

Oregon Coast Trail

Declaration of Cooperation for Implementing the Action Plan



An Oregon Solutions Project

Sponsored by:

Association of Oregon Counties
Oregon Parks & Recreation Department
Oregon Coast Visitors Association
Oregon Department of Transportation
Western Federal Lands, Federal Highway
Administration



OREGON
COAST TRAIL

Acknowledgements

Oregon Solutions greatly appreciates all those who generously gave their time to accomplish this project and achieve this Declaration of Cooperation.

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About Oregon Solutions

Oregon Solutions is the state of Oregon's program to help communities address community-based problems and opportunities through sustainable solutions. We do this by creating an unbiased forum for collaboration where businesses, governments, nonprofits, community-based organizations, sovereigns, and other stakeholders can align resources and pool efforts to achieve desired results.

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July 3, 2023



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Oregon Coast Trail Declaration of Cooperation

1.0. Introduction

Trails have always been fundamental to the human geography of the Oregon Coast. Native American trails traditionally followed the beaches, linked by trails over headlands and canoe portages across major waterways. Native communities often monitored, maintained, and sometimes marked those trails in many ways. These trails kept villages linked together, even when ocean conditions were too rough for canoes. Nineteenth-century fur traders and pioneers often followed these Native American routes or modified them slightly to reduce steepness or accommodate horses and wagons. Cultural geographer Samuel N. Dicken, a professor of geography at the University of Oregon, devoted decades to documenting the historical geography of the Oregon Coast, including the evolution of the historic trails. In a 1959 document, he first laid out the concept for a public Oregon Coast Trail that would largely follow historic trail routes.*

Today the Oregon Coast Trail (OCT) is an identified walking route that runs the entire 362-mile length of the Oregon coast, from the Columbia River to the California border, crossing public and private lands along the way. The OCT traverses sandy beaches, forested trails, stunning headlands, seven counties, twenty-eight towns, and numerous rural communities. The OCT was declared hikeable in 1988, and although current maps depict a complete route, some sections are disconnected, inconvenient, unsafe, or seasonally inaccessible.

In some places the OCT follows the shoulder of US Highway 101 or local roads in order to make connections between accessible beaches and developed trails. These sections, or gaps, constitute about forty miles, or 10 percent, of the entire route. Many hikers

THE OREGON SOLUTIONS PROCESS

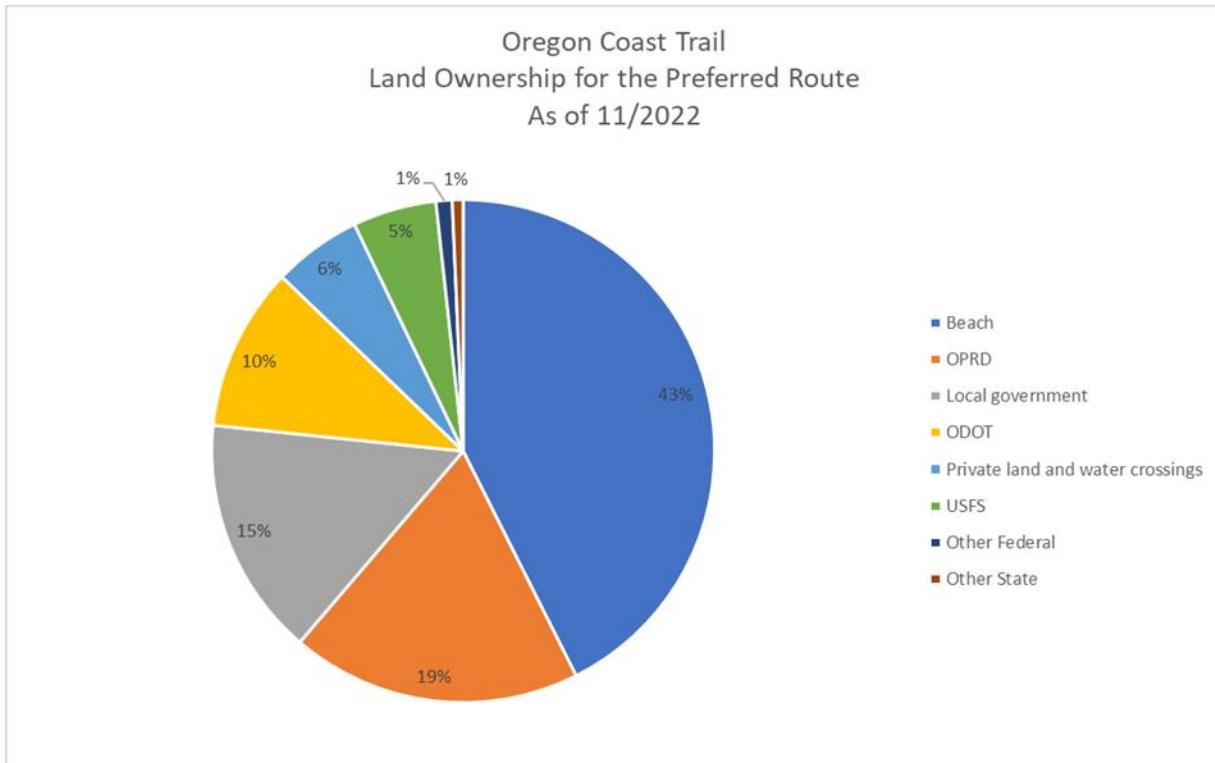
When invited, Oregon Solutions does a situation assessment to explore whether and how a collaborative approach might be structured to address a particular community issue. If the assessment reveals that an Oregon Solutions project would be timely and beneficial, an assessment report goes to the Oregon Governor, who considers the project for formal designation as an Oregon Solutions project.

Oregon Solutions projects effectively integrate and leverage public and private investments, elevate the visibility of a community effort, and bring community members together to develop shared goals and implement solutions.

* [Oregon Coast Trail, Oregon Encyclopedia](#). Written by Cameron La Follette, Douglas Deur. Last updated Jan. 22, 2021.

opt for a car, shuttle, or public transportation to make these connections, and other hikers skip these sections entirely.

Overview of Landowners Hosting the Oregon Coast Trail



The OCT crosses lands managed by numerous public and private entities as well as lands important to Native Americans since time immemorial. The lands are held by seven counties, twenty-eight cities, numerous special districts, several state agencies in addition to OPRD, at least five federal agencies (USFS, USFWS, BLM, USACOE and the US Bureau of Reclamation), numerous Indian Tribes, including five that are federally recognized, and by private landowners.

The preferred trail alignment identified in the action plan is approximately 412 miles. Along the way, the OCT crosses twenty-six bays and rivers and seventeen capes and headlands and passes through eighty-four state parks. Just over 175 miles of the route is on Oregon’s publicly owned beaches which are managed by OPRD.

Including the state’s beaches and state parks, OPRD administers approximately 62 percent of the lands that the OCT crosses (43 percent beach, 19 percent state parks). (Approximately 34 miles of beach are adjacent to the USFS-administered Oregon Dunes National Recreation Area. These 34 miles represent about 8 percent of the total length of the OCT route. The USFS and OPRD cooperate in the management of this section.) Another 22 miles (5 percent) of the OCT is, or is proposed to be, on lands within the Siuslaw National Forest. Approximately 15 percent of the trail is within local government

jurisdictions. Just over forty-three miles, over 10 percent, of the OCT route is along the shoulder of US Highway 101 or in ODOT right-of-way. Privately owned lands and other government agencies account for the remaining 8 percent of the trail.

2.0. Project Background

In 2017 the Oregon Legislature directed the Oregon Parks and Recreation Department to develop an action plan to address gaps along the OCT, particularly where the trail is along the shoulder of US Highway 101 and other roads (see HB 3149 legislation in appendix A).

Since then, there has been a concerted effort to develop a multi-agency collaborative approach to address this legislative directive. The Association of Oregon Counties (AOC), Oregon Coast Visitors Association (OCVA), Oregon Parks and Recreation Department (OPRD), and Oregon Department of Transportation (ODOT), with project management and facilitation from Oregon Solutions, have been working together to identify better trail connections that will increase the safety of users and motorists and provide a public amenity that will be a valued community asset and world class visitor experience.

In 2018, AOC, OCVA, OPRD and ODOT submitted a letter to the governor requesting designation of the collaborative effort as an Oregon Solutions project (see attachment B). Soon after, Governor Brown designated the OCT as an Oregon Solutions project to bring together the landowners hosting the trail to collaboratively develop the action plan with OPRD. Oregon State Senator David Brock Smith and Oregon Parks and Recreation Commissioner Douglas Deur were appointed co-conveners for the project (see the governor's project designation letter in appendix C).

The project includes identifying resources and a governance structure for action plan implementation. The governor's designation led to creation of the OCT Statewide Landowners Group. Concurrently, AOC worked with county commissioners to convene teams for the north coast, mid-coast, and south coast segments of the trail. The teams have worked to address trail gaps in their areas. The Statewide Landowners Group, including the county commissioners serving as conveners, developed a vision statement for the OCT and adopted ground rules for their collaborative efforts to develop an action plan (See the ground rules and Statewide Landowners Group participants in appendix E).

In 2020, following discussions with the Statewide Landowners Group, OPRD, ODOT, and the US Forest Service signed a memorandum of understanding (MOU). The purpose of the MOU was to establish a framework for future cooperation on activities effecting the OCT including the completion of the action plan. The intent was to work cooperatively in the planning, coordination, and maintenance for the OCT while recognizing the broad need for collaborative working relationships and the value in flexibility when it comes to planning, maintenance, and funding projects along the trail.

The agencies recognized that the development of the action plan for the OCT was funded through a Federal Lands Access Program (FLAP) grant. OPRD contracted with Western Federal Lands, Highway Division (WFLHD) to complete the work. The Forest Service provided in-kind match associated with the

FLAP grant. ODOT pledged staff time and cooperative assistance associated with the OCT Action Plan. The three agencies specifically identified the need to do the following:

- Coordinate, conduct, and document environmental and cultural impact assessments necessary to comply with applicable laws and regulations, including Tribal Coordination and land use permits.
- Develop the OCT with adequate stakeholder and public involvement.
- Develop plans and administer construction of OCT-related projects.
- Pursue internal and external funding sources and/or public/private partnership funding opportunities for OCT-related maintenance and new construction projects.

The MOU is for a period of five years, terminating in 2025.

Today, work is well underway on completing an action plan to address the gaps, improve safety and enhance overall trail user experiences. Maps of the entire trail route are online at <https://stateparks.oregon.gov/index.cfm?do=v.page&id=95>

The completed OCT action plan will guide improvements, maintenance, and management of the OCT with an emphasis on the existing gaps along the trail. Action plan recommendations will be based on input from participating agencies, stakeholders, and the general public. The plan will identify strategies for closing gaps

OREGON COAST TRAIL VISION STATEMENT

The Oregon Coast Trail is a continuous hiking route offering safe passage along the Pacific Coast of Oregon, stretching between the Columbia River and the California boarder.

The Oregon Coast Trail is envisioned as:

- A nature-and-town experience that connects visitors with breathtaking coastal landscapes, diverse coastal communities, and places of historical importance to all Oregonians and to tribes traditionally associated with these lands.
- A destination for multi-day treks or short hikes that can be combined with other recreation along the way.
- A place for walking on the beach and on well-maintained, well-marked paths on other public and private lands where the trail leaves the beach.
- An amenity for coastal residents that provides walking opportunities and related health benefits.
- A sustainable economic development initiative that brings visitors into local restaurants, lodging, and retail stores while conserving the integrity of our natural resources and places of special importance.
- A unique experience that contributes to community, environmental, and economic objectives and that is supported and maintained through the collaborative efforts of local, state, and federal government, tribes, civic organizations, and businesses.

*Statewide Landowners Group, November 2019
as revised June 2019*

while enhancing safety, access, and convenience for all trail users. The OCT action plan will be a key part of building a framework for long-term investments and trail management.

3.0. About the Declaration of Cooperation

An Oregon Solutions project group documents its agreements at the end of the project in written “commitments” about the actions each participant or their sponsoring organization will take or resources they will provide to implement project goals after the Oregon Solutions process ends. The commitments are memorialized in a Declaration of Cooperation (DoC). The DoC is a living document that may evolve during implementation of the project. Parties’ roles may shift or new parties may be added to the effort. The commitments and support identified in the DoC often serve to leverage additional funding and resources for the project.

The DoC can serve as the guiding document for project implementation until implementation is complete or until the DoC is suspended by mutual agreement. Changes to the DoC are typically made with unanimous consent of the parties.

This DoC reflects commitments from landowners hosting the trail route and additional stakeholders who have agreed to continue to support efforts to implement the Oregon Coast trail action plan. Included are commitments to

- provide leadership for implementing the action plan;
- operate, maintain, and otherwise support the OCT;
- integrate and leverage resources; and
- identify additional resources.

The DoC, although not a binding legal contract, is evidence to and a statement of the good faith and commitment of the undersigned parties. The undersigned parties have, through a collaborative process, agreed and pledged their cooperation to take the actions documented on the succeeding pages.

4.0. Implementation of a Collaborative Governance Structure for the OCT: Proposed Next Steps

A draft governance framework for the OCT was presented at a January 20, 2023, Statewide Landowners Group meeting for review and concurrence (see appendix F). The next steps to establishing a collaborative governance structure include chartering an OCT policy/leadership board evolving out of the current Statewide Landowners Group. Once chartered, the policy board’s initial work will be to seek agreement on a strategy for implementing the OCT governance framework. Their work will include the following:

- Standing up and staffing a technical working group, or coordinating committee, to review, discuss, and coordinate on issues related to implementation of the OCT action plan.
- Collaborating with OCVA and the OCT Foundation to map out and concur with the future roles and responsibilities for the non-profit.

The following is a recommended phased strategy for chartering an OCT policy board and implementing the OCT governance framework:

- Phase I—early 2023
 - The OCT Statewide Landowners Group
 - signals concurrence with the action plan, and
 - agrees to a collaborative governance framework that includes oversight by a policy board.
 - A working group is identified to develop a charter based on the framework. OPRD has indicated its intent to “lead the implementation of the proposed governance framework until a founding charter can be created through supporting documents and agreements.”
- Summer/fall 2023
 - A working group is established to draft a charter and a policy board is established.
 - A short term governance structure (with OPRD at the lead) is established until a charter can be fully implemented through supporting documents and agreements.
- Phase II—2024
 - IGAs and related agreements are completed as needed to implement the charter.
- Phase III – 2025 and beyond
 - There is a transition to the long-term governance structure.

OPRD has agreed to lead the short term governance discussions and next steps until a charter can be fully implemented through supporting documents and agreements.

Implementation actions and timelines may be affected by the decisions from the 2023 Oregon Legislature regarding additional funding for the OCT, including new funding proposed in SB 697 sponsored by Senator Brock Smith and discussed with the Statewide Landowners Group.

5.0. Support Statements and Commitments for Implementing the OCT Governance Framework and Action Plan

5.1. Regional Solutions, Office of the Oregon Governor

The Regional Coordinators will assist with regulatory issues involved with the design and construction of specific trail segments and related improvements to address gaps in the Trail. Concurrently we will look for complementary opportunities with other projects involving our Regional Solutions Teams. This includes, where needed, working with cities and counties to identify opportunities to include the Trail in their local comprehensive plans.



Amelia Porterfield, Regional Solutions Director, Office of the Governor

5.2. Association of Oregon Counties (AOC)

As an advocate for county government, AOC is committed to building and sustaining partnerships with the Oregon Legislature, state agencies, federal agencies, cities, tribes, non-profits, and civic organizations to improve the quality and safety of the Oregon Coast Trail (OCT).

AOC supports the unique role county commissioners can play as conveners at various stages of collaborative work to help improve and maintain the OCT for the use, benefit and enjoyment of all Oregonians. The OCT is an important economic, recreational and cultural asset in each of the seven counties (Clatsop, Tillamook, Lincoln, Lane, Douglas, Coos and Curry) that contain parts of the OCT.

The OCT provides benefits for large numbers of Oregonians that visit coastal counties each year.

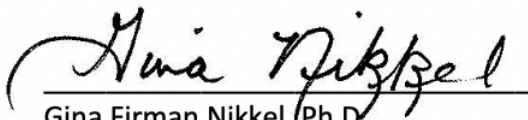
AOC commits to:

Supporting individual county commissioners who have played and may continue to play a crucial role in ensuring the 28 individual gaps in the OCT are: 1) clearly defined, and 2) paired with specific action and funding strategies that can be implemented in a timely manner.

As feasible with available funding, AOC will provide direct staffing support to county commissioners in any future convening efforts to support successful OCT Action Plan – Gap Implementation Phase work.

Supporting county commissioners to help ensure that improvements to the OCT are appropriately incorporated into local county comprehensive land use plans, with the acknowledgement that this effort to update individual land use plans is currently unfunded and will require additional dedicated resources.

Supporting the implementation of the proposed Governance Framework and committing to being part of the OCT Policy Board and creating a founding charter with supporting documents and agreements.



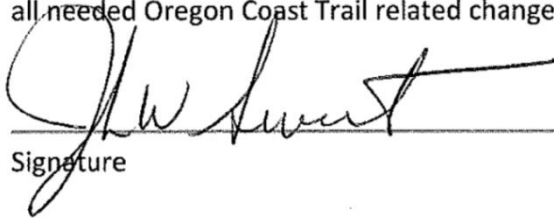
Gina Firman Nikkel, Ph.D.
AOC Executive Director

5.3. Individual County Support Statements

5.3.1. Coos County

Coos County

Coos County pledges to support, where possible and appropriate, ongoing efforts in trail alignment, construction, and maintenance; to encourage local regional and statewide partners to facilitate trail completion; to pledge strategic assistance where appropriate and available; as possible, to help secure easements; and to provide support for the seeking of grants for trail construction. As adequate resources are made available, Coos County will work to incorporate all needed Oregon Coast Trail related changes into the county's comprehensive land use plan.



Signature

5.3.2. Clatsop County



Clatsop County
Board of Commissioners

800 Exchange St., Suite 410
Astoria, OR 97103
(503) 325-1000 phone / (503) 325-8325 fax
www.co.clatsop.or.us

May 17, 2023

Oregon Coast Trail County Support Statement

Clatsop County pledges to support, where possible and appropriate, ongoing efforts in trail alignment, construction, and maintenance; to encourage local regional and statewide partners to facilitate trail completion; to pledge strategic assistance where appropriate and available; as possible, to help secure easements; and to provide support for the seeking of grants for trail construction. As adequate resources are made available, Clatsop County will work to incorporate all needed Oregon Coast Trail related changes into the county's comprehensive land use plan.

Sincerely,



Mark Kujala, Board Chair
Clatsop County Board of Commissioners

5.3.3. Curry County



**CURRY COUNTY
BOARD OF COMMISSIONERS**

JOHN HERZOG, CHAIR
BRAD ALCORN, VICE CHAIR
JAY TROST, COMMISSIONER

94235 Moore Street | Suite #122
Gold Beach, OR 97444
(541) 247-3296 | (541) 247-2718 Fax
(800) 243-1996 | www.co.curry.or.us

April 19, 2023

Craig Trulock
ctrulock@fs.fed.us

**Re: Curry County Letter of Support
Oregon Coast Trail**

To whom it may concern:

The Oregon Coast Trail (“OCT”) is a unique asset to Curry County, and its completion will promote tourism and encourage visitors to travel our coast, making it a valuable asset to our communities and residents alike. Additionally, we commend the ongoing dedication to maintenance efforts that enhance the Trail’s long-term sustainability.

Curry County pledges, whenever appropriate and possible, to support ongoing efforts in trail alignment, construction, and maintenance; to encourage local regional and statewide partners to facilitate trail completion; to pledge strategic assistance; to help secure easements; and to provide support for the seeking of grants for trail construction.

As adequate resources are made available, Curry County will make the utmost efforts to incorporate all necessary Oregon Coast Trail-related changes into the county’s comprehensive land use plan.

John Herzog, Chair



Brad Alcorn, Vice-Chair



Jay Trost, Commissioner

5.3.4. Lane County

Oregon Coast Trail County Support Statement

Lane County

Lane County pledges to support, where possible and appropriate, ongoing efforts in trail alignment, construction, and maintenance; to encourage local regional and statewide partners to facilitate trail completion; to pledge strategic assistance where appropriate and available; as possible, to help secure easements; and to provide support for the seeking of grants for trail construction. As adequate resources are made available, Lane County will work to incorporate all needed Oregon Coast Trail related changes into the county's comprehensive land use plan.



Ryan Ceniga
West Lane County Commissioner

5.3.5. Lincoln County



Board of Commissioners

Courthouse, Room 110
225 W. Olive Street
Newport, Oregon 97365
(541) 265-4100
FAX (541) 265-4176

May 4th, 2023

County Solutions
Association of Oregon Counties

Lincoln County pledges to support, where possible and appropriate, ongoing efforts in trail alignment, construction, and maintenance; to encourage local regional and statewide partners to facilitate trail completion; to pledge strategic assistance where appropriate and available; as possible, to help secure easements; and to provide support for the seeking of grants for trail construction. As adequate resources are made available, Lincoln County will work to incorporate all needed Oregon Coast Trail related changes into the county's comprehensive land use plan.

Sincerely,

A handwritten signature in blue ink, appearing to read "Casey Miller", with a long horizontal flourish extending to the right.

Casey Miller
Lincoln County Commissioner, Vice-Chair

5.3.6. Tillamook County



Tillamook County Board of Commissioners

201 Laurel Avenue, Tillamook, OR 97141
Phone: 503-842-3403

Erin D. Skaar, Chair
Mary Faith Bell, Vice-Chair
David Yamamoto, Commissioner

March 29, 2023

Oregon Coast Trail County Support Statement

Tillamook County pledges to support, where possible and appropriate, ongoing efforts in trail alignment, construction, and maintenance; to encourage local regional and statewide partners to facilitate trail completion; to pledge strategic assistance where appropriate and available; as possible, to help secure easements; and to provide support for the seeking of grants for trail construction.

As adequate resources are made available, Tillamook County will work to incorporate all needed Oregon Coast Trail related changes into the county's comprehensive land use plan.

Sincerely,

BOARD OF COMMISSIONERS FOR TILLAMOOK COUNTY, OREGON

Erin D. Skaar, Chair

Mary Faith Bell, Vice-Chair

David Yamamoto, Commissioner

5.4 Oregon Coast Visitors Association (OCVA)



Oregon Coast Trail Declaration Declaration of Cooperation

The Oregon Coast Visitors Association (OCVA) is appointed by the Oregon Tourism Commission (OTC) as the Regional Destination Management Organization (RDMO) for the coastal region.

As such we are tasked with responsibilities including numerous convenings and coordination with the intent to align resources and implement stakeholder objectives with meaningful investments in our operations and community development projects. Our ability to operate across local, state and federal jurisdictions substantially factors into our effectiveness as the RDMO service for the Oregon Coast.

We are a bridge between state-level program coordination, local chambers of commerce, visitor centers coast-wide and much of our work rests upon excellent relations with our on-the-ground networks. These relationships allow us to easily curate visitor amenities information coast-wide, troubleshoot and respond to visitor requests for resources and assistance.

For these reasons we believe OCVA is very well and naturally positioned to play a major role administering visitor services and coordination of visitor amenities for the Oregon Coast Trail on a coast-wide level. To date, OCVA has performed these important functions:

- Supplied staff capacity for convening and coordinating all three Segment Team meeting sessions.
- Underwritten the creation of the OCT Foundation to ensure future access to needed funding.
- Remapped the entire OCT in partnership with the Outdoor Project (now OnX) into a format more easily used by visitors to access visitor amenities.
- Offered letters of support and occasional 'matching' funds toward partner grant applications.
- Vetted concepts of water taxi operation investments in multiple bays to help solve transportation challenges.
- Improved numerous visitor amenities adjacent to OCT route including water, food, beer, hiking, mountain biking, birding trails as well as interpretive and public safety signage and kiosks.

We will continue providing these important functions well into the future, and welcome additional discussions regarding OCVA's role in higher levels of coordination of visitor services and amenities.

Sincerely,

Marcus Hinz
Executive Director

OREGON COAST VISITORS ASSOCIATION
po box 940 tillamook oregon 97141 c 541 264 0543

5.5. Oregon Parks and Recreation Department

Oregon Parks and Recreation Department

The mission of the Oregon Parks and Recreation Department (OPRD) is to provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations. As the stewards and responsible agency for state parks along the Oregon coast, OPRD will:

- Actively continue to maintain the OCT on OPRD-managed lands and advance new construction projects with partners to enhance and complete the OCT when and where possible.
- As a member of the Statewide Landowners Group; commit to being part of the ongoing OCT Policy Board and lead the implementation of the proposed Governance Framework until a founding charter can be created through supporting documents and agreements.
- As participants in Coastal Caucus, Oregon Coast Visitor Association meetings and similar; use such venues, as well as local relationships, to keep Tribes apprised and involved.
- Suggest possible OCT gap solutions including areas outside of OPRD properties.
- Where local resources are insufficient to support the effort to develop a new trail segment to close a gap, and if requested, consider taking the lead in partnership with local stakeholders and other agencies.
- Continue to arrange for appropriate management and staff participation with the three segment teams and the related gap teams.



Dennis Comfort
Coastal Region Manager

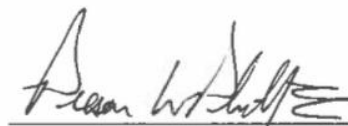
Oregon Parks and Recreation Department, (*North, Mid, South*) Coast District

The (*North, Mid-Coast, South*) District of the Oregon Parks and Recreation Department (OPRD) will:

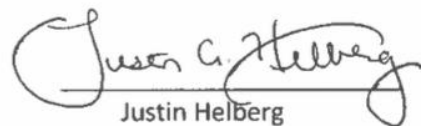
- continue to provide operation, maintenance and support for the Trail on state park-managed properties.
- continue to take the lead on evaluating and implementing future proposed trail alignments on OPRD property, right-of-ways and easements.
- collaborate with the segment team members and those working on specific new trail alignments to build partnerships, identify technical resources and funds needed for feasibility, planning, design and construction including environmental compliance and protection of cultural resources.
- Provide signs for the current and future route of the Trail.



Justin Parker
North Coast District Manager



Preson Phillips
Central Coast District Manager



Justin Helberg
South Coast District Manager

5.6. Oregon Department of Transportation

Oregon Department of Transportation

The mission of the Oregon Department of Transportation (ODOT) is to “provide a safe and reliable multimodal transportation system that connects people and helps Oregon’s communities and economy thrive.” The Department values shared ownership and responsibility for ensuring safety in all that we do.

ODOT will continue to offer support and cooperation with OPRD, USFS, local governments, non-profits and other local interests to seek partnerships, resources and funds for the feasibility, planning, design, environmental compliance and construction of the *current or future proposed* trail alignments on ODOT property and rights-of-way.

In this regard ODOT will continue to:

- *Share available data including vehicle and pedestrian counts and crash data, roadway and right-of-way conditions, and ownership data.*
- *Make recommendations about the OCT Action Plan implementation to ensure consistency with ODOT guidelines and maintenance practices.*
- *Provide updates regarding ODOT project and plans that impact the OCT, including the Oregon Coast Bike Route (OCBR) plan implementation and related maintenance and improvement projects.*
- *Consider pursuing funding opportunities to implement solutions for the OCBR plan that also could benefit OCT users.*


04/27/2023
Darrin Neavoll, Region 3 Manager, ODOT


04/26/2023
Sonny Chickering, Region 2 Manager, ODOT

5.7. US Department of the Interior Fish and Wildlife Service



United States Department of the Interior

FISH AND WILDLIFE SERVICE

Oregon Coast National Wildlife Refuge Complex
2127 SE Marine Science Drive
Newport OR 97365
541-867-4550



Oregon Coast Trail

Landowners Group Declaration of Cooperation for Implementing the Action Plan

The U.S. Fish and Wildlife Service (USFWS) manages six National Wildlife Refuges on the coast of Oregon that comprise the Oregon Coast National Wildlife Refuge Complex. The mission of the National Wildlife Refuge System is to administer a national network of lands and waters for the conservation, management and, where appropriate, restoration of the fish, wildlife and plant resources and their habitats within the United States for the benefit of present and future generations of Americans. The Refuges are celebrated for their abundant wildlife, spectacular views, and rugged grandeur. Two of the Refuges have lands that are designated National Wilderness Area.

The seabirds and pinnipeds found on offshore rocks, reefs and islands that are part of Oregon Islands National Wildlife Refuge are extremely susceptible to human disturbance; consequently, the islands, rocks and seastacks of this refuge are closed to public entry year-round. The OCT traverses many Oregon State Parks and managed rocky shores and beaches that offer phenomenal views of the refuges and its habitat and wildlife.

Because nature does not recognize human-made boundaries. We believe that to conserve our natural resources effectively, we must work with others to bridge these boundaries. Partnerships foster creative solutions to challenging situations and often the results are greater than the sum of the parts. We value working with our partners to accomplish shared goals.

The Refuge Visitor Services Manager will serve as a liaison between OCT and the USFWS for implementing the action plan including:

- Serve as the contact point for OCT-related matters where the route is located on Refuge lands;
- Provide support to identify and address trail maintenance and improved hiker safety especially where the OCT is on or adjacent to Refuge lands;
- Identify opportunities for interpretation signage and funding to tell the story of the exceptional natural resources of the Refuge Complex;
- Continued on-going coordination and work with Oregon Parks and Recreation Department to identify western snowy plover management areas where hikers on protected beaches must walk on wet sand during nesting season;
- Serve as a federal landowner partner to participate in securing grant funding for OCT improvements as appropriate and available;
- Provide oversight and establish priorities for evaluating and implementing future proposed trail alignments on USFWS refuge lands.

DAWN HARRIS Digitally signed by DAWN HARRIS
Date: 2022.07.29 11:39:00 -0700

Dawn Harris
Visitor Services Manager
Oregon Coast National Wildlife Refuge Complex

5.8. USDA Forest Service Siuslaw National Forest



United States
Department of
Agriculture

Forest
Service

Siuslaw National Forest

3200 SW Jefferson Way
Corvallis, OR 97331
541 750-7000

File Code: 2300

Date: February 18, 2022

Subject: Oregon Coast Trail Declaration of Cooperation

The USDA Forest Service is committed to caring for the land and serving people by connecting them with their public lands. Well-located and well-cared-for trails are a vital way for visitors and communities to reach and explore these lands and enjoy the multiple health, wellness, and economic benefits of outdoor recreation. Our role at the Forest Service is to sustain a vibrant and healthy system of trails, both now and for generations to come. Our goal is to ensure trails are ecologically sustainable, socially equitable, and economically viable, and that people value and support their trails on public lands. To achieve our goal, we embrace and build upon the innovation and energy of partners, volunteers, agency and community leaders, and employees. As an agency, we are committed to seeking out new relationships and new solutions to complex management challenges. We strive to provide recreational opportunities that are welcoming, inclusive, and safe for visitors of all ages, backgrounds, and ability levels.

As the stewards and responsible agency for the national forest along the Oregon Coast, the Siuslaw National Forest will:

- Collaborate with OPRD, ODOT, FWA, designated OCT teams and any potential trail governance or stewardship organization for the completion of proposed trail alignments.
- Help identify technical resources, partners and funds needed for feasibility, planning, design, and construction including environmental compliance and protection of cultural resources on National Forest System (NFS) lands.
- Provide oversight and establish priorities for evaluating and implementing future proposed trail alignments on NFS lands.
- Seek ways to be efficient and effective using existing efforts such as public engagement to further project implementation.
- In cooperation with land managers, Tribes, stakeholders and communities, leverage our relationships, strengths and opportunities to foster success.
- Continue to manage the operation, maintenance and support for the Trail and associated Forest Service facilities and interpretive services including through partners and volunteers.

Sincerely,

**ROBERT
SANCHEZ**

Digitally signed by
ROBERT SANCHEZ
Date: 2022.03.09
15:25:59 -08'00'

ROBERT F SANCHEZ
Forest Supervisor
Siuslaw National Forest



Caring for the Land and Serving People

Printed on Recycled Paper



5.9. Federal Highway Administration, Western Federal Lands Highway Division

Oregon Coast Trail Landowner Group Declaration of Cooperation

The Federal Highway Administration's (FHWA) mission is to deliver a world-class system that advances safe, efficient, equitable, and sustainable mobility choices for all while strengthening the Nation's economy. FHWA Western Federal Lands Highway Division's missions is to deliver innovative and context sensitive transportation solutions in alignment with our partners' missions and values.

WFLHD commits to continue providing support to the Oregon Coast Trail partners by:

- Engaging on both established and future teams for the implementation of short, medium, and long term Action Plan implementation strategies, as feasible per project and funding availability.
- Providing support on navigating and strategizing funding opportunities through the Federal Lands Access Program (FLAP), Federal Lands Transportation Program (FLTP), Federal Lands Planning Program (FLPP), and other applicable federal funding programs.
- Serving as a technical resource to partners for trail planning and engineering, as feasible per project and funding availability.
- Ensuring the Action Plan is included in relevant discussions and strategies in the Oregon-Washington Transportation Working Group, a federal lands focused forum of Oregon and Washington transportation partners, and other integrated planning initiatives.

 Digitally signed by KEVIN
LORIN MCLAURY
Date: 2023.06.13
09:18:16 -07'00'

Kevin L. McLaury, PE, Division Director
Western Federal Lands Highway Division

5.10. US Department of the Interior Bureau of Land Management



United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Northwest Oregon District Office
1717 Fabry Road SE, Salem, Oregon 97306
<http://www.blm.gov>



Oregon Coast Trail Landowners Group Declaration of Cooperation

The Bureau of Land Management public lands are recognized as America’s Great Outdoors, a “Backyard to Backcountry” treasure. They are uniquely accessible with more than 120 urban centers and thousands of rural towns located within 25 miles of BLM lands. As we work to enhance recreational opportunities for our visitor’s, we strive to remain a good neighbor. This means respecting how communities use the public lands, as well as including their voices in our management decisions to better enable communities to achieve their own desired social, economic, and environmental outcomes.

Working with partners and collaborating on the Oregon Coast Trail will provide trail users the opportunity to experience the unique resources found at Yaquina Head Outstanding Natural Area. BLM is committed to providing safe and accessible trails and provide the greatest benefits possible to individuals and communities while providing for public land conservation.

The BLM will continue to collaborate with the State of Oregon, local government, Tribes, federal partners, and community members for development of the Oregon Coast Trail to foster success:

- We offer technical expertise in recreation and resource management, and will help identify priorities and feasibility for planning, design, funding, and construction of trail segments on BLM lands.
- Provide oversight and evaluate feasibility for proposed trail alignments on BLM lands.
- Provide on-going management and maintenance of BLM trails segments and infrastructure or services associated with the trail.
- Support volunteer and educational opportunities associated with the trail.

Sincerely,

Digitally signed by
MATTHEW BETENSON
Date: 2023.04.14
14:32:37 -07'00'

Matt Betenson
Field Manager, Marys Peak Field Office

INTERIOR REGION 9 • COLUMBIA–PACIFIC NORTHWEST
IDAHO, MONTANA, OREGON*, WASHINGTON
* PARTIAL

5.11. Oregon Department of Land Conservation and Development

Oregon Coast Trail Landowners Group Declaration of Cooperation for Implementing the Action Plan

Support Statement 9-15-2022

Department of Land Conservation and Development

The Department's mission includes helping communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life. Our goals include developing and coordinating strategic initiatives with other state agencies, tribal and local governments. We work together to seek solutions that address immediate and long-range challenges, in collaboration with key stakeholders and others.

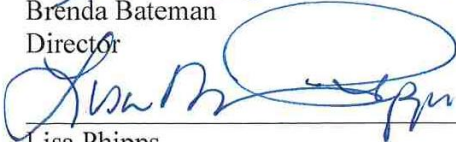
This includes, where needed, working with cities and counties to identify opportunities to include the Oregon Coast Trail in their local comprehensive plans and related community planning documents.

DLCD may be able to provide technical and financial assistance for updating local plans. Grants can be used to update comprehensive plans, modernize land use ordinances, or augment other planning activities to include the Oregon Coast Trail. The department has a variety of grant options for communities to consider and we welcome applications for this purpose.

The Oregon Coastal Management Program Manager or her designee will serve as the liaison from the Department for assistance related to implementing the OCT action plan.



Brenda Bateman
Director



Lisa Phipps
Manager, Oregon Coastal Management Program

5.12. Oregon Coast Trail Foundation



12/16/2020

OCT Statewide Landowners Group

RE: Declaration of Cooperation Commitments

Dear OCT Statewide Landowners Group -

The Oregon Coast Trail Foundation (OCTF) is a 501(c)(3) nonprofit organization established in 2020. The mission of the OCTF is to *secure resources to ensure users safely experience and appreciate the trail's natural beauty, cultural significance, and educational value.*

The OCTF fully supports the work of Oregon Parks and Recreation Department and its partners to finalize an action plan for the OCT. We strive to be additive and adaptive to supporting the work of the segment teams and state-wide land owners group.

The OCTF will continue to advocate for the OCT including:

- Solicit, receive, and distribute funding for projects that improve and maintain the physical aspects and infrastructure of the OCT and connecting recreation trails.
- Facilitate the coordination, development and distribution of informational, educational and interpretive material related to the OCT.

The OCTF has identified three funding priorities to support the overall mission of the Foundation in advocating for and implementing improvements to the Trail.

1. Complete new trail construction to address “gaps” in the OCT that currently require walking along a roadway (i.e. US Highway 101) not intended for pedestrian use. A fully connected trail will:

- Respond to findings derived from the Oregon Coast Trail Action Plan as required by state legislation
- Result in the completion of a “world class” hiking trail, attracting new visitors from around the globe
- Greatly enhance hiker safety
- Promote health and wellness
- Create new jobs in trail design, construction, and maintenance
- Promote local stewardship and volunteer opportunities
- Enhance local economic opportunities in coastal communities

2. Support ongoing trail maintenance efforts, which will:

- Promote the trail’s long-term sustainability
- Respond to the dynamic coastal landscape
- Support Trailkeepers of Oregon and other trail maintenance groups
- Encourage stewardship of local trail systems

3. Identify and implement complementary transportation programs, such as water crossings or local bus shuttles, which will:

- Provide local economic opportunities in coastal communities
- Provide a viable alternative to developing new trail where it is not feasible
- Allow for safe water or other crossings to avoid dangerous highway walking

The OCTF will continue to explore and develop the role of the Foundation in addressing the long-term development, management, operation and protection needs of the OCT.

This includes the potential for housing a position to provide capacity to coordinate the implementation of the action plan.



Board Members (signatures)
Greg Wolf, President

Oregon Coast Trail Foundation is a 501(c)(3) organization [EIN 83-3791859] established February 5th, 2019.

6.0. North, Mid-Coast and South Coast Segment Teams – Local OCT Support Statements

The following are examples of commitments made in the North, Mid-Coast and South Segment Team DoCs in support of completing, operating and maintaining the OCT. The three Segment Teams were convened by County Commissioners and staffed through the County Solutions program at the Association of Oregon Counties. The Segment Teams were instrumental in identifying local resources and providing input about current and potential future trail alignments.

The Statewide Landowners Group discussed the Segment Teams efforts and coordinated work closely with them. Oregon Solutions and County Solutions coordinated discussions, developed a process approach and worked to align efforts across the stakeholder groups. A discussion of the Segment Teams and a list of participants is included in Appendix D “About the Segment Teams”.

➔ These example support statements are included in the Segment Team DoCs developed by AOC:



Draft Examples of Commitments from Cities:

City of North Bend

The City of North Bend, pledging support for the Oregon Coast Trail, commits to seek funding for capital improvement projects enhancing pedestrian facilities along the route per our transportation system plan.

David Milliron, City Administrator, City of North Bend

City of Bandon

The City of Bandon is supportive of the Oregon Coast Trail, and is currently in the process of designing and constructing improvements to the section from Old Town Bandon to the beach at South Jetty. The City will also cooperate with signage describing the trail and directing hikers.

Dan Chandler, City Manager, City of Bandon

City of Reedsport

The City of Reedsport pledges to support, where possible and appropriate, ongoing efforts in Trail alignment, construction and maintenance; to encourage local regional and statewide partners to facilitate Trail completion; to pledge strategic assistance where appropriate and available; as possible, to help secure easements; and to provide support for the seeking of grants for Trail construction.”

Deanna Schafer, City Manager, City of Reedsport

Draft Examples of Commitments from Ports:

Port of Bandon

The Port of Bandon pledges its input on Trail design on the Port property; support for grant applications for the Trail as a whole; and, where possible, staff time as an in-kind match.

Jeff Griffin, Manager, Port of Bandon

Port of Umpqua

The Port of Umpqua pledges to support, where possible and appropriate, ongoing efforts in Trail alignment, construction and maintenance; to encourage local regional and statewide partners to facilitate Trail completion; to pledge strategic assistance where appropriate and available; as possible, to help secure easements; and to provide support for the seeking of grants for Trail construction.

Eric Boe, Vice President, Port of Umpqua

Draft Examples of Commitments from the Private Sector:

Coos Bay-North Bend Visitor & Convention Bureau

The Coos Bay-North Bend Visitors and Convention Bureau will:

- promote and encourage the formation of local Trail-related collaborative partnerships.
- Collaborate with local, regional and statewide partners to facilitate Trail completion.
- Advocate for The Oregon Coast Trail as an incredible and unique hiking experience.
- Highlight the Trail on our website, social media channels, and in our visitor center in Coos Bay.

Janice Langlinais, Executive Director, Coos Bay-North Bend Visitor & Convention Bureau

Charleston Merchant's Association

The Charleston Merchant's Association pledges to support, where possible and appropriate, ongoing efforts in Trail alignment, construction and maintenance and to encourage local regional and statewide partners to facilitate Trail completion.

Tim Hyatt, President, CMA

Bandon Dunes Golf Resort and Wild Rivers Coast Alliance

- Bandon Dunes Golf Resort pledges to allow trail access through Resort property using its existing trail system and will also commit to funding the construction and maintenance for any portion of the Oregon Coast Trail on Bandon Dunes Resort property.
- Bandon Dunes Golf Resort/WRCA will provide written support for grant funding applications necessary to construct and complete other sections of the Oregon Coast Trail on Oregon's South Coast.
- Wild Rivers Coast Alliance, Bandon Dunes Resort's grant making entity, will accept grant applications that promote completion of the Oregon Coast Trail system, including trail easement acquisition on the South Coast. These applications will be evaluated and awarded under a competitive system with other grant applications that meet the goals and objectives of the Wild Rivers Coast Alliance.
- Bandon Dunes Golf Resort is committed to work cooperatively with State Parks to develop a signage template on the Resort that meets both entity's needs.
- Both Bandon Dunes Golf Resort and Wild Rivers Coast Alliance will create a link on their respective web sites that link to Oregon State Park's Oregon Coast Trail Website.

Don Crowe, General Manager, Bandon Dunes Golf Resort

Draft Examples of Commitments from Non-Profits and Trail Advocates:

National Coast Trail Association

The National Coast Trail Association pledges continued oversight and participation in the planning process, advocacy regarding implementation, letters of support for trail related grant funding, and other opportunities to assist as they arise.

Al LePage, Executive Director, National Coast Trail Association

Advocates of the Oregon Coast Trail

Advocates of the Oregon Coast Trail pledges continued participation in the planning process, advocacy regarding implementation, letters of support for trail related grant funding, and other opportunities to assist as they arise.

Dan Hilburn, Advocates of the Oregon Coast Trail

Appendix A: Legislation Directing OPRD to Complete the Oregon Coast Trail

79th OREGON LEGISLATIVE ASSEMBLY--2017 Regular Session

Enrolled

House Bill 3149

Sponsored by Representatives SMITH DB, GOMBERG, BUEHLER; Representatives HEARD, HOLVEY, KENNEMER, MCKEOWN, WHISNANT, WILSON, WITT, Senators DEVLIN, HANSELL, ROBLAN

AN ACT

Relating to the Oregon Coast Trail; and prescribing an effective date.

Whereas 2017 marks the 50th anniversary of the Oregon Beach Bill, House Bill 1601 (1967), in which the Legislative Assembly established the public's right to uninterrupted use of Oregon's shoreline and beaches; and

Whereas the Oregon Coast Trail spans more than 350 miles of Oregon coastline from the south jetty of the Columbia River on the north to the Oregon-California border on the south, taking advantage of the publicly owned beaches and providing connections between the beaches; and

Whereas the State Parks and Recreation Division began development of the Oregon Coast Trail in 1971 and declared it hikeable in 1988, and the State Parks and Recreation Department has a target date of 2021 for completion of the trail system; and

Whereas numerous trail segments or "gaps" require trail users to walk along the shoulder of US Highway 101 or on other roads not designed for pedestrian use; and

Whereas closing the gaps in the Oregon Coast Trail system will increase the safety of trail users and motorists alike; now, therefore,
Be It Enacted by the People of the State of Oregon:

SECTION 1.

(1) The State Parks and Recreation Department shall, in cooperation with the Department of Transportation, other interested state agencies, local governments, nonprofit organizations and other stakeholders, develop an action plan to complete the Oregon Coast Trail. The plan shall identify and address:

(a) A preferred option for the development, maintenance and operation of each new trail segment intended to address a gap in the trail system, including the costs associated with the development, maintenance and operation, that:

(A) Takes into account the existing uses of the land where trail segments are to be constructed, including public highway right-of-way, private or public ownership and active rail use;

(B) Ensures that the designation of trail segments will not conflict with surrounding private property rights, including rights of way and easements; and

(C) Takes into account the concerns of the public and other interested parties;

(b) Prioritization of new trail segment construction based on resulting improved safety, immediacy of implementation, potential project sponsors and sources of funding;

(c) Potential sources of funding for implementation of the plan, including but not limited to federal, state and private sources; and

(d) Options for designation of final state agency or other responsible entities for the development, maintenance and operation of the trail and trail facilities as identified in the plan.

(2) The State Parks and Recreation Department may coordinate with nonprofit organizations to raise funds and to develop, maintain and operate the trail and trail facilities as necessary to implement the plan.

(3) The State Parks and Recreation Department shall submit an annual report to the Legislative Assembly on the progress made toward developing and implementing the plan required by this section.

SECTION 2. This 2017 Act takes effect on the 91st day after the date on which the 2017 regular session of the Seventy-ninth Legislative Assembly adjourns sine die.

Appendix B: Request for Designation as an Oregon Solutions Project



October 16, 2018

Dear Governor Brown,

We are writing to request your support to designate the Oregon Coast Trail (OCT) as an Oregon Solutions Project. The Oregon Parks and Recreation Department (OPRD), the Oregon Department of Transportation (ODOT), the Association of Oregon Counties (AOC), and the Oregon Coast Visitors Association are jointly requesting this designation.

The OCT, which spans more than 350 miles from the mouth of the Columbia River to the California border, was first envisioned almost 60 years ago by Oregon geographer Samuel N. Dicken. While a trail has been a longstanding aspiration for many along the coast, a safe walkable route has yet to be developed either on trails, or on the shoulder of US Highway 101 and on other roads for pedestrian use.

In 2017, the Oregon Legislature passed HB 3149, legislation that directs OPRD to work with ODOT, other agencies, local governments, and interested stakeholders to develop an action plan outlining a strategy for the completion of the OCT. Since its passage, our four agencies have been working together to create a plan to address safety gaps. Addressing these gaps will lead to a more complete border-to-border route, one that is well-marked and providing safer trail experiences for border-to-border thru-hikers as well as for those walking shorter trail segments. We are ready to launch collaborative stakeholder group meetings at the coast-wide and segment-specific levels to develop the action plan that will include prioritizing the improvements necessary to improve the trail gaps.

We have created a partnership with Oregon Solutions and AOC's County Solutions Program to more fully engage county commissioners and other stakeholders in this effort. AOC County Solutions will work with county commissioners who will convene and engage all partners at the three regional segments and address gaps in the trail at the local level. Oregon Solutions will convene the statewide stakeholders to determine trail and maintenance standards, establish priority setting for the overall trail system, and adopt a coast-wide action plan built from the work of the regional segments. The stakeholder groups we are launching will include the landowners hosting the trail - cities, counties, special districts, federal agencies, tribes, and private landowners - as well as trails users, health and wellness groups and private sector representatives from tourism and recreation-related businesses.

The success and sustainability of the OCT necessitates identifying a governance structure that will provide a coordinated framework for adopting and advancing the implementation of the action plan including how to reach collaborative agreements on overall project priorities and management

Appendix B continued

functions. The governance plan will need to identify the means to perpetually engage a broad group of key stakeholders from the public, private and non-profit sectors in the ongoing efforts to achieve implementation of the plan in an orderly and timely manner. This includes identifying fiscal responsibilities and accountability for management, capital construction and maintenance of the Trail.

Your designation will convey a message of importance and high level support reinforcing the importance for stakeholder involvement that is crucial for the successful completion of this complex project. We desire to proceed with Oregon Solutions as a neutral facilitation process, a collaborative approach, and a project management structure to support work over the long term. An Oregon Solutions approach for stakeholder discussions, completion of an action plan and development of a governance structure will greatly enhance this effort. We appreciate your consideration of this request, and are available to you and your staff if you have any questions.

Sincerely,



Lisa Sumption, Director
Oregon Parks & Recreation Department



Matt Garrett, Director
Oregon Department of Transportation



Mike Eliason, Interim Executive Director
Association of Oregon Counties



Marcus Hinz, Executive Director
Oregon Coast Visitors Association

C: Karmen Fore, Director, Oregon Solutions
Greg Wolf, Director, County Solutions

Appendix C: Governor's Designation Letter



KATE BROWN
Governor

November 14, 2018

Lisa Sumption, Director
Oregon Parks & Recreation Department
725 Summer St. N.E. Suite C
Salem, OR 97301

Mike Eliason, Interim Executive Director
Association of Oregon Counties
1201 Court St NE #300
Salem, OR 97301

Marcus Hinz, Director
Oregon Coast Visitors Association
PO Box 940
Tillamook, Oregon 97141

Matt Garrett, Director
Oregon Department of Transportation
355 Capitol St. NE, MS11
Salem, OR 97301-3871

Dear Directors Sumption, Hinz, Garrett and Interim Executive Director Eliason,

I am informed that your agencies have been making great strides toward achieving the planning objectives for the Oregon Coast Trail (OCT) as outlined in HB 3149 legislation from the 2017 Legislative session. The efforts that your coordination team have made toward developing an action plan to complete the OCT have been well focused, and I believe the elevated, neutral forum of Oregon Solutions is ideal for helping to establish the governance structure for finalizing an action plan and moving forward with implementation. Therefore, I am pleased to designate the necessary governance determination process as an Oregon Solutions Project. I am designating State Representative David Brock Smith and Oregon Parks Commissioner Doug Deur to lead this effort as co-conveners.

My understanding is the action plan will address gaps in the trail and related safety issues through a partnership with the AOC's County Solutions Program. The agreement on the governance structure will provide the OCT a coordinated framework for adopting and advancing the implementation of the action plan including how to reach collaborative agreements on overall project priorities and management functions. The governance plan should also identify the means to perpetually engage a broad group of key stakeholders from the public, private and non-profit sectors in the ongoing efforts to achieve implementation of the plan in an orderly and timely manner. Lastly, this effort should identify fiscal responsibilities and opportunities for management, capital construction and maintenance of the Trail.

**254 STATE CAPITOL, SALEM OR 97301-4047 (503) 378-3111 FAX (503) 378-8970
WWW.GOVERNOR.OREGON.GOV**



Directors Sumption, Hinz, Garrett and Interim Executive Director Eliason
November 14, 2018
Page 2

Thank you for the identification of this important collaboration. This project addresses important priorities in the state for tourism, recreation, and environmental education. Please keep my office updated on this effort. I wish you well!

Sincerely,

A handwritten signature in cursive script that reads "Kate Brown". The signature is written in black ink and includes a horizontal flourish at the end.

Governor Kate Brown

KB: jlb

cc: Jason Lewis-Berry, Regional Solutions
Karmen Fore, Oregon Solutions
Greg Wolf, County Solutions

Appendix D: About the OCT Segment Teams

County Solutions (a local government collaborative governance effort housed at the Association of Oregon Counties) has been providing critical support working with county elected leaders to convene three segment teams embracing the length of the trail. Collectively these three segment teams have been an integral part of the collaboration leading to the development of a robust action plan.

The *purpose* for the three segment teams includes the following:

- Convening stakeholder entities, including federal and state agencies, local governments, nonprofit groups, and private business interests that have property hosting the OCT or have resources available to complete the OCT.
- Conducting mutual education about interests, challenges and opportunities to complete the respective sections of the trail including cultivating a shared understanding of HB 3149 legislation and the current status of the OCT.
- Developing short-term and long-term recommendations for alternative alignments to close gaps.
- Engaging stakeholders who can contribute to identifying and deploying financial resources and technical support for completing and maintaining the OCT.
- Creating Declarations of Cooperation for each of the three segment teams that include specific preferred trail alignments.

AOC and County Solutions have worked with county commissioners to convene and engage partners to discuss the gaps and identify possible short-term and long-term solutions for each. This has involved forming eighteen “gap teams” (also referred to as “connection teams”) of local stakeholders that include the landowners hosting the trail—cities, counties, special districts, federal agencies, tribes, and private landowners—as well as trail users, health and wellness groups, and private sector representatives from tourism and recreation-related businesses. Subsequently, the segment team conveners appointed local leaders to bring together gap teams to work on alternative alignments.

A set of shared *goals* evolved out of the initial collaborative work of the three segment teams. These goals include the following:

- Use a partnering approach to convene stakeholder discussions that support the completion of a robust, widely understood, and broadly supported OCT action plan.
- Convene a process with stakeholders that serves the committed efforts of OPRD for completing the action plan and leads to more effective, coordinated implementation of the components in the action plan.

- Use a neutral facilitation process and a collaborative approach that supports implementation of the action plan and ongoing sustainability of the trail whether on lands managed by public, private, or nonprofit entities.
- Hold transparent stakeholder discussions that will help lead to the development of a practical governance structure involving all landowners that host the OCT, discussions that will ultimately facilitate the completion and implementation of the action plan.
- Craft public communications that represent the collaborative work of the three segment teams and the statewide team working on the trail, and that also serve to build coastal community pride and ownership in the trail *and* gain additional support and momentum for completing the OCT.

In order to better connect across the existing gaps, overarching considerations for stakeholder collaboration include:

- Coordinating existing trail way-finding, construction, operation, and maintenance needs across multiple land ownerships.
- Increasing the safety of trail users, particularly in places where the trail is shared with bicyclists and motorists.
- Enabling the completion of the trail in a manner that will result in a world class experience and valued community amenity.
- Identifying additional tools and opportunities to enhance the trail.
- Making recommendations for a sustainable collaborative governance structure to operate, maintain, and enhance the OCT in perpetuity.

Specific project team guidance for each of the segment teams and gap teams was discussed with the Statewide Landowners Group and is outlined in the following paragraphs. The gap team leaders were asked to report back to their respective segment team regarding the work and the progress made toward identifying alternative alignments. Note: The work of the segment teams and the gap teams was funded through a grant from the Federal Highway Administration/Western Federal Lands office.

Direction for Identifying Alternative Trail Alignments Included in the Federal Lands Access Program (FLAP) Grant Statement of Work

- Alignments selected must address trail standards as developed by Oregon Parks and Recreation Department (OPRD) and adopted by the statewide OCT Ownership Group.

- Connection groups (Gap Teams) should also consider alternative alignments prior to selecting a preferred alignment. In addition, alignments should comply with existing laws and requirements such as cultural resource protection and natural hazard requirements.
- Identify any partners that provide a maintenance strategy that provides for ongoing maintenance of the trail.
- Identify any partners that agree to be a connection sponsor which would include to take responsibility:
 - Develop funding necessary to construct and complete the trail connection by seeking grants and other sources of support;
 - Oversee and manage organizations that agree to maintain the trail connection;
 - Ensure the OCT is incorporated in the city and/or county comprehensive plan;
 - Advise OPRD and the OCT Ownership Group on issues associated with the trail connection that require their assistance on an ongoing basis.
- Prepare a Declaration of Cooperation for the Trail gap that describes preferred alignments as agreed through consensus-based decision making.

The following table identifies many of the local stakeholders and community members that participated with the Segment Teams.

OCT Segment Team Participants List			Spring 2022	
Organization	Title	First	Last	
Coastwide				
State	OPRD	Coastal Region Manager	Dennis	Comfort
Federal	USFS	Supervisor, Siuslaw National Forest	Robert	Sanchez
State	Regional Solutions	Director	Leah	Horner
NGO	Trail Keepers of Oregon	Executive Director	Steve	Kruger
Federal	USFWS	Manager	Dawn	Harris
NGO	National Coast Trails Association	Executive Director	Al	LePage
NGO	Oregon Coast Trail Foundation	President	Connie	Soper
South Coast Segment				
County	Coos County	Commissioner	Melissa	Cribbins
County	Curry County	Commissioner	Court	Boice
State	OCVA	South Coast Coordinator	Dave	Lacey
County	Coos County	Commissioner	John	Sweet
NGO	Wild Rivers Coast Alliance	Steering Committee	Steve	Denney
NGO	National Coast Trails Association	Executive Director	Al	LePage
State	OPRD	South Coast District Manager	Justin	Helberg
State	ODOT	District Manager	Glen	Pederson
County	Curry County	Commissioner	Court	Boice
County	Coos County	Commissioner	John	Sweet
County	Douglas County	Commissioner	Chris	Boice
City	City of North Bend	City Administrator	David	Milliron
City	City of Bandon	City Manager	Dan	Chandler
Port	Port of Bandon	Manager	Jeff	Griffin
Private	Charleston Merchants Association	President	Tim	Hyatt
Port	Port of Umpqua	Vice President	Eric	Boe
City	City of Reedsport	City Manager	Deanna	Schafer
Advocates	Advocates of the OCT	Representative	Dan	Hilburn
Private	Bandon Dunes Golf Resort	General Manager	Don	Crowe
NGO	Wild Rivers Coast Alliance	General Manager	Don	Crowe
Private	Coos Bay-North Bend Visitors & Convention Bureau	Executive Director	Janice	Langlais
NGO	Cape Blanco Historical Society		Lorin	Kessler
NGO	Gold Beach Main Street		Lauri	Vansant
Mid-Coast Segment Team				
County	Lincoln County	Commissioner	Doug	Hunt
State	OPRD	Mid-Coast District Manager	Preson	Phillips
State	OCVA	Central Coast Coordinator	Jesse	Dolin
NGO	National Coast Trails Association	Executive Director	Al	LePage
City	City of Lincoln City	City Council	Riley	Hoaglund
State	ODOT	Manager	James	Feldman
Federal	USFWS	Manager	Dawn	Harris
Private	Salishan Leaseholders, Inc.	Member	Dave	Hess
Private	Clarion Inn Surfrider Resort	Manager	Tammy	Latchford
Private	Lincoln County Economic Development Alliance		Caroline	Bauman
Private	Depoe Bay Chamber of Commerce		Laura	Ferguson
Federal	BLM	Yaquina Head Site Manager	Matt	Betenson
NGO	Newport Newts/OSU		Thomas	Follett
City	City of Newport	Director, Parks & Recreation	Jim	Protiva
City	City of Newport	City Council	Cindy	Jacobi
City	City of Newport	Planning Department	Derek	Tokos
City	City of Walport	Mayor	Susan	Woodruff
City	City of Florence	Director, Public Works	Megan	Messmer
City	City of Florence	Mayor	Joe	Henry
North Coast Segment Team				
County	Tillamook County	Commissioner	Erin	Skaar
State	OPRD	North Coast District Manager	Justin	Parker
Tribe	Confederated Tribes of the Grande Ronde	Tribal Council member	Michael	Langley
Tribe	Clatsop-Nehalem Confederated Tribes	Vice Chair	Dick	Basch
Tribe	Chinook Indian Nation	Secretary/Treasurer	Rachel	Cushman
Tribe	Confederated Tribes of the Siletz Indians	Tribal Council chair	Delores	Pigsley
County	Clatsop County	Commissioner	Lianne	Thompson
County	Clatsop County	Director, Public Works	Ted	McLean
County	Tillamook County	Director, Public Works	Chris	Laity
Private	Col-Pac Economic Development District	Executive Director	Ayreann	Colombo
Private	Visit Tillamook Coast	Trails Coordinator	Dan	Haag
NGO	Oregon Coast Trail Foundation	President	Connie	Soper
State	Oregon Coast Visitors Association	Director	Marcus	Hinz
City	City of Seaside	Director, Public Works	Dale	McDowell
NGO	North Coast Land Trust	Project Manager	Amy	Hutmacher
NGO	Salmonberry Trail Foundation	Executive Director	Jon Paul	Bowles

Appendix E: Oregon Coast Trail Project Team Ground Rules



Oregon Coast Trail Team Member Ground Rules

The co-conveners and partners in the Oregon Coast Trail (OCT) project are committed to the following these general principles and “ground rules” for how we conduct our business with one another:

General Principles

- We agree to approach problems with creativity and with open minds.
- We each have a unique perspective and contribution to make.
- We recognize that we must work to involve any person or group who could help us or hinder us from achieving our goals.
- We agree to focus on taking incremental “do-able” steps towards success.

Ground Rules

1. We recognize that the best outcomes depend upon cooperation and collaboration among all entities at the table.
2. We commit to openly communicate ideas, potential contributions, and concerns, and also to engage in respectful, active listening to each other. We respect all questions as good questions, and important part of achieving a shared understanding and vision for the outcomes of our efforts.
3. We will focus on the future we would like to create for the OCT rather than any past problems and past history of issues.
4. We will work toward agreements that are fair and constructive for everyone. When consensus is not possible, we will acknowledge and accept our differences and work toward the best possible outcome.
5. We agree to commit to the agreed-upon solution, in whatever way we can. If we, individually, are unable to make a commitment for our organization, we will work to identify what will make that commitment possible.

6. We commit to building trust by doing what we say we will do.
7. We agree to notify each other before taking outside actions including communications such as newsletter and blog posts that might impact the work we are doing together.
8. We agree to attend all meetings or designate an alternate. We will be individually responsible for keeping our alternate updated as well as the entity that we are affiliated with and representing at the table.
9. We commit to reviewing agendas and materials in advance of meetings. If we have suggestions for an agenda or materials to share for review and discussion, we will contact one of the Co-Conveners or the project manager well in advance of the meeting.
10. Everyone shares in the solution, everyone shares in the credit.

Governor Brown appointed two Oregon Solutions project co-conveners for the OCT:

- Oregon State Representative David Brock Smith
- Oregon State Parks and Recreation Commissioner Douglas Deur

The County Solutions conveners for the OCT Coastal Segment Teams are:

- North Coast Segment – Tillamook County Commissioner Erin Skaar (2020 – current)
Tillamook County Commissioner Bill Baertlein (2018-2020)
- Central Coast Segment – Lincoln County Commissioner Doug Hunt
- South Coast Segment – Coos County Commissioner Melissa Cribbins

OCT Project Management Team contacts include:

- Association of Oregon Counties and County Solutions – Andy Smith
- Oregon Coast Visitors Association – Marcus Hinz
- Oregon Parks and Recreation Department – Dennis Comfort, Matt Rippee, Paul Reilly
- Oregon Department of Transportation – Karyn Criswell, Susan Peithman, Jenna Berman
- Western Federal Lands, Federal Highways Administration – Cole Grisham

Oregon Solutions staff:

- Pete Dalke

*March 2019. *Below is an updated list with current conveners and contacts as of 12/2021.*

Oregon Coast Trail		
Statewide Landowners Group - Oregon Solutions Project Team		Revised 5/2023
Co-convener	Douglas Deur, Oregon Parks Commissioner	deur@pdx.edu
Co-convener	State Senator David Brock Smith	Sen_DavidBrockSmith@oregonlegislature.gov
The Project Team members and alternates include:	Name	E-mail address
Association of Oregon Counties	Gina Firman Nikkel, Executive Director	gnikkel@oregoncounties.org
Association of Oregon Counties (alternate)	Branden Pursinger, Legislative Affairs Manager	bpursinger@oregoncounties.org
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BLM: NW Oregon District (alternate)	Paul Tigan, field manager	pdigan@blm.gov
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Confederated Tribes of Coos, Lower Umpqua & Siuslaw Indians	Alexis Barry, Executive Director	ABarry@ctclusi.org
Confederated Tribes of Coos, Lower Umpqua & Siuslaw Indians	Chief Warren Brainard	wbrainard@ctclusi.org
Confederated Tribes of Grande Ronde	Michael Langley, Tribal Council	michael.langley@grandronde.org
Confederated Tribes of Siletz Indians	Delores Pigsley, Chair	dpigsley@msn.com
Confederated Tribes of Siletz Indians	Robert Kentta, Cultural Resources Director	rkentta@ctsi.nsn.us
Coquille Indian Tribe	Mark Johnston, Exec Director	markjohnston@coquilletribe.org
Coquille Indian Tribe (alternate)	Kassandra Rippee, Tribal Historic Preservation Officer (THPO)	KassandraRippe@coquilletribe.org
Governor's office/ Regional Solutions	Amelia Porterfield, Director	Amelia.Porterfield@Oregon.gov
League of Oregon Cities	Patty Mulvihill, Interim Executive Director	pmulvihill@orcities.org
League of Oregon Cities (alternate)	Scott Winkels, Intergovernmental Relations Associate	swinkels@orcities.org
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OCT Segment Team - North	Erin Skaar, North Coast Team convener, Tillamook County Commissioner	eskaar@co.tillamook.or.us
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Tolowa Di' Nee Nation	Debbie Boardman, Council (invited)	dboardman@tolowa.com
Tolowa Di' Nee Nation	Jeri Thompson, former Chair (invited)	jeri.thompson@tolowa.com
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The Project Team staff and technical assistance support includes:		
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Betsy Emery	US Senator Merkley, Salem field rep "Capital to Coast"	betsy_emery@merkley.senate.gov
Karmen Fore	US Representative Hoyle, Chief of Staff	karmen.fore@mail.house.gov

APPENDIX F: Landowner Group Concurred Upon Governance Framework

Oregon Coast Trail: A Collaborative Governance Framework for the Implementation of the Action Plan and Long-Term Operations and Maintenance

Revised Final Draft

Discussed at 1/20/2023 Statewide Landowners Group Meeting

Summary

The purpose for this document is to outline a governance structure for the Oregon Coast Trail (OCT). This document identifies a framework for the long term sustainable governance structure to operate, maintain, and enhance the OCT. This framework is intended to address the three major governance components that are essential for the success of long-distance trails – leadership and policy, operations and maintenance, and a non-profit foundation group.

The OCT governance framework is based on a “collaborative partnership structure representing different levels of government, non-profit organization, communities and stakeholders dedicated to agreed-upon goals.” (Oregon Parks and Recreation Commission presentation, 4/12/2022). The proposed long term governance framework for the OCT is a partnership between local, state, and federal agencies, tribes and non-profit partners. There is also a role for trail advocates and private businesses.

Guiding principles for identifying a governance structure include:

1. This is the time to address the OCT challenges, implement the action plan, and this is the group that can do it.
2. The Action Plan will be completed in early 2023 and is expected to have the concurrence of the Statewide Landowners Group at the time it is presented to the Oregon State Legislature.
3. The OCT has never benefitted from a comprehensive governance structure knitting together all of the landowners that host the Trail route.
4. A governance framework that centers around a collaborative approach is key to success with the Action Plan implementation.
5. A governance structure will emerge based on concurrence with the Action Plan, and will reflect and move forward the commitments contained in the OCT Declaration of Cooperation for Implementing the Action Plan and the respective OCT Segment Team Declarations of Cooperation (North, Mid- and South Coast).
6. There is an urgency to identify a governance structure and move forward to maintain the momentum for completing the trail and assuring its long-run sustainability, while also recognizing that putting in place a governance structure will take time and necessitate an interim approach leading to the desired long-term solution.
7. Establishing a governance structure leading to sustainable operations and maintenance will require creative cooperation among all project partners.

8. Identification of resources, including staff capacity and funding, is a key need for administering and coordinating implementation of the Action Plan and as well as assisting with moving the governance framework forward.
9. OCT partners agree to support each other in gaining the authority and capacity to make the Trail a win-win for all.
10. Solutions for closing gaps and related OCT projects must add value for the communities and tribes along the OCT route.

There is emerging concurrence for building on the existing structure created to develop the Action Plan. This structure includes the Federal Lands Access Program (FLAP) grant Project Management Team, the three coast Segment Teams, the FLAP Project Advisory Group and the Statewide Landowners Group. This involves the current partners and stakeholders aligning and integrating the current structure to support the action plan development, the FLAP grant and the Oregon Solutions project to a collaborative governance structure. This can be summarized as follows:

Existing Framework

Proposed Long-Term Framework

Leadership and Policy Making

Statewide Landowners Group → OCT Policy Board

Operations and Maintenance

Landowners individually → Landowners coordinating with support from the Oregon Coast Trail Foundation and other non-profit groups

Action Plan Implementation and Project Development

FLAP Project Advisory Group → Coordinating Committee

Segment Teams → Implementation support, local leadership

Nonprofit Foundation Support

Non-profit recently created → Oregon Coast Trail Foundation

The direction for the governance framework is derived from the work of the OCT Statewide Landowners Group and in particular the four entities that requested the Governor designate the OCT as an Oregon Solutions project: Association of Oregon Counties, Oregon Coast Visitors Association (the Regional Destination Management Organization for the coastal region appointed by the Oregon Tourism Commission), Oregon Department of Transportation and the Oregon Parks and Recreation Department.

Per the Governor’s Oregon Solutions project designation, “agreement on the governance structure will provide the OCT a coordinated framework for adopting and advancing the implementation of the action plan including how to reach collaborative agreements on overall project priorities and management functions. The governance plan should also identify the means to perpetually engage a broad group of key stakeholders from the public, private and non-profit sectors in the ongoing efforts to achieve implementation of the plan in an orderly and timely manner. Lastly, this effort should identify fiscal responsibilities and opportunities for management, capital construction and maintenance of the Trail.”[†]

[†] Governor Kate Brown, [2018 designation letter](#).

Levels of Organization and Representation

There are a significant number of details to be worked through and decisions that are needed to establish the governance structure suggested by this framework. Some of the details and decision points are outlined here:

OCT Policy Board (Leadership Group)

The criteria for participation on the leadership group will include those entities owning and managing the lands that the OCT route crosses, including public, private, tribal and non-profit entities. Initially the Board could be comprised of senior level managers and executives from OPRD, ODOT, USFS, OCVA, AOC, LOC, OCTF. Tribal representatives are always welcome to participate. A trail policy board sets overall direction, and can expand its membership if needed to better reflect the complexities of trail route ownership and trail use.

The functions of an OCT Policy Board include:

- Primary decision making authority for the OCT.
- Aligns high level support for resources needed for implementing the Action plan, developing projects, and operating and maintaining the Trail.
- Assures that decisions are being made to implement the Action Plan, issues are addressed and resolved in a coordinated, collaborative ongoing fashion.
- Provides staff to participate with the Coordinating Committee (discussed in the following paragraphs) to assist with the implementation, operations and maintenance activity.

Oregon Parks and Recreation Department (OPRD) serves as the convener of Policy Board meetings and provides staff to coordinate and run meetings. Policy Board decisions are by consensus – that is, all can “live with a proposed decision”. (If in the future the Policy Board were to be involved in grant funding or other fund disbursement decisions then a voting criterion may need to be established for that specific purpose.)

Key roles and expectations for the Policy Board include:

- Oversee the operation of the OCT.
- Set strategic priorities, make budget commitments, establish state and federal legislative agenda.
- Meet on a regular basis.
- Discuss at least once each year the overall implementation of the Action Plan and consider revisions as deemed necessary.
- Seek consensus on proposed changes to the Action Plan.
- Seek consensus on any issues that cannot be resolved by the OCT Technical Working Group/Coordinating Committee.

OCT Coordinating Committee

A coordinating committee is seen as a technical working group staffed by the Policy Board entities to help support and direct 1) Action Plan implementation, and 2) new project development. A coordinating committee would also troubleshoot operations and maintenance issues, including identifying operations and maintenance responsibilities for any new OCT segments or any “orphan” segments along the OCT route.

An OCT coordinating committee would have the same, or very similar, composition as the current OCT Project Advisory Group (PAG). PAG participation includes Western Federal Lands, OPRD, Oregon Department of Transportation (ODOT), Association of Oregon Counties (AOC), League of Oregon Cities, Oregon Coast Visitors Association (OCVA), tribes, US Forest Service, US Fish and Wildlife Service and trail advocates.

The functions of an OCT Coordinating Committee include:

- Troubleshooting operation and maintenance issues along the Trail in addition to implementing the Action Plan.
- Maintaining a shared sense of ownership of the Trail (this could include the Chair rotates annually and will be responsible for setting meetings, agendas, staffing meetings and tracking action items).
- Drawing on participants from the three OCT Segment Teams, and the local resources identified in the North, Mid- and South Coast Segment Teams’ Declarations of Cooperation, to maintain local input and support for all aspects of the OCT.

Key roles include:

- Providing review and assistance for OCT project development, operation, and maintenance.
- Tracking and reporting progress on Action Plan implementation.
- Consulting and coordinating with each other when operation, management or implementation issues arise.
- Reviewing and proposing appropriate alternatives to implementation projects of the other parties during project planning and environmental review processes.
- Coordinating and working with other agencies and regulatory bodies to implement the Action Plan.
- Meets regularly, quarterly has been suggested.
- Making recommendations and elevating conflicts to the policy group as needed.

In the initial stages of implementing the Action Plan and related project development, OPRD could convene the Coordinating Committee, together with additional local stakeholders, technical resources, elected officials and state and federal agencies (senior project staff representatives from OPRD, ODOT, USFS and others) to identify the priority concepts to be implemented in the short term. This would serve to identify immediate opportunities, consider priority projects and kick start immediate execution of some of the gap solutions.

Oregon Coast Trail Foundation

The [Oregon Coast Trail Foundation \(OCTF\)](#) is a 501(c)3 non-profit group established in 2019 “to secure resources to ensure users safely experience and appreciate the trail’s natural beauty, cultural significance and educational value.” The purpose of the non-profit is “to solicit, receive, and distribute funding for projects that improve and maintain the physical aspects and infrastructure of the Oregon Coast Trail and connecting recreation trails, as well as to provide marketing and information relative to the Oregon Coast Trail and connecting recreation trails.”

OCVA established the Foundation and provides administrative services. The initial functions of the OCTF have included advocacy, fundraising and support for trail construction and maintenance. The Foundation is currently providing funding to Trail Keepers of Oregon to coordinate and expand volunteer opportunities for trail work parties,

The Foundation’s role may expand as the non-profit builds capacity in the coming years. Both the OCTF and OCVA are participants on the OCT Policy Board.

The OCTF functions over time can include (based on Action Plan approved by the Policy Board):

- Soliciting, receiving and distributing funding for projects that improve and maintain the physical aspects and infrastructure of the OCT and connecting recreation trails.
- Making available visitor information regarding local services and amenities.
- Leading efforts to identify and make information available regarding transportation along the OCT including public transit, private shuttles, tour experiences and river and bay crossing services (The latter are generally discussed as private businesses offering boat rides, water taxis and ferries).
- Coordinating with the Policy Board, tribes and other stakeholders to facilitate the development and distribution of informational, educational and interpretive material related to the OCT.
- Maintaining and updating online maps of the OCT route using the best available information provided from the Policy Board entities and other trail partners.
- Making available promotional materials and Trail schwag.
- Working with the Policy Board members to arrange for an annual OCT Summit open to all stakeholders, tribes and advocates to dialogue about the status of the OCT.
- Celebrating successes.

Proposed Next Steps

The next steps to establishing a collaborative governance structure includes chartering an OCT policy/leadership board evolving out of the current Statewide Landowners Group. Once chartered an initial discussion for the Policy Board would be seeking agreement on a strategy for implementing the OCT governance framework. This includes:

- The status of standing up and staffing a technical working group, or coordinating committee, to review, discuss and coordinate on issues related to implementation of the action plan (as outlined above).
- Collaborating with OCVA and the OCT Foundation to map out and concur with the future roles and responsibilities for the non-profit.

Recommended Phased Strategy for Chartering the OCT Policy Board and Implementing the Governance Framework

- Phase I – Early 2023
 - The OCT Statewide Landowners Group
 - Signal concurrence with the Action Plan, and
 - agrees to collaborative governance framework that includes oversight by a policy board.
 - A working group is identified to develop a charter based on the framework.
 - Summer/Fall 2023
 - Working group completes a charter and a policy board is established
 - Implement short term governance (with OPRD lead) until charter can be fully implemented through supporting documents and agreements.
- Phase II – 2024
 - Complete IGAs and related agreements as needed for implementing the charter
- Phase III – 2025 and beyond
 - Transition to the long-term governance structure