



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

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This is a preliminary, deliberative draft not representing a formal position of the Governor's Task Force on the Outdoors or endorsement by any individual member – as such it may contain errors, and is intended for discussion purposes only. Preliminary actions are numbered 1-30 for ease of reference only and do not imply prioritization.

INTRODUCTION

In Oregon our quality of life and a strong economy go hand in hand with our stewardship of natural resources, and for many Oregonians that means a direct connection to the outdoors. In early 2019 Governor Brown directed a Task Force on the Outdoors to develop a set of recommendations to ensure the benefits of outdoor recreation – to individual wellbeing, community livability, and a thriving economy – are enjoyed by all Oregonians as our state grows and changes. The specific goals of the Task Force are to recommend policies, legislation and initiatives to:

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

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



'menu of options' and key metrics. This plan advances the following overarching strategies:

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

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

This Framework for Action is not a management plan for the Office of Outdoor Recreation or any other single entity. Rather the hope is that local actions, and other statewide efforts can tier off the broad strategies outlined here. This effort has been informed many other assessments and plans, including but not limited to: the Oregon Conservation Strategy, Nearshore Strategy, Oregon Outdoor Recreation Initiative Phase I/II reports, Statewide Comprehensive Outdoor Recreation Plan and various agency strategic plans.

In the course of its work the Task Force also recognized that many related efforts are outside its scope, including broader socioeconomic trends, many aligned efforts and existing planning, project and regulatory frameworks. Our approach, outreach, and expertise all likely also leave gaps – some of which, by definition, the group may not be aware of. The intent remains for this work to synthesize outdoor recreation work in Oregon and lay out a collective path forward.

MEMBERSHIP & PROCESS

The Oregon State Parks and Recreation Commission appointed members to this one-year Task Force in April 2019, including representatives of local, state, federal and tribal governments, as well as outdoor industry, recreational user group, university and non-profit leaders. Task Force members, outside experts and members of the public were invited to present or provide comment at each meeting.

- May 22nd, 2019 – Silver Falls State Park
- July 11th, 2019 – Portland
- August 27nd, 2019 – Baker City
- October 2nd, 2019 – Newport
- November 15th, 2019 – Klamath Falls
- January 23rd, 2020 – Salem

[TASK FORCE ROSTER]

Out of that process of listening and learning, studying and ideating, a group of themes emerged that the Task Force is advancing as a set of guiding principles.

GUIDING PRINCIPLES:

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

GOALS

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

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

These goals can be understood along the lines of three pillars of sustainability: people, planet and profits. Because these goals are inextricably linked the Task Force chose to provide a menu of options that is likewise integrated across goal areas. Some address one goal area; most address two or all three. For example, conservation projects conducted by youth corps could benefit resource protection and access, engage youth or underserved populations, and provide a pathway to further work in the outdoor recreation economy – touching all three goal areas.

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

Goal: Support economic development in both rural and urban areas

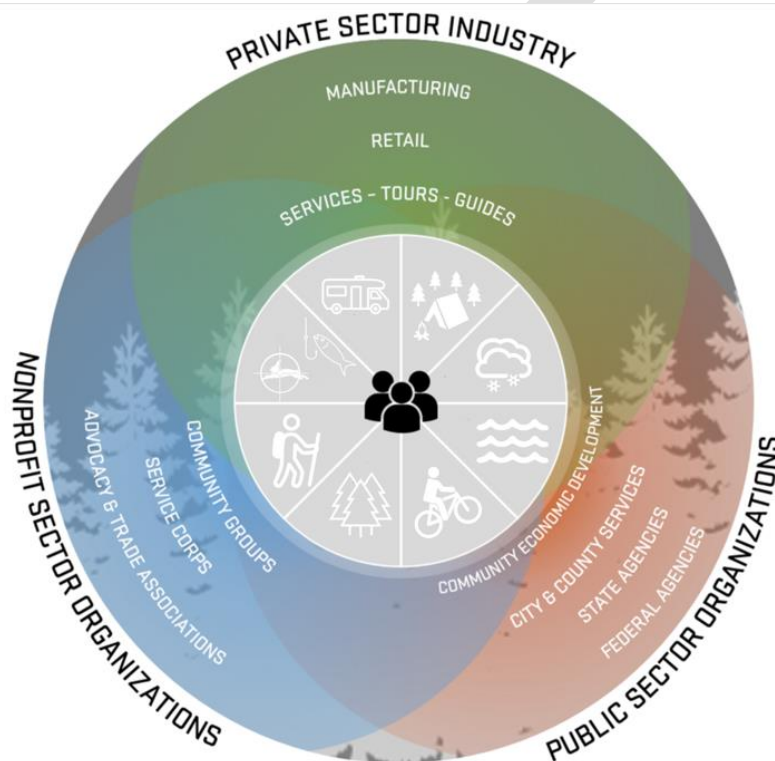
Outdoor recreation benefits local communities and economies in many different ways – from direct spending on gear and trips, to design, manufacturing and transportation and as a competitive edge for employers where access to the outdoors supports quality of life.

According to the Bureau of Economic Analysis, outdoor recreation accounts for 2.9% of Oregon's total GDP, 4.4% of total employment and grew 24% between 2012-2017, or 6% faster than the economy as a whole.¹ According to that same survey accommodations and retail are the largest employers in the outdoor recreation economy, followed by government, manufacturing, wholesale trade, transportation and warehousing. Education, construction, professional and business services and real estate round out the top sectors of the economy that contribute to or are supported

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

by outdoor recreation.² Tourism is a core part of the outdoor recreation economy in Oregon – the Task Force embraces a view that includes tourism, and is also broader.

Figure 1: Outdoor Recreation Economy Diagram



Goal: Balance improved outdoor recreation access with resource protection

Achieving 'balance' between resource development and protection is bound to be fraught with varying perspectives. Over time, voters and our elected officials have implemented many landmark measures that weigh in on where that balance should be to support a high quality of life, strong economy and clean environment. An example known to most all Oregonians is the Beach Bill, ensuring free public access in perpetuity to the ocean shore. Other examples of Oregon leading the way include the

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



nation's first gas tax, our land-use planning system, the Forest Practices Act and many others through the years – each fraught with controversy of some kind, each ultimately a result of folks working together towards a positive outcome for Oregon.

So what, then, does balance mean in the context of outdoor recreation? Who gets to define it? Is it even possible to achieve? There is an inherent tension in providing access to the outdoors – for the enjoyment of people, and the physical, mental and spiritual benefits of time spent in nature – and in protection of the environment – for the benefit of fish, wildlife and their habitat, for clean air and clean water. Anecdotally we are hearing more stories about places being “loved to death”, and have likely seen direct impacts from use like erosion, trampling of vegetation or crowding directly.

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

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

Outdoor recreation is popular in Oregon, and becoming more so, but not equally.

According to a recent statewide study 95% of Oregonians participate in some form of outdoor recreation each year, from walking and biking, to hunting and fishing, snowmobiling, boating and the list goes on. In 2014, Oregon State Parks visitation was 44.9 million visits, in 2018 51.3 million, an increase of 6.4 million (14%).³ Tourism is also growing rapidly in Oregon, with 2018 the ninth consecutive year overnight visitation has grown.⁴

³ Oregon Parks and Recreation Department, Caleb Dickson. Dec. 19

⁴ Dean Runyan Associates. Oregon Travel Impacts 1992-2018p.

http://www.deanrunyan.com/doc_library/ORImp.pdf



Despite overall trends of increasing use, certain demographic trends emerged in the recent Statewide Comprehensive Outdoor Recreation Plan (SCORP): an aging population; lack of youth engagement; an increasingly diverse population and an underserved low-income population.⁵ According to the SCORP, “when examining the total number of activities participated in, the Asian population is an underserved population from an outdoor recreation perspective in Oregon. When examining the number of days of participation across the year, the Oregon Latino and Asian populations are underserved populations in Oregon.”⁶ Further, of the Oregonians who do not participate in outdoor recreation, 50% report that they or someone in their household has a disability while overall 23% of households report they or someone in their household has a disability.

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

⁶ Ibid. p69.

STRATEGIES

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

Figure 2: Strategies and actions

Figure 2. Strategies and Actions		Strategies			
Center efforts on diversity, equity and inclusion	Strengthen collaboration and organizational effectiveness	Accelerate investments in the outdoor recreation sector	Catalyze innovative policies and legislation	Empower local and statewide action	
		Actions			
Designate public outreach liaisons in planning and decision-making processes	Create an outdoor recreation sub-cabinet to lead policy and strategy	Create an Oregon Outdoor Trust modeled after the Oregon Cultural Trust	Reassess recreational immunity and liability provisions	Conduct a statewide outdoor recreation inventory and gap analysis	Make it easier for health care providers to prescribe time in nature
Set aspirational targets for inclusion of people of diverse backgrounds and abilities on agency committees	Appoint a citizens advisory group to guide the Office of Outdoor Recreation	Propose new, dedicated funding for projects and infrastructure maintenance	Advance 'Equal Pay for Equal Play' legislation for recreation events	Build a statewide outdoor recreation directory	Develop a statewide PreK-12 outdoor education plan
Evaluate and propose improvements to current EDI efforts in state agencies	Support community outdoor recreation development with technical assistance	Fund outdoor industry incubator and accelerator programs	Extend conservation easement tax program to private land recreation use	Help recreation businesses navigate permitting requirements	Promote a culture of responsible recreation
Invite Tribal Nations to develop a land acknowledgement plan for parks and recreational facilities	Engage with 'one voice' on federal outdoor recreation plans and legislation	Rally community and industry support for the Oregon Conservation Strategy	Offer a simplified Oregon Outdoor Pass	Publish a partnership guide for recreation groups and agencies	Align outdoor recreation university and career programs
Advance accessibility and universal design principles	Form an Outdoor Recreation Caucus	Address County search and rescue needs	Expand Youth Corps vocational and career training	Develop and promote outreach materials targeting the outdoor industry	Pilot 'Recreation Zone' land management with communities

Strategy: Center efforts on equity, diversity and inclusion

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

Preliminary Actions:

1. Designate public outreach liaisons in planning and decision-making processes

Explanation: Outreach should be conducted by paid staff or consultants to build relationships and facilitate input from diverse populations during planning and decision-making processes related to management of outdoor recreation in Oregon. While agency rule development, comment periods and grant-making are open to the public inclusive approaches may support increased civic engagement. In turn, the we may be able to provide more responsive services and generate better outcomes for traditionally marginalized groups and individuals.

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

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

Explanation: Executive Order 12-03 "Promoting Diversity and Inclusion Opportunities for Oregon Minority-Owned, Women-Owned and Emerging Small Businesses" ordered several actions to foster an inclusive business climate. Other initiatives have made strides towards advancing equity, diversity

and inclusion in agency hiring, and Governor-appointed Commissions. Applying this same rationale to grant-making, policy, research and other agency advisory functions seems like a natural extension.

Path Forward: Agencies could apply this new standard with consultation and guidance from the Governor's Office, with a recognition of existing efforts already occurring across state government. An interim step would be to produce a report on EDI efforts made to-date.

3. Evaluate and propose improvements to current EDI efforts in state agencies

Explanation: Oregon state agencies are making strides towards a more diverse, inclusive workforce but in other ways still lag behind the general population and private industry. Over the last decade Oregon state government has consistently hired more people of color each year but 2013, while employment of people with disabilities has consistently declined.⁷ For some agencies there needs to be internal capacity building before non-majority employees can feel supported and meaningfully contribute long-term. A transition plan could provide a blueprint for agencies to undertake learning about their own agency's historical practices that have contributed to this inequity and provide a roadmap for internal capacity building, leading to better support of new hires and leadership transfer. This work could start within OPRD and other agencies that opt-to, but could apply to all state agencies and include a requirement for robust EDI training program for state outdoor recreation professionals.

Path Forward: This could also be done at direction of agency leadership on a case-by-case basis, though may be more effective with guidance from the Governor towards alignment with other statewide EDI efforts.

4. Invite Tribal Nations to develop a land acknowledgement plan for parks and recreational facilities

Explanation: All lands and waters in Oregon are native homelands, and this proposal would elevate work done in recent years to educate outdoor recreationists on this history accomplished on a project-by-project basis. This action may also support guidance outlined in ORS 182.164 to promote

⁷ Office of Governor Kate Brown, Diversity, Equity, and Inclusion/Affirmative Action. *Affirmative Action Biennial Report, 2017-2019*. Salem, OR. 2017.

communication and positive government-to-government relations between the state and tribes.

Path Forward: The first step would be an invitation, supported by funding and capacity, by the Governor to Oregon's federally recognized Indian tribes to open a dialogue about potentially pursuing this work.

5. Advance accessibility and universal design principles

Explanation: Evaluate public parks and recreation areas for accessibility, prioritize needs, and launch a funded plan to upgrade facilities to ensure equitable access for all. Part of this work would also be to better publicize – with photos, video and rich descriptions – current accessibility of sites and progress of upgrades. Look to current work being done across Oregon State Park system and American Society of Landscape Architects Guide to Universal Design.

Path Forward: This work should be led by OPRD, in partnership with community-based organizations and other agencies.

Strategy: Strengthen collaboration and organizational effectiveness

Greater alignment and reevaluation of traditional agency decision-making silos is needed to provide support to communities, plan for the future, and champion solutions that ensure the ongoing success of outdoor recreation in Oregon. This will require a change in both how we organize our work, and increased capacity for the Office of Outdoor Recreation to serve as a leader and convener as envisioned.

Preliminary Actions:

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

Explanation: Create a top-level outdoor recreation entity to lead statewide planning, policy and coordination. An Outdoor Recreation Council would be chartered with reviewing recreational statutes, policies, fee structures, alignment of grant programs and other work of various state agencies related to outdoor recreation. The ultimate goal is for recreation work in Oregon to flow from joint strategic direction, hence the need for ongoing coordination. Coordination of statewide outdoor recreation policy development falls within



the purview of the Office of Outdoor Recreation [see ORS 390.233(3)(a)(B)]. This recommendation proposes a structure for accomplishing that goal.

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

7. Appoint a citizens advisory group to guide the Office of Outdoor Recreation

Explanation: Carry forward a related proposal for an Outdoor Recreation Advisory Board to the Office of Outdoor Recreation comprised of community group and business leaders. As with the Task Force, geographic, demographic and representational diversity should be considered when appointing members. The goals of this group are to support coordination, provide guidance on priorities, serve as ambassadors and minimize duplication among various statewide outdoor recreation efforts. Clear direction exists in statute for public policy development to include opportunities for input from the private sector.⁸ This group would also create the necessary forum to achieve that purpose. This group could help further prioritize and advance the many potential initiatives and projects identified by the Task Force that may require coordination and collective efforts to accomplish [see full list of projects identified in Appendix D].

Path Forward: Guidance on the establishment, function and membership of this group could be developed internally to OPRD, or at the direction of the Oregon State Parks and Recreation Commission, Governor, or Oregon Legislative Assembly.

8. Support community outdoor recreation development with technical assistance

Explanation: Local elected and volunteer leaders, non-profit entities and private businesses across the state have identified a gap around technical

⁸ ORS 390.233(3)(a)(B)

assistance related to the outdoors as a top priority.⁹ From identifying and helping secure federal and private grants, to understanding permit requirements and addressing recreational impacts, to implementing visionary projects there is a significant unmet need for broad-based outdoor recreation support in Oregon.

Path Forward: This proposal does not require any legislative changes to occur but it does require staffing that does not currently exist within the Office of Outdoor Recreation or other state agencies. This team of “Outdoor Recreation Navigators” could initially consist of three FTEs assigned to areas roughly spatially defined as the Coast, Valley and Eastern Oregon and would work to support the efforts of the Office Director. A major focus of these staff would be catalyzing, convening and facilitating stakeholder processes that compliment rather than duplicate aligned work that is done through Regional Solutions and Travel Oregon. With approval of the Oregon State Parks and Recreation Commission these positions could be included in OPRD’s 2021-2023 agency request budget, or included in the Governor’s Budget.

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

Explanation: Over half of Oregon is national public land, and federal decisions influence myriad outdoor recreation outcomes such as funding, access and allowable or excluded uses. Yet as a state Oregon does not have a consistent practice of engaging on federal recreation policy (planning or legislation), or an ongoing forum for doing so in a coordinated fashion. For other related natural resource topics such as conservation and forestry Oregon has been a leader, through support of local collaborative efforts, Good Neighbor Authority, and , Shared Stewardship, the latter of which sets out new joint goals for recreation in the state.¹⁰ The importance of state-federal partnership has been flagged as an area of emphasis going back to some of the earliest recreation plans more than 50 years ago, and the need remains today.¹¹

Path Forward: Maintain a list of federal outdoor recreation-related federal legislation of interest and determine through the Governor’s Office what

⁹ Oregon Outdoor Recreation Network. *Discovery Synthesis, Findings and Recommendations*. June 2019.

¹⁰ State of Oregon, Oregon Department of Forestry; U.S. Department of Agriculture, USDA Forest Service Pacific Northwest Region. *Memorandum of Understanding on Shared Stewardship*. 2019.

¹¹ Parks and Recreation Division of the Oregon State Highway Department. *Oregon Outdoor Recreation*. Salem, OR. 1962. At 110 “The emphasis is naturally placed on the federal agencies because of the vast recreational acreage which they administer. However, in may be asked: what can the state do for federal agencies?”

opportunities exist the state to engage formally. This may be most effective if done on an annual basis as part of the state's formal federal priority setting (examples: Recreation Not Red Tape (RNR), Restore our Parks, Simplifying Outdoor Access for Recreation Act (SOAR), Ski Area Fee Retention Act, Transit to Trails Act, potential land and water designations, funding programs such as LWCF, RTP, and agency appropriations). A similar opportunity exists in collaboration for cross-agency engagement on federal land management planning processes – such as USFS Forest Plans and BLM Land and Resource Management Plans – related to the outdoor recreation participation, resource protection, and economic goals of the Task Force. These activities could be an ongoing piece of work for the outdoor recreation sub-cabinet once established.

10. Form an Outdoor Recreation Caucus

Explanation: A bipartisan, bicameral legislative caucus could forum to discuss recreation issues and share information. Agency staff and interested members of the public would also be invited to attend to discuss pending legislative and policy issues. The Caucus would not take official positions or lobby legislation. This group could meet weekly during the legislative session, playing an important role highlighting the benefits of outdoor recreation to Oregon's economy, our communities and our citizens with elected officials.

Path Forward: Collaborative, based on elected official's interest with agency and non-governmental organization engagement. Several states including Washington and Virginia have outdoor recreation caucuses that could be learned from.

Strategy: Accelerate investments in the outdoor recreation sector

In Oregon dedicated funding exists for state parks, business development, natural resources and Outdoor School as a result of voter approved measures that direct lottery dollars. We also have unique approach to supporting a vibrant arts and culture community by providing a 100 percent tax credit to those who support non-profits and the Oregon Cultural Trust. Yet, we are also facing rising demands on our resources, both financial and natural, as the state grows and changes. Enhancing quality of life, ecological resilience and economic vibrancy in communities across Oregon will require maximizing both public and private investment through new mechanisms. See Appendix E for funding guidelines developed by the Task Force.

Preliminary Actions:

11. Create an Oregon Outdoor Trust modeled after the Oregon Cultural Trust

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

Path Forward: Like the Cultural Trust, applications should come from local coalitions which would support the theme of state-local collaboration woven through many of the recommendations presented here. This proposal would require passage of a bill by the Oregon Legislative Assembly.

12. Propose new, dedicated funding for projects and infrastructure maintenance

Explanation: Oregon requires a significant, dedicated funding source for conservation and outdoor recreation. OREC should identify and propose a mechanism to establish a fund of \$100M+ that is backed by constitutional amendment without a sunset. A dedicated funding source would provide a portion of funds to land conservation and a portion to broader aspects of outdoor recreation infrastructure needs such as campgrounds, trailheads, accessibility upgrades at existing facilities, or maintenance needs.

Path Forward: A constitutional amendment ensures the reliability and longevity of funding. Including a sunset law and a provision not to supplant existing funding would be important for efficacy of the funding source.

13. Fund outdoor industry incubator and accelerator programs

Explanation: Oregon is home to many leading outdoor products and apparel companies, from sole proprietorships to multi-national corporations. We can be doing more to help small companies grow in place through targeted Business Oregon matching grants to membership organizations and business accelerators for the purpose of capacity building and technical assistance. Providing financial incentives to lure out of state companies to relocate may not be an effective strategy in Oregon. Investing in programs with a strong track record, but currently no state support, like Bend Outdoor Worx – the nation’s first outdoor industry incubator – that provide training and mentorship would strengthen an entrepreneurship support system.

Path Forward: HB 3251 in the 2019 Legislative session addressed this need but did not pass. The Task Force recommends bringing new legislation forward after consultation with stakeholders, which is currently in process for the 2020 legislative session. Ultimately, legislative and Governor approval of a new grant program would be required. If short-term funding is provided, a report detailing impacts and recommendations for the future should be required.

14. Rally community and industry support for the Oregon Conservation Strategy

Explanation: Motivate outdoor recreation industry and Oregon's recreation community to invest in the Oregon Conservation & Recreation Fund. The Fund is a new opportunity to donate to implementation of the Oregon Conservation Strategy and the creation of new programs for connecting Oregonians to the outdoors through wildlife-associated recreation such as wildlife viewing, nature photography, outdoor education and community science. Donations will be matched with general fund dollars up to \$1 million, allowing private donations to have double the impact if \$1 million is donated.

Path Forward: ODFW is looking for engagement from the broader outdoor community to help raise funds and develop priority projects. Appointments to the Oregon Conservation & Recreation Advisory Committee will be made in early 2020, with the Director of the Oregon Office of Outdoor Recreation serving in an ex-officio capacity. This work is a direct outgrowth of HB 2402 (2015) : Task Force for funding for Fish, Wildlife and Related Outdoor

Recreation and Education which identified a \$86.9 million/biennium funding need.¹²

15. Address County search and rescue needs

Explanation: Search and rescue programs (SAR) are administered at the county level. This proposal aims to alleviate the financial and community resulting from increased recreation and tourism visitation. According to the Oregon Office of Emergency Management, which coordinates state SAR efforts, search and rescue missions increased 29.8% during 2008-2017 compared to the previous 10-year period. During that time over 98% individuals in need of search or rescue were from out of county where the assistance was needed.

Path Forward: Several partners worked to advance a bill in the 2019 Legislative session aimed at increasing funding for SAR through a voluntary donation program (SB 448). A similar bill is expected in 2020. Future efforts should focus on providing baseline funding, matching, or some incentive for donation yet also retain the ability to accept private donations if donations alone do not meet the financial need from counties to provide critical recreational response services.

Strategy: Catalyze innovative policies and legislation

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

Preliminary Actions:

16. Reassess recreational immunity and liability provisions

¹² HB 2402 Joint Interim Task Force Funding for Fish, Wildlife and Related Outdoor Recreation and Education. Report to Oregon Legislature. 2016.

Explanation: To provide certainty to businesses, private land owners, land managers and the recreating public the legal issue of recreational immunity should be reexamined. While there has been recent legislative and legal action related to the topic of recreational immunity, it remains a high priority area of interest to public land managers, private land owners and facilitated recreation providers. Issues to examine include: whether liability waivers for recreational activities function as desired; ensuring recreational immunity extends to public land agencies and staff as intended, including the Ocean Shore; consider extending certain recreational immunity protections to private land owners who charge a fee for access, and setting a cap for that fee such as those for gardening and woodcutting.

Path Forward: Reconvene partners to address immunity and liability issues in Oregon and propose legislative improvements. Stakeholders include lawyers, public land managers, private land owners and outdoor recreation businesses.

17. Advance 'Equal Pay for Equal Play' legislation for recreation events

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

Path Forward: This change would require legislation to enact, and should include consultation with state agencies as well as athletes and event promoters. This could be developed for the 2021 legislative session. Provide guidance upon request to city and county public land managers as well to increase statewide adoption and impact.¹³

18. Extend conservation easement tax program to private land recreation use

Explanation: Private land recreation use is challenging to track and quantify; anecdotally, private land can be an important gateway to public land, or provide important recreation opportunities unto itself, and recent years have seen an increase in fees, closures or locked gates for a variety of reasons. To encourage private land recreation opportunities we should seek to provide

¹³ See CA AB 467 (2019).

similar benefit through reduced timber harvest receipt tax to private forest landowners providing recreational access, with particular consideration for landowners that grant access to previously inaccessible public land, areas of special recreation significance, or for longer durations. Any recreational use on private land would remain at the sole discretion of the landowner.

Path Forward: Development of a legislative concept with input from stakeholders; this would need passage by the Oregon Legislative Assembly. Glean lessons learned from ODFW's Access and Habitat program.

19. Offer a simplified Oregon Outdoor Pass

Explanation: The current structure for day-use and parking fees at various recreational sites is complex and somewhat burdensome. This proposal seeks to combine Oregon State Parks Pass, Sno-Park Pass, ODFW Parking Permit into a single annual pass. Pursue agreement with USFS to potentially include the NW Forest Pass as well. The end goal is a streamlined system for recreation fees in Oregon that recognizes people are motivated by the experience they seek first – whether that be hiking, snowmobiling, riding an OHV or simply viewing nature – and only later by who the land manager is.

Path Forward: This will require collaboration amongst agencies to set pricing, administration and revenue-sharing that would require legislation to implement. An interagency workgroup with private sector participation could be an appropriate group to carry out initial analysis, as could a study bill passed by the legislature – both would require modest funding to conduct the work. Agency revenue, ease of use (public satisfaction), and overall adoption could be measures of success. A full proposal should also clearly specify how collected fee revenue will be spent (on maintenance, rehabilitation, new projects etc...), but should prioritize reinvestment in recreational infrastructure. Glean lessons from Oregon Pacific Coast Passport program.

20. Expand Youth Corps vocational and career training

Explanation: This proposal would create a program consisting of a two-year paid vocational internship wherein participants (age 18-25) would combine natural resource management training with hands-on restoration work at locations designated as high-need for restoration, conservation or recreation infrastructure improvements. A subsequent goal of this program would be to set up participants with the modern skills and experiences necessary to have a

career in the natural resource and/or recreation management field. Participants would spend 8 months working on infrastructure projects and 4 months each year engaged in classroom curriculum designed around the needs of recreation/land management professionals

Path Forward: Coordination in development of a legislative concept should include, at a minimum, Oregon Youth Corps (Office of Workforce Investments) land management agencies, and university partners to include consideration of funding and avoid duplication of existing county youth corps efforts.

Strategy: Empower local and statewide action

This strategy is built around the belief that we'll be able to accomplish more collectively by developing resources and sharing best practices that help stakeholders achieve their goals. There is an ongoing need to compile and promote data on the social, economic and resource impacts of outdoor recreation in Oregon, and doing so will also achieve a directive of the Office of Outdoor Recreation to serve as an information clearinghouse.¹⁴

Preliminary Actions:

21. Conduct a statewide outdoor recreation inventory and gap analysis

Explanation: OPRD should be directed to conduct an inventory of every viable public space (federally owned, state owned, county owned and city owned) available for outdoor recreation. This work would be similar to the Parkland Mapping Project¹⁵, expanded to include recreation settings outside of urban growth boundaries. Most if not all of this data currently exists within separate agencies, or from private entities. Having this data – across jurisdictions, and recreation types – would enable us to prioritize planning and investment with a systems-view. This project could also incorporate a capacity analysis to determine over and underutilized areas; a gap analysis to understand unmet public demand for recreation; and currently inaccessible areas which may be appropriate for public access or hold particularly high recreation value.

¹⁴ ORS SECTION 390.233(3)(d).

¹⁵ Oregon Parks and Recreation Department. *Parkland Mapping Project*.
<https://www.oregon.gov/OPRD/GRANTS/pages/index.aspx>

Path Forward: Because this is a project – as with other recommendations in this section no change in statute is needed – it would simply need a project manager and funding. Recommendation is for the Oregon Parks and Recreation Department to develop a proposal for the 2021 legislative session and serve as the project lead. Use “Oregon Resident Outdoor Recreation Demand Analysis” (2012) and other state and federal agency efforts as a starting point for analysis.

22. Build a statewide outdoor recreation directory

Explanation: Outdoor recreation related businesses and non-profit organizations are diffuse, and additional tools are needed to aid in outreach and networking. This project could also serve a need for a shared services network for small and medium sized companies. This project aligns with needs from OSU Outdoor Recreation Economy Initiative, Regional Solutions, Travel Oregon, business and non-profit entities and direct stakeholder input. Along with project technical assistance to identify existing funding, and convene stakeholders, this was ranked a top-level priority by stakeholders around the state during meetings held in 2019 by Travel Oregon and the Office of Outdoor Recreation.¹⁶

Path Forward: seek project partners, include other statewide outdoor recreation initiatives and groups. Provide funding, assign a project lead, and identify long-term manager. See PDX Athletic & Outdoor Ecosystem as inspiration.¹⁷

23. Help recreation businesses navigate permitting requirements

Explanation: develop resources that help businesses and non-profits to successfully navigate the varying state and federal special-use processes which can be a barrier to their success. This is especially true for smaller or new programs whether for-profit or non-profit. A refreshed recreation permitting toolkit could be produced, and would include promotion of currently available concessions and recreation special-uses availability on public land in Oregon.

¹⁶ Oregon Outdoor Recreation Network. *Discovery Synthesis, Findings and Recommendations*. June 2019.

¹⁷ <http://ecosystem.aoportland.com/>

Path Forward: Pursue this work in collaboration with federal land managers, relevant state agencies (OPRD, OSMB) and Travel Oregon and who have conducted past outreach and training workshops on this topic.

24. Publish a partnership guide for recreation groups and agencies

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

Path Forward: This could be developed by an agency, non-profit organization or consultant depending on interest and funding. Collaboration will be key regardless of who leads the project.

25. Develop and promote outreach materials targeting the outdoor industry

Explanation: Business Oregon leading, develop outreach materials targeted to Outdoor Gear and Apparel businesses that provide an overview of the types of funding and technical assistance tools available in Oregon. While most, if not all, of these tools are available to a variety of sectors, specific materials may help increase utilization by this target sector which has already been identified as one of Oregon's target industries. Promote materials and measure utilization of existing programs by this sector over time to gauge effectiveness.

Path Forward: Assign project lead within Business Oregon. Survey past receipts of grant funds and other forms of assistance to understand how to better target like companies and projects.

26. Make it easier for health care providers to prescribe time in nature

Explanation: As a first step, add Oregon state and local parks to the national ParksRx database to make it simpler for health care providers to prescribe time outdoors. This tool allows Oregonians, and providers to find recreation opportunities near work, home, or other frequented destinations. Utilize Parkland mapping database as starting point for parks data. Partner with

providers and agencies to raise the profile of the health benefits of time spent outdoors. A stakeholder group could also chart the steps needed for outdoor recreation to become a covered public health prevention strategy.

Path Forward: Assign project lead within OPRD.

27. Develop a statewide PreK-12 outdoor education plan

Explanation: Establish a framework and identify potential funding for K-12 outdoor education learning. Explore policy change necessary to make outdoor preschools eligible participants in Oregon Prekindergarten or Preschool Promise programs to give low-income families more choices. A pilot program could first examine curriculum, insurance, permits, licensure or other issues currently preventing widespread adoption of this model. This project should aim to create a continuum of outdoor engagement, with Outdoor School remaining the focal point.

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

28. Promote a culture of responsible recreation

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

Path Forward: This is a collaborative effort, led by Travel Oregon, and should include developing measures of success to gauge effectiveness; determine long-range funding and project management strategy.

29. Align outdoor recreation university and career programs

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

Path Forward: This could be accomplished voluntarily, though may be accelerated and strengthened through direction from the Governor or Oregon Legislative Assembly. Aligned work includes collaboration with the state Workforce and Talent Development Board to advance industry-recognized, professional apprenticeship models that create career pathway.

30. **Pilot 'Recreation Zone' land management with communities**

Explanation: This is an integrated proposal to manage recreation from a 50,000-foot level across agency jurisdictions, with a community as the hub which is more akin to how the recreating public thinks of outdoor recreation. Explore and propose a structure for recreation districts in the state to meet the need for coordinated management, promotion and planning based on geography. Issues and objectives are addressed by recreation type, with zone management essentially serving as the overall framework for individual land managers.

Path Forward: OPRD could lead outreach to identify a community interested in pursuing this type of multi-jurisdictional recreation planning, perhaps to coincide with an effort (such as a park master plan) starting in the near future. This could be done at the direction of the Oregon Parks and Recreation Commission.

Some of the actions identified here are dedicated actions by a single entity; most are shared actions with partners such as through the Oregon Outdoor Recreation Network lead by Travel Oregon, First Gentleman Dan Little's Roadmap to the Outdoors and other ongoing statewide efforts led by the public focused on the various aspects of outdoor recreation in Oregon. This selection of projects represents a "Top 10" list, with a recognition that priority projects and timelines should be developed on an annual basis with input from stakeholders.

###See Appendix D for a full list of potential actions###

IMPLEMENTATION & EVALUATION

These overall measures are presented in addition to the implementation and measures introduced in the actions above.

Implementation:

- Provide options, akin to a menu, based on priorities selected by the Task Force
- Clarify roles, order of actions, lead/partner/support functions...
- Set timeline, including priorities in 2021 legislative session. Overall this is a five-year plan.

Evaluation:

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

Appendices to include in a final, full report:



Appendix A: Governor Brown's Letter initiating Task Force on the Outdoors

Appendix B: Group Charter

Appendix C: Confluence Accords

Appendix D: Full list of actions

Appendix E: Task Force Guidance on Recreation Funding

