

California State Parks
Off-Highway Motor Vehicle Recreation Division

Strategic Plan

2009



**California State Parks
Off-Highway Motor Vehicle Recreation Division**

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2009

Off-Highway
Motor Vehicle
Recreation Division

Executive Summary

Message from the Deputy Director

As we move into the 21st Century, the challenges to provide off-highway motor vehicle recreation, protect and restore precious natural and cultural resources, and embrace emerging technologies, are immense. It is important for everyone to have the opportunity to enjoy California's diverse and spectacular public lands, but to do so in a responsible manner, allowing our grandchildren and their children to enjoy them as we have.



Oceano Dunes SVRA

With a growing population of participants, a reduction of areas available for use, and dwindling resources, the challenges and opportunities for California State Parks, Off-Highway Motor Vehicle Recreation (OHMVR) Program have reached an historic crossroad. This Strategic Plan (Plan) provides guidance to the OHMVR Division on a strategic approach for administering a recreation portfolio. That portfolio ranges from management of eight state vehicular recreation areas (SVRAs) to a state-wide financial assistance program that provides off-highway vehicle-related activities including law enforcement, operations and management, education, environmental protection, and repair and restoration on local and federal lands.

The Strategic Plan reaffirms a commitment to protecting California's unique natural areas by providing for well managed off-highway vehicle (OHV) recreation. This Plan seeks to actively engage the public in helping to achieve its goals through multiple approaches, including providing transparency in

program management and providing opportunities for children to connect with the natural environment.

Recent legislation, which extended the OHMVR Program through 2018 and provided for additional funding, has created many new opportunities to invest in the future, including promoting development of new, green technologies.

The Plan responds to the increasing pressures on existing OHV areas and the closure of many areas formerly open to OHV recreation by directing careful management on remaining lands to assure access to quality OHV recreational experiences, while maintaining the highest standards of sustainability and environmental protection. The Plan also promotes development of additional OHV areas to meet the growing demand for OHV recreation, and seeks to gain widespread support from the public for such efforts by soundly managing existing opportunities.



Introduction

The founding legislation and subsequent revisions, authorizes and directs California State Parks to implement and administer a program to manage and enhance off-highway motor vehicle recreational uses, and motorized off-highway access to non-motorized recreation (Public Resources Code Sections 5090.01 et seq.)

California State Parks is charged with administering the State's OHMVR Program to provide high quality OHV recreation opportunities and address the effects inherent with those activities. The OHMVR Program is carried out through two basic components. The first is a system of eight SVRAs. These provide motorized recreational activities on approximately 120,000 acres of State Parks' owned and managed lands dedicated to OHV recreation and related uses. Units are managed to ensure public safety, protect sensitive natural and cultural resources, and mitigate conflicts between various stakeholders.

The second component is a grant program providing financial assistance to local and federal agencies as well as Native American Tribes, non-profits, and educational institutions. Along with the SVRAs, OHV opportunities on federal and other lands are an essential element of the OHMVR Program. This critical financial assistance enables other agencies to implement sustainable, environmentally responsible OHV programs that maintain OHV recreational opportunity. Funds are also available to counties and other local communities affected by OHV uses and impacts, including trespass, noise, and other nuisances, that require regulatory action, education, and law enforcement.

In addition to providing financial assistance to other agencies, the Division works cooperatively with them to understand their unique programs and administrative requirements, and to help find management solutions to OHV uses that are compatible with the various programs. The Division also assists in providing technical



Hollister Hills SVRA

assistance for concerns such as trail maintenance, soil conservation, environmental best management practices, law enforcement, education, planning, development, and operation of areas for OHV use throughout California. A

primary goal is to enhance the capacity of everyone involved with OHV recreation, to work in concert to provide and maintain quality management programs.

Managing OHV Lands

Managing lands for a wide variety of OHV recreational use is a complex undertaking. Sound management requires implementing a wide array of actions, including:

- ✓ Maintaining trails and areas that provide interesting, safe, and environmentally compatible places for the public to recreate;
- ✓ Conserving and protecting natural and cultural resources by applying soil conservation standards and other best management practices in order to sustain lands for future OHV recreation;
- ✓ Educating the public and program administrators in safe and environmentally responsible OHV use and land management;
- ✓ Developing an appropriate regulatory framework to govern OHV uses and effects;
- ✓ Supporting appropriate levels of law enforcement to respond to illegal OHV activity and facilitate safe and environmentally responsible OHV use; and
- ✓ Restoring sensitive ecological areas that have been impacted and damaged by OHV use.



Guiding Principles

- ✓ Sustainability
- ✓ Transparency in Decision Making
- ✓ Working with Partners and Volunteers
- ✓ Considering the Needs and Concerns of Stakeholders
- ✓ Sound Data for Management Decision Making

Guiding Principles and Strategic Themes

Based on an assessment of external and internal trends the Division identified five guiding principles and four strategic themes to guide the development of goals and objectives.

Guiding Principles

- ✓ **Sustainability:** We must manage lands and resources in such a way that they will be available for the enjoyment of many generations of Californians to come.
- ✓ **Transparency in Decision Making:** Restoring public trust in the administration of the OHMVR Program depends upon people understanding the reasons behind decisions made by Program managers.
- ✓ **Working with Partners and Volunteers:** Meeting OHMVR Program goals is far too complex an undertaking to attempt without the assistance of numerous related agencies, and participation from individuals and volunteer organizations.
- ✓ **Considering the Needs and Concerns of Stakeholders:** The OHMVR Program will only be relevant to the degree to which it responds to the needs and concerns of those who are most invested in the success of the OHMVR Program.
- ✓ **Sound Data for Management Decision Making:** In an era of diminishing opportunities, there is little room for mistakes. Commitment of resources and management actions must be based on the best available information to ensure success.



Heber Dunes SVRA

“The OHMVR Program will ... provide educational programs which teach appreciation of nature and the outdoors.”

Strategic Themes

- ✓ Emphasize the Basics
- ✓ The Greening of OHV Recreation
- ✓ Improving Technology
- ✓ The New Gateway

Strategic Themes

- ✓ **Emphasize the Basics:** Maintaining existing OHV areas in good condition and preventing environmental damage are central to the success of the OHMVR Program.
- ✓ **The Greening of OHV Recreation:** New technologies are becoming available which present opportunities for OHV recreation to be managed in ways that significantly reduce impacts to the environment.
- ✓ **Improving Technology:** New vehicles now available are far more capable than those sold in the past. The OHMVR Program must respond to these improvements in technology by providing facilities appropriate for more capable vehicles.
- ✓ **The New Gateway:** The OHMVR Program will take advantage of the opportunity presented by the presence of large numbers of young people and non-traditional user groups in OHV recreation areas by providing educational programs which teach appreciation of nature and the outdoors.



Clay Pit SVRA

OHMVR Program Goals

- ✓ Sustain Existing Opportunity
- ✓ Increase OHV Opportunity
- ✓ Staff Development
- ✓ Develop an Informed and Educated Community
- ✓ Cooperative Relationships
- ✓ Informed Decision Making



Carnegie SVRA

Framework

The Plan provides a framework of six goals that advance the OHMVR Program.

In the almost four decades since its inception, the OHMVR Program has made significant progress in providing funding assistance and improving the management response to OHV uses in both SVRAs and lands managed by federal and local agencies. Nevertheless, much remains to be done.

The goals focus the Division on ways to achieve its vision for the OHMVR Program. These goals will be used by the Division, in collaboration with its stakeholders, customers, and other agencies, to develop and manage work plans and projects.





Ocotillo Wells SVRA

- ✓ **GOAL 1 - Sustain Existing Opportunity:** Protect, preserve, and enhance existing OHV opportunities in a manner that ensures well managed, interesting, and high quality experiences, and address the environmental impacts that may be associated with those activities.
- ✓ **GOAL 2 - Increase OHV Opportunity:** Add new OHV opportunities where appropriate and needed to replace loss of existing opportunities and respond to changing and future demand.
- ✓ **GOAL 3 - Staff Development:** Enhance the abilities of Program managers and staff dedicated to the development, management, and implementation of the OHMVR Program.
- ✓ **GOAL 4 - Develop an Informed and Educated Community:** Achieve a highly informed and educated community associated with OHV recreational activities, dedicated to safe and lawful OHV operation and responsible environmental stewardship.
- ✓ **GOAL 5 - Cooperative Relationships:** Establish and maintain productive relationships between individuals, organizations, industry, and government agencies to cooperatively identify problems and develop and implement solutions to advance the Mission and Goals of the OHMVR Program.
- ✓ **GOAL 6 - Informed Decision Making:** Improve the quality, quantity, and accessibility of information needed to support sound decision making, transparency of administration, and communication with the interrelated groups interested in, and associated with, the OHMVR Program.



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Vision Statement

The OHMVR Division will assure ongoing access to a wide variety of high quality OHV recreational opportunities through our commitment to prudent resource management, outdoor recreation, community education and environmental stewardship.



Hungry Valley SVRA

OHMVR Program Description

Background

California State Parks, Off-Highway Motor Vehicle Recreation (OHMVR) Division (Division), administers the OHMVR Program. Launched in 1971 by two state legislators “off-roader” Gene Chappie, and “environmentalist” Ed Z’berg, the forward thinking Chappie-Z’berg Off-Highway Motor Vehicle Law of 1971 established a template for managed OHV recreation. The OHMVR Program sought to manage an increasingly popular and rapidly growing motorized off-highway recreational use.

The Chappie-Z’berg Law was founded on the principle that managed OHV use was better for the environment than unmanaged activity. The Law required maintenance and oversight to allow for sustainable OHV use consistent with good environmental stewardship.

The Law also provided that existing OHV areas be expanded and managed for long-term use. Another OHMVR Program component supported motorized off-highway access to non-motorized recreation opportunities. Finally, the founding legislation required the OHMVR Program be given equal priority with other programs in State Parks.

Since passage of the original Chappie-Z’berg Law in 1971, additional laws have been passed in California affecting OHV recreation. Numerous related federal actions have also affected OHMVR Program management. In 1982, the California Legislature created a separate division of California State Parks, the OHMVR Division, which administers the OHMVR Program today. The Division was charged with



Mission Statement

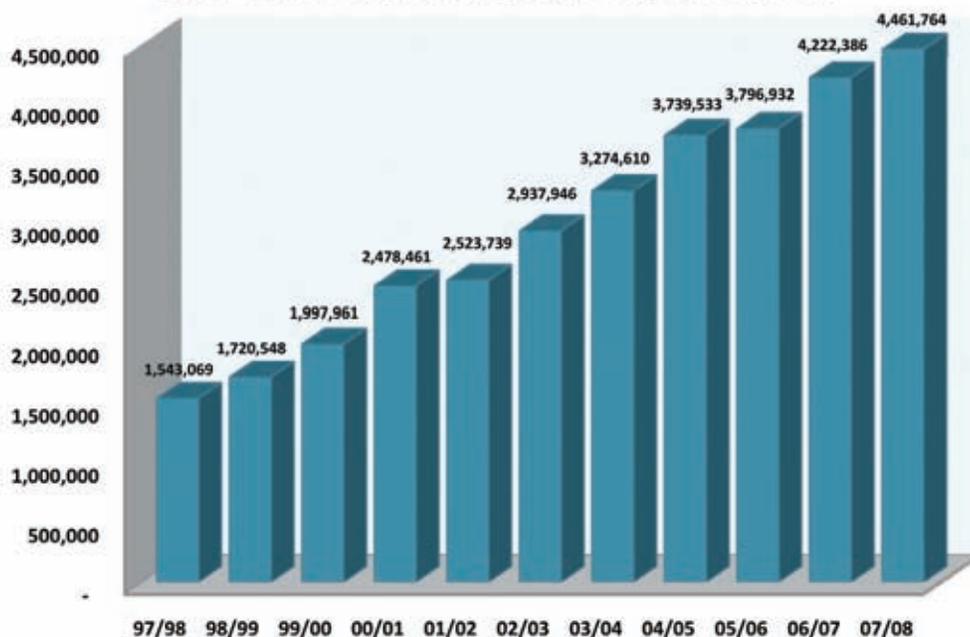
The mission of the Off-Highway Motor Vehicle Recreation (OHMVR) Division is to provide leadership statewide in the area of off-highway vehicle (OHV) recreation; to acquire, develop, and operate state-owned vehicular recreation areas; and to otherwise provide for a statewide system of managed OHV recreational opportunities through funding to other public agencies. The OHMVR Division works to ensure quality recreational opportunities remain available for future generations by providing for education, conservation, and enforcement efforts that balance OHV recreation impacts with programs that conserve and protect cultural and natural resources.

direct management of the OHMVR Program. The 1982 law also created an OHMVR Commission (Commission) to allow public input and provide policy guidelines for the OHMVR Program. Certain aspects, such as the way in which funding is allocated, and the roles and the responsibilities of the Commission, have changed over time. The OHMVR Act of 2003 can be found at California Public Resources Code

(PRC) Section 5090.01 et seq., and the Chappie-Z'berg Off-Highway Motor Vehicle Law of 1971 is found in the California Vehicle Code (CVC) Section 38000 et seq.

Despite these legislative changes, even today, the original intent of managed, environmentally responsible and sustainable OHV use continues to be the primary goal of the OHMVR Program.

1997-2008 SVRA Attendance by Fiscal Year





Administration

OHMVR Program funding is directly generated by the recreational community it serves. Funding comes primarily from three sources: an allocation of gasoline taxes associated from fuel burned while recreating off-highway; green and red sticker fees; and entrance fees generated at the State Vehicular Recreation Areas (SVRAs). The OHMVR Program is carried out through the advisory oversight activities of the Commission and the administrative efforts of the Division under the direction of the Deputy Director.

Off-Highway Motor Vehicle Recreation Commission

The OHMVR Act provides for a nine member Commission consisting of five members appointed by the Governor, two by the Senate Committee on Rules, and two appointed by the Speaker of the Assembly with the following duties and responsibilities:

- ✓ Be fully informed regarding all governmental activities affecting the OHMVR Program.

- ✓ Meet at least four times per year at various locations throughout the state to receive comments on the implementation of the OHMVR Program. Establish an annual calendar of proposed meetings at the beginning of each calendar year. The meetings shall include a public meeting, before the beginning of each Grants Program cycle, to collect public input concerning the OHMVR Program, recommendations for program improvements, and specific project needs for the system.
- ✓ Hold a public hearing to receive public comment regarding any proposed substantial acquisition or development project at a location in close geographic proximity to the project, unless a hearing consistent with federal law or regulation has already been held regarding the project.
- ✓ Consider, upon the request of any owner or tenant, whose property is in the vicinity of any land in the system, any alleged adverse impacts occurring on



Commissioners (from L to R)

Brad Franklin, Mark McMillin, Gary Willard, Paul Slavik, Kane Silverberg, Eric Lueder, and Stan Van Velsor

that person's property from the operation of OHVs and recommend to the Division suitable measures for the prevention of any adverse impact determined by the Commission to be occurring, and suitable measures for the restoration of adversely impacted property.

- ✓ Review and comment annually to the director on the proposed budget of expenditures from the OHV Trust Fund.
- ✓ Review all plans for new and expanded local and regional vehicle recreation areas that have applied for grant funds.
- ✓ Review and comment on the Strategic Plan (Plan) developed by the Division pursuant to PRC Section 5090.32.
- ✓ Prepare and submit a program report to the Governor, the Assembly Water, Parks, and Wildlife Committee, the Senate

Committee on Natural Resources and Water, and the Committee on Appropriations of each house on or before January 1, 2011, and every three years thereafter. The report shall be adopted by the Commission after discussing the contents.

- ✓ Additionally, the Commission approves general plans and amendments to general plans for the SVRAs pursuant to PRC Sections 5002.2 and 5090.15(c).

Deputy Director

The Division is administered by a Deputy Director appointed by the Governor who is responsible for directing and managing the OHMVR Program. The Deputy Director oversees the functions of the Division, which include the following:

- ✓ Plan, acquire, develop, conserve, and restore lands in the SVRAs.

Wildflowers in the SVRAs



Phacelia



Giant Blazing Star



California Poppy



- ✓ Direct management, maintenance, administration, and operation of lands in the SVRAs.
- ✓ Provide for law enforcement and other appropriate public safety activities.
- ✓ Implement of all aspects of the OHMVR Program.
- ✓ Ensure OHMVR Program compliance with the California Environmental Quality Act (CEQA).
- ✓ Provide staff assistance to the Commission.
- ✓ Prepare and implement plans for lands in, or proposed to be included in, SVRAs.
- ✓ Conduct, or cause to be conducted, surveys, and prepare, or cause to be prepared, studies that are necessary or desirable for implementing the OHMVR Program.
- ✓ Recruit and utilize volunteers to further the objectives of the OHMVR Program.
- ✓ Prepare and coordinate safety and education programs.
- ✓ Provide for the enforcement of Division 16.5 (commencing with Section 38000) of the CVC and other laws regulating the use or equipment of OHVs in all areas acquired, maintained, or operated by funds from the OHV Trust Fund; however, the Department of the California Highway Patrol (CHP) shall have responsibility for enforcement on highways.



Snowy Plover

State Vehicular Recreation Areas



Program Areas

- ✓ State Vehicular Recreation Areas
- ✓ Grants and Cooperative Agreements
- ✓ Education
- ✓ Public Safety
- ✓ Environmental Sciences
- ✓ Cultural Resources
- ✓ Planning and Acquisition
- ✓ Marketing and Outreach
- ✓ Winter Recreation



Program Areas

Under the direction of the Deputy Director and Division Chief, the Division is organized into a number of program areas.

State Vehicular Recreation Areas

The Division administers five Districts, encompassing eight SVRAs, throughout the state. Each District is managed by a District Superintendent, responsible for overseeing four core programs: Visitor Services, Cultural and Environmental Resource Services, Technical Services, and Administration Services. Within each of these core programs are the basic services provided by the SVRAs.

SVRAs provide a critically important recreational opportunity for the OHMVR Program. A primary purpose of the OHMVR Program, from its inception, was to enhance and enlarge the existing system to manage lands for OHV recreation in an ecologically balanced manner according to the management standards established for the OHMVR Program (PRC Section 5090.02). SVRAs are established to

provide the fullest public use for OHV recreation and to implement sound environmental programs to protect, preserve, and sustain the lands for future generations of OHV recreational use (PRC Section 5090.43). In addition, the Division recognizes cultural resources are non-renewable. To preserve and protect the more than 1,100 cultural resources located in the SVRAs, the Division employs archaeologists to inventory and record these resources.

The dedicated purpose for the SVRAs makes them unique in the OHMVR Program. Although federal lands provide a larger geographic area of OHV opportunity, SVRAs are dedicated to providing OHV recreation and, thus, OHV customers at SVRAs do not compete or conflict with other forms of recreation, or with other resource uses, such as energy, forest management, or mineral extraction. Because SVRAs are on lands dedicated to OHV use, they provide a model for land management focused on that purpose, allowing maintenance, land use planning, environmental resource protection,

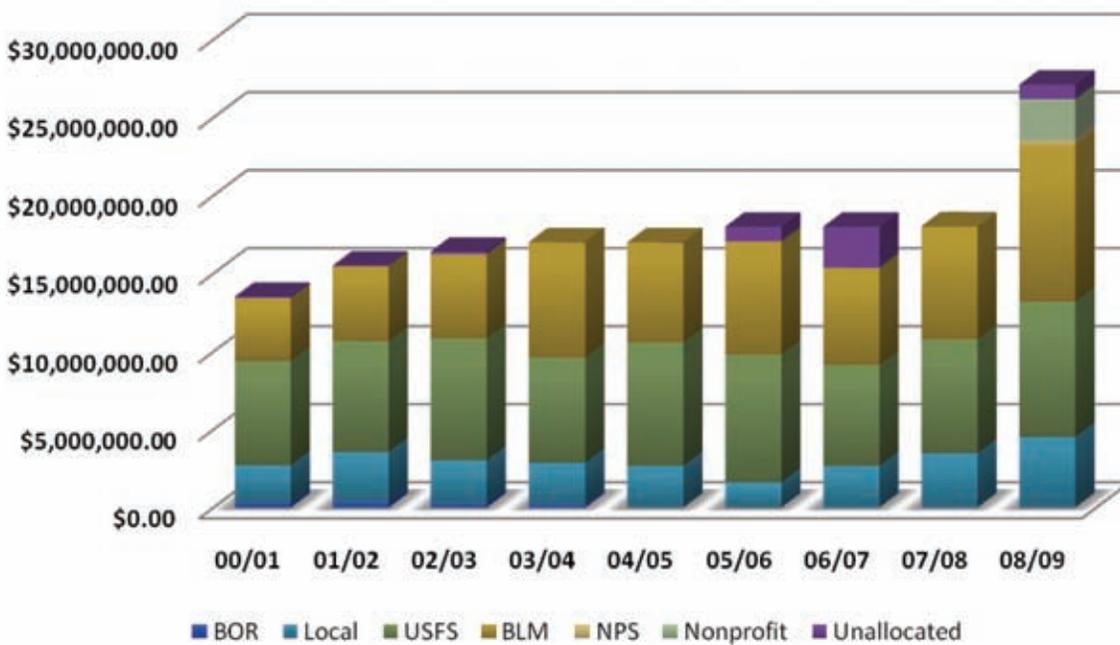
regulation, and enforcement to be effective and efficient. Conflicts with surrounding land uses can also be better managed through collaboration with local land use planning. SVRAs provide a legal place where people can recreate, thus reducing the incidents of illegal OHV use in areas not appropriate for such use.

Grants and Cooperative Agreements

To achieve the various goals and mandates of the OHMVR Program, the Division makes

grants and cooperative agreements available to local, state, and federal entities, Native American tribes, educational institutions, and eligible non-profit organizations through the Grants Program. Division staff ensures the appropriate use of these funds and monitors projects for OHMVR Program compliance. Staff also works with, and provides technical assistance to, the various entities to identify appropriate projects for future funding, help identify solutions to OHV related issues, and provide training to assist with the grant application process.

2000-2009 Grants Funding by Fiscal Year



	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08	08/09
BOR	\$354	\$396	\$300	\$240	\$0	\$0	\$0	\$0	\$0
Local	\$2,352	\$3,156	\$2,720	\$2,629	\$2,664	\$1,604	\$2,663	\$3,462	\$4,512
USFS	\$6,669	\$7,118	\$7,818	\$6,755	\$7,908	\$8,199	\$6,477	\$7,322	\$8,682
BLM	\$4,046	\$4,793	\$5,396	\$7,376	\$6,428	\$7,243	\$6,220	\$7,216	\$10,052
NPS	N/A	\$271							
Nonpro.	N/A	\$2,662							
Unal.	\$78	\$36	\$165	\$0	\$0	\$951	\$2,638	\$0	\$921
Budg.	\$13,500	\$15,500	\$16,400	\$17,000	\$17,000	\$18,000	\$18,000	\$18,000	\$27,100

Dollar amounts are all represented in thousands.



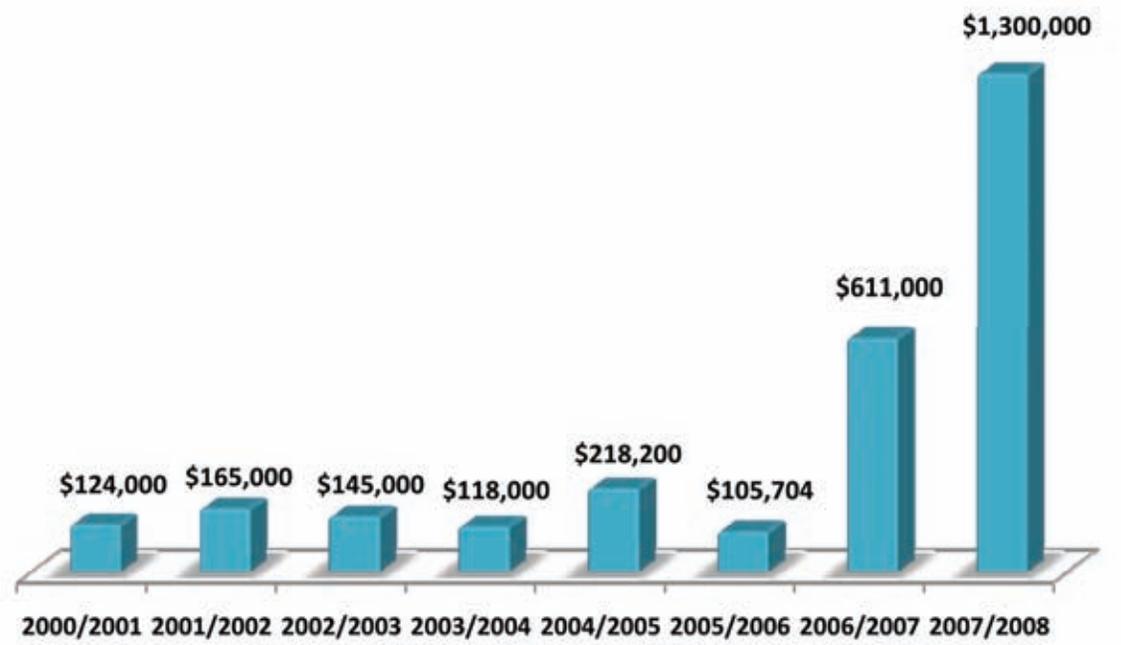
Education

The Division provides education, training, and information to promote safe and environmentally responsible OHV recreation. These objectives are also accomplished by developing and distributing educational materials and by providing guidance and support to agencies and organizations engaged in promoting sound and progressive management.

Public Safety

The Public Safety Program provides statewide leadership in OHV-related public safety. Staff members from the Public Safety Program advise and assist the SVRAs and other organizations providing public safety services related to OHV recreation including public safety educational efforts. They also coordinate with, and provide training for, law enforcement agencies throughout the state

2000-2009 Education and Safety Grant Funding





regarding consistent implementation of OHV laws. Public Safety Program staff members meet with law enforcement agencies and other stakeholders around the state to identify issues, encourage cooperation, and facilitate solutions. They also review law enforcement grants and grant applications, and provide technical assistance and expertise to the Administration and the Legislature for legislation pertaining to OHV recreation.

Environmental Sciences

The Division is mandated to ensure OHV recreational areas are managed for long-term environmental sustainability, and to comply with applicable environmental laws, guidelines, and regulations. Environmental sciences staff members continually monitor conditions in the SVRAs and develop and implement sound resource management practices. Responsibilities include monitoring the condition of



Tarantula



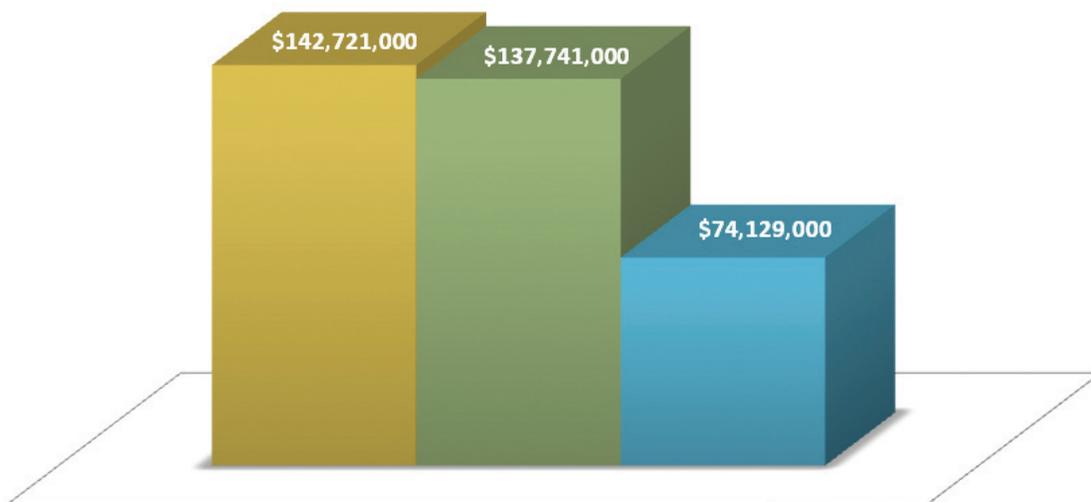
Desert Hairy Scorpion



Flat-Tailed Horned Lizard

1974-2009 Total Grant Funding

■ BLM ■ USFS ■ Local





Carnegie SVRA - Archaeological Site

soils and wildlife habitat, habitat restoration, and project planning and assessment for compliance with applicable laws such as CEQA, NEPA, state and federal Endangered Species Acts, California Fish and Game Code, and clean air and water mandates. Adaptive management techniques are incorporated into on site management activities within the SVRAs. Activities also include reviewing and monitoring grant and cooperative agreement funded projects, and providing expertise and assistance to grantees and other providers of OHV recreation throughout the state.

Cultural Resources

To preserve and protect the many pre-historic and historic cultural resources located throughout the SVRAs, the Division employs cultural resource specialists to inventory, record, and monitor these non-renewable assets. Cultural resource specialists work directly with SVRA managers to ensure such sites and values are protected on an ongoing basis. These specialists ensure Division compliance with

state and federal cultural resources protection mandates, such as the federal Antiquities Act and PRC Section 5024.

Planning and Acquisition

Planning staff members work with specialists from a variety of disciplines, as well as members of the public through workshops and other public forums, in developing short, medium, and long range plans designed to ensure efficient implementation of the OHMVR Program. Among these plans are Unit General Plans, Road and Trail Plans, Acquisition and Development Plans, and the Division Strategic Plan. They also track the progress of various plans, and complete reports and provide updates for distribution to the Deputy Director, Commission, and other governmental entities as required by statute.

Marketing and Outreach

The Marketing and Outreach Program plays a vital role in the Division by promoting widespread understanding

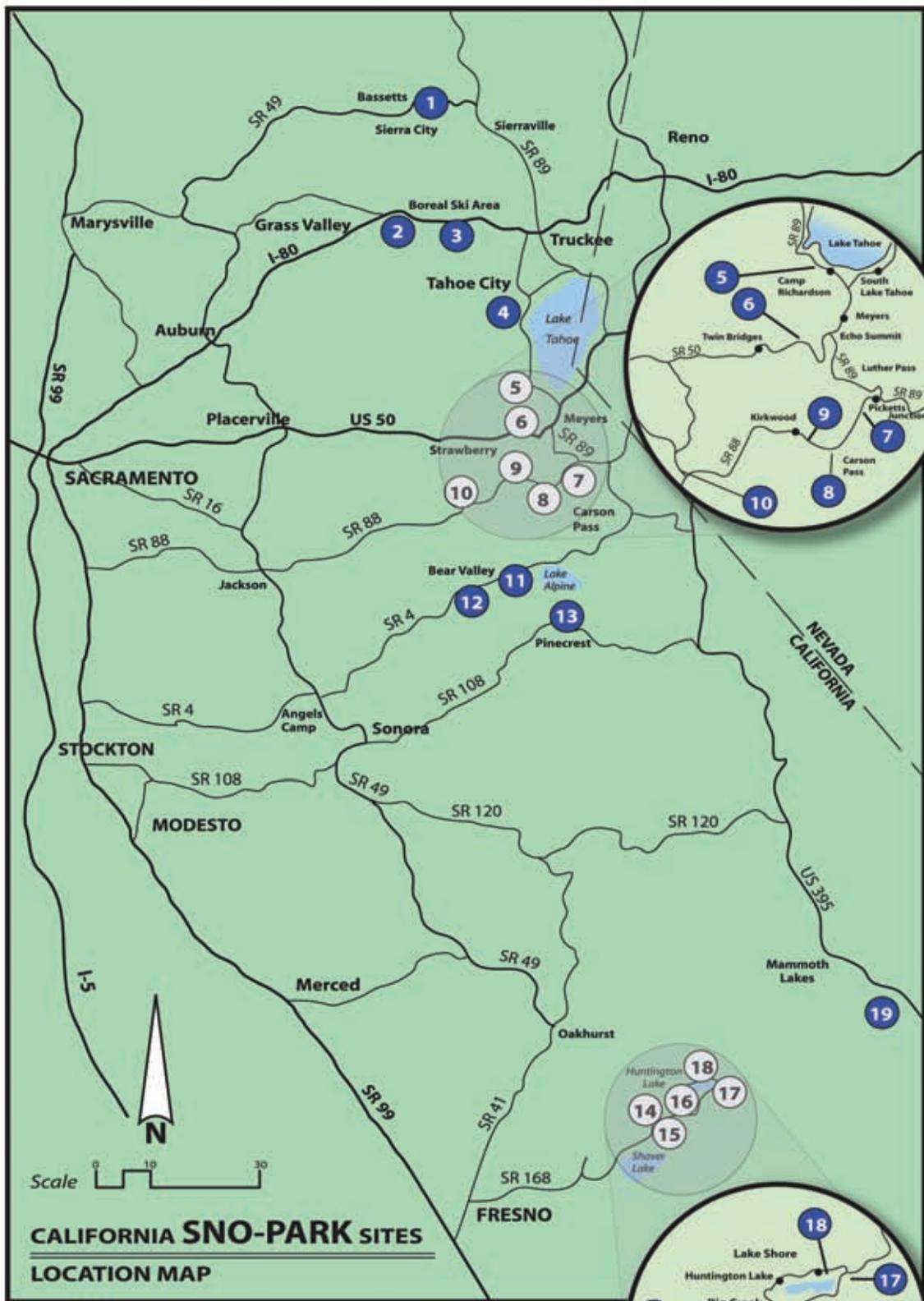


Beach Play Day

regarding the OHMVR Program and its mission of providing for a sustainable system of OHV areas. This allows the Division to effectively address issues such as environmental protection and safe and appropriate vehicle operation in off-highway settings. By using marketing tools for advertising, public relations, market research, promotions and brand development, the Division creates various campaigns to address these issues. Marketing and Outreach staff also works to identify emerging

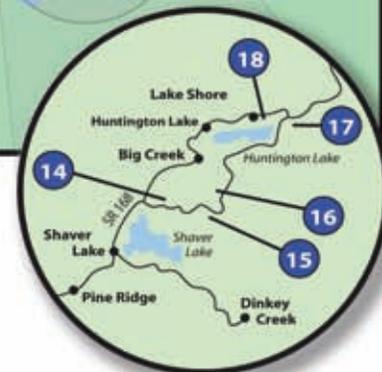
trends and communities of interest in OHV recreation, and to find ways of effectively engaging them in the OHMVR Program. Using public feedback and research, the Division identifies important issues where public interaction needs to occur on a broader scale. By linking elements from the safety education curriculum with more traditional marketing tools, the Division encourages safe and environmentally responsible OHV recreation.





LEGEND

- | | | |
|---------------------|--------------------|---------------------|
| 1. Yuba Pass | 8. Carson Pass | 15. Tamarack |
| 2. Yuba Gap | 9. Meiss Meadow | 16. Coyote |
| 3. Donner Summit | 10. Iron Mountain | 17. Eastwood |
| 4. Blackwood Canyon | 11. Lake Alpine | 18. Huntington Lake |
| 5. Taylor Creek | 12. Spicer | 19. Rock Creek |
| 6. Echo Lake | 13. Highway 108 | |
| 7. Hope Valley | 14. Balsam Meadows | |





Winter Recreation

From November to May, the Division, in partnership with federal and county agencies, administers both a motorized and non-motorized winter recreation program. To support motorized recreation, the Division supports a system of trailheads and groomed trails for snowmobile use. The SNO-PARK program provides opportunities for non-motorized snow play such as sledding and cross-country skiing.

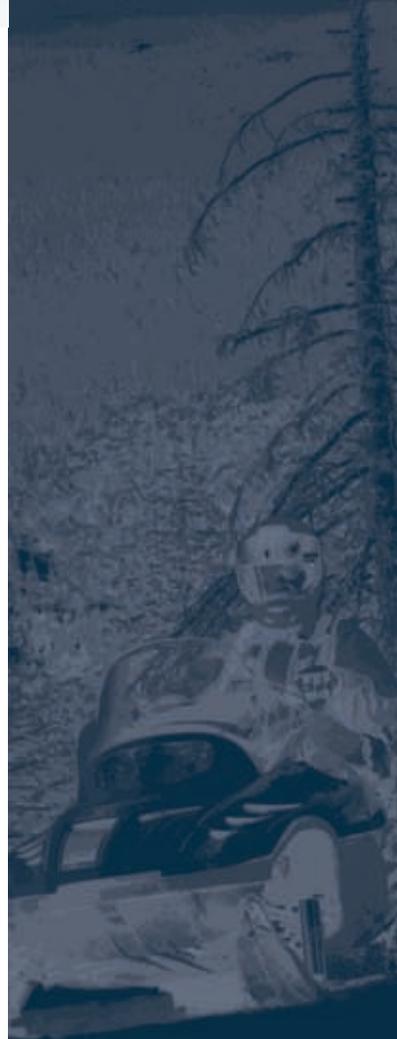
Both the motorized and non-motorized programs offer parking areas cleared of snow along with restrooms and trash collection services.

Snow in the Sierra Nevada creates an exciting opportunity for the Division to offer a snowmobile training program in partnership with the California Police Activities League (PAL). This program offers Winter Safety and Snowmobile Operation Classes for children.



NOTE: The SNO-PARK program is funded exclusively from sales of SNO-PARK passes.

California SNO-PARK Pass



2008-2009 Trust Fund Projected Incomes

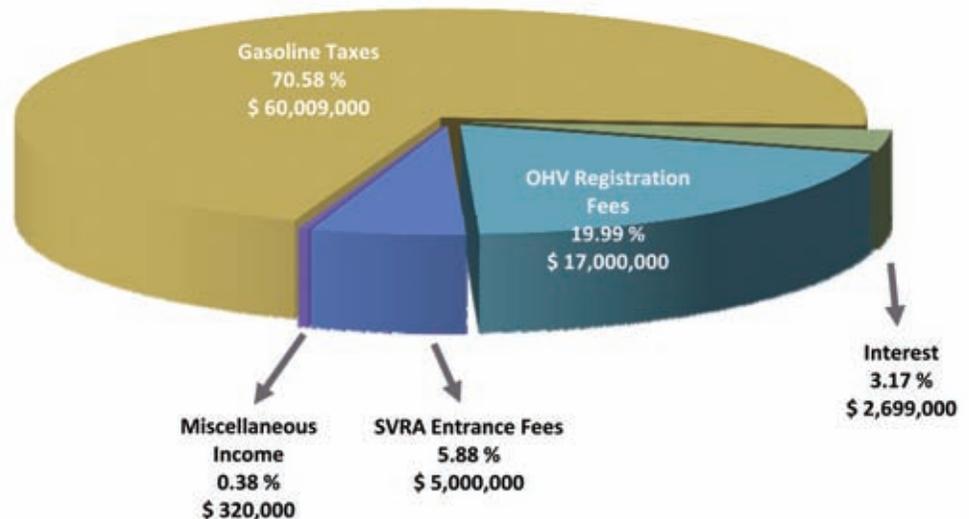
- ✓ **Gasoline Taxes:**
\$60,009,000
- ✓ **OHV Registration Fees:** \$17,000,000
- ✓ **SVRA Entrance Fees:** \$5,000,000
- ✓ **Miscellaneous:**
\$320,000
- ✓ **Interest:**
\$2,699,000



Funding Sources

The funding from the OHMVR Program comes primarily from three sources: fuel taxes on gasoline burned in motor vehicles operated off-highway for recreation; green and red sticker fees; and entrance fees at the SVRAs. The OHMVR Program is often referred to as the “Green Sticker Program,” referring to the green colored registration stickers issued by the California Department of Motor Vehicles (DMV).

Off-Highway Vehicle Trust Fund Projected Incomes FY 2008-2009 \$85,028,000 Grand Total



NOTE: No Funding Comes From the State's General Fund



Hollister Hills SVRA

Guiding Principles

Sustainability

The legislative intent of the OHMVR Program is to ensure OHV recreation in California is provided and managed in an ecologically balanced fashion. The purpose of the OHMVR Program is to sustain a system of lands used by motorized activity so that OHV recreational opportunities, other forms of recreation, and motorized access to other forms of outdoor recreation remain available for future generations to enjoy.

OHV recreation results in impacts requiring close monitoring and continuous, ongoing maintenance of facilities, as well as the sustainable management of natural resources. The OHMVR Act commits the Division to providing guidance, support, and funding to agencies and organizations involved in actively managing OHV recreation. This includes providing for environmental protection, habitat restoration, and repair of damage from OHV use.

This Guiding Principle must be kept first and foremost in mind when addressing the long-term strategy for the OHMVR Program.

Transparency in Decision Making

The Division conducts operations openly with the Commission, interested stakeholders, and other public agencies. Past audits have demonstrated the need for the Division to foster open communication with the public to ensure the appropriate expenditure of, and accountability for, OHV Trust Funds on the part of the Division and California State Parks.

Guiding Principles

- ✓ Sustainability
- ✓ Transparency in Decision Making
- ✓ Working With Partners and Volunteers
- ✓ Considering the Needs and Concerns of Stakeholders
- ✓ Sound Data Management Decision Making

This Guiding Principle requires the Division, as well as others involved in the OHMVR Program and using OHV Trust Funds to conduct, report on, and account for their activities in an open and public manner.

Working with Partners and Volunteers

OHV recreation in California is administered by a wide variety of government agencies and occurs in many areas, on lands with varying characteristics. In addition, many organizations and individuals have an interest in OHV recreation, including those interested in participating in OHV recreation, ensuring environmental protection, maintaining open space, accessing non-motorized recreation opportunities via off-highway routes, and those concerned with improving the safety of OHV recreation. Each of these individuals and organizations has different missions, viewpoints, and regulatory requirements guiding their respective interests. For the Division to meet its mandate of managing OHV recreation in a sustainable manner, it must work in a collaborative fashion with a wide variety of individuals and organizations to cooperatively implement balanced management responses to OHV use in ways that respect the various interests involved.

Considering the Needs and Concerns of Stakeholders

In setting OHMVR Program priorities and developing management responses to OHV uses, the Division considers input from a variety of interest groups. The Division will conduct outreach activities and actively seek out information regarding stakeholders' needs and concerns by holding public meetings, conducting workshops, and evaluating suggestions received by mail and through web-based communications (OHVinfo@parks.ca.gov).

Sound Data for Management Decision Making

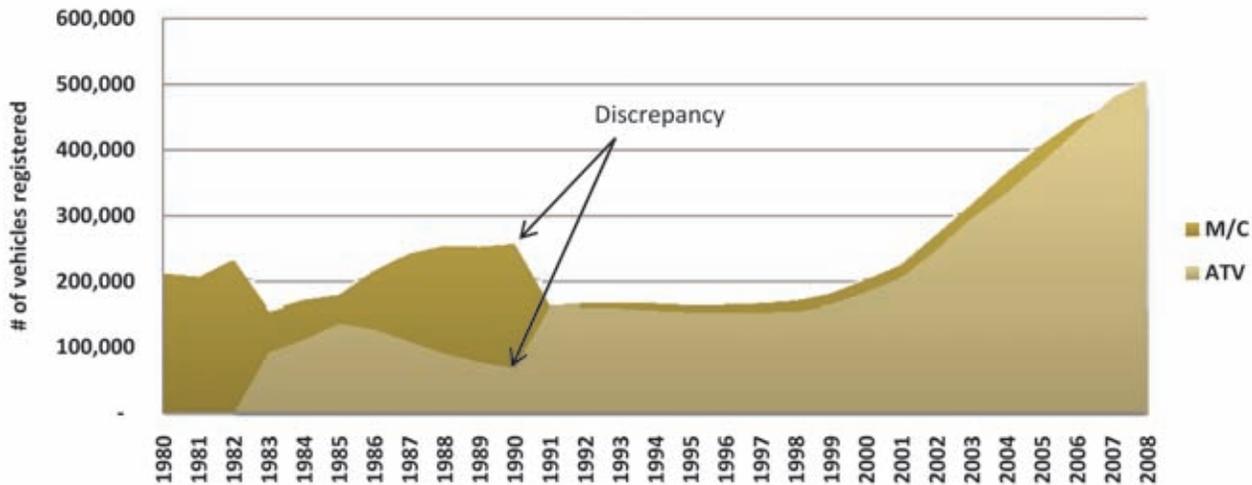
The Division collects and evaluates data from a wide variety of sources to ensure decisions are based on the best and most current data available. The Division strives to gather and maintain data in a manner that it is accessible and available to decision makers and other interested groups and individuals. Sharing data freely is essential to facilitate understanding of issues surrounding the OHMVR Program, and to foster quality decision making. When accurate high quality data is not available, the Division actively works to fill these data gaps.



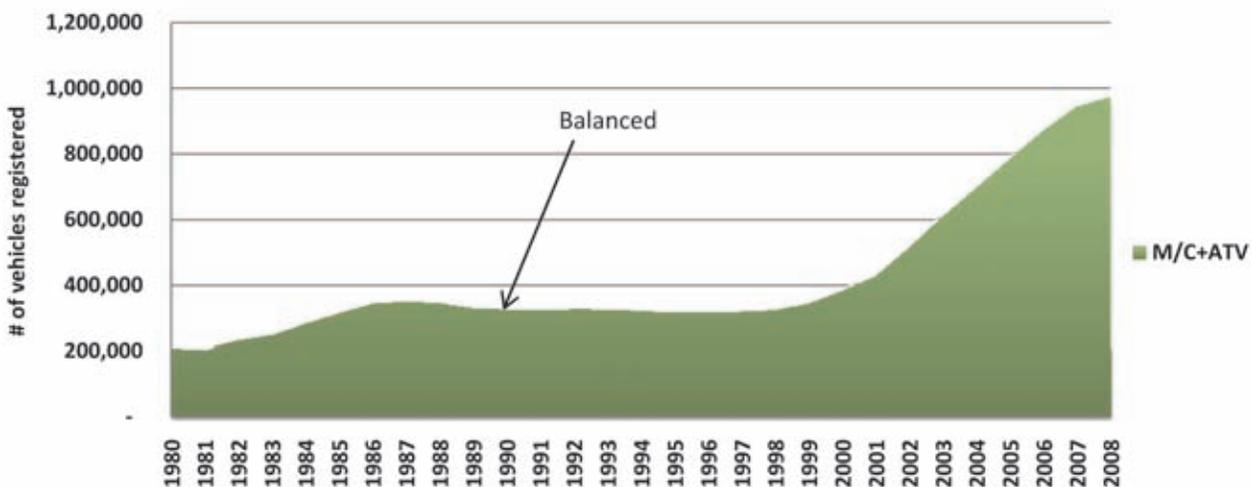
ATV and Motorcycle Data

In the late 1980's, ATV and motorcycle data surprisingly progressed in two different directions and then suddenly corrected themselves. For years the data was reported, but the anomaly was never questioned. After a recent investigation, the OHMVR Division identified that the discrepancy was not due to actual changes in registration patterns but rather the methods used to identify the vehicles as they were entered into the DMV database. When the data from the two charts are combined, it becomes apparent that a significant portion of ATVs were being registered as motorcycles. Once the registration data for the two vehicles is combined, their relationship evens out into a more normal distribution.

1980-2008 M/C and ATV Registration



1980-2008 M/C and ATV Registration Combined





Prairie City SVRA

Strategic Themes

In the External and Internal Assessments discussed in this Plan, the Division has identified four themes to guide the development of its Goals and Objectives.

Emphasize the Basics

It cannot be emphasized enough that sound management of OHV recreation requires constant vigilance. Care must be given to ensuring OHV areas are maintained, soil conditions and wildlife habitat are monitored, and management actions are performed promptly when problems are identified.

Existing management of SVRAs is increasingly being challenged, and programs managed by federal and local agencies are overtaxed. Reduction and/or redirection of funding and staffing for maintenance and environmental protection of existing opportunities have led to concerns over the quality of maintenance and conservation practices. Closures of areas historically deemed appropriate for OHV

recreation have occurred at least in part as the result of an inability to focus on the basic requirements of maintenance and resource management.

This Plan provides a framework for the allocation of resources to the state's outstanding OHV system and to working in a collaborative fashion with other agencies to bring better emphasis and focus on the basics of sound ecological land management and enhancement of OHV opportunities and facilities for the future.

The Greening of OHV

The legislation creating the Division and ongoing investments in management of the OHMVR Program establishes that, with proper investment, OHV use can be managed in a sustainable, responsible way. The OHMVR Program is, and has always been, mandated and designed as a program that provides, regulates, and manages OHV activities in an environmentally responsible way as a response to the

Strategic Themes

- ✓ Emphasize the Basics
- ✓ The Greening of OHV
- ✓ Improving Technology
- ✓ The New Gateway



Ocotillo Wells SVRA - Green Initiatives

deleterious effects that result from unmanaged OHV use. The Plan establishes goals and objectives to enhance the OHMVR Program's management response to the environmental effects of OHV use, and also to reduce the carbon footprint associated with OHV use.

The Division is committed to reducing its effect on the environment by making environmentally responsible choices. For example, the Plan outlines efforts and actions regarding improving technology, reducing use of fossil fuels, increasing energy efficiency, and enhancing the overall environmental sustainability of our operations.

Implementation of these goals will include activities such as purchase of renewable energy and alternative fuels and vehicles, energy-efficiency improvements for new and existing facilities, and procurement of less energy-intensive and more environmentally responsible goods and services. The Division will also continue to participate in industry discussions to facilitate improved OHV technology and reduced impacts to OHV areas.

In addition, the Division will pursue actions to reduce greenhouse gas emissions, toxic

substances, and waste from its operations. Future goals include developing green specifications for equipment, facilities, and vehicles. Staff development, training programs, and information tools will be implemented to support these policies and encourage environmental responsibility.

Key strategies associated with this approach include the following:

- ✓ Leverage approaches (e.g., development of urban or regional opportunities) to reduce system-wide transit time and consumption of resources to reach recreation destinations.
- ✓ Support technology to reduce impacts to the system infrastructure and facilities.
- ✓ Support, and where possible, facilitate technological advancements to reduce the environmental impacts of OHVs.
- ✓ Utilize management and acquisition strategies to provide opportunities for quality outdoor recreation and promote the maintenance or improvement of quality species habitat.

“Through the popularity of OHV recreation, young people can be drawn into outdoor activities ... and taught how to appreciate, understand and protect our state’s natural resources.”



Improving Technology

On a number of fronts, technology is evolving in ways that will enable the OHMVR Program to achieve important recreational, environmental, and management goals.

Improved and more capable OHVs are being developed and marketed. This means both more interesting opportunities and experiences for participants in recreational activities, and reduced reliance on traditional fuels. For example, electric vehicles and solar powered recharging stations offer a real potential for reducing reliance on fossil fuels.

Engineering solutions and maintenance practices are continually evolving and improving, resulting in better designed and more easily maintained trails for motorized recreation. This will result in improved soil and habitat management, leading to sustained opportunities provided in an environmentally protective and responsible manner.

Rapidly evolving electronic technology means managers and staff can have more efficient and ready access to information essential for making sound management and planning decisions, monitoring the effectiveness of the OHMVR Program, recruiting and training quality staff, facilitating communication and enhancing coordination by and among the many interested stakeholders, and administering the many aspects of the OHMVR Program needed to achieve success.

The New Gateway

In recent years, many authors and researchers have noted increases in childhood obesity as young people choose to engage in indoor activities such as electronic gaming and surfing the internet, rather than more active outdoor pursuits. The focus on indoor pursuits has also led to a lack of connection with nature. Through the popularity of OHV recreation, young people can be drawn into outdoor activities which expose them to new experiences, and where they can be taught how to appreciate, understand, and protect our state’s natural resources.



One example of this concept is the Off-Road PALS program at Hungry Valley SVRA. In this program, at-risk youth from Santa Maria schools are offered an opportunity to spend two days and nights at the Park.

Students are highly motivated to participate in this program because of their desire to ride an all-terrain vehicle (ATV). Most participants in the program have never spent time in remote outdoor settings.

Once participants arrive at the Park, they begin the two-day program. On day one they learn safe and responsible ATV operation and hands-on maintenance of motorized vehicles in general, and ATVs in particular. The second day is spent in the Park focused on various aspects of cultural and natural resource management. The students interact with Park staff and teachers in an environment that promotes learning, instills an appreciation of the outdoor environment, and teaches team building. In addition to outdoor awareness, a major focus of this program is on providing participants with information about career opportunities in parks and resource

management. Through this program, many young people who otherwise would have had little or no exposure to nature have come to value and enjoy the natural environment. For some individuals, participation in outdoor activities has made a significant contribution to their current lives and in their futures.

The Off-Road PALS program at Hungry Valley SVRA, and others like it, uses the draw of OHV recreation as a “Gateway Activity” to welcome young people into the outdoors, where they can then be introduced to alternative ways of experiencing nature, and developing a deeper appreciation and understanding of the environment.



Threats to Existing Opportunity

- ✓ Closure of Federal Lands
- ✓ Environmental Compliance
- ✓ Public Health
- ✓ Trespass, Conflicts, and Violation of Closed Areas
- ✓ Reductions in Budgets for Land Management
- ✓ Overuse Due to Increasing Recreational Demand
- ✓ Urbanization
- ✓ Sound



Hungry Valley SVRA

External Assessment

Threats to Existing Opportunity

Millions of OHV Trust Fund dollars have been awarded to land management agencies over the years to acquire, develop, manage, and maintain OHV recreation opportunities, and to sustain the lands for future recreational activity. Many of these areas that have been available for OHV recreation are being closed to motorized use. These closures are the result of a number of factors, including but not limited to: reallocation of lands for alternative uses such as energy development; inappropriate use of lands not authorized for such use; conflicts with other uses; unresolved impacts to natural resources and sensitive species; threats to public health; lack of needed resources for adequate maintenance and management; and, litigation or the threat of litigation. It is critical that OHV Trust Fund investments are appropriately protected, and future OHMVR Program and resource allocation policies and activities are adapted to anticipate and respond to threats to those investments.

Closure of Federal Lands

Conversion to Other Uses - OHV opportunities on federal lands are under threat of closures or severe use limitations as a result of conversion to other uses such as development of alternative sources of energy (geothermal, wind, and solar), as well as the expansion of military training areas. Decisions to allocate lands for these activities threaten to reduce the amount of land available for OHV recreation.

Route Designation on Federal Lands

- Since 2000, the OHMVR Program has funded the United States Forest Service (USFS) and United States Bureau of Land Management (BLM) to implement route designation processes leading to decisions concerning routes deemed appropriate for continued OHV recreational uses. These processes are resulting in designating routes for continued use, as well as closing other routes. The



“It is critical that OHV Trust Fund investments are ... protected, and future OHMVR Program and resource allocation policies and activities are adapted to anticipate and respond to threats to those investments.”

reasons for the closures are varied and complex: species protection or other environmental reasons, OHV use which was unlawful or inadequately enforced, difficult or costly maintenance, and safety.

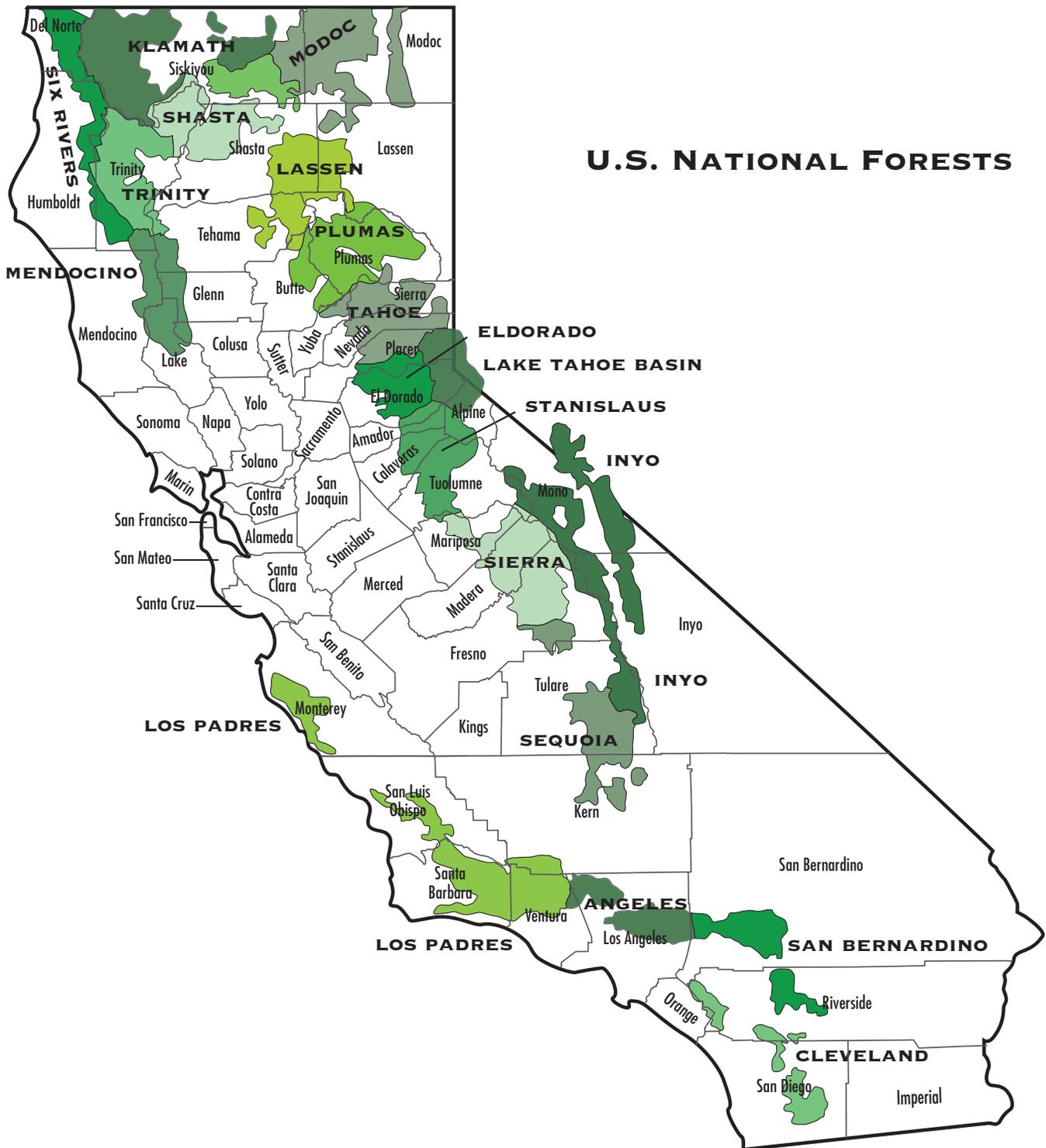
There are indications some closures are resulting from inadequate resources to complete the environmental and engineering assessments required by USFS practices and procedures. Other routes may be closed because they contain links across private lands or due to inadequate maintenance or lack of operating funds. With further assessment, it may be that some closed routes would be appropriate to remain open or be reopened. Collaboratively exploring solutions to these issues with the federal agencies will require a commitment of added resources to consider if options may exist to keep these routes open, or to reopen them following additional evaluation where possible and appropriate.

Conversion to Wilderness or Roadless Areas - Legislation is frequently introduced in Congress to create Wilderness. There are also constant pressures to create additional roadless areas. Both of these actions result in loss of opportunity in areas that historically have been lawfully available for motorized recreation or for motorized access to other forms of recreation. Devoting a sufficient level of resources to monitoring, studying, and responding to these proposals will be essential for the long-term health of the OHMVR Program, as well as to address the management response needed if the areas are closed to OHVs.

Environmental Compliance

Over the years, the Division has spent millions of dollars on programs and activities to manage and protect sensitive cultural and natural resources, including endangered species









Prairie City SVRA

Wildlife Monitoring Project



Red-Legged Frog



California Tiger Salamander



Desert Patch-Nosed Snake

preservation and recovery and CEQA or National Environmental Policy Act (NEPA) compliance. Compliance with environmental law and regulation is critical to the continued success of the OHMVR Program. Not only is compliance essential for sustaining the ecological balance of the lands to enable continued OHV use, but failure to comply has resulted in litigation. As a result, funds and other resources that should be directed towards ensuring OHV use is managed sustainably are instead redirected towards responding to lawsuits. This threatens both the funding ability of the OHMVR Program and continued opportunities for OHV recreation. Consistent, diligent compliance with environmental laws and regulations can avoid this outcome.

Financial and staff resources of the OHMVR Program must thus continue to be allocated to environmental conservation and protection programs as mandated by the OHMVR Program. The primary purpose for these efforts is to develop and implement sound environmental programs not only to sustain the lands for future generations of

OHV use, but, to also avoid litigation and further closure of areas to OHV use.

Public Health

In recent years, concerns have been raised about the effects of OHV recreation on public health. The concerns often extend well beyond the boundaries of the OHV opportunity, with issues related to water and air quality being of particular interest. Water quality impacts include sediment runoff into drinking water sources, human sanitation (fecal coliform), and contamination from heavy metals and petroleum products. Air quality impacts include particulates, carbon emissions, and site-specific hazards such as asbestos-bearing serpentine soils and valley fever. At times, the response of land managers has been to close areas entirely to OHV recreation. For example, 31,000 acres in the Clear Creek Management Area, managed by BLM's Hollister Field Office, are currently closed to all public recreation due to concerns about asbestos exposure. The closure affects an estimated 35,000 annual visitors to the area.



Efforts to better define and respond to these problems are already underway, but much more work will be necessary. The Division will continue to enhance monitoring and management efforts at the SVRAs to determine appropriate management responses and to be able to work effectively with the local and state regulatory agencies and respond to public concerns. Additionally, the Division will assist other agencies in the management of OHV recreation areas supported by OHV Trust Funds for the development and implementation of appropriate measures for minimizing public health impacts.

Trespass, Conflicts, and Violation of Closed Areas

The issues of OHV trespass on private property, noise and dust nuisances, and incursions into closed areas that are off-limits to, or inappropriate for, motorized uses are common topics raised by the public. Law enforcement officials regularly note that responding to calls from private property owners with complaints of unauthorized and illegal OHV activity and nuisance is a top concern. These concerns have resulted in an increase

in county ordinances or county planning documents restricting OHV uses. In many cases, these restrictions are threatening areas historically open for OHV use. Moreover, federal public land managers and law enforcement officials, as well as other interested groups and individuals, continue to note the problem of unlawful incursions into designated wilderness and other closed areas.

More comprehensive data and appropriate management responses must be developed regarding the problem of trespass, conflicts regarding appropriate land uses, and violation of sensitive areas not appropriate for OHV use. Adequate data can be difficult to attain given the often remote and sporadic nature of the activity and shortage of resources to regularly monitor it. But, when the evidence of such activity is found, several responses are needed. One is the need to increase law enforcement patrols and implement signage, education, or other measures in an effort to reduce or prevent future incursions. Additionally, funds must be allocated to repair or restore damage to areas where unauthorized motorized activity has taken

Wildlife in the SVRAs



Mountain Lion



Mule Deer



Great Horned Owl

place. Otherwise, when land managers are unable to control such activity, the result will be closure of areas to OHV activity where that activity would otherwise be appropriate. To prevent such outcomes, the Division must continue to dedicate resources to educating OHV participants in the responsible use of vehicles and managing and enforcing trespass while at the same time pursuing ways of providing an outlet for pent up and increasing demand. The Division will pursue better information on the extent and location of the demand to address this need.

Reductions in Budgets for Land Management

Increasing pressures on public agency resources, as well as difficult economic times have led to cuts in funding allocated to many land management and law enforcement organizations. For example, increased fire suppression costs on national forests have resulted in redirection of available funding from other land management activities, including management of OHV trails. Also, as staff members leave public agencies due to retirements, the scarcity of funds has led to many positions being eliminated or left vacant. These funding and personnel reductions have resulted in inadequate management and enforcement oversight at a number of OHV recreation areas making the availability of OHV Trust Funds and Division assistance to public land managers even more critical.

Overuse Due to Increasing Recreational Demand

As areas historically available for OHV recreation are closed or restricted to OHV use, and increasing numbers of people choose to participate in outdoor motorized activities off of the main paved paths of travel, the density of use is increasing. The full extent of this trend is not well documented, but land managers have noted anecdotally the problem exists as visitation increases when nearby OHV areas are closed.

In some cases, the resulting overuse of existing trails and routes cannot be adequately maintained to existing standards, and use must be curtailed. This has the undesirable effect of further aggravating overuse problems elsewhere, and exacerbates trespass problems as people become frustrated and look for other places to go. This underscores the importance of obtaining data to identify such overused areas and locating suitable areas for additional opportunity.

Urbanization

Rapid urbanization has created conflicts in many existing managed OHV





Oceano Dunes SVRA

recreation areas which were once far removed from housing and commercial development. As more homes and businesses are built in these once remote areas, conflicts between OHV recreation use and neighboring landowners become a management issue, particularly in relation to noise and the generation of dust.

Over the past 20 years, urbanization has claimed more than 40,000 acres of farm and native lands per year in California. California is currently the second most urbanized state in the nation. As California's population increases, the demand for, and impact on, the already limited amount of OHV recreation areas in close proximity to urban areas becomes an even more significant issue. This is of particular concern in and around the heavily populated and fast growing counties of Los Angeles, Orange, San Diego, Riverside, and San Bernardino, as well as along the western slope of the Sierra Nevada and in the Central Valley, where the current population of 5.5 million is expected to grow to more than 11 million by 2040.

As development spreads across the state, OHV opportunities are increasingly threatened due to land use allocations and regulations, zoning laws, and increased concern for environmental impacts. The remaining lands available for OHV opportunity are receiving increased use, potentially resulting in impacts to recreational opportunity, the outdoors experience, and cultural and natural resources.

Sound

As people unaccustomed to OHV recreation move into areas that have traditionally allowed OHV use, complaints about noise associated with OHV use have increased. OHMVR Program efforts to enforce noise standards (CVC Section 38370) for dirt bikes and ATVs have been in effect for some time. By and large the public has embraced these standards, including those in the professional racing series. However, more effort will be required to ensure sound from other forms of OHVs — both highway and non-highway registered — is kept at a level that does not contribute to pressures to close areas to OHV use.

Meeting Future Recreation Demand

- ✓ Population Growth
- ✓ New Participants
- ✓ Greater Participant Diversity
- ✓ Doubling of the State's Senior Population
- ✓ Change in OHV Use Patterns Due to the Economic Environment
- ✓ Use of Fossil Fuels
- ✓ More Capable Vehicles



Renz Property - Grand Opening

Meeting Needs For Future Recreation Demand

Population Growth

As the population grows, more people are operating vehicles off-highway for recreation and in pursuit of non-motorized recreation. Existing facilities are reaching maximum capacity and many are not receiving the management attention needed to maintain ecologically sustainable high quality OHV recreation. New opportunities are not being developed to keep pace with the increased demand.

The face of California is constantly changing and the population twenty years from now will look dramatically different from what it is today. Between now and 2030, the Department of Finance (DOF) projects the state will add approximately 500,000 people on an annual basis. In sheer numbers, from a base population of 34.1 million in 2000, DOF projects California will grow to 44.1 million in 2020 and almost 60 million in 2050. This growth will present a significant challenge to the OHMVR Program and the ability to deliver park and recreation services in the years ahead.

New Participants

Rapid growth in OHV recreation has led to a large segment of enthusiasts who have not been fully educated on environmentally responsible and safe operation of motorized vehicles in a natural setting. Often these new enthusiasts are exposed to marketing campaigns which portray destructive and inappropriate OHV operation. Through television and the internet they can watch events portraying extreme operations which are only appropriate on closed courses where impacts can be contained and managed.

As these new participants enter remote OHV recreation areas on public lands, they are not fully prepared for the conditions they encounter, nor do they know enough about the equipment they own. The Division has been investigating the benefits of establishing OHV training and recreation facilities closer to urban centers, where appropriate vehicle operation can be taught in a controlled and highly managed setting and reach more people. Once these

Heber Dunes SVRA

Family recreation for
the holidays.



new participants are comfortable with the operation of their vehicles, and understand the appropriate ways to operate them in off-highway settings, they can responsibly recreate in more natural settings.

Greater Participant Diversity

Along with data indicating changes in participation by ethnic groups (see sidebar), an important feature in OHV recreation is participation of families. OHMVR Division staff members have observed that OHV areas are heavily utilized by families and groups with young children, and greater numbers of women are participating in OHV recreation as well. As these individuals begin raising their own children, they involve them in the recreational activity. For many children, OHV recreation provides an opportunity to access the outdoors and camp in remote areas. These are opportunities to which they may not otherwise be exposed or interested in doing. Recent studies and publications indicate children receive a great deal of

benefit from time spent outdoors in the natural environment. OHV recreation is serving as a valuable “gateway” activity for these young people, exposing them to both OHV and non-motorized outdoor recreation.

Doubling of the State’s Senior Population

The DOF estimates that California’s senior population (people aged 65 and older) is expected to double by 2020. This age group often has significant travel options given their record number of second home ownerships, placing them in more than one point of departure. Higher numbers of motorized and mechanical recreational equipment ownership is also a key attribute of the group. This pattern, coupled with more family-driven activities, will require the Division and OHMVR Program to be more proactive in future designs and development of OHV sites and OHV touring opportunities. Brought on by aging baby boomers, the Division anticipates increased interest in the statewide

Participant Diversity

According to a recent study from the USFS, *Off-Highway Vehicle Recreation in the United States and its Regions and States: An Update National Report from the National Survey on Recreation and the Environment (NSRE)*, “Among race and ethnic groups, white and black Americans participated in OHV at essentially the same rate in 2005-2007 as they did in 1999-2000, with a spike upward around 2003. American Indians and Asian/Pacific Islanders showed a decrease in participation between fall 1999 and fall 2007.” Most notably, Hispanics participated at more than twice the rate—26 percent—in 2007 as they did in 1999, adding participants at the fastest rate of all new participant groups.



Sand Sports Super Show

Modified RUV

long distance motorized trail system and a need for places to pursue various types of multi-day sport utility vehicle (SUV) touring opportunities.

Change in OHV Use Patterns Due to the Economic Environment

Industry reports suggest sales of large 4x4 vehicles and high-end sand rails are decreasing in conjunction with the economic downturn, while sales of recreational utility vehicles (RUVs), ATVs, and motorcycles are remaining stable, and in some cases are even increasing. The shift could be caused by lack of liquidity in the target market, or users switching from one vehicle type to another based on economics.

Changes can also be seen in the types of vehicles being used to transport OHVs and the average length of stays. At Hollister Hills SVRA, staff has noted a decrease in the number of large enclosed trailers used for transporting OHVs to the Park and an increase in the use of smaller, more fuel efficient transport vehicles. On the other hand, staff at Oceano Dunes SVRA has noted an increase in large transport vehicles accompanied by longer stays

as people choose to make one long visit rather than several shorter visits, which require multiple trips from their home area. Some OHV storage facilities have been located near remote OHV sites, allowing people to avoid towing their vehicles back and forth from home. While these trends have been noted, they are based on anecdotal reports, and their impact and longevity are not known.

Use of Fossil Fuels

Many questions have been raised surrounding tailpipe emissions from vehicles being operated for recreation and their effect on the environment. Although many recreational activities contribute to this issue (e.g., OHVs, driving scenic highways, operating pleasure boats and motor homes), finding ways to reduce overall emissions from all internal combustion engines will contribute to a global solution. Vehicles registered as OHVs are issued a green registration sticker if they meet certain emission requirements set by the California Air Resources Board (CARB). Vehicles not meeting the CARB standard are issued red registration stickers, and

Carnegie SVRA

Electric Motorcycle



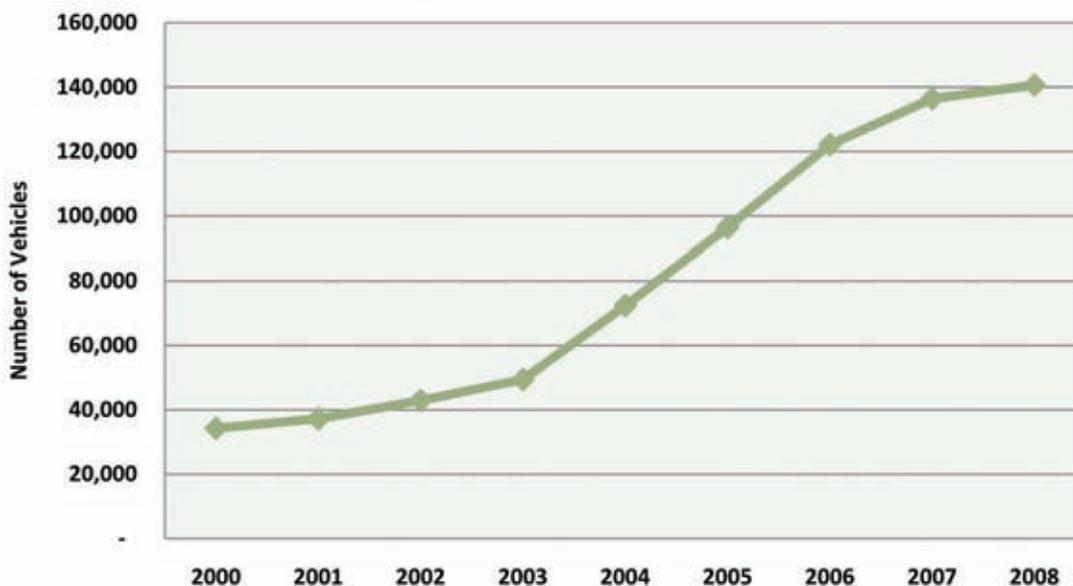
their use is restricted in some areas of the state. The amount of emissions being generated by these red sticker vehicles is not known. Greater efforts are needed to find ways to measure and analyze emissions from red sticker vehicles.

A recent trend is the development of alternative fuel OHVs. Highway-legal vehicles designed for off-highway use (SUVs, 4x4s, all-wheel drive and cross-over vehicles) are now being offered

by many manufacturers in flex-fuel and hybrid configurations.

Some manufacturers are now offering fully electric motorcycles and four wheeled vehicles for off-highway use. These electric vehicles produce minimal noise, can be operated near urban areas with little disturbance to surrounding residents, and may present opportunities for development of OHV recreation areas in locations near urban centers which were previously

**Other Category of DMV Registration
(Includes RUV)**



considered too problematic for development. Locating facilities close to urban centers would further reduce emissions by shortening the commute from people's homes to recreation areas.

More Capable Vehicles

Highly capable OHVs are being designed, built, and sold, allowing operators to access areas previously inaccessible to vehicular use.

The development of appropriate facilities for these vehicles has not kept pace with this growth. Ultimately, available public lands may not be able to accommodate continuing vehicular advancements. In some areas, people in search of greater challenges are operating these vehicles inappropriately or choosing to enter areas not suitable for vehicular operation, creating impacts to facilities and lands that are not sustainable.

The Effect of X-Games

There has been a recent upsurge in the popularity of extreme sports, along with greater televised coverage of such events. These extreme activities often feature motorcycles and four wheeled vehicles being operated at high speed, jumping high into the air, or being driven at very high speeds over rough terrain. This has led to the desire amongst some to purchase similar vehicles and engage in these extreme activities. What many fail to realize is these activities are only appropriate on closed courses specifically designed for such extreme operation. Problems arise when misguided individuals attempt to emulate extreme vehicle maneuvers on trails designed for casual recreational use.



A better job of educating the public regarding appropriate uses of trails in natural areas must be done. Many areas provide adequate opportunities for nature-based recreational driving, but are wholly inappropriate for extreme vehicle operations at high speeds. There needs to be a separation of uses in order to continue to provide recreational settings where those who wish to traverse a beautiful natural environment can continue to do so.



By providing opportunities for other more extreme OHV activities in controlled settings, or on closed courses specifically designed to be managed for such uses, facilities can be provided for those wishing to recreate in a more active manner without creating conflicts among the various types of desired OHV use.



Prairie City SVRA

“... providing an effective statewide educational curriculum is essential to ensuring [OHV] participants know how to recreate safely, are aware of legal places to recreate, respect private property, operate their vehicles in an environmentally responsible manner, and understand how their actions affect ... others around them.”

Environmental Education and Safety Training

Two primary purposes must be addressed with improved and expanded educational programs related to the OHMVR Program. First, increased OHV use is leading to increased harmful impacts on the environmental condition of the lands where OHV use occurs. Second, with the increasing ownership of new OHVs, participants are not always getting appropriate training in the safe and lawful use of the vehicles. Thus, education in environmentally responsible use, along with training in the safe and lawful operation of the vehicles, is essential. Going hand-in-hand with this education effort is the appropriate application of law enforcement efforts having both an educational/training component and an enforcement component. Education alone cannot always achieve the desired result of improved, responsible, and safe riding.

Education

With the large interest in OHV recreation, providing an effective statewide educational curriculum is essential to

ensuring participants know how to recreate safely, are aware of legal places to recreate, respect private property, operate their vehicles in an environmentally responsible manner, and understand how their actions affect not only the entire OHV community but others around them. The Division has supported and funded a number of educational efforts across the state through the SVRAs and the Grants Program. Many of these educational efforts and programs are very successful and are taught at a number of locations by a variety of organizations. There is an opportunity to realize even greater results by establishing a coordinated, statewide, comprehensive education campaign that meets the increasing need to provide training in both environmentally responsible OHV use and in the safe and lawful operation of OHVs.

Law Enforcement

As a result of the increasing popularity of OHV recreation in California, the demand for legal places to recreate



has also increased. However, cities, counties, federal agencies, and the state have not been able to keep up with the pace of the demand. Law enforcement agencies play an important role in educating and mentoring the OHV community, and when necessary, enforcing the laws and issuing citations. California's law enforcement agencies face challenges in recruitment and retention of staff. Identifying officers interested in OHV recreation can be an additional challenge. OHV law enforcement requires specialized training and equipment.

Acquiring appropriate training involves additional expenses to the agency. Providing the specialized equipment needed is often difficult given local funding demands. While counties struggle to find funding to provide legal places to recreate, law enforcement must also address the issues of sound, off-highway registered vehicles operating on highways, environmental degradation, and trespass. In addition, inconsistent interpretation of existing laws creates confusion and reduces the effectiveness of law enforcement.





Improved Communication and Relationship Building Among Interest Groups

For the past several years, many OHV clubs and organizations have been reporting that membership has dropped, while at the same time the number of people participating in internet web forums dedicated to various types of OHV recreation and related environmental stewardship is rapidly growing. These new social networks are often less formally organized than the more traditional OHV clubs. However, these venues are able to rapidly distribute information to a wide audience, which is both very helpful (when alerting the community to developing issues) and, at times, extremely problematic (as when misinformation is mistakenly propagated through many forums before being corrected).

Collaboration with Organizations and Individuals

Many organizations and individuals have an interest in OHV recreation, including those interested in participating in OHV recreation, ensuring environmental protection, maintaining open space, accessing non-motorized recreation opportunities via off-highway routes, improving OHV safety, and those concerned with the effects of OHV recreation on other

forms of recreation and land uses. A significant majority of OHV opportunity is on federal lands managed by the BLM and the USFS. At the same time, OHV activities affect local communities wherein city and county governments must address regulatory and land use planning issues. In order for the Division to meet its mandate to manage the demand for OHV recreation, and sustain the lands and environment on which it exists, all interested individuals and organizations must work collaboratively. The Division must assume a leadership role and be a catalyst for improved collaboration. The Division will facilitate the collaborative efforts by assuring financial assistance for staff training and other management responses is appropriately provided along with necessary technical assistance.

Consideration of Stakeholders' Needs and Concerns

In setting OHMVR Program priorities, the Division considers input from a variety of interest groups. While the Division actively seeks out information regarding stakeholders' concerns by holding public meetings, conducting workshops, and accepting public

“OHV recreation in California occurs in many areas, on lands administered by a wide variety of government agencies. ... The Division has begun efforts to increase coordination among the various entities to ensure informed and effective OHV management responses are achieved ...”



input via mail and email, a substantial need and expectation for more outreach remains. As the Division moves forward, public participation opportunities will increase to keep pace with the various communities of interest.

Coordination with Public Land Managers and Regulatory Agencies

OHV recreation in California occurs in many areas, on lands administered by a wide variety of government agencies. In addition, there are a number of regulatory agencies whose missions have an impact on OHV recreation. These

agencies include the U.S. Fish and Wildlife Service, California Department of Fish and Game, California Regional Water Quality Boards, CARB, and regional air quality districts. The DMV and CHP also have a regulatory role concerning OHV use with regard to administration of the California Vehicle Code. As previously discussed, public health issues have arisen resulting in closures or other restrictions on public recreational use of lands. The Division has begun efforts to increase coordination among the various entities to ensure informed and effective OHV management responses are achieved in light of regulatory requirements.





Hollister Hills SVRA

Collection and Consideration of Best Available Data

Data Retrieval

The Division currently collects data on OHV activities from a wide range of sources. However, this information is not always organized in a logical fashion and is often difficult to retrieve and validate. The Division recently embarked on a contract to implement a system to standardize the way in which data on grant-funded activities are captured, stored, and made available for retrieval. Future efforts will focus on collecting and standardizing other data necessary for administering the OHMVR Program.

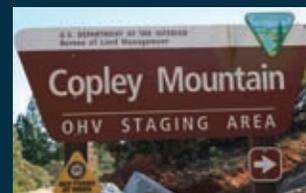
Accurate, Complete Data

Currently, gaps exist in information collected concerning the location, demand, and impacts of OHV usage. Additional data are being collected by other public agencies, OHV industry, environmental organizations, and educational institutions. These various sources of information are not

collated in one database, but instead are scattered throughout various organizations. Dispersed and incomplete data make it very difficult to provide good analysis of OHV issues required for sound decision making, development of management responses, and implementation and monitoring of management solutions. Sharing data among the various agencies and entities, as well as a system to maintain and access it, will be necessary for this effort.

Collection of Data by DMV

Data kept by the DMV concerning vehicle registrations are difficult to interpret. For example, ATVs are often listed as dirt bikes, RUVs as sand rails, etc. The database used by the DMV is based on old programming language which is very costly to rewrite. In addition, there is no standard for issuing serial numbers which are consistent



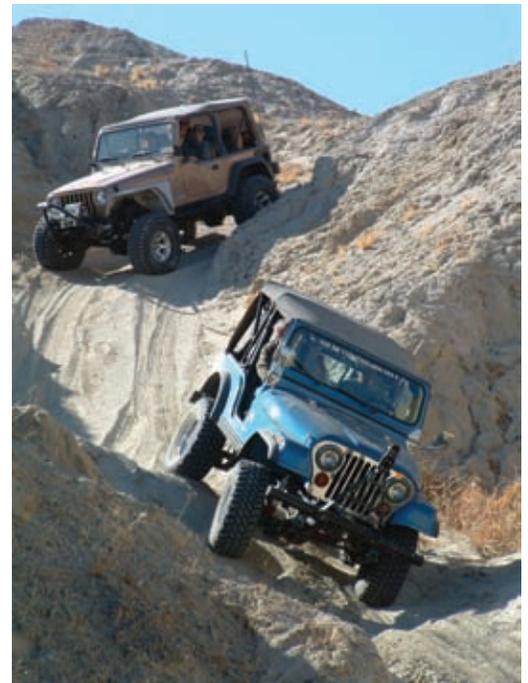


Carnegie SVRA

from one manufacturer to the next, making identification of specific vehicle types by serial number problematic. Because of the difficulty in working with the DMV programming code, and the variability in serial number standards, using the DMV database to analyze vehicle purchasing and use patterns is subject to significant levels of error. It will be necessary to work toward solutions for these problems and, in the meantime, obtain and utilize third-party programs that convert the DMV data to usable formats.

Collection of Data by CARB

Information collected by CARB relating to emissions attributable to recreational OHVs operated off-highway has been difficult to validate. For example, data regarding the frequency and duration of motorcycle use does not conform to what the Division is observing on the ground. The Division and CARB need to work closely to obtain the most accurate and reliable data.



4x4 on Freeman Property

Prairie City SVRA

ATV safety training
class.



“Managed use, overseen by trained and knowledgeable staff, is essential for all agencies in addressing the growing demand for OHV recreation opportunities statewide.”

Internal Assessment

Providing for a statewide system of well managed OHV recreation opportunities and sustaining the lands on which they exist is a complex undertaking, requiring staff from the Division and other agencies to have knowledge of, and be able to respond to, a wide range of issues and concerns.

It has been noted that one of the most significant challenges to the USFS lands is unmanaged OHV use. Managed use, overseen by trained and knowledgeable staff, is essential for all agencies in addressing the growing demand for OHV recreation opportunities statewide. The dramatic increases in visitation to the SVRAs, increases of OHV use on federal and other public lands, increasing needs for habitat and ecosystem monitoring, and changes in the Grants Program all require additional staff to be added to the Division and other agencies along with appropriate levels of training and development. Current staffing, education, experience, and skill levels are not adequate to manage the growth of the OHMVR Program.

Loss of Institutional Knowledge

As senior staff members retire or move to other assignments, they take with them the knowledge and skills they have acquired over many years working on OHV recreation issues. Due to budgetary concerns for many government entities, the development of new staff has not kept pace with the turnover in senior staff. In the Division, staff transferring from other areas, both inside and outside of state government, lacks the specialized knowledge of OHV recreation issues necessary to be effective in the OHMVR Program. Emphasis must be placed on teaching and mentoring new members of the organization. The same is true of federal and local agencies involved with the OHMVR Program.



Prairie City SVRA - Hangtown



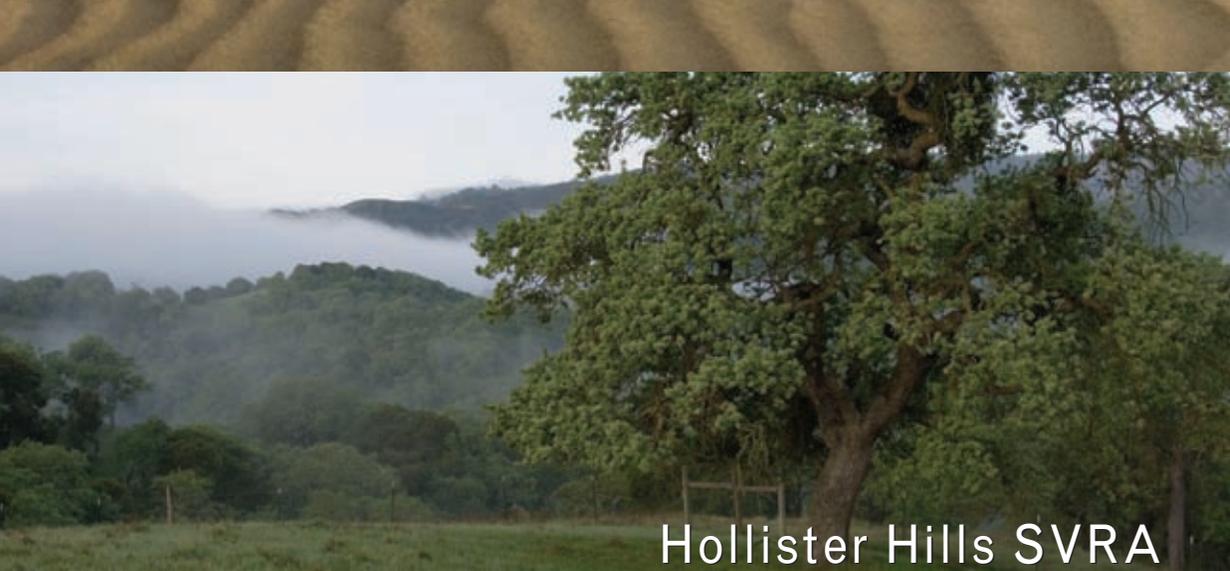
Technical Complexity of the OHMVR Program

Staff members at all levels who work on OHV issues are faced with a variety of complex issues regarding environmental compliance and monitoring. For example, they must understand compliance with a soil standard and be able to apply that standard across a wide variety of landscapes and soil conditions, watershed analysis, acquisition transactions, renewable resource considerations, and land use planning and management. This technical complexity shows no sign of decreasing. Training programs designed to help staff improve knowledge, skills, and abilities specific to management of OHV programs need to be developed to ensure staff is prepared to deal with this complexity.

Understanding the Equipment

Staff working in OHV programs is challenged to learn the operating capabilities and potential impacts of a wide range of recreational OHVs. Dirt bikes, ATVs, sand rails, RUVs, golf carts, 4x4 vehicles of various types, rock buggies, snowmobiles, and prototype vehicles, all have unique characteristics and operating parameters which must be considered when managing OHV recreation areas. Staff is required to develop an understanding of the interrelationship between operation of the various vehicle types, the diverse soil types, and the natural environments in which they are operated.

Staff from the Grants Program must develop a thorough understanding of the wide variety of OHV equipment listed above to effectively evaluate requests for funding the purchase of these vehicles by grant applicants. When evaluating a grant request for a particular type of vehicle, grant administrators must consider the vehicle's appropriateness for its intended use, cost effectiveness, maintenance needs, and estimated life.



Hollister Hills SVRA

OHMVR Program Administration and on the Ground Experience

To be effective in administering the OHMVR Program, all Division staff, from those working on the ground in the SVRAs to the administrative staff working at the Division's headquarters in Sacramento, must possess a knowledge of OHV recreation in its various forms and the principles of resource management. The Division has had difficulty recruiting staff with this knowledge, and must spend significant resources teaching and training staff members once they are hired.

To fully understand the range of OHV recreational pursuits, and the opportunities, impacts, and challenges they present, new staff members must spend time on the ground and with the other federal and local agencies involved with OHV management. This enables them to gain direct experience and understanding of the rules, procedures, and other administrative requirements of other agencies, as well as the operation of OHV equipment. Only by gaining this type of understanding can staff be effective in responding to the needs of the OHMVR Program.

State Vehicular Recreation Areas

SVRAs provide highly-managed opportunities that balance resource protection with OHV recreation. They provide a model for areas dedicated to OHV recreation where management responses are refined and can be emulated elsewhere as appropriate. As they fulfill their primary purpose of providing OHV recreation, they also serve to provide environmentally sustainable conditions by maintaining, preserving, and protecting open space and areas of rich biodiversity in an ecologically balanced way. Environmental scientists at the SVRAs implement Habitat Protection Programs to provide data used in making management decisions. In addition to protecting natural resources, archaeologists are employed to preserve and protect cultural resources located in the SVRAs. Rangers are available to



Hungry Valley SVRA

The wildflowers of Tejon Pass are world renowned for their color and abundance.

provide OHV education and safety training, interpret natural resources, enforce laws, and respond to accidents and other emergencies.

The SVRAs have experienced dramatic increases in visitation in recent years. Visitation at Ocotillo Wells SVRA has more than doubled since 2000. Hollister Hills and Oceano Dunes SVRAs reach maximum capacity on a regular basis during their busy seasons. This level of visitation has resulted in increased impacts to Park resources. Additional staff positions were approved in the 2008/2009 budget. Finding qualified staff to fill these positions is critical to address resource protection, public safety, facility maintenance, and to ensure the SVRAs can continue to be managed in a sustainable fashion.

Funding to State Parks for Support Services

The Division was formed as a separate entity within California State Parks by the Legislature to ensure OHV Trust Funds were directed towards support of OHV recreation.

At the inception of the OHMVR Program, it was deemed to be inefficient to replicate completely separate, common administrative functions such as human resources, accounting, contracting, legal service, and budgeting functions. The Division relies on many of these services being performed by other Divisions of California State Parks.

Due to the unique nature of the requirements for managing the OHMVR Program, the Division has developed



Stanislaus National Forest



its own administrative expertise in a number of critical areas. As the Division has grown in experience and complexity, and in order to address the priorities of the OHMVR Program as well as maintain and account for the separation of funds, the Division now performs many functions with Division staff and resources.

With the growth in expertise of the Division, and to ensure appropriate use of OHV Trust Funds to meet the priorities of the OHMVR Program, the Division will develop better tracking systems to monitor expenditures for support services and ensure the most efficient use of OHV Trust Funds.

Grants and Cooperative Agreements

To achieve the legislative mandate of providing and expanding areas and opportunities for OHV recreation through funding to local and federal agencies, Native American Tribes, non-profit organizations, and educational institutions, the Division manages an extensive Grants Program that will allocate \$27.1 million for the 2008/2009 fiscal year.

To meet the administrative and competitive contracting requirements for the Grants Program, the Division has revised and updated regulations governing the allocation of grant funds and implemented an on-line application process for 2009. These developments allow for a more efficient application process for potential applicants, and enable the Division to supply funds to applicants which are most in need of funding to support projects which provide the highest probability of achieving OHMVR Program goals. The commitment of resources and staff development, as well as technical assistance and training to the applicant agencies, is essential to the continued success, administration, and evolution of this important program.

“... updated regulations governing the allocation of grant funds and ... an on-line application process ... enable the Division to supply funds to applicants which are most in need of funding to support projects which provide the highest probability of achieving OHMVR Program goals.”

GOAL 1

Sustain Existing Opportunity: Protect, preserve, and enhance existing OHV opportunities in a manner that ensures well managed, interesting, and high quality experiences, and address the environmental impacts that may be associated with those activities.

Hungry Valley SVRA

Sustain Existing Opportunity

The Division will protect and preserve existing OHV opportunities while sustaining land for future OHV uses. This will be accomplished through identifying and implementing maintenance solutions that address environmental or other problems leading to closures of traditionally used OHV areas.

To advance the OHMVR Program, to ensure the conservation of natural and cultural resources, and to sustain OHV opportunities for the long term, it is essential that OHV areas be adequately maintained, operated, and improved as necessary. The External Assessment reveals a wide array of concerns over the loss of OHV opportunities and the increasing amount of OHV use on, and degradation of, remaining opportunities.

The reasons for existing problems are many and varied. They include insufficient funding for projects and staffing for such things as routine maintenance, law enforcement, and improvement of existing facilities. In addition, application of the most recent best management practices has not kept pace with the needs of the Program.

OBJECTIVES:

1.1 On an annual basis, ensure requirements for the soil standard and Habitat Protection Programs (HPP) are being implemented in the SVRAs and for other projects supported by OHV Trust Funds.

Performance Measures:

- Percentage of land in compliance with HPP requirements.
- Percentage of routes in compliance with soil standards.

Resource Assumptions:

- Additional funds will be needed for training staff in the SVRAs and grant-funded areas.
- Additional staff will be required to perform monitoring and corrective actions identified by monitoring.

1.2 By 2012, identify and implement best management practices (BMPs) for keeping SVRAs, and other lands supported by OHV Trust Funds, compliant with current regulations and standards in resource management to reduce environmental impacts.

Performance Measure:

- Number of BMPs identified and implemented.

Resource Assumption:

- This objective can be achieved with existing resources.

1.3 Using the 2009/2010 fiscal year as a baseline, achieve a 25% reduction in carbon footprint from management of the SVRAs by 2020.

Performance Measure:

- Kg of carbon (CO₂ or other emission measure) produced by management of the SVRAs.

Resource Assumptions:

- This objective will require additional funds to develop green facilities and acquire equipment.
- This objective may require additional funds for carbon sequestration.

Goal 1

- ✓ Ensure requirements for soil standard and habitat protection programs are being implemented
- ✓ Identify and implement best management practices
- ✓ Achieve a 25% reduction in carbon footprint
- ✓ Implement a sound level management program
- ✓ Implement a dust monitoring and management program
- ✓ Identify critical urban conflicts

1.4 By 2013, implement a sound level management program with the aim of reducing sound levels generated from vehicles recreating off-highway.

Performance Measures:

- Percentage of vehicles in compliance with established maximum standards.
- Percentage reduction in sound levels emanating from OHV recreation areas.

Resource Assumptions:

- Accomplishing this objective will require either the addition of staff positions, or contracting for services to monitor sound levels.
- Additional funding will be required to purchase necessary monitoring equipment.
- Additional funding will be required to develop monitoring procedures.

1.5 By 2014, implement a dust monitoring and management program with the aim of reducing the amount of dust generated by OHVs.

Performance Measure:

- Particulate levels generated by OHV activities.

Resource Assumptions:

- Accomplishing this objective will require either the addition of staff positions, or contracting for services to monitor dust levels.
- Additional funding will be required to purchase necessary monitoring equipment.

1.6 By 2017, identify critical urban conflicts, and take actions to reduce the threat of urbanization on existing and future OHV opportunities and the loss of open space.

Performance Measures:

- Acres of land affected by urban conflicts.
- Number of complaints of OHV conflicts.

Resource Assumption:

- Funds will be needed for acquisition of buffer lands and/or conservation easements associated with existing OHV opportunity areas.



GOAL 2

Increase OHV Opportunity: Add new OHV opportunities where appropriate and needed to replace loss of existing opportunities and respond to changing and future demand.

Increase OHV Opportunity

This is a companion goal to Goal 1. The Division will advance the preservation of existing opportunities and ensure management responses are adequate for sustaining both existing and future opportunity.

The need to expand existing OHV areas, as well as provide new OHV areas, as directed in the statute, is a high priority. The Division will pursue acquisition and development projects where needed and as appropriate. This goal focuses on ensuring a coherent long-term management approach by tracking current opportunities, identifying existing and potential gaps, forecasting future demand, and seeking new OHV opportunities.

OBJECTIVES:

2.1 By 2020, establish, for each priority major population center, at least one OHV opportunity within a sixty-mile radius of the urban footprint.

Performance Measures:

- Recreation units established.
- Number of visitors served.

Resource Assumptions:

- Additional funds will be required to acquire and develop new facilities.
- Additional funds and positions will be required to operate new facilities.

2.2 By 2020, add new areas dedicated to OHV recreation.

Performance Measures:

- Acres of land and miles of trail dedicated to OHV recreation.
- Number of new facilities established for OHV recreation.

Resource Assumptions:

- Additional funds will be required to acquire and develop new facilities.
- Additional funds and positions will be required to operate new facilities.

2.3 By 2012, develop five new OHV recreational opportunities in response to growing recreation trends and equipment (rock crawlers, endurocross, electric, etc.).

Performance Measures:

- Number of new opportunities.
- Number of visitors served.
- Number of visitors reporting high level of satisfaction with the facilities.

Resource Assumptions:

- Additional funds will be required to plan and develop new use opportunities.
- Additional funds and positions may be needed to maintain new facilities.

2.4 By 2015, establish a minimum of two snowmobile touring trails designed for multi-day trips with accommodations (e.g., cabins, restrooms).

Performance Measures:

- Number of touring trails established.
- Number of visitors reporting high level of satisfaction with the facilities.

Resource Assumptions:

- Additional funds will be needed to develop new trails and facilities.
- Additional funds will need to be added to contract for various services (grooming, environmental monitoring, and maintenance of facilities).

2.5 By 2020, implement the California Statewide Motorized Trail as outlined in the Act.

Performance Measures:

- Miles of trail in the system.
- Miles of contiguous trail per trail segment.

Resource Assumptions:

- Additional funds will be needed to acquire lands and easements, develop trail linkages, and where necessary,
- Additional funds may be needed to provide grant funding to agencies operating sections of the trail.

Goal 2

- ✓ **Establish an OHV opportunity within a sixty mile radius of an urban footprint**
- ✓ **Add new areas dedicated to OHV recreation**
- ✓ **Develop five new OHV recreational opportunities in response to growing trends and equipment**
- ✓ **Establish a minimum of two snowmobile touring trails designed for multi-day trips**
- ✓ **Implement the California Statewide Motorized Trail**

GOAL 3

Staff Development: Enhance the abilities of program managers and staff dedicated to the development, management, and implementation of the OHMVR Program.



Staff Development

The Division will improve transparency, efficiency, and quality of program administration through recruitment, training, and organization of high quality staff dedicated to the OHMVR Program mission. The Internal Assessment identified a number of issues impacting the capacity of Division staff to fully achieve the mission and goals.

A variety of essential actions are required to meet the OHMVR Program's Goals and Objectives. The Division will focus on enhancing opportunities within the OHMVR Program to improve staff capacity, including developing enhanced skills and knowledge, addressing staffing needs, and improving organizational structures.

Other issues identified include: loss of institutional memory due to retirements; increased complexity of various technical, land use planning, and regulatory requirements affecting the OHMVR Program; and the need to understand and work more closely and collaboratively with other agencies, customers, and stakeholders to understand and respond to their administrative and other concerns.

OBJECTIVES:

3.1 By 2012, develop and implement a system to capture institutional knowledge and ensure staff are knowledgeable with the skill sets necessary to be successful.

Performance Measures:

- Number of customers reporting high level of satisfaction with service provided by Division staff.
- Number of staff completing elective training programs.

Resource Assumption:

- This objective can be accomplished with existing resources.

3.2 By 2011, develop opportunities for Division staff to participate in diverse work assignments throughout the OHMVR Division and with other agencies.

Performance Measures:

- Number of employees participating in rotational training and development assignments.
- Number of staff receiving excellent evaluations.
- Number of rotational assignments completed.

Resource Assumption:

- Additional funds may be needed to accomplish this objective.

3.3 By 2011, increase the average number of years employees work at the Division, and strive to maintain full workforce capacity.

Performance Measure:

- Average number of years employees work in the Division.

Resource Assumption:

- This objective can be accomplished with existing resources.

Goal 3

- ✓ **Develop a knowledgeable staff with skillsets necessary to be successful**
- ✓ **Develop opportunities for Division staff to participate in diverse work assignments**
- ✓ **Increase the average number of years employees work at the Division**
- ✓ **Establish an active recruitment program**
- ✓ **Increase accountability for expenditures of the OHV Trust Fund**
- ✓ **Increase availability of training opportunities designed to enhance knowledge of laws and regulations**

3.4 By 2010, establish an active recruitment program to fill vacancies with qualified personnel.

Performance Measures:

- Number of applicants.
- Average of time in days positions remain vacant.

Resource Assumption:

- This objective will require additional staff resources and funds to cover travel and other recruiting-related expenses.

3.5 By 2013, assure increased accountability for expenditures of the OHV Trust Fund through Division resources

Performance Measure:

- Percentage of dollars spent outside the Division which can be tracked and accounted for.

Resource Assumption:

- Additional staff may need to be added to the Division to achieve this objective.

3.6 By 2010, increase the availability of training opportunities designed to enhance knowledge of laws and regulations related to OHV operation.

Performance Measures:

- Number of training opportunities offered.
- Number of personnel attending training.

Resource Assumption:

- Additional funding will be required to develop and deliver training.



GOAL 4

Develop an Informed and Educated Community:

Achieve a highly informed and educated community associated with OHV recreational activities, dedicated to safe and lawful OHV operation and responsible environmental stewardship.

Develop an Informed and Educated Community

The OHV community is actively engaged, and committed to establishing collaborative programs and promoting recreation and sound environmental stewardship of the land. The External Assessment identifies a number of recreational training and education needs desired and demanded by this willing community. This Goal focuses on ways to assist the recreating public in supporting and contributing to safe, responsible use, and environmental stewardship through the development and implementation of integrated, comprehensive, consistent education, and information outreach programs associated with OHV use.

OBJECTIVES:

4.1 By 2010, the Division will convene an OHV Education Stakeholder Group to advise the Division in the development of a successful statewide educational program regarding responsible OHV use. By 2011, the Division will develop and begin implementing the educational program.

Performance Measures:

- Number of interest groups participating in the group.
- Number of stakeholders giving the educational program an excellent rating

Resource Assumption:

- Additional funds will be required to support this objective (for travel, meeting space, facilitation, and administrative support).

4.2 By 2015, commercial OHV advertising targeted to California consumers, including print and broadcast media, will accurately represent appropriate and responsible OHV use.

Performance Measure:

- Number of manufacturers receiving a passing score for responsible advertising as rated by the OHV Education Stakeholder Group.

Resource Assumption:

- Additional funds will be required to support this objective (for travel, meeting space, facilitation, and administrative support).

4.3 By 2012, increase availability of training classes addressing OHV safety and environmental stewardship at SVRAs and grant-funded areas.

Performance Measures:

- Number of courses available.
- Number of participants successfully completing the training.

Resource Assumption:

- Additional staff and funding will be required to achieve this objective.

Goal 4

- ✓ **Develop and implement a statewide education program regarding responsible OHV use**
- ✓ **Commercial OHV advertising, including print and broadcast media, will accurately represent appropriate and responsible OHV use**
- ✓ **Increase availability of training classes addressing OHV safety and environmental stewardship**



GOAL 5

Cooperative Relationships: Establish and maintain productive relationships between individuals, organizations, industry, and government agencies to cooperatively identify problems and develop and implement solutions to advance the mission and goals of the OHMVR Program.

Cooperative Relationships

For the OHMVR Program to be effective, program managers and administrators must be fully informed about community interests and regulatory requirements. Additionally, to develop management responses to various environmental issues and respond to OHV customer demand, it is important for interested parties to work collaboratively. Accordingly, the Division will strive to achieve highly integrated, organized, and coordinated stakeholder and public agency groups. These groups will work on a collaborative, ongoing basis to identify issues concerning the sustainability of OHV opportunities and seek solutions to the issues identified.

OBJECTIVES:

5.1 By 2013, improve communication and interaction among local, state and federal agencies having direct or indirect land management, law enforcement and/or regulatory responsibilities involving OHMVR Program activities and issues.

Performance Measure:

- Number of agencies engaged in periodic coordination/collaboration meetings and efforts.

Resource Assumption:

- This objective should be achievable with existing staff resources, but may require additional financial resources for travel, rental of meeting facilities, and other associated costs.

5.2 By 2011, improve communication, coordination and integration between agencies and stakeholders to focus on collective efforts to achieve consensus in addressing identified issues.

Performance Measures:

- Number of agencies and interest groups participating in periodic stakeholder meetings.
- Number of decisions made collaboratively.

Resource Assumption:

- This objective should be achievable with existing staff resources, but may require additional financial resources for travel, rental of meeting facilities, and other associated costs.

5.3 By 2014, improve and increase public involvement at the SVRAs.

Performance Measures:

- Number of cooperating associations established.
- Numbers of volunteers assisting at SVRAs.

Resource Assumption:

- Additional staff will be required to coordinate volunteers and serve as cooperating association liaisons.

5.4 On an annual basis, perform activities that enhance the public's understanding of the OHMVR Program's goals and objectives.

Performance Measure:

- Reduction in the volume of stakeholder correspondence generated as a result of misinformation.

Resource Assumption:

- Additional funding will be required to achieve this objective.

Goal 5

- ✓ Improve communication and interaction among local, state and federal agencies involved with **OHMVR Program** activities and issues
- ✓ Improve communication, coordination, and integration between agencies and stakeholders
- ✓ Improve and increase public involvement at the **SVRAs**
- ✓ Enhance the public's understanding of the **OHMVR Program's** goals and objectives

GOAL 6

Informed Decision Making: Improve the quality, quantity, and accessibility of information needed to support sound decision making, transparency of administration, and communication with the interrelated groups interested in, and associated with, the OHMVR Program.

Informed Decision Making:

The Division strives to improve strategic and management decision making by acquiring and using appropriate data. Use of data is an essential component of the Division's Guiding Principles. The Division seeks to conduct operations openly and base decisions on sound data.

The logical and orderly allocation of resources and development of appropriate management responses to the demand for OHV use requires good information about those uses, the people participating, the demand, and the extent impacts can be forecast.

Both the External and Internal Assessment revealed that on occasion, while needed data may exist, the information is not currently organized and maintained in a way it can be efficiently obtained and used. Thus, it will be a necessary ongoing activity to gather, organize, and maintain existing data and to develop new data necessary for making sound decisions concerning the OHMVR Program.

OBJECTIVES:

6.1 By 2014, consolidate existing data stored throughout the Division.

Performance Measures:

- Number of staff using central database for decision making.
- Volume (%) of indexed data in central system versus not in system.

Resource Assumptions:

- Existing computer hardware will need to be upgraded for improved capacity and speed to be able to manage the high volume of data.
- A new database program will need to be acquired.
- Additional funding and staff will be required to develop the database.
- Additional staff resources will be required in an ongoing basis to maintain the database.

6.2 By 2016, identify and obtain data needed to fill information gaps.

Performance Measure:

- Number of data gaps identified and filled.

Resource Assumption:

- Additional funding and staff will be required to achieve this objective.

Goal 6

- ✓ Consolidate existing data stored throughout the Division
- ✓ Identify and obtain data needed to fill information gaps

Appendix A: Methodology Statement

Formal strategic planning efforts were conducted during a four year period from March 2005 to March 2009.

In developing its Strategic Plan, the Division used a comprehensive approach to collect data and information, and perform external and internal assessments that outlined the status of the OHMVR Program, and informed core principles, issues, trends, and opportunities. Based on this information, the Division formulated preferred responses and action plans related to trends and opportunities.

Following the Department of Finance Strategic Planning Guidelines, the Division, through its strategic planning process:

1. Prepared an interim plan
2. In conjunction with the Commission, conducted a public workshop with facilitator to gather input to the strategic planning process
3. Conducted two public workshops in Southern California
4. Developed a Vision Statement after receiving input from the OHMVR Commission
5. Conducted a collaborative internal assessment
6. Maintained an open and transparent planning process
7. Compiled data
 - a. Conducted informal and random visitor surveys
 - b. Consulted with recreation researchers and experts
 - c. Conducted independent staff research on industry trends
 - d. Conducted focused planning sessions with the Commission
8. Created a first draft presented to the Commission and public for review
9. Conducted three statewide public review meetings
10. Conducted a Commission public hearing on the second draft Strategic Plan

Interim Strategic Plan

In 2005 to initiate a dialogue with the Commission and stakeholders, the Division prepared an interim plan. This document presented general ideas from the Division leadership and served as a launching point for the planning process. Discussion about this draft led the Division to initiate essential next steps, including the following:

- Focus on DOF guidelines to create the central structure of the Strategic Plan. The Bureau of State Audits suggested using this formant, and it was also independently recommended by the Center for Collaborative Policy (CCP) at California State University Sacramento as a quality planning approach, and a very appropriate template for the effort.
- Clarified core issues and areas of interest within and among the stakeholder community. Primary among these were a desire for comprehensive strategies to manage, maintain, and enhance OHV recreation. Equally promoted were desires for creation of environmental stewardship and sustainable programs strategies.

Developing a Shared Vision

During March 2006, a CCP facilitator assisted the Commission and Division in identifying a variety of common as well as diverse areas of interest and focusing for the planning process. Staff, with assistance from a Commission subcommittee, formulated a shared vision which became the draft Vision Statement for the OHMVR Program Strategic Plan.

A series of public conference calls were conducted in October 2006 to allow for public input on the Vision Statement and to solicit general comments on the strategic planning process. The Commission subcommittee, along with OHMVR strategic planning staff, participated in the conference calls to collect comments and suggestions and to answer questions as appropriate. Comments were also solicited by way of the OHMVR Program website and direct email contacts with groups and individuals. A draft proposed Vision Statement was presented to the full Commission in March 2007. At the September 2007 Commission meeting the final proposed Vision Statement was presented to the Commission for their approval.

In 2008, new legislation shifted the focus and direction of the Commission. As a result, the new Commission revisited the Vision Statement and recommended restructuring it to one which was much shorter. That Vision Statement is reflected in this Plan.

Collaborative Internal Assessment

An internal assessment was conducted in late 2007 during a CCP facilitated day-long Staff Summit with senior executives and 40 Division staff. Staff represented all aspects of Division operations, classifications, differing lengths of service, as well as each of the eight SVRAs.

The group was presented a compilation of trends identified by external stakeholders and research. The group then augmented and further analyzed the trends.

Special emphasis was placed on identifying trends likely to directly impact the Division in the future as well as current stressors in the system. The group also identified preferred responses to trends.

The Staff Summit provided a focused opportunity to talk and share openly about the future of the SVRAs, the Grants Program, the Division, partnerships with local, state, and federal agencies, technology, and more. Moreover, it was an opportunity to review the Division's Vision, Goals, and plan for how to achieve them.

Open Transparent Planning Process

The Division recognized its partners, volunteers, and interested constituents were essential to the strategic planning process. For that reason, focus group meetings were conducted with OHV recreationists, businesses, and environmental representatives. Public comment and input was also welcomed throughout the strategic planning process via the Division's website, at various public workshops, forums, and Commission meetings.

A series of public workshops were conducted in April and May 2007 to discuss and provide input on the strategic planning process and the development of the Strategic Plan. The workshops focused on developing goals and strategies for the OHMVR Program that assisted the Commission and Division in moving forward as part of the overall strategic planning effort.

The Division also consulted with other agencies to understand how their views, concerns, needs and interests fit into the broader, statewide strategy for providing OHV recreation. Several meetings with USFS staff were held in the early development stages of the Strategic Plan. Field staff from the BLM, USFS, California State Parks, and the Department of Fish and Game were also invited to participate in workshops and information sessions, along with SVRA staff, county, city, and recreation district personnel. Division staff participated concurrently to prioritize strategic issues each group identified.

Compiled Data

Extensive review of past and current research materials was conducted, and included consideration of:

1. user statistics (both SVRA and statewide);
2. state and national recreation trends;
3. trends by demographics (age and ethnic);

4. statewide population distribution;
5. statewide recreation destinations;
6. industry trends (by vehicle type and demographics);
7. green energy;
8. gasoline use trends; and,
9. 2008 Soil Standard.

In addition to reviewing current literature, staff and consultants interviewed researchers from the USFS and California State University Chico, and also conducted a series of informal and random visitor surveys.

Strategic Plan Drafts and Final

In October 2008, the first draft of the Strategic Plan was posted to the Division's website for review and public comment. In December 2008, input from the Commission as well as input from the public was received at the December 3, 2008 Commission meeting. In January 2009, three interactive strategic planning workshops conducted across the state, solicited input on the Plan from well over 100 of the Division's provider partners, public, interested stakeholder groups, and professional organizations.

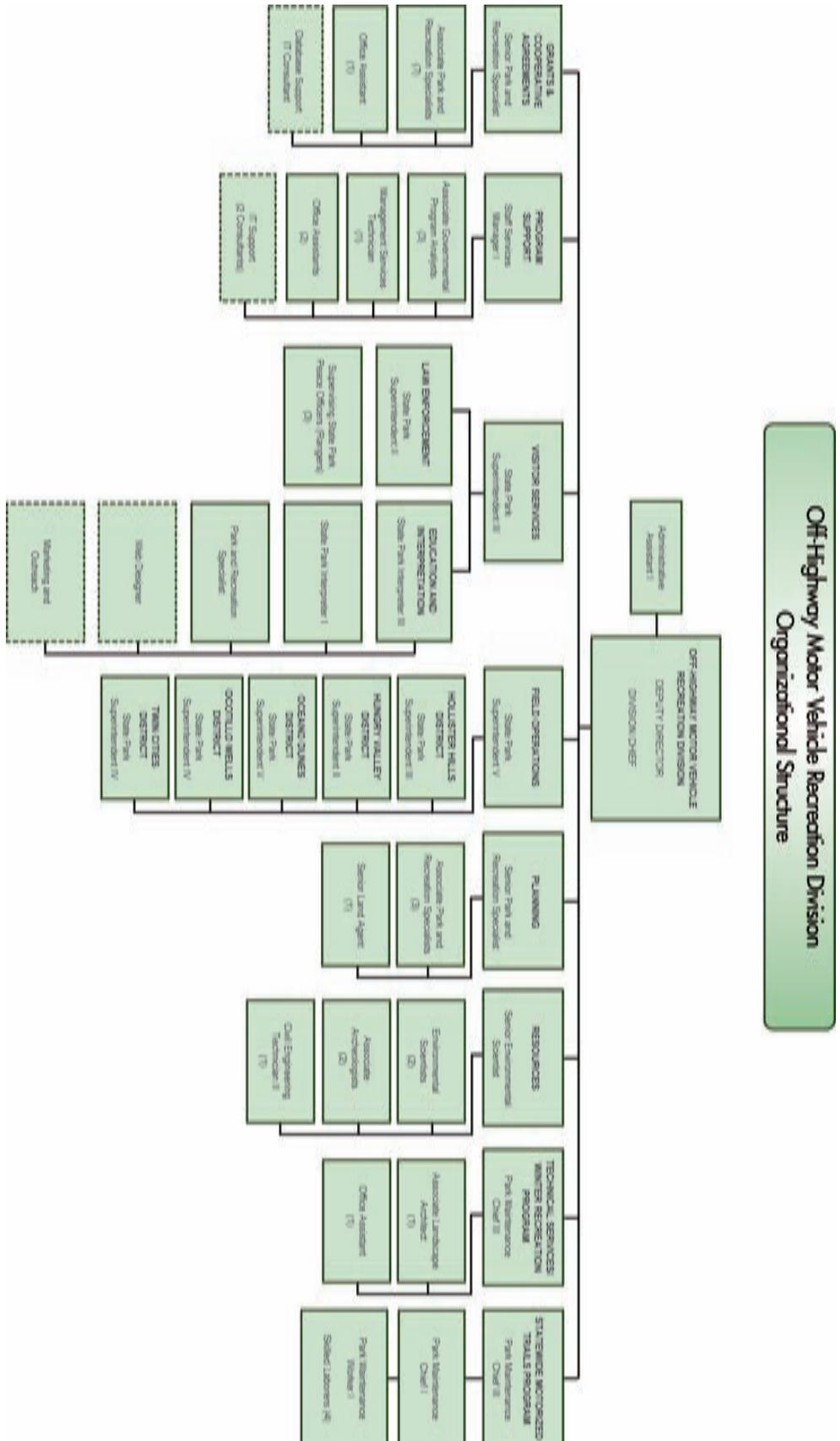
Information about the Plan, and public service announcements publicizing various workshops and Commission meetings appeared on the Division website and in the local media. Those who were unable to attend had the opportunity to comment via email, mail, website, faxes, and/or phone calls. These efforts resulted in numerous Strategic Plan comments.

On March 8, 2009, the Draft 2 Strategic Plan was posted to the Division's website. Comment and input was received at the Commission meeting on March 13, 2009. In addition, the Division welcomed comments from the public through March 25, 2009.

Summary

The Division's multi-faceted methodology brought diverse interests together and inherently provided a variety of divergent views. The result of this approach produced several different themes and principles. The initial scoping meetings, workshops, staff summit, public comments, and Commission input provided the direction for the Division to further engage the public, interested stakeholders and partners, through its next steps in the strategic planning process. Public input was continually cross referenced with data gathered from research and independent sources. Much time, effort, and attention was dedicated to this process by groups and individuals across the state, as well as by the Commission and staff.

Appendix B: Organizational Chart



Appendix C: References

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Appendix D: Glossary of Terms and Abbreviations

For the purposes of this Strategic Plan, the terms below have the following meanings.

Adaptive management - A type of natural resource management in which decisions are made as part of an ongoing science-based process. Adaptive management involves testing, monitoring, and evaluating applied strategies, and incorporating new knowledge into management approaches that are based on scientific findings and the needs of society. Results are used to modify management policy, strategies, and practices.

ATV - All Terrain Vehicle - Any vehicle as defined by California Vehicle Code Section 111.

Antiquities Act - 16 USC, Section 431- 433 et seq.

Best Management Practices (BMPs) - Standard methods used by an agency to reduce impacts from a particular land use. BMPs include but are not limited to structural and nonstructural controls and development, operation, and maintenance procedures. BMPs can be applied before, during, or after project activities.

BLM - Bureau of Land Management

Buffer - Land or physical barriers acquired or established contiguous to, or in the vicinity of, existing or proposed off-highway motor vehicle recreational activities to protect plant and wildlife habitat, soils, or viewsheds, or to reduce noise and other effects on development in the surrounding areas for the purpose of sustaining off-highway motor vehicle recreation use.

CARB - California Air Resources Board

Carbon Emissions - Energy-related carbon dioxide emissions, resulting from the combustion of petroleum, coal, and natural gas.

Carbon Footprint - The total set of greenhouse gas emissions (including carbon dioxide, methane, and nitrous oxide) caused directly and indirectly by an individual, organization, event, or product (UK Carbon Trust 2008).

CEQA - California Environmental Quality Act, Public Resources Code (PRC) Section 21000 et seq.

Chappie-Z'berg Off-Highway Motor Vehicle Law of 1971 - California Vehicle Code section 38000 et seq.

CHP - California Highway Patrol

Commission - Off-Highway Motor Vehicle Recreation Commission

Conservation - Activities, practices, and programs that sustain soil, plants, wildlife and their habitat, in accordance with the standards adopted pursuant to PRC 5090.35. (PRC Section 5090.10)

Cultural Resources - Resources associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage; associated with the lives of persons important in our past; embodying the distinctive characteristics of a type, period, region, or method of construction, or representing the work of an important creative individual, or possessing high artistic values; or yielding, or may be likely to yield, information important in prehistory or history. A resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources. (PRC Section 5024.1, Title 14 CCR, Section 4852.)

CVC - California Vehicle Code

Division - Off-Highway Motor Vehicle Recreation Division

DMV - California Department of Motor Vehicles

Gateway Activity - An activity which provides exposure to and generates interest in other related activities.

Grants Program - Means the local assistance grant program and the cooperative agreement program. (PRC 5090.12 and 5090.50 et seq.)

Monitoring - Data collection used by a land management agency and/or the Division to make appropriate decisions.

NEPA - National Environmental Policy Act. (42 U.S.C. 4321 et seq.)

OHV - Off-highway motor vehicle as defined in Section 38006 of the Vehicle Code.

OHMVR - Off-Highway Motor Vehicle Recreation

Off-Road PALs - Youth education program offered through the Division featuring ATV, dirt bike, and snowmobile classes teaching safe operation and environmental responsibility.

OHMVR Act of 2003 - Public Resources Code section 5090.01 et seq.

OHV Trust Fund - Off-Highway Vehicle Trust Fund created by subdivision (c) of Section 38225 of the Vehicle Code.

PAL - Police Activities League. A non-profit organization dedicated to uniting law enforcement and communities by providing youth programs which develop discipline, positive self-image, mutual trust and respect.

Performance Measures - Quantified results to be achieved.

Program - Off-Highway Motor Vehicle Recreation Program

Public Lands - Federal, state, county or city-owned or administered lands.

PRC - Public Resources Code

RUV - Recreational Utility Vehicle. A four wheeled vehicle where passenger and driver sit side by side and operator steers with steering wheel.

Restoration - Upon closure of the unit or any portion thereof, the restoration of land to the contours, the plant communities, and plant covers comparable to those on surrounding lands, or at least those that existed prior to off-highway motor vehicle use. (PRC 5090.11)

Roads - Logging roads, service roads, and other roughly graded roads upon which vehicular travel is permitted (CVC 38001).

Rock Crawler - Generally a custom built machine designed to travel over extremely technical, natural, or man-made terrain and constructed obstacle courses.

Sand Rail - Manufactured and custom-built vehicles used for recreational riding and competitive events over sand, sand dunes, and other open terrain.

SNO-PARK - A snow cleared parking lot with sanitation facilities and access to snow play areas, cross country ski and snow mobile trails.

Snowmobile - A motor vehicle designed to travel over ice or snow in whole or in part on skis, belts, or cleats, which is commonly referred to as an Over Snow Vehicle. (CVC 557).

Stakeholders - All parties engaged in, interested in, or affected by, activities of the OHMVR Division.

State Parks - California State Parks

SVRAs - State Vehicular Recreation Areas

Sustainable - An activity that can be repeated over a long period of time without causing damage to the environment or the community.

System - The State Vehicular Recreation Areas, the California Statewide Motorized Trail, areas and trails within the state park system, and areas supported by the grant program. (PRC 5090.09)

USFS - United States Forest Service



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