collaboration may take the form of creating a natural resource management advisory panel.	Department Conservancy	Federal, state, and local public agencies, land trusts, California Indian tribes, universities, and Nonprofits	2014 - 2015

**Longer-Term**

Identify and acquire (either by Department or others) additions to the state’s protected lands, consistent with state recommendations for adapting to climate change and with an emphasis on increasing connectivity	Department	Federal, state, and local public agencies, land trusts, California Indian tribes, and Nonprofits	2014 and ongoing
--	------------	--	------------------

**Recommendation: Protect Natural and Cultural Resources – Natural Resources**

**Emphasize and Address Climate Change Adaptation in Natural Resource Management**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Develop research related to climate change in collaboration with others	Department	Federal, state, and local public agencies, universities, and Nonprofits	2014 and ongoing

Actively manage for climate change, including, potentially, strengthening ecosystem resilience and protecting habitats that may serve as climate refuge	Department	Federal, state, and local public agencies, universities, and Nonprofits	2014 and ongoing
Participate in California’s overall climate change adaptation strategy and planning	Natural Resources Agency Department	Other state agencies involved in climate change strategy and planning	2014 and ongoing

**Recommendation: Protect Natural and Cultural Resources – Natural Resources**

**Further Develop Department’s Science-Based Natural Resource Management Program, Including Inventorying and Monitoring State Park Resources, Developing Appropriate Management-Oriented Research, and Working with Other Stakeholders to Integrate and Improve Resource Knowledge**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Update system-wide resource assessments and redesign inventory and monitoring programs to be scalable to different budget and resource concerns.	Department		2015
Undertake necessary ongoing inventorying and monitoring to inform adaptive resource management, including any needed investments in technology and training.	Department		2015 and ongoing
Create a lead scientist position to coordinate external research projects.	Department	California Department of Human Resources State Personnel Board	2015 and ongoing

**Longer-Term**

Engage university, nonprofit, and citizen science programs, as well as California Indian tribal nations, to integrate knowledge, develop more holistic approaches, and increase understanding of resources, their condition, and trends.	Department	Universities, Nonprofits, the public, California Indian tribal nations	2015 and ongoing
Develop management-oriented research by improving connections to academic researchers, including the University of California Natural Reserve System (UCNRS).	Department	Federal, state, and local public agencies and universities (including UCNRS)	2015 and ongoing

**Recommendation: Protect Natural and Cultural Resources – Cultural Resources**

**Build partnerships with California Indian tribes, museums, academic institutions, and others to co-manage, steward, and provide education about and opportunities to experience cultural and historic heritage and resources. This should include enabling and encouraging revitalization of traditional cultural activities and the traditional use of cultural resources by California Indian tribes, consistent with park protection and management mandates, and developing a program to ensure the long-term protection of ancestral cultural items held by the Department.**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Develop engagement strategy for cultural and historic resource partners.	Department		2014 - 2015

Expand and strengthen collaborative cultural resource management programs, with particular focus on Department programs proven effective (e.g. Site Stewards)	Department		2014 and ongoing
<b>Longer-Term</b>			
Implement the engagement strategy to develop projects and programs with partners that improve resource protection and opportunities for sharing resources with the public	Department	California Indian tribes, museums and cultural institutions, universities, HistoriCorps, and Nonprofits	2015 and ongoing
Develop a program to enable and encourage revitalization of traditional cultural activities and traditional use of cultural resources by California Indian tribes, consistent with park protection and management mandates, and a program for ensuring the long-term protection of ancestral cultural items, including repatriation where appropriate	Department	California Indian tribes and tribal peoples, the Native American Heritage Commission	2015 and ongoing
Identify and acquire (either by Department or others) additional important cultural and historical resources for protection and stewardship.	Department	Other public agencies, universities, museums, Nonprofits, and other stakeholders	2015 and ongoing

**Recommendation: Protect Natural and Cultural Resources – Cultural Resources**

**Create Preservation Partnerships to Protect and Restore Historic Structures and Encourage Adaptive Reuse Where Appropriate**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Implement at least three pilot adaptive reuse and community preservation partnership projects in the next year. The five pilot projects studied and developed pursuant to the Adaptive Use Project that was completed in 2013 would be likely candidates.			
Work with the Conservancy to facilitate such projects, including the ability to raise and coordinate public and private funding, actively seek private or nonprofit partners, create the mechanisms and processes to ensure prompt review and approval of arrangements that ensure protection of cultural resources, encourage additional public access, and reduce Department's costs.	Department Conservancy		2015 and ongoing
Create an internal financing tool for restoration and adaptive reuse projects, such as a Revolving Fund.	Department		2015

<b>Longer-Term</b>			
Identify top candidates from Department's 3,200 historic buildings that are in need of extensive renovation, restoration, or ongoing maintenance and are appropriate for adaptive reuse and community preservation partnerships.	Department		2015 and ongoing
<b>Recommendation: Expand Access to Parks</b>			
<b>Expand access to parks in underserved and urban areas, including development of interpretation and environmental education programs and park amenities that make park experiences relevant to visitors</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Take affirmative action to prioritize urban parks as a key component of Department's mission	Department		2014 - 2015
Adopt goal to have parks visitation reflect California demographic makeup within 10 years	Department		2014
Develop plan for advancing urban component of Department's mission and achieving goal to have parks visitation reflect California demographic makeup, including goals, strategies, projects to advance goals, and metrics for measuring progress in achieving goals	Department	Conservancy Nonprofits	2015 - 2016
Develop a "Park Equity Report Card" tool for use in identifying locational and demographic attributes of parks users and parks visited to measure progress of meeting goal of having parks visitation track California demographic makeup within 10 years	Department	Nonprofits Consultants	2014 - 2015
Assess how previous public funding (particularly state land and water conservation bonds) has been invested throughout the state to inform how existing and new public funding for parks should be allocated to equitably serve the needs of traditionally underserved and urban areas	Department Conservancy	Consultants	2014 - 2015
<b>Longer-Term</b>			
Update Park Equity Report Card bi-annually, starting in 2017, to assess progress toward goal of parks visitation tracking California demographic makeup within 10 years; post results to Department website and social media	Department		Ongoing on Bi-annual basis
Develop [2/3] pilot urban parks projects in park poor areas to test new models and refine best practices for urban park planning, design, development, and operation that involve active engagement of local communities served and ensure parks amenities and programming that serve local communities	Department Conservancy Community Groups Nonprofits	Local/Regional Gov't Agencies Private Funders	2017

Identify legal, planning, and policy barriers for prompt implementation of urban park strategies and develop appropriate legislative and policy strategies and tools for removing barriers	Department Conservancy Nonprofits		Ongoing
<b>Recommendation: Expand Access to Parks</b>			
<b>Improve transportation options to broaden parks access, including opening communications between park and transportation officials to determine how rail and bus resources can expand park access</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Develop digital “trip planner” technology that provides easy access to updated automobile and transit options to parks, comparable to trip planner features currently available on many transit, tourism, and leisure websites such as Bay Area Open Space Council’s “Transit & Trails” or Portland Oregon’s “Tri-met Transit to Trails”	Department Conservancy Regional Parks	Private Funders	2014 - 2016
Develop [2/3] pilot projects that test new approaches for improving transportation access to parks in both urban and other traditionally underserved areas, including potential travel passes, discounted rates with car sharing operators such as Zipcar, weekend use of carpooling/ridesharing vans, bicycle-sharing options at transit stations, and expanding in-park mobility systems to connect transit stations with parks	Department Conservancy Regional Parks	Public/Private Transportation Providers Nonprofits	2014 - 2016
Commence dialogue among park and transit officials to coordinate park transit strategies, goals, and projects	Department Regional Parks Transportation Providers		2014 - 2016
<b>Longer-Term</b>			
Assess pilot transportation projects and develop plan for continuing, refining and expanding transportation projects that have proven successful	Department Conservancy	Public/Private Transportation Providers Nonprofits	2017 and Ongoing
<b>Recommendation: Expand Access to Parks</b>			
<b>Support Integrated Network of Local, Regional, State, and Federal Park Lands for Park Users</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Identify [2/3] new opportunities for increasing visitor use by improving the visitor experience through coordinated parks operations, programming, interpretation and facilities with other parks providers	Department	Conservancy Local, Regional, and National Parks Nonprofits	2014 - 2015



<b>Longer-Term</b>			
Develop longer term plan for coordinated parks operations, programming, interpretation, and facilities with other parks providers	Department	Conservancy Local, Regional, and National Parks Nonprofits	2016 and Ongoing
<b>Recommendation: Expand Access to Parks</b>			
Create digital, multi-lingual communication tools, including social media that encourage and facilitate parks use by providing information on nearby parks, activities, amenities, and transportation options.			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Develop plan for providing appropriate levels of wireless internet connectivity in state parks, including identification of appropriate state parks and locations within state parks and third-party providers	Department	Third-Party Internet Providers	2014 - 2015
Develop user-friendly digital information and “trip planner” tools that identify important park information for users, including trails, bike routes, picnic sites, overnight accommodations, parking, recreational amenities, a snapshot of individual park histories and resources, and events in parks, as well as automobile and other transit and transportation options to parks	Department Conservancy	Public/Private Transportation Providers Other Parks Entities Nonprofits Fundors	2014 - 2016
Advance “Google Trekker” in California parks to provide images of trails, campsites and amenities for visitors to assess quality, difficulty, and accessibility of trails and other park features and amenities	Department Google	Conservancy	2014 - 2016
<b>Longer-Term</b>			
Implement plan for providing appropriate levels of wireless internet connectivity in appropriate state parks			2016
<b>Recommendation: Expand Access to Parks</b>			
<b>Increase the Number and Variety of Overnight Accommodations</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Install XXX New Rustic Cabins in State Parks by 2015	Department Nonprofits		2015
Design environmentally-sustainable, reasonably-priced rustic cabins for installation in key state parks	Department	Cal Poly	Summer 2014
Complete code check for new cabins preparatory for manufacturing	Department		Summer 2014

Complete site assessment analysis to confirm number of initial cabin projects, location(s) and infrastructure requirements for new cabin development	Department		2014
Identify partner(s) for initial pilot cabin project(s)	Department Nonprofits		2014
Negotiate/execute operating agreement(s)	Department Nonprofits		
Complete business plan(s) and financing	Department Nonprofits	Lender	
Secure permits/approvals	Department Nonprofits		
Install cabins and commence reservations and use of cabins	Nonprofits		
Create mechanisms for coordinating ongoing operations and natural resources stewardship	Department Nonprofits		Ongoing
<b>Longer-Term</b>			
Develop and implement long-term plan for expanding lodging options in state parks, consistent with protecting natural and cultural resources and landscapes	Department Conservancy Nonprofits		2017
Assemble "Planning Team"	Department Conservancy Nonprofits		2016
Evaluate pilot cabin project (process and operations) and identify/implement efficiency improvements for future projects	Department Nonprofits	Lender	2016 - 2017
Assess demand – numbers (reservations and vacancies), revenues/costs, types of lodging, and locations	Planning Team		2016 - 2017
Develop phased plan for installing additional lodging options to meet projected demand	Planning Team		2016 - 2017
Identify partners for future projects and launch future projects	Planning Team		2016 - 2017
Develop partner training and mentoring processes to ensure consistency in quality of project/amenities, service levels, and maintenance	Department		2016 - 2017

**Recommendation: Expand Access to Parks****Develop a strategic marketing program and active communications strategy to identify and reach potential new park visitors**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Create a team to identify, assess, and develop communications strategies, target audiences, messages, goals, and metrics	Team Department		2014 - 2015
Implement communications strategy and track progress against goals	Team Department		2014 - 2015

**Longer-Term**

Annually assess progress against goals	Department		2017 - 2020
--	------------	--	-------------

**Recommendation: Expand Access to Parks****Recruit and train a more diverse set of park professionals who reflect California's cultural diversity**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Target recruitment of volunteers, interns, and staff from diverse California communities, and set goals and metrics for recruitment	Team Department	Conservancy	2014 - 2015
Design and implement "Teach for America" professional parks training and mentoring program	Team Department	Conservancy	2014 - 2015

**Longer-Term**

Annually assess progress against goals	Department	Conservancy	2017 - 2020
--	------------	-------------	-------------

**Recommendation: Engage Younger Generations****Increase Outdoor Education and Recreational Opportunities**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Expand and strengthen educational, interpretive, and outdoor recreational park programming, amenities, and facilities for younger generations, with particular focus on Department educational programs proven effective	Department	Schools Nonprofits Private Funders	2014 - 2015
Define specific goals, aggressive goals and strategies, and metrics for measuring results of educational and outdoor recreational programming, facilities, and amenities for younger generations to assess number and diversity of younger generations served as well as sustainability of programs, amenities, and facilities	Department	Nonprofits	2014 - 2015

<b>Longer-Term</b>			
Develop tools for assessing success of younger generation educational and outdoor recreation programming and amenities, and assess progress of achieving goals	Department	Nonprofits	2016 and Ongoing
<b>Recommendation: Engage Younger Generations</b>			
<b>Recruit and Train Younger Generations as Park Volunteers and Professionals</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Target recruitment of volunteers, interns, and staff from traditionally under-represented communities	Department		Immediate and Ongoing
Expand intern and temporary work programs that provide a path through training and skills development for more young adults to enter park-related careers	Department	Nonprofits Universities CCC and local corps	Immediate and Ongoing
<b>Recommendation: Promote Healthy Lifestyles and Communities</b>			
<b>Develop and Refine Planning and Measuring Tools for Linking Parks Use with Improved Public Health</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Using census and GIS data, identify the best locations for pilot health-related park projects; plan, design and implement XX pilot health-related projects [include examples of types of potential projects]	Department Healthcare Providers Conservancy		2015 - 2016
<b>Longer-Term</b>			
Develop more sophisticated tools for and metrics for measuring how park uses reduce healthcare costs and improve public health as relates to both pilot projects and park use more broadly	Department Healthcare Providers Universities		Ongoing
<b>Recommendation: Promote Healthy Lifestyles and Communities</b>			
<b>Create Partnerships with Healthcare Providers to Advance Projects that Encourage Healthy Behaviors</b>			
<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Develop tools, programs, and projects for communicating health benefits associated with parks and outdoor recreation	Department Healthcare Providers		2015 and Ongoing
Develop pilot projects that provide incentives for healthy behavior, including “park prescriptions” which are directives from health professionals to patients to engage in outdoor recreation activities to improve health conditions	Department Healthcare Providers		2015 and Ongoing

**Recommendation: Promote Healthy Lifestyles and Communities**

**Collaborate with Local, Regional, and National Parks to Address Health Conditions, Public Health Issues, and Health Disparities**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Create a mosaic of resources that connect public health departments and healthcare systems with parks	Department Public Park Providers Public Health Departments Healthcare Providers		2015 and Ongoing
Create materials and means to communicate the health benefits of outdoor activities	Department Public Park Providers Public Health Departments Healthcare Providers		2015 and Ongoing

**Longer-Term**

Expand health-related special events in parks, including performing arts, sporting, and healthy food events	Department Park Providers Nonprofits		2016 and Ongoing
---	--	--	------------------

**Recommendation: Promote Healthy Lifestyles and Communities**

**Expand Healthy Food Options in Parks**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Create and adopt standards, guidelines, tools, and resources to ensure healthy food options in parks	Department	Nonprofits	2015
Consider replicating a system like the National Park System’s “Healthy and Sustainable Food Program”	Department	Nonprofits	2015 - 2016

**DEDICATED FUNDING FOR THE FUTURE**

<i>Implementation Actions</i>	<i>Implementing Parties</i>	<i>Other Key Participants</i>	<i>Timing</i>
Continue to reduce backlog of unmet maintenance needs of Department.	Administration	Conservancy	2015 - 2016
Ensure efficient operations, increased revenue generation, and ongoing General Fund support for Department.	Administration		2014 - 2016
Determine existing park unit costs	Department Planning Team		2014 - 2015
Establish basic service and staffing	Department Planning Team		2014 - 2015
Analyze actual maintenance costs (backlog and ongoing)	Department Planning Team		2014 - 2015
Identify revenue generation targets and plan to implement	Department Planning Team		2014 - 2015
Undertake analysis and identify recommended funding levels	Department Planning Team		2014 - 2015
Develop dedicated source of public funding for California parks and protected lands.	Administration Nonprofits		2015-2016

**Longer-Term**

Ensure sufficient ongoing investments in Department and statewide for parks and protected lands to ensure California's current and future needs.

Administration  
Legislature

Nonprofits  
Conservancy

2017 - 2020

DRAFT

## APPENDIX D: SOURCES

---

The Commission along with its staff and consultants reviewed many documents. Following is a list of illustrative sources that informed the effort. A source's inclusion does not imply the Commission's endorsement.

- Bay Area Economics. "Park Enterprise Concepts." California State Parks Foundation, September 6, 2006.
- BBC Research and Consulting. "California Outdoor Recreation Economic Study: State Park System Contributions and Benefits." Prepared for the California Department of Parks and Recreation, 2011.
- BBC Research and Consulting. "California Outdoor Recreation Economic Study: Statewide System Contributions and Benefits." Prepared for the California Department of Parks and Recreation, 2011.
- BBC Research and Consulting. "Economic Contribution of Outdoor Recreation in California – Fact Sheet." Prepared for the California Department of Parks and Recreation, 2010.
- Blue Ribbon Citizen's Advisory Committee. "Recommendations to the California Department of Parks and Recreation." April 22, 1992.
- Blue Sky Consulting Group. "Feasibility of Expanding Public Funding Sources to Support the California State Park System." Prepared for the California State Parks Foundation, September, 2006.
- Butler, Mary Ellen, *Prophet of the Parks: The Story of William Penn Mott, Jr.*, The National Recreation Park Association, 1999.
- Buttice, Matthew K. and Jennifer Ruffolo, "California State Parks: A Budget Overview," CRB 13-002, November 2013
- California Department of Finance. "Governor's Budget 2012-2013: Salaries and Wages Supplement." 2012.
- California Department of Parks and Recreation. "Acquisition Planning Process." Departmental Notice 2002-16, December 19, 2002.
- California Department of Parks and Recreation. "Alternative Camping at California State Parks." 2011.
- California Department of Parks and Recreation. "Budgeting: Overview for Management Practices." February, 2012.
- California Department of Parks and Recreation. "California Outdoor Recreation Plan 2008." 2009.
- California Department of Parks and Recreation. "Central Valley Vision Implementation Plan: Outdoor Recreation for a Growing Population." 2009.
- California Department of Parks and Recreation. "Concessions Annual Report: Fiscal Year 2011-2012." 2013.
- California Department of Parks and Recreation. "Here Come the 'Millennials.' What You Need to Know to Connect with this New Generation." March, 2010.
- California Department of Parks and Recreation. "History, Analysis and Recommendations on the Planning for the State Park System." March 8, 1965.
- California Department of Parks and Recreation. "Off-Highway Motor Vehicle Recreation Division: Strategic Plan 2009." 2009.
- California Department of Parks and Recreation. "Operations Manual: Real Property Management." August, 2010.
- California Department of Parks and Recreation. "Parks and Recreation Trends in California 2005." 2005.
- California Department of Parks and Recreation. "Phoenix Committee Final Report, 1992/93 Budget Revision Project." 1992.
- California Department of Parks and Recreation. "Planning Milestones for the Park Units and Major Properties Associated with the California State Parks System." July 1, 2012.
- California Department of Parks and Recreation. "Revenue Generation Prioritized Action Plan: Exceeding Customer Expectations." July, 2013.

California Department of Parks and Recreation. "The State Park System Plan 2002." 2002.

California Department of Parks and Recreation. "Statistical Report for the 2011/12 Fiscal Year." 2012.

California Department of Parks and Recreation. "Strategic Action Plan: 'Brilliance in the Basics,' 2013-2014." March, 2013.

California Department of Parks and Recreation. "Summary Findings: Survey on Public Opinions and Attitudes on Outdoor Recreation in California 2009." 2009.

California Department of Parks and Recreation. "Sustainable Preservation: California's Statewide Historic Preservation Plan, 2013-2017." 2012.

California Department of Parks and Recreation. "Vision Statement and Strategic Initiatives." February 8, 2008.

California Legislative Analyst's Office. "Department of Parks and Recreation: Current Funding Issues." August 9, 2012.

California State Parks Foundation. "Summary of Conclusions from the Blue Ribbon Committee on the Problem of Fiscal Sustainability and Potential Solutions." July, 2005.

California State Parks Foundation and Save the Redwoods League. "A Vision for Excellence for California's State Parks." 2011.

Christian, Caroline, Sara Moore, Claudia Luke, and Lauren Dixon. "Sonoma County Parks in the Balance." Rohnert Park, California: Sonoma State University, Unpublished Report, 2013.

Congressional Research Service. "'Fast Track' Congressional Consideration of Recommendations of the Base Realignment and Closure (BRAC) Commission." CRS 22144, September 1, 2005.

Fretwell, Holly. "Funding Parks: Political versus Private Choices." Property and Environment Research Center, August 22, 2011.

FTI Consulting. "California State Parks Baseline Financial Assessment," report to Parks Forward Commission. November, 2013.

Garcia, Robert. "Healthy Parks, Schools and Communities: Mapping Green Access and Equity for Southern California." The City Project, 2011.

Gilroy, Leonard. "Taking State Parks off the State's Books." PERC Reports 28 (3), 2010.

Gilroy, Leonard, Harris Kenny, and Julian Morris. "Parks 2.0: Operating State Parks through Public-Private Partnerships." Reason Foundation Policy Study 419, November, 2013.

Greenplay, LLC. "County of San Diego Parks and Recreation Cost Recovery, Resource Allocation, and Revenue Enhancement Plan." Prepared for the Department of Parks and Recreation, October, 2011.

Howe, Kathryn Welch. "California State Parks Adaptive Use Pilot Project: Financial Resources and Summary Report for Five Pilot Projects." May 31, 2013.

Impacts Research and Development. "Parks Forward Intelligence Summary." February, 2014.

Institute at the Golden Gate. "Food for the Parks: A Roadmap to Success." 2012.

Koeberer, John. "Alternatives to State Park Closures." The California Parks Company, 2012.

LeRoy, Sylvia. "Beyond the Public Park Paradigm." *The George Wright Forum* 22, 2005.

Little Hoover Commission. "Beyond Crisis: Recapturing Excellence in California's State Park System." 2013.

Litzky, Katherine. "California State Parks: Economic Impact of Visitor Expenditures." Submitted in partial satisfaction of the requirements for the degree of Master of Public Policy and Administration at California State University, Sacramento, 2009.

Midpeninsula Regional Open Space District. "Agenda Item 1: Consider Endorsing the Vision Planning Process, including the Communication, Engagement, and Public Participation Plan." Meeting 13-02, January 15, 2013.



Mott, William Penn Jr. "Twelve Point Plan." 1985.

National Park Service, "Economic Benefits to Local Communities from National Park Visitation, 2011." Natural Resource Report NPS/NRSS/ARD/NRR-2013/632, 2013.

National Parks Hospitality Association and the National Parks Conservation Association. "Sustainable Supplementary Funding for America's National Parks: Ideas for Parks Community Discussion." March 19, 2013.

National Trust. "Going Local: Fresh Tracks Down Old Roads, Our Strategy for the Next Decade." January 22, 2010.

O'Neal, William, Tracey Fung, and Adam Sigelman. "Roles for the Private Sector in State Parks Systems: A Policy Brief for the State of New Hampshire." Rockefeller Center at Dartmouth College, September 21, 2006.

O'Toole, Randal. "A Matter of Trust: Why Congress Should Turn Federal Lands into Fiduciary Trusts." Cato Institute Policy Analysis No. 630, January 15, 2009.

Olmsted, Frederick Law Jr. "General Report on the Supplemental Surveys." 1950.

Olmsted, Frederick Law Jr. "Report of the State Parks Survey of California." 1928.

Oregon State Parks and Recreation Department. "2010 Annual Report." 2010.

Oregon State Parks and Recreation Department. "2011-2013 Ways and Means Budget." March, 2011.

Outdoor Foundation, The. "A Special Report on Camping." Created in Partnership with The Coleman Company, Inc., 2009.

Pastor, Manuel, Mirabai Auer, and Jared Sanchez. "Parks Forward: Demographic Change in the Golden State." September, 2013.

PROS Consulting. "Arizona State Park Privatization and Efficiency Plan." Prepared for the Arizona State Parks Foundation, December, 2010.

PROS Consulting and CHM Government Services, "California State Parks Financial Planning and Cost Efficiency Study." Prepared for the California Department of Parks and Recreation, August 2013.

Recreation Resource Management. "A Tale of Two Parks: Keeping Public Parks Open Using Private Operations Management." September, 2013.

Recreation Resource Management. "Bidding and Contracts." Presented at the National Forest Recreation Association Conference 'Keeping State and Local Parks Open,' November 21, 2011.

Recreation Resource Management. "Concession Economics." Presented at the National Forest Recreation Association Conference 'Keeping State and Local Parks Open,' November 21, 2011.

Recreation Resource Management. "What are Recreation Public-Private Partnerships?" Presented at the National Forest Recreation Association Conference 'Keeping State and Local Parks Open,' November 21, 2011.

Reynolds, John. "Whose America? Whose Idea? Making 'America's Best Idea' Reflect New American Realities." The George Wright Forum 27 (2), 2010.

Ruffolo, Jennifer and Matthew K. Buttice "California State Parks: An Equitable and Sustainable Revenue Generation Strategy." California Research Bureau 14-001, May 2014.

Sherer, Paul M. "The Benefits of Parks: Why America Needs More City Parks and Open Space." The Trust for Public Land, 2006.

Taylor, Mac. "The 2012-13 Budget: Strategies to Maintain California's Park System." Legislative Analyst's Office, March 2, 2012.

Tierney, Patrick. "California State Parks: Economic Impacts." San Francisco: San Francisco State University, 2011.

Utah Office of the Legislative Auditor General. "A Performance Audit of the Utah State Parks." Report to the Utah Legislature Number 2011-03, January 2011.

- Walls, Margaret. "Dedicated Funding for State Parks: Designing the Right Approach." *Parks & Recreation Magazine*, March 1, 2013.
- Walls, Margaret. "Parks and Recreation in the United States: State Park Systems." *Resources for the Future*, 2009.
- Walls, Margaret. "Paying for Parks: Evaluating Alternative Approaches for the 21st Century." *Resources for the Future*, January, 2013.
- Washington State Parks and Recreation Commission. "Revenue and Efficiency Task Force Staff and Public Stakeholder Outreach." September, 2011.
- Washington State Parks and Recreation Commission. "State of State Parks 2012: The Quest for a Healthy Park System." August 13, 2012.
- Washington State Parks and Recreation Commission. "Transformation Strategy: Adapting a New Way of Operating Washington's State Parks." March 21, 2013.
- Washington State Parks and Recreation Commission. "Transformation Strategy: Strategic Alternatives Analysis." 2012.

DRAFT