

Final Evaluation Findings
Oregon Coastal Management Program
August 2003 through October 2006



Office of Ocean and Coastal Resource Management
National Ocean Service
National Oceanic and Atmospheric Administration
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I. EXECUTIVE SUMMARY

Section 312 of the Coastal Zone Management Act (CZMA) of 1972, as amended, requires NOAA's Office of Ocean and Coastal Resource Management (OCRM) to conduct periodic evaluations of the performance of states and territories with federally-approved coastal management programs. This review examined the operation and management of the Oregon Coastal Management Program (OCMP) by the Department of Land Conservation and Development (DLCD), the designated lead agency, for the period from August 2003 through October 2006.

This document describes the evaluation findings of the Director of NOAA's OCRM with respect to OCMP during the review period. These evaluation findings include discussions of major accomplishments as well as recommendations for program improvement. The evaluation concludes that OCMP is successfully implementing and enforcing its federally-approved coastal management program, adhering to the terms of the Federal financial assistance awards, and addressing the coastal management needs identified in §303(2)(A) through (K) of the CZMA.

The evaluation team documented a number of OCMP accomplishments during this review period. OCMP is continuing a strong tradition of supplying funding, expert advice, and technical assistance to local coastal governments to assist with comprehensive land use planning in accordance with Oregon's four coastal goals (Goals 16, 17, 18, and 19). The Oregon Coastal Atlas is an easily accessible GIS system that provides users with information on a variety of coastal issues from hazards to public access. The Atlas has continued to evolve over the years and is an excellent example of providing the general public and local governments with the coastal information they need in an easily accessible format. The OCMP has partnered with local governments in a continuing effort to expand their ability to use GIS systems. OCMP has further developed strong partnerships with other networked state agencies. At the regional level, OCMP has been a leader in bringing a wide variety of stakeholders and regulators together to address problems related to the Columbia River.

The evaluation team also identified areas where the Coastal Management Program could be strengthened. OCMP's close collaboration with local partners has led to excellent training services and positive relationships between the state and the locals. OCMP should consider building upon its successes and providing input and training to help local communities address current and future challenges such as housing, economic development, and water supply planning. OCMP should further consider examining ways of setting grant priorities for technical assistance and 306A projects. OCMP is also encouraged to continue to develop the Coastal Atlas to reflect current resources available for public use. OCMP should consider how the Program's strong relationship with local governments and state agencies could best be utilized and integrated with ongoing and new efforts to improve water quality. At the regional level, OCMP should continue to

work with OPAC to provide input on ocean and coastal resource issues, and continue to direct resources to support regional decision-making in the lower Columbia River basin. Finally, NOAA recommends that OCMP determine which changes to the state enforceable policies are of priority for submittal and incorporation into their approved Coastal Management Program to ensure effective use of federal consistency.

II. PROGRAM REVIEW PROCEDURES

A. OVERVIEW

The National Oceanic and Atmospheric Administration (NOAA) began its review of the OCMP in June 2006. The §312 evaluation process involves four distinct components:

- An initial document review and identification of specific issues of particular concern;
- A site visit to Oregon, including interviews and public meetings;
- Development of draft evaluation findings; and
- Preparation of the final evaluation findings, partly based on comments from the state regarding the content and timetables of recommendations specified in the draft document.

The recommendations made by this evaluation appear in boxes and bold type and follow the findings section where facts relevant to the recommendation are discussed. The recommendations may be of two types:

Necessary Actions address programmatic requirements of the CZMA's implementing regulations and of the OCMP approved by NOAA. These must be carried out by the date(s) specified;

Program Suggestions denote actions that NOAA believes would improve the program, but which are not mandatory at this time. If no dates are indicated, the State is expected to have considered these Program Suggestions by the time of the next CZMA §312 evaluation.

A complete summary of accomplishments and recommendations are outlined in Appendix A.

Failure to address Necessary Actions may result in future finding of non-adherence and the invoking of interim sanctions, as specified in CZMA §312(c). Program Suggestions that are reiterated in consecutive evaluations to address continuing problems may be elevated to Necessary Actions. The findings in this evaluation document will be considered by NOAA in making future financial award decisions relative to the OCMP.

B. DOCUMENT REVIEW AND ISSUE DEVELOPMENT

The evaluation team reviewed a wide variety of documents prior to the site visit, including: (1) 2004 OCMP §312 evaluation findings; (2) federally approved Environmental Impact Statement and program documents; (3) financial assistance awards

and work products; (4) semi-annual performance reports; (5) official correspondence; and (6) relevant publications on natural resource management issues in Oregon.

Based on this review and on discussions with NOAA's Office of Ocean and Coastal Resource Management (OCRM), the evaluation team identified the following priority issues:

- Program accomplishments since the last evaluation;
- The effectiveness of the State in implementing, monitoring, and enforcing the core authorities that form the legal basis of the OCMP;
- The manner in which OCMP provides technical and planning assistance to local governments on coastal issues;
- Coordination efforts between OCMP and other federal, state, and local agencies;
- Implementation of the Federal Consistency process, including adherence to procedural requirements;
- The manner in which OCMP has addressed the recommendations contained in the §312 evaluation findings released in 2004. OCMP's assessment of how it has responded to each of the recommendations in 2004 evaluation findings is located in Appendix B.

C. SITE VISIT TO OREGON

Notification of the scheduled evaluation was sent to the DLCD, OCMP, relevant environmental agencies, members of Oregon's congressional delegation, and regional newspapers. In addition, a notice of NOAA's "Intent to Evaluate" was published in the *Federal Register* on August 30, 2006.

The site visit to Oregon was conducted on October 2-6, 2006. The evaluation team consisted of Ralph Cantral and Katarina Trojnar, OCRM National Evaluation and Policy Division, Carrie Hall, OCRM Coastal Program Division, and Mike Molnar, Indiana Coastal Management Program.

During the site visit, the evaluation team met with representatives from DLCD, the U.S. Army Corps of Engineers (USACOE), NOAA Marine Fisheries Service (NMFS), the Governor's Department of Natural Resources, the Parks and Recreation Department (ODPR), the Department of State Lands (ODSL), the Department of Geology and Mineral Industries (DOGAMI), the Watershed Enhancement Board (OWEB), the Department of Fish and Wildlife (ODFW), as well as the Columbia River Estuary Study Team (CREST), the Ocean Policy Advisory Council (OPAC), and the Lower Columbia Solutions Group (LCSG). In addition, the evaluation team met with city officials from Newport, Lincoln City, Garibaldi, Rockaway Beach, and Astoria. Appendix C lists people and institutions contacted during this review.

As required by the CZMA, NOAA held an advertised public meeting on October 4, 2006, at 7.30 PM, at the Newport Public Library, 35 NW Nye Street Newport, Oregon 97365. The public meeting gave members of the general public the opportunity to express their

opinions about the overall operation and management of OCMP. Appendix D lists individuals who registered at the meeting. NOAA's response to written comments submitted during this review is summarized in Appendix E.

III. COASTAL MANAGEMENT PROGRAM DESCRIPTION

The Oregon Coastal Management Program (OCMP) was approved by NOAA in 1977 and is comprised of a network of agencies with authority in the coastal zone. The Oregon Department of Land Conservation and Development (DLCD) serves as the lead agency.

The Oregon Coastal Zone extends from the crest of the Coast Range Mountains seaward three nautical miles to the seaward extent of state jurisdiction, except for the Columbia River (downstream end of Puget Island), Umpqua River (Scottsburg), and Rogue River (Agness). Oregon's ocean shoreline is complex, containing all or part of 17 littoral cells comprised of sandy beaches bounded by rocky headlands, the mouths of 22 estuaries, three of which are deep-draft ports and several of which are shallow-draft ports, and over a thousand rocks and islands managed as the Oregon Islands National Wildlife Refuge.

Oregon's beaches are open to the public; the submersible "wet-sand" portion is within state jurisdiction and the "dry sand" portion is subject to a public recreational easement enacted by the 1967 state legislature and subsequently upheld by the courts. The Oregon Parks and Recreation Department, which manages 84 state parks on the coast, has management authority over the ocean shore and regulates shorefront protective structures and other activities that infringe on the public beaches. Each estuary is managed by appropriate local, state, and federal entities through an estuary management plan adopted by the county and cities within which the estuary is located. Other dunes areas are managed through locally-adopted comprehensive land use plans.

DLCD administers 19 statewide planning goals, including four coastal resource goals, adopted as enforceable state policies by the Land Conservation and Development Commission. Cities and counties are required to adopt comprehensive land use plans and implementing ordinances that comply with these goals.

On the coast, DLCD OCMP staff works with local governments to implement and update plans and ordinances, with emphasis on coastal goals 16 Estuarine Resources, 17 Coastal Shorelands, and 18 Beaches and Dunes. The economy and culture of coastal communities have historically been based on timber harvest, ocean fishing, agriculture, and tourism and recreation. Today, this economic base is undergoing dramatic shifts away from the resource-extractive sectors to resource-amenity sectors such as retirement, vacation travel, leisure, and recreation. Many coastal communities use their land use plans and ordinances to help plan for transition and manage urban growth and development.

The OCMP provides a significant amount of financial and technical support to help coastal local governments carry out these responsibilities. In addition, OCMP staff works closely with a host of state agencies whose authorities and program activities are part of the Oregon Coastal Management Program. Principal partner agencies include the Oregon

Department of Geology and Mineral Industries (DOGAMI), Parks and Recreation Department (OPRD), Department of State Lands (DSL), Department of Fish and Wildlife (ODFW), Department of Environmental Quality (DEQ), Department of Transportation (ODOT), and Oregon Watershed Enhancement Board (OWEB). OCMP also works closely with other entities, including the Columbia River Estuary Study Task Force (CREST), a regional body comprised of local governments around the Columbia River estuary. OCMP provides principal staff support to the Ocean Policy Advisory Council (OPAC) established under state law.

IV. REVIEW FINDINGS, ACCOMPLISHMENTS AND RECOMMENDATIONS

A. OPERATIONS AND MANAGEMENT

1. Program Administration and Staffing

The Oregon Coastal Management Program (OCMP) is carried out by thirteen program staff within the Coastal Services Division of the Land Conservation and Development (DCLD), including a Program Manager, Administrative Assistant, Coastal Grants Coordinator, Coastal Policy Specialist, Marine Affairs Coordinator, Federal Affairs Coordinator, and State Permits Reviewer, all of whom are located in the central Department office in Salem; a Coastal Conservation Coordinator, Coastal Nonpoint Program Coordinator, Coastal Atlas Developer, and Coastal GIS Coordinator, all of whom are located in the Portland office; and a Coastal Shorelands Specialist, the North Coast Field Representative, and the South Coast Field Representative, all of whom are located in Waldport. In addition, OCMP relies on the services of other Department staff, such as the Director, land use policy specialists, and budget and accounting services.

2. Grants Management

OCMP funds and administers grants in four categories: Planning Assistance Grants (CZM), Technical Assistance Grants (306-TA), Small Scale Construction or Acquisition Grants (306A), and Stormwater Management Grants (310-NP). Over the past four fiscal years, the OCMP has awarded a total of \$2,391,200 to local governments from federal funds awarded to DLCD by NOAA under the CZMA. OCMP has also allotted more than \$930,000 to state agencies and contractors for technical and professional services and products, many of which directly supported local planning efforts.

Grants to local governments are critical to achieving Oregon's coastal program objectives. OCMP provides Planning Assistance Grants based on population, projected growth, and presence of special planning issues. Technical Assistance Grants are awarded based on the need for the identified project. Many of the Technical Assistance Grants have assisted local governments to develop or improve GIS capacity. Other projects have included updating comprehensive plans including hazard zone mapping, stormwater facility planning, and buildable lands inventories and assessments. The Technical Assistance Grants are for up to \$50,000 and require local one-to-one matching funds. Also, over the past three years, counties, cities, and port districts received 306-A grant funds totaling more than \$540,000 for almost 20 projects that improved public recreational access to coastal shores and waters, redeveloped deteriorating waterfronts, and preserved or restored natural, historical, and aesthetic resources.

OCMP has continued to streamline the administrative process for grant management, tracking, and reporting. The Program is increasing the use of the Grants Database by updating information, adapting the database to include coastal contracts, and enabling grant managers to enter grant closeout reports. OCMP is also initiating grant training sessions for coastal jurisdictions as well as DLCDC field staff to improve the understanding of grant management guidelines and requirements.

ACCOMPLISHMENT: OCMP is making every effort to improve grant administration to ensure efficiency and timeliness. OCMP has developed training sessions to improve communication with grant recipients and better assist local jurisdictions in grant management, implementation, and reporting.

PROGRAM SUGGESTION: NOAA encourages OCMP to consider setting priorities for technical assistance grants and 306-A projects.

B. PUBLIC ACCESS

In Oregon, the public has the right to use all sandy beaches and has many access opportunities.¹ Oregon's coastal public access inventory counts 651 access sites – nearly one access point per one-half mile of ocean shore. Impediments to increasing public access include crossing private property, as well as the topography in areas where steep bluffs limit the possibility of creating new access facilities. In addition, there are several management issues that coastal managers must consider. Many people recreate on the Oregon coast and different users have different expectations. Some users may want to hike in solitude, while others are happiest recreating in large groups near a parking lot where they can easily bring their belongings to the sand, and others may want to drive along the beach. In some cases, intense public use and sensitive habitats may not be compatible. Sensitive rocky intertidal habitat areas are particularly vulnerable to overuse and in need of protections to limit the impacts of use. The Ocean Shore Management Plan (OSMP) adopted by OPRD in 2005 addresses many of these concerns. Funding for acquisition of new beach access sites has been provided through the state lottery and OPRD designated funds. OCMP has provided funding and inter-agency coordination and consultation assistance to OPRD's ocean shores and rocky shores public access inventory and assessments.

1. Coastal Access Inventory and Enhancement

OPRD recently completed the OSMP which includes an analysis of gaps in access sites along the shoreline and outlines a set of recommendations for creating new access areas, and access for the disabled. The plan also balances the need for increased public access with the protection of sensitive habitats and in some sensitive areas recommends not increasing the number of public access points. The plan further emphasizes providing

¹ The Oregon Beach Bill of 1967 guaranteed public access to all of Oregon's sandy beaches.

different types of access for different uses, ranging from coastal users who desire a more wilderness experience to those who want to drive on the beach. The recommendations will guide future decision making.

OCMP makes information on coastal access sites publicly available through the Oregon Coastal Atlas. The Oregon Coastal Atlas is an interactive mapping database managed by OCMP. Plans are underway to update and expand the access inventory to include coastal lake and estuaries, as well as the OSMP coastal access data.

ACCOMPLISHMENT: The Oregon Coastal Atlas is a one-stop shop for data acquisition and interpretation that in addition to public access data, includes data on habitat, erosion and hazards, beach water quality, and rocky shores for Oregon's entire coastline. The Atlas continues to be expanded and updated in line with customer needs assessments and is an excellent example of meeting constituent needs.

PROGRAM SUGGESTION: The Public Access Inventory is a valuable tool for OCMP and partner agencies for the purpose of monitoring, maintenance, and enhancement of coastal access sites. NOAA encourages OCMP to continue its efforts in developing the database as it is served on the Coastal Atlas to determine the most useful way of conveying access information to the public.

2. Rocky Shores

The numbers of visitors to the Oregon coast appear to be steadily increasing and concerns over impacts to habitat have been long-standing. OPRD recently completed an analysis of the effectiveness of the Rocky Shores Management Strategy (RSMS) published in 1994 as part of the Territorial Sea Plan. The RSMP includes recommendations for areas to be designated for various levels of protection. Laura Hillman, a Coastal Services Center (CSC) Fellow, reviewed the current conditions of rocky shores and visitor use, and which RSMS recommendations had been implemented. OPRD found that few of the recommendations had been implemented.

The OPRD study looked at the level of implementation of the recommendations put forth in the RSMP and found that a few additional areas had been given increased protection and interpretative programs had been instituted at some heavily impacted sites. Volunteer interpretive programs were assisted by seed money from OCMP in the 1990s. OPRD recently hired rangers to patrol, enforce restrictions on marine life collection at rocky shore sites, and educate coastal visitors. In addition, locations of rocky shore sites, species and habitat data, and photos collected for the study will be made available through the Pacific Coast Ecosystem Information System developed by USGS and EPA, as well as OCMP's Coastal Atlas.

3. Fort-to-Sea Trail

OCMP has funded a number of projects under 306-A to enhance public access sites. For example, the OCMP recently partnered with other federal and state agencies, nonprofits, and local community groups to complete the Fort-to-Sea Trail, a seven-mile trail that traces the route of Lewis and Clark's Corps of Discovery between Fort Clatsop and the Pacific Ocean during the winter of 1805-06. The Fort-to-Sea Trail constitutes an important addition to the Fort Clatsop National Memorial and was completed in time for the 200-year anniversary celebration of Lewis and Clark's expedition.

C. COASTAL HABITAT

1. The Ocean Shore Management Plan

Habitat degradation and human disturbance are two principal challenges affecting wildlife and plant species along Oregon's ocean shore. The OSMP was developed through an extensive public process along with a companion plan titled the Habitat Conservation Plan for the Western Snowy Plover. A major challenge was balancing beach access and use while protecting the habitat of the Western Snowy Plover. The Habitat Conservation Plan provides direction for plover recovery in special places called "Snowy Plover Management Areas" along the coastline. The plover management areas total approximately 48 miles of sandy beach. Of the sixteen plover management areas, five are currently occupied by Snowy Plover. OPRD plans to restore the remaining eleven unoccupied plover management areas, over a 25-year period. The restoration plan for plover management areas includes habitat restoration, predator management, as well as curtailing recreation during the Snowy Plover nesting season. The plover management areas are also important habitat areas for other shore birds and should provide them with refuge also.

OCMP is working with OPRD in supporting Snowy Plover conservation efforts through an appointed OPRD education and outreach coordinator. The Coordinator provides interpretive services to the public at key plover sites. The interpretive services are jointly coordinated with the U.S. Fish and Wildlife Service and the U.S. Bureau of Land Management as well as local government park programs.

2. The Marine Habitat Project

OCMP has assisted ODFW by providing Section 309 funds to implement the Marine Habitat Project as part of the 2001-2006 Ocean Resources Strategy. The project has focused on assessments of nearshore rocky reef and fish habitat, and has been in the works since the mid-1990s. ODFW will use data from the assessments to produce recommendations and implement plans on sustainable management of nearshore marine resources for commercial and recreational fishing, taking federal and state policies into account. Although the assessment is currently focusing on commercial fisheries, ODFW is planning to look closer at recreational fisheries as well.

The primary marine habitat study largely focused on surveying rocky reefs using non-invasive methods and a remotely operated vehicle as a survey tool. The study was developed to better understand rocky reefs' impact on Oregon's fisheries. In 2004, the last of a five year study focused on the rocky patch off of Cape Perpetua. Issues studied were hypoxia, effects of commercial fisheries, public access and overuse of reef resources, and designation for protection.

3. Coastal Wetlands

Wetlands, particularly tidal wetlands, are among Oregon's most biologically diverse and productive ecosystems. They provide critical habitat for millions of migrating birds and all of Oregon's native salmon stocks depend on estuarine (tidally-influenced) wetland habitats during at least one critical stage of their lifecycles. Estimates of wetland losses vary widely and a study conducted by the USFW in 1990 determined that about 38 percent of Oregon's wetlands have been converted. Further estimates indicate that diking and filling has caused 50-80 percent loss of tidal wetlands in Oregon's larger estuaries.

At a state wide level, Oregon's wetlands policy of "no net loss," managed by Department of State Lands (DSL), has proven successful. DSL currently reports a 250-acres net gain of wetland areas per year, based primarily on wetland data gathered in the Willamette Valley, an area with greater development pressures than the coastal zone. However, no specific tracking system and quantitative data currently exist, showing the loss versus gain of coastal wetlands. This lack of data impedes efforts to protect, manage, and monitor coastal wetlands.

Protection of estuarine wetlands via DSL regulations in combination with local estuary management plans has proven effective. Less than two percent of Oregon's estuarine wetlands are designated for development, about one third of estuarine wetlands have a moderate level of protection, and about two thirds are protected in their natural state. Coastal cities are required to inventory and protect freshwater wetlands when they expand their urban growth boundary (UGB). OCMP and DSL work closely on a case-by-case basis with local jurisdictions, most recently with the cities of Newport, Warrenton, and Bandon, to inventory wetlands under Statewide Planning Goal 5, to adopt plan designations, development standards, and protection measures that protect wetland resources and functions.

In 2004, DSL and DLCD published an *Oregon Wetland Planning Guidebook* to integrate and coordinate a statewide land-use planning program and state and federal wetland regulatory programs. DSL has also recently implemented a permit program for minor removal-fill projects. DLCD participated in development and review process of the permit program and will be actively involved in its implementation.

4. Watershed Enhancement and Salmon Habitat

The Oregon Plan for Salmon and Watersheds, established by Executive Order 99-01, is the framework for state agencies, watershed councils, local governments, and others to restore and protect salmon populations in Oregon. The Oregon Watershed Enhancement Board (OWEB) promotes watershed enhancement efforts through voluntary, local initiatives, primarily through support of local watershed councils. OWEB's programs are crucial to the State's effort to improve water quality and habitat in coastal watersheds to restore native salmonid stocks.

OWEB has a substantial grants portfolio, totaling more than \$3.6 million for enhancement projects, including 32 watershed enhancement, restoration, acquisition, monitoring, and educational projects in the past year. OWEB grants support to watershed councils, which are nonprofits run by volunteers. Sixty-five percent of the funds support projects on the ground to restore or acquire land. Projects include the protection and restoration of estuarine habitats. OWEB funds provide state match for CZMA federal funding.

D. WATER QUALITY

1. Nonpoint Source Pollution

OCMP has continued to work with the Oregon Department of Environmental Quality, NOAA, and EPA to reach full approval of the Oregon Coastal Nonpoint Pollution Control Program. OCMP has funded technical assistance projects to assist local governments to improve stormwater management, planning, and regulations, and implement low impact development. OCMP staff worked with Oregon Sea Grant and DEQ to organize, execute, and evaluate stormwater management workshops in the Portland Metro Area, the Rouge Basin, and the south coast through the Oregon Nonpoint Education for Municipal Officials (NEMO) program. Local nonpoint grants have also supported stormwater management improvements such as the development and adoption of stormwater master plans in the cities of Brookings and Warrenton and an erosion/nonpoint source pollution control ordinance in the City of Astoria.

OCMP has devised and implemented a Stormwater Quick Response program to provide technical assistance to local governments, landowners, and developers through design and engineering consultant services. The program is a component of "Rainstorming," a program funded in partnership with DEQ. The Stormwater Quick Response Team offers services to those landowners and developers who are interested in incorporating stormwater management into construction projects. The program assisted three development projects in implementing improved stormwater management and plans to continue to allot funds to service three additional development projects.

OCMP also provided technical assistance grants to Lane Council of Governments to develop public education materials on septic system inspection and maintenance and

training to conduct workshops to certify inspectors of existing on-site systems by the National Association of Wastewater Transporters (NAWT).

PROGRAM SUGGESTION: OCMP should consider how the Program’s strong relationships with local governments and state agencies can best be utilized and integrated with ongoing and new efforts such as NEMO to further the implementation of nonpoint best management practices. NOAA encourages OCMP’s Coastal Nonpoint Program Coordinator and field staff to work with local governments and provide technical assistance on nonpoint management practices.

E. COASTAL HAZARDS

OCMP provides hazards information and analysis to local communities to assist with planning and development along the ocean shoreline. OCMP assists communities in acquiring and applying new data for coastal hazards, holding training workshops in Geographic Information System (GIS) and Light Detection and Ranging (LIDAR), and posting web-based coastal monitoring studies. A program component of the OCMP hazards initiative is to provide the general public, private, and non-profit interest groups with education and outreach related to coastal hazards.

1. Littoral Cell Management

Oregon’s oceanshore hazards-management strategy is based on the unique physical attributes found along the Oregon coast. The strategy focuses on reducing the risk to new and existing oceanfront development from chronic coastal natural hazards. OCMP assisted DOGAMI with mapping shoreline location within littoral cells using LIDAR and GIS technologies. The LIDAR-based data will enable OCMP and DOGAMI to measure and detect change in shorelines over time, especially with respect to littoral cell sediment dynamics. DOGAMI is using funds from OCMP to establish a coastal observing network, using Rockaway and Neskowin littoral cells as pilot areas to monitor beach erosion. Tillamook County formally adopted a littoral cell management plan for Netarts Littoral Cell in 2005 that includes information for the local public, land-use guidelines, and a planning process for coastal hazards. The plan will provide a model for future littoral cell plans.

2. Mapping and GIS Tracking

OCMP has partnered with local governments and OPRD to create a tax-lot level GIS database of oceanfront properties eligible for shoreline protective structure permits. The database will be completed for the entire coastline and will be a useful tool for local cities and counties to determine the status of individual oceanfront properties with respect to Statewide Planning Goal 18. Goal 18 prohibits shoreline protective structures on properties developed after January 1, 1977. The database will also assist OPRD in developing new policies and regulations for ocean shore construction projects, and

identifying coastline segments with the potential for infill with new shoreline armoring and the associated impacts.

OCMP has further provided grant funds and technical assistance to the City of Bay City to update Goal 7 (Natural Hazards) portion of its comprehensive plan and land use ordinance, and to create hazards maps in an electronic/ GIS compatible format. The GIS maps will enable the City to better manage development with respect to natural hazards. A certified engineering geologist contracted by the City, mapped significant hazards, including sinkholes, filled areas, steep slopes, and landslides. The OCMP Coastal Shores Specialist provided feedback on the final report recommendations, which were incorporated into the Bay City Comprehensive Plan.

Additional local technical assistance efforts included: working with the City of Astoria to improve the City's proposed geological hazard ordinance; working with the City of Rockaway Beach to inventory and assess buildable lands for housing; and assisting the City of Florence to assess the impact of severe bluff erosion and develop appropriate control measures in Shelter Cove.

ACCOMPLISHMENT: OCMP's continued effort to improve the ability of local governments to use GIS has further expanded OCMP's relationships with its local partners. All of the counties have now developed GIS capability and OCMP has improved metadata and acquired additional data for local decision makers.

3. Public Outreach

One of OCMP's goals is to foster "an informed and supportive citizenry who actively participate in the program." Reaching out to Oregon's citizenry is thus also a major goal of OCMP's hazards initiative. DCLD co-produced a video, "Living on the Edge – Buying and Building Property on the Oregon Coast," with Oregon Sea Grant at Oregon State University. The 25-minute DVD targets developers, realtors, lenders, coastal officials, builders, buyers, and homeowners, and was developed to increase awareness of the risks associated with development along the coast, as well as state and regulatory programs, and access to new hazards-related information.

F. COASTAL DEPENDENT USES AND COMMUNITY DEVELOPMENT

1. Local Government Planning

Twenty-seven cities and seven counties implement the Coastal Management Program through comprehensive land use planning and implementation of land use regulations. OCMP staff work closely with local planning staff and elected officials, state agencies and the general public to ensure that planning decisions comply with statewide land use planning goals and other regulatory requirements. OCMP field staff plays a key role in providing frequent and often onsite consultations as well as technical and policy advice to local governments. The field staff consists of north coast and south coast representatives

and a Coastal Shorelands Specialist, based out of a recently established OCMP office in Waldport.

The primary responsibilities of OCMP field staff include reviewing and commenting on Comprehensive Plan Amendments; providing technical assistance to local governments on a variety of coastal issues and activities; providing advice, information, and technical assistance on a wide range of planning topics during the periodic review of local plans, and on an as needed basis; reviewing local government land use decisions to provide advice based on law, administrative rules, court decisions, and coordinate appeals; and reviewing and responding to claims filed with the state under Measure 37².

In addition, OCMP conducts coastal network meetings and training workshops for officials in coastal zone management. CZM 101 is a training session targeting locally elected and appointed officials, planning staff, and interested public citizens. It provides an overview of the statewide planning program, OCMP, the roles and responsibilities of local planning programs, decision-making related to coastal issues like hazards and wetlands, and the role of local planning and decision-making as it relates to state and federal permits and programs. The city and county officials and local planners with whom the evaluation team met consistently expressed their satisfaction and gratitude towards OCMP's involvement and valuable assistance.

ACCOMPLISHMENT: OCMP has a dedicated staff and has developed several programs that serve local communities and range from technical assistance to stakeholder education and outreach. OCMP is successfully promoting state and local collaboration by providing locally available field staff that assist and continue to build strong relationships with the coastal cities and counties they serve.

2. Cumulative and Secondary Impacts

The cumulative and secondary impacts of development on the Oregon coast include effects on municipal water supply, sanitary sewer capacity, employment and social services, transportation system capacity, habitat alteration, hydrologic change, and affordable housing supply. Based on several meetings with local communities during the evaluation site visit, some issues were identified as current and future challenges, including housing, economic development, and water supply planning.

Population growth in Oregon has slowed over the past few years with growth averaging about 4.7 percent from 2000 to mid-2004. Growth rates vary among coastal communities and actual growth has not been evenly distributed. For instance, while Curry County experienced a 9.4 percent growth from 1990 to 2000, 2004 estimates indicate no population change since 2000. The City of Brookings, however, grew an estimated 11.1 percent between 2000 and 2004.

² Measure 37 was enacted by Oregon voters in 2004. For additional information, see Coastal Dependent Uses and Community Development.

Oregon's coastal communities have experienced a building boom over the past five years that is not reflected in population estimates. Sixty-five percent of homes in Rockaway Beach for instance, are second homes, and about 80 percent of new construction represents second homes. Second homes however, do have the same impact on the landscape as primary dwellings, such as habitat alteration and changes to hydrology, required infrastructure such as roadways, sewage treatment plants, and freshwater sources. The trend towards second homes has resulted in many coastal communities being home to a minority of year-round residents, and a cost trend where housing costs are increasing at a much faster rate than local wages. Some communities, such as Bandon, are addressing the problem through affordable housing programs and other tools, such as instituting nonprofit housing trusts and accessory dwellings. In addition, a changing demographic is resulting in homes occupied by one or two retired individuals rather than homes occupied by families with children.

The Economic Revitalization Team (ERT) was established by the 72nd Oregon Legislature and brings state agencies together to work on expanding economic activity at the local level. ERT has also served as a beneficial forum for multi-state agency cooperation whereof DCLD plays a part. The ERT process creates a venue for stakeholders to focus state resources on local economic problems.

OCMP recognizes that local jurisdictions may not always share an interest and sense of urgency for making improvements to local planning and development regulations. Thus, OCMP has focused its strategy on providing funding and technical assistance to those jurisdictions ready to adopt regulations that mitigate the impact of development. OCMP's close collaboration with local partners has resulted in excellent training services, valuable feedback, and positive relationships between the state and the locals.

PROGRAM SUGGESTION: NOAA recommends that OCMP evaluate additional collaborative opportunities with organizations such as Sea Grant, the South Slough NERR, nonprofits, and other organizations, to provide assistance and training to help communities address timely issues such as affordable housing, economic development, and water supply planning.

3. Measure 37

Oregon's land use planning program protects forests and farmlands as working lands by constraining urban growth. However, the passage of the property rights ballot measure, Measure 37, introduces the potential of converting working lands to other uses.

Measure 37, was passed by Oregonians in 2004. It allows a property owner to file a claim with state and local governments for compensation for loss in property value that occurred as a result of a land use regulation enacted after acquisition of the property. The state and local governments can respond to a claim in three ways: 1) Reject the claim, in a case where the owner did not own the property when the land use regulation was implemented; 2) Revert to the regulations that applied to the property when the current owner acquired it; or 3) Provide compensation based on the date the owner acquired the

property. Due to the lack of state and local government funds this is an unlikely option and therefore to date all legitimate claims have resulted in the waiving of applicable land use regulations.

DLCD is the state agency responsible for reviewing and determining the outcome of most Measure 37 claim made to the State of Oregon. The OCMP Policy Analyst reviews and makes recommendations for claims within coastal jurisdictions; a task that has proved time consuming and taxing on OCMP staff. The Policy Analyst also works with local jurisdictions to assess claims filed against local land use regulations in coastal watersheds. To date, 90 percent of claims in coastal watersheds concern forest and agricultural areas, that if developed could have cumulative and secondary impacts in the coastal zone. Coastal Goals 16, 17, and 18 apply to about less than 5 percent of the claims. The total coastal land area involved in the claims involves 6,362 acres, or 0.001 percent of lands within the coastal zone.

4. LNG

Several new Liquefied Natural Gas (LNG) facilities are being proposed along Oregon's coast. Clatsop County is in the process of assessing a LNG development proposal by Northern Star Natural Gas, LLC to build a LNG processing and receiving facility. The proposed site covers a total of 55 acres and involves a complex system of several large structures, pipelines, electrical transmission lines, roads, a railroad, dredging, and shipping. The County will review local land use regulations and ordinances that would apply to the siting and operation of the LNG plant. The cumulative effects, such as traffic, housing, natural resources, water quality, and local economic ramifications of the proposed LNG facility also need to be assessed by the County which feels they have inadequate internal capacity for assessing these issues. The County has recently hired a consultant to improve its understanding of the economic, environmental, and safety concerns. OCMP Field Representatives and Federal Consistency Coordinator have also been involved with reviewing LNG development issues and providing assistance and feedback to local decision makers.

G. GOVERNMENT COORDINATION AND DECISION-MAKING

The State of Oregon typically addresses issues in the coastal zone through extensive coordination between state and federal agencies. Current federal consistency issues in Oregon include Columbia River sediment management and dredging, jetty repair, and LNG development.

1. Columbia River Partnerships and Regional Sediment Management

Regional sediment management planning is a need that has arisen due to a bi-state and multi-agency effort between Oregon, Washington, federal agencies, and local stakeholders to address a number of sediment management issues at the mouth of the Columbia River. These issues involve channel-deepening and on-going maintenance by

the USACOE and the need to maintain sediment within the littoral system and protect estuarine habitat. OCMP has been involved in sediment management at the mouth of the Columbia River, particularly in the south jetty area and in efforts rebuilding sand supplies to protect the jetty. Ensuring that these navigation projects comply with federal consistency regulations requires significant staff commitment.

The Lower Columbia River Solutions Group (LCRSG) first convened in 2002 to provide a forum for a diverse, bi-state group of local, state, and federal governmental and non-governmental stakeholders interested in and affected by dredge material disposal activities in the Lower Columbia. In going forward, the Group is investigating ways to develop a regional sediment management plan that would determine beneficial use sites for sediment disposal. The LCSG process to incorporate many interests in decision-making has been successful and resulted in improved working relationships between state and federal agencies.

PROGRAM SUGGESTION: DLCD is encouraged to provide resources to support regional decision-making in the lower Columbia River and is encouraged to seek additional sources of funds to support the regional sediment management requirements of the Lower Columbia River.

2. OPAC

The Ocean Policy Advisory Council (OPAC) membership and relationship to the Office of the Governor were amended in 2003. OCMP provides primarily staff support to OPAC. The Governor has tasked OPAC with reviewing two major State initiatives, developing a system of marine reserves, and designating a national marine sanctuary. OPAC is expected to assess the Sanctuary's affect on the fish industry and other state interests and the roles of the local, state, and federal government. Another issue of high priority for OPAC is the development of a permitting process for wave energy facilities. OCMP will likely play an important role in related facility development plans within the Territorial Sea that directly impact the coastal zone to ensure that CZMA requirements are met.

Changes enacted by the 2003 legislature have changed the role of state agencies on the Council by making them *Ex-Officio* rather than voting members, and greatly altered the relationship of OPAC as a policy-advising body to the Governor. OPAC has changed from being a mechanism for state agencies, which have legislatively authorized management responsibilities, and interested parties to coordinate policy advice to the Governor to a forum for interested parties to discuss issues and to make recommendations to the Governor.

PROGRAM SUGGESTION: OCMP is encouraged to continue to work with OPAC to ensure that the broad spectrum of coastal and ocean resource issues are considered in their efforts.

3. Energy Development

As elsewhere, Oregon's energy demand continues to increase and the need to develop renewable energy remains a high priority. Oregon's coastline and Territorial Sea hold promise for both tidal and wave energy development. Oregon State University's wave energy program is in the forefront of wave energy research, and Oregon, with its high energy wave environment, has the unique opportunity to establish itself as the leader in wave energy and become the national center for wave energy research and commercial demonstration. No clear regulatory framework currently exists for wave energy facility siting despite private sector interest for pre-commercial test-bed developments along the central coast of Oregon. OCMP staff is involved in the issues surrounding wave energy primarily through OPAC (see previous reference under OPAC).

The siting of LNG facilities and the review of LNG projects for consistency with the state coastal program is currently a significant issue facing OCMP staff. The scale and complexity of the issues require significant investment of staff time and resources. With pending LNG siting within the coastal zone and the potential for development of wave energy facilities, OCMP has assembled all statutory changes in Oregon's energy statute since approved (in 1987) by OCRM as part of the Coastal Management Program.

In addition, changes to local plans, revisions to state rules, and new policies established at the state level, have not yet been incorporated into the State's federally-approved coastal program. The State is working with OCRM to prioritize updates to the approved coastal program. NOAA encourages OCMP's efforts to prioritize changes to the coastal program for submittal and incorporation into their approved coastal program.

<p>PROGRAM SUGGESTION: NOAA encourages OCMP to prioritize the submittal of enforceable policies that are of particular current importance, and to develop a schedule for submitting the proposed changes for incorporation into the State's approved coastal management program.</p>

V. CONCLUSION

For the reasons stated herein, I find that the state of Oregon is adhering to the programmatic requirements of the Coastal Zone Management Act and its implementing regulations in the operation of its approved Oregon Coastal Management Program (OCMP).

OCMP has made notable progress in the following areas: successfully integrated its technical and planning assistance and funding support at the local level; made continuous efforts to expand the ability of local governments to use GIS systems; developed strong partnerships with other networked agencies; and consistency evolved the Oregon Coastal Atlas to meet constituent needs.

These evaluation findings also contain seven recommendations. The recommendations are in the form of (0) Necessary Actions and seven Program Suggestions. The State must address the Necessary Actions by the dates indicated. The Program Suggestions should be addressed before the next regularly-scheduled program evaluation, but they are not mandatory at this time. Program Suggestions that must be repeated in subsequent evaluations may be elevated to Necessary Actions. Summary tables of program accomplishments and recommendations are provided in section VI.

This is a programmatic evaluation of OCMP that may have implications regarding the State's financial assistance awards. However, it does not make any judgment on or replace any financial audits.

David M. Kennedy
Director, Office of Ocean and Coastal
Resource Management

Date

VI. APPENDICES

Appendix A. Summary of Accomplishments and Recommendations

The evaluation team documented a number of the Oregon Coastal Management Program accomplishments during the review period. These include:

Issue Area	Accomplishment
Operations and Management	OCMP is making every effort to improve grant administration to ensure efficiency and timeliness. OCMP has developed training sessions to improve communication with grant recipients and better assist local jurisdictions in grant management, implementation, and reporting.
Public Access	The Oregon Coastal Atlas is a one-stop shop for data acquisition and interpretation that in addition to public access data, includes data on habitat, erosion and hazards, beach water quality, and Rocky Shores for Oregon's entire coastline. The Atlas continues to be expanded and updated in line with customer needs assessments and is an excellent example of meeting constituent needs.
Coastal Hazards	OCMP's continued effort to improve the ability of local governments to use GIS has further expanded OCMP's relationships with its local partners. All of the counties have now developed GIS capability and OCMP has improved metadata and acquired additional data for local decision makers.
Local Government Planning	OCMP has a dedicated staff and has developed several programs that serve local communities and range from technical assistance to stakeholder education and outreach. OCMP is successfully promoting state and local collaboration by providing locally available field staff that assist and continue to build strong relationships with the coastal cities and counties they serve.
Issue Area	Recommendation
Operations and Management	NOAA encourages OCMP to consider setting priorities for technical assistance grants and 306-A projects.
Public Access	The Public Access Inventory is a valuable tool for OCMP and partner agencies for the purpose of monitoring, maintenance, and enhancement of coastal access sites. NOAA encourages OCMP to continue its efforts in developing the database as it is served on the Coastal Atlas to determine the most useful way of conveying access information to the public.
Water Quality	OCMP should consider how the Program's strong relationships with local governments and state agencies can best be utilized and integrated with ongoing and new efforts such as NEMO to further the

	implementation of nonpoint best management practices. NOAA encourages OCMP's Coastal Nonpoint Program Coordinator and field staff to work with local governments and provide technical assistance on nonpoint management practices.
Coastal Dependent Uses and Community Development	NOAA recommends that OCMP evaluate additional collaborative opportunities with organizations such as Sea Grant, the South Slough NERR, nonprofits, and other organizations, to provide assistance and training to help communities address timely issues such as affordable housing, economic development, and water supply planning.
Government Coordination and Decision-making	DLCD is encouraged to provide resources to support regional decision-making in the lower Columbia River and is encouraged to seek additional sources of funds to support the regional sediment management requirements of the Lower Columbia River.
Government Coordination and Decision-making	OCMP is encouraged to continue to work with OPAC to ensure that the broad spectrum of coastal and ocean resource issues are considered in their efforts.
Government Coordination and Decision-making	NOAA encourages OCMP to prioritize the submittal of enforceable policies that are of particular current importance, and to develop a schedule for submitting the proposed changes for incorporation into the State's approved coastal management program.

Appendix B. Response to 2004 Evaluation Findings

1. Columbia River Issues

- 1) **DLCD should continue to direct resources to support regional decisionmaking in the lower Columbia River basin and is encouraged to seek sources of additional funds and resources to address the adaptive management requirements of the Lower Columbia River. Consideration of additional resources for CREST to increase their technical capacity to provide support to and participate in the channel deepening and regional sediment management planning should also be considered.**

The DLCD OCMP has devoted significant financial and staff resources in support of regional processes at the mouth of the Columbia River, including active participation with the USACOE Adaptive Management process for channel deepening. The OCMP provided substantial financial and technical support to the National Policy Consensus Center at Portland State University to support the Lower Columbia Solutions Group. The OCMP initiated and continues to support the efforts of the LCSG's Sediment Management work group, which is investigating the use of dredge material to mitigate the loss of sediment from the Columbia littoral cell, and the potential affect of nearshore ocean disposal on the ocean shores of both Oregon and Washington. The OCMP provides planning assistance and technical assistance grants to CREST to support its programs in the region.

2. Program Changes

- 2) **DLCD should continue its efforts to analyze changes to the OCMP and work with OCRM to update its schedule for submission and review for incorporation into the Federally approved OCMP.**

During the review period, the DLCD OCMP analyzed statutory changes in all relevant program authorities that have occurred since previous OCRM approval as a prelude to submitting requests for program change approvals. The OCMP and OCRM remain in discussion about the level of detail required to submit for statutory changes made during the intervening years, particularly to those statutes that are subject to repeated changes by successive legislative actions. OCMP submitted to OCRM a draft program change request related to changes in state statutes regulating energy facility development in Oregon. To date, OCRM has urged the OCMP to wait for the outcome of certain legal discussions involving the State of New Jersey's request for a program change related to energy development.

3. Continue Enhancing Littoral Cell Management Efforts

- 3) DLCD should continue to work with partner agencies, such as OPRD, DOGAMI and local governments to develop recommendations for addressing continuing issues with the permitting of shore protection structures and the adoption of LCMP implementation mechanisms by local governments to address the impacts of erosion and other chronic natural hazards.**

DOGAMI concluded its research, mapping and risk zone analysis for the Nesika cell in Curry County. The DLCD continues to work with the county on the use and incorporation of the maps and report data into the county's decision making processes. The DLCD OCMP used both 306 and 309 funds to support a number of specific projects with OPRD and DOGAMI related to continuing issues of shorefront protective structures and local adoption of better management measures. As a pilot for a coastwide mapping initiative, OCMP staff carried out a key project with assistance of a graduate student intern at Oregon State University to inventory properties in Lincoln County that are not eligible for shorefront protective structures based on the 1977 implementation date for Statewide Planning Goal 18, Beaches and Dunes. This inventory utilized GIS technologies and extensive analysis of maps, historic aerial photos, and county assessor records. The purpose is to provide planners in Lincoln County and the OPRD Ocean Shores Coordinator with definitive identification of eligible and ineligible properties. The OCMP will complete this work for each of the other coastal counties, and then work with the counties to incorporate the data into their local permit decision making processes.

In addition, the Department assisted the DOGAMI with a number of ocean shore hazards mapping and assessment projects and hosted on the Coastal Atlas DOGAMI maps and other information related to tsunami inundation zone. The OCMP worked with Oregon Sea Grant Communications to develop a 30-minute video on coastal hazards for presentations to local governments, realtors, developers, and lenders.

4. Ocean Shore Management Plan

- 4) DLCD is encouraged to seek funding to support review and development of the rocky shores component of the OCMP and to seek additional resources, such as a CSC Fellow, to support the overall process.**

The OCMP worked closely with the Oregon Parks and Recreation Department to develop a proposal to NOAA CSC for a Fellow to work on rocky shore issues. The proposal was successful and the Fellow has just completed her two-year project which has resulted in substantial updating and expansion of inventory information about Oregon's rocky shores, which will be the basis for an upgrade in the rocky shore tool on the Oregon Coastal Atlas, an analysis of marine algae harvest issues as a prelude to rule-making by OPRD, and identification of issues and needs for rocky shore management that will be

addressed by OPRD with work outlined in the OCMP 2006-2010 309 Strategy which was developed in collaboration with OPRD.

5. Training/Communication

- 5) DLCD should continue its stress on training, increased communication with Federal and local partners, and in the provision of supportive intervention in behalf of its regional partners.**

The DLCD OCMP carried out a number of training and communication activities with Federal and local partners. These included nearly two dozen local government planning roundtables conducted on contract by a former OCMP coastal field officer, two day-long training seminars held on the coast entitled CZM 101 for local officials, and a day-long training seminar for state and federal agency partners entitled CZM 201. OCMP field staff conduct training for local governments elected and appointed officials and provide information to citizens on an ongoing basis. In addition, the Ocean Policy Advisory Council established a federal agency advisory committee and sought high-level membership representation from federal agencies with interests in Oregon's ocean. The OCMP continued collaboration with many federal agencies on a variety of issues, including developing and implementing a pilot project in beneficial use of sediment in the nearshore area off the mouth of the Columbia River.

6. Technical Assistance

- 6) DLCD and its partners should assure that resources are available to ensure the continuity of existing programs such as the Coastal Atlas, expand the Coastal Atlas Advisory Board to have a local representation, and undertake a program of technical assistance activities for the Oregon Coastal Atlas in order to: (a) ensure that potential users are aware of its existence and how it helps improve decision-making; (b) provide local governments and other users with the training and resources they need to use the Atlas most effectively; and (c) get feedback on the effectiveness of the Atlas for future improvements to it.**

The OCMP Manager was the principal author for the DLCD in preparing an agency-wide Strategic Plan for Information Management, including significant upgrades in GIS staff and technical capacity. This plan resulted in legislative authorization for a new IT position and increased financial resources for IT development. Agency-wide upgrades in IT capacity over the past eighteen months are now bearing fruit and include increased server capacity and technical support for the Coastal Atlas. The Atlas has been a part of the CZM 101 and CZM 201 training sessions to increase awareness among potential users. With nearly 4 million hits annually, the Coastal Atlas is increasingly an important part of the technical and planning support provided by the OCMP and the DLCD via the Internet. In addition, the OCMP and Oregon Sea Grant held a four day GIS training (Intro. to ArcGIS and Coastal Management Applications with ArcGIS), March, 2005, for local government and OCMP staff.

7. The Oregon Plan

- 7) **DLCD should develop a partnership with OWEB and other relevant state and local agencies to improve the linkage between watershed council efforts and local coastal governments to help improve their capability to address salmon recovery and protection through local planning.**

The programmatic relationship between the regulatory approach of DLCD and OCMP as part of the statewide land use planning program versus the voluntary, incentive-based approach with financial assistance that is used by OWEB is an on-going discussion between DLCD, OWEB, and the Office of the Governor. Over the past ten years the state has publicly emphasized the voluntary, incentives-based approach even while the statewide planning program has continued to work in the political background. The development and recent release of a revised Coastal Coho Recovery Plan has provided the DLCD OCMP with the opportunity to provide significant input to strengthen the strategic and programmatic links between the statewide land use planning program, local planning programs, and coastal salmon recovery efforts.

The OCMP, however, has a strong interagency partnership with the OWEB in working on mutual projects to promote recovery of coastal salmon stocks. For instance, the Oregon Coastal Program provided funding and project management to completely revise an estuarine restoration assessment methodology to be included in OWEB's Watershed Assessment Manual. The OCMP developed a scope of work and RFP, awarded a contract, and provided support and feedback to one of Oregon's leading estuarine ecologists who actually developed the methodology. The OCMP has and will continue to encourage the use and adoption by local governments of watershed-based development standards and management practices..

8. Oregon Coastal Conservation and Development Commission and Oregon Coastal Management Program

- 8) **DLCD is encouraged to persist in the Oregon Coastal Conservation and Development Commission Evaluation Project, seeking support from OCRM where possible. DLCD is also encouraged to develop a comprehensive performance measurement system that is compatible with NOAA efforts.**

The OCMP and the Oregon Coastal Zone Management Association successfully completed an initial phase of a review of the origins of the policies and programs developed by the original OCC&DC that are now part of the OCMP. The OCMP worked with a number of partner agencies, stakeholders, and a contractor to develop methodologies for assessing the performance effects in the coastal environment of the mandatory policies of the OCMP. That project was inconclusive in its results because of difficulties in ascribing change or non-change in the pattern and location of land uses to policies in the OCMP or regulations at the local level. The project revealed that performance benchmarks must be designed into a management program from the start so that certain indicator conditions can be measured and monitored before, during, and after

the management program is implemented. That was not the case with the OCMP despite the existence of historical aerial photographs and other data. The conclusion is that it is extremely difficult in retrospect to attribute cause and effect to adoption of land use regulations and patterns of land use over time.

Continued development of performance measures under the OCMP will likely be in response to OCRM's National Coastal Management Performance Measurement System (NCMPMS). That is, the OCMP does not anticipate developing an independent performance measurement system. The OCMP has concluded from the experience of the OCC&DC project that measuring the performance of a planning or regulatory program, especially well after its inception, is problematic.

9. Rural Development Issues

9) DLCD is encouraged to work with DEQ to develop joint programs to address rural coastal development and infrastructural concerns.

This work is on-going through several venues including one-on-one work with local governments (e.g. Tillamook County and Curry County) and the Governor's Economic Revitalization Team (ERT), an interagency team that includes the Office of Rural Development. The OCMP has been on-going discussions with the Water Resources Department and several jurisdictions in Lincoln County about long-range planning for and supplies of municipal water. The OCMP's field staff work on a regular basis with local governments to try to amend plans and make other decisions that will address these rural coastal development issues. All parties involved in these issues, particularly local governments, face an enormous challenge due to limited finances for developing needed infrastructure. Unless the Oregon Legislature or the Congress provide additional funds, actual on-the-ground infrastructure improvements will be difficult to achieve.

Appendix C. Persons and Institutions Contacted

Name	Affiliation
Oregon Coastal Management Program	
Bob Bailey	Program Manager
Jeff Weber	Coastal Conservation Coordinator
Tanya Haddad	Coastal Atlas Coordinator
Randy Dana	Coastal GIS Specialist
Amanda Punton	Coastal Non-Point Specialist
Dale Blanton	Federal Consistency Coordinator
Jay Charland	Coastal Permits Coordinator
Greg McMurray	Marine Affairs Specialist
Paul Klarin	Senior Coastal Policy Analyst
Diana Evans	Grants Coordinator
Dave Perry	South Coast Field Representative
Laren Woolley	North Coast Field Representative
Oregon Department of Land Conservation and Development	
Lane Shetterly	Director
Cora Parker	Deputy Director
Federal Agency Representatives	
Marci Cook	U.S. Army Corps of Engineers
Doris McKillup	U.S. Army Corps of Engineers
Cathy Tortorici	National Marine Fisheries Service
Other Oregon State Agencies	
Susan Jordan	Legislative Fiscal Office
Jessica Hamilton	Governor's Office of Natural Resources
Jane Bacchieri	Governor's Office of Natural Resources
Laurel Hillman	Oregon Parks and Recreation Department, Fellow
Kathy Schutt	Oregon Parks and Recreation Department, Director
Janet Morlan	Oregon Department of State Lands, Wetlands Program
Kevin Moynahan	Oregon Department of State Lands, Regulatory programs
Tom Byler	Oregon Watershed Enhancement Board, Director
Ken Bierly	Oregon Watershed Enhancement Board, Deputy Director
Dave Fox	Oregon Department of Fish and Wildlife
Hal Weeks	Oregon Department of Fish and Wildlife
Tony Stein	Oregon Parks and Recreation Department, Coastal Land Use Coordinator
Vicki McConnell	Department of Geology and Mineral Resources, Director
Jonathan Allen	Department of Geology and Mineral Resources, State Geologist
Local Government Representatives	
Allen O'Neal	City of Newport, City Manager

James Bassingthwaite	City of Newport, Planning Director
David Hawker	Lincoln City, City Manager
Richard Townsend	Lincoln City, Planner
Dale Jordan	City of Garibaldi, Planner
Kevin Greenwood	City of Garibaldi, City Manager
Lisa Phipps	City of Rockaway Beach, Mayor
Todd Scott	City of Astoria, Community Development Director
Scott Derickson	Clatsop County, County Administrator
Ed Wegner	Clatsop County, Interim Planning Director
Lower Columbia Solutions Group	
Steve Greenwood	Member
Greg Wolf	Member

Appendix D. Persons Attending the Public Meeting

Name	Affiliation
Lorinda Dehaan	Oregon Coastal Management Program
Bob Bailey	Oregon Coastal Management Program
Laren Woolley	Oregon Coastal Management Program
David Allen	Ocean Policy Advisory Council (OPAC)

Appendix E. NOAA’s Response to Written Comments

NOAA received written comments regarding the OCMP. Comments are summarized below and followed by NOAA’s response.

I. Nancy E. Leonard City Manger, City of Waldport

Ms. Leonard states that the City of Waldport is very supportive of the work of OCMP of which the City has benefited from in several ways. The City has, through a coastal grant, been able to hire a planner to assist with city planning and development. In addition, the City receives helpful advice and technical assistance from DCLD, especially the field representative. OCMP has also helped the City to balance economic development with natural resource conservation, which contributes to the small town’s quality of life.

NOAA’s Reponse: NOAA recognizes the important state and local partnerships that OCMP has built over the years through planning and technical assistance. NOAA further recognizes the value the north and south coast field representatives have provided to local communities along the coastline.

II. Surfrider Foundation, Oregon Chapter

The Surfrider Foundation, Oregon Chapter expresses its support and appreciation for the important work of OCMP. It recognizes in particular: the Oregon Coastal Atlas as a highly valuable tool with information on water quality, beach erosion, rocky shore habitat maps, and coastal access; “Living on the Edge” video; Greg McMurray’s leadership and expertise to support OPAC; DCLD’s support for the Oregon Beach Monitoring Program which provides crucial water quality information to surfers and other ocean users; and the littoral cell management plans which recognize coastal hazards and inform smart coastal planning.

NOAA’s Response: NOAA recognizes the valuable tools and services OCMP has consistently developed to build awareness at the local community level, educate stakeholders, and benefit various constituents. NOAA recognizes the value of the Oregon Coastal Atlas and its continuous improvements and expansion of data and tools provided to the general public. NOAA further acknowledges the value of OPAC at the state and regional levels and OCMP’s important input and expertise. NOAA also supports the DCLD and DOGAMI partnership on littoral cell studies and hazard mitigation efforts.