

**Governor’s Task Force on Outdoor Recreation**  
**Group Charter**  
**Draft**

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# Governor's Task Force on Outdoor Recreation Group Charter

## Draft

### 1. BACKGROUND AND PROJECT DESCRIPTION

Outdoor recreation is central to Wyoming's communities, economy, and the health and happiness of its residents and visitors. Wyoming and its communities derive numerous economic benefits from outdoor recreation. A 2012 Outdoor Industry Association report found that outdoor recreation in Wyoming generates \$4.5 billion annually in consumer spending, \$1.4 billion in wages and salaries, \$300 million in state and local tax revenue, and 50,000 direct Wyoming jobs. The same report found that at least 71% of Wyoming residents participate in some form of outdoor recreation.

Socially, opportunities for outdoor recreation increase measures of livability and desirability for communities. Nearby access to outdoor opportunities is correlated with higher property values and decreased petty crime. A recent study of Western communities showed many people value living in high quality communities over higher paying jobs elsewhere, where top contributing factors included open space, trails, and access to recreation.

Outdoor recreation also creates important health benefits for communities. A 2014 national study by the Outdoor Foundation found that the majority of people who recreate outdoors (70%) do so for reasons of exercise and health benefits. However, 2012 data from the Wyoming Department of Health estimates 63.3% of Wyoming residents were overweight or obese, slightly above the national average, and at higher risk for cardiovascular disease. Wyoming, with its storied history of outdoorsmanship, a culture and identity rooted in the landscape and self-reliance, and vast tracts of public land, should have the lowest rates of obesity in the nation.

Approximately 54.7% of Wyoming is public land managed by the state or federal government, providing an enormous latent potential for outdoor recreation. Wyoming's snowmobile program is an example of ongoing success, generating \$175 million per year in economic activity, much of which would not be possible without the state's investment in outdoor recreation infrastructure like trails, grooming, signage, and marketing. However, Wyoming derives the least economic impact from outdoor recreation of all the Western mountain and intermountain states (OIA 2013).

Colorado and Utah have recently created departments of outdoor recreation, touting various successes including expanded recreation opportunities, increased travel and

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tourism business and revenues, and new outdoor retail businesses, manufacturers, and distributors. Washington recently created a new Governor's outdoor recreation policy advisor position. Idaho has a long-standing Recreation and Tourism Initiative, a coalition of diverse agencies and organizations, dedicated to creating and marketing expanded recreation opportunities to residents and visitors. While Wyoming's strategy and methods might look different than our neighbors, these examples provide a strong case that outdoor recreation is a good investment for our state's future.

Outdoor recreation could provide a stable and diversified source of revenue in the unsure times of today's mineral economy and fluctuating markets. Wyoming's abundant natural resources and extractive and industrial infrastructure may provide an advantage in drawing outdoor-related manufacturers. Additionally, there is tremendous opportunity in areas around the state that have undeveloped or underdeveloped recreation economies. These may include areas that have experienced a recent economic downturn, or areas that are simply lacking recreation infrastructure. Focusing on some of these areas around the state has the potential to provide economic stability from local to state scales.

## **2. PURPOSE**

The purpose of the Governor's Task Force on Outdoor Recreation is to provide the Governor with recommendations to assess and address the condition of Wyoming's outdoor recreation economic sector, its needs for now and the future, the relationship with land access, and the possible creation of an Office of Outdoor Recreation, its purpose and establishment prerequisites. It will accomplish this through mutual education; transparency in process; fostering communication between constituents and governmental agencies; and identifying, evaluating, and recommending options that meet the needs of the many stakeholders involved.

## **3. DEFINITIONS**

### **Outdoor Recreation**

Outdoor Recreation encompasses all sport, physical and therapeutic recreation that takes place in the natural environment whether on land, water or air.

### **Outdoor Recreation Economy**

Outdoor Recreation Economy is a compilation of spending on seven economic sectors: Consumer Spending, Commercial Outdoor Recreation, Commercial Non-Outdoor Recreation, Voluntary, Local/State Government, Federal Government, and Out-of-State Sector.

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Seven Sectors:

**Consumer Spending** – comprised of personal or household spending on outdoor recreation.

**Commercial Outdoor Recreation** – comprised of revenue from outdoor recreation equipment manufacturers and retailers.

**Commercial Non-Outdoor Recreation** – comprised of revenue from suppliers for the production of outdoor recreation related goods and services.

**Voluntary** – comprised of individuals and non-profit organizations involved in outdoor recreation (i.e. identifying the income and expenditure flows of voluntary organizations).

**Local/State Government** – comprised of income from local government outdoor facilities, and outdoor recreation related grants.

**Federal Government** – comprised of taxes, grants and wages related to outdoor recreation activities.

**Out-of-State** – comprised of all outdoor recreation transactions with economies outside of Wyoming.

#### 4. PRODUCTS AND OUTCOMES

The Task Force will develop near and long term strategies, recommendations and measurable actions that the State (working with federal partners and private interests) can implement. Recommendations will be submitted to the Governor who can accept, reject, or modify the recommendations. Recommendations may also be shared with federal agencies, local governments, the Wyoming Legislature, and other interested parties and stakeholders.

#### 5. GEOGRAPHIC AREA

This effort will be limited to developing recommendations pertaining to all outdoor recreation related entities located within Wyoming, working with federal and state landowners as well as non-profit organizations, for-profit organizations, municipalities, and interested individuals.

#### 6. TASK FORCE MEMBERSHIP AND REPRESENTATION

The Task Force is representative of persons with interests in the condition of Wyoming's Outdoor Recreation. Although it is recognized that Task Force members have multiple interests and may participate in discussions from various perspectives, Task Force members broadly represent the following organizations and interest groups:

- Local Government
- Governor's Office

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- Agriculture
- Wyoming State Legislature
- Wyoming State Parks
- State Lands and Investments
- Wyoming Game and Fish Department
- Wyoming Recreation and Parks Association
- Resort Interests
- Tourism
- Business Council
- Oil and Gas Industry
- Recreation related manufacturing
- Outdoor recreation business
- BLM
- US Forest Service
- Recreation Sports
- Outdoor Education
- Non-motorized Recreation
- Motorized Recreation
- Conservation NGOs
- Fishing/Hunting guides
- University of Wyoming and Climbing Community

Task Force members will be expected to represent the interests of (1) themselves, (2) organizations that have authorized the Task Force member to represent them, or (3) groups of constituents from a similar stakeholder group. Ideas presented within Task Force discussions will not be assumed to be the official position of the organizations or groups represented unless specifically stated to be so. Task Force members have the responsibility to keep the organizations and interest groups they represent informed about the actions and outcomes of the Task Force's process.

Each organization and interest group is represented by one or more Task Force members. In the event that a Task Force member cannot attend a meeting, he/she may be represented by an alternate member of his/her choosing without concurrence of the Task Force. Alternate group members are encouraged to attend Task Force meetings along with the primary group members, but should be fully briefed by the primary group member before attending any meetings as the sole representative.

Members are appointed by the Director of Wyoming State Parks and Cultural Resources, Darin Westby. Term of membership on the Task Force will be through December 31, 2017. Reappointments will be made by the Director. Service on the

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Task Force by any group member will be at the discretion of the member's constituent organization or interest group.

## **7. ROLE OF THE CO-CHAIRS AND STEERING COMMITTEE**

Co-chairs will work together to lead the Task Force through meetings in order to reach a set of consensus recommendations. Co-chairs will work with the Ruckelshaus Institute to provide input and direction at various points throughout the process, as well as communicate with the Director when necessary. Co-chairs will participate as full Task Force members, including communicating interests and voting on options.

The steering committee will contribute input on the formation and direction of the Task Force, as well as provide support and feedback to the co-chairs and the Ruckelshaus Institute. Co-chairs or the Ruckelshaus Institute may convene the steering committee at any point they need guidance on a particular issue.

## **8. RESPONSIBILITIES OF THE TASK FORCE**

### **a) Conduct of Task Force Members**

Task Force members will engage in open communication at the meetings. This means disclosing interests, needs, actions, and issues in a timely manner and committing to the purpose of the Task Force. The primary responsibility of the Task Force is to balance the interests related to outdoor recreation throughout Wyoming in providing advice and recommendations to the Governor. Task Force members will endeavor in good faith to develop recommendations that are satisfactory to all Task Force members. Task Force members will ensure that an integrated approach is taken in formulating recommendations by meeting together as needed to assure strong communication and collaboration among Task Force members.

### **b) Keeping Constituents Informed**

Task Force members will engage in active communication with constituents about actions and outcomes of the Task Force. Active communication can include written, verbal, and electronic means of communicating. Members will have meeting summaries available to them for keeping constituents informed.

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c) Representing Constituents

In developing recommendations, Task Force members will consider the interests of other group members as well as their own particular interest group when reviewing issues and recommendations. Task Force members will invite proposals from their constituents to present to the Task Force and will provide proposals from the Task Force to their constituents for feedback and input.

d) Attending Meetings

Each Task Force member is expected to attend and fully participate in each meeting, which includes being present for substantially all of the meeting. Task Force members shall read appropriate materials and arrive prepared to work. Materials presented for discussion should be distributed at least one week in advance of the meeting or longer, as is practical.

In the event that neither the primary Task Force member nor the alternate Task Force member is able to attend a meeting of the Task Force, and the primary Task Force member is not in agreement with any actions taken by the Task Force during his/her absence, that member has until the meeting summary review at the next meeting to register his/her dissatisfaction with actions taken. A reasonable amount of time will be devoted to old business at meetings. Email may be used to expedite this process.

e) Understanding and Abiding by the Charter

Task Force members are expected to read, fully understand, and conduct themselves in accordance with the requirements of this charter.

## 9. RESPONSIBILITIES OF THE FACILITATORS

The Task Force will be facilitated by faculty and staff of the Ruckelshaus Institute at the University of Wyoming. The roles and responsibilities of the Facilitators include:

- Facilitating meetings in a manner consistent with interest-based negotiations and this charter;
- Helping the Task Force stay on task and on process;
- Protecting Task Force members and their ideas from attack while ensuring that provocative issues are not avoided, but are discussed in a candid and respectful manner;
- Helping Task Force members to concisely describe their interests;
- Helping Task Force members find innovative and workable solutions;
- Helping Task Force members reach consensus;
- Providing for equitable participation by all Task Force members;

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- Working, both at and between meetings, with Task Force members to assist in the free exchange of ideas between the Members and to resolve any impasses that may arise;
- Periodically surveying Task Force members to assess fairness, meaningfulness and efficiency of the process;
- Maintaining a list of significant topics on which the Task Force has reached consensus or have failed to reach consensus.
- Maintain a website.

## **10. RESPONSIBILITIES OF STATE PARKS, HISTORIC SITES AND TRAILS**

- Organizing meeting logistics including location, room arrangement, food and evening socials.
- Notifying Task Force members of meeting dates, locations and logistics.
- Keeping meeting attendance records of all Task Force members.
- Hosting website with up to date agendas, meeting notes, and review documents.
- Conducting listening sessions which gather additional input from constituents and reporting information back to Task Force.
- Providing updates to State Parks and Cultural Resources Commission, Governor's Office, Legislators and other state entities
- Appointing a designated SPHST media spokesperson.
- Summarizing the work of the Task Force into a Final Report format to be signed by the Task Force Co-Chairs.
- Printing and distributing Task Force Final Report

## **11. DECISION PROCESS**

The Task Force will operate by consensus of all members represented at the meeting. Consensus is the decision rule that allows collaborative problem solving to work. It is a way for more than two people to reach agreement. Consensus prevents domination by the majority, allows building of trust and the sharing of information, especially under conditions of conflict. Consensus does not mean that everyone will be equally happy with the decision, but all do accept that the decision is the best that can be made at the time with the people involved.

Consensus requires sharing information, which leads to mutual education, which provides the basis for crafting workable and acceptable alternatives. Consensus promotes joint thinking of a diverse group and leads to creative solutions. Also, because parties participate in the deliberation, they understand the reasoning behind the recommendations and are willing to support them.

In making decisions, each Task Force member will indicate his/her concurrence on a specific proposal using a five-point scale. The scale allows Task Force members to

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clearly communicate their intentions, assess the degree of agreement that exists, and register their dissatisfaction without holding up the rest of the Task Force. The five-point scale is as follows:

1. Endorsement –Member likes it.
2. Endorsement with Minor Point of Contention – Basically, member likes it.
3. Agreement with Minor Reservations – Member can live with it.
4. Stand aside with major reservations – Formal disagreement, but will not block the proposal/provision
5. Block – Member will not support the proposal.

If the reason for not being able to endorse a proposal is lack of information, the member must specify this and the information that is needed. Once the information has been obtained, the member must re-vote.

Facilitators will measure and record the Task Force’s consensus on a given proposal by open polling of the members present. The levels of consensus are:

- Consensus - All Task Force members present rate the proposal as a 1, 2 or 3.
- Consensus with Reservations – All Task Force members present rate the proposal as a 1, 2 or 3, except at least one Task Force member rates it as a 4.
- No Consensus - Any Task Force member present rates the proposal as a 5.

Any Task Force member that rates a significant proposal (i.e., a proposal that involves significant discussion and has the support or qualified support of a majority of task force members) as a 4 or a 5 is required to specify their dissent in a written statement for inclusion in the final written report. Dissenters who share the same basic concerns can use a single dissention statement. Dissenters will also identify themselves by name and organization on their dissention statements.

## **12. FINAL REPORT ON RECOMMENDATIONS**

State Parks, Historic Sites and Trails will draft a final report of Task Force Recommendations with support from the Ruckelshaus Institute, to be submitted to the Governor and signed by the Task Force Co-Chairs. The report will contain a detailed description of Task Force recommendations. Final recommendations submitted to the Governor will include only the consensus recommendations with votes of 4 and above (i.e., one through four). Each recommendation will be provided a score that reflects the level of consensus of the Task Force members present. In cases where a member rated a particular proposal as a 4 or 5, their reservation statement will be included with the recommendation. The report will also contain the significant proposals that did not gain the consensus of the Task Force. These proposal will be listed separately from the Task Force recommendations and will be

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labeled as such. Task Force member dissention statements will be included with these proposals.

### **13. AD HOC GROUPS**

Ad Hoc subcommittees may be formed in order to address specific topics or issues. Work generated from these subcommittees will be reported back to the full Task Force. Subcommittees will follow the same ground rules for interaction as the full Task Force. Subcommittees may choose to bring in subject matter experts for a particular topic, but must first inform the Task Force co-chairs before doing so.

### **14. GROUND RULES FOR INTERACTION**

In order to have the most efficient and effective process possible, Task Force members will follow these basic ground rules:

#### **Discussion Ground Rules During the Meetings**

- Raise hand to be recognized by the Facilitator.
- Speak one at a time in meetings as recognized by the Facilitator. Everyone will participate, but none will dominate.
- Be concise and stick to the topics on the meeting agenda. Honor a two-minute time limit for statements and responses unless the Facilitator allows more time.
- Speak only on one topic per entry (no laundry lists).
- Speak to the whole group when talking.
- Avoid side conversations.
- Avoid off-topic questions.
- Treat each other, the organizations represented on the Task Force, and the Task Force itself with respect at all times.
- Refrain from interrupting.
- Monitor your own participation – everyone should participate, but none should dominate.
- Adhere to the agenda and time schedule with diligence.
- Put cell phones on “vibrate” and leave the room when a call is received.
- Be prepared to start on time.
- Recognize that everyone’s interests are important.
- Avoid repetitiveness (i.e., one-track-mind behavior).
- Agree that it is okay to disagree, and disagree without being disagreeable.
- Avoid “cheap shots” and/or sarcasm.
- Refrain from hostility and antagonism.
- Leave personal agendas and “baggage” at the door; put personal differences aside in the interest of a successful Task Force.
- Focus on the problem, not the person.

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## **Process Ground Rules Throughout the Stakeholder Process**

- Adhere to the charter.
- Review information and stay informed.
- Work as team players and share all relevant information. Ask if you do not understand.
- Encourage free thinking. Offer mutually beneficial solutions.
- Encourage candid, frank discussions. Be honest and tactful. Avoid surprises.
- Openly express any disagreement or concern with all other Task Force members. Focus on the problem, not the person.
- Actively strive to see the other points of view.
- When communicating with the media, Task Force members will treat each other, the organizations represented in the Task Force, and the Task Force itself with respect.
- Follow through on commitments.
- Share information discussed in the meeting with the organizations/constituents represented and bring back to the Task Force the opinions and actions of your constituencies as appropriate.
- Communicate the requirements of this charter with the organizations you represent to minimize the possibility of actions contrary to the charter.
- Commit to issues in which you have an interest.
- Support and actively engage in the Task Forces' decision process.

### **15. PUBLIC PARTICIPATION AT GROUP MEETINGS**

All Task Force meetings are open to observation by the public. Members of the public attending the meetings may comment during the specified time at each Task Force meeting. Public comment periods will be specified in advance. Speakers will have time limits set by the Facilitators to allow as much participation as possible within the allotted time. The Task Force will not normally attempt to respond to public or media comments or questions at the meeting in which they were made. The Facilitators have the right to deny the floor to public speakers who are simply repeating previously delivered messages or who are unruly.

Final summaries of Task Force meetings will be available to the public upon request and will also be available on the State Parks and Ruckelshaus Institute's website.

### **16. WORKING WITH THE MEDIA**

Task Force members are free to speak with the media. When speaking to the media, members must make it clear they are representing themselves and not the Task Force at-large. If the Task Force member feels uncomfortable speaking with the media, they may refer the media to Director Westby or Dominic Bravo.

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Concise talking points will be generated by the Task Force at the end of each meeting, summarizing the discussion and any decisions made. These talking points may be helpful in communicating with the media, as well as constituents.

#### **17. SCHEDULE AND DURATION**

The Task Force will meet periodically at times and locations determined by the group. The intent of the Task Force is to provide advice and recommendations to the Governor. Duration of the Task Force is scheduled for one year. If additional time is needed this can be considered by the Governor and Task Force members.

#### **18. AMENDMENTS TO THE CHARTER**

Changes to the charter can be made at any meeting of the Task Force by consensus.

#### REFERENCES

[OIA] Outdoor Industry Association (2013) The Outdoor Recreation Economy 2012.  
<https://outdoorindustry.org/research-tools/outdoor-recreation-economy/>