

WHALEN ISLAND



State Natural Area Master Plan 2001 Draft



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Additional Whalen Island State Natural Area Master Planning Documents

The following documents are incorporated into the Whalen Island State Natural Area Master Plan:

Resource Maps of Whalen Island:

- Vegetation Cover and Plant Communities
- Significant Habitat
- Cultural Resources
- Hazard Areas
- Protected Species
- Composite Suitability

Background Reports:

- Natural Resource Inventory, Whalen Island State Natural Area

The above documents are available for viewing at the following locations:

Oregon Parks and Recreation Department
Salem Headquarters Office
1115 Commercial St NE
Salem OR 97301-1002

I. Introduction

Purpose

This document outlines the Oregon Parks and Recreation Department's (OPRD) plans for the future development and management of Whalen Island State Natural Area, a new coastal OPRD-owned park in Tillamook County. Included in this master plan are summaries of the issues, recreation needs, goals, development proposals and resource management guidelines associated with the new park and the process followed in formulating and adopting the master plan.

The purpose of a master plan is to plan for both the protection and public enjoyment of the resources that occur on the OPRD property being master planned. Master plans identify and provide for the most appropriate recreation-related uses for these properties based on resource opportunities and constraints, development opportunities and constraints, public recreation needs and the Department's role as public recreation provider. A master plan may also identify lands that OPRD would consider acquiring from willing sellers to add to the park, as well as "endowment parcels" that logically should not be part of the park. A master plan also provides a basis for preparing partnership agreements, budget and management priorities and detailed development and management guidelines, and for requesting land use approval from affected local governments for planned park projects.

Authority

OPRD prepares master plans for its properties under the authorities embodied in state statutes and rules, which include ORS 390.180, OAR 736 Division 18, ORS 195.120 and OAR 660 Division 34.

Benefits of a Master Planning Effort

- **A written and illustrated reference** is produced containing extensive information about and long term plans for the park. This “master plan” is the guide for the park’s 20-year future. It describes the planning purpose and process, existing facilities in the park, future recreation demand, the suitability of the land for public recreational uses, issues related to public use and management, the goals, objectives and development concepts for the future use and development of the park property, and guidelines for managing the park resources.
- **Development concepts in the master plan** show how to fit needed facilities into the park. These are the conceptual ‘blueprints” for the park. The development concepts reflect the resource constraints and opportunities and address the goals established in the planning process. They describe the appropriate types, sizes, locations and access for the proposed facilities.
- **Resource maps** which accompany the master plan document show various natural , cultural and scenic resources in the park. These maps are invaluable planning tools used frequently by the park rangers, other resource agencies, policy makers and members of the public or “friends” groups. They are the basis for sound resource management and development decisions.
- **A public discussion occurs regarding the future of the park.** The master planning process is an excellent opportunity for the public to discuss and provide input on the future of the park. The planning process includes several public meetings and mailings and invites the public to provide written comment on the issues associated with the master plan and the proposals and guidelines established by the master plan.
- **Partnerships.** A master planning process is an opportunity to encourage partnerships with other agencies, interest groups and neighbors that benefit park implementation and management.

Process for Completing a Master Plan

The flow chart that follows illustrates the basic steps for completing a master plan.

In the first steps, information is gathered regarding natural, cultural and scenic resources, existing facilities and recreation and interpretive needs, as well as information about the local community.

Issues involving the use, development and management of the park are identified through meetings with department staff, a steering committee and the general public.

Goals for the future use and development of the park and management of its resources are determined. Resource management guidelines and development concepts for the park are formulated. These are checked for consistency with the state land use goals and local government comprehensive plan.

All of the above information is compiled into a draft master plan that is reviewed by department staff, the steering committee, the interested public and by the OPRD Director and the Parks and Recreation Commission. Comments are collected and the master plan is edited based on guidance from the Director and Commission.

The edited draft is then presented for adoption as a state rule and approval by the affected local government. Additional comments are received from the public and local government in formal public hearings, which often lead to additional edits prior to final adoption.

(Those who are interested in a more detailed description of the process should contact the Master Planning Section at the OPRD headquarters office in Salem. This process is mandated by OAR 736 Division 18.)

Master Plan Implementation and Amendments

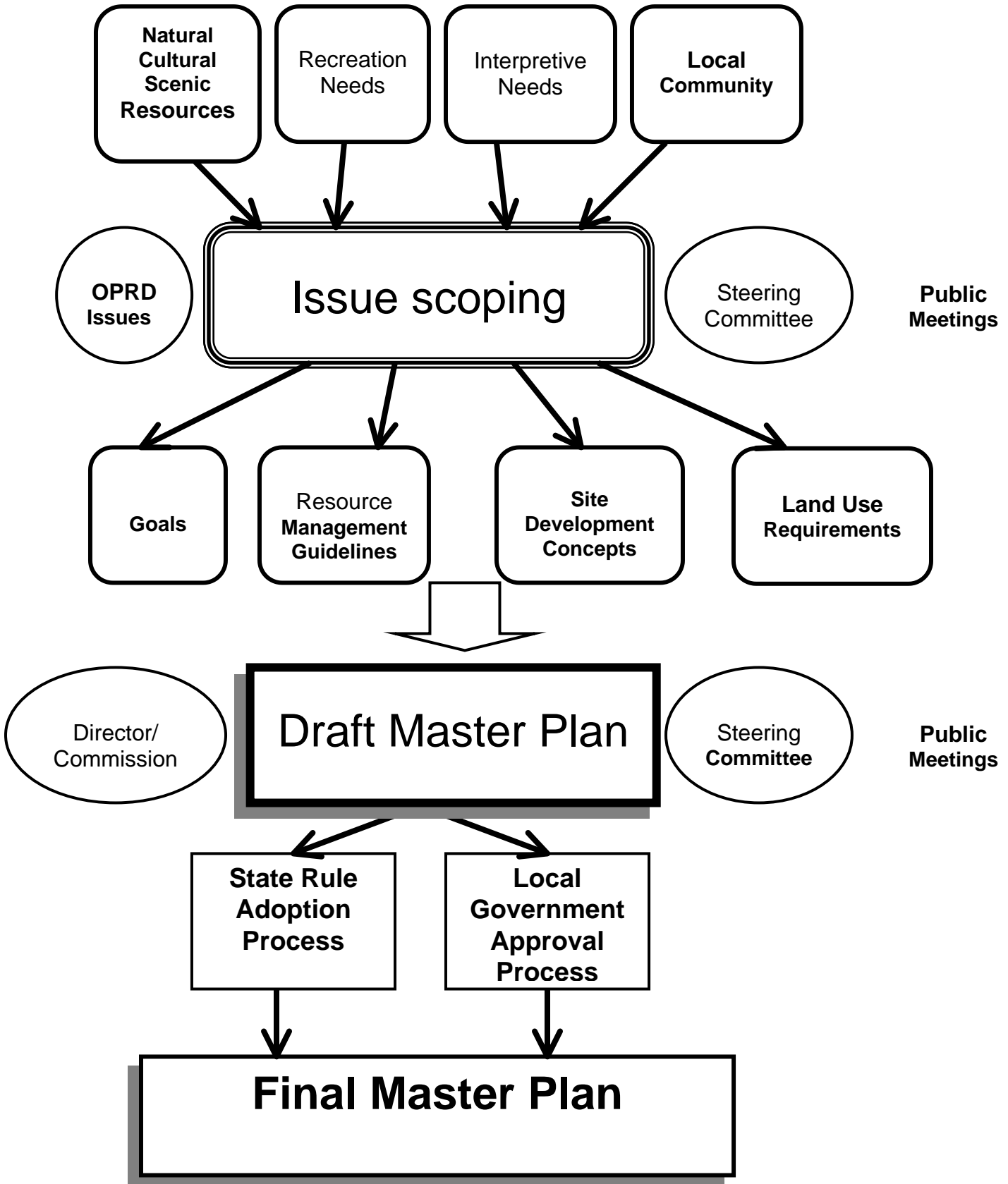
Once the master plan is adopted as a state rule and granted land use approval, any development in the park must be consistent with the master plan. Minor variations from the adopted master plan may be allowed if such variations are determined by the OPRD Director and the affected local government, Tillamook County, to be consistent with the master plan in accordance with OAR 736-018-0040. Any use that is not consistent with the master plan requires a master plan amendment. Master plan amendments must follow the same process used to adopt the master plan, as described in OAR 660 Division 34 and OAR 736 Division 18, which includes re-adoption as a state rule and land use approval by the County.

Park master plans are amended when changes in circumstances are significant enough to warrant changes. The OPRD Director considers the recommendations of OPRD staff and outside interests in prioritizing the park master plans to be adopted or amended

each biennium. The director's decisions are based on consideration of the following factors:

1. Significant changes in:
 - a. Impacts on or condition of the natural, scenic or cultural resources within or surrounding the park.
 - b. Knowledge of and need for best management practices for natural, cultural or scenic resources within the park.
 - c. Recreation demand, needs and crowding within the park, or the vicinity of the park.
 - d. Partnership opportunities for the state park or its management.
 - e. Impacts or potential for impacts from surrounding land uses.
2. Alternatives to master plan amendments that will address changes, such as inter-agency management agreements, non-OPRD management partnerships, etc.

OPRD Master Planning Process



Why do the Whalen Island Master Plan now?

- Several factors are considered in determining which parks will be master planned each year within the State Park system. OPRD's Director sets master plan completion priorities after a review of staff recommendations. The Whalen Island State Natural Area Master Plan was chosen to be completed this year for the following reasons:
- OPRD's purchase of the Whalen Island property was partially funded by the Oregon Watershed Enhancement Board (OWEB). A conservation easement over the estuarine portion of the property was retained by OWEB. As part of the funding agreement, OPRD agreed to include complete a master plan for the property in the current biennium.
- High quality coastal resource areas such as Whalen Island are becoming more and more popular for a variety of recreation activities. The public's interest in having access to Whalen Island's recreational opportunities is increasing. The majority of the island is characterized by diverse biological communities that are sensitive to overuse. Some areas of the island are particularly fragile. A plan is needed to guide public recreational use to assure that the island's important biological resources are protected.
- OPRD's Whalen Island property bears an inseparable relationship to the adjacent county park, geographically and recreationally. Both OPRD and Tillamook County recognize the need to explore this relationship soon, through a master planning effort that addresses both the state and county properties, in order to assure that the management of the two properties is compatible and that the island's resources are protected.

II. Master Plan Summary

The Whalen Island property recently acquired by OPRD occupies the majority of Whalen Island, located in the Sand Lake Estuary about 15 miles south of Tillamook on the Oregon Coast. More than half of the OPRD property is estuarine marsh; the rest consists of stabilized dune formations. OPRD's primary interest in acquiring this property was to protect its outstanding natural resource values under a "state natural area" designation. The Sand Lake estuary is noted as one of few estuaries that have been spared from major alterations by human activity. Human impacts on the island are mostly confined to the southern end, at an old homestead site which is part of the state property, and within the county park which is immediately adjacent to the state property. Any development or redevelopment of park facilities, other than trails, must occur within these previously impacted areas.

The existing county park provides facilities for camping, picnicking and small boat access. There are currently no designated trails on the island. Many visitors venture through the fence that separates the county and state lands in order to gain access to the state land and hike around the island where the terrain and vegetative cover are accommodating. A variety of other activities occur on, or from, the island including scuba diving, shell fish gathering, nature observation, kayaking, fishing and waterfowl hunting.

OPRD has been directed by the Oregon Parks and Recreation Commission to formulate a master plan for the Whalen Island property. Because the state property is so closely related to the county park, geographically and recreationally, it is essential that the master plan be formulated and implemented in close coordination with Tillamook County. The County Commissioners have asked OPRD to present several plan alternatives for public consideration. The different alternatives are based on different assumptions regarding the types of recreational uses that would continue into the future, and different assumptions regarding the future management relationship between the state and county lands. Some of the alternatives would involve redevelopment of the county park in conjunction with the state property, while other alternatives only propose development on the state property in a manner that would be compatible with the county park uses.

Highlights of the Plan

Island Loop Trail

The master plan presents a concept for development of an island loop trail system. Development of foot trails is desirable in order to direct and manage visitor activity that will inevitably occur in the remote areas of the island. Well marked trails would contain most of this activity along designated routes. The trails would be located and designed to avoid causing significant impacts on natural resources while providing pedestrian

access to the island's scenic resources and nature viewing opportunities. Views of the marsh lands, Sand Creek and the ocean would be accessible from key viewpoints. Trails for disabled access would be provided in areas where the terrain is accommodating.

Central Visitor Facilities Concepts: Five Alternatives

Five alternatives for the development or re-development of the central visitor facilities are presented in this plan. No preferred alternative is proposed. Each of the five alternatives stands alone as an option for future development. Some of the alternatives could also be used in combination as development phases to be implemented over time. The alternatives are summarized as follows:

Alternative A proposes minimal development on the state land and no change in the county park. Only trails and related signage would be developed on the state property. All parking would continue to occur in the county park. With this alternative, the county and state lands could be managed either separately or cooperatively.

Alternative B would add a small trailhead parking area, trails and related signage on the state land. No change in the county park would occur except a trailhead access road connection. Like Alternative "A", the county and state lands could be managed either separately or cooperatively.

Alternative C involves redesign of the county park, for day use activities only, in conjunction with development of trails and trailhead parking on the state land. Camping would be discontinued with this alternative. The county and state facilities could be managed cooperatively or, with some design adjustments, could be managed separately.

Alternative D proposes that both camping and day use activities be continued and redesigned. About half of the campsites would be relocated to the state land, and the open grassy water front area now used for camping in the county park would be designated for day use. Trails and trailhead parking would also be developed on the state land. The facilities would need some type of consolidated management.

Alternative E also proposes that both camping and day use activities be continued and redesigned. Unlike Alternative "D", the camping would occur where it now occurs, all in the county park. Like now, there would be no waterfront area dedicated to picnicking. Trails and trailhead parking would occur on the state property. The facilities could be managed either cooperatively or separately.

III. Planning Context

Location

Whalen Island is located about 2 miles southwest of the community of Sand Lake, less than 2 miles northwest of the community of Tierra Del Mar, and about 15 miles southwest of Tillamook. The island is in the Sand Lake estuary near its eastern edge, about ½ mile east of the estuary's outlet to the Pacific Ocean. An access road extending from Tierra Del Mar Loop Road connects with the island's southern end via a causeway bridge.

Study Area

The study area for this master plan encompasses roughly 190 acres, and includes the entire upland area of Whalen Island and the intertidal area east to the main channel of Sand Creek. More than half of the study area is intertidal marsh. The study area includes both the OPRD and county-owned properties on the island.

Physiographic Setting

Sand Lake and Whalen Island lie in the northern portion of the Oregon Coast Range Physiographic Province between Cape Lookout and Cape Kiwanda. The much larger ecological region extends the length of the Oregon Coast Range from the Columbia River to the California border and inland to the edge of the Willamette Valley, in the northern portion, and to the Klamath Mountains in the southern portion.

Climate

The Oregon coast climate is moderate, with winter weather patterns influenced by counterclockwise rotating low pressure centers that pass over the North Pacific bringing frontal cyclonic storms with heavy rains and strong south to southwesterly winds. In summer, the pattern is dominated by fair weather and mild north-northwesterly winds with strong afternoon breezes and coastal fog. Mean annual temperatures are generally in the low 50's (F) with mean summer temperatures in the low 60's and mean winter temperatures in the low 40's. Most of the precipitation falls in the winter in the form of rain. Average annual precipitation is 75 to 90 inches.

Regional Economic Trends

Historically, Tillamook County relied heavily on the timber products industry and, to some extent, on the agriculture and dairy industries. Commercial fishing also played a significant role in the economy historically. This is one of many areas that are

undergoing economic changes due to declines in the traditional resource-based industries.

While other areas of the coast have seen a rise in tourism and other income associated with second homes and retirement, this trend has been less pronounced in areas such as Tillamook County that are located farther from the major population centers. Still, the attraction of coastal recreation opportunities in general, even in the less accessible areas of the coast, is evident in the way the coastal parks are filled to capacity every summer weekend.

OPRD's Role as a Statewide Recreation Provider

OPRD's Mission is to "protect and provide outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations."

OPRD master plans help to accomplish the OPRD mission by establishing the goals, development concepts and resource management guidelines that strike a balance between recreational use, and development and resource protection.

The Oregon State Parks System has provided Oregon's residents and visitors with reputable park services since its initiation in 1929. Originally the department saw its role as a protector of the scenic resources related to highway travel and emphasized land acquisition. From the department's first land acquisition in 1929 until now, OPRD has acquired over 92,000 acres of diverse, historic and scenically treasured public land. This is largely due to OPRD's origin within the early State Highway Division. OPRD did not become a separate department from the later Oregon Transportation Department until 1979. Much of OPRD's role has been shaped by its connection with Oregon's highway locations and their enjoyment. The early park system was built upon a framework of roadside rest areas and scenic corridor preserves.

Developed overnight camping facilities were not available at state parks until the 1950s. In the '50s demand exploded for such facilities in the post WWII boom. OPRD expanded its role to include recreation development beyond just rest area facilities to include campgrounds and more developed day use areas and swim areas. Today OPRD has 50 parks with overnight accommodations.

As life styles have changed so have approaches to camping, and OPRD has tried to diversify the types of camping provided in its parks. The current OPRD role for camping includes providing tent sites, full RV hookup sites, hiker-biker sites and close by, walk-in tent camping. Very few OPRD properties offer dispersed, or pack-in camping. Most OPRD camps are considered to be "high amenity" within a scenic setting, including flush toilets, showers and access to water, garbage and electricity somewhere in the camp. The camps are generally not far from a state highway. In recent years OPRD has been constructing yurts or cabins in many of its larger camping parks in an effort to

extend the camping season. Group camping and horse camping are also popular and growing in state parks across the state.

Another common OPRD role is providing high quality grounds and facilities for accessing adjacent resources such as lakes, ocean beaches, rivers and other attractions. Again the parks are generally not far from a state highway and include developed facilities with vehicular access.

In the 1970's, with the advent of a variety of natural and cultural resource protection laws, OPRD discovered that its scenic lands and traditional access sites were also high quality natural and cultural resources. Master planning for protection and public access to OPRD's sites began in the 1970's to address this emerging dual role.

Recently, OPRD has been acquiring a few very high quality natural and cultural areas for the purpose of protecting their resource values and providing appropriate levels of public access for recreation and interpretive purposes.

Other Recreation Providers Along the Tillamook County Coast

The Tillamook County coast is served by a full range of recreation providers, including public and private providers. Of the state parks along the Tillamook coast, only Cape Lookout, located just north of Whalen Island, and Nehalem Bay located farther north, provide camping opportunities. The nearest state park camping to the south is at Devil's Lake in Lincoln County. Day use opportunities with beach access are offered at Cape Meares, Oceanside Beach, Cape Kiwanda, Bob Straub, Neskowin Beach and Manhattan Beach.

The US Forest Service provides camping facilities at Sand Lake Recreation Area, located just west of Whalen Island across the tidal flats. This campground caters to ATV use on the beach and dunes.

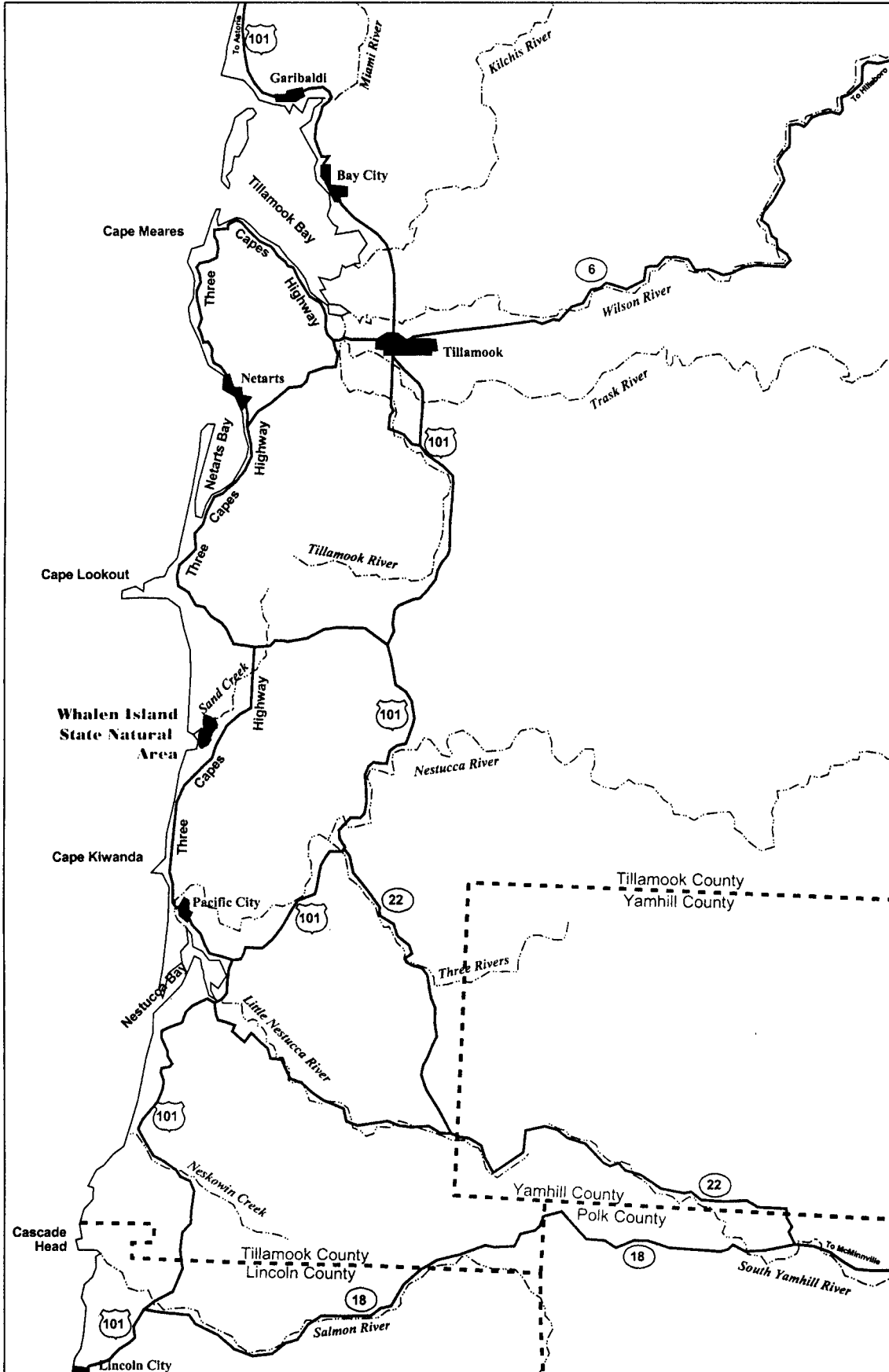
Tillamook County provides coastal camping and day use opportunities at their park on Whalen Island, and at Barview Jetty Park located north of Tillamook. The County also provides camping facilities at four inland parks, at Kilchis River, Trask River, Webb Park and Woods Park. Ten other day use parks are also provided by the County. Those with beach access include Bayocean Peninsula, Cape Kiwanda and Happy Camp Access.

Of the private coastal campgrounds, 1000 Trails is the largest and nearest to Whalen Island. There are also various smaller private campgrounds scattered along the Highway 101 corridor.

Whalen Island State Natural Area

Vicinity Map

Oregon Parks and Recreation Department



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IV. Existing Conditions

Size and Ownership

The OPRD-owned property on Whalen Island consists of approximately 180 acres. Tillamook County owns and operates a county park on the southern tip of the island, which consists of an additional 10 acres. With the agreement of the Tillamook County Commissioners, OPRD is presenting development concepts, in this master plan, that address both the state and county properties.

Landscape Character

The largest portion of Whalen Island, roughly 100 acres, is actually a part of the surrounding estuarine marsh lands and sand flats. The uplands are sand dune formations that are mostly stabilized by early to mid-seral forest vegetation. Two parallel dune ridges, aligned north and south, cover about 35 or 40 acres. The peak elevation of the higher western dune reaches about 67 feet. The lower eastern dune is less defined, characterized by a series of low dune hummocks. Another 15 acres of forested area occurs on lower ground north of the dunes, some of it subject to overflow by storm surges. Several freshwater wetlands occur in the depressions, mostly near the edges of the estuary. Two small upland areas located at the north end are separated from the main upland island by marsh lands. The county park covers about 10 acres of sandy upland and fill at the south end of the island. An old homestead just north of the county park covers an additional 10 acres.

The Neighborhood

The county park on the southern end of the island is the closest neighboring land use. The main land along Tierra Del Mar Loop Road is scattered with sparse rural residential development mixed with forest. The closest residential neighbor is at the intersection of the park access road and Tierra Del Mar Loop Road. The US Forest Service Sand Lake Recreation Area, located to the west across Sand Lake on the north spit, provides camping facilities for ATV enthusiasts.

Zoning

The zoning for the OPRD-owned property consists of two base zones that roughly coincide with the upland and estuarine portions of the property. The mostly upland portion is zoned RR-PD, Rural Residential with a Planned Development overlay. This zone applies to 80 acres of the OPRD property. The estuarine portion is zoned EN, Estuarine Natural. This zone applies to 100 acres. Approximately 28 acres of the RR-PD zoned portion have the physical characteristics associated with the purpose of the EN zone. The county park is zoned RM, Recreation Management.

Other Classifications

The Oregon Watershed Enhancement Board (OWEB) has a conservation easement that covers the larger portion of the OPRD property, including the entire estuarine area between the uplands and the main channel of Sand Creek, as well as a 50 foot wide non-estuarine buffer adjacent to the estuarine area along most of the upland edge. The OWEB easement limits the use of this area to habitat conservation and scientific research and education only.

Existing Recreation Uses

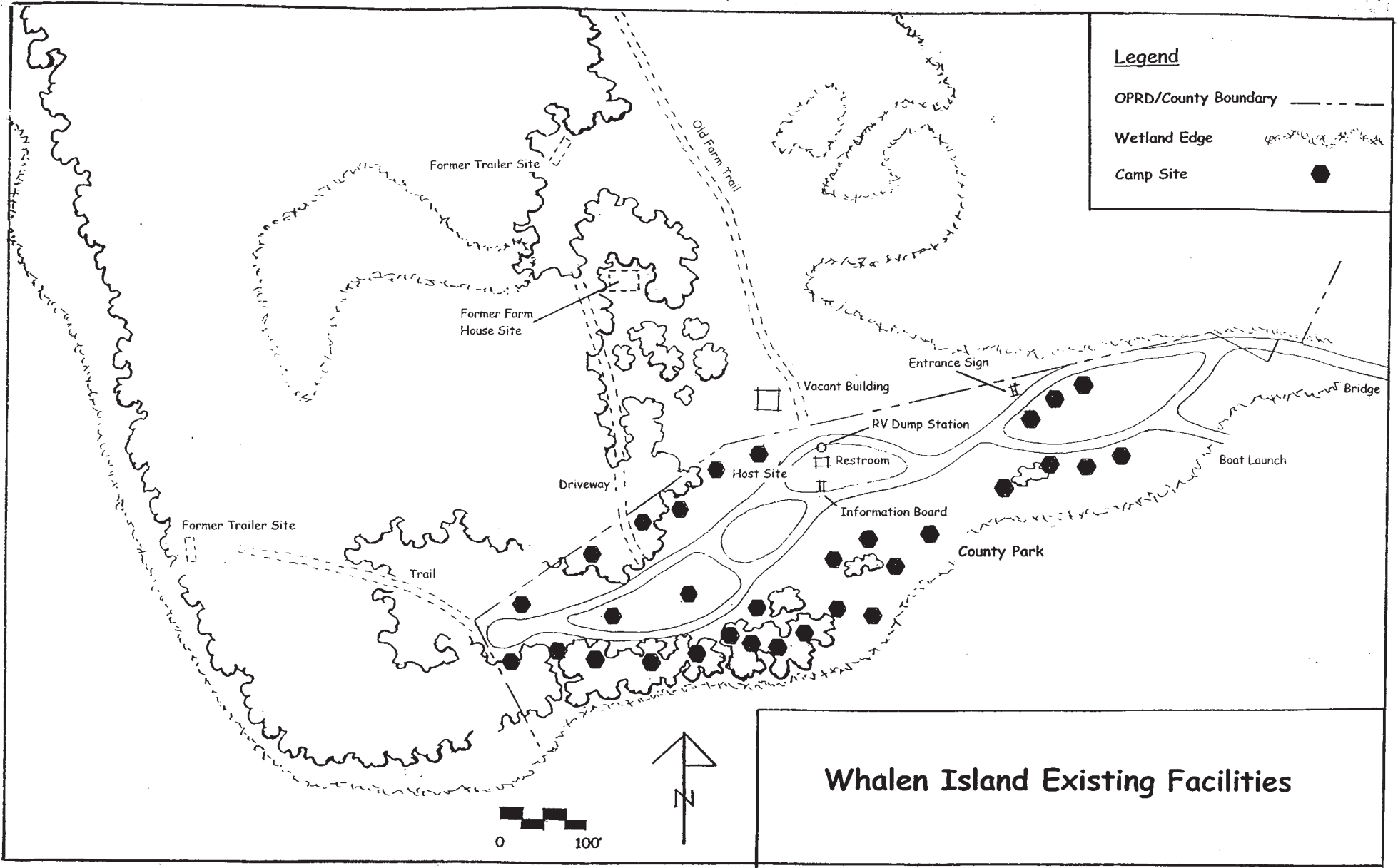
With the existing public access provided by the county park and on the state property, a variety of popular recreational activities presently occur on, or from, Whalen Island including general camping, group camping, picnicking, hiking, bird watching and other nature observation, kayaking, fishing, shell fish gathering, scuba diving and waterfowl hunting.

Existing Facilities

The OPRD property has been largely undisturbed by human activity. The existing features include a small vacant building, a driveway to site of a farm house that was recently razed, a small orchard, and water and electricity lines that extend to the house site and two former trailer sites to the north and southwest of the house site. The property has water rights to a surface water source on the hill above Tierra Del Mar Loop Road. Until recently, this water source served the farm and the county park until both were connected to the Tierra Del Mar water system.

The county park has 33 camp sites with picnic table and fire pits, a graveled boat launch area, a small restroom building with flush toilets, an RV dump station, an entrance sign and an information board. Two portable restrooms are used to supplement the permanent restroom facility. Sewage wastewater from the restroom and dump station is disposed of through a septic tank and drain field system. A number of water spigots dispersed through the campground provide potable water for campers. The camp sites double as day use sites when not used by campers, although the camp sites are normally full on the summer weekends.

The map which follows illustrates the locations of the existing facilities.



Legend

OPRD/County Boundary ———

Wetland Edge 

Camp Site 

Whalen Island Existing Facilities

V. Heritage Assessment

This chapter provides a summary of the natural, cultural and scenic resource inventories and assessments that were used in completing the master plan. Detailed mapping of these resources contributed to the completion of the Composite Suitability Map, which is discussed in the next chapter. Detailed maps and background information are filed at the OPRD headquarters office in Salem and may be viewed upon request.

The Sand Lake estuary which encompasses Whalen Island is notable for its relative lack of major human alterations. The island provides an important upland link in the estuarine ecosystem. Human impacts on the island are confined mostly to the farm site and county campground at the island's southern end. The natural qualities and ecological importance of the island and surrounding estuary were the primary reason for OPRD's interest in purchasing the property, to preserve these qualities under a "state natural area" designation.

Soils

The island's uplands are sand dune formations. Soils of the older and mostly well-forested uplands and the former farm site are identified, by the USDA Soil Survey for Tillamook County, as Netarts fine sandy loam. These are typically deep, excessively drained soils occurring on slopes ranging up to 30 or more percent. The more recently stabilized west facing dune has patches with sparse vegetation and some open sand. The adjacent tidal flats on the east side of the island consist of mud, silt and raw peat.

Hydrology

There are no perennial streams on the island. Most rainfall rapidly percolates through the sandy soils to a shallow unconfined freshwater aquifer which floats above the underlying salt water. Several freshwater wetlands occur near the edges of the estuarine marsh lands. Numerous tidal channels connect the tide flats to the meandering channels of Sand Creek.

Hazards

Flooding in Sand Creek and the estuary is the primary hazard which affects the locations of recreational facilities. The probable extent of flooding in a 100-year flood event has been mapped by FEMA, and is illustrated on the "Hazard Areas" map prepared for this master plan.

The extent of ocean flooding that would occur in a major, but extremely rare, tsunami event has been estimated and mapped by the Oregon Department of Geology and Mineral Industries. This information is on file at the OPRD headquarters office in Salem.

Also shown on the “Hazard Areas” map are the areas of recently stabilized dunes which are most susceptible to erosion if vegetation is disturbed.

Wildlife on Whalen Island

Whalen Island and the Sand Lake estuary support numerous species of fish and wildlife in the many diverse habitats found there. Resident fish species that inhabit Sand Creek include cutthroat trout, western brook lamprey, riffle sculpin, reticulate sculpin, and coast range sculpin. Anadromous species include fall chinook salmon, winter steelhead, coho and chum salmon. The estuary also supports various other marine fish and shellfish species. Numerous species of shore and wading birds, including great blue heron, snowy egret, sand pipers and dunlin, and water fowl such as northern pintail, black brant and the Aleutian Canada goose, inhabit the estuarine marsh and shore area. Black-tailed deer use the forested areas of the island. Small mammals such as raccoons, river otters and deer mice are also common. Cougar and black bear, which have both been sited on Whalen Island, may include the island within their range.

Plant Communities and Wildlife Habitat

The forest, shrub and herbaceous plant associations on Whalen Island were mapped and described in the categories below and evaluated for their quality and significance as wildlife habitat.

Mid-seral coniferous forest: *Sitka spruce - shore pine / salal - evergreen huckleberry association*. Occurs over most of the stabilized dune immediately west and north of the farmstead site. High quality plant community, but because this association is common on the coast, it is not considered significant wildlife habitat.

Early seral coniferous forest: *Shore pine / salal - evergreen huckleberry association*. Occurs on the more recently stabilized dune on the west edge of the island. Relatively low quality plant community. Common on the coast, and not considered significant wildlife habitat.

Early seral dune woodland: *Shore pine / bearberry association*. Occurs on partially stabilized areas of the west dune. Relatively low quality because of a high incidence of exotic species, but relatively rare and locally significant as wildlife habitat.

Mid-seral coniferous forest: *Shore pine – Douglas fir / salal – evergreen huckleberry association*. Occurs on fairly low ground north of the sand ridges of the west dune. High quality plant community, but because it is common on the coast, it is not considered significant wildlife habitat.

Early seral dune woodland: *Shore pine / hairy manzanita association*. Occurs in a small previously disturbed area at the northwest edge of the homestead. A relatively rare and important plant community, but because of its man-made origin and small size, it is not considered significant wildlife habitat.

Coastal willow and crabapple shrub swamp: *Hooker willow – crabapple / slough sedge – skunk cabbage association*. Occurs in a small area on the stabilized dune on the west edge of the homestead area. High quality plant community. Common on the coast, but considered significant habitat because it is a jurisdictional wetland.

Coastal spiraea shrub swamp: *Douglas spiraea / slough sedge association*. Occurs in depressions along the east edge of the stabilized dune north of the homestead area. High quality plant community. Common on the coast, but considered significant habitat because it is a jurisdictional wetland.

Native dune grassland: *Red fescue association*. Occurs in small poorly vegetated areas on the west dune. Relatively low quality plant community because of a high incidence of exotic species, but relatively rare and locally significant as wildlife habitat.

Exotic dune grassland: *European beach grass association*. Occurs on poorly vegetated upland areas along the south and western fringes and north end of the island. Low quality plant community. Common on the coast, and not considered significant wildlife habitat.

Freshwater marsh: *Pacific silverweed – slough sedge association*. Occurs in small areas along the east edge of the stabilized east dune, north of the homestead area. High quality plant community. Common on the coast, but considered significant habitat because it is a jurisdictional wetland.

High salt marsh: *Creeping bentgrass – Baltic rush – Pacific silverweed association*. Occurs along the estuary fringe where it meets the forested dune. Relatively high quality plant community despite the presence of exotic species. Common on the coast, but considered significant habitat because it is a jurisdictional wetland.

Intermediate salt marsh: *Tufted hairgrass – saltgrass – Baltic rush association*. Occurs over a wide area of the estuary between the low salt marsh and forested dune on the east side of the island. High quality plant community. Considered significant wildlife habitat because of its relative rarity and because it is jurisdictional wetland.

Low salt marsh: *Saltgrass – glasswort – seaside arrowgrass association*. Occurs over a large area of the estuary mostly on the east side of the island. High quality plant community. Considered significant wildlife habitat because of its relative rarity and because it is jurisdictional wetland.

Native dune sedgeland: *Large-headed sedge association*. Occurs in a narrow strip on the upper beach along the southwest edge of the island. Relatively high quality plant community. This sedge is more common as a species than as a plant association. Considered significant habitat because of its rarity. The only known occurrence of its kind in Oregon.

Significant Habitat

In all, eleven categories of significant habitat were identified, including nine of the plant associations summarized above and two categories of non-vegetated jurisdictional wetlands. They include:

- *Shore pine / bearberry association*, because it is a rare association.
- Hooker willow – crabapple / slough sedge – skunk cabbage association, because it is jurisdictional wetland.
- Douglas spiraea / slough sedge association, because it is jurisdictional wetland.
- *Red fescue association*, because it is a rare association.
- Pacific silverweed – slough sedge association, because it is jurisdictional wetland.
- Creeping bentgrass – Baltic rush – Pacific silverweed association, because it is jurisdictional wetland.
- *Tufted hairgrass – saltgrass – Baltic rush association*, because it is a rare association and jurisdictional wetland.
- *Saltgrass – glasswort – seaside arrowgrass association*, because it is a rare association and jurisdictional wetland.
- *Large-headed sedge association*, because it is a rare association.
- Unvegetated beach sand and intertidal sand flats, because these are jurisdictional wetlands.
- All water, including subtidal sand bars and flats, because these are jurisdictional wetlands.

Species of Concern:

The assessments completed for the master plan revealed the presence of two rare plant species on Whalen Island. In addition, three fish species of concern are certain to use the tidal channels on the island. Surveys are recommended to determine if certain bird species and other rare plants exist on the island. These various species of concern are discussed below.

Plants

All of the taxa species listed below, except Pink sandverbena, are listed as “species of concern” by the Oregon Natural Heritage Program. These currently have no listed status under the state or federal Endangered Species Acts (ESA). The ESA status of Pink sandverbena is discussed below.

- Spreading starwort was identified and mapped in the low salt marsh area northeast of the homestead site.
- Large-headed sedge was identified in sparse populations at the north end of the island, and in abundance at the south end of the island. The stand at the south

end is a significant occurrence of this species association which formerly had not been found anywhere in Oregon.

Surveys are recommended to determine if the following species exist on the island:

- Henderson's sidalcea, possibly in the high salt marsh.
- Pink sandverbena, possibly on the partially stabilized dunes on the west side of the island. This species is listed as "endangered" under the state ESA. It is a "species of concern" under the federal ESA, which means additional information is needed before listing as "threatened" or "endangered" would be proposed.
- *Campylopus schmidii*, a rare moss, possibly on the partially stabilized dunes on the west side of the island.
- *Bryoria bicolor*, *Bryoria subcana*, *Erioderma soledatum*, *Leioderma soledatum*, *Teloschistes flavicans*, *Usnea rubicunda*, all rare lichens, possibly in the shore pine and hairy manzanita associations.

Fish

Chum salmon, coho salmon, chinook salmon and steelhead are all known to spawn and rear in the Sand Lake estuary, Reneke Creek and Sand Creek. All of these species are certain to use the tidal channels on Whalen Island.

Listing of chum and coho salmon on the north coast as "threatened" or "endangered" under the state Endangered Species Act (ESA) is currently pending. Coho are listed as "threatened" under the federal ESA.

Steelhead on the north coast are listed, under the state ESA, as a species for which listing as "threatened" or "endangered" is not believed to be imminent and can be avoided through other measures. Under the federal ESA, this is a species for which information exists to support a proposal for listing as "threatened" or "endangered."

At the time the resource assessments for Whalen Island were being completed, chinook salmon on the north coast had no listed status under either state or federal ESA's.

Birds

Surveys are recommended to determine if Marbled murrelet nest in the older forest on the island. Bald eagle, known to nest near the island, probably use the island for feeding. Aleutian Canada goose, recently sighted near the island, may use the upper salt marsh on the island for feeding or resting.

Marbled murrelet and bald eagle are both listed as “threatened” under both the federal and state ESA’s. Aleutian Canada goose is listed as “threatened” under the federal ESA and “endangered” under the state ESA.

Recreational Setting and Scenic Values

OPRD has adopted methodology for assessing the different recreational settings for OPRD properties. Known originally as Recreation Opportunity Spectrum (ROS), this methodology was first developed by the US Forest Service and was later adapted by OPRD to address the somewhat different range of settings that are present in the state park system. The methodology is documented by OPRD in the most recent Statewide Comprehensive Outdoor Recreation Plan (SCORP), 1994-1999.

Although most of the OPRD property on Whalen Island remains in a condition that is relatively undisturbed by human activities, it is characterized as “Roaded Natural” under the SCOPP-ROS methodology. “Roaded Natural” essentially describes a setting where roads and people can be seen and heard around a site that is otherwise in a largely natural condition.

The island has an abundance of scenic resources. Views of the estuarine marsh lands are seen from the bridge and from various locations at the east, north and south edges of the island. The former trailer site north of the farm house site is a key open viewpoint looking out over the marsh. On the west side, views across Sand Lake and out to the ocean are seen from the shoreline. Views in this direction are also seen, although veiled by forest, from the west dune ridge. There are various locations along this ridge where views could be enhanced with minimal thinning or pruning. The high point along the ridge is one key viewpoint that could be enhanced. The former trailer site near the shore on the west side is a place where disabled access to west-facing views could easily be developed.

OPRD’s purchase of the Whalen Island property set the stage for protection of its scenic values that could otherwise have been jeopardized by residential development under the existing residential zoning on the upland portion of the property.

Cultural Resources

A site with evidence of prehistoric occupation was apparently found on Whalen Island and recorded in 1951. In order to protect this site from human disturbance, its location is not publicized.

The cultural history of Whalen Island is locally important, and should be documented and interpreted as part of the master plan implementation.

VI. Areas of Concern

Adjacent or nearby properties are reviewed through the master planning process to determine whether they might be important for future recreational uses, for the protection of important resources, or for the protection of current or future uses in the state park. Any areas considered to be important are called "areas of concern." No action is required regarding these areas. Often, OPRD's interests regarding these surrounding areas can be addressed through OPRD's actions on the state property, such as through careful placement or design of OPRD facilities, resource management actions on the state property, etc. In some cases, the existing zoning on the surrounding properties is adequate to protect OPRD's interests. In other cases, OPRD may be compelled to discuss potential agreements, easements, land trades or purchase with the property owners. These actions would be pursued only with willing land owners.

The adjacent county park is the only area of concern that has been identified for this master plan. Because of the geographic and recreational relationship between the county park and the state property, it is important for OPRD to work closely with Tillamook County in formulating and implementing plans for the development and management of the state land. The County has asked OPRD to present, for public consideration, different alternatives for future development, some of which would involve redevelopment of the county park. Some of these alternatives are based on the assumption that the county and state lands will be developed and managed cooperatively, while others are based on the assumption that the lands will be managed separately but compatibly. These alternatives are presented in chapter XI.

VII. Recreation Needs and Opportunities

Until the early 1990's, recreation needs in Oregon were assessed and updated at regular intervals, about 5 years, and reflected in a current Statewide Comprehensive Outdoor Recreation Plan (SCORP). Loss of federal funding halted the SCORP process until it was recently reinstated. As a result, the most recent data on recreation needs, compiled in 1991, are outdated. With the renewed funding OPRD has now resumed the SCORP recreation assessments, although updated information will not be available within the timeframe required for completion of this master plan.

Despite the lack of current data, it is well known that the demand for coastal recreation opportunities is growing and that growing demand far outpaces the abilities of recreation providers to provide enough facilities. This is reflected in the outdated SCORP assessments. It is also evidenced by the on-going seasonal occupancy rates in the coastal parks, including Whalen Island, and the numbers of people who are turned away because the facilities are filled to capacity. The popular summer recreation activities that already occur at Whalen Island – general camping, group camping, picnicking, hiking, nature observation, kayaking, fishing, shell fish gathering, etc., are expected to continue growing in demand, as will the off-season activities such as waterfowl hunting.

Recreational development potential on Whalen Island could never meet the demand that already exists there without sacrificing the qualities of the setting that attract its visitors. For this reason, the recreation assessment for this master plan is guided primarily by the resource capabilities that limit recreation opportunities. The resource capabilities are reflected in the next chapter which summarizes the suitability assessments completed for the master plan.

The recreation assessment for Whalen Island should also take into consideration the unique setting and the recreational niche it fits within. Among the various OPRD classifications, Whalen Island best fits the “natural area” designation. There are few remaining areas that match the natural resource qualities of this setting. The recreation activities that are most suited for this setting are those activities that rely on, but are compatible with the need to protect, this unique setting. Camping is generally not a primary purpose of a state natural area. However, camping can be allowed if properly sited and sized within the site limitations.

The recreation assessment must also include an assessment of the activities that currently exist on the island. To that end, the full range of existing uses has been considered in the form of several development design concepts that match the sizes and intensities of the existing types of uses with the limitations of the setting. These are presented in chapter XI.

Two factors must be considered with respect to site limitations: 1) developable area, and 2) overall intensity of uses, based on the numbers of people present. With respect

to developable area, the limitations of the setting are reflected in the suitability assessments, which are summarized in the next chapter. The overall intensity of uses, i.e., the numbers of people, associated with each development alternative is represented by the peak number of vehicles each alternative would accommodate with parking, in camp sites and day use parking spaces. These numbers are reported in chapter XI.

VIII. Suitability Assessments

Resource Inventories

OPRD prepares resource inventories as a basis for the park development and management decisions reflected in the master plan. Detailed mapping of key resources is completed. However, the detailed maps, reports and background documents are not published in the master plan document. Rather, they are available for viewing at the OPRD headquarters office in Salem. The following is a list of the resource inventories completed for this master plan:

Vegetation Cover and Plant Communities: This inventory utilizes the Oregon Natural Heritage Program methodology and plant community names. The names reflect the dominant tree, shrub and herbaceous plant species in each plant association.

Significant Habitat: This inventory is based on the plant community associations. “Significant” generally means that the habitat type is relatively uncommon and therefore important, or is protected under state or federal programs, such as a jurisdictional wetland.

Protected Species: Included in this inventory are plant and animal species that are listed under state or federal protection programs, or are candidates for such listings, and that are known to occur or are likely to occur on the subject property.

Hazards: This inventory includes areas that are known to be prone to stream or ocean flooding, and areas on the recently stabilized west dune that are particularly sensitive to erosion if stabilizing vegetation is disturbed.

Cultural Resources: This inventory indicates where evidence of prehistoric occupation is most likely to be found, based on one documented prehistoric site.

Resource Suitability Assessments

Existing and future recreational uses should coexist with and complement the natural and cultural resources that occur on the state property. To determine where there are areas suitable for development and recreational uses, OPRD uses a method of assessment that recognizes four levels of resource suitability. Each resource area identified by the inventories listed above is assessed for suitability and assigned one of the four suitability classifications.

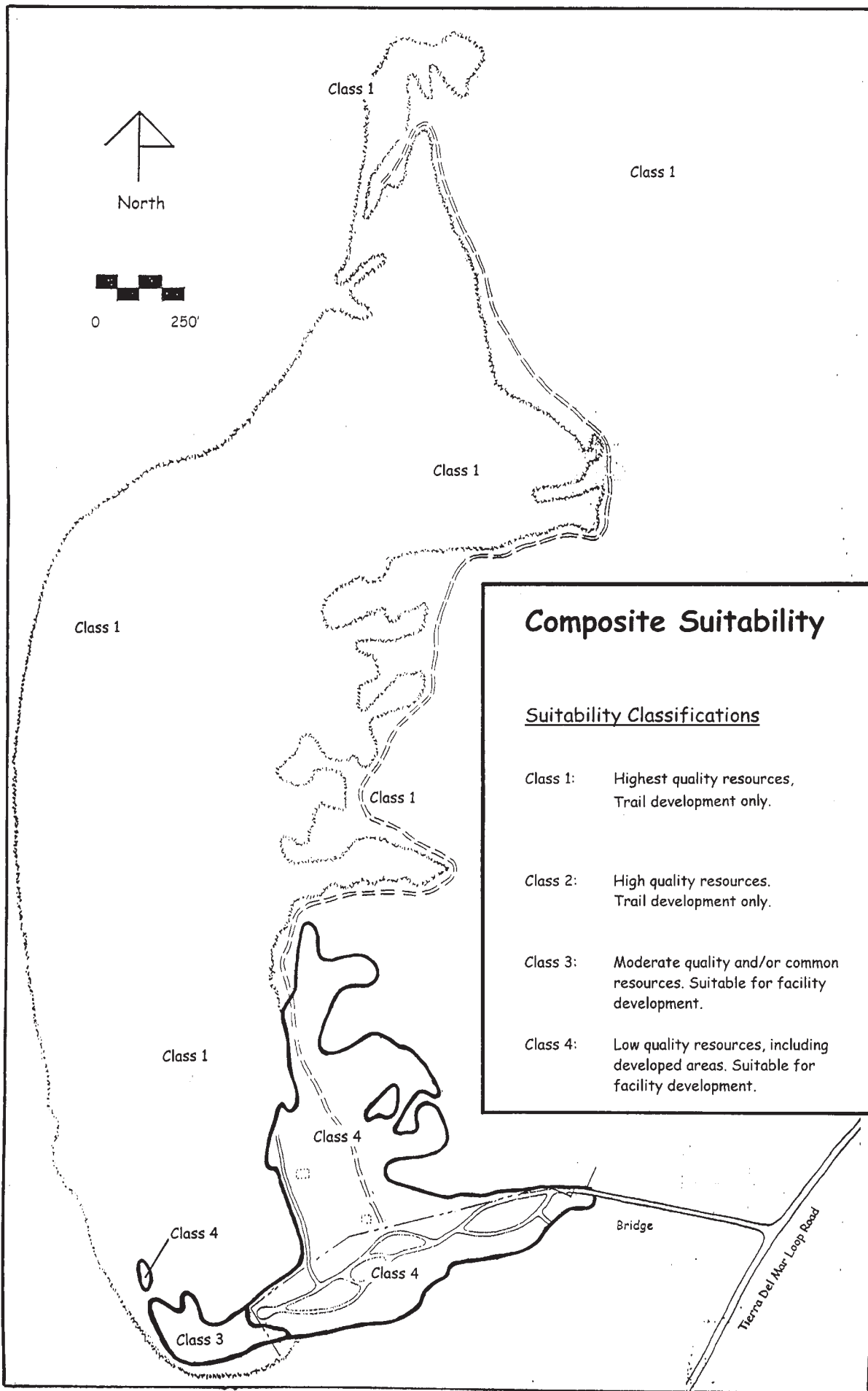
The criteria for classifying natural resource areas by their suitability are: Quality or condition, including amount of human-caused disturbance or invasion by non-native species, having a representative, native Oregon species composition, being rare or of a

protected or special concern status, being vigorous or highly functional in structure and productivity, or possessing a potential for hazards that cannot reasonably be mitigated. Cultural resource sites identified in the resource inventory process are treated separately in the final analysis, based on guidance from the State Historic Preservation Office. Only one significant site has been documented on Whalen Island, which will be avoided in the placement of park facilities including trails. Development of park facilities will also be preceded by additional cultural resource surveys to assure that any significant resources not yet identified will be protected, if required based on consultation with the State Historic Preservation Office.

Composite Suitability

After the inventoried resource areas are assigned suitability classifications, the different categories of resources are overlaid and a composite suitability map is produced for the park. The composite suitability of each resource area is determined by the most restrictive resource suitability level assigned for the different resource layers for that area. Areas with a composite suitability level of 1 or 2 are least suitable for intensive use and development. Generally, only trails may be developed in these areas. The areas classified as composite suitability level 3 or 4 are most suitable for intensive use or development. The composite suitability map is used to determine which areas major park facilities may be located within, and which areas are to be avoided in placing major development in order to avoid impacts on important resources.

The map which follows illustrates the composite suitability of Whalen Island's resource areas.



Composite Suitability

Suitability Classifications

- Class 1: Highest quality resources, Trail development only.
- Class 2: High quality resources. Trail development only.
- Class 3: Moderate quality and/or common resources. Suitable for facility development.
- Class 4: Low quality resources, including developed areas. Suitable for facility development.

IX. Issues

With input from the steering committee, the general public and the Tillamook County Commissioners, OPRD field and planning staff have compiled a list of issues pertaining to the master plan for the park. The list of issues was generated based on the comments obtained at several meetings held by OPRD involving the general public and the steering committee, from written comments, from comments made by the County Commissioners in their public work session forum, and from the input provided by OPRD staff. Some of the issues that can be addressed through a master planning process are reflected in the master plan goals and/or development concepts. Other issues that cannot reasonably be addressed in the master planning process are noted and passed on for consideration in other appropriate OPRD programs.

Typical Issues Relevant to OPRD Master Plans

- Natural, cultural and scenic resource management
- Recreational uses and facilities
- Major partnership opportunities
- Property ownership recommendations

Issues Generally Not Addressed in OPRD Master Plans

- Routine facility maintenance and rehabilitation
- Park fees and budgets
- People management
- General park administration
- Project costs and funding
- Lands outside of the area considered for inclusion in park management
- Park naming

The issues raised in the various forums have been organized in topics similar to those in the Goals chapter. Not every issue listed in the Issues chapter is determined to be appropriate as a master plan goal, therefore, the reader should not assume that all of the issues are addressed as such.

Summary of Issues

Resource Protection and Management

There is general agreement that the natural resources of Whalen Island should be protected. Preventing damage to resources while providing recreational access is seen as a primary issue. Many are concerned that the island resources will be “loved to death” by park visitors. Trampling of intertidal areas and sensitive dunes is of particular concern. Some believe that even the well forested dunes should be avoided.

Enhancement of wetland and upland habitat conditions under the guidance of a management plan was recommended by several participants. The related comments included the following:

- Protect and enhance wildlife. Pursue habitat enhancements that can really make a difference. Enhance marsh, upland and fish habitat.
- Complete a resource management plan with long term management goals.
- Protect intertidal areas from trampling.
- Protect sensitive dunes from trampling
- Use some visually sensitive method to keep vehicles out of the marsh.
- Facilities for “low impact” recreational uses can result in high impacts on resources.
- Determine what fish species existed historically, and use as guidance for habitat enhancement.
- Preventing damage to sensitive tideland habitat while allowing access is critical.

Park Maintenance and Management

The participants recognize that adequate maintenance and management are key to the long term success of the park. There is concern about management of the park visitors generally, and particular concern about enforcement against unauthorized activities. The comments included the following:

- The park will need sufficient staffing. Plan for staff as well as facilities.
- Need adequate enforcement. Existing problems include trespass, cutting firewood, fence cutting.
- Need to manage people, especially at north end of island.
- Use volunteers to provide interpretive stories, tours, general information, resource management and general island supervision.
- Having a caretaker present may be needed for 24 hour supervision.
- Agreements regarding local services and enforcement will be needed.
- Concern about fire prevention.
- Leave existing fencing to discourage unauthorized use. Allow emergency access.

Potential Partnerships

Discussions about partnership opportunities have focused mostly on the relationship between the state park and the adjoining county park. There are differing opinions regarding the roles of OPRD and Tillamook County in the future management of the island. Some believe that OPRD should let the County manage the entire island, others think the island should be under OPRD management, and some believe that coordinated state/county management would be workable. The comments related to partnership opportunities have included the following:

- Consider different alternatives for provision of recreation opportunities on the island by the County versus OPRD.

- Turn the OPRD property over to the County.
- Let the County manage the OPRD property together with the county park.
- The County could consider trading the county park to OPRD.

Providing for Recreation Needs

While there is general agreement among participants about the need to prevent recreational uses and facilities from degrading resources and recreational experiences, there is some disagreement regarding the types of uses and facilities that are appropriate. For example, some believe that the existing variety of uses should be continued, while others think that some of the traditional uses, such as camping, should be discontinued. Many people are concerned about the overall intensity and density of recreational uses. Several people suggested that even the development of foot trails would encourage an undesirable increase in visitation, while others pointed out the need to direct hikers along designated trails in order to protect resources. Other differing opinions were expressed about recreational amenity levels, timing of activities and potential conflicts between uses. The comments included the following:

General comments about recreational uses:

- Need to consider what uses to provide access for, including those outside of the park.
- Any development and use alternatives must protect resources.
- Don't increase recreational use intensity. Least development is best.
- The property could be loved to death as result of development & advertising.
- Consider phasing development. Add facilities as needed.
- Consider a "no action" alternative.
- Remove all development from the island except a trail and appropriate signs and interpretive structures. Have visitors hike in from across the highway.
- Limiting parking to off-site location is not feasible. Would need shuttle service.
- Recognize the range of uses and user groups. Don't let certain uses crowd out other uses.
- Compatible uses should be accommodated.
- Provide for diversity of activities, but control number of people.
- Consider tailoring the number of users to the seasons and times of sensitivity.
- Motorized uses should be restricted. The estuary is small and very fragile.
- Impose restrictions on uses only if problems become significant.
- Some uses should be timed according to high and low tide.
- Need to plan for future use considering resource capacity.
- More development will attract more people. Leave it alone.
- Listing the park in brochures, etc. will attract more people. Don't advertise it.
- Basic facilities only. Paving not necessary. Keep restrooms, shelters, etc. simple.
- Allow evening and night time access.
- Keep the park gated at night.
- Leave the property alone. It's fine the way it is.
- Control visitation through reservation system.

- Reservation system may exclude use. Don't want use denied if park full.
- Close day use area at night.
- Allow some night access for some uses.

Boating

- Continue to allow small boat access.
- Only non-motorized boating should be allowed.
- Small boat motors should be allowed.
- Should limit boat and motor size.
- Prohibit jet skis.
- This park has the only boat launch on the south estuary. Need to retain it.
- No boats are allowed in the OWEB conservation easement.

Camping

- Eliminate camping from the island entirely, and provide only day use and trailhead.
- Continue to provide camping in the amount and type currently provided by the county.
- Provide camping only for groups.
- Provide an improved campground, but not a large one.
- Restrict camping.
- Campers are currently not limited to "designated" sites and tend to overcrowd the area.
- Should be tent camping only. Lower impact.
- Consider phasing out camping.
- Don't encourage year-round camping.
- No cabins or yurts.
- Camper cabins and yurts are popular. They extend the camping season.
- Group camping is popular and should be continued.
- Quiet camp sites are needed, away from groups.
- Campers who have visited the park repeatedly for years like the existing camping experience, in primitive sites, without defined parking, etc.
- Groups of various sizes use this campground nearly every summer weekend.
- Some campers don't like the existing campground, want more private sites, and often leave for this reason.

Day Use

- Day use fees not wanted.
- No day use fees for local residents.
- Day use fees might be ok if used to provide staff at the park.
- Shouldn't restrict day use.
- Provide day use/trailhead parking on the island, either within the current county park area or at the old farmstead site.
- Consider sizeable day use lot. Could design to look natural.
- No big day use parking lot. Leave it small. Works okay now.

Hunting

- Continue waterfowl hunting in the estuary.
- Discontinue duck hunting.
- Consider allowing big game hunting.
- Hunters can access waterfowl areas from private property.

Trails

- Trail should be accessible to the disabled.
- Provide an appropriately constructed and placed trail circumnavigating the island, roughly in line with the old farm road alignment and along the west beach.
- Trail will attract people and more impact, and create enforcement problems.
- Control trail use and impacts by designating the trail.
- Not much trail use is likely in rainy season. Much of existing trail is wetland.
- Existing trails are fine without improvement.
- Trail uses should be allowed.
- Trail use should be discouraged, not advertised.
- Trail should avoid island's upland interior. Too fragile.
- Dead end trails to viewpoints are unpopular and hard to manage.
- Trails are generally not allowed in the OWEB conservation easement. Minor encroachment in certain areas may be OK with the approval of OWEB.

Equestrian

- Horse staging allowed at USFS day use parking. Not needed on the island.
- Horseback riding should not be allowed. Island is too fragile.
- Allow horse riding as well as grazing.

Other Uses

- Continue to allow scuba diving at the bridge.
- One commenter wanted to see the north end of the island set aside for nude sun bathing.
- Provide access for birders. Include viewpoints.
- Don't allow radio controlled gadgets.
- Stunt kites affect birds. Should not be allowed.
- Allow sand shrimping during low tide.
- Don't allow ATV use.

Conflicts between uses

- Hunting and trail use may conflict.
- Duck hunting and non-motor boating may conflict. Non-motor boating is year-round. Hunting is Nov.-Jan.
- Use conflicts are generally problems of user behavior. People management is needed, not use restrictions.
- Providing night access to tidelands may conflict with camping.
- Conflicts exist now due to parking constraints. Day users park in the campground.

- Design to separate day and overnight uses and reduce conflicts.
- Prohibit fires and camping outside of campground.
- Boat launching and diving by the bridge are not compatible. How will this be managed?

Interpretation

Some of the comments, such as the following, recognize the opportunities for resource interpretation.

- Provide interpretive signage, events and possibly a shelter with periodic staffing.
- Allow for local school trips to visit the island for interpretive purposes.
- Acknowledge the family who sold the land to the state, and the farm lifestyle including the old fruit trees.
- Interpret the natural resources of the island and estuary.

Outside of the Park

Some participants were concerned about the affects of surrounding recreational uses, such as ATV use spilling over from the nearby Forest Service campground area. Boating activities within DSL jurisdiction was also mentioned. There were a few concerns about the affects of the new state park on neighboring private lands. Comments included the following:

- Concern about possible ATV spillover and how to curtail it. Enforcement is needed.
- Lighting at the park is visible to neighboring residences. Use low impact lighting.
- Concerns about management of uses outside of OPRD and county lands, in DSL jurisdiction.

Other Comments

The assortment of other comments included the following:

- Whalen Island is unusual situation. Warrants unusual approach.
- Both state and county should leave the island as is.
- County park provides revenue to the county.
- Tierra Del Mar water system is inadequate. Water availability is an issue.
- Facilities will need to be of a type that has low water use, due to the limited availability of water, unless adequate water storage can be provided for the park.
- Improve the county road access. Open up the flow under the road.
- Enhancing flow under road would cause silt-in.
- Follow county, state and federal regulations.
- Once the plan is adopted, remove the barbed wire fence. Until then place a sign saying planning is underway.

X. Goals

OPRD establishes a series of goals for guiding the appropriate management and use of the park being master planned, for about a 10-20 year time span. The goals are based on consideration of the land's suitability, recreation needs and evaluation of the issues discussed in this plan.

GOAL I: PROTECT AND ENHANCE THE OUTSTANDING NATURAL, CULTURAL AND SCENIC RESOURCES

Protecting important biological communities and scenic views, and any important cultural resources that may be found, is the number one goal for the management of this park.

1. Proposed development and public uses will be located and designed to avoid significant impacts on important natural, cultural and scenic resources.
2. Implement the forest management guidelines in chapter XII.
3. Implement the wildlife management guidelines in chapter XII.
4. Implement the sensitive plant species management guidelines in chapter XII.
5. Implement the exotic plant species management guidelines in chapter XII.
6. Take appropriate steps to manage shoreline erosion as described in chapter XII.
7. Plan facilities and grounds to conserve water.
8. Manage the OPRD property in a manner that is consistent with the intent of the OWEB conservation easement.
9. Implement the scenic resource management guidelines in chapter XII.
10. Implement the cultural resource management guidelines in chapter XII.

GOAL II: PROVIDE ADEQUATE PARK MAINTENANCE AND MANAGEMENT

It is always a priority goal for OPRD to take good care of the facilities and grounds, and provide for adequate oversight of visitor activities. The objective will be to have sufficient maintenance and management operations funded on a long term basis for the new park.

Five alternatives for the future development or redevelopment of the island's park facilities are presented in this master plan. Some alternatives can be implemented with either separate or cooperative management of the county and OPRD facilities, while others rely more on cooperative or consolidated management. The choice of alternatives will also determine the extent of maintenance and management needed.

One of the management priorities will be to control unauthorized uses in the park. This may require special enforcement arrangements from time to time, boundary signing and a reliable "on call" response program.

An important objective will be to arrange for local partnerships to work with OPRD to provide law enforcement, fire control and emergency services for the new park.

1. Negotiate with the county sheriff, state police, state forestry, local ambulance/hospital and rescue services to patrol and respond to calls. Provide information on OPRD prevention and enforcement options, availability of keys for gates, how to provide emergency communication in this area, and OPRD contacts for emergencies.
2. Complete an emergency evacuation plan with other affected agencies.
3. Arrange for adequate fire protection. Complete a fire prevention and suppression plan in cooperation with the state Department of Forestry and the local fire district.

GOAL III: ARRANGE POTENTIAL PARTNERSHIPS FOR IMPLEMENTATION AND MANAGEMENT ASSISTANCE FOR THE PARK

It will be important for OPRD to work with other agencies toward successful approval and implementation of the park master plan. A number of county departments and other agencies will be involved in various aspects of master plan approval and implementation. These will include, but not be limited to, County Planning, the County Board of Commissioners, County Sheriff, County Roads, local emergency services, State Forestry, Oregon Water Resources, Oregon Dept. of Transportation, Oregon Fish and Wildlife, US Fish and Wildlife, Oregon Department of Environmental Quality, Division of State Lands, Oregon Watershed Enhancement Board, etc.

There may also be groups who are interested in providing volunteer services for the park for a number of purposes. OPRD will work with interested groups who can provide needed volunteer assistance in the implementation and on-going services for the park, as appropriate for the group and the activities needed. OPRD's traditional use of maintenance volunteers and camp hosts will also be important for the park's on-going maintenance and management, especially if OPRD manages the currently developed area of the island.

GOAL IV: PROVIDE FOR RECREATIONAL NEEDS

The need for more public access to coastal recreation opportunities is well known. The goal is to provide public access without harming important resources by tailoring the uses and facilities to resource capabilities. Resource assessments completed for this master plan illustrate that Whalen Island offers exceptional but limited opportunities for public recreation.

The existing types of recreational facilities on Whalen Island, which provide for picnicking, small boat access, camping, and a variety of dispersed activities, are appropriate on Whalen Island only if they are carefully located, sized and designed relative to the sensitivity of the resources. It is within OPRD's role as an outdoor

recreation provider to offer such facilities in this park, independently or in cooperation with Tillamook County. Chapter XI presents five alternatives that propose various combinations of these uses for consideration in the adoption of this master plan. The conceptual plans for these five alternatives are illustrated and described in that chapter. General parameters for more detailed design and development of each alternative are included.

GOAL V: PROVIDE ADEQUATE PARK ACCESS AND CIRCULATION

Park visitors expect safe, efficient, legible and pleasant vehicular and trail access to the park amenities. The circulation pattern in this park must consider the relationship between the county park and the state park and whether they will be developed and operated as separate or combined facilities. The development alternatives presented in chapter XI represent both of these possibilities.

1. Vehicular circulation will be designed with separated access to different types of park use areas. In particular, the access roads will avoid routing day use traffic through camping areas.
2. Internal access roads and parking will be designed to minimize the extent of hardened surfaces while providing safe and efficient access for vehicles expected to enter the park.
3. Vegetation will be planted where needed to beautify roads and parking and provide buffering where appropriate.
4. Directional signs will be installed to direct vehicular traffic to the different park use areas.
5. A directional sign will be installed at the intersection of the park access road and Tierra Del Mar Loop Road, and advance signs will be installed at ¼ and ½ mile distances from the intersection.
6. A loop trail system will be developed that offers pedestrian access around the island's interior and provides views of the surrounding landscape at key locations. The trail is needed to confine the foot traffic to designated routes and, in so doing, protect important resources from the damage that can result from dispersed hiking through undeveloped areas.
7. Trail orientation signs will be installed at strategic locations to direct foot traffic and discourage off-trail hiking.
8. Only foot traffic will be allowed on the trails, except as may be appropriate for disabled access.
9. Disabled trail access will be provided in areas close to the central facilities where the terrain is accommodating.

GOAL VI: PROVIDE INTERPRETIVE OPPORTUNITIES

The interpretive goal is to communicate to visitors the ecological importance of the island and surrounding estuary and the island's local cultural history using a simple network of interpretive stops along the trails.

1. Interpretive signs will be placed at key locations that interpret the island's natural history, biological resources, and importance in the efforts to preserve and restore regional ecological functions and values.
2. An interpretive sign will be placed at the old farm site that communicates the island's cultural history.

GOAL VII: ACHIEVE COMPATIBLE MANAGEMENT BETWEEN THE STATE AND COUNTY PARKS

The relationship between the state and county parks is a primary consideration in determining the future uses and management of the state park land. The goal is to achieve compatible management of the state and county lands through common objectives that protect the island resources while providing appropriate types and intensities of public recreation opportunities. OPRD will work closely with Tillamook County to explore mutually agreeable objectives and options for achieving them.

XI. Development Concepts

Conceptual designs are prepared for OPRD master plans to show the appropriate location, layout, size and type of proposed park facilities. This chapter describes and illustrates the facility development concepts.

The development concepts are illustrated on maps drawn at two scales. The “Island Loop Trail Concept” map covers the entire upland area of the park, minus two small islands at the north end, and shows the proposed trail system. The development concepts for the existing county park and former farm site area are illustrated on larger scale maps. Five development alternatives are presented for this area. The development concepts for this area are keyed to descriptions of the proposed development projects in the “Central Facilities Concepts” matrices using a letter/number coding system. The matrices also indicate design standards and review processes required for implementation of each project.

The master plan illustrates the development proposals conceptually, and reasonable flexibility in completing final designs is presumed. OPRD will review preliminary and final project designs in cooperation with the local land use approval authority as needed to ensure compliance with the intent of the master plan.

OPRD is dedicated to proposing facilities that are needed to support outdoor recreation and that are appropriate to the Department’s role as a recreation provider in Oregon. Proposed park facilities are selected, located and designed to avoid causing significant impacts on important resources, as identified in the resource suitability assessments prepared for the master plan. The proposed facilities are also selected, located and designed to avoid causing significant impacts on surrounding land uses.

General Parameters for Design

Various general parameters are considered in completing the development concepts in state park master plans. These include the following:

- Avoiding conflicts with existing park uses and facilities;
- Providing good access and circulation for vehicles and non-motorized travel within the park;
- Placing facilities, roads and trails in a manner that is understandable by the public in navigating through the park;
- Avoiding significant impacts on important natural and cultural resources in or adjacent to the park;

- Presenting an appearance that is harmonious with the setting of the park and the region of the state;
- Providing choices for park visitors who may have different desires for park amenities and settings;
- Providing ADA access;
- Taking advantage of scenic views;
- Clustering development to keep most of the park undeveloped;
- Avoiding or mitigating conflicts with local services and neighboring land uses;
- Avoiding or mitigating potential impacts on the park by neighboring uses;
- Achieving compliance with regulatory requirements including the state land use goals, local comprehensive plans, building codes, resource laws, etc.;
- Providing opportunities for access by visitors with disabilities and different economic and cultural backgrounds.

Key Limitations to Development on Whalen Island

Development Suitability

The areas of the island that are suitable for vehicular access and developed camping and day use facilities are limited to those areas at the south end of the island that were altered with the development of the former homestead and the county park. The remainder of the island is mostly characterized by high-value resources and is suitable for resource management and low-impact recreational uses only. Development of foot trails in these high-value areas is appropriate provided that trails are carefully placed and designed to avoid significant impacts on the resource values.

Recreational Use Capacity

Visitor capacity is a key factor in designing park facilities in a manner that preserves the integrity of the park resources and recreational experiences. The island is relatively small and has valuable and sensitive natural resources. One intent of this master plan is to present alternatives for providing public access to the park's resources while preventing overuse. This means limiting the peak visitor capacity on the island by limiting the number of day use parking spaces and, if camping is to be continued, the number of camp sites. Implementing such limitations would rely on the cooperative efforts of OPRD and Tillamook County. Comparisons of existing visitor capacities and

the capacities of five future development alternatives for the central visitor facilities are provided in this chapter.

Sewage/Wastewater Disposal

The island has highly permeable soils which limit sewage/wastewater disposal options. On-site subsurface disposal, if feasible, will require adequate space located a distance from surface water within the available development area. The farm house site area may be the most feasible location because of its elevation and distance from water. Even at this location, pre-disposal treatment may need to include a recirculating sand filter or some other higher-tech treatment option. Alternatively, it may be desirable to install vault toilets and not provide showers.

Island Loop Trail Development Concept

The “Island Loop Trail Concept” map which follows this narrative conceptually illustrates the plan for development of the island loop trail system. Development of foot trails in the island’s remote areas, as illustrated by this map, is desirable in order to direct and manage visitor activity that will occur in these areas. Well marked trails will contain most of this activity along the designated routes. Trails will be located and designed to avoid causing significant impacts on natural resources while providing pedestrian access to the islands scenic resources and nature viewing opportunities. To this end, the following factors will guide the placement and design of trails.

- **Trail Uses Allowed:** Except as appropriate for disabled access, trail use will be limited to foot traffic only.
- **OWEB Conservation Easement:** Trail development must avoid extensive encroachment on the OWEB conservation easement. The easement covers the estuarine marsh lands on the east side of the island and includes an adjacent 50-foot wide non-estuarine buffer along most of the island’s upland-estuarine edge. OWEB staff will review site plans for compliance with the intent of this easement. Encroachment of trails on the easement in certain areas must be approved by OWEB. The “Island Loop Trail Concept” map included in this chapter shows the easement boundary and areas where encroachment on the easement is considered acceptable in order to provide public access to the estuarine edge.
- **Significant Habitat:** Trails will avoid extensive encroachment on significant habitat areas as identified on the “Significant Habitat” map prepared for the master plan. The “Island Loop Trail Concept” map included in this chapter shows the significant habitat areas and areas where minor encroachment is anticipated.
- **East Island Points:** Trail connections to several upland “points” on the east side of the island are planned to provide access to the estuarine edge and views across the marsh lands.

- **West Dune Ridge:** The west side of the island trail loop is intended to follow the west dune ridge, which offers the potential for views of the ocean and the mouth of Sand Creek.
- **Beach Connections:** Trails connecting the island loop to the beach are proposed in appropriate locations, as illustrated conceptually on the “Island Loop Trail Concept” map.
- **Eroding Shoreline:** Trails should be located to avoid the eroding shoreline along the island’s northwest edge. The use of renegade trails on this dune face should be monitored and discouraged to prevent human-accelerated erosion.
- **North Point:** Many visitors who hike the island loop will tend to venture to the north point, with or without a designated trail. A trail extension from the island loop to the north point should be provided in order to direct and manage this activity and avoid the impacts of undesignated trail use. The route of this trail could cross a narrow area of high salt marsh, as shown on the “Island Loop Trail Concept” map. This would require an elevated boardwalk. Alternatively, the trail could avoid the marsh by following the narrow upland area along the west shoreline. A trail along this route could be vulnerable if the shoreline continues to erode. Over time, possible breaching of the upland connection to the north point could occur. Consideration should be given to the cost of a boardwalk as well as the risk associated with shoreline erosion.
- **Interpretive Sites:** There are various opportunities for resource interpretation along the island trail to interpret the variety of biological communities present on the island and in the estuary. The “Island Loop Trail Concept” map shows a possible interpretive opportunity in a location where high, intermediate and low salt marsh biological communities occur in close proximity. A short boardwalk extending into the marsh lands at this trail terminus, or at another appropriate location, might be considered for interpretive purposes.
- **Signage at key points along the trail** is necessary to encourage hikers to stay on the trail in order to avoid damage to sensitive resource areas. This is especially important where the trail follows the west dune ridge and at the edges of the estuarine marsh lands. The terminal points of dead end trails that extend to the estuarine marsh must be clearly marked as such. Fencing may be appropriate at these points and other locations where hikers are most likely to venture from the trail.
- **ADA Trail Access:** The terrain in the area around the county park and farm site is suitable for development of trails that meet ADA standards. At a minimum, the proposed ADA trails that are illustrated on the “Central Facilities Concepts” maps should be developed for disabled access.

- Trail Surfacing: Trails should be minimally developed, but engineered in a manner that provides adequate drainage and prevents erosion. No asphalt will be used. Except as may be needed for ADA trails, unnatural surfacing other than gravel will not be used unless needed to stabilize the trail or prevent erosion. Boardwalks will be constructed over wetland crossings.



Sand Creek Estuary

ISLAND LOOP TRAIL CONCEPT

LEGEND

- OPRD/County Boundary - - - - -
- Wetland Edge
- Significant Upland Habitat
- OWEB Conservation Easement Boundary - - - - -
- Existing Road
- Old Farm Trail
- Proposed Foot Trail

Dune Ridge Trail

Former Farm House Site

Bridge

County Park

Tierra Del Mar Loop Road

Trails proposed within this area
Are shown on the "Central Facilities
Concepts" maps.

Central Visitor Facilities Development Concepts: Five Alternatives

Five alternatives for the future development or re-development of central visitor facilities are presented in this chapter. These alternatives illustrate different levels of facility development and are based on different assumptions regarding the future use and management relationship between the county park and the OPRD property. Tillamook County has asked OPRD to present different alternatives for public consideration, some of which would involve re-development of the county park.

Each of the five development alternatives stands alone as an option for future development. However, some of the alternatives could also be used in combination as development phases to be implemented over time. The five alternatives discussed below are described in detail in the matrices and illustrations which follow.

Alternative A: Add Trailhead. Alternative “A” proposes minimal development on the state land and no change in the county park. With this alternative, trails would be developed on the state land in a manner that is compatible with the existing county park uses. Parking for trail users would need to occur in the county park with the permission of the County. The total visitor capacity on the island would not increase as a result of the development, since no additional parking would be developed and the County already allows parking on the county land for those who visit the OPRD property. Like now, management of peak visitation on the island would depend on the County’s policies regarding the peak number of vehicles allowed in the county park. With this alternative, the county and state lands could be managed either separately or cooperatively. This alternative could serve as an early phase of development leading to the eventual implementation of any of the other four alternatives.

Alternative B: Add Trailhead Parking. Alternative “B” proposes that trailhead parking be added on the state land. No change in the county park would occur with the exception of an entrance road connection to the trailhead parking. Trails, a trailhead sign, and a small parking loop would be developed on the state park land in a manner that is compatible with the existing county park uses. The total visitor capacity would increase slightly as a result of the added trailhead parking. As with Alternative A, management of peak visitation on the island would depend on the County’s policies regarding the peak number of vehicles allowed in the county park. With this alternative, the county and state lands could be managed either separately or cooperatively. This alternative could serve as a development phase following Alternative A, and/or a phase leading to the future implementation of Alternative E.

Alternative C: Redesign For Day Use Only. Alternative “C” proposes that day use activities be continued but that camping be discontinued in the county park. This alternative involves redesign of the county park, for day use only, in conjunction with development of trails and trailhead facilities on the state park land. Parking would occur in defined parking spaces, in contrast to the undefined parking currently present in the

county park. The defined parking would limit the peak number of vehicles, unless overflow parking outside of the defined spaces was allowed. The boat access area would be configured in a separate loop, also with defined parking. Total visitor capacity would decrease from what now occurs with both camping and day use, however, a more frequent turnover of visitors would occur with the day use activities. The county and state facilities may be managed cooperatively or, with some design adjustments, could be managed separately. The trailhead parking loop illustrated in Alternative E could be incorporated into the Alternative C design.

Alternative D: Redesign Camping and Day Use. Alternative “D” proposes that both camping and day use activities be continued and redesigned. About half of the camp sites would be relocated to the state park land, and the open grassy waterfront area now used for camping would be designated for day use. Trailhead parking would also be developed on the state land. The campground would be configured in a single loop, with sites defined by separate vehicle parking spaces, tables and fire pits, but both ends of the loop would also function as group camps. The open waterfront day use area would be configured in a separate loop and would function much the same as it functions now for day use. Most of the parking for this area would occur on the grass, but away from the water’s edge. A few defined day use parking spaces would be provided. The boat access area would be configured in a separate loop, with defined parking. The total vehicular capacity of this alternative would be similar to the current conditions that are present when all camp sites are full and moderately crowded, but the activity would be substantially more dispersed than under the current conditions. There would be a slight decrease in camp sites coupled with a limit on the number of vehicles per site, but an increase in day use vehicles as a result of the exclusive day use area and trailhead parking. The facilities would need some type of consolidated management.

Alternative E: Redesign Camping and Day Use. Alternative “E” also proposes that both camping and day use activities be continued and redesigned. Unlike Alternative D, the camping would occur where it occurs now, all in the county park. Like now, there would be no waterfront area dedicated to picnicking. The redesign would include a small trailhead parking loop on the state land. Two small camp loops would provide somewhat different camping experiences, similar to the differences that are now present between the east and west ends of the campground. In the west loop, located in the treed waterfront area, the camp sites would be defined by separate vehicle parking sites, tables and fire pits, but the loop would be configured to also function as a group camp. In the east loop, located in the open grassy waterfront area, the camp sites would be defined by tables and fire pits, but not by vehicle parking spaces. Parking for the majority of these sites would occur on the grass, as it does now, but would not be allowed close to the water’s edge. Some of these sites would be located a short walk from defined parking spaces. The boat access area would be configured in a separate loop, with defined parking. The total vehicular capacity of this alternative would be similar to the current conditions that are present when all camp sites are full but not overly crowded. There would be a slight decrease in the number of camp sites coupled with a limit on the number of vehicles per site, but a slight increase in day use parking

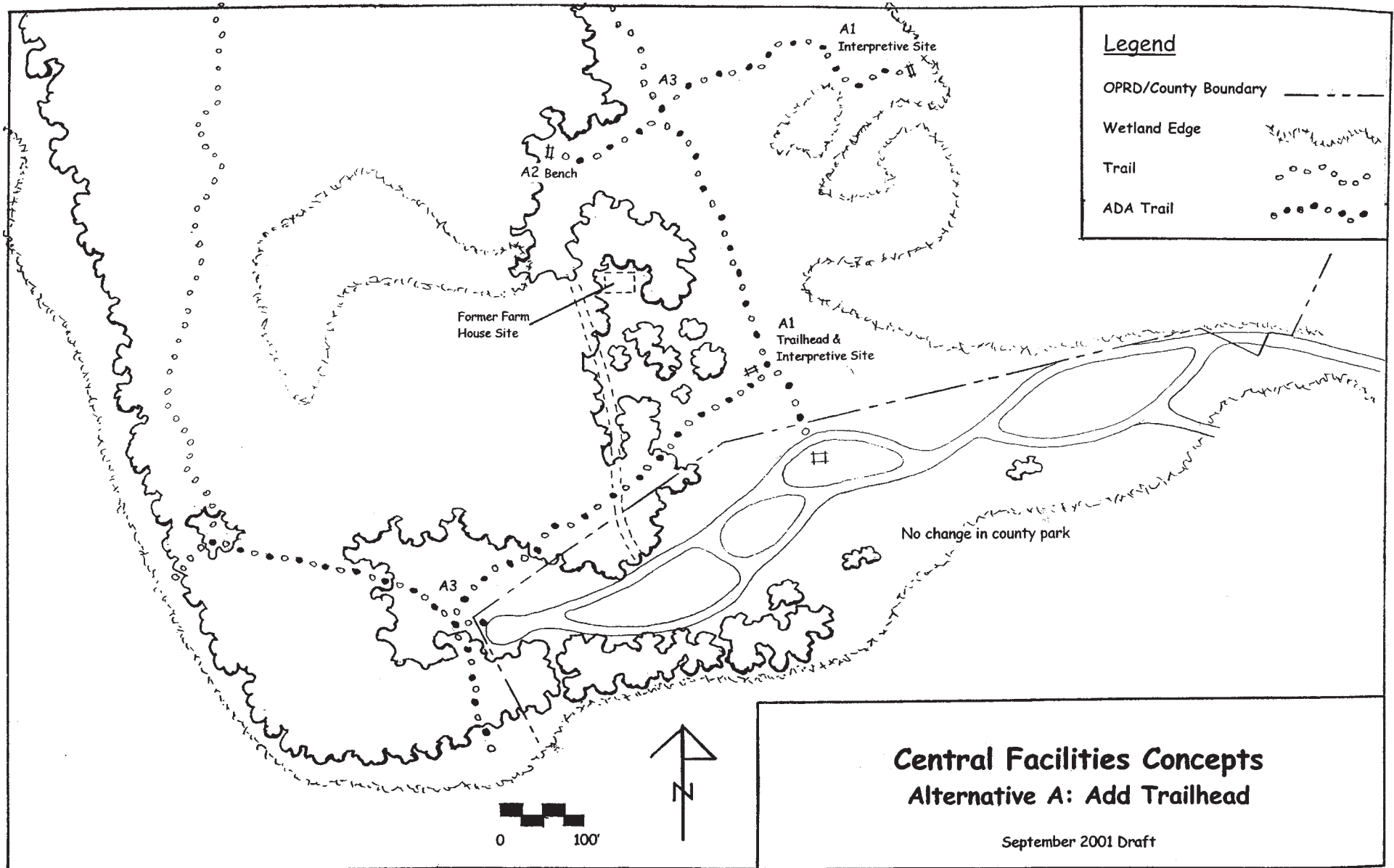
with the added trailhead loop. The facilities could be managed cooperatively or separately. This alternative could be phased into future implementation of Alternative D with some modification of the trailhead parking.

Comparative Capacities of Development Alternatives						
	Existing	Alt. A	Alt. B	Alt. C	Alt. D	Alt. E
Camping						
Camp sites	33 camp sites.	No change in county park. 33 camp sites.	No change in county park. 33 camp sites.	0 camp sites.	30 camp sites.	30 camp sites.
Vehicles	65 - 100 vehicles common.*	65 - 100 vehicles common.*	65 - 100 vehicles common.*	0 vehicles.	60 vehicles (limit 2 per site).	60 vehicles (limit 2 per site).
Day Use						
Total parking for picnic area, boat access & trailhead	15 vehicles, mainly at boat access.*	15 vehicles, mainly at boat access.*	32 vehicles, at boat access & trailhead.*	68 vehicles.	43 vehicles, at picnic area, boat access & trailhead.	26 vehicles, at boat access & trailhead.
Total Vehicles	80 - 115 vehicles in county park.*	80 - 115 vehicles in county park.*	97 – 132 vehicles*	68 vehicles.	103 vehicles.	86 vehicles.
Total Change in # Vehicles	_____	No change.	17 vehicle increase in day time.	12 vehicle decrease from existing low end of range at any given time during the day. Total daily vehicles would increase due to more frequent turnover.	Similar to existing mid range.	Similar to existing low end of range.

* The numbers of vehicles present at the county park facilities during peak use periods were estimated based on knowledge of the County's park administration policies, conversations with the campground host, and personal observations.

Alternative A: Add Trailhead

ID#	Project Description	Design Standards	Reviews/Approvals Needed
	Trailhead		
A1	Trailhead and Interpretive Signs: <ul style="list-style-type: none"> • Construct a trail orientation sign and an interpretive sign near the south edge of the orchard near the vacant building. • Construct another interpretive sign at the marsh edge northeast of the farm house site as shown on illustration. 	<ul style="list-style-type: none"> • Trailhead sign will orient trail users with map of island trails. • Interpretive sign next to trailhead sign will highlight the island ecology and history of the farm site. • Interpretive sign at marsh edge will interpret low, intermediate and high salt marsh biological communities. 	
A2	<ul style="list-style-type: none"> • Install a bench on the hill at the former trailer site south of the farm house site. 		
A3	Trail connections: <ul style="list-style-type: none"> • Construct trails that connect with the island loop trail as shown on illustration. 	<ul style="list-style-type: none"> • Designed for foot traffic only except as appropriate for disabled access. • Unpaved. Stabilizing material only where needed. Boardwalks where needed. 	



Legend

- OPRD/County Boundary
- Wetland Edge
- Trail
- ADA Trail

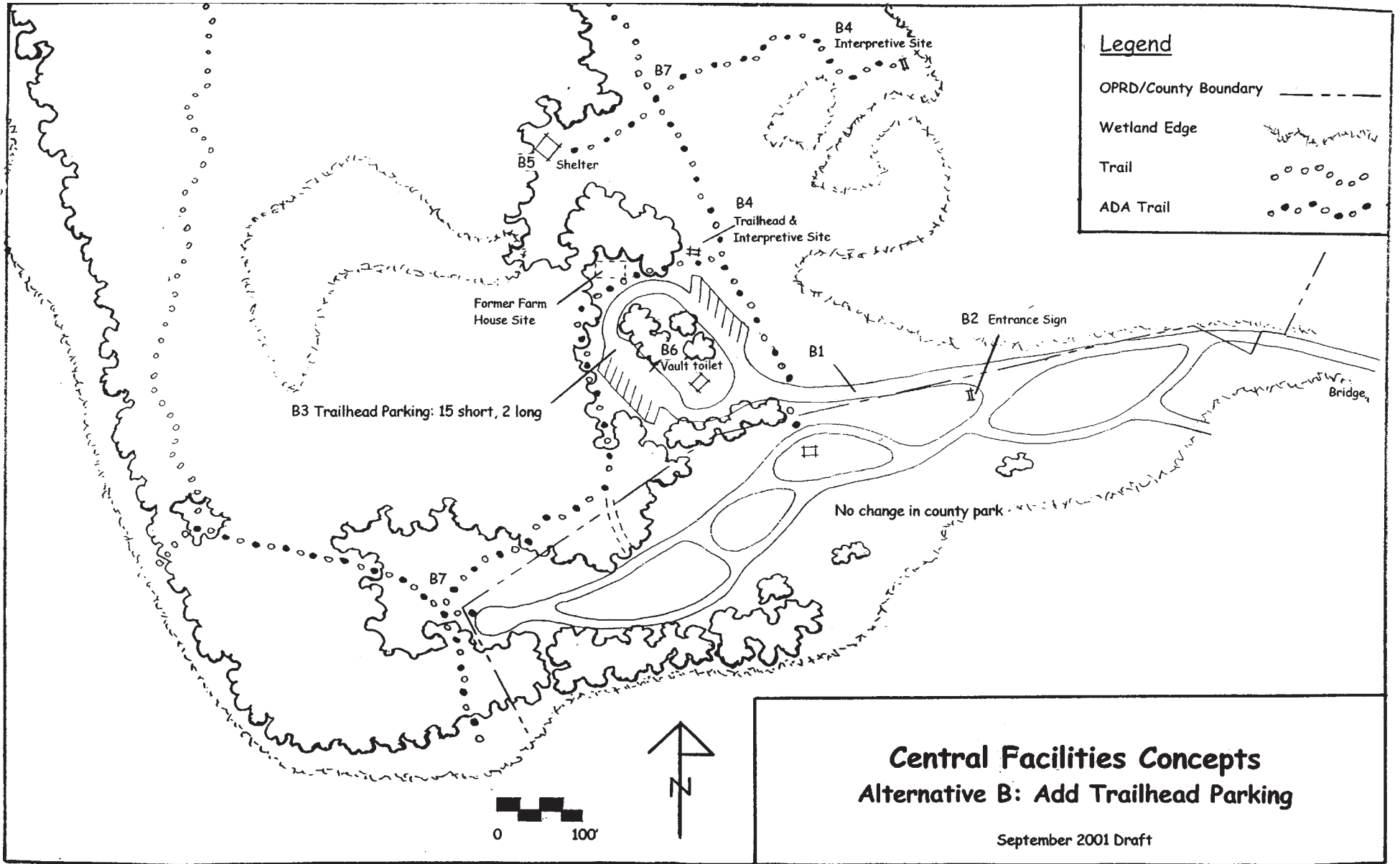
Central Facilities Concepts
Alternative A: Add Trailhead

September 2001 Draft

Alternative B: Add Trailhead Parking

ID#	Project Description	Design Standards	Reviews/Approvals Needed
State Park Entrance			
B1	<p>Access Road:</p> <ul style="list-style-type: none"> Construct a state park access road as shown on illustration, branching from the county park access road between the bridge and the existing storage building. Where the road approaches the vacant building, the road would diverge from the county property to allow room for a planted buffer between the county park and the road. 	<ul style="list-style-type: none"> Max. 18 ft. travel width. Paved or unpaved. Buffer of native trees & shrubs. 	
B2	<p>Entrance Sign:</p> <ul style="list-style-type: none"> Construct a park entrance sign at the junction of the proposed state park access road and the county park road. Install a park sign at the intersection of the access road and Tierra Del Mar Loop Road, and advance signs at ¼ and ½ mile distances from the intersection. 	<ul style="list-style-type: none"> OPRD sign manual standards. 	
Trailhead Facilities			
B3	<p>Trailhead Parking:</p> <ul style="list-style-type: none"> Construct a 1-way trailhead parking loop at the orchard site south of the former farm house site. Provide up to 15 short vehicle parking spaces and 2 long vehicle parking spaces. Plant a buffer between the parking loop and the county park. 	<ul style="list-style-type: none"> Paved or unpaved. Barriers to confine vehicles. Buffer of native trees and shrubs. 	
B4	<p>Trailhead & Interpretive Signs:</p> <ul style="list-style-type: none"> Construct a trail orientation sign and an interpretive sign east of the farm house site. Construct another interpretive sign at the marsh edge northeast of the farm house site as shown on illustration. 	<ul style="list-style-type: none"> Trailhead sign will orient trail users with map of island trails. Interpretive sign next to trailhead sign will highlight the island ecology and history of the farm site. Interpretive sign at marsh edge will 	

		interpret low, intermediate and high salt marsh biological communities.	
B5	<p>Picnic Shelter:</p> <ul style="list-style-type: none"> Construct a small picnic shelter at the former trailer site south of the farm house site. 	<ul style="list-style-type: none"> Visually subordinate. Max. ___ square feet. 	
B6	<p>Vault toilet:</p> <ul style="list-style-type: none"> Construct a vault toilet building in the parking loop area. 	<ul style="list-style-type: none"> Visually subordinate. Any exterior lighting will be hooded. 	
B7	<p>Trail connections:</p> <ul style="list-style-type: none"> Construct trails that connect with the island loop trail as shown on illustration. 	<ul style="list-style-type: none"> Designed for foot traffic only except as appropriate for disabled access. Unpaved. Stabilizing material only where needed. Boardwalks where needed. 	

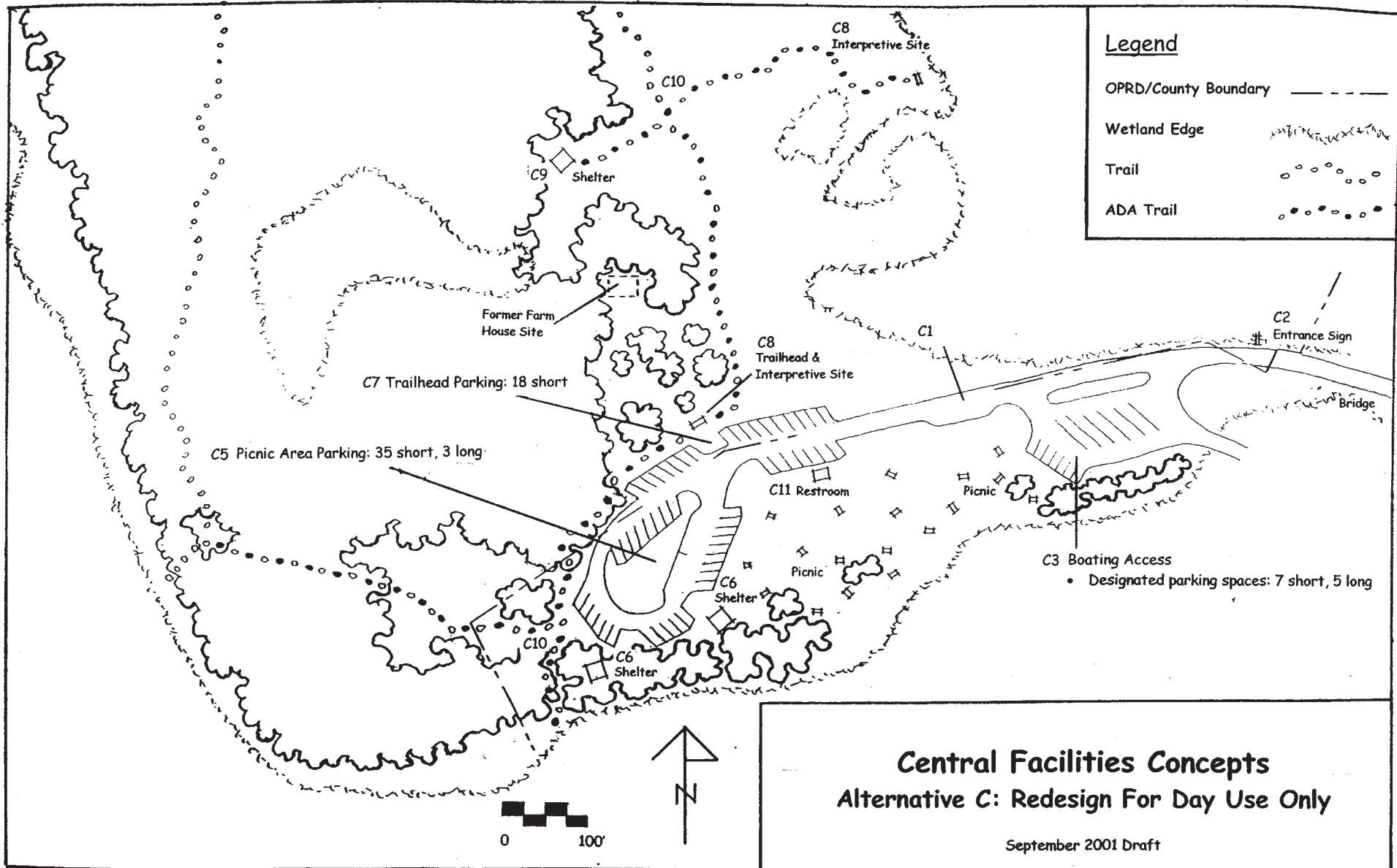


Alternative C: Redesign For Day Use Only

ID#	Project Description	Design Standards	Reviews/Approvals Needed
	Park Entrance		
C1	Entrance Road: <ul style="list-style-type: none"> • Realign existing entrance road as shown on illustration, along north edge of county property. 	<ul style="list-style-type: none"> • Max. 18 ft. travel width. • Paved or unpaved. 	
C2	Entrance Sign: <ul style="list-style-type: none"> • Construct park entrance sign at or near west end of bridge and east end of county property. • Install a park sign at the intersection of the access road and Tierra Del Mar Loop Road, and advance signs at ¼ and ½ mile distances from the intersection. 	<ul style="list-style-type: none"> • OPRD sign manual standards. 	
	Boating Access Area		
C3	Boating Access Loop and Parking: <ul style="list-style-type: none"> • Reconfigure the boat access area as a loop with access to entrance road separate from picnic area parking. Provide adequate staging and turn around area for vehicles towing small boat trailers. • Provide up to 7 short vehicle parking spaces for boaters and divers. • Provide up to 5 long vehicle parking spaces for vehicles with boat trailers or long vehicles. 	<ul style="list-style-type: none"> • Preferably unpaved provided vehicles can be adequately directed and confined without striping. Pave if striping is necessary. • Provide signage warning boaters to be aware of divers and vice versa. 	
C4	Fish Cleaning Station: <ul style="list-style-type: none"> • Install fish cleaning station near the boat staging and parking area (not shown on illustration). 		

	Picnic Area		
C5	<p>Picnic Area Parking:</p> <ul style="list-style-type: none"> Construct picnic area parking in conjunction with a turnaround loop on high ground at the end of the proposed realigned entrance road, in place of existing campground/day use areas, as shown on illustration. The turn-around loop would be 1-way. The loop entrance and exit would be just west of the existing campground host site. Provide up to 35 short vehicle parking spaces and 3 long vehicle parking spaces distributed around the loop and along the south side of the entrance road. Install up to 20 picnic tables and BBQ pits in the area between boat access loop and the west end of the county property. 	<ul style="list-style-type: none"> Paved or unpaved. Barriers to confine vehicles. 	
C6	<p>Picnic Shelters:</p> <ul style="list-style-type: none"> Construct 2 picnic shelters in the west portion of the picnic area. May include fireplaces. 	<ul style="list-style-type: none"> Visually subordinate. Max. ___ square feet each. 	<ul style="list-style-type: none">
	Trailhead		
C7	<p>Trailhead Parking:</p> <ul style="list-style-type: none"> Construct trailhead parking along north side of realigned entrance road and proposed picnic loop as shown on illustration. Provide up to 18 short vehicle parking spaces. 	<ul style="list-style-type: none"> Paved or unpaved. Barriers to confine vehicles. 	
C8	<p>Trailhead & Interpretive Signs:</p> <ul style="list-style-type: none"> Construct a trail orientation sign and an interpretive sign near the existing vacant building at the south edge of the orchard. 	<ul style="list-style-type: none"> Trailhead sign will orient trail users with map of island trails. Interpretive sign next to trailhead sign will highlight the island ecology and history of the farm site. 	<ul style="list-style-type: none">

	<ul style="list-style-type: none"> Construct another interpretive sign at the marsh edge northeast of the farm house site as shown on illustration. 	<ul style="list-style-type: none"> Interpretive sign at marsh edge will interpret low, intermediate and high salt marsh biological communities. 	
C9	<p>Shelter:</p> <ul style="list-style-type: none"> Construct a shelter on the hill at the trailer site south of the farm house site. 	<ul style="list-style-type: none"> Visually subordinate. Max. ___ square feet. 	<ul style="list-style-type: none">
C10	<p>Trail connections:</p> <ul style="list-style-type: none"> Construct trails that connect with the island loop trail as shown on illustration. 	<ul style="list-style-type: none"> Designed for foot traffic only except as appropriate for disabled access. Unpaved. Stabilizing material only where needed. Boardwalks where needed. 	<ul style="list-style-type: none">
	Restroom		
C11	<ul style="list-style-type: none"> Replace the existing restroom building with a new centrally located building. The new building could be in the same location. May be vault or flush toilets. 	<ul style="list-style-type: none"> Visually subordinate. Any exterior lighting will be hooded. 	<ul style="list-style-type: none">
	Dump Station		
C12	<ul style="list-style-type: none"> Remove the dump station. 		



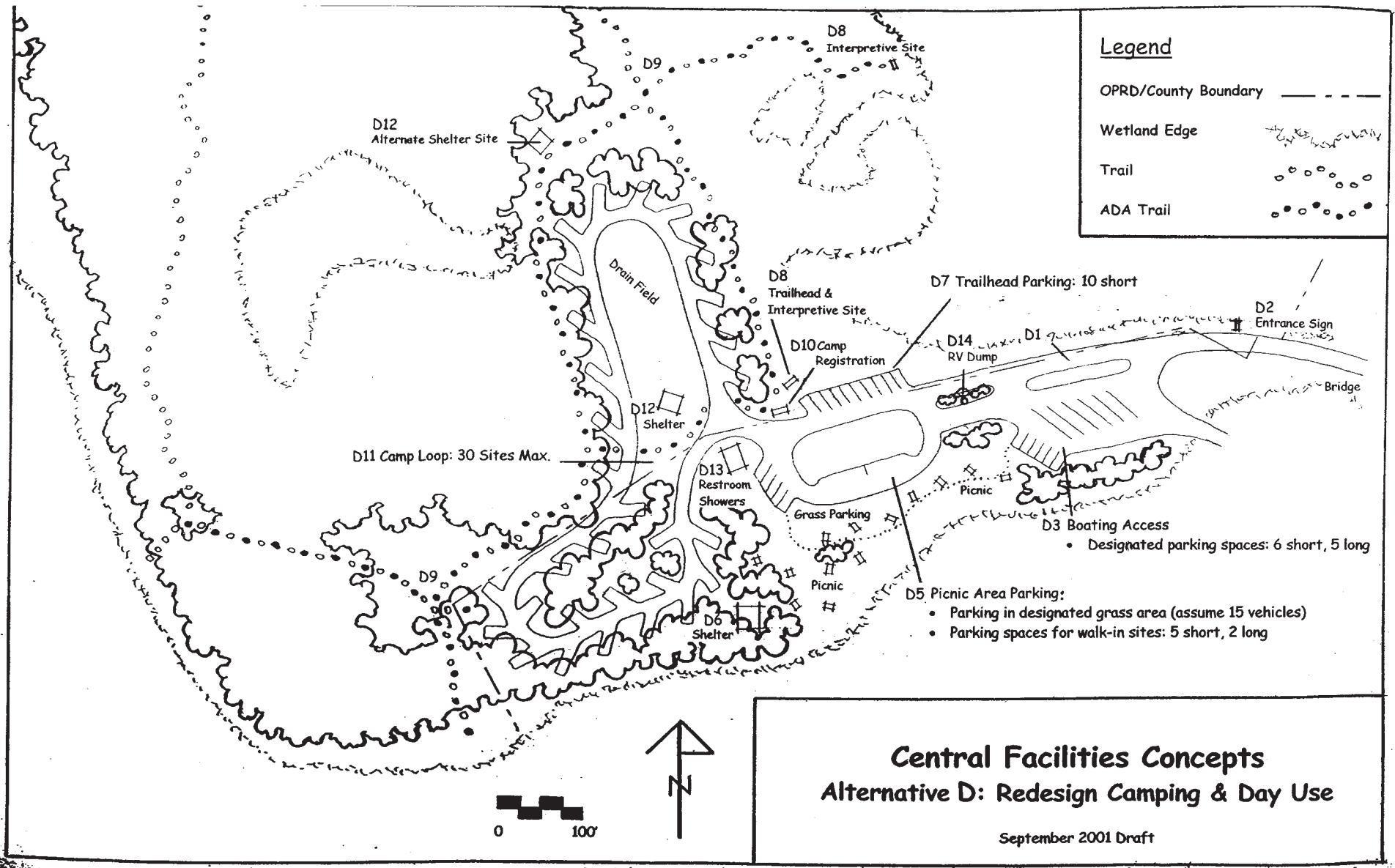
Alternative D: Redesign Camping & Day Use

ID#	Project Description	Design Standards	Reviews/Approvals Needed
	Park Entrance		
D1	Entrance Road: <ul style="list-style-type: none"> • Realign existing entrance road as shown on illustration, on high ground at or near north edge of county property. 	<ul style="list-style-type: none"> • Max. 18 ft. travel width. • Paved or unpaved. 	
D2	Entrance Sign: <ul style="list-style-type: none"> • Construct park entrance sign at or near west end of bridge and east end of county property. • Install a park sign at the intersection of the access road and Tierra Del Mar Loop Road, and advance signs at ¼ and ½ mile distances from the intersection. 	<ul style="list-style-type: none"> • OPRD sign manual standards. 	
	Boating Access Area		
D3	Boating Access Loop and Parking: <ul style="list-style-type: none"> • Reconfigure boat access area as a loop with access to entrance road separate from picnic area loop. Provide adequate staging and turn around area for vehicles towing small boat trailers. • Provide up to 6 short vehicle parking spaces for boaters and divers. • Provide up to 5 long vehicle parking spaces for vehicles with boat trailers or long vehicles. 	<ul style="list-style-type: none"> • Preferably unpaved provided vehicles can be adequately directed and confined without striping. Pave if striping is necessary. • Provide signage warning boaters to be aware of divers and vice versa. 	
D4	Fish Cleaning Station: <ul style="list-style-type: none"> • Install fish cleaning station near the boat staging and parking area. (Not shown on illustration.) 		
	Picnic Area		
D5	Picnic Area Loop and Parking: <ul style="list-style-type: none"> • Construct a picnic area loop south of 	<ul style="list-style-type: none"> • Paved or unpaved loop and defined parking. 	

	<p>entrance road, separate from boat access loop. The loop would be 1-way. The west end of, and entrance to, this loop would be in the approx. location of the existing restroom. Designate an area on the south side of the loop and at least 40 feet from the estuary where parking on the grass is allowed close to picnic sites. Provide a few defined parking spaces, 5 short spaces and 2 long spaces, near the proposed restroom/shower building .</p> <ul style="list-style-type: none"> • Install up to 15 picnic tables and BBQ pits in area between boat access loop and proposed camp loop. 	<ul style="list-style-type: none"> • Barriers to confine vehicles. • Boundary of grass parking area defined by low and visually pleasing barrier of native vegetation, rocks and/or wood. 	
D6	<p>Picnic Shelter:</p> <ul style="list-style-type: none"> • Construct a picnic shelter in the west portion of the picnic area. May include a fireplace. 	<ul style="list-style-type: none"> • Visually subordinate. • Max. ____ square feet. 	
	Trailhead		
D7	<p>Trailhead Parking:</p> <ul style="list-style-type: none"> • Construct trailhead parking on north side of realigned entrance road opposite the picnic area loop. Provide up to 10 short vehicle parking spaces. 	<ul style="list-style-type: none"> • Paved or unpaved. • Barriers to confine vehicles. 	
D8	<p>Trailhead and Interpretive Signs:</p> <ul style="list-style-type: none"> • Construct a trail orientation sign and an interpretive sign on the north side of the entrance road near the existing vacant building. • Construct another interpretive sign at the marsh edge northeast of the farm house site as shown on illustration. 	<ul style="list-style-type: none"> • Trailhead sign will orient trail users with map of island trails. • Interpretive sign next to trailhead sign will highlight the island ecology and history of the farm site. • Interpretive sign at marsh edge will interpret low, intermediate and high salt marsh biological communities. 	<ul style="list-style-type: none"> •

D9	<p>Trail connections:</p> <ul style="list-style-type: none"> Construct trails that connect with the island loop trail as shown on illustration. 	<ul style="list-style-type: none"> Designed for foot traffic only except as appropriate for disabled access. Unpaved. Stabilizing material only where needed. Boardwalks where needed. 	
	Campground		
D10	<p>Registration Kiosk:</p> <ul style="list-style-type: none"> Construct a small kiosk for self-service campground registration the north side of the entrance road, opposite the picnic loop entrance. 	<ul style="list-style-type: none"> Visually subordinate. Any exterior lighting will be hooded. Any exterior lighting will be hooded. 	
D11	<p>Camp Loop:</p> <ul style="list-style-type: none"> Construct a 1-way camp loop between the west end of the county property and the farm house site. The south half of the loop would involve reconfiguration of the west portion of the county campground. The north half of the loop would extend just north of the former farm house site. The inside of the north portion of the loop should be considered for locating a subsurface drain field. Both ends of the loop should function either for groups or general camping. Provide up to 30 camp sites with tables & fire pits and no utility hook-ups. Reserve 1 centrally located site for the camp host. Install 2 group fire pits, one near each end of the camp loop. Install water spigots at key locations. 	<ul style="list-style-type: none"> Paved or unpaved loop road. Vehicle parking pads unpaved. 	

D12	<p>Group Shelter:</p> <ul style="list-style-type: none"> Construct a group shelter within or near the north portion of the camp loop. May include a fireplace (2 sites shown on illustration). 	<ul style="list-style-type: none"> Visually subordinate. Max. ____ square feet. 	
	Restroom & Shower Building		
D13	<ul style="list-style-type: none"> Construct a new centrally located restroom and shower building that would serve both the campground and day use areas, and remove the existing restroom building. Provision of flush toilets and showers will depend on the feasibility of on-site wastewater disposal. Alternatively, a vault toilet building would be substituted. 	<ul style="list-style-type: none"> Visually subordinate. Any exterior lighting will be hooded. 	
	Dump Station		
D14	<ul style="list-style-type: none"> Construct a new RV dump station and remove the old station. Consider locating the new station along a driveway connection between the picnic loop and the boat access loop, as shown on the illustration. 		



Legend

OPRD/County Boundary — — — — —

Wetland Edge

Trail

ADA Trail

D3 Boating Access
 • Designated parking spaces: 6 short, 5 long

D5 Picnic Area Parking:
 • Parking in designated grass area (assume 15 vehicles)
 • Parking spaces for walk-in sites: 5 short, 2 long

Central Facilities Concepts
Alternative D: Redesign Camping & Day Use
 September 2001 Draft

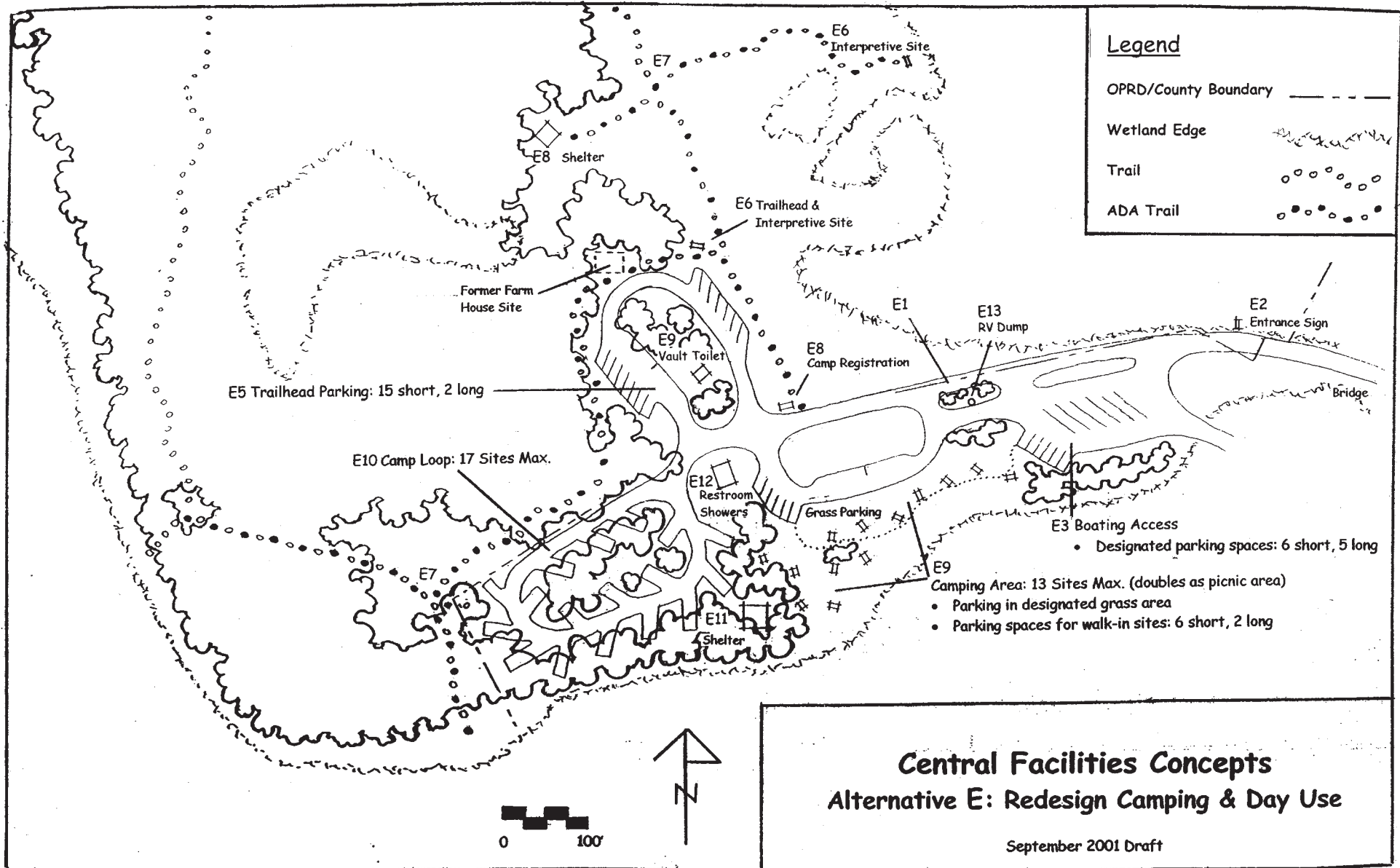
Alternative E: Redesign Camping & Day Use

ID#	Project Description	Design Standards	Reviews/Approvals Needed
	Park Entrance		
E1	Entrance Road: <ul style="list-style-type: none"> • Realign existing entrance road as shown on illustration, on high ground at or near north edge of county property. 	<ul style="list-style-type: none"> • Max. 18 ft. travel width. • Paved or unpaved. 	
E2	Entrance Sign: <ul style="list-style-type: none"> • Construct park entrance sign at or near west end of bridge and east end of county property. • Install a park sign at the intersection of the access road and Tierra Del Mar Loop Road, and advance signs at ¼ and ½ mile distances from the intersection. 	<ul style="list-style-type: none"> • OPRD sign manual standards. 	
	Boating Access Area		
E3	Boating Access Loop and Parking: <ul style="list-style-type: none"> • Reconfigure boat access area as a loop with access to entrance road separate from the proposed east camp loop. Provide adequate staging and turn around area for vehicles towing small boat trailers. • Provide up to 6 short vehicle parking spaces for boaters and divers. • Provide up to 5 long vehicle parking spaces for vehicles with boat trailers. 	<ul style="list-style-type: none"> • Preferably unpaved provided vehicles can be adequately directed and confined without striping. Pave if striping is necessary. • Provide signage warning boaters to be aware of divers and vice versa. 	
E4	Fish Cleaning Station: <ul style="list-style-type: none"> • Install fish cleaning station near the boat staging and parking area. (Not shown on illustration.) 		
	Trailhead		
E5	Trailhead Parking: <ul style="list-style-type: none"> • Construct a 1-way trailhead parking 	<ul style="list-style-type: none"> • Paved or unpaved. • Barriers to confine vehicles. 	

	loop on the north side of the realigned entrance road. The trailhead loop entrance would be aligned opposite the proposed east camp loop entrance, and the exit would be aligned opposite the west camp loop exit, as shown on illustration. Provide up to 15 short vehicle parking spaces.		
E6	Trailhead and Interpretive Signs: <ul style="list-style-type: none"> Construct a trail orientation sign and an interpretive sign east of the farm house site. Construct another interpretive sign at the marsh edge northeast of the farm house site as shown on illustration. 	<ul style="list-style-type: none"> Trailhead sign will orient trail users with map of island trails. Interpretive sign next to trailhead sign will highlight the island ecology and history of the farm site. Interpretive sign at marsh edge will interpret low, intermediate and high salt marsh biological communities. 	
E7	Trail Connections: <ul style="list-style-type: none"> Construct trails that connect with the island loop trail as shown on illustration. 	<ul style="list-style-type: none"> Designed for foot traffic only except as appropriate for disabled access. Unpaved. Stabilizing material only where needed. Boardwalks where needed. 	
	Campground		
E8	Registration Kiosk: <ul style="list-style-type: none"> Construct a small kiosk for self-service campground registration on the north side of the entrance road near the entrance to the proposed trailhead parking loop and opposite the entrance to the proposed east camp loop as shown on illustration. 	<ul style="list-style-type: none"> Visually subordinate. Any exterior lighting will be hooded. 	
E9	East Camping Area: <ul style="list-style-type: none"> Reconfigure the east portion of the existing camp ground as a separate camp loop as shown on illustration. The loop road would be 1-way. The west end of, and entrance to, this loop 	<ul style="list-style-type: none"> Paved or unpaved loop and defined parking. Barriers to confine vehicles. Boundary of grass parking area defined by low and visually pleasing barrier of native vegetation, rocks 	

	<p>would be in the approximate location of the existing host site.</p> <ul style="list-style-type: none"> • Install up to 13 camp sites with picnic tables and fire pits, and no utility hook-ups, on the south side of the loop in the area between boat access loop and the proposed west camp loop. Designate an area on the south side of the loop where parking on the grass is allowed in conjunction with 7 or 8 of the 13 camp sites. Parking on the grass will be limited to an area at least 40 feet from the estuary. The remaining 5 or 6 camp sites should be walk-in sites, as shown on the illustration. Provide 6 defined parking spaces near the proposed restroom/shower building for the walk-in sites. Provide 2 long vehicle parking spaces on the inside of the loop, as shown. • Install water spigots at key locations. 	<p>barrier of native vegetation, rocks and/or wood.</p>	
E10	<p>West Camp Loop:</p> <ul style="list-style-type: none"> • Reconfigure the west portion of the existing campground as a separate 1-way camp loop, as shown on illustration. • Provide up to 17 camp sites with tables and fire pits and no utility hook-ups. The loop will function either for groups or general camping. Reserve one camp site at the east end of the west loop for a campground host. • Install a group fire pit in the center of or near the loop. • Install water spigots at key locations. 	<ul style="list-style-type: none"> • Paved or unpaved loop road. • Vehicle parking pads unpaved. 	
E11	<p>Group Shelter:</p>	<ul style="list-style-type: none"> • Visually subordinate. 	<ul style="list-style-type: none"> •

	<ul style="list-style-type: none"> Construct a group shelter between the west and east camp loops. May include a fire place. 	<ul style="list-style-type: none"> Max. ____ square feet. 	
	Restroom & Shower Building		
E12	<ul style="list-style-type: none"> Construct a new restroom and shower building on the south side of the entrance road between the camp loops. Remove the existing restroom building. Provision of flush toilets and showers will depend on the feasibility of on-site wastewater disposal. Alternatively, a vault toilet building would be substituted. 	<ul style="list-style-type: none"> Visually subordinate. Any exterior lighting will be hooded. 	
	Dump Station		
E13	<ul style="list-style-type: none"> Construct a new RV dump station and remove the old station. Consider locating the new station along a driveway connection between the east camp loop and the boat access loop, as shown on the illustration. 		



Legend	
OPRD/County Boundary	-----
Wetland Edge	~~~~~
Trail	o o o o o
ADA Trail	• • • • •

Central Facilities Concepts Alternative E: Redesign Camping & Day Use

September 2001 Draft

XII. Resource Management Guidelines

OPRD prepares objectives and guidelines to direct park managers and staff regarding resource management decisions.

Natural Resource Management

OPRD Natural Resource Policy

As stewards of the natural resources entrusted to the Commission, it shall be the policy of Oregon Parks and Recreation Department to:

1. Proactively manage the natural resource base for its contribution to the regional landscape, as well as, its function within a site specific planned landscape.
2. Actively cooperate and communicate with our public and private neighbors to promote compatible programs and practices.
3. Inform, involve and educate the public in significant planned management actions, including the scientific and practical aspects of current management techniques and strategies.
4. Consider the significant ecological, recreational and aesthetic qualities of our resources to be the highest priority.

Develop and follow management programs and action plans which exemplify excellence in resource stewardship, fulfill the agency mission, are guided by the management intent of our property classification system and meet or exceed federal, state and local laws and regulations.

OPRD Natural Resource Management Objectives

The natural resource management guidelines are based on the following system-wide objectives and on a summary of the detailed mapping of the park's vegetation, protected species and wildlife habitat completed for the master plan, and on park-wide ecosystem patterns. A summary of the natural resources in the park can be found in the Heritage Assessment Summary. Detailed resource mapping for the park is available for viewing at the OPRD Salem headquarters office, or the Area office.

The following objectives have been established by OPRD to guide natural resource management decisions for the Department's properties statewide. These general objectives were considered in combination with the particular resource situations on Whalen Island to determine specific objectives for the park, which follow this section.

1. Protect all existing high quality, healthy, native Oregon ecosystems found within OPRD properties. (Based on Oregon Natural Heritage ecosystem types and OPRD definition of high quality.)
 - a. Generally, allow successional processes to proceed without intervention.
 - b. Identify and monitor existing high quality ecosystems for the presence of threats to a desired type or condition. Determine whether there are changes desired in ecosystem type or condition, based on consultation with Oregon Department of Fish and Wildlife, the Oregon Natural Heritage Program, the Oregon Department of Agriculture Protected Plants section, county resource groups and any federal resource management agencies that may apply.
 - c. Manage the resource to eliminate any unacceptable threats or to attain desired ecosystem conditions and types.
 - d. Following a natural or human-caused catastrophic event, such as major fire, windthrow, landslide or flooding, etc., determine what management actions are needed, if any, to attain a desired ecosystem condition or type.
2. Generally, restore/enhance existing low quality OPRD resources, to a higher quality, desired ecosystem type and condition, based on consultation with natural resource agencies as to what a desired ecosystem should be for the park, and for the region of the park. Retain some low quality areas for future recreational use and development, as identified in the park master plan.
3. Manage all OPRD properties to protect existing occurrences of state or federally listed or candidate species to the approval of jurisdictional agencies:
 - a. Broaden species management plans into ecosystem management plans that include the monitoring and management of indicator species.
 - b. For selected lands, in consultation with natural resource regulatory agencies, determine how best to manage for protected species recovery and related desired ecosystem type and condition.
4. Manage all OPRD lands and uses to keep erosion, sedimentation, and other impacts on important resources at an acceptable level.
5. Identify and acquire additional lands, or enter into management partnerships with landowners, to provide long term viability for important natural resources found within OPRD properties, as needed.
6. In areas of high quality ecosystems or habitats, endeavor to provide opportunities for the public to experience the following:
 - a. Sights, sounds, smells and feeling of ecosystems representative of Oregon and the region;
 - b. Understanding of the ecosystem structure, composition and function;
 - c. Larger views of the landscape of which the ecosystem is a part.

7. In selected areas of low quality natural resources, manage for:
 - a. Popular or attractive native plants or animals, appropriate to the local ecosystem;
 - b. Desired views or settings;
 - c. Desired cultural landscape restorations for interpretation.
8. Place, design and construct facilities that provide public access to high quality ecosystems or habitats in a manner that avoids significant impacts on the ecosystems.
9. For those OPRD properties or sites which are historically significant and which have been identified by the Department as priority sites for emphasizing cultural resource protection, management and interpretation, manage the natural resources in the cultural resource areas to support cultural resource interpretation, unless this would result in unacceptable conflicts with protected species or areas of special natural resource concern.
10. Manage OPRD natural resources to protect visitors, staff, facilities and neighboring properties from harm.
11. Manage OPRD natural resources to protect them from threats from adjacent or nearby properties or their use.
12. Limit the use of non-native plants to developed facility areas or intensive use areas, and as is needed to withstand intensive use and to provide desired amenities such as shade, wind breaks etc.. Wherever possible, use native species in landscaping developed sites.

Natural Resource Management Guidelines for Whalen Island

1. Forest Management

Most of the forested areas of the island consist of early to mid-seral coniferous forest and dune woodland associations. In the coastal climate, the young forest can be expected to grow rapidly. Forested areas will require appropriate levels of on-going, professional management to ensure that growth progresses toward a healthy, mature forest of mixed coniferous and deciduous patches. Loss of shore pine due to infestation of pine beetle is a primary concern on the island.

A detailed forest management plan must be prepared for long term forest management of the park. Management actions outlined in the forest management plan will address the following:

- Maintaining a healthy forest structure and species composition over time.
- Specific sites within the forest where views are desirable will require intensive management toward screened views through mature forest over time.
- Riparian corridors will be managed for retention and enhancement.

- Recreational facility areas will require management to retain open space with a grassy grade, shade trees where desired and screening vegetation where needed. Eventually, when trees mature, on-going hazard tree management will be needed to protect park visitors and facilities.
- Any thinning operations in the park will be planned to keep to a minimum the threat of windthrow.
- Forest management will be planned to accomplish effective forest fire fuel control as needed within the park.
- The forest will be managed to retain an appropriate level of woody debris and snags for habitat purposes.
- The OPRD forester will prepare a detailed forest management plan for the park soon after adoption of the master plan.

2. Wildlife Management:

The OPRD property on Whalen Island supports important ecological links between the forested uplands and the surrounding Sand Lake estuary. The planned park facilities, with the exception of foot trails, are located to avoid all but the least valuable natural resource areas. The foot trails will be carefully placed and designed to prevent significant impacts on the integrity of the ecological resources. Any trail crossing over wetlands will be designed in a manner that does not disrupt the hydraulic continuity. OPRD will consult with regulatory agencies on such crossings.

The Oregon Watershed Enhancement Board (OWEB) has a conservation easement that covers the estuarine marsh lands on the east side of the island and includes an adjacent 50-foot wide non-estuarine buffer along most of the island's upland-estuarine edge. Any encroachment of planned foot trails into this easement must be approved by OWEB. OPRD will place signs at key locations along the trail to discourage visitors from venturing from the trail and to educate visitors about the importance and sensitivity of the marsh lands.

The more mature forested areas of the island may support nesting of marbled murrelet. A survey for this species has been recommended. OPRD will conduct the survey prior to development of any segments of the island loop trail that pass through likely areas and implement any pertinent management actions needed for the protection of this species.

Studies for the snowy plover recovery plan have identified the beach at the mouth of Sand Creek as a site intended for implementation of recovery efforts for this species. The island itself is not identified as a recovery area for plover nesting. Therefore, this is not an issue to be addressed by this master plan.

The park has some potential for attracting cougar and bear. Recent cougar sightings near the county park have been reported. OPRD will implement its cougar and bear education program for park visitors. If conflicts arise, OPRD will work with ODFW to determine appropriate actions. In general, OPRD's policy is to educate visitors on how to avoid confrontations.

3. Sensitive Plant Species Management

A large population of large-headed sedge, a rare occurrence in Oregon, has been identified on the upper beach along the island's west shore. Although there is no indication that recreational uses on the island pose a threat to this resource, OPRD will consult with representatives of the Oregon Natural Heritage Program regarding any measures that may be needed to prevent such impacts.

Areas of the west dune potentially support rare lichens and mosses. Certain areas on this dune have also been identified as significant wildlife habitat. The proposed island loop trail and its connections to the beach are located to minimize intrusions into these areas. Impacts on some of the more sensitive areas could potentially result from hikers looking for short cuts from the designated trail to the beach. OPRD will place signs along the trail that orient visitors to the beach connections, that discourage visitors from leaving the designated trail, and that educate visitors about the sensitivity of these areas.

4. Exotic Plant Species Management

The condition of several plant associations is compromised by invasions of exotic species. OPRD will set priorities for restoration of these areas over time. The areas where problems are apparent include the following:

- European beachgrass and scots broom are invading the shore pine / bearberry association around open sand areas on the dune ridges on the western edge of the island. This is one of the highest priorities for restoration.
- European beachgrass is invading the red fescue association in small areas on the west side of the west dune. This is one of the highest priorities for restoration.
- English Ivy has infested the shore pine/hairy manzanita association in an area near the southern end of the old dune ridges northwest of the campground.
- Scots broom has infested areas around the southern and western edges of the shore pine / salal – evergreen huckleberry association along the western edge of the island and the west dune.
- European beachgrass is invading the American dunegrass association in small areas along the south and western shore of the island.
- Holly is well established in the old farm site, and should be removed to prevent it from spreading into the forested areas.

5. Shoreline Erosion

Shoreline erosion is occurring along the shore of the county park in the east campground area, causing a progressive loss of recreation area that is used most heavily by the park visitors. This is largely a natural result of water action, although it may be exacerbated by the recreational uses. Stabilization of this shoreline is needed. The County may want to consider various alternatives for stabilizing the shore using native vegetative and/or structural methods. The County may also want to consider disallowing vehicles close to this shoreline.

Shoreline erosion is also occurring at the island's northwest edge. The continued use of a few renegade trails that ascend the steep dune face from the beach could potentially accelerate erosion. OPRD will place signs at these locations that orient visitors to the designated trail connections and that discourage the use of renegade trails. If renegade trail use continues, fencing or armoring may be needed. OPRD will monitor this problem and determine if such actions are warranted.

6. Water Conservation

Three sources of water supplies are being considered for the park development. The Tierra Del Mar Water District currently provides water to the county park, and may be capable of serving the collective uses proposed in this master plan. (The district will be consulted on this matter prior to the adoption of this master plan.) The state park property also has water rights to a surface water source on the hill east of the Tierra Del Mar Loop Road. This is reportedly a reliable water source, but the diversion and delivery facilities need redevelopment. The third alternative, or possible back-up source, is the underlying dunal aquifer.

Water conservation measures are prudent whichever water source alternative proves to be most feasible and reliable. All restroom and shower facilities proposed by this master plan will be designed with low-flow fixtures. Any irrigation of landscaping will also incorporate low water use methods. If water availability proves to be a problem, OPRD may substitute vault toilets for flush toilets and not provide showers.

7. OWEB Conservation Easement

The OWEB conservation easement covers the estuarine portion of the OPRD property, on the east side of the island to the main channel of Sand Creek, and a 50 foot wide non-estuarine buffer along most of the upland-estuarine edge. The activities that are allowed within the easement are limited to habitat conservation and scientific research and education only. Trail development in the easement is generally not allowed, however, OWEB may be agreeable to allowing minor segments of the planned trail system to extend into the easement in order to provide limited public access to the estuarine edge. Any trail development within the easement must be approved by OWEB.

Other types of recreation not specified under the terms of the conservation easement are also not allowed without the agreement of OWEB. This means that activities such as hunting, kayaking, hiking, bird watching, etc. that otherwise occur in this area are not allowed within the easement without OWEB's concurrence. This also means that, in providing access for these activities where they are allowed, OPRD cannot provide such access where the access is gained by crossing the easement. OPRD must direct the activities to areas where they are allowed and away from the conservation easement. For example, the marsh lands to the east and north of the easement must be accessed by boat, or from other properties, rather than from the planned trails in the state natural area.

OPRD will work with OWEB to determine what specific measures are appropriate to provide recreational access to the surrounding estuarine lands in a manner that is consistent with the intent of the conservation easement.

Scenic Resource Management

There is no formal department policy on scenic resource management except for general guidance provided by OPRD's mission statement, and OPRD's setting definitions developed for the Statewide Outdoor Recreation Plan. These OPRD settings definitions are applied in the master plan assessments. However, the department has a long history of placing emphasis on acquiring and managing properties for scenic enjoyment, and continues that tradition in its management actions.

The opportunities for scenic views are abundant on Whalen Island, from the bridge that leads to the island, from the beaches, from the county park and the old farm site, and from numerous other locations in the island's interior. For the developed areas of the island, the enhancement or management of views will emphasize the visual qualities associated with structures. The "Development Concepts" chapter includes the requirement, under the "design standards", that structures be visually subordinate to the setting. This is generally accomplished through the appropriate use of architectural design, colors, materials and vegetation.

Other actions to enhance or manage scenic views pertain to views from the island loop trail. The trail design will target key viewpoints where views from the trail to the surrounding estuarine landscape, Sand Creek and the ocean are desirable. Because most of the trail will be through forested areas, management of the forest to enhance or maintain views from key points will be needed. In some cases this involves selective cutting or pruning of shrubs or the lower limbs of trees to provide thinly screened views through the forest. Occasionally, the removal of a few trees is needed. On-going vegetation management will be needed to maintain the views.

The choice of scenic viewpoints to be enhanced and managed will target key points along the trail on both sides of the island. The west dune ridge offers opportunities for views out to the mouth of Sand Creek and the ocean. The island's highest point is one key viewpoint along this ridge. The former trailer site on the island's west side is a place

where a view out to the ocean could be made accessible to disabled visitors. On the east side, the key viewpoints include the upland “points” that reach into the estuary, where panoramic views of the estuary are possible. Some of the dune hummocks along the east side may also offer view opportunities. The former trailer site north of the farm house site, where a shelter is proposed, should be managed for its open view. This site is also proposed for disabled access.

Cultural Resource Management

One prehistoric site has reportedly been found on Whalen Island, but its location is confidential. Necessary surveys for historic and prehistoric occupation will be conducted prior to development of park facilities, including trail development, and any important sites will be protected.

The cultural history of the island is important to the local community and of interest to many visitors, and will be documented and interpreted as part of the master plan implementation.

Interpretive Guidelines

Interpretation of the island’s natural and cultural history is appropriate to communicate to visitors the island’s ecological and local cultural importance. Successful resource interpretation enhances visitor experience and provides information that assists the agency in management of the resources.

The overall OPRD Interpretive Services Program Goal is to heighten and increase public understanding, appreciation and enjoyment of the natural and cultural resources of the OPRD system. However, subordinate goals listed below must also be implemented to aid in future park management and public understanding of the agency and how they can participate in supporting the agency:

1. Promote public understanding of our agency’s mission and mandates.
2. Provide visitors with enjoyable and inspirational park experiences.
3. Accomplish management goals by encouraging thoughtful use of resources.
4. Enhance the agency image as competent cultural and natural resource managers.
5. Help generate broad-based agency support.

Interpretive Themes

The interpretive themes that will guide the design of interpretive sites in the park are:

- The island's natural history, biological resources, and importance in the efforts to preserve and restore regional ecological functions and values.
- The island's cultural history.

XIII. Land Use Approval Requirements

Development of park uses and facilities in the state natural area is governed by Tillamook County under the provisions of the County's Comprehensive Plan. The County's Comprehensive Plan is acknowledged by the Land Conservation and Development Department Commission (LCDC) pursuant to the statewide land use goals, statutes and related administrative rules.

This master plan has been formulated through the master planning process described under OAR 736 Division 18 and OAR 660 Division 34. The master planning process includes procedures for coordinating with affected local governments to obtain local approval of the master plan.

Development Permits

Except where specifically noted in the master plan, all of the projects described in the master plan are granted conceptual land use approval by Tillamook County upon the County's approval of the master plan, as provided in OAR 660-03400030(2). However, development permits are still required for most of the projects. Prior to beginning construction, the project manager is responsible for consulting with the County and obtaining the necessary permits. The specific requirements for obtaining development permits for a project, and the kind of local permitting process required, may vary from one project to another. The time required for completing development permitting process may also vary substantially, therefore, the project manager should consult with the County early enough to assure that the permitting process is completed prior to the target date for beginning construction.

Prior to issuance of development permits for a project, Tillamook County will review the project plans and specifications through the County's development review process to assure that the project proposed for construction is consistent with the conceptual design and description of the project in the adopted master plan and with any applicable development standards in the County's development code. Because the master planned projects are conceptually approved with the approval of the master plan, the development review process for a project cannot result in denial of the project, provided that the project is consistent with the master plan and any applicable development standards.

Variations from the Master Plan

Under the provisions of OAR 736-018-0040, OPRD may pursue construction of a park use that varies from an adopted master plan without first amending the master plan provided that the variation is minor, unless the master plan language specifically precludes such variation. Any specific project design elements that cannot be changed by applying the "Minor Variation" rule are indicated in the design standards for the projects in the master plan.

The OPRD Director must determine that a proposed variation from the master plan is “minor” using the criteria in OAR 736-018-0040. A minor variation from the master plan which is approved by the Director is considered to be consistent with the master plan, contingent upon the concurrence of Tillamook County.