

PROJECT TITLE

SAND LAKE

MANAGEMENT PLAN

PROPERTY OF
HEBO RANGER DISTRICT
31525 HWY 22
HEBO, OR 97122

ENVIRONMENTAL

ANALYSIS

ENVIRONMENTAL ASSESSMENT

Sand Lake Management Plan

Tillamook County, Oregon

Lead Agency: USDA - Forest Service

Cooperating Agencies: Division of State Lands
Salem, Oregon
State Parks and Recreation
Salem, Oregon

Tillamook County
Tillamook, Oregon

Responsible Officials: For National Forest Lands
Larry A. Fellows
Forest Supervisor
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For Division of State Lands
State Land Board
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Abstract:

This Environmental assessment describes five alternatives for the management of lands and resources on the 1,931 acres Sand Lake Planning area. Included are lands managed by Tillamook County, Division of State Lands, State Parks and Recreation and Siuslaw National Forest. The estimated impacts of implementing each alternative is discussed and a preferred alternative is identified. The rationale for the identification is shown. The reasoning for the determination that an Environmental Impact Statement will not be prepared is included.

DECISION NOTICE
and
Finding of No Significant Impact
Sandlake Management Plan
Tillamook County, Oregon

The Sand Lake Management Plan sets direction for the long term management of the Sand Lake area. The planning area includes 1,076 acres of National Forest land, 500 acres of Division of Lands land, 314 acres of Tillamook County land and 41 acres of State Parks and Recreation land.

The planning team consisted of representatives from each agency. The plan was developed using public input gathered through public meetings, mailed brochures and key interest groups. The integrated plan coordinates the needs of each agency into a master plan for the entire area. A co-operative agreement among the four agencies will be prepared to implement the plan.

Based on the analysis and evaluation described in the environmental assessment, it is my decision to adopt the preferred alternative for the Sand Lake Management Plan. The Plan, as identified in the assessment, calls for the following:

An advance registration/permit system would be implemented to limit use to a predetermined capacity for 1,700 street legal, licensed vehicles on holiday weekends. No permits would be required for non-holiday weekends. This permit system would result in about a 30% decrease from the level of use (6,500 people) experienced during holiday weekends in 1979.


Additional overnight camping will be provided by opening up the county drag strip parking area now and developing a staging area off of Three Capes Road by 1983. When the staging area is completed, Derrick Road and Road S-301 will be blocked. The drag strip lease will be continued for the interim.

This plan recommends year round closure of Sand Lake estuary and the portion of the beach south of Galloway Road. Public hearings will be necessary and will be jointly conducted by Oregon State Parks and Recreation on the beach closure and Division of State Lands on the estuary closure.

Law enforcement will be expanded by the Sheriff, Forest Service and State Police to enforce regulations and closures. A 0200-0600 curfew may be imposed on holiday weekends, if the strict law enforcement does not eliminate excessive noise problems. There will be 24 hour patrol coverage during holiday weekends.

I have determined through the environmental analysis that this is not a major Federal action that would significantly affect the quality of the human environment; therefore, an environmental impact statement is not needed. The preferred alternative, with the monitoring plan specified, provides the best combination of physical, biological, social and economic benefits and is considered the environmentally preferred alternative.

This proposed management plan is consistent with the Oregon Coastal Zone Program and follows the goals, objectives and direction set in the Hebo Land Management Plan. Implementation will take place immediately.


LARRY A. FELLOWS
Forest Supervisor

3/31/80
Date

I. INTRODUCTION

Background - The level of Off Road Vehicle (ORV) use in the Sand Lake area has been increasing over a period of years and increasing at a rapid rate the past five years. Substantial physical improvements have been made in the area. The primary facilities are Sand Beach campground (Forest Service) and the N. W. Trail & Dune Assoc. drag strip (Tillamook County).

Development has been incremental and no long range plans have been developed. The level of use has been allowed to fluctuate and management has permitted the area to set its own carrying capacity. Some weekends, people have crowded into the area until a density is reached that becomes uncomfortable for all. Although there has been cooperation among the Forest Service, Tillamook County, State Parks and Recreation and Division of State Lands, it has not always been the most effective. During the summer of 1979 a major cooperative effort among the agencies was initiated to develop a short term management plan which would address limiting the number of people allowed into the area.

Beginning in the early 1970's considerable debate has surfaced regarding: the pros and cons of the expanding recreational area. Many local residents felt the situation was getting out of hand and expressed concern about resource damage and law violations. On the other hand organized ORV clubs responded that it was just a few renegades that were causing all the problems. A public meeting was held June 1977 in Tillamook Courthouse and severe public criticism was given on the management of Sand Lake. A congressional inquiry in June 1978 was received from Senator Les AuCoin. Numerous letters, newspaper articles, petitions and television stories continued to feed the discussions.

In April 1979, the planning team for Sand Lake Management Plan was formed. Members included Ed Oram & Joe Price, Siuslaw National Forest, Darrel Walker, State Parks and Recreation, Mark Harbert, Division of State Lands and Tillamook County Commissioner Jerry Woodward. This initial meeting identified the Forest Service as the lead agency. A timetable and public involvement process was developed. Agency responsibility for land management was also defined at this meeting.

Forest Service and County land are as shown on maps. The Division of State Lands manage from mean high tide (7.8 ft.) to 3 miles off shore. State Parks and Recreation manages from the zone line (16.0 ft.) to mean high tide. State Parks and Recreation is the lead agency responsible for the area between the zone line and low tide concurrently with Division of Lands on the beach. In the estuary the Division of Lands is responsible to the high tide line. The spit at the mouth of Sandlake, which is constantly shifting, is administered by the nearest adjacent landowner.

The approved Hebo Land Management Plan (LMP) Environmental Impact Statement addresses the Sand Lake activity zone. The preferred alternative calls for a continuation of ORV use - at some level. The preferred alternative also calls for cooperation with Tillamook County in administration of the area. The preferred alternative speaks in general terms about Sand Lake and requires that a detailed site specific management plan be developed.

Nature of the Decision - The goal of this environmental assessment (EA) is to develop that long range management plan. Public discussion and criticism of the current management scheme at Sand Lake have focused upon the need for a unified plan for the area by all involved public agencies. This environmental assessment will identify the public issues and concerns for Sand Lake. The various alternatives are evaluated in terms of the evaluation criteria. It will document the decision making process used to arrive at the preferred alternative.

Scoping Process - On July 15, 1979 the brochure entitled "Sand Lake - Planning For The Future" was made available to the public requesting input to help identify issues, concerns and opportunities. The brochure was mailed to all interested parties (see mailing list in appendix) and made available for handout at ORV dealers in the Willamette Valley, local stores in Hebo, Cloverdale, Pacific City, Tillamook County Courthouse, Hebo Ranger Station, State Parks and Recreation office in Tillamook, Division of State Lands office in Salem and Oregon Dunes NRA office in Reedsport. A news release was made at the same time.

Major Issues, Concerns and Opportunities - The brochure listed six major issues the planning team had identified. The public was asked to comment on these six issues. Did they feel that they were or were not issues and/or to identify any new issues not listed in the brochure. They were also asked for suggestions on how to solve the issues identified. Certain "givens" were also included in the brochure.

A brief summary of the six issues is included here - for a detailed explanation refer to the Analysis of Public Response dated August 1979.

Issue #1 Sanitation and Litter:

Water	- lack of water on heavy use weekend
Litter	- on both public & private lands
Sanitation	- lack of facilities in dispersed area

Issue #2 Overuse of Area:

Traffic	- into area blocking access by emergency vehicles
Parking	- for day use by two-wheel drive
Overflow	- what to do with overflow traffic when area is closed
Camping	- in dispersed area
Timing	- heavy use on weekends

Issue #3 Administration:

Ownership	- property lines
Concessions	- should they be available
Noise	- different Department of Environmental Quality standards for different vehicle types
Drag Strip	- races on holiday weekends by N.W. Trail & Dune Association
Timing	- Sand Lake plan and Tillamook County comprehensive plan
LCDC Goals	- plan must be consistent

Issue #4 Law Enforcement:

Lack of Information	- what traffic laws apply on dunes
Closed Areas	- continued violation of closures
Vandalism on Public Land	- heavy vandalism during off season
Vandalism on Private Land	- trespassing & littering on land adjacent to sand area
Racing	- large unorganized night time drag races on the sand

Issue #5 Environmental Concerns:

- | | |
|--------------------|---|
| Plover | - Snowy Plover nesting on beach |
| Vegetation | - change in dune vegetation patterns over the years due to off road vehicle use |
| Sand Movement | - dune migration to the northwest |
| Dune Structure | - change in dune structure due to off road vehicles traffic |
| Estuary Protection | - off road vehicles in estuary and salt marsh |

Issue #6 Safety:

- | | |
|-------------------|--|
| Cape Lookout Hwy. | - protection of dune stabilization strip along highway |
| Fire Danger | - campfires in dispersed camping area adjacent to private land |
| Beach Traffic | - dangers to pedestrians |
| Reckless Driving | - excessive use of alcohol and drugs |
| Galloway Rd. | - narrow road with heavy traffic |
| Drag Racing | - safety problems of informal racing on the dunes |

New Issues Identified from public input:

- | | |
|---------------------------|--|
| Dogs | - dogs allowed to run free (not evaluated) |
| Lack of Money | - takes money to solve problems (included into #3) |
| Impact on Local Residents | - general disruption (included into #2, #3 & #6) |
| Waste of Gas | - use of gas by ORV's (not evaluated) |

Persons responding to this information about Sand Lake were generally in agreement about overcrowding of the area and suggested several ways to reduce the numbers of people occupying the site at one time; i.e. advance reservations; first-come-first-served system; permits system for group use on weekends and holidays.

Respondents also strongly favored enforcement of existing laws and regulations and requirements of stiff fines for violators. There was strong support for establishing a fee system for all users and that all fees--and fines--collected be used to provide law enforcement, services and improvements for the area.

Both local residents and user groups recognized that some of the problems with litter and vandalism were being addressed by organized group efforts to police their own members, but that the problem was still significant.

Safety was a major concern, particularly for young children and for vehicles using Galloway Road.

Landowners' concerns for noise were mainly about noise levels after 10:00 p.m. and into the early hours of the morning. Landowners recognize the recreation experience ORV enthusiasts receive from Sand Lake and while, if given their preference, would like to restrict or eliminate ORV use, were open to reasonable use of the area that would respect their property, provide for safety on the roads, and reduce the noise levels during late hours.

They also shared the concern of users for sanitation facilities in the dispersed areas and the operable condition of the comfort stations.

No large volume of response was received from organized ORV groups, although many copies of the Sand Lake pamphlet were distributed to them. Response was received from individuals affiliated with organized groups and represented users from both Washington and Oregon communities. Of the 1,300 brochures distributed, there were 68 replies. The number of responses is small compared with the volume of use occurring at Sand Lake; but it did appear to represent the major user groups and their concerns for the area.

II. AFFECTED ENVIRONMENT

Major Issues, Concerns & Opportunities

Sanitation & litter

Overuse of area

Administration/Law Enforcement

Safety

Social & Economic - The Sand Lake area has recorded ORV use since the early 1940's. Local residents report modified farm tractors used to transport supplies across the dunes to men stationed at Cape Lookout for beach patrol prior to World War II. After the war the surplus army jeep became available and that began the recreational ORV use at Sand Lake. The level of recreational use increased slowly with most people coming from the local area. In 1957 a small picnic site with a well was developed at the current location of "Fishermans Parking lot". Still the level of use remained low with reports of as few as twelve families on a July 4th weekend in 1967. The early 1970's saw the beginnings of a rapid increase in the number of people coming to Sand Lake.

In an attempt too accomdate the expanding use, the Forest Service, through the Tillamook BLM Job Corps, built a 25 unit campground in 1973. The level of use escalated and an additional 76 units, a large overflow parking area and a day use area adjacent to Sand Lake, complete with a well and water system, was opened to the public in July of 1975. Lack of funds delayed completion of a sanitation system until the sewer treatment plant, trailer dump station and seven comfort stations were operational.

Environmental Concerns

Location - The Sand Lake planning area is located on the coast of Oregon in Tillamook County. The main access is via county road from U. S. Highway 101. The nearest large town is Tillamook which is located 12 miles to the North. Sand Lake draws the majority of its users from the large metropolitan areas of Portland/Vancouver (104 Miles), Salem (79 Miles), and Eugene, (147 Miles).

The planning area is situated adjacent to the ocean beaches between Cape Lookout and the mouth off Sand Lake estuary. It is bordered on the north and east by private land. The planning area includes approximately 1,076 acres of National Forest Land, 314 acres of Tillamook County Land, 41 acres of State Parks and Recreation Land and 500 acres of Division of State lands. Tillamook County acquired its lands from two platted subdivisions (platted in mid 1940's) for nonpayment of deliquent taxes.

In preparation for the key interest group meetings the planning team developed the following additional evaluation criteria:

10. Meet existing laws and regulations (administration, law enforcement concerns).
11. Protect adjacent property owners including both those on Derrick road and the platted lots on county land in the dunes. (overuse of the area, law enforcement, administration, environmental safety, sanitation & litter concerns).
12. Emphasize recreational value of the area (sanitation & litter, overuse of the area concerns).
13. Be administratively feasible (administration, law enforcement concerns).
14. Minimize costs - be as cost effective as possible while meeting management needs of area (administration, law enforcement, safety concerns).
15. Incorporate recommendations of public and key interest group where possible (administration concerns).
16. Provide for environmental protection of sand dunes i.e. fish & wildlife, vegetation stabilization areas, dune structure, estuary, environmental concerns.
17. ORV use will not be allowed on submergible and marsh lands in the estuary (environmental concerns).

IV. ALTERNATIVES CONSIDERED

Process - Based on the issues and concerns identified by the planning team key interest group and the public, a range of alternatives was developed by the planning team. In addition, the key interest group gave the planning team a range of alternatives to be considered. The alternatives as finally developed included a no action (i.e. current situation) alternative and four other alternatives which comprised a reasonable range. The planning team then put the five alternatives into a public brochure. The public was asked to give input on which alternatives they favored and list any new alternatives. In general, the public responded that they preferred different parts of each alternative, thus combining the pieces to form a sixth alternative. The planning team then developed a preferred alternative which most closely met the public's wishes and was still within the guidelines of the evaluation criteria.

Key Interest Group (KIG) - The planning team utilized a KIG as the basis for forming a range of alternatives to be presented to the public. With the exception of the representative from N.W. Trail and Dune Association, the members of the key interest group were selected from the respondents to the July 15 brochure. The planning team tried to achieve a balanced cross section of interests on the key interest group. The members included:

Mr. & Mrs. Klepel	- Hillsboro, Oregon - ORV owners
Mr. John Critzer	- N.W. Road & Trail Association
Mr. Gene Day	- N.W. Road & Trail Association
Mr. James Swanson	- Greenpeace - Salem Chapter
Mr. Dale Hillyer	- N.W. Trail & Dune Association
Mr. Gene Noble	- N.W. Trail & Dune Association
Mr. Derrill Derrick	- Sand Lake, Oregon resident
Mr. Allen Robertson	- Tierra Del Mar, Oregon resident
Mr. Leonard Anderson	- Fugawee's Club
Mr. Daniel Fuger	- Fugawee's Club
Mr. John Smith	- D.E.Q. - Tillamook
Mr. Clair Kunkel	- Oregon Dept. Fish & Wildlife - Tillamook
Mr. Arnold Ryland	- N.W. road & Trail Association

The planning team and various resource people were also present at each KIG meeting.

The KIG met September 14, 1979 in Salem at the Public Transportation Building. The group reviewed the analysis of the Sand Lake - Planning For The Future brochure. The KIG was asked to have a group consensus on a viable range of management alternatives for the planning team to consider for the next meeting. They were specifically asked to consider:

1. What methods of management should be considered in the alternatives developed by the planning team?
2. Will these techniques solve an identified concern at Sand Lake?
3. Are there negative impacts that these methods would cause which would not help the concerns?
4. Are the methods practical to implement?

The second and final KIG meeting was held at Salem on September 22, 1979. The large group was divided, at random, into two minigroups. The minigroups met with available resource people and each developed a list containing a range of management options. The range was supposed to cover the entire spectrum of available options. Then the two mini groups got together and developed one master list which contained the group consensus on a range of alternatives. There was compromise among the group's individual members. The following is the KIG proposal to the planning team for consideration in the development of alternatives:

1. Campground expansion

Consider expansion of existing facilities to better handle peak crowds. Also consider development of primitive campground (just water and sanitary facilities) on upper end of Derrick road to accommodate heavy existing use in that area. Analyze water supply requirements to serve existing or proposed developments. Planning team should evaluate impacts of increased campground and water development i.e. would more facilities increase use or should it only serve existing use?

2. Sanitary Facilities

Additional sanitary facilities were suggested to serve existing use in dispersed camping areas. Evaluate impacts of three day weekend crowds in analysis of sanitary requirements.

3. Area Capacity

Planning team should identify possible resource damage and allocation needs so a total capacity can be determined for each different management alternative.

4. Limit Numbers

Once a reasonable capacity for Sand Lake has been determined, the number of users in the area at one time should be controlled. A permit system was suggested as a method of controlling numbers. The permit could be used all season or for just the major holiday weekends. Details of a permit system should be worked out by the planning team.

5. Education

The users of the area should be educated/informed as to their responsibilities while at Sand Lake. This effort could be combined with a permit system. An informational type brochure was felt to be beneficial. A booth was suggested similar to the one in operation summer 1979, as a good method of public contact and education. The users should sign a "permit" indicating they have read the rules and regulations.

6. Area Closure

Consider closure of certain areas within Sand Lake to facilitate management. Look at need for additional day use only parking for ORV's. Planning team should develop closures compatible with the determined capacity of the area.

7. Derrick Road Closure

Consider closing Derrick road with a gate at Forest Service property line.

8. Boy Scout Road (S-305) Closure

Consider keeping dune access from Boy Scout Road. When new Boy Scout Road is built, design would have to accommodate this.

9. Beach Closure

In order to protect the snowy plover and eliminate the main access to the Sand Lake estuary, consider closing the beach from Galloway Road south to the mouth of Sand Lake year round to motor vehicles. In effect everything South of Galloway Road, except campground and drag strip, would be closed to motor vehicles.

10. Post Public Land

The property line between Forest Service and private should be posted. The sign should indicate the area beyond is closed to ORV use. A buffer strip for stabilization needs should be explored by the planning team.

11. Fee

Consider charging an entry fee for the area. The money generated from this collection should be identified and returned to the area (not possible on National Forest land) for management and law enforcement.

12. Litter Reduction

Make litter information available. Provide litter bags for users of area. Encourage the "Pack In-Pack Out" concept.

13. Firewood

Consider a firewood concession for area. No other concessions should be allowed.

14. Law Enforcement

Consider one set of rules for the entire area enforced by one agency (this may not be practical). Planning team should re-evaluate acceptable noise levels for motorcycles. Agencies were strongly urged to enforce DEQ noise laws and all applicable laws strictly! A "neighborhood watch" program was suggested as a means of citizen involvement in law enforcement.

15. Drag Strip

Consider option of one 3-day weekend available for races. Planning team should evaluate compatability of drag strip with LCDC goals and guidelines.

Planning Team - Using primarily the input from the KIG, the team developed a reasonable range of alternatives. Total public input gained during the process also weighed heavily in construction of alternatives. There were some alternatives (such as charging an entry fee to enter National Forest land) recommended by the KIG which were not administratively feasible due to conflict with existing regulations. Five alternatives were developed to provide different ways of addressing the major issues, concerns and opportunities raised by all interested parties.

Activities

	be permitted on beach and estuary system. All areas are open for dispersed camping, law enforcement primarily geared to weekends with no curfew imposed. A limited permit system/Visitor Information System will be in effect. Closure determined by availability of parking and road congestion. Numbers and times at 1979 levels.	restrictions to protect residential area and entire beach area closed year round. No dispersed camping available. Permits required all season long. High level law enforcement and restrictive hours would place use at 25% of 1979 levels.	restrictions with permitting use that allow protection of people and resources, year round closure on estuary portion of beach. ORVs needed to dispersed camping areas. ORV staging areas added. Permits required on holiday and race weekends. Law enforcement includes 24 hour patrol on holidays, weekends and moderate curfew hours. Would provide a slight decrease in use from 1979 levels because of restrictive access for two-wheel drive vehicles.	restrictions, allow uses at highest level with least controls, beach closure and estuary closed to ORV April to October. Dispersed camping facilities and areas expanded/improved, fees charged for added camping areas. Law enforcement is increased and limited curfew hours imposed. Permits required on holiday weekends. Would only be 20% increase in use of 1979 levels.	ORV use permitted on beach and estuary systems. No control on numbers of people entering areas in all areas opened for dispersed camping. Law enforcement primarily geared to weekends with no curfew hours. Less control for visitor safety and sanitation facilities. No upper limit on uses.
Beach Area	Leave beach open to ORVs as it is now with only the Camp Menweather closure.	Close entire beach to ORVs year round.	Close the beach to ORVs South of the Galloway Road access on a year round basis.	Close the beach to ORV use South of the Galloway Road access from April-October.	Leave beach open to ORVs as it is now with only the Camp Menweather closure.
Estuary	ORV not prohibited by existing laws/regulations. Open.	Close the entire estuary area to ORV use on a year-round closure.	Close the entire estuary area to ORV use on a year-round closure.	Provide an April-October closure of the estuary to ORV use.	ORV not prohibited by existing laws/regulations. Open.
Drag Strip	Maintain existing lease with 7 races per year; phase out strip in 1983.	Maintain existing lease with 7 races per year; phase out strip in 1983. No races on holiday weekends.	Maintain lease with one race on a holiday weekend and all other on non-holiday weekends.	Extend lease past 1983 and continue racing. Maintain lease with one race on a holiday weekend and all others on non-holiday weekends.	Extend lease past 1983 and continue racing.
Dispersed Camping Derrick Road Area	Keep the area as it is; maintain access via S-305 and Derrick Rd.	Allow no camping; block all road access; build sand road from bottom to top of second bowl.	Allow primitive camping/toilets only; block all road access; build sand road in second bowl.	Add toilets and water facilities; keep and improve S-305 access and gate Derrick Road at the Forest boundary.	Keep the area as it is; maintain access via S-305 and Derrick Rd.
County Strip Area	Allow dispersed camping as it currently exists.	Do not allow any camping in the area.	Allow camping only in designated areas; rotate areas to protect vegetation.	Develop toilet and/or water facilities in entire area.	Allow dispersed camping as it currently exists.
All Other Dispersed Areas	Leave the remaining area open to use as it currently exists.	Allow no dispersed camping in remaining area; permit overnight camping only in Sand Beach Campground.	Develop a staging area adjacent to Three Capes County Rd. for overnight and day use; provide toilets and/or water in staging area. Use this access and the main Galloway Road as the only two access points to the sand; block S-305 and Derrick Road as access points.	Increase capacity of camping by allowing overnight camping in the drag strip gravel parking lot; provide toilet and/or water facilities. Other dispersed areas are open.	Leave the remaining area open to use as it currently exists.
FEES: Four Alternatives were considered here but two of them are not feasible under existing laws and regulations of the managing agencies. Alternatives 3 and 4 were suggested by citizens and they were evaluated by the team but because of existing laws and regulations are not feasible. They are shown here because of the significant public support for them. 3. Tillamook County charge an entry fee for Galloway Road and Forest Service campgrounds in campgrounds. Charge \$5.00 per person, \$10.00 per vehicle, \$15.00 per group. 4. Entry fee for Forest Service Campgrounds. NOT FEASIBLE.	Service Charge fees in Sand Beach campground only; no other fees.	Service Charge fees in Sand Beach campground only; no other fees.	Service Charge fees in Sand Beach campground only; no other fees.	Tillamook County charge a fee to camp in drag strip parking lot; Forest Service charge fee in Sand Beach campground.	Service Charge fees in Sand Beach campground only; no other fees.
Permit System	First-come, first served; closure and permit as needed on emergency basis.	Permits required; only give permits for Sand Beach campground; no dispersed camping allowed; operate an entrance booth season long.	Permits required on holiday and race weekends; operate an entrance booth.	Permit required on holiday weekends only; operate an entrance booth; no permits required on non-holiday or race weekends.	First-come, first served; no closures; no permits.
Private Property	Indicate private property on maps.	Indicate private property on maps; fence or otherwise provide a barrier on property line; and provide a buffer where needed.	Indicate private property on maps and fence or otherwise provide a barrier on property line.	Indicate private property on maps and sign property lines on the ground.	No maps provided.
Visitor Information	Provide information handout with permit at booth on holiday weekends.	Provide information handout with permit at booth on holiday weekends. Set up system of area hosts, possibly through clubs who use area.	Provide information handout with permit at booth on holiday weekends. Set up system of area hosts, possibly through clubs who use area.	Provide a handout on a request basis or through a self-serve dispenser.	None.
Concessions	No concessions allowed.	Have a licensed concession.	Have a licensed concession.	No concessions allowed.	No concessions allowed.
Curfew	Impose no curfew hours.	Implement curfew hours from 10:00 p.m. to 6:00 a.m.	Implement curfew hours from 12:00 p.m. to 6:00 a.m.	Implement curfew hours from 2:00 p.m. to 6:00 a.m.	Impose no curfew hours.
Law Enforcement on Sand Dunes	Continue law enforcement at current level. Forest Service and County Group Agreement man up for holiday weekends.	Provide 24 hour coverage for all weekends. May require tier, limited patrol on weekdays.	Continue law enforcement at current level. Forest Service and County Group Agreement, have 24 hour patrol on holiday weekends.	Continue law enforcement at current level. Forest Service and County Group Agreement, have 24 hour patrol on holiday weekends.	Continue law enforcement at current level. Forest Service and County Group Agreement man up for holiday weekends.

V. EFFECTS OF IMPLEMENTATION BY ALTERNATIVES

General - Many of the environmental impacts associated with the implementation of the Sand Lake Management Plan alternatives would be of the same nature regardless of which alternative is implemented.

Effects on Wetlands and Floodplains - The wetland and floodplain in the planning area is located on State land under State administration.

Effects on Prime Farmland and Range Lands - The planning area does not encompass any prime farm or range lands.

Effects on Cultural, Historic or Archeologic Sites - There are no known sites in the planning area. If any are discovered, they will be protected.

Effects on Threatened and Endangered Species - See Affected Environment - Section II.

Effects on Minority Groups, Women and Civil Rights - The preferred alternative will have no effects on minority groups, women or civil rights. Equal opportunity to access and use of the area is provided for.

Alternative A

This alternative would maintain activities and use at current (1979) levels. The beach and estuary would remain open for ORV traffic. This would make it very questionable if protection to the snowy plover, which nests on the spit just north of the inlet, would be possible.

The use level would be allowed to fluctuate freely until a capacity of approximately 6500 people is reached. At that time access to the area would be closed, as it was during the summer of 1979. With this amount of people in the area, the vegetation would continue to be eliminated in the deflation plain and foredunes, but the overall tree encroachment on the perimeter of the dunes would continue. This alternative would not effect the gradual sand migration of the dunes to the northeast appreciably.

A large number of people would be able to enjoy an recreational experience. Interviews have indicated that large crowds do not detract significantly from the value of the recreational experience for most ORV users at Sand Lake. In many cases - crowds enhance the social nature of the experience.

Keeping Derrick road open would continue to cause problems for the local residents. Private property would not be protected adequately from trespass via the dunes.

Leaving law enforcement as is would be a major factor in making this alternative the least expensive to implement. No new income would be generated by additional camping fees to offset management costs.

Lack of curfew would possibly allow the late night noise problems to continue if law enforcement of open exhausts didn't stop the problem.

The drag strip would be phased out in 1983 and this may or may not allow Tillamook County to amortize its cost.

Alternative B

This alternative is the most restrictive in comparison to the other alternatives. Several broad closures and a much expanded law enforcement program would limit activity in the area.

The beach and estuary closure would allow for maximum biological protection. Closing of the entire beach would impact campers using driftwood and probably would result in an increased cutting of live trees for firewood. The firewood concession would partially offset this for those willing to buy the wood provided.

By eliminating all dispersed camping the capacity of the area would be drastically reduced. An estimate of use levels of 25% of those of 1979 would be close. The permit system under this alternative would be very sensitive and would have to be operated all season long. The reduced impact from no dispersed camping would allow the camping area to become more vegetated. Vegetation alteration on the deflation plain would be slowed but would still continue as would the dune movement to the northeast.

This alternative would be the most difficult to implement with the increased law enforcement and season long permit system. The cost would be high, no estimate can be given here, but it would probably cost three to four times as much as next most expensive alternative. The fencing of private land would also add to the initial cost of this alternative.

Alternative C

This alternative would present a balance between use and restriction with a slight leaning in favor of more regulation. This is the first alternative which allows for some compromise.

The estuary closure is complemented by a partial beach closure. By closing the beach adjacent to the estuary the enforcement of the estuary closure becomes easier. The area of the beach left open does not have any reported Snowy Plovers and would have little impact on other wildlife. Driftwood could be gathered on the open section of the beach but firewood would also be for sale to those unable to find driftwood.

The drag strip would be phased out and races would be allowed on one holiday weekend. It is questionable if Tillamook County could amortize their costs.

The blocking of dune access via S-305 and Derrick road would limit dispersed camping in the Derrick area. A staging area on Three Capes Highway would partially compensate for this - but only partially. The overall reduction in use would be approximately 10% and would be all two-wheel drives and trailers.

A permit system would operate on holiday and race weekends. Law enforcement would be increased to 24 hours per day on holiday weekends and whatever is needed to enforce the curfew. The cost of implementing this alternative would be somewhat higher than Alternative D due to the expanded permit system. The difficulty of enforcing the curfew would be increased by the lack of a 24 hour patrol on all weekends as in Alternative B.

This alternative provides high protection for private property adjacent to dunes. Enforcement of trespass on private land would be required.

The vegetation trends on the dunes would be similar to Alternative A.

Alternative D

This alternative would have only minimum restrictions necessary to protect resources. It would allow use to be at the highest level while still recognizing a need for a limit on number of people.

The April through June closure of the estuary and beach would protect the Plover but would still allow the possibility of damage to other wildlife and biological conditions in the estuary and to a lesser degree on the beach. A partial year closure would be more difficult to enforce than a year around closure.

Extending the lease of the drag strip would assure Tillamook County of amortizing its cost.

Dispersed camping area accessed by Derrick road would maintain two-wheel drive access and have improved facilities. The drag strip parking lot would also be designated for camping. The opening of the drag strip parking lot for camping would allow for an approximate 20% increase over 1979 levels assuming no change in density of other dispersed area. Improved facilities would also be provided on the county strip.

The county would realize increased revenue from extending the drag strip lease and charging to camp on the drag strip parking lot. Forest Service would not gain any additional revenue.

The curfew and its enforcement plus increased law enforcement on holiday weekends and administration of the permit system would add to the cost of implementing this alternative but, it would be the least expensive of the three alternatives with a permit system.

Vegetation change on the deflation plain and dispersed camping areas would be fairly rapid. Still the overall tree encroachment on the perimeter of the dunes would continue as would the dune movement to the northeast.

Alternative E

This alternative allows for the maximum number of people in the area with the fewest closures and restrictions. All access is maintained to dispersed areas and there is no upper limit on number of people - only a social limit where it gets so crowded that people stop coming. This upper social limit is not known.

This alternative is similar to Alternative A except that the drag strip lease is extended and there is no emergency closure. Also it is different in that no maps for private property or general visitor information is provided.

This alternative would be the least expensive to implement. It is questionable if adequate environmental protection of the resources could be assured under this alternative.

VI. EVALUATION OF ALTERNATIVES

The following chart displays the evaluation of the alternatives against the evaluation criteria listed in section III. As is apparent from the chart some alternatives meet some criteria and not others. This evaluation was used in the selection of the preferred alternative.

EVALUATION OF ALTERNATIVES

Evaluation Criteria	Alt A	Alt B	Alt C	Alt D	Alt E
1. Sandbeach campground will remain		All alternatives meet this criterion			
2. Allow ORV use at some level on F.S. land	Use at 1979 levels	All alternatives meet this criterion 25% decrease from 1979 levels	Slight decrease from 1979 levels	20% increase from 1979 levels	Unconstrained use
3. Overnight camping outside of existing campground permitted where & if designated	Meets criterion, camping would be permitted as is currently allowed.	Does not meet criterion Camping permitted only in campground	Meets criterion, Dis-pensed camping permitted in designated areas.	Meets criterion, additional facilities for camping would be provided.	Meets criterion Same as Alt. A.
4. Management plan process will be documented in an environmental assessment following NEPA guidelines.		All alternatives meet this criterion			
5. Maintain bed of Sandlake for navigation, fishery & passage by the public		All Alternatives meet this criterion			
6. Don't foreclose the possibility of removing any oil, gas or geothermal energy from the estuary.		All alternatives meet this criterion. Permits would be required for exploration and development.			
7. Any change in beach use must come from public petition & go through public hearings.		All alternatives meet this criterion			
8. Keep county race track until contract terminates or at least until cost is amortized.		All alternatives meet this criterion			
9. Sandlake Management Plan will be consistent with L.C.D.C. statewide goals.		All alternatives would require an exception to the beach & dunes Goal (#18) because all alternatives permit ORV use at some level.			

10. Meet existing laws & regulations		All alternatives meet this criterion.			
11. Protect adjacent property owners including both those on Derrick Rd. & the platted lots on county land in the dunes.	Meets criterion but only minimally because private property would only be indicated on maps.	Alternatives B & C best meet this criterion because private property is indicated on maps & fences or barriers & buffers will be provided.		Meets criterion, private property indicated on maps & with signs.	Does not meet criterion.
12. Emphasize recreational values of the area.	Minimally meets criterion. Allows existing use but carrying capacity will be exceeded.	Meets criterion but eliminates one type of recreation use--dispersed camping	Best meets criterion. Provides for staging area & reduces overcrowding thereby improving recreation experiences.	Meets criterion but with use increases recreation experiences may be diminished.	Does not meet criterion because it does not resolve sanitation & safety problems
13. Be administratively feasible		All alternatives meet this criterion			
14. Minimize costs--be as cost effective as possible while meeting mgm't needs.	Meets criterion. mgm't needs with a slight increase over current costs.	Does not meet criterion, meets mgm't needs but the highest cost to implement.	Meets criterion. Meets mgm't needs but cost to implement would be higher than current.	Does not meet criterion, does not meet mgm't needs.	Does not meet criterion, lowest cost to implement but does not meet mgm't needs.
15. Incorporate recommendation of public & key interest group where possible.	The range of alternatives have incorporated public and key interest group recommendations.				
16. Provide for environmental protection of Sand dunes i.e. fish & wildlife, vegetation, etc.	Does not meet criterion, no protection of beach & estuary from vehicles.	Alternatives B, C & D all meet this criterion to varying degrees. Closure of beach & estuary to vehicles will protect wildlife habitat.			Does not meet criterion, no protection of beach & estuary from vehicles.
17. ORV use will not be allowed on submergible & marsh lands in the estuary.	Does not meet criterion.	Alternatives B, C & D meet this criterion.			Does not meet criterion.

VII. IDENTIFICATION OF PREFERRED ALTERNATIVE AND EFFECT OF IMPLEMENTATION

A. Identification of Preferred Alternative

The preferred alternative reflects to a large degree the mixing of alternatives which was evident in the public response to the November 15 brochure. The planning team attempted to develop a compromise to give a high level of protection to the resources and compensate for this by providing new areas for dispersed camping. The preferred alternative is also the environmentally preferable alternative because it provides a mix of social and economic benefits while protecting the area's values and uses.

A capacity was set for the area. There is no scientific method of computing capacity for dispersed camping by ORV users on sand dunes and therefore a subjective judgement was made. The carrying capacity is based on the collective experiences of the planning team in the administration of crowds up to 6500 people in 1979.

Beach - Close the beach south of Galloway road access to all vehicles on a year round basis. This should be a complete closure, i.e. no permits allowed for wood-cutting, elderly or handicapped. The beach will remain open north of the Galloway road access to the Camp Merriweather closure area.

Estuary - Close the estuary to all vehicles, including shrimp diggers, year around. The State Land Board has passed a resolution requesting State Division of Lands and Department of Parks and Recreation to hold the necessary public hearings for the beach and estuary closure.

Drag Strip - Maintain existing lease until 1983. At that time an assessment on the continuance of the strip will be made. Up to seven races per year will be allowed with one race on a holiday weekend in 1980 as an experiment. Drag racers and spectators will be required to have a permit to enter the area on the holiday weekend race.

Dispersed Camping - As an interim measure dispersed camping will continue as it now exists until the spring of 1983. The only change is that camping will be allowed on the parking lot of the county drag strip on holiday weekends. By 1983 a staging area will be built adjacent to Three Capes Highway. The staging area will consist of hard surface parking lot and will have sanitary facilities. The staging area will be available for day use, overnight camping and as a jump off point for dispersed camping. When the staging area is in operation, Derrick road and road S-305 will be closed.

Visitor Information - A handout pamphlet will be made available. An extensive public education program in the news media will be necessary prior to the 1980 recreation season. Bulletin boards will be revamped to better educate the public. Clubs will be utilized as ORV hosts during the summer.

Concessions - A firewood concession will be allowed - no other concessions permitted.

Curfew - Strict law enforcement will be utilized Memorial Day weekend to control noise at night. If this approach is unsuccessful, the option of a 0200 to 0600 curfew on sand travel will be considered for the other holiday weekends.

Fees - Forest Service will charge fees at Sand Beach campground and Tillamook County will charge for camping in the drag strip parking lot.

Permit System - A permit system will be utilized for holiday weekends. This will be an advance registration system for entry into the area. Sand Beach campground will be on a first come first served basis to permit holders. Drag racers and spectators will also need a permit for entry. For Memorial Day weekend a limit of 1700 vehicles will be allowed in area (roughly equals 4500 people). This number will be evaluated and adjusted if necessary. Local landowners living beyond entry point will be given a permit.

Private Property - Maps will show private property and signs will be posted at the boundary of activity area.

Law Enforcement - Law enforcement will be increased to implement the management plan. The SISK deputy will remain in area and other deputies will be dispatched to problems in the south county area. There will be 24 hour patrol by Forest Service and County on holiday weekends. Commissioner Woodward will try to get an ORV registration system introduced into the 1980 legislature.

B. Rationale For The Preferred Alternative

A combination of actions from the various alternatives has been selected as a preferred alternative. It provides the best response to the issues, concerns, and opportunities as identified by the four agencies and the public.

Manjor Issues & Concerns
Sanitation and Litter

Preferred Alternative

Rationale

Water

Number of users will be reduced 30% from unregulated use by permit system. Additional facilities planned for 1983 include increased sanitation and water.

A decrease in demand and future developments will alleviate problem.

Litter

This is not dealt with in any alternative. Greater emphasis will be placed on user education, pack out programs and existing facilities.

Existing policies and programs are adequate if properly emphasized.

Sanitation

See water. Continued use of temporary chemical toilets as needed and increased law enforcement of existing regulations.

Proposed action meets management needs.

Over Use of Area

Traffic

Permits required on Holiday weekends, with numbers limited. Continue tow away for illegally parked vehicles.

Reduced numbers and towing of vehicles will alleviate congestion.

Parking

See Traffic. In addition, the drag strip parking lot will be available as needed as well as the proposed staging area adjacent to the Cape Lookout Highway.

Much needed parking will become available.

Overflow

Advance registration permit system.

Problem will be totally eliminated when public understands, accepts, and complies with program.

Camping

Remains as is, plus the addition of the staging area.

Permit system will alleviate over crowding thus reducing need for increased restrictions.

Timing	Permits required on Holiday weekends. No permits required on non-Holiday or race weekends.	By requiring permits as stated only the critical problem is being regulated.
<u>Administration</u>		
Ownership	Indicate private property on maps and sign property lines on the ground.	Posting the limits of the activity area will alert users to the change in ownership.
Concessions	Firewood concession only	A need has been identified and will be supported by the public. No others were felt necessary.
Noise	All D.E.Q. regulations will be actively enforced. Option to Implement curfew from 2 AM until 6 AM on Holiday weekends.	D.E.Q. has indicated a desire to work toward new noise standards for motorcycles. Curfew will not be implemented until such time that it is shown that stringent enforcement of regulations will not solve the problem.
Drag Strip	Maintain lease with one race on a Holiday weekend and all others on non-Holiday week- ends.	This is a compromise which will allow some return on the drag strip investment without impacting other users on all major weekends.
Timing	Not dealt with directly in the planning process.	Close coordination has been maintained with Tillamook County to date. There is nothing foreseen in this plan that will be in con- flict with the Comprehensive plan when it is complete.
L.C.D.C.	Will be consistent with L.C.D.C. state-wide goals and guidelines and with Oregon Coastal Zone Management Plan (O.C.Z.M.P.)	Required by legislation.

Law Enforcement

Lack of Information

Provide information handout to go along with the permit. In addition bulletin boards, signing and news releases will be used. A system of area hosts will be utilized.

A complete information and education program is necessary for users to get maximum benefit from the area and to prevent the problems of the past.

Closed Areas

Beach closure to ORV's south of the Galloway Rd. access and closure of the entire Sandlake Estuary to ORV's, both on a year round basis. In addition, there are existing closed areas which will appear on all handout maps and signed on the ground.*

Closures are needed to protect unique estuary value, vegetation, and Snowy Plover habitat.

Vandalism on public lands

Not dealt with in plan.

Routine and special Sheriff patrols and newly increased law enforcement staffing at the Hebo Ranger District is the only practical solution to the problem.

Vandalism on Private Land

Twenty-four hour law enforcement on Holiday weekends and strict enforcement of existing laws.

Unanimous Public support for strict law enforcement in the entire area was heard loud and clear by all the agencies.

Racing (Informal)

See Noise. In addition the curfew can be implemented at any time in the future if necessary. The safety problem was not addressed in the planning process.

This action along with strict enforcement of existing laws and regulations should sharply reduce the problem.

Environmental Concerns

Plover

Complete Beach closure from Galloway Rd. South.**

Protects habitat as identified by OCZMA and agreed to by Oregon Dept. of Fish and Wildlife representative.

Vegetation

Existing stabilization areas will be maintained.

It may be necessary in the future to create stabilization buffers adjacent to private land to prevent sand encroachment.

Sand Movement

See Vegetation.

See Vegetation.

Dune Structure

Not addressed in the planning process.

*Beach and Estuary closures subject to Public hearing process and approval by Division of State Lands and State Parks Division, Department of Transportation.

**Will not be implemented until after public hearings and approved by the State Parks Division, Department of Transportation.

Protection of Estuary	Complete Year long closure to ORV's.	There is wide public support for this closure.
<u>Safety</u>		
Cape Lookout Highway	Existing stabilization strip will be maintained and actively enforced. Creation of staging area.	Staging area will provide access through strip and increased enforcement will provide adequate protection.
Fire Danger	Emphasis will be placed on patrol and law enforcement on high fire danger days.	Concern by local landowners is high.
Beach Traffic -	*Beach Closure South of Galloway Rd.	Plan provides a strip of beach for pedestrians and Equestrians. Safety problems will be eliminated for those that use the closed area.
Reckless Driving	Stringent Law Enforcement	Enforcement of existing laws will in time reduce frequency.
Galloway Rd.	Stringent Law Enforcement. The Derrick Rd. will be closed to through traffic when the staging area is completed. **(Planned for construction by 1983)	Derrick Rd. will not be needed for access when the staging area is completed.
Drag Racing	See Racing	See Racing

*Will not be implemented until after public hearings and approved by the State Parks Division, Department of Transportation.

**If funds are available.

C. Effects of Implementation

The preferred alternative combines a mix of various pieces of the original five alternatives. It is generally an attempt to limit the numbers of people present to a level of carrying capacity that allows for a moderate level of regulation of the user and a recognition of the high ecological value of the beach and estuary. The level of use would be approximately 30% below the level in 1979.

The year round closure of the beach and estuary will give maximum protection to Snowy Plover habitat and shrimp beds. This will leave open to motorized vehicles the portion of beach from Galloway road north to the Camp Merriweather closure. This will allow those desiring to drive on the beach to do so, but at the same time, the proposed beach closure will protect the estuary.

The drag strip will be utilized for camping on non-race-holiday weekends. This will greatly expand the area available for two-wheel drive vehicles to park and camp. In addition, the staging area on Three Capes Highway will also expand the parking/camping area for two-wheel drives. The concept of increasing two-wheel drive parking area on the periphery will allow ORV's to experience dispersed camping on the dunes accessible only by ORV. The closure of Derrick road and S-305 will help eliminate conflict with private residents and the Boy Scout camp.

The permit system will allow the managing agencies to regulate numbers of people to a appropriate carrying capacity level. The sanitation demands will be more balanced to existing facilities.

Increasing the level of law enforcement will help to control noise, litter and trespass problems. If this higher level of law enforcement is insufficient, a curfew will be used to achieve the same results. A curfew would cost more to implement and would place a use restriction hardship on those who are law abiding.

The drag strip lease will be evaluated by Tillamook County when it expires. This may or may not allow the county to amortize its costs.

The firewood concession will allow people a needed service and may help to protect existing vegetation.

D. Requirements for Implementation

1. A permit system will have to be developed which is applicable to Sand Lake. There is currently not a permit system which could be directly utilized. Forest Service will develop the permit. The permit system will require extensive public notice prior to use. No matter how effective the public education program is there will be people arriving on holiday weekends with no permit and may have to be turned away.
2. A wood concession will need to be contracted for the coming recreation season.
3. Public hearings will have to be held regarding the beach and estuary closure by State Parks Division, Department of Transportation and Division of State Lands.
4. A co-op agreement among the agencies on the planning team will have to be drafted.
5. Funds will have to be programmed to implement the law enforcement necessary and the administration of the permit system.
6. Monitor effects of a race on a holiday weekend.

E. Consistency With State-wide Goals & Guidelines and The Coastal Zone Management Act

The Hebo LMP Environmental Impact Statement evaluated Sand Beach as it relates to the State-wide goals and guidelines. That assessment showed strong support of LCDC goals with an ORV development in the Sand Lake Area. The preferred alternative (Plan) was evaluated in light of the objectives of other Federal, State and County land use plans and policies and no major conflicts were identified.

The specific state-wide goals affected by this plan are:
 #8 - Recreation Needs, #16 - Estuarine Resources, #17 - Coastal Shorelands and #18 - Beaches and dunes.

Recreation Needs - This goal calls for satisfying the recreational needs of the citizens of the State and visitors. State and Federal agency recreation plans shall be co-ordinated with local and regional recreational needs and plans. Guideline #1 calls for developing a carrying capacity of the resources in the planning area. This plan is consistent with the recreation needs in that it has been jointly developed by all concerned agencies and a carrying capacity has been specified for the area.

Estuarine Resources - This goal calls for the recognition and protection of the unique environmental, economic and social values of each estuary and associated wetlands. Sand Lake has been classified as a natural estuary. A natural designation requires protection of significant fish and wildlife habitats and continued biological productivity within the estuary.

Permissible recreational uses in a natural estuary are undeveloped low-intensity and water-dependant. The only recreational estuary use allowed for in this plan is beach combing, fishing, shrimp digging, etc. by foot travel only - no ORV's will be allowed in the estuary.

Implementation requirements specify that no actions which alter the integrity of the estuarine ecosystem will be permitted. It is also required that plans of State and Federal agencies maintain water quality and minimize man induced sedimentation in estuaries. Nothing in this plan would conflict with the maintenance of the ecosystem and water quality.

Coastal Shorelands - This goal calls for the conservation, protection, and where appropriate development, of resources including water quality, fish and wildlife habitat, recreation and aesthetics. Implementation requirements list recreation as one of the priority uses of floodplains. This plan meets the coastal and estuary shoreland goals.

Beaches and Dunes - This goal calls for conservation, protection and where appropriate development of beach and dune areas. Use shall be based on the capabilities and limitations of beaches and dunes to sustain different levels of use. The guidelines call for appropriate levels of government to designate specific areas for the use of ORV's. This use should be limited for protection of natural resources.

This plan shows that all agencies concerned have agreed upon designation of Sand Lake as an ORV area within certain limits of the carrying capacity for the area.

Tillamook Comprehensive Plan - The planning process incorporated coordination with Tillamook County in terms of the preparation of the Tillamook County comprehensive plan. Issues and concerns raised by the county have been addressed in the Preferred Alternative. There is nothing foreseen to be in conflict with the comprehensive plan when it is completed.

Coastal Zone Management Act (CZMA) - The CZMA requires that Federal program and activities be consistent with the State coastal zone management program. The off-site effects of this plan are what must be evaluated for consistency. In accordance with the CZMA, the Preferred Alternative is consistent to the maximum extent practicable and will be implemented without any significant off-site effects.

F. Monitoring

The effects of this plan will be monitored and revised as necessary. The carrying capacity, in particular, will be monitored. The 1700 vehicles is a subjective estimate of carrying capacity. Records will be kept of total numbers of people within the 1700 vehicles to see if groups try to "double up" in vehicles to gain entry into the area.

The permit system will be closely monitored and revised if necessary if it isn't effective in controlling numbers.

VIII. CONSULTATION WITH OTHERS

This plan has solicited public input through:

News Media - Three news releases from Siuslaw National Forest dated May 16, July 16, Sept. 18 pertained to public input and the planning process at Sand Lake. There were numerous articles and editorials in the Tillamook, Lincoln City, and Salem papers pro and con about the planning effort.

Television - Two television stories dealt with the problems at Sand Lake and the long and short range planning efforts being made. On Sept 2, 1979, Reporter Terry Cooke did a story for Channel 8 in Portland. On Aug 8, Reporter Robin Anderson did a story for Channel 2 in Portland. A major news conference scheduled for Labor Day weekend was cancelled due to bad weather.

Radio - Radio station KBCH in Lincoln City had Joe Price and Commissioner Woodward as guests on "Hotline" on August 9. The subject was Sand Lake planning.

Meetings - Public meetings were called to discuss Sand Lake and the planning effort. Gail McEwin, Tillamook County Estuary Planner, presented the planning process to over 100 people at two South County CAC meetings in December and Joe Price presented the same to 30 people at the Pacific City Forum in December. The planning process was also presented at the monthly meeting of Pacific N.W. Four Wheel Drive Association in May of 1979 to approximately 200 people by Commissioner Woodward & Joe Price.

Brochures - There were two brochures mailed out to interested citizens seeking public input. The first brochure mailed July 15, 1979 was distributed to 1300 citizens and 68 replies were received by Aug 15, 1979. The purpose of this brochure was to seek public input on the issues and concerns. The second brochure was distributed Nov. 15, to 1000 citizens and 117 replies were received by the Jan. 1, 1980 cut off date. Forty percent of the people who responded to the issues and concerns brochure also responded to the alternatives brochure.

In addition, Mr. Chris Latt, an Oregon State University intern, did an analysis of use at Sand Lake during the summer of 1979 which included interviews with 38 groups representing a cross section of the users.

Analysis of Public Response to the Alternatives Brochure - On November 15, 1979, the brochure Sand Lake - Alternatives for Management was distributed to the public, citizens who responded to the first public brochure, ORV dealers, local stores, offices of each agency on planning teams, persons attending South Tillamook County CAC meetings and person attending the Pacific City Forum. Response to the second brochure was nearly double the response to the first brochure.

Alternative A is considered the no action alternative in that it results in no changes from conditions as they now exist. Alternative B is overall the most restrictive with C and D leading up to E which is overall the least restrictive. No preferred alternative was identified in the brochure.

It is difficult to summarize public opinion on the alternatives. Definite feelings about protection, costs, safety, private land and resources were evident. There was strong support for protection of resources and private property through a strong law enforcement program. There is general support for Alternatives B or C-D. A new alternative mixing different alternatives for each activity could probably come closest to an overall acceptable alternative. Refer to the public response analysis in the appendix for a detailed summary. The following is a brief summary of alternatives response by activity:

Beach - Weighting this activity for public preference would call for making some assumptions. Generally, responses to Alternatives A and E were made by the same persons, and responses to Alternatives B, C, and D were from the same persons. Persons preferring A or E rejected B, C, and D. Persons preferring B selected it as their most desired option, with C or D being their second choice, but weighted by the remainder of activity approaches within that Alternative. Persons selecting C or D often listed it first because of their perceived fairness of the remainder of the alternative in balancing user and resource needs. Support would most likely be the highest for partial closure if considering beach closure only, but when coupled with estuary protection, even persons in C and D would be likely to support the entire closure to ORV's. The basic "open-closed" disagreement has not been compromised by groups, and is likely to produce a resounding cry regardless of the selection for this action.

Estuary - The action as proposed in B and C or D received strong support by respondents. The differences in approaches in Alternatives B and C or D accounted for the change in support margin. Many comments were made about protecting the fragile estuary area, no need for ORV's in the area, and a few noted that if the beach were open the estuary should not be. Compromise here appears to lean toward support of entire estuary closure.

Drag Strip - The area of compromise here appears to be in general "acceptance" of the race track until 1983, with control of holiday weekend racing. Comments are nearly balanced as to for and against one holiday race weekend, but do not appear to have intensity for either preference. The intensity here is on keeping or eliminating the race track after 1983, with preference for keeping it supported primarily by interested users. Area residents express their concerns in terms of acceptance until 1983, with preference that then it be phased out. Those persons who object to the race track being allowed at all continue to maintain their position and cite its impact on the ecology of the area and on residents as reasons for discontinuing racing activities.

Dispersed Camping - Response on this activity fell primarily with alternatives B and C or D. Most responses favoring D also favored C, and some modification between alternatives was suggested. The need for facilities or controlling camping is a point of agreement among respondents. However, those supporting B would reduce the sanitation and trespass problems by reducing the area available to camp or access to the sand; those supporting C or D would promote sanitation by increasing the availability of facilities, and influence access by providing the staging area. The area of compromise appears to have overlaps, since the differences in preferences for B or C-D are less than 1-2 margin. The influence of the concepts of the alternatives also shape the preferences here. The philosophies of the need for ORV users to have an area versus the protection/impact of their use on private property and the natural setting remains the spacer keeping agreement on concept from happening.

Fees - Support for a fee structure is supported throughout each alternative. Some suggestions were made for raising the fee, charging all users, and using the fees for policing or maintenance.

Permit System - Acceptance for a permit system is high. Some differences exist as to the best workable system and its cost to taxpayers, but respondents see a permit system as a means of controlling numbers of people in the area and reducing congestion.

Private Property - Protection of private property is given strong support; none of the methods suggested were discounted. Support is by all groups responding. Costs and who pays are the only concerns expressed.

Visitor Information - Most responses indicate a need to let people know what is expected of them. Methods suggested were acceptable, except (1) handouts might cause litter increase, (2) might advertise the area (not desirable), (3) should be on request only, (4) signing and general overall effort needed.

Concessions - Acceptance for a firewood concession was given high support by most of the respondents. Suggestions indicated that a firewood concession would be the only concession suitable for the area, and could aid in protection of the wood resource on public and private lands. Some concern was expressed that if one concession was allowed, others would follow.

Law Enforcement - Curfew is recognized by respondents, but the "how much" is still not compromised. ORV groups appeared to move closer to compromise by supporting Alternative C and D, but still strong support is evident in Alternatives A and E. Alternative B received the most comment, and some of that is because of the restrictive nature of actions within that alternative. One assumption might be drawn - that compromise may be achieved by beginning with the 12 midnight to 6 A.M. or 2 A.M. to 6 A.M. curfew, and use it as a starting point to strengthen existing support.

Law enforcement continues to receive strong "across the board" support of respondents. Enforcement is encouraged/demanded, with safety being an often cited reason. Implementing law enforcement will be supported.

TABLE SHOWING GENERAL PUBLIC SUPPORT OF ALTERNATIVES

<u>Activity</u>	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Beach			X O		
Estuary		O X	X O		
Drag Strip		O	X O	X	
Derrick - dispersed camping				X O	
County Strip - dispersed camping				X O	
All Other - dispersed camping				X O (incl. staging area)	
Fees				X O	
Permit System		O	X O	X O	
Private Property		X O			
Visitor Information		X O	X O		
Concessions		X O	X O		
Curfew			O	O	
Law Enforcement		O X			

X - favored by Key Interest Group

O - favored by public responding to Nov. 15 brochure

Note - chart allows for overlap of preference

APPENDIX