

2003-2007 OREGON STATEWIDE COMPREHENSIVE
OUTDOOR RECREATION PLAN

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CHAPTER SIX
RECREATION PROVIDER ROLES



Nature
HISTORY
Discovery

Prepared by the
Oregon Parks and Recreation Department

CHAPTER SIX RECREATION PROVIDER ROLES

INTRODUCTION

A variety of local, state, and governmental agencies; and commercial, private, and nonprofit entities have a role in planning for, providing, and managing recreation and open space resources and services in the state of Oregon. The Oregon Parks and Recreation Department has a state mandate to identify and clarify public and private-sector outdoor recreation provision roles in the state. Towards this effort, OPRD used two reporting methods to gather role and provision information from each of the major federal and state agencies, county, municipal and special recreation district organizations, and private-sector industry representatives across the state.

REPORTING METHODS

The first reporting method was a Public/Private-Sector Recreation Roles Matrix, where representatives were asked to enter a specific code letter into each matrix box corresponding to the type of recreational resource, facility or service their agency/organization/industry is responsible for providing in Oregon. The code letters used for recording role information included the following:

M = Major Provider	Direct relationship to mission; currently providing facilities; provides substantial share of regional supply.
S = Secondary Provider	A current supplier; is secondary or supportive to its primary mission.
F = Funding only	
L = Licensing	

A second method included a set of 5 essay questions designed to gather more in-depth outdoor recreation role information. This information will allow recreation providers a better understanding of the present and future roles of major recreation providers and the challenges they face in providing recreation opportunities in the state of Oregon.

The essay questions were determined based on recommendations from the July 31, 2001 SCORP Advisory Committee Meeting. Each Public and Private-Sector representative was asked to respond to the following questions:

▶ QUESTION #1

Please describe your agency/organization/industry's current role in providing outdoor recreational resources, facilities, and programs in the state of Oregon. Please use the following points to frame your response.

1. Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.
2. Agency/organization's role in providing outdoor recreation opportunities in the state of Oregon. Please include a description of your agency/organization's:
 - outdoor recreation resources and facilities,
 - outdoor recreation opportunities,
 - annual visitation/number of customers served,
 - administrative responsibilities (related to the provision of outdoor recreational opportunities),
 - populations served (including special populations), and
 - outdoor recreation programs (including recreation activity, resource protection, law enforcement, safety, licensing, grant/funding, employment, and technical expertise).
3. Agency/organization's cooperation/coordination with other recreation providers in providing outdoor recreation opportunities in the state of Oregon.

▶ **QUESTION # 2**

Please describe how your agency's role may change in the next 5 years.

▶ **QUESTION #3**

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state of Oregon.

▶ **QUESTION #4**

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

▶ **QUESTION #5**

Please describe any gaps in the supply of outdoor recreation resources, facilities, and programs (in the state of Oregon) that you are aware of.

The final roles matrix is included in the following section entitled, "Public/Private Recreation Roles Matrix." Following the matrix is a section entitled, "Provider Roles," including an analysis of current recreation provision roles in the state and how those roles may change in the next 5 years. Next, a section entitled, "Essay Question Responses," summarizes provider responses to questions regarding agency/organization missions, goals and objectives; obstacles to recreation provision and actions to overcome those obstacles. Finally, a section entitled, "Gaps in Supply," includes provider responses to known gaps in the supply of outdoor recreation resources, facilities and programs in the state of Oregon.

PUBLIC/PRIVATE RECREATION ROLES MATRIX

The Public/Private-Sector Recreation Roles Matrix (Table 6.1) is intended as an easy-to-use reference tool for information regarding the different types of recreational resources, facilities and services provided by recreational agencies/organizations in the state of Oregon. Role information included in the matrix was submitted to OPRD from agency/organization representatives in the state.



Table 6.1 Public/Private-Sector Recreation Roles Matrix

RESOURCE/FACILITY/ SERVICE	FEDERAL					STATE							OTHER					
	B L M	N P S	U S A C O E	U S F S	U S F & W		D S L	M A R I N E B D	O D F	O D F & W	O D O T	O P R D		C O U N T Y	M U N I C I P A L	S P E C I A L D I S T	S C H O O L S	P R I V A T E
Dispersed recreation areas	M	S	S	M	S		S		M	M		S		S				
Scenic river corridors (Federal/State)	M	S	M	M	S		S		S			M						
Scenic highways	S	S	S	M	S						M							
Backcountry byways	M		S	M	S		S		S									
Wilderness areas--designated	M	S	S	M	S													
Wilderness areas--under review	M	S	S	M	S													
Wildlife refuges or special wildlife management areas	M	S	M	M	M		S		S	M								
Wildlife viewing areas	M	S	M	S	M				S			S						
Areas where hunting is allowed	M		S	M	M		S		M	M				S				
Highway day--use parks/ rest areas	S	S	M	S	S				S		M	M		S				
Lodges/resorts		S	S	L	L							S				S		M
Cabins/yurts/teepees, etc.	S		S	L	S							M		S				M
Concessions (souvenirs, food, gas, etc) regardless of ownership		S	S	L	S		S					M		S				M
Camping sites (RV)-- Full hookup/Electrical	M		S	S								M		M		S		M
Camping sites (RV)-- Group	M	S	M	S								M		M				
Camping sites (RV)-- Dispersed (non-designated)	M		M	S	S		S		M	S		S		S				
Camping sites (Tent)-- Electrical/Water	M	S	M	M					M			M		M				M
Camping sites (Tent)-- Group	M	S	M	M	S				S			M		M				M
Camping sites (Tent)-- Dispersed	M		S	M			S		M	S		S		S				
Camping sites-- Horse camps	S	S	S	M	S				M			M		S				
ATV trail system	M		S	M	S				M			F		M				
Designated 4x4 motorized trails	M		S	M					M			F						
Designated motorized riding areas (including snowmobiles)	M		S	M					M			F						
OHV staging areas	M		S	M					M			F						
Trails--motorcycle	M		S	M					M			F						

Table 6.1 Public/Private-Sector Recreation Roles Matrix
Continued

RESOURCE/FACILITY/ SERVICE	FEDERAL					STATE							OTHER				
	BLM	NPS	USACE	USFS	USF&W	DSL	MARINE BD	ODF	ODF&W	ODOT	OPRD	COUNTY	MUNICIPAL	SPEC DIST	SCHOOLS	PRIVATE	
Trails--hiking/mountain bike	M	S	S	M	S	S		M	S		M	M	S	M			
Trails--nature/ interpretive	M	M	M	M	M	S		M	M		M	M	S	M	M		
Trails--historic	M	S	M	M	S			S			M	S		S			
Trails--water	M	S	M	S		S		S			M	S		S			
Trails--Cross-country skiing	S	M	S	M	S						F	S				M	
Trails--Bridle	M	S	S	M	S			M			M	S		M			
Picnic sites--nonreservable	M	M	M	M				M			M	M	M	M			
Picnic sites--group-reservable	M	S	M	S				S			M	M	M	M			
Cultural/historical sites	M	M	M	S	S	S		S			M	S	S	M		S	
Museum/Interpretive Building/Visitor Centers	M	M	S	S	S	S		S	S		M	S	S	M		M	
Interpretive sites/kiosks	M	M	M	S	S	S		S	M	S	M	M	S	M			
Beach access (fresh & saltwater)	M	S	M	S	S	S		S	S		M	M		M		S	
Boat accesses/ramps/docks	M	S	M	M	M			F	S	S		M	M	S	M	M	
Fishing access (piers, shoreline trails, etc.)	M	S	M	S	M	S		S	S		M	M	S	M		S	
Snowparks	S	S	S	S						F	F	S					
Downhill ski areas (commercial)			S	L												M	
Greenways	S		M								M	M	M	M			
Parkways	M		S								F	S	M	S			
Neighborhood recreation parks (Serving a single neighborhood)			S								F		M	M	M		
District recreation parks (Serving 3 or more neighborhoods)			M								F	M	M	M			
Large urban parks (100 acres or more with scenic value)			S								S	M	M	M			
Neighborhood parks			S								F		M	M	M		
Large extraurban parks and reservations			S								M	M	S	S			
Children's equipped play areas (swings, slides, etc.)			S								F	M	M	M	M		

Table 6.1 Public/Private-Sector Recreation Roles Matrix
Continued

RESOURCE/FACILITY/ SERVICE	FEDERAL					STATE						OTHER				
	B L M	N P S	U S A C O E	U S F S	U S F & W	D S L	M A R I N E B D	O D F	O D F & W	O D O T	O P R D	C O U N T Y	M U N I C I P A L	S P E C I A L I S T	S C H O O L S	P R I V A T E
Trails--community	S		S								F	M	M	M	M	
Golf courses			S								F	S	S	M		M
Sports fields/athletic courts			S								F	M	M	M	M	M
Swimming pools			S								F	M	M	M	M	M
Community recreation programs			S									S	M	M	M	
Festivals/events	S	S	S	L	S			S			M	S	M	M	S	M
Sports fields/athletic courts			S								F	M	M	M	M	M
Guiding (rafting, fishing, hunting)	M		S	L	L		S	L	S					S		M

PROVIDER ROLES

The following section includes a description of the role of federal and state agencies, municipal and county parks and recreation departments, special recreation districts, public schools and the private sector in providing outdoor recreation opportunities in the state of Oregon.

For describing provider roles, the following terms are defined:

- ◆ **RESOURCE-BASED ACTIVITIES:**
Outdoor recreation of types dependent on some element or combination of elements in the natural or cultural environments that cannot be easily duplicated by man. Activities may be either active or passive in nature such as hunting, fishing, camping, backpacking, boating, surfing or nature study.
- ◆ **USER-ORIENTED ACTIVITIES**
Outdoor recreation of types that can be placed at the convenience of the user to take advantage of proximity to population centers, such as swimming in artificial pools, golf, tennis, baseball, soccer, etc. Land areas for space is usually the only consideration dealing with the natural resource base.

Some types of outdoor recreation may be either "user-oriented" or "resource-based" depending on where the opportunity is made available such as swimming (in ocean or pool), bicycling, picnicking, camping, etc.

FEDERAL AGENCIES

Federal recreation providers in Oregon include the US Forest Service, National Park Service, Bureau of Reclamation, US Army Corps of Engineers, Bureau of Land Management and the US Fish & Wildlife Service. The federal government has statutory responsibility for development of facilities and programs that provide public opportunities that are not, or cannot, be made available by state or local governments. Federal roles in outdoor recreation include the management of federally owned properties such as parks, forests, wildlife refuges and reservoir areas, and the administration of financial and technical assistance programs to aid state and local agencies and private citizens. Traditionally in the state of

Oregon, federal agencies have provided resource-based activities such as camping, picnicking, fishing, hunting, boating, swimming, and trail use.

1. US FOREST SERVICE

▶ CURRENT ROLE:

The Forest Service is the largest single outdoor recreation provider in Oregon, offering a full range of recreation experiences.

- National Forests in Oregon offer 5 peaks over 10,000 ft. elevation, over 1,000 miles of wild and scenic rivers, 2,090,000 acres of wilderness, over 530,000 acres of other congressionally designated areas, and 12,900 miles of trail.
- The top activities by participation in 2000 were viewing scenery and wildlife, hiking, driving for pleasure, and general relaxation. Nearly 25% of visitor's primary reason for coming to national forest lands was to view scenery and wildlife.
- In 2000, there were 34 million forest visits in Oregon and Washington. Two-thirds of forest visitors are male and 95% are white, with 3% divided between Asian and Hispanic, and less than 1% each Black and American Indian.

▶ HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:

- Increased visibility, importance and implications of recreation resource and social component in forest planning;
- The recreation experiences and activities we offer may change due to changing demographics and desires of visitors;
- Limited budgets and personnel require a more focused view of what we provide and where;
- Strengthening existing and new partnerships to provide recreational experiences;
- Collaboration with other recreation providers to provide experiences the recreating public desires;
- Increased recreation business management savvy using database information and recreation use monitoring programs.

2. NATIONAL PARK SERVICE

▶ CURRENT ROLE:

The National Park Service manages the following areas in Oregon:

- John Day Fossil Beds National Monument in Grant and Wheeler Counties – preserving and interpreting the post-dinosaur fossils of the John Day Basin – one of the most scientifically significant paleontological deposits in the world.
- Crater Lake National Park in Klamath, Jackson, and Douglas Counties – preserving and interpreting the deepest lake in the United States formed in the caldera of ancient Mount Mazama.
- Fort Clatsop National Monument in Clatsop County – preserving and interpreting the 1805-1806 winter encampment of the 33-member Lewis and Clark Expedition.
- Oregon Caves National Monument in Josephine County – preserving and interpreting a fabulous marble cave created by natural forces over hundreds of thousands of years in one of the world's most diverse geologic realms.
- Three sites that are units of the Nez Perce National Historic Park in Wallowa County – commemorating the legends and history of the Nee-Me-Poo (or Nez Perce) Indians and their interaction with explorers, fur traders, missionaries, soldiers, settlers, gold miners, and farmers who moved through or into the area.

The Park Service provides interpretive waysides, nature trails, visitor centers, wilderness hikes, accommodations, campgrounds, and information centers. Collectively the agency receives 838,000 visitor days in the state (John Day Fossil Beds NM- 100,000; Crater Lake National Park- 433,000; Fort Clatsop- 213,000; Oregon Caves- 92,000). All sites have accessible interpretive media and facilities.

▶ HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:

- Increased emphasis on environmental education;

- Increased emphasis on partnerships in accomplishing all our goals;
- Increased emphasis on broadening the diversity of the natural and cultural history represented in the National Park System.

3. BUREAU OF RECLAMATION

▶ CURRENT ROLE:

Reclamation has 16 water projects in the state of Oregon that include over 20 reservoirs or lakes that provide significant recreation opportunities. Reclamation has entered into management agreements for most of its recreation facilities with federal, state, and county agencies. In some cases, Reclamation has retained management of an entire reservoir, and in other cases Reclamation has retained management of only what's called the "Reclamation zone," or area immediately surrounding the dam.

Due to limits on authorities to provide recreation opportunities, Reclamation maximizes the use of managing partners wherever possible. Of the 350 sites in the west, over 200 are managed by State and local partners. Public Law 89-72 (Title 28) was passed in 1965 in an effort to provide funds to develop recreation facilities on reservoirs where recreation was not an authorized function. This program provides funds to non-federal government agencies on a 50-50 cost-sharing basis. The non-federal agency then administers the recreation development, absorbing the costs of operation and maintenance.

Common managing partners for Reclamation in Oregon include the US Forest Service, Fish and Wildlife Service, BLM, Oregon Parks & Recreation Department, Oregon Department of Fish & Game and several county parks.

▶ HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:

New legislation could add Reclamation to the Fee Demo Program, or change its authorities to provide recreation facilities in the absence of a non-federal partner. Reclamation can expect to have more projects turned back from managing partners in the next 5 years, due to a shortage of funding for partners to use managing the sites.

4. US ARMY CORPS OF ENGINEERS

► CURRENT ROLE:

- There are 20 Water Resource Projects that provide recreation opportunities in Oregon.
- 98 recreation areas are located on Corps lakes in the state. Thirty-four percent (33) are operated by the Portland District.
- The District manages over 119,000 acres of land and 100,000 acres of water.
- Over 22 permanent park rangers are employed in the Portland District.
- In Oregon, the Corps manages 292 campsites, 615 picnic sites, 35 boat launch lanes, 11 swim areas and has 9 miles of hiking and nature trails.
- In 2001, the Corps had approximately 9,672,000 visitors and collected \$240,300 in user fees in Oregon – some of these areas along the Columbia River are in Washington.
- The Corps operates 11 visitor information centers in Oregon.
- Major recreation opportunities include picnicking, camping, fishing, hiking/walking, sightseeing, non-pool swimming, bicycling, boating, water skiing, hunting, horseback riding, wildlife viewing, roller-blading, mountain biking and others.
- Corps of Engineer recreation and administrative programs include providing universal accessibility, protecting and eliminating aquatic plants, challenge cost share agreements, management and agreements involved with contributions/donations, law enforcement agreements, cooperative agreements (48+), cultural resource protection, fire protection, interpretation/outreach programs, development and updating of master plans, visitation collection and reporting, pest control management and eradication, real estate management, Lewis and Clark, facility modernization, career development and recruiting, project security, shoreline permits and management, a unified sign program, facility standard design, collection and management of user fees, park ranger uniforms, recruitment and development of volunteers, wetland protection, wildlife

management and protection and a host of other smaller programs.

Partners in recreation and natural resource program management include, but are not limited to:

- Linn County Parks and Recreation
- Lane County Parks and Recreation
- US Forest Service
- Bureau of Land Management
- Oregon Parks and Recreation Department
- Port of the Dalles
- Port of Arlington
- Boardman Park and Recreation District
- Port of Umatilla
- Skamania, Linn, Marion, Wasco, Morrow, and Benton Counties and the Klickitat County Sheriff's Office
- Oregon State Police
- Chenoweth School District
- Sherman County School District
- The Nature Conservancy
- Lane County Adult Corrections Department
- Looking Glass Youth and Family Services
- Oregon Paralyzed Veterans of America
- Oregon Woods Incorporated
- Oregon Department of Fish and Wildlife
- Jackson County Roads and Parks Department
- Oregon Adopt-A-River
- Northern Wasco County Parks
- Multnomah County Department of Adult Community Justice
- City of Oakridge
- Northwest Youth Corps
- Cascade Pacific Resource Conservation and Development Area Incorporated.

5. BUREAU OF LAND MANAGEMENT

► CURRENT ROLE:

In Oregon, the Bureau of Land Management (BLM) manages 15.7 million acres of public land. The Cascade Range divides the state into 2 distinct regions; the moist, forested western side; and the more arid eastern side. Evergreen forests, high desert mountain ranges, volcanic lava flows,

rugged river canyons, white water rivers, sand dunes, coastal headlands, spits and estuaries, historic sites and trails provide a variety of recreational settings and opportunities. Some of the more popular recreational activities on BLM-administered lands in Oregon include camping, picnicking, hunting, fishing, biking, hiking, rafting, swimming, horseback riding, off-highway vehicle driving, recreational mining and rock hounding.

The Oregon BLM manages developed recreation sites, campgrounds, picnic areas, hiking, biking, historic trails, wild and scenic rivers, back-country byways, off-highway vehicle (OHV) areas and watchable wildlife areas.

The BLM Oregon Recreation Guide lists 58 sites throughout the state having recreation facilities and providing recreational opportunities to the public. Included are:

- 16 recreation fee sites,
- the Yaquina Head Outstanding Natural Area and the National Historic Trail Interpretive Center, and
- 21 Wild and Scenic Rivers many of which are floatable with some collecting fees for use.

For the year 2001, over 8 million visits occurred on BLM lands in the state of Oregon. The fee revenue collected at recreation sites and special events was over \$1 million. All fees collected in Oregon are returned to the site where the collection occurred. The fees are then used for administration, facility improvements, and new project development.

The BLM manages public lands throughout Oregon, potentially serving a wide spectrum of demands and groups. Meeting the recreational needs of special populations continues to be challenging given that many agencies are struggling to meet basic recreation facility and resource protection needs under current federal, state and local budget constraints.

► HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:

The BLM's National Strategic Plan for 2000 - 2005 calls for providing opportunities for environmentally responsible recreation. Of special

emphasis in the national strategy is improving the condition of recreation facilities where needed and updating BLM land-use plans to address providing environmentally responsible off-highway vehicle (OHV) opportunities. The BLM completed a National OHV Strategy in 2001 as a first step in improving the management of this high growth activity. Over the next several years, the BLM will be working to implement the actions identified in the strategy at both national and local levels. The strategy calls for more partnerships, innovative planning, management and funding approaches, and reducing resource impacts.

In 1999, the National Landscape Conservation System (NLCS) was created in the BLM to help protect some of the Nation's most remarkable and rugged landscapes. The system includes National Conservation Areas, National Monuments, wilderness areas, Wilderness Study Areas, Wild and Scenic Rivers, and National Scenic and Historical Trails. In 2000, the 425,500-acre Steen's Mountain Cooperative Management and Protection Area and the 53,000-acre Cascade-Siskiyou National Monument were established, representing two of the most recent additions to the NLCS system in Oregon. This national system recognizes the BLM's increasing role in providing undeveloped landscapes and open space for the public to discover and explore.

6. US FISH & WILDLIFE SERVICE

► CURRENT ROLE:

The U.S. Fish and Wildlife Service's National Wildlife Refuge System has six priority recreational uses:

- Wildlife Observation
- Wildlife Photography
- Wildlife Interpretation
- Environmental Education
- Hunting
- Fishing

These six uses were designated as priorities in the National Wildlife Refuge Improvement Act passed by Congress in 1997. Other outdoor recreational activities may be permitted in on national wildlife refuges if they are determined to be appropriate and compatible with the purpose(s) the refuge was established for. All recreational uses, even the six priority uses, must be determined to be compatible with refuge establishment purposes, so

not all of the priority recreational uses may occur on every refuge.

The national wildlife refuges in Oregon provide:

- Opportunities to view and photograph wildlife in their natural habitats in ecosystems that range from the off-shore rocks, reefs and islands along the coast, to the wetlands of the Willamette Valley and the sage-steppe environment of the Oregon high desert.
- Wildlife related interpretive and environmental educational programs on animals and habitats ranging from shore and seabirds along the Oregon coast, to the waterfowl along the Willamette and Columbia Rivers and the large mammals and migratory and upland bird species in the high desert.
- High quality hunting opportunities are available on 7 refuges in Oregon and fishing opportunities are available on 10 refuges. Oregon State Regulations allow various species of fish to be taken or caught and released. Upland birds, waterfowl and mammals are permitted to be taken if compatible with refuge purposes and in accordance with Oregon State Regulations
- In 2001, 1,278,293 people visited national wildlife refuges in Oregon. The majority of those viewed the marine mammal life and seabirds of the Oregon Islands NWR, which stretches from the California border to Tillamook Head.
- The only designated wilderness area on Oregon refuges is the Oregon Islands Wilderness. It's closed to the public. It includes 17 acres on Three Arch Rocks NWR and 480 acres on Oregon Islands NWR. It consists of 2,400 islands along 300 mi of coast within 3 miles of shore.
- There are 2 wilderness study areas on Oregon refuges: Malheur (Malheur NWR) - 30,000 acres, proposed 1969, and Poker Jim Ridge (Hart Mountain NAR) - 16,462 acres, proposed 1972.
- The following sites are on the National Register of Historic Places:

1. Klamath Marsh - 1 archaeological site (Gupquanski Cremation Site)
2. Malheur NWR - Double-O Ranch Site, P Ranch, Sod House Ranch , and 3 archaeological sites (Site 35 HA-1263, Site 35-HA-403, and the Squaw Pit Village Site) William L. Finley NWR - John Fiechter House
3. McKay Creek Paleontological site is a designated National Historic Landmark
4. Historic trails crossing national wildlife refuges in Oregon
5. William L. Finley NWR - Oregon Trail
6. Lewis and Clark NWR - Lewis and Clark Trail

The national wildlife refuges in Oregon are major providers of resource protection, and because wildlife and their habitat are the highest priorities for the National Wildlife Refuge System, some areas are closed to public use seasonally or permanently. National wildlife refuges have federally commissioned refuge law enforcement officers on staff to enforce federal laws and regulations. USFWS Division of Law Enforcement Special Agents assist refuge officers as needed or requested. Every summer national wildlife refuges in Oregon hire high school students to work in the Youth Conservation Corps.

The USFWS works closely with other Federal agencies, OPRD, counties, cities and other groups with recreational facilities near national wildlife refuges in Oregon, so it can inform the recreating public where these facilities are if they are not available on the refuges themselves.

► HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:

- Funding for national wildlife refuges has increased substantially since 1998, and the increases are expected to continue. This will mean some expansion of compatible activities and facilities such as roads, parking lots, visitor contact stations, interpretive kiosks, and wildlife viewing facilities.
- Outreach regarding the recreational opportunities on national wildlife refuges is also expected to increase, which will increase visitation to the refuges in Oregon.

Nationally, visitation to refuges is expected to increase 50% over current levels.

- As refuges begin to consider the compatibility of recreational activities in light of the 1997 Refuge Improvement Act, some previously permitted activities may be phased out if they are determined to be incompatible with the mission of National Wildlife Refuge System and the purposes refuges was established for.

STATE AGENCIES

State recreation providers in Oregon include the Oregon Parks and Recreation Department, Oregon State Marine Board, Oregon Department of Transportation, Oregon Department of Fish & Wildlife, Oregon Department of Forestry and the Oregon Division of State Lands. Traditionally, the roles of state government include managing, protecting and conserving the state's natural and cultural resources, and to provide outdoor recreation, environmental education, and cultural/historical interpretation.

Towards this effort, state agencies:

- operate and maintain a system of public lands, including state parks and wildlife management areas;
- monitor, conserve, and enhance the quality of rivers, streams, lakes, public and private lands, coastal marshes, wetlands, bays, beaches, and Pacific coastal waters;
- manage and regulate fishing, hunting, and boating opportunities and activities;
- assist public and private entities in providing quality outdoor recreation activities; and
- cooperate with other governmental entities in these areas.

As far as its direct programming efforts, the primary responsibility of the State is to provide resource-based outdoor recreation. It accomplishes this through the acquisition of land and development of facilities necessary to make natural and cultural outdoor recreation resources of regional or statewide significance available to the public. State agencies assume a role as a bridge between the large, nationally significant parks managed by the federal government and the

community playgrounds and recreational facilities traditionally provided by local governments.

7. OREGON PARKS AND RECREATION DEPARTMENT

► CURRENT ROLE:

OPRD is a state park provider currently managing approximately 95,000 acres public recreation land, including high-quality natural resource areas, important historic areas and scenic viewpoints. The State Park System contains 230 park sites, with approximately 80% (179 sites) having developed recreational facilities including:

- 171 park sites with day-use areas (including 28 group picnic areas, 63 picnic shelters and 21 swimming areas),
- 53 park sites with camping opportunities,
- 40 park sites with water-based facilities (e.g. docks, boat ramps, launch sites),
- 11 park sites with meeting halls,
- 57 visitor access sites on the Willamette River Greenway,
- 475 miles of trails,
- 22 hiker/biker camps,
- 8 horse camps,
- 171 yurts, 47 cabins, 11 teepees, 3 covered wagons,
- 1 rock climber bivouac camp,
- 1 large historic youth camp,
- 4 marinas,
- 3 historic inns, and
- 1 large conference center.

(Note: Concession management is used for a limited number of facilities such as the conference center and some marina facilities.)

The State Park System hosts approximately 36 million day-use visitors and 2 million campers annually. These visitors include Oregonians who live nearby, and those who travel across the state to stay at a park as their primary vacation destination. Recent OPRD visitor surveys report that approximately 1/2 of all campers and 1/3 of day-use visitors were from out-of-state, mostly from the states of California and Washington. Visitors also travel from all over the U.S. and many foreign countries to enjoy our state parks.

OPRD has a mandate (by state law and rule) to be the recreation advocacy agency for the state of Oregon. As such, it is responsible for administering a number of federal and state grant programs providing funds to local recreation providers for the development of recreational opportunities in the state. OPRD recently completed a regional and statewide inventory of outdoor recreation resources and facilities, a participation survey of resident and out-of-state outdoor recreationists, a recreational facility needs assessment, and regional issues workshops as part of the SCORP planning effort.

In addition, OPRD works with other recreation providers to offer the most efficient and effective approach for managing various recreation sites/areas in the state. For example, OPRD manages several state parks that are located on federal lands with multiple-agency ownership. In addition OPRD works with federal and local providers in reviewing recreational planning documents (in a reciprocal manner) for the development of additional recreational resources/facilities.

OPRD administers the following related programs:

Natural Resource Management Programs

1. Ocean Shores - The Oregon Parks and Recreation Department is charged with the protection and preservation of the recreation, scenic, and natural resource values found on Oregon's ocean shore. OPRD is charged with regulating vehicle use, camping, and other recreational activities on Oregon's ocean shore.
2. Scenic Waterways - The program strives to achieve a balance between protecting the river's natural resources and the equally valuable lives and plans of the people who live along them. OPRD regulates activities such as cutting of trees, mining, construction of roads, railroads, utilities, buildings, or other structures within 1/4 mile of the bank of Oregon's designated scenic waterways.
3. Deschutes River Recreation Area - The lower 100 miles of the Deschutes River is the only Oregon river designated as a state recreation area. In addition, this reach of the Deschutes is a state scenic waterway, a federal wild and scenic river

and a tribal wild and scenic river for the Confederated Tribes of the Warm Springs Reservation. The river is internationally renowned as a whitewater boating and flyfishing river. It is managed for its natural and recreation values under a cooperative management agreement involving the state of Oregon, Bureau of Land Management and Confederated Tribes of Warm Springs.

4. Willamette River Greenway Program - The Greenway vision was originally a 215 mile long linear park from the river's mouth to Cottage Grove and Dexter dams upstream from Eugene. The Greenway was established in 1967 to protect and preserve the natural, scenic, and recreational qualities of lands along the Willamette River. OPRD administers over 8,000 acres of Greenway property. These lands range from large acreage major destination parks and campgrounds like Champoeg, Willamette Mission and Elijah Bristow, to small acreage, undeveloped parcels that provide natural habitat and remnant samples of the gallery forests and other flora and fauna once prevalent along the Willamette prior to European settlement. Many Greenway parcels are accessible only by boat, further insuring the visitor solitude in nature.

Cultural Resource Management Programs

1. The Parks History Unit (State Historic Preservation Office) - The Parks History Unit is directly responsible to the State Parks Director, who is the Governor-designated State Historic Preservation Officer. The History program is responsible for statewide administration of the federal historic preservation programs, which includes a statewide survey to identify buildings and archeological sites of potential historical significance; nomination of significant buildings and archeological sites to the National Register of Historic Places; review of all federally-funded or licensed projects for impact on historic buildings and archeological sites; administration of grants-in-aid for archeological site excavation, building restoration, and survey projects; administration of the federal investment tax credit program for rehabilitation of historic buildings, and related functions.

The Unit also administers a state property tax program for rehabilitation of historic buildings as

well as state archeological laws, coordinates historical management projects in the State Parks system, and provides consulting expertise to agencies of federal, state and local governments as well as to private citizens.

Finally, the Unit staffs the State Advisory Committee on Historic Preservation, the Oregon Historic Trails Advisory Council, the Historic Assessment Review Committee and the Oregon Pioneer Cemetery Commission.

2. The Oregon Heritage Commission - The Oregon Heritage Commission, comprised of nine governor-appointed and eight ex-officio members, was created by the 1995 Legislative Assembly as the state's primary agency for the coordination of heritage activities. The Commission is housed in the Oregon Parks and Recreation Department with staff managed by the Assistant Director for Heritage Conservation. Among its duties: prepare, adopt and implement the Oregon Heritage Plan; coordinate between groups and agencies with heritage interests; inventory state-owned cultural properties; encourage heritage tourism; and coordinate statewide anniversary celebrations.

Recreational Grant Programs

1. Land and Water Conservation Fund - Federal money distributed by OPRD for the acquisition, development, and rehabilitation of park and recreation areas and facilities. Eligible agencies include City and County Park and Recreation Departments, Park and Recreation Districts, Port Districts, Native-American Tribes, Metropolitan Service Districts and state agencies including the Oregon Parks and Recreation Department (OPRD), Oregon Department of Fish and Wildlife (ODFW), Oregon Department of Forestry (ODF) and the Oregon Division of State Lands (DSL).

2. Local Government Grants Program - Provides funding for the acquisition, development and rehabilitation of park and recreation areas and facilities. Eligible agencies include City and County Park and Recreation Departments, METRO, Park and Recreation Districts, and Port Districts.

3. County Opportunity Grants Program - Provides funding for the acquisition, development, rehabilitation and planning for county park and recreation sites that provide, or will provide, camping facilities.

4. Recreational Trails Grants Program - Provides funding for maintenance, development, acquisition and construction of new and existing trail facilities.

5. All-Terrain Vehicle Grants Program - Provides funding for acquisition, development, education and safety, first aid and police services, and operation and maintenance associated with providing riding opportunities.

Outreach Programs

1. The Beach Safety Program - The Beach Safety Education Coordinator works with safety advocates, educators, and private citizens to develop curriculum, messages, and materials designed to inform and educate the public about beach safety. The program uses television and newspaper advertising along with personal appearances, business partnerships and other methods to share the beach safety message.

2. Interpretive Programs - Most State Park campgrounds provide a full schedule of evening campground programs, guided walks and talks as well as children's activities through the Jr. Ranger program during the summer season. In addition, several parks have visitor centers, museums, and exhibits highlighting the cultural and natural history of that particular park.



Recreational Planning

1. Statewide Comprehensive Outdoor Recreation Planning.

- The Statewide Comprehensive Outdoor Recreation Planning effort includes an inventory of outdoor recreation resources and facilities, recreation participation survey, needs assessment, identification of recreational issues and strategies for addressing those issues, and guidance for community park and recreation planning. The SCORP plan is the basis by which all Oregon recreation providers (state, federal, local and private) catalogue and rank their recreation needs, obtain funding through partnerships and grants, and affirm their respective roles.
- A Concurrent State OHV, Non-motorized Trail and Water Trails Planning Process to provide information and recommendations to guide OPRD and other agencies in Oregon in their management of motorized and non-motorized trail/riding resources to be completed in 2005.

2. Regional Planning.

- The Ocean Shore Management Plan / Habitat Conservation Plan. The effort will result in two plan documents:
 - A comprehensive look at all of OPRD's regulatory and management responsibilities for the Ocean Shore (for over 200 miles of coastal beaches).
 - A formal Habitat Conservation Plan for the Western Snowy Plover, a threatened shore bird.

3. Master Planning.

- The OPRD master planning staff is continually involved in planning for the management and expansion of state parks (including completed plans for 115 state park properties). Recent master planning efforts include the first new major state park (Washington County State Park) and Natural Area (Whalen Island State Natural Area) in decades.

► HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:

- The mission of the Oregon Parks and Recreation Department is "to provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations." In the next 5 years, the agency will move towards a more "balanced approach" in providing quality recreational experiences to a growing number of users while protecting those precious natural resources within the State Park System. Initial examples of this "balanced approach" include an increased focus on the Oregon Plan, the Willamette River Initiative and Snowy Plover Management planning effort.
- An increased emphasis on protecting and restoring valuable historic resources.
- A greater emphasis on providing comprehensive and non-exclusive natural and cultural resource protection.
- An increased effort to develop "world-class" interpretive programs.
- Increased emphasis in the direction presented in the state park publication, "Target 2014: Goals and Strategies for Oregon Parks and Recreation Department." (Included in the OPRD agency/ organization's mission goals and objectives.)

8. OREGON STATE MARINE BOARD

► CURRENT ROLE:

The Marine Board registers and titles motorboats, sailboats over twelve feet in length, floating homes, boathouses and houseboats. The Board also licenses ocean charter boats and guides and outfitters operating in the state. The Board sets equipment and operating requirements for recreational watercraft operating on Oregon's water and shares concurrent jurisdiction with the U. S. Coast Guard on federally navigable waterways. The Board has also entered into law enforcement compacts with adjoining states to enforce common boating laws on boundary waters such as the Columbia River.

State boating laws are enforced by the Oregon State Police and County Sheriffs under contracts funded by the Marine Board. Marine officers are

trained and certified by the Board at an annual marine law enforcement academy. In addition, training programs in boat handling, alcohol and drug recognition testing, accident investigation, and other specialties are sponsored by the Board throughout the year. The Board also provides boats, equipment and supplies to support marine officers in the field.

The Board provides grant funds to local governments, port and park districts, and other state agencies to provide boating access and support facilities such as boat ramps, boarding floats, parking, restrooms and waste disposal systems. Design and engineering expertise and technical assistance is also provided to grant applicants and sponsors by Board facilities program staff. The Board administers federal funds provided to Oregon through the Clean Vessel Act, providing grant assistance to government agencies and qualifying private marinas for pumping stations and containment systems to receive waste from boat holding tanks and portable toilets. The Board also issues permits for polystyrene foam floatation used in new or significantly remodeled floating structures, which, by state law, is required to be fully encapsulated.

Oregon's new Mandatory Boater Education Law will eventually require all Oregon recreational powerboat operators to carry a "Boater Education Card" showing they have completed a basic boater education course or have passed an equivalency exam. This will apply to operators 16 and older running any type of watercraft greater than 10 horsepower, and youths 12-15 operating any type of power boat. Under the program, a boater must be at least 12 years old to obtain a boater education card. The age requirements for having a Boater Education Card will be phased over a ten-year period, beginning in 2003.

► **HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:**

The most significant change in the agency will come about as the result of the newly established mandatory education program. With over 190,000 motorized boats statewide, it will take a concerted effort by the Board to provide sufficient educational opportunities for all operators of these boats over the ten-year phase-in period.

9. OREGON DEPARTMENT OF TRANSPORTATION

► **CURRENT ROLE:**

Through the sale of parking permits, the Sno-Park program provides funds for enforcement of the permit requirement and snow removal, and development and maintenance of Sno-Parks. Most Sno-Parks are located on US Forest Service land and may include snow play, downhill and nordic, and snowmobile areas. While the Sno-Park program is administered by ODOT, the responsibility for recreational facilities, resources, and programs remains with the land manager. Winter parking areas and trailheads are available to the public in addition to those included in the Sno-Park program.

Safety rest areas and the facilities available at them are generally provided by ODOT for the safety of motorists. These areas are not intended for recreational purposes. Activities such as camping, lighting fires, and hunting are specifically prohibited in a safety rest area. While historical markers, interpretive kiosks, and information centers may be located in rest areas, those features are generally managed by other agencies.

ODOT also published the 1995 Bicycle and Pedestrian Plan serving the following purposes:

- To implement the actions recommended by the Oregon Transportation plan;
- To guide ODOT, MPO's, the cities and counties of Oregon and other agencies in developing bikeway and walkway systems;
- To explain the laws pertaining to the establishment of bikeways and walkways;
- To provide information to citizens interested in bicycle and pedestrian transportation;
- To fulfill the requirements of the Intermodal Surface Transportation Efficiency Act (ISTEA), whereby each state must adopt a statewide bicycle and pedestrian plan;
- To fulfill the requirements of Oregon Administrative Rule 660-12 (Transportation Planning Rule 12); and
- To provide standards for planning, designing and maintaining bikeways and walkways.

To obtain copies of the plan, contact:
 Bicycle and Pedestrian Program
 Room 210 Transportation Building
 Salem, OR 97301

Finally, ODOT administers the state's Scenic Byways program. Oregon has 18 Byways and Tour Routes, more National Scenic Byways and All-American Roads than any other state in the nation.

► **HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:**

Without a change in funding it is not anticipated that ODOT's role in providing outdoor recreational opportunities will change over the next 5 years. ODOT is funded through tax levies on motor vehicle fuel. The Oregon constitution limits use of these funds to building and maintaining roadways.

10. OREGON DEPARTMENT OF FISH AND WILDLIFE

At the time of this plan, the Oregon Department of Fish and Wildlife Department was in the process of leadership change and facility relocation. As a result, they were unable to provide current information for this roles discussion.

11. OREGON DEPARTMENT OF FORESTRY

► **CURRENT ROLE:**

Oregon's State Forests are managed under a set of statutory and policy mandates unique to public land in Oregon. The lands deeded to the State Board of Forestry by county governments are to be managed "so as to secure the greatest permanent value of such lands to the state." The types and extent of recreational activities considered and proposed in long-range plans must reflect the constraints of these mandates.

State Forests have the potential to serve several important roles as a regional recreation provider. Recreational use is more than just the demand for a specific activity. It is also a demand for a physical setting conducive to that activity and to the particular experience desired by the recreationist. The recognized system for classifying settings and the experience they provide

is the Recreation Opportunity Spectrum (ROS). The ROS is a continuum of recreational settings ranging from primitive (wilderness) at one end and urban (cities) at the other. It is a common method of defining a provider's role and is used extensively by federal, state, and local agencies. State Forests will be managed to provide settings that lie at the mid-range of the spectrum within the categories of Roded-Natural and Roded-Modified.

Roded-Natural: Forest settings that generally appear natural or slightly altered. Access is by highway, road and trail. Users can expect to meet moderate numbers of other people. Facilities such as developed campgrounds, trailheads, and trails are present but widely distributed. Occasional use of off-highway vehicles occurs. There are ample opportunities to seek solitude and participate in activities where there are no facilities and few people.

Roded-Modified: Forest settings that have obviously been altered by timber harvesting. Access is by highway, road and trail. Users can expect to meet a high level of other people in concentrated locations along rivers, peaks, and developed sites. Facilities such as developed campgrounds, trailheads, and day use areas are numerous. Frequent and concentrated use of off-highway vehicles occurs. There are limited opportunities to seek solitude and participate in activities where there are no facilities or other people.

Dispersed Recreation

Because of the size of and location of State Forest lands and the extensive network of roads that exist there, the forest provides a setting for a variety of dispersed recreation activities. Camping, hunting, angling, and target shooting are all popular activities for which the forest provides an excellent setting. Dispersed camping continues to be a popular activity. ODF recognizes the demand for dispersed camping opportunities and manages sites to accommodate use, protect resources, and limit fire danger.

Developed Facilities

Managing the landscape to accomplish the general description of recreational settings above, Oregon's State Forests will provide rustic, natural,

but high quality facilities in locations where resource compatibility permit and the need for development has been identified.

Managers will apply the following general approaches when developing facilities for recreation:

1. Campgrounds

- fees are charged for overnight use
- all have barrier-free vault toilets, designated campsites, and ADA compliant trails where feasible
- drinking water is available from a centralized well with a hand pump where ground water and geology allow
- campsites are equipped with fire grates, picnic tables, tent pads, and site markers

2. Day-use Areas: Day-use areas are located to maximize a specific recreation opportunity unique to an area. They are physically separated from camping areas using available terrain and natural and placed barriers.

- generally include space for parking, information boards, picnic tables, and trails
- vault toilets may be available at heavily used areas
- no fees are charged for day-use activities at this time

3. Staging Areas and Trailheads: A staging area is a facility for accommodating a specific trail-oriented recreation activity. The area meets the minimum requirements of a campground but generally does not have drinking water. Fees may be charged for overnight use.

a. Off-Highway Vehicle Staging Area:

- Parking area large enough for OHV trailers to turn around
- Vault toilet facilities
- Campground area is designed for OHV use

b. Equestrian Staging Area:

- Parking area large enough for turn around space for stock trailers
- Vault toilet facilities
- Provide day-use access to equestrian trail

- Area is designed for equestrian use – pull through sites, corrals, manure bins
- c. Trailheads:

- A developed area, which includes a parking area, trail information, trash receptacles, and vault toilet facilities in high-use areas.

▶ HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:

- Significant issues affecting the role of State Forest management include the recovery plan process for the northern spotted owl and further considerations for the marbled murrelet and wild salmon runs which may determine future land allocations, distribution, timing and level of recreational activities.
- Construction and opening of the Tillamook Forest Interpretive Center on the Wilson River in northwest Oregon will bring increased visibility of State Forests to the general public and increased educational and interpretation programs.
- Increased investments in facility development projects.

12. OREGON DIVISION OF STATE LANDS

▶ CURRENT ROLE:

The State Land Board and the Division of State Lands (Division) manage approximately 2.3 million acres of land owned by the State of Oregon.

Principles for Public Access and Recreation Use

1. The Division allows public recreation on state lands when compatible with the objectives of the Asset Management Plan: *A Plan to Guide the Care and Management of Land Waterways and Minerals to Benefit the Common School Fund* (December, 1995), and commensurate with public safety and the rights of lessees to use the subject land according to the provisions of their leases. Dispersed recreation and education opportunities are emphasized. The Land Board may establish regulation pertaining to public recreational use within specific areas. Public access may be closed, restricted, or limited to protect public safety; to prevent theft, vandalism and garbage dumping; to

protect soils, water quality, plants and animals; or to meet other land management objectives or lease terms.

2. The Division works with other government entities and interested persons to make accessible to the public special features or resources on DSL land consistent with the conservation and/ or protection of the attribute.

3. The construction and operation of improvements to DSL land for recreational use will be permitted only with prior written authorization of the Division. Temporary overnight camping will generally be allowed; however, its location and duration may be controlled or restricted.

4. The commercial use of DSL land, on an exclusive or long-term basis for recreation, will be permitted only with prior written authorization from the Division. Prior to allowing exclusive uses, the Division will consider the uniqueness of a recreational site or opportunity, and availability and proximity of other, similar recreational sites and opportunities. Such uses include, but are not limited to:

- Long-term camping within the same area, or use in lieu of a permanent residence;
- Base camps or "permanent" overnight sites maintained and used continuously and exclusively by guides or organizations; or
- Hunting reserves exclusive to members.

Principles for Unique Natural and Cultural Resources

1. In recognition of its stewardship responsibilities, the Land Board will use appropriate measures and partnerships that are consistent with Trust and Non-Trust Land objectives to conserve cultural resources (e.g. historic, archaeological); unique geological and physical features; riparian resources; wetlands; wildlife habitat; and sensitive and threatened endangered plant, animal and aquatic species.

2. The Division, with assistance from the Natural Heritage Program, will identify areas with special natural features that may be eligible for recognition by the Natural Heritage Program.

This program identifies natural areas with special plants, animals and aquatic species or rare geologic features that should be protected. If conflicting uses are identified, the Division may seek funding to remove those lands from Trust designation (if applicable), exchange or transfer management of those lands to other entities equipped to maintain these features, or classify them as Special Interest land pending future transfer.

3. The Division, with the assistance of the State Historic Preservation Office, will establish a procedure to identify historic or archaeological sites and protect them at a level, which, at a minimum, meets regulatory requirements. Actual inventory may take place during area management planning, or when site-disturbing activities are planned, or prior to land disposal.

4. The long-term protection and management of the state's wetland resources will be ensured through both regulatory and non-regulatory measures including:

- Providing protection of wetlands and restoration sites;
- Conserving and managing functions, and values, of wetlands;
- Encouraging restoration of wetlands for watershed, water quality and / or wildlife objectives, while accommodating necessary economic activities; and
- Managing Oregon's wetlands through partnerships that improve communication, cooperation and consistency among agencies, organizations and the public.

5. The long-term protection and management of state Scenic Waterways and federal Wild and Scenic Rivers will be ensured through both regulatory and non-regulatory measures, including:

- Protecting and enhancing scenic, aesthetic, natural, historic, archaeological, recreation, scientific and fish and wildlife values along federal Wild and Scenic Rivers and state Scenic Waterways through protection of the special attributes that caused the Waterways to be included in the Scenic Waterway system;

- Preserving federal Wild and Scenic Rivers and state Scenic Waterways in their free-flowing condition and prohibiting dams, reservoirs and impoundments;
- Recognizing recreation, fish and wildlife uses as the highest and best uses of the waters within Scenic Waterways; and
- Cooperating with other state, local and federal agencies, affected Indian Tribes and other appropriate parties to achieve coordinated management and protection of state Scenic Waterway values.

Other Responsibilities:

In addition to the previously mentioned responsibilities, the Division of State Lands provides some recreation related services to the public and regulates certain aspects of the protection of Oregon's waterways including:

- Managing the South Slough National Estuarine Research Reserve (near Coos Bay);
- Providing support to the Oregon Natural Heritage Advisory Council;
- Maintaining historical records on all state land transactions,
- Administering Oregon's Removal-Fill Law, which requires a permit to remove, fill, or alter more than 50 cubic yards of material in the state's waterways; and
- Providing wetlands conservation and management expertise and coordination.

LOCAL GOVERNMENT PROVIDERS

1. MUNICIPAL/ SPECIAL DISTRICTS

▶ CURRENT ROLE:

Because of population densities and the lack of large open space areas and resource-based recreation opportunities, municipal recreation systems tend to concentrate on providing more intensive, user-oriented facilities that require relatively little space. However, some municipalities and Special Districts also administer land acquisition programs or levy special taxes or fees for parks and have assumed some responsibility for providing resource-based recreation (e.g. West Linn and the City of Portland). Municipalities typically provide recreation facilities in or near urban areas for local residents. Urban parks also serve to satisfy visual

open space needs and help to define the character of the city. Local recreation providers tend to be more heavily involved in recreation and leisure programming to address a wider variety of public leisure needs.

All municipal recreation providers, large or small, are faced with the task of providing their citizens the full range of recreational opportunities. The type of areas and facilities acquired, developed, and operated may be diverse, including not only multipurpose parks, playgrounds, community centers, sports fields and courts, and swimming pools, but also facilities for performing arts, golf, ice skating, camping, and the enjoyment of nature. Marinas, zoos, aquariums, gardens, museums, and galleries, libraries, and cemeteries may also be provided.

Most small park and recreation departments rely on community volunteers to coach and officiate sports leagues, as well as to organize and run youth recreation programs. It is also common to find many recreation programs and community-wide special events co-sponsored by schools, local church groups, civic and fraternal organizations, and local businesses. In contrast, larger municipalities often have large recreational staffs. Most large municipal park and recreation departments work closely with voluntary agencies, schools and colleges, church groups, business, and industry in offering programs, services, and community-wide special events.

Programs may include team sports (softball, baseball, basketball, volleyball, soccer and football); individual sports (tennis, golf, aerobics, swimming, and gymnastics); outdoor recreation (picnicking, boating, fishing, hunting, skiing, swimming, biking, walking/hiking, and nature study); summer recreation programs and camps; before-school and after-school programs; instructional classes (arts and crafts, music, dancing, drama, and martial arts); concerts, cultural exhibits; special events; and special programs for people with disabilities.

Special Park Districts are independent of other units of local government, but can be likened to political subdivisions of states, such as cities and counties. Opportunities provided by districts include neighborhood, community and specialty

parks, recreation programming for all ages, senior recreation, sports programming, regional, community and neighborhood trails, historic properties and preservation, and natural resource conservation/stewardship/education.

Administrative responsibilities include budgeting, planning, capital improvements, parks and recreation programs and services and personnel management (e.g. Tualatin Hills Park & Recreation District and Bend Metro Parks and Recreation District).

► **HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:**

- Increased educational programs due to public school funding reductions.
- Additional emphasis on natural area preservation/improvements, environmental education, and natural resource-based recreation.
- Reduction in services due to funding constraints and limitations imposed by Measures 5 and 50, and the public's unwillingness to pay for new parks, facilities and related infrastructure.

2. COUNTY PARK AND RECREATION DEPARTMENTS

► **CURRENT ROLE:**

Counties acquire and develop parks serving citizens of an area larger than a single municipality but less than statewide. Counties provide a substantial amount of the public sector boating access, and RV and camping related facilities around the state. Many of the county facilities are overnight and day use, water-based recreation facilities providing access to lakes, streams and rivers. Most county programs would fall in the mid-range of the recreation opportunity spectrum providing developed and semi-developed outdoor recreation opportunities for people in the urban/rural interface. Counties provide a significant amount of the facilities for access to natural resource orientated activities such as camping, hiking, fishing, picnicking, motorized and non-motorized boating, water-skiing, swimming, ATV riding, bicycling, nature study and interpretation.

Significant Resources and Facilities provided by counties include:

- Parks and open space areas including linear parks, waysides, and water access points.
- Overnight camping: RV and tent sites, group areas, dispersed areas, cabins and yurts.
- Day use: Picnic shelters (group and individual), hiking and nature trails, ATV and equestrian facilities, playgrounds, and sports fields.
- Water-based: Boat ramps, piers, docks and moorage.
- Swimming: Beaches, pools and water-slides.
- Museums and nature centers: Cultural, historical and natural history.
- Many counties also administer and manage forest resources/timber programs.

► **HOW ROLE MAY CHANGE IN THE NEXT 5 YEARS:**

County agencies have been under increasing pressure to be fiscally self-sufficient. With budget constraints and ballot measure constraint, county park systems will be looking for creative ways to generate more revenue in order to be able to maintain their systems. This could lead systems to prioritize revenue-generating facilities over facilities that do not generate revenue or generate very little revenue. Politically it has become very difficult to justify acquiring open space, or construct new day use and dispersed non-motorized boating facilities. Traditionally county recreation facilities have been a place that local families, seniors and lower income people have been able to use with little or no cost. That role could change as counties charge more and more user fees for facility access.

On the brighter side, in more urban areas there will be pressure from community and environmental groups to acquire more open space, especially along the urban fringe. This fringe area, more often than not, falls under the jurisdiction of the counties. Counties in Oregon have traditionally been very conservative and the idea of acquiring areas solely for open space and resource protection has not been a priority. The county's

role of providing solely traditional forms of parks will need to evolve. Some counties are already evolving to meet this new role. Benton, Lane and Marion Counties are currently making an effort in this direction.

Counties are also experiencing an increased demand to provide recreation areas/opportunities for ATV and other motorized and non-motorized recreation activities, which are increasingly restricted on Federal lands. These recreationists participate in activities that are often viewed as detrimental to the environment, and are finding it increasingly difficult to locate areas where they can participate in their chosen activities.

3. PUBLIC SCHOOL SYSTEM

► CURRENT ROLE:

The primary function of the Oregon public school system has always been to provide educational opportunities for state residents. In fulfilling this role, the facilities provided by the public school system have also become a major source of user-oriented recreation in many communities in Oregon. In many municipalities, particularly rural municipalities, school recreation facilities are often the only public recreation facilities available.

Statewide, public schools provide a substantial portion of a number of user-oriented recreation facilities including:

- 76% of all Outdoor Basketball Goals
- 68% of all Football/Rugby/Soccer Fields
- 65% of all Baseball/Softball Fields
- 53% of Equipped Children's Playground Acres
- 51% of all Outdoor Tennis Courts
- 26% of all Indoor Swimming Pools
- 17% of all Outdoor Swimming Pools

Public schools often work in cooperation with municipal recreation providers to provide recreational programming such as arts and crafts and dance classes in addition to sports leagues. The intent is to make the most efficient use of existing facilities and recreational staffing available within the community. In many cases, a school will provide the recreational facility and the parks and recreation organization the staffing and administration of the program (or the opposite

arrangement). An example is in McMinnville where the McMinnville Parks and Recreation Department is responsible for scheduling activities in the gymnasium after regular school hours.

4. THE PRIVATE SECTOR

► CURRENT ROLE:

Recreation businesses provide many of the necessary recreational opportunities that customers need for satisfying recreational experiences. Businesses manage natural resources, provide facilities and equipment, and offer leadership, guiding and other services to individuals or groups that recreate outdoors in the state of Oregon. In addition semiprivate, not-for-profit groups, including land trusts, conservancies and the like, manage resources and make some available to the public for recreation.

Private programs range from for-profit recreational enterprises such as campgrounds, golf courses, marinas, and attractions of all kinds to the quasi-public (not-for-profit) programs of conservation organizations, churches, clubs, youth organizations and private industry. Industries with extensive land holdings, notably the forest products industry in Oregon, provide recreation resources and excellent facilities on their lands for the free use of the public or at some nominal fee.

Statewide, the private-sector provides a substantial portion of a number of recreation facilities including:

- 100% of all Downhill Ski Lift Capacity
- 89% of all Golf Course Holes
- 63% of all RV/Trailer Campsites
- 41% of all Museum/Interpretive Building Sites
- 16% of all Tent Campsites
- 10% of all Designated Cross-Country Ski Trail Miles

ESSAY QUESTION RESPONSES

Some recreation providers chose to submit agency/organizational information in a different format than responding to each essay question. In such cases, the provider's information is presented as submitted to OPRD. Although private-sector recreation provider representatives were given an

opportunity to provide essay question responses, none responded to the request.

FEDERAL AGENCIES

1) US Forest Service

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

Mission Statement:

"Address the needs and expectations of national forest visitors by delivering a quality recreation experience while protecting the ecosystem."

Goals and emphasis areas include:

- Improve settings for outdoor recreation;
- Improve visitor satisfaction with our facilities and services;
- Improve educational opportunities for the public about the values of conservation, land stewardship, and responsible recreation;
- Strengthen our relationships with private entities and volunteer-based and nonprofit organizations;
- Establish professional managed partnerships and intergovernmental cooperative efforts.

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state.

Major obstacles include:

- Relatively static land base compared with increased demand for recreation use;
- Maintenance backlog of developed recreation facilities, trails, and other associated facilities;
- A niche on many east-side forests is providing general forest land recreation opportunities which are time consuming to manage and often under-funded;
- Resolving conflicting use demands on specific recreation sites;
- A changing workforce to keep up with the needs of our recreating public.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

Actions necessary to overcome the obstacles include:

- Implementation of the R-6 Recreation Focus, a recreation strategy that clarifies and focuses our roles and actions through clearly defining our "essence and niche" at various scales. The strategy would be responsive to public desires and increase our understanding of what settings and places are important to the recreating public. Clarifying our roles helps us focus our time and money wisely and prioritize our actions.
- Utilization of our integrated business management system to help prioritize our work.

2) National Park Service

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

Mission Statement:

"The National Park Service preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world."

Goals:

- Preserve park resources;
- Provide for public enjoyment and visitor experience of parks;
- Strengthen and preserve the natural and cultural resources and enhance recreational opportunities managed by partners.

Objectives:

Every visitor should enjoy national parks and their resources. People visiting parks should enjoy both their activities and their accommodations. Park

facilities and services include campgrounds, roads, and trails, water systems, hotels, stores, and boat tours. Visitor surveys and focus groups are used to evaluate specific aspects of park visits and to provide critical information in managing these facilities and services. The Park Service intends to have a 95% satisfaction rate with its facilities, services and recreational opportunities.

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state.

Perhaps the biggest challenge in the NPS today is ensuring that the national park system is relevant to all people in a changing American public. The NPS also has a large funding shortfall and backlog of maintenance needs that nationwide exceeds \$5 billion.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

The NPS is working to expand the system to increase relevancy to a broader segment of the American public. Examples of recent additions include the Minidoka Internment Camp in Idaho – memorializing the time and events during World War II when many Americans of Japanese heritage were interned out of fear over national security; Rosie the Riveter – memorializing the contribution that women of all backgrounds made to the war effort in World War II and the associated cultural changes in the United States during that time; and the Underground Railroad commemorating the nationwide network that aided escaping slaves during the American Civil War.

The NPS is also attempting to better understand the values and needs of park visitors in order to correctly plan facilities, interpretive media, and programs to accommodate a wider spectrum and cross-section of the American public.

To correct the maintenance backlog, the NPS is focusing much of its entrance fee and other revenue to restoration and rehabilitation projects.

3) Bureau of Reclamation

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

The Department of Interior's Bureau of Reclamation was created to help sustain the economy, improve the environment, and improve the quality of life in the 17 Western States by providing reliable supplies of water and energy. Since 1902, Reclamation has been developing an infrastructure of dams, hydroelectric power plants, and water conveyance facilities to help accomplish this task. This infrastructure also provides flood protection, fish and wildlife habitat, river regulation, water quality protection and improvement, and recreation. More than 300 recreation areas have been created by Reclamation projects in the 17 Western States, containing approximately 5 million acres of water and land surface for public recreation with over 80 million visitors each year. Reclamation has 350 developed recreation sites, 225 concession operations, and 9 National Recreation Areas.

Goals and objectives for recreation management include to:

- Effectively protect our nation's natural resources while accommodating the recreation desires of the public.
- Ensure that recreation and concessions activities are developed, maintained, rehabilitated, and offered on a consistent basis to the public through self-management and the use of managing partners.
- Maintain a customer service focus ensuring a positive public image of Reclamation and the Federal Government.

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state.

Without a managing non-federal partner, Reclamation does not have the authority to provide anything beyond "minimum basic facilities," which are defined as vault toilets, guardrails, and vehicle turnarounds.

Many managing partners do not have adequate resources to construct, operate, or maintain facilities, often resulting in a "turn back" to Reclamation. Turn backs can happen overnight, and usually involve poorly maintained and managed facilities. When a turn back occurs, Reclamation only has the authority to maintain existing facilities. Reclamation does not have adequate resources to provide proper oversight and financial assistance to prevent turn backs.

Reclamation is not included in the Fee Demo Program. The Land and Water Conservation Fund prevents Reclamation from charging entrance fees. Reclamation has no authority to retain and re-use user fees. Reclamation has no authority to sell maps or publications and no funding to deal with accessibility requirements.

Reclamation has had a difficult time eliminating private exclusive uses (approx. 5,000 trailers, mobile homes, and cabins in the 17 Western States). Reclamation also has no authority to partner with non-government entities such as private or non-profit groups and no authority to directly enter into concessions contracts.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

Efforts have been underway to pass legislation that would add Reclamation to the Fee Demo Program and explore other funding opportunities through the Federal Pilot Lakes Program.

There have been recent efforts at introducing legislation to change Reclamation authorities to allow for construction and operation of recreation facilities without the presence of a non-federal managing partner.

4) US Army Corps of Engineers

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

Mission Statement:

"The Army Corps of Engineers is the steward of the lands and waters at Corps water resources projects. The Corps Natural Resources Management Mission is to manage and conserve those natural resources, consistent with ecosystem management principles, while providing quality public outdoor recreation experiences to serve the needs of present and future generations."

In all aspects of natural and cultural resources management, the Corps promotes awareness of environmental values and adheres to sound environmental stewardship, protection, compliance and restoration practices. The Corps manages for long-term access to, and use of, the natural resources in cooperation with other Federal, State and local agencies as well as the private sector. The Corps integrates the management of diverse natural resource components such as fish, wildlife, forests, wetlands, grasslands, soil, air, and water with the provision of public recreation opportunities that contribute to the quality of American life.

Program Objectives:

- To provide a quality outdoor recreation experience which includes an accessible and healthful environment for a diverse population;
- To increase the level of self-sufficiency for the Corps recreation program;
- To provide outdoor recreation opportunities on Corps of Engineers administered land and water on a sustained basis; and;
- To optimize the use of leveraged resources to maintain and provide quality public experiences at Corps water resources projects.

5) Bureau of Land Management

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

The goal of the BLM recreation policy is to provide a broad spectrum of public land recreation. The BLM will strive to provide the facilities, services, and the access necessary to meet the growing demand for recreation opportunities, consistent with other multiple-use resources and values. This requires that the BLM continue to cooperate with other agencies, communities, recreation groups, private enterprise, and other interested parties in identifying and supplying critical recreation needs on BLM-administered lands that compliment recreation opportunities offered on other public and private lands.

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state.

1. The BLM often manages public lands within an hour of urban areas and larger rural communities in Oregon. BLM-administered lands in these areas are often intermixed with private lands. This creates a variety of challenges.

The demand for undeveloped recreation (target shooting, hunting, off-highway vehicle use, camping, etc.) on BLM-administered lands in these areas is growing. The supply for these recreation activities is often static or declining as private forest and rangelands are increasingly closed to public motorized access due to problems with dumping, vandalism, drugs and long-term occupancy.

Problems with these illegal activities also occur on public lands. Currently there is inadequate law enforcement and recreation staff to manage the increasing recreational use and illegal activities on BLM-administered lands in these urban interface areas. This creates growing concerns on how the BLM can continue to provide quality recreation opportunities and adequate public safety in these areas.

There is also inadequate funding to develop and maintain the facilities and services necessary to meet basic resource protection needs (sanitation, fire protection, trash collection) in the undeveloped urban interface and other areas receiving high levels of recreation use.

2. The demand for motorized recreation activities continues to grow, while environmental concerns and conflict with other recreational groups makes providing for these activities more difficult on BLM-administered lands. This is especially true for off-highway motorized use.
3. The BLM often lacks the staff resources to proactively develop facilities and programs that meet the needs of changing population demographics.
4. A growing number of new recreational activities associated with new technologies continue to add management challenges to meeting recreational demand while minimizing resource concerns and visitor-use conflicts.
5. Flat and declining federal funding makes it more difficult for the BLM to maintain existing facilities, develop new facilities and address many of the challenges described above.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

1. The BLM needs to continue to support partnerships and involvement among federal, state, local and private recreation and law enforcement providers. Combining resources among these groups to develop and manage recreational opportunities across jurisdictional boundaries may be the only way to approach meeting growing demand. Involving local communities, recreation groups and other interested parties early is also important to successful recreation project planning, implementation, and management.

2. The BLM needs to continue to provide flexible and satisfying volunteer opportunities. Volunteers can provide a cost-effective and mutually beneficial way of developing and maintaining recreation facilities, providing visitor services, educating visitors about appropriate recreational ethics, and increasing a positive agency presence on public lands. Their assistance helps maintain facilities, reduce resource impacts, and illegal activities.
3. While partnerships and volunteer programs can increase the efficiency of public and private funding, the BLM may still need additional staff and funding to provide the support needed to establish and maintain these partnerships.
4. The federal fee demonstration program currently allows recreational fees received to remain at those sites from which they were collected. These fees help provide additional funding to repair and enhance recreational facilities and services to meet growing and changing demands; however, permanent authority for the agencies to collect and keep these fees has not yet been approved by the US Congress.

6) US Fish and Wildlife Service

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

The U.S. Fish and Wildlife Service's National Wildlife Refuge System goal is to provide high quality wildlife-dependent recreational activities on the 18 national wildlife refuges in the state of Oregon.

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state.

1. A high maintenance backlog with a prioritizing system that ranks recreational and interpretive facilities low unless their condition is a health and/or safety issue.
2. A shortage of trained visitor services staff to handle increasing visitation.

3. A resolution of conflicting recreational expectations between the visiting public and refuge managers.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

1. Complete the national and regional visitor use strategy and work to implement it.
2. Make hiring visitor services staff to implement the visitor use strategy a high agency priority.

STATE AGENCIES

1) Oregon Parks and Recreation Department

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

(Note: The following mission and goals information was taken from the OPRD publication "Target 2014: Goals and Strategies for Oregon Parks and Recreation Department.")

Mission Statement:

"Provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations."

Agency Goals

Goal 1. Promote outdoor recreation in Oregon.
The Oregon Parks and Recreation Department will serve as the principal advocate, leader and source of expertise and support for outdoor recreation providers at all levels of government.
Steps to achieve Goal 1

1. Provide an up-to-date, state-of-the-art Statewide Comprehensive Outdoor Recreation Plan (SCORP) as a statewide and regional information and planning tool. SCORP is the basis by which all Oregon recreation providers (state, federal, local and private) catalogue and rank their recreation needs, obtain funding through partnerships and grants, and affirm their respective roles.
2. Continue serving recreation providers with technical expertise on recreational trails and funding from sources like the Land and Water Conservation Fund and the Transportation Efficiency Act of the 21st Century (TEA-21).

Goal 2. Embody the principles of natural resource conservation in land stewardship and agency business practices.

Both the Commission and the Department hold a public trust to protect Oregon's state park properties, as well as the Willamette River Greenway, State Scenic Waterways and ocean beaches. The Department will be a model of natural resource conservation by balancing the needs of today's visitors with sound resource management.

Steps to achieve Goal 2

1. Manage state park properties for aesthetics, forest health, biological diversity, wetland and riparian enhancement, and rare and sensitive species protection and recovery.
2. Work with conservation organizations, other state, local and federal agencies, and park neighbors to protect park watersheds and ecosystems.
3. Create memorable interpretive experiences that come alive for park visitors, so that they support overall conservation principles, and understand how resource management is practiced in the parks.
4. Achieve sustainability by 2014 in all new development, park maintenance and resource management. Measure progress with interim benchmarks.
5. Offer camping and outdoor skills education to foster life-long interest in the outdoors and to instill stewardship values in a growing urban and changing rural populations.

Goal 3. Preserve Oregon's rich cultural heritage and broaden public understanding of Oregon's historic places and events.

Many state parks contain sites important to Oregon's past and present culture. But the cultural history of Oregon – and the structures, landmarks, and special places that represent it – extends well beyond the boundaries of park properties. The Oregon Heritage Commission and State Historic Preservation Office, both divisions of the Oregon Parks and Recreation Department, are the safeguards of this public trust.

Steps to achieve Goal 3

1. Maintain a vital Oregon State Historic Preservation Plan. This plan is a key source of technical and financial information for stakeholders who manage cultural resources.

2. Demonstrate principles of good cultural resource management within state parks.
3. Lead key constituencies such as the State Advisory Committee on Historic Preservation, the Oregon Heritage Commission, the Oregon Historic Trails Advisory Council and the Oregon Pioneer Cemetery Commission, in fulfilling their mandates.

Goal 4. Acquire properties that build upon the diversity and strength of our current system.

The Oregon state park system is a diverse and rich collection of properties, showcasing the state's variety of natural resources, scenic landscapes and history. The Department exists to acquire, protect and improve these areas to assure public enjoyment of them.

Steps to achieve Goal 4

1. Identify and acquire the best representative landscapes and most significant cultural sites in Oregon.
2. Ensure that the themes of Oregon's natural and human history are woven into the master plans of new properties and the development of plans of existing ones.
3. When appropriate, utilize conservation easements and other protection tools, in addition to fee-simple acquisition, to protect land and water.

Goal 5. Deliver world-class interpretive experiences to park visitors.

Interpretive education enriches the lives of our citizens. It not only deepens understanding of our natural resources, history and culture, but instills a compelling sense of what makes Oregon unique. More immediately, interpretive programs create vivid memories for our visitors, affirming the Department's identity as a place where families, individuals and friends share experiences that sustain them throughout their lives.

Steps to achieve Goal 5

1. Carry out the Department's strategic plan for permanent, high-quality interpretive services.
2. In parks where significant natural or cultural histories are represented, provide strong interpretive programs as bases for learning and appreciation.
3. Partner with universities, schools, conservation organizations, state/local tourism agencies and federal partners to share interpretive information, staff and resources.

4. Tailor learning experiences to meet the needs of Oregon's increasingly diverse population.

Goal 6. Promote access to Oregon's beaches, trails and waterways.

Oregon's park properties belong to the people. The Commission is entrusted with ensuring reasonable access to parklands for public enjoyment while simultaneously considering resource protection and local land use. Access to Oregon's ocean beaches, its scenic waterways and potential trail corridors demands consistent advocacy, sound planning and consensus building.

Steps to achieve Goal 6

1. Create a long-range plan for ocean recreational beach use and management that balances recreation needs with natural and cultural resource protection and adjoining land-uses.
2. Promote a system of trail and waterways that connect communities, recreation areas, and significant landscapes, and that allows for varied methods of transportation.

Goal 7. Provide varied, high-quality camping and other overnight experiences.

Camping has always been a cornerstone of the park experience. Demand for camping and other overnight stays in parks is increasing, and becoming more varied. As our population grows, especially around major metropolitan areas, the Department must respond quickly and creatively to that demand.

Steps to achieve Goal 7

1. Continue to offer a mix of traditional, primitive and premium camping amenities, and plan an appropriate mix of amenities for future sites, based on market analysis, sound resource management and planning.
2. Improve our understanding of the diverse needs of our increasing population.
3. Implement strategies that encourage camping and other park uses in more than peak times of the year.

Goal 8. Seek sufficient and stable operational and long-term funding.

Measure 66 accorded the Department a financial stability and sufficiency not seen in many years. However, two major financial issues concern the Commission. One is the loss of General Fund support. The other is that future Lottery revenues,

now a major part of the Department's budget, will not keep pace with the Department's obligations. The Commission acknowledges the importance and need for fund-raising, leveraged or shared acquisition partnerships and lean, efficient operations.

Steps to achieve Goal 8

1. Support a vital State Parks Trust that endows the future and enables the Department to fulfill its mission.
2. Work closely with the Governor's Office and the Legislature to assure that Measure 66 benefits are sustained through 2014, producing a groundswell of support to renew the measure.
3. Manage the Department's operations responsibly, prudently and efficiently.
4. Seek support for General fund appropriations to the Department as a part of its long-term funding plan.

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state.

1. Secure stable, long-term funding for operations, facility rehabilitation and park expansion.
2. Secure funding to continue and expand programs that support natural and cultural resource management and protection.
3. Secure adequate funding for staff training and to attract highly qualified applicants for future hiring.
4. Secure adequate funding to develop state-of-the-art interpretive media.
5. Develop local and legislative political support for development of recreational resources and facilities to keep pace with future population growth.
6. Continue to provide access to public lands with minimal impact to neighboring private landowners.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

1. Develop political support for OPRD priorities at the local and state levels.
2. Further the role of the State Parks Trust.
3. Set priorities through strategic planning and efficient implementation.

4. Build rapport with neighboring local governmental organizations and private landowners by engaging them in park events, local functions and departmental planning and development processes.

2) Oregon State Marine Board

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

The Marine Board consists of five volunteer citizen members who are appointed by the Governor and confirmed by the Senate. In addition to Board members, a staff of thirty-two full-time employees carries out the business of the agency. The power and duties of the Board are contained in Oregon Revised Statutes Title 52, Chapter 704 - Outfitters and Guides and Title 61, Chapter 830 - Small Watercraft. The Board's administrative rules are located in Chapter 250 of Oregon Administrative Rules. The agency has a single office located at 435 Commercial St. N.E. in Salem, Oregon. Additional information about the Board can be accessed through its web page at <http://www.osmb.state.or.us/> or at <http://www.boatoregon.com/>.

Mission Statement:

"The Marine Board is Oregon's recreational boating agency . . . dedicated to safety, education and access in an enhanced environment."

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state.

Declines in fishing stocks and conditions and the listing of fish species under the federal Endangered Species Act have resulted in both declining boat registrations and increased requirements and restrictions on the siting and development of boat access sites and facilities.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

Improvements in fish stocks and de-listing of endangered species are goals of the Oregon Plan for Salmon and Watersheds and recovery programs of federal agencies responsible to protect

listed species. Only time will tell if these efforts are successful.

For additional information about the Oregon State Marine Board contact: P. O. Box 14145, Salem, OR 97309-5065 or call 503-378-8587.

3) Oregon Department of Transportation

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

The Oregon Department of Transportation's mission is to provide a safe transportation system that supports economic opportunity and livable communities for Oregonians. Aside from plowing snow in winter recreation parking locations (Sno-Parks), providing recreational opportunities and programs is not part of that mission. (Scenic highways are provided as part of the transportation system and are not viewed by ODOT specifically as a recreational opportunity.)

4) Oregon Department of Fish & Wildlife

No information provided.

5) Oregon Department of Forestry

The Oregon Department of Forestry manages about 800,000 acres of forestland statewide, most of it within 5 State Forests – Clatsop, Tillamook, Santiam, Elliott, and Sun Pass. State Forest management plans have progressed from a relatively narrow focus on stand management, designed to produce a limited range of forest products, to a landscape-wide view that actively manages for a broad array of resource values. During this time, the Department's forest plans have correspondingly evolved towards a model that emphasizes compatibility among resource values, rather than an either/or approach. It is within this context that the agency manages these state-owned lands for their "Greatest Permanent Value" (ORS 530.050). Oregon Administrative Rules 629-035-0000 through 629-035-0110 provide direction for state forest management policy and planning and further define how the lands are to be managed to achieve "greatest permanent value" to the citizens of Oregon: "healthy, productive, and sustainable forest ecosystems that over time and across the landscape

provide for a full range of social, economic, and environmental benefits to the people of Oregon.”

The rule continues by describing a management context that:

1. results in a high probability of maintaining and restoring properly functioning aquatic habitats for salmonids, and other native fish and aquatic life,
2. protects, maintains, and enhances native wildlife habitats,
3. protects soil, air, and water, and
4. provides outdoor recreation opportunities.

These legal mandates form the foundation of the agency’s mission statement which is: “To serve the people of Oregon through the protection, management, and promotion of a healthy forest environment which will enhance Oregon’s livability and economy for today and tomorrow.”

Recreation management efforts in state forests began with the construction of Trask Park in Tillamook State Forest in the late 1950's, with the concept of directing recreationists to fire safe areas. Over the years other forest parks were added. With the extensive network of logging roads, off-road vehicle riding became a popular use, and which has continued to grow over time. Fishing and hunting have continued to be popular seasonal activities in state forests. Through the 1970's, the Department maintained and managed recreation sites to address the impacts of public use in the forest. However, the recession in the early 1980's and the resulting declines in timber revenue forced the virtual elimination of the recreation program.

The decade that followed saw a steady decline in both the condition of recreation facilities in the forest and the social conditions associated with them. Many sites suffered from overuse and attendant resource damage. Off-Road Vehicle trail systems evolved with little or no planning, some of which led to water quality impacts and user conflicts. Increasing numbers of users further escalated these impacts and conflicts. Lack of law enforcement staff resulted in chronic problems with inappropriate and often illegal activity in the forest parks and other areas of the forests.

As a result of these fairly appalling conditions on the Tillamook State Forest in the late 1980's, the Oregon Legislature responded by enacting House Bill 2501, passed in 1991. This legislation

required the Oregon Parks and Recreation Department and the Oregon Department of Forestry to prepare a comprehensive recreation plan for the Tillamook State Forest, to interpret the history of the forest and to provide for diverse outdoor recreation opportunities in the forest. It was the outcome of this process for the Tillamook State Forest which led to the development of assumptions, goals and objectives that guide the provision of outdoor recreation opportunities on all state forest lands.

Assumptions

Assumption #1: A well-balanced program of recreation management reflects good land stewardship and is consistent and compatible with achieving the “greatest permanent value” to the state.

Assumption #2: Public use of State Forests for recreational pursuits will continue to increase as Oregon’s population grows.

Assumption #3 Increased public use will raise the potential for conflicts between users and for adverse impacts on other resources.

Assumption #4: A well managed recreation program provides an opportunity to reduce or mitigate potential conflicts and impacts through informing, educating, and directing users so that coordination and cooperation between user groups can be facilitated.

Assumption #5: A well planned interpretation and education program will result in a more informed public and raise awareness of the resource, the department, and the management of the forest.

Assumption #6: Establishing a well-managed program must require a commitment of agency direction, support, and funding.

Goals

Goal #1: Address existing problems involving ongoing resource damage and social conflicts.

Goal #2: Establish a program that provides consistent, coordinated,

- comprehensive recreation management within the framework of achieving greatest permanent value.
- Goal #3: Maximize opportunities to interpret the history of the forest and present day management through a variety of means including publications, waysides, day-use areas, trails, and a forest interpretive center.
- Goal #4: Maximize opportunities for providing outdoor education for school children both in the forest and in the classroom.
- Goal #5: Provide recreation users with a safe, enjoyable, high quality recreation experience by providing good people management along with well designed, durable, low amenity facilities.
- Goal #6: Manage recreational use of the forest to minimize adverse impacts on other resources, such as water quality.
- Goal #7: Manage recreational use of the forest to accommodate a wide variety of existing uses while minimizing conflicts among user groups.
- Goal #8: Seek to maximize efficiency and diversify funding of recreation management through the development of partnerships with user groups, neighboring landowners, and other agencies.
- Goal #9: Monitor the effectiveness of programs, facility development projects, and levels of use to measure performance of plan implementation.

Objectives

Generally, the following objectives apply to all state forest lands. However, each management district will implement them on the ground in varying degrees to meet local conditions and levels of use.

Recreation Management, Monitoring, and Policy Development

- Objective #1: Revise, update, and develop a set of comprehensive rules governing public use activities on the forest.
- Objective #2: Continue to monitor, record, and analyze information on recreation in the forest and determine emerging new activities and trends.
- Objective #3: Refine and implement a range of motorized use zones to separate conflicting uses and provide opportunities that serve both motorized and non-motorized user expectations.
- Objective #4: Manage the organized event permit system to address potential impacts, cost of administration, and support of event sponsor's needs.
- Objective #5: Improve integration of recreation management with forest operations, fire season regulations, adjacent landowners, and other management activities.
- Objective #6: Provide consistent standards for the planning, construction, operations and maintenance of recreation facilities.

Public Safety & Law Enforcement

- Objective #1: Maintain a program that provides a consistent regulatory and enforcement presence in the forest.
- Objective #2: Broaden the public safety communication program on the forest.
- Objective #3: Improve the safety and management of recreational target shooting in the forest.

Public Information, Education, and Communications

- Objective #1: Establish an improved program of informing and educating users about rules and opportunities, and for providing an orientation to the forest.
- Objective #2: Improve communication with users about meetings, events, projects and planning committees.

Volunteers and Partnerships

- Objective #1: Further develop, manage, and maintain a volunteer program.
- Objective #2: Consider opportunities for cooperating with adjacent landowners to provide recreation opportunities.
- Objective #3: Coordinate and formalize partnerships with other public agencies to address impacts and improve maintenance of popular recreation sites.
- Objective #4: Coordinate with ODF&W to provide a variety of hunting opportunities.

Off-Highway Vehicle Trail Facilities, Planning, Development, and Maintenance

- Objective #1: Trail Planning: Establish a trail system network with varying lengths, loops, and level of difficulty by designating trails to manage motorized use and provide a range of Off-Highway Vehicle (OHV) opportunities for motorcycles, ATV's and 4-wheel drive vehicles.
- Objective #2: Trail System Development: Apply the Facility Standards Manual and Comprehensive Trail Plans to redesign, upgrade, and/or build designated trails to address resource impacts.
- Objective #3: Trail Maintenance: Continue an ongoing inspection and maintenance program to keep trails up to standard.
- Objective #4: Staging Areas: Redesign and upgrade existing trailheads and staging areas to reduce conflicts, address resource impacts and provide adequate facilities for visitors.

Non-Motorized Trail Facilities Planning, Development, and Maintenance

- Objective #1: Trail Planning: Establish a trail system network with varying lengths, loops, and level of difficulty by designating trails to manage non-motorized use and provide a range of opportunities for hikers, equestrians, and mountain bicyclists.
- Objective #2: Trail System Development: Apply the Facility Standards Manual and Comprehensive Trail Plan to redesign, upgrade, and/or build designated trails to address resource impacts.
- Objective #3: Trail Maintenance: Continue an ongoing inspection and maintenance program to keep trails up to standard.
- Objective #4: Trailheads: Redesign and upgrade existing trailheads and staging areas to reduce conflicts, address resource impacts and provide adequate facilities for visitors.

Camping Facilities

- Objective #1: Provide for low-amenity, high-quality camping facilities.
- Objective #2: Establish a program of campground maintenance and operation that utilizes volunteers, prevents deterioration of facilities, generates revenue, and addresses resource impacts.
- Objective #3: Improve opportunities for dispersed camping by managing dispersed sites to minimize resource impacts.

Recreation Opportunities on Rivers and Lakes

- Objective #1: Repair existing resource damage and reduce impacts at access sites.
- Objective #2: Address existing problems with litter at access sites and in rivers.
- Objective #3: Determine long-range strategies to provide management of river access.

6) Oregon Division of State Lands

The State Land Board and the Division of State Lands (Division) manage approximately 2.3 million acres of land owned by the State of Oregon. These lands fall into two broad categories — Trust Lands and Non-Trust Lands. Trust Lands were granted to the state by the federal government at the time of statehood specifically to support the state's public schools (kindergarten to 12th grade). They originally included Sections 16 to 36 in each township. Since that time, many of these lands have been sold or exchanged.

Submerged and submersible lands underlying navigable waterways were also granted to the state at the same time. These and other lands granted to the state at a later time (e.g. Swamplands Act lands) are known as Non-Trust Lands, which are managed for the greatest benefit of all the people of the state.

The Division acts as the administrative arm of the State Land Board, which is comprised of the Governor, Secretary of State and Treasurer. The Land Board is the trustee of the Common School Fund (Fund or CSF), a permanent fund or account managed to provide revenue to public schools. As a legal trustee, the Land Board has a legal obligation to manage Trust Lands for the maximum long-term benefit of the public schools and must exercise prudence, skill and diligence in keeping the lands and Fund productive.

The Division of State Lands uses a Land Classification System (LCS) to apply broad management prescriptions to categories of land uses. Seven primary land classes have been developed:

- Forest Lands* — Elliott and Sun Pass State Forests, as well as other scattered forest tracts in eastern and western Oregon (133,000 acres);
- Agricultural Lands — lands leased for farming operations in eight counties (5,227 acres);
- Rangelands — grazing lands, located primarily in Harney, Lake and Malheur Counties (638,000 acres);
- Industrial/Commercial/Residential Lands — non-resource lands and buildings, such

as South Tongue Point in Astoria and the Division's headquarters building in Salem (200 acres);

- Special Interest Lands — lands with sensitive or unique natural, cultural, or recreational resources;
- Waterways (Non-Trust Lands) — submerged and submersible lands and the Territorial Sea (that area seaward of the coast for three nautical miles) (800,000 acres); and
- Minerals — mineral rights and lands containing mineral resources, such as geothermal resources, natural gas, industrial minerals and precious metals (753,000 acres).

The Division manages state lands based on the primary uses identified in the Land Classification System or in area management plans.

* These 133,00 acres of Forest Land, commonly referred to as Common School Forest Lands, are managed by the Oregon Department of Forestry for the Division.

7) Oregon Tourism Commission

The following section provides information about the Oregon Tourism Commission and strategic tourism development in the state of Oregon. The materials are derived from the Oregon Tourism Commission Plan entitled, "*Oregon. Things Look Different Here. Oregon Tourism Commission Strategic Plan 2002-2003.*"

Strategic Direction

In 1995 the Oregon Legislature passed Senate Bill 354 creating the semi-independent Oregon Tourism Commission. The statutory mission of the Oregon Tourism Commission is to encourage economic growth and to enhance the quality of life in Oregon through a strengthened economic impact of tourism throughout the state. The Commission encourages increased expenditures by visitors to Oregon and by in-state travelers, and cooperates with local, regional and private industry tourism entities.

Its statutory marketing objectives and strategic areas of focus are:

- Maximize the return on public and private investment in tourism;
- Reduce seasonal fluctuations in travel and tourism-related industries and lengthen the average stay by encouraging visitors, including Oregonians, to be destination-oriented in this state;
- Encourage visitors from foreign countries to come to Oregon; and
- Cooperate with local, regional, national, tribal and private industry tourism entities.

Economic Contributions of Oregon Tourism

Tourism in Oregon is a \$6.1 billion industry, generating more than \$231 million in local and state tax revenues and providing more than 135,200 direct and indirect jobs with earnings of \$2.8 billion. Tourism is also one of the few industries in Oregon that can have an immediate and long-term, positive impact on the state's bottom line. For every dollar spent on tourism, there's a return of \$5 in state and local tax revenue.

Independent research done by Dean Runyan Associates for the Oregon Tourism Commission reports:

- Total travel spending in 2001 was \$6.1 billion, a 0.7 percent increase over the preceding year. (In contrast, travel spending on a national level declined by 7.6 percent, according to the Travel Industry Association.)
- Total travel spending has increased by 5.7 percent per year since 1991 in current dollars. Adjusted for inflation, travel spending has increased by 2.8 percent over this time period.
- In 2001, travel spending generated \$231 million in local and state tax revenues, including room taxes, income taxes and fuel taxes.
- Travel spending directly generated 94,100 jobs in 2001. Three-fourths of these jobs were in food services, accommodations and recreation.
- Travel spending in Oregon generated a total (direct and secondary) impact of 135,200 jobs in 2001, with earnings of \$2.8 billion.

- Room sales showed little growth from 2000 (\$801 million) to 2001 (\$808 million), but they've still increased by 83 percent since 1991.
- In 2001, travelers that stayed overnight in commercial accommodations spent \$2.7 billion, or 47.9 percent of all destination spending (excluding air fares) in Oregon.
- The largest share of all travel expenditures was for food services. In 2001, travelers in Oregon spent \$1.3 billion in eating and drinking establishments ranging from expensive restaurants to fast food outlets.
- The primary cause for the decline in travel activity in the nation and Oregon was the weak economy, especially with respect to a reduction in business travel. The events of 9/11 were secondary in most of the nation and in Oregon.
- In general, rural areas of Oregon are more dependent on tourism than urban areas, even though the latter have higher absolute levels of tourism spending and travel-generated employment. The counties with more than 10 percent travel-generated employment in 1999 (the most recent year for which data is available) were Clatsop, Curry, Jefferson, Lincoln, Tillamook, Wallowa, Wasco and Wheeler.

Oregon Visitors

Based on extensive profiling and research, the Commission has identified Oregon's target demographic as working parents (30s to mid 50s) seeking something more personal and experiential in a vacation. The Oregon difference is that the destination is as much about them, as a family, and sharing quality time together, as it is about the location.

Oregon's "high-yield" consumers consider themselves cultured and sophisticated, but not self-conscious or self-absorbed. For Oregon's target audience, it's not about size (or glamour, or drama), it's about the quality and intimacy of the experience.

In a random survey of potential visitors, over half agreed that Oregon could be an exciting place to visit, that it appears to be a place welcoming to families and offering excellent sightseeing. The marketing challenge is that Oregon's key competitors, including California, Washington

and British Columbia have an even stronger positive image perception than Oregon.

Research shows that travelers to Oregon are an adventurous lot looking to embrace all of the diverse topography, scenery and attractions the state has to offer.

Travelers to Oregon are most often looking for:

- An exciting, must-see destination that is particularly suited for families
- A place with outstanding sightseeing opportunities
- A place offering unique experiences, scenery, and customs
- A popular, well-known place
- A place with luxurious resorts and restaurant facilities
- A worry-free, safe place to travel and relax
- Entertainment that includes live music, nightlife, theatre and the arts

Of more moderate and virtually equal importance are:

- Sports and recreation facilities and activities
- A pleasant climate
- An affordable place offering good value

Advertising

Oregon has an incredible return on investment for its advertising, but despite its best efforts, the state continues to lose market share without equal resources to compete in the marketplace.

Regardless of budget challenges, the state is working diligently to establish Oregon as a destination where its visitors can have a unique, intimate, high-quality experience.

Market Focus

The primary media advertising markets are selected to maximize the return on investment for the Commission's budget. Geographically, these markets include Oregon; the easy drive markets of Washington, Idaho, and Northern California; and the western United States, with special attention to Southern California and the Southwest.

Cooperative Campaigns

Partners include regional, local and tribal destination management organizations and private businesses. While additional partnerships will be developed during the 2001-03 biennium, examples of planned cooperative advertising efforts include:

- **Regional Cooperative Advertising:** The Commission and participating regions/destinations/organizations will share placement costs for print ads that follow the same creative direction as the established Oregon Tourism Commission advertising campaign, but include a focus on the unique activities and destinations of a particular region or industry organization (i.e. Oregon Snowsports Industry Association). The Commission will "fulfill" – respond to requests – with their official publication and all leads will be shared with the participating region and made available to the statewide industry.
- **DMV/NW Natural Stuffer:** This program enables the Commission to, effectively and efficiently, reach nearly every Oregon household annually. The stuffer campaign generates 80,000-120,000 leads every biennium and is run every other year. The stuffer is designed by the Oregon Tourism Commission to be consistent with the current creative elements. The DMV and NW Natural provide mailing services by inserting the stuffer in with the vehicle registrations and monthly utility billings respectively.
- **Attractions insert:** The Oregon Attractions Group (OAG) is a coalition of attractions throughout Oregon that come together to jointly promote travel to and within Oregon. Among their efforts, the OAG produces an insert that is placed in newspapers throughout the Commission's primary markets. Past inserts have generated 5,000-10,000 inquiries with an enviable cost per inquiry of \$2-4.
- **Lewis & Clark:** With the approaching bicentennial of the Corps of Discovery exploration, the Oregon Tourism Commission will explore cooperative marketing partnerships with neighboring states to promote the bicentennial while leveraging limited budgets. These activities will strive to use existing resources - ad agencies, publications, websites and fulfillment mechanisms - to maximize the return on investment.

Publications

The Commission oversees the development, production and distribution of a family of publications that are designed to inspire travel to the state of Oregon. Publications include:

- *Travel Oregon*. The primary printed resource is a magazine full of unique travel ideas and information distributed by the state of Oregon through State Welcome Centers, area Visitor Information Centers and in response to requests made via www.traveloregon.com or toll free at 1.800.547.7842.
- *The Official Oregon Kids Guide*. A four-color guide to the state designed just for kids that features sponsored activity pages and favorite activities from local children.
- *The Official Guide to Golf in Oregon*. The golf guide continues to be a popular publication for visitors.
- *Where to stay in Oregon*. This guide is produced by the Oregon Lodging Association (OLA) in partnership with the Commission. OLA publishes the guide and the Commission purchases 100,000 copies a year, which are then distributed to visitors through State Welcome Centers as well as via mail in response to requests.
- *The Official Snowsports Directory*. Produced by the Oregon Snowsports Industry Association (OSIA), this four-color, full-size publication features comprehensive information on winter sport activities available in Oregon. Copies are distributed in response to requests via the Commission's Web site or toll-free number.
- *The Oregon Outdoor Recreation Guide*. Produced by the Oregon Guides and Packers Association (OGPA). In past years the Commission has purchased copies of this publication for distribution through our Welcome Centers, website and toll-free number. In 2000/03, the Commission will provide some dedicated funds for this publication to expand the content and redesign the publication to better meet visitor needs.

Web Site

The Oregon Tourism Commission Web site, www.traveloregon.com, is rapidly becoming a primary fulfillment and information dissemination tool. Visits to the site have increased to 1,500 user sessions a day in 2001, from 250 in 1996. The Commission's Web site, evolved from an online travel guide to a more dynamic portal site providing links to tourism industry partners and associations.

Tourism Product Development

The mission of the development program is to maximize benefits from tourism to Oregon's economy, social systems, heritage, and quality of life by developing the highest quality Oregon tourism products and building local capacity to sustain them. The Commission also plays a role in helping develop outstanding tourism products that demonstrate Brand Oregon, our state's unique personality, diverse habitats and ecosystems, and time-honored ways of living on the land.

Program Elements

Workshops: A major goal of the Tourism Development Program will be to encourage and support responsible tourism. We'll support this effort by conducting two workshops on assessing economic indicators, social and cultural factors, and quality of life changes to implement new tourism initiatives; conducting four regional rural tourism development workshops to enhance local technical skills; and identify a funding partner willing to co-sponsor sustainable Oregon Style Tourism projects through a matching grant program by December 31, 2002. (Note: See the description of Oregon Style Tourism Development at the end of this Oregon Tourism Commission Section.)

Industry Workforce Development: Unique challenges characterize tourism employment such as language barriers, career ladder development, customer service training, lack of SIC code and so on. A formal relationship with Oregon Restaurant Education Foundation is in place relative to delivery of the "Q" Program. During this biennium, new relationships with Chemeketa, Hood River, and Lane Community Colleges will be explored; the Commission will work with the OREF to complete the Hispanic Workforce Training Project; and connect with selected community colleges to explore opportunities to enhance hospitality industry education.

Niche Market Development: The Commission works to diversify Oregon's tourism assets by developing and strengthening niche markets that reflect regional authenticity and resources. This biennium we will work with Audubon Society of Portland and other partners to establish and promote a series of birding trails in Oregon; conduct four regional agri-tourism workshops by the end of the biennium; revise, update, and reprint 5000 copies of the "Agri-Tourism Workbook and Resources" in partnership with the Agri-Business Council and the Oregon Department of Agriculture; identify high priority tribal tourism projects, and facilitate the Oregon Tribal Tourism Marketing Working Group efforts.

Scenic Byways: The Scenic Byways program is administered by Oregon Department of Transportation and marketed by the Oregon Tourism Commission. Recent economic analyses indicate that travel parties spend an average of \$104/day along Scenic Byways, directly benefiting rural businesses and workforce. This biennium we will complete the current Federal Highway Administration marketing grant and create a work plan that outlines the Commission's role in support of Oregon's byways and tour routes.

Community and Regional Tourism Development: Oregon Tourism Commission product development staff will serve as a technical resource, link to other partners, and advocate of tourism that help regions build upon economic, social/heritage, and quality-of-life values. This biennium we will continue community long-term strategic planning completing the Tourism Strategic Plan for Fossil; and completing strategic plans for six communities or regions including Tillamook, Detroit/Idanha, and Molalla by the end of the biennium.

Matching Grants Program: Oregon Tourism Commission's Matching Grants Program is designed to distribute "seed" money to Oregon's tourism industry (excepting private business) for tourism development projects. The fund is small (\$50,000 for the biennium) and maximum awards do not exceed \$5,000. The commission's criteria include projects that are included in a local or regional strategic plan, are supported by partners, are non-construction, have measurable success indicators, have matching funds, and are innovative and sustainable.

The "Q" Program: The "Q" Program, the Commission's premier customer service training program, now reaches 29 communities and 11 state parks. Results from the program show documented increases in visitor revenues indicating a significant return on investment in training. It will continue to reach out to communities, state parks, and various industry entities. Partnerships with trade associations, such as Oregon Lodging Association, Oregon Outfitter Guides Association, Oregon Restaurant Association, Oregon Association of Convention and Visitors Bureaus, among others, will facilitate efficient dissemination and sustainability of the program. A certification program for tourism businesses and employees is in the development stage. Funding for the program remains a challenge.

Partnership Building with Federal Land Management Agencies: Federal agencies that oversee Oregon's abundant resources are prohibited from directly marketing or advertising them. Under a Memorandum of Agreement with Region 6 of the USDA Forest Service (Washington and Oregon) and Washington State Tourism, the Commission will work together particularly in the areas of research and data collection. Additional formalized relationships with other federal agencies such as the Bureau of Land Management will be established this coming year.

Governor's Conference on Tourism: The annual tourism conference provides an opportunity for Oregon tourism-industry professionals to learn about new travel trends and to interact with their colleagues from throughout the state. The conference is supported fully by registration fees, sponsorships and exhibitors.

Lewis & Clark Bicentennial: The Commission is a key partner in Oregon's commemoration of the Lewis & Clark Bicentennial, which begins with a national kick-off event in January 2003 at Monticello and continues through 2006. Commission projects include multi-state advertising campaigns, an Oregon-Washington Lewis & Clark brochure and web information, packaged-tour marketing, public relations and visitor research.

Travel Research Resources

The Oregon Tourism Commission recognizes that while good, science-based research can be the key

to successful marketing and development, not all tourism constituents can afford to build their own library of facts. Therefore each biennium the Commission dedicates a percentage of the budget to produce proactive research materials and purchase new research findings. These materials enhance the Commission's marketing efforts, help track trends and performance at state and national levels, and provide performance measures for the agency and the industry. All Commission research is available at www.traveloregon.com/research.cfm.

Industry Information and Statistics: The Commission currently provides funding for and serves as the main distribution source for most all of the formal tourism research collected on the tourism industry in Oregon. The Oregon Tourism Commission acquires, analyzes and communicates relevant and credible information, including visitation, economic impact, and tourism indicators such as statewide tax revenues and employment through the publication of major reports, and a twice-annual report, *Oregon Travel News*, that are available on the traveloregon.com Web site.

State Welcome Centers

The State Welcome Centers are an important marketing arm for Oregon's visitor industry. With more than 500,000 annual visitor contacts, the centers provide invaluable customer service for Oregon's travelers. The most recent study of Welcome Centers indicates that for every state dollar the Tourism Commission invests in the Welcome Center program, \$41 is added to Oregon's economy from extended stays and additional visitor spending. This is a direct result of information obtained at a Welcome Center. The information provided at Welcome Centers encourages travelers to see more of Oregon and to visit a greater variety of Oregon's attractions and regions. The centers also provide an economical way for private and public sector organizations to distribute tourism materials.

Oregon Style Tourism Development

The following description of Oregon Style Tourism Development was provided by the Oregon Tourism Commission, but was not included in the 2002-2003 Oregon Tourism Commission Strategic Plan.

The state's tourism industry employs approximately 83,000 Oregonians and directly

returns \$6 billion to the state's economy, making it one of the top five industry sectors in the state and one of the fastest growing. Although tourism contributes significantly to Oregon's economy, it is not generally perceived as having the clout or "legitimacy" as, for example, agriculture or manufacturing. Communities, private sector businesses, elected officials, environmental organizations, and economic developers are often suspicious of tourism as an economic diversification strategy, fearing negative impacts on downtowns, wages, and local quality-of-life. How can we in Oregon better define responsible growth and support the long-term positive benefits to Oregon from tourism? The answer lies in considering a triple bottom line.

Currently, tourism success is measured solely by its economic bottom line. A single indicator of accomplishment is no longer adequate. Today, tourism plans must consider additional yardsticks such as social/cultural and environmental benchmarks. Tourism strategies that measure success by assessing the "triple bottom line" of economic indicators, social and cultural factors, and quality-of-life changes over the long term can be adopted and implemented by industry and community decision makers with greater assurance that responsible tourism development will take place. Well-articulated, comprehensive tourism goals not only honor present community/business conditions but regional roots, heritage, and habitats. Because triple bottom line tourism outcomes converge with Brand Oregon, the Oregon Tourism Commission is well positioned to advocate for this type of responsible tourism development and promotion.

Suggested Tourism Development and Promotion Strategies include:

- Oregon's tourism development will support "triple bottom line" tourism which can be dubbed "Oregon Style Tourism". Attributes of Oregon Style Tourism includes tourism development which:
 - balances economic, social/cultural/heritage, and quality-of-life needs by considering the triple bottom line during planning and implementation processes,
 - protects Oregon's quality-of life-by adapting principles of sustainability,
 - is affordable, do-able, and reasonable,
 - is built as a long-term investment that adds community and regional resiliency,

- is authentic, fits Oregon's roots, heritage, lifestyles, and environments,
- fits the market and is based on solid research, and
- does not encourage sole dependency on the tourism industry nor is it considered as replacement employment for more traditional industry sectors.
 - Public relations and marketing efforts will continue to build on Brand Oregon and the unique attributes of "clean, green, natural, pristine, safe, and family-friendly" for which we are known globally. Marketing and public relations are powerful tools for maintaining Oregon's quality-of-life and encouraging Oregon Style Tourism. Developing Oregon Style Tourism products can be a competitive advantage.
 - Research will continue to track economic returns from tourism and will expand measurement indicators to include social/cultural and quality-of-life benchmarks. The Oregon Progress Board and others can be partners in this effort.
 - Packaged travel and international travel promotion will continue to build on Brand Oregon, marketing Oregon's unique outdoor recreation and rural enterprises as well as urban activities.

For more information about Oregon Style Tourism Development or the Oregon Tourism Commission contact Mandy Cole, Tourism Development Manager at:
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Email: mandy.cole@state.or.us

LOCAL GOVERNMENT PROVIDERS

1) Municipal/Special Districts

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

Mission:

"To provide natural areas, high quality park and recreation facilities, services and programs that meet the needs of the diverse communities it serves."

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state

The primary obstacle to providing services is funding. The public is very reluctant to increase taxes and the restrictions imposed by statewide initiatives make raising taxes and gaining voter approval on bond measures or levies very difficult.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

1. Corrective legislation.
 2. Recognition that park and recreation services are "essential services" and important to the social, economic and environmental health of our communities/regions/state.
 3. Accelerated parks and recreation benefits marketing.
 4. Improved leadership.
- 2) County Park and Recreation Departments

Agency/organization's mission, goals, and objectives related to providing outdoor recreation opportunities in the state of Oregon.

The mission and goals of county parks and recreation systems are varied depending on the region of the State you are discussing. The role county parks and recreation providers play in rural parks of the state can be significantly different from the role played by county providers in more urban areas of the state such as the Willamette Valley. In general, the goal of county providers is to enhance the quality of life for the residents and visitor of the county by providing quality natural resource based regional parks and recreation facilities and programs.

Please describe major management obstacles your agency/organization/industry faces in providing outdoor recreational resources, facilities, and programs in the state

Oregon Land use rules and environmental regulation are making it increasingly difficult to provide the access to outdoor recreation opportunities. Many of the most desired recreation facilities are found along waterfronts and in riparian areas, which are deemed sensitive natural areas. The need to protect dwindling

resources and the environment has created a situation often pitting the improvement or development of recreational facilities against efforts to protect and preserve the resource.

Funding is always an obstacle to overcome. As mentioned earlier, counties are increasingly under pressure to find non-property tax related sources of funding. While there are some sources of funding for capital projects, the options for operational funding are very limited. Many counties cannot use the state's grant funds available because they cannot afford the necessary match, or they cannot afford to manage and maintain new facilities.

A very large obstacle relating to parks is the perception by neighbors who live adjacent to proposed public parks that they will be negatively impacted by the development of a public facility next to the property.

Please describe the actions (both internal and external) that are necessary to overcome these obstacles.

On the subject of environmental and land use rules, each agency is going to have to improve their planning processes to account for the impact of the rules and regulations. They will have to identify key pieces of land that fit with current and future recreation needs, as well as, environmental and land use rules and regulations. State agencies and the state's parks associations will also have to help with the planning process—especially for smaller agencies. We will also need to work with regulatory agencies so they will understand the recreational needs of the State. In addition, Park agencies are going to have to make a better effort to learn the new regulatory constraints they have to work under. Counties need to make more of a concerted effort to take advantage of new technologies that will allow us to develop and improve recreational opportunities while minimizing impacts to the environment.

Funding issues are not unique to counties, it is an issue that affects recreation providers throughout the spectrum from urban to primitive. There is more room to work together to solve these funding issues through partnerships and improved communication, so there is less overlap of services. There is a need to recognize that each agency has a role in providing recreation opportunities and

support each others efforts to acquire adequate funding.

GAPS IN SUPPLY

The following are provider representative responses to essay question 5. The question was stated as:

Please describe any gaps in the supply of outdoor recreation resources, facilities, and programs (in the state of Oregon) that you are aware of.

FEDERAL AGENCIES

US Forest Service

The Forest Service currently provides a wide range of recreation opportunities and experiences. Our emphasis has been to maintain and increase the quality of those experiences rather than the number of opportunities. To help address gaps we have just completed a survey of non-forest (those who do not recreate on Forest Service lands) and displaced users (those who previously recreated on Forest Service lands but who now choose to recreate elsewhere) to understand their recreational needs and expectations, with the goal of trying to broaden participation on national forest land.

National Park Service

1. Sites that effectively interpret the important contributions of Chinese in Oregon's history of mining and other labor intensive endeavors.
2. Sites that effectively interpret early sheep and cattle ranching in Oregon.
3. Sites that interpret the Great Basin physiographic province.
4. Sites that interpret the Great Ice Age Floods in the Columbia Gorge.

Bureau of Reclamation

1. Accessible facilities and opportunities will continue to be of increasing importance as our population ages.
2. Water-based recreational opportunities seem to be receiving increasing pressure and demand, particularly in the more arid regions.

Bureau of Land Management

1. There appears to be a lack of recreational opportunities and facilities near large and growing urban areas. An example would be the growing demand for motorized and non-motorized trail systems. Intermixed private and public land ownership patterns and

environmental concerns often make supplying new facilities for such activities very challenging in these and other areas.

2. There is a growing demand for educational and interpretation opportunities related to natural, cultural, and historic resources across many demographic groups (age, race, ethnic, and physical ability, etc.). The need for additional and more diverse education and interpretive facilities and programs is especially pronounced in urban areas where populations tend to be more diverse and where opportunities to access natural areas and open space is more limited.
3. Oregon offers a diverse spectrum of recreation opportunities and a wide variety of information resources. However, reaching and connecting the public with the information about where to go, how to prepare, what to expect, and appropriate recreational use ethics once they get there still seems to be an unmet need for many land management agencies. This communication gap seems to be most pronounced in the large and diverse populations residing in urban areas.

US Fish and Wildlife Service

1. National wildlife refuges in Oregon provide a variety of outdoor recreational resources, facilities and programs. However there is a lack of consistency from refuge-to-refuge in what is available in basic services.
2. More refuges in Oregon need to have visitor services facilities staffed on weekends and holidays to handle peak visitation.

STATE AGENCIES

Oregon Parks and Recreation Department

1. OPRD will complete an updated statewide and regional needs assessment to identify recreational facility deficits, as part of the current SCORP planning process (results are included in chapter 4).
2. Trail systems and connections are in demand and needed.
3. ATV riding is growing fast and will need to find expanded areas for riding.
4. Full service state parks are not well provided in south central, north central and southeastern Oregon, to allow easy access for all regions of the state.
5. There is a shortage of local and regional park lands.

6. Interpretation in the state parks is provided at a basic level in relation to public demand.
7. Demand at many of the state parks is in excess of supply, especially at the coast on summer weekends.

Oregon State Marine Board

In the state of Oregon, there is no regulation requiring non-motorized boats to be registered. There are, perhaps, as many as a half million of these craft statewide and paddling sports are growing in popularity. But access and support facilities are not adequate at many waterways used by these boaters. In addition, conflicts between river users and adjacent property owners have become a problem along many popular float streams. More needs to be done in Oregon to better manage river use and provide adequate facilities for the increasing number of non-motorized boaters in the state.

Oregon Department of Transportation

Providing additional RV dump stations other than those currently operated by ODOT and OPRD.

Oregon Department of Forestry

1. Non-Motorized Trails
This is perhaps the area of greatest future potential. The opportunities here will be heavily influenced by the outcome of several of the processes noted earlier and a more stable source of project funding. The "rivers and ridges" trails concept holds potential in all state forest areas.
2. Off-Highway Vehicle (OHV) Trails
As levels of motorized use continue to increase, the capacity of even a well-managed trail system from the existing camps and staging areas may be exceeded. The potential exists to disperse use by developing areas that currently receive lower levels of use into new staging areas and new campgrounds associated with them. Improved management of OHV use will enable more volunteer partnerships and projects to occur.
3. Camping
There are several areas of state forests that currently receive heavy dispersed use by campers. These areas hold potential for improvement of dispersed campsites and possible future designation as campgrounds with management similar to what is proposed for existing campgrounds. Increasing use levels at campgrounds on the coast suggests that the need exists for more campgrounds

within the Coast Range forest lands. Primitive remote camping opportunities in conjunction with non-motorized trails are another potential development.

4. Day-Use
This is an area where cooperative efforts between two or more agencies (cost sharing) could greatly expand existing opportunities.
5. Fishing and Boating
Future opportunities for fishing will be expanded by the development of non-motorized trails in remote river systems. New trails will provide future hike-in fishing opportunities and help disperse use. Additional benefits to fishing will accrue from future improvements in day-use areas. Interagency management and improvement of river day-use sites could provide new footbridges and trails, improved parking, and a reduction in litter. New opportunities for boating will arise as river day-use sites are improved. Improved access for the increasing number of white water kayakers and spring and summer floaters could be incorporated into future day-use site improvements. The provision of ramps for rafts and drift boats also may be possible using Marine Board Funds.

LOCAL GOVERNMENT PROVIDERS

Municipal/Special Districts

1. Lack of sufficient close-to-home neighborhood parks and facilities.
2. Dwindling supply of new parkland in major urban areas.
3. Too few "alternative" recreation opportunities like BMX facilities and skate parks.
4. Regional, community and neighborhood trail linkages to other public, commercial, and places of employment.

County Park and Recreation Departments

There is a distinct lack of linear park facilities and greenways within and linking communities throughout the state. The lack of sufficient public access to rural water frontage along the Willamette River is also an area of concern.

