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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 (SVRAs), and to otherwise provide for a statewide system of managed OHV recreational opportunities through funding to other public agencies. To insure that quality recreational opportunities remain available for future generations by providing for education, conservation, and enforcement efforts that balance OHV recreation impact with programs that conserve and protect cultural and natural resources.
OHMVR PROGRAM DESCRIPTION

BACKGROUND

California State Parks, OHMVR Division (the 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 in designated areas. The 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 direct management of the OHMVR Program. The 1982 law also created an Off-Highway Motor Vehicle Recreation Commission (Commission) to allow public input and provide policy guidelines for the OHMVR Program. Certain aspects, such as the way funding is allocated, and the roles and the responsibilities of the Commission, have changed over time. The OHMVR Act of 2003 may be found at California Public Resources Code Section 5090.01, et seq. and the Chappie-Z’berg Off-Highway Motor Vehicle Law of 1991 is found in the California Vehicle Code 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.
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 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 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 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 developed by the Division pursuant to 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 Public Resources Code section 5002.2.

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.

- Planning, acquisition, development, conservation, and restoration of lands in the state vehicular recreation areas.
- Direct management, maintenance, administration, and operation of lands in the state vehicular recreation areas.
- Provide for law enforcement and other appropriate public safety activities.
- Implementation of all aspects of the OHMVR Program.
- Ensure OHMVR Program compliance with the California Environmental Quality Act (CEQA) (Division 13 (commencing with Section 21000)).
- Provide staff assistance to the Commission.
- Prepare and implement plans for lands in, or proposed to be included in, state vehicular recreation areas (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 Vehicle Code and other laws regulating the use or equipment of OHVs in all areas acquired, maintained, or operated by funds from the fund; however, the Department of the California Highway Patrol shall have responsibility for enforcement on highways.
✓ Complete by January 1, 2009, a strategic planning process that will identify future OHV recreational needs, including, but not limited to, potential OHV parks in urban areas to properly direct vehicle operators away from illegal or environmentally sensitive areas. This strategic planning process shall take into consideration, at a minimum, environmental constraints, infrastructure requirements, demographic limitations, and local, state, and federal land use planning processes. The strategic plan shall be reviewed by the Commission and updated periodically.

PROGRAM AREAS

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

State Vehicle Recreation Areas

The Division administers five Districts, encompassing eight SVRAs, throughout the state. Each District is managed by a District Superintendent, who is responsible for overseeing four core programs: Visitor Services, 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 § 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 § 5090.43). The SVRA system ranges from the southern desert at Ocotillo Wells SVRA to the coastal sand dunes at Oceano Dunes SVRA, the coastal range areas of Hungry Valley and Hollister Hills and the valley areas of Prairie City SVRA and Carnegie SVRA in the north.

The dedicated purpose for the SVRAs makes them relatively unique in the OHMVR Program. Although federal lands provide a larger 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 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 that 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. Division staff ensure the appropriate use of these funds and monitor projects for OHMVR.
Program compliance. Staff also work with and provide 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.

Education and Outreach

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

Environmental Sciences

The Division is mandated to ensure that OHV recreational areas are managed
for long-term environmental sustainability, and to comply with applicable
environmental laws, guidelines, and regulations. Environmental sciences staff
continually monitor conditions in the SVRAs and develop and implement sound
resource management practices. Activities include the review and monitoring
of grant and cooperative agreement funded projects, and the provision of
expertise and assistance to grantees and other providers of OHV recreation
throughout the state.

Environmental sciences staff focus their efforts on monitoring the condition of
soils and wildlife habitat, habitat restoration, and project planning and
assessment for compliance with laws as applicable such as the California
Environmental Quality Act (CEQA), 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.

To preserve and protect the many prehistoric 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 staff work directly with SVRA site managers to ensure such
sites and values are protected on an ongoing basis. These specialists ensure
Division compliance with state and federal cultural resources protective mandates, such as the federal Antiquities Act and Public Resources Code 5024.

Planning and Acquisition

Planning staff 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. Planning staff 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.

Public Safety

The Public Safety Program provides statewide leadership in OHV related public safety. Staff 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 regarding consistent implementation of OHV laws. Public Safety Program staff meet with law enforcement agencies and other stakeholders around the state to identify issues, encourage cooperation, and facilitate solutions. They review law enforcement grants and grant applications. In addition, they provide technical assistance and expertise to the Administration and the Legislature for legislation pertaining to OHV recreation.

Marketing and Outreach

Marketing and Outreach plays a vital role in the Division achieving widespread understanding regarding the OHMVR Program and its role in 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 work to identify emerging trends and communities of interest in OHV recreation, and work 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 by also focusing on young and impressionable enthusiasts.

Winter Recreation

From November to May, the Division, in partnership with federal and county agencies, administers both a motorized and non-motorized winter 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 of 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 SnoPALS program in partnership with the California Police Activities League (PALS). 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.*
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).

NOTE: No Funding Comes From the State’s General Fund
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 and conservation of the environment. 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 AND OHMVR PROGRAM ADMINISTRATION

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 Trust Funds on the part of the Division and State Parks.

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

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WORKING WITH PARTNERS AND VOLUNTEERS

OHV recreation in California occurs in many areas, on lands with varying characteristics and administered by a wide variety of government agencies. 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 have 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 data must be gathered and maintained 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 quality decision making. When accurate, high quality data is not available, the Division actively works to fill these data gaps.
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, Objectives, and Actions.

EMPHASIZE THE BASICS

It cannot be emphasized enough that sound management of OHV recreation requires constant vigilance and care be given to ensuring roads, trails and 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 as a result of 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 for sound ecological management of lands 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 establish 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 deleterious effects that result from unmanaged OHV use. The Plan establishes goals, objectives, and action steps to not only enhance the OHMVR...
Program’s management response to the environmental effects of OHV use, but also to reduce the carbon footprint associated with OHV use. Key actions associated with this approach include the following.

- Leverage approaches such as development of urban or regional opportunities that reduce system-wide transit time and consumption of resources to reach and use recreation destinations.
- Support technology to reduce impacts of the system infrastructure and facilities.
- Support, and where possible, facilitate technological advancements to reduce the environmental impacts of OHVs.
- Utilize management and acquisition strategies resulting in maintaining or improving quality species habitat and opportunities for quality outdoor recreation.

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

Newer and improved types and capabilities of 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.

Ever and rapidly evolving electronic technology means that 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 coordination by and among the many interested stakeholders, and administering the many aspects of the OHMVR Program needed to achieve success.
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 we can take the opportunity to teach them 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 to 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 natural and cultural resource management. The students interact with park staff and teachers in an environment that promotes learning, an appreciation of the outdoor environment, and team building. In addition to outdoor awareness, a major focus of this program is on 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 several participants this experience has made a significant contribution to their lives in participating in outdoor activities and in the focus on their future.

The Cal PAL program at Hungry Valley, and others like it, addresses the clear opportunity to use 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.
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 sustain the lands in a way that they may be used 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 ecological resources and species, threats to public health, lack of needed resources for adequate maintenance and management, 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 proposed closures or severe 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 lands available for OHV recreation.

Route Designation on Federal Lands – Designation of an authorized system of routes and areas for OHV use is critical for a well managed program. Since 2000, the OHMVR Program has funded the USFS and BLM to implement route designation processes leading to decisions concerning routes deemed appropriate for continued OHV recreational uses. These processes are resulting in the designation of routes for continued use as well as closing other routes that have been historically. The reasons for the closures are varied and complex including: species protection or other environmental reasons; the OHV
use was not lawful or adequately 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 and operating funding. 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 pending and regularly introduced in Congress to create Wilderness and to place further restrictions on the use of roadless 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 natural and cultural resources, including endangered species preservation and recovery and CEQA or 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 by groups who diligently monitor land management activities for compliance. 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 as well as the ability of OHV uses to continue where they are appropriate. 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 appropriate 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 (PM$_{10}$ and PM$_{2.5}$), carbon emissions (climate change), 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, the 31,000-acre Clear Creek Management Area (CCMA) managed by BLM’s Hollister Field Office is 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 OHV recreation areas managed by other agencies that rely on OHV Trust Funds by supporting development and implementation of appropriate measures for minimizing public health impacts.

Trespass, Conflicts, and Violation of Closed Areas

The issue of OHV trespass on private property, noise and dust nuisances, and incursions into lands such as rivers that are off-limits to or inappropriate for motorized uses is a common topic 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 areas devoted to protection of natural and cultural resources.

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 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 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 pressure on public agency resources, as well as the poor economy, 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 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 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 phenomenon 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 result of overuse is 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 underscoring 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 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.

Urbanization claims approximately 40,000 acres of farmland 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 natural and cultural resources.

Sound

Complaints about motorized recreation increase as people residing in newly developed areas complain about nearby noise associated with OHV operation. OHMVR Program efforts to enforce noise standards (Vehicle Code 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 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. These new enthusiasts have been exposed to marketing campaigns which often portray destructive and inappropriate OHV operation, or watch races on television or the internet where extreme operations can be contained and managed.

As these new participants enter remote OHV recreation areas, 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 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 in the recreation. OHV areas are heavily utilized by families and groups with young children. Today, greater numbers of women are participating in the recreation as well. As these individuals begin raising their own children, they involve them in the recreational activity. For many children, participation in OHV recreation provides them with the experience of accessing the

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—in 2007 as they did in 1999, adding participants at the fastest rate of all new participant groups.
outdoors and of camping in remote areas, which they may not otherwise be exposed to 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

Another demographic factor to be considered is 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 OHV 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 long distance motorized trail system and a need for places to pursue various types of multi-day SUV touring opportunities.

Change in OHV Use Patterns Due to the Economic Environment

Sales of large 4x4 vehicles and high end sand rail 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. While OHV recreation is only a part of this larger phenomenon (which also includes such activities as driving scenic highways and operating pleasure boats and motor homes), close attention needs to be given to finding ways to reduce overall emissions. Vehicles registered as OHVs are issued a green registration sticker if they meet certain emission requirements set by CARB. Vehicles not meeting the CARB standard are issued red registration stickers, and 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 (sport utility vehicles, 4x4s, all-wheel drive and crossover 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 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 designed, built and sold that allow operators to access areas previously inaccessible to vehicular use. The development of appropriate facilities for these vehicles has not kept pace with this growth. In some areas, people in search of greater challenges are operating these vehicles inappropriately or choosing to enter areas which are 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 the 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.
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 proliferation and 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, when education alone does not 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, know 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 through 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 and the state have not been able to keep up with the pace of the
demand. Law enforcement plays an important role in educating and mentoring
the OHV community, and when necessary, enforcing the laws and issuing
citations. Law enforcement agencies across the state face challenges in
recruitment and retention of staff. Identifying officers interested in OHV
recreation can be an additional challenge. Providing the specialized equipment
is often difficult given local funding demands. While counties struggle to find
funding to provide legal places to provide recreation, law enforcement must
address the issues of sound, off-highway registered vehicles on highways,
environmental degradation and trespass. The Trust Fund has and will continue
to provide critical support for these efforts.

**IMPROVED COMMUNICATION AND RELATIONSHIP BUILDING AMONG INTEREST GROUPS**

In recent years, membership in traditional OHV clubs and organizations 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 as are 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, and 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 of managing OHV recreation to meet demand and sustain the lands and environment in which it exists, all interested individuals and organizations must work collaboratively together. 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, sponsoring facilitation for public meetings, conducting workshops, and evaluating suggestions received by 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.
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 currently 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 OHV usage, location, demand and impacts. 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 dirtbikes, 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 Vehicle Identification Numbers (VIN) which is consistent from one manufacturer to the next, making identification of specific vehicle types by VIN problematic. Because of the difficulty in working with the DMV programming code, and the variability in VIN 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.
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 resources 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 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, lack 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.
TECHNICAL COMPLEXITY OF THE OHMVR PROGRAM

Staff at all levels who work on OHV issues are faced with a variety of complex issues regarding environmental compliance and monitoring, compliance with a soil standard and applying 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 are prepared to deal with this complexity.

UNDERSTANDING THE EQUIPMENT

Staff working in OHV programs are challenged to learn the operating capabilities and potential impacts of a wide range of recreational OHVs. Dirt bikes, ATVs, sand rails, RUVs, golf carts, 4x4s 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 are 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.

OHMVR PROGRAM ADMINISTRATION AND ON THE GROUND EXPERIENCE

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 to be effective. The Division has had difficulty
recruiting staff with this knowledge, and must spend significant resources teaching and training staff once they are hired.

To fully understand the range of OHV recreational pursuits, opportunities, impacts, and challenges they present, new staff 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 each SVRA implement Habitat Monitoring Programs to provide data used in making management decisions. Rangers are available to provide OHV education and safety training, natural resource interpretation, enforce laws, and for rapid response 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 2008/09 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.
The Division was formed as a separate entity within California State Parks by the Legislature in order to ensure OHV Trust Funds were directed towards support of OHV recreation and not inadvertently used to support other unrelated activities of State Parks.

At the same time, at the inception of the OHMVR Program, it was deemed to not be entirely efficient to establish completely separate, common administrative functions such as human resources, accounting, contracting, legal service, and budgeting functions. Thus, the Division must rely on these services being performed by those functions that also serve State Parks as a whole.

Nevertheless, due to the unique nature of the requirements for managing the OHMVR Program, the Division has needed to develop its own administrative expertise. 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 has assumed, and performs as many functions as possible with Division staff and resources. Some functions, such as equipment purchasing and management, legal services, and public safety management and personnel services are performed partially by the Division but still require support from the Department. As a result, funds from legislative appropriations intended to support OHV recreation are redirected to the Department to support these activities. This results in duplication of effort and unnecessary expenditures. With the growth and experience of the Division, and to ensure appropriate use of OHV funds to meet the priorities of the OHMVR Program, the Division will pursue performing these activities by its own Division staff.
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.
VISION STATEMENT

The Division will:

- Be the nationwide model and set the standard for administering and managing an OHV recreation program at the state level,
- Provide outstanding OHV opportunities to meet the changing trends and demographics associated with OHV recreation,
- Improve the quality and quantity of motorized recreational opportunities to meet the changing and growing interests of OHV enthusiasts recreation on lands in California,
- Aggressively pursue responsible care of California’s natural and cultural resources,
- Develop and implement best-management maintenance and environmental practices for use in State Vehicular Areas and promote them in other areas, and
- Ensure grants are awarded to programs that support OHV opportunities, OHV education and safety, and restoration of areas damaged as a result of motorized recreation and motorized access to other forms of recreation.
GOALS AND OBJECTIVES

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 mitigate the environmental impacts that may be associated with those activities.

The Division will protect and preserve existing OHV opportunities taking into consideration the need to sustain lands for future OHV uses. This will be accomplished through identification and implementation of solutions to maintenance, environmental, and any other problems that have led to closures of traditionally used trails, road and areas.

To advance the OHMVR Program to provide an ecologically balanced system and sustain OHV opportunities for the long term, it is essential that areas, trails, and other facilities are adequately maintained, operated and improved as necessary. The External Assessment by the Division 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, the application of the most recent best management practices have not kept pace with the needs.

OBJECTIVES/STRATEGIES

1.1

Ensure requirements for the soil standard and habitat protection plans (HPP) are being implemented in the SVRAs and other projects supported by OHV Trust Funds.

Action 1.1.1: Establish Trail Teams in the SVRAs to be responsible for overall trail development, maintenance, and compliance with the soil standard.
Action 1.1.2: Establish in the Grants Program an incentive for development and training of grant recipient staff in soil and habitat conservation compliance.

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

Action 1.2.1: Establish a Division Trail Management Team to develop and maintain a regularly updated trail maintenance manual including BMPs available for achieving high quality soil, environmental conservation, and functional trail maintenance results.

Action 1.2.2: Division Trail Management Team will work collaboratively with other agency teams to provide a forum to share trail maintenance techniques and develop BMPs.

1.3 Using the 2009/2010 fiscal year as a baseline, achieve a 25% reduction in carbon footprint from OHV recreational use by 2020.

Note: Proposed timelines in the section below are for discussion purposes only.

Action 1.3.1: Within ___ years, establish the baseline system carbon footprint for 2009 utilizing analysis metrics established by researchers engaged in the Governor’s Climate Action initiation.

Action 1.3.2: Within ___ months of establishing baseline data, establish action plan to achieve 25% reduction target.

Action 1.3.3: Within ___ months of establishing baseline data, identify a minimum of two opportunities in each SVRA to implement energy reduction methods that can be used as part of the point source and offset strategies.

Action 1.3.4: Commencing in the _____ fiscal year, establish carbon footprint considerations for award of funding from the Grants Program.
Action 1.3.5: In next 24 months initiate a process to work with CARB to develop complete data on emissions attributable to non compliant vehicles, and review the red sticker regulation.

1.4

Implement a “sound level management program” with the aim of reducing excessive sound levels generated from vehicles recreating off-highway where such sound levels exceed established standards.

Action 1.4.1: Adopt an SAE Standard testing procedure that can be effectively administered in the field to test for excessive sound levels for vehicles not covered under the SAE J1287 test method and continue enforcing the sound level standard on ATVs and dirt bikes using the SAE J1287 test procedure.

Action 1.4.2: Conduct annual training for local, state and federal agencies, tech inspectors and volunteers to appropriately market, administer and enforce the sound level standard on all types of off-highway vehicles.

Action 1.4.3: Adopt regulation requirements and procedures for sound level enforcement for the Grants Program.

Action 1.4.4: Establish facilities for sound monitoring stations at the SVRAs and implement regular sound testing.

Action 1.4.5: Implement a contract for sound monitoring along the boundaries of SVRAs.

1.5

Implement a dust management program with the aim of reducing the amount of dust generated by OHVs.

Action 1.5.1: Develop and implement a dust monitoring protocol to quantify the extent and impacts of dust at each SVRA.

Action 1.5.2: Develop a menu of management practices to be used when dust levels are found to exceed desired levels.
Action 1.5.3: Prepare a dust management program manual and train the trail management and maintenance teams with regard to dust management.

Action 1.5.4: Establish and implement dust monitoring considerations for award of grant funding.

1.6

Identify critical urban conflicts, and take actions to reduce the threat of urbanization on existing and future OHV opportunities and related environmental conditions.

Action 1.6.1: Identify and map areas of urban encroachment and related conflicts and the effects of those conflicts on continued operations at SVRAs and other areas used for OHV recreation.

Action 1.6.2: Develop the plan and funding needed to implement strategies to reduce or mitigate conflicts leading to reductions in OHV opportunity.

1.7

Provide leadership for effective OHV law enforcement to reduce conflicts and maintain stability for long term recreation.

Action 1.7.1: Coordinate between public land managers and appropriate law enforcement agencies relative to OHV law enforcement on public lands where agencies lack their own law enforcement personnel and/or need assistance.

Action 1.7.2: Develop a POST approved (Peace Officer Standards and Training) course in OHV enforcement.

Action 1.7.3: Develop a POST approved course in OHV accident investigation, focusing on methods of documenting and investigating accidents occurring in off-highway settings.
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.

This is a companion goal to the first goal. The Division is dedicated to advancing the preservation of existing opportunities and ensuring management responses are adequate for sustaining both existing and future opportunity.

The need to expand existing areas, facilities and opportunities, as well as provide new areas, facilities and opportunities, as directed in the statute, is a high priority for the Division. Accordingly, the Division will pursue acquisition and development projects where needed and appropriate, as they arise. 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/STRATEGIES

2.1

Establish, for each priority major population center, at least one OHV opportunity within a sixty mile radius of the urban footprint.

- Action 2.1.1: Identify four urban centers and establish a working team to include appropriate local officials to study the feasibility of establishing OHV opportunity on a local and/or regional basis.

2.2

Add new areas dedicated to OHV recreation, and acquire lands necessary to ensure existing availability.

- Action 2.2.1: Develop acquisition plan based on rating criteria to establish priorities for acquisition of new lands.
- Action 2.6.2: Establish at least one urban park to serve as a model for how to provide for OHV recreation in an increasingly urbanized state.
Develop five new use opportunities in response to growing recreation trends and equipment (rock crawlers, endurocross, electric, etc.).

- **Action 2.3.1**: Define criteria to evaluate where there are unmet needs in provision of opportunities for specialized forms of OHV recreation or equipment.
- **Action 2.3.2**: Identify potential locations where activities identified using criteria developed in Action 2.2.1 can be accommodated.

Establish a minimum of two snowmobile touring trails designed for multi-day trips with accommodations (cabins, restrooms, and so forth).

- **Action 2.4.1**: Identify a committee to assist the Deputy Director to define criteria for new multi-day touring trail locations.
- **Action 2.4.2**: Identify potential locations where criteria can be accommodated and establish development priorities based on overall strategic goals. Initiate trail and facility planning.

Implement the California Statewide Motorized Trail as outlined in the Act.

- **Action 2.5.1**: Working in conjunction with stakeholder groups, identify existing segments with potential for connectivity.
- **Action 2.5.2**: Identify gaps in the segments and establish priority list for acquisition.
- **Action 2.5.3**: Establish development priorities based on overall strategic goals and initiate site planning acquisition requirements and potential partnerships to complete the trail.
- **Action 2.5.4**: Request from Department of Finance approval for expenditure of OHV Trust Funds for acquisition of parcels identified in Action 2.5.3 and to complete environmental requirements.
GOAL 3– Staff Development: Enhance the ability of program managers and staff dedicated to the development, management and implementation of the OHMVR Program.

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, as well as for other agencies through the Grants Program to improve staff capacity, including development of 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/STRATEGIES

3.1

Develop a knowledgeable staff with the skill sets necessary to be successful.

- **Action 3.1.1**: Establish the knowledge, skills and abilities required for every Division classification.
- **Action 3.1.2**: Create a Division position manual outlining policy and procedures for each core program.
3.2 Develop opportunities for Division staff to participate in diverse work assignments as part of training and development plans.

- **Action 3.2.1:** Develop approach and determine the types of assignments most appropriate. Assignments may include rotating staff between various SVRAs, County Parks, BLM, USFS, other land management agencies or regulatory agencies, as well as outside of state government.

3.3 Increase the average number of years employees work at the Division and strive to maintain full workforce capacity.

- **Action 3.3.1:** By 2014 maintain staffing at an 8% or less vacancy rate.
- **Action 3.3.2:** Establish an internal working group to recommend potential Division initiatives to improve retention.

3.4 Establish an active recruitment program to fill vacancies with qualified personnel.

- **Action 3.4.1:** Incorporate recruitment goals in all external outreach efforts.

3.5 Increase accountability for expenditures of the OHV Trust Fund, by reducing the number of functions performed by State Parks.

- **Action 3.5.1:** Develop a Division Operation Manual.
- **Action 3.5.2:** Initiate paperwork to establish and/or enhance Division positions and organizational structure for the following activities.
  - Concessions
  - Planning
3.6

Increase skills of the Public Safety staff personnel involved in the regulation of OHV programs.

- Action 3.6.1: Develop appropriate curricula for OHV law enforcement personnel.
- Action 3.6.2: Provide, at least annually, statewide training for local, state and federal law enforcement officers on current issues in OHV enforcement.
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.

OBJECTIVES/STRATEGIES

4.1

The Division will convene an OHV Education Stakeholder Group to identify steps for a successful statewide educational program regarding responsible OHV use.

- Action 4.1.1: The OHV Education Stakeholder Group will develop and coordinate a statewide OHV educational curriculum promoting environmental responsibility, safety and ethics.
- Action 4.1.2: The OHV Education Stakeholder Group will identify subject matter experts for advice. Experts will include but are not limited to: experts in recreation, OHV recreation, demographics of California, various leaders in diverse communities, resource protection, law enforcement, and use of technology in educational program delivery.
- Action 4.1.3: The OHV Education Stakeholder Group will identify four geographic areas where inappropriate and damaging OHV use is affecting private property owners. The group will provide suggested remedies for reduction of conflicts.
- Action 4.1.4: Division will make educational curriculum materials available on the Division website as well as in hardcopy packages to be utilized by others involved in educational efforts associated with OHV activities.

4.2

Commercial OHV advertising targeted to California consumers, including print and broadcast media, will accurately represent appropriate and responsible OHV use.

- Action 4.2.1: The OHV Education Stakeholder Group will identify mediums where OHV use is exemplified in a harmful, damaging and inappropriate manner. Finding will be presented to the Division and Commission.
Action 4.2.2: The OHV Education Stakeholder Group will promote highly publicized awards for organizations who portray responsible OHV recreation in their advertising. Findings will be presented to the Division and Commission.

Action 4.2.3: The Division will work with state agencies to incorporate responsible advertising standards into purchasing and grant decisions, including purchases for all state-owned and grant supported vehicles and equipment.

4.3 Increase availability of training classes addressing OHV safety and environmental stewardship at SVRAs and grant funded areas.

Action 4.3.1: SVRAs will have a safety training facility located on-site.

Action 4.3.2: Working in collaboration with The OHV Education Stakeholder Group and the Commission, the Division will implement an incentive program for youth to participate in focused safety and stewardship training activities.

Action 4.3.3: Division will adopt regulations for the Grants Program to provide additional consideration for applicants which provide OHV safety training classes.
GOAL 5 – Cooperative Relationships: Establish and maintain productive relationships by, and between individuals, organizations, industry, and government related agencies to cooperatively identify problems and develop and implement solutions to advance the Mission and Goals of the OHMVR Program.

For the OHMVR Program to be effective, it is essential that OHMVR Program managers and administrators be fully informed about a variety of interests and regulatory requirements. Additionally, to develop sound 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/STRATEGIES

5.1

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.

- Action 5.1.1: Form and organize an interagency group to address concerns related to the OHMVR Program.
- Action 5.1.2: Establish one or more positions to serve as agency liaisons.

5.2

Improve communication, coordination, and integration between agencies and stakeholders to focus on collective efforts in achieving consensus in addressing identified issues.

- Action 5.2.1: Establish statewide and/or Regional Stakeholder groups composed of members able to work in a highly integrated, organized, and coordinated fashion to help implement the Plan.
5.3 Improve and increase public involvement at the SVRAs.

- **Action 5.3.1:** Establish and support Cooperating Associations in each SVRA.
- **Action 5.3.2:** Develop and implement a volunteer recruitment program for the SVRAs.
- **Action 5.3.3:** Implement an “adopt a trail” program for SVRAs.
GOAL 6 – Informed Decision Making: Improve the quality, quantity, and accessibility of information needed to support sound decision making and transparency of administration, and communication with the interrelated groups interested in, and associated with, the OHMVR Program.

The Division strives for improved strategic and management decision making by acquiring and using appropriate data. Access to and 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.

For there to be a logical and orderly allocation of resources and development of appropriate management responses to the demand for OHV use, it will be necessary to have good information about those uses, the people participating, the demand and the extent of the impacts that can be expected.

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 the new data necessary for making sound decisions concerning the OHMVR Program.

OBJECTIVES/STRATEGIES

6.1

Consolidate existing data stored throughout the Division.

- Action 6.1.1: Establish and use a central location for all media. Establish and use a Division-managed database that staff can easily access via the Department intranet.
- Action 6.1.2: Inventory and catalog existing data.
- Action 6.1.3: Initiate any needed contracting or approvals to move forward with constructing a data management system.
Identify and obtain data needed to fill informational gaps.

- Action 6.2.1: Establish a Division data library and note apparent data gaps.
- Action 6.2.2: Outline key decision areas and associated data needs, including geospatial markers and GIS systems.