



# CLATSOP COUNTY PLANNING COMMISSION

## REGULAR MEETING AGENDA

Hybrid Meeting Judge Guy Boyington Building, 857 Commercial St., Astoria Via Zoom

---

**Tuesday, January 09, 2024 at 10:00 AM**

### GO TO MEETING

- [1.](#) Zoom Meeting Instructions and Link

### FLAG SALUTE

### 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

- [1.](#) Ordinance 24-05: Amendments to LAWDUC Article 3 regarding Non-Conforming Uses and Structures Regulations
- [2.](#) Ordinance 24-06: Clatsop Plains Community Plan
- [3.](#) Ordinance 24-07: Elsie-Jewell Community Plan
- [4.](#) Ordinance 24-08: Lewis and Clark Olney Wallooskee Community Plan
- [5.](#) Ordinance 24-09: Northeast Community Plan
- [6.](#) Ordinance 24-10: Seaside Rural Community Plan
- [7.](#) Ordinance 24-11: Southwest Coastal Community Plan

### DISCUSSION

- [8.](#) Clear and Objective Standards Code Audit: Article 1 - Introductory Provisions
- [9.](#) FY 23/24 Work Plan Update: 2nd Quarter
- [10.](#) Geotechnical Report Preparation

### PROJECT STATUS REPORT

- [11.](#) January 2024 Project Status Report

### DIRECTOR'S REPORT

### ELECTION OF OFFICERS

- [12.](#) 2024 Election of Officers

### GOOD OF THE ORDER

### ADJOURN

**NOTE TO PLANNING COMMISSION MEMBERS:** Please contact the Community Development Department (503-325-8611) if you are unable to attend this 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](http://www.co.clatsop.or.us)

---

## Clatsop County Planning Commission Regular Meeting Zoom Meeting Instructions

**To join the meeting from your computer, tablet or smartphone:**

Hi there,

You are invited to a zoom webinar.

WHEN: January 09, 2024 10:00 AM Pacific Time (US and Canada)

TOPIC: Planning Commission Monthly Meeting

Please click the link below to join the webinar:

<https://co-clatsop-or-us.zoom.us/j/83932736797?pwd=WFJePkI6GtLHn9X65CJ98MITFCwVuw.ktR3J85BQYT5EiEk>

PASSCODE:000068

**Dial by your location:** 1 253 215 8782 US

**Webinar ID:** 839 3273 6797

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 [comdev@clatsopcounty.gov](mailto:comdev@clatsopcounty.gov). You will be notified when your three-minute presentation is scheduled. Comments may also be submitted via email to [comdev@clatsopcounty.gov](mailto:comdev@clatsopcounty.gov) to be read at the meeting.



# Clatsop County – Land Use Planning

800 Exchange Street, Suite 100

Astoria, OR 97103

(503) 325-8611 | (503) 338-3606 (Fax) | comdev@clatsopcounty.gov

---

**TO:** Planning Commission

**FROM:** David Cook, Community Development Planner

**DATE:** January 9, 2024

**RE:** **Amendments to LAWDUC Article 3 regarding Non-Conforming Uses and Structures Regulations**

---

## **PROJECT OVERVIEW**

The County's Land and Water Development and Use Code (LAWDUC) Article 3 Section 3.1000, Non-Conforming Uses and Structures has not undergone substantial review in a number of years. The purpose of non-conforming standards are to regulate non-conforming structures and uses, those uses or structures legally established in the past, but which do not conform to current LAWDUC regulations.

The amendments proposed are designed to make code standards which are more consistent with the LAWDUC at large, to allow property owners to more easily alter and expand their non-conforming structures, and to allow owners of property suffering from structure damage to more easily obtain permits for reconstruction.

## **PLANNING COMMISSION WORK SESSION**

On September 14, 2023 and November 14, 2023, draft code amendments were taken to the Planning Commission work sessions. Based on feedback from your commission, staff have revised the draft code amendments to:

- Allow property owners whose non-conforming structures were damaged to have a three-year time limit to rebuild, versus the current one-year time limit.
- Require that non-conforming structures which are damaged or destroyed to an amount more than 75% of their real market value by an owner's actions obtain a variance to reconstruct outside of conformance with the LAWDUC.

## **BOARD OF COMMISSIONERS WORK SESSION**

On January 3, 2024, these draft code amendments were taken to the Clatsop County Board of Commissioners work session.

## **NEXT STEPS**

The Planning Commission has options available regarding these proposed code amendments:

- Continue the item to a date certain to conduct additional review or to allow staff to properly address questions or concerns
- Table the item indefinitely
- Recommend the Board of Commissioners adopt the code amendments as presented
- Recommend the Board of Commissioners adopt the code amendments as revised by your commission
- Recommend the Board of Commissioners deny the code amendments

If the Planning Commission chooses to recommend the Board of Commissioners consider the proposed code amendments, the ordinance would be tentatively scheduled for two public hearings with the Board in February 2024.

**STAFF RECOMMENDATION**

Staff recommends that the Planning Commission recommend the Board of Commissioners approve the amendments to the Land and Water Development and Use Code as presented.

*Suggested Motion: "I recommend that the Board of Commissioners adopt Ordinance 24-05 as presented by staff."*

**EXHIBITS**

**Exhibit A:** Ordinance 24-05 (Ordinance, Non-conforming Uses and Structures (strikethrough format))



**BEFORE THE BOARD OF COMMISSIONERS  
FOR THE COUNTY OF CLATSOP**

In the Matter of:

**An Ordinance adopting Amendments  
to the Clatsop County Land and  
Water Development and Use Code  
Article 3 regarding Non-Conforming  
Uses and Structures**

**ORDINANCE NO. 24-05**

Doc # \_\_\_\_\_

Recording Date: \_\_\_\_\_

---

**RECITALS**

WHEREAS, the Clatsop County Land and Water Development and Use Code (LAWDUC) provides land use regulations for unincorporated Clatsop County including Non-Conforming Uses and Structures provisions; and

WHEREAS, the Board of Clatsop County Commissioners recognizes that the Clatsop County Land and Water Development and Use Code needs periodic revision and amendment; and

WHEREAS, Clatsop County Community Development staff have identified provisions in the LAWDUC Section 3.1000, Non-Conforming Uses and Structures, which could be amended to better serve Clatsop County; and

WHEREAS, the Clatsop County Planning Commission held a public hearing on these amendments on January 9, 2024; and

WHEREAS, the Board of Clatsop County Commissioners has received and considered the Planning Commission's recommendations on these proposed amendments

**THE BOARD OF COMMISSIONERS OF CLATSOP COUNTY ORDAINS AS FOLLOWS:**

**SECTION 1. ADOPTION**

The Board of County Commissioners hereby adopts amendments to the Land and Water Development and Use Code Article 3, Section 3.1000 as shown in Exhibit 1, attached hereto and incorporated herein by this reference.

**SECTION 2. SEPARABILITY**

The provisions of this ordinance are severable. If any portion of this ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance.

**SECTION 3. CONFORMANCE OF STATE LAW**

Ordinance 24-05

1<sup>st</sup> Public Hearing: February 14, 2024

2<sup>nd</sup> Public Hearing: February 28, 2024

Agenda Item # 1.

Page 5

This Ordinance shall not substitute for nor eliminate the necessity for conformity with any and all laws or rules of the state of Oregon, or its agencies, or any ordinance, rule, or regulation of Clatsop County.

**SECTION 4. INCONSISTENT PROVISIONS**

This Ordinance shall supersede, control and repeal any inconsistent provision of any County Ordinance as amended or any other regulations made by Clatsop County.

**SECTION 5. APPLICABILITY**

This Ordinance shall apply within the unincorporated areas of Clatsop County but shall not apply within the boundaries of any incorporated City.

**SECTION 6. EFFECTIVE DATE**

This Ordinance shall take effect on the 30<sup>th</sup> day following adoption by the Board of Commissioners as provided in Chapter III, Section 8(B) of the Home Rule Chapter for the Government of Clatsop County.

Approved this \_\_\_\_ day of \_\_\_\_\_, 2024

THE BOARD OF COUNTY COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

By \_\_\_\_\_  
Chair

Date \_\_\_\_\_

By \_\_\_\_\_  
Theresa Dursse, Recording Secretary

First Reading: February 14, 2024

Second Reading: February 28, 2024

Effective Date: March 29, 2024

# EXHIBIT 1

Ordinance 24-05

1<sup>st</sup> Public Hearing: February 14, 2024

Agenda Item # 1. ng: February 28, 2024

Agenda Item # 1.

SECTION 3.1000. NON-CONFORMING USES AND STRUCTURES

Section 3.1010. Purpose

The purpose of the Non-conforming uses and structures provisions are to establish standards and procedures regulating the continuation, improvement and replacement of structures and uses which do not comply with this Ordinance.

Section 3.1020. Definitions.

The following definitions are applicable to the provisions of Section 3.1000, Nonconforming Uses and Structures.

**ABANDONMENT: A non-conforming use shall be considered abandoned when the non-conforming use is discontinued for a period of one year. When a non-conforming use is determined to be abandoned, subsequent use of the property shall conform to this Ordinance. Abandonment does not apply to circumstances such as fire or other catastrophes outside of the owner's control.**

**Non-conforming uses are not considered interrupted or abandoned for any period while a federal, state or local emergency order temporarily limits or prohibits the use or the restoration or replacement of the use.**

ALTERATION. A change to a structure, not involving enlargement of the external dimensions of the structure.

EXPANSION. Any increase in any external dimension of a Non-conforming structure.

FLOATING RECREATIONAL CABIN: A moored floating structure used wholly or in part as a dwelling, not physically connected to any upland utility services except electricity, and is used only periodically or seasonally.

FLOATING RESIDENCE: A dwelling unit which floats on a water body and is designed such that it does not come into contact with land except by ramp. Floating residences may also be referred to as floating homes or houseboats. A floating residence is not equivalent to a floating recreational cabin or other similar recreational structure designed for temporary use. It is also not equivalent to a boathouse, designed for storage of boats.

**INTERRUPTION: The discontinuance of any non-conforming use for a period of less than one year.**

LAWFULLY MOORED: To be lawfully moored, a floating recreational cabin or floating residence must be constructed upon or attached to piling or a dock by the owner or with the permission of the owner or lawful lessee of the piling or dock. If moored to piling or a dock, such piling or dock must have been installed or constructed and be maintained in compliance with all Federal, State and County requirements. If the floating recreational cabin or floating residence is attached to the shore, such attachment must also be by or with the permission of the owner or lawful lessee of the area of attachment.

~~LEGAL~~ NON-CONFORMING STRUCTURE: A building or structure that does not conform to one or more standards of the zoning district in which it is located, but which legally existed at the time the applicable section(s) of the zoning district took effect.

~~LEGAL NON-CONFORMING USE: A use which does not conform to the use regulations of the zoning district in which it is located, but which lawfully occupied a building or land at the time the applicable use regulation took effect.~~

~~NON-CONFORMING STRUCTURE: A building or structure that does not conform to one or more standards of the zoning district in which it is located, and which did not legally exist at the time the applicable section(s) of the zoning district took effect.~~

~~NON-CONFORMING USE: A use which does not conform to the use regulations of the zoning district in which it is located, and which did not lawfully occupy a building or land at the time the applicable use regulation took effect.~~

**REAL MARKET VALUE: The value indicated in the Clatsop County Assessor's records for an improvement or the value determined by an independent licensed appraiser.**

Section 3.1030. Continuance

- 1) A Non-conforming use legally established prior to the adoption date of this Ordinance may be continued at the level of use (e.g., hours of operation) existing on the date that the use became Non-conforming.
- 2) **Under a Type I procedure, the County shall verify whether a use is a valid non-conforming use consistent with the standards in Section 3.1000 and ORS 215.130. An application to verify a nonconforming use shall demonstrate all of the following:**
  - a. **The non-conforming use was lawfully established on or before the effective date of the zoning change that prohibited the use;**
  - b. **The non-conforming use has continued without abandonment or interruption for the 10-year period immediately preceding the date of application or the period from the date of the ordinance change prohibiting the use, whichever is less; and**
  - c. **Any alterations to the nature and extent of the non-conforming use were done in compliance with the applicable standards in Section 3.1000.**
  - d. **The applicant shall bear the burden of proof for establishing that the structure or use was lawfully established.**
  - e. **The applicant shall bear the burden of proof for establishing the level of use that existed at the time the use became non-conforming.**
- 3) **A non-conforming structure may continue within the building dimensions (height, width and length) in existence on the date that the structure became non-conforming. Additions, alterations and expansions to a non-conforming structure shall not increase the non-conformity of the structure.**
- ~~2) A Non-conforming structure legally constructed prior to the effective date of this Ordinance may continue within the building dimensions (height, width and length) in existence on the date that the structure became Non-conforming.~~
- ~~3) The applicant shall bear the burden of proof for establishing that the structure or use was lawfully established.~~
- ~~4) The applicant shall bear the burden of proof for establishing the level of use that existed at the time the use became Non-conforming.~~

- ~~5) The county may allow a property owner, under a Type II procedure, to prove the existence, continuity, nature and extent of the use for the 10-year period immediately preceding the date of application. If the county finds evidence proving the existence, continuity, nature and extent of the use for the ten-year period preceding application, then such findings shall create a rebuttable presumption that the use, as proven, lawfully existed at the time the applicable Ordinance provision was adopted and has continued uninterrupted until the date of application.~~

**Section 3.1040. Abandonment or Interruption of Use**

If a non-conforming use is discontinued for a period of one year, the non-conforming use shall be considered abandoned. Subsequent use of the property shall conform to this Ordinance.

Non-conforming uses are not considered interrupted or abandoned for any period while a federal, state or local emergency order temporarily limits or prohibits the use or the restoration or replacement of the use. [ORD. 23-02]

**For purposes of determining whether abandonment or interruption has occurred, the following shall apply:**

- 1) **Abandonment or interruption may be caused by ceasing the use or by changing the nature of the use for 365 continuous days, or longer.**

Section ~~3.1040.~~**3.1050.** Alteration

- 1) **Through Type I procedures, alterations shall be permitted to a non-conforming structure, or to a structure containing a non-conforming use; and**
  - a. **Alteration of any such structure or use shall be permitted when necessary to comply with any lawful requirement for alteration in the structure or use.**
  - b. **Except as provided in ORS 215.215, the County shall not place conditions upon the continuation or alteration of a use described under this subsection when necessary to comply with state or local health or safety requirements, or to maintain in good repair the existing structure associated with the use.**
  - c. **A change of ownership or occupancy shall be permitted.**

- ~~1) Through Type I procedures alterations shall be permitted to a non-conforming structure, or to a structure devoted to a non-conforming use. Alteration of any such use shall be permitted when necessary to comply with any lawful requirement for alteration in the use. Except as provided in ORS 215.215, a county shall not place conditions upon the continuation or alteration of a use described under this subsection when necessary to comply with state or local health or safety requirements, or to maintain in good repair the existing structures associated with the use. A change of ownership or occupancy shall be permitted.~~
- 2) If in a three-year period, alterations to a non-conforming structure, or to a structure containing a non-conforming use exceeds 75% of the real market value of the structure, the structure shall be brought into conformance with the requirements of this Ordinance. [ORD #17-02]

Section ~~3.1050.~~**3.1060** Expansion

- 1) **Non-conforming structures containing a use permitted in the underlying zone may be expanded through a Type I procedure. The expansion of such a structure shall not increase the non-**

**conformity of the structure and shall be in conformance with the requirements of this Ordinance.**

- 2) **For non-conforming structures dedicated to a residential use and located in a zone not intended for residential uses, an expansion may be permitted through a Type I procedure. The expansion of such a structure shall not increase the non-conformity of the structure and shall be in conformance with the requirements of this Ordinance including setbacks, lot coverage, and other development standards as required by code.**
- 1) ~~Through a Type II procedure an expansion of a Legal Non-Conforming Structure shall be in conformance with the requirements of this Ordinance, and satisfy the criteria under Section 3.1050(3)(A) (C) or a variance for the expansion shall be required pursuant to Section 2.8000 Variances.~~
- 2) ~~Through a Type IIA procedure an expansion of a Non-Conforming Structure or Use shall be in conformance with the requirements of this Ordinance, and satisfy the criteria under Section 3.1050(3)(A) (C) below or a variance for the expansion shall be requires pursuant to Section 2.8000 Variances.~~
- 3) An expansion of a ~~Legal~~ **Non-Conforming Use**, or a change in the characteristics of a ~~Legal~~ **Non-Conforming Use**, (i.e. hours of operation or levels of service provided) may be approved, pursuant to a Type ~~II~~ **I** procedure, where the following standards are met:
  - (A) The floor area of a building(s) shall not be increased by more than 20%.
  - (B) The land area covered by structures shall not be increased by more than 10%.
  - (C) The proposed expansion, or proposed change in characteristics of the use will have no greater adverse impact on neighboring areas than the existing use, considering:
    1. Comparison of the following factors:
      - (a) Noise, vibration, dust, odor, fume, glare, or smoke detectable at the property line.
      - (b) Numbers and kinds of vehicular trips to the site.
      - (c) Amount and nature of outside storage, loading and parking.
      - (d) Visual impact.
      - (e) Hours of operation.
      - (f) Effect on existing vegetation.
      - (g) Effect on water drainage and water quality.
      - (h) Service or other benefit to the area.
      - (i) Other factors relating to conflicts or incompatibility with the character or needs of the area.
    2. The character and history of the use and of development in the surrounding area.
    3. An approval may be conditioned to mitigate any potential adverse impacts that have been identified **by the review body.**

Section ~~3.1060~~ **3.1070** Changes to a Non-conforming Use

- 1) A ~~Non~~ **non**-conforming use may only be changed to that of a conforming use. Where such a change is made, the use shall not thereafter be changed back to a ~~Non~~ **non**-conforming use.

Section ~~3.1070~~ **3.1080** Replacement and Damage

- 1) ~~Legal~~ Non-conforming structures and uses.

~~(A) If a legal non-conforming structure or a structure occupied **containing** by a legal non-conforming use is damaged or destroyed by **fire, natural disaster or other catastrophe outside of the owner's control**, any cause other than an action of the property owner or his authorized agent, it may be reconstructed in conformance with the dimensional standards of the building prior to its destruction; **and**~~

~~i. **A building permit for its reconstruction shall be obtained within three years of the date of the damage;**~~

~~ii. **If a building permit is not obtained within three years, the reconstruction shall be in conformance with the current requirements of this Ordinance. However, by a Type I procedure, the Community Development Director may grant a one-year extension of the three-year period. Requests to extend the three-year period must be submitted prior to the expiration of the three-year period, provided in writing, and shall explain why the extension is necessary and how the extension will be used to complete the project.**~~

~~A building permit for its reconstruction shall be obtained within one year of the date of the damage. If a building permit is not obtained within one year, the reconstruction shall be in conformance with the current requirements of this Ordinance. However, by a Type IIa procedure, the planning commission may grant an extension of the one year period.~~

~~(B) If a legal non-conforming structure or a structure devoted to a legal non-conforming use is damaged, **destroyed, or demolished** by an action of the property owner or his authorized agent, to an extent amounting to **seventy five percent (75%)** or more of its fair **real** market value as indicated by the records of the County Assessor, it shall be reconstructed in conformance with the current requirements of this Ordinance, **unless approval of a variance is obtained as described in LAWDUC Section 2.8000.**~~

~~(C) If a legal non-conforming structure or a structure devoted to a legal non-conforming use is damaged by an action of the property owner or his authorized agent, to an extent amounting to less than **seventy five percent (75%)** of its fair **real** market value as indicated by the records of the County Assessor, **it may be reconstructed in conformance with the dimensional standards of the building prior to its destruction; and**~~

~~i. **A building permit for its reconstruction shall be obtained within three years of the date of the damage, destruction or demolition.**~~

~~ii. **If a building permit is not obtained within three years, the reconstruction shall be in conformance with the current requirements of this Ordinance. However, by a Type I procedure, the Community Development Director may grant a one-year extension of the three-year period. Requests to extend the three-year period must be submitted prior to the expiration of the three-year period, provided in writing, and shall explain why the extension is necessary and how the extension will be used to complete the project.**~~

~~a building permit for its reconstruction shall be obtained within one year of the date of the damage. The determination of the percentage of fair market value loss shall be based on either square footage of all floor areas or on a third party appraisal. If a building permit is not obtained within one year, the reconstruction shall be in conformance with the current requirements of this Ordinance. However, by a Type IIa procedure, the planning commission may grant an extension of the one year period.~~



**(D) The percentage of real market value loss shall be based on the real market value lost to damages compared to the real market value of the entire structure or building. Real market value shall be the value determined by the records of the County Assessor or the value determined by an independent licensed appraiser.**

**(E) Non-conforming mobile home parks destroyed by natural disaster may be replaced subject to Section 3.4095. [ORD. 23-02]**

~~2) Non-conforming structures and uses:~~

~~(A) If a non-conforming structure or a structure devoted to a non-conforming use is damaged or destroyed by any cause other than an action of the property owner or his agent, to an extent amounting to fifty percent (50%) or more of its fair market value as indicated by the records of the County Assessor, it shall be reconstructed in conformance with the current requirements of this Ordinance. The determination of the percentage of fair market value loss shall be based on either square footage of all floor areas or on a third-party appraisal.~~

~~(B) If a non-conforming structure or a structure devoted to a non-conforming use is damaged by any cause other than an action of the property owner or his agent, to an extent amounting to less than percent (50%) of its fair market value as indicated by the records of the County Assessor, a building permit for its reconstruction shall be obtained within one year of the date of the damage. The determination of the percentage of fair market value loss shall be based on either square footage of all floor areas or on a third-party appraisal. If a building permit is not obtained within one year, the reconstruction shall be in conformance with the current requirements of this Ordinance. However, by a Type IIa procedure, the planning commission may grant an extension of the one-year period.~~

~~3) Legal non-conforming mobile home parks destroyed by natural disaster may be replaced subject to Section 3.4095. [ORD. 23-02]~~

### Section ~~3.1080~~**3.1090** Completion

A development that is lawfully under construction on the effective date of an ordinance that makes that use or structure Non-conforming may be completed. The use or structure may be used for the purpose for which it was designed, arranged or intended.

### Section ~~3.1090~~. Discontinuance of Use

~~If a Non-conforming use is discontinued for a period of one year, subsequent use of the property shall conform to this Ordinance.~~

~~Non-conforming uses and structures are not considered interrupted or abandoned for any period while a federal, state or local emergency order temporarily limits or prohibits the use or the restoration or replacement of the use. [ORD. 23-02]~~

### Section 3.1100. Compliance with Other Requirements

Notwithstanding the provisions of this section, alteration of a Non-conforming use or a Non-conforming structure shall be allowed if necessary to comply with state or local health or safety requirements.

**BEFORE THE BOARD OF COMMISSIONERS  
FOR THE COUNTY OF CLATSOP**

In the Matter of:

**An Ordinance adopting the Clatsop  
Plains Community Plan - 2040.**

**ORDINANCE NO. 24-06**

Doc # \_\_\_\_\_

Recording Date: \_\_\_\_\_

---

RECITALS

WHEREAS, the Oregon State Legislature approved Senate Bill 100 on May 29, 1973, creating the Land Conservation and Development Commission and establishing the foundation for the statewide land planning system; and

WHEREAS, the Board of Clatsop County Commissioners approved Resolution and Order 74-11-4 adopting *A Plan for Land and Water Use Clatsop County, Oregon Phase I*; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 79-10 on November 21, 1979, which amended the Clatsop County Comprehensive Plan by incorporating the Clatsop Plains Community Plan; and

WHEREAS, the Board of Clatsop County Commissioners approved Ordinance 80-13 on September 30, 1980, amending Resolution and Order 74-11-4 by adopting new background reports and countywide elements into the Comprehensive Plan; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinances 82-03, 82-32, 83-17, 84-09, 84-10, 03-08, and 14-03 amending Ordinance 79-10 (Clatsop Plains Community Plan); and

WHEREAS, the Board of Clatsop County Commissioners recognizes that the Clatsop County Comprehensive Plan and supporting community plans continue to need periodic revision and amendment; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 22-08 on September 28, 2022, amending Ordinance 80-13; and

WHEREAS, the *Clatsop Plains Community Plan – 2040* shall be included as an element of the Clatsop County Comprehensive Plan; and

WHEREAS, the Board of Commissioners finds that the *Clatsop Plains Community Plan – 2040* complies with the Statewide Planning Goals 1-14 and 16-19; and

WHEREAS, the Board of Commissioners further determines that the adoption procedure for this Ordinance amending the Comprehensive Plan complies with Statewide Planning Goal 1 – Citizen Involvement; and

Ordinance 24-06

1<sup>st</sup> Public Hearing: February 14, 2024

2<sup>nd</sup> Public Hearing: February 28, 2024

Agenda Item # 2.

Page 14

WHEREAS, the Clatsop Plains Citizen Advisory Committee developed and reviewed these amendments at public meeting conducted on August 12, September 9, October 14, November 10, and December 9, 2021; and

WHEREAS, the Board of Clatsop County Commissioners reviewed the draft amendments at a work session conducted on November 1, 2023; and

WHEREAS, the Clatsop County Planning Commission held a public hearing on these amendments on January 9, 2024; and

WHEREAS, the Board of Commissioners has received and considered the Planning Commission's recommendations on these proposed amendments

**THE BOARD OF COMMISSIONERS OF CLATSOP COUNTY ORDAINS AS FOLLOWS:**

**SECTION 1. ADOPTION**

The Board of County Commissioners hereby adopts the *Clatsop Plains Community Plan - 2040* as shown in Exhibit 1, attached hereto and incorporated herein by this reference. This document replaces Ordinance 79-10 as amended.

**SECTION 2. SEPARABILITY**

The provisions of this ordinance are severable. If any portion of this ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance.

**SECTION 3. CONFORMANCE OF STATE LAW**

This Ordinance shall not substitute for nor eliminate the necessity for conformity with any and all laws or rules of the state of Oregon, or its agencies, or any ordinance, rule, or regulation of Clatsop County.

**SECTION 4. INCONSISTENT PROVISIONS**

This Ordinance shall supersede, control and repeal any inconsistent provision of any County Ordinance as amended or any other regulations made by Clatsop County.

**SECTION 5. APPLICABILITY**

This Ordinance shall apply within the unincorporated areas of Clatsop County but shall not apply within the boundaries of any incorporated City.

**SECTION 6. EFFECTIVE DATE**

This Ordinance shall take effect on the 30<sup>th</sup> day following adoption by the Board of Commissioners as provided in Chapter III, Section 8(B) of the Home Rule Chapter for the Government of Clatsop County.

Approved this \_\_\_\_ day of \_\_\_\_\_, 2024

THE BOARD OF COUNTY COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

By \_\_\_\_\_  
Chair

Date \_\_\_\_\_

By \_\_\_\_\_  
Theresa Dursse, Recording Secretary

First Reading: February 14, 2024

Second Reading: February 28, 2024

Effective Date: March 29, 2024

**EXHIBIT 1**

Ordinance 24-06  
1<sup>st</sup> Public Hearing: February 14, 2024  
Public Hearing: February 28, 2024

Agenda Item # 2.

---

# CLATSOP PLAINS COMMUNITY PLAN



**DRAFT**

**ORDINANCE 24-06  
ADOPTED FEBRUARY 28, 2024**



## ACKNOWLEDGEMENTS

### BOARD OF CLATSOP COUNTY COMMISSIONERS

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

### 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

- Christopher Farrar, Chair
- Clarke W. Powers, Vice-Chair
- Cary Johnson
- Jason Kraushaar
- Jeremy Linder
- Michael Magyar
- Katy Pritchard

### FORMER MEMBERS

- Nadia Gardner
- John Orr
- Lum Quang
- Robert Stricklin

### COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Anthony Pope, County Counsel
- Patty Jo Angelini, Public Affairs Officer

### LAND USE PLANNING STAFF

- Julia Decker, Planning Manager
- Ian Sisson, Senior Planner
- David Cook, Planner
- Jason Pollack, Planner
- Clancie Adams, Permit Technician
- Zachary Hunt, GIS Technician
- Gail Henrikson,





## Table of Contents

<b>INTRODUCTION</b>	<b>1</b>
Overview	1
Landscape Units	2
Purpose of the Clatsop Plains Community Plan	5
Review and Updates	6
History of the Clatsop Plains Planning Area	7
<b>CRITICAL HAZARD AREAS</b>	<b>9</b>
Beach Accretion and Erosion	9
Mass Movement	10
Compressible Soils	10
Flooding	10
Earthquake / Cascadia Subduction Event	10
Liquefaction	11
Tsunami	11
<b>PUBLIC FACILITIES AND SERVICES</b>	<b>15</b>
Sewer Systems	15
Water Systems	16
Schools	19
Flood Control	20
Fire Protection	20
Transportation	21
Highways	25
Rail	26

---

**CLATSOP PLAINS COMMUNITY PLAN 2040 – DRAFT 10**

Air Transportation..... 26

Water Quantity and Quality..... 26

**NATURAL RESOURCES ..... 30**

Forest Lands ..... 30

Agricultural Lands ..... 30

Mineral Aggregates..... 30

**OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS ..... 31**

Preservation, Recreation, and Open Space Areas ..... 31

Resource Management..... 34

Preservation..... 34

    Aquifer Recharge ..... 34

    Historic Areas..... 34

    Fish and Wildlife Areas..... 34

Recreation..... 35

    Parks..... 35

    Trails – Bike / Foot ..... 37

Scenic Areas ..... 38

Open Space ..... 38

**DEVELOPMENT PATTERNS..... 38**

Housing ..... 40

**GOALS, OBJECTIVES AND POLICIES..... 42**

**Index to Maps and Figures**

**MAP 1: Clatsop Plains Planning Area ..... 1**

---

**CLATSOP PLAINS COMMUNITY PLAN 2040 – DRAFT 10**

**MAP 2: Generalized Landscape Units in the Clatsop Plains Planning Area .....3**

**MAP 3: Geologic Hazards Areas in the Clatsop Plains Planning Area .....12**

**MAP 4: Special Flood Hazard Areas the Clatsop Plains Planning Area .....13**

**MAP 5: Tsunami Inundation Zone .....14**

**MAP 6: Fire Districts in the Clatsop Plains Planning Area .....22**

**MAP 7: Water Districts in the Clatsop Plains Planning Area .....23**

**MAP 8: Sanitary in the Clatsop Plains Planning Area .....24**

**MAP 9: Clatsop Plains Aquifer Reserve Overlay .....28**

**MAP 10: Open Space Areas for the Clatsop Plains Planning Area .....32**

**MAP 11: Clatsop Plains Scenic Area .....33**

**MAP 12: Peripheral and Major Big Game Habitat .....36**

**MAP 13: Land Use Designations .....39**

**FIGURE 1: North Coast Basin .....27**

**FIGURE 2: Area of Limited Groundwater Yield .....29**

**TABLE 1: Clatsop Plains Planning Area – Drinking Water Systems .....18**

**TABLE 2: Clatsop Plains Planning Area – School Systems .....19**

**TABLE 3: U.S. Highway 101 Traffic Volumes (2018-2020) .....25**

# INTRODUCTION

## Overview

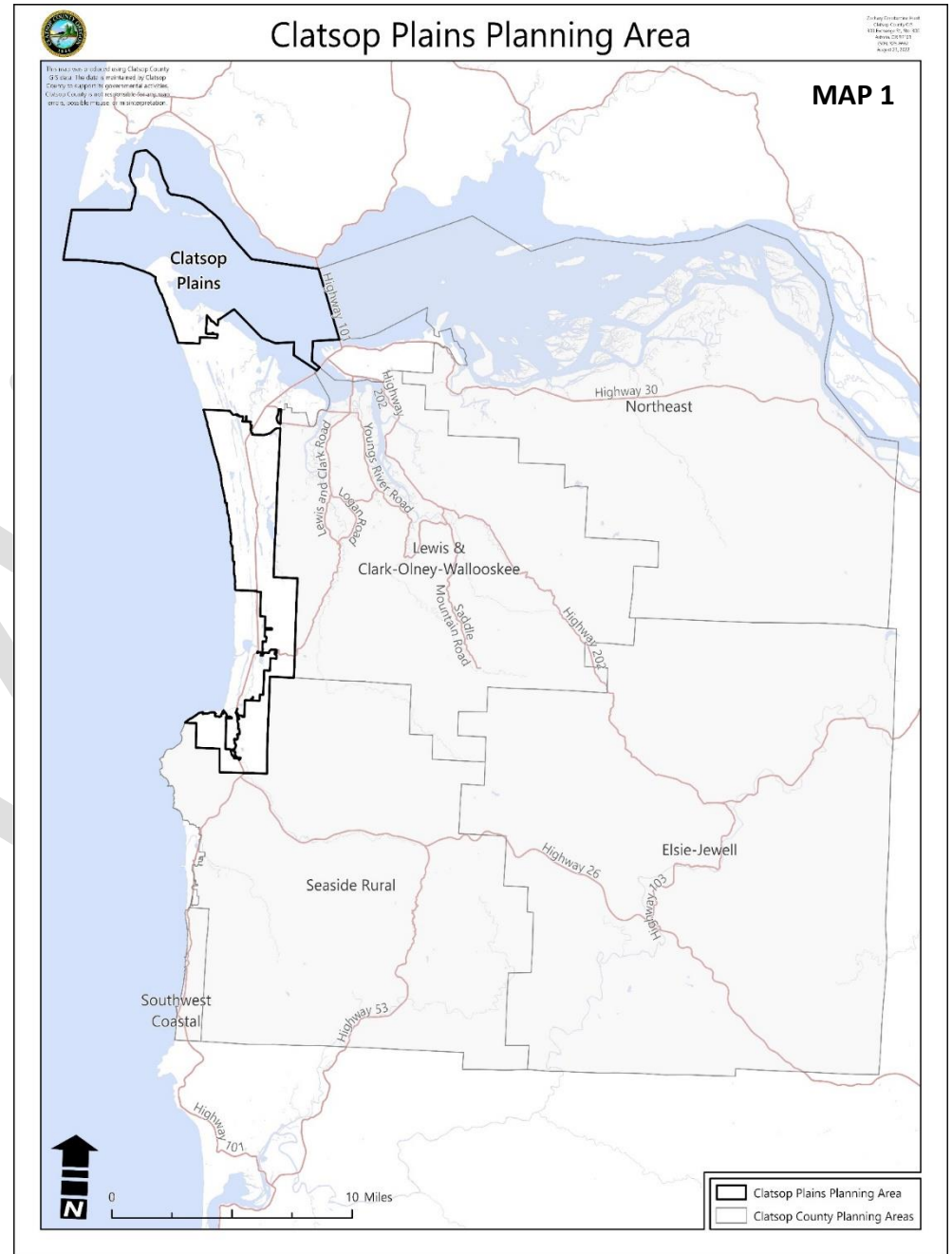
The Clatsop Plains planning area encompasses approximately 16,307 acres in the northwest section of Clatsop County along the coast. This planning area, for the most part, relates toward the ocean, with the various beaches and rolling dunes; and toward the several lakes in the planning area. The Clatsop 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 – Warrenton and Seaside. The 2020 Decennial Census estimated the population of the rural northwest part of Clatsop County, which includes the Clatsop Plains Planning Area as 3,393. This is an increase of 33% from 2010.

### Planning Area Demographics

**Size:** 16,307 acres  
**Population:** ~3,393  
**e911 Address Points:** 1,750  
 (source: 2020 Decennial Census)

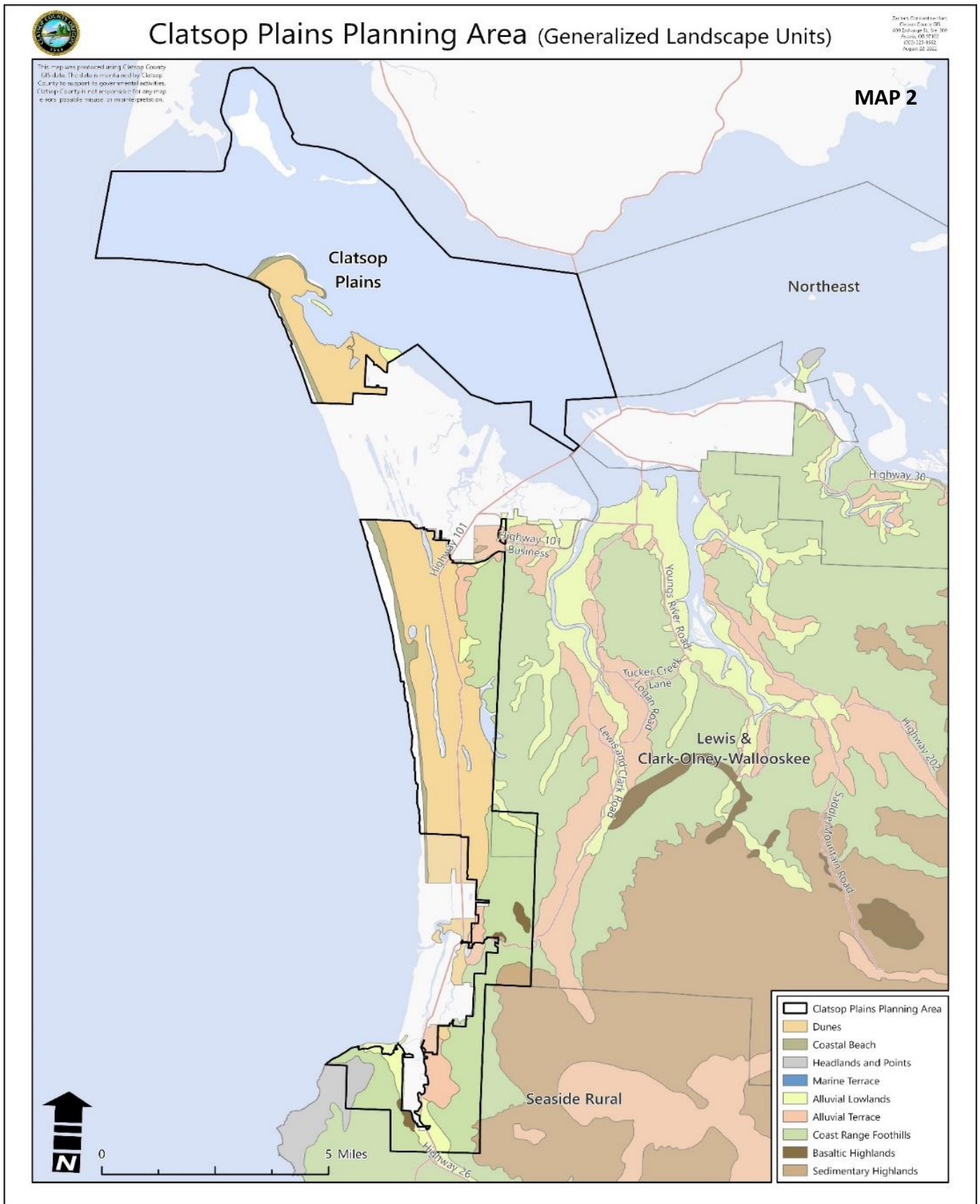
### Landscape Units

The basic idea of the landscape unit is that it reflects a set of characteristics which, when 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 and Dunes:** 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 must be reviewed for possible environmental impacts, including:
  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.
- **Alluvial Lowlands:** Examples in the Clatsop Plains are the lowlands along the Skipanon and Necanicum Rivers.
- **Alluvial Terraces:** Alluvial terraces are present above the Skipanon River and in the area east of the Necanicum River.
- **Coastal 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.
- **Estuary Wetlands**
- **Freshwater Wetlands**
- **Waterbodies**
- **Shorelands:** 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.
- **Estuarine Resources:** There are two estuary systems within the Clatsop Plains:



***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 growth 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 Engineers, 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 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.

***Necanicum Estuary***

The Necanicum Estuary is located in the cities of Seaside and Gearhart and within unincorporated Clatsop 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.

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 as part of the update of Goals 16 (Estuarine Resources) and Goal 17 (Coastal Shorelands).

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.

### **Purpose of the Clatsop Plains Community Plan**

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 commercial, industrial and urban or suburban type development. The choices made in the use of land have consequences and impacts that may reverberate for generations. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

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.

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 Clatsop Plains Community Plan builds upon the work of the countywide Comprehensive Plan by identifying trends and issues specific to the planning area and developing policies to address those concerns. For example, Clatsop County has taken an exception to the Statewide Planning Goal 3: Agricultural Lands and to a portion of Statewide Planning Goal 18: Beaches and Dunes 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.

The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and



standards, developed in accord with Goal 1 and public input, that are intended to be used in making specific decisions about present and future land use, along with various maps. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard to the proposed project. A proposed development must be consistent with both the county’s Comprehensive Plan, applicable community plan, and development standards in order to achieve the vision outlined in these foundational documents.

### Review and Update

The original Clatsop Plains Community Plain was adopted on November 21, 1979 (Ordinance 79-10). Since its original adoption, 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: Areas Subject to Natural Hazards and Goal 18: Beaches and Dunes
- **Ordinance 12-11:** Amendments documenting a Goal 11 Exception (Public Facilities and Services) to allow the City of Warrenton to extend sewer services to Shoreline Estates Subdivision near Cullaby Lake. The exception was required to address a public health issued related to the Shoreline Sanitary District’s sewer plant.
- **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:

- Fort Stevens Master Plan (2001)

- Fort Stevens State Park Historic Fort Area – Site Development Plan (2001)
- Oregon Solutions Clatsop Plains Elk Project Declaration of Cooperation (2021)

**History of the Clatsop Plains Planning Area**

*First Peoples*

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. 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 along the Pacific sea coast. 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.

Despite bombardment by the Hudson’s Bay Company of one of their most important villages, Neahkeluc (now underneath the former U. S. Coast Guard Station of Point Adams), 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 (NCLC) 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 conversations with tribal members for about three years to explore options for how the Conservancy might help the CIN 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 local federally-recognized tribes are the Confederated Tribes of the Grande Ronde and the Confederated Tribes of Siletz Indians.

*European Settlement*

The geographic location and the physical environment of the Clatsop Plains provided the setting for one of the earliest pioneer settlements in Oregon. The rolling hills, combined 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. The same accounts, however, 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.

One of the most significant Euro-American historical events to occur on the Clatsop Plains 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 fundraising 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.

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. During this time, the Roosevelt Coast Military Highway from Astoria to California was also completed. This road 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.

For many decades, the Clatsop Plains was primarily an agricultural area. Development has mostly occurred 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 increased sales of agricultural land as grazing areas and farms are converted to residential use.

## CRITICAL 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 4 and 5 show the locations of geologic and flood hazards in the Clatsop Plains.

### BEACH ACCRETION AND EROSION

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. While accretion continues to occur in the Clatsop Plains Planning Area, this process could be reversed during the 20-year planning horizon by storms or sea level rise.

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.

### 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 resource-based 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, a high percentage of lands with compressible soils are designated for farm or forest use or are zoned Lake and Wetlands, limiting the development potential of these properties.

**FLOODING**

Several areas of the Clatsop Plains are subject to a seasonal high water table. Areas along the beaches and estuaries are also subject to flooding from high storm tides or tsunamis.

**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 only come to be more fully 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 an estimated \$25 million in damage. In Oregon, widespread damage was observed, including injuries in Astoria. This event, along with the Alaska earthquake of 1964 and its resulting tsunami that impacted the Oregon coast, was a major catalyst for the scientists in the field of seismic study. Emerging tools led to the discovery of the Cascadia subduction zone and arrangement of plates in the Pacific Northwest, and to the development of 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. By 1991, the Oregon Seismic Safety Policy Advisory Commission (OSSPAC), or Earthquake Commission, was formed as a result of Senate Bill 96, spurring regional partnerships with other states and scientists, and support for seismic safety standards in State building codes.

***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 Cascadia Subduction Zone (CSZ) Magnitude 9.0 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 liquefaction and landslides, communities and structures on higher ground will likely be “islands” disconnected from other communities by severed transportation routes.

**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. Within the Clatsop Plains Planning Area, the City of Seaside is the most vulnerable 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 tabled the item 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

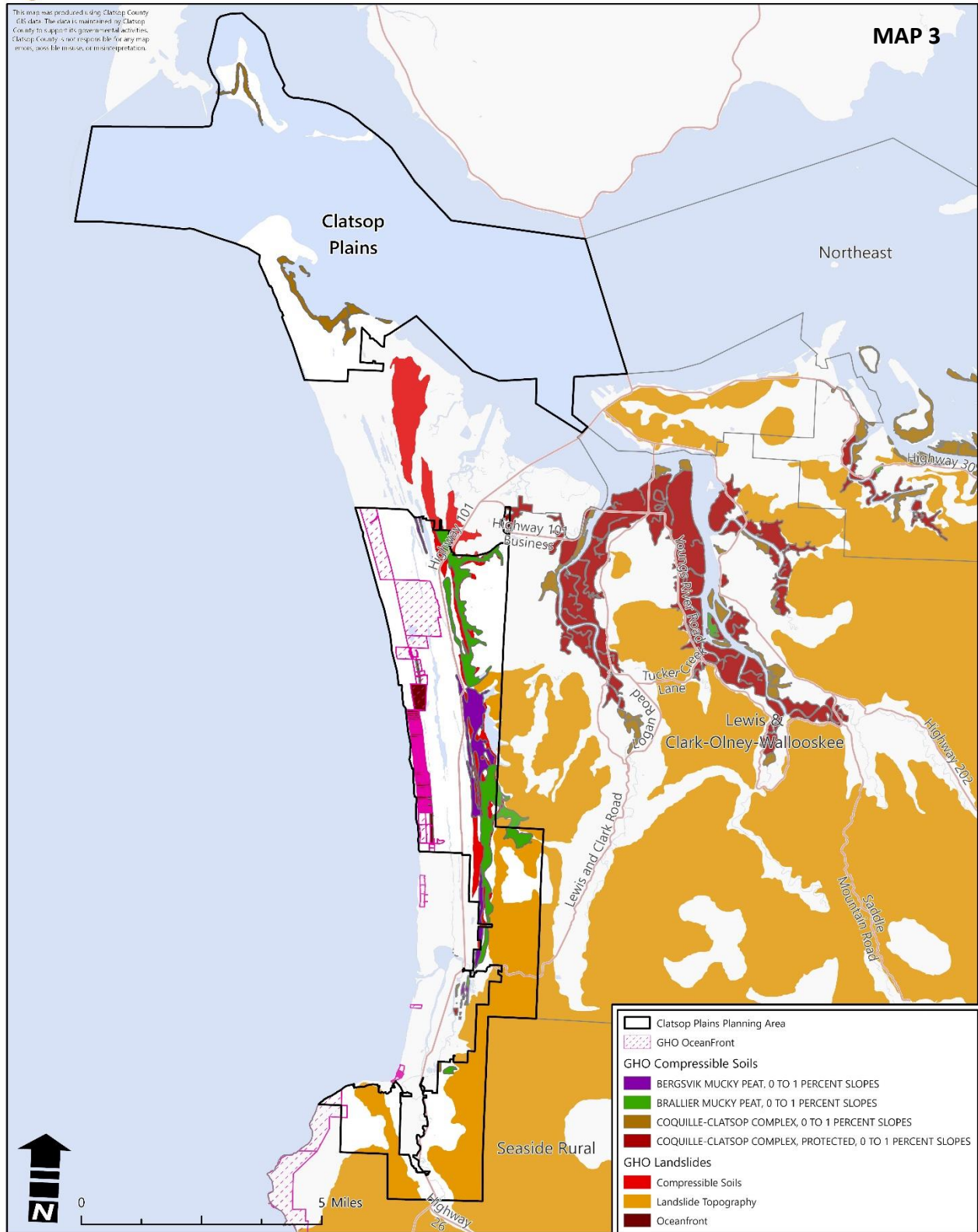


# Clatsop Plains Planning Area (Geologic Hazards Overlay)

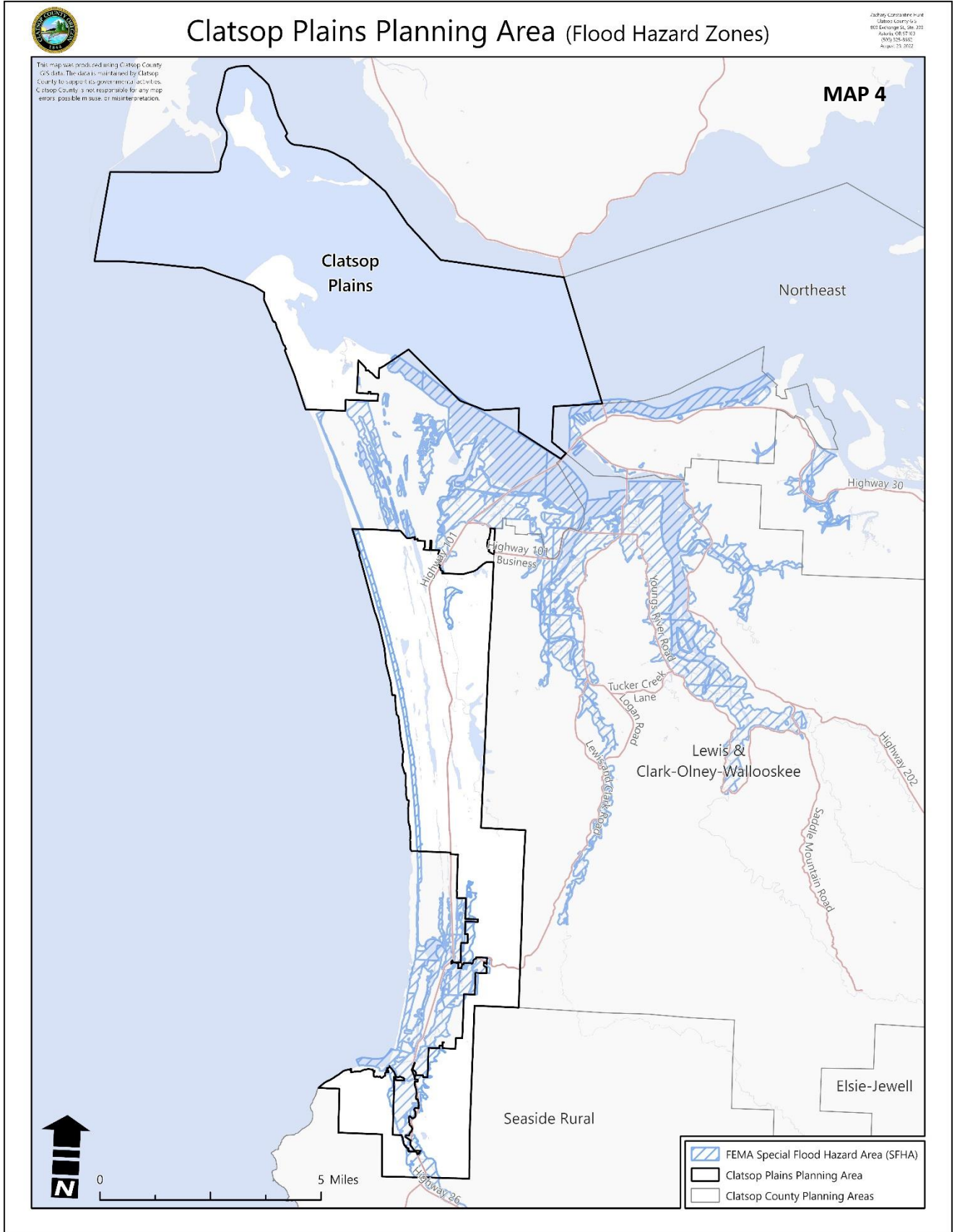
Zachary Constantine, Inc.  
 Clatsop County GIS  
 805 Buchanan St., Ste. 100  
 Astoria, OR 97103  
 503.325.8822  
 August 22, 2022

This map was produced using Clatsop County GIS data. The data is maintained by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, omissions or misinterpretation.

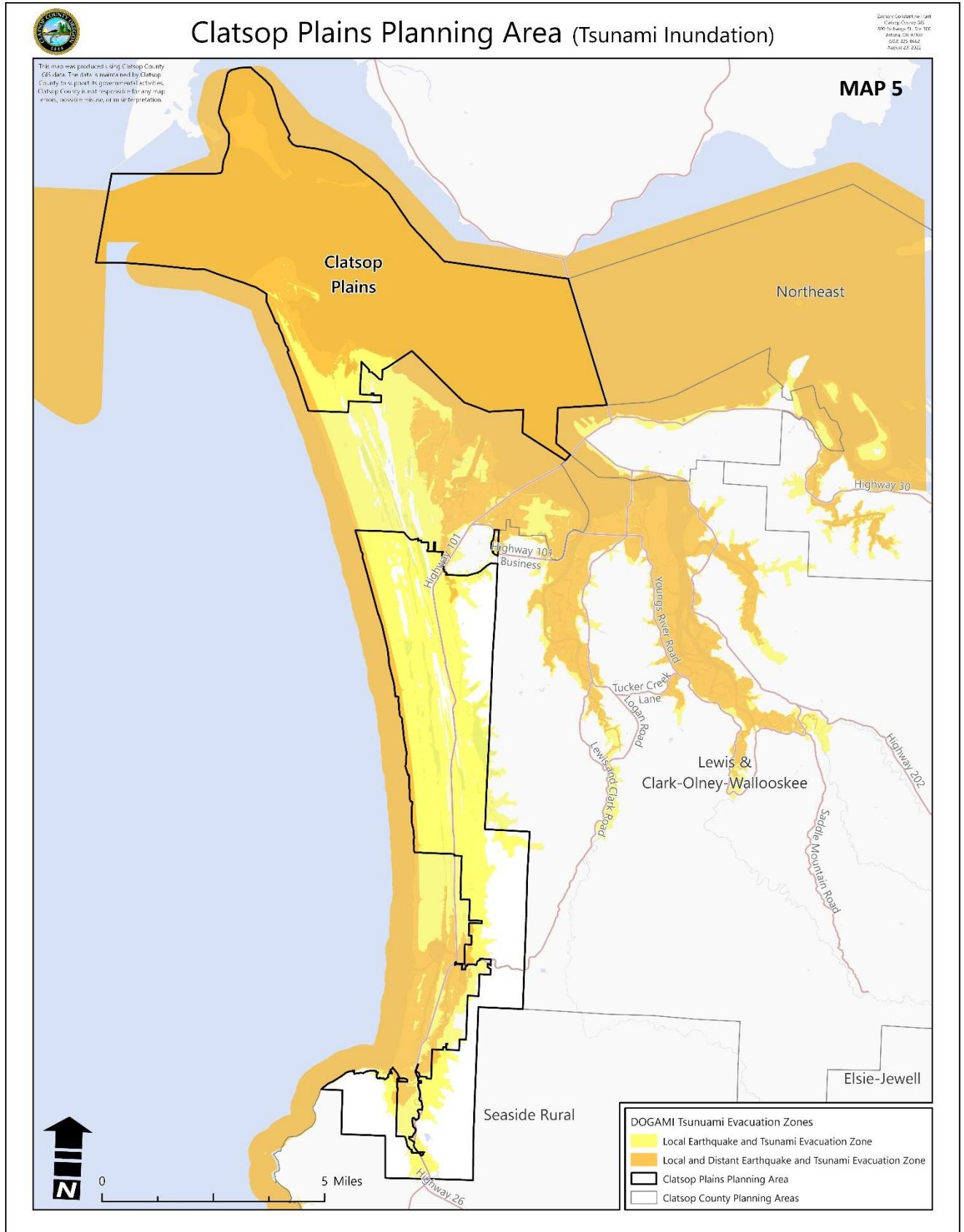
MAP 3











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

***Tsunami Evacuation Facilities Improvement Plan (TEFIP)***

On June 8, 2022, the County adopted 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.

## **PUBLIC FACILITIES AND SERVICES**

### **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 5<sup>th</sup> Street. The plant staff also operate 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 upgraded in 2001 by the addition of a high-intently, 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 averaging 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 drain 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 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: Public Facilities and Services 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:

---

## CLATSOP PLAINS COMMUNITY PLAN 2040 – DRAFT 10

- City of Warrenton
- City of Gearhart
- Camp Rilea
- Sunset Lake RV Park
- City of Seaside
- 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 Clatsop Plains Planning Area. 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.

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

**CLATSOP PLAINS COMMUNITY PLAN 2040 – DRAFT 10**

- 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.

<b>TABLE 1: CLATSOP PLAINS PLANNING AREA - DRINKING WATER SYSTEMS</b>					
<b>System</b>	<b>Number of Connections</b>	<b>Estimated Total Population Served</b>	<b>Existing Source and Water Rights</b>	<b>System Size (Range of Connections)</b>	<b>Current Violations</b>
<b>Camp Rilea</b>	75	136	Groundwater	Data Not Available	None
<b>Gearhart Water Department</b>	1,580	1,465	Groundwater Purchased surface water System interties with Warrenton and Seaside	Large: 300+ Connections	None
<b>Seaside Water Department</b>	3,746	6,400	Surface water	Large: 300+ Connections	None
<b>Sunset Lake RV Park</b>	100	170	Groundwater	Small: 1-299	Yes
<b>Stanley Acres Water Association</b>	112	315	Surface water Purchased surface water City of Seaside	Small: 1-299	None

TABLE 1: 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
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**

There are 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 upgrade projects. 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 2: 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
<b>Grades</b>	K-5	6-8	9-12	K-5	K-8	9-12
<b>Enrollment</b>	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 and 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 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.

## TRANSPORTATION

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 (AADT) counts 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 updated. It is likely, however, that 2021 traffic volumes will have increased to at least 2019 levels.

The Oregon Department of Transportation (ODOT) typically collects traffic counts on one third of State Highways every year and adjusts them to AADT. AADT is the total traffic for the year divided by 365 days (or 366 days in a leap year. Readers of this plan should note that the numbers in Table 1 are only averages and that special events or seasonal fluctuations may increase traffic volume on these road segments above the average established by ODOT.



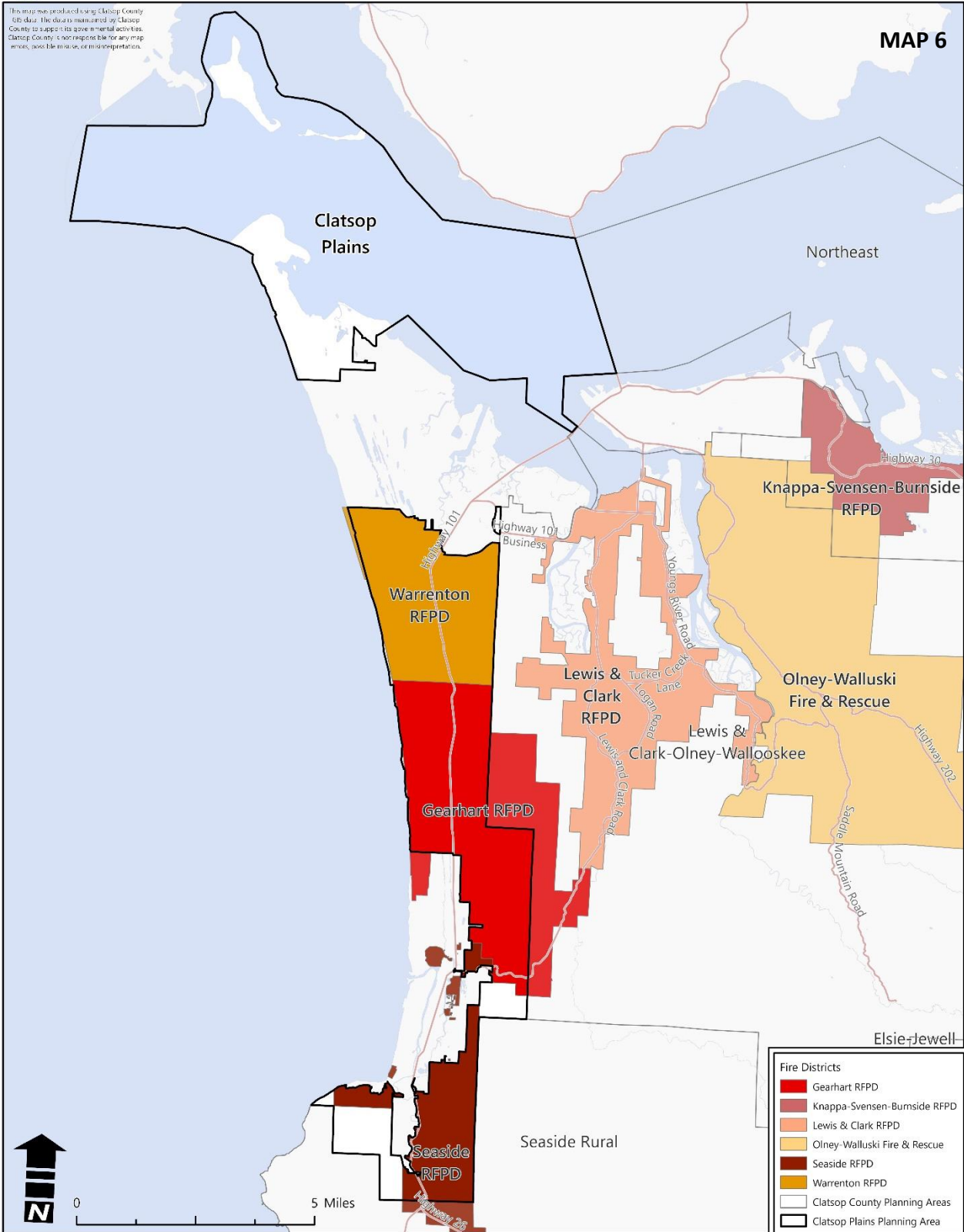


# Clatsop Plains Planning Area (Rural Fire Protection Districts)

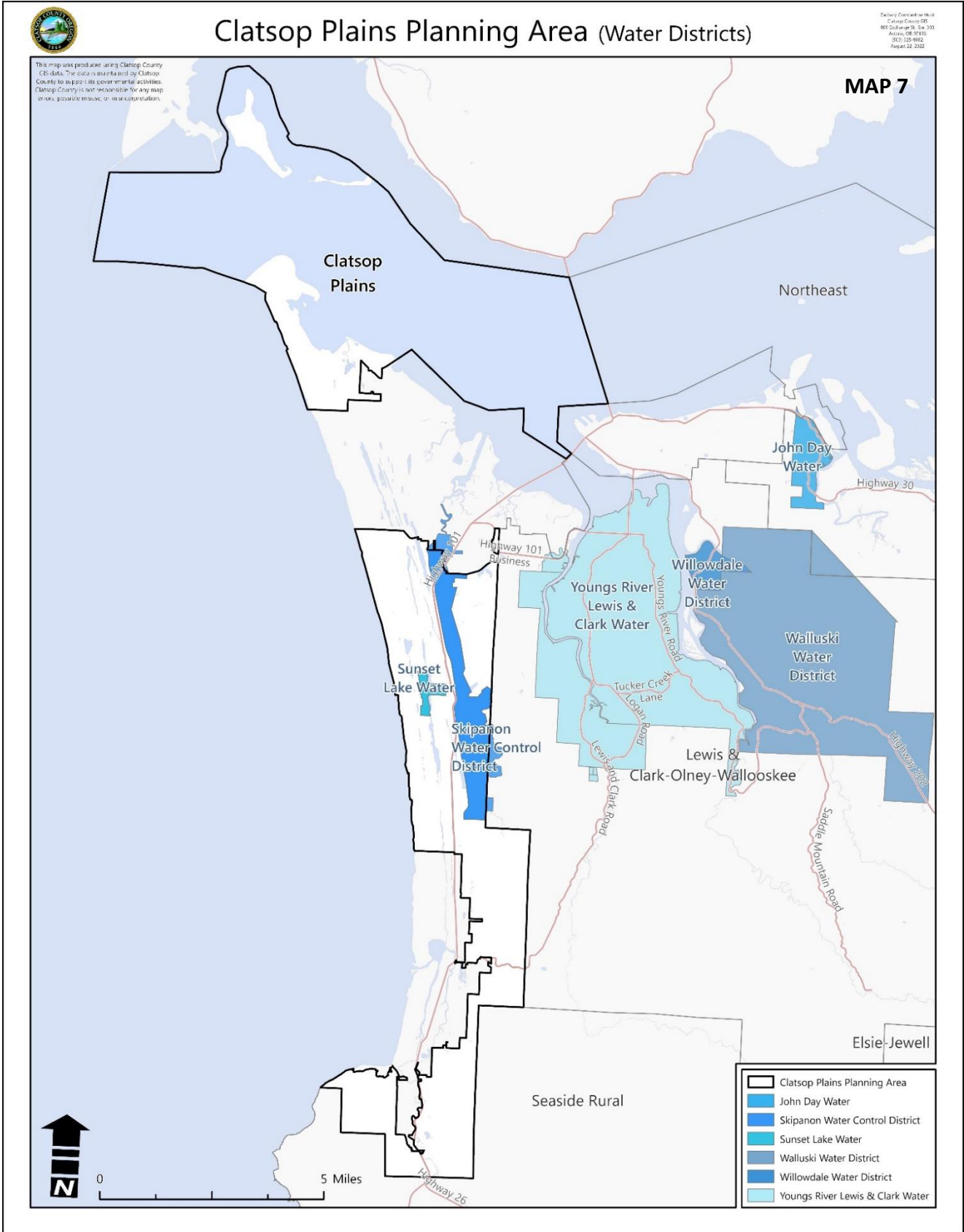
Clatsop County GIS Unit  
 1000 Commercial St., SE  
 Astoria, OR 97103  
 503.325.4622  
 August 23, 2022

MAP 6

This map was produced using Clatsop County GIS data. The data is maintained by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, omissions, or misrepresentation.



Fire Districts	
<span style="color: red;">■</span>	Gearhart RFPD
<span style="color: darkred;">■</span>	Knappa-Svensen-Burnside RFPD
<span style="color: orange;">■</span>	Lewis & Clark RFPD
<span style="color: lightorange;">■</span>	Olney-Walluski Fire & Rescue
<span style="color: darkorange;">■</span>	Seaside RFPD
<span style="color: yelloworange;">■</span>	Warrenton RFPD
<span style="border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span>	Clatsop County Planning Areas
<span style="border: 2px solid black; display: inline-block; width: 10px; height: 10px;"></span>	Clatsop Plains Planning Area



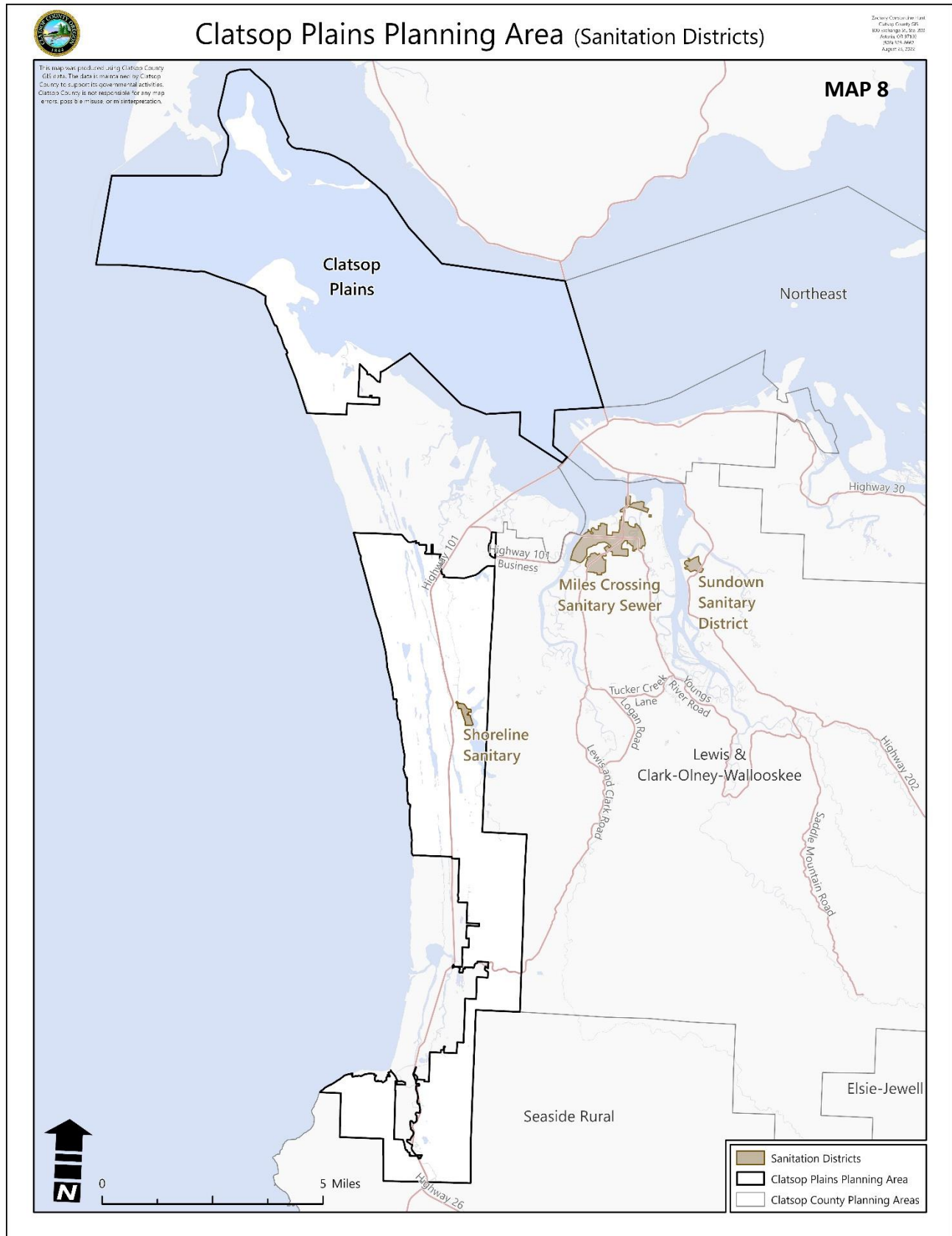


TABLE 3: U.S. HIGHWAY 101 TRAFFIC VOLUMES (2018-2020)			
ROAD SEGMENT	AADT*		
	2020	2019	2018
Astoria City Limits / Youngs Bay Bridge	18,856	20,900	20,500
Warrenton South City Limits	12,117	13,400	13,200
Gearhart – 0.02 Miles South of Pacific Way	15,666	17,400	17,000
Gearhart – Neawanna Creek Bridge	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

**Highways**

Roads within the County maintenance system are generally two lanes and uncongested. Most of the driving in the planning area, however, 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. Traffic conflicts at the intersection of U.S. Highway 101 and Patriot Way, the entrance to Camp Rilea, have been addressed by the Oregon Department of Transportation (ODOT), which recently completed improvements to the intersection of Perkins Lane and Highway 101 to increase safety at this intersection

***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***

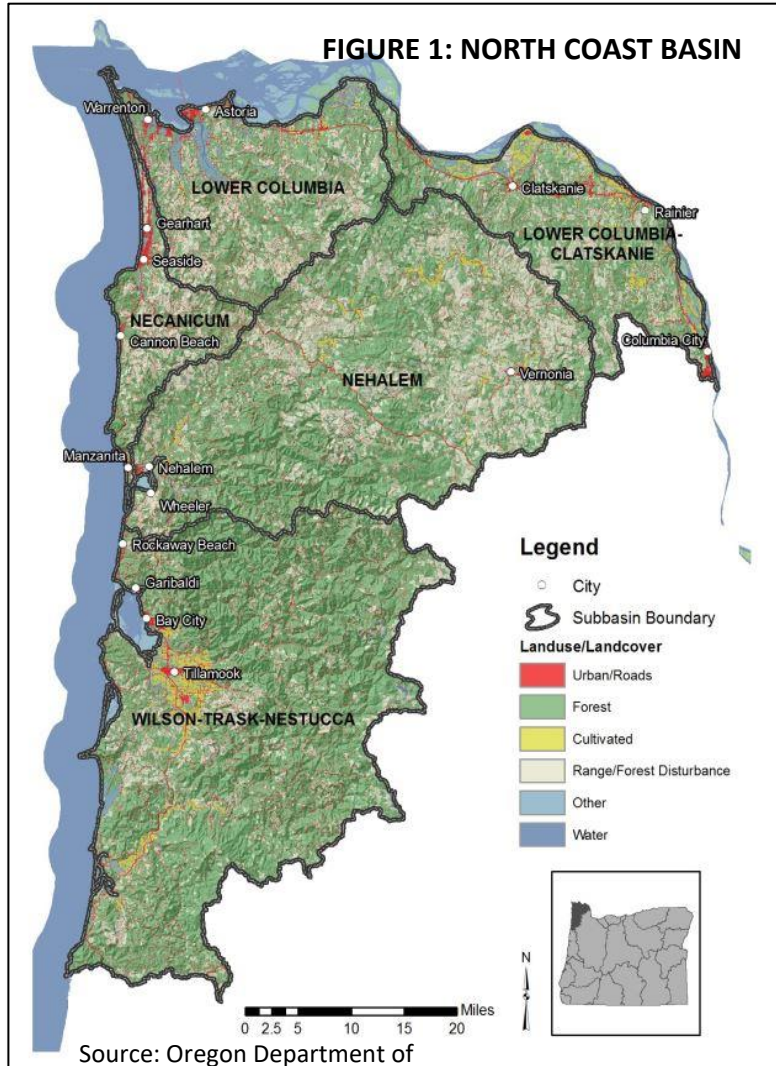
The Seaside Airport, which was operated by the State of Oregon until 1990, is the only airport in the planning area. In 1990, the airport was deeded to the City of Seaside with the condition that it be kept open and operating as an airport for at least 20 years. Since 2003, the City has made over \$1 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 12,500 pounds. 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.

**WATER QUANTITY AND QUALITY**

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





Two of the watersheds drain to the Columbia River:

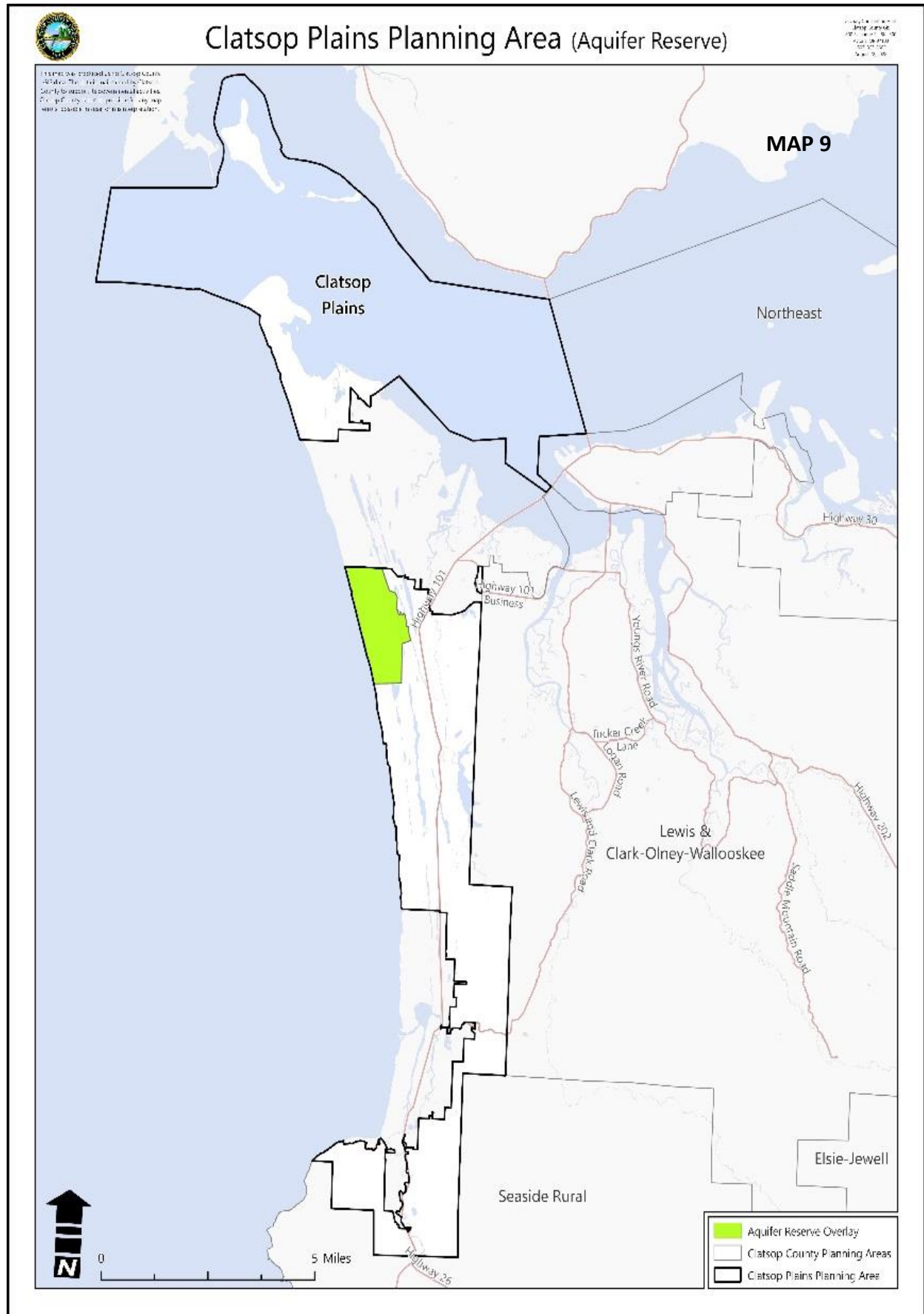
- Lower Columbia
- Lower Columbia-Clatskanie

As noted in the currently-adopted Clatsop Plains Community Plan, water quality issues have been an ongoing concern in this planning area. This included a moratorium from 1977 through 1982 that restricted, and eventually prohibited, development that utilized onsite waste disposal systems.

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 (**Map 9**). 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.

In Oregon, the Department of Environmental Quality (DEQ) has the primary responsibility for groundwater protection. DEQ, in coordination with the Oregon Health Authority 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 easternmost well (Well Log CLAT 50230) measures groundwater levels. The three westernmost wells (are inactive water level observation wells).

Camp Rilea Armed Forces Training Center, comprised of approximately 1,870 acres, provides both military and civilian users a training location and facilities such as firing ranges and barracks. The facility consists of the cantonment area and armory (450 acres), training and range areas (1,400 acres), and a wastewater treatment



facility with two sewage lagoons adjacent to a spray irrigation area (20 acres). (Source: *Final Site Inspection Quality Assurance Project Plan Addendum Camp Rilea Warrenton, Oregon* October 2021, AECOM). Camp Rilea is situated above the Pacific Northwest basin-fill aquifer, characterized as a sand and gravel aquifer at or near the land surface. Camp Rilea obtains drinking water from two onsite wells located in the central/western portion of the facility. These wells were installed in 2011.

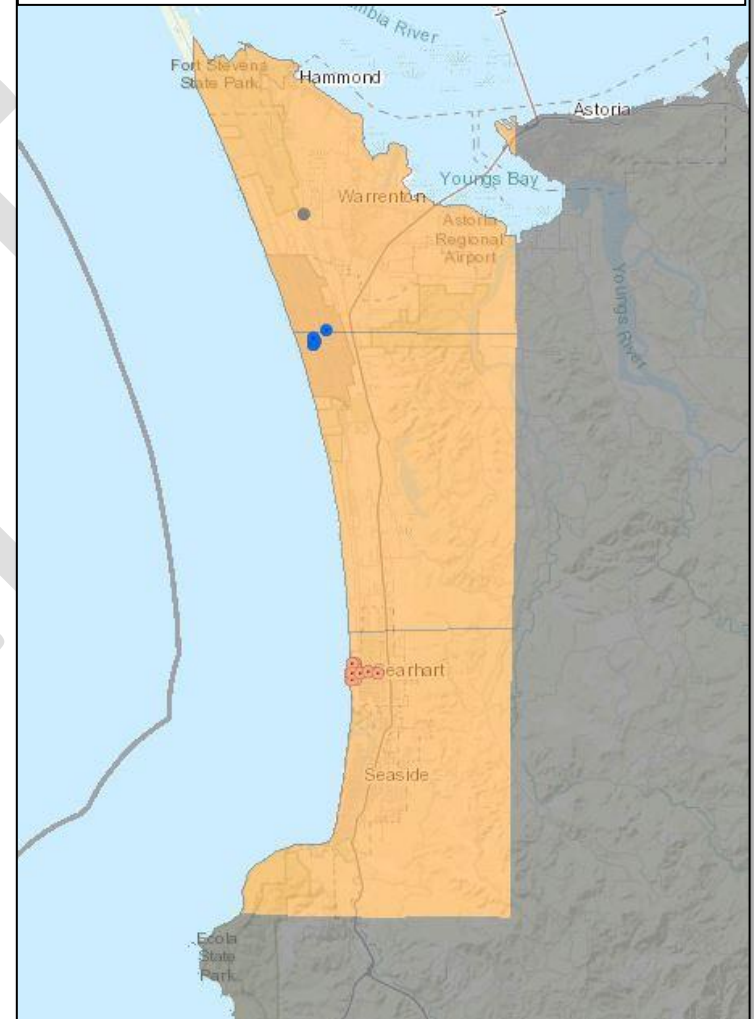
The Oregon Water Resources Department has also identified a portion of the Clatsop Plains planning area where limited groundwater yield has been noted as a groundwater resource concern (**Figure 2**).

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

It should also be noted 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.

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. It is possible that within the 20-year horizon of this community plan that 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.

**FIGURE 2: AREA OF LIMITED GROUNDWATER YIELD**



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



## 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

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. 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.

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.

### 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.

## OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS

### 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.

Clatsop County has historically had a strong tourism base. Per information from Travel Oregon, in 2019 local recreationists and visitors spent \$785 million on outdoor recreation in Clatsop County. Many of those visitors are drawn by Goal 5 resources (Natural Resources, Scenic and Historic Areas, and Open Spaces), 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.

One of the highest priorities for the Clatsop Plains Planning Area has been the importance of maintaining the semi-rural character of the Clatsop Plains and to preserve large amounts of open space. Open space can exist through a wide variety of different land uses as shown by the following categories:

#### CATEGORIES

Resource management  
Preservation  
Recreation  
Scenic/buffer

#### EXAMPLES

Forest/farm lands  
Aquifer recharge, historic, cultural, fish and wildlife areas  
Fort Stevens State Park  
Open space in subdivisions

**Map 10** shows the location of open spaces within the planning area. **Map 11** identifies the Clatsop Plains Scenic Area.

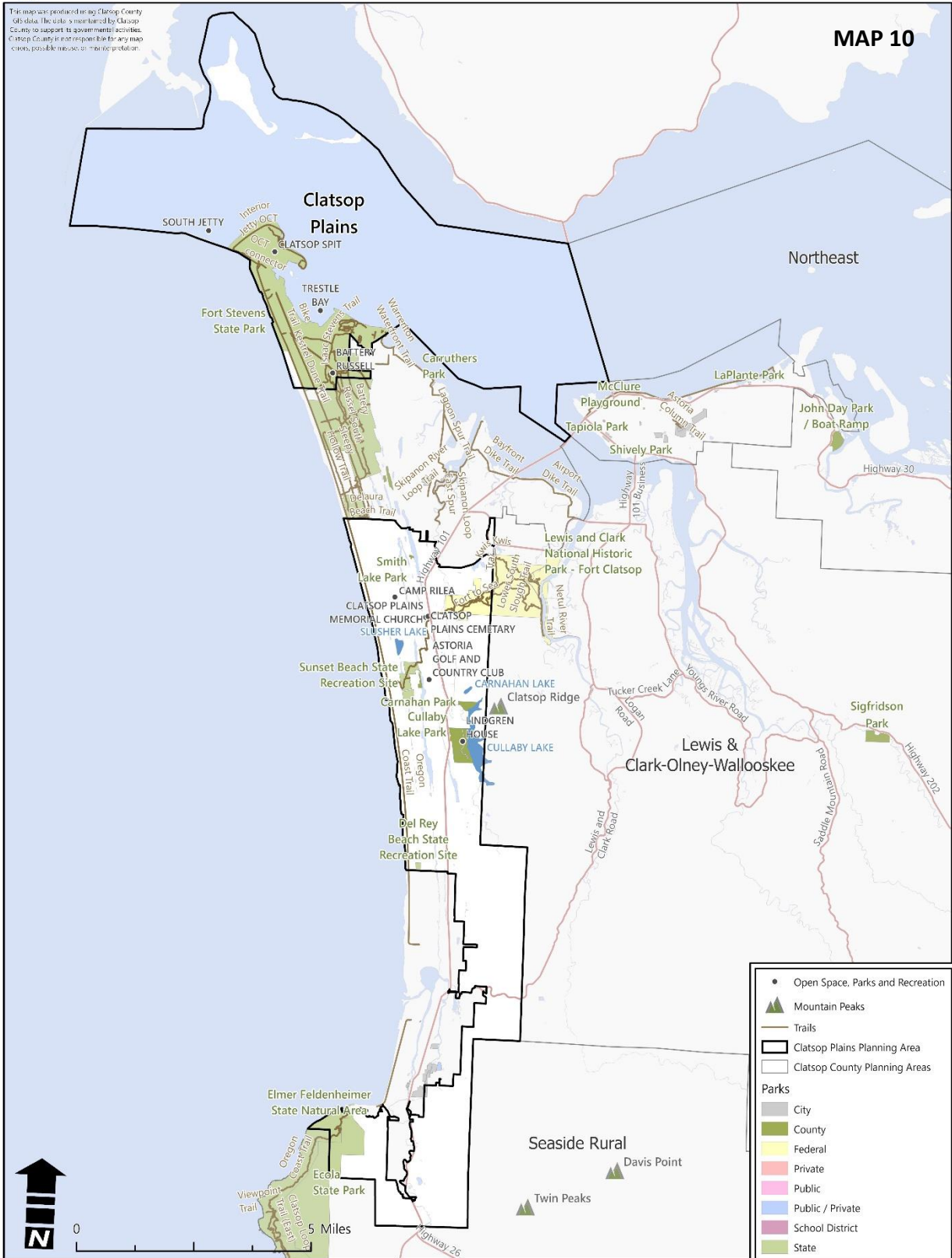


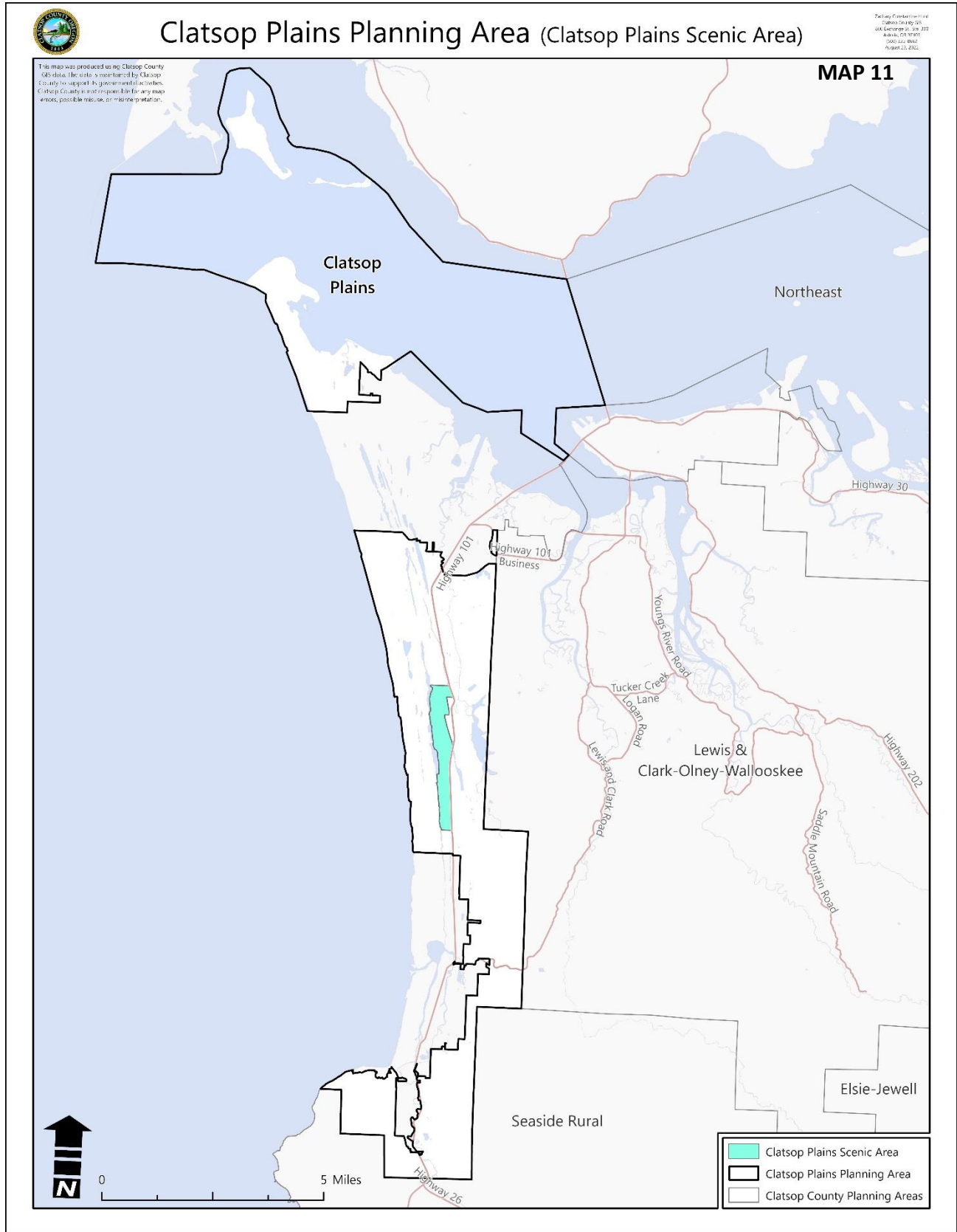
# Clatsop Plains Planning Area (Open Space, Parks and Recreation)

Zachary Covert/Map 10  
 Tishon County GIS  
 AMW/MapInfo 10.423  
 Astoria, OR 97103  
 503.325.8867  
 August 21, 2009

This map was prepared for the Clatsop County GIS data. The data is provided by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, possible omissions or misinterpretation.

**MAP 10**





**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, 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 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 Clatsop Plains has large blocks of land in both public and private ownership which have 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.

Roosevelt elk are not the only species to be affected by habitat loss. The Oregon silverspot butterfly utilizes salt-spray meadows as a primary habitat. The butterflies also depend upon two very specific species of violets – the early blue and the western blue – as host

plants. Habitat loss due to coastal development has impacted the silverspot butterfly population in Clatsop County. The Western Snowy Plover utilizes sandy and sparsely-vegetated shoreline areas above the high tide line for nesting. Snowy Plovers require suitable habitat free from invasive European beach grass in an area relatively free of ground or avian predators. Impacts from development, including the introduction of European beach grass has reduced successful breeding of this species.

Due to the limited availability of public transit within Clatsop County and connections to adjacent counties, few viable transportation 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, not all of those options have yet been implemented.

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

**Recreation - Parks**

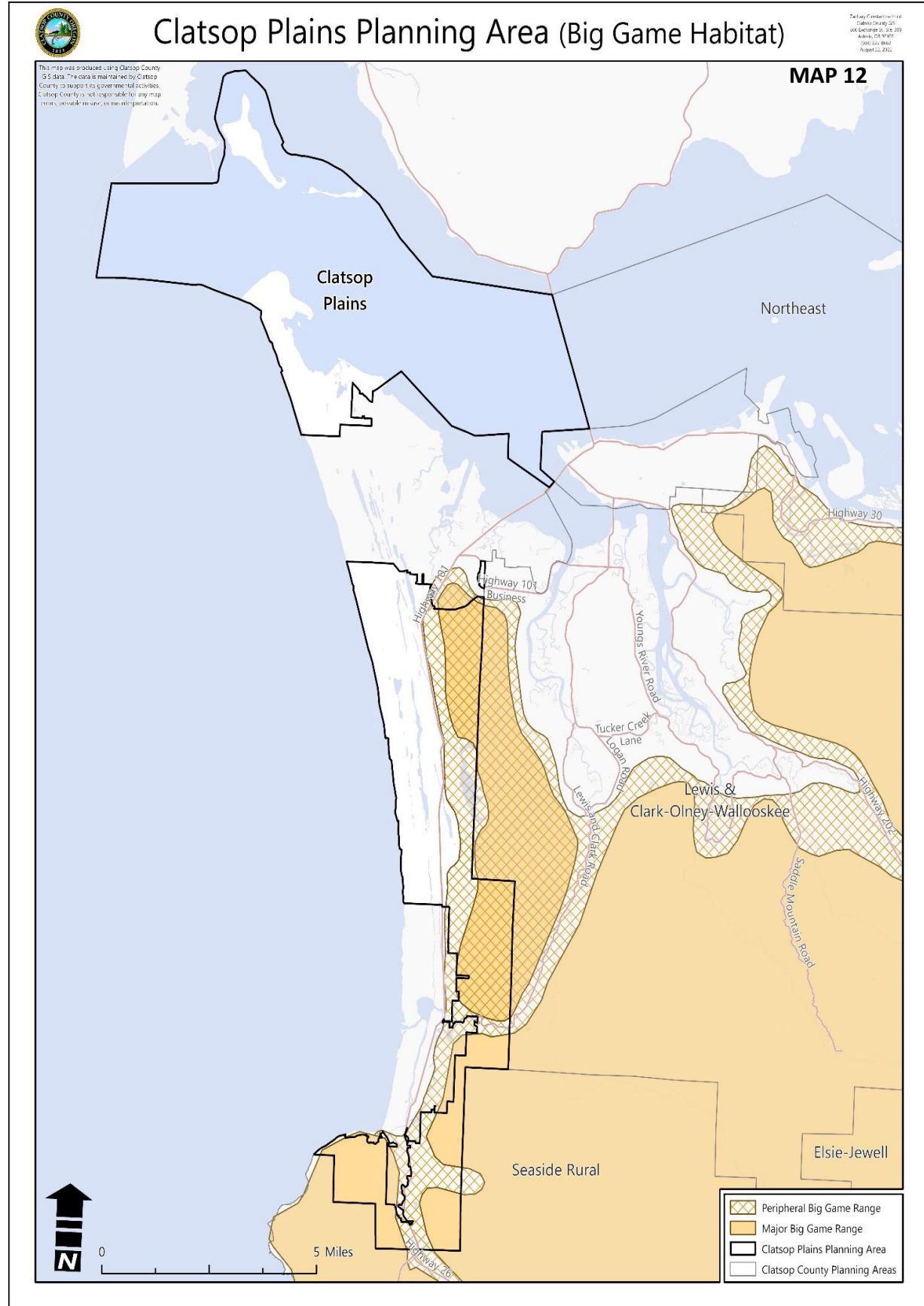
Within this planning area, there is one national historic park (Lewis and Clark National Historic Park) and three State parks (Fort Stevens, Ecola and Elmer Feldenheimer State Natural Area).

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.

The originally-adopted Clatsop Plains Community Plan included 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. The zone change, however, was never completed. Discussion with Oregon Parks and Recreation Department (OPRD) staff as part of this update concluded with OPRD requesting that PMP zoning not be applied to the park.

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.

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 a 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**

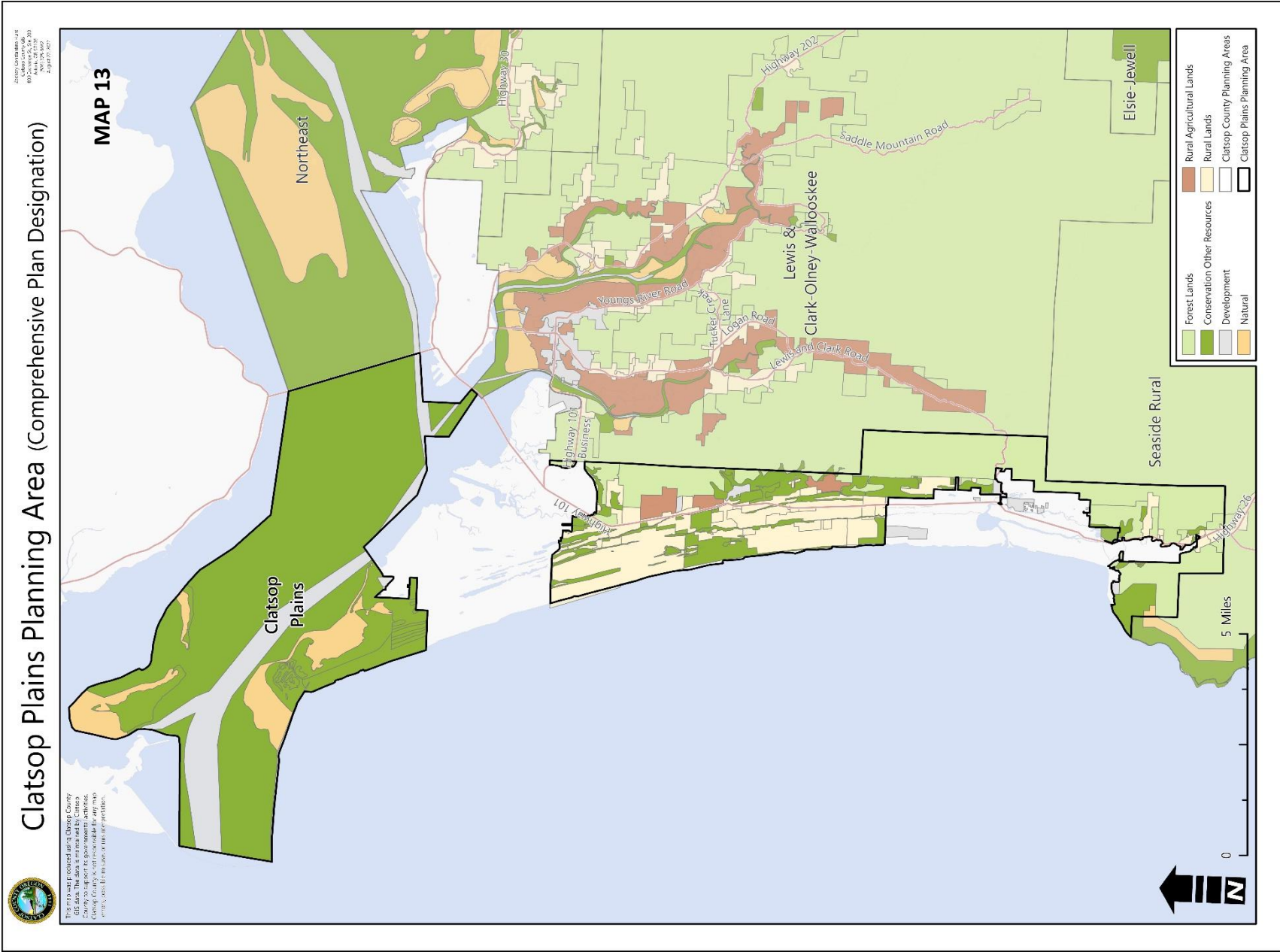
Forest, agricultural, natural and recreational areas play one part of the role in preserving the rural character of the Clatsop Plains. Another aspect of rural living is the open spaces between development and different land uses. In order to preserve the semi-rural character of the Clatsop Plains, both 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.

## DEVELOPMENT PATTERNS

***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.

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. **Map 13** details the land use designations assigned within the Clatsop Plains Planning Area. Detailed zoning maps can be located on the Clatsop County [website](#).



## 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 1979, 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.

In recent decades, partially due to the construction of the South Jetty at 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 enhance views or to allow the subdivision of accreted land in order to create additional residential lots. It should be noted that dune grading policies are established in Goal 18: Beaches and Dunes and those policies are implemented through standards and regulations in the Clatsop County *Land and Water Development and Use Code* (LAWDUC). Per ORS 390.615, ownership of the shore of the Pacific Ocean between ordinary high tide and extreme low tide is vested in the State of Oregon. As noted by the Oregon Climate Change Research Institute (OCCRI) 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 impacts to people and property from coastal erosion and sea level rise.

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:

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:

---

## CLATSOP PLAINS COMMUNITY PLAN 2040 – DRAFT 10

- 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. 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 reflected 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 sale price in July 2022 in Clatsop County was \$603,000.

## GOALS, OBJECTIVES AND POLICIES

### CLATSOP PLAINS PLANNING AREA GOALS

**GOAL 1:** The Clatsop Plains Community Plan shall provide for planned and orderly growth of the Clatsop Plains planning area.

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.

**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.

### GENERAL DEVELOPMENT POLICIES

- Policy A:** Consistent with Statewide Planning Goal 14: Urbanization, new residential, commercial, and industrial development should occur within Urban Growth Boundaries.
- Policy B:** Residential, commercial and industrial development within the Clatsop Plains Planning Area shall be directed away from those areas designated FOREST LANDS, RURAL AGRICULTURE LANDS, CONSERVATION OTHER RESOURCES, and NATURAL.

---

## CLATSOP PLAINS COMMUNITY PLAN 2040 – DRAFT 10

- Policy C:** The County will continue to 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:** The County shall consider the adequacy of water, sewer, fire protection and other public services when reviewing applications for commercial development in the Clatsop Plains

## COASTAL SHORELANDS AND OTHER SHORELANDS POLICIES

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

- Policy A:** Within the Clatsop Plains Planning Area, shorelands in Rural areas may be used to fulfill the open space requirements in subdivisions and planned developments.
- Policy B:** The County may participate in a study to determine a means to remove non-native vegetation in the various lakes within the Clatsop Plains. A study may be required due to the hazards to recreational use of water bodies caused by invasive species.

## BEACHES AND DUNES POLICIES

The following are in addition to those found in Goal 18: Beaches and Dunes Element:

- Policy A:** The County may participate in studies designed to increase scientific knowledge about the processes that have shaped and will continue to shape the dunes of the Clatsop Plains.

## FORT STEVENS STATE PARK SUBAREA POLICIES

- Policy A:** The County may coordinate 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.*

## CLATSOP PLAINS AQUIFER POLICIES

- Policy A:** Land use actions (i.e. Comprehensive Plan changes, zone changes, subdivisions, partitions, planned developments, and conditional use permits) within the Clatsop Plains Planning Area shall be reviewed 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 should periodically 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:** Clatsop County may partner with Oregon Department of Environmental Quality (DEQ) and the Oregon Water Resources Department (OWRD) or appropriate agencies or consulting firm, complete a water assessment study in Clatsop Plains to analyze groundwater quality and quantity and prepare projections for future use.
- Policy D:** If a groundwater quality and quantity assessment is completed, the County should coordinate with appropriate state agencies and local jurisdictions to develop a water management program that is consistent with the water-budget equation for the Clatsop Plains.

## PUBLIC FACILITIES AND SERVICES POLICIES

- Policy A:** The County may collaborate with local residents as well as the Rural Fire Protection Districts to examine the various methods available to improve fire protection.
- Policy B:** The County may coordinate with Rural Fire Protection Districts to require subdivisions and planned developments to

dedicate a site, funds, and/or construction materials for an additional fire station in the Clatsop Plains.

## TRANSPORTATION POLICIES

It is the County's intent to develop a system of collectors, frontage roads and common access points within the Clatsop Plains Planning Area to solve the problems that many access points create along U.S. 101.

**Policy A:** Clatsop County may coordinate with the Oregon Department of Transportation to conduct a study of the Clatsop Plains to analyze access points and access control and to establish design standards for collectors and frontage roads.

## HISTORIC AREAS POLICIES

**Policy A:** The County may work with the Clatsop County Historical Society, local Native American tribes and other historic preservation organizations to identify and protect important local historical and archeological sites within the Clatsop Plains Planning Area.

**Policy B:** The County should develop clear and objective standards to ensure compatibility for new development on property near or adjacent to important historical or archeological sites.

## 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:** The County may coordinate with the Oregon Department of Fish and Wildlife (ODFW) to provide a natural waterway between Cullaby Lake to the adjacent drainage canal such that salmonids and lampreys can ascend it without the need of a fish ladder.

**Policy B:** The County should, 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 County may encourage the continued public and non-profit ownership of the dune area west of Sunset Lake and the land northeast of Camp Rilea.
- Policy C:** Clatsop County and the Oregon Parks and Recreation Department shall work together to implement the Fort Stevens State Park Plan.
- Policy D:** Clatsop County may 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/ Fort Stevens to the existing Fort-to-Sea Trail, and to address trail gaps within and adjacent to Camp Rilea.

## SCENIC AREAS GOAL AND POLICIES

### SCENIC AREAS GOAL:

**The County should encourage preservation of important vistas, views of the ocean, and other significant visual features.**

- Policy A:** Sign sizes and numbers of signs shall be regulated by the County’s development standards. No new billboards or other off-premise signs shall be allowed, except on commercial or industrial. 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 B:** 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 within the Clatsop Plains.

## OPEN SPACE POLICIES

- Policy A:** 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.
- Policy B:** The County shall require receiving sites for density transfers to be located outside of the North Clatsop Plains Overlay District.
- Policy C:** The County may coordinate 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.

**Policy D:** The County may explore the feasibility of adopting a Purchase of Development Rights program to protect open space within the Clatsop Plains/North Clatsop Plains Sub-Area.

## LAND USE POLICIES

### LAND USE GOAL:

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

**Policy A:** 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.

**Policy B:** 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.

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

**Policy E:** The County may 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:

Oregon Department of Fish and Wildlife (ODFW)  
Oregon Department of Environmental Quality (DEQ)  
Oregon Department of Agriculture (ODA)

---

**CLATSOP PLAINS COMMUNITY PLAN 2040 – DRAFT 10**

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:**

[Final Site Inspection Quality Assurance Project Plan Addendum Camp Rilea Warrenton, Oregon October 2021, AECOM](#)

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 Plains Environmental Plan (1974)

**BEFORE THE BOARD OF COMMISSIONERS  
FOR THE COUNTY OF CLATSOP**

In the Matter of:

**An Ordinance adopting the Elsie-Jewell Community Plan - 2040.**

**ORDINANCE NO. 24-07**

Doc # \_\_\_\_\_

Recording Date: \_\_\_\_\_

---

RECITALS

WHEREAS, the Oregon State Legislature approved Senate Bill 100 on May 29, 1973, creating the Land Conservation and Development Commission and establishing the foundation for the statewide land planning system; and

WHEREAS, the Board of Clatsop County Commissioners approved Resolution and Order 74-11-4 adopting *A Plan for Land and Water Use Clatsop County, Oregon Phase I*; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 80-07 on July 23, 1980, which amended the Clatsop County Comprehensive Plan by incorporating the Elsie-Jewell Community Plan; and

WHEREAS, the Board of Clatsop County Commissioners approved Ordinance 80-13 on September 30, 1980, amending Resolution and Order 74-11-4 by adopting new background reports and countywide elements into the Comprehensive Plan; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinances 83-17, 84-09, 84-10, and 03-08 amending Ordinance 80-07 (Elsie-Jewell Community Plan); and

WHEREAS, the Board of Clatsop County Commissioners recognizes that the Clatsop County Comprehensive Plan and supporting community plans continue to need periodic revision and amendment; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 23-06 on June 28, 2023, amending Ordinance 80-13; and

WHEREAS, the *Elsie-Jewell Community Plan – 2040* shall be included as an element of the Clatsop County Comprehensive Plan; and

WHEREAS, the Board of Commissioners finds that the *Elsie-Jewell Community Plan – 2040* complies with the Statewide Planning Goals 1-14 and 16-19; and

WHEREAS, the Board of Commissioners further determines that the adoption procedure for this Ordinance amending the Comprehensive Plan complies with Statewide Planning Goal 1 – Citizen Involvement; and

Ordinance 24-07

1<sup>st</sup> Public Hearing: February 14, 2024

2<sup>nd</sup> Public Hearing: February 28, 2024

WHEREAS, the Elsie-Jewell / Seaside Rural Citizen Advisory Committee developed and reviewed these amendments at public meetings conducted on August 13, September 10, October 8, November 12, December 10 and December 16, 2021; and

WHEREAS, the Board of Clatsop County Commissioners reviewed the draft amendments at a work session conducted on November 1, 2023; and

WHEREAS, the Clatsop County Planning Commission held a public hearing on these amendments on January 9, 2024; and

WHEREAS, the Board of Commissioners has received and considered the Planning Commission’s recommendations on these proposed amendments

**THE BOARD OF COMMISSIONERS OF CLATSOP COUNTY ORDAINS AS FOLLOWS:**

**SECTION 1. ADOPTION**

The Board of County Commissioners hereby adopts the *Elsie-Jewell Community Plan - 2040* as shown in Exhibit 1, attached hereto and incorporated herein by this reference. This document replaces Ordinance 80-07 as amended.

**SECTION 2. SEPARABILITY**

The provisions of this ordinance are severable. If any portion of this ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance.

**SECTION 3. CONFORMANCE OF STATE LAW**

This Ordinance shall not substitute for nor eliminate the necessity for conformity with any and all laws or rules of the state of Oregon, or its agencies, or any ordinance, rule, or regulation of Clatsop County.

**SECTION 4. INCONSISTENT PROVISIONS**

This Ordinance shall supersede, control and repeal any inconsistent provision of any County Ordinance as amended or any other regulations made by Clatsop County.

**SECTION 5. APPLICABILITY**

This Ordinance shall apply within the unincorporated areas of Clatsop County but shall not apply within the boundaries of any incorporated City.

**SECTION 6. EFFECTIVE DATE**

This Ordinance shall take effect on the 30<sup>th</sup> day following adoption by the Board of Commissioners as provided in Chapter III, Section 8(B) of the Home Rule Chapter for the Government of Clatsop County.

Approved this \_\_\_\_ day of \_\_\_\_\_, 2024

THE BOARD OF COUNTY COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

By \_\_\_\_\_  
Chair

Date \_\_\_\_\_

By \_\_\_\_\_  
Theresa Dursse, Recording Secretary

First Reading: February 14, 2024

Second Reading: February 28, 2024

Effective Date: March 29, 2024

# EXHIBIT 1

Ordinance 24-07

1<sup>st</sup> Public Hearing: February 14, 2024

2<sup>nd</sup> Public Hearing: February 28, 2024

Agenda Item # 3.

# ELSIE-JEWELL COMMUNITY PLAN



Agenda Item # 3.



**ORDINANCE 24-06  
ADOPTED FEBRUARY 28, 2024**

# ACKNOWLEDGMENTS

## BOARD OF CLATSOP COUNTY COMMISSIONERS

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

## ELSIE-JEWELL CITIZEN ADVISORY COMMITTEE

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

## CLATSOP COUNTY PLANNING COMMISSION

- Chris Farrar, Chair
- Clarke Powers, Vice-Chair
- Cary Johnson
- Jason Kraushaar
- Jeremy Linder
- Michael Magyar
- Katy Pritchard

## FORMER MEMBERS

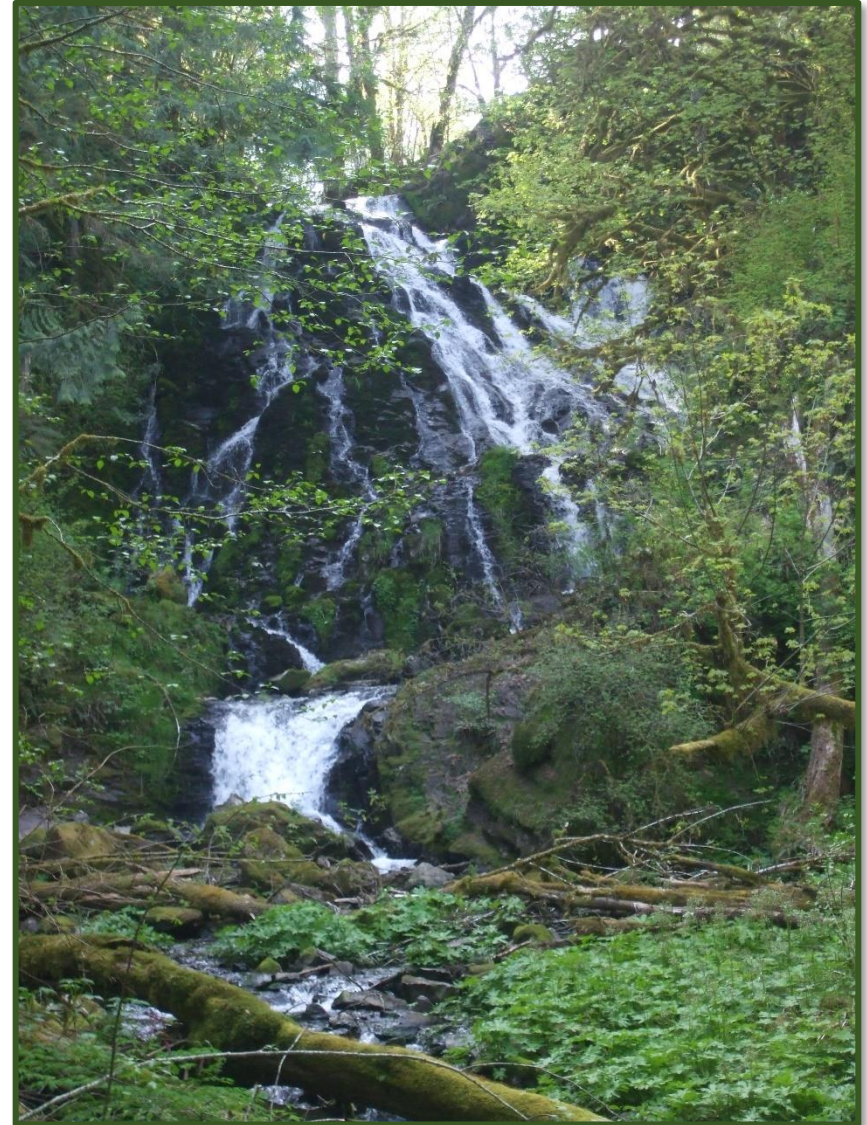
- Nadia Gardner
- John Orr
- Lum Quang
- Robert Stricklin

## COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Anthony Pope, 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**

- Overview of the Elsie-Jewell Planning Area ..... 2
- Landscape Units ..... 2
  - Other Shorelands ..... 2
  - Alluvial Lowlands..... 2
  - Alluvial Terraces ..... 2
  - Coast Range Foothills ..... 2
  - Sedimentary Uplands..... 2
  - Basaltic Highlands ..... 2
- Purpose of the Elsie-Jewell Community Plan..... 4
- Review and Updates ..... 4

**CRITICAL HAZARD AREAS .....5**

- Flood Hazard ..... 5
- Stream and Riverbank Erosion..... 5
- Mass Movement ..... 5
- Rock Fall ..... 6
- Wildfire..... 6
- Tsunami..... 6
- Earthquake / Cascadia Subduction Zone Event ..... 6
- Liquefaction..... 7

**PUBLIC FACILITIES AND SERVICES .....10**

- Sewer Systems ..... 10
- Community Water Systems ..... 10

---

**ELSIE-JEWELL COMMUNITY PLAN 2040 – DRAFT 09**

Schools ..... 11

Fire Protection..... 12

Transportation ..... 12

**NATURAL RESOURCES ..... 16**

Forest Lands ..... 16

Agricultural Lands ..... 16

Water Resources ..... 17

Fish and Wildlife..... 17

**OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS ..... 18**

Open Spaces..... 18

Recreation ..... 18

Historic Resources..... 19

**DEVELOPMENT PATTERNS..... 21**

Housing ..... 23

Land Use Designations ..... 23

**GOALS, OBJECTIVES AND POLICIES ..... 26**

**Index to Maps and Figures**

**MAP 1: Elsie-Jewell Planning Area Location Map..... 1**

**MAP 2: Generalized Landscape Units..... 3**

**MAP 3: Geologic Hazards ..... 8**

**MAP 4: Special Flood Hazard Overlays ..... 9**

**MAP 5: Water Districts..... 13**

**MAP 6: Sewer Districts ..... 13**

---

**ELSIE-JEWELL COMMUNITY PLAN 2040 – DRAFT 09**

**MAP 7: Fire Districts..... 14**

**MAP 8: Open Space, Parks and Recreation..... 20**

**MAP 9: Land Use Designations ..... 22**

**FIGURE 1: North Coast Basin ..... 17**

**TABLE 1: Elsie-Jewell Planning Area – Drinking Water Systems ..... 10**

**TABLE 2: Elsie-Jewell Planning Area – School Systems ..... 11**

**TABLE 3: U.S. Highway 26 Traffic Volumes ..... 15**

**TABLE 4: OR Highway 202 Traffic Volumes ..... 15**

**TABLE 5: OR Highway 103 Traffic Volumes ..... 16**

**TABLE 6: Recreational Facilities ..... 21**

# INTRODUCTION

## Overview

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 at MP 18 and between MP 22-23. 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 2020 Decennial Census placed the population of the Elsie-Jewell Census County Division (CCD) at 1,068, or an increase of 26 residents since 2010. The planning area has approximately 517 households with a median household income of \$55,114.

**Planning Area Demographics and Landscape Units**

**Size:** 178,600 acres  
**Population:** Elsie-Jewell Census County Division – 1,068  
**e911 Address Points:** 710

(Source: 2020 Decennial Census)



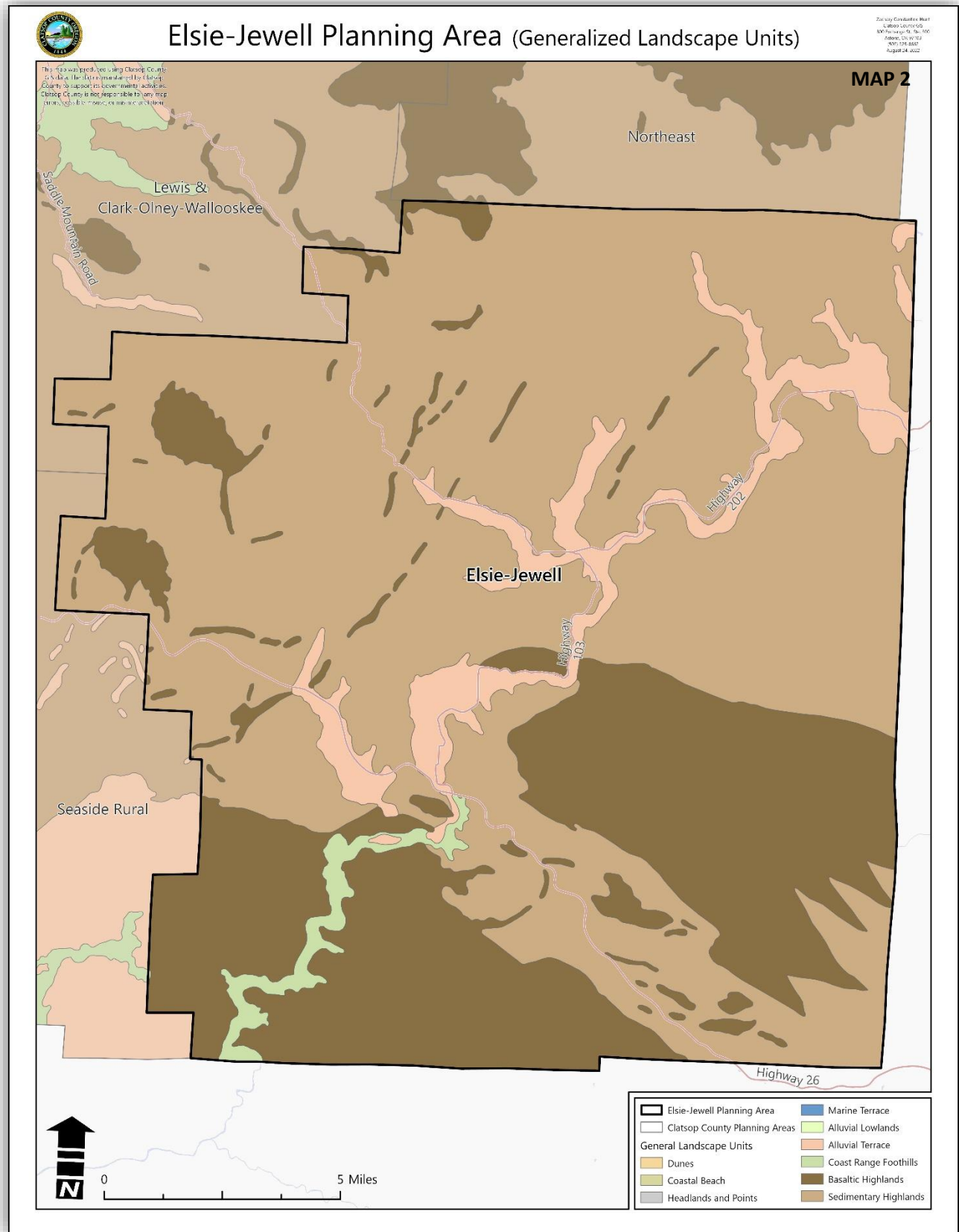


## Landscape Units

The landscape units which occur in the Elsie-Jewell planning area are Other Shorelands, Alluvial Lowlands, Alluvial Terraces, Coast Range Foothills, Sedimentary Uplands and Basaltic Highlands. **Map 2** shows their locations in the Elsie-Jewell planning area.

- **Other 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:** 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.





**Purpose of the Elsie-Jewell Community Plan**

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 commercial, industrial and urban or suburban type development. The choices made in the use of land have consequences and impacts that may reverberate for generations. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

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.

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 Elsie-Jewell Community Plan builds upon the work of the countywide Comprehensive Plan by identifying trends and issues specific to the planning area and developing policies to address those concerns.

The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and standards, developed in accord with Goal 1: Citizen Participation and public input, that are intended to be used in making specific decisions about present and future land use, along with various maps. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard to the proposed project. A proposed development must be consistent with both the county's Comprehensive Plan, applicable community plan, and development standards in order to achieve the vision outlined in these foundational documents.

**Review and Updates:**

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 five other 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, specific to the Elsie-Jewell Planning Area. 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: Areas Subject to Natural Hazards and Goal 18: Beaches and Dunes

## **CRITICAL 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 can 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 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 and washed away two residences, causing a logjam that destroyed the Sha-Ne-Mah bridge.

### **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 acreage is subject to mass movement. While the majority of this 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.

**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. Standards should be developed to require new construction on rural residential lands adjacent to forest resource land 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

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.

**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

---

## ELSIE-JEWELL COMMUNITY PLAN 2040 – DRAFT 09

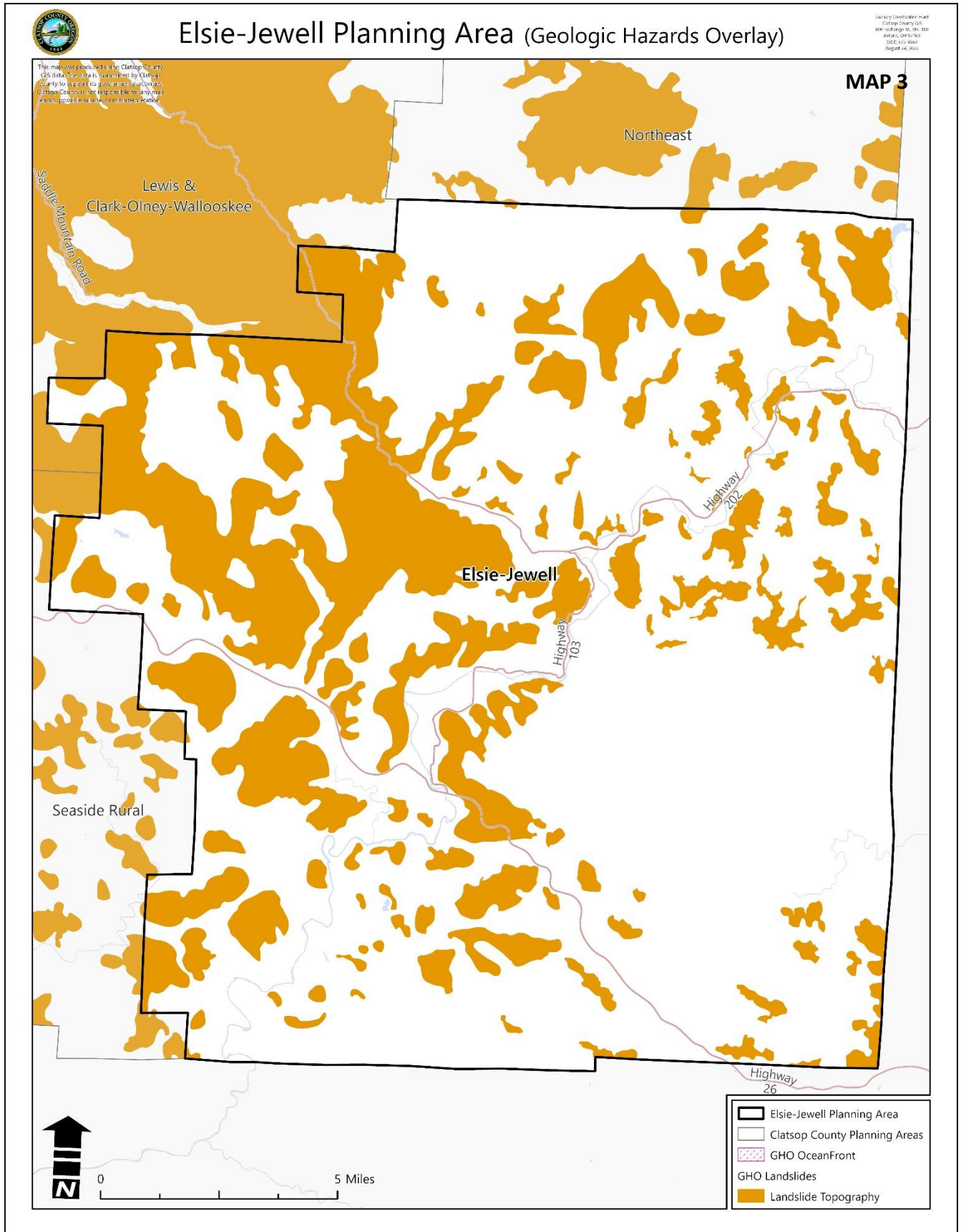
to severely impact the Elsie-Jewell Planning Area. In the event of a CSZ event, this area will be isolated as roads and transportation systems will likely be severely damaged or destroyed. CERT volunteer training should be encouraged and cache areas and assembly points should be identified and developed. 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. This will impact the planning area as these structures and communities will become isolated from resources and emergency assistance.

The various types of hazards within the planning area are shown on **Maps 3 and 4**.









## PUBLIC FACILITIES AND SERVICES

Overarching general information and policies regarding public facilities are included in Goal 11: Public Facilities and Services of the Countywide Comprehensive Plan. The public facilities and services directly serving the Elsie-Jewell Planning Area are further described below.

### 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

There are no municipal sanitation districts within the Elsie-Jewell Planning Area and the majority of developed parcels are served by onsite sewage systems (septic systems).

### COMMUNITY WATER SYSTEMS

Most of the residents 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.

<b>TABLE 1: ELSIE-JEWELL PLANNING AREA - DRINKING WATER SYSTEMS</b>			
<b>System</b>	<b>Number of Connections</b>	<b>Estimated Total Population Served</b>	<b>Existing Source and Water Rights</b>
<b>Camp 18</b>	5	69	Groundwater
<b>Elderberry Nehalem</b>	60	140	Groundwater
<b>Evergreen Acres</b>	47	100	Groundwater
<b>Fishhawk Lake</b>	250	350	Surface Water
<b>Hamlet Quick-Stop</b>	1	30	Surface Water
<b>Jewell School District #8</b>	10	200	Groundwater under the direct influence of surface water

<b>TABLE 1: ELSIE-JEWELL PLANNING AREA - DRINKING WATER SYSTEMS</b>			
<b>System</b>	<b>Number of Connections</b>	<b>Estimated Total Population Served</b>	<b>Existing Source and Water Rights</b>
<b>ODF Northrup Creek Horse Camp</b>	1	55	Groundwater
<b>ODF Spruce Run Park</b>	1	40	Groundwater
<b>ODOT Sunset Springs Rest Area</b>	3	500	Groundwater
<b>Oney’s Restaurant and Lounge</b>	6	60	Groundwater

Source: Oregon Health Authority

**SCHOOLS**

The Elsie-Jewell planning area lies primarily within 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.

<b>TABLE 2: ELSIE-JEWELL PLANNING AREA – SCHOOL SYSTEMS</b>									
<b>System</b>	<b>Seaside School District #10</b>				<b>Jewell School District #8</b>	<b>Astoria School District #1</b>			
	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
<b>Grades</b>	K-5	6-8	9-12	K-5	K-12	K-2	3-5	6-8	9-12
<b>Enrollment</b>	654	374	427	45	114	357	424	433	562
<b>Capacity</b>	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

**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**

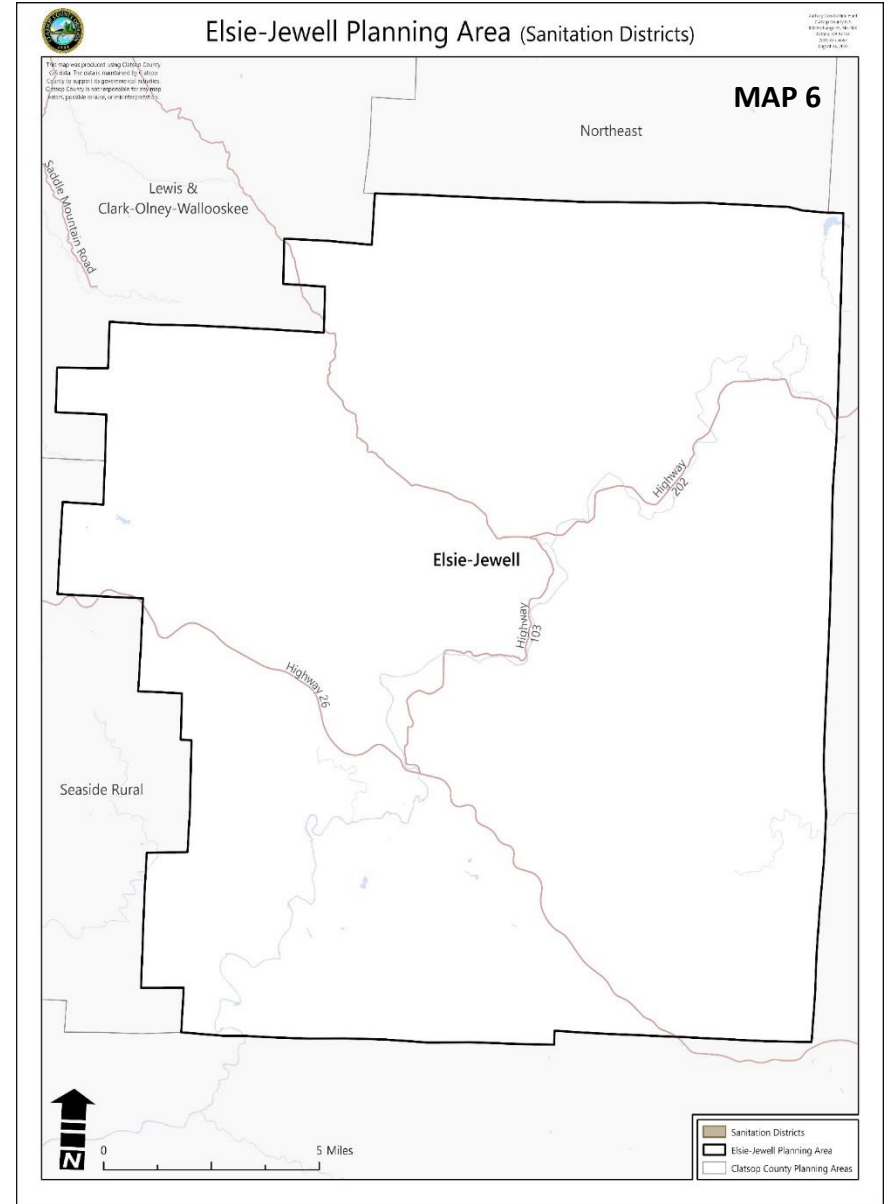
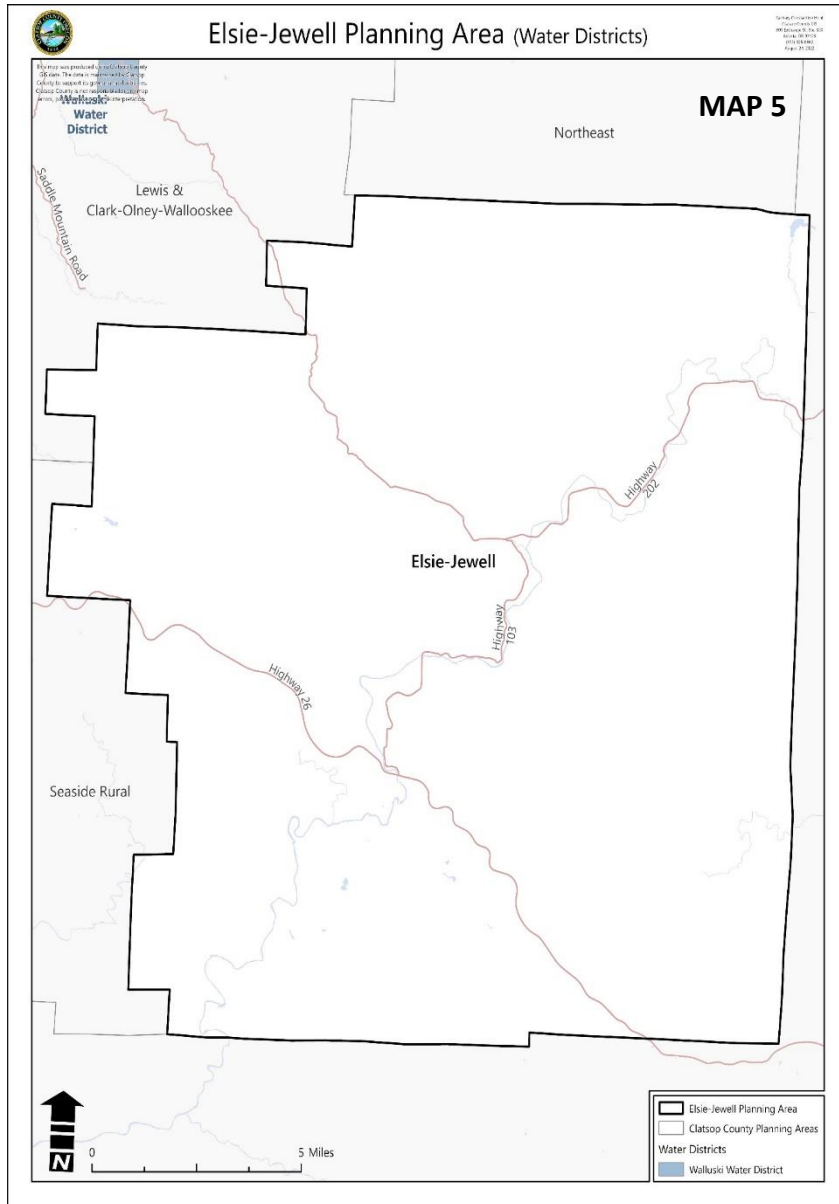
The automobile and truck are the predominant means of moving people and goods within this planning area. U.S. Highway 26 is one of the two major links between the Portland metropolitan area to the northern Oregon coast. Highway 103, which connects Highway 202 with Highway 26, has become a bypass to traffic congestion on Highway 26, utilized both by residents and by visitors to the coast. The Oregon Department of Transportation maintains three major roads within the planning area:

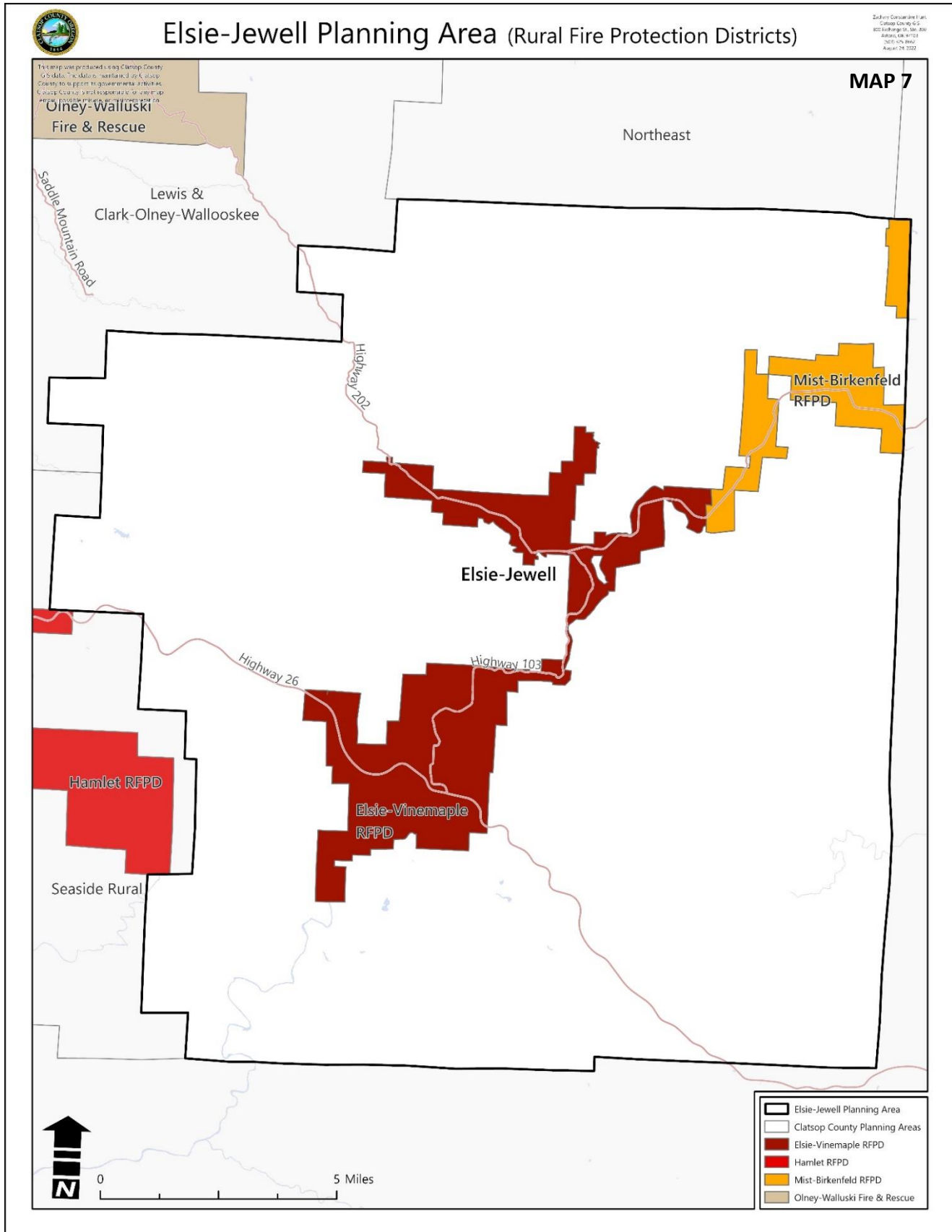
- Highway 202 (Necanicum Highway)
- Highway 26 (Sunset Highway)
- Highway 103 (Fishhawk Falls Highway)

In the months immediately following March 2020, traffic suddenly decreased as COVID-19 pandemic lockdowns and/or service curtailments were implemented. **Tables 3, 4 and 5** detail Average Annual Daily Traffic (AADT) counts on selected segments of U.S. Highways 26, 202 and 103 in and adjacent to the Elsie-Jewell 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. Additionally, as opportunities and technology have increased to support remote work options, traffic patterns may be altered accordingly.

The Oregon Department of Transportation (ODOT) typically collects traffic counts on one third of State Highways every year and adjusts them to AADT. AADT is the total traffic for the year divided by 365 days. Readers of this plan should note that the numbers in Tables 3-5 are only averages and that special events or seasonal fluctuations may increase traffic volume on these road segments above the average established by ODOT.

**ELSIE-JEWELL COMMUNITY PLAN 2040 – DRAFT 09**





<b>TABLE 3: U.S. HIGHWAY 26 TRAFFIC VOLUMES (2018-2020)</b>			
	<b>AADT*</b>		
<b>ROAD SEGMENT</b>	<b>2020</b>	<b>2019</b>	<b>2018</b>
<b>0.70 Miles East of Oregon Coast Highway (U.S. 101)</b>	7,649	8,500	8,500
<b>Black Bridge</b>	6,715	7,400	7,500
<b>0.05 Miles East of Necanicum Highway (OR 53)</b>	6,806	7,500	7,600
<b>0.02 Miles East of Saddle Mountain Road</b>	7,144	7,900	8,000
<b>0.05 Miles West of Fishhawk Falls Highway</b>	6,963	7,700	7,800
<b>Clatsop-Tillamook County Line</b>	6,483	7,200	7,200

\*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

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

\*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes /

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

\*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

## NATURAL RESOURCES

### FOREST LANDS

Logging and timber activities have played a significant role in the settlement and development of the Elsie-Jewell Planning Area. Ownership of forest land has changed to a considerable degree during the past 70 years. The Great Depression brought much of the privately owned lands into County hands during the 1940's due to foreclosures. Approximately 29% of Clatsop County forest lands are publicly owned while over 200,000 acres are privately-owned. The vast majority of the Elsie-Jewell Planning Area is designated as forest lands.

### 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, but in recent years several small vegetable and flower farms have been established. The entire Elsie-Jewell Planning Area is considered Major 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 or damage planted crops. Policies pertaining to agricultural and forest lands can be found in Goals 3: Agricultural Lands and 4: Forest Lands 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. 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. In the Elsie-Jewell Planning Area the major water resource is the Nehalem River, which traverses this area of the County. This river is used for both agriculture and recreation.

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

The Elsie-Jewell Planning Area is primarily within the Nehalem watershed.

**FISH AND WILDLIFE**

The Nehalem River and many other streams and creeks provide 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 include ravens, eagles, falcons, ospreys, hawks, owls, turkey vultures and the condor. Maintaining a wide variety of vegetation is important,



especially seed and fruit bearing plants. Decreasing populations of birds may be caused by use of chemical pest controls, 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.

## OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS

### OPEN SPACE, RECREATION AND HISTORIC RESOURCES

The following discussion and policies are in addition to those found in Goal 5: Natural Areas, Scenic and Historic Areas and Open Spaces and Goal 8: 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.

#### *Open Spaces*

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	Lee Wooden Park
Scenic/Buffer	Open space within a subdivision
Preservation	Nehalem Park

**Map 8** shows the location of the various types of open space, parks and recreational areas within the planning area. The most dominant form of open space in this planning area is the extensive acreage in forest lands.

#### *Recreation*

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

---

## ELSIE-JEWELL COMMUNITY PLAN 2040 – DRAFT 09

along this rivers as FOREST LANDS, reflecting the predominant forest uses along most of the river. There is some land designated CONSERVATION OTHER RESOURCES, reflecting recreation areas along the river.

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, Parks and Recreation. Due to the conflicts with the elk, new or expansion of existing wildlife management areas require additional review and public input.

### ***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.

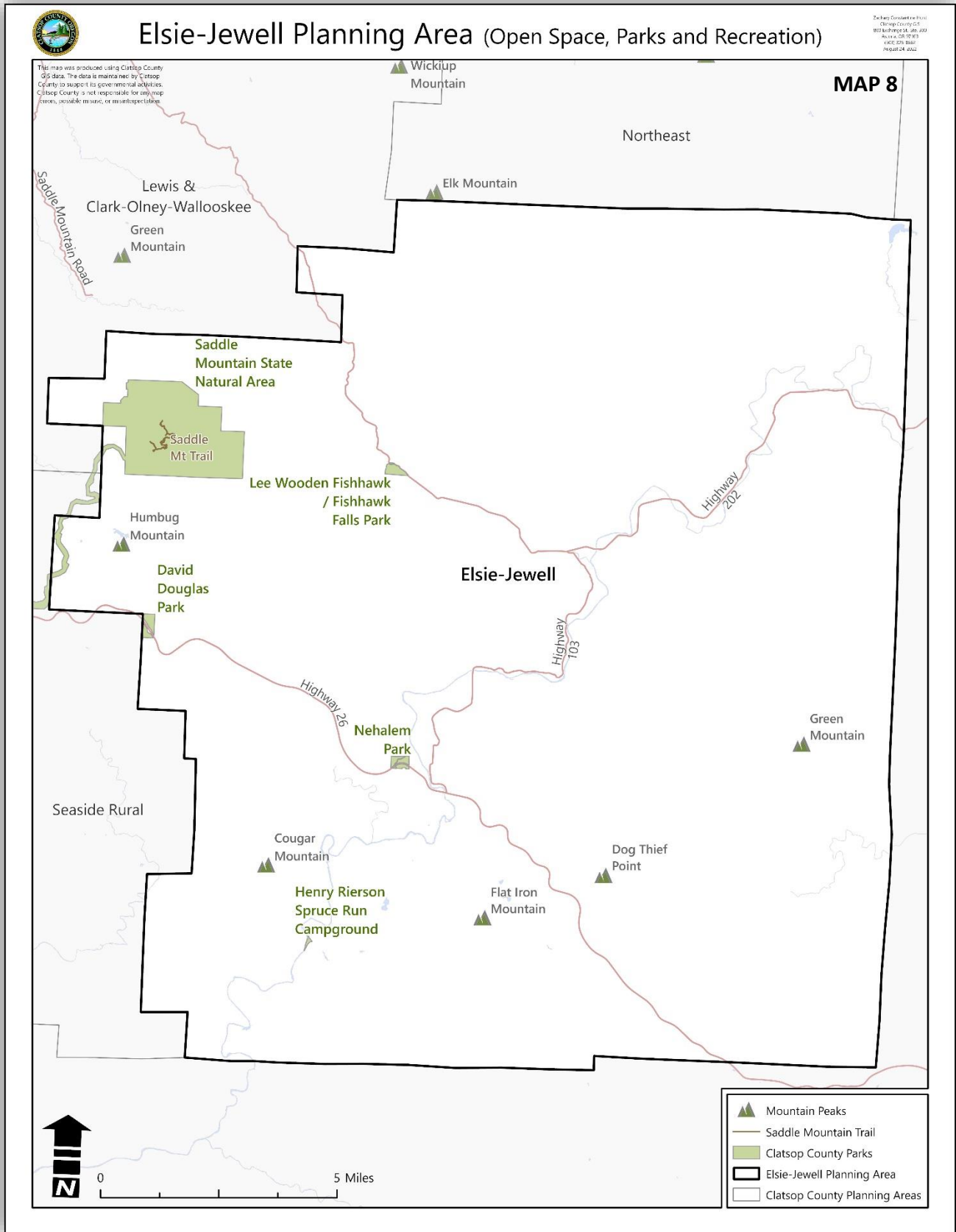
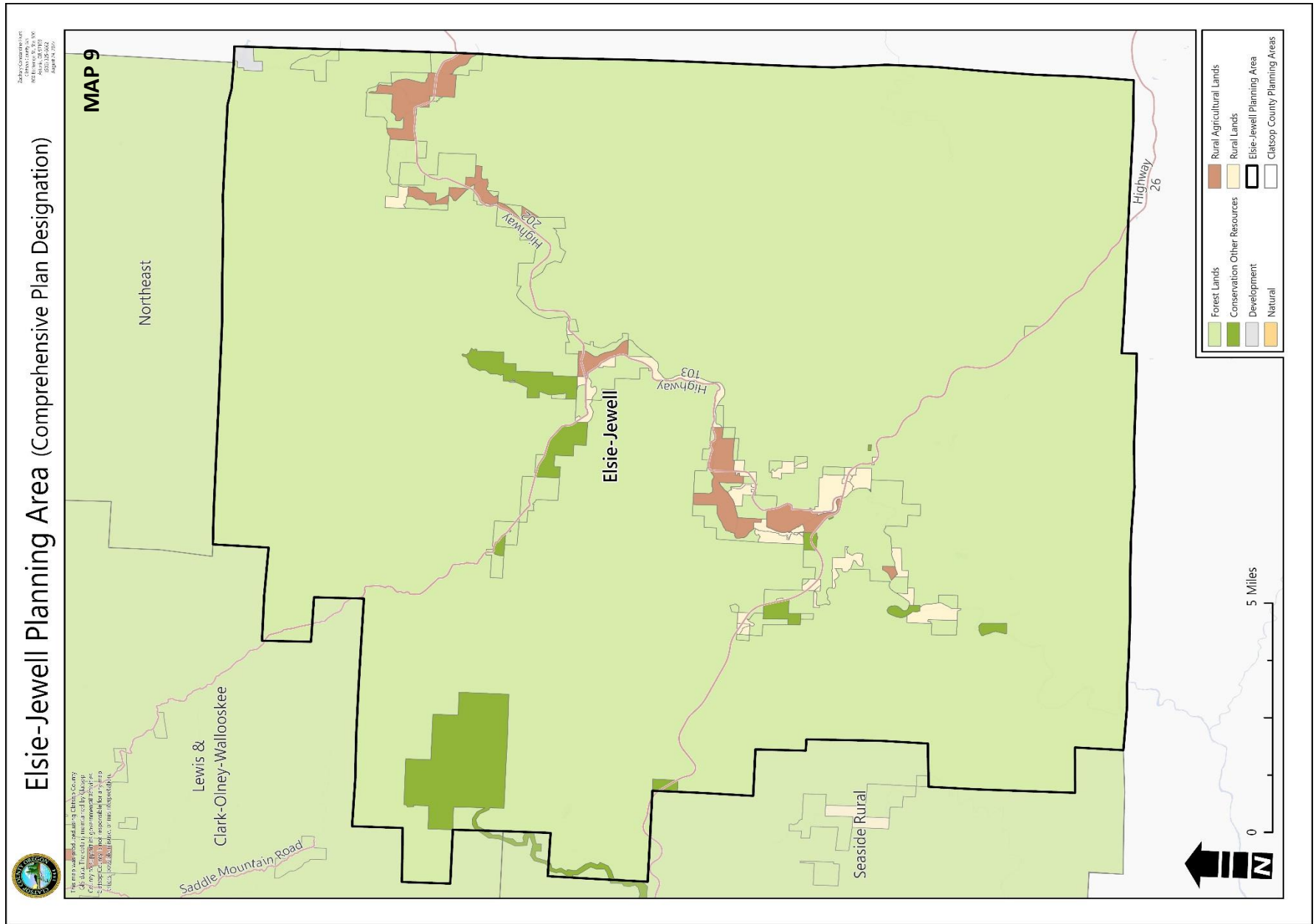


Table 6 identifies the various amenity levels at each facility.

<b>TABLE 6: RECREATION FACILITIES</b>	
<b>FACILITY NAME</b>	<b>AMENITIES</b>
<b>Saddle Mountain State Park</b>	Camping Hiking Trails Picnicking Restrooms Viewpoint
<b>Henry Rierson Spruce Run Campground and Spruce Run Creek Trailhead</b>	Restrooms Picnic Tables Fire Rings Drinking Water Trash Serve (Seasonal) Firewood for purchase
<b>David Douglas County Park</b>	Open Space
<b>Lee Wooden Fishhawk Falls Park</b>	Open Space Trails
<b>Nehalem Park / Red Bluff Park</b>	Open Space
<b>Jewell School</b>	Ball Fields Track Indoor Gymnasium

## DEVELOPMENT PATTERNS

It is the purpose and intent of Clatsop County to maintain the rural character of residential land outside urban growth boundaries within the Elsie-Jewell 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. **Map 9** details the land use designations assigned within the Elsie-Jewell Planning Area. Detailed zoning maps can be located on the Clatsop County [website](#).



## **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 in the Elsie-Jewell Planning Area. 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 a 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 gave the County the ability to permit accessory dwelling units on rural residential lands. Appropriate requirements regarding wildfire interface standards have been developed and the County has revised its codes to allow ADUs in rural residential zones. In the future, should the state legislature revise statutes to allow ADUs on resource lands, the County should consider similar code revisions. Additionally, 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.

Because of limited access to gas stations, new construction should be encouraged to have dedicated electric vehicle charging stations. Such stations may also be able to be used to generate limited amounts of energy for a residence in the event of a power outage.

## **LAND USE DESIGNATIONS**

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 with 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. 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, has been developed to provide for future housing.

Within this planning area, there are also approximately 150 acres in the Jewell area zoned for light industrial uses. During public meetings conducted as part of this update, residents expressed a desire to allow additional uses within the planning area, including expanded home occupations that would provide services to area residents.

***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.

Most Rural Lands designated in the Elsie-Jewell Planning Area are in areas which contain old town plats and fragmented land ownerships. Rural lands are primarily clustered along the major transportation routes, including Highways 26, 103 and 202. 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. Within the Elsie-Jewell Planning Area, rural agricultural lands are primarily clustered along the Nehalem River. As discussed above, much of this land has been utilized as pasture area. New small-scale vegetable and flower farms are, however, beginning to be established within this planning 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. The majority of the parcels within the Elsie-Jewell Planning Area are designated Forest Lands. This limits opportunities within the planning area to provide additional housing or commercial services for residents.

*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. Within the Elsie-Jewell Planning Area, lands designated as Conservation Other Resources are primarily zoned Quarry and Mining (QM), Open Space, Parks and Recreation (OPR) or Recreation Management (RM). This includes Saddle Mountain State Park, David Douglas Park, Nehalem Park, Fishhawk Falls Park and Spruce Run Park.

***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. There are no lands designated as Natural within the Elsie-Jewell Planning Area.

## GOALS, OBJECTIVES AND POLICIES

### NATURAL RESOURCES– WATER RESOURCES POLICIES

- Policy A:** The County should encourage water storage/holding tanks/catchment systems for new residential and commercial development within the Elsie-Jewell Planning Area.
- Policy B:** The County should conduct further analysis for Fishhawk Creek/Fishhawk Falls and Fishhawk Creek/Fishhawk Lake to determine whether these sites should be included in the County’s Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces inventory.

### NATURAL HAZARDS – GENERAL POLICY

- Policy A:** 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 Elsie-Jewell Planning Area isolated.

### TRANSPORTATION POLICY

- Policy A:** The County may coordinate with the Oregon Department of Transportation to incorporate safe bikeways, suitable crosswalks, fog lines and the installation of curbing to separate the auto traffic within U.S. Highways 103, 26 and 202.

### RECREATION POLICIES

- Policy A:** The County may work to identify and establish new public access points along the main stem of the Nehalem River.
- Policy B:** The County may identify opportunities for additional recreational facilities and types of recreation within the Elsie-Jewell Planning Area.

### COORDINATING STATE AGENCIES:

Oregon Department of Fish and Wildlife (ODFW)

---

**ELSIE-JEWELL COMMUNITY PLAN 2040 – DRAFT 09**

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)

**BACKGROUND REPORTS AND SUPPORTING DATA:**

2021 Oregon Distribution System Plan, PacifiCorp

**BEFORE THE BOARD OF COMMISSIONERS  
FOR THE COUNTY OF CLATSOP**

In the Matter of:

**An Ordinance adopting the Lewis & Clark, Olney-Wallooskee Community Plan - 2040.**

**ORDINANCE NO. 24-08**

Doc # \_\_\_\_\_

Recording Date: \_\_\_\_\_

---

RECITALS

WHEREAS, the Oregon State Legislature approved Senate Bill 100 on May 29, 1973, creating the Land Conservation and Development Commission and establishing the foundation for the statewide land planning system; and

WHEREAS, the Board of Clatsop County Commissioners approved Resolution and Order 74-11-4 adopting *A Plan for Land and Water Use Clatsop County, Oregon Phase I*; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 80-07 on July 23, 1980, which amended the Clatsop County Comprehensive Plan by incorporating the Lewis & Clark, Olney-Wallooskee Community Plan; and

WHEREAS, the Board of Clatsop County Commissioners approved Ordinance 80-13 on September 30, 1980, amending Resolution and Order 74-11-4 by adopting new background reports and countywide elements into the Comprehensive Plan; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinances 83-17, 97-03, and 03-10, amending Ordinance 80-07 (Lewis & Clark, Olney-Wallooskee Community Plan); and

WHEREAS, the Board of Clatsop County Commissioners recognizes that the Clatsop County Comprehensive Plan and supporting community plans continue to need periodic revision and amendment; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 23-06 on June 28, 2023, amending Ordinance 80-13; and

WHEREAS, the *Lewis & Clark, Olney-Wallooskee – 2040* shall be included as an element of the Clatsop County Comprehensive Plan; and

WHEREAS, the Board of Commissioners finds that the *Lewis & Clark, Olney-Wallooskee – 2040* complies with the Statewide Planning Goals 1-14 and 16-19; and

WHEREAS, the Board of Commissioners further determines that the adoption procedure for this Ordinance amending the Comprehensive Plan complies with Statewide Planning Goal 1 – Citizen Involvement; and

WHEREAS, the Lewis & Clark, Olney-Wallooskee Citizen Advisory Committee developed and reviewed these amendments at public meetings conducted on August 26, September 23, October 28, November 18, and December 16, 2021; and

WHEREAS, the Board of Clatsop County Commissioners reviewed the draft amendments at a work session conducted on November 1, 2023; and

WHEREAS, the Clatsop County Planning Commission held a public hearing on these amendments on January 9, 2024; and

WHEREAS, the Board of Commissioners has received and considered the Planning Commission’s recommendations on these proposed amendments

**THE BOARD OF COMMISSIONERS OF CLATSOP COUNTY ORDAINS AS FOLLOWS:**

**SECTION 1. ADOPTION**

The Board of County Commissioners hereby adopts the *Lewis & Clark, Olney-Wallooskee Community Plan - 2040* as shown in Exhibit 1, attached hereto and incorporated herein by this reference. This document replaces Ordinance 80-07 as amended.

**SECTION 2. SEPARABILITY**

The provisions of this ordinance are severable. If any portion of this ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance.

**SECTION 3. CONFORMANCE OF STATE LAW**

This Ordinance shall not substitute for nor eliminate the necessity for conformity with any and all laws or rules of the state of Oregon, or its agencies, or any ordinance, rule, or regulation of Clatsop County.

**SECTION 4. INCONSISTENT PROVISIONS**

This Ordinance shall supersede, control and repeal any inconsistent provision of any County Ordinance as amended or any other regulations made by Clatsop County.

**SECTION 5. APPLICABILITY**

This Ordinance shall apply within the unincorporated areas of Clatsop County but shall not apply within the boundaries of any incorporated City.

**SECTION 6. EFFECTIVE DATE**

This Ordinance shall take effect on the 30<sup>th</sup> day following adoption by the Board of Commissioners as provided in Chapter III, Section 8(B) of the Home Rule Chapter for the Government of Clatsop County.

Approved this \_\_\_\_ day of \_\_\_\_\_, 2024

THE BOARD OF COUNTY COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

By \_\_\_\_\_  
Chair

Date \_\_\_\_\_

By \_\_\_\_\_  
Theresa Dursse, Recording Secretary

First Reading: February 14, 2024

Second Reading: February 28, 2024

Effective Date: March 29, 2024



**EXHIBIT 1**

Ordinance 24-08  
1<sup>st</sup> Public Hearing: February 14, 2024  
Public Hearing: February 28, 2024

Agenda Item # 4.

---

# LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN



2040

**ORDINANCE 24-08**  
**ADOPTED FEBRUARY 28, 2024**



**LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040- DRAFT 10**  
**BOARD OF CLATSOP COUNTY COMMISSIONERS**

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

**LEWIS & CLARK, OLNEY-WALLOOSKEE CITIZEN**  
**ADVISORY COMMITTEE**

- Mike Magyar, Chair
- Tiffany Hall, Vice-Chair
- Don Abing
- Jodi Abing
- Paula Bue
- James Coughlin
- Andrea Mazzarella
- James Neikes
- Pat O’Grady

**CLATSOP COUNTY PLANNING COMMISSION**

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

**FORMER MEMBERS**

- Nadia Gardner
- John Orr
- Lum Quang
- Robert Stricklin<sub>7</sub>



**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
- David Cook, Planner
- Jason Pollack, Planner
- Victoria Sage, Planner
- Clancie Adams, Permit Technician
- Gail Henrikson, Community Development Director
- Zachary Hunt, GIS Technician

## Table of Contents

**INTRODUCTION .....1**

- Overview..... 1
- Landscape Units..... 2
  - Alluvial Terraces ..... 2
  - Basaltic Highlands ..... 3
  - Coast Range Foothills..... 3
  - Estuary Wetlands and Shorelands ..... 3
    - Youngs Bay ..... 5
    - Lewis and Clark River ..... 5
    - Youngs River..... 5
- Purpose of the Lewis and Clark Olney Wallooskee Community Plan ..... 5
- Review and Updates..... 6

**NATURAL RESOURCES .....7**

- Forest Land ..... 7
- Agriculture Land ..... 7
- Water Resources ..... 7
- Fish and Wildlife ..... 7

**CRITICAL HAZARD AREAS ..... 8**

- Flood Hazards ..... 8
- Diking Districts..... 9
- Shoreline Erosion..... 9
- High Groundwater/Compressible Soils ..... 9

---

**LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040**

Mass Movement..... 11

**DEVELOPMENT PATTERNS..... 12**

Housing..... 12

**PUBLIC FACILITIES AND SERVICES ..... 14**

Public Facilities ..... 14

Transportation..... 16

**OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS ..... 18**

Open Space, Recreation and Preservation..... 18

Natural..... 20

**GOALS, OBJECTIVES AND POLICIES ..... 22**

**Index to Figures and Maps**

**FIGURE 1: Planning Area Location within County ..... 1**

**FIGURE 2: Fire Districts..... 14**

**FIGURE 3: Miles Crossing Sanitary District..... 15**

**MAP 1: Generalized Landscape Units..... 4**

**MAP 2: Special Flood Hazard Area ..... 10**

**MAP 3: Geologic Hazards Areas ..... 11**

**MAP 4: Land Use Designations ..... 13**

**MAP 5: Open Space, Parks, and Recreation..... 21**

**TABLE 1: Traffic Counts (2018 - 2020)..... 16**

## INTRODUCTION

### Overview

The Lewis & Clark, Olney-Wallooskee planning area comprises approximately 96,000 acres within the heart of Clatsop County. 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.

### Planning Area Demographics

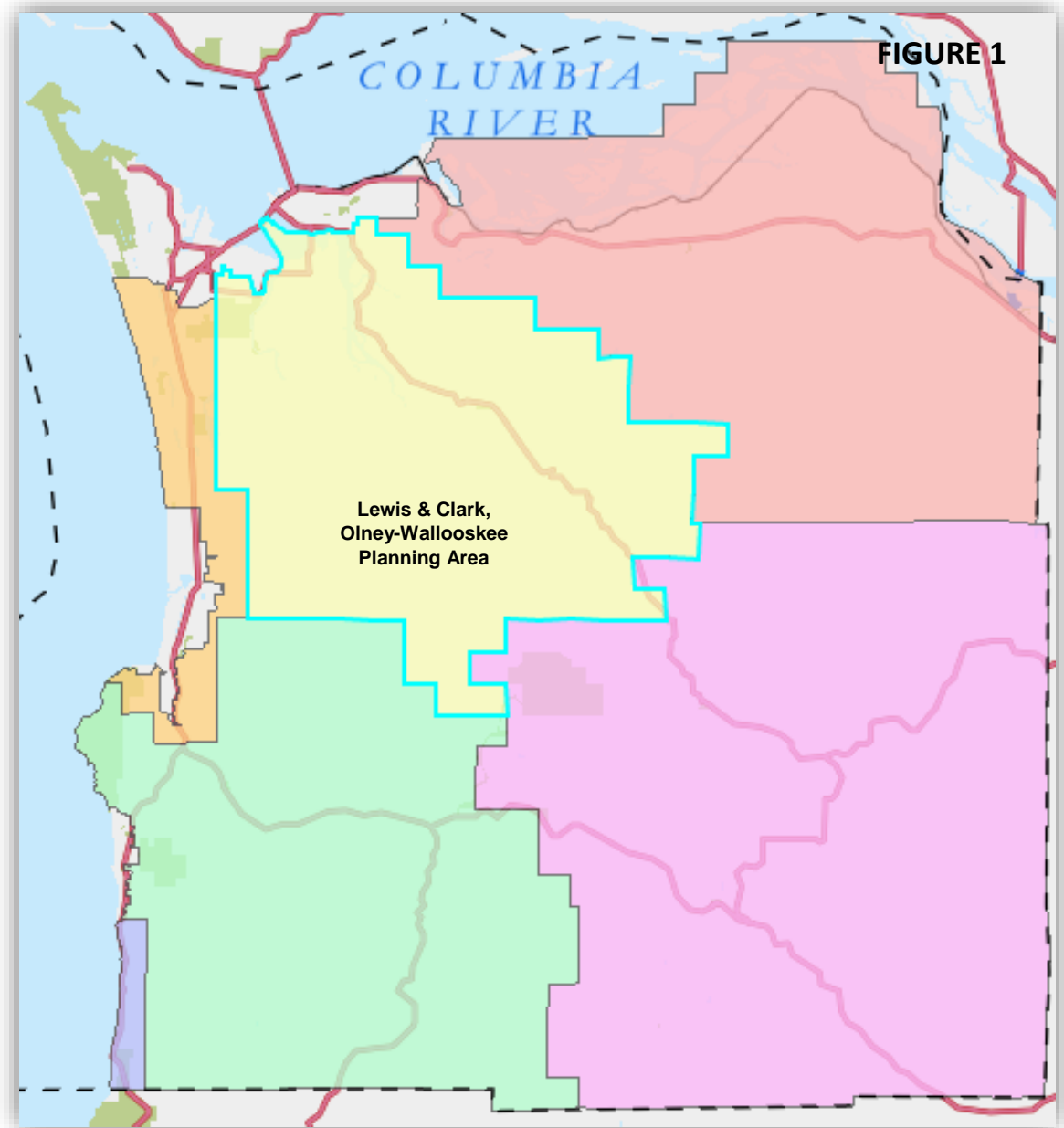
**Size:** 96,000 acres

**Population:** ~4,735

**Housing Units:** 2,007

(source: 2020 Decennial Census)

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





---

## LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040

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 Gardens area.

The Lewis & Clark, Olney-Wallooskee planning area is within the heart of Clatsop County geographically. It contains more than 96,000 acres, or roughly 150 square miles. 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.

In 2003, the Miles Crossing – Jeffers Gardens area was designated as a Rural Community and new zoning districts were developed and applied to those areas (Ordinance 03-10).

According to the 2020 US Census, population of the Lewis & Clark, Olney-Wallooskee Planning Area was 4,735 of Clatsop County's total of 41,072, 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.

### ***Landscape Units***

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. Map 1, left, shows the locations of the landscape units in the planning area.

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).

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.

### ***Alluvial Terrace***

There are large areas of alluvial lowlands in the river valleys 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.

---

## LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040

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 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.

### ***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.

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.

### ***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.

### ***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.

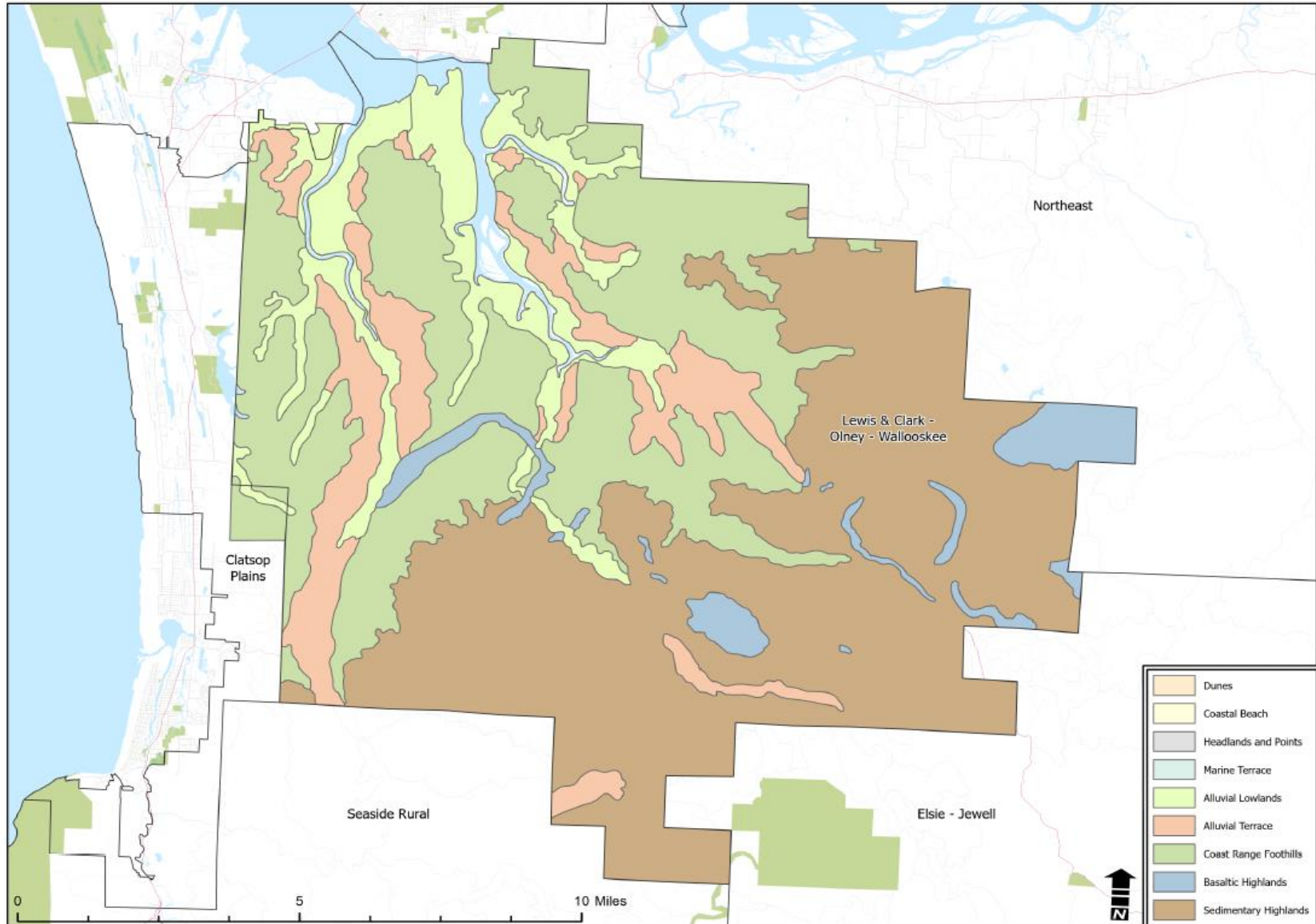
Estuaries are the tidal mouths of the coastal rivers. They are the result of rising of the level of the sea and subsequent filling of the lower portions of the coastal valley by sediments.

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. Coastal shorelands were also identified in the original CREST planning process.



### Lewis & Clark - Olney - Wallooskee Planning Area (Generalized Landscape Units - 1979)

Zachary Construction Inc.  
Clatsop County GIS  
300 Washington St., Ste 300  
Astoria, OR 97103  
(503) 325-9862  
May 18, 2022



***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.

***Lewis and Clark River***

The subarea includes the aquatic and shoreland areas above U.S. highway 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. Diked, 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.

The County has taken an exception to a portion of Goal 16: Estuarine Resources to allow dredging for certain non-water-dependent uses. See Exception section of Clatsop County’s Goal 2: Land Use Planning, countywide plan.

***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. Dike, freshwater marshes have not been fully inventories. Bird use of the river and marshes for feeding is heavy.

**Purpose of the Lewis and Clark Olney-Wallooskee Community Plan**

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 commercial, industrial and urban or suburban type development. The choices made in the use of land have consequences and impacts that may reverberate for generations. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

With this awareness, the Clatsop County Comprehensive Plan was developed for the purpose of providing a guide to development

---

## LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040

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.

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 Lewis and Clark Olney Wallooskee Community Plan builds upon the work of the countywide Comprehensive Plan by identifying trends and issues specific to the planning area and developing policies to address those concerns.

The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and standards, developed in accord with Goal 1 and public input, that are intended to be used in making specific decisions about present and future land use, along with various maps. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard to the proposed project. A proposed development must be consistent with both the county's Comprehensive Plan, applicable community plan, and development standards in order to achieve the vision outlined in these foundational documents.

### **Review and Updates**

The original Lewis & Clark, Olney-Wallooskee Community Plan was adopted on July 23, 1980 (Ordinance 80-7) and 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.

The Lewis & Clark, Olney-Wallooskee planning area, yellow transparency in the map at right, is within the heart of Clatsop County geographically. It contains more than 96,000 acres, or roughly 150 square miles. 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.

In 2003, the Miles Crossing – Jeffers Gardens area was designated as a Rural Community and new zoning districts were developed and applied to those areas (Ordinance 03-10).

## NATURAL RESOURCES

### Forest Land

Countywide, ownership of the forest land has changed to a considerable degree during the past century. Heavy cutting and the Great Depression brought much of the privately owned lands into County hands during the 1930s because of foreclosures. By 1957, Clatsop County had transferred 141,000 acres to the State of Oregon. In 1973, the Oregon Board of Forestry formally dedicated 154,000 acres of forestland as the Clatsop State Forest. Countywide, another 200,222 acres is owned and managed by private landowners, mostly large timber companies. Predominantly 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.

For information on Forest Lands see the Goal 4: Forest Lands 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.

For more information on Agricultural Lands, see the Goal 3: Agricultural Lands in the countywide plan.

### 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.

### 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 fish spawning streams. Important to these streams is the maintenance

---

## LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040

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 and Goal 5.

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 Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 16: Estuarine Resources and Goal 17: Coastal Shorelands Background Reports. Also Goals 5, 16 and 17 in the Countywide plan for additional information and policies.

## CRITICAL HAZARD AREAS

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. 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.

### Flood Hazards

Flood risk, particularly in the Miles Crossing and Jeffers Gardens areas and up the Youngs and Lewis & Clark Rivers and their tributaries, are an annual concern when heavy rain events combine with high tides.

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.

Less predictable are tsunami events. Modeling by the Federal Emergency Management Administration forecasts for local earthquake events that could trigger tsunamis capable of reaching into the bays, rivers and sloughs as far as Olney Lane on Hwy 202, the extreme south loop end of Youngs River Road, Walluski Loop, Little Walluski Lane, the intersection of Walluski Loop and Labiske Lane, and much of the Lewis & Clark River Valley to milepost 6 on Lewis & Clark Road.



### 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 Gardens #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. Flood hazard is covered more thoroughly in Goal 7: Natural Hazards.

### Shoreline Erosion

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 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. A high water table is especially common in low-lying areas, or areas where the soil is not well drained.

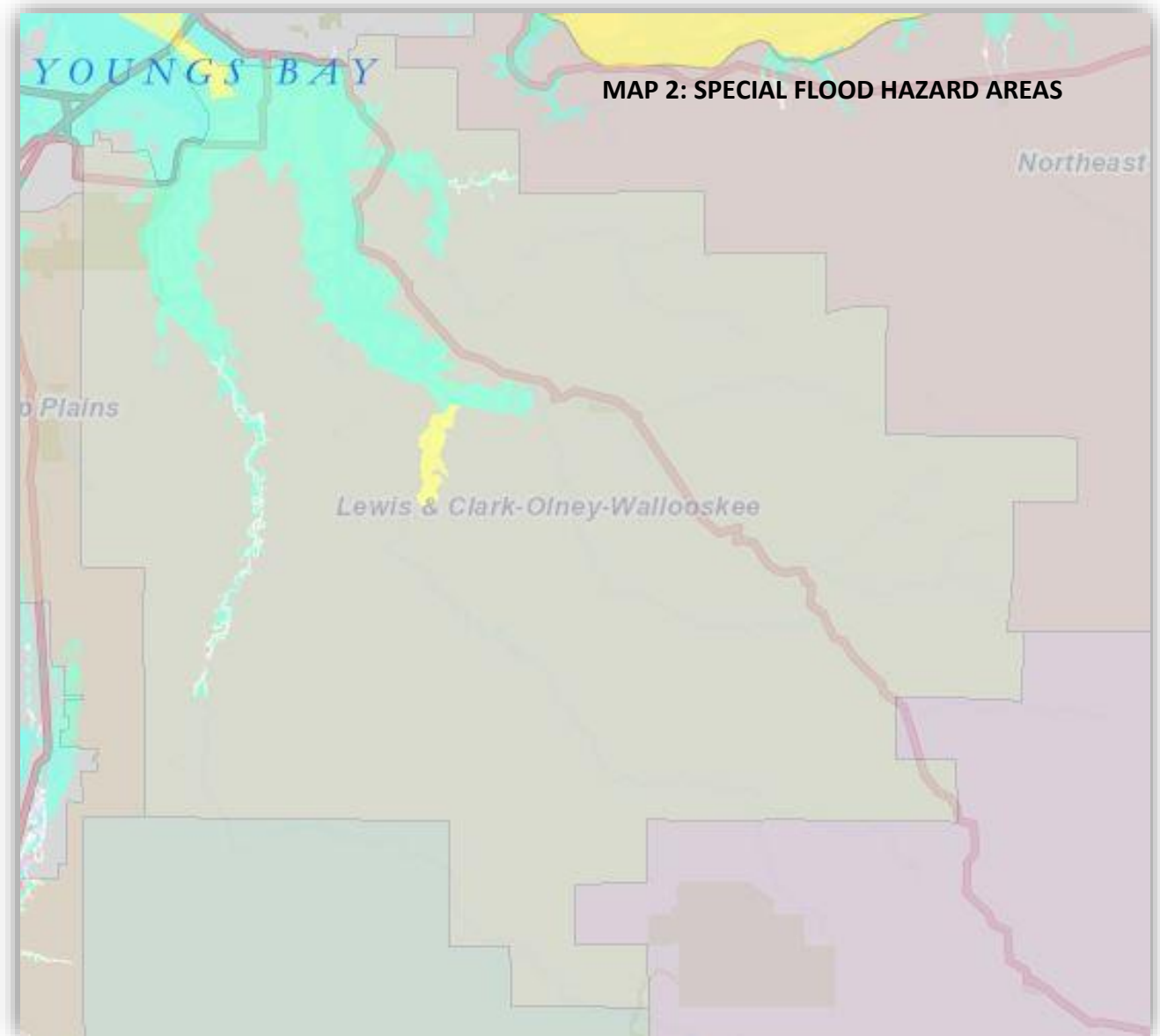


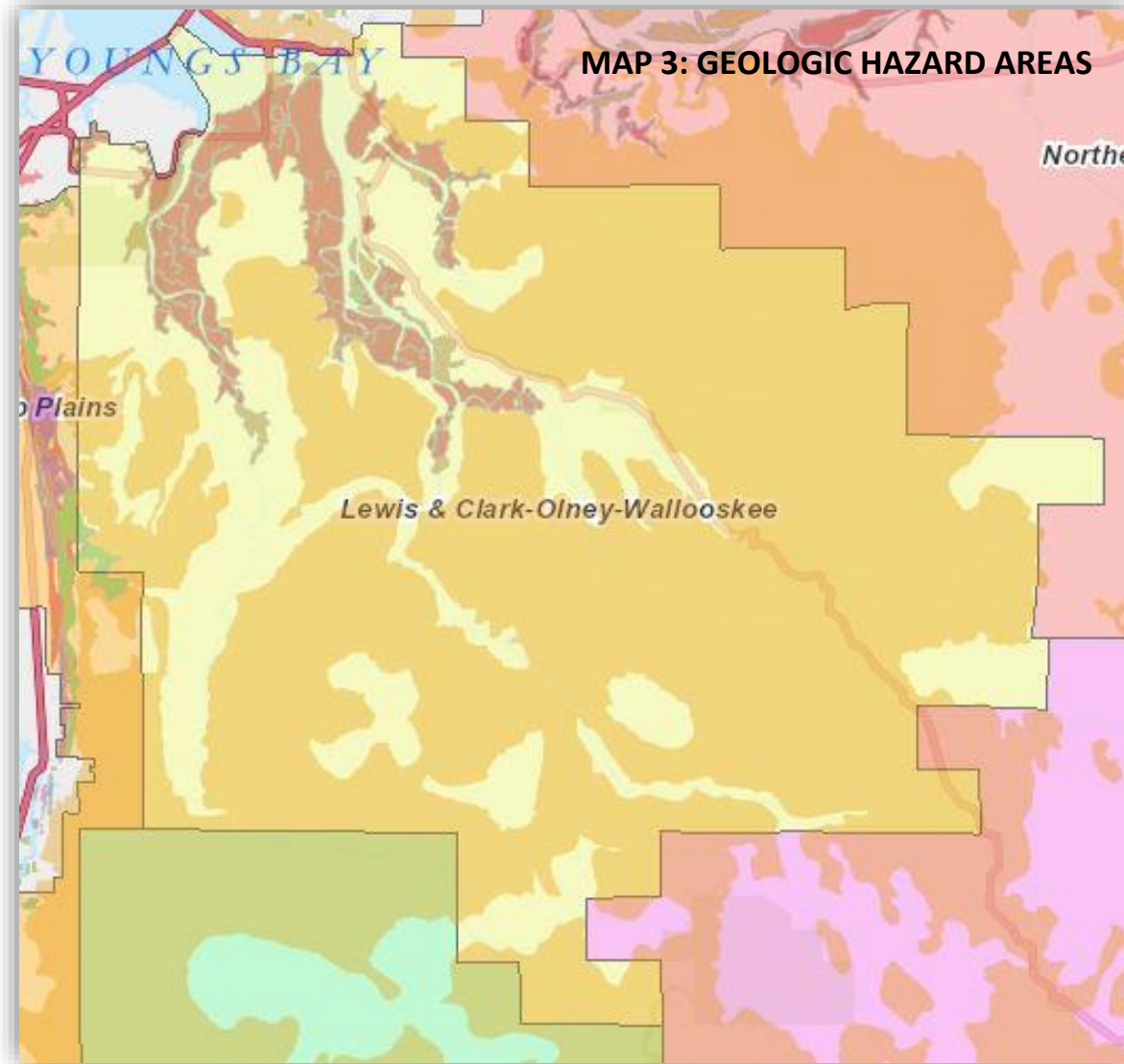
*North Fork Klaskanine River bank erosion, looking northeast to the Nygaard rock pit on the hillside above, April, 2022.*

---

**LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040**

The alluvial lowlands forming 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 four active diking districts and two inactive districts within this planning area. Many of the dikes are in serious states of disrepair and possibly could be breached during flood stages.





### Mass Movement

Like much of the interior of Clatsop County, 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 Goal 7: Natural Hazards in the countywide plan.

## DEVELOPMENT PATTERNS

### Housing

The total number of housing units in the planning area, 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 depth in Goal 10: Housing.

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.

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 Gardens area as part of its urban growth boundary. However, in 2004, the Miles Crossing/Jeffers Gardens 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 River Point, 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.



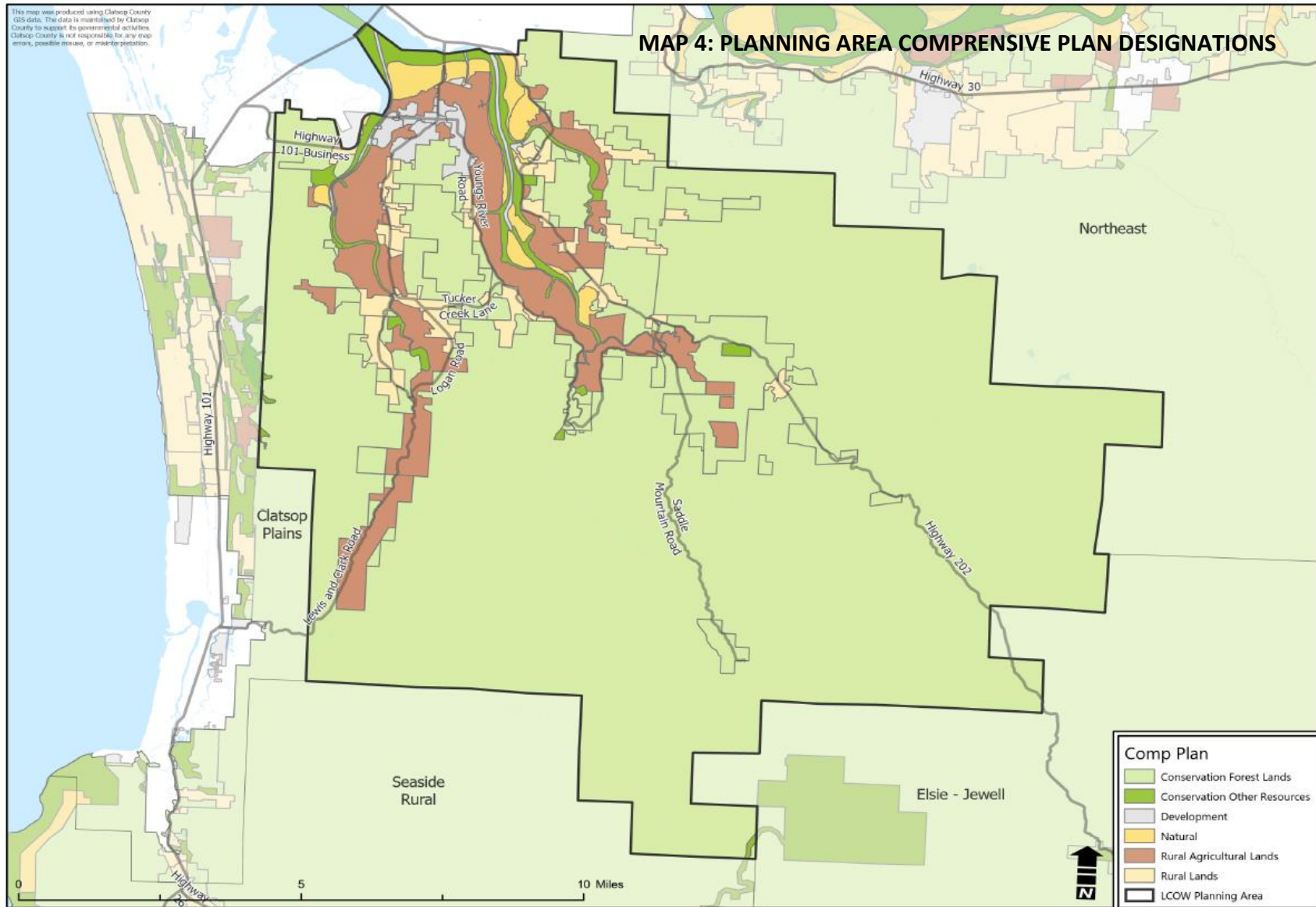
Lewis & Clark - Olney - Wallooskee Planning Area

Jackey Hunt  
 Planning Consultant  
 900 Exchange St., Ste. 200  
 Astoria, OR 97103  
 (503) 325-9667  
 April 14, 2022



This map was produced using Clatsop County GIS data. This data is provided by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, omissions, or misinterpretation.

MAP 4: PLANNING AREA COMPREHENSIVE PLAN DESIGNATIONS



## PUBLIC FACILITIES AND SERVICES

Some of the statistics concerning public facilities are updated in the Goal 11: Public Facilities and Services of the Comprehensive Plan.

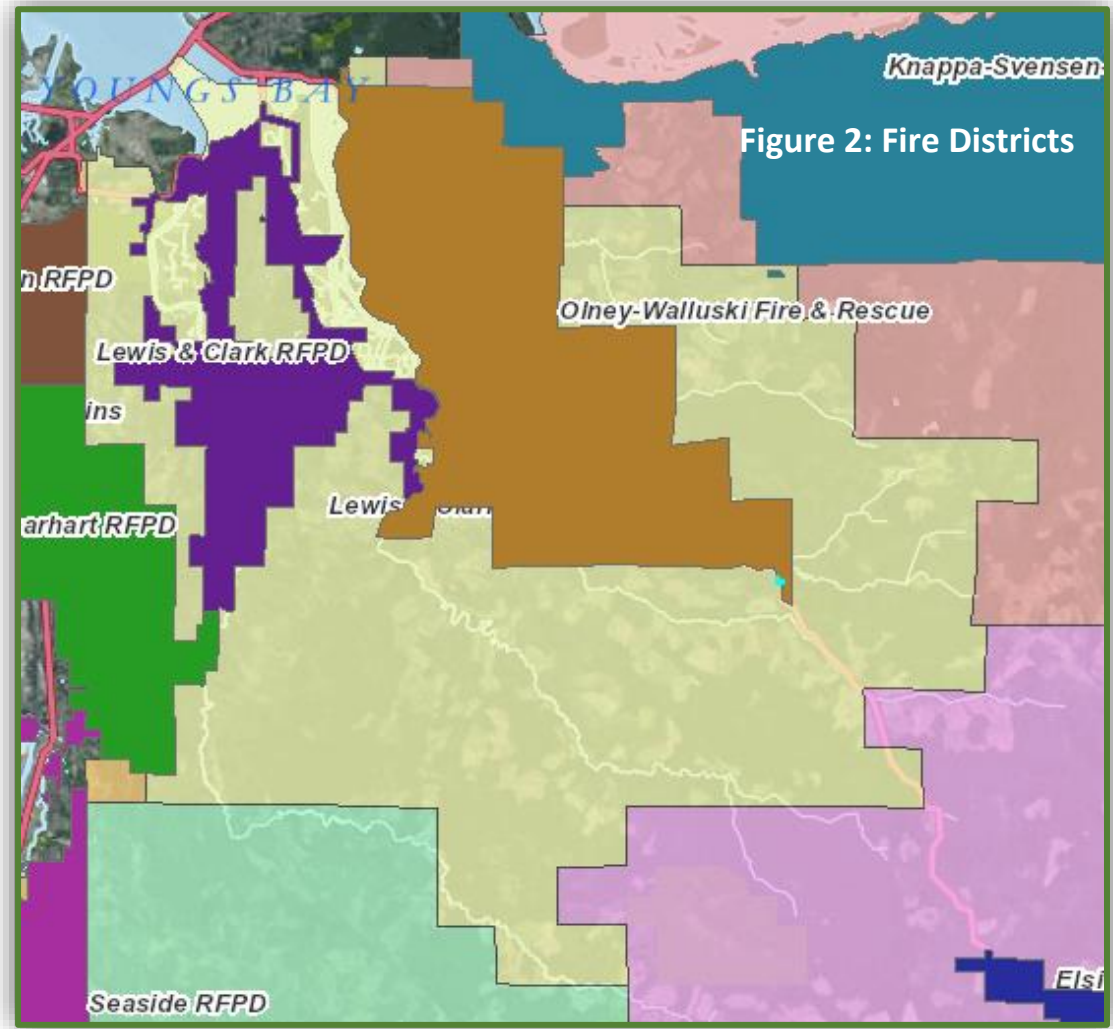
### Public Facilities

Two fire districts serve the northerly portions of the planning area. The Lewis & Clark Rural Fire Protection District serves the Miles Crossing/Jeffers Gardens area and southward through the Youngs River and Lewis & Clark valleys, in the area between Youngs and Lewis and Clark Rivers.

The area to the east of Youngs River serves and the areas to the east of Youngs River and surrounding Hwy 202, southward past Simmons Ridge Road are 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.

There are two sewer systems in this planning area. One was built for the Old Naval Hospital during World War II. The site is no longer being used for a hospital but the system is



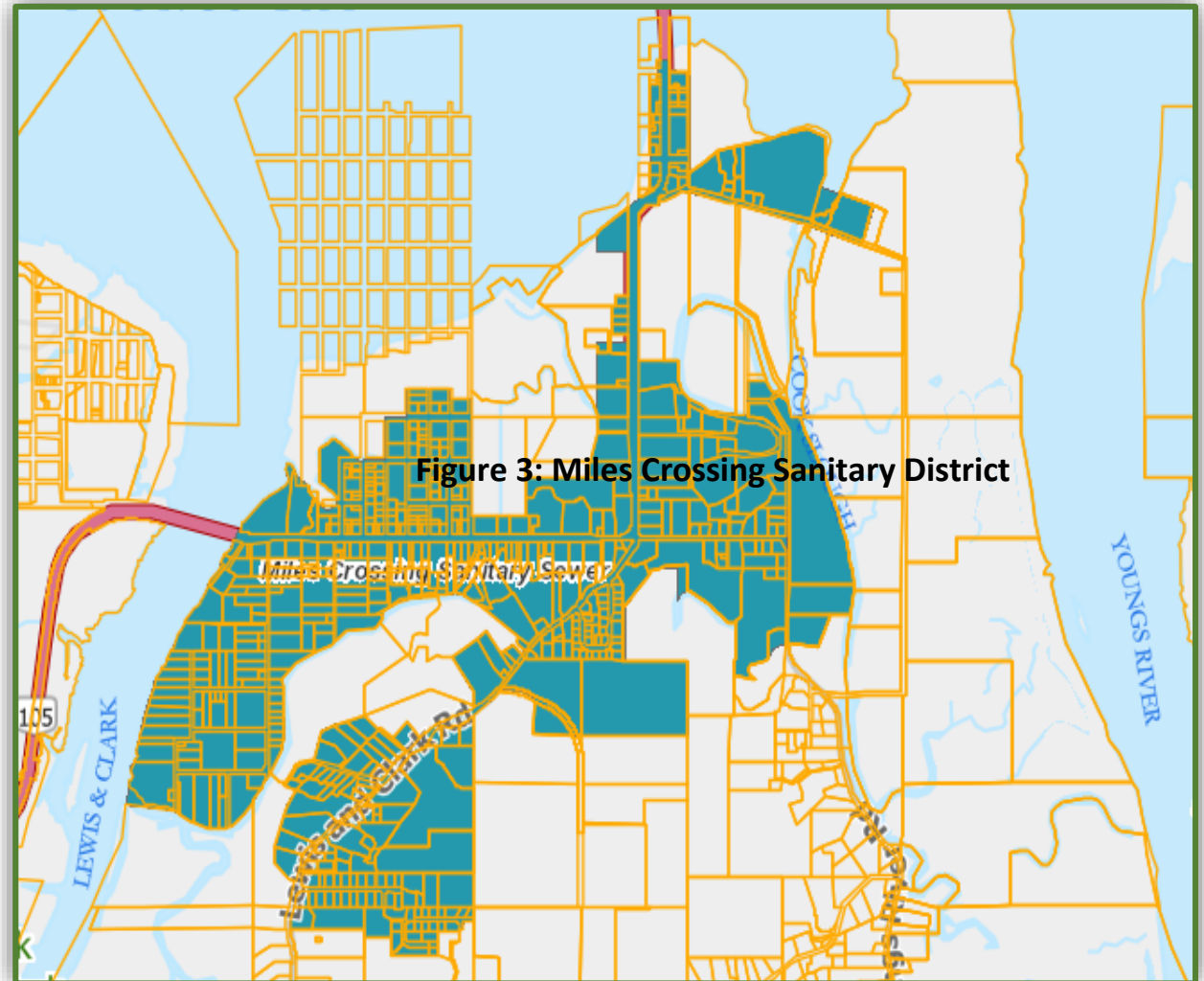
---

## LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040

presently providing treatment for residential uses for 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 Gardens area with sewer service to 424 meters.

The Miles Crossing Sanitary Sewer District's average growth is three services annually. The average daily use is 36,000 gallons a day; the district can handle an excess of 80,000 gallons a day easily, according to the district's superintendent, who believes the district has ample capacity to grow. The district has identified 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 is on the telemetry system at this time, and the district plans to expand this system.





**LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040**

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.

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 services with some capacity to meet future housing needs. Currently the Youngs River-Lewis and Clark Water District is updating its Master Plan for capacity 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 ten new services 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 River Point subdivision and surrounding area.

The Astoria School District serves the Lewis and Clark, Olney, and Wallooskee areas. Redistricting and budget shortfalls in the 1990s consolidated the original two school districts in 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.

**Transportation**

The automobiles and trucks are the predominant means of moving people and farm goods within this planning area. Logs are transported by truck. 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 is 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 trucks year-round in all weather conditions, has been criticized for its condition, which includes sunken grades and stretches of poor pavement.

<b>TABLE 1: TRAFFIC COUNTS (2018-2020)</b>			
<b>Location Description</b>	<b>2020</b>	<b>2019</b>	<b>2018</b>
AADT All Vehicles			
<b>Hwy 101 Bus., also known as Hwy 101 Alt (Miles Crossing and Jeffers Gardens)</b>			

LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040

<b>TABLE 1: TRAFFIC COUNTS (2018-2020)</b>			
AADT All Vehicles			
<b>Location Description</b>	<b>2020</b>	<b>2019</b>	<b>2018</b>
At south city limits of Warrenton, at intersection with High Life Road	1,932	2,100	2,100
0.10 mile east of Airport Lane	4,820	5,300	5,200
0.02 mile west of "G" Street	5,117	5,700	5,600
0.10 mile west of Youngs River Loop Road at Miles Crossing	5,390	6,000	5,900
0.10 mile north of Youngs River Loop Road at Miles Crossing	6,618	7,300	7,200
0.20 mile south of Hwy 202, at Old Bay Bridge	6,877	7,600	7,500
<b>Hwy 202</b>			
0.10 mile north of Dybille Road	3,376	3,700	3,800
0.02 mile north of Walluski Loop Road (North Junction)	3,310	3,700	3,700
On Walluski River Bridge	2,549	2,800	2,800
0.10 mile north of Walluski Loop Road (South Junction)	1,604	1,800	1,800
0.03 mile south of Walluski Loop Road (South Junction)	1,499	1,700	1,700
0.02 mile east of Youngs River Loop Road	860	950	960
0.02 mile west of Norlund-McCoy Road	612	680	680

## OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS

State and County parks and Youngs River Falls have been designated CONSERVATION OTHER RESOURCES.

### Open Space, Recreation and Preservation

The following discussion and policies are in addition to those found in Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces and Goal 8: Recreational Needs. Any site inventories in this section that are in addition to those inventoried in Goal 5 of the countywide plan are local desires and are not to be construed as additional Goal 5 site requirements.

#### *Open Space*

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

The Lewis & Clark, Olney-Wallooskee Planning Area map of Open Space, Parks and Recreation (**Map 5**) shows locations of the various types of open spaces within the planning area. The most dominant form of open space is the extensive areas of farm and forest lands.

#### *Recreation*

Day use recreation facilities are provided at the Sigfridson Farm County Park located along the Klaskanine River.

## LEWIS & CLARK, OLNEY-WALLOOSKEE COMMUNITY PLAN 2040

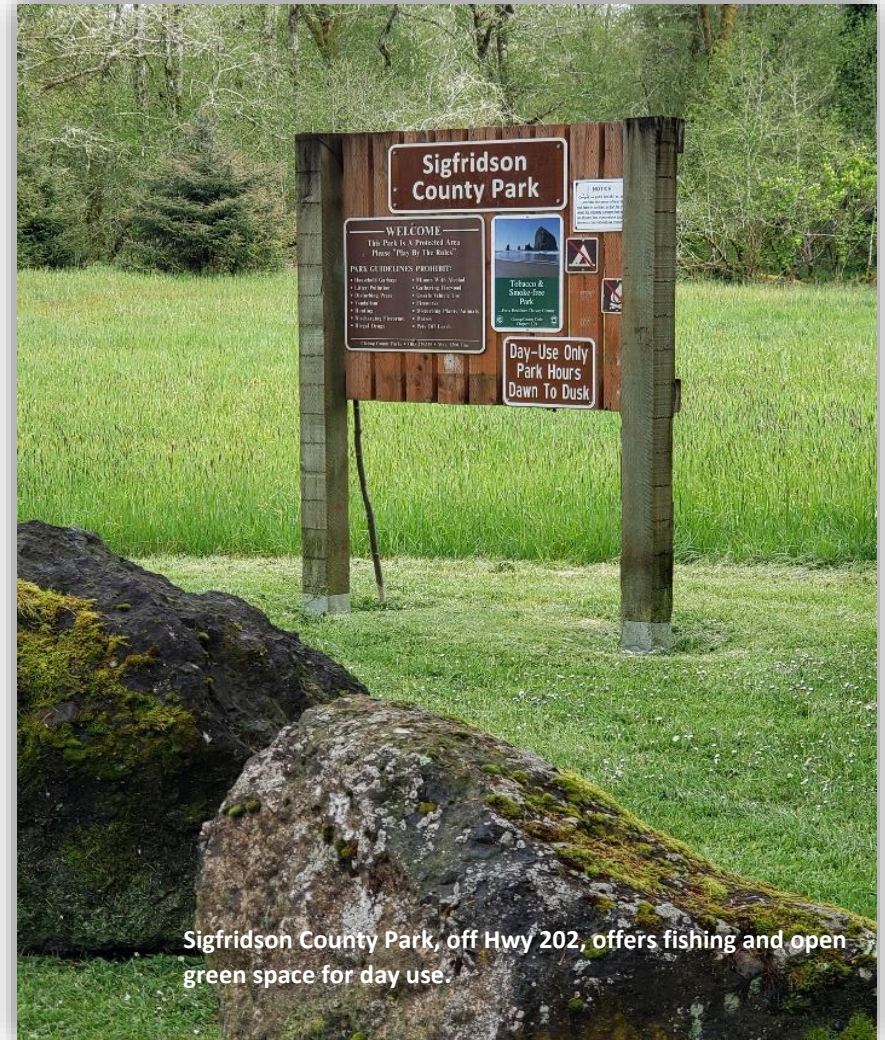
The Fort-to-Sea Trail, a six mile trail which begins at Lewis and Clark National Historical Park/Fort Clatsop National Memorial, traverses the lower foothills to the Clatsop Plains to meet the Columbia River-to-Oswald West section of the Oregon Coast Trail and is considered fairly accessible to most hiking and walking abilities. Other hiking trails take off from Fort Clatsop as well, including the Kwis 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.

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.



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

**Natural**

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.

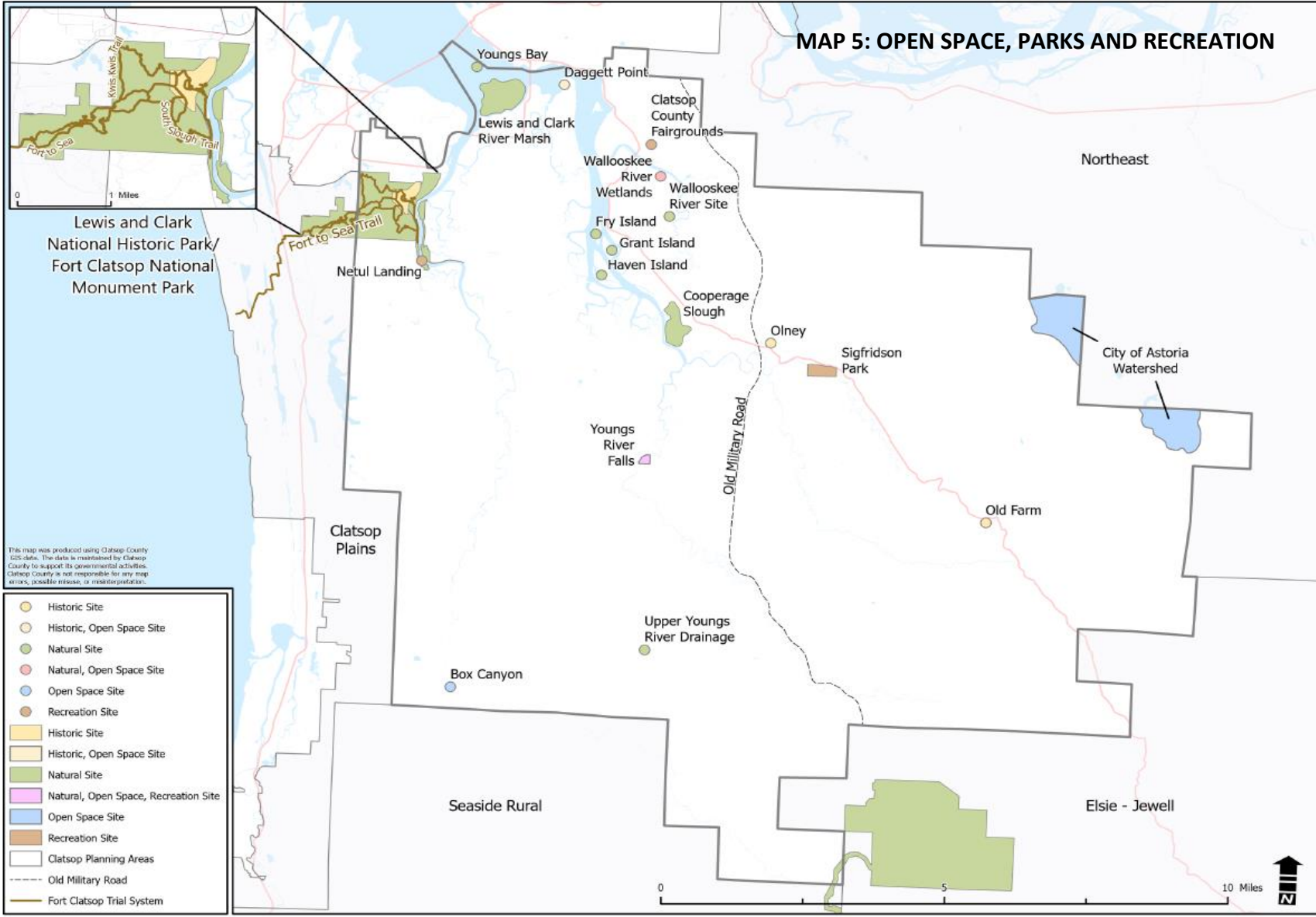




Lewis & Clark - Olney - Wallooskee Planning Area Open Space, Parks and Recreation

Zachary Construction Inc.  
 2000 Exchange St., Ste. 100  
 Astoria, OR 97103  
 Phone: 503-325-8888  
 May 14, 2022

MAP 5: OPEN SPACE, PARKS AND RECREATION



This map was produced using Clatsop County GIS data. The data is maintained by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, possible misuse, or misinterpretation.

- Historic Site
- Historic, Open Space Site
- Natural Site
- Natural, Open Space Site
- Open Space Site
- Recreation Site
- Historic Site
- Historic, Open Space Site
- Natural Site
- Natural, Open Space, Recreation Site
- Open Space Site
- Recreation Site
- Clatsop Planning Areas
- Old Military Road
- Fort Clatsop Trial System

## GOALS, OBJECTIVES AND POLICIES

### SHORELANDS POLICIES

See Goal 16: Estuarine Resources and Goal 17: Coastal Shorelands. For 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 Goals 16 and 17 of the countywide plan.

### SUBAREA ESTUARY POLICIES

**POLICY A:** Minor dredging in the Lewis & Clark, Olney-Wallooskee Planning Area shall be permitted 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.

**POLICY B:** 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.



## LANDSCAPE UNIT POLICIES

Refer to countywide plan, Goal 2: Land Use Planning.

## FISH AND WILDLIFE POLICIES

Refer to countywide plan, Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces.

## COMMUNITY DEVELOPMENT – HOUSING POLICIES

**POLICY A:** Explore whether density transfer regulations that could be applied to the Miles Crossing / Jeffers Gardens area.

**POLICY B:** Strategies in the rural areas and rural communities such as Miles Crossing / 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
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

**POLICY C:** The capacity of local sewer and water districts to serve future development in the Lewis & Clark, Olney-Wallooskee Community Area is not clearly known at this time. The county should work with special districts to conduct additional analysis and clear communication about realistic infrastructure capacity needed to help inform assessments of residential development capacity in these areas.

## **PUBLIC FACILITIES RECOMMENDED ACTIONS**

Refer to Goal 11: Public Facilities and Services of countywide plan.

## **RURAL SERVICE AREA POLICIES**

Refer to Goal 2: Land Use Planning of countywide plan.

## **RURAL LANDS POLICIES**

Refer to Goal 2: Land Use Planning of countywide plan.

## **RURAL AGRICULTURAL LAND POLICIES**

Refer to Goal 2: Land Use Planning and Goal 3: Agricultural Lands of countywide plan.

## **FOREST LANDS AND CONSERVATION OTHER RESOURCES – GENERAL POLICY**

Refer to Goal 2: Land Use Planning, Goal 3: Agricultural Lands and Goal 4: Forest Lands of the countywide plan.

Objectives specific to the Lewis & Clark, Olney-Walloonsee Planning Area:

1. To conserve the protected natural, scenic, historic, and cultural resources of the Lewis & Clark, Olney-Walloonsee Planning Area.
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 in the Lewis & Clark, Olney-Walloonsee Planning Area.

## **FOREST LANDS POLICY**

Refer to Goal 2: Land Use Planning and Goal 4: Forest Lands of the countywide plan.

## **CONSERVATION OTHER RESOURCES POLICY**

Refer to Goal 2: Land Use Planning of countywide plan.

---

## NATURAL LANDS POLICIES

Refer to Goal 5: Natural Resources, Scenic and Historic Areas and Open Spaces of countywide plan for additional policies.

### Objective specific to the Lewis & Clark, Olney-Wallooskee Planning Area:

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 that are unique to the Lewis & Clark, Olney-Wallooskee Planning Area.

**POLICY A:** Recognizing that wetland inventories are not always accurate, particularly in the Miles Crossing / Jeffers Gardens area and the sloughs of Youngs Bay and the Lewis & Clark and Youngs rivers, 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.

### BACKGROUND 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](#)

**BEFORE THE BOARD OF COMMISSIONERS  
FOR THE COUNTY OF CLATSOP**

In the Matter of:

**An Ordinance adopting the Northeast  
Community Plan - 2040.**

**ORDINANCE NO. 24-09**

Doc # \_\_\_\_\_

Recording Date: \_\_\_\_\_

---

RECITALS

WHEREAS, the Oregon State Legislature approved Senate Bill 100 on May 29, 1973, creating the Land Conservation and Development Commission and establishing the foundation for the statewide land planning system; and

WHEREAS, the Board of Clatsop County Commissioners approved Resolution and Order 74-11-4 adopting *A Plan for Land and Water Use Clatsop County, Oregon Phase I*; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 79-14 on December 24, 1979, which amended the Clatsop County Comprehensive Plan by incorporating the Northeast Community Plan; and

WHEREAS, the Board of Clatsop County Commissioners approved Ordinance 80-13 on September 30, 1980, amending Resolution and Order 74-11-4 by adopting new background reports and countywide elements into the Comprehensive Plan; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinances 80-08, 80-12, 83-17, and 03-10 amending Ordinance 79-14 (Northeast Community Plan); and

WHEREAS, the Board of Clatsop County Commissioners recognizes that the Clatsop County Comprehensive Plan and supporting community plans continue to need periodic revision and amendment; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 23-06 on June 28, 2023, amending Ordinance 80-13; and

WHEREAS, the *Northeast Community Plan – 2040* shall be included as an element of the Clatsop County Comprehensive Plan; and

WHEREAS, the Board of Commissioners finds that the *Northeast Community Plan – 2040* complies with the Statewide Planning Goals 1-14 and 16-19; and

WHEREAS, the Board of Commissioners further determines that the adoption procedure for this Ordinance amending the Comprehensive Plan complies with Statewide Planning Goal 1 – Citizen Involvement; and

Ordinance 24-09

1<sup>st</sup> Public Hearing: February 14, 2024

2<sup>nd</sup> Public Hearing: February 28, 2024

WHEREAS, the Northeast Citizen Advisory Committee developed and reviewed these amendments at public meetings conducted on September 9, October 14, November 18, and December 9, 2021; and

WHEREAS, the Board of Clatsop County Commissioners reviewed the draft amendments at a work session conducted on November 1, 2023; and

WHEREAS, the Clatsop County Planning Commission held a public hearing on these amendments on January 9, 2024; and

WHEREAS, the Board of Commissioners has received and considered the Planning Commission's recommendations on these proposed amendments

**THE BOARD OF COMMISSIONERS OF CLATSOP COUNTY ORDAINS AS FOLLOWS:**

**SECTION 1. ADOPTION**

The Board of County Commissioners hereby adopts the *Northeast Community Plan - 2040* as shown in Exhibit 1, attached hereto and incorporated herein by this reference. This document replaces Ordinance 79-14 as amended.

**SECTION 2. SEPARABILITY**

The provisions of this ordinance are severable. If any portion of this ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance.

**SECTION 3. CONFORMANCE OF STATE LAW**

This Ordinance shall not substitute for nor eliminate the necessity for conformity with any and all laws or rules of the state of Oregon, or its agencies, or any ordinance, rule, or regulation of Clatsop County.

**SECTION 4. INCONSISTENT PROVISIONS**

This Ordinance shall supersede, control and repeal any inconsistent provision of any County Ordinance as amended or any other regulations made by Clatsop County.

**SECTION 5. APPLICABILITY**

This Ordinance shall apply within the unincorporated areas of Clatsop County but shall not apply within the boundaries of any incorporated City.

**SECTION 6. EFFECTIVE DATE**

This Ordinance shall take effect on the 30<sup>th</sup> day following adoption by the Board of Commissioners as provided in Chapter III, Section 8(B) of the Home Rule Chapter for the Government of Clatsop County.

Approved this \_\_\_\_ day of \_\_\_\_\_, 2024

THE BOARD OF COUNTY COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

By \_\_\_\_\_  
Chair

Date \_\_\_\_\_

By \_\_\_\_\_  
Theresa Dursse, Recording Secretary

First Reading: February 14, 2024  
Second Reading: February 28, 2024  
Effective Date: March 29, 2024

**EXHIBIT 1**

Ordinance 24-09  
1<sup>st</sup> Public Hearing: February 14, 2024  
Public Hearing: February 28, 2024

Agenda Item # 5.



---

# NORTHEAST COMMUNITY PLAN



**ORDINANCE 24-09**  
**ADOPTED FEBRUARY 28, 2024**



**NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09**  
**ACKNOWLEDGMENTS**

**BOARD OF CLATSOP COUNTY COMMISSIONERS**

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

**NORTHEAST CITIZEN ADVISORY COMMITTEE**

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

**CLATSOP COUNTY PLANNING COMMISSION**

- Christopher Farrar, Chair
- Cary Johnson
- Jason Kraushaar
- Jeremy Linder
- Michael Magyar
- Katy Pritchard
- Clarke W. Powers

**FORMER MEMBERS**

- Nadia Gardner
- John Orr
- Lum Quang
- Robert Stricklin

**COUNTY ADMINISTRATION**

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Anthony Pope, County Counsel
- Patty Jo Angelini, Public Affairs Officer

**LAND USE PLANNING STAFF**

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



## Table of Contents

<b>INTRODUCTION .....</b>	<b>1</b>
Overview.....	1
Landscape Units.....	2
Alluvial Lowlands.....	2
Alluvial Terraces.....	2
Coast Range Foothills.....	2
Estuary Wetlands, Coastal Shorelands and Water Bodies.....	3
Sedimentary Uplands.....	5
Basaltic Highlands .....	5
Headlands and Points .....	5
Purpose of the Northeast Community Plan .....	8
Review and Updates.....	8
<b>CRITICAL HAZARD AREAS .....</b>	<b>9</b>
Mass Movement.....	9
Streambank Erosion .....	9
Streambank Erosion .....	9
Wildfires .....	9
<b>PUBLIC FACILITIES AND SERVICES .....</b>	<b>12</b>
Transportation.....	12
Water Systems.....	13
Sewer Systems.....	16
Diking Districts.....	16
Schools.....	17

---

**NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09**

Fire Protection ..... 18

Power Generation ..... 19

**NATURAL RESOURCES ..... 21**

Surface and Groundwater Quality..... 21

Agriculture and Forestry..... 24

**OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS ..... 25**

Recreation ..... 25

Open Space, Scenic and Historic Areas ..... 26

Fish and Wildlife ..... 29

**DEVELOPMENT PATTERNS ..... 32**

Housing..... 32

Land Use Designations ..... 32

**GOALS, OBJECTIVES AND POLICIES ..... 36**

**Index to Figures and Maps**

**MAP 1: Location Map..... 1**

**MAP 2: Generalized Landscape Units..... 7**

**MAP 3: Special Flood Hazard Areas..... 10**

**MAP 4: Geologic Hazards Areas ..... 11**

**MAP 5: Water Districts ..... 15**

**MAP 6: Sewer Districts ..... 16**

**MAP 7: Fire Districts ..... 20**

**MAP 8: Open Space, Parks, and Recreation ..... 31**

**MAP 9: Land Use Designations ..... 33**

---

**NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09**

**TABLE 1: U.S. Highway 30 Traffic Volumes (2018-July 9, 2021) ..... 12**

**TABLE 2: Northeast Planning Area – Drinking Water Systems ..... 13**

**TABLE 3: Northeast Planning Area – School Systems ..... 18**

**TABLE 4: Big Creek Stream Flow and Net Water Availability ..... 22**

**TABLE 5: Gnat Creek Stream Flow and Net Water Availability ..... 22**

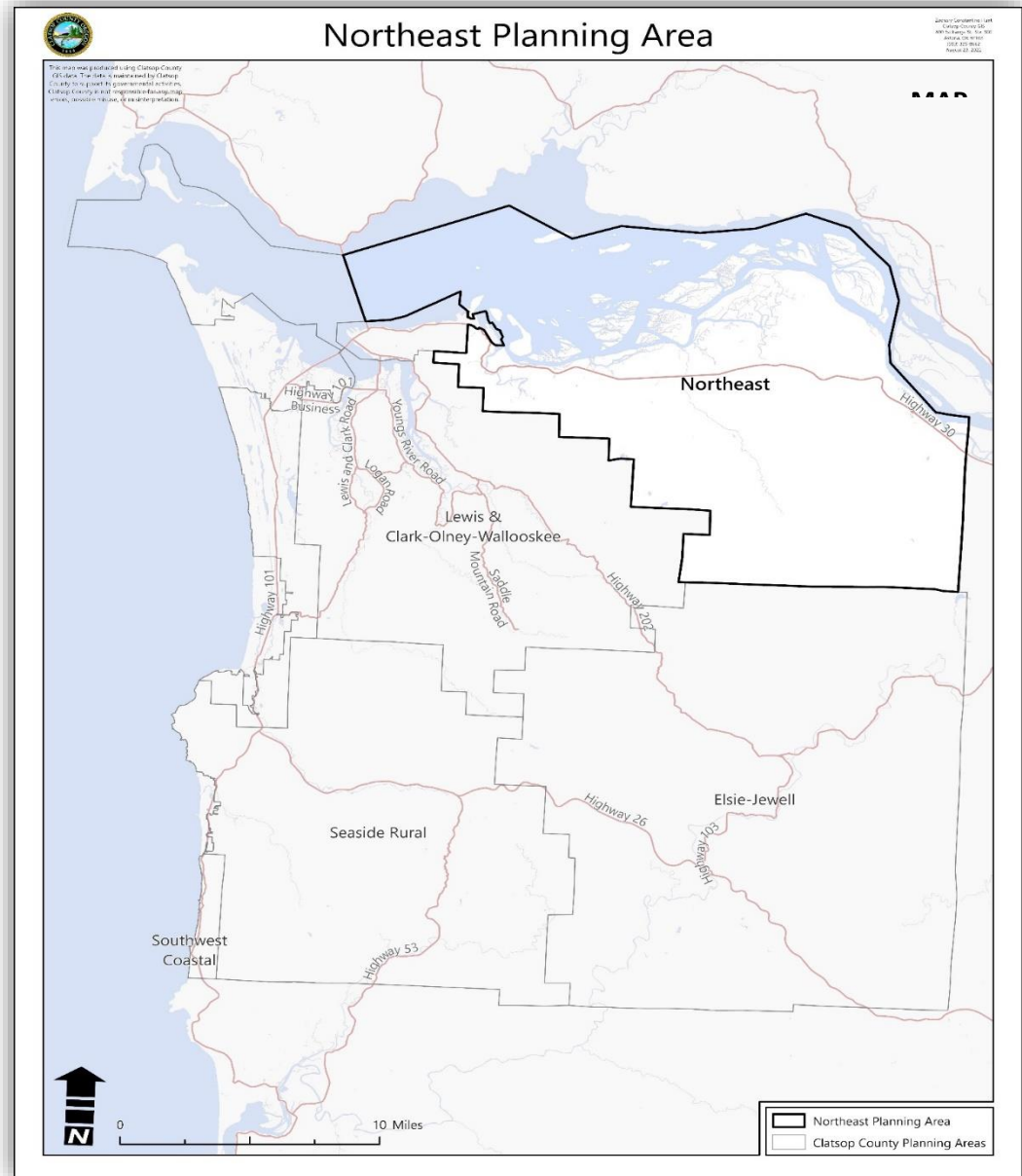


# INTRODUCTION

## Overview

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’s 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).

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.



---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

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.

The estimated 2020 population of the Knappa-Brownsmead CCD (Census County Division) was 2,144 persons. This is an increase of 7.58% from 2010, when the population was estimated at 1,993. Precise population estimates for the Northeast Planning Area are difficult to extrapolate from the Census data, as the Census Tracts do not align with the planning area boundary.

### Planning Area Demographics

#### Size:

**Population:** 2,144 (Knappa-Brownsmead)

**e911 Address Points:** 2,211

(Source: 2020 Decennial Census)

### Landscape Units

The landscape units which occur in the Northeast planning area are:

- **Alluvial Lowlands:** Alluvial lowlands in Northeast Clatsop County 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:** 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 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 Waterbodies:** 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 American 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 estuary also contains the following sub-areas:

***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.

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.

***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. In 2018, CREST submitted applications to for an estuary enhancement project to restore hydrologic connectivity, including floodplain and tidal processes, between the Columbia River and the Bear, Mary's, and Ferris creek basins. This project was completed in 2019.

Svensen Island is entirely 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.

***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 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 Land 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. 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 has the best agricultural land in Clatsop County, and is designated Exclusive Farm Use (EFU). The public boat launching facility at Aldrich Point should not be expanded as the traffic generated by the facility already creates conflicts with local rural farm uses and there are several other water access points available to the public. 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. 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 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 uses. There is deep water close to shore and some available vacant land. There are constraints to development, however, including poor highway access and the proximity to the wildlife refuge.

- **Sedimentary Uplands:** In the Northeast study area of Clatsop County there are significant areas of sedimentary uplands. Sedimentary uplands are characteristically lower and/or more gradually sloped than the basaltic highland, and are generally found at elevations above 250 feet.
- **Basaltic Highlands:** Basaltic highlands in the Northeast study area of Clatsop County are found in the interior, which include both Nicolai and Wickiup Mountains.

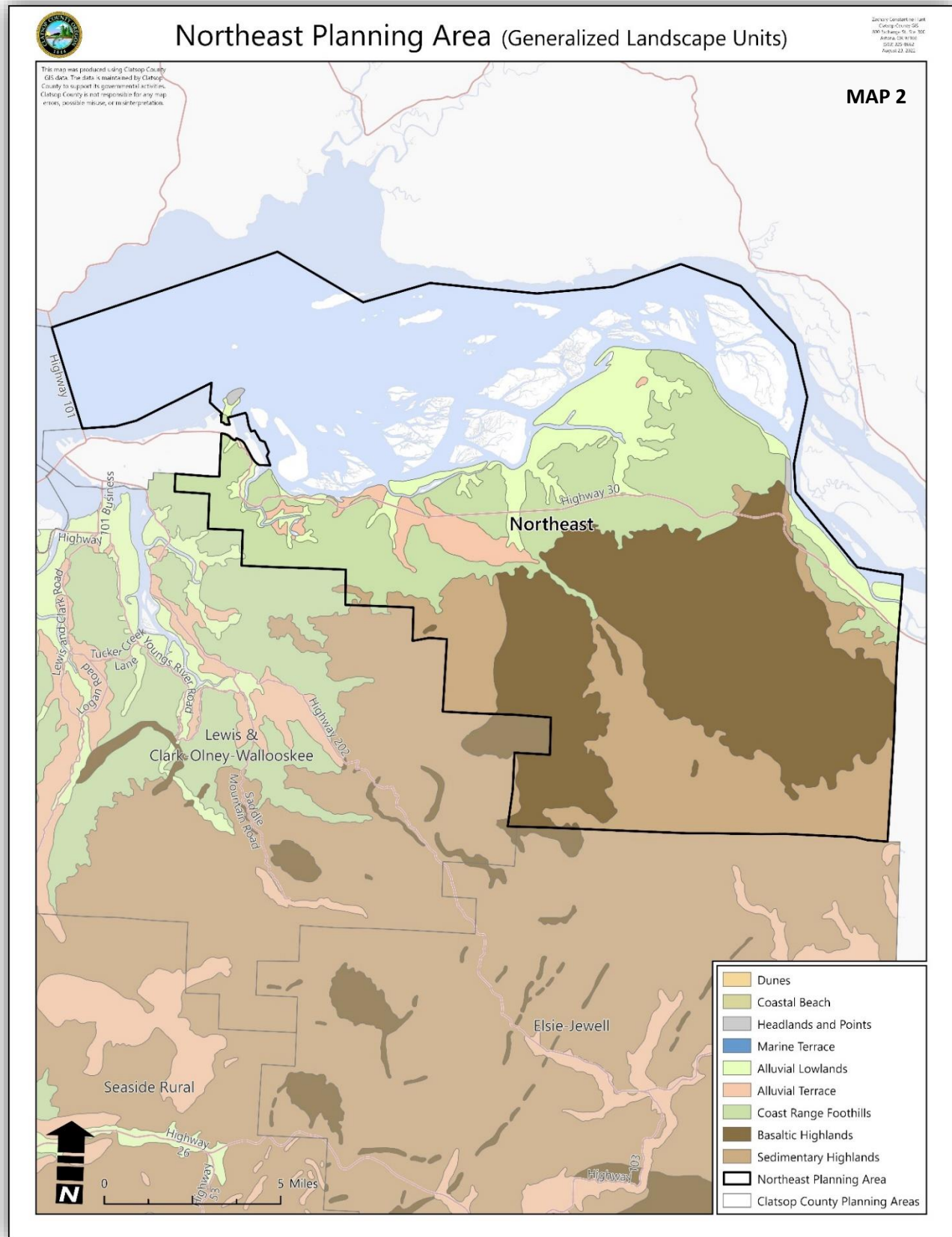
---

**NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09**

- **Headlands and Points**

**Map 2** illustrates the generalized landscape units in the Northeast planning area. Further discussion on the landscape units capacities and limitations can be found in the Northeast Environmental Plan (1974) and in Goal 2: Land Use Planning of the countywide plan.







### **Purpose of the Northeast Community Plan**

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 commercial, industrial and urban or suburban type development. The choices made in the use of land have consequences and impacts that may reverberate for generations. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

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.

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 Northeast Community Plan builds upon the work of the countywide Comprehensive Plan by identifying trends and issues specific to the planning area and developing policies to address those concerns.

The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and standards, developed in accord with Goal 1: Citizen Involvement and public input, that are intended to be used in making specific decisions about present and future land use, along with various maps. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard to the proposed project. A proposed development must be consistent with both the county's Comprehensive Plan, applicable community plan, and development standards in order to achieve the vision outlined in these foundational documents.

### **Review and Update**

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 five other 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

## CRITICAL HAZARD AREAS

Areas within the Northeast are susceptible to the following natural hazards:

1. **Mass movement:** 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. 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.
2. **Stream flooding:** Some areas along Big Creek have chronic stream flooding and erosion problems that can be solved through careful construction
3. **Streambank erosion:** Streambank erosion can undermine and erode lands containing agricultural crops, grazing lands, dwellings, or other structure.
4. **Wildfires:** As climate changes occur, wildfires may become more frequent and intense in areas once thought immune to this type of hazard. As new development occurs in forested areas, additional fire mitigation/retardant standards may be required.

Hazard areas in the Northeast County are shown on **Maps 3 and 4**.

These areas may 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, s; certain sites in landslide-prone or mass movement

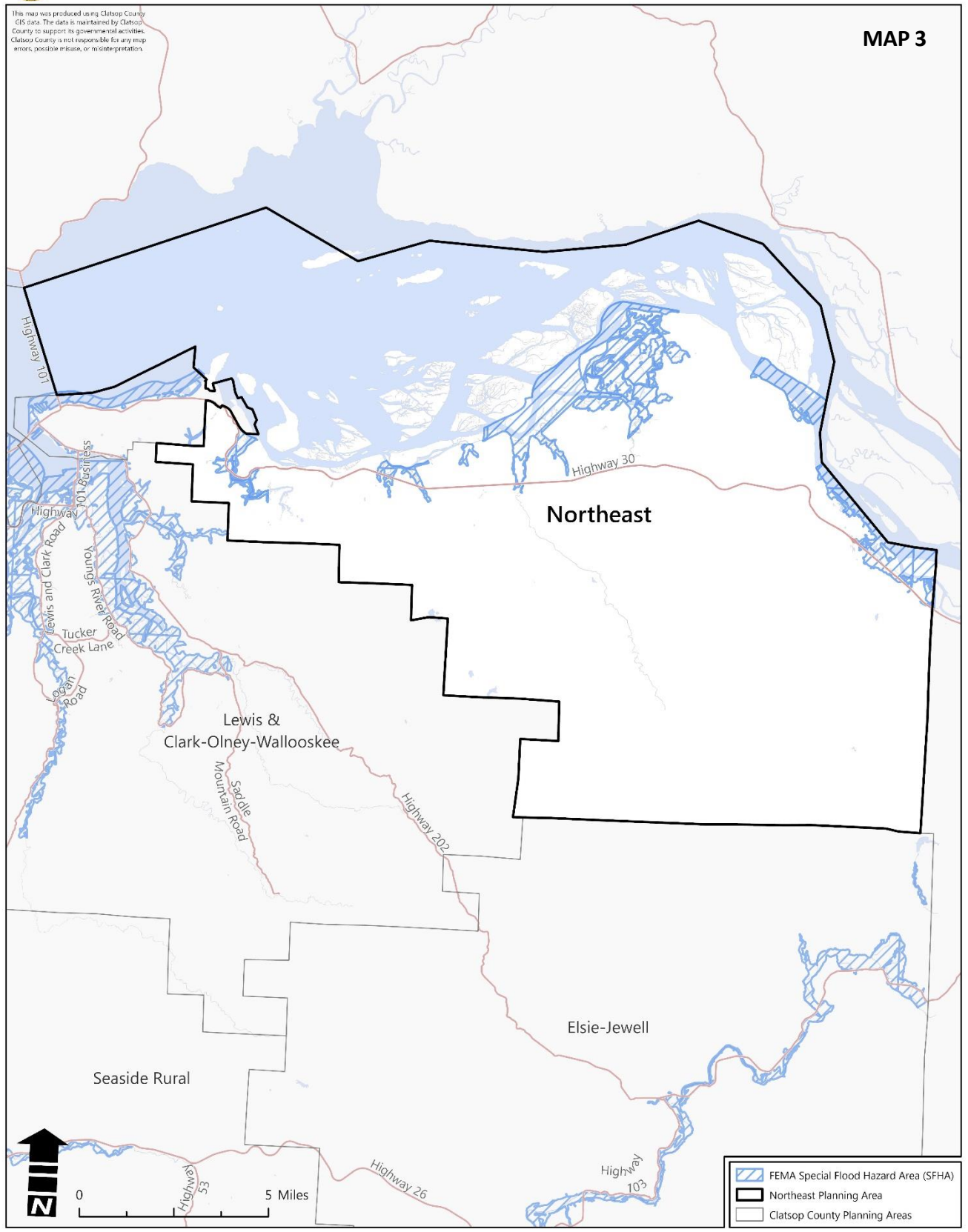


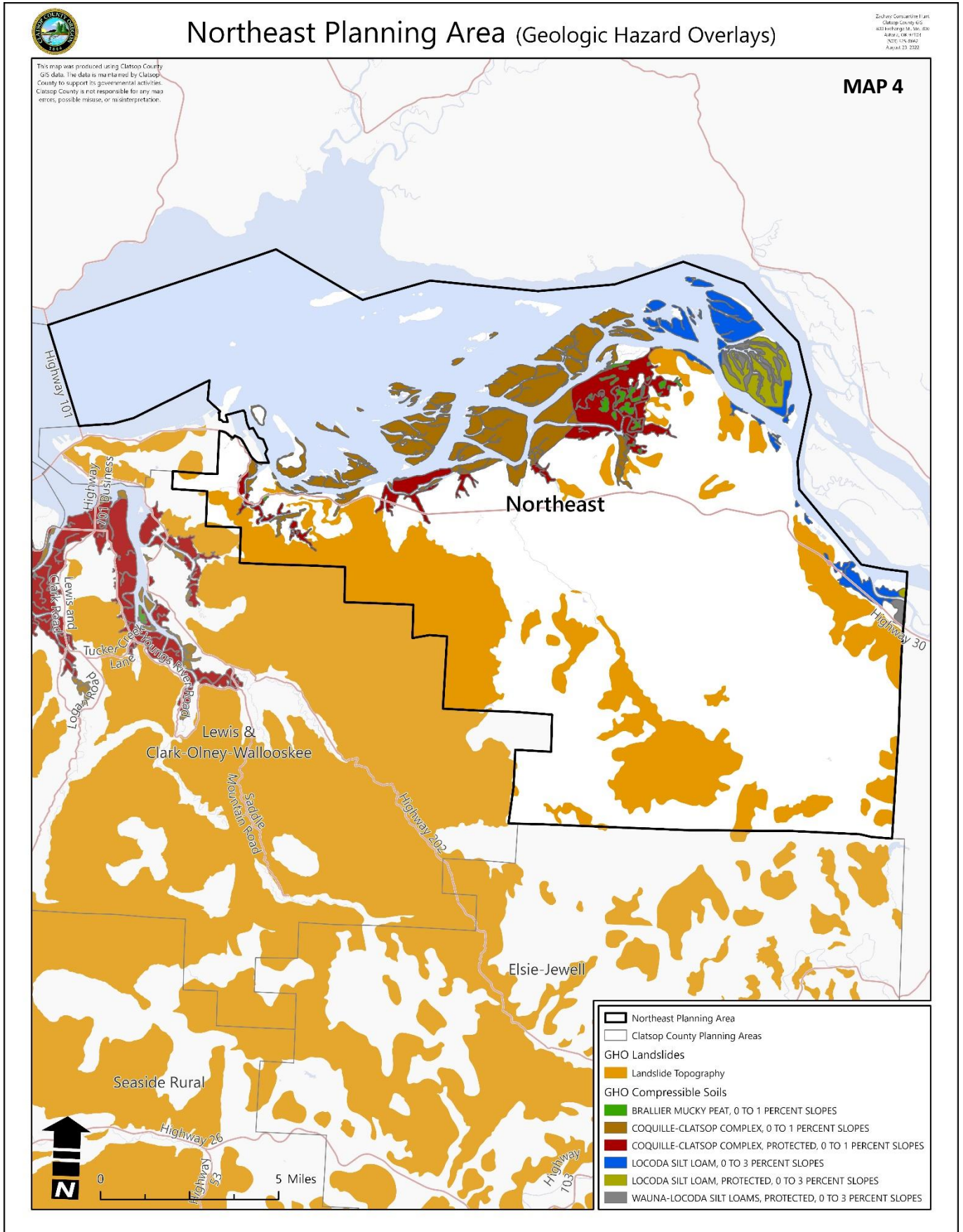
# Northeast Planning Area (Flood Hazard Zones)

Zachry Consulting, Inc.  
 22000 County Rd.  
 Millerville, OR 97132  
 Astoria, OR 97103  
 (503) 325-2682  
 August 23, 2012

This map was produced using Clatsop County GIS data. The data is maintained by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, possible omissions, or misinterpretation.

**MAP 3**





Zachary Consultants Inc.  
 Clatsop County GIS  
 8020 Hawthorne St., Ste. 400  
 Astoria, OR 97103  
 503.325.8667  
 August 23, 2022

## PUBLIC FACILITIES AND SERVICES

### 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. 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.

<b>TABLE 1: U.S. HIGHWAY 30 TRAFFIC VOLUMES (2018-JULY 9, 2021)</b>			
<b>ROAD SEGMENT</b>	<b>AADT*</b>		
	<b>2020</b>	<b>2019</b>	<b>2018</b>
<b>Columbia/Clatsop County Line</b>	6,797	7,500	6,900
<b>0.02 Miles East of Westport Ferry Road</b>	6,873	7,600	7,000
<b>0.02 Miles West of Westport Ferry Road</b>	6,322	7,000	6,400
<b>0.20 Miles East of Taylorville Road</b>	6,056	6,700	6,300
<b>0.20 Miles West of Taylorville Road</b>	4,566	5,100	5,400
<b>Fertile Valley Creek Bridge</b>	5,551	6,200	5,500
<b>Big Creek Bridge</b>	6,797	7,500	7,000
<b>0.03 Miles West of John Day Road</b>	7,819	8,700	8,400
<b>0.05 Miles West of Nimitz Road</b>	9,577	10,600	10,600

\*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes



**NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09**

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.

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.

**WATER SYSTEMS**

While the Comprehensive Plan and companion community plans identify water districts that operate within the unincorporated regions of Clatsop County, the County does not have jurisdiction over these special districts. These facilities are subject to state regulations, which are overseen by the Oregon Health Authority’s Drinking Water Services program. It should be noted that the information provided in **Table 2** below is only a static representation of the water districts at a specific point in time. The Northeast Planning Area includes the following water districts:

<b>TABLE 2: NORTHEAST PLANNING AREA - DRINKING WATER SYSTEMS</b>				
<b>System</b>	<b>Number of Connections</b>	<b>Estimated Total Population Served</b>	<b>Existing Source and Water Rights</b>	<b>System Size (Range of Connections)</b>
<b>Burnside Water District</b>	112	315	Purchased Surface Water	SMALL: 1-299
<b>Fernhill Community Water System</b>	91	300	Purchased Surface Water	SMALL: 1-299
<b>Georgia Pacific CO LLC Wauna</b>	1	700	Surface Water	Data Not Available
<b>John Day Water District</b>	101	350	Purchased Surface Water	Data Not Available
<b>Knappa Water Association</b>	574	1,800	Groundwater	LARGE: 300+
<b>Olney-Walluski Water Association</b>	233	530	Purchased Surface water	SMALL: 1-299
<b>OPRD Bradley State Wayside</b>	2	383	Groundwater	Data Not Available

<b>TABLE 2: NORTHEAST PLANNING AREA - DRINKING WATER SYSTEMS</b>				
<b>System</b>	<b>Number of Connections</b>	<b>Estimated Total Population Served</b>	<b>Existing Source and Water Rights</b>	<b>System Size (Range of Connections)</b>
<b>Wauna Water District</b>	68	188	Groundwater	Data Not Available
<b>Westport Heights</b>	40	90	Groundwater	Data Not Available
<b>Westport Water Association</b>	165	550	Purchased Groundwater	SMALL: 1-299
<b>Wickiup Water District</b>	636	1,590	Surface Water	LARGE: 300+

Source: Oregon Health Authority, Drinking Water Data Online, October 19, 2021

The City of Astoria supplies water to the Burnside, Fernhill, John Day, Walluski and Willowdale districts. Per information from the *Astoria Water System Master Plan DRAFT*, dated February 9, 2021, the combined water usage 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).

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 providing this district with 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.



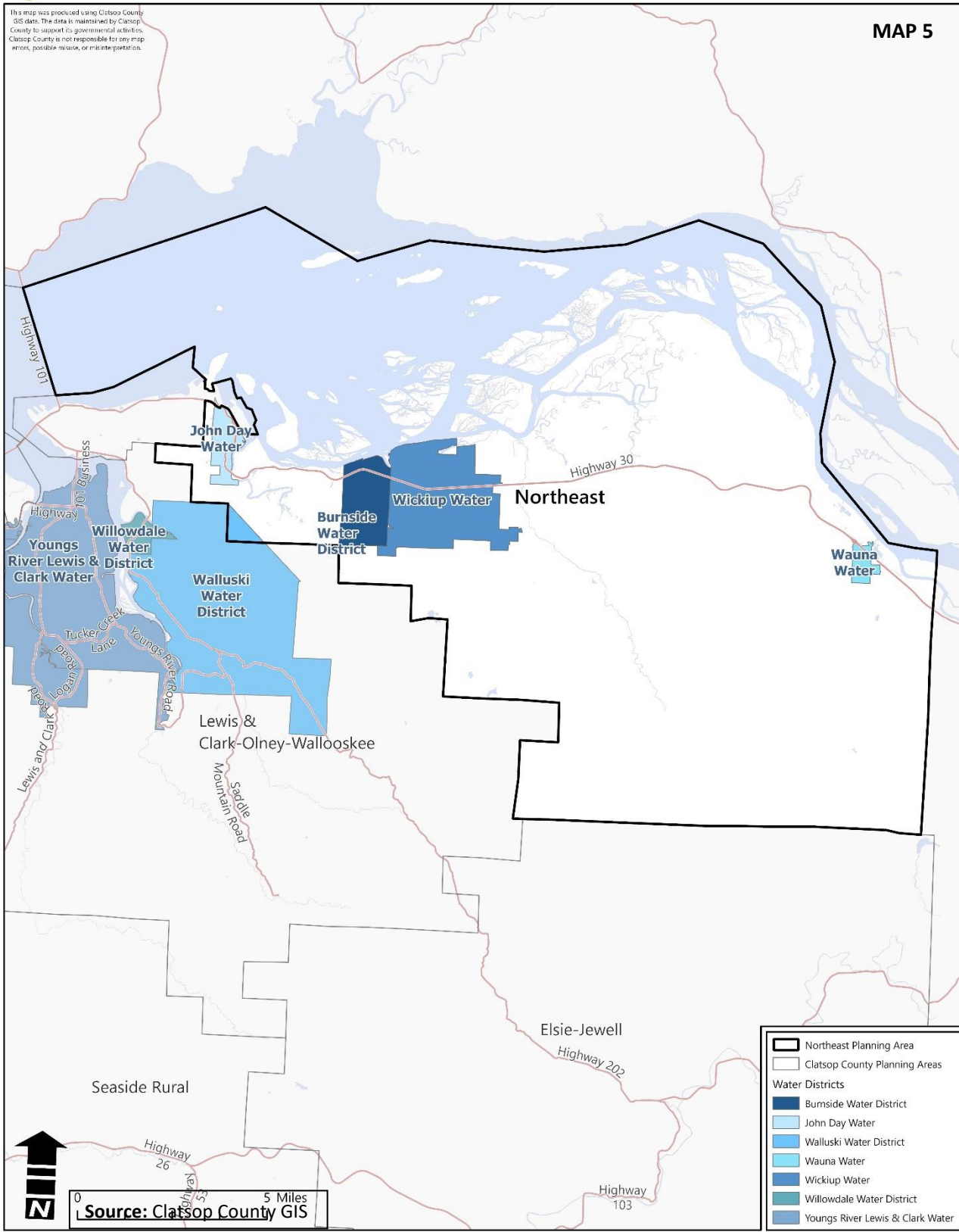


# Northeast Planning Area (Water Districts)

Clatsop County GIS  
 200 Eastview Pl, Ste. 302  
 Astoria, OR 97103  
 (503) 325-0663  
 April 23, 2022

MAP 5

This map was produced using Clatsop County GIS data. The data is maintained by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, possible misuse, or misinterpretation.



Source: Clatsop County GIS

### SEWER SYSTEMS

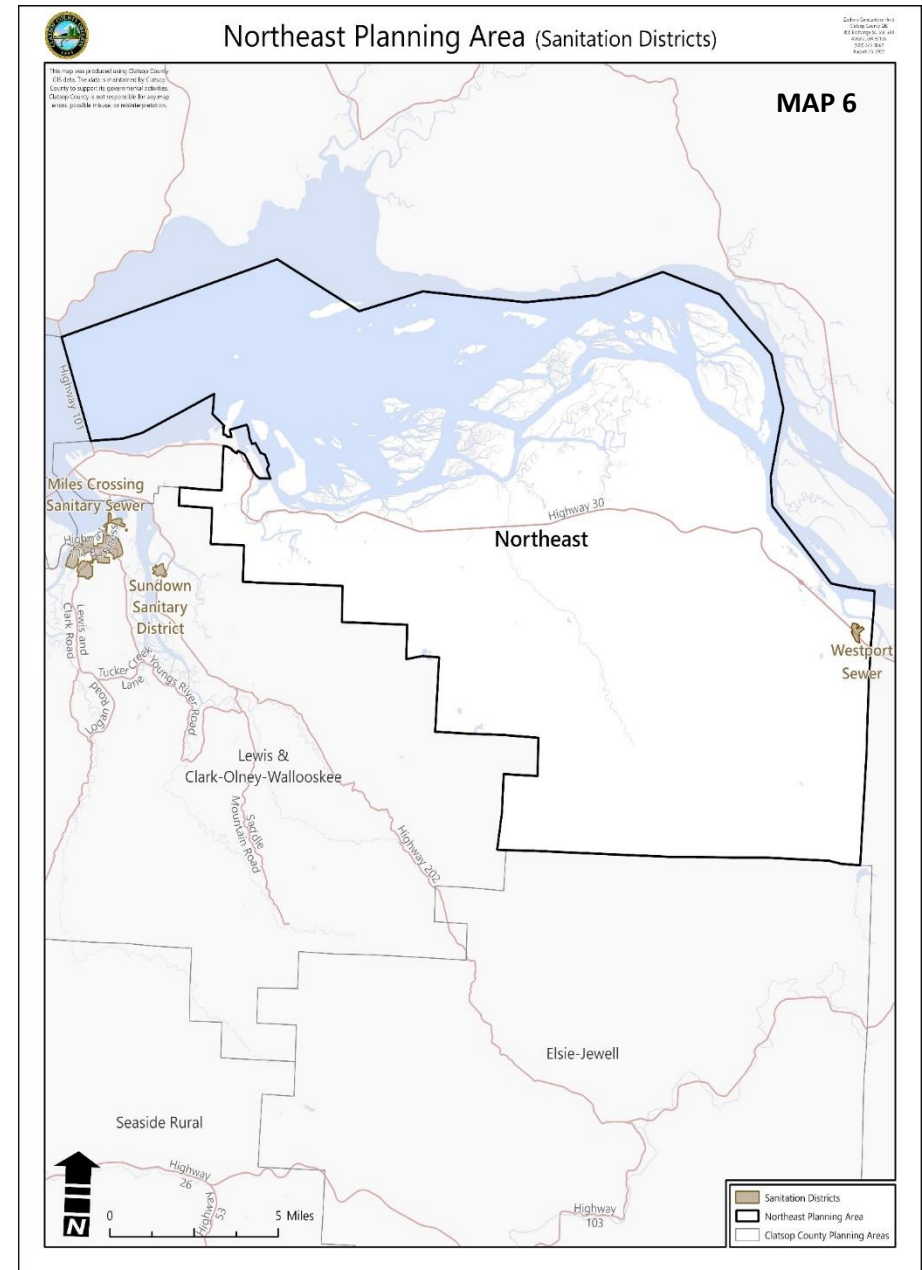
Septage disposal in the Northeast Planning Area is primarily through the use of individual private septic systems. The only sewer district that is operated within the Planning Area is the Westport Sanitary District, which is operated by Clatsop County Public Works. This district serves 90 connections and is funded by user fees. In 2007, the Oregon Department of Environmental Quality (DEQ) required the district to expand and reconfigure its sewer plant to an ultraviolet treatment of wastewater in order to 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.

While not connected to sewer systems, houseboats and floating structures are intrinsically combined with septage issues in the Northeast Planning area. 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. Current regulations of the Department of Environmental Quality (DEQ) concerning sewage disposal indicate that additional houseboats are unlikely to be allowed in the future. The County is required to support all requirements and standards required by DEQ with regard to houseboats and floating structures.

### 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



---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

- 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 diking 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 deferred. Rising sea levels will also impact dikes and the land behind those structures if the dikes are not properly maintained.

### SCHOOLS

There are 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 3: 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
<b>Grades</b>	K-8	9-12	K-2	3-5	6-8	9-12	K-6	7-12
<b>Enrollment</b>	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-Brownsmead 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
- 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.

---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

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). Transmission lines operated by the Bonneville Power Administration (BPA) traverse the northern portion of the Northeast Planning Area.

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 (**Source:** 2020 Clatskanie PUD Annual Audit Report).

The natural gas main feeder line also bisects the Northeast. No power is directly produced in the County.



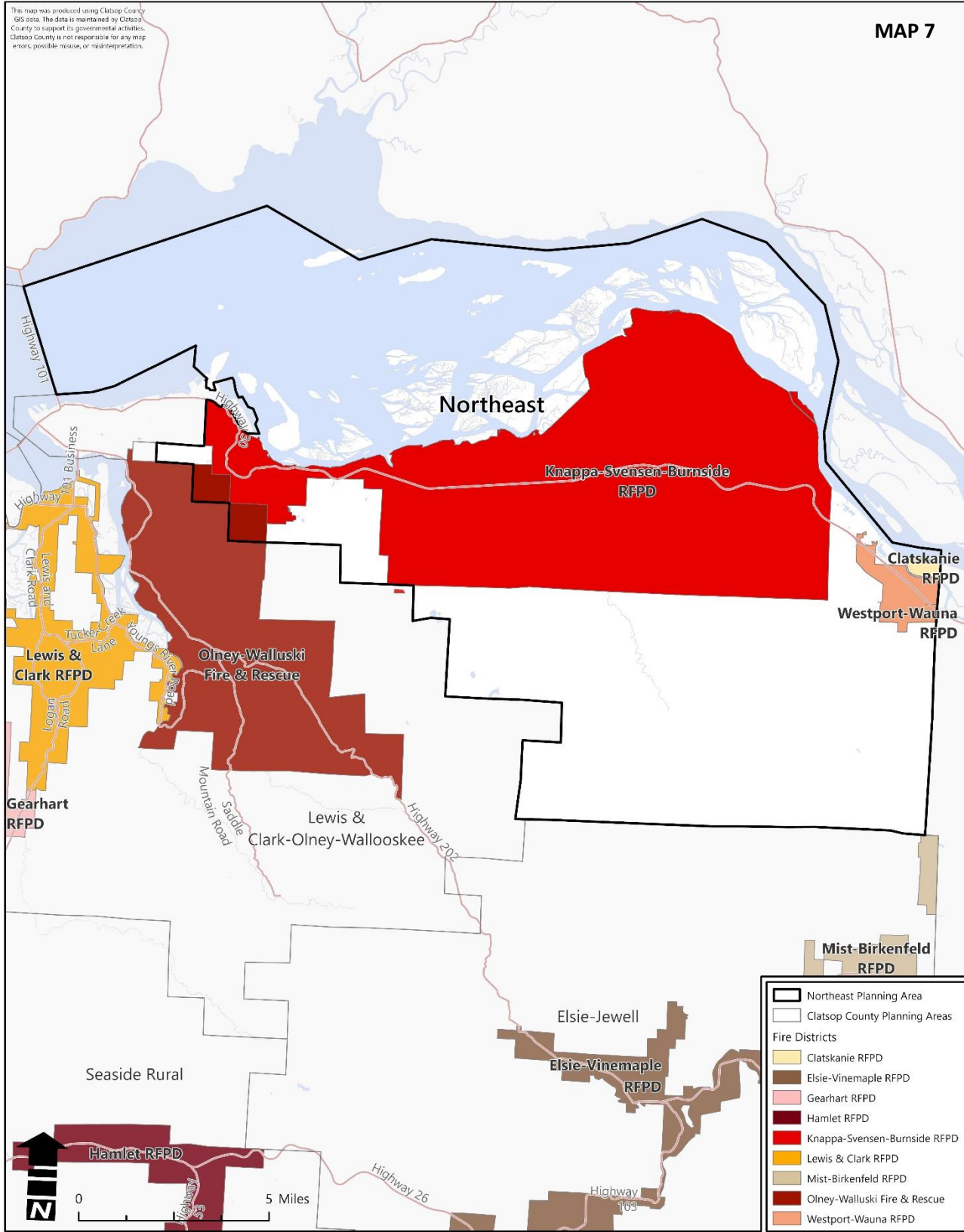


# Northeast Planning Area (Rural Fire Protection Districts)

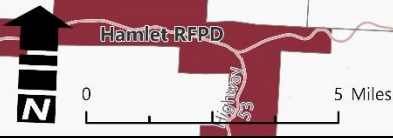
Clatsop County GIS  
 100 Exchange St., Ste. 300  
 Astoria, OR 97103  
 503.325.4602  
 August 15, 2022

This map was produced using Clatsop County GIS data. The data is maintained by Clatsop County to support its governmental activities. Clatsop County is not responsible for any map errors, possible misuse, or misinterpretation.

MAP 7



	Northeast Planning Area
	Clatsop County Planning Areas
<b>Fire Districts</b>	
	Clatskanie RFPD
	Elsie-Vinemaple RFPD
	Gearhart RFPD
	Hamlet RFPD
	Knappa-Svensen-Burnside RFPD
	Lewis & Clark RFPD
	Mist-Birkenfeld RFPD
	Olney-Walluski Fire & Rescue
	Westport-Wauna RFPD



## 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, including 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 summer 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, water for irrigation and industry, and 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 4 and 5**, below, these streams fluctuate considerably between January and August. In summer months, there may be insufficient flow to fulfill instream and off-stream water rights. For example, Big Creek has an average stream flow of 365 cubic feet per second (cfs) in January as compared to a flow of 28 cfs in August. Gnat Creek has an average of 232 cfs in January while in the summary months the stream decreases until August when it is 7cfs. During the winter months when the streams are at their peak, there is plenty of water in the stream channels and water supply is not a problem. As the streams dry up during the summer, however, if the existing water rights are exercised, water shortages may occur. Big Creek is an example of a stream that could possibly run dry in August. The average stream flow is 28 cfs. Existing water rights on Big Creek presently total 58.120 cfs. Should everyone use their complete water rights at the same time, Big Creek would have a stream flow of - 30.120, which removes all the water from the stream. As wildfires become more frequent and intense, this may present challenges and risks to area firefighters.



<b>TABLE 4: BIG CREEK STREAM FLOW AND NET WATER AVAILABILITY (Cubic Feet / Second)</b>					
<b>MONTH</b>	<b>NATURAL STREAM FLOW</b>	<b>COMSUMPTIVE USES AND STORAGES</b>	<b>EXPECTED STREAM FLOW</b>	<b>INSTREAM FLOW REQUIREMENTS</b>	<b>NET WATER AVAILABILITY</b>
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
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
<b>ANNUAL</b>	<b>97,000.00</b>	<b>2,540.00</b>	<b>94,400.00</b>	<b>64,100.00</b>	<b>36,000.00</b>

Source: Oregon Water Resources Department

<b>TABLE 5: GNAT CREEK STREAM FLOW AND NET WATER AVAILABILITY (Cubic Feet / Second)</b>					
<b>MONTH</b>	<b>NATURAL STREAM FLOW</b>	<b>COMSUMPTIVE USES AND STORAGES</b>	<b>EXPECTED STREAM FLOW</b>	<b>INSTREAM FLOW REQUIREMENTS</b>	<b>NET WATER AVAILABILITY</b>
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

<b>TABLE 5: GNAT CREEK STREAM FLOW AND NET WATER AVAILABILITY (Cubic Feet / Second)</b>					
<b>MONTH</b>	<b>NATURAL STREAM FLOW</b>	<b>COMSUMPTIVE USES AND STORAGES</b>	<b>EXPECTED STREAM FLOW</b>	<b>INSTREAM FLOW REQUIREMENTS</b>	<b>NET WATER AVAILABILITY</b>
<b>September</b>	14.70	1.31	13.40	0.00	<b>13.40</b>
<b>October</b>	16.5	1.28	15.20	0.00	<b>15.20</b>
<b>November</b>	26.10	1.28	24.80	0.00	<b>24.80</b>
<b>December</b>	81.00	1.28	79.70	0.00	<b>79.70</b>
<b>ANNUAL</b>	63,000.00	935.00	62,100.00	0.00	<b>62,100.00</b>

Source: Oregon Water Resources Department

It is anticipated that occurrences and duration of drought events will increase in the future.

*Gnat Creek Aquifer*

Groundwater usage in Clatsop County has increased along with development over the past 20 years to 30 years. From 1990 to 1995, approximately 250 wells were drilled within the county, compared to over 1,000 wells installed from 2015 to 2020.

Well production rates in the county vary significantly due to the heterogeneity of the Coast Range aquifers, with volumes ranging from less than 10 to over 300 gallons per minute (gpm). Relatively shallow wells, most completed to less than 200 feet deep in unconsolidated alluvium (permeable sand and gravel deposited by streams), have demonstrated fairly stable water levels over the past 20 years. However, stable groundwater levels demonstrated in some shallow alluvial wells could be due to an efficient hydraulic connection between the groundwater system and nearby streams; in some of these cases, most of the water pumped from hydraulically-connected wells actually originates from the streams (i.e., the groundwater aquifer is “recharged” primarily by water from surface water bodies). This capture of surface water by hydraulically-connected wells can cause or exacerbate existing low streamflow conditions.

Deeper wells constructed in basalt and sandstone aquifers within the northeast portion of Clatsop County typically demonstrate an even greater variability of groundwater levels and well yields. For example, a well at the Gnat Creek Fish Hatchery that is completed in sandstones overlain by basalt historically reported flowing artesian conditions, meaning that the groundwater system there is sufficiently pressurized such that water would flow freely above the ground surface if the well were not capped (however, the last water level from that well was submitted to the state in 1987, so it is not known if flowing artesian conditions still exist at that

---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

location). Conversely, two other nearby wells operated by the Knappa Water District, one completed in basalt and sandstone and the other only in basalt, have shown groundwater level declines of about 100 to 140 feet over the past 20 years. Originally-reported well yields for these three particular wells ranged from about 100 to 300 gpm, although it is probable that the two wells suffering significant water level declines can no longer produce their originally-reported yields. Finally, deeper basalt and sandstone wells in this portion of the county may or may not be hydraulically connected to nearby streams.

Due to the exceptional variability of groundwater conditions in Clatsop County, particularly in the upland areas near Big Creek and Gnat Creek, a thorough site-specific hydrogeologic evaluation of prospective well sites should be completed prior to any potential groundwater development efforts by the county.

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 is one of the primary uses of land in the Northeast. The Brownsmead community contains many dairy farms and other farms with vegetable crops such as 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. Many of these farmlands were created and are protected by dikes. More detailed discussion on the impacts of these dikes is discussed in the Public Facilities and Services section, above.

Forest lands are also a predominant use of the land area of the Northeast. Those areas owned by corporate and state interests are intensively managed for timber production. Some small property owners operate holly tree farms or nurseries or manage woodlots. In 2019, the Oregon Department of Forestry began drafting a Habitat Conservation Plan (HCP). As currently proposed, the HCP would significantly limit the amount of timber that could be harvested on state-owned lands over the next 70 years. If approved as drafted, the HCP poses significant economic impacts for workers, employers, local governments and special districts.

## OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS

The following discussion and policies are in addition to those found in Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces; 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.

### RECREATION

Clatsop County and coordinating agencies have emphasized recreational resources by developing parks and picnic areas, boat launch sites, and beach access points within the Northeast planning area, including:

- **John Day County Park** - consisting of 54 acres on the river front, public boat launch, toilets and parking facilities.
- **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.
- **Aldrich Point Boat Ramp** - on one acre with one boat lane for Columbia River access. This privately-owned ramp and access point accommodate both motor boats and kayaks and is privately owned and operated.
- **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 easy to moderate trails that meander through 30 miles of working forest. The area, which has four designated campsites and a staging area, picnic sites, and restroom facilities, is operated by the Oregon Department of Forestry.
- **Westport Boat Ramp Park** - This 27-acre facility was officially opened to the public on February 1, 2022. The improvements include a public boat launch, picnic and restroom facilities and a park host.



*Nicolai Mountain OHV Area*



*Aldrich Point Boat Ramp*

---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

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.

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. These access points, however, should be limited to preserve the area's natural environment for wildlife and to protect areas from overuse and potential damage.

### **OPEN SPACE, HISTORIC, SCENIC AND NATURAL AREAS**

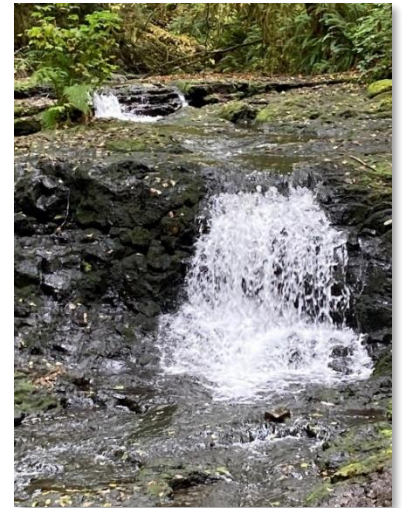
Northeast Clatsop County is rich in natural history and beauty. The abundant network of channels and shoals, the wooded islands on the river, high sheer bluffs, heavily forested mountains, and green meadows makes this area unique to the other coastal communities. This ancestral homeland to the Chinook Indian tribe, which remains unceded, was inhabited centuries before the coming of Lewis and Clark. Later loggers, fisherman, hunters and farmers found their way to this land by the river. Today, the Northeast Planning Area is still sparsely settled with much to preserve and enhance.

#### ***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. Resource management lands, such as forest and agriculture lands provide or have potential economic value which requires some form of protection to maintain their continued utilization. A majority of the Northeast area is currently preserved for forest uses, while the Brownsmead area has been preserved for agricultural uses.

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, above.

Areas that are to be preserved in their natural state for resource or wildlife protection such as the Columbia River Islands, will provide large areas of open space in the Northeast.



*Barrier Falls*

The Northeast Community Plan encourages the clustering of homes to provide additional open space. In addition, the provision of acreage homesites maintains a rural open space character for much of the Northeast. Descriptions of these areas are contained in the following pages.

***Historic Areas***

Historical sites which have been inventoried in the Northeast Planning Area include the Lewis and Clark campsite near the old 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.), however, 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 may be difficult. Another archeological site is located under the railroad tracks in approximately the same area. Both sites are currently 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 oftentimes 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 planning area. The coastal foothills are a forest resource area and are 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 Bradley 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.



---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

Per OAR 660-022-0160, “natural areas” are areas listed in the Oregon State Register of Natural Heritage Resources. Within the Northeast Planning Area the following sites have been identified:

- Blind Slough Swamp Preserve (1995)
- Knappa Slough Island (1999)

Other potential site in the Northeast Planning Area for possible voluntary inclusion on the Oregon State Register of Natural Heritage Resources include:

- **Bradwood Cliffs:** The area consists of 40 acres of old growth Douglas Fir forest standing on a basalt ledge overlooking the Columbia River. This stand is highly natural and the old trees could continue to constitute a viable natural ecosystem protected.
- **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 and could also support scientific research.
- **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 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.
- **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.
- **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 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.
- **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.
- **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.

- **Plympton Creek Falls:** The falls lie in a steep forested canyon above Westport. Giant fire-scarred old Douglas Fir up to six 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 Planning Area is perhaps the most important habitat area for salmon and fish species, whales, eulachon, eagles, waterfowl, white-tail deer, owls, hawks, marbled murrelet, and other wildlife in Clatsop County.

Sensitive areas for fish in Northeast Clatsop 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, which 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 two miles south of Knappa off Highway 30, and is approximately three 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. 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 flow from Gnat Creek. Water flows range from a high of 3,320 gallons per minute to a low of 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 Winter Steelhead programs are harvest programs. (**Source:** Gnat Creek Hatchery Program Management Plan 2019).

---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

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.

The Northeast Planning Area also contains 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. Tenasillahe Island is part of the Julia Butler Hansen Refuge for the Columbian White-tailed Deer 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. Previous subdivision approval required installation of appropriate fencing and required 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.

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.

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. Declining populations of upland game birds may be attributed to chemical spraying of nuisance insects and vegetation, 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.

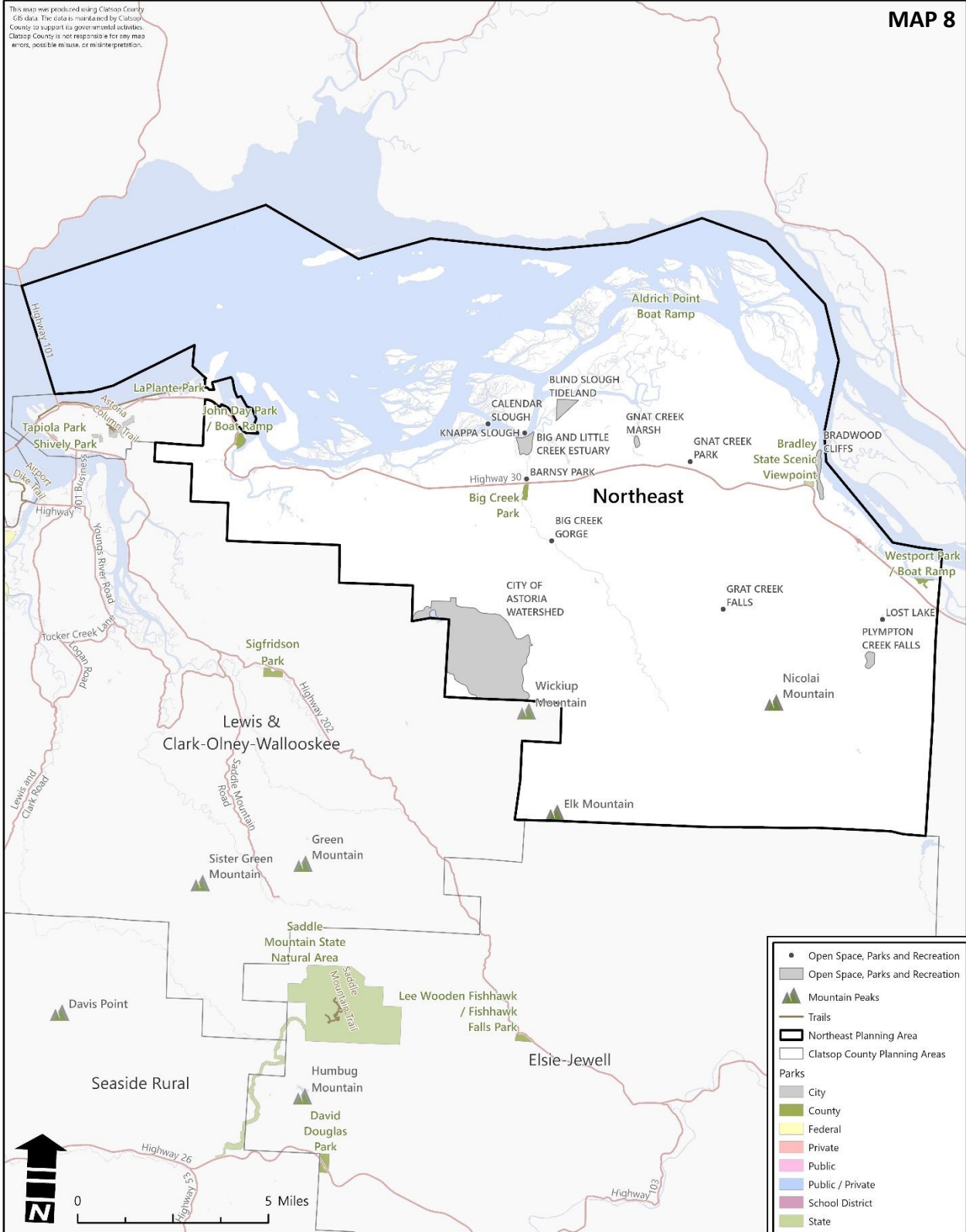


# Northeast Planning Area (Open Space, Parks and Recreation)

Clatsop County Planning Department  
 100 Exchange St., Ste. 200  
 Astoria, OR 97103  
 503.325.6962  
 August 13, 2022

This map was produced using Clatsop County GIS data. The colors maintained by Clatsop County in support of governmental activities. Clatsop County is not responsible for any map errors, possible misuse, or misinterpretation.

**MAP 8**



## DEVELOPMENT PATTERNS

### ***Purpose and Intent of Rural Residential Development in the Northeast 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 Northeast 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.

Therefore, it is the County’s purpose and intent that all residential planned developments and subdivision developments in the Northeast planning area shall be clustered which will ensure that the rural character is maintained. **Map 13** details the land use designations assigned within the Clatsop Plains Planning Area. Detailed zoning maps can be located on the Clatsop County [website](#).

### **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.

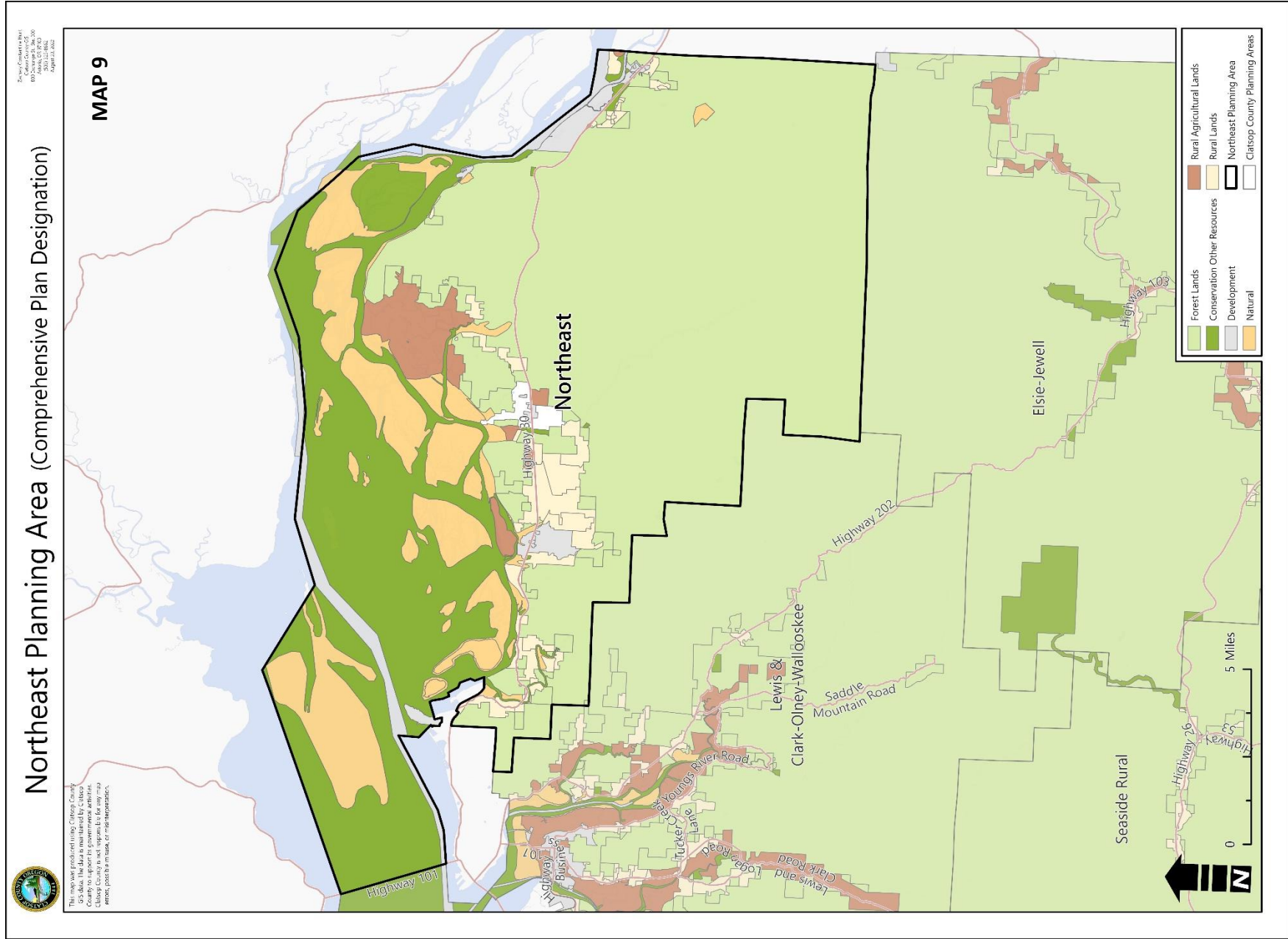
The biggest building boom occurred in 1967 when the Wauna Mill opened. Since that time, new construction has continued on a relatively steady basis within the Northeast Planning Area. Between 2005 and November 24, 2021, 254 permits were issued for the construction of new single-family and two-family 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.

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. Increasing populations will also add pressure to the water districts that serve these neighborhoods. The availability of water and septic capacity must be considered in the housing plan for the area.

Goal 2: Land Use Planning of the countywide Comprehensive Plan includes definitions and details on each of the County’s six land use designations. Discussion of each designation, specific to the Northeast Planning Area, is below.







## LAND USE DESIGNATIONS

### *Development*

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 the City of Astoria and Tongue Point.

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 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.

### *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.

Many parcels in the Northeast Planning Area that are designated RURAL LANDS 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 also 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. In the Northeast Planning Area, the lands surrounding Brownsmead/Blind Slough have been designated as RURAL AGRICULTURAL LANDS and zoned Exclusive Farm Use (EFU).

### *Forest Lands and Conservation Other Resources*

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.

---

**NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09**

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.

Lands designated as Forest Lands comprise a majority of the Northeast Planning Area and are typically located inland from the Columbia River. Lands designated as Conservation Other Resources are located primarily located along rivers and streams.

***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.

In the Northeast Planning Area, lands designated as Natural are located primarily located along the Columbia River shoreline and the islands within the Columbia River.

## 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 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-dependent and water-related 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 should be preserved and promoted:
1. through the allowance of boat houses, net floats and associated fisheries-related facilities in appropriate waterways,
  2. through production of fish by both hatchery and natural means, and
  3. 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.

### 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.

## HOUSING POLICY

**Policy A:** Current regulations of the Department of Environmental Quality (DEQ) 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. The County should continue to support all requirements and standards required by DEQ with regard to houseboats and floating structures.

## RECREATION POLICIES

**Policy A:** Additional locations for public recreational access or expansion of existing facilities within the Northeast Planning area should be jointly considered by interested state agencies, the County’s Recreational Lands Planning Advisory Committee and local recreational organizations 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 high intensity uses.

**Policy B** Prior to expansion of existing or development of new recreational facilities along the river, the County shall assess the needs of the area, and review the proposed used based on the following standards:

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. The County will develop clear and objective standards to ensure that proposals will not have undue impacts on local citizens.

## HISTORIC AREA POLICIES

**Goal:** The history of Clatsop County is multi-faceted and should be recorded and preserved, whenever possible, for future generations.

---

## NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09

- Policy A:** The County should pursue technical and financial assistance in order to protect, restore, or purchase significant historical areas, including the Westport log tunnel, that could fulfill the needs for parks, trails, recreation, natural and scenic resources.
- Policy B:** The County should work with the Department of Forestry and other adjoining property owners to develop a protection plan for the Westport log tunnel.
- Policy C:** The County may conduct additional analysis to determine whether Bradwood and Clifton should be included in the Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces historic resources inventory.

## 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.
- Policy C:** 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.

## FISH AND WILDLIFE POLICIES

- Policy A:** The County may encourage programs and activities that increase native or hatchery runs on Plympton Creek, Little Creek, Mary's Creek, Ferris Creek, Bear Creek or the John Day River.
- Policy B:** Because of the importance of the Gnat Creek and Big Creek hatcheries, activities of development that could be detrimental to their water quality shall be discouraged in and all waters that drain into these creeks should be managed to avoid harmful effects.
- Policy C:** 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:** To encourage walking and bicycling the County should coordinate with ODOT to include wide shoulders along state roads.
- Policy B:** The County may coordinate with ODOT to develop a footpath/bicycle path that would link Astoria and Knappa.
- Policy C:** Clatsop County should continue to support the efforts of the Sunset Empire Transportation District to maintain and, if feasible, to expand regular passenger bus serve to the Northeast area of the County.

## PUBLIC FACILITIES POLICIES

- Policy A:** The County should encourage all diking districts and landowners of affected areas to identify those dikes in need of repair and to take appropriate action with assistance from the Corps of Engineers and/or FEMA.
- Policy B:** The County may encourage or coordinate with the Oregon Water Resources Department to determine the extent of the aquifer believed to be along the basalt ridge from Knappa to Westport. Consideration should be given to utilizing this supply for future growth.
- Policy C:** Power systems which utilize solar (i.e. solar farms) and wind generated energy are well suited for the Northeast County and should 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 may encourage the use of small-scale solar installations (5 acres or less) that integrate grazing or other agricultural practices with the solar installation.

## ENERGY POLICIES

- Policy A:** The County should consider installation of public electric vehicle charging stations County-owned lands and parks within the Northeast Planning Area.



**LAND USE POLICIES**

**Goal: To preserve and maintain the present overall rural quality of life now enjoyed in the Northeast.**

- Policy A:** The County should review the existing commercial zone in Westport and should prepare zoning code amendments to include a variety of permitted and conditional uses, such as single- and multi-family residential.
  
- Policy B:** The conversion of RURAL 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.

**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:**

---

**NORTHEAST COMMUNITY PLAN 2040 – DRAFT 09**

*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  
Northeast Environmental Plan (1974)

**BEFORE THE BOARD OF COMMISSIONERS  
FOR THE COUNTY OF CLATSOP**

In the Matter of:

**An Ordinance adopting the Seaside  
Rural Community Plan - 2040.**

**ORDINANCE NO. 24-10**

Doc # \_\_\_\_\_

Recording Date: \_\_\_\_\_

---

RECITALS

WHEREAS, the Oregon State Legislature approved Senate Bill 100 on May 29, 1973, creating the Land Conservation and Development Commission and establishing the foundation for the statewide land planning system; and

WHEREAS, the Board of Clatsop County Commissioners approved Resolution and Order 74-11-4 adopting *A Plan for Land and Water Use Clatsop County, Oregon Phase I*; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 80-07 on July 23, 1980, which amended the Clatsop County Comprehensive Plan by incorporating the Seaside Rural Community Plan; and

WHEREAS, the Board of Clatsop County Commissioners approved Ordinance 80-13 on September 30, 1980, amending Resolution and Order 74-11-4 by adopting new background reports and countywide elements into the Comprehensive Plan; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinances 81-07 and 83-17 amending Ordinance 80-07 (Seaside Rural Community Plan); and

WHEREAS, the Board of Clatsop County Commissioners recognizes that the Clatsop County Comprehensive Plan and supporting community plans continue to need periodic revision and amendment; and

WHEREAS, the Board of Clatsop County Commissioners adopted Ordinance 23-06 on June 28, 2023, amending Ordinance 80-13; and

WHEREAS, the *Seaside Rural Community Plan – 2040* shall be included as an element of the Clatsop County Comprehensive Plan; and

WHEREAS, the Board of Commissioners finds that the *Seaside Rural Community Plan – 2040* complies with the Statewide Planning Goals 1-14 and 16-19; and

WHEREAS, the Board of Commissioners further determines that the adoption procedure for this Ordinance amending the Comprehensive Plan complies with Statewide Planning Goal 1 – Citizen Involvement; and

WHEREAS, the Elsie-Jewell / Seaside Rural Citizen Advisory Committee developed and reviewed these amendments at public meetings conducted on August 13, September 10, October 8, November 12, December 10 and December 16, 2021; and

WHEREAS, the Board of Clatsop County Commissioners reviewed the draft amendments at a work session conducted on November 1, 2023; and

WHEREAS, the Clatsop County Planning Commission held a public hearing on these amendments on January 9, 2024; and

WHEREAS, the Board of Commissioners has received and considered the Planning Commission’s recommendations on these proposed amendments

**THE BOARD OF COMMISSIONERS OF CLATSOP COUNTY ORDAINS AS FOLLOWS:**

**SECTION 1. ADOPTION**

The Board of County Commissioners hereby adopts the *Seaside Rural Community Plan - 2040* as shown in Exhibit 1, attached hereto and incorporated herein by this reference. This document replaces Ordinance 80-07 as amended.

**SECTION 2. SEPARABILITY**

The provisions of this ordinance are severable. If any portion of this ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance.

**SECTION 3. CONFORMANCE OF STATE LAW**

This Ordinance shall not substitute for nor eliminate the necessity for conformity with any and all laws or rules of the state of Oregon, or its agencies, or any ordinance, rule, or regulation of Clatsop County.

**SECTION 4. INCONSISTENT PROVISIONS**

This Ordinance shall supersede, control and repeal any inconsistent provision of any County Ordinance as amended or any other regulations made by Clatsop County.

**SECTION 5. APPLICABILITY**

This Ordinance shall apply within the unincorporated areas of Clatsop County but shall not apply within the boundaries of any incorporated City.

SECTION 6. EFFECTIVE DATE

This Ordinance shall take effect on the 30<sup>th</sup> day following adoption by the Board of Commissioners as provided in Chapter III, Section 8(B) of the Home Rule Chapter for the Government of Clatsop County.

Approved this \_\_\_\_ day of \_\_\_\_\_, 2024

THE BOARD OF COUNTY COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

By \_\_\_\_\_  
Chair

Date \_\_\_\_\_

By \_\_\_\_\_  
Theresa Dursse, Recording Secretary

First Reading: February 14, 2024

Second Reading: February 28, 2024

Effective Date: March 29, 2024

**EXHIBIT 1**

Ordinance 24-10  
1<sup>st</sup> Public Hearing: February 14, 2024  
Public Hearing: February 28, 2024

Agenda Item # 6.



# SEASIDE RURAL COMMUNITY PLAN





**ORDINANCE 24-10  
ADOPTED FEBRUARY 28, 2024**

# ACKNOWLEDGEMENTS

## BOARD OF CLATSOP COUNTY COMMISSIONERS

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

## SEASIDE RURAL CITIZEN ADVISORY COMMITTEE

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

## CLATSOP COUNTY PLANNING COMMISSION

- Christopher Farrar, Chair
- Clarke Powers, Vice-Chair
- Cary Johnson
- Jason Kraushaar
- Jeremy Linder
- Michael Magyar
- Katy Pritchard

## FORMER MEMBERS

- Nadia Gardner
- John Orr
- Lum Quang
- Robert Stricklin

## COUNTY ADMINISTRATION

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Anthony Pope, 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

<b>INTRODUCTION .....</b>	<b>1</b>
Overview .....	1
Landscape Units .....	1
Purpose of the Seaside Rural Community Plan.....	4
Review and Updates .....	4
<b>CRITICAL HAZARD AREAS .....</b>	<b>6</b>
Stream Flooding .....	6
Streambank Erosion .....	6
Mass Movement .....	6
High Groundwater .....	6
Wildfire.....	7
Tsunami.....	7
Earthquake / Cascadia Subduction Zone Event .....	8
<b>PUBLIC FACILITIES AND SERVICES .....</b>	<b>11</b>
Water Systems .....	11
Septic Systems.....	11
Transportation .....	12
Schools .....	12
Fire Protection.....	13
Power Generation.....	14
<b>NATURAL RESOURCES .....</b>	<b>18</b>
Mineral Resources .....	18
Water Resources.....	18

---

**SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09**

Forest Lands and Agriculture ..... 20

**OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS ..... 21**

Recreation ..... 21

Open Space, Historic, Scenic and Natural Areas ..... 23

Fish and Wildlife ..... 27

**DEVELOPMENT PATTERNS ..... 28**

Housing ..... 29

Land Use Designations ..... 29

**GOALS, OBJECTIVES AND POLICIES ..... 33**

**Index to Maps and Figures**

**MAP 1: Location Map ..... 1**

**MAP 2: Landscape Units of the Seaside Rural Planning Area ..... 5**

**MAP 3: Special Flood Hazard Areas ..... 9**

**MAP 4: Geologic Hazard Areas ..... 10**

**MAP 5: Water Districts ..... 16**

**MAP 6: Sewer Districts ..... 16**

**MAP 7: Fire Districts ..... 17**

**MAP 8: Open Space, Parks and Recreation ..... 26**

**MAP 9: Land Use Designations ..... 32**

**FIGURE 1: North Coast Basin Map ..... 19**

**TABLE 1: Seaside Rural Planning Area – School Systems ..... 13**

**TABLE 2: Surface Mining Operations ..... 18**

**TABLE 3: Fish and Wildlife ..... 27**

# INTRODUCTION

## Overview

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. This area of Clatsop County is sparsely settled and consists primarily of forest lands.

### Planning Area Demographics and Landscape Units

**Size:** 101,400 acres  
**e911 Address Points:** 390  
 (Source: 2020 Decennial Census)

## Landscape Units

The landscape units which occur in the Seaside Rural planning area are:

- Marine Terraces:** 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 City 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.

- **Alluvial Lowlands and Uplands:**

*Alluvial Lowlands*

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%.

*Alluvial Terraces*

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.

- **Sedimentary Lowlands:** In the Seaside Rural area, this landscape units occurs 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%. 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. Most of these lands are utilized for timber production, but there are some other land holdings containing this landscape unit in the Hamlet area. In the Hamlet area the slopes are not above 20%, thus 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.



- **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 Ecola Creek to small anadromous fish runs of coho and steelhead trout. But for its size, Ecola Creek sustains a fairly large stable run of native sea run 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.

- **Headlands and Points:**

- ***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-like bodies. The seaward side of the headland consists of basaltic flows and sills. Many active landslides have been mapped in the Tillamook Head area, which have caused and continue to cause damage to roads and infrastructure in Ecola State Park.

Much of the area on top of Tillamook Head that is under State control contains 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.

**Map 2** 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. Detailed descriptions of each landscape unit can be found in Goal 2: Land Use Planning of the countywide Comprehensive Plan.

### **Purpose of the Seaside Rural Community Plan**

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 commercial, industrial and urban or suburban type development. The choices made in the use of land have consequences and impacts that may reverberate for generations. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

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.

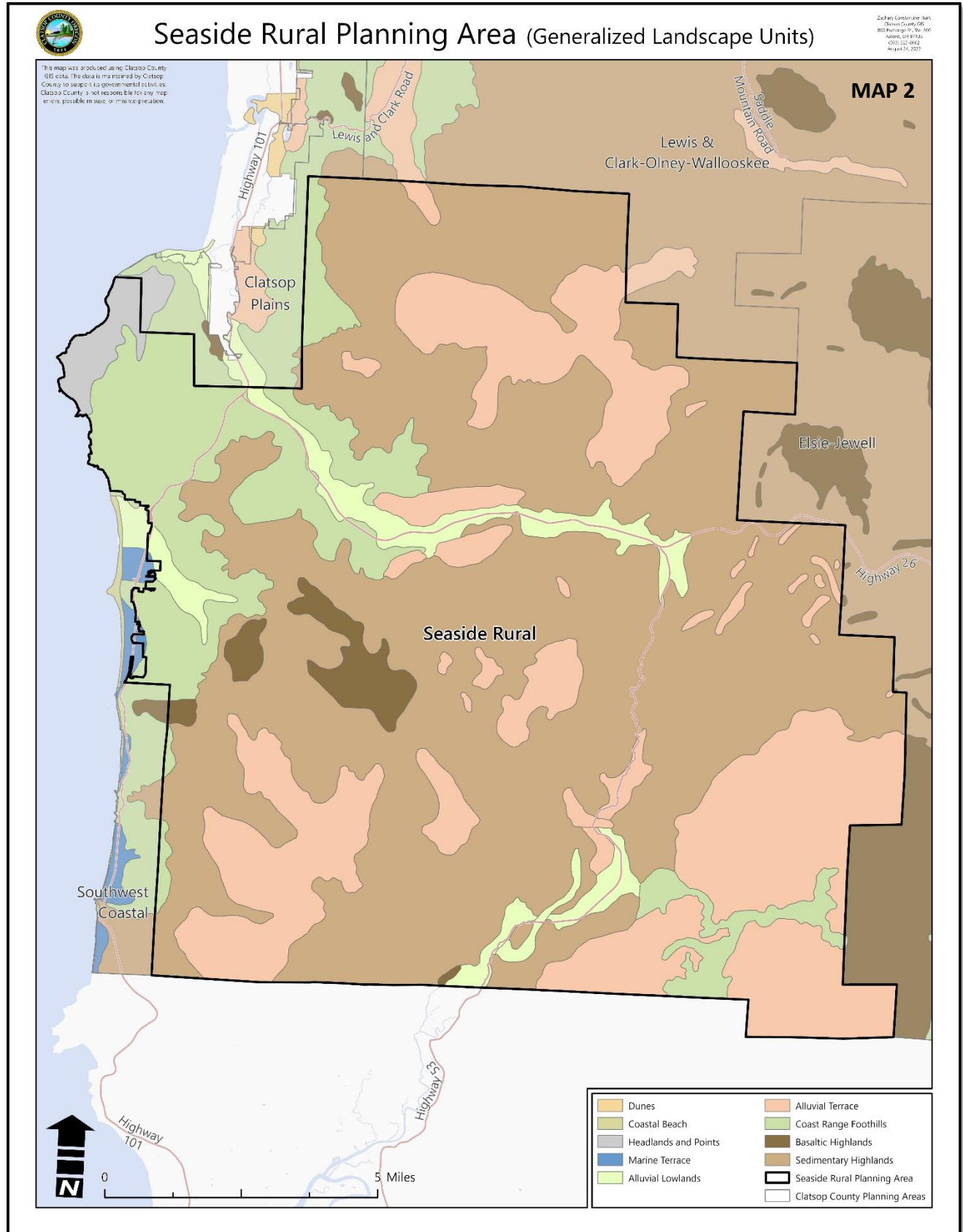
The Plan also coordinates the various factors which influence community development such as sewer and water, transportation, housing, commerce, industry, schools, land use, recreation, and natural resources. It establishes goals and policies which recognize and plan for the interrelationships and interactions of these factors. The Seaside Rural Community Plan builds upon the work of the countywide Comprehensive Plan by identifying trends and issues specific to the planning area and developing policies to address those concerns.

The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and standards, developed in accord with Goal 1: Citizen Participation and public input, that are intended to be used in making specific decisions about present and future land use, along with various maps. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard to the proposed project. A proposed development must be consistent with both the county's Comprehensive Plan, applicable community plan, and development standards in order to achieve the vision outlined in these foundational documents.

### **Review and Updates**

The original Seaside Rural Community Plan was adopted on July 23, 1980 (Ordinance 80-07). Since originally adopted, the Seaside Rural Community Plan has been amended twice:

- **81-07:** Goal 16: Estuarine Resources 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)



## CRITICAL HAZARD AREAS

### STREAM FLOODING

While housing sites along rivers are picturesque, 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.

### 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. 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.

### 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

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

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.

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 Klotchie Creek and the Necanicum Fish Hatchery.

### **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 years 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 weeks. An evacuation route should be located within the Seaside Rural Planning Area.

In May 2022, the Board of Clatsop County Commissioners adopted the Tsunami Evacuation Facilities Improvement Plan (TEFIP). The TEFIP specifically identifies opportunity areas within the Seaside Rural Planning Area where additional assembly areas and evacuation routes could be provided. The TEFIP also identifies gaps in existing evacuation routes and recreational trails that could be addressed through the construction of additional trails and amenities.

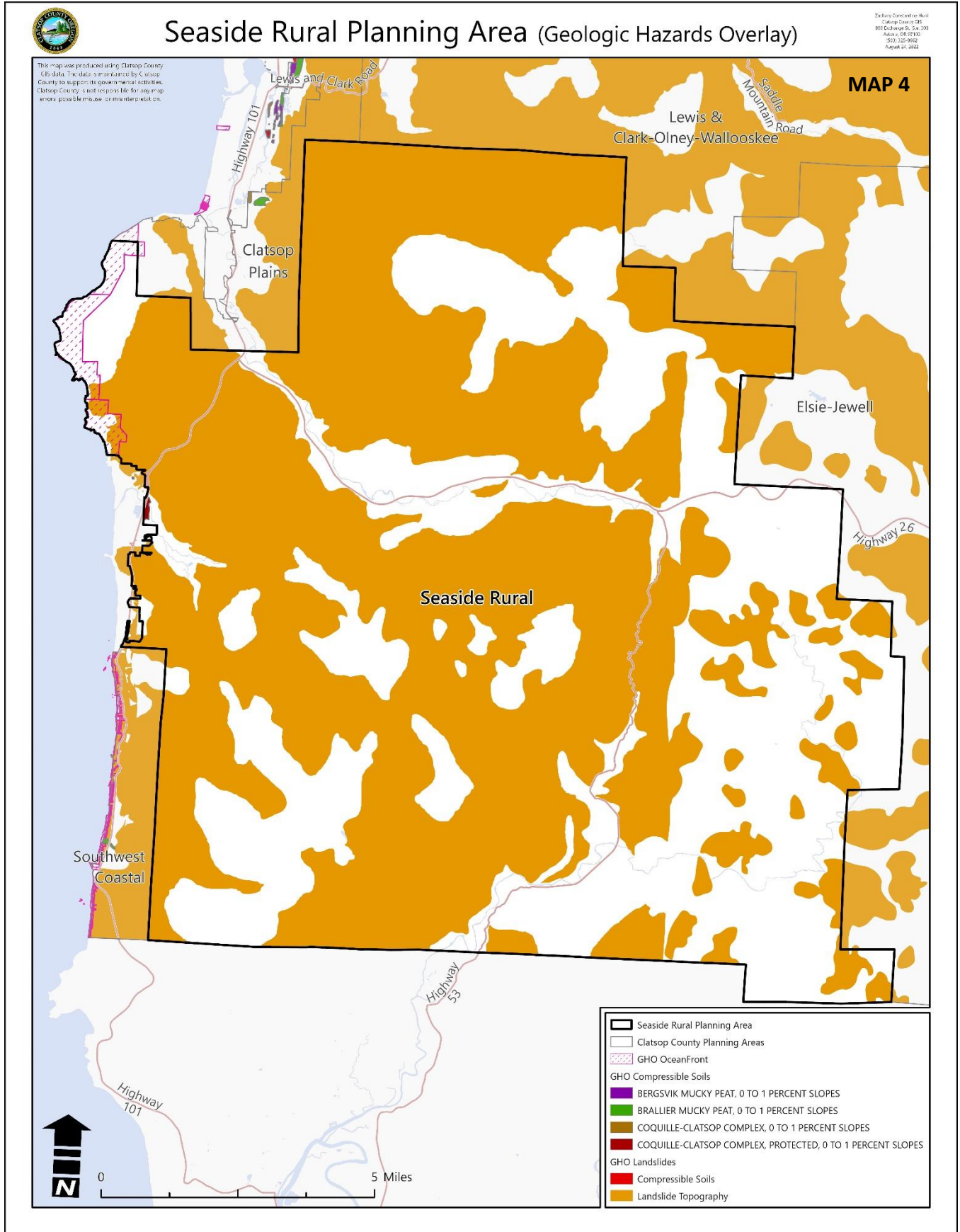
**EARTHQUAKE / CASCADIA SUBDUCTION ZONE EVENT**

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.

General policies regarding flood hazards, stream flooding and other hazards are contained in Goal 7: Natural Hazards of the Countywide Comprehensive Plan.







## PUBLIC FACILITIES AND SERVICES

### WATER SYSTEMS

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 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 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 provides water to the new middle and high school buildings and to Pacific Ridge Elementary. The new pump facility replaces 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.

### SEPTIC SYSTEMS

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, creating a potentially dangerous health situation.

## 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 county line. No major improvements are currently planned for this facility. The City of Cannon Beach has three highway access points into the City, which has increased efficiency and safety for drivers.

Highway 26 (Sunset Highway) is the major State highway in the area which runs east-west. This road provides a connection between the coast and Portland. There is some concern that in the future the highway will expand to a four-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.

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 "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.

## 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 been sold.

**SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09**

The Jewell School District prepared a facilities improvement plan in 2017. That plan includes additional housing for faculty and expansion of the gymnasium facilities.

<b>TABLE 1: SEASIDE RURAL PLANNING AREA – SCHOOL SYSTEMS</b>					
<b>System</b>	<b>Seaside School District #10</b>				<b>Jewell School District #8</b>
	Pacific Ridge Elementary	Seaside Middle School	Seaside High School	Cannon Beach Academy Charter School	Jewell School
<b>Grades</b>	K-5	6-8	9-12	K-5	K-12
<b>Enrollment</b>	654	374	427	45	114
<b>Capacity</b>					
<b>Year Built</b>	2003	2020	2020		

Source: Oregon Department of Education

**FIRE PROTECTION**

There are three 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, and water rescues. 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.

*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

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

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 and Retention Coordinator/Lieutenant, and one part-time administrative staff. Volunteers include two lieutenants and 11 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 Highways 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

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.

## **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).



---

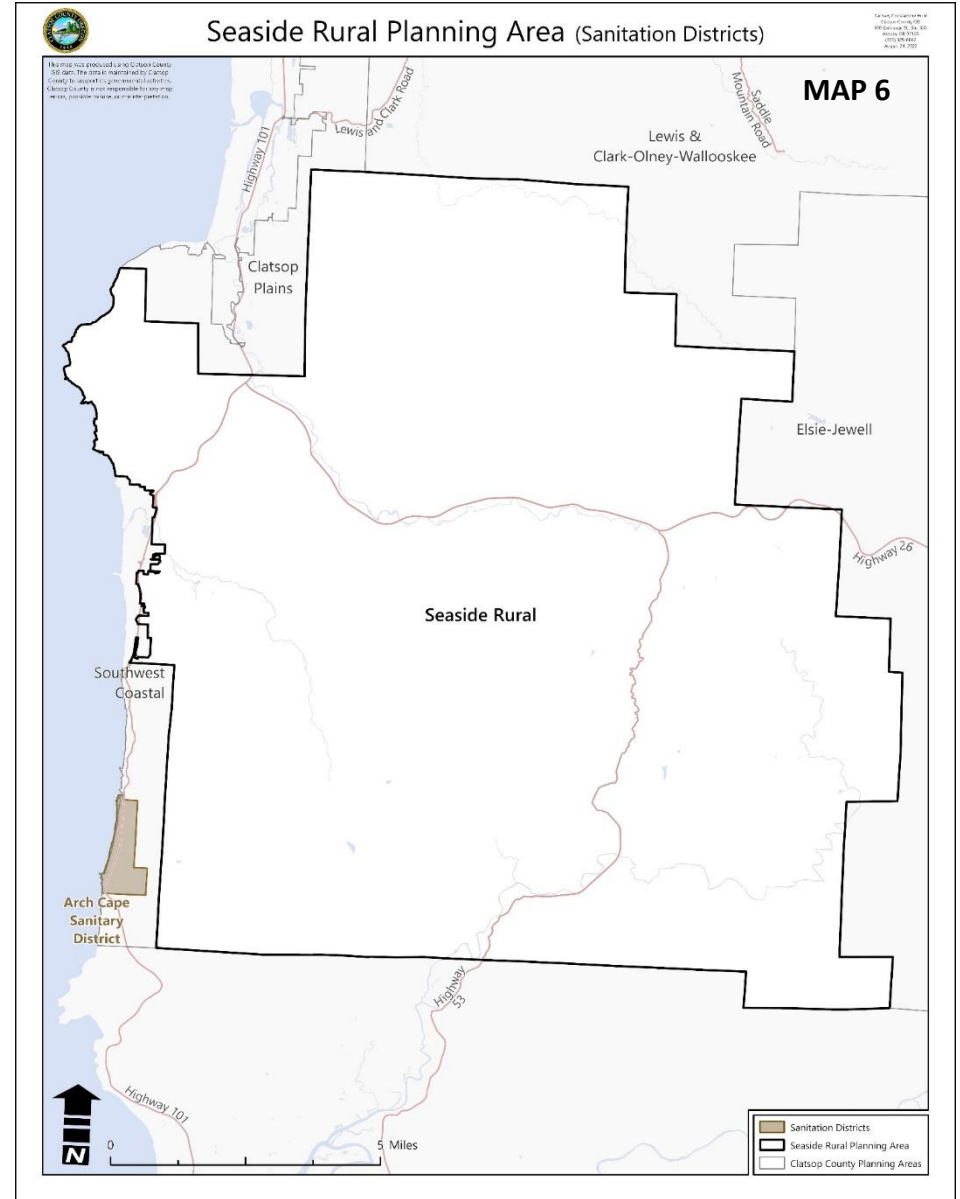
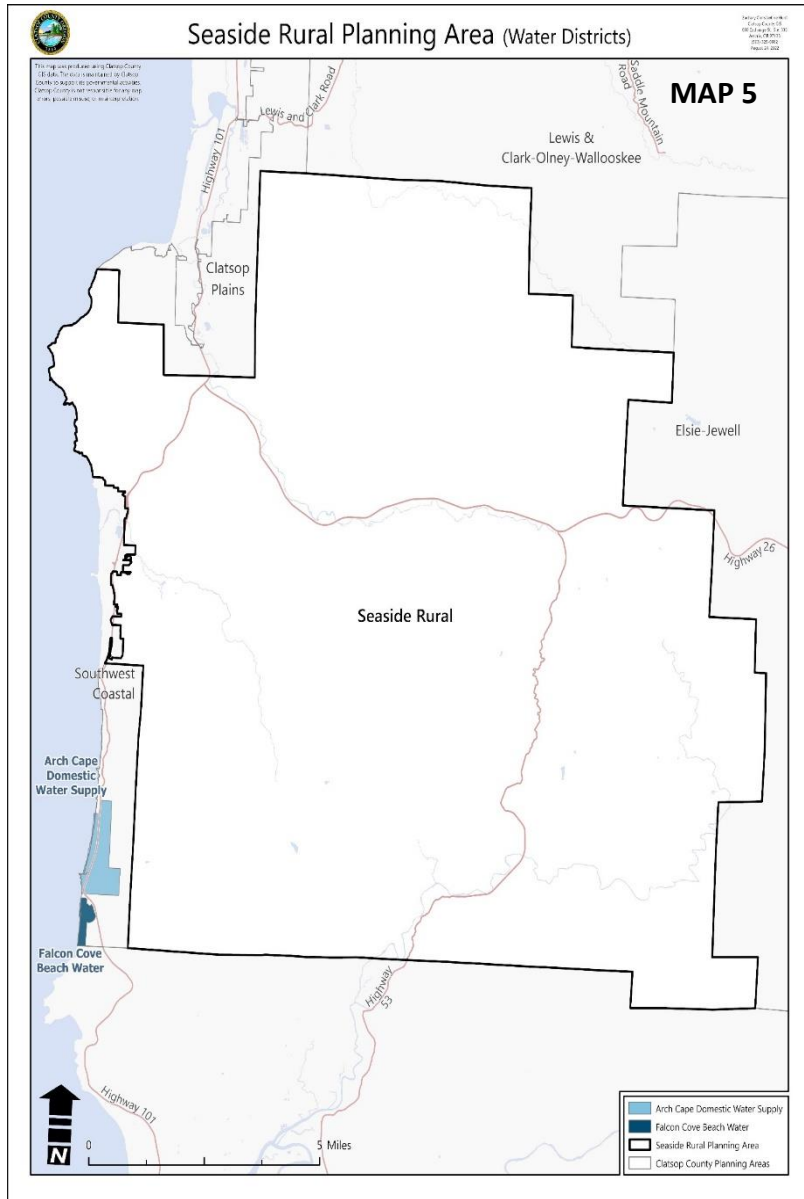
**SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09**

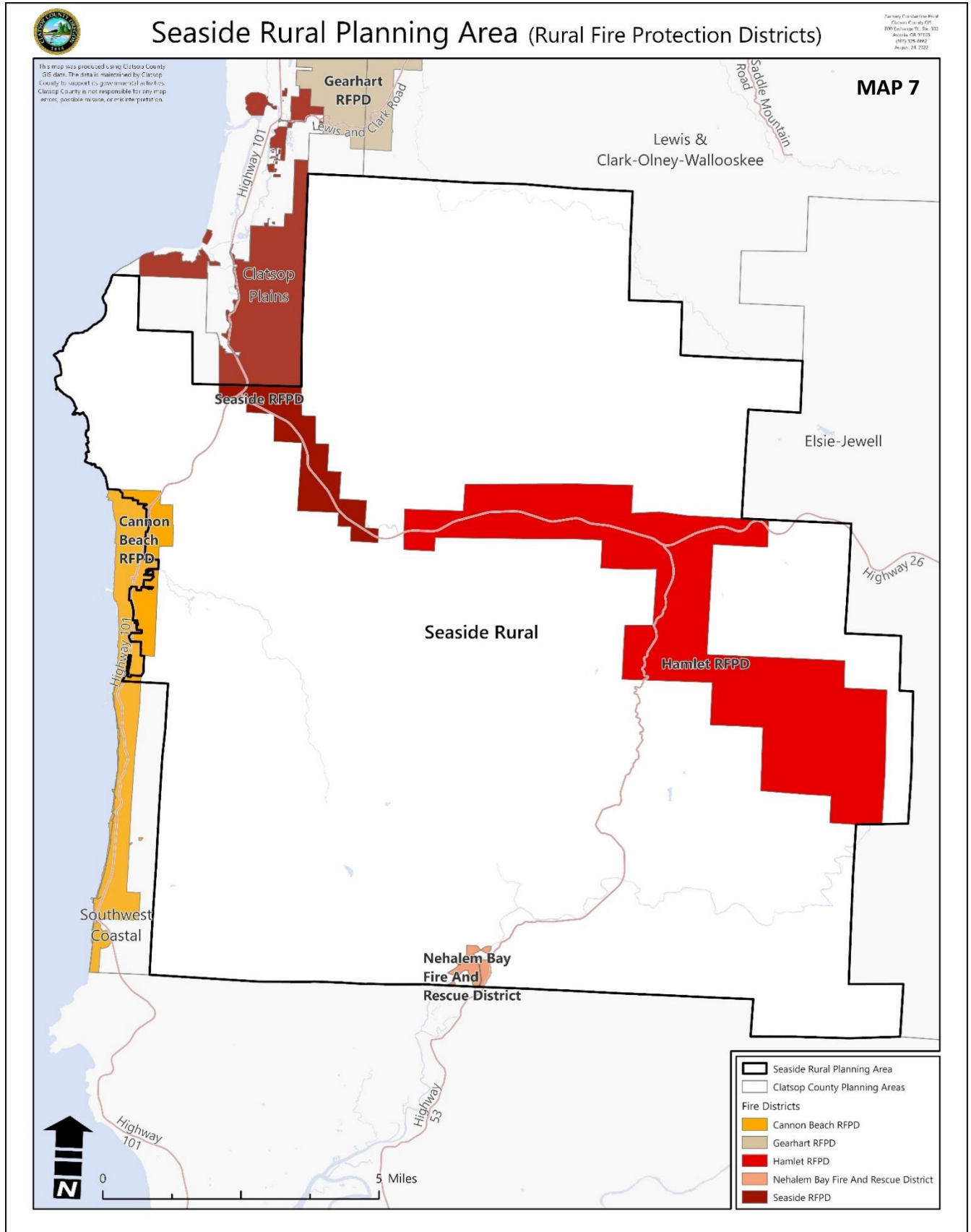
The Tillamook Public Utility District has a 24.9 KV line extending into Clatsop County which presently serves homes on Highway 53 from the State Fish Hatchery south to the County line.

There are no natural gas lines serving this area of the County.

Some of the statistics concerning public facilities are updated in the Goal 11: Public Facilities and Services element of the Comprehensive Plan. Also see the Public Facilities and Services Background Report and County-wide Element for additional information and policies.

SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09





# NATURAL RESOURCES

## 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 2: SURFACE MINING OPERATIONS		
SITE NAME	PERMITTEE	LOCATION
Volmer Creek	Big River Excavating	<a href="https://www.google.com/maps/@?api=1&amp;map_action=map&amp;center=45.913868,-123.894119&amp;zoom=16&amp;basemap=satellite">https://www.google.com/maps/@?api=1&amp;map_action=map&amp;center=45.913868,-123.894119&amp;zoom=16&amp;basemap=satellite</a>
Square Creek Pit	Bayview Asphalt Inc.	<a href="https://www.google.com/maps/@?api=1&amp;map_action=map&amp;center=45.939774,-123.934647&amp;zoom=16&amp;basemap=satellite">https://www.google.com/maps/@?api=1&amp;map_action=map&amp;center=45.939774,-123.934647&amp;zoom=16&amp;basemap=satellite</a>

The Seaside Rural Planning 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.

Policies and standards relating to mineral resources are handled in the Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces 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 1). The basin consists of eight watersheds. Two of the six watersheds that drain to the Pacific Ocean are located within the Seaside Rural Planning Area:

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

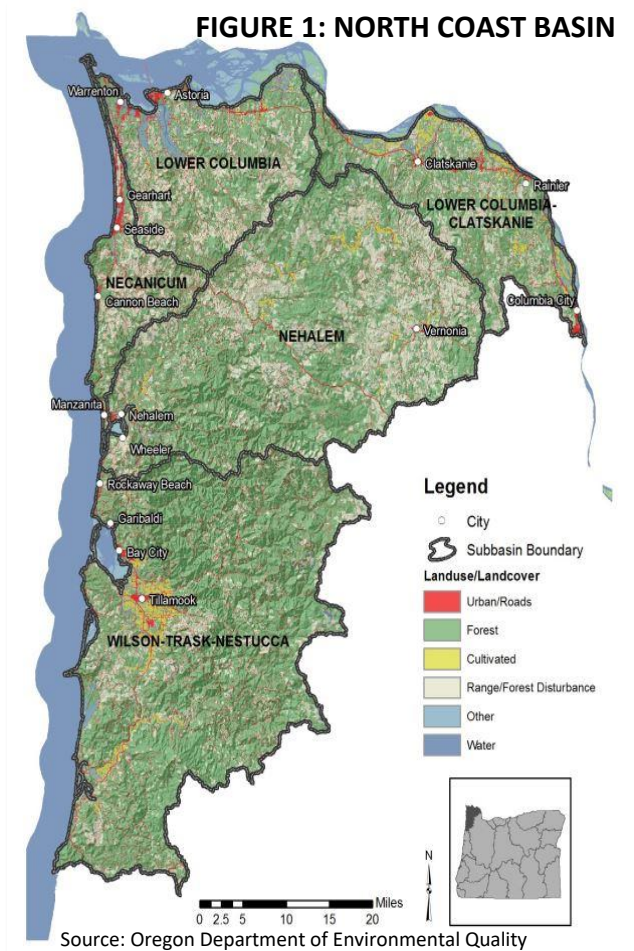
- Necanicum
- Nehalem

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 part of the planning area. Ecola Creek drains most of the area immediately behind Cannon Beach. Circle and Klotchie 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.

Cannon Beach obtains water from part of the Ecola Creek watershed located 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 more than 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

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 a sufficient supply of water in the stream channels.



***Groundwater/ Surface Water***

Most of the Seaside Rural Planning 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. The 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. Many residences within the Seaside Rural Planning Area utilize independent surface water drinking systems for potable and domestic water. The rights to utilize surface waters is overseen by the Oregon Water Resources Department (OWRD). While OWRD monitors streams, reservoirs, and canals to determine the amount of surface water available for allocation it does not test homeowners’ drinking water. Many of these independent surface water systems are not registered, which may preclude residents and owners from receiving notice when spraying activities occur on nearby resource lands.

**FOREST LANDS AND AGRICULTURE**

**Forest Lands**

In the Seaside Rural Planning Area, the majority of the forest land is in private and public ownership and covers over 90% of the total land area. 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.

**Agriculture**

Some agricultural activity in the Seaside Rural Planning 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 agriculture and forestry can be found in Goals 3: Agricultural Lands and 4: Forest Lands of the Countywide comprehensive plan.



## OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS

### RECREATION

There are a variety of recreational facilities and opportunities within the Seaside Rural Planning Area. Each is described in further detail below. General recreational policies can also be found in Goal 8: Recreational Needs of the countywide Comprehensive Plan.

#### ***State Parks***

Within this planning area, there 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. The 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***

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. A four-mile mountain biking trail system, built in conjunction with the Northwest Trail Association and GreenWood Resources was dedicated in 2019.

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

The park is also home to the Sitka Spruce Oregon Heritage Tree Site. 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 removed, 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 Klootchey 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. Loss of traditional fishing spots have occurred as the area has built up.

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. 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. New major highway improvements driven by increased use and promotion of recreational resources in the area are a concern.

### ***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 and the TransAmerica Trail. This bike route is very dangerous, having many curves and no barriers preventing automobiles from entering the bike lane.

The Soapstone Lake Trail is an approximately 2-mile-long trail located east of Highway 53, between MP 5 and 6. The trail follows an old road to the former site of the Lindgren Cabin, which is now located at Cullaby Lake County Park. The lake provides an opportunity to see a variety of wildlife, including beaver and eagles.

Additional information and policies regarding recreation and natural resources are found in the Goal 5: Natural Resources, Scenic and Historic Areas and Open Spaces 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 Planning 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. Open space is one of the benefits of resource management. Resource management lands, such as forest and agriculture lands, provide economic value which requires some form of protection to maintain their 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 Klotchie 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 North Coast Land Conservancy (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. In June 2022, the Arch Cape Domestic Water Supply District purchased 1,500 acres of forestland adjacent to Oswald West State Park, the NCLC’s Rainforest Reserve and the Cape Falcon Marine Reserve. This purchase will permanently protect the source of Arch Cape’s drinking water. The corridor, which encompasses an entire watershed, and includes the near-shore ocean, headlands, forested watershed, floodplain, and estuary, will also create a wildlife corridor.

***Historic and Scenic Areas***

***Historic Resources***

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, which is marked by a monument, is located 1,138 feet above sea level. This site was visited by Captain William Clark while on a trip

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

to Cannon Beach. Indian Beach is on the site on an early Native American 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 and the rock and lighthouse are 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. 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*

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. 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***

Onion Peak Preserve is the only natural area site listed on the Oregon Natural Heritage Register. 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

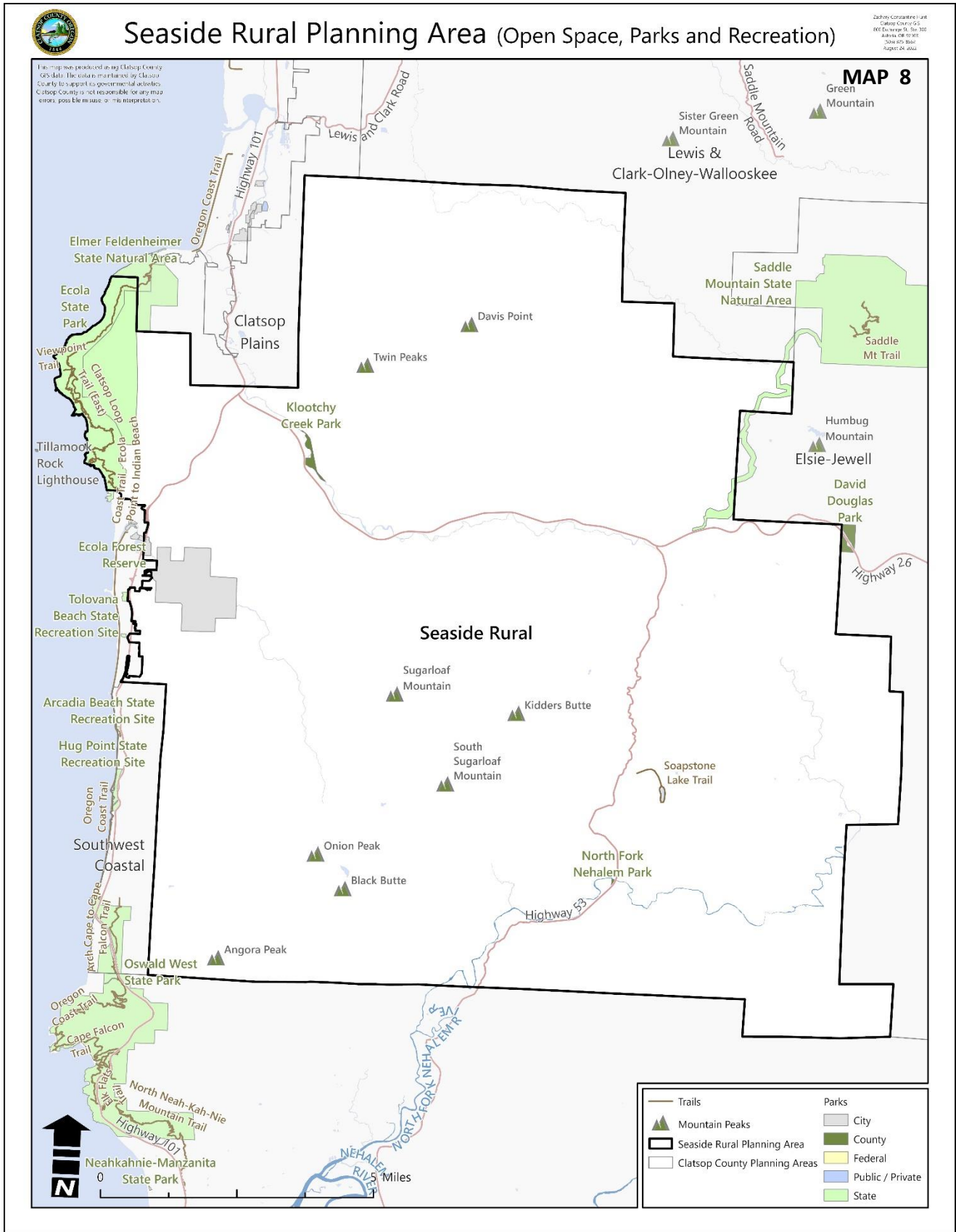
---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

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.

Additional potential sites were identified during this plan update process, including:

- **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 rugged headland which is very steep and rocky. This is a very pristine area and the fragile system likely cannot withstand excessive human use.
- **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 area.
- Grassy Lake is a two acre lake which is rapidly filling in and 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.
- Klotchie 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**

This area of the County provides 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:

<b>TABLE 3: FISH AND WILDLIFE</b>			
<b>MAMMALS</b>	<b>BIRDS</b>		<b>GAME FISH</b>
Roosevelt Elk	Pheasant	Sparrows	Steelhead Trout
Black-tailed Deer	Grouse	Solitary Vireo	Coho Salmon
Black Bear	Quail	Blackbirds	Chinook Salmon
Coyote	Mourning Dove	Widgeons	Chum Salmon
Bobcat	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	
Cougar	Ravens	Golden Plated Warbler	
	Water Ouzels	Goldfinch	
	Golden Crowned Kinglets	Wren Tit, Bush Tit	
	Woodpecker		

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

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

Range, Peripheral Big Game Range and Excluded Range. For a discussion on Big Game and other fish and wildlife resources see Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces 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.

Wildlife, primarily anadromous fish and crustaceans populate the streams of the area. The Necanicum and Nehalem Rivers and Ecola 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.

Within the Seaside Rural Planning Area coastal coho salmon are the only endangered fish species listed. The marbled murrelet, which is listed as an endangered species by the State of Oregon and as a threatened species by the federal government, utilizes old growth forests within the Seaside Rural Planning Area as nesting habitat.

## DEVELOPMENT PATTERNS

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.

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

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.

It is the purpose and intent of Clatsop County to maintain the rural character of residential land outside urban growth boundaries within the Seaside Rural 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.

Therefore, it is the County’s purpose and intent that all residential planned developments and subdivision developments in the Seaside Rural planning area shall be clustered which will ensure that the rural character is maintained. **Map 9** details the land use designations assigned within the Seaside Rural Planning Area. Detailed zoning maps can be located on the Clatsop County [website](#).

### 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.

### LAND USE DESIGNATIONS

#### *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.

The Urban Growth Boundary for the Seaside Rural area is around Cannon Beach. The approximately 1,100 acres of land included both within the Urban Growth Boundary – both inside and outside the incorporated city limits, 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 Ecola 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.

***Rural Lands***

RURAL LANDS are those lands which are outside the urban growth boundary and are not agricultural lands or forest lands. In the Seaside Rural area there are about four distinct areas where residential development has historically been clustered. 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.

The parcels designated as Rural Lands are primarily clustered along the major transportation corridors, including Highways 101, 53 and 26.

***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. There are only three parcels in the Seaside Rural Planning Area that are designated Rural Agricultural Lands. These parcels are located on the west side of Highway 53, adjacent to the Tillamook County Line.

***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. The majority of the Seaside Rural Planning Area is designated as Forest Lands.

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

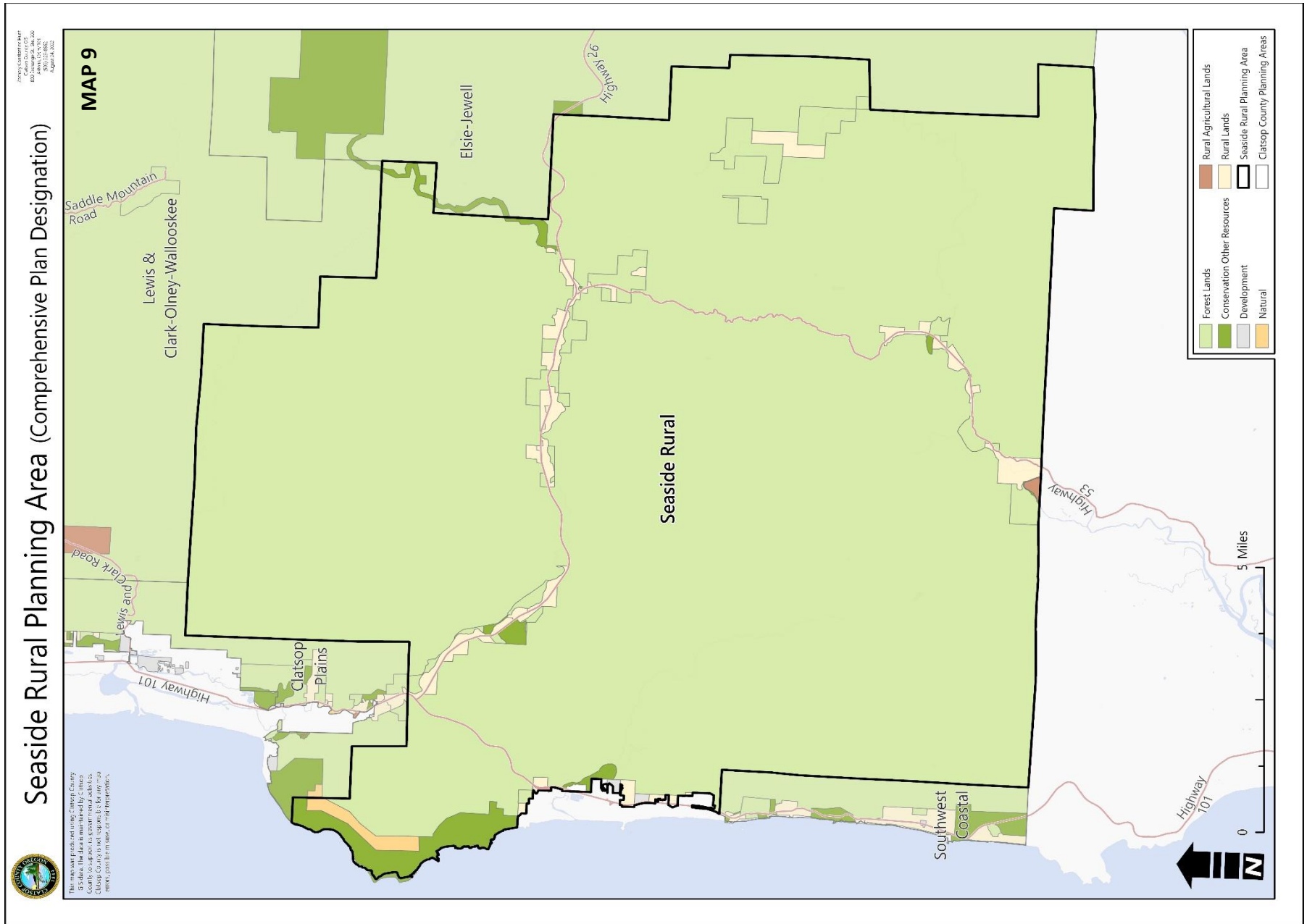
### *Conservation Other Resources*

Conservation Other Resources areas provide important resource or ecosystem support functions such as lakes and wetlands and federal, state and local parks. Within the Seaside Rural Planning Area, lands designated as Conservation Other Resources are primarily zoned Recreation Management (RM), Lake and Wetland (LW), Open Space, Parks and Recreation (OPR), and Quarry Mining (QM).

### *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. The only area designated Natural within the Seaside Rural Planning Area is in Ecola State Park. That portion of the park is zoned Natural Upland.

Detailed information on the County's six land use designations can be found in Goal 2: Land Use Planning of the countywide Comprehensive Plan.





## 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.

### BASALTIC LOWLANDS AND HIGHLANDS POLICY

**Policy A:** 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.

### TILLAMOOK HEAD POLICY

**Policy A:** 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.

### CRITICAL HAZARDS POLICIES

**Policy A:** The County should 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.

**Policy B:** Evacuation routes should be located within the Seaside Rural Planning Area as identified in the Tsunami Evacuation Facilities Improvement Plan (TEFIP).

### RECREATION POLICIES

**Policy A:** Non-intensive recreational uses of the shoreland and water areas that are compatible with the rural character of the Seaside Rural Planning Area (fishing, bird watching, picnicking) should be encouraged over high intensity uses.

**Policy B:** 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 should be developed on public land with adequate provisions

---

## SEASIDE RURAL COMMUNITY PLAN 2040 – DRAFT 09

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 C:** The County should pursue the development of a bike path along Old Highway 101 to Cannon Beach and may coordinate with ODOT to incorporate the bike path with Highway 101 improvements planned for the area.

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

### CULTURAL AREAS POLICY

**Policy A:** 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.

### HISTORIC AND SCENIC AREAS POLICY

**Policy A:** 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 B:** As resources permit, the County should work with affected property owners to determine if the following sites should be added to the County's Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces inventory of historic areas:

- Hamlet School
- Hamlet Cemetery

### TRANSPORTATION POLICIES

**Policy A:** The County may support continued efforts by the Oregon Department of Transportation to improve safety and traffic flow at the junction of Highway 101 and Highway 26.

**Policy B:** Clatsop County should coordinate with ODOT to promote the installation of bicycle lanes, crosswalk, fog lines and curbing to separate auto and bicycle traffic. These improvements should be considered by ODOT for U.S. Highways 101, 103, 26, 53, and 202.

## LAND USE DESIGNATION POLICIES

**Policy A:** 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 B:** 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

---

# SOUTHWEST COASTAL COMMUNITY PLAN



**This page intentionally blank.**



**BOARD OF CLATSOP COUNTY COMMISSIONERS**

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

**SOUTHWEST COASTAL CITIZEN ADVISORY COMMITTEE**

- Charles Dice, Chair
- Tod Lundy, Vice-Chair
- Christian Anderson
- Linda Eyerman
- Margaret Treadwell
- Richard D’Onofrio (former)

**CLATSOP COUNTY PLANNING COMMISSION**

- Christopher Farrar, Chair
- Clarke Powers, Vice Chair
- Cary Johnson
- Jason Kraushaar
- Jeremy Linder
- Mike Magyar
- Katy Pritchard
- Nadia Gardner (former)
- John Orr (former)
- Lâm Quang (former)
- Robert Stricklin (former)

**COUNTY ADMINISTRATION**

- Don Bohn, County Manager
- Monica Steele, Assistant County Manager
- Anthony Pope, 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

**INTRODUCTION .....1**

    Purpose of the Southwest Coastal Community Plan ..... 2

    History of the Area ..... 2

    Landscape Units ..... 4

**CRITICAL HAZARD AREAS .....5**

    Landslides..... 5

    Coastal Erosion..... 6

    Stream and Ocean Flooding..... 6

    Earthquakes and Tsunami..... 7

    Wildfire and Drought ..... 7

**PUBLIC FACILITIES AND SERVICES .....8**

**TRANSPORTATION .....10**

**OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS .....11**

**DEVELOPMENT PATTERNS.....13**

**THE COURSE OF FUTURE LAND USES.....13**

**GOALS, OBJECTIVES AND POLICIES .....14**

## Index to Maps and Figures

**MAP 1: Southwest Coastal Planning Area Boundary.....1**

**MAP 2: Landscape Units .....4**

**MAP 3: Geologic Hazard Areas .....5**

**MAP 4: Flood Hazard Areas .....6**

**MAP 5: Public Facilities and Services.....8**

**MAP 6: Open Space, Parks, Recreation, Beach Access .....11**

**MAP 7: Comprehensive Plan Land Use Designations .....13**

## INTRODUCTION

The Southwest Coastal Planning Area begins at the south end of Cannon Beach, spanning south to the boundary between Clatsop and Tillamook County, bounded on the west by the Pacific Ocean, covering approximately one mile inland to the east.

The Planning Area includes the unincorporated community of Arch Cape and the neighborhood known as Cove Beach. The primary development pattern is medium-density residential with limited small-scale commercial. The eastern side of the planning area is predominantly forestland.

The area also includes popular recreation and scenic areas such as Arcadia Beach, Hug Point, the Arch Cape headland, Oswald West State Park, the Oregon Coast Trail, and the Oregon Coast Bike Route.

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

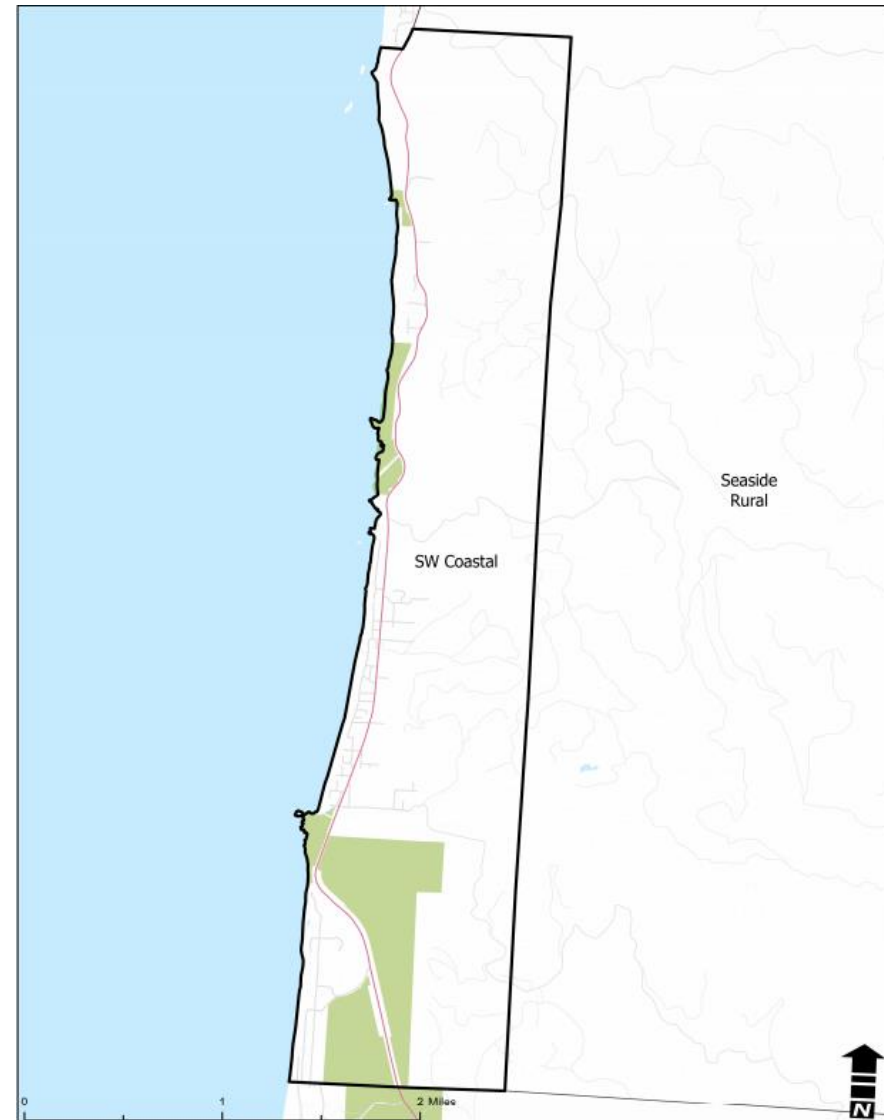
[Clatsop County Webmaps](#) can be used to view the map information contained in this report in greater detail.

### Planning Area Demographics (2020 Census Data)

Size: ±5 sq. mi (3,200 acres)

Population: 305

Housing Units: 436



Map 1: Southwest Coastal Planning Area Boundary

### **Purpose of the Southwest Coastal Community Plan**

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 commercial, industrial, and urban or suburban type development. The choices made in the use of land have consequences and impacts that may reverberate for generations. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

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.

The Comprehensive 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 Southwest Coastal Community Plan builds upon the work of the countywide Comprehensive Plan by identifying trends and issues specific to the planning area and developing policies to address those concerns.

The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and standards, developed in accord with Goal 1 and public input, that are intended to be used in making specific decisions about present and future land use, along with various maps. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard to the proposed project. A proposed development must be consistent with both the county's Comprehensive Plan, applicable community plan, and development standards in order to achieve the vision outlined in these foundational documents.

### **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 was extensive subdivision of the old homesteads into uniform parcels of real estate, with many lots 5,000 square feet. Most of the early development occurred on a lot-by-lot basis in the 1940s and 1950s with many structures used as summer beach cottages. Although the permanent resident population grew over the years, the majority of landowners were part-time residents, using their homes on weekends and during the summer. Many part-time residents became full-time residents when they retired.

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-1970'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 in 2023 purchased 1,441 acres of forest land above Arch Cape which includes the watershed for Arch Cape's drinking water. In the Cove Beach community just south of the Arch Cape Tunnel, a spring at the north end of the community is the primary water source.

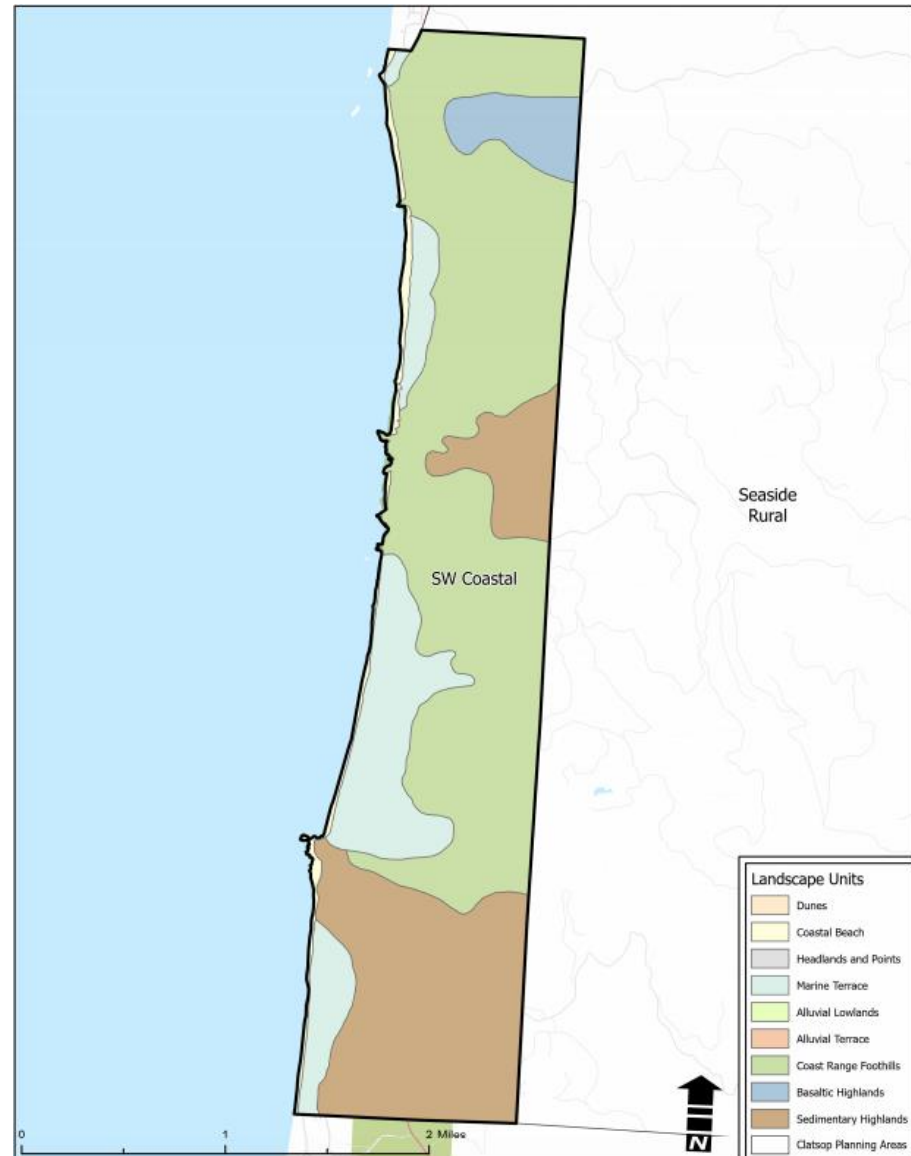
The people who live in and visit the Southwest Coastal Planning Area consider the community a unique place with a special character. The coastal setting, the headlands, the beaches, the streams, the wetlands, the vegetation, and the type of development that has been built are some of the factors that make up the community character. Residents and property owners generally consider this character something to be preserved.

## LANDSCAPE UNITS

The *Environmental Plan of Southwest Clatsop County* was completed in 1974 and describes the landscape units found in the area, each of which has unique physical and environmental characteristics, such as 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.

A list of the landscape units can be found below, and they are depicted in Map 2 (right). Details about the characteristics of each landscape unit can be found in the Goal 2 element of the Comprehensive Plan.

- Coastal Beaches
- Headlands and Points
- Marine Terraces
- Alluvial Lowlands
- Alluvial Terraces
- Coast Range Foothills
- Basaltic Highlands
- Sedimentary Uplands



Map 2: Landscape Units

## CRITICAL HAZARD AREAS

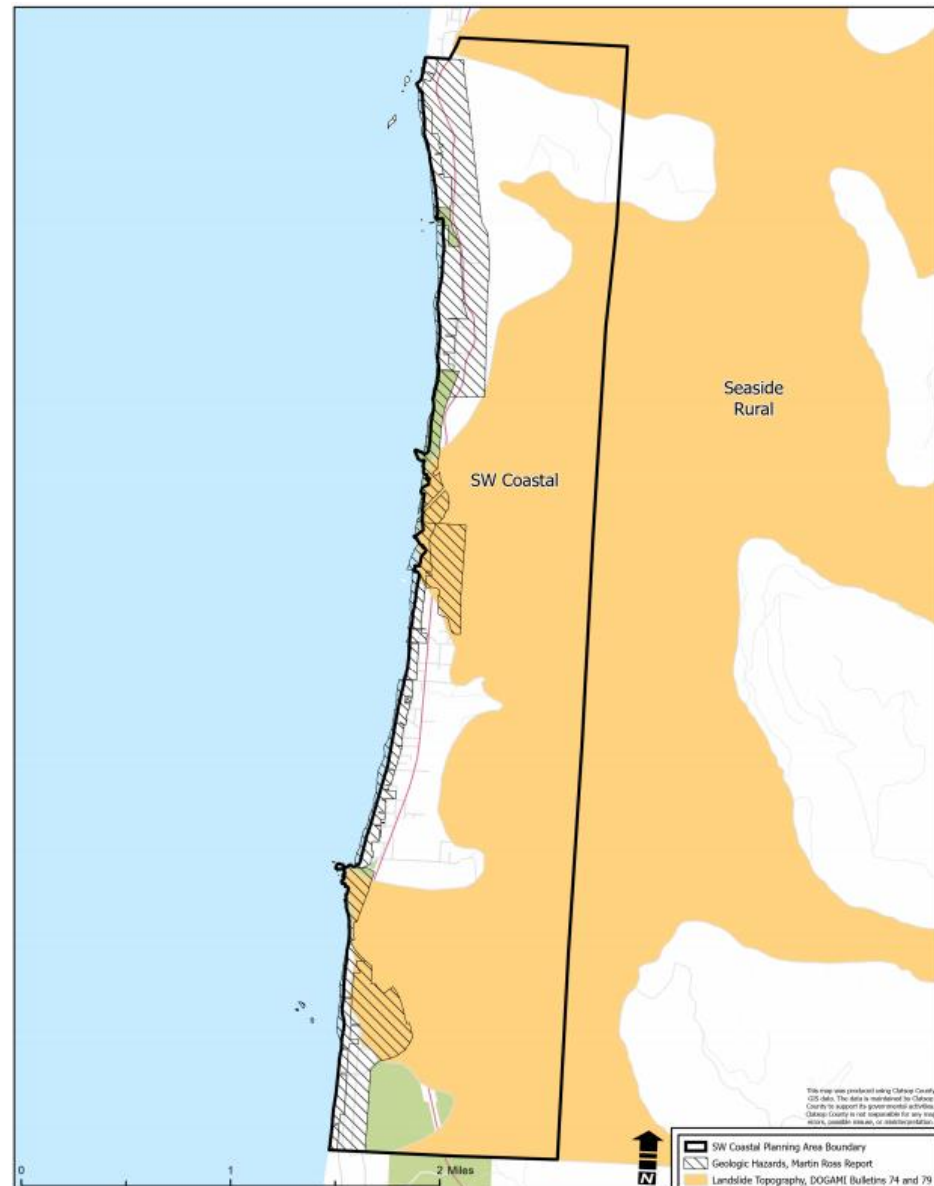
There are numerous hazards in the area which can and do affect people's lives and property. Below is a brief discussion of the hazards together with policies to manage development in the natural hazards areas. Maps 3 and 4 show the various mapped hazards in the planning area.

### 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 from Tillamook Head to Camp Rilea, it is being washed away on the south side of the head. The rate of erosion varies from 0.5 to 15.0 feet a year, depending on the rock types and other factors such as shoreline configuration. Martin Ross' report provides additional information on the Southwest Coastal Planning Area.

Sea level rise and increased storm events are expected to result in accelerating and worsening coastal erosion. Over time, there will likely 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 accelerate land loss in unarmored areas.

Increased coastal erosion may have significant impacts to industries such as fishing, farming, logging, and tourism. Pressure to develop housing and services further inland may 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.

## 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.

### *Arch Cape Sewer System*

The Arch Cape Sanitary 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.

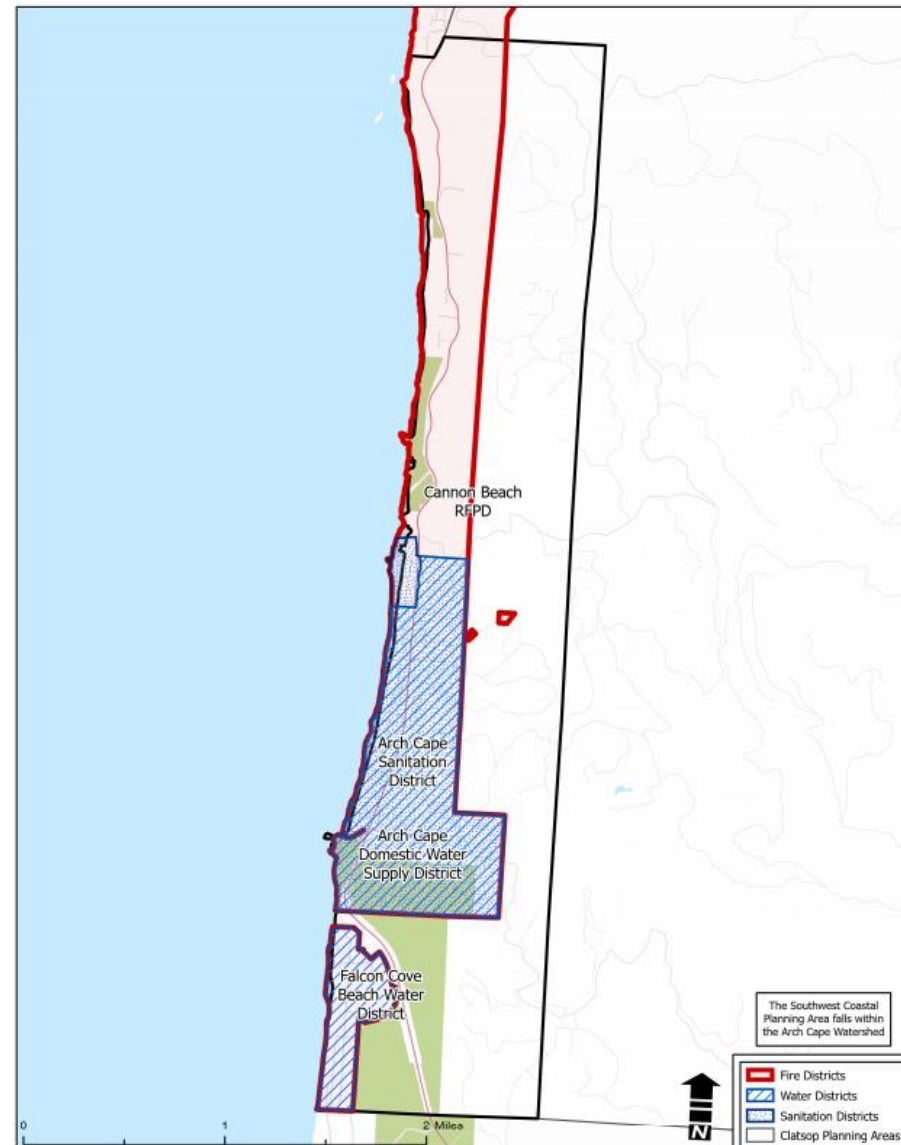
### *On-Site Sewage Disposal*

For areas outside the Arch Cape Sanitary District boundary, sewage is disposed of via onsite septic systems. These systems are constrained by the planning area’s small lot sizes, poor soils, and required setbacks to natural features such as streams, escarpments, and the beach. As such, installations often require an advanced treatment component such as an ATT system. Geologic hazards also put onsite septic systems at risk of failure.

### *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.



Map 5: Public Facilities and Services

There are two permanent sources, referred to as “North Spring” and “South Spring,” and one emergency source, referred to as “Well #1.”

The Arch Cape Domestic Water Supply District presently has 295 connections and the capacity, at this time, is 430. A second 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.

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.

#### *Schools*

The Southwest Coastal Planning Area is within the Seaside School District #10. Fire Mountain School, located just across the county line in the Falcon Cove neighborhood of Tillamook County, is a small private school offering preschool and kindergarten through fifth grade. With predominant population in the planning area consisting of either seasonal or retirement age, the anticipated growth is not expected to burden the capacity of existing school facilities.

#### *Fire Protection*

Fire protection is provided by Cannon Beach Rural Fire Protection District which has 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.

## 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. 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, and through Arch Cape where the limit is reduced to 50-mph.

On the east side of Highway 101 in Arch Cape is a grid network of platted public rights-of-way, many of which are undeveloped. As development interest has increased in this area, so has the need to extend road access and utilities. New roads and road extensions are required to be built to current County road standards.

Many residents walk extensively for both transportation and pleasure. Pedestrian safety when walking along or across Highway 101 is a community concern. Residents and visitors on the east side of Highway 101 must cross it to get to the beach, visit friends, and pick up 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.

## OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS

Map 6 shows the recreation, open space, historic, scenic and natural sites 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.



Map 6: Open Space, Parks, Recreation, Beach Access



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 Neahkahnie 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 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, known as the 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.

In 2022, the Arch Cape Domestic Water Supply District purchased approximately 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.

## 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.

### The Course of Future Land Uses

The goal of this community plan 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.

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 setting. The main thrust of the Plan is to maintain the natural beauty and livability of the area during growth and development. Map 7 (right) shows the Comprehensive Land Use Designations for the Southwest Coastal Planning area.



Map 7: Comprehensive Plan Land Use Designations

# GOALS, OBJECTIVES AND POLICIES

## LANDSCAPE UNITS

### **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 Goal 16 and 17 elements of the Comprehensive Plan.

### **Water Bodies and Coastal and Stream Shorelands Policies**

1. 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.
2. Clustered development, including open space or neighborhood park sites and wildlife corridors, should be encouraged for subdivisions or planned developments within the Southwest Coastal Planning Area.
3. Activities of the Oregon Parks and Recreation Department which pertain to the Southwest Coastal planning area should be reviewed by the County to ensure their compatibility with the County's comprehensive plan.
4. The County is encouraged to coordinate with OPRD and local residents to develop a comprehensive beach access plan for the SW Coastal Planning Area which balances accessibility, safety, wildlife habitat, and coastal erosion.

### **Water Bodies and Coastal and Stream Shorelands Recommendations**

1. Where feasible, beach access points should be provided at the ends of platted streets. Beach access points should be designed, constructed, and maintained to be accessible to persons with limited mobility. Creation of new access points, or improvement of existing access points in fragile, steep, or otherwise hazardous areas should be avoided.
2. The County should consider mapping of the drainage systems in the planning area.

### **Headlands and Points Policies**

1. The County may 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.
2. The County should explore including the Arch Cape Headland in the County's Goal 5 scenic resources inventory.

### **Wetlands Policies**

1. The County should adopt a local protection program for any lakes and wetlands in the Southwest Coastal Planning Area identified as significant.
2. The County may work with property owners to explore opportunities to apply the LW Zone to further protect significant wetlands within the SW Coastal Planning Area.
3. Clatsop County may establish setbacks to wetlands.

---

## **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.

### **Coastal Armoring Policies**

1. The County should work with DLCD and the Oregon Parks & Recreation Department to identify properties eligible for beach armoring and to establish a comprehensive beach armoring plan for each community within the Southwest Coastal Planning Area.
2. The County should evaluate requests for shoreline protective devices such as seawalls, revetments or dikes for their impacts on adjacent property, visual impacts, impact on public access, and potential public costs.

### **Wildfire Hazard Policies**

1. The County may consider fire resilient building requirements for dwellings in or adjacent to forestlands in the Southwest Coastal Planning Area.

## 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. The County should develop clear and objective standards to preserve the natural landscape, trees, and existing native vegetation.
2. The County should encourage the development of housing for low- and moderate-income persons 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.

## PUBLIC FACILITIES

### **Public Facilities Goal**

To provide appropriate levels of public facilities and services capable of meeting the existing and future needs of the Southwest Coastal Planning Area.

### **Public Facilities Policies**

1. Prior to approving vacation of a public right-of-way, the County should evaluate the right-of-way for possible significance as part of a greenbelt or pathway system.

### **Public Facilities Recommendations**

1. The County may coordinate with area watershed councils to map and define the watersheds in the Southwest Coastal Planning Area.

## TRANSPORTATION

### Transportation Goal

To safely and efficiently meet the transportation needs of the Southwest Coastal Planning Area while keeping its semi-rural character. To improve safety for vehicles and pedestrians accessing Highway 101.

### Transportation Policies

1. The County may plan for the use of platted, public rights-of-way within the SW Coastal Planning Area to enhance mobility for pedestrians and/or cyclists. When considering proposals to vacate platted, public rights-of-way, the County should examine the potential significance of the right-of-way as part of a network of pedestrian and/or bicycle routes within the SW Coastal Planning Area.
2. The County should coordinate with ODOT to a plan for bicycle and pedestrian pathways throughout Arch Cape, emphasizing safety and connectivity across Highway 101.
4. The County may coordinate with the Oregon Department of Transportation to determine whether speed limits on Highway 101 though Arch Cape should be further reduced in order to improve safety for pedestrians.
5. The County may create a transportation plan for the east side of Arch Cape that identifies common frontage roads, limits access points onto Highway 101, facilitates building streets to minimize disturbance to the land, and converts rights-of-way that are not needed for motorized travel into bike paths or pedestrian trails.



## 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. Activities of the Oregon Parks and Recreation Department which pertain to the Southwest Coastal area should be reviewed by the County to ensure compatibility with the County's comprehensive plan.
2. The County may collaborate with the Oregon Parks and Recreation Department to retain the scenic values of the Oregon Coast Trail.

## DEVELOPMENT PATTERNS

### Growth Policies

1. The County may maintain the low density, residential character of the Southwest Coastal Planning Area.



# Clatsop County – Land Use Planning

800 Exchange Street, Suite 100

Astoria, OR 97103

(503) 325-8611 | (503) 338-3606 (Fax) | comdev@clatsopcounty.gov

---

**TO:** Planning Commission Members

**FROM:** Gail Henrikson, AICP, CFM – Community Development Director

**DATE:** January 9, 2024

**RE:** **CLEAR AND OBJECTIVE STANDARDS (CAOS) CODE AUDIT: ARTICLE 1**

---

## BACKGROUND

During the regular 2023 legislative session, the Oregon Legislature adopted [HB 3197](#). Section 2 of the bill requires counties to adopt clear and objective housing standards for unincorporated communities, nonresource lands and areas zoned for rural residential use by July 1, 2025.

Section 3 of the bill also prohibits counties from establishing standards for accessory farmworker housing that are in addition to those required under [ORS 215.283](#), unless those standards are clear and objective. Section 3 also becomes effective on July 1, 2025.

The intent of clear and objective standards is to ensure that local governments provide a predictable path to approval for housing projects and that the path does not rely on discretionary or subjective criteria.

## IMPLEMENTATION

At your December 2023 meeting, staff presented an overview of the requirements of HB 3197 and developed a draft schedule to complete an audit of the County's zoning ordinance and development standards by July 1, 2025. As noted in that schedule, your Commission will be reviewing Article 1. Introductory Provisions at your January 2024 meeting.

Staff has identified all provisions and definitions in Article 1 that pertain to housing or the development or construction of housing. Staff's recommended revisions are attached, along with any explanations regarding the proposed amendments. A mark-up of the entirety of Article 1 can be found [here](#).

## REQUIRED ACTION

Please review the attached annotated Article 1. Are the proposed amendments clear and objective? Is there subjective language that needs to be further refined? Are any additional definitions or clarifications required? If so, what are those?

This item is for discussion only. No final action will be taken on Article 1 at the January meeting. Additional opportunities will be provided throughout the CAOS code audit to provide additional feedback and direction to staff.

For project information and updates, visit us on the web!

[www.co.clatsop.or.us/landuse](http://www.co.clatsop.or.us/landuse)

# ARTICLE 1. INTRODUCTORY PROVISIONS

## ARTICLE 1. INTRODUCTORY PROVISIONS

### SECTION 1.0300. SCOPE OF REGULATIONS

- 1) This document contains standards applicable to development.
- 2) If there is a conflict between a provision of this Development Code and a ~~requirement adopted under an approval procedure of the condition of approval required for a specific project approved under this~~ Development Ordinance, the requirement resulting from application of the Development Code shall apply.
- 3) The standards established by this initial enactment shall be revised and extended as specified in the following section of and by decisions authorized by the Development Code and other ordinances of the County.
- 4) The standards contained within this document may be revised or deleted and new standards may be added when such action will improve ~~enforcement utilization~~ of the Land and Water Development and Use Code.
- 5) ~~The Community Development Director or Planning Commission shall make recommendations for revision of the Development Code to the Board of Commissioners. The recommendations shall contain a description of the proposed revision and evidence and factual information which supports the action. The potential impacts of the revisions shall be described.~~
- 6) ~~The Board of Commissioners shall hold a public hearing on the proposed revisions with the notice of the hearing published in a newspaper of general circulation. Action to approve the proposed revisions of standards shall be taken through an Order of the Board of Commissioners.~~

**Commented [GH1]:** Processes should be moved to Article 2

### SECTION 1.0500. DEFINITIONS

As used in this Ordinance, the following words and phrases shall have the following meanings:

**ABSENTEE OWNER** -- Any real property owner(s) who customarily resides some place other than the property ~~(whether an estate or business)~~ in question.

**Commented [GH2]:** Is this definition needed? And, should it apply to non-residential properties as most owner would not reside there?

**ABUTTING** – ~~Two or more lots joined by a common boundary line or point. For the purposes of this definition, lots that are separated by a road, street, alley, or public way are not considering abutting..~~

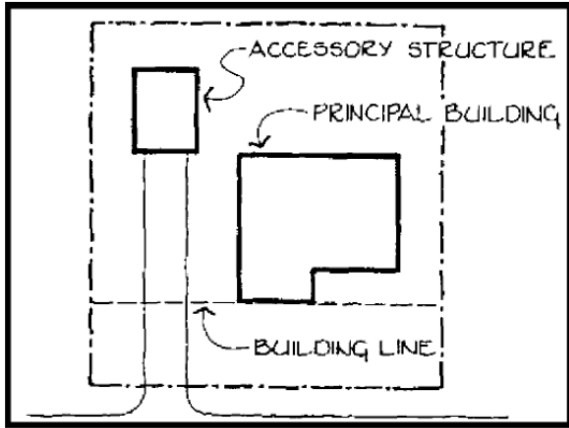
**ACCESS** -- The way or means by which pedestrians and vehicles enter and leave property.

**~~ACCESSORY BUILDING STRUCTURE, DETACHED~~** - ~~A non-habitable detached structure, the use of which is customarily incidental and subordinate to that of the main building or to the main use of the land that is used for storage of equipment and materials associated with the primary use and which is located on the same tract with the main building or primary use. In the farm and forest zones, the landowner files a restrictive covenant in the deed records of the county, stating that the accessory structure will not be used as a residence or rental unit.~~ Accessory structure includes, but is not limited to: [Ord. 18-02]

**Commented [GH3]:** Do all these different examples of accessory buildings need to have their own definition? None of them are called out specifically in the code.

**Commented [GH4]:** This should be moved to Article 3, which contains the farm/forest standards.

# ARTICLE 1. INTRODUCTORY PROVISIONS



**Accessory Structure Example**

BARN -- A structure used for the storage of farm products, feed, and for housing farm animals and light farm equipment. Allowed in Forest, Exclusive Farm Use, Rural Agriculture and Open Space zones.

**Commented [GH5]:** Barns should be included as a use in these zones in Article 4, not in the definition.

CARETAKER'S RESIDENCE -- A single dwelling unit which is used exclusively by the owner, manager or operator of a principal permitted use and which is located on the same parcel as the principal use. A maximum of one caretaker's residence per principal use may be permitted in lieu of other residential uses allowed in the zone. Allowed in Forest, Commercial, Industrial and Open Space zones.

**Commented [GH6]:** This should be removed from "accessory building, detached" and made it's own definition.

GARAGE, PRIVATE -- A carport, deck, building, or part thereof customarily used for the parking and storage of vehicles.

PERSONAL STORAGE STRUCTURE -- A structure over-larger than 1,000 square feet for the storage of the owner's personal possessions which is located on the same property as the owner's residence. The owner may not lease the structure or any portion of the storage area to a second party. The structure shall not be used for any form of commercial activities.

**Commented [GH7]:** This should be moved to Article 3, which contains standards. Standards should not be in a definition.

SHED, FARM STORAGE -- A structure large enough to store or repair a property owner's machinery and heavy equipment used in conjunction with agricultural/forestry practices on the same property on which the structure is located or on adjacent property under the same ownership. Allowed in Forest, Exclusive Farm Use, Rural Agriculture and Open Space zones.

**Commented [GH8]:** Farm storage sheds should be added to the appropriate zones in Article 4. Zoning requirements should not be in the definitions. Also, do there need to be separate definitions for "barn" and "farm storage shed"?

SHED, STORAGE -- A structure up to 1,000 square feet or less in which possessions are kept for future use and which is constructed on the owner's

# ARTICLE 1. INTRODUCTORY PROVISIONS

property. ~~The owner may not lease the structure or any portion of the storage area to a second party. The structure shall not be used for any form of commercial activities.~~

**Commented [GH9]:** This should be moved to Article 3, which contains standards. Standards should not be in a definition.

ACCESSORY ~~BUILDING~~STRUCTURE, ATTACHED -- An accessory building which is attached to the main building through common wall construction or by the roof over a breezeway connecting the accessory building and the main building. ~~An attached accessory building shall be considered as a part of the main building both as to area coverage and yard regulations.~~

**Commented [GH10]:** Should this be moved to Article 3 and/or 4 and noted for each zone?

ACCESSORY TO -- With respect to forest management dwellings, "accessory to" means that ~~forest management is the primary use of the property~~ ~~a forest dwelling is incidental and subordinate to the main forest use.~~

ACCESSORY USE -- A use ~~customarily that is~~ incidental and subordinate to the principal use and located on the same lot, tract or parcel.

ACCESSWAY -- An unobstructed right-of-way ~~of specified width~~ containing a drive or roadway which provides vehicular access within a mobile home park and connects to a public street. ~~(See Alley)~~

**Commented [GH11]:** The width is specified in Article 3. There only appears to be one width.

AFFORDABLE HOUSING – "Affordable housing" means housing that is affordable to households with incomes equal to or less than 80 percent of the median family income for the county in which the housing is built. ~~To be considered "affordable" housing costs should not exceed 30% of the total gross household income.~~ [ORD. 23-07]

ALLEY -- A public right-of-way of not over ~~twenty five (25)~~ feet wide providing a secondary means of access to private property. ~~(see Accessway)~~

**Commented [GH12]:** By definition, "accessway" and "alley" are not interchangeable

ALTERATION, STRUCTURAL -- Any change or repair ~~which would tend to prolong the life of~~ the supporting members of a building or structure, such as ~~alteration or~~ bearing walls, foundations, columns, beams, or girders. ~~In addition, any~~Any change in the external dimensions of the building shall be considered a structural alteration.

APPEAL -- A request for review of a decision ~~concerning matters addressed by the Comprehensive Plan and Ordinance made by the Community Development Director, Hearings Officer, Planning Commission, or the Board of Clatsop County Commissioners.~~

APPLICANT -- Any person who makes an application to the Clatsop County ~~Department of~~ Community Development ~~Department for a Development Permit.~~

ARCHAEOLOGICAL RESOURCES -- Districts, sites, building, structures, and artifacts ~~with that provide~~ material evidence of prehistoric human ~~life~~ life and culture.

AWNING -- Any stationary structure ~~used in conjunction with a mobile home~~, other than a window awning, for the purpose of providing shelter from the sun and rain, and having

**Commented [GH13]:** Couldn't an awning be used on a site-built home?

# ARTICLE 1. INTRODUCTORY PROVISIONS

a roof with supports and not more than one wall or storage cabinet substitution for a wall.

**BASEMENT** -- A portion of a building which has less than one-half (½) of its height, measured from finished floor to finished ceiling, above the average grade of the adjoining ground, ~~and. A basement is not deemed considered~~ a story unless the ceiling is ~~six (6)~~ feet or more above the grade.

**Commented [GH14]:** Natural grade or finished grade?

**BED AND BREAKFAST FACILITY** -- ~~An accessory use in.~~ The use of a single-family dwelling in which lodging and a morning meal for guests only are offered for compensation, having no more than five (5) sleeping rooms for this purpose. A bed and breakfast facility must be within the residence of the operator and be compliant with the requirements of ORS 624.010 to 624.130. [Ord. 18-02]

**Commented [GH15]:** Is a bed and breakfast really an accessory use of a home? Some people convert the entire house into guest rooms, except for one for the owner's use.

**Commented [GH16]:** This standard should be included in Section 3.8030

**BLOCK** -- ~~All land along one side of a street which is between two intersections or intercepting streets, or interrupting streets and a railroad right-of-way, or unsubdivided land or water course. A tract of land bounded by a street or by a combination of streets and public parks, cemeteries, railroad rights-of-way, drainageways, or unsubdivided land.~~

**BOARDING HOUSE** -- A building ~~or premises~~ where meals and/or long-term lodging are offered for compensation for ~~three (3)~~ or more persons but not more than ~~nine (9)~~ persons, and having no more than ~~five (5)~~ sleeping rooms for this purpose. An establishment where meals are served for compensation for more than ~~nine (9)~~ persons shall be deemed a restaurant. An establishment with more than ~~five (5)~~ sleeping rooms shall be deemed a hotel.

**BUILDING PERMIT**-- Written permission by the Clatsop County Building ~~Department~~ Codes Division for the construction, repair, alteration of or addition to a structure.

**CARETAKER'S RESIDENCE** -- A single dwelling unit which is used exclusively by the owner, manager or operator of a principal permitted use and which is located on the same parcel as the principal use. A maximum of one caretaker's residence per principal use may be permitted in lieu of other residential uses allowed in the zone. Allowed in Forest, Commercial, Industrial and Open Space zones.

**Commented [GH17]:** Not sure what this means

**Commented [GH18]:** Move to individual zones in Article 4.

**CARPORT** -- A covered shelter for ~~an automobile~~ a motorized vehicle, boat and/or RV, which is open on two or more sides.

**CLUSTER DEVELOPMENT** -- A development technique wherein house sites or structures are grouped together around accessways or cul-de-sacs, with the remainder of the tract left in open space or common open space. Clustering can be carried out in the context of a major or minor partition, subdivision, planned development or through the replatting of existing lots. No commercial or industrial uses are permitted in a cluster development.

**Commented [GH19]:** This is a standard and should be moved to Section 3.3000



# ARTICLE 1. INTRODUCTORY PROVISIONS

~~COMPUTATION OF TIME -- A designated period of time used in determining public notice requirements and appeal deadlines. The date of the act from which the designated period of time begins to run shall not be included, unless it is a Saturday or legal holiday, including Sunday in which event the period runs until the end of the next day which is not a Saturday or legal holiday.~~

**Commented [GH20]:** This is a process/procedure and should be moved to Article 2.

~~CONDITIONAL USE -- A type of development which requires special consideration prior to being permitted in a particular zone because of its possible impact on adjacent developments, land and water resources and the growth and development of the County. The characteristics of designated conditional developments shall be reviewed to determine whether or not the development is appropriate and compatible in the particular location proposed and what, if any, conditions are necessary to ensure compatibility. A conditional development may be permitted or denied at the discretion of the Community Development Director or hearings body based on findings of fact.~~

**Commented [GH21]:** This is more process than definition and should be included in Section 2.4000

~~CONDOMINIUM -- Ownership in common with others of a parcel of land and certain parts of a building, together with individual ownership in fee of a particular unit in such building or of an individual detached unit. A form of ownership where the owner has a deed to a volume of space, and is governed by the provisions of ORS Chapter 100.~~

COOKING FACILITIES – Are defined as stoves, ovens or other equipment designed to prepare hot meals including a 220-volt outlet and any non-electrical fuel sources, but does not include a single hot plate, microwave or toaster.

~~COTTAGE CLUSTER – A grouping of at least four detached dwelling units per acre. Dwelling units have a building footprint of less than 900 square feet per dwelling unit that includes a common courtyard with at least 150 square feet per cottage. Units may be located on a single lot or parcel or on individual lots or parcels. A maximum of eight cottages shall be permitted per courtyard. For example, 150 square feet of common courtyard area for eight cottages equals 1,200 square feet of common courtyard area.~~

~~COTTAGE CLUSTER PROJECT – A development site with one or more cottage clusters. Each cottage cluster as part of a cottage cluster project must have its own common courtyard.~~

**Commented [GH22]:** These definitions were taken from West Linn's code as part of its clear and objective standards audit. While Clatsop County has discussed adding "cottage clusters" to its list of allowed housing types, no standards have ever been created. These definitions are just a starting point to develop the cottage cluster concept.

COUNTY -- The County of Clatsop, Oregon.

COUNTY ROAD -- See Road, County.

COURT -- An open unoccupied space, other than a yard, on the same lot with a building and enclosed on two (2) or more sides by such building.

DECK -- A flat floored, roofless area adjoining a house, greater than 30 inches above finished grade. (see Patio).

**Commented [GH23]:** Couldn't a deck also be covered?

# ARTICLE 1. INTRODUCTORY PROVISIONS

DESTINATION RESORTS -- A destination resort is a self-contained development providing primarily visitor-oriented accommodations and developed recreation facilities which have the following characteristics:

- 1) It is located on a large site (e.g. 160 acres or more) with high natural amenities.
- 2) A majority of the site is maintained as common open space, and the design, density and layout of the development maintain the resource-oriented character of the site.
- 3) Taken together, developed recreation facilities and natural amenities are primarily an attraction for visitors rather than year-round residents.
- 4) It is located at least 25 road miles from an urban growth boundary with a population of 50,000 or more.

**Commented [GH24]:** These are development standards and should be moved to Section 5.4700

The following uses are not considered destination resorts:

-Cities or planned communities	- recreational vehicle parks	-campgrounds
- rural subdivisions or planned developments	- amusement parks	- schools or academies
- hunting, fishing lodges, or cabins	- hotels or motels	- organization camps, campgrounds or centers

These uses by themselves do not constitute a destination resort, but may be part of a destination resort:

Developed recreation facilities require a significant investment and are provided on-site and at least in proportion to the number of accommodations in the development. Included are golf courses, high intensity marinas, tennis courts, swimming pools.

Self-contained development means that sewer, water and recreational facilities are provided on-site and are limited to meet the needs of the destination resort.

Visitor-oriented accommodations are lodging, restaurants, meeting facilities and other facilities which are designed to and provide for the needs of visitors rather than year-round residents. Visitor-oriented accommodations must be a majority of the uses provided.

**Commented [GH25]:** These are more standards than definitions and should probably be moved to Section 5.4700.

DEVELOPMENT -- Any human-made change to improved or unimproved real estate, including but not limited to: construction, reconstruction, conversion, relocation or enlargement of any structure; any mining, excavation, landfill or land disturbance, any use or extension of the use of land.

DIRECTOR -- The Community Development Director, the administrative official of Clatsop County, or his duly authorized representative, designated to administer the responsibilities of the Department of Community Development.

# ARTICLE 1. INTRODUCTORY PROVISIONS

DISCRETIONARY LAND USE REVIEW – A land use review procedure that relies on standards or criteria that require interpretation or the exercise of policy or legal judgment. Discretionary land use reviews are processed under the Type II, III, or IV review procedures, as defined in Article 2.

~~DRIVEWAY -- An improved travel surface, on privately owned property and maintained by private funds for the exclusive use of private parties, that is intended to provide access from a federal, state, county, public, or private road to no more than two lots, parcels, areas or tracts of land.~~

~~DWELLING TYPES -- For the purpose of this Ordinance, dwellings are separated into the following categories and ~~herewith~~ defined ~~accordingly~~ as follows:~~

- ~~1) One Family Dwelling – a single household unit other than a mobile home whose construction is characterized by no common wall or ceiling with another unit.~~
- ~~2) One Family Dwelling Detached – An attached building containing two or more dwelling units other than a mobile home which are individually owned with each owner having a recordable deed enabling the unit to be sold, mortgaged or exchanged independently.~~
- ~~3) Two Family (Duplex) – An attached building containing two dwelling units in single ownership.~~
- ~~4) Multiple Family Dwelling -- Three or more household units with common walls or ceilings common to another unit in single ownership.~~

DWELLING, ATTACHED – Two or more dwelling units attached by common walls, roof or other structural part, at a common property line between separate lots or parcels.

DWELLING, DETACHED – A single dwelling unit whose construction does not share a common wall, roof or other structural part with another unit.

DWELLING, DUPLEX – Two attached or detached dwelling units on a lot or parcel.

DWELLING, MULTI-FAMILY – Three or more attached dwelling units on a lot or parcel with common walls, roofs or other structural parts. These may also be identified as triplex, quadplex or multiplex units.

DWELLING, TEMPORARY HARDSHIP – A manufactured dwelling or recreational vehicle, or the temporary use of an existing building, in conjunction with an existing dwelling as a temporary use for the term of a hardship suffered by the existing resident or a relative of the resident.

~~DWELLING UNIT -- A permanent structure constituting a separate independent housekeeping establishment for owner occupancy, or rental or lease on a weekly, monthly, or longer basis, and physically separated from any other rooms or dwelling units which may be in the same structure, and containing~~

**Commented [GH26]:** Formerly "Health Hardship" Revised to be consistent with ORS 215.755

# ARTICLE 1. INTRODUCTORY PROVISIONS

~~independent cooking and sleeping facilities. [Ord. 18-02] A single unit designed for residential occupancy for living purposes providing complete independent living facilities including permanent provisions for living, sleeping, eating, cooking and sanitation.~~

~~DWELLING UNIT, ACCESSORY (ADU) – A residential structure that is used in connection with or that is auxiliary to a single family dwelling. Attached or detached dwelling unit that is secondary to the primary dwelling unit. The unit includes its own independent living facilities with provisions for living, sleeping, eating, cooking, and sanitation, and is designed for residential occupancy independent of the primary dwelling unit. For the purposes of clarity, a single-family dwelling with an accessory dwelling unit (ADU), as defined herein, located within one of the rural community zones shall not be considered a duplex or multiple-family dwelling. [ORD. 23-03]~~

Commented [GH27]: Move this to Section 3.0180(B)

~~FLOOR AREA -- The sum of the gross horizontal areas of the several floors of a building, measured from the exterior faces of the exterior walls or from the center line of walls separating two buildings, but, Floor Area does not including include:~~

- ~~1) Uninhabitable Attic-attic spaces and crawlspaces providing headroom of less than seven feet.~~
- ~~2) Basements, if more than 50% of the basement is less than below grade.~~
- ~~3) Uncovered steps or fire escapes.~~
- ~~4) Private garages, carports or porches.~~
- ~~5) Accessory water towers or cooling towers.~~
- ~~6) Accessory off-street parking or loading spaces.~~
- ~~6)7) Vent shafts.~~

~~FRONTAGE -- All the property fronting on one (1) side of that abuts a public a street between intersecting or intercepting streets or between a street and right-of-way, waterway and/or dead-end street or county boundary, measured along the street line. An intercepting street shall determine only the boundary of the frontage on the side of the street which it intercepts.~~

~~GROSS FLOOR AREA (GFA) -- Total gross floor area including exterior building walls of all floors of a building or structure. Also referred to as gross square feet, or GSF.~~

~~GROSS HABITABLE FLOOR AREA (GHFA) – The sum of the gross horizontal areas of the floor or floors of a building which are enclosed and usable for human occupancy. The areas shall be measured between the inside face of exterior walls, or from the center line separating two dwelling units. The areas shall not include areas below the average level of the adjoining ground basements or crawlspaces, garage space, or utility rooms. [ORD. 23-03]~~

~~GROSS LEASABLE AREA (GLA) -- The portion of GFA that is available for leasing to a tenant. Generally, GLA is equal to GFA less minus common areas that are not leased to tenants. These common areas may include, including spaces for circulation between~~

# ARTICLE 1. INTRODUCTORY PROVISIONS

tenant spaces (lobbies, elevator cores, stairs, corridors, and atriums, ~~for example~~), utility / mechanical spaces and parking areas.

~~GROUP CARE HOME – A home or residential facility maintained and operated for the supervision, care and/or training of physically-, mentally-, or socially-disabled persons, but not including foster homes or detention facilities.~~

**Commented [GH28]:** This replaces “Handicapped Housing Facility”

GUEST HOUSE -- An accessory building, studio, or other habitable space/structure, used in conjunction with the main dwelling for the temporary housing of non-paying visitors and guests. ~~A guesthouse is not an independent dwelling unit.~~ [ORD. 23-03]

GUEST ROOMS -- Any room or rooms used or intended to be used by a guest for sleeping purposes. Every 100 square feet of ~~superficial~~-floor area in a dormitory shall be considered to be a guest room.

~~HANDICAPPED HOUSING FACILITY – A residential home for five (5) or fewer handicapped persons and for staff who need not be related to each other or to any other home resident. As used herein, a handicapped person is an individual who has a physical or mental impairment which for the individual constitutes or results in a functional limitation to one or more major life activities (these are self-care, ambulation, communication, transportation, education, socialization, employment and the ability to acquire and maintain adequate, safe and decent shelter).~~

**Commented [GH29]:** Changed to “Group Care Home” and alphabetized

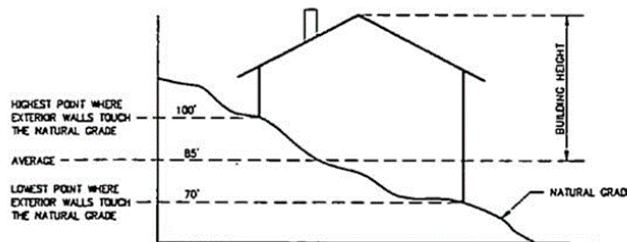
~~HEALTH/FITNESS CLUB – A privately owned facility that primarily focuses on individual fitness or training. It typically provides exercise classes, fitness equipment, gymnasium, weight room, spa, and locker rooms. May also include ancillary facilities such as a swimming pool, whirlpool, sauna, limited retail, and tennis, racquetball or handball courts or a small restaurant or snack bar.~~ [ORD. 23-07]

**Commented [GH30]:** No changes required

~~HEALTH HARDSHIP -- Circumstances where the temporary placement of a manufactured dwelling or recreational vehicle to accommodate a seriously ill person or their attendant is justified by the absence of a reasonable alternative and subject to the standards in 3.0190.~~

**Commented [GH31]:** Changed to “Dwelling, Temporary Hardship” and realphabetized

HEIGHT, BUILDING -- The vertical distance measured from the average natural grade to the highest point on the building or structure excluding chimneys, utility vents, and antennas, ~~except dish antennas~~. See diagram at right.



# ARTICLE 1. INTRODUCTORY PROVISIONS

~~HOME OCCUPATION -- Any occupation or profession carried on by a member of the family residing on the premises. A lawful commercial activity commonly carried on with a dwelling unit or attached or detached accessory structure, if the occupation or profession:~~

- ~~1) will be operated by a resident of the property on which the business is located and the resident files an annual report verifying that the home occupation complies with the conditions originally imposed;~~
- ~~2) will employ no more than five full or part-time persons;~~
- ~~3) will be operated in:  
(A) the dwelling; or  
(B) other buildings normally associated with uses permitted in the zone in which the property is located; and~~
- ~~4) will not interfere with existing uses on nearby land or with other uses permitted in the zone in which the property is located;~~
- ~~5) will comply with all conditions imposed pursuant to Sections 2.4000 through 2.4050 and all standards as set forth in 3.8000 through 3.8050.~~

**Commented [GH32]:** These are development standards and should be relocated to Section 3.8000

~~The existence of home occupations shall not be used for justification for a zone change.~~

**Commented [GH33]:** Same comment as above

~~LAND DIVISION -- A lot or parcel of land created through the process of dividing land. Land divided to create legally separate lots or parcels by partition or subdivision.~~

~~LAND USE DECISION -- A land use decision is defined by ORS 197.015(10).~~

**Commented [GH34]:** Added to be consistent with ORS 197.015(10)

~~LOADING SPACE, OFF-STREET -- In a dedicated off-street space logically and conveniently located for bulk pickups and deliveries, scaled to delivery vehicles expected to be used, and accessible to such deliveries when required off-street parking spaces are filled for the temporary parking of commercial vehicles or trucks while loading or unloading merchandise or materials. Required off-street loading spaces ~~is~~ are not to be included as off-street parking space in computation of required off-street parking space.~~

~~LOT -- A single unit of land that is created by a subdivision of land as defined under ORS 92.010. In certain instances, this ordinance also uses the term "lot" in a broader sense inclusive of the terms parcel, unit of land, and tract of land. [Ord. 18-02]~~

~~LOT, BUILDABLE -- A legal lot which is proposed for use in compliance with this Ordinance, and has received approval of the water supply and sewage disposal method as appropriate to such use.~~

~~LOT, LEGAL LOT -- A unit of land which meets the minimum size requirements of the zone in which it is situated located and is provided with which has a minimum 25-foot frontage upon a state, county or public road or which has access to a state, county, or public road by means of a private road easement.~~



# ARTICLE 1. INTRODUCTORY PROVISIONS

~~BUILDABLE LOT -- A legal lot which is proposed for use in compliance with this Ordinance, and has received approval of the water supply and sewage disposal method as appropriate to such use.~~

~~LOT OF RECORD -- Any lot or parcel lawfully created by a subdivision or partition plat of record in the County Clerk's Office, or any lot or parcel lawfully created by deed or land sales contract, recorded in the Deed Records of Clatsop County, prior to land use partitioning requirements, and of record in the Deed Records of Clatsop County.~~

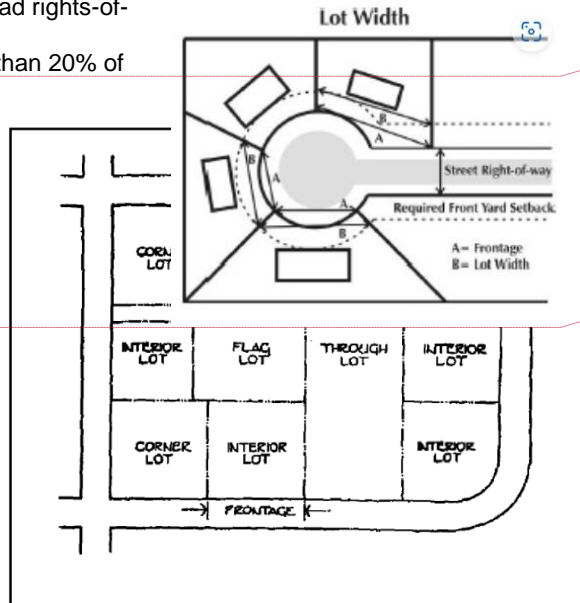
~~Development of a "lot of record" must meet all other applicable development standards, except for the minimum lot size or lot dimensions of the zone. Development standards include all applicable requirements of the zone, overlay district, the Land and Water Development and Use Ordinance and the Standards Document, and state and federal statutes and administrative rules. Lot of record status does not authorize development of a lot or parcel without compliance with the requirements in Section 1.1020.~~

**Commented [GH35]:** These are standards and should be included in Article 2. Currently, Article 2 does not contain a process for processing Lot of Record applications

~~LOT AREA -- The total horizontal area within the lines of a lot, parcel or tract of land, excluding:~~  
~~-exclusive of (1) public and county road rights-of-way,~~  
~~(2) bodies of water normally greater than 20% of the total lot area.~~

**Commented [GH36]:** How can this be quantified?

~~LOT, CORNER -- A lot abutting or located at the intersection of two or more streets, other than an alley, at their intersection. A loop road is not considered the intersection of two streets. See illustration at right.~~



**Commented [GH37]:** This codifies current practice, but is not consistent with best safety practices for sight lines.

~~LOT COVERAGE -- The percentage area of a lot covered by a building or buildings, expressed as a percentage of the total lot area. Lot coverage does not include gravel or paved surface areas.~~

~~LOT, CUL-DE-SAC: A lot which has a front lot line contiguous with the outer radius of the turn-around portion of a cul-de-sac. Such lots shall have a minimum street frontage of 45 feet. The calculation of lot width is made by measuring width at the midpoint of side lot lines.~~

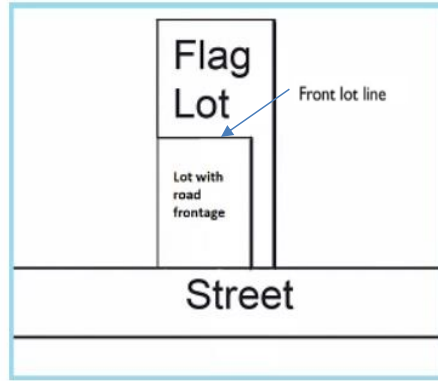
Lot Corner Example

# ARTICLE 1. INTRODUCTORY PROVISIONS

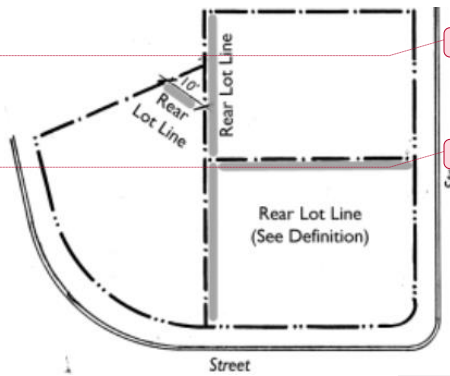
**LOT DEPTH** -- The perpendicular distance measured from the mid-point of the front lot line to the mid-point of the opposite lot line. See example below.

**LOT, DOUBLE-FRONTAGE/THROUGH** -- A lot other than a corner lot that has frontage on two streets.

1) **LOT, FLAG** -- Flag Lot: A lot that has access to a public right-of-way by means of a narrow strip of land. A lot with a minimum access way and frontage of twenty five (25) feet which provides an access way from a public road or street to a site located behind other lots which have road or street frontage. Calculations of lot area shall include the access way or "staff" portion of the flag lot. The buildable or "flag" portion of the lot shall meet the dimensional standards of the zone in which it is located. The front lot line for the purposes of setbacks shall be designated as that property line which intersects the access way for the flag lot.



Flag Lot Diagram



Commented [GH38]: Shall not?

Commented [GH39]: Move standards to Article 3

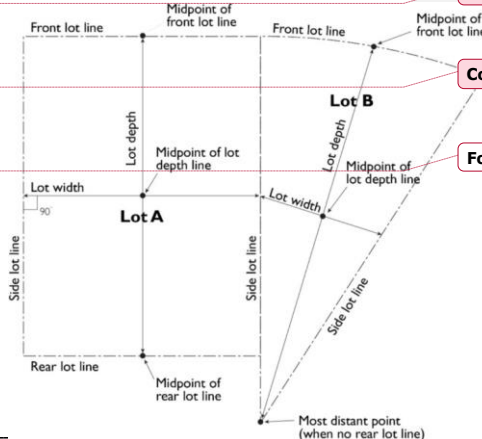
**LOT INTERIOR** -- A lot other than a corner lot and having frontage on only one street.

**LOT LINE** -- The property line bounding a lot.

**LOT LINE ADJUSTMENT** -- See Property Line Adjustment. Also see Section 2.9020.

**LOT LINE, FRONT** --

(1) The common property line(s) separating the between a lot from the and a street, as defined in Section 1.0500, (other than an alley,-) that separates the lot from the street and from which access is provided to the lot.



Commented [GH40]: No changes required

Commented [GH41]: Standards should not be in definitions.

Formatted: Font: (Default) Arial

# ARTICLE 1. INTRODUCTORY PROVISIONS

~~(1)(2) For the purpose of establishing setback requirements, orientation of the dwelling unit is independent of access to the parcel. In the case of~~ For a corner lot, the front lot line is the property line with the narrow dimension adjacent to the street shortest line along a street (other than an alley) that separates the lot from the street is the front lot line. If two or more street lot lines are of equal length, then the applicant or property owner can choose which lot line is to be the front.

~~For the purpose of establishing setback requirements, orientation of the dwelling unit is independent of access to the parcel.~~

## LOT LINE, REAR --

(1) The lot line which is opposite ~~and most distant from~~ the front lot line and which ~~is in the same plane and runs parallel to the front lot~~ separates one lot from another.

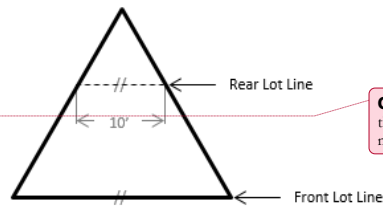
(2) In the case of an irregular, triangular or other-shaped lot, ~~as shown at right,~~ an imaginary line ~~ten (10)~~ feet in length shall be drawn within the lot, parallel to and at a maximum distance from the front lot line. (See diagram at right)

~~(2)(3) In the case of a double-frontage or through lot that is not a corner lot,~~ there is no rear lot line.

LOT LINE, SIDE -- Any property line which is neither a front nor a rear lot line.

## LOT TYPES --

- 1) ~~Corner lot: A lot of which at least two (2) adjacent sides border public or private streets or roads, other than alleys.~~
- 2) ~~Interior Lot: A lot with frontage only on one (1) street.~~
- 3) ~~Double-Frontage Lot: A lot other than a corner lot with frontage on more than one (1) street.~~
- 4) ~~Cul-de-sac Lot: A lot which has a front lot line contiguous with the outer radius of the turn-around portion of a cul-de-sac. Such lots have a minimum street frontage of forty five (45) feet. The calculation of lot width is made by measuring width at the midpoint of side lot lines.~~
- 5) 1) ~~Flag Lot: A lot with a minimum access way and frontage of twenty five (25) feet which provides an access way from a public road or street to a site located behind other lots which have road or street frontage. Calculations of lot area shall include the access way or "staff" portion of the flag lot. The buildable or "flag" portion of the lot shall meet the dimensional standards of the zone in which it is located. The front lot line for the purposes of setbacks shall be designated as that property line which intersects the access way for the flag lot.~~



**Commented [GH42]:** Some of these definitions are duplicates of the above definitions. The non-duplicative definitions were also moved to the section above.

# ARTICLE 1. INTRODUCTORY PROVISIONS

~~6)1) Ocean Front Lot -- A lot, parcel, or unit of land where no residence may be legally placed or constructed between the subject lot and the ocean. Often creating an unobstructed view of, and/or access to, the ocean beaches and headlands. See also 3.0150.~~

~~LOT, OCEAN FRONT LOT FRONT -- A lot, parcel, or unit of land where no residence may be legally placed or constructed between the subject lot and the ocean. Often creating an unobstructed view of, and/or access to, the ocean beaches and headlands. See also 3.0150.~~

~~LOT, THROUGH -- An interior lot having frontage on two streets.~~

LOT WIDTH -- The average horizontal distance between the midpoints of the side lot lines, ordinarily measured parallel to the front lot lines. The term "average lot width" has the same meaning as "lot width" as defined here.

MANUFACTURED DWELLING -- Means a residential trailer, mobile home or manufactured home, as defined by ORS 446.003 and as shown below ~~(as per ORS 497.475) includes:~~ "Manufactured Dwelling" does not include any building or structure constructed to conform to the State of Oregon Structural Speciality Code, the Low-Rise Residential Dwelling Code or the Small Home Specialty Code (ORS 446.003(21)(b)).

- 1) Residential trailer: A structure, ~~greater than 400 square feet,~~ constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed before January 1, 1962.
- 2) Mobile home: A structure ~~having at least 400 square feet of floor area and which is transportable in one or more sections. A structure~~ constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed between January 1, 1962 and June 15, 1976, and met the construction requirements of Oregon mobile home law in effect at the time of construction.
- 3) Manufactured home: A structure constructed ~~after June 15, 1976,~~ for movement on the public highways, ~~after June 15, 1976,~~ that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed in accordance with federal manufactured housing construction and safety standards and regulations in effect at the time of construction.

MANUFACTURED DWELLING PARK: A place where ~~either~~ four or more manufactured dwellings ~~or prefabricated structures (as defined in ORS 455.010) that are located on one or more contiguous lots, tracts, or parcels of land under a single ownership, the purpose of which is to provide permanent residential spaces for charge or fee paid for the use of facilities, or to offer space free of charge in connection with securing the trade, patronage or services of the occupant, relocatable and more than 8 ½ feet wide,~~ are located within 500 feet of one another on a lot, tract or parcel of land under the

**Commented [GH43]:** Remove citations from definitions; include a diagram

**Commented [GH44]:** This is now included with Lot, Double-Frontage as they are the same.

**Commented [GH45]:** This citation is incorrect. ORS 446.003 has a different, but similar definition

**Commented [GH46]:** Revised to be consistent with ORS 446.003(30).

**Commented [GH47]:** Revised to be consistent with ORS 446.003(27)

**Commented [GH48]:** Revised to be consistent with ORS 446.003(23)(a)

**Commented [GH49]:** Revised to be consistent with ORS 446.003(22)(a) and (b)

# ARTICLE 1. INTRODUCTORY PROVISIONS

same ownership, the primary purpose of which is to rent or lease space or keep space for rent or lease to any person for a charge or fee paid or to be paid for the rental or lease or use of facilities or to offer space free in connection with securing the trade or patronage of such person. "Manufactured Dwelling Park" does not include a lot or lots located within a subdivision being rented or leased for occupancy by no more than one manufactured dwelling per lot if the subdivision was approved under an ordinance adopted pursuant to ORS 92.010.

MANUFACTURED HOME -- (used in connection with flood hazard regulations only) A structure, transportable in one or more sections, which is built on a permanent chassis and designed to be used with or without a permanent foundation when connected to the required utilities. It includes recreational vehicles or travel trailers that are placed on a site for more than 180 consecutive days.

**Commented [GH50]:** This definition was updated in 2018 and is included in Section 5.1000

**Commented [GH51]:** STR occupancy is defined in Title 5 of the Clatsop County Code

OCEAN YARD -- a yard measured horizontally and at a right angle from the Statutory Vegetation Line established and described by ORS 390.770 to the nearest point of a building, as building is defined in Section 3.0150. An ocean yard may be a front yard, rear yard, or a side yard.

**Commented [GH52]:** Moved to "Yard, Ocean"

ORIGINAL PARCEL -- The tract of a piece of land referred to prior to dividing partitioning or subdividing.

OWNERSHIP -- The existence of a legal or equitable title to land interest in a lot, parcel or tract.

PARKING SPACE -- An enclosed or unenclosed surface area of not less than twenty (20) feet by eight (8) feet in size, or not less than eighteen (18) feet by seven (7) feet where compact spaces are authorized by this code, exclusive of maneuvering and access area, permanently reserved for the temporary storage of one automobile, and connected with a street or alley which affords ingress and egress for automobiles. An area permanently available for the parking of a motor vehicle.

PARTITION -- Either an act of partitioning land or an area or tract of land partitioned.

PARTITIONING LAND -- Dividing land to create not more than three parcels of land within a calendar year, but does not include:

**Commented [GH53]:** Revised to be consistent with ORS 92.010(9)

- 1) Dividing land as a result of a lien foreclosure, foreclosure of a recorded contract for the sale of real property or the creation of cemetery lots;
- 2) Adjusting a property line as property line adjustment is defined in Section 1.0500;
- 3) Dividing land as a result of the recording of a subdivision or condominium plat;
- 4) Selling or granting by a person to a public agency or public body of property for state highway, county road, city street or other right of way purposes if the road or right of way complies with the applicable comprehensive plan and ORS 215.283(2)(q) to (2). However, any property sold or granted for state highway,

# ARTICLE 1. INTRODUCTORY PROVISIONS

county road, city street or other right of way purposes shall continue to be considered a single unit of land until the property is further subdivision or partitioned; **or**

- 5) Selling or granting by a public agency or public body of excess property resulting from the acquisition of land by the state, a political subdivision or special district for highways, county roads, city streets or other right of way purposes when the sale or grant is part of a property line adjustment incorporating the excess right of way into adjacent property. The property line adjustment shall be approved or disapproved by the applicable local government. If the property line adjustment is approved, it shall be recorded in the deed records of the county where the property is located.

~~Partitioned lots are subject to the standards of Section 1.0500, 2.9000-2.9120, and 3.9800 of this Ordinance.~~ [Ord. 21-05]

~~PARTITION PLAT -- A final map and other writing containing all the descriptions, locations, specifications, provisions and information concerning a partition.~~

Commented [GH54]: There is already a definition of "plat"

PLANNED DEVELOPMENT – Any combination of residential land uses. These developments ~~might also~~ may contain supporting services such as limited retail and recreational facilities. [ORD.23-07]

PRINCIPAL USE -- The main use to which the ~~premises land and buildings~~ are devoted and the principal purpose for which the premises exist.

~~RECREATIONAL VEHICLE - A portable temporary dwelling unit, with a gross floor area not exceeding 400 square feet in the set-up mode, which is intended for vacation, emergency or recreational use, but not for permanent residential use. A vehicle with or without motive power that is designed for use as temporary living quarters and as further defined by rule by the Director of Transportation.~~ "Recreational Vehicle" includes the following terms:

Commented [GH55]: Revised to be consistent with ORS 174.101

- 1) CAMPER - A structure containing a floor that is designed to be temporarily mounted upon a motor vehicle, and which is designed to provide facilities for temporary human habitation.
- 2) MOTOR HOME - A motor vehicle with a permanently attached camper, or that is originally designed, reconstructed or permanently altered to provide facilities for temporary human habitation.
- 3) TRAVEL TRAILER - A trailer that is capable of being used for temporary human habitation, which is not more than eight feet wide, and except in the case of a tent trailer, has four permanent walls when it is in the usual travel position.
- 4) SELF-CONTAINED RECREATIONAL VEHICLE - A vehicle that contains a factory-equipped, on board system for the storage and disposal of gray water and sewage.

ROOMING HOUSE -- ~~Same as~~ See "Boarding House."



# ARTICLE 1. INTRODUCTORY PROVISIONS

~~SEASONAL FARMWORKER HOUSING -- Housing limited to occupancy by seasonal farmworkers and their immediate families which is occupied no more than nine months a year. For purposes of this definition, "nine months" means 273 days within any calendar year.~~

**Commented [GH56]:** ORS 215.279 addresses farmworker housing and does not distinguish between year-round and seasonal. Section 1.0500 already has a definition of "farmworker housing".

~~SUBDIVIDE LAND -- To divide an area or tract of land into four or more lots within a calendar year when such area or tract of land exists as a unit or contiguous units of land under a single ownership at the beginning of such year (revised as per ORS 92).~~

**Commented [GH57]:** Revised to match ORS 92.010(16)

~~SUBDIVISION -- Either an act of subdividing land or an area of or tract of land subdivided as defined in this section (revised as per ORS 92).~~

**Commented [GH58]:** Revised to match ORS 92.010(17)

**SUBSTANTIAL CONSTRUCTION** – Any development-related activity (site preparation or construction activities), including any combination of development, building, or septic permits, septic construction, clearing, grading, excavation or other earthwork, road construction, utility placement, surveying, engineering and architectural design, that has been met prior to the expiration of the specific development permit as outlined below:

Substantial construction shall be defined to have occurred for construction when any of the following have been met prior to the expiration of the specific development permit:

- 1) Building, development and septic permits have been obtained and a foundation completed for a conventionally built dwelling; or
- 2) Substantial construction, as defined above, has been completed at a cost in excess of 10% of the construction value of the proposed structure as determined by Uniformed Building Code calculations. Documentation of the cost of improvements for the dwelling shall be in writing (i.e., receipts, canceled checks, etc.) and shall be submitted to the Community Development Department with a time schedule of the activities/expenditures.

**Commented [GH59]:** Does 10% really qualify as "substantial"? Other jurisdictions use 25%.

~~TEMPORARY STRUCTURE~~ – Includes tents, trailers, chemical toilet facilities and other structures customarily erected or sited for temporary use. [ORD.23-02]

**Commented [GH60]:** No change required

~~TEMPORARY STRUCTURE OR USE~~ -- A non-permanent structure, use or activity involving minimal capital investment that does not result in the permanent alteration of the site and is removed from the site within one year. [Ord. 18-02]

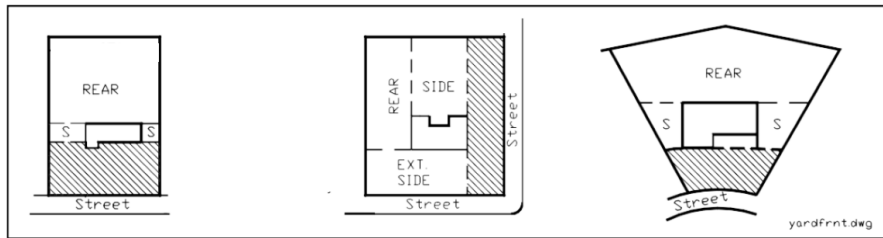
**Commented [GH61]:** Temporary structure is already defined above.

~~TOWNHOUSE~~ – A building or structure that has two (2) or more one (1) family dwelling units erected as a single family building, each being separated from the adjoining unit or units by an approved fire wall or walls along individual property lines and provided for fee simple ownership of land and dwelling unit. A dwelling unit that is part of a row of two or more attached dwelling units, where each unit is located on an individual lot or parcel and shares at least one common wall with an adjacent dwelling unit.

# ARTICLE 1. INTRODUCTORY PROVISIONS

**YARD** -- An open area on a lot with a building and bounded on one (1) or more sides by such building, such space being unoccupied land unobstructed from the ground upward. A required area of land unoccupied and unobstructed by any structure that is 30 inches or more above the ground level, with the exception of fences, walkways/staircases, retaining walls, poles, posts, customary yard accessories, appurtenances, ornaments, furniture and accessory structures or uses permitted subject to the provisions of this code.

**YARD, FRONT** -- A yard between the front line of the main building (exclusive of steps) and the front property line.



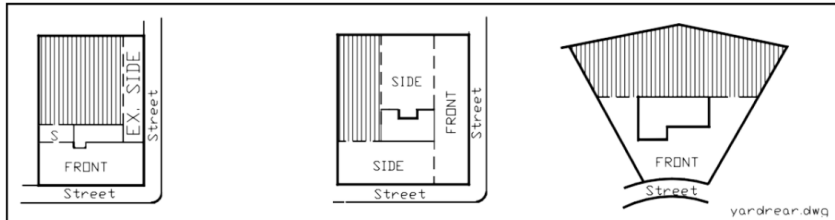
## Front Yard Example

**YARD, OCEAN** -- A distance measured horizontally and at a right angle from the Statutory Vegetation Line established and described by ORS 390.770 to the nearest point of a building. An ocean yard may be a front yard, rear yard, or a side yard.

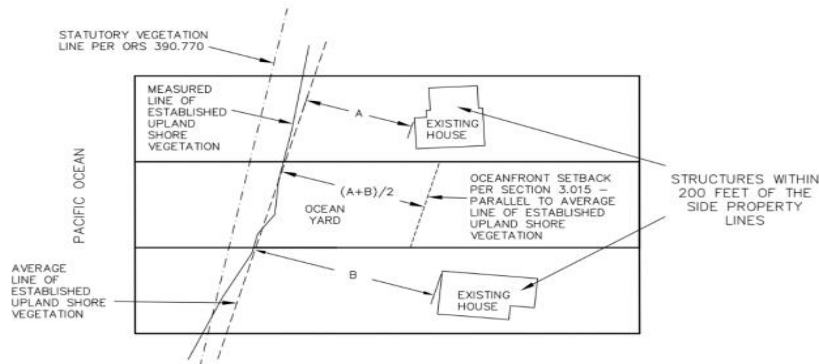


# ARTICLE 1. INTRODUCTORY PROVISIONS

YARD, REAR -- A yard extending across the full width of the lot between the primary building and the nearest point of the rear lot line.



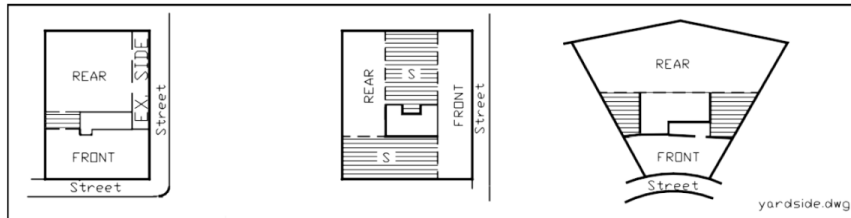
Rear Yard Example



YARD, SIDE -- An open, unoccupied space on the same lot with the main-primary building, between the side wall line of the main-primary building and the side line of the

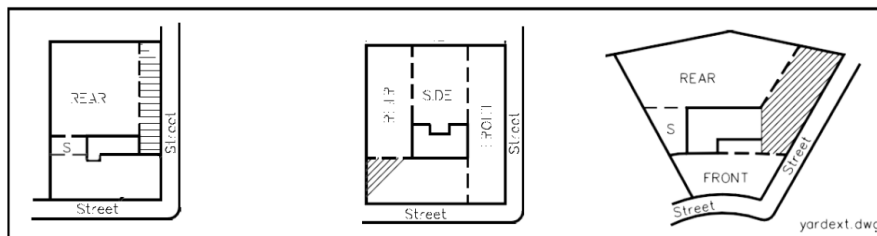
# ARTICLE 1. INTRODUCTORY PROVISIONS

lot.



Side Yard Example

YARD, STREET SIDE -- A yard adjacent to a street between the front yard and the rear lot line measured horizontally and at right angles from the side lot line to the nearest point of the building.



Side Yard (Exterior) Example



# Clatsop County – Land Use Planning

800 Exchange Street, Suite 100

Astoria, OR 97103

(503) 325-8611 | (503) 338-3606 (Fax) | comdev@clatsopcounty.gov

---

**TO:** Planning Commission Members

**CC:** Land Use Planning Staff

**FROM:** Gail Henrikson, AICP, CFM – Community Development Director

**DATE:** January 9, 2024

**RE:** **FY 23/24 WORK PLAN – QUARTERLY UPDATE**

---

On June 14, 2023, the Board of Clatsop County Commissioners formally approved the Land Use Planning FY 23/24 Work Plan as part of the County’s adopted budget. The work plan incorporates strategic plan action items identified by the Board when such action items intersect with land use planning. The work plan also includes items identified by staff, which should be accomplished in order to meet regulatory requirements or to update regulations and processes in order to increase operational efficiencies. The purpose of the work plan is twofold:

1. Ensure that Community Development staff is focused on Board priority items
2. Assist staff in resource and budget planning

In order to demonstrate accountability and transparency to both elected and appointed officials and the public, staff will provide quarterly updates on the status of tasks included in the work plan.

For project information and updates, visit us on the web!

[www.clatsopcounty.gov/landuse](http://www.clatsopcounty.gov/landuse)



# LAND USE PLANNING

## FY 2023-24 WORK PLAN

TASK #1	COMPREHENSIVE PLAN UPDATE		
	SUBTASKS	REQUIRED RESOURCES	PARTNERS
	<p>A. Goals 1-4, 6-14, Goal 19 to return to Board at March 15 work session, with possible adoption prior to the end of FY 22/23 or early FY 23/24.</p> <p><b>UPDATES:</b> OCTOBER 2023: Completed</p>	1.00 FTE	Public Board of Commissioners County Manager County Counsel County Land Use Counsel Planning Commission Staff
	<p>B. Goal 5: Continued review and revision with Board, Planning Commission, legal counsel and the public</p> <p><b>UPDATES:</b> OCTOBER 2023: Revised draft of Goal 5 under courtesy review by DLCD; BOC work session scheduled for October 25 JANUARY 2024: PC public hearing held December 12; BOC public hearings scheduled for January 10 and 24, 2024</p>	1.00 FTE	Public Board of Commissioners County Manager County Counsel County Land Use Counsel Planning Commission Staff
	<p>C. Community Plans: Continued review and revision with Board,</p>	1.00 FTE	Public





# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p>Planning Commission, legal counsel and the public</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Revised community plans scheduled for BOC work session November 1  <b>JANUARY 2024:</b> PC public hearing scheduled for January 9, 2024; BOC public hearings scheduled for February 14 and 28, 2024</p>		<p>Board of Commissioners          County Manager          County Counsel          County Land Use Counsel          Planning Commission          Oregon’s Kitchen Table</p>
	<p>D. Prepare revisions based upon final DLCD and land use legal review, if needed</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Ongoing  <b>JANUARY 2024:</b> Ongoing</p>	<p>1.00 FTE</p>	<p>Public          Board of Commissioners          County Counsel          County Land Use Counsel          DLCD          Staff</p>
	<p>E. Draft an RFP for environmental consultant services to update the Estuary Management Plan and develop recommendations to update Goals 16 (Estuarine Resources) and 17 (Coastal Shorelands)</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> RFP issued June 30, 2023. Notice of Intent to Award issued September 29. Contract scheduled for Board</p>	<p>0.25 FTE          \$150,000</p>	<p>Public          Board of Commissioners          County Counsel          County Land Use Counsel          DLCD          Environmental Consultants</p>



# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p>approval October 25</p> <p><b>JANUARY 2024:</b> Contract awarded; initial meeting with CREST held November 30; 1<sup>st</sup> stakeholder meeting to be scheduled in late January/early February 2024</p>		Staff
	<p>F. Draft an RFP for environmental consultant services to update Goal 18 (Beaches and Dunes) and develop recommendations to update LAWDUC implementing ordinances</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> RFP issued June 30, 2023. Notice of Intent to Award issued September 29. Contract scheduled for Board approval October 25</p> <p><b>JANUARY 2024:</b> Contract awarded; initial meeting with CREST held November 15; 1<sup>st</sup> stakeholder meeting to be scheduled in late January/early February 2024</p>	<p>0.25 FTE \$50,000</p>	<p>Public Board of Commissioners County Counsel County Land Use Counsel DLCD Environmental Consultants Staff</p>
	<p>G. Continue to work with Board to review and revise public participation process and schedule as needed</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Ongoing</p> <p><b>JANUARY 2024:</b> Ongoing</p>	<p>0.02 FTE</p>	<p>Public Board of Commissioners Planning Commission Staff</p>



# LAND USE PLANNING

## FY 2023-24 WORK PLAN

TASK #2	STRATEGIC PLAN FOCUS AREA - GOVERNANCE		
	SUBTASKS	REQUIRED RESOURCES	PARTNERS
	<p>A. Develop annual work program, to be approved by the Board of Commissioners, establishing priorities and focus areas for staff and the Planning Commission</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Ongoing. Quarterly updates to be provided to the Planning Commission and BOC</p> <p><b>JANUARY 2024:</b> Ongoing. Quarterly updates to be provided to the Planning Commission and BOC</p>	0.05 FTE	Board of Commissioners Planning Commission Staff
	<p>B. Continue to increase public outreach through the use of new and diverse media in order to attract new participants representing the demographic, economic, and social composition of the county.</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Ongoing work with County's Public Affairs Office</p> <p><b>JANUARY 2024:</b> Ongoing work with County's Public Affairs Office</p>	0.20 FTE	Public Board of Commissioners Planning Commission Public Affairs Office Staff
	<p>C. Create quarterly newsletter to be mailed to all property owners providing updates on ongoing and future projects and to</p>	0.15 FTE	Public Public Affairs Officer



# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p>identify future trends and issues</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Digital quarterly newsletter to begin publishing in October  <b>JANUARY 2024:</b> Ongoing work with County's Public Affairs Office</p>		Staff
	<p>D. Develop and implement a work plan for the state-mandated Committee for Citizen Involvement</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Not started  <b>JANUARY 2024:</b> Not started</p>	0.20 FTE	Public Board of Commissioners Planning Commission Public Affairs Officer Staff
<b>TASK #3</b>	<b>STRATEGIC PLAN FOCUS AREA - ENVIRONMENTAL QUALITY</b>		
	<b>SUBTASKS</b>	<b>REQUIRED RESOURCES</b>	<b>PARTNERS</b>
	<p>A. Work with DLCD and DEQ to identify existing data related to water quality and quantity within Clatsop County and to identify potential funding sources that could be utilized by Clatsop County to hire its own consultants to collect and/or analyze this data</p>	0.20 FTE	Public Board of Commissioners Planning Commission DLCD



# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Discussions started with DEQ, DLCD and Oregon Solutions in FY 22/23. No further updates</p> <p><b>JANUARY 2024:</b> AOC Water Knowledge Exchange Program presentation at January 17 BOC work session</p>		<p>DEQ Environmental Consultant Staff</p>
	<p>B. Continue to monitor and participate in the NEPA review of FEMA’s Implementation Plan to address National Marine Fisheries Services Biological Opinion (BiOp); prepare and update the Board as needed</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> BOC submitted public comments in FY 22/23. FEMA developing model ordinance and draft Environmental Impact Statement (EIS). Publication anticipated in early 2024. Staff attendance at Oregonians for Floodplain Protection meetings - a coalition organized by Tillamook County</p> <p><b>JANUARY 2024:</b> NEPA review ongoing; draft EIS to be published in summer 2024</p>	0.25 FTE	<p>AOC Board of Commissioners Planning Commission Staff</p>
	<p>C. Continue discussions with the Board to determine preferred path to implement requirements of FEMA’s Biological Opinion (BiOp); obtain public input</p>	0.25 FTE	<p>Public Board of Commissioners Planning Commission</p>



# LAND USE PLANNING

## FY 2023-24 WORK PLAN

	<p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Information provided as needed via County Manager’s weekly report to the Board. No public work items currently scheduled  <b>JANUARY 2024:</b> No change</p>		FEMA DLCD Staff
<b>TASK #4</b>	<b>STRATEGIC PLAN FOCUS AREA - INFRASTRUCTURE</b>		
	<b>SUBTASKS</b>	<b>REQUIRED RESOURCES</b>	<b>PARTNERS</b>
	<p>A. Provide assistance to Emergency Management staff as needed with regard to FEMA hazard mitigation grant application preparation</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> No request for assistance has been received  <b>JANUARY 2024:</b> No change</p>	0.10 FTE	Board of Commissioners Emergency Management Affected Stakeholders FEMA Staff
	<p>B. Provide assistance, as needed, to support discussions and projects related to tide gates and levees</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Meetings with Public Works staff to identify</p>	0.05 FTE	Public Board of Commissioners FEMA Staff



# LAND USE PLANNING FY 2023-24 WORK PLAN

<p>project for NOAA’s Coastal Regional Resiliency Grant (see Task D, below) <b>JANUARY 2024:</b> Clatsop County coalition invited to submit full grant application; applications due February 2024</p>			
	<p>C. Work with Emergency Management to implement recommendations from the Tsunami Evacuation Facilities Improvement Plan (TEFIP)</p> <p><b>UPDATES:</b> <b>OCTOBER 2023:</b> Not yet started <b>JANUARY 2024:</b> Not yet started</p>	0.10 FTE	Public Board of Commissioners Emergency Management Staff
	<p>D. Work with DLCD and NOAA to identify potential impacts to infrastructure and community assets from sea level rise</p> <p><b>UPDATES:</b> <b>OCTOBER 2023:</b> Public Works, Planning, NOAA, CREST, and other agencies and organizations drafted and submitted a letter of intent to apply for NOAA’s Coastal Regional Resiliency Challenge Grant in August 2023. The project identified would focus on sea level rise and impacts to dikes and levees in both WA and OR. Awaiting determination from NOAA re: invitation to apply <b>JANUARY 2024:</b> NOAA presentation to BOC at February 7 work</p>	0.10 FTE	Public Board of Commissioners DLCD NOAA Staff





# LAND USE PLANNING FY 2023-24 WORK PLAN

	session		
	<p>E. Provide assistance as needed for any climate change local impact analyses</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Ongoing work with DLCD's NOAA Fellow re: sea level rise.  <b>JANUARY 2024:</b> NOAA presentation to BOC at February 7 work session</p>	0.05 FTE	Board of Commissioners Consultants OCCRI Staff
	<p>F. Work with watershed councils to identify and map watershed boundaries and create a Webmaps layer</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Met with North Coast Watershed Association staff in July 2023. Watershed Association presentation to BOC on September 6, 2023. Association is finished up a mapping grant.  <b>JANAURY 2024:</b> No updates</p>	0.01 FTE	Watershed Councils GIS Staff
<b>TASK #5</b>	<b>STRATEGIC PLAN FOCUS AREA - SOCIAL SERVICES</b>		
	<b>SUBTASKS</b>	<b>REQUIRED RESOURCES</b>	<b>PARTNERS</b>



# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p>A. Continue to monitor state legislation and audit County zoning codes to identify areas where the County’s regulations may be out of sync with state regulations regarding child care facilities, emergency shelters, and residential care facilities and homes; prepare code amendments recommended by DLCD</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Ongoing. 2023 legislative update amendments discussed in work session with PC October 2023  <b>JANUARY 2024:</b> Community Development staff selected to serve on DLCD’s Child Care Barriers Work Group. Meetings to begin in February 2024</p>	0.05 FTE	DLCD Public Board of Commissioners Planning Commission Staff
<b>TASK #6</b>	<b>STRATEGIC PLAN FOCUS AREA - ECONOMIC DEVELOPMENT</b>		
	<b>SUBTASKS</b>	<b>REQUIRED RESOURCES</b>	<b>PARTNERS</b>
	A. Draft an RFP for consultant services to conduct an Economic Opportunities Analysis and develop recommendations to update the Comprehensive Plan and LAWDUC implementing ordinances	0.25 FTE \$95,000	Public Business Owners Board of Commissioners Chambers of Commerce



# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> RFP issued June 30, 2023. Contract awarded to Johnson Economics September 27, 2023. Initial meeting with consultant/staff on October 3 to finalize project scope and timeline  <b>JANUARY 2024:</b> 1<sup>st</sup> stakeholder meeting held November 15. 2<sup>nd</sup> meeting scheduled for January 25. Consultants preparing Buildable Lands Inventory</p>		<p style="text-align: center;">Port of Astoria          County Counsel          County Land Use Counsel          DLCDC          Consultants          Staff</p>
	<p>B. Conduct review of commercial and industrial zones to identify and implement changes to simplify development process and reduce or remove barriers to development</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Economic Strategies Group meeting September 2023. Group to identify local changes needed and state assistance required  <b>JANUARY 2024:</b> No updates</p>	0.25 FTE	<p style="text-align: center;">Public          Business Owners          Board of Commissioners          Planning Commission          Staff</p>
	<p>C. Initiate process to review local regulatory barriers to economic development; include evaluation of opportunities to reduce the cost of development</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Economic Strategies Group meeting September</p>	0.15 FTE	<p style="text-align: center;">Public          Affected Stakeholders          Board of Commissioners          Planning Commission          Staff</p>



# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p>2023. Group to identify local changes needed and state assistance required</p> <p><b>JANUARY 2024:</b> No updates</p>		
	<p>D. Identify barriers to affordable, workforce and market-rate housing within Clatsop County codes; identify a variety of housing options that would be appropriate within unincorporated Clatsop County</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Housing amendments discussed at BOC work session October 4 and at PC work session October 10. Public hearing with PC tentatively scheduled for December 2023. Planning staff also assisted with drafting a regional grant application for DLCD to conduct a Regional Infrastructure Readiness Study. The grant has been awarded for this project.</p> <p><b>JANUARY 2024:</b> Public information session scheduled for January 16, 6PM</p>	<p>0.15 FTE</p>	<p>Public Contractors Board of Commissioners Planning Commission Staff</p>
<p><b>TASK #7</b></p>	<p><b>LEGISLATED MANDATES</b></p>		
	<p><b>SUBTASKS</b></p>	<p><b>REQUIRED RESOURCES</b></p>	<p><b>PARTNERS</b></p>



# LAND USE PLANNING FY 2023-24 WORK PLAN

	<p>A. Continue to meet all regulatory requirements and process applications according to 150-day timeframe mandated by ORS</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Ongoing  <b>JANUARY 2024:</b> Ongoing</p>	4.50 FTE	Staff
	<p>B. Update the <i>Land and Water Development and Use Code</i> to incorporate any applicable legislative changes made during the 2023 legislative session</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Draft 2023 legislative amendments presented at October 10 PC work session  <b>JANUARY 2024:</b> PC public hearing held November 2023; 1<sup>st</sup> BOC hearing January 10; 2<sup>nd</sup> BOC hearing scheduled for January 24, 2024</p>	0.15 FTE	Public Board of Commissioners Planning Commission Staff
<b>TASK #8</b>	<b>PROCESS IMPROVEMENT AND STREAMLINING</b>		
	<b>SUBTASKS</b>	<b>REQUIRED RESOURCES</b>	<b>PARTNERS</b>
	A. Continue to review and revise Community Development	0.10 FTE	Public



# LAND USE PLANNING

## FY 2023-24 WORK PLAN

	<p>website to ensure information is relevant, clear, and accurate. Include information that makes the development and permitting process easy to understand for all users.</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Ongoing  <b>JANUARY 2024:</b> Ongoing</p>		<p>Public Affairs Office Staff</p>
	<p>B. Continue to utilize a formal orientation program for newly-appointed planning commissioners. Update Planning Commission training materials as needed.</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Implemented; utilized as needed  <b>JANUARY 2024:</b> No updates</p>	0.01 FTE	<p>County Counsel Planning Commission Staff</p>
	<p>C. Continue to work with the Oregon Building Codes Division to implement updates to the Accela e-permitting system to clarify planning requirements.</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Ongoing  <b>JANUARY 2024:</b> Ongoing</p>	0.01 FTE	<p>Oregon BCD Staff</p>



# LAND USE PLANNING FY 2023-24 WORK PLAN

TASK #9	SPECIAL PROJECTS		
	SUBTASKS	REQUIRED RESOURCES	PARTNERS
	<p>A. Update Continuity of Operations Plan for Community Development Department</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> Not yet started  <b>JANUARY 2024:</b> Not yet started</p>	0.20 FTE	Emergency Management Staff
	<p>B. Following DLCD acknowledgement of the comp plan updates, begin review of and updates to the LAWDUC</p> <p><b>UPDATES:</b>  <b>OCTOBER 2023:</b> “Low-hanging fruit” amendments being processed as time permits; “clear and objective standards” to be developed and adopted by January 1, 2025; housing amendments in process  <b>JANUARY 2024:</b> Ongoing; “clear and objective standards” project started December 2023</p>	1.00 FTE	Public Board of Commissioners County Counsel County Land Use Counsel Planning Commission Staff
	<p>C. Continue to work with Oregon Solutions to implement the</p>	0.10 FTE	Public





# LAND USE PLANNING

## FY 2023-24 WORK PLAN

	<p>County’s commitments from the Clatsop Plains Elk Collaborative Declaration of Cooperation</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Final meeting with Oregon Solutions held on March 22, 2023. Facilitation of project now transferred to CREST. No updates since March 2023</p> <p><b>JANUARY 2024:</b> No updates</p>		<p>Board of Commissioners</p> <p>Oregon Solutions</p> <p>Planning Commission</p> <p>Staff</p>
	<p>D. Evaluate and obtain public input regarding participation in FEMA’s Community Rating System (CRS) program</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Not started</p> <p><b>JANUARY 2024:</b> Not started</p>	0.01 FTE	<p>Public</p> <p>Board of Commissioners</p> <p>Emergency Management</p> <p>Staff</p>
	<p>E. Evaluate and obtain public input regarding becoming a Certified Local Government, to assist with historic preservation efforts</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Not started</p> <p><b>JANUARY 2024:</b> Not started</p>	0.01 FTE	<p>Public</p> <p>Board of Commissioners</p> <p>Staff</p>



# LAND USE PLANNING

## FY 2023-24 WORK PLAN

	<p>F. Schedule public meetings to continue to receive public input on the review and update of the County’s geologic hazard overlay development process and requirements</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Ordinance 23-12 (GHO exemptions) adopted August 23, 2023</p> <p><b>JANUARY 2024:</b> Information to be provided to PC on January 9, 2024, re: professionals qualified to prepare reports</p>	0.05 FTE	Public Affected Stakeholders Board of Commissioners Planning Commission DOGAMI Staff
	<p>G. Recreate permitted and conditional use tables in LAWDUC</p> <p><b>UPDATES:</b></p> <p><b>OCTOBER 2023:</b> Draft revisions to be presented for PC discussion January 2024</p> <p><b>JANUARY 2024:</b> Draft revisions to be developed as part of “clear and objective standards” project</p>	0.05 FTE	Public Board of Commissioners Planning Commission Staff
	<p>H. Initiate process to obtain public input to identify concerns and determine level of support for adoption of a Tsunami Overlay Zone; draft code amendments if needed</p> <p><b>UPDATES:</b></p>	0.50 FTE \$5,000 (FY 23/24)	Public Affected Stakeholders Board of Commissioners Planning Commission Emergency Management



# LAND USE PLANNING FY 2023-24 WORK PLAN

OCTOBER 2023: Not started

JANUARY 2024: Not started

DLCD

Staff

BCD: Oregon Building Codes Division

DEQ: Department of Environmental Quality

DLCD: Department of Land Conservation and Development

DOGAMI: Department of Geology and Mineral Industries

FEMA: Federal Emergency Management Agency

NOAA: National Oceanic and Atmospheric Administration

OCCRI: Oregon Climate Change Research Institute



# Clatsop County – Land Use Planning

800 Exchange Street, Suite 100

Astoria, OR 97103

(503) 325-8611 | (503) 338-3606 (Fax) | [comdev@clatsopcounty.gov](mailto:comdev@clatsopcounty.gov)

---

**TO:** Planning Commission Members

**FROM:** Gail Henrikson, AICP, CFM – Community Development Director

**DATE:** January 9, 2024

**RE: GEOTECHNICAL REPORT PREPARATION**

---

Section 5.3025, LAWDUC, provides specifications for geotechnical report requirements. Currently, this section of code requires geotechnical reports to be prepared by either a certified engineering geologist or a registered professional geologist. When staff drafted initial amendments to Section 5.3000 to updates maps, include exemptions to the requirement for a geotechnical report and other revisions, staff proposed broadening the list of qualified professionals who could prepare a report. These original amendments were removed from consideration in 2022 due to concerns raised about the accuracy of DOGAMI’s LiDAR mapping.

In 2023, staff prepared an ordinance to create exemptions to the geotechnical report requirement and to extend the validity of geotechnical reports from two years to five years. Those amendments were approved by the Board of Commissioners on August 23, 2023. Inadvertently, however, staff did not address the list of qualified professionals in Section 5.3025. Due to the small number of certified engineering geologists or registered professional geologists in the Clatsop County area, it can be difficult, expensive, and time-consuming for property owners to find and hire one of these professionals to complete a geotechnical report. Revising the list of qualified professionals would expand the list of options available to property owners and possibly reduce the time and cost associated with obtaining these reports.

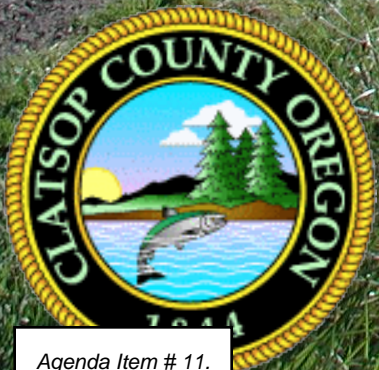
Additionally, as part of the proposed housing amendments discussed with the Board on October 4, 2023, staff included a project to survey other jurisdictions’ geologic hazard requirements. If the Planning Commission is in agreement, staff would propose completing this survey and bringing forward a new ordinance with amendments to streamline the geologic hazard permitting process and broaden the list of professionals to include geotechnical engineers and professional engineers, while still focusing on preventing loss of life and property, as required by Statewide Goal 7: Natural Hazards. At this time, no revisions to the DOGAMI Bulletins 74/79 maps are being considered as part of this project. Staff would anticipate bringing draft amendments back to the Planning Commission in either April or May 2024.

For project information and updates, visit us on the web!

[www.co.clatsop.or.us/landuse](http://www.co.clatsop.or.us/landuse)



# CLATSOP COUNTY PROJECT STATUS REPORT JANUARY 2024





# PROJECT STATUS REPORT – JANUARY 2024

PERMIT #	PROJECT NAME	LOCATION	DESCRIPTION	PC MEETING DATE	PC DECISION	BOC MEETING DATES	BOC DECISION	STATUS	EXPIRATION DATE*
20170352	Arch Cape Deli	T4N, 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; electrical, mechanical and fire suppression permits issued	Grading work begun  Project is vested for land use; no expiration date  Building permit expired 7-5-22  Permits for commercial alarm/suppression systems; electrical and mechanical issued
Ord 24-02 23-000586	Goal 5 Update	N/A	Continuing work to update Comprehensive Plan Goal 5	12-12-23	RECOMMEND BOC APPROVE AS PRESENTED 5-0	1-10-24 1-24-24		Awaiting public hearings	N/A

# PROJECT STATUS REPORT – JANUARY 2024

PERMIT #	PROJECT NAME	LOCATION	DESCRIPTION	PC MEETING DATE	PC DECISION	BOC MEETING DATES	BOC DECISION	STATUS	EXPIRATION DATE*
21-000665 Ordinance 24-06	Clatsop Plains Community Plan	N/A	Update of Clatsop Plains Community Plan	1-9-24		2-14-24 2-28-24		On-going	N/A
21-000666 Ordinance 24-07	Elsie-Jewell Community Plan	N/A	Update of Elsie-Jewell Community Plan	1-9-24		2-14-24 2-28-24		On-going	N/A
22-000378 Ordinance 24-08	Lewis and Clark Olney Wallooskee Community Plan	N/A	Update of Lewis & Clark Olney Wallooskee Community Plan	1-9-24		2-14-24 2-28-24		On-going	N/A
21-000668 Ordinance 24-09	Northeast Community Plan	N/A	Update of Northeast Community Plan	1-9-24		2-14-24 2-28-24		On-going	N/A
21-000669 Ordinance 24-10	Seaside Rural Community Plan	N/A	Update of Seaside Rural Community Plan	1-9-24		2-14-24 2-28-24		On-going	N/A



# PROJECT STATUS REPORT – JANUARY 2024

PERMIT #	PROJECT NAME	LOCATION	DESCRIPTION	PC MEETING DATE	PC DECISION	BOC MEETING DATES	BOC DECISION	STATUS	EXPIRATION DATE*
22-000377 Ordinance 24-11	Southwest Coastal Community Plan	N/A	Update of Southwest Coastal Community Plan	1-9-24		2-14-24 2-28-24		On-going	N/A
Ordinance 23-09	Goal 11 Exception – Cannon Beach RFPD	T4N, R10W, Section 19BC, Tax Lot 04000 79729 Hwy 101	Retroactive goal exception to finalize sewer district expansion from 2007	10-10-23	RECOMMEND APPROVAL 6-0	11-8-23 12-13-23	APPROVED 12-13-23	COMPLETE	N/A
Ordinance 23-10	Goal 11 Exception – Coastal Residential Zone	T4N, R10W, Section 19BB, Tax Lot 00401 79876 Hwy 101 T4N, R10W, Section 19BB, Tax Lot 00300 79878 Hwy 101	Exception to Goal 11 to correct an oversight from 2002	10-10-23	RECOMMEND APPROVAL 6-0	11-8-23 12-13-23	APPROVED 12-13-23	COMPLETE	N/A

# PROJECT STATUS REPORT – JANUARY 2024

PERMIT #	PROJECT NAME	LOCATION	DESCRIPTION	PC MEETING DATE	PC DECISION	BOC MEETING DATES	BOC DECISION	STATUS	EXPIRATION DATE*
23-000556 Ordinance 23-14	Housing Amendments	N/A	LAWDUC amendments to facilitate housing construction	TBD		TBD			Public information meeting scheduled January 16, 2024
23-000552 Ordinance 24-01	2023 Legislative Updates	N/A	LAWDUC amendments to address changes in land use legislation from the 2023 regular session of the Oregon Legislature	10-10-23 11-14-23	Work Session Public Hearing	12-13-23 PH 1-10-24 PH	CONT'D		
Ordinance 24-05	Non-Conforming Uses and Structures	N/A	LAWDUC amendments to clarify non-conforming use and structures standards	1-9-24		2-14-24 2-28-24			

\*Expiration date for projects that are not completed or substantially completed



Indicates change to project status



# Clatsop County – Land Use Planning

800 Exchange Street, Suite 100  
Astoria, OR 97103  
(503) 325-8611 | (503) 338-3606 (Fax) | [comdev@clatsopcounty.gov](mailto:comdev@clatsopcounty.gov)

---

**TO:** Planning Commission Members

**FROM:** Gail Henrikson, AICP, CFM – Community Development Director

**DATE:** January 9, 2024

**RE: DIRECTOR'S REPORT**

---

## CHILDCARE FACILITY BARRIERS WORK GROUP

The Department of Land Conservation and Development (DLCD) has selected Clatsop County to participate in a newly-formed work group that will examine barriers to locating childcare facilities. *The Astoria* reported on October 17 that Clatsop County is one of 11 counties that are considered “severe” child care deserts for infants and toddlers according to a report from the Oregon Child Care Research Partnership. In 2022, Clatsop County, in partnership with Columbia Memorial and Providence Seaside hospitals, committed \$620,000 towards a Child Care Grant program. The program was established to retain and expand child care options. Lack of available and affordable child care affects not only working families, but has larger impacts on the region’s overall economy. DLCD’s work group will examine barriers statewide in consultation with the Department of Early Learning and Care and the state’s Building Codes Division. A final report is due back to the Oregon Legislature by December 31, 2024.

## COMPREHENSIVE PLAN UPDATE

- **Economic Opportunities Analysis (EOA):**  
The second meeting of the EOA Advisory Committee is scheduled for 10AM, Thursday, January 25. A link to the meeting can be found [here](#).
- **Comprehensive Plan Goals 16 (Estuarine Resources) and 17 (Coastal Shorelands):**  
Staff held a kick-off meeting with CREST on November 14. Staff is now in the process of identifying potential stakeholders and advisory committee members. It is anticipated that the first advisory committee meeting will be held in late January 2024.
- **Comprehensive Plan Goal 18 (Beaches and Dunes):**  
Staff held a kick-off meeting with CREST on November 14. Staff is now in the process of identifying potential stakeholders and advisory committee members. It is anticipated that the first advisory committee meeting will be held in late January 2024.
- **Comprehensive Plan Community Plans:**  
Following review of the six community plans by your commission in January 2024, the plans will each be scheduled for two public hearings before the Board of Commissioners in February 2024.

## SHORT-TERM RENTAL (STR) CAPS

Staff presented a proposed methodology to establish caps on STRs to the Board during its October 18 work session. While there appears to be general consensus amongst the Board that limitations should be established, the Board has requested additional time to review the information provided by staff. A follow-up work session date has not yet been scheduled.

**CLATSOP REGIONAL HOUSING TASK FORCE**

The Clatsop Regional Housing Task Force did not hold a meeting in November. A date for the January meeting has not yet been determined.

**LAWDUC AMENDMENTS TO FACILITY HOUSING DEVELOPMENT**

County staff presented a proposed slate of amendments to the Board of Commissioners during a work session on October 4. At that work session, the Board indicated general support for the proposed amendments and directed staff to continue with the process. A hybrid meeting is scheduled for 5PM, Tuesday, January 16. A link to the meeting and the October 4 presentation can be found [here](#).

**FARM AND FOREST IMPROVEMENTS PROJECT**

The Farm and Forest Technical Working Committee met on December 7. The group has identified potential areas where new rule-making is needed to clarify regulations, address emerging issues, and codify case law. A final report containing the committee's recommendations is expected to be presented to the Land Conservation and Development Commission (LCDC) in January 2024.



# Clatsop County – Land Use Planning

800 Exchange Street, Suite 100

Astoria, OR 97103

(503) 325-8611 | (503) 338-3606 (Fax) | comdev@clatsopcounty.gov

---

**TO:** Planning Commission Members

**FROM:** Gail Henrikson, AICP, CFM – Community Development Director

**DATE:** January 9, 2024

**RE:** **ELECTION OF OFFICERS**

---

Per Article IV, Section A(2) of the Planning Commission bylaws approved on September 28, 2022 (**Exhibit A**), election of officers shall occur annually at the first meeting of the calendar year and elected officers shall take office at the end of that meeting.

Chris Farrar currently serves as Chair of the Planning Commission and Clarke Powers serves as Vice-Chair.

Per Article IV, Section B, of the bylaws, the Chair is responsible for:

- (1) Presiding at all meetings of the Planning Commission;
- (2) Enforcing observance of the rules of procedure;
- (3) Deciding all questions of order;
- (4) Offering for consideration all motions regularly made;
- (5) Apportioning duties of the members of the Planning Commission;
- (6) Calling all special meetings;
- (7) Appointing all necessary committees, and
- (8) Performing such other duties as the office may require.

The Chair is not permitted to make a motion or amendment to a motion.

The Vice-Chair, during the absence, disability, or disqualification of the Chair, performs the Chair's duties and is subject to all the responsibilities of the Chair.

In the absence of both the Chair and Vice-Chair, the Planning Commission shall elect a temporary Chair for the particular meeting in question (Article IV, Section C).

Election of a Chair and Vice-Chair is scheduled for the January 9, 2024, regular Planning Commission meeting. The newly-elected officers would take office at the end of that meeting and would be responsible for leading future meetings beginning in February 2024.

# CLATSOP COUNTY PLANNING COMMISSION BYLAWS

## ARTICLE I. NAME

The Commission shall be known as the Clatsop County Planning Commission hereinafter referred to as the Planning Commission.

## ARTICLE II. SCOPE OF AUTHORITY

A. The Planning Commission shall have the following responsibilities:

- (1) To serve as an advisory body to, and a resource for, the Board of Clatsop County Commissioners.
- (2) To make recommendations to the Board of Clatsop County Commissioners on text and map amendments to the Comprehensive Plan and its implementing ordinances.
- (3) To make land use decisions on subdivisions.
- (4) To act as the county's committee for citizen involvement for land use planning.

## ARTICLE III. MEMBERSHIP

A. **Appointment:** The Planning Commission shall consist of seven members appointed by and serving at the pleasure of the Board of Clatsop County Commissioners.

B. **Term of Office:** Terms are for a period of four years or until their respective successors are appointed. No commission member shall serve more than two consecutive terms or 10 consecutive years, whichever is greater, except that the Board may extend the term of a planning commission member if it is in the public interest to do so. Previous commission members who have served two consecutive terms or 10 consecutive years are eligible to reapply for appointment if more than one year has passed since the expiration of their last term.

C. **Membership Qualifications:**

- (1) The members of the Planning Commission shall be residents of the County and no more than two shall reside inside incorporated cities; the remaining members shall be residents of the various geographic areas of the unincorporated County.
- (2) No more than two voting members shall be engaged principally in the buying, selling, or developing of real estate for profit, as individuals, or be members of any partnership or officers or employees of any corporation that is engaged principally in the buying, selling, or developing of real estate for profit.
- (3) No more than two voting members shall be engaged in the same kind of occupation, business, trade or profession.

For project information and updates, visit us on the web!

[www.clatsopcounty.gov/landuse](http://www.clatsopcounty.gov/landuse)

## EXHIBIT A

- D. **Attendance:** Members shall attend all meetings . The Chair may excuse a member for up to three regular Planning Commission meetings within one calendar year. If a Planning Commission member is absent two or more times and has failed to notify the Community Development Department or the Planning Commission Chair or Vice-Chair of such absence(s) the member’s unexcused absence may be considered non-performance of duty. Absences due to unforeseeable emergencies or other situations will be reviewed on a case-by-case basis.
- E. **Removal of Members:**  
Members may be removed from the Planning Commission by the Board of Clatsop County Commissioners as follows:
- (1) Members may request that they be removed for personal or other reasons. Such requests shall be approved by the Board of Clatsop County Commissioners.
  - (2) Per ORS 215.030, members may, after a hearing by the Board of Commissioners, be removed for non-performance of duties or misconduct.
  - (3) The Board of Clatsop County Commissioners may remove any appointed Planning Commission member at its discretion.
- F. **Vacancies:**
- (1) Any vacancy on the Planning Commission shall be filled by the Board of Clatsop County Commissioners for the unexpired term.
  - (2) Vacancies on the Planning Commission created by the expiration of a member’s term shall be filled by the Board for a term of four years.
  - (3) The terms of office shall start on July 1.

## ARTICLE IV. OFFICERS, COMMISSION MEMBERS AND STAFFING

### A. **Officers:**

- (1) The officers of the Planning Commission shall consist of a Chair and Vice Chair who shall be selected by the membership and who shall serve at the pleasure of the membership for one year.
- (2) Election of Officers shall occur annually at the first meeting of the calendar year, and elected officers shall take office at the end of that meeting.
- (3) Officers may be re-elected.
- (4) In the event that an officer is unable to complete the specified term, a special election shall be held for the completion of the term at the next regular meeting.

### B. **Chair:** It shall be the duty of the Chair to:

- (1) Preside at all meetings of the Planning Commission;
- (2) Enforce observance of the rules of procedure;

For project information and updates, visit us on the web!

[www.clatsopcounty.gov/landuse](http://www.clatsopcounty.gov/landuse)



## EXHIBIT A

- (3) Decide all questions of order;
- (4) Offer for consideration all motions regularly made;
- (5) Apportion duties of the members of the Planning Commission;
- (6) Call all special meetings;
- (7) Appoint all necessary committees, and
- (8) Perform such other duties as the office may require.

The Chair shall make no motion or amendment to a motion.

C. **Vice-Chair:** During the absence, disability, or disqualification of the Chair, the Vice Chair shall perform the Chair's duties and be subject to all the responsibilities of the Chair. In the absence of the Chair and Vice Chair the Planning Commission shall elect a temporary Chair for the particular meeting in question.

D. **Commission Members:** Planning Commission members shall:

- (1) Assist the Board of Commissioners and Land Use Planning Staff in preparing and implementing the annual planning work plan, in order to enhance and augment the goals of the Board as identified in the adopted strategic plan.
- (2) Carry out any and all duties assigned by the Board of Clatsop County Commissioners.
- (3) Familiarize themselves with the statewide land use program and local land use codes.
- (4) Prepare for meetings by fully reviewing agenda packages, staff reports and materials provided by staff.
- (5) Attend the mandatory orientation session upon appointment by the Board.
- (6) Attend additional training sessions presented by the Department of Land Conservation and Development or other agencies when possible.
- (7) Consider input from any and all social, economic and demographic groups within Clatsop County and promote balanced and factual discussion.
- (8) Make independent, objective, fair and impartial judgements by avoiding relationships and transactions that give the appearance of compromising objectivity, independence, and honesty.
- (9) Conduct meetings, work sessions and deliberations in a professional, focused, efficient, courteous and value-neutral manner.
- (10) Interact with elected officials, members of the public and staff with civility, respect and dignity.
- (11) Utilize taxpayer resources, including staff time, in a fiscally responsible manner.

E. **Staff:** The County planning staff is responsible for preparing staff reports and submitting them to the commission. The staff shall prepare public notices and set agendas for the Planning Commission. The staff shall keep minutes, findings and reports of the Planning Commission as public records.

## ARTICLE V. ORGANIZATIONAL PROCEDURES

A. **Meetings:**

For project information and updates, visit us on the web!

[www.clatsopcounty.gov/landuse](http://www.clatsopcounty.gov/landuse)

## EXHIBIT A

- (1) The Planning Commission will generally hold its regular meetings on the second Tuesday of each month at 10:00 a.m.
- (2) Special meetings may be called by the Chair as required.
- (3) The place and hour of any meeting may be changed by the Chair of the Planning Commission if adequate notice can be given to the public and all interested parties.

### B. **Quorum:**

- (1) Four members shall be necessary to constitute a quorum. All actions of the Planning Commission shall require the affirmative vote of the majority of the Planning Commission members present.
- (2) If a quorum is not attained fifteen minutes following the scheduled time of call to order, the meeting shall be cancelled. In the event it is known by the Director prior to a meeting that a quorum will not be present at any meeting, the Director shall notify the Planning Commission members. All items scheduled for the meeting shall be automatically continued to a regularly scheduled meeting unless the Director determines that a special meeting is needed.

### C. **Voting:** All members who are present at a Planning Commission meeting, including the chair and vice-chair, are allotted one vote each on all motions. A motion may be made by any member with the exception of the presiding officer. All members, when a vote is taken, shall vote unless the member abstains from voting and cites the reason for the record.

### D. **Reconsideration of Actions Taken:** A member who voted with the majority may move for a reconsideration of an action at the same meeting only. The second of a motion may be a member of the minority. Once a matter has been reconsidered, no motion for further reconsideration shall be made without unanimous consent of the Planning Commission.

### E. **Minutes:** A staff representative or designee shall be present at each meeting and shall provide for a sound, video, or digital recording, or written minutes of each meeting. The record of the meeting, whether preserved in written minutes or sound, video, or digital recording, shall include at least the following information:

- (1) Names of the Planning Commission members present
- (2) All motions and proposals, and their disposition
- (3) The results of all votes and the vote of each Planning Commission member by name
- (4) The substance of any discussion on any matters
- (5) A reference to any document discussed at the meeting

Written minutes need not be a verbatim transcript, but give a true reflection of the matters discussed at the meeting and the views of the participants. If written minutes are utilized, those shall be reviewed and voted upon by the Planning Commission at a regular meeting.

### F. **Procedures:** Except as otherwise provided to the contrary by these Rules of Procedure, Robert's Rules of Order (*current edition*) shall apply to the procedures of all Planning Commission meetings.

For project information and updates, visit us on the web!

[www.clatsopcounty.gov/landuse](http://www.clatsopcounty.gov/landuse)

## ARTICLE VI. CONFLICT OF INTEREST AND BIAS

- A. Members shall be required to vote on all matters which require a decision unless a member has a conflict of interest. For procedure to be followed regarding conflict of interest see Sections 2.1070-2.2130, LAWDUC.
- B. No member of the Planning Commission shall participate in any proceeding or action in which any of the following have a direct, substantial financial interest: the member or the member's spouse, sibling(s), child(ren), parent(s), father-in-law, mother-in-law or any business which the member is negotiating for or has an arrangement or understanding concerning prospective investment or employment. Any actual or potential interest shall be disclosed at the meeting of the commission where the matter is being considered.
- C. Members of the Planning Commission should not participate in a decision if the member has an actual bias regarding the application. "Actual bias" means prejudice or prejudgment of the facts to such a degree that the member is incapable of rendering an objective decision on the merits of the case.
- D. Planning Commission members are required to file annual statements of economic interest as required by ORS 244.050 with the Oregon Government Standards and Practices Commission.

## ARTICLE VII. PUBLIC HEARINGS

- A. All public hearings before the Planning Commission shall be conducted by the Chair except as otherwise provided in Article IV(C). In addition to the duties in Article IV, the Chair or the Vice-Chair shall preserve the order and decorum of the meeting.
- B. Any interested party may appear for themselves or be represented by counsel. Any person speaking at a public hearing shall first identify themselves by name and address, and if appearing in a representative capacity, identify who they represent.
- C. The order of proceedings shall be as set forth in Section 2.2150, LAWDUC.
- D. The Chair may assess the audience at the beginning of the meeting, and, with the consent of the Planning Commission, announce reasonable time limits.

## ARTICLE VIII. COMPENSATION

Members of the Planning Commission shall serve without compensation other than reimbursement for duly authorized expense.

## ARTICLE IX. BYLAWS

The Planning Commission is authorized to develop and amend bylaws consistent with county ordinances and applicable provisions of state law. Such bylaws shall be effective upon approval by the Board of Clatsop County Commissioners.