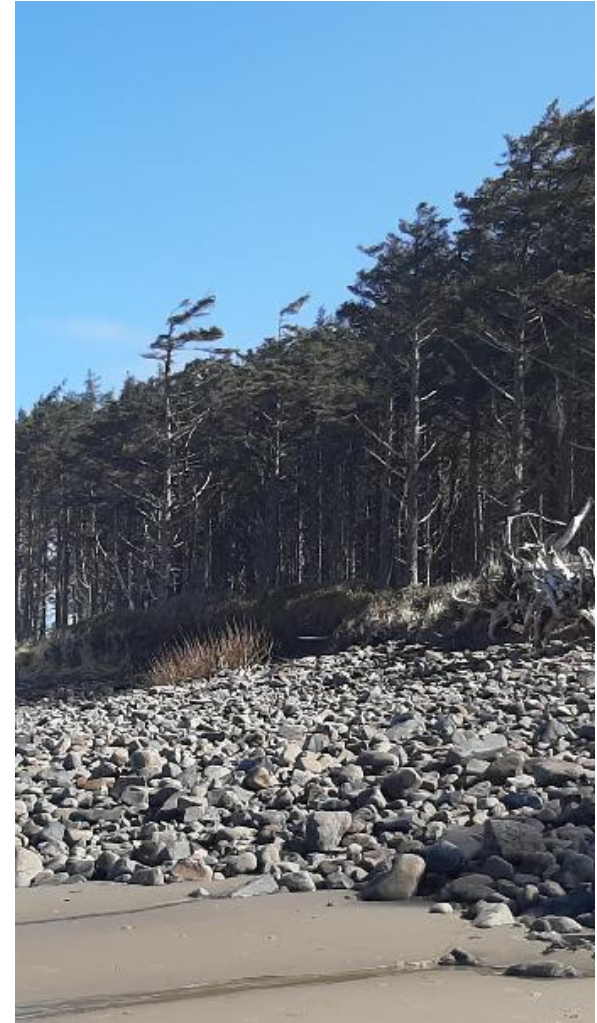




DLCD



Coastal Shoreline Stabilization Rulemaking Advisory Committee Meeting #1



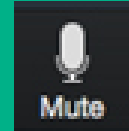
September 10th, 2026

Primary DLCD Staff: Meg Reed, Rhiannon Bezore, Mandy Macnab
Facilitators: Jamie Damon, Ruby Gonzalez

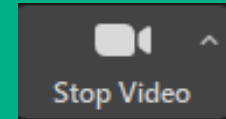
Zoom Guidelines

- Meeting Expectations and Procedures

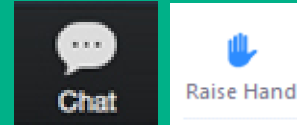
RAC Members - Please keep muted unless speaking.



Please turn video on during introductions and discussions



Please use chat and/or raise your hand to indicate you would like to speak



Please rename yourself in Zoom: Name, organization – RAC



For technical support, contact at: Amanda Macnab @
Amanda.L.MACNAB@dlcd.oregon.gov or 971-720-0365

Meeting #1 Agenda

- Opening Remarks and Agenda Review
- Introductions
- RAC Role, Charge, and Operating Principles
- Background Setting
- Break
- Coastal Shoreline Stabilization Permitting
- Review of Rulemaking Purpose and RAC Questions
- Rulemaking Timeline, Next Steps, and Adjourn



A wide-angle photograph of a coastal scene. In the foreground, waves with white foam are breaking onto a sandy beach. Several large, dark, rocky islands or sea stacks are scattered in the water. In the background, a range of mountains is visible, partially obscured by a thick layer of white fog or low clouds. The sky is a clear, pale blue.

Welcome

Thank you for being here!

Facilitation Team & Core DLCD Staff

LCDC

- Commissioner Erin Skaar, Liaison

Kearns & West

- Jamie Damon, Principal and Senior Mediator
- Ruby Gonzales, Associate

DLCD

- Meg Reed, Senior Coastal Policy Specialist
- Lisa Phipps, Manager, Ocean and Coastal Services Division
- Rhannon Bezore, PhD, Coastal Shores Specialist
- Amanda Macnab, Coastal Rules Coordinator
- Matthew Hampton, Rules Coordinator
- Alyssa Bonini, Legislative and Policy Coordinator
- Deanna Wright, NFIP Coordinator

An aerial photograph of a coastal landscape. In the foreground, two large, dark, rocky sea stacks or cliffs rise from the ocean. A sandy beach is visible between them, with waves breaking onto the shore. To the right, a winding road curves through green, rolling hills. In the background, more hills and a body of water are visible under a cloudy sky.

RAC Introductions

- Name
- Organization or interest representing

RAC Members

- Councilor Tita Montero, City of Seaside
- Councilor Timm Slater, North Bend
- Amelia Smith, Coastal Realtor
- Anthony Pagano, City of Gold Beach
- Brendan Lynch, Emergency Management Professional
- Brock Nation, Oregon Realtors
- Charlie Plybon, Oregon Surfrider Foundation
- David Lauten, Institute for Natural Resources
- Denise Lofman, Columbia Estuary Study Taskforce
- Dianna Turner, Friends of the Dunes at Cannon Beach
- Guy Sievert, Coastal Property Owner, Watershed Council
- Jacqui Boyer, Certerra Northwest, LLC
- John O'Leary, Lincoln County
- Mark Hopman, Coastal Business Manager
- Mary Redfield, Coastal Property Owner
- Max Bordal, HG Schlicker and Associates
- Max Derenoncourt, Youth Representative
- Meagan Wengrove, Oregon State University
- Ralph Dunham, North Bend
- Sara Palmer, Coquille Indian Tribe
- Selwyn Heminway, Youth Representative
- Weston Fritz, City of Lincoln City

State Agency Representatives

- Charles Redon, Oregon Dept. of State Lands
- Jonathan Allan, Oregon Dept. of Geology and Mineral Industries
- Kevin Herkamp, Oregon Parks and Recreation Dept.
- Scott Marion, Oregon Dept. of Fish and Wildlife
- Stacey Goldstein, Oregon Dept. of Transportation
- Tom Jenkins, Oregon Dept. of Emergency Management

Public meetings law, key points



Committee members should email department staff only, please do not email each other



DLCD provides public notice via GovDelivery for each RAC meeting



Meetings are open to all to view on DLCD's YouTube channel and are recorded



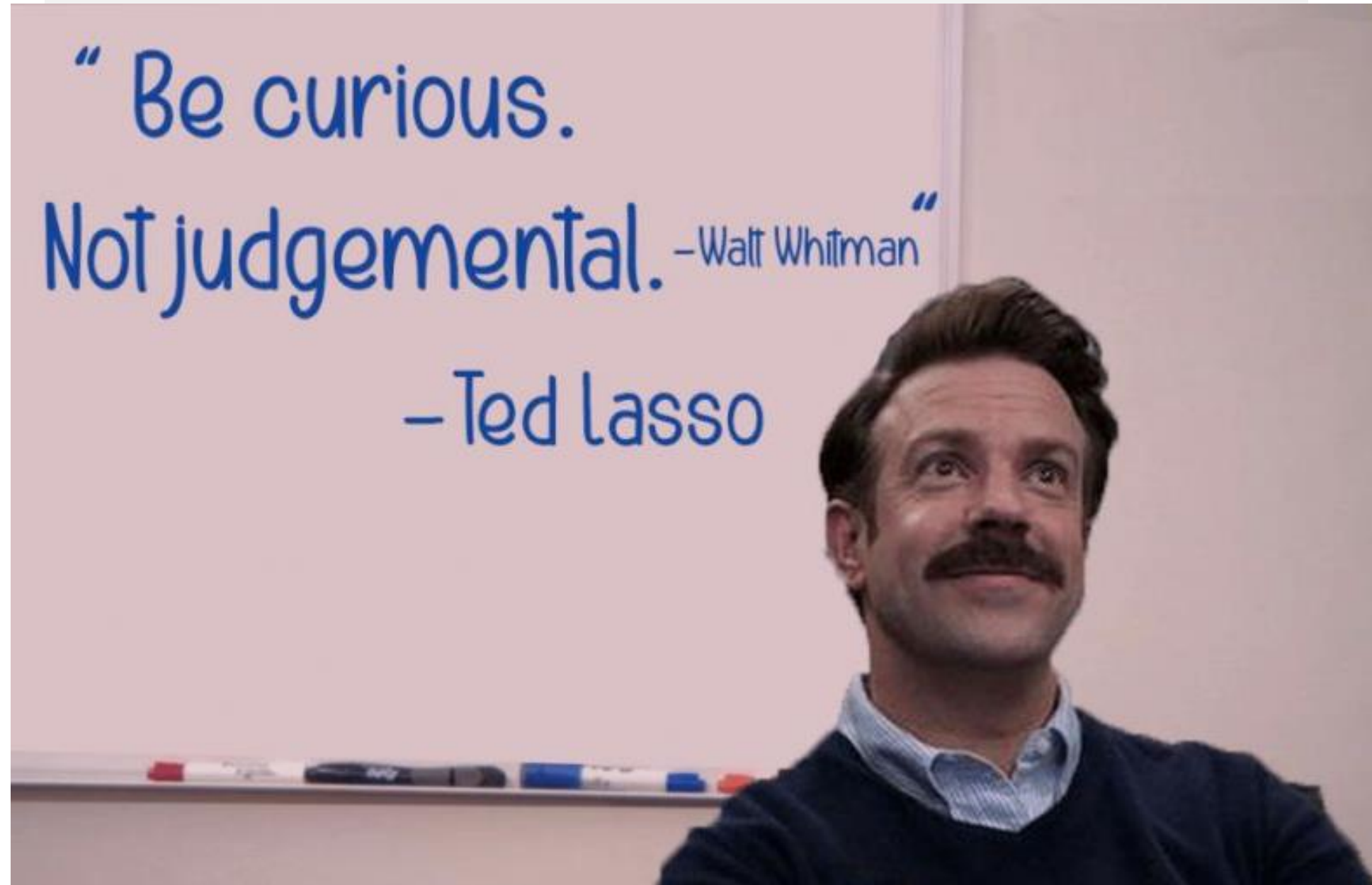
Meeting summaries will be provided prior to the next RAC meeting

Role of the RAC:

- Advisory to staff
- Help brainstorm ideas
- Recommend policies, language, and direction to staff
- Considered “volunteers” by the state
- Will comply with open meeting, public record, and ethics laws
- Supported by DLCD staff



Review of Operating Principles and Guidelines



Why are we here?

Senate Bill 504
2025 Legislative Session



The legislation directs LCDC to adopt rules by January 1st, 2028 that, at a minimum:



Define “nonstructural nature-based solutions”



Guide the use of nonstructural nature-based solutions



Conform with Statewide Planning Goals

Rulemaking Charge



- Define terms
- Work within existing coastal goals
- Require prioritization of non-structural shoreline stabilization
- Consider incentives for non-structural shoreline stabilization methods
- Consider mitigation for structural shoreline stabilization methods
- Consider local capacity constraints



Questions?

Next up: Oregon's land use and coastal management programs

Oregon Coastal Management Program

COASTAL ZONE

362 Mile Coastline

22 Major Estuaries

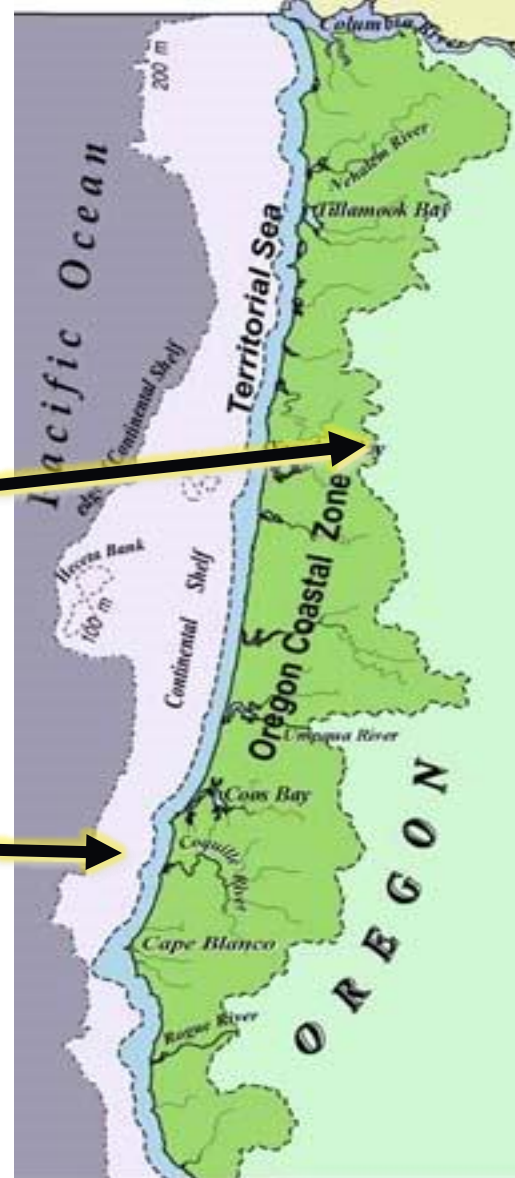
7,800 Sq. Miles

Coastal
Watershed

Territorial Sea

0-3 Miles

1,100 Sq. Miles



JURISDICTIONS

Counties

- Clatsop
- Columbia
- Tillamook
- Lincoln
- Lane
- Douglas
- Coos
- Curry

Cities

- Astoria
- Vernonia
- Warrenton
- Seaside
- Gearhart
- Cannon Beach
- Manzanita
- Nehalem
- Wheeler
- Rockaway
- Garibaldi
- Bay City
- Tillamook
- Lincoln City
- Depoe Bay
- Siletz
- Newport
- Toledo
- Waldport
- Yachats
- Florence
- Dunes City
- Reedsport
- Lakeside
- North Bend
- Coos Bay
- Coquille
- Myrtle Point
- Powers
- Bandon
- Port Orford
- Gold Beach
- Brookings

Oregon Land Use Planning

A Statewide System

Process



Goals 1 and 2

Applies to all land use planning

- Public Participation
- Fact-Based Decisions
- Community-informed Implementation

Resource



Goals 3, 4, 5, 6, 7, 8, 13 and 15

Applies to cities and counties

- Farm & Forest Lands
- Natural Hazards
- Natural Resources
- Recreation

Urban



Goals 9, 10, 11, 12, and 14

Applies to cities

- Economic Development
- Housing
- Public facilities
- Transportation
- Urban Growth Boundaries

Coastal

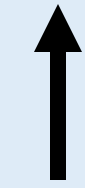


Goals 16, 17, 18, and 19

Applies to all cities and counties within the coastal zone

- Estuaries
- Beaches and Dunes
- Ocean Resources
- Beach Access
- Tsunami Resilience

The Coastal Goals



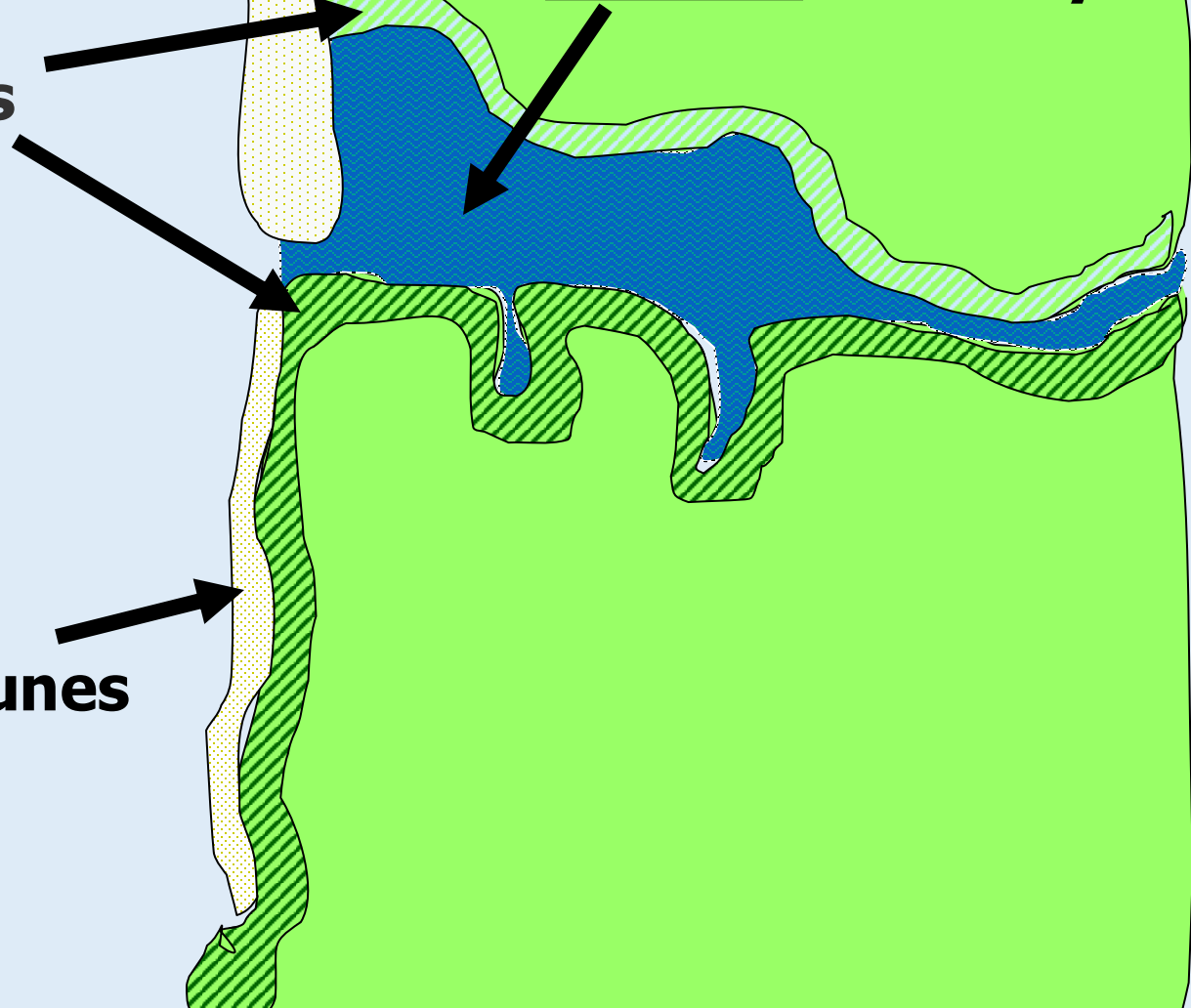
Goal 19 – Ocean Resources



Goal 17 – Shorelands

Goal 18 – Beaches & Dunes

Goal 16 – Estuary

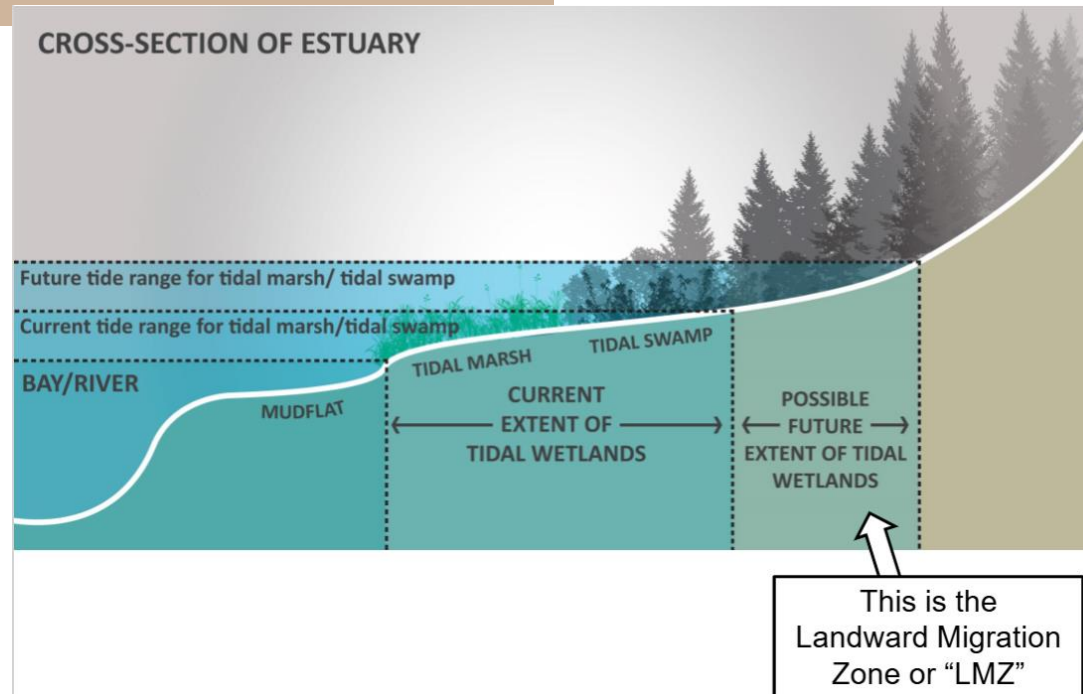


Oregon's Dynamic Coast



- Acute Hazards:
 - Boundaries defined by subduction of Juan de Fuca and Gorda plates under the North American Plate
 - 7-12% probability of M9.0 earthquake + tsunami between 2010-2060 (Goldfinger et al, 2012)
- Chronic Hazards:
 - Mixed semi-diurnal tides (2-4 m range)
 - Extreme tides in winter- King Tides
 - Extreme winter waves (>9-10 m)
 - Atmospheric rivers
 - Tidal and storm surge flooding and erosion
- Outer coast – sandy beaches (58%), mixed sediment beaches (27%), cobble beaches (4%)
- Different sections of the coast face different risks -> no "one size fits all" erosion control solution

Hazard Avoidance Measures



- Shoreline setbacks
- Clustering development away from hazards
- Moveable or elevated designs
- Migration corridors
- Hazard disclosures
- Strategic relocation

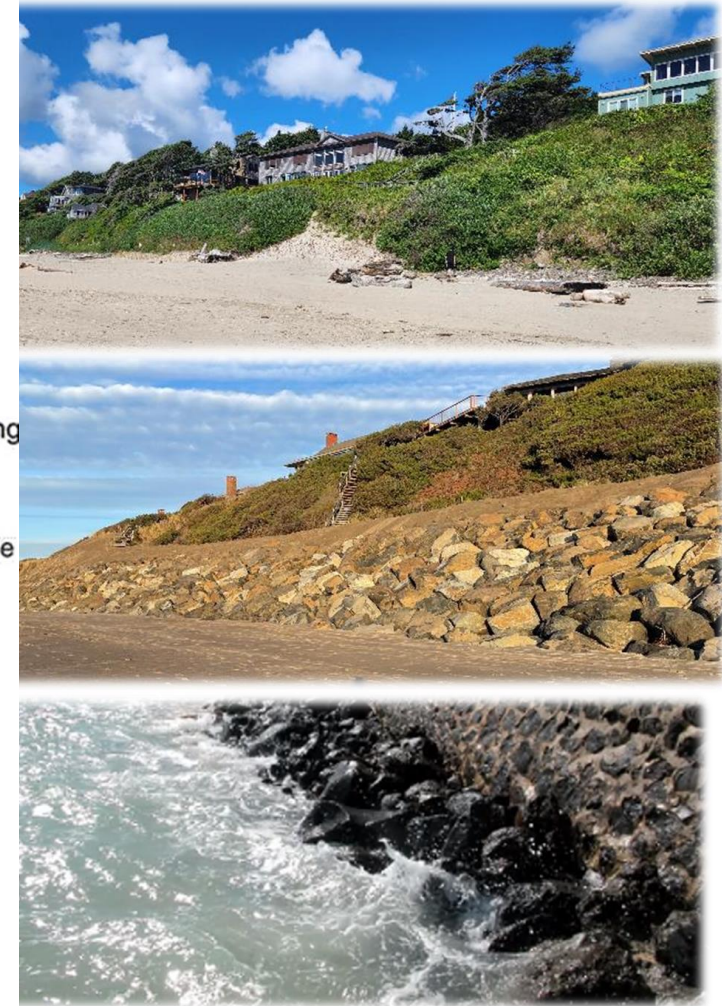
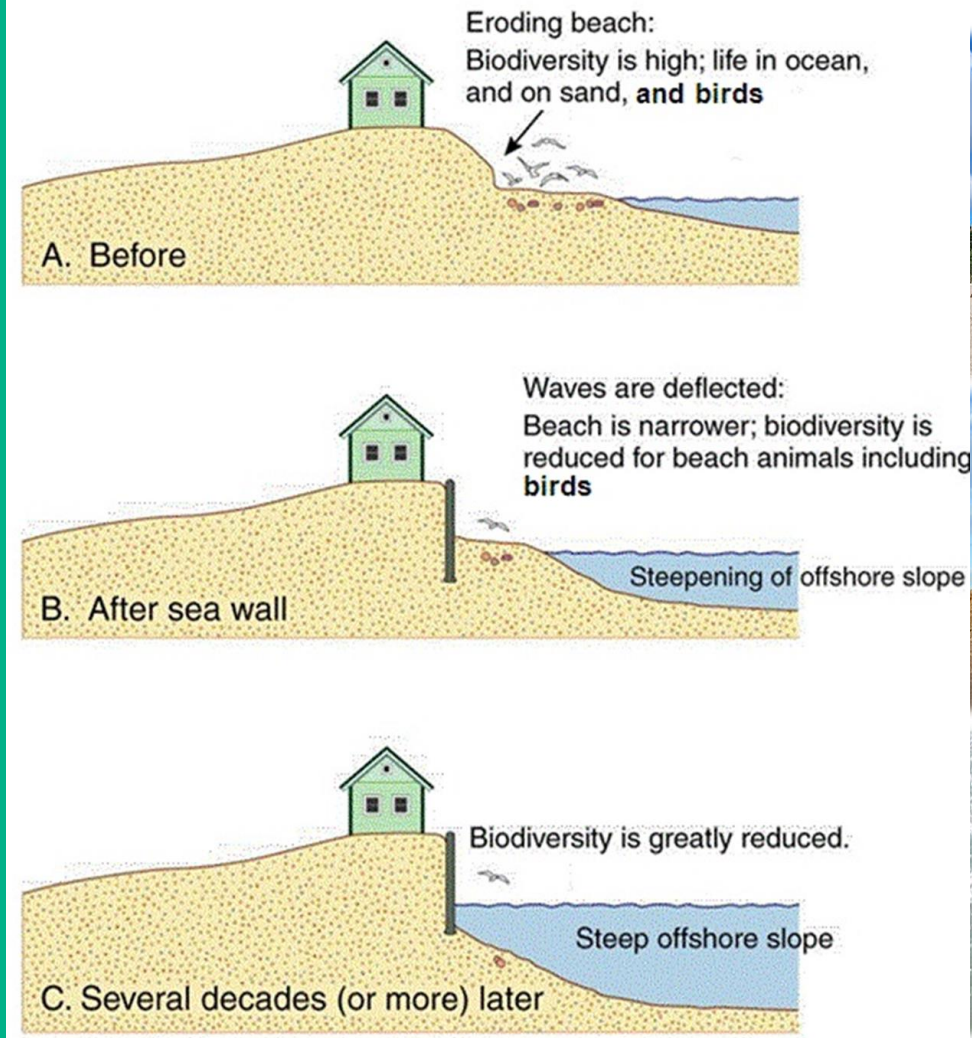
Shoreline Stabilization:

- Reduces erosion, wave attack, and flooding
- Can mimic natural processes
 - Nonstructural Nature-based
- May remain in static position
 - Structural
- Seawalls and riprap = most common
- Structural methods are limited by Goals 16, 17, and 18
- Few existing definitions and limited guidance



Impacts of Structural Shoreline Stabilization Solutions

- End effects (flanking)
- Toe erosion
- Loss of sediment
- “Riprap begets riprap”
- North-south beach access loss
- Habitat loss



Nonstructural



Structural

Move
home back



Vegetation



Dynamic



Hybrid



Riprap



Seawall



This photo by unknown author
is licensed under CC BY

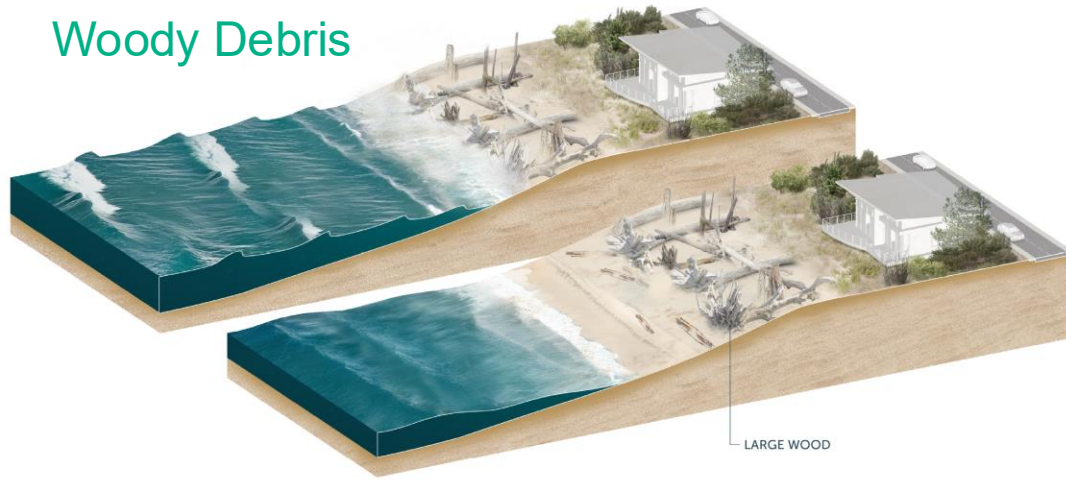
Nonstructural Nature-Based Solution Examples For Various Environments



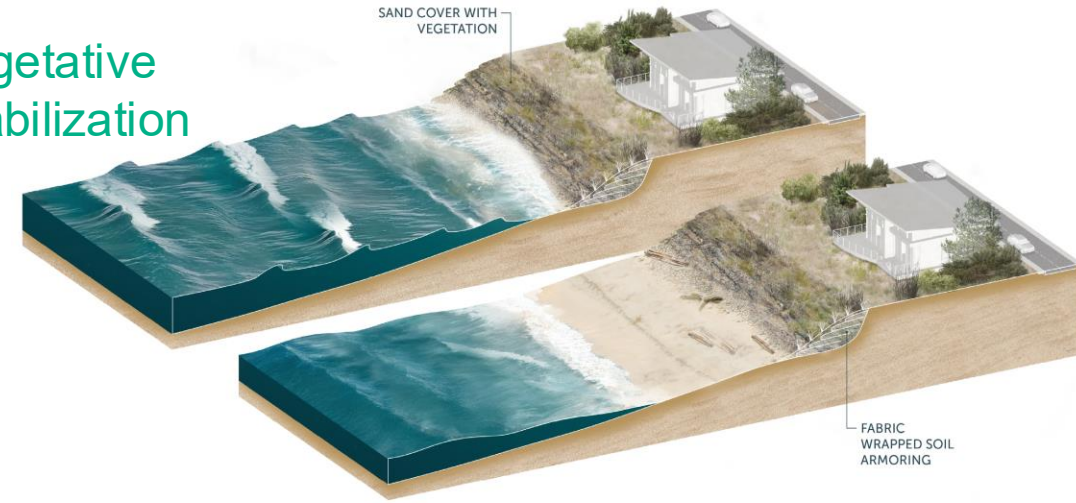
- Barrier islands
- Bioswales/rain gardens
- Cobble berms
- Cover crops
- Floodplain restoration
- Hydrologic restoration
- Large wood debris
- Coastal vegetation/SAVs
- Shellfish, coral reefs
- Vegetated dunes
- Wetlands

Nonstructural Nature-Based Design Examples For Open Coast

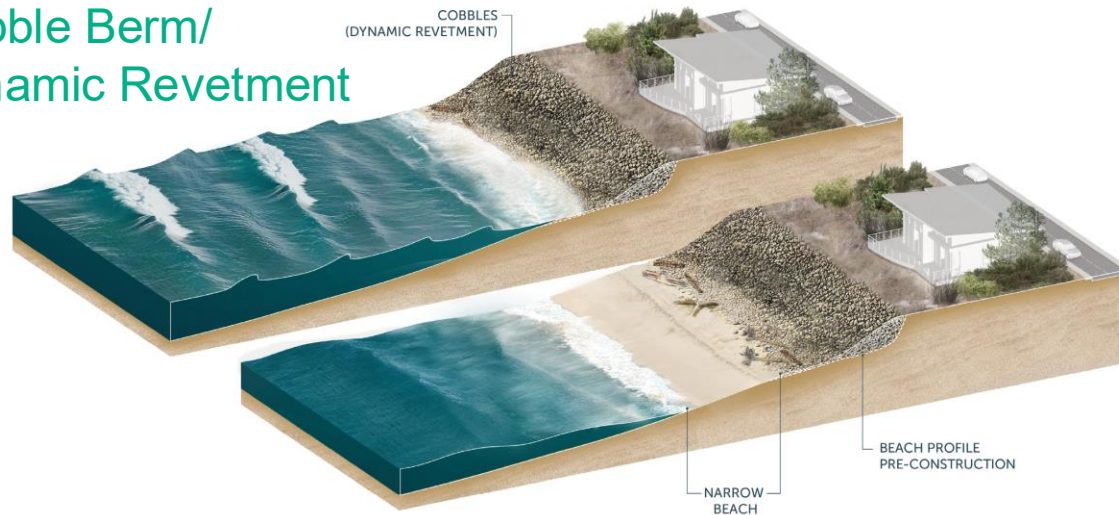
Woody Debris



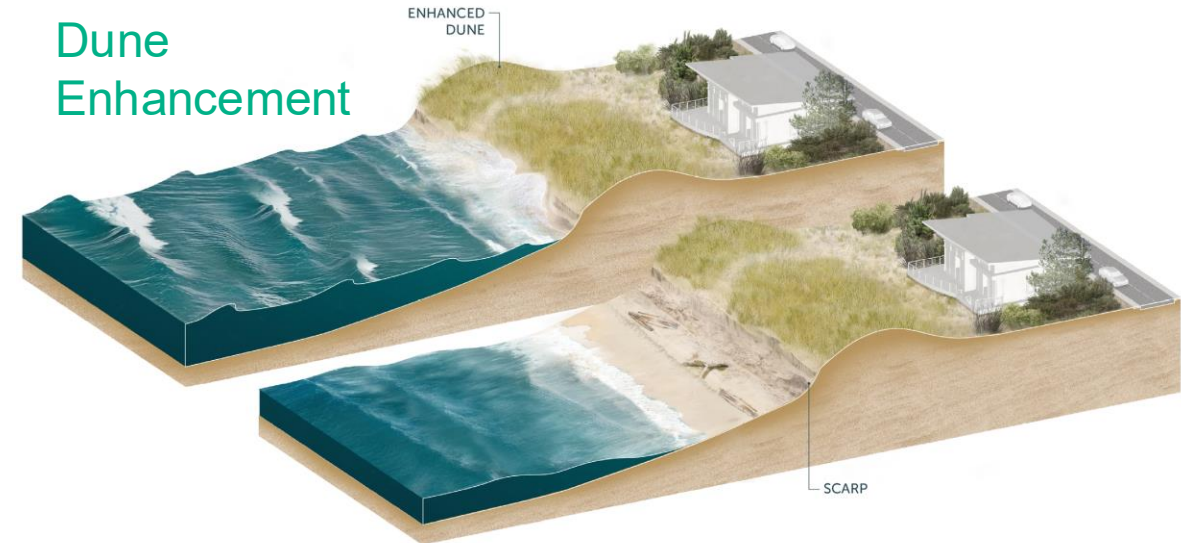
Vegetative Stabilization



Cobble Berm/
Dynamic Revetment



Dune Enhancement





Sand Lake Estuary

Current Policies

Coastal Goals
16, 17, 18

Goal 16: Estuarine Resources

- Alterations to the estuary require:
 - Impact assessment
 - Dredge/fill/alteration test
 - Resource capability test
- Natural Management Units:
 - Structural: Only riprap under certain conditions
 - Non-structural: subject to requirements above



Goal 17: Coastal Shorelands

- Policy framework for the rules
- Prioritizes:
 - Land-use management
 - Non-structural solutions
- Least prioritized:
 - Structural solutions
- All shoreline stabilization must minimize adverse impacts

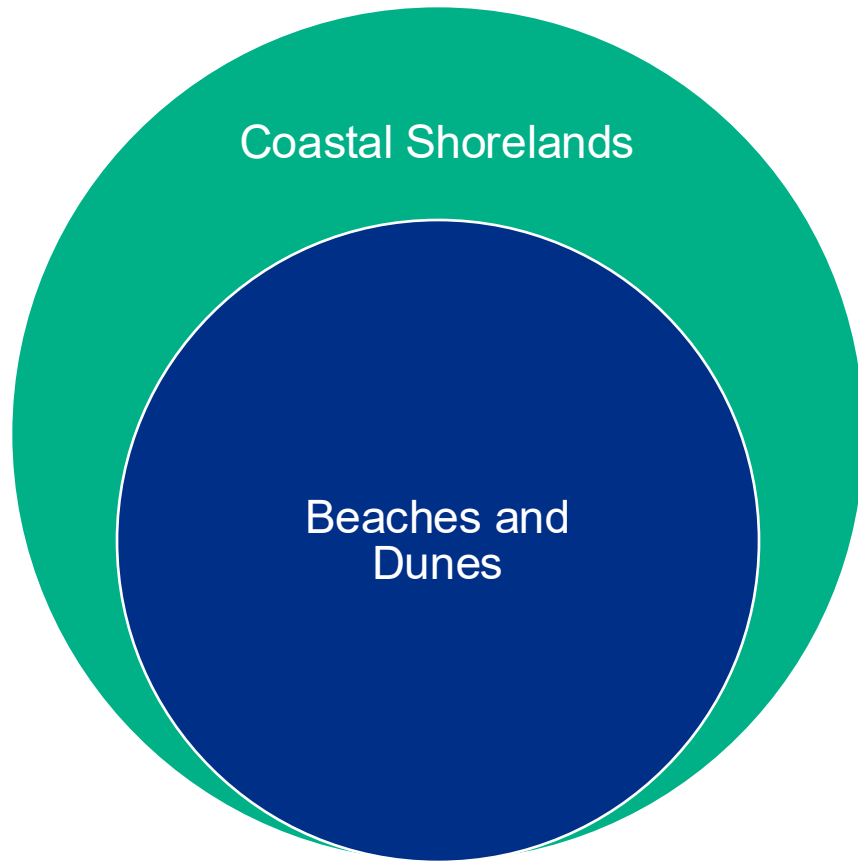


Goal 18: Beaches and Dunes

- Beachfront protective structures (BPS) limited to development existing on January 1, 1977
- Use of BPS must:
 - minimize visual impacts
 - maintain access to the beach
 - minimize negative impacts on adjacent property
 - avoid long-term or recurring costs to the public



Relationship of Goal 17 to 16 and 18



Relationship of Goal 17 to 16 and 18



Legislative Direction

Senate Bill 504
2025 Legislative Session



- Directs LCDC to adopt rules by January 1st, 2028 that, at a minimum:



Define “nonstructural nature-based solutions”



Guide the use of “nonstructural nature-based solutions”



Conform with Statewide Planning Goals

What will not be addressed with this rulemaking:

- Topics that are not shoreline stabilization
- Anything that would require an amendment to Goals 16 – 18



Guiding Policy Framework

- Nonstructural shoreline stabilization and hazard avoidance measures are the first choice to address shoreline erosion and flooding impacts
- Nonstructural shoreline stabilization measures are to be incentivized



How might this impact local planning?

- Updates to comprehensive plans and development code
- Revised permitting processes
- Coordination with state agencies
- Education with applicants





Questions?

Next up: Break

BREAK

Back at

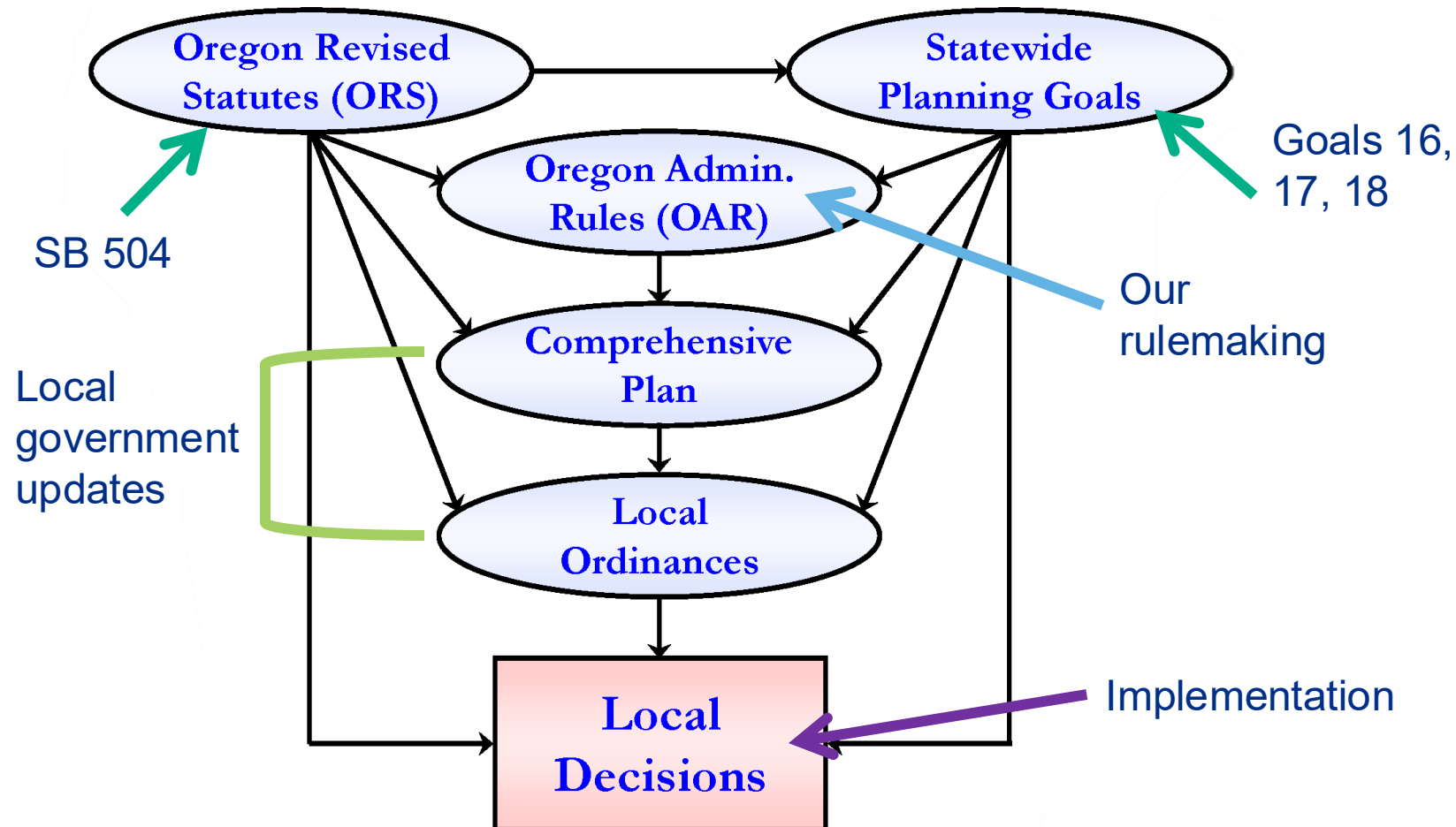


Shoreline Stabilization

Additional Considerations,
Permitting, and Roles



Local Permitting



Land Use:

- Permitted Uses
- Conditional Uses
- Prohibited Uses
- Floodplain development permits

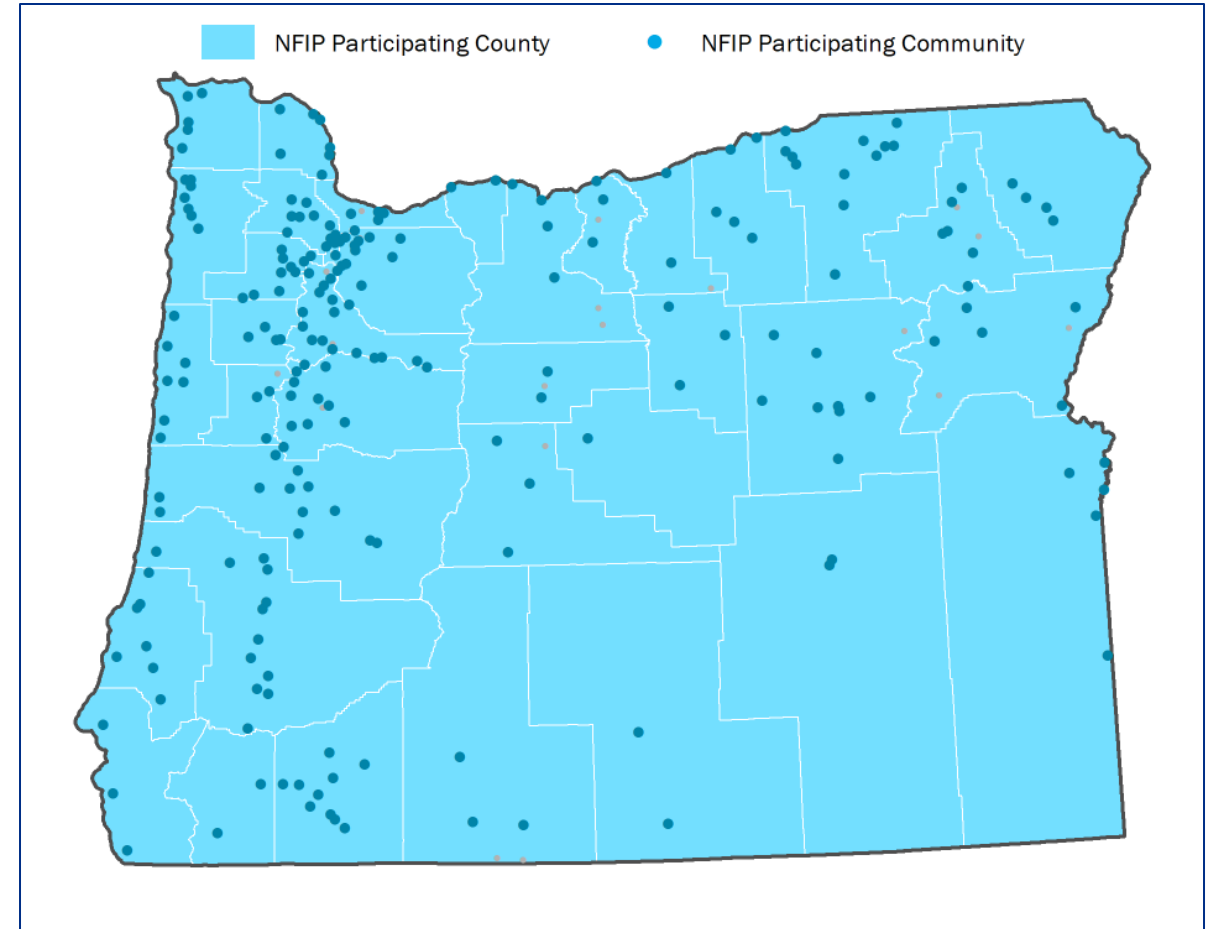


Floodplain Development and Local Planning

- National Flood Insurance Program (NFIP)
- Coast Floodplain zones
- Coastal Floodplain Regulations
- Floodplain Permitting
- Biological Opinion

National Flood Insurance Program (NFIP)

- Created in 1968 - applies nationwide
- Access to federal grants, loans, and disaster assistance
- Provides flood insurance for structures and contents in communities that adopt and enforce an ordinance in the floodplain
- Identifies and maps flood risks on ongoing basis
- In Oregon, all counties participate and 220 of 240 cities participate (98% of state)



NFIP

Federal, state, and local roles:

FEMA oversees the NFIP, provides flood insurance, flood hazard mapping, and technical assistance.

State governments play key role in technical assistance to NFIP communities, coordinate mapping, trainings, and other roles.

Floodplain Management is delegated to local jurisdictions in Oregon to implement.

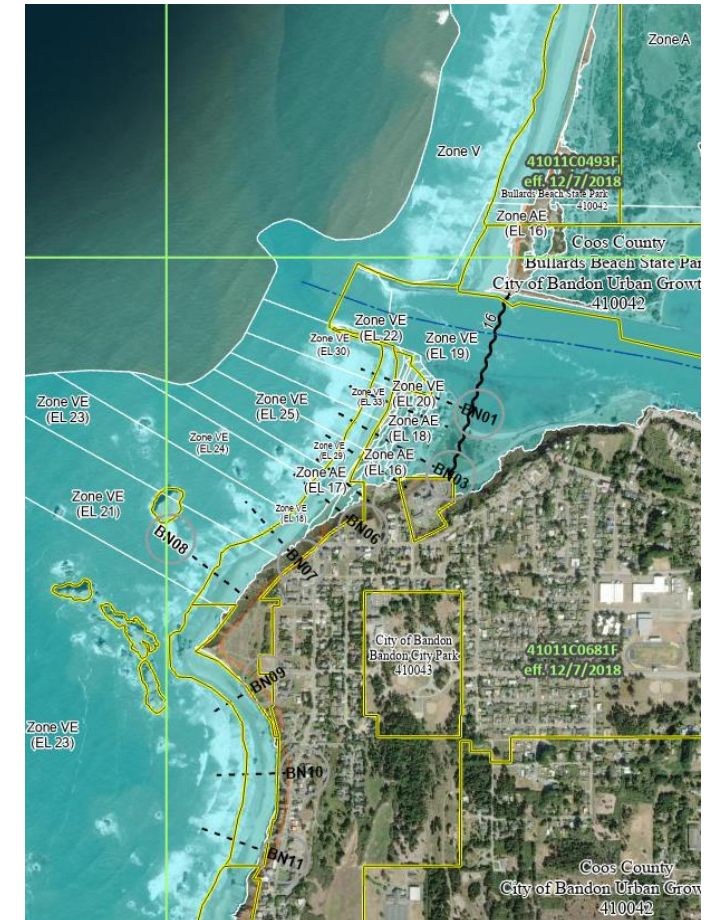
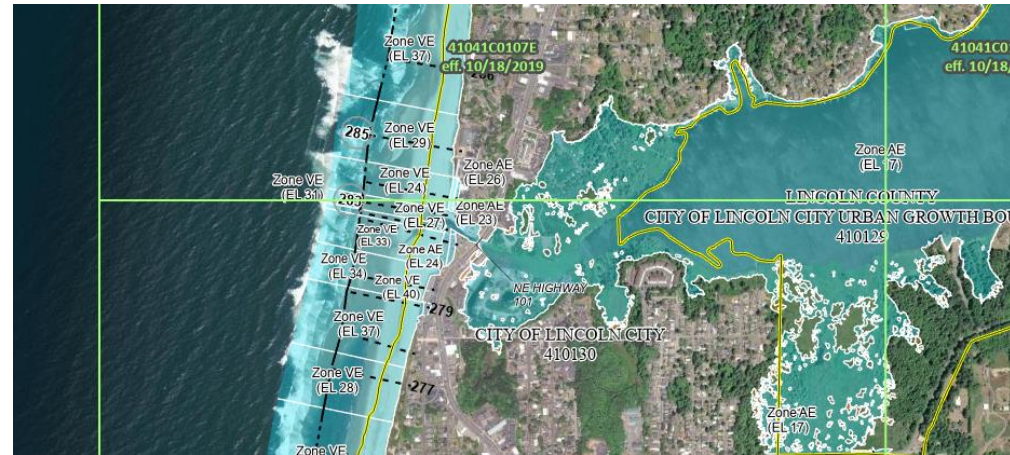
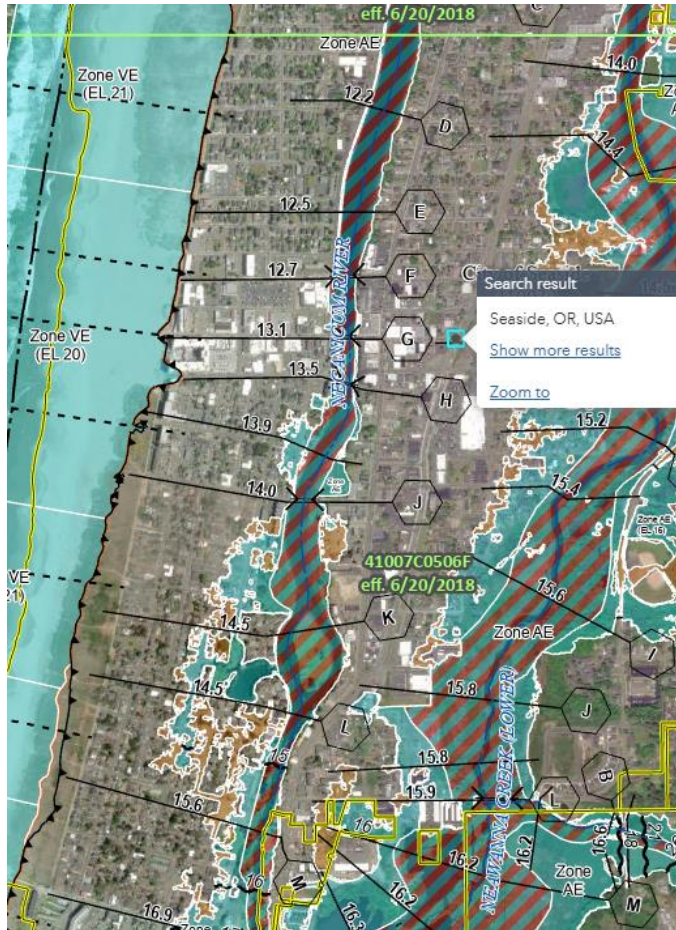
Locals issue permits and enforce their own floodplain regulations.

Cities ORS 197.175

Counties ORS 203.035

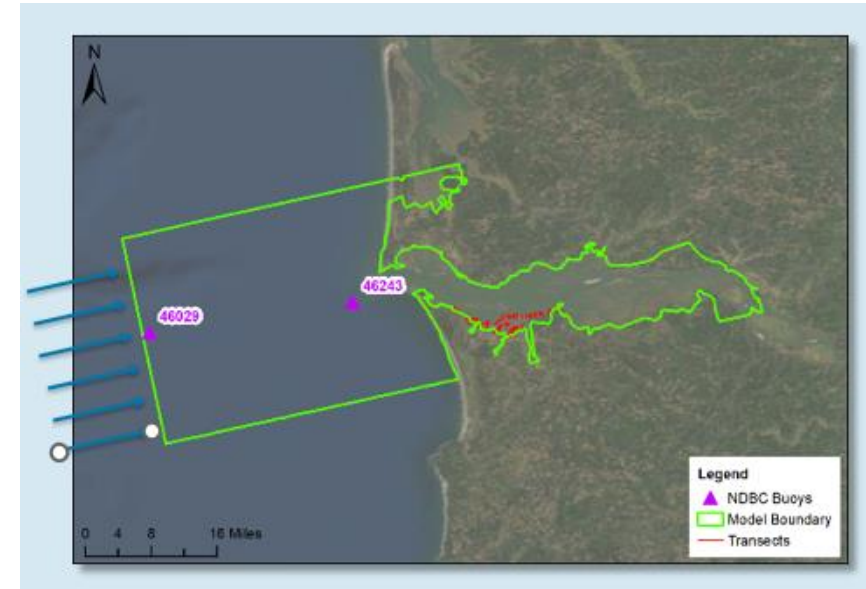
Continued eligibility based on maintaining compliance with minimum NFIP regulations

Flood Maps Along the Coast



Coastal Analysis

Offshore and Nearshore Analysis Performed



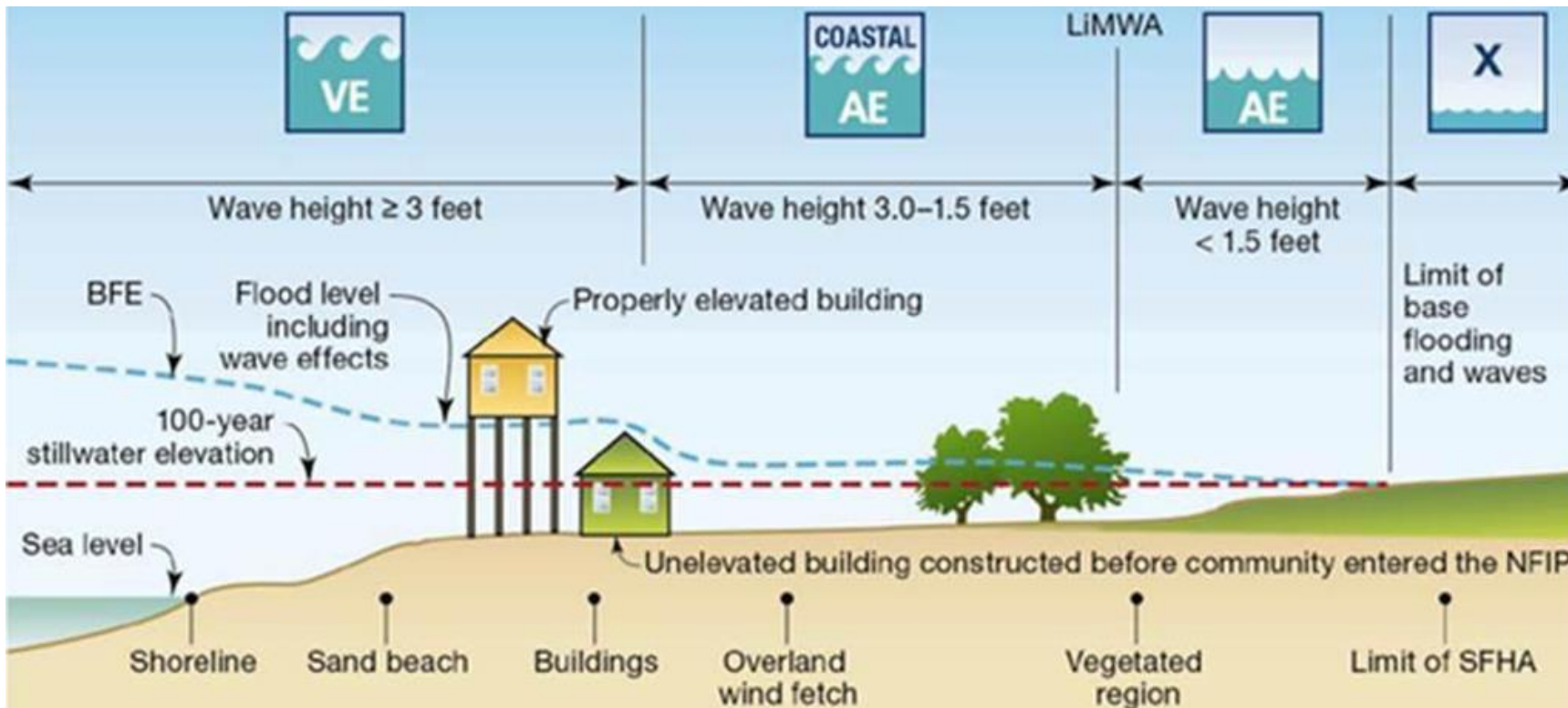
Offshore example



Nearshore example

Coastal Flood Map Zones

Cross Section View



Mapping Limitations:

- changing conditions
- Impacts from fire
- Blocked bridges, culverts, etc.
- Sediment flow, channel erosion
- Extreme rain events.

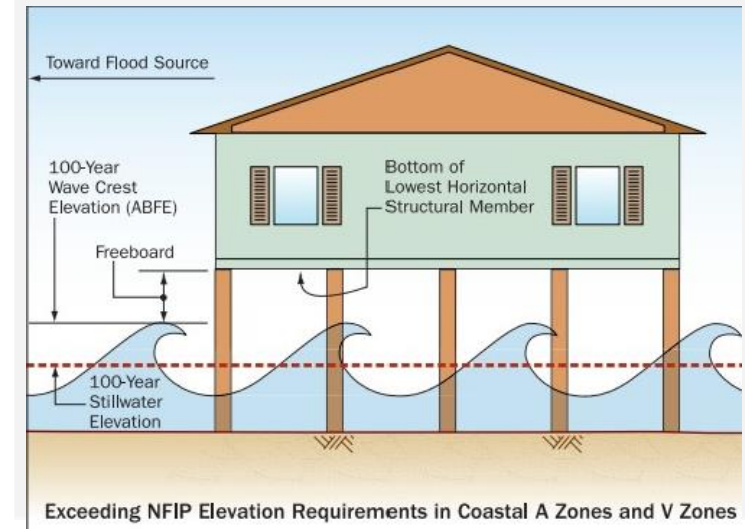
Coast Floodplain Regulations

44 CFR 60.3(e)

- Elevated on pilings, posts, or columns
- No fill for elevation
- Lowest Horizontal structure at or above BFE
- All new construction landward of mean high tide
- Free of Obstruction or flow-through construction bottom floor (or breakaway walls)
- Registered engineer certification for design
- Prohibit man-made alteration of dunes
- Oregon Model Floodplain Ordinance section 5.3.

FEMA Technical Bulletins (Coastal)

- [Free of Obstruction Requirements](#)
- [Design and Construction Guidance for Breakaway Walls](#)



Changes to the NFIP in Oregon



Issued a Biological Opinion (BiOp) in 2009 in response to NFIP implementation, resulting in changes needing to take place related to floodplain regulations in Oregon.



FEMA has the responsibility to implement the changes to the NFIP (federal to federal lawsuit).

Oregon

DLCD's role has been technical assistance on FEMA's implementation of the ESA to comply with the BiOp



Community

FEMA required communities to demonstrate how floodplain development is compliant with the ESA in the flood zones.

Additional ESA resources:

FEMA's ESA website:

<https://www.fema.gov/about/organization/region-10/oregon/nfip-esa-integration>

FEMA Contact for ESA questions: fema-r10-mit-picm@fema.dhs.gov

DLCD's information on the ESA:

<https://www.oregon.gov/lcd/NH/Pages/NFIP.aspx> includes a FAQ, state letters, and other items.

Current Status of the BiOp in Oregon

2 Processes Simultaneously!

FEMA's PICM (short-term)

Three Pathways:

- 1) Adopt FEMA model ordinance
- 2) Moratorium in the floodplain
- 3) Permit-by-Permit with Habitat Assessment Mitigation

No Net Loss (NNL) = mitigation or off-sets

FEMA's Full Implementation

Three Options:

- 1) No Action Alternative
- 2) NNL with exceptions
- 3) NNL without exceptions

September 1, 2027, deadline for FEMA to fully implement



Questions?

Next up: State Agency Roles

State Agency Roles

Rulemaking Advisory
Committee Support



Grants Permits

- Oregon Parks and Recreation Department
- Oregon Department of State Lands

Receives Permits

- Oregon Department of Transportation

Hazard Planning and Mitigation

- Oregon Department of
Emergency Management

Technical Expertise and Guidance

- Oregon Department of Fish and Wildlife
- Oregon Department of Geology and
Mineral Industries



Oregon Parks and Recreation Department



Ocean Shore" -- the land lying between **extreme** low tide of the Pacific Ocean and the statutory vegetation line as described by ORS 390.770 or the line of **established** upland shore vegetation, whichever is farther inland



Authorities include:

- Public beach protection (1967 Beach Bill)
- Removal/fill for the ocean shore

Ocean Shore Rules OAR 736-020

- Permit alterations to the ocean shore
- Require an alternatives analysis
- Shoreline stabilization projects must meet minimum standards as set out in the rules

Oregon Department of State Lands



- Regulates Removal and Fill in “Waters of this State”
 - Includes Territorial Sea, estuaries, coastal lakes
- **In general:** Putting any material into, taking any material out of, or altering any wetlands and waterways within Oregon is likely to require a Removal-Fill Permit or exemption from DSL
- SB 504 directs DSL to conduct conforming rulemaking as needed
- Expertise: Environmental permitting, aquatic resource protection and mitigation, evaluating impacts to aquatic resources

Oregon Department of Transportation



- Jurisdiction over the state's highway right-of-way
- Responsible for providing a safe and reliable transportation system
- Manage and maintain transportation infrastructure and highway access points along US 101

Agency Expertise

- Staff:
 - Engineering Geologists, Geotechnical Engineers, and other allied professionals that specialize in slope stabilization and geohazard mitigation
 - Planning staff with specialized expertise in climate change adaption, resilience, land use, and transportation planning
- Experience: Repair and mitigate many landslides and erosion problems along coastal highways every year
- Research: Collaborate with universities and federal agencies on numerous research projects with direct application

Oregon Department of Emergency Management



- Coordinate and facilitate how various entities prevent, prepare for, respond to and recover from emergencies
- Conducts planning and mitigation for community preparedness and resilience
- Maintains the state's Natural Hazard Mitigation Plan in partnership with DLCD
- Provides funding opportunities related to mitigation, response, and recovery from disasters
- Coordinates with tribal governments and local governments on hazard mitigation and preparedness

Oregon Dept. of Geology and Mineral Industries



- No direct permitting authority
- Coastal field office in Newport
- Conducts applied research on a variety of coastal geologic hazards
- Expertise on coastal geologic hazards
- Provides technical advice to state agencies and local government
- Maintains the Oregon Beach and Shoreline Mapping Program
- Actively monitor and assess the response of dynamic revetments at several locations

Oregon Department of Fish and Wildlife



- No direct permitting authority
- Staff expertise, data, and assistance:
 - Biologists with ecological understanding and data relevant to potentially affected project sites
 - Provide guidance and information to permitting agencies and local governments
 - Primary considerations include impacts to fish and wildlife and recreational access
 - Develop mandatory permit conditions:
 - In-water work windows
 - Project specific mitigation
 - Federal consistency review process for federal permits and federal actions in the coastal zone



Reach out to us with your questions!



Questions?

Next up: Review of RAC Charge, Timeline, and Wrap Up

Rulemaking Charge



- Define terms
- Work within existing coastal goals
- Require prioritization of non-structural shoreline stabilization
- Consider incentives for non-structural shoreline stabilization methods
- Consider mitigation for structural shoreline stabilization methods
- Consider local capacity constraints

Timeline



Jun – Aug
2026

Rulemaking initiation
RAC recruitment

Sep 2026 –
Mar 2027

RAC meetings
Draft rule language & impacts
statements

Apr-May
2027

Local government webinars
Public comment and hearings
Final RAC meeting

Jun 2027

Deliberation and potential
adoption

Jun-Dec

Outreach and technical
assistance

Jan 2028

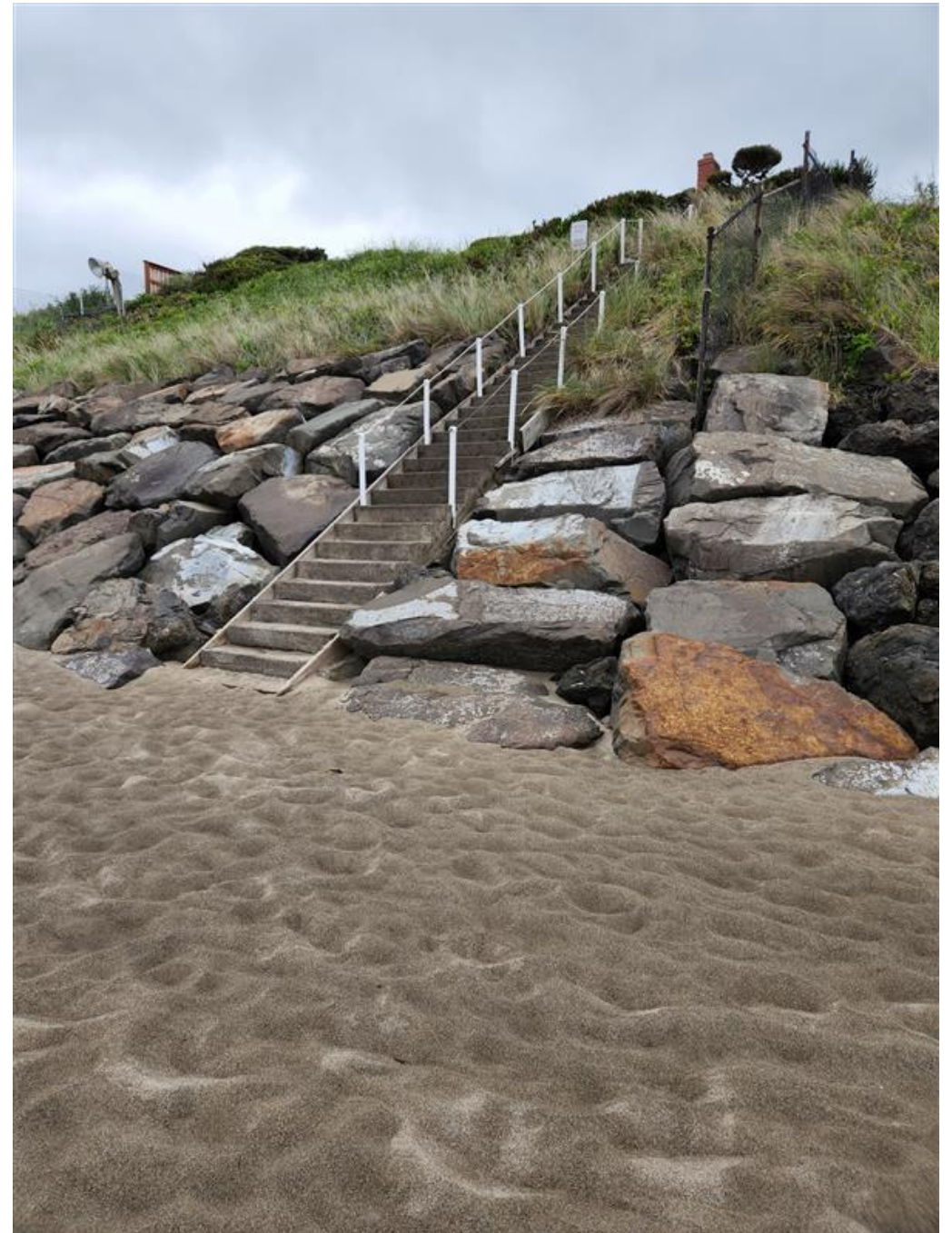
Rules become effective



Closing Reflections

Next Steps

- RAC #2: October 15, 2026, 9am – 12pm
 - Discussion on definitions of key rule terms
 - Packet will be sent Oct. 8th
- RAC #3: November 12, 2026, 9am – 12pm
 - Technical presentations
 - Discussion of draft rules
- RAC #4: January 22, 2027, 9am – 12pm
- RAC #5: March 5, 2027, 9am – 12pm
- RAC #6: May 14, 2027, 9am – 12pm





September 10th, 2026

DLCD and Kearns and West Team

THANK
YOU!