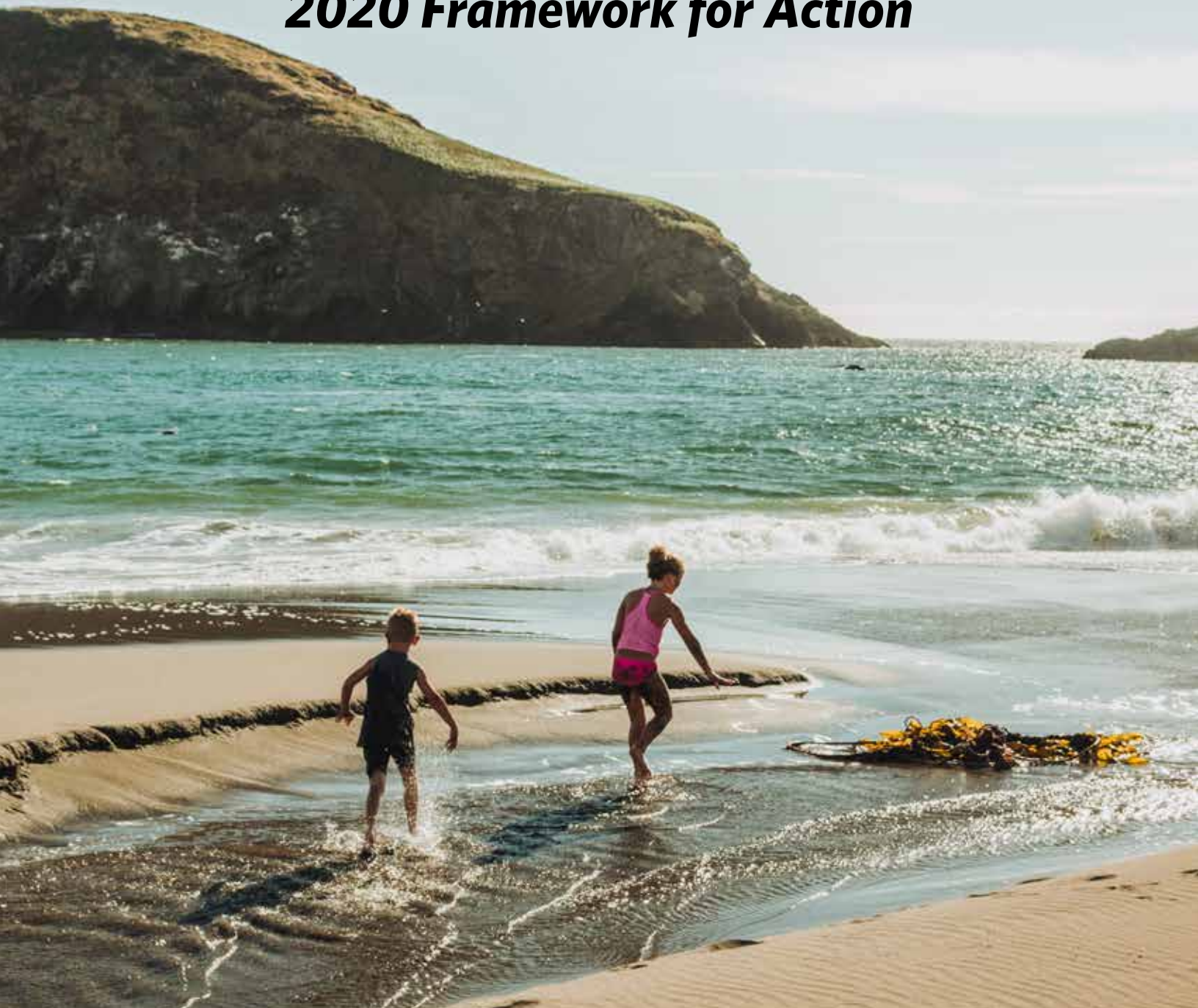


Governor's Task Force on the Outdoors: *2020 Framework for Action*



OREC
OREGON OFFICE OF
OUTDOOR RECREATION



Note From The Chair

Dear Governor Brown,

The Task Force on the Outdoors was presented with a challenging and vital scope—to grow the economy, sustain our natural resources and encourage outdoor recreation experiences that benefit all Oregonians. This work comes at an important time as well, with Oregon one of the fastest growing states and as an increasingly popular destination for tourists from around the nation and the world. The demands we are placing on recreation resources, due to popularity as well as a changing climate, are increasing as well. Our state is also rapidly becoming more diverse and urban—new approaches can help ensure that Oregonians of all backgrounds, in all corners of the state, have the opportunity to thrive.

Recognizing the diversity and history of our state also prompted the group to examine and acknowledge historic injustices to the land and people of this region. We challenged ourselves to lead with the principle that the outdoors provide the opportunity for universally welcoming places and experiences but not everyone has benefited from those opportunities. Holding that principle means that we can and must do everything in our power to provide more equitable outcomes for everyone.

This group comprises leaders from around the state, many of whom have been working to advance similar outdoor recreation goals for years or even decades. We are also grateful for the visionary past efforts that have helped steward and preserve the opportunities we enjoy today. You have even recognized in the past that “outdoor recreation is in Oregon’s DNA.” It was not until your direction to the Task Force that we had the opportunity to sit together, learning where our efforts were often complementary, sometimes conflicting, and still leaving unmet needs.

We are honored to present these recommendations that deliver a comprehensive approach for ensuring the long-term social, environmental and economic sustainability of outdoor recreation in Oregon. Adopting this framework for action will require innovation and redoubled commitment to collaborative solutions—with an Office of Outdoor Recreation we are well positioned to do just that. We look forward to working with you to implement these actions, ensuring a strong economy, healthy environment and world-class outdoor recreation opportunities for generations to come.

Jonathan Blasher

Chair

Acknowledgments

The group would like to extend its appreciation to all involved in this process: Doug Decker for setting a solid foundation at the first meeting; the National Parks Service Rivers, Trails and Conservation Assistance Program—in particular Stephan Nofield, Barbara Rice and Dan Miller—who provided overall project support; Marc Smiley of Solid Ground Consulting whose facilitation helped the group hone strategies and action; Carrie Lovellette, Matt Noble and Maggie Riley with the Oregon Parks and Recreation Department for critical staff support on logistics and communications; presenters from academia, industry and local communities who provided vital information to the Task Force as it developed recommendations; and most of all, members of the public attending meetings at Silver Falls State Park, Portland, Baker City, Newport, Klamath Falls and Salem who took time to share their perspectives on the future direction of outdoor recreation in Oregon.

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April, 2020

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Cover photo: Harris Beach

Back Cover: Deshutes River

Willamette Mission State Park

“Elevating outdoor recreation in every corner of Oregon is key to achieving the state’s ambition to provide for the well-being of its residents, economic development, and protection of resources that sustain our livelihoods. Investing in a comprehensive approach to outline our strategy will help define the next steps Oregon takes to encourage the outdoor recreation economy, while engaging more people in the great outdoors.

Oregon already has a strong foundation: diverse landscapes, a tradition of outdoor participation, public and private sector organizations with a robust connection to the outdoors, and an array of educational offerings. I signed HB 3350 in 2017 creating the Office of Outdoor Recreation to lead that work. I am excited to see what a comprehensive strategy that capitalizes on these resources and includes input from all stakeholders can do for Oregon.

Now I am tasking you, with support from the Oregon Parks and Recreation Department and staff from my office, to convene a short-term task force to recommend policies, legislation and initiatives to support economic development in both rural and urban areas, balance improved outdoor recreation access with resource protection, and increase outdoor recreation participation especially among youth and traditionally underserved communities.”

**Letter from Governor Kate Brown
February 18, 2019
(see Appendix A)**

Introduction

In Oregon our quality of life and a strong economy go hand in hand with our stewardship of natural resources, and for many Oregonians that means a direct connection to the outdoors. In early 2019, Governor Brown directed a Task Force on the Outdoors to develop a set of recommendations to ensure that the benefits of outdoor recreation—to individual wellbeing, community livability, and a thriving economy—are enjoyed by all Oregonians. The Office of Outdoor Recreation—created by legislation and signed into law by Governor Brown in 2017 as a new division of the Oregon Parks and Recreation Department—was tapped to serve as the convener of this effort. The specific goals of the Task Force are to recommend policies, legislation and initiatives to:

- **Support economic development in rural and urban areas.**
- **Balance improved outdoor recreation access with resource protection.**
- **Increase outdoor recreation participation, especially among youth and traditionally underserved communities.**

Over the last year this group—informed by past efforts, stakeholder input and data—collaboratively developed more than 150 proposals aimed at advancing on our shared purpose to increase participation, balance access with resource protection, and support outdoor recreation as a driver of Oregon’s economy. This 2020 Framework for Action delivers a set of five unifying strategies for advancing outdoor recreation, as well as 30 specific recommendations and key metrics.

This plan advances the following overarching strategies:

- **Center efforts on diversity, equity and inclusion**
- **Strengthen collaboration and organizational effectiveness**
- **Accelerate investments in the outdoor recreation sector**
- **Catalyze innovative policies and legislation**
- **Empower local and statewide action**

Cottonwood Canyon State Park



These strategies are all proactive, and come at a pivotal time. Things are going remarkably well for many Oregonians, but some people and places are being left behind. Not all Oregonians are benefiting from the opportunity to spend time outdoors, and some communities are unable to capitalize on their vision of creating and sustaining recreation amenities for residents and visitors. The opportunity we have in front of us is less about responding to crises than building on the history of Oregon to innovate in response to challenges. Climate change will dictate a change in recreation use types, locations and patterns. A growing population and tourism visitation will, as well.

This Framework for Action is not a management plan for the Office of Outdoor Recreation or any other single entity. Rather, this plan, and its recommendations, are designed as a catalyst for local and statewide action. This effort has been informed by many other assessments and plans, including the Outdoor Recreation Industry Confluence Accords, Oregon Conservation Strategy, Nearshore Strategy, Oregon Outdoor Recreation Initiative Phase I/II reports, Statewide Comprehensive Outdoor Recreation Plan as well as Business Oregon, Travel Oregon and other agencies' strategic plans. The intent was both to develop new recommendations as well as build a path forward on foundational priorities identified in existing plans, which for various reasons have not yet been fully addressed. We are charting a collective path forward.

In the course of its work, the Task Force also recognized that many related efforts are outside its scope, such as broader socioeconomic trends, many aligned efforts and existing planning, project and regulatory frameworks. Time and capacity did not allow for a full review of the current "state of play" of outdoor recreation in Oregon, but best efforts were made to incorporate recent, related work to inform this effort. Our approach, outreach and expertise likely also leave gaps, some of which, by definition, the group may not be aware of.

Outdoor Recreation in Oregon:

- 95% of Oregonians participate in outdoor recreation annually. (SCORP)
- Outdoor physical activity resulted in \$1.4 billion in health care savings in Oregon in 2018, or about 3.6% of total healthcare costs in the state. (SCORP)
- Outdoor recreation accounts for 2.9 % of Oregon's GDP (BEA ORSA)
- Outdoor recreation supports 172, 000 jobs in Oregon (OIA)
- \$749 million in state and local tax revenue (OIA)



Membership & Process

The Oregon State Parks and Recreation Commission appointed members to this one-year Task Force in April 2019. Representatives include local, state, federal and Tribal governments, as well as outdoor industry, recreational user group, university and non-profit leaders. Task Force members, outside experts and members of the public were invited to present or comment at each meeting. The Task Force conducted six public meetings around Oregon over the last year:

- May 22, 2019 – Silver Falls State Park (near Silverton)
- July 11, 2019 – Portland
- August 27, 2019 – Baker City
- October 2, 2019 – Newport
- November 15, 2019 – Klamath Falls
- January 23, 2020 – Salem

Jonathan Blasher, (Chair) - Director, Parks and Nature
Metro

Asha Aiello - Secretary/Treasurer
Oregon Outdoor Council

Sue Bal - Business Dev. Manager, Athletic & Outdoor Industry
Prosper Portland

Aaron Curtis, (ex-officio) - Section Chief for Social Sciences
Bureau of Land Management OR/WA

Matthew Drake - CEO
Mount Hood Meadows

Mary Jo Evers - CPA, Finance Director; Chairperson
Ontario School District; Ontario Recreation District

Roger Fuhrman - Info. and Education Division Administrator
Oregon Department of Fish and Wildlife

Queta Gonzalez - Director
Center for Diversity and the Environment

Chris Hager - NW Regional Director
Backcountry Hunters & Anglers

Chris Havel - Associate Director
Oregon Parks and Recreation Department

Honorable Ken Helm - Representative District 34 (D)
Oregon Legislative Assembly Oregon House of Representatives

Randy Henry - Boating Safety and Education Manager
Oregon State Marine Board

Esmeralda Horn - Development & Recreation Manager
City of Umatilla

Dan Little, (ex-officio) - First Gentleman
State of Oregon

Priscilla Macy-Cruser - Network Coordinator
Oregon Outdoors

Jennifer Magby - Interim Tillamook District Rec. Manager
Oregon Department of Forestry

Kelley Minty Morris - Klamath County Commissioner
Association of Oregon Counties; Klamath County

Ed Morgan - General Manager
Guaranty RV, Inc.

Hugh Morrison, (*ex-officio*) - Regional Business Advisor for the Pacific Region
U.S. Fish and Wildlife Service

Sara Morrissey - Public Affairs Manager, Strategy
Travel Oregon

Steph Noll - Coalition Director
Oregon Trails Coalition

Cailin O'Brien-Feeney (*ex-officio*) - Director
Oregon Office of Outdoor Recreation

Susan Peithman - Active Transportation Policy Lead
Oregon Department of Transportation

Olivia Quiroz - Executive Director
Oregon Latino Health Coalition

Chuck Sams - Communications Director
Confederated Tribes of the Umatilla Indian Reservation

Ashley Schahfer - Accessibility Advocate and Designer
City of Bend Accessibility Advisory Committee, Oregon Adaptive Sports, & OPRD ADA

Lillian Shirley, BSN, MPH, MPA - Director, Public Health Division
Oregon Health Authority

Lindsey Shirley - Univ. Outreach & Engagement Associate Provost
Oregon State University

Honorable Chuck Thomsen - Senator District 26
Oregon Legislative Assembly Oregon State Senate

Tracy Tophooven, (*ex-officio*) - Director for Recreation, WWSR, Lands, and Minerals
U.S. Forest Service, Region 6

Mike Wallenfells - VP Sales; President
Hydro Flask; Oregon Outdoor Alliance

Matthew Weintraub - Policy Manager
Oregon Mountain Biking Coalition

Amanda Welker - Global Trade & Recruitment Manager
Business Oregon

Meetings were held in accordance with a charter that the group developed (see Appendix B). Out of that process of listening and learning, studying and envisioning, a group of themes emerged that the Task Force has adopted as its guiding principles.

Guiding Principles:

- We hold all forms of outdoor recreation on equal ground.
- We recognize outdoor recreation is core to Oregon’s economy and our way of life.
- We champion safe and easy access to parks, natural areas, and special places for improved well-being.
- We aim to position Oregon as an outdoor recreation leader across the nation and a welcoming destination for visitors from around the world.
- We advance an “all lands, all hands” approach to outdoor recreation, necessitating collaboration across traditional organizational boundaries.
- We acknowledge that climate change, urbanization and other environmental stressors will require us to adapt how we approach recreation, conservation and economic growth.
- We embrace our responsibility to steward our natural resources for present and future generations.
- We learn from our collective heritage—both the visionary outcomes and failures—and will apply best practices to meet dynamic needs of Oregon.
- We commit to proactive, inclusive engagement with communities across urban and rural areas to implement these recommendations.
- We define success as lasting, tangible and equitable results that are financially and environmentally sustainable.
- We honor the unifying power of the outdoors and are unified in advancing these recommendations.

Goals

The three goals given to the Task Force on the Outdoors by Governor Brown are to:

- **Support economic development in rural and urban areas**
- **Balance improved outdoor recreation access with resource protection**
- **Increase outdoor recreation participation, especially among youth and traditionally underserved communities**

These goals can be understood along the lines of three pillars of sustainability: people, planet and profits. “The goals are also inextricably linked, necessitating the Task Force provide a menu of options that is likewise integrated across goal areas. Some options address one goal area; most address two or all three.

For example, conservation projects conducted by youth corps could touch all three goal areas: by benefiting resource protection and access, engaging youth or underserved populations, and providing a pathway to further work in the outdoor recreation economy.

Before diving into detail on the recommendations, this section provides more context on each of the goal areas, and how they were interpreted in the context of this effort.

Goal: Support economic development in rural and urban areas

Local communities and economies benefit from outdoor recreation in many different ways, from direct spending on gear and trips, to gear design, manufacturing and transportation and as a competitive edge for employers where access to the outdoors supports quality of life.

According to the Bureau of Economic Analysis, outdoor recreation accounts for 2.9% of Oregon’s total GDP, 4.4% of total employment and the sector grew 24% between 2012-2017, or 6% faster than the economy as a whole.¹

That same analysis reported that accommodations and retail are the largest employers in the outdoor recreation economy, followed by government, manufacturing, wholesale trade, transportation and warehousing. Education, construction, professional and business services, and real estate round out the top sectors of the economy that contribute to or are supported by outdoor recreation.²

Tourism is a core part of the outdoor recreation economy in Oregon. The Task Force embraces a view that includes tourism, and is also broader.

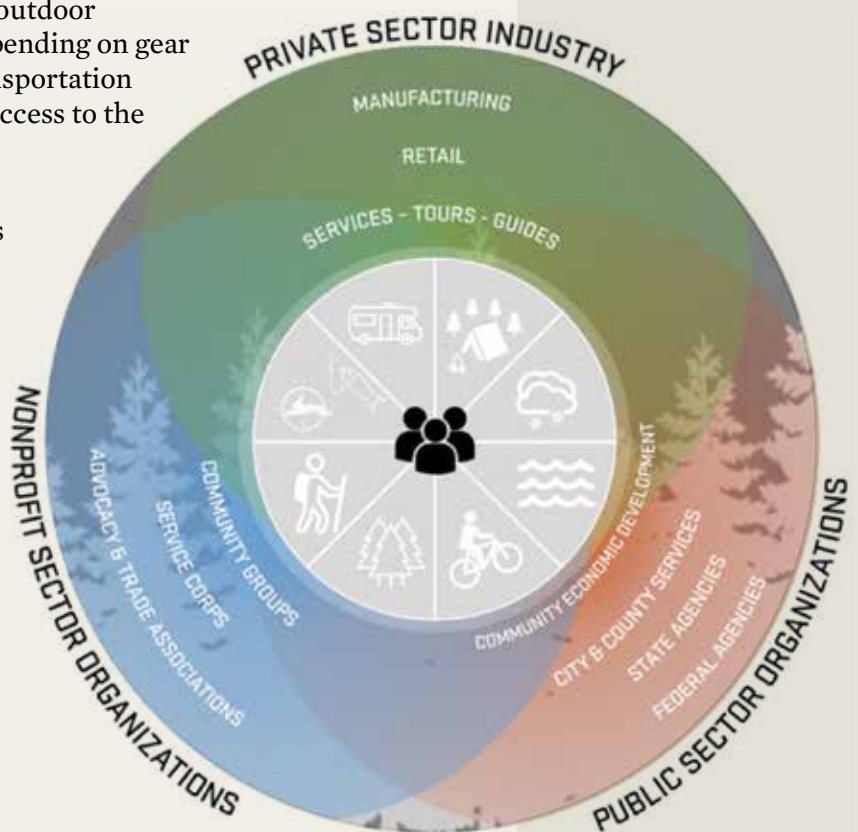


Figure 1: Outdoor Recreation Economy Diagram

Reprinted courtesy of Oregon State University Outdoor Recreation Economy Initiative <https://orei.oregonstate.edu>

¹ Bureau of Economic Analysis. Outdoor Recreation Satellite Account, U.S. and Prototype for States, 2017. <https://www.bea.gov/news/2019/outdoor-recreation-satellite-account-us-and-prototype-states-2017>

² Bureau of Economic Analysis. Outdoor Recreation Satellite Account, U.S. and Prototype for States, 2017. <https://www.bea.gov/system/files/2019-09/orsa0919-State.xlsx>

Goal: Balance improved outdoor recreation access with resource protection

Achieving “balance” between resource development and protection is fraught with varying perspectives. Over time, voters and our elected officials have implemented landmark measures that balance a high quality of life, a strong economy and a healthy environment.

An example known to most Oregonians is the 1967 “Beach Bill,” a landmark piece of legislation ensuring free public access in perpetuity to the ocean shore. Other examples of Oregon leading the way include the nation’s first gas tax, our land-use planning system, the Forest Practices Act and many others through the years. Each was fraught with controversy of some kind, but each ultimately a result of folks working together towards a positive outcome for Oregon.

So what, then, does balance mean in the context of outdoor recreation? Who gets to define it? Is it even possible to achieve?

There is an inherent tension between people and the environment when providing access to the outdoors. People reap physical, mental and spiritual benefits from time spent in nature, but the environment must be protected too: clean air and water, and viable habitats for plants and wildlife.

Anecdotally, we are hearing more stories about Oregon’s natural places being “loved to death,” and have seen environmental impacts from recreation. Typical impacts from recreation include soil erosion and compaction, damage to vegetation, impacts to wildlife and water resources, vandalism, noise, increased potential for human-caused fires and overcrowding when areas become “discovered” that displace people from outdoor areas they enjoy. Much of this can be mitigated through appropriate planning, site design and maintenance of facilities. In other cases, restrictions on the type or intensity of use are the best tools available to land managers to protect natural resources and ensure high-quality recreation experiences.

Rather than presuming to define where the appropriate balance point is for the state as a whole, the Task Force recognizes this dual mandate in the Guiding Principles outlined above. We know that finding this balance will require a collaborative, “all hands, all lands” approach and an ongoing collective conversation. We know we need to take care of what we have. We know that improving access may mean making outdoor opportunities more accessible, available closer to home and more varied. It may also mean limiting access in some ways, recognizing that not all uses are appropriate in all places, times or levels of intensity. We know, above all, that a strong economy and a healthy environment are not mutually exclusive and instead interdependent. Likewise, people need access to nature if future generations of Oregonians are going to care enough about what balance means to have hard conversations about access and preservation.

In short, striving for balance means staying vigilant about both the use and conservation of Oregon’s natural resources.

“What’s different about this plan are the actions aimed at developing and marketing experiences that focus on priority gap areas and actively managing and mitigating unintended impacts that can occur when too many people visit a destination at the same time. These actions are essential for Oregon’s long-term tourism promise. We must preserve Oregon as an outdoor recreation destination and ensure the conservation of natural areas and rural communities”.

**Travel Oregon
2019-2021 Strategic Plan**

Goal: *Increase outdoor recreation participation, especially among youth and traditionally underserved communities*

Outdoor recreation is popular in Oregon, and becoming more so: according to a recent statewide study, 95% of Oregonians participate in some form of outdoor recreation each year. Biking, hunting and fishing, climbing, snowmobiling, boating, even walking; the list goes on.

In 2014, visitation to Oregon's state parks was 44.9 million visits; by 2018, state park visitation had ballooned to 51.3 million, an increase of 14% (6.4 million).³ Tourism is also growing rapidly in Oregon; 2018 was the ninth consecutive year overnight visitation has grown.⁴

However, outdoor recreation participation is not rising equally among Oregon's demographics.

In addition to overall trends of increasing use, certain demographic trends emerged in the recent Statewide Comprehensive Outdoor Recreation Plan (SCORP): an aging population; lack of youth engagement; an increasingly diverse population and an underserved low-income population.⁵

According to the SCORP, "when examining the total number of activities participated in, the Asian population is an underserved population from an outdoor recreation perspective in Oregon. When examining the number of days of participation across the year, the Oregon Latino and Asian populations are underserved populations in Oregon."⁶ Additionally, of the Oregonians who do not participate in outdoor recreation, 50% report that they or someone in their household has a disability. (Overall, 23% of households report they or someone in their household has a disability.) Based on these findings, creating more close-to-home recreation opportunities that do not require transportation would increase opportunities for all populations to enjoy outdoor recreation in their communities.



Milo McIver State Park

³ Oregon Parks and Recreation Department, Caleb Dickson, PhD. Dec. 2019

⁴ Dean Runyan Associates. Oregon Travel Impacts 1992-2018p. http://www.deanrunyan.com/doc_library/ORImp.pdf

⁵ Oregon Parks and Recreation Department. Statewide Comprehensive Outdoor Recreation Plan. 2019.

⁶ Ibid. p69.

Strategies

- Center efforts on diversity, equity and inclusion
- Strengthen collaboration and organizational effectiveness
- Accelerate investments in the outdoor recreation sector
- Catalyze innovative policies and legislation
- Empower local and statewide action

How to read this document:

- The Task Force developed five strategies and 30 recommendations to address the goals of participation, balance and the economy.
- Under each strategy, a top recommendation is identified as a priority for immediate action.
- Each action has both an explanation, which can be thought of as the “what” and “why,” as well as a recommended path forward—the “how.”
- Footnotes contain citations and further information.
- Additional details can be found in the Appendices.

Figure 2: Strategies and actions

STRATEGIES					
Center efforts on diversity, equity and inclusion	Strengthen collaboration and organizational effectiveness	Accelerate investments in the outdoor recreation sector	Catalyze innovative policies and legislation	Empower local and statewide action	
ACTIONS					
Advance accessibility and universal design principles	Appoint a stakeholder group to advise the Office of Outdoor Recreation	Address County search and rescue needs	Reassess recreational immunity and liability provisions	Conduct a statewide outdoor recreation inventory and gap analysis	Affirm the connection between health, wellness and the outdoors
Build capacity to increase civic engagement in recreation planning	Create an outdoor recreation sub-cabinet to lead policy and strategy	Create an Oregon Outdoor Trust	Offer a single online storefront for recreation passes and permits	Build a statewide outdoor recreation directory	Develop a statewide PreK-12 outdoor education plan
Set targets for inclusion of people of diverse backgrounds and abilities on agency committees	Support community outdoor recreation development with technical assistance	Propose new, dedicated funding for recreation projects and maintenance	Expand Youth Corps vocational and career training	Help recreation businesses navigate permitting requirements	Promote a culture of responsible recreation
Evaluate and propose improvements to current EDI efforts in state agencies	Engage with ‘one voice’ on federal outdoor recreation plans and legislation	Fund outdoor industry incubator and accelerator programs	Advance ‘Equal Pay for Equal Play’ legislation for recreation events	Publish a partnership guide for recreation groups and agencies	Align outdoor recreation university and career programs
Partner with Tribal Nations to develop education and outreach materials	Form an Outdoor Recreation Caucus	Rally community and industry support for the Oregon Conservation Strategy	Extend conservation easement tax program to private land recreation use	Develop and promote outreach materials targeting the outdoor industry	Pilot ‘Recreation Zone’ land management with communities

Strategy: **Center efforts on equity, diversity and inclusion**

The first strategy advanced by the Task Force recognizes the need for equity, diversity and inclusion (EDI) both as core values and as a distinct strategy for ensuring that all Oregonians have the opportunity to thrive through time spent in the outdoors. The five recommendations below reflect that approach by suggesting both structural changes in how we do business, as well as proactive projects to advance EDI related to outdoor recreation in Oregon.

TOP RECOMMENDATION

Advance accessibility and universal design principles

Explanation: Many parks and recreation settings across Oregon are not accessible to people with disabilities, and inconsistent information exists about which are accessible. This action proposes that qualified professionals evaluate current accessibility of recreation sites in Oregon and recommend improvements using an approach called universal design. Universal design is “the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design.”⁷ By embracing universal design—and by showing its merits through photos, videos and rich descriptions—more people will be able to be active outdoors. Providing multilingual signage and information would further support that goal.

Path Forward: OPRD has a direct role evaluating accessibility and prioritizing needs in state parks, which may serve as a model for how other recreation providers approach this work. Both evaluation and on-the-ground projects are eligible for current OPRD grant funding open to community-based organizations and other local, state and federal entities.

ADDITIONAL RECOMMENDATIONS

Build capacity to increase civic engagement in recreation planning

Explanation: Paid staff should conduct outreach to build relationships and obtain input from diverse populations. While agency rule development, comment periods and grant-making are open to the public, more inclusive approaches and intentional outreach may support increased participation. In turn, we may be able to make better, larger management decisions.

Path Forward: All state funded entities engaged in outdoor recreation, conservation and economic development could pursue this work. This may be possible with an internal reallocation of resources, direction from their governing board, or, if new funds are required, as a policy option package supported by the Oregon Legislative Assembly. The Governor could also provide cross-agency guidance on this topic through the Office of Diversity, Equity, and Inclusion/Affirmative Action, Oregon Advocacy Commissions Office and interpretation of prior Executive Orders. This recommendation relates to, and expands upon, the “citizen advocate” positions outlined in ORS 182.545 for natural resource agencies.

Set targets for inclusion of people of diverse backgrounds and abilities on agency committees

Explanation: Executive Order 12-03 “Promoting Diversity and Inclusion Opportunities for Oregon Minority-Owned, Women-Owned and Emerging Small Businesses” ordered several actions to foster an inclusive business climate. Other initiatives have made strides towards advancing equity, diversity and inclusion in agency hiring, and governor-appointed commissions. Applying this same rationale to grant-making, policy, research and other state agency decision-making and advisory committees would be a natural extension.

⁷ Universal Design: Applying the Principles in Park Settings, National Park Service and National Center on Accessibility, 2008



Milo McIver State Park

Path Forward: State agencies whose work relates to the goals of the task force could apply this new standard with consultation and guidance from the Governor’s Office. Recognition and a report on existing EDI may be an appropriate interim step.

Evaluate and propose improvements to current EDI efforts in state agencies

Explanation: Oregon state agencies are making strides towards a more diverse, inclusive workforce but in other ways still lag behind the general population and private industry. Over the last decade, Oregon state government has consistently hired more people of color each year (but 2013) while employment of people with disabilities has consistently declined.⁸ For some agencies there needs to be internal capacity building before non-majority employees can feel supported and meaningfully contribute long-term. A transition plan could provide a blueprint for agencies to undertake learning about their own agency’s historical practices that have contributed to this inequity and provide a road map for internal capacity building, leading to better support of new hires and leadership transfer.

Path Forward: This work could start within Oregon Parks and Recreation Department (OPRD) but could apply to all state agencies whose work relates to the goals of the task force. A desired end result advanced by the task force is a requirement for robust EDI training program for state outdoor recreation professionals. Another option for

advancing this work is to designate EDI officers and support peer networks to share learnings and best practices. These efforts would be most effective with guidance from the governor towards alignment with existing statewide EDI efforts.

Partner with Tribal Nations to develop education and outreach materials

Explanation: All lands and waters in Oregon are homelands. Areas now popular for outdoor recreation have cultural significance, traditional place names and other important historical and current uses for Indian Tribes. Outdoor recreation is one of the primary ways people connect with natural world in Oregon, and as such presents an opportunity for learning. Outreach and interpretive materials targeted to outdoor recreationists could help develop a deeper appreciation of Native uses, values and cultures.

Path Forward: This is a government-to-government action. One way to advance this recommendation would be an invitation, supported by funding and capacity, by the governor to Oregon’s nine federally recognized Indian tribes to open a dialogue about pursuing this work. Tribal History / Shared History—created by Senate Bill 13 in 2017—may present another pathway for developing historically accurate, culturally embedded, place-based curriculum to be shared with people engaged in outdoor recreation in Oregon. Activities outlined in ORS 182.184 -182.186 and elsewhere also help direct this work.

⁸ Office of Governor Kate Brown, Diversity, Equity, and Inclusion/Affirmative Action. Affirmative Action Biennial Report, 2017-2019. Salem, OR. 2017.

Strategy: **Strengthen collaboration and organizational effectiveness**

Greater alignment and reevaluation of traditional agency decision-making silos is needed to provide support to communities, plan for the future, and champion solutions that ensure the ongoing success of outdoor recreation in Oregon. The Task Force itself has benefited significantly from cross-pollination among local, state and federal agencies, community organizations, and private businesses. Continuing this approach will require a change in both how we organize our work, and increased capacity for the Office of Outdoor Recreation to serve as a leader and convener as envisioned in statute.

TOP RECOMMENDATION:

Appoint a stakeholder group to advise the Office of Outdoor Recreation

Explanation: Carry forward a proposal for an Outdoor Recreation Advisory Board to the Office of Outdoor Recreation comprised of government, community group and business leaders. The goals of this group are to support coordination, provide guidance on priorities, serve as ambassadors and minimize duplication among various statewide outdoor recreation efforts. Membership should reflect geographic, demographic and recreational diversity.

Clear direction exists in statute for public policy development to include opportunities for input from the private sector.⁹ This group would also create the necessary forum to achieve that purpose. This group could help further prioritize and advance the many potential initiatives and projects identified by the Task Force that may require coordination and collective efforts to accomplish [see full list of ideas considered in Appendix C].

Path Forward: Specific guidance on the establishment, function and membership of this group could be developed internally to OPRD, or at the direction of the Oregon State Parks and Recreation Commission, governor, or legislature. Additional staff capacity and project budget will likely be needed to advance priorities identified by the advisory group and recommendations in other sections of this report.

Not a new challenge, still worth addressing:

“The biggest problem affecting Oregon’s future in outdoor recreation is that of coordinating the activities of the various government agencies. At present—in some instances—agencies may find themselves following divergent courses in the management of recreational resources. In other instances, where lines of authority are clear, the agencies involved may require additional funding for recreational purposes or may further amplification of specific policy.”

**Oregon Outdoor Recreation:
A Study of Non-Urban Areas, 1962
(at page 110)**

“The State of Oregon should assess statewide recreation needs, and encourage coordination among all governmental agencies providing outdoor recreation areas and facilities.

There are many local, state and federal agencies providing a wide range of outdoor recreation areas and facilities. It is crucial to coordinate these assets to meet the state’s outdoor recreation needs.”

Executive Order 1989-0010

⁹ ORS 390.233(3)(a)(B)

ADDITIONAL RECOMMENDATIONS:

Create an outdoor recreation sub-cabinet to lead policy and strategy

Explanation: Create a top-level outdoor recreation entity to lead statewide planning, policy and coordination. An Outdoor Recreation Council would be charged with reviewing recreational statutes, policies, fee structures, alignment of grant programs and other work of various state agencies related to outdoor recreation. The ultimate goal is for recreation work in Oregon to flow from joint strategic direction, hence the need for ongoing coordination. Coordination of statewide outdoor recreation policy development falls within the purview of the Office of Outdoor Recreation [see ORS 390.233(3)(a)(B)]. This recommendation proposes a structure for accomplishing that goal.

Path Forward: Creation of a sub-cabinet level group focused on inter-agency coordination and planning for outdoor recreation in Oregon would come at the direction of the Governor. Membership should be similar to agency representatives on the Governor’s Task Force on the Outdoors, and expected to meet every two months or more often as needed with the Office of Outdoor Recreation serving as convener. Executive Order 1989-0010 previously created a similar entity, the “Oregon Outdoor Recreation Council”, which has since disbanded. This proposal would reestablish a similar entity, adding inter-agency policy development as a core function.

Support community outdoor recreation development with technical assistance

Explanation: Local elected and volunteer leaders, non-profit entities and private businesses across the state have identified a gap around technical assistance related to the outdoors as a top priority.¹⁰ There is a significant unmet need for broad-based outdoor recreation support in Oregon; from identifying and helping secure federal and private grants, to understanding permit requirements and addressing recreational impacts, to implementing visionary projects. The Task Force identified the

Office of Outdoor Recreation as an appropriate entity to help address this need. Additional staff capacity will be needed to accomplish this goal, and more generally within the Office of Outdoor Recreation to advance other recommendations in this plan.

Path Forward: This proposal does not require any legislative changes to occur but it does require staffing that does not currently exist within the Office of Outdoor Recreation or other state agencies. This team of “Outdoor Recreation Navigators” could initially consist of three FTEs assigned to areas roughly spatially defined as the Coast, Valley and Eastern Oregon, and each would work to support the efforts of the Office Director. Staff could also be aligned around areas of specialty such as trails, funding, access or other technical specializations rather than an assigned geography.

Either way, a focus would be catalyzing, convening and facilitating stakeholder processes that complement rather than duplicate aligned work that is done through Regional Solutions, Business Oregon and Travel Oregon. With approval of the Oregon State Parks and Recreation Commission these positions could be included in OPRD’s agency request budget, or included in the governor’s budget.

Engage with ‘one voice’ on federal outdoor recreation plans and legislation

Explanation: Over half of Oregon is national public land, and federal decisions influence myriad outdoor recreation outcomes such as funding, access and allowable or excluded uses. However, Oregon does not have a consistent practice of engaging on federal recreation policy (planning or legislation) or an ongoing forum for doing so in a coordinated fashion. That said, Oregon has been a leader in other natural resource topics—like conservation and forestry—through support of local collaborative efforts, Good Neighbor Authority, and Shared Stewardship, the latter of which sets out new joint goals for recreation in the state.¹¹

¹⁰ Oregon Outdoor Recreation Network. Discovery Synthesis, Findings and Recommendations. June 2019.

¹¹ State of Oregon, Oregon Department of Forestry; U.S. Department of Agriculture, USDA Forest Service Pacific Northwest Region. Memorandum of Understanding on Shared Stewardship. 2019.

The importance of state-federal partnership has been flagged as an area of emphasis going back to some of the earliest recreation plans more than 50 years ago, and the need remains today.¹² Given the importance of national public land and other federal actions to overall recreation opportunities in Oregon, more should be done to ensure the state, and its respective agencies, are collaboratively engaging where appropriate. There will be issues on which agencies do not align, but whenever possible a unified perspective will strengthen the state's role in federal decision-making.

Path Forward: Maintain a list of federal outdoor recreation-related legislation of interest and determine through the Governor's Office what opportunities exist for the state to formally engage with. This may be most effective if done on an annual basis as part of the state's formal federal priority setting (examples: Recreation Not Red Tape, Restore Our Parks Act, Simplifying Outdoor Access for Recreation Act, Ski Area Fee Retention Act, Transit to Trails Act, Recovering America's Wildlife Act, potential land and water designations, funding programs such as the Land and Water Conservation Fund, Recreational Trails Program, Federal Lands Access Program, and agency appropriations). A similar opportunity exists in collaboration for cross-agency engagement on federal land management planning processes—such as USFS Forest Plans and BLM Land and Resource Management Plans—related to the outdoor recreation participation, resource protection, and economic goals of the Task Force. Once established, these activities could be an ongoing priority for the Outdoor Recreation Council (sub-cabinet) and should include consultation with federal entities.

Form an Outdoor Recreation Caucus

Explanation: A bipartisan, bicameral legislative caucus could form to discuss recreation issues and share information. Agency staff and interested members of the public would also be invited to attend to discuss pending legislative and policy issues. These types of caucuses typically would not take official positions or lobby legislation, and would be comprised of voluntary membership. This



Oswald West State Park

group could meet during the legislative session, playing an important role highlighting the benefits of outdoor recreation to Oregon's economy and our communities.

Path Forward: Any formation of an Outdoor Recreation Caucus would be based on elected official's interest, though agencies and non-governmental organizations could provide support. Several states, including Washington and Virginia, have outdoor recreation caucuses that we could learn from. Oregon has several related groups such as the Sportsman's Caucus and Environmental Caucus.

¹² Parks and Recreation Division of the Oregon State Highway Department. Oregon Outdoor Recreation. Salem, OR. 1962. At 110 "The emphasis is naturally placed on the federal agencies because of the vast recreational acreage which they administer. However, it may be asked: what can the state do for federal agencies?"

Identified recreation funding needs in Oregon:

Recreational activities in Oregon occur across all jurisdictions, and bring benefits to local community in the form of jobs, tax revenue and quality of life. Yet many facilities—like trails, campgrounds, boat ramps, parking areas and more—are seeing historic use levels that are outpacing critical maintenance just to take care of what we have. Additional impacts come as a result of the elements, passage of time and limited staff or volunteer stewardship capacity within land management agencies.

The figures below are identified deferred maintenance needs, and should be considered a floor, rather a ceiling, for bringing existing recreational facilities up to the level of service Oregonians and visitors deserve.

Oregon Parks and Recreation Department

State Parks > \$100 million

Oregon State Marine Board

Public boating access sites \$213 million

Bureau of Land Management

Developed Recreation Sites and Trails: \$16.9 million

Motorized roads and bridges throughout Oregon, most of which are critical for providing public recreational access \$3.3 million

USDA Forest Service

Total Deferred Maintenance Needs: \$45.3 million

Developed Recreation (trailheads, picnic sites, boat launches, campgrounds, recreation related water systems): \$25.2 million

Trails and Trail Bridges: \$20.1 million

National Park Service

Crater Lake National Park (CRLA) \$100.4 million

Fort Vancouver National Historic Site (FOVA) \$624,610

John Day Fossil Beds National Monument (JODA) \$2.1 million

Lewis and Clark National Historical Park (LEWI) \$5.8 million

Nez Perce National Historical Park (NEPE) \$27,590

Oregon Caves National Monument & Preserve (ORCA) \$18 million

Strategy: Accelerate investments in the outdoor recreation sector

In Oregon dedicated funding exists for state parks, business development, natural resources and Outdoor School as a result of voter approved measures. Most outdoor recreation is supported by user generated fees, or from other sources like the lottery or federal funding with very minimal general tax dollar investment. Yet even with these robust and varied funding sources we aren't keeping pace with rising demands on our financial and natural resources. Enhancing quality of life, ecological resilience and economic vibrancy in communities across Oregon will require maximizing both public and private investment through new mechanisms. The recommendations under this section all refer to new funding that the group feels must be explored to sustain and advance outdoor recreation in Oregon. See Appendix D for more detailed funding guidelines developed by the Task Force.

TOP RECOMMENDATION:

Address County search and rescue needs

Explanation: Search and rescue programs (SAR) are administered at the county level. This proposal aims to alleviate the financial and community burden resulting from increased recreation and tourism visitation. According to the Oregon Office of Emergency Management, which coordinates state SAR efforts, search and rescue missions increased 29.8% during 2008-2017 compared to the previous 10-year period. During that time over 98% individuals in need of search or rescue were not residents of the county where the assistance was needed.

Path Forward: Several partners worked to advance a bill in the 2019 Legislative session aimed at increasing funding for SAR through a voluntary donation program (SB 448). A similar bill, HB 4111, had strong bi-partisan support in the 2020 legislative session but was ultimately unsuccessful. Future efforts should focus on providing baseline funding or matching grants to meet the financial need from counties to provide critical recreational response services, which is unlikely to be met through voluntary donations alone. Data collection and reporting on SAR should continue to be collected to inform best practices. We should also provide low cost or free training and classes to the public about preparation for the outdoors to help avoid search and rescue scenarios, and become more aware of the inherent risks in outdoor recreation.

ADDITIONAL RECOMMENDATIONS:

Create an Oregon Outdoor Trust

Explanation: A trust fund, administered by the Office of Outdoor Recreation, should be created to accept tax-deductible donations from individuals and corporations including dollar for dollar matching from another source. The Oregon Cultural Trust and income tax credit auctions are innovative approaches to funding the arts in Oregon that could provide a relevant model for conservation and recreation work. Grant streams could address priorities identified, but not passed, in past legislative efforts such as outdoor therapy (supporting public health and wellness), outdoor education (youth engagement and participation), or address other needs identified by the Task Force such as an outdoor equity fund or provide matching funding for recreational infrastructure projects to local, state, tribal, and federal entities. The funding should be flexible to meet community demand, and focused where current grant programs are leaving gaps. This proposal supports a function of the Office of Outdoor Recreation to recommend policies to “maximize public and private investment in the outdoor recreation industry and outdoor recreation activities in this state” as outlined in ORS 390.233 (4)(b).

Path Forward: The task force felt that fully developed funding proposals, while supporting the goals of participation, access and the economy, were beyond its scope. However, there was significant conversation and agreement that additional, flexible outdoor recreation funding would benefit Oregonians. As such, the recommendation is for the Governor or Oregon Legislative Assembly to provide additional guidance encouraging research and development of a proposal or set of funding options for future consideration.

Propose new, dedicated funding for recreation projects and maintenance

Explanation: Findings from recent statewide planning efforts have identified a dire gap in outdoor recreation and conservation funding, paired with high levels of public support for investment, especially trails. As Oregon’s population and tourism visitation grow, so to have the demands on existing outdoor recreation amenities, outpacing the investments the state has made in infrastructure maintenance, natural resource protection and the development of new recreation opportunities. Through extensive survey work, the 2019-2023 Statewide Comprehensive Outdoor Recreation Plan identified a \$640 million non-motorized trail funding need, primarily for close-to-home trail development.¹³ This analysis did not include development costs for new, long-distance “signature trails,” motorized trails, or many other forms of recreation infrastructure that support both the economy and quality of life we enjoy in Oregon.

Path Forward: Dedicated funding to address aspects of outdoor recreation infrastructure such as campgrounds, trails, trail heads, accessibility upgrades at existing facilities, maintenance and new site development. Given the focus and time line of this effort, additional study is necessary but the need is clear. The Office of Outdoor Recreation or another entity could convene partners to develop a proposal at the direction of the Governor or Oregon Legislative Assembly. Additional details on preliminary guidelines and need for recreation funding developed by the task force can be found in Appendix D.

¹³ <https://www.oregon.gov/oprd/PRP/Documents/SCORP-2019-2023-Final.pdf> at p. 155



Oregon coast dunes

Fund outdoor industry incubator and accelerator programs

Explanation: Oregon is home to many leading outdoor products and apparel companies, from sole proprietorships to multi-national corporations. We can do more to help small companies grow in place through targeted Business Oregon matching grants to membership organizations and business accelerators for the purpose of capacity building and technical assistance. Providing financial incentives to lure out-of-state companies to relocate may not be an effective strategy in Oregon. Instead we should invest in programs with a strong track record but currently no state support, like Bend Outdoor Worx—the nation’s first outdoor industry incubator—that provide training and mentorship to entrepreneurs. Local and regional economic development agencies—given their mission, networks and approach to providing technical assistance—are critical partners in this strategy.

Path Forward: A bill (HB 4157) that advances this proposal was introduced in the 2020 legislative

session, but was unsuccessful. The Task Force recommends bringing new legislation with similar goals forward after consultation with stakeholders. Ultimately, legislative and Governor approval of a new grant program would be required. If short-term funding is provided, a report detailing impacts and recommendations for the future should be required.

Rally community and industry support for the Oregon Conservation Strategy

Explanation: Motivate Oregon’s recreation community to invest in the Oregon Conservation and Recreation Fund, addressing unmet conservation funding needs in the state. The fund is a new opportunity to donate to implementation of the Oregon Conservation Strategy and the creation of new programs for connecting Oregonians to the outdoors through wildlife-associated recreation such as wildlife viewing, nature photography, outdoor education and community science. Donations will be matched with general fund dollars up to \$1 million, allowing private

donations to have double the impact if \$1 million is donated. Another element of the rationale for the Oregon Conservation and Recreation Fund is to serve as required match for federal funding from the Recovering America's Wildlife Act if that legislation is passed.

Path Forward: The Oregon Department of Fish and Wildlife (ODFW) is looking for engagement from the broader outdoor community to help raise funds and develop priority projects. Appointments to the Oregon Conservation & Recreation Advisory Committee were made in early 2020, with the Director of the Oregon Office of Outdoor Recreation serving in an ex-officio capacity. This fund is a direct outgrowth of HB 2402 (2015) : Task Force for funding for Fish, Wildlife and Related Outdoor Recreation and Education which identified a \$86.9 million/biennium funding need to implement the Oregon Conservation Strategy.¹⁴

Strategy: Create, Advance, Champion innovative policies and legislation

Efficient and effective policy-making will require a collaborative, unified approach focusing on root challenges as well as emerging opportunities. Many additional policy priorities were brought up by members of the Task Force as well as the public that advance our goals of outdoor recreation participation, access, resource management and supporting the outdoor recreation economy. Several of these proposals seek to simplify a complex system, while others forge new ground. Creation of the public-private forums for ongoing strategic policy collaboration will be essential both for the success of these recommendations, as well as the countless others not covered here. All of the recommendations under this section would require action by the Oregon Legislative Assembly.

TOP RECOMMENDATION

Reassess recreational immunity and liability provisions

Explanation: To provide certainty to businesses, private land owners, land managers and the public, the legal issue of recreational immunity should be reexamined. Although there has been recent legislative and legal action related to the topic of recreational immunity, it remains a high priority area of interest to public land managers, private land owners and recreation providers.

Ensuring recreational immunity extends to public land agencies and staff as intended, including the Ocean Shore; consider extending certain recreational immunity protections to private land owners who charge a fee for access; and setting a cap for that fee such as those for gardening and woodcutting.

Path Forward: Reconvene partners to address immunity and liability issues in Oregon and propose legislative improvements. Stakeholders include lawyers, public land managers, private landowners and outdoor recreation businesses. Past efforts such as Travel Oregon's Outdoor Recreation Initiative have also flagged this as a priority. Direction from the governor or legislative leadership is needed to bring parties to the table and address this thorny issue.

ADDITIONAL RECOMMENDATIONS

Offer a single online storefront for recreation passes and permits

Explanation: The current structure for day-use and parking fees at various recreational sites is complex and somewhat burdensome. Special licenses and permits for specific activities make it even more so. The Task Force and Office of Outdoor Recreation have received significant public input that simplifying that structure would benefit the public. The end goal is a streamlined online store for recreation passes in Oregon that recognizes people are motivated by the experience they seek

¹⁴ HB 2402 Joint Interim Task Force Funding for Fish, Wildlife and Related Outdoor Recreation and Education. Report to Oregon Legislature. 2016.

first—whether that be hiking, snowmobiling, riding an OHV or simply viewing nature—and only later by who manages the land.

Path Forward: An agency policy option package should be developed to advance and seek funding for this project. Considerations should include: whether an existing website can be easily modified to meet this purpose; development and administration function; all relevant passes, permits and fees; and simple, direct language guiding users to the right product.

A longer-term solution worth considering might seek to combine the Oregon State Parks Day-Use Parking Permit, Sno-Park Pass and ODFW Parking Permit into a single annual pass. Pursuing an agreement with federal agencies to include national public lands passes is an important piece. Having a single storefront is an appropriate interim step.

Expand Youth Corps vocational and career training

Explanation: Youth corps help advance all three goals of the task force: outdoor participation, balancing access with resource protection, and supporting the economy. This specific proposal would create a two-year paid vocational internship wherein participants (age 18-25) would combine natural resource management training with hands-on restoration work at locations designated as high-need for restoration, conservation or recreation infrastructure improvements. A subsequent goal of this program would be to set up participants with the modern skills and experiences necessary to have a career in the natural resource and/or recreation management field. Participants would spend 8 months working on infrastructure projects and 4 months each year engaged in classroom curriculum designed for the needs of recreation/land management careers.

Path Forward: Development of this concept should include, at a minimum, Oregon Youth Corps (Office of Workforce Investments) land management agencies, existing groups such as Heart of Oregon Corps and Northwest Youth Corps, and university

partners to include consideration of funding and avoid duplication of existing efforts. Any new funding or statutory direction would have to come from the legislature.

Advance “Equal Pay for Equal Play” legislation for recreation events

Explanation: Craft legislation requiring recreation events permitted by the state to pay out equal prize money across genders. This proposal relates to the current Pay Equity Project, and should learn from that effort. If cash prizes are offered, equal prizes would become a baseline condition for permitting recreation events on state managed lands and waters.

Path Forward: Implementing this change would require legislation, and should include consultation with state agencies as well as athletes and event promoters to understand impacts and rollout. Provide guidance upon request to city and county public land managers as well to increase statewide adoption by other entities.¹⁵

Extend conservation easement tax program to private land recreation use

Explanation: Private land recreation use is challenging to track and quantify. Anecdotally, private land can be an important gateway to public land, or provide important recreation opportunities unto itself.

In recent years, recreation use of private land has been limited by increasing fees, closures, locked gates and an uncertainty related to landowner liability. To encourage private land recreation opportunities, we should seek to provide benefits to private landowners providing recreational access. Particular consideration should be given to landowners who use practices that spur economic development of recreational infrastructure, such as granting access to previously inaccessible public land, areas of special recreation significance, or for longer terms that provide certainty of access. Any recreational use on private land should remain at the sole voluntary discretion of the landowner.

¹⁵ See CA AB 467 (2019).



Path Forward: Gather lessons learned from Oregon Department of Fish and Wildlife Access and Habitat program and related conservation easement tax credits. Consider allowing fees that private landowners could charge the public to incentivize access, with an eye to capping fees at a certain level to continue enjoying recreational immunity protections. This background work, with input from stakeholders, could lead to development of a legislative concept that would need passage by the Oregon Legislative Assembly.

Strategy: **Empower local and statewide action**

This strategy is built around the belief that we'll be able to collectively accomplish more by developing resources and sharing best practices that help outdoor recreation stakeholders achieve their goals. There is an ongoing need to compile and promote data on the social, economic and resource impacts of outdoor recreation in Oregon, and doing so will also achieve a statutory directive of the Office of Outdoor Recreation to serve as an information clearinghouse.¹⁶ The recommendations in this section do not require change to law or policy to implement; the path forward will depend instead on available funding and engagement by partner organizations.

¹⁶ ORS SECTION 390.233(3)(d).

¹⁷ Oregon Parks and Recreation Department. Parkland Mapping Project. <https://www.oregon.gov/OPRD/GRANTS/pages/index.aspx>

TOP RECOMMENDATION:

Conduct a statewide outdoor recreation inventory and gap analysis

Explanation: The Oregon Parks and Recreation Department should be directed to conduct an inventory of every viable public space (federally owned, state owned, county owned and city owned) available for outdoor recreation. This work would be similar to the Parkland Mapping Project,¹⁷ expanded to include recreation settings outside of urban growth boundaries. Most, if not all, of this data currently exists within separate agencies or from private entities. Having this data—across jurisdictions, and recreation types—would enable us to prioritize planning and investment with a systems-view.

This project could also incorporate a capacity and resource condition analysis to determine over utilized areas; execute a gap analysis to understand unmet public demand for recreation; and categorize currently inaccessible areas which may be appropriate for public access or hold particularly high recreation value.

Path Forward: This project, as with other recommendations in this section, would not require a change in statute; it would merely need a project manager and funding. Recommendation is for the Oregon Parks and Recreation Department to develop a proposal for the 2021 legislative session and serve as the project lead. Use “Oregon

Resident Outdoor Recreation Demand Analysis” (2012) and other state and federal agency efforts (such as USFS trails analysis currently being conducted) as a starting point for analysis. This approach is essentially an evolution of the Statewide Comprehensive Outdoor Recreation Plan and could occur on a five-year basis.

ADDITIONAL RECOMMENDATIONS:

Build a statewide outdoor recreation directory

Explanation: Outdoor recreation related businesses and non-profit organizations are diffuse, and additional tools are needed to aid in outreach and networking. This project could also serve a need for a shared services network for small and medium sized companies. This project aligns with needs from OSU Outdoor Recreation Economy Initiative, Regional Solutions, Travel Oregon, business and non-profit entities and direct stakeholder input. Along with project technical assistance to identify existing funding and convene stakeholders, this was ranked a top-level priority by stakeholders around the state during meetings held in 2019 by Travel Oregon and the Office of Outdoor Recreation.¹⁸

Path Forward: Seek project partners and include other statewide outdoor recreation initiatives and groups. Provide funding, determine a project lead, and identify a long-term manager. Follow PDX Athletic & Outdoor Ecosystem as inspiration.¹⁹ Travel Oregon, through their Outdoor Recreation Initiative, identified this project as a priority, and have indicated interest in being a project partner.

Help recreation businesses navigate permitting requirements

Explanation: Navigating the varying state and federal special-use permit processes, often a basic requirement for operating, can be a significant hurdle for outdoor recreation businesses. Helping more events, outfitters and guides operate would support the growth of the outdoor recreation economy, especially in rural parts of Oregon where fewer brands and manufacturers are located.

Some of the barriers related to permitting are related to a lack of staff capacity and outmoded processes, both of which require changes at the federal level. Appropriate environmental, cultural resource and capacity review may also show that a certain commercial activity is not appropriate—this proposal does not predetermine the outcome or assume that all such uses are appropriate. The proposal is to provide a refreshed recreation permitting toolkit to help businesses and organizations understand the process, and increase the likelihood of success. An additional, related beneficial project would include promotion of currently available concessions and recreation special-uses availability on public land in Oregon. Finally, this work could help address EDI goals if we explore opportunities to streamline or decrease permit costs to organizations engaging underserved communities in the outdoors.

Path Forward: Pursue this work in collaboration with federal land managers and relevant state agencies (such as Oregon Parks and Recreation Department, Oregon State Marine Board, and Travel Oregon) who have conducted past outreach and training workshops on this topic. Creating some sort of mechanism for the state or other entities to pay the administrative costs to process recreational special-use permits could help address staff capacity issues. Improvements to federal permitting requirements would require legislation and should remain a long-term goal.

Publish a partnership guide for recreation groups and agencies

Explanation: In recent years many agencies have transitioned to put a greater emphasis on volunteers and partnerships to accomplish some of their goals. The core of this idea is to create a guide for recreation groups on how to partner on a project from idea to implementation. The toolkit should aim to help trails advocates in particular to navigate the planning, resource, funding, use and maintenance considerations that land managers follow for recreational infrastructure projects, including new construction as well as ongoing operations and maintenance.

¹⁸ Oregon Outdoor Recreation Network. Discovery Synthesis, Findings and Recommendations. June 2019.

¹⁹ <http://ecosystem.aoportland.com/>

Path Forward: This project is being led by the Oregon Trails Coalition, with partnership support of several state and federal agencies. Anticipated publication date is fall 2020.

Develop and promote outreach materials targeting the outdoor industry

Explanation: Business Oregon leading development of outreach materials targeted to outdoor gear and apparel businesses that provide an overview of the types of funding and technical assistance tools available in Oregon. While most, if not all, of these tools are available to a variety of sectors, specific materials may help increase utilization by this target sector which has already been identified as one of Oregon’s target industries.

Path Forward: Assign project lead within Business Oregon. Survey past receipts of grant funds and other forms of assistance to understand how to better target similar companies and projects. This project could potentially be combined with the recommendation to create an outdoor recreation industry directory. To gauge effectiveness, measure utilization of existing programs by the outdoor gear and apparel sector over time.

Affirm the connection between health, wellness and the outdoors

Explanation: A growing body of scientific evidence shows that time spent in nature and physical activity provide myriad physical and mental health benefits, as well as boosting overall wellbeing and community connections. The task force discussed many ways to advance the health benefits of outdoor recreation for all Oregonians, including: the importance of improving outdoor recreation opportunities for people of all backgrounds and abilities; developing partnerships between the healthcare and outdoor industries; workplace practices that support wellness; and developing data to promote better understanding the health benefits of outdoor recreation. Many innovative partnerships and projects already exist in Oregon (and nationally); however, those partnerships have only sporadically produced changes to systems or policy.

Some of the actions identified here are dedicated actions by a single entity; most are shared actions with other public and private sector efforts focused on the various aspects of outdoor recreation in Oregon. This selection of projects represents a “Top 10” list, with a recognition that priority projects and time lines should be developed on an annual basis with input from stakeholders.

See Appendix C for a full list of potential actions.



Smith Rock State Park

Path Forward: As a first step, add Oregon’s state and local parks to the national ParksRx database to make it simpler for health care providers to prescribe time outdoors. This tool allows Oregonians and providers to find recreation opportunities near work, home or other frequented destinations. We can utilize Parkland Mapping database as a starting point for this project. Partner with providers and agencies to raise the profile of the health benefits of time spent outdoors through an aligned communications campaign. Longer term, a stakeholder group could also chart the steps needed for outdoor recreation to become a covered public health prevention strategy.

Develop a statewide PreK-12 outdoor education plan

Explanation: Between Outdoor School and the Oregon Environmental Literacy Plan (created after the passage of the “No Child Left Inside” Act of 2009) Oregon is already a leader in this facet of youth education. Given past efforts, now is an ideal time to reevaluate that framework and identify potential funding for K-12 outdoor education learning.

Exploring policy change is necessary to make outdoor preschools eligible participants in Oregon Prekindergarten or Preschool Promise programs, which in turn will give low-income families more choices. A pilot program could first examine curriculum, insurance, permits, licensure or other issues currently preventing widespread adoption of this model. This project should aim to create a continuum of outdoor engagement from PreK-12th grade, with Outdoor School remaining the focal point.

Path Forward: This would build upon on the strength of Outdoor School, and relates to the Oregon Environmental Literacy Plan, Oregon Natural Resources Education Program, Children’s Outdoor Bill of Rights and current academic standards. This effort could also seek to build on the ‘Get Out There Together’ program—free state parks pass for Outdoor School students—to identify other opportunities for supporting outdoor recreation participation throughout childhood. Oregon State University Extension could be a lead

on this project, contingent on funding to administer the Outdoor School program. Increases in youth outdoor participation, as opposed to attainment of environmental literacy standards, is the appropriate metric for evaluating success.

Promote a culture of responsible recreation

Explanation: As outdoor recreation continues to increase in population the need to educate recreationists about safety and low-impact practices increases as well. An initial step is to support adoption of Travel Oregon’s responsible recreation messaging toolkit, ‘Take Care Out There,’ by tourism agencies, recreation providers, land managers and other stakeholders.

Path Forward: This is a collaborative effort led by Travel Oregon, and should include developing measures of success to gauge effectiveness. Long-range funding and project management strategy still need to be developed. Several members of the public and elected officials have noted a desire to see more robust messaging relating to public safety as these efforts evolve.

Align outdoor recreation university and career programs

Explanation: Oregon is already leading the nation with many public institutions offering outdoor-related programs and training. This is true for natural resource careers, as well as marketing, retail, gear design and adventure leadership. What is lacking is a clear picture of the offerings across Oregon, and how they complement or overlap with one another. The initial recommendation is to convene a working group of higher education institutions in Oregon with outdoor recreation programs to identify gaps, overlap and opportunities for shared promotion. A goal of this initiative should be to increase the pool of qualified, diverse candidates in the outdoor recreation workforce.

Path Forward: This could be accomplished voluntarily, though may be accelerated and strengthened through direction from the governor or the legislature. Aligned work includes collaboration with the state Workforce and

Talent Development Board to advance industry-recognized, professional apprenticeship models that create pathways to outdoor careers.

Pilot ‘Recreation Zone’ land management with communities

Explanation: To meet the recreation needs of Oregonians, an “all lands” approach will be necessary, including land managed by local, state and federal agencies. This is an integrated proposal to manage recreation from a 50,000-foot level across agency jurisdictions, with a community as the hub which is more akin to how the recreating public thinks of outdoor recreation. Explore and propose a structure for recreation districts in the state to meet the need for coordinated management, promotion and planning based on geography. Issues and objectives are addressed by recreation type, with ‘recreation zone’ management serving as an overall framework for individual land managers.

Path Forward: OPRD could lead outreach to identify a community and land managers interested in pursuing this type of multi-jurisdictional recreation planning, perhaps to coincide with an effort (such as a state park master plan or federal management plan) starting in the near future. This could be pursued voluntarily by partners, with support and at the direction of the Oregon State Parks and Recreation Commission. A pilot project, with subsequent evaluation, would help refine this approach before considering potential expansion.

Implementation & Evaluation

These overall measures are presented in addition to the implementation and measures introduced in the actions above. Evaluation measures are necessarily in draft form until it becomes clear which recommendations are adopted, and on what time line. The Office of Outdoor Recreation should be responsible for producing an annual report to the Oregon Legislative Assembly on progress towards these measures. Updates and a set of revised recommendations can also be included in the next iteration of Oregon’s Statewide Comprehensive Outdoor Recreation Plan (SCORP).

Evaluation:

- Measure changes to participation demographics in next statewide outdoor recreation survey (goal: increased diversity and overall participation rate).
- Measure change in Oregon’s outdoor recreation economy—jobs, spending, tax revenue, percentage of GDP—including comparison to other sectors, in a future outdoor recreation study (goal: increase across all measures).
- Conduct a follow-up cost of illness savings benefits study to measure change through time of health outcomes (goal: increased COI savings as a percentage).
- Track overall implementation of actions outlined here (goal: all in five years).
- Consider surveying Oregonians’ values and perceptions related to outdoor recreation to establish a baseline and then measure changes through time (goal: improve).
- For grant funding programs, measure the amount of outside funding leveraged and funded projects versus eligible applications (goal: increased leverage; decreased percentage of qualified projects not receiving funding).
- Per the Oregon/USFS Shared Stewardship agreement, develop a set of shared metrics for measuring the quality of recreational experiences in Oregon (metrics should be developed collaboratively as outlined in Shared Stewardship).



KATE BROWN
Governor

February 18, 2019

Cailin O'Brien-Feeney
Director Oregon Office of Outdoor Recreation
Oregon Parks and Recreation Department
725 Summer St NE, Ste C
Salem, OR 97301-1266

Dear Cailin:

Elevating outdoor recreation in every corner of Oregon is key to achieving the state's ambition to provide for the well-being of its residents, economic development, and protection of resources that sustain our livelihoods. Investing in a comprehensive approach to outline our strategy will help define the next steps Oregon takes to encourage the outdoor recreation economy, while engaging more people in the great outdoors.

Oregon already has a strong foundation: diverse landscapes, a tradition of outdoor participation, public and private sector organizations with a robust connection to the outdoors, and an array of educational offerings. I signed HB 3350 in 2017 creating the Office of Outdoor Recreation to lead that work. I am excited to see what a comprehensive strategy that capitalizes on these resources and includes input from all stakeholders can do for Oregon.

Now I am tasking you, with support from the Oregon Parks and Recreation Department and staff from my office, to convene a short-term task force to recommend policies, legislation and initiatives to support economic development in both rural and urban areas, balance improved outdoor recreation access with resource protection, and increase outdoor recreation participation, especially among youth and traditionally underserved communities. Members of the Task Force on the Outdoors will be appointed by the Oregon State Parks and Recreation Commission, but should include participation from:

- At least three outdoor recreation participants that reflect the cultural and geographic diversity of this state and the many forms of recreation enjoyed;
- At least three representatives from Oregon's outdoor recreation sector such as brands, manufacturers, retailers, outfitters, guides and community-based organizations;
- A Chairperson designated by the Oregon State Parks & Recreation Commission;
- One member designated by the Tourism Commission;

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Appendix A

Cailin O'Brien-Feeney

February 18, 2019

Page 2

- One member designated by the Oregon Business Development Department;
- One member designated by the Department of Fish and Wildlife;
- One member designated by the Oregon State Marine Board;
- One member designated by the Oregon Department of Forestry;
- One member designated by the Oregon Department of Transportation;
- One member designated by the Oregon Health Authority;
- One member designated by the Oregon State University Extension Service;
- One member designated by the Association of Oregon Counties;
- One member of the legislature designated by the majority party;
- One member of the legislature designated by the minority party;
- The Director of the Office of Outdoor Recreation and members from the Office of the Governor may serve in an ex-officio role.

One year after members are appointed by the Oregon State Parks and Recreation Commission, the Governor's Task Force on the Outdoors shall produce a report with top strategic recommendations for my office to consider. A copy of these recommendations should also be sent to the Oregon State Parks and Recreation Commission and the Oregon Legislative Assembly.

I want to thank all of the engaged stakeholders, from both the public and private sector, for their efforts to partner in finding innovative solutions to elevate the benefits of outdoor recreation across Oregon. I am eager to see the recommendations and confident we will make great strides to further connect Oregonians to the outdoors and support the outdoor recreation economy through this work.

Sincerely,



Governor Kate Brown

GKB:jm,kl

cc: Oregon Parks and Recreation Department, Director Sumption and Commission
Tourism Commission
Oregon Business Development Department
Oregon Department of Fish and Wildlife
Oregon State Marine Board
Oregon Department of Forestry
Oregon Department of Transportation
Oregon Health Authority



Governor's Task Force on the Outdoors - Charter

Purpose and Outcome

The purpose of the Task Force on the Outdoors (task force), as outlined in Governor Brown's letter to the Office of Outdoor Recreation dated February 19th, 2019, is to "recommend policies, legislation and initiatives to support economic development in both rural and urban areas, balance improved outdoor recreation access with resource protection, and increase outdoor recreation participation, especially among youth and traditionally underserved communities." The task force will also consider funding, implementation and an ongoing advisory structure to ensure the strategies can be carried out, and their effectiveness measured. A final plan will be submitted to the Governor, Legislative Assembly and Oregon State Parks and Recreation Commission by April 17th, 2020 at which time the task force expires.

Membership – Roles and Responsibilities

Members of the task force are appointed by the Oregon State Parks and Recreation Commission and include a broad cross-section of outdoor recreation stakeholders in the state. A roster of members will be publicly available on the task force website.

A Chair will also be designated to guide the task force, work with the Office of Outdoor Recreation to develop agendas, meeting materials and written products, and help lead the task force to consensus, structure work flow and products. Additional appointments may be made upon concurrence of the task force Chair, Director of the Oregon Parks and Recreation Department (OPRD), and Director of the Oregon Office of Outdoor Recreation (OREC).

The Chair may form ad hoc subcommittees as required to accomplish the goals of the task force. Any committee work should be carried out in accordance with this charter and reported back to the full task force. Given the scope of work, members are encouraged to attend all meetings prepared to contribute and no alternates or proxies will be allowed.

Administrative Support

The Oregon Parks and Recreation Department shall provide administrative and staff support to the task force as well as covering any contracts, expenses and reimbursements necessary to carry out the duties of task force. OPRD may accept voluntary contributions from other sources, including individuals, organizations and agencies, to support the work of the task force.

OREC will lead facilitation, coordination and report writing including bringing draft policy, legislative and initiative concepts to the group for deliberation through consultation with the Chair, task force members, and additional stakeholders.

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Website

A website including agendas, meeting information and presentations will be maintained by OPRD at <https://oregon.gov/orec>. Meeting notices, presentations and report updates will also be posted here to encourage public involvement.

Ground Rules

- Show respect for one another and critique ideas, not people
- Share responsibility for finding solutions and reaching consensus
- Speak from personal experience - use "I" statements
- Listen to understand, ask questions
- Once you've spoken on a topic, make space for others
- Come well prepared, respect our shared time and commitment
- Think statewide, "all lands, all people"
- Honor agenda topics and times
- Apply an analytical lens - facts are our friends
- Be concise
- Dream big, work hard, have fun

Decision-making

In the spirit of collaborative decision-making the task force will strive to reach consensus. When making decisions, each member will indicate concurrence with a specific item using a five-point scale:

1. Endorse
2. Endorse, with minor reservation
3. Agreement - "I can live with it"
4. Disagree, but won't block
5. Veto

We will use this system to identify items with the highest levels of support to put forward as final recommendations from the task force. Items receiving any rating of 5 will be noted as such, and any task force member giving that rating will be required to submit a written statement of dissension for inclusion in the final report.

Media

Task force members are free to engage the media, but in doing so should be clear they are representing themselves, or their organization if appropriate, but not the task force at-large. Any media inquiries may also be referred to Cailin O'Brien-Feeney with the Office of Outdoor Recreation.

75 Additional ideas to advance outdoor recreation in Oregon

The following proposals were generated through this process and discussed by the task force, though for various reasons were not carried forward. They are not consensus recommendations and are included here for reference purposes.

Goal: Support economic development in both rural and urban areas

Invest in Capacity and Technical Assistance

1. Fund Outdoor economy related non-profits—Similar to how other industries such as Technology or Clean Energy have statewide organizations that help to promote, educate, and connect their respective industries, Oregon needs this for the athletic and outdoor industry. Rather than being housed in the Oregon Parks and Recreation Department, OREC could become a membership-based organization with funding allocated from the state for the first x amount of years. An organization like this would also be good for attracting businesses and talent to Oregon. Currently, OOA is attempting to do this, but they have limited funding and a lack of statewide leadership. The organization could lead a number of coordinated efforts around access, recreation, and diverse hiring utilizing the leadership of participating brands. A statewide organization could partner with local efforts (i.e. Portland A&O) to advance regional participation and membership.

Build the Oregon Brand

2. Create outdoor sector work groups to both flesh out and narrow down ideas for how to grow this industry. Suggestions for topics include Team Oregon approach, domestic sales and trade show assistance, innovation funding, and support for technical assistance and capacity building.
3. Support other events that help unify the outdoor sector in Oregon (Red Truck, Built, Outdoor City USA etc...) as a speaker, sponsor, attendee etc... Engage on certain national conferences as well like National Governor's Association Outdoor Recreation Learning Network, outdoor industry trade shows, etc...
4. Develop an Oregon-branded presence for outdoor trade shows and utilize the STEP grant process to help small-medium sized companies exhibit. Partners to include Built Oregon, Business Oregon, Travel Oregon and regional tourism/business development entities.
5. Establish a statewide brand and marketing strategy for the outdoor industry.
6. Coordinate a "Day of Action" coinciding with Oregon Outdoor Recreation Day, and collaborate with industry and community organizations from across the state—activities should focus on engagement, awareness building, and giving back.

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Address Barriers to Business Success

7. Improve Rural Internet Access - Internet access (especially wireless) is a key component to supporting the economy in rural areas. Internet access is also an important way for people to find information about outdoor opportunities, potentially increasing outdoor use for new participants. There is a possible opportunity to coordinate with the Governor's new Broadband Office to understand status of statewide efforts for internet as a core infrastructure to support economic development.

Support Sustainable Outdoor Recreation Experiences

8. Identify one signature recreation project in each of Oregon's Congressional districts through a competitive application process. Benefits of being selected as a signature project could vary to include grant support, convening, technical assistance, promotion or case study development highlighting principles of sustainable recreation use and community development.
9. Statewide Recreation Fee Board - establish a statewide board with members appointed by the Governor to review and approve all new recreation fee proposals or any changes to current recreation fees for State and Federal (US Forest Service and Bureau of Land Management) agencies. Both state and federal agencies rely on revenues from recreation fees to pay for these investments and to maintain the level of service the public desires. Demand for facilities and services continue to increase, resulting in the need to adjust fees accordingly. Agency coordination of fees, strategies, and opportunities to increase outdoor experiences is desired to ensure access and opportunity for all Oregon residents and visitors, minimize competition and confusion on the part of the public between state and federal facilities, provide access for youth to experience the outdoors, guard against cost limiting access, and to simplify access processes
10. Sustainable Lands Outdoor Recreation/Tourism Experiment Station—building on the long history of success with research and experiment stations, OSU Extension could be the first in the world to develop a training, research and demonstration facility of several thousand acres devoted to pursuing a triple bottom line of social, environmental and economic goals through outdoor experiences. The critical element is a facility whose management has the mission, resources and authority to specifically address research and demonstration of highest-value visitor experiences in agricultural, forest and wildlife related activities. Other research needed includes the impact of these recreational paid experiences on visitor knowledge, understanding and support for rural working lands. Through OSU Extension, the facility would be able to engage university students and faculty, K-12 students, and partnerships with private industry in outdoor recreation and tourism. This would be a world's first facility of its type, but within a proven model of Experiment Stations that have helped landowners and communities across the country.

Cultivate Emerging Leaders and Companies

11. Create an Industry week within Oregon high schools, developed in coordination with businesses, university programs, economic development agencies and other partners. Programs would help more young people understand and get excited about potential outdoor sector careers.
12. Work with hiring/HR departments and executive recruitment firms to develop an inventory of current industry diversity recruitment and retention efforts and develop goals for improving industry diversity.
13. Develop a network of organizations and information on training programs that companies can tap into to develop an inclusive culture.
14. Strategically plan for Culture Change:
 - I. Identify the areas that make this work an imperative (access, health, community building, etc)
 - a) Provide a compelling reason for change: establishing the imperative for creating a new culture.
 - b) People must understand that this work is integral (to inclusion, to engagement, to healthy communities).
 - c) If not, the change effort will seem like another pet project/initiative.
 - d) This work needs to be meaningful to all and we have to make it something bolstered by communities across Oregon
 - II. Redefine Competence
 - a) Leaders must lead—these folks may be working at City, State or Federal agencies, retailers, manufacturing, etc
 - b) This effort cannot rest on technical competence, develop skills for communication across difference, teamwork, partnering, feedback culture, etc
 - III. Realign the Hierarchy Based on Updated Needs
 - a) Leaders must be role models and behavioral models
 - b) Must demonstrate that the new culture is the route to individual, group (collective) success
 - c) Link leadership to performance

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- IV. Develop Leaders
 - a) Skills for leading change and modeling inclusive behaviors require learning and practice and teaching
 - b) Leaders will need skilled, experienced people to support and coach them, and safe opportunities to learn and practice and teach new skills and behaviors
- V. Build a Core of Advocates for Change
 - a) Identify, develop and support formal and informal leaders from all levels of the organization who already hold some of the key values of the new culture (or are ready to learn them)
 - b) Support leaders developing their new competencies through coaching, education and networking
- VI. Change the People-Systems
 - a) Root out the rules and structures that support the old culture
 - b) Remove barriers that prevent people from doing their best work
 - c) Establish new norms, values, practices and policies that support inclusion, leverage the org diversity and enable higher performance
- VII. Build on the Pockets of Readiness
 - a) Don't try to fix or change people
 - b) Establish teams that see their vested interest in the new culture, equip them with the skills and resources they need to work together, and let them prove that change works.
 - c) Others will want to emulate their success standards

Goal: Balance improved outdoor recreation access with resource protection

- 15. Create a state water trails program. Review state regional and scenic trails programs to see if they are meeting objectives (currently low awareness, few distinct benefits that come with designation). Tier relevant grant scoring to incentivize designation in either program.
- 16. Explore and propose additional changes needed for state agency recreation providers to further adopt additional flexible fee/differential pricing structures as OPRD has done in recent years. In areas with high visitation or impacts (to the environment, as well as quality of the recreational experience) consider utilizing differential pricing for parking, passes and other associated fees that are tied time or day of the week as well as resident/non-resident pricing differences. Overall, pricing policy can support conservation and management of area and regulate the volume of visitors to maintain a high-quality experience, and provide incentives for local residents.

Embrace an “All Lands” Approach

17. Explore Good Neighbor Authority and Shared Stewardship with USFS and ODF relating to state cooperative management of recreation on federal public lands. Recreation demands on state-owned lands are increasing and more than half of Oregon is federally managed, these agreements may give us tools to be a strong management partner while at the same time potentially relieving impacts to existing state facilities.

Fund Conservation Work that Works

18. Support the implementation of an anti-poaching initiative. Poaching can have a significant impact on fish and wildlife which, in turn, can affect recreational opportunities. The initiative is being developed by Oregon Department of Fish and Wildlife in conjunction with Oregon State Police, Department of Justice, and other organizations. The 2019 legislature authorized general fund for development and implementation of the effort, which will include earned and paid outreach, and increased enforcement and prosecution of fish and wildlife violations. Taken together, these efforts will deter poaching and the unlawful take of fish and wildlife (regardless of whether the species are hunted or fished). Action: \$3.8m general fund was authorized for the 2019-2021 biennium, legislature would need to appropriate additional funding for the work to continue.
19. Consider habitat/stewardship impacts of recreation projects—Develop a consistent process to ensure potential impacts on fish, wildlife, habitat and other natural resources are considered before funding is provided for new or enhanced recreation infrastructure. There have been instances of plans for potential projects advancing and entities securing grant funding or financial commitments before potential impacts are considered. Waiting to address these impacts until late in the process may result in delays, significant revisions of the project or adverse impact on habitat and fish and wildlife. Implementation of this process may require additional coordination between project proponents and government agencies. This coordination may be above and beyond what is currently required in statute, and could also be addressed in rule making for existing or new grant programs.

Goal: Increase outdoor participation, especially among youth and traditionally underserved communities

Elevate partner organizations in Oregon leading this work

20. Review, and as needed, revise appropriate state outdoor recreation grant program guidance to prioritize projects or investments that will move us toward the goal of increasing participation among youth and traditionally underserved communities. Utilize SCORP data and Parkland mapping database to inform decisions on recreation demographics, trends, and demands.

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21. Simplify the process by which volunteers who lead community outdoor recreation programs, work in parks, or do stewardship work are rewarded with complimentary passes and other incentives for their civic engagement. Often these volunteer rewards exist and have low levels of utilization due to either a lack of awareness, or because of burdensome processes.
22. Provide certain campsites, group facilities, and other state managed recreation venues available for free or on a priority basis to community organizations serving youth and traditionally underrepresented communities. Pursue corporate sponsorship, or minor fee changes needed to make this effort revenue-neutral across the state park system. Evaluate effectiveness and consider changes after a pilot phase.
23. Engage 4H, FFA, Rodeo—support and engage programs like 4H’s healthy living: FFA and Rodeo as ways of engaging youth in connection to the increasingly diverse and greater outdoor community. This ensures that outdoor recreation supports and engages youth working and playing in the outdoors. These outdoor activities improve health and connect people to the land in important ways.
24. Host cultural events at parks that have a specific target audience in mind. i.e. Latino Fest, or the “In a Landscape” piano concert series to draw people in. Waive use fees while there, give out camping discounts or day-use passes and invite them to return.
25. Continue fully funding statewide Outdoor School and Oregon State University Extension as the administrative agent supporting the program.

Parks to people + people to parks

26. Oregon could adopt a formal statewide goal that a local park, trail or natural open space area is available within a 10-minute walk of all residents. The state can also consider setting official standards for open space or park-area per resident, as some individual communities have already done and adopt that into Oregon’s land use planning statutes. A shared policy like this could also guide funding to areas without access. Progress towards the goal could be measured during future iterations of the Statewide Comprehensive Outdoor Recreation Plan. This project would also advance local and statewide Vision Zero efforts by considering safe pathways for people walking and biking to these outdoor destinations.
27. Pilot Outdoor Preschools—explore policy change necessary to make outdoor preschools eligible participants in Oregon Prekindergarten or Preschool Promise programs to give low-income families more choices. A pilot program could first examine curriculum, insurance, permits, licensure or other issues currently preventing widespread adoption of this model.
28. Recommendations to improve transportation to outdoor recreation:
 - a. Recreation based “Uber” - support a network of transportation options specifically geared to help people access the outdoors. Creation of a specific app, promotional materials, or shuttle companies serving outdoor venues are

all potential solutions that would remove a huge obstacle detracting people from exploring rural communities.

- b. Develop case studies of existing and emerging programs that provide public transportation to trail heads and other recreation sites. These could serve as tools, ideally with additional technical support available, for local communities looking to build out their own programs or potential small business opportunities.
 - c. Close-in transportation—Increase access in the urban fringe by cooperating with regional transportation systems to adjust routes and times, and accommodate extra recreational equipment. Provide statewide grants to youth service organizations to a) fund transportation to parks and b) hire guides. Partner with local government and groups that have public transportation or vehicles such as City of Silverton, senior centers and local non-profits and/or seek partners to sponsor transportation for local entities. Refine and distribute toolkit to park managers through existing Travel Oregon initiative. Measure by mass transit traffic at parks.
29. Signature Mountain Bike Trail System Development. This proposal would seek to create a 50-mile, world-class mountain bike trail system in the Tillamook State Forest. The proposed trail system would seek to incorporate modern, bike optimized design principles and standards, providing quality trail experiences for beginning, intermediate and advanced riders. Sustainability, from both an environmental and visitor use perspective would be incorporated into trail design and development, lightening the impact on the landscape as compared to existing trails. Along with the trails themselves, multiple adequate trail heads would be developed, along with festival/event space that would serve as an anchor for mountain biking and running community events. This trail system would serve the greater Portland Metro area and also draw visitors from around the state and country. Currently, this type of trail system does not exist in Oregon. The proposed system would also provide an economic stimulus to gateway communities such as Hillsboro and Forest Grove with an estimated 150,000 riders per year using the system.

Diversify leadership and decision-making

30. State agencies should establish internal policies to ensure that recipients of state funding are making strides to improve engagement with and access by diverse populations.
31. Fund strategic plan and time line for translation of state outdoor recreation information, such as trail head signs, publications, safety information, guides and websites.
 - a. Expand outreach and education in multiple languages to underserved communities with and invitation to use parks for cultural events; recreation providers should consider sponsoring events. Conduct outreach through established members of the community.

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32. Apply learnings from OPRD’s current Engage-Relate-Adapt internal work, and similar efforts in Task Force agencies, to increase support for Employee Resource Groups for marginalized communities.
33. Committee for Diversity, Equity and Inclusion in the Outdoors - by empowering a committee dedicated to DEI, the Oregon Office of Outdoor Recreation will create and adopt policies based on a foundation of diversity and inclusion. The Committee would be responsible for developing a broad agenda, including: 1) an equity grant program; 2) strategies for more paid internships/fellowships in conservation and recreation; 3) marketing and awareness campaign of diversity in outdoor recreation; and 4) storytelling efforts that share the historical background of outdoor spaces.

Welcoming Spaces

34. Training for law enforcement—provide funding or training to resource personnel on common identifiers for hate groups (symbols, etc), and ways to intervene or increase the safety of their targets in public outdoor recreation spaces. Outcomes could be measured by surveying park personnel on their confidence to recognize and respond to hate groups, or from users on how much they trust park personnel.
35. Develop plan and target dates for gender neutral restrooms in state facilities (and provide guidelines for local agencies).

“Initiatives”—Projects relating to multiple goals, involving multiple parties or where changes to statute are not required.

36. With partners, host Oregon Outdoor Recreation Summit annually (September/October 2020 as the next iteration). Integrate awards programs for leading community groups, business leadership, innovative projects and a youth ambassador. Explore combining with the existing Oregon Trails Summit to avoid duplication of efforts.
37. Review current OPRD internal division structure. The most visible element of the Oregon Parks and Recreation Department (OPRD) is management of our state park system, but duties of the department extend well beyond park boundaries as well. Examples of OPRD’s recreation purview in addition to state park operations includes: Ocean Shore State Recreation Area; Scenic Bikeways; Oregon Recreation Trails; Willamette River Greenway; outdoor recreation planning, technical assistance and grants. An internal review should consider current administrative divisions for state park operations and other department functions, and as needed propose improvements that advance ORS 390.010 (Policy of state toward outdoor recreation resources). This internal review could be undertaken at the direction of the Oregon State Parks and Recreation Commission and Director.
38. In collaboration with Oregon Recreational Trails Advisory Council, review and propose improvements to the current state scenic and regional trails program. Related work could explore the need, potential benefits and drawbacks of an

official state water trail designation process. Reference both “Oregon Trails 2005-2014: Water Trails Plan” and “Oregon Trails 2016: A Vision for the Future” in this work.

39. Evolve communications platforms to meet legislative direction that the Office of Outdoor Recreation “Serve as a clearinghouse and information center for outdoor recreation stakeholders” as outlined in ORS 390.233(3)(d). Specific elements of a revamped web presence include: regular newsletter, funding opportunities (state/federal grants), pass and permit information, outdoor recreation trend data, and case studies.
40. Conduct industry surveys and outreach work to better understand Oregon’s value proposition as a hub for outdoor recreation companies. What are their barriers to growth, causing companies to move here, expand or look to leave? Include outfitter and guides, outdoor gear, retail, manufacturing. OSU Outdoor Recreation Economy Initiative 2019 survey provides workforce insights as a starting point. Potential areas to assess: access to capital, connection between quality of life and employee attraction and retention, philanthropic activity of outdoor companies, leadership in product sustainability, growing incubator or mentorship programs and prototyping facility needs.
41. Publish simple guides focused on increasing public engagement. How do I... hold an event at a state park? Propose a new or changed designation on OPRD-managed property? Organize a volunteer stewardship event? Get the permits I need to lead groups in the outdoors? These could be shared with partner organizations as they are developed and live on the Office of Outdoor Recreation website
42. Develop an inventory of high value public recreation sites on federal public land, and consider strategies for co-management of these facilities to allow continued public use in the event of another government shutdown.
43. Produce an analysis of the trends in outdoor recreation use versus related infrastructure and conservation investment Core questions: what is the proportion of private investment? Investment per citizen? Return on investment of projects? Etc...
44. Study potential models for a shared insurance pool for small companies and organizations to reduce the financial burden of this necessary facet of running a business that takes people outdoors.
45. Develop internal guidance for OPRD to pursue contracting and procurement with organizations and programs that help connect participants with diverse backgrounds to natural resource careers. One prime example of a place to start includes utilizing more youth corps to accomplish stewardship and recreation needs in state parks.
46. Explore ways to implement ‘digital rangers’, essentially trail head smartphone technology encouraging visitors to donate to take care of the places they are recreating.

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47. Engage with the public ownership outreach process being led by the Department of State Lands and Oregon State University to help craft a recreation vision and management plan for the Elliott State Forest. Ongoing work exists to scope the potential for decoupling the forest from Common School Fund requirements and operate the area as a Research Forest. Additional direction from the Land Board as a will clarify how best to engage to ensure recreation and local economy goals are met.
 48. Submit policy option package for OREC to hire consultants to conduct diversity audits of outdoor spaces—partner with existing groups to develop the application process and on standards.
 49. Build a database of outdoor recreation gear and transportation options that can be shared and pooled across organizations. For example, outdoor gear rental or demo fleets that are not in use year-round or ways to contract buses from school districts to transport participants to outdoor recreation programs outside of school hours.
 50. Revive Children’s Outdoor Bill of Rights efforts which were previously led by ORPA with support and funding coming from other partners as well.
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OPRD internal staff contributions, mostly but not all agency related. No changes to statute:

51. Barrier audit consultants—Develop pool of qualified consultants who can review a recreational provider’s practices and facilities for barriers to full participation, looking through both social and disability lenses. This should encompass major program areas, such as park planning/design, interpretation, reservation processes, and staff recruitment. Create standards for a statewide directory maintained at OPRD, then allow consultants to apply. Measurement starts with inventory of barriers, then proceeds by tracking reduction over time.
52. Cross-promote—Coordinate and cross-promote programming between state, federal, and local recreation agencies. Connect their separate outreach efforts to underserved communities. Implementation for regional recreation round tables through ORPA.
53. Improve social media use to promote safety, preparedness, respect for other users and the rules that help protect natural resources. Consider developing partnerships influential community members to serve as ambassadors.
54. Research other recent state legislation aiming to improve outdoor recreation access—MT SB 341 2019 (passed); Public Lands Access Study WY HB 305 2019 (failed); WA 1464 (passed) relating to extending liability protections to landowners with agreements in place.
55. Establish larger, more sustainable outdoor gear library program through concessions and other vendors. Within OPRD, create concession program standards and share results with other jurisdictions. Gather current practices from other jurisdictions across the country and share. Track user instances and revenue.

56. Expand the Governor’s Campout concept statewide: bring agencies together to host a play day: outdoor games like Frisbee/volleyball/ and hobbies like archery/paddling/hiking. Top with a picnic.
57. Develop full-fledged town, school or corporation partnerships. Think Newport—Coast Guard City, Eugene—Track Town USA and The Dalles—Home of the Google Data Center, where each of these towns has recognized and embraced a partner as significant part of its’ identity. Make the park more integral to the community, developing a deep and true partnership that reflects the genuine attitude, “We’re John Day. Home of Kam Wah Chung.” or “Silverton—Gateway to Silver Falls.”
58. Work with social services, DMV, and other agencies to identify neighborhoods or counties where in-migration is high, and develop Welcome Wagon-style events with parks and recreation information.
59. Restart a Park Ambassador program where we entrust select citizens to be out there representing (within boundaries) “their” park. Modify existing volunteer programs to be active outside boundary of system.
60. Organizational outreach—Cooperate formally with and financially support nonprofits who include outdoor recreation service work in their mission.
61. Audit all outdoor recreation grant programs and enact improvements that fulfill outdoor recreation priorities as expressed through this task force, SCORP, State Trails Plan, and other guidance documents. Doing this would allow us to be more strategic with how grant dollars are allocated to specific purposes.
62. Review agency staff—Review the training and appearance of recreation agency staff from the perspective of inclusion. Do training, procedures, and uniforms too closely resemble law enforcement and authority, versus service? Examine in cooperation with organizations associated with underserved communities and propose changes that match the outdoor recreation mission more closely.
63. Train all field park staff in basic ecological and cultural site principles and environmental literacy so they can better educate the public they serve. Integrate cultural and natural resource monitoring into standard suite of field staff duties. Provide stock approaches for measuring and mitigating resource degradation associated with new facilities or experiences. Examples: campgrounds, trails, picnic areas, bike pods, disc golf all have some common, known resource impacts. Put best practices and responses in a toolkit for managers who don’t have access to resource stewards or land use planners.
64. Accelerate key natural resource inventories and condition assessments as OPRD priorities.
65. Ecological conditions standards—Set standards for measuring degradation of resources—erosion and compaction, for instance—and mitigate before problems become critical. Create separate adaptation plans for dry- and wet-side ecosystems.

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66. Allow areas to rest—Implement the equivalent of crop rotation when conditions trigger the need for resource protection, and before damage becomes critical. Route trails and site facilities to avoid critical plant and animal habitats, and sensitive waters and soils.
67. Provide indirect experiences—Where we want people to value an experience or resource, but access is severely limited, consider supplementing with technology like virtual experiences.
68. Create a Site Steward program to protect cultural resources. Strengthen adopt-a-[fill in the blank] programs, perhaps by melding with city and highway-based programs. Recognize park stewards with discounts and public recognition.
69. Reveal true conditions—Expose more people to accurate information about the current health of public resources.
70. Start a “seed saver” program where collection of native seed is promoted, followed by a planting day in state parks.
71. Create Mega Resource Education advocacy nonprofit—Parks with significant historic features, such as lighthouses, could work with the local schools to develop a student participation and education program. Get students directly involved in the interpretation and on-site public outreach programs. Students would restore, maintain and preserve these special places, and tie outdoor recreation and history together. Provide students with education credits, or maybe financial voucher credits to be used toward higher education or trades school.
72. Standardize management of concessions—Provide managers with standardized ways to measure and control resource wear-and-tear caused by private businesses, such as tour companies.
73. State trails advocate—Restore state position focused on trail planning and development within the Office of Outdoor Recreation. Duties of the state trails coordinator include technical and strategic expertise related to design, construction, maintenance, funding and partnerships. Set and promote sustainability standards. Partner more strongly with nonprofits and federal organizations to execute state trails plan.
74. Organizational outreach—Formally engage youth-oriented service organizations in stewardship projects. Include fund-raising and voluntourism organizations to offset the cost of participation. Contract with youth programs like the Oregon Youth Conservation Corps, Mt. Adams Institute, NW Youth Corps, Access Fund, and AmeriCorps to simultaneously perform service projects and engage youth in natural resource conservation. Work productivity is lower than dedicated professional and inmate crews, but the outcome is more than the service project because it includes an educational component. Expand to include groups that serve youth with disabilities.

75. Remove barriers to Public Permitting Processes for Recreation Based Projects—A consistent statewide approach to permitting recreation-based projects would help expedite these development efforts in a cost-effective way while allowing park providers to have a better understanding of the time and effort their projects need for permitting. This would require input from park providers across the state in coordination with planning offices from each county. A concerted effort towards developing consistent state planning guidelines for recreation projects and trails would be developed and reviewed. Once implemented these would need to be monitored and recreation providers surveyed to see if the intended benefits were achieved.

Governor's Task Force on the Outdoors: Outdoor Recreation Investment Strategy

Oregon is home to an abundance of natural beauty as well as a collective ethos of enjoying and conserving the outdoors. Oregonians embrace our diverse outdoor experiences, with 95% participating in outdoor recreation annually. Across Oregon outdoor recreation creates 172,000 jobs, generates \$749 million in state and local tax revenue, and accounts for 2.9% of GDP. Being physically active in the outdoors also results in significant health benefits, with a total cost of illness savings of \$1.4 billion each year. Outdoor recreation is core to our character and our way of life—action is needed now to ensure that remains so in the future.

Oregonians have a long history of taking bold action to ensure outdoor spaces are available for all. Past efforts such as the Beach Bill (HB1601), State Land Use Laws (SB100) and more recently the Oregon Conservation and Recreation Fund (HB2829) are the bedrock on which current outdoor access and stewardship efforts have been built. A public coastline spanning 367 miles, thousands of miles of iconic trails spanning the state, and the most Wild and Scenic rivers in the Lower 48 speak to our collective ingenuity and passion.

Similarly innovative approaches to funding have ensured the outdoor recreation opportunities we have today, with constitutionally-dedicated support for parks, recreation, conservation and education. We also have unique approaches to supporting a vibrant arts and culture community by providing a 100 percent tax credit to those who support non-profits and the Oregon Cultural Trust, as well as a tax credit auction supporting the film industry. While the task force discussed many potential proposals—including general fund, transient occupancy tax, a sporting goods sales tax and others—consensus was not reached, and more work is required. A starting point could be to catalog and evaluate existing funding mechanisms, and explore public support for ways to close the gap between identified need and current funding levels.

Oregon has much to gain by investing in outdoor recreation, and without an update to how we pay for and steward our public lands, we are faced with increasingly disparate gap to meet the needs of a growing population let alone take care of what we have now. The Governor's Task Force on the Outdoors believes that for Oregon to maintain its position as a nationwide leader in outdoor recreation, a funding should aim to:

- Improve access to the outdoors while protecting natural resources
- Support equitable outdoor participation, especially among youth and underserved populations
- Provide benefits to communities and economies of both rural and urban areas

Funding should be available for capital acquisitions and improvements, maintenance of existing infrastructure, agency capacity, project planning and programming. Improving access to capital and technical assistance is priority for small businesses and non-profits in the outdoor sector. Likewise an ‘all-lands, all hands’ approach—emphasizing an increased role for community-based organizations, and recognition of recreation opportunities on local, state, federal and private lands—should guide future investment. Now is the time to consider establishing new permanent, dedicated, sustainable funding for the outdoor recreation sector that will provide value for all Oregonians. To that end the Governor’s Task Force on Outdoor Recreation believes outdoor recreation investments:

- Should be flexible to encourage collaboration and address priorities across jurisdictions
- Derive from a combination of mechanisms including, but not limited to: new user-based sources, public-private partnerships and incentives for volunteerism or donations
- Utilize a geographic and equity lens to guide investments and improve outcomes
- Supplement not replace existing funding

Investing in Oregon’s outdoors supports healthy lifestyles, thriving communities and a strong economy. Most importantly we will uphold a truly Oregonian value, that of unbridled love of place, shared by all who call this state home. We stand ready to work with elected leaders and all others who want to make this vision a reality.



OREC

OREGON OFFICE OF
OUTDOOR RECREATION