



CLATSOP COUNTY PLANNING COMMISSION REGULAR MEETING AGENDA

Zoom Meeting

Tuesday, June 14, 2022 at 10:00 AM

ZOOM MEETING

- [1.](#) Meeting link and instructions for accessing the virtual meeting.

CALL MEETING TO ORDER

ROLL CALL

ADOPT AGENDA

BUSINESS FROM THE PUBLIC: This is an opportunity for anyone to give a brief presentation about any land use planning issue or county concern that is not on the agenda.

PUBLIC HEARINGS

- [2.](#) Clatsop Plains Community Plan Update
- [3.](#) Elsie-Jewell Community Plan
- [4.](#) Lewis & Clark, Olney-Wallooskee Community Plan Update
- [5.](#) Northeast Community Plan Update
- [6.](#) Seaside Rural Community Plan Update
- [7.](#) Southwest Coastal Community Plan Update

PROJECT STATUS REPORT

- [8.](#) Status of ongoing projects reviewed by the Planning Commission.

DIRECTOR'S REPORT

TEFIP

STRs

Rural ADUs

Planning Commission Appointments

August 3 Joint Meeting with BOC (10AM)

ADJOURN

NOTE TO PLANNING COMMISSION MEMBERS: Please contact the Community Development Department (503-325-8611) if you are unable to attend this meeting.

During the COVID-19 pandemic, the Clatsop County Planning Commission remains committed to broad community engagement and transparency of government. To provide an opportunity for public testimony while physical distancing guidelines are in effect, the Commission will host virtual meetings on Zoom Meeting.

To join the meeting from your computer, tablet or smartphone.

<https://co-clatsop-or-us.zoom.us/j/96938108959?pwd=QjRKeVp4UVd1SWw3OWxuOFIsVEFRUT09>

Dial by your location: +1 669 900 6833 US

Meeting ID: 969 3810 8959

Passcode: 587994

Those wishing to provide testimony on public hearings or provide oral communication at the designated time must register in advance by calling 503-325-8611 or emailing ghenrikson@co.clatsop.or.us. You will be notified when your three-minute presentation is scheduled. Comments may also be submitted via email to ghenrikson@co.clatsop.or.us to be read at the meeting.



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

Clatsop County Planning Commission Regular Meeting Zoom Meeting Instructions

During the COVID-19 pandemic, the Clatsop County Planning Commission remains committed to broad community engagement and transparency of government. To provide an opportunity for public testimony while physical distancing guidelines are in effect, the Commission will host virtual meetings using the Zoom platform.

To join the meeting from your computer, tablet or smartphone.

<https://co-clatsop-or-us.zoom.us/j/96938108959?pwd=QjRKeVp4UVd1SWw3OWxuOFIsVEFRUT09>

Dial by your location: +1 669 900 6833 US

Meeting ID: 969 3810 8959

Passcode: 587994

Those wishing to provide testimony on public hearings or provide oral communication at the designated time must register in advance by calling 503-325-8611 or emailing ghenrikson@co.clatsop.or.us. You will be notified when your three-minute presentation is scheduled. Comments may also be submitted via email to ghenrikson@co.clatsop.or.us to be read at the meeting.



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

TO: Clatsop County Planning Commission Members

FROM: Gail Henrikson, Community Development Director

DATE: June 14, 2022

RE: CLATSOP PLAINS COMMUNITY PLAN

BACKGROUND

The Clatsop Plains Citizen Advisory Committee (CPCAC) met from August -December 2021 to review existing policies in the Clatsop Plains Community Plan and to identify new issues and policies to be included in that community plan.

The Clatsop Plains planning area comprises approximately 16,307 acres within northwest Clatsop County and is located along Oregon's northern Pacific coastline south of the mouth of the Columbia River.

The Clatsop Plains Community Plan is part of the County's adopted comprehensive plan. It contains policies specific to the Clatsop Plains planning area, such as those that prioritize dune erosion prevention, protection of steep slopes, existing drainage patterns and natural and scenic resources, and public safety. Protection of water resources, coastal views and shoreline dunes are also community plan priorities.

The [original Clatsop Plains Community Plan](#) was adopted on November 21, 1979 (Ordinance 79-10). The Clatsop Plains Community Plan, along with the community plans for each of the other five planning areas in Clatsop County is broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Clatsop Plains Community Plan has been amended several times:

- **Ordinance 82-03:** Prohibiting clustering of development in Surf Pines
- **Ordinance 82-32:** Amendments to include findings on the Clatsop Plains groundwater protection plan
- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)
- **Ordinance 84-09:** Amendments to address comments from DLCD
- **Ordinance 84-10:** Amendments to address comments from DLCD
- **Ordinance 03-08:** Amendments related to revised policies in Goal 7 and Goal 18
- **Ordinance 14-03:** Incorporate new policies developed during the North Clatsop Plains Sub-Area Plan the County prepared in partnership with state and local community partners. The plan

included a series of policy actions intended to maximize the compatibility of future land uses and activities with Camp Rilea’s operations, sensitive natural and ecological resources, and the existing, rural open space and character of the North Clatsop Plains and its coastal communities. The document also presented a comprehensive approach to improving and protecting water quality and trail connectivity for multiple users, and minimizing the potential for traffic congestion near the Camp Rilea entrance at Highway 101.

In addition to the previous amendments noted above, the Clatsop Plains Community Plan is designed to work in coordination with other sub-area plans that have been created either by Clatsop County or other agencies within the planning area. These sub-area plans include:

- [Fort Stevens Master Plan \(2001\)](#)
- [Fort Stevens State Park Historic Fort Area – Site Development Plan \(2001\)](#)
- [Camp Rilea Joint Land Use Study \(2012\)](#)
- [North Clatsop Plains Sub-Area Plan \(2014\)](#)
- [Oregon Solutions Clatsop Plains Elk Project Declaration of Cooperation \(2021\)](#)

CLATSOP PLAINS COMMUNITY PLAN 2040

The work completed by the CPCAC entailed a review of the existing goals, policies and objectives contained within the current community plan. The narrative of the plan was rewritten to include an historical overview of development of the Clatsop Plains, an assessment of current conditions, and identification of future trends likely to affect the Clatsop Plains planning area over the next 20 years. Relevant policies from the current plan are also incorporated into Draft 05.

Many of the future trends identified by the CPCAC are the same as those raised in 1979 when the original community plan was drafted. These trends include:

- Housing
- Traffic
- Water and the carrying capacity of the land
- Wildlife habitat

The goals, objectives and policies have been drafted to balance the sometimes conflicting goals of natural resource protection, including farm and forest lands, and the ongoing desirability of this area for residential development.

ACTION ITEMS:

1) Review the Clatsop Plains Community Plan – Draft 05.

- Identify any questions you have regarding Draft 05 of the community plan
- Provide a recommendation to the Board of Commissioners, including any recommended amendments, on Draft 05 of the community plan.

2) Prepare a recommendation for the Board of Commissioners:

- ***Suggested Motion:*** *I recommend the Board of Commissioners adopt the Clatsop Plains Community Plan, Draft 05, as submitted by staff. (if there are no amendments)*
- ***Suggested Motion:*** *I recommend the Board of Commissioners adopt the Clatsop Plains Community Plan, Draft 05, as amended. (if there are amendments)*

ATTACHED MATERIALS:

- Clatsop Plains Community Plan – Draft 05

ADDITIONAL REFERENCE MATERIALS:

- [Original 1979 Clatsop Plains Community Plan \(Ordinance 79-10\)](#)
- [Fort Stevens State Park Master Plan \(2001\)](#)
- [Fort Stevens State Park Historic Fort Area – Site Development Plan \(2001\)](#)
- [Camp Rilea Joint Land Use Study \(2012\)](#)
- [North Clatsop Plains Sub-Area Plan \(2014\)](#)
- [Oregon Solutions Clatsop Plains Elk Project Declaration of Cooperation \(2021\)](#)
- [Ordinance 82-03](#)
- [Ordinance 82-32](#)
- [Ordinance 83-17 \(Part 1\)](#)
- [Ordinance 83-17 \(Part 2\)](#)
- [Ordinance 83-17 \(Part 3\)](#)
- [Ordinance 84-09](#)
- [Ordinance 84-10](#)
- [Ordinance 03-08](#)
- [Ordinance 14-03](#)

CLATSOP PLAINS COMMUNITY PLAN



**ORDINANCE 22-07
ADOPTED JULY 27, 2022**

ACKNOWLEDGEMENTS

BOARD OF CLATSOP COUNTY COMMISSIONERS

- Mark Kujala, Chair (District 1)
- Lianne Thompson, Vice-Chair (District 5)
- John Toyooka (District 2)
- Pamela Wev (District 3)
- Courtney Bangs (District 4)

CLATSOP PLAINS CITIZEN ADVISORY COMMITTEE

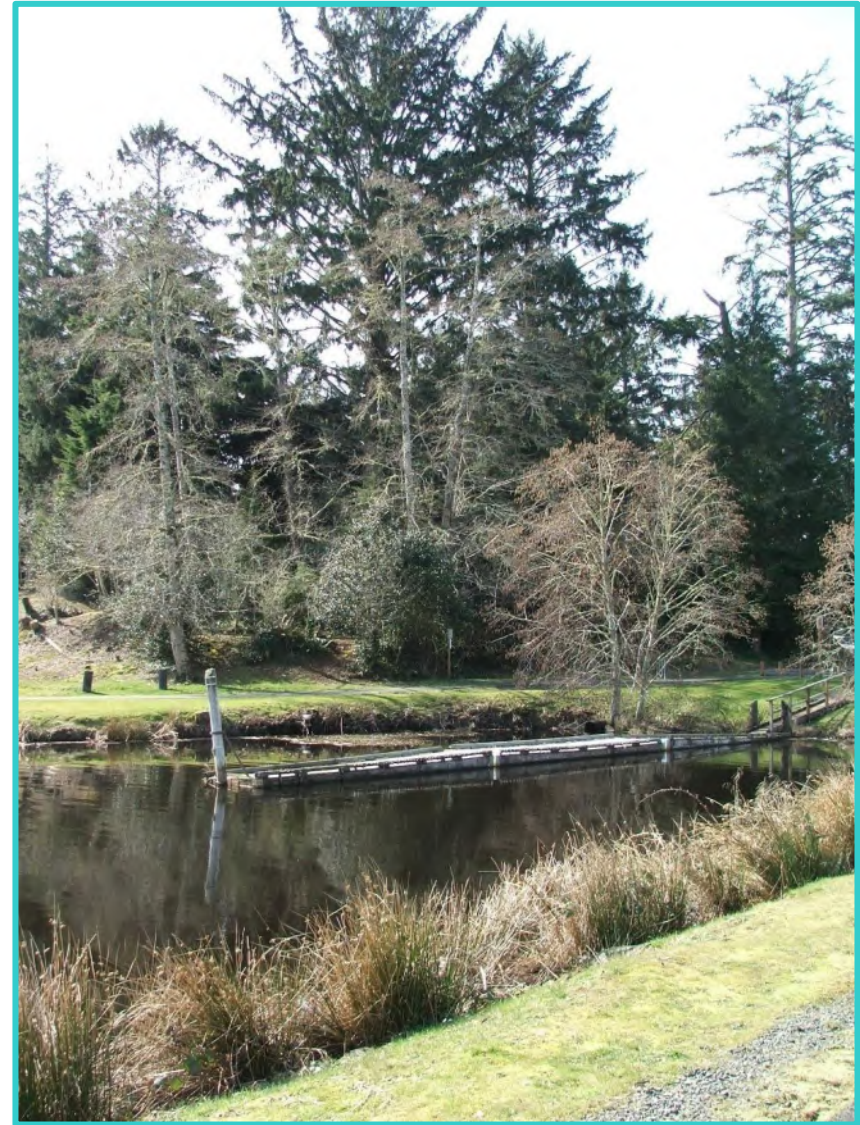
- Mary Kemhus, Chair
- Devon Abing
- Don Abing
- Diane Heintz
- Phillip Johnson
- Jerri Myers
- Maria Pincetich
- Robert Stricklin

CLATSOP COUNTY PLANNING COMMISSION

- Nadia Gardner, Chair
- John Orr, Vice-Chair
- Christopher Farrar
- Cary Johnson
- Jason Kraushaar
- Clarke W. Powers
- Lam Quang

COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Joanna Lyons-Antley, County Counsel
- Patty Jo Angelini, Public Affairs Officer



LAND USE PLANNING STAFF

- Julia Decker, Planning Manager
- Ian Sisson, Senior Planner
- Jason Pollack, Planner
- David Cook, Planner
- Clancie Adams, Permit Technician
- Gail Henrikson, Community Development Director

Table of Contents

| | |
|---|-----------|
| INTRODUCTION | 1 |
| Purpose | 1 |
| Scope | 2 |
| Planning Process | 3 |
| Using the Plan | 4 |
| Review and Update | 5 |
| OVERALL GOAL FOR THE CLATSOP PLAINS..... | 6 |
| LOCAL HISTORY..... | 7 |
| CURRENT ISSUES AND CONCERNS | 9 |
| Housing | 9 |
| Water Quantity and Quality..... | 11 |
| Wildlife Habitat | 12 |
| Camp Rilea | 15 |
| Changing Character..... | 15 |
| FUTURE TRENDS | 16 |
| Housing | 16 |
| Beach Accretion and Erosion | 16 |
| Traffic | 17 |
| Tourism | 17 |
| Aquifer and Carrying Capacity of the Land | 18 |
| Agriculture..... | 18 |
| Wildlife Habitat | 19 |
| LANDSCAPE UNITS | 19 |

CLATSOP PLAINS COMMUNITY PLAN 2040

Coastal Shorelands and Other Shorelands..... 20

Beaches and Dunes 20

Estuarine Resources 21

 Columbia River Estuary 21

 Necanicum Estuary 23

Alluvial Lowlands..... 24

Alluvial Terraces 24

Coast Range Foothills 24

NATURAL RESOURCES 24

 Forest Lands 24

 Agricultural Lands 25

 Mineral Aggregates 25

 Water Quality – Clatsop Plains Aquifer 25

NATURAL HAZARD AREAS 27

 Mass Movement 27

 Compressible Soils 27

 Flooding..... 27

 Wind and Ocean Shoreline Erosion 28

 Earthquake / Cascadia Subduction Event 28

 Tsunami..... 32

HOUSING AND PUBLIC FACILITIES AND SERVICES 33

 Housing 33

 Public Facilities and Services 36

 Sewer Systems 36

CLATSOP PLAINS COMMUNITY PLAN 2040

Water Systems 37

Schools 39

Flood Control 40

Fire Protection 40

Transportation 43

 Highways 43

 Rail 43

 Air Transportation 43

Preservation, Recreation, and Open Space Areas 44

 Resource Management 46

 Preservation 46

 Historic Areas 46

 Fish and Wildlife Areas 46

 Recreation 47

 Parks 47

 Trails – Bike / Foot 48

 Scenic Areas 48

 Open Space 48

COMMUNITY DEVELOPMENT 48

 Development 49

 Rural Lands 49

 Rural Agricultural Lands 50

 Forest Lands 51

 Conservation Other Resources 51

CLATSOP PLAINS COMMUNITY PLAN 2040

Natural 51

GOALS, OBJECTIVES AND POLICIES..... 53

Index to Maps and Figures

MAP 1: Geologic Hazards Areas in the Clatsop Plains Area 30

MAP 2: Special Flood Hazard Areas the Clatsop Plains Area..... 31

MAP 3: Fire, Water, and Sanitary Districts in the Clatsop Plains Area..... 42

MAP 4: Open Space Areas for the Clatsop Plains Area 45

FIGURE 1: Camp Rilea Current Observation Wells 10

FIGURE 2: Area of Limited Groundwater Yield 11

FIGURE 3: North Coast Basin 26

FIGURE 4: Aquifer Reserve Overlay Zone 27

TABLE 1: U.S. Highway 101 Traffic Volumes (2018-2020) 17

TABLE 2: Clatsop Plains Planning Area – Drinking Water Systems 38

TABLE 3: Clatsop Plains Planning Area – School Systems 40

INTRODUCTION

We no longer live in a time when we are few and the land is wide and waiting for us. We have reached the point where we can no longer insulate ourselves from the punishment and pollution we visit upon the earth and the atmosphere, and where the natural resources we once regarded as so endlessly available and expendable are becoming increasingly hard to get. The spread patterns of settlement and development that characterize our past urban growth are the unfortunate legacy of our old illusion that we had endless acres of land to build upon and unlimited resources to enjoy and consume.

While the land surface area of the County remains constant over time, inevitably the population has and will continue to grow. There will be greater demand and need for more land for urban or suburban type development, and the choices made in the use of land frequently reduce substantially the options for future uses. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

Common resources, such as streams, lakes and air are by their very nature, subject to exploitation. Differing from land, such resources are difficult, if not impossible, to reduce to individual ownership; thus, they are subject to overuse and congestion.

All too often, land use policies formulated to address the foregoing concerns, problems, and situations take a totally negative view toward growth. In truth, such plans and regulations should only take a negative view toward unplanned or poorly planned growth which ultimately can cost the general public and taxpayer uncalled for and unnecessary damage to their physical, social, economic and environmental situations. Commonly, when land use designations or policies are established, they set forth definitively those lands which cannot or should not be developed. There is, however, a lesser effort to set forth guidelines or policies as to which lands can or should be developed and standards for such development.

Purpose

With this awareness, the Clatsop County Comprehensive Plan was developed for the purpose of providing a guide to development and conservation of Clatsop County's land resources. It is a generalized long-range policy guide and land use map that provides the basis for decisions on the physical, social and economic development of Clatsop County. It represents a public statement of the most desirable land conservation projections for the next 20 years. These policies and statements are based on inventories, developmental limitations, projected needs, public attitudes and the Statewide Planning Goals.

CLATSOP PLAINS COMMUNITY PLAN 2040

The Plan also coordinates the various factors which influence community development such as sewer and water, transportation, housing, commerce, industry, schools, land use, recreation, and natural resources. It establishes goals and policies which recognize and plan for the interrelationships and interactions of these factors.

The main objectives of this Comprehensive Plan are:

- a. To the highest possible extent, prevent future conflicts between land use and activities.
- b. To provide an objective basis for the land use decisions of elected officials, planners, public agencies, and individual citizens.
- c. To provide a source of information describing the conditions and characteristics of the community.
- d. To identify the direction and nature of changes which may be expected within the community.
- e. To provide a better understanding of specific actions, programs, and regulations which may affect the general public.
- f. To establish a balance between the competing state and county resource preservation goals and development preferences.

The Comprehensive Plan for the County has been updated with the expressed purpose of providing an accurate statement of the County land use program and to comply with the State Land Use Goals.

Scope

The scope of the Plan is comprehensive and long range. To provide common direction and consistency within each city and county Comprehensive Plan in Oregon, the Legislature in SB100, 1973, directed the Land Conservation and Development Commission (LCDC) to adopt Statewide Planning Goals and Guidelines. Goals are required to be addressed by law in Comprehensive Plans. Guidelines are suggested ways to achieve the statewide values contained in the Goals. The Statewide Goals and Guidelines are to be used by cities and counties, special districts, and state and federal agencies in preparing, adopting, revising, and implementing comprehensive plans. They form the foundation of Oregon's land use program.

Oregon's 19 Statewide Planning Goals, which were developed through numerous public meetings, identify statewide values, policies and concerns of Oregonians. The Goals provide the skeletal framework for comprehensive plans with each local government filling in and adopting the plan to reflect their own local needs and concerns.

CLATSOP PLAINS COMMUNITY PLAN 2040

In order to incorporate and address those local needs and concerns, Clatsop County has taken an exception to the Statewide Planning Goal 3: Agricultural Lands and a portion of the Statewide Planning Goal 18: Beaches and Dunes Goal #18 in the Clatsop Plains Planning Area. An exception is when the governing body, in this case the Board of County Commissioners, decides it cannot apply a Statewide Planning Goal requirement for a specific situation. A list of all exception areas is available at the Clatsop County Community Development Department.

It is extremely important to maintain a clear distinction between the Comprehensive Plan itself and implementing measures. Implementing measures include such controls as the zoning and subdivision codes, public land acquisition, taxation policies, and public improvement. These measures are specifications which are taken to transform the Plan proposals and policies into reality. This Plan does not automatically change zoning; however, an Oregon Supreme Court decision in 1975 reaffirmed that the Comprehensive Plan and the implementing zoning must be consistent with each other and the zoning must be subordinate to the Plan. The Comprehensive Plan establishes a guide for future zoning within the County as well as a plan for all other land use decisions.

Planning Process

In looking at the various uses of land and consequences of its use, the Comprehensive Plan looks to the future of the County and provides for the orderly and systematic growth of the communities in the County. Clatsop County's Comprehensive Plan consists of background data from various sources and documents. The Comprehensive Plan is a result of combining all these sources, in addition to local needs, to develop public policies in the form of goals, policy statements, generalized maps, and standards and guidelines.

Within the Comprehensive Plan, there are goals, policies and recommended actions which are Countywide and which apply to the entire unincorporated County. However, within each of the Community Plan sections, other goals, policies and recommended actions apply only to a particular planning area, such as the Clatsop Plains. Goals are indicators of the direction a community desires to direct its efforts whether it be for growth, housing, or natural resource protection. Policies are established to achieve the intent of a goal; they are more specific in nature and imply a commitment to growth, preservation, or a desired change in the development pattern of a specific area of the County. The plan maps, therefore, are designed to be utilized with the written text of the plan and not as an independent element. The plan map is a conceptualized picture of the development and protection of the natural environment as envisioned at a particular point in time. As time passes, new approaches may occur necessitating changes in goals

CLATSOP PLAINS COMMUNITY PLAN 2040

and policies which will be reflected in the plan map. The Clatsop Plains Citizen Advisory Committee did not identify any required changes to the plan map or zoning that would be needed through the 20-year planning horizon of 2040.

When conflicts arise between the text and map, the written text prevails. In certain circumstances maps are referred to outside the plan document, i.e. Flood Hazard Maps, which are site specific.

Recommendations contained in the plan reflect some possible conflict or concern and suggest future studies or considerations. They do not carry the weight or effect of goals or policies.

The Comprehensive Plan is flexible in the sense that it is a living document subject to change, and therefore amendable. The plan is inflexible by the reason that once goals and policies are established they must maintain their consistency and their integrity of commitment which underlies them, until amendments are adopted.

When the original Clatsop Plains Community Plan was adopted, a classification system was developed as a tool to implement the various policies contained in the Comprehensive Plan. The system reflected either what an area already was or what the community wanted the area to become. Some of the factors considered in designating properties were the types of public facilities available, existing uses and lot sizes, identified forest and agricultural lands and the future land use needed, such as housing. The classification system has six designations:

- DEVELOPMENT
- RURAL LANDS
- RURAL AGRICULTURAL LANDS
- FOREST LANDS
- CONSERVATION OTHER RESOURCES
- NATURAL.

These classifications are used to designate different areas on the Comprehensive Plan Map. They are defined in the Community Development section of the plan.

Using the Plan

A primary consideration in the preparation of a Comprehensive Plan should be its usefulness. The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and standards that are intended to be

CLATSOP PLAINS COMMUNITY PLAN 2040

used in making specific decisions about present and future land use, along with various maps.

In addition, the plan contains intent statements in a narrative form. These statements explain the basis and intent for the County's position on each subject in the plan and have significance in clarifying and setting County policy. Goals, policies, objectives and standards are implemented when the County reviews individual land use actions. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard.

Review and Update

The original Clatsop Plains Community Plain was adopted on November 21, 1979 (Ordinance 79-10). The Clatsop Plains Community Plan, along with the community plans for each of the other five planning areas in Clatsop County is broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Clatsop Plains Community Plan has been amended several times:

- **Ordinance 82-03:** Prohibiting clustering of development in Surf Pines
- **Ordinance 82-32:** Amendments to include findings on the Clatsop Plains groundwater protection plan
- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)
- **Ordinance 84-09:** Amendments to address comments from DLCD
- **Ordinance 84-10:** Amendments to address comments from DLCD
- **Ordinance 03-08:** Amendments related to revised policies in Goal 7 and Goal 18
- **Ordinance 14-03:** Incorporate new policies developed during the North Clatsop Plains Sub-Area Plan the County prepared in partnership with state and local community partners. The plan included a series of policy actions intended to maximize the compatibility of future land uses and activities with Camp Rilea's operations, sensitive natural and ecological resources, and the existing, rural open space and character of the North Clatsop Plains and its coastal communities. The document also presented a comprehensive approach to improving and protecting water quality and trail connectivity for multiple users, and minimizing the potential for traffic congestion near the Camp Rilea entrance at Highway 101.

In addition to the amendments noted above, the Clatsop Plains Community Plan is designed to work in coordination with other sub-area plans that have been created either by Clatsop County or other agencies within the planning area. These sub-area plans include:

- North Clatsop Plains Sub-Area Plan
- Fort Stevens Master Plan (2001)

CLATSOP PLAINS COMMUNITY PLAN 2040

- Fort Stevens State Park Historic Fort Area – Site Development Plan (2001)
- Oregon Solutions Clatsop Plains Elk Project Declaration of Cooperation

To maintain the Comprehensive Plan as an accurate statement of County land use goals and policies based on current inventory data, it is necessary to periodically review and evaluate it. If changes in the social, physical or economic conditions of Clatsop County occur it will be necessary to restate the land use goals and policies as well as the land use designations on the plan map. Plan amendments may range from individual property requests to a complete plan revision. The need to revise the plan on an individual property can be considered through an application by an affected property owner. A review of the entire Plan should occur at least every 5-7 years.

The flexibility of the planning program through amendments and changes based on new information is important but, at the same time, the integrity of the goals and policies must be maintained through long term stability and consistency in their application.

OVERALL GOAL FOR THE CLATSOP PLAINS

The Clatsop Plains Citizen Advisory Committee recognizes that the natural resources and amenities of the Clatsop Plains are in fact the features which make it a desirable place in which to live. Protection of these resources (the forest, dunes, open spaces, views, animal life and habitat, ocean beaches, lakes and streams, to name a few) is paramount if the quality of life is to be maintained for both existing and future residents. Development must be required to respect these resources and amenities since poor development or over-development could very easily destroy these values which make up the traditional character of the Clatsop Plains.

The community goals and policies which follow in this plan are the basis from which the implementing ordinances have and will be developed.

The Clatsop Plains Community Plan is an amplification of some of the policies in the Countywide Elements section of the Comprehensive Plan, and also contains policies addressing particular concerns people have for the Clatsop Plains. The goals in the Countywide Comprehensive Plan are used at the community level to identify policies and strategies for addressing specific local opportunities/problems.

LOCAL HISTORY

The Clatsop Plains planning area encompasses approximately 16,307 acres in the northwest section of Clatsop County along the coast. This planning area, for the most part, relates toward the ocean, with the various beaches and rolling dunes; and toward the several lakes in the planning area. The Clatsop Plains is essentially bisected by U.S. Highway 101. This highway is a major line for north-south movement down the Oregon Coast as well as a corridor of travel between the two population centers in the plains.

Chinook ikanum (stories) tell of the origin of the Clatsop Plains land form. Its extensive freshwater lakes and marshes provided a habitat for various species of waterfowl and large herds of deer and elk, and its proximity to the rich salmon runs in the Columbia and other small and large tributaries to the Columbia, such as the Skipanon (formerly known as the Skippernewan) provided the local Clatsop people with enough resources to provide for their sustenance and trading requirements.

The Chinookan name “Clatsop” refers to dried and pounded salmon. This was a primary food source and trade item for this area’s First People. The strategic location near the mouth of the Columbia River (Iyagay’l imal or "Great River") positioned Clatsop Chinook in the middle of an extensive trade network that stretched up the Columbia River to the Rocky Mountains and beyond as well as the great distances up and down the Pacific sea coast.

The geographical location and the physical environment of Clatsop Plains provided the setting for one of the earliest pioneer settlements in Oregon. The rolling hills with the absence of thick timber made the area ideal for agricultural development.

Lewis and Clark chose to make their encampment on the edge of the Clatsop Plains on the Netul (now Lewis and Clark) River. They were ill-prepared for the extremes of the Northwest coastal winter and their journals recite gloomy tales about the cold and damp winter of 1805 - 1806. However, the same accounts also mentioned an abundance of game that provided for their needs during the long winter and as supplies for their return trip to the East the following spring.

As Euro-American pioneers began to trickle into the Oregon country in the 1830's and early 1840's, Clatsop Plains became one of the first areas of settlement. Solomon Smith was the first Euro-American settler to realize the advantage of the rolling meadows for agriculture. His strategic marriage to a Clatsop woman, Celiast, furthered his successful life on the Plains. By 1843, the news of rich farmlands in Oregon brought an influx of new settlers into the Willamette Valley. Solomon Smith and others encouraged several of these families to settle on Clatsop Plains rather than the Willamette Valley.

CLATSOP PLAINS COMMUNITY PLAN 2040

Of all the early American historical events on Clatsop Plains, perhaps the most significant was the establishment of the Pioneer Presbyterian Church. As the congregation grew, it became impractical to meet in private homes and the first building was erected in 1850. A severe windstorm destroyed the original building in 1872 and a new church was immediately constructed. By 1926, the second church was dilapidated and beyond repair, so a fund raising project was started to build a new structure. Construction of that structure was completed in 1930.

As new towns and cities came into being, Clatsop County residents felt they needed military protection. In 1852, an Executive Order was given to build a fort West of Hammond and to name it Fort Stevens in honor of General I.I. Stevens, who had been the territorial governor of the Washington Territory. The fortification was started in 1863 and completed in 1864, being the first coast defense installation at the entrance to the Columbia River.

A revered male Clatsop elder named Cullaby, whose name now marks a large lake in the central area of the Clatsop Plains, helped maintain a village site, now long gone, on this lake that feeds the Skipanon River. Gone are the many seasonal salmon runs in the Skipanon due to past heavy non-native commercial fishing pressure, development on the middle portion of this river, the introduction of non-native fish into the lake, and severe clear-cutting and degradation of the headwater creeks that fed the lake and river.

For many decades, the Clatsop Plains was primarily an agricultural area. Development has been mostly around the small lakes, the Skipanon River and streams in the area, such as the Neacoxie, and in the towns of Warrenton, Hammond, and Gearhart. In 1905, a ditch was constructed that changed the flow of the Neacoxie River into the Skipanon River. The ditching, which opened up more land for grazing, impacted Clatsop Chinook transportation routes. In recent decades, the surge in real estate prices and the increased demand for upper-middle-housing, including vacation homes, has resulted in willing local landowners selling agricultural lands for residential development.

During the 1920s, the Astoria Golf and Country Club was established, taking advantage of the rolling hills and soil that Solomon Smith found so attractive many years earlier. Also, during this time, the Roosevelt Coast Military Highway from Astoria to California was completed, which is now called the Oregon Coast Highway U.S. 101. In 1927, Camp Clatsop, now Camp Rilea, was constructed. The ongoing use of this military installation continues to shape land use planning efforts in the Clatsop Plains planning area.

Despite bombardment of one of their most important villages, Neahkeluc, now underneath the former U. S. Coastal Guard Station of Point Adams, by the Hudson's Bay Company, and treaty negotiations that attempted to remove them from their aboriginal lands, the Clatsop People continue to reside in Clatsop County today. Most are enrolled in the Chinook Indian Nation (CIN) that is

comprised of the five westernmost Chinookan-speaking tribes. The CIN includes the Clatsop and Kathlamet of Oregon and the Lower Chinook, Wahkiakum, and Willapa of what is now Washington State. In 2019, the CIN purchased 10 acres along Tansy Creek, the site of a historically-located Chinook village. In 2020, the North Coast Land Conservancy transferred ownership of historical tribal lands at Neawanna Point Habitat Reserve to the Clatsop-Nehalem Confederated Tribes. Federal recognition of the Clatsop and Nehalem tribes was terminated by Congress in 1954. The Chinook Indian Nation is now organized as a 501(c)(3) nonprofit organization. The NCLC has been in conversation with tribal members for about three years, exploring options for how the Conservancy might help them acquire property in their traditional homelands.

In 2021, the Board of Clatsop County Commissioners voted to approve a resolution supporting federal recognition of the Chinook Indian Nation. To date, this federal recognition has not been granted and the two recognized tribes are the Confederated Tribes Grande Ronde and the Confederated Tribes of Siletz.

CURRENT ISSUES AND CONCERNS

HOUSING

Within the Clatsop Plains Planning Area, the majority of new residential growth has been west of Highway 101. This development has primarily occurred in one-acre-lot subdivisions which have benefited from transfer of density from other parcels. The density transfer program encourages the clustering of higher-density housing in order to preserve open space and environmentally-sensitive areas. Several revisions have been made to the density transfer regulations over the years, resulting in an incomplete count of the number of units transferred and remaining credits that have yet to be applied. Review and revision of this program is strongly recommended within the next two to five years.

In 2019, Clatsop County and the cities of Astoria, Warrenton, Gearhart, Seaside and Cannon Beach, completed a housing study to identify opportunities and weaknesses associated with housing supply in Clatsop County. That report concluded that while the County has a surplus of potentially buildable lands, certain types of housing and housing products at specific price-points are either missing from the county's housing inventory, or are not provided in sufficient quantities. Other findings from the study included:

- The use of residential structures for non-residential uses should be discouraged and/or controlled. The study recommended



Area of limited groundwater yield
Source: Oregon Water Resources Department, Groundwater Information System Mapping Tool

potential to impact farm and forest lands and inventoried Goal 5 resources, including wildlife habitat, groundwater, and open spaces.

WATER QUANTITY AND QUALITY

In 1977 the then Oregon Environmental Quality Commission passed a resolution which prohibited any development utilizing septic tanks in the Clatsop Plains area. After several studies, including groundwater investigations and analysis, the moratorium was fully lifted in August 1982. As a result of these studies, the aquifer reserve overlay was created and groundwater monitoring was instituted.

In Oregon, the Department of Environmental Quality (DEQ) has the primary responsibility for groundwater protection. DEQ, in coordination with the Oregon Department of Human Services Drinking Water Program, the Oregon Water Resources Department, and the Oregon Department of Agriculture implement the majority of federal and state programs related to groundwater. Per information from the Oregon Water Resources Department there are four observation wells currently located at Camp Rilea (Figure 1). The Oregon Water Resources Department has also identified a portion of the Clatsop Plains planning area where limited groundwater yield has been noted as a groundwater resource concern (Figure 2).

During the process of updating the Clatsop County Comprehensive Plan and associated community plans, it has become apparent that the communities are strongly concerned about water quantity and quality and that there is insufficient current data available to provide a foundation for policy and projects. This was recognized in the 2020 Strategic Plan

CLATSOP PLAINS COMMUNITY PLAN 2040

approved by the Board of Commissioners in December 2020. One of the five focus areas in the strategic plan was Environmental Quality. The recommendations from this focus-area group of community stakeholders included the following:

Tier 1:

1. Create the Environmental Quality Action Team with the following tasks:
 - a. Assess existing studies and State and local initiatives on Climate Conditions and Natural Climate Solutions¹ that apply to Clatsop County
 - b. Initiate, oversee, and review studies of natural resource conditions where information is lacking. Priority should be given to fresh water sources.
 - c. Review resilient lands mapping completed for Oregon to ensure those systems and places remain resilient.
2. Initiate a moratorium on building homes with septic systems on less than one acre in the Clatsop Plains area. Complete a water assessment study to analyze groundwater quality and quantity and prepare projections for future use. Such study should also include surface water.

This work is currently ongoing and, to date, no moratorium has been issued for development in the Clatsop Plains. It should be noted, however, that the City of Warrenton issued an emergency order in March 2020, which prohibits new connections or expansion of existing water services outside of the city boundaries. Because much of the new residential development west of Highway 101 relies on water from Warrenton, this moratorium has had an impact on new development in the Clatsop Plains Planning Area.

WILDLIFE HABITAT

Clatsop Plains Elk Project

In April 2019, Governor Kate Brown designated the Clatsop Plains Elk Collaborative as an Oregon Solutions Project. The Governor designated Warrenton Mayor Henry Balensifer and Seaside Mayor Jay Barber as co-conveners of the project and Oregon Solutions formed a project team of 26 members consisting of key stakeholders, private landowners, state agency staff, local community and government leaders, academics, Governor’s Regional Solutions staff, and area non-profit representatives to focus on the goals of reducing conflict between elk-human interactions, increasing safety, and promoting cohabitation between elk and people in the

¹ Natural climate solutions (NCS): Changes in land management, ecosystem restoration, and avoided conversion of forests and habitats.

CLATSOP PLAINS COMMUNITY PLAN 2040

Clatsop Plains area.

A kick-off meeting with the entire project team was held on May 28, 2019. At that meeting, the team drafted the following purpose statement in order to form the scope of the project:

The community in and around the greater Clatsop Plains study area seeks to reduce elk-human related conflicts. We have expressed a sense of urgency and willingness to work collaboratively to identify management solutions and implementation strategies. The purpose of this collaborative is to find viable ways to improve public safety and reduce property damage through outreach and education and a community-wide approach to reducing urban elk interactions while maintaining healthy and viable herds as a valuable cultural and natural resource.

The project team organized its work through four different sub-committees:

- Elk Management
- Human Behavior Management
- Land Use
- Data

A steering committee oversaw the general work of the sub-committees and full project team.

The work of these four sub-committees culminated in a Declaration of Cooperation, which was signed by Clatsop County on September 1, 2021. By signing the Declaration, the County committed to undertaking the following actions:

- Pass a “no feeding” ordinance for unincorporated areas west of Highway 101
- Assist in the guidance and education of residents and tourists regarding elk safety, landscaping, and best practices for pets; support the development of content, printed materials, and community outreach.
- Conduct community outreach and education to assist residents when making elk fencing options
- Identify land to be maintained in an undeveloped state for the purpose of creating wildlife corridors, open space requirements for subdivisions, and other practices that will decrease pressure on elk habitat. Build necessary partnerships for support and implementation.

CLATSOP PLAINS COMMUNITY PLAN 2040

- Review subdivision ordinances, develop educational campaigns, and work with private property owners to build support for requiring minimum open space requirements and regulations that provide adequate elk habitat and forage within and between adjacent developments.
- Integrate land use issues regarding the Clatsop Plains Elk Collaborative into the Clatsop County Comprehensive Plan update process. Use the Clatsop Plains Elk Collaborative Declaration of Cooperation as consideration and guidance for zoning code discussions (open space requirements, locations, designs) and density transfer discussions.
- Develop and implement an informal process of coordinating with and notifying developers and private landowners of the presence of elk in areas they may be converting from a more natural state to residential or commercial use. An informal process might include:
 - Ensuring that developers and land owners are aware of wildlife buffers and other land use recommendations from the Clatsop Plains Elk Collaborative
 - Providing an additional disclaimer on over-the-counter building permits to advise applicants of the possible presence of elk
 - Providing mapping of wildlife areas in conjunction with notifications
 - Working with real estate agents to build support for notifying potential buyers of the presence of wildlife where they are buying a home or setting up a business
- Provide ODFW with copies of all public notices for conditional use permits, even in areas not officially designated as Big Game Habitat
- Assist in education and outreach, in coordination with Warrenton and Gearhart, to inform the public and local officials on the relationship between land use planning and wildlife interactions
- House and administer GIS data for the Clatsop Plains Elk Collaborative map
- Review the County's density transfer program and adjust as needed to disperse density transfers throughout appropriate areas of unincorporated Clatsop County
- Support requests for culling permits made by cities within the Clatsop Plains area that would be conducted on unincorporated land outside of city limits when the elk are understood to be biologically attached to the city making the request. This does not require a formal resolution.
- Consider passing a formal resolution for a culling permit from ODFW when requests are made by private entities for elk on

CLATSOP PLAINS COMMUNITY PLAN 2040

unincorporated land that are not biologically attached to a city.

CAMP RILEA

Camp Rilea, formerly named Camp Clatsop, was constructed in 1927. Camp Clatsop was an important mobilization site during WWII and was the first encampment location of the Oregon Army National Guard after the war. In 1959, the installation was renamed Camp Rilea in honor of Major General Thomas E. Rilea, the Adjutant General of the State of Oregon from 1941-1959. The Camp Rilea Armed Forces Training Center, comprising 3,000 acres, offers both military and civilian users training options including fire ranges, barracks and other facilities. The County's Emergency Operations Center (EOC) is also housed at Camp Rilea.

In 2012, Clatsop County, in partnership with Camp Rilea, the City of Warrenton, and several state and local organizations and agencies, completed the *Camp Rilea Joint Land Use Study* (JLUS). When Camp Rilea was first constructed, the surrounding area was rural with few residences. New development over the decades brought residents into closer proximity with Camp Rilea, raising concerns for long-term compatibility between military and civilian uses. The JLUS was intended to bring all parties involved in planning of the areas surrounding Camp Rilea together in order to address current and future compatibility issues and improve coordination between local jurisdictions, federal and state agencies, Chinook Indian Nation, Camp Rilea / Oregon Military Department, and the public. While the study resulted in several operational and land use recommendations designed to enhance compatibility between potentially conflicting uses, residents surrounding the camp continue to report concerns over noise and pollution. As part of this comprehensive plan update, a representative of Camp Rilea was appointed to the Clatsop Plains Citizen Advisory Committee.

TRANSPORTATION

In addition to noise concerns, safety concerns have been noted regarding the intersection of U.S. Highway 101 and Patriot Way, the entrance to Camp Rilea. During times of training or when events are held at the base, access onto Highway 101 from Camp Rilea or surrounding residences is difficult.

The Oregon Department of Transportation (ODOT) is currently undertaking improvements to the intersection of Perkins Lane and Highway 101 to increase safety at this intersection.

CHANGING CHARACTER

During discussion of the Clatsop Plains Citizen Advisory Committee, the question of whether the planning area still retains its rural,

or even semi-rural, character, has been debated. Development within the City of Warrenton, both commercial and residential, has expanded to the south end of its city limits, adjacent to the north boundary of the planning area. Residential development on the west side of Highway 101, within unincorporated Clatsop County, while relatively less dense than urban areas, has altered the landscape and reduced open space. Additionally, denser, urban residential development has and is occurring on the north end of the City of Gearhart. Much of this new development has replaced agricultural lands and farms which had previously replaced traditional Chinook Indian Nation gathering places and villages. Additional community discussions regarding the existing and future character of the Clatsop Plains Planning Area should be conducted.

FUTURE TRENDS

HOUSING

As noted above, the County completed a housing strategies study in 2019. In early 2020, the coronavirus pandemic occurred, resulting in significant, and possibly permanent, changes to how and where people live and work. A shift to telecommuting or remote work occurred during this period, which in turn led to a desire for open space and larger homes or second homes. Correspondingly the real estate market saw a dramatic increase in the number of property sales and the selling price of homes. The 2019 study, which was completed prior to the pandemic, does not anticipate or capture these potentially permanent shifts in the housing market. It is recommended that either the study be updated to incorporate this new dynamic and/or that a housing needs analysis and building lands inventory be completed by the County within the next 2-5 years.

BEACH ACCRETION AND EROSION

Throughout the course of history, beach erosion and accretion has naturally occurred. In recent decades, partially due to the construction of the South Jetty and Fort Stevens State Park, accretion along the Clatsop Plains oceanfront has accelerated. As a result, there has been pressure at times to either increase dune grading efforts to protect views or to allow the subdivision of accreted land in order to create additional residential lots. As noted by the Oregon Climate Change Research Institute in its 2020 report *Future Climate Projections Clatsop County*, sea levels are projected to rise 0.5 feet by 2040 under an intermediate scenario. Under the high and extreme scenarios, sea level rise is projected as 1.3 to 1.6 feet by 2040. Pressure to locate more residential development along the oceanfront may increasingly conflict with the need to mitigate damage to people and property from coastal erosion and sea level rise.

TRAFFIC

As the demand for housing increases there is also a corresponding increase in the need to provide new roads to those homes. Again, while Goal 14 directs new housing development primarily to urban areas, partitioning and subdividing of rural lands continues to occur in unincorporated Clatsop County. The construction of new roads, or the expansion of existing roads, has the potential to eliminate or reduce wildlife habitat.

As discussed above, U. S. Highway 101 is the main north-south route through the Clatsop Plains Planning Area. This roadway, which stretches down the Oregon coast, connects the cities of Cannon Beach, Seaside, Gearhart, Warrenton, and Astoria. Prior to the pandemic, traffic volumes on Highway 101 were consistently increasing. In the months immediately following March 2020, traffic suddenly decreased as lockdowns and/or service curtailments were implemented. Table 1 details Average Annual Daily Traffic Counts (AADT) on selected segments of U.S. Highway 101 in and adjacent to the Clatsop Plains Planning Area. Traffic data for 2021 was not available at the time this plan was update. It is likely, however, that 2021 traffic volumes will have increased to at least 2019 levels.

| TABLE 1: U.S. HIGHWAY 101 TRAFFIC VOLUMES (2018-2020) | | | |
|--|--------------|-------------|-------------|
| ROAD SEGMENT | AADT* | | |
| | 2020 | 2019 | 2018 |
| Astoria City Limits / Youngs Bay Bridge | 18,856 | 20,900 | 20,500 |
| Warrenton South City Limits | 12,117 | 13,400 | 13,200 |
| Gearhart – 0.02 Miles South of Pacific Way | 15,666 | 17,400 | 17,000 |
| Gearhart – Neawanna Creek Bridge | 14,759 | 16,400 | 16,100 |
| Seaside – 0.02 Miles North of Broadway | 15,448 | 15,800 | 16,800 |
| Seaside – 0.02 Miles South of Avenue U | 12,186 | 13,500 | 13,300 |
| 0.10 Mile North of U.S. Highway 26 | 10,991 | 12,200 | 12,000 |
| 0.10 Mile South of U.S. Highway 26 | 8,586 | 9,500 | 9,300 |

*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

TOURISM

Clatsop County has historically had a strong tourism base. Per information from Travel Oregon, in 2019 local recreationists and

CLATSOP PLAINS COMMUNITY PLAN 2040

visitors spent \$785 million on outdoor recreation in Clatsop County. Many of those visitors are drawn by Goal 5 resources, including scenic views and sites, open spaces, and wildlife. As visitation increases there is the potential for conflicting uses and unintended consequences which may threaten inventoried Goal 5 resources.

Due to the limited availability of public transit within Clatsop County and to adjacent counties, few viable options are available for visitors to the area. Tourism traffic impacts the residents and businesses within Clatsop County as a whole and within the Clatsop Plains Planning Area specifically. Increased tourism, which has traditionally been based upon visitors coming to the beach, increases travel time for residents and increases the risks of accidents. Visitors who slow, stop or pull to the side of the road to view elk herds or other wildlife disrupt the flow of traffic, increasing congestion and travel times. While the Oregon Solutions' Clatsop Plains Elk Project identified possible solutions to address these concerns, none of those options have yet been implemented.

AQUIFER AND CARRYING CAPACITY OF THE LAND

The Clatsop Plains Planning Area contains many significant wetlands and coastal lakes. The environmentally-sensitive character of this area will likely always require monitoring to ensure the availability and quality of drinking water and wildlife habitat. The recommendations of the 2020 Strategic Plan should be completed and acted upon in order to determine what, if any future restrictions, may be required to ensure that development does not exceed the carrying capacity of the air, water, and land within this planning area.

AGRICULTURE

Members of the Chinook Indian Nation traditionally collected food from animals and plants naturally occurring within the Clatsop Plains planning area. Subsequent settlement by non-Native American peoples transitioned to a more cultivated agrarian system, which was primarily centered on the grazing of cattle and ranching. As agriculture continues to change and adapt smaller farms and new crops may become more viable during the planning horizon. While cranberries have long been associated with the wetlands on the Clatsop Plains near the Coastal Foothills, other agricultural uses such as flower cultivation, egg production, and grazing of sheep may become more prominent. Self-sufficiency should be encouraged in food production and support should be provided for future agricultural opportunities.

Climate change will also likely alter agricultural practices over the next 20 years. As noted by OCCRI in its 2020 report for Clatsop County, average temperatures are projected to rise 2.1°F by 2040. Instances of drought will also increase due to low summer moisture, low spring snowpack, low summer runoff, low summer precipitation and higher summer evaporation.

WILDLIFE HABITAT

As noted above, the continued pressure to construct new residential units within the Clatsop Plains Planning Area, particularly west of Highway 101, will result in the continued loss of wildlife habitat. With regard to elk specifically, the original community plans and comprehensive plan did not identify this area as potential elk habitat. However, as development has increased, and new residents have created landscapes with vegetation preferred by elk, human and animal interactions have risen. In order to balance the habitat needs of both people and wildlife, the County should review its subdivision regulations to address the following:

- Is the currently-required 30% open space sufficient?
- Is open space connected to provide a continuous corridor for wildlife?
- Are there water and forage opportunities within that open space?

LANDSCAPE UNITS

INTRODUCTION

The basic idea of the landscape unit is that it reflects a set of characteristics which, taken together, constitutes a natural process. The soils, hydrology, wildlife, vegetation, and land forms are interrelated as a functional unit. The landscape units provide a framework for development that is based on the land's capability. Each piece of land is in a landscape unit. The landscape units which occur in the Clatsop Plains planning area are Coastal Beach, Dunes, Alluvial Lowlands, Alluvial Terraces, Coastal Range Foothills, Estuary Wetlands, Freshwater Wetlands, Waterbodies, and Shorelands.

Further discussion on each landscape unit's capabilities and limitations can be found in the Clatsop Plains Environmental Plan (1974). The Environmental Plan contains four elements: landscape units, critical hazards areas, an open space program, and priority resources areas. Each element performs a specific purpose in incorporating environmental data and policies into the Community Plan Element. The policies in the Environmental Plan are the basis and background for the policies in this section and other sections of this plan.

COASTAL SHORELANDS AND OTHER SHORELANDS

The Statewide Planning Goal 17 - Coastal Shorelands established the coastal shorelands planning area to include lands west of the Oregon Coast Highway U.S. 101 and 500 feet from the shoreline of coastal lakes. The purpose of identifying shorelands is to conserve and protect shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent waters.

Within the State Coastal Shorelands Goal, the process for determining the extent of the shorelands requires that coastal shorelands include the following:

1. Lands which limit, control or are directly affected by the hydraulic action of the coastal water body, including floodways;
2. Adjacent areas of geologic instability;
3. Natural or man-made riparian resources, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;
4. Areas of significant shoreland and wetland biological habitats;
5. Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas appropriate for navigation and port facilities, and areas having characteristics suitable for aquaculture;
6. Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas.
7. Coastal headlands.

The above resources have been inventoried and are found in Goal 17: Coastal Shorelands. The extent of the Coastal Shorelands is shown on maps in the above referenced Goal.

BEACHES AND DUNES

Beaches consist of gently sloping areas of loose material (i.e. sand, gravel) that extend landward from the low-water line to a point where there is a definite change in the material type such as vegetation. Dunes are hills or ridges of sand formed by wind along sandy coasts. The Dune landscape unit includes the following land forms:

- Active dune is dune that migrates, grows and diminishes from the force of wind and supply of sand.

CLATSOP PLAINS COMMUNITY PLAN 2040

- Conditionally stable dune is a dune which is presently in a stable condition, but vulnerable to becoming active due to fragile vegetative cover.
- Older stabilized dune consists of a dune which is stable from wind erosion, has significant soil development, and may include diverse forest cover.
- Interdune area is a low-lying area between higher sand land forms which is generally under water during part of the year. Within the interdune areas, there is a deflation plain which is wind scoured to the level of the summer water table.

The County has taken an exception to Goal 18: Beaches and Dunes restricting development on an active dune in the Surf Pines residential area. Continued development in this area must minimize environmental effects. Developments or activities in this area that might be considered as having a possible environmental effect include:

1. whether or not the area is subject to flood hazards or storm waves,
2. de-vegetation of dune areas that might result in wind erosion and damage to nearby properties,
3. possible drawdown of the groundwater, and
4. possible pollution of the groundwater.

ESTUARINE RESOURCES

There are two estuary systems within the Clatsop Plains: the Clatsop Spit area which is part of the Columbia River and the Necanicum Estuary.

Columbia River Estuary

A plan for the shoreland and estuary of the Columbia River was prepared by the Columbia River Estuary Study Taskforce (CREST), whose recommendations form the basis for managing the resources of this area. CREST is a bi-state voluntary planning organization that was organized in 1974 to develop a coordinated regional estuary management plan for the Lower Columbia River. The County has participated in the planning of the estuary as a member of the regional council of CREST.

The following definitions will help one better understand this portion of the Clatsop Plains Community Plan concerning the estuarine areas and their related coastal shorelands.

Definitions

Aquatic Areas

Aquatic areas include the tidal waters and wetlands of the estuary and non-tidal sloughs, streams, lakes and wetlands within the shoreland planning boundary. The upper limit of aquatic areas is the line of non-aquatic vegetation or, where such a line cannot be accurately determined, Mean Higher High Water (MHHW) in tidal areas or Ordinary High Water (OHW) in non-tidal areas.

Shoreland Areas

Estuary Shorelands include forests, cliffs and steep topography, diked farm and urban lands along the estuary and the tidal reaches of estuary tributaries; and shoreline areas suitable or already developed for water-dependent uses.

CREST has developed an inventory of Estuary and Shoreland Resources and Regional Policies for the Columbia River Estuary. The policies serve as the base policy statement for the County on development and other actions related to the estuary. This plan included subareas around the Upper Skipanon River, the Youngs Bay Astoria Planning Area, and Fort Stevens. Over time, as the planning area boundaries were revised, portions of these subareas appear to have been excluded from the Clatsop Plains Planning Area. Discussion during the citizen advisory committee meetings in 2021 have included expansion of certain planning area boundaries to include unincorporated portions of these subareas. The CREST document has not been updated since the 1980s and it is recommended that the County update this inventory within the next 2-5 years.

Fort Stevens State Park / Mouth of the Columbia

This subarea consists of the northern part of Fort Stevens State Park and includes Clatsop Spit, the bay behind the spit known as Trestle Bay and the adjacent shorelands southeast to the City of Warrenton urban boundary. This area does not overlap with other management units and contains waters, wetlands and shorelands.

Erosion problems along Jetty Sands and on Clatsop Spit just south of the South Jetty, use of the area by four-wheel vehicles, removal of beach logs, the possibility of ocean waves breaching the spit south of the jetty, and biological restoration are ongoing issues of concern. Per information from the U.S. Army Corps of Engineer, the Mouth of the Columbia River's jetty system was constructed between 1885 and 1939. The system consists of three rubble-mound jetties: North Jetty, South Jetty and Jetty A. Constructed on massive tidal shoals and totaling 9.7 miles in length, the jetties minimize navigation channel maintenance and make passage safer

CLATSOP PLAINS COMMUNITY PLAN 2040

for vessels transiting between the Pacific Ocean and the Columbia River. Both north and south jetties recently required critical repairs to ensure their continued function until the implementation of the Mouth of the Columbia River Jetty System Major Rehabilitation Project, which provides a long term repair and maintenance plan for the jetty system. This plan is incorporated into the *MCR Jetties Major Rehabilitation Evaluation Report*. The last critical repairs occurred to North Jetty in 2015, South Jetty in 2007 and Jetty A in 1962. In 2021, the observation tower at Lot “C” at Fort Stevens was closed during rehabilitation of the South Jetty. That work is expected to be completed in 2023.

The jetties are regularly pounded by Pacific Ocean waves between 10 and 20 feet high with winter storms bringing extreme waves in excess of 30 feet. Over the years, many areas of each jetty were severely damaged by these waves. Increased storm activity and the loss of the shoaling sand upon which the jetties are built have taken a toll on the structural integrity of the jetties.

If a critical section of the jetties were breached during a large storm, sand could be deposited into the federal navigation channel potentially shutting down commercial shipping. Restoring the channel entrance would require expensive emergency repairs to the jetty and dredging to restore the channel to depth.

The existing Clatsop Plains Community Plan includes a policy requiring to the County to adopt the *Fort Stevens State Park Plan* as part of the Clatsop Plains Community Plan. This was completed in 2001 when the County approved Ordinance 01-01. That same ordinance also created the Parks Master Plan (PMP) Zone, which appeared to be intended for Fort Stevens. However, the zone change was never completed. Discussion with Oregon Parks and Recreation Department (OPRD) staff as part of this update concluded with OPRD requesting the PMP zoning not be applied to the park.

Necanicum Estuary

The Necanicum Estuary is located in the cities of Seaside and Gearhart and the County. This estuary is confined to the area of sands that have built up as a result of longshore drift and wind transport of Columbia River sediments. A seasonal high water table exists over much of the area surrounding the estuary. Water quality problems within the basin include low levels of dissolved oxygen and high levels of phosphorous content, both of which occur in the Neacoxie River.

The Necanicum Estuary has been physically altered by humans through numerous fillings, riprapping and the extension of the sand spit.

CLATSOP PLAINS COMMUNITY PLAN 2040

In planning for the Necanicum Estuary, the cities of Seaside and Gearhart jointly worked together with the County to develop a coordinated plan for the estuary in the 1980s. As with the Columbia Estuary Management Plan prepared by CREST, this plan has not been updated in several decades and it is recommended that Clatsop County do so within 5-7 years of this update as increased development and environmental and climate changes may necessitate policy revisions.

The Necanicum Estuary is classified as a Conservation Estuary. Conservation estuaries shall be managed for long-term uses of renewable resources that do not require major alterations of the estuary.

ALLUVIAL LOWLANDS

Alluvial lowlands occur on valley floors which have resulted from the deposition of material by water. Examples in the Clatsop Plains are the lowlands along the Skipanon and Necanicum Rivers. Characteristics of the alluvial lowlands landscape unit are floodplains, diked lands and peat soils.

ALLUVIAL TERRACES

Alluvial terraces are relatively flat or gently sloping topographic surfaces which mark former valley floor levels. Stream down-cutting has caused the terraces to be higher than the present valley floor. Alluvial terrace deposits consist of gravel, sand, and finer material. Alluvial terraces are present above the Skipanon River and in the area east of the Necanicum River.

COAST RANGE FOOTHILLS

The Coast Range foothills in the Clatsop Plains consist of the western slopes of the Clatsop Ridge. The ridge divides the Lewis and Clark River drainage on the east from the Skipanon River drainage and the Clatsop Plains on the west. These foothills are minor hills on the edges of the Coast Range Mountains. They range in elevation from 50 to 500 feet, are generally composed of sedimentary rock, and tend to have rounded ridge tops.

NATURAL RESOURCES

FOREST LANDS

Most of the forest lands within this planning area have a forest site class of 2 and 3 and are privately-owned. There are several small holdings owned by the State, County and numerous small woodlot owners. Past development pressure has been directed away from forest lands, except when adjacent to urban areas, due to the high groundwater or steep slopes.

AGRICULTURAL LANDS

Over the years, most of the farming on the Clatsop Plains has been on the peat bogs for cranberry production and grazing of livestock on the rolling dunes. Most development is not suited for cranberry bogs due to the high groundwater and compressible soils. Large parts of the Clatsop Plains dunes have been committed for uses other than farming over the years.

MINERAL AGGREGATES

Over the years, several areas in the Clatsop Plains have been mined for sand. The availability of sand will continue to play an important role in various construction projects in the County.

There are no extensive gravel deposits in the Clatsop Plains. Basalt is the major source of crushed rock.

WATER QUALITY - CLATSOP PLAINS AQUIFER

Per information from the Oregon Department of Environmental Quality (DEQ) the Clatsop Plains Planning Area is located within the North Coast Basin, which extends from the Columbia River to the southern Tillamook County line (Figure 3). The basin consists of eight watersheds. Six watersheds drain to the Pacific Ocean:

- Necanicum
- Nehalem
- Tillamook Bay
- Nestucca
- Netarts/Sand Lake
- Neskowin

CLATSOP PLAINS COMMUNITY PLAN 2040

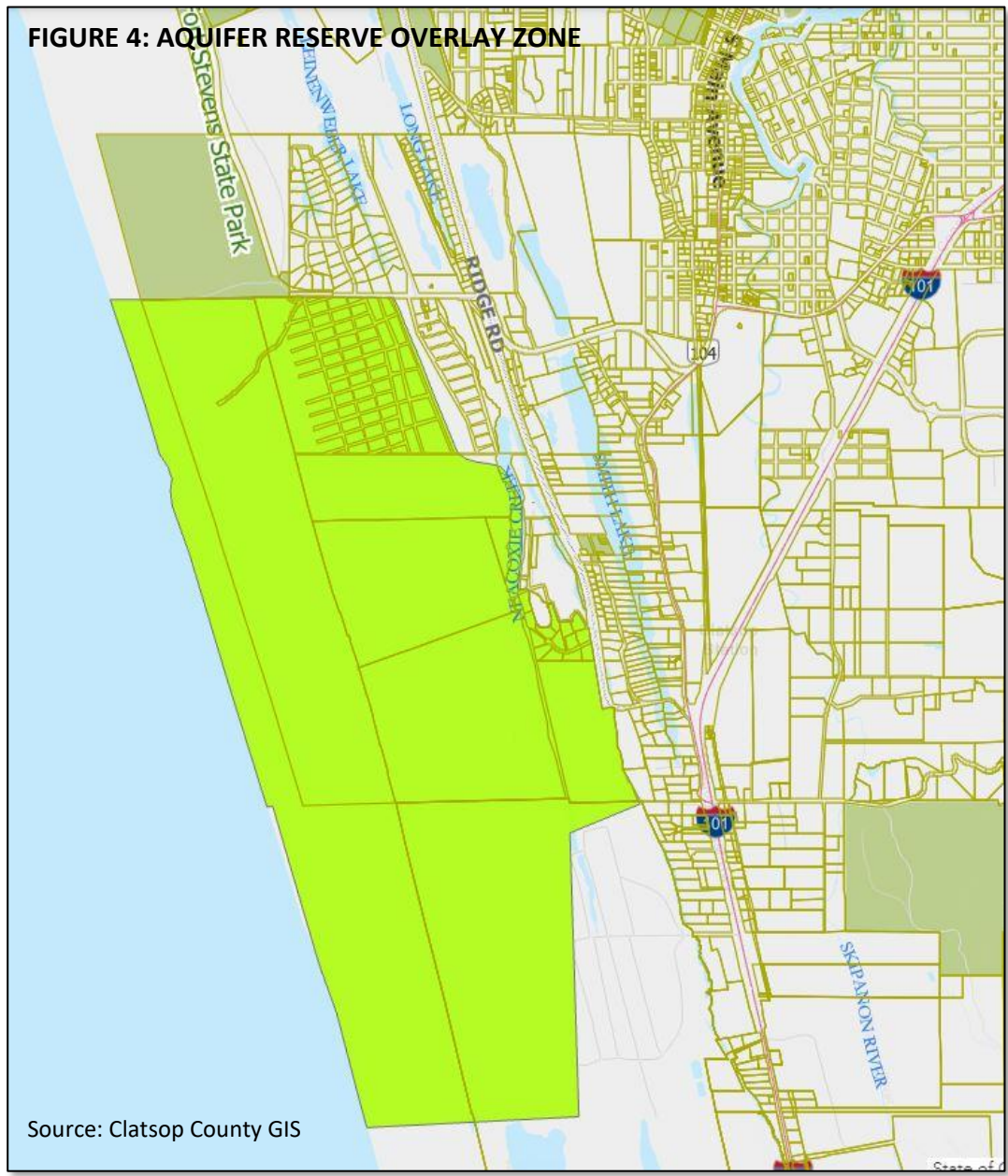
Two of the watersheds drain to the Columbia River:

- Lower Columbia
- Lower Columbia-Clatskanie

As noted in the current-adopted Clatsop Plains Community Plan, water quality issues have been an ongoing concern in this planning area. This included a moratorium in the 1970s through 1982 that restricted, and eventually prohibited, development that utilized on-site waste disposal systems. This moratorium was lifted in 1982. However, during the drafting of the 2020 Strategic Plan, it was noted that a future moratorium on septic utilization may be required while water quality studies are conducted.

In 1982, the County adopted an Aquifer Reserve Overlay Zone, which covers lands in the North Clatsop Plains area, including a portion of Camp Rilea (Figure 4). The purpose of the overlay is to protect the aquifer as a future drinking water source by controlling activities which may occur on the ground surface.





NATURAL HAZARD AREAS

The intent of this section is to identify those hazards specific to the Clatsop Plains, and to establish a procedure whereby proposed uses of these areas can be examined in order to protect life and property. Maps 1 and 2 show the locations of geologic and flood hazards in the Clatsop Plains.

MASS MOVEMENT

Potential mass movement areas within this planning area exist in the Coastal Foothills. All of these areas are within a CONSERVATION or FOREST LANDS designation, which only allow low intensity uses.

COMPRESSIBLE SOILS

Most of the soils with high groundwater levels also experience problems due to the compressible properties of the soil. Within the Clatsop Plains Plan, a high percentage of the compressible soils are designated for farm or forest use or are zoned Lake and Wetlands.

FLOODING

Several areas of the Clatsop Plains are subject to a seasonally high water table. Also, areas along the beaches and estuaries are subject to damage from high storm tides or tsunamis.

WIND AND OCEAN SHORELINE EROSION

The coastal beaches and dunes of Clatsop County are fragile landscape units. They are fragile because they are composed of easily moveable sand, which if not managed properly, may threaten human life and property.

Beaches are the key resource in the formation of sand dunes by wind action and the development of sand spits by littoral drift. Vegetation, wetness of sand, and sand supply are also critical in the formation of dunes, which are also the same forces which erode them.

Wind and ocean shoreline erosion show up on the beach by wearing away of the foredune. The major hazards associated with these types of erosion are to structures or buildings. These may be damaged by removal of material from under the foundations, sand blasting, or by burial. As new homes are constructed in areas near the dunes and shorelines, erosion control measures during construction are required. Revegetation plans are also required. However, these are sometimes not implemented despite permitting requirements. Additionally, homeowners may choose to re-landscape properties with invasive or inappropriate plants once a Certificate of Occupancy for the home has been issued. Continued education for property owners regarding the importance of dune vegetation maintenance should be undertaken by Clatsop County.

EARTHQUAKE / CASCADIA SUBDUCTION EVENT

Clatsop County has not been the center point of any recorded earthquakes. The earthquake risk that faces the communities of the Oregon coast has really only come to be understood since the 1960s. Before then, the seismic risk of the Pacific Rim was associated with volcanoes, but earthquakes were not understood to be a natural hazard of high potential magnitude to which Oregon is very vulnerable. On April 13, 1949, a major earthquake (magnitude 6.8) originating near Olympia, Washington caused eight deaths and estimated \$25 million in damage. In Oregon, widespread damage was observed, including injuries in Astoria. This event and then the Alaska earthquake of 1964 with its resulting tsunami that impacted the Oregon coast was a major catalyst for the scientists in the field of seismic study. Emerging tools and scientific vigor set several researchers on the path to discover the Cascadia subduction zone and arrangement of plates in the Pacific Northwest, but also to develop methodologies to document the history of tsunamis that affirm the occurrence of high magnitude earthquakes in the historical record.

In 1989, the devastating Loma Prieta earthquake in the San Francisco Bay Area instigated awareness and action around the risks of earthquakes in Oregon. The science was conclusive enough to be acted upon by policy makers that citizens demanded—the groundswell of knowledge and advocacy coming from the north coast of Oregon. By 1991, the Oregon Seismic Safety Policy Advisory

CLATSOP PLAINS COMMUNITY PLAN 2040

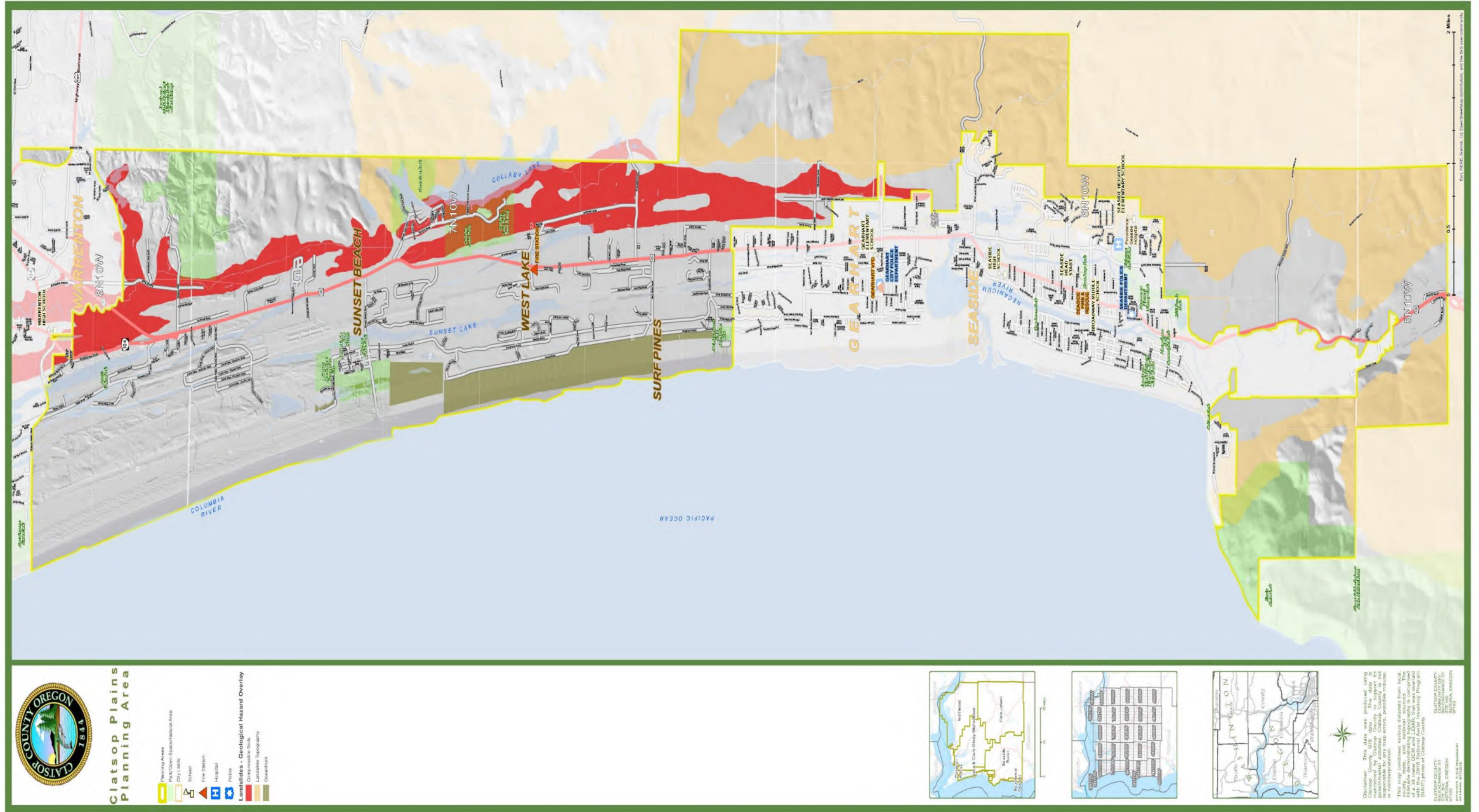
Commission (OSSPAC), or Earthquake Commission, was formed as a result of Senate Bill 96 spurring regional partnerships with other states and scientists, and the support for seismic safety standards in State building code.

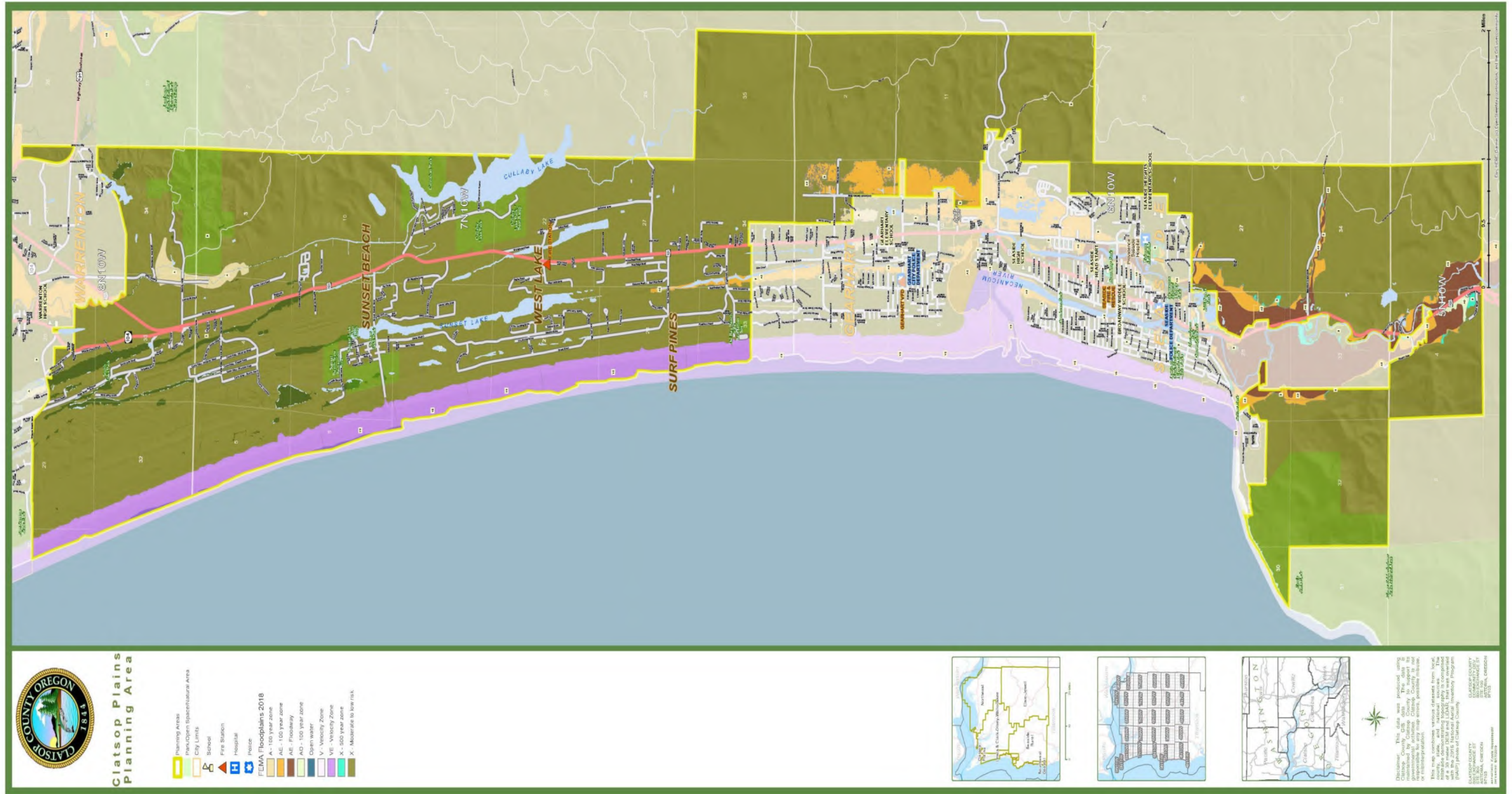
Liquefaction

Liquefaction occurs when saturated soils substantially lose bearing capacity due to ground shaking, causing the soil to behave like a liquid. This in turn causes soils to lose their strength and their ability to support weight. The DOGAMI Natural Hazard Risk Report for Clatsop County conducted in 2018 built upon previous studies by the department and identified locations within the study area that are comparatively more vulnerable or at greater risk to CSZ M9.0 earthquake hazard. With specific regard to the Clatsop Plains Planning Area, the study identified the following:

- Very high liquefaction soils are found throughout most of the populated coastal portions of Clatsop County
- Because of the liquefaction and landslides, communities and structures on higher ground will likely be “islands” disconnected from other communities by severed transportation routes.

MAP 1: GEOLOGIC HAZARDS





TSUNAMI

Tsunamis have historically been rare in Oregon. Since 1812, Oregon has experienced about a dozen tsunamis with wave heights greater than 3 feet; some of these were destructive. The City of Seaside is the most vulnerable city due to its low elevation and high number of residents and tourist population within the predicted inundation zone. Although many communities have evacuation maps and evacuation plans, many casualties are expected. The built environment in the inundation zone will be especially hard hit.

A Tsunami Hazard Overlay (THO) was drafted and proposed to the Board in 2015 (Ordinance 15-04). Based upon public comment and input, the Board at that time the item was tabled indefinitely. The public comment received focused on the following concerns:

- General unintended consequences
- Restrictions on future development
- Stricter building code requirements
- Disclosure statement would affect property sales
- Increased costs for new homes
- Restrictions on the use of density credits
- Increased insurance rates
- Decline in property values

The purpose of the proposed THO was to:

- Reduce loss of life
- Reduce damage to private and public property
- Reduce social, emotional, and economic disruptions
- Increase the ability of the community to respond and recover

It should be noted that one of the critical facilities currently located within the tsunami inundation zone is the County's Emergency Operations Center at Camp Rilea.

A significant portion of new residential growth is centered in the Clatsop Plains and coastal areas of Clatsop County. This increase in development may also be reflected in a corresponding increase in loss of life and/or property damage when a tsunami occurs.

Adoption of the TOZ is a recommended mitigation action in the adopted Multi-Jurisdictional Natural Hazards Mitigation Plan.

Tsunami Evacuation Facilities Improvement Plan (TEFIP)

On August 22, 2019, the County received an award letter from the Oregon Transportation and Growth Management Program to prepare a Tsunami Evacuation Facilities Improvement Plan (TEFIP). This plan will augment existing efforts by the Emergency Management Division of Clatsop County, which in past years has installed “You are Here” signs at a majority of beach access points. An emphasis will be placed on identifying trails and paths that can provide year-round recreational opportunities while also functioning as evacuation routes in the event of a disaster. The project began in January 2020 and is expected to be completed in early 2022.

HOUSING AND PUBLIC FACILITIES AND SERVICES

HOUSING

Per information from the 2020 decennial census, the unincorporated northwest portion of Clatsop County, which includes the Clatsop Plains planning area, grew 33% between 2010 and 2020, reaching a total population of 3,393. When the original Clatsop Plains Community Plan was adopted in 1980, it was estimated that total population in this area would be 3,599 by 2000. It was also estimated that approximately 900 new housing units would be needed in the Clatsop Plains area by the year 2000.

In 2019, the County, in coordination with the five incorporated cities, completed a housing study. This study forecasted that over 1,500 new housing units would be required across the county to accommodate current and future residents, while allowing for a continued supply of vacation property. While growth has been slower than projected over the past four decades, it has always been anticipated that growth, especially residential growth, would be directed to this area of the county. Between 2005 and November 24, 2021, 298 permits were issued for new single-family homes within the Clatsop Plains Planning Area.

The *Clatsop County Housing Strategies Report*, adopted by reference as part of the Comprehensive Plan, was an in-depth study of the current and projected housing conditions across the county, and included recommended strategies to better align the housing supply with local needs. The report included the following findings:

1) Sufficient Supply, but Not the Right Types of Housing

- Technically, there seems to be a sufficient supply of land and number of housing units to meet both current and future needs. In 2019, there were 1.4 housing units in the county for each permanent resident household, with an

estimated vacancy rate of over 27%. However, much of this supply serves the second home and short-term rental market, leaving insufficient supply for year-round residents to both purchase or rent. In addition, some of the supply of future residential land suffers from a variety of constraints related to natural features and hazards, infrastructure challenges, or other issues.

2) Add the Right Types of Supply

- Strategies should focus on adding the right type of supply, meaning home-buying opportunities at affordable price points, and more multi-family rental housing.
- Adding “missing middle” housing types such as townhomes, cottage clusters, and medium density housing can help to meeting the needs of first-time homebuyers. This housing, if not located in the most sought after beach locations, should be less attractive to second home buyers.
- Increased multi-family rental housing development should be encouraged to serve the local service, tourism, and other working-class sectors.

3) Control Commercial Use of Residential Land

- Non-residential uses of housing units should be discouraged and/or controlled to the extent possible. This includes housing used purely for short-term rental and investment income. It can be helpful to shift the mindset to thinking of these as commercial uses (like a hotel) taking place in residential zones where they may not be appropriate.
- This does not necessarily include second homes, which may be vacant for much of the year, but are not being used as a commercial venture.

4) Use Available Residential Land Efficiently

- Remaining available residential land should be used efficiently. This means encouraging middle- and high-density residential zones to be used for housing at these densities, and not be built out with low-density housing that don’t meet the intention of the zones.
- An added benefit of efficient use is that it encourages housing types that may more naturally serve the local residents, including “missing middle” types and multi-family rental housing.

5) Focus on Workforce Housing

- Strategies should focus on the needs of the county’s current and future workforce (at all income levels.) While subsidized housing is very important and should be continually expanded, there are also existing programs and institutions for providing units at these lowest price points.
- If more non-subsidized housing is provided for the general market, this has the beneficial effect of allowing some older housing to become available to lower income residents as well.

The 2019 housing study also found that the supply of residential buildable land is concentrated in north County, primarily within and around the cities of Warrenton and Astoria. It was also noted that while there is a substantial supply of buildable residential land in the unincorporated portions of Clatsop County, many of those areas may lack a full set of commercial and other support services and non-municipal water and sewer districts may not have the infrastructure or plant capacity to serve increased development. Additionally, Oregon statewide land use planning system, and in particular Goals 10 (Housing) and 14 (Urbanization), is focused on directing growth to urban areas.

New housing development within the Clatsop Plains area is primarily concentrated on the west side of Highway 101 in the area between the incorporated boundaries of Warrenton and Gearhart. Since 2010, Clatsop County has approved several new subdivisions in the area, including:

- Polo Ridge (30 lots)
- Clatsop Estates (9 lots)
- West Dunes (15 lots)
- Westlake Village/Dune Estates (87 lots)
- Manion Pines (7 lots)

The majority of these subdivisions have been developed with one-acre lots and are a result of density transfers applied from other, more environmentally-sensitive areas of unincorporated Clatsop County. While most of the subdivisions have been completely built-out, construction of new housing units within some of these developments has been halted due to the unavailability of potable water.

In 2020, the City of Warrenton, which had previously supplied potable water to houses within this area of the Clatsop Plains, adopted a moratorium which prohibited the issuance of any new water connections outside the incorporated boundaries of the city.

CLATSOP PLAINS COMMUNITY PLAN 2040

Additional concerns regarding water quality and quantity, the impacts of septic systems on the coastal lakes and creeks in this area, and a decreasing capacity to treat septage from those systems have arisen within the past several years. These concerns over water quality/quantity are also reflected in the Strategic Plan approved by the Board of Commissioners in December 2020.

In addition to water issues, in 2020 the coronavirus pandemic began to change where and how people live and work. These changes were captured in the Clatsop County housing market, where the number of homes sold, and a corresponding increase in median prices, have further reduced the inventory of affordable housing within the Clatsop Plains planning area. Per information from Realtor.com, the median home sole prices in October 2021 in Clatsop County was \$587,500.

PUBLIC FACILITIES AND SERVICES

Sewer Systems

Within the planning area, sewer systems operate in the Cities of Warrenton and Seaside. Camp Rilea in the unincorporated Clatsop Plains area has a small sewer system.

The City of Warrenton operates a 1.2 million gallon per day Sequencing Batch Reactor Wastewater Treatment Plant located at 105 NE 5th Street. The plant staff also operates a septage hauler dump station at the facility open to private haulers to dispose of residential septic waste. The wastewater collection system is made up of 56 miles of pipe and 38 pump stations. In 2019, the City of Warrenton began reducing hours at its Septage Receiving Station and limiting the types of septage that would be accepted. As a result, septage haulers have had to utilize plants in Washington State and Tillamook County to dispose of waste from Clatsop County. In order to assist with providing capacity, Clatsop County in 2021 entered into an agreement with Jacobs Engineering to conduct an Organic Materials Recovery and Bioenergy Feasibility Study. In 2021, the City of Warrenton also approved hiring of a consultant firm to develop a master plan for the wastewater treatment facilities. The current plan, which was finalized in 2002 had estimated that the treatment facilities would reach capacity by 2022.

The City of Seaside has been providing wastewater treatment to the community since 1939. The existing treatment plant began operation in 1986 and was upgrading in 2001 by the addition of a high-intensity, ultraviolet light disinfection system to replace the City's chlorine gas canister system. The plant provides secondary treatment of the City's wastewater with a design capacity of 2.25 million gallons per day (MGD) with a maximum capacity of 6.75 MGD. Currently, the City is average a flow of 1 million gallons per day. The City utilizes bio-solids for land application on a city-owned farm and on leased pasture lands. The City of Seaside utilizes a series of collection basins, which drainage to a central collection point. A total of 25 pump stations are then used to convey the wastewater through force mains to the plants. The system consists of 30 miles of gravity sewer main, nine miles of force main, and

CLATSOP PLAINS COMMUNITY PLAN 2040

over 600 manholes. In January 2021, improvements to the system were completed, which included a 5-million gallon reservoir and pump station in Seaside’s East Hills. This project was constructed in conjunction with the relocation of the middle and high school facilities.

Both the Cities of Warrenton and Seaside have policies of not expanding the sewer system to unincorporated private property.

To meet the expansion of the National Guard training program, a sewage lagoon system has been constructed on the southeast boundary of Camp Rilea. The system is designed for a population equivalent of 300 people year round. The permit for these lagoons, which are not permitted to discharge to surface waters, was renewed by the Oregon Department of Environmental Quality in 2021.

The Shoreline Sanitary District has served residences in the Shoreline Estates subdivision surrounding Cullaby Lake since 1969. In 2012, in response to water quality issues raised by Oregon DEQ, the County amended the Clatsop Plains Community Plan and Goal 11 to allow the sanitary district to construct a sewer pipeline outside the Rural Service Area in order to connect to the City of Warrenton’s Sewer System.

Water Systems

Within the Clatsop Plains area, there are six water systems: City of Warrenton, City of Gearhart, Camp Rilea, Sunset Lake RV Park, City of Seaside, and Stanley Acres.

The City of Warrenton operates a 6 million gallon per day (MGD) Continuous Microfiltration Water Treatment Plant located on Lewis and Clark Road. The City uses surface water collected from four dams on the Lewis and Clark River and its tributaries. Additionally, the City has a 17.5 million gallon reservoir for raw water and two 3.5 million gallon reservoir tanks for treated water. The drinking water system is delivered through 100 miles of pipe to over 3,500 connections.

The City of Warrenton system furnishes water for a large area which includes, in addition to Warrenton, the City of Gearhart, Fort Stevens, Bio-Oregon, Astoria/Warrenton/Seaside KOA, Point Adams Park, Hampton Lumber, and the Sunset Beach area. The Warrenton water supply system parallels the coast on the west and east of U.S. 101 for the entire distance from Gearhart to Warrenton. The system has over 3,500 connections of which approximately 1,170 are in the unincorporated plains. At the present time, the City of Warrenton has instituted a moratorium on new water connections outside the incorporated city limits. At the present time, Warrenton has instituted a moratorium on new water connections, or expansion of existing connections, in areas outside of its incorporated boundaries.

CLATSOP PLAINS COMMUNITY PLAN 2040

In addition to purchasing water from the City of Warrenton, the City of Gearhart also obtains water from eight wells located along Neacoxie Boulevard. Per Gearhart’s *Water Master Plan*, projected population to be served by the water system in the year 2037 is 1,968. Planned improvements to the water system by 2037 include:

- Replacement of reservoir cathodic protection anodes
- Membrane replacement
- Meter replacement
- Construction of the Marion loop
- Construction of the Hillila loop
- Highway 101 pipe replacement
- Ridge Path pipe replacement
- Cottage Avenue pipe replacement
- New pump for the water treatment plant

The City of Seaside provides water to Stanley Acres and the area to the south of Seaside. The main water supply is from a source on the south fork of the Necanicum River about eight miles southeast of the city. An auxiliary supply source is located on the Necanicum River below the reservoir. The water treatment plant can produce approximately 2,800 gallons of drinking water per minute, or 4.032 million gallons of water per day. On a buy peak summer weekend, the amount of water usage is approximately 2.5 million gallons per day. In January 2021, the City completed construction of a 5-million gallon reservoir and pump station in Seaside’s East Hills. The reservoir will provide water to the new middle and high school buildings and to Pacific Ridge Elementary. The new pump facility will replace decommissioned pump stations in Sunset Hills and Whispering Pines.

Below are the water systems in the unincorporated Clatsop Plains.

| TABLE 2: CLATSOP PLAINS PLANNING AREA - DRINKING WATER SYSTEMS | | | | | |
|---|------------------------------|--|---|---|---------------------------|
| System | Number of Connections | Estimated Total Population Served | Existing Source and Water Rights | System Size (Range of Connections) | Current Violations |
| Camp Rilea | 75 | 136 | Groundwater | Data Not Available | None |

CLATSOP PLAINS COMMUNITY PLAN 2040

| | | | | | |
|--|-------|-------|--|----------------------------|------|
| Gearhart Water Department | 1,580 | 1,465 | Groundwater Purchased surface water System interties with Warrenton and Seaside | Large: 300+ Connections | None |
| Seaside Water Department | 3,746 | 6,400 | Surface water | Large: 300+ Connections | None |
| Sunset Lake RV Park | 100 | 170 | Groundwater | Small: 1-299 | Yes |
| Stanley Acres Water Association | 112 | 315 | Surface water Purchased surface water City of Seaside | Small: 1-299 | None |
| Warrenton, City of | 3,539 | 9,100 | Surface water | Large: 300+ Connections | None |

Source: Oregon Health Authority; City of Warrenton Water Master Plan, July 2018; City of Warrenton Public Works; City of Gearhart Annual Water Quality Report, 2020

Schools

The two school districts within the planning area: Warrenton-Hammond School District #30 and Seaside School District #10. In 2018, voters approved a bond initiative to allow the Seaside Middle and High Schools, as well as District administrative offices to be relocated outside of the tsunami inundation zone. Those facilities were completed in 2020 and the previously-used school facilities have or will be sold.

In 2018, voters in the Warrenton-Hammond School District also approved a \$38.5 million bond to fund several facility construction and upgrades. The District has purchased 58 acres outside of the inundation zone and has constructed a new middle school at that location. The ultimate plan is to relocate all schools to this location, which would serve as a master campus.

| TABLE 3: CLATSOP PLAINS PLANNING AREA – SCHOOL SYSTEMS | | | | | | |
|--|-----------------------------|-----------------------|---------------------|-------------------------------------|---------------------------------------|-----------------------|
| System | Seaside School District #10 | | | | Warrenton-Hammond School District #30 | |
| | Pacific Ridge Elementary | Seaside Middle School | Seaside High School | Cannon Beach Academy Charter School | Warrenton Grade School | Warrenton High School |
| Grades | K-5 | 6-8 | 9-12 | K-5 | K-8 | 9-12 |
| Enrollment | 654 | 374 | 427 | 45 | 690 | 254 |

Source: Oregon Department of Education At-A-Glance District Profiles 2020-21

Flood Control

The Skipanon Water Control District previously covered the Skipanon River area, Warrenton, and Cullaby Lake. The District provided flood protection, controlled the water level for recreation use at Cullaby Lake and helped to minimize shrinking and swelling of the peat soils. The District was dissolved in 2020 and its assets were transferred to the City of Warrenton and to Clatsop County.

Fire Protection

Fire protection in the unincorporated Clatsop Plains is provided by three Rural Fire Protection Districts (RFPD): Warrenton RFPD, Gearhart Fire Department, and Seaside Fire and Rescue. The cities' fire departments are primarily staffed by volunteers.

Seaside Fire and Rescue was established in 1904. It is an all hazards department that responds to:

- Emergency medical calls
- Structure and wildland fires
- Water rescue

The Department’s paid fire staff include the Fire Chief, Division Chief of Prevention, Division Chief of Operations, and two firefighter positions. The department also provides mutual aid to the Hamlet, Cannon Beach, and Gearhart rural fire protection districts.

The Gearhart Volunteer Fire Department covers 28 square miles ranging from Cullaby Lake in the north, extending to the Gearhart City limits to the south. From milepost 8.5 on Lewis & Clark Road to the east and to the Pacific Ocean on the west. The department responds to approximately 500 incidents yearly, and has the capacity for 35 volunteers to serve on the roster. The department

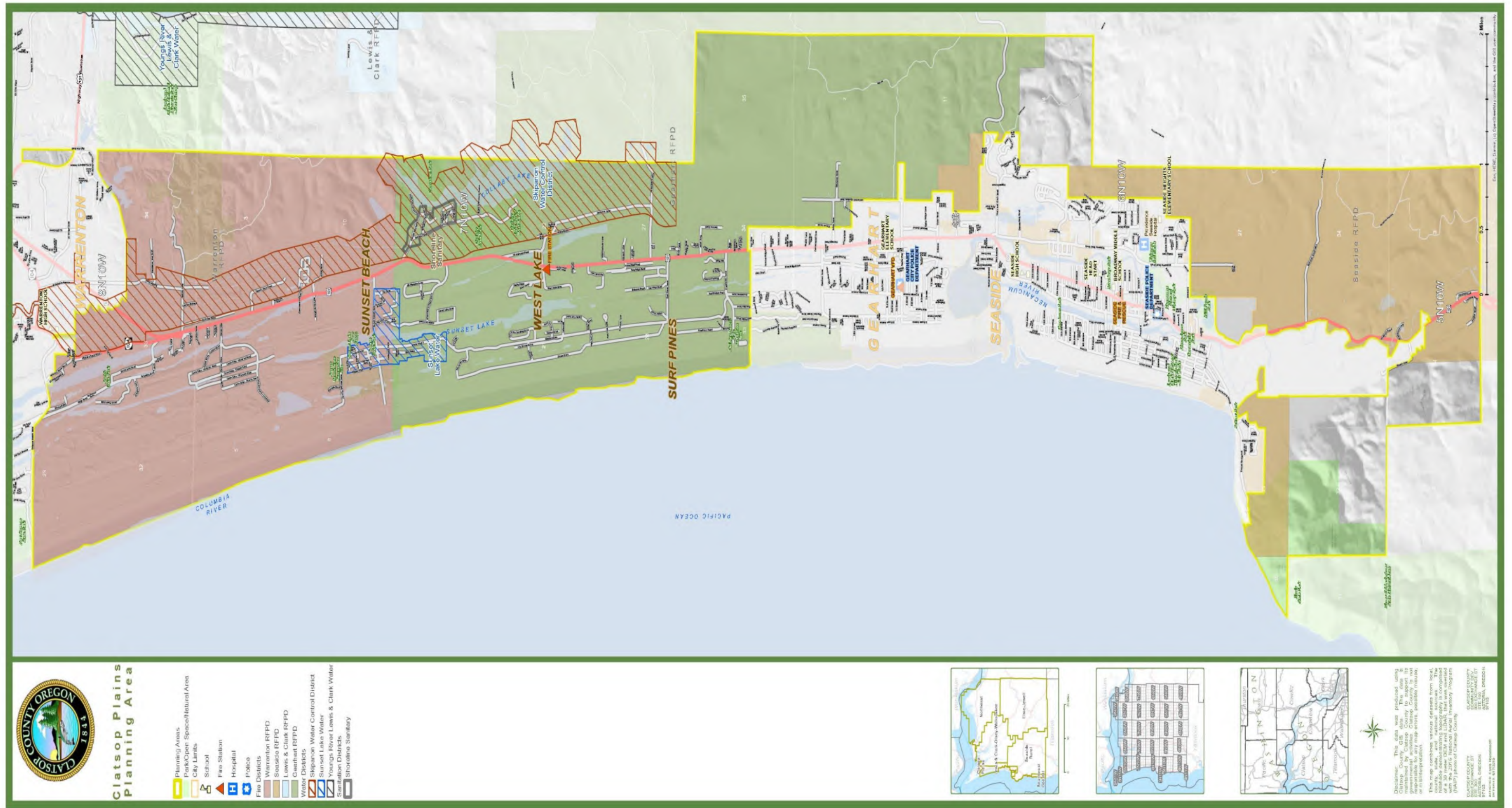
CLATSOP PLAINS COMMUNITY PLAN 2040

responds from two stations, Station “2899” located at 670 Pacific Way in downtown Gearhart and from the Hertig Station on Highway 101 and Westlake Lane. The department responds to all emergencies including, but not limited to:

- all fires
- emergency medical calls
- vehicle accidents
- natural disasters
- hazardous materials incidents
- requests for public assist
- search and rescue
- automatic/mutual support to departments throughout the county and statewide when needed

Warrenton RFPD currently operates a volunteer department governed by a five-member board. All fire protection services and hydrant maintenance is contracted with the City of Warrenton and that contract was renewed in 2021 for a five-year duration. Potential planned capital improvements in the 20-year planning horizon include the construction of a fire station outside of the tsunami inundation zone.

MAP 3: FIRE, WATER, AND SANITARY DISTRICTS IN THE CLATSOP PLAINS



TRANSPORTATION

Highways

Roads within the County maintenance system are generally two lanes and uncongested. Most of the driving in the planning area is done on U.S. Highway 101, which is the main connection between the cities of Astoria, Warrenton, Gearhart and Seaside. As discussed above, traffic on U.S. Highway 101 had generally been increasing until the start of the pandemic in early 2020. Since the initial lockdowns, traffic on the highway has again steadily increased and is expected to increase over the 20-year planning horizon.

A proliferation of access points to U.S. 101 and other roads can: (1) destroy the traffic function of the streets and highways, (2) create safety hazards, and (3) result in costly highway improvements at the expense of the public and individual property owners.

Access controls along U.S. 101 can possibly provide the most cost-effective means of maintaining manageable highway capacity and should be implemented wherever feasible. Control of access will improve the capacity of the highway, and reduce accidents and congestion. As new housing construction has flourished on the west side of U.S. Highway 101, between the cities of Gearhart and Warrenton, access to and from the highway has become increasingly difficult. As also discussed above, traffic conflicts at the intersection of U.S. Highway and Patriot Way, the entrance to Camp Rilea, continues to present safety issues for users of the Camp and surrounding residents.

Rail

Rail service in Clatsop County is provided by Burlington Northern Santa Fe Corporation and is limited to freight traffic. The line running from Seaside to Camp Rilea has been abandoned. Most of the railroad right-of-way has reverted back to the adjoining property owners.

Air Transportation

The Seaside Airport, which was operated by the State of Oregon until 1990, is the only airport in the planning area. In 1990, the airport was deeded to the City of Seaside with the condition that it be kept open and operating as an airport for at least 20 years. Since 2003, the City has made over \$1 million worth of improvements at the airport, including upgraded drainage, taxiway and runway repairs and realignment, new beacon tower and rotating beacon, new runway lighting, obstruction removal and aviation easements, security fencing, and improved visitor parking. The single paved runway is suitable for most light single and some twin engine aircraft weighing less than 12,500lbs. There are no instrument approaches and fewer than 10 aircraft are based at the field. In 2019, the Federal Aviation Administration (FAA) reclassified all airports in the National Plan of Integrated Airport Systems (NPIAS)

and deemed Seaside to be “unclassified”. This means that the airport is no longer eligible for regular FAA airport improvement funding.

PRESERVATION, RECREATION, SCENIC, AND OPEN SPACE AREAS

The semi-rural atmosphere of the Clatsop Plains is directly related to the large proportion of land that is presently in open space. Forest lands along the Coastal Foothills form the eastern boundary of the Clatsop Plains, while to the west is a wide strip of sandy beaches. Between the beaches and forest lands large amounts of open space still exist in the form of farms, large ownership of land, Camp Rilea and golf courses.

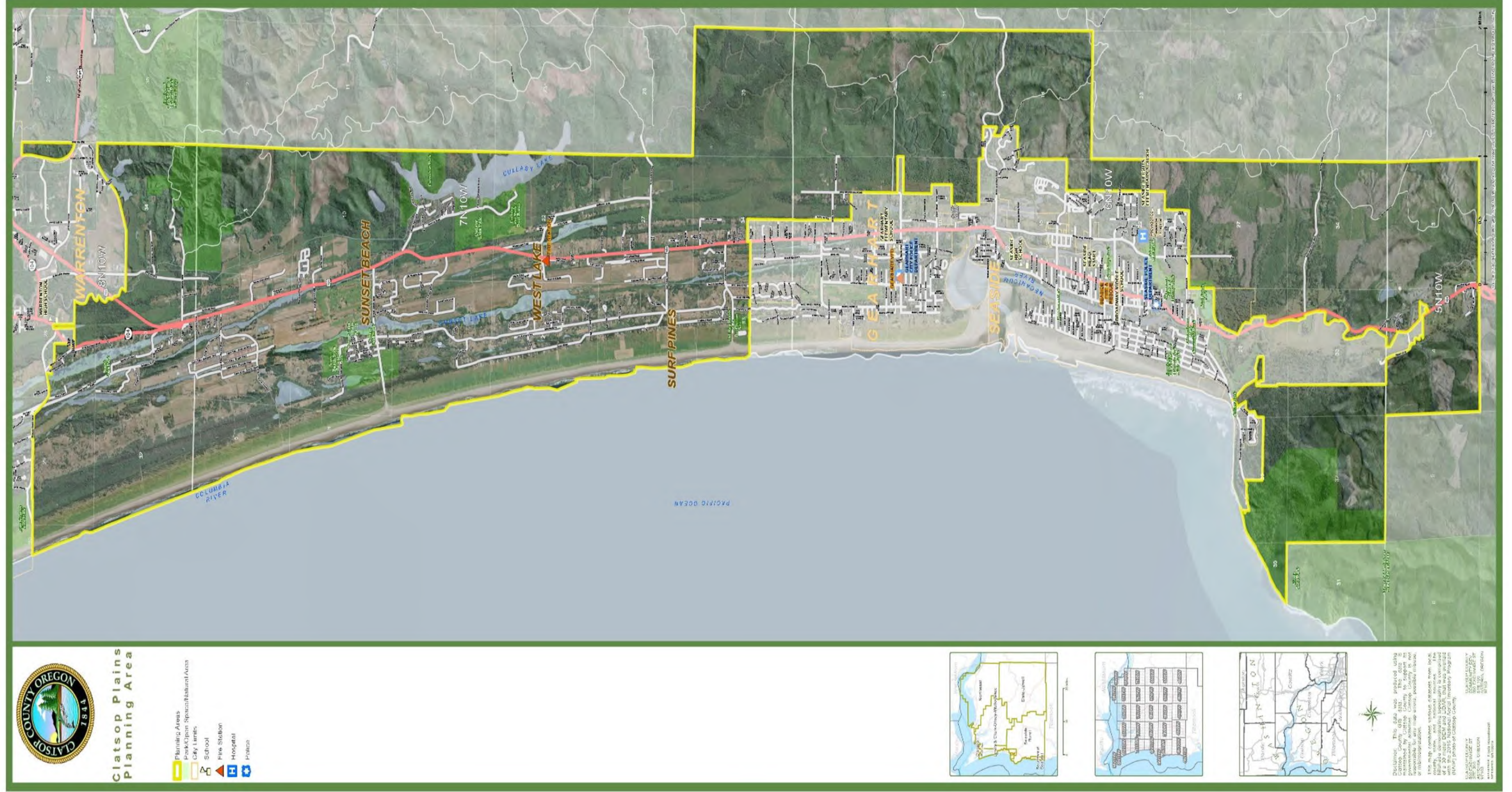
One of the highest priorities for the Clatsop Plains CAC has been the importance of maintaining the semi-rural character of the Clatsop Plains and to preserve large amounts of open space. However, with property tax laws, property rights, and local government financial limitations to purchase open space, there is no simple solution to this objective. The Community Plan recommends a strategy for preserving open space that is consistent with the statewide planning goals as well as local concerns. The policies for the preservation of open spaces and for the accommodations of residential development in the planning area is reflected in the following sections on open space

Open space can exist through a wide variety of different land uses as shown by the following categories:

| CATEGORIES | EXAMPLES |
|---------------------|---|
| Resource management | Forest/farm lands |
| Preservation | Aquifer recharge, historic, fish and wildlife areas |
| Recreation | Fort Stevens State Park |
| Scenic/buffer | Open space in subdivisions |

Map 4 shows the location of open spaces within the planning area.

MAP 4: OPEN SPACE AREAS FOR THE CLATSOP PLAINS AREA



Resource Management

Open space is one of the benefits that results from resource management. Resource management relates to the ability of the land to yield a resource on a sustained basis. These resource management lands, such as forest and agricultural lands, provide or have potential economic value which requires some form of protection to maintain their wise utilization.

Preservation – Aquifer Recharge

The Clatsop Plains aquifer is like a large underground lake which has the potential of supplying vast amounts of drinking water. Based upon recommendations from the Clatsop Plains Groundwater Protection Plan (208 Study) approximately 1,444 acres or 2.25 square miles has been set aside as an "aquifer reserve" area.

Preservation - Historic Areas

The Clatsop Plains Planning Area is rich in history, containing many historical sites associated with both native persons who originally utilized the resources within this area and the subsequent non-native immigrants that settled in the same area.

Preservation – Fish and Wildlife Areas

The Clatsop Plains is an area well-endowed with diverse and plentiful wildlife areas. This abundance of both numbers and species types is largely resultant from diversity of habitats. Zones of transition, such as the shorelines, estuary and forest lands provide areas rich in animal life.

The Plains is fortunate in having large blocks of land in both public and private ownership which has not been developed. Fort Stevens State Park, Camp Rilea and timber holdings east of Highway 101 provide most of the prime wildlife habitats on the Clatsop Plains.

Increased residential development in the Clatsop Plains area has resulted in an increased number of interactions between elk and humans. Changing elk migration patterns have also played a role in the increase. In 2019, Clatsop County, in coordination with the cities of Warrenton, Gearhart and Seaside, participated in a process lead by Oregon Regional Solutions to develop tools and strategies to minimize impacts due to encounters between elk and humans. A formal Declaration of Cooperation was signed by all parties on September 1, 2021.

CLATSOP PLAINS COMMUNITY PLAN 2040

The Declaration of Cooperation details a list of commitments that Clatsop County agrees to fulfill. Among those is a commitment to review the County's density transfer requirements, especially within the Clatsop Plains area.

Recreation - Parks

Within this planning area, there is one national historic park (Lewis and Clark National Historic Park) and three State parks (Fort Stevens, Ecola and Elmer Feldenheimer State Natural Area).

A portion of the Lewis and Clark National Historic Park is located within the Clatsop Plains Planning Area. While the visitor center and Fort Clatsop are located to the east of the planning area, the Fort to Sea Trail is almost entirely located within the Clatsop Plains Planning Area.

Fort Stevens, one of the nation's largest campgrounds per information from Oregon State Parks, has extensive day use and overnight sites. The park, which consists of 4,300 acres, provides a variety of recreation opportunities, including camping, beach-combing, a freshwater lake, trails, wildlife viewing, and an historic shipwreck. Visitors can also view year-round military displays at the military museum and information center.

Ecola State Park has picnic facilities as well as a hiking trail to the top of Tillamook Head or across the head to Ecola Point and Indian Beach. The park stretches along nine miles of coastline and offers outstanding sightseeing and recreational opportunities, including cliff side viewpoints of secluded coves, forested promontories and a long-abandoned lighthouse. The park's network of trails includes an eight-mile segment of the Oregon Coast Trail, and a 2 ½ mile historical interpretive route called the Clatsop Loop Trial.

Elmer Feldenheimer is a Forest Preserve to the east of Ecola and was created to protect forested areas in Ecola State Park.

The Del Rey Beach State Recreation Site provides access to the beach and parking.

There are three County parks in the planning area: Carnahan Park, Cullaby Lake, and Smith Lake Park. The County parks system has no capital improvement program and no park acquisition program. Any improvements and maintenance of parks is done by the County Public Works Department.

During the update of the Clatsop Plains Community Plan, the CAC members discussed the importance for the County to continue to keep small, isolated parcels of undeveloped land. While those parcels might not be suitable for park development, they do play a significant role in the providing resting and sheltering areas to wildlife and birds.

Recreation – Trails Bike/Foot

Bicycle touring along the Oregon Coast has become increasingly popular. U.S. Highway 101 is the route for two bicycle routes: the Oregon Coast Bike Route and the TransAmerica Trail. This bike route is very dangerous, having many curves and no barriers preventing automobiles from entering the bike lane.

In 1975, the State Transportation Commission established the Oregon Coast Trail. Between the mouth of the Columbia River and Gearhart all of the Coast Trail is on the beach. At the City of Gearhart, the trail turns on the highway shoulder into the City of Seaside, where it follows city streets to the beach access. From the southern edge of Seaside, the Coast Trail ascends Tillamook Head to Ecola State Park.

Scenic Areas

Scenic areas are defined as those sites, viewpoints, areas or structures that have significant visual worth, and that are pleasing to look at. This is resource that is of greatest importance to this planning area. Places such as Tillamook Head, the vast sandy beaches and the Clatsop Spit attract visitors from all over the world due to the scenic beauty of these areas.

Open Space

Forest, agricultural, natural and recreational areas play one part of the role in preserving the rural character of the Clatsop Plains. Another aspect of rural living is the open spaces between development and different land uses. In order to preserve the semi-rural character of the Clatsop Plains, both aspects of open space must exist. To that end, the Community Plan Open Space Policies were developed to preserve and enhance the rural quality of the Clatsop Plains.

COMMUNITY DEVELOPMENT

The purpose of this section is to provide a guide for development whether it be residential, commercial, industrial or recreational, and to preserve the high quality of life in the area. The intent of the plan is NOT to stop or limit rural growth, but rather to direct growth into appropriate locations. In looking at appropriate locations for various types of development, consideration was given to preserve resource lands (agricultural or forest lands), level of public facilities and services available, the land carrying capacity, and the different needs for various uses within urban and rural areas.

DEVELOPMENT

DEVELOPMENT lands or areas designated DEVELOPMENT are areas with a combination of physical, biological, and social/economic characteristics which make them necessary and suitable for residential, commercial, or industrial development and includes those which can be adequately served by existing or planned urban services and facilities.

Areas within Urban Growth Boundaries and Rural Service Areas are included in this designation. Lands within an Urban Growth Boundary are those determined to be necessary and suitable for future urban growth. These lands can be served by urban services and facilities, and are needed for the expansion of an urban area. The Urban Growth

Boundaries are based upon the cities' population projections and needs for residential, commercial and industrial lands. Clatsop County maintains Urban Growth Boundary Management Agreements with each incorporated city.

Rural Service Area is an unincorporated area located some distance away from a city which contains residential densities similar to those found in cities. The size of Rural Service Areas is based upon many factors, some of which are population projections, capacity of public facilities and proximity to a city.

Predominant uses in the DEVELOPMENT land use category include:

1. Medium to high density single family houses (less than 1/2 acre).
2. Multi-family housing (apartment, mobile home parks).
3. Offices, commercial facilities.
4. Industrial facilities (light/heavy).

RURAL LANDS

RURAL LANDS. Rural lands are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. Rural Lands include lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

RURAL LANDS are those which, due to their value for aquaculture, low density residential uses, high intensity recreational uses, and non-renewable mineral and non-mineral resource uses should be protected from conversion to more intensive uses. Rural subdivisions, major and minor partitions, and other uses served by few public services which satisfy a need that cannot be accommodated in urbanizable areas are also likely to occur within this designation.

CLATSOP PLAINS COMMUNITY PLAN 2040

Most RURAL LANDS designations in this plan area contain old town plats and fragmented land ownerships. These areas may require vacation and replatting or utilization of a Planned Development to protect the natural resources of the area.

Purpose and Intent of Rural Residential Development in the Clatsop Plains Planning Area:

It is the purpose and intent of Clatsop County to maintain the rural character of residential land outside urban growth boundaries within the Clatsop Plains planning area by preserving and protecting concentrated open space and natural resources, and minimizing the impact of rural residential development on essential services, while also allowing low density residential development.

The County recognizes that achieving the density permitted in rural residential zones through clustered development pattern better promotes the County's purpose and intent of maintaining the rural character of any area than does the traditional grid pattern of development where lots are not clustered and are created to directly correspond to the density permitted in the base zone. Through clustering development, where the density permitted in the base zone is satisfied by combining smaller individual lots with larger expanses of open space, the County is able to retain the greatest concentration of permanent open space with the least impact on essential services. Conversely, large lots developed in a grid pattern extending over an entire subdivision or planned development site, negatively impact the rural character of an area by minimizing the amount of permanent open space and attendant resource protection, while increasing the public facility infrastructure necessary to service development covering a large, expansive area.

Therefore, it is the County's purpose and intent that all residential planned developments and subdivision developments in the Clatsop Plains planning area shall be clustered which will ensure that the rural character is maintained.

Rural Lands West of U.S. Highway 101

This area is located west of U.S. Highway 101 between the Urban Growth Boundaries of Warrenton on the north and Gearhart on the south. An exception is not necessary for this area because it is not resource land under the definitions in Goal 3 - Agricultural Lands or Goal 4 - Forest Lands.

RURAL AGRICULTURAL LANDS

RURAL AGRICULTURAL LANDS are those lands that are to be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.

Predominant uses in the Rural Agricultural Lands Classification include:

CLATSOP PLAINS COMMUNITY PLAN 2040

1. Farm use
2. Low density residential (1 acre or larger)
3. Commercial (gas station, grocery store)
4. High intensity recreation (i.e. golf course)

FOREST LANDS AND CONSERVATION OTHER RESOURCES

FOREST LANDS AND CONSERVATION OTHER RESOURCES. Conservation and Forest Lands areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or because of their unsuitability for development (e.g. hazard areas) should be designated for non-consumptive uses. Non-consumptive uses are those uses which can utilize resources on a sustained yield basis while minimally reducing opportunities for other future uses of the area's resources.

FOREST LANDS. Forest lands are those lands that are to be retained for the production of wood fiber and other forest uses.

CONSERVATION OTHER RESOURCES. Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state and local parks. Other areas designated CONSERVATION OTHER RESOURCES include lands for low intensity uses which do not disrupt the resource and recreational value of the land.

Predominant uses in the Forest Lands Classification and the Conservation Other Resources Classification include:

1. Forestry / forest processing
2. Small woodlots
3. Parks / recreational use
4. Community watersheds

NATURAL

A NATURAL designation will be used for lands which have not been significantly altered by man and which, in their natural state, perform important resource or ecosystem support functions.

Publicly owned fragile and ecologically valuable areas, especially wetlands, marshes, stands of old growth timber and isolated lakes, are most likely to be designated as NATURAL. NATURAL areas identified by the Oregon Natural Heritage Program as well as fish and wildlife areas and habitats identified by the Oregon Wildlife Commission will be considered for a NATURAL designation.

CLATSOP PLAINS COMMUNITY PLAN 2040

Predominant uses in the NATURAL Classification include:

1. Open space
2. Scientific study
3. Low intensity recreation (trails, nature observation)
4. Wildlife habitat

GOALS, OBJECTIVES AND POLICIES

CLATSOP PLAINS PLANNING AREA GOAL 1

The Clatsop Plains Community Plan shall provide for planned and orderly growth of the Clatsop Plains planning area which is in keeping with a majority of its citizens and without unduly depriving landowners and/or residents of the reasonable use of their land. The plan shall:

1. protect and maintain the natural resources, natural environment and ecosystems,
2. respect the natural processes,
3. strive for well-designed and well-placed development, and
4. preserve the semi-rural, agricultural, open space and marine characteristics of the area.

In order to meet the Goal, the County shall:

1. Use the physical characteristics described in the section on landscape units as the major determinants of the location and intensity of the use of the land.
2. Retain as much of the land as possible in its natural state.
3. Review, update and amend the plan on a regular basis as needs, additional data and/or economics demand.
4. Expand the boundaries of the Clatsop Plains Planning Area to include Fort Stevens, portions of the Columbia River and the ocean shore to the territorial sea line.

CLATSOP PLAINS PLANNING AREA GOAL 2

To preserve to the fullest possible extent the scenic, aesthetic, and ecological qualities of the Coastal Shorelands and other shorelands in the Clatsop Plains in harmony with those uses which are deemed essential to the life and well-being of its citizens.

GENERAL DEVELOPMENT POLICIES

- Policy A:** The predominant growth (residential, commercial, and industrial) shall occur within the Cities of Seaside, Warrenton, and Gearhart, as well as those areas in the Urban Growth Boundaries.
- Policy B:** Residential, commercial and industrial development shall be directed away from those areas designated FOREST LANDS, RURAL AGRICULTURE LANDS, CONSERVATION OTHER RESOURCES, and NATURAL.
- Policy C:** Maintain an overlay zone for the North Clatsop Plains Sub-Area that:
1. Prohibits increases in residential densities through zone changes and density transfers;
 2. Allows multiple density transfers from a single density transfer sending site, and requires that all receiving sites be located outside the North Clatsop Plains Overlay District;
 3. Encourages wildlife corridor protection through clustered development and open space preservation; and
 4. Applies noise attenuation construction standards to new dwellings in areas impacted by noise from Camp Rilea.
- Policy D:** In divisions of land into lots where future partitions or re-subdivisions could occur, lots should be designed to take the potential for future divisions of land into consideration.
- Policy E:** Natural features such as creeks and ridges should be used wherever possible as a boundary between intensive uses such as commercial activities and low intensive uses.
- Policy F:** Plot plans or building plans may be required to indicate on them how storm water is to be drained. Access permits shall be reviewed by the Oregon Department of Transportation and Clatsop County Public Works to insure adequate drainage is provided.
- Policy G:** Incentives shall be provided to encourage developers to use innovative methods to provide a high quality of design, energy conservation and low income housing.
- Policy H:** The following policies shall be used when examining commercial development in the Clatsop Plains:
1. To direct and encourage commercial activities to locate within urban growth boundaries. This will be most convenient for customers because most people will live in the urban areas. Also, business requirements for water, sewer, fire protection and other public services can best be met.
 2. To group business activities into clusters or "centers". This will be more convenient for patrons, permitting them to accomplish more than one purpose during a stop. It will also avoid mixing homes with scattered businesses. Joint use of vehicular access and parking at commercial centers will be more economical and be less disruptive for street traffic.
 3. To prevent "strip" commercial development along arterials, particularly U.S. Highway 101, and to limit business to designated strategic locations. To reserve non-commercial portions of arterials so that property owners may

CLATSOP PLAINS COMMUNITY PLAN 2040

- develop residential or other uses without fear of disruptive business development next door.
4. To emphasize and support existing town centers as business places. These centers are important for community identify, social cohesion, civic activity, public service, convenience, attractions and amenities. They should continue to be a focus for commercial activities as well.
 5. To concentrate new commercial development in and adjacent to existing, well-established business areas. To increase the patronage and vitality of these areas and to avoid undue dispersal of new commercial activities.

GENERAL LANDSCAPE UNITS POLICIES

- Policy A:** Excavations in sedimentary highland (Toms) should be properly engineered to assure against slop failure
- Policy B:** Proposed projects involving modifications of established drainage patterns should be evaluated in terms of potential for altering land stability.
- Policy C:** Loss of ground cover for moderately to steeply sloping land may cause erosion problems by increasing runoff velocity and land slumpage. Vegetative cover for moderately to steeply sloping areas shall be maintained.

COASTAL SHORELANDS AND OTHER SHORELANDS POLICIES

The following are in addition to those found in Goal 17: Coastal Shorelands and Goal 5: Open Space, Scenic and Historic Areas and Natural Areas Element.

- Policy A:** No filling or alteration to designated and mapped critical natural holding basins such as lakes, wetlands, or marshlands, unless permitted by the Department of State Lands.
- Policy B:** Culverts and other roadway or driveway improvements considered necessary by the Clatsop County Community Development Department, County Public Works Department, and state agencies shall be installed in such a manner as not to impede the flow of the drainage way nor impede the passage of resident or migratory population of fish.
- Policy C:** Mining, dredging, or removal of gravel and similar materials from streams and other surface water shall be strictly controlled to prevent adverse alterations to flow characteristics, siltation pollution, and destruction or disruption of spawning areas.

CLATSOP PLAINS COMMUNITY PLAN 2040

- Policy D:** Shorelands identified in this plan for their aesthetic, scenic, historic or ecological qualities shall be preserved. Any private or public development which would degrade shoreland qualities shall be discouraged.
- Policy E:** The public has a right to enjoy and utilize all the public water bodies. No improvement shall be permitted which impedes this ability. Care also must be exercised in protecting the privately owned shorelands.
- Policy F:** Public and private bridge crossings over public water bodies shall be constructed to standards that ensure maximum protection to the persons utilizing the structure and to the water system it crosses. To the maximum extent possible, minimum fill and/or removal shall take place during construction of the bridge.
- Policy G:** Shorelands in Rural areas shall be used as appropriate for the following:
1. farm use,
 2. private and public water dependent recreation,
 3. aquaculture, and
 4. to fulfill the open space requirements in subdivisions and planned developments.

Recommended Action

A study should be undertaken to determine a means to remove vegetation in the various lakes within the Clatsop Plains due to the hazards it causes in recreational use of water bodies.

BEACHES AND DUNES POLICIES

- Policy A:** Uses permitted on the beach, the area located west of the statutory Vegetation Line as established and described by ORS 390.770, or the line of established upland shore vegetation, whichever is further inland, shall be consistent with the requirements ORS 390.605 - 390.725 and Oregon Administrative Rules adopted pursuant thereto. Residential development and commercial and industrial buildings are prohibited. The County will coordinate its actions in beach areas with the Oregon Department of Parks and Recreation.
- Policy B:** Uses permitted on active foredunes, on other foredunes which are conditionally stable and are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding shall be limited to low intensity uses which have minimal impact on the dune system and which have a minimal monetary value. Residential developments and commercial and industrial buildings are prohibited.

CLATSOP PLAINS COMMUNITY PLAN 2040

- Policy C:** The County, in making land use decisions in beach and dune areas, other than older stabilized dunes, shall consider the impact of the proposed development on the site and on adjacent areas, and the methods that are proposed for protecting the site and adjacent areas from any potential adverse effects of the proposed development.
- Policy D:** The stability of all types of dunes, in relationship to the potential for wind erosion, is based on the maintenance of its vegetative cover. For this reason, the county shall implement a wind erosion control program that minimizes site disturbance, provides for temporary and permanent sand stabilization, and requires the continued maintenance of newly established vegetation.
- Policy E:** On active and conditionally stable dunes, pedestrian, bicycle, equestrian and vehicular circulation shall be managed to minimize adverse impacts to dunes and their stabilizing vegetation.
- Policy F:** Foredunes shall be breached only on a temporary basis for emergency purposes such as fire control, cleaning up oil spills, or alleviating flood hazards. Breaches in foredune areas shall be restored in a manner that is consistent with the character of the area prior to the foredune breaching.
- Policy G:** Foredune grading for view enhancement or to prevent on-going sand inundation may be allowed for structures in foredune areas that were committed to development on or before January 1, 1977 and where an overall plan for managing the foredune grading is prepared. Before construction can begin, the foredune grading plan must be adopted as an amendment to the Comprehensive Plan.
- Policy H:** The extensive modification of dune areas other than that permitted by an approved plan for foredune grading for view enhancement, is strongly discouraged because the shape of unmodified dune forms is an essential element in defining the physical character of the Clatsop Plains.
- Policy I:** Clustering of development is encouraged so that development occurs on the most stable dune areas, with less stable areas retained as open space.
- Policy J:** Removal of vegetation which provides wildlife habitat shall be limited. Unnecessary removal of shoreline vegetation shall be prohibited.
- Policy K:** In order to establish construction feasibility, within the dune construction area, and to provide recommendations on methods to mitigate potentially hazardous conditions, a site specific investigation by registered professional geologist or certified engineering geologist shall be required for the issuance of a development permit in all beach and dune areas that the Community Development Director considers to have a hazard potential.

CLATSOP PLAINS COMMUNITY PLAN 2040

- Policy L:** On-site sewage disposal systems shall be prohibited in active foredunes, on other foredunes which are conditionally stable and are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding.
- Policy M:** Beachfront protective structures shall be permitted only where development existed on or before January 1, 1977.
- Policy N:** Where appropriate, developers may be required to dedicate easements for public access to the beach.
- Policy O:** The county supports studies designed to increase scientific knowledge about the processes that have shaped and will continue to shape the dunes of the Clatsop Plains.
- Policy P:** Wind energy or wave energy generation facilities in Clatsop County's territorial sea may require companion facilities in beach and dune areas. When reviewing these facilities, the County shall consider the effects and impacts, both harmful and beneficial, of the entire project, not just the beach and dune area component, on beach and dune resources.

FORT STEVENS STATE PARK SUBAREA POLICIES

- Policy A:** The County will work with the Oregon Parks and Recreation Department (OPRD) to prohibit off-road vehicles on dune or wetland areas in the park and on the Natural wetland-salt marsh in Clatsop Spit.
- Policy B:** Clatsop County and the Oregon Parks and Recreation Department shall work together to implement the adopted *Fort Stevens Park Master Plan*.

ALLUVIAL LOWLANDS POLICY

- Policy A:** Development on peat and other compressible soils shall be discouraged. In those areas where development has already occurred on peat and other compressible soils, policies on those soils in the Countywide Comprehensive Plan shall apply.

ALLUVIAL TERRACES POLICY

CLATSOP PLAINS COMMUNITY PLAN 2040

Policy A: The County should encourage development on this type of landscape unit due to the slight to moderate slopes and the moderately well-drained soils.

COAST RANGE FOOTHILLS POLICY

Policy A: The predominant land use on this landscape unit should be forestry and low density residential use. This is due to the characteristics of soils in this landscape unit which have potential for mass movement.

CLATSOP PLAINS AQUIFER POLICIES

Policy A: Land use actions (i.e. Comprehensive Plan changes, zone changes, subdivisions, planned developments, and conditional use permits) shall be reviewed by the Planning Commission and the Community Development Department to ensure that the proposed activity will not:

1. adversely affect the water quality
2. result in the drawdown of the groundwater supply
3. result in the loss of stabilizing vegetation, or
4. allow salt water intrusion into the water supply

Policy B: The County shall re-evaluate the Clatsop Plains Community Plan to determine whether existing policies and standards are adequate to protect water quality in the aquifer, lakes and streams. Consideration shall be given to protection of the lakes from further degradation (eutrophication), and possible remedial actions to improve water quality.

Policy C: Consideration shall be given to protection of the aquifer, surface waters and groundwater from further degradation (eutrophication), and possible remedial actions to improve water quality.

Recommended Action 1: To avoid desiccation of the groundwater lakes and encroachment of sea water, a water management program which is consistent with the water-budget equation for the Clatsop Plains should be developed. The County should request technical and financial assistance from state and federal agencies in evaluating water development potentials.

NATURAL HAZARDS POLICIES – WIND AND OCEAN SHORELINE EROSION

Policy A: Clatsop County shall prohibit:

1. the destruction of stabilizing vegetation (including the inadvertent destruction by moisture loss or root damage)
2. the exposure of stable and conditionally stable areas to erosion, and
3. construction of shore structures which modify current or wave patterns or the beach sand supply

Policy B: Erosion shall be controlled and the soil stabilized by native, non-invasive vegetation and/or mechanical and/or structural means on all dune lands.

Policy C: Removal of vegetation during construction in any sand area shall be kept to the minimum required for building placement or other valid purpose. Removal of vegetation should not occur more than 30 days prior to grading or construction. Permanent revegetation shall be started on the site as soon as practical after construction, final grading or utility placement. Storage of sand and other materials should not suffocate vegetation.

Policy D: In all open sand areas, revegetation must be clearly monitored and carefully maintained, which may include restrictions on pedestrian traffic. Revegetation shall return the area to its pre-construction level of stability or better. Trees should be planted along with ground cover such as grass or shrubs. To encourage stabilization, a revegetation program with time limits shall be required by the Community Development Department as a condition of all land use actions (i.e. Comprehensive Plan changes, zone changes, subdivisions and partitions, planned developments, conditional use permits etc.).

Policy E: Removal of vegetation which provides wildlife habitat shall be limited. Unnecessary removal of shoreline vegetation shall be prohibited.

Policy F: Site specific investigations by a qualified person such as a geologist, soils scientist, or geomorphologist may be required by the County prior to the issuance of development permits in open sand areas, on the ocean front, in steep hillsides of dunes, regardless of the vegetative cover, and in any other conditionally stable dune area which, in the view of the Planning Community Development Director, may be subject to wind erosion or other hazard

CLATSOP PLAINS COMMUNITY PLAN 2040

potential. Site investigations may be submitted to the Department of Geology and Mineral Industries and other agencies for review of recommendations.

Policy G: Log debris plays an important role in the formation and maintenance of foredunes. Therefore, driftwood removal from sand areas and beaches for both individual and commercial purposes should be regulated so that dune building processes and scenic values are not adversely affected.

NATURAL HAZARDS POLICIES – EARTHQUAKE

Policy A: The County shall develop and implement a program to retrofit County bridges that are identified by a seismic vulnerability assessment.

Policy B: Structures and public facilities owned and/or operated by Clatsop County should be seismically retrofitted.

Policy C: The County should work with private land owners to identify lifelines routes and assembly areas that can be utilized following a seismic event.

Policy D: The County should develop incentive programs to encourage homeowners to perform seismic retrofits to existing structures.

NATURAL HAZARDS POLICIES – TSUNAMI

Policy A: The County should identify viable sites for vertical evacuation construction.

Policy B: Clatsop County should implement a Tsunami Hazard Inundation overlay and develop regulations and maps for hazard mitigation planning.

Policy C: The County shall establish long-term supply and staging areas outside of inundation zones.

Policy D: Clatsop County shall continue to upgrade and improve tsunami evacuation routes.

HOUSING GOAL AND POLICIES

HOUSING GOAL:

To provide adequate numbers of housing units at price ranges and rent levels commensurate with financial capabilities of the households in the region and to allow for flexibility in housing location, type and density.

- Policy A:** Planned developments, the voluntary vacation or replatting of old subdivisions, and other land use actions shall encourage the preservation of steep slopes and other sensitive areas in their natural condition.
- Policy B:** The location of a mobile home on an individual parcel of land shall be allowed in FOREST LANDS and RURAL AGRICULTURAL LANDS areas which are in conjunction with a farm or forestry use. In areas designated RURAL LANDS, a double wide or wider mobile home shall be allowed except in Surf Pines (zones SFR-1 and CBR), Smith Lake (zone SFR-1) and Shoreline Estates (zone RSA-SFR).
- Policy C:** Within two to five years of the adoption of this plan, the County shall review and, if necessary, revise its transfer of density regulations.
- Policy D:** Within two to five years of the adoption of this plan, the County should update the 2019 Housing Strategies Study and/or conduct a housing needs analysis and building lands inventory.

PUBLIC FACILITEIS AND SERVICES POLICIES - SEWER

- Policy A:** Sewage systems shall be allowed in those areas outside of the Urban Growth Boundary only to alleviate a health hazard or water pollution problem which has been identified by the Department of Environmental Quality and will be used only as a last resort.

PUBLIC FACILITEIS AND SERVICES POLICIES - FIRE

- Policy A:** The County shall encourage the improvement of fire protection in the Clatsop Plains. The County shall work with local residents as well as the Rural Fire Protection Districts in examining the various methods available to improve fire protection. One method which could be used is to require subdivisions and planned developments to dedicate a site, funds, or construction materials for an additional fire station in the Clatsop Plains.

TRANSPORTATION POLICIES

- Policy A:** Streets in new developments shall be designed to minimize disturbance of the land by following contour lines (as an alternative to a grid pattern) and avoiding cut-and-fill construction techniques.
- Policy B:** Unnecessary rights-of-way should be used as green belts, walking trails, equestrian paths or bike paths where appropriate.
- Policy C:** To minimize negative visual and noise impacts of U.S. 101, a buffer screen of existing vegetation shall be required for residential properties along U.S. 101. Planted vegetation should be encouraged in those areas along U.S. 101 where none presently exists. The buffer shall be 25 feet wide, unless the size of the lot and natural topography would create a hardship.
- Policy D:** At the time of a major or minor partition, access points shall be examined. Consolidation of existing access points or easements for adjoining properties to allow a common access point shall be considered.
- Policy E:** It is the County's intent to develop a system of collectors, frontage roads and common access points to solve the problems that many access points create along U.S. 101. In order to carry out this intent the County shall do the following:
- a. Require new developments to have access taken from the existing collectors and frontage roads unless a variance is given.
 - b. New access points on County and public roads shall be reviewed by the County. New access points shall be reviewed based upon proximity to existing access points and safety standards developed by the Oregon Department of Transportation.
- Policy F:** Clatsop County, in coordination with the Oregon Department of Transportation, should conduct a study of the Clatsop Plains to analyze access controls and problems in establishing criteria for collectors and frontage roads. The study should include: designation of specific access points, location of frontage roads, criteria for temporary access points, etc.

HISTORIC AREAS POLICIES

Policy A: The County shall work with the Clatsop County Historical Society, the Chinook Indian Nation and other organizations to identify and protect important local historical and archeological sites. Compatible uses and designs of uses should be encouraged for property near or adjacent to important historical or archeological sites.

Policy B: Clatsop County shall protect significant historical resources by:

1. encouraging those programs that make preservation economically possible;
2. implementing measures for preservation when possible;
3. recognizing such areas in public and private land use determinations subject to County review.

FISH AND WILDLIFE AREAS GOAL AND POLICIES

FISH AND WILDLIFE AREAS GOAL:

To preserve wildlife habitats and natural vegetation as an essential part of the ecosystem for both humans and wildlife.

Policy A: Maintain important fish and wildlife sites by protecting vegetation along many water bodies, classifying suitable land and water locations as NATURAL or CONSERVATION, and otherwise encouraging protection of valuable fish and wildlife habitats.

Policy B: Private and public owners of property on which valuable habitat is located will be encouraged to adequately protect important fish and wildlife sites. The private owners which participate in preserving the natural character of these sites will be assisted in taking advantage of reduced property taxes for protecting such areas. New subdivisions shall be required to leave undeveloped reasonable amounts of property which is needed for protection of valuable fish and wildlife habitat.

Policy C: Intensive recreational development shall not locate within sensitive crucial habitat areas.

Policy D: Habitat of all species indicated as endangered, threatened or vulnerable shall be preserved. Nesting sites of endangered bird species shall be protected and buffered from conflicting uses. Within one year of the adoption of the updated comprehensive plan, staff shall review the County's Sensitive Bird Habitat to verify all endangered, threatened or vulnerable species are identified. This overlay should continue to be reviewed and updated every two years.

CLATSOP PLAINS COMMUNITY PLAN 2040

- Policy E:** Provide a natural waterway between Cullaby Lake to the adjacent drainage canal such that salmonids and lampreys can ascent it without the need of a fish ladder.
- Policy F:** The County shall, in coordination with the cities and other appropriate organizations, implement the requirements of the Oregon Solutions Clatsop Plains Elk Project Declaration of Cooperation, which was signed September 1, 2021.

RECREATIONAL POLICIES

- Policy A:** Recreational vehicle parks shall only be permitted in the urban growth boundaries in the Clatsop Plains.
- Policy B:** The dune area west of Sunset Lake and the land northeast of Camp Rilea should be encouraged to be kept in public and non-profit ownership. These areas should be preserved for their scenic value as well as for wildlife value.
- Policy C:** Clatsop County will work with the Oregon Parks and Recreation Department (OPRD) to coordinate beach access points and paths and to create a unified public education program about the fragility of dune systems and the need to avoid accessing unofficial systems and paths.
- Policy D:** Clatsop County and the Oregon Department of Parks and Recreation shall work together to implement the Fort Stevens State Park Plan.
- Policy E:** State and local jurisdictions shall cooperate to evolve the most efficient traffic flow patterns, parking arrangements and policy requirements for areas on and adjacent to active dune areas, especially parks and beach accesses.
- Policy F:** Clatsop County will work with Oregon Parks and Recreation Department, Oregon Department of Transportation and the Oregon Military Department to provide an additional trail connection(s) between the north end of Camp Rilea, the beach and Fort Stevens to the existing Fort-to-Sea Trail, and to address trail gaps within and adjacent to Camp Rilea.
- Recommended Action:** Further research should be done to develop additional trails going from Fort Clatsop National Park to the coastal beaches.

SCENIC AREAS GOAL AND POLICIES

FISH AND WILDLIFE AREAS GOAL:

Preservation of important vistas, views of the ocean, and other significant visual features should be encouraged.

Policy A: In order to provide the greatest view potential for properties along the ocean, the building height shall be limited to 18' on beach front lots and 26' for adjacent properties. This policy applies to the beach/ocean in all directions.

Policy B: Excessive sign sizes and numbers of signs shall be discouraged by local regulations. No new billboards or other off-premise signs shall be allowed, except in commercial or industrial zoned land with strict controls. This policy applies to views along U.S. Highway 101 from the ocean dunes to the west to the Coastal Foothills to the east.

Policy C: No intensive development on the foothills or on top of dune ridges should be permitted. This policy applies to the Coastal Foothills and dune ridges in all directions.

OPEN SPACE POLICIES

Policy A: Land owners shall be encouraged to retain or preserve large parcels of undeveloped land as open space under the provisions of the open space taxation program.

Policy B: The County shall carefully consider the feasibility of all methods for the preservation of open space as the opportunities arise.

Policy C: The County, through regulations in its land use code, shall continue to prescribe a maximum lot coverage in those areas designated DEVELOPMENT.

Policy D: All planned developments and subdivisions in the Clatsop Plains planning area designated RURAL LANDS shall cluster land uses and designate areas as permanent common open space. No reversionary clause shall be permitted in common open space. The minimum percentage of common open space shall be 30%, excluding roads and property under water. The clustering of dwellings in small numbers and the provision of common open space assures good utilization of land, increased environmental amenities, maintenance of a low density semi-rural character, maintenance of natural systems (dunes, wetlands), and may be used as an open space buffer between the residential use and adjacent military lands,

CLATSOP PLAINS COMMUNITY PLAN 2040

agricultural or forest uses. This policy shall apply in all RURAL LANDS areas in the Clatsop Plains except for the area commonly known as Surf Pines. Clustering shall be prohibited in the area known as Surf Pines. Surf Pines is further described by the following description (see Appendix B) and map.

- Policy E:** Permanent open space shall include, whenever possible, steep dunes which would require substantial alterations for building, buffers along streams, water bodies, deflation plains, areas abutting military lands, and farm and forest lands.
- Policy F:** Buffers (screening) shall be provided in all subdivisions and planned developments along property lines adjacent to arterials and/or collectors.
- Policy G:** Permanent open space as part of subdivisions or planned developments adjoining one another shall be interrelated and continuous whenever possible. This could mean that open space could continuously follow ridge tops, deflation plains, wildlife corridors, property lines abutting military lands, or shorelands. The Clatsop County Department of Planning and Development shall prepare a map of potential systems of open space to be used as a guide for developers.
- Policy H:** Streams and drainages which form a system of open space shall be preserved.
- Policy I:** Allow more than one density transfer per sending site, until all allowed density is removed.
- Policy J:** Require receiving sites for density transfer be located outside of the North Clatsop Plains Overlay District.
- Recommended Action 1:** Coordinate the Transferable Development Rights program with land trusts, cities, state and federal agencies, and other potential agency partners to facilitate density transfers out of the North Clatsop Plains Overlay District.
- Recommended Action 2:** Explore the feasibility of adopting a Purchase of Development Rights program to protect open space within the Clatsop Plains / North Clatsop Plains Sub-Area, including consideration of financing options for program start-up and possibilities of mitigation banking.
- Recommended Action 3:** Encourage the use of conservation easements where transfer of development rights and other regulatory approaches are not workable or achievable, and coordinate with land trusts, cities, state and federal agencies, and other agency partners, in educating property owners on the benefits and stewardship responsibilities that come with having a conservation easement.

COMMUNITY DEVELOPMENT OBJECTIVES AND POLICIES – DEVELOPMENT LAND USE CLASSIFICATION

- Objective 1:** To ensure optimum utilization of urban and urbanizable lands and to provide for an orderly and efficient transition from rural to urban land uses.
- Objective 2:** To encourage development in this area to relieve the need for development in other areas.
- Objective 3:** To encourage the location of public and private facilities and services so that they do attract residential development to locations inside DEVELOPMENT areas.
- Objective 4:** To avoid the extension of urban services (i.e. sewer systems) into outlying sparsely settled areas (1 acre or greater sites).
- Rural Service Area Policy A:** The minimum building site in Rural Service Area shall be 7,500 square feet in sewerred areas and 15,000 square feet in unsewerred areas.
- Rural Service Area Policy B:** The area known as Shoreline Estates shall be designated a RURAL SERVICE AREA, due to the existing facilities available. The land area for this designation shall not be larger than the existing treatment plant's capacity. The expansion of the RURAL SERVICE AREA designation should NOT be allowed. It is the intent of the Community Plan to encourage urban densities to occur within the cities and the Urban Growth Boundaries where more facilities and services are available.

COMMUNITY DEVELOPMENT GOAL AND POLICIES – RURAL LANDS CLASSIFICATION

RURAL LANDS GOAL:

To preserve and maintain the present overall rural quality of life now enjoyed in the Clatsop Plains

- Policy A:** The minimum parcel size for all residential building sites in the RURAL LANDS plan designation shall be two acres.
- Policy B:** Rural residential subdivisions shall be required to have paved streets, except if the subdivision involves extremely large land parcels or only a few land parcels are involved and there is no potential for increase traffic demand on the roadway.
- Policy C:** When considering new commercial areas or expansion of existing commercially zoned land the policies pertaining to commercial land in the General Development policies, as well as the following standards, shall be used:

CLATSOP PLAINS COMMUNITY PLAN 2040

1. Adequate off-street parking shall be provided to prevent traffic congestion resulting from on-street parking.
2. A buffer and screen shall be provided between commercial and residential uses.
3. Signs shall be designed so as not to distract from the surrounding area.
4. The size of neighborhood commercial uses shall be sized to serve every day personal needs of the surrounding rural population and generate little or no traffic from outside of the rural area.
5. Review by State and County Road officials for safe access including adequate site distance.

Policy D: Clatsop County anticipates that a majority of the County's housing supply will be provided within the various cities' urban growth boundaries consistent with Statewide Planning Goal 14: Urbanization. Approval of subdivisions and planned developments shall relate to the needs for rural housing. Through the County's 2019 Housing Study, the County has determined that 1,500 additional residential units are required to accommodate current and future residents, while allowing for a continued supply of vacation properties. The rural housing needs should be reexamined every two (2) years from the date of adoption of this plan.

COMMUNITY DEVELOPMENT OBJECTIVES AND POLICY – RURAL AGRICULTURAL LANDS USE CLASSIFICATION

- Objective 1:** To protect agricultural land from urban expansion.
- Objective 2:** To restrict intensive development on undeveloped shorelands.
- Objective 3:** To preserve the rural character of uplands and woodlands areas, and maintain open spaces and opportunities along the shoreline for recreational uses compatible with low density residential activity.
- Objective 4:** To retain rural areas as sparse settlement, small farms or acreage homesites with hardly any public services.
- Objective 5:** To limit the intensity of residential development in order to prevent the gradual development of conditions which would require additional services or higher quality of existing services.
- Objective 6:** To maintain the open spaces between various types of development so as to preserve the rural character of the area.
- Objective 7:** To provide for housing types (i.e. acreage homesites) which cannot be accommodated in cities, Urban Growth Boundaries or Rural Service Areas.
- Policy A:** Residents and property owners should be encouraged to promote self-sufficiency with regard to food production. Examples of farm activities particularly suited to the Clatsop Plains Planning Area include, but are not limited to, cranberries, sheep, cattle, flowers and egg production.

COMMUNITY DEVELOPMENT OBJECTIVES AND POLICY – CONSERVATION OTHER RESOURCES USE CLASSIFICATION

Objective 1: To conserve and protect natural, scenic, historic, and cultural resources.

Objective 2: To develop for low intensity uses which do not substantially degrade the existing character or interrupt the flow of natural resource use or recreational benefits.

Objective 3: To protect life and property in hazardous areas.

Policy A: The minimum building site in Rural Service Area shall be 7,500 square feet in sewered areas and 15,000 square feet in unsewered areas.

COMMUNITY DEVELOPMENT OBJECTIVE AND POLICIES – NATURAL LAND USE CLASSIFICATION

Objective 1: To preserve, restore and protect these areas for scientific, research and educational needs and for the resource and ecosystem support values and functions they provide.

Policy A: Areas rich in wildlife or of a fragile ecological nature, shall be preserved as NATURAL areas. The following areas shall continue to be designated NATURAL: Clatsop Spit, Tillamook Chute, portions of Fort Stevens, Carnahan Lake, Slusher Lake and portions of the Tansy Estuary and Necanicum Estuary.

Policy B: The NATURAL aquatic designation for Slusher Lake shall extend 100 feet measured horizontally from the aquatic-shoreland boundary.

Policy C: The County shall work with the owner of Taylor Lake to designate the lake as NATURAL and amend the zoning to comply with the new land use designation.

IMPLEMENTING OREGON ADMINISTRATIVE RULES (OAR):

None

COORDINATING AGENCIES:

CLATSOP PLAINS COMMUNITY PLAN 2040

Oregon Department of Fish and Wildlife (ODFW)
Oregon Department of Environmental Quality (DEQ)
Oregon Department of Agriculture (ODA)
Oregon Parks and Recreation Department (OPRD)
Oregon Department of Energy (ODOE)
State Historic Preservation Office (SHPO)
Oregon Department of State Lands (DSL)
Oregon Health Authority (OHA)
Department of Geology and Mineral Inventories (DOGAMI)
Oregon Department of Land Conservation and Development (DLCD)
Clatsop Soil and Water Conservation District

BACKGROUND REPORTS AND SUPPORTING DATA:

Fort Stevens Master Plan (2001)
Fort Stevens State Park Historic Fort Area – Site Development Plan (2001)
Camp Rilea Joint Land Use Study (2012)
North Clatsop Plains Sub-Area Plan (2014)
Oregon Solutions Clatsop Plains Elk Project Declaration of Cooperation (2021)
Future Climate Projections Clatsop County, Oregon Climate Change Research Institute, February 2020
Columbia River Estuary Regional Management Plan, CREST 1979



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

TO: Clatsop County Planning Commission Members

FROM: Gail Henrikson, Community Development Director

DATE: June 14, 2022

RE: **ELSIE-JEWELL COMMUNITY PLAN**

BACKGROUND

The Elsie-Jewell / Seaside Rural Citizen Advisory Committee (EJSRCAC) met from August -December 2021 to review existing policies in the Elsie-Jewell Community Plan and to identify new issues and policies to be included in that community plan.

The Elsie-Jewell planning area comprises approximately 178,600 acres within the southeast quadrant of Clatsop County. The majority of the planning area is zoned F-80. Clusters of residential development can be found along Highway 26, Highway 202, and Highway 103. The area includes the unincorporated areas of Elsie and Jewell.

The Elsie-Jewell community plan is part of the County's adopted comprehensive plan. The plan contains policies specific to the Elsie-Jewell region, such as those that prioritize erosion prevention, protection of steep slopes, existing drainage patterns and natural and scenic resources, and public safety.

The original Elsie-Jewell Community Plan was adopted on July 23, 1980 (Ordinance 80-07). This plan, along with the community plans for each of the other five planning areas in Clatsop County are broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Elsie-Jewell Community Plan has been amended several times:

Elsie-Jewell Community Plan

- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)
- **Ordinance 84-09:** Amendments to address comments from DLCD
- **Ordinance 84-10:** Amendments to address comments from DLCD
- **Ordinance 03-08:** Amendments related to revised policies in Goal 7 and Goal 18

ELSIE-JEWELL COMMUNITY PLAN 2040

The work completed by the EJSRCAC entailed a review of the existing goals, policies and objectives contained within the current community plan. The narrative of the plan was rewritten to include an assessment of current conditions, and identification of future trends likely to affect the Elsie-Jewell

planning area over the next 20 years. Relevant policies from the current plan are also incorporated into Draft 05.

This updated draft of the Elsie-Jewell Community Plan places a greater emphasis on the impacts from natural hazards, particularly flooding and earthquakes. Because much of the land within the planning area is zoned resource (farm/forest), residential development is restricted. The isolated nature of this part of the county, however, makes it particularly vulnerable to severe weather events or natural disasters. Many of the policies included in the updated plan are designed to increase self-sufficiency for residents and businesses within the Elsie-Jewell area.

Also of increasing concern within the planning area is the issue of wildfire. While wildfire risk was not a significant issue when the 1979 community plan was drafted, increasing changes to climates, including prolonged periods of drought, have raised awareness of this issue and the need to prepare and mitigate for such a disaster.

The goals, objectives and policies have been drafted to balance the sometimes conflicting goals of natural resource protection, including farm and forest lands, and the need for additional residential and commercial development to support the community.

ACTION ITEMS:

1) Review the Elsie-Jewell Community Plan – Draft 05

- Identify any questions you have regarding Draft 05 of the community plan
- Provide a recommendation to the Board of Commissioners, including any recommended amendments, on Draft 05 of the community plan

2) Prepare a recommendation for the Board of Commissioners:

- **Suggested Motion:** *I recommend the Board of Commissioners adopt the Elsie-Jewell Community Plan, Draft 05, as submitted by staff. (if there are no amendments)*
- **Suggested Motion:** *I recommend the Board of Commissioners adopt the Elsie-Jewell Community Plan, Draft 05, as amended. (if there are amendments)*

ATTACHED MATERIALS:

- Elsie-Jewell Community Plan – Draft 05

ADDITIONAL REFERENCE MATERIALS:

- [Ordinance 80-07](#)
- [Ordinance 83-17 \(Part 1\)](#)
- [Ordinance 83-17 \(Part 2\)](#)
- [Ordinance 83-17 \(Part 3\)](#)
- [Ordinance 84-09](#)
- [Ordinance 84-10](#)
- [Ordinance 03-08](#)

ELSIE-JEWELL COMMUNITY PLAN



ACKNOWLEDGMENTS

BOARD OF CLATSOP COUNTY COMMISSIONERS

- Mark Kujala, Chair (District 1)
- Lianne Thompson, Vice-Chair (District 5)
- John Toyooka (District 2)
- Pamela Wev (District 3)
- Courtney Bangs (District 4)

ELSIE-JEWELL CITIZEN ADVISORY COMMITTEE

- Pam Birmingham, Chair
- Susana Gladwin, Vice-Chair
- Don Abing
- Jody Abing
- Connie Moore
- Herb Olstedt

CLATSOP COUNTY PLANNING COMMISSION

- Nadia Gardner, Chair
- John Orr, Vice-Chair
- Christopher Farrar
- Cary Johnson
- Jason Kraushaar
- Clarke W. Powers
- Lam Quang

COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Joanna Lyons-Antley, County Counsel
- Patty Jo Angelini, Public Affairs Officer

LAND USE PLANNING STAFF

- Julia Decker, Planning Manager
- Ian Sisson, Senior Planner
- Jason Pollack, Planner
- David Cook, Planner
- Victoria Sage, Planner
- Clancie Adams, Permit Technician
- Gail Henrikson, Community Development Director

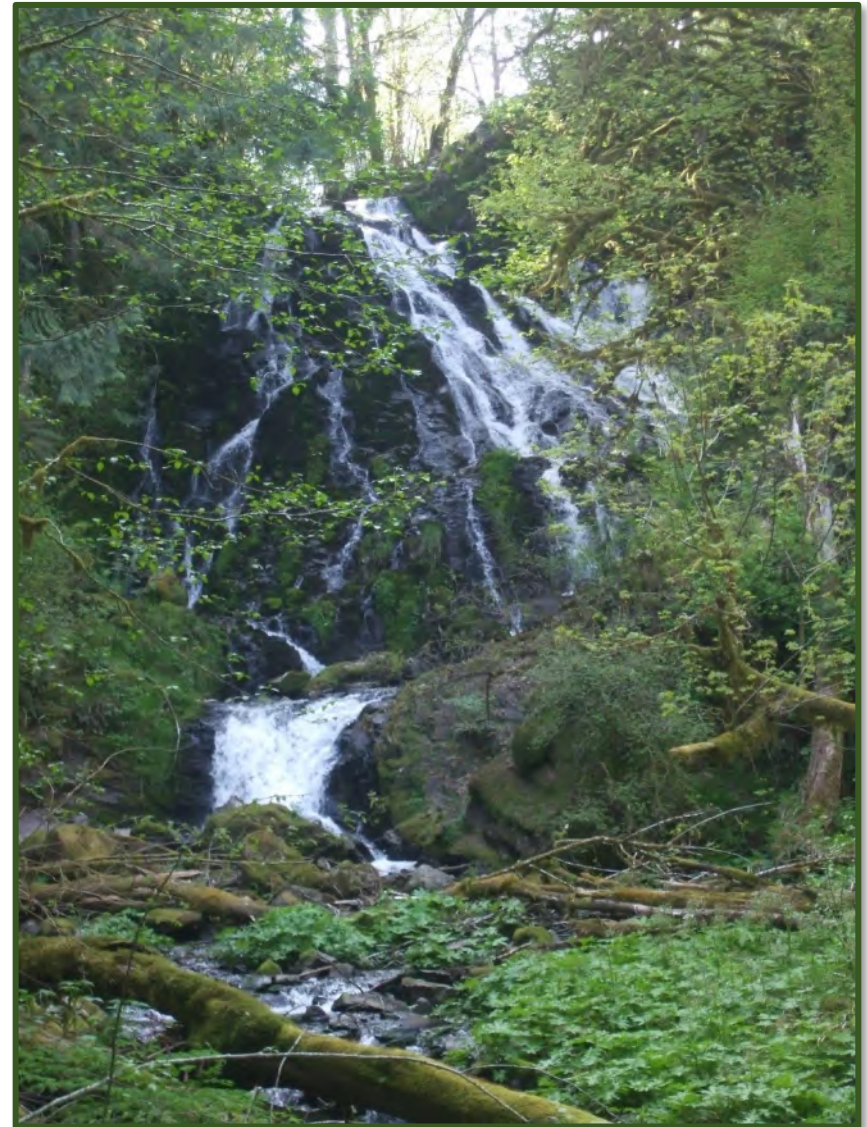


Table of Contents

INTRODUCTION 4

LANDSCAPE UNITS..... 5

 Shorelands..... 5

 Alluvial Lowlands..... 5

 Alluvial Terraces 5

 Coast Range Foothills..... 5

 Sedimentary Uplands..... 5

 Basaltic Highlands 6

NATURAL RESOURCES 6

 Forest Lands 6

 Agricultural Lands 6

 Water Resources..... 6

 Fish and Wildlife..... 8

NATURAL HAZARD AREAS..... 8

 Flood Hazard 8

 Stream and Riverbank Erosion..... 12

 Mass Movement 12

 Rock Fall 12

 Wildfire..... 12

 Tsunami..... 12

 Earthquake / Cascadia Subduction Zone Event 12

CULTURAL 14

 Housing 14

ELSIE-JEWELL COMMUNITY PLAN 2040

Public Facilities and Services 14

Sewer Systems 16

Community Water Systems 16

Schools 17

Fire Protection..... 19

Transportation 19

Open Space, Recreation, and Preservation 21

COMMUNITY DEVELOPMENT 24

Development..... 24

Rural Lands..... 25

Rural Agriculture Lands 25

Forest Lands and Other Resources 26

Natural 26

GOALS, OBJECTIVES AND POLICIES..... 28

Index to Maps and Figures

MAP 1: Geologic Hazards..... 10

MAP 2: Special Flood Hazard Overlays 11

MAP 3: Special Districts 18

MAP 4: Open Space, Parks and Recreation 22

FIGURE 1: North Coast Basin 8

TABLE 1: Elsie-Jewell Planning Area – Drinking Water Systems 16

TABLE 2: Elsie-Jewell Planning Area – School Systems 17

TABLE 3: U.S. Highway 26 Traffic Volumes 19

ELSIE-JEWELL COMMUNITY PLAN 2040

TABLE 4: OR Highway 202 Traffic Volumes 20

TABLE 5: OR Highway 103 Traffic Volumes 21

**ORDINANCE 22-08
ADOPTED JULY 27, 2022**

INTRODUCTION

The approximately 178,600-acre Elsie-Jewell planning area is characterized by extensive areas in forest lands with some limited agricultural lands along the Nehalem River Valley. Residential development has occurred in various small pockets along the Nehalem River with some commercial activity in Jewell and along U.S. Highway 26 near Elsie and Elderberry. The timber within this planning area has historically provided the economic base for employment. Many residents within the area commute to employment centers in other areas of Clatsop County or to adjacent counties. As internet service improves within the Planning Area, it is likely that more residents will work remotely. This has and will continue to change the demographics of the Elsie-Jewell Planning Area.

The Clatsop County Comprehensive Plan has two parts: a Countywide Plan and six Community Plans. The Countywide Plan deals with state goals and programs of Countywide concerns such as the economy. Each Community Plan is an amplification of many of the County-wide policies which address specific concerns of the area. The Community Plans also addressed items not covered in the Countywide Plan because of an item's uniqueness to this particular area.

The original Elsie-Jewell Community Plan was adopted on July 23, 1980 (Ordinance 80-07). This plan, along with the community plan for each of the other five planning areas in Clatsop County is broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Elsie-Jewell Community Plan has been amended several times:

Elsie-Jewell Community Plan

- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)
- **Ordinance 84-09:** Amendments to address comments from DLCD
- **Ordinance 84-10:** Amendments to address comments from DLCD
- **Ordinance 03-08:** Amendments related to revised policies in Goal 7 and Goal 18

Taken together, the Plans provide a guide for development - whether it be residential, commercial, industrial or recreational. The intent of the Plan is NOT to stop or limit "rural" growth but rather to direct growth into appropriate locations while preserving the quality of life in the area. In looking at appropriate locations for various types of development, consideration was given to the preservation of resource lands (agricultural or forest lands), level of public facilities and services available, the land's carrying capacity, and the different needs for various uses within the planning area.

LANDSCAPE UNITS

INTRODUCTION

These landscape units should be evaluated and updated if needed based on input from the Oregon Department of Geology and Mineral Industries. The basic idea of the landscape unit is that it reflects a set of characteristics which, taken together, constitutes a natural process. The soils, hydrology, wildlife, vegetation, and land forms are interrelated as a functional unit. The landscape units provide a framework for development that is based on the land's capability. Each piece of land is in a landscape unit. The landscape units which occur in the Elsie-Jewell planning area are Shorelands, Alluvial Lowlands, Alluvial Terraces, Coast Range Foothills, Sedimentary Uplands and Basaltic Highlands. Map 1 shows their locations in the Elsie-Jewell planning area.

Shorelands

Rivers, lakes and their shorelands are contained within this landscape unit. Within this planning area are the Nehalem and Necanicum Rivers and Lost Lake as well as many other smaller rivers, streams and tributaries.

Alluvial Lowlands

Alluvial lowlands are plains occupying valley floors which result from the deposition of clay, silt, sand and gravel by water. The alluvial lowlands are limited to the upper Necanicum Valley along the Sunset Highway with their most eastern reaches at the Necanicum Junction.

Alluvial Terraces

Alluvial terraces are relatively flat or gently sloping topographic surfaces which mark former valley floor levels. Stream down-cutting has caused the terraces to be higher than the present valley floor. The alluvial terrace deposits consist of gravel, sand, and finer material and are found primarily on the Nehalem River and along Beneke, Fishhawk, and Humbug Creeks.

Coast Range Foothills

Coast range foothills are low subsidiary hills on the edges of the coast range uplands. They range in elevation from 250 to 2,000 feet, and are generally composed of sedimentary rocks. The coast range foothills are located mainly to the east and adjacent to the Necanicum River as it flows behind Tillamook Head and along the lower Nehalem River.

Sedimentary Uplands

ELSIE-JEWELL COMMUNITY PLAN 2040

Sedimentary uplands consist of areas above the alluvial terraces, underlain chiefly by sedimentary rocks. Sedimentary uplands comprise almost the entire planning area, with the exception of several basaltic outcroppings. Sedimentary uplands are characteristically lower and/or more gradual slope than basaltic highlands, with elevation above 500 feet.

Basaltic Highlands

Basaltic highlands are underlain by igneous material. Most of the highlands are over 1,200 feet in elevation although outcrops of basalt are also exposed at lower elevations.

Basaltic highlands in this planning area are found in the southeastern quarter almost exclusively with several basaltic outcroppings in the northwestern areas, which include Saddle Mountain and Humbug Mountain. Generally, basaltic highlands are less gradual in their terrain and are located at higher elevations.

NATURAL RESOURCES

FOREST LANDS

Ownership of forest land has changed to a considerable degree during the past 70 years. Heavy cutting and the Great Depression brought much of the privately owned lands into County hands during the 1950's due to foreclosures. Approximately 29% of Clatsop County lands are publicly owned while over 200,000 acres are privately-owned by the timber industry.

AGRICULTURAL LANDS

Within this planning area, the best agricultural lands occur on the alluvium along the Nehalem River. Most of the agricultural lands are used for pasture at this time. The entire Elsie-Jewell Planning Area is considered Major Big or Peripheral Big Game Habitat. The need to coexist with wildlife can create issues when elk, deer and other birds and animals compete for resources needed to supply livestock feed. Policies pertaining to forest and agricultural lands can be found in Goal 3 of the Countywide Plan.

WATER RESOURCES

Per information from the Oregon Water Resources Department, nearly 23% of Oregonians rely on domestic wells, or private wells, as their primary source of potable water. This makes groundwater protection and well stewardship important to public health. ORS 448.271 requires sellers of property to test a well's water quality and to share the result. Sellers are required to test for arsenic, nitrate, and total coliform bacteria. The major water resource is the Nehalem River, which traverses this area of the County. This

ELSIE-JEWELL COMMUNITY PLAN 2040

river is used for both agriculture and recreation. Because of the sedimentary formations in this planning area, drilling for potable water is unpredictable. Often when water is found in a well it is brackish. Drinking water comes from wells, springs, creeks and streams.

Per information from the Oregon Department of Environmental Quality (DEQ) the Elsie-Jewell Planning Area is located within the North Coast Basin, which extends from the Columbia River to the southern Tillamook County line (Figure 1). The basin consists of eight watersheds. Six watersheds drain to the Pacific Ocean:

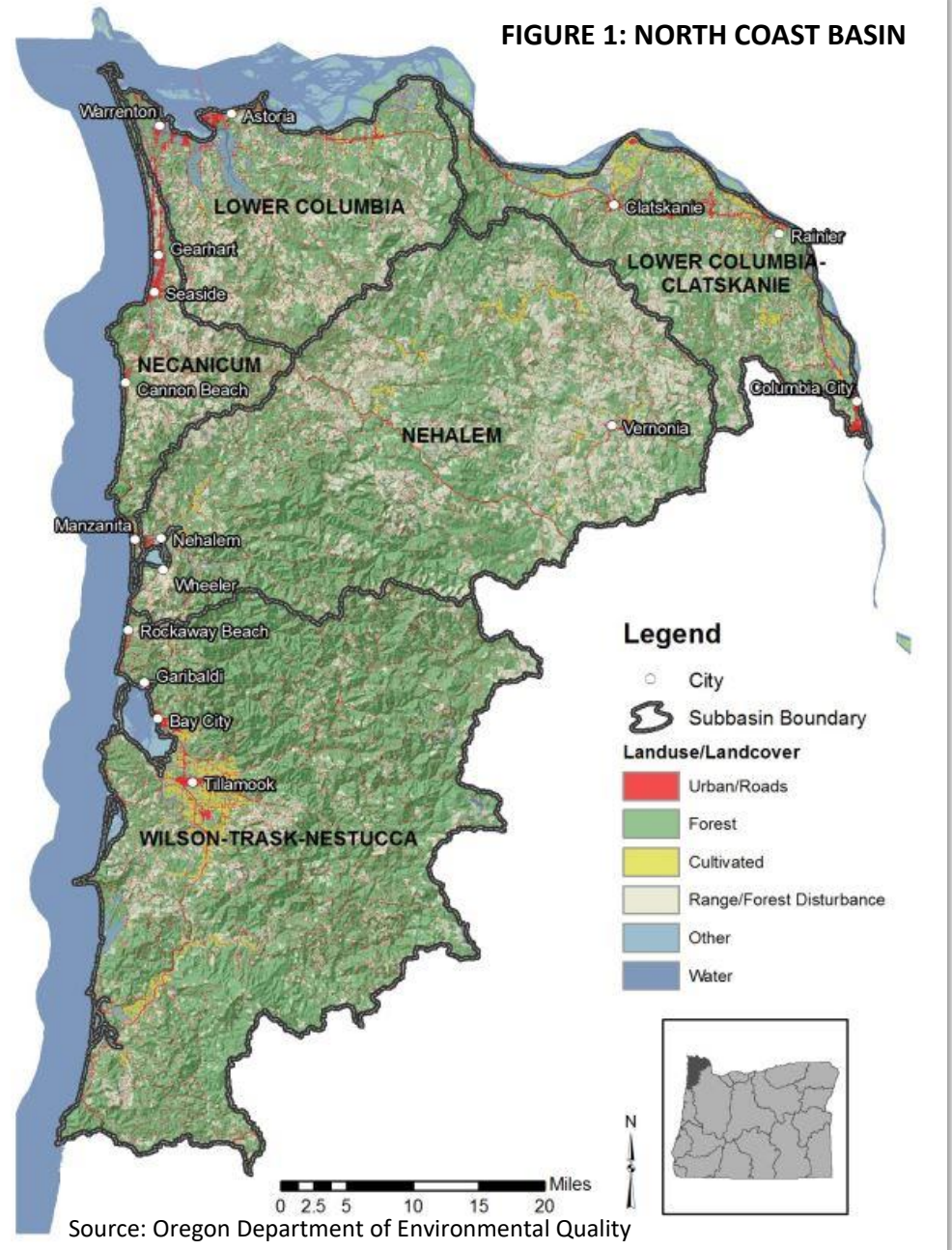
- Necanicum
- Nehalem
- Tillamook Bay
- Nestucca
- Netarts/Sand Lake
- Neskowin

Two of the watersheds drain to the Columbia River:

In 2019, a 17.5-mile portion of the Nehalem River between Henry Rierson Spruce Run Campground and the confluence with Cook Creek near cougar Valley State Park, was designated as an Oregon Scenic Waterway. Oregon Parks and Recreation Department is currently working with a Rules Advisory Committee to finalize river-specific rules for the designated stretch of river.

The County has designated most of the land along these rivers as FOREST LANDS, reflecting the predominant forest

FIGURE 1: NORTH COAST BASIN



ELSIE-JEWELL COMMUNITY PLAN 2040

uses along most of the rivers. There is some land designated CONSERVATION OTHER RESOURCES, reflecting recreation areas along the river

FISH AND WILDLIFE

The Nehalem River and many other streams and creeks provide excellent spawning habitats for anadromous fish. Anadromous fish such as salmon or steelhead hatch in upland freshwater streams migrate to sea to spend a major part of their life, and return to the freshwater upland stream to spawn a new generation of fish. Important to these streams is the maintenance of water quality and low turbidity levels.

The Planning Area supports a wide variety of bird species, including the band-tailed pigeon and species of traditional importance to the Clatsop Chinook. These species such as ravens, eagles, falcons, ospreys, hawks, owls, turkey vultures and the condor, represent the perpetuation of the circle of life. Maintaining a wide variety of vegetation is important, especially seed and fruit bearing plants. Reduced populations of birds can be caused by chemical use of pest control, cumulative impacts of herbicides, insecticides and rodenticides, predator increases and habitat changes. Marbled murrelet, spotted owl and other endangered and threatened species are located in this area.

With reference to big game, the Oregon Department of Fish and Wildlife classifies areas within the County as Major Big Game Range, Peripheral Big Game Range and Excluded Range.

NATURAL HAZARD AREAS

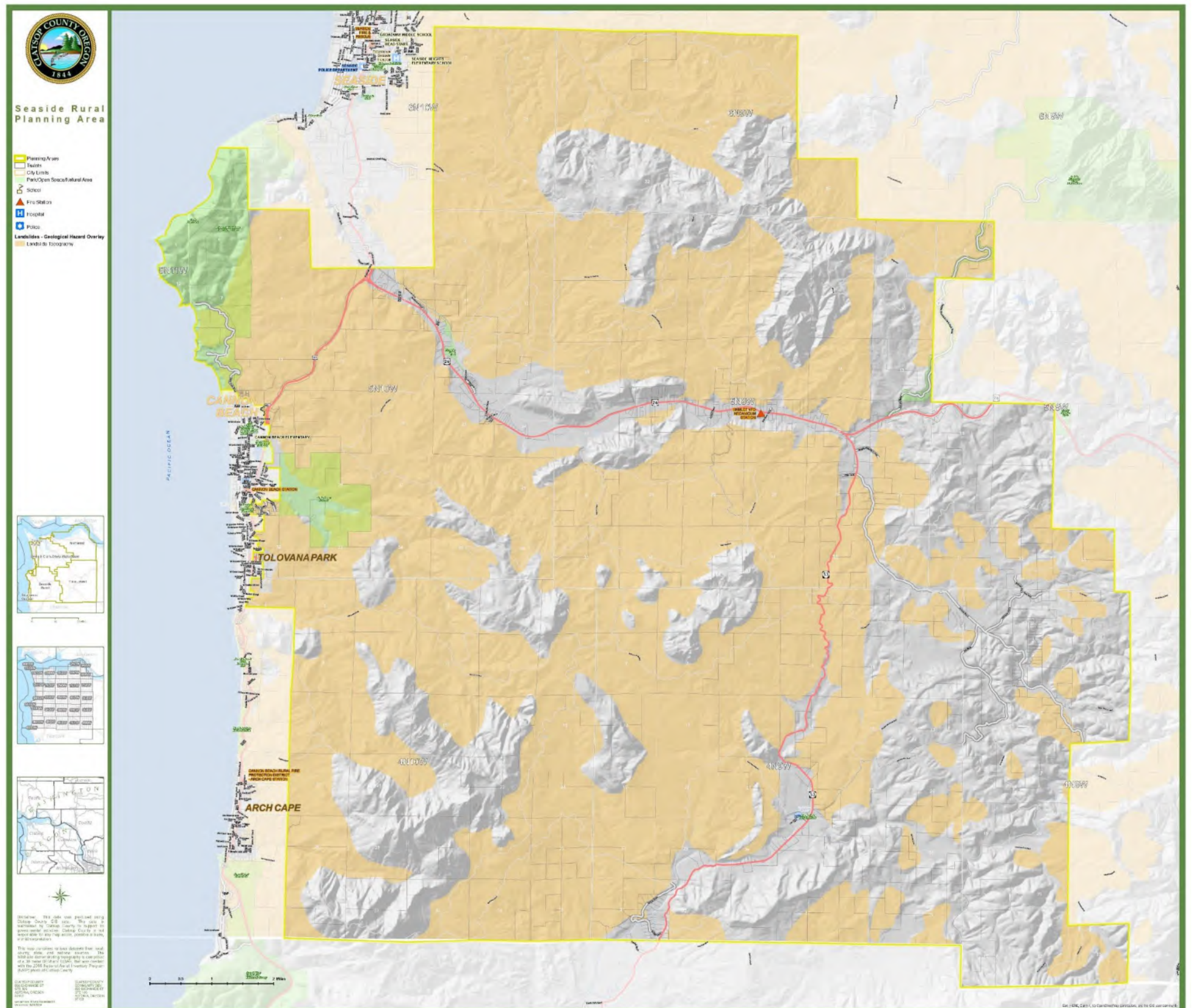
FLOOD HAZARD

Stream flooding in the Elsie-Jewell planning area does not occur as frequently as in the low, flat coastal and estuary areas, but can be just as severe. Severe flood events disrupt a significant portion of the population. Flood areas along the Nehalem River Valley are limited due to the narrow width of the valley. Most of the flood prone areas within the planning area have been put into either an agricultural or forest lands zones, restricting the density of residential development. Highway 103 and several local roads can be subject to flooding during heavy rain events. In February 1996, the heavy rains caused 16 rivers in northwest Oregon to flood, with eight inches of rain falling in one 24-hour period in the Coast Range. Dozens of homes were flooded and bridges such as the Vinemaple Bridge in the Elsie-Jewell Planning Area were impassable. A landslide on Lower Nehalem Road blocked the Nehalem River, which washed away two residences, that caused a logjam that destroyed the Sha-Ne-Mah bridge.

ELSIE-JEWELL COMMUNITY PLAN 2040

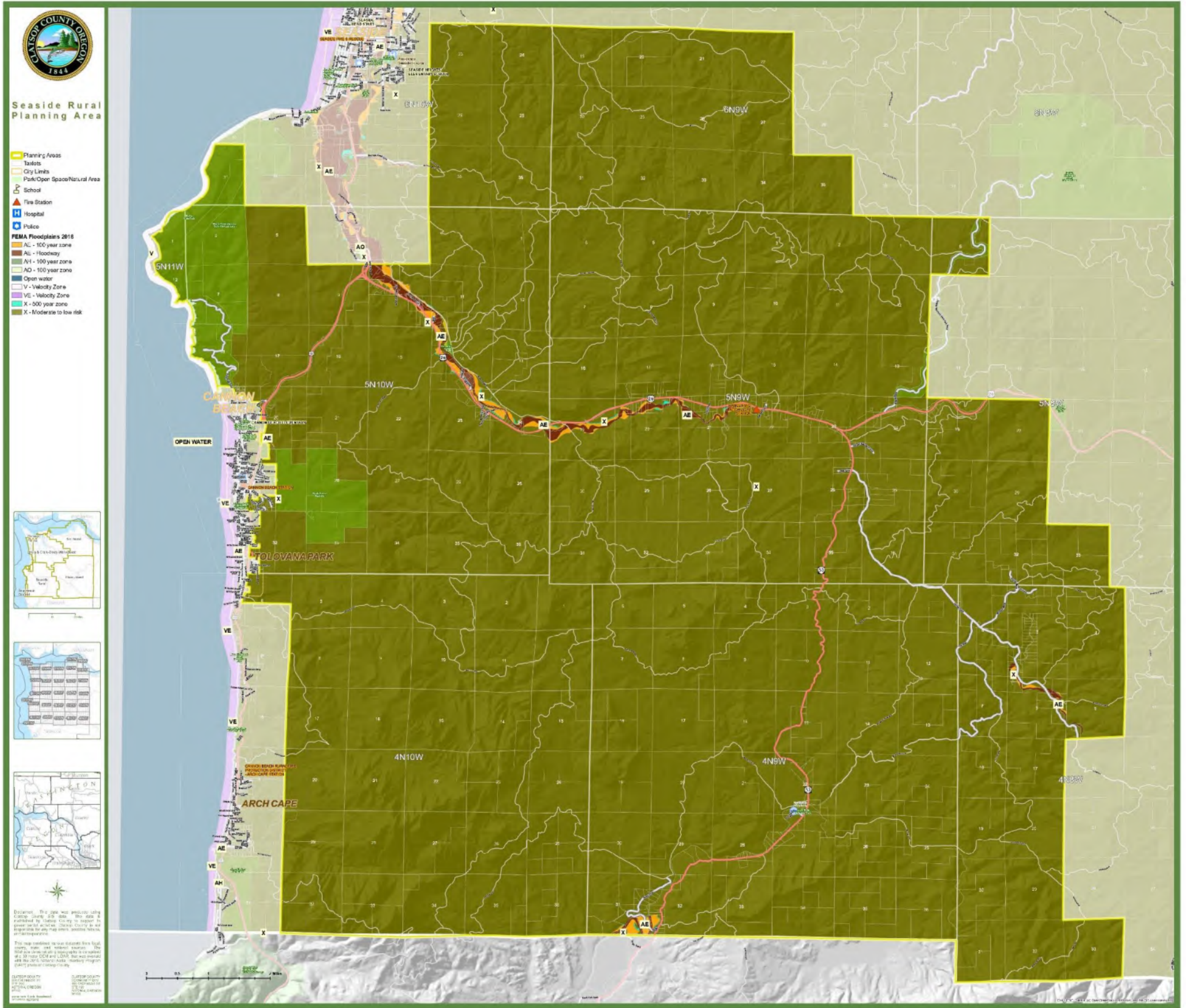
Clatsop County has participated in the National Flood Insurance Program since 1974. A floodplain ordinance was adopted in 1978 and continues to be in effect. In 2018, the County was required to update the floodplain ordinance when Flood Insurance Rate Maps (FIRMs) were updated for properties along the Pacific Ocean coast. On October 1, 2021, FEMA implemented its Risk 2.0 Insurance Mapping Program. This program is intended to revise flood insurance rates based not only upon a structure's location to the Base Flood Elevation (BFE), but also to reflect the rebuild cost of the structures themselves. The revisions stem from a decades-long de facto subsidization of larger, higher-cost housing in flood-prone areas by smaller, lower-cost dwellings. The program will adjust flood insurance rates over a period of several years until property owners are paying the full amount of the costs to insure their buildings. This will result in a premium decrease for some property owners within the county, but may result in higher premiums for other property owners.

MAP 1: GEOLOGIC HAZARD AREAS



Agenda Item # 3.

MAP 2: SPECIAL FLOOD HAZARD AREAS



Agenda Item # 3.

ELSIE-JEWELL COMMUNITY PLAN 2040

STREAM AND RIVERBANK EROSION

Shoreline erosion is a natural process most evident where rivers bend. The upper portions of the Nehalem and the lower portions of the Humbug River have moderate streambank erosion problems. Moderate erosion causes some loss of land or partial interference with aquatic habitats.

MASS MOVEMENT

Within this planning area, extensive areas are subject to mass movement. While the majority of which area is in the forested interior, roads and residences are impacted by mass movement events. Major areas of mass movement are mostly forested areas designated FOREST LANDS. Other low intensity uses .

The various types of hazards within the planning area are shown on Map 2, while policies for hazards are contained in Goal 7 of the Countywide Comprehensive Plan.

ROCK FALL

Along the State-maintained highways within the planning area, rock fall is a common occurrence. This hazard manifests itself by blocking roads or causing damage to vehicles.

WILDFIRE

Fire is an essential part of Oregon's ecosystem, but it is also a serious threat to life and property particularly in the state's growing rural communities. Wildfires are fires occurring in areas having large quantities of flammable vegetation. While wildfire risk has always existed throughout the state, previously, areas with the highest levels of risk were in central, southwest and northeast Oregon. With the changes being brought about by climate change, however, wildfire risk in the northwest is also increasing.

Because so many residential structures are in close proximity to timberlands, which may be more vulnerable to wildfires, hardening of existing residential structures should be encouraged. New construction on rural residential lands adjacent to forest resource land should be required to utilize hardening techniques and materials such as:

- Metal roofs and other fire-resistant roofing materials
- Fire-resistant siding
- Spark arresters on chimneys
- Screening of roof and foundation vents

ELSIE-JEWELL COMMUNITY PLAN 2040

Creation of defensible space should be encouraged based upon the best practices identified by the Oregon State University Extension Service . The County should work with the OSU Forestry and Natural Resources Extension Fire Program staff to review and adapt best practices from the *Forest and Fire Toolkit*, prepared by the Klamath Siskiyou Wildlands Center. Information from the FireWise plant list should also be made readily available to the public and use of those species should be encouraged. The County shall consider other sources of information as they become available.

TSUNAMI

While a tsunami will not directly affect the Elsie-Jewell Planning Area, it will have an impact on emergency services within the area as people evacuate out of tsunami inundation zones.

EARTHQUAKE / CASCADIA SUBDUCTION ZONE EVENT

While any high-magnitude earthquake will impact the planning area, a Cascadia Subduction Zone (CSZ) event is the most likely event to severely impact the Elsie-Jewell Planning Area. In the event of a CSZ event, this area will be isolated as roads and transportation systems will likely be severely damaged or destroyed. CERT volunteer training should be encouraged and cache areas and assembly points should be identified and developed. The County should promote education to ensure that residents and households are prepared to be self-sufficient for a minimum of two weeks in the event of a CSZ occurrence.

The Highway 26 bridge over Highway 103 is a continuing concern particularly with regard to flooding that might be caused by the bridge collapse during an earthquake.

Liquefaction

Liquefaction occurs when saturated soils substantially lose bearing capacity due to ground shaking, causing the soil to behave like a liquid. This in turn causes soils to lose their strength and their ability to support weight. The DOGAMI Natural Hazard Risk Report for Clatsop County conducted in 2018 built upon previous studies by the department and identified locations within the study area that are comparatively more vulnerable or at greater risk to CSZ M9.0 earthquake hazard. Because of the liquefaction, landslides, and bridge collapse, communities and structures on higher ground will likely be “islands” disconnected from other communities by severed transportation routes.

CULTURAL

HOUSING

Generally, the homes in the Elsie-Jewell planning area are older, with 62.6% of homes having been built before 1990. This equates to 502 dwellings out of the 802 residences located in the planning area..

Much of the housing is provided by manufactured dwellings. Because of the economic attractiveness of manufactured dwellings, this demand is expected to continue. Over the last 17 years, an average of three houses were built a year. This includes both stick-built homes and manufactured dwelling placements. Between 2005 and November 2021, a total of 51 permits were issued for the construction of new single-family and two-family homes. Despite its sparse population, housing continues to be challenge in this planning area, as well as throughout the County. In order to enhance recruitment, the Jewell School District has constructed several faculty dwellings on school property. In 2020, the District also constructed a quadraplex to provide local affordable housing for staff.

The 2020 Decennial Census detailed the population of the Jewell area as 1,068 residents, a 10-year increase of 2.5%. Demographic forecasts from the Population Research Center of Portland State University estimate that total population in the unincorporated areas of Clatsop County will decline by 510 residents by 2045. The forecast does not break down population estimates by planning area or unincorporated communities.

The adoption of SB 391 in 2021 would allow the County the ability to permit accessory dwelling units on rural residential lands. Appropriate requirements regarding wildfire interface standards are being developed. Once those standards have been adopted at the state level, the County should revise its code to allow ADUs in rural residential zones. The County should also review its current ADU size limitation to determine if larger ADUs should be allowed on rural residential lands. In the future, should the state legislature revise statutes to allow ADUs on resource lands, the County should consider similar code revisions.

Based upon the 2019 *Housing Strategies Report*, the County should review its non-residential non-resource zones to determine if inclusion of multi-family dwellings should be permitted.

New construction shall be encouraged to have a dedicated electric vehicle charging station.

PUBLIC FACILITIES AND SERVICES

Some of the statistics concerning public facilities are updated in Goal 11 of the Countywide Comprehensive Plan.

ELSIE-JEWELL COMMUNITY PLAN 2040

SEWER SYSTEMS

Per information from the Oregon Department of Environmental Quality (DEQ) within this planning area, water quality permits have been issued by the state for onsite sewage facilities to the following entities:

- ODOT – Sunset Springs Safety Rest Area
- Jewell School District #8
- Fishhawk Lake Reserve and Community

COMMUNITY WATER SYSTEMS

Most of the people in the Elsie-Jewell planning area obtain their water from wells or springs. There are, however, several community water systems in the area, as noted on Table 1, below.

The Elderberry Nehalem’s Water System has had numerous complaints by users on the water quality and pressure of the system. This system serves approximately 140 persons and two businesses.

| TABLE 1: ELSIE-JEWELL PLANNING AREA - DRINKING WATER SYSTEMS | | | | |
|---|------------------------------|--|---|---------------------------|
| System | Number of Connections | Estimated Total Population Served | Existing Source and Water Rights | Current Violations |
| Camp 18 | 5 | 69 | Groundwater | No |
| Elderberry Nehalem | 60 | 140 | Groundwater | Yes |
| Evergreen Acres | 47 | 100 | Groundwater | Yes |
| Fishhawk Lake | 250 | 350 | Surface Water | Yes |
| Hamlet Quick-Stop | 1 | 30 | Surface Water | No |
| Jewell School District #8 | 10 | 200 | Groundwater under the direct influence of surface water | No |

ELSIE-JEWELL COMMUNITY PLAN 2040

| | | | | |
|--------------------------------------|---|-----|-------------|-----|
| ODF Northrup Creek Horse Camp | 1 | 55 | Groundwater | No |
| ODF Spruce Run Park | 1 | 40 | Groundwater | Yes |
| ODOT Sunset Springs Rest Area | 3 | 500 | Groundwater | No |
| Oney's Restaurant and Lounge | 6 | 60 | Groundwater | No |

Source: Oregon Health Authority

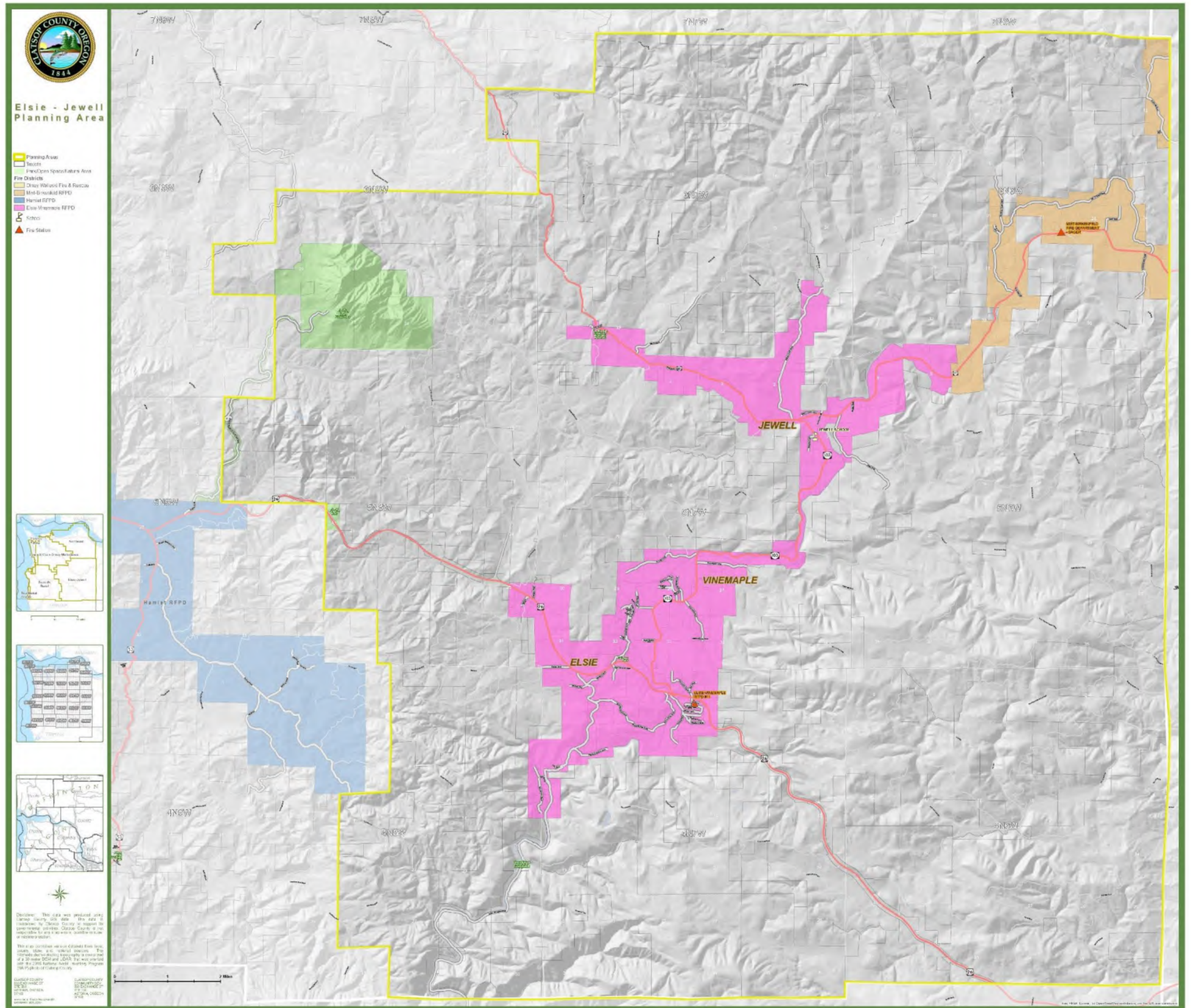
SCHOOLS

The Elsie-Jewell planning area lies primarily within the Jewell School District #8. Portions of the northwest quadrant of the planning area are within Astoria School District #1 and portions of the southwest quadrant are within Seaside School District #10. The Jewell Consolidated School District provides education from Kindergarten through 12th grade. The Jewell school also serves as a de facto community center due to the lack of other community buildings within the planning area.

| TABLE 2: ELSIE-JEWELL PLANNING AREA – SCHOOL SYSTEMS | | | | | | | | | |
|---|------------------------------------|-----------------------|---------------------|-------------------------------------|----------------------------------|-----------------------------------|----------------------------|-----------------------|---------------------|
| System | Seaside School District #10 | | | | Jewell School District #8 | Astoria School District #1 | | | |
| | Pacific Ridge Elementary | Seaside Middle School | Seaside High School | Cannon Beach Academy Charter School | Jewell School | John Jacob Astor Elementary | Lewis and Clark Elementary | Astoria Middle School | Astoria High School |
| Grades | K-5 | 6-8 | 9-12 | K-5 | K-12 | K-2 | 3-5 | 6-8 | 9-12 |
| Enrollment | 654 | 374 | 427 | 45 | 114 | 357 | 424 | 433 | 562 |
| Capacity | 630 | Unavailable | 450 | 75 | 400 | 880 | 960 | 1,360 | 1,320 |

Source: Oregon Department of Education, 2020-21 At-A-Glance School Profiles; Clatsop County Assessment and Taxation

MAP 3: SPECIAL DISTRICTS



Agenda Item # 3.

ELSIE-JEWELL COMMUNITY PLAN 2040

FIRE PROTECTION

Fire protection is provided by Elsie-Vinemaple Rural Fire Protection District, Mist-Birkenfeld Rural Fire Protection District, and State Forestry. State Forestry provides fire protection to forest land only and does not have the training nor equipment to put out fires in burning structures. Mutual aid agreements with surrounding fire districts and departments, including Hamlet and Banks, provide additional resources to the planning area.

TRANSPORTATION

The automobile and truck are the predominant means of moving people and goods within this planning area. U.S. Highway 26 is one of the two major links between the Portland metropolitan area to the northern Oregon coast. As the use of electric vehicles becomes more prevalent, a public electric vehicle charging station should be located within the planning area.

Highway 103, which connects Highway 202 with Highway 26, has become a bypass to traffic congestion on Highway 26, utilized both by residents and by visitors to the coast. The Oregon Department of Transportation maintains four major roads within the planning area:

- Highway 202 (Necanicum Highway)
- Highway 26 (Sunset Highway)
- Highway 103 (Fishhawk Falls Highway)
- Highway 53 (Nehalem Highway)

In the months immediately following March 2020, traffic suddenly decreased as COVID-19 pandemic lockdowns and/or service curtailments were implemented. Table 1 details Average Annual Daily Traffic Counts (AADT) on selected segments of U.S. Highway 101 in and adjacent to the Clatsop Plains Planning Area. Traffic data for 2021 was not available at the time this plan was update. It is likely, however, that 2021 traffic volumes will have increased to at least 2019 levels.

As opportunities and technology have increased to support remote work options, traffic patterns may be altered accordingly.

| TABLE 3: U.S. HIGHWAY 26 TRAFFIC VOLUMES (2018-2020) | | | |
|---|--------------|-------------|-------------|
| ROAD SEGMENT | AADT* | | |
| | 2020 | 2019 | 2018 |
| 0.70 Miles East of Oregon Coast Highway (U.S. 101) | 7,649 | 8,500 | 8,500 |
| Black Bridge | 6,715 | 7,400 | 7,500 |

| TABLE 3: U.S. HIGHWAY 26 TRAFFIC VOLUMES (2018-2020) | | | |
|---|--------------|-------------|-------------|
| | AADT* | | |
| ROAD SEGMENT | 2020 | 2019 | 2018 |
| 0.05 Miles East of Necanicum Highway (OR 53) | 6,806 | 7,500 | 7,600 |
| 0.02 Miles East of Saddle Mountain Road | 7,144 | 7,900 | 8,000 |
| 0.05 Miles West of Fishhawk Falls Highway | 6,963 | 7,700 | 7,800 |
| Clatsop-Tillamook County Line | 6,483 | 7,200 | 7,200 |

*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

| TABLE 4: OR HIGHWAY 202 TRAFFIC VOLUMES (2018-2020) | | | |
|--|--------------|-------------|-------------|
| | AADT* | | |
| ROAD SEGMENT | 2020 | 2019 | 2018 |
| 0.02 Miles West of Williamsport Road | 3,240 | 3,600 | 3,600 |
| Walluski River Bridge | 2,549 | 2,800 | 2,800 |
| 0.10 Miles North of Walluski Loop Road | 1,604 | 1,800 | 1,800 |
| 0.03 Miles South of Walluski Loop Road | 1,499 | 1,700 | 1,700 |
| 0.02 Miles East of Youngs River Loop Road | 860 | 950 | 960 |
| 0.02 Miles west of Norlund-McCoy Road | 612 | 680 | 680 |
| Hamilton Creek Bridge | 327 | 360 | 370 |
| 0.02 Miles West of Beneke Road | 367 | 410 | 410 |
| 0.02 Miles West of Fishhawk Falls Highway at Jewell | 382 | 420 | 430 |
| 0.05 Miles East of Fishhawk Falls Highway at Jewell | 511 | 570 | 570 |
| Nehalem River Bridge | 496 | 550 | 550 |
| Clatsop-Columbia County Line | 405 | 450 | 450 |

*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

| TABLE 5: OR HIGHWAY 103 TRAFFIC VOLUMES (2018-2020) | | | |
|--|--------------|-------------|-------------|
| | AADT* | | |
| ROAD SEGMENT | 2020 | 2019 | 2018 |
| 0.05 Miles South of Nehalem Highway (OR 202) | 594 | 660 | 660 |
| 0.20 Miles South of Meadow Lane | 587 | 650 | 660 |
| Vinemaple Bridge | 654 | 730 | 730 |
| 0.02 Miles East of Cow Creek Road | 684 | 760 | 760 |
| 0.02 Miles South of Bay Road | 907 | 1,000 | 1,000 |
| 0.05 Miles North of Sunset Highway (U.S. 26) | 999 | 1,100 | 1,100 |

*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

OPEN SPACE, RECREATION AND HISTORIC RESOURCES

Open space exists through a wide variety of different land uses as shown by the following categories:

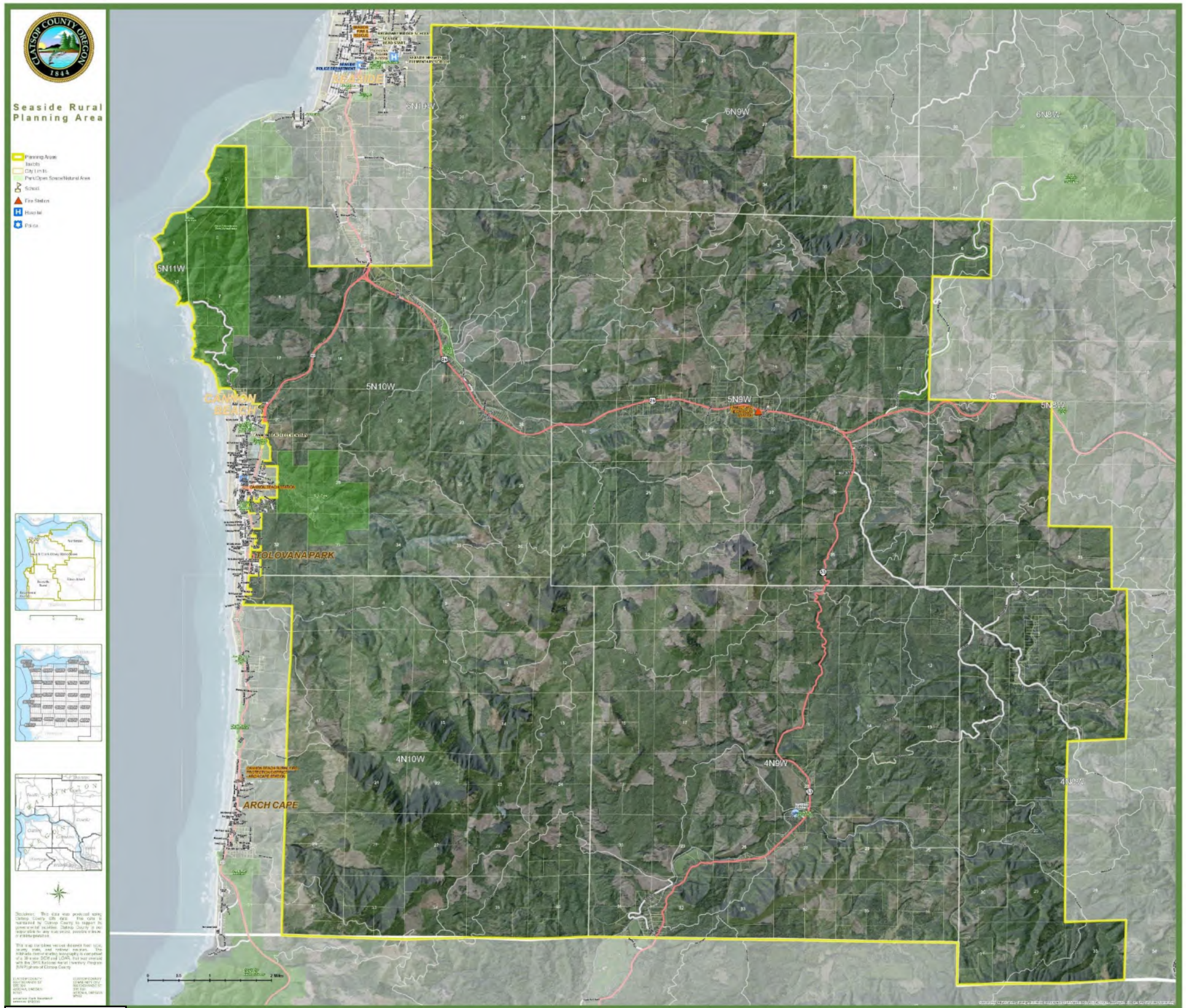
Categories

- Resource lands
- Recreation
- Scenic/Buffer
- Preservation

Examples

- Forest lands
- Lee Wooden Park
- Open space within a subdivision
- Elsie Park

MAP 4: OPEN SPACE, PARKS AND RECREATION



ELSIE-JEWELL COMMUNITY PLAN 2040

Map 3 shows the location of the various types of open space within the planning area. The most dominant form of open space in this planning area is the extensive areas in forest lands.

The following discussion and policies are in addition to those found in Goal 5: Open Space, Scenic and Historic Areas and Natural Areas and Recreational Needs. Sites inventoried in this section that are in addition to those inventoried in the Open Space and Recreational Needs Elements are local desires and are not to be construed as additional Goal site requirements.

Recreation

Recreation facilities for the public are provided at Saddle Mountain State Park, as well as at the four County parks (David Douglas, Fishhawk Falls (Lee Wooden) Park, Spruce Run Park) and sports facilities at the Jewell School.

Historic Resources

The Clatsop County Historical Advisory Committee, under the direction of the Clatsop County Board of Commissioners, prepared a map of various historical sites within the County in 1976. This area of the County is rich in history. Predominantly all of the historical sites in this planning area represent the occurrence of a historical event and may be appropriate for historical signing as funds become available.

Other aspects of preservation are the various Natural areas which play a crucial role in the rapidly changing landscape. Most important, perhaps, is that they serve as benchmarks for assessing the extent of human impact upon diverse land, lakes, rivers, estuary and coastal environments.

The Ed Wilson Farm is managed by the State Fish and Wildlife Commission for elk wintering range. The area has been designated FOREST LANDS and has been zoned for forest zones. Conflicts occur here and at the Jewell Wildlife Meadows between the elk and farm and forest uses.

Beneke Creek is a wildlife habitat for elk. This area has been designated CONSERVATION OTHER RESOURCES and has been zoned Open Space, Recreation, and Parks. Due to the conflicts with the elk, new or expansion of existing wildlife management areas are a review use.

COMMUNITY DEVELOPMENT

Clatsop County has identified six different land use types that form the basis for the zoning designations applied to all properties within the unincorporated area.

DEVELOPMENT

Areas designated DEVELOPMENT are areas with a combination of physical, biological, and social/economic characteristics which make them necessary and suitable for residential, commercial, or industrial development and includes those which can be adequately served or planned urban services and facilities.

Areas within Urban Growth Boundaries and Rural Service Areas are included within this designation. There are no Urban Growth Boundary designations for this planning area.

Rural Service Area is an unincorporated area located some distance away from a city and contains residential densities similar to those found in cities. The size of Rural Service Areas is based upon many factors, some of which are:

- population projections
- capacity of public facilities
- proximity to a city.

Fishhawk Lake Estates is an area which meets the criteria for Rural Service Area (RSA). This area was developed in 1967 as a recreational community. A community sewer and water system, as well as roads, have been developed to provide for future housing.

Predominant Uses in the Development land use classification include:

1. Medium to high density single family houses (less than 1 acre).
2. Multi-family housing (apartment, mobile home parks).
3. Offices, commercial facilities.
4. Industrial facilities (light/heavy).

RURAL LANDS

RURAL lands are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. Rural lands include lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

Rural lands are those which, due to their value for aquaculture, low density residential uses, high intensity recreational uses, and non-renewable mineral and non-mineral resource uses should be protected from conversion to more intensive uses. Rural subdivisions, major and minor partitions, and other uses served by few public services which satisfy a need that cannot be accommodated in urbanizable areas are also likely to occur within this designation.

Most Rural Lands designated in this Plan are in areas which contain old town plats and fragmented land ownerships. These areas may require vacation and replatting or utilization of a Planned Development to protect the natural resources of the area.

RURAL AGRICULTURAL LANDS

Agricultural Lands are those lands that are to be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.

In land use changes involving a change from Conservation Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Within this planning area, there is approximately 150 acres in the Jewell area zoned for light industrial uses. The people in the area feel additional areas are needed in the future. During the update of this community plan, committee members also expressed a desire to allow additional types of home occupations that would provide needed services to local residents. Members, however, also expressed concerns about unpermitted home occupations and the need to monitor certain types of businesses, such as automobile repair, in order to protect the environment and the neighborhood from negative impacts. Businesses that do not impact the environment or surrounding neighborhoods are encouraged.

Predominant Uses in the Rural Agricultural Lands classification include:

1. Farm use. (see Goal 3: Agricultural Lands)
2. Low density residential (1 acre or larger).
3. Commercial (gas station, grocery store).
4. High intensity recreation (i.e. golf course).

ELSIE-JEWELL COMMUNITY PLAN 2040

FOREST LANDS AND OTHER RESOURCES

Conservation areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or because of their unsuitability for development (i.e. hazard areas) should be designated for non-consumptive uses. Non-consumptive uses are those uses which can utilize resources on a sustained yield basis while minimally reducing opportunities for other future uses of the area's resources.

Forest Lands

Forest Lands are those lands that are to be retained for the production of wood fiber and other forest uses.

In land use changes involving a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations, an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Conservation Other Resources

Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state, and local parks. Other areas designated CONSERVATION OTHER RESOURCES include lands for low intensity uses which do not disrupt the resource and recreational value of the land.

Predominantly all the lands in this planning area are designated as FOREST LANDS and have been placed in one of the forest zones developed by the County. Saddle Mountain State Park, David Douglas Park, Elsie Park, Fishhawk Falls Park and Spruce Run Park are designated CONSERVATION OTHER RESOURCES and zoned for Open Space, Recreation and Parks or Recreation Management.

Predominant Uses in the Forest Lands classification and Conservation Other Resources Classification include:

1. Forestry/forest processing (see Goal 4: Forest Lands.
2. Farming.
3. Parks and scenic areas.
4. Small woodlots.
5. Community watersheds.

NATURAL

A NATURAL area is defined as land and/or water units in which natural processes exist relatively undisturbed or can be restored to a nearly natural state. Natural areas include:

ELSIE-JEWELL COMMUNITY PLAN 2040

Predominant Uses in the Natural land use classification include:

1. Open space.
2. Scientific study.
3. Low intensity recreation (trails, nature observation).
4. Wildlife habitat.

GOALS, OBJECTIVES AND POLICIES

SHORELANDS POLICIES

- Policy 1:** Culverts and other roadway or driveway improvements shall be installed in such a manner as not to impede the flow of the drainage way and not impede the passage of fish.
- Policy 2:** Drainage and/or filling portions of lakes shall be discouraged.
- Policy 3:** Consideration shall be given to protection of the lakes from further degradation (eutrophication), and possible remedial actions to improve water quality.

ALLUVIAL LOWLANDS POLICIES

- Policy 1:** Development on peat and other compressible soils are required to be engineered.
- Policy 2:** Low density activities shall be preferred uses in the alluvial lowlands.

ALLUVIAL TERRACES POLICY

- Policy 1:** The County should encourage development on this type of landscape unit due to the slight to moderate slopes and the moderately well-drained soils.

COAST RANGE FOOTHILLS POLICY

- Policy 1:** The predominant land use on this landscape unit is forestry. This is due to the characteristics of soils in this landscape unit which have slide potential on slopes and are highly suited for timber production.

SEDIMENTARY UPLANDS POLICY

Policy 1: The sedimentary uplands should be reserved primarily for timber production, water supply protection, and wildlife habitat.

BASALTIC HIGHLANDS POLICY

Policy 1: The highlands should be designated a resource unit, and uses other than woodland, wildlife habitat, recreation, and natural and mineral resources shall be discouraged.

NATURAL RESOURCES POLICIES – WATER RESOURCES

- Policy 1:** The County should encourage water storage/holding tanks/catchment systems for new residential and commercial development within the planning area.
- Policy 2:** In order to ensure that the County is not requiring surplus capacity to serve development, the County should review its minimum water flow requirements to ensure that its requirements are consistent with actual usage patterns. Required water flow should be based on the number of fixtures and/or house size.
- Policy 3:** The County shall encourage new innovation and concepts to conserve and/or reduce water usage including, but not limited to grey water recycling, as permitted under OAR 340-053, which was approved in Oregon in 2012.
- Policy 4:** The County should conduct an ESEE analysis in the next 2-5 years following adoption of this plan for Fishhawk Creek to determine whether additional protections are needed.

NATURAL HAZARDS POLICY – GENERAL

ELSIE-JEWELL COMMUNITY PLAN 2040

Policy 1: The County shall promote education to ensure that households are prepared to be self-sufficient for a minimum of two weeks as natural disasters can leave residents in the Seaside Rural Planning Area isolated.

NATURAL HAZARDS POLICY – STREAM AND RIVER BANK EROSION

Policy 1: Prevention of stream and river bank erosion caused by development shall be considered during the permitting process.

Policy 2: The County shall encourage the use of native vegetation to stabilize stream and river banks.

NATURAL RESOURCES POLICIES – EARTHQUAKES / CASCADIA SUBDUCTION ZONE EVENT

Policy 1: CERT volunteer training should be encouraged and cache areas and assembly points should be identified and developed.

Policy 2: The County shall promote education to ensure that residents and households are prepared to be self-sufficient for a minimum of two weeks in the event of a CSZ occurrence.

NATURAL HAZARDS POLICY – WILDFIRE

Policy 1: The County should develop hardening standards for new construction in wildfire risk areas. For example, require spark arresters, metal roofs, fire retardant siding, and vegetative clearing.

Policy 2: Hardening of existing residential structures should be encouraged.

Policy 3: New construction on rural residential lands adjacent to forest resource land should be required to utilize hardening techniques and materials.

Policy 4: Creation of defensible space should be encouraged based upon the best practices identified by the Oregon State

ELSIE-JEWELL COMMUNITY PLAN 2040

University Extension Service .

- Policy 5:** The County should work with the OSU Forestry and Natural Resources Extension Fire Program staff to review and adapt best practices from the *Forest and Fire Toolkit*, prepared by the Klamath Siskiyou Wildlands Center.
- Policy 6:** Information from the FireWise plant list should be made readily available to the public and use of those species should be encouraged.
- Policy 7:** The County shall consider other sources of information as they become available.
- Policy 8:** The County shall encourage signage promoting fire safety along County roads.

HOUSING POLICIES

- Policy 1:** The location of a manufactured home on an individual parcel of land shall be allowed in all areas.
- Policy 2:** The County should work to reduce barriers to permitting accessory dwelling units on rural residential lands to the greatest extent possible.
- Policy 3:** Once the SB 391 standards have been adopted at the state level, the County should revise its code to allow ADUs in rural residential zones.
- Policy 4:** The County should review its current ADU size limitation to determine if larger ADUs should be allowed on rural residential lands.
- Policy 5:** In the future, should the state legislature revise statutes to allow ADUs on resource lands, the County should consider similar code revisions.
- Policy 6:** Based upon the 2019 *Housing Strategies Report*, the County should review its non-residential non-resource zones to determine if inclusion of multi-family dwellings should be permitted.
- Policy 7:** New construction shall be encouraged to have a dedicated electric vehicle charging station.

TRANSPORTATION POLICY

Policy 1: When the State Department of Transportation improves U.S. Highways 101, 26, 53, and 202, consideration should also be given to provision of a safe bikeway, suitable crosswalks, fog lines and the installation of curbing to separate the auto traffic where possible.

RECREATION POLICIES

Policy 1: The County will work to identify and establish public access facilities along the main stem of the Nehalem River.

Policy 2: The County shall identify opportunities for additional recreational facilities and types of recreation.

HISTORIC RESOURCES POLICY

Policy 1: The use of identifying signs for historic and cultural landmarks shall be encouraged. The Clatsop County Historical Society should be encouraged to assist in this project.

CULTURAL AREAS POLICY

Policy 1: Information regarding inadvertent discoveries of human remains, cairns, village sites, artifacts and indigenous encampments should be reported to the Chinook Indian Nation and the State Historic Preservation Office.

COMMUNITY DEVELOPMENT OBJECTIVES AND POLICIES – DEVELOPMENT LAND USE CLASSIFICATION

ELSIE-JEWELL COMMUNITY PLAN 2040

- Objective 1:** To ensure optimum utilization of urban and urbanizable lands and to provide for an orderly and efficient transition from rural to urban land use.
- Objective 2:** To encourage development in this area to relieve the need for development in other areas.
- Objective 3:** To encourage the location of public and private facilities and services so that they do tend to attract residential development to locations inside DEVELOPMENT areas.
- Objective 4:** To avoid the extension of urban services (i.e. sewer systems) into outlying sparsely settled areas (1 acre or greater sites).

Rural Service Area Policy 1: Changes in the Rural Service Area boundary shall be done only after the following factors are considered:

- a. there is demonstrated need to accommodate long range urban population growth requirements;
- b. there is a need for housing, employment opportunities, and livability;
- c. the change would provide an orderly and economic extension of public facilities and services;
- d. the change would allow for efficient land use and utility patterns within and on the fringe of the existing urban area;
- e. the environmental, energy, economic and social consequences of the proposed area

COMMUNITY DEVELOPMENT OBJECTIVES AND POLICIES – RURAL LANDS CLASSIFICATION

- Objective 1:** To preserve the rural character of uplands and woodland areas, and maintain open spaces and opportunities along the shoreline for recreational uses compatible with low density residential activity.
- Objective 2:** To retain rural areas as spare settlement, small farms or acreage homesites with hardly any public services.
- Objective 3:** To maintain the open spaces between various types of development so as to preserve the rural character of the area.

ELSIE-JEWELL COMMUNITY PLAN 2040

Objective 4: To provide for housing types (i.e. acreage homesites) which cannot be accommodated in cities, urban growth boundaries or Rural Service Areas.

Policy 1: Rural residential lot sizes shall be based upon the public facilities available, compatibility with surrounding uses, and land carrying capacity. Generally, those areas within a fire protection district and community water system should be zoned with a minimum lot size of one (1) acre, while other areas with only a fire district or community water system should be zoned with a minimum lot size of two (2) acres, and those RURAL LANDS areas without facilities should be zoned with a minimum lot size of five (5) acres.

Policy 2: In order to avoid dispersal of commercial activities, new commercial zones shall only be considered if they are of a neighborhood type or are concentrated in and adjacent to existing well-established areas.

Policy 3: When considering new commercial areas or expansion of existing commercially zoned land, the following standards shall be used:

- a. Adequate off-street parking shall be provided to prevent traffic congestion resulting from on-street parking.
- b. A buffer and screen shall be provided between commercial and residential uses.
- c. Signs shall be designed so as not to disturb from the surrounding area.
- d. The size of neighborhood commercial uses shall be sized to serve every day personal needs of the surrounding rural population and generate little or no traffic from outside of the rural area.

COMMUNITY DEVELOPMENT OBJECTIVES AND POLICIES – NATURAL LAND USE CLASSIFICATION

Objective 1: To preserve, restore and protect these areas for scientific, research and education needs and for the resource and ecosystem support values and functions they provide.

COORDINATING STATE AGENCIES:

Oregon Department of Fish and Wildlife (ODFW)

Oregon Department of Agriculture (ODA)

ELSIE-JEWELL COMMUNITY PLAN 2040

Oregon Parks and Recreation Department (OPRD)
Oregon Department of Energy (ODOE)
State Historic Preservation Office (SHPO)
Oregon Department of State Lands (DSL)
Oregon Health Authority (OHA)
Department of Geology and Mineral Inventories (DOGAMI)
Oregon Department of Land Conservation and Development (DLCD)

BACKGROUND REPORTS AND SUPPORTING DATA:

2021 Oregon Distribution System Plan, PacifiCorp



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

TO: Clatsop County Planning Commission Members

FROM: Julia Decker, Planning Manager

CC: Gail Henrikson, Community Development Director

DATE: June 7, 2022

RE: LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

BACKGROUND

The Lewis & Clark, Olney-Wallooskee Citizen Advisory Committee (L-COW) met from August - December 2021 to review existing policies in the Lewis & Clark, Olney-Wallooskee Community Plan and to identify new issues and policies to be included in the community plan.

The Lewis & Clark, Olney-Wallooskee planning area is within the heart of Clatsop County geographically, stretching from Youngs Bay and the Astoria City Limits on the north and south from the Seaside Rural Planning area and almost to the Saddle Mountain State Park Natural Area. It contains more than 96,000 acres, or roughly 150 square miles, mostly of lush, extensively diked farmlands and productive forestlands. Fish-bearing streams and rivers flow throughout the planning area. It includes the Rural Community of Miles Crossing – Jeffers Gardens, the historic Old Youngs Bay Bridge and Lewis & Clark Bridge, the Lewis and Clark National Historic Park and Fort Clatsop, the verdant Youngs River and Lewis & Clark river valleys, basalt quarries, and a scenic section of Hwy 202. It is bounded to the west by the Clatsop Plains and Coast Range Foothills and to the east by the Northeast and Elsie-Jewell plan areas. In 2003, the area was designated as a Rural Community and new zoning districts were developed and applied to those areas (Ordinance 03-10).

The Lewis & Clark, Olney-Wallooskee Community Plan is part of the County’s adopted comprehensive plan and contains policies specific to the farm and forest region. The policies are generally organized by “landscape units” of similar natural and physical features, and by Comprehensive Plan map designations (e.g. Development, Rural Agricultural Lands, Conservation Other Resources, etc.).

The original Lewis & Clark, Olney-Wallooskee Community Plan was adopted on July 23, 1980 (Ordinance 80-7). Amendments that in particular affect the Lewis & Clark Olney-Wallooskee Community Plan include:

- Ordinance 83-17, adopted September 30, 1983, to amend the Comprehensive Plan, background Reports and County-wide Element to comply with Department of Land Conservation and Development (DLCD) requirements
- Ordinance 97-03, effective March 28, 1997, to comply with House Bill 3661 text amendments

that changed the minimum lot sizes in the EFU, AF, and F-80 zones to 80 acres and eliminated the AF-20 and F-38 zones

- Ordinance 03-10, effective October 10, 2003, establishing Rural Community plans in five areas of the county, including Miles Crossing – Jeffers Gardens.

LEWIS & CLARK, OLNEY WALLOOSKEE COMMUNITY PLAN 2040

The work completed by the L-COW entailed a review of the existing goals, policies and objectives contained within the current community plan. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. The narrative of the plan was rewritten to include updated information on housing, recreation, and historical sites with a corresponding assessment of current conditions, and several new policies were devised. Relevant policies from the current plan were revised and are incorporated into Draft 04.

Many of the future trends identified by the L-COW are similar to those raised in 1979-1980, when the original community plan was drafted. These trends include:

- Housing
- Preservation of resource lands
- Water and the carrying capacity of the land
- Wildlife habitat

Goals, objectives and policies have been drafted to balance the sometimes conflicting goals of natural resource protection, including farm and forest lands, and the ongoing desirability for residential development.

ACTION ITEMS:

1) Review the Lewis & Clark, Olney-Wallooskee Community Plan – Draft 04.

- Identify any questions you have regarding Draft 04 of the community plan
- Provide a recommendation to the Board of Commissioners, including any recommended amendments, on Draft 04 of the community plan.

2) Prepare a recommendation for the Board of Commissioners:

- **Suggested Motion:** *I recommend the Board of Commissioners adopt the Northeast Community Plan, Draft 04, as submitted by staff. (if there are no amendments)*
- **Suggested Motion:** *I recommend the Board of Commissioners adopt the Northeast Community Plan, Draft 04, as amended. (if there are amendments)*

ATTACHED MATERIALS:

- Lewis & Clark. Olney-Wallooskee Community Plan – Draft 04

ADDITIONAL MATERIALS:

- [Ordinance 80-7 \(Original Lewis & Clark, Olney-Wallooskee Community Plan\)](#)
- [Ordinance 83-17 \(Part 1\)](#)
- [Ordinance 83-17 \(Part 2\)](#)
- [Ordinance 83-17 \(Part 3\)](#)
- [Ordinance 97-03](#)
- [Ordinance 03-10](#)

Lewis & Clark, Olney Wallooskee Community Plan, 2040



LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

Adopted July 23, 2022

Board of Clatsop County Commissioners

Mark Kujala, Chair (District 1)
Lianne Thompson, Vice-Chair (District 5)
John Toyooka (District 2)
Pamela Wev (District 3)
Courtney Bangs (District 4)

Lewis and Clark, Olney-Wallooskee Citizen Advisory Committee

Mike Magyar, Chair
Tiffany Hall, Vice-Chair
Don Abing
Jody Abing
Paula Bue
James Coughlan
Andrea Mazzerella
James Neikes
Pat O'Grady

Clatsop County Planning Commission

Nadia Gardner, Chair
John Orr, Vice-Chair
Christopher Farrar
Cary Johnson
Jason Kraushaar
Clarke Powers
Lam Quang
Robert Stricklin (former member)

Staff

Don Bohn, County Manager
Monica Steele, Assistant County Manager
Joanna Lyons-Antley, County Counsel
Julia Decker, Planning Manager
Ian Sisson, Senior Planner
Jason Pollack, Planner
David Cook, Planner
Victoria Sage, Planner (former)
Gail Henrikson, Community Development Director
Zachary Hunt, GIS Technician
Clancie Adams, Permit Technician

Table of Contents

xxx

Page TBD

Commented [GH1]: Wahlooskawa
There was a processing area in the lower Wahlooskawa – may still be in County ownership. More research is needed. The river fed Youngs Bay and was a high-producing chum and coho fishery. Most of the village site was bulldozed when the County Fairgrounds were constructed. Braided water system. Work is being done to reconstitute some of the braiding, but it is less than 10% of what was there.

Introduction

The Lewis and Clark, Youngs, and Wallooskee River Valleys are characterized by extensive areas of diked estuarine land used for grazing, with residential development found generally on the terraces above the low tideland flood areas. Up the various river valleys are lands ideally suited for timber production. Residential development has occurred along the various County roads with extensive development in the Miles Crossing/Jeffers Garden area. The cities of Astoria and Warrenton have historically provided the economic base for employment in the area.

The Clatsop County Comprehensive Plan for the Lewis and Clark, Youngs and Wallooskee River Valleys is in two parts: a County-wide Element and a Community Plan. The County-wide Element deals with state goals and programs of County-wide concerns such as the economy, housing and transportation. The Community Plan is an amplification of many of the County-wide policies which address specific concerns of the area. The Community Plan also addresses items not covered in the County-wide Element because of an item's uniqueness to this particular area.

Taken together, the Plans provide a guide for development - whether it be residential, commercial, industrial, or recreational. The intent of the Plan is NOT to stop or limit "rural" growth but rather to direct growth into appropriate locations while preserving the quality of life in the area. In looking at appropriate locations for various types of development, consideration was given to the preservation of resource lands (agricultural or forest lands), level of public facilities and services available, the land's carrying capacity, and the different needs for various uses within the planning area.

According to the 2020 US Census, the Lewis & Clark, Olney-Wallooskee Planning Area was home to approximately 4,735 of Clatsop County's population of 41,072, or roughly 11.8% of the county's total population. For reference, the planning area's population in 1970 was 2,857 of the county's then 28,473, or about 10% of the county's total population at the time. The increase in the planning area's share of the county's total is less than 2% over the last 50 years. Some of the increase likely can be attributed to the development of the Miles Crossing Sanitary District.

Clatsop Chinook and other archeological sites exist in the Lewis and Clark, Olney Wallooskee Planning Area. As development occurs, there will be inadvertent discoveries of areas, particularly around bodies of water, where the Clatsop Chinook utilized sites for temporary fish or food-gathering camps. Information regarding inadvertent discoveries of human remains, cairns, village sites and encampments should be reported to the Chinook Indian Nation and the State Historic Preservation Office.

Wahlooskawa/Wallooska/Wallooskee/Walluski

The Clatsop Chinook people once had a fish processing area in the lower Wahlooskawa, now referred to locally and on maps as the Wallooskee River, according to Clatsop Chinook Elder Don Abing. The former processing site may still be in County ownership. More research is needed. The river fed Youngs Bay and was a high-producing chum and coho fishery, the result of the naturally braided water system of wetlands that fed into the Youngs River. Most of the village site was bulldozed when the Clatsop County Fairgrounds were constructed. Mr. Abing has stated, and work is being done to reconstitute some of the braiding, but the current braiding is less than 10% of what was there.

Commented [GH2]: Clatsop Chinook or other archeological sites exist in the LCOW area. As development occurs, there will be inadvertent discoveries of areas, particularly around bodies of water, where the Clatsop Chinook utilized sites for temporary fish or food-gathering camps. Information regarding inadvertent discoveries of human remains, cairns, village sites and encampments should be reported to the Chinook Indian Nation and the State Historic Preservation Office.

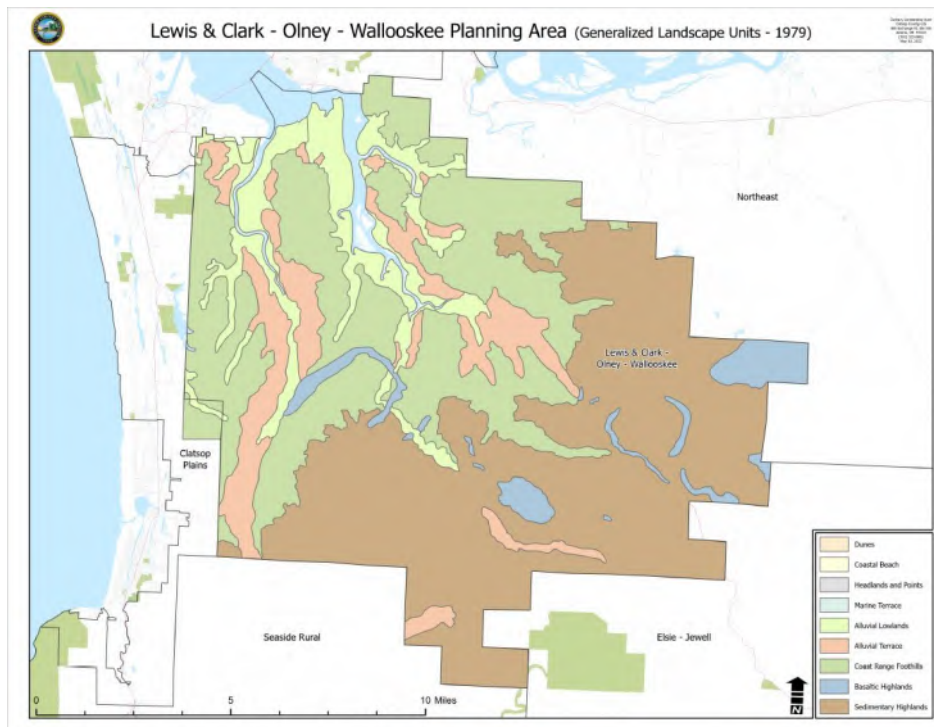
LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

Note: According to Ryan Hume, writing for Coast Weekend, there are at least three spellings of Wallooskee. The National Geographic Society uses Wallooskee for the river that flows through the valley; however, Walluski is used by many locals and can be found used in the names of businesses and roads, a class of soil, the local fire and rescue department, and a former school in the area. The name is derived from the proper name of a Clatsop man, Wallooska, who, as the last remaining member of his family, sold the land in what is now known as the Walluski area in 1851 to the United States Government. (Ryan Hume, Coast Weekend, The Daily Astorian, August 21, 2018). Mr. Abing's addition of "Wahlooskawa" brings the total known spellings to four.

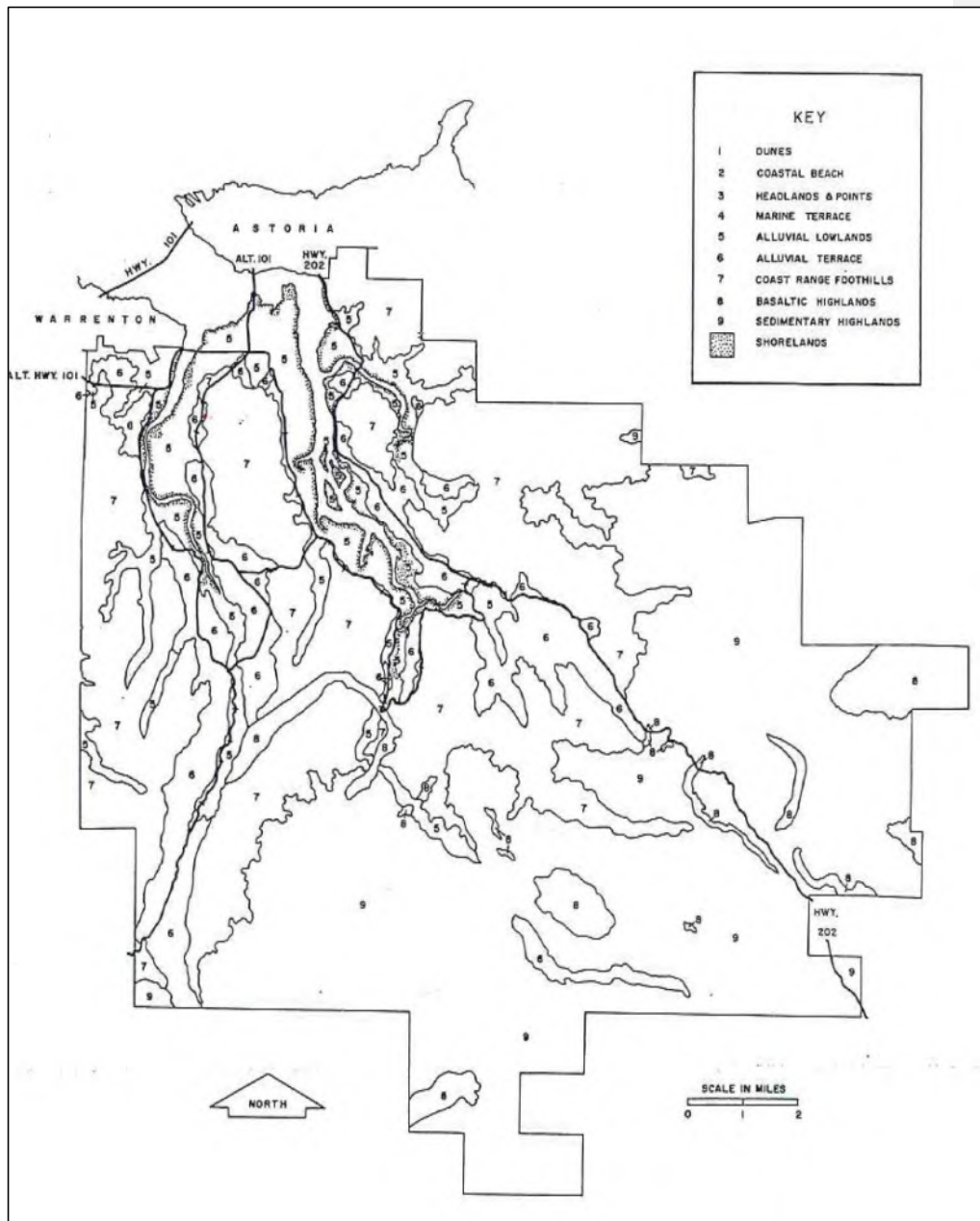
Landscape Units

Introduction

The basic idea of the landscape unit is that it reflects a set of characteristics which, taken together, constitutes a natural process. The soils, hydrology, wildlife, vegetation, and land forms are inter-related as a functional unit. The landscape units provide a framework for development that is in part based on the land's capability. Each piece of land is in a landscape unit. The landscape units which occur in the Lewis and Clark, Youngs and Wallooskee River Valley planning area are Shorelands, Alluvial Lowlands, Alluvial Terraces, Coastal Range Foothills, and Basaltic Highlands. Figure 1. demonstrates the profiles of the landscape while Map 1, below, shows their locations in the planning area.



LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN



LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

Further discussion on the landscape units' capacities and limitations can be found in the Lewis and Clark, Youngs River and Walluski River Valleys Environmental Plan (1973). The Environmental Plan contains four elements: landscape units, critical hazard areas, an open space program, and priority resources areas. Each element performs a specific purpose in incorporating environmental data and policies into the Community Plan Element. The policies in the Environmental Plan are the basis and background for the policies in this section and other sections of the Plan.

In order to adapt these landscape units for use as a management tool and to relate them to the Statewide Goals, the landscape units, Shorelands and Water Bodies, Estuary Wetlands and Freshwater Wetlands landscape units have been combined together as Estuary and Shorelands.

Estuary and Shorelands

Rivers, estuarine areas and their shorelands are contained within this landscape unit. The Lewis and Clark, Youngs, Wallooskee, Little Wallooskee, and the Klaskanine Rivers constitute the major bodies of water, and the major focal points of the planning area. Added to these major streams are innumerable smaller tributaries and sloughs.

Estuaries are the tidal mouths of the coastal rivers. They are the result of rising of the level of the sea and subsequent filling of the lower portions of the coastal valley by sediments. Large amounts of clay and silt deposits are carried into the estuary and mixed with sand.

The Columbia River Estuary Study Taskforce (CREST), a bi-state organization of the local governments of Oregon and Washington, completed a regional management program for the Columbia River estuary in 1979. The Youngs Bay-Astoria Management Plan was one of five planning area land and water use plans developed during the planning program. The Plan was based on an evaluation of many factors including potential shoreland hazards, biological productivity areas, areas needed for water-oriented development fisheries protection, and scenic resources. Within the Youngs Bay-Astoria Management Unit Plan are three subareas which are part of the Lewis and Clark, Youngs, and Wallooskee River Valleys planning area. For 2020-2021, at the request of Clatsop County Community Development, CREST developed an inventory of significant wetland and riparian resources in unincorporated Clatsop County, which captures Goal 5 and Goal 16 wetlands in all areas of the County and the Lewis & Clark, Olney-Wallooskee Planning Area extensively.

Coastal shorelands were also identified in the original CREST planning process. The extent of the Coastal Shorelands boundary included:

1. Lands which limit, control, or are directly affected by the hydraulic action of the coastal water body, including floodways;
2. Adjacent areas of geologic instability;
3. Natural or man-made riparian resources, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;
4. Areas of significant shoreland and wetland biological habitats;
5. Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas appropriate for navigation and port facilities, and areas having characteristics suitable for aquaculture;

Commented [GH3]: <https://www.ohs.org/about-us/affiliates-and-partners/oregon-geographic-names-board/>

Commented [JD4]:

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

6. Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas;
7. Coastal headlands

Although the CREST program identified coastal shorelands to extend from the upper edge of aquatic areas to the upper boundary between tideland soils and upland soils or 200 feet landward whichever was greater, the County removed all diked shorelands from the coastal shorelands boundary as they do not meet the requirements set out in the State Coastal Shorelands Goal (Goal 17).

The following definitions will help one better understand this portion of the Comprehensive Plan concerning the estuarine areas and their related coastal shorelands:

Definitions:

AQUATIC AREAS – Aquatic areas include the tidal waters, including subtidal areas and wetlands of the estuaries and non-tidal sloughs, streams, and wetlands within the shorelands area boundary. The lands underlying the waters are also included. The upper limit of aquatic areas is the upper limit of aquatic vegetation or, where such a line cannot be accurately determined, Mean Higher High Water (MHHW) in tidal areas or Ordinary High Water (OHW) in non-tidal areas.

SHORELAND AREAS – Estuary shorelands include forests, cliffs and steep topography diked farm and urban lands along the estuary and the tidal reaches of estuary tributaries; and shoreline areas suitable or already developed for water-dependent uses.

CREST developed an inventory of Estuary and Shoreland Resources, and Regional Policies for the Columbia River Estuary. The policies serve as the base policy statement for the County on development and other actions related to the estuary. In addition, the Estuary was divided into 5 planning areas, with each of the planning areas being broken into subareas.

Youngs Bay

Youngs Bay is one of the more biologically productive parts of the estuary. This subarea extends from the old U.S. Highway 101 bridge over the Youngs River and the Lewis and Clark River to the 30 foot contour in the Columbia River. It includes large fringing marshes and tide flats.

Because of numerous development proposals, Youngs Bay and the surrounding area is the most intensively studied bay of the estuary. The area has been considerably altered by human activity. The most important physical alterations have been included timber cutting in tributary watersheds with resulting sedimentation, the diking of tidal marshes and spruce swamps, the filling of shallow areas, and the alteration of the hydraulics of the bay by channels, fills and causeways. The strongest effects on the bay's hydraulics have been exerted by the Skipanon peninsulas, the fills at Smith Point (Port of Astoria piers) and the two causeways. The newer Highway 101 causeway, completed with the new bridge in 1964, in particular has caused a marked reduction in currents and wave action in the interior of Youngs Bay. There has been extensive shoaling. The bay on both sides of the causeway is used for feeding by great blue herons and a variety of ducks and scaups, and geese.

Commented [GH5]: Hydraulics have changed.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

Major limitations on development surrounding the bay include the impacts of each development, the cumulative effects of all developments, and limited land transportation west of Youngs Bay. Navigational access to the Youngs Bay shorelines is limited by fringing tidal marshes, shallow water and the high shoaling rate. Commercial use of the bay in the near future likely will be limited to recreational boating and commercial and recreational fishing. Youngs Bay is home to the county's Fisheries Project, a collaborative, non-commercial effort by the county government, fishing industry, and state and federal agencies to develop a new fishery of premium-quality salmon that does not interfere with wild salmon runs and can be harvested without adversely affecting endangered native stocks.

Commented [GH6]: Indigenous runs of salmon are nearly extinct. Future runs will likely be hatchery

Lewis and Clark River

The subarea includes the aquatic and shoreland areas above US Hwy 101 (alternate) bridge to the extent of tideland soils.

Important tidal marshes remain along the west bank near the mouth and adjacent to Fort Clatsop National Monument. Numerous small and fringing marshes remain. Dikes, freshwater marshes have not been fully inventoried. Bird use of the river and marshes for feeding and nesting is heavy, especially by Canada geese, falcons, hawks and bald eagles. The major human uses of the waters are fishing and recreational boating.

Commented [GH7]: Need to address this sentence based on previous revision

Significant issues in the subarea, as in the Youngs River subarea, were water-related issues such as the preservation of freshwater wetlands, old "sinker" logs in wetlands areas that went aground before the Clean Water Act of 1972 prohibited floating cut timber via large log rafts downriver, and maintenance of stream flows and water quality during summer minimum flow periods.

This subarea, as in the Youngs River subarea, borders hundreds of acres of farm land and many residences which are dependent upon an extensive diking and drainage system for protection from flooding. In some instances the only economically feasible source of material for dike maintenance is the river bottom sediments outside the dike. Lands behind are drained by a system of tide boxes. For the tide boxes to function effectively, the area outside the dike in front of the tide boxes must remain low enough so that water will move through the tide boxes and drain into the river at low tide. Because of substantial shoaling in some areas, tide box drainage is limited.

The County has taken an exception to a portion of the Estuarine Resources Goal (#16) to allow dredging for certain non-water dependent uses. The exception is needed to allow limited dredging as a source of material for dike maintenance (when other sources are not economically feasible) and for areas which have shoaled preventing proper land drainage. See Exception section of Clatsop County's Goal 2 Land Use Planning County-wide Element.

Youngs River

This subarea includes the aquatic and shoreland areas of Youngs River above the U.S. Highway 101 (alternate) bridge to the extent of the tideland soils. The largest remaining tidal marshes are Fry and Grant Islands and Cooperage Slough. Most areas that were historically marsh have been diked. Numerous small and fringing marshes remain. Diked, freshwater marshes have not been fully inventoried. Bird use of the river and marshes for feeding is heavy, though not as high as in Cathlamet Bay and other areas upriver. Nesting in the area is less heavy, as the area has been affected by spartina

Commented [GH8]: Area is heavily used for feeding (not moderate), but nesting has been affected by invasive spartina. White pelicans – important spiritual bird to Chinook Indian Nation (CIN). Returning osprey population. Growing bald eagle population.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

(cordgrass). Other bird species increasing in the area or migrating through are both brown pelicans and the less common white pelicans, osprey and bald eagles. The major human uses of water areas are fishing and recreational boating.

The Youngs River subarea contains significant natural values which should be protected. Except for extensive diking, people changed this environment to a lesser extent than other portions of the estuary. There is a substantial local and state investment in fisheries enhancement. The state operates a fish hatchery on the Klaskanine River and Clatsop County operates fish-rearing ponds on the South Fork of the Klaskanine River and a net pen site in Youngs Bay, as well as Tongue Point and Blind Slough.

Natural Resources

Forest Land

Ownership of the forest land has changed to a considerable degree during the past century. Heavy cutting and the depression brought much of the privately owned lands into County hands during the 1930s because of foreclosures. In 1973, the Oregon Board of Forestry formally dedicated 154,000 acres of forestland as the Clatsop State Forest. Another 200,000+ acres is owned and managed by private landowners, mostly large timber companies.

Originally purchased by the Crown Zellerbach Corporation, large tracts of timber were sold and resold over the decades, from Crown to Cavenham, to Hanson, to Willamette Industries, to Weyerhaeuser. The majority of the forest land in the planning area currently is in the ownership of L&C Tree Farms LLC, a foreign limited company of Lewis & Clark Timberlands GreenWood Resources, a global timberland investment and asset management company. L&C Tree Farms owns most of the timberland between the Clatsop Plains and the Lewis and Clark Valley. L&C Tree Farms also has vast holdings between the Lewis and Clark and the Youngs rivers. The Oregon State Forestry Department controls most of the timber land north of the Wallooskee River, while L&C Tree Farms has more acreage in the extreme eastern portion of the planning area.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

For information on Forest Lands see the Goal 4 and accompanying background materials.

Agricultural Land

There are areas of agricultural land in each of the three major river valleys in the planning area; the Lewis and Clark River agricultural land is found on both sides of the upper portions of the river, while in the lower portions, most of the agricultural land is on the east side of the river.

Most of the agricultural land in the Youngs River Valley is on the extreme left margin of the valley, with some additional land along the upper reaches of the stream. In the Wallooskee Valley, agricultural lands are limited due to the extensive areas in forest lands. There are, however, some agricultural lands along the northern side of the river.

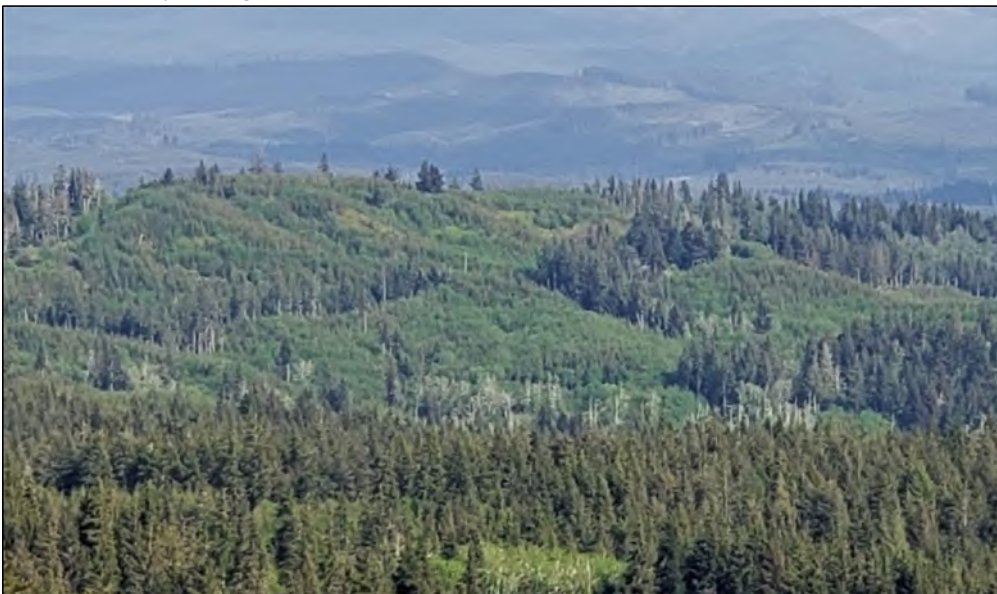
For more information on Agricultural Lands, see the Agricultural Lands Background Report and County-wide Element.

Water Resources

The streams within this planning area are an invaluable resource for the people in the region. These streams provide water for the residents of the area and water for irrigation and industry, as well as providing habitats for both fish and wildlife.

The three major streams in the planning area are the Lewis and Clark River, the Youngs River, and the Wallooskee River. These streams fluctuate considerably between January and August.

Timberlands in the Coast Range, April 2022.



LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

The Walluski Water District serves the area east of Youngs River, and the Willowdale Water District serves River Point, south to the Greenwood Cemetery and east to about a mile from the Wallooskee River Bridge. Other areas in the planning area are served by private wells and surface water.

Fish and Wildlife

Sensitive areas for fish in the Lewis and Clark, Youngs and Wallooskee River Valleys are rivers, streams, and estuaries. The Youngs, Lewis and Clark and Klaskanine rivers have been identified as [anadromous](#) fish spawning streams. Salmon and steelhead are anadromous fish, meaning they hatch in upland freshwater streams, migrate to sea to spend a major part of their life, and return to their freshwater upland stream to spawn a new generation of fish. Important to these streams is the maintenance of water quality and low turbidity levels. Fish hatcheries to augment the natural production of anadromous fish are located on the Klaskanine River and the South Fork Klaskanine River. Fish habitats in the Columbia River estuary have been addressed in the Shoreland Landscape Unit section.

Headwater areas are sensitive drainages that fish generally do not habituate, but where human activities can cause a direct impact on downstream water quality. The goal for these areas is to reduce erosion and turbidity. Headwater areas in the Lewis and Clark, Youngs, and Wallooskee River Valleys are located in areas planned for forest uses which thereby limits development. Strict adherence to the Forest Practices Act will help to maintain water quality in headwater areas.

Ruffed grouse, blue grouse, mountain quail, valley quail, and ring-necked pheasant are the most numerous and most hunted upland game birds in ODFW's Harvest Area 1, which includes Clatsop County. Maintaining a wide variety of vegetation is important, especially seed and fruit bearing plants. While they are a product of the forested areas, not a great deal is known about managing habitat to increase populations. None of the [upland](#) birds or animals within this planning area are considered endangered species at the present time.

With reference to big game, the Oregon Department of Fish and Wildlife classifies areas within the County as Major Big Game Range, Peripheral Big Game Range and Excluded Range. For a discussion of Big Game and other fish and wildlife resources, see the Open Space, Scenic and Historic Areas and Natural Resources, and Estuarine Resources and Coastal Shorelands Background Reports and County-wide Elements. Only about 17,000 acres of the Lewis & Clark, Olney-Wallooskee Planning Area's more than 95,000 acres, or about 18%, are excluded from Major and Peripheral Big Game Range.

Also see the Open Space, Scenic and Historic Areas and Natural Resources, and Estuarine Resources and Coastal Shorelands Background Reports and County-wide Elements for additional information and policies.

CRITICAL HAZARD AREAS

[Longtime](#) residents and property owners of the Lewis and Clark, Youngs and Walluski River Valleys are well aware of the rigors of their environment. It is commonly known that certain streams flood their banks at certain times of the year, that rivers and creeks eat away at their banks and [farmland](#), and that one does not build a home or barn on a steep slope [or low-lying area](#) without special precautions. It is

Commented [GH9]: Removal of pilings in Youngs Bay to improve boater safety. Need to determine most appropriate location and refine the language.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

not by chance that most houses and other structure in the Lewis and Clark Valley are situated on the alluvial terrace up above the flood prone areas, and where high water table can cause no damage.

Even when a river stays within its banks, hazards may lie beneath the surface. Old, unused pilings, some of which are broken below the waterline depending upon tides, constitute a hazard to boaters in Youngs Bay, especially recreational boaters who may not be familiar with the area. Removal of these pilings would improve boater safety.

Flood Hazards

An extensive diking system in the Youngs and Lewis and Clark River areas generally protects the low-lying coastal floodplain from high tides and storm surges, though overtopping of low and/or poorly maintained dikes does occur on occasion. The most common flooding problem is caused during stormy periods, when storm surges and high tides combine to close tidegates and cause runoff from heavy rains on the surrounding hills to be trapped behind the dikes.

The absence of cross dikes in many areas is also a matter of some concern. While breaking of a key dike is a remote possibility, such an occurrence in the Miles Crossing area could result in flooding of a large area of land, with portions developed for residential, commercial and industrial use.

Cross diking is expensive and time-consuming, usually spanning two or more years. Permits are necessary from the Oregon Department of State Lands and the US Army Corps of Engineers (Corps), and mitigation may be necessary for wetlands lost under a dike. New dikes must be certified by the Corps to qualify properties behind them for flood insurance.

Dike breaching for wetland restoration projects, many of which increase flood capacity in rural areas, also is expensive and time consuming. Breaching may be processed under a Corps process or through an Act of Congress. Examples of breaches which have improved flood capacity and restored habitat restoration include a cross dike and breach that restored wetland habitat for juvenile salmon and steelhead north of Fort Clatsop National Memorial (Otter Point, 2010-2016) and breaches for restoration activities along the Klaskanine (Fee/Simon, 2012-2014) and at the confluence of the Wallooskee and Youngs (Astoria Wetlands LLC/Cowlitz, 2015-2018) rivers.

Both processes require a geologic/dike design study by an engineer, which is then submitted to the Corps. The Corps evaluates the study, typically by doing its own study, an expense covered in the application fee. Due to the expense for the projects, applicants typically pursue funding from the Bonneville Power Administration, as was the case with the projects mentioned above.

Commented [GH10]: Update with DSL. Dan will say "NO". Creating new dikes or even removing existing dikes for restoration/mitigation is difficult.



Youngs River Valley, looking south

Diking Districts

Five diking districts protect 6,293 acres behind earthen berms that hold back Youngs Bay and the Lewis and Clark, Youngs, Klaskanine, and Wallooskee rivers and protect against flooding. Of the five, two are active: Jeffers Garden #5 and Brown #11. One is known to be inactive: Lewis & Clark #8. The statuses of the other two, Youngs River #9 and Walluski #13, are considered unknown.

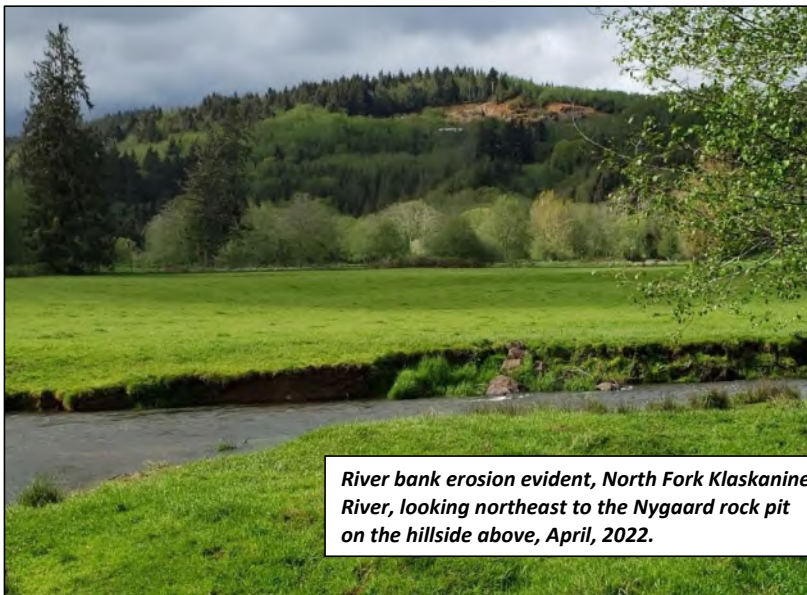
Lands behind the dikes mostly are used for farming and pastures, and the diking districts that are active levy taxes to maintain the dike structures. A number of homes and businesses, especially in the Miles Crossing and Jeffers Garden area, are within the Flood Hazard Overlay, which the dikes are meant to mitigate; however, a number of the structures have deteriorated and may no longer be able to provide protection in a catastrophic flood event. The Federal Emergency Management Administration (FEMA), in its Flood Insurance Study, Volume 1 of 2, of Clatsop County, Oregon, revised June 20, 2018, found dikes in all five districts are not high enough to completely prevent flooding. Extreme high water can overtop dikes during periods of heavy rain that coincide with very high tides, for example, and highwater levels in the bay and rivers may prevent drainage from diked areas. The condition of the dikes is ranked by the US Army Corps of Engineers. Flood hazard is covered more thoroughly in *Goal 7 Areas Subject to Natural Disasters and Hazards*.

Shoreline Erosion

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

In most of the planning area, the natural shoreline has been altered by diking, riprapping, or both. Shoreline erosion is a natural process, most evident where rivers bend. Diking of these areas means

constant upkeep to prevent eventual breaching. The upper portions of the Youngs River have the severest shoreline erosion problem, while large portions of the Lewis and Clark River and smaller portions of the North Fork and Klaskanine



River bank erosion evident, North Fork Klaskanine River, looking northeast to the Nygaard rock pit on the hillside above, April, 2022.

Rivers have moderate erosion problems.

High Groundwater/Compressible Soil

Areas of high groundwater (where the water table lies underground and is the level at which the soil and gravel are completely saturated with water, often seasonal due to rain or drought) are found extensively throughout the Lewis and Clark, Youngs, and Wallooskee River Valleys. High groundwater is usually associated with the alluvial lowland landscape unit, but can also be found on alluvial terrace formations with "perched" water tables. A high water table is especially common in low-lying areas, or areas where the soil is not well drained.

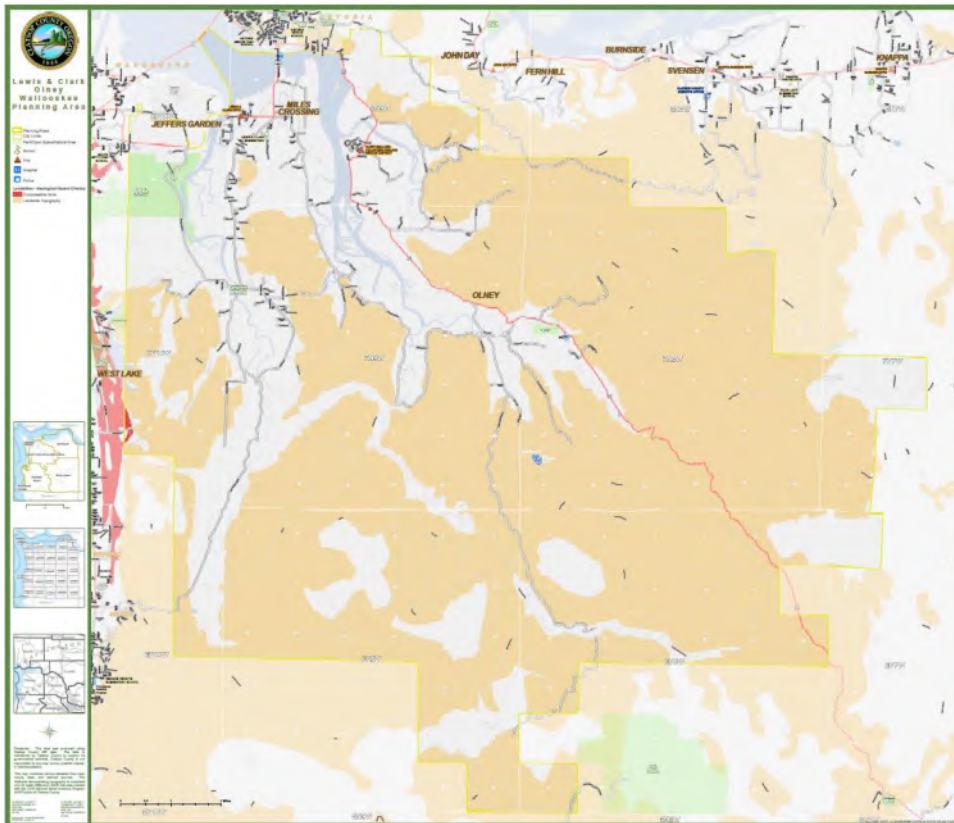
Mass Movement

Most of the land area in the Lewis & Clark, Olney-Wallooskee Planning area, especially the Lewis and Clark and Youngs River basins, is considered "landslide topography". This is land that does not show evidence of recent landslides, such as scarps of faces, but is rounded with irregular drainage patterns. The particular combinations of geology, soils, slope and rainfall that occur here are the main reasons for this hazard.

The various types of hazards within this planning area are shown on Map #2, while policies for hazards are contained in the County-wide Element of the Comprehensive Plan, Goal 7.

Lewis & Clark, Olney Wallooskee Geologic Hazard Area:

Mass Movement, Landslide Topography



CULTURAL

Housing

The total number of housing units, according to the 2020 Census, is 2,007, of which 122 units were considered vacant and 1,885 were considered occupied.

The 2019 Clatsop County Housing Strategies report, a joint project of Clatsop County and its five incorporated cities, reviewed the local housing conditions countywide and identified opportunities and challenges. The report is covered in far greater depth in Goal 10; however, several elements are worth calling out in regard to the Lewis & Clark, Olney-Walloskee Planning Area:

- Some of the supply of future residential land suffers from a variety of constraints related to natural features and hazards, infrastructure challenges, or other issues.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

- Strategies should focus on adding the right type of supply, meaning home-buying opportunities at affordable price points, and more multi-family rental housing.
- Adding “missing middle” housing types such as townhomes, cottage clusters, and medium-density housing can help to meeting the needs of first-time homebuyers. This housing, if not located in the most sought after beach locations, should be less attractive to second-home buyers.
- Non-residential uses of housing units should be discouraged and/or controlled to the extent possible.
- Much of the estimated 27% of “vacant” housing is not available to local residents, resulting in a much lower effective vacancy rate for homes at affordable prices. The disconnect stems from the fact that much of the housing supply in Clatsop County is used for vacation housing, not permanent residences. This situation is more acute in the beach side communities in the south of the county, which displaces pressure for housing to other areas of the county, such as the Lewis & Clark, Olney-Wallooskee Planning Area.
- There is a substantial supply of buildable residential land in the unincorporated portions of Clatsop County, including within several unincorporated communities where urban-level zoning and community water and sewer systems are in place. However, many of these areas lack a full set of commercial and other supportive services and the ability of local sewer and water systems to serve the amount of development allowed under existing zoning is not completely known. Furthermore, Oregon’s statewide land use planning system is focused on directing growth into urban areas.
- The capacity of local sewer and water districts to serve future development is not clearly known. Additional analysis and clear communication about realistic infrastructure capacity in these areas is needed to help inform assessments of residential development capacity in these areas.

Much of the housing stock in this planning area dates to the mid-20th Century, particularly those homes built in the floodplain in Jeffers Garden. Many of the newer homes are found intermixed in older neighborhoods, such as the Lyngstad Heights area above Lewis and Clark Road; Riverpoint, the planned development at the Old Navy Hospital on the west side of Hwy 202 near the County Fairgrounds; and the Walluski and Labiske areas on the east side of Hwy 202.

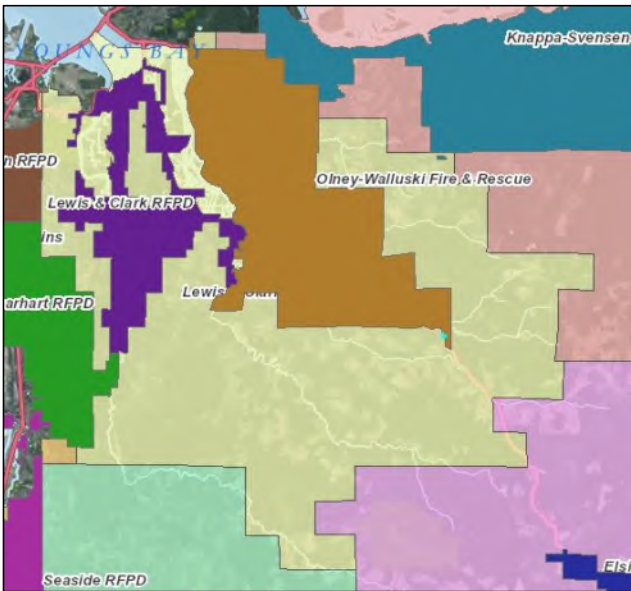
The buildable lands in the planning area are located primarily on the benchlands (thin strips of relatively flat land bounded by slopes). The floodplain lands overlap with areas of compressible soils, which are the subject to high water table and not adequate for traditional septic tank installations.

Public Facilities and Services

Some of the statistics concerning public facilities are updated in the Goal 11 Element of the Comprehensive Plan.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

Two fire districts serve the northly portions of the planning area. The Lewis & Clark Rural Fire Protection District serves the Miles Crossing/Jeffers Garden area and southward through the Youngs River and Lewis & Clark valleys.

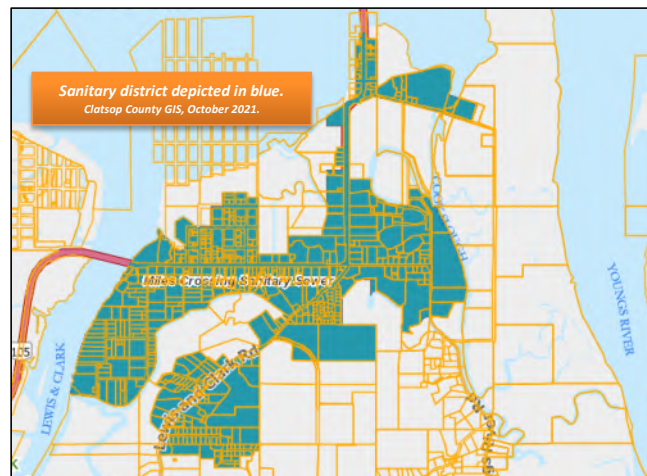


Olney-Walluski Fire and Rescue serves the areas to the east of Youngs River and surrounding Hwy 202, southward past Simmons Ridge Road. The timberlands to the south are under the protection of private forestland owners and the Oregon Department of Forestry.

There are two sewer systems in this planning area: one built for the Old Naval Hospital during World War II. The site is no longer being used for a hospital but the system is presently providing treatment for residential uses. In the past it provided treatment for manufacturing uses. Currently, the system serves the River Point subdivision, which was developed on the Old Naval Hospital site

beginning in the 1990s, and a multi-family complex of duplexes across the highway.

The second is Miles Crossing Sanitary Sewer District, which serves the Miles Crossing and Jeffers Garden area with sewer service to 424 meters. After the Board of Clatsop County Commissioners provided a seed money grant in 1999 to help the sanitary district get started, Clatsop County undertook Periodic Review in 2003 in part adopt to Comprehensive Plan text amendments to establish unincorporated



Rural Community Designations in areas of the county. Chief among the areas of concern was the Miles Crossing/Jeffers Garden area, where aging septic systems were failing.

The Miles Crossing Sanitary Sewer District's average growth is three services annually. The average daily use is 36k gallons a day; the district can handle an excess of 80k gallons a day easily, and the district's superintendent believes the district has ample capacity to grow. The district has identified

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

a challenge with inflow / intrusion in its service area. This is caused by the older homes and businesses in the area. Rainwater can get into the system from poor plumbing on the customer side and gutters / drains connected to the system. The district has implemented a telemetry system to monitor flows from each home to limit the amount of inflow / intrusion as much as possible. Roughly one-third of the district on the telemetry system at this time, and the district plans to expand this system.

Establishment of the Rural Community designation and sanitary district boundaries were critical to securing the new district's funding to develop and construct the sewer system and avoid declaration of a health hazard by the Oregon Department of Environmental Quality.

The alluvial lowlands form the floodplain have been used for raising livestock and grazing for many years. Most of the existing dikes were constructed prior to the 1940s. By far the largest land use of diked land is agriculture. There are 4 active diking districts and 2 inactive districts within this planning area. Many of the dikes are in serious states of disrepair and could possibly be breached during flood stages.

Water systems within this planning area include the Youngs River-Lewis and Clark Water District, which obtains its water from the north and south forks of Barney Creek, a tributary of Young River, above the Youngs River Falls on forty acres owned by the district. The district provides water to about 1,004 with some capacity to meet future housing needs. Currently the Youngs River-Lewis and Clark Water District is updating its Master Plan for new capacity numbers and working with a hydrologist on current supply and future needs for growth in the area. The district does not have a hard cut-off on services yet, but will have one with the new Master Plan. Average growth is roughly 10 new service annually.

Also, within the planning area are the Walluski Water District, formerly the Olney-Wallooskee Water Association, with water provided by the City of Astoria, and Willowdale Water, serving the Riverpoint subdivision and surrounding area.

The Astoria School District serves the Lewis and Clark and Olney and Wallooskee areas. Redistricting and budget shortfalls in the 1990s consolidated the original two school districts within the planning area, Olney and Lewis and Clark, with the larger Astoria District. Lewis and Clark School joined the Astoria School District in 2000 and currently serves grades 3 through 5. The Olney School continued to operate until 2002, when it closed permanently.

Fire protection is provided by Lewis and Clark Rural Fire protection District in the area between Youngs and Lewis and Clark Rivers. The area to the east of Youngs River is served by Olney-Walluski Fire and Rescue. To the south of these districts' protection areas, where the landscape is industrial forest, fire protection is not residential in nature and is provided by the Oregon Department of Forestry and the private timberland owners.

Transportation

The automobile and truck are the predominant means of moving people and farm goods within this planning area. Logs are transported by truck and by log rafts. All four of the major roads (Highway 202, Youngs River Road, Lewis and Clark Road, and Fort Clatsop Road) follow along the river valleys. Although narrow and winding, none of these roads are at capacity. They are typical of local roads in the County with little or no seasonal variation in usage. Highway 202, which carries high numbers of log and rock

Commented [GH11]: 2 – Jeffers Gardens; 1-Youngs River; 1-intersection after the bridge. Districts in Jeffers Gardens are in good shape. Dike by the boatyard is not in good shape. FEMA requirements for dikes are nearly impossible to meet.

Commented [GH12]: PW should have traffic counts for County roads. ODOT should have capacity info for HWY 202. Variations aren't necessarily seasonal.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

trucks year-round in all weather conditions, has been criticized for its condition, which includes sunken grades and stretches of poor pavement.

Selected Daily Traffic Counts, 1996 – 2021, Oregon Department of Transportation and Clatsop County Public Works



| | 2021 | 2020 | 2019 | 2018 | 2017 | 2016 | 2015 | 2014 | 2013 | 2012 | 2011 | 2010 | 2009 | 2008 | 2007 | 2006 | 2005 | 2004 | 2003 | 2002 | 2001 | 2000 | 1999 | 1998 | 1997 | 1996 |
|---|-------|-------|------|------|------|------|------|------|-------|-------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|-------|
| Lewis & Clark Road (Green Star) | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Mileposts 3.6 and 3.85, vicinity of Maewan Bridge over Johnson Slough | 3,441 | 3,066 | | | 473 | | | | 1,204 | 1,000 | | 630 | | | | | | | | | | | | | | 1,803 |
| Youngs River (Blue Star) | | | | | | | 575 | | 680 | | | | 545 | | | | 503 | 479 | | 519 | | 420 | | | | |
| Mileposts 3.77, 3.80 and 3.86, vicinity of Tucker Creek Bridge | | | | | | | | | | | | | | | | | | | | | | | | | | |
| HIGHWAY 202 (NEHALEM HIGHWAY NO. 192) (Red Star) | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 0.2 miles west of Norland McCoy Road | 632 | 680 | 680 | 410 | 430 | 400 | 550 | 530 | 510 | 340 | 360 | 530 | 500 | 520 | 510 | 460 | 470 | 470 | 480 | 470 | 160 | 490 | 480 | 480 | 480 | 500 |

Note on data gaps: County traffic counts are not taken at all points every year. Where multiple counts are taken in a single year, the highest count is used. Lewis & Clark and Youngs River Roads have multiple counters at frequent intervals, but not in the same place every year.

The Port of Astoria-owned Warrenton-Astoria Regional Airport is located in Warrenton, providing commercial, private and Coast Guard air service from a 45-acre site that includes a 26-acreslight industrial park. The airport is FAA-classified as Non-Primary Regional General Aviation, with Class E non-towered, controlled airspace and two operational runways. The Port of Astoria’s Strategic Business Plan Update 2019-2024 identifies finding additional funding resources to match FAA grant funding as a primary objective. An ongoing objective is improving the airport as a regional transportation asset, supporting USCG Station Sector Columbia River, and marketing industrial properties. The Port has identified nearly \$4 million in general improvements for the five-year plan.

CONSERVATION FOREST LANDS AND CONSERVATION OTHER RESOURCES. Conservation areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or because of their unsuitability for development (e.g. hazard areas should be designated for nonconsumptive uses). Nonconsumptive uses are those which can utilize resources on a sustained yield basis while minimally reducing opportunities for other future uses of the area’s resources.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

CONSERVATION FOREST LANDS. Forest Lands are those lands that are to be retained for the production of wood fiber and other forest uses.

CONSERVATION OTHER RESOURCES. Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state and local parks. Other areas designated CONSERVATION OTHER RESOURCES include lands for low intensity uses which do not disrupt the resource and recreational value of the land.

Predominantly all the lands in this planning area are designated as CONSERVATION FOREST LANDS and will be placed on one of the forest zones developed by the County. State and County parks and Youngs River Falls have been designated CONSERVATION OTHER RESOURCES.

Predominant Uses:

1. Forestry/forest processing. (See Forest Lands Background Report and County-wide Element.)
2. Small woodlots. (See Forest Lands Background Report and County-wide Element.)
3. Parks/recreational uses. (See Open Space, Scenic and Historic Areas and Natural Resources, Recreational Needs and Estuarine Resources and Coastal Shorelands Background Reports and County-wide Elements).
4. Community watersheds. (See Open Space, Scenic and Historic areas and Natural Resources, Recreational Needs and Estuarine Resources and Coastal Shorelands Background Reports and County-wide Elements).

Objectives:

1. To Conserve the protected natural, scenic, historic, and cultural resources.
2. To develop for low intensity uses which do not substantially degrade the existing character or interrupt the flow of natural resource use or recreational benefits.
3. To protect life and property in hazardous areas.

Open Space, Recreation and Preservation

The following discussion and policies are in addition to those found in the Open Space, Scenic and Historic areas and Natural Resources and Recreational Needs Elements. Any site inventories in this section that are in addition to those inventoried in the Open Space and Recreational Needs Elements are local desires and are not to be construed as additional Goal site requirements.

Open Space exists through a wide variety of different land uses as shown by the following categories:

| <u>Categories</u> | <u>Examples</u> |
|-------------------|---|
| Resource lands | Forest lands |
| Recreation | Sigfridson Farm County Park, Clatsop County Fairgrounds |
| Scenic/Buffer | Open space with subdivision |
| Preservation | Lewis and Clark National Historical Park/Fort Clatsop National Monument Park, or Youngs River Falls |

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

The Lewis & Clark, Olney Wallooskee Planning Area map of Open Space, Parks and Recreation on page 21 shows the location of the various types of open space within the planning area. The most dominant form of open space is the extensive areas of farm and forest lands.

Recreation

Recreation facilities are provided at the Sigfridson Farm County Park located along the Klaskanine River.

The Fort-to-Sea Trail, a six mile trail which begins at Lewis and Clark National Historical Park/Fort Clatsop National Memorial, traverses the lower foothills to the Clatsop Plains to meet the Columbia River-to-Oswald West section of the Oregon Coast Trail and is considered fairly accessible to most hiking and walking abilities. Other hiking trails take off from Fort Clatsop as well, including the Kwis Kwis Loop and South Slough Trail. The nearby Netul Landing area includes trails, a launch area for canoes and kayaks, and picnicking area. Another trail connects the Netul Landing and Fort Clatsop.

A small portion of the Saddle Mountain Trail, which takes off from Hwy 26, passes through the Lewis & Clark Olney-Wallooskee Planning Area on its way to the Saddle Mountain State Natural Area. The five-mile roundtrip has an elevation change of 1,635 feet and is considered challenging. It is open seasonally and includes 10 primitive, walk-in tent sites.



Sigfridson County Park, off Hwy 202, offers fishing and open green space for day use.

Commented [GH13]: Include a map or photo.

The Plan recognizes the importance of providing public access to the vast rivers, tributaries, and sloughs. However, these access points should be limited because of the area's natural environment for wildlife, the desire to protect areas from overuse and potential damage, and in consideration of the rural nature of the area.

Preservation

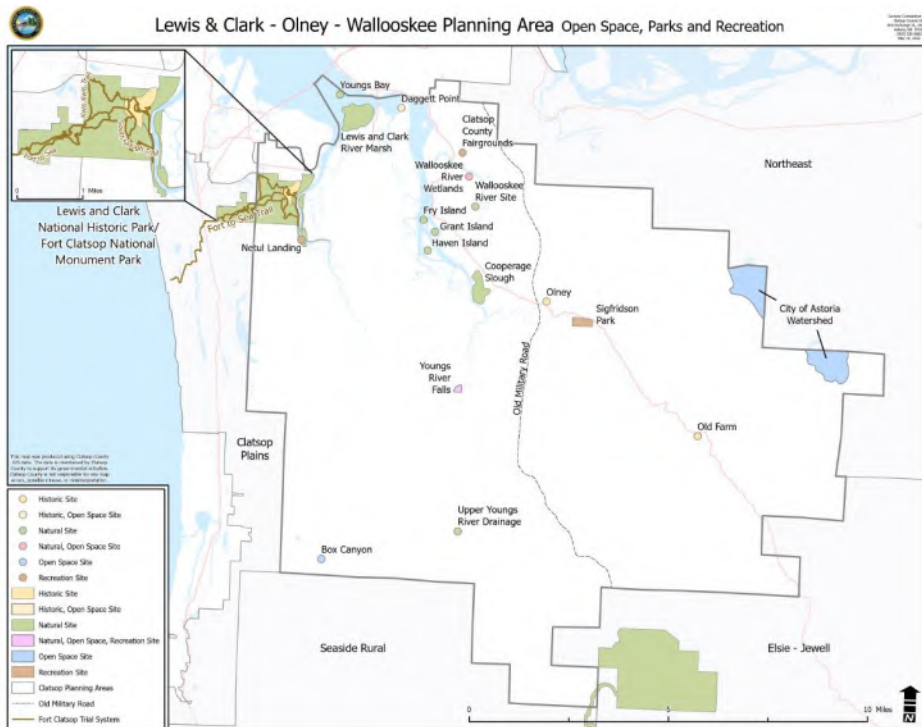
Within this planning area, the only actual historical site is the Lewis and Clark National Historical Park/Fort Clatsop. However, other aspects of preservation are found in the various Natural areas which play a crucial role in the rapidly changing landscape. Most important, perhaps, is that they serve as bench marks for assessing the extent of human impact upon diverse land, lakes, rivers, estuary and coastal environments.

Natural areas are important to the community as a whole, for they offer a unique aesthetic and educational experience, i.e. the opportunity to view, study and explore the array of natural elements witnessed by the early explorers of our region. They serve as the natural heritage to be passed in be future generations. Cooperage Slough, Russian Point, a large portion of Youngs Bay, Haven Island, Grant Island, Fry Island, and the tide flats in the Youngs River have been designated NATURAL.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

Predominant Uses:

1. Open Space.
2. Scientific study.
3. Low intensity recreation (trails, nature observation).
4. Wildlife habitat.



Coast Range Foothills

Coast Range foothills are low subsidiary hills on the edges of the Coast Range uplands. They range in elevation from 50 to 500 feet/are generally composed of sedimentary rock and tend to have round tops. The area between the Clatsop Plains and the Lewis and Clark Valley; the area between the Lewis and Clark and Youngs River Valleys north of Lone Ridge; and the area north of the Walluski River Valley are all considered part of the Coast Range foothills landscape unit.

Basaltic Highlands

Generally, basaltic highlands are over 1,200 feet in elevation, although outcrops of basalt are also exposed at lower elevations. Basaltic highlands are located in two regions of the planning area. A narrow basaltic intrusive (volcanic rock formed underground) rock outcropping forms a half moon shape between the Lewis and Clark River and Youngs River in the center of the planning area. Lone Ridge is located in this basaltic area and to the east it crosses Youngs River forming Youngs River Falls. In the

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

southern section of the planning area, basaltic highlands lie to the east of the Lewis and Clark Valley and are surrounded by sedimentary rock.

Although basaltic highlands are generally free of landslides and other geologic hazards, their isolation, slope and elevation make them generally unsuitable for most developed activity. They are an important area of timber production in the County, as well as constituting a potential mineral resource area in terms of quarry rock. Many of these areas are accessible by primitive roads through unstable geologic formations, and the roads themselves could experience considerable sliding and slumping if heavy use were permitted.

Alluvial Terrace

There are large areas of alluvial lowlands in the river valley of Lewis and Clark, Youngs, and Wallooskee, and Little Wallooskee Rivers which are predominantly being used for pasture lands. Generally, the soils in this landscape unit are very poorly drained and are very acidic. A variety of plants and abundant wildlife (especially big game) can be found within this landscape unit.

Alluvial terraces are relatively flat or gently sloping topographic surfaces which mark former valley floor levels. They are generally the more suitable landscape unit for development. Stream downcutting has caused the terraces to be higher than the present valley floor. Upstream alluvial terrace deposits consist of gravel and sand; downstream are deposits of sand, silt and clay.

Alluvial terraces are located throughout the Lewis and Clark Valley, along the Youngs River, its tributary the Klaskanine River, and the Walluski River. Highway 202 also lies mostly on an alluvial terrace. The soils of the alluvial terraces are moderately well drained, containing few restrictions on uses.

Alluvial lowlands are plains occupying valley floors which result from the deposition of clay, silt, sand and gravel by water. Within the alluvial lowland landscape unit are fresh and salt water floodplains, protected floodplains, diked lands, fill and tidal shore plains.

Natural

A NATURAL area is defined as land and/or water units in which natural processes exist relatively undisturbed or can be restored to a nearly natural state. Natural areas include:

- A. Native terrestrial, freshwater or marine ecosystems, e.g. a salt marsh or stand of old growth forest.
- B. Areas containing significant biological, geological, hydrological, paleontological, archeological or scenic features; e.g. a single fossil bed or waterfall.
- C. Areas particularly valuable for plants and wildlife:
 1. as habitat for rare, endangered, peripheral, endemic or otherwise unique species;
 2. as exceptionally productive or diverse habitat;
 3. as vanishing habitat;
 4. as habitat crucial to a state on a species' lifestyle, e.g. spawning grounds, or wetlands along flyways.

Objective:

- A. To preserve, restore and protect these areas for scientific, research and educational needs and for the resource and ecosystem support values and functions they provide.

Community Development

In the discussion of the planning process, a brief explanation was given on the Classification System (DEVELOPMENT, RURAL LANDS, RURAL AGRICULTURAL LANDS, CONSERVATION FOREST LANDS, CONSERVATION OTHER RESOURCES and NATURAL) to be used on the Comprehensive Plan Map. This section of the Plan goes into greater detail in describing the designations, their objectives and policies pertaining to the designations. The designations are shown on the Comprehensive Plan Map, page 24.

DEVELOPMENT

Areas designated DEVELOPMENT are areas with a combination of physical, biological, and social/economic characteristics which make them necessary and suitable for residential, commercial, or industrial development and includes those which can be adequately served by existing or planned urban services and facilities.

Areas within Urban Growth Boundaries, Rural Communities and Rural Service Areas are included in this designation. Lands within an Urban Growth Boundary are those determined to be necessary and suitable for future urban growth. These lands can be served by urban services and facilities, and are needed for the expansion of an urban area. The Urban Growth Boundaries are based upon the cities' population projections and needs for residential, commercial and industrial lands.

The Astoria Urban Growth Boundary in this planning area encompasses the land south of the City along Youngs Bay. The City at one time had proposed the Miles Crossing/Jeffers Garden area as part of its Urban Growth Boundary. However, in 2004, the Miles Crossing/Jeffers Garden area was the subject of goal exceptions and rezoning approvals by the Board of Clatsop County Commissioners, designating it a "rural community" and permitting the organization of the Miles Crossing Sanitary Sewer District and adoption of the district's boundaries. The County has zoned the pasture lands north and west of Old U.S. 101 as Exclusive Farm Use.

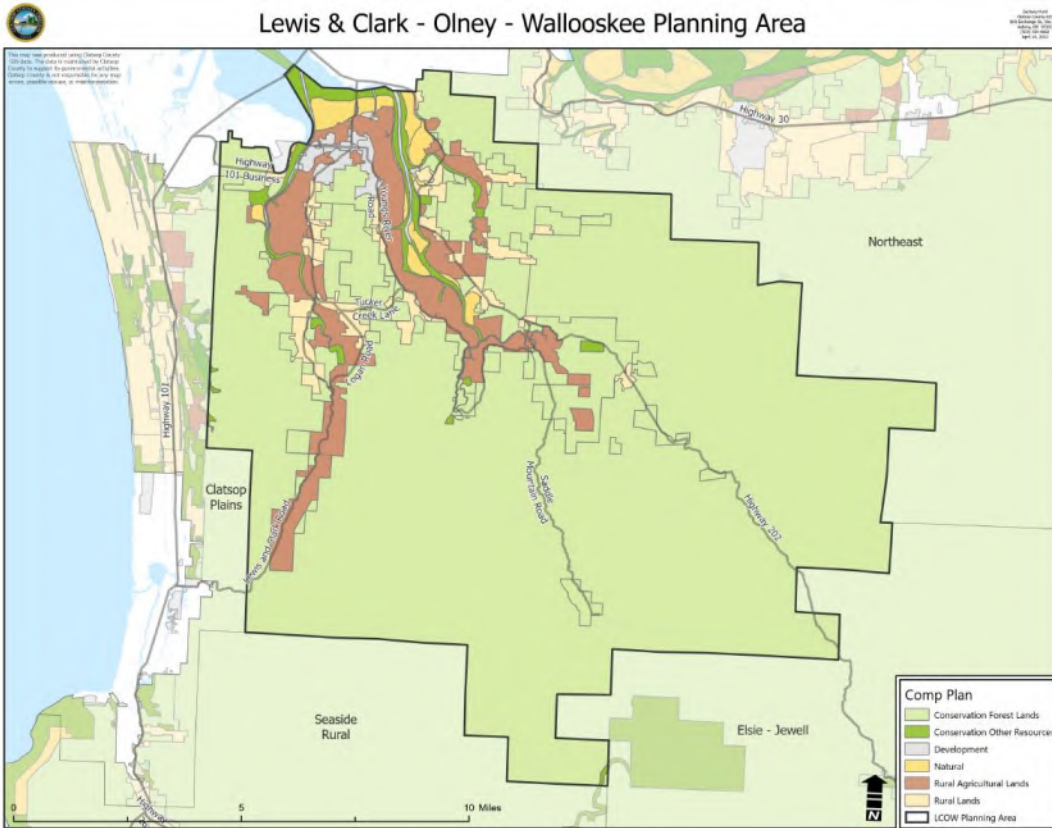
Rural Communities and Rural Service Areas are unincorporated areas located some distance away from a city which contains residential densities similar to those found in cities. The size of these areas is based upon many factors, some of which are population projections, capacity of public facilities, and proximity to a city. The Old Navy Hospital, now a 75-lot subdivision known as Riverpoint, and adjoining property are designated as a Rural Service Area due to the presence of sewers, water and roads. Despite its current use as a residential subdivision, the Old Navy Hospital remains zoned Light Industrial; however, an overlay zone designation of Planned Development allows for the mixture of uses.

Rural Lands

RURAL LANDS. Rural Lands are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. Rural Lands includes lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

Rural lands are those which, due to the value for agriculture, low density residential uses, high recreational uses, and non-renewable mineral and non-mineral resources uses should be protected from conversion to more intensive uses, rural subdivisions, major and minor partitions, and other uses served by few public services which satisfy a need that cannot be accommodated in the urbanizable areas are also likely to occur within this designation. Ordinance 03-11, adopted by the Board of County

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN



Commissioners October 24, 2003, in accordance with OAR 660-004-0040 that went into effect on October 4, 2000, changed the Rural Lands minimum lot size to two acres, effectively eliminating the RA-1 Zone in all but name. Smaller parcels that were legally existing at the time of the adoption of Ordinance 03-11 are considered legally buildable lots.

Most rural lands designations in this Plan area contain old town plats and fragmented land ownership. These areas may require vacation and replatting or utilization of a Planned Development to protect the natural resources of the area.

RURAL AGRICULTURAL. Agricultural lands are those lands that area to be reserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.

In land use changes involving a change from Conservation-Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Goals, Objectives, and Policies

Shorelands Policies

The following policy is in addition to those found in the Estuarine Resources and Coastal Shorelands Element.

A. When planned developments and subdivisions adjacent to shorelands are proposed, preference for reserving the shoreland area as open space as a condition for development shall be encouraged.

For additional information including mitigation and dredged material disposal, policies, and mapping for these areas, see the Columbia River Estuary section of the Estuarine Resources and Coastal Shorelands Background Report and County-wide Element.

Subarea Estuary Policies

A. Dredging activities are regulated by the US Army Corps of Engineers. Applications require Coastal Zone consistency with the county's Comprehensive Plan and zoning ordinance, and Clatsop County responds to all land use compatibility statement requests submitted as part of Joint Applications to and by the Corps and the Oregon Department of State Lands. Based on the foregoing: Dredging of shallow biologically productive areas adjacent to dikes as a source of material for dike maintenance shall be allowed upon a demonstration that:

1. Alternative sources of material are not available; and
2. The dredging method selected will not leave potholes where juvenile salmon and other fish might be stranded at low water; and
3. Other disruption of tidal flats and tidal marshes is minimized; and
4. Appropriate approvals are obtained from state and federal agencies.

B. Minor dredging shall be permitted in all areas where necessary to open drainage channels from the tide boxes out to deeper water to assure efficient operation of the drainage system upon a demonstration that:

1. The dredging method selected will not leave potholes where juvenile salmon and other fish might be stranded at low water; and
2. Other disruption of tidal flats and tidal marshes is minimized; and
3. Appropriate approvals are obtained from state and federal agencies.

C. To protect present investments and the future potential of the fisheries resources of the Youngs River, new development in the area shall be carried out so as to preserve water quality, biological productivity, and other factors which contribute to fisheries production.

1. The dredging method selected will not leave potholes where juvenile salmon and other fish might be stranded at low water; and
2. Other disruption of tidal flats and tidal marshes is minimized; and
3. Appropriate approvals are obtained from state and federal agencies.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

Alluvial Lowlands Policy

Alluvial Lowlands Policy

- A. Low density activities such as agriculture shall be the preferred uses in the alluvial lowlands.

Alluvial Terraces Policy

- A. Development on this landscape unit should be encouraged to take place nearest to presently urbanized areas, in order to utilize public services most efficiently. Where subdividing and partitioning are possible, cluster development shall be encouraged as a means to maintain open spaces values.

Coast Range Foothills Policy

Coast Range Foothills Policy

- A. The predominant land use of this landscape unit should be forestry and acreage home sites. This is due to the generally poor foundation characteristics and of severe septic tank limitations of soils in this landscape unit. Low density housing shall be a preferred use in Rural Lands-zoned areas, such as RA-1, RA-2, and RA-5, where **septic** limitations and geologic hazards can be mitigated.

Basaltic Highlands Policy

- A. Basaltic highlands should be designated as a resource unit, and uses other than woodlands, wildlife habitats, recreation, natural and mineral resources shall be discouraged.

Fish and Wildlife Policies

Fish and Wildlife Policies

- A. Clatsop County will cooperate with governmental agencies to conserve and protect identified fish and wildlife habitat, including notifying appropriate agencies of applications that may affect fish and wildlife habitat and working on land use compatibility statements for Department of State Lands and/or US Army Corps of Engineers projects.

- B. Public and private land ownership preserves many habitat areas. There is limited regulatory power to assure that more living communities and animal species do not become rare and endangered in the future. Therefore, new development should be designed and constructed so as to:

1. Maintain wherever possible a natural, vegetative buffer strip along wetlands and streams;
2. Minimize the alteration of land and vegetation; and
3. Preserve open space, including agricultural and forest lands.
4. The County shall revise stream and riparian setback language to align with the Oregon Forest Practice Act (FPA) as defined in OAR 629-635-0310.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

C. Habitats of all species indicated as endangered, threatened or vulnerable shall be preserved. Nesting sites of endangered bird species shall be protected and buffered from conflicting uses.

D. Wildlife refuges:

Existing wildlife refuges which are owned/leased and managed by the Oregon Department of Fish and Wildlife (ODFW) or by the United States Fish and Wildlife Service (USFWS) shall be designated Conservation-Other Resource and zoned Open Space, Parks and Recreation (OPR).

Proposed wildlife management areas which are managed and either owned or leased by the Oregon Department of Fish and Wildlife (ODFW) located in areas designated Conservation Forest or in other lowland areas under any plan designation shall be reviewed by the County for compliance with the approval standards listed below. Such hearings shall be conducted according to a Type II procedure with public notice, which the Community Development Director may elevate to a Type IIa review that requires a public hearing at the Director's discretion, to be held at a time and place convenient to residents of the affected planning area. ODFW shall provide an evaluation of the economic, social, environmental and energy consequences of the proposal and information sufficient to support findings with respect to the following approval criteria:

1. Identification of the need for the proposed new wildlife management area. "Need" means specific problems or conflicts that will be resolved or specific ODFW objectives that will be achieved by establishing the proposed area.
2. Alternative lands and management actions available to the ODFW, and an analysis of why those alternatives or management actions will not resolve identified problems or achieve objectives.

Community Development

Housing Policies

- A. Subdivisions and planned developments shall be located only where community water, fire protection, and septic capacity are available.
- B. Explore whether density transfer regulations that could be applied to the Miles Crossing / Jeffers Gardens area.
- C. Explore cottage cluster housing as a way to possibly provide additional affordable housing.
- D. Land zoned for higher density, such as multi-family residential, shall not be developed at lower densities.
- E. Consideration shall be given to revising development standards to facilitate "middle housing" in all types of residential zones.
- F. Explore strategies to create incentives attractive to developers of affordable and workforce housing.
- G. Consider strategies to limit short term rental uses in residential zones.
- H. Strategies in the rural area and rural communities such as Miles Crossing and Jeffers Gardens and in locations with sanitary sewer should include:
 1. Ensuring land zoned for higher density is not developed at lower densities
 2. Further assessing infrastructure issues
 3. Adopting supportive and inclusive comprehensive plan policies

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

4. Considering existing development patterns and revising standards to facilitate “middle housing” in all types of residential zones
 5. Incentivizing affordable and workforce housing
 6. Limiting short term rental uses in residential zones
- I. The capacity of local sewer and water districts to serve future development is not clearly known. Additional analysis and clear communication about realistic infrastructure capacity is needed to help inform assessments of residential development capacity in these areas.

Public Facilities Recommended Action

- A. The Water Districts are encouraged to insure there is adequate water to meet future needs.
- B. Identify what services and/or infrastructure improvements are currently missing in this area and begin to plan for those projects.

Rural Service Area Policies

- A. The minimum building site for residential use in the Rural Service Area shall be 7,500 square feet in sewerred areas and 15,000 square feet in unsewerred areas.
- B. Changes in the Rural Service Area boundary shall be done only after the following factors are considered:
 1. The importance of an orderly and economic provision for public facilities and services;
 2. The desirability for maximum efficiency of land uses within and on the fringe of the existing developed areas;
 3. The environmental, energy, economic and social consequences.

Rural Lands Policies

- A. RURAL residential lot sizes shall be based upon the public facilities available, compatible with surrounding uses, and land carrying capacity. Areas within a fire protection district and community water system should be zoned with a minimum lot size of ~~two one (2) acres~~, except lands within the Coastal Residential Zone for which Goal 3 and 4 exceptions have been taken may be ~~with the remaining RURAL areas zoned for a minimum lot size of 20,000 square feet. two (2) acres.~~ Smaller parcels legally existing at the time of adoption of this Plan that are determined to meet the requirements of a lot of record determination procedure are permitted as substandard but legal, non-conforming units of land, the specifics of which are handled in the Zoning Code.
- B. New commercial zones shall only be considered if of a neighborhood type or if concentrated in and adjacent to existing well-established business areas, in order to increase the patronage of these areas and to avoid dispersal of new commercial activities.
- C. Neighborhood commercial zones allowing for such uses as a gas station or small grocery store are needed in those areas remote from existing commercial areas.
- D. When considering new commercial areas or expansion of existing commercially zoned land the following standards shall be used:
 1. Adequate off-street parking shall be provided to prevent traffic congestion resulting from on-street parking.
 2. A buffer and screen shall be provided between commercial and residential uses.

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN

3. Signs shall conform to the requirements of the zoning code.
4. Review by State and County road officials for safe access including adequate site distance.

Rural Agricultural Land Policies

See Agricultural Lands Background Report and County-wide Element.

Conservation Forest Lands and Conservation Other Resources Policies

In land use changes involving a change from Conservation-Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations, an exception to the Agricultural Lands or Forest Lands Goals shall be taken.

Conservation Forest Lands Policy

1. Forest Lands shall be designated Conservation Forest in the County's Comprehensive Plan. When considering a zone change to a forest zone, the Planning Commission or other reviewing body shall review the proposal against the acreage, management, and other approval criteria in County-wide Forest Lands Policies.

Conservation Other Resources Policy

- A. The County shall encourage the identification, conservation, and protection of watersheds, fish and wildlife habitats, and areas of historical, cultural, and/or scientific importance. Forestry, recreational, and associated activities may be reviewed and restricted when such activities are found to be in conflict with the conservation and protection of such areas. Where the Forest Practices Act (FPA) applies, the FPA shall regulate the activities that may be reviewed or restricted.

Natural Lands Policy

Policy:

- A. Recognizing that wetland inventories are not always accurate, in part because conditions on the ground change over time, the County shall digitize Department of State Lands-approved wetland delineations and update the county's wetlands layer on WebMaps to reflect ground-truthed conditions.
- B. The County shall work with the Department of State Lands to refine procedures and policies to facilitate development on properties in Clatsop County that contain potential wetlands.



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

TO: Clatsop County Planning Commission Members

FROM: Gail Henrikson, Community Development Director

DATE: June 14, 2022

RE: NORTHEAST COMMUNITY PLAN

BACKGROUND

The Northeast Citizen Advisory Committee (NECAC) met from August -December 2021 to review existing policies in the Northeast Community Plan and to identify new issues and policies to be included in that community plan.

The Northeast planning area includes all of the area along U. S. Highway 30 from the east County line to the eastern edge of the Astoria Urban Growth Boundary (UGB). The southern boundary generally follows the drainage patterns of the coastal hills and valleys. There are no incorporated cities in the planning area, but it does contain the unincorporated communities of Westport, Knappa, and Svensen. In 2003, those communities were designated as Rural Communities and new zoning districts were developed and applied to those areas (Ordinance 03-10).

The Northeast Community Plan is part of the County's adopted comprehensive plan. It contains policies specific to the Northeast region, such as those that prioritize erosion prevention, protection of steep slopes, existing drainage patterns and natural and scenic resources, and public safety.

The original Northeast Community Plain was adopted on December 24, 1979 (Ordinance 79-14). The Northeast Community Plan, along with the community plans for each of the other five planning areas in Clatsop County is broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Northeast Community Plan has been amended several times:

- **Ordinance 80-08:** Changing an area of Brownsmead from the Rural designation to Rural Exclusive Farm Use
- **Ordinance 80-12:** Amendments to address existing and future use at the Wauna Mill site
- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)
- **Ordinance 03-10:** Designating Knappa, Svensen and Westport as Rural Communities

NORTHEAST COMMUNITY PLAN 2040

The work completed by the NECAC entailed a review of the existing goals, policies and objectives contained within the current community plan. The narrative of the plan was rewritten to include

updated information on housing, recreation, and historical sites with a corresponding assessment of current conditions. The updated plan also identifies future trends likely to affect the Northeast planning area over the next 20 years. Relevant policies from the current plan are also incorporated into Draft 05.

Many of the future trends identified by the NECAC are the same as those raised in 1979 when the original community plan was drafted. These trends include:

- Housing
- Preservation of resource lands
- Water and the carrying capacity of the land
- Wildlife habitat

The goals, objectives and policies have been drafted to balance the sometimes conflicting goals of natural resource protection, including farm and forest lands, and the ongoing desirability of this area for residential development.

ACTION ITEMS:

1) Review the Northeast Community Plan – Draft 05.

- Identify any questions you have regarding Draft 05 of the community plan
- Provide a recommendation to the Board of Commissioners, including any recommended amendments, on Draft 05 of the community plan.

2) Prepare a recommendation for the Board of Commissioners:

- **Suggested Motion:** *I recommend the Board of Commissioners adopt the Northeast Community Plan, Draft 05, as submitted by staff. (if there are no amendments)*
- **Suggested Motion:** *I recommend the Board of Commissioners adopt the Northeast Community Plan, Draft 05, as amended. (if there are amendments)*

ATTACHED MATERIALS:

- Northeast Community Plan – Draft 05

ADDITIONAL MATERIALS:

- [Ordinance 79-14 \(Original Northeast Community Plan\)](#)
- [Ordinance 80-08](#)
- [Ordinance 80-12](#)
- [Ordinance 83-17 \(Part 1\)](#)
- [Ordinance 83-17 \(Part 2\)](#)
- [Ordinance 83-17 \(Part 3\)](#)
- [Ordinance 03-10](#)

NORTHEAST COMMUNITY PLAN



ORDINANCE 22-10
ADOPTED JULY 27, 2022

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05
ACKNOWLEDGMENTS

BOARD OF CLATSOP COUNTY COMMISSIONERS

- Mark Kujala, Chair (District 1)
- Lianne Thompson, Vice-Chair (District 5)
- John Toyooka (District 2)
- Pamela Wev (District 3)
- Courtney Bangs (District 4)

NORTHEAST CITIZEN ADVISORY COMMITTEE

- Jennifer Rasmussen, Chair
- Tallie Spiller, Vice-Chair
- Kelly Huckestein
- Cheryl Johnson
- Dirk Rohne

CLATSOP COUNTY PLANNING COMMISSION

- Nadia Gardner, Chair
- John Orr, Vice-Chair
- Christopher Farrar
- Cary Johnson
- Jason Kraushaar
- Clarke W. Powers
- Lam Quang

COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Joanna Lyons-Antley, County Counsel
- Patty Jo Angelini, Public Affairs Officer

LAND USE PLANNING STAFF

- Julia Decker, Planning Manager
- Ian Sisson, Senior Planner
- Jason Pollack, Planner
- David Cook, Planner
- Victoria Sage, Planner
- Clancie Adams, Permit Technician
- Gail Henrikson, Community Development Director



Table of Contents

| | |
|--|-----------|
| INTRODUCTION | 1 |
| LANDSCAPE UNITS | 1 |
| Alluvial Lowlands..... | 4 |
| Alluvial Terraces | 4 |
| Coast Range Foothills..... | 4 |
| Estuary Wetlands, Coastal Shorelands and Water Bodies..... | 5 |
| Sedimentary Uplands..... | 11 |
| Basaltic Highlands | 12 |
| NATURAL HAZARD AREAS | 12 |
| Mass Movement | 12 |
| Streambank Erosion | 12 |
| High Groundwater | 12 |
| NATURAL RESOURCES | 15 |
| Surface and Groundwater Quality | 15 |
| Agriculture and Forestry | 17 |
| CULTURAL..... | 17 |
| Housing | 17 |
| Recreation | 18 |
| Open Space, Scenic and Historic Areas..... | 19 |
| Fish and Wildlife..... | 24 |
| Transportation | 26 |
| Public Facilities..... | 27 |
| COMMUNITY DEVELOPMENT | 32 |

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Development..... 34

Rural Lands..... 35

Rural Agricultural Lands..... 35

Forest Lands..... 35

Conservation Other Resources..... 35

Natural..... 36

GOALS, OBJECTIVES AND POLICIES..... 38

Index to Figures and Maps

FIGURE 1: Profiles of the Landscape Units.....2

FIGURE 2: Northeast Planning Area – Water Districts.....29

MAP 1: Generalized Landscape Units.....3

MAP 2: Special Flood Hazard Areas.....13

MAP 3: Geologic Hazards Areas.....14

MAP 4: Open Space, Parks, and Recreation.....20

TABLE 1: Big Creek Stream Flow and Net Water Availability.....15

TABLE 2: Gnat Creek Stream Flow and Net Water Availability.....16

TABLE 3: U.S. Highway 30 Traffic Volumes (2018-July 9, 2021).....26

TABLE 4: Northeast Planning Area – Drinking Water Systems.....27

TABLE 5: Northeast Planning Area – School Systems.....31

INTRODUCTION

The Northeast planning area includes all of the area along U.S. Highway 30 from the east County line to the eastern edge of Astoria Urban Growth Boundary (UGB). The southern boundary generally follows the drainage patterns of the coastal hills and valleys. There are no incorporated cities in the planning area, but it does contain the unincorporated communities of Westport, Knappa, and Svensen. The estimated 2020 population of the Knappa-Brownsmead and Svensen areas was 2,997 persons.

The Comprehensive Plan for Clatsop County is in two parts: a Countywide Comprehensive Plan and a Community Plan for each planning area. The Countywide plan deals with state goals and programs of Countywide concern such as the economy and housing. The community plans are amplification of many of the Countywide policies which address specific concerns of the planning area. The community plan also addresses items not covered in the Countywide plan because they are unique to the Northeast, such as a management plan to protect the endangered bald eagle.

Taken together, the plans provide the foundation for future special, economic and environmental developments in the Northeast Community.

LANDSCAPE UNITS

Introduction

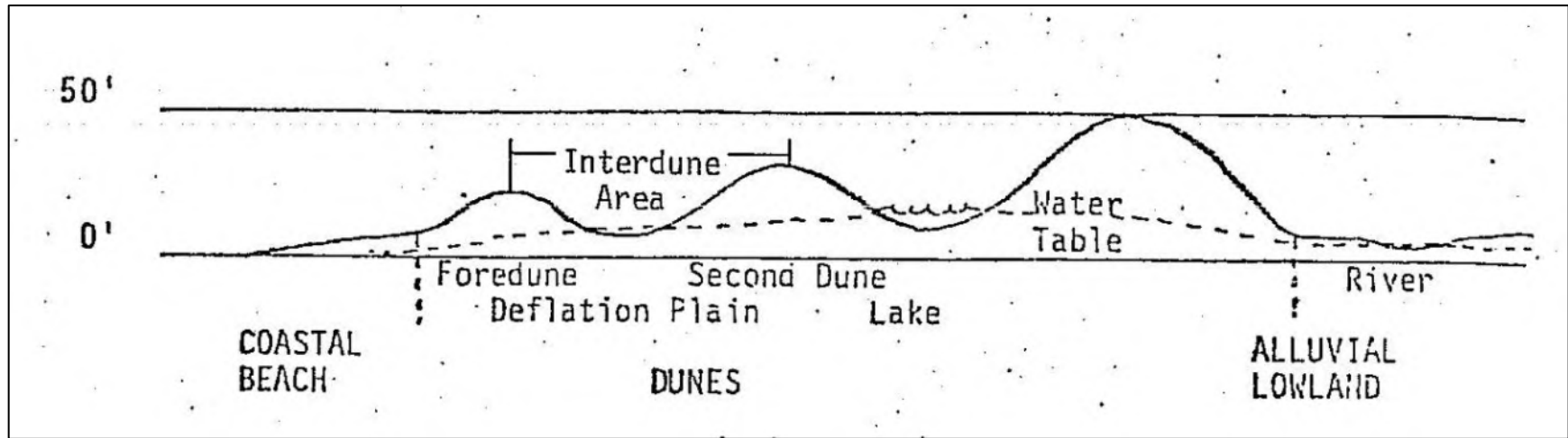
The basic idea of the landscape unit is that it reflects a set of characteristics which, taken together, constitute a natural process. The soils, hydrology, wildlife, vegetation, and land forms are interrelated as a functional unit. The landscape units provide a framework for development that is, in part, based on the land's capability. Each piece of land is in a landscape unit. The landscape units which occur in the Northeast planning area are Alluvial Terraces, Coast Range Foothills, Estuary Wetlands, Waterbodies, Estuary and Shorelands, Sedimentary Uplands, Basaltic Highlands and Headlands and Points. **Figure 1** demonstrates the profile of the landscape units, while **Map 1** shows their locations in the Northeast planning area.

Further discussion on the landscape units capacities and limitations can be found in the Northeast Environmental Plan (1974). The Environmental Plan contains four elements: landscape units, critical hazards areas, an open space program, and priority resources areas.

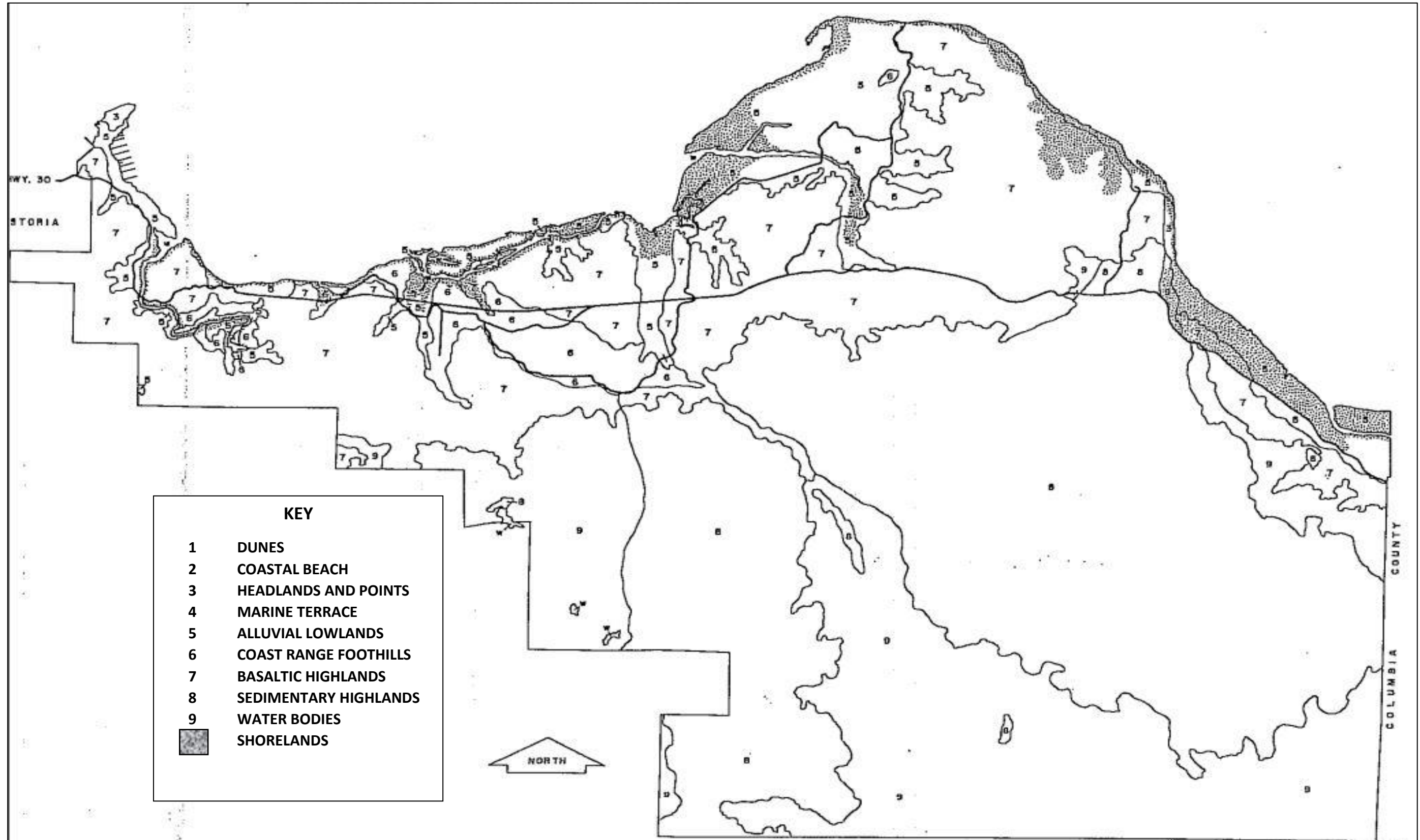
NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Each element performs a specific purpose in incorporating environmental data and policies into the Community Plan Element. The policies in the Environmental Plan are the basis and background for the policies in this section and other sections of the plan.

Figure 1 – Profiles of the Landscape Units



MAP 1: GENERALIZED LANDSCAPE UNITS



Alluvial Lowlands

Alluvial lowlands are plains occupying valley floors which result from the deposition of material by water. Within the alluvial lowland landscape unit are floodplains, diked lands, fills, and tidal surge plains, or areas where the action of the tide dams the lower Columbia River causing water to spread across the adjacent lowlands.

Alluvial lowlands in the Northeast Clatsop County study area include the lowlands along the Columbia River estuary such as areas southeast of Tongue Point and the areas both east and west of Wauna. Also included are those areas surrounding Brownsmead, the John Day River and Big Creek.

Many of these areas consist primarily of valley floors and possess soils which are poorly drained and constitute serious limitations for development and sanitary facilities.

Alluvial Terraces

Alluvial terraces are relatively flat or gently sloping topographic surfaces which mark former valley floor levels. They are generally the most suitable landscape unit for most types of development in the Northeast. Stream downcutting has caused the terraces to be higher than the present valley floor. Alluvial terrace deposits consist of gravel, sand, and finer material.

In the Northeast area, alluvial terraces are found along the Columbia and John Day Rivers.

The soils of the alluvial terraces consist of well to moderately drained silty soils of the Walluski-Knappa Association. Knappa soils occur on the better drained, front faces of the terrace. Permeability is moderate and slope varies between 0 to 25%.

Walluski soils occur on the lower terraces. Walluski soils have severe limitations for septic tank drainfields due to slow percolation and wetness.

Coast Range Foothills

Coast range foothills are low subsidiary hills on the edges of the coast range uplands. They range in elevation from 250 to 2,000 feet and are generally composed of basaltic and sedimentary rock. They tend to have rounded ridge tops. Slopes vary from 10 to 60%. Much of the rural area of the Northeast is characterized by this landscape unit.

Coast range foothills in the Northeast study area generally start close to the Columbia River shoreline and range southward until they reach heights of about 2,000 feet and become the coast range (i.e. Bradley cliffs). There are some soil limitations due to the high clay and silt content. Foundation characteristics for these soils are generally poor and may have limitations for septic tanks and drainfields.

Estuary Wetlands, Coastal Shorelands and Water Bodies

The Columbia River estuary, its wetlands, tributaries and shorelands are important to the Northeast community as well as the entire state. The Columbia River is the largest river in western North America and plays a major role in the economy, fish and wildlife habitat, energy production, water supply, and scenic and recreational values of the area.

The Columbia River Estuary Study Taskforce (CREST), a bi-state local organization of the governments of Oregon and Washington, completed a regional management program for the estuary in 1979. The program developed for the Northeast County is contained within the Eastern Clatsop Management Unit Plan, one of several plans CREST prepared. The plans together cover the entire Columbia River Estuary and are based on many factors including physical characteristics, biological productivity, fisheries protection, water transport opportunities and economic development.

In 1987, Congress created the National Estuary Program (NEP) to protect and restore estuaries around the nation that are important because of their economic, environmental, and cultural significance. The authorizing language requires the NEPs be locally-driven, cross political boundaries, involve diverse interests, and use science to get actions on-the-ground that improve the nation’s significant estuaries.

In 1995, the lower Columbia National Estuary Program was established. The U.S. Environmental Protection Agency (EPA), and the governors of Washington and Oregon created a regional entity of public and private stakeholders to act as a coordinator and convener, to advance scientific understanding, and to get one-the-ground results for the lower Columbia River and Estuary. The mission of this partnership is to preserve and enhance the water quality of the estuary to support its biological and human conditions. The Estuary partnership focuses on the tidally-influence 146 miles of the Columbia River from Bonneville Dam to the Pacific Ocean in Oregon and Washington (Source: *Lower Columbia River Estuary Plan Comprehensive Conservation and Management Plan 2011 Update*, Lower Columbia River Estuary Partnership).

The Lower Columbia Estuary Partnership Management Plan was developed between 1996 and 1999 using the scientific research and analysis developed by the Estuary Partnership’s predecessor, the Bi-State Water Quality Program, and other contemporary and historical data. That management plan contained 43 actions intended to address seven priority issues:

- (1) Biological integrity

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

- (2) Habitat loss and modification
- (3) Impacts from human activity
- (4) Conventional pollutants
- (5) Toxic contaminants
- (6) Institutional constraints
- (7) Public awareness and stewardship

In 2011, this management plan was again updated, resulting in a set of 17 actions for the region:

Habitat Restoration

- Action 1: Inventory habitat types and attributes in the lower Columbia River and estuary and prioritize those that need protection and conservation; identify habitats and environmentally sensitive lands that should not be altered.
- Action 2: Protect, conserve, and enhance priority habitats, particularly wetlands, on the mainstem of the lower Columbia River and in the estuary.
- Action 3: Monitor status and trends of ecosystem conditions.
- Action 4: Establish and maintain Columbia River flows to meet ecological needs of the lower Columbia River and estuary.
- Action 5: Avoid the introduction of non-native invasive species.
- Action 6: Manage human-caused changes in the river morphology and sediment distribution within the Columbia River channel and estuary to protect native and desired species.

Land Use Practices

- Action 7: Develop floodplain management and shoreland protection programs.
- Action 8: Reduce and improve the water quality of stormwater runoff and other non-point source pollution.
- Action 9: Ensure that development is ecologically sensitive and reduces carbon emissions.

Water Quality and Contaminant Reduction

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Action 10: Expand and sustain regional monitoring of toxic and conventional pollutants.

Action 11: Reduce conventional pollutants.

Action 12: Cleanup, reduce or eliminate toxic contaminants, particularly contaminants of regional concern.

Education and Stewardship

Action 13: Provide information about the lower Columbia River and estuary that focuses on water quality, endangered species, habitat loss and restoration, biological diversity, and climate change to a range of users.

Action 14: Create and implement education and volunteer opportunities for citizens of all ages to engage in activities that promote stewardship of the lower Columbia River and estuary.

Action 15: Identify and improve public access to the river.

Regional Coordination and Synchronicity

Action 16: Facilitate and assist federal, tribal, state and local governments' protection of the lower Columbia River and estuary.

Action 17: Create and maintain a regional entity (Lower Columbia Estuary Partnership) to advocate for the lower Columbia River and estuary and unify and coordinate Management Plan implementation.

Aquatic and shoreland areas in the Columbia River estuary exhibit a wide range of natural and human features requiring different types of management.

Aquatic areas include the tidal waters and wetlands of the estuary and non-tidal sloughs, streams, lakes, and wetlands within the shoreland planning boundary. The lands underlying the waters are also included. The upper limit of aquatic areas is the line of non-aquatic vegetation or, where such a line cannot be accurately determined, Mean Higher High Water (MHHW) in tidal areas or Ordinary High Water (OHW) in non-tidal areas. Aquatic areas can be divided into wetlands, the upper portion of the aquatic zone, and waters, the lower portion.

Coastal shorelands were also identified in the CREST planning process. The extent of the Coastal Shorelands boundary included:

1. Lands which limit, control, or are directly affected by the hydraulic action of the coastal water body, including floodways;
2. Adjacent areas of geologic instability;

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

3. Natural or man-made riparian resources, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;
4. Areas of significant shoreland and wetland biological habitats;
5. Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas appropriate for navigation and port facilities, and areas having characteristics suitable for aquaculture;
6. Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas;
7. Coastal headlands.

The following definitions will help one better understand this portion of the Comprehensive Plan concerning the estuarine areas and their related shorelands:

Definitions

AQUATIC AREAS. Aquatic areas include the tidal waters and wetlands of the estuary and non-tidal sloughs, streams, lakes and wetlands within the shoreland planning boundary. The upper limit of aquatic areas is the line of non-aquatic vegetation or, where such a line cannot be accurately determined, Mean Higher High Water (MHHW) in tidal areas or Ordinary High Water (OHW) in non-tidal areas.

SHORELAND AREAS. Estuary shorelands include forests, cliffs and steep topography, diked farm and urban lands along the estuary and the tidal reaches of estuary tributaries; and shoreline areas suitable or already developed for water-dependent uses.

The Columbia River Estuary Study Taskforce (CREST) developed an inventory of Estuary and Shoreland Resources and Regional Policies for the Columbia River Estuary in the 1970s. The policies serve as the base policy statement for the County on development and other actions related to the estuary.

During the process of designating areas for recommended uses in the Northeast planning area, several issues and concerns became apparent. These included wildlife protection, adequate area for development, maintenance of agricultural lands, the use of navigable waters for houseboats, floathouses, and private docking facilities. These issues specifically for the Northeast area are addressed in the plan through policy statements. General policies that pertain to the entire planning area are listed below. More specific policies are

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

contained in the subarea descriptions which follow.

John Day River – Settlers Point

There is limited development potential in the area. The John Day River being relatively narrow and shallow makes increased river traffic unlikely and could further increase dike erosion. The shorelands of the John Day area are either low and flood prone or steep and unsuitable for intensive development. Factors which could improve development potential in the future would be the use of low areas for disposal of dredged material.

Residential houseboat use has clustered around the John Day bridge for many years. There are also many recreational boathouses in use. The John Day boat ramp is located nearby. In 2003, in coordination with the Department of State Lands and the Department of Environmental Quality, the County revised its regulations and standards for recreational boathouses, floathouses and duck shacks. While all of the existing structures have been allowed to remain as legal non-conforming uses, new floating structures are only permitted within the exception area established within a limited portion of the John Day River.

Tidal marshes are found at the river mouth with significant fish and wildlife values. Fringing tidal marshes also are found adjacent to the railroad along much of the Columbia River shoreline. The tidal marshes at the mouth of Twilight Creek have been intensely studied and are a valuable natural resource. There are several small docks and walkways giving access to tidal channels, managed primarily by a local waterfowl hunting club. Maintenance and improvement of docks and duck shacks is expected.

Dike erosion is a major concern in this area. Property owners are of the opinion that dike material should be obtained using materials dredged from the river. State and federal resource agencies, however, discourage this practice.

Settlers Point, East to Ivy Station and Svensen Island

Most of this area is characterized by rural residential use, agriculture and some forestry. The wetland areas of Mary's, Bear and Ferris Creeks were at one time diked and in agriculture use. Proposals for restoring the dikes have recently been initiated.

The entire Svensen Island is diked and presently used as pasture with several houseboats and private moorage facilities close to the bridge. Some problems with erosion of dikes on the north side of the island have occurred and material to maintain the dikes is difficult to obtain.

Ivy Station to the mouth of Blind Slough

Tidal marshes surrounding Calendar Island and fringing the shoreline north of the railroad have significant fish and wildlife value. Big and

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Little Creeks, a large tidal spruce swamp at the mouth of the creeks, and Knappa Slough are all predominant features with very high fish and natural resource values. The North Coast Nature Conservancy has obtained the old growth spruce swamp at Big and Little creeks and at the mouth of Blind Slough. This estuarine environment is the most important area for anadromous fish populations in the Northeast County, especially with the Big Creek Fish Hatchery located upstream. It also provides needed habitat for bald eagles, great blue herons, and waterfowl. Under the stewardship of the North Coast Land Conservancy, the area is now being conserved and managed. Knappa Slough also has significant historical and archeological value. The Knappa dock was demolished by Clatsop County Public Works in 2019 due to liability and safety issues.

The freshwater wetland areas north and south of Blind Slough are some of the largest, undisturbed tidal spruce and shrub swamps along the shoreline of the estuary. Natural resource values are high and probably similar to the Big Creek area. Blind Slough, Prairie Channel, and Knappa Slough have numerous houseboats, used mainly for recreation, although these are now considered legal non-conforming uses and new houseboats cannot be located in these areas. Water quality is good, water deep enough so that grounding at low water is not a problem, and there are no gillnet fish drifts in the area.

Gnat Creek – Brownsmead

Gnat Creek, with its wetlands, riparian vegetation and important fishery has been recommended for protection by the Nature Conservancy in previous decades. However, information from Clatsop County Assessment and Taxation indicates that the properties immediately adjacent to Gnat Creek remain under private ownership. The recreation value of the stream for sport fishing is high, however, and some pressure exists for installation of private docks on the adjacent shore.

The CREST Plan designated the marsh Conservation with a policy to carefully evaluate each project for docks or moorages. The policy further states that projects or alteration which would have a detrimental impact on fishery values would not be permitted.

The Northeast Plan designates this area south of Brownsmead Hill Road Natural because of the high fisheries value and rich diversity of marsh plants and wildflowers, including wapato (*Sagittaria latifolia* - a plant species of concern) as well as habitat for marsh wildlife. The wet marsh habitat and dense brush areas naturally restrict access but uses on adjacent lands should also be controlled to avoid possible impact to the site.

The Brownsmead area, according to the U.S. Soil Conservation Service is the best agricultural land in Clatsop County, and is designated Exclusive Farm Use (EFU). The public boat launching facility at Aldrich Point has not and should not be expanded because the traffic

generated by the facility already causes problems with local rural farm uses. There are several other water access points. Private docks are located mainly on Blind Slough.

Clifton Channel and Bradwood

The old fishing community of Clifton still has several residential structures that are occupied on either a full- or part-time basis. This area was previously used as a staging area for fishing the Clifton Channel with gillnet fish drifts. These fish drifts were very productive, but are hampered by drifts and snag material. In December 2012, the Oregon Fish and Wildlife Commission voted 4-2 to ban gillnets from the mainstem of the Columbia River.

The aquatic areas of Clifton are designated "Conservation" and zoned Aquatic Conservation Two (AC-2). The purpose of the AC-2 zone is to "conserve designated areas of the Columbia River Estuary for long term uses of renewable resources that do not require major alterations of the estuary, except for the purpose of restoration." The AC-2 zone includes "areas needed for maintenance and enhancement of biological productivity, recreational resources, aesthetic values, aquaculture and open water portions of the estuary." The shoreland immediately adjacent to the water is designated "Rural" which would allow the development of on-shore fishing facilities and marina development in conjunction with expanded water use.

The Bradwood industrial site has been dormant for many years. In the past several decades, the site was proposed for a liquified natural gas (LNG) facility and a destination resort. The site contains a variety of zones, including Aquatic Natural, Aquatic Development and Marine Industrial. Both the Aquatic Development and Marine Industrial zoning would allow small to medium sized water dependent development. There is deep water close to shore, some available vacant land, and railroad access. There are constraints to development, however, including poor highway access and the proximity to the wildlife refuge.

Sedimentary Uplands

Sedimentary uplands consist of areas above the alluvial terraces, underlain chiefly by sedimentary rocks. Most sedimentary rocks are found below 1,200 feet, although in a few areas Eocene age sedimentary rocks are exposed at elevations of 2,000 feet. Slopes may vary from 10 to 60%.

In the Northeast study area of Clatsop County there are significant areas of sedimentary uplands. Sedimentary uplands are characteristically lower and or more gradual slope than the basaltic highland, and are generally found at elevations above 250 feet.

Landslides are the major geologic hazard of the uplands. Landslide topography is present and occurrences of inactive landslides are typical. The sedimentary rock of the upland area is much more susceptible to landslides than are the basalt outcrops of the higher peaks.

Basaltic Highlands

Basaltic highlands are underlain by igneous material. Most basaltic highlands are over 1,200 feet in elevation although outcrops of basalt are also exposed at lower elevations. Slopes are frequently over 40%.

Basaltic highlands in the Northeast study area of Clatsop County are found in the interior, which include both Nicolai and Wickiup Mountains.

NATURAL HAZARD AREAS

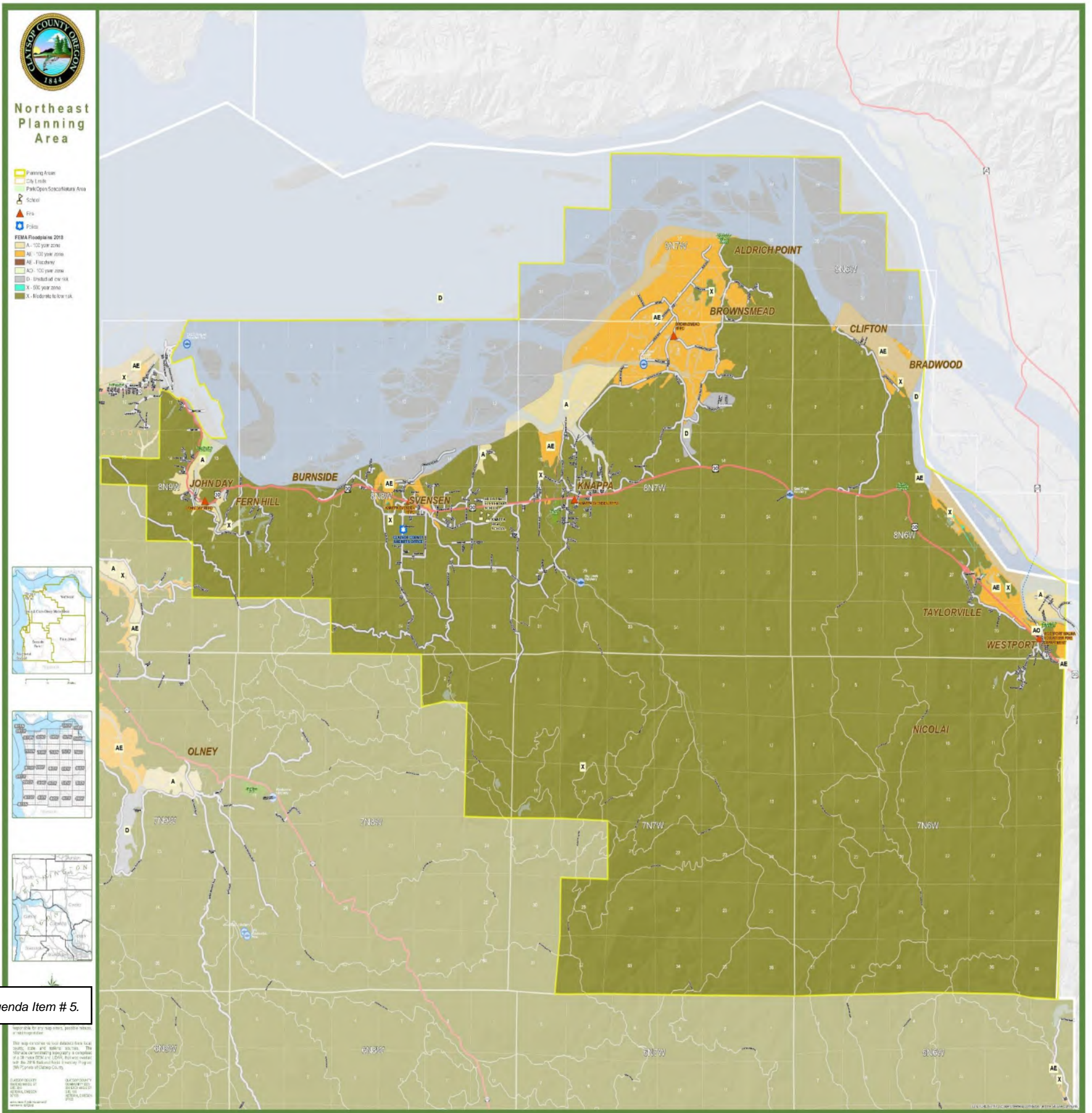
Areas within the Northeast are susceptible to the following natural hazards:

1. Mass movement
2. Stream flooding
3. Streambank erosion
4. Wildfires

Hazard areas in the Northeast County are shown on **Maps 2 and 3**.

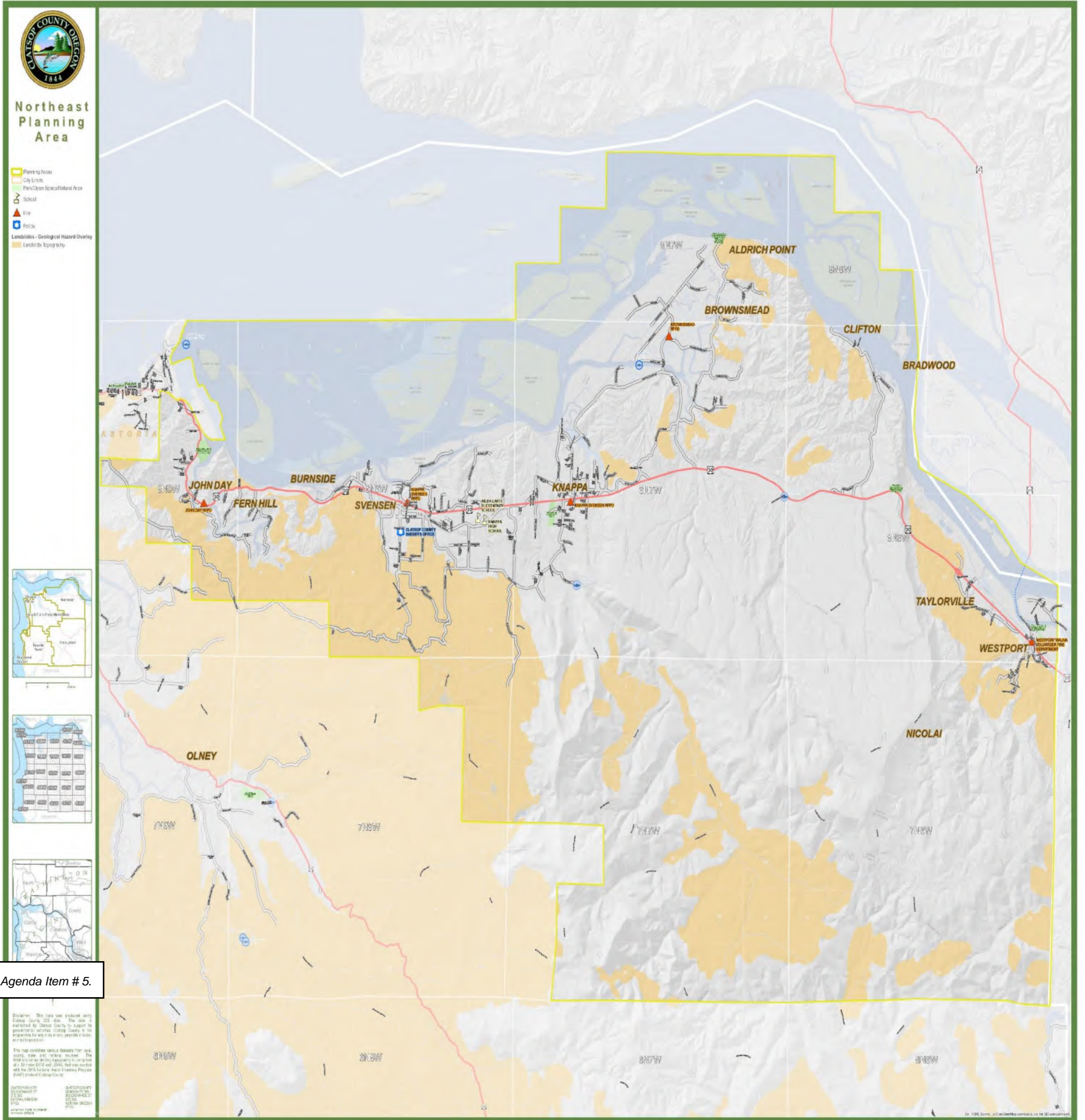
These areas pose risks for the construction of buildings, utilities and roads, and for the safety of persons living in those areas. The degree of risk varies over these areas. For example, some areas along Big Creek have chronic stream flooding and erosion problems that can be solved through careful construction; certain sites in landslide prone or mass movement areas of the Northeast (i.e. above George Hill Road and south of the John Day River Road) are suitable for construction if a thorough site investigation is carried out. Hazardous areas are classified with respect to the degree of risk present.

MAP 2: SPECIAL FLOOD HAZARD AREAS



Agenda Item # 5.

MAP 3: GEOLOGIC HAZARD AREAS



NATURAL RESOURCES

Surface Water and Groundwater Quality

The occurrence and distribution of water, whether surface or subsurface, within Clatsop County is dependent upon many complex factors which include such elements as precipitation, topography, geology, soils, vegetation, and winds, waves, and tides.

Per information from the National Weather Service, average annual rainfall in the Astoria area is approximately 70.26 inches. Oregon State University places precipitation levels in the Northeast Planning Area between 70-100 inches per year. Much of this precipitation falls on the relatively impervious and steep slopes of the Coast Range Mountains. As a consequence, the waters rapidly run off, drain into the streams and rivers and thence, ultimately to the ocean. Despite the high precipitation in the County, relatively little of the water that falls as rain and snow in the mountains infiltrates into the ground to sustain the stream flows during the late summer and early fall period when there is relatively little precipitation. Thus, during the winter months, the streams have a very low flow because of limited groundwater storage.

The streams in the study area are an invaluable resource for the people in the region. These streams provide water for the residents of the area, provide water for irrigation and industry, as well as providing habitats for both fish and wildlife.

Two of the major streams in the planning area are Big Creek and Gnat Creek. As shown on Tables 1 and 2, below, these streams fluctuate considerably between January and August. Big Creek is an example of a stream that could possibly run dry in August.

| TABLE 1: BIG CREEK STREAM FLOW AND NET WATER AVAILABILITY (Cubic Feet / Second) | | | | | |
|--|----------------------------|--------------------------------------|-----------------------------|-----------------------------------|-------------------------------|
| MONTH | NATURAL STREAM FLOW | COMSUMPTIVE USES AND STORAGES | EXPECTED STREAM FLOW | INSTREAM FLOW REQUIREMENTS | NET WATER AVAILABILITY |
| January | 191.00 | 3.21 | 188.00 | 130.00 | 57.80 |
| February | 199.00 | 3.21 | 196.00 | 130.00 | 65.80 |
| March | 149.00 | 3.21 | 146.00 | 130.00 | 15.80 |
| April | 123.00 | 3.21 | 120.00 | 130.00 | -10.20 |
| May | 92.20 | 3.23 | 89.00 | 78.00 | 11.00 |
| June | 46.40 | 4.08 | 42.30 | 52.00 | -9.68 |
| July | 23.90 | 4.18 | 19.70 | 36.30 | -16.60 |
| August | 16.70 | 4.14 | 12.60 | 25.20 | -12.60 |

| TABLE 1: BIG CREEK STREAM FLOW AND NET WATER AVAILABILITY (Cubic Feet / Second) | | | | | |
|--|----------------------------|--------------------------------------|-----------------------------|-----------------------------------|-------------------------------|
| MONTH | NATURAL STREAM FLOW | COMSUMPTIVE USES AND STORAGES | EXPECTED STREAM FLOW | INSTREAM FLOW REQUIREMENTS | NET WATER AVAILABILITY |
| September | 17.00 | 4.03 | 13.00 | 24.30 | -11.30 |
| October | 20.80 | 3.21 | 17.60 | 50.00 | -32.40 |
| November | 38.10 | 3.21 | 34.90 | 99.00 | -64.10 |
| December | 131.00 | 3.21 | 128.00 | 130.00 | -2.21 |
| ANNUAL | 97,000.00 | 2,540.00 | 94,400.00 | 64,100.00 | 36,000.00 |

Source: Oregon Water Resources Department

| TABLE 2: GNAT CREEK STREAM FLOW AND NET WATER AVAILABILITY (Cubic Feet / Second) | | | | | |
|---|----------------------------|--------------------------------------|-----------------------------|-----------------------------------|-------------------------------|
| MONTH | NATURAL STREAM FLOW | COMSUMPTIVE USES AND STORAGES | EXPECTED STREAM FLOW | INSTREAM FLOW REQUIREMENTS | NET WATER AVAILABILITY |
| January | 122.00 | 1.28 | 121.00 | 0.00 | 121.00 |
| February | 127.00 | 1.28 | 126.00 | 0.00 | 126.00 |
| March | 94.90 | 1.28 | 93.60 | 0.00 | 93.60 |
| April | 78.10 | 1.28 | 76.80 | 0.00 | 76.80 |
| May | 58.80 | 1.28 | 57.50 | 0.00 | 57.50 |
| June | 31.80 | 1.31 | 30.50 | 0.00 | 30.50 |
| July | 18.80 | 1.32 | 17.50 | 0.00 | 17.50 |
| August | 14.40 | 1.31 | 13.10 | 0.00 | 13.10 |
| September | 14.70 | 1.31 | 13.40 | 0.00 | 13.40 |
| October | 16.5 | 1.28 | 15.20 | 0.00 | 15.20 |
| November | 26.10 | 1.28 | 24.80 | 0.00 | 24.80 |
| December | 81.00 | 1.28 | 79.70 | 0.00 | 79.70 |
| ANNUAL | 63,000.00 | 935.00 | 62,100.00 | 0.00 | 62,100.00 |

Source: Oregon Water Resources Department

During the winter months when the streams are at their peak, there is plenty of water in the stream channels and there is no problem. But as the streams dry up during the summer, if the existing water rights are exercised, a problem could develop.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

It is anticipated that occurrences and duration of drought events will increase in the future.

Gnat Creek Aquifer

In the Miocene lava rocks in the Northeast corner of the County near Gnat Creek, the water infiltrates downward into layered lava rocks where considerable quantity is stored in the pervious sandstone rock of the interbeds. In this area the groundwater is reported to be under artesian pressure (i.e. the water would flow on the ground surface if a well were not capped).

The aquifer area has been placed in a CONSERVATION designation reflecting the site's high forest site class and potential for forest uses. This designation will protect the aquifer from potential contamination from septic tanks until a study can be completed on the extent and potential of the aquifer.

Agriculture and Forestry

Agriculture and Forestry are the primary uses of land in the Northeast. The Brownsmead community is probably the best agricultural area in Clatsop County containing many dairy farms and good crops of corn and peas. The Knappa, Svensen and John Day areas are characterized by many small part-time farms interspersed with rural housing and woodlots. Livestock grazing is the predominant use of farms in these areas, especially in the lowlands subject to water inundation.

Forest lands are the predominant use of the land area of the Northeast. Those areas owned by corporate and state interests are intensively managed for timber production. Forestry is the primary industry of the area. While some small property owners operate holly tree farms or nurseries or manage woodlots, many are not at this time taking advantage of the benefits of small woodland management.

CULTURAL

Housing

Per information from the 2020 decennial census, the Knappa-Brownsmead grew 7.6% between 2010 and 2020, have a population of 2,144. Svensen, which was not counted as a separate place in 2010, had a 2020 population of 853.

The biggest building boom occurred in 1967 when the Wauna Mill opened. Since that time, new construction has continued on a relatively steady basis within the Northeast Planning Area. Between 2005 and November 24, 2021, 254 permits were issued for the construction of new single-family and two-family dwellings in the Northeast Planning Area. During that same time period 912 permits were issued countywide, indicating that 27.8% of new homes constructed during that timeframe were located within the Northeast Planning Area.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

The 2019 *Clatsop County Housing Strategies Report* states that over 60% of the housing stock in the entire county was constructed prior to 1980. Over 40% of the county’s housing stock was constructed prior to 1950. The homes in the Northeast County are primarily single family detached dwellings.

As construction of buildings increases, proper sewage disposal by individual sewage systems becomes more imperative and the need for community sewers may become more prominent during the 20-year planning horizon. Increased populations will also add pressure to the water districts that serve these neighborhoods. The availability of water and sewer capacity must be considered in the housing plan for the area.

Recreation

Clatsop County has emphasized its great recreational resources by developing parks and picnic areas, boat launch sites, and beach access points within the Northeast planning area, including:

1. John Day County Park - consisting of 54 acres on the river front, public boat launch, toilets and parking facilities.
2. Big Creek County Park - consisting of 36 acres near the creek. The park contains a ball field and public access to Big Creek fishery and open space recreation. No facilities are provided at the park.
3. Aldrich Point Boat Ramp - on one acre with one boat lane for Columbia River access. This ramp and access point accommodate both motor boats and kayaks and is privately owned and operated.



Aldrich Point Boat Ramp



Nicolai Mountain OHV Area

This ramp and access point accommodate both motor boats and kayaks and is privately owned and operated.

4. Nicolai OHV Area – Located approximately 25 miles east of Astoria off State Route 30, the OHV area offers opportunities for all classes of OHV’s with east to moderate trails that meander through 30 miles of working forest. The area has four designated campsites and a staging area, picnic sites, and restroom facilities.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

5. Westport Boat Ramp Park - Improvements to this 27-acre facility are currently under construction. The improvements will include a public boat launch, picnic and restroom facilities and a park host.

Other access points and recreational facilities in the area are at Gnat Creek providing fishing, hunting, and picnicking, and at the Bradley Wayside scenic viewpoint and picnic area. Several trails leading from the Gnat Creek Fish Hatchery connect to Gnat Creek Falls and the State Department of Forestry campground on the west side of Highway 101.



Barrier Falls

Ballfields and playgrounds are located at the Big Creek Park, and Knappa High School. Private riding stables and campgrounds are also located throughout the Northeast Planning Area.

The plan recognizes the importance of providing public access to the Columbia River, its tributaries, and sloughs. But these access points should be limited because of the area's natural environment for wildlife, the desire to protect areas from overuse and potential damage, and in consideration of the rural nature of the area.

The needs of out-of-area visitors are even more difficult to meet. For instance, there has been some pressure to expand the Aldrich Point facility, which currently consists of one boat lane on one acre of land at the terminus of a long, narrow, winding County road that passes through some of the best dairy land in the County. Aldrich Point Road is typical a country road, with numerous cattle crossings, playing children, and slow vehicles. Additional use of the facility could potentially alter the rural lifestyle of the area.

Recreation is an important human need, it provides the opportunity for personal fulfillment, broadens interest, and helps create social interaction. Policies for recreation are controversial, however. The mass use of recreational areas involves a direct dilution of the opportunity for solitude. Some other major issues involved are problems with trespassing, road safety, wildlife protection, and potential loss of the rural character of the area. In addition, existing parks are not being used to their full potential. Without officially designated and well-maintained public areas these problems could multiply. New sites must be well chosen and types of uses must be controlled if a benefit is to be realized.

Open Space, Historic, Scenic and Natural Areas

The Northeast County is rich in natural history and beauty. The abundant network of channels and shoals, the wooded islands on the river, high sheer bluffs, heavily forested mountains, and green meadows, overhead power lines, and scattered housing, makes this area unique

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

to the other coastal communities. This ancestral homeland to the Chinook Indian tribe, which remains unceded, was inhabited centuries before the coming of Lewis and Clark’s Later loggers, fisherman, hunters and farmers found their way to this land by the river. Today, the Northeast County is still sparsely settled with much to preserve and enhance.

The following discussion and policies are in addition to those found in Goal 5: Open Space, Scenic and Historic Areas and Natural Resources; Goal 8: Recreational Needs; Goal 16: Estuarine Resources; and Goal 17: Coastal Shorelands. Sites inventoried in this section that are in addition to those inventoried in the above referenced reports are local desires and are not to be construed as additional Goal 5 site requirements.

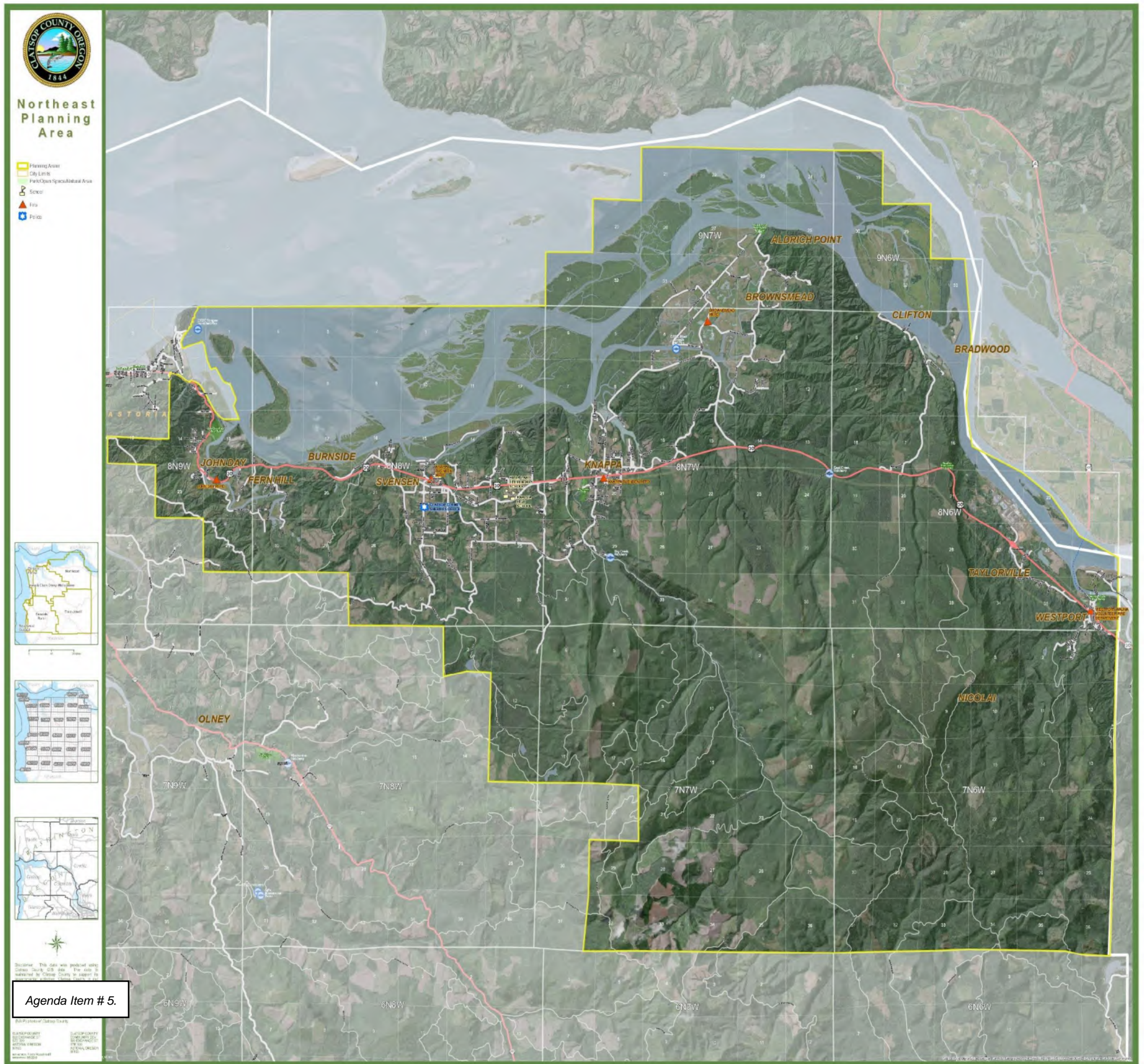
Open Space

Open space is one of the benefits that results from Resource Management, which relates to the ability of the land to yield a resource on a sustained basis. These resource management lands, such as forest and agriculture lands provide or have potential economic value which requires some form of protection to maintain their wise utilization. A majority of the Northeast area will be preserved for forest uses and the entire Brownsmead area preserved for agriculture.

Parks and other recreational areas provide open space as part of their function. Gnat Creek Park and Big Creek Park consists of large open spaces that will remain undeveloped. A complete inventory of recreation areas, including ballparks and playgrounds is contained in the Recreation Section.

Areas that are to be preserved in their natural state for resource or wildlife or wildlife protection such as the Columbia River Islands, will provide large areas of open space in the Northeast. Descriptions of these areas are contained in the following pages.

MAP 4: OPEN SPACE, PARKS, AND RECREATION



Agenda Item # 5.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

The Northeast Community Plan encourages the clustering of homes to provide additional open space. In addition, the provision of acreage homesites provides elbow room and will maintain a rural open space character for much of the Northeast.

Historic Areas

Historical sites which have been inventoried in the Northeast include the Lewis and Clark campsite near the Knappa dock and the Westport log tunnel. Two old sawmills, the Bradwood Sawmill and the Shepherd and Morse Sawmill, have also been identified and serve as important landmarks of the economic history of the County. These sites are potentially important to industry and are located on land especially suited for water dependent uses. What remains of their past use (i.e. pilings, foundations, etc.) will probably be removed to make room for new development. Signs would be appropriate to inform the public of the historical nature of these sites.

The Lewis and Clark campsite is also believed to be the site of a Native American village and has been investigated by amateur archeologists. A residence presently exists on the site and further excavation of the area would appear difficult. Another archeological site is located under the railroad tracks in approximately the same area. The sites are presently privately owned. The Westport log tunnel is in a forest management area and the owner has recognized its significance and intends to protect the area. A trail leading up to the tunnel is often times used by hikers.

Scenic and Natural Areas

Scenic views that characterize the Northeast area include the vistas of Wickiup, Nicolai and other Coast Range Mountains and views of the Columbia River. The Coast Range Mountains dominate the landscape of the area and can be viewed traveling along the Columbia River Highway as well as through much of the planting area. The coastal foothills are a forest resource area and will be protected from intensive development. The Columbia River Highway closely follows the river from the John Day River to Settler's Point providing many scenic vantage points. From this area eastward, a visitor to the area must leave the highway and follow a County road down to the river. Particularly interesting is the Knappa dock area and Aldrich Point, both areas having a boat dock or boat launch open to public use. The most satisfying scenic views, however, can be obtained from the thousands of acres of water open to recreational use.

The Bradwood wayside, located near the top of Clatsop Crest, offers a sweeping vista of the Columbia River and surrounding miles of countryside. This is probably the most well-known scenic area and is preserved as a State Park.

Various possible natural and scenic areas of the Northeast have been identified through the Oregon Natural Heritage Program. These include the following areas:

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

1. Bradwood Cliffs.
The area consists of 40 acres of old growth Douglas Fir forest standing on basalt ledge overlooking the Columbia River. This stand is highly natural and the old trees will continue to constitute a viable natural ecosystem if left alone. The steep rocky slopes could not tolerate logging.
2. Knappa Gorge.
This area consists of a scenic gorge with areas of basalt cliffs, outcroppings, and steep terrain with Big Creek flowing below. A logging road parallels the creek in the bottom of the gorge. Passive recreation potential is high; a trail up the gorge would be compatible with the natural character, as would be scientific research that might be carried out here.
3. City of Astoria Watershed.
This 3,700-acre area contains the entire Bear Creek watershed down to the dam and Astoria reservoir. Included are Wickiup Lake and Middle Lake, both small and natural. Per information from the 2014 *City of Astoria Bear Creek Watershed Forest Resource Management Plan*, the Crown Zellerbach Corporation owned most of the forest within the watershed prior to city ownership. Under corporate management, the majority of the property was logged from the 1930s to the 1950s. The reforestation efforts included a mix of planting, seeding and natural regeneration, resulting in a forest with a mixture of species, density and age classes.
4. Knappa Slough.
The approximately 150 acres is a segment of the natural shoreline on the Columbia River, comprising tidelands, fringe marsh, and riparian swamp. One of the few remaining segments of natural shoreline, the slough provides needed habitat for bald eagles, great blue herons, and waterfowl.
5. Big Creek and Little Creek Estuary.
This highly diverse estuary is exceptionally unique and one of the few remaining examples of pristine estuary on the lower Columbia River. The lowland is estuary dominated by a magnificent Sitka Spruce swamp with fringe marsh and riparian hardwoods bordering on the slough. The streams support large anadromous fish runs and provide excellent feeding grounds for the endangered Northern Bald Eagle.
6. Gnat Creek Falls.
Gnat Creek has a series of seven falls dropping a total of 1,500 feet in less than one mile, the highest having a drop of 60 feet. This very serene and beautiful area has some of the most spectacular waterfalls in Clatsop County. A well designed trail would alleviate some of the danger of maneuvering on the wet, steep slopes and open the area for hiking.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

7. Gnat Creek Marsh.
The marsh is on a flat, lowland surge plain near the mouth of Gnat Creek on Blind Slough. It is dominated by a rich diversity of marsh plants. The marsh is generally undisturbed.
8. Plympton Creek Falls.
The falls lie in a steep forested canyon above Westport. Giant fire-scarred old Douglas Fir up to 6 feet in diameter cover the rocky steep slopes. A large 75 foot high basalt ridge blocks the canyon to form fan-shaped Plympton Creek Falls which drops 30 feet to a deep pool and gravel bar.

Fish and Wildlife

The Northeast County is perhaps the most important habitat area for fish, eagles, waterfowl and other wildlife in Clatsop County.

Sensitive areas for fish in the Northeast County are rivers, streams, and estuaries. Big Creek, Gnat Creek, Bear Creek and Plympton Creek have been identified as anadromous fish spawning streams. Anadromous fish hatch in upland freshwater streams, migrate to sea to spend a major part of their life, and return to the freshwater upland stream to spawn a new generation of fish. Important to these streams is the maintenance of water quality and low turbidity levels. Fish hatcheries to augment the natural production of anadromous fish are located on Big Creek and Gnat Creek. These facilities are a significant component of the area's economic and environmental sectors.

Big Creek Hatchery, which began operation in 1941, is located 16 miles east of Astoria, Oregon, 2 miles south of Knappa off Highway 30, and is approximately 3 miles upstream from Big Creek's confluence with the Columbia River. Current water rights total 36,158 gallons per minute plus an additional 4.2 cubic feet second reservoir water right. All water supplies are delivered by gravity but can be pumped for reuse if required. The facility is staffed with 7.42 FTE's. Per information in the 2020 Program Management Plan, the Fall Chinook, Spring Chinook, Coho and Steelhead programs are harvest programs intended to mitigate for fishing and harvest opportunities due to habitat loss and blockages caused by the Columbia Basin hydropower systems. The Chum Salmon program is a conservation program intended to increase the number of naturally produced fish. (**Source:** Big Creek Hatchery Program Management Plan 2020).

Gnat Creek Hatchery is located along Gnat Creek, a lower Columbia River tributary approximately 17 miles east of Astoria, Oregon. The hatchery was constructed in 1960 as part of the Columbia River Fisheries Development Program, which was designed to enhance declining fish runs in the Columbia River Basin. The area of the site is 15.27 acres, leased from the Oregon Department of Forestry. Water rights total 21,643 gallons per minute from Gnat Creek, an unnamed stream and a well. Hatchery water is delivered by gravity

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

flow from Gnat Creek. Water flows range from a high of 3,320 gallons per minute to a low 1,810 gallons per minute. Well water is used for domestic purposes and the unnamed stream is not currently used for fish culture. The facility is operated with 3.0 FTE's. Per information from the 2019 Management Plan, the Spring Chinook and Water Steelhead programs are harvest programs. (**Source:** Gnat Creek Hatchery Program Management Plan 2019).

Headwater areas are sensitive drainages that fish generally do not inhabit, but where human activities can cause a direct impact on downstream water quality. The goal for these areas is to reduce erosion and turbidity. Maintaining cold, clear and abundant water supply to promote and maintain healthy fish habitat is imperative. Headwater areas in the Northeast are located in areas planned for forest uses which thereby limits development. Strict adherence to the Forest Practices Act will help to maintain water quality in headwater areas.

The Northeast County is thought to contain one of the last remaining areas inhabited by the endangered Columbian White-tailed Deer. Essential habitat has been mapped to include all of Tenasillahe Island and areas north and east of Westport. Tenashillahe Island is part of the Columbian White-tailed Deer National Wildlife Refuge and is designated predominantly Conservation in the Lower River and Islands Plan.

The diked land east of Westport is designated Conservation Forest Lands which provides for farm, forest, and open space uses compatible with maintenance of Columbia White-Tailed Deer habitat.

Portions of the peninsula north of Westport have previously been committed to residential use. The past subdivision approval required installation of appropriate fencing and that the adjacent wetland be protected for continued habitat use. This wetland area has been designated "Conservation" in the CREST Plan.

The Northeast area is an important nesting, feeding and resting area for resident and migrating waterfowl. The Lewis and Clark National Wildlife Refuge includes approximately 20 islands stretching over 27 miles of the Columbia River, from the mouth upstream nearly to Skamakowa, WA. The riverine islands contain tidal sand flats and marshes, forested swamps and upland pasture. These habitats support large numbers of waterfowl, gulls, terns, wading birds, shorebirds, and a variety of raptors and songbirds. This refuge has been protected with NATURAL and CONSERVATION OTHER RESOURCES designations in the Plan.

The Northeast County also contains some rather small, but very important populations of wildlife such as eagles, hawks, owls and white-tailed deer, whose numbers should be protected wherever possible.

Bald eagles have historically nested in large numbers on the Lower Columbia River. Because of habitat destruction, the population has drastically declined. The Twilight Eagle Sanctuary has been established for the protection of bald eagle habitat.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Ruffed grouse, blue grouse, mountain quail, valley quail, and ring-necked pheasant are the most numerous and most hunted upland game birds in ODFW’s Harvest Area 1, which includes Clatsop County. Maintaining a wide variety of vegetation is important, especially seed and fruit bearing plants. Reduced populations of upland game birds are probably the product of chemical manipulation of insects and vegetations, predator increases and habitat changes. With reference to big game, the Oregon Department of Fish and Wildlife classifies areas within the County as Major Big Game Range, Peripheral Big Game Range and Excluded Range.

Transportation

The transportation system in the Northeast as well as the whole County, has been greatly influenced by the natural features of the land and water; the single most important factor being the Columbia River.

Highway 30 is the major state highway in the Northeast. The highway is in good repair. On weekends and holidays, traffic volumes increase, becoming particularly gridlocked as vehicles reduce speeds and enter the Astoria city limits. Traffic volumes during these times also increase queue lengths for drivers waiting to access or cross Highway 30. While highway approaches are minimized by the Oregon Department of Transportation, additional residential development on the north and south sides of Highway 30 are collected via local roads to limited access points with the intersection of the highway. During peak traffic hours, the increased local traffic may have difficulty accessing or exiting the highway. As noted on Table 1, below, traffic on U.S. Highway 30 had been increasing prior to the start of the pandemic lockdowns in March 2020. While traffic volumes dropped in 2020, it is anticipated that those volumes will again continue to rise beginning in 2021 and through the 20-year planning horizon.

| TABLE 3: U.S. HIGHWAY 30 TRAFFIC VOLUMES (2018-JULY 9, 2021) | | | |
|---|--------------|-------------|-------------|
| | AADT* | | |
| ROAD SEGMENT | 2020 | 2019 | 2018 |
| Columbia/Clatsop County Line | 6,797 | 7,500 | 6,900 |
| 0.02 Miles East of Westport Ferry Road | 6,873 | 7,600 | 7,000 |
| 0.02 Miles West of Westport Ferry Road | 6,322 | 7,000 | 6,400 |
| 0.20 Miles East of Taylorville Road | 6,056 | 6,700 | 6,300 |
| 0.20 Miles West of Taylorville Road | 4,566 | 5,100 | 5,400 |
| Fertile Valley Creek Bridge | 5,551 | 6,200 | 5,500 |
| Big Creek Bridge | 6,797 | 7,500 | 7,000 |
| 0.03 Miles West of John Day Road | 7,819 | 8,700 | 8,400 |

| TABLE 3: U.S. HIGHWAY 30 TRAFFIC VOLUMES (2018-JULY 9, 2021) | | | |
|--|-------|--------|--------|
| ROAD SEGMENT | AADT* | | |
| | 2020 | 2019 | 2018 |
| 0.05 Miles West of Nimitz Road | 9,577 | 10,600 | 10,600 |

*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

The automobile is the major transportation mode in the Northeast. There is limited bus service for the area. Per information from the 2019 *Clatsop County Housing Strategies Report*, 39% of working residents work somewhere outside of Clatsop County. Of the jobs available within the county, 70% are filled by persons who live within the county. However, if that data is more finely filtered by employment within incorporated areas, the majority of those positions are held by non-residents of the city where the job is located. This indicates that while people may reside in one area of the county, they are commuting to employment in other parts of the county. In unincorporated Clatsop County.

Rail service is provided by Burlington Northern Santa Fe Corporation and is limited to freight traffic. Major rail traffic is from Portland and consists mainly of exports of lumber and paper products from the Wauna mill. Water transportation is also utilized by other industries. The Columbia River handles all classes of waterborne commerce including dry cargo ships and tankers up to 50,000 tons, barges, commercial fishing vessels and pleasure craft. Many of the sloughs and channels are used for transportation.

PUBLIC FACILITIES AND SERVICES

WATER SYSTEMS

The Northeast Planning Area includes the following water districts:

| TABLE 4: NORTHEAST PLANNING AREA - DRINKING WATER SYSTEMS | | | | | |
|---|-----------------------|-----------------------------------|----------------------------------|------------------------------------|--------------------|
| System | Number of Connections | Estimated Total Population Served | Existing Source and Water Rights | System Size (Range of Connections) | Current Violations |
| Burnside Water District | 112 | 315 | Purchased Surface Water | SMALL: 1-299 | None |

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

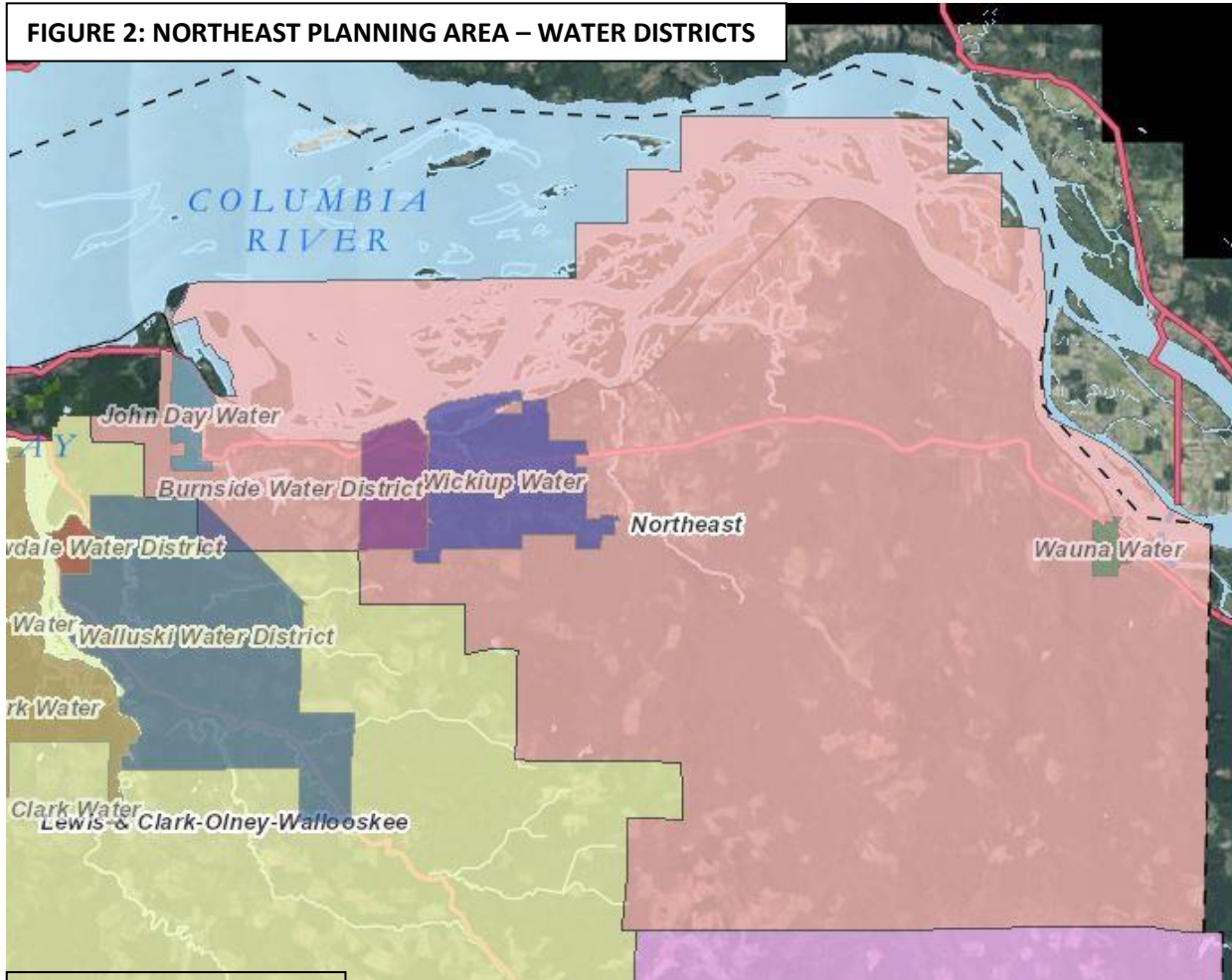
| | | | | | |
|---|-----|-------|-------------------------|--------------------|------|
| Fernhill Community Water System | 91 | 300 | Purchased Surface Water | SMALL: 1-299 | None |
| Georgia Pacific CO LLC Wauna | 1 | 700 | Surface Water | Data Not Available | None |
| John Day Water District | 101 | 350 | Purchased Surface Water | Data Not Available | Yes |
| Knappa Water Association | 574 | 1,800 | Groundwater | LARGE: 300+ | Yes |
| Olney-Walluski Water Association | 233 | 530 | Purchased Surface water | SMALL: 1-299 | None |
| OPRD Bradley State Wayside | 2 | 383 | Groundwater | Data Not Available | Yes |
| Wauna Water District | 68 | 188 | Groundwater | Data Not Available | Yes |
| Westport Heights | 40 | 90 | Groundwater | Data Not Available | None |
| Westport Water Association | 165 | 550 | Purchased Groundwater | SMALL: 1-299 | Yes |
| Wickiup Water District | 636 | 1,590 | Surface Water | LARGE: 300+ | None |

Source: Oregon Health Authority, Drinking Water Data Online, October 19, 2021

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

The City of Astoria supplies water to the Burnside, Fernhill, John Day, Olney Walluski and Willowdale districts. Per information from the *Astoria Water System Master Plan DRAFT*, dated February 9, 2021, the combined water use of those seven districts, accounted for approximately 10% of the City’s total metered water usage. Additional water service is provided to portions of east Clatsop County, such as the River Ranch Subdivision, by the Clatskanie Public Utility District (PUD).

FIGURE 2: NORTHEAST PLANNING AREA – WATER DISTRICTS



Source: Clatsop County GIS

The Wickiup Water District serves an estimated 1,590 people in the Svensen area from its water source at Little Creek. The system has connected with the Burnside system given them the future potential to purchase water from Astoria.

The Knappa Water System serves an estimated 1,800 people in the Knappa and Brownsmead areas.

A number of well systems are also being utilized in the area and may be a feasible alternative where the water districts have limited capacity.

SEWER SYSTEMS

The Northeast is utilizing septic tanks primarily served by individual private septic systems. The only sewer district that is operated within the Planning Area is the Westport Sanitary District, which is operated by Clatsop County Public Works. This district serves 90 connections and is funded by user fees. In 2007, the Oregon Department of Environmental Quality (DEQ) required

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

the district to expand and reconfigure its sewer plant to ultraviolet treatment of wastewater in order comply with wastewater standards. Those improvements cost in excess of \$1 million and were funded by a \$1 million grant from the Oregon Economic Development Division, a \$112,250 loan from DEQ and by user fees.

DIKING DISTRICTS

There are 10 diking districts within the Northeast Planning Area:

- John Day #14 (also known as John Day Diking District): Active
- Svensen Island District (formerly known as Svensen Island Drainage Improvement District): Registered as an improvement district in 1976)
- Karlson Island #10 (also known as Karlson Island Diking District): Last record in 1939)
- Knappa #12 (also known as Knappa Diking District): Last record from 1947. No long official, but function unofficially.
- Blind Slough Dike Improvement #7 (formerly Diking District #7; also known as Blind Slough Diking District): Became a Diking Improvement Company in 1986
- Gnat Creek #4 (also known as Blind Slough / Gnat Creek Diking District): Last record was in 1961
- Blair Diking District: Map was from 1937, but no other records exist. District may never have come into existence
- Tenasilahee Island #6 (also known as Tenasilahee Island Diking District) Dissolved January 6, 1984
- Westport Drainage Improvement #15 (also known as Westport Drainage District): Active
- Clatsop #1 Drainage Improvement Company: Active
- Clatsop Diking Improvement Company #7: Active

As noted above, many of these water districts are no longer active. This has implications for the responsibility for ongoing repairs and maintenance. Because much of the agricultural land along the Columbia River and contributing sloughs and streams was created by constructing dikes, these areas are vulnerable when maintenance is continually deferred. Rising sea levels will also impact dikes and the land behind those structures if the dikes are not properly maintained.

SCHOOLS

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

The three school districts within the planning area: Astoria District #1, Knappa School District #4 and Clatskanie School District #6J. In 2018, voters approved a \$70 million bond initiative for investments in safety and security, needed repairs and energy efficiencies, replacement of a portion of the Astoria Middle School, and investments in vocational and technical education.

In November 2021, voters approved, by a 68%-32% affirmative vote, to approve a \$14 million bond measure to make improvements to Hilda Lahti Elementary and Knappa High School. The funds will be used to construct a new building containing classrooms, a science lab, a learning hub, and to construct a gym at the elementary school. The monies will also be used to develop a new preschool. Other maintenance issues, such as deteriorating roofs, and upgrades to electrical, heating and ventilation systems are also scheduled as part of the bond package.

| TABLE 5: NORTHEAST PLANNING AREA – SCHOOL SYSTEMS | | | | | | | | |
|--|----------------------------------|--------------------|-----------------------------------|----------------------------|-----------------------|---------------------|---------------------------------------|--------------------------|
| System | Knappa School District #4 | | Astoria School District #1 | | | | Clatskanie School District #6J | |
| | Hilda Lahti Elementary | Knappa High School | John Jacob Astor Elementary | Lewis and Clark Elementary | Astoria Middle School | Astoria High School | Clatskanie Elementary | Clatskanie Middle School |
| Grades | K-8 | 9-12 | K-2 | 3-5 | 6-8 | 9-12 | K-6 | 7-12 |
| Enrollment | 349 | 141 | 357 | 424 | 433 | 562 | 367 | 282 |

Source: Oregon Department of Education At-A-Glance District Profiles 2020-21

FIRE PROTECTION

The Northeast planning area is served by a the Knappa-Svensen-Burnside RFPD and the Westport-Wauna RFPD.

The Knappa Fire District services approximately 100 square miles within Clatsop County, from Bradley Summit on Highway 30 to the city limits of Astoria. In 2020 the District responded to over 550 calls for service, including the following:

- Fires
- Medical
- Public assists
- HAZMAT
- Wildland fire

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

- Mutual aid calls

The District, which was formed in 1955, has merged with the Brownsmead fire district and with the John Day-Fernhill RFPD. The District's main station is located on Hillcrest Loop. Sub-stations are located in Svensen, Brownsmead and on Highway 30 east of the John Day River Bridge. The District has an ISO rating of 4.

The Westport-Wauna RFPD serves a population of approximately 380 within a 3-square mile district, per information from the Oregon State Fire Marshal's 2020 Annual Report. The District also has an ISO rating of 4. The District is primarily volunteer-operated and has only one paid staff position.

POWER GENERATION

The primary Pacific Power & Light (PP&L) transmission lines serving the County are 115KV lines from substations in Astoria, Cannon Beach, Fern Hill,, Knappa Svensen, Lewis and Clark, Seaside, Warrenton, and Youngs Bay (Source: 2021 Oregon Distribution System Plan, PacifiCorp).

The Clatskanie PUD, which was formed in 1940, provides electric services to the Westport area. The District also owns 50% of the 36 megawatt Wauna Co-generation facility, which began operating in 1997. In 2020, 83.4% of the District's power purchases were from the Bonneville Power Administration (BPA) (**Source:** 2020 Clatskanie PUD Annual Audit Report).

The natural gas main feeder line also bisects the Northeast. No power is directly produced in this County.

COMMUNITY DEVELOPMENT

SETTING

Northeast Clatsop County is a predominantly rural area with forest lands covering most of the land. Farming occurs along the Columbia River because of the creation of the various diked tidelands. Upland farming is carried on in logged off areas and was, at one time, a common occurrence. Over the years the Knappa and Svensen areas have developed into rural residential housing. The gentle sloped topography of the alluvial terraces and sedimentary uplands along with sufficient water supply has led to this development.

The Astoria (including Tongue Point) Urban Growth Boundary (UGB) is the western boundary of the area and has historically provided the economic base for employment. Tongue Point was once an active naval facility and then became a storage area for World War II

ships. Westport on the eastern part of the County has traditionally provided employment through the logging and wood products industry.

U.S. Highway 30 provides the main route of transportation east and west with numerous County roads bisecting and paralleling the highway. The communities of Knappa, Svensen and Westport provide commercial services to the residents, as well as for some highway travelers.

ASSUMPTIONS

Growth for growth's sake or uncontrolled growth is seen more and more as a questionable ethic. The effects of growth on the quality of life are widely debated, and management and control of growth are seen by many as key factors of the Comprehensive Plan. The costs and benefits of uncontrolled growth has emerged as a real issue the past few years. There is a hesitancy over accommodating further developments with the consequences of greater numbers of people requiring more and more services. These concerns have been expressed at the numerous Citizen Advisory Committee meetings with a growing sentiment.

There are those, however, who also question this approach and questions the implications of growth restrictions. Much of this opposition is based upon the individuals claim of private property rights above that of the common good.

We all have a stake in this community which goes beyond our own personal property lines. The day of the boundless limits of land with few people are behind us. The spread patterns of growth are reminders that we no longer have endless acres of land to build upon and unlimited resources to enjoy and consume.

Our forests, land, water, and other resources are limited in their ability to support the needs and wastes of uncontrolled growth. The land supply is static while the population will continue to grow. The result will be greater demand and need for housing, commercial, and industrial uses.

The following policies under this section attempt to take a positive approach to growth, not a negative one. The population of the area will continue to grow. The Northeast Community Plan will provide for an orderly and efficient transition of current land use to more intensified uses within the framework of a set of policies, standards, and regulations. The plan will apply to all persons equally.

The Plan is based upon the best information available, desires for future livability, economical and environment balances, and lastly, to comply with the Statewide Planning Goals and Guidelines.

Growth is not to be discouraged, but managed to minimize or avoid environmental, cultural, or economic conflicts.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Below are definitions, objectives and policies for DEVELOPMENT, RURAL LANDS, RURAL AGRICULTURAL LANDS, FOREST LANDS, CONSERVATION OTHER RESOURCES, and NATURAL areas:

Development

Areas designated DEVELOPMENT are areas with a combination of physical, biological, and social/economic characteristics which make them necessary and suitable for residential, commercial, or industrial development and includes those which can be adequately served by existing or planned urban services and facilities.

Areas within Urban Growth Boundaries and Rural Service Areas are included in this designation. Lands within the Urban Growth Boundary are those determined to be necessary and suitable for future urban growth. The Urban Growth Boundary for the Northeast area is around Astoria and Tongue Point. This boundary provides for the economic and efficient extension of public facilities and services, to maximize energy savings, and to assure buffers occur between urban development and forest and other rural uses. Buffers may be open space or a decrease in housing density. Generally, the Urban Growth Boundary is a projection of available city services over a 20-year planning horizon.

Astoria's Urban Growth Boundary encompasses Tongue Point. The City has identified the need for additional land to accommodate industrial development. Policies for the Astoria Urban Growth Boundary are contained in the Astoria UGB Comprehensive Plan.

A Rural Service Area is an unincorporated area located some distance away from a city and contains residential densities similar to those found in cities. The size of Rural Service Areas is based upon many factors, some of which are: population projections, capacity of public facilities and proximity to a city.

The community of Westport has historically had fairly dense housing and has been a small commercial center for the residents and highway travelers. Poor soils, failing septic tanks, and raw sewage outfalls have contributed to the halt of any development in the area for years. A sewer district was formed to correct the situation and later dissolved. Portions of the community has been designated as a rural service area, following the installation of a limited sewer system that is managed by Clatsop County.

Predominant Uses in the Development classification include:

1. Medium to high density single family houses (less than 1 acre).
2. Multi-family housing (apartment, mobile home parks).
3. Offices, commercial facilities.

4. Industrial facilities (light/heavy).

Rural Lands and Rural Agricultural Lands

RURAL LANDS. Rural lands are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. Rural Lands include lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

Rural Lands are those which, due to their value for aquaculture, low density residential uses, high intensity recreational uses, and non-renewable mineral and non-mineral resource uses should be protected from conversion to more intensive uses. Rural subdivisions, major and minor partitions, and other uses served by few public services which satisfy a need that cannot be accommodated in urbanizable areas are also likely to occur within this designation.

Most Rural Lands designations in this Plan area contain old town plats and fragmented land ownerships. These areas may require vacation and replatting or utilization of a Planned Development to protect the natural resources of the area. This designation fulfills the recreational tourist demand for housing which has been characteristic of Clatsop County's Northeast area.

RURAL AGRICULTURAL LANDS. Agricultural lands are those lands that are to be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.

Predominant Uses in the Rural Agricultural Lands classification:

1. Farm use.
2. Low density residential (1 acre or more).
3. Commercial (gas station, grocery store).
4. High intensity recreation (i.e. golf course).

Forest Lands and Conservation Other Resources

FOREST LANDS AND CONSERVATION OTHER RESOURCES. Conservation areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or because of their unsuitability for development (e.g. hazard areas)

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

should be designated for non-consumptive uses. Non-consumptive uses are those uses which can utilize resources on a sustained yield basis while minimally reducing opportunities for other future uses of the area's resources.

FOREST LANDS. Forest Lands are those lands that are to be retained for the production of wood fiber and other forest uses.

CONSERVATION OTHER RESOURCES. Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state and local parks. Other areas designated CONSERVATION OTHER RESOURCES include lands for low intensity uses which do not disrupt the resource and recreational value of the land.

Predominant Uses in the Forest Land and Conservation Other Resources classifications:

1. Forestry/forest processing
2. Small woodlots
3. Parks and scenic areas
4. Community watersheds

Natural

A NATURAL area is defined as land and/or water units in which natural processes exist relatively undisturbed or can be restored to a nearly natural state. Natural areas include:

1. Native terrestrial, freshwater or marine ecosystems, e.g. a salt marsh or stand of old growth forest.
2. Areas containing significant biological, geologic, hydrologic, paleontological, archaeological or scenic features; e.g., a single fossil bed or waterfall.
3. Areas particularly valuable for plants and wildlife:
 - a. as habitat for rare, endangered, endemic or otherwise unique species;
 - b. as exceptionally productive or diverse habitat;
 - c. as vanishing habitat;
 - d. as habitat crucial to a stage in a species' lifestyle, e.g. spawning grounds, or wetlands long flyways.

Natural areas are important to the community as a whole, for they offer a unique aesthetic and educational experience; i.e. the opportunity to view, study and explore the array of natural elements witnessed by the early explorers the array of natural elements witnessed by the early explorers of our region. They serve as the natural heritage to be passed on to future generations.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Natural areas come in a wide variety of sizes, types, ownerships, and protection priorities. They can be protected through a variety of preservation techniques from advising landowners of the natural area values on their land and securing their cooperation, to land acquisition and legal dedication. Most techniques involve a forfeiting of rights to destroy the natural quality of the land. Since the sale value and potential use of the land is altered, taxes are usually diminished.

Predominant Uses in the Natural classification include:

1. Open space.
2. Scientific study.
3. Low intensity recreation (trails, nature observation).
4. Wildlife habitat.

GOALS, OBJECTIVES AND POLICIES

GENERAL POLICIES

- Policy A:** Recognizing the contribution of shallow water areas, fresh water marshes, and wetlands to the biological productivity of the Columbia River estuary, the indiscriminate filling of such areas is discouraged. It is also recognized that to develop areas adjacent to the river, some dredging and filling will be necessary. Therefore, potential water oriented sites that require the least amount of fill shall be preferred for development.
- Policy B:** Fishing is a traditional industry and lifestyle of the Northeast County. The fishing industry shall be preserved and promoted:
1. through strict enforcement of the Forest Practices Act,
 2. through discouragement of oil tanker traffic on the Columbia River,
 3. through the allowance of boat houses, net floats and associated fisheries-related facilities in appropriate waterways,
 4. through production of fish by both hatchery and natural means, and
 5. through close evaluation of industrial development and other activities to ensure compatibility and maintenance of water quality.
- Policy C:** Natural areas in the estuary that are necessary to maintain a healthy balance with development and to maintain the existing quality of life in this area should be given full protection to ensure their preservation. Full protection shall include maintaining the Aquatic Natural and Conservation Shorelands zoning and the Conservation Other Resources land use designations.
- Policy D:** As provided by state and federal laws, dredged material from adjoining wetlands may be used by emergency dike maintenance when immediate action is required to prevent a hazard or loss of property.
- Policy E:** Coastal shorelands in areas outside of urban or urbanizable areas shall only be used as appropriate for the following uses:
1. Farm use,

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

2. Forest use,
3. Private and public water-dependent recreation,
4. Aquaculture,
5. Water-dependent commercial and industrial uses and water-related uses only upon a finding by the governing body of the County that such uses satisfy a need which cannot be accommodated on shorelands in urban and urbanizable areas,
6. Subdivision, major and minor partitions and other uses only upon a finding by the governing body of the County that such uses satisfy a need which cannot be accommodated at other upland locations or in urban or urbanizable areas and are compatible with the objectives of this goal to protect riparian vegetation and wildlife habitat, and
7. A single family residence on existing lots, parcels or units of land when compatible with the objectives and implementation standards of this goal.

ALLUVIAL LOWLANDS POLICIES

Policy A: Low density activities, such as agriculture, shall be preferred uses in the alluvial lowlands.

Policy B: Commercial or industrial use proposed in alluvial lowlands should be water dependent or water-related when adjacent to the water.

ALLUVIAL TERRACE POLICY

Policy A: Development is encouraged on alluvial terraces due to the slight to moderate slopes and moderately well-drained soils.

COAST RANGE FOOTHILLS POLICIES

Policy A: Residential development within the coast range foothills which do not have a history of landslide activity shall be preferred over development of less suitable landscape units.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

- Policy B:** Preliminary investigations of slope stability may be necessary if development is proposed in landslide area.
- Policy C:** Construction and road building on the foothills shall be designed to minimize cutting and filling.
- Policy D:** Forest uses shall be the preferred use of the coast range foothills.

ESTUARY WETLANDS, COASTAL SHORELANDS AND WATER BODIES POLICY – IVY STATION TO THE MOUTH OF BLIND SLOUGH

- Policy A:** The Natural designation of the Big Creek spruce swamp is in recognition of the unique natural fish and wildlife values of this area. This area should continue to remain designated as Natural.

SEDIMENTARY UPLANDS POLICY

- Policy A:** The preferred use of the sedimentary uplands is timber production, open space and wildlife habitat.

BASALTIC HIGHLANDS POLICY

- Policy A:** The highlands are primarily a resource unit, and uses other than forest uses, wildlife habitat, recreation, preservation of natural features and development of mineral resources shall be discouraged.

NATURAL RESOURCES – AGRICULTURE POLICIES

- Policy A:** In all watersheds that drain into agricultural lands, siltation of sloughs and drainage systems can create major problems for agricultural uses. The County encourages non-FPA-regulated activities to minimize siltation and erosion in areas upstream of agricultural lands.
- Policy B:** Cleaning of sloughs and ditches and dike maintenance shall be allowed under the supervision of the local diking districts and in cooperation with the Clatsop Soil and Water Conservation District.

NATURAL RESOURCES – OTHER POLICIES

- Policy A:** Clatsop County values and supports watershed assessment documents being updated. The County will support watershed associations and other organizations when they apply for grants.
- Policy B:** Clatsop County should support voluntary acquisition programs to acquire lands around drinking water sources/supplies.

HOUSING POLICIES

- Policy A:** The plan shall designate ample areas for a variety of locational and acreage choices for those desiring rural housing.
- Policy B:** The clustering of dwellings shall be encouraged to maintain the rural character of the area, provide the best utilization of the land, to reduce housing costs, and to maintain and protect wildlife corridors.
- Policy C:** Current regulations of the Department of Environmental Quality concerning sewage disposal indicate that additional houseboats are unlikely. These residences also block navigable waters which could otherwise be used by the public. Since 2000, expansion of this type of residence has been limited to a portion of the John Day River where they have historically been a way of life.
- Policy D:** Large-scale low-income subsidized housing projects should be located in urban areas or rural service areas where necessary community services can be provided, in compliance with Statewide Planning Goal 14: Urbanization.
- Policy E:** The County shall review and revise its codes to allow cottage cluster developments in appropriate areas of the county in order to provide additional opportunities for the development of low-income and workforce housing.
- Policy F:** The County should encourage the installation of electric vehicle charging stations in new residential construction.

RECREATION POLICIES

- Policy A:** Big Creek Park and Aldrich Point should be regularly maintained. County staff shall coordinate efforts to ensure that adequate, properly-zoned property is available to serve all local residents' recreational needs.

- Policy B:** Trespassing on private lands adjacent to public parks shall be discouraged by the development of signage for the park facility that explains the extent of the area for public use and encourages respect for private property rights. The county and the Oregon Department of Parks and Recreation shall coordinate in this effort.
- Policy C:** Additional locations for public recreational access or expansion of existing facilities should be jointly considered by interested state agencies and the County to assess needs and protect the environment. Non-intensive recreational uses of the shoreland and water areas that are compatible with the rural character of the area (such as bird watching, canoeing, fishing, hiking, etc.) shall be preferred over noisy, high intensity uses. In consideration of expansion of existing or potential recreational facilities along the river, therefore, a public hearing shall be held to assess the needs of the area, and based on the intensity of use, the following standards met:
1. Access from U.S. Highway 30 must be appropriately located and designed to provide for safe exit from and entry to the highway by large motor homes and vehicles pulling trailers.
 2. State or County roads connecting U.S. Highway 30 with access points must be capable of handling the types and volumes of traffic that such a facility would create.
 3. The impacts of site development and the resulting traffic upon local residential areas shall be carefully considered. The County will develop clear and objective standards to ensure that proposals will not have undue impacts on local citizens.
- Policy D:** Existing public land shall be preferred for public recreational development prior to acquiring additional locations. Land trades should also be considered in order to keep property on the tax rolls.
- Policy E:** Clatsop County shall utilize population and demographic projections to determine how changes will affect recreational needs and amenities.
- Policy F:** The County shall install bilingual directional and information signs at its facilities.
- Policy G:** Clatsop County shall establish an educational program to inform park users about safety and proper ways to interact with nature in order to preserve it. The County shall also post information about the permitted activities within parks along with interpretive signage.
- Policy H:** The County shall minimize or eliminate reduce run-off from the use of pesticides and herbicides in public parks in order to protect public health.

HISTORIC AREA POLICIES

Goal: Recognize all contributors to local history. The history of Clatsop County is multi-faceted and should be recorded and preserved, whenever possible, for future generations.

- Policy A:** In coordination with local Native American tribes, professional archeological study team should be encouraged to conduct a survey of the Indian villages in the area and develop a strategy for excavation or protection. Until such a study is complete, the County shall carefully review all development proposals that would impact the archeological sites.
- Policy B:** Care shall be taken to avoid placement of incompatible uses on properties adjoining significant archeological and historic sites or permitting activities which would conflict with the nature of identified sites.
- Policy C:** The use of identifying signs for historic and cultural landmarks shall be encouraged. Other historic sites such as old churches, school houses, etc. should also be signed. The Clatsop County Historical Society shall be encouraged to assist in this project.
- Policy D:** Technical and financial assistance from all sources shall be sought in order to protect, restore, or purchase significant historical areas that can fulfill the needs for parks, recreation, natural and scenic resources. For instance, the Westport log tunnel might be incorporated into the State trail system (proposed Northwest loop).
- Policy E:** The County shall work with the Department of Forestry and other adjoining property owners to develop a protection plan for the Westport log tunnel.
- Policy F:** Local state and federal agencies and committees are encouraged to work together to identify and preserve historical sites in Clatsop County.
- Policy G:** The County should conduct an ESEE study to determine whether Bradwood and Clifton should be considered significant historic resources.
- Policy H:** The County shall, within five years of the date of adoption of this plan, develop a public education and outreach program to inform property owners about how to properly deal with found artifacts.

Policy I: The County shall identify ways to incorporate more input and cultural and historical knowledge from the federally recognized and unrecognized local Native American tribes. Such methods may include revising the Planning Commission bylaws to include a member of a local Native American tribe on the Commission and including local Native American tribes on all public notices.

SCENIC AND NATURAL AREA POLICIES

Policy A: In order to preserve the scenic views and vistas, off-premise signs and billboards shall not be allowed along the Columbia River Highway.

Policy B: Areas identified through the Oregon Natural Heritage Program, including Blind Slough Swamp Preserve and Knappa Slough Island, or the Columbia River Estuary Plan that are rich in wildlife or of a fragile ecological nature shall be considered for protection.

FISH AND WILDLIFE POLICIES

Policy A: New roads, bridges, etc. over rivers and streams shall be designed to minimize removal of shoreline vegetation and shall be installed in a manner that will not impede the flow of water or passage of fish.

Policy B: Proliferation of individual, single purpose piers and mooring facilities is discouraged in water areas to avoid increasing damage to fish habitat and scattered shoreline alterations.

Policy C: Parks should be managed to leave natural vegetation when possible.

Policy D: Chemical spraying along County roads is discouraged. Other methods (i.e. mowing) should be utilized to control plant growth.

Policy E: Steps to increase native or hatchery runs on Plympton Creek, Little Creek, Mary's Creek, Ferris Creek, Bear Creek or the John Day River are encouraged.

Policy F: Because of the importance of the Gnat Creek and Big Creek hatcheries, activities of development that could be detrimental to their water quality are discouraged in these creeks or in the waters into which they drain. All waters which drain into these creeks should be carefully managed to avoid harmful effects.

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

- Policy G:** Dredging and filling of freshwater wetlands and water areas should be minimized.
- Policy H:** Off-road vehicles should only be allowed in designated areas.
- Policy I:** Mining, dredging or removal of gravel or similar materials from streams and other surface water shall be strictly controlled to prevent adverse alteration to flow characteristics, siltation and pollution, and destruction or disruption of spawning areas.
- Policy J:** Considering that the eagle is the national symbol of freedom; the eagle is part of the ecosystem of the estuary; and Clatsop County is a wintering ground for migrating eagles from Alaska, the County should monitor nesting locations and notify the Oregon Department of Fish and Wildlife when development is proposed that might affect eagle nesting locations. Landowners are encouraged to develop eagle habitat plan with these guidelines tailored to suit specific conditions.
- Policy K:** The Conservation Other Resources designation for lands comprising habitat for the Columbia White-tailed Deer is intended to protect the species. Any proposal to change the use or modify Columbian White-tailed Deer habitat of these lands shall be carefully evaluated for possible effects on Columbia White-tailed Deer survival.
- Policy L:** The County should encourage the use of stream buffers in order to maintain a cold, clear and abundant water supply to promote and maintain healthy fish habitat.
- Policy M:** The County will require that any additional rural residential development at River Ranch be clustered on the more northerly portion of the site. The County will implement other measures recommended to it, by the Oregon Department of Fish and Wildlife and the U.S. Fish & Wildlife Service, for minimizing the impact of additional rural residential development on Columbian White-tail deer.

TRANSPORTATION POLICIES

- Policy A:** Major industries existing or planned should develop programs to aid employees in fuel conservation.
- Policy B:** Walking and bicycling is encouraged. Shoulders along roads should be wide and shaded whenever possible. A footpath/bicycle path should be planned which would link Astoria and Knappa.
- Policy C:** Clatsop County will continue to support the efforts of the sunset Empire Transportation District to maintain and, if

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

feasible, to expand regular passenger bus serve to the Northeast area of the County.

Policy D: Housing developments shall be encouraged to locate along existing roads and avoid the creation of new roads. When new roads are created they should be as short as possible and designed to serve as many residents as possible by the use of clustering techniques or other means to minimize travel distances and long stretches of pavement.

Policy E: Clatsop County shall:

- a. require new subdivisions to have access taken from the existing collectors and frontage roads unless a variance is given,
- b. review new access points based upon proximity to existing access points and safety standards developed by the Department of Transportation.

RIPARIAN AREA POLICY

Policy A: The County shall encourage the protection of riparian corridors, recognizing that they support fish and wildlife habitat and the health of the communities.

PUBLIC FACILITIES POLICIES

Policy A: All diking districts and landowners of affected areas are encouraged to take immediate steps to identify those areas in need of repair and to take appropriate action with assistance from the Corps of Engineers.

Policy B: Sewer systems shall be extended outside the Rural Service District only to alleviate a health hazard or water pollution problem identified by DEQ and will be used as a last resort. Every effort will be made to avoid health hazards and failing systems which necessitates costly sewer construction. Periodic inspection of existing septic systems especially in higher density areas will be encouraged in order to anticipate needed improvements or possible needed changes in zoning density.

Policy C: Composting toilets and the use of other alternative sewage treatment systems are encouraged.

Policy D: Efforts to improve and expand existing water systems to serve rural population densities are encouraged. Consolidation of districts is also encouraged for economies of scale and better coordination. In areas where the future

water supply by districts is questionable, well systems may be feasible. Lot sizes in these areas shall be larger to reflect this alternative.

- Policy E:** A study should be undertaken to determine the extent of the aquifer (a large underground reserve) area believed to be along the basalt ridge from Knappa to Westport, currently in forest management. Every effort should be made to utilize this supply for future growth as opposed to expanding surface water systems because of the costliness of required treatment for surface water.
- Policy F:** New power transmission lines will be confined to existing easements to eliminate further scarring of the hills.
- Policy G:** Power systems which utilize solar (i.e. solar farms) and wind generated energy are well suited for the Northeast County and shall be encouraged to locate here. The county recognizes that there are limited agricultural lands within the county, but there is also a need to balance that limitation with the need for renewable, sustainable energy sources. To achieve that balance, the county shall encourage the use of small-scale solar installations (5 acres or less) that integrate grazing or other agricultural practices with the solar installation.
- Policy H:** Major manufacturing operations shall be encouraged to develop their own sources of energy through waste treatment or other alternatives which utilize renewable resources.
- Policy I:** The County shall encourage the creation of a Public Utilities District to increase local control and enhance resiliency.
- Policy J:** Clatsop County will work with public and private land owners to identify a future site or sites for the installation of a solid waste disposal site to accommodate a biodigester or other system for the temporary treatment and/or storage of septage.
- Policy K:** Clatsop County will work with public and private land owners to identify sites for the stockpiling and disposal of organic fill/waste that has been removed from other development sites.

GROUNDWATER RESOURCES POLICIES

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

Policy A: In partnership with private landowners and state and federal agencies, Clatsop County will continue to monitor impacts to groundwater resources caused by climate change, wildfire, and tectonic uplift and will develop strategies to mitigate those impacts.

NATURAL HAZARD POLICIES

Policy A: Clatsop County, in conjunction with the County’s public health department and appropriate state agencies, will work to increase public awareness of the indirect hazards of wildfire. These include impacts from air and water pollution and a subsequent increase in landslide and flooding risks.

Policy B: The County shall utilize best management practices related to wildfire prevention and reduction.

ENERGY POLICIES

Policy A: Encourage the use of energy-generating technologies such as solar panels, wind energy, geothermal heat pumps, and other developing energy sources in order to reduce transmission costs and pollution generated by the consumption of regionally-produced and -oriented energy sources.

Policy B: The County should encourage the location of a public electric vehicle charging station or stations within the Northeast Planning Area.

COMMUNITY DEVELOPMENT – OVERALL GOAL

To preserve and maintain the present overall rural quality of life now enjoyed in the Northeast.

Policy A: Changes in the Rural Service Area boundary shall be done only after the following factors are considered:

1. there is demonstrated need to accommodate long range urban population growth requirements;
2. there is need for housing, employment opportunities, and livability;

NORTHEAST COMMUNITY PLAN 2040 – DRAFT 05

3. the change could provide an orderly and economic extension of public facilities and services;
4. the change would allow for efficient land use and utility patterns within and on the fringe of the existing urban area;
5. the environmental, energy, economic, and social consequences.

Policy B: The existing commercial zone in Westport should be revised to include a variety of permitted and conditional uses, such as single- and multi-family residential.

COMMUNITY DEVELOPMENT – RURAL LANDS AND RURAL AGRICULTURAL LANDS OBJECTIVES

Objective 1: To retain rural areas as sparse settlement, small farms or acreage homesites with hardly any public services.

Objective 2: To protect agricultural land.

COMMUNITY DEVELOPMENT – RURAL LANDS POLICIES

Policy A: The conversion of lands adjacent to forest land which are "built upon or irrevocably committed" to a higher density by rezoning shall be encouraged at Plan updates if it is determined that more land is needed for housing than was anticipated at the time of adoption of the Northeast Plan, and public facilities are adequate to serve higher densities. Conversion of these lands to higher densities should occur before conversion of resource lands (EFU, Forest) to housing.

Policy B: New commercial zones shall only be considered if of a neighborhood type or if concentrated in and adjacent to existing, well-established business areas, in order to increase the patronage and vitality of these areas and to avoid undue dispersal of new commercial activities.

Policy C: When considering new commercial buildings or when existing commercial uses are considering expansion, the following standards shall be required in addition to those policies addressed in the Transportation Section:

1. Adequate off-street parking shall be provided.
2. A buffer or landscape planting area shall be provided when abutting residential zones.
3. Signs shall be limited.

COMMUNITY DEVELOPMENT POLICIES – CONSERVATION OTHER RESOURCES OBJECTIVES

Objective 1: To conserve and protect natural, scenic, historic, and cultural resources.

Objective 2: To develop for uses which do not substantially degrade the existing character or interrupt the flow of natural resource use of recreational benefits.

Objective 3: To protect life and property in hazardous areas.

COMMUNITY DEVELOPMENT – FOREST LANDS POLICY

Policy A: Forest lands shall be conserved for forest uses.

COMMUNITY DEVELOPMENT – CONSERVATION OTHER RESOURCES POLICY

Policy A: The County shall encourage the identification, conservation, and protection of watersheds, fish and wildlife habitats, and areas of historical, cultural, and/or scientific importance. Forestry, recreational, and associated activities may be reviewed and restricted when such activities are found to be in conflict with the conservation and protection of such areas.

COMMUNITY DEVELOPMENT – NATURAL OBJECTIVES AND POLICIES

Objective 1: To preserve, restore and protect natural areas for scientific, research, and educational needs and for the resource and ecosystem support values and functions they provide.

Policy A: The Gnat Creek marsh, Big Creek spruce swamp, Plympton Creek waterfalls, Bradwood cliffs, and important marshes along the Columbia River shall be protected from alteration.

Policy B: Landowners shall be encouraged to dedicate isolated natural features (landmarks) such as big trees, waterfalls, etc.

IMPLEMENTING OREGON ADMINISTRATIVE RULES (OAR):

None

COORDINATING AGENCIES:

Oregon Department of Fish and Wildlife (ODFW)
Oregon Department of Education (ODE)
Oregon Department of Environmental Quality (DEQ)
Oregon Department of Agriculture (ODA)
Oregon Parks and Recreation Department (OPRD)
Oregon Department of Energy (ODOE)
State Historic Preservation Office (SHPO)
Oregon Department of State Lands (DSL)
Oregon Health Authority (OHA)
Department of Geology and Mineral Inventories (DOGAMI)
Oregon Department of Land Conservation and Development (DLCD)
Oregon State Historic Preservation Office (SHPO)
Clatsop Soil and Water Conservation District

BACKGROUND REPORTS AND SUPPORTING DATA:

Future Climate Projections Clatsop County, Oregon Climate Change Research Institute, February 2020
Columbia River Estuary Regional Management Plan, CREST 1979
2021 Oregon Distribution System Plan, PacifiCorp
2020 Clatskanie PUD Annual Audit Report
Bald Eagle Technical Report, March 2016, Oregon Department of Fish and Wildlife
City of Astoria Bear Creek Watershed Forest Resource Management Plan, 2014
Big Creek Hatchery Program Management Plan 2020
Gnat Creek Hatchery Program Management Plan 2019



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

TO: Clatsop County Planning Commission Members

FROM: Gail Henrikson, Community Development Director

DATE: June 14, 2022

RE: SEASIDE RURAL COMMUNITY PLAN

BACKGROUND

The Elsie-Jewell / Seaside Rural Citizen Advisory Committee (EJSRCAC) met from August -December 2021 to review existing policies in the Seaside Rural Community Plan and to identify new issues and policies to be included in that community plan.

The Seaside Rural planning area comprises approximately 101,400 acres within the southwest quadrant of Clatsop County, stretching from the Pacific Ocean to east of Highway 53. The majority of the planning area is zoned F-80. Clusters of residential development can be found along Highway 26 and Highway 53. The Seaside Rural Planning Area includes the unincorporated community of Hamlet.

The Seaside Rural Community Plan is part of the County's adopted comprehensive plan. The plan contains policies specific to the Seaside Rural region, such as those that prioritize erosion prevention, protection of steep slopes, existing drainage patterns and natural and scenic resources, and public safety.

The original Seaside Rural Community Plan was adopted on July 23, 1980 (Ordinance 80-07). This plan, along with the community plans for each of the other five planning areas in Clatsop County are broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Seaside Rural Community Plan has been amended twice:

Seaside Rural Community Plan

- **Ordinance 81-07:** Goal 16 exception to allow a wetlands/marsh wastewater treatment system in and adjacent to the Ecola Creek Estuary
- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)

SEASIDE RURAL COMMUNITY PLAN 2040

The work completed by the EJSRCAC entailed a review of the existing goals, policies and objectives contained within the current community plan. The narrative of the plan was rewritten to include an assessment of current conditions, and identification of future trends likely to affect the Seaside Rural planning area over the next 20 years. Relevant policies from the current plan are also incorporated into

Draft 05.

Similar to the Elsie-Jewell Community Plan, this updated draft of the Seaside Rural Community Plan places a greater emphasis on the impacts from natural hazards, particularly flooding and earthquakes. Because much of the land within the planning area is zoned resource (farm/forest), residential development is restricted. The isolated nature of this part of the county, however, makes it particularly vulnerable to severe weather events or natural disasters. Many of the policies included in the updated plan are designed to increase self-sufficiency for residents and businesses within the Seaside Rural planning area.

Also of increasing concern within the planning area is the issue of wildfire. While wildfire risk was not a significant issue when the 1979 community plan was drafted, increasing changes to climates, including prolonged periods of drought, have raised awareness of this issue and the need to prepare and mitigate for such a disaster.

The goals, objectives and policies have been drafted to balance the sometimes conflicting goals of natural resource protection, including farm and forest lands, and the need for additional residential and commercial development to support the community.

ACTION ITEMS:

1) Review the Seaside Rural Community Plan – Draft 05

- Identify any questions you have regarding Draft 05 of the community plan
- Provide a recommendation to the Board of Commissioners, including any recommended amendments, on Draft 05 of the community plan

2) Prepare a recommendation for the Board of Commissioners:

- ***Suggested Motion:*** *I recommend the Board of Commissioners adopt the Seaside Rural Community Plan, Draft 05, as submitted by staff. (if there are no amendments)*
- ***Suggested Motion:*** *I recommend the Board of Commissioners adopt the Seaside Rural Community Plan, Draft 05, as amended. (if there are amendments)*

ATTACHED MATERIALS:

- Seaside Rural Community Plan – Draft 05

ADDITIONAL REFERENCE MATERIALS:

- [Ordinance 81-07](#)
- [Ordinance 83-17 \(Part 1\)](#)
- [Ordinance 83-17 \(Part 2\)](#)
- [Ordinance 83-17 \(Part 3\)](#)

SEASIDE RURAL COMMUNITY PLAN



ACKNOWLEDGEMENTS

BOARD OF CLATSOP COUNTY COMMISSIONERS

- Mark Kujala, Chair (District 1)
- Lianne Thompson, Vice-Chair (District 5)
- John Toyooka (District 2)
- Pamela Wev (District 3)
- Courtney Bangs (District 4)

SEASIDE RURAL CITIZEN ADVISORY COMMITTEE

- Pam Birmingham, Chair
- Susana Gladwin, Vice-Chair
- Don Abing
- Jody Abing
- Connie Moore
- Herb Olstedt

CLATSOP COUNTY PLANNING COMMISSION

- Nadia Gardner, Chair
- John Orr, Vice-Chair
- Christopher Farrar
- Cary Johnson
- Jason Kraushaar
- Clarke W. Powers
- Lam Quang

COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Joanna Lyons-Antley, County Counsel
- Patty Jo Angelina, Public Affairs Officer

LAND USE PLANNING STAFF

- | | | | |
|----------------------------------|--------------------------|------------------------------------|----------------------------------|
| • Julia Decker, Planning Manager | • Jason Pollack, Planner | • Victoria Sage, Planner | • Gail Henrikson, |
| • Ian Sisson, Senior Planner | • David Cook, Planner | • Clancie Adams, Permit Technician | • Community Development Director |



Table of Contents

| | |
|---|-----------|
| INTRODUCTION | 1 |
| LANDSCAPE UNITS | 1 |
| Introduction | 1 |
| Alluvial Lowlands..... | 4 |
| Alluvial Terraces | 4 |
| Marine Terrace..... | 4 |
| Sedimentary Lowlands | 5 |
| Sedimentary Uplands..... | 5 |
| Basaltic Lowlands and Highlands | 5 |
| Estuary and Coastal Shorelands | 6 |
| Ecola Creek Estuary..... | 6 |
| Tillamook Head | 6 |
| NATURAL HAZARDS | 7 |
| Stream Flooding | 7 |
| Streambank Erosion | 10 |
| Mass Movement | 10 |
| High Groundwater | 10 |
| Wildfire..... | 11 |
| Tsunami..... | 11 |
| Earthquake / Cascadia Subduction Zone Event | 11 |
| NATURAL RESOURCES | 12 |
| Mineral Resources | 12 |
| Water Resources..... | 13 |

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Forestry and Agriculture 14

CULTURAL 15

 Housing 15

 Recreation 15

 Open Space, Historic, Scenic and Natural Areas 17

 Fish and Wildlife 20

 Transportation 22

 Public Facilities and Services 23

 Water Districts 23

 Groundwater Wells 24

 Schools 24

 Fire Protection 25

 Septic Systems 27

 Power Generation 27

COMMUNITY DEVELOPMENT 29

 Setting 29

 Assumptions 29

 Development 30

 Rural Lands 30

 Rural Agricultural Lands 31

 Forest Lands and Conservation Other Resources 32

 Natural 32

GOALS, OBJECTIVES AND POLICIES 34

Index to Maps and Figures

| | |
|---|----|
| MAP 1: Landscape Units of the Seaside Rural Planning Area..... | 3 |
| MAP 2: Geologic Hazard Areas | 8 |
| MAP 3: Special Flood Hazard Areas..... | 9 |
| MAP 4: Open Space, Parks and Recreation | 18 |
| MAP 5: Special Districts | 28 |
| FIGURE 1: General Landscape Units | 2 |
| FIGURE 2: North Coast Basin Map | 13 |
| TABLE 1: Surface Mining Operations | 12 |
| TABLE 2: Fish and Wildlife | 21 |
| TABLE 3: Seaside Rural Planning Area – School Systems | 25 |

INTRODUCTION

The original Seaside Rural Community Plan was adopted on July 23, 1980 (Ordinance 80-07). This plan, along with the community plans for each of the other five planning areas in Clatsop County are broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Seaside Rural Community Plan has been amended twice:

Seaside Rural Community Plan

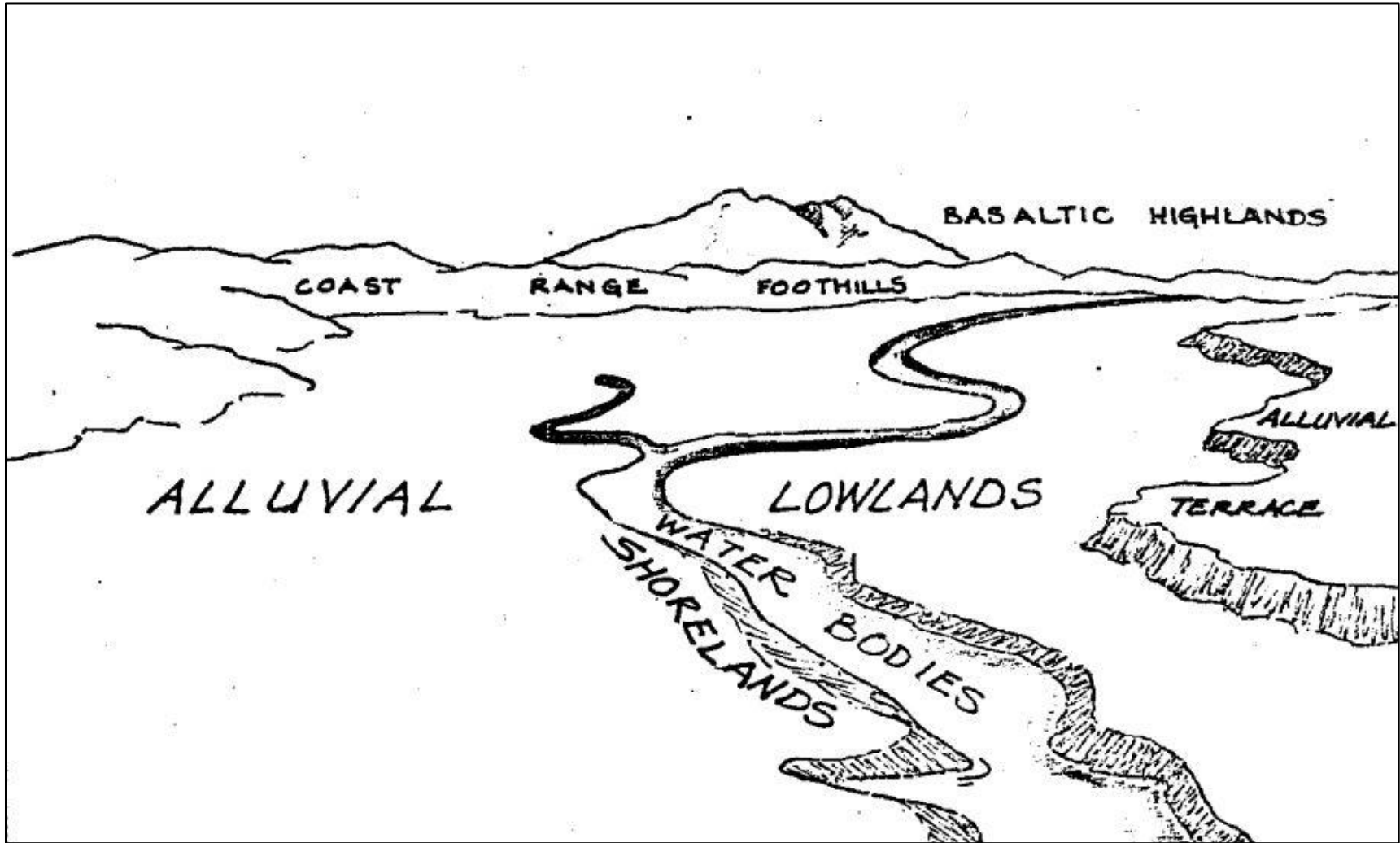
- **81-07:** Goal 16 exception to allow a wetlands/marsh wastewater treatment system in and adjacent to the Ecola Creek Estuary
- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)

LANDSCAPE UNITS

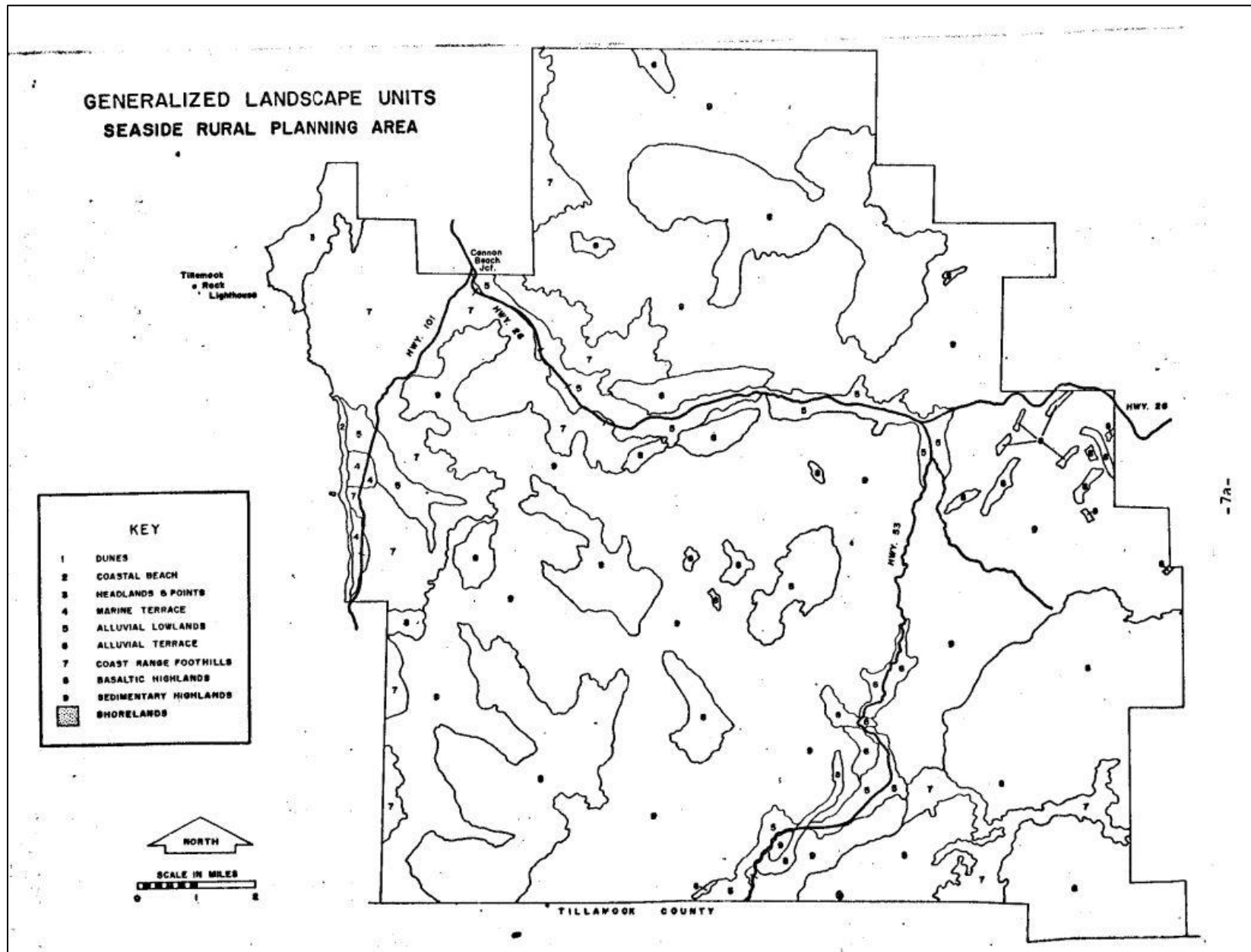
INTRODUCTION

The basic idea of the landscape unit is that it reflects a set of characteristics which, taken together, constitute a natural process. The soils, hydrology, wildlife, vegetation, and land forms are interrelated as a functional unit. The landscape units provide a framework for development that is, in part, based on the land's capability and capacity. Each piece of land is in a landscape unit. The landscape units which occur in the Seaside Rural planning area (Figure 1) are Marine Terrace, Alluvial Lowlands and Uplands, Basaltic Lowlands and Highlands, and Headlands and Points. Map 1 shows their locations in the Seaside Rural planning area. These designations and locations, which were identified in the late 1970s, should be reviewed by DOGAMI to verify the locations.

FIGURE 1: GENERAL LANDSCAPE UNITS



MAP 1: GENERALIZED LANDSCAPE UNITS OF THE SEASIDE RURAL PLANNING AREA



ALLUVIAL LOWLANDS

Alluvial lowlands are plains occupying valley floors which result from the deposition of clay, silt, sand, and gravel by water.

There are two areas of alluvial lowlands within the Seaside Rural area; the Necanicum River which empties into the estuary within the Seaside city limits, and the North Fork of the Nehalem River that drains the eastern part of the planning area.

The Necanicum River has carved out an alluvial valley for about 16 miles through sedimentary rocks in the northern part of the Seaside Rural area. The valley is underlain by gravel deposits. The alluvial gravels consist of poorly sorted sand, silt, and clay with some beds of basaltic pebbles and cobbles.

The largest alluvial lowland is the valley created by the North Fork of the Nehalem River. This valley extends about 6 miles north from the Tillamook County line. The North Fork drains much of the southwest part of the County ultimately into Nehalem Bay, just after it joins the main stream of the Nehalem River. This area consists primarily of silty clay, clay, and silty clay mixed with gravel. The slope of the lowlands is gentle, between 8 and 9%.

The major geological hazard in the alluvial lowlands is stream flooding. Further information on this subject is contained in the section on Critical Hazards.

ALLUVIAL TERRACE

Alluvial terraces are relatively flat or gently sloping surfaces marking former valley floors. Stream downcutting has caused the terraces to be higher than the present valley floor.

Alluvial terraces are found along the northern portions of the Necanicum River and generally east of the Nehalem along the North Fork. Terrace deposits consist mostly of clay and gravel.

This landscape unit is scarce in the planning area. Most of the property is productive timber land and presently in forest uses.

MARINE TERRACES

Marine terraces are relatively flat surfaces eroded by wave action. They are composed of relatively flat-lying or gently ocean-sloping compacted but uncemented sediments, rarely above 50 feet in elevation.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

At Cannon Beach, the marine terrace deposits extend inland for about 3/4 mile into the planning area. Most of the development that has occurred in the town is on the marine terrace formation. The land slopes from mountain to sea, affording many homes a view. This area is contained within the Cannon Beach Urban Growth Boundary.

SEDIMENTARY LOWLANDS

Sedimentary lowlands are low subsidiary hills on the edges of the uplands. In the Seaside Rural area, they occur in the western portion of the planning area in and around Cannon Beach. They range in elevation from 50 to 500 feet, and are generally composed of sedimentary rock of Oligocene to Miocene age. They tend to have rounded ridge tops with slopes varying from 10 to 60%.

The sedimentary lowlands lie in an area of landslide topography. This is due to a combination of slope and bedrock material. When moisture comes in contact with the siltstone or claystone formations, fringe between the soil and rock is reduced, and the force of gravity provides the impetus to push the overburden down a slope.

Most of the area containing this landscape unit is in timber production.

SEDIMENTARY UPLANDS

Sedimentary uplands consist of Coast Range Mountains over 500 feet, underlain chiefly by sedimentary rocks. Slopes may vary from 10 to 60%.

Sedimentary uplands compose the most common landscape unit in the planning area, interrupted in places by massive basalt outcrops.

The soils of the sedimentary uplands are the same, for the most part, as the sedimentary lowlands. The uplands, however, consist of mostly steep to very steep slopes which makes for rapid runoff and high erosion hazard.

Most of these lands are utilized for timber production by the large timber companies. However, there are some other land holdings containing this landscape unit in the Hamlet area, but the slopes are not above 20% reducing the presence of hazards.

BASALTIC LOWLANDS AND HIGHLANDS

Basaltic lands are underlain by igneous material. Most of the highlands are over 1,200 feet in elevation though outcrops of basalt are also exposed at lower elevations. Slopes are frequently over 40%. They are scattered throughout the planning area, but the most prominent outcrops encompass Angora, Onion, and Twin Peaks and Sugarloaf Mountain.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

The slope of the basaltic formations ranges from 30% to 60%, with several near-vertical cliffs. Due to the density and crystalline structure of these formations, the basaltic lands do not contain the geologic hazards of other units. Basaltic rocks are more resistant to erosion than the sedimentary formations and, therefore, less liable to experience landslides. Rockfall can occur, however. Their isolation, slope and elevation make them generally unsuitable for most human activity. Because of their composition, they could constitute important mineral resources in terms of quarry rock for construction purposes. These areas are an important visual component of the County, providing the rugged, wild counterpart to the rest of the landscape that makes the area so unique.

ESTUARY AND COASTAL SHORELANDS

Ecola Creek Estuary

Ecola Creek is a well-mixed tidal creek having very low marine biological and moderate terrestrial biological value. Tidal influence extends to just above the U.S. 101 bridge a total distance of one-half mile.

Ecola Creek has no definable eel grass beds or tidelands. The adjacent land as well as the land edge character is moderately diverse, and is comprised of a bulrush and sedge wetland above the U.S. Highway 101 bridge and a small wetland area located within the Cannon Beach city limits.

Ecola Creek has sediments of mixed sand, gravel, and mud. These sediment types combined with low salinities limit Elk Creek to small anadromous fish runs of coho and steelhead trout. But for its size, Elk Creek sustains a fairly large stable run of native searun cutthroat trout.

The City of Cannon Beach has utilized approximately 68 acres of the marsh to the west of Highway 101 for an artificial marsh sewage treatment system.

Tillamook Head

The most northerly and largest coastal headland in Clatsop County is Tillamook Head, which has been described as "a complex of bold headlands, points of land, intervening coves, and shallow indentations." West Point, Bird Point, and Indian Point are part of this promontory.

Tillamook Head is composed of middle to late Miocene basaltic intrusive rock which includes thick sills, dikes, ring dikes, and pod-life bodies. The seaward side of the headland consists of basaltic flows and sills. Many active landslides have been mapped in the Tillamook Head area, and have caused and continue to cause much destruction to Ecola State Park.

Much of the area on top of Tillamook Head that is under State control is still in old growth forest, and as such constitutes a rare natural area in Clatsop County. The Oregon Department of Parks and Recreation has previously acquired additional acreage at Tillamook Head to provide a buffer to protect the park forests against wind throw which could occur when the adjacent forests are logged. The expansion of the park also protected the historic and primitive character of the headland trail, providing viewpoints of the farthest exploration area of the Lewis and Clark expedition of 1806.

NATURAL HAZARDS

STREAM FLOODING

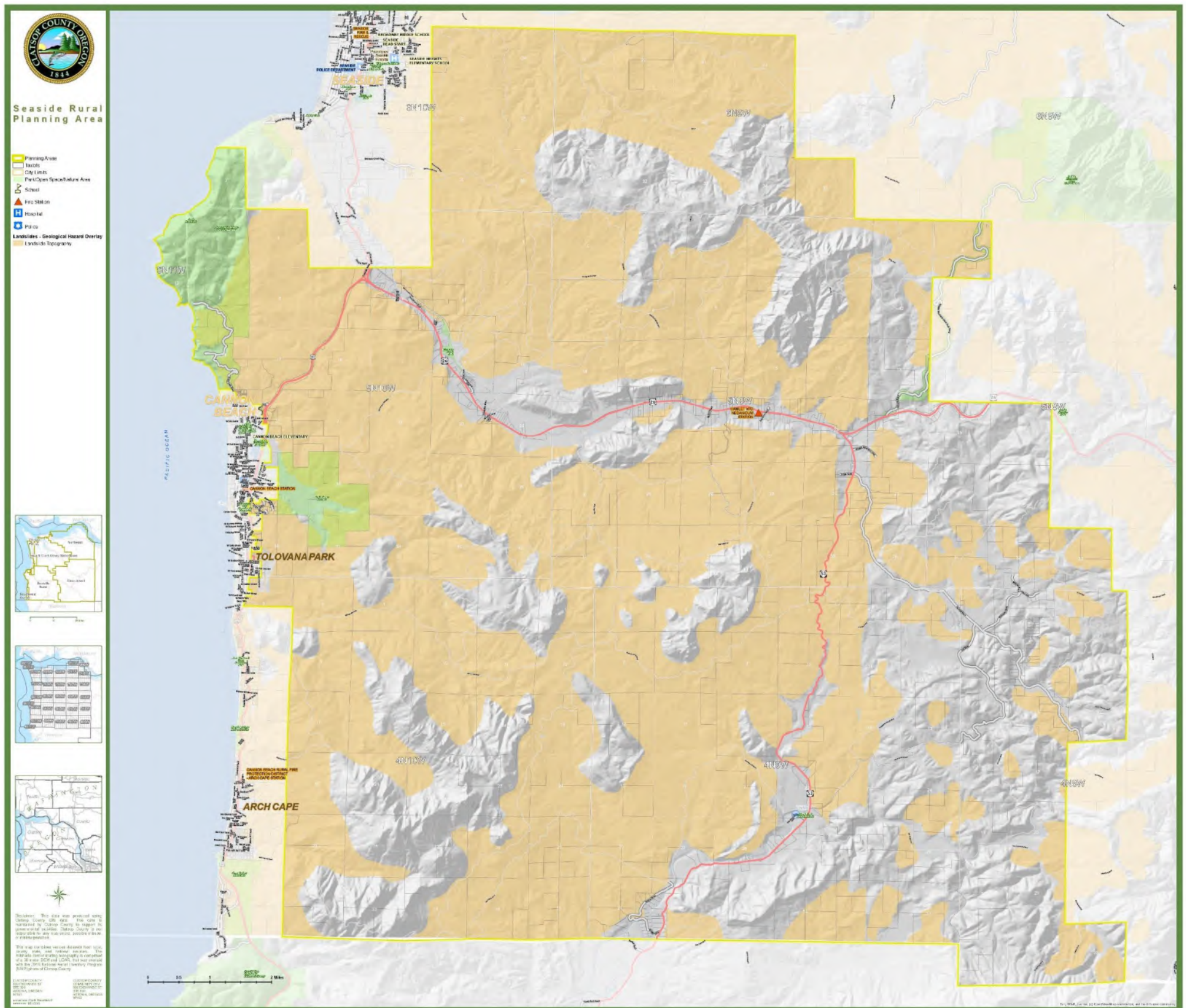
Because housing sites along rivers are picturesque, they are increasing at a rapid rate. Many of these scenic locations are hazardous floodplains - the area intended by nature to accommodate the discharge and overflow of its waterways.

Major flood areas of the Seaside Rural area are on the Necanicum River and the North Fork of the Nehalem River between the southern County border and the hatchery. These streams overflow their banks at certain periods of the year, when heavy rainfalls, melting snow, high tides, strong winds, or restricted channels occur.

Clatsop County has participated in the National Flood Insurance Program since 1974. A floodplain ordinance was adopted in 1978 and continues to be in effect. In 2018, the County was required to update the floodplain ordinance when Flood Insurance Rate Maps (FIRMs) were updated for properties along the Pacific Ocean coast. On October 1, 2021, FEMA implemented its Risk 2.0 Insurance Mapping Program. This program is intended to revise flood insurance rates based not only upon a structure's location to the Base Flood Elevation (BFE), but also to reflect the rebuild cost of the structures themselves. The revisions stem from a decades-long de facto subsidization of larger, higher-cost housing in flood-prone areas by smaller, lower-cost dwellings. The program will adjust flood insurance rates over a period of several years until property owners are paying the full amount of the costs to insure their buildings. This will result in a premium decrease for some property owners within the county, but may result in higher premiums for other property owners.

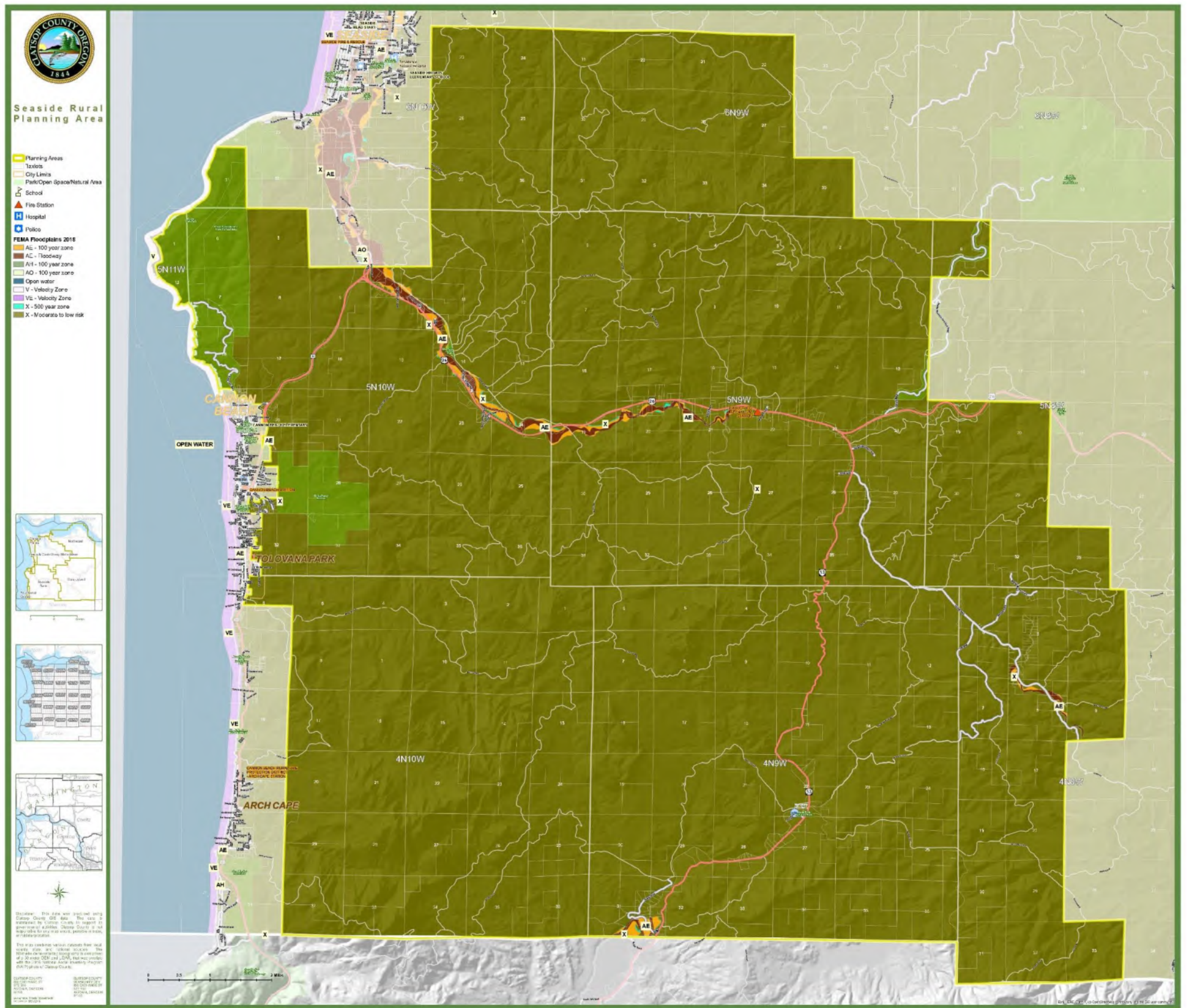
General policies regarding flood hazards, stream flooding and other hazards are contained in the County-wide Natural Hazards Element of the Comprehensive Plan.

MAP 2: GEOLOGIC HAZARD AREAS



Agenda Item # 6.

MAP 3: SPECIAL FLOOD HAZARD AREAS



Agenda Item # 6.

STREAMBANK EROSION

The outer banks along channel curves are the most susceptible to streambank erosion because it is there that the momentum of the water carries it against the bank with the most force. Actual erosion rates are not known but are quite severe in spots along the Necanicum.

Allowing trees and other vegetation to remain on the banks, (i.e., providing a buffer) is essential to the health of the stream generally. The riparian vegetation stabilizes the banks and provides shade and cooling.

Prescribing a setback for improvements is another common method of safeguarding against potential damage but is difficult to prescribe due to the varying degrees of erosion that occur. In areas of severe streambank erosion, it sometimes becomes necessary for a property owner to install riprap or other protection when a home is in danger. Sometimes this type of action can cause potential harm to neighboring properties.

MASS MOVEMENT

Much of the land in the Seaside Rural area consists of old landslide topography which are land areas of rolling ground in which landslides could have occurred up to several thousand years ago. Due to the geologic conditions of the region these areas are still subject to movement. Such landslides are occurring in Ecola Park and above Cannon Beach. Many smaller unmapped landslides are present and can move when disturbed. Human actions, such as construction of buildings or roads, have also precipitated landslides.

Landslides, soil creep, slumping, or rockfall are all elements of mass movement. According to the Natural Resources Conservation Service (NRCS), certain soils consistently have mass movement potential at slopes above 20%.

General policies relating to mass movement are addressed in the Countywide Natural Hazards Element.

HIGH GROUNDWATER

In the alluvial lowlands near streams, high groundwater is near the surface much of the year.

High groundwater can create hydrostatic pressure problems in that water pressure can fracture the floors and walls of basements if allowed to build up. Health hazards can also be created where septic tanks cannot drain properly. Department of Environmental Quality (DEQ) rules prohibit the issuance of septic tank permits when the permanent groundwater level is within 5-1/2 feet of the ground surface.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

In the Seaside Rural area, major areas of high groundwater occur along the Necanicum River and North Fork of the Nehalem just north of the Tillamook County line. There are also minor areas between the mouth of the Klookchie Creek and the Necanicum Fish Hatchery.

General policies relating to high groundwater and associated compressible soils are also addressed in the Countywide Natural Hazards Element.

WILDFIRE

Fire is an essential part of Oregon’s ecosystem, but it is also a serious threat to life and property particularly in the state’s growing rural communities. Wildfires are fires occurring in areas having large areas of flammable vegetation that require a suppression response. Areas of wildfire risk exist throughout the state with areas in central, southwest and northeast Oregon having the highest risk.

The *Future Climate Projections Clatsop County* report issued by the Oregon Climate Change Research Institute in February 2020, states that over the last several decades, warmer and drier conditions during the summer months have contributed to an increase in fuel aridity and enabled more frequent large fires, an increase in the total area burned, and a longer fire season across the western United States, particularly in forested ecosystems. In Clatsop County, the frequency of very high fire danger days per year is projected to increase on average by 10 days, with a range of -3 to +28 days by 2050. Given the predominance of forested land in the Seaside Rural Planning Area, increased wildfire frequency poses a significant risk.

TSUNAMI

Tsunamis have historically been rare in Oregon. Since 1812, Oregon has experienced about a dozen tsunamis with wave heights greater than 3 feet; some of these were destructive. A small area to the east of the City limits of Cannon Beach is located within the tsunami regulatory line. DOGAMI provides maps detailing the inundation zones. Tsunami impacts in this area will likely destroy roads and structures and isolate this area for days or weeks. An evacuation route should be located within the Seaside Rural Planning Area.

EARTHQUAKE / CASCADIA SUBDUCTION ZONE EVENT

A Cascadia Subduction Zone (CSZ) event is the most likely event to severely impact the Seaside Rural Planning Area. In the event of a CSZ event, this area will be isolated as roads and transportation systems will likely be severely damaged or destroyed. CERT

volunteer training should be encouraged and cache areas and assembly points should be identified and developed. The County should promote education to ensure that residents and households are prepared to be self-sufficient for a minimum of two weeks in the event of a CSZ occurrence.

NATURAL RESOURCES

The Seaside Rural area has an abundance of natural resources. Forests cover much of the area and numerous streams flow towards the ocean. There are many potential sources of rock in the area.

Mineral Resources

The two most common mineral resources in Clatsop County are sand and gravel, and crushed rock deposits. Sand and gravel are found in stream channels and bars, in the alluvial deposits of the stream valleys and in certain rocky beaches. Crushed rock is rare and valuable and is basaltic in origin. It has also been noted during the update of this plan that the economic benefits must also be tempered with measures to protect residents from negative impacts from blasting associated with mining activities. Such measures might include limitations on hours when blasting activities could be conducted. Information from DOGAMI indicates the following active surface mining operations in the Seaside Rural Planning Area:

| TABLE 1: SURFACE MINING OPERATIONS | | |
|------------------------------------|----------------------|---|
| SITE NAME | PERMITTEE | LOCATION |
| Volmer Creek | Big River Excavating | https://www.google.com/maps/@?api=1&map_action=map&center=45.913868,-123.894119&zoom=16&basemap=satellite |
| Square Creek Pit | Bayview Asphalt Inc. | https://www.google.com/maps/@?api=1&map_action=map&center=45.939774,-123.934647&zoom=16&basemap=satellite |

The Seaside Rural area has many other areas of igneous rock and intrusive basalt outcrops. These areas of basalt rock should be examined for possible sites of future rock quarries to help the County meet its growing demands. Most of the areas are presently in forest management.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Policies and standards relating to mineral resources are handled in the Open Spaces, Scenic and Historic Areas, and Natural Resources Background Report and Countywide Element.

Water Resources

Per information from the Oregon Department of Environmental Quality (DEQ) the Seaside Rural Planning Area is located within the North Coast Basin, which extends from the Columbia River to the southern Tillamook County line (Figure 2). The basin consists of eight watersheds. Six watersheds drain to the Pacific Ocean:

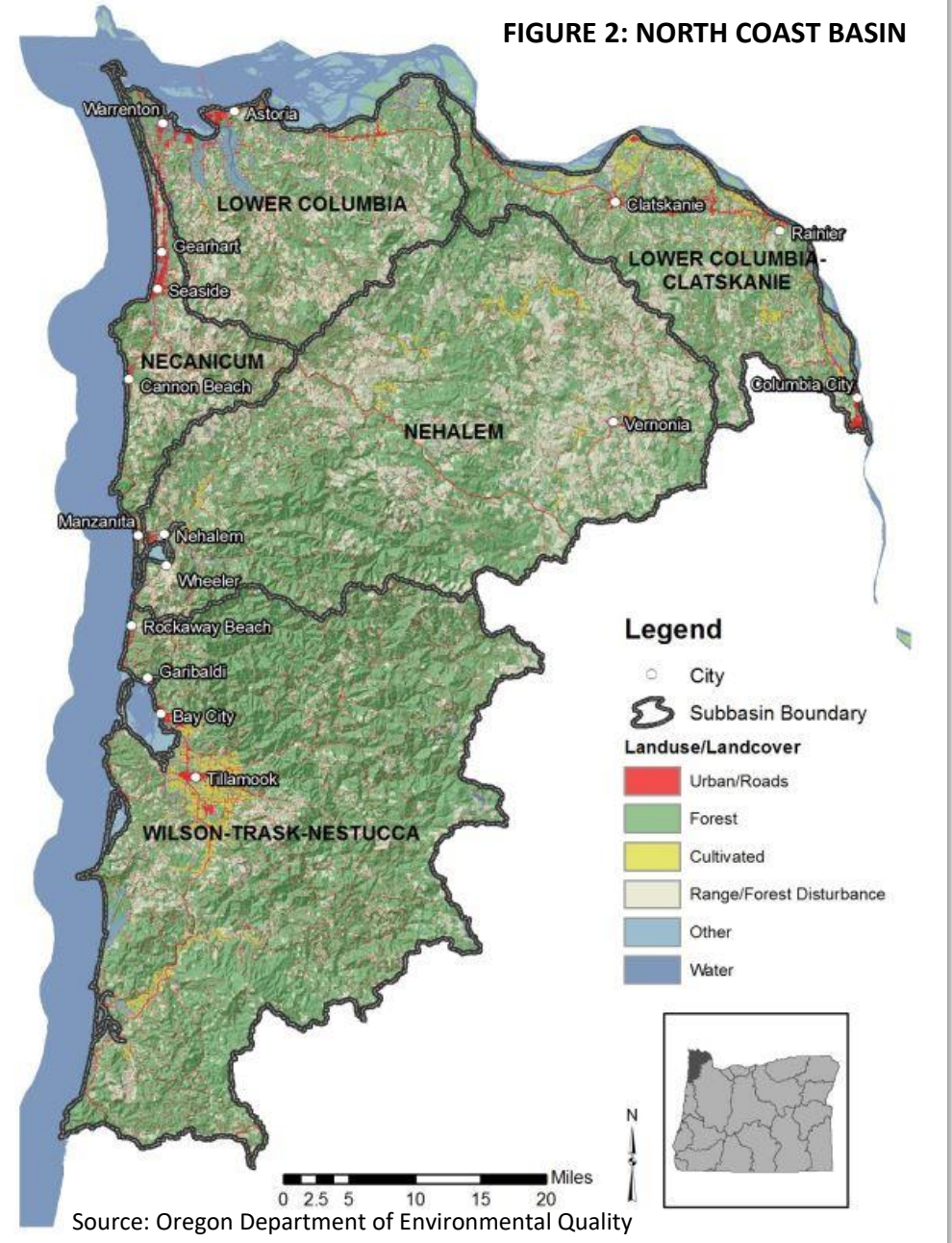
- Necanicum
- Nehalem
- Tillamook Bay
- Nestucca
- Netarts/Sand Lake
- Neskowin

Two of the watersheds drain to the Columbia River:

- Lower Columbia
- Lower Columbia-Clatskanie

The Seaside Rural area contains many streams transporting water to the ocean. The major rivers in the area are the Necanicum River, which flows northwest through the northern part of the study area, and the North Fork of the Nehalem, which flows southwest and drains the southeast

FIGURE 2: NORTH COAST BASIN



SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

part of the planning area. Elk Creek drains most of the area immediately behind Cannon Beach. Circle and Klootchie Creeks are major tributaries of the Necanicum River.

Grassy Lake and Soapstone Lake are the only lakes in the area. Grassy Lake is a small, successional lake rapidly turning to marshy bog in the uplands between Onion Peak and Sugarloaf Mountain. Soapstone Lake is a 10-acre lake at 550 feet elevation, and is located east of Highway 53. The Seaside reservoir, located two miles south of the City, is a two-acre body of water used to supply water to the City of Seaside and selective residents of the Seaside Rural area.

The Cannon Beach watershed is located along the west fork of Elk Creek about 3/4 of a mile upstream from the confluence of the forks. The City has taken an active role in managing its watershed, purchasing nearly a thousand acres and developing the Ecola Creek Forest Reserve (ECFR) Plan. Located approximately one mile from the Pacific Ocean, the ECFR covers approximately 1,040 acres and is owned by the City of Cannon Beach. With a maximum elevation of 3,075 feet, the headwaters of the watershed are steep and mountainous. Over 95% of the lands in the watershed are managed for industrial timber production, with private land ownership over the last few decades passing from Crown Zellerbach to Willamette Industries, to the Weyerhaeuser Company, and to the Campbell Group, a timber investment firm. In 2005, Weyerhaeuser sold a portion of the upper watershed to Stimson Lumber. Harvest activity continues on lands adjoining the Reserve.

The streams in this area of the County are an invaluable resource. These streams provide water for the residents of the area, as well as providing habitat for both fish and wildlife. The streams in the area fluctuate considerably between January and August. During the winter months when the streams are at their peak, there is plenty of water in the stream channels.

Forestry and Agriculture

In the Seaside Rural area, the majority of the forest land is in corporate and public ownership and covers over 90% of the total land area. In the past the forests of the area were mostly composed of old growth Douglas Fir, but logging and forest fires have altered this considerably. These lands are intensively managed for timber production, a primary industry of the County. Recognizing this fact, the major forest lands are preserved in the Plan under a Forest Lands designation.

Some agricultural activity in the Seaside Rural area occurs along the Necanicum River Valley, the North Fork Nehalem River Valley, and two areas along the Little North Fork. While these areas were previously thought to have low potential for agriculture because of past development that resulted in small parcel sizes, farming does occur in the area on a small- to moderate-scale. These activities are considered compatible with rural residential living.

General policies concerning forestry and agriculture can be found in Goals 3 and 4 of the Countywide comprehensive plan.

CULTURAL

HOUSING

The Seaside Rural area is very sparsely settled, containing only 310 existing residences. Approximately 47% of the dwellings were constructed prior to 1980. Approximately 60% of the dwellings were constructed prior to 1990.

Between 2005 and November 24, 2021, 39 permits were issued for new single-family and two-family dwellings in the Seaside Rural Planning Area.

RECREATION

Existing recreational facilities in the Seaside Rural area consist of the following:

State Parks

Within this planning area, there are two State parks (Ecola and Elmer Feldenheimer State Natural Area).

Ecola State Park has picnic facilities as well as a hiking trail to the top of Tillamook Head or across the head to Ecola Point and Indian Beach. The park stretches along nine miles of coastline and offers outstanding sightseeing and recreational opportunities, including cliff side viewpoints of secluded coves, forested promontories and a long-abandoned lighthouse. The park's network of trails includes an eight-mile segment of the Oregon Coast Trail, and a 2 ½ mile historical interpretive route called the Clatsop Loop Trail.

Elmer Feldenheimer is a Forest Preserve to the east of Ecola and was created to protect forested areas in Ecola State Park.

Oregon Scenic Waterways

In 2019, a 17.5-mile portion of the Nehalem River between Henry Rierson Spruce Run Campground and the confluence with Cook Creek near Cougar Valley State Park, was designated as an Oregon Scenic Waterway. Oregon Parks and Recreation Department is currently working with a Rules Advisory Committee to finalize river-specific rules for the designated stretch of river.

County Parks

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

North Fork Nehalem Park - This three-acre park is located on Highway 53. No facilities are provided, although the park has fishing access, open space and water access.

Kloutchie Creek Park – This park is located off U.S. Highway 26, about 2 ½ miles southeast of the U.S. 101 junction, five miles from Seaside and Cannon Beach. The park is comprised of 25 acres and has restroom facilities, trails and water access. The park is also home to the Sitka Spruce Oregon Heritage Tree Site. A four-mile mountain biking trail system, built in conjunction with the Northwest Trail Association and GreenWood Resources was dedicated in 2019.

In December 2006, a windstorm caused a large amount of rotted wood to break free from the tree at the site of an old lightning scar. One year later, the tree fell victim to a second windstorm that broke off the trunk about 80 feet from the ground. In February 2011, the Parks Department had a further 40 feet of the remaining snag cut off, due to concerns about decaying wood falling from the trunk and putting visitors at risk. Though no longer rising to its 200-foot height, the tree's 17-foot-diameter trunk and two fallen sections still convey to visitors the giant spruce's massive size. The downed portions have been left in place to serve as nurse logs for a new generation of Kloutchy Creek giants.

These facilities are considered adequate to satisfy future needs for parks and open space. Additional camping, fishing and boat launch sites, however, could be developed along the area's rivers. Losses of traditional fishing spots have occurred in the past as the area has built up. There is concern, however, that the rivers be left natural and undeveloped.

When the original planning process for the Seaside Rural Planning Area took place in the late 1970s, residents at that time expressed a need for slow change in the area. During this current update, the citizen advisory committee members expressed the need for more commercial and community services and the need to provide additional tourist facilities such as campgrounds and park amenities. However, recreational facilities which cater to the tourist industry should still be closely monitored to ensure that noise levels are kept at a minimum and traffic congestion is prevented, and major highway improvements caused by increased use and promotion of recreational resources in the area are prevented.

Trails

Highway 101 receives extremely heavy long distance and local bicycle traffic during the summer months. U.S. Highway 101 is the route for two bicycle routes: the Oregon Coast Bike Route; the TransAmerica Trail. This bike route is very dangerous, having many curves and no barriers preventing automobiles from entering the bike lane.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Additional information and policies regarding recreation and natural resources are found in the Goal 5: Open Space, Scenic and Historic Areas and Natural Resources Background Report and County-wide Element, Goal 8: Recreational Needs Background Report and County-wide Element and Ocean and Coastal Shorelands section of the Goal 16: Estuarine Resources and Goal 17: Coastal Shorelands Background Report and the County-wide Element.

OPEN SPACE, HISTORIC, SCENIC AND NATURAL AREAS

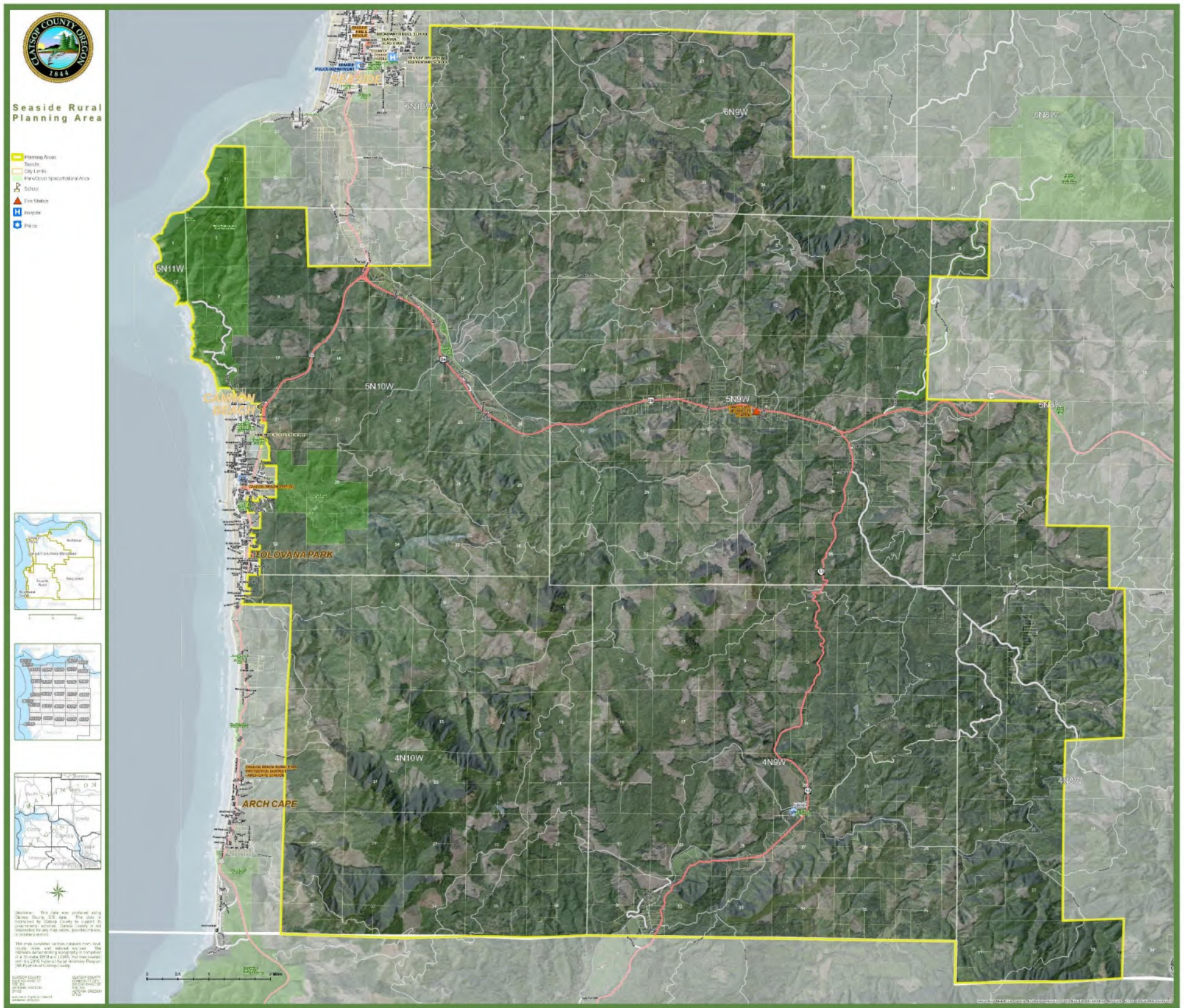
Open Space

As the Seaside Rural area becomes increasingly popular as a recreation, retirement and residential area, private land will be developed at an accelerating rate. Huge portions of the area, however, are and will remain in open space. The provision of acreage homesites provides elbow room and will maintain a rural open space character for the Seaside Rural area. Open space is one of the benefits of resource management. Resource management lands, such as forest and agriculture lands, provide or have potential economic value which requires some form of protection to maintain their wise utilization. A majority of the Seaside Rural area will be preserved for forest uses.

Parks and other recreational areas provide open space as part of their function. Ecola Park, Elmer Feldenheimer State Natural Area, North Fork Nehalem Park, and Klootchie Creek Park together encompass over 2,500 acres of open space. Additional open space is being preserved through the acquisition and conservation efforts of the North Coast Land Conservancy (NCLC) and other organizations.

In 2016, the NCLC acquired the 340-acre Boneyard Ridge on Tillamook Head, creating an unbroken, 3,500-acre corridor of conserved land stretching from the ocean shore to the Necanicum River floodplain between the communities of Seaside and Cannon Beach.

MAP 4: OPEN SPACE, PARKS AND RECREATION



Agenda Item # 6.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

The corridor encompasses an entire watershed, and includes the near-shore ocean, headlands, forested watershed, floodplain, and estuary. The corridor also creates a wildlife corridor.

Historic and Scenic Areas

Historical sites which have been inventoried in the Seaside Rural area include the Tillamook Head Trail, Tillamook Rock (lighthouse), Clark's View (on Tillamook Trail), Indian Beach (Ecola State Park), WWII Memorial (Highway 53 Junction) and an old cemetery on Hill Road in the Hamlet area.

The Tillamook Head Trail leads south from Seaside over Tillamook Head through Ecola Park and into Cannon Beach. Clark's View, at 1,138 feet above sea level, was visited by Captain William Clark while on a trip to Cannon Beach. A monument marks the spot. Indian Beach is on the site of an early Indian fishing camp. These three sites are currently publicly owned and protected.

A lighthouse exists on Tillamook Rock that has been in existence since 1879. Official use of the light, however, was discontinued in 1957. The rock is now privately owned. Although there have been many speculative ideas to convert the lighthouse to such things as a gambling casino, access to the property is difficult and extremely dangerous. The structure itself is in a deteriorating condition and receives constant punishment by crashing breakers.

The World War II Memorial naming the Sunset Highway, once the Wolf Creek Highway, is located at the junction of Highway 53 and Highway 26.

Hamlet was named by early pioneers for its size. A post office was established there in 1905. The old cemetery has been donated to the community for preservation. Adjacent lands are in forest production.

The Hamlet School is owned and maintained by the Hamlet Historical Schoolhouse, a non-profit charitable organization.

Clatsop Chinook or other archeological sites exist in the Seaside Rural area. As development occurs, there will be inadvertent discoveries of areas, particularly around bodies of water, where the Clatsop Chinook utilized sites for temporary fish or food-gathering camps. Information regarding inadvertent discoveries of human remains, village sites and encampments should be reported to the Chinook Indian Nation and the State Historic Preservation Office.

Scenic areas in the Seaside Rural area include the rivers and highways. The highway from Silver Point to the Cannon Beach junction is a designated U.S. 101 Scenic Corridor, including a 50-foot buffer on both sides. Access is limited, no highway frontage is allowed, and all uses must be setback in accordance with Oregon Department of Transportation regulations.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Billboards and signs can also degrade scenic qualities. These are controlled by the Oregon Department of Transportation and local policies regarding highway commercial developments and the prohibition of off-premise signs.

Natural Areas

Possible natural areas of the Seaside Rural area have been identified through the Oregon Natural Heritage Program. They are described in Site Evaluation Reports and are summarized as follows. Also see Clatsop County's Goal 5: Open Space, Scenic and Historic Areas and Natural Resources in the Countywide comprehensive plan for additional discussion and resolution of conflicts.

Chapman Point is the first headland to the north of Cannon Beach with Ecola State Park immediately north. This 100-acre area, which is now owned by the Oregon Parks and Recreation Department, includes a beautiful rugged headland which is very steep and rocky. This is a very pristine area. The fragile system could not stand excessive human use.

Onion Peak is located approximately 9 miles southeast of Cannon Beach. This is a steep-sided, rock peak, the highest in the area, at whose summit is a small remnant of the original Pacific Silver Fir-Western Hemlock forest. There is also a grassy bald area and a rock garden community, both showing minimal disturbances. Found here are a significant number of rare and localized plant species. Onion Peak is included among the eight sites in Oregon listed as a Dedicated Natural Heritage Conservation Area.

Sugarloaf Mountain is 2 miles south and 5 miles east of Cannon Beach. The summit of the mountain is approximately 10 acres with a rock garden community of rare plant species. In 2021, approval was granted to construct a new communication tower in this was area.

Grassy Lake is a two acre lake which is rapidly filling in an approaching a bog stage. This area presents a good example of aquatic succession uncommon at this elevation and is included here for its scientific significance.

Kloutchie Creek Park, which includes amenities such as restrooms, trails, and a picnic area, also contains the remnants of the largest Sitka Spruce tree.

FISH AND WILDLIFE

The sparsely populated areas of the County provide excellent habitat for many forms of wildlife, mammals and birds, reptiles and amphibians. Some of the more common forms of wildlife found in the Seaside Rural area include:

| TABLE 2: FISH AND WILDLIFE | | | |
|-----------------------------------|-------------------------|-----------------------|------------------|
| MAMMALS | BIRDS | | GAME FISH |
| Roosevelt Elk | Pheasant | Sparrows | Steelhead Trout |
| Black-tailed Deer | Grouse | Solitary Vireo | Silver Salmon |
| Black Bear | Quail | Blackbirds | Chinook Salmon |
| Coyote | Mourning Dove | Widgeons | Chum Salmon |
| Wildcat | Pigeon | Shovelers | Cutthroat Trout |
| Muskrat | Grebe | Teal | Brown Trout |
| Mink | Phalarope | Owls | Rainbow Trout |
| Rabbit | Sandpipers | Peregrine Falcon | |
| Raccoon | Seagulls | Hawks | |
| Weasel | Cormorant | Marbled Murrelet | |
| Ground Squirrel | Murre | Jays | |
| Chipmunk | Killdeer | Oregon Junco | |
| Beaver | Tufted Puffin | Rufous-sided Towhee | |
| Mole | Thrushes | Starlings | |
| Shrew | Ducks | Finches | |
| Meadow Mouse | Merganser | Hummingbirds | |
| Mountain Beaver | Geese | Trails | |
| Red Squirrel | Crows | Cowbirds | |
| | Ravens | Golden Plated Warbler | |
| | Water Ouzels | Goldfinch | |
| | Golden Crowned Kinglets | Wren Tit, Bush Tit | |
| | Woodpecker | | |

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

With reference to big game, the Oregon Department of Fish and Wildlife classifies areas within the County as Major Big Game Range, Peripheral Big Game Range and Excluded Range. For a discussion on Big Game and other fish and wildlife resources see Goal 5: Open Space, Scenic and Historic Areas, and Natural Resources Element.

The existence and management of vegetation is closely tied to the presence of wildlife. As large portions of the area's forest lands are logged, natural grazing habitat is created.

Abundant wildlife, primarily anadromous fish and crustaceans populate the streams of the area. The Necanicum and Nehalem Rivers and Elk Creek are the prime streams for anadromous fish runs. Anadromous fish hatch in upland freshwater streams, migrate to sea to spend a major part of their life, and return to the freshwater upland stream to spawn a new generation of fish. Important to these streams is the maintenance of water quality and low turbidity levels. A fish hatchery to augment the natural production of anadromous fish is located on the North Fork of the Nehalem. Soapstone Lake is stocked with cutthroat and rainbow trout. The streams and lakes of the area also provide water, as well as habitat, to many other species. The streambanks in the area are generally lined with red alder trees, which fulfill a dual function of shading the stream and keeping the water cool for fish, and holding the bank soils in place as a deterrent to erosion.

Since 1970, the Forest Practices Act has set standards and limitations on logging practices to ensure that activities have no detrimental effect on the water quality of the streams. Since most of the area's streams are in forest use, the Forest Practices Act will be enforced. Flood ordinances will also insure that no structures block stream channels.

Headwater areas are sensitive drainages that fish generally do not inhabit, but where human activities can cause a direct impact on downstream water quality. The goal for these areas is to reduce erosion and turbidity. Headwater areas in the Seaside Rural area are located in areas planned for forest uses which thereby limits development. Strict adherence to the Forest Practices Act will help to maintain water quality in headwater areas.

TRANSPORTATION

The transportation system in the Seaside Rural area as well as the whole County, has been greatly influenced by the natural features of the land and water.

The major highway running north and south in the planning area is U.S. Highway 101 from the Cannon Beach junction to the City of Cannon Beach. No major improvements are currently planned. The City of Cannon Beach has three highway access points into the City, which has increased efficiency and safety for drivers.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Highway 26 (Sunset Highway) is the major State highway in the area which runs east-west. This road provides a connection between the resort communities on the coast of Clatsop County and Portland. There is some concern that in the future the highway will expand to a 4 lane system with very rigid controls on access. Access is not a problem at present but could pose problems at various curve sections of the highway.

The other principal road is State Route 53, a narrow two-lane mountainous highway which runs from Necanicum Junction, 13 miles east of Seaside on the Sunset Highway, south into Tillamook County. Some large dips and dangerous curves make this route unsuitable for intensive use. There are no railroad, water or air transportation facilities in this section of the County. There is also no transit bus service provided in the area. The area is not expected to build up to the extent that public transportation will be needed. The automobile, therefore, is the major transportation mode.

Residents in the Seaside Rural Planning Area have learned to plan and limit trips to town by coordinating work activities with shopping needs. The distance to and from shopping, employment and residence is not a major problem, although a small neighborhood store in the area would be convenient.

Bicycling in the area is primarily recreational in nature. The terrain and nature of the highway system makes bike travel difficult and hazardous. There are no designated bikeways and none are planned, although U.S. 101 is a part of the Oregon Coast Bike Route and the TransAmerica Trail. A bikeway may be appropriate, however, from the Cannon Beach junction south to Cannon Beach along the "Old Highway" 101. Creation of an off-road bike path to bypass the Highway 101/Highway 26 junction is included in the County's Transportation System Plan, adopted in 2015.

Because the Seaside Rural area is expected to be developed at very low densities, public transportation is not needed at this time to serve residents.

Some of the statistics concerning public facilities are updated in the Goal 11 element of the Comprehensive Plan.

PUBLIC FACILITIES AND SERVICES

Water Districts

There are no water districts in the Seaside Rural planning area.

The City of Seaside provides water to Stanley Acres and the area to the south of Seaside. The main water supply is from a source on the south fork of the Necanicum River about eight miles southeast of the city. An auxiliary supply source is located on the

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Necanicum River below the reservoir. The water treatment plant can produce approximately 2,800 gallons of drinking water per minute, or 4.032 million gallons of water per day. On a buy peak summer weekend, the amount of water usage is approximately 2.5 million gallons per day. In January 2021, the City completed construction of a 5-million gallon reservoir and pump station in Seaside's East Hills. The reservoir will provide water to the new middle and high school buildings and to Pacific Ridge Elementary. The new pump facility will replace decommissioned pump stations in Sunset Hills and Whispering Pines.

In the event that availability of water is limited, the City utilizes the following service order of priority:

- Properties within the City limits
- Properties within the Urban Growth Boundary
- Other properties

The water line does provide an abundant source of water for good fire protection for this section of the Seaside Rural planning area.

Also see the Public Facilities and Services Background Report and County-wide Element for additional information and policies.

Groundwater/Wells

Most of the Seaside rural area is underlain by fine-grained marine sedimentary rocks and volcanic rocks of low porosity and permeability. Water yields are low, except in the alluvial plains (along rivers). Rain falling on the impermeable slopes of volcanic and marine sedimentary rock is rejected and runoff is rapid. Amount of water that enters the rock units is small, although it will often yield an adequate amount for domestic use. Groundwater in the alluvial plains is more abundant due to the permeability of the gravels and sands and seepage from the river. Generally, water can be obtained at shallow depths in the wider floodplain areas.

Most wells in the alluvial lowlands produce good quality water for domestic use. Hard water, usually high in calcium and magnesium is likely to occur in wells in marine sedimentary and volcanic rocks.

Schools

The Seaside Rural planning area lies primarily within the Seaside School District #10. Portions of the northeast quadrant of the planning area are within Astoria School District #1 and portions of the southeast quadrant are within Jewell School District #8. In 2018, voters approved a bond initiative to allow the Seaside Middle and High Schools, as well as District administrative offices to be relocated outside of the tsunami inundation zone. Those facilities were completed in 2020 and the previously-used school facilities have or will be sold.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

The Jewell School District prepared a facilities improvement plan in 2017. That plan includes additional housing for faculty and expansion of the gymnasium facilities.

| TABLE 3: SEASIDE RURAL PLANNING AREA – SCHOOL SYSTEMS | | | | | |
|--|------------------------------------|-----------------------|---------------------|-------------------------------------|----------------------------------|
| System | Seaside School District #10 | | | | Jewell School District #8 |
| | Pacific Ridge Elementary | Seaside Middle School | Seaside High School | Cannon Beach Academy Charter School | Jewell School |
| Grades | K-5 | 6-8 | 9-12 | K-5 | K-12 |
| Enrollment | 654 | 374 | 427 | 45 | 114 |
| Capacity | | | | | |
| Year Built | 2003 | 2020 | 2020 | | |

Source: Oregon Department of Education

Fire Protection

There are 3 Rural Fire Protection Districts in the Seaside Rural planning area.

Seaside Rural Fire Protection District

Seaside Fire and Rescue was established in 1904. It is an all hazards department that responds to:

- Emergency medical calls
- Structure and wildland fires
- Water rescue

The City of Seaside’s paid fire staff include the Fire Chief, Division Chief of Prevention, Division Chief of Operations, and two firefighter positions. The department also provides mutual aid to the Hamlet, Cannon Beach, and Gearhart rural fire protection districts. Per the 2020 Seaside Fire & Rescue Annual Report, there are 14 volunteer firefighters.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Cannon Beach Rural Fire Protection

The Cannon Beach Rural Fire Protection District extends from the north Cannon Beach city limits to the Arch Cape tunnel. The Cannon Beach Rural Fire Protection District was formed in 1947 to protect the citizens of the Cannon Beach area from the threat of fire. As the area grew, so did the need for more space and equipment. A second station was built in Arch Cape and in 1996, the original station (located downtown) was replaced with the current station at 188 East Sunset. The original mission of the volunteers was to extinguish fires; however, it soon became apparent that there were other demands for service. In the 1950's search and rescue was formed, and in the 1970's Emergency Medical Services. Soon after high angle rescue and surf rescue joined the list of provided services.

Today Cannon Beach Fire District personnel provide firefighting and EMS services to the Northwest Oregon coastal communities of Cannon Beach, Arch Cape, and Falcon Cove and a tourist population of 750,000 to 1,000,000 annual visitors. As of 2020, paid professional staff included a Fire Chief, Recruitment & Retention Coordinator/Lieutenant, and one part-time administrative staff. Volunteers include two volunteer lieutenants and 11 volunteer firefighters. The district, as of 2018, had an Insurance Service Office (ISO) rating of 3.

Hamlet Rural Fire Protection District

The Hamlet Rural Fire Protection District covers portions of Highway 26 and 53 and the Hamlet area. The district levies a tax of 1.2429 and has an Insurance Service Office (ISO) classification of 4. Per information from USFireDept.com, Hamlet RFPD operates two stations utilizing an all-volunteer force. The District provides the following services, in addition to offering mutual aid to Seaside Fire and Rescue and Elsie Vinemaple RFPD:

- Advanced life support
- Basic life support
- Emergency medical responder
- Haz-mat operational level
- Rescue operational level
- Structural fire suppression
- Wildland fire suppression

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

The District has a high call volume of motor vehicle accidents on Highway 26 and performs rescues on hiking trails and logging roads utilizing drones and GPS coordinate training.

Septic Systems

The Seaside Rural residents are served by septic systems. Because of soil limitations, lot size, and slopes, each proposed subsurface sewage disposal site is considered on an individual basis.

A critical consideration in septic tank operation is development density. Problems result when development densities become too great for the soil to accommodate the resulting effluent discharges which could eventually surface and/or contaminate wells and other groundwater sources. The result is a potentially dangerous health situation.

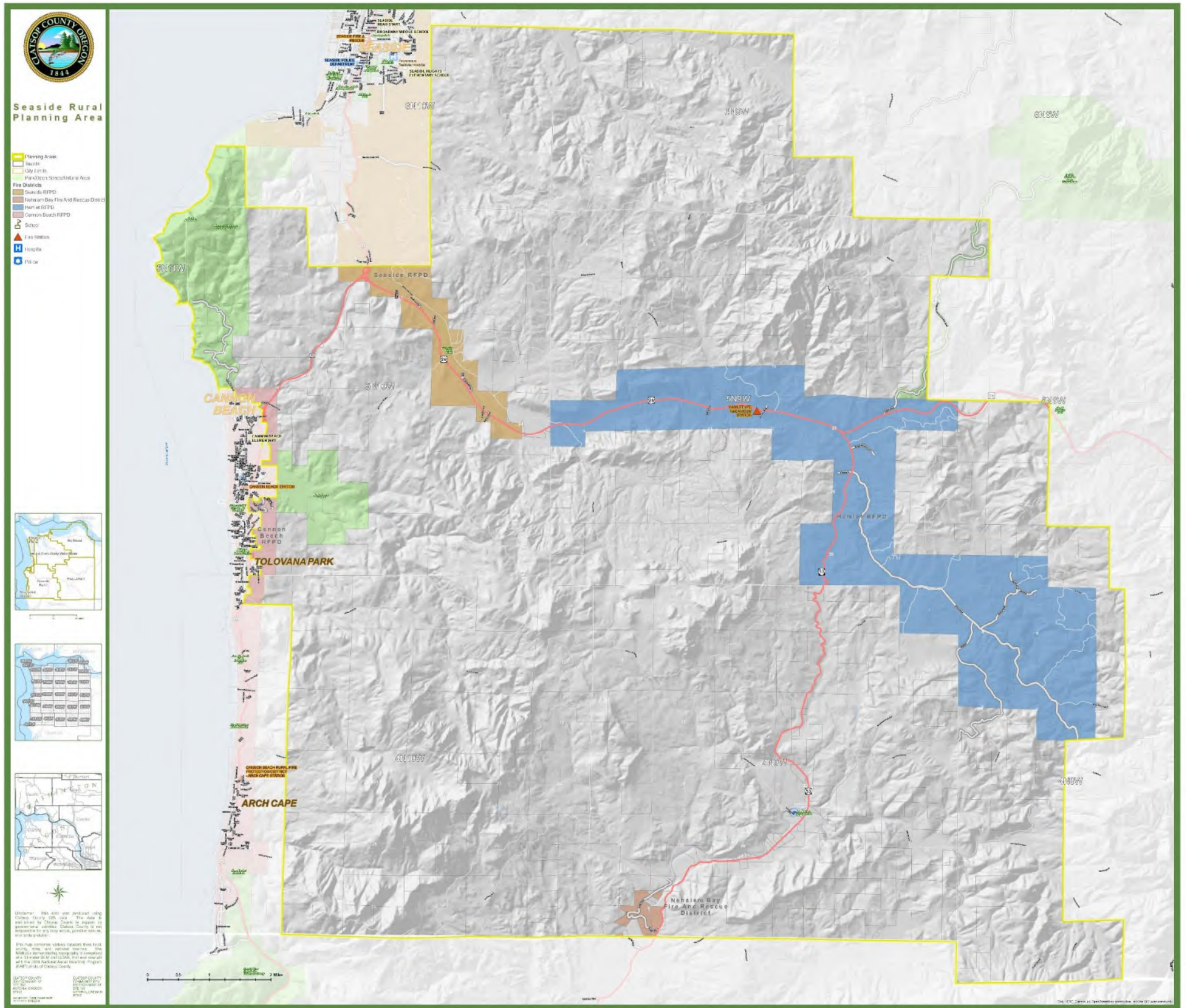
Power Generation

Currently, all electrical power in Clatsop County is supplied by the Bonneville Power Administration (BPA) and is distributed, mainly, through the Pacific Power and Light Company (PP&L). Small amounts of electricity are sold to and distributed in the Seaside Rural area by the Tillamook Public Utility District. The primary PP&L transmission lines serving the County are 115 KV lines from substations in Astoria, Cannon beach, Fern Hill, Knappa Svensen, Lewis and Clark, Seaside, Warrenton, and Youngs Bay (**Source:** 2021 Oregon Distribution System Plan, PacifiCorp).

The Tillamook Public Utility District has a 24.9 KV line extending into Clatsop County which presently serves homes on Highway 53 from the State Fish Hatchery south to the County line.

There are no natural gas lines serving this area of the County.

MAP 5: SPECIAL DISTRICTS



Agenda Item # 6.

COMMUNITY DEVELOPMENT

SETTING

The Seaside Rural planning area is an area of dramatic beauty. As one travels south from Seaside on U.S. Highway 101, the bold promontory of Tillamook Head looms as the first landmark of the planning area. The head offers outstanding vistas and stands of old growth sitka spruce forest in Ecola State Park on top of a massive rock formation.

Continuing on, the highway begins to drop into the area of Cannon Beach and Tolovana Park, between the Pacific Ocean and the relatively low but rugged peaks of the Coast Range. Sugarloaf Mountain (2,853 feet) is the most prominent peak to the east with the distinctive Double Peaks ahead, closer to the ocean. Haystack Rock and the Needles can be seen to the west.

The eastern section of the planning area contains the lush and productive river valleys of the Necanicum and Nehalem Rivers, a vast area of forested peaks and canyons including Saddle Mountain, clear-cuts, and dark basalt rock outcrops.

Highway 26 provides the main route of transportation east and west, with Highway 53 for north-south travel to the County boundary. These routes basically follow the two rivers.

Homesites are scattered along the highways, with some tourist commercial development occurring at the major junctions.

ASSUMPTIONS

One of the things that makes the Seaside Rural area a pleasant place to live is the low density character of housing that has traditionally occurred. The area is peaceful and private and has grown very slowly in the past. This is due partly because of the vast amount of commercial timberland that dominates the area in contrast to the very small individual property ownerships.

The Plan is based upon the best information available, desires for future livability, economic and environmental balances, and lastly to comply with the Statewide Planning Goals and Guidelines.

Growth is to be managed to minimize or avoid environmental, cultural or economic conflicts.

Below are the definitions, objectives and policies for DEVELOPMENT, RURAL LANDS, RURAL AGRICULTURAL LANDS, FOREST LANDS, and CONSERVATION OTHER RESOURCES.

Development

DEVELOPMENT areas are those with a combination of physical, biological, and social/economic characteristics which make them necessary and suitable for residential, commercial, or industrial development and includes those which can be adequately served by existing or planned urban services and facilities.

Lands within an Urban Growth Boundary are those determined to be necessary and suitable for future urban growth, and are included in this designation. The Urban Growth Boundary for the Seaside Rural area is around Cannon Beach.

The approximately 1,100 acres of land included both within and outside the city limits, and within the Urban Growth Boundary represents the growth needs of the City for the next 20 years. Lands within the boundary are presently served by sewer and/or water, or are capable of being serviced. No commercial forest lands are included in the boundary.

The Elk Creek estuary, outside the city limits, is excluded from the Urban Growth Boundary. Lands with steep slopes, known or suspected geologic hazards, and which are considerable distances from city services are excluded from the boundary.

Policies pertaining to the Cannon Beach Urban Growth Boundary are contained within the Countywide Urbanization Element (Goal 14).

Rural Lands

RURAL LANDS are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. Rural lands include lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

Rural Lands are those which, due to their value for aquaculture, low density residential uses, high intensity recreational uses, and non-renewable mineral and non-mineral resource uses should be protected from conversion to more intensive uses. Rural subdivisions, major and minor partitions, and other uses served by few public services which satisfy a need that cannot be accommodated in urbanizable areas are also likely to occur within this designation.

Most Rural Lands designation in this Plan area contain old town plats and fragmented land ownerships. These areas may require vacation and replatting or utilization of a Planned Development to protect the natural resources of the area.

Rural Agricultural Lands

Agricultural lands are those lands that are to be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.

In land use changes involving a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Predominant Uses in the Rural Agricultural Lands Classification include:

1. Farming (see Goal 3: Agricultural Lands)
2. Small woodlots
3. Low density residential (2 acres or more)
4. Commercial (gas station, grocery store)

In the Seaside Rural area there are about four distinct areas of housing. Because of the unique circumstances which characterize these areas, different lot sizes have been designated.

In order to compliment Cannon Beach's Plan and to buffer the urban area from adjacent forest land, a two-acre zone has been designated for land outside of the Cannon Beach Urban Growth Boundary. The Seal Rock and Elkwood Mountain subdivisions, however, have been zoned for an average lot size of two acres because of ownership patterns existing at the time the original comprehensive plan was adopted in 1980.

The residential area from the Cannon Beach junction to Black Bridge is within the Seaside fire district and close to the commercial centers of Seaside and Cannon Beach. Because of the built-up nature of the area, this area has been zoned for two-acre parcels.

The area east of Black Bridge to the Highway 53 junction has been zoned for five-acre parcels because of the distance to commercial areas and the existing average lot size in 1980 when the comprehensive plan was originally adopted.

The area near the southern border of the County and close to Nehalem has been zoned for five-acre parcels. Many small ownerships occur in the area.

Forest Lands and Conservation Other Resources

Forest Lands

Forest lands are those lands that are to be retained for the production of wood fiber and other forest uses.

In land use changes involving a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Conservation Other Resources

Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state and local parks. Other areas designated CONSERVATION OTHER RESOURCES include lands for low intensity uses which do not disrupt the resource and recreational value of the land. Preservation of both large and small wetlands is important. Even small or isolated wetlands can retain water during dry summers and are integral to hydrological systems within the planning area.

Predominant Uses in the Forest Lands and Conservation Other Resources Classifications include:

1. Forestry/forest processing. (see Goal 4: Forest Lands)
2. Farming
3. Parks and scenic areas
4. Small woodlots
5. Community watersheds

Natural

A NATURAL area is defined as land and/or water units in which natural processes exist relatively undisturbed or can be restored to a nearly natural state. Natural areas include:

1. Native terrestrial, freshwater or marine ecosystems, e.g. a salt marsh or stand or old growth forest.
2. Areas containing significant biological, geologic, hydrologic, paleontological, archeologic or scenic features, e.g. a single fossil bed or waterfall.
3. Areas particularly valuable for plants and wildlife:
 - a. as habitat for rare, endangered, endemic or otherwise unique species;

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

- b. as exceptionally productive or diverse habitat;
- c. as vanishing habitat;
- d. as habitat crucial to a stage in a species' life style, e.g. spawning grounds, or wetlands along flyways.

Natural areas are important to the community as a whole, for they offer a unique aesthetic and educational experience; i.e., the opportunity to view, study and explore the array of natural elements witnessed by the early explorers of our region. They serve as the natural heritage to be passed on to future generations.

GOALS, OBJECTIVES AND POLICIES

SEASIDE RURAL PLANNING AREA OVERALL GOAL

To preserve and maintain the present overall rural quality of life now enjoyed in the Seaside Rural area.

ALLUVIAL LOWLANDS POLICIES

- Policy 1:** Low intensity activities, such as low density housing and agriculture, shall be preferred uses in the alluvial lowlands.
- Policy 2:** Residential development shall be at low densities (generally 2-5 acres) because of the occurrence of high groundwater and seasonal stream flooding.

SEDIMENTARY UPLANDS POLICIES

- Policy 1:** Generally, the sedimentary lowlands and uplands should be reserved for timber production, water supply protection, and wildlife habitat.
- Policy 2:** Any construction in these areas should recognize the potential detrimental effect it may have on the land in terms of runoff, erosion, drainage, or reduced stability.

BASALTIC LOWLANDS AND HIGHLANDS POLICIES

- Policy 1:** The highlands should be designated as a resource. Uses other than woodland, wildlife habitat, low intensity recreation, natural and mineral resources shall be controlled by the County to avoid conflicts.
- Policy 2:** Residential development on basaltic lowlands and highlands (located in the Hamlet area) should be confined to the area along existing roads which are not characterized by steep slopes.
- Policy 3:** Small woodland management shall be encouraged.

TILLAMOOK HEAD POLICIES

- Policy 1:** Tillamook Head shall be preserved as a unique coastal land formation. Uses other than forest management, wildlife habitat, low-intensity recreation, natural and mineral resources shall be discouraged. New mining operations on Tillamook Head which are in view of Highway 101 shall be screened with an appropriate buffer of trees.
- Policy 2:** The County should continue to monitor water management and conservation plans of surrounding jurisdictions and special district for consistency with the county comprehensive plan.

NATURAL HAZARDS POLICY – GENERAL

- Policy 1:** The County shall promote education to ensure that households are prepared to be self-sufficient for a minimum of two weeks as natural disasters can leave residents in the Seaside Rural Planning Area isolated.

NATURAL HAZARDS POLICY – STREAMBANK EROSION

- Policy 1:** The County should develop hardening standards for new construction in wildfire risk areas. For example, require spark arresters, metal roofs, fire retardant siding, and vegetative clearing.

NATURAL HAZARDS POLICY – WILDFIRE

- Policy 1:** The County should discourage actions on or adjacent to the river banks to reduce or eliminate problems from natural erosion and to minimize impacts on adjacent land.

NATURAL RESOURCES POLICIES – WATER

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

- Policy 1:** The County should continue to monitor water management and conservation plans of surrounding jurisdictions and special districts for consistency with the county comprehensive plan.
- Policy 2:** Development or land uses located on land not regulated by the FPA that require channelization, excessive removal of streamside vegetation, alteration of stream banks, and filling into stream channels shall be restricted in order to maintain stream integrity.
- Policy 3:** Consideration shall be given to protection of the lakes from further degradation (eutrophication), and possible remedial actions to improve water quality.
- Policy 4:** The County should encourage water storage/holding tanks/catchment systems for new residential and commercial development within the planning area.
- Policy 5:** In order to ensure that the County is not requiring surplus capacity to serve development, the County should review its minimum water flow requirements to ensure that its requirements are consistent with actual usage patterns. Required water flow should be based on the number of fixtures and/or house size.
- Policy 6:** The County shall encourage new innovation and concepts to conserve and/or reduce water usage including, but not limited to grey water recycling, as permitted under OAR 340-053. Legalized in OR in 2012.

NATURAL RESOURCES POLICIES – TSUNAMI

- Policy 1:** An evacuation route should be located within the Seaside Rural Planning Area.

NATURAL RESOURCES POLICIES – EARTHQUAKES / CASCADIA SUBDUCTION ZONE EVENT

- Policy 1:** CERT volunteer training should be encouraged and cache areas and assembly points should be identified and developed.

Policy 2: The County shall promote education to ensure that residents and households are prepared to be self-sufficient for a minimum of two weeks in the event of a CSZ occurrence.

HOUSING POLICIES

- Policy 1:** The location of a single mobile home (minimum width - 12 feet, minimum floor area, 600 square feet) on an individual parcel of land shall be allowed in all areas of the Seaside Rural area, subject to standards contained in the Zoning Ordinance.
- Policy 2:** The County should work to reduce barriers to permitting accessory dwelling units on rural residential lands to the greatest extent possible.
- Policy 3:** The County should explore the creation of new, or the use of existing RV parks, to provide semi-permanent places for persons who would otherwise be unsheltered or who occupy RVs on land without access to sanitary services and/or potable water.

RECREATION POLICIES

- Policy 1:** Non-intensive recreational uses of the shoreland and water areas that are compatible with the rural character of the area (fishing, bird watching, picnicking) shall be preferred over noisy high intensity uses.
- Policy 2:** Public access to the Necanicum River and North Fork of the Nehalem River currently exists at several locations. If new data indicates a need in the future, new access shall be developed on public land with adequate provisions made for the protection of adjacent privately owned land. Riparian areas adjacent to new public access points shall be protected to the greatest extent possible.
- Policy 3:** Existing public land shall be preferred for recreational development, but shall not prohibit acquiring additional locations.
- Policy 4:** Subdivision or planned developments along major streams and rivers shall provide access points to the water for residents of the development. Provision of such access points shall not prohibit acquisition of additional locations.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Policy 5: The County shall pursue the development of a safer bike path along Old Highway 101 to Cannon Beach. The State should incorporate the bike path with Highway 101 improvements planned for the area. This bike route should be given high priority.

Policy 6: The County will work to identify and establish public access facilities along the main stem of the Nehalem River.

CULTURAL AREAS POLICY

Policy 1: The County should encourage public and private property owners to allow archaeological excavations within the lower Nehalem area in order to increase knowledge and awareness of the history of this area.

Policy 2: Information regarding inadvertent discoveries of human remains, cairns, village sites, artifacts and encampments should be reported to the Chinook Indian Nation and the State Historic Preservation Office.

HISTORIC AND SCENIC AREAS POLICY

Policy 1: Uses of Tillamook lighthouse shall enhance historic preservation, maintain the integrity of the coastal waters, require little or no public access and shall not substantially alter the external appearance of the site except to restore its historic appearance.

Policy 2: Within five years of the adoption of this plan, the County shall conduct ESEE analyses for the following sites to determine whether they should be included in the Goal 5 inventory of historic resources:

- Hamlet School
- Hamlet Cemetery

NATURAL AREA POLICIES

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

- Policy 1:** Fragile and ecologically valuable area, especially wetlands, isolated lakes, stands of old growth timber, and areas of rare or endangered species will be considered for a NATURAL designation.
- Policy 2:** The predominant use for NATURAL areas shall be open space, scientific study, wildlife habitat, and low intensity recreation (trails, nature observation).

FISH AND WILDLIFE POLICIES

- Policy 1:** Residential development in areas of big game habitat shall be of a low density so that potential conflicts (i.e. damage to gardens, yards, etc.) can be minimized.
- Policy 2:** Mining, dredging, or removal of gravel or similar materials from streams and other surface water shall be strictly controlled to prevent adverse alteration to flow characteristics, siltation and pollution, and destruction or disruption of spawning areas.
- Policy 3:** Motorized vehicles that are used for recreation should be restricted to existing established trails and roads.
- Policy 4:** Because of the importance of fish hatcheries, activities or developments that could be detrimental to the water quality are discouraged in these creeks and the waters which drain into them.
- Policy 5:** To conserve and protect fish and wildlife habitat, new developments shall be designed and constructed so as to:
- a. maintain wherever possible a natural, vegetative buffer strip along wetlands and streams;
 - b. minimize the alteration of land and vegetation; and
 - c. preserve open space, including agricultural and forest lands

TRANSPORTATION POLICIES

- Policy 1:** The County supports continued efforts by the Oregon Department of Transportation to improve safety and traffic flow at the junction of Highway 101 and Highway 26.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 05

Policy 2: When the State Department of Transportation improves U.S. Highways 101, 103, 26, 53, and 202, consideration should also be given to provision of a safe bikeway, suitable crosswalks, fog lines and the installation of curbing to separate the auto traffic where possible.

POWER GENERATION POLICY

Policy 1: The use of alternative energy sources and also the development of private and community energy systems is encouraged.

COMMUNITY DEVELOPMENT POLICIES – RURAL LANDS CLASSIFICATION

Objective 1: To retain RURAL LANDS as sparse settlement, small farms or scattered acreage homesites with hardly any public services.

Policy 1: When considering new commercial buildings or when existing commercial uses are considering expansion, the following standards shall be required:

- a. Adequate off-street parking shall be provided.
- b. A buffer of landscape planting area shall be provided when abutting residential zones. Plants should be native to Wester Oregon.
- c. Highway approaches should be minimized whenever possible through the use of common driveways, access points, and other means such as clustering buildings and shared parking.
- d. Signs shall be designed so as not to distract from the surrounding area. Use of natural materials is encouraged. When lighting is necessary it shall be subdued and indirect.

Policy 2: New commercial zones shall only be considered if of a neighborhood type or if concentrated in and adjacent to existing, well-established business areas, in order to increase the patronage and vitality of these areas and to avoid undue dispersal of new commercial activities.

COMMUNITY DEVELOPMENT POLICIES – CONSERVATION OTHER RESOURCES CLASSIFICATION

- Objective 1:** To conserve and protect natural, scenic, historical and cultural resources.
- Objective 2:** To develop for low-intensity uses which do not substantially degrade the existing character or interrupt the flow of natural resource use or recreational benefits.
- Objective 3:** To protect life and property in hazardous areas.

COMMUNITY DEVELOPMENT POLICY – FOREST LANDS CLASSIFICATION

- Policy 1:** Designated forest lands should be managed for forest uses.
- Policy 2:** Forest Lands shall be designated Forest Lands in the County's Comprehensive Plan.

COMMUNITY DEVELOPMENT POLICY – NATURAL CLASSIFICATION

- Policy 1:** The summit of Onion Peak boundary (as described in the Preserve Analysis, September 1979 by the Natural Area Preserves Advisory Committee) and a small meadow on the summit of Sugarloaf Mountain support sub-alpine type "grass bald" and "rock garden" communities with eleven or more rare or endangered species. These areas shall be designated NATURAL, and preserved for research and education. An established hiking trail is not recommended as the areas are small and fragile and could not tolerate trampling and soil erosion.
- Policy 2:** The Elmer Feldenheimer forest preserve shall be designated NATURAL.

COORDINATING AGENCIES:

Oregon Department of Fish and Wildlife (ODFW)
Oregon Department of Agriculture (ODA)
Oregon Parks and Recreation Department (OPRD)
Oregon Department of Energy (ODOE)
State Historic Preservation Office (SHPO)
Oregon Department of State Lands (DSL)
Oregon Health Authority (OHA)
Department of Geology and Mineral Inventories (DOGAMI)
Oregon Department of Land Conservation and Development (DLCD)
Oregon State Historic Preservation Office (SHPO)
Clatsop Soil and Water Conservation District

BACKGROUND REPORTS AND SUPPORTING DATA:

2021 Oregon Distribution System Plan, PacifiCorp



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

TO: Planning Commission

FROM: Ian Sisson, Senior Planner

DATE: June 7, 2022

RE: **SOUTHWEST COASTAL COMMUNITY PLAN – DRAFT 05**

BACKGROUND

The Southwest Coastal planning area is the smallest planning area within Clatsop County geographically, containing approximately 3,200 acres (5 sq. mi of the County's 843 sq. mi), located from the southern edge of the City of Cannon Beach to the south County line, and from the Pacific Ocean approximately one mile eastward to the foothills of the Coast Range.

The Southwest Coastal Community Plan is part of the County's adopted comprehensive plan and contains policies specific to the Southwest Coastal region. The policies are generally organized by "landscape units" of similar natural and physical features, and by Comprehensive Plan map designations (e.g. Development, Rural Agricultural Lands, Conservation Other Resources, etc.).

The original Southwest Coastal Community Plan was adopted on June 1, 1979 (Ordinance 79-4). In 2003-2004, as part of a State-required periodic review, the Southwest Coastal Community Plan was amended by Ordinances 03-08, 03-09, 03-10, and 03-11. In 2017, the Southwest Coastal Community Plan was once again amended (Ordinance 17-02) to implement modifications and to address the discontinuance of design review.

CITIZEN ADVISORY COMMITTEE REVIEW

The Southwest Coastal Citizen Advisory Committee (SWCCAC) met from August -December 2021 to review existing policies in the Southwest Coastal Community Plan and to identify new issues and policies to be included in that community plan.

This agenda item is being submitted as recommended by the SWCCAC. Staff has not edited the narrative or recommendations provided by the committee. While this item is undergoing review by County Land Use Counsel, staff has identified several areas where policy recommendations may potentially conflict with state statutes, may result in takings issues, or,



Clatsop County

Community Development – Planning

800 Exchange St., Suite 100
Astoria, OR 97103
(503) 325-8611 phone
(503) 338-3606 fax
www.co.clatsop.or.us

as in the case of short-term rentals, are being made before the on-going review process has been completed. Those policies are in addition to any bias that may be displayed in the narrative which in turn is used to support the policies.

Staff has gone on record during SWCCAC meetings advising committee members that certain policies may not be able to be legally enacted or may bypass processes in which the some of the same committee members are participating. Staff has also explicitly stated in public meetings that those same policy recommendations cannot and will not be supported by staff.

The work of the SWCCAC, as well as the five other planning area citizen advisory committees, concluded in December 2021. As currently submitted, staff does not recommend approval of this document. Staff will rely on further legal review and revisions before moving this document forward to the Board of Commissioners. The review by County Land Use Legal Counsel is expected to completed prior to June 22, 2022.

ACTION ITEMS:

1) Review the Southwest Coastal Community Plan – Draft 05.

- Identify any questions you have regarding Draft 05 of the community plan
- Provide a recommendation to the Board of Commissioners, including any recommended amendments, on Draft 05 of the community plan.

ATTACHED MATERIALS:

- Southwest Coastal Community Plan – Draft 05

ADDITIONAL REFERENCE MATERIALS:

- [Original Southwest Coastal Community Plan \(1979\)](#)
- [Southwest Coastal Community Plan as amended through Ordinance 03-11 \(2004\)](#)
- [Ordinance 17-02 \(2017\)](#)

SOUTHWEST COASTAL COMMUNITY PLAN



This page intentionally blank.

SOUTHWEST COASTAL COMMUNITY PLAN 2040

BOARD OF CLATSOP COUNTY COMMISSIONERS

- Mark Kujala, Chair (District 1)
- Lianne Thompson, Vice-Chair (District 5)
- John Toyooka (District 2)
- Pamela Wev (District 3)
- Courtney Bangs (District 4)

SOUTHWEST COASTAL CITIZEN ADVISORY COMMITTEE

- Charles Dice, Chair
- Tod Lundy, Vice-Chair
- Christian Anderson
- Linda Eyerman
- Margaret Treadwell

CLATSOP COUNTY PLANNING COMMISSION

- Nadia Gardner, Chair
- Christopher Farrar, Vice-Chair
- Cary Johnson
- Jason Kraushaar
- John Orr
- Clarke Powers
- Lam Quang

COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Joanna Lyons-Antley, County Counsel

LAND USE PLANNING STAFF

- Gail Henrikson, Community Development Director
- Julia Decker, Planning Manager
- Ian Sisson, Senior Planner
- David Cook, Planner
- Jason Pollack, Planner
- Clancie Adams, Permit Technician



Table of Contents

INTRODUCTION1

- The Community Plan and Its Use 2
- Review and Update 3
- Oregon Land Conservation and Development Commission 3
- History of the Area 4
- Community Involvement 5

LANDSCAPE UNITS9

- Water Bodies and Coastal and Stream Shorelands 9
- Marine Terraces 10
- Headlands and Points..... 10
- Coast Range Foothills 10
- Basaltic Highlands 11
- Sedimentary Uplands..... 11
- Wetlands 11

CRITICAL HAZARD AREAS16

- Landslides..... 16
- Coastal Erosion..... 17
- Stream and Ocean Flooding..... 18
- Earthquakes and Tsunami..... 18
- Wildfire and Drought 18

COMMUNITY CONCERNS.....22

- Housing 22

Short-Term Rentals 22

Public Facilities and Services 25

Transportation 29

Open Space, Historic, Recreation, Scenic and Natural Areas 32

DEVELOPMENT PATTERNS..... 36

The Course of Future Land Uses 36

Growth Policies 37

Rural Community Areas (Development) 39

Rural Agricultural Lands 41

Rural Lands 41

Forest Lands 42

Conservation Other Resources 42

Natural 44

SUMMARY OF GOALS, OBJECTIVES AND POLICIES 45

Index to Maps and Figures

MAP 1: Southwest Coastal Planning Area Boundary.....1

MAP 2: Landscape Units9

MAP 3: Geologic Hazard Areas 16

MAP 4: Flood Hazard Areas 17

MAP 5: Public Facilities and Services..... 25

MAP 6: Open Space, Parks, Recreation, Beach Access 32

MAP 7: Comprehensive Plan Land Use Designations 36

INTRODUCTION

The Clatsop County Comprehensive Plan, the guiding document for land and water use in the County, is comprised of two parts: a Countywide Comprehensive Plan, which addresses the 18 statewide planning goals, and six Community Plans – one for each planning area within the County. The Planning Areas are: Clatsop Plains, Elsie-Jewell, Lewis & Clark/Olney-Wallooskee, Northeast, Seaside Rural, and Southwest Coastal. The Southwest Coastal Planning Area extends from the southern boundary of Cannon Beach to the south County line, and from the Pacific Ocean inland approximately one mile.

The Southwest Coastal Community Plan is the most important element of Clatsop County's Comprehensive Plan to the residents of the Southwest Coastal planning area, because it reflects the concerns and desires of those residents and establishes goals and policies specific to the region. It is necessary to give an overview perspective of the entire Comprehensive Plan so the people of the County have an opportunity to understand how land use planning is operating in their area.

The major reason for planning for the future use of land is to be able to understand the consequences of a possible course of events before an action occurs -- for example, the development of a subdivision in an area where the water district is at capacity. This prior consideration affords two important opportunities: (1) to minimize the potential adverse effects of a proposed course of action; and (2) to understand the positive aspects about our situation that we would like to build upon.

In evaluating the various uses of land and consequences of its use, the Comprehensive Plan looks to the future of the County and provides for the orderly and systematic growth of the communities in the County.



Map 1: Southwest Coastal Planning Area Boundary

The Comprehensive Plan establishes public policies in the form of goals, policy statements, generalized maps, and standards and guidelines. The Community Plan shall be the basis for more specific rules and ordinances, which implement the policies expressed in the Plan. Zoning and Subdivision Ordinances are types of ordinances, which enforce the intent, and policies of the Community Plan.

The Community's goals, policies, recommended actions, and maps are interrelated with its own specific role. Goals are indicators in which direction a community desires to direct its efforts whether it is for growth, housing, natural resource protection etc. Policies are established to achieve the intent of a goal; they are more specific in nature and imply a commitment to action. The Goals and Policies are expressed in map form. While the Plan Map is the visible tool of the Goals and Policies, it is the policies themselves, which address each of the goals that contain the commitment of growth, preservation, or a desired change in the development pattern of the County.

The Plan Maps, therefore, are designed to be utilized with the written text of the Plan and not as an independent element. The Plan Map is a conceptualized picture of the development and protection of the natural environment as envisioned at a particular point in time. As time passes, new approaches may occur necessitating changes in goals and policies, which will be reflected in the Plan Map.

The maps contained in the Community Plan are as close as possible to scale and utilize definable legal boundaries when possible. When conflicts arise between the text and the maps, the written text prevails. In certain circumstances maps are referred to outside the Plan document, i.e. Flood Hazard Maps, which are site specific.

Recommendations contained in the Plan reflect some possible conflict or concern and suggest future studies or considerations. They do not carry the weight or effect of goals or policies.

The Community Plan is flexible in the sense it is a living document subject to change, therefore amendable. The Plan is flexible by the reason that once goals and policies are established they must maintain their consistency and their integrity of commitment, which underlies them.

The Community Plan and Its Use

Each parcel of land within the planning area will be affected by the policies in the Community Plan. One or more Landscape Unit Policies, Hazard Policies, Community Concerns and Development Patterns Policies will affect a parcel of land in how it is to be used and standards placed upon the land.

Zone regulations will be based upon the Comprehensive Plan and Community Plan policies. For example:

- lot sizes for various designations
- types of uses in the various designations
- standards on subdivisions and planned developments
- standards to build in hazard areas

- County road standards
- buffer requirements between land use

Another example of how the Community Plan will be used would be in a zone change and/or Comprehensive Plan designation change. In a zone change the applicant would have to demonstrate how the request meets the various goals and policy requirements in the Community Plan for that area. A Comprehensive Plan designation change could occur based upon new information, changing circumstances and at an applicant's request.

Review and Update

The original Southwest Coastal Community Plan was adopted on June 1, 1979 (Ordinance 79-4).

Amendments to the original plan have been made by:

- Ordinances 03-08, 03-09, 03-10 and 03-11, May 2004
- Ordinance 17-02, adopted May 25, 2017

As changes in social, physical, and economic conditions occur, it is necessary to periodically review and update the goals and policies to maintain the Community Plan as an accurate statement of land use goals and policies based on current data.

The Community Plan should be reviewed by the County staff, Planning Commission and Citizen Advisory Committees - every 5-7 years. New information which affects the contents of Plan significantly may require more immediate review and update.

The Community Plan should not be treated lightly for it is the community's expression of its social, economic, and environmental concerns: therefore, amendments to the Plan shall be carefully considered because of the possible impact they would have on a much broader scope when added together.

Oregon Land Conservation and Development Commission

To provide common direction and consistency within each city and county Comprehensive Plan in Oregon, the Legislature in SB100, 1973, directed the Land Conservation and Development Commission (LCDC) to adopt Statewide Planning Goals and Guidelines. Goals are required to be addressed by law in Comprehensive Plans. Guidelines are suggested ways to achieve the statewide values contained in the Goals. The Statewide Goals and Guidelines are to be used by cities and counties, special districts, and state and federal agencies in preparing, adopting, revising, and implementing comprehensive plans. They form the foundation of Oregon's Land Use Program.

Today, Oregon's 19 Statewide Planning Goals developed through numerous public meetings identify statewide values, policies and concerns of Oregonians. The Goals provide the skeletal framework for comprehensive plans with each local government filling in and adopting the plan to reflect their own local needs and concerns.

The County has taken a partial exception to the Statewide Agricultural Lands Goal #3 and to portions of the Beaches and Dunes Goal #18. An exception is when the governing body, the County, decides it cannot apply a Statewide Planning Goal requirement for a specific situation. The information on the exceptions process and why the Beaches and Dunes Goal cannot be applied to this area is included in the Landscape Unit section. The Southwest Coastal Community Plan, along with inventory data, is intended to meet the requirements of Senate Bill 100, the Oregon land use law.

History of the Area

Prior to the arrival of European settlers, the Clatsop Indians inhabited what is now known as Arch Cape and Cannon Beach. The State Historic Preservation Office (SHPO) maintains a database of significant cultural and archaeological resources and sites and requires notification from developers when artifacts are discovered.

Although much of the land in Arch Cape was settled by homesteaders, there is historical evidence that the area was pristine when the first settlers arrived, and to carve out a living on the land took incredible amounts of effort. Dense stands of spruce had to be cleared for homesites or agriculture. Much of the food the early settler families had consisted on was the abundant clams, crabs, deer, elk, salmon, and berries in the vicinity. Some cultivation and dairying was carried out.

Cannon Beach received its name when a broken foredeck of the U.S. gunboat "Shark", which was wrecked at the bar while leaving the Columbia River on September 10, 1846, washed up on the beach near the present community of Arch Cape. An attempt to recover the cannons was thwarted by the tide, but one appeared several years later and was salvaged. The name Cannon Beach was applied to the settled community to the north where it has remained since. It is now on display at the Cannon Beach History Center. Two additional cannons from the "Shark" were found on Arch Cape Beach in 2008 and are on display at the Columbia River Maritime Museum.

A mail route between Astoria and Tillamook was established in the late nineteenth century. In order to provide a rest-stop for carriers between the two points, a post office was established at the Austin Hotel in the north end of Arch Cape which existed from 1891 to 1901. The route itself was a difficult one following paths over Tillamook Head and the beach at low tides around the points.

Much logging of timber in the Arch Cape area was done during the first world war when it was found that old growth spruce made excellent airplane frames. The surrounding mountains and hillsides were clear-cut during the 1960s.

Throughout the late nineteenth and twentieth centuries there has been extensive subdivision of the old homesteads into uniform parcels of real estate, with many lots 5,000 square feet or less. Most of the early development occurred on a lot-by-lot basis in the 1940s and 1950s with many

structures intended as summer beach cottages. Although the permanent resident population grew over the years, the majority of landowners part-time residents, using their homes on weekends and during the summer. Even so, the continuity of the same people returning on weekends and vacations meant there was less of a “resort town” flavor, and permanent residents mixed and formed friendships with “weekenders.” Many part-time residents became full-time residents when they retired.

Few homes were used as rentals until the 2000s when the advent of internet marketing started a trend for vacation homes being turned into transient lodging. Vacation homes became investments, and many residents feel that the business of short-term rentals turned quiet residential neighborhoods into hubs of commercial activity. In 2021 the total number of homes in the Southwest Coastal region was about 450, with approximately 100 of those being short-term rentals.

As development increased, so did the need for public facilities. In the 1940s and 1950s several small private water systems were built, with several of those private systems being consolidated and forming districts. As the availability of water grew in Arch Cape, so did development, although the Department of Environmental Quality became concerned about water rights for Shark Creek and directed the Arch Cape district to severely reduce water usage in 1966, a situation which continued until a sewer system was built in the mid-70's. A second water source was developed on Asbury Creek in 1999 to meet water demand during the driest months of the year. Extensive upgrades were made to the Distribution System in 2010, and the water treatment plant was completely upgraded with a new membrane treatment system in 2014. The Arch Cape Domestic Water Supply District is purchasing 1,441 acres of forest land above Arch Cape which includes the watershed for Arch Cape’s drinking water, with the purchase expected to be completed in 2023.

In the Cove Beach community just south of the Tunnel, a spring at the north end of the community (now known as the North Spring) is the primary water source. In recent drought years (2014-2018), the North Spring has experienced historic low flow production leading to a moratorium on new water Cconnections in 2018. This moratorium was lifted in 2020 after successful completion of a supplemental water source.

The people who live and own property in the Southwest Coastal Planning Area consider the community a unique place with a special character. The coastal setting, the headlands, the beaches, the streams, the wetlands, the vegetation, and the type of development that has been built are some of the factors that make up a community character. Residents and property owners generally consider this character something to be preserved.

The population of the area is a mix of permanent residents who live in their homes year-round, part-time residents who regularly visit their homes throughout the year, and visitors to the area who stay in hotels, inns, and short-term rentals. One common thread that attracts residents and visitors alike is the natural beauty, peacefulness and isolation of the area.

Community Involvement

The Southwest Coastal Planning Region is proud of its long and productive history of community involvement. The Arch Cape Falcon Cove Beach Community Club, a neighborhood community organization, was founded in 1966 and continues to promote activities which maintain and

enhance the livability and sense of community in Arch Cape and Falcon Cove Beach. The Arch Cape Citizen Advisory Committee was formed on October 18, 1974, to provide direction, develop policies, and make recommendations to the County planning staff that would satisfy the Oregon Statewide Planning Goals and Guidelines. Eventually Citizen Advisory Committees (CACs) were formed around the County to spearhead the development of their respective community plans. The policy statements in the original Southwest Coastal Community Plan, adopted June 1, 1979, were derived from the Environmental Plan of Southwest Clatsop County [cite] and the suggestions of community groups, state and federal agencies, and people in the community.

With adoption of the Southwest Coastal Community Plan in 1979, the Arch Cape CAC became the Southwest Coastal Citizen Advisory Committee. Land use planning under the original Community Plan encouraged local involvement and the CAC served as the Design Review Advisory Committee for Arch Cape, reviewing development proposals and making recommendations to the Community Development Director and Planning Commission concerning the design and scenic view aspects of proposed developments. The proceedings of the committee were public, and the County kept minutes of the committee meetings as part of the public record. While CACs in the other regions stopped functioning after their regional plans were completed, the Southwest Coastal CAC remained continuously active for decades, until dissolved by the County Commissioners in 2015. In 2017, over strong support from the community for continuing the CAC, the Commissioners adopted Ordinance 17-02 amending the Comprehensive Plan and the Southwest Coastal Community Plan to end the Southwest Coastal CAC and its role in local land use planning as the Arch Cape Design Review Committee.

In 2019 a new Southwest Coastal CAC was appointed to work on this update of the Comprehensive Plan and the Southwest Coastal Community Plan. It is the desire of the current CAC that this committee be made a standing committee to represent the region in land use planning and other development matters, and to facilitate the flow of information between community members and County government.

Community Involvement Goal: To establish and maintain a Community Involvement Program which ensures the opportunity for local community members to be involved in a broad range of planning and land use issues.

Community Involvement Policies

1. The Committee for Community Involvement shall be the seven members of the Clatsop County Planning Commission. The Planning Commission shall strive to represent a cross section of county residents in all phases of the planning process. As an appropriate component, five Planning Commission members shall be representatives of the six designated geographic areas (with a seven-member Commission, one area may have two members). No more than two Planning Commission members may reside within incorporated cities. Each member of the Planning Commission shall be selected by an open, well-publicized, public process by the Board of Commissioners.
2. The Board of County Commissioners may appoint advisory committees to address specific land use issues as needed.

3. Public notice will be sent to affected residents and neighborhood/community organizations, as defined in Section 1.0500, LAWDUC, concerning Comprehensive Plan amendments, zone changes, conditional use applications, subdivisions, planned developments, and other land use actions that require written notice.
4. Encourage County to make all development applications for new single-family homes and exterior changes to existing single family homes available for public review at least three business days before any action is taken on the application. Applications and supporting documents should be posted in an easily-accessible location on the County's website, as well as being sent via email to all persons who sign up for email notifications.
5. Encourage the Committee for Citizen Involvement to develop a written Citizen Involvement Program which addresses how Clatsop County is meeting, or will meet, the responsibilities of Statewide Goal 1. Involve the public in this process and post drafts and final documents on County's website.
6. Encourage the governing body to restore the Southwest Coastal Citizen Advisory Committee to assist the Committee for Citizen Involvement in meeting the County's Goal 1 responsibilities. The CACs shall assist the Board of Commissioners and Planning Commission meet the following community involvement objectives:
 - a. Opportunities for widespread public involvement
 - b. Effective two-way communication with the public
 - c. The ability for the public to be involved in all phases of the planning process
 - d. Making technical information easy to understand
 - e. Feedback mechanisms for policy-makers to respond to public input, and
 - f. Adequate financial support for public involvement efforts.
7. Consider appointing a regional Planning Liaison from the Southwest Coastal region (or from each land use planning region) to work with the Committee on Citizen Involvement in meeting its Goal 1 responsibilities.
8. Encourage commissioners to hold open-forum town hall meetings for residents and property owners, twice per year, in each of the planning areas.

Community Involvement Recommendations

1. Maximize opportunities for community involvement by restoring Citizen Involvement Policies 1-4 adopted by the Board of Commissioners in 1979, re-adopted in 2004, and in effect until repealed in 2017. These policies are in compliance with Goal 1, worked for the region for more than 35 years, and reflect the desire of local residents and property owners to be a part of the process going forward.

- a. Create a Southwest Coastal CAC to constitute the body recognized by Clatsop County to represent the Southwest Coastal Region on planning and land use issues.
 - b. The CAC shall be composed of five of residents and property owners from the planning region, and should reflect a broad spectrum of interests. Members shall be appointed by the Board of Commissioners after being nominated at a well-publicized community meeting.
 - c. The CAC shall hold quarterly meetings in such a way that the public is notified well in advance and given the opportunity to attend and participate in a meaningful fashion.
 - d. Technical assistance shall be made available to the CAC through the Community Development Department and other resources of the County.
2. Restore the following provisions from the Arch Cape Rural Overlay zone ordinances which were in effect until 2017 when repealed by Ordinance 17-02. Most of the development in the Southwest Coastal Region is single family homes and accessory buildings, and the community has a long history of receiving notice and providing input on these types of development applications. Restoring these provisions would foster community involvement by providing notice to neighbors and neighborhood/community organizations, and allowing community members to provide input prior to permits being issued.
- a. Any new residential development proposing to construct a dwelling or create additional square footage shall require review according to the Type II procedure.
 - b. Any commercial development proposing to construct structures or create additional cumulative square footage shall require review according to the Type II procedure.
 - c. Any accessory buildings associated with residential or commercial development shall require review according to the Type II procedure.
 - d. Where the Community Development Director determines that a development may significantly impact adjoining properties with respect to location, bulk, compatibility, views, preservation of existing landscape, or other design review criteria, the development shall require review according to the Type II procedure.

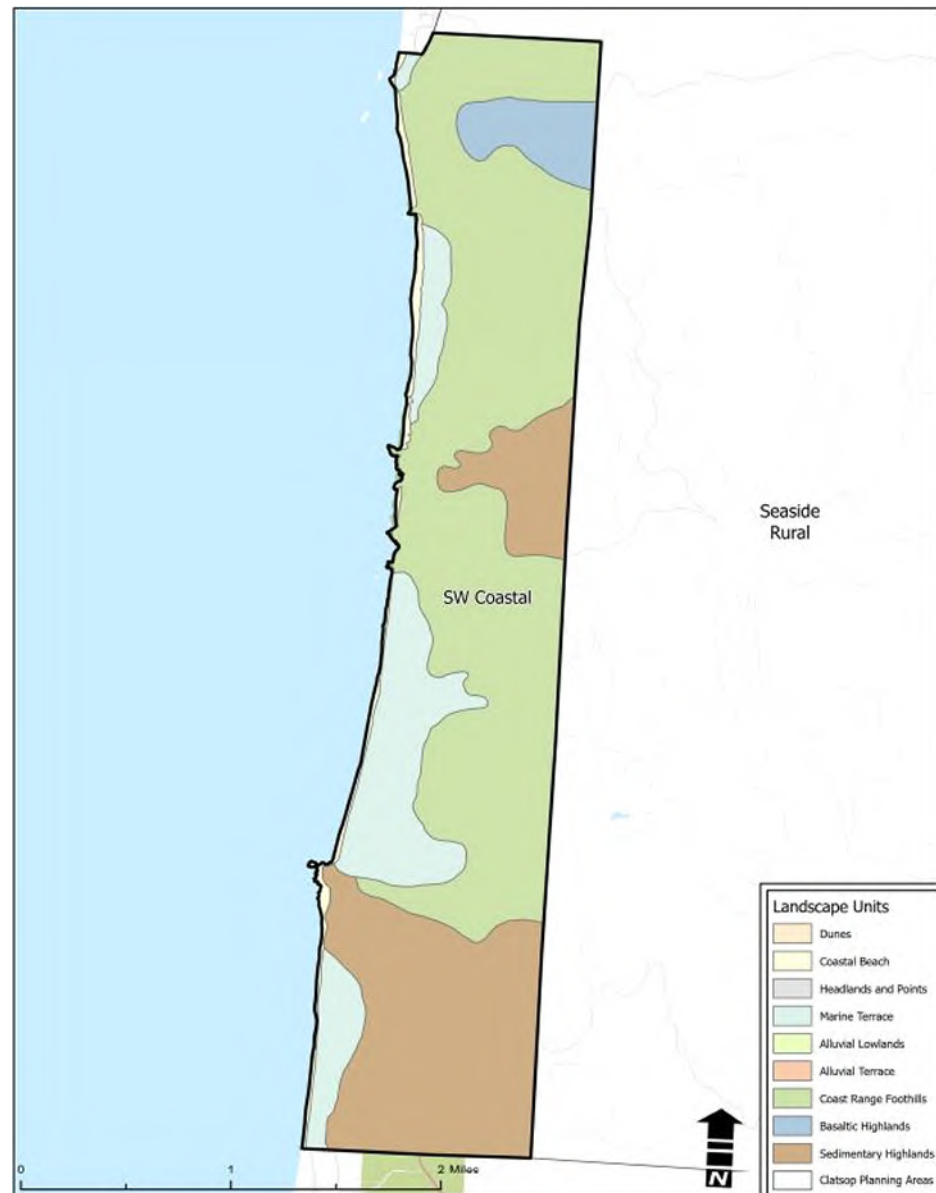
LANDSCAPE UNITS

The *Environmental Plan of Southwest Clatsop County* was completed in 1974. The plan divides the planning areas into landscape units (see Map 2) each of which have unique physical and environmental characteristics: i.e. geology, soils, moisture, vegetation, wildlife, hazards, etc. The landscape units provide a framework for development that is, in part, based on the land's capability for development. Suggested policies and recommendations were developed for each unique landscape unit as well as critical hazard areas and public open space. Most of the policies and recommendations developed in the *Environmental Plan of Southwest Clatsop County* have been incorporated into other sections of the Plan.

Water Bodies and Coastal and Stream Shorelands

Water bodies include lakes, reservoirs, and rivers, streams and creeks, with either flowing or standing water for all, or nearly all, of the year. Portions of these water bodies frequently possess characteristics of freshwater wetlands.

The Coastal Shorelands include those lands contiguous with the ocean, estuarine and coastal lakes, and tidal wetlands. For a description of the extent of the shorelands and goals and policies see the Estuarine Resources and Coastal Shorelands Element. The County has taken an exception to portions of Beaches and Dunes Goal requirements to restrict riprapping and the community's site-specific land use needs. The exception process provides the ability to deal with these types of conflicts. The exception paper contained in the Goal 2 Land Use Planning Element is the documentation of the County's conclusion that "it



Map 2: Landscape Units

is not possible to apply" portions of the Beaches and Dunes Goal #18 to those areas designated "rural community."

There are several creeks in the area which provide individual residential water. Asbury Creek and Shark Creek are sources for the Arch Cape Domestic Water Supply District. Cedar Creek is the outflow of the North Spring which is the primary water source for the Cove Beach Water District. Austin Creek provides water for the Cannon View Park Water System. There are a number of individual systems dependent on small streams serving individual homes between Cannon Beach and Arch Cape.

None of the streams or creeks were identified as major estuarine resources by the Oregon Estuary Council. Most of the streams have flowing water year-round, with the lowest flow during the summer months. Tidal influence for these streams is limited to their mouths.

*Appendix A lists the various landscape units together with the geologic units which comprise them. Refer to the Environmental Plan of Southwest Clatsop County for more detailed information on the geology, soils, moisture, vegetation, wildlife, hazards, etc. that make up the various landscape units.

Marine Terraces

Marine terraces are relatively flat surfaces eroded by wave action in older rocks and the deposits, marine or alluvial, which now lie upon these surfaces. Except where dissected by streams, they are composed of relatively flat-lying or gently ocean-sloping compacted but uncemented sediments, rarely above 50 feet in elevation.

Headlands and Points

Headlands and points are mostly basalt and sedimentary rock projections of erosion resistant land into the sea. Headlands and points have generally very steep slopes (and are sometimes vertical) on their seaward side. Rock reefs and offshore stacks are remnants of former headlands. Tide pools and sea caves are often a significant feature of headlands and points.

Coast Range Foothills

Coast range foothills are low subsidiary hills on the edge of the coast range uplands. They range in elevation from 50 to 500 feet, and are generally composed of sedimentary rocks of Oligocene to Miocene age. They tend to have rounded ridge tops. Slopes vary from 10 to 60%.

In the foothills just east of the Arch Cape residential community, Arch Cape Domestic Water Supply District is in the process of purchasing 1,441 acres of their drinking water source watershed (by 2023). In 2021, North Coast Land Conservancy purchased approximately 3,500 acres for wildlife habitat and recreation.

Basaltic Highlands

Basaltic highlands are underlain by igneous material. Most basaltic highlands are over 1,200 feet in elevation although outcrops of basalt are also exposed at lower elevations and along the coast. Slopes are frequently over 40%.

Sedimentary Uplands

Sedimentary uplands consist of Coast Range Mountains over 500 feet, underlain chiefly by sedimentary rocks. Most sedimentary rocks are found below 1,200 feet, although in a few areas Eocene age sedimentary rocks are exposed at elevations of 2,000 feet. Slopes may vary from 10 to 60%.

Wetlands

Wetlands protect public health and safety by performing a variety of functions including ground water recharge, flood flow attenuation and water quality protection. Wetlands have proven to lessen the damage from flooding by slowing the water velocity, enabling water to soak into the ground, and by providing temporary storage of overbank flood flows. Wetlands reduce damage from coastal storm surges and tsunamis. Wetlands also provide unique habitat for wildlife species, many of which are either endangered or threatened, and provide opportunities for education, scientific study, and recreation. Attention to these wetland functions is essential for a community's land uses, public health, safety and welfare. Over the years, Clatsop County has lost much of its original wetlands due to development.

General Landscape Unit Policies

1. Steep slopes (15% or greater) are at or near natural equilibrium and further steepening through excavation could initiate sliding. Excavations in these areas should be restricted and should be properly engineered.
2. Excavations in sedimentary highland (Toms) should be properly engineered to assure against slope failure (see Appendix D).
3. Proposed projects involving modifications of established drainage patterns should be evaluated in terms of potential for altering land stability.
4. Loss of ground cover for moderately to steeply sloping lands may cause erosion problems by increasing runoff velocity and land slippage. Vegetative cover for moderately to steeply sloping areas shall be maintained.

Water Bodies and Coastal and Stream Shorelands Goal: To conserve, protect, and where appropriate, develop the coastal and stream shorelands in the Southwest Coastal Planning area; and to conserve, protect, and where appropriate, develop the lands near and adjacent to water bodies in the Planning Area. The following policies are in addition to those found in the Estuarine Resources and Coastal Shorelands Element.

Water Bodies and Coastal and Stream Shorelands Policies

1. Grading, excavation or filling in the riparian zone of rivers, streams, and creeks shall be carefully controlled in order to prevent sedimentation of the water. Filling, grading, and excavation of lands shall be prohibited within stream buffers.
2. In order to provide the greatest view potential for properties throughout the Rural Lands and Rural Service Area, the building height shall be limited to 26 feet through the Community Plan area, with ocean front property limited to 18 feet. Removal of trees (6" or greater DBH) to create or enhance views shall be prohibited.
3. A vegetated buffer shall be provided along either side of Arch Cape Creek, Asbury Creek, Shark Creek, Cedar Creek, Austen Creek, and other creeks and drainage ways critical to local drinking water supply and erosion control in order to provide clean drinking water, protect riparian vegetation, prevent loss of property due to erosion, and protect the aesthetic value of the streams. Buffers shall generally be 50 feet wide, measured perpendicular to the normal streambank unless the size of lot and natural topography would create a hardship. Variances may be granted, but in no event shall the buffer be less than 25 feet wide.
4. In no event shall an impediment or alteration be permitted in a natural drainage way.
5. Gravel and cobble removal from the streams shall be prohibited.
6. Placement of riprap or other shoreline protection on coastal beaches or stream shorelands shall only be permitted for lots where the protection is necessary to prevent an erosion hazard and only where development existed on January 1, 1977.
7. Development in the vicinity of Arch Cape Creek, Cedar Creek, Shark Creek, Asbury Creek, Austin Creek, and creeks in the vicinity of Grand Lane / Picture Windows Lane shall be designed in a manner that is compatible with the beauty of the area. Controls on the removal of vegetation or filling or alteration of the shoreline shall be included in the Zoning Ordinance.
8. Clustered development, including open space or neighborhood park sites and wildlife corridors, should be encouraged for subdivisions or planned developments.
9. Activities of the State Parks Division which pertain to the Southwest Coastal planning area shall be reviewed by the Community Development Department to insure their compatibility with the community.
10. Emergency vehicles shall have access to the beach at all times. All other vehicles shall be prohibited from beach access in the Southwest

Coastal Planning Area.

11. Work with Oregon State Parks and local residents to develop a comprehensive beach access plan from Arcadia Beach to Cove Beach, balancing public access, safety, wildlife habitat, and coastal erosion.
12. Work with Oregon State Parks and local community members to determine appropriate regulations regarding vehicles, horses and camping on local beaches.
13. The Shoreland Overlay GIS layer should be completed and made available to the public.

Recommendations

1. Access points to the beach and streams should be provided for at the ends of platted and vacated streets where safe and feasible, and shall not be unnecessarily impeded by shoreline protection, flood protection, and other structures. Access to the beach where possible should be made passable for the elderly or other persons with limited mobility. Further work needs to be done on who would maintain these access points. Creation of new access points, or improvement of existing access points, in fragile, steep, or otherwise hazardous areas shall be avoided.
2. Horse traffic shall be prohibited on beaches in the Southwest Coastal Planning Area.
3. Mapping of the drainage systems in the planning area is necessary and should be considered as a future project when funds become available.
4. Encourage all landowners with independent water systems to register their systems with the appropriate government agencies so they may be identified and protected.

Headlands and Points Policies

1. The Arch Cape headland represents an important scenic landmark for the community, the region and the State. Although the upper portions of the headland lie within the boundaries of Oswald West State Park, the lower area abutting Arch Cape creek east of Highway 101 is not part of the area inventoried as a headland. It is privately owned and may be developed in the future. Development in this area shall be carefully controlled to ensure that it is compatible with the headland. This may be accomplished by the maintenance of existing trees and natural vegetation, the requirements of the use of natural building materials such as cedar and stone, and the maintenance of low-profile structures. As previously mentioned, buffers should be required adjacent to the Oregon Coast Trail, and the Arch Cape Creek. In addition, see Rural Service Area policy number 7.
2. Encourage the State of Oregon to purchase the privately-owned portion of the Arch Cape headland as it is an important natural and

scenic resource that should be permanently protected.

3. Encourage the inclusion of the Arch Cape Headland in the County’s Goal 5 scenic resources inventory.

Coast Range Foothills, Basaltic Highlands, Sedimentary Uplands Policies

1. These landscape units are resource units and should be reserved primarily for timber production, wildlife habitat, recreation and mineral resources, and potable drinking water sources.
2. Cooperate with State, the forestry sector and environmental organizations to implement changes to Oregon’s forest practices laws as set forth in the recent Private Forest Accord. Under this agreement, the State will seek a 50-year Habitat Conservation Plan applicable to private lands from both the National Oceanic and Atmospheric Administration (NOAA) Fisheries and U.S. Fish and Wildlife Services for threatened and endangered species. The proposed changes focus primarily on regulations for salmonids and salamanders in three areas: buffers on fish-bearing and non-fish bearing streams, assessments and improvements on forest roads, and regulations for harvests around unstable slopes.

Wetlands Policies

| |
|---|
| Goal: Complete the Goal 5 process for wetlands in the Southwest Coastal Planning Area. |
|---|

Policies

1. Add the Arch Cape/Cove Beach Local Wetlands Inventory (2011) to the County’s Natural Resources Inventory, or fund a new inventory of the South County wetlands and lakes.
2. Adopt a local protection program for any lakes and wetlands in the Southwest Coastal region identified as significant, including setbacks for lakes and wetlands within 50' of any existing or proposed development including roads. In the alternative, adopt a Safe Harbor Ordinance.
3. Consider re-zoning properties with significant lakes and wetlands as Lake & Wetland (“LW”) and extend the LW zone to these South County areas.
4. Encourage State and County to prohibit filling the remaining wetlands in Arch Cape and Cove Beach.
5. Encourage County to establish setbacks to wetlands. Setbacks should be 50 feet for significant wetlands, 25 feet for non-significant wetlands, as identified in the Local Wetlands Inventory.
6. Buffer wetlands by protecting the uplands adjacent to wetlands where land development increases the flow of water and pollutants

which can overwhelm the ability of wetlands to provide their functions and threaten sustainability.

7. Encourage County to require an additional fee when an applicant proposes to develop wetland property, to be used to pay a County wetland expert to verify all wetland delineations based on a developer's paid consultant.
8. Ensure Riparian Zone covers creeks and streams as well as rivers, and that "emergent wetland vegetation" covers associated wetlands.
9. The 2017 recommendations of the Wetlands Advisory Committee should be implemented.
10. A transfer of development rights (TDR) program should be implemented to further protect wetlands and other sensitive natural areas.
11. A tax incentive program should be implemented for preservation of wetlands and riparian areas.

CRITICAL HAZARD AREAS

There are numerous hazards in the area which can and do affect people's lives and property. Below is a brief discussion of the hazards together with policies to manage development in the natural hazards areas. Maps 3 and 4 show the various mapped hazards in the planning area.

Landslides

Landslides can be started by storms, earthquakes, volcanic eruptions, fires, and human modification of land. In a landslide, masses of rock, earth or debris move down a slope. Landslides may be small or large, slow or rapid.

In the Southwest Coastal Planning Area, the areas largely free from landsliding problems are those with gently sloping inland portions of the marine terrace at Arch Cape, Arcadia Beach and Cove Beach. Other areas in the planning area have had a history of landslides. As a result, a study was undertaken by Martin Ross at the request of the Clatsop County Department of Community Development to identify the geologic hazards and to develop policies and recommendations regarding potential development in these areas. The study area included the coastal portion of Clatsop County from Cannon Beach to the Tillamook County line. This report is included as part of the inventory data.

Certain parts of the Southwest Coastal planning area are at risk of catastrophic landslides which have the potential to isolate communities from service centers to the north and south. Landslides may be accompanied by utility outages and damage



Map 3: Geologic Hazards



Map 4: Flood Hazards

to infrastructure. Residents and visitors alike should be prepared for the possibility of two weeks sheltering in place until outside assistance is available.

Coastal Erosion

The combination of storms, high tides, and the relative soft material of the marine terrace, plus the lack of sand buildup account for the critical erosion in the study area. While sand is building up (penn) from Tillamook Head to Camp Rilea, it is being washed away on the south side of the head. The rate of erosion varies from .5 to 15.0 feet a year, depending on the rock types and other factors such as shoreline configuration. Martin Ross' report (see Inventory Data) provides additional information on the Southwest Coastal Planning Area.

In 2020 the Oregon Climate Change Research Institute prepared a report for the Oregon Department of Land Conservation and Development detailing future climate projections for Clatsop County. The report concluded the following climate-related risks has a high or very high confidence level of increasing in Clatsop County in the early-to-mid 21st century: heavy rains; flooding; wildfires; loss of wetland ecosystems; ocean chemistry and chemical changes; coastal hazards; and heat waves.

Sea level rise and increased storm events are resulting in accelerating and worsening coastal erosion. Over time, there will be more damage to and loss of roads, utilities, beach accesses, decks, and houses. The loss of land and beaches may result in additional shoreline armoring and beachfront protective structures, which could reduce beach access and beach area. If it is not along the entire beach, armoring in select areas will likely accelerate land loss in unarmored areas.

Increased occurrences would have significant ramifications on traditional industries such as fishing, farming, logging, and

tourism. Pressures on housing and services due to a potential for people relocating from less sustainable or livable areas would also affect land use policies and decisions in the Southwest Coastal region.

Stream and Ocean Flooding

There are several creeks in the area which could be subject to flash flooding, the largest of which is Arch Cape Creek. Areas along the coast, which are subject to the 100-year flood, have been mapped under the National Flood Insurance Program and are designated on Flood Insurance Rate Maps. Increased seasonal heavy rains and sea level rise will result in more flooding.

Earthquakes and Tsunami

A tsunami is a series of waves usually caused by an undersea earthquake. As these waves enter shallow water near land, they increase in height and can cause great loss of life and property damage. The first wave is often not the largest; successive waves may be spaced many minutes apart and continue to arrive for several hours.

In June 2013 the Oregon Department of Geology and Mineral Industries released new maps showing the coastal areas within the Southwest Coastal Planning Area to be within tsunami inundation zones. These maps, drawing on the latest scientific data, identify those areas at risk of inundation from a projected worst-case local Cascadia zone tsunami and a worst-case distant tsunami.

Wildfire and Drought

Increased seasonal drought will result in reduced surface and groundwater. Drinking water may not be available to all users during dry seasons. Some streams and wetlands may have less water in dry seasons, impacting fish and other wildlife.

Communities within the Southwest Coastal Planning Area are situated adjacent to forestland, and many of the undeveloped lots within the AC-RCR and CR zones include forests. Due to drought and associated pests and diseases, forestland wildfire risk is increasing. As a result, the communities have increasing wildfire risk and have potential for low air quality due to smoke from nearby and distant wildfires.

Critical Hazards Goal: To prevent harm to people and damage to property through the use of reasonable building controls. To work together to prepare for the survival needs of residents and visitors.

General Critical Hazards Policies

1. Appendix J of the Oregon Structural Specialty Code, which pertains to grading, should be applied to all development within the Southwest Coastal planning area.
2. In addition to where required in Appendix J of the Oregon Structural Specialty Code, favorable site-specific investigations (conducted by qualified geotechnical experts at the developer's expense) shall be prerequisites for the issuance of building or excavation permits in any area recognized as geologic hazard area as shown on the Hazards map included herein.
3. Density of development in the Rural Community areas shall be related to the degree of slope present on the site, and shall conform to these categories:
 - a. Zero to 12% slopes, moderate density (7,500 sq. ft.).
 - b. 13% to 25%, low density (2 dwellings per acre).
 - c. Greater than 25% slopes, very low density (1 dwelling per acre or less, depending on favorable geologic site investigation).
4. In Rural Community areas, lot sizes may be reduced to a minimum of 7,500 sq. ft. for areas identified in policy 3.b. and 3.c., above, where site investigations indicate the area can withstand greater development, or may be reduced where evidence of landsliding is present or the site investigation is unfavorable.
5. Development on slopes or greater than 15% should generally leave the natural topography of the site intact. Existing vegetation, particularly trees, should be retained on the site. Cut and fill construction methods should be discouraged. Access roads and driveways should follow slope contours in a manner that prevents rapid discharge, and prevents erosion. Excavations and fills should be controlled through the enactment of Appendix J of the Oregon Structural Specialty Code. The policy will be enforced by the County Department of Planning and Development and Building Department with assistance from the County Engineer.
6. Vacating or re-platting of old subdivisions in hazardous or in steeply sloping areas shall be encouraged through the use of incentives such as waiving fees or property taxes, and encouraging other tax incentives such as land donations in exchange for income tax deductions.
7. Construction on poles or pilings shall be the preferred method of construction in areas of storm drainage problems (identified above). Where filling is proposed, the amount of fill shall be the minimum necessary for the placement of structures or driveways.

Critical Hazard Area Policies

Landslide Hazard Policies

1. Expand the County's ongoing emergency preparedness efforts to include a program which addresses survival of Southwest Coastal residents and visitors in the event of catastrophic landslides or other disasters which isolate the region from outside services for an extended period of time.
2. Allocate funding to build community-based survival caches with food, water, heating supplies and other essentials. These caches should provide adequate supplies for unprepared residents, day visitors, and people staying in rental facilities. A local committee should be tasked with ongoing implementation of this program as supplies will need to be monitored and periodically replaced.
3. Develop a community education effort encouraging residents and vacation home owners to create survival caches in their homes. Inns, B&Bs and STRs should be required to have survival caches on site and show proof as part of the permitting/renewal process.

Coastal Erosion Policies

1. Increase oceanfront setbacks for all new construction in higher erosion areas.
2. Prohibit decks, sheds and other currently allowed infrastructure within oceanfront setback areas.
3. Require oceanfront native vegetation to be kept intact or be replanted.
4. Plan for managed retreat of roads, utilities and other infrastructure.
5. Require removal of debris from buildings and infrastructure that fall (or prior to falling) onto the beach or into the ocean.

Coastal Armoring Policies

1. Work with DLCD and State Parks to establish a comprehensive beach armoring plan for each community within the Southwest Coastal Planning Area. The plan should also identify areas that should not be armored.
2. Identify public beach accesses which will be kept and which cannot be kept, and how to ensure there are safe entry and exits from the beach, especially for tsunamis, high waves and other emergencies.
3. Prohibit stairs, steps or other permanent structures on beach accesses from individual oceanfront properties.
4. Prohibit beach access from individual oceanfront properties which have coastal armoring.
5. Shoreline protective devices such as seawalls, revetments or dikes shall be evaluated for their impacts on adjacent property, visual impacts, impact on public access, and potential public costs. Beachfront protective devices shall be evaluated, both those located east and west of the State Zone Line.

Earthquake and Tsunami Hazard Policies

1. Consider reducing density or prohibiting new development in areas identified as tsunami inundation zones. Consider requiring retrofitting of existing development in these areas to meet current building standards.
2. Work with County’s Emergency Management Department, other County and City personnel, and community members to better educate residents, landowners, and Short-Term Rental management companies on safety and survival procedures and needs for the Southwest Coastal planning area.

Drought & Flood Hazard Policies

1. Work with the state to ensure that well/surface water permits are issued and reviewed periodically with increased drought in mind.
2. Limit development in areas with seasonal droughts, or support/encourage water catchment systems.
3. Work with DSL to protect significant wetlands & riparian setbacks.

Wildfire Hazard Policies

1. Consider fire resilient building requirements in properties adjacent to forestland, as well as properties in forested areas within development zones.
2. Prohibit campfires, cooking fires and other open flames on undeveloped public and private lands outside the jurisdiction of the Oregon Parks Department.

COMMUNITY CONCERNS

Housing

As of 2021, there were 477 dwellings in the Southwest Coastal Planning Area; within the communities of Arch Cape and Cove Beach, there were 96 active Short Term Rental Permits; many others are used as vacation homes and not occupied year-round. It is a community of choice in which people take great pleasure in the remoteness of the area. It is a community to which almost all migrated, unlike towns in which residents are born, find jobs and spend most or all of their lives. The typical development pattern is on a lot-by-lot basis rather than through large scale development. There are few permanent rental units in the planning area. With few exceptions, these are single family residential homes located in small communities which are family-oriented, quiet, neighborly and where quality of life is considered paramount.

Clatsop County and its five local incorporated cities recently undertook an in-depth study of the current and projected housing conditions across the County, as well as recommended strategies to better align the housing supply with local needs, now and into the future. The Clatsop County Housing Strategies Report was completed in January 2019. The Report concludes there is sufficient supply of housing in the County to meet current and future needs, including in the Southwest Coastal Planning Region. However, because much of this supply serves the second home and short-term rental market, there is an insufficient supply for year-round residents to both purchase or rent. In addition, some of the supply of future residential land suffers from a variety of constraints related to natural features, hazards, infrastructure challenges, or other issues.

There are no commercial or institutional services in the planning area to meet the needs of residents or visitors. There is a commercial area in Arch Cape where approximately ten properties are zoned Rural Community Commercial (RCC). The only businesses operating in the RCC zone are one small seven-unit hotel, two small inns, and a thrift shop. Bed & Breakfast establishments and other home occupation businesses are allowed to operate within the AC-RCC zone with a conditional use permit and an owner on site.

Short-Term Rentals

In 1979 when this Community Plan was adopted, and even in 2004 when it was last reviewed, there were two types of homes in the Southwest Coastal Planning Region. One was homes owned and lived in by permanent residents, some employed locally and some retired. The other was vacation homes used on a part-time basis by owners and their invited guests. There were few permanent rentals and only a small number of homes rented as transient lodging.

Within the past 10-15 years a third type of home and homeowner has become prevalent in the region: the Short-Term Rental (STR). These are homes used almost exclusively for transient lodging. Many have professional managers who advertise the rentals on internet sites such as VRBO

or AirBnB, accept online bookings, check-in visitors remotely, and employ the cleaning and maintenance staff needed to service this type of business. Some owners have converted their vacation homes to transient lodging for extra income, while others have purchased or built homes specifically to use them as income-producing investments.

Residents and vacation home owners who don't rent their homes have grown increasingly unhappy with STRs for a variety of reasons. There are problems with noise, parking, trash, off-leash animals, and other nuisances, and no owner or manager on site to handle the problems. There are concerns about over-occupancy and the burden this puts on local infrastructure including roads, sewer and septic systems, and water that is already in short supply during the summer months. Many feel the character of the neighborhoods have changed with this influx of transient commercial activity, and the quality of life of residents along with it.

The Clatsop County Housing Strategies Report (2019) recommends that short term rentals be classified as a commercial use when considered as part of a broad analysis of land needs and supply, as required by Oregon's statewide planning goals and land use system. The Report also recommends that strategies be implemented to limit short-term rental uses in residential communities.

The County began licensing STRs in Arch Cape in 2004 and in the rest of the County in 2018. At the end of 2021, there were 75 licensed rentals in Arch Cape and 21 in Cove Beach. A moratorium was in place on new licenses, and the County was soliciting input on whether this type of commercial activity should continue to exist and flourish in areas which are zoned exclusively residential.

Housing Goal: To provide for a wide range of housing needs in the community. To maintain the current residential character of the community. To encourage development which blends with its rural setting and preserves natural resources to the maximum extent possible.

Housing Policies

1. A high quality of housing in the area shall be promoted through the use of the natural landscape, existing vegetation, and good design. Development projects which require removal of all or most trees on the lot shall be denied.
2. Planned development and re-platting old subdivisions shall be required in order to preserve steep slopes and other sensitive areas, such as wetlands, in their natural condition.
3. Housing developments and subdivisions should be designed to emphasize the rural, coastal appearance of the community; that is, less emphasis should be placed on curbs, sidewalks, and wide streets and more emphasis placed on the maintenance of trees, natural drainages, open space and larger lot sizes. New subdivisions and other planned developments shall be clustered and provide common open space.

4. Housing shall be developed where services are readily available. Subdivision of land and planned development shall be allowed only where septic tank, sewer and water capacity is sufficient to meet its needs. The County needs to work closely and formally with the local utility Districts (Water, Sewer, Road) to determine the projected maximum support levels in order to match development to that which can be supported by the intrinsic capacity of each utility District.
5. Housing for low- and moderate-income persons should be encouraged in the Southwest Coastal Planning Area through agencies such as the Northwest Oregon Housing Association (NOHA), Farmers Home Administration (FHA), U.S. Department of Housing and Urban Development (HUD), and the State Housing Division. Short-term rental uses shall be appropriately limited in the Southwest Coastal Planning Area to ensure there is an adequate supply of housing for low- and moderate-income persons.

Short-Term Rental Recommendations

1. Define Short-Term Rentals as commercial activity and restrict new licenses to homes in commercial zones.
2. Create a plan to phase-out Short-Term Rentals in the Coastal Residential (CR) zones by eliminating license renewals and license transfers to new owners. In the Arch Cape Rural Residential Zone (AC-RCR), create a plan to limit rentals so the total number of renters in the community at any given time does not exceed the total number of residents. Much of Arch Cape and almost all of the rental homes are located in areas at risk for one or more critical hazards, and the community does not have the resources to handle a larger population.
3. Limit the number of rentals by limiting the number of times a home may be rented in a month. Arch Cape currently allows four rentals per month, while the rest of the region has no limit. The entire Southwest Coastal planning region should be limited to no more than two rentals per month, which is currently the limit in Cannon Beach.
4. Place limits on occupancy. The region is zoned for mostly single-family homes, and the average family in 2020 was 3.15 people. There should be no more than two occupants per bedroom with a maximum of eight occupants.
5. Consider offering property tax credits to owners who terminate their STR licenses early.
6. Consider offering property tax credits to owners who convert STRs into rental housing for residents.

Public Facilities and Services

Statistics concerning public facilities are updated in the Goal 11 Element of the Comprehensive Plan.

The availability of either adequate water or waste systems has limited development in the past and will greatly influence future growth. Map 5 (right) shows the various public facilities and services in the area as well as roads in the area. There is greater detailed information contained in the inventory data if so desired.

Sewer System

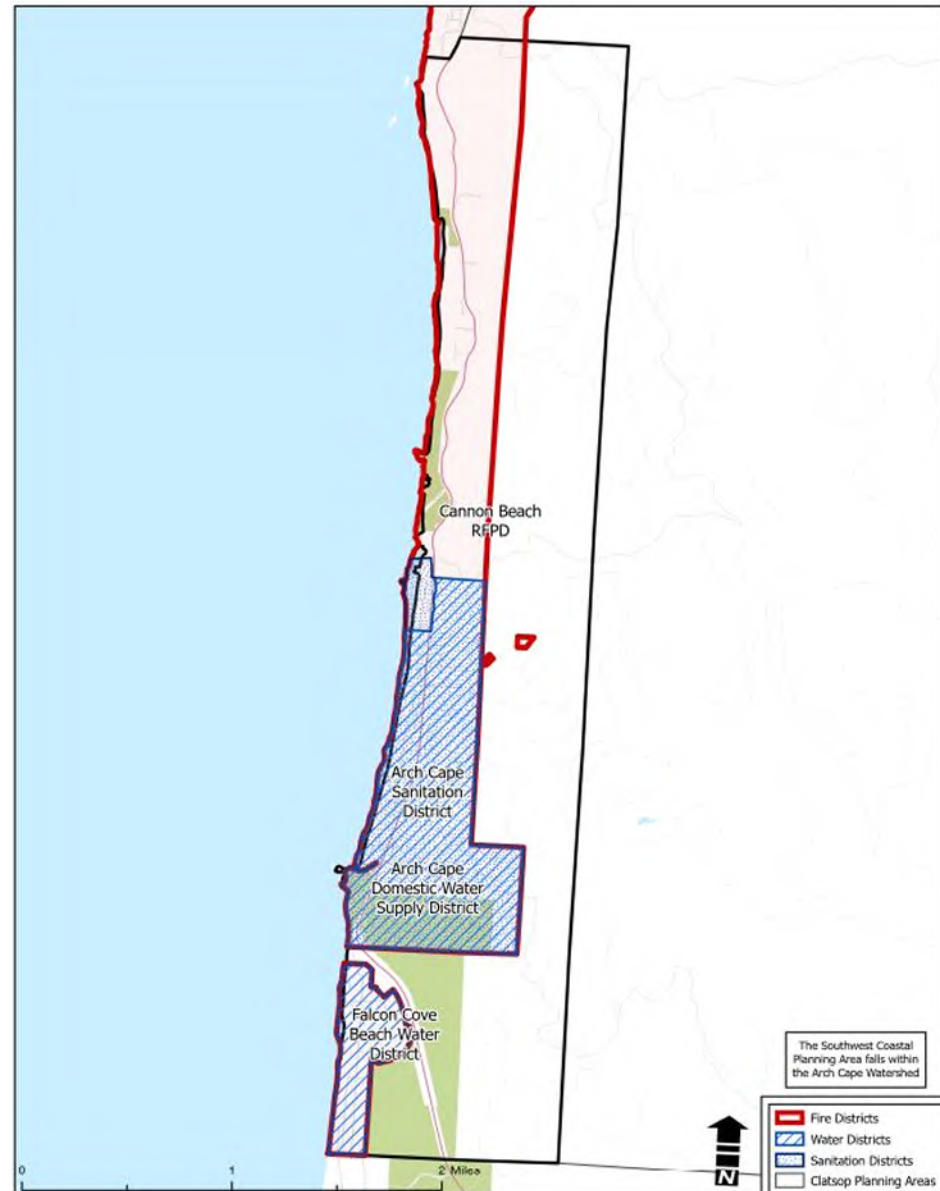
The Arch Cape Sewer Service District sewer system was completed in 1975. It is designed for a population of 1,150 persons with present population in the summer months being around 450 to 500 persons.

Water Systems

In the Southwest Coastal Planning Area there are several public water systems: Falcon Cove Beach Domestic Water Supply District, Arch Cape Water Service District, Cannon View Park, Inc., and several small, isolated shared systems.

Falcon Cove Beach Domestic Water Supply District has about 96 connections with a capacity of approximately 125 connections. At certain times of the year, they have had water supply problems for the present users.

The Arch Cape Domestic Water Supply District presently has-295 connections and the capacity, at this time, is 430. A second



Map 5: Public Facilities and Services

source was developed on Asbury Creek in 1999 to meet water demand during the driest months of the year.

Extensive upgrades were made to the distribution system in 2010, and the water treatment plant was completely upgraded with a brand-new membrane treatment system in 2014. Since 2017, The District has been determinedly working to acquire 1457 acres of forestland bordering the community for creation of a community forest and protected watershed.

Cannon View Park, Inc. has approximately 50 connections with a capacity of approximately 73. Ninety-five percent of the present connections are for vacation homes. Recent improvements to the system's new distribution lines and storage tank have addressed the system's supply and fire protection problems.

School

The Southwest Coastal Planning Area is within the Seaside School District #10. With predominant population consisting of either seasonal or retirement age, the anticipated growth in the planning area will not be a burden to the existing school facilities.

Fire Protection

Fire protection is provided by Cannon Beach Rural Fire Protection District which has ~~32~~20 volunteer firefighters, three engines and two brush trucks. With the station in Arch Cape and the replacement of the older pumper, the fire insurance rating in this area is 3 or 3x.

Police

Residents in this area receive police services provided by the County Sheriff and State Police. The Sheriff's Department patrols the area on an average of once a day.

Storm Drainage

At the present time, there are no formal storm drainage facilities in the south County area. All drainage flows into natural drainages or collects into low areas. The clay soils (marine terrace) form an impervious barrier to storm water, as well as septic tank effluent.

Public Facilities Goal: To provide public facilities and services capable of meeting existing and future needs at appropriate levels for the RURAL SERVICE AREA and RURAL areas in the most cost-effective manner.

Public Facilities Policies

1. No filling shall be permitted which would raise the water level on adjacent property, or overtax existing storm drains. Developers shall be responsible for installing storm drainage systems the distance necessary to drain their property and property in those areas which may be affected.
2. All developments shall indicate on the plot plan or building plans how storm water is to be drained. The Planning Commission or Building Official shall require the installation of culverts, dry wells or retention facilities in developments with major storm drainage impacts.
3. Developments shall be allowed only if the systems (water, sewer, and fire protection) are capable of supporting increased loads. Phasing of development may be allowed if improvement of public facilities is assured by the time construction and the additional loads are anticipated.
4. Utility rights-of-way, where not located within highway rights-of-way, should be evaluated for future utilization as part of a greenbelt or pathway. Prior to approving vacation of a public right-of-way, the right-of-way should be evaluated for possible significance as part of a greenbelt or pathway system.
5. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer districts shall approve the development prior to the issuance of either plat approvals or building permits.
6. Except where contiguous with a developed lot under the same ownership, tent camping is prohibited on all undeveloped lots in the AC-RCR and CR zones in order to prevent fires and problems associated with lack of infrastructure. Camping is permitted in these zones for up to 7 days on property with an existing residential dwelling, or an RV legally on the property where camping will occur and with the written consent of the property owner. Commercial camping is not allowed anywhere in these zones.

RURAL COMMUNITY AREAS

1. All new development including single lots shall install underground utilities such as electricity, telephone, and television cable. Efforts to place existing lines underground in already developed areas should be encouraged. Utilities shall be moved underground in conjunction with any substantial renovation (project cost greater than 25% of the assessed value of the structure).
2. Sewer or water services will not be extended outside of the RURAL COMMUNITY AREAS.
3. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer district shall approve the development prior to the issuance of either plat approval or building permits.

RURAL LANDS

1. The capacity of rural water systems will be limited to that necessary for development at rural densities and may also be limited by the intrinsic availability of water. This intrinsic availability of water may also be seasonal and may be severely impacted by climate change (as seen during the drought years of 2014-2018).
2. If water service is to be utilized, either in the development of a subdivision or the building of individual residences, the local water district shall approve the development prior to issuance of plat approvals or building permits.

FOREST LANDS AND CONSERVATION OTHER RESOURCES

1. Public facilities will be discouraged from developing in these Plan designations.
2. Forest lands shall be designated Forest in the County's Comprehensive Plan. When considering a zone change to a forest zone, the Planning Commission or other reviewing body shall review the proposal against the acreage, management, and other approval criteria in County-wide Forest Lands Policies #19, #20, and #21.

NATURAL

1. There will be no public facilities in this Plan designation.

Public Facilities Recommendations

1. The County Sheriff's Department should hold some informational meetings in the area on crime prevention.
2. All the watersheds in the planning area need to be more clearly defined and mapped. Additionally, each watershed has individual problems which need to be identified.
3. Drinking watersheds and groundwater sources should be identified and added to the County's public GIS maps. Policies to protect those sources, including stream buffers, should be developed and implemented.
4. Coordinate with state and/or federal agencies in the regulation of offshore energy generation facilities.

Transportation

There is a heavy reliance on the automobile in the area, in part due to the isolation from urban areas and the fact most residents and property owners have at least one vehicle. The area does not have adequate population to support a public transportation system.

Highway 101 is the only through street in and out of the area, with a 55 mph speed limit except around several curves where reduced speeds are advised. A passing lane in Arch Cape was removed by the Oregon Department of Transportation for safety reasons thanks to the efforts of community members and the local Community Club. More recently, the speed limit in Arch Cape was reduced to 50 mph in hopes of slowing traffic through this residential community.

In all of the communities within the region, existing roads are narrow with a mixture of gravel and oil mat surfaces and no sidewalks. Residents and visitors enjoy the rural feel of these roads, but they present problems for emergency vehicles, especially when vehicles are parked along them.

On the east side of Highway 101 in Arch Cape, new development is leading to a proliferation of short access roads which serve individual properties but are not part of any unified road or transportation plan. New roads are required to be built to County road standards which are out of keeping with these rural areas, with each new road resulting in the removal of many of the community's remaining trees and wildlife habitat.

Many residents walk extensively for both transportation and pleasure. Walking on the beach is a major form of recreation for both residents and visitors. Residents seem quite content to walk the narrow "country lane" type streets, but are concerned about traffic safety when required to walk along or cross Highway 101. As the Arch Cape community develops on both sides of the highway, pedestrians must cross the busy highway to get to the beach, visit friends, and pick up their mail.

As of 2021, there are limited public transportation options available in the Southwest Coastal Planning Area. Tillamook County Transportation District operates a "NW Connector" service (Route 3) that goes to/from Cannon Beach three times a day and that can be "flagged" by a rider at the Arch Cape Deli (or other point along Highway 101 where there is a safe pullout for the transit bus). Once at Cannon Beach, a rider can connect with the Sunset Empire Transportation District Route 20 to/from Seaside (about 12 times/day) with a number of other possible onward bus connections from the Seaside Bus Depot. There is also a connection in Cannon Beach to a NorthWest Point bus to/from Portland (2 times/day), and a mini-van service exists for the elderly and disabled.

Transportation Goal: To safely and efficiently meet the transportation needs of the regional communities while keeping their rural character. To improve safety for vehicles and pedestrians accessing Highway 101.

Transportation Policies

1. Access points onto U.S. Highway 101 shall be kept to a minimum to reduce the potential for accidents. New development shall use common frontage roads, and lots shall be designed so as not to front or have access onto the highway.
2. All new streets and roads shall be designed to minimize disturbance of the land by following contour lines, retaining mature and native trees to the extent possible, and avoiding cut-and fill construction techniques.
3. Unnecessary rights-of-way should be used as greenbelts, wildlife corridors, walking trails or bike paths where appropriate. Prior to approving vacation of a right-of-way, the right-of-way should be evaluated for possible significance as part of a greenbelt or pathway system. Street vacations shall only be approved where there is evidence to establish that the right-of-way does not provide a public benefit or use.
4. A buffer of vegetation not less than 25 feet shall be maintained or planted between all developments and U.S. Highway 101 to reduce the noise and other effects of traffic on residences and to maintain the scenic character of the highway.
5. Improvements of U.S. Highway 101 in the Southwest Coastal Planning Area which involve a major action shall be reviewed by the Community Development Director to insure it is compatible with the community. Major action as defined by the Oregon Action Plan: an action involving substantial planning, time, expenditures or environmental impact.
6. The County and State should continue in maintaining the visual clearance to oncoming traffic on U.S. 101.
7. Not only is it necessary for the County to adopt road standards which provide for economical and proper maintenance, but standards which consider the particular areas and the desires of the local residents. To that end this plan encourages road standards which are suited to the character of development in the area. These roads generally are narrow, containing several dead ends, and serving few permanent users.
8. The County shall support the Clatsop County Senior Bus System for seniors and disabled persons.
9. Parking should be limited on roads with inadequate width to accommodate fire access.
10. Parking for short-term rentals should be limited to off-street spaces approved by the County.
11. At the time County roads in Arch Cape are improved, speed controls such as speed limits or caution signs should be examined.
12. Establish a plan for bicycle and pedestrian pathways throughout Arch Cape, emphasizing safety and connectivity across Highway 101.

13. Encourage Oregon Department of Transportation to further reduce the speed limit though Arch Cape in order to improve safety for pedestrians. 30 mph is recommended.
14. Create a Transportation Plan for the east side of Arch Cape which identifies common frontage roads, limits access points onto Highw101, facilitates building streets to minimize disturbance to the land, and turns rights-of-way that are not needed for motorized travel into bike paths or pedestrian trails.
15. All privately-constructed vehicular access roads within public rights-of-way shall be processed as Type II conditional uses.
16. Permits for privately-constructed vehicular access roads should be allowed only as part of an approved residential development project, so the impacts of access roads can be evaluated in context with the development of the properties the roads are intended to serve. Vehicular access roads intended to serve undeveloped land shall be prohibited.
17. Vehicular access roads shall be subject to the same setbacks from riparian corridors and wetlands as are other forms of development.



Map 6: Open Space, Parks, Recreation, Beach Access

Open Space, Historic, Recreation, Scenic and Natural Areas

The following discussion and policies are in addition to those found in the Comprehensive Plan, Goal 5 Open Space, Scenic and Historic Areas and Natural Resources, and Goal 8 Recreational Needs Elements. Sites inventoried in Map 6 are in addition to those inventoried in the Open Space and Recreational Needs Elements are local desires and are not to be construed as additional Goal site requirements.

The existence of the community at Arch Cape and other residential areas within the planning area is attributable, in large part, to the vast beach and areas of open space in the vicinity. Arch Cape and the surrounding area is a recreation area primarily, but one that is not dependent on tourism for support. It is an area that is above all residential. Map 6 shows the recreation, open space, historic, scenic and natural sites in the planning area.

In the planning area there are two State parks, Oswald West and Hug Point, which provide parking, beach access, and picnic facilities. There are also two wayside parks, one at Arcadia Beach and one across from Cannon View Park.

There are three bicycle routes which pass through the planning area, the Oregon Coast Bicycle Route, the TransAmerica Bicycle Trail, and the Northwest Oregon Loop Bicycle Route. All three routes follow U.S. Highway 101.

On January 22, 1975, the State Transportation Commission established the first stretch of the Oregon Coast Trail (OCT) from the Columbia River spit to Barview at the north end of Tillamook Bay. The route follows 5 miles of beach and comes across the Arch Cape Creek footbridge into Oswald West Park. The trail

climbs the headland and continues on toward Neahkanie Mountain and Tillamook Bay. The OCT continues south to the California border.

Arch Cape Creek constitutes one of the most important natural resources in the Southwest Coastal Planning Area. The creek is identified by the community as an extremely important natural area, scenic resource and wildlife habitat. Although it is not pristine or undeveloped, it is still highly valued by local residents. Other streams in the area that are considered valuable to the community are Asbury and Shark Creek, in Arch Cape, as well as Cedar Creek and Mason Creek, in Cove Beach.

There are several off-shore rocks in this planning area which are part of the Oregon Islands National Wildlife Refuge, managed by the U.S. Fish and Wildlife Service (USFWS). According to USFWS, the refuge includes 1,853 rocks, reefs, and islands and stretches from Tillamook Head near Seaside south to the California border. All of the rocks and islands of the refuge are designated National Wilderness Areas, with the exception of 1-acre Tillamook Rock. Most of Oregon's estimated 1.2 million nesting seabirds use Oregon Islands Refuge as a place to raise their young, and Oregon's seals and sea lions use the islands as a place to haul out and rest or to give birth to their pups.

The Southwest Coastal Planning Area also includes a portion of one of the five Oregon Marine Reserves, which are ocean areas dedicated to conservation and scientific research. The Cape Falcon Marine reserve extends 2-3 miles out from Oswald West State Park, south to Neahkahnne Beach. Rules within the Marine Reserve area include no ocean development and no take of animals or seaweeds. The shoreside area along the Cove Beach neighborhood is designated as a Marine Protected Area, which prohibits ocean development but does allow recreational hook and line fishing from the shore and any legal take, not otherwise restricted, above the low tide line.

There are two historic sites in this planning area, both in Arch Cape. One a wayside across from Cannon View Park which contains a replica of the cannon for which Cannon Beach was named, along with a sign giving the history of the cannons. The other is the site of an early post office established in the late 1800s when mail was carried south along the beach and around the headlands at low tide. The original cannon was for many years was displayed outside the post office.

There are two historic sites in this planning area, both in Arch Cape. One a wayside park containing a replica of a cannon from the U.S. gunboat "Shark", and the other is the site of an early post office established in the late 1800s. The cannon, for which Cannon Beach is named, was found by the Tillamook Indians shortly after the "Shark" was shipwrecked at the mouth of the Columbia in 1846, and for many years was displayed outside the post office. Two more cannons from the "Shark" were found on Arch Cape Beach in 2008. The first cannon is now on display at the Cannon Beach History Center, while the others are at the Columbia River Maritime Museum.

In 2021, the North Coast Land Conservancy acquired 3,500 acres of temperate rain forest land above Arch Cape, creating Oregon's own Rainforest Reserve. Together with the adjacent Oswald West State Park and Cape Falcon Marine Reserve, it helps forms a continuous 32-square-mile conservation corridor stretching from the summits of coastal-fronting mountains to the nearshore ocean. The Rainforest Reserve is North Coast Land Conservancy's largest habitat reserve and one of the largest privately conserved properties in western Oregon. It is the mountainous horizon line you see looking southbound from Astoria to Cannon Beach, or north from Rockaway Beach and Nehalem Bay. It is home to rare

plants and animals and forests of spruce and hemlock growing toward maturity, helping to combat the climate crisis by retaining and improving forest health and wildlife habitat and biodiversity.

As of 2022, the Arch Cape Domestic Water Supply District is working to secure the purchase of 1500 acres of forest land above Arch Cape. This land includes the watersheds for Arch Cape’s water, and will provide clean water, stabilized water rates, and conservation and recreation opportunities. It will become part of the conservation corridor that includes Oswald West State Park, the Rainforest Reserve, and Cape Falcon Marine Reserve.

The areas within state ownership that should be provided further protection are:

Arch Cape intertidal area - potential need

Hug Point intertidal area - potential need

The marine organisms in these tidepools are vulnerable to collection by the thousands of visitors that pass through the area each year. Although they are regulated, limits are difficult to enforce. The diversity of these pools has been depleted considerably by the ability of each person to take multiple animals, especially in the case of starfish and other more desirable forms. An overabundance of other forms is created disrupting the balance of the tidepool community of organisms.

Open Space, Historic, Recreation, Scenic and Natural Areas Goal: To preserve the open space and recreation qualities of the riparian areas, wetlands, beaches, and the surrounding forest areas throughout the Southwest Coastal Planning Area.

Policies

1. The County shall support the efforts of the state in the improvements of bike lanes.
2. Open space or neighborhood park sites and wildlife corridors should be included as part of subdivisions or planned developments.
3. Activities of the State Parks Division which pertain to the Southwest Coastal area shall be reviewed by the County to insure their compatibility with the community.
4. The County shall cooperate with the State Parks Division to retain the scenic values of the Oregon Coast Hiking Trail. Development adjacent to the trail shall be designed in a manner that is harmonious with the Trail.
5. All development on highly visible promontories shall be evaluated for its effect on scenic vistas, both from the beach and Highway 101.

6. Because of the limited access and land area at the mouth of Arch Cape Creek and the potential conflict with the adjacent residential neighborhoods, a regional park or recreation site in this vicinity is not desirable. Regional parks are not intended to be a permitted use within Rural Service Areas. Parks and recreation sites within such communities are intended to be neighborhood oriented, low impact in terms of traffic generation, and designed in a compatible manner with the surrounding environment.
7. The County shall encourage the State Fish and Wildlife Commission to expand on a greater educational program on the marine organisms inhabiting the tidal pool areas. Stricter regulations are needed to ensure protection for organisms and viewing opportunities for visitors. Greater enforcement of existing regulations is also needed including signs posted at points of access informing people of the daily limit and penalties for violation.
8. Wildlife refuges: Existing wildlife refuges which are owned/leased and managed by the Oregon Department of Fish and Wildlife (ODFW) located in areas designated Forest or in other lowland areas under any plan designation shall be reviewed by the County for compliance with the approval standards listed below. Such hearings shall be conducted according to a Type IV procedure at a time and place convenient to residents of the affected planning area. ODFW shall provide an evaluation of the economic, social, environmental and energy consequences of the proposal information sufficient to support findings with respect to the following approval criteria:
 9. Identification of the need for the proposed new wildlife management area. "Need" means specific problems or conflicts that will be resolved or specific ODFW objectives that will be achieved by establishing the proposed area.
 10. Alternative lands and management actions available to the ODFW, and an analysis of why those alternatives or management actions will not resolve identified problems or achieve objectives.
11. The County should make formal request to the State Fish Commission to have the "tidepool" areas in the Planning Area closed to taking of all marine invertebrates, or at least make collecting subject to permit. Local and State law enforcement officials should be made aware of the new status of these tidepools, until the Fish Commission can provide proper patrols. Perhaps during the summer months, when tourism is heaviest, trained persons could be hired to provide an educational function at the tidepools, as well as enforcement. Regardless, these areas should be posted at points of access informing people of the necessity of protecting the animals.
12. Cove Beach Lake should be evaluated for protection under Goal 5 as a cultural and/or historic resource.
13. Coordinate with state and/or federal agencies in the regulation of offshore energy generation facilities to ensure scenic views are preserved.

DEVELOPMENT PATTERNS

The development pattern of the Southwest Coastal Planning Area consists generally of small to medium-size residential lots within the Arch Cape and Cove Beach communities, with some limited commercial development in Arch Cape. Surrounding the residential areas is a mix of recreation land and public and private forestland. Development in the past has occurred mostly on the marine terrace landscape unit along the coast with the predominant use being housing.

Most of this planning area was platted between 1900-1950 without regard to topography and natural resources, and without regard to the carrying capacity of the land to support human development. Thus, there are many more platted lots in private ownership than the infrastructure can support. There are many platted lots which cannot be built on because erosion over the years has taken away their support. And there are many platted lots which should be declared unbuildable due to the steepness of their slopes or their locations within protected areas such as wetlands. Most of these “problem” lots remain undeveloped, but the desirability of coastal real estate, the lack of easily-buildable land, and modern technology is challenging this status quo.

The Course of Future Land Uses

The purpose of this section is to provide a guide for development, whether residential, commercial, or recreational development, allowing for a high quality of life in the community. Land use policies are intended to control the direction of growth in the area and provide a basis for implementation measures such as zoning or capital improvement programs.



Map 7: Comprehensive Plan Land Use Designations

The Plan recognizes the unique character of the Southwest Coastal Planning Area in that it is a place for people to reside and recreate in within a natural, scenic, and peaceful setting. The main thrust of the Plan is to maintain the natural beauty, neighborhood character, and livability of the area during growth and development. Map 7 (above) shows the Comprehensive Land Use Designations for the Southwest Coastal Planning area.

Being a beach community, the Southwest Coastal Community bears responsibility to acknowledge the need for beach recreation for the people of the state and beyond. In response to this need this community should recognize this greater public need and provide such opportunities where possible.

Growth Policies

1. Large developments with sudden or massive impacts on the community and its services shall be discouraged. Developments shall be phased in an orderly manner in order to avoid disruption of the community.
2. Future residential development along U.S. Highway 101 shall be buffered from the highway in order to reduce noise and maintain the scenic corridor. Existing vegetation shall be retained and/or new vegetation planted in order to provide a 25-foot buffer along Highway 101. Direct access from individual properties onto Highway 101 should not be allowed for new development. (Staff comment: access to Hwy 101 is subject to ODOT approval)
3. Existing access roads onto Highway 101 should be evaluated for safety, need, and compatibility with Plan goals. No new access roads should be permitted without a traffic engineering report addressing each of these factors as well as technically and economically feasible alternatives.
3. Appendix J of the Oregon Structural Specialty Code, which pertains to grading, shall be enacted and enforced to control filling and grading.
4. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to ensure that adjacent property will not be affected by drainage or storm water, erosion or visual intrusion onto other property.
5. All wetlands proposed for filling should be examined on-site by the Division of State Lands and the U.S. Army Corps of Engineers to determine if permits are required.
6. Encourage the County to enact a Tree Removal Ordinance for the zones within the Southwest Coastal Planning Region which requires a Type II permit (notice to neighbors and opportunity for comment). Tree removal should be limited to necessity including safety hazard, storm damage, dying or dead tree, and to construct an approved structure or other development. Limits should be placed on the size of trees which may be removed for landscaping purposes and for access purposes. Note: This proposal is similar to the Tree Removal Ordinance in the Cannon Beach Municipal Code.

7. Develop a “no net loss of native trees” plan to protect native species of trees (western hemlock, sitka spruce, western red cedar, coastal shore pine, red alder) by prohibiting removal of trees without replacing them within the same community with an equal number of the same species.
8. Encourage solar energy use where practical. Encourage the County to specify which size and varieties of trees may be removed for the purpose of solar access. This should be included within any Tree Removal Ordinance which is enacted.
9. Encourage using open spaces or parcels not suitable for development for a community solar program. Consider tax incentives for landowners who allow their land to be used for this purpose.
10. A tax incentive program should be implemented for preservation of wetlands and riparian areas.
11. Drinking watersheds and groundwater sources should be identified and added to the County’s public GIS maps. Policies to protect those sources, including stream buffers, should be developed and implemented.
12. A master plan and implementing ordinances should be established for development of roadways and parcels on the east side of Highway 101 in Arch Cape. The plan should balance individual property rights with protection and preservation of steep slopes, wetlands and riparian areas, and other sensitive natural features.
13. Criteria for Design Review shall include, at a minimum:
 - a. Relation of Structure to Site. The location, bulk, and arrangement of structures shall be in scale and compatible with the surroundings.
 - b. Protection of Views shall be preserved through adoption of ordinances addressing removal of trees, building height, and other relevant factors.
 - c. Preservation of Landscape.
 - d. Utility Service.
 - e. Exterior Lighting.
 - f. Buffering and Screening.
 - g. Vehicle Circulation and Parking.
 - h. Signs.

Below are the definitions shown on the Comprehensive Plan Map together with objectives and growth policies for the Rural Service Area, Rural Lands, Rural Agricultural Lands, Forest Lands, Conservation Other Resources and Natural areas:

Rural Community Areas (Development)

Development areas are those with a combination of physical, biological, and social/economic characteristics which make them necessary and suitable for residential, commercial, or industrial development and includes those which can be adequately served by existing or planned urban services and facilities.

Objectives

1. To ensure optimum utilization of urban and urbanizable lands and to provide for an orderly and efficient transition from rural to urban land use.
2. To encourage developments in this area to relieve the need for development in other areas.
3. To locate public and private developments so that they do not tend to attract residential development to locations outside of the designated area.
4. To avoid the extension of urban services, particularly water and sewer systems, into outlying sparsely settled areas (minimum lot sizes of 20,000 square feet or greater).

Goal: To maintain the low density, residential character of the Southwest Coastal Planning Area. Encourage development which blends with its rural setting and preserves natural resources to the maximum extent possible.

Policies

1. The standard building site in the Rural Service Area shall be at least 7,500 square feet, unless smaller lots existed in single or contiguous ownership prior to the adoption of the Community Plan. Those persons who have paid or been assessed as of January 1, 1976 for two sewer connection fees with a parcel of 10,000 square feet or more would be allowed to divide their parcel in two.
2. In areas of steep slopes lot sizes shall be increased to account for these factors.
3. The designated Rural Service Area shall be limited to a land area capable of being serviced by community water, sewer, and fire protection systems based on a reasonable projection of growth.

4. The zoning and subdivision ordinances shall be used in establishing development standards as they relate to the Rural Service Area. Emphasis shall be on maintaining natural vegetation and terrain when siting development, and fitting structures into the landscape rather than allowing them to dominate.
5. Commercial development shall be restricted to the existing commercial area and shall be limited to neighborhood commercial uses such as grocery store, a gas station, a community motel with a minimum land area of 2,500 square feet per unit, and other small-scale, locally-oriented businesses.
6. There is a large parcel of land south of Arch Cape Creek and east of Highway 101. It abuts Oswald West State Park. The area has been previously platted. In order to protect the scenic values of the Arch Cape headland and Oswald West State Park the old plat shall be vacated or re-platted prior to development of the tract. Clustering shall be required and directed away from the headland and State Park.

Goal: To maintain high quality of residential development in keeping with the natural environment through the use of design standards.

Policies

1. Design review standards shall apply to all construction in the Rural Service Area (Arch Cape Rural Community). Standards shall apply to new commercial or residential construction, subdivision, site development, street construction or placement of public utilities.

Goal: To encourage the use of natural features of the land, such as existing topography and vegetation.

Policies

1. Design review standards shall require minimal disturbance of the landscape in land development and shall address the removal of trees, grading and excavation, protection of views of adjacent property, road construction and placement of utilities.
2. Future development along U.S. Highway 101 shall be buffered from the highway in order to maintain the scenic corridor.

3. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to ensure that adjacent property will not be affected by drainage or storm water, raised flood elevations, erosion or visual intrusion onto other property.

Rural Agricultural Lands

Agricultural lands are those lands that are to be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.

In land use changes involving a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Rural Lands

Rural Lands are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. Rural Lands include lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

Rural Lands are those which, due to their value for aquaculture, low density residential uses, high intensity recreational uses, and non-renewable mineral and non-mineral resources uses should be protected from conversion to more intensive uses. Rural subdivisions, major and minor partitions, and other uses served by few public services which satisfy a need that cannot be accommodated in urbanizable areas are also likely to occur within this designation.

Objectives

1. To restrict intensive development on undeveloped shorelands.
2. To preserve the rural character of uplands and woodland areas and maintain open spaces and opportunities along the shoreline for recreational uses.
3. To retain rural areas as sparse settlement, small farms or acreage homesites with hardly any public services.
4. To limit the intensity of residential development in order to prevent the gradual development of conditions which would require additional services or higher quality of existing services.

Policies

1. The minimum parcel size for building sites in Rural Lands areas shall be 20,000 sq. feet. Smaller parcels legally existed at the time of adoption of this Plan are grandfathered, the specifics of which shall be handled in the Zoning Ordinance.
2. To evaluate all rural proposals for subdivision, major partitions and new public facilities or services, such as fire station and water systems, for the possible generation of unwanted urbanization which is reflected in the objectives of Rural Lands.
3. All watershed areas need to be defined and development in the surrounding vicinity shall void degradation of the water quality.
4. There should be no commercial or business activities allowed in the Rural Lands area, including transient lodging.

Forest Lands and Other Resources

These areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or sustained yield resource (e.g. forestry), or because of their unsuitability for development (e.g. hazard areas) should be designated for non-consumptive uses. Non-consumptive uses are those uses which can utilize resources on a sustained yield basis while minimally reducing opportunities for other future uses of the area's resources.

Forest Lands

Forest lands are those lands that are to be retained for the production of wood fiber and other forest uses.

In land use changes involving a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Conservation Other Resources

Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state and local parks. Other areas designated Conservation Other Resources include lands for low intensity uses which do not disrupt the resource and recreational value of the land.

Objectives

1. To conserve and protect natural, scenic, historic, and cultural resources.
2. To develop for low-intensity uses which do not substantially degrade the existing character or interrupt the flow of natural resource use or recreational benefits.
3. To protect life and property in hazardous areas.

Policies

1. Commercial forest lands shall be excluded from future development of the Southwest Coastal area. Other undeveloped lands which are not owned by commercial timber production based on the forest site class shall be designated for resource protection.
2. Watersheds for the community water systems in the area shall be protected by the Forest Practices Act. Forest management in elevations above the watersheds, including road construction and chemical spraying/treatment, shall take place only after the appropriate water districts are notified and efforts are made to prevent adverse impacts.
3. There shall be two building site intensities in Forest Lands areas designated for Small Woodland: 20 acres is within a fire and/or water district; 38 acres if within no districts. Commercial forest designation partition size shall be 80 acres.
4. Before designated forest land is changed to another use, the productive capacity of the land in each use should be considered and evaluated.
5. Before designated forest land is changed to another use, the impact of the proposed use should be considered on adjacent forest lands.
6. Transfer and/or consolidation of land for resource production is encouraged. No new lots for residential purposes shall be created on designated commercial forest land.
7. Residential development in areas designated for forest uses shall be minimized. Development adjacent to roads intended primarily for forest management and harvesting activities shall be discouraged.

Natural

Natural areas are those which have not been significantly altered by man and which, in their natural state, perform resource support functions including those functions vital to estuarine or riparian ecosystems. Publicly owned fragile and ecologically valuable areas, especially watersheds and groundwater resource areas, are most likely to be designated as Natural. Natural areas identified by the Oregon Natural Heritage Program, as well as fish and wildlife areas and habitats identified by the Oregon Wildlife Commission, should be considered for Natural designation.

Objectives

1. To preserve, restore and protect these areas for scientific, research and educational needs and for the resource and ecosystem support values and functions they provide.

SUMMARY OF GOALS, OBJECTIVES AND POLICIES

COMMUNITY INVOLVEMENT

Community Involvement Goal

To establish and maintain a Community Involvement Program which ensures the opportunity for local community members to be involved in a broad range of planning and land use issues.

Community Involvement Policies

1. The Committee for Community Involvement shall be the seven members of the Clatsop County Planning Commission. The Planning Commission shall strive to represent a cross section of county residents in all phases of the planning process. As an appropriate component, five Planning Commission members shall be representatives of the six designated geographic areas (with a seven-member Commission, one area may have two members). No more than two Planning Commission members may reside within incorporated cities. Each member of the Planning Commission shall be selected by an open, well-publicized, public process by the Board of Commissioners.
2. The Board of County Commissioners may appoint advisory committees to address specific land use issues as needed.
3. Public notice will be sent to affected residents and neighborhood/community organizations, as defined in Section 1.0500, LAWDUC, concerning Comprehensive Plan amendments, zone changes, conditional use applications, subdivisions, planned developments, and other land use actions that require written notice.
4. Encourage County to make all development applications for new single-family homes and exterior changes to existing single family homes available for public review at least three business days before any action is taken on the application. Applications and supporting documents should be posted in an easily-accessible location on the County's website, as well as being sent via email to all persons who sign up for email notifications.
5. Encourage the Committee for Citizen Involvement to develop a written Citizen Involvement Program which addresses how Clatsop County is meeting, or will meet, the responsibilities of Statewide Goal 1. Involve the public in this process and post drafts and final documents on County's website.

6. Encourage the governing body to restore the Southwest Coastal Citizen Advisory Committee to assist the Committee for Citizen Involvement in meeting the County’s Goal 1 responsibilities. The CACs shall assist the Board of Commissioners and Planning Commission meet the following community involvement objectives:
 - a. Opportunities for widespread public involvement
 - b. Effective two-way communication with the public
 - c. The ability for the public to be involved in all phases of the planning process
 - d. Making technical information easy to understand
 - e. Feedback mechanisms for policy-makers to respond to public input, and
 - f. Adequate financial support for public involvement efforts.
7. Consider appointing a regional Planning Liaison from the Southwest Coastal region (or from each land use planning region) to work with the Committee on Citizen Involvement in meeting its Goal 1 responsibilities.
8. Encourage commissioners to hold open-forum town hall meetings for residents and property owners, twice per year, in each of the planning areas.

Community Involvement Recommendations

1. Maximize opportunities for community involvement by restoring Citizen Involvement Policies 1-4 adopted by the Board of Commissioners in 1979, re-adopted in 2004, and in effect until repealed in 2017. These policies are in compliance with Goal 1, worked for the region for more than 35 years, and reflect the desire of local residents and property owners to be a part of the process going forward.
 - a. Create a Southwest Coastal CAC to constitute the body recognized by Clatsop County to represent the Southwest Coastal Region on planning and land use issues.
 - b. The CAC shall be composed of five of residents and property owners from the planning region, and should reflect a broad spectrum of interests. Members shall be appointed by the Board of Commissioners after being nominated at a well-publicized community meeting.
 - c. The CAC shall hold quarterly meetings in such a way that the public is notified well in advance and given the opportunity to attend and participate in a meaningful fashion.
 - d. Technical assistance shall be made available to the CAC through the Community Development Department and other resources of the County.
2. Restore the following provisions from the Arch Cape Rural Overlay zone ordinances which were in effect until 2017 when repealed by Ordinance 17-02. Most of the development in the Southwest Coastal Region is single family homes and accessory buildings, and the community has a long history of receiving notice and providing input on these types of development applications. Restoring these provisions would foster community involvement by providing notice to neighbors and neighborhood/community organizations, and allowing community members to provide input prior to permits being issued.

3. Any new residential development proposing to construct a dwelling or create additional square footage shall require review according to the Type II procedure.
4. Any commercial development proposing to construct structures or create additional cumulative square footage shall require review according to the Type II procedure.
5. Any accessory buildings associated with residential or commercial development shall require review according to the Type II procedure.
6. Where the Community Development Director determines that a development may significantly impact adjoining properties with respect to location, bulk, compatibility, views, preservation of existing landscape, or other design review criteria, the development shall require review according to the Type II procedure.

LANDSCAPE UNITS

General Landscape Unit Policies

1. Steep slopes (15% or greater) are at or near natural equilibrium and further steepening through excavation could initiate sliding. Excavations in these areas should be restricted and should be properly engineered.
2. Excavations in sedimentary highland (Toms) should be properly engineered to assure against slope failure (see Appendix D).
3. Proposed projects involving modifications of established drainage patterns should be evaluated in terms of potential for altering land stability.
4. Loss of ground cover for moderately to steeply sloping lands may cause erosion problems by increasing runoff velocity and land slippage. Vegetative cover for moderately to steeply sloping areas shall be maintained.

Water Bodies and Coastal and Stream Shorelands Goal

To conserve, protect, and where appropriate, develop the coastal and stream shorelands in the Southwest Coastal Planning area; and to conserve, protect, and where appropriate, develop the lands near and adjacent to water bodies in the Planning Area. The following policies are in addition to those found in the Estuarine Resources and Coastal Shorelands Element.

Water Bodies and Coastal and Stream Shorelands Policies

1. Grading, excavation or filling in the riparian zone of rivers, streams, and creeks shall be carefully controlled in order to prevent sedimentation of the water. Filling, grading, and excavation of lands shall be prohibited within stream buffers.
2. In order to provide the greatest view potential for properties throughout the Rural Lands and Rural Service Area, the building height shall be limited to 26 feet through the Community Plan area, with ocean front property limited to 18 feet. Removal of trees (6" or greater DBH) to create or enhance views shall be prohibited.
3. A vegetated buffer shall be provided along either side of Arch Cape Creek, Asbury Creek, Shark Creek, Cedar Creek, Austen Creek, and other creeks and drainage ways critical to local drinking water supply and erosion control in order to provide clean drinking water, protect riparian vegetation, prevent loss of property due to erosion, and protect the aesthetic value of the streams. Buffers shall generally be 50 feet wide, measured perpendicular to the normal streambank unless the size of lot and natural topography would create a hardship. Variances may be

granted, but in no event shall the buffer be less than 25 feet wide.

4. In no event shall an impediment or alteration be permitted in a natural drainage way.
5. Gravel and cobble removal from the streams shall be prohibited.
6. Placement of riprap or other shoreline protection on coastal beaches or stream shorelands shall only be permitted for lots where the protection is necessary to prevent an erosion hazard and only where development existed on January 1, 1977.
7. Development in the vicinity of Arch Cape Creek, Cedar Creek, Shark Creek, Asbury Creek, Austin Creek, and creeks in the vicinity of Grand Lane / Picture Windows Lane shall be designed in a manner that is compatible with the beauty of the area. Controls on the removal of vegetation or filling or alteration of the shoreline shall be included in the Zoning Ordinance.
8. Clustered development, including open space or neighborhood park sites and wildlife corridors, should be encouraged for subdivisions or planned developments.
9. Activities of the State Parks Division which pertain to the Southwest Coastal planning area shall be reviewed by the Community Development Department to insure their compatibility with the community.
10. Emergency vehicles shall have access to the beach at all times. All other vehicles shall be prohibited from beach access in the Southwest Coastal Planning Area.
11. Work with Oregon State Parks and local residents to develop a comprehensive beach access plan from Arcadia Beach to Cove Beach, balancing public access, safety, wildlife habitat, and coastal erosion.
12. Work with Oregon State Parks and local community members to determine appropriate regulations regarding vehicles, horses and camping on local beaches.
13. The Shoreland Overlay GIS layer should be completed and made available to the public.

Water Bodies and Coastal and Stream Shorelands Recommendations

1. Access points to the beach and streams should be provided for at the ends of platted and vacated streets where safe and feasible, and shall not be unnecessarily impeded by shoreline protection, flood protection, and other structures. Access to the beach where possible should be made passable for the elderly or other persons with limited mobility. Further work needs to be done on who would maintain these access points. Creation of new access points, or improvement of existing access points, in fragile, steep, or otherwise hazardous areas shall be avoided.
2. Horse traffic shall be prohibited on beaches in the Southwest Coastal Planning Area.
3. Mapping of the drainage systems in the planning area is necessary and should be considered as a future project when funds become available.
4. Encourage all landowners with independent water systems to register their systems with the appropriate government agencies so they may

be identified and protected.

Headlands and Points Policies

1. The Arch Cape headland represents an important scenic landmark for the community, the region and the State. Although the upper portions of the headland lie within the boundaries of Oswald West State Park, the lower area abutting Arch Cape creek east of Highway 101 is not part of the area inventoried as a headland. It is privately owned and may be developed in the future. Development in this area shall be carefully controlled to ensure that it is compatible with the headland. This may be accomplished by the maintenance of existing trees and natural vegetation, the requirements of the use of natural building materials such as cedar and stone, and the maintenance of low-profile structures. As previously mentioned, buffers should be required adjacent to the Oregon Coast Trail, and the Arch Cape Creek. In addition, see Rural Service Area policy number 7.
2. Encourage the State of Oregon to purchase the privately-owned portion of the Arch Cape headland as it is an important natural and scenic resource that should be permanently protected.
3. Encourage the inclusion of the Arch Cape Headland in the County's Goal 5 scenic resources inventory.

Coast Range Foothills, Basaltic Highlands, Sedimentary Uplands Policies

1. These landscape units are resource units and should be reserved primarily for timber production, wildlife habitat, recreation and mineral resources, and potable drinking water sources.
2. Cooperate with State, the forestry sector and environmental organizations to implement changes to Oregon's forest practices laws as set forth in the recent Private Forest Accord. Under this agreement, the State will seek a 50-year Habitat Conservation Plan applicable to private lands from both the National Oceanic and Atmospheric Administration (NOAA) Fisheries and U.S. Fish and Wildlife Services for threatened and endangered species. The proposed changes focus primarily on regulations for salmonids and salamanders in three areas: buffers on fish-bearing and non-fish bearing streams, assessments and improvements on forest roads, and regulations for harvests around unstable slopes.

Wetlands Goal

Complete the Goal 5 process for wetlands in the Southwest Coastal Planning Area.

Wetlands Policies

1. Add the Arch Cape/Cove Beach Local Wetlands Inventory (2011) to the County's Natural Resources Inventory, or fund a new inventory of the South County wetlands and lakes.
2. Adopt a local protection program for any lakes and wetlands in the Southwest Coastal region identified as significant, including setbacks for lakes and wetlands within 50' of any existing or proposed development including roads. In the alternative, adopt a Safe Harbor Ordinance.
3. Consider re-zoning properties with significant lakes and wetlands as Lake & Wetland ("LW") and extend the LW zone to these South County areas.
4. Encourage State and County to prohibit filling the remaining wetlands in Arch Cape and Cove Beach.
5. Encourage County to establish setbacks to wetlands. Setbacks should be 50 feet for significant wetlands, 25 feet for non-significant wetlands, as identified in the Local Wetlands Inventory.
6. Buffer wetlands by protecting the uplands adjacent to wetlands where land development increases the flow of water and pollutants which can overwhelm the ability of wetlands to provide their functions and threaten sustainability.
7. Encourage County to require an additional fee when an applicant proposes to develop wetland property, to be used to pay a County wetland expert to verify all wetland delineations based on a developer's paid consultant.
8. Ensure Riparian Zone covers creeks and streams as well as rivers, and that "emergent wetland vegetation" covers associated wetlands.
9. The 2017 recommendations of the Wetlands Advisory Committee should be implemented.
10. A transfer of development rights (TDR) program should be implemented to further protect wetlands and other sensitive natural areas.
11. A tax incentive program should be implemented for preservation of wetlands and riparian areas.

CRITICAL HAZARD AREAS

Critical Hazard Areas Goal

To prevent harm to people and damage to property through the use of reasonable building controls. To work together to prepare for the survival needs of residents and visitors.

General Critical Hazards Policies

1. Appendix J of the Oregon Structural Specialty Code, which pertains to grading, should be applied to all development within the Southwest Coastal planning area.
2. In addition to where required in Appendix J of the Oregon Structural Specialty Code, favorable site-specific investigations (conducted by qualified geotechnical experts at the developer's expense) shall be prerequisites for the issuance of building or excavation permits in any area recognized as geologic hazard area as shown on the Hazards map included herein.
3. Density of development in the Rural Community areas shall be related to the degree of slope present on the site, and shall conform to these categories:
 - a. Zero to 12% slopes, moderate density (7,500 sq. ft.).
 - b. 13% to 25%, low density (2 dwellings per acre).
 - c. Greater than 25% slopes, very low density (1 dwelling per acre or less, depending on favorable geologic site investigation).
4. In Rural Community areas, lot sizes may be reduced to a minimum of 7,500 sq. ft. for areas identified in policy 3.b. and 3.c., above, where site investigations indicate the area can withstand greater development, or may be reduced where evidence of landsliding is present or the site investigation is unfavorable.
5. Development on slopes or greater than 15% should generally leave the natural topography of the site intact. Existing vegetation, particularly trees, should be retained on the site. Cut and fill construction methods should be discouraged. Access roads and driveways should follow slope contours in a manner that prevents rapid discharge, and prevents erosion. Excavations and fills should be controlled through the enactment of Appendix J of the Oregon Structural Specialty Code. The policy will be enforced by the County Department of Planning and Development and Building Department with assistance from the County Engineer.

6. Vacating or re-platting of old subdivisions in hazardous or in steeply sloping areas shall be encouraged through the use of incentives such as waiving fees or property taxes, and encouraging other tax incentives such as land donations in exchange for income tax deductions.
7. Construction on poles or pilings shall be the preferred method of construction in areas of storm drainage problems (identified above). Where filling is proposed, the amount of fill shall be the minimum necessary for the placement of structures or driveways.

Landslide Hazard Policies

1. Expand the County's ongoing emergency preparedness efforts to include a program which addresses survival of Southwest Coastal residents and visitors in the event of catastrophic landslides or other disasters which isolate the region from outside services for an extended period of time.
2. Allocate funding to build community-based survival caches with food, water, heating supplies and other essentials. These caches should provide adequate supplies for unprepared residents, day visitors, and people staying in rental facilities. A local committee should be tasked with ongoing implementation of this program as supplies will need to be monitored and periodically replaced.
3. Develop a community education effort encouraging residents and vacation home owners to create survival caches in their homes. Inns, B&Bs and STRs should be required to have survival caches on site and show proof as part of the permitting/renewal process.

Coastal Erosion Policies

1. Increase oceanfront setbacks for all new construction in higher erosion areas.
2. Prohibit decks, sheds and other currently allowed infrastructure within oceanfront setback areas.
3. Require oceanfront native vegetation to be kept intact or be replanted.
4. Plan for managed retreat of roads, utilities and other infrastructure.
5. Require removal of debris from buildings and infrastructure that fall (or prior to falling) onto the beach or into the ocean.

Coastal Armoring Policies

1. Work with DLCDC and State Parks to establish a comprehensive beach armoring plan for each community within the Southwest Coastal Planning Area. The plan should also identify areas that should not be armored.

2. Identify public beach accesses which will be kept and which cannot be kept, and how to ensure there are safe entry and exits from the beach, especially for tsunamis, high waves and other emergencies.
3. Prohibit stairs, steps or other permanent structures on beach accesses from individual oceanfront properties.
4. Prohibit beach access from individual oceanfront properties which have coastal armoring.
5. Shoreline protective devices such as seawalls, revetments or dikes shall be evaluated for their impacts on adjacent property, visual impacts, impact on public access, and potential public costs. Beachfront protective devices shall be evaluated, both those located east and west of the State Zone Line.

Earthquake and Tsunami Hazard Policies

1. Consider reducing density or prohibiting new development in areas identified as tsunami inundation zones. Consider requiring retrofitting of existing development in these areas to meet current building standards.
2. Work with County's Emergency Management Department, other County and City personnel, and community members to better educate residents, landowners, and Short-Term Rental management companies on safety and survival procedures and needs for the Southwest Coastal planning area.

Drought & Flood Hazard Policies

1. Work with the state to ensure that well/surface water permits are issued and reviewed periodically with increased drought in mind.
2. Limit development in areas with seasonal droughts, or support/encourage water catchment systems.
3. Work with DSL to protect significant wetlands & riparian setbacks.

Wildfire Hazard Policies

1. Consider fire resilient building requirements in properties adjacent to forestland, as well as properties in forested areas within development zones.
2. Prohibit campfires, cooking fires and other open flames on undeveloped public and private lands outside the jurisdiction of the Oregon Parks Department.

HOUSING

Housing Goal

To provide for a wide range of housing needs in the community. To maintain the current residential character of the community. To encourage development which blends with its rural setting and preserves natural resources to the maximum extent possible.

Housing Policies

1. A high quality of housing in the area shall be promoted through the use of the natural landscape, existing vegetation, and good design. Development projects which require removal of all or most trees on the lot shall be denied.
2. Planned development and re-platting old subdivisions shall be required in order to preserve steep slopes and other sensitive areas, such as wetlands, in their natural condition.
3. Housing developments and subdivisions should be designed to emphasize the rural, coastal appearance of the community; that is, less emphasis should be placed on curbs, sidewalks, and wide streets and more emphasis placed on the maintenance of trees, natural drainages, open space and larger lot sizes. New subdivisions and other planned developments shall be clustered and provide common open space.
4. Housing shall be developed where services are readily available. Subdivision of land and planned development shall be allowed only where septic tank, sewer and water capacity is sufficient to meet its needs. The County needs to work closely and formally with the local utility Districts (Water, Sewer, Road) to determine the projected maximum support levels in order to match development to that which can be supported by the intrinsic capacity of each utility District.
5. Housing for low- and moderate-income persons should be encouraged in the Southwest Coastal Planning Area through agencies such as the Northwest Oregon Housing Association (NOHA), Farmers Home Administration (FHA), U.S. Department of Housing and Urban Development (HUD), and the State Housing Division. Short-term rental uses shall be appropriately limited in the Southwest Coastal Planning Area to ensure there is an adequate supply of housing for low- and moderate-income persons.

Short-Term Rental Recommendations

1. Define Short-Term Rentals as commercial activity and restrict new licenses to homes in commercial zones.

2. Create a plan to phase-out Short-Term Rentals in the Coastal Residential (CR) zones by eliminating license renewals and license transfers to new owners. In the Arch Cape Rural Residential Zone (AC-RCR), create a plan to limit rentals so the total number of renters in the community at any given time does not exceed the total number of residents. Much of Arch Cape and almost all of the rental homes are located in areas at risk for one or more critical hazards, and the community does not have the resources to handle a larger population.
3. Limit the number of rentals by limiting the number of times a home may be rented in a month. Arch Cape currently allows four rentals per month, while the rest of the region has no limit. The entire Southwest Coastal planning region should be limited to no more than two rentals per month, which is currently the limit in Cannon Beach.
4. Place limits on occupancy. The region is zoned for mostly single-family homes, and the average family in 2020 was 3.15 people. There should be no more than two occupants per bedroom with a maximum of eight occupants.
5. Consider offering property tax credits to owners who terminate their STR licenses early.
6. Consider offering property tax credits to owners who convert STRs into rental housing for residents.

PUBLIC FACILITIES

Public Facilities Goal

To provide public facilities and services capable of meeting existing and future needs at appropriate levels for the RURAL SERVICE AREA and RURAL areas in the most cost-effective manner.

Public Facilities Policies

1. No filling shall be permitted which would raise the water level on adjacent property, or overtax existing storm drains. Developers shall be responsible for installing storm drainage systems the distance necessary to drain their property and property in those areas which may be affected.
2. All developments shall indicate on the plot plan or building plans how storm water is to be drained. The Planning Commission or Building Official shall require the installation of culverts, dry wells or retention facilities in developments with major storm drainage impacts.
3. Developments shall be allowed only if the systems (water, sewer, and fire protection) are capable of supporting increased loads. Phasing of development may be allowed if improvement of public facilities is assured by the time construction and the additional loads are anticipated.
4. Utility rights-of-way, where not located within highway rights-of-way, should be evaluated for future utilization as part of a greenbelt or pathway. Prior to approving vacation of a public right-of-way, the right-of-way should be evaluated for possible significance as part of a greenbelt or pathway system.
5. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer districts shall approve the development prior to the issuance of either plat approvals or building permits.
6. Except where contiguous with a developed lot under the same ownership, tent camping is prohibited on all undeveloped lots in the AC-RCR and CR zones in order to prevent fires and problems associated with lack of infrastructure. Camping is permitted in these zones for up to 7 days on property with an existing residential dwelling, or an RV legally on the property where camping will occur and with the written consent of the property owner. Commercial camping is not allowed anywhere in these zones.

RURAL COMMUNITY AREAS

1. All new development including single lots shall install underground utilities such as electricity, telephone, and television cable. Efforts to place existing lines underground in already developed areas should be encouraged. Utilities shall be moved underground in conjunction with any substantial renovation (project cost greater than 25% of the assessed value of the structure).
2. Sewer or water services will not be extended outside of the RURAL *COMMUNITY AREAS*.
3. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer district shall approve the development prior to the issuance of either plat approval or building permits.

RURAL LANDS

1. The capacity of rural water systems will be limited to that necessary for development at rural densities and may also be limited by the intrinsic availability of water. This intrinsic availability of water may also be seasonal and may be severely impacted by climate change (as seen during the drought years of 2014-2018).
2. If water service is to be utilized, either in the development of a subdivision or the building of individual residences, the local water district shall approve the development prior to issuance of plat approvals or building permits.

FOREST LANDS AND CONSERVATION OTHER RESOURCES

1. Public facilities will be discouraged from developing in these Plan designations.
2. Forest lands shall be designated Forest in the County's Comprehensive Plan. When considering a zone change to a forest zone, the Planning Commission or other reviewing body shall review the proposal against the acreage, management, and other approval criteria in County-wide Forest Lands Policies #19, #20, and #21.

NATURAL

1. There will be no public facilities in this Plan designation.

Public Facilities Recommendations

1. The County Sheriff's Department should hold some informational meetings in the area on crime prevention.
-

2. All the watersheds in the planning area need to be more clearly defined and mapped. Additionally, each watershed has individual problems which need to be identified.
3. Drinking watersheds and groundwater sources should be identified and added to the County's public GIS maps. Policies to protect those sources, including stream buffers, should be developed and implemented.
4. Coordinate with state and/or federal agencies in the regulation of offshore energy generation facilities.

TRANSPORTATION

Transportation Goal

To safely and efficiently meet the transportation needs of the regional communities while keeping their rural character. To improve safety for vehicles and pedestrians accessing Highway 101.

Transportation Policies

1. Access points onto U.S. Highway 101 shall be kept to a minimum to reduce the potential for accidents. New development shall use common frontage roads, and lots shall be designed so as not to front or have access onto the highway.
2. All new streets and roads shall be designed to minimize disturbance of the land by following contour lines, retaining mature and native trees to the extent possible, and avoiding cut-and fill construction techniques.
3. Unnecessary rights-of-way should be used as greenbelts, wildlife corridors, walking trails or bike paths where appropriate. Prior to approving vacation of a right-of-way, the right-of-way should be evaluated for possible significance as part of a greenbelt or pathway system. Street vacations shall only be approved where there is evidence to establish that the right-of-way does not provide a public benefit or use.
4. A buffer of vegetation not less than 25 feet shall be maintained or planted between all developments and U.S. Highway 101 to reduce the noise and other effects of traffic on residences and to maintain the scenic character of the highway.
5. Improvements of U.S. Highway 101 in the Southwest Coastal Planning Area which involve a major action shall be reviewed by the Community Development Director to insure it is compatible with the community. Major action as defined by the Oregon Action Plan: an action involving substantial planning, time, expenditures or environmental impact.
6. The County and State should continue in maintaining the visual clearance to oncoming traffic on U.S. 101.
7. Not only is it necessary for the County to adopt road standards which provide for economical and proper maintenance, but standards which consider the particular areas and the desires of the local residents. To that end this plan encourages road standards which are suited to the character of development in the area. These roads generally are narrow, containing several dead ends, and serving few permanent users.
8. The County shall support the Clatsop County Senior Bus System for seniors and disabled persons.

9. Parking should be limited on roads with inadequate width to accommodate fire access.
10. Parking for short-term rentals should be limited to off-street spaces approved by the County.
11. At the time County roads in Arch Cape are improved, speed controls such as speed limits or caution signs should be examined.
12. Establish a plan for bicycle and pedestrian pathways throughout Arch Cape, emphasizing safety and connectivity across Highway 101.
13. Encourage Oregon Department of Transportation to further reduce the speed limit though Arch Cape in order to improve safety for pedestrians. 30 mph is recommended.
14. Create a Transportation Plan for the east side of Arch Cape which identifies common frontage roads, limits access points onto Highw101, facilitates building streets to minimize disturbance to the land, and turns rights-of-way that are not needed for motorized travel into bike paths or pedestrian trails.
15. All privately-constructed vehicular access roads within public rights-of-way shall be processed as Type II conditional uses.
16. Permits for privately-constructed vehicular access roads should be allowed only as part of an approved residential development project, so the impacts of access roads can be evaluated in context with the development of the properties the roads are intended to serve. Vehicular access roads intended to serve undeveloped land shall be prohibited.
17. Vehicular access roads shall be subject to the same setbacks from riparian corridors and wetlands as are other forms of development.

OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS

Open Space, Historic, Recreation, Scenic and Natural Areas Goal

To preserve the open space and recreation qualities of the riparian areas, wetlands, beaches, and the surrounding forest areas throughout the Southwest Coastal Planning Area.

Open Space, Historic, Recreation, Scenic and Natural Areas Policies

1. The County shall support the efforts of the state in the improvements of bike lanes.
2. Open space or neighborhood park sites and wildlife corridors should be included as part of subdivisions or planned developments.
3. Activities of the State Parks Division which pertain to the Southwest Coastal area shall be reviewed by the County to insure their compatibility with the community.
4. The County shall cooperate with the State Parks Division to retain the scenic values of the Oregon Coast Hiking Trail. Development adjacent to the trail shall be designed in a manner that is harmonious with the Trail.
5. All development on highly visible promontories shall be evaluated for its effect on scenic vistas, both from the beach and Highway 101.
6. Because of the limited access and land area at the mouth of Arch Cape Creek and the potential conflict with the adjacent residential neighborhoods, a regional park or recreation site in this vicinity is not desirable. Regional parks are not intended to be a permitted use within Rural Service Areas. Parks and recreation sites within such communities are intended to be neighborhood oriented, low impact in terms of traffic generation, and designed in a compatible manner with the surrounding environment.
7. The County shall encourage the State Fish and Wildlife Commission to expand on a greater educational program on the marine organisms inhabiting the tidal pool areas. Stricter regulations are needed to ensure protection for organisms and viewing opportunities for visitors. Greater enforcement of existing regulations is also needed including signs posted at points of access informing people of the daily limit and penalties for violation.
8. Wildlife refuges: Existing wildlife refuges which are owned/leased and managed by the Oregon Department of Fish and Wildlife (ODFW) located in areas designated Forest or in other lowland areas under any plan designation shall be reviewed by the County for compliance with

the approval standards listed below. Such hearings shall be conducted according to a Type IV procedure at a time and place convenient to residents of the affected planning area. ODFW shall provide an evaluation of the economic, social, environmental and energy consequences of the proposal information sufficient to support findings with respect to the following approval criteria:

9. Identification of the need for the proposed new wildlife management area. "Need" means specific problems or conflicts that will be resolved or specific ODFW objectives that will be achieved by establishing the proposed area.
10. Alternative lands and management actions available to the ODFW, and an analysis of why those alternatives or management actions will not resolve identified problems or achieve objectives.
11. The County should make formal request to the State Fish Commission to have the "tidepool" areas in the Planning Area closed to taking of all marine invertebrates, or at least make collecting subject to permit. Local and State law enforcement officials should be made aware of the new status of these tidepools, until the Fish Commission can provide proper patrols. Perhaps during the summer months, when tourism is heaviest, trained persons could be hired to provide an educational function at the tidepools, as well as enforcement. Regardless, these areas should be posted at points of access informing people of the necessity of protecting the animals.
12. Cove Beach Lake should be evaluated for protection under Goal 5 as a cultural and/or historic resource.
13. Coordinate with state and/or federal agencies in the regulation of offshore energy generation facilities to ensure scenic views are preserved.

DEVELOPMENT PATTERNS

Growth Policies

1. Large developments with sudden or massive impacts on the community and its services shall be discouraged. Developments shall be phased in an orderly manner in order to avoid disruption of the community.
2. Future residential development along U.S. Highway 101 shall be buffered from the highway in order to reduce noise and maintain the scenic corridor. Existing vegetation shall be retained and/or new vegetation planted in order to provide a 25-foot buffer along Highway 101. Direct access from individual properties onto Highway 101 should not be allowed for new development. (Staff comment: access to Hwy 101 is subject to ODOT approval)
3. Existing access roads onto Highway 101 should be evaluated for safety, need, and compatibility with Plan goals. No new access roads should be permitted without a traffic engineering report addressing each of these factors as well as technically and economically feasible alternatives.
4. Appendix J of the Oregon Structural Specialty Code, which pertains to grading, shall be enacted and enforced to control filling and grading.
5. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to ensure that adjacent property will not be affected by drainage or storm water, erosion or visual intrusion onto other property.
6. All wetlands proposed for filling should be examined on-site by the Division of State Lands and the U.S. Army Corps of Engineers to determine if permits are required.
7. Encourage the County to enact a Tree Removal Ordinance for the zones within the Southwest Coastal Planning Region which requires a Type II permit (notice to neighbors and opportunity for comment). Tree removal should be limited to necessity including safety hazard, storm damage, dying or dead tree, and to construct an approved structure or other development. Limits should be placed on the size of trees which may be removed for landscaping purposes and for access purposes. Note: This proposal is similar to the Tree Removal Ordinance in the Cannon Beach Municipal Code.
8. Develop a “no net loss of native trees” plan to protect native species of trees (western hemlock, sitka spruce, western red cedar, coastal shore pine, red alder) by prohibiting removal of trees without replacing them within the same community with an equal number of the same species.

9. Encourage solar energy use where practical. Encourage the County to specify which size and varieties of trees may be removed for the purpose of solar access. This should be included within any Tree Removal Ordinance which is enacted.
10. Encourage using open spaces or parcels not suitable for development for a community solar program. Consider tax incentives for landowners who allow their land to be used for this purpose.
11. A tax incentive program should be implemented for preservation of wetlands and riparian areas.
12. Drinking watersheds and groundwater sources should be identified and added to the County's public GIS maps. Policies to protect those sources, including stream buffers, should be developed and implemented.
13. A master plan and implementing ordinances should be established for development of roadways and parcels on the east side of Highway 101 in Arch Cape. The plan should balance individual property rights with protection and preservation of steep slopes, wetlands and riparian areas, and other sensitive natural features.
14. Criteria for Design Review shall include, at a minimum:
 - a. Relation of Structure to Site. The location, bulk, and arrangement of structures shall be in scale and compatible with the surroundings.
 - b. Protection of Views shall be preserved through adoption of ordinances addressing removal of trees, building height, and other relevant factors.
 - c. Preservation of Landscape.
 - d. Utility Service.
 - e. Exterior Lighting.
 - f. Buffering and Screening.
 - g. Vehicle Circulation and Parking.
 - h. Signs.

Rural Community Areas (Development)

Development areas are those with a combination of physical, biological, and social/economic characteristics which make them necessary and suitable for residential, commercial, or industrial development and includes those which can be adequately served by existing or planned urban services and facilities.

Objectives

1. To ensure optimum utilization of urban and urbanizable lands and to provide for an orderly and efficient transition from rural to urban land use.
2. To encourage developments in this area to relieve the need for development in other areas.
3. To locate public and private developments so that they do not tend to attract residential development to locations outside of the designated area.
4. To avoid the extension of urban services, particularly water and sewer systems, into outlying sparsely settled areas (minimum lot sizes of 20,000 square feet or greater).

Goal: To maintain the low density, residential character of the Southwest Coastal Planning Area. Encourage development which blends with its rural setting and preserves natural resources to the maximum extent possible.

Policies

1. The standard building site in the Rural Service Area shall be at least 7,500 square feet, unless smaller lots existed in single or contiguous ownership prior to the adoption of the Community Plan. Those persons who have paid or been assessed as of January 1, 1976 for two sewer connection fees with a parcel of 10,000 square feet or more would be allowed to divide their parcel in two.
2. In areas of steep slopes lot sizes shall be increased to account for these factors.
3. The designated Rural Service Area shall be limited to a land area capable of being serviced by community water, sewer, and fire protection systems based on a reasonable projection of growth.
4. The zoning and subdivision ordinances shall be used in establishing development standards as they relate to the Rural Service Area. Emphasis shall be on maintaining natural vegetation and terrain when siting development, and fitting structures into the landscape rather than allowing them to dominate.
5. Commercial development shall be restricted to the existing commercial area and shall be limited to neighborhood commercial uses such as grocery store, a gas station, a community motel with a minimum land area of 2,500 square feet per unit, and other small-scale, locally-oriented businesses.

6. There is a large parcel of land south of Arch Cape Creek and east of Highway 101. It abuts Oswald West State Park. The area has been previously platted. In order to protect the scenic values of the Arch Cape headland and Oswald West State Park the old plat shall be vacated or re-platted prior to development of the tract. Clustering shall be required and directed away from the headland and State Park.

Goal: To maintain high quality of residential development in keeping with the natural environment through the use of design standards.

Policies

1. Design review standards shall apply to all construction in the Rural Service Area (Arch Cape Rural Community). Standards shall apply to new commercial or residential construction, subdivision, site development, street construction or placement of public utilities.

Goal: To encourage the use of natural features of the land, such as existing topography and vegetation.

Policies

1. Design review standards shall require minimal disturbance of the landscape in land development and shall address the removal of trees, grading and excavation, protection of views of adjacent property, road construction and placement of utilities.
2. Future development along U.S. Highway 101 shall be buffered from the highway in order to maintain the scenic corridor.
3. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to ensure that adjacent property will not be affected by drainage or storm water, raised flood elevations, erosion or visual intrusion onto other property.

Rural Agricultural Lands

Agricultural lands are those lands that are to be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.

In land use changes involving a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Rural Lands

Rural Lands are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. Rural Lands include lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

Rural Lands are those which, due to their value for aquaculture, low density residential uses, high intensity recreational uses, and non-renewable mineral and non-mineral resources uses should be protected from conversion to more intensive uses. Rural subdivisions, major and minor partitions, and other uses served by few public services which satisfy a need that cannot be accommodated in urbanizable areas are also likely to occur within this designation.

Objectives

1. To restrict intensive development on undeveloped shorelands.
2. To preserve the rural character of uplands and woodland areas and maintain open spaces and opportunities along the shoreline for recreational uses.
3. To retain rural areas as sparse settlement, small farms or acreage homesites with hardly any public services.
4. To limit the intensity of residential development in order to prevent the gradual development of conditions which would require additional services or higher quality of existing services.

Policies

1. The minimum parcel size for building sites in Rural Lands areas shall be 20,000 sq. feet. Smaller parcels legally existed at the time of adoption of this Plan are grandfathered, the specifics of which shall be handled in the Zoning Ordinance.
2. To evaluate all rural proposals for subdivision, major partitions and new public facilities or services, such as fire station and water systems, for the possible generation of unwanted urbanization which is reflected in the objectives of Rural Lands.

3. All watershed areas need to be defined and development in the surrounding vicinity shall void degradation of the water quality.
4. There should be no commercial or business activities allowed in the Rural Lands area, including transient lodging.

Forest Lands and Other Resources

These areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or sustained yield resource (e.g. forestry), or because of their unsuitability for development (e.g. hazard areas) should be designated for non-consumptive uses. Non-consumptive uses are those uses which can utilize resources on a sustained yield basis while minimally reducing opportunities for other future uses of the area's resources.

Forest Lands

Forest lands are those lands that are to be retained for the production of wood fiber and other forest uses.

In land use changes involving a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goals must be taken.

Conservation Other Resources

Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state and local parks. Other areas designated Conservation Other Resources include lands for low intensity uses which do not disrupt the resource and recreational value of the land.

Objectives

1. To conserve and protect natural, scenic, historic, and cultural resources.
2. To develop for low-intensity uses which do not substantially degrade the existing character or interrupt the flow of natural resource use or recreational benefits.
3. To protect life and property in hazardous areas.

Policies

1. Commercial forest lands shall be excluded from future development of the Southwest Coastal area. Other undeveloped lands which are not owned by commercial timber production based on the forest site class shall be designated for resource protection.
2. Watersheds for the community water systems in the area shall be protected by the Forest Practices Act. Forest management in elevations above the watersheds, including road construction and chemical spraying/treatment, shall take place only after the appropriate water districts are notified and efforts are made to prevent adverse impacts.
3. There shall be two building site intensities in Forest Lands areas designated for Small Woodland: 20 acres is within a fire and/or water district; 38 acres if within no districts. Commercial forest designation partition size shall be 80 acres.
4. Before designated forest land is changed to another use, the productive capacity of the land in each use should be considered and evaluated.
5. Before designated forest land is changed to another use, the impact of the proposed use should be considered on adjacent forest lands.
6. Transfer and/or consolidation of land for resource production is encouraged. No new lots for residential purposes shall be created on designated commercial forest land.
7. Residential development in areas designated for forest uses shall be minimized. Development adjacent to roads intended primarily for forest management and harvesting activities shall be discouraged.

Natural

Natural areas are those which have not been significantly altered by man and which, in their natural state, perform resource support functions including those functions vital to estuarine or riparian ecosystems. Publicly owned fragile and ecologically valuable areas, especially watersheds and groundwater resource areas, are most likely to be designated as Natural. Natural areas identified by the Oregon Natural Heritage Program, as well as fish and wildlife areas and habitats identified by the Oregon Wildlife Commission, should be considered for Natural designation.

Objectives

1. To preserve, restore and protect these areas for scientific, research and educational needs and for the resource and ecosystem support values and functions they provide.



CLATSOP COUNTY PROJECT STATUS REPORT JUNE 2022

PROJECT STATUS REPORT – JUNE 2022

| PERMIT # | PROJECT NAME | LOCATION | DESCRIPTION | PC MEETING DATE | PC DECISION | BOC MEETING DATES | BOC DECISION | STATUS | EXPIRATION DATE* |
|-----------|------------------|--|--|-----------------|--|----------------------|--------------|---|---------------------------------------|
| 20170352 | Arch Cape Deli | 4N, R10W, Section 30BB, Tax Lots 00601 and 00605, 79330 Hwy 101 | Conditional use permit to construct and operate a restaurant/grocery store/flex space with a manager's living quarters | 11-14-17 | APPROVED WITH CONDITIONS 7-0 | N/A | N/A | Demolition and grading permits approved; property line adjustment approved; development and building permits under review; electrical and fire suppression permits issued | Project is vested; no expiration date |
| 21-000664 | Comp Plan Update | N/A | Update of Goals 1-14 and 16-19 of the Clatsop County Comprehensive Plan | 10-12-21 | GOAL 1: APPROVED WITH AMENDMENTS 5-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 10-12-21 | GOAL 2: APPROVED WITH AMENDMENTS 4-1 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 10-12-21 | GOAL 3: APPROVED WITH AMENDMENTS 5-0 | 07-13-22 07-24-22 | | On-going | N/A |

PROJECT STATUS REPORT – JUNE 2022

| PERMIT # | PROJECT NAME | LOCATION | DESCRIPTION | PC MEETING DATE | PC DECISION | BOC MEETING DATES | BOC DECISION | STATUS | EXPIRATION DATE* |
|----------|--------------|----------|-------------|--------------------------|--|----------------------|--------------|----------|------------------|
| | | | | 10-12-21 | GOAL 4: APPROVED WITH AMENDMENTS 5-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 11-09-21 05-10-22 | GOAL 5: RETURNED TO JOINT PC/CCAC GOAL 6: APPROVED WITH AMENDMENTS 7-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 12-14-21 | GOAL 6: APPROVED WITH AMENDMENTS 5-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 2-8-22 3-8-22 | GOAL 7: APPROVED WITH AMENDMENTS 3/8/22 | 07-13-22 07-24-22 | | | |
| | | | | 12-14-21 | GOAL 8: APPROVED WITH AMENDMENTS 5-0 | 07-13-22 07-24-22 | | On-going | N/A |

PROJECT STATUS REPORT – JUNE 2022

| PERMIT # | PROJECT NAME | LOCATION | DESCRIPTION | PC MEETING DATE | PC DECISION | BOC MEETING DATES | BOC DECISION | STATUS | EXPIRATION DATE* |
|----------|--------------|----------|-------------|-----------------------------|--|----------------------|--------------|----------|------------------|
| | | | | 5-10-22 | GOAL 9: APPROVED WITH AMENDMENTS 7-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 5-10-22 | GOAL 10: APPROVED WITH AMENDMENTS 7-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 4-12-22 | GOAL 11: APPROVED WITH AMENDMENTS 7-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 4-12-22 | GOAL 12: APPROVED WITH AMENDMENTS 7-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 2-8-22 3-8-22 4-12-22 | GOAL 13: APPROVED WITH AMENDMENTS 7-0 | 07-13-22 07-24-22 | | On-going | N/A |

PROJECT STATUS REPORT – JUNE 2022

| PERMIT # | PROJECT NAME | LOCATION | DESCRIPTION | PC MEETING DATE | PC DECISION | BOC MEETING DATES | BOC DECISION | STATUS | EXPIRATION DATE* |
|-----------|---------------------------|--|--|-----------------|--|---|---------------------|---|------------------|
| | | | | 4-12-22 | GOAL 14: APPROVED 7-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 5-10-22 | GOAL 19: APPROVED AS SUBMITTED 7-0 | 07-13-22 07-24-22 | | On-going | N/A |
| | | | | 1-11-22 | ADUs on Rural Lands | 5-11-22 BOC Work Session | | On-going | N/A |
| 21-000591 | Velazquez Home Occupation | 5N, R10W, Section 14DC, Tax Lots 01103 34074 W. Campbell Loop Road | Conditional use permit to legalize an existing home occupation | 2-8-22 | Motion failed on a 2-2 vote; request was denied | Planning Commission decision appealed to the BOC. BOC review scheduled for May 11 | Reverse PC Decision | Staff working with applicant to complete conditions of approval | 5-11-24 |

*Expiration date for projects that are not completed or substantially completed