



June 11, 2026, Acquisitions, Restorations, and Emerging Issues Committee Meeting
Staff report – OTHER USES

MEMORANDUM

To: Acquisitions, Restoration, and Emerging Issues Committee

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I. Introduction

This memo dives into the third foundational question: *In evaluating land acquisition proposals, agreements, management plans, and project outcomes, how should OWEB staff balance Measure 76 (M76) purposes against other potential land uses, including in cases when multiple funders are involved in protecting, restoring, and managing an individual property?*

The grantee community has expressed ongoing frustration that the expectations about the level of acceptable human use and associated effects on M76 funded properties are unclear and at times too restrictive. To date, OWEB has interpreted the split within the natural resources account between habitat/water quality and parks, and the program underpinnings described in this document, to mean that recreational access to lands protected under M76 land acquisition grants should be **limited and carefully managed**. This approach is also applied to the administration of “working lands” uses on M76 land acquisitions.

As a reminder, the Land Acquisition Grant Program provides funding to grantees to support the purchase of land in fee title or the purchase of a conservation easement (CE). While both types of acquisitions need to fulfill the same overarching purpose of M76, there are different considerations for the purchase of a CE. CEs are between the grantee (holder) and a private landowner, where that private landowner in most cases will want to continue certain uses – such as residential (in defined areas), recreational, agricultural, or forestry uses. Fee title transactions, conversely, usually result in a property that is fully in conservation ownership, although non-profit and government partners with broader mandates can and have participated in the program.

In this memo, we look at three broad categories of human use: Tribal/Indigenous cultural use, working lands (farm, grazing, and forestry) management, and recreation/public access. For cultural use, we detail a recommendation for the Acquisitions, Restoration,

and Emerging Issues (ARE) Committee to consider since the topic has already been discussed by the Committee. For working lands management and recreation/public access, we dig into those uses to provide a thorough background and grounding for the Committee and prompt initial committee discussion of the question. Ultimately, our goal is to provide more clarity and guidance upfront to applicants and grantees, create a more standardized lens and process for Other Uses, and increase understanding of where other funding programs have the potential to be used in tandem with OWEB funding.

This memo is a conversational tool intended to guide the Committee's discussion at the June 11th, 2026 meeting. The Committee's discussion will inform the creation of agency processes for evaluating and deciding on use proposals into the future.

II. Request for Committee Input on Process

In this memo, OWEB staff will detail the complexity of considerations within *Other Uses*, which will highlight the challenge that most types of uses lend themselves to an "it depends" answer. We look to the ARE Committee to provide input and direction on several key questions to help OWEB work shoulder-to-shoulder with applicants/grantees to create a consistent process for analyzing and deciding on the acceptability of proposed uses:

What should be considered when making the decision about allowable levels of other uses?

- How species and habitats that are the focus of the proposed or funded land acquisition project may be affected, positively or negatively;
- Intensity of impact, physical impact, spatial impact, and temporal impact (see figure 1 on page 6) relative to overarching intentions of M76 land acquisitions;
- Whether and how proactive planning and implementation of use management and stewardship can effectively reduce negative impacts; and
- Whether other uses that are pre-existing at the time of grant application, and for which impacts may be better understood, are viewed by the Committee as more acceptable than new uses proposed to be developed?

When should the primary decision be made on what level of other uses is allowed?

The options for decision timing could vary from at application for award decisions, to after award prior to closing, to after closing during project implementation/management planning. Staff request input from the Committee and partners (through previous shared perspectives and additional comment at the June 2026 meeting) about whether there are refinements needed to the current "other uses" lens applied at time of application review.

Committee input is also requested on how to evaluate proposed use changes for projects that have already been funded and for which use changes are proposed later. There is a clear rationale for limiting major changes in other uses post-award: potentially competitive funding decisions by the Board are based on the activities and anticipated outcomes provided in applications. However, it is difficult for applicants to have a final plan for other uses at time of submitting a grant application, and conditions, grantee plans, and

community expectations may change a great deal over the course of decades. If proposed uses change significantly after receiving funding, is there a threshold for change beyond which a project is substantially different from what the Board funded? Feedback from the Committee is desired on what lenses and principles staff should consider when there are proposals for projects that have been funded.

Who should inform and who should make decisions about allowable levels of other uses?

At the extreme ends of the spectrum, this could be approached as a top-down decision-making process in which the OWEB Board provides direction that is implemented through OWEB staff decisions, or a fully trust-based approach where the applicant/grantee decides. OWEB staff recommend that the ARE Committee help outline an approach somewhere in the middle, and that it also includes participation from an independent third-party expert, such as colleagues from state or federal agencies with subject matter expertise, to inform the decision.

III. Program Underpinnings and OWEB's Current Approach to Other Uses

Before a detailed discussion of the other uses, it is important to ground that discussion in the program underpinnings from the Oregon Constitution, Oregon Revised Statutes, Oregon Administrative Rules, Board-adopted priorities, and program materials. These underpinnings guide how staff evaluate use proposals.

a. Oregon Constitution:

Article XV, Section 4b(1)(b) directs OWEB to use lottery funds to “secure long-term protection for lands...that provide significant habitats for native fish and wildlife.” (This section of the Oregon Constitution was amended to incorporate this language through the passage of M76.)

b. Oregon Revised Statutes (ORS):

- ORS 541.932(9) – “(OWEB) may fund projects involving the acquisition of lands and waters, or interests therein from willing sellers, for the purpose of maintaining or restoring watersheds and habitats for native fish or wildlife.”
- ORS 541.958 – “Any project that the Board approves for funding shall comply with the following criteria: ... The project provides a public benefit by supporting improved... native fish or wildlife habitat”.
- ORS 541.956 – “...shall be used only for the following activities: (1) Acquiring from willing owners interests in land and water that will protect or restore native fish or wildlife habitats...”

c. Oregon Administrative Rules (OAR):

- [OAR 695-045-0180\(2\)](#) -- OWEB shall evaluate grant applications for “the significance of the projected ecological outcomes.”

- [OAR 695-045-0205](#) – “The ongoing use of the Property Interest acquired with OWEB Land Acquisition Grant funds shall be consistent with the purposes specified in section 4(b) Article XV of the Oregon Constitution.” [links back to significant habitats]

d. Board-Adopted Program Priorities

- [OWEB Ecological Priorities for Land Acquisition by Basin](#) (2004) – Page 1: “This report identifies high priority ecological attributes...Focusing on applications that address these attributes will help ensure that land acquisition projects provide significant ecological benefits in support of OWEB’s mission.”

e. Management Plan Guidance:

- Management plan guidance provides additional insight and is [found on the OWEB website](#).
- Page 3: “...additional inventory data (e.g., vegetation, hydrology, fish, wildlife) must be collected if necessary to develop sound management actions. For example, if a grazing plan will be developed as part of the management plan, a range assessment is likely necessary for understanding starting range conditions, developing grazing actions that will protect and enhance those conditions, and monitoring changes over time.”
- Page 6: “OWEB does not require public use of a property as a condition of a land acquisition grant award; however, the OWEB Board encourages grantees to assess opportunities for property uses that are consistent with the protection of native fish and wildlife and their habitats. Depending on a property’s ownership circumstances, the sensitivity of its conservation values to disturbance, and the capacity of the landowner to oversee public uses, opportunities may include guided tours, volunteer events, low-impact hunting, and activities that benefit local communities disproportionately impacted by climate change. Infrastructure such as parking lots, bathrooms, pavilions, and extensive or non-native-surface trail networks are not considered low-impact uses of OWEB-funded property.”
- Page 7: “Tribal uses of a property purchased with OWEB land acquisition funds, such as the harvest of culturally significant plants, may be included in the management plan. Where details about the uses are limited to address confidentiality concerns, the plan should describe the landowner’s role in ensuring that the uses comply with the conservation easement.”

f. Project-Specific Documents:

- Grant application: type and extent of other uses, and the capacity of the intended owner to ensure that the uses are consistent with the protection of significant fish and wildlife habitat.

- CE for transactions prior to the adoption of streamlined easement template: any terms and conditions that limit other uses.

IV. Current Decision Process for Other Uses

Currently, use proposals—whether at time of grant application, during the 18-month due diligence period, or during the post-closing/stewardship stage of a project—are addressed on a case-by-case basis. The evaluation of use proposals focuses on whether the proposal is consistent with the protection of habitat for native fish and wildlife species. First and foremost, staff currently consider the species-specific usage and movement patterns on the property and types and locations of sensitive habitat, and that understanding is then applied to the use proposal and its potential impacts. The assessment includes consideration of direct, degrading impacts to habitat, such as the physical alteration of habitat; and indirect impacts such as increased human and pet presence that may result in reduced or less successful usage of the habitat by native species. The type, intensity, and temporal extent of proposed use, and the likely physical and spatial impacts, are considered. As noted above—for example, in the Management Plan guidance section on the previous page—there are some types of recreational infrastructure (e.g., parking lots, bathrooms, pavilions, and extensive or non-native-surface trail networks) that OWEB has interpreted as being generally inconsistent with M76 purposes.

Questions about other uses can arise throughout the lifespan of a project. Other uses are discussed during pre-applications consultations and considered at multiple steps in the land acquisition grant-making process. At time of grant application, results of the review and evaluation process may determine that a grant application includes use proposals that are incompatible with the purpose of the program. In this case, the historical course of action has been to not recommend the project for funding. Staff provide input on appropriate uses if the applicant decides to restructure and resubmit the project for funding consideration.

Balancing of habitat conservation and other uses also arises during the 18-month due diligence period. For example, easement terms may propose a use that could take priority over and conflict with habitat conservation values for the property. In these cases, OWEB works with the grantee to attempt to find an acceptable compromise (e.g., allowing another use in a manner that is consistent with the limits of the easement, which is designed to protect native fish and wildlife habitat).

If the use proposal is for a previously funded project for which the transaction has closed, staff review the grant application for contextual information about uses contemplated at the time of award, species and habitats to be addressed by the funded project, and conservation values documented in the CE for the property. If staff determine that a use proposal for a past project is not consistent with the program's underpinnings, they work to offer the grantee a reasonable alternative.

In each of these scenarios, OWEB management makes the final determination of how OWEB will respond to complicated or challenging use proposals. At times, these situations have underscored that land acquisition projects have terms that are codified in CEs in

perpetuity, unless amended. Yet, perspectives about how best to balance habitat protection and other uses can evolve significantly as time goes by. For older projects in particular, evaluation of use requests can present significant challenges.

V. Impact Categories

To frame this analysis, we can look at the impacts of uses through the categories of intensity of impact, physical impact, spatial impact, and temporal impact. Each of these impact categories need to be considered with respect to the species and habitats intended for protection, and restoration as applicable, as a result of the OWEB investment.

Whether and to what extent a use should be allowed will also depend on the characteristics of the property and how the use will be managed within each of these impact categories, including how applicants/grantees propose to mitigate potential impacts. Due to this complexity, there will likely be few categories of land uses or management practices that can be defined as always acceptable or always unacceptable.

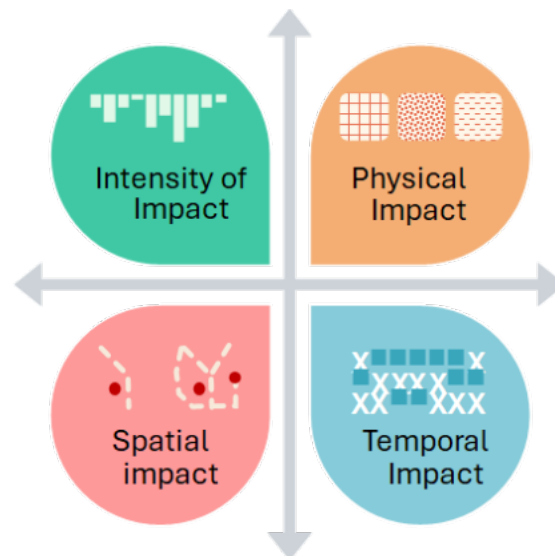


Figure 1. Other Use impact categories, including intensity, physical, spatial, and temporal.

VI. Tribal/Indigenous Cultural Uses – Recommendation

OWEB’s current practice for approving Tribal/Indigenous cultural uses is to require a description of the cultural use in the management plan. Where details about the uses need to be limited to address confidentiality concerns, program guidance states that the plan should describe the grantee’s role in ensuring that the uses comply with the OWEB CE. Given that cultural uses have already been discussed by the Committee in conversation with Tribal partners (among others), staff present a recommendation in this memo.

Based on discussions with and feedback from Tribal representatives, when **federally recognized Tribes** are the grantee (or intended long-term holder of the property interest), OWEB staff propose that the Board consider changing the current practice detailed above and instead relying on a trust-based relationship. Tribes would then be allowed to manage

cultural uses, such as the harvest of culturally significant plants, hunting, fishing, and holding ceremonies, and would be responsible for ensuring alignment with intentions of M76. If Tribes choose, they can include cultural uses in their management plan, and they could be encouraged (but not required) to report on benefits and impacts of the cultural uses in the five-year progress report to OWEB so that the agency can better understand the interaction of cultural uses and habitat on OWEB-funded properties.

For **all other organizations** (e.g., land trusts, other nonprofits, local governments), staff recommend more limited changes to current practice. Tribal/Indigenous cultural uses would continue to be allowed when specifically included in the management plan, as is current practice, with an explanation of how different priority species and habitats may be affected to ensure alignment with M76. Program guidance and materials should be updated as needed to clarify this option, and to specify that where details about the uses need to be limited to address confidentiality concerns, the plan can simply describe the grantee's role in ensuring that the uses comply with the OWEB CE. Reporting on benefits and impacts will be required of the grantee in the five-year progress report to OWEB, recognizing that grantees and OWEB may need to coordinate about how to ensure confidentiality around sensitive resources and sites. The intent of the reporting is so the agency can better understand the interaction of cultural uses and habitat protection or improvement on OWEB-funded properties.

In both scenarios, OWEB recognizes that infrastructure such as parking lots, bathrooms, and seating areas to allow for accessibility and ease of use for elders, children, and others is an important consideration in the realization of Tribal/Indigenous cultural uses. Staff suggests that the Committee recommend the Board provide direction to work with interested Tribes to create greater flexibility for this infrastructure while considering the impact categories (intensity, physical, spatial, temporal). The intent of balancing flexibility and consideration of impact is to ensure siting in locations that have minimal impacts to species and habitats in the context of the entire property.

VII. Working Lands Management – Initial Discussion

This will be the ARE Committee's first detailed discussion of working lands management, and so rather than presenting a recommendation, this memo outlines the spectrum of potential activities, theoretical scenarios, and how we might approach creating a standard(s) for determining the acceptability of working lands management on property interests purchased with the constitutional direction to protect and maintain fish and wildlife habitat.

“Working lands management” includes activities such as forestry, crop cultivation, and animal husbandry/grazing. Considerations include:

- Do working lands uses need to be in support of and enhance the habitat values (e.g. forest thinning or grazing as restoration tools), or can the use exist on a property if it does not cause an unacceptable level of harm to the habitat values?

- If working land uses are allowed, can these be circumscribed based on area of impact, (e.g., allowing potentially impactful grazing or harvest on one portion of a property, while other areas are focused on habitat conservation).

For any type of working lands uses, it is important to consider whether and how fish and wildlife habitat may be affected relative to the species and habitats intended for protection or restoration as a result of the OWEB investment. For example, there are scenarios where an activity could be considered reasonable from a general land conservation perspective, but on closer examination be found to create unacceptable impacts to important sensitive species and habitats, or to the specific habitat values central to the proposed or funded project. For example:

- The forestry components of the management plan include substantial harvest intended to create significant swaths of early seral forest structure. However, the property is identified as important for the protected northern spotted owl, which is extremely sensitive to logging impacts.
- Grazing is intended as a tool to control invasive weeds, however, protection of wet meadows identified by the applicant was a major factor in the decision to fund the project, and potential grazing impacts to these sensitive resources have not been addressed in the grazing plan (e.g., excluding these areas from grazing during sensitive timeframes).

These examples highlight the importance of understanding the property, key species, and key habitats in conjunction with proposing specific types of working lands activities.

Throughout our analysis of Other Uses, considering spectrums of degree, type, spatial extent and impact helps us to assess whether a use should be allowable. For **forestry activities**, that spectrum, from low impact to high impact, can be presented as:

- Forestry activity is noncommercial, and its primary purpose is to restore forest conditions to a specific type of habitat.
- Forestry activity is commercial but is designed with the habitat needs forefront in unit design.
- Forestry activity is commercial and design considers but does not prioritize habitat needs.
- Forestry activity is commercial and design does not consider habitat needs.

OWEB's Drinking Water Source Protection Grant Program management plan guidance provides an example of how OWEB has approached drawing a line for allowable versus not allowable forestry activities (for a funding source with a different statutory mandate), while also allowing room for variation depending on the property conditions:

Forest stewardship activities should not be focused on maximizing income generation. Forest thinning to retain larger diameter trees, encourage the development of old growth conditions, and reduce the risk of wildfire are examples of objectives that have a direct relationship to protecting, restoring, or enhancing sources of drinking water.

These objectives can be pursued through methods such as precommercial or commercial thinning, as well as other low intensity harvest methods. Intensive timber harvest methods, specifically clear-cutting or regeneration harvest, are not consistent with the statutory intent of the DWSP Grant Program and will not be approved by OWEB; exceptions to this are allowed when salvage harvest after disturbances such as wildfire or excessive windthrow is needed for effective reforestation, as well as for managing and controlling disease outbreaks and pest infestations.

Grazing uses and animal husbandry come with other considerations, including conflicts with wildlife, impacts to native vegetation and soil, and water quality concerns. Certain management practices that may be desirable and/or necessary for livestock uses could conflict with the program's mandate to secure long-term protection for lands that provide significant habitats for native fish and wildlife. As with the forestry uses described above, there are scenarios where an activity could be considered reasonable, yet specific needs and trade-offs must be considered:

- Fencing may be needed to manage conflicts with ungulates and control livestock movement across the property, but could also have significant negative impacts on wildlife unless wildlife-friendly fencing practices are used.
- Depending on the goals of the land manager, the desired types and densities (degree) of livestock use may conflict with what is best suited for appropriately stewarding the habitat components. For example, type of livestock (cattle, bison, goats) and where and when they have access to the property can have measurably different impacts.

Crop cultivation for the purposes of this discussion is the cultivation of domesticated plant species for food, animal feed, and industrial processes. We do not consider this term to include harvest and cultivation of native plants as a traditional cultural use that has been utilized by Indigenous peoples since time immemorial, which falls instead within the Cultural Uses discussion above.

Crop cultivation is by its nature a conversion of natural space, though the type, scale and location are all important considerations for the impact to the habitat identified for protection. Examples of how this type of working lands practice might be presented with an application submitted for a land acquisition project include:

- Riparian property is purchased for the protection of fish and wildlife, with management intended to include large riparian forest zone, with cultivated fields outside the riparian buffer.
- Prairie habitat is identified for protection on the majority of the property, and some portion will continue to be utilized for wheat or other grain production.
- Property will be managed as a large natural area, with a small community garden on the fringes.

As a reminder, OWEB's Oregon Agricultural Heritage Program (OAHP) provides funding specifically for working lands CEs, which are for the purposes of facilitating the ongoing

use of the property for agriculture, while protecting and maintaining habitat, water quality, and other natural resource values. This dual-benefit program has been available for grantees in the context of private lands conservation where a primary motivating factor for the landowner is to maintain private ownership and the agricultural uses on the property. While it is often discussed as the alternative to M76 Land Acquisition funding for projects with a working lands component, it is important to recognize these programmatic distinctions. For example, OAHP is not available to grantees looking to purchase properties in fee. Funding available under OAHP has been limited, and no new application cycles are currently anticipated due to a lack of appropriated funds.

Ultimately, feedback from the ARE Committee and direction from the OWEB Board to staff will ensure that OWEB clearly and effectively communicates expectations about and processes for consideration of working lands in the context of OWEB's grantmaking that is primarily intended to protect habitats for native fish and wildlife.

VIII. Recreation and Public Access – Initial Discussion

Similar to working lands management, this will be the ARE Committee's first detailed discussion of recreation and public access, and so rather than presenting a recommendation, staff are using this memo to outline the spectrum of potential activities, theoretical scenarios, and how we might approach creating a standard(s) for determining the acceptability of recreation and public access on property interests purchased with the constitutional direction to protect and maintain fish and wildlife habitat.

While most direct impacts of recreation and public access are not likely to be positive for species and habitat, there can be indirect benefits of allowing recreation on conserved lands.

As the ARE Committee evaluates the question of whether the program should accommodate greater recreational use and public access, considerations include:

- Does public access or recreational use need to be in support of and enhance the habitat values, or can the use exist if it does not cause an unacceptable level of harm to the habitat values?
- Do the indirect benefits of recreation and public access, such as people building a connection with a place, donating to its ongoing protection, or volunteering on the land, outweigh the direct impacts to species and habitat? If so, how should we think about balancing these conflicting values?
- Are there any types of recreation or public access that are fully inconsistent with the program's purpose and should never be allowed?

Recreation and public access is a very expansive category, making the analysis extremely complex. The list of activity types is seemingly endless (see Appendix A), and each one carries different considerations depending on the property's characteristics. Given this, staff expects that there will be few activities that lend themselves to a blanket decision of allowed/not allowed at a programmatic level.

The four impact categories defined earlier in this memo (intensity, physical, spatial, temporal) can also be used here to illustrate the complexity of recreational use, and as a basis for analyzing when different types of recreational use (e.g., trails, public use spaces, consumptive recreation, etc.) could be allowed within a given context. See Appendix A for a case study of a detailed application of the four impact categories on trails.

IX. Non-Recreation Infrastructure

In the history of this program, we have also encountered situations in which other types of infrastructure, such as road networks, transmission lines, and residences have been proposed. Each of these generally needs to be considered on a case-by-case basis, depending on the impacts to species and habitat, as well as what easements or reserved rights exist that would require they be allowed. Staff would encourage the Committee to consider supporting and recommending a process that leaves more flexibility for “areas of impact” on property funded through M76, in recognition that a property’s configuration and infrastructure may not be negotiable in the acquisition, given land use considerations and needs of the seller.

X. Conclusion

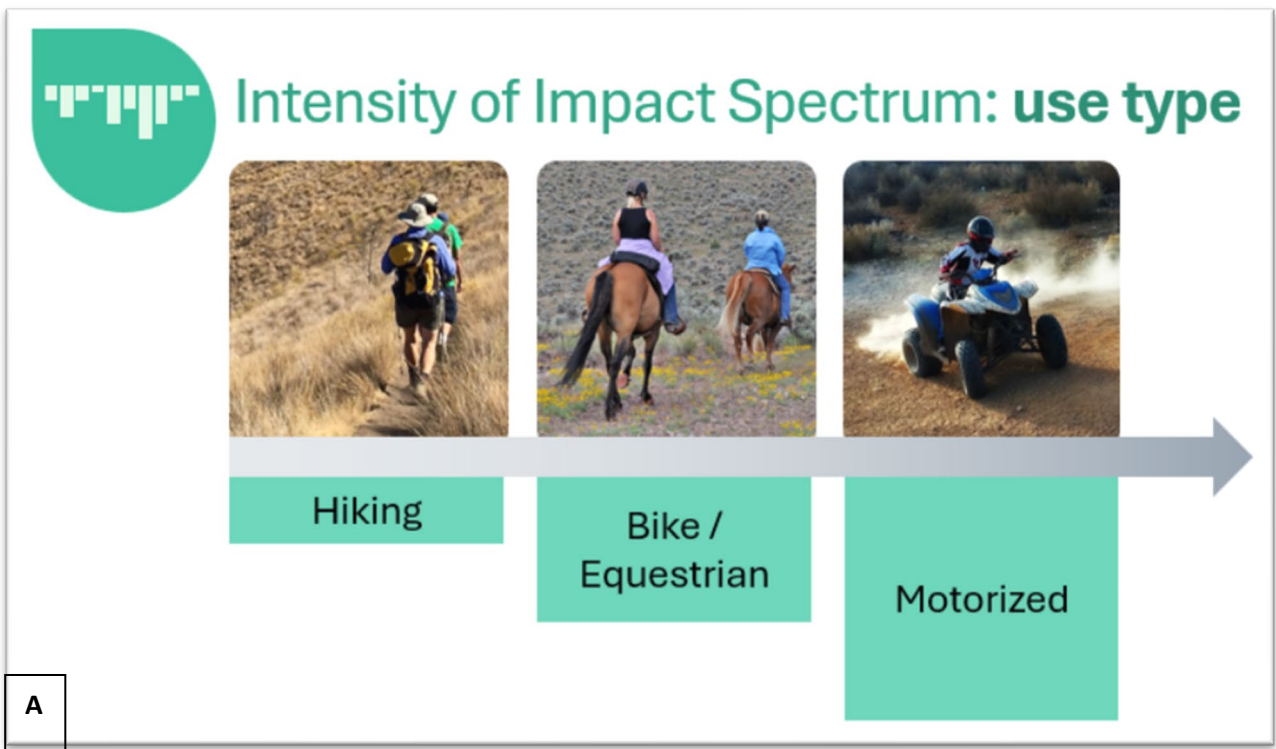
In conclusion, staff ask the ARE Committee to help us sift through the complexity of other uses and help **determine a consistent approach** to making decisions about use proposals, regardless of each property and associated unique use proposal.

Appendix A – Recreation and Public Use in Detail

Trails Analysis Case Study

Trails are one of the most popular forms of recreation and one of the most complex to analyze, so we will walk through the trail impact analysis in detail as a case study for the Committee of the variety of considerations in assessing use proposals. This appendix complements memo content that summarizes both the current approach used by OWEB staff to consider recreation and public use and needs and opportunities for direction from the ARE Committee and OWEB Board to staff about refinements that may be warranted to this decision process. It dives more deeply into complex considerations about trails and other types of recreation and public use.

The following diagrams show a spectrum of impact, generally from low to high, for intensity, physical, and spatial, and a list of considerations for temporal. The four types of impact are interrelated and must be considered together, alongside an understanding of species and habitats that are to be protected.





Physical Impact Spectrum: trail surface type



Repurpose
Existing
Road

Native
Surface

Elevated
Boardwalk

Gravel

Pavement

Construct
New Trail

B



Spatial Impact: trail density & siting



Low Density

High Density

C



Figure 2 A-D. Impact spectrums and considerations for trails, including intensity, physical, spatial, and temporal.

Each of these impact diagrams has caveats and complexities to keep in mind, expanding the complexity of the exercise. For example:

- **Intensity of Impact:** Motorized trails are typically associated with higher impact and thus could be selected as a type of use that programmatically is not allowed within M76 Land Acquisition projects. However, exceptions should be considered for management access and ADA accessibility (e.g., motorized wheelchairs). Within intensity of impact, we also need to keep in mind the volume of use on the trail(s).
- **Physical Impact:** Repurposing an existing road as a trail is often low impact, but that is not always the case. For example, if an existing road bisects sensitive habitat, then repurposing it as a trail may be considered high impact and a better alternative may be to construct a low-impact trail in another location.
- **Spatial Impact:** Generally speaking, low-density trails have a lighter impact than high-density trails, however, location of the trails is key even if they are low density. Sensitive habitat must be considered when siting trails. Additionally, focusing trail use in one part of the property while leaving other areas without recreational use can reduce the extent of spatial impact.
- **Temporal Impact:** Rather than a spectrum, temporal impact takes into account various daily and seasonal considerations that could have impacts on wildlife and their habitat.

As stated above, this exercise is to highlight the complexity of how to analyze the degree of impact that recreational use or public access may have and how to determine if it should be allowed, and if allowed, in what form, and to what extent. We are not asking the ARE Committee to complete this exercise and make detailed decisions about specific uses and activities that should and should not be allowed (unless there are any that clearly do not align with the constitutional and statutory intent of the program). The questions posed to the ARE Committee at the beginning of this memo will help staff to define when in the grantmaking process decisions about acceptability of other uses should happen, what should be considered, who will inform the decision, and who will make the decision.

Additional Types of Recreation and Public Access

Other types of recreation and public use present a similar level of variation and complexity in their type, intensity, physical, spatial, and temporal impacts. A representative list of other common uses follows, and each presents a similar challenge in how best to balance OWEB staff and grantees' respective roles in defining and managing acceptable uses related to potential impacts to the program's purpose.

- Public Use Spaces
 - River access
 - Swimming & fishing access
 - Boat launches
 - Viewing spaces
 - Kiosks
 - Overlooks
 - Viewing platforms
 - Ancillary infrastructure
 - Benches and picnic tables
 - Parking lots
 - Bathrooms
 - Covered gathering areas
 - Enclosed buildings
- Consumptive Uses
 - Foraging
 - Fishing
 - Hunting
- Events
 - Guided hikes and volunteer events
 - Education/outdoor classrooms
 - Larger gatherings (e.g., rental space, organized races, festivals)
- Intensive Recreation
 - Dispersed camping
 - Campgrounds
 - Dog parks