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Ocean Beach Access Plan

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DRAFT

TABLE OF CONTENTS

DRAFT

DRAFT

DRAFT

LIST OF TABLES

DRAFT

DRAFT

I. INTRODUCTION

A. Purpose of Project

With passage of the "Beach Bill" in 1967, the State of Oregon declared its ocean beaches to be public rights-of-way, thereby guaranteeing free use of Oregon's 260+ miles of ocean beach. Although the Act allowed the public to use the ocean beaches, it did not guarantee **access** to them. During the 1970's, the Parks and Recreation Division was aggressive in providing and developing beach access. Recently, with a change in funding sources and local government involvement in land use planning, the division has begun to look at alternative methods for providing beach access. In order to assure that future access to the beach is provided where needed, a coordinated Ocean Beach Access Plan has been prepared.

The Plan establishes planning goals for beach access through the year 2010. It identifies future beach access needs; lists sites which should be preserved and developed to meet those needs; provides decision criteria for identifying additional sites; and assigns the responsibilities for certain beach access management tasks to the appropriate government agency.

As mandated by Senate Bill 100, all counties and cities have prepared comprehensive plans that have been acknowledged by LCDC for compliance with the Statewide Planning Goals. While each plan in the coastal area must address LCDC Goal 8 - Recreation Needs, Goal 17 - Coastal Shorelands, and Goal 18 - Beaches and Dunes, there is not a common or consistent method of fulfilling long term beach access needs. The Ocean Beach Access Plan provides the needed consistency by establishing planning goals for beach access which will be recognized in local Comprehensive Plans.

While meeting needed statewide planning goals, the Ocean Beach Access Plan retains and takes advantage of the regional and local diversity of the Oregon Coast. Each of the three coastal regions, North, Central and South, has developed a unique regional strategy for meeting its future beach access needs. Specific sites have been identified based on local, as well as statewide, needs and opportunities. The Plan provides local and state

DRAFT

governments with a tool to ensure that the high quality Oregon coastal experience is maintained and enhanced in the future. The Plan will guide state and local decisions about which types and how much beach access is added to the state's coastline in the future.

B. Executive Summary

The purpose of developing an Oregon Ocean Beach Access Plan is to ensure that appropriate types and amounts of access to Oregon's beaches will be provided through the year 2010. The coast was divided into three regions for planning purposes: North Coast (Clatsop and Tillamook counties); Central Coast (Lincoln, Lane and Douglas counties); and South Coast (Coos and Curry counties). Three 7 to 10 person advisory committees comprised of citizen representatives and local and federal government officials were appointed to make recommendations on all aspects of the planning activities in each region. The project was funded by the Oregon State Parks and Recreation Division and the Department of Land Conservation and Development (DLCD).

1. Inventory

An extensive inventory of existing physical and visual access sites on the coast was developed. Each site was categorized by a number of variables, including development status, improvement level, experience level, property classification, and management responsibility. A detailed study of current and future parking capacity, and current occupancy rates, was conducted for all federal, state and local parks. Major findings from the inventory include the following:

a. There are 647 beach access sites along 349 miles of coastline in Oregon.

b. Seventy three percent of the sites provide physical access, 27% provide only visual access.

DRAFT

c. Eighty-eight percent of all sites are developed, 12% are undeveloped. Developed sites generally have been improved to allow access. Undeveloped sites generally do not allow beach access.

d. The majority of developed sites are road ends (47%), followed by parcels (34%), roadsides (12%) and easements (7%).

e. Ten percent of all sites have a low improvement level, 69% have a moderate improvement level, and 21% have a high improvement level. A high improvement level implies that paved parking and restrooms are provided. A moderate improvement level generally includes a gravel parking area. A low level of improvement implies limited or no parking and minimal improvements.

f. The majority of sites are rural (70%); 23% are urban, 14% are neighborhood, and 6% are primitive.

g. A parking lot capacity study of federal, state and local parks determined that vacancy rates on a typical summer week-end day currently average 23% at parks providing physical access and 24% at parks that provide only visual access. This varies by region, with the Central Coast having the lowest vacancy rates and the South Coast having the highest vacancy rates.

h. Parks providing physical access currently have 7466 parking spaces and the capability of adding approximately 1348 parking spaces to existing sites, for an increase of 18%

i. Parks providing only visual access currently have 1178 parking spaces and the capability of adding approximately 342 parking spaces, for an increase of 29%.

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2. Demand Study

Several indicators of current and future demand for beach access were studied. Primary findings of this research include the following:

a. Day visitor use of coastal state parks has been growing slightly more than 1% annually during the last 5 years. The growth is uneven, however, with more than a 3% growth rate for parks in the Central Coast, a 1% annual growth rate for South Coast parks, and a 2% annual decrease in use of North Coast parks.

b. Coastal population is projected to grow 30% through the year 2010. Population in counties immediately to the east of the coastal counties is projected to grow 42% through the year 2010. The adjacent counties to the east were defined as the market area for in-state tourism for this study.

c. Out-of-state visitors are growing as a proportion of all users of state parks, increasing from 37% of day and overnight users in 1980 to 42% in 1984, or a 1% annual growth rate.

d. Employment in the lodging industry varies substantially by region. The Central coast has 64% of all lodging employment on the coast, the North Coast only 14% and the South Coast 22%.

e. A market study which estimates future demand for beach access does not exist and should be conducted in order to more reliably predict the amounts and types of beach access which will be needed.

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3. Supply and Demand Ratios

Ratios between existing beach access supply and demand were calculated for each of the three regions. The purpose of establishing the ratios was to be able to evaluate the supply and demand findings for each region within the coastwide context. The information from the parking lot capacity study of parks was used for this analysis. Major findings include:

a. Coastwide there is one physical access site every 3.2 miles, and one site providing only visual access every 10.3 miles. Density varies by region, with the Central Coast having the least miles between sites (one site every 2.5 miles) and the South Coast the most miles between sites (one site every 4.0 miles).

b. Coastwide there is an average of one physical access parking space for every 312 people in the market demand area and one visual access parking space for every 1,980 people in the market demand area. Using these supply and demand ratios the South Coast has the most sites and parking spaces per market area population and the North Coast has the least.

4. Beach Access Planning Goals

Coastwide beach access planning goals were established to provide a framework to plan for future access. The goals identify the Oregon coastline as a valuable resource. Opportunities for beach access should be preserved and the existing quality coastal environment should be preserved and enhanced as development occurs. Several provisions in the adopted goals identify the need to provide a diversity of the beach access experiences within each of the three coastal regions and to protect the quality of the beach access experience. Maintaining quality means limiting the size of facilities, avoiding overcrowding, and developing sites which

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complement existing land uses. For example, urban beach access experiences are appropriate in urban areas, primitive experiences should be preserved in rural and undeveloped areas. Opportunities for emergency vehicle and handicapped access should be provided, wherever possible.

The coastal goals are intended to be reflected in the comprehensive plans of the participating local governments and can be used as the basis for funding decisions regarding future beach access sites.

Planning concepts, or visions, of future beach access needs were developed for each of the three regions. The concepts ranged from a very conservative approach to expanding beach access (i.e. only add sites as needed to expand the diversity of the beach experience, do not add sites to accommodate future tourist demand increases) to a very aggressive approach (i.e. purposely expand beach access opportunities to the greatest extent possible as a tool to foster future growth in tourism). Each of the regions developed different concepts to guide its beach access planning.

North Coast Concept:

Increase beach access opportunities to respond to expected increases in tourism. The current estimate is for a 26% increase in tourist demand through the year 2010, or 1% annual growth rate. If parking spaces were added proportionate to this level of demand increase, an additional 2,523 physical access parking spaces and 322 visual access parking spaces would be needed by 2010. However, it may be possible to meet some demand on the North Coast by expanding existing beach access parking areas.

Central Coast Concept:

Increase beach access opportunities to respond to expected increases in in-state and out-of-state tourism. Do not expand access to create demand, but be prepared to increase or decrease access to respond to tourism. Current estimates, which should be revised at

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least every five years, are for a 64% increase in tourist demand through 2010, or an annual growth rate of 2.25%. This equates to a need for an additional 2,113 physical access parking spaces and 253 visual access parking spaces by 2010.

South Coast Concept:

Increase beach access opportunities to respond to a range of future in-state and out-of-state tourist demand. Conduct a market study to more reliably establish levels of both of the sources of demand. Using current demand estimates, the South Coast would need to expand physical and visual access parking spaces between 1.6% and 2.2% annually. This would result in 690 - 1,018 physical access and 193 - 285 visual access parking spaces by 2010.

5. Site Selection Decision Criteria

Criteria were developed to guide each region's identification of existing beach access sites to be expanded or new beach access sites to be developed. The criteria recommend:

1. Explore the possibility of enhancing or improving the design of existing sites which are under-utilized (i.e. have higher parking space vacancy rates than state average);

2. Consider adding parking spaces to existing sites with heavy usage (i.e. lower than average parking space vacancy rates) and which have expansion capabilities.

3. Develop new sites consistent with planning goals, emphasizing the need to expand diversity, maintain and enhance the high quality of the coastal experience, and respond to specific market demand.

A partial list of sites has been identified for enhancing beach access within each region.

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6. Model Sites and Design Criteria

To be written

7. Management Plan

The ownership pattern for existing sites was evaluated, management issues identified, and preliminary recommendations made for assigning responsibility for various management tasks. Local governments own 60% of existing developed sites, although a high percentage of the local government owned sites are roadends (79%). State government owns most of the developed parcels. Management issues include who should develop sites, pay for the sites, ensure high quality design, operate and maintain, and promote use of the sites.

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II. METHODOLOGY AND PROCESS

The development of the Ocean Beach Access Plan was accomplished with the following process.

A. Regional Advisory Committees Established

Three Regional Advisory Committees were established to oversee all aspects of the project. The three committees, which range in size from seven to nine members, were comprised of local government, federal government, and citizen representatives. The three coastal regions were (See Exhibit 1):

- o **North Coast:** Clatsop and Tillamook counties;
- o **Central Coast:** Lincoln, Lane and Douglas counties; and
- o **South Coast:** Coos and Curry counties.

Membership of the three committees is listed below.

North Coast

- o Mark Barnes, Columbia River Estuary Task Force planner
- o Rainmar Bartl, Clatsop-Tillamook Council of Governments planner
- o Ed Brunson, Tillamook County Coastal Resource planner
- o Bob Westerberg, Clatsop County Commissioner
- o Herb Schwab, City Councilor
- o Neal Maine, Seaside school teacher
- o Warren Stryker, Oregon Coast Association
- o Dorothy Mohn, former city councilor in Seaside

Central Coast

- o Mary Arman, Lincoln City Parks Director
- o Russ Heggen, Oregon Coast Magazine
- o Dale Snow, Retired, Oregon Department of Fish & Wildlife employee
- o Matt Spangler, Lincoln County Planning Director
- o Dick Gale, U of O Faculty

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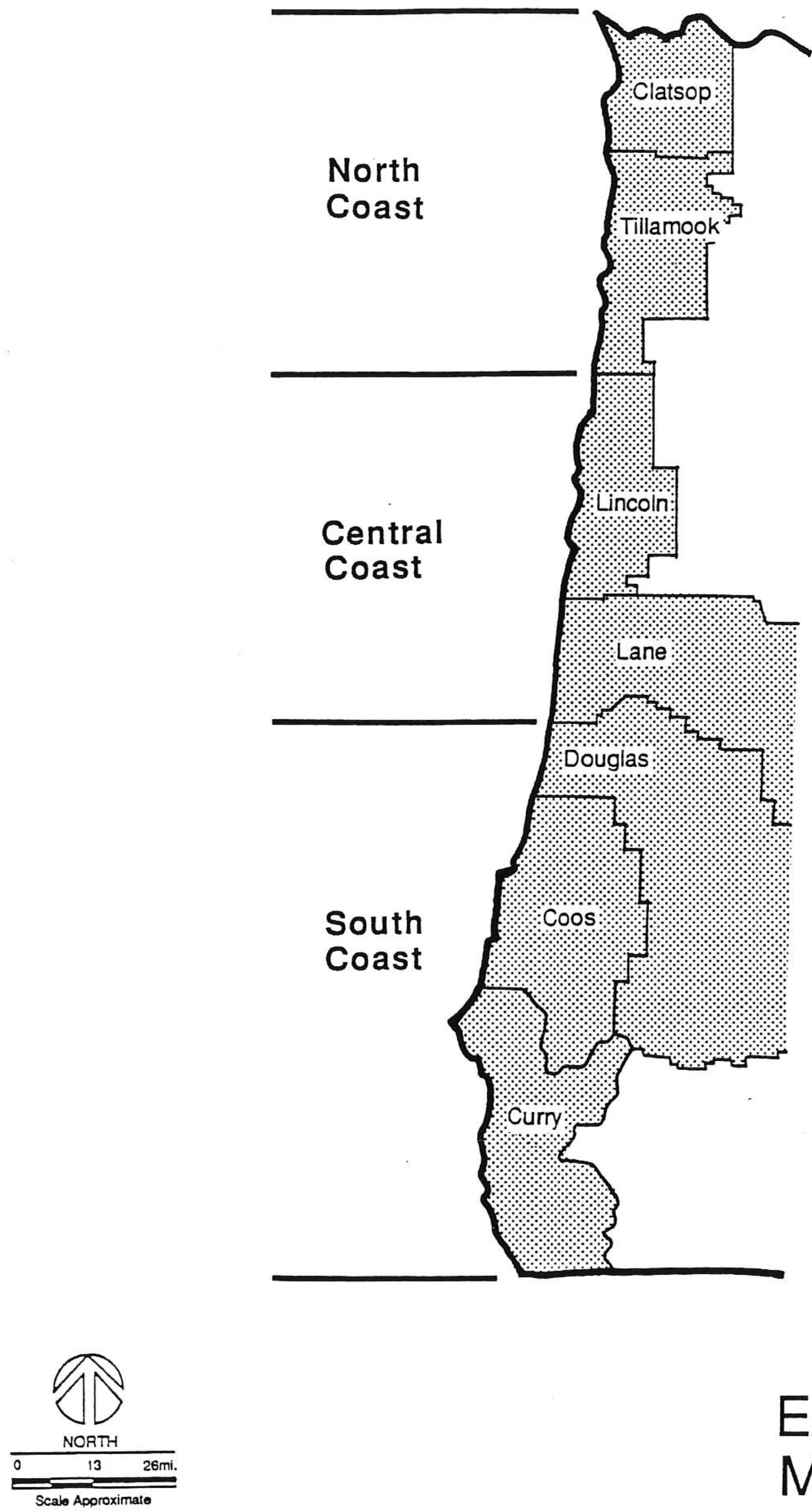

Exhibit 1
Map of Regions

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Central Coast (Cont.)

- John Gould, USFS, Oregon Dunes National Recreation Area
- Valerie Smart, City of Reedsport Planner
- Wilber Ternyik, Florence Mayor
- Steve Saubert, Business interests, formerly with Sea Lion Caves

South Coast

- Gary Combs, Coos County Parks Director
- Chuck Nordstrom, Curry County Planning Director
- Walt Schroeder, State Representative
- Bob Van Lear, Editor, Curry Coastal Pilot Newspaper
- Dave Werschkul, Oregon Shores Conservation Coalation
- Bill Cunningham, Interested citizen from Brookings
- Sandra Dietrich, Director, Coos-Curry Council of Governments

Each committee held four meetings between December, 1987 and August, 1988.

B. Inventory

A comprehensive inventory of all current beach access points along the coast was conducted. Data collected for each site included:

- Access type (physical or visual);
- Experience level (rural, urban, primitive, neighborhood);
- Improvement level (high, moderate, low);
- Property classification (roadend, parcel, easement, roadside); and
- Ownership/management responsibility (federal, state, local government).

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Data on existing parking spaces, occupancy rates, and the ability to add parking spaces in the future were collected for all state, federal, and local coastal parks. The results of the inventory are summarized later in this document. The complete inventory, including documentation of the methodology and the maps of all beach access sites, is included in another project report, "Inventory of Oregon Coastal Shoreline Access Sites", The Benkendorf Associates, 1988.

C. Demand Study Conducted

A review of data sources was conducted to identify the current and future demand for beach access. A market survey of tourist and beach access has not been conducted, and the need for such a survey is one of the recommendations for future research which has emerged from this project. Available sources which are summarized in this document include state park attendance figures, coastal and estimated in-state market area population figures, hotel and motel employment, and traffic counts.

D. Supply/Demand Ratios

Several ratios of supply and demand were established for each region (e.g. miles per site, parking spaces per market area population). The purpose of the ratios was to determine the relative balance of beach access supply and demand in each of the three regions.

E. Coastal Beach Access Goals Developed

Draft coastal beach access planning goals were developed in three workshops with staff of State Parks and the DLCD. The goals were presented to the three regional advisory committees and amended based on their comments. The goals address the unique value of the coastal resources to the state and set forth standards for maintaining and enhancing the quality and diversity of the coastal experience. The goals are uniform for all three regions except for the policy which sets forth the specific vision or concept of the future which will guide the amount of beach access provided in each region.

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F. Concept Plans

Three different planning concepts or visions of future supply and demand for beach access were developed and presented to each region for consideration. In general terms, the three concepts ranged from maintaining the existing number of access sites with minor additions to expand the diversity of access opportunities, to an aggressive program of expanding beach access opportunities as a means of increasing tourism on the coast. Each region debated the merits of the concepts for their local area and identified a unique concept to use as a vision to guide future beach access decisions.

G. Site Selection

Decision criteria were developed to guide decisions about which sites to enhance, expand or add to the beach access opportunities through the year 2010. Each committee identified specific sites as priority candidates to expand beach access within the framework of the coastal beach access planning goals and regional vision for the future. The identified sites represent a partial list of how to meet the needs of the future. In each region a more comprehensive analysis of the advantages and disadvantages of all potential future access sites is needed before a comprehensive plan to meet all needs through the year 2010 is in place.

H. Model Sites and Design Criteria

To be written

I. Management Plan

A management plan was developed to identify the roles and responsibilities for federal, state, and local governments in expanding and maintaining beach access. The plan was developed after analyzing current management responsibilities at each of the existing beach access sites.

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III. SUPPLY FINDINGS/CURRENT BEACH ACCESS

An extensive inventory of existing beach access sites was conducted. Existing sites are distributed along 349 miles of coastline in Oregon (See Table 1).

Table 1

MILES OF COASTLINE

	Miles	Percentage of Oregon Coastline
North Coast	**101**	**29%**
Clatsop	35	10%
Tillamook	66	19%
Central Coast	**118**	**34%**
Lincoln	65	19%
Lane	31	9%
Douglas	22	6%
South Coast	**130**	**37%**
Coos	53	15%
Curry	77	22%

A. Definitions

The terminology used to develop the inventory is defined on the following pages. Definitions are provided for property classifications, improvement levels, experience levels, and handicapped access.

1. Property Class

a. **Parcels** - A legal tax-lot or contiguous tax-lots.

b. **Road End Right-of-way** - A road or street right-of-way that dead ends into coastal waters.

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c. **Road Side Right-of-way** - A wide spot in the road that provides access.

d. **Easement** - An easement or public dedication granting the general public the right of physical access to coastal waters.

2. **Improvement Levels**

a. **Low** - Generally, the site provides no parking and minimal improvements. Trails are unpaved. Fences and signs may be provided.

b. **Moderate** - Generally, a moderate level of improvement implies that the site includes a gravel parking area with a moderate level of facilities.

c. **High** - The site generally includes paved parking with restrooms. The site may have gravel or dirt trail if well maintained. Examples include most state parks.

3. **Experience Levels**

a. **Primitive/Remote** - Provides a remote experience and low interaction with other users. A hike of at least one mile is generally associated with the primitive experience. The trailhead parking area may be gravel or paved. Examples included: extreme reaches of Bay Ocean Spit (Tillamook Bay) or Netarts Bay Spit.

b. **Neighborhood** - Access for a residential neighborhood. Neighborhood access points are not generally used by tourists and involve a moderate level of interaction with others.

c. **Rural** - Access points outside of Urban Growth Boundaries. May involve a high level of interaction with other users depending on location and proximity to highways.

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d. **Urban** - Access points within Urban Growth Boundaries. Generally involves a high level of interaction with other users.

4. Handicapped Access

Handicapped access sites include a paved parking lot with a paved trail. Marked handicapped parking spaces and curb cuts are provided. Restrooms equipped for the handicapped are generally provided.

B. Diversity of Sites

The inventory identified 647 sites; of these, 474 (73%) are physical access sites and 173 (27%) sites provide only visual access.

Physical access sites include sites with:

- o **Pedestrian access** - Physical access to the water;
- o **Vehicle Access** - Developed access only; and
- o **Boat Access** - Developed access only.

Most physical access sites also provide visual access which means you can see the ocean from the access site. Visual access sites typically included overlooks, headlands, and roadside viewpoints.

569 (88%) of the sites are developed; 12% are undeveloped. Roadends comprise the largest portion (47%) of all developed sites, followed by parcels (34%), roadsides 12% and easements (7%) (see Tables 2 and 3).

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Table 2

PHYSICAL ACCESS SITES BY PROPERTY CLASSIFICATION

	Easement	Parcel	Roadend	Roadside	Total
North Coast					
Developed Sites	11	35	162	6	214
Undeveloped Sites	0	7	25	0	32
Total Sites	**11**	**42**	**187**	**6**	**246**
Central Coast					
Developed Sites	18	56	58	5	137
Undeveloped Sites	6	3	17	0	26
Total Sites	**24**	**59**	**75**	**5**	**161**
South Coast					
Developed Sites	0	57	2	3	62
Undeveloped Sites	0	3	0	0	3
Total Sites	**0**	**60**	**2**	**3**	**65**
TOTAL COAST					
Developed Sites	29	148	222	14	413
Undeveloped Sites	6	13	42	0	61
Total Sites	**35**	**161**	**264**	**14**	**474**

DRAFT

Table 3

VISUAL ACCESS SITES BY PROPERTY CLASSIFICATION

	Easement	Parcel	Roadend	Roadside	Total
North Coast					
Developed Sites	1	11	8	2	22
Undeveloped Sites	0	0	1	0	1
Total Sites	**1**	**11**	**9**	**2**	**23**
Central Coast					
Developed Sites	0	10	23	40	94
Undeveloped Sites	0	1	15	0	16
Total Sites	**0**	**11**	**38**	**40**	**110**
South Coast					
Developed Sites	1	23	5	11	40
Undeveloped Sites	0	0	0	0	0
Total Sites	**1**	**23**	**5**	**11**	**40**
TOTAL COAST					
Developed Sites	2	44	36	53	156
Undeveloped Sites	0	1	16	0	17
Total Sites	**2**	**45**	**52**	**14**	**173**

DRAFT

Table 4 illustrates the distribution of developed physical and visual sites by improvement level. 10% of all developed sites have a low improvement level, 69% have a moderate improvement level, and 21% have a high improvement level. The distribution of sites between the three improvement levels is similar for visual and physical access sites.

Table 4

DEVELOPED PHYSICAL AND VISUAL ACCESS SITES
BY IMPROVEMENT LEVEL

	Low	Moderate	High
North Coast			
Physical	17	169	28
Visual	4	27	4
Central Coast			
Physical	12	81	44
Visual	11	53	8
South Coast			
Physical	8	28	26
Visual	2	30	8
TOTAL			
Physical	37	278	98
Visual	17	110	20

DRAFT

Table 5 illustrates the distribution of all physical access sites by experience level. 40% of the sites are neighborhood, 29% are rural, 26% are urban, and only 5% are primitive. The distribution of physical access sites between the four experience levels is similar for developed and undeveloped sites.

Table 5

PHYSICAL ACCESS SITES BY EXPERIENCE LEVEL

	Primitive	Rural	Neighborhood	Urban
North Coast				
Developed	8	24	123	58
Undeveloped	0	8	19	5
Total	**8**	**32**	**142**	**63**
Central Coast				
Developed	3	64	39	36
Undeveloped	0	11	14	9
Total	**3**	**75**	**53**	**45**
South Coast				
Developed	10	36	1	15
Undeveloped	2	0	0	1
Total	**12**	**36**	**1**	**16**
TOTAL COAST				
Developed	21	124	163	109
Undeveloped	2	19	33	15
Total	**23**	**143**	**196**	**124**

DRAFT

Table 6 illustrates the distribution of all visual access sites by experience level. The majority of sites, 70%, are rural; 23% are urban, 14% are neighborhood, and 6% are primitive. Most developed sites (77%) are rural. Undeveloped sites are primarily urban (47%) or neighborhood (37%). There were no primitive undeveloped sites in the inventory.

Table 6

VISUAL ACCESS SITES BY EXPERIENCE LEVEL

	Primitive	Rural	Neighborhood	Urban
North Coast				
Developed	5	23	1	6
Undeveloped	0	1	0	0
Total	**5**	**24**	**1**	**6**
Central Coast				
Developed	0	21	0	0
Undeveloped	0	2	7	9
Total	**0**	**23**	**7**	**9**
South Coast				
Developed	1	26	4	9
Undeveloped	0	0	0	0
Total	**1**	**26**	**4**	**9**
TOTAL COAST				
Developed	6	70	5	15
Undeveloped	0	3	7	9
Total	**6**	**73**	**12**	**24**

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Handicapped access to existing sites was inventoried. A site was judged to have handicapped access if there was a paved parking lot with a paved trail, marked handicap spacess, curb cuts, and handicapped access restrooms. Table 7 shows the number of facilities at which handicapped access is provided statewide. The sample includes all developed parcels and roadsides in the inventory.

Table 7

HANDICAPPED ACCESS

	High	Moderate	Low
Physical Access Sites	29	1	0
Visual Access Sites	2	0	0

C. Capacity Analysis of Federal, State and Local Beach Access Sites

After analyzing the data for all sites, except road ends, it was determined that information about parking capacity, occupancy rates, and expansion capabilities for existing facilities was needed before the extent of the need for future beach access sites could be estimated. A subset of the inventory sites, federal, state and local beach access parks, was selected for this capacity study.

The capacity study, which was conducted by state and local park managers, included 144 sites. The sites represent approximately 62% of all developed parcel and roadside sites. **Because of the importance of the capacity information for making future beach access decisions, this data was selected as the basis of the development of the concept plans and the identification of levels of future needs.**

Capacities were estimated by state and local park managers for a typical summer weekend day. The sites analyzed as part of the capacity analysis were almost all parcels. See Tables 8 and 9 for a complete presentation of the results of the capacity study.

DRAFT

Table 8

BEACH ACCESS CAPACITY STUDY

PHYSICAL ACCESS

Region/County	Sites	# Parking Spaces	# Avail. Vacant Spaces	% Avail. Vacant Sites	# of Spaces Can Be Added to Existing Added	% Inc. In Total Capacity If New Spaces
North Coast						
Clatsop	13	848	178	21%	85	10%
Tillamook	16	1675	424	25%	325	19%
Regional Total	**29**	**2523**	**602**	**24%**	**410**	**16%**
Central Coast						
Lincoln	27	1886	219	12%	308	16%
Lane	18	648	233	36%	50	8%
Douglas[1]	3	300	15	5%	-	0%
Regional Total	**48**	**3301**	**467**	**14%**	**358**	**11%**
South Coast						
Coos	12	1005	322	32%	355	35%
Curry	21	637	312	49%	225	35%
Regional Total	**33**	**1642**	**634**	**39%**	**580**	**35%**
ENTIRE COAST						
Total	110	7466	1703	23%	1348	18%
Regional Average	37	2489	568	23%	449	18%
County Average	16	1067	243	23%	193	18%

1. Douglas County expansion capacity was not estimated. Expansion in Coastal Douglas is possible but is severely limited by environmental impacts in sand dune areas.

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1. **Physical Access**

a. Along the entire coast an estimated 23% of the parking spaces are vacant, or available for use on a typical summer weekend day.

b. The South Coast has the greatest percentage of vacant spaces (39%). The Central Coast has the smallest percentage of vacant spaces (14%).

c. Total potential expansion capacity was estimated for each site by park managers. Because the estimates did not consider financial, environmental, or legal constraints, the expansion capacity was reduced by 50%. The reduced figure represents an estimate of the realistically feasible potential for expansion at existing sites. Coastwide, it is estimated that an 18% increase in parking spaces at existing sites is possible. The South Coast has the greatest capacity for expanding existing sites (35%). The Central Coast has the least potential (11%).

d. Based on the 110 sites examined, the average site provides 68 parking spaces.

e. Tillamook and Lincoln Counties have the greatest number of parking spaces and represent 51% of the state total.

2. **Visual Access**

a. Along the entire coast an estimated 24% of the parking spaces providing visual access are vacant, or available for use on a typical summer weekend day.

b. The South Coast has the greatest percentage of vacant spaces (41%) while the Central Coast has the smallest (18%).

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Table 9

BEACH ACCESS CAPACITY STUDY

VISUAL ACCESS ONLY

Region/County	Sites	# Parking Spaces	# Avail. Vacant Spaces	% Avail. Vacant Sites	# of Spaces Can Be Added to Existing Added	% Inc. In Total Capacity If New Spaces
North Coast						
Clatsop	2	90	21	23%	0	0%
Tillamook	6	232	46	20%	0	0%
Regional Total	**8**	**322**	**67**	**21%**	**0**	**0%**
Central Coast						
Lincoln	8	246	3	1%	8	3%
Lane	4	58	8	14%	0	0%
Douglas	2	59	22	37%	3	4%
Regional Total	**14**	**396**	**33**	**8%**	**10**	**3%**
South Coast						
Coos	4	205	37	18%	313	152%
Curry	8	255	150	59%	20	8%
Regional Total	**12**	**460**	**187**	**41%**	**333**	**72%**
ENTIRE COAST						
Total	34	1178	287	24%	342	29%
Regional Average	11	393	96	24%	114	29%
County Average	5	168	41	24%	49	29%

DRAFT

c. Along the entire coast, it is estimated that a 29% increase in additional parking spaces is possible through expansion. The South Coast has the greatest capacity for expanding existing sites (72%). The North Coast has no expansion capability, and the Central Coast very little (3%).

d. Based on the 34 sites examined, the average site provides 35 parking spaces.

e. Tillamook and Lincoln Counties have the greatest number of parking spaces and represent 41% of the state total.

The capacity analysis provided excellent information regarding existing parking facilities, occupancy, and expansion. The demand findings which are presented in the next section, are used in conjunction with the capacity data to develop concept plans for each region.

DRAFT

IV. DEMAND FINDINGS/BEACH USE

Existing data sources were collected and analyzed to estimate current and future demand for beach access sites. The lack of a market study on beach access is a major data gap in planning for future beach access. Nevertheless, several clear trends emerged from the various demand indicators which were studied, making it possible to develop a general picture of beach access demand.

A. State Parks Use

Day visitor attendance at coastal state parks has increased 8% from 1980-81 to 1985-86. The growth varies by coastal region. The Central Coast has grown by 19%, or slightly over 3% annually; the South Coast has grown 6%, or approximately 1% annually. The North Coast, on the other hand, has declined by 14%, losing slightly more than 2% annually. See Table 10 for a comparison of coastal state park use in 1980-81 and 1985-86.

Table 10

OREGON STATE PARKS DAY VISITOR ATTENDANCE

	1980-81	1985-86	% Change
North Coast	**3,208,066**	**2,749,695**	**-14%**
Tillamook Co.	1,731,662	1,863,455	+8%
Clatsop Co.	1,476,404	886,240	-40%
Central Coast	**7,460,922**	**8,849,846**	**+19%**
Lincoln Co.	6,836,198	7,830,091	+14%
Lane Co.	454,570	667,629	+47%
Douglas Co.	170,154	352,126	+107%
South Coast	**2,538,582**	**3,689,758**	**+6%**
Coos Co.	1,541,320	1,606,702	+4%
Curry Co.	997,262	1,083,056	+9%
STATE TOTALS	**13,207,570**	**14,289,299**	**+8%**

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Out-of-state tourists represent a growing share of state park users. In 1984 out-of-state visitors comprised 42% of all day and overnight users of parks statewide. In 1980, out-of-state users comprised slightly less than 37% of all park users attendance. This represents an approximate 1% annual increase in out-of-state users as a proportion of all users from 1980 to 1984. (Source: 1984 Parks Visitor Study, Parks and Recreation Division, Department of Transportation, 1984).

B. Population

1. Coastal Residents

The Oregon coastal population was 185,909 in 1987. This is projected to grow to 223,246 people by the year 2000 and to 242,278 people by the year 2010, or a 1% increase per year. Growth of coastal population varies by region and county. The North Coast is projected to grow by 26%, the Central Coast by 37%, and the South Coast by 29% between 1987 and 2010 (See Table 11).

In 1987 the South Coast had 40%, the Central Coast 31%, and the North Coast 29% of the coastal population.

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Table 11

POPULATION OF THE OREGON COAST

1987	2000	2010	% Change 1987-2010
North Coast	**54,100**	**63,100**	**68,400 26%**
Clatsop Co.	33,100	38,700	42,200 27%
Tillamook Co.	21,100	24,400	26,200 25%
Central Coast	**57,109**	**69,446**	**77,978 37%**
Lincoln Co.	37,600	45,200	51,200 36%
Coastal Lane Co.	12,153	15,173	16,754 38%
Coastal Douglas Co.	7,356	9,073	10,024 36%
South Coast	**74,700**	**90,700**	**96,100 29%**
Coos Co.	57,500	69,500	72,400 26%
Curry Co.	17,200	21,200	23,700 38%
TOTAL COAST	**185,909**	**223,246**	**242,278 30%**

2. Market Area Population

Lacking a market study to identify destination areas for beach bound Oregon residents, market areas were established based on driving distance and proximity to the coast. The market areas include the coastal counties plus the counties adjacent to the east of the coastal counties (See Exhibit 2 for map of market areas). To avoid double counting of population in market areas, the Portland Metropolitan area population was split along county lines. Multnomah and Washington counties was assigned to the North Coast and Clackamas county were assigned to the Central coast. Defining the market areas in this manner, the North Coast has 41% of the in-state market population, the Central Coast 38%, and the South Coast 20%.

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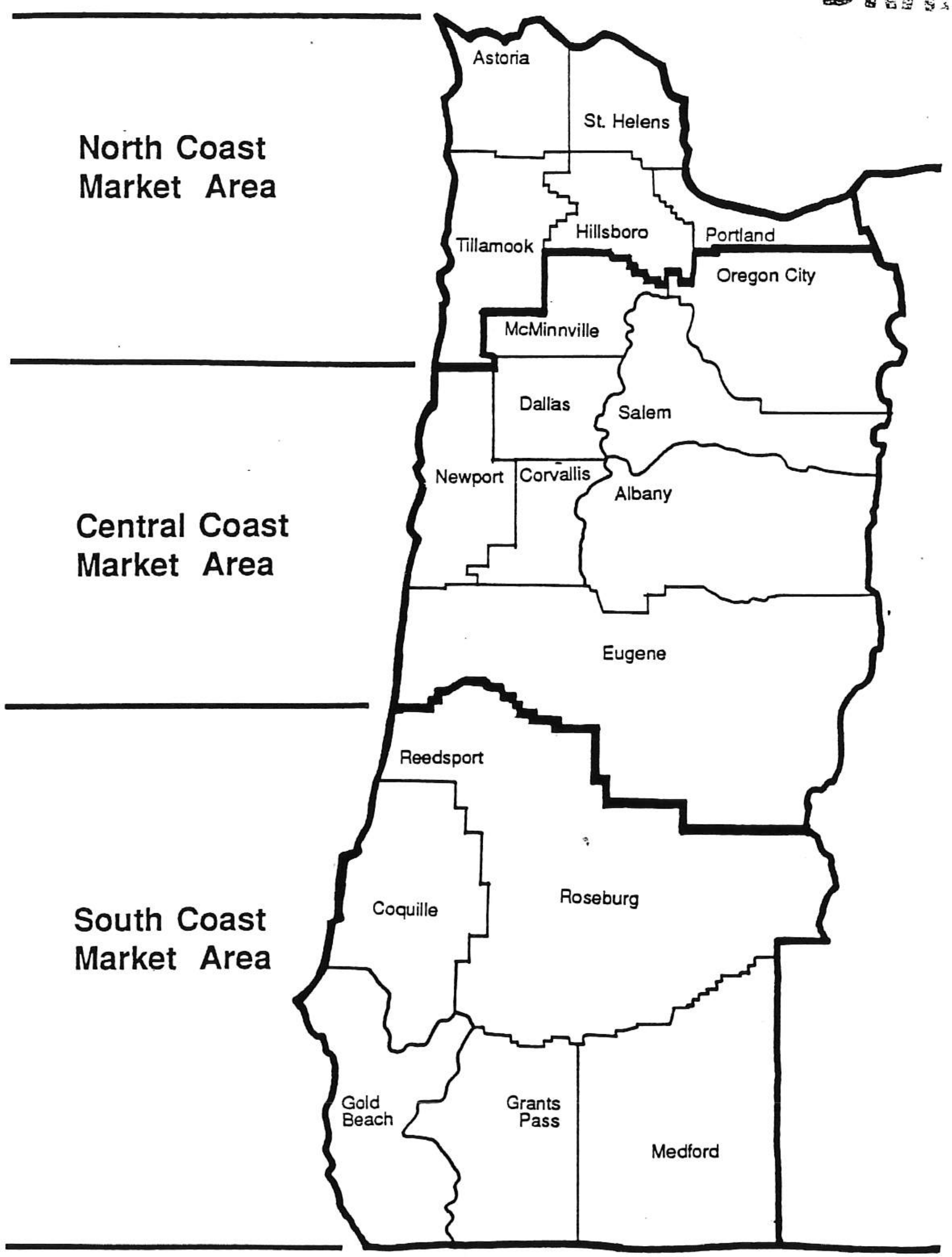

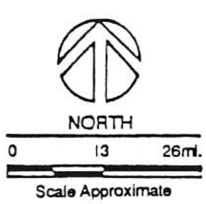

Note:
Half of the population of Douglas County was assigned to the Central Coast and half of the population of Lane County was assigned to the South Coast.

Exhibit 2
Map of Market Areas

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The in-state market area population is projected to increase 36% by the year 2010. The growth rates vary by coastal region, with the Central Coast market projected to increase 44%, the South Coast 42% and the North Coast 20% by the year 2010 (See Table 12).

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Table 12

IN-STATE MARKET AREA POPULATION BY REGION

	1987	2010	% Growth '87-2010
North Coast	**932,400**	**1,175,600**	**26%**
Columbia	36,100	51,700	43%
Clatsop	33,100	42,200	27%
Tillamook	21,000	26,200	25%
Washington	280,000	459,900	64%
Multnomah	562,200	595,600	6%
Central Coast	**947,950**	**1,363,300**	**44%**
Yamhill	58,400	87,800	50%
Clackamas	255,100	394,100	54%
Lincoln	37,600	51,200	36%
Marion	214,500	306,100	43%
Polk	45,800	61,800	35%
Benton	69,200	93,600	35%
Linn	87,000	121,100	39%
Douglas (half)	46,500	63,450	36%
Lane (half)	133,850	184,150	38%
South Coast	**451,950**	**642,800**	**42%**
Lane (half)	133,850	184,150	38%
Douglas (half)	46,500	63,450	36%
Coos	57,500	72,400	26%
Curry	17,200	23,700	38%
Jackson	135,200	201,200	49%
Josephine	61,700	97,900	59%
TOTAL	**2,332,300**	**3,181,700**	**36%**

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C. Lodging Industry Employment

Lodging industry employment provides a good indicator of tourist acitivty in each county. Employment figures in hotels and other lodging (SIC 70) for 1985 were gathered from "County Business Patterns", U.S. Census, 1985. The Central Coast has 64% of the coast's lodging employment, the South Coast 22%, and the North Coast 14% (See Table 13). The lodging employment figures suggest that the Central Coast may be drawing from a larger market area than the geographic based market areas set forth above. The North Coast is notable for its small percentage of lodging employment (14%) compared to coastal population (26%) and miles of coastline (29%).

Table 13

COASTAL EMPLOYMENT IN HOTELS AND OTHER LODGING

	March '85 Employment	% of All Coastal Employment
North Coast	**258**	**14%**
Clatsop Co.	181	4%
Tillamook Co.	77	4%
Central Coast	**1,228**	**64%**
Lincoln Co.	1,152	60%
Coastal Lane Co.	56	3%
Coastal Douglas Co.	20	1%
South Coast	**422**	**22%**
Coos Co.	303	16%
Curry Co.	119	6%
STATE TOTAL	**1,908**	**100%**

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D. Average Daily Traffic

The Oregon Department of Transportation maintains traffic counters in the rural areas of coastal Highway 101. Because the locators are in rural areas they are not likely to reflect all of the traffic from tourists driving to the coast from the valley. Traffic counts for 1986 show that 42% of the rural traffic was in the Central Coast, 32% in the North Coast and 26% in the South Coast (See Table 14).

Table 14

RURAL HIGHWAY 101 AVERAGE DAILY TRAFFIC, 1986

	1986 ADT	% of Coast Total
North Coast	**13,349**	**32%**
Clatsop Co.	8,611	8%
Tillamook Co.	4,738	11%
Central Coast	**17,690**	**42%**
Lincoln Co.	7,109	11%
Lane Co.	3,900	9%
Douglas Co.	6,681	9%
South Coast	**10,709**	**26%**
Coos Co.	4,961	8%
Curry Co.	5,748	24%
STATE TOTAL	**41,748**	**100%**

E. Market Area Population with Transportation Disability Status

People with transportation disabilities within each of the market areas were identified from the 1980 census. For each of the three market areas, approximately 3% of the population has transportation disability status. (See Table 15).

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Table 15

MARKET AREA POPULATION WITH PUBLIC TRANSPORTATION DISABILITY STATUS

	Trans. Disabil. Age 16-64	Total Population Age 16-64	Percent w/Trans Disabil.
North Coast	22,673	689,658	3.3%
Central Coast	19,296	684,204	2.8%
South Coast	9,345	294,153	3.2%
TOTAL	28,641	978,357	2.9%

F. Chamber and Tourist Center Survey

Questionnaires were mailed to 15 Chambers of Commerce in coastal cities. Seven of the questionnaires were returned. Gold Beach-Wedderburn, Depoe Bay, Lincoln City, Coos Bay-North Bend, Reedsport, Newport, and Yachats Chambers of Commerce responded. Questions asked related to the adequacy of existing beach access for tourists and local residents and the primary local needs for tourism and recreation. Nearly all of the respondents indicated that current beach access sites service tourist and local needs well. The Lincoln City Chamber provided a list of several sites which they felt should be improved or better advertised. Two of the respondents indicated that improvements to Highway 101 were the biggest tourist related needs in their local area.

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V. SUPPLY AND DEMAND RATIOS

The sites included in the parking lot capacity study were used to establish several supply and demand ratios. The sites in the study were chosen because they comprise the major beach access parking facilities on the coast and information about the parking capacity was available for these sites. The ratios make it possible to evaluate supply and demand relative to each other to determine where there may be gaps in the supply. The ratios also make it possible to compare the proportion of supply and demand between the three regions. The ratios for physical and visual access are presented in Tables 16 and 17, respectively. The major findings are summarized below. For comparison purposes, **Appendix A** summarizes supply and demand indicators by region.

A. Physical Access

1. The statewide beach access average is one site for every 3.2 miles of coastline. The Central Coast is the most densely developed (one site per 2.5 miles). The South Coast is the least densely developed (one site per 4.0 miles).

2. Statewide, there is an average of 100 parking spaces at access sites every 4.8 miles. The Central Coast is the most densely developed (100 parking spaces per 3.6 miles). The south Coast is the least densely developed (100 parking spaces per 8 miles).

3. Statewide, there is an average of one site for every 21,200 people in the market demand area. This varies widely by coastal region.

   - **North Coast:** One site per 32,140 market area population.

   - **Central Coast:** One site per 19,750 market area population.

   - **South Coast:** One site per 13,700 market area population.

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4. Coastwide, there is an average of one **parking space** for every 310 people in the market demand area. Using this measure there is less variation among the regions.

- **North Coast:** One parking space per 370 market area population.
- **Central Coast:** One parking space per 290 market area population.
- **South Coast:** One parking space per 275 market area population.

Table 16

PHYSICAL ACCESS SUPPLY/DEMAND RATIOS

	Miles/ Site	Miles/100 Parking Spaces	Market Pop. Demand/ Site	Market Pop. Demand/ Parking Space
North Coast				
Clatsop	2.7	4.1		
Tillamook	4.1	3.9		
Regional Average	3.5	4.1	32,138	369
Central Coast				
Lincoln	2.4	2.0		
Lane	1.7	4.8		
Douglas	7.3	7.3		
Regional Average	2.5	3.6	19,749	287
South Coast				
Coos	4.5	5.3		
Curry	3.7	12.1		
Regional Average	4.0	8.0	13,695	275
ENTIRE COAST	**3.2**	**4.7**	**21,203**	**312**

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B. Visual Access

1. The coastwide average is one site for every 10.3 miles of coastline. The Central Coast is the most densely developed (one site per 8.4 miles). The North Coast is the least densely developed (one site/10.9).

2. Coastwide there is an average of 100 visual access parking spaces per 30 miles. There is virtually no variation in density among the three regions.

3. Coastwide, there is an average of one site for every 68,600 people in the market demand area. This varies widely by coastal region.

   - **North Coast:** One site per 116,500 market area population.
   - **Central Coast:** One site per 67,710 market area population.
   - **South Coast:** One site per 37,650 market area population.

4. Coastwide, there is an average of one **parking space** for every 310 people in the market demand area.

   - **North Coast:** One parking space per 2,894 market area population.
   - **Central Coast:** One parking space per 2,394 market area population.
   - **South Coast:** One parking space per 983 market area population.

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Table 17

VISUAL ACCESS SUPPLY/DEMAND RATIOS

	Miles/ Site	Miles/100 Parking Spaces	Market Pop. Demand/ Site	Market Pop. Demand/ Parking Space
North Coast				
Clatsop	17.6	39.0		
Tillamook	11.0	28.3		
Regional Average	12.6	31.3	116,500	2,894
Central Coast				
Lincoln	8.1	26.3		
Lane	7.7	53.3		
Douglas	11.0	37.3		
Regional Average	8.4	29.7	67,711	2,394
South Coast				
Coos	13.4	26.0		
Curry	9.7	30.3		
Regional Average	10.9	28.4	37,663	983
ENTIRE COAST	**10.3**	**28.4**	**68,597**	**1,980**

Section III. provided the supply findings and Section IV. provided the demand findings. This section synthesized the data. The next section uses the supply and demand data to develop concept plans for each region.

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VI. THE PLAN

A. Coastal Beach Access Planning Goals

The following goals were developed to guide future beach access decisions on the Oregon coast. The Ocean Beach Access Plan addresses two types of upland access to the beach: physical and visual. Recreational activities requiring beach use, such as windsurfing, diving, hang-gliding and horseback riding are not the subject of this Plan. In addition, off road vehicle (ORV) access to the beach is not included in the Plan.

1. Planning Goals

a. State, federal, and local governments should cooperatively plan for access to Oregon's ocean shoreline through the mutual adoption and implementation of the Oregon Ocean Beach Access Plan.

b. Consider the ocean shoreline as a valuable limited natural resource and carefully plan for needed public access and public use of the resource, recognizing the environmental constraints and carrying capacity of the shoreline areas.

c. Protect and enhance the environmental and cultural qualities of the ocean shoreline as beach access opportunities are expanded, including protecting sensitive areas from adverse development impacts and evaluating the cumulative impacts of the future pattern of development.

d. Protect existing access opportunities for future public use of the ocean shoreline, including preservation of dedicated road ends and easements.

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2. Need Goals

a. Provide adequate opportunities for public access to the ocean shoreline to meet the recreational needs of coastal residents and visitors.

b. Recognize that the ocean shoreline is an attraction for in-state and out-of-state visitor and provide opportunities to meet visitor demand consistent with the overall Ocean Beach Access Plan.

3. Diversity Goals

a. Provide a diversified range of public access opportunities including highly developed beach access park facilities as well as primitive beach access trails.

b. Assure diversity of access within each region of the coast (North, Central and South).

c. Provide the potential for different types of recreational experiences including urban, rural and primitive.

d. Assure access to a variety of coastal features including sandy beaches, rocky headlands, sea cliffs, and tidepools.

e. Assure that access facilities are provided at a variety of improvement levels.

4. Quality Goals

a. Maintain and enhance the quality of the coastal experience.

   1. Limit the size and scale of ocean shoreline access facilities in order to protect the natural features of the Oregon coast.

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2. Provide opportunities for public access to reduce crowding and over use of any individual access point.

3. Generally, satisfy the future demand through numerous small facilities designed for the carrying cpacity of the beach and the Upland area. Smaller facilities are appropriate in rural areas. Large facilities are appropriate in areas where there are concentrations of supporting facilities and services for visitors, outstanding recreational attractions which are suitable for more intense use, and for jetties.

4. Ensure that all existing and future facilities are well maintained.

5. Provide adequate signage to direct visitors to all access sites.

b. Assure that new access is well matched to development conditions.

1. To reduce conflicts between visitor and residential uses, encourage the location of new visitor oriented urban access facilities outside of developed residential neighborhoods.

2. Protect adjacent residential and agricultural areas by providing buffering (e.g. fencing, landscaping) along the upland property boundaries of new access sites.

3. When located in commercial areas, encourage access designs that complement beach oriented commercial development such as restaurants, shops, and motels.

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4. Encourage local government provision of smaller neighborhood oriented access facilities at roadends and parks within existing residential neighborhoods. Local governments should consider requiring major new oceanfront development to provide direct physical public access to ocean beaches.

5. Special Access Goals

a. Emergency Vehicle Access

Encourage the provision of emergency vehicle access to public beaches where feasible and necessary, and where emergency vehicle access is not currently available. Access should be designed and constructed in a manner compatible with natural resources.

b. Handicapped Access

1. Encourage the provision of access facilities for the handicapped within each local jurisdiction.

2. Provide handicapped access facilities at major State Parks along the entire Coast.

3. When physically appropriate, provide handicapped access facilities at all new access sites.

4. Provide handicapped access to the water whenever feasible.

6. Decision Making

a. Use the plan as the basis for funding decisions.

b. Encourage local governments to provide additional access points to meet local needs or to meet special expressed demands not addressed within the scope of the access plan.

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B. Regional Concepts

Three draft concepts, or visions, for the future of beach access were developed and presented to the three regional advisory committees for consideration. The committees were asked to modify the concepts or select one of the concepts to guide their decision making process for future beach access sites. The concepts as originally developed are described below.

1. **Concept A** assumes that current public access to the coast is at or near the optimum. Under Concept A new sites would be added to increase the diversity of sites in certain selected areas, and where clear opportunities for new sites exist. No attempt would be made to expand capacity for expected increases in tourism demand which will naturally result from population increases.

2. **Concept B** assumes that the state should plan for and respond to increases in demand which will naturally result from population increases in the market area. Like Concept A, sites would be added to make the current system more diverse. A much more active construction program would be needed to enhance existing sites and add new sites, in order to adequately serve expected increases in demand while meeting the goal of maintaining and enhancing the quality of the Oregon beach experience. Excess capacity, consistent with a statewide average, would be maintained.

3. **Concept C** assumes that the state should take an aggressive posture to use the coast as a tourist attraction and a component of an economic improvement program. New sites would be created to meet diversity needs, as in Concepts A and B. New capacity (both through expanding existing sites and adding new sites) would be added to respond to population driven demand increases, as in Concept B. The concept would also respond to increases in out-of-state tourism demand. Additionally, the state would set a goal of bringing all regions up to the state average in parking spaces per market area population. Achieving this goal offers one method of creating additional supply which is necessary to respond to population driven demand increases.

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Table 18

DRAFT CONCEPT PLAN OPTIONS

	Add Diversity	Add Capacity to Respond to Population Growth-Maintain Excess Capacity	Add Capacity to Maximize Tourism-Raise All to Coast Average
Concept A	X		
Concept B	X	X	
Concept C	X	X	X

Additional sites needed to respond to the future demand through the year 2010 under concepts B and C are identified for each region in Table 19 for physical access and Table 20 for visual access. **Appendix B** summarizes physical and visual access needs as they relate to the concepts.

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Table 19

PHYSICAL ACCESS SITES NEEDED

TO IMPLEMENT PLANNING CONCEPTS B AND C

	% Increase to Meet Demand	# New Parking Spaces Needed	Maximum # Spaces Can be Added to Existing Sites	# New[3] Sites Needed if All Existing Sites Expanded	# New[3] Sites Needed if No Existing Sites Expanded
North Coast					
Concept B	26% [1]	656	410	7	19
Concept C	73% [2]	1,840	410	41	53
Central Coast					
Concept B	44% [1]	1,452	358	31	41
Concept C	83% [2]	2,741	358	68	78
South Coast					
Concept B	42% [1]	690	580	3	20
Concept C	62% [2]	1,018	580	13	29

1. Assumes the following:

   A. Maintain existing vacancy rates

   B. Out-of-state tourism stays constant as a percentage of total coastal tourism.

2. Assumes the following:

   A. Raise any region below the state average in parking spaces per market demand population.

   B. Provide capacity for projected in-state market demand area growth.

   C. Allow for 20% additional demand from increased out-of-state tourism.

   D. Maintain existing vacancy rates.

3. Assumes average of 35 parking spaces per site for all new sites.

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Table 20

VISUAL ACCESS SITES NEEDED

FOR CONCEPTS B AND C

	% Increase to Meet Demand	# New Parking Spaces Needed	Maximum # Spaces Can be Added to Existing Sites	# New[3] Sites Needed if All Existing Sites Expanded	# New[3] Sites Needed if No Existing Sites Expanded
North Coast					
Concept B	26% [1]	84	0	2	2
Concept C	113% [2]	360	0	10	10
Central Coast					
Concept B	44% [1]	174	10	5	5
Concept C	98% [2]	388	10	12	12
South Coast					
Concept B	42% [1]	193	333	0	6
Concept C	62% [2]	285	333	0	8

1. Assumes the following:

   A. Maintain existing vacancy rates

   B. Out-of-state tourism stays constant as a percentage of total coastal tourism.

2. Assumes the following:

   A. Raise any region below the state average in parking spaces per market demand population.

   B. Provide capacity for projected in-state market demand area growth.

   C. Allow for 20% additional demand from increased out-of-state tourism.

   D. Maintain existing vacancy rates.

3. Assumes average of 35 parking spaces per site for all new sites.

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The three regional committees each tentatively selected a concept unique to their local needs. It is expected that the concepts will be further refined as each region proceeds to identify the specific sites which will be needed to implement the concept. The concepts for each region provide a needed and useful starting point and framework for the site identification process.

1. North Coast Planning Concept

Planning Concept B was tentatively selected by the North Coast Advisory Committee with the following qualifications and assumptions.

a. Beach access opportunities should be expanded to respond to natural increases in tourist demand.

b. Beach access opportunities should not be expanded as a tool to lure additional visitors from Oregon and out-of-state.

c. The in-state market areas used in this report should be studied and refined. A market study, or redefining market areas by driving distances would provide a more reliable estimate of in-state demand. The market area should include portions of Washington State.

d. There may not be a linear relationship between projected increases in demand and the need to create additional parking spaces to meet that demand. For instance, there are large stretches of coastline on the North Coast which can be accessed easily from current vacant roadside parking or driving along the beach. Large numbers of new parking spaces are not a prerequisite of adequate access to this type of beach experience. Commercial parking in urban areas may also help to satisfy demand in the North Coast region.

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The Committee supported the planning concept to provide beach access opportunities to respond to population increases in tourism, but the group does not necessarily believe that the numbers of sites and parking spaces need to be increased proportionately with the rise in population. To respond to this concern, the group recommended that the parking space need estimates presented in this report be treated as an estimated upper limit of the parking spaces needed to satisfy this demand.

e. There is no need to expand sites and parking spaces to bring the North Coast region up to the state average for sites and parking spaces per market area population.

f. Emphasis should be placed on expanding the number of parking spaces at existing sites rather than adding new sites. The group believed this approach would provide more protection for the existing high quality North Coast experience.

g. The upper limit of new sites and parking spaces needed to accommodate an estimated 26% increase in-state demand by the year 2010 is 656 physical access parking spaces and 360 visual access parking spaces. Table 21 illustrates the future site and parking space needs using the planning concept identified by the North Coast Advisory Committee.

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Table 21

MAXIMUM LIMIT OF NORTH COAST PHYSICAL AND VISUAL ACCESS NEEDS THROUGH THE YEAR 2010

	Physical	Visual
Current Parking Spaces	2,523	322
Current Sites	48	8
Estimated Total Demand Growth	26%	26%
Estimated Annual Demand Growth	1.1%	1.1%
Needed Parking Spaces	656	84
Needed Sites	19	2
Maximum Parking Spaces Available Through Expansion of Existing Sites	410	0

1. Assumes average size of new sites is 35 parking spaces, approximately half of current state average for physical access sites, and equal to current state average for visual access sites.

2. Central Coast Planning Concept

The Concept Plan selected by the Central Coast Advisory Committee is a modified version of the draft Concept C. The Central Coast concept was selected based on the following assumptions.

a. Beach access opportunities should be expanded to respond to natural increases in local, Oregon resident tourist and out-of-state tourist demand. Beach access opportunities should not, however, be expanded as a tool to create, or lure, such demand.

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b. The actual Oregon resident market area demand for the Central Coast area is probably larger than the geographic demand area presented in this report. Specifically, the Central Coast draws in-state tourists from Washington and Multnomah counties, both of which are assigned solely to the North Coast region.

c. Out-of-state tourism is a significant portion of Central Coast tourist activity, and is likely to grow as a proportion of all tourism in the future.

d. Current parking space vacancy rates on a typical summer weekend day (14% for physical and 8% for visual sites) are appropriate and should be maintained. There is no need to increase vacancy rates, for instance, to meet the coastwide average vacancy rates (24% for physical sites and 23% for visual sites).

e. The ability of the private sector to provide beach access should be evaluated. This may diminish the projections of needed public access parking spaces.

f. The current estimate of needs through the year 2010 is for 2,113 new parking spaces for physical access sites and 253 new parking spaces for visual sites. This represents a 64% increase in physical and visual access parking spaces, or approximately a 2.25% annual increase. For the past five years, day visitor use of state parks on the Central Coast has grown at slightly more than 3% annually.

g. The estimates of needed beach access should be modified to reflect changing growth rates in the future. This could result in either more or less need for beach access. The current parking space needs presented in Table 22 are based on current assumptions about growth rates (i.e. 42% in-state market area population growth and additional 20% out-of-state tourist growth through the year 2010).

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Table 22

CENTRAL COAST PHYSICAL AND VISUAL ACCESS NEEDS THROUGH THE YEAR 2010

	Physical	Visual
Current Parking Spaces	3,301	396
Current Sites	48	14
Estimated Total Demand Growth	64%	64%
Estimated Annual Demand Growth	2.25%	2.25%
Needed Parking Spaces	2,113	253
Needed Sites	60	7
Maximum Parking Spaces Available Through Expansion of Existing Sites	358	10

1. Assumes average size of new sites is 35 parking spaces, approximately half of current state average for physical access sites, and equal to current state average for visual access sites.

3. South Coast Planning Concept

The Coast Advisory Committee established a range between Planning Concepts B and C to guide decision-making about future beach access sites. The Committee's decision was based on the following assumptions.

a. There is a lack of reliable information about market demand. This makes it difficult to plan for new access. Specific decisions about expanding beach access opportunities to meet either future in-state demand, or a combination of future in and out-of-state demand, should be deferred until better market information is available. The Oregon Division of Tourism should be encourage to undertake a study to determine both in and out-of-state market demand.

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b. Some increases in existing opportunities to satisfy increased demand will be needed. Concept A, adding sites solely for the purpose of increasing diversity, is not realistic.

c. Sites should not be created for the purpose of luring, or generating tourism.

d. Due to the relatively sparse density of existing sites on the South Coast, it would be beneficial to add new sites solely for the purpose of enhancing the beach access opportunities for South Coast residents. This need exists apart from meeting tourist demand.

e. Numerous opportunities for both visual and physical access exist at small roadside sites on the shoulder of Highway 101. These sites were not included in the parking lot capacity analysis. If they were included, overall expansion capability would increase.

f. The range of sites and parking spaces needed by the year 2010 probably falls within a 42% to 62% expansion of existing capacity. This is a 1.6% to 2.2% annual growth rate. This would result in 690 to 1018 additional physical parking spaces and 193 to 285 additional visual parking spaces. Table 23 illustrates the range of planning concepts chosen by the South Coast.

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Table 23

RANGE OF SOUTH COAST PHYSICAL AND VISUAL ACCESS NEEDS THROUGH THE YEAR 2010

	Physical	Visual
Current Parking Spaces	1,642	460
Current Sites	33	12
Estimated Total Demand Growth	42-62%	42-62%
Estimated Annual Demand Growth	1.6-2.2%	1.6-2.2%
Needed Parking Spaces	690-1,018	193-285
Needed Sites	20-29	6-8
Maximum Parking Spaces Available Through Expansion of Existing Sites	580	333

1. Assumes average size of new sites is 35 parking spaces, approximately half of current state average for physical access sites, and equal to current state average for visual access sites.

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C. Decision Criteria for Site Identification

There are three basic options for increasing beach access capacity in those areas where the need has been identified:

1. Enhance an existing site to attract more visitors, either by changing its use or improving its facilities;

2. Add parking space capacity to an existing site; or

3. Create a new site.

The following guidelines were used to help identify enhancements and additions to beach access within each region.

1. As a first priority identify existing sites which can be improved or expanded. In most cases these types of additions will be the least expensive and be the easiest to implement.

   Existing sites with low occupancy rates are candidates for or improvements (e.g. changing the facilities at the site to make it more attractive to visitors). Low occupancy rate is defined as less than state average (77% for physical sites and 76% for visual sites).

2. Existing sites with high occupancy rates, and the physical capacity to add parking spaces, are candidates for expansion. First priority should be placed on expanding small sites. For these purposes a small site is defined as less than state average (68 spaces for physical, 35 spaces for visual).

3. Select new sites consistent with statewide beach access planning goals, specifically:

   a. To increase the diversity of the beach experience;

   b. To meet specific, identified needs in a region;

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c. To be complementary with existing land uses and development patterns (i.e. place urban experiences near existing urban centers, rural experiences near rural development).

d. Protect sensitive lands

4. Preserve future opportunities for beach access.

5. Before adding sites which have visual access only, determine whether it is possible to meet visual access needs at sites that have both physical and visual access.

6. Select new sites which respond to specific identified needs.

D. Model Sites and Design Criteria

To be written.

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E. Preliminary List of Sites

Specific sites have been identified to have the potential for improvement or expansion. These sites do not comprise a comprehensive list of opportunities within the region. They do, however, provide a useful starting point. Each regional advisory committee will apply the site selection decision criteria to opportunities in their region to develop a more comprehensive list of sites.

1. North Coast

a. Clatsop County

1. Improve existing facilities north of Seaside in order to relieve congestion in the Cannon Beach and Seaside areas.

2. Improve access to the Coast Trail at Ecola State Park.

3. Improve access roads to Sunset Beach, Fort Stevens, and Del Rey Beach.

b. Tillamook County

1. Provide access to windsurfing facilities in Manzanita.

2. Improve the area and provide parking between the north end of Neskowin Beach and the Nestucca River.

3. Improve access at Camp Winema.

4. Provide primitive access in the Tierra Del Mar area.

5. Provide handicapped access at existing facilities.

DRAFT

6. Expand existing sites where appropriate.

2. Central Coast

a. Lincoln County

1. Provide primitive access along the Otter Crest Loop.

2. Improve primitive access at South Beach.

3. Improve access at Moolack Beach.

4. In Lincoln City, improve the following sites to include drinking water, toilets, parking, trash cans and wheelchair striping:

   a. Josephine Young Park
   b. Siletz Bay Park
   c. S.W. 51st
   d. S.W. 35th and Anchor
   e. S.W. 11th and Coast
   f. N.W. 15th and Harbor
   g. N.W. 21st
   h. N.W. 26th
   i. N.W. 35th and Jetty
   j. N.W. 40th
   k. N.W. 50th
   l. D River Wayside - Improve former park north of river
   m. S.W. 33rd (sign only)

5. In Lincoln City, the following sites need "Neighborhood Beach Access" signs:

   a. S.W. 44th and Coast
   b. N.W. 11th and Harbor
   c. N.W. 17th and Harbor
   d. N.W. 37th and Jetty
   e. N.W. 38th and Jetty

DRAFT

6. In Lincoln City, designate and improve five appropriate dead-end streets as "Overlooks" for wheelchair and handicap viewing. These sites should be on high bank areas to offer the greatest potential for panoramic views. These overlooks need signing on Highway 101, and should have trash cans.

b. Lane County

1. Preserve primitive access.

c. Douglas County

1. Provide improved pedestrian access consistent with the Dunes NRA master plan.

2. Improve Road 247 to north beach of the Umqua River.

3. Improve Three Mile Road.

3. South Coast

a. Coos County

1. Improve access from Spinreel Campground.

2. Improve access to North Spit of Coos Bay.

3. Provide primitive access between Cape Arago and the Coquille River.

4. Improve South Jetty/Coquille Point in Bandon.

5. Improve access at Whiskey Run.

6. Expand Bandon State Park.

DRAFT

b. Curry County

1. Provide physical access at Floras Lake.

2. Provide more physical access between Boardman and Humbug Mountain State Parks.

3. Improve turn out areas at Hunter Creek and Myers Creek.

4. Improve McVay Park.

5. Develop a site at Frankport (private).

6. Provide access at Floras Lake (private).

7. Improve Blacklock Point - Floras Lake State Park.

8. Improve Hubbard Creek (south of Port Orford) - hazardous parking.

9. Provide access at Old Coast Road - near Rogue Shores (private).

10. Improve Rocky Point (south of Port Orford) - East side of Highway.

11. Enhance Paradise Point State Park which is currently underutilized.

12. Develop The county owned parcel on the South side of Gold Beach.

13. Improve access at the Coast Guard Station in Port Orford.

14. Improve and expand access at Cape Blanco.

15. Provide access in the Garrison Lake area of Port Orford.

DRAFT

16. Improve access at Port facilities in Brookings, Port Orford, and Gold Beach.

17. Improve access at Chetco Point.

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VII. MANAGEMENT PLAN

A. Existing Ownership Patterns

1. Developed Sites

The ownership for existing developed and undeveloped beach access sites was analyzed (See Table 24). Local governments own the most developed sites with 327, or 60% of all developed sites. State government owns 193 sites (35%) and the federal government 27 sites (5%). The 257 roadends are owned exclusively by local governments. Twenty five of the 26 easements are owned by local governments. The coastwide planning goals for beach access identify roadend and easement sites as best suited for meeting local population needs. State government owns most of the developed parcels (125 out of a total of 155, or 68%) and most of the developed roadsides (65 out 78, or 83%).

2. Undeveloped Sites

Most (77%) of the undeveloped sites are roadends. Nearly all of them (61 out of 62) are owned by local governments. The state government owns five parcels, local governments seven parcels, and the federal government one parcel. The parcels represent the best opportunities for creating new beach access for tourists.

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Table 24

OWNERSHIP OF BEACH ACCESS SITES

	Easement	Parcel	Roadend	Roadside
Developed Sites	**26**	**188**	**257**	**78**
Federal Government	1	26	0	0
State Government	0	128	0	65
Local Government	25	34	257	13
Undeveloped Sites	**6**	**13**	**62**	**0**
Federal Government	0	1	0	0
State Government	0	5	1	0
Local Government	6	7	61	0

B. Management Jurisdiction Issues and Options

Management issues can be grouped in five categories:

- Who should have responsibility for **developing** a site?

- Who should have responsibility for **funding** the development of a site?

- Who should have responsibility to ensure that the **site design** is consistent with coast beach access planning goals and a high quality beach experience? Similarly, who should have responsibility to ensure that future improvements to the site, as well as development surrounding the site, meet high quality and compatibility standards?

- Who should have responsibility for **operating and maintaining** the site?

- Who should be responsible for **promoting use** of the site?

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At this stage in the beach access planning process it is useful to identify the issues which must be addressed within each of these five areas and the range of options for answering the management questions. Development of specific management plan for new sites will be dependent on the location and ownership of the sites identified by the three regional advisory committees for development.

1. **Site Development Responsibility**

Who should be the lead entity in initiating a strategy to develop a new site? On a site by site basis the following questions should be asked and decision principles applied.

a. **Who Owns the Site?**

If either a local, state or federal government entity owns the site should they have primary responsibility for developing it, or initiating a process to dispose of the site to another governmental entity?

b. **Who Will Use the Site?**

If it is primarily for local use, should the local government have primary responsibility? If it is primarily for out-of-area visitors, should the state should have primary responsibility?

2. **Site Financing Responsibility**

Who should pay for developing the facility? Questions to ask and issues to address include the following:

a. **Who Owns the Facility?**

Generally the entity who owns the facility and has primary responsibility for developing it, and should pay for it. Should local governments primarily finance facilities to meet local needs? Should state government primarily finance facilities to meet out-of-area visitor needs?

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b. State Funding Options Include:

1. State Parks through the Oregon Legislature;

2. Oregon Outdoor Recreation Committee. (In 1987 the Committee allocated $223,000 for park development. There were no requests for funds to develop beach access);

3. Regional Economic Development Strategies Money. Curry, Lincoln, Lane and Clatsop Counties have identified tourism as their regional strategy for economic development; and

4. State of Oregon income tax checkoff.

c. Local Funding Options Include:

1. Room taxes;

2. Urban renewal programs;

3. Development agreements; and

4. Property taxes.

3. Design Control Responsibility

a. The entity responsible for developing the site should have primary responsibility for design control, including on-site and off-site impacts.

b. The local government should share responsibility with the site owner for minimizing impacts on surrounding properties through local zoning (e.g. conditional use permits) and design review standards.

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c. The governmental entity which owns or has jurisdiction over surrounding properties should have primary responsibility for ensuring that development on those properties is compatible with the beach access site. Examples include:

   1. Vegetation trimming to ensure view access. If Oregon Department of Transportation owns the affected trees they should ensure that they are trimmed to protect view corridors. If the surrounding property is privately owned local governments should implement zoning standards to provide view protection.

   2. Design standards to ensure compatible development through local government development regulations.

4. Operation and Maintenance

In general the entity that develops the site should also operate and maintain it. However, operations and maintenance includes the enforcement of certain laws, some of which are local and some of which are state. Ensuring high quality on-going use of a facility in most cases will require a cooperative approach between state and local governments. Operations and maintenance issues to be addressed include:

a. Trash pick-up and litter (prime responsibility: facility operator);

b. Dog control (prime responsibility: local government);

c. Facilities maintenance (prime responsibility: facility operator);

d. Illegal vehicle use (prime responsibility: state government); and

e. Fires on beach (prime responsibility: local government).

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5. **Promotion**

Who should be responsible for promoting the use of the site?

This responsibility must be coordinated between state and local government and/or business organizations. One clear need is for good signage to direct users to the site.

C. Local Government Adoption

The Ocean Beach Access Plan has been designed so that it can be incorporated into the comprehensive plans of local governments. By adopting components of the access plan, local governments can work in partnership with the state to meet the beach access needs of local residents and tourists. The following components of the Ocean Beach Access Plan should be adopted by local governments.

- **Coastal beach access planning goals.**

- **The applicable regional concept (i.e. North coast local governments adopt the North coast concept).**

- **Decision criteria for site identification.**

- **Model sites and design criteria.**

- **The list of sites under the jurisdiction of each local government.**

- **The Management Plan.**

With incorporation of the Ocean Beach Access Plan into local comprehensive plans, governmental agencies can strive to achieve common goals related to the quality and diversity of ocean beach access. Local adoption of the Plan will assure, that within each region, new sites are provided where needed. Through this coordinated planning effort, Oregon can continue to be a leader in providing the highest quality beach access in the nation.

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VIII. APPENDIX

A. Summary of Demand and Supply Indicators by Region

B. Physical and Visual Access Needs Under Different Concept Plans by Region

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APPENDIX A

Summary of Demand and Supply Indicators by Region

NORTH COAST REGION
(CLATSOP AND TILLAMOOK COUNTIES)
SUMMARY OF DEMAND AND SUPPLY INDICATORS

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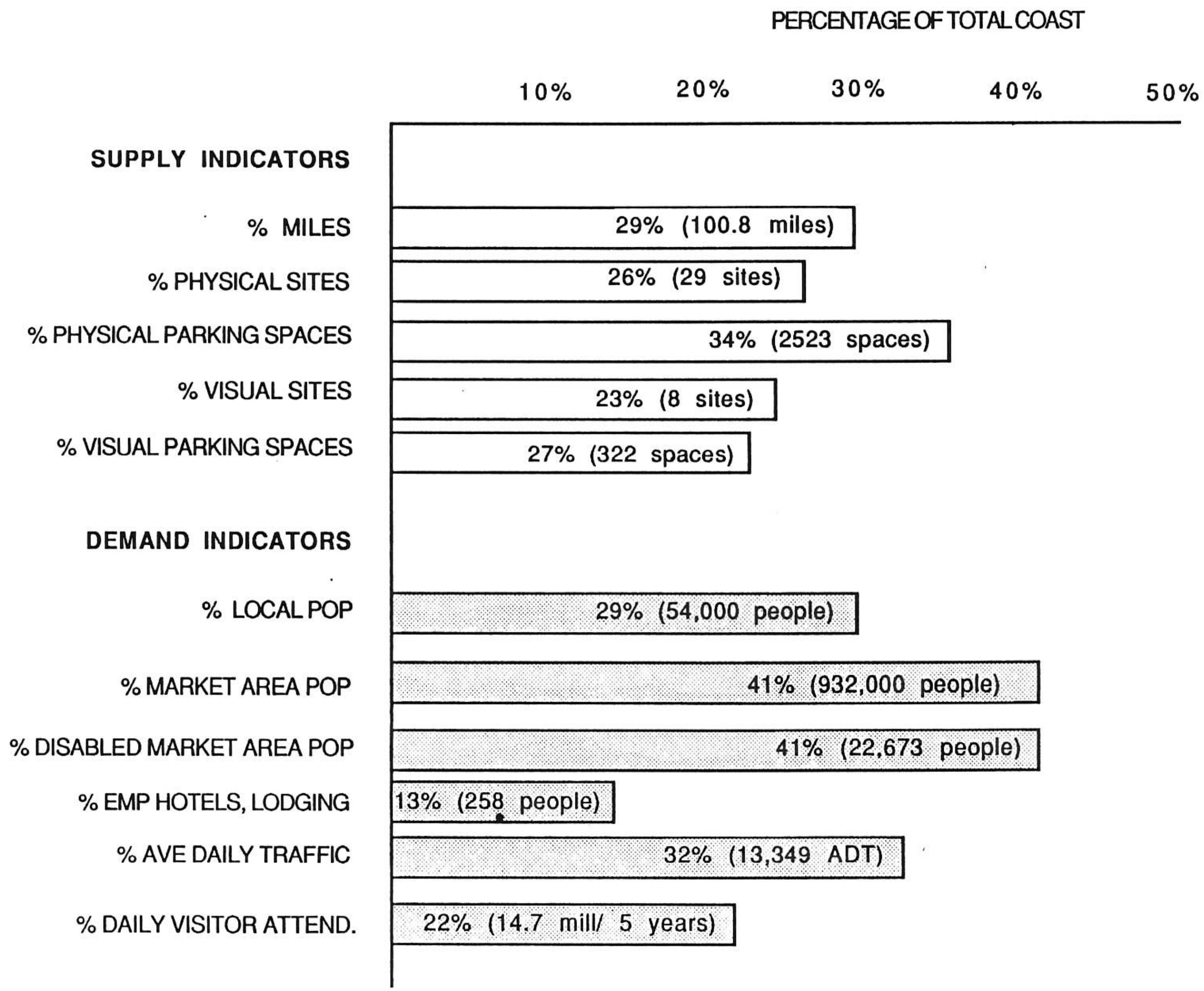
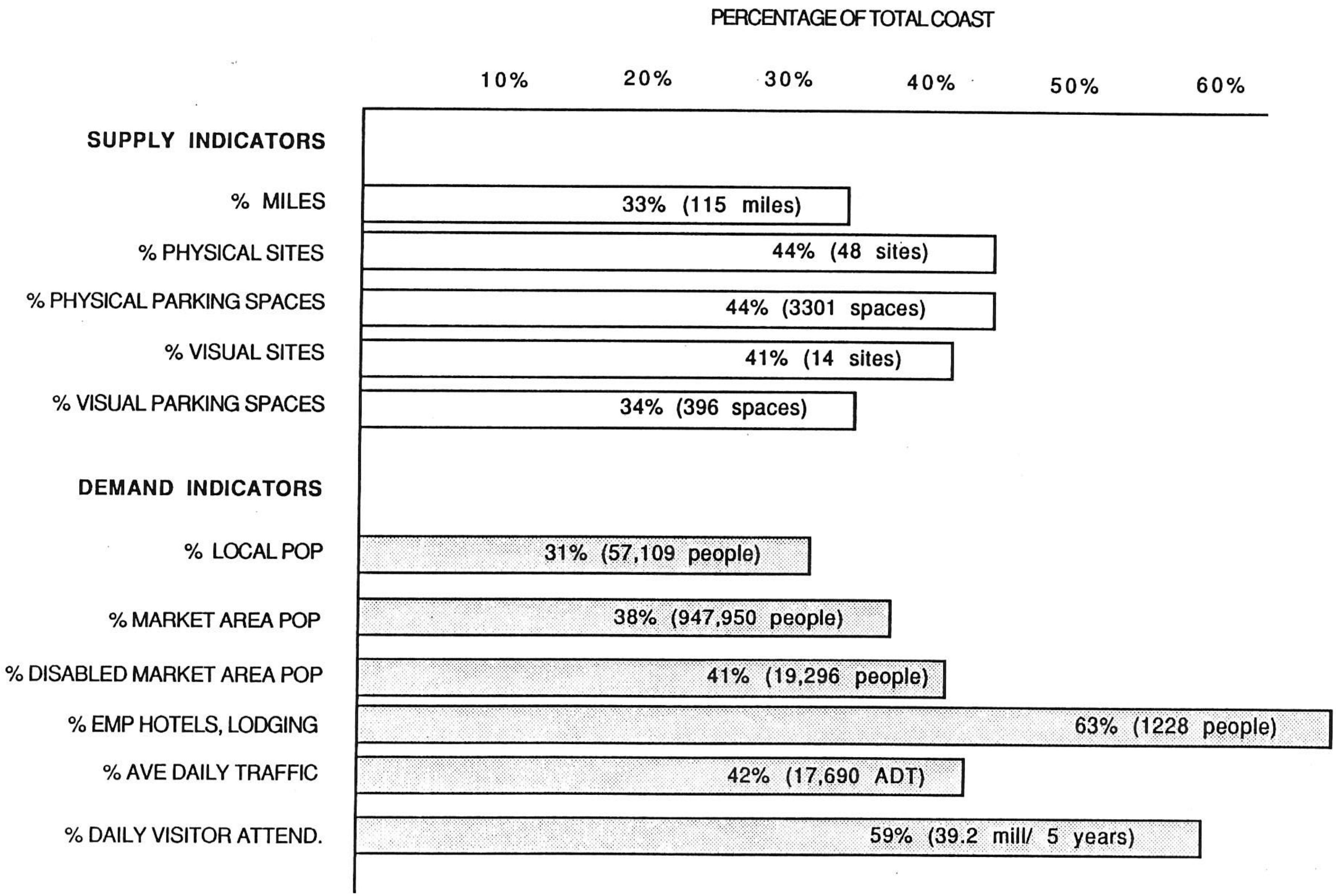


CENTRAL COAST REGION
(LINCOLN, LANE AND DOUGLAS COUNTIES)
SUMMARY OF DEMAND AND SUPPLY INDICATORS



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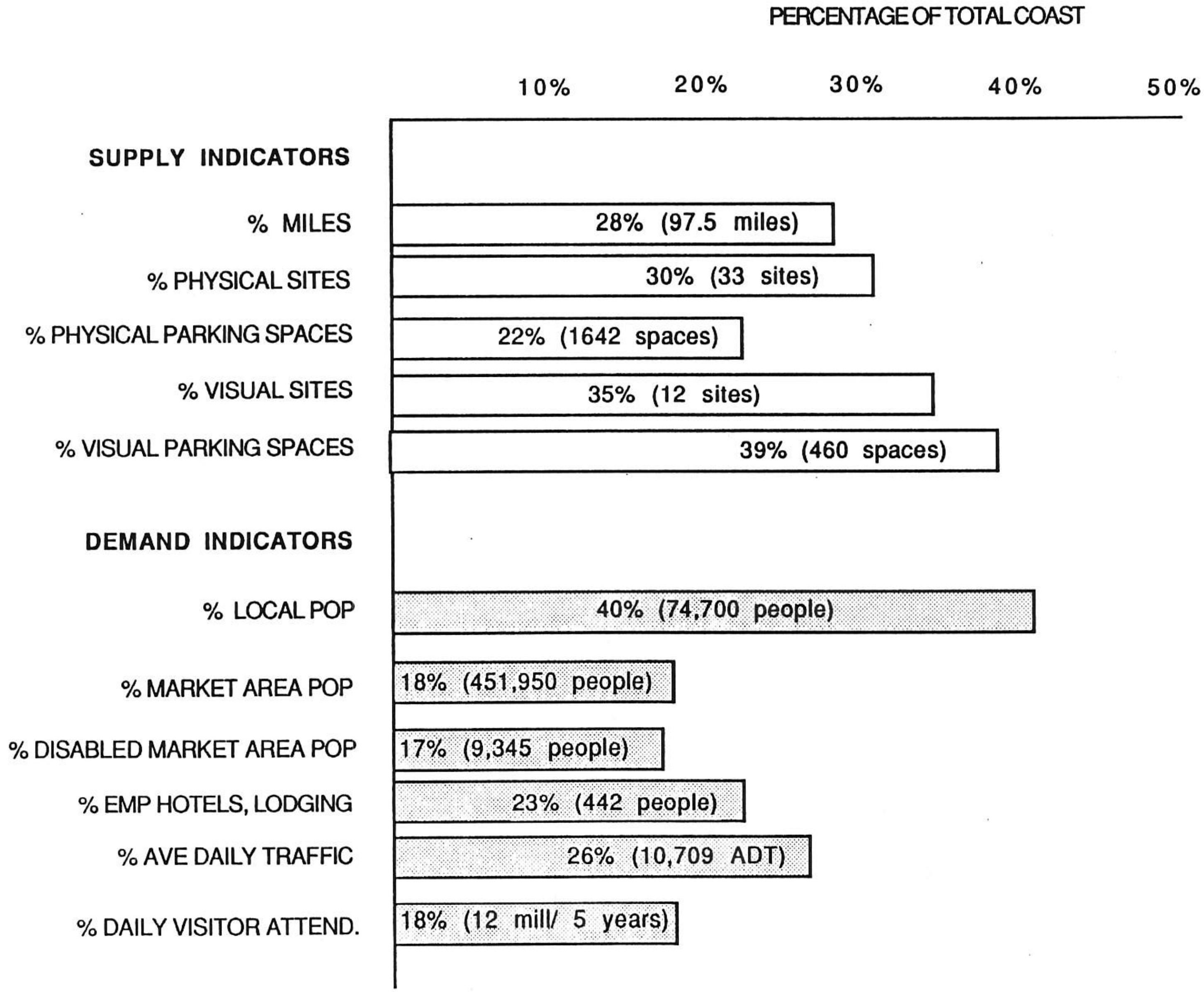
SOUTH COAST REGION
(COOS AND CURRY COUNTIES)
SUMMARY OF DEMAND AND SUPPLY INDICATORS



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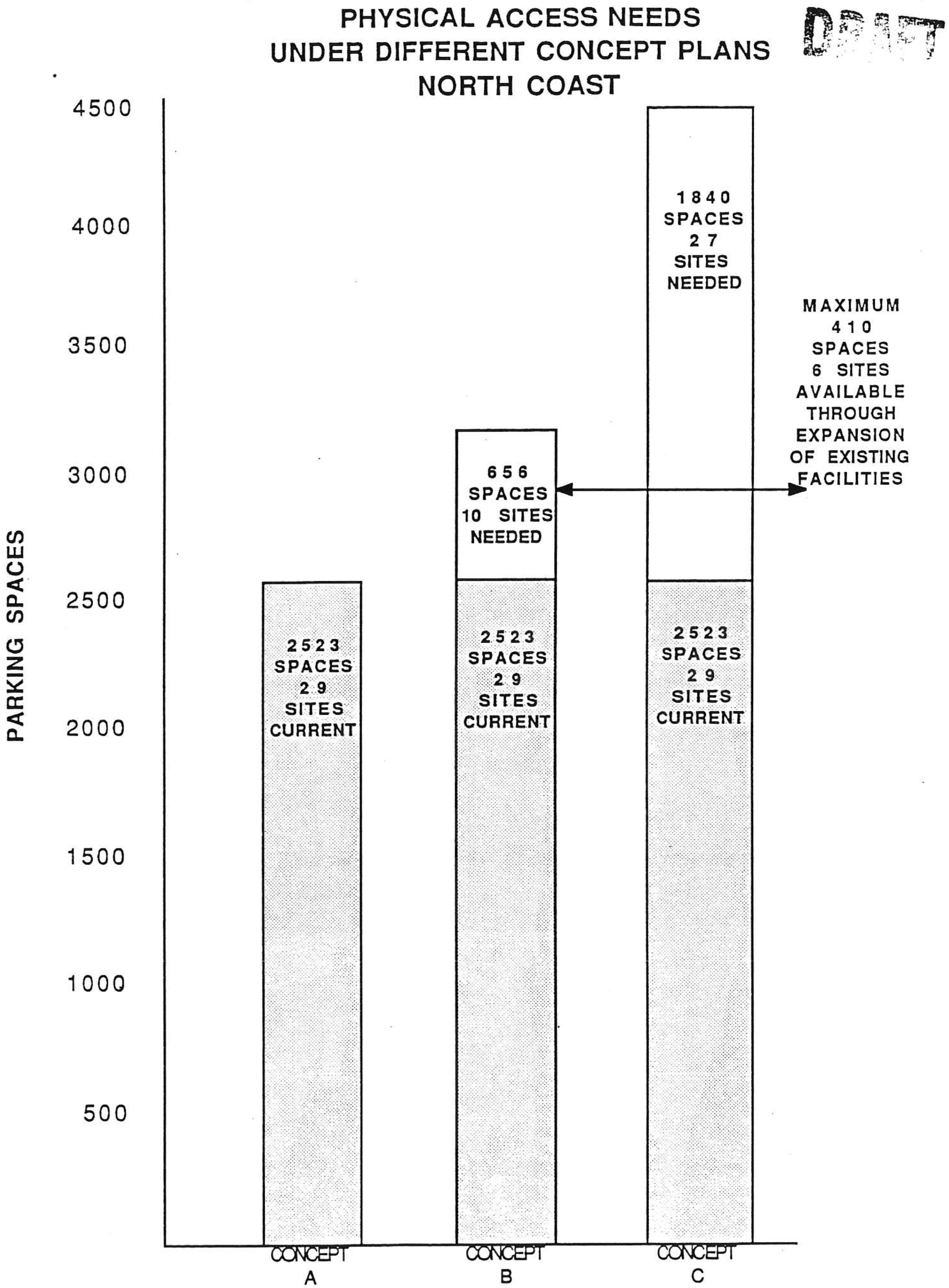
APPENDIX B

Physical and Visual Access Needs Under Different Concept Plans by Region



PHYSICAL ACCESS NEEDS
UNDER DIFFERENT CONCEPT PLANS
NORTH COAST
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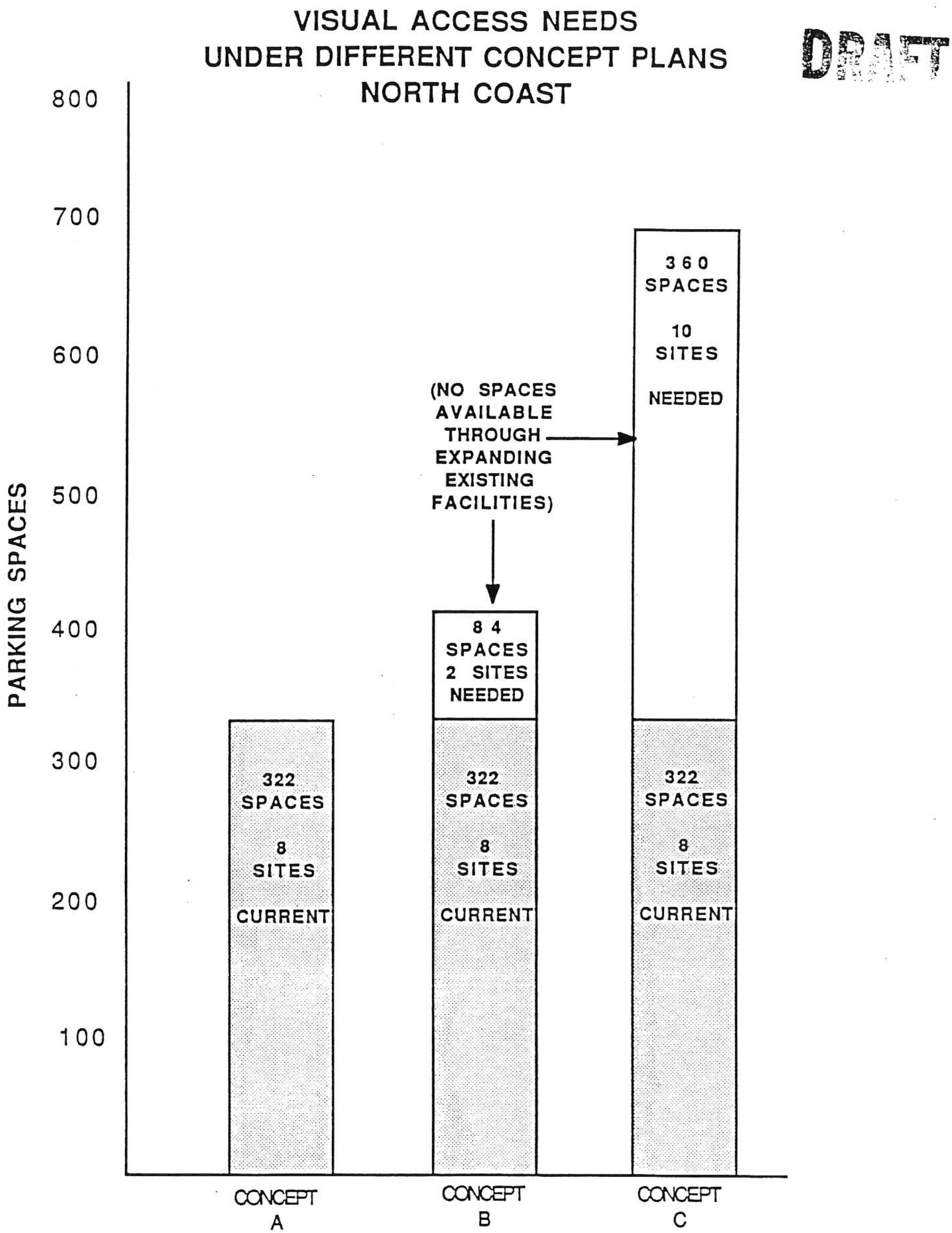
PARKING SPACES
4500
4000
3500
3000
2500
2000
1500
1000
500
2523 SPACES 29 SITES CURRENT
656 SPACES 10 SITES NEEDED
1840 SPACES 27 SITES NEEDED
MAXIMUM 410 SPACES 6 SITES AVAILABLE THROUGH EXPANSION OF EXISTING FACILITIES
CONCEPT A
CONCEPT B
CONCEPT C


VISUAL ACCESS NEEDS
UNDER DIFFERENT CONCEPT PLANS
NORTH COAST
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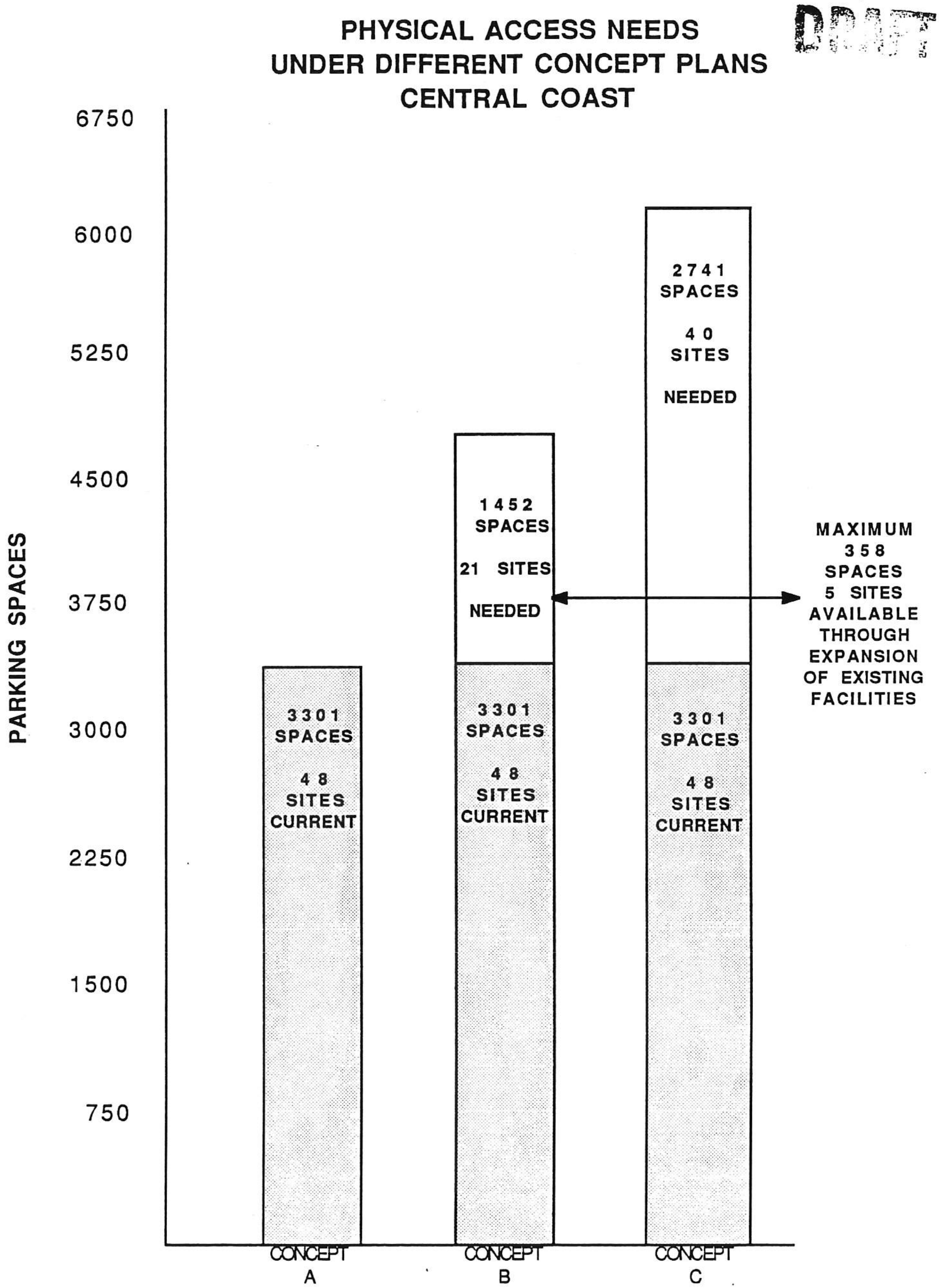
PARKING SPACES
800
700
600
500
400
300
200
100
(NO SPACES AVAILABLE THROUGH EXPANDING EXISTING FACILITIES)
3 6 0 SPACES
10 SITES
NEEDED
8 4 SPACES
2 SITES
NEEDED
322 SPACES
8 SITES
CURRENT
322 SPACES
8 SITES
CURRENT
322 SPACES
8 SITES
CURRENT
CONCEPT A
CONCEPT B
CONCEPT C

PHYSICAL ACCESS NEEDS UNDER DIFFERENT CONCEPT PLANS CENTRAL COAST



VISUAL ACCESS NEEDS
UNDER DIFFERENT CONCEPT PLANS
CENTRAL COAST

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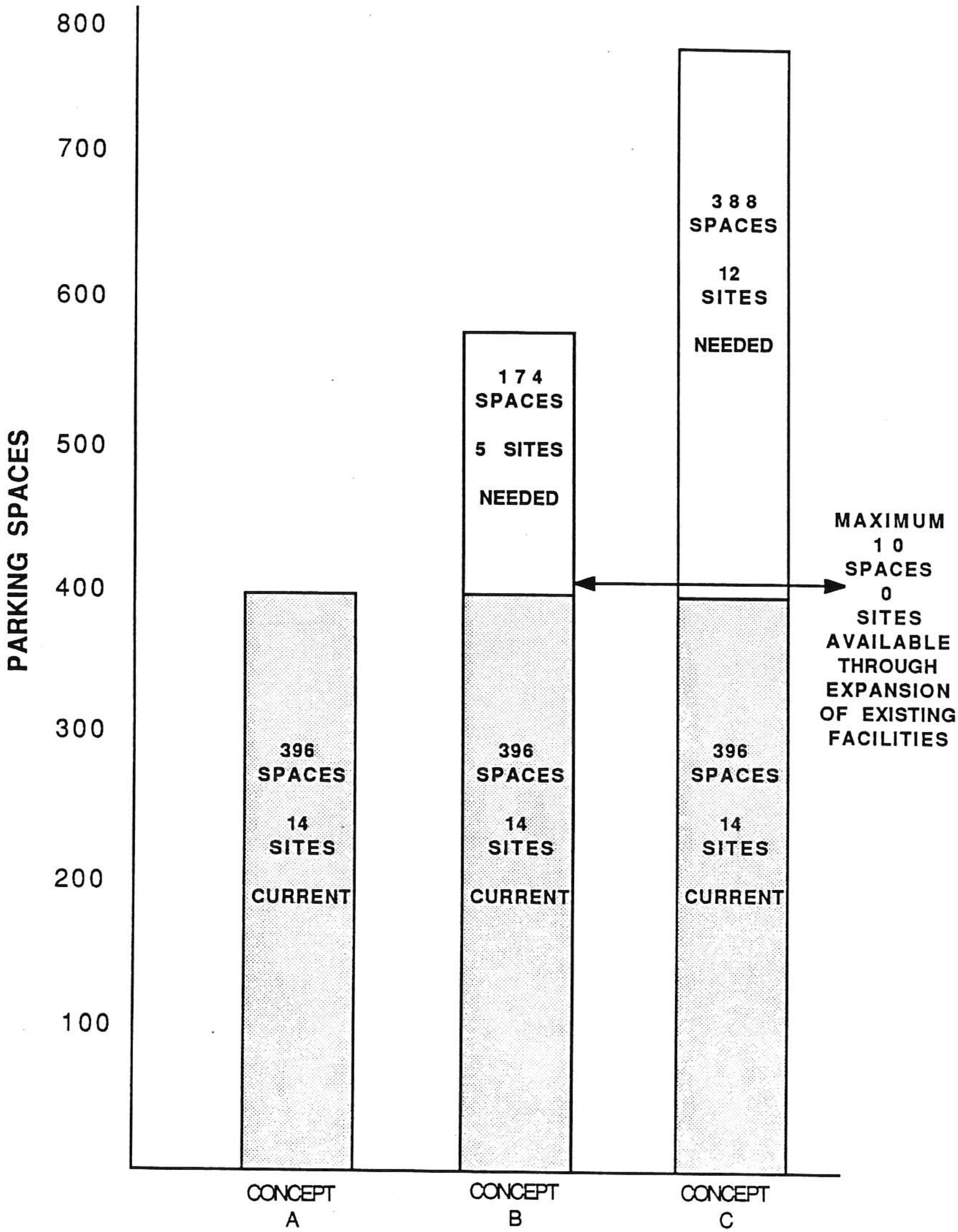

PHYSICAL ACCESS NEEDS UNDER DIFFERENT CONCEPT PLANS SOUTH COAST

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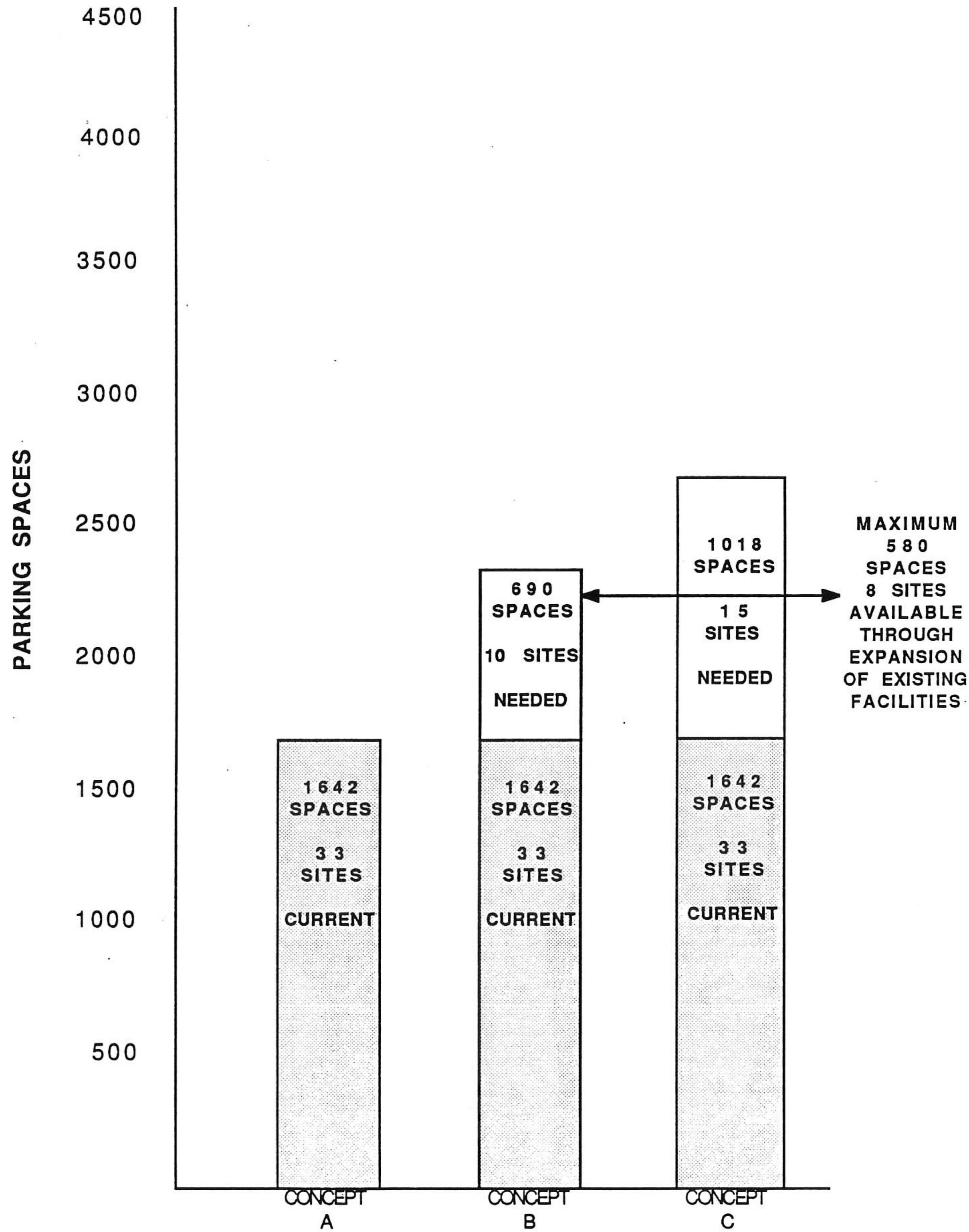

VISUAL ACCESS NEEDS UNDER DIFFERENT CONCEPT PLANS SOUTH COAST

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