## **Background Material Briefing**

## Presentation to the State Park Investment Commission

Department of Legislative Services
Office of Policy Analysis
Annapolis, Maryland

**September 10, 2021** 

### **Commission Members**

- Chair The Honorable Parris Glendening
- Senators
  - Senator George C. Edwards
  - Senator Sarah K. Elfreth
  - Senator Obie Patterson
  - Senator Craig J. Zucker
- Delegates
  - Delegate Regina T. Boyce
  - Delegate Mark S. Chang
  - Delegate Jefferson L. Ghrist
  - Delegate Eric G. Luedtke

### **Commission Charge**

- The Commission will investigate and make recommendations regarding overcrowding in Maryland State parks, including:
  - The adequacy of existing State park facilities to meet demand for recreational opportunities in the State;
  - Levels of operating funding and staff for existing State parks, as well as the need for capital funding to provide a high-quality experience to park visitors;
  - The need for new State park offerings and any recreational deserts across Maryland; and
  - The extent to which State parks and associated recreational opportunities are adequately accessible to all populations of Marylanders, including low-income Marylanders, those who lack access to a car, and Marylanders with disabilities.

## Parks Advisory Groups

#### Park Advisory Commission

- Formed in 1972 and expanded to current membership in 2010.
- Provides advice and guidance to the Superintendent of the Maryland Park Service on issues affecting the operations, maintenance, and overall mission of the State parks.
- 12 members with professional expertise in parks and recreation management and/or commitment to advocating for State parks, appointed by the Governor with the advice of the Secretary of Natural Resources.

#### Land Preservation and Recreation Plan Technical Advisory Committee

- Created to assist in development of Land Preservation, Parks and Recreation Plans. (LPPRPs)
- Technical Advisory Committee that informed the development of the 2019-2023 LPPRP consisted of 24 senior members of federal, state, and local government agencies and other entities with connections to outdoor recreation.

#### Joint Subcommittee on Program Open Space and Agricultural Land Preservation

- Started by the Legislative Policy Committee in 1991.
- Oversees Program Open Space (POS) and the Agricultural Land Preservation Program, monitors the progress of the programs, and evaluates legislation affecting the programs.

### **Maryland State Park History**

1907: First
State park land
set aside.
(Patapsco
Forest
Reserve, later
Patapsco
Valley State
Park)

1945-1975: Park development is a priority, with a focus on developing amenities such as picnic areas, full-service campgrounds, and marinas; many of the State's most popular parks, including Assateague, Deep Creek Lake, and Point Lookout, were developed during this period.

For more information, see <u>Maryland State</u>

<u>Park History</u>

1933: New
Deal Funding
and the
creation of the
Civilian
Conservation
Corps jump
starts park
development.

1970s onward: Park funding decreases and park development slows; focus shifts from building amenities like picnic areas and playgrounds, to building and maintaining trails for exercise and spiritual enlightenment.

### State Park Report History

- Commission of State Forests and Parks (1961-1967)
- Governor's Special Commission on State Parks (Fall 2000)
- Maryland's State Parks Funding Plan (September 12, 2007)
- Maryland Park Service Five-Year Strategic Plan (January 2013)
- Maryland Park Service 2016 Strategic Park Investment Plan (November 2016)
- Maryland Park Service Funding Report (February 19, 2019)
- Critical Maintenance Program Report (December 13, 2019)
- Maryland Outdoor Recreation Economic Commission Final Report (December 2019)
- Comprehensive Long-Range Plan (assumed under development)

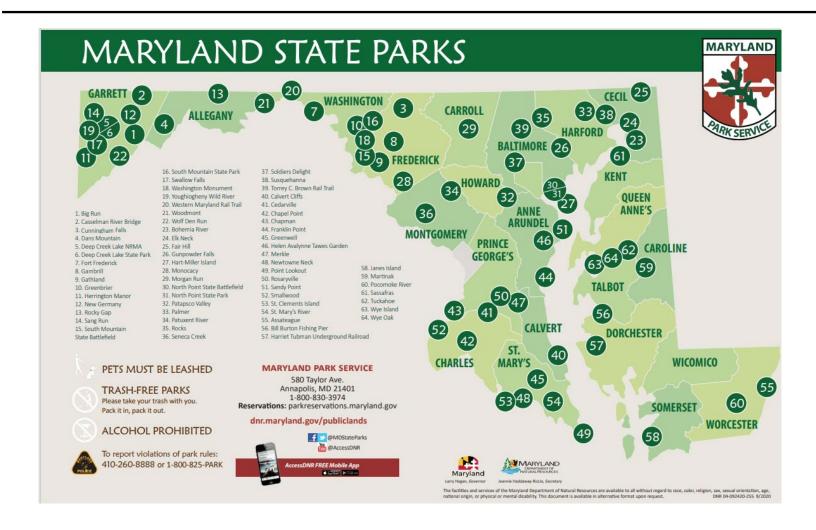
### Parks in Maryland

- Department of Natural Resources (DNR), local jurisdictions, National Park Service:
  - 2,200 parks, open spaces, and outdoor recreation properties;
  - Roughly 90% of those 2,200 are neighborhood and regional parks/outdoor facilities managed by counties and Baltimore City;
  - DNR manages the majority of land acreage; and
  - National Park Service operates 18 sites in the State.
- Economic impact of outdoor recreation in Maryland (2016):
  - \$14 billion in consumer spending;
  - 109,000 Jobs;
  - \$4.4 Billion in wages and salaries; and
  - \$951 million in State and local tax revenue.

## Overview of State Parks in Maryland

- DNR's Maryland Park Service maintains the State's Parks, including:
  - 53 General State Parks;
  - 25 Natural Resources Management Areas;
  - 7 Natural Environment Areas;
  - 3 Rail Trails; and
  - 2 State Battlefields.
- 2020: 21.5 million visitors
  - 45% increase from 14.9 million visitors in 2019.

### **State Park Map**

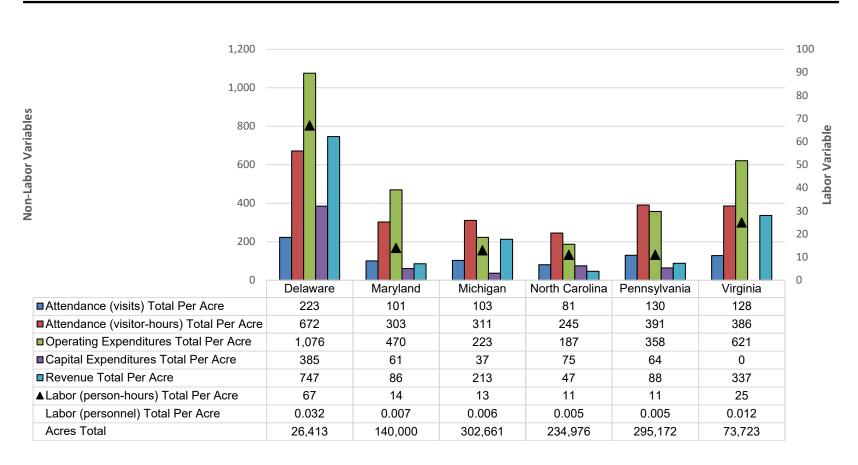


## **DNR Total Acreage**

				Total
	Sub-designation	Number	Acres*	Acres*
State Park System	State Park - General	53	97,446	
	Natural Resources Management Area	25	27,617	
	Natural Environment Area	7	12,701	
	Rail Trail	3	897	
	State Battlefield	2	2,519	141,180
State Forest System	State Forest - General	9	148,764	
	Demonstration Forest	5	4,863	
	Tree Nursery	1	299	
	Chesapeake Forest Lands	1	72,909	
	Fire Tower	16	45	226,880
Wildlife Management				_
Areas		64	126,798	126,798
Fishery Management				
Areas	Fish Propagation Area	6	530	
	Public Fishing Area	17	635	1,165
Undesignated		7	2,007	2,007
Marine / Communications				
Facilities		9	96	96
GRAND TOTALS*		225	x	498,126*

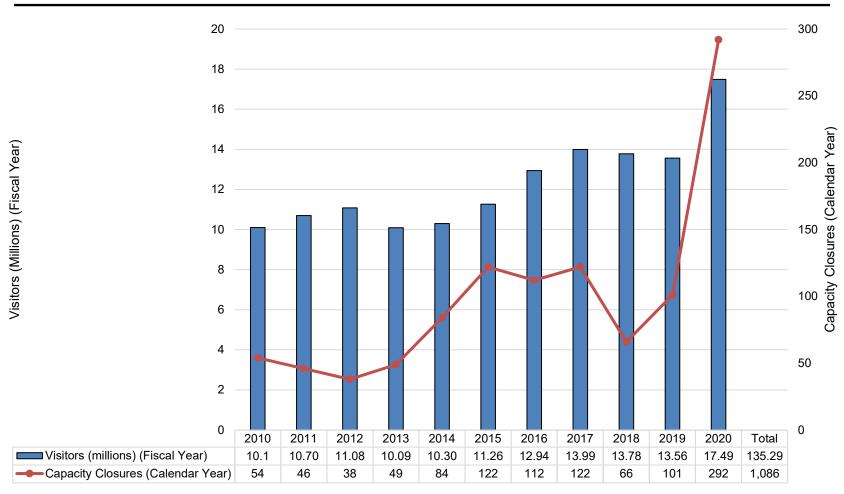
Source: DNR Fiscal Year 2020 Acreage Report

## **State Park Comparisons (2018)**



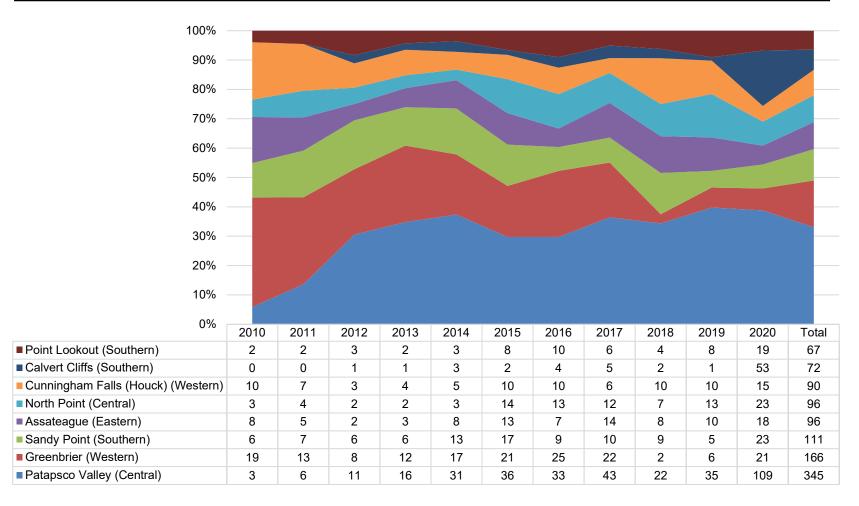
Source: 2019 Outlook and Analysis Letter: The vital statistics of America's state park systems.

# Maryland State Park Visitors and Capacity Closures (2010-2020)



Source: Department of Budget and Management and Department of Natural Resources

# Maryland State Park Capacity Closures (Calendar 2010-2020)

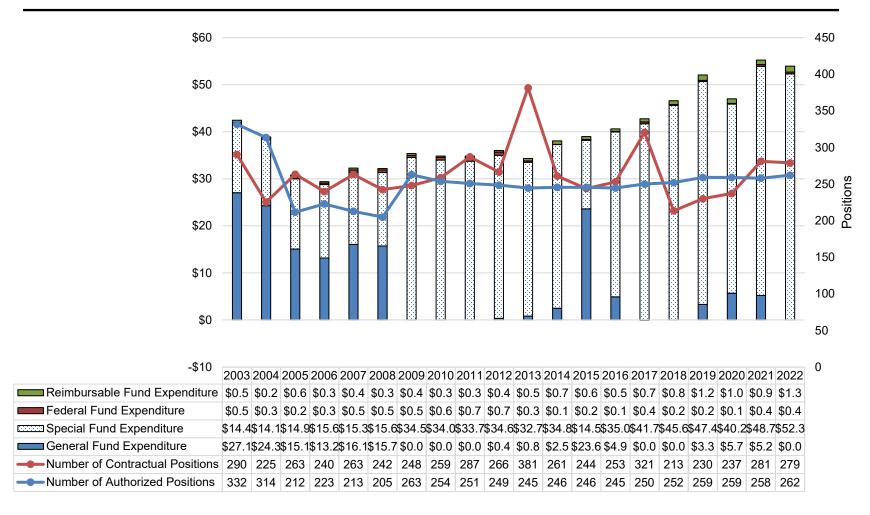


Source: Department of Budget and Management and Department of Natural Resources

## Operating Funding and Personnel Changes

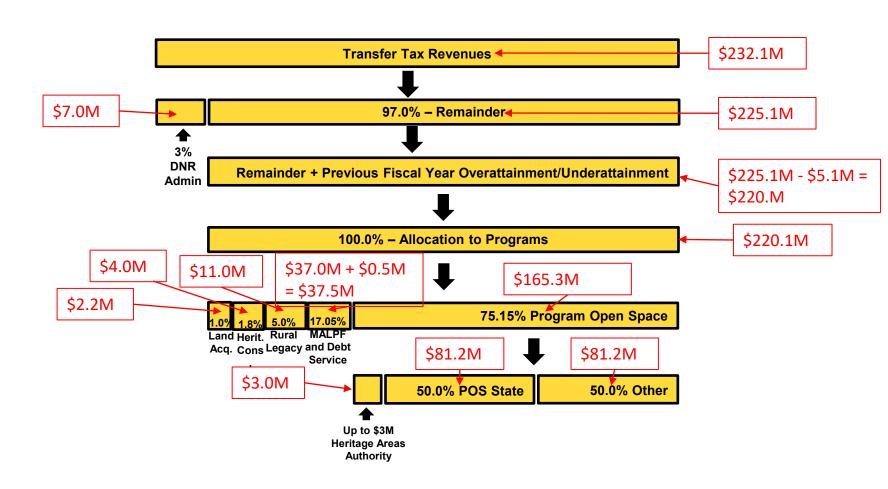
- 2005: Maryland Park Rangers with law enforcement powers transferred to the Natural Resources Police.
- 2007–2009 (Great Recession): General funds exchanged for transfer tax special funds via <u>Chapter 2 of 2007</u> first special session.
- 2017: <u>Chapter 692 of 2017</u> created the Revenue Equity Program, increasing the amount of overall funding provided to certain jurisdictions in payment-in-lieu-of-taxes (PILOTs) from either the State general fund or the Forest or Park Reserve Fund when general fund revenues are down.
- 2017: <u>Chapter 23 of 2017</u> required that minimum funding of 100% of own-sourced revenues collected in the Forest or Park Reserve Fund from the second preceding year (less administrative costs and prioryear closing fund balance) be budgeted for the Maryland Park Service.

### **Operating Funding and Personnel**

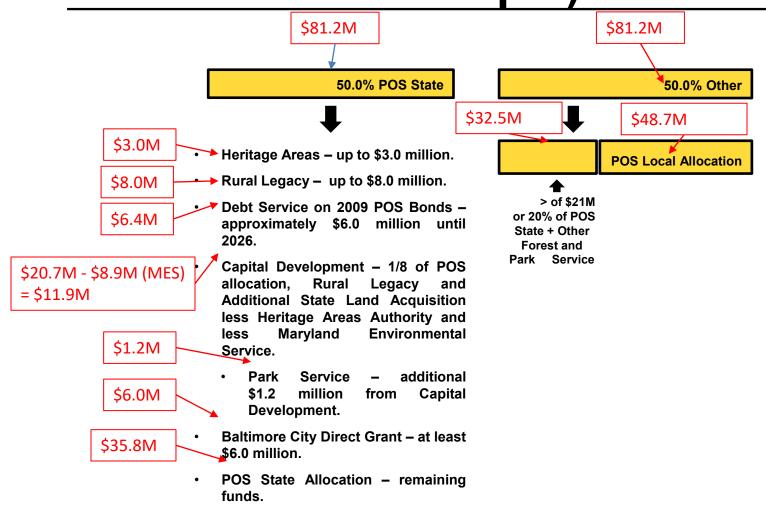


Source: Department of Budget and Management and Department of Legislative Services

## Transfer Tax Formula (Fiscal 2022 Example)



Transfer Tax Formula (Fiscal 2022 Example)



Source: Department of Budget and Management and Department of Legislative Services

## **Capital Funding Changes**

- 2002 2018: Transfer tax diversions totaled approximately \$1.4 billion between fiscal 2002 and 2016, of which approximately \$0.7 billion has been replaced and a plan for replacing \$242.2 million has evolved since fiscal 2018 with modifications each year shifting repayment amount timing and allocation.
- 2017 and after: Natural Resources Development Fund funding (approximately \$18.0 million) used to develop an equestrian course and other improvements at Fair Hill Natural Resources Management Area.
- 2020: Transfer tax special funds used to defray the need for general obligation bonds to complete Maryland Environmental Service water and wastewater capital projects in the Maryland State Parks.

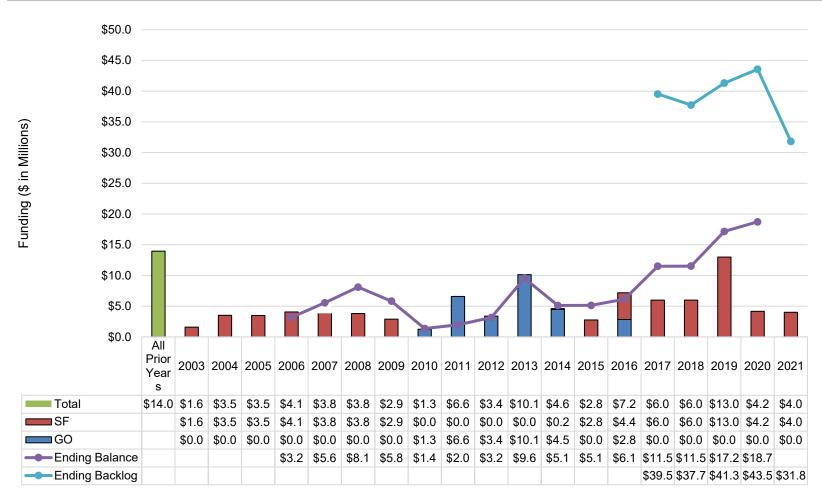
### Infrastructure and Maintenance

- DNR owns and manages over 120 facilities, including:
  - 2,000 buildings; 700 miles of roads; 29 dams; bridges; various other structures.
- State Park System: Largely developed by Civilian Conservation Corps (CCC) in 1930s and 1940s, and during post-WWII period in 1950s and 1960s.
- Critical Maintenance Program Backlog (2021):
  - 468 Projects
  - Estimated cost: \$31,809,361
- DNR has procurement authority for projects estimated up to \$50,000; awards approximately 75 to 100 contracts annually.
- Department of General Services (DGS) administers and awards contracts over \$50,000.

### **Critical Maintenance Projects**

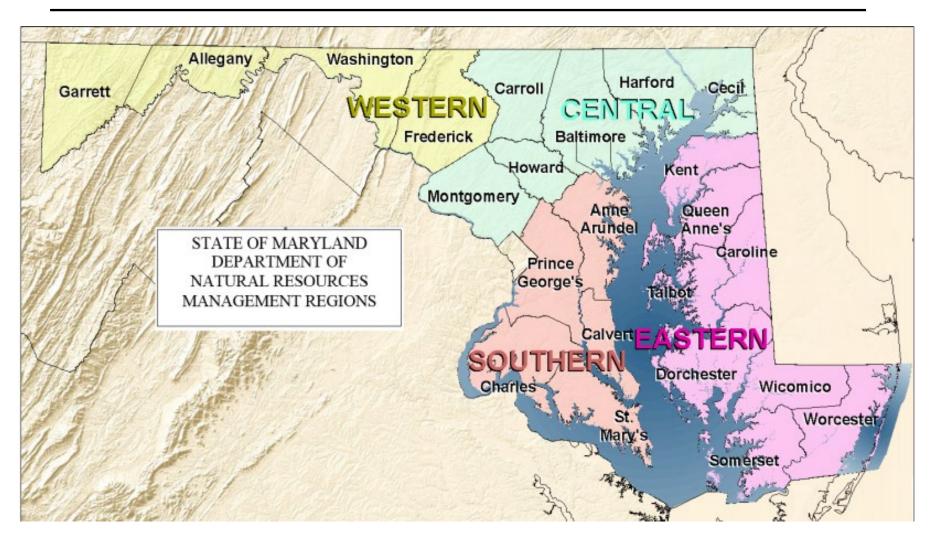
- Minor bathhouse or comfort station renovation and upgrades (e.g., installing new plumbing fixtures, partitions, and lights).
- Exterior sheathing and window and door replacement (e.g., new roofing, siding, flashing, windows and doors).
- Interior renovations (e.g., installing new carpet, tile, ceiling tile, shelving, appliances, and light fixtures).
- Basic sitework (e.g., road repairs, culvert replacement, and fence and gate installation).

# Critical Maintenance Program Funding



Source: Department of Budget and Management, and Department of Legislative Services.

## Maryland Park Service Regions



### Park Outreach Programs

#### Es Mi Parque Program

 DNR pilot project launched in 2016 to improve customer service and reduce access barriers for the Hispanic community at State parks.

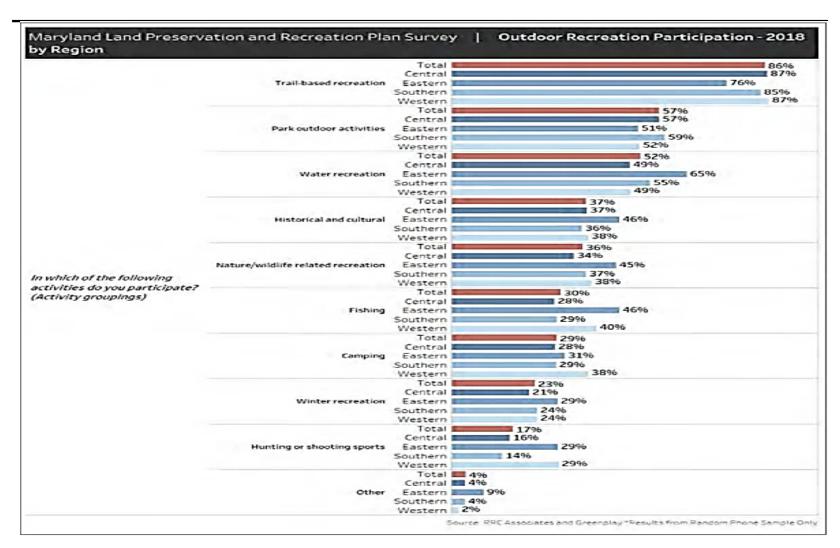
#### Healthy Parks Healthy People Initiative

- Offers outdoor recreation and exercise programs, including yoga, paddle boarding, walking, hiking, biking, and more.
- Park Ranger-led conservation programs reach over 220,000 visitors annually.

## **Priority Areas for Improvement**

- Priority areas for enhancing outdoor recreation statewide include:
  - Better maintenance and improvement measures for basic parks and recreation infrastructure;
  - Investing in trails and enhancing opportunities for biking and walking; and
  - Improving marketing, availability, and accessibility of information about outdoor opportunities online and at public parks and open spaces.

### **Outdoor Recreation Participation**



### **Barriers to Park Access**

- Public Survey: Barriers to Participating in Outdoor Recreation (2018):
  - No time: 39% (down from 46% in 2013).
  - Lack of Americans with Disabilities Act (ADA) accessible features: 4% (not measured in 2013).

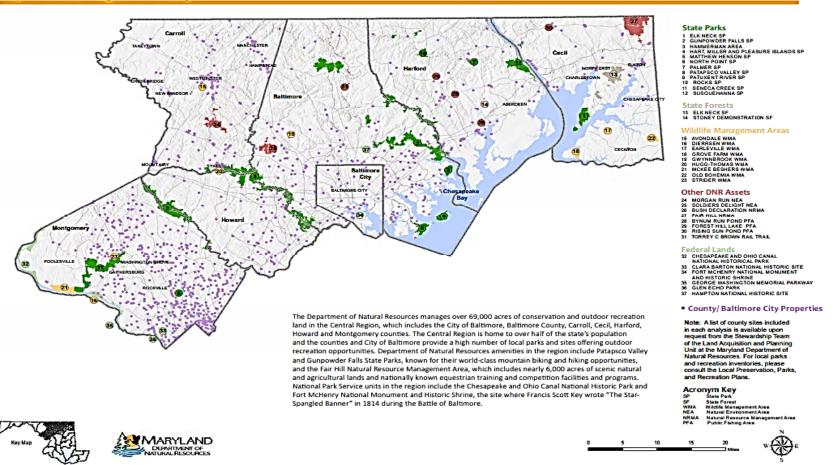
#### Transportation:

- Accessing parks and outdoor recreation:
  - 93% Automobile; 10% Walk; 5% Bike; 2% Public Transit; 1% Other.
- Close-to-Home: most people not willing to drive more than an hour.
- ADA Accessibility:
  - 2018: 14% of households have a need for ADA facilities or services (up from 12% in 2013).
  - Respondents aged 65 or older 2x as likely as other age groups to cite lack of ADA-accessible features as a barrier.

## **DNR Central Region Inventory**

Maryland Department of Natural Resources: 2019 Land Preservation and Recreation Plan

#### Map 1: Central Region Inventory

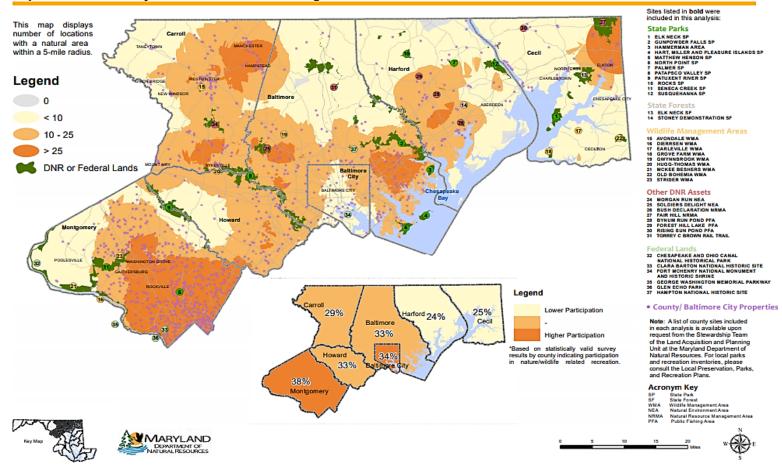




# 5-Mile Proximity to Natural Areas – Central Region

Maryland Department of Natural Resources: 2019 Land Preservation and Recreation Plan

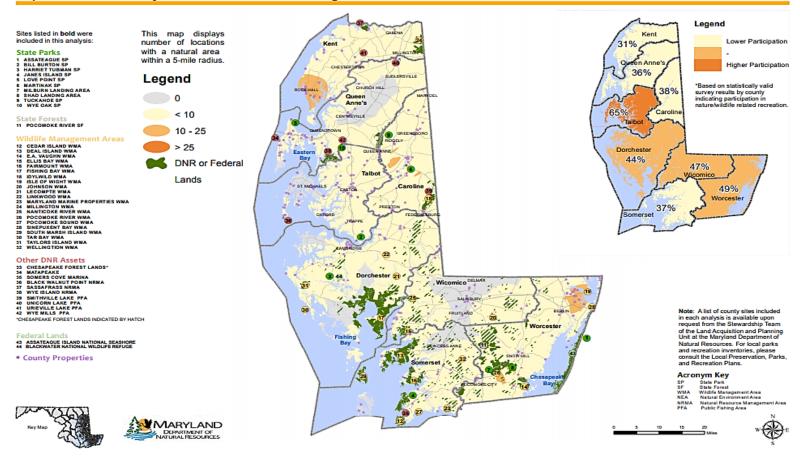
Map 1A: 5-Mile Proximity to Natural Areas - Central Region



## 5-Mile Proximity to Natural Areas – Eastern Region

Maryland Department of Natural Resources: 2019 Land Preservation and Recreation Plan

#### Map 2A: 5-Mile Proximity to Natural Areas - Eastern Region



# 5-Mile Proximity to Natural Areas – Southern Region

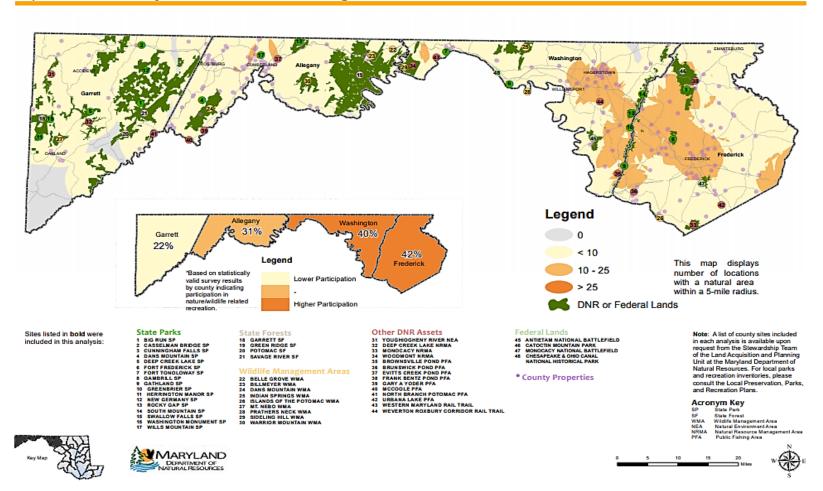
Maryland Department of Natural Resources: 2019 Land Preservation and Recreation Plan Map 3A: 5-Mile Proximity to Natural Areas - Southern Region Sites listed in bold were included in this analysis: State Parks This map displays 1 CALVERT CLIFFS SP 2 CHAPEL POINT SP 3 CHAPMAN SP 4 FRANKLIN POINT SP number of locations with a natural area GREENWELL SP NEW TOWNE NECK SP POINT LOOKOUT SP ROSARYVILLE SP within a 5-mile radius Anne Arundel 41% SANDY POINT SP Legend 10 SMALLWOOD SP Legend ST MARYS RIVER SP 12 ST. CLEMENTS ISLAND SP 0 36% Lower Participation State Forests 13 CEDARVILLE SF
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15 SALEM SF
16 ST INIGOES SF Higher Participation 10 - 25 George's Wildlife Management Areas Calvert 17 BOWEN WMA
18 CEDAR POINT WMA
19 CHELTENHAN WMA
20 CHICAMUXEN WMA
21 MYRTLE GROVE WMA
22 PARKER CREEK WMA
23 RIVERSIDE WMA \*Based on statistically valid > 25 33% survey results by county indicating participation in **DNR** or Federal Lands nature/wildlife related recreation. Other DNR Assets CTHEF DINK ASSETS
24 HALLOWING POINT BOAT RAMP
25 BELT WOODS NEA
26 MATTAWOMAN NEA
27 SEVERN RUN NEA
28 ZEKLAH SWAMP NEA
29 BILLINGSLEY NRMA
31 CROOM NRMA
31 CROOM NRMA
32 FILL MILL REANCH NRMA Marys 55% 32 FULL MILL BRANCH NRMA 33 HALL CREEK NRMA
34 HONEY BRANCH NRMA
35 HOUSE CREEK NRMA
37 KINDS LANDING NRMA
37 KINDS LANDING NRMA
38 MERKLE WILLIES SANCTUARY NRMA
40 MILLTOWN LANDING NRMA
42 PRIDE FINANCE NRMA
42 PRIDE FINANCE NRMA
43 SPICE CREEK NRMA
44 UILLER NRMA
45 HIGHSVILLE POND PFA 33 HALL CREEK NRMA Note: A list of county sites included in each analysis is available upon Federal Lands request from the Stewardship Team 46 BALTIMORE-WASHINGTON PARKWAY
47 FORT FOOTE PARK
48 FORT WASHINGTON PARK
49 GREENBELT PARK
50 OXON COVE PARK AND OXON HILL FARM of the Land Acquisition and Planning Unit at the Maryland Department of Natural Resources. For local parks and recreation inventories, please PISCATAWAY PARK THOMAS STONE NATIONAL HISTORIC SITE consult the Local Preservation, Parks. and Recreation Plans. · County Properties Acronym Key State Forest Chesan Wildlife Management Area Natural Environment Area Natural Resource Manage Public Fishing Area

**■MARYLAND**

## 5-Mile Proximity to Natural Areas – Western Region

Maryland Department of Natural Resources: 2019 Land Preservation and Recreation Plan

Map 4A: 5-Mile Proximity to Natural Areas - Western Region



### **Trails**

- DNR maintains 1,447 miles of land trails in the State.
  - Used for walking, hiking, cycling, mountain biking, equestrians, and off-highway vehicles.
  - Notable trails in Maryland:
    - 40 miles of the Appalachian Trail;
    - 73 miles of the Great Allegheny Passage; and
    - 184.5 miles of the Chesapeake and Ohio Canal.
- Maryland has over 782 miles of Statedesignated water trails.

# 5-Mile Proximity to Trails – Southern Region

Maryland Department of Natural Resources: 2019 Land Preservation and Recreation Plan Map 3F: 5-Mile Proximity to Trails - Southern Region Sites listed in bold were included in this analysis: State Parks This map displays 1 CALVERT CLIFFS SP
2 CHAPEL POINT SP
3 CHAPMAN SP
4 FRANKLIN POINT SP
5 GREENWELL SP
6 NEW TOWNE NECK SP number of locations with a trail within a 5-mile radius. 7 POINT LOOKOUT SP 8 ROSARYVILLE SP 9 SANDY POINT SP 10 SMALLWOOD SP 11 ST MARYS RIVER SP 12 ST. CLEMENTS ISLAND SP 84% Legend Legend 86% Lower Participation 13 CEDARVILLE SF 14 DONCASTER DEMONSTRATION SF 15 SALEM SF Higher Participation 16 ST INIGOES SF 5 - 15 Wildlife Management Areas 17 BOWEN WMA
18 CEDAR POINT WMA
19 CHELTENHAM WMA
20 CHICAMUXEN WMA
21 MYRTLE GROVE WMA
22 PARKER CREEK WMA
23 RIVERSIDE WMA \*Based on statistically valid 79% survey results by county indicating participation in DNR or Federal Land trail-based recreation. Other DNR Assets 24 HALLOWING POINT BOAT RAMP 24 HALLOWING POINT BOAT R
25 BELT WOODS NEA
25 MATTAWOMAN NEA
27 SEVEN RUN NEA
28 ZEKIAH SWAMP NEA
30 CHANEY NRMA
31 CROOM NRMA
32 FULL MILL BRANCH NRMA
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34 HONEY BRANCH NRMA St. Mary's 92% 35 HOUSE CREEK NRMA 36 INDIAN CREEK NRMA 37 KINGS LANDING NRMA 38 MAXWELL HALL NRMA 35 HOUSE CHEEK NRMA
36 NDIAN CREEK NRMA
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52 THOMAS STONE NATIONAL HISTORIC SITE of the Land Acquisition and Planning Unit at the Maryland Department of Natural Resources. For local parks and recreation inventories, please consult the Local Preservation, Parks and Recreation Plans. County Properties Acronym Key State Park State Forest State Forest Wildlife Management Area Natural Environment Area Natural Resource Management Area Public Fishing Area **™**MARYLAND

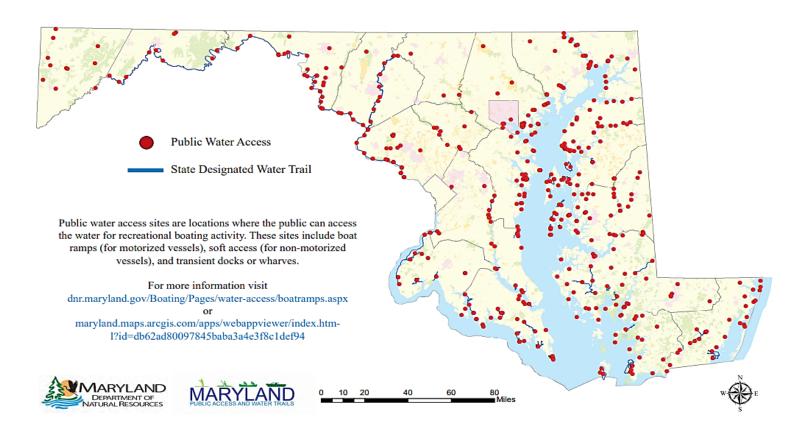
### **Water Access**

- Maryland has approximately 488 public water access sites.
  - 250 are boat ramps.
  - 238 are soft access, wharves or transient docking facilities.
  - Most public water access sites are owned and managed by local jurisdictions.
- The Chesapeake Bay Public Access Plan (2013)
  - Developed a strategy for achieving the goal of 300 new public access sites by 2025.
  - Maryland has more public water access sites than any other jurisdiction in the Chesapeake Bay Watershed.
- Maryland Online Water Access Guide/Maryland Public Water Access app: DNR database for general public water access

## Statewide Water Access and Water Trails

Maryland Department of Natural Resources 2019 Land Preservation and Recreation Plan

Statewide Water Access and Water Trails

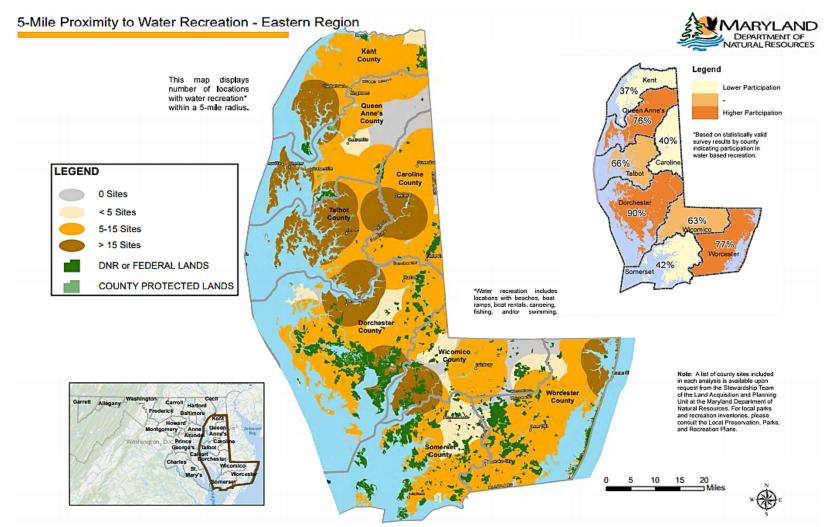


### National Participation Change in Outdoor Activities

	2013	2014	2015	2016	
Canoeing	10,153	10,044	10,236	10,046	-1.1%
Kayak Fishing	1,798	2,074	2,265	2,371	31.8%
Kayaking (Recreational)	8,716	8,855	9,499	10,017	14.9%
Kayaking (Sea/Touring)	2,694	2,912	3,079	3,124	16.0%
Kayaking (White Water)	2,146	2,351	2,518	2,552	18.9%
Sailing	3,915	3,924	4,099	4,095	4.6%
Stand Up Paddle Boarding	1,993	2,751	3,020	3,220	61.6%

Source: National Outdoor Recreation Participation Topline Report (2017, Outdoor Foundation)

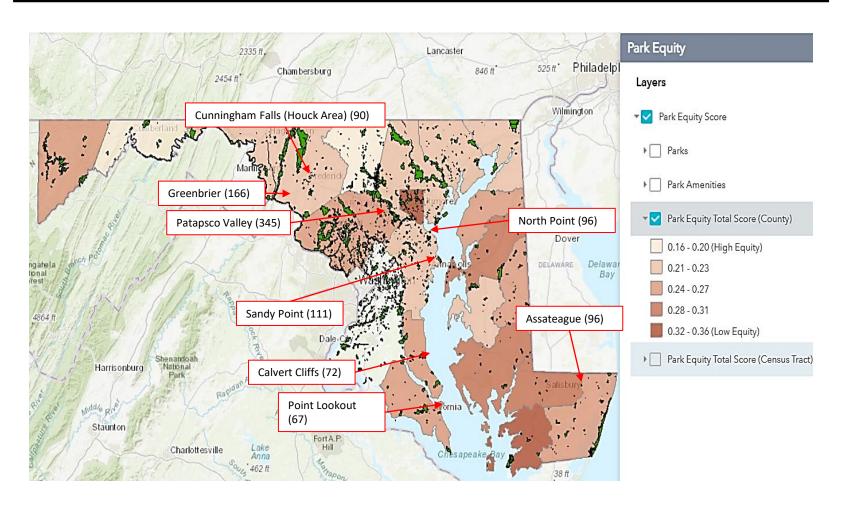
## 5-Mile Proximity to Water Recreation – Eastern Region



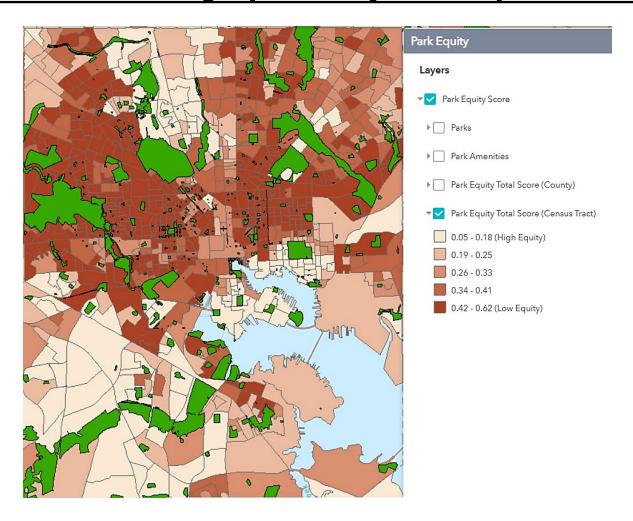
## Park Equity Mapper

- The Maryland Park Equity Mapper tool was developed by DNR with the University of Maryland School of Public Health and other partners.
- The tool assists in determining where new park space is needed, and which communities may be currently underserved or underutilized by existing park space.
- Components of the tool include the following: population density, concentration of low-income households, concentration of children under the age of 17, concentration of adults over the age of 65, concentration of non-white population, distance to public park space, distance to public transportation, and walkability.

# Park Equity Mapper – Maryland (County level with Parks and Selected Park Closures 2010-2020)



## Park Equity Mapper – Baltimore City (with parks)



# Climate Change: Adaptation/Resiliency

- Adaptive land management sea level rise models: indicate that 68,700 acres of DNR-managed lands are located under two feet of elevation and vulnerable to inundation by 2050, with an additional 16,300 acres vulnerable by 2100.
- State lands climate assessment: DNR plans to conduct a vulnerability assessment of State recreational lands that will utilize climate change related GIS data, infrastructure data, and ecological data to identify and understand vulnerabilities and impacts, including long-term impacts to recreational use, water access, infrastructure, and ecosystem management.
- Accounting for Maryland's ecosystem services framework: maps ecosystem services, including nitrogen removal, carbon sequestration, air quality improvements, stormwater and flood prevention, surface water protection, groundwater recharge, and wildlife habitat/ biodiversity.

### **Questions?**

- Contact information for questions or to submit written comments and requests to deliver oral comments:
  - Jeremy D. Baker(jeremy.d.baker@mlis.state.md.us)
  - Andrew Gray (andrew.gray@mlis.state.md.us)