

CAMA # 2908
2 & 5

→ Add discussion
on pg 13 of notes
look at other discussions
after breakfast

1 Cape Hatteras National Seashore – Off-road Vehicle Management Plan
2 Alternatives Development Meeting
3 Manteo, NC 10.18.2007 and 10.19.2007 8:30AM
4
5

6 **In attendance:**

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Doug McGee	NPS - Cape Hatteras National Seashore		

→ provide intros
for breakfast

8
9 **I. Welcome and Introductions / Review of Meeting Purpose and Objectives**

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10 Dana Otto welcomed the group and led the introductions. Sandy Hamilton discussed that the
11 objective of the meetings was to develop options for management actions that can be put towards
12 an ORV plan. She cautioned the group not to be constrained by what they've done before.
13

14
15 Mike Murray asked the NPS staff where they liked to walk on the beach. Most people indicated
16 that they enjoy walking on the beach in the non-ORV areas. Mike stated that what's been going
17 on for the last 30 years couldn't continue. He urged the group to think beyond the status quo and
18 to be objective and creative and think about all the sides of the issue.
19

20 **II. Review Data Gaps and Data Needs**

21
22 Lori Fox asked the group to identify data needs for the project because it takes a lot of research
23 and data to evaluate alternatives and go through impacts analysis. She indicated that the group
24 had previously gone through the Environmental Screening Form.

1

2 ***Soundscapes data needs***

3 Sandy informed the group that there was a soundscapes program in Fort Collins that can quantify
4 noise and that she would contact them to get more information and to see if they could come to
5 the seashore and help determine noise levels. The group indicated that Oregon inlet was a large
6 gathering place in summer and especially on holidays. Some users often drop their vehicles into
7 two-wheel drive and try to spray lots of sand. This behavior also occurs at restricted areas such
8 as Ramp 4, Ramp 23, Ramp 44, and Ramp 55. Generally, noise is concentrated at gathering
9 points but it probably doesn't affect ambient noise levels.

10

11 ***Traffic data needs***

12 The Park currently has five traffic counters in place at congested areas and have enough ordered
13 for the rest of the ramps. Of the existing counters in place, three have been in place since the
14 summer and the other two since the end of the summer. Park staff agreed that traffic counters
15 were needed on the Sound side, but they cost about \$700 each. It was mentioned that Canadian
16 Hole and Spur Road were two places on the Sound side that needed traffic counters. Spur Road
17 is not displayed on the park map, but has been digitized by staff. The Park also gets traffic
18 counts by aerial observation. Aerial counts are fairly comprehensive but are just a snapshot of
19 beach use at a particular moment in time. Park staff indicated that they need to schedule a
20 meeting and decide how to proceed with gathering comprehensive traffic count data. Nora
21 indicated that the Park should dedicate someone to handle the gathering of traffic information.
22 Nora agreed to provide Dana Otto with the specific details of the actual device that counts the
23 traffic. Dana indicated that she would get this information to engineers at Louis Berger Group so
24 that they could help with the traffic analysis. Park staff suggested the possibility of hiring a
25 contractor to do the traffic counts because it would be a large burden on park staff. The group
26 indicated that there were no plans to do more aerial counts although it would be helpful to do
27 more flyovers at different times and also to do flyovers on the Sound side. Bob Trick (the pilot)
28 provides data for weekly reports. Kite point is frequently used by kite boarders. Parking at Kite
29 Point is very crowded and vehicles are damaging vegetation in the area. Dana noted the
30 importance of establishing consistency in data gathering methods. Park suggested that they hire
31 a data collection and analysis specialist due to staffing issues at the seashore. Dana offered to
32 talk to the transportation division at Louis Berger to see if they could assist with this process.
33 Sandy indicated that Butch Street should also take a look at the data. The group agreed that data
34 needs included the total numbers of users, the timing of the use, measurement of night-time use,
35 and peak use period counts. The Superintendent indicated that all counters should be installed by
36 January 2008 and that someone on the park staff needed to be assigned to be responsible.

37

38

39 ***Night skies data needs***

40 The park staff indicated that the "night skies team" would be coming out from Denver in
41 November to do a survey and evaluate the resource and that Meghan would be the point of
42 contact. The group said that Cape Hatteras probably has the least light pollution of any seashore
43 on the east coast. The staff expressed a need to do a survey of all artificial lighting on the ground
44 to establish a baseline. Sandy said that she thought that the night skies team would also evaluate
45 areas outside the park, where most of the light pollution seemed to originate. In order to address
46 light pollution, the group thought that it would be necessary to involve county and city staff.

1 Because the villages shut down in the winter time, the night skies teams needs to know that light
2 pollution will be less than normal (summer) pollution. It was suggested that the park look to
3 Florida for an example of how to deal with light pollution, since they regulate light on beaches
4 for turtles everywhere. Members of the group indicated that Nags Head may have a night
5 lighting plan that may require some lights to be shut off at 10:00PM, in order to reduce light
6 pollution.

7
8 ***Air quality data needs***

9 The group decided that air quality was not a significant issue and that most vehicle drivers don't
10 leave their engines idling. Sandy indicated that the project team still needed to look at this issue
11 from the perspective of global warming.

12
13 ***Visitor use data needs***

14 The Superintendent stated that parking is a key issue at the seashore. It was stated that there are
15 approximately 1000 parking spaces in Seashore including those at the Pea Island National
16 Wildlife Refuge. There may not be enough parking spaces at the seashore, so people may be
17 driving onto beach to park. There are approximately 35,000 to 50,000 people on Hatteras Island
18 during July and August. Park staff indicated that they would like to see the county do something
19 in the villages to address the shortage of parking spaces. Sandy indicated that she would like to
20 know the total number of parking spaces on each island. Park staff indicated that there was no
21 public parking on Hatteras Island and only four spaces in Salvo. The group discussed the
22 possibility of providing public shuttles for beach access. It was mentioned that in 2003 the
23 county asked the Park Service to develop public parking spaces. Park staff indicated that they
24 have GIS layers for the parking areas that should be field checked and that the park will contact
25 the county for parking data.

26
27 ***Viewshed data needs***

28 Park staff indicated that a baseline description of the viewshed would be helpful. Sandy
29 suggested that the park could use the existing mile marker system to document what a visitor
30 might see from each marker, including from the Sound side. The park should decide what they
31 want visitors to see and experience. Megan indicated that the boundary between ORV use areas
32 and non-ORV use areas is a critical issue. Also, the timing of viewshed analysis baseline is very
33 important as one would see mostly vehicles in October and mostly visitors in the summer
34 months.

35
36 ***GIS data needs***

37 The group discussed that the park had no GIS data for the Sound side. It was stated that the
38 North Carolina Department of Transportation had aerial photography of erosion on the Sound
39 side. Park staff expressed the need to determine who has LIDAR and SWASH data available.
40 The Park's GIS department indicated that they had data and metadata on nesting locations for sea
41 turtles. The Park has less quantifiable data for shore birds, including fledge dates, chick
42 numbers, and mortality rates. Currently, the birds aren't banded so it's difficult for Park staff to
43 keep track of specific birds. Park staff believed that the Fish and Wildlife Service would allow
44 the Park Service to band birds at the Seashore. It was discussed that a bird study had been
45 completed for Bodie Island. Park staff indicated that they couldn't determine exactly what had
46 happened to the piping plover chicks and that it could be predation or other impacts. The group

1 concurred that the Oystercatchers that were banded really helped the Park gather data. For
2 example, it was noted that one Oystercatcher nested five times on Hatteras, which couldn't be
3 determined without the use of banding. The group expressed the need to use critical indicators to
4 quantify resource impacts in order to save money, time, and resources. It was also decided that
5 there is a need for better data on colonial waterbirds and that the Fish and Wildlife Service could
6 help supply the necessary data.

7 8 ***Geological Data Needs***

9 Some Park staff indicated that LIDAR data would be helpful but questioned the need to spend
10 time collecting current data on escarpments. The Park Superintendent stated that there was
11 current data available that indicates that weather is the biggest factor on beach erosion and not
12 vehicle use. The group discussed the fact that the sand is very different on the beach side than it
13 is on the sound side and that previous studies by Paul Godfrey in the 1970s could be helpful,
14 especially with analysis of the Sound side. Sandy asked if there was a need to do a baseline of
15 vegetation at sound side and Park staff indicated that it was. Some individuals called attention to
16 the current problems with Phragmites and other invasive species at the seashore. The staff
17 indicated that the "veg-map" program that was done in the 1990s would be helpful in any
18 baseline vegetation mapping on the sound side.

19 20 ***Safety data needs***

21 The group discussed the need to obtain and document records of traffic accidents and other
22 incidents related to beach driving such as DUI, speeding, and unsafe operation. The Park
23 superintendent discussed a recent near miss that almost resulted in a child getting run over by a
24 vehicle driving on the beach. The Park agreed to provide five years of traffic incident data to
25 Louis Berger, but that it might be hard to determine if a specific violation occurred on or off the
26 beach. Enforcement staff indicated that only law enforcement officials are permitted to review
27 traffic incident records.

28 29 ***Visitor experience/conflicts***

30 Sandy asked the Park staff if they would provide examples of types of complaint letters that the
31 park has received. Sandy explained the need to have something in the record that shows that the
32 Park has received visitor complaints regarding beach driving. The Park staff indicated that the
33 Outer Banks Visitors Bureau had studies of visitor use and experience. It was discussed the
34 General Management Plan from 1982 may be too old to use for this type of information.

35 36 37 **III. Identify "Sideboards" of Alternatives Development**

38
39 Dana read Park Purpose and Significance statement from EA. Sandy explained to the group that
40 the Purpose, Need, and Objectives were especially important in the "Alternatives Development"
41 process.

42
43 Sandy also provided a brief summary of Purpose, Need, and Objectives handout. The purpose
44 and need for action and objectives were developed by the IDT during internal scoping, and
45 reviewed, adjusted as needed, and confirmed following public scoping. Alternatives must
46 resolve the purpose and need for action and meet the objectives to a large degree.

1
2 “Purpose” is an overarching statement of what the plan must do to be considered a success.

3 The purpose of this plan is to develop regulations and procedures that manage ORV
4 use/access in the Seashore to:

- 5 – Protect and preserve natural and cultural resources and natural processes.
- 6 – Provide a variety of appropriate visitor use experiences while minimizing conflicts
7 among various users.
- 8 – Promote the safety of all visitors.

9
10 Need is an overarching statement of why action is required.

11 An ORV management plan is needed to:

- 12 – Bring the Seashore in compliance with Executive Orders 11644 and 11989 respecting
13 ORV use, and with NPS laws, regulations (36 CFR 4.10), and policies to minimize
14 impacts to Seashore resources and values.
- 15 – Address the lack of an approved plan, which has led over time to inconsistent
16 management of ORV use, user conflicts, and safety concerns.
- 17 – Provide for protected species management in relation to ORV use upon expiration of
18 the *Cape Hatteras National Seashore Interim Protected Species Management*
19 *Strategy/EA* (NPS 2006a) and associated *Biological Opinion and Amendment* (USFWS
20 2006 and 2007).

21 Objectives are “what must be achieved to a large degree for the action to be considered a
22 success” (NPS Director’s Order 12). Objectives must be grounded in the park’s enabling
23 legislation, purpose, significance, and mission goals and must be compatible with direction and
24 guidance provided by the park’s general management plan, strategic plan, and/or other
25 management guidance.

26 27 **MANAGEMENT METHODOLOGY**

- 28 – Identify criteria to designate ORV use areas and routes.
- 29 – Establish ORV management practices and procedures that have the ability to adapt in
30 response to changes in the Seashore’s dynamic physical and biological environment.
- 31 – Establish a civic engagement component for ORV management.
- 32 – Establish procedures for prompt and efficient public notification of beach access status
33 including any temporary ORV use restrictions for such things as ramp maintenance,
34 resource and public safety closures, storm events, etc.
- 35 – Build stewardship through public awareness and understanding of NPS resource
36 management and visitor use policies and responsibilities as they pertain to the Seashore
37 and ORV management.

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NATURAL PHYSICAL RESOURCES

- Minimize adverse impacts from ORV use to soils and topographic features, e.g., dunes, mud flats, etc.

THREATENED, ENDANGERED, AND OTHER PROTECTED SPECIES

- For threatened, endangered, and other protected species (e.g., state-listed species) and their habitats, minimize adverse impacts related to ORV uses as required by laws and policies, such as the Endangered Species Act, the Migratory Bird Treaty Act, and NPS laws and management policies.

VEGETATION

- Minimize adverse impacts to native plant species related to ORV use.

OTHER WILDLIFE AND WILDLIFE HABITAT

- Minimize adverse impacts to wildlife species and their habitats related to ORV use.

CULTURAL RESOURCES

- Protect cultural resources such as shipwrecks, archeological sites, and cultural landscapes from adverse impacts related to ORV use.

VISITOR EXPERIENCE

- Manage ORV use to allow for a variety of appropriate visitor use experiences.
- Minimize conflicts between ORV use and other uses.

VISITOR USE

- Ensure that ORV operators are informed about the rules and regulations regarding ORV use at the Seashore.

VISITOR SAFETY

- Ensure that ORV management promotes the safety of all visitors.

SEASHORE OPERATIONS

- Identify operational needs and costs to fully implement an ORV management plan.

- 1 – Identify potential sources of funding necessary to implement an ORV management
2 plan.
3 – Provide consistent guidelines, according to site conditions, for ORV routes, ramps, and
4 signage.

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7 **IV. Identify Challenges with Current ORV Management**

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9 Dana asked the group what was not working well with the Interim Protected Species
10 Management Plan (IPSMS). Park staff provided the following information:

- 11
12 • The low numbers of broods enabled staff to monitor all nests, but with normal sized
13 broods staff probably couldn't monitor properly and with the frequency needed. Park
14 officials tried to get people trained before May 1st, although piping plover season starts
15 April 1st. Many staff performed both turtle and plover monitoring, which can create
16 timing conflicts. This past season, the Park had experienced birders doing monitoring,
17 but staff indicated that it doesn't always occur that way because often the monitors don't
18 have the proper experience. Surveying times and frequencies in the Biological Opinion
19 were met, but wouldn't have been met if all the broods had survived.
20
21 • Sea Turtle monitoring was successful and there were some relocations. However, the
22 Park didn't meet the Biological Opinion requirements for turtle monitoring. There were
23 85 recorded turtle nests but there were many more false crawls than nests.
24
25 • The Park didn't meet the Biological Opinion requirements for Piping Plover hatch rates.
26
27 • Overall, staff indicated that they would need considerably more resources to meet the
28 Biological Opinion criteria. They were only given \$275,000 to implement the program
29 but probably needed \$400,000 to \$450,000. The group indicated that monitoring from
30 dawn to dusk is very resource intensive and requires overtime pay.
31
32 • Park law enforcement staff prioritizes investigating a DUI versus investigating bird
33 closure violation. Therefore, in order to implement to interim plan, the Park needs
34 additional financial resources to pay for a third shift that can devote more time to
35 protection of park resources.
36
37 • Staff indicated that predator control is a huge issue, especially the feral cat population at
38 the seashore. Proper handling and disposal of predators is a sensitive issue. There are
39 certain members of the public that don't want the Piping Plover numbers to increase
40 because it could restrict their access to the beach. Park staff stated that they had done
41 quite a bit of trapping this year.
42
43 • The person that was helping with park interpretation and education was funded by the
44 project and was available last year but not funded this year. Twelve seasonal employees
45 from Buxton were tied to the Lighthouse funding and the area around lighthouse.

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- The Park has been able to improve the communication of beach closure information to the public due to the weekly beach access report and the ORV page on the website. Community partners such as the Outer Banks Visitor Bureau know where to get beach closure information and appreciate the Park's website data. In general, ORV users do not appreciate resource monitors because they can implement more beach closures. However, park staff agreed that the smaller buffers in the interim strategy probably resulted in more overall beach access. Park staff noted that the general public didn't seem to mind more monitors and closures.
 - The Park superintendant stated that the interim strategy could become cumbersome with increasing bird numbers and that increasing workload has not been complimented with any increased funding. He indicated that the interim strategy doesn't deal with many of the critical ORV management issues. Also, there has been a reluctance to accept the interim strategy because it's just a short term plan and is not a permanent solution.

17 **V. Format for Break Out Sessions / Alternative Elements and Developing Scenarios**

18

19 Dana provided a brief overview of format and goals for the breakout sessions. Dana reviewed the handouts with group, explaining organization of management measures according to initial cut of what would and would not be applicable at Cape Hatteras. The group discussed management measures applicable to Seashore conditions, those not applicable, and why.

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24 **VI. Discuss Adaptive Management**

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28 **VII. Define User Groups and Typical Areas of Current Use**

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30 Using poster-size maps of each island (Bodie, Hatteras, and Ocracoke), the group defined typical user groups at the Seashore and highlighted typical congregation areas for each user group and access points to these areas. The chief Rangers of each district/island used the poster-sized maps to illustrate the areas where each user group congregated on each island.

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35 ***Bodie Island***

36 Using the map of Bodie Island, John McCutcheon summarized the user groups on the island. He indicated that Pea Island National Wildlife Refuge was not considered in his discussion. John described that kite-boarding was causing impacts primarily from vehicles passing and parking on the beach. The Park Service has sent kite-boarders to the area to be trained. John stated that ramp 46 on the sound side and ramp 23 on the ocean side were existing boat launch areas that were no heavily impacted.

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43 ***Hatteras Island***

44 WHO indicated that ramp 27 is the district line between Bodie Island and Hatteras Island. He stated that the parking area between ramp 27 and ramp 30 usually contained about 25 cars on the beach that were usually related to recreational, non-ORV use. He confirmed that there was some

1 vehicular use starting in September in front of Avon and that the Park Service opens this area to
2 vehicles during this time per the interim strategy. He stated that there was not heavy use south of
3 the Avon sound access, but that traffic has increased along ramp 58 and ramp 59 on that sound
4 side due to kite boarding and surfing, and because that area is extremely easy to see and access
5 with only a two-wheel drive vehicle. John indicated that the area between ramps 38 and 43 is
6 usually a pedestrian zone with a guarded beach in summer. He stated that there was very heavy
7 ORV traffic from ramp 43 to the point. Generally, there have been increasing user conflicts
8 between kite boarders and fishermen. He indicated that from south beach to ramp 49 is prone to
9 heavy ORV traffic which mostly consists of fishermen. At Frisco Village there is a pier and bath
10 house which is accompanied by a parking lot that holds approximately 30 to 40 cars. John stated
11 that the narrow beach from Frisco to ramp 55 is usually closed due to safety concerns. The area
12 south of ramp 55 is heavily used by ORVs. ORV users can easily drive down the Pole Road and
13 connect to the Spur Road to gain access to the end of Hatteras Island. Therefore, the end of
14 island has been heavily used since the Spur Road opened. Due to its heavy use, the Spur Road is
15 getting wider and wider. In closing, John indicated that, from a resource perspective, the Sound
16 side has been more heavily impacted by ORV use.

17 *Ocracoke Island*

18 Kenny Balance provided a summary of the uses and impacts on Ocracoke Island. Kenny
19 indicated the three most heavily used areas for ORVs:

- 20 • The area between ramp 70 to the South Point spit contains 70% of the ORV use on
21 Ocracoke Island and involves the use of 300-325 cars in the months of July and
22 August. This area contains Oystercatcher and Piping Plover nests. Kenny indicated
23 that there was a traffic counter at ramp 70 and that a counter was needed at ramp 72.
24 He also confirmed that the area between ramp 70 (near airstrip) and ramp 68
25 (campground) was completely closed to ORV traffic from May until September.
26
- 27 • The area between ramp 68 and ramp 67 contains 20% of the ORV traffic on Ocracoke
28 Island. Kenny stated that the area between ramp 67 and ramp 59 was closed to beach
29 driving all year for safety reasons but was still open to pedestrian use. He indicated
30 that the Pony Pen area contains a parking lot and has a boardwalk.
31
- 32 • The area around ramp 59 contains about 10% of ORV use on the island and there is
33 also a parking lot located there.
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37 Kenny stated that there were four major sound side access roads on the island and that that
38 northernmost contains the highest amount of use, which comprises about 10 vehicles per day.
39 Kenny indicated that he didn't believe that there were any issues with kite boarding or wind
40 surfing on Ocracoke Island. He stated that the Village was working on a tram system which
41 should be operational in 1½ to two years. Seven bridges were to be replaced this year on the
42 island. Kenny informed the group that many visitors liked to launch kayaks and canoes off the
43 island. He confirmed that parking was allowed along Route 12 just like on Hatteras Island.
44

45 Following the individual island presentations, the group then participated in a general discussion.
46 It was stated that all of the campgrounds have paved beach access. Park staff discussed the need

1 to overlay the high intensity visitor use areas and high intensity resource locations. The
 2 Superintendent suggested that maybe should have pedestrian-only restrictions in areas of high
 3 resource potential. There was some general discussion of adaptive management and how the
 4 ORV Management plan should be flexible enough for managers to make necessary adjustments.
 5 The Park superintendant stated that Cape Cod National Seashore put a lot of detail into their plan
 6 and it became problematic to adapt. The Caps Hatteras Plan should strike a good balance
 7 between specificity and flexibility.

10 **VIII. Breakout Session #1**

12 Breakout groups convened for 30 minutes to define different scenarios that could be considered
 13 at Cape Hatteras. Each group considered scenarios specific to one Ranger District—Bodie,
 14 Hatteras, and Ocracoke—that account for providing a variety of visitor experiences. Groups
 15 factored in elements that include providing access (e.g., ADA compliance, access points,
 16 parking, alternative transportation) and consider safety (both pedestrian and ORV). Each
 17 breakout groups presented the draft scenarios they developed to the entire group for discussion.

19 ***Group A - Bodie Ranger District***

21 *Option 1: Expand Non-ORV Area at Ramp 1 and 2 (Gateway to the Seashore)*

- 22 • Close Ramp 2 and create a new ramp at mile 2.5
- 23 • Establish the ½ mile between Ramp 2 and the newly established Ramp 2.5 as a year-
 24 round, non-ORV area
- 25 • Expand existing parking areas around Ramps 1 and 2 providing pedestrian access to the
 26 beach

28 *Option 2: Close Bodie Island Spit*

- 29 • Close spit to ORV during summer months
- 30 • Establish 1/2 - ¾ mile boardwalk through marsh area for pedestrian and anglers to access
 31 the Spit
- 32 • Increase parking area at Ramp 4

34 *Option 3: Expand Pedestrian Areas*

- 35 • Expand non-ORV area from Ramp 1 south to MM 2.25
- 36 • Open non-ORV area from Ramp 4 north to MM 3.75 to establish ORV free area in front
 37 of campground

39 *Option 3.5: Expand Winter ORV routes*

- 40 • During the winter provide an ORV corridor from ramp 1 to the inlet [rationale the
 41 bathhouse is closed, the campground is closed and at present there are few pedestrians in the
 42 winter in this area.]

44 *Option 4: Establish an Entrance Station*

- 45 • Staff year-round entrance station at Ramp 4, establishing a number of vehicles allowed
 46 entry at one point in time and/or provide education

- 1 • If the entrance is for capacity control, access from Ramp 2 (or the alternative 2.5 ramp)
 2 would be controlled
 3 • Charge entrance fee at Ramp 4 year-round, to pay for entrance station staff
 4 • Establish ORV carrying capacity from Ramp 4 to the spit (first come first serve or by
 5 permit)
 6
 7

8 *Option 5: Provide Soundside Access*

- 9 • Provide access to off-island inlet [what is this?] Provide access behind the lighthouse for
 10 kayaking and canoeing, etc. by opening to ORV the existing road behind lighthouse
 11 which is currently open to pedestrians (Currently there is not much soundside access on
 12 Bodie Island)
 13

14 *Option 6: Provide ORV Access Seasonally*

- 15 • Open entire beach on Bodie Island to ORV during winter time
 16 • Provide Options 1, 2, 3 closures only in summer
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 18

19 *Option 7: Provide Larger Parking Lots, Bodie Island South*

- 20 • Increase parking at Ramp 23. Area north would be pedestrian access, south of ramp
 21 would be ORV access.
 22 • Between ramps 23 and 27, add parking and a boardwalk – no ORV access ramp
 23 • Add a bathhouse Clarify – where?
 24 • Increase parking at the Salvo campground and provide alternative transportation to the
 25 beach
 26 • Close Ramp 23 to one mile north of Ramp 27 to ORV use year round; expanding parking
 27 lot at Ramp 23 and closing ORV access to beach (not a high ORV use area, cottages are
 28 expanding)
 29 • Establish non-ORV area from the tri-village area to north of Ramp 27
 30

31 *Option 8: Provide a Water Taxi*

- 32 • Build an additional parking lot at the Oregon Inlet fishing center and have a water
 33 taxi/shuttle under a CUA down to the spit (Oregon Inlet). Alternatively, use the boat
 34 ramp at New Inlet (soundside) on Pea Island for the water taxi/shuttle rather than using
 35 the OI fishing center.
 36

37 *Option 9: Increase ORV Access with Resource Closures*

- 38 • Increase ORV access in “fringe areas” when there are resource closures (e.g., increase
 39 ORV access north of Ramp 4 to some extent. This is more applicable to high use season
 40 when ORV use is high.)
 41
 42

43 ***Group B - Hatteras Ranger District***

44 *Option 1: Establish ORV and Non-ORV Use Zones*

- 45 • Establish use zones in the following areas (seasonally or year round):
 46

- 1 ○ Open Ramp 43 to Cape Point to ORV
- 2 ○ Designate ORV corridor from 1 mile north of Ramp 27 to Ramp 34 Close Tri-
- 3 village area south to one mile north of Ramp 27 to ORV access
- 4 ○ Close Ramp 34 to Ramp 43 to ORV access (includes villages)
- 5 ○ Close Ramp 23 to 1 mile north of ramp 27 to ORV and establish a non-ORV area
- 6 year round, expand parking at ramp 23 and close the ramp. [rationale this is not a
- 7 high use ORV area, cottage rentals are growing, the natural viewshed is good in
- 8 this area]
- 9 ○ Leave Ramp 23 open and add additional parking for pedestrians [this area doesn't
- 10 have heavy ORV use at present]
- 11 ○ Designate a non-ORV area from xx north of Avon to ramp 38. Close Ramp 38 to
- 12 ORV access and expand parking,
- 13 ○ Close area between ramp 49 and 55 and designate as a non-vehicle area
- 14 ○ Designate a corridor from Ramp 55 towards end of the spit for ORV use
- 15 ○ Establish an ORV corridor around the upper part of the beach at South Beach in
- 16 front of the Frisco campground
- 17 ○ Soundside:
- 18 1. Canadian Hole – expand the parking lot and close ramps 58 and 59
- 19 (soundside ramps),
- 20 2. maintain ramps 57 and 60 for ORV access, replace and upgrade signs
- 21 and use bollards or another method to mitigate the resource damage
- 22 currently occurring at ramp 57
- 23 3. Little Kinnakeet ramp: provide better signage to indicate old 4-wheel
- 24 drive spur roads are closed
- 25 ● Expand pedestrian areas close to villages
- 26 ● Establish heavy use areas as permit only areas, with capacity control (May allow for a
- 27 greater range of uses)
- 28 ● Require a permit for ORV use on the beach, charge a fee for the permit, and establish a
- 29 carrying capacity.

30
31 *Option 2: Shuttle System*

- 32 ● Expand day use area and create huge Salvo parking lot near Ramp 23
- 33 ● Provide large parking facility at Ramp 55 near museum
- 34 ● Provide free shuttle every 10 minutes

35
36 *Option 3: Establish Interdunal Road*

- 37 ● Create an interdunal access road from Ramp 44 to Ramp 49 as an alternate route, which
- 38 would (options below)
- 39 ○ Be used when there is a complete beach closures on South Beach (because it
- 40 will last longer if only used sporadically)
- 41 ○ Be open seasonally
- 42 ○ Be open all the time

43
44 ***Group C - Ocracoke Ranger District***

45
46 *Option 1: Provide a South Beach Alternative Transportation System*

- 1 • Close area south of Ramp 72 to ORV, providing access to South Beach through
2 commercially-run transportation system (e.g., operate a tram between Ramp 72 to the
3 beach; operate a water taxi from Silver Lake Harbor to the beach)
4
- 5 *Option 2: Increase ORV Areas Seasonally*
6 • Expand ORV access south of Ramp 59 from June through August (off-sets crowding
7 from resource closures elsewhere on the Island)
8
- 9 *Option 3: Provide ORV Access at Spits Only*
10 • Open two spits to ORV access and provide non-ORV areas in between
11 ○ Increase number of ramps and have more closures, creating a grid system to allow
12 for resource closures in ORV areas
13 ○ Allow ORV use areas to expand into non-ORV areas (pedestrian) during resource
14 closures at the spits
15
- 16 *Option 4: Create New Non-ORV areas*
17 • Create a swim beach at the north end of the island on the soundside
18
19
- 20 ***Parkwide Options***
21
- 22 *Option 1: Consistent Approach for the Villages*
23 • Establish/increase parking on the edge of all of the villages
24 • Establish year round closures to ORV on the beach in front of villages
25 • Expand non-ORV use areas (1/2 mile, one mile) on either side of the villages
26
- 27 *Option 1.5: Case-by-case Approach for the Villages*
28 • Establish dates for seasonal closures to ORV on the beach in front of each village
29 dependent on individual village circumstances
30 • Establish year round closures to ORV on the beach in front of some villages, but maybe
31 not all, depending on individual village circumstances
32 • Expand non-ORV use areas (1/2 mile, one mile) on either side of some, but maybe not all
33 villages dependent on individual village circumstances.
34
- 35 *Option 2: Cell System*
36 • Add more ramps (no more than 2 miles apart) where access to Hwy 12 exists to increase
37 flexibility in establishing full beach resource closures and prenesting closures in
38 historically used areas for American oystercatchers
39 • Provide strategic/limited use of interdunal roads where NC-12 is not present
40
- 41 *Option 3: Close Areas of Seashore to all Users for Resource Protection*
42
- 43 *Option 4: Designate 1 or 2 spits as open to pedestrians (but not to vehicles) year round*
44
- 45 *Option 5: Establish as a criterion for designating ORV routes that they would be where there is*
46 the least conflict with resources

1

2 **IX. Breakout Session #2**

3 (deferred until the next day)

4

5 **X. Permitting System Purpose**

6

7 Dana asked the group to discuss the purpose of a permitting system for ORV use

8

9 The park superintendant suggested that a permitting system could be an educational and training
 10 tool on the rules and regulations governing ORV use at the Seashore. He discussed the Cape
 11 Cod National Seashores permitting system that they've had for a long time and that 95% of the
 12 violations were committed by non-permitted users. He suggested that there may also be
 13 regulatory value to having a permit system in that the permit could be revoked due to a violation.
 14 If the permit system involved a sticker on the vehicle, this would enable the enforcement staff.
 15 Mike suggested that a potential value of a permit system could be cost-recovery by using a fee
 16 that would pay for rangers, permit issuers, amenities, air-stations, dumpsters, ranger vehicles,
 17 research, etc. He suggested that a potential downside of a permitting system would be that the
 18 public would view it as a regulatory tool that would be setting a limit on the number of ORV
 19 users and also seen as inconvenient and costly. There may also be some inconvenience due to
 20 location of permit issue stations, educational requirements if a video was required to be viewed,
 21 and registration time. Mike said that the park would need to ensure that it would be easy for the
 22 public to access permit issue stations and that we may want to set a limit on the number of
 23 permits issued after an acceptable use level is determined. The permit fee could be comparable
 24 to what Assateague or Cape Lookout uses. Mike continued by saying that Cape Lookout's fee
 25 system is based on cost-recovery. The discussion continued as the group suggested that the local
 26 citizens and users could want special consideration for park permits. It was stated that the park
 27 could issue weekly, monthly, and/or annual permits. Megan inquired about the possibility of
 28 sending out a visitor use survey as part of this process. Sandy indicated that the park would need
 29 permission from OMB if they were to talk to more than 12 people. It was stated that ORV user
 30 groups often see a permitting system as a bargaining chip but they're worried about the details of
 31 such a system. It was suggested that the park may have to compromise price for educational and
 32 regulatory value of permits. A member of the group estimated that there were currently 110,000
 33 ORV users annually at the seashore.

34

35

36 ADJOURN – reconvene next day at 8:30.

37

38

38 ***Action Items list from Day 1:***

39

40

41

42

43

44

45

46

- Norah – traffic counter info to Berger
- Call audio engineers about noise level monitoring – Sandy
- Berger review traffic counting needs and equipment, provide “straw man” methodology.
- Sandy to have Butch Street review
- Abra to field check parking spaces and numbers
- Traffic incident data (5 years) to Berger

- 1 • Determine existing (if any) Lidar and SWASH data – Berger
- 2 • Contact county to determine parking lots and numbers – Park
- 3 • Follow-up w/night skies on methodology and artificial light survey
- 4 • Park develop list of pressing monitoring needs for T/E – Britta
- 5 • NPS veg monitoring (sound side) – Sandy look into for data
- 6 • Visitor use conflict complaint letters – copies to Berger – Cyndy
- 7 • County visitor experience survey – Berger to follow up
- 8 • International Biosphere Reserve – requirements for designation (EQD)
- 9 • Get and look at PINWR sea turtle nest relocation protocol to determine reasons for
- 10 applicability/non applicability at CAHA (Berger)
- 11 • Look at examples of chick bird fencing at military installations for applicability/non
- 12 applicability at CAHA in selected situations (Berger)
- 13 • Example of “selected situation” at CAHA (Park)
- 14
- 15
- 16

17 **Meeting continued on Friday, October 19th. 8:30 AM**

18 **Breakout Session #2**

19
20
21 Breakout groups convened for 30 minutes to define different management elements that
22 could be considered at Cape Hatteras based on planning objectives and input received
23 through the public scoping process. Each breakout groups presented the draft scenarios they
24 developed to the entire group for discussion.

25 **Group A—Enforcement Options**

- 26 • Increase visitor access to information
- 27
 - 28 ○ Ensure enforcement has an educational component, e.g. provide equipment for
 - 29 education, video
 - 30 ○ Standardize signage on all ramps and provide explanation of regulations,
 - 31 violations, and fees.
 - 32 ○ Provide signage at seashore entrances
- 33 • Fine violations
- 34
 - 35 ○ Raise fines, especially related to dogs off leash and alcohol violations
 - 36 ○ For dogs off leash, lower fines for the first offense but increase fines for second
 - 37 offense to encourage citing more people with dogs off leash and reporting of
 - 38 violations (prevent not giving the citation because of the large fine, which at
 - 39 present is \$125 per dog)
 - 40 ○ Use tiered fine system
- 41 • Revise speed limits
- 42
 - 43 ○ Reduce current parkwide speed limit from 25 mph to 15 mph year round and
 - 44 increase enforcement
 - 45

- 1 ○ Provide electronic speed signs (“posted speed limit” -- “your speed” signs)
- 2
- 3 • Restrict some visitor uses
- 4 ○ Ban beach fires from 11 pm to 6 am
- 5 ○ Close access during high visitation weekends to highly congested areas (one
- 6 vehicle leaves, another allowed entry)
- 7 ○ Ban night driving in sea turtle nesting areas during the nesting season
- 8 ○ Enforce use limitations in the most populated areas
- 9 ○ Ban alcohol parkwide
- 10 ○ Close beaches to ORV 11 p.m. to 6:00 a.m. year round
- 11
- 12 • Use volunteers
- 13 ○ Enlist volunteers to provide information (including the beach ambassador
- 14 programs
- 15 ○ Use desk officer volunteers to field calls [need more info on this one]
- 16
- 17 • Establish permitting system
- 18 ○ Revoke beach access permits for violations dependent on the severity of the
- 19 violations
- 20
- 21

22 ***Group B— Education and Outreach Options***

- 23
- 24 • Develop additional methods to inform the public about beach access (up to date
- 25 information)
- 26 ○ Develop a manned hotline system so that park officials can report up-to-date
- 27 information to the public. Investigate the potential of using Dare County
- 28 dispatch to provide this public service.
- 29 ○ Provide daily beach access and species information updates on A call-in line
- 30 • Create partnerships with other federal and local government interests
- 31 ○ Partner with visitor bureaus to allow them to issue permits and provide
- 32 educational information to the public.
- 33 ○ Provide links to visitor bureau and local tackle shops on the park’s website. This
- 34 would ensure that the public had up-to-date information on beach closures and
- 35 ORV permitting information.
- 36 ○ Work with other seashores to get bird websites up and running so that if park
- 37 PIPL are tagged the public can track migration up and down the coast. Could be
- 38 done with American oystercatcher and red knot which are already banded.
- 39 Provide option for the public to “adopt” a piping plover and/or an American
- 40 oystercatcher and see where the birds are migrating.
- 41 ○ Provide an option for the public to adopt
- 42 ○ Investigate the potential for tagging and tracking seabeach amaranth seeds as they
- 43 are dispersed.
- 44
- 45 • Expand available Seashore interpretive programs to provide more information about
- 46 issues and resources

- 1 ○ Provide additional beach information in local shops, on the park website, and
2 broadcast on local TV station/PBS.
- 3 ○ Hire more park rangers to provide additional informal education/stewardship
4 ○ Expand the “know your park” speaker series to target local community in the off-
5 season so that they would be better stewards of the park
- 6 ○ Improve all signage in the park so that beach closures and park resource
7 information is readily available and presented in a clear manner to the public.
- 8 ○ Implement more educational programs in local schools. Expand the Junior
9 Ranger program to include more web-based options. The goal is to get kids
10 excited about park resources and stewardship.
- 11 ○ Expand the turtle night watch program.
- 12
- 13 • Encourage increased involvement of local interest groups and other interested citizens
- 14 ○ Establish a “friends” group with strong park advocates.
- 15 ○ Work with NCBBA to provide beach driving information at Ramp 4 to help orient
16 first time drivers to how to drive on the beach.
- 17 ○ Establish an “adopt a beach” program with local schools. Conduct community
18 clean ups at hot spots right before pre-nesting management begins.
- 19 ○ Partner with the Boy Scouts/Girl Scouts on projects (e.g. an eagle project for
20 maintaining closures)
- 21 ○ Involve local environmental groups such as the Audubon Society to lead bird-
22 watching tours
- 23 ○ Partner with a local business organization to develop information on resource
24 based business opportunities.
- 25 ○ Increase involvement in local festivals (e.g. continue park participation in Wings
26 Over Water, participate in resource oriented festivals such as Wildfest but focus
27 on the Seashore).
- 28
- 29 • Include educational components in a potential permit system
- 30 ○ Develop ORV permit system that could be used as an educational tool to promote
31 better beach stewardship and safe beach driving practices.
- 32 ○ Use a centralized NPS location for ORV permit issuance and distribution of
33 educational materials. Provide beach driving stations at entrances to the park and
34 in the park that show the resource the park is trying to protect. NPS would
35 control permit issuance to insure the quality of information going to permit
36 holders. Alternatively permits could be issued at the Visitor Bureau under a close
37 partnership with NPS.
- 38
- 39 • Determine new opportunities to provide the public park information.
- 40 ○ Offer a weekly article (notes from the Superintendent) in the local newspaper
41 about park resource issues
- 42 ○ Provide a worksop for store owners on beach driving information and resource
43 stewardship to help improve the accuracy of species life history information and
44 reasons for protection
- 45 ○ Provide roving interpreters at hot points to get information out
- 46

1 **Group C: Species Protection Options** (completed in Breakout session #3)

2
3
4 **XI. Breakout session #3**

5
6 **Group A: Permitting Options**

- 7
8
- 9 • Permit Distribution
 - 10 ○ Develop a computer-administered ORV permitting system that would function as
 - 11 a “cost recovery” system.
 - 12 ○ Provide access to permits online and at local merchants
 - 13 ○ Establish a computer-based permit system able to gather demographic
 - 14 information on permit buyers
 - 15 ○ Construct a system of kiosk stations that issue ORV permits
 - 16 ○ Work with local organizations to provide beach driving training
 - 17 • Permit Requirements
 - 18 ○ Develop a “driver test” required before issuance of permit.
 - 19 ○ Require permit buyers to watch an informational video before they are issued a
 - 20 permit. The video would provide education on park resources and proper ORV
 - 21 driving techniques.
 - 22 ○ Provide a permit sticker that would be placed on the ORV bumper for annual
 - 23 permits, a mirror hanger for weekly permits.
 - 24 ○ Require all ORV permit holders carry a signed copy of the rules and regulations
 - 25 while operating an ORV on the beach.
 - 26 ○ Issue permits to the vehicle, not the person.
 - 27 ○ Require proper equipment in all permitted vehicles.
 - 28 • Permit Fees and Types
 - 29 ○ Establish an annual (\$100) or two-week (\$20) permit. The two-week permits
 - 30 could have a hang-tag that would be placed on the rear-view mirror.
 - 31 ○ Increase permit costs as the cost of living increases.
 - 32 • Permit Quantity
 - 33 ○ Allow for no limit on the number of permits issued. Use rangers to control the
 - 34 number of vehicles on the beach in congested areas.
 - 35 ○ Limit the number of people on the beach at any one time instead of limiting
 - 36 number of permits issued.
 - 37 ○ Issue only annual permits
 - 38 ○ Establish fee permits for congested areas only; ORV users of “non-congested
 - 39 areas” would obtain free permits.
 - 40 • Permitting System Structure
 - 41 ○ Use the NC saltwater fishing license system as a model for ORV permitting
 - 42 system.
 - 43
 - 44
 - 45

- 1 ○ Coordinate with Nags Head and find out information about their current program
- 2 (i.e. number of permits sold, lessons learned, etc.).
- 3 ○ Retain the option for limiting the total number of permits issued although limiting
- 4 permits was problematic at Cape Cod.
- 5 ○ Provide a built-in periodic review process (2-5 years) to determine if the
- 6 permitting system is functioning correctly. The system needs to be adaptive so
- 7 that NPS can react to increasing demand and park use.
- 8 ○ Establish permit fee that addresses the cost of issuing permits
- 9 ○ Establish permit fee that address cost of ORV management, including species
- 10 protection.
- 11 ○ Revoke permits for certain violations (drunk driving, unsafe operation), permits
- 12 would be revoked for the remainder of the permit year.
- 13 ○ Issue different permits for each island.

16 ***Group B: Carrying Capacity Options***

- 18 • Indicators for determining what carrying capacity should be
 - 19 ○ Determine how many cars could fit at a certain beach and restrict further beach
 - 20 access place limits on them. Cars must be parked in a single row for safety
 - 21 reasons. This level could differ for high use areas and lower use areas.
 - 22 ○ Determine capacity based on peak use
 - 23 ○ Base capacity on the resource. Determine the level of activity tolerated by
 - 24 Seashore species to determine this level of use.
 - 25 ○ Determine a carrying capacity based on the effort required for law enforcement
 - 26 vs. available resources.
- 27
- 28 • Management tools for achieving carrying capacity
 - 29 ○ Regulating the number of 4WD vehicles allowed on ferry system
 - 30 ○ Prohibit vehicles from Cape Point and the other spits
 - 31 ○ Regulate Types of Vehicles on the Island
 - 32 ○ Provide the ability to adjust capacity as things get more crowded at the seashore
- 33 • Management tools to address “hogging” an area
 - 34 ○ Issue nightfishing permits
 - 35 ○ Allow beach camping in certain areas with a permit
 - 36 ○ Make vehicles bring portable toilets

39 ***Group C: Species Protection***

- 41 • Establish zones for resources and activities to enhance resource protection (see also
- 42 Established Use Areas)
- 43 ○ Define specific “resource zones” (i.e., bird habitat areas) and set aside for
- 44 protection.
- 45 ▪ South Point, Cape Point, South Beach, north end of Okracoke, and all spits
- 46 potential “resource zones”.

- 1 ○ Close resource protection areas year round to the public.
2 ○ Close resource protection areas during breeding season.
3 ▪ “Resource Zones “could be closed to ORV use during these times.
4 Pedestrians would still have access to these areas.
5 ○ Establish non kite boarding zones around resource protection zones (i.e. no
6 launch zones in areas where kite boards would travel into the resource zone if
7 launched there) [. Partner with the NC Wildlife Resources Commission to
8 establish regulations for kiteboarding in waters adjacent to high priority resource
9 zones.
- 10 • Regulate pet access
 - 11 ○ Prohibit pets in all “resource zones”
 - 12 ○ Prohibit pets everywhere but in developed areas (lighthouses, historic districts,
13 etc)
 - 14
 - 15 • Use closures (vehicle and/or pedestrian) for resource protection
 - 16 ○ Establish one of the most important resource areas to be closed year-round to all
17 access.
 - 18 ○ Provide the flexibility to “undesignate” a resource area through adaptive
19 management if it ceased to be suitable habitat.
 - 20 ○ Close certain spits during part of the year.
 - 21 ○ Close the beach between Ramp 23 and Ramp 27 to protect nesting areas.
 - 22 ○ Establish pre-nesting closures (i.e. before birds arrive) for American oystercatcher
23 and terns in previously used areas that are used regularly if the site still contains
24 suitable habitat. (e.g. area between ramps 23 and 27 and between ramps 27 and
25 30)
 - 26 ○ Establish larger closures for PIPL instead of the minimum buffer so that dawn to
27 dusk monitoring may not be needed
 - 28 ○ Simplify closures so they are easier and less staff intensive to implement (e.g.
29 South Beach to Salt Pond Road)
 - 30
 - 31 • Address predation
 - 32 ○ Reduce the number of predators by expanding to a year-round trapping program.
 - 33 ○ Work with neuter and release groups to provide information on the adverse effects
34 of feral cats on wildlife populations. Explore the possibility of tagging feral cats
35 if they continue to be released.
 - 36 ○ Develop a “nest-cam” system to identify predators and to help determine why
37 eggs are lost.
 - 38 ○ Provide on-site waste disposal system at all fish cleaning stations.
 - 39 ○ Evaluate dumpster locations and provide predator-proof dumpsters.
 - 40
 - 41 • Implement additional research programs
 - 42 ○ Develop a program with USFWS to band and track piping plovers.
 - 43 →
 - 44 • Management tools related to sea turtles
 - 45 ○ Ban night driving during turtle season

- 1 ○ Work with Dare County to reduce light pollution and to develop incentives for
- 2 turtle friendly lighting. Ensure that it is easy for the public to purchase approved
- 3 “sea turtle friendly” lighting.
- 4 ○ Manage turtles on a case-by-case basis as they nest
- 5
- 6 • Management tools related to outreach/education
- 7 ○ Implement a trash cleanup plan and educational program
- 8 ○ Create an “adopt a plover” program and partner with universities and schools to
- 9 shadow NPS biotechnical staff
- 10
- 11 • Other tools related to species protection
- 12 ○ If the opportunity arises, conduct controlled research using spoil from dredging to
- 13 cover a vegetated area (this would be done if funding and opportunity were
- 14 available, but would not be a scheduled action)
- 15 ○ Turn over management of bird habitat areas to USFWS under an interagency
- 16 agreement
- 17 ○ Establish a biosphere reserve area at Cape Point
- 18
- 19

20 **XII. Group Discussion - Recap of Breakout Sessions**

21 ***Seasonal Closures and Resources***

22 Mike expressed a need to develop options for approaches to seasonal closures and if this
 23 approach should be consistent throughout the park or specific to each island district. He also
 24 stated the need to discuss winter closures and closures in front of village areas and to determine
 25 what local people would think about that. Sandy suggested that the Park could send out a
 26 newsletter and ask the public (approximately 8,000 local residents) for their opinion on seasonal
 27 closures. The group determined that it probably wasn’t reasonable to leave the beaches open to
 28 ORVs year round due to safety reasons. It was stated that the beaches in front of the villages
 29 have been closed to ORVs in the winter for a very long time. During the off season, ORV users
 30 like to have the ability to drive along the shore as fish move through the area. These users have
 31 indicated that it’s fairly “quiet” without the vacationers on the beaches. The park staff discussed
 32 the need to be able to deal with requests for fishing and other commercial tournaments (kite-
 33 boarding, surfing, etc) at the seashore.
 34

35
 36 The group discussed the bottom end of Hatteras Island and that from a resource management
 37 standpoint. Pole Road needs to be closed in the summer due to Oystercatcher habitat. It was also
 38 stated that the Hatteras Inlet area was heavily involved with resource issues. Park staff suggested
 39 that the ORV zone could begin at ramp 55 and go southwest to the end of island and it would be
 40 closed seasonally due to resource issues. The group discussed another option that would involve
 41 closing the areas southwest of the Spur Road at all times. Still another option that was discussed
 42 was a “rest and rotate” option that would involve having the ocean side open when the sound
 43 side was closed and vice versa. The advantage of closing the beach side would be to protect the
 44 shoreline for wintering and migrating birds, but the park doesn’t know if there is recent evidence
 45 of wintering birds in the area. Park staff indicated that the amount of beach is constantly

1 changing (and with it, the corresponding beach habitat) on sound and beach side, so ORV and
2 resource planning needs to be adaptive.

3 4 ***ADA access issues***

5 The ADA program only requires that the park provide “reasonable access” at the developed
6 areas. Park staff indicated that they now have three “beach wheelchairs” available for disabled
7 person to sign-out. These wheelchairs are free of charge and are request about six times a season.
8 Park staff stated that some members of the public had issues with the operation of these
9 wheelchairs. It was noted that past practices for allowing beach driving in restricted areas was to
10 issue a special permit to drive on the beach to drop-off a handicapped person. The park
11 encountered problems with people that weren’t truly handicapped abusing the system. The park
12 superintendent noted that the National Park System was currently working on new ADA policies
13 for all of the parks. Currently, only few of the ramps at the seashore are ADA accessible and
14 more ADA compliant ramps need to be added. Kenny indicated that the two on Ocracoke Island
15 are ADA compliant.

16 17 ***Sea Level Rise***

18 The group agreed that sea level rise is a big issue facing the park because it will mean less space
19 for more people, increased beach erosion, and less passable beach area. Park staff indicated that
20 a recent research paper determined that the Cape Hatteras lighthouse was moved due to global
21 warming and sea level rise.

22 23 ***Access and Parking***

24 The group discussed the issue of changing the existing sound-side ORV access points and the
25 pros and cons of providing more access to the sound side. The group agreed that most people
26 that use the sound side were kite boarders and wind surfers and that the only thing preventing a
27 “free-for-all” on the sound side was the existing heavy vegetation. Park staff indicated that there
28 were designated sound side trails between Salvo and Avon and that the Canadian Hole area was
29 the most popular spot for ORV use primarily because it doesn’t have the marshy vegetation, and
30 there are showers, parking, easy access, swimming, etc. The group wondered if the park needed
31 to let people drive down to the beach at Canadian Hole or if people should just park their
32 vehicles in the lot and walk to beach. Park staff discussed the possibility of formalizing sound
33 side access points (maintaining the road and parking areas) but not necessarily designating them
34 as official ORV routes. Formalizing these access points would require hardening the road with
35 clay and shells to make sure it’s somewhat pervious and installing barriers to leaving the road.
36 The park superintendent reminded the group that, according to the Executive Order, if an area is
37 not officially designated as an ORV area, then ORVs can’t access it. A member of the group
38 stated that Little Kinnikeet has some “satellite” roads and that the area needs more signage to
39 limit the creation of more unofficial spur roads.

40
41 The group discussed the Canadian Hole area on the sound side, which is a popular area for
42 swimming, kite boarding, and sailing. The group indicated that it would be possible to eliminate
43 all off-road parking there and just expand the existing parking lot. The users of this area seem to
44 be more willing to park and carry their recreational equipment down to the beach. The group
45 discussed closing ramp 58 and ramp 59 to all ORV access but leaving them open as emergency
46 access points. One of the park staff indicated that Avon is big windsurfing area. Another

1 member of the group suggested that it would be possible to eliminate ramp 59 altogether even
 2 though there is a pervious road and parking area at Ramp 59. The group agreed that new signage
 3 was needed throughout the park, as a lot of the signs have faded. Park staff indicated that the
 4 state wildlife commission was currently in the planning process of formalizing a boat ramp on
 5 the sound side near Hatteras Village.

7 **XIII. Alternatives considered but not carried forward for detailed analysis**

9 Lori Fox led the group in a discussion of alternatives considered and whether or not they were to
 10 be carried forward for detailed analysis or dismissed from further study.

12 ***A. Alternatives Carried Forward***

14 The group discussed the following alternatives and decided to carry them forward for more
 15 detailed analysis:

- 17 • Creating new habitat outside of existing high use areas
- 18 • Closing areas in front of villages for longer time period
- 19 • Regulating the number of vehicles on beach
- 20 • Establishing beach shuttles (and water taxis)
- 21 • Around the clock enforcement
 - 22 ○ The group suggested an option for closing the park in the evening and just
 - 23 patrolling resource closure areas and ORV areas. Staff indicated the need for
 - 24 funding for patrols to 2:00 AM.
- 25 • Fence chicks from ORV corridor
 - 26 ○ Staff suggested researching literature regarding California Least Terns and who
 - 27 they've used fencing (sometimes hardened) to keep them from dangerous areas
 - 28 such as roads, cliffs, military bases, etc. Park staff stated that the Terns at
 - 29 Hatteras have wandered into existing ORV lanes and been killed, mostly at the
 - 30 spit areas. Some problems with fencing could be that it's very labor intensive and
 - 31 it could conflict with turtle nesting areas and could also prohibit birds from
 - 32 escaping predators.
- 33 • No pre-nesting closures for American Oystercatchers and colonial waterbirds
- 34 • Discourage nesting

37 ***B. Alternatives Not Carried Forward***

39 The group discussed the following alternatives and decided to dismiss them and not to carry
 40 them forward for more detailed analysis:

- 42 • Captive rearing of Piping Plovers and turtles
- 43 • Nest relocation for birds
- 44 • Nest relocation for turtles
 - 45 ○ Park resource staff noted that the success rate for nest relocation was
 - 46 approximately 30%. The policy to move nests has been that in order to move a

1 nest, it needs to be below the high tide line and subject to erosion and inundation.
 2 Park staff expressed a need to do more research on moving turtle nests and that
 3 Matthew Godfrey was the expert on loggerhead nesting and has developed
 4 protocols. Someone also noted that Pea Island National Wildlife Refuge has their
 5 own program and it differs significantly from what the state recommends. Park
 6 staff expressed concerns about turtle nests in ORV areas and whether they should
 7 be moved or not, considering the potential for damage from ORV traffic.

- 8
- 9 • Turtle hatcheries
- 10 • Seabeach Amaranth
- 11 • No species closures in summer
- 12 • Open closed areas after breeding season is over
- 13 • Give preferred status to human visitors
- 14 • Move hatched chicks
- 15 • Escort Program
- 16
- 17

18 **XIV. Public Alternatives Development Workshops**

19
 20 Sandy discussed the schedule for the remainder of the planning process and provided the
 21 following dates for future hearings and project milestones:

22
 23 Possible dates for the public Alternatives Development hearing could be the week of 12/3/2007,
 24 12/10/2007, or 1/7/2008.

25
 26 Possible due dates for deliverables/milestones included the following:

- 27
- 28 • Packaging Alternatives (Winter 2007 / Spring 2008)
- 29 • Thresholds Development (Winter / Spring 2008)
- 30 • Describing Affected Environment (Spring 2008)
- 31 • Impacts – No action alternative (Spring 2008)
- 32 • Economic/regulatory impact study/survey design (Spring 2008)
- 33 • Preliminary impact analysis (Fall / Winter 2008)
- 34 • 1st and 2nd internal review of draft EIS (Winter / Spring 2009)
- 35 • Draft EIS (Summer / Fall 2009)
- 36 • Final EIS (Fall 2010)
- 37 • Record of Decision (Winter 2010)
- 38

39 Lori Fox indicated that the public scoping report was still in draft form and that Louis Berger
 40 staff was still analyzing the approximately 600 public comments that were received. Sandy
 41 indicated that alternatives will be prepared and packaged and put out in a public newsletter.
 42 Berger agreed to send copies of alternatives to Sherry and Jamie when they send them to Sandy.
 43 Mike agreed to let Sandy know what's going on in the park during the proposed dates for the
 44 public meetings. The group discussed what would be the best format for the audience. The
 45 options discussed were an open house, a public hearing, a formal presentation, and a nominal

1 group arrangement which involves 8-12 people facilitating, with members of the public placing
2 dots on their three biggest concerns. Berger staff indicated that sometimes people are more
3 comfortable with the nominal group arrangement because they don't have to get up in front of a
4 large group of people. Berger staff indicated that the biggest challenge associated with this type
5 of format would be to get enough facilitators to handle the expected crowd. Mike agreed to talk
6 to Sandy about logistics, room setup, and staffing needs. Berger staff informed the group that it
7 would be possible to use different formats for each of the meetings if they thought it would be
8 necessary. Mike indicated that he thought it would be difficult to get all these meetings
9 completed in and that we may have to go into January. Sandy agreed to send an e-mail to the
10 group regarding potential times and meeting formats. The group discussed the potential
11 difficulty in getting rooms in December due to the holidays. Mike stated that a less structured,
12 open house format might work best because people may prefer just having information stations
13 that they could use to provide comments. The group agreed that the Draft EIS public meetings
14 should be in a public hearing style.
15

Breakout Groups—Alternatives Development Meeting
Cape Hatteras National Seashore – ORV Management Plan/EIS
October 18-19, 2007

Breakout Group Topic: Bodie Is

Potential ORV management measures must:

1. Meet the ORV management plan purpose, need, and meet objectives to a large degree.
2. Comply with the regulatory framework (i.e., the Organic Act, NPS Management Policies, EOs, Seashore enabling legislation, etc.)
3. Be economically and technically feasible and show common sense (CEQ guidance)

Potential Alternative Elements (management measures):

Please consider and describe the alternative element as specifically as possible. (Attach another sheet if needed.)

~~Open Bodie Is entirely to ORV & Relocate~~

(A)

Move Ramp 2 to 2.5 to increase pedestrian beach / closed & increase space b/w uses
 Close Ramp 2

New Ramp 2.5 South is open to ORV
 Drop speed to 15mph

What level of funding would be required for this alternative element (include increases in staffing needs as well as materials)? What divisions would require this funding (i.e., law enforcement, natural resources, interpretation)?

What are possible funding sources for this alternative element?

What are some of the risks of implementing this alternative element?

Breakout Groups—Alternatives Development Meeting
Cape Hatteras National Seashore – ORV Management Plan/EIS
October 18-19, 2007

Breakout Group Topic: BODIE IS

Potential ORV management measures must:

1. Meet the ORV management plan purpose, need, and meet objectives to a large degree.
2. Comply with the regulatory framework (i.e., the Organic Act, NPS Management Policies, EOs, Seashore enabling legislation, etc.)
3. Be economically and technically feasible and show common sense (CEQ guidance)

Potential Alternative Elements (management measures):

Please consider and describe the alternative element as specifically as possible. (Attach another sheet if needed.)

- (B) Close spits to ^{ORVs @ 4} limit visitor use to particular areas ~~to~~ (during summer) & allow for pedestrian access & establish limit to DRV ~~to~~ ^{by using first-come-first-serve} ~~to~~ ^{&/or Permit system, Station, &} ~~to~~
- (C) Close spits to all users ^{env groups would support}
- (D) ORV permit & other permissible uses (fishing ^{etc.})

What level of funding would be required for this alternative element (include increases in staffing needs as well as materials)? What divisions would require this funding (i.e., law enforcement, natural resources, interpretation)?

- (E) Pedestrians only in front of camp ground & close ramp 2, & open ramp 2.25 to 3.75 ~~to~~ & either turn around or create new ramp 3.75
- (F) Large parking lot @ R 23 ^{JUST N} & add bathhouse & ped only North in front of Salvo ^{w/ LIFEGUARD} & ORVs go South

What are possible funding sources for this alternative element?

- ⑥ Additional pkg 1/2 way b/w 23/27 @25
- ⑭ Increase Salvo lot & alternative transportation for train, or trolley or they walk & life guard ^{Salvo} Village beach

What are some of the risks of implementing this alternative element?

#3 ~~2~~

2 Spits for on-
middle area for pedestrians
Ped area pretty accessible
Need 1 or 2 more Pkg lots.

What are some of the risks of implementing this alternative element?

What are possible funding sources for this alternative element?

**Breakout Groups—Alternatives Development Meeting
Cape Hatteras National Seashore – ORV Management Plan/EIS
October 18-19, 2007**

Breakout Group Topic: Ostracore

Potential ORV management measures must:

1. Meet the ORV management plan purpose, need, and meet objectives to a large degree.
2. Comply with the regulatory framework (i.e., the Organic Act, NPS Management Policies, EOs, Seashore enabling legislation, etc.)
3. Be economically and technically feasible and show common sense (CEQ guidance)

Potential Alternative Elements (management measures):

Please consider and describe the alternative element as specifically as possible. (Attach another sheet if needed.)

Prty + Accessibility

provide additional - addtional pks
between marsh and t
perm. ~~seas~~
could be across 12
would be worked out
by a nor easter.



What level of funding would be required for this alternative element (include increases in staffing needs as well as materials)? What divisions would require this funding (i.e., law enforcement, natural resources, interpretation)?

Close in front
Ball
campgrounds?
Should we be same?

**Breakout Groups—Alternatives Development Meeting
Cape Hatteras National Seashore – ORV Management Plan/EIS
October 18-19, 2007**



Breakout Group Topic: Okraoke

Potential ORV management measures must:

1. Meet the ORV management plan purpose, need, and meet objectives to a large degree.
2. Comply with the regulatory framework (i.e., the Organic Act, NPS Management Policies, EOs, Seashore enabling legislation, etc.)
3. Be economically and technically feasible and show common sense (CEQ guidance)

Potential Alternative Elements (management measures): NO ORV Ramp 72 South

Please consider and describe the alternative element as specifically as possible. (Attach another sheet if needed.)

Tram that takes you to different places in the park. - work with closing 72 South ~~Beach~~.
 water taxi - ^{from} Silver Lake harbor to South point.
 Any ~~commercial~~ operation would have stipulations in permit to Address Birds.

What level of funding would be required for this alternative element (include increases in staffing needs as well as materials)? What divisions would require this funding (i.e., law enforcement, natural resources, interpretation)?

What are possible funding sources for this alternative element?

What are some of the risks of implementing this alternative element?

**Breakout Groups—Alternatives Development Meeting
Cape Hatteras National Seashore – ORV Management Plan/EIS
October 18-19, 2007**

Breakout Group Topic: _____

Potential ORV management measures must:

1. Meet the ORV management plan purpose, need, and meet objectives to a large degree.
2. Comply with the regulatory framework (i.e., the Organic Act, NPS Management Policies, EOs, Seashore enabling legislation, etc.)
3. Be economically and technically feasible and show common sense (CEQ guidance)

Potential Alternative Elements (management measures):

Please consider and describe the alternative element as specifically as possible. (Attach another sheet if needed.)

- Limit # 4 wheel drive allowed on Ocracoke.

Provide alternative access organized led groups

What level of funding would be required for this alternative element (include increases in staffing needs as well as materials)? What divisions would require this funding (i.e., law enforcement, natural resources, interpretation)?

What are possible funding sources for this alternative element?

What are some of the risks of implementing this alternative element?

**Breakout Groups—Alternatives Development Meeting
Cape Hatteras National Seashore – ORV Management Plan/EIS
October 18-19, 2007**

Breakout Group Topic: Okracoke

Potential ORV management measures must:

1. Meet the ORV management plan purpose, need, and meet objectives to a large degree.
2. Comply with the regulatory framework (i.e., the Organic Act, NPS Management Policies, EOs, Seashore enabling legislation, etc.)
3. Be economically and technically feasible and show common sense (CEQ guidance)

Potential Alternative Elements (management measures):

Please consider and describe the alternative element as specifically as possible. (Attach another sheet if needed.)

~~The Primitive Beach -> Nature Beach - No ORVs~~ -> Build a Red only Swimming Beach on Sound Sound North Pt of Island Rest is Status Quo.

What level of funding would be required for this alternative element (include increases in staffing needs as well as materials)? What divisions would require this funding (i.e., law enforcement, natural resources, interpretation)?

What are possible funding sources for this alternative element?

What are some of the risks of implementing this alternative element?



**Breakout Groups—Alternatives Development Meeting
Cape Hatteras National Seashore – ORV Management Plan/EIS
October 18-19, 2007**

Breakout Group Topic: Odocracole.

Potential ORV management measures must:

1. Meet the ORV management plan purpose, need, and meet objectives to a large degree.
2. Comply with the regulatory framework (i.e., the Organic Act, NPS Management Policies, EOs, Seashore enabling legislation, etc.)
3. Be economically and technically feasible and show common sense (CEQ guidance)

Potential Alternative Elements (management measures):

Please consider and describe the alternative element as specifically as possible. (Attach another sheet if needed.)

Status quo

~~Open more areas to ORV use in summer to relieve congestion. open south of Ramp 59 further. (June - August).~~

open more areas to ORV use in Summer to Relieve congestion. open South of Ramp 59 further. (June - August).

What level of funding would be required for this alternative element (include increases in staffing needs as well as materials)? What divisions would require this funding (i.e., law enforcement, natural resources, interpretation)?

What are possible funding sources for this alternative element?

What are some of the risks of implementing this alternative element?

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5 of 5

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The following elements are for deliberative purposes only. A variety of configurations were developed to be considered in combination with other management elements, such as enforcement, permitting, and species protection. The elements can then be considered for configuration into a number of alternatives.

ESTABLISH USE AREAS

Bodie Island

Option 1: Expand Non-ORV Area at Ramp 1 and 2 (Gateway to the Seashore)

- Close Ramp 2 and create a new ramp at mile 2.5
- Establish the 1/2 mile between Ramp 2 and the newly established Ramp 2.5 as a year-round, non-ORV area
- Expand existing parking areas around Ramps 1 and 2 providing pedestrian access to the beach

Option 2: Close Bodie Island Spit

- Close spit to ORV during summer months
- Establish 1/2 - 3/4 mile boardwalk through marsh area for pedestrian and anglers to access the Spit
- Increase parking area at Ramp 4

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Option 3: Expand Pedestrian Areas

- Expand non-ORV area from Ramp 1 south to MM 2.25
- Open non-ORV area from Ramp 4 north to MM 3.75 to establish ORV free area in front of campground

Option 3.5: Expand Winter ORV routes

- During the winter provide an ORV corridor from ramp 1 to the inlet [rationale the bathhouse is closed, the campground is closed and at present there are few pedestrians in the winter in this area.]

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Option 4: Establish an Entrance Station

- Staff year-round entrance station at Ramp 4, establishing a number of vehicles allowed entry at one point in time and/or provide education
- If the entrance is for capacity control, access from Ramp 2 (or the alternative 2.5 ramp) would be controlled
- Charge entrance fee at Ramp 4 year-round, to pay for entrance station staff
- Establish ORV carrying capacity from Ramp 4 to the spit (first come first serve or by permit)

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Option 5: Provide Soundside Access

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- Provide access to off-island inlet [what is this?] Provide access behind the lighthouse for kayaking and canoeing, etc. by opening to ORV the existing road behind lighthouse which is currently open to pedestrians (Currently there is not much soundside access on Bodie Island)

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Option 6: Provide ORV Access Seasonally

- Open entire beach on Bodie Island to ORV during winter time
- Provide Options 1, 2, 3 closures only in summer

Option 7: Provide Larger Parking Lots, Bodie Island South

- Increase parking at Ramp 23. Area north would be pedestrian access, south of ramp would be ORV access.
- Between ramps 23 and 27, add parking and a boardwalk – no ORV access ramp
- Add a bathhouse Clarify – where?
- Increase parking at the Salvo campground and provide alternative transportation to the beach
- Close Ramp 23 to one mile north of Ramp 27 to ORV use year round; expanding parking lot at Ramp 23 and closing ORV access to beach (not a high ORV use area, cottages are expanding)
- Establish non-ORV area from the tri-village area to north of Ramp 27

Option 8: Provide a Water Taxi

- Build an additional parking lot at the OI fishing center and have a water taxi/shuttle under a CUA down to the spit (Oregon Inlet). Clarify – is this in addition to using a non-ORV area? Alternatively, use the boat ramp at New Inlet (soundside) on Pea Island for the water taxi/shuttle rather than using the OI fishing center.

Option 9: Increase ORV Access with Resource Closures

- Increase ORV access in “fringe areas” when there are resource closures (e.g., increase ORV access north of Ramp 4 to some extent. This is more applicable to high use season when ORV use is high.)

Hatteras Island

Option 1: Establish ORV and Non-ORV Use Zones

- Establish use zones in the following areas (seasonally or year round):
 - Open Ramp 43 to Cape Point to ORV
 - Designate ORV corridor from 1 mile north of Ramp 27 to Ramp 34 (includes closing ramp 30 (Why?)) [I think “closing ramp 30” was eliminated as part of

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this option during the discussion, I have “eliminate ramp 30” written and then crossed off on my map]

- o Close Tri-village area south to one mile north of Ramp 27 to ORV access
- o Close Ramp 34 to Ramp 43 to ORV access (includes villages)
- o Close Ramp 23 to 1 mile north of ramp 27 to ORV and establish a non-ORV area year round, expand parking at ramp 23 and close the ramp. [rationale this is not a high use ORV area, cottage rentals are growing, the natural viewshed is good in this area]
- o Leave Ramp 23 open and add additional parking for pedestrians [this area doesn’t have heavy ORV use at present]
- o Designate a non-ORV area from xx north of Avon to ramp 38. Close Ramp, 38 to ORV access and expand parking,
- o Close area between ramp 49 and 55 and designate as a non-vehicle area
- o Designate a corridor from Ramp 55 towards end of the spit for ORV use,
- o Establish an ORV corridor around the upper part of the beach at South Beach in front of the Frisco campground
- o Soundside:
 1. Canadian Hole – expand the parking lot and close ramps 58 and 59 (soundside ramps),
 2. maintain ramps 57 and 60 for ORV access, replace and upgrade signs and use bollards or another method to mitigate the resource damage currently occurring at ramp 57
 3. Little Kinnakeet ramp: provide better signage to indicate old 4-wheel drive spur roads are closed

- Expand pedestrian areas close to villages
- Establish heavy use areas as permit only areas, with capacity control (May allow for a greater range of uses)
- Require a permit for ORV use on the beach, charge a fee for the permit, and establish a carrying capacity.

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Option 2: Shuttle System (considered but not carried forward at this time because needs to be considered as part of a larger transportation plan including non-seashore areas in the County)

- Expand day use area and create huge Salvo parking lot near Ramp 23
- Provide large parking facility at Ramp 55 near museum
- Provide free shuttle every 10 minutes

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Option 3: Establish Interdunal Road

- Create an interdunal access road from Ramp 44 to Ramp 49 as an alternate route, which would (options below)
- Be used when there is a complete beach closures on South Beach (because it will last longer if only used sporadically)
- Be open seasonally
- Be open all the time (close ORV access on beach between that area?)

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Okracoke Island

Option 1: Provide a South Beach Alternative Transportation System

- Close area south of Ramp 72 to ORV, providing access to South Beach through commercially-run transportation system (e.g., operate a tram between Ramp 72 to the beach; operate a water taxi from Silver Lake Harbor to the beach)

Option 2: Increase ORV Areas Seasonally

- Expand ORV access south of Ramp 59 from June through August (off-sets crowding from resource closures elsewhere on the Island)

Option 3: Provide ORV Access at Spits Only

- Open two spits to ORV access and provide non-ORV areas in between
 - Increase number of ramps and have more closures, creating a grid system to allow for resource closures in ORV areas
 - Allow ORV use areas to expand into non-ORV areas (pedestrian) during resource closures at the spits

Option 4: Create New Non-ORV areas

- Create a swim beach at the north end of the island on the soundside

Parkwide Use Areas

Option 1: Consistent Approach for the Villages

- Establish/increase parking on the edge of all of the villages
- Establish year round closures to ORV on the beach in front of villages
- Expand non-ORV use areas (1/2 mile, one mile) on either side of the villages

Option 1.5: Case-by-case Approach for the Villages

- Establish dates for seasonal closures to ORV on the beach in front of each village dependent on individual village circumstances
- Establish year round closures to ORV on the beach in front of some villages, but maybe not all, depending on individual village circumstances
- Expand non-ORV use areas (1/2 mile, one mile) on either side of some, but maybe not all villages dependent on individual village circumstances.

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Option 2: Cell System

- Add more ramps (no more than 2 miles apart) where access to Hwy 12 exists to increase flexibility in establishing full beach resource closures and prenesting closures in historically used areas for American oystercatchers
- Provide strategic/limited use of interdunal roads where NC-12 is not present

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Option 3: Close Areas of Seashore to all Users for Resource Protection

Option 4: Designate 1 or 2 spits as open to pedestrians (but not to vehicles) year round

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Option 5: Establish as a criterion for designating ORV routes that they would be where there is the least conflict with resources

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ORV MANAGEMENT ELEMENTS

The internal alternatives development process focused on possible management elements in the following categories: Enforcement, Education/Outreach, Permitting, Carrying Capacity, and Species Protection. Elements from many of these categories overlap, such as the need for signage that focuses on regulations (Enforcement), information about the Seashore and entrance points to the Seashore (Education/Outreach), and location and purpose of resource closures (Species Protection). All of the individual elements are discussed below and their overlap shown in table below.

Enforcement Options

- Increase visitor access to information
 - Ensure enforcement has an educational component, e.g. provide equipment for education, video
 - Standardize signage on all ramps and explain of violations [this doesn't make sense]
 - Provide signage at seashore entrances
- Fine violations
 - Raise fines, especially related to dogs off leash and alcohol violations
 - For dogs off leash, lower fines for the first offense but increase fines for second offense to encourage citing more people with dogs off leash and reporting of violations (prevent not giving the citation because of the large fine, which at present is \$125 per dog)
 - Use tiered fine system (for what?) [collateral forfeitures that are aggravated?, what does that relate to?]
- Revise speed limits
 - Reduce current parkwide speed limit from 25 mph to 15 mph year round and increase enforcement

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- Provide electronic speed signs (“posted speed limit” -- “your speed” signs)
- Restrict some visitor uses
 - Ban beach fires from 11 pm to 6 am
 - Close access during high visitation weekends to highly congested areas (one vehicle leaves, another allowed entry)
 - Ban night driving in sea turtle nesting areas during the nesting season
 - Enforce use limitations in the most populated areas
 - Ban alcohol parkwide
 - Close beaches to ORV 11 p.m. to 6:00 a.m. year round
- Use volunteers
 - Enlist volunteers to provide information (including the beach ambassador programs)
 - Use desk officer volunteers to field calls [need more info on this one]
- Establish permitting system
 - Revoke beach access permits for violations dependent on the severity of the violations

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Education and Outreach Options

- Develop additional methods to inform the public about beach access (up to date information)
 - Develop a manned hotline system so that park officials can report up-to-date information to the public. [this doesn't make sense because dispatch is not for providing information normally but for taking in information, was the hotline so the community and visitors could report violations? Investigate the potential of using Dare County dispatch to provide this public service.
 - Provide daily beach access and species information updates on A call-in line
- Create partnerships with other federal and local government interests
 - Partner with visitor bureaus to allow them to issue permits and provide educational information to the public.
 - Provide links to visitor bureau and local tackle shops on the park's website. This would ensure that the public had up-to-date information on beach closures and ORV permitting information.
 - Work with other seashores to get bird websites up and running so that if park PIPL are tagged the public can track migration up and down the coast. Could be done with American oystercatcher and red knot which are already banded. Provide option for the public to “adopt” a piping plover and/or an American oystercatcher and see where the birds are migrating.
 - Provide an option for the public to adopt

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- Investigate the potential for tagging and tracking seabeach amaranth seeds as they are dispersed.
- Expand available Seashore interpretive programs to provide more information about issues and resources
 - Provide additional beach information in local shops, on the park website, and broadcast on local TV station/PBS.
 - Hire more park rangers to provide additional informal education/stewardship
 - Expand the “know your park” speaker series to target local community in the off-season so that they would be better stewards of the park
 - Improve all signage in the park so that beach closures and park resource information is readily available and presented in a clear manner to the public.
 - Implement more educational programs in local schools. Expand the Junior Ranger program to include more web-based options. The goal is to get kids excited about park resources and stewardship.
 - Expand the turtle night watch program.
- Encourage increased involvement of local interest groups and other interested citizens
 - Establish a “friends” group with strong park advocates.
 - Work with NCBBA to provide beach driving information at Ramp 4 to help orient first time drivers to how to drive on the beach.
 - Establish an “adopt a beach” program with local schools. Conduct community clean ups at hot spots right before pre-nesting management begins.
 - Partner with the Boy Scouts/Girl Scouts on projects (e.g. an eagle project for maintaining closures)
 - Involve local environmental groups such as the Audubon Society to lead bird-watching tours
 - Partner with a local business organization to develop information on resource based business opportunities.
 - Increase involvement in local festivals (e.g. continue park participation in Wings Over Water, participate in resource oriented festivals such as Wildfest but focus on the Seashore).
- Include educational components in a potential permit system
 - Develop ORV permit system that could be used as an educational tool to promote better beach stewardship and safe beach driving practices.
 - Use a centralized NPS location for ORV permit issuance and distribution of educational materials. Provide beach driving stations at entrances to the park and in the park that show the resource the park is trying to protect. NPS would control permit issuance to insure the quality of information going to permit holders. Alternatively permits could be issued at the Visitor Bureau under a close partnership with NPS.

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- Determine new opportunities to provide the public park information.
 - Offer a weekly article (notes from the Superintendent) in the local newspaper about park resource issues
 - Provide a workshop for store owners on beach driving information and resource stewardship to help improve the accuracy of species life history information and reasons for protection
 - Provide roving interpreters at hot points to get information out

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Permitting Options

- Permit Distribution
 - Develop a computer-administered ORV permitting system that would function as a “cost recovery” system.
 - Provide access to permits online and at local merchants
 - Establish a computer-based permit system able to gather demographic information on permit buyers
 - Construct a system of kiosk stations that issue ORV permits
 - Work with local organizations to provide beach driving training
- Permit Requirements
 - Develop a “driver test” required before issuance of permit.
 - Require permit buyers to watch an informational video before they are issued a permit. The video would provide education on park resources and proper ORV driving techniques.
 - Provide a permit sticker that would be placed on the ORV bumper for annual permits, a mirror hanger for weekly permits.
 - Require all ORV permit holders carry a signed copy of the rules and regulations while operating an ORV on the beach.
 - Issue permits to the vehicle, not the person.
 - Require proper equipment in all permitted vehicles.
- Permit Fees and Types
 - Establish an annual (\$100) or two-week (\$20) permit. The two-week permits could have a hang-tag that would be placed on the rear-view mirror.
 - Increase permit costs as the cost of living increases.
- Permit Quantity
 - Allow for no limit on the number of permits issued. Use rangers to control the number of vehicles on the beach in congested areas.
 - Limit the number of people on the beach at any one time instead of limiting number of permits issued.
 - Issue only annual permits

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- Establish fee permits for congested areas only; ORV users of “non-congested areas” would obtain free permits.
- **Permitting System Structure**
 - Use the NC saltwater fishing license system as a model for ORV permitting system.
 - Coordinate with Nags Head and find out information about their current program (i.e. number of permits sold, lessons learned, etc.).
 - Retain the option for limiting the total number of permits issued although limiting permits was problematic at Cape Cod.
 - Provide a built-in periodic review process (2-5 years) to determine if the permitting system is functioning correctly. The system needs to be adaptive so that NPS can react to increasing demand and park use.
 - Establish permit fee that addresses the cost of issuing permits
 - Establish permit fee that address cost of ORV management, including species protection.
 - Revoke permits for certain violations (drunk driving, unsafe operation), permits would be revoked for the remainder of the permit year.
 - Issue different permits for each island.

Carrying Capacity Options

- **Indicators for determining what carrying capacity should be**
 - Determine how many cars could fit at a certain beach and restrict further beach access place limits on them. Cars must be parked in a single row for safety reasons. This level could differ for high use areas and lower use areas.
 - Determine capacity based on peak use
 - Base capacity on the resource. Determine the level of activity tolerated by Seashore species to determine this level of use.
 - Determine a carrying capacity based on the effort required for law enforcement vs. available resources.
- **Management tools for achieving carrying capacity**
 - Regulating the number of 4WD vehicles allowed on ferry system
 - Prohibit vehicles from Cape Point and the other spits
 - Regulate Types of Vehicles on the Island
 - Provide the ability to adjust capacity as things get more crowded at the seashore
- **Management tools to address “hogging” an area**
 - Issue nightfishing permits
 - Allow beach camping in certain areas with a permit
 - Make vehicles bring portable toilets

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Species Protection Options

- Establish zones for resources and activities to enhance resource protection (see also Established Use Areas)
 - Define specific “resource zones” (i.e., bird habitat areas) and set aside for protection.
 - South Point, Cape Point, South Beach, north end of Okracoke, and all spits potential “resource zones”.
 - Close resource protection areas year round to the public.
 - Close resource protection areas during breeding season.
 - “Resource Zones “could be closed to ORV use during these times. Pedestrians would still have access to these areas.
 - Establish non kite boarding zones around resource protection zones (i.e. no launch zones in areas where kite boards would travel into the resource zone if launched there). Partner with the NC Wildlife Resources Commission to establish regulations for kiteboarding in waters adjacent to high priority resource zones.
- Regulate pet access
 - Prohibit pets in all “resource zones”
 - Prohibit pets everywhere but in developed areas (lighthouses, historic districts, etc)
- Use closures (vehicle and/or pedestrian) for resource protection
 - Establish one of the most important resource areas to be closed year-round to all access.
 - Provide the flexibility to “undesignate” a resource area through adaptive management if it ceased to be suitable habitat.
 - Close certain spits during part of the year.
 - Close the beach between Ramp 23 and Ramp 27 to protect nesting areas.
 - Establish prenesting closures (i.e. before birds arrive) for American oystercatcher and terns in previously used areas that are used regularly if the site still contains suitable habitat. (e.g. area between ramps 23 and 27 and between ramps 27 and 30)
 - Establish larger closures for PIPL instead of the minimum buffer so that dawn to dusk monitoring may not be needed
 - Simplify closures so they are easier and less staff intensive to implement (e.g. South Beach to Salt Pond Road)
- Address predation
 - Reduce the number of predators by expanding to a year-round trapping program.

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- Work with neuter and release groups to provide information on the adverse effects of feral cats on wildlife populations. Explore the possibility of tagging feral cats if they continue to be released.
- Develop a “nest-cam” system to identify predators and to help determine why eggs are lost.
- Provide on-site waste disposal system at all fish cleaning stations.
- Evaluate dumpster locations and provide predator-proof dumpsters.

- Implement additional research programs
 - Develop a program with USFWS to band and track piping plovers.

- Management tools related to sea turtles
 - Ban night driving during turtle season
 - Work with Dare County to reduce light pollution and to develop incentives for turtle friendly lighting. Ensure that it is easy for the public to purchase approved “sea turtle friendly” lighting.
 - Manage turtles on a case-by-case basis as they nest

- Management tools related to outreach/education
 - Implement a trash cleanup plan and educational program
 - Create an “adopt a plover” program and partner with universities and schools to shadow NPS biotechnical staff

- Other tools related to species protection
 - If the opportunity arises, conduct controlled research using spoil from dredging to cover a vegetated area (this would be done if funding and opportunity were available, but would not be a scheduled action)
 - Turn over management of bird habitat areas to USFWS under an interagency agreement
 - Establish a biosphere reserve area at Cape Point [

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Table A: Overlap of Proposed Alternative Elements

ORV Management Elements	Access	Enforcement	Education/Outreach	Permitting	Species Protection	Carrying Capacity
Parkwide						
Reduce speed limit to 15 mph		X				
Include an educational component in enforcement		X	X		X	
Enhanced signage at entrance to Seashore, ramps, and in resource protection areas (explain regulations, closures, designated use areas, etc)	X	X	X		X	
Use volunteers for assistance with resource closures, enforcement (desk volunteers), and outreach efforts		X	X		X	
Raise fines, especially related to dogs off leach and alcohol violations		X			X	
Use of a tiered fine structure or having a lower fine for a first offence and a higher fine for a second offence		X	X		X	
Ban beach fires from 11 pm to 6 am		X			X	
During high visitation weekends, shut off access to highly congested areas	X	X		X	X	X
Use electronic "your speed" signs		X	X		X	
Ban night driving - throughout whole Seashore - only in turtle nesting areas	X	X			X	
Establish use limitations in the most populated areas	X	X			X	X
Ban alcohol on all Seashore beaches		X				
Develop a manned hotline system to provide beach access information (Dare County dispatch?)	X		X		X	
Provide daily beach access updates on the Seashore's answering machine	X		X		X	
Use sources outside the park to distribute information (the visitor bureau, tackle shops, other local businesses), this could include	X	X	X		X	X

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ORV Management Elements	Access	Enforcement	Education/Outreach	Permitting	Species Protection	Carrying Capacity
links to the websites of these organizations						
Implement interpretive programs that go across many different NPS units ("adopt-a-plover program to follow a banded plover between parks)			X		X	
Hire more park rangers to provide interpretive services		X	X		X	
Expand existing programs (know you park, junior ranger, turtle night watch etc)			X		X	
Increase involvement of interest groups and other citizens (increased volunteer opportunities, leading nature walks, work with NCBBA to provide beach driving information at ramp 4, beach clean up and adopt a beach, attend local festivals)	X	X	X	X	X	
Establish a "friends" group		X	X		X	
Establish beach driving information centers	X	X	X	X		X
Offer a weekly article in the local newspaper about park resource issues			X		X	
Develop a computer- administered ORV permitting system that would include cost-recovery and could help park collect demographic data	X			X		
Develop an on-line permitting system, or use kiosks	X			X		
Make permits available at local businesses	X		X	X		
Require permit applicants to take a driver test	X	X	X	X		
Require permit applicants to watch a video about safe driving and resource protection	X	X	X	X	X	
Use a permit sticker for annual permits or window hangers for weekly permits	X	X		X		
Require permit holders to carry a signed copy of the rules and regulations	X	X	X	X	X	
Associate permits with the vehicle, not the person		X		X		
Require vehicles to carry certain equipment	X			X		
Establish an adaptive process that allows for increases in the permit fees as the cost of living increases				X		
Place no limits on the number of permits issued, but control number of vehicles on the beach at anyone time	X	X		X	X	X
Issue permits only for congested areas, or permits for non-congested areas could be free and others have a fee	X	X		X	X	X
Look at other programs to see how permit systems have been implemented (NC saltwater fishing, Nags Head)	X		X	X		
Limit number of permits	X	X		X	X	X

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ORV Management Elements	Access	Enforcement	Education/Outreach	Permitting	Species Protection	Carrying Capacity
Review permitting process every 2 to 5 years to determine effectiveness				X		
Issue separate permits for each island	X			X		X
Include an educational component in any permit system		X	X	X	X	
Revoke permits based on severity of violations	X	X		X		
Establish a carrying capacity based on the physical number of cars that can fit on the beach	X					X
Determine capacity based on peak use	X					X
Determine capacity based on the tolerance of species for certain activities	X				X	X
Determine carrying capacity based on the effort required for law enforcement vs. available resources	X	X				X
Regulate types of vehicles allowed in certain areas of the seashore	X					X
Prohibit vehicles from Cape Point and other spits	X				X	X
Allow camping in certain areas with a permit	X			X	X	X
Issue night fishing permits	X			X		X
Require vehicles to carry portable toilets					X	
Establish "resource" zones in various areas where no vehicles are allowed	X				X	
Establish areas where certain activities are permitted (i.e. where kiteboarding is permitted)	X				X	X
Prohibitions on pets (throughout the entire seashore, on the beaches, in sensitive resource areas, allow only in developed areas)	X				X	
Establish one sensitive resource area to be closed to all visitor use	X				X	
Close certain spits during certain times of the year	X				X	
Close the beach between ramp 23 and 27 to protect nesting areas	X					X
Implement year-round trapping of predators					X	
Work with neuter and release groups to provide education on the dangers of feral cats			X		X	
Develop a "nest cam" system to identify predators and provide education			X		X	
Provide an on-site waste disposal system at all fish cleaning stations					X	
Re-evaluate dumpster locations and provide predator-proof dumpsters					X	
Develop a program to band and track piping plovers			X		X	

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ORV Management Elements	Access	Enforcement	Education/Outreach	Permitting	Species Protection	Carrying Capacity
Ban night driving during turtle nesting season	X				X	
Work with counties to reduce light pollution			X		X	
Manage turtles on a case-by-case basis as they nest					X	
Provide for bird habitat creation (simulating overwash, creating spoils islands)					X	
Turn over management of bird habitat areas to the USFWS					X	
Establish a biosphere reserve area at Cape Point					X	

CAHA 1628
1st Internal Alts Meeting Flip Charts
October 18/19 2007

- Protected Areas –Pipe Plovers
 - Breeding
 - Nesting
 - Fledging
 - Foraging

Alternatives

- Boats- no launching/landing in protected areas
- Pets - April 1-October 1
 - No pets allowed in protected areas on or about Oct 1 pets allowed in areas on leash
- Other options
 - Complete ban in National Seashore

Plover

- Monitoring
 - ~~Develop Proposed fencing Plan B~~
 - Monitor Historically used (3 yrs) nesting areas for presence of Breeding piping plovers
 - Start monitoring NLT March 15 until all chicks confirmed fledged
 - Begin training monitors NLT March 1
 - Develop a standardized monitor training plan
 - Develop proposed fencing plan for the following year after the end of the current breeding season
 - Share plan with stakeholders prior to beginning of breeding season (possibly move to civic engagement)
 - Nest confirmed – monitoring continued on a regular basis
 - Monitoring will include documentation of
 - # of eggs
 - Date eggs laid
 - Incubation activity of adults
 - Weather related events/tides
 - Foraging area of adults
 - Timing and success of hatching
 - Movement of broods
 - ~~Predation of nest failure~~
 - Predation
 - Weather
 - Recreation
 - Identify migrant and wintering plovers
 - ~~Exclosures keeping predators out~~

- Predators

Predators

- Exclosures (as specified by FWS)
 - Install when 1 egg is present
 - Ensure adults accept exclosure
 - Monitor exclosure effectiveness (same thing as below)
 - Monitor behavioral responses by predators (Same thing as above)
 - Remove exclosure when birds have fledged
- Trapping
- Mammal eradication prior to and during nesting season (fox) raccoon if they become a problem.
- Enforce proper trash disposal (pack in/pack out) and anti-wildlife feeding (required greater law enforcement staffing)
- If predator tracks detected in vicinity of nests, deploy predator exclosures, include exclosure effectiveness during monitoring
- For nests where volunteer monitoring occurs use harden edging to exclude ghost crab predation o hatchlings- volunteer remove crabs to outside of barrier

Turtles- Loggerhead

- May 15 – Aug 30- Monitor for crawls daily ORV + ATV morning prior to beach use
- Find crawl- confirm eggs
- Take data collection (same as 2005) and additional
- ID location of nest – current protocol

Light Management

- Enact turtle friendly lighting at CAHA structures
- Encourage concessionaires to enact turtle friendly lighting
- Develop volunteer turtle monitoring program for night time nest hatching
- Civic engagement to encourage turtle friendly lighting and practices in surrounding villages
- Prohibit beach fires
- Option- May 15 – Aug 30- permit system outside these days
- Require parked ORVs to turn off lights or cover with turtle friendly filters (provide filters if public wants)
- Prohibit ORV driving on beaches from 10pm to 5am, May 15 until last hatching event
- Open beach areas sequentially as last hatching occurs
- *Interdunal road system??*
- Prohibit all fireworks
 - Requires greater law enforcement
- Permits for firework displays (villages)

Nest Relocation

- Follow NCLUREC [sic] guidelines

Recreation Use Buffers

- 25' x 25' bummer (symbolic fence with signage)
- 50-55 days expand buffer to tide ling

- Remote 75' wide
- Pedestrian 150' wide
- ORV use – 350' wide – smooth beach
- Where available 50' – 30' minimum buffer dune ward plus one lane for ORV detour

- Remote closure/buffer 72hrs after completion of hatching

Civic Engagement

- Educate villages about turtle biology and turtle friendly practices (remove beach furniture-lights)
- Encourage volunteering for turtle monitors- adopt a turtle nest
- Night time interp. Program (turtle walks during hatching)
- Daytime interp programs
- Brochures/mailing to beach cottages

Threatened, Endangered and Other Protected Species

- Provide threatened, endangered, and other protected species and their habitats protection from adverse impacts related to rec'l uses as REQ by laws and policies, such as the MBTA, ESA, and state listed species
 - Cooperate with the FWS to ensure that NPS actions comply with the Ref of the ESA (NPS Management Policies 4.4.2.3)

Criteria for Closures	Criteria for Escorts
Cannot meet minimal buffers (see plover alternative)	High demand area by both birds and people, and no alternative access
	Must meet minimal buffers at all times per Rec. Play- escort cannot pass through
	Full closure= no escort
Extra Law Enforcement <ul style="list-style-type: none"> • 24hr/day for 1st several days • Random night checks thereafter 	Monitoring- must be conducted by qualified biologist <ul style="list-style-type: none"> • Monitoring depends on size too
If more than a ¾ mile, escorts won't wait and need full closure	Daytime hours only, no night access
	Tide dependant
	Available staff (trained)
	Depending on size, have Walher leading escort, and/or spotter in car. Multiple monitors in addition and must be able to review complete area BEFORE escort equipment <ul style="list-style-type: none"> • Spotting scopes • Radios- BEST • Cell phones • Sufficient vehicles
	Educational component

	<ul style="list-style-type: none"> • Public outreach • Consistency • Publications • Interpretation on scare • Spotting scopes to allow public to see birds • Radio receivers to public in escort to hear interpretive town as they drive
	<p>*Extra Law Enforcement</p> <ul style="list-style-type: none"> • 24hrs/day for 1st several days • Random checks thereafter
	<p>Track number of vehicles using escort service</p> <ul style="list-style-type: none"> • Establish limits (last year average was 11/day)
	<p>Timing changed depending on distance/demand</p>
	<p>Info gathering- how many visitors use escorts only to see area? And, how # people were turned away?</p>
	<p>Need program coordination!</p> <ul style="list-style-type: none"> • 1 scheduler supervisor • 1 monitor supervisor • 1 LE supervisor
	<p>Monitors</p> <ul style="list-style-type: none"> • 1 with driver • 6:30am – 8pm • 1 at end of escort • 2-3 along route, strategically placed (x2 shifts) • Up to 10 monitors and 3 drivers daily • Plus LE's • Bathroom breaks, lunch and dinner breaks
	<p>**Note** This (breaks) are only for escorts</p>
	<p>Need image Stabilized binoculars</p>
	<p>Not practical where # of plovers exceeds monitoring capacity</p>

- Minimize Visitor conflicts
 - Management zones
 - Time restrictions
 - Day vs night
 - Different days of the month
 - Night closures
 - Provide additional parking areas and boardwalks
 - Provide seasonal roll-up boardwalk
 - Beach driving education
 - Ad in tourist mags
 - AM radio announcements
 - Web site
 - DVD safe driving
 - Outreach to schools
 - Posting on bulletin boards

- Night closures during sea turtle nesting season
 - Safety
 - Lower speed limit
 - Limiting #'s in pop. Areas
 - Ban alcohol in the park
 - Designate vehicle free areas
 - Raise driving age for a permit
 - Drivers ed. Programs in HS
 - Cultural Resources
 - ~~Exlosures around wrecks~~
 - Bury wrecks
 - Educate drivers to importance of wrecks
 - Management Methodology

The Purpose of this plan is to establish policies and provide for procedures that control and direct ORV use and access in the park to:

- Protect and preserve national and cultural resources and national processes
- Provide a variety of visitor use experiences and minimize conflicts among various use

To Do:

- Significance statement for natural resources (Steve)
- Definition of community (Sandy)
- Agreement with FWS
- Definition of primitive wilderness (Michael)

- Look at RMP to see if there are viable objectives (Sandy and Dana)
- Mailing List (Mary)

- 1. Public Buy-in
- 2. Substantive Input
- 3. Minimize conflict through discussion
- 4. Mult. Mtgs
 - a. Locations

- Dogs banned April 15-Oct 15
- Some area permanently for resource protections (high pop. Of birds all 3 islands)
- New areas opened by storm/hurricane immediately closed to allow birds to find/use them
- More staff – better enforcement and monitoring
- More research on effects on birds and turtles
- Specials opps for birding aps.
- Permits by uses (fees for resource protection and enforcement)
- Fines and revocation (5 yrs) for violations of closures
- 10 mph speed limit
- Education program
- Close turtle areas
- Night driving restricted in highly populated bird areas
- Monitoring/adaptive management