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ARCHIVES DIVISION
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NOTICE OF PROPOSED RULEMAKING
INCLUDING STATEMENT OF NEED & FISCAL IMPACT

CHAPTER 635
DEPARTMENT OF FISH AND WILDLIFE

FILED
02/26/2026 2:37 PM
ARCHIVES DIVISION
SECRETARY OF STATE

FILING CAPTION: Sauvie Island Beaches Parking Permits

LAST DAY AND TIME TO OFFER COMMENT TO AGENCY: 04/24/2026 5:00 PM

The Agency requests public comment on whether other options should be considered for achieving the rule's substantive goals while reducing negative economic impact of the rule on business.

CONTACT: Roxann Borisch
503-947-6314
roxann.b.borisch@odfw.oregon.gov

4034 Fairview Industrial Drive SE
Salem, OR 97302

Filed By:
Roxann Borisch
Rules Coordinator

HEARING(S)

Auxiliary aids for persons with disabilities are available upon advance request. Notify the contact listed above.

DATE: 04/24/2026

TIME: 8:00 AM - 5:00 PM

OFFICER: ODFW Commission

IN-PERSON HEARING DETAILS

ADDRESS: Lincoln City Cultural Center, 540 NE Hwy 101, Lincoln City, OR 97367

SPECIAL INSTRUCTIONS:

This hearing will be conducted as a hybrid meeting, providing an opportunity to give testimony either in person or virtually. Additional information regarding participation will be posted on our website at www.dfw.state.or.us/agency/commission/minutes/. The meeting can be viewed at www.youtube.com/user/IEODFW. Any changes to the meeting format (to virtual only if emergency arises) will be posted to our website as soon as possible.

NEED FOR THE RULE(S)

The rules will help to alleviate traffic and parking congestion in the area. A new permit system will help to address overcrowding, especially during peak visitation days during the summer. By targeting overcrowding in the area, rules will allow for benefits through the quality of recreational activities and increased public safety.

DOCUMENTS RELIED UPON, AND WHERE THEY ARE AVAILABLE

1. Staff report prepared for the Oregon Fish and Wildlife Commission hearing on 04/24/2026, including the presentation and all provided materials.

A copy of the rules and the other documents relied upon for this rulemaking [the above document(s)] are available from the Oregon Department of Fish and Wildlife, Fish Division, 4034 Fairview Industrial Drive SE, Salem, Oregon 97302-1142. Contact Roxann Borisch at 503-947-6314 or Roxann.B.Borisch@odfw.oregon.gov to view by appointment

between the hours of 8:00 a.m. and 4:00 p.m., on normal working days, Monday through Friday.

STATEMENT IDENTIFYING HOW ADOPTION OF RULE(S) WILL AFFECT RACIAL EQUITY IN THIS STATE

The Department has solicited input from representatives of underrepresented communities likely to be affected on whether the proposed rule will have a fiscal impact on the community, the extent of the fiscal impact, and whether the rules will have significant impact on underrepresented communities. <https://www.dfw.state.or.us/OARs/index.asp>

FISCAL AND ECONOMIC IMPACT:

The adoption of a seasonal limited entry permit system through the new Sauvie Island Beaches Parking Permit will have impacts on state and local government agencies, as well as on recreational beach users and locals who live in the area. Small businesses that cater to beach visitors may see spillover effects related to reduced recreationist traffic during the months in which the Beaches Parking Permit is required. The potential economic and fiscal impacts to these groups are described in greater detail below.

Fiscal and economic impacts discussed in this document pertain only to the proposed rules at the time of writing this fiscal impact statement.

COST OF COMPLIANCE:

(1) Identify any state agencies, units of local government, and members of the public likely to be economically affected by the rule(s). (2) Effect on Small Businesses: (a) Estimate the number and type of small businesses subject to the rule(s); (b) Describe the expected reporting, recordkeeping and administrative activities and cost required to comply with the rule(s); (c) Estimate the cost of professional services, equipment supplies, labor and increased administration required to comply with the rule(s).

(1) Identify any state agencies, units of local government, and members of the public likely to be economically affected by the rule(s).

A. The state agencies that are expected to be affected by the implementation of Sauvie Island Beaches Parking Permits are the Oregon Department of Fish and Wildlife (ODFW) and the Oregon State Police.

The operation and maintenance of the greater Sauvie Island Wildlife Area (SIWA) is funded through user fees (parking permit and license sales) as well as excise taxes through the U.S. Fish and Wildlife Service's Wildlife Restoration Program (Pittman-Robertson funding). However, beach sites on the property have more funding limitations, as funding from Pittman-Robertson funds cannot be used to maintain all beach areas. New requirements for a Sauvie Island Beaches Parking Permit (Beach Parking Permit) at Walton, Collins, and North Unit beaches have the potential to increase ODFW revenues, especially in cases where the beach visitor had previously been using a Wildlife Area Parking Permit that was a free add-on to their license (this is the case for Sports Pac, Combination, and Pioneer license types). Visitors parking at Walton, Collins, and North Unit beach areas would need to have a Sauvie Island Beaches Parking Permit for each parking space used during the proposed Beaches Parking Permit restricted period (June 15 through the end date on Labor Day through the end date on Labor Day). Beach visitors would be encouraged to obtain their beach parking permit prior to driving to Sauvie Island so parking would be available to them on the day of their visit. Any additional revenue generated would help maintain and enhance associated site benefits to wildlife and the public use of the area. It is also likely that any additional funding would help to maintain current service levels at beach sites due to inflationary pressures and other factors.

While it is difficult to estimate the exact amount of Beach Parking Permit revenue that would be generated from the new permit system, using visitor counts from the 2025 summer pilot program ODFW can calculate a ballpark revenue

estimate. With 19,788 “free” beach permits issued last summer from July 4 through September 1, and assuming a \$10 daily parking permit and \$30 seasonal parking permit (both would be sold at limited quantities to help alleviate limited beach parking congestion issues) we estimate -with the assumptions that that over the course of the year; 500 seasonal beach passes would be available and an additional 20,000 passes would be composed of daily passes- total annual revenues generated would be around \$215,000. There are many other factors that could impact the actual amount of revenue the Beach Parking Permits may generate. This includes number of warm peak use days, visitor price sensitivity, and refinements to the number of daily permits issued as ODFW learns through program implementation the quantity of daily permits to allocate throughout the year during peak and non-peak visitation days. Many of the factors that would impact the revenue generated by permits would depend on how the Commission decides to adopt these proposed rules and could vary based on the number of permits, daily/seasonal split of permits, and costs of permits.

Implementation of the seasonal limited entry parking permit system for Sauvie Island Beaches described in the proposed rules is expected to impact ODFW staffing. Last year’s pilot implementation of the Beaches Parking Pass placed a significant burden on SIWA, North Willamette Watershed District, and Headquarters staff, who worked weekends and holidays to manage the new system. This level of effort is not expected to be sustainable using only existing staff without incurring significant opportunity costs due to reduced capacity for current SIWA summer habitat management work which coincides with the proposed Beach Parking Permit implementation period. As such, it is expected that implementation of the Beach Parking Permit system would require two additional Full-Time Seasonal Technician positions. The workload for these positions would cover assisting in the implementation of a traffic management plan and serving as liaisons providing ODFW guidance to the traffic management vendor in addition to broader fish and wildlife-related duties. The annual cost of these two positions is estimated to be \$52,688. Additional services & supplies (S&S) costs of \$4,500 per year are estimated to be required for permit reader boards and updated signage at SIWA. If the Commission elects to move forward with a permit check station at SIWA, ODFW anticipates the need to hire a contractor to staff this check station during weekends and potentially also on high-traffic hot weather days throughout the Beach Parking Permit season. The cost of this permit check station contractor has been estimated at \$75,000 per year. Total annual implementation costs to ODFW are thus estimated to be \$132,188. It is expected that these costs would be covered by revenues generated from the Sauvie Island Beaches permit and existing SIWA budget.

For impacts to the Oregon State Police (OSP), it is not anticipated that these rules will result in any increases to operations and expenditures. An established Beaches Parking Permit System would likely provide enforcement benefits and help allow OSP to continue to provide enforcement at SIWA, which is currently already stretched thin, especially in the summer during peak visitation days. Reduced beach visitor congestion on peak use days may result in a reduction in the frequency of public safety issues which would also help to reduce the current strains on the agency’s already limited enforcement resources in the area.

B. Units of local government are not expected to be adversely affected by these rules. ODFW cannot be completely sure if any changes would be significant enough to reduce local agencies’ operations or expenditures. If there is reduction in calls to local government law enforcement resulting from a reduction in crime and/or emergency medical responses, as a result from less overcrowding at beaches, as well as it being easier for emergency vehicles to get to an emergency situation in the area should one occur, then those would be benefits to local agencies such as the Multnomah County Sheriff’s Department, Columbia County Sheriff’s Department, and the Sauvie Island Fire Department. ODFW has received a letter of support for the proposed Beaches Parking Permit program from the Sauvie Island Fire Department.

C. The public would be affected by the rules, particularly those who visit Walton, Collins, and North Unit beaches as well as residents who live in the Sauvie Island area. Generally, Wildlife Areas like Sauvie Island have a positive economic impact on Oregon, as these sites provide ecological benefits, as well as recreational and educational opportunities to the public.

Visitors who plan to park at the Walton, Collins, and North Unit beaches during the Beaches Parking Permit restricted period (from June 15 through Labor Day) will need to obtain a Sauvie Island Beaches Parking Permit. Outside of this period, visitors planning to park here would only be required to obtain the usual ODFW Wildlife Area Parking Permit. An ODFW Wildlife Area Parking Permit currently costs \$10 for a daily permit and \$30 for an annual permit. This permit is included for free with an annual Oregon hunting license, combination hunting and fishing license, or Sports Pac. Individuals who historically used their ODFW Wildlife Area Parking Permit obtained through the purchase of a license would no longer have free access to beaches during the Beaches Parking Permit restricted period and would face an additional cost to obtain a Beaches Parking Permit when parking in the defined areas. Under the proposed rules, these individuals who already held an annual Wildlife Area Parking Permit (as a result of prior purchase of a bundled license, as described above, or separate purchase of an annual ODFW Wildlife Area Parking Permit earlier in the year) would have an estimated cost increase of \$10/per vehicle per visit during the Beaches Parking Permit restricted period. However, there will also be a limited number of seasonal Beaches Parking Permits available, expected to cost \$30, and individuals holding these seasonal permits may have a lower additional cost per visit than the larger group assuming they have more than three visits during the Beaches Parking Permit restricted period. The final additional costs for users already in possession of ODFW Wildlife Area Parking Permits ultimately depend on what the Commission decides to do to address the beach parking congestion issue in SIWA.

Reducing vehicle congestion also has positive impacts and locals who live in the area would likely benefit from the new system. Overall, while there may be fewer beach recreationists/more deciding to carpool with a group, the changes are made with the intention that those who enjoy the affected beaches can more easily obtain a parking spot and the recreational experience may be of higher quality for those who use beach parking, especially during the summer on peak use days.

(2) Effect on Small Businesses: (a) Estimate the number and type of small businesses subject to the rule(s);

It is expected that the adoption of the rules could result in some negative spillover effects for small businesses that cater to beach visitors, due to a reduction in SIWA beaches recreation-related traffic during the Beaches Parking Permit restricted period. There is potential that if fewer trips in total are made to SIWA due to implementation of a limited access parking permit system for the Walton, Collins, and North Unit beaches then there could be a reduction in demand for goods and services sold to outdoor beach recreationists. A potential increase in carpooling behavior (more recreationalists per-vehicle visiting SIWA) may offset or mitigate these negative spillover effects to some degree, though ODFW does not have data from which these effects could be precisely estimated.

The type of businesses that could potentially experience spillover fiscal impacts from a decrease of recreation on SIWA beaches due to implementation of the Beaches Parking Permit include businesses that supply goods and services to outdoor beach recreationists. These may include tourism and sport activities, food and beverage stores, gas stations, bars and restaurants. ODFW is unable to estimate the exact number of businesses and the degree to which they may be affected on an individual level.

(b) Describe the expected reporting, recordkeeping and administrative activities and cost required to comply with the rule(s);

These specific types of compliance costs are not anticipated at the time of writing this fiscal impact statement.

(c) Estimate the cost of professional services, equipment supplies, labor and increased administration required to comply with the rule(s).

These specific types of compliance costs are not anticipated at the time of writing this fiscal impact statement.

DESCRIBE HOW SMALL BUSINESSES WERE INVOLVED IN THE DEVELOPMENT OF THESE RULE(S):

A trial run of limited entry beach parking was implemented last summer during the peak use of the Sauvie Island Wildlife Area beaches from July 4 through September 1, 2025.

ODFW contacted vendors selling daily parking permits on Sauvie Island, including Cracker Barrel, Island Cove, and Reeder Beach Resort, prior to initiating the pilot program last summer and communicated through the season. Store owners expressed concern that reduction in beach traffic would negatively affect their businesses.

WAS AN ADMINISTRATIVE RULE ADVISORY COMMITTEE CONSULTED? NO IF NOT, WHY NOT?

An Administrative Rule Advisory Committee was not consulted, however, department staff received input from the public, individual landowners, and other affected user groups.

Additionally, at the Commission hearing, public correspondence and testimony is accepted into the record as part of the rulemaking process.

RULES PROPOSED:

635-008-0053, 635-008-0147

AMEND: 635-008-0053

RULE SUMMARY: The proposed rules create a Sauvie Island Beaches Parking Permit required for parking at Walton, Collins, and North Unit beaches June 15 through the end date on Labor Day. There will be a limited number of these permits available to address the problem of congestion. The Sauvie Island Beaches Parking Permit is separate from the parking options included in ODFW's annual Wildlife Area Parking Permits which would still be needed to park in any designated areas of Sauvie Island or other ODFW wildlife areas, including Sauvie Island Beaches outside of the summer season described above.

CHANGES TO RULE:

635-008-0053

Procedures for Issuance and Enforcement of Parking Permits for Department Wildlife Areas ¶¶

The Oregon Department of Fish and Wildlife hereby adopts the following procedures relating to issuance and enforcement of parking permits for certain vehicles on Department Wildlife Areas where parking permits are required:¶¶

(1) Parking may be limited to designated parking areas. A parking permit is required at all times for parking at all designated wildlife areas where a Wildlife Area Parking Permit is required. Refer to specific wildlife area regulations listed in these rules.¶¶

(2) Fee parking areas are designated by ODFW approved signs.¶¶

(3) One of the following permits is required: an annual permit or a daily permit.¶¶

(4) The fee for parking permits is \$8.00 (plus \$2.00 agent fee) for permits issued on a daily basis or \$28.00 (plus \$2.00 agent fee) for permits issued on an annual basis beginning each January 1. Any annual hunting license (including Combination and Sports Pac) will include a free annual parking permit.¶¶

(5) A Sauvie Island Beaches Parking Permit is required to park at Walton, Collins, and North Unit beaches from June 15th through Labor Day. This permit is different from the Wildlife Area Parking Permit, which is not valid at these beaches during this period. Wildlife Area Parking Permits are valid at Walton, Collins, and North Unit beaches only from the day after Labor Day until June 14th. The fee for a Sauvie Island Beaches parking permit is \$8.00 (plus a \$2.00 agent fee) for daily permits, or \$28.00 (plus a \$2.00 agent fee) for seasonal permits. Seasonal permits are valid from June 15 through Labor Day. The number of Sauvie Island Beaches Permits will be limited to balance access and safety considerations. The Director or designee will determine the number of seasonal and daily Sauvie Island Beaches Parking Permits available.¶¶

(6) Permits are issued by agents, Department offices that sell licenses and the Department's Electronic Licensing System to a party upon payment and may be transferred from vehicle to vehicle.¶¶

(67) The permits must be visible from outside the vehicle and be displayed in the front or rear window of the vehicle. A party may write their ODFW ID number, as shown on their parking permit, and display it as valid proof of permit. The permit and/or ODFW ID number must be clearly displayed and legible. A party may only display their ODFW ID number as proof of permit if the person assigned that ODFW ID number has acquired a valid parking permit and was transported to or from the wildlife area in that vehicle on the day the ODFW ID is displayed. Each vehicle must display a unique parking permit.¶¶

(78) No parking permits will be required for those vehicles which are owned or operated by government agencies. Notwithstanding paragraph (5), the Department reserves the right to issue free administrative parking permits for private vehicles used by volunteers while participating in official Department-related activities or to participants involved in a Department sponsored hunter recruitment event. Parking permits will not be required for individuals arriving in private vehicles to address fire, health or safety emergencies.¶¶

(82)(a) A person who parks a motor-propelled vehicle in violation of restrictions established and posted under OAR 635-008-0051 through 635-008-0053 commits an offense punishable as provided in ORS 496.992;¶¶

(b) The procedure for a peace officer (or other person authorized to enforce the wildlife laws) to follow upon finding a non-government vehicle parked in a designated fee parking area without a permit shall consist of the issuance of a citation which shall be either delivered to the defendant or placed in a conspicuous place upon the vehicle in the violation.¶¶

(c) A person who is the registered owner of an unattended motor-propelled vehicle parked in violation of the restrictions established and posted under OAR 635-008-0051 through 635-008-0053 shall be presumed to have violated OAR 635-008-0053(8)(a). It is an affirmative defense to a prosecution of the registered owner of a vehicle under subsection (8)(a) of this section that the use was not authorized by the owner, either expressly or by implication.

Statutory/Other Authority: ORS 496.012, 496.138, 496.146

Statutes/Other Implemented: ORS 496.012, 496.138, 496.146

AMEND: 635-008-0147

RULE SUMMARY: The proposed rules create a Sauvie Island Beaches Parking Permit required for parking at Walton, Collins, and North Unit beaches June 15 through the end date on Labor Day. There will be a limited number of these permits available to address the problem of congestion. The Sauvie Island Beaches Parking Permit is separate from the parking options included in ODFW's annual Wildlife Area Parking Permits which would still be needed to park in any designated areas of Sauvie Island or other ODFW wildlife areas, including Sauvie Island Beaches outside of the summer season described above.

CHANGES TO RULE:

635-008-0147

Rules Regarding Public Use for Sauvie Island Wildlife Area ¶¶

The Sauvie Island Wildlife Area is open to wildlife-oriented public use compatible with the goals and objectives contained in the 2012 Sauvie Island Wildlife Area Management Plan unless otherwise excluded or restricted by the following rules:¶¶

- (1) Hunting is prohibited except by daily hunt permit. The permit must be possessed at all times by users and must be completed and returned at the end of the day.¶¶
- (2) Discharging firearms is prohibited except for shotguns on designated Dog Training Areas, Trapshooting Areas, or as authorized during game bird and game mammal season.¶¶
- (3) The wildlife area is closed to the public between 10 pm and 4 am.¶¶
- (4) Camping is prohibited.¶¶
- (5) All dogs must be on leash, except:¶¶
 - (a) While accompanied by a licensed hunter when being used to hunt during authorized seasons on Sauvie Island Wildlife Area, including while going to or coming from hunting locations, or;¶¶
 - (b) Pursuant to a valid "Competitive Hunting Dog Trial Permit" or "Sauvie Island Wildlife Area Individual Dog Training Permit."¶¶
- (6) Domestically-raised game birds may only be released, pursued or taken pursuant to:¶¶
 - (a) A valid "Competitive Hunting Dog Trial Permit" or;¶¶
 - (b) A valid "Game Bird Release Permit for Hunting Dog and Raptor Training" and a "Sauvie Island Wildlife Area Individual Dog Training Permit" or;¶¶
 - (c) As authorized by the Department.¶¶
- (7) Open fires are prohibited.¶¶
- (8) Any vehicle found parked or unattended on the Wildlife Area between the hours of 10 pm and 4 am, or obstructing public access, may be towed at the expense of the registered owner or owners.¶¶
- (9) No person shall possess or use lead shot at any time.¶¶
- (10) Horses and bicycles are restricted to roads open to vehicles.¶¶
- (11) Portions of Sauvie Island Wildlife Area are closed to all entry except by hunting permit during authorized waterfowl hunting seasons.¶¶
- (12) Portions of Sauvie Island Wildlife Area will be closed from the end of waterfowl hunting season through April 30 each year.¶¶
- (13) The use of air guns, BB guns and paintball guns is prohibited.¶¶
- (14) Operation of boats in Sturgeon Lake Refuge is prohibited from Oct. 1 to April 15. Operating boats over 5 mi per hour is prohibited on all area lakes. Sturgeon Lake Refuge is closed to all hunting year-round.¶¶
- (15) Closed to hunting of furbearers, predators, unprotected and protected wildlife (except black-tailed deer, rabbit, crow, Eurasian collared-dove and game birds).¶¶
- (16) Trapping is prohibited.¶¶
- (17) ODFW Wildlife Area Parking Permit is required.¶¶
- ~~(18) except for Walton, Collins, and the North Unit beaches parking areas from June 15th through Labor Day (see 18).~~¶¶
- (18) ODFW Sauvie Island Beaches Parking Permit is required to park at Walton, Collins, and North Unit beaches parking areas from June 15th through Labor Day.¶¶
- (19) No person shall possess or use alcoholic beverages or consumable products containing alcohol from May 1 through September 30 on the Wildlife Area except ODFW employees, family members and guests of the employee may possess and use alcohol on agency owned residential property leased by the employee. Statutory/Other Authority: ORS 496.012, 496.138, 496.146

Statutes/Other Implemented: ORS 496.012, 496.138, 496.146