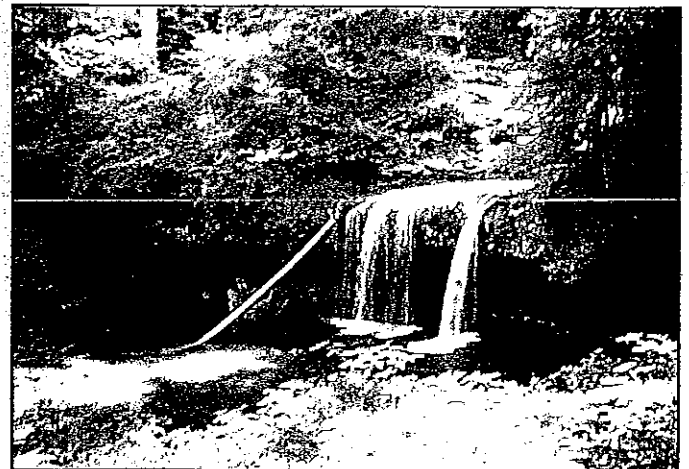


# Santiam State Forest

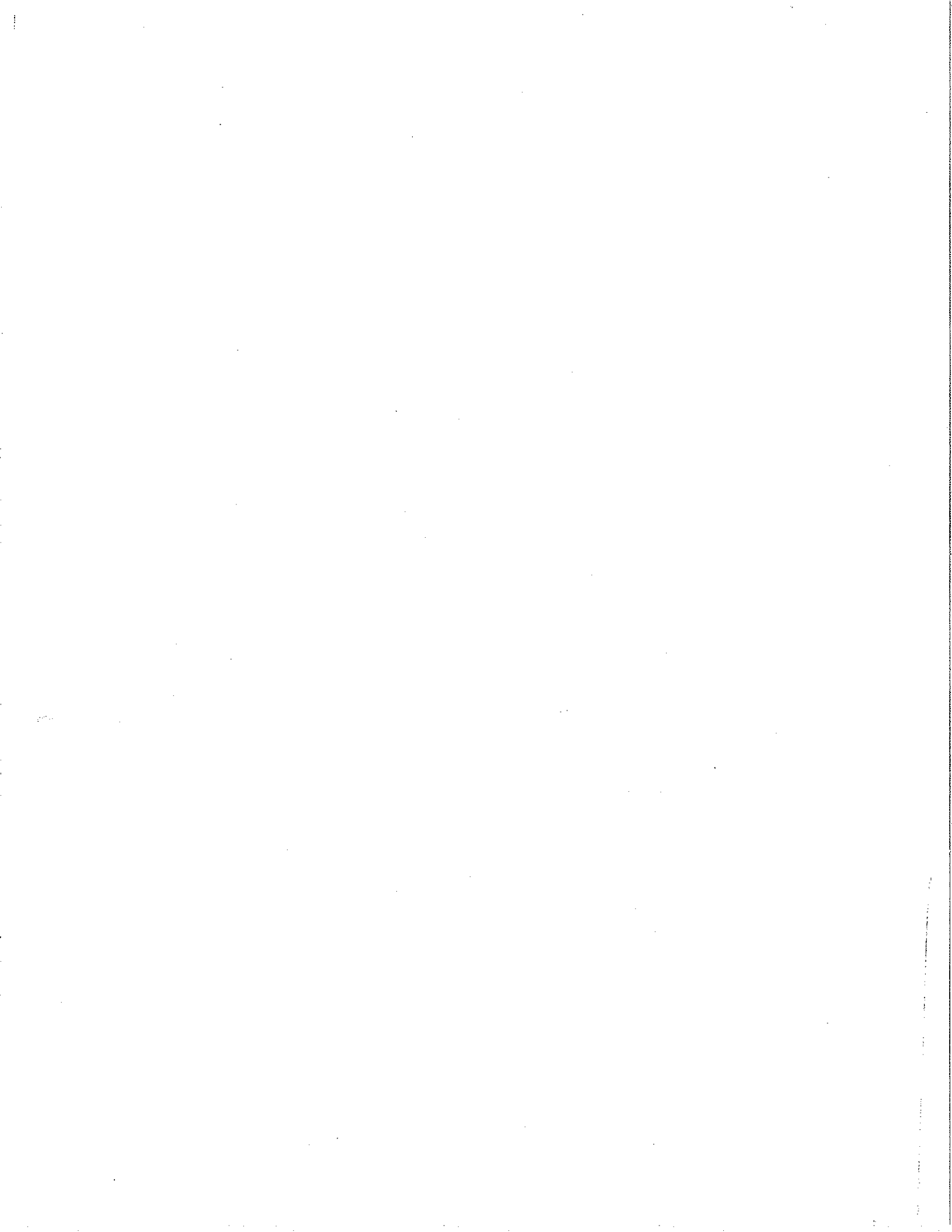
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## *Recreation Management Plan*



*September 2000*



## Foreword

The Santiam State Forest encompasses more than 47,000 acres in the foothills of the Cascades. It is managed by the Clackamas-Marion District, but contains state lands in both the Clackamas-Marion and Linn districts. The acreage in the Santiam State Forest is distributed between three counties: Clackamas, Marion, and Linn. The State Board of Forestry sets management direction and the Oregon Department of Forestry (ODF) manages the forest.

In the past, as a result of county and legislative action, tax-delinquent lands were acquired by the county, transferred to the state, and reforested by ODF. The state made an agreement with the county to return 63.75 percent of all future timber revenues to the local county, schools, and other taxing districts.

Traditionally recreation has been limited to hunting, fishing, dispersed camping, and off-highway vehicle use by local residents and visitors from the Willamette Valley. However, public values have changed in recent years, and there is a much stronger interest in recreation on the Santiam State Forest. Active planning and management are taking place to protect all resources and to integrate the management of these resources with the values of this working forest.

The Santiam State Forest Recreation Management Plan outlines the implementation of recreation management on the state forest through objectives and actions, activity zoning, and what type of facilities the department will develop and manage.

## Acknowledgements

The Oregon Department of Forestry prepared the Santiam State Forest Recreation Management Plan 2000 with the assistance from a Citizen Advisory Committee and Technical Planning Team.

### **Citizen Advisory Committee:**

#### Citizen Representatives

- Doug Bochsler
- Wally Breitenstein

#### Private Industrial Landowners

- Ron Borisch

#### County Representatives

- Larry Sowa (Clackamas County)
- David Schmidt (Linn County)
- Maynard Drawson (Marion County Historical Society)

#### Recreation User Group Representatives

- Mike Reedy (Oregon Recreation Trails Advisory Council)
- Terry Wheeler (Equestrian Riding)
- Larry Petersen (Hiking)
- Anthony Cree (Mountain Biking)

### **Technical Planning Team:**

Dani Rosetti – United States Forest Service  
Laura Graves – Bureau of Land Management  
Paul Lucas – Oregon Parks and Recreation Department  
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Brian Carroll – Linn County Parks  
Mike Schnee – Oregon Department of Forestry

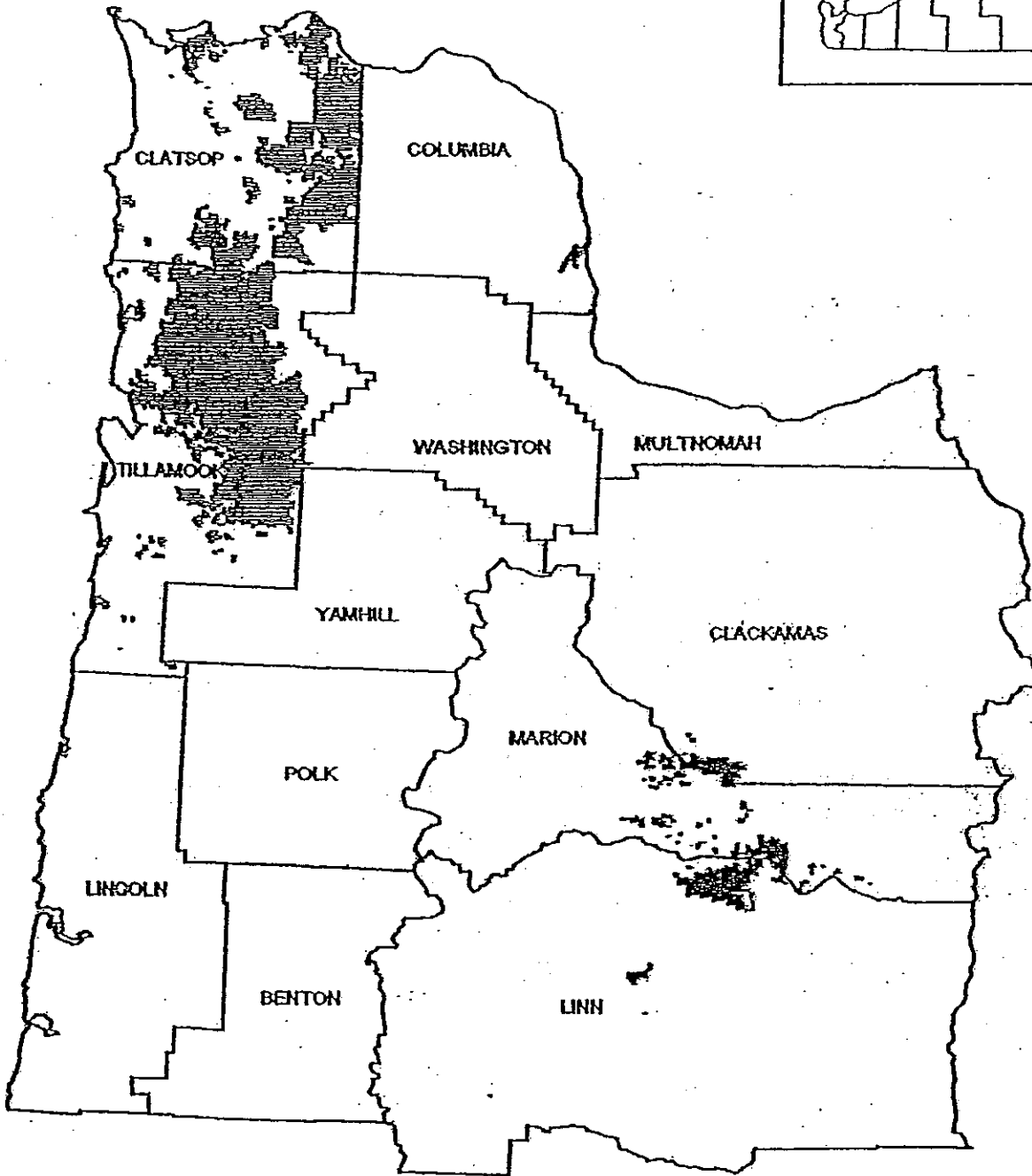
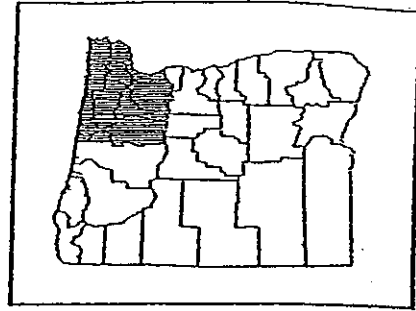
The following ODF staff assisted in the preparation of the Plan:

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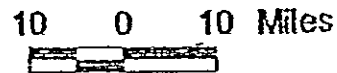
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• Location Map



 Santiam State Forest  
 Northwest Oregon State Forests



## ***SECTION I: Introduction***

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The Oregon Department of Forestry manages its lands for their Greatest Permanent Value. Through administrative rule - Greatest Permanent Value means healthy, productive, and sustainable forest ecosystems that over time and across the landscape provide a full range of social, economic, and environmental benefits to the people of Oregon. Forest managers actively manage the forests in a sound environmental manner by providing sustainable timber harvest, maintaining and restoring aquatic habitats, protecting, maintaining, and enhancing native wildlife habitats, protecting soils, water, and air, and providing outdoor recreation while generating revenues to the state, counties, and local taxing districts, and at the same time maintaining the lands as forest lands.

The Department is conducting an intensive long-range planning process for the Northwest Oregon State Forests. This process will be completed with a Forest Management Plan and possibly a Habitat Conservation Plan that will guide state forest management. Strategies set forth in the Forest Management Plan require that a comprehensive Recreation Management Plan (RMP) be developed for the Santiam State Forest.

In 1998, the Clackamas-Marion District undertook a public planning process to develop a RMP for the Santiam State Forest. The RMP identifies opportunities associated with recreation in the forest and outlines specific actions for recreation management and facility development to be implemented during the next 10 years.

As a result of this public input process, the draft RMP was distributed and available for a 45-day written comment and review period, which began June 19<sup>th</sup> and ended August 4<sup>th</sup>, 2000. In addition, an informational public meeting was held in July 2000 to distribute and offer clarification on the draft RMP to the public.

This Plan is the compilation of comments that were generated from the public and final edits of the draft RMP. This Recreation Management Plan is the foundation for implementing recreation management on the Santiam State Forest.

### **Goals and Strategies**

Recreation goals and strategies were identified in the *Northwest Oregon State Forests Management Plan* that guided the recreation planning process. In addition, these goals and strategies will remain a focus in the implementation of the RMP. The Recreation Goals and Strategies are the following:

#### **Goals**

- Goal 1: Provide diverse forest recreation opportunities that supplement, rather than duplicate, opportunities available in the region.
- Goal 2: Provide opportunities for interpretation and outdoor education on state forest lands.

- Goal 3: Manage recreational use of the forests to minimize adverse impacts to other resources and adjacent ownerships.
- Goal 4: Minimize conflict among user groups.
- Goal 5: Maintain compatibility with Oregon's Statewide Planning Goal (Recreational Needs)

Strategies

- Strategy 1: Develop a set of standards and guidelines to govern recreation management activities and facility development and maintenance.
- Strategy 2: Complete development of a coordinated volunteer program for the northwest Oregon state forests to maximize the efficient use of volunteers in recreation management efforts.
- Strategy 3: Pursue cooperative agreements with user groups, and other agencies and organizations, to diversify the funding for recreation management projects and programs.
- Strategy 4: Develop consistent themes and interpretive media for informing the public about the management of state forest land.
- Strategy 5: Apply Oregon Administrative Rules (Chapter 629, Division 25) governing recreational use, combined with an effective law enforcement program designed to meet each district's needs.



## Planning Process

The recreation planning process began in the fall of 1998. The planning staff developed a seven stage planning process with a goal for completion and approval in October 2000. The process was objective driven with specific work tasks to accomplish for each stage. The following chart provides an overview of the 7-stage process.

Santiam State Forest Recreation Planning Process: September 1998-October 2000						
Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Stage 6	Stage 7
Information Collection	Convening Citizen Advisory Committee and Technical Planning Team	Review Opportunities and Desired Conditions	Short-term Action Strategies and Implementation Plan	Long-term Needs and Desired Conditions	Preliminary Recreation Management Plan	Final RMP
Analyze existing information, research updated information, recreation potential, demand, and conflicts. Finalize assessment	Identify interest groups and stakeholders, create nomination form for interested groups, define expectations	Evaluate existing recreation sites for use and access, evaluate areas, sites and features for potential recreational use and access, evaluate concerns with the working forest and other recreational users	Establish actions that will take place in the district's Implementation plans on current and potential recreation sites based on priority or need and with available funding	Identify expanding potential recreation opportunities into the forest for future use, implement actions when resources permit and funding is available	Identify specific preferred sites, and proposed development schemes, and management plans. Refine plan and prepare for final plan	Final Recreation Management Plan is approved

To complete Stage 1, existing information was analyzed, updated, and incorporated into the *Santiam State Forest Recreation and Cultural Resource Inventory and Assessment Report*. This report has been the foundation of information to begin the intensive planning effort.

Information on recreation and cultural resources was collected on the Santiam State Forest from 1995-1999 and integrated into this report. The assessment is a component of the recreation management plan providing information regarding the following:

- Historical Overview of the Santiam State Forest
- Resource Description
- Recreation Supply and Demand
- Recreation Resource Needs and Opportunities
- Current Recreation Use on the Forest
- Cultural Resources on the Forest
- Findings about Recreation and Cultural Resources
- Oregon Administrative Rules that Apply to Recreation and Cultural Resources on the State Forest

Copies of the report are available at the ODF Santiam Unit office: 22965 North Fork Road SE, Lyons, Oregon 97358.

The convening of a Citizen Advisory Committee (CAC) and Technical Planning Team (TPT) occurred in Stage 2.

The CAC reviewed recreational opportunities and desired future conditions in Stage 3. In addition, four public meetings were held to gather input from the general public.

In Stage 4, ODF staff developed objectives and the CAC assisted in creating action statements that would be incorporated into the RMP. Staff analyzed these action statements, then organized the actions into a draft "Action Plan" for the Santiam State Forest Recreation Management Plan. The actions are in a "menu-style format" as a way to consider each action based on feasibility, priority, and funding availability.

Long-term needs and desired future conditions, beyond 10 years, were assessed in Stage 5, which took place concurrently with the 45-day review and comment period for the draft RMP.

Using input received during the 45-day public review and comment period, the final preliminary RMP was prepared in Stage 6 of the process.

The Recreation Management Plan was approved in Stage 7 of the planning process by the Clackamas-Marion District Forester and Northwest Oregon Area Director.

The RMP focuses on a short-term action plan, describes the role of the Santiam State Forest as a recreation provider, and provides a map of the designated activity zone boundaries. With the completion of the RMP, the Clackamas-Marion District will begin to initiate a process that will address topics relative to accomplishing the actions stated in the recreation plan based on budget authority and determining priority of projects.

The 10-member Citizen Advisory Committee (CAC) successfully functioned as a sounding board to assist the department in identifying potential recreation opportunities for the forest. The CAC represented geographic areas of the Santiam Canyon, countywide interests, and recreational user groups. A Technical Planning Team (TPT) also assisted the process with technical expertise and knowledge. The TPT was made up of stakeholders representing federal, state, and county agencies.

## ***SECTION II: The Role of the Santiam State Forest as a Recreation Provider***

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Recreational use is more than just the demand for a specific activity. It is also a demand for a physical setting conducive to that activity and to the particular experience desired by the recreationist. The recognized system for classifying settings and the experience they provide is the Recreation Opportunity Spectrum (ROS). The ROS is a continuum of recreational settings ranging from primitive (Wilderness) at one end and urban (cities) at the other. It is a common method of defining a provider's role and is used extensively by federal, state, and local agencies. The Santiam State Forest will be managed to provide settings that lie at the mid-range of the spectrum within the categories of Roded-Natural and Roded-Modified.

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

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

Managing the landscape to accomplish the general description of recreational settings above, Oregon state forest lands will provide rustic, natural, but high quality facilities in locations where resource compatibility permit and the need for development has been identified. While extensive facility development is not anticipated in the near future, where development does occur the following general approaches will be used:

### **1. Campgrounds**

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

## 2. Day-use Areas

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

- generally include space for parking, information boards, and picnic tables
- vault toilets may be available at heavily used areas

## 3. Staging Areas

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

- Off-highway Vehicle Staging Area:
  - Parking area large enough for turn around space for OHV trailers
  - Vault toilet facilities
  - Campground area is designed for OHV use
- Equestrian Staging Area:
  - Parking area large enough for turn around space for stock trailers
  - Vault toilet facilities
  - Provide day-use access to equestrian trail
  - Campground area is designed for equestrian use – pull through sites, corrals, and manure bins
- Trailheads:
  - A developed area, which includes a parking area, trail information, trash receptacles, and vault toilet facilities at heavily used sites.

## ***SECTION III: Designation of Activity Zoning***

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The designation of activity zones is a method commonly used to allocate recreational use, facilities, and settings throughout a working forest. The goals for activity zone designations are to minimize resource impacts, reduce conflicts between different users, reduce conflicts between users and forest management activities, and to strive to accommodate recreation demands.

Both motorized and non-motorized activities affect other forest resources. Some of the effects are increased water turbidity, soil compaction, erosion, sanitation problems, litter, reduction of understory vegetation, and reduced site productivity. Designating activity zones help minimize these affects across the forest. In addition, it focuses recreational use in areas that are most suitable for a particular activity.

The designation of the zone boundaries involved many components. First, the staff reviewed all of the ideas generated, compiled and prioritized from Stage 3 and proposed an initial map to the CAC. Then, the Citizen Advisory Committee provided feedback on the draft preliminary zones. The following criteria were used to arrive at the approved activity zoning map for the Santiam State Forest:

- Existing use patterns
- Protection of natural resources
- Soil and topography constraints
- Consideration of private landowners and inholdings

The approved activity zoning map is included on page 8.

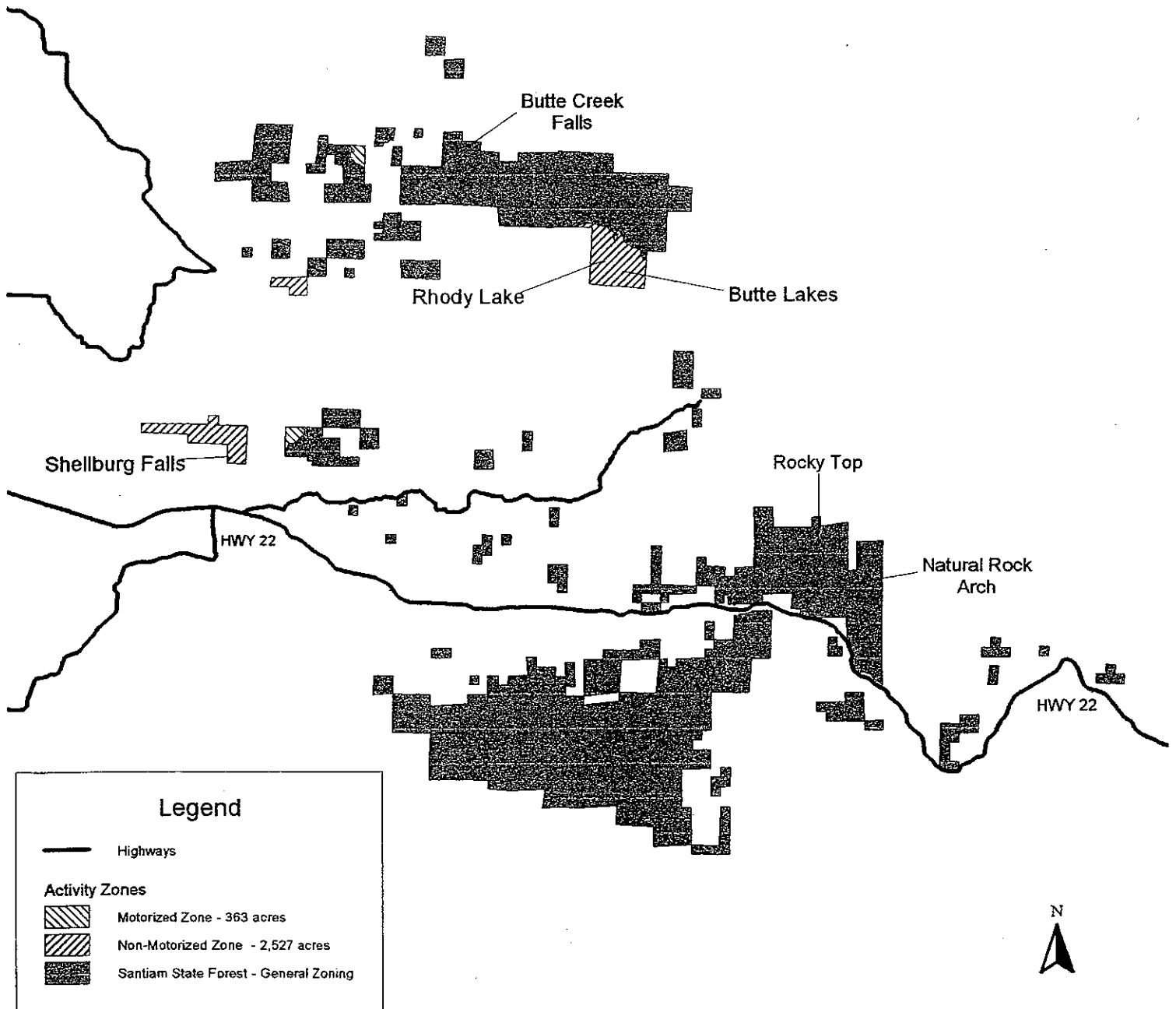
The activity zones include three categories: (1) non-motorized, (2) motorized, and (3) not designated. Trails developed and designated in a non-motorized zone will only be for hiking, mountain biking, and equestrian riding. Usually, opportunities exist for all non-motorized uses to occur on a single trail, however, there are special occasions where use is limited to a single activity. Motorized use in the “non-motorized zone” of the forest is to be confined to gravel roads only.

Trails designated in a motorized zone focus on motorcycles, all-terrain vehicles (ATV) and four-wheel drive vehicles. Trails may be designated for all three activities or for ATV and motorcycle only. Motorized use in the “motorized zone” of the forest is to be confined to gravel roads and officially designated, signed trails.

The state forest that is currently in a “not designated zone” has not been designated for motorized or non-motorized activities. With the assistance of an advisory group, consideration of zoning in these areas will be done in the future when zoning is necessary, as use levels warrant. Motorized use in a “not designated zone” of the forest is to be confined to gravel roads only.

# Santiam State Forest Activity Zones

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## ***SECTION IV: Short-Term Action Plan***

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The Short-Term Action Plan identifies five themes. The Recreation Management theme address objectives of a broad level relating to all recreation activities, rather than being activity specific. The remaining four themes focus on specific recreation activities. Each theme is organized to provide objectives relating to that theme. For each objective, actions are identified. These actions will be implemented based on priority and available funding to be determined following approval of this RMP and through input from an ongoing advisory committee. Currently, the actions are not listed in priority.

### **RECREATION MANAGEMENT**

***Objective #1- Develop standards, plans and procedures regarding public use activities on the forest.***

- a) Develop trail plans that comply with ODF's Facility Standards Manual and considers the following attributes and characteristics:
  - scenic vistas and ridges
  - follow along streams
  - diversity of viewscapes, such as areas with wildflowers
  - provide loop trails
  - waterfall viewing
  - rocky outcrops
  - lead to historical sites
  - recognize big trees
- b) Coordinate with other government agencies to develop a trail plan that incorporates trail systems between agencies.
- c) Develop a forest-wide trash and garbage clean-up program.

***Objective #2- Establish a program of informing and educating users about rules and opportunities, and for providing an orientation to the forest.***

- a) Develop a brochure that provides information on trail opportunities and identifies recreation sites on the forest. Create a comprehensive mapping and naming plan for trails and provide road identification signs.
- b) Utilize the kiosk at the Santiam Unit office to provide information on recreation opportunities.
- c) Develop a phone hotline providing information on recreation opportunities.

- d) Construct interpretive trails and install informational kiosks at day-use and camping areas, staging areas, and trailheads describing ODF activities and interpreting the cultural and natural history of the forest.
- e) Develop a program to educate forest users on Leave No Trace and Tread Lightly ethics, and promote trail etiquette with all trail users.
- f) Coordinate efforts with government agencies to develop a trail rating system that will indicate the level of difficulty on signs, maps, and brochures.

***Objective #3- Increase enforcement of statute and rules governing recreation use of state land.***

- a) Utilize the Oregon State Police and County Sheriffs Department to patrol forest and enforce recreation rules and regulations governing recreation.

***Objective #4- Improve the safety and management of recreational target shooting in the forest.***

- a) Inventory and evaluate areas of the forest for target shooting.
- b) Establish partnerships with clubs to maintain target shooting areas.

***Objective #5- Increase user group participation in recreation projects on the forest.***

- a) Create a recreation advisory committee to help guide implementation of the action plan.
- b) Implement a volunteer program with user groups to establish, develop, maintain sites and facilities, and patrol trails and other high use areas. Establish a process to recognize volunteers efforts.

***Objective #6- Integrate recreation management with forest operations, fire season, regulations, adjacent landowners, and other management activities.***

- a) Provide clear property boundary signing on state forest.
- b) Coordinate with other state forest programs to integrate all management activities.
- c) Maintain an open gate policy on state land, wherever possible and reasonable. Develop strategies for access management that address the use of spur roads, ohv use during hunting season, and road closures.



- d) Maintain communication and pursue partnerships with adjacent landowners relating to recreation management and opportunities.

### **NON-MOTORIZED RECREATION**

***Objective #1- Upgrade existing trails to accepted standards and establish an ongoing inspection and maintenance program to keep trails up to standards.***

- a) Improve, create, and expand existing trails around Shellburg Falls and Butte Creek Falls consistent with ODF's Facility Standards Manual.

***Objective #2- Establish new or connector trails within areas identified for potential hiking, equestrian riding, and mountain bike use.***

- a) Consider the following trail development locations and attributes:
  - Butte and Rhody Lakes
  - Rock Creek Basin
  - Green Basin (Sardine Creek, Rocky Top, and Arch Rock areas)
  - Stout Creek Falls
  - vary in elevation and length
  - provide opportunities for loop trails
- b) Coordinate with BLM and USFS to develop a comprehensive non-motorized trail plan connecting state forest to the following areas if feasible:
  - Lookout Mountain Lookout Site
  - Table Rock
  - Bull of the Woods (work with the USFS Opal Creek citizen advisory committee)
  - Mollala River Corridor
- c) Work with Oregon Department of Parks and Recreation and BLM to connect Silver Falls State Park's non-motorized trail with Shellburg Falls trail system.

***Objective #3- Provide trailheads and staging areas to reduce conflicts and improve user experience.***

- a) Apply a standards design for staging areas that provides ample parking and trail/visitor information. Also consider installing restroom facilities and garbage containers at high use areas.
- b) Explore developing a trailhead with equestrian amenities in Rock Creek Basin.

## **MOTORIZED RECREATION**

***Objective #1- Establish a system of designated trails and road classes to better manage motorized use and redesign, upgrade, and/or build designated trails to minimize adverse resource impacts.***

- a) Construct, upgrade, or re-route OHV trails consistent with ODF's Facility Standards Manual.
- b) Develop OHV trails inventory and comprehensive trails plan that considers designated trails that:
  - may be located in the Rock Creek, Crooked Finger Road, and Looney Creek areas
  - provide loop trails
  - produce a safe environment

***Objective #2- Provide trailheads and staging areas to reduce conflicts and improve user experience.***

- a) Apply a standard design for staging areas that provides ample parking and trail/visitor information. Also consider installing loading and unloading ramps, restroom facilities and garbage containers at high use areas.

***Objective #3- Establish motorized use zones to separate conflicting uses and provide motorized recreation opportunities.***

- a) Designate activity zones that identify types of activities and/or facilities provided.
- b) Determine the need of development for 4-wheel drive activities in areas suitable for that type of activity.

## **CAMPING**

***Objective #1- Provide for low amenity, high quality camping facilities.***

- a) Improve opportunities for dispersed campsites at Butte Lakes and in Rock Creek Basin. Install fire rings at dispersed campsites and make other improvements that are consistent with ODF's Facility Standards Manual.
- b) Explore developing a horse camp in Rock Creek Basin.

## DAY-USE ACTIVITIES

### *Objective #1- Address need for day-use areas*

- a) Evaluate developing day-use areas in the following locations:
  - Green Basin (Sardine Creek and Rocky Top)
  - Rock Creek Basin (Monument Peak)
  
- b) Explore designating areas for recreational rock mining in the Rock Creek and Butte Creek Basins.

## ***SECTION V: Desired Future Conditions and Long-Term Needs***

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Throughout the planning process a wide range of ideas were generated relating to desired future conditions and long-term needs and opportunities. The citizen advisory committee reviewed and prioritized all of the ideas generated. The prioritized ideas became the Short-Term Action Plan. The remainder of the ideas will be considered for future opportunities. They still hold merit and will eventually be established into actions and incorporated into the Recreation Management Plan as established by staff with input from an advisory committee.

With the approval of the *Northwest Oregon State Forests Management Plan*, opportunities exist for allocating land for specific resources, i.e. threatened and endangered species, which may affect the distribution of recreational activities. This potential exists because the Oregon Department of Forestry actively manages the lands for a variety of resource values.

Developing partnerships with other agencies, such as private timber industries, County Parks, Oregon State Parks and Recreation Department, Bureau of Land Management, and United States Forest Service will be essential for future trail development. Many recreationists would like to see extended trail systems that cross through a variety of land ownerships. For example, potential trail development exists in the Abiqua Falls area, if a land exchange could be considered or easements from private landowners.

Currently, the demand for motorized trails are minimal compared to the demand for non-motorized activities. As the demand for motorized opportunities increase the supply for these activities will need to be evaluated and potentially expanded in Butte Creek, Green, and Rock Creek Basins.

Several areas of the forest currently receive dispersed camping use. As the frequency and level of use increases, the potential exists for these areas to be developed as established campgrounds in the future. Increasing use of campgrounds within the Santiam Canyon suggests the need for more campgrounds within the area. Dispersed camping will continue across the forest.

In addition, potential opportunities will arise for more day-use areas such as picnic areas, swimming areas, and short interpretive walk areas on the forest.