COUNTY OF LOS ANGELES
DEPARTMENT OF PARKS AND RECREATION
"Creating Community Through People, Parks and Programs"
Russ Guiney, Director

April 7, 2009

TO: Each Supervisor

FROM: Russ Guiney
Director of Parks and Recreation

Jonathan E. Fielding, M.D., M.P.H.
Director and Health Officer, Department of Public Health

SUBJECT: **ADVISABILITY OF A BAN ON SMOKING IN COUNTY'S PUBLIC PARKS BOARD MOTION OF MARCH 4, 2008, ITEM NO. 50-A**

On March 4, 2008, your Board adopted a motion instructing the Directors of Parks and Recreation (DPR) and Public Health (DPH) to analyze the advisability of a ban on smoking in County's public parks, and report back to the Board with their findings and recommendations, including: an analysis of the effect on public health; the potential costs, including enforcement; any impact on golf revenues; the experiences at other local jurisdictions that have adopted such an ordinance; and a list of all County-operated public parks that would be impacted by such an ordinance. This report is in response to that motion.

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Notable progress has been made over the past several years in the fight against smoking. Results from the Los Angeles County Health Survey (LACHS) show a decline in the prevalence of adult smoking, from 18.2 percent in 1997 to 14.6 percent in 2005.[1] In addition, LACHS survey results indicate that the majority of County residents favor further restrictions on smoking in outdoor settings due to concerns about secondhand smoke.[i]

Studies show that secondhand smoke can have significant negative health impacts, even outdoors. Cigarette litter in parks also increases fire danger when park patrons discard cigarettes on the ground or into trashcans.[ii] Also, children and pets, as well as park wildlife, can ingest cigarette butts, which can lead to nicotine poisoning and other harmful effects.[2, iii, iv]

Potential costs for implementing a smoke-free parks ordinance have been estimated to be approximately $36,000 for one-time signage and supplies for park facilities and $12,750 to cover staff time to create and implement an educational outreach campaign and conduct smoking cessation classes. The Department of Public Health, Tobacco Control and Prevention Program has identified $36,000 from Proposition 99 to fund the signage and supplies. DPR has identified $12,750 in one-time funding for the educational outreach campaign and smoking cessation classes. No additional cost is expected for law enforcement.

Research conducted by DPR and DPH indicates that other jurisdictions which have implemented complete or partial smoking bans in public parks have not experienced any significant negative impacts (Exhibit A). Although formal tracking has not been conducted it appears that there have been no negative impacts on golf course revenues as a result of the bans which are further discussed in the detailed analysis (Attachment A).

Los Angeles County's 144 parks receive 20 million visits per year. These parks include 19 golf courses at 17 locations, which comprise the largest municipal public golf system in the United States. Eliminating and reducing smoking in the park system would create a healthier environment for visitors and wildlife. In addition, according to the California Department of Health Services, Tobacco Control Section and the Tobacco Education and Research Oversight Committee, creating smoke-free environments helps to change social norms, which presents positive models for youth and encourages smokers to quit or reduce their tobacco use.[v,24,25]

DPR and DPH recommend the following:

1. Prohibit smoking at all local community parks, community regional parks, natural areas and sanctuaries, arboretum and botanic gardens, equestrian centers and regional parks.

2. Prohibit smoking in facilities run by lease operators, except for designated smoking areas as jointly determined by DPR and lease operators. Prohibited areas will include all areas where individuals congregate, and within 20 feet of buildings and areas of high fire risk. For golf courses, this will include driving ranges, practice areas including putting and pitching greens, all indoor areas, within 20 feet of buildings, and in areas of high fire risk.

3. Allow smoking by actors during authorized film productions at all County park facilities, unless otherwise directed by the Los Angeles County Fire Department or DPR.

In addition, DPR and DPH recommend that the effect of this policy be reviewed by the departments one year after implementation. Attachment A is a detailed analysis of the effect on public health; the potential costs, including enforcement; the impact on golf revenues; the experiences at other local jurisdictions that have adopted such an ordinance; and a list of all County-operated public parks that would be impacted by such an ordinance.

If you have any questions regarding this report and the recommendations, please feel free to contact Russ Guiney, Director at (213) 738-2951 or your staff may contact Mika Yamamoto, Special Assistant at (213) 738-2965.

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Attachments

c: Board of Supervisors Executive Office
Chief Executive Office
County Counsel

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PROPOSED SMOKING BAN IN PUBLIC PARKS

Based on the Board motion of March 4, 2008, below is a detailed analysis of the findings of the Departments of Parks and Recreation and Public Health related to the proposed smoking ban in public parks:

EFFECTS ON PUBLIC HEALTH

More than 440,000 deaths occur annually in the United States from tobacco-related diseases, making it the nation's leading cause of preventable death.[1] Studies indicate that the estimated cost of smoking in California is $475 per resident or $3,331 per smoker per year.[2] In Los Angeles County an estimated $4.3 billion each year is spent on smoking-related costs. This figure includes $2.3 billion in healthcare expenditures, plus $2 billion in indirect costs which translate into lost productivity due to illness and premature death.[3]

The U.S. Surgeon General has concluded that there is no risk-free level of exposure to secondhand smoke.[4] The United States Environmental Protection Agency (EPA) has found secondhand smoke to be a risk to public health, and has classified secondhand smoke as a group "A" carcinogen, the most dangerous class of carcinogen.[5] The California Air Resources Board (CARB) has put secondhand smoke in the same category as the most toxic automotive and industrial air pollutants by categorizing it as a toxic air contaminant.[6] The California Office of Environmental Health Hazard Assessment has included secondhand smoke on the Proposition 65 list of chemicals known to the State of California to cause cancer, birth defects, and other reproductive harm.[7]

Exposure to secondhand smoke (SHS) is the third leading cause of preventable death in this country, killing more than 52,000 non-smokers each year, including 3,000 deaths from lung cancer.[8,9] Exposure to SHS adversely affects fetal growth with elevated risk of low birth weight, and increased risk of Sudden Infant Death Syndrome (SIDS) in infants of mothers who smoke.[10] In addition, SHS exposure causes as many as 300,000 children in the United States to suffer from lower respiratory tract infections, such as pneumonia and bronchitis, exacerbates childhood asthma, and increases the risk of acute chronic middle ear infection in children.[10,14] The medical and economic costs to non-smokers suffering from lung cancer or heart disease caused by secondhand smoke are nearly $6 billion per year in the United States.[11]

A limited, but compelling number of controlled experiments and field studies of outdoor secondhand smoke have concluded that levels of exposure to SHS outdoors can be comparable to SHS exposure indoors depending upon the number of smokers and proximity of non-smokers.[12,13,14,15,16] These studies were conducted in various outdoor settings including parks, doorways, dining areas, patios, and sidewalks taking into account differing circumstances such as wind direction, distance and number of smokers.

The California Air Resources Board (CARB) found that outdoor SHS was strongly affected by counts of the number of smokers and moderately affected by the size of the smoking area and the measured wind speed.[17] The CARB study indicated that outdoor SHS concentrations are detectable and sometimes comparable to indoor concentrations, and demonstrates that the number of cigarettes being smoked, the position of smokers relative to the receptor, and atmospheric conditions can lead to substantial variation in average exposures.[17]

A recent study conducted by Stanford University found that the distance to mitigate exposure to outdoor SHS is 12 feet for a single smoker and 20 to 50 feet for several smokers.[18] The study also found that with many smokers pollution could build to levels that are detectable up 100 feet away.

Public health and well-being can be protected by adopting smoke-free outdoor policies. Such policies also effect change in social norms regarding tobacco use, thereby fostering an environment that helps current smokers cut down or quit and encourages former smokers to remain smoke-free.[5,17,18] In addition, having smoke-free outdoor areas decreases the risk that young people will smoke, as they are not exposed to modeling of smoking behavior. Every day, over 4,000 children in the U.S. smoke their first cigarette and 2,000 teenagers become daily smokers; three out of four smokers start before they are 18 years old.[19]

Cigarette butts are hazardous to children and animals as well as the environment. In addition to possible burns from cigarette butts, children are at risk for swallowing or choking on this litter. In 2006, the American Association of Poison Control Centers received over 7,000 reports of potentially toxic exposures due to ingestion of tobacco products among children.[3,4] Additionally, fish, birds, and other animals often swallow discarded cigarette butts, resulting in malnutrition, starvation, and blocked air passages.[25,27] Furthermore, cigarettes contain a non-biodegradable plastic that takes nearly one decade to decompose. Cigarette litter is the most prevalent form of litter on earth.[2,20,21,22,23] Cigarettes are also responsible for causing fires in parks and other outdoor areas. For instance, the recent fire in Griffith Park was started by a carelessly discarded cigarette.

Public Support for Smoking Bans in the County

The 2005 Los Angeles County Health Survey (LACHS), surveying more than 8,000 residents who represented a cross-section of the population, found that 97 percent of Los Angeles County adults agree that inhaling SHS from someone else's cigarette is harmful to the health of babies and children.[1] In addition, 69 percent of Los Angeles County adults agree there should be more restrictions on smoking in outdoor public places, such as beaches, outdoor dining areas, and parks.[1]

POTENTIAL COSTS INCLUDING ENFORCEMENT AND IMPACT ON GOLF REVENUES

Potential costs for implementing a smoke-free parks ordinance have been estimated to be approximately $36,000 for signage and supplies for 144 County park facilities and 50 lease operated areas. Furthermore, an additional $12,750 is needed to cover staff time to create and implement an educational outreach campaign and conduct smoking cessation classes. The Department of Public Health, Tobacco Control and Prevention Program has identified $36,000 from Proposition 99 to fund the signage and supplies. DPR has identified $12,750 for the educational outreach campaign and smoking cessation classes.

The Department of Parks and Recreation staff will work with DPH, Tobacco Control and Prevention Program staff to create an educational outreach campaign. DPH will provide training and support so that DPH and DPR will be able to conduct smoking cessation classes for the public and County staff at no cost.

Enforcement Impacts

According to Chief William Nash of the Los Angeles County Office of Public Safety, Parks Bureau, no additional costs will be incurred for enforcement of a ban on smoking in County parks since enforcement would occur during regular patrols for other banned behaviors, such as littering.

Impact on Golf Revenue

The Los Angeles County Department of Parks and Recreation manages the largest municipal golf system in the country with more than 2 million visitors to its 17 golf course facilities each year. In 2007-08, a total of 1,547,259 rounds of golf were played. Furthermore, departmental statistical data indicates that golf rounds played within Los Angeles County continues to remain constant with a slight increase in the past three out of five years except for the year in which courses were under construction. This is in contrast to the overall golfing trends of California statistics from privately-owned and municipal golf courses which indicates a decline in the number of golf rounds played. For example, from January 2008 through June 2008 there has been a decline in golf rounds played by -1.3 percent in California and -1.7 percent in Los Angeles city.

The revenue from golf operations represents approximately 34.5 percent of the department's total operating revenue. In FY 2007-08, the revenue from golf facilities was approximately $13.8 million. In addition, a percentage of revenue generated from golf rounds played goes into the Capital Investment Trust fund which is used for construction projects and improvements on County golf courses.

In reviewing other municipalities which run golf courses, the Department found:

- The City of Los Angeles is the largest comparable municipality managing 13 golf courses. In 2007, the City enacted a smoking ban following a fire in Griffith Park which was started by a cigarette. The four golf courses in Griffith Park allow smoking in designated smoking areas only, including near the concession area and on the golf course itself in heavily irrigated areas such as teeing grounds, fairways and putting greens. City officials did not place any smoking restrictions on the other nine courses after receiving concerns from the public. City officials indicated that no significant changes in revenue or attendance have occurred since the smoking ban was enacted. Since 2004, the number of golf rounds played has slightly increased each calendar year and in 2007, the number of rounds played was recorded at 1,128,762.

- The City/County of San Francisco, the only jurisdiction to have a complete smoking ban, prohibits smoking on all five golf courses. This ordinance was enacted in July 2005. County officials indicated that there has been a decline in the revenue from user fees which began prior to the ordinance going into effect, so it is inconclusive whether the smoking ban affected the revenue.

- The City of Long Beach and the County of Ventura, respectively have five golf courses and eight golf courses, and do not have any smoking restrictions. State law requirements are applied at all buildings. They report that they have not had any issues with smoking litter, nor complaints regarding smoking.

- Other cities including South Pasadena and Cerritos, each with one course, prohibit smoking on portions of their golf courses. South Pasadena prohibits smoking on the driving range, putting green, and miniature golf course. Cerritos prohibits smoking on the patio, putting green and driving range. These jurisdictions have not reported any significant changes in golf revenues since their smoking bans took effect.

See Exhibit A for more detailed information.

Los Angeles County Golf Advisory Committee

On June 18, 2008, DPR sought input from the Los Angeles County Golf Advisory Committee on the advisability of a smoking ban on County golf courses. The Golf Advisory Committee is comprised of six golf associations, four golf course operators, and 10 local golf clubs who regularly meet with representatives from DPR. The meeting is open to the public. Please see Exhibit B for a complete roster of committee members.

Committee members indicated that they have not received any complaints or observed any conflicts in regards to smoking at the golf courses nor have they experienced any problems with tobacco litter within golf course property.

The consensus of the Committee was that a complete ban of smoking that would include the entire golf course, driving range and patio areas could negatively impact revenue and attendance, and that enforcement of such a ban could be problematic. Members indicated that some golfers include smoking as part of the enjoyment of the game. Currently, 12 of the 17 golf course pro shops sell cigarettes and cigars, with an estimated annual revenue of approximately $74,000. The Committee further indicated that designating smoking and non-smoking areas may be a reasonable option in areas where people congregate and in locations where there are fire hazards.

Furthermore, DPR staff discussed possible impacts from a potential smoking ban with the golf operators.

- ✓ Sixteen (16) of the seventeen golf facility operators indicated that a complete ban would negatively impact revenue and attendance

- ✓ One (1) operator indicated support for a complete smoking ban

While operators have indicated that without a complete study it is difficult to quantify the impact of any type of smoking ban, they report the annual revenue loss from food and beverage sales received from large banquets and weddings would range from $45,000 to $240,000 per operator. It is important to note that the figures reported by the operators have not been validated.

While it is unclear how operators developed these figures, economic assessments of both indoor and outdoor smoking bans have found no negative effect on revenue.[24,25,26,27,28,29,30] Furthermore, the majority of scientific studies on the impact of clean indoor air laws throughout the United States found no negative economic impact, with many studies finding that there may be some positive effects on local businesses.[33,34]

Additional concerns expressed were challenges with the inability to successfully enforce a smoking ban, concern about being in violation of lease provisions, creation of a hostile/negative atmosphere with the patrons, and the perception of poor customer service.

<u>Impact on other lease operators not including golf course facilities:</u>

DPR staff discussed a potential smoking ban with all lease operators who manage County facilities including but not limited to tennis centers, equestrian centers, outdoor theatre, shooting ranges, and large events such as the Renaissance Faire.

- ✓ Twenty nine (29) of the thirty two lease operators responded to inquiries from department staff

- ✓ Seventeen (17) indicated that a complete smoking ban would not negatively impact their operation

- ✓ Eleven (11) indicated that a complete smoking ban would negatively impact their operation

- ✓ Nine (9) indicated that a partial smoking ban may not negatively impact their operation

- ✓ One (1) indicated that a partial or complete smoking ban would cause them to go out of business

The concessionaires who indicated that a complete smoking ban would negatively impact their operations cited examples of lost revenue and attendance decline. Some also indicated concerns that even a partial smoking ban may negatively impact their attendance and revenue. The operators indicated that without a complete study it is difficult to quantify the impact, though they provided some attendance estimates of smokers who currently frequent their operations which ranged from 2 percent to 50 percent. It is unclear how many of these patrons would change their attendance patterns based on a complete or partial smoking ban. Other concerns were the additional potential staffing costs for enforcement.

The revenue from the concessionaires excluding golf operators represents approximately 11 percent of the total operating revenue for DPR. In FY 2007-08, the revenue from these concessionaires was $4.4 million.

Exhibit C includes a complete list of the various types of operators and further information on the smoke-free policy implementation recommendation at leased areas/operations.

EXPERIENCES OF OTHER JURISDICTIONS ADOPTING SMOKING BANS

California law prohibits smoking in playgrounds and tot lots and within twenty feet of the main entrances and exits of public buildings, while expressly authorizing local communities to enact additional restrictions. Numerous jurisdictions in California have opted to do so.

In the County, 28 cities have adopted policies that are more restrictive than state law and each of these cities was contacted by DPR and DPH to gather their experiences. Sixteen cities ban smoking entirely in their parks. These include the cities of Baldwin Park, Calabasas, Carson, Culver City, El Monte, Gardena, Glendora, Huntington Park, Lomita, Manhattan Beach, Monterey Park, Rosemead, San Dimas, San Fernando, Santa Clarita, and Walnut.

Two cities, Burbank and Palmdale have created smoke-free parks with designated smoking areas throughout the park system. The cities of Los Angeles, Santa Monica,

Cerritos, Pasadena, and South Pasadena prohibit smoking in their parks. However, smoking is permitted at other venues under their authority, such as golf courses, piers and outdoor venues.

Five cities ban smoking in certain areas of their parks such as playing fields, bleachers, concession buildings, specific parks, skate parks, and dog parks or during certain events held in the park. These include the cities of Glendale, Hawthorne, La Puente, Redondo Beach, and Inglewood.

In addition, the counties of Monterey, San Francisco, San Diego, Contra Costa, San Mateo, and Marin have adopted smoke-free parks policies. Solano County continues to work towards implementation. Monterey has identified only the pedestrian bridges and trails for implementation at this time.

These jurisdictions reported that an effective smoke-free parks policy includes provisions for signage and community outreach, and designates an enforcement agency. Most jurisdictions treat violations of the policy as an infraction.

None of the jurisdictions contacted noted any significant complaints from the public or staff about the policy, and only a few mentioned problems with enforcement. The City of Los Angeles noted that at some facilities, such as the Greek Theater, the original smoke-free policy resulted in patrons smoking in restrooms. The policy was altered to create designated smoking areas on Theater grounds.

A detailed report of local jurisdictions experiences can be found in Exhibit A.

COUNTY-OPERATED PARKS THAT WOULD BE AFFECTED

Within Los Angeles County's park system, there are eight categories of park and recreation facilities: 1) local community parks, 2) community regional parks, 3) regional parks, 4) natural areas and sanctuaries, 5) arboretums and botanic gardens, 6) equestrian centers, 7) golf courses and 8) regional parks. All categories of facilities would be affected by the recommendations included in this report. A complete list of these facilities is included in Exhibit D.

Exhibit E is a proposed timeline for implementation of the smoking advisability recommendations.

References

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Experiences of Other Jurisdictions with Smoke Free Park Ordinances

Contra Costa County

The County passed a smoke-free parks ordinance in 2006, as part of a comprehensive secondhand smoke protections policy. The County has 18 parks and an unknown number of trails that fall under the smoke-free policy. Citation authority rests with the health department. The Department of Public Works is responsible for paying for and posting signage, but there has been no follow-up to date on whether this has been done. The health department is short staffed, and little has been done to facilitate implementation of this provision of the policy. According to health department staff, anticipated costs are for education rather than enforcement. Park and Recreation staff reports that there are no County-run golf courses.

Los Angeles City

The city of Los Angeles passed a smoke-free parks policy on August 1, 2007. "No person, except as provided here, shall light, ignite, or otherwise set fire to, or smoke, carry, throw or discard any lighted tobacco products, including cigarettes, cigars or smoking tobacco. For purposes of this subdivision, "smoke" and "smoking" shall include the carrying or holding of a lighted pipe, cigar or cigarette of any kind or any other lighted smoking equipment or the emitting or exhaling the smoke of a pipe, cigar, cigarette or any other smoking equipment." The ordinance also states that discarding tobacco litter in a city park is also restricted.

Park is defined as "every public park, roadside rest area, playground, zoological garden, ocean, beach or other recreational facility area, together with any parking lot, reservoir pier, swimming pool, golf course, court, field, bridle path, trail, or other recreational facility, or structure thereon, in the City of Los Angeles and under the control, operation or management of the Board of Recreation and Park Commissioners.

Smoking is permitted on city golf courses, except for the 4 courses in Griffith Park where smoking is only allowed in designated areas and not in all areas of the course. Smoking is also permitted within parks that are specified in a permit issued by the Recreation and Parks Film Office authorizing smoking for filming purposes only and by actors only. And, smoking is allowed in designated smoking areas at the Autry National Center, the Greek Theater, and the Los Angeles Zoo.

The City of Los Angeles, Recreation and Parks Department stated that compliance with the policy is an educational process with the park patrons and staff. The city relies on voluntary compliance, along with public education outreach efforts. Signage is necessary to assist with this educational effort and engaging the park patrons to comply with the new ordinance. In most of the parks, the park patrons and staff have been in compliance with the smoke-free ordinance.

At the golf courses, some concerned comments were received from the golfers who indicated that they objected to having a smoking ban while golfing, therefore, the city did not include golf courses in the smoke free parks ordinance, except for the four Griffith

Park golf courses due to fire hazard concerns. The City of Los Angeles has a total of 13 golf courses within its jurisdiction.

At some large venues and special events, compliance and enforcement of the smoke-free ordinance was challenging. For example, the Greek Theater (outdoor facility with capacity of 5,801), was originally identified as a smoke-free facility. The Greek Theater staff discovered that smokers would find other locations to smoke such as in the restrooms, which created other negative situations with non-smoking theater-goers and fire hazards. Therefore, the city amended the ordinance and created designated smoking areas at the Greek Theater to provide a smoke-free environment for non-smokers while controlling and monitoring the designated smoking areas. Other facilities with designated smoking areas include the Los Angeles Zoo and the Autry National Museum.

Marin County

The County passed a Marin County Smoke-Free Air and Health Protection Ordinance which became effective in February 2007. The Marin County Department of Parks and Open Space operates and maintains more than 50 separate Parks and Open Space District Preserves. There are no County-run golf courses.

The following unenclosed areas are covered by the ordinance: "recreation areas (meaning any area, public or private, open to the general public for recreational purposes, regardless of any fee requirement, including, but not limited to parks, public gardens, children's play areas, roller and ice rinks, sporting facilities, stadiums and playgrounds) and public events including, but not limited to sports events, entertainment, speaking performances, ceremonies, pageants, fairs and farmers' markets."

"No smoking" signs had been posted by the Parks and Recreation Department prior to the passage of this ordinance because they had banned smoking in parks as an internal policy due to fire danger. Campsites are not covered in the ordinance but they are at the discretion of the Parks Department to have designated smoking areas based on fire danger. Parks and Recreation staff is the enforcement agency charged with enforcing the no smoking policy. No complaints have been registered with the Marin County Health Department over the last year.

Monterey County

The County passed a smoke-free parks ordinance in 1993 amending the Monterey County Code. The policy states that "smoking shall be prohibited in all public places within the unincorporated areas of Monterey County, including but not limited to, the following places: parks, outdoor recreation areas, within sports arenas and convention halls and recreational trails, where such parks, recreation areas, and trails are designated as nonsmoking." At this time, implementation of this ordinance is only at recreational trails and pedestrian bridges which are designated as non-smoking. The Health department staff reports that there are no County-run golf courses.

San Diego County
On December 13, 2006, the County adopted a "curb to curb" smoke-free park ordinance for all park facilities including public camping areas. The County does not manage any golf courses.

The County of San Diego indicated a focus on education rather than enforcement efforts. The County created an educational campaign through a press conference and banners at the parks. The staff reported that they experienced a few disgruntled park patrons in the first few months but since then have had only a few minor complaints. The County operated camping areas prohibit smoking and the camping facilities are strictly for short term camping (21 nights maximum stay). No data is available to determine if camping reservations were impacted by the smoke free ordinance.

San Francisco City/County
In February 2, 2005 an ordinance was adopted amending the San Francisco Health Code to prohibit smoking on any unenclosed area of property in the City and County that was open to the public and under the jurisdiction of the Recreation and Parks Commission. Therefore, all county and city park facilities were "curb to curb" smoke-free facilities except golf courses, due to concerns of potential loss of revenue. In 2006, an amendment to the ordinance was passed to prohibit smoking on golf courses.

The City/County of San Francisco officials have indicated that compliance to this ordinance has been on a voluntary basis with limited enforcement efforts due to heavy staff workload. The County & City of San Francisco is the only jurisdiction with a complete smoke free policy prohibiting smoking on all 5 golf course properties. Prior to this ordinance being adopted, golf course revenue had been declining. Therefore, it is unknown whether the ordinance had an effect on the revenue.

San Mateo County
The County adopted a smoke-free parks ordinance in 2006. Smoking is prohibited within any areas, including public parking areas of County-owned, operated or maintained beaches, parks and trails, including but not limited to the following: Coyote Point Marina, Coyote Point Park, Crystal Springs Trail, Edgewood Park and Natural Reserve, Fitzgerald Marine Reserve, Flood Park, Huddart Park, Junipero Serra Park, Memorial/Pescadero Park, Mirada Surf East and Mirada Surf West, Sanchez Adobe, Sam McDonald Park, San Bruno Mountain Park, San Pedro Valley Park, Woodside Store, and Wunderlich Park. Specific parks and trails are listed in the ordinance. Health department staff reports that the policy is self-enforcing and signage is provided in limited areas. Park and Recreation staff reports that there are no County-run golf courses.

Solano County
On June 27, 2006, the County amended chapter 19 of the Solano County Code relating to Parks and Recreation to include tobacco use restrictions for county parks. County park is defined as "an area owned by the county and designated by it for public park purposes or an area owned by another public entity or a land trust and used or operated

by the county for public purposes." The County manages 3 parks as well as open spaces in unincorporated areas. Two of these parks have campsites. There are no County-run golf courses.

In large part due to the uniqueness of each county park, the designated smoking and non-smoking areas were to be determined specifically for each park based on the following considerations which are codified in section 19-190: i) the risk of fire danger accompanying smoking in different areas of county parks; (ii) the effect of second-hand smoke on members of the public and parks division employees, including but not limited to a consideration of the use of tobacco in common areas (e.g., restrooms, shower buildings, picnic tables, fishing ponds, trails, docks, bridges, dumping stations, shore and beach areas, group fire areas, group campsites, concession areas, playgrounds, and park borders with private property), the effect of prevailing wind patterns within county parks, the California Air Resources Board's classification of second-hand smoke as a toxic air contaminant, and compliance with the Americans with Disabilities Act and other state and federal laws; (iii) that in California non-smokers outnumber smokers by more than five to one; (iv) the impact of smoking on wildlife, plant life, and the environment; (v) the impact of smoking on water quality; (vi) the impact of increased tobacco and smoking-related litter; (vii) the need to ensure access to campsites of equal quality for non-smokers and smokers; (viii) the effectiveness and ease of enforcement by park rangers; (ix) the need to post appropriate signs indicating smoking and non-smoking areas of the parks; and (x) the ability of members of the public to understand the regulations. Violations will be treated as infractions. Since the ordinance has been adopted, Parks and Recreation officials have been working on the implementation plan of this ordinance to insure that it is adapted appropriately in each area. Implementation has not yet been completed.

Exhibit B

COUNTY OF LOS ANGELES
DEPARTMENT OF PARKS AND RECREATION

GOLF ADVISORY COMMITTEE

Golf Associations – 6 members

Public Links Golf Association of Southern California (PLGA)	**Craig Kessler**
Southern California Golf Association (SCGA)	**Kevin Heaney**
Los Angeles County Women's Golf Association	**Ellen Harkins**
Women's Public Links Golf Association (WPLGA)	**Pauline McKitrick**
Western States Golf Association (WSGA)	**Gus Robinson**
California Interscholastic Federation - Southern Section (CIF)	**James Staunton**

Member Clubs – 10 members

First District (1)

Mountain Meadows	
Whittier Narrows	**Armando Zepeda**, Men's Club

Second District (2)

Alondra	**Terry Black**, Men's Club
Chester Washington	**Rose Mary Spriggs**, Western Avenue Golf Club

Third District (1)

El Cariso	**Jerry Johnson**, Men's Club

Fourth District (3)

Diamond Bar	
La Mirada	**Susie Jackson**, Women's Club
Lakewood	**Bert Thompson**, Women's Club
Los Amigos	
Los Verdes	**Jim Noyd**, Men's Club

Fifth District (3)

Altadena	**Bill Fennesy**, Men's Club
Eaton Canyon	**Ellen Proctor,** Women's Club
Knollwood	**J. Blane Goldwater**, Women's Club
Santa Anita	
Marshall Canyon	

Park and Recreation Commission – 1 member

Vacant

Golf Course Operators – 4 members

Mat Porco	Avila Golf Management	General Manager, El Cariso GC
Warren Leary	American Golf Corporation	Regional Director, LA County golf courses
Scott Henderson	Santa Anita Associates	General Manager, Santa Anita GC
Doug Colliflower	DC Golf	General Manager, Altadena & Eaton Canyon GC

Los Angeles County Department of Parks and Recreation Lease Agreements

The Department of Parks and Recreation recommends the creation of smoke-free facilities. However, since existing lease agreements were entered into without the expectation of a smoking ban, the Department recommends working with each operator to create a smoke-free environment. This process may include identifying designated non-smoking and smoking areas to prevent any negative impacts on facility operations while working to change the social norms to accept a complete smoking ban.

The following is a list of existing lease agreements in effect at county parks and recreation facilities:

17 Golf Course Operations
2 Food, Boat and Bait Concessions
4 Equestrian Centers
4 Tennis Centers
23 Park Facility Leases/Operating Agreements/Licenses:

- Puddingstone Hot Tubs at Bonelli Park
- Bonelli Park Group Picnic Area
- East Shore RV and Tent Campground
- Raging Waters (Water Park at Bonelli Regional Park)
- Whittier Narrows Trap and Skeet Range
- Whittier Narrows Rifle and Revolver Range
- Whittier Narrows Military Museum
- Whittier Narrows BMX Bicycle Track
- Whittier Narrows Fairs and Festivals
- Santa Fe Dam Nature Center
- Santa Fe Dam Renaissance Pleasure Faire
- Castaic Lake Boating Instruction Safety Center
- Hart Park Historical Museum
- Hart Park Senior Citizen Center
- Veteran's Park Disc Golf
- Hollywood Bowl (Los Angeles Philharmonic Association)
- Hollywood Heritage Museum
- Descanso Gardens
- Los Angeles County Arboretum Foundation
- Friends of Virginia Robinson Garden
- Friends of South Coast Botanic Garden
- Catalina Island Interpretive Center
- John Anson Ford Theatre

The implementation of a complete smoking ban on 49 existing lease or license holders who are partners in operating entire facilities or portions of parks or providing special event operations for the County could have many implications including the following:

1. It may result in legal action
2. The attempt to unilaterally impose a contract requirement might negatively impact the cooperative relationships which have been established and nurtured over many years.

DPR staff have had preliminary discussions with many of our golf course operators and they are open to working together to limit smoking, which is the model followed by most other municipal golf courses referenced in other places in this report. As noted in the recommendations of the report, we are recommending immediate prohibition of smoking in driving ranges, practice areas including putting and pitching greens, all indoor areas, within twenty feet of buildings and in areas of high fire risk.

The proposed smoking ban will not be an issue for most other leases, operating agreements and license holders listed above. In fact, some operators will welcome the proposed ordinance in that it will codify their existing policies and make it easier for them to enforce. However, with the operators who feel that a complete ban will negatively impact their operations, DPR would like to engage these concessionaires with a cooperative partnership approach to implementing smoking restrictions.

An example of a successful cooperative approach to a lease agreement change occurred last year when the Board approved a new one dollar Capital Improvement Fund surcharge to golf course green fees. It was clear that this was a change to the existing contracts and DPR was required to negotiate this change with each lease holder. This took some time, but resulted in a majority of operators adopting the County's position of establishing a new fee which would increase capital improvement funds for each golf course.

A few years ago the County ended firearms sales on County property and prevailed in its initial intent to end these sales at Fairplex. However, a residual and unanticipated effect occurred with a Parks and Recreation concessionaire where certain weapons had been sold in conjunction with the operation of the range. The lease holder resisted any change and filed a lawsuit. Although the operator has complied with limiting gun sales to strictly shotguns as part of the settlement to the lawsuit, there were thousands of dollars in legal fees, settlement costs, untold hours of DPR time and a negative impact on the relationship with the operator.

While the firearms sales issue and the proposed smoking ban may not be completely comparable in regard to impacts to society, the objective to reach the County's desired outcome of reducing or eliminating public smoking can be achieved by working in conjunction with DPR's operators and lease holders to avoid costly legal issues and time consuming confrontational approaches.

List of Los Angeles County Parks and Recreation Facilities

1. Local Community Parks

Local community parks have a service radius of up to 1 ½ miles, serve a population of 1,250 to 25,000 persons and range in size from 5 to 100 acres. Typical facilities provided in this type of park may include a community building, swimming pool, multi-purpose turf fields, hard-court areas, picnic and passive facilities, and children's play areas. Currently, there are 76 community local parks.

LOCAL COMMUNITY PARKS – 1st DISTRICT

Allen J. Martin Park	La Puente
Amelia Mayberry Park	Whittier
Atlantic Avenue Park	Los Angeles
Avocado Heights Park	La Puente
Bassett Park	La Puente
City Terrace Park	Los Angeles
Dalton Park	Azusa
Eastside Eddie Heredia Boxing Club	Los Angeles
Eugene A. Obregon Park	Los Angeles
McNees Park	Whittier
Parque de los Sueños	Los Angeles
Rimgrove Park	La Puente
Ruben F. Salazar Park	Los Angeles
San Angelo Park	La Puente
Saybrook Park	Los Angeles
Sorensen Park	Whittier
Sunshine Park	La Puente
Valleydale Park	Azusa
Walnut Nature Park	Walnut Park

LOCAL COMMUNITY PARKS – 2nd DISTRICT

Athens Park	Los Angeles
Bodger Park	Hawthorne
Colonel Leon Washington Park	Los Angeles
Del Aire Park	Hawthorne
Earvin "Magic" Johnson Recreational Area	Los Angeles
East Rancho Dominguez Park	Compton
Enterprise Park	Los Angeles
George Washington Carver Park	Los Angeles
Helen Keller Park	Los Angeles

LOCAL COMMUNITY PARKS – 2nd DISTRICT (continued)

Ladera Park	Los Angeles
Lennox Park	Lennox
Mary M. Bethune Park	Los Angeles
Mona Park	Compton
Monteith Parkway	Los Angeles
Roy Campanella Park	Compton
Ruben Ingold Parkway	Los Angeles
Ted Watkins Memorial Park	Los Angeles

LOCAL COMMUNITY PARKS – 3rd DISTRICT

There are no local community parks in the 3rd District

LOCAL COMMUNITY PARKS – 4th DISTRICT

Adventure Park	Whittier
Amigo Park	Whittier
Bill Bivens Park	Rowland Heights
Carolyn Rosas Park	Rowland Heights
Countrywood Park	Hacienda Heights
Gloria Heer Park	Rowland Heights
Los Robles Park	Hacienda Heights
Manzanita Park	Hacienda Heights
Pepperbrook Park	Rowland Heights
Rowland Heights	Rowland Heights
Thomas S. Burton Park	Hacienda Heights
Trailview Park	Rowland Heights
William Steinmetz Park	Hacienda Heights

LOCAL COMMUNITY PARKS – 5th DISTRICT

Acton County Park	Acton
Charles S. Farnsworth Park	Altadena
Charles White Park	Altadena
Charter Oak Park	Covina
Chesebrough Park	Valencia
David March Park	Santa Clarita
Del Valle Park	Castaic
Dexter Park	Kagel Canyon
Dr. Richard H. Rioux	Stevenson Ranch
Everett Martin Park	Littlerock
Fair Oaks Park	Fair Oaks
George Lane Park	Quartz Hill

LOCAL COMMUNITY PARKS – 5th DISTRICT (continued)

Hasley Canyon Park	Castaic
Jackie Robinson Park	Little Rock
Jake Kuredjian Park	Granada Hills
Loma Alta Park	Altadena
Michillinda Park	Pasadena
Northbridge Park	Stevenson Ranch
Pamela Park	Duarte
Pearblossom Park	Pearblossom
Peck Road Water Conservation Park	Arcadia
Pico Canyon Park	Newhall
Stephen Sorensen Park	Los Angeles
Two Strikes Park	La Crescenta

2. Community Regional Parks

Community regional parks have a service radius of up to 20 miles, serve the entire county population, and are 20 plus acres in size. These parks may have one or more of the following features: multiple sports facilities, swimming pool, fishing lake, community building and gymnasium, family and group picnic facilities, equestrian facilities, children's play areas, and beautiful views and vistas. There are 17 of these types of parks in Los Angeles County.

COMMUNITY REGIONAL PARKS – 1st DISTRICT

Belvedere Community Regional Park	Los Angeles
Franklin D. Roosevelt Park	Los Angeles

COMMUNITY REGIONAL PARKS – 2nd DISTRICT

Alondra Community Regional Park	Lawndale
Jesse Owens Community Regional Park	Los Angeles
Victoria Community Regional Park	Carson

COMMUNITY REGIONAL PARKS – 3rd DISTRICT

El Cariso Community Regional Park	Sylmar

COMMUNITY REGIONAL PARKS – 4th DISTRICT

Cerritos Community Regional Park	Cerritos
Deana Dana Friendship Community Regional Park	San Pedro
La Mirada Community Regional Park	La Mirada
Pathfinder Community Regional Park	Rowland Heights

COMMUNITY REGIONAL PARKS – 5th DISTRICT

Apollo Community Regional Park	Lancaster
Arcadia Community Regional Park	Arcadia
Castaic Sports Complex	Castaic
Crescenta Valley Community Regional Park	La Crescenta
San Dimas Canyon Community Regional Park	San Dimas
Val Verde Community Regional Park	Val Verde
Veteran's Memorial Community Regional Park	Sylmar
Walnut Creek Community Regional Park	San Dimas

3. Regional Parks

Regional Parks have a service radius of 50 miles or 1 hour driving time, serve the population of the entire county and range in size from 30 to several thousand acres. They typically provide a unique recreation experience either natural or man-made.

REGIONAL PARKS – 1st DISTRICT

Santa Fe Dam Regional Park	Irwindale
Whittier Narrows Regional Area	South El Monte

REGIONAL PARKS– 2nd DISTRICT

Kenneth Hahn Recreation Area	Los Angeles

REGIONAL PARKS – 3rd DISTRICT

Hollywood Bowl Performing Arts Complex	Los Angeles
John Anson Ford Amphitheater	Los Angeles

REGIONAL PARKS – 4th DISTRICT

Peter F. Schabarum Regional Park	Rowland Heights

REGIONAL PARKS – 5th DISTRICT

Castaic Lake Regional Park	Castaic
Frank G. Bonelli Regional Park	San Dimas
William S. Hart Regional Park	Newhall
Tesoro Adobe Park	Valencia

4. Natural Areas and Sanctuaries

Natural areas and sanctuaries have a service radius of 50 miles or 1 hour driving time, serve the population of the entire county and range in size from 30 to several thousand acres. They typically provide a unique recreation experience either natural or man-made.

NATURAL AREAS / SANCTUARIES – 1st District

Whittier Narrows Nature Center	South El Monte

NATURAL AREAS / SANCTUARIES – 2nd or 3rd DISTRICTS

There are no natural areas / sanctuaries in the 2nd or 3rd Districts

NATURAL AREAS / SANCTUARIES – 4th District

Santa Catalina Island Interpretive Center	Avalon

NATURAL AREAS / SANCTUARIES – 5th District

Alpine Butte Wildlife	Antelope Valley
Big Rock Creek Wildlife Sanctuary	Big Rock Creek
Blalock Wildlife Sanctuary	Pearblossom
Butte Valley Wildlife Sanctuary	Hi Vista
Carl O. Gerhardy Wildlife Sanctuary	Antelope Valley
Desert Pines Wildlife Sanctuary	Lake Hughes
Devils Punchbowl Natural Area Park	Pearblossom
Eaton Canyon Park / Nature Center	Pasadena
Jackrabbit Flats Wildlife Sanctuary	Pearblossom
Mescal Wildlife Sanctuary	Antelope Valley
Payne Wildlife Sanctuary	Llano
Phacelia Wildlife Sanctuary	Antelope Valley
Placerita Canyon Natural Area	Newhall
San Dimas Canyon Nature Center	San Dimas
Tujunga Ponds Wildlife Sanctuary	Tujunga
Vasquez Rocks Natural Area Park	Agua Dulce

5. Arboretum and Botanic Garden

Arboretum and botanic garden have a service radius of 50 miles or 1 hour driving time, serve the population of the entire county and range in size from 30 to several thousand acres. They typically provide a unique recreation experience either natural or man-made.

ARBORETUM / BOTANIC GARDEN – 1st and 2nd DISTRICTS

There are no arboretums / botanic gardens located in the 1st or 2nd District

ARBORETUM / BOTANIC GARDEN – 3rd DISTRICT

Virginia Robinson Garden	Beverly Hills

ARBORETUM / BOTANIC GARDEN – 4th DISTRICT

South Coast Botanic Garden	Palos Verdes

ARBORETUM / BOTANIC GARDEN – 5th DISTRICT

Los Angeles County Arboretum	Arcadia
Descanso Garden	La Canada-Flintridge

6. Equestrian Centers

Equestrian centers have a service radius of 50 miles or 1 hour driving time, serve the population of the entire county and range in size from 30 to several thousand acres. They typically provide a unique recreation experience either natural or man-made.

EQUESTRIAN CENTERS – 1st, 2nd, 3rd and 4th DISTRICTS

There are no equestrian centers located in the 1st, 2nd, 3rd, or 4th Districts

EQUESTRIAN CENTER – 5th DISTRICT

Hasley Canyon Equestrian Center	Valencia
Marshall Canyon	La Verne

7. Golf Courses

Golf courses have a service radius of 50 miles or 1 hour driving time, serve the population of the entire county and range in size from 30 to several thousand acres. They typically provide a unique recreation experience either natural or man-made.

GOLF COURSES – 1st DISTRICT

Mountain Meadows Golf Course	Pomona
Whittier Narrows Golf Course	South El Monte

GOLF COURSES – 2nd DISTRICT

Alondra Golf Course	Lawndale
Chester Washington Golf Course	Los Angeles
Maggie Hathaway Golf Course	Los Angeles
Victoria Golf Course	Carson

GOLF COURSES – 3rd DISTRICT

El Cariso Golf Course	Sylmar

GOLF COURSES – 4th DISTRICT

Diamond Bar Golf Course	Diamond Bar
La Mirada Golf Course	La Mirada
Lakewood Golf Course	Lakewood
Los Amigos Golf Course	Downey
Los Verdes Golf Course	Rancho Palos Verde

GOLF COURSES – 5th DISTRICT

Altadena Golf Course	Altadena
Eaton Canyon Golf Course	Pasadena
Knollwood Golf Course	Granada Hills
Marshall Canyon Golf Course	La Verne
Santa Anita Golf Course	Arcadia

As of 08/10/08

Exhibit E

SMOKING ADVISABILITY REPORT RECOMMENDATIONS PROPOSED & ESTIMATED IMPLEMENTATION TIMELINE

The proposed and estimated timeline is based on the assumption that the Board of Supervisors' (BOS) will approve the recommendations listed in the report, titled, "Advisability of a Ban on Smoking in the County's public parks" and DPR and DPH will be able to begin implementation of recommendations, as of May 15, 2009.

1. Create and adopt a County ordinance for Smoke-Free Park Facilities with designated smoking and non smoking areas. Estimated completion: September 15, 2009

2. Sign production to include "Smoke Free/No Smoking" and "Designated Smoking Area" signs including the county ordinance for 144 park facilities and 50 concession operations. Estimated total number of signs is 1,100. Assigned to Parks and Recreation.

    - Purchase order process estimated completion: August 15, 2009
    - Manufacturing signs estimated completion: November 15, 2009

3. Installation timeline of the signs at the 76 local parks, 17 community regional parks, 18 natural areas & sanctuaries, 4 arboreta/gardens, 2 equestrian centers, and 10 regional facilities. Assigned to Parks and Recreation.

    - 50% installation completed by March 15, 2010; remaining 50% would be completed August 15, 2010

4. Smoking to be prohibited in facilities run by lease operators, except for designed smoking areas as determined by DPR and lease operators. Prohibited areas will include all areas where individuals congregate, within twenty feet of buildings and areas of high fire risk. DPR and lease operators will determine designated smoking areas at the leased agreement sites. Then proceed to the installation of designated smoking area signs.

    - 25% completion in determination of the designated smoking areas at leased sites by August 15, 2009
    - 50% completion in determination of the designated smoking areas at leased sites by December 15, 2009
    - 50% completion of sign installation April 15, 2010.
    - 75% completion in determination of the designated smoking areas at leased sites by March 15, 2010
    - 75% completion of sign installation and 100% completion in determination of the designated smoking areas at leased sites by July 15, 2010.
    - 100% completion of sign installation in October 15, 2010.

Revised March 31, 2009