

# JUSTICE, EQUITY, DIVERSITY, AND INCLUSION ACTION PLAN

JANUARY 2024 - JANUARY 2026  
Version 1.0



*“Nature does not hurry,  
yet everything is accomplished.”*

— LAO TZU



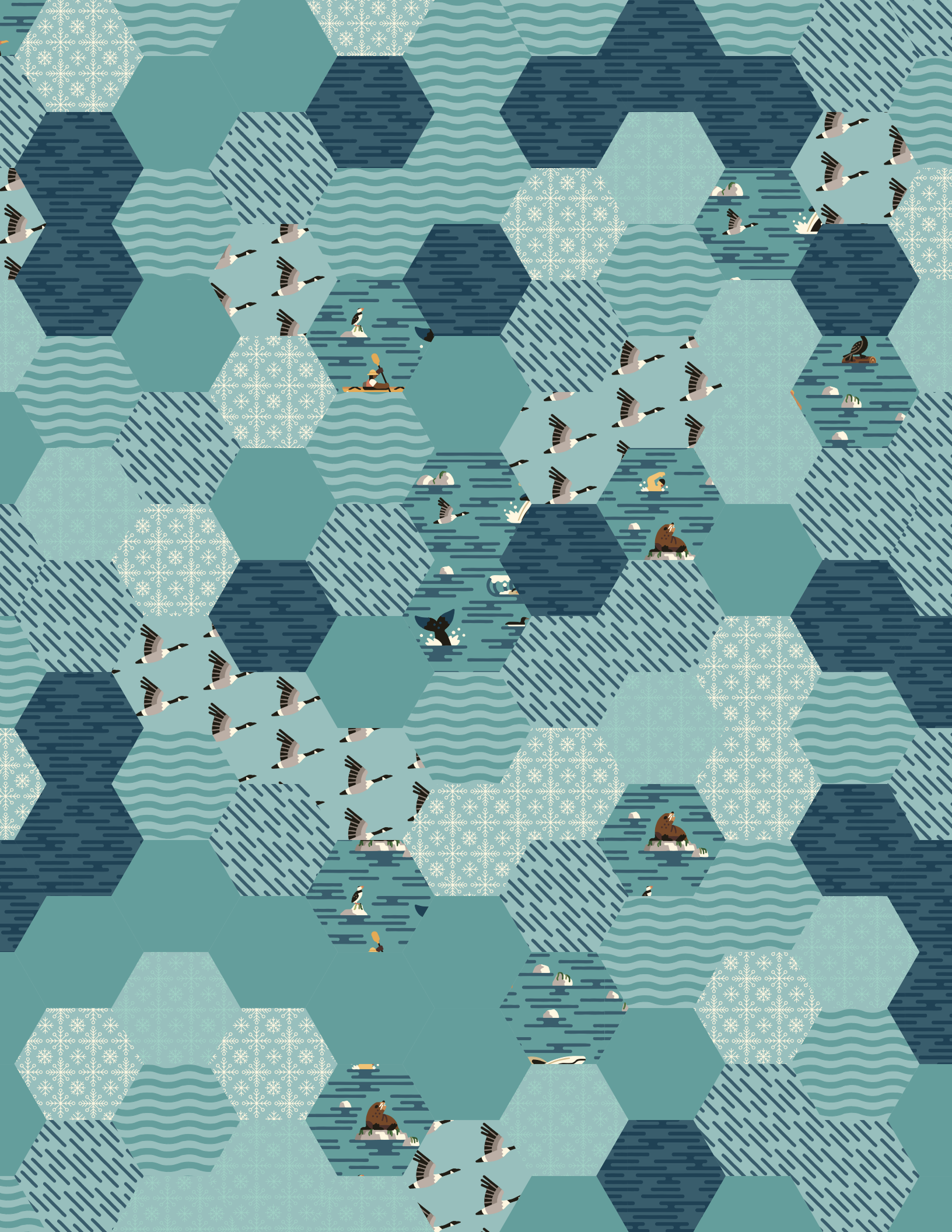
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This document was created in partnership. Thank you to the many OPRD employees, volunteers, visitors, and community partners who have and continue to champion justice, equity, diversity, and inclusion in our policies, procedures, practices, and shared spaces.

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# INTRODUCTION

OPRD presents this Action Plan with care and aspiration.

Like many State agencies, the Oregon Parks and Recreation Department's (OPRD) history of engaging with justice, equity, diversity, and inclusion is long and storied. There have been many lessons learned. There is a historical and current need to provide supports to the agency in navigating this work. The desire for each State agency to retain a coordinator of justice, equity, diversity, and inclusion work is a welcome opportunity for OPRD.

We are excited to present this action plan. We are eager to develop and apply structure and guidance to our journey. In this section you will find the Oregon Parks and Recreation Department's Justice, Equity, Diversity, and Inclusion (JEDI) Action Plan executive summary, Director's message, background of initiatives at the agency, and additional context to our duties and approach.

**EXECUTIVE SUMMARY**

**DIRECTOR'S MESSAGE**

**BACKGROUND**

**CONTEXT**

## INTRODUCTION

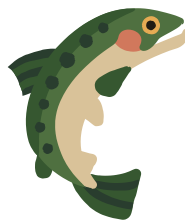
### EXECUTIVE SUMMARY

The State of Oregon entrusts the Oregon Parks and Recreation Department (OPRD) to manage 113,000 acres of public land.

The spaces we serve are some of the most iconic and impactful landscapes in the state. The histories and stories we preserve, and share are cherished by our citizens. Oregon State Parks are places where Oregonians and visitors from all over play, relax, learn, and adventure. Oregonians rely on OPRD to ensure our policies and practices as a government agency are equitable. We are also responsible for supporting communities across Oregon in ensuring access to public lands and for creating environments where everyone feels welcome and a sense of belonging at a state park.

Equitable and welcoming experiences for employees and visitors is one of the agency's top priorities. Oregon Parks and Recreation Department wants the growing diversity of Oregon's population reflected in who is visiting the parks, engaging with our programs, and advising on our committees. OPRD has much work to do toward this priority and will act deliberately and proactively to reach it.

The Oregon Parks and Recreation Department is a small agency, but like a drop of water in a pond, it has significant impacts that ripple through opportunities of justice, equity, diversity, and inclusion for Oregonians. Our state's history and heritage have much to teach current and future generations. Outdoor recreation fosters mental and physical health, community building, growth, and empowerment. Everyone deserves these experiences, but participation for people from non-dominate communities, cultures, and backgrounds is significantly low. We are committed to unpacking the many reasons why these disparities and inequities exist and developing targeted approaches to address them.



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## INTRODUCTION

### DIRECTOR'S MESSAGE

#### On a recent hike...

I was walking under the canopy of an old growth rainforest with my daughter, and I immediately felt a sense of calm and peace. Any feelings of stress or being overwhelmed quickly dissipated.

My thoughts felt lighter, and my worries distant. Oregon's forests, rivers, beaches and even desert landscapes help soothe in a way that nothing else does.

Everyone should have access to this experience. But right now, not everyone does.

For some it's physical barriers like steps or steep grades while for others it's financial. And for several communities, the barriers stem from not feeling safe or welcome.

One of our top priorities is to remove these barriers so parks and programs reflect the growing diversity of our state.

I am so grateful for the crew at Oregon Parks and Recreation Department, and the work we have already done to remove barriers. Your dedication, resourcefulness and heart for service help shape this agency every day.

Through programs and initiatives, we are actively reaching out to a wide range of communities so that staff and visitors of the future mirror the diversity of the population.

But this not a short hike, it's a journey. It's one that requires leaning into curiosity, openness, patience, grace and humility even when the conversations get tough.

For me, the work means modeling these traits and working to change our process, policies and procedures to reflect our values while consistently reevaluating to make sure we're on the right path.

Like many agencies around the state, we still fall short in reaching underserved communities. Currently, OPRD data shows that Black, Indigenous and people of color (BIPOC) are less likely than white Oregonians to visit Oregon State Parks. For example, about 13% percent of visitors identify as non-white yet they make up about 28% of Oregon's population, which means that they are underrepresented in our parks.



At the same time, the BIPOC population is one of the fastest growing in the state, meaning this gap will continue to widen. While we do not have numbers for other traditionally underserved communities, it is likely that this underrepresentation holds true for those communities as well. At some point, this disconnect will mean fewer visitors overall.

But I know that we can change this trajectory. I'm excited to work together to create a sense of welcome in our parks, policies and programs so we can deliver on the promise of public land.

Thank you for being on this journey with me.

**Lisa Sumption**  
Director, Oregon Parks and Recreation Department



## INTRODUCTION

## BACKGROUND

Oregon State Parks are a preferred system for outdoor recreation sites in the state.

The Oregon Parks and Recreation Department assists communities across Oregon through state coordinated federal funding opportunities, however OPRD operations rely significantly on user fees and lottery dollars. It is critical to the agency's functions and future that Oregon State Parks continue to receive millions of visitors every year. OPRD wants to remain one of the preferred park systems for Oregonians and visitors to our state. This includes maintaining relevance with the next generations of outdoor enthusiasts and the changing diversity of Oregon's population.

There is both a return-on-investment business need and a heart-felt moral motivation for OPRD to expand its efforts toward making the outdoors more inclusive. Recent census data indicates that Oregon is becoming more diverse, as people who do not racially identify as white are making up a larger proportion of the overall population. Despite these trends, people from non-dominate cultures and communities continue to be underrepresented in outdoor areas. Specifically, about 28%<sup>1</sup> of Oregonians identify as non-white while only 12-13%<sup>2</sup> of Oregon State Park visitors identify as non-white.

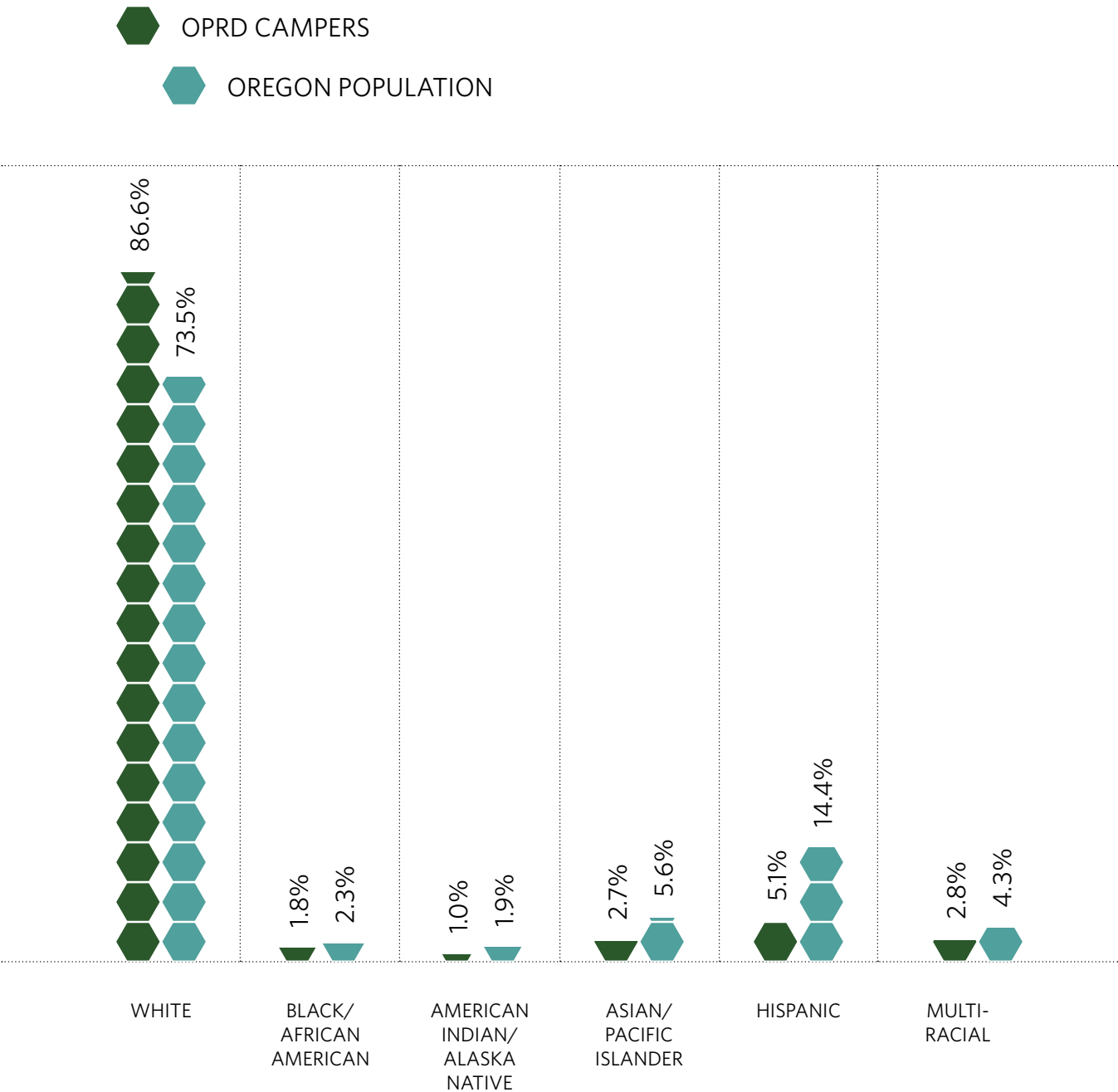
Figure 1 displays the racial/ethnic composition of OPRD campers in comparison to the Oregon population. White campers make up about 87% of all overnight visitors; meanwhile, this group represented about 74% of Oregon's population. Campers with American Indian or Alaska Native, Asian, Native Hawaiian or other Pacific Islander, Black/African American, and Hispanic/Latino backgrounds are all underrepresented at Oregon State Parks relative to their representation in the Oregon population. These population trends— increases in the general population and underrepresentation at parks— are significant for OPRD to consider in its effort to serve Oregon as an inclusive organization.

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<sup>1</sup> U.S. Census Bureau. (2022). Population Estimates, July 1, 2022 (V2022) - Oregon. Quick Facts. Retrieved from <https://www.census.gov/quickfacts/fact/table/OR/PST045222>

<sup>2</sup> Oregon Parks and Recreation Department. (2022). Camper Racial & Ethnic Demographics. Weighted by nights per stay. Retrieved from OPRD reservation system.

2022 OREGON STATE PARK CAMPER RACIAL AND ETHNIC DEMOGRAPHIC ESTIMATE



INTRODUCTION

BACKGROUND *continued...*

Some incredible work has happened because of the passion, innovation, and motivation of OPRD employees.

Several projects and initiatives related to aspects of justice, equity, diversity, and inclusion were supported by executive and management teams for the agency. In 2015 the Oregon Parks and Recreation Department established an Inclusion Committee. This advising body worked collectively to support diversity, equity, and inclusion at the agency. Please join us in celebrating this good work as we look to much more in the coming years.



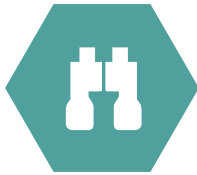
**SPANISH LANGUAGE TELEVISION**



**AMBASSADORS PROGRAM**



**HERITAGE COMMUNITY BUILDING**



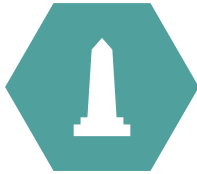
**PARK EXPLORER SERIES: CABINS & YURTS**



**GRANTS AND COMMUNITY FUNDING**



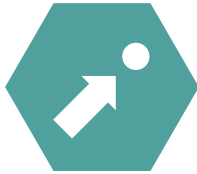
**ADA TRANSITION PLAN**



**HERITAGE DESIGNATIONS**



**TRIBAL RELATIONS**



**WELCOME STATEMENT**

## INTRODUCTION

### **BACKGROUND** *continued...*



#### **SPANISH LANGUAGE TELEVISION**

OPRD and KUNP-TV Univision Portland have teamed up to introduce more Spanish speaking community members to the Oregon state park system. Since 2016, the Spanish-language station has aired seven 60-second public service announcements that rotate on air, covering topics such as hiking at Silver Falls, camping at Stub Stewart, yurts and pets at Cape Lookout, water recreation at Milo McIver and more.

The video collection is available at the Oregon State Parks [Spanish landing page](#).

In 2023 OPRD included new Spanish language [recruitment videos](#) to the rotation of public service announcements that air on KUNP-TV Univision Portland. All OPRD Spanish language videos are also available on YouTube.



#### **AMBASSADORS PROGRAM**

Inclusion Ambassadors are OPRD employees from around the state that facilitate conversations with their colleagues related to diversity and inclusion. The goals are twofold: to create opportunities for collaborative conversations that allow staff to learn from

each other's experiences and perspectives, and to discuss innovative solutions to current issues related to our diverse visitor base. Ambassadors will aim to facilitate several conversations each year. OPRD will explore the next evolution of Inclusion Ambassadors as a significant part of our future continuous learning model for the agency.



#### **HERITAGE COMMUNITY BUILDING**

Oregon Heritage coordinates several different opportunities for trainings, workshops, and conversations supporting heritage preservation efforts in Oregon. These community building, learning, and engagement opportunities are provided through the Oregon Heritage Conference, the Oregon Heritage Summit, and the Oregon Main Street Conference. Statewide workshops are also hosted annually during the fall and began being offered in Spanish in 2023. Oregon Heritage also provides many tools to support communities and advocates in sharing the value of Oregon's historical resources.

Find out more about Oregon Heritage's [conferences and workshops](#), and [community toolkits](#).

## INTRODUCTION

### **BACKGROUND** *continued...*



#### **PARK EXPLORER SERIES: CABINS & YURTS**

In 2020, OPRD launched the Park Explorer Series: Cabins and Yurts. The program is an opportunity for organizations to apply to host one of up to 12 small group camping trips for communities that are underrepresented in outdoor recreation. Each selected organization is given five cabins or yurts for a two-night weekend stay at designated parks. Trips are scheduled for weekends in July, August, and September. The organizations are responsible for coordinating program participants of each site and supporting them in preparation for the camping trip.

This program strives to remove barriers to camping and outdoor experiences for underrepresented communities. The outcome is to create a meaningful and positive experience for participants that will hopefully lead to many more park visits. The eight selected parks are close to populated areas to make this program accessible to as many people as possible.

These popular parks also have large cabin or yurt areas. These facilities are an entry point for people new to staying overnight in the outdoors or who lack access to gear. Cabins and yurts also may not be accessible to underrepresented communities due to cost

and limited availability. These facilities are commonly booked six months in advance, which often excludes anyone who does not have the luxury and privilege of planning and paying that far in advance.

OPRD has hosted 32 groups over three summers since the program began, reaching as many as 160 participants who might not have otherwise experienced camping at a state park.

Find out more about applying for the [Park Explorer: Cabins and Yurts](#) experience.



#### **GRANTS AND COMMUNITY FUNDING**

Oregon Parks and Recreation Department offers a variety of grant programs for heritage projects through Oregon Heritage. These grants support diverse, equitable, and inclusive projects across the state, from historic building preservation to oral history and more. Grant programs and funding opportunities include but are not limited to the Oregon Heritage Grant, the Oregon Museum Grant, the Oregon Main Street Revitalization Grant, and the Historic Cemetery Grant. Community partners these grants have supported include the Burns Paiute Tribe, Oregon Black Pioneers, the Oregon Jewish Museum, the Portland Japanese Garden, and the Museum at Warm Springs.



## INTRODUCTION

### **BACKGROUND** *continued...*

Explore more about the impacts of Oregon Heritage Grants [here](#).

OPRD also provides more than \$28 million of grant funding each year to support recreation on public lands across Oregon's diverse communities. These grants help acquire, develop, improve, and maintain public recreation and facilities. Recreation grants include the Land and Water Conservation Fund, County Opportunity Grant, Local Government Grant, Recreational Trails, and All-Terrain Vehicle.

Find out more about Recreation Grant impacts [here](#).

For quick reference to all OPRD's Heritage and Recreation Grant opportunities, a summary document is available [here](#).



#### **AMERICANS WITH DISABILITIES ACT (ADA) TRANSITION PLAN**

The 2021 ADA Transition Plan identifies barriers to parks and park programs for people with disabilities, and provides a roadmap for removing them. Identified barriers range from inaccessible picnic areas and restroom facilities to parking lots with limited accessible parking. To develop this plan, we surveyed 273 unique facilities and identified 4,872 individual

barriers, then grouped them into categories defined by the level of complexity and cost. Remediation efforts began in 2021. We have trained 75 OPRD park rangers and managers as ADA Site Evaluators and are developing accessibility training to deliver to all OPRD staff in the near future.

We are also adding accessibility information and photos to our park web pages so visitors can plan trips that meet their accessibility needs.

Learn more about the OPRD [Accessibility Standards and Design Guidelines](#) for all future projects and read the full [2021 ADA Transition Plan](#).



#### **HERITAGE DESIGNATIONS**

Heritage designations offered through the Oregon Parks and Recreation Department recognize significant history and heritage efforts in the state. Oregon Heritage Traditions are a type of designation that recognize events more than 50 years old that represent what it means to be an Oregonian and includes traditions like the Pendleton Round-Up, Pacific City Dory Days, Woodburn Fiesta Mexicana, Portland Rose Festival, and the Oregon Country Fair. The Oregon Main Street designation is a coordinating program in part with Main Street

## INTRODUCTION

### **BACKGROUND** *continued...*

America© that helps support revitalization of downtown districts which often represent the heart of a community. Designations also include sites on the National Register of Historic Places which recently saw additions like Darcelle XV, home to the longest running drag show on the West Coast, and Dean's Beauty Salon and Barber Shop, the oldest confirmed continuously operating Black-owned barber shop or Salon in Portland.

Explore the Impact of [Oregon's Main Streets](#) and other Heritage [designations](#).



### **TRIBAL RELATIONS**

Tribal sovereign nations have occupied and stewarded the land we now call Oregon since time immemorial. The Oregon Parks and Recreation Department, like many other governmental entities, inherits a history of broken promises and inequities perpetrated against indigenous and Native American people. It is our agency's responsibility to actively engage in transformational relationship building and repair work with local Tribes. In 2022 OPRD added a Tribal Relations Coordinator position within the agency. This position supports employees in developing and maintaining relationships with Tribal partners and coordination of larger projects in

partnership with the Tribes.

Read more about some of the impacts the relationships between OPRD and the Tribes has had on Oregon and our communities:

[Tribes, locals come together to build trails, find healing on the Oregon coast](#)

[Land Purchase Protects Wallowa Lake's East Moraine From Development](#)



### **WELCOME STATEMENT ➡**

In 2021 work at OPRD began in developing a Welcome Statement for the agency. The intention of the Oregon Parks and Recreation Welcome Statement is to publicly communicate our agency's values and commitment to fostering environments where every visitor of state parks feels like they belong. OPRD began rolling out the Welcome Statement through an initial phase in 2023. This phase includes updating things like email signatures, business cards, recruitment materials, websites and social media, and reservation confirmations. The second phase will include designing Welcome Statement signs to be integrated into park spaces.



#### **OREGON PARKS AND RECREATION DEPARTMENT (OPRD)**

is proud to care for Oregon's extraordinary landscapes and rich cultural history. The department serves its visitors and all Oregonians through its properties and programs, and recognizes that the state's resilience and beauty are strengthened by its diverse population. Oregon State Parks are public spaces where all are welcome. We value and serve everyone, and we are committed to providing safe and equitable access to state parks and agency programs. The department will not tolerate racism, harassment, discrimination or intimidation in any form.



## INTRODUCTION

## CONTEXT

OPRD's Action Plan takes other plans and partnerships into consideration.

The Oregon Parks and Recreation Department was created as a branch of the State Highway Department in 1921. In 1989, legislation was passed that created the Oregon State Parks and Recreation Commission and separated the Oregon Parks and Recreation Department from the Oregon Department of Transportation (ODOT), effective in 1990. The Commission establishes policies, adopts rules necessary to execute the duties of the Department, sets fees, acquires property, promotes the state's outdoor recreation policy, and appoints the OPRD director. Commissioners serve four-year terms. They are appointed by the Governor and confirmed by the State Senate.

ODOT continues to be a major internal governmental partner for OPRD, along with the Oregon Department of Fish and Wildlife (ODFW), the Oregon Department of Forestry (ODF), the Marine Board, and many others. Due to these relationships and the impact grant funding from federal entities like the U.S. Department of the Interior and U.S. Department of Transportation have on OPRD operations, it is important our agency is aware of and informed by the justice, equity, diversity, and inclusion Action Plans that also exist for these entities:



[US Department of Transportation's  
Equity Action Plan](#)



[US Department of the Interior  
Equity Action Plan](#)

## INTRODUCTION

### **CONTEXT** *continued...*

## Targeted Universalism

The [State of Oregon Diversity, Equity, and Inclusion Action Plan](#) is a primary source of context and alignment for OPRD in this work. We want this Action Plan to incorporate aspects of the State Action Plan and effectively communicate our activities, successes and challenges.

Targeted Universalism is recommended by the Governor's Office and as part of our alignment, the Oregon Parks and Recreation Department will follow this recommendation. There are five steps to Targeted Universalism:

- 1.** Set a Universal Goal.
- 2.** Measure the success rate of the overall population in achieving the Universal Goal.
- 3.** Measure the success rates of different social groups at achieving the Universal Goal.
- 4.** Analyze for inequities between the overall population and specific social groups, then work to learn why those inequities exist for those populations.
- 5.** Apply Targeted Approaches for those social groups to address any identified inequities.

Find out more about Targeted Universalism by visiting the [Othering & Belonging Institute online](#).





# TIMELINE

## Justice, Equity, Diversity, Inclusion Two-Year Timeline and Deliverables

The Oregon Parks and Recreation Department’s structure and framework for justice, equity, diversity, inclusion work is designed to promote regular review and revision. OPRD recognizes that this work is perpetual and as an agency will strive to reduce “sense of urgency”. The JEDI Action Plan for OPRD will purposefully employ a two-year cycle. This will provide some familiarity to process and budget development for a governmental agency. A two-year timeline will also serve us in tracking progress or barriers. There is much work to be done at OPRD to assess the agency’s readiness as a whole to actively participate in culture change and include project management tools. The goals, deliverables, and metrics of this two-year plan are purposefully minimal in number while maximizing organizational impact.



**GOALS AND METRICS**



**PHASES AND TIMELINE**



**DELIVERABLES**



**MEASURING THE JEDI ACTION PLAN**

## TIMELINE

### GOALS AND METRICS

The goals of the '24-'26 Oregon Parks and Recreation Department Justice, Equity, Diversity, and Inclusion Action Plan are to:



In this first two-years of implementation, OPRD's outcome measure will be singular, the establishment of an agency Equity Lens. Oregon Parks and Recreation Department will also have a few process measures that will be captured on a quarterly basis.

TIMELINE

PHASES AND TIMELINE

The Oregon Parks and Recreation Department will model our JEDI Methodology of “engage, relate, adapt” in the phasing of our two-year timeline.



PHASE 1

- Establish OPRD Equity Philosophical Blueprint
- Develop OPRD Equity Lens
- Understand internal and external data resources to inform Universal Goals and Metrics
- Organize or establish internal operations for Action Plan management, engagement, and metrics

PHASE 2

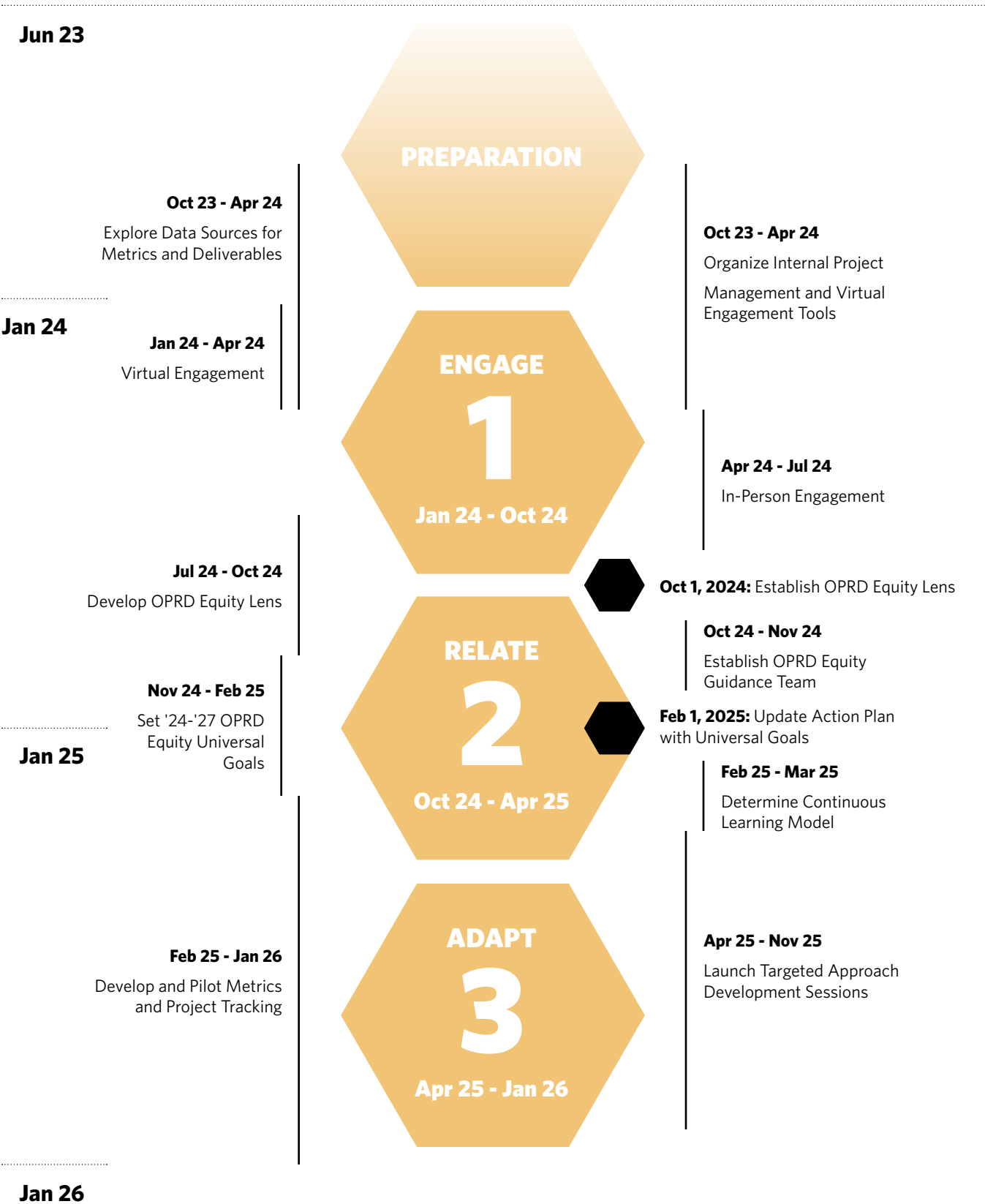
- Establish OPRD Equity Guidance Team
- Set OPRD Equity and Engagement Universal Goals
- Develop fundamental learning/information for phase three
- Determine Continuous Learning model and opportunities

PHASE 3

- Facilitate the introduction and development of Equity and Engagement Plans for each Division in OPRD headquarters
- Facilitate the introduction and development of Equity and Engagement Plans for each District
- Create project tracking and reporting tool
- Prepare for '26-'28 JEDI Action Plan Updates

TIMELINE

PHASES AND TIMELINE *continued...*










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TIMELINE

DELIVERABLES

OPRD affirms our Vision to “take the long view” and presents this Action Plan as our path forward on a very long journey.

A journey we will have setbacks on, where we might get lost, we might need to slow down to keep a collective pace, we might even make a mistake and end up some creek without a paddle. The Oregon Parks and Recreation Department shares this timeline and these planned activities with the understanding that the agency must remain nimble and responsive to our employees, volunteers, visitors, and community partners. We may complete all of these activities and more, we may complete only some of them. On our JEDI journey we are more interested in the quality of our actions rather than the quantity of activities or deadlines.

 <b>PREPARATION</b>			
<b>0.1</b>	<b>Explore Data Sources for Metrics and Deliverables</b>	The OPRD Equity & Engagement Coordinator will connect with internal and external subject matter experts to determine what can and cannot be measured. This will be critical to the agency’s success in creating “S.M.A.R.T.” Universal Goals. It will also inform any future JEDI data collection projects that may be included in Targeted Approaches.	1/1/24 
<b>0.2</b>	<b>Organize Internal Project Management and Virtual Engagement Tools</b>	The OPRD Equity & Engagement Coordinator will work with information technology to streamline, organize, and promote virtual engagement and project management tools to support the sustainability of the JEDI Action Plan.	4/1/24 

TIMELINE

DELIVERABLES *continued...*




<div><div>1</div>ENGAGE</div>		<div><div></div></div>	
1.1	Virtual Engagement	The OPRD Equity & Engagement Coordinator will host a series of virtual engagement sessions with employees, volunteers, visitors, and community partners to solicit input on the development of the OPRD Equity Lens and Universal Goals.	4/1/24 <div><div></div></div>
1.2	In-Person Engagement	The OPRD Equity & Engagement Coordinator will host a series of in-person engagement sessions with employees, volunteers, visitors, and community partners to solicit input on the development of the OPRD Equity Lens and Universal Goals.	7/1/24 <div><div></div></div>
1.3	Develop OPRD Equity Lens	The OPRD Equity & Engagement Coordinator will provide thematic analysis of input collected during engagement sessions and use the information to develop an OPRD Equity Lens. OPRD Equity & Engagement and Communications Divisions will work together to disseminate the OPRD Equity Lens both internally and externally.	10/1/24 <div><div></div></div>

## TIMELINE

## DELIVERABLES *continued...*

## RELATE



<p><b>2.1</b></p> <p><b>Establish OPRD Equity Guidance Team</b></p>	<p>OPRD will create an internal JEDI advising body. The advising body will require a two-year charter. Advising duties will include and are not limited to consult and approval of agency JEDI Universal Goals on a two-year basis, consult and support in agency-wide JEDI initiatives, and review and approval of Targeted Approach plans for divisions and districts.</p>	<p>11/1/24</p>	
<p><b>2.2</b></p> <p><b>Set '25-'27 OPRD Equity Universal Goals</b></p>	<p>OPRD “equity guidance team”, executive, and leadership teams will review the thematic analysis provided by the Equity &amp; Engagement Coordinator to inform Universal Goals. OPRD JEDI Action Plan is updated, project management tools are created, and communication campaign are created to reflect those goals.</p>	<p>2/1/25</p>	
<p><b>2.3</b></p> <p><b>Determine Continuous Learning Model</b></p>	<p>Equity &amp; Engagement Coordinator and agency advising bodies will consider past efforts (Ambassadors Program) and current employee readiness to participate in culture change. Once a learning model is approved, the OPRD Equity &amp; Engagement Coordinator will develop and execute a JEDI continuous learning initiative in collaboration with internal and external partners.</p>	<p>3/1/25</p>	

TIMELINE

DELIVERABLES *continued...*

<div><div>3</div><div>ADAPT</div></div>		<div><div><div></div><div></div><div></div></div><div></div></div>	
3.1	<b>Launch Targeted Approaches Development Sessions</b>	<p>OPRD Equity &amp; Engagement Coordinator will facilitate development sessions with designated teams within central operations divisions and regional districts. The development sessions will include fundamental information about justice, equity, diversity, and inclusion, introduction to the OPRD JEDI Framework and Targeted Universalism, a discussion about the established Universal Goals, and the beginning of a drafted localized plan of Targeted Approaches that the team will act on and track over the next two years</p>	<div>11/1/25</div> <div><div></div><div></div><div></div></div>
3.2	<b>Develop and Pilot Metrics &amp; Project Tracking</b>	<p>OPRD Equity &amp; Engagement Coordinator will work with information technology to develop internal tracking and reporting mechanisms to support the OPRD JEDI Framework. The tracking and reporting functionality will be informed by the Equity Lens, Universal Goals, and available technology.</p>	<div>1/1/26</div> <div><div></div><div></div><div></div></div>

### MEASURING THE JEDI ACTION PLAN

OPRD is using data to get curious, target our efforts, and identify impacts.

As part of this Action Plan's Timeline and deliverables, the Oregon Parks and Recreation Department will work to develop the metrics and measurables we will use in our justice, equity, diversity, and inclusion activities. In order to support the sustainability of this plan and future iterations, OPRD will use a combination of both process and outcome measures in our metrics.



- Data points collected and analyzed regularly that are related to the steps the agency is taking and activities employees are participating in.
- Potential example for OPRD: The number of employees that complete a primer training on justice, equity, diversity, and inclusion at OPRD during onboarding.
- Data points collected and analyzed on a semi-regular basis that are related to the impacts the changes in policy, practices, and processes have on agency operations and the people who interact with programs and services.
- Potential example for OPRD: The racial and ethnic demographics of visitors to Oregon State Parks.

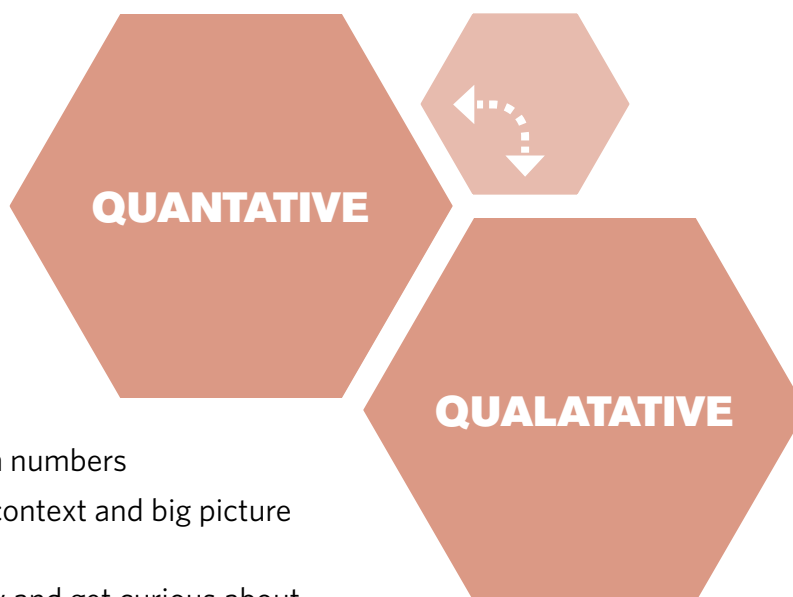
Within the Framework of the OPRD Justice, Equity, Diversity, and Inclusion Action Plan, we envision process measures mostly tied to our Methodology and outcome measures mostly tied to our Universal Goals. In our first two years of implementing this Action Plan, OPRD's metrics and measures will be primarily process in nature as we begin to track the things we are doing to apply Targeted Universalism and ready the agency for culture change. Though the agency may not determine our Universal Goals until we are well into our two-year Timeline, OPRD has already begun identifying data sources to inform outcome measures and collecting baseline data for future analysis and retrospection.

## TIMELINE

### MEASURING THE JEDI ACTION PLAN *continued...*

There is also a need to develop tools and systems to solicit, track, and display data in ways that are accessible and do not create more barriers or burden to employees, volunteers, and communities interacting with OPRD. One of the most significant lessons learned during the implementation of activities highlighted in the background of the Introduction to this Action Plan is the benefit of providing structure and project management. OPRD will be intentional in building tools and systems that model the JEDI Values and Focus Areas while supporting the Targeted Approaches, Universal Goals, and Methodology.

The Oregon Parks and Recreation Department will also consider both quantitative and qualitative data points as part of our JEDI Metrics and Measurables. There are benefits and weaknesses to both kinds of data sets. OPRD believes that a combination of both will best serve us in analyzing our process and outcome measures. The Oregon Parks and Recreation Department will also consider both quantitative and qualitative data points as part of our JEDI Metrics and Measurables. There are benefits and weaknesses to both kinds of data sets. OPRD believes that a combination of both will best serve us in analyzing our process and outcome measures.



- Relies heavily on numbers
- Provides broad context and big picture graphics
- Helps us identify and get curious about disparities

- Descriptive and experience based
- Provides nuance and details
- Helps us better understand how, what, why of inequities

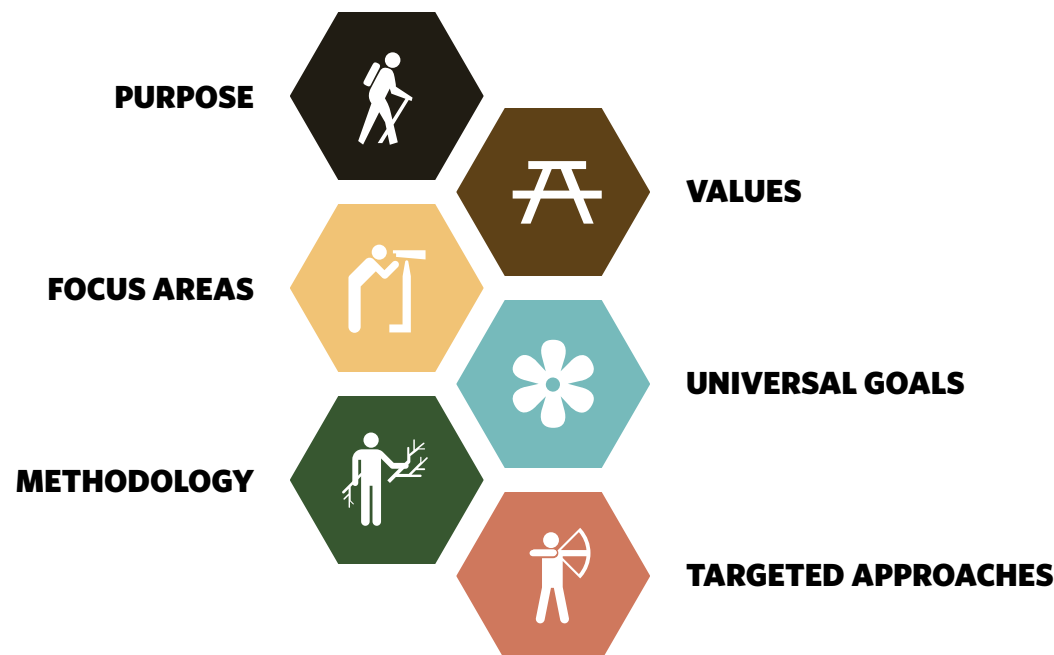




# FRAMEWORK

## Justice, Equity, Diversity, Inclusion Framework

The Justice, Equity, Diversity, Inclusion (JEDI) Framework at the Oregon Parks and Recreation Department (OPRD) will help empower employees and community members to actively work toward systemic culture change. This framework is comprised of six elements: purpose, values, focus areas, universal goals for the agency, methodology, and localized plans. These elements are designed to capture the scope and nature of work performed by OPRD and provide structure to the implementation of JEDI initiatives across the agency, embedded in the daily aspects of all operations, programs, and services.



FRAMEWORK

continued...

We will use the framework below to help guide our next steps.

This includes launching a thorough analysis and input period to set Universal Goals and develop Targeted Approaches. This method is also known as Targeted Universalism. Currently the agency knows what makes a successful JEDI Framework, however some of these elements remain to be developed, communicated, and promoted.



### PURPOSE

The people of Oregon entrust our agency with the stewardship of public lands.

The Oregon Parks and Recreation Department's programs, grants and policies serve communities all over the state every year. Along with our responsibility to Oregonians and the public lands we enjoy together, OPRD also has a unique userbase compared to other state agencies. We serve millions of visitors, many of whom come from other states or even countries to explore and find adventure in Oregon. Our work in justice, equity, diversity and inclusion must honor and reflect our duties as a state agency and the people and communities impacted by our agency. OPRD's purpose in culture change begins with our agency's Mission and Vision.



#### OPRD MISSION

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



#### OPRD VISION

To take the long view to protect Oregon's special places and provide the greatest experience while creating stable future funding.

### VALUES

Building, communicating, and consistently demonstrating our agency values is a cornerstone of cultivating workplace culture.



While developing the agency JEDI Framework, OPRD identified that to best support the agency's Vision of taking the long view, the agency needs to integrate sociological theories and evidence to develop an agency Equity Lens. The Oregon Parks and Recreation Department acknowledges that a considerable amount of time and energy will be spent at the beginning of this plan's two-year timeline to be intentional in considering the sustainability of our efforts and how we can set ourselves, parks visitors, and community members up for success.



### EQUITY LENS

Developing and implementing an Equity Lens for the Oregon Parks and Recreation Department will be the primary goal of this Action Plan's first two-year cycle. OPRD recognizes that our agency could do better at identifying and communicating our collective "why." We have not yet as an agency answered the question, "why are justice, equity, diversity, inclusion, welcoming and belonging things Oregon Parks and Recreation Department is committed to and how do these things apply?"

First, we must spend intentional time with employees, volunteers, visitors, community members and partners to assess our workforce readiness to engage in the culture change. Then we will develop a shared understanding of why OPRD is participating in culture change.

This will aid the agency in recognizing how to embed the Equity Lens into daily operations of each division, district, and role within the agency. Being clear about OPRD's answer to "why are we committed to this?" will also better support each employee in identifying how their individual "why" aligns with the agency and improve OPRD's opportunity to provide education, coaching, and care along the journey.

## FRAMEWORK

### VALUES *continued...*



#### PHILOSOPHICAL BLUEPRINT

Governmental entities have a particular responsibility as recipients and administrators of public funds. When agencies like the Oregon Parks and Recreation Department make big commitments, spend money, and institute changes, the reasoning for these decisions becomes part of risk management. One of the biggest risks in engaging in culture change and justice, equity, diversity, and inclusion initiatives in gaining buy-in from people interacting with the agency. Buy-in for this work is more authentically gained when the reasoning for it is properly sourced.

OPRD wants a sound philosophical blueprint of peer-reviewed evidence and social theories that informs our Equity Lens. This will strengthen our resolve in our implementation of our JEDI Action Plan, solidify our “why”, and hopefully reduce the reception of our efforts as anything but earnest and authentic.

Some sociological theories we are considering incorporating into the OPRD Equity Lens:

- **Environmental Ethics:** applied ethics concerned with the natural environment, including its instrumental value for human beings and other animals and its possible intrinsic value.<sup>3</sup>
- **Relational Worldview:** environmental, mental, physical, and spiritual/emotional aspects of existence are all related and interconnected.<sup>4</sup>
- **Deliberative/Participatory Democracy:** decision making is done through discussion and direct voting power.<sup>5</sup>
- **Trauma-Informed Care:** awareness of the prevalence of trauma, understanding of the different impacts of trauma, understanding re-traumatization.<sup>6</sup>
- **Justice vs. Rights Model:** understanding the limitations of legal based reasoning amid moral culture change.<sup>7</sup>

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<sup>3</sup> Singer, P. (2023, June 8). environmental ethics. Encyclopedia Britannica. <https://www.britannica.com/topic/environmental-ethics-philosophy>.

<sup>4</sup> McCubbin, L.D. et al. (2013) ‘Relational well-being: An indigenous perspective and measure’, *Family Relations*, 62(2), pp. 354–365. doi:10.1111/fare.12007.

<sup>5</sup> The theory of democracy (no date) Encyclopædia Britannica. Available at: <https://www.britannica.com/topic/democracy/The-theory-of-democracy> (Accessed: 17 November 2023).

<sup>6</sup> Tip what is trauma informed care (TIC). Available at: <https://traumainformedoregon.org/wp-content/uploads/2016/01/What-is-Trauma-Informed-Care.pdf> (Accessed: 17 November 2023).

<sup>7</sup> Van Troost, L. and Lettinga, D. (2015) Justice over rights?, *Open Democracy*. Available at: <https://www.opendemocracy.net/en/openglobalrights-openpage/justice-over-rights/> (Accessed: 20 November 2023).

## FRAMEWORK

### VALUES *continued...*

- **Intersectionality:** the complex, cumulative way in which the effects of multiple forms of discrimination (such as racism, sexism, and classism) combine, overlap, or intersect especially in the experiences of marginalized individuals or groups.<sup>8</sup>
- **Social Construction:** ideas are created and accepted by people in a society.<sup>9</sup>
- **Critical Race Theory:** racism is inherent in the law and legal institutions of the United States insofar as they function to create and maintain social, economic, and political inequalities between whites and nonwhites.<sup>10</sup>

Within the next element we will discuss why prioritizing evidence-based practices is one of our agency's Focus Areas within our JEDI Framework. Centering our agency justice, equity, diversity, and inclusion Values in peer-reviewed sociology is a foundational way we can represent our Focus Areas. The Oregon Parks and Recreation Department is dedicated to providing employees, volunteers, visitors, and community a thoughtful collection of Values that are concrete, reasoned, and confidently lead the agency in this work.

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<sup>8</sup> Merriam-Webster. (n.d.). Intersectionality. In Merriam-Webster.com dictionary. Retrieved November 20, 2023, from <https://www.merriam-webster.com/dictionary/intersectionality>.

<sup>9</sup> Merriam-Webster. (n.d.). Social construct. In Merriam-Webster.com dictionary. Retrieved November 20, 2023, from <https://www.merriam-webster.com/dictionary/social%20construct>.

<sup>10</sup> Britannica, T. Editors of Encyclopaedia (2023, October 25). critical race theory. Encyclopedia Britannica. <https://www.britannica.com/topic/critical-race-theory>.

## FRAMEWORK

### FOCUS AREAS

There are many aspects of the growing application of justice, equity, diversity, and inclusion that an organization can focus on.



When determining the areas of focus for the Oregon Parks and Recreation Department in the implementation of the JEDI Framework, the agency primarily considered what was reasonable considering the current state of the work within the agency and what would best serve OPRD in being successful at culture change. As we move forward with the execution of this Action Plan, the intent is to establish Universal Goals, Methodology, and Targeted Approaches that support our Focus Areas of continuous learning, operationalization, evidence-based practices, and engagement.



#### CONTINUOUS LEARNING

The Oregon Parks and Recreation Department wants to join the increasing number of business and government entities in becoming a Learning Organization. This means that OPRD will facilitate continuous learning opportunities for employees, volunteers, visitors, and community members. We will provide planning and structure while remaining flexible and nimble. We will regard gradual and deliberate learning and growth as positive supports to our long-view and systemic culture change.



#### OPERATIONALIZATION

Embedding justice, equity, diversity, and inclusion efforts into daily operations of an organization and measuring processes and outcomes is an aspect of implementation that can be one of the most challenging of an initiative or project. OPRD is excited to focus on operationalization early in the development and roll-out of our JEDI Action Plan. We believe that this Focus Area will not only strengthen our reasoning and communication around our initiatives, but more importantly provide scalable and supportive tools to individuals, teams, management units, divisions, districts, leadership, and the agency at large throughout our journey.

## FRAMEWORK

### FOCUS AREAS *continued...*



#### EVIDENCE-BASED PRACTICES

An emphasis on reducing bias and discrimination is prevalent in justice, equity, diversity, and inclusion work. Focusing on evidence-based practices will help minimize the influence of personal biases and subjective judgements in decision making processes. Additionally, there is evidence to suggest that employees are more likely to support such initiatives and “buy in” to the effort when they are provided evidence that the work produces results.

Both quantitative (numbers) and qualitative (lived experiences) are important to collecting, analyzing, and reporting JEDI data. OPRD will focus on evidence-based practices to provide a structured and data-driven mindset to our JEDI Action Plan. We believe this will increase our chances of demonstrating success, reduce bias within the initiatives and projects, foster accountability, and ensure that public funds and resources are used effectively.



#### ENGAGEMENT

While engagement is crucial for organizations of all kinds, government agencies have more of a vested interest in engaging with the public we serve. The Oregon Parks and Recreation Department believes that focusing on engagement will provide us with more nuanced data and information; better honor the collaborative efforts of employees, volunteers, visitors, and community partners; and cultivate a sense of shared responsibility and accountability among everyone. Systemic culture change cannot be successfully realized in a vacuum, and OPRD intends to use methodologies like the Shared-Power Principle as presented by the Centre for Public Impact to ensure effective engagement and inclusion.



### UNIVERSAL GOALS

Establishing Universal Goals toward justice, equity, diversity, and inclusion as an agency is necessary in order to apply Targeted Universalism.



Like most organizations, the Oregon Parks and Recreation Department has set Strategic Goals for the agency. While the Universal Goals of the JEDI Action Plan should consider and be informed by the agency's Strategic Goals, we feel that determining unique goals towards justice, equity, diversity, inclusion, welcoming and belonging reflects the importance of the specialized structure we want to apply.

We must also first explore what is measurable and relevant for OPRD before setting our Universal Goals to make sure they are "S.M.A.R.T." meaning: specific, measurable, achievable, relevant, and timely. For example, a Universal Goal of "everyone who visits Oregon State Parks feels safe, welcome, and like they belong in the park" would be unwise for us at this time. This is because the agency has not developed a sustainable method to collect data regarding visitors' feelings of safety, welcome, and belonging that can be disaggregated for social demographics that we are interested in like race, ethnicity, language use, disability status, socioeconomic status, gender and gender expression, age, etc. Subsequently we do not have baseline data for comparison and making informed decisions, thus it is not a currently measurable goal.

The Oregon Parks and Recreation Department considers our JEDI Action Plan to be a "living document" in that it is intended to be revisited, reviewed, and revised on a regular basis. OPRD also intends to develop Universal Goals that will lend themselves to several two-year cycles of measuring processes and outcomes as baselines have not yet been established and data sources or collection processes are still in development or discovery. We will model our JEDI Values, Focus Areas, and Methodology through the process of determining the JEDI Universal Goals and our Targeted Approaches to achieving them.

### METHODOLOGY

The Oregon Parks and Recreation Department considers our JEDI Framework Values as our “why,” our Universal Goals and Targeted Approaches as our “who, what, and when,” and our Methodology as our “how.”



This element doesn’t just answer the question, “how is OPRD going to engage in justice, equity, diversity, and inclusion?” it also describes how the employees and volunteers at OPRD want to show up in this work. Some of these methods like “engage, relate, adapt” have been in use at the agency for years, some of them are new or different ways of showing up for culture change. Regardless of what an activity or project in a Targeted Approach is or who is going to do it when, we want employees and volunteers to use one or more of the following methods during their activity or project.



#### ENGAGE, RELATE, ADAPT

The OPRD Inclusion Committee was formed in 2015. The method and agency tool of “engage, relate, adapt (ERA)” is a product of the work the Inclusion Committee has been doing. In this method employees are coached to

- **Engage:** bravely go first, bring their best self, and create a connection;
- **Relate:** listen to learn, acknowledge intent and impact, and work to find similarities
- **Adapt:** reevaluate their perspective, take action, and follow up

OPRD employees regard ERA as a successful approach that could do more for the agency’s JEDI Universal Goals when applied more regularly and in different kinds of work.



#### UNIVERSAL ACCESS

The Oregon Parks and Recreation Department has hosted an internal Universal Access Advisory Group for some years. The scope of “universal access” at OPRD has been aimed mostly on addressing barriers experienced by visitors with physical disabilities, however more recently the Advisory Group has been expanding discussions and best-practices to language access and alternative formatting. We view universal access as a method that is not bound by one sociological identity but rather seeks to provide best practices in adaptation throughout our operations and service delivery, from buildings and pathways to rules advisory committees and contracting.

## FRAMEWORK

### **METHODOLOGY** *continued...*



#### **PROACTIVE CRITICAL THOUGHT**

One thing every state employee knows is that our systems tend to be reactive rather than proactive. OPRD wants to influence that tendency beginning with our internal processes. Proactive critical thought can be a valuable method for achieving justice, equity, diversity, and inclusion goals within an organization by fostering a culture of awareness, empathy, and continuous improvement. It can look like a series of general questions presented in the Equity Lens to guide equitable decision making or processes, or a specific tool built to help assess each Oregon Administrative Rule for potential racial equity impacts. This method will involve consistent questioning, reflection, and action to challenge biases and promote the culture we are cultivating to create lasting change.



#### **TRAUMA AWARENESS**

Most human beings have experienced some kind of trauma within their lifetime and though it is uncomfortable and sometimes undesirable to bring up, especially at work, so too is a significant amount of conversations to be had about justice, equity, diversity, and inclusion. Trauma awareness is a suitable method to enter into this work because it is relatable to so many people and when we consider the applicability of addressing not only individual trauma, but collective, historic, generational, and institutional trauma we can more readily understand and engage with inequities currently experienced within our organization. OPRD knows that our employees are best at interacting with upset visitors or community members, problem solving for complex projects, and caring for their coworkers when their own mind and heart are safe and well-tended to.

## FRAMEWORK

### **METHODOLOGY** *continued...*



#### **SHARED-POWER**

The Oregon Parks and Recreation Department has a history of traditional hierarchal style organizational influence and like all government agencies, functions with and within a hierarchal structure. These features do not lend themselves well to shared-power models and in reality, will continue to determine decision making processes regardless of any JEDI Action Plan or initiative. OPRD wants to use shared-power methods in all decision-making processes specifically related to the agency's JEDI Action Plan activities and acknowledges that this may cause some friction with other internal decision-making processes. OPRD will embrace any friction between shared-power decisions and hierarchal decisions as learning opportunities and occasions to apply the OPRD Equity Lens. We will look to the Shared-Power Principle as presented by the Centre for Public Impact and our Philosophical Blueprint as primary guides to collective decision making. This method will seek to include people most impacted by the outcome of a decision in the process of deciding whenever possible.

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<sup>11</sup> The Shared Power Principle (2019) Centre for Public Impact. Available at: <https://www.centreforpublicimpact.org/assets/documents/shared-power-principle.pdf> (Accessed: 20 November 2023).

TARGETED APPROACHES

Developing Targeted Approaches to address Universal Goal inequities is the last of the five steps of Targeted Universalism.



This first iteration and two-year cycle of a JEDI Action Plan for the Oregon Parks and Recreation Department will result in the readiness of each division and district in developing their own unique plan of Targeted Approaches toward the agency Universal Goals. We do not know yet what the activities or projects will be or what inequities they will seek to influence. We do know that the more localized an activity or project is, the better it can be informed by those most impacted. Once OPRD has strong footing in the foundation of our journey, the agency envisions Targeted Approaches identified by and accountable to the following groups.



HEADQUARTERS & BUSINESS OPERATIONS

Executive Team

Administrative Support

Construction, Facilities, Projects, Audit, Natural Resource Management

Communications, Marketing, Projects, Image Management and Research

Customer Support

Financial Services

Government Relations and Policy

Grants and Community Services

Human Resources

Information Technology

Procurement and Real estate

Safety and Risk

Heritage / State Historic Preservation Office



PARK OPERATIONS

North Coast District

Central Coast District

South Coast District

North Central Mountain District

South Central Mountain District

East Mountain District

Columbia Valley District

Willamette Valley District

## FRAMEWORK

### TARGETED APPROACHES *continued...*

Change is hard and not a lot of humans enjoy it. Change management is an entire practice and skill of its own. Implementing a JEDI Action Plan is part of a change in culture and requires application of change management principles. OPRD will employ a three-levels-of-change model. We will be primarily intent on and responsible for an organizational level of change. At the same time, we acknowledge that individual change is welcome and expected, and systems change will require time and continuous effort. As part of managing organizational culture change, we will scale this model to support changes in how people perform their roles; ways that divisions and districts change their approach to their work; and the changes the agency makes collectively.

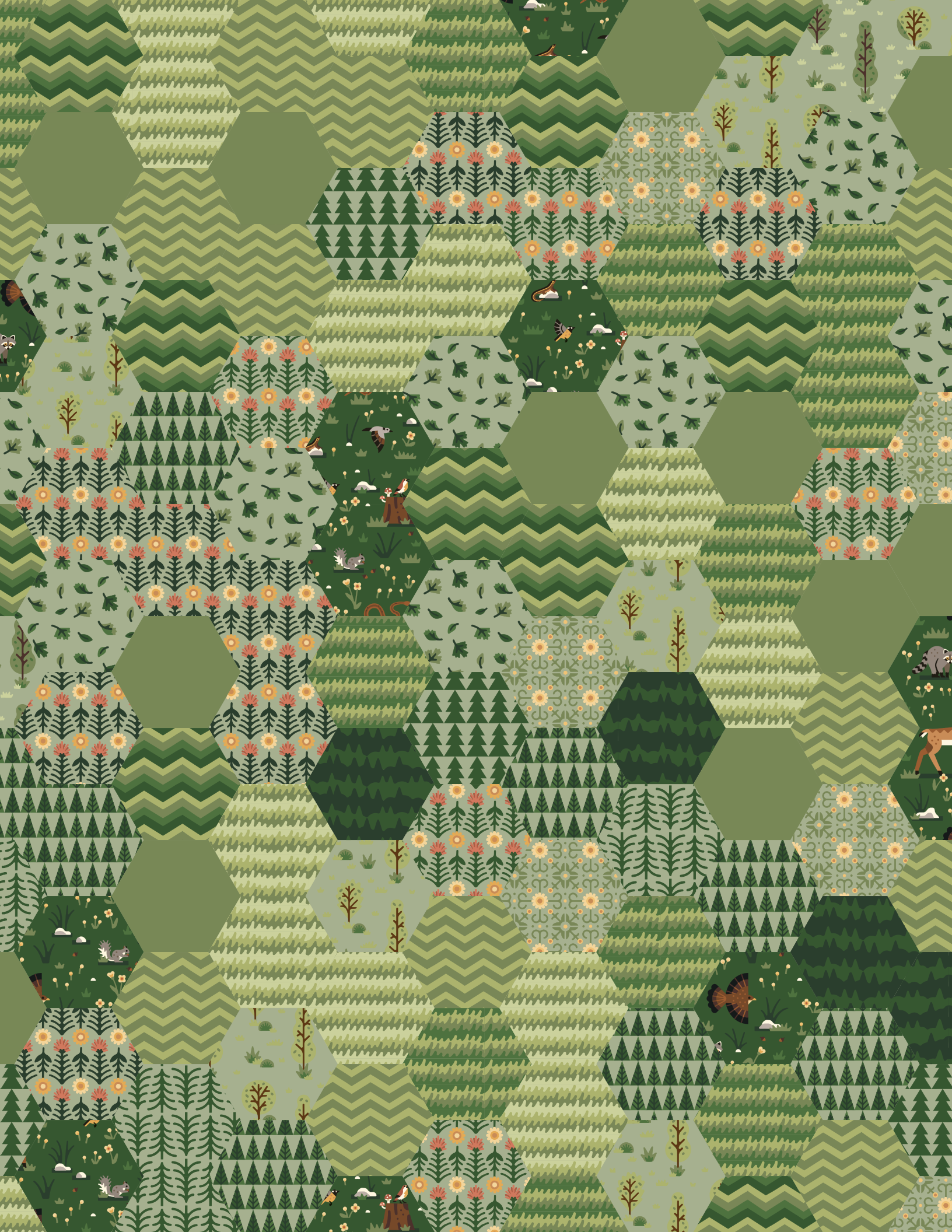
Our change management principles, JEDI Universal Goals, Methodologies, metrics, and targeted approaches will all be informed by a sphere of influence model. This will ask that when scoping the work, we limit ourselves to things we know OPRD has power or decision-making in and things our agency can influence.

Targeted Approaches represent the future-state of OPRD's application of Targeted Universalism. As we are intentionally and deliberately investing time and energy in the foundations of this work, the next two-year cycle will also include heavy investments in facilitating the development of these unique plans for the divisions and districts. Our intent

is not to stop or slow any current activities or projects and we will continue to provide supports to those as capacity of the OPRD Equity and Engagement Coordinator allows. However eventually, OPRD wants to have any effort toward justice, equity, diversity, and inclusion within the agency captured in a localized plan to ensure alignment with the Equity Lens, Universal Goals, and Methodology.



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# RECOMMENDATIONS

OPRD is mindful of the adventure gap.

In many ways the Oregon Parks and Recreation Department has identified and worked to address the inequities that exist in our operations and park experiences for people with backgrounds of non-dominate cultures and communities. In many ways OPRD also finds itself at a trailhead in organizational justice, equity, diversity, and inclusion work. We want the lessons learned through the previous good work the agency has been active in to serve as the figurative bushwhacking to the path we are currently creating.

OPRD is learning; from ourselves, from visitors, from Oregonians, from partners, from nature and the earth itself. There are a variety of ways the agency can make the outdoors in Oregon more inclusive based on insights from OPRD research, discussions within OPRD, and inclusion discussions in the outdoor industry. We want to conclude this Action Plan with some of the recommendations we have received and researched to preview and hopefully forecast what is to come in the future. These findings represent only the beginning of our data collection process. Findings like these will be used in our evidence-based practices and will inform our Universal Goals and Targeted Approaches.

## RECOMMENDATIONS

### RECOMMENDATIONS FROM OPRD RESEARCH

OPRD marketing materials should highlight developed areas and facilities at parks and how parks are great locations for group activities.

The knowledge that parks have these amenities can make new park-goers feel more comfortable and, in some cases, less intimidated/uncertain with visiting the parks.

**The agency should address potential barriers in the reservation process.**

For example, the agency could provide an easy-to-find tip sheet on how to book a reservation for new visitors. This guide could explain which sites are booked earliest and how to set availability notifications, amongst other things. (Note: much of this information is available online, but it needs to be examined to make sure visitors can easily find it.)

OPRD has also engaged in gathering feedback for improvements through some of our current community initiatives. Read the [Park Explorer: Beyond Boundaries](#) report for more insight into the experiences of people from underrepresented backgrounds and their thoughts on how OPRD can be a part of creating more inclusive environments.

## RECOMMENDATIONS

### RECOMMENDATIONS FROM OUTDOOR INDUSTRY

Various articles and white papers on outdoor inclusion help provide guidance. An overarching theme is that outdoor organizations should celebrate and encourage the many ways people enjoy the outdoors. Specifically, the following actions are recommended:

#### **Incorporate diverse representation in advertising and marketing materials.**

- Promotes a sense of belonging for people who are new to the outdoor community
- Seeing people who look like them in outdoor spaces provides more confidence and comfort

#### **Develop programs that cater to immigrant experiences, low-income experiences, and cultural histories.**

- Honors the histories and cultures of historically and currently underrepresented communities
- Telling the full history of American outdoors
- Serve as venues for cultural events and festivals.

#### **Partner with and celebrate diversity advocates.**

- Inclusion efforts are strengthened
- Parks can benefit from the knowledge and insights people with lived experience

#### **Increase the economic accessibility of parks.**

- Financial costs can be barriers for many potential visitors
- Explores opportunities to reduce these barriers for underrepresented communities
- Consider transportation to parks, reduced cost of camping, or waived fees to new visitors or visitors from underrepresented communities.

#### **When possible, be flexible with rules to make visitors feel welcome.**

- Examine if any rules are unnecessarily creating barriers for visitors
- Consider hard limits on group sizes at sites
- Consider the strong preference for group activities by underrepresented communities



# YOU'RE INVITED!

Join us on our journey.

As the Oregon Parks and Recreation embarks on this Justice, Equity, Diversity, and Inclusion Action Plan and tends to this living document, we invite you to be a part of our journey. Connect with us, teach us, learn with us, partner with us. Explore, adventure, and play with us. We are excited to share our successes, challenges, and changes with you.



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