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POLICIES AND STANDARDS FOR FRAGILE SAND AREAS

PRELIMINARY REPORT
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(2) secondary dunes;
(3) deflation plains; and
(4) older stabilized areas.

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POLICIES AND STANDARDS FOR FRAGILE SAND AREAS

April, 1973

(For Staff and Commission Reference in Developing Natural Resource Management Policy)

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TABLE OF CONTENTS

	PAGE
Background	1
Purpose and Scope	1
Acknowledgements	2
Beaches and Dunes	
I. Public Input for Policies Development	3
Recreation	3
Development	4
II. Resource Specialist Input	7
Management Goal	7
Management Objectives	7
Draft Policies Statements	9

POLICIES AND STANDARDS FOR FRAGILE SAND AREAS

Background

The Oregon Coastal Conservation and Development Commission was established by the 1971 State Legislature to develop a resources management program for the Oregon coastal zone. In July of 1972 the Commission identified 18 resource categories and environmental conditions of regional and statewide concern to be included in the coastal zone management program. Fragile sand areas were designated as significant for the development of policies and standards, as many are concerned with existing and potential development problems in sand dune areas which occur on about half of the Oregon coastline.

In developing policies and standards for fragile sand areas, OCC&DC is involved in three major efforts: (1) the expression of policy area concerns by the general public; (2) the definition of needed and desirable policies and standards by professional resource manager; and (3) the analysis of existing statutory (and adopted) policy at the state and local levels.

Purpose and Scope

This report is designed to aid in the development of a first draft of policies and standards for the management of fragile sand areas, (dunelands of many types, including active and stabilized foredunes, deflation plains, secondary dunes and older stabilized areas) in the coastal zone. Contained herein are (1) general policy statements on fragile sand areas expressed by participants at OCC&DC public involvement workshops; and (2) suggested policies and standards developed by staff menbers of the Soil Conservation Service, U.S.

Department of Agriculture.

Acknowledgements

OCC&DC appreciates the efforts of Soil Conservation Service Professionals, including Frank Reckendorf, Herb Carnahan, Clyde Bowlsby, Bill Billings, Don Leach and Bob Courtel, in developing the "resource specialist input" portion of this program.

A more intensive effort at defining criteria for developing policies and standards for fragile sand areas will be made by OCC&DC, the Soil Conservation Service, and other resource specialists after an inventory of these resources is completed by the SCS River Basin Inventigation staff in Salem in the fall of 1973.

(Note - The public input listed here is the result of a policy development workshop held in Florence, Oregon on March 30 and 31, 1973. This was only a first of a continuing series of local and coast-wide policy development and review workshops which will be conducted by OCC&DC through December of 1974.)

I. Public Input for Policies Development

A. Recreation

1. Public Access

a. Public access is not always desirable.

b. Provide only public access - no roads for expediencies sake.

c. Establish a definite public access to those beaches and dunes designated for public recrational use.

d. Public access to beaches should be acquired and protected. Access should be developed in a manner that protects the resource values of the area.

2. Off Road Vehicles

a. Vehicles should be allowed only in areas established for vehicular use. These areas should be designated on a compatible use concept.

b. Preserve ORV access and use in some areas.

c. Limit location (specific areas) of motorized vehicles on beaches. Recognize fragility of dunes and protect them.

d. Regulate recreational vehicles coast wide or state wide. Keep in action sand areas only.

e. Minimize vehicle traffic.

f. Impact of off road vehicles should be studied.

3. Planning & Regulations

a. Primary purpose of beaches and dunes should be recreational.

b. Encourage dispersion of recreational uses.

c. Identify areas on coast suitable for campground/recreational use; prevent overuse in areas.

d. Develop use restrictions, limitations, or regulations for those dunes and beaches designated for recreational activities.

B. Development

1. Building

   a. Building/construction permit review procedures will include consideration of potential dune movement.

   b. Prohibit any manipulation or development (residential, commercial, industrial) of foredune and sand spits.

   c. Should require performance bond of developer.

   d. No building on action foredunes.

   e. Develop environmental impact analysis procedures for any building on dunes.

   f. Setbacks from dunes should be established for building purposes.

   g. Preserve beaches and dunes as they exist; allow no building on dunes.

   h. Discourage development on spits and dunes.

   i. Prevent alteration of beach lines by jetty and other structures without proper studies. Erosion and accretion studies to develop models should be promoted.

   j. Encourage comprehensive plan to consider impact of any construction or development on dunes (fore or primary).

   k. Identify those sand dune areas to be protected and those that will be developed.

   l. Introduction of new vegetation must be carefully evaluated.

2. Stabilization

   a. Dune stabilization should be used where it is practical in order to obtain stabilized areas for development behind foredune.

   b. Dunes which should not be developed or stabilized should be identified and preserved for open space.

   c. Allow dune stabilization where a demonstrated public benefit will occur through protection of existing investment or natural area.

   d. Stabilization should not be considered as a goal.

   e. Stabilization should occur only in those areas deemed appropriate.

f. Must consider adjacent effects of stabilizing.
g. Development should occur only in areas already stabilized.

h. Where feasible, restrict development to a stabilized back dune.
i. Discourage stabilization for development purposes.
j. OCC&DC should encourage continuance of active dunes. Perhaps periodic disruptions of stabilized foredune to allow new sand transport. Sand supply is important.

3. Planning and Regulations
   a. Need mandatory penalties and strict enforcement for vandalism and littering. Stiffer penalties and interagency enforcement arrangements through uniform laws and enforcement procedures.
   b. The dunal area of the Oregon coast is unique. Preservation of the dunal process is necessary.
   c. Where necessary sand removal can take place to help protect specific areas.
   d. The state should assume its financial responsibility for maintenance of the beaches regarding fill protection, police patrol, litter, etc. in fulfilling its ownership responsibilities.
   e. Let natural processes occur on ocean.
   f. Taxes should be adjusted to encourage open space - not development. Taxes should reflect building regulations and limitation in their rates.
   g. Property owners should be compensated when development prohibited.
   h. Need to establish "carrying capacities" for dune areas.
   i. Beaches and dunes need regional control.
   j. Open sand is a significant tourist attraction.
   k. Consider the value ofdomestic and commercial water supply.

   l. Any proposal which changes vegetation or interrupts long shore drift should be accompanied by a thorough study and ecological report.

m. Foredunes may provide a degree of physical protection. Objectives--establish controls and restraints to protect scenic values.

II. Resource Specialists Input

Management Goal:

To preserve and maintain beaches and dunes as landforms which are essential elements of the physical landscape of the coastal zone.

Management Objectives:

1. To prevent visual blight and ecological damage in dune... areas through the control of development in this area.

2. To prevent or reduce threats to the coastal environment, particularly in stabilized and partially-stabilized sand dune areas, and other similar fragile resoruce areas, through control of off-road recreational vehicles.

3. Encourage the prohibition of development in areas of abundant blowing sand.

4. To develop a system of adequate, appropriate access points to...beach fronts.

Resource Values	Policy Areas
Protection afforded by foredune	Development on foredunes
Habitat for wildlife, especially waterfowl, in deflation plains	Protection and management of deflation plains
	Public purchase of deflation plains as wildlife refuges
Aesthetic and recreational qualities of hummocks	Protection of hummocks
Plant life which requires micromatic conditions provided by hummocks	Control of use of hummocks by recreational vehicles
Wildlife habitat afforded by wooded hummocks	Development of new hummocks by plantings
Aesthetic and recreational qualities of open sand areas	Protection of open sand areas
	Development of new open sand areas
Plant and animal life dependent on precipitation ridges	Preservation of foredunes and backdunes which form precipitation ridges
Timber production	
Freshwater lake development	Control of development
Surface and ground water suplies	

Development of timber and related plant communities in older stabilized dunes

Stabilizing characteristics of duneland vegetation

Development sites attractive to a variety of users

Availability of mineral

Control of sand movements threatening lakes

Control of development, particularly septic tanks

Diversion of ground & surface water supplies from dune areas

Control of clear-cutting & ground cover removal

Control of fire and fire hazard

Water removal in stabilized areas

Excessive cuts and excavations in older stabilized areas

Grazing of domestic animals

Beach fires

Recreational vehicles

Introduction of exotic species

Site investigation and permit system

Mineral extraction

Draft Policy Statements

BEACHES AND DUNES

1. Any development on a primary, transitionary or secondary dune area shall have a site investigation* conducted by a qualified specialist in the field prior to the granting of approval for the proposed action for development.

2. Any individual, agency, organization or company proposing development on a primary, transitionary or secondary dune area shall submit a plan for the development to the appropriate state agency. The plan shall include specifications for (1) the type of development intended; (2) control of the area through temporary stabilization during construction; (3) a permanent stabilization program; (4) an on-going maintenance program; and (5) a plan for the protection of existing vegetation while construction is in process.

3. Specified open sand areas shall be designated for off-road recreational vehicles.

4. Off-road recreational vehicles will be restricted to designated roadways while passing through any stabilized or conditionally-stabilized sand dune area.

5. Grazing of domestic animals shall be permitted on stabilized and conditionally stabilized dune areas only on an assigned density basis as determined by proper authorities to assure prevention of damage to the area or surrounding areas.

6. No development shall be permitted on active foredunes.**

7. No development shall be permitted on sand spits with a history of erosion unless adequate stabilization approved by the proper authority is provided prior to development.

8. Breaching of an active foredune for the purpose of beach access shall be prohibited.

9. Because of the special vegetational characteristics of the wet areas or dune deflation plains (or other inter-dune wet areas) they should be retained for wildlife habitat, and not modified in such a manner as to preclude or reduce the availability for wildlife.

10. Special management guidelines should be applied to deflation plains because of their value for wildlife habitat.

11. Special management guidelines should be applied to sand areas surrounding freshwater lakes in the coastal zone.

* Requirements for conducting a site investigation will be specified on the basis of OCC&DC's fragile sand area inventory.

** Active foredunes are defined as those receiving a substantial amount of sand which is overriding existing vegetation.

12. Special management guidelines should be developed for hummock areas.

13. Sand areas designated as conditionally stable should be managed on a limited-access basis because of fire hazard and inherit fragility.

14. Clear-cutting of timber and especially understory vegetation or ground cover should be conducted in such a manner that no threat from moisture loss is posed to the survival of the adjacent and surrounding plant communities.

15. Developers of primary, transitionary, or secondary dune areas should be required to post a performance bond sufficient to cover the cost of revegetation of on-site or off-site areas damaged because of vegetation removal.

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