

A NEW VISION FOR CALIFORNIA STATE PARKS

RECOMMENDATIONS OF THE PARKS FORWARD INITIATIVE | FEBRUARY 2015









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EXECUTIVE SUMMARY

California's State Park System is a world-class network of incomparable lands and features that are vitally important to the well-being of our state's environment, economy, and people. However our parks are under serious stress, and these problems are not new. The Parks Forward Commission (Commission) was established under statute by Governor Jerry Brown to examine the steady deterioration of state parks over many years and to make recommendations to the governor and legislature on how to reverse that course.

After many public meetings and testimony from hundreds of park users, advocates, partners, employees, and others, the Commission recommends a fundamental transformation of the California Department of Parks and Recreation (Department), a rededication to working with park partners, and an expansion of park access to reach all Californians. We are heartened by the Department's recent indications that it intends to embrace these recommendations, and believe that if the Department - with support from its partners - works diligently to implement our plan over the long term, California's State Park System can once again become a shining star of California innovation.

Our park vision for 2025 will not be achieved overnight. Our plan identifies actions to be taken in the next two years, and beyond, to achieve this vision. Key tasks that need to be implemented during the next two years include the following:

- Create a dedicated transformation team, housed in the Department and staffed by experienced personnel, that is empowered to transform the Department's organizational structure and update its outdated systems, processes, tools, and technology.
- Open pathways to leadership for the most qualified employees.
- Create a statewide nonprofit strategic partner with resources not currently available from existing park partners to undertake projects in coordination with the Department.
- · Prioritize necessary support to protect the system's natural and cultural resources for future generations.
- Expand park access for California's underserved communities and urban populations and engage California's younger generations.
- Establish a stable funding structure for California parks that includes a robust revenue generation strategy and a dedicated, reliable source of public funding.



Our recommendations address the challenges and opportunities facing the 1.6 million-acre State Park System of today. Declining budgets have led to scaled-back services, shorter hours, and higher fees, as well as a long list of maintenance needs. Cumbersome processes and outdated administrative systems and technology impede park staff's ability to effectively manage the system's natural and cultural resources. The Department's organizational structure needs to encourage creativity and entrepreneurship. Increasingly, parks are not located near where most Californians live. We appreciate that the Department recognizes these challenges and has begun to implement some of the key tasks identified above.

Brewing for years, these problems came to the forefront in 2012 following reports of fiscal irregularities just as the state was considering closing up to 70 parks. The independent Parks Forward Commission was created to look beyond the immediate





crisis and develop a broader vision for California parks. Our vision is of a system of parks that expertly protects the state's iconic landscapes, natural resources, and cultural heritage; is accessible to all Californians; engages younger generations; and promotes the healthy lifestyles and communities that are uniquely Californian. Tangible indicators for this vision are included in our 2025 Park Vision. A park system attaining this vision would serve as a model for park systems throughout the country and the world.

Our plan is ambitious but achievable, and provides a ready road map for transforming how state parks are run, how they protect the state's natural and cultural resources, and how they serve all Californians and attract other visitors. This road map is not designed to dwell upon past problems, but instead to turn the page to a bright future through fundamental change that has already begun. We recognize that change at this level is not the easiest path forward – that it may be easier and generate broader support to simply call for more funding and propose modest incremental change. However, those fixes will not realize our broader vision for California parks, and may just perpetuate problems that could eventually cause irrevocable damage. Our treasured parks, the people of California, and dedicated park staff deserve better.

We answered the call to engage in this effort because each of us recognizes how deeply parks are connected to the physical, economic, cultural, and social well-being of California and its people. Millions of people from within the state and around the world visit our parks each year, fueling our state's critical tourism economy. They come to learn about and experience California's unique history; share time with their families and friends outdoors; seek inspiration; and enjoy the beauty of beaches, deserts, and mountains. These places provide important physical, spiritual, and emotional benefits long recognized by California tribal peoples – the state's first naturalists – and more currently championed by today's conservation and historic preservation enthusiasts.

We now ask all Californians to support our recommendations, and we will watch for our state's leaders to take up this effort and pursue the bold path set forth here for achieving our 2025 Park Vision. In the words of Commission 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 care for these resources so they can serve the people of California for a long time to come.

2 0 2 5 PARK VISION 5

Parks Forward envisions a reinvigoration of the California park experience through a new park model that calls for collaborative park management and broad engagement of people, partners, businesses, and communities. We envision an interconnected network of California parks, cultural sites, and open space protecting the state's iconic landscapes, diverse natural resources, and rich cultural heritage, accessible to all Californians, and welcoming visitors from throughout the world.

OUR RECOMMENDATIONS CREATE AN ACTION PLAN TO ACCOMPLISH THE FOLLOWING PARK VISION BY 2025:

- Department staff is a model for public agency excellence and innovation and reflects the state's diversity.
- Park maintenance backlog is eliminated and ongoing park maintenance needs are fully funded.
- The Department is operating with public agencies and nonprofit organizations to collaboratively manage the state's natural, historical, cultural, and recreational assets as an interconnected landscape of parks and open space.
- A cadre of park partners, including a new statewide park support organization, is working effectively with the Department on vital park projects throughout the state.
- Every urban Californian lives within a safe, half- mile walk of a well-maintained park that provides relevant educational, interpretive, spiritual, cultural, familial, community, and recreational experiences.
- Park users reflect the ethnic, age, and income diversity of the state.
- Educational, training, and mentoring programs encourage and inspire California's younger generations to become park users, volunteers, and park professionals.
- Parks are sustainably funded through revenue generation, general fund, and dedicated public funding.





INTRODUCTION

In 1864, President Abraham Lincoln signed legislation that created the nation's first park at Yosemite Valley and Mariposa Big Tree Grove, setting California on a long and exciting course of park expansion and innovation. 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 supporting a world class park system. 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 have approved billions 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. Today, the California Department of Parks and Recreation (Department) is grappling with how to manage this large network of parks in the face of significant financial constraints, outdated technology, cumbersome systems, and the compounding effects of unmet maintenance and operational needs.

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 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 Department, and Resources Legacy Fund,* on behalf of philanthropy, entered into a Memorandum of Understanding to create the Parks Forward Initiative.

In August 2013, 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 reflects broad expertise from the business, nonprofit, education,

natural resources, and public service sectors. We are unified in our commitment to a thriving and sustainable State Park System.

Over the past 18 months, we have conducted an inclusive process and benefited from the extensive insights of Department employees, the public, and outside experts. We held numerous public commission and work group meetings, surveyed Department employees, engaged in hundreds of hours of discussion with Agency and Department leadership and staff, met with park support organizations and the public, and reviewed thousands of pages of reports and analyses from California, throughout the nation, and international park efforts. We engaged experts to conduct wide-ranging analyses, including of financial, demographic, current and projected uses and attitudes, and successful partnerships and collaborative models.

^{*} 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.

YOUR CALIFORNIA STATE PARKS

California's state parks comprise the largest and most diverse natural and cultural heritage holdings of any state in the nation. They include beaches, underwater preserves, historic homes, Spanishera adobe buildings, museums, lighthouses, ghost towns, waterslides, wilderness, recreation areas, cultural preserves, and off-highway vehicle parks. State parks' peaks, deserts, redwoods, and coastlines are some of the most immediately recognizable natural features in the world.

11,008

prehistoric and historic archaeological sites

6 MILLION

museum objects

7,647

picnic sites

15,000

campsites, along with 709 overnight units in an array of tent cabins, rustic cabins, shelters, yurts and bark houses, lodges, motels, and hostels **279**

park units spanning near 1.6 million acres

339

miles of Pacific coastline, bordering 92 miles (nearly 30 percent) of the state's network of marine protected areas

974

miles of lake, reservoir, and river frontage

4,456

miles of hiking, biking and equestrian trails

450

miles of off-highway

3,200

historic buildings



The result of our work is the following plan, which is rooted in the current mission of California 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.

Our plan sets forth specific recommendations organized around four themes—transforming the Department, working more collaboratively with new and existing partners, expanding park access for all Californians, and ensuring stable funding for parks.

Appendix C sets forth a two-year implementation plan for accomplishing the highest priority recommendations for bringing about the necessary changes to transform the Department and set a course for achieving our 2025 Park Vision. Appendix C also sets forth a proposed set of additional actions for a transformed Department to implement, working with partners over a ten-year period to advance our 2025 Park Vision. While the two-year implementation plan is designed to set forth a very specific set of actions the Commission deems essential for achieving success, the set of longer term implementation tasks reflects the fuller universe of projects, programs, and system improvements we have developed through the research, Department input, and public outreach process that was the foundation for our recommendations. The Department and park partners will need to work together to plan, prioritize, and sequence the proposed longer term actions.



THE TRANSFORMATION OF CALIFORNIA PARKS

Today, California's state parks are at a crossroads, facing tough challenges that must be addressed to continue a proud legacy. To protect this legacy and to fulfill the Department's mission, our first order of business must be to transform Department procedures, policies, structure, and culture. This fundamental transformation of the Department forms the basis of our recommendations. Without it, this plan cannot be implemented. If California's leaders 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 3,651 permanent and temporary employees who work as interpreters, curators, peace officers, and biologists, as well as in maintenance and business services, and in other core mission functions. Department employees take pride in protecting and sharing state parks' assets, but are hampered by a Department that is debilitated by an outdated organizational structure, underinvestment in technology and business tools, and a culture that does not inspire or reward collaboration or 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 to partners and visitors. The Department must seek and implement creative approaches to increase efficiency, vest greater authority at the field level, improve 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. The State Historical Resources Commission addresses unique Department functions, ensures adherence to federal regulations, and receives funding from



the federal government. The other three commissions, however, 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 ensuring that 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 process to identify the most qualified personnel within relevant areas of expertise drawn from within the Department and throughout state service, as well as from external organizations.

The Agency will support the Department transformation and provide the team with the necessary resources to 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 21st Century Department. While priority should be focused on fixing those rules and processes within the Department's control, the transformation team should not avoid identifying broader impediments, and seek leadership from the administration and the legislature to support those efforts.

To be effective, this transformation team requires:

- Clarity in its objectives, transparency in its process, and accountability for its results.
- Authority to do the work needed to achieve its objectives (understanding the constraints of existing civil service and other state mandates).
- 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 of the Department, the Agency, the governor's office, and the legislature.

Recommended Actions

- Create a transformation team to lead modernization and realignment of the Department.
- Vest greater authority with field level staff, closer to where services are provided.
- Create an organizational structure which performs critical Department-wide program assessments, and costing and priority setting that is credible and consistent across park units.
- Recruit, mentor, and retain diverse staff reflective of the state's demographic make-up.





CREATE PATHS TO LEADERSHIP

The Department requires a diverse set of leaders who possess the expertise and training necessary to solve complex problems in a creative, multidisciplinary fashion. Currently, district superintendents must be peace officers. To capture the broader expertise and experience of staff in administration, interpretation, resource management, facilities maintenance, and other core functions, the Department must open pathways to leadership to all employees by eliminating the requirement of peace officer certification to advance to top field 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, reporting, 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 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. The Department should also provide those managers and supervisors who do not have a peace officer background with 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 outdated, ineffective, and underutilized 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. In fact, this lack of data hampered the Commission's efforts to make detailed recommendations on resource allocation and asset prioritization.

When the Department recommended closing 70 parks in 2012, it could only provide very rough estimates of 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. The Department has made recent efforts to develop budgeting tools for determining park unit costs and has committed to providing this more detailed information to the legislature annually. The Department should further develop budgeting tools to report costs across all Department functions, including law enforcement, cultural resources, and other key activities.



The Department should implement state-of-the art processes and technology that enable transparent, accurate, and accountable budgeting, planning, and project implementation. Only with modern systems, specific cost and visitor data, planning tools, and processes, including robust public input, can the Department make reasoned resource and asset prioritization decisions, including on the appropriate future size and location of park units needed in the system to serve Californians.

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 customer 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 to advance modernization and ensure accountability and efficiency.
- · Set and meet goals to implement effective fee collection systems and capture visitor demographic data to assess use and inform planning.



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, California Indian tribes, nonprofit groups and foundations, local businesses, volunteers, and private companies have augmented services and provided programs and amenities for the public at a number of parks throughout California. In 2013, nonprofits contributed more than \$12 million to California state parks, while nearly 40,000 volunteers donated more than 1 million hours of their time.

The Commission recommends the Department increase the use of mission-based partnership and collaborative agreements, understanding these agreements should include ongoing Department oversight and collaboration to best achieve the mission. In addition, a new nonprofit organization 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 existing and future park supporters is critical to helping 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.

Through its transformation team, the Department should implement a sustainable structure for working closely with a broad spectrum of partners, not only within the State Park System, but across the landscape of local, state, tribal, and federal parks and protected lands. The first test of this new commitment to partnership will come in responding to the Commission's recommendations and collaborating to pursue their implementation, for instance in setting the transformation team's priorities, sequencing, and staffing.

Recommended Actions

- Improve the organizational structure and capacity within the
 Department to work closely with public agencies, California
 Indian tribes, nonprofit organizations, businesses, volunteers,
 civic leaders, 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.
- Enhance the Department's ability to accept services, temporary staffing, resources, and projects developed by partners.

ESTABLISH "PARKS CALIFORNIA"

We recommend creating 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 state parks as its first priority. For purposes of this plan only, we refer to this new support entity as Parks California. To be effective, Parks California must be given the ability to receive and distribute funding from governmental and non-governmental sources.

Parks California will collaborate with the Department to expand visitation by younger and more diverse audiences; improve and expand educational and interpretive programs; promote healthy lifestyles; improve protection and restoration of natural and cultural resources; and engage communities and partners. Parks California'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.



Parks California 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.

Among the 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 are 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, undertake marketing for capital campaigns and major projects, and support acquisitions. The specific focus of each support organization's efforts reflects its agency partner's priorities and needs. These organizations'

success is due to a sound, constructive relationship with their public agency partners.

Parks California would be designed to complement, and not overlap with, the California State Parks Foundation (Foundation). The Foundation was created 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. The Foundation's mission has evolved over the years. Today, the Foundation continues to raise funds for parks and park partners, remains dedicated to protecting and enhancing California's state parks through its various programs and projects, and undertakes advocacy for California state parks. Additionally, the Foundation has stepped into new roles over the years to address state park crises.

Parks California will bring new expertise and resources to take on the next generation of projects and programs not currently advanced by other organizations, including the Foundation, and will not undertake advocacy. While Parks California's main priority will be to serve state parks, it will also support local, regional, and national parks throughout California. Parks California 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, Parks California will work to support its efforts; where a partner does not exist, Parks California will step in to help. We envision that Parks California will reflect many of the same entrepreneurial skills of successful local partners such as Crystal Cove Alliance, Santa Barbara Trust for Historic Preservation, and Friends of Santa Cruz State Parks, identifying and addressing priority projects and programs quickly and efficiently in close coordination with the Department.

We have collected many ideas for initial, tangible, on-the-ground projects and programs for Parks California to incubate and implement, including web and mobile device applications to facilitate communication among park users, an 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. Parks California's leaders will work with the Department to implement high-impact, successful projects that advance the Department's priorities and mission, upon which Parks California can then build and expand as its capacity and resources grow. In jurisdictions where successful park support organizations exist, Parks California will coordinate and learn from those collaborations, but focus its resources in locations with need and without support as well as on systemwide projects.





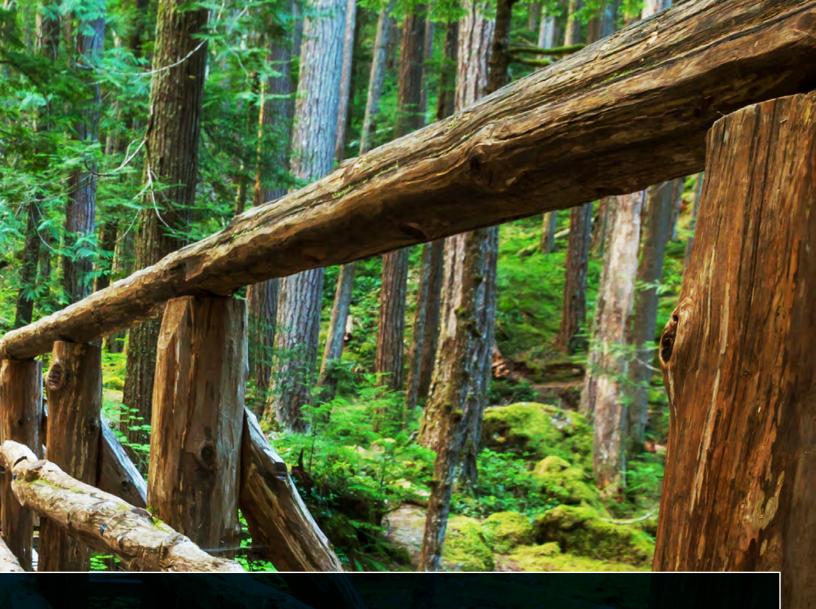
PARTNERS DELIVER

Partners are critical to parks and come in many forms. They bring resources, expertise, and passion to help improve facilities, expand programs, increase the ranks of volunteers, and manage and restore natural and cultural resources. Partners working to enhance the park experience include:

• Stewards of the Coast and Redwoods is a nonprofit that has partnered with state parks in the Sonoma Coast and Russian River area for almost 30 years. In the 1980s, Stewards provided seal and whale watching programs and nature walks. In the 1990s and 2000s, it funded a new visitor center at Salt Point State Park and expanded volunteer and environmental education programming. Today, it operates Austin Creek State Recreation Area, and supports other parks, including raising funds for a new marine education program for Sonoma Coast State Park. Stewards is also partnering with the Department, the California State Parks Foundation, and the National Trust

for Historic Preservation to renovate Pond Farm Pottery, a property in Austin Creek State Recreation Area that served as an artist colony as well as a school and workshop for renowned ceramic artist and teacher Marguerite Wildenhain.

• The Institute of the Golden Gate, a program of the Golden Gate National Parks Conservancy, helped convene the "Healthy Parks Healthy People: Bay Area" initiative in 2012. Bringing together more than 50 partners, including the Department, the program aims to improve the health and well-being of high health need residents through regular use and enjoyment of parks and public lands in nine Bay Area counties. The Institute hosts trainings and supports partners' programs, such as the "First Saturday" program. Currently available at 35 parks in the Bay Area, First Saturday programs provide free, welcoming, and culturally appropriate activities on the first Saturday of every month. The Institute and its partners are also working



to address related challenges, such as transportation and access, that are critical to the people/parks/health connection.

- InterTribal Sinkyone Wilderness Council, a consortium of 10 federally recognized tribes, has collaborated with the Department to expand and improve resource stewardship along California's North Coast.† The Council has advanced co-management of natural and cultural resources and ecosystem restoration, and increased recreational opportunities and cultural education within the Sinkyone Wilderness State Park and the adjacent InterTribal Sinkyone Wilderness. In partnership with the Department, the Council is developing public access trails on the InterTribal land that will link directly to the Lost Coast Trail in the state park.
- Anza-Borrego Foundation has supported Anza-Borrego Desert State Park since the 1960s. A primary focus of the Anza-Borrego Foundation is acquiring private land within and bordering

the park. When the park was created in the early 1930s, it was checker-boarded by thousands of acres of inholdings. Since then, the Anza-Borrego Foundation has acquired more than 52,000 acres of inholdings and other properties for addition to the park. It has also funded more than \$200,000 in research grants and provides educational and interpretive programs to more than 1,500 visitors a year. In addition, the Anza-Borrego Foundation partners with the Department to deliver live, interactive educational programs via videoconference to more than 8,500 students a year.

† Member tribes of the InterTribal Sinkyone Wilderness Council are: Cahto Tribe of Laytonville Rancheria; Coyote Valley Band of Pomo Indians; Hopland Band of Pomo Indians; Pinoleville Pomo Nation; Potter Valley Tribe; Redwood Valley Rancheria of Pomo Indians; Robinson Rancheria of Pomo Indians; Round Valley Indian Tribes; Scotts Valley Band of Pomo Indians; and Sherwood Rancheria Band of Pomo Indians.





PARKS FOR ALL

The breadth and diversity of California's parks provide boundless opportunities to enrich lives and communities in California and beyond. Park access for all Californians is a clear imperative that rests within the mission of state parks. Increased park visitation also yields additional benefits, including generating revenues to sustain parks, contributing to local economies, and expanding constituencies willing to advocate 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, and use by, 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 too is at the core of state parks' 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 our work that park visitors do not distinguish between jurisdictional boundaries when seeking outdoor experiences and that park visitors pay little heed to whether they are visiting a state, national, regional, or local park. 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 45

percent in 2040. "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. 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. These realities are foundational to how the system must adapt to serve California into the future, while also continuing to serve its historical, core constituency.

Our recommendations reflect these challenges while capturing a vision for a State Park System that is an essential component of an 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, and in integrating parks into the lives of Californians throughout the state. This role is fundamental and remains at the core of the Department's mission.

The Department's 1.6 million-acre system includes some of California's most valued natural resources and is integral to national, statewide, and regional networks of protected land. Soundly managing and restoring ecosystems, such as healthy and functioning forests, native grasslands, deserts, marshes, meadows, dunes, beaches, intertidal areas, 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. In particular, by providing essential refuge for diverse flora and fauna that will be significantly affected by climate change, parks play a critical role in addressing such impacts. Fark 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 and trends. Management of natural landscapes and wild areas needs to follow science-based best practices appropriate for each ecosystem and site.

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 the cultural resources overseen by the Department 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 state park properties and resources, the Department should strengthen its relationship with the tribes and further

[‡] 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.



collaborate with them. This should include enabling and encouraging revitalization of traditional cultural activities and the traditional use of cultural resources, as well as further developing a program to ensure the long-term protection and stewardship of ancestral cultural places and items held by the Department, including repatriation where appropriate.

Protection of natural and cultural resources also requires a community of Californians who care about them. The Department's education and interpretation programs must play an increasingly unifying role here, by connecting Californians to their shared heritage, attracting new visitors, and engaging young people.

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, nonprofit organizations, 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 the 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. 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. 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.
- Further develop the Department's science-based natural resource management program, including

[§] The governor, the Agency, and the Department have enacted policies that acknowledge the tribes' inherent sovereign authority and their unique relationship with California's natural and cultural resources, which call for consultation and coordination on issues that affect tribal communities, including, in the case of the Department, the protection and preservation of the California Indian heritage resources that are held in trust by the Department. (See Executive Order B-10-11; California Natural Resources Agency Tribal Consultation Policy; and Departmental Notice 2007-05. Additional information about the Department's policies is on its website at http://www.parks.ca.gov/?page_id=24654.)

inventorying and monitoring state park resources, developing appropriate management-oriented research, and working with other stakeholders to integrate and improve 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.
- 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 Californians 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.

Expanding park visitation requires a 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 urban areas. Generally, low-income areas are park poor and disproportionately comprise people of color, while park rich areas are located far from population centers. 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. 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, multi-lingual 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

[¶] This situation is discussed in Robert Garcia and Seth Strongin, Healthy Parks, Schools and Communities: Mapping Green Access and Equity for Southern California (2011); Robert Garcia, The George Butler Lecture: Social Justice and Leisure, 45(1) Journal of Leisure Research 7-22 (2013).

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 develop and implement a rigorous marketing strategy that drives toward this goal. In addition, parks require a workforce, partners, and vendors who reflect the racial/ethnic and 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 way for Parks California to 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 "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. Transit to Trails is a creative partnership between The City Project, Anahuak Youth Sports Association, and the National Park Service. 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.

Elevated park visitation numbers may mask 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, and cultural opportunities provided by parks through interpretation or environmental education programs. School-age visitors are especially important because children and teenagers enthusiastic about their park visits can 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 through enhanced interpretation and environmental education programs and park amenities that make park experiences relevant to park visitors.
- Improve transportation options to broaden park access, including initiating communications between park and transportation officials to determine how rail and bus resources can expand park access and expanding electric vehicle charging stations.
- Support creation of an integrated network of local, regional, state, tribal, 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.
- When available, use qualified local vendors who reflect California's racial/ethnic and cultural diversity.

ENGAGE YOUNGER GENERATIONS

The future of the State Park System depends on our ability to make young people aware of the value of parks and what they have to offer. Beyond this imperative, deep experiences with nature at a young age build confidence, promote good health, 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 not enough 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" do not go to parks.

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 foster lifelong commitments to nature and the value of a healthy environment. 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. By expanding the Department's partnerships with proven youth training and employment organizations such as the California Conservation Corps, local conservation corps, and the Student Conservation Association, the Department could efficiently advance this

goal. 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 with, care for, 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, 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. Low-income communities of color lacking adequate access to parks and safe outdoor recreation are particularly at risk for many of these chronic illnesses. 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. By addressing health disparities, state parks can contribute to a healthier society for all.

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. 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 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.



STATE PARKS IN YOUR NEIGHBORHOOD

People do not typically think of state parks in their neighborhood, but that has been happening in a real way through the Department's local assistance grants program. Propositions 12, 40, and 84, passed by voters between 2000 and 2006, included nearly \$2.2 billion for the Department to invest in local recreation projects throughout California. This funding includes a new program established by AB 31 (De León, 2008) to invest \$400 million of Proposition 84 funds towards park projects in park poor communities. Through the AB 31 grant program, the Department worked with cities, counties, local districts, and nonprofit organizations to award grants for 127 park projects (including over 100 new parks) across the state – from Eureka to El Centro. Through community-based planning, residents shaped these parks to meet the needs of their neighborhoods. These projects make a difference in people's day-to-day lives, and include:

- Mulcahy Park in the City of Tulare provides recreation space for neighborhood
 residents who previously had to travel several miles across town to access a
 park with a water feature. With \$1.1 million from the Department, the City of
 Tulare collaborated with the Tulare City School District and the community,
 to build a 10-acre park, complete with four sports fields, two large covered
 picnic shelters, and two shaded playground sets, as well as a large splash pad
 with geysers and water cannons where neighborhood children now seek relief
 from Tulare's hot summers.
- Latino Health Access used a \$3.5 million grant from the Department to transform an empty lot in the center of the City of Santa Ana, a highly urbanized, park-poor area, into a park with a 3,000 square foot community center. The Latino Health Access "Green Heart Families Park and Community Center" today provides gathering space for programs serving this primarily Latino neighborhood, ranging from nutrition, weight management, health and breast cancer awareness classes, to exercise classes, to domestic violence counseling. The park, with its basketball court and improved playground facilities, also gives children a safe place to play.
- The City of Paramount created a 9.5-acre fitness park, Salud Park, on land underneath power lines. This is not a typical park it does not include playground or picnic areas. Instead, this park was designed to meet the expressed fitness needs of this community, with a quarter-mile rubberized track, synthetic turf infield, decomposed granite walking path, natural turf field, exercise stations, and a sand volleyball court. The space was designed to provide residents access to exercise equipment usually found in a gym but without the expense.

Demand for park development funding like this far exceeds availability, with 900 applications requesting \$3 billion for park projects from the AB 31 grant program.

SECURE FUNDING FOR THE FUTURE

Annually, state parks draw approximately 68 million visitors 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. This economic activity supports 56,000 private sector jobs and contributes to the revenue of four out of every five California counties.

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. More recently, additional cuts were proposed when state revenues plunged.

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 thousands of historic buildings and objects, archeological sites, trails, and campsites. Today, the Department does not have sufficient funds for its ongoing maintenance let alone the backlog of deferred maintenance projects and capital outlay projects. In the past, bond funds have paid for capital projects, but those funds will be spent before the end of the decade.

First and foremost, the Department must maximize the effectiveness of the existing organization with current resources. Our 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. This 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 the best of these should be identified and taken to statewide scale, where appropriate. However, even with these effectiveness and revenue generation improvements, General Fund reductions and deferred maintenance have compromised the state's ability to manage and sustain the State Park System. Existing funding no longer guarantees the promise of the park vision to future generations.

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 determine what it should cost. We recommend the Department promptly 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 State Park System, as well as regional and local parks, to provide a seamless network of parks that provides access for all Californians and attracts visitors from around the world. Until this work is completed, additional funds must be sought 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.



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 also 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. Without a deliberate and extensive effort to transform the Department in the next two years, the rest of our plan is unlikely to be achieved, regardless of best intentions. Properly implemented and supported in this way, our plan will continue this administration's interests in a Department that is a receptive, flexible partner to other park systems, nonprofit organizations, and those who share this commitment to an integrated park system for the future. Our plan identifies

key, near-term actions that should be undertaken in the next two years to transform the Department, as well as a proposed set of additional steps for a transformed Department and partners to take in the years following to achieve the broader 2025 Park Vision.

This transformed Department will be positioned to advance the new parks paradigm embraced in our recommendations and enable realization of a modernized park system by 2025. We hope all who support parks will rally around our 2025 Park Vision as a guide post for our aspirations in the coming decade.

Our 2025 Park Vision is of a new park model that will reinvigorate the California park experience. Department staff will be engaged and highly effective, employing state-of-the-art processes, planning, and metrics for success, and park managers will have the tools and resources to succeed. The Department will play a stronger 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 inter-connected parks and landscapes across the state that are managed across jurisdictions for the common goal of long-term natural resource protection. All visitors will have access to this network of parks. Every community will have access to quality parks, 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 educational programs that make California's science, 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 that California is uniquely capable of accomplishing our recommendations and achieving this vision. 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 Park and Recreation Commission, appointed by three successive governors and served from 2000 to 2013, including seven years as chair.

Stephen Lockhart, MD, PhD. Dr. Lockhart is chief medical officer for Sutter Health. He serves on the boards of directors of NatureBridge, 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 boards of the Presidio Trust and the Student Conservation Association.

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 of Founders Investments Ltd., a private investment management company. He was founding chair of the Presidio Trust and served as chair of 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.

In addition, **Ken Wiseman** serves as Executive Director of the Parks Forward Initiative. He recently completed a term as Chair of the Board of Trustees of the California Ocean Science Trust, and is former Executive Director of the Marine Life Protection Act Initiative and former chair of the board of governors of the California Independent System Operator.

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 decimated old growth redwoods in certain locations. 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 the Department 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 new parks. By 1934, the system had grown to 49 parks, covering 300,000 acres, and serving 6 million 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. Governor 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. Governor 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, Governor Jerry Brown's Parks Director, Herbert Rhodes, spearheaded acquisitions of urban parks such as Candlestick Point State Recreation Area, expanding diversity of park visitation. Director 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, and 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 million 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, comprising 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, 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 the Department. 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 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:

TWO-YEAR IMPLEMENTATION PRIORITIES AND PROPOSED TEN-YEAR IMPLEMENTATION PLAN

TWO-YEAR IMPLEMENTATION PRIORITIES

This section sets forth those actions that need to be accomplished in the next two years to implement the Parks Forward Commission's highest priority recommendations and set the course for accomplishing the remaining recommendations as necessary to achieve the Parks Forward Commission's 2025 Park Vision.

1. Create dedicated Transformation Team to transform the Department's organizational structure and update the Department's outdated systems, processes, tools, and technology

Implementation Actions	Implementing Parties	Other Key Participants
Create a dedicated Transformation Team that reports to director of the Department and comprises qualified and experienced personnel from Department staff, state service, and external organizations	Natural Resources Agency, Department	
Provide sufficient authority to Transformation Team to enable it to undertake Department transformation	Natural Resources Agency, Department	Parks Forward Commission
Make available sufficient resources including dedicated staff, administrative and logistical support, external organizations, and private funding to facilitate the Transformation Team's work	Natural Resources Agency, Department	Private funders
Craft a plan including outcomes, a schedule, and metrics to assess progress	Transformation Team	Parks Forward Commission, Private funders
Conduct ongoing communication with Parks Forward Commission regarding status	Natural Resources Agency, Department, Transformation Team	
Engage and train qualified and diverse Department staff and help recruit new staff who will drive durable change and enable plan to succeed	Transformation Team	Department
Recommend changes to policies and processes to provide field leadership with expanded flexibility and authority within defined areas and standards	Transformation Team	Department
Implement state of the art systems, processes, and technology to enable transparent, accurate, complete, and accountable budgeting, planning, and project implementation	Department, Transformation Team	

Recommend specific actions to align and modernize accounting, budgeting, payment processing, personnel management, time reporting, financial reporting, and reservation systems	Transformation Team	Department
Develop plan to reduce backlog of maintenance needs	Department, Transformation Team	
Continue to refine processes for determining existing park unit costs	Department, Transformation Team	
Establish basic service and staffing	Department, Transformation Team	
Analyze actual maintenance costs (backlog and ongoing)	Department, Transformation Team	
Update strategy and targets to grow revenue	Department, Transformation Team	
Undertake analysis and identify recommended funding levels	Department, Transformation Team	
Create new reports and dashboards to allow for better service and outcome monitoring, communication flow, and decision making based on timely, accurate data	Transformation Team	Department
Train staff to efficiently use new systems	Transformation Team	Department
Examine Department's procurement rules and identify opportunities for removing impediments to modernization, efficiency, and accountability	Department, Transformation Team	
Implement structure within Department to work closely with public agencies, California Indian tribes, nonprofit organizations, businesses, volunteers, civic leaders, and other partners and provide the resources necessary to facilitate, develop, and manage partnerships	Department, Transformation Team	Park supporters, Parks California
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 Department to work effectively with partners	Department, Transformation Team	Park supporters, Parks California
Develop means of enabling Department to accept services, temporary staffing, resources, and projects developed by partners	Department, Transformation Team	Park supporters, Parks California

2. Open pathways to leadership for the most qualified employees

Implementation Actions	Implementing Parties	Other Key Participants
Work with California Department of Human Resources (CalHR) and State Personnel Board to update personnel policies, position classifications, qualifications, and training protocols	Department, Transformation Team	Natural Resources Agency, CalHR, State Personnel Board
Implement updated policies, classifications, qualifications, and protocols	Department, Transformation Team	
Establish a field management structure that provides equitable opportunities for all staff to gain mission-related expertise and supervisory experience	Transformation Team	Department
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	Transformation Team	Department
Recommend and implement changes to staff selection, evaluation, and training policies and procedures to ensure the Department employs staff who are skilled in core functions, adept at managing change, and responsive to the state's diverse and changing demographics	Transformation Team	Department
Develop and provide training to managers and superintendents without peace officer background on how to manage and work with peace officer and law enforcement functions	Department, Transformation Team	

3. Create Parks California

Implementation Actions	Implementing Parties	Other Key Participants
Create a 501(c)(3) nonprofit public benefit organization to provide financial, operational, and strategic support for the State Park System, as well as other organizations that manage or operate parks or other protected lands in California	Parks supporters	Natural Resources Agency, Department, Park supporters
Recruit board members who reflect California's demographic and geographic diversity, and have the ability to contribute or raise funds and expertise in a broad range of relevant functional areas	Parks California	Natural Resources Agency, Department, Park supporters, Parks Forward Commission
Craft a business plan identifying goals, measureable outcomes, staffing, budget, and fundraising targets	Parks California	Department, Park supporters, Parks Forward Commission, Private funders

Identify initial projects that focus on communications, targeted outreach and marketing, and improving access	Parks California	Department, Park supporters
Seek legislation to authorize state funding directly to Parks California so long as it maintains its primary mission of supporting California parks and protected lands	Parks California, Natural Resources Agency, Department	Park supporters

4. Prioritize necessary support to protect the system's natural and cultural resources

Implementation Actions	Implementing Parties	Other Key Participants
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, Park supporters, California Indian tribes, Universities
Expand and strengthen collaborative cultural resource management programs, including those focused on working with California Indian tribes and those related to adaptive reuse of historic buildings	Department	California Indian tribes, Historical societies
Implement pilot adaptive use and leasing projects for the Department's historic buildings to test new ways to enhance restoration and maintenance	Department	Historical societies

5. Expand park access for California's underserved communities and urban populations and engage California's younger generations

Implementation Actions	Implementing Parties	Other Key Participants
Take action to prioritize urban parks as a key component of the Department's mission	Department	Parks California
Adopt goal to have parks visitation reflect California demographic makeup within 10 years, and develop a plan for advancing that goal, with metrics and tools for measuring progress in achieving goal	Department, Parks California	Park supporters
Develop and implement plan for providing appropriate levels of wireless internet connectivity in appropriate state parks, including identification of appropriate state parks, locations within state parks, and third-party providers	Department	Third-party internet providers

Develop user-friendly digital information and "trip planner" tools that identify important park and "trip planner" information for users, including trails, bike routes, picnic sites, overnight accommodations, parking, recreational amenities, events, and transportation options	Department, Parks California	Private funders, Federal, state, and local public agencies, Park supporters
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	Parks California
Develop and commence implementation of a marketing plan for reaching potential new park visitors that includes communications strategies, target audiences, messaging, goals, and metrics	Department, Transformation Team	Marketing Consultant
Continue implementation and refinement of a marketing plan for reaching potential new park visitors; track progress against goals for identifying and reaching potential new park visitors	Department, Transformation Team	
Complete one pilot cabin project in 2015	Department, Park supporters	Private funders
Develop a long-term plan for expanding lodging options in state parks to meet projected demand in a way consistent with protecting natural and cultural resources and landscapes, including identifying partners for future projects, and setting goals (locations, timelines, and numbers) for installing new lodging options	Department, Parks California, Park supporters	Private funders

6. Establish a stable funding structure for California parks

Implementation Actions	Implementing Parties	Other Key Participants
Advance efficient operations, increased revenue generation, and ongoing General Fund support for Department	Natural Resources Agency, Department	
Develop dedicated source of public funding for California parks and protected lands	Administration, Park supporters	

PROPOSED TEN-YEAR IMPLEMENTATION PLAN

While implementation of the highest priority recommendations above is key to setting a course for achieving the 2025 Park Vision, a sustained implementation effort through 2025 will be just as critical. This section sets forth a proposed set of additional implementation actions that a transformed Department, working with partners, could implement through 2025 to achieve the 2025 Park Vision. These implementation tasks, together with those above, reflect a full universe of projects, programs, and system improvements for fully achieving all of the recommendations set forth in this plan.

THE TRANSFORMATION OF CALIFORNIA PARKS

Implementation Actions	Implementing Parties	Other Key Participants
Recruit, train, and retain diverse workforce	Department	
Continue implementation of updated policies, classifications, qualifications, and training protocols	Department	
Continue implementation of plan and direction set by Transformation Team for modernizing systems and resource and asset prioritization; annually assess progress against goals set by Transformation Team; post findings on Department website	Natural Resources Agency, Department	

STATE PARKS CANNOT DO IT ALONE

Implementation Actions	Implementing Parties	Other Key Participants
Continue to implement structure and processes to engage partners	Department	Park supporters, Parks California
Raise funds and implement projects to advance Department's mission and those of other nonprofits supporting parks and protected land throughout the state	Parks California	Natural Resources Agency, Department, Park supporters

PARKS FOR ALL: Protect Natural Resources

Implementation Actions	Implementing Parties	Other Key Participants
Undertake collaborative planning and management, including specific partnership projects; collaboration may take the form of creating a natural resource management advisory panel	Department, Parks California	Federal, state, and local public agencies, Park supporters, California Indian tribes
Participate in California's overall climate change work, including research and adaptation strategy development and planning	Natural Resources Agency, Department	Other state agencies involved in climate change strategy and planning
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, Park supporters, California Indian tribes
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, Universities (including UCNRS)
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 and trends	Department	Universities, Park supporters, California Indian tribes, and the public
Identify and acquire 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, Park supporters, California Indian tribes

PARKS FOR ALL: Protect Cultural Resources

Implementation Actions	Implementing Parties	Other Key Participants
Develop and implement an engagement strategy for cultural and historic resource partners to create projects and programs that improve resource protection and opportunities for sharing resources with the public	Department	
Develop 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 further develop the Department's 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

Facilitate adaptive use and community preservation 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, Parks California	Park supporters
Create and implement an internal financing tool for restoration and adaptive reuse projects, such as a revolving fund	Department	
Identify top candidates from the 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	Historical societies
Identify and acquire additional important cultural and historical resources for protection and stewardship	Department	Other public agencies, California Indian tribes, Universities, Museums, Park supporters

PARKS FOR ALL: Expand Access to Parks – Access in underserved and urban areas

Implementation Actions	Implementing Parties	Other Key Participants
Develop, and update bi-annually, a "Park Equity Report Card" tool for use in identifying geographical and demographic attributes of parks users and parks visited to measure progress of meeting goal of having parks visitation track California demographic makeup; post results to Department website and social media	Department, Parks California	Park supporters
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, Parks California	
Develop 2-3 pilot urban park projects in park poor areas to test new models and refine best practices for park planning, design, development, and operation that involve active engagement of local communities served and ensure park amenities and programming that serve local communities	Department, Parks California, Park supporters	Federal, state, and local public agencies, Private funders
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, Parks California	Park supporters

PARKS FOR ALL: Expand Access to Parks – Transportation Options

Implementation Actions	Implementing Parties	Other Key Participants
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, Parks California, Regional parks	Transportation providers, Park supporters, Private funders
Commence dialogue among park and transit officials to coordinate park transit strategies, goals, and projects	Department, Parks California, Regional parks, Transportation providers	
Assess pilot transportation projects and develop plan for continuing, refining, and expanding transportation projects that have proven successful	Department, Parks California	Transportation providers, Park supporters

PARKS FOR ALL: Expand Access to Parks – Communications, Marketing, and Recruitment

Implementation Actions	Implementing Parties	Other Key Participants
Recruit and train a more diverse set of park professionals who reflect California's cultural diversity by targeting recruitment of volunteers, interns, and staff from diverse California communities and setting goals and metrics for recruitment	Department	Parks California
Design and implement professional park training and mentoring program building on successful models	Parks California	Department
Identify 2-3 projects to demonstrate models for improving the visitor experience through coordinated park operations, programming, interpretation, and facilities with other park providers	Department	Parks California, Federal, state, and local public agencies, Park supporters
Annually assess progress against goals for increasing number and diversity of visitors	Department	Parks California
Annually assess progress against recruitment goals	Department	Parks California
Develop partner training and mentoring processes to ensure consistency in quality of project amenities, service levels, and maintenance	Department	Parks California

PARKS FOR ALL: Expand Access to Parks - Overnight Lodging

Implementation Actions	Implementing Parties	Other Key Participants
Evaluate pilot cabin project (process and operations), identify and implement efficiency improvements for future projects, and assess future demand including numbers (reservations and vacancies), revenues, and costs, types of lodging, and locations.	Department, Parks California, Park supporters	
Implement plan for expanding lodging options in state parks to meet projected demand	Department, Park supporters	Private funders
Create mechanisms for coordinating ongoing operations and natural resources stewardship	Department, Park supporters	

PARKS FOR ALL: Engage Younger Generations

Implementation Actions	Implementing Parties	Other Key Participants
Expand and strengthen educational, interpretive, and outdoor recreational park programming, amenities, and facilities for younger generations, with focus on proven Department educational programs	Department, Parks California	Schools, Park supporters, Private funders
Define specific goals, 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 audiences served as well as sustainability of programs, amenities, and facilities	Department, Parks California	Park supporters
Develop and implement tools for assessing success of younger generation educational and outdoor recreation programming and amenities	Department, Parks California	Park supporters
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, Parks California	Park supporters, Universities, California Conservation Corps and local conservation corps
Annually assess progress against goals for reaching younger generations through programs, facilities, and amenities	Department, Parks California	

PARKS FOR ALL: Promote Healthy Lifestyles and Communities

Implementation Actions	Implementing Parties	Other Key Participants
Using census and GIS data, identify the best locations for pilot health-related park projects	Department, Parks California, Healthcare providers	
Plan, design, and implement 2-3 pilot health-related projects	Department, Parks California, Healthcare providers	Park supporters, Private funders
Develop tools, programs, and projects for communicating health benefits associated with parks and outdoor recreation	Department, Parks California, Healthcare providers	
Develop pilot projects that provide incentives for healthy behavior, including "park prescriptions" which are directives from healthcare professionals to patients to engage in outdoor recreation activities to improve health conditions	Department, Parks California, Healthcare providers	
Create a mosaic of resources that connect public health departments and healthcare systems with parks	Department, Public park providers, Public health departments, Healthcare providers	Parks California
Create materials and means to communicate the health benefits of outdoor activities	Department, Public park providers, Public health departments, Healthcare providers	Parks California
Create and adopt standards, guidelines, tools, and resources to ensure healthy food options in parks	Department	Parks California, Park supporters
Consider replicating a system like the National Park Service "Healthy and Sustainable Food Program"	Department	Parks California, Park supporters
Develop more sophisticated tools and metrics for measuring how park users reduce healthcare costs and improve public health as relates to both pilot projects and park use more broadly	Department, Healthcare providers, Universities	
Expand health-related special events in parks, including performing arts, sporting, and healthy food events	Department, Parks California	Federal, state, and local public agencies, Park supporters

DEDICATED FUNDING FOR THE FUTURE

Implementation Actions	Implementing Parties	Other Key Participants
Ensure sufficient ongoing investments in Department and statewide for parks and protected lands to ensure California's current and future needs	Administration, Legislature	Parks California, Park supporters



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