

2003-2007 OREGON STATEWIDE COMPREHENSIVE
OUTDOOR RECREATION PLAN

JANUARY 2003

CHAPTER ONE
INTRODUCTION



Nature
HISTORY
Discovery

Prepared by the
Oregon Parks and Recreation Department

CHAPTER ONE INTRODUCTION

This document constitutes Oregon's basic five-year policy plan for outdoor recreation. It establishes the framework for statewide comprehensive outdoor recreation planning and the implementation process. In conjunction with that purpose, it is intended to be consistent with the objectives of the Land and Water Conservation Fund (LWCF) Act of 1965, which, as its title implies, is to conserve and make available for public enjoyment as much of the nation's high-quality land and water resources as may be available and necessary to meet the nation's outdoor recreation needs.

THE LAND AND WATER CONSERVATION FUND

The Land and Water Conservation Fund was established by Congress in 1964 to create parks and open spaces, protect wilderness, wetlands, and refuges, preserve wildlife habitat and enhance recreational opportunities. In Oregon the LWCF fund has been a key mechanism to aggressively acquire and develop land for outdoor recreation purposes. Since 1965, the state of Oregon has received approximately \$235 million in LWCF funds. Throughout Oregon, this investment has supported outdoor recreation projects ranging from land acquisition to nature trails, downhill ski lifts, picnic areas, children's playgrounds, swimming pools, restrooms, campgrounds, sports fields and irrigation systems.

The Land and Water Conservation Fund has two components:¹

- a **federal program** that funds the purchase of land and water areas for conservation and recreation purposes within the four federal land management agencies, and
- a **stateside matching grants program** that provides funds to states for planning, developing and acquiring land and water areas for state and local parks and recreation areas.

The Federal LWCF Program

Funds appropriated for the federal program are available to federal agencies including the U.S. Forest Service, U.S. Fish and Wildlife Service, National Park Service, and the Bureau of Land Management for the purchase of land and water areas for conservation and recreation purposes. These funds are used for public acquisition of special lands and places for conservation and recreation purposes; public acquisition of private holdings within National Parks, National Forests, national Fish and Wildlife Refuges, public lands managed by the Bureau of Land Management, and wilderness areas; public acquisition of areas key to fish and wildlife protection; and public acquisition as authorized by law. Since 1965, \$185 million of federal LWCF funds have gone to federal agencies in the state of Oregon for recreation projects in areas such as the Columbia River Gorge National Scenic Area and the Nez Perce National Historical Park.

Federal LWCF program funds are distributed following an annual process of prioritizing regional land acquisition needs for each eligible agency. After taking into account a variety of factors such as cost, probability of development, and local support, they develop prioritized "wish lists" that are forwarded to their Washington, D.C. land acquisition headquarters. The headquarters staff identifies its priorities and sends them the Land Acquisition Working Group, comprised of the Assistant Secretary of the Interior for Fish, Wildlife, and Parks; the Assistant Secretary of the Interior for Land Management; and the Assistant Secretary of Agriculture for Nature, Resources, and Environment. The working group sends the prioritized agency lists to the Office of Management and Budget (OMB) at the completion of the congressional session. OMB critiques and returns the list and, following a final appeal process by the agencies, the fiscal year's land acquisition funding amount is presented as part of the President's budget.

¹ Americans for our Heritage Website
(www.ahrinfo.org) The Land & Water
Conservation Fund: An Overview.

The Stateside LWCF Grant Program

Those funds appropriated for the stateside matching grants program can be used to acquire land for parks and recreation purposes; build or redevelop recreation and park facilities; provide riding and hiking trails; enhance recreation access; and conserve open space, forests, estuaries, wildlife, and natural resource areas through recreation projects. In Oregon, eligible recreation providers include state agencies (Oregon Parks and Recreation Department, Oregon Department of Fish and Wildlife, Oregon Department of Forestry, and the Oregon Division of State Lands), city and county park and recreation departments, park and recreation districts, port districts and Native American Tribes. Since 1965, \$50 million of stateside LWCF funds have gone to eligible recreation providers in the state of Oregon for recreation projects such as the Delta Riverfront Acquisition in Eugene, Lions Park Aquatic Center in Ontario and the development of the Bear Creek Greenway in Jackson County.

In most years, all states receive individual allocations of stateside LWCF grant funds based on a national formula, with state population being the most influential factor. Figure 1.1 (below) shows the amount of Stateside LWCF Funding allocated to the State of Oregon by Federal Fiscal Year (FY) since 1965.

After a 4-year drought (FY 1996 through FY 1999), stateside LWCF funding allocated to Oregon continues to grow. Oregon stateside LWCF funding has risen from \$.5 million in FY 2000 to \$2.1 million in FY 2002. According to Oregon Administrative Rule 736-08-025, after administrative costs, not less than 60% of the remaining stateside LWCF funding is allocated to units of local government and up to 40% of the remainder to eligible state agencies. See Appendix K for the Oregon Administrative Rules used by OPRD when distributing stateside LWCF grant monies.

Over the years, OPRD and the Oregon Outdoor Recreation Committee (OORC) have attempted to distribute available stateside LWCF funding in a fair and equitable manner. Table 1.1 shows the distribution of these funds to the 36 counties in Oregon. The table provides information on the distribution of Stateside LWCF funds from a per capita standpoint. The last column on the right shows a comparison between the percentage of statewide grant dollars distributed to each county and the percentage of the county's population of the total state population. A positive difference shows that the county has received more grant dollars than their per capita share. A negative difference shows that the county has received less than their per capita share. The table demonstrates that on a per capita basis since 1965, Stateside LWCF funding has been distributed in a reasonably equitable manner across the state.

Figure 1.1. Stateside LWCF Funding in Oregon by Federal Fiscal Year

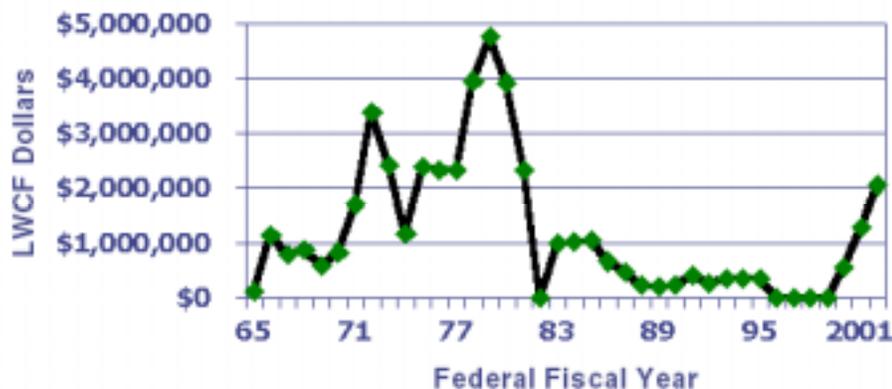


Table 1.1. Comparison of County Stateside LWCF Grant Funding with State Population in Oregon

County	LWCF Grant Dollars	% Total Grant Dollars	2000 Population	% State Population	Difference (% Grant Dollars - % State Population)
Baker	\$717,200	2.0	16,741	0.5	+1.5
Benton	\$682,080	1.9	78,153	2.3	-0.4
Clackamas	\$1,818,915	5.1	338,391	9.9	-4.9
Clatsop	\$1,521,826	4.2	35,630	1.0	+3.2
Columbia	\$425,136	1.2	43,560	1.3	-0.1
Coos	\$1,304,870	3.6	62,779	1.8	+1.8
Crook	\$113,997	0.3	19,182	0.6	-0.3
Curry	\$608,568	1.7	21,137	0.6	+1.1
Deschutes	\$1,609,411	4.5	115,367	3.4	+1.1
Douglas	\$785,600	2.2	100,399	2.9	-0.7
Gilliam	\$31,238	0.1	1,915	0.1	0
Grant	\$175,997	0.5	7,935	0.2	+0.5
Harney	\$61,436	0.2	7,609	0.2	0
Hood River	\$255,532	0.7	20,411	0.6	+0.1
Jackson	\$2,496,933	6.9	181,269	5.3	+1.6
Jefferson	\$330,375	0.9	19,009	0.6	+0.3
Josephine	\$572,006	1.6	75,726	2.2	-0.6
Klamath	\$433,777	1.2	63,775	1.9	-0.7
Lake	\$31,051	0.1	7,422	1.2	-0.1
Lane	\$3,500,157	9.7	322,959	9.4	+0.3
Lincoln	\$834,047	2.3	44,479	1.3	+1
Linn	\$1,025,773	2.9	103,069	3.0	-0.1
Malheur	\$688,296	1.9	31,615	0.9	-1.0
Marion	\$2,395,312	6.7	284,834	8.3	-1.6
Morrow	\$168,178	0.5	10,995	0.3	+0.2
Multnomah	\$7,050,130	19.6	660,486	19.3	+0.3
Polk	\$451,648	1.3	62,380	1.8	-0.5
Sherman	\$18,761	0.1	1,934	0.1	0
Tillamook	\$1,208,532	3.4	24,262	0.7	+2.7
Umatilla	\$1,129,729	3.1	70,548	2.1	+1.0
Union	\$212,480	0.6	24,530	0.7	-0.1
Wallowa	\$144,051	1.4	7,226	0.2	+0.2
Wasco	\$438,054	1.2	23,791	0.7	+0.5
Washington	\$2,080,020	5.8	445,342	13.0	-7.2
Wheeler	\$23,519	0.1	1,547	0.1	0
Yamhill	\$615,644	1.7	84,992	2.5	-0.8
Totals	\$35,960,279*		3,421,399		

**Note: The LWCF grant dollar total does not include \$992,452 for OPRD planning grants and \$12,293,563 in multi-county OPRD and Confederated Tribes of Warm Springs projects.*

QUALIFYING FOR LWCF FUNDING

To qualify for stateside LWCF funding, each state must prepare a Statewide Comprehensive Outdoor Recreation Plan (SCORP) every five years. With the resurgence of stateside LWCF funding, comes an increased emphasis on developing a quality SCORP plan which provides a clear link between the findings of the SCORP plan and the allocation of funding. This has been accomplished in the Oregon SCORP plan through:

- conducting a series of regional workshops to facilitate the identification of regional and statewide recreational issues,
- developing a five-year action plan addressing top statewide recreational issues,
- conducting an inventory of public and private-sector recreational resources and facilities in the state to identify recreational supply,
- conducting a region-based participation survey to estimate annual recreation use of Oregon residents and out-of-state visitors,
- conducting a needs assessment process to identify need for future investment in outdoor recreational facilities and opportunities, and
- developing a set of Open Project Selection Process (OPSP) Criteria for use in evaluating stateside LWCF grant proposals.

In Oregon, the plan functions not only to guide the LWCF program, but also provides guidance for other OPRD administered grant programs including the Local Grant, County Opportunity Grant, Recreational Trails, and All-Terrain-Vehicle Programs. Finally, the plan provides guidance to federal, state, and local units of government, as well as the private sector, in delivering quality outdoor recreational opportunities to Oregonians and out-of-state visitors.

LEGAL AUTHORITY

To be eligible for assistance under the Federal Land and Conservation Fund Act of 1964 (P.L. 88-578; 78 Statute 897), the Governor of the state of Oregon has designated the Director of the

Oregon Parks and Recreation Department as the official who has authority to represent and act for the State as the State Liaison Officer (SLO) in dealing with the Director of NPS for purposes of the LWCF program. The SLO has authority and responsibility to accept and to administer funds paid for approved projects.

Authority to conduct the Statewide Comprehensive Outdoor Recreation Plan process is granted to the Director of the Oregon Parks and Recreation Department under Oregon Revised Statutes (ORS) 390.104. This document and related appendices were prepared to be in compliance with Chapter 630 of the Federal Land and Water Conservation Fund Grants Manual. Federal acceptance of the States comprehensive outdoor recreation planning process is a prerequisite for Oregon's establishing and maintaining eligibility to participate in the Land and Water Conservation Fund program.

THE PLANNING PROCESS

Background

The last Statewide Comprehensive Outdoor Recreation Plan for the state of Oregon was completed in 1994. The state's SCORP planning effort continued in 1995, taking a region-based approach to better assess regional outdoor recreation needs. As part of this effort, the Southeast Oregon Recreational Plan was prepared as the initial test area for this regional SCORP planning approach. After completion of this plan, the overall objective was to develop a regional plan for each of the state's 8 planning regions by the year 2003. Unfortunately, funding and staffing reductions within the OPRD and in the LWCF all but eliminated SCORP planning efforts in the state of Oregon during a four-year period from 1996-1999.

During the 1999 legislative session, OPRD obtained state funding to revive SCORP planning and prepare for a resurgence of LWCF funding in the state. The state has made a strong financial commitment towards developing a quality SCORP plan including the hiring of the first full-time SCORP planner outside of the grant program.

OPRD began the SCORP planning process in June of 2000. A primary focus of the planning

effort was to develop an up-to-date, state-of-the-art SCORP plan providing guidance to federal, state, and local units of government, and the private sector in providing outdoor recreation resource opportunities in the state of Oregon. During the initial planning phase, OPRD staff examined processes for measuring recreational supply and demand, identifying recreational facility deficits, and public involvement successfully used in other states.

COMPONENTS OF THE PLANNING EFFORT

The following section includes a brief description of the major components of the planning effort.

1. The SCORP Advisory Committee

Early in the planning effort, OPRD established a 26-member SCORP Advisory Committee to assist the department with the planning process. Members of the group represented various organizations including local, state, federal and private-sector recreation providers, recreational user groups, and universities. A representative from the National Park Service also attended the meetings to provide technical guidance related to the Land and Water Conservation Fund Program. During the planning effort, committee members were asked to assist OPRD with the following SCORP related tasks:

- determining the basic plan outline,
- identifying significant statewide outdoor recreation issues and solutions,
- reviewing the regional and statewide recreational needs assessment,
- identifying agency roles for the provision of outdoor recreation in the state,
- determining a Open Project Selection Process (OPSP) criteria for evaluating grant proposals for LWCF funding, and
- reviewing plan drafts.

The initial Advisory Committee meeting was held on July 31, 2001. Objectives of this meeting included:

- identifying the types of information to include in the SCORP plan,

- identifying a model OPSP criteria system for evaluating stateside LWCF grant proposals,
- determining a format for presenting public and private-sector recreation roles in the state, and
- determining a model for the identification of statewide outdoor recreation issues and how they are incorporated in the SCORP document.

A final committee meeting was held on April 2, 2002. Meeting objectives included:

- finalizing a set of top regional and statewide recreational issues,
- developing goals, objectives and strategies for top statewide recreational issues, and
- finalizing a basic framework for the OPSP criteria.

During the July 31, 2001 meeting, the committee recommended that OPRD establish an OPSP Criteria Subcommittee for addressing the technical aspects of developing specific evaluation criteria. As a result, OPRD selected a seven-member subcommittee to develop a final set of OPSP criteria for inclusion in the SCORP plan. Members were selected based on prior experience with the administration of grant funding in Oregon.

Two subcommittee meetings were held to determine the final set of OPSP criteria for inclusion in the SCORP plan. During the October 17, 2001 meeting, subcommittee members assisted in the development of an overall criteria framework. This framework was distributed to members of the SCORP Advisory Committee during the April 2, 2002 meeting. A second subcommittee meeting was held on June 11, 2002 to develop a more detailed set of OPSP criteria. The subcommittee members were provided a review and comment period before the final set of criteria was completed.

Finally, each member of the SCORP Advisory Committee was given an opportunity to review the criteria before inclusion in the final SCORP plan.

2. Regional Planning Approach

As in past Oregon SCORP plans, this plan uses a regional planning approach. The 8 planning regions adopted for the 1988-1993 Oregon Outdoor Recreation Plan were associated with the Pacific Northwest Outdoor Recreation Study conducted in 1986-1987. The study was part of a joint three state (Washington, Oregon, and Idaho) effort to identify recreation patterns in the Pacific Northwest. These 8 planning regions were also used in the 1994-1999 Oregon Outdoor Recreation Plan. A weakness of these 8 planning regions was that distinct destination areas within Oregon were often combined within planning regions, negatively impacting a planner's ability to make destination-specific recreational resource and facility decisions.

For the 2003-2007 SCORP planning effort, OPRD had sufficient time and resources to examine the current need for recreation planning information within the state. For this planning process, OPRD identified 11 distinct planning regions—all of which are unique destination areas for recreational travel in the state. Figure 1.2 includes the boundaries for these planning regions.

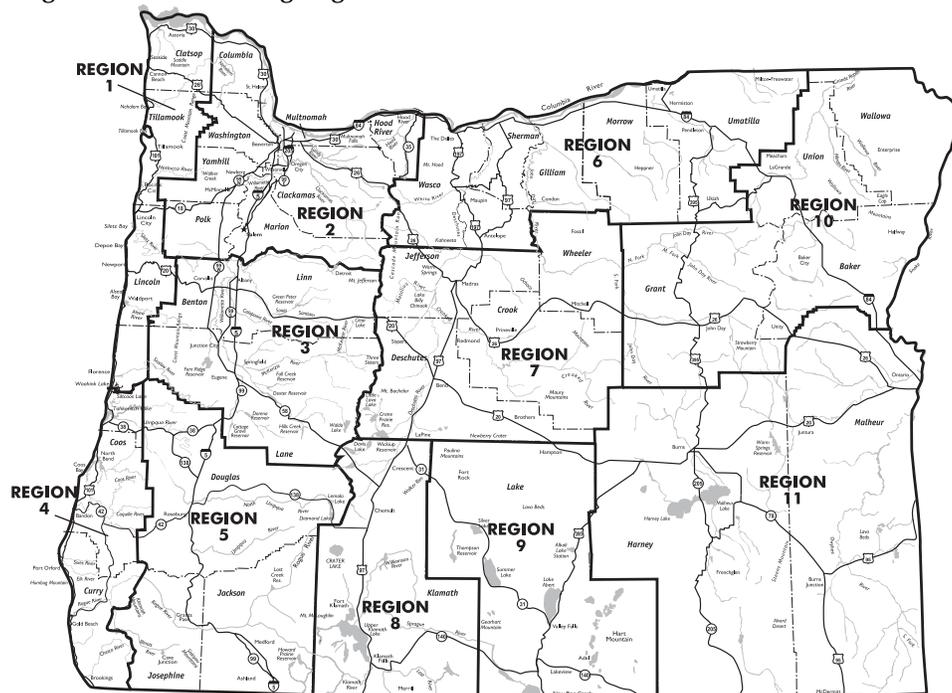
These regional boundaries provide the most cost-effective method of delivering usable recreation information to federal, state, and local units of government for identifying key recreational issues, facility and resources deficiencies and supply and demand information for their planning efforts.

Advantages of this regional approach include the:

- ability to build statewide recreational guidance from an aggregate of the regional level information,
- flexibility to prepare regional recreation plans using existing SCORP data, and
- ability to satisfy current demand for regional guidance.

It is OPRD's intent to use these 11 planning regions in future statewide recreational planning efforts in Oregon.

Figure 1.2. Oregon SCORP Planning Regions



3. Oregon Outdoor Recreation Resource/Facility Inventory

During a 10-month period from November 13, 2000 to August 31, 2001, OPRD staff collected outdoor recreation resource and facility information from public and private-sector recreation providers in the state. In total, outdoor recreation resources and facilities information from 1,622 outdoor recreation providers was collected. A document entitled "2001 Oregon Statewide Outdoor Recreation Resource/Facility Inventory Bulletin" was completed and distributed in September 2001. Results are presented at the county, regional, and statewide levels.

4. Oregon Outdoor Recreation Survey

The Oregon Outdoor Recreation Survey was conducted over a one-year period from February 2001 to January 2002 by Oregon State University's College of Forestry. A primary objective of the survey involved estimating demand for 76 outdoor recreation activities in Oregon so that future outdoor recreation needs can be assessed. Estimates for annual recreation use, by activity are made for each of the 11 planning regions and statewide. Results from this study also provide recreation planners across the state with up-to-date recreational participation information for use in local and regional planning.

5. Needs Analysis

A central component of this plan is the quantitative comparison of outdoor recreation demand and supply of existing recreation resources and facilities at a given point in time. Following a general methodology described in the 1994 Florida SCORP document entitled, "Outdoor Recreation in Florida," OSU conducted a needs analysis using data from the Oregon Outdoor Recreation Survey and the 2001 Oregon Statewide Outdoor Recreational Resource/Facility Inventory to identify recreation resource and facility need in the state. Recreational resource/facility need was identified when recreation participation exceeds the current supply. In addition, census data projections were used to conduct a 5-year needs analysis based on estimated population growth.

6. Recreation Trends

As with any successful comprehensive planning effort, it is important to know the direction in which we are headed, so that we may plot our course accordingly. As a result, a recreation trends chapter includes:

- the three major demographic trends affecting the provision of outdoor recreation opportunities in the state,
- a list of recreation trends identified by representatives from federal, state and local government recreation providers, and
- the most significant outdoor recreation "participation growth activities" and "participation loss activities" in the state of Oregon during a 14-year period from 1987-2002.

7. Outdoor Recreation Issues Workshops

The plan also identifies key recreational issues that will affect the future of outdoor recreation in the state and appropriate actions to resolve them. During October through December 2001, OPRD staff completed a series of 11 regional "recreational issues" workshops across the state. Each workshop included an afternoon session open to all public recreation providers and an evening session open to the general public. Representatives from 70 public-sector provider organizations and many citizens and interest groups participated in the process. A total of 362 individual issue comments were gathered during the workshops. Information gathered from these workshops was used in the process of developing top regional and statewide issues and accompanying goals, objectives, and strategies for addressing top statewide issues.

8. Recreational Roles

OPRD has a state mandate to identify public and private-sector outdoor recreation provision roles in Oregon. Two reporting methods were used to gather role information from major recreation provider agencies and organizations in the state. The first was a Public/Private-Sector Recreation Roles Matrix, where providers reported the types of resources, facilities or services their agency/organization is responsible for providing in Oregon. The second was a set of 6 essay questions designed to gather more in-depth outdoor

recreation role information. This information was used as a basis for determining outdoor recreation provision roles and trends in Oregon.

9. A Guide to Community Park and Recreation Planning

During the July 31, 2001 SCORP Advisory Committee Meeting, committee members clearly stated that evidence of sound park and recreation planning should be a critical factor to consider in evaluation requests for Land and Water Conservation Funding. Their recommendation was to use the SCORP plan as a vehicle for providing local agency staff or planning teams with all the guidance necessary to develop a quality park and recreation plan for their jurisdiction. To satisfy this request, OPRD staff developed the chapter entitled, "A Guide to Community Park and Recreation Planning."

10. LWCF OPSP Criteria

To allocate LWCF funds in an objective manner, a set of Open Project Selection Process criteria were developed for evaluating stateside LWCF grant proposals. Over 40% of the total points available are tied directly to findings from this SCORP planning effort.

11. Oregon Wetlands Priority Plan

The Emergency Wetlands Resources Act of 1986 (P.L. 99-645) requires each state comprehensive outdoor recreation plan to include a component that identifies wetlands as a priority concern within the state. An appendix to the plan describes a brief history of wetland protection in Oregon, current wetland protection strategies, and a priority listing of regions/watersheds for wetland restoration/acquisition.

12. SCORP Planning Website

Early in the planning process, OPRD staff developed a SCORP planning website for people across the state to access current information about the 2003-2007 Oregon SCORP planning process. One of the primary objectives of the website was to build interest in SCORP through the course of the 2-year planning effort. The website was also useful in disseminating major planning results, gathering issue comments, and the review of preliminary draft materials. The website address is:

<http://www.prd.state.or.us/planning.php>

