

VII. RECREATION ELEMENT



Photo by Kent Hirsch, a Marine and Commercial Photographer, Ballou, Calif.

CA/KB

OVERVIEW

The Recreation Element, one of the nine elements of the General Plan, contains official policies pertaining to the acquisition, development, operation, maintenance, and financing of the County's varied recreation facilities, which include regional recreation facilities, local parks, and riding and hiking trails.

The Recreation Element text includes five main sections:

- Purpose of the Element
- Constraints and Opportunities
- Local Parks Component

- Regional Riding and Hiking Trails Component
- Regional Recreation Facilities Component

The first section provides an overview of the purpose of the Recreation Element followed by the Constraints and Opportunities section. The remaining three sections are the Recreation Element components as listed above. Each component includes a master plan with goals, objectives, policies and implementation programs.

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PURPOSE OF THE ELEMENT

The Recreation Element is mandated by Government Code Section 65303(a). This Recreation Element sets forth a comprehensive strategy for the acquisition, development, operation, maintenance, management and financing of County recreation facilities which are necessary to meet Orange County's existing and future recreation needs. This strategy is expressed as an integrated framework of recreation goals, objectives, policies and programs.

The policies and programs of the Recreation Element form an effective implementation plan to meet the established goals. The Recreation Element serves to guide and direct local government decision-making regarding recreation issues and facilitates the coordination of local, regional, state and federal efforts.

CONSTRAINTS AND OPPORTUNITIES

This section identifies existing and potential constraints to and opportunities for satisfying the projected recreation demands for Orange County.

While these constraints do not necessarily pose absolute barriers, they may inhibit the timely achievement of recreation objectives and efforts to implement recreation programs.

These constraints and opportunities are segregated into four categories:

- 1) Environmental;
- 2) Governmental;
- 3) Economic/market; and
- 4) Legal.

Policies and implementation programs strive to mitigate or eliminate these constraints and to maximize identified recreation opportunities.

- **Constraints**

Environmental Constraints

NOISE

The major sources of significant noise (65+ CNEL) in Orange County are aircraft and highway vehicles. While both can usually be mitigated to acceptable levels indoors, acceptable mitigation of aircraft noise outdoors cannot be fully accomplished because of its overhead source.

Noise does not preclude recreation activities but does diminish the enjoyment of the overall experience. Through proper site planning, recreational activities can and do occur.

For example, Featherly Regional Park is adjacent to the Riverside Freeway and is subject to roadway noise from motor vehicles.

The closure of El Toro and its non-aviation reuse will have a positive benefit of reducing aircraft noise impacts

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on County-wide recreation and open space resources. In addition, the closure affords an unparalleled opportunity to expand regional recreation facilities.

FLOOD HAZARD

Portions of the County are located within flood plain areas of varying degrees of severity. Though flood plains do not preclude the development of recreation facilities (e.g., Yorba Regional Park is located within the flood plain of the Santa Ana River), they do limit the number and types of recreation facilities and structures. Permanent structures cannot be sited within areas subject to high flood hazard. Careful site planning is necessary whenever recreation facilities are planned within flood plain areas.

FIRE HAZARD

The foothill areas of Orange County are considered areas of moderate to high fire hazard. Care must be taken to ensure that recreation facilities in these areas do not increase fire hazard potential and that they employ adequate fire protection measures.

GEOLOGIC HAZARDS

Extreme slope areas pose a constraint to many recreation pursuits. Turfed playfields for soccer, baseball and football cannot be satisfactorily located in an area of steep slopes without significantly increasing the cost of

construction and maintenance.

Governmental Constraints

FISCAL CONSTRAINTS

Proposition 13 (June 1978) added Article XIII A to the California State Constitution. Effective July, 1978 the new article abolished all special district discretionary tax rates. This single event reduced Harbors, Beaches and Parks District (HBPD) tax revenue by approximately 60 percent.

Prior to the passage of the Jarvis-Gann amendment (Proposition 13), the Harbors, Beaches and Parks District exercised a taxing rate of up to 20 cents per \$100.00 of assessed property valuation. This taxing authority allowed the district to not only pay for operation and maintenance, but to accumulate funds over time for large HBPD improvements which could not be provided for in an annual budget.

In the wake of the Jarvis-Gann amendment, there is no guarantee that additional funds will be available in the future to finance operation and maintenance of developments paid by accumulated capital. In fact, projections of HBPD operation and maintenance costs indicate that revenue from interest on accumulated capital will be required, at least in the near term, to maintain a balanced budget. Therefore, expansion of the regional park system will be curtailed

**Richard
Henry Dana,
renowned
author and
seaman,
landed at
Dana Cove
(later to
become
Dana Point
Harbor) in
the 1830s
and
described
the charm of
the steep
cliff cove in
his book,
Two Years
Before the
Mast.**

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In 1970, the Starr Ranch was considered by the Macco Corporation as a site for a commercial amusement facility. The venture fell through and the property was deeded to the Starr Foundation in 1971.

significantly until such time as new sources of revenue can be made available. Proposition 13 has made public agencies acutely aware not only of costs associated with acquisition or development of new facilities, but also of maintaining system additions after initial costs have been made. These latter costs coupled with liability will make future open space dedications less appealing.

COMPETING OBJECTIVES AND PRIORITIES

Competing public and/or private objectives and priorities can pose a hindrance to recreation planning activities. Coordination and communication between public and private agencies is a priority to assure that existing and future recreation needs of County residents are achieved.

Economic and Market Constraints

LAND AVAILABILITY

The dedication of open space for regional recreation facilities, local parks and/or recreation purposes impacts the cost of residential development and the amount of land available to meet projected housing needs. Careful coordination is necessary to balance the availability of land for both recreation and residential uses.

Legal Constraints

The California Planning, Zoning, and Development Laws (Section 66477, Quimby Act) allow a jurisdiction to establish requirements for the dedication of local park acreage, in lieu fees, or a combination of both for residential developments.

Within unincorporated Orange County a developer is required to dedicate 2.5 net acres of park land per 1,000 population residing within the development. This requirement may be met by dedication of land, payment of in lieu fees or a combination of both as defined by the County's Local Park Code.

Affordable housing is a goal of the highest priority for the County. The provision of an adequate supply of housing, both rental and for-sale that is within the financial means of the labor force is essential to the economic health of the County.

Progress toward the goal of ensuring the availability of affordable housing goes hand in hand with other goals, however, such as balanced land use, efficient utilization of the transportation system, the attainment of regional air quality standards, resource conservation and the maintenance of environmental quality.

On June 5, 1984 the Board of Supervisors adopted Resolution No. 84-878 "Guidelines for Transfer of Affordable Units and Vested Excess Credits." This resolution provides an

administrative mechanism by which vested excess affordable housing credits may be exchanged for a reduction in local park requirements either on-site or off-site.

The Local Park Code must first be amended to implement this program. If excess affordable housing credits are exchanged for reductions in local park requirements, the number and size of local parks in the unincorporated area will be less.

Opportunities

Environmental Opportunities

AMOUNT OF UNDEVELOPED LAND FOR RECREATION USES

The amount of undeveloped land in Orange County, particularly in the unincorporated area, provides a unique opportunity to consider and address the varied recreation needs and desires of county residents through innovative land use planning.

UNIQUE AREAS FOR RECREATION

Orange County contains many material features that possess important recreation opportunities. Among these features are coastal features, beaches, marine refuges and the Santa Ana Mountains with its associated canyons and ravines.

Governmental Opportunities

The balanced community concept

endorsed by Orange County encourages the development of balanced land use plans within the unincorporated area. Such balanced land uses enhance recreation opportunities and promote a balance between the recreation needs and desires of a community and corresponding park and recreation facilities.

Economic and Market Opportunities

The existence of large-scale landholdings in the southern portion of Orange County has facilitated innovative land use planning in Orange County. Among the innovative planning activities is the provision of recreational amenities in new developments, often in excess of those found in comparable developments in other counties. These amenities and innovative planning practices have served to conserve and preserve natural features and to enhance recreational opportunities within the County.

Legal Opportunities

The State Planning, Zoning, and Development Laws enable the County to secure open space for recreational activities. The County's planning, coupled with private sector activities, can work together to meet existing and future recreation needs of County residents.

**In 1973, the
Starr
Foundation
deeded 3,779
acres of the
Starr Ranch
to the
National
Audabon
Society for
use as a
wildlife
sanctuary.**

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RELATIONSHIP TO OTHER ELEMENTS

A major goal of the Recreation Element is to establish a comprehensive strategy for the acquisition, development, operation, maintenance, financing, and overall management of County recreation facilities to meet the current and projected recreation demands of Orange County.

While this goal is a high priority, it must be achieved while maintaining internal consistency among other elements of the General Plan as required by state law. The Recreation Element does not take precedence over any other General Plan element. Instead, the Recreation Element addresses recreation issues identified in other General Plan elements.

The Recreation Element and Resources Element have a strong complementary relationship to the extent relevant parts of the Resources Element focus on open space and the Recreation Element addresses recreational lands, facilities and improvements. The Government Code definition of open space (Section 65560) included in the Resources Element is "any parcel or area of land or water which is essentially unimproved and devoted to open space use" including outdoor recreation areas particularly suited for park and recreation purposes. The Recreation Element develops this concept by identifying regional and local park areas and a regional trail network which interconnects the facilities. Thus, the Recreation Element and Resources Element

are like two sides of the same coin.

The goals, objectives and policies of the Recreation Element are implemented by coordinated programs. The Recreation Element is the most current expression of County recreation policies. It strives to achieve internal consistency with other General Plan elements through the use of common socioeconomic projections and assumptions, the pursuit of common major land use policies such as balanced land use, creative design concepts, and enhancement of the environment.

LOCAL PARKS COMPONENT

[NOTE: A comprehensive update to the Local Parks Component will be completed during a future General Plan update.]

Introduction

One of the primary roles of open space is the provision of outdoor recreation areas. Local parks fulfill this role by providing active and/or passive open space areas at non-regional levels, specifically neighborhoods and communities.

Local parks throughout the County reflect the local community and the unique local recreation needs. As such, they are characteristically diverse, varying in size, facilities, clientele, and other key features. Overall, the pattern of open areas they



create provides a mosaic of local nodes which helps to shape communities and neighborhoods.

Local Parks Inventory

Unincorporated Orange County has 63 developed local parks and 20 additional parks that have been offered to and accepted by the County but are not yet developed. Almost 25 percent of the local parks that have been accepted by the County remain undeveloped. Similarly, approximately 25 percent of the net local park acreage is undeveloped (116.56 net acres).

Approximately 63 percent of the total gross acres accepted by the County is usable as defined by the Local Park Code. In addition, there are a number of local park sites which have been offered to the County, but not yet accepted at this time.

Meeting the County's Local Park Needs

The County's local park policy strives to

provide 2.5 acres of local park land for every 1,000 County residents. This policy is implemented through the Local Park Code.

To determine the extent to which local park policies are being achieved, net park acreage offered to and accepted by the County can be compared with the unincorporated area population.

MASTER PLAN OF LOCAL PARKS

Local parks planning have evolved over the last three decades in Orange County. Prior to 1950, County recreation facilities consisted solely of harbor facilities, beaches and regional parks. Provision of local parks was left to the cities and school districts on the assumption that the establishment and operation of local parks was an activity best left to the urbanized incorporated areas, since unincorporated areas remained largely rural.

The first steps toward County provision of local parks occurred in the mid-1950s, when

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attempts were made to program the size, shape, type and location of public local park sites on area general plans, usually adjacent to proposed school sites. This was not part of a formal process and decisions were made on a project-by-project basis.

In 1960, the Regional Park Committee of the Associated Chambers of Commerce (the precursor of the Orange County Chamber of Commerce) recommended that a specific agency be established to acquire, operate and maintain regional parks and, subsequently, a "Regional Parks Advisory Committee" was created. By early 1961, the new committee had secured the adoption of a park standard of ten acres of land for every 1,000 people-- six acres for regional park land and four acres for local park land. When the Master Plan of Regional Parks was adopted in 1963, it formalized the local park ratio of four acres per 1,000 persons, but did not specify how it would be implemented.

The Quimby Act (A. B. 1150), enacted by the State in 1965, provided the implementation

mechanism for local parks development.

This legislation enabled local agencies to require the dedication of local park acreage, the payment of fees, or a combination thereof, as part of the subdivision process. This authorization, however, was not utilized until the early 1970s.

It was during the 1970s that the provision of local parks became an important factor in the planning of new developments in the urbanizing unincorporated County area. The Planned Community development process provided a logical opportunity to designate and acquire local park sites as a part of the overall development of the community. Subsequently, the requirement that Planned Community development plans contain local park sites established a "de facto" County policy regarding local parks in developing areas.

Recognizing the need to make this policy explicit, the Board of Supervisors adopted a policy statement in 1970 which stated that the County, in its stewardship role for future

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cities, would develop and maintain local park land in unincorporated areas pending their future annexation or incorporation.

Further Board action required that all new community development plans include a local park plan and ordinance based on the Quimby Act. This directive resulted in the adoption of the Interim Plan of Local Parks and the Local Park Code in 1971.

Based on a need to clarify desirable characteristics of local park sites and creditable public park land intended to satisfy the Local Park Code, administrative policies and procedures regarding local park site criteria (e.g., minimum size, shape, maximum slope, encumbrances) were established.

Purpose of the Local Parks Master Plan

The Master Plan of Local Parks articulates goals, objectives and policies and provides implementation programs to meet the local recreation needs of the unincorporated county area. In conjunction with the Local Park Code, the Master Plan for Local Parks is intended to provide for comprehensive local park planning and programming (i.e., acquisition, development, operation, maintenance, and financing).

The provision of local parks is an important

County function. It is the responsibility of the County, in its stewardship role for unincorporated area residents, to ensure that adequate public park land is provided concurrent with development approvals. Determining the type of local park, its size, shape and location, as well as the details of acquisition, development, operation, maintenance, and financing are essential at the time new communities are planned.

The Local Park Code, as the local park implementing mechanism, requires 2.5 acres of land per 1,000 persons when residential dwelling units are proposed. The code also allows for the payment of in lieu fees or a combined provision of park land and payment of in lieu fees when the community is better served through the provision of park land outside but near the property served.

Proposals with 50 or fewer dwelling units meet Local Park Code requirements by depositing a payment of fees into a Local Park Trust Fund intended to provide for the acquisition and development of local park sites in the general area which serve the future residents of the property from which the fees are derived.

**"I say, i your
knees aren't
green by the
end of the
day, you
ought to
seriously
reexamine
your life!"**

*Calvin in Bill
Waterson's
'Calvin &
Hobbes' comic
strip*



Characteristics of Local Parks

Local parks¹ are generally improved with sports fields, open play areas, play equipment, landscaped areas, trails, etc., to enhance and intensify outdoor recreational opportunities. They fulfill the specialized role of meeting neighborhood and community recreation needs and, in doing so, contribute to the County's comprehensive recreation planning efforts. Also, local parks preserve sites of archaeological/paleontological, historical, cultural, or natural resource significance, and provide views.

Local parks generally are distinguished by their geographic service area, clientele, facilities, size and location. Local parks include all sub-regional public parks in the

¹ Local Park: A parcel, or contiguous parcels, of land which is owned, operated and maintained by a public agency or which is a privately owned and/or operated and maintained which has been approved for local park credit under the Local Park Code and which provides recreational land and facilities for the benefit and enjoyment of the residents and visitors of Orange County.

unincorporated area, specifically:

MINI-PARKS

A mini-park is a small, passive local park, generally of 2,500 square feet to one acre in size. While some are pre-planned as structured urban open spaces in the fabric of new developments, others are developed on vacant lots in older neighborhoods that have been combined and converted to recreation use. Size and location are usually determined by the availability of vacant land.

Mini-parks are essentially substitutes for backyards and are normally provided in higher density areas. They are expensive to maintain and difficult to administer, but serve an important function, especially in highly urbanized areas. These parks may serve any age group, depending on the characteristics of the neighborhood. They usually feature play apparatus, a paved area for wheeled toys, benches, and landscape treatment. They may also feature children's play areas, quiet game areas, and some sports

activities such as multi-purpose courts, if space allows. Some mini--parks are natural areas with minimal improvements (e.g., benches) which safeguard identified archaeo/ paleo sites, other natural resources, or serve as viewpoints.

VIEW/LOOKOUT PARKS

View/lookout parks are generally small (under two acres) passive sites, either natural or landscaped, provided to take advantage of a specific site opportunity from which unique views can be enjoyed.

NEIGHBORHOOD PARKS

A neighborhood park is any general use local park developed to serve the active recreation needs of a particular neighborhood within a community. The size of the park depends on the population within its service area and the extent of desired amenities, but usually ranges from two to 20 acres.

Typically, neighborhood parks have a maximum service radius of one-half mile and are within walking or bicycling distance of park patrons. They may feature such amenities as landscaping, children's play area, active ball fields, multipurpose playfields, game courts, open turf areas and lighting for night use. In some cases, a neighborhood park may provide off-street parking and restrooms.

COMMUNITY PARKS

A community park is typically a 20- to

50-acre local park generally designed to meet the active recreational needs of several neighborhoods. These parks are intended to serve drive-to clientele within a radius of up to three miles.

They contain facilities which require more space than neighborhood parks and which may include but not be limited to: extensive landscaping; nature areas; multipurpose playfields for softball, baseball, soccer and football; court sport facilities for basketball, racquetball/handball and tennis; swimming pools; and community centers with adequate off-street parking.

Community parks provide the greatest economy of scale in terms of active and passive recreation potential and cost of maintenance and operation, and are generally included within large planned communities.

**"Each type
of
landscape
has a soul
of its own."**

Jens Jensen

GOALS, OBJECTIVES AND POLICIES

Goals & Objectives

Goal 1

Provide adequate local park sites to meet the recreation needs of existing and future residents and preserve natural resources within unincorporated Orange County.

- ***Objective***

- 1.1 Designate local park sites which provide recreation development potential for existing and future County residents.

Goal 2

Develop local park sites with recreation facilities designed to meet the active recreational needs and preserve natural resources of each community within unincorporated Orange County.

- ***Objective***

- 2.1 Develop local park sites to provide recreational facilities to meet the active recreational needs of each community within the unincorporated County.

Goal 3

Operate and maintain local park facilities for each community within unincorporated Orange County for which there exists a local park maintenance agency.

- ***Objective***

- 3.1 Achieve a local park system which meets the active recreational needs of each community within the unincorporated County for which there exists a local park maintenance agency.

Goal 4

Generate sufficient financing to fund local park needs for park acquisition, development, operation and maintenance.

- ***Objective***

- 4.1 Secure revenues to finance local park needs (i.e., park acquisition, development, operation and maintenance within each community).

Policies

1. LOCAL PARK IMPLEMENTING AUTHORITY AND ROLE

- 1.1 Implementing Authority:
County's local recreation network is administered under the jurisdictional authority of the County of Orange, its County Service Areas, and special Park and Recreation Districts.
- 1.2 Local Park Role:
The role of the County's local parks program within unincorporated territory shall be threefold.



1.21 To acquire public local park land and to the extent financially feasible to improve and maintain these parks for present and future residents;

1.22 To insure that parks that have received Local Park Code credit shall exist in perpetuity and be available to the public at such time as deemed appropriate; and

1.23 To land bank park sites for future development in a stewardship role for future municipalities.

2. *LOCAL PARK ACQUISITION, DEVELOPMENT, OPERATIONS, MAINTENANCE, AND FINANCING*

2.1 To acquire, develop, operate and maintain local park lands in the

unincorporated area, in addition to those lands acquired or proposed to be acquired for regional park purposes, in order to provide places for the present and future active recreational activities of the residents and to provide amenities to landscaped open space.

2.2 To administer local park activities in unincorporated areas.

2.3 To distribute, in the interest of public convenience and accessibility, local parks lands throughout the unincorporated areas in an amount suitable to the provision of an optimum variety of facilities.

2.31 To acquire local park lands consistent with the recreation needs of the local user population.

2.32 To acquire park lands by

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requiring residential developers to provide a minimum of 2.5 net acres of usable local park land (i.e., park land that is relatively level, served by utilities, for multipurpose playfields, court sports, etc.) for each prospective 1,000 residents. (See Appendix VII-3, Local Park Site Criteria in the General Plan Appendices.) In no case shall the credit given for park land and improvements exceed the total requirement under the Local Park Code. No credit banking shall be permitted when a developer provides the full requirement in acreage and also provides improvements.

2.33 To acquire, develop, maintain, and operate neighborhood, community, view/lookout and special use local parks to meet the recreation needs of present and future residents within the unincorporated area.

2.34 Developers may be required to improve local park sites as a condition of approval for General Plan amendments, zone changes, area plans, feature plans, and/or subdivision maps.

2.35 To consider private parks, improvements and facilities toward the fulfillment of Local Park Code requirements. (See Appendix VII-1, Local Park Implementation Plan Criteria: Private Parks, Facilities and Improvements in the General Plan Appendices.)

2.4 To acquire local park lands in unincorporated areas to provide active recreation facilities to meet the needs of present and future residents through dedications, or irrevocable offers of dedication, in fee title from residential developers.

2.5 To prepare County Service Area Master Plans, where applicable, for local parks (consistent with this Master Plan of Local Parks); and to plan, design, and develop individual parks that are consistent with the County Service Area Master Plans and Local Park Guidelines. (See Appendix VII-2, Local Park Guidelines: Site Characteristics, Acquisition, Design, Maintenance and Funding in the General Plan Appendices.)

2.6 To operate and maintain local parks to satisfy the active and passive recreational needs of

residents within the unincorporated area.

- 2.7 To provide funding for local parks primarily through property taxes allocated to County Service Areas but, in special circumstances, through other sources such as Special District Augmentation Funds, revenue sharing funds, grants and user fees.

- 2.8 To establish a financing plan which:

2.81 Proposes projects for future park site acquisition and development.

2.82 Identifies the types of improvements to be made and the source of funds to be utilized for present and future operation and maintenance.

County Local Park Code authorized by State Government Code Section 66477 (Quimby Act).

Implementation of this program occurs either through fee dedication, the payment of in lieu fees, or a combination thereof. In planned communities, the Local Park Code is supported by the preparation of a Local Park Implementation Plan.

Local park land can also be acquired as a condition of approval for a General Plan amendment, zone change, feature plan and/or area plan. In this case, the condition is a measure to mitigate the project's impacts on the environment.

Action:

Negotiate the location, shape, size, buffering, and quality of title for public or private local park dedications or acquisitions.

Offers of fee dedication for public local parks are accepted based upon financial capability of the grantee (County or its designee, generally a local park maintenance agency²) to maintain and operate the parks. All offers of dedication are irrevocable and are made to the County or its designee in perpetuity concurrent with recordation of final subdivision maps in compliance with conditions of approval for said subdivision maps or by separate recorded instrument. Offers of

**“You will
break the
bow if you
keep it
always
stretched.”**

Phaedrus

IMPLEMENTATION PROGRAMS: *Local Parks*

1. ACQUISITION PROGRAM

Description:

The Local Parks Acquisition program is a mechanism which identifies and secures local park sites that meet the local recreational needs of residents in unincorporated Orange County. While some park sites are occasionally purchased outright, this program is largely implemented through the

²The local park maintenance agency is most frequently a County Service Area (CSA) or a special Park and Recreation District.

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dedication are placed in a land bank inventory maintained by RDMD in trust for future city incorporations or annexations.

Private Local Parks:

- a) In the case of a private park for which more than 50% Local Park Code credit is granted, the County receives a private local park easement, the terms and conditions of which shall be approved by the Director, RDMD.
- b) At least 75% of the Local Park Code requirement for a Planned Community shall be met by public parks, or in lieu fees, or a combination of both.
- c) At least 1/3 of the Local Park Code requirement for the Coto de Caza Specific Plan shall be met by public parks, or in lieu fees, or a combination

of both.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency:

- RDMD

Source of Funds:

- Local Park Trust Fund
- Special District Augmentation Funds
- Local Park Maintenance Agency Funds
- Grants
- Special Taxes (subject to two-thirds approval of local voters)
- Contributions

NOTE: See Appendix VII-1, Local Park Implementation Plan Criteria; Appendix VII-2, Local Guidelines; and Appendix VII-3, Local Park Site Criteria in the General Plan Appendices.

2. LAND BANK INVENTORY

Description:

This program assists the expeditious handling of offers of dedication by maintaining a record of each offer of dedication. Offers of dedication will be accepted if local park maintenance agencies exist and are financially capable of assuming ongoing operation and maintenance costs. If no such financial capability exists, then public local park dedication offers shall be banked in a stewardship role for future acceptance by the County or another public agency or local jurisdiction.

Action:

Evaluate improvements and expanded capabilities of the Land Bank Inventory. The evaluation includes:

- The timing between acceptance of offers of dedication and the development of a local park;
- The development of local parks for active and passive recreation;
- The update and prioritization of offers of dedication for acceptance;
- Considering recommendations from Municipal Advisory Councils, community coordinating councils and homeowners' associations regarding park site selection.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Local Park Trust Fund
- Local Park Maintenance Agency Funds
- Grants
- General Fund

3. DEVELOPMENT PROGRAM

Description:

The emphasis of the Development Program shall be to satisfy the active local park recreation needs within a community. This program provides for the orderly improvement of local park land through the design and construction of facilities that enhance their public use and enjoyment. Local parks are intended to address the varied local recreation needs of Orange County residents and, therefore, include mini-parks, view/lookout parks, neighborhood parks, and community parks.

Design and construction of local park improvements are undertaken in one of two ways:

- 1) County negotiates with developers for the treatment, nature and timing of local park improvements as conditions of approval for General Plan amendments, zone changes, area plan, feature plan and/or subdivision map approvals. In this context, developers either enter into

“I would rather have a good plan today than a perfect plan two weeks from now.”

General George S. Patton

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an agreement with the County or bond for the design and construction of local park improvements to County specifications and approval, and irrevocably offer and/or dedicate them to the County along with the local park.

- 2) County provides local park improvements with public funds.

Action:

- Program County-installed facilities and improvements when the financial capability of the local park maintenance agency permits their development, operation and maintenance in the foreseeable future.
- In the case of developer-provided improvements, negotiate necessary agreements with developers for the design and construction of local park improvements, and secure bonding to guarantee their installation.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds: See Financing Program below.

NOTE: See Appendix VII-1, Local Park Implementation Plan Criteria; Appendix VII-2, Local Park Guidelines; Appendix VII-3, Local Park Site Criteria in the General Plan Appendices.

4. OPERATION AND MAINTENANCE (O&M) PROGRAM

Description:

The Operation and Maintenance Program operates and maintains existing local park land, facilities and improvements. Future O&M responsibilities are contingent upon the County's financial capability to assume corresponding O&M costs.

Action:

- Operate and maintain local parks at an efficient per acre cost.
- Excess revenues above current O&M needs, and O&M gifts, may indicate ability of County to accept new local park dedications.
- Assume new O&M responsibilities, when possible, based on excess revenues, if any.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Local Park Trust Fund
- Local Park Maintenance Agency Funds
- Grants
- General Fund

NOTE: See Appendix VII-1, Local Park Implementation Plan Criteria; Appendix VII-2, Local Park Guidelines in the General Plan Appendices.

5. FINANCING PROGRAM**Description:**

The Financing Program provides the financial planning basis for the acquisition, development, operation and maintenance of local park lands. This program identifies the fiscal ability of the County Service Areas to acquire, develop, operate and maintain new local park lands and facilities.

Action:

- Annually update the Board-approved Local Park Maintenance Agency budgets as described in the Operation and Maintenance Financing Plan.
- Coordinate the acquisition, development, operation and maintenance of local parks and/or local park improvements.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Local Park Trust Fund
- Local Park Maintenance Agency Funds
- Grants
- General Fund
- Special Taxes (subject to two-thirds approval of local voters)

NOTE: See Appendix VII-2 Local Park Guidelines in the General Plan Appendices.

**REGIONAL RIDING AND
HIKING TRAILS COMPONENT**

Orange County's network of regional riding and hiking trails link the harbors, beaches, parks and other open space and recreation lands together. Traditionally, it has provided for the trail needs of equestrians, and pedestrians (walkers, hikers, and joggers).

In the last few years, it has been increasingly utilized by mountain bikers (non-motorized). Such trails are largely off-road and unpaved. They allow the user to travel from the County's inland area (Cleveland National Forest) to the shoreline, and from Niguel Peak (987 feet elevation) to the Pacific Ocean. See the Regional Riding and Hiking Trails map (Figure VII-1).

(Informational Note: Trails and policies for regular street bicycles are addressed in the Bikeways Plan which is a component of the Transportation Element.)

The Countywide regional trail network has 348 miles of existing and proposed trails. Many Master Plan trails or trail segments are located in areas regulated by governmental entities other than the County of Orange, i.e., cities, state agencies, and federal agencies. Their cooperation is necessary for effective implementation of the Master Plan.

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More detailed information regarding each regional riding and hiking trail is contained in Appendix VII-5 of the General Plan Appendices.

There are many variables affecting the costs for acquisition and construction of the trail system. The cost of acquiring easements/ rights-of-way can vary considerably from segment to segment. Many easements may be dedicated to the public at no cost and others may require significant costs and complicated legal condemnation procedures. Approximately 81 miles of easements/ rights-of-way are needed to implement the Master Plan.

Construction costs can also vary considerably from segment to segment. They are dependent on such variables as terrain, requirements for bridges and retaining walls, trail width, surfacing and adjacent environmental sensitivities. A very general range of costs to construct a mile of 10 foot wide trail within a 16 foot wide

easement per the adopted design standards is \$35,000 to \$45,000. Volunteer workers using donated equipment and supplies may reduce the cost.

Most of the Master Plan trails are presently not constructed per adopted design standards although passage is possible during good weather (i.e., minor to moderate improvements required). Approximately 90 miles of trails have not yet been constructed per the following table (i.e., major improvements required).

MASTER PLAN OF REGIONAL RIDING AND HIKING TRAILS COMPONENT

The Master Plan of Regional Riding and Hiking Trails includes 348 miles of existing and proposed trails throughout Orange County. (See Regional Riding and Hiking Trails map.) These trails are located in areas

that are regulated by the Board of Supervisors (unincorporated areas and County regional parks), city councils (incorporated areas), State of California (state parks), and the federal government (Cleveland National Forest). This regional trail system provides linkages with many local community trails throughout Orange County and trails from surrounding counties.

The term “regional riding and hiking trail” as used in this document is meant to include equestrian, pedestrian (walking, hiking, and jogging), and mountain biking (non-motorized) use. However, a specific trail may be restricted from one or more of the aforementioned user groups for special reasons contained in the operations policies.

The content of this Master Plan is based on previously adopted master plans and also on the following reports produced by the ad hoc County of Orange Riding and Hiking Trails Advisory Committee:

- Report on Riding and Hiking Trails (Inventory and Implementation Status)
- Report on Funding Opportunities
- Report on Riding and Hiking Trail Design
- Report on Public Maps, Adopt-A-Trail, and Park Ranger Reserve Patrols

The reports themselves are not part of this Master Plan but they provide useful supplementary information for implementation of the Master Plan by staff.

Purpose

The purpose of the Master Plan of Regional Riding and Hiking Trails is to provide policies and programs to direct the development and operation of a County-wide public trail system that provides for the public welfare by serving the recreational needs of equestrians, pedestrians (walkers, hikers and joggers), and mountain bikers (non-motorized).

For that purpose, goals, objectives, and policies have been formulated herein that are part of this County of Orange General Plan. A goal is a general expression of community values and is abstract in nature. It looks to an ideal future of about twenty years. An objective is an intermediate step toward attaining a goal and is relatively more specific. A policy is a specific statement that guides decision-making.

The policies and objectives stated herein are meant to be guidelines for decision-makers and administrators for achieving the purposes and goals of the Master Plan. They are not meant to substitute for common sense and good judgment in specific situations. The Master Plan of Regional Riding and Hiking Trails includes the following trails as conceptually shown on Figure VII-1 and described in Appendix VII-5 of the General Plan Appendices:

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**“Don’t hurry.
Don’t worry.
And be sure
to smell the
flowers
along the
way.”**

Walter Hagen

- ALISO CREEK TRAIL
- ALISO-SERRANO TRAIL
- ANAHEIM HILLS TRAIL
- ARROYO TRABUCO TRAIL
- BELL VIEW TRAIL
- BELL RIDGE TRAIL
- CHINO HILLS TRAIL
- CHIQUITA TRAIL
- COAL-GYPSUM CANYON TRAIL
- COLINAS BLUFFS TRAIL
- CRISTIANITOS TRAIL
- DIAMOND BAR TRAIL
- EL CAJON TRAIL
- EMERALD CANYON TRAIL
- FOUR CORNERS TRAIL
- FULLERTON TRAIL
- HICKS CANYON TRAIL
- HOLY JIM TRAIL
- HUNTINGTON BEACH TRAIL
- IRVINE COAST TRAIL
- JOPLIN TRAIL
- LADD CANYON TRAIL
- LAKE VIEW TRAIL
- LIVE OAK CANYON TRAIL
- LOS PIÑOS TRAIL
- LUCAS CANYON TRAIL
- MAIN DIVIDE TRAIL
- MODJESKA CANYON TRAIL
- NELLIE GAIL TRAIL
- NEWPORT BLVD. TRAIL
- NIGUEL TRAIL
- PETERS CANYON TRAIL
- PRIMA DESHECHA TRAIL
- SALT CREEK TRAIL
- SAN JUAN TRAIL
- SAN JUAN CREEK TRAIL
- SANTA ANA HEIGHTS TRAIL
- SANTA ANA RIVER TRAIL

- SANTIAGO CREEK TRAIL
- SANTIAGO OAKS TRAIL
- SANTIAGO TRUCK TRAIL
- SERRANO CREEK TRAIL
- SITTON PEAK TRAIL
- SKYLINE TRAIL
- TELEGRAPH CANYON TRAIL
- TIJERAS CANYON TRAIL
- TRABUCO CANYON TRAIL
- VULTURE CRAGS TRAIL
- WAGON WHEEL TRAIL
- WEIR CANYON TRAIL
- WEST HORSE THIEF TRAIL
- WOOD CANYON TRAIL

GOALS, OBJECTIVES AND POLICIES

Goals

Goal 1: Provide a useful, enjoyable, safe, and efficient public regional riding and hiking trail system to meet the needs and desires of the citizens of the entire County.

Goal 2: Create trail linkages between open space and recreation facilities, between community, municipal, state, and federal trail systems, and between the trail systems of surrounding counties.

Goal 3: Provide efficient acquisition, development, operation, maintenance, and financing programs.

Goal 4: Provide adequate funding and staffing for the development and maintenance of the regional trail system.

Goal 5: Increase public awareness and support for the regional riding and hiking trail system through interpretive programs, exhibits, publications, and activities.

Objectives

1. Implement and maintain a public regional riding and hiking trail system as depicted conceptually on the Trails Map.
2. Create a public information program for the riding and hiking trails system.
3. Adopt official design standards for constructing and maintaining regional trails including signage and staging areas.
4. Develop, per adopted design standards, at least 80% of the regional trails by the year 2010 and develop or cause to be developed at least 10 to 15 miles of regional trails annually.
5. Develop a regional trail system to meet the recreational needs of equestrians, pedestrians (walkers, hikers, and joggers), and mountain bikers (nonmotorized).
6. Where appropriate and feasible, design

the regional trails in rural areas to serve as firebreaks and as vehicular access for law enforcement, fire, emergency and public utility vehicles.

7. Where feasible, in urban areas and near employment centers, provide trails for commuters to get to work.
8. Create a strategy for the sequencing of trail development in order to maximize scarce funding resources.
9. Coordinate with other local jurisdictions and state and federal agencies regarding trail development and maintenance.
10. Establish an adopt-a-trail program to develop and/or maintain trails and trail segments by the private sector.
11. Utilize the park ranger reserve program to patrol the regional trails.
12. Accept irrevocable offers to provide trail links that allow for implementation of the regional trail system in a logical immediately usable fashion.

Policies

The regional riding and hiking trails system shall be developed and operated in accordance with the following policies.

1. ACQUISITION AND DEVELOPMENT

- 1.1 The dedication and acquisition of

“What is this life if, full of cares, we have no time to stand and stare.”

W. H. Davies

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trail right-of-way and construction of public regional riding and hiking trails and improvements shall be pursued as a condition of approval of development projects (i.e., irrevocable offers of recreation easements) consistent with the Master Plan.

1.2 The anticipated cost of regional riding and hiking trails, including acquisition, development, maintenance, and operation, shall be considered in the process of making acquisition decisions.

1.3 Regional riding and hiking trails shall, to the extent possible, be

designed and constructed to enhance public safety by affording access to law enforcement, fire, emergency, public utility and maintenance vehicles.

1.4 All trails situated within regional recreation facilities but not designated as regional trails herein, shall not be subject to this Master Plan.



CHAPTER VII. RECREATION ELEMENT

REGIONAL RIDING AND HIKING TRAILS (As of July 2003)

TRAIL NAME	MILES EASEMENTS NEEDED	MILES TO BE CONSTRUCTED*	TOTAL TRAIL MILES	COUNTY TRAIL MILES	CITY TRAIL MILES	STATE TRAIL MILES	FEDERAL TRAIL MILES
ALISO CREEK NORTH TRAIL	3.0	3.0	9.0	9.0	0	0	0
ALISO CREEK SOUTH TRAIL	3.5	3.5	7.0	7.0	0	0	0
ALISO-SERRANO TRAIL	.1	.1	0.8	0.8	0	0	0
ANAHEIM HILLS TRAIL	3.0	3.0	9.0	7.8	1.2	0	0
ARROYO TRABUCO TRAIL	5.0	5.0	15.5	12.0	3.5	0	0
BELL VIEW TRAIL	1.0	2.0	8.0	8.0	0	0	0
BELL RIDGE TRAIL	0	0	6.1	0	0	0	6.1
CHINO HILLS TRAIL	0	2.0	12.0	9.0	0	3.0	0
CHIQUITA TRAIL	0	0	2.5	0	0	0	2.5
COAL-GYPSUM CANYON TRAIL	5.0	5.0	7.0	7.0	0	0	0
COLINAS BLUFFS TRAIL	0.75	1.0	3.0	0	3.0	0	0
CRISTIANITOS TRAIL	1.5	5.0	5.0	4.0	1.0	0	0
DIAMOND BAR TAIL	1.5	1.5	2.0	1.25	0.5	0.25	0
EL CAJON TRAIL	1.5	2.0	6.8	1.8	5.0	0	0
EMERALD CANYON TRAIL	0	1.0	4.0	3.0	0	1.0	0
FOUR CORNERS TRAIL	0	1.0	1.0	1.0	0	0	0
FULLERTON TRAIL	3.5	4.0	10.5	8.0	2.5	0	0
HICKS CANYON TRAIL	6.0	2.0	7.0	7.0	0	0	0
HOLY JIM TRAIL	0	0	3.4	0	0	0	3.4
HUNTINGTON BEACH TRAIL	.5	1.75	2.0	1.75	0.25	0	0
IRVINE COAST TRAIL	6.0	4.0	8.0	8.0	0	0	0
JOPLIN TRAIL	0	0	1.8	0	0	0	1.8
LADD CANYON TRAIL	.5	.5	6.6	0	0	0	6.6
LAKEVIEW TRAIL	0	0	1.5	0	1.5	0	0
LIVE OAK CANYON TRAIL	0	.5	3.0	3.0	0	0	0
LOS PINOS TRAIL	0	0	10.2	0	0	0	10.2
LUCAS CANYON TRAIL	.75	2.0	3.0	2.75	0	0	0.25
MAIN DIVIDE TRAIL	0	0	27.6	0	0	0	27.6
MODJESKA CANYON TRAIL	0	.5	4.0	0	0	0	4.0
NELLIE GAIL TRAIL	.75	.75	2.0	2.0	0	0	0
NEWPORT BOULEVARD TRAIL	.75	.75	2.0	0.5	1.5	0	0
NIGUEL TRAIL	1.5	1.5	4.0	4.0	0	0	0
OSO CREEK TRAIL	2.0	2.0	4.8	1.8	3.0	0	0
PETERS CANYON TRAIL	2.5	4.0	12.0	12.0	0	0	0
PRIMA DESHECHA TRAIL	6.0	6.0	6.0	5.5	0.5	0	0
SALT CREEK TRAIL	1.0	1.0	7.3	2.5	4.8	0	0
SAN JUAN TRAIL	0	0	7.2	0	0	0	7.2
SAN JUAN CREEK TRAIL	6.0	6.0	15.0	3.0	12.0	0	0
SANTA ANA HEIGHTS TRAIL	1.0	1.0	5.0	5.0	0	0	0
SANTA ANA RIVER NORTH TRAIL	2.0	5.0	14.0	14.0	0	0	0
SANTA ANA RIVER SOUTH TRAIL	0	3.0	14.0	14.0	0	0	0
SANTIAGO CREEK TRAIL	11.0	11.0	15.0	15.0	0	0	0
SANTIAGO OAKS TRAIL	0	0	1.25	1.25	0	0	0

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TRAIL NAME	MILES EASEMENTS NEEDED	MILES TO BE CONSTRUCTED	TOTAL TRAIL *MILES	COUNTY TRAIL MILES	CITY TRAIL MILES	STATE TRAIL MILES	FEDERAL TRAIL MILES
SANTIAGO TRUCK TRAIL	.75	0	6.2	0	0	0	6.2
SERRANO CREEK TRAIL	1.0	.5	6.0	6.0	0	0	0
SITTON PEAK TRAIL	0	0	3.0	0	0	0	3.0
SKYLINE TRAIL	1.0	.5	1.0	1.0	0	0	0
TELEGRAPH CANYON TRAIL	0	.25	3.5	0	0	3.5	0
TIJERAS CANYON TRAIL	0	0	6.0	6.0	0	0	0
TRABUCO CANYON TRAIL	0	0	5.9	0	0	0	5.9
VULTURE CRAGS TRAIL	2.0	2.0	2.4	1.5	0	0	0
WAGON WHEEL TRAIL	1.25	1.25	3.0	3.0	0	0	0
WEIR CANYON TRAIL	2.0	5.0	8.0	5.0	3.0	0	0
WEST HORSE THIEF TRAIL	4.0	5.0	1.3	0	0	0	1.3
WOOD CANYON TRAIL	0.25	1.0	5.5	5.25	0.25	0	0
TOTAL	81.0	89.8	334.75	200.45	40.5	7.75	86.05

*NOTE: Refers to miles to be constructed to allow passage. Most trails and trail segments where passage is presently possible are not constructed to design standards.

1.5 Expansion of existing regional trail facilities shall be sought where attractive opportunities exist.

1.6 The Director, RDMD, shall annually review those trail links that have been irrevocably offered to the County but not accepted and recommend to the Board of Supervisors those offers which should now be accepted because of high potential for significant public use. Links with high potential include those which join two long segments of developed trail or which join other regional trails.

1.7 The County shall actively pursue public and private funding sources for trail development including those sources described in the Report on Funding Opportunities.

1.8 The policy for allocating funds for trail development shall be per the procedure described in Appendix VII-4 of the General Plan Appendices.

1.9 The Director, RDMD, shall annually recommend to the Board of Supervisors HBP funds to budget with the objective of trail acquisition, construction, and maintenance as appropriate.

2. *OPERATIONS AND MAINTENANCE*

2.1 All regional trails shall be operated and maintained for all user groups designated herein unless restricted from one or more of the designated user groups for special reasons by the Director, RDMD/HBP.

Factors to be considered include safety (width, slope, visibility, grade, length, surface), potential or actual impact of trail use on environmental resources (wildlife, plants, cultural/historic resources, soil condition, aquatics), and potential or actual impact on recreation experience of other users.

2.2 Safety shall be a primary consideration for allowing/restricting the use of trails by equestrians, pedestrians (walkers, hikers and joggers), and mountain bikers, respectively.

2.3 Trail closures shall be kept to a minimum and, if a trail is closed, efforts should be made to have alternative trail routes available.

2.4 A yearly inventory shall be conducted of all needed trail maintenance, including drainage, vegetation clearing, signing, surfacing and repair of structures, signs, gates, and fences.

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2.5 A yearly update of the Report on Riding and Hiking Trails (Inventory and Implementation Status) shall be conducted.

2.6 A public map of riding and hiking trails shall be prepared and updated periodically. Copies of such a map shall be readily available to trail users and posted at staging areas, trail heads and rest stops as appropriate. The County should sell advertising space on the maps to subsidize the cost of producing the map.

2.7 An adopt-a-trail program shall be established and advertised to allow service organizations, businesses, trail user groups, and other entities to construct and/or maintain a trail or trail segment.

2.8 The park ranger reserve program shall be utilized to patrol trails for the purpose of interfacing with trail users, reporting maintenance problems, and other tasks. Such a program should include representatives from equestrian, hiking/jogging and mountain biking user groups.

2.9 A central source shall be established and advertised for the public to contact the County about trail maintenance problems, trail information, etc.

2.10 The Director RDMD/HBP shall develop and update, as appropriate trail etiquette standards for trail users. Such standards should be posted per the Design Manual and

included in any public trail map.

2.11 Regional riding and hiking trails within the unincorporated area and within County regional recreational facilities shall be operated by RDMD/Harbors, Beaches and Parks. Regional riding and hiking trails within municipalities may be operated and maintained by a combination of Orange County Harbors, Beaches and Parks funds and municipal or other local special district funds.

2.12 The natural and man-made environment of the regional trail system shall be protected from deterioration due to over use.

2.13 Nothing in this Master Plan shall be construed to override resource management rules/regulations in effect at any regional recreation facility.

3. INTERGOVERNMENTAL COORDINATION

3.1 The County shall utilize, to the extent feasible, County jail inmates for trail maintenance programs.

3.2 Where feasible, the County shall coordinate with the Fire Authority to use their crews and equipment to construct and maintain trails that may also serve as emergency access routes or firebreaks.

3.3 The County shall coordinate with cities to arrange joint development programs for regional trails that are in or near those cities.

3.4 The County shall coordinate with the California Conservation Corps to use their crews for trail development and maintenance.

3.5 The County of Orange shall coordinate planning and development of trails with local agencies which will further implement this Master Plan.

4. DESIGN

4.1 Regional riding and hiking trails shall, to the extent possible, be designed and constructed to also afford access for law enforcement, fire, emergency, public utility and maintenance vehicles.

4.2 Regional riding and hiking trails along natural watercourses or flood control channels shall, where feasible, be located outside the 25-year flood plain.

4.3 Regional trails shall be constructed per the Design Manual for Regional Riding and Hiking Trails.

However, this in itself should not preclude improvements that are less than standard but allow for use

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of the trail.

4.4 The County shall incorporate the development of regional trails in public flood control, road, and park projects whenever feasible.

4.5 The design and location of trails shall be sensitive to cultural and natural resources such as archaeological sites, wildlife corridors, plant habitats, rare and endangered species, etc.

4.6 Regional riding and hiking trails shall be integrated with community, municipal, county, state, and federal open space and recreational facilities and trail systems.

IMPLEMENTATION PROGRAMS

1. ACQUISITION AND DEVELOPMENT PROGRAM

Description:

The Acquisition and Development Program implements the Master Plan of Regional Riding and Hiking Trails map. The program strives to serve the varied regional trail needs and desires of all Orange County residents.

Action:

- Identify regional riding and hiking trail opportunities on the basis of

goals, objectives, and policies herein.

- Acquire and develop trail linkages through conditions of approval (e.g., irrevocable offers of recreation easements with improvements), available funding sources, and public/private partnerships.
- Develop trails in accordance with the County Riding and Hiking Trails Design Manual.
- Offers of dedication shall be placed in a land bank maintained by RDMD and reviewed annually by the Board of Supervisors for acceptance, contingent upon financial capability of Harbors, Beaches and Parks to assume operation and maintenance.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks
- Municipalities
- Grants
- Gifts

2. OPERATION AND MAINTENANCE PROGRAM

Description:

The operation and maintenance of regional riding and hiking trails is a joint effort undertaken by RDMD/Harbors, Beaches and Parks, various municipalities and state and federal agencies. The program is to maintain the trail system in optimal condition and to prevent trail deterioration due to overuse.

Action:

- RDMD/Harbors, Beaches and Parks shall determine any modification on trail use based on the following criteria:
 - a) Physical characteristics and capacity of the trail to accommodate user groups;
 - b) Environmental resource management objectives in effect for areas through which the trails pass;
 - c) Risk management and liability constraints identified by County management;
 - d) Regulations in effect at any particular time by the agencies/landowners having jurisdiction in the area so affected; and
 - e) Emergencies (including fire, medical, maintenance) as declared by land managers and staff having jurisdiction.
- Continue to explore additional public and private funding sources necessary to operate and maintain the County's regional trail network.

- Continue to explore opportunities for cooperative agreements with other cities and state and federal agencies to operate and maintain the County's regional trail network.
- Coordinate with the Fire Authority to use crews and equipment at their disposal to maintain trails that may also serve as emergency access routes and in conjunction with firebreaks.
- Organize trail maintenance activities utilizing County jail inmates when available.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks
- Municipalities
- Grants
- Gifts

3. FINANCING PROGRAM

Description:

The Financing Program provides the financial planning basis for the acquisition, development, operation and maintenance of regional riding and hiking trails. This program includes a HBP 5 year Capital Projects Program and an Operation and Maintenance Financing Plan both updated annually

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for consideration by the Harbors, Beaches and Parks Commission. This plan identifies the fiscal capacity to acquire, develop, operate and maintain regional riding and hiking trails.

Action:

- Annually update the Board-approved HBP 5 Year Capital Projects Program and the Operation and Maintenance Financing Plan per the policy for allocating funds for trail development (Appendix VII-4 of the General Plan Appendices).
- Annually update the RDMD/Director-approved/RDMD/HBP Program Report.
- HBP to coordinate with appropriate RDMD divisions for the acquisition, development, operation and maintenance of regional riding and hiking trails.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks
- User Fees
- Grant Revenues
- General Fund
- County Service Area Funds
- Developer Endowments
- Gifts

4. INTERGOVERNMENTAL COORDINATION PROGRAM

Description:

The Master Plan of Regional Riding and Hiking Trails Component is countywide in scope. It is a public trail system which traverses the entire county without regard for jurisdictional boundaries and, therefore, intergovernmental coordination is necessary for successful implementation.

Action:

- Solicit cooperation from municipal, County, State, federal, and other agencies and landowners/developers in implementing, operating and managing the regional riding and hiking trail network.
- Arrange joint development programs with cities for regional trails that are in or near the respective city.
- Coordinate with the California Conservation Corps for the development/maintenance of regional trails.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

"Nature is often hidden, sometimes overcome, seldom extinguished."

Francis Bacon

- Harbors, Beaches and Parks
- Municipalities
- Grants
- Gifts

5. PUBLIC INFORMATION PROGRAM

Description:

This program serves to increase public awareness and support for the regional riding and hiking trail system.

Action:

- Periodically update the public map of riding and hiking trails which also includes other useful information for trail users.
- Provide interpretive programs, exhibits, publications and activities authorized by the Board of Supervisors which inform county residents about the regional riding and hiking trails (i.e., location, historical features).
- Maintain a central point for the public to contact the County about trail maintenance problems, trail information, trail rules, etc.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches, and Parks

- Advertisers on the public map

6. ADOPT-A-TRAIL PROGRAM

Description:

A program to solicit and allow service organizations, businesses, trail user groups, and other entities to construct and/or maintain a trail or trail segment.

Action:

- Prepare and maintain a Harbors, Beaches and Parks Policies and Procedure Manual for program operation.
- Advertise program availability and contact potentially interested entities.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches, and Parks

7. PARK RANGER RESERVE PROGRAM

Description:

A program to use trained volunteers to assist staff in enhancing public services at regional recreation facilities and along regional trails.

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Action:

- Utilize existing Park Ranger Reserve Program to patrol and perform public relations and safety duties on the trail system.
- Expand use to hiker/jogger and mountain biker volunteers.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches, and Parks





REGIONAL RECREATION FACILITIES COMPONENT

Introduction

Orange County's regional recreation facilities encompass: parks, nature preserves, beaches, historic parks, and harbors. They comprise approximately 60,000 existing acres. Almost all of the facilities are managed by Orange County Parks (OC Parks), the successor department to Harbors, Beaches and Parks.

Orange County's regional recreation facilities are varied and offer a wide spectrum of activities. Regional parks offer recreational or scenic attractions that are of countywide significance and not generally available in local and municipal parks. They provide a spaciousness which the typical neighborhood or municipal park does not provide.

Regional parks offer extensive trail systems and facilities for family and group picnicking, camping, nature study, and limited active recreation areas for all age groups. They may accommodate active recreation facilities such as swimming pools, athletic fields, bowling greens, water-oriented facilities, and golf courses (where size permits), when special funding mechanisms, such as concessionaire or municipal financing, are available for construction and ongoing maintenance of the facilities.

The County's regional harbors are ocean-oriented sites providing facilities for mooring or sheltering small craft on a long- or short-term basis, and often extensive commercial services relating to recreation and boating needs and tourist attractions.

Regional beaches provide recreation activities usually associated with the ocean and adjacent shoreline such as swimming,

**"I like trees
because they
seem more
resigned to
the way they
have to live
than other
things do."**

Willa Cather

wading, surfing, skim boarding, surf-fishing, viewing, photography, painting, diving, sunbathing, volleyball and other activities. Picnicking is usually confined to individual blankets and picnic units which may be located on a grass or paved buffer area.

A beach park is a regional beach with an adjacent or upland park area which has hiking and picnicking areas, quiet nature areas, and other park-like facilities. A beach park may contain concession operated facilities.

Shoreline beaches generally provide for only those recreation activities usually associated with the shoreline and adjacent tideland areas such as swimming, diving, shore fishing and tide pool study. These beaches are often situated in coves and are usually accessible via pedestrian accessways.

Regional recreation facilities may also contain wilderness areas within them consisting of land which retains its natural and is protected and managed so as to preserve natural processes. In addition, entire regional parks may be designated as wilderness parks.

Nature preserves, another facility type, are acquired and preserved for protecting significant natural resources, rather than for conventional recreation activities. They provide recreational experience under close supervision via interpretive programs and

may be made available for scientific research.

MASTER PLAN OF REGIONAL RECREATION FACILITIES

Orange County's regional recreation network began in 1897 when James Irvine donated 186 acres of land in the northern portion of the county. In 1919 the state of California granted Orange County all of the tidelands in Newport Bay outside the Newport Beach city limits. This led to the County's construction of Newport Harbor, facilitated by the formation of the Orange County Harbor District in 1934.

In 1948, the James O'Neill family donated 254 acres for a regional parksite in Trabuco Canyon. This park became O'Neill Regional Park. Because the County had no formal regional recreation program, these two donated parks and Newport Harbor were the backbone of the regional recreation network enjoyed by county residents.

Beginning in the 1950s, Orange County grew rapidly. Open space and agricultural lands began rapid conversion to urban uses to provide for the expanding population. Many open space areas, which were enjoyed and easily accessible to all for informal recreation, were lost to urbanization.



The need for a coordinated plan to acquire and develop an integrated regional recreation network became evident in order to ensure that regional recreation opportunities for present and future residents could be secured. The Board of Supervisors responded by appointing a task force to develop a County Master Plan of Regional Parks.

In 1963, the Board adopted the first regional park master plan. This plan was a site-specific plan outlining a 20-year acquisition and development program at a ratio of six acres of regional park land per 1,000 County residents. At time of adoption, there were about 0.6 acres of regional parkland per 1,000 population.

The initial master plan designated 35 proposed regional park sites, including County beaches and harbors, 11 of which received some level of development. The balance were phased for development between 1980 and 1990, pending an

implementation and financing program.

Beginning with this plan, the County designated and developed additional beach and shoreline recreation facilities including Niguel Beach, Aliso Beach, Capistrano Beach, Dana Point Harbor and Sunset Aquatic Park.

The 1963 master plan, as amended/updated through 1972, was a very optimistic plan containing a priority list of sites and acquisition schedule. By 1976, it became evident that full implementation of this plan as originally envisioned would be nearly impossible. The Board authorized a major restructuring of the element. The focus of this new plan would be on the problems and issues of providing regional recreation to an increasingly urbanizing County.

In March 1977, the Board adopted an interim plan to direct the County's regional recreation program. This same year the Board, in response to a finding made by the County Administrative Office that to realize the current plan would approach \$220

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Richard Henry Dana landed in Dana Point Cove and described the charm of the steep cliff cove as “The only romantic spot on the coast.”

million, directed HBP to prepare a master plan on the basis of recreation needs as opposed to the six acre per 1,000 population standard.

HBP conducted an 18-month recreation needs analysis which became the basis for the amended Master Plan of Regional Parks (May 1980). This plan did not propose a regional park acreage standard. Rather, this plan contained goals and policies to meet identified regional recreation needs on a countywide basis. The thrust of this plan was to assist decision-makers in interpreting the role of the regional park system including County beaches and harbors, in making choices concerning park acquisition and development, in formulating facility operation and maintenance plans, in evaluating facility financing and in the development of intergovernmental coordination.

Regional recreation facilities are implemented through County Service Area No. 26, successor to the Harbors, Beaches and Parks District (HBPD) which was dissolved in 1988. Sections 5800 through 5999 of the State of California Harbors and Navigation Code, which facilitated the establishment of the Harbors, Beaches and Parks District, provided for the Board of Supervisors to establish an advisory commission concerning the projects and operation of the District, now CSA No. 26.

Among other things, the Harbors, Beaches and Parks (now Orange County Parks) Commission's purpose and duties are to

advise and make recommendations to the Board of Supervisors on plans and policies for the acquisition, development, maintenance, operation, and financing of County parks, nature preserves, beaches, historic parks, and harbors

Purpose

The purpose of the Master Plan of Regional Recreation Facilities is to provide a countywide regional recreation network of sufficient size, with facilities in dispersed locations and recreation amenities to meet the major recreation needs of present and future residents of Orange County. This plan is an opportunity plan containing goals, objectives, policies and implementation programs flexible enough to meet the changing recreation needs of the population and to take advantage of recreation opportunities that satisfy those needs.

This Master Plan of Regional Recreation Facilities proposes several regional parks which are existing or are potential extraction (e.g., sand and gravel) or disposal (e.g., landfill) sites. Such uses are consistent with this Element when:

- a) They are interim uses;
- b) The Board of Supervisors has approved an operation and reclamation plan; and
- c) Dedication or transfer to the County Harbors, Beaches and Parks, or its designee, is provided.

To respond to the Resources, Land Use and Public Services and Facilities Elements regarding extraction sites and disposal facilities any extraction or disposal proposal would be reviewed on a project-by-project basis and, in the case of extraction, require approval of a zone change to the SG "Sand and Gravel Extraction" District as well as compliance with the California Environmental Quality Act.

Characteristics of Regional Recreational Facilities

The regional recreation facilities which are a part of this plan serve the varied regional recreation needs of the citizens of Orange County. Regional recreation facilities include regional parks, public beaches and harbors, historic sites, and wilderness areas:

REGIONAL PARKS

Areas that offer recreational or scenic attractions that are of countywide significance and generally not available in local parks; and spaciousness which the typical small neighborhood park does not provide. Regional parks are of sufficient size to offer facilities for family and group picnicking, camping, nature study, and diversified play area for all age groups. They can accommodate swimming pools, athletic fields, bowling greens, water-oriented facilities, and golf courses; and, with emphasis on improvements designed to meet unmet regional recreation needs.

Regional parks are further classified as follows:

- **Urban Regional Parks:**

A regional park, generally located within an urbanized area, which provides any one or number of intense recreational facilities such as sport centers, playfields, golf courses, riding and hiking trails, county bikeways, and swimming, as well as the more passive activities of picnicking and camping. The park's environmental resources are generally man-made and domesticated and the principal attractions are constructed by man.

- **Natural Regional Parks:**

A regional park which is in a more natural setting with predominant aesthetic and passive type activities such as picnicking, camping, nature and hiking trails, support facilities, and limited organized recreation. Development may be limited to necessary utilities, leaving the area in as near natural state as possible, with minimal domestication, in recognition that natural topography and biological resources of the site are the principal attractions of the park.

- **Wilderness Regional Parks:**

A regional park in which the land retains its natural character with minimal improvements and which is managed and protected to preserve natural processes.

The park 1) generally appears to have been affected primarily by forces of nature, with the imprint of man's work

"Thousands of tired, nerve shaken, over civilized people are beginning to find out that going to the mountains is going home; that wilderness is a necessity; and that mountain parks and reservations are useful not only as fountains of timber and irrigating rivers, but as fountains of life."

John Muir

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substantially unnoticeable; 2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; 3) is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and 4) may also contain ecological, geological, or other features of scientific, educational, scenic or historical value.

NATURE PRESERVES

Areas whose acquisition and maintenance are undertaken primarily for protecting significant natural resources, rather than for conventional recreation activities. The objective is to provide a recreational experience under close supervision through interpretive programs which foster knowledge about and appreciation for the natural resource values of the site, and for the importance of environmental protection generally. It can be made available for scientific research.

REGIONAL BEACHES

Established and maintained natural shoreline facilities serving the resident and tourist populations with its boundaries generally including the swimming, wading, surfing and adjacent tidelands areas of the immediate ocean, as well as the adjacent sandy shore and bluffs and any man-made upland recreation facilities. County Marine Life Refuges are commonly associated with these facilities.

- Beach Parks:
A regional beach usually with an

adjacent or upland park area which provides hiking and picnicking areas, restrooms, quiet nature areas, unstructured activity areas, and other park-like facilities. A beach park may contain day camping facilities, boardwalks or piers, and related concession facilities, together with facilities for volleyball, basketball, and parking.

Typically, these are comparatively large beach areas with sizable flat, sandy acreage to accommodate large numbers of users.

- Shoreline Beaches:
A regional ocean front beach which generally provides for only those recreational activities usually associated with the shoreline and adjacent tidelands areas which are used for swimming, diving, shore fishing, tide pool study, etc. Shoreline beaches commonly do not have parking and restroom facilities, are situated within cove areas, and are accessible only by pedestrian accessways on bluffs.

HISTORIC PARKS

Historic parks preserve and enhance Orange County's archaeological, paleontological, and historical resources. Frequently, historical parks are the setting for events which strive to inform people about the County's heritage of social, cultural, economic and scientific values.

REGIONAL HARBORS

Ocean places with man-made facilities constructed to provide anchorage and shelter for recreational vessels, and offering recreational boating and water and on-shore support facilities designed to serve craft with local or regional destinations. At most regional harbors, facilities include those which also serve the recreational demand for swimming, fishing, picnicking, and other activities. Regional harbors are further detailed as:

- **Aquatic Harbor Parks:**
A regional harbor providing facilities typical of both a regional harbor and a regional park including on-shore camping.
- **Multi- Purpose Harbors:**
A regional harbor providing a variety of recreational facilities such as: boating, swimming, fishing, picnicking, play, and marine preserve areas with facilities for both short- and long-term small craft anchorage. Such harbors are equipped with facilities for marine supply and aid and contain extensive commercial facilities of a tourist, recreational, and/or fishing nature.

Regional Recreation Facilities Map

The Master Plan of Regional Recreation Facilities (Figure VII-2) graphically depicts the regional recreation facilities, existing and proposed, that are currently or will be the responsibility of the County of Orange,

primarily OC Parks.

The map is consistent with other elements of the General Plan. The map supports the Resources Element (Natural Resources, Open Space and Cultural-Historic Resources Components), the Transportation Element (Scenic Highways Plan and Bikeways Plan Components) and other components of this Element. The map depicts existing and proposed regional recreation facilities including regional parks, nature preserves, beaches, historical parks, and harbors.

EXISTING INLAND AND COASTAL REGIONAL RECREATION FACILITIES

Inland

Regional Parks

- Aliso and Wood Canyons Wilderness Park
- Black Star Canyon Wilderness Park
- Carbon Canyon Regional Park
- Caspers Wilderness Park
- Clark Regional Park
- Craig Regional Park
- Featherly Regional Park
- Laguna Coast Wilderness Park
- Laguna Niguel Regional Park
- Mason Regional Park
- Mile Square Regional Park
- O'Neill Regional Park
- Peters Canyon Regional Park
- Riley Wilderness Park
- Santiago Oaks Regional Park
- Talbert Regional Park
- Whiting Ranch Wilderness Park
- Wieder Regional Park
- Yorba Regional Park

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**In the 1800's,
Peters
Canyon was
called Canon
de las Ranas,
"Canyon of
the Frogs."**

Nature Preserves

- Irvine Ranch Open Space
 - Fremont Canyon Nature Preserve
 - Gypsum Canyon Nature Preserve
 - Limestone Canyon Nature Preserve
 - Loma Ridge Nature Preserve
 - Weir Canyon Nature Preserve
- Modjeska Canyon Nature Preserve
- Upper Newport Bay Nature Preserve

Historic Parks

- Arden-The Helena Modjeska Historic House and Gardens
- Heritage Hill Historical Park
- Irvine Ranch Historic Park
- Key Ranch Historic Park
- Old Historic Orange County Courthouse
- Peralta Adobe
- Yorba Cemetery

Coastal

- Aliso Beach Park
- Capistrano Beach Park
- Dana Point Harbor
- Newport Dunes Waterfront Resort
Newport Harbor
- Salt Creek Beach Park
- South Laguna Beaches (including Table Rock and Thousand Steps)
- Sunset Harbour
- Sunset Harbour Marina

PROPOSED REGIONAL RECREATION FACILITIES

- Los Alamitos Joint Forces Base

Regional Park

- Marine Corps Air Station Tustin
Regional Park
- Olinda Regional Park
- Prima Deshecha Regional Park
- Seal Beach Naval Weapons Station
Regional Park

GOALS, OBJECTIVES AND POLICIES

The County's goals constitute a formal statement of the quality of life desired by its citizens. The objectives are more measurable targets against which actions may be evaluated. Policies represent the intervening step between goals and objectives and the implementing actions. They provide important guidance for decision-makers in directing the future development of the county and, as such, perform a major function of this plan.

Goal 1

To provide a regional recreation network to meet the regional recreation needs of existing and future residents of the entire County.

• Objective

- 1.1 To designate sites for regional recreation facilities to meet the regional recreation needs of existing and future County residents.

Goal 2

To develop regional recreation facility park

sites with recreation facilities designed to respond to the diverse regional recreation interests of the citizens of the County.

- ***Objective***

- 2.1 To establish an integrated regional recreation network that meets the diverse regional recreation interests of the citizens of Orange County.

Goal 3

To operate and maintain regional recreation facilities providing operation programs designed for the most effective use of each site at a minimum cost.

- ***Objective***

- 3.1 To implement cost effective regional recreation facilities and programs designed for the most effective use of each site.

Policies

- ***REGIONAL RECREATION FACILITY ROLES***

1. IMPLEMENTING AUTHORITY:
County's regional recreation network is administered under the jurisdictional authority of CSA No. 26, successor to the Orange County Harbors, Beaches and Parks District.
- 2 URBAN FORM:
Acquisition and development efforts shall, as a first priority,

concentrate on projects which precede or occur concurrently with the urbanization process to provide relief to and shape the future urban environment.

- 3 RECREATION NEEDS:

Acquisition and development efforts shall, as a second priority, concentrate on projects which will meet identified recreational deficiencies of a wide area of the County and to which participants customarily are willing to travel distances within Orange County beyond their local communities.

- ***REGIONAL RECREATION FACILITY ACQUISITION AND DEVELOPMENT***

4. Except for sites of historic, scientific, education, special resource, or revenue-producing importance, non-coastal regional parks which are acquired prior to, or part of, the urbanization process shall be approximately 100 acres or more.
5. Any coastal acquisition with potential general public access shall be of regional significance.
6. Opportunities for regional recreation facility site dedications or purchase at less than fair market value shall be sought as part of the urbanization process in both the

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unincorporated and incorporated areas of the County.

7. Capital improvements to accommodate high intensity activities such as, but not limited to, ball diamonds, soccer fields, tennis courts, basketball courts, and racquetball/handball facilities may be provided in regional recreation facilities. OC Parks shall be responsible for providing these facilities and services through one of the following methods:

- 7.1 Contracted recreation and leisure services programs.

- 7.2 Agreements with local agencies for operation and maintenance of the facility.

- 7.3 A local agency will develop the facility at no expense to CSA No. 26.

- 7.4 A combination of any of above.

- 7.5 Development Plans approved prior to May 21, 1980 may be deemed consistent as per Board Resolution 80-835 (the adopting resolution for the Recreation Element's Master Plan of Regional Parks).

8. Sites/projects of historical or scientific interest shall be pursued as a regional historic/scientific

recreation facility site only when determined and supported by testimony and evidence to be of importance to the countywide cultural or scientific history as compared to localized area of the County.

9. Acquisition of lands for regional recreation facilities shall be authorized only when an accompanying statement of general direction as to the desired recreational and cultural uses, development, operation and maintenance is adopted to guide the planning and management of the property.

10. Undeveloped regional recreation facility lands which are not used for recreational purposes may be leased for alternative/interim use provided:

- 10.1 Site characteristics remain intact and undamaged;

- 10.2 Use is compatible with the surrounding area;

- 10.3 Term is equal to or less than period by which use of site for regional park is reasonably expected;

- 10.4 Eventual regional recreation facility capability is retained;

- 10.5 Lease is approved by the



Board of Supervisors;

10.6 Site improvements may be realized as a result of the interim lease.

11. The anticipated cost of a recreation facility project, including acquisition, development and maintenance should be considered in the process of making an acquisition decision.

12. Regional recreation facility sites shall, to the extent possible, be located and designed to provide for accessibility by law enforcement and emergency vehicles.

13. Flood plains may be included as part of regional recreation facility sites, provided the man-made recreation improvements have been planned to accommodate the additional risk and will not obstruct the passage of a 100-year flood.

14. Consideration shall be given to the provision of those regional activities that are deficient in the County.

15. Where significant historical, scientific or wildlife features are included within a facility site, provisions for their preservation which are reasonable and consistent with other environmental considerations shall be made during its development and operation.

16. The resource management and development policy for regional recreation facilities is as follows:

16.1 URBAN REGIONAL PARKS:

Permits extensive hardscape and domestication to facilitate enjoyment of man-made attractions.
Interpretive and active

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recreation programs permitted, subject to Board policy. Concessions permitted.

16.2 NATURAL REGIONAL PARKS:

Permits moderate hardscape and domestication to facilitate enjoyment of natural attractions. Man-made theme attractions allowed in exceptional instances. Interpretive programs permitted. Concessions permitted.

16.3 WILDERNESS PARKS:

Permits only restricted hardscape and domestication appropriate to provide access and enjoyment/ observation of natural resources and processes. Interpretive programs permitted. Concessions permitted.

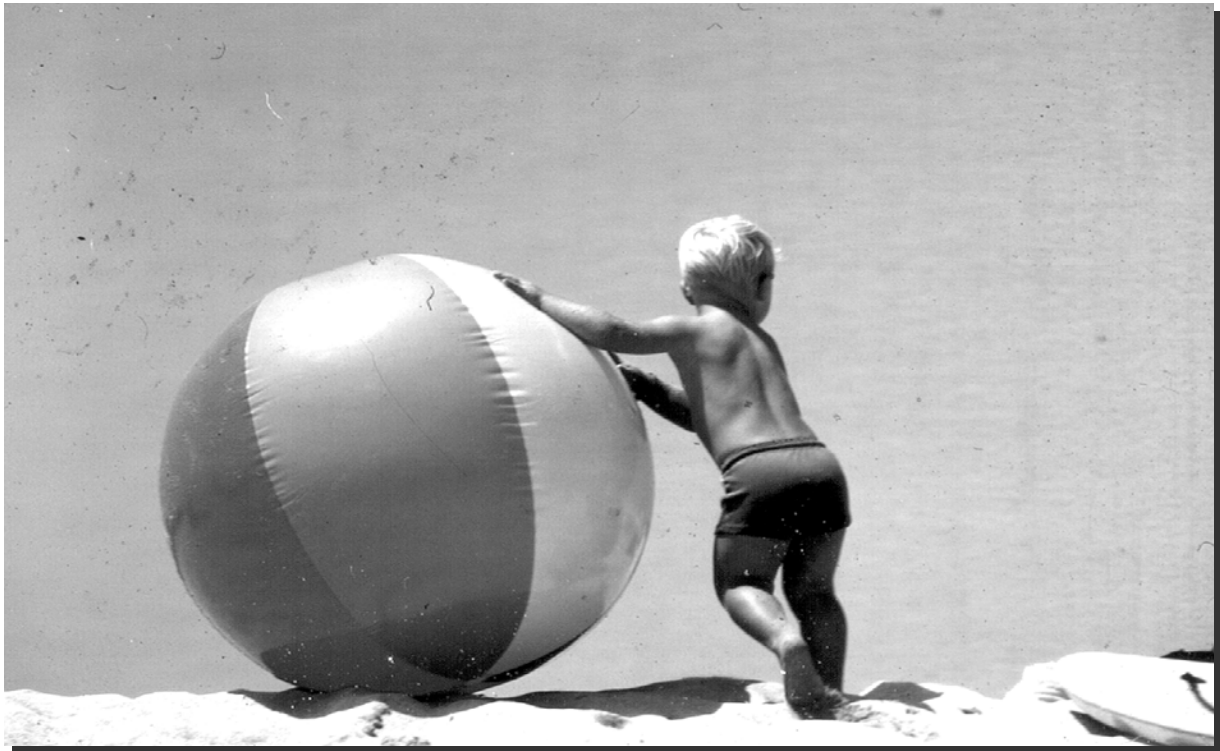
16.4 NATURE PRESERVES:

Permits only very limited improvements to be installed above those which pre-existed County acquisition. No domestication permitted. Visitor activities focused on interpretive outings confined to existing trails only. Interpretive programs and scientific research permitted.

16.5 HISTORIC SITES:

Permits sufficient hardscape and domestication to facilitate enjoyment and study of cultural resources. Permits only hardscape and domestication that is consistent with the era of the historical attraction. Curatorial programs permitted. Concessions permitted.

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16.6 AQUATIC HARBOR
PARKS:

Permits extensive hardscape and domestication to facilitate enjoyment of man-made attractions and water area. Concessions permitted.

16.7 MULTIPURPOSE
HARBORS:

Permits extensive hardscape and domestication to facilitate enjoyment of commercial attractions and water area. Active recreation and interpretive programs permitted. Concessions permitted.

16.8 BEACH PARKS:

Permits moderate hardscape

and domestication to facilitate enjoyment of man-made attractions and ocean. Concessions permitted.

16.9 SHORELINE BEACHES:

Permits moderate hardscape and domestication to facilitate and enjoyment of the natural shoreline, tideland areas and ocean.

17. Development planning of regional recreation facility sites shall identify fiscal constraints and shall meet regional needs and consider the desires of, and the impacts upon, the local community.

18. The County of Orange shall promote and actively encourage land banking of major recreation

While camped along Trabuco Creek in 1769, one of Gaspar de Portola's men lost his "trabuco" or musket. To mark this loss, the stream was named Trabuco.

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sites by County, State and Federal agencies.

19. The County of Orange shall seek expansion of existing regional facilities where attractive opportunities exist.
20. The County of Orange shall seek scenic public trail linkages throughout the regional recreation facilities network and with other public open space/recreation lands.
21. Adequate development setbacks for proposed development adjacent to existing and proposed regional recreation facilities shall be sought without encroachment into regional recreation facilities to (a) buffer park uses from park neighbors (e.g., screen views, mitigate light and noise), and (b) accommodate Fire Authority needs (e.g., fuel modification areas, fire access roads/trails). Setbacks for proposed development shall be determined on a case-by-case basis (e.g., topography, vegetation). Types of setbacks may include, but shall not be limited to, resource and/or scenic preservation easement dedications, or fee dedications, to ensure adequate physical distancing between private

developments (e.g., buildings, patios, walls, etc.) and adjacent existing and/or proposed regional recreation facilities.

- ***OPERATIONS AND MAINTENANCE FINANCING***

22. **PRIMARY POLICY:**

The regional harbor, beach and park network should be operated with primary funding or operation and maintenance expense provided by the taxpayers.

23. **SECONDARY POLICY:**

User fees and fees for recreation programs and special events may be charged as determined appropriate by the Board of Supervisors. Camping and parking fees are appropriate where the cost of collection does not exceed 25% of revenue, and concessionaire development and operation which supports or enhances recreational use of a site is desired. Financing may be augmented with funds generated by special events.

- ***OPERATIONS AND MAINTENANCE IMPLEMENTATION***

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24. Fees consistent with the primary and secondary policies above should be levied, with consideration given to policy recommendation of the Orange County Parks Commission.
25. The operation and maintenance function shall be contracted to the private sector when analysis shows that a cost savings will result for the service desired.
26. The natural and man-made environment of regional facilities shall be protected from deterioration due to overuse.
27. The County may provide recreational programs and services to meet the needs of County residents in accordance with a plan developed by OC Parks and as approved by the Board of

Supervisors. Such programs and services may be provided by the following methods:

- 27.1 Contracted recreation and leisure services programs.
 - 27.2 Recreation programs or activities may be undertaken by other governmental agencies by agreement.
 - 27.3 Unique one-day or short-term recreational events may be undertaken by other governmental agencies or private non-profit organizations under permit or by agreement.
28. The County of Orange or CSA No. 26 may provide, in cooperation with other agencies and volunteers, user education and exposure to the historical and natural science

Concessionaires have constructed and maintained over 220 private boat slips in Sunset Harbor Marina.

features of regional parks, nature preserves, beaches, historic parks, and harbors through interpretive programs, exhibits, publications and activities.

29. The natural resources of regional recreation facilities shall be evaluated for their preservation and protection. Provision shall be made for periodic monitoring of resource management plans to insure that natural areas are used appropriately.

- ***REGIONAL RECREATION
SYSTEMS FINANCING***

30. New projects will be financed out of CSA No. 26 Accumulative Capital Outlay Fund, provided the CSA No. 26 Operating Fund is projected to achieve sufficient future financing to support ongoing operation and maintenance.
31. Expenditure priorities for acquisition or development will be established by the Board of Supervisors with consideration given to policy recommendation of the OC Parks Commission. Diligent efforts to identify and secure acquisition, development and operational grants shall be continuous policy.
32. Development planning of sites shall include an analysis of desirability

and feasibility of concessionaire leases to offset public costs.

33. When such opportunities exist, cooperative agreements shall be sought with local, state and federal public agencies or non-profit groups (e.g., The Nature Conservancy) for joint or reciprocal management, operation, and maintenance of regional recreation facilities, sites, or areas and facilities within park sites to reduce and share costs, and provide for more efficient park management.

- ***INTERGOVERNMENTAL
COORDINATION***

34. The County of Orange should continue to participate and assist State and federal agencies in the planning, acquisition, development and management of their recreation facilities both within and adjacent to Orange County.
35. The County of Orange shall seek out partnerships and cooperative management agreements with local, state and federal agencies for more effective, efficient, and cost effective management of regional recreation facilities.

**IMPLEMENTATION
PROGRAMS: *Regional Recreation
Facilities*****1. ACQUISITION PROGRAM****Description:**

The Acquisition Program implements the Master Plan of Regional Recreation Facilities, supports the other components of this Element, and assists in the implementation of the goals, objectives and policies of the Resources Element. Implementation of this program occurs through the negotiation of fee dedications of regional recreation facilities, followed by their expeditious acceptance, and by purchase to round-out or refine sites when fiscal resources permit.

Action:

- Negotiate the location, shape, size, timing, treatment, improvements, buffering and quality of title for fee regional recreation facilities dedications.
- Direct the acceptance of regional recreation facilities offers of dedication. Fee dedications shall be irrevocable and are to be offered to the County or its designee concurrent with the approval of the related private project or as soon thereafter as the offer can be prepared. The boundaries of such

offers may be refined through the tentative tract map process.

- Regional recreation facilities purchase opportunities may be aimed at acquiring entire regional recreation facility sites, but are largely aimed at acquiring inholdings and adjacent land parcels to round out, expand, and/or refine existing regional recreation facilities. Purchase opportunities are accomplished as follows:
 - a) Purchase opportunities are identified in the Board-approved RDMD/HBP 5 Year Capital Projects Program.
 - b) RDMD undertakes the necessary steps to acquire the regional recreation facilities.
 - c) RDMD reports to the Board of Supervisors requesting action.
 - d) The Board of Supervisors takes an action.
- Regional recreation facilities donation opportunities are accomplished as follows:
 - a) Donor offers to dedicate fee or easement lands not associated with any development entitlements.

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James Irvine and partners acquired Newport Bay in 1864 for .37 cents an acre.

English trader, John Forster inherited 47,000 acres, including Riley Wilderness Park, by marrying the niece of Mexican Governor Pio Pico.

- b) RDMD undertakes the necessary steps to acquire the regional recreation facilities.
- c) RDMD reports to the Board of Supervisors requesting action.
- d) The Board of Supervisors takes an action.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agencies: RDMD

Source of Funds:

- Harbors, Beaches and Parks
- Local Park Trust Funds
- Developer Endowments
- Gifts

2. DEVELOPMENT PROGRAM

Description:

The Development Program provides for orderly improvements of regional recreation facilities through design and construction to enhance their public use and enjoyment.

The emphasis of this program is to provide recreation improvements of a regional nature that are not ordinarily provided by municipalities or other agencies at local parks. These may include regional recreation facility improvements to accommodate power boating, sailing, ocean/lake/river swimming, surfing, water skiing, fishing, tent camping, recreational vehicle camping, off-road riding and

hiking, golfing, horseback riding, bicycling, picnicking, and beach and park visitation.

Design and construction of regional recreation facility improvements are undertaken in one of two ways:

- a) County provides regional recreation facility open space improvements with public funds or by coordinating donations of same. In this context, design and construction projects are prioritized and scheduled in the Board-approved RDMD/HBP 5 Year Capital Projects Program and/or described in detail in the annual RDMD/Harbors, Beaches and Parks Program Reports (both updated annually).
 - b) Negotiation with developers to provide regional recreation facility improvements as conditions of approval. In this context, developers design and construct improvements to County specifications and approval, and dedicate them to the County or its designee along with the site.
- Action:**
- In the case of RDMD/HBP installed improvements:
 - a) RDMD annually updates HBP 5 Year Capital Projects Program, and/or
 - b) Annually prepare Harbors, Beaches

and Parks Program Report.

- c) Coordinate with RDMD Design and Construction Divisions for the design and construction of projects.
- In the case of developer-provided improvements, coordinate with RDMD for negotiating necessary agreements with developers for the design and construction of regional recreation facility improvements, and secure bonding to guarantee their installation.

New or Existing Program: Existing

Implementation Schedule:

Ongoing. Annually update the HBP 5 Year Capital Projects Program and prepare the RDMD/Harbors, Beaches and Parks Program Report.

Responsible Agency: RDMD

Source of Funds: See Financing Program.

3. OPERATION AND MAINTENANCE (O&M) PROGRAM

Description:

The O&M Program is aimed at protecting the natural and man-made environment of regional recreation facilities from deterioration due to overuse and normal wear and tear. This may be accomplished by private contractors as opposed to County

personnel when fiscal analysis shows that cost savings will be achieved. Integral to the O&M Program is the collection of Board-approved user fees and the monitoring of concessionaire performance, including maintenance. Recreation events and programs may be provided by the County through contracted services, agreements with local, community, and special interest groups, other governmental agencies or private non-profit groups.

Action:

- Operate and maintain regional recreation facilities to protect the natural and man-made environment from deterioration due to overuse and normal wear and tear. Collect Board-approved user fees and monitor concessionaire performance.
- Annually update RDMD/HBP 5 Year Operation and Maintenance Financing Plan and revenue projections. Excess revenues above current O&M needs, and O&M gifts, will indicate ability of County to acquire and develop new regional recreation facilities and add improvements to existing facilities.

New or Existing Program: Existing

Implementation Schedule: Ongoing. Annually update the Board-approved RDMD/HBP 5 Year Capital Projects Program and the Operation and

Maintenance Financing Plan.

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks Operating Fund (property taxes, fees, interest and revenue from special events)
- Negotiated Developer Endowments
- Gifts

4. FINANCING PROGRAM

Description:

The Financing Program provides the financial planning basis for the acquisition, development, operation and maintenance of regional recreation facilities. This program includes an HBP 5 Year Capital Projects Program and an Operation and Maintenance Financing Plan both updated annually by RDMD. This plan identifies the fiscal capacity of RDMD/HBP to acquire, develop, operate and maintain new regional recreation facilities, including Class I off-road bikeways, and make additional improvements to existing facilities.

Action:

- Annually prepare the Board-approved 5 Year Capital Projects Program and the Operation and Maintenance Financing Plan.
- Annually prepare the RDMD/Harbors, Beaches and Parks Program Report.

- RDMD coordinates with the appropriate divisions within RDMD for the acquisition, development, operation and maintenance of regional recreation facilities.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of funds:

- Harbors, Beaches and Parks
- Dana Point Harbor Tidelands Fund
- Newport Bay Tidelands Fund
- Sunset Harbor (Tidelands) Trust Fund
- Fish and Game Propagation Fund
- Santa Ana River Environmental Enhancement Fund
- User Fees
- Concession Revenue
- Grant Revenues
- Local Park Trust Funds
- Developer Endowments
- Gifts
- Revenues from Special Events

5. PUBLIC INFORMATION PROGRAM

Description:

The Public Information Program is intended to promote public use of regional recreation facilities and programs. The Public Information Program encompasses a multimedia approach to public awareness of these

facilities and associated programs. Brochures, a quarterly HBP newsletter and video tapes shall be made available to public schools, libraries, special interest and trail user groups and at regional parks and recreational facilities. These items are intended to describe County operated facilities and programs on an aggregate and individual basis. Special outdoor or other events and/or facilities are to be advertised via traditional informational flier mailings as well as announcements through newspaper, radio, and television media as appropriate. Public presentations by HBP staff regarding regional parks and recreational facilities and programs are also available on request.

Action:

- Operate and maintain a public information program to promote public use of regional recreational facilities and programs.
- Annually update, as appropriate, and prepare informational brochures, as well as video tapes for loan to public schools, libraries, special interest and trail user groups, and at regional parks and recreational facilities.
- Advertise special outdoor or other events and/or facilities via informational flier mailings to schools and libraries, as well as newspaper, radio and television media announcements as needed.

- Quarterly distribute HBP newsletter describing regional parks and recreational facilities and programs.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks
Operating Fund (property taxes, user fees, interest and revenue from special events).
- Gifts