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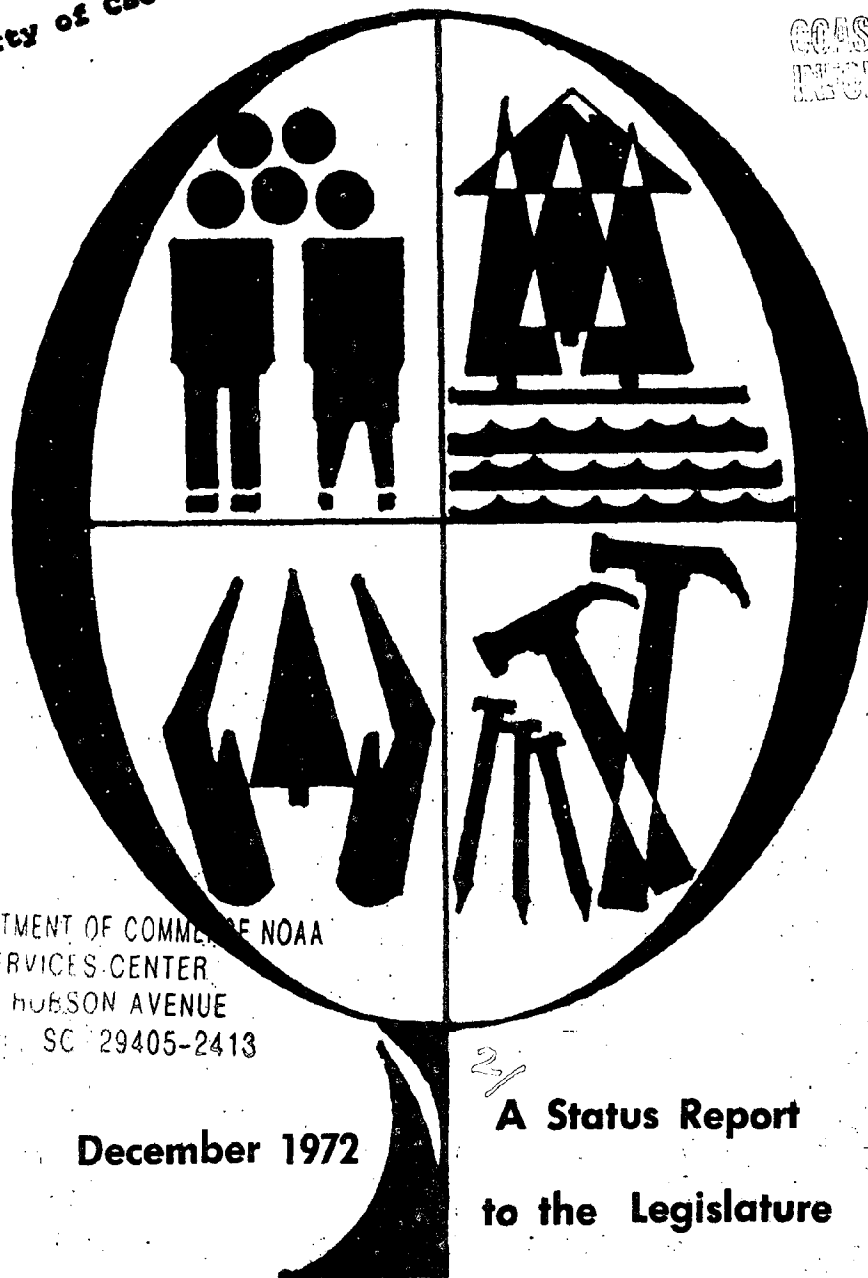
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December 1972

A Status Report

to the Legislature

# AND DEVELOPMENT COMMISSION

Oregon Coastal Conservation and Development Commission

HT 393-07 014 1973

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# OREGON COASTAL CONSERVATION AND DEVELOPMENT COMMISSION

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January 1, 1973

To the 57th Legislative Assembly of the State of Oregon:

The Oregon Coastal Conservation and Development Commission is pleased to submit this report, in accordance with ORS 191.110, on the progress of the Commission in the study and formulation of a comprehensive plan for the Oregon coastal zone. This document is an accounting of the progress of the Commission in fulfilling its legislative charge of preparing and recommending to the 58th Legislative Assembly coordinated plans, and their methods of implementation, for the wise management of the natural resources in the coastal zone.

The Commission has an adopted work program, outlined in Section IV of this report, and is making excellent progress toward completion of the basic objectives of OCC&DC. A series of appendices to this report will be provided to the Legislature during the course of the session as "milestone" reports on specific work program elements.

Progress made to date is largely attributable to the cooperation and assistance of various state natural resource agencies, local units of government and other agencies, organizations and individuals who have continued to advise and assist the Commission in the formulation of a basic work program and in carrying out specific work program elements. Their untiring and patient efforts have and will continue to insure that the product submitted to the 58th Legislative Assembly will be a well-conceived and coordinated cooperative effort of federal, state and local government in providing for the management of the natural resources in the coastal zone.

The interim report covers the period from October of 1971 through December of 1972. From a practical standpoint, however, the report relates to a more brief time-span as the Commission was not funded by the Emergency Board until May of 1972, and an Executive Director was not hired until July 1, 1972, with full level of staffing not realized until November 1, 1972.

Letter of Transmittal  
January 1, 1973  
Page 2

I hope this report will provide each legislator with a broad understanding of the role and progress of the Oregon Coastal Conservation and Development Commission in developing a management plan for achieving a balance between the conservation and development of the natural resources in the Oregon coastal zone.

Sincerely,

Wilbur E. Ternyik  
Chairman

WET:mky

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Nancy B. Edwards, Housewife Cloverdale	At-Large
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Art Paquet Otter Trawl Commission Astoria	Commercial Fishing

T A B L E O F C O N T E N T S

Inside Front Cover: Commission Membership and Staff  
Letter of Transmittal

SECTION I:	PAGE:
<u>Introduction</u>	
-The Coastal Zone	1
-The Commission	3
-Coordinating Committees	4
-Local-State Partnership	6
-Environmental, Conservation and Economic Concerns Advisory Committee	7
 SECTION II:	
<u>Problems in the Coastal Zone</u>	10
 SECTION III:	
<u>Level of Planning in the Coastal Zone</u>	
A. Planning Activities of Local Governments	22
B. State Natural Resource Agency Planning Activities	39
C. Federal Natural Resource Agency Planning Activities	50
D. Research Activities	53
 SECTION IV:	
<u>Commission Work Program</u>	54
 SECTION V:	
<u>Summary</u> (Not Included in Draft)	
 <u>APPENDIX:</u>	
A. Detailed Critical Path of Work Program	
B. Inventory of Planning & Research Activities Related to Coastal Zone Management	67
C. Inventory of Sand Dune Areas - A Progress Report	77
D. Working (Discussion) Draft of Policies	
E. Working (Discussion) Draft of Standards	

S E C T I O N   I

I N T R O D U C T I O N



## I N T R O D U C T I O N

The Oregon Coast today continues to be an area of extreme environmental, cultural and economic importance far beyond it's immediate boundaries. The coast is many things to many people. To it's year-round inhabitants, it represents a source of livelihood, which desperately needs improvement through economic self-sufficiency to achieve standards enjoyed elsewhere in the state and nation. To those owners of seasonal residences and others who come to enjoy the mass scenic and environmental attributes of the coastline, the coast represents a place to get away from crowded cities, the hectic pace of modern life, a rejuvenating counterpart to the workweek.

These two views represent different concerns which are often thought to be in conflict with one another. However, they are not in opposition, but are basically predicated upon the same concern for the coastal environment. The year-round resident, who is dependent upon coastal economic activity for his livelihood, is concerned about the coastal environment from which his basic livelihood is generally derived. In some instances, however, the value system of the coastal resident becomes based upon priorities which may create a conflict between conservation and development. Those who come to the coast to recreate are also concerned in that the environmental beauty of the area is the primary reason for their pilgrimage. However, these individuals cause pressures which, in turn, contribute substantially to the environmental degradation apparent in the coastal zone and the very presence of the recreator creates a conflict with the values they seek.

The great majority of the general public, whether residents or non-residents, share a common concern for the coastal environment. However, conservation of the natural resources which are now enjoyed and are, in many instances, being threatened will not come cheaply. It is unrealistic to think in terms of environmental preservation without regard to the socio-economic status of those who live in that environment. In this

respect, conservation and development cannot be regarded as mutually exclusive for it will take enlightened (wisely managed) development to provide the economic and cultural resources required to accomplish the conservation which is necessary and will benefit all. What must occur is a responsible stewardship of the land and water resources of the coastal zone to insure that development is compatible with the environment in which it is placed, and to minimize further misuse of land and water at the expense of the environment and at the same time, maintain a viable economy.

In spite of the planning and regulatory activities of local government, state, and federal resource agencies in the coastal zone, the Oregon coast remains a heavily exploited resource. Intensive pressure from a mobile, affluent and ever increasing population is creating an expanding recreational demand, the consequences of which are becoming painfully evident in the land development practices and supporting activities which are transforming the physical character of the coastal zone at a rapid rate. The need to maintain a viable coastal economy has, to one degree or another, also taken its toll and left its scar on the natural resources of the coastal zone.

Much of the coastal zone, particularly in and around the estuaries, is becoming subject to the intense pressures of residential and other types of development. Lack of adequately controlled filling in coastal wetlands is threatening critical marine and waterfowl habitats. The handling of dredging spoils and other fill in the estuaries, although controlled by permit, etc., is becoming an increasingly difficult problem. Consumption patterns and industrial practices are creating various forms of pollution within coastal waterways. Shoreline erosion, coupled with the stabilization of sand dunes, requires constant attention and discretion in terms of land use. Increasing siltation of the streams, rivers and estuaries of the coast results from land and water use practices elsewhere in the watershed. Visual pollution of the landscape created by insensitive development and unfortunate signing practices conflicts substantially with the scenic

values for which the coastal area is reknowned. The absence of appropriate performance standards (the development of such standards being the main thrust of OCCDC) for new development, particularly in areas of critical environmental concern, heightens the peril that such development may despoil the very landscape which is the attraction for those who live and play there.

Fortunately, in spite of the natural and man directed forces of exploitation, and with the healing arts of mother nature and the ongoing planning efforts of local and state agencies, much of the Oregon Coastal Zone remains unspoiled. Efforts must occur at once to insure that a balance between the conservation and development of the natural resources in the coastal zone is achieved and maintained and that a plan for the management of the natural resources be devised. It was with this awareness that the 1971 session of the Oregon Legislative Assembly created the Oregon Coastal Conservation and Development Commission.

#### THE COMMISSION:

The Oregon Coastal Conservation and Development Commission (OCC&DC) is unique to most coastal zone management efforts across the nation. The Commission, a state agency, embodies a concept of local-state partnership with twenty-four representatives on the thirty member commission appointed from elected officials representing counties, cities and port districts, the units of government at the local level who will be largely responsible for implementing a sound coastal zone management effort. The remaining six members of the commission are appointed by the Governor to represent the state at large.

The legislative charge of OCC&DC is to prepare and recommend, to the 58th assembly of the Oregon Legislature, coordinated policies and plans, and their methods of implementation, for the wise

management of the natural resources in the coastal zone. Section IV of this report outlines the general work program of the commission in fulfilling that primary goal.

Another unique aspect of the coastal zone management effort in Oregon, when compared to other states, is the geographic area included within the jurisdiction of the commission. The coastal zone is normally described as the brief area of interface between the land and the sea, often extending inland less than one mile, and including all semi-enclosed bodies of water having free connection with the open sea and within which the sea water is measurably diluted with fresh water derived from land drainage (definition of an estuary). However estuaries and the rest of the coastal zone as described are affected by land and water use throughout an associated river drainage system. The coastal zone may not rationally be managed in isolation. To adopt the artificial boundaries of counties, cities or other units of government for the purpose of natural resource planning is self defeating. The planning area must include the entire river basin of each coastal river. The jurisdiction of the OCC&DC follows the summit of the Coast Range encompassing all rivers of the Oregon Coast with the exception of the Columbia, Umpqua and Rogue Rivers, only the lower portions of which are included due to their vast drainage basins.

#### COORDINATING COMMITTEES:

The Commission membership is divided into four coordinating committees conforming, generally, to the geographic areas of the Councils of Government in the coastal zone. Through involvement of the coordinating committees, the bulky nature of the 30-member commission is overcome. Following the commencement of extensive meetings with the coordinating committees in the four geographic areas of the coast, participation by Commission members and the general public has greatly improved. The coordinating committee meetings provide an opportunity for any individual or group to

become involved in the decisions of the Commission, directly. Monthly meetings are held with each of the coordinating committees in addition to the regular monthly meeting of the Commission.

COMMISSION PHILOSOPHY:

The planning process which has been created with the formation of the Commission is a unique and particularly valuable one, in that it places major emphasis on local participation. Traditionally, regional planning bodies similar in function to the OCC&DC have been largely appointed by state administrations and have not had sufficient credibility within the local areas which are to be planned. It is the philosophy of the Commission that as the work program unfolds, planning will be done by the people who experience the results of the planning process. Extensive participation on the part of the public and decision-makers must be employed if the efforts of OCC&DC are to become more than a document with a slick cover added to the dusty stack of bureaucratic "make work" products. Commitment and implementation are the essential words and ingredients to the anticipated success of the planning program. If those who are affected by the plan have had a part in its development, then the product is not perceived as a document developed by OCC&DC; but rather it is perceived as "our plan" in that those affected by it have invested a part of themselves in its development. Once one has invested part of oneself in a planning effort, commitment is much more likely to follow than if the plan has been developed behind a desk in a smoke-filled room by some group that has little or no relation to or understanding of the problems, concerns and needs of the local citizenry.

The opportunity for use and input of local knowledge of the land, resources, problems and concerns will be a definite advantage to the Commission. However, such local participation carries with it an obligation to avoid parochialism with respect to decisions of regional concern. Since the coastline of the state of Oregon is a state wide--and in many ways a nation wide

resource, participation by those outside of the coastal zone is also desired by the Commission. All of the citizens of the state are interested in the future of their coast, and their views and thoughts must also be solicited throughout the planning period.

It must be realized that after the major efforts of OCC&DC are accomplished, the more detailed planning and implementation of those plans will be carried out by the local governmental units within the coastal zone. It should also be pointed out that a number of state natural resource agencies, as well as federal agencies, are involved in planning and regulating various aspects of the natural resource found in the coastal zone and these agencies must also be involved in the planning process. Again, commitment must come before implementation can occur and those agencies and governmental units involved in implementing coastal zone management plans must have an active part in the development of those plans to insure commitment, and subsequent implementation.

LOCAL-STATE PARTNERSHIP:

The Commission recognizes the vast number of agencies at the local, state and federal level that are already involved in planning for specific geographic areas or resources within the coastal zone. Coordination of the efforts of these agencies will go a long way towards completing the work program of OCC&DC. The Commission must not duplicate these efforts, but should synthesize the various study results into its overall planning program, filling in the voids as required and coordinating efforts to achieve maximum return of the public's investment in OCC&DC in the total planning process for the coastal zone.

The staffing of the Commission also carries out the state-local partnership concept. It is the intent of the Commission

to keep the resident staff of OCC&DC small (maximum of six). There are many staff people at the regional, county and city level within the coastal zone which are an extension of the staff capabilities of the Commission. Also, the tremendous technical expertise of the state natural resource agencies operating in the coastal zone generously expands the professional staff of the Commission. A small Commission staff, however, is essential to maintain coordination and carry out the program objectives of the Commission.

ENVIRONMENTAL, CONSERVATION AND ECONOMIC CONCERNS ADVISORY COMMITTEE:

One of the true strengths of the Commission is, perhaps, the broad base of knowledge and input provided by the Environmental, Conservation and Economics Concerns Advisory Committee which was formed by the Commission to insure that all interests are formally represented to OCC&DC. The committee includes representatives from the Oregon Environmental Council, Izaak Walton League, Oregon Coast Association, Oregon Wildlife Federation, Northwest Steelheaders Council, Sierra Club, American Fisheries Society, League of Women Voters, Portland General Electric representing industry, Representative of the State Department of Transportation, a private businessman representing retail sales, Crown Zellerback Corporation representing major timber interests, Al Pierce Lumber Company representing smaller mill and timber operations, Umpqua River Navigation Company representing geology and mining, a representation of the Otter Trawl Commission representing commercial fishing interests, a representative of Tillamook Creamery representing the dairy industry, a representation from Western Environmental Trade Association and two housewives at large from the coast.

The advisory committee is involved at the same level, essentially, as each Commission member. All staff reports, mailings and meeting information is provided each Advisory Committee Member.

PERMIT POWERS

It is recognized that OCC&DC could provide the 58th Legislative Assembly with a well-conceived planning document for the management of the coastal resource, but during the interim period substantial degradation of some of the resources could occur. This realization argues the need for some type of permit system in areas of critical environmental concern, a concept that has been carefully weighed by the Commission. It has been the position of the Commission that a clearly-defined advisory role could suffice in lieu of actual permit powers. Such an advisory procedure would require recognition and agreement by local government that approval of major changes in land and water use, particularly in areas of recognized critical environmental concern, should not occur until the Commission had given an advisory opinion, on the proposed change.

On one hand, it is argued that planning efforts can become more influential when allied with power to control certain types of developmental activities. On the other hand, as most planning agencies will acknowledge, a planning commission can be much more effective without the multitude of regulatory decisions required by the implementation of its planning efforts. Many planning commissions do, indeed, become bogged down in the day-to-day decisions required of them in their regulatory capacities.

A number of organizations have indicated their desire that OCC&DC have permit authority over development in areas of critical environmental concern. Ideally, the OCC&DC should proceed with the development of performance standards, etc., for natural resource development until January, 1975, when the planning efforts are to be submitted to the Legislature for action. However, to believe that all development activities that may be detrimental to the natural resources in the coastal zone are going to cease until the planning efforts of the Commission are presented to the Legislature is rather naive. It may, in reality, be necessary for some authority to maintain interim control over certain types of developmental activity in areas of critical environmental concern during the interim period to insure that a balance between conservation and development is maintained.



The question of who should be responsible for such a permit authority is elementary. The OCC&DC will be developing policies and standards fro development in areas of critical environmental concern and such decisions are the only basis from which a permit authority could be administered.

S E C T I O N    I I

P R O B L E M S   I N   T H E   C O A S T A L   Z O N E

SALVAGE

It is true that half the glory is gone  
Motors and modernist houses usurp the scene.  
There is no eagle soaring, nor a puma  
On the Carmel highroad, where thirty years ago  
We watched one pass. Yet by God's grace  
I still have a furlong of granite cliff, on which the Pacific  
Leans his wild weight, and the trees I planted  
When I was young, Little green whips in hand,  
Have grown in spite of the biting sea wind,  
And are accepted by nature, an angry-voiced tribe  
    of night herons'  
Nest on the boughs. One has to pay for it;  
The county taxes take all my income, and it seems ridiculous  
To hold three acres of shorelong woodland  
And the little house that my own hands made,  
    at the annual cost  
Of a shiney new car. Never mind, the trees and the stones  
    are worth it.

Robinson Jeffers

## INTRODUCTION

The character of the Oregon coast, its cultural landscape as we know it today, came about primarily through the development of agriculture, the timber industry, and commercial fishing. Numerous small communities developed in close proximity to mills and harbors. The transportation system was undeveloped, relating only to individual markets and raw material areas.

Today the pattern of land use in the coastal zone is changing rapidly. Agriculture is in a particularly unfavorable position. Competitive land uses, taxation, transportation problems, high overhead costs, and the condition of regional and national markets make profitable farming almost an impossibility in coastal Oregon. The commercial fishing fleets compete in the harbors with an exploding recreational boating industry and at sea with an effective and modern foreign fishery. The forest products industry remains strong, but again, the depletion of forest stocks, increased costs of production and competition from more favorably-located mills makes the future look less than certain.

The greatest changes in the character of the Oregon Coast, however, have occurred in the communities. The coastal towns have been totally unprepared for the vast influx of tourists and seasonal residents that has occurred in recent years.

The development of a tourist-centered economy in many areas, and the demand for second homes and retirement residences, have resulted in sprawling communities, uncontrolled commercial development, and a demand for public utilities which exceeds the capacity of most communities to provide them.

Many coastal residents and natural resource managers have recognized that the demand for tourist and seasonal residences and commercial property could overwhelm the natural features of the coastal zone. This problem is intensified by coastal physiography. The areas suitable for development are often the identified areas of "critical environmental concern", the estuaries, floodplains, and coastal lowlands.

Discouragement of development in these areas may often have seemed a harsh judgement to coastal residents burdened with an

inadequate tax base. Experience has shown, however, that allowing unsuitable developments is often disastrous in the short run, and certainly costly in the long run.

A lack of knowledge and understanding of the coastal resources and their values has seriously hampered management efforts. Loss of wetlands is a particularly appropriate example. It also exemplifies a resource in which pressure for use and development preceded concern for management. The lack of coordination of resource demand and development often results in over-use, destruction of resource capability, or perhaps the neglect of certain resources with definite use potentials.

Recognition of these pressures on coastal resources and the need to articulate specific problems and establish a set of work program priorities prompted the Commission to sponsor a workshop at Salishan in June of 1972. Workshop participants included Commission and Advisory Committee members, state and federal natural resource agencies and interested citizens. The problems identified within this section are primarily a result of that workshop.

Subsequent problem identification has continued as the Commission has refined its work program. Additional problem identification and refinement of problem statements will occur throughout the planning process.

PROBLEMS OF MAJOR CONCERN

## I. ACCESS AND TRANSPORTATION:

Problem: There is a serious lack of adequately coordinated transportation planning within the coastal zone.

Transportation planning is a function of federal and state agencies, the Councils of Government, and the coastal counties. There is no unified, coast-wide approach to transportation planning. Additionally, planning activities for airports, ports, highways, and mass transit facilities are often conducted independently and by different agencies.

Problem: There is a lack of well-planned highway development on the Oregon Coast that would provide for adequate transportation routes and not adversely affect aesthetic values or endanger fragile resources.

Highway 101 (the Oregon Coast Highway) is overburdened during the summer months. Highway facilities in many parts of the coastal zone are inadequate for local as well as regional needs. There is a conflict between the need for improved transportation facilities and the impact of those facilities on scenic and fragile natural resources. This conflict is complicated by the increasing polarization of groups advocating and opposing future coastal transportation facility developments.

Problem: There is a lack of uniform public access to beach fronts, coastal rivers and estuaries.

Increasing traffic in the coastal zone, and expanding use of natural resources for recreation has led to overcrowding of many beach and waterfront areas. Parking and foot access has become a problem in both the communities and outlying areas. Uncoordinated project development by various jurisdictions and agencies has not produced sufficient and acceptable access points to important recreation areas. The State Parks Division of the Department of Transportation has done an excellent job of providing access to beaches, scenic vistas, etc. Local county parks departments have also attempted to meet the expanding needs. However, the problem still exists and is annually becoming more serious.

Approach:

An effective transportation system which accomplishes the needed movements of people and goods, and does not adversely affect aesthetic values or endanger fragile resources is consistent with the Commission's goal of balancing conservation and development concerns in the coastal zone.

OCC&DC is forming a transportation planning committee which will evaluate the transportation planning needs of the coastal

zone, supplement and coordinate the presently inadequate and fragmented coastal transportation planning efforts, and identify those areas where recommended trade-offs between conservation and development are appropriate. The committee will be comprised of one representative from each transportation planning committee from each COG, will be coordinated with the State Department of Transportation and will be chaired by an OCC&DC commissioner.

The OCC&DC transportation planning effort will be multi-modal in approach; that is, the needs and requirements of port facilities, airports, and rapid transit will be considered as well as highway construction needs.

## II. THE COASTAL ECONOMY:

Problem: There is a basic lack of factual information regarding the economic conditions on the coast.

The coastal economy is closely interrelated with the physical and other cultural characteristics of the coastal zone, and is influenced by regional, national and international economic trends and developments. However, insufficient information is available concerning the characteristics and requirements of the coastal economy to facilitate planning and evaluation of proposed improvements and developments.

### Approach:

The OCC&DC has formed an Environmental, Conservation and Economic Concerns Advisory Committee to provide coordination and expertise in the evaluation of economic problems and opportunities. This Committee includes representation from private industry and environmental groups which have considerable direct and indirect impact on economic development proposals. It is within a committee such as this that the OCC&DC commitment to achieving balance between conservation and development can be made a reality.

In this regard, the Commission will develop a program to provide needed information on the structure and characteristics of the coastal economy and to identify methods and the type of information needed in identifying "trade-offs" between conservation and development.

Problem: The present tax structure is too narrowly based for the adequate support of basic public services in the coastal zone. In that the coastal zone is a valuable asset to the State and the Nation, much of the land area is in public uses and not available for local tax valuation. The seasonal influx of visitors regularly overextends public facilities, and whether tourist revenues are adequate to support these facilities is a matter of controversy. The tax base problem is intensified by the increasing development of the coastal zone for second home and retirement purposes.

Approach:

Improved facilities for water, sewer, fire protection and other needed services must be financed from an expanding tax base within the coastal zone or the development of suitable compensation measures at the state or federal level must occur. Through the Commission's Advisory Committee, the economic study effort, and the overall resource management plan, the various coastal jurisdictions, industries and special interest groups can be coordinated to provide a unified voice through which the problems of the coastal economy can be expressed at the state and national level. While the OCC&DC can provide direction in solving the tax inequities in the coastal zone, the actual solution to the problem lies with the Legislature and it should be anticipated that the report to the Legislature in 1975 will request specific action related to the costs of providing needed services for an ever-increasing transient population in the coastal zone.

Problem: Median family income in the coastal zone, and the rate of increase in this income level, is generally lower than state and national averages.

Problem: There is substantial and persistent unemployment in many areas of the coastal zone.

Problem: There is a very large shortage of employment opportunities in the winter months.

Problem: The coastal economy is under-developed and over-specialized. There is an urgent need to diversify the economic activities of the coastal zone to overcome dependence on a few industries and seasonal economic fluxations.

Approach:

Improvement of the coastal economy is a goal and task of local jurisdictions, economic development districts, and indeed, the

State of Oregon and the nation as well. The OCC&DC does not have a role in promoting specific developmental uses or activities. However, developing a consensus on necessary and desirable economic activities and securing opportunities for the development of those activities through the coastal zone management plan is a basic task of the Commission.

The character of the Oregon Coast, that feature which most invites preservation, depends, to a large degree on the pattern of land use developed by a handful of basic industries. The survival of those industries could thus be interpreted as being more than a strictly economic concern.

The isolation of the coastal zone and the fragmentation of coastal jurisdictions works against the coordination of economic improvement efforts. Yet, economic problems, concerns and opportunities are strikingly similar throughout the coastal zone.

Through its legislative charge and composition, the OCC&DC has an unparalleled opportunity to address the problems of the coastal economy. The Commission will serve as the means through which approaches to economic improvement can be coordinated, supported, and maximized for the benefit of local jurisdictions and their residents.

### III. ENVIRONMENTAL MANAGEMENT

Problem: The lack of any comprehensive identification, inventory and understanding of unique and fragile features of the coast has resulted in the irretrievable loss of many of these delicate resource areas and the endangerment of many additional areas of major historical, recreational, economical and ecological areas of significance.

Problem: The distinct and unique identities of certain areas are not being adequately preserved and the general public does not understand what these values are. — Who does?

Wise management of natural resources in the coastal zone is hampered by a lack of information on the extent, location and characteristics of those resource, and by a lack of understanding of resource management problems and requirements by residents of the coastal zone, by the state, and also decision-makers at various levels of government.



Approach:

At the OCC&DC Salishan Conference in June of 1972, a number of natural resource categories and developmental activities were identified as being of "critical environmental concern" regarding a coastal zone management plan. These areas are as follows:

- |                                    |   |
|------------------------------------|---|
| 1. Estuaries                       | 11. Wildlife & Fish Habitats              |
| 2. Wetlands                        | 12. Freshwater Lakes & Streams            |
| 3. Floodplains                     | 13. Forests & Watershed Lands:            |
| 4. Geological Hazards              | -Land treatment practices                 |
| 5. Beaches & Dunes                 | -Vegetation removal                       |
| 6. Shorelands                      | -Natural resource Extractions             |
| 7. Continental Shelf               | 14. Agricultural Lands                    |
| 8. Unique Scenic Features          | 15. Public Recreation Areas               |
| 9. Historic & Archaeological Sites | 16. Industrial Lands                      |
| 10. Scientific Natural Areas       | 17. Residential Lands                     |
|                                    | 18. Aesthetics, including noise pollution |

The Commission has directed a consultant to prepare an initial inventory of coastal areas of critical environmental concern; additionally, draft policies and standards are being prepared for the management of resources and activities identified as critical. This task is, of course, part of the Commission's legislative charge. The actual development of policies and standards from these discussion drafts will involve local citizens and officials, natural resource agencies, commerce and industry, public and private interest groups, and numerous other organizations and individuals concerned with the coastal zone.

A major resource management problem has been public awareness and attitudes towards resource use. The Commission is embarking on an extensive public involvement and public information program to create public awareness of the need for resource management, to determine the needs, problems and concerns of local citizens and to gain input into the planning process of OCC&DC.

Problem: Individual safety and property is endangered where developments have been allowed to occur in geologically and flood hazardous areas.

The coastal zone has been characterized by serious problems of flooding, slides, and property damage resulting from unwise construction in unstable areas and floodplains. The increasing awareness of state and local jurisdictions to the threat of development in such areas (as well as the recent "Sheffet Decision" in California, where Los Angeles County was held responsible for mud flow damages in a subdivision the county had permitted) has produced interest in studies of potential control measures.

Approach:

The Commission has identified floodplains and geologically hazardous areas as initial categories for the development of policies and standards. The Commission will work in close cooperation with the Clatsop-Tillamook Intergovernmental Council and the two respective counties in this effort, as they have already embarked on a program of development controls in floodplains and geological hazard areas. Their effort has been made possible by the completion of a geological hazards study of the coastal portions of Tillamook and Clatsop Counties by the State Department of Geology and Mineral Industries. The OCC&DC will develop policies and standards relating to development, etc., in floodplain and geologically hazardous areas for the entire coastal zone as part of this adopted work program.

Problem: Attention should be given to the control of off-road recreational vehicles which are rapidly increasing in number and use, threatening the coastal environment, particularly in the stabilized and partially-stabilized sand dune areas and in other similar fragile resource areas.

Approach:

The development of a coastal zone management plan by OCC&DC involves both (1) the formulation of policies and standards for natural resource conservation and development, and (2) an inventory of resources of critical environmental concern. An evaluation of the capacities and characteristics of sand dunes areas will temper the development of policies and standards, and provide insight for decision-makers to whom the allocation of this scarce resource will fall. The broad public involvement inherent in all Commission activities will assure the formulation of policy which is understood by, if not accepted by, a majority of the resource

users in the coastal zone.

It may be necessary that specific restrictions be placed upon off-road vehicles (ORV). Regulation and registration of ORV to assure the conservation of sand dune areas and, at the same time, dedicate certain areas for primarily ORV use is long overdue.

Problem: Visual pollution of the landscape created by insensitive development and unfortunate signing practices conflicts substantially with the scenic values for which the coastal area is renowned.

Problem: There is an absence of appropriate performance standards and ordinances to insure a high standard of development and level of uniformity along the entire coastal zone.

Problem: Insufficient attention has been given to construction in dune seacliff and estuary areas in order to prevent visual blight and ecological damage.

Problem: Intensive pressure from a mobile, increasingly affluent and ever-expanding population has and is continuing to manifest itself in a wide variety of threats to the physical and economic resources of the Oregon coastal zone.

When Oregonians speak of "saving the Coast" they are generally referring to the character of the coastal zone, the unique blend of natural features and human patterns, rather than to specific natural resources such as Sand Lake or Cape Kiwanda. This landscape resource was developed over a long period of time and is destined to change. How it changes, and what it becomes, is a social and political issue for the people of Oregon, and the central concern of the OCC&DC.

Approach:

Specific environmental management policies and standards for areas of critical environmental concern will be developed by OCC&DC and residents of the coastal zone and referred to the Legislature as specific tools for the implementation of a coastal zone management plan.

Problem: Only a minor portion of the land located on the Oregon coastal plain is suitable for agricultural production. Perhaps the greatest threats to agriculture on the coastal plain are the inroads made upon agriculture lands by subdividers and road building programs. The State Department of Agriculture indicates these activities, if continued on productive lands, may prove fatal to the viable coastal agricultural economy.

While many people do not consider the coastal region an important agricultural area, some of the best dairy farms in the state are located along the coastal plains.

Problem: Poisonous weeds and predators threaten livestock production.

Approach:

The development of policies and standards regarding natural resources is a partial solution to the problems of agriculture. One of the resource areas which the Commission will address in the development of resource use standards is "Agricultural Lands".

Problem: Fishing by foreign vessels has significantly reduced concentrations of certain species of fish in the eastern Pacific.

Approach:

The various state and federal agencies involved, directly or indirectly with the fisheries industry, must keep governmental decision-makers, at the state and federal level, appraised of the magnitude of the potential disastrous situation which may result in a catastrophic and permanent disruption of the fishery in the Eastern Pacific. The scope of the problem is international and the solution may lie at that level. Immediate steps should be taken by state and federal governments, however, to call attention to the seriousness of the situation.

*reduction of  
- increase for domestic  
- O. vancouverensis*

IV. PEOPLE INPUT AND GOVERNMENT:

There is a conflict developing between environmentalists and those seeking to improve economic conditions for residents of the coastal zone. This conflict is unnatural. It has developed due to a lack of perception of the common goals of both groups. Both are interested in the well-being of Oregon citizens and residents, and the enjoyment of the Oregon coast by those not residents on the coast.

*Handwritten notes and scribbles at the bottom right of the page.*

There have been many development proposals for land within the coastal zone in recent years. The development climate is such that potential exists for great profits. However, the coastal zone is an integral part of the State of Oregon. Coastal residents and elected officials have the privileges and responsibilities accruing to that relationship. The major responsibility of coastal officials is encouraging those developments which will provide for the requirements of the coastal economy without endangering the natural resources which make up the character of the coastal zone.

Through the development of a coastal zone management plan, and the attendant public involvement program, the OCC&DC will provide a format for the resolution of conflicts between resource conservation and resource development.

As of December 1972, approximately one-third of Oregon's coastal counties and one-half of Oregon's coastal cities were in compliance with Senate Bill 10, the state law requiring comprehensive plans and zoning ordinances in local jurisdictions.

However, having planning and zoning within a community does not immediately solve problems of resource management and allocation. There are regional and national issues often beyond the grasp of the local jurisdiction. The powers of state and federal agencies may transcend the ability of a local government to solve a particular problem. And, in all cases, this division and complexity does not lend itself to a positive attitude of problem solving and improvement of local conditions.

Approach:

Through an inventory of critical coastal resources, and the development of policies and standards for resource management, the Commission will establish a framework which will assist coastal counties and communities to effectively carry out their planning efforts.

Problem: Public participation in local decisions does not come soon enough due to lack of involvement in the preliminary planning stages and, to some degree, public apathy.

The fragmentation of jurisdictions and agencies in the coastal zone has led to uncoordinated planning and development which is partially due to a serious lack of understanding and interest in the planning process.

Approach:

The stated philosophy of the OCC&DC is to develop a coastal zone management plan which embodies the requirements and desires of coastal residents as well as the concerns for the coastal zone held state-wide. Such a plan must balance the needs of the coastal economy with the stated objectives of conservationists at the state and national levels. To achieve a plan which encompasses these views, it is necessary to conduct a public involvement program of major proportions.

A public involvement program which honestly addresses the concerns of resource conservation and economic development must have its foundation in maximum participation by residents of the coastal zone, and indeed, the state as a whole. It is upon this foundation that the credibility, and therefore, the success, of the coastal zone management program rests.

S E C T I O N   I I I

L E V E L   O F   P L A N N I N G   I N  
T H E   C O A S T A L   Z O N E

### III-A. LEVELS OF PLANNING IN THE COASTAL ZONE:

Planning programs are currently being conducted by communities, counties and regional councils, as well as state and federal natural resource agencies, in the coastal zone. Since it is these jurisdictions and agencies which, to a great degree, will implement a coastal zone management plan, it is essential that OCC&DC coordinate the development of its planning program with these local, state and federal planning efforts.

To achieve this vital coordination, OCC&DC is attempting to create a close working relationship with the local planning groups of the coastal zone. To facilitate this effort, OCC&DC staff visited individually with community leaders (such as mayors, councilmen, planning commission chairmen, and city administrators) of each coastal community in December of 1972. The problems and planning activities of each community were reviewed, and a procedure for close future cooperation and communication was established.

A working relationship between OCC&DC and the county and regional council planning agencies and port districts has been in effect since the outset of the Commission. However, efforts are also underway to strengthen that relationship to facilitate a more closely unified planning effort.

### COUNCILS OF GOVERNMENT

There are five Regional Councils in the Oregon coastal zone. Regional Councils are voluntary associations of local government designed to achieve regional coordination and cooperation in planning and governmental operations. COG activities of interest to the OCC&DC include regional land use planning, functional planning, environmental assessments, and review of development applications for regional impact.

On the northern portion of the coast, the counties of Clatsop and Tillamook comprise the Clatsop-Tillamook Intergovernmental Council. The next county to the south is Lincoln County which is a sub district of the Linn, Benton, Lincoln Council of Governments. The coastal portions, Lane and Douglas Counties are within the Lane Council of Governments and the Umpqua Regional Council of Governments. The two southern most counties form the Coos-Curry Council of Governments.



The Clatsop-Tillamook Intergovernmental Council (CTIC) is currently conducting evaluations of land use planning taking place in the local communities of Clatsop and Tillamook Counties to determine compliance with state law and federal requirements for grants and loans. The Council is also conducting area-wide planning studies for water and sewer facilities, open space and recreational needs, and housing requirements.

CTIC was a major sponsor of and participant in an evaluation of geologic hazards in the coastal areas of the two counties. The OCC&DC will be able to capitalize on these efforts in developing policies and standards for development in areas of geologic hazards coast-wide. Additional inventories of the same nature will have to be conducted along the remaining portions of the coast, however, prior to the completion of development policies and standards in geologically hazardous areas.

The Chairman and Executive Director of CTIC have participated in OCC&DC Coordinating Committee meetings in the past and have made positive contributions, strengthening the relationship between the Commission and local units of government.

The Lincoln County sub-district of Oregon District 4 Council of Governments is currently administering a grant to Lincoln County for the identification of flood plains and other areas where geological hazards present development problems.

The Umpqua Regional Council of Governments includes the coastal portion of Douglas County. The Port of Umpqua and the City of Reedsport are members of both the COG and the OCC&DC. The COG is currently conducting a housing study which includes the Douglas County portion of the coastal zone.

The Lane Council of Governments has a full range of physical and social planning activities, all of which effect the coastal portion of Lane County, including Florence, Dunes City and Mapleton. Of special importance are the water quality planning program, the transportation plan and the small community services areas and utilities plans. When completed and adopted these plans will provide a guide for orderly growth and development at the local level.

The Coos-Curry Council of Governments is currently directing a regional environmental protection plan. Water quality management, the disposition of dredge spoils, and other environmental factors are included in this three-year program. The COG is also conducting a rural water and sewer plan for the unincorporated areas of Coos County and a comprehensive general plan for the Coos Bay-North Bend urban area.

COUNTIES:

Each of the seven coastal counties have an active planning program. All but Curry County have staffed planning departments.

Through Senate Bill 10, of the Oregon Legislature (ORS 215.505-.535) all Oregon counties and incorporated communities must complete land use planning and zoning by 1972. Extensions into 1973 have been granted for many jurisdictions. As shown in the accompanying table, 25 % of the coastal counties (Clatsop and Curry) are presently in compliance with Senate Bill 10. By January 1, 1973, 75 % of the counties will be in compliance, if the present schedule maintained by the State Executive Department is adhered to. The Lane County and Columbia County planning programs should be developed sufficiently to be in compliance with Senate Bill 10 by mid-1973.

The individual county planning programs are often designed to solve uniquely local problems or achieve specific goals, and cannot be properly evaluated only on the basis of compliance with state law. A brief discussion of the relationship of the OCC&DC work program to the local county planning efforts is included here to indicate present and anticipated opportunities for coordinated development of a coastal zone management program.

CLATSOP COUNTY:

Clatsop County is presently in compliance with Senate Bill 10, although a major update of the county plan is anticipated in the near future. The county's goal is to develop an overall land and water use plan which is detailed enough for environmental analysis. The county is also conducting an evaluation of the structure of the

county's economy. Through completion of these work items, the county planning department will have a framework for evaluating the impact of land use decisions at the local level.

In these programs the Clatsop County planning effort closely complements the efforts of the OCC&DC to develop policies and standards for the evaluation of land use and resource management decisions at the regional and coast wide level.

TILLAMOOK COUNTY:

Tillamook County has an adopted county plan which will soon be amended, as in Clatsop County, to provide for geological hazards recently outlined in the State Department of Geology and Mineral Industries study of the coastal portions of Clatsop and Tillamook Counties.

Additionally, the county plan requires updating, especially those sections dealing with estuaries and other portions of the coastal zone.

LINCOLN COUNTY:

Lincoln County has a recently adopted county plan. Planning efforts at present are focused on estuaries, flood plains and environmental management.

The extensive planning experience of Lincoln County has been of great value to OCC&DC in the development of guidelines for estuary planning in the coastal zone.

LANE COUNTY (WESTERN):

Lane County is presently conducting a county wide plan which provides guidelines for land use, pollution abatement, and the development of water and sewer facilities.

DOUGLAS COUNTY (WESTERN):

The Douglas County Comprehensive Plan was completed in 1971. Planning efforts are currently directed at the completion of zoning for the county, which includes a study of flood plain zoning in the coastal portion of Douglas County.

COOS COUNTY:

The Coos County planning department is currently focusing on citizen input to the update of the county plan. An estuary planning committee for Coos Bay is currently preparing a land and water use plan for that area.

CURRY COUNTY:

Curry County is presently in compliance with Senate Bill 10. The county plan was completed in 1971. Present planning efforts (administered through the Coos-Curry Council of Governments) are focused on estuary planning and environmental management.

T A B L E #1

Planning Activities of Counties in the  
Oregon Coastal Zone

Current and Anticipated

	Clatsop Co.	Tillamook Co.	Lincoln Co.	Lane Co.	Douglas Co.	Coos Co.	Curry Co.
PLAN DEVELOPMENT	X			X		X	
PLAN UPDATING		X					
ENVIRONMENTAL ANALYSIS	X					X	X
ECONOMIC ANALYSIS*	X						
GEOLOGICAL HAZARDS	X	X	X		X		X
ESTUARY PLANNING		X	X			X	
DETAILED COASTAL PLANNING		X					
LOCAL COMMUNITY PLANNING	X			X			

\*Economic planning is often conducted by economic development districts. The Coos-Curry-Douglas Economic Improvement Association, and the Lane Council of Governments Committee on Economic Development for example, have active economic planning and development programs in those counties. The C.C.D. Economic Improvement Association has provided excellent assistance to OCC&DC in the past and is continuing to do so by assisting the Commission in the study of economic problems and concerns in the coastal zone.

TABLE #2

COUNTIES

	COMPLIANCE WITH SENATE BILL 10	STATUS OF LAND USE PLAN	OTHER PLANS	STATUS OF ZONING	PLANNING COMMISSION	ADVISORY COMMITTEE
COLUMBIA COUNTY	No	40% Complete in 1970, Balance in 1973	Water/Sewer 1971 Open Space 1969 (Not Adopted)	2% in Interim Balance by Oct 1972	Yes	No
CLATSOP COUNTY	Yes	Adopted 1969	Water/Sewer 1968	Permanent 1966	Yes	No
WILLAMOOK COUNTY	No	Adopted 1971	Water/Sewer 1969 Updated in 1971	15% Permanent in 1969-Balance by Oct. 1972	Yes	No
LINCOLN COUNTY	No	Adopted 1971	Water/Sewer 1970 Open Space 1971	Permanent 25% in 1971, Balance by 1973	Yes	Yes
WASCO COUNTY	No	5% Completed in 1971, Balance by 1972 Adoption 1973	Water/Sewer 1969 Updated 1972 Open Space 1957 Updated 1970	Permanent 5% in 1969, Balance in 1973-1974	Yes	Yes
DOUGLAS COUNTY	No	Completed 1971 Not Adopted	Water/Sewer 1970 Open Space 1967	Permanent 80% in 1960, Balance by Dec 1972	Yes	Yes
COOS COUNTY	No	Adopted 1971	Water/Sewer 1971	Interim to be Completed Dec 1972	Yes	Yes
CURRY COUNTY	Yes	Completed 1971 Revised 1972 Adopted 1972	Water/Sewer 1970	Interim 1% in 1971 Balance of Permanent 1972	Yes	Yes

COMMUNITIES:

The OCC&DC is making a special effort to coordinate the development of a coastal zone management plan with the planning programs of the coastal communities. Valuable and sensitive natural resource areas such as estuaries, harbors and shoreline areas are often within the incorporated limits of a coastal community. Additionally, the present and future appearance of coastal communities is, to a great extent, what constitutes the character of the Oregon coast.

Most of the 32 incorporated coastal communities have planning programs underway at present. These programs vary from revisions of existing zoning ordinances to complete comprehensive planning efforts, including land use, citizen participation, water and sewer, and park and open space elements.

Approximately one-quarter of the coastal coastal communities are in compliance with Senate Bill 10. Over three-quarters should be in compliance by early 1973 if current progress is maintained. The remaining communities should be in compliance by late 1973.

The coastal communities have the authority to plan and zone land use, control commercial development in sensitive areas, and provide standards for structures and signs, etc. The December, 1972, meetings between OCC&DC and the coastal communities was a first step in achieving close coordination between the regional planning efforts at the coastal level and the more site-specific planning problems in each local community.

Table #3 indicates the status of planning programs being conducted by coastal communities. The table also indicates the major problems facing the coastal communities, as identified by community leaders during discussions with OCC&DC staff.

There are several problems of concern to most of the coastal zone communities. These problems are a major concern in the development of a coastal zone management plan, even though some fall beyond the purview of OCC&DC. These problems include:

1. Water System Improvements:

A number of coastal communities face upgrading of their community water systems. Needs are for improvement of existing facilities, extension of new facilities into areas of growth and development, and upgrading of sources of supply.

TABLE 3  
 Planning Program and Problems  
 in Coastal Communities

COMPLIANCE WITH SENATE BILL 10	STATUS OF LAND USE PLAN	PLANNING PROBLEMS	STATUS OF ZONING	PLANNING COMMISSION	ADVISORY COMMITTEE
<b>CLATSOP COUNTY</b>					
Astoria	Yes	Adopted 1971; a revision may be initiated soon	Requirement for compliance with state and federal regulations; highway improvements	Adopted 1961; Updated 1971	Yes Yes
Cannon Beach	Yes	Adopted 1967		Adopted 1969	Yes Yes
Gearhart	No	Plan in process; complete by mid-1973; plan in cooperation with CTIC	Sewer system needed; agreement over highway commercial needs	Zoning in process; complete by mid-1973	No Yes
Hammond	No	Plan in process; complete by mid-1973	Coordination with State Parks on public services	Adopted 1964; needs revision	Yes Yes
Seaside	Yes	Adopted 1969	Sewer system extensions	Adopted 1967	Yes Yes
Warrenton	No	In process; complete by July 1973	Siting of mobile homes; upgrading of housing; need industry	Interim to be adopted by January 1973	Yes Yes
<b>TILLAMOOK COUNTY</b>					
Bay City	No	In process; complete July 1, 1973; plan in cooperation with CTIC	Water system improvements; siting of mobile homes; upgrading of US 101	Adopted 1967	No Yes
Garibaldi	Yes	Completed 1946 Adopted 1972		Adopted 1946 Updated 1960	No Yes
Manzanita	No	Planning program underway	Development of sewer system;	Adopted 1970	Yes Yes
Nehalem	No	Plan recently adopted	Relocation of US 101 filling of tidelands sewer system development; overappropriation of water supply	Zoning recently adopted	Yes No



COMPLIANCE WITH SENATE BILL 10	STATUS OF LAND USE PLAN	PLANNING PROBLEMS	STATUS OF ZONING	PLANNING COMMISSION	ADVISORY COMMITTEE
Rockaway	Yes	Adopted 1957; Updated	Expansion of sewer and water facilities flooding; utilities service outside of incorporated limits; upgrading of US 101	Adopted 1957; Updated	No No
Tillamook	No	Plan complete; not yet adopted	Large commercial developments; expansion of water system upgrading of sewer system; US 101 route changes and improvements	Adopted 1966	Yes Yes
Wheeler	No	Plan in process	Development of sewer system; joint development of estuary plan	In process	Yes Yes
<u>LINCOLN COUNTY</u> Lincoln City	Yes	Adopted 1966		Adopted 1967	Yes Yes
Newport	Yes	Adopted 1964	Extension of sewer system; disposal of fish processing waste	Adopted 1966	Yes Yes
Siletz	No	In process; plan being compiled for area in cooperation with Lincoln County	Transportation link with coastal area; floodplain management	In process	No Yes
Toledo	Yes	Adopted 1969	Urban redevelopment; plan in process	Adopted 1961	Yes Yes
Waldport	No	In process; should be adopted in January 1973	Upgrading of treatment plant for sewage facilities; improvement of water system	In process-should be adopted January 1973	Yes No
Yachats	No	In process; should be complete by July 1973	Development of sewer system; improvements to US 101	Zoning complete; to be adopted early in 1973	Yes No

COMPLIANCE WITH SENATE BILL 10	STATUS OF LAND USE PLAN	PLANNING PROBLEMS	STATUS OF ZONING	PLANNING COMMISSION	ADVISORY COMMITTEE
<u>LANE COUNTY</u>					
Dunes City	No	In process; to be complete by early 1973		Adopted 1970	Yes Yes
Florence	No	In process	Completion of area zoning in conjunction with county plan	Adopted 1968	Yes Yes
<u>DOUGLAS COUNTY</u>					
Reedsport	Yes	Adopted 1961; currently being updated; update complete March 1973	Coordination with county planning efforts in area	Adopted 1940	No Yes
<u>COOS COUNTY</u>					
Coos Bay	Yes	Adopted 1961 Updated 1968	Development of plans for transportation and open space; urban redevelopment; estuary and waterfront planning and zoning	Adopted 1933 Updated 1965	Yes Yes
Coquille	Yes	Adopted 1959 Updated 1972	Improvement of water supply; housing; upgrading of sewage treatment plant; transportation planning	Adopted 1956; currently being updated	Yes Yes
Eastside	No	Plan in process; to be adopted early in 1973	Transportation planning; estuary and waterfront planning and development	Adopted 1964	Yes Yes
Bandon	Yes	Adopted 1963 Updated 1971; undertaking major planning effort	Water supply improvements; utilities services to persons outside incorporated limits	Adopted 1963 Updated 1966	Yes Yes
Myrtle Point	Yes	Adopted 1972	Housing; sewage system improvements	Adopted 1959	Yes No

COMPLIANCE WITH SENATE BILL 10	STATUS OF LAND USE PLAN	PLANNING PROBLEMS	STATUS OF ZONING	PLANNING COMMISSION	ADVISORY COMMITTEE
<u>COOS COUNTY-Cont'd</u>					
North Bend	Yes	Adopted 1971		Adopted 1962	Yes Yes
Powers	No	Recently completed; adoption in early 1973	Development of additional water sources; housing	In process; to be completed early in 1973	No Yes
<u>CURRY COUNTY</u>					
Brookings	Yes	Adopted 1970	Improvement to sewerage system; siting of mobile homes; harbor development	Adopted 1970	Yes No
Gold Beach	No	In process; completion in 1973	Siting of mobile homes; improvement of sewerage system	Adopted 1971	Yes No
Port Orford	Yes	Adopted 1972	Improvement of water supply; siting of mobile homes; port development	Adopted 1957	Yes No

Over-appropriation of water supplies is becoming a problem to some communities. Solving water system problems is often complicated by the numbers of services outside incorporated limits, competition for supply sources by nearby communities and special districts, the seasonal imbalance of demand for water presented by the tourist season, AND the lack of funds for improvements from local, state and federal sources.

2. Sewerage System Improvements:

Several coastal communities have no sewer systems. Many others face necessary replacement or extension of trunk and collector lines. Of major concern is the needed upgrading of treatment capacity in many communities. The uncertainty of funding capacity by the Environmental Protection Agency and other federal agencies is a source of confusion and disappointment to many communities.

3. Transportation System Improvements:

Nearly all of the coastal communities are concerned about the need for transportation system improvements, especially upgrading of U.S. 101, and the potential impact of improvements on the local areas. The fragmentation of transportation planning activities complicates solution of this problem.

4. Housing:

Many communities felt that the condition and supply of housing in their areas was a major concern.

5. Siting of Mobile Homes:

A majority of the communities are facing intense pressure for the provision of seasonal, temporary, and permanent mobile home parks and sites. Communities prohibiting mobile homes within the incorporated limits soon face problems of increasing mobile home densities in outlying peripheral areas. Fragmentation and a lack of coordination of jurisdictions and agencies providing public services hinders the solution of these problems.

6. Other Problems:

Several other problems were identified by a number of cities as of concern to future planning efforts. These problems include: (1) lack of facilities for fish and shellfish processing waste disposal, (2) lack of year-round Coast Guard services at certain ports, (3) lack of coordination between community and port development, (4) lack of cooperation between the community and state agencies, (5) urban redevelopment needs, and (6) a need for coordinated estuary and waterfront planning and development.

Many of the problems identified by the coastal cities are beyond the scope of the OCC&DC work program. The responsibility for solving problems of a community development nature lies, primarily, with local jurisdictions and agencies at the state and federal level. The problems are of concern to OCC&DC, however, due to their influence on the future growth and development of the Oregon Coast, and the need for coordination of problem solving efforts to gain maximum benefit from public expenditures.

SPECIAL DISTRICTS:

As indicated in Table #4, there are 169 special districts in the coastal zone which filed a report for 1972 operations with the State Department of Revenue. These districts are often overlooked in local and regional planning programs. However, special districts often make decisions and construct facilities which have a great influence on the local and regional community. A detailed study of the special districts of the coastal zone was not conducted for the purposes of this report. However, an evaluation of the numbers and types of districts as shown on the accompanying table will indicate the potential for fragmented and uncoordinated development in the coastal zone. Indeed, the number of jurisdictions, agencies, organizations, and interests with the authority and ability to conduct planning and development activities, as discussed in this section, is testimony to the need for an overall coastal zone management plan. The needs and requirements of these individual planning programs, and the unresolved planning programs identified by various jurisdictions and agencies have been incorporated into the design of the OCC&DC work program.

There are 169 special districts in the coastal zone which filed reports with the Department of Revenue in the last fiscal year.\* Their types and numbers are summarized on the following table:

SUMMARY OF SPECIAL DISTRICTS  
IN OREGON'S COASTAL ZONE

TABLE # 4

No. of Districts by County	Clatsop Co.	Tillamook Co.	Lincoln County	Lane County	Douglas County	Coos County	Curry County	TOTAL	
Park & Recreation		1						1	
Cemetery				1			5	6	
Water Supply		5	10	11	3		5	37	
Sanitary Sewerage			5	3		1	2	11	
Fire Protection		7	7	8	2	1	9	39	
School		8	7	2	2	2	8	37	
Hospital		2	1	3	1	1	3	11	
Road				1			7	8	
Diking		4						4	
Lighting				1				1	
Port		1	3	3	1	1	2	14	
<b>TOTAL</b>		<b>28</b>	<b>33</b>	<b>33</b>	<b>9</b>	<b>6</b>	<b>36</b>	<b>24</b>	<b>169</b>

Many other special districts may exist in the coastal zone, but if they did not levy taxes last fiscal year, they would not be included in the Department of Revenue.

PORT DISTRICTS:

In the coastal zone, there are 15 port districts as follows:

Port of Astoria	Port of Siuslaw
Port of Nehalem	Port of Umpqua
Port of Bay City	Port of Coos Bay
Port of Tillamook Bay	Port of Bandon
Port of Newport	Port of Coquille River
Port of Toledo	Port of Port Orford
Port of Alsea	Port of Gold Beach
Port of Brookings	

Port districts exist as municipal corporations to further maritime shipping, commercial and recreational interests within their respective jurisdictions. The activities of the ports have a tremendous impact on the economy of the coastal zone as well as the state. Commerce in the coastal zone is highly dependent upon good water transportation and the port districts have a responsibility to the general public, as well as industry and commerce, to maintain adequate facilities to meet the shipping needs of a coastal, national and international market. In addition, a massive number of boaters, both recreational and commercial, rely heavily upon adequate marine and shoreside facilities and harbor improvements and maintenance.

Subject to the permit powers of the Corps of Engineers, ports have control over the placing and removal of obstructions in bays, rivers, and harbors and certain powers over water pollution, etc. The impact of port districts in terms of resource planning is considerable. The Oregon Department of Transportation has recently completed a survey of the characteristics, activities, development plans and planning activities of each port district. Rather than duplicate that information in this report, the information is available through the Department of Transportation or from one of the coastal port districts.

The coastal ports, individually and collectively through the Ports Division of the Oregon Department of Transportation and the Oregon Coastal Ports Federation, have worked very closely with the

OCC&DC from the outset. A port representative, as well as a representative from each council of governments, will serve on a transportation planning and coordinating committee appointed by OCC&DC and chaired by a Commission member, to study transportation needs in the coastal zone and coordinate ongoing transportation studies on the part of COGs, ports and other institutions.

The Ports Division of the Oregon Department of Transportation has also worked closely with the OCC&DC. The objectives of the Ports Division Commission include "assisting the OCC&DC in the transportation section of the coastal planning study". Other objectives are as follows:

1. Assure coordinated planning for the development of the state's port regions.
  - A. Assure and assist coordinated planning activities and communications between individual ports, port regions, and other governmental agencies.
  - B. Design a work program in cooperation with the regional task forces and local port authorities for development of a statewide ports system plan. Begin data collection and analysis for the plan.
  - C. Assist in completion of the Oregon maritime section of the 1974 and 1976 National Transportation Studies and update the Oregon Ports Survey.
  - D. Administer procedures, including public hearings, for formation of ports or port authorities.
  - E. Assist in the development of information to enable policy makers to evaluate possible benefits and consequences of alternative port relationships in the Lower Columbia Region.
  - F. Assure local port districts adequate access to laws relating to Oregon public ports by publication of a special compilation.
2. Assure the highest quality in local port district development.
3. Aid local port authorities to develop projects of the highest environmental standards by designing advisory guidelines for establishment of environmental impact statements.



### III-B. LEVEL OF STATE PLANNING IN COASTAL ZONE

There are innumerable agencies at the state and federal government levels which have planning and regulatory authority over various types of natural resources in the coastal zone. No resource management plan can be effective in striking a balance between conservation and development without the maximum coordination of planning efforts by all jurisdictions, local, state and federal.

In developing a management plan for the Coast, it is necessary for OCC&DC to review the on-going efforts of all state natural resource agencies and to take advantage of a wealth of existing information and knowledge available from those sources. The coordination of efforts of all state natural resource agencies will go a long way toward the development of a comprehensive resource management plan.

#### DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES

"Under the direction of a three-member governing board, the Department, established in 1937, identifies mineral resources that may be developed, gathers and interprets geological data to provide a base of information from which the land surface can be more reliably developed and education of the general public so that they may better understand, enjoy and protect themselves in their surroundings.

"The Department has recently completed an engineering geology study of the coastal portions of Clatsop and Tillamook counties. The study outlines geologically hazardous areas, unfavorable soil conditions, areas of flooding, high ground water tables, severe coastal erosion, and tsunami hazard. The study also identifies locations where sand, gravel and crushed rock construction materials can be obtained and relates these deposits to future requirements so needed supplies can be preserved. The Department is presently underway in Lincoln County with a similar study.

"The same type studies should be completed for the remaining coastal strips in Lane, Douglas, Coos and Curry counties. The identification of geologically hazardous areas, floodplains, high ground water table and unfavorable soil conditions is necessary in order to implement a total resource management plan."

DEPARTMENT OF ENVIRONMENTAL QUALITY

Responsible for the administration and enforcement of the laws of the state relating to water pollution control, air pollution control, solid waste management and noise pollution control; develops comprehensive plans and programs for air, water and noise pollution control and solid waste management; establishes standards of quality for ambient air and public waters; establishes minimum treatment or control standards for the construction, operation and maintenance of disposal facilities for liquid, gaseous and solid wastes; reviews and approves plans for sewage collection systems and treatment facilities, air pollution control systems and solid and hazardous waste collection systems and disposal sites; issues waste discharge permits, air contaminant discharge permits, and solid waste disposal site permits; administers Pollution Control Bond Program providing grants and loans for regional sewerage and solid waste planning programs and implementation funds for the construction of sewage treatment facilities and solid waste management systems.

The Department of Environmental Quality estimates that approximately five percent of their total staff time and expenditures is spent on activities in the coastal zone.

The Department is presently developing comprehensive water quality-quantity management strategies for the twenty major river basins throughout the state (completion expected July, 1974) and is also developing a comprehensive state-wide solid waste management implementation Action Plan through financial and technical assistance to local government (completion expected July, 1973).

#### DIVISION OF STATE LANDS

The Division of State Lands is currently conducting a tidelands ownership inventory in all of Oregon's estuaries. The project will yield an accurate estimate of tideland acreage in each estuary, the location and extent of private and public ownership of tidelands, and an analysis of specific problems associated with tidelands, tidal boundaries and tideland ownership.

The Division of State Lands is also involved in a similar program recently concluded by the Advisory Committee to the State Land Board. The Committee conducted an inventory of filled lands in all of the estuaries along the Oregon Coast. The study has determined the location, size and date of construction of all fills in the estuaries.

The Division of State Lands is also currently exploring the possibility of contributing toward a program to locate various sport and commercial fisheries, shell-fisheries, marine mammal and bird preserves, mineral rich areas and other highly important coastal zone areas. The purpose of the study would be to locate such areas and provide data relevant to the establishment of a future leasing program for minerals and/or oil and gas.

#### FISH COMMISSION

The Commission has the responsibility of preserving, propagating, protecting, developing, and promoting foodfish, shellfish and inter-tidal animals. The Commission conducts a continuing program of research of marine and anadromous foodfish; promulgates the rules and regulations pertaining to both personal use and commercial fishing.

The Commission has a number of major studies and/or activities being carried on within the coastal zone:

1. In Fiscal Year 1971, conducted a physical inventory of personal use harvest in all Oregon estuaries.
2. Construction of new laboratory facilities at Charleston.
3. Study of Oregon's troll salmon fishery to obtain fishery data which will include size, composition, ocean distribution, timing and other pertinent factors to management objectives.

4. Study of Columbia River commercial fishery to obtain information on maximum sustained yields and how to maintain fish stocks at their highest possible level of abundance.
5. On-going program of transplanting hatchery adult Coho into barren streams above natural or man-made barriers to augment natural stocks of Coho.
6. Annual spawning ground surveys of salmon to establish trends of abundance of salmon in Oregon's coastal streams.
7. Study of coastal streams and lakes to provide information on population of salmon in coastal watersheds.
8. Study of striped bass and shad each year from Florence south to Bandon. Purpose is to collect management information for these fish to help manage the commercial fishery.
9. Monitor and regulate the Oregon groundfish fishery to obtain optimum yield information and prevent overexploitation of the resource.
10. Monitoring of the Oregon Dungeness crab fishery to obtain information on commercial and personal use fisheries to obtain management data.
11. Monitoring and regulating Oregon's razor clam fishery from the commercial and personal use aspects. Also, monitoring and regulating Oregon's bay clam fishery by commercial and sport use fishermen.
12. Management of the Oregon shrimp fishery.
13. Monitoring and regulating the commercial, scientific and educational collection of Oregon inter-tidal non-food animals.
14. Scientific study in Elk River investigating the ecology of salmon in streams on the southern Oregon coast and evaluating the effects of hatchery production of wild stocks.
15. Evaluation in Ten Mile Lake to determine the effects of chemical treatment and the success of restocking Coho salmon.
16. Study of bait and sport fisheries for marine fish along the entire Oregon coast. Purpose of study is to determine the extent, location and catch of these fisheries and investigate the distribution.

17. Study of groundfish abundance and recruitment.
18. Monitoring of the albacore tuna fishery along the Oregon coast.
19. Study to determine the sources or causes of oyster mortality.
20. Operates a number of field research stations and fifteen fish hatcheries.

#### GAME COMMISSION

The Game Commission formulates general policies and carries out programs for management of game and fur-bearing animals, game fish and birds and non-game birds and wildlife, etc.

The Game Commission has completed or has the following planning programs underway for the coastal zone:

1. Access Reports - A master plan for angler access and associated recreational uses has been completed for each major coastal stream and county. The reports contain recommendations for shore access, points for fishing, picnicing, etc., fishing piers, moorages and boat ramps.
2. Environmental Investigations - Summary reports of the fish and wildlife resources of specific river basins. These reports illustrate fish numbers, harvest and estimated economic values. In addition, they recommend the stream flows necessary to sustain aquatic life.
3. The Commission initiated a state plan for fish and wildlife in 1970. The coastal zone portion will be completed in 1975. The effort will be an accumulation of fish and wildlife inventory data and a classification of habitat primarily for internal planning and management purposes. Much of the basic information has now been gathered for the coastal zone and estuaries. This data will be used for "external" reports for such groups as county planning commissions and OCC&DC.
4. Numerous miscellaneous reports have been prepared during the past several years at the request of various governmental and private groups. Reports for Lane, Clatsop

and Tillamook counties, outlining the fish and wildlife resources, are such examples. Unpublished reports for each of Oregon's estuaries have been prepared and submitted to ports and planning bodies.

#### MARINE BOARD

Has responsibility for issuing certificates of number and title to approximately 100,000 boats in the state. The agency cooperates with state and federal agencies to promote uniformity of laws relating to boating and advising and assisting county sheriffs and other peace officers in the enforcement of such laws; assists in the planning and recommending of boat facility development and makes regulations for the safe operation of boats on any waters of the state, etc.

#### NUCLEAR AND THERMAL ENERGY COUNCIL

Regulates the siting of thermal power plants and nuclear installations; establishes safety standards and will monitor operations of all thermal power plants and nuclear installations in the state. The Council is conducting a statewide survey of potential thermal power plant and nuclear installation sites and advises other agencies and the general public on nuclear and thermal energy matters.

#### SOIL AND WATER CONSERVATION COMMISSION

The Commission is responsible for organization and statewide administration of Soil and Water Conservation Districts. The Commission has recently completed a statewide survey of stream-bank erosion problems and has prepared a program for state participation in streambank erosion control efforts of land owners and local agencies. The Commission and the Soil and Water Conservation Districts have broad responsibilities for the Conservation of Soil and the accompanying problems of water pollution and sedi-

mentation caused by erosion. An erosion and sedimentation control regulatory program involving a permit system for land disturbing activities is being prepared for introduction in the legislature.

Soil and Water Conservation Districts have available the latest soil survey information which has been prepared for each county. Land use interpretations of soil surveys for planning purposes are available in district offices in each county.

Two Resource Conservation and Development Projects are also operating on the coast. The Upper-Willamette RC&D includes all of Lincoln, Lane, Benton, and Linn Counties, with headquarters in Eugene. The North Coast RC&D includes Clatsop and Tillamook. It has only recently been approved for planning, and no office has been set up. Presumably, the headquarters will be in the Tillamook area.

#### STATE ENGINEER

The State Engineer enforces laws relating to the appropriation, diversion and use of public waters of the state. Among other duties, the State Engineer determines critical groundwater areas and lowest permissible water levels and prohibits the pollution of impairment of quality of groundwater bodies. Participates and cooperates with federal, state or local agencies in stream-gauging, topographical mapping, and investigations of groundwater resources, etc.

#### STATE WATER RESOURCES BOARD

The Board has two primary statutory responsibilities: the first, to progressively formulate an integrated, coordinated program for the use and control of all the water resources of the state and issue statements thereof; the second, to devise plans and programs for development of the state's water resources.

Policy statements were adopted in the early 1960's for the coastal drainage basins thereby (1) classifying unappropriated waters as to their highest and best use; (2) establishing minimum stream-flows for aquatic life; and (3) designating quantities of water for

a specific beneficial use. The Board's staff is working this bi-ennium with units of local government and other agencies to update those policies in concert with local land use and other planning activities.

Following policy updating, the Board's staff will assist in the development of practical concepts for utilization of water and related land resources, and in the implementation of such concepts. The cooperative planning program involves an iterative process wherein structural and nonstructural solutions to problems are developed and needs may be satisfied within the policies of the Board and other agencies.

For the coastal drainage basins, much of the conceptual planning will be carried out by local interests in conjunction with the Oregon Study Team, comprised of state and Federal agency representatives operating under the aegis of the U.S. Water Resources Council and the Pacific Northwest River Basins Commission. State agency inputs are coordinated through Oregon's representative - a member of the Board's staff - who also serves as team leader. Water and related resource planning functions considered include flood damage reduction, municipal and industrial water supply, fish life, wildlife, recreation, environment, related lands, irrigation and navigation. The result hopefully will meet major planning needs of the state and federal agencies while providing the water resource portion of local governments' comprehensive planning programs.

#### BOARD OF HEALTH

The State Board of Health sets and enforces water quality standards relating to shellfishing. The Board sets standards for septic tank use with special regulations for flood plain areas. The Board also has responsibility for licensing and inspecting public water supplies and recreation areas.

#### STATE PARKS AND RECREATION SECTION

The State Highway Commission has complete jurisdiction and authority over all state parks, historic or state recreation areas, recreational grounds or places acquired by the state for recreational



purposes. The Parks and Recreation Section of the State Highway Division has the responsibility for providing the management necessary for the proper and efficient administration of Oregon's state parks and recreation system.

Of the 234 different areas provided by the system, 104 are located within the coastal zone. These areas, including state parks, waysides and preserves, comprise approximately 35,910 acres or 40% of the system's total statewide land area. Also, Oregon's ocean shore, as defined in ORS 390.615, is declared to be a state recreation area and therefore under the jurisdiction of the State Highway Commission.

The Parks and Recreation Section has completed certain surveys and plans and has several planning efforts and programs underway which are either directly or indirectly related to the coastal zone. These include:

1. Oregon State Park Visitor Survey - a statewide questionnaire survey conducted in 1969 to gather information on the characteristics of state park visitors.
2. Area Activity Preference Survey - a statewide mail and telephone survey conducted in 1969 to determine the recreation preferences of Oregonians.
3. Oregon's Statewide Comprehensive Outdoor Recreation Plan - a document setting forth future statewide outdoor recreation needs.
4. Public Forums on the Plan for Oregon's State Park and Recreation System - a series of statewide forums conducted in October 1972 to gather public opinion on planning issues.
5. Oregon Statewide Plan for Historic Preservation - a preliminary plan to identify the historical resources of the state and to recommend a statewide action program to preserve the identified historical resources.
6. State Parks Master Plan Program - a planning program set up to prepare individual master plans for the major state parks throughout Oregon.
7. State Ocean Beach Access Program - A program for the acquisition and development of the necessary beach access sites to serve public recreational use needs.

8. State Scenic Waterways Program - a program which provides for administration of state scenic waterways, including the Rogue River Scenic Waterway on the coast; future planning studies to be made of potential scenic waterways throughout the state.
9. Oregon Recreation Trails Program - a program set up to establish a recreation trails system throughout the state. Initial steps have been taken toward completion of an Oregon Coast Hiking Trail and plans are being formulated for a Coast Range Trail (primarily for horseback riding) and a Coast Bicycle Trail which will parallel U.S. 101.
10. Acquisition and Development Program - an ongoing land acquisition and development program for enlarging and improving the state park and recreation system.
11. Plan for Oregon's State Park and Recreation System - a current planning effort to develop a long-range plan for Oregon's state park and recreation system.

#### TRAVEL INFORMATION COUNCIL

The eleven member council, created in 1971, is responsible for establishing official travel information centers and motorist informational signs in appropriate locations as an alternative to the indiscriminate use of other outdoor advertising. Staff support for the council is provided by the Highway Division of the Department of Transportation.

#### DEPARTMENT OF FORESTRY

The fourteen member Board of Forestry establishes forest practices for all state and private forest lands in Oregon. The State Forester administers these policies through the staff of the Department of Forestry.

Department activities are in five major programs: fire protection, insect and disease protection, management of state forests, service forestry and a forest nursery.

Fire protection activities include fire investigation, regulation of forest use, hazard control, fire studies, equipment development, fire detection, fire organization and resource mobilization. About 75% of the forests directly along the Oregon coast are protected by the Department.

Insect and disease protection is provided by the Department to the same forests offered fire protection. Specific activities include detection through annual state-wide surveys and local ground surveys and control of major insect infestations and disease through cooperation with all forest landowners.

Specific forest management activities include engineering resource planning, land rehabilitation, reforestation, timber management, marketing and environmental management. Some 612,000 acres or 80% of state forests are found in coastal counties with major state ownerships in Clatsop, Tillamook, Douglas and Coos Counties.

Service forestry assistance is given on the same lands as fire protection. Private owners are given forestry assistance on reforestation, timber management, protection and marketing. The Forest Practices Act is administered to regulate forest practices on all forest ownerships in the areas of reforestation, road construction and maintenance, harvesting practices, use of chemicals, and slash disposal.

### III-C. LEVEL OF FEDERAL AGENCY PLANNING ACTIVITIES IN COASTAL ZONE:

There are a multitude of federal agencies whose activities have a major impact on the planning programs of OCC&DC. Some of these agencies have regulatory or management authority over certain types of development or natural resources, while others are more involved in research, education, agency coordination, technical assistance or financial assistance. The number of federal agencies is too large to enable a listing and outlining of their responsibilities in this report.

A general listing of the federal agencies involved, to one degree or another, in the coastal zone is as follows:

- U.S. Army Corps of Engineers
- Pacific Northwest River Basins Commission
- U.S. Forest Service
- Bureau of Land Management
- Bureau of Sport Fisheries and Wildlife
- National Marine Fisheries Service
- U.S. Fish and Wildlife Service
- Soil Conservation Service
- U.S. Geological Survey
- Environmental Protection Agency
- Extension Service - Sea Grant
- Bureau of Outdoor Recreation
- National Park Service
- Agricultural Stabilization & Conservation Service
- Bureau of Reclamation
- Economic Research Service
- Farmers Home Administration
- Coast Guard
- Federal Power Commission

Coordination with these agencies is extremely important. The Executive Director of OCC&DC participates on the Oregon Study Team of the Pacific Northwest River Basins Commission, thereby coordinating efforts with the majority of the federal agencies actively involved in the coastal zone. A number of studies are underway by the Study Team and are projected over the next three years in Sub-region 10 South (includes the river basins of all rivers along the Oregon Coast - coincides with the area encompassed by OCC&DC with the exception of the inland drainage systems of the Umpqua and Rogue Rivers). As noted in other sections of this report, the OCC&DC is participating in a number of the study efforts of the Pacific Northwest River Basins Commission.

The Commission recognizes that substantial planning work is currently underway by federal, as well as state and local bodies. A major part of the Commission's work will be the coordination of the results and information of these studies and their integration into the comprehensive coastal plan. An outline and inventory of planning and research activities related to coastal zone management by federal and state agencies is contained in Appendix B of this report.

FEDERAL COASTAL ZONE MANAGEMENT BILL:

On October 28, 1972, President Nixon signed the Coastal Zone Management Act of 1972 into law (Public Law 92583). The stated purpose of the act is "... to encourage and assist the states to exercise effectively their responsibilities in the coastal zone through the development and implementation of management programs to achieve wise use of the land and water resources of the coastal zone, giving full consideration to ecological, cultural, historic, and aesthetic values as well as to the needs for economic development". The federal program will be administered by the National Oceanic and Atmospheric Administration (NOAA) of the U.S. Department of Commerce.

The Coastal Zone Management Act has three distinct parts, all of significance to OCC&DC. The first aspect is the provision of federal guidelines for the development of state coastal zone management programs. The Federal Act requires states to: (1) Identify the coastal zone boundaries for purposes of the management program; (2) define permissible land and water uses within the coastal zone having a direct and significant impact on coastal waters; (3) inventory and identify areas of environmental concern within the coastal zone; (4) identify the means of control over identified permissible land and water uses; (5) develop a priority of uses for particular areas of the coastal zone; and (6) describe the organizational structure of the coastal zone management agency.

It should be noted that the OCC&DC legislation and current work program fulfill all the federal requirements but # (4) listed above. There is presently no provisions for control over permissible land and water uses in the OCC&DC program.

The second aspect of the Federal Act is the provision of grants to assist state coastal zone management programs. Grants will be on a two-thirds Federal and one-third State matching basis. A state agency in Oregon must be designated for the receipt and administration of the federal funds.

The third aspect of the federal program is the provision of assistance in developing needed technical information. This segment of the federal program would correspond to and complement OCC&DC's effort to develop an information storage and retrieval system for coastal zone management.

Additionally, the Act requires the recognition of national interests in the coastal zone and the designation of certain areas for preservation or restoration, including estuarine sanctuaries.

RESEARCH ACTIVITIES IN COASTAL ZONE:

A massive amount of research has been compiled and is presently underway through the Sea Grant activities of Oregon State University, the research activities of several on-campus departments at Oregon State University, the Bureau of Governmental Research and Service at the University of Oregon, and the University's Institute of Marine Biology at Charleston. Appendix B. contains a summary of some of the research activities conducted by those entities. (Additional input is forthcoming for this section of the report and will be included in the final draft presented to the Commission on January 12).

S E C T I O N   I V

C O M M I S S I O N   W O R K   P R O G R A M



The purpose of the OCC&DC is to prepare and recommend, to the 58th Legislative Assembly, coordinated policies and plans, and their methods of implementation, for the wise management of the natural resources in the coastal zone. Within this framework, the OCC&DC has and is continuing to carefully evaluate the ongoing planning efforts of local units of government and state and federal resource agencies in developing and carrying out Commission work program objectives. This information, coupled with the direction provided by the problem identification process outlined in Section II of this report, is the basis from which the overall work program of the Commission has been developed.

The primary work program elements of OCC&DC include, (1) the development of policies and standards for resource management; (2) Economic Survey and Analyses to provide base of data regarding economic potentials, conflicts and trade-offs; (3) public involvement and information programs; (4) transportation planning; (5) coordinated coastal mapping program, and; (6) information storage and retrieval program. There are additional points of emphasis in the Commission work program not outlined in this report. The following items are primarily the major aspects of the work program:

1. DEVELOPMENT OF POLICIES AND STANDARDS FOR RESOURCE MANAGEMENT IN THE COASTAL ZONE.

The primary task of the OCC&DC is preparing policies and standards against which proposed uses of the natural resources in the coastal zone may be evaluated. A policy is defined as "...a defined course or method of action selected from among alternatives to guide and determine present and future decisions adopted by some authority". Policy planning is important to the OCC&DC in that policies help to define the conflicts inherent in resource use and development and clarify approaches to resolving those conflicts.

The OCC&DC will develop policies and standards for resource management in the coastal zone. The development of standards is a legislative charge of the Commission. However, OCC&DC Comm-

Commissioners believe standards development must be preceded by an extensive public involvement program which will lead to agreement on broad issues of resource management policy. Only after consensus is reached at the "policy" level regarding resource use can the Commission proceed to the development of resource standards.

Coastal zone resource policies will be fairly uniform guiding principles, but they are not specific proposals for action. The following is an example of the policy level intended:

Natural vegetation on the floodplain and in the floodway should be preserved unless its size, shape, or location would block free flow of floodwater. When removed, it should be replaced with other vegetation effective in preventive erosion, retarding runoff, and should contribute to natural beauty.

To effectively serve as a base for the development of standards, the policies developed through the leadership of OCC&DC must be of coast-wide significance and general enough to be uniformly applicable in terms of resource management in the coastal zone.

The initial discussion of resource management policies by OCC&DC took place June 29 and 30, 1972, at the Commission's Salishan Conference. The Commission outlined numerous local and regional concerns, problems, goals and objectives. Subsequently, these areas of interest were refined into categories of environmental concern clearly of significance in coastal zone management.

Policies will be drafted for the developmental activities and natural resource categories identified as being of coast-wide concern by OCC&DC; these are:

1. Estuaries
2. Wetlands
3. Floodplains
4. Geological Hazards
5. Beaches and Dunes
6. Shorelands
7. Continental Shelf
8. Unique and Scenic Features
9. Historic and Archaeological Sites
10. Scientific Natural Areas
11. Wildlife and Fish Habitats

12. Freshwater Lakes and Streams
13. Forest and Watershed Lands
  - \*Land Treatment Practices
  - \*Vegetation Removal
  - \*Natural Resource Interactions
14. Agricultural Lands
15. Public Recreation Areas
16. Industrial Lands
17. Residential Lands
18. Aesthetic Considerations, including noise pollution

A draft policies document will be prepared for review and discussion at the local level, as well as by state and natural resource agencies. The draft policies will be agreed upon, modified, re-written, etc., during this process of public review. The completed policies will provide the basis from which more detailed standards may be developed.

A standard is defined as "...any definite rule, principle or measure established by authority". Standards are an essential and primary component of the coastal zone management plan in that they provide guidance in management decisions, relating to the capacities and tolerances of a given resource for use and development.

Resource management standards will provide a specific method for decision-making to maximize the benefits of the coastal zone to the people of Oregon. Resource standards will not only provide guidance for local government units in resource decisions, but will also, and perhaps more importantly, spell out the "rules of the game" for private enterprise, allowing developers, etc., to proceed with capital investments in the coastal zone in an orderly manner with a broad understanding and security in knowing that their actions or proposed actions are compatible with natural resource capacities. All too often we have witnessed the planning stages of a development occurring, accompanied by considerable investments of capital, only to find that the project of development is not feasible due to potential adverse impact on the environment--a consequence not clearly recognized in the early planning stages of the particular project by the developer.

Standards will be based on sound principles of resource management and related to the physical features of the coastal zone in such a manner that they may be readily interpreted by local officials and natural resource personnel. The following is a standard of the nature intended:

No construction, reconstruction or alterations of any building or structure and no filling in, dumping, discharge of sewerage, or other wastes, piping, excavation, or change of grade should be permitted in any tidal wetlands excepting wooden walkways, wharfs and duck blinds, and public boat landings.

Standards will be prepared for those 18 natural resource and developmental activities areas previously identified by the Commission, and based on the policies drafted in those categories.

The standards will be directed at common resource management problems and decisions. Standards will be developed first for those natural resource areas for which detailed information is available. Geological hazards and floodplains are examples of such resources. Resource categories will also be prioritized for the development of standards in order that the more critical areas of decision-making (such as estuaries) will receive primary attention.

Standards will be developed by OCC&DC staff, natural resource agency personnel, and by consultants selected by the Commission. Extensive public involvement in the development of standards will continue throughout the program.

## 2. ECONOMIC SURVEY AND ANALYSIS:

Due to the obvious relationship between natural resource and the well-being of coastal citizens, the Commission has, as one of its primary tasks, the study of economic potentials and conflicts within the coastal zone. More specifically, the study is to provide a base of data regarding economic potentials and conflicts, identifying information for evaluating "trade-offs" from an economic standpoint between conservation and development.

The basic problem, regardless of geographic location, is the

conflict between unlimited wants and limited resources. A more definitive description of the coastal problem and basis for the Commission's concern is contained in the following quotation from a recent publication:

Protection of the environment--e.g., the conservation of natural resources--has become a pressing policy issue in the United States in the second half of the twentieth century. The coastal zone has been a critical site for the joining of this issue, primarily because of the many conflicting demands for a relatively scarce supply of shoreline and related coastal amenities. At one extreme in the controversy are the "preservationists", who contend that all coastal resources should be preserved in some natural state and used only for limited access recreational purposes (if used at all). At the other extreme are the "exploiters" who demand that all resources be used for purposes of economic development, as measured by increases in immediate or short-run capita dollar income and the number of jobs. Each extreme seems to insist adamantly that the only policy which will serve well the long-run interests of the American people is one that exclusively accepts its position. Policy-makers and planners at all government levels are caught in the middle between these two extreme positions, and they are very vulnerable to pressures from either extreme because they have no objective basis for evaluating the trade-offs between the two extremes and, thus, defining an optimum system of uses for the resources of the coastal zone.\*\*

Obviously, for an optimum management system, such as mentioned above, to be effective, it must include private as well as public decision-makers. Local citizens as well as public officials must be capable of influencing the system in a positive manner. This capability, in part, is derived from the ability to utilize professional assistance available through various regional organizations, state and federal offices and educational institutions in developing methods of evaluation which recognize the inter-relationships within and between the economy and environment.

\*\*James C. Hite and Eugene A. Laurent, Environmental Planning: An Economic Analysis - Applications for the Coastal Zone, (Praeger Publishers, New York, Washington, London, 1972), p. 3

A current economic study which reflects this concern is being carried out in the coastal zone by the Economic Task Force of the Pacific Northwest River Basins Commission. The study, to be completed by June 30, 1973, will provide the basis for further in-depth study of economic potentials and conflicts by OCC&DC. The stated objective of the study is "to provide economic input and increase the effectiveness of local, state and federal planning and decision-making in the management of coastal zone resources. State and federal cooperation in support of local participation in the planning process will be emphasized". In addition to emphasizing effective decision-making, the objective recognizes the need for a partnership arrangement in a management system.

Participants in the study include fourteen state and federal agencies. The Coos-Curry-Douglas Economic Improvement Association also provides a task force member. The OCC&DC is assisting in this effort through its executive director acting as chairman of the task force.

Each agency is to prepare a report in their respective areas of resource interest identifying resource capacities, employment effects of economic sectors (i.e. wood products, fisheries, etc.) and identify external factors such as foreign markets, environmental policies, etc., which influence that economic sector.

Oregon State University, Agricultural Economic Department, will prepare a summary report, outlining the implications of the inter-relationships of the individual agency reports. The language of the summary document will be expressed in lay terms in order to achieve wide public distribution, understanding and use, particularly by public and private decision-making groups.

The subsequent study to be conducted by OCC&DC will build on the information generated in the PNRBC report and will identify economic potentials and conflicts including collection and interpretation of additional existing information and identifying further information needs. It is expected that the study will also identify and discuss fragile areas of the coastal economy. The results of this study will provide local decision-makers

with a detailed data base and alternative methods of evaluating conservation and development issues and will provide information and a methodology for evaluating "trade-offs" between conservation and development.

The Coos-Curry-Douglas Economic Improvement Association has agreed to assist in this effort. The Association's executive director will assist in preparing a detailed work program from which the Commission can carry out the intent of its program.

In summary, it may be said that the economic study, as well as the other elements of the Commission's overall program, is primarily concerned with three general objectives:

- (1) Ensuring to the people of the coastal zone and to the state in general, the maximum present and future returns from coastal resources.
- (2) Balancing the rights of the present generation against the rights of future generations.
- (3) Allocating powers and duties as clearly as possible between the private and public sectors.

Whatever the plan developed for the management of coastal zone resources, it is clear that this plan must include a system in which individual decisions can be placed regarding economic considerations in resource management.

3. PUBLIC INVOLVEMENT PROGRAM:

One of the most important tasks of the OCC&DC is the development of a public involvement program encouraging a wide variety of public and private interests to participate in reviewing, responding and selecting alternative management policies and standards for coastal resources.

Central to the program are the questions of who participates, and to what extent are these people involved in the process of decision-making?

With these thoughts in mind, perhaps the most significant aspect of preparing policies and standards for resource management is the method of achieving local, state and federal consensus

and commitment to solving resource problems. The focus of efforts, therefore, is in solving problems and resolving conflicts, rather than producing another planning document.

Commitment is the key word in solving resource problems. In this regard, commitment has a special meaning. By definition, it is an agreement or pledge to carry out a specific course of action--in a sense, a determination to see that the job gets done. Without commitment, the preparation of policies and standards is an exercise in futility and will result in frustration and meaningless expenditures of time, effort and public monies.

The basic question then, is how can a set of policies and standards be developed, based on consensus with a parallel commitment of implementing those policies and standards? It is fundamentally a question of whether or not those affected by decisions regarding our natural resources participate in making those decisions. To make decisions, to participate in the decision-making process, is to exercise power. The exercise of power is recognized as the attribute, not only of the "citizen", but of the "free"man in a free society.

From a practical viewpoint, there must be recognition that the solutions to resource problems lie largely with local decision-makers, both public and private. Obviously, state and federal agencies play a significant role, however, the preponderance of day-to-day decisions that affect natural resources are made at the local level.

If commitment is to be gained in implementing policies and standards, it will be through local participation along with state and federal interests sharing in the development of those policies and standards.

For these reasons, the OCC&DC does not wish to attempt to legitimize planning decisions that have not considered local interests. The Commission would rather capitalize on the abilities and knowledge of coastal citizens, in developing and recommending solutions to resource problems.

In short, the Commission wishes to carry out its tasks by



planning with people rather than planning for people.

In addition to its major responsibility of preparing and recommending coordinated management plans to the Legislature, the Commission has an important role as a catalyst--bringing together individuals and groups of varying interests, both public and private, coastal and inland, to focus attention on the natural resources of coastal Oregon.

These individuals and groups can be defined more specifically as:

- Local elected officials, commissions and staffs,
- Environmental, commercial and industrial interests,
- Various "publics", (groups, organizations, etc., as well general citizenry)
- Councils of Government,
- OCC&DC Staff,
- OCC&DC Coordinating Committees,
- State natural resource agencies,
- Federal natural resource agencies and other state and federal agencies having a responsibility in the coastal zone.

The role of the participants is seen as developing and recommending alternative management policies and standards to the OCC&DC. The process involves review and suggestions for revision of an initial discussion draft of broad uniform policies for natural resource use. The suggestions will be incorporated in a second draft which will again be reviewed by participants. This process will be repeated until consensus is reached on a set of policies and, subsequently, standards that can be recommended to OCC&DC.

To assist in this program, the OCC&DC has entered into an agreement with the OSU Cooperative Extension Service to provide an extension agent specifically for preparing and carrying out public involvement and information programs.

As one can readily determine from the foregoing discussion, the OCC&DC conceives public involvement as a partnership in which citizens and their governmental institutions share in the development and implementation of programs for the well-being of people through the conservation and development of their natural resources.

PUBLIC INFORMATION PROGRAM:

A well-designed and implemented information program is an integral part of the Commission's total effort.

While the Commission's primary responsibility is in the coastal zone, coastal resources are viewed as important to all the people of Oregon. With this in mind, a part of the overall program will direct attention to residents of the Valley and eastern Oregon.

At the outset, special emphasis will be placed on the development of policies and standards. It is important to recognize that the first step is an awareness that a need does exist for the preparation and implementation of policies and standards leading to a resource management plan. For this reason, a slide presentation is being developed. The purpose of the presentation is two-fold, (1) to assist the public in understanding the need for resource management in the coastal zone and, (2) the role of OCC&DC in that management effort. The presentation is designed for viewing by general audiences and will be shown statewide, however, emphasis for circulation will be within the coastal zone. A staff member, and whenever possible, a Commission member will accompany the presentation to enlarge on the points presented and to relate the Commission's program.

In addition, video-tape presentations will be prepared and mini-reports published on each of the natural resource categories indicated on page \_\_\_\_.

Publication of a monthly OCC&DC newsletter will begin in January, emphasizing coastal activities and will be used as a communication device regarding management problems and solutions and as a monthly progress report of the Commission.

It is anticipated that the public involvement and information program will take a substantial portion of staff time. However, it is felt that involving local citizens in decision-making and establishing effective two-way communication will, in large measure, determine the success or failure of the Commission's efforts.

#### 4. COASTAL TRANSPORTATION PLANNING:

The need for adequate and coordinated transportation planning was identified as a major concern by OCC&DC Commissioners and others at the Commission's Salishan Conference in June, 1972. Additionally, in the discussions between OCC&DC staff and the coastal communities in December, 1972, transportation problems were frequently designated high-priority concerns of community development.

An effective and adequate transportation system is essential for the improvement of the coastal economy. Transportation facilities are also a focal point of those concerned with the future environmental quality of the coastal zone. The OCC&DC will recommend development of a transportation system which best implements a plan for coastal zone management, emphasizing a balance between these conservation and development interests.

OCC&DC will form a transportation planning committee, composed of representatives of the coastal regional councils, the State Department of Transportation, and other appropriate groups and agencies. The purpose of the committee will be to: (1) provide a summary of coastal zone transportation facility requirements to the National Transportation Needs Study by mid-June 1973, and (2) to evaluate the transportation needs inherent in the coastal zone management program and recommendations developed by OCC&DC.

Additionally, there is a problem of lack of coordination of existing transportation facilities in the coastal zone. It is anticipated that better coordination of existing facilities would be an added benefit provided by the coastal transportation planning group.

#### 5. COORDINATED MAPPING PROGRAM:

The Coordinated Mapping Program of OCC&DC is necessary to provide maps for resource inventory and management in the coastal zone, and also to provide the maximum benefits from publicly-financed research and planning efforts for potential users of information.

The program will consist of an inventory of maps and aerial

photographs of the coastal zone, and the development of base maps, when necessary, and other materials necessary to accomplish the OCC&DC work program.

The primary objective of the program, however, will be the coordination of mapping efforts of local jurisdictions and state and federal agencies. By recommending common scales, where possible, and joint development of mapping and aerial photograph projects, a more manageable information base will be available for future planning and resource management in the coastal zone.

OCC&DC will work closely with the Oregon Mapping Coordinating Committee in this effort.

6. INFORMATION STORAGE AND RETRIEVAL PROGRAM:

The Oregon Coastal Conservation and Development Commission (OCC&DC) will collect and develop a great deal of information in developing a plan for coastal zone management. In order that this information be available to a wide variety of users, an information storage and retrieval system must be developed. The system should be designed to accommodate maps, aerial photographs and specialized resource management data as well as conventional reports. The system must be structured to be practical for local jurisdictions involved in implementing a coastal zone plan, as well as effective for more specialized natural resource agencies.

It is not the intent of the Commission to develop such a system on its own, but to rely, primarily, upon an existing agency or institution to develop a comprehensive data storage and retrieval system, perhaps at one of the State universities. The role of the OCC&DC in this effort is to identify the need for such a facility and to assist in the development and collection of data which may then be stored and readily retrieved by agencies, organizations and units of local government in carrying out planning and management activities in the coastal zone.

In order to facilitate planning coordination throughout the state it is desirable that the information handling procedures used in the coastal planning process is compatible with those of the current Willamette Valley Environmental Protection Study

and other efforts statewide. The feasibility of such standardization is being investigated.

7. ESTUARY PLANNING GUIDELINES:

The OCC&DC has developed a set of guidelines to assist local units of government in developing and implementing plans for estuarine areas.

The guidelines are a result of a demand for an approach to resolve conservation and development conflicts and to establish effective resource management tools for land and water resource planning in the 14 estuaries in the coastal zone.

Emphasis is placed on (1) involving a broad range of people from varying backgrounds and disciplines in the planning process; (2) a definitive step by step process in developing a plan and management system; (3) basic contents of an estuary plan, and, (4) local, state and federal partnership in solving estuarine problems.

The Suggested Estuary Planning Guidelines will be available for general distribution by mid-January, 1973.

A P P E N D I X "A"

Detailed Critical Path of Work Program to go here

A P P E N D I X "B"

## A P P E N D I X "B"

The planning program for the coastal zone will include information from numerous sources. The Commission recognizes substantial planning work is currently underway by federal, state and local bodies. A major part of the Commission's work will be the coordination of the results of these studies and their integration into the coastal zone management plan.

The outline below, arranged by subject heading, identifies those state and federal agencies and departments known to be presently involved in coastal planning or contemplating such participation during the course of the study. In addition, considerable planning activity is underway at the county and council of government levels. The listing is likely to be incomplete, but is prepared as an illustration of the liaison and coordination which is necessary to adequately take advantage of massive amounts of existing information and ongoing study efforts.

Aerial Photography:	U. S. Army Corps of Engineers State Highway Department U. S. Department of Agriculture, Agricultural Stabilization & Conservation Service State Department of Forestry
Air Quality:	State Department of Environmental Quality
Bibliographies (Planning):	Pacific Northwest River Basins Commission State Natural Resource Agency Task Force
Demographic Studies:	Oregon State University, Agricultural and Economic Unit
Drainage Basins Studies:	State Water Resources Board U. S. Department of Interior, Bureau of Reclamation



Drainage Basins Studies:  
(Cont.)

U. S. Army, Corps of Engineers  
U. S. Department of Agriculture

Dune Preservation:

U. S. Department of Agriculture,  
Forest Service  
U. S. Department of Interior,  
Geological Survey

Economic Base Studies  
and Projections:

U. S. Department of Agriculture,  
Economic Research Service,  
Forest Service  
State Highway Division  
Oregon State University,  
Marine Advisory Program

Erosion (coastal):

U. S. Army, Corps of Engineers

Erosion and Sedimentation  
Studies:

U. S. Department of Agriculture,  
Forest Service

Estuary Studies:

Division of State Lands  
University of Oregon, Institute of  
Marine Biology  
U. S. Department of Interior, Bureau of  
Sport Fisheries and Wildlife  
Oregon State University, Department of  
Science and Engineering

Fish and Game:

State Fish Commission  
State Game Commission  
U. S. Department of Interior,  
Fish and Wildlife Service  
U. S. Department of Commerce,  
National Marine & Fisheries Service

Flood Plain Studies:

U. S. Department of Agriculture,  
Soil Conservation Service  
U. S. Army, Corps of Engineers  
State Water Resources Board

Geology:	State Department of Geology
Highway Planning:	State Division of Highways
Land Fill:	Division of State Lands State Attorney General
Land Management:	U. S. Department of Interior, Bureau of Land Management University of Oregon (Computer Application)
Land Ownership (estuaries and shoreline):	Division of State Lands
Law:	University of Oregon, Ocean Resources Law Program
Mapping:	State Engineer State Department of Forestry State Department of Revenue and Taxation U. S. Department of Interior, Bureau of Land Management U. S. Department of Interior, Geological Survey
Navigation and Marine Facilities:	U. S. Army, Corps of Engineers State Department of Transportation State Marine Board
Recreation:	State Highway Division, Department of Parks and Recreation U. S. Department of Interior, Bureau of Outdoor Recreation, National Park Service
River Basins Studies:	State Department of Transportation (Lower Columbia River Study) State Game Commission Pacific Northwest River Basins Commission

River Basins Studies: (Cont.)	U. S. Department of Agriculture, Forest Service State Water Resources Board U. S. Department of Interior, Bureau of Outdoor Recreation U. S. Army, Corps of Engineers
Soils Analysis:	U. S. Department of Agriculture, Soil Conservation Service
Waste Management:	State Board of Health
Water Requirements:	State Water Resources Board
Water Quality Control:	State Department of Environmental Quality
Water and Sewer Facilities:	Farmers Home Administration
Water (Ground) and Watershed:	State Engineers Office U. S. Department of Agriculture, Soil Conservation Service
Waterways Management:	Division of State Lands

## COASTAL ZONE MANAGEMENT: A SUMMARY OF OSU SEA GRANT INVOLVEMENT

November 1972

1. Almost all OSU Sea Grant projects bear, directly or indirectly, on coastal zone management.

Some are creating new technologies which coastal zone management will have to deal with. Aquiculture, for instance, will create a new coastal industry with implications in the economic and land-use sectors.

Other Sea Grant projects are providing new models, information, and data which make intelligent decision-making possible. Specific examples are cited under section 3 of this memo.

Still other Sea Grant projects are involving new groups in the decision-making apparatus of the coastal zone. Oregon fishermen, aided by the Sea Grant Marine Advisory Program, are increasingly taking on responsibility as community leaders in their home ports and regional planning boards.

2. Twelve current Sea Grant projects have rather direct import for coastal zone management. These projects are in the areas of coastal oceanography, marine economics, marine fisheries, ocean engineering, ocean resources law, and advisory programs. See list of specific projects appended to this report.

3. Sea Grant projects and personnel have acted as "consultants" for several management and planning tasks. For example:

a. Ocean engineering projects have provided essential information on estuarine hydraulics and flushing for planners in Newport and Coos Bay.

b. Sea Grant engineers cooperated in a study of coastal zone management planning and methodology. The study is being conducted by Drs. Bella and Klingeman, both of the OSU Department of Civil Engineering, and supported by the Pacific Northwest River Basins Commission and the Army Corps of Engineers.

c. The Army Corps of Engineers requested the Sea Grant ocean engineering dredging studies project to aid in assessing the environmental effects of dredging in Coos Bay, Oregon.

d. A team of economists and fisheries biologists conducted a multi-disciplinary study of Yaquina Bay, used in planning efforts there.

4. Sea Grant has conducted several conferences of value to coastal zone planners. For example:

a. The Marine Advisory Program helped conduct the recent Oregon Governor's Conservation Congress on Marine Fisheries Resources.

COASTAL ZONE MANAGEMENT: A SUMMARY OF OSU SEA GRANT INVOLVEMENT  
Page 2

b. The Sea Grant ocean engineering program holds an annual Technical Conference on Estuaries of the Pacific Northwest, well attended by decision-makers in coastal zone planning.

c. The Sea Grant Ocean Resources Law program recently conducted a conference on "The Future Management of the Oregon Coast", treating legal, environmental, social, economic, and governmental aspects of coastal zone planning.

5. Past Sea Grant projects have resulted in several publications of interest in coastal zone management:

Bourke, Robert H., Bard Glenne and Burton W. Adams. The Nearshore Physical Oceanographic Environment of the Pacific Northwest Coast. (ORES-U-T-71-001)

Bowman, Kenneth C., Jr. Evaluation of Heavy Mineral Concentrations on the Southern Oregon Continental Margin. Marine Technology Society 8th Annual Conference Preprints, 237-253.

Bromley, Daniel Wood. Economic Efficiency in Common Property Natural Resource Use: A Case Study of the Ocean Fishery. (ORES-U-X1-69-001)

Byrne, John V. and William B. North. Landslides of Oregon: North Coast. (ORES-U-G-70-002)

Castle, E.N., H.H. Stoevener, J.B. Stevens, H.F. Horton, A. Sokoloski, L.P. Parrish. Multi-Disciplinary Study of Water Quality Relationships: A Case Study of Yaquina Bay, Oregon. Agricultural Experiment Station, Special Report 348. Corvallis: Oregon State University, 1972.

Glenne, Bard, C.R. Goodwin, and C.F. Glanzman. Tidal Choking. Journal of Hydraulic Research, 9(1971).

Goodwin, C.R., E.W. Emmett, and Bard Glenne. Tidal Study of Three Oregon Estuaries. Bulletin Number 45 (ORES-U-T-70-001)

Komar, Paul D. Nearshore Currents and the Equilibrium Cuspate Shoreline. Oceanography, Technical Report 239, 15(May, 1972)

Komar, Paul D. Nearshore Cell Circulation and the Formation of Giant Cusps. Geological Society of America Bulletin, 82(September, 1971), 2643-2650

McNeil, William J. Marine Food Resources of Oregon. Oregon Cooperative Extension Service, OA 25. Corvallis: Oregon State University, 1970.

COASTAL ZONE MANAGEMENT: A SUMMARY OF OSU SEA GRANT INVOLVEMENT  
Page 3

Nath, John N. and Larry S. Slotta, editors. Proceedings: 1971 Technical Conference on Estuaries of the Pacific Northwest. (ORESU-W-71-001)

Rettig, R. Bruce and Kenneth J. Roberts. Commercial Seafood Industry of Oregon: A Comparison with Other Regions of the United States. (ORESU-G1-71-001)

Rettig, R. Bruce. Multiple Objectives for Marine Resources Management. (ORESU-R-70-009)

Richards, Jack Arthur. An Economic Evaluation of Columbia River Anadromous Fish Programs. (ORESU-X1-68-001)

Stevens, Joe B. Measurement of Economic Values in Sport Fishing: An Economist's Views on Validity, Usefulness, and Propriety. (ORESU-R-69-001)

University of Oregon. Ocean Resources Law (Issue), Oregon Law Review, 3(Spring 1971), Eugene, Oregon.

Wick, William Q., editor. Crisis in Oregon Estuaries: A summary of environmental factors affecting Oregon estuaries. (ORESU-G-70-001)

Classification	Title (Project No.)	Objectives	Relation to Coastal Zone Management
<p>ine Resources elopment - ological Oceano- phy (07)</p>	<p>Early Life of Boreal Food Fish and Shellfish (R/F-5)</p>	<p>To better understand the distribution and ecology of young food fish and shellfish and to better understand factors which might prevent them from growing to sufficient size to be of economic importance.</p>	<p>Provides important background information for assessing effects of coastal pollution on economically valuable marine fisheries.</p>
<p>ine Resources elopment - Marine conomics (14)</p>	<p>Demand, Prices &amp; Marketing of Seafood Products (R/EC-1)</p>	<p>To study and measure various parameters of the seafood marketing system.</p>	
<p>ine Resources elopment - Marine conomics (14)</p>	<p>Public Policy in the Marine Resources Industries (R/EC-2)</p>	<p>To evaluate economic costs and benefits of public management policies with respect to marine resource development, both physical and human.</p>	<p>Will be helpful in predicting impacts of policy decisions on the economic conditions in coastal areas.</p>
<p>ine Resources elopment - Marine conomics (14)</p>	<p>Economics of Coastal Areas (R/EC-3)</p>	<p>To evaluate benefits and costs of various solutions to multiple-use conflicts along the coastal zone.</p>	
<p>ine Resources elopment - Marine conomics (14)</p>	<p>Economics of Marine Firms (R/EC-4)</p>	<p>To determine the economic conditions of marine firms in marine resource areas, including the effects of the institutional environment on their efficiency and productivity.</p>	<p>Of importance to legislators and planners in developing new laws affecting the Oregon coastal zone.</p>
<p>ine Resources elopment - Ocean - Coastal (15)</p>	<p>Ocean Resources Law (R/L-1)</p>	<p>To increase legal understanding of coastal resources and coastal zone management</p>	<p>Will provide improved knowledge of the fish harvest system and how limited entry might affect it.</p>
<p>ine Resources elopment - Socio- tical Studies</p>	<p>Innovations and the Oregon Fish Harvest Systems: Impacts of Limited Entry (R/LE-1)</p>	<p>To analyze the effects of limited entry and provide decision-makers with information to use in policy decisions</p>	

Classification	Title (Project No.)	Objectives	Relation to Coastal Zone Management
Line Technology Research & Development - Coastal Engineering (25)	Estuarine Hydraulics (R/En-1a)	To provide quantitative information on the hydraulics and flushing characteristics of Oregon estuaries.	This data is essential for estuaries planning & management and for predicting the effects of man-made changes and activities on Oregon's estuaries.
Line Technology Research & Development - Dredging	Dredging Concepts & Consequences (R/En-5)	To investigate feasibility of conceptual dredging systems; to develop & test analytical methods; to predict immediate spoil fate in the discharge area.	
Line Technology Research & Development - Seafood Science & Technology (35)	Nutrition and Waste Utilization (R/S-4)	To investigate and determine the value of fishery products and waste materials for animal and human nutrition.	Utilization of shrimp waste in fish rations will offer a new market and ease pollution abatement.
Line Environmental Research - Applied Physical Geography (50)	Coastal Sand Transport (R/O-1)	To determine the direction and magnitudes of sand movement along the Oregon coast and to study influence of engineering activities (e.g., jetty & breakwater construction) on the coastal system.	Knowledge will be used to show how beaches can be preserved in the face of man's activities in the nearshore environment.
Advisory Services Extension Agent Services (71)	Marine Advisory Field Program (A/E-1)	To provide specialized support in coastal zone management, among other areas, and to develop partnership among industry, government and education.	Provides information, education and leadership of value to those concerned with coastal zone management; provides the interface between researchers in the university and those in the field directly concerned with coastal zone management decisions.
Advisory Services Public Education Programs (75)	Marine Science Public Education (A/E-7)	To increase level of understanding, interest, and appreciation of the ocean and its resources by Oregon citizens.	



Classification	Title (Project No.)	Objectives	Relation to Coastal Zone Management
Advisory Services Oceanography (77)	Oceanographic Advisory Education (A/E-4)	To provide oceanographic support to marine users, including provision of technical oceanographic support on policy issues such as nuclear power plant siting and coastal zone management.	(See previous page) Advisory Services
Advisory Services Recreation (77)	Marine Recreation Advisory Education (A/E-5)	To provide information to improve the marine recreation service industry and to serve as a technical resource to land- and water-use decision-making bodies.	

A P P E N D I X "C"

**UNITED STATES DEPARTMENT OF AGRICULTURE**  
**SOIL CONSERVATION SERVICE**

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431 Oregon Building, 494 State Street, Salem, Oregon 97301

December 22, 1972

Jim Ross, Executive Director  
Oregon Coastal Conservation  
and Development Commission  
Post Office Box N  
Florence, Oregon 97439

Dear Jim:

The Oregon Coastal Conservation and Development Commission requested that the Soil Conservation Service develop an inventory of all sand dune areas, both active and recently stabilized, that occur in Oregon's coastal zone. The study was requested in a letter from the Chairman of the Oregon Coastal Conservation and Development Commission to Herbert E. Carnahan, USDA Representative, Federal Advisory Task Force.

The work items requested for identification in the inventory are as follows:

1. Active dune areas where development could cause immediate problems:
  - a. Foredune areas
  - b. Inland dunes of bare sand
  - c. Shifting sand spits subject to wind and water erosion
2. Recently stabilized areas:
  - a. Those areas stabilized by man (with accurate explanation of how fragile these areas are if not handled properly)
  - b. Those areas of sand that now support stands of Shorepine and appear to be stable (with accurate explanation of problems involved unless developed within stringent guidelines)
3. The identification of high surface water table dune sheets where migratory wildlife plantings could be made. The areas are especially important to replace areas of natural feeding ground lost because of man's interference. (Home-sites, industrial sites, park sites, people)

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2 - Jim Ross - December 22, 1972

To expedite a Soil Conservation Service Study of the dunes, we made arrangements for Frank Reckendorf and Clyde Bowsby to work with members of the U. S. Forest Service Study Team so that we could discuss methods and procedures for inventorying the dunes. We felt that it would be a mistake to move out on our own inventory study without taking into consideration this recent extensive study of the Oregon Dunes National Recreation Area that has involved thousands of man-hours of work over the past year.

As a result of our meetings with the Forest Service and in examining what information is available for use in any dune inventory study, we have decided to use the inventory mapping units as established in the resource inventory for the Oregon Dunes National Recreation Area. Because of the extensive nature of the coastal zone, it will be necessary for us to work at a smaller scale than was used for the Oregon Dunes National Recreation Area Study.

The U. S. Forest Service in their study of the Oregon Dunes National Recreation Area had 40 mapping units in their mapping legend. For the Soil Conservation Service's more generalized study, we have decided to combine the 40 mapping units used by the U. S. Forest Service into 16 mapping units.

The dunes along the Oregon coast are usually associated with the major streams and rivers. However, for the 310 miles of ocean facing shoreline, there are approximately 140 miles of dunes. This represents about 45% of the Oregon shoreline. Therefore, because of the large area involved for inventory, we have decided to work at a scale of 1" = 1 mile. The particular aerial flight that we will be using for the inventory study was flown on May 10, 1971, and is in color.

In view of the mapping unit legend and aerial photographic scale mentioned, the inventory mapping procedure is being conducted as follows: 1) Stereoscopic delineation of the inventory mapping units; 2) Preliminary field checking of the inventory mapping units; and 3) Local evaluation of the preliminary field checked units with the Board of Supervisors of the local Soil and Water Conservation District's, as well as with the local Soil Conservation Service District Conservationists. Our review evaluation will also be conducted with other local people knowledgeable about sand dunes.

3 - Jim Ross - December 22, 1972

We have preliminary stereoscopic information completed on essentially all of the dunes between Cascade Head and Coos Bay which covers a distance of approximately 120 miles. We project to have field check information available covering approximately 100 miles of shoreline by about January 1, 1973. In addition, we have tentative meeting dates established for the 2nd week in January with two local Soil and Water Conservation Districts for review and evaluation of our preliminary mapping delineations.

As you know, a status report on the Soil Conservation Service Dune Study was presented to the Commissioners of the Oregon Coastal Conservation and Development Commission at their meeting in Florence on December 19, 1972. The Commissioners appeared to be generally satisfied with the type and content of the study being conducted.

The Soil Conservation Study along the Oregon coastal zone will be continued next year. We should have most of the field work and local reviews completed by about March of 1973, although, the evaluations in specific counties could be completed much sooner. In addition, rate studies on dune movement will be completed on specific localities during this time period.

Sincerely,

*Frank Rickendorf acting*

Herbert E. Carnahan,  
USDA Representative  
Federal Advisory Task Force to OCCDC

cc  
Oke Eckholm  
Frank F. Reckendorf  
Clyde Bowsby  
Bill Cox  
Mel Ridgon  
Jim Lockhard  
Ralph B. Cleveland  
Bud F. A. Svalberg

A P P E N D I X D

-Working draft of Policies to be submitted to  
Legislature separately as addendum

A P P E N D I X E

-Working draft of Standards for Geological  
Hazards to be submitted to Legislature  
separately as addendum.

The earth was created by the assistance of the sun, and it should be left as it was. . . . The country was made without lines of demarcation, and it is no man's business to divide it. . . . I see the whites all over the country gaining wealth, and see their desire to give us lands that are worthless. . . . The earth and myself are of one mind. The measure of the land and the measure of our bodies are the same. . . . Do not misunderstand me, but understand me fully with reference to my affection for the land. I never said the land was mine to do with as I choose. The one who has the right to dispose of it is the one who has created it. I claim a right to live on my land, and accord you the privilege to live on yours.

Heinmot Tooyalaket (Chief Joseph)  
of the Nez Percés

I believe that all the land belongs to a vast family of which---

Many are dead  
A few are alive  
And an untold number are yet unborn

-Nigerian Chief

Great Spirit, Grant that I may not criticize my neighbor until I have walked a mile in his moccasins.

Indian Prayer



COASTAL ZONE  
INFORMATION CENTER

