

REVIEW DRAFT – March 7, 2008

**Oregon Department of Forestry
Northwest Oregon Area/State Forests Program**

**Action Plan for Addressing Findings and Recommendations
in the
Recreation Management Assessment
(2nd Party Assessment Report by David Reed and Associates)**

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Preface

This review document is the result of the work of a Department project team comprised of staff from the five Northwest Oregon Districts, the Northwest Oregon Area Office, and the State Forests Program. This project team was charged with reviewing the findings and conclusions of the 2nd Party Recreation Assessment Report, and developing an agency action plan to respond to those findings. The project team has examined each of the findings and its related material to determine common themes, priorities and potential actions in response to the findings.

The project team has identified seven major categories and a number of specific focal areas within each category which they believe capture the key issues raised by the findings and conclusions in the report. The project team has developed issue statements and background information for each category and drafted an initial set of action statements for each focal area. Cross references back to the key findings are provided for each of the seven categories, and for the specific actions described.

When the project team concludes its work, this document will form the basis for a prioritized action plan that can inform agency processes at several levels. These range from actions that may be incorporated into Board of Forestry work plans, to actions for inclusion in Program level strategic action plans and policy development processes, to other actions that may be incorporated into Area or District level operational plans.

The hierarchy of this plan goes like this:

Category: A general theme area or collection of related topics that the project team believes captures a key message of the findings and conclusions in the assessment report. The categories are not listed in a hierarchal or prioritized order, however, actions in some categories will be dependent on actions in other categories, and proper sequencing will be important when this action plan moves to implementation.

Issue Statement: Conveys the project team's observations, both from the findings in the report, and from their own experience and knowledge of the issue.

Issue Background: Necessary context to understand the issue, including historical context for particular issues.

Focal Area: Specific elements within each broader category which lend themselves to organizing actions.

Action Items: What we need to do, within each focal area

Each action item includes the following information:

- Description of action
- Priority – Actions have not been identified in this plan unless the project team believed they were important. The priorities indicated are intended to be

relative measures of importance among the actions.

- Anticipated product or outcome
- Agency process to be utilized
- Timeframe or sequence
- Leader or coordinator
- Key Participants/Collaborators
- Resources needed to carry out the action
- Other considerations

The seven key categories are as follows:

1. Strategic Direction for the Recreation Program
2. Recreation Planning
3. Standards
4. Workforce Organization and Capacity
5. Business Management
6. Communications
7. Monitoring and Information Systems

CATEGORY 1: Strategic Direction for Recreation Program

Issue Statement

The State Forests Program needs a clear direction that can guide decisions both at the program and district level related to the scope and scale of recreational opportunities to be provided on state forests. This direction needs to clearly distinguish any differences in recreation program guidance between Board of Forestry and Common School Forest Lands.

Issue Background

The program has evolved from direction originally provided by the Legislature relative to the Tillamook State Forest in 1991, and through subsequent planning efforts at the forest level. The original Comprehensive Recreation Management plan for the Tillamook State Forest was adopted in 1993 by the Board of Forestry and the Parks and Recreation Commission. The 1993 plan was also reviewed and approved by the State Land Board. Since 1993, the Board of Forestry has acted on two significant policy initiatives that potentially affect the recreation plans. In 1998, the BOF adopted an administrative rule for the management of state forest lands (sometimes referred to as the “Greatest Permanent Value” rule). In 2001, the Board of Forestry and the State Land Board adopted forest management plans for state forests in northwest and southwest Oregon. There has not been a comprehensive recreation planning process for any of the state forests since the adoption of the FMPs in 2001. There has been a process to revise the Elliott State Forest Management Plan, and that process has considered the role of that forest as a provider of recreational opportunities.

Since the development and implementation of the original Tillamook plan and subsequent recreation management plans for the Clatsop and Santiam State Forests, many aspects of the recreation program on state forests have evolved and changed. Demand and level of use for most activities has increased during this time. New uses have emerged, and technologies associated with past uses have changed. Many new facilities have been constructed in the forests. The demographics of users have changed over time as additional people discover what state forests have to offer. All of these changes have resulted in a much more complex recreation management program than what existed when the original plans and program were created.

Focal Areas and Draft Action Statements

1. Board of Forestry and/or State Forests Policy on Recreation Management.

Action Item A

Conduct a strategic visioning process involving BOF and agency leadership to identify a strategic direction for the program. Utilize the process described by David Reed and Associates in Appendix A of the assessment report. Develop background and context information described in step one of the process. Share this information with the BOF, and facilitate a discussion to update strategic vision, or validate current policy and direction for recreation management.

Related Findings: 3, 11

Priority: High

Anticipated Product or Outcome: Board direction relative to the role and level of contribution State Forests should provide regarding forest recreation. This could be expressed as a State Forests Recreation Framework, a policy statement, a clarification of administrative rule or through other means.

Agency Process: Board of Forestry Work Plan on Adapting the Forest Management Plans

Timeframe & Sequencing: Develop context and background information by September of 2008. Present and discuss with BOF in fall of 2008. Complete by mid-2009.

Leader or Coordinator: State Forests Division Chief and Deputy Chief lead on BOF work plan elements. Program Public Use Coordinator lead on context development efforts, with project manager support.

Key Participants/Collaborators: NWOA and SOA Directors, NWOA and Western Lane District Foresters, Recreation Managers and Coordinators, User Advisory Committees, Forest Trust Land Advisory Committee, and State Forests Advisory Committee.

Resources Required: Agency staff time, Board of Forestry time, contract services to assist with development of context and background information.

Other Considerations: The Board may wish to appoint a project team or specific advisory committee to run this process.

2. State Land Board/Department of State Lands policies on recreational use and facility development of Common School Forest lands.

Action Item A

Conduct a conversation with SLB about appropriate levels of recreation use and facility development on CSL lands. This should provide context about past and current approaches.

Related Findings: 3, 11

Priority: High

Anticipated Product or Outcome: State Land Board and DSL direction or clarification about the appropriate level of recreation management and investment on Common School Forest lands.

Agency Process: Program Level Policy Development

Timeframe & Sequencing: Complete by end of 2008. This policy-level guidance would be helpful to inform forest-level planning efforts. Relates directly to Focal area 1 & 2 in Category 2.

Leader or Coordinator: Deputy State Forests Division Chief

Key Participants/Collaborators: Department of State Lands Staff, NWOA and SOA Directors, NWOA and Western Lane District Foresters, Recreation Managers and Coordinators, User Advisory Committees, and State Forests Advisory Committee.

Resources Required: Agency staff time.

Other Considerations: Mechanism for expressing this direction still to be determined. Could be via MOU or amendment to management agreement with SLB/DSL.

3. State Forest Program Policies

Action Item A

Develop and adopt State Forest Program policies relating to the following facets of the recreation management program: purpose and vision; determining appropriate recreational use; standards and standard compliance; how recreation fits into planning hierarchy (including consistency with County planning ordinances); business practices; facility and infrastructure development (resource specialist involvement); signing; interpretation and education (including curriculum standards); use of volunteers; partnerships and integrated funding; law enforcement; transportation planning integration; monitoring and data management.

Related Findings: 2, 3, 5, 6, 7, 11, 13

Priority: High/Medium

Anticipated Product or Outcome: Specific program policy statements, standards and manuals that provide guidance.

Agency Process: Work group process with program oversight.

Timeframe & Sequencing: Develop initial policy document based on existing legal and policy direction by September of 2008 as part of context development for strategic visioning process with BOF. (High) Complete guidance manuals based on existing drafts by January 2009. (High) Proceed with other policy and guidance development following completion of strategic visioning with BOF. (Medium)

Leader or Coordinator: Deputy State Forests Division Chief, with assistance from Project Manager and Public Use Coordinator.

Key Participants/Collaborators: . NWOA and SOA Directors, NWOA and Western Lane District Foresters, Recreation Managers and Coordinators, User Advisory Committees, Forest Trust Land Advisory Committee, and State Forests Advisory Committee.

Resources Required: Project Manager to lead effort on initial policy document development. Work groups assigned to finalize specific guidance manuals under direction of Public Use Coordinator. Initially, need a compilation and description of work to date in each area, and what remains to be accomplished. Needs to be a cross-connection with groups working on specific standards (and other categories) to tackle specific policies as they go.

Other Considerations: Initial policy development needs to be coordinated with other context and background development work for complete BOF information package.

4. Administrative Rule Review

Action Item A

Conduct a comprehensive review of the administrative rules governing recreational use of state forests and propose amendments to the Board of Forestry. Key areas for review and updating include; fees; organized events; program mission and purpose; abandoned personal property; memorials; vendors; long term camping, target shooting. Included should be a review of how the recreation rules are administered.

Related Findings: 3, 5, 6, 8, 15

Priority: Low

Agency Process: Work group effort, followed by BOF administrative rulemaking process to amend existing OARs on recreational use of state forest lands.

Timeframe & Sequencing: Depends on the progress made on other action items, i.e. Strategic direction discussions, and development of program policy, guidance and standards. This work must follow policy development.

Anticipated Product or Outcome: Amended BOF administrative rules. OAR 629, Chapter 25, Recreational Use of State Forest Lands.

Leader or Coordinator: Deputy State Forests Division Chief, with assistance from the Public Use Coordinator.

Key Participants/Collaborators: Project team comprised of district recreation managers/coordinators.

Resources Required: Agency staff time to prepare proposed additions/amendments rules. Possible contract with a Hearings Officer to facilitate rulemaking process.

Other Considerations: BOF may want to consider some delegation to State Forester for recreation program administrative items, i.e. setting fees, specifying permitting requirements, etc.

CATEGORY 2: Planning

Issue Statement

Existing recreation management plans for state forests are in need of updating, and plans need to be developed for several state forests.

Issue Background

Existing recreation management plans were developed in the 1990s, in response to legislative direction and increasing levels of use. While these plans were effective action plans, many of the priority action items have been accomplished and updates are needed. Updated and newly created plans need clear goals, and a stronger statement of a future vision or desired future condition for recreation management on each forest. There are some actions identified in existing plans that have not been fully implemented and continue to create management challenges. These include comprehensive trail planning, zoning to separate motorized and non-motorized uses, and target shooting in the forest.

Focal Areas

1. Forest or District Level Recreation plans

Action Item A

Initiate comprehensive recreation planning process for West Oregon District. Note: this process has been called for in the FMP and administrative rule.

Related Findings: 2, 3, 4

Priority: High/Medium

Anticipated Product or Outcome: District Recreation Plan.

Agency Process: tbd

Timeframe & Sequencing: Conduct initial phases of recreation planning through a contract with a consultant in the Spring/Summer of 2008. Based on outcome of strategic visioning process with BOF, may initiate final phase of action plan/implementation plan development in Winter 2008/2009.

Leader or Coordinator: West Oregon District Assistant District Forester, with support from the Program Public Use Coordinator.

Key Participants/Collaborators: NWOA Director, recreation users and organized groups from the local area.

Resources Required: Professional recreation planning support through a personal services contract, and agency staff time.

Other Considerations: Coordinate first phase of planning with Western Lane District to complete work for those lands as well.

Action Item B:

Initiate comprehensive recreation planning process for Western Lane District.

Related Findings: 2, 3, 4

Priority: Medium

Agency Process: tbd

Timeframe & Sequencing: Conduct initial phases of recreation planning through a contract with a consultant in the Spring/Summer of 2008. Based on outcome of strategic visioning process with BOF, may initiate final phase of action plan/implementation plan development in Winter 2008/2009.

Anticipated Product or Outcome: District Recreation Plan or similar components for incorporation into District Implementation Plan.

Leader or Coordinator: Western Lane District Forester and State Forests Unit Forester, with support from the Program Public Use Coordinator.

Key Participants/Collaborators: SOA Area Director, local recreation user groups.

Resources Required: Agency staff time, local user committee time, contract services for planning process support.

Other Considerations: Coordinate first phase of planning with West Oregon District.

Action Item C

Update recreation plan for the Santiam State Forest.

Related Findings: 2, 3, 4

Priority: Medium

Anticipated Product or Outcome: Updated District Recreation Plan.

Agency Process: tbd

Timeframe & Sequencing: Develop updated background and context information (Phase one of recreation planning) by September of 2008. Updates to comprehensive recreation plan and action/implementation plan will be dependent on outcome of strategic visioning process with BOF and Program policy development efforts.

Leader or Coordinator: North Cascades District Recreation Coordinator with support from Program Public Use Coordinator.

Key Participants/Collaborators: Santiam Citizens Advisory Committee.

Resources Required: Agency staff time and local user committee time. Contract services to do Phase One planning work.

Other Considerations: Coordinate contract work with broader service contract being administered over a six-district area.

Action Item D

Update recreation plan for the Tillamook State Forest.

Related Findings: 2, 3, 4

Priority: Medium

Anticipated Product or Outcome: Updated Tillamook State Forest Recreation Plan.

Agency Process: tbd

Timeframe & Sequencing: Develop updated background and context information (Phase one of recreation planning) by September of 2008. Updates to comprehensive

recreation plan and action/implementation plan will be dependent on outcome of strategic visioning process with BOF and Program policy development efforts.
Leader or Coordinator: Tillamook/Forest Grove District Recreation Managers and Assistant District Foresters, with support from Public Use Coordinator.
Key Participants/Collaborators: Tillamook Forest Center staff, South Fork Camp staff, Tillamook County Sheriff's Office, Tillamook Recreation Advisory Committee, State Forests Advisory Committee, and local County Commissioners.
Resources Required: Agency staff time and advisory committee time. Contract services to do Phase One planning work.
Other Considerations: Coordinate contract work with broader service contract being administered over a six-district area.

Action Item E

Update recreation plan for the Clatsop State Forest.

Related Findings: 2, 3, 4

Priority: Medium

Anticipated Product or Outcome: Updated Clatsop State Forest Recreation Plan.

Agency Process:

Timeframe & Sequencing: Develop updated background and context information (Phase one of recreation planning) by September of 2008. Updates to comprehensive recreation plan and action/implementation plan will be dependent on outcome of strategic visioning process with BOF and Program policy development efforts.

Leader or Coordinator: Astoria District Support Unit Forester and Assistant District Forester, with support from Public Use Coordinator.

Key Participants/Collaborators: NWOA Director, Clatsop Recreation Advisory Committee, State Forests Advisory Committee, and local County Commissioners.

Resources Required: Agency staff time and advisory committee time. Contract services to do Phase One planning work.

Other Considerations: Coordinate contract work with broader service contract being administered over a six-district area.

2. Conduct Specific Forest-Level Planning Efforts

Action Item A:

Develop Wilson River corridor management plan that addresses dispersed site management, development of opportunities for education and interpretation sites, and a work plan for developing Wilson River Highway Scenic Byway designation.

Related Findings: 3, 8, 12, 13, 15

Priority: Medium

Anticipated Product or Outcome: Wilson River Corridor Management Plan and decision on Scenic Byway designation for the corridor.

Agency Process: tbd

Timeframe & Sequencing: Inventory work for this project has already been completed. More specific planning work on this is dependent on the outcome of strategic visioning process with BOF and Program policy development efforts.

Leader or Coordinator: Tillamook/Forest Grove District Recreation Unit Managers, with assistance from Tillamook District Recreation Planner.

Key Participants/Collaborators: Tillamook District Planning Unit, Tillamook Forest Center Director and staff, South Fork Camp Manager, NWOA Director, Public Use Coordinator, Tillamook Recreation Advisory Committee, and local county commissioners.

Resources Required: Agency staff time and advisory committee time.

Other Considerations: Portions of this work could be contracted out.

Action Item B:

Develop comprehensive trail plan for the TSF.

Related Findings: 2, 3, 7, 8, 10, 11, 12

Priority: High

Anticipated Product or Outcome: Tillamook State Forest Trail Plan

Agency Process: tbd

Timeframe & Sequencing: Would be helpful to complete this before July 2009, but need to determine proper sequencing with outcome of strategic visioning process, Program policy development and district recreation plan update.

Leader or Coordinator: Tillamook/Forest Grove District Recreation Unit Managers, with assistance from Tillamook District Recreation Planner.

Key Participants/Collaborators: Tillamook District Planning Unit, Tillamook and Forest Grove District Engineering, Marketing, Reforestation, and Protection Units. OPRD and other regional trail providers. Tillamook Forest Center Director and staff, NWOA Director, South Fork Camp staff, Public Use Coordinator, Tillamook Recreation Advisory Committee, and County Planning Departments.

Resources Required: Agency staff time, user group time, possible contract assistance.

Other Considerations: Trail system plan for forest needs to be integrated into transportation planning, which is being conducted at the management basin level. Also consider the need to integrate the planning effort with other resource planning efforts. County Involvement (planning and permit issues)

Action Item B – 1 - Complete an inventory and assessment of the existing OHV trail system on the Tillamook State Forest.

Related Findings: 2, 3, 7, 8, 10, 11, 12

Priority: High

Anticipated Product or Outcome: Updated inventory data necessary for comprehensive trail planning effort. Trail condition assessment data necessary for trail management and trail system maintenance component of the comprehensive trail planning process.

Agency Process: tbd

Timeframe & Sequencing: Before, or at the beginning of the TSF Trail Plan effort.

Leader or Coordinator: Recreation Unit Managers (TL/FG) and/or Tillamook District Planning Unit Recreation Planner.

Key Participants/Collaborators: Tillamook Recreation Advisory Committee, OHV Community, Recreation Unit Managers and/or Tillamook District Planning Unit Recreation Planner, OHV Specialists, FG Recreation Coordinator.

Resources Required: Agency staff time, user group time, possible contract assistance.

Other Considerations: Integration with broader Recreation Plan update project.

Action Item B - 2 - Develop Regional Recreation provider partnership. Initiate discussion to provide a regional context for trail management and planning.

Related Findings: 2, 3, 7, 8, 10, 11, 12

Priority: High

Anticipated Product or Outcome: Statement of role the TSF plays as a provider of trail opportunities in the region. Strategic direction for comprehensive trail planning effort.

Agency Process: tbd

Timeframe & Sequencing: Initial work on this could occur as part of updating the “Phase One” recreation planning work being conducted in the Spring/Summer of 2008. Additional direction will be dependent on the outcome of strategic visioning process with BOF and Program policy development efforts.

Leader or Coordinator: Public Use Coordinator, with support from Tillamook/Forest Grove District Recreation Unit Managers and Tillamook District Recreation Planner.

Key Participants/Collaborators: OPRD, Counties, BLM, USFS, and Tillamook Recreation Advisory Committee.

Resources Required: Agency staff time, user group time, possible contract assistance.

Other Considerations: Integration with broader Recreation Plan update project.

Action Item B – 3 - Complete a review of existing draft trail plan. Develop an outline of the components of a Comprehensive Trail Management Plan.

Related Findings: 2, 3, 7, 8, 10, 11, 12

Priority: High

Anticipated Product or Outcome:

Agency Process: tbd

Timeframe & Sequencing: Pre-work to jumpstart the trail plan effort.

Leader or Coordinator: Recreation Unit Managers (TL/FG) and/or Tillamook District Planning Unit Recreation Planner, Tillamook District Planning Unit

Key Participants/Collaborators: Tillamook Recreation Advisory Committee, OHV Community, Recreation Unit Managers and/or Tillamook District Planning Unit Recreation Planner, OHV Specialists, FG Recreation Coordinator.

Resources Required: Agency staff time, user group time.

Other Considerations: Integration with broader Recreation Plan update project. Integration with transportation planning effort.

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CATEGORY 3: Standards

Issue Statement

ODF lacks specific policy directives and guidance to assure that recreation management practices and standards are consistent in similar situations on state forest lands.

Issue Background

Several action items in the original Tillamook Recreation Plan called for development of standards and guidance for recreation management elements such as trail systems, facilities and use of volunteers. The recreation plans for the Clatsop and Santiam forests also called for this type of guidance and standards. While many of these have been partially developed over the years, they have not been finalized and adopted as policy or guidance at the State Forests Program level. District level application of standards has been left largely to the discretion of local managers and their staff, resulting in inconsistent methods and practices in a variety of areas.. This lack of clear standards makes project costing and budgeting inconsistent, and makes project evaluation and prioritization difficult at the Area and Program levels.

Focal Areas

1. **Standards** (campgrounds, day use areas, waysides, and other infrastructure.)

Action Item A

Complete and adopt a standards manual for trails and other facilities as Program policy.

Related Findings: 3, 7, 9, 10, 11, 12, 14

Priority: High

Anticipated Product or Outcome: Facilities Standards Manual with specific guidance on design, siting, construction and maintenance standards.

Agency Process: Work group of Program staff and field personnel.

Timeframe & Sequencing: Complete by end of 2008.

Leader or Coordinator: Public Use Coordinator

Key Participants/Collaborators: District recreation managers/coordinators, South Fork Camp, Tillamook Forest Center, Recreation Advisory Committees, Business Services (Facilities Unit) staff, Area Offices

Resources Required: Agency staff time

Other Considerations: This product has been largely developed through past efforts, and needs to be updated and finalized through a work group process. Any standards will be based on commonly accepted industry standards where available.

Action Item B

Develop standards relating to the operation and maintenance of recreation facilities (including trails and infrastructure), including services provided (garbage, recycling, host

programs, open and closed dates, etc.) and criteria for making decisions on when and where services are provided.

Related Findings: 3, 7, 9, 10, 11, 12, 14

Priority: High

Anticipated Product or Outcome: Facilities Operations and Maintenance Standards Manual with specific guidance on operations and maintenance standards.

Agency Process: Work group of Program staff and field personnel.

Timeframe & Sequencing: Complete by end of 2008.

Leader or Coordinator: Public Use Coordinator

Key Participants/Collaborators: District recreation managers/coordinators, South Fork Camp, Area Offices

Resources Required: Agency staff time

Other Considerations:

Action Item C

Update and adopt State Forest Program standards for facility and infrastructure signage.

Related Findings: 3, 7, 15

Priority: Medium

Anticipated Product or Outcome: Sign Manual that provides siting, construction, and design guidance.

Agency Process:

Timeframe & Sequencing: Complete by July 2009.

Leader or Coordinator: TBD. Options are Public Use Coordinator, or designated field manager or coordinator.

Key Participants/Collaborators: Public Use Coordinator, district recreation staffs, South Fork Camp, Area Offices, Agency affairs staff, Business Services (Facilities Unit) staff.

Resources Required: Staff time. Much of this work could be done via contract, so funding needs to be identified.

Other Considerations: A sign design guide was completed in 1997 and could form the basis of this work, with significant updates and additions. Compile a list of current sign products and sign product designs.

2. Specialized Use and Written Permits

Action Item A

Develop criteria and process for considering and permitting specialized requests.

Address the question of charging fees for special use permits.

Related Findings: 3, 5, 6

Priority: Medium/Low

Anticipated Product or Outcome: Clear process, guidance and criteria for considering requests and permitting uses of state forests not addressed in current policies or rules.

Agency Process: Work group, with potential for administrative rule amendments.

Timeframe & Sequencing: This work has connections to the existing group working on special use permits and to an administrative rule review. Initial work could consist of document existing policy and procedures as part of Program policy development work in Spring/Summer of 2008. (Medium) Further work will depend on outcome of strategic visioning process with BOF and Program policy development efforts. (Low)

Leader or Coordinator: Public Use Coordinator, with assistance from a Project Manager on policy development effort.

Key Participants/Collaborators: District staff, Asset Management Unit staff.

Resources Required: Agency staff time.

Other Considerations: Any recommended fees or changes to fees would need to be coordinated with action item on OAR revisions.

Action Item B

Develop and adopt administrative processes and criteria for considering and responding to organized event requests.

Related Findings: 9, 10, 11, 12

Priority: Medium

Anticipated Product or Outcome: Clear process standards and related forms for organized event requests.

Agency Process: Work group of Program and field staff, with possible administrative rule amendments.

Timeframe & Sequencing: Initial work could consist of document existing policy and procedures as part of Program policy development work in Spring/Summer of 2008. Any needed changes to existing rules or fees would be addressed as part of OAR review and update.

Leader or Coordinator: Public Use Coordinator, with assistance from Project Manager.

Key Participants/Collaborators: District recreation managers/coordinators, Business Services staff, forest Recreation Advisory Committees, OHV organizations.

Resources Required: Agency staff and advisory committee time.

Other Considerations:

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CATEGORY 4: Workforce Organization and Capacity

Issue Statement

The organizational structure for delivering the recreation program needs additional capacity to provide leadership and support for a growing, more complex, diverse management context that has developed over time. A more coordinated and programmatic approach to recreation program management is needed.

Issue Background

Recreation positions within ODF function almost entirely at the district level, without a coordinating function that connects positions under the umbrella of a “recreation program,” or aligns them within the context of the State Forests Program. This is due in part because determination of appropriate recreation staffing levels—and decisions about the classification of recreation positions—has been more opportunistic over time, than strategic. Absence of a conscious, analytical focus on identifying appropriate job classifications and staffing levels for delivery of the recreation program has resulted in inconsistent approaches to meeting of the management challenges presented by a diverse, growing and more complex recreation situation on state forests.

Focal Areas

1. Developing Program-wide and statewide leadership for recreation;

Action Item A

Incorporate language into leadership- and management-level position descriptions that identifies the roles and responsibilities of the position related to recreation management.

Related Findings: 3, 4

Priority: Medium

Anticipated Product or Outcome: Position descriptions and performance expectations for key management positions that reflect specific recreation program actions and expected outcomes.

Agency Process: Annual review and position description update processes.

Timeframe & Sequencing: Complete through annual review processes in the current biennium.

Leader or Coordinator: Northwest and Southern Oregon Area Directors, and Deputy State Forests Division Chief.

Key Participants/Collaborators: Human Resources Program staff, District Foresters and Program Staff Managers.

Resources Required: Limited agency staff time to update position descriptions and clarify performance expectations for management positions.

Other Considerations:

Action Item B

Facilitate State Forest Program and Executive Team discussion about assessing program-level management capacity for recreation leadership with an eye toward elevating recreation leadership role to program-wide and statewide level.

Related Findings: 3, 4

Priority: Medium

Anticipated Product or Outcome: Identify and designate appropriate position(s) in mid- and upper-level agency management with specific leadership responsibility for recreation program issues.

Agency Process: Executive Team and Area Staff discussion forums.

Timeframe & Sequencing:

Leader or Coordinator: Deputy State Forests Division Chief.

Key Participants/Collaborators: Agency Executive Team and Leadership Team.

Resources Required: Limited agency staff time.

Other Considerations:

2. Field-Level Recreation Program Organizational Structure

Action Item A

Conduct a workload analysis to determine appropriate staffing capacity levels.

Related Findings: 3, 4

Priority: High

Anticipated Product or Outcome: The first step is to identify useful metrics for assessing recreation program workloads and staffing requirements. The second step is to apply the metrics to recreation operations. The third step is to assess and provide information on current staffing level in each work unit relative to recreation program workload.

Agency Process: Work group of Program and field level personnel.

Timeframe & Sequencing: Complete by end of 2008.

Leader or Coordinator: Northwest Oregon Area Director or designee.

Key Participants/Collaborators: District recreation managers/coordinators, Assistant District Foresters.

Resources Required: Agency staff time.

Other Considerations: This analysis was conducted in a limited way in 2006. There is a need for a more comprehensive analysis of workload factors and how they translate into staffing for specific functions and tasks at the field level. This analysis may lead to a future action to acquire or re-balance staffing capacity.

Action Item B

Determine appropriate roles and responsibilities (including geographic distribution) for delivery of the recreation program.

Related Findings: 3, 4

Priority: Medium

Anticipated Product or Outcome: A consistent set of task descriptions for delivery of key recreation program services and functions that can facilitate a classification review for positions in the program.

Agency Process: Work group of Program staff (Human Resources) and field personnel.

Timeframe & Sequencing: Complete by July 1, 2009.

Leader or Coordinator: Northwest Oregon Area Director or designee.

Key Participants/Collaborators: Human Resources Staff, District Recreation Managers/Coordinators, Assistant District Foresters.

Resources Required: Agency staff time.

Other Considerations: This action item flows directly from Action Item A and could be used to support biennial budget development process. This item also sets the stage for Action Item C.

Action Item C

Conduct a review of current and projected job duties and available class specifications to identify possible reclassification and/or new position requests, or to update existing position descriptions.

Related Findings: 3, 4

Priority: Low (due to sequencing needs)

Anticipated Product or Outcome: An appropriate set of job classification in the program to accomplish the program delivery and key tasks identified.

Agency Process: Position classification review.

Timeframe & Sequencing: This needs to follow Action Items A and B above.

Leader or Coordinator: Human Resources Program Director.

Key Participants/Collaborators: District staffs, Department of Administrative Services Staff; OPRD HR staff and others.

Resources Required: Agency personnel time.

Other Considerations: Would need to be coordinated with workload planning in ODF Human Resources Program, and with DAS work/project planning.

3. **Staff Training and qualifications**

Action Item A

Develop specific KSAs for positions in the recreation program.

Related Findings: 3, 4, 7, 10, 12, 13

Priority: Medium

Anticipated Product or Outcome: Consistent KSAs for recreation program positions to facilitate quality recruitment and training of staff.

Agency Process: Work group of Program (Human Resources) and field staff.

Timeframe & Sequencing: This action follows actions in focal area 2 above.

Leader or Coordinator: Northwest Oregon Area Director or designee.

Key Participants/Collaborators: Public Use Coordinator, Assistant District Foresters, District Recreation Managers/Coordinators, OPRD HR.

Resources Required: Agency staff time.

Other Considerations:

Action Item B

Develop training resources for ODF recreation staff to ensure ability to meet KSAs.

Related Findings: 3, 4, 7, 10, 12, 13

Priority: Low (due to sequencing)

Anticipated Product or Outcome: Training standards for the array of field positions engaged in recreation program delivery, with key resources identified.

Agency Process: Work group of Program (Human Resources) and field personnel.

Timeframe & Sequencing:

Leader or Coordinator: Human Resources Organizational Development Coordinator.

Key Participants/Collaborators: Assistant District Foresters, District Recreation Unit Managers/Coordinators, Public Use Coordinator, OPRD HR staff.

Resources Required: Agency staff time.

Other Considerations:

Action Item C

Review recruitment process to assure effective methods for advertising and recruiting for recreation positions.

Related Findings: 3, 4

Priority: Medium

Anticipated Product or Outcome: Revised standards for minimum qualifications for key recreation program positions, announcement language that is specific to recreation program needs, and identification of specific recruiting methods to reach more qualified candidates.

Agency Process: Work group of Program (Human Resources) and field personnel.

Timeframe & Sequencing:

Leader or Coordinator: Human Resources Director or designee.

Key Participants/Collaborators: Assistant District Foresters, District Recreation Managers, Public Use Coordinator, OPRD HR staff, DAS.

Resources Required: Agency staff time.

Other Considerations:

4. Law Enforcement on State Forest Land

Action Item A

Consider appropriate role for ODF staff relating to law enforcement activities, including citation authority. (Consider incorporating this specifically as a component of KSA and training analysis). Assess opportunities and pursue cooperative agreements, contracts or other mechanisms that expand program resources.

Related Findings: 3, 5, 7, 9, 10, 12, 15

Priority: Low

Anticipated Product or Outcome: Provide a recommendation to the ODF Executive Team for establishing law enforcement authority for recreation program personnel, and if necessary, identification of training and certification standards and process for certifying staff.

Agency Process: Work group of program staff and field personnel.

Timeframe & Sequencing: Initial work could be incorporated into program policy development completed in Spring/Summer of 2008 as part of developing context materials for strategic visioning process.

Leader or Coordinator: Public Use Coordinator.

Key Participants/Collaborators: Cooperating law enforcement agencies (OSP, Clatsop and Tillamook County Sheriffs), Protection Program staff, Area Directors, District Foresters, OPRD.

Resources Required: Agency staff time.

Other Considerations: May involve consultation with AG and/or legislators regarding appropriate roles for staff. Original uniform citation authority was granted with an understanding that rules would be enforced by County Sheriffs and other existing law enforcement personnel. An output could be a training program for agency personnel. Links back to Category 4, focal area 2, action items B & C.

Action Item B

Assess opportunities and pursue additional cooperative agreements, contracts or other mechanisms that expand law enforcement resources.

Related Findings: 3, 5, 7, 9, 10, 12, 15

Priority: Low

Anticipated Product or Outcome: Cooperative agreements with additional law enforcement agencies to provide services on state forest lands.

Agency Process: Individual districts work directly with local law enforcement partners.

Timeframe & Sequencing: As opportunities and needs arise.

Leader or Coordinator: District level managers.

Key Participants/Collaborators: Cooperating law enforcement agencies (OSP, County Sheriffs, USFS and/or BLM law enforcement officers).

Resources Required: Agency staff time.

Other Considerations:

5. **Augmenting Program Capacity**

Action Item A

Review, revise and update the volunteer manual.

Related Findings: 3, 5, 7, 9, 10, 12, 15

Priority: Low

Anticipated Product or Outcome: A consistent set of guidance and standards for recruiting, training and managing volunteers working on state forest projects.

Agency Process: Work group of Program (State Forests and Human Resources) and field personnel.

Timeframe & Sequencing: Complete by July 2009.

Leader or Coordinator: Public Use Coordinator.

Key Participants/Collaborators: Human Resources staff, District Recreation managers/coordinators, OPRD staff.

Resources Required: Agency staff time or possibly contract resources to produce final manual.

Other Considerations: This product has been largely developed through past efforts, and needs to be updated and finalized through a work group process.

6. **South Fork Capacity to Support Recreation Program**

Action Item A

Facilitate a conversation with South Fork, districts, and State Forest Program to consider strategic direction for South Fork role relating to recreation management.

Related Findings: 3, 7,

Priority: Medium

Anticipated Product or Outcome: Develop a clear statement that describes South Fork priorities and roles relative to supporting the recreation program. This plan needs to be formed through an inclusive conversation process. Associated training and development needs for use of South Fork staff should also be identified and considered.

Agency Process: Internal Northwest Oregon topic for conversation and determination.

Timeframe & Sequencing: tbd

Leader or Coordinator: Northwest Oregon Area Director or designee.

Key Participants/Collaborators: South Fork Camp Manager, Human Resources Program Staff, District Recreation Managers/Coordinators, Tillamook Forest Center Director, assistant district foresters, reforestation unit foresters.

Resources Required: Agency staff time.

Other Considerations: May be an appropriate project for Integration Coordinator working on Tillamook/Forest Grove District integration issues. Consider addressing this same topic relative to other inmate facilities (Mill Creek).

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CATEGORY 5: Business Management

Issue Statement

The recreation program has some unique business elements compared to other ODF enterprises, and needs a comprehensive and coordinated set of business systems and practices.

Issue Background

The development and implementation of recreation management programs on state forests has led to a number of “new” business elements in the program over time. Fee collection systems and permitting requirements for specific events are examples. Specific business approaches have been developed on an “as needed” basis, resulting in some inconsistency between districts on specific business practices. Data and information management related to the business side of recreation management has been carried out without the benefit of standardized components and methodologies, and the resulting information is often unpredictable, and difficult to access.

Focal Areas

1. Fee Systems

Action Item A

Develop and adopt a set of standards for fee collection.

Related Findings: 3, 6,

Priority: High

Anticipated Product or Outcome: Consistent standards and guidelines for collecting, recording and depositing fees associated with recreation program facilities and services.

Agency Process: Work group of Program, Business Services, and field staff.

Timeframe & Sequencing: End of 2008, in conjunction with Program policy development action item.

Leader or Coordinator: to be determined (ADF or Recreation Manager)

Key Participants/Collaborators: District Recreation Managers/Coordinators, District Office Managers, Business Services staff, OPRD.

Resources Required: Agency staff time

Other Considerations: Processes and procedures approved by Business Services currently exist. These need to be reviewed and then incorporated into program policy and guidance as appropriate. Could be incorporated into facilities management standards development item.

2. Risk Management

Action Item A

Conduct an analysis of risk management and liability exposure associated with providing for recreation on state forest, including identification of any differences between fee sites and non-fee uses.

Related Findings: 3, 5

Priority: High

Anticipated Product or Outcome: AG opinion relative to agency risk exposures associated with the array of recreation management activities on state forest land.

Agency Process: Request AG opinion. Designate work group or individual to work with AG to research and frame questions.

Timeframe & Sequencing: By end of 2008.

Leader or Coordinator: Deputy State Forests Division Chief.

Key Participants/Collaborators: Public Use Coordinator, ODF Risk Manager, Assistant Attorney General assigned to ODF, OPRD.

Resources Required: AG and ODF staff time.

Other Considerations: There may be existing opinions for OPRD that would largely apply to our situations. Further research should be done prior to properly frame a request for an opinion.

Action Item B

Develop and adopt a risk management plan to address risk management issues.

Related Findings: 3, 5

Priority: High

Anticipated Product or Outcome: A written plan that identifies strategies and actions to address the specific risks and exposures identified through an AG opinion and associated work.

Agency Process: Work group of Business Services, State Forests, and field staff.

Timeframe & Sequencing: Complete by end of current biennium.

Leader or Coordinator: State Forests Asset Manager.

Key Participants/Collaborators: Public Use Coordinator, ODF Risk Manager, Assistant Attorney General assigned to ODF, OPRD.

Resources Required: Agency staff time.

Other Considerations: Dependent on the outcome of Action Item A (above).

3. Budgeting and Expenditure Tracking

Action Items A

Establish and implement a consistent set of financial indicators to provide clear fiscal accountability.

Related Findings: 3, 6

Priority: Medium

Anticipated Product or Outcome: Develop a set of recommendations that can be implemented to create a system that monitors and reports on accomplishment reporting in relation to expenditures. The intent is to illustrate resources invested in particular program functions.

Agency Process: Agency work group to develop recommendation; Asset Management Unit and Business Services assist in implementing indicators.

Timeframe & Sequencing: tbd

Leader or Coordinator: State Forests Asset Manager

Key Participants/Collaborators: Assistant District Foresters, District Recreation Managers/Coordinators, Business Services staff, State Forests program asset management unit, office managers.

Resources Required: Agency staff time

Other Considerations:

4. Professional Service Contracting

Action Item A

Investigate the feasibility of multi-agency price agreements for key contracted services, such as facilities maintenance, sign design and fabrication, and trail construction.

Related Findings: 3, 6

Priority: Low

Anticipated Product or Outcome: ODF access to price agreements for more timely and cost effective acquisition of services for recreation program administration.

Agency Process:

Timeframe & Sequencing:

Leader or Coordinator: State Forests Asset Management Unit in collaboration with Public Use Coordinator.

Key Participants/Collaborators: DAS staff, other agency staff (OPRD), State Forests Asset Manager and Contracts Staff, Assistant District Foresters, District Recreation Managers/Coordinators, Business Services Contracting Unit.

Resources Required: Agency staff time.

Other Considerations: Recently participated with OPRD and others in a price agreement solicitation for non-profit youth corps organizations to do trail and facility work. Expansion of these types of agreements could make services more readily available to ODF staff with responsibility for facility and infrastructure development and maintenance.

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CATEGORY 6: Communications

Issue Statement

ODF needs to communicate a clearer and more coordinated public message about the type and availability of recreational resources on State Forest lands, and how those resources complement overall State Forest management.

Issue Background

While ODF energy and resources have focused on developing interpretation and education in specific areas, there has not been a coordinated, program-wide effort to develop an effective selection of communication tools to explain recreation opportunities on State Forest land. Also absent has been a consistent and coordinated effort to market State Forests to potential recreationists as a desirable venue.

Focal Areas

1. Strategic communication planning for the recreation program

Action Item A

Develop and implement a strategic communication plan that clarifies communication goals, methods, and audiences related to State Forest recreation. Plan should define roles and responsibilities related to communication, and focus on key messages for recreationists that result in clear information and expectations about State Forest recreation. Included in this plan should be a marketing strategy and an electronic communication (web-based) strategy.

Related Findings: 3, 15

Priority: Medium

Anticipated Product or Outcome: Product: Marketing plan with specific action strategies, roles and expectations, partners, and actions for implementation. Outcome: A better informed public that understands the mission, role, opportunities, management goals, rules and regulations associated with recreation on State Forest land.

Agency Process: Work team to develop communication plan.

Timeframe & Sequencing: Complete by July 2009.

Leader or Coordinator: Agency Affairs Program Director co-coordinator with NWOA Project Leader.

Key Participants/Collaborators: Deputy State Forests Division Chief, district foresters, NWOA Staff, OPRD staff (link to trail-finder and camp-finder initiatives)

Resources Required: Work group of Area, district, State Forests Program, and Agency Affairs Program staff.

Other Considerations: May be able to link with TFC marketing plan.

2. Statewide use of education and interpretation strategies

Action Item A

Develop and implement tools and the capacity to implement them that supports the program policy on education and interpretation.

Related Findings: 3, 15

Priority: Medium

Anticipated Product or Outcome: Provide a higher level of support for interpretation and education activities across all State Forests by coordinating, sharing, advocating and connecting partners, stakeholders and agency staff.

Agency Process: Leadership Team Education Charter

Timeframe & Sequencing: Project underway.

Leader or Coordinator: NWOA Project Leader in conjunction with State Forests Division Chief and Deputy; Tillamook Forest Center Director; Agency Affairs Director.

Key Participants/Collaborators: OSU Extension, Oregon Natural Resources Education Program, Oregon Dept. of Education, OPRD.

Resources Required: Work group of Area (Tillamook Forest Center), district, State Forests Program, and Agency Affairs Program staff.

Other Considerations: This ties to a broader effort within the agency to better support education, interpretation and community outreach work across all programs.

CATEGORY 7: Monitoring and Information Systems

Issue Statement

ODF needs comprehensive and consistent information on levels of use, demographics of target users, and how existing facilities and infrastructure are meeting the needs of users while protecting other forest resources, to carry out an effective recreation management program on state forests.

Issue Background

Recreational use of state forests ranges from limited in some areas, to very high levels in other areas. Traditional uses are long-standing, and precede the current recreation management plans by many decades. Although there is general consensus that management in recent years has reduced adverse impacts, and eliminated some of the most damaging uses, there is no consistent baseline of resource information to document historic or current conditions in relation to use and impacts. This lack of consistent information makes it difficult to quantify impacts, document accomplishments, and determine trends. This has resulted in a lack of clear performance measures, and lack of a strong empirical basis for resource requests (staffing and other resources).

Focal Areas

1. Consistent Data Collection

Action Item A

Identify and establish quantitative data collection and management systems and tools that support stakeholder and periodic reporting needs (Statewide Comprehensive Outdoor Recreation Plan; annual reports; biennial budget development).

Related Findings: 3, 6, 8, 11, 12,

Priority: Medium

Anticipated Product or Outcome: Standards and guidelines that define consistent quantitative information collection and management processes for recreation program activities.

Agency Process: Work group of Program and field level personnel.

Timeframe & Sequencing: May 2009

Leader or Coordinator: TBD (State Forests Unit Manager or Public Use Coordinator)

Key Participants/Collaborators: District Recreation Managers/Coordinator and Assistant District Foresters, District IT Coordinators, OPRD, OSU.

Resources Required: Agency staff time. Possible contract to help develop and implement a system.

Other Considerations:

Action Item B

Identify and establish data qualitative collection and management systems and tools that support stakeholder and periodic reporting needs (Statewide Comprehensive Outdoor Recreation Plan; annual reports; biennial budget development).

Related Findings: 3, 6, 8, 11, 12,

Priority: Medium

Anticipated Product or Outcome: Consistent methods for collecting and evaluating information on forest uses and users.

Agency Process:

Timeframe & Sequencing:

Leader or Coordinator: Public Use Coordinator or Adaptive Management Unit Manager.

Key Participants/Collaborators: District Recreation Managers/Coordinators, District IT Coordinators, OPRD staff, Resources Planning Program staff, Agency Affairs Program staff, Recreation Advisory Committees, OSU.

Resources Required: Agency staff time and contract resources to help identify information needs and develop methods for data acquisition and management.

Other Considerations:

2. Resource inventory and assessment tools

Action Item A

Develop and adopt a standard methodology for inventorying and assessing key recreation program resources, i.e. trails, dispersed campsites, and for maintaining appropriate GIS layers to make the information accessible and useable.

Related Findings: 3, 6, 8, 11, 12,

Priority: Medium

Anticipated Product or Outcome: Consistent standards and guidelines for data collection and management related to key recreation assets and infrastructure.

Agency Process: Work group of Program (State Forests and Business Services) and field personnel.

Timeframe & Sequencing: TBD

Leader or Coordinator: Tillamook District Trail Planning Coordinator in conjunction with Public Use Coordinator.

Key Participants/Collaborators: District Recreation Managers/Coordinators and IT Coordinators, Business Services staff (Facilities), DAS staff.

Resources Required: Agency staff time, possible contract resources to help develop system and methods.

Other Considerations: Pieces of this work have been completed and need to be pulled together. Linked to trail system planning action item.