

Clatsop Plains Community Plan

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TBD

INTRODUCTION

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

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

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

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

Purpose

With this awareness, the Clatsop County Comprehensive Plan was developed for the purpose of providing a guide to development and conservation of Clatsop County's land resources. It is a generalized long-range policy guide and land use map that provides the basis for decisions on the physical, social and economic development of Clatsop County. It represents a public statement of the most desirable land conservation projections for the next **10 to** 20 years. These policies and statements are based on inventories, developmental limitations, projected needs, public attitudes and the State LCDC Goals and Guidelines.

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 established goals and policies which recognize and plan for the interrelationships and interactions of these factors.

The main objectives of this Comprehensive Plan are:

- a. To the highest possible extent, prevent future conflicts between land use and activities.
- b. To provide an objective basis for the land use decisions of elected officials,

planners, public agencies, and individual citizens.

- c. To provide a source of information describing the conditions and characteristics of the community.
- d. To identify the direction and nature of changes which may be expected within the community.
- e. To provide a better understanding of specific actions, programs, and regulations which may affect the general public.
- f. To establish a balance between the competing state and county resource preservation goals and development preferences.

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

Scope

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

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

The County has taken an exception to the Statewide Agricultural Lands Planning Goal #3 and a portion of the Statewide Planning Goal 18: Beaches and Dunes Goal #18. 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. The information on the exception process and where the Goal cannot be applied is discussed in various Community Plans with findings included in the Appendix section. A list of all exception areas is available at the Clatsop County Community Development Department.

It is extremely important to maintain a clear distinction between the Comprehensive Plan itself and implementing measures. Implementing measures include such controls as the zoning and subdivision codes, public land acquisition, taxation policies, and public improvement. These measures are specifications which are taken to transform the Plan proposals and policies into reality. This Plan does not automatically change zoning; however, an Oregon Supreme Court decision in 1975 reaffirmed that the Comprehensive

Plan and the implementing zoning must be consistent with each other and the zoning must be subordinate to the Plan. The Comprehensive Plan ~~established~~ establishes a guide for future zoning within the County as well as a Plan-plan for all other land use decisions. ~~As part of the Plan implementation process, rezoning will occur about the same time as the remainder of the Comprehensive Plan is adopted to be consistent with the Plan (Spring 1980).~~

Planning Process

In looking at the various uses of land and consequences of its use, the Comprehensive Plan looks to the future of the County and provides for the orderly and systematic growth of the communities in the County ~~(Figure 1.)~~. Clatsop County's Comprehensive Plan consists of background data from various sources and documents: Environmental Plans, Columbia River Estuary Study, Clatsop County Plan Phase I with addendum, updated surveys and inventory information developed by County staff personnel and private consultants. All of the documents, except the Comprehensive Plan, are the sources of physical, environmental, social, and economic information with suggested goals, policies and recommendations. The Comprehensive Plan is a result of combining all these sources, in addition to local needs to develop public policies in the form of goals, policy statements, generalized maps, and standards and guidelines.

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

The maps contained in the Community Plan are as close as possible to scale and utilize definable legal boundaries when possible. When conflicts arise between the text and map, the written text prevails. In certain circumstances maps are referred to outside the Plan-plan document, i.e. Flood Hazard Maps, which are site specific.

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

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

A-When the original Clatsop Plains Community Plan was adopted, a classification system

was developed as a tool to implement the various policies contained in the Comprehensive Plan. The system ~~will~~ reflect ~~ed~~ either what an area already ~~is~~ ~~was~~ or what the community ~~wants~~ ~~wanted~~ the area to become. Some of the factors considered in designating properties were the types of public facilities available, existing uses and lot sizes, identified forest and agricultural lands and the future land use needed, such as housing. The classification system has six designations: DEVELOPMENT, RURAL LANDS*, RURAL AGRICULTURAL LANDS*, CONSERVATION FOREST LANDS*, CONSERVATION OTHER RESOURCES*, AND NATURAL.

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

Using the Plan

A primary consideration in the preparation of a Comprehensive Plan should be its usefulness. The Clatsop County ~~Comprehensive~~ Plan ~~and the attendant community plans~~ ~~is~~ ~~are~~ a statement of public goals, policies, objectives and standards that are intended to be used in making specific decisions about present and future land use, along with various maps.

~~*Amended 83-17, dated September 30, 1983~~

Figure 1. Planning Process

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

~~The Plan serves many roles including an administrative, legislative and judicial function. With respect to administrative matters, the Plan establishes policies for decisions involving the following:~~

- ~~- Major or minor changes to the Comprehensive Plan~~
- ~~- Zone changes~~
- ~~- Conditional uses~~
- ~~- Variances~~
- ~~- Subdivisions and major partitions~~

~~In order to determine the effect of the plan on individual parcels of land, or on proposals of development, the following steps can be taken:~~

- ~~a. Determine the Land Classification that applies to the parcel of land (DEVELOPMENT, RURAL LANDS*, RURAL AGRICULTURAL LANDS*, CONSERVATION FOREST LANDS*, CONSERVATION OTHER RESOURCES*, AND NATURAL) and read the related plan text and policies (type of Landscape Unit, Hazard Areas, and other appropriate sections in the Plan which could affect your parcel of land).~~
- ~~b. Find out from the Department of Planning and Development, the zoning designation on the property by providing them with legal description of the property.~~
- ~~c. If the Plan or zoning prohibits the proposed use, request a meeting with the Planning staff in determining all of the alternative courses of action.~~
- ~~d. If the Plan and zoning agree with what you want to do, check with the Planning staff to determine if there are any other regulations.~~

Review and Update

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

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

The following is the procedure which Clatsop County will use to consider Comprehensive Plan amendments affecting unincorporated lands.

PLAN AMENDMENT PROCEDURES

A. Amendments to Urban Growth Boundaries.

Amendments to that portion of the urban growth boundary which lies in Clatsop County must be concurred with by the City and Clatsop County.

B. Amendments to the Comprehensive Plan other than Amendments to the Urban Growth Boundary.

Amendments to Comprehensive Plan which apply within urban growth boundaries must be concurred in by the City and Clatsop County. Amendments to the Comprehensive Plan which apply only within a city's incorporated limits may be enacted by the City. Amendments which apply only within incorporated Clatsop County and outside of urban growth boundaries may be enacted by Clatsop County.

C. Notice.

Notice of all proposed amendments must be given Clatsop County and to any affected city.

D. Quasi-Judicial Amendments and Rules of Procedure.

Amendments to the urban growth boundary or to other parts of the Comprehensive Plan which are quasi-judicial in character shall be adopted in accordance with Oregon law for taking quasi-judicial action. The Planning Commission and governing body within Clatsop County should adopt rules of procedure to govern the initiation and processing of amendments to this Plan in the geographic area of the jurisdiction.

E. Legislative Amendments.

Amendments to the urban growth boundary or to other parts of the Comprehensive Plan which are legislative in character shall be adopted in accordance with Oregon law for the enactment of legislative acts.

F. Review and Revision.

Mandatory review by the County staff, Planning Commission and Citizen Advisory Committees – Every two years commencing with July 1981.

Revision of the Plan by County after receipt of new and detailed inventory which would alter content of Plan significantly – Upon receipt of information.

Request by an individual or group of citizens regarding their own properties - The Planning Commission will hold an annual meeting regarding these. The Commission shall set a specific month and make the date publicly known. The County Planning staff shall accumulate requests and present their staff report to the Planning Commission and the applicant in an adequate period prior to the hearing.

The Community Plan should not be treated lightly for it is the community's expression of its social, economic, and environmental concerns; therefore, amendments to the Plan shall be carefully considered because of the possible impact they would have on a much broader scope when added together.

HISTORY

CURRENT CONDITIONS

FUTURE CONDITIONS

OVERALL GOAL FOR THE CLATSOP PLAINS

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

~~Out of the various meetings with the two CACs, an OVERALL GOAL for the Clatsop Plains was developed which summarizes the policies to be applied to the Clatsop Plains area. This OVERALL GOAL reads as follows:~~

OVERALL GOAL

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

1. protect and maintain the natural resources, natural environment and ecosystems,
2. respect the natural processes,
3. strive for ~~well-well~~ designed and ~~well-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-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.~~

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

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.

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

LOCAL HISTORY

The geographical location and the physical environment of Clatsop Plains provided the setting for one of the earliest pioneer settlements in Oregon. The rolling hills with the absence of thick timber made the area ideal for agricultural development. Extensive freshwater lakes and marshes provided a habitat for various species of waterfowl and large herds of deer and elk. These resources plus the rich salmon runs in the Columbia and other smaller rivers provided the local Clatsop Indians with more than an adequate supply of foodstuff. The strategic location near the mouth of the Columbia (or Waunaas they called it) gave these native people the advantage of being the middle man in the extensive trade between groups on the North Pacific Coast and the interior of the Columbia Basin.

Lewis and Clark chose to make their winter encampment on the edge of Clatsop Plains on the Netul (now Lewis and Clark) River. Although their journals recite gloomy tales about the cold and damp winter of 1805-1806, the same accounts also mention an abundance of game that provided for their needs during the winter and supplies for their return trip to the East the next spring.

As 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 American settler to realize the advantage of the rolling meadows for agriculture.

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.

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

As 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 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.

Up to a few years ago, the Clatsop Plains was primarily an agricultural area. Development

has been mostly around the small lakes in the area and in the towns of Warrenton, Hammond and Gearhart. During the 1920s the Astoria Golf and Country Club was established, taking advantage of the rolling hills and soil that Solomon Smith found so attractive many years earlier. Also during this time, the Roosevelt Coast Military Highway from Astoria to California was completed, which is now called the Oregon Coast Highway U.S. 101.

LANDSCAPE UNITS

Introduction

The basic idea of the landscape unit is that it reflects a set of characteristics which, taken together, constitutes a natural process. The soils, hydrology, wildlife, vegetation, and land forms are interrelated as a functional unit. The landscape units provide a framework for development that is based on the land's capability. Each piece of land is in a landscape unit. The landscape units which occur in the Clatsop Plains planning area are Coastal Beach, Dunes, Alluvial Lowlands, Alluvial Terraces, Coastal Range Foothills, Estuary Wetlands, Freshwater Wetlands, Waterbodies, and Shorelands. ~~Figure 1, demonstrates the profiles of the landscape units, while~~ Map 1, shows their locations in the Clatsop Plains planning area.

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

~~In order to adopt these landscape units for use as a management tool and to relate them to the Statewide Goals, the landscape unit, Water Bodies and Shorelands, has been changed to reflect the Coastal Shorelands Goal requirements. The Estuary Wetlands and Freshwater Wetlands landscape units have been merged together to reflect the requirement of the Estuary Goal.~~

Coastal Shorelands and Other Shorelands

The Statewide Coastal Shorelands Planning Goal #17 established the coastal shorelands planning area to include lands west of the Oregon Coast Highway U.S. 101 and 500 feet from the shoreline of coastal lakes.

The purpose of identifying shorelands is to conserve and protect shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent waters.

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

- (1) Lands which limit, control or are directly affected by the hydraulic action of the coastal water body, including floodways;
- (2) Adjacent areas of geologic instability;
- (3) Natural or man-made riparian resources, especially vegetation necessary to stabilize

the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;

- (4) Areas of significant shoreland and wetland biological habitats;
- (5) Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas appropriate for navigation and port facilities, and areas having characteristics suitable for aquaculture;
- (6) Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas.
- (7) Coastal headlands.*

The above resources ~~has~~ have been inventoried and are found in ~~the Ocean and Coastal Lake Shorelands section of the County's Goal 17: Estuarine Resources and Coastal Shorelands Element~~. The extent of the Coastal Shorelands is shown on maps in the above referenced ~~Element Goal~~.*

~~*Amended 83-17, dated September 30, 1983.~~

Figure 2. - Profiles of the Landscape Units

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

General Landscape Units Policies

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

Coastal Shorelands and Other Shorelands Policies

The following are in addition to those found in the Ocean and Coastal Lakes of the Estuarine Resources and Goal 17: Coastal Shorelands Element and Goal 5: Open Space, Scenic and Historic Areas and Natural Areas Element.*

1. No filling or alteration to designated and mapped critical natural holding basins such as lakes, wetlands, or marshlands, unless permitted by the Department of State Lands.
2. Culverts and other roadway or driveway improvements considered necessary by the Clatsop County Department of Planning and Development Community Development Department, County Road-Public Works Department, and State-state agencies shall be installed in such a manner as not to impede the flow of the drainage way nor impede the passage of resident or migratory population of fish.
3. Mining, dredging, or removal of gravel and similar materials from streams and other surface water shall be strictly controlled to prevent adverse alterations to flow characteristics, siltation pollution, and destruction or disruption of spawning areas.
4. Shorelands identified in this Plan-plan for their aesthetic, scenic, historic or ecological qualities shall be preserved. Any private or public development which would degrade shoreland qualities shall be discouraged.
5. The public has a right to enjoy and utilize all the public water bodies. No improvement shall be permitted which impedes this ability. Care also must be exercised in protecting the privately owned shorelands.
6. Public and private bridge crossings over public water bodies shall be constructed to standards that insure ensure maximum protection to the persons utilizing the structure and to the water system it crosses. To the maximum extent possible, minimum fill and/or removal shall take place during construction of the bridge.
7. Shorelands in Rural areas shall be used as appropriate for the following:
 - 4A. farm use,

- 2B. private and public water dependent recreation,
- 3C. aquaculture, and
- 4D. to fulfill the open space requirements in subdivisions and planned developments.

Recommended Action:

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

Beaches and Dunes

Beaches consist of gently sloping areas of loose material (i.e. sand, gravel) that extend landward from the low-water line to a point where there is a definite change in the material type such as vegetation.

Dunes are hills or ridges of sand formed by wind along sandy coasts. The Dune landscape unit includes the following land forms:

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

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

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

See Beaches and Dunes Background Report and County-wide Element for discussion and policies.*

Beaches and Dunes Policies

1. Uses permitted on the beach, the area located west of the statutory Vegetation Line as established and described by ORS 390.770, or the line of established upland shore vegetation, whichever is further inland, shall be consistent with the requirements ORS 390.605 - 390.725 and Oregon Administrative Rules adopted pursuant thereto. Residential development and commercial

and industrial buildings are prohibited. The County will coordinate its actions in beach areas with the Oregon Department of Parks and Recreation.

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

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

Dunes

Dunes are hills or ridges of sand formed by wind along sandy coasts. The Dune landscape unit includes the following land forms:

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

At the request of the Clatsop County Department of Planning and Development a study was undertaken in 1978 by Leonard Palmer, a geologist at Portland State University to preliminarily identify active dunes, conditionally stable dunes, and dunes subject to ocean undercutting and wave overtopping by the criteria in the LCDC Goals. This report, titled Stability of Coastal Dunes, is included as part of the inventory data. Other dunes are also identified in the Beaches and Dunes Background Report and County-wide Element.*

The County has taken an exception to the Beaches and Dunes Goal (#18) restricting development on an active dune in the Surf Pines residential area (see Exception section of the Clatsop County Land Use Planning Background Report). Continued development in this area must minimize environmental effects. Developments or activities in this area that might be considered as having a possible environmental effect include: (1) whether or not the area is subject to flood hazards or storm waves, (2) devegetation 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.*

Findings of Minimizing Environmental Effects*

1. The area of the exception is not within an area identified as a flood hazard or subject to

storm waves (see Areas Subject to Natural Disasters and Hazards Background Report and County-wide Element).

2. The area is subject to possible wind erosion. Clatsop County shall require a Site Investigation Report when the Planning Director determines that it is necessary, e.g. potentially during the period of May to September or when an area of 2,000 sq.ft. or more is cleared. Clatsop County requires revegetation to Soil and Water Conservation District specifications.

3. The U.S. Geological Survey Water Supply Paper 1899-A (1970) noted that 2.0 million gallons per day per square mile was available for withdrawal. No where near is this amount being pumped presently nor is it forecasted. Plans for development of groundwater in the Clatsop Plains will need to provide for the construction of deep wells near the seaward edge of the dune sand to monitor water levels and chloride concentration of the groundwater. The production wells that would be developed to serve the area should be located and spaced (1) to minimize interference between wells, (2) to prevent excessive drawdown which might induce seawater intrusion, (3) to avoid desiccating the sand dune lakes, and (4) to ultimately withdrawn the optimum water yield from the groundwater reservoir.*

Surf Pines does not utilize the groundwater as its water supply source. No shortage of water has been noted to date. Any improvements to the Surf Pines Water Association wells that will result in additional water being pumped will be reviewed for conformance to the four (4) criteria listed above and other Plan policies and zoning criteria and standards, especially the Beaches and Dunes Overlay District.

4. As noted in the exception the average parcel size in this area is about two (2) acres. The area is zoned for one (1) acre development. The one acre density will not result in water quality problems as demonstrated in the Clatsop Plains Groundwater Study as adopted by Clatsop County and Oregon Environmental Quality Commission.*

Estuarine Resources*

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

The Columbia River Estuary

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

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

~~*Amended 83-17, dated September 30, 1983~~

Definitions

AQUATIC AREAS

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

SHORELAND AREAS

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

CREST has developed an inventory of Estuary and Shoreland Resources and Regional Policies for the Columbia River Estuary. The policies serve as the base policy statement for the County on development and other actions related to the estuary. ~~* This document has not been updated since the 1980s and it is recommended that the County update this inventory within the next 2-5 years.~~

~~In addition, the Estuary was divided into 5 planning areas, with each of the planning areas being broken into subareas. Two of these planning subareas representing two planning areas are located in the Clatsop Plains area. The Upper Skipanon River Subarea is part of the Youngs Bay-Astoria Planning Area, while Fort Stevens State Park Subarea is part of the Lower River and Islands Planning Area.*~~

Upper Skipanon River

~~This subarea includes portions of Warrenton and Clatsop County. It is bounded on the north by U.S. Highway 101; it follows the Skipanon River and several small tributaries southward to the extent of tideland soils. Although it is a predominantly rural area with parcels of agricultural and timber lands, a portion of the old Amax industrial site is included. Portions of the area east of the Skipanon River outside the present Warrenton city limits are inside the Warrenton Urban Growth Boundary.~~

~~The development potential is generally low except along the right-of-way of the proposed realignment of U.S. Highway 101 and in the small portion of the subarea which is part of the Amax industrial site. Within the present Warrenton city limits there are residential and commercial uses as well as the high school. East of the Skipanon River, the proposed Urban Growth Boundary includes the Amax industrial property. Water quality is a problem in the Skipanon River; industrial development in the area should not be permitted to contribute to this problem. The remainder of the subarea has low development potential. Low intensity uses which do not harm the freshwater wetland areas along the river are the most~~

appropriate.

Fort Stevens State Park

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 ~~Hammond town limits~~ City of Warrenton urban boundary. This area does not overlap with other management units and contains waters, wetlands and shorelands.

Erosion problems along Jetty Sands and on Clatsop Spit just south of the South Jetty, use of the area by four-wheel vehicles, removal of beach logs, the possibility of ocean waves breaching the spit south of the jetty, and biological restoration are issues of concern. While some structural control over erosion south of the jetty may eventually be required, non-structural means of erosion control are more suitable in a State park. Restoration would involve increasing the size of Trestle Bay by sand removal at the edges, allowing wetland habitat to replace upland habitat.

Fort Stevens State Park Subarea Policy

~~Off-road vehicles should not be permitted on dune or wetland areas in the park and shall not traverse the NATURAL wetland-salt marsh in Clatsop Spit. The County will work with the Oregon Parks and Recreation Department (OPRD) to prohibit off-road vehicles on dune or wetland areas in the park and on the Natural wetland-salt marsh in Clatsop Spit.~~

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

The Necanicum Estuary

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

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

In planning for the Necanicum Estuary, the cities of Seaside, and Gearhart ~~and the County~~ jointly worked together with the County to develop a coordinated plan for the estuary. Neal Maine, a local biologist, served as a consultant providing biological information and technical expertise to the Necanicum Estuary Committee which consisted of the cities' and County's elected officials and staffs.

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.

The Background Report, Comprehensive Plan policies and mapping are located in the Necanicum Estuary section of the Estuarine Resources and Coastal Shorelands Element of the Plan.*

Alluvial Lowlands

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

Alluvial Terraces

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

Alluvial Lowlands Policy

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

Alluvial Terraces Policy

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

Coast Range Foothills

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.

Coast Range Foothills Policy

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

Map 1.

Generalized Landscape Units

NATURAL RESOURCES

Forest Lands

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

Agricultural Lands

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

Mineral Aggregates

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

There are no extensive gravel deposits in the Clatsop Plains. Basalt is the major source of crushed rock. ~~Within the Clatsop Plains area there is a site which is being mined south of Cannon Beach junction.~~

~~Policies pertaining to forest lands, agricultural lands and mineral aggregates are found in the corresponding Background Report and County-wide Element of the Comprehensive Plan.*~~

Water Quality - Clatsop Plains Aquifer

On the sand dunes of the Clatsop Plains, about ~~80 inches of precipitation falls annually~~ of which one-half is estimated to recharge the groundwater retained by the pervious loose sands.

~~The U.S. Geologic Survey Water Supply Paper 1899-A (1970) identified a large area with substantial amounts of developable groundwater in the Clatsop Plains. Due in part to the findings of that study and the prospect of high density development utilizing septic tanks which would contaminate the groundwater, a partial moratorium on the installation of septic tanks was placed on the Clatsop Plains in 1970 by the Oregon Department of Environmental Quality Commission (EQC). The moratorium did allow some new housing on existing developed subdivisions and tax lots.~~

~~Based on this data the DEQ concluded that groundwater degradation would become more acute with continued construction of new housing at urban densities with on-site disposal systems. Therefore, on April 1, 1977, the Oregon Environmental Quality Commission (EQC)~~

passed a resolution which prohibited any development utilizing septic tanks in the Clatsop Plains area. The EQC stipulated that the moratorium could be lifted on an area by area basis if local government provided sufficient evidence.

Clatsop County retained Randy Sweet, a consulting hydrogeologist, to analyze the groundwater in the unincorporated portions of the Clatsop Plains and to make recommendations that would lead to a partial lifting of the EQC moratorium. His report, The Carrying Capacity of the Clatsop Plains Sand Dune Aquifer, recommended that 1.6 square miles of aquifer be set aside for future use as a water supply source, that six densely developed areas remain under the moratorium, and that the remainder of the area be permitted to develop at a density of one dwelling unit per acre. In conjunction with the study, a groundwater monitoring program was begun. The results of this monitoring will be used to reevaluate the accuracy of the 1 dwelling units per acre figure. On October 27, 1977 the Environmental Quality Commission lifted the moratorium on a portion of the Clatsop Plains, as described in the Sweet study, and permitted development to proceed at a density of 1 dwelling unit per acre.

The County has requested federal assistance under Section 208 Wastewater Management Planning Funds to do additional research of the Clatsop Plains aquifer. The purpose of this study is to expand and refine previous groundwater studies by establishing a comprehensive series of water quality monitoring wells on the Clatsop Plains. Water quality data would be obtained for a complete year. Particular emphasis would be placed on the level of nitrate-nitrogen. The results of the monitoring program will be used to make recommendations on removing the moratorium from the remaining areas.

Post 208 Water Quality Study* *Amended 82-32, dated December 29, 1982

In spring, 1979, the County received Section 208 planning grant funds to conduct an intensive groundwater investigation of areas which were still under an EQC moratorium. The County subcontracted the study to a private consulting firm in February, 1980, and it was completed in March, 1982. The study, entitled "Clatsop Plains Groundwater Protection Plan" was adopted by the Clatsop County Board of Commissioners on March 24, 1982.

The EQC approved the findings and conclusions from the study in August, 1982. These findings and the resulting from EQC recommendations are listed below:

- "(a) The Warrenton landfill leachate is causing high nitrogen levels in the aquifer, as well as other pollution problems.
- (b) The Camp Rilea wastewater effluent spray field was improperly constructed, and because no plant growth is available to remove nitrogen, it is contributing to the nitrate-nitrogen contamination of the aquifer.
- (c) Based on current zoning densities and the Department guidelines for wastewater disposal in rapidly draining soils, the projected average nitrate-nitrogen concentrations will exceed the Department's planning limit of 5 mg/l in several areas of Gearhart in the future.
- (d) Based on the projected year 2000 maximum development, current zoning densities, and the Department's wastewater disposal guidelines, the projected areawide

average nitrate-nitrogen concentrations will remain below the 5 mg/l planning limit in the unincorporated areas of Clatsop Plains.

- (e) Based on the projected year 2000 maximum development densities in seven sensitive areas, current zoning densities, and the Department's wastewater disposal guidelines, the projected areawide average nitrate-nitrogen concentration will exceed the 5 mg/l planning limit in several of the sensitive areas.
- (f) The aquifer should be protected through the full implementation of a groundwater protection plan and specifically through the formal establishment of aquifer reserve areas.
- (g) The surface water bodies do not appear to be significantly impacted by nitrate-nitrogen concentrations in the groundwater given their advanced state of biological productivity.
- (h) Fecal coliform contamination does not appear to be a major concern in the majority of Clatsop Plains.
- (i) The trace organics laboratory analysis did not indicate a significant problem.
- (j) The sands of the Clatsop Plains exhibit very rapid draining characteristics, and thus would easily transmit to the aquifer pollutants other than those specifically mentioned in this report. Therefore, care should be taken when handling any potentially environmentally hazardous material over the aquifer. In addition, it is important to be certain that on-site sewage disposal systems remain free of unusual wastes or chemical additives."

Based on the above findings, the study made several recommendations:

- "(a) The groundwater protection strategy of this study should promote the maximum present and future beneficial uses of the Clatsop Plains aquifer. On-site wastewater disposal has been shown to be a significant beneficial use of the aquifer, and thus, the moratorium should be lifted in all areas of the Clatsop Plains study area.
- (b) The Camp Rilea wastewater spray irrigation field should be rehabilitated with a cover material that is conducive to plant growth. A suitable crop management plan should be developed so that the selected crop can be periodically harvested to remove the nutrients. The crop should be planted during March-April 1982, so that the spray irrigation field will be operable during the heavy summer use period.
- (c) The Warrenton landfill should be closed through an approved closure plan as directed by DEQ. The closure plan should provide for prohibition of further leachate contamination of the aquifer and the necessary gas removal facilities.
- (d) The wastewater disposal recommendations for the unincorporated Clatsop Plains are as follows:
 - (1) Continue with current zoning requiring a minimum of 1 acre lot size and permit the use of a standard septic tank and disposal field.

- (2) For lots of record between 1/2 acre and 1 acre, a septic tank with a low pressure disposal field or sand filter should be used.
- (3) For lots of record between 10,000 square feet and 1/2 acre, septic tank systems should use a sand filter with a low pressure disposal field, if DEQ's regulations on house size, setbacks and system redundancy can be accommodated.
- (4) Allow no septic systems on lot sizes smaller than 10,000 square feet.
- (e) All future development in Gearhart, in accordance with the current Comprehensive Plan, should be required to use low pressure disposal fields and/or sand filters to maximize nitrogen removal in the system prior to disposal in the soil. DEQ should be requested to adopt a special geographic rule exempting the DEQ house size regulations in Gearhart.
- (f) Wastewater disposal recommendations for the seven sensitive areas are:

 - (1) Install low pressure distribution and/or sand filter systems for all new wastewater sources (including the aggregate of one development) under 5,000 gallons per day.
 - (2) For all new wastewater sources exceeding 5,000 gallons per day, construction of sewers and wastewater treatment facilities using land disposal or other disposal techniques acceptable to DEQ should be required.
 - (3) Present uses of the aquifer for wastewater disposal should not be prohibited.
- (g) No action should be taken on surface water conditions at this time.
- (h) Aquifer reserve areas should be maintained to protect the aquifer as a possible future drinking water source through the following measures:

 - (1) A minimum of 2.5 square miles of aquifer should be set aside for water supply development, including an area set aside by the City of Warrenton, the area within the boundaries of Camp Rilea, and the 40 acres of County-owned land at Del Ray Beach.
 - (2) The County should preserve the necessary recharge area within Camp Rilea by developing an agreement with the Oregon Department of Military within 6 months.
 - (3) Additional areas for aquifer protection should be sought through land use planning, and open space requirements.
 - (4) Land use in the reserve areas should be controlled so that the potential for groundwater contamination from nitrogen and other possible pollutants is kept to a minimum.

(i) ~~The groundwater monitoring program should be continued as a part of the DEQ statewide monitoring program for the wells identified in Section VII of the report with samples taken on a semi-annual basis."~~

~~As a result of the County's adoption of the study, the EQC adopted a rule in August, 1982 to lift the Clatsop Plains moratorium and to protect the groundwater resource. The EQC requires that an aquifer reserve area of at least 2.5 square miles be set aside as a possible future drinking water source. An Aquifer Reserve Zoning District is being applied to the largely undeveloped portions of Camp Rilea to carry out this mandate.~~

Clatsop Plains Aquifer Policy

1. Land use actions (i.e. Comprehensive Plan changes, zone changes, subdivisions ~~and partitions~~, planned developments, ~~and~~ conditional use permits, ~~etc.~~) shall be reviewed by the Planning Commission and the ~~Department of Planning and Development~~ Community Development Department to ~~insure-ensure~~ that the proposed activity(~~ies~~) will not:

- a. adversely affect the water quality;
- b. result in the drawdown of the groundwater supply;
- c. result in the loss of stabilizing vegetation, or
- d. salt water intrusion into the water supply.

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

Recommended Actions

1. To avoid desiccation of the groundwater lakes and encroachment of sea water, a water management program which is consistent with the water-budget equation for the Clatsop Plains should be developed. The County should request technical and financial assistance from state and federal agencies in evaluating water development potentials.
2. ~~The County, in cooperation with other local jurisdictions, should consider a cost/benefit comparison of developing the Clatsop Plains aquifer as a water source with other sources of water supply.~~

CRITICAL HAZARD AREAS

The intent of this section is to identify those hazards unique 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. Map 2A and 2B show the various types and locations of hazards in the Clatsop Plains.

Mass Movement

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

Flooding

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

Compressible Soils

Most of the soils with high groundwater levels also experience problems due to the compressible properties of the soil. Within the Clatsop Plains Plan, a high percentage of the compressible soils are designated for farm or forest use or are zoned Lake and Wetlands. Other information and policies for above hazard areas are located in the Natural Hazards Background Report and County-wide Element.*

Wind and Ocean Shoreline Erosion

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

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

Wind and ocean shoreline erosion show up on the beach by wearing away of the foredune. The major hazards associated with these types of erosion are to structures or buildings. These may be damaged by removal of material from under the foundations, sand blasting, or by burial.

Policies pertaining to mass movement, flooding and compressible soils can be found in the Beaches and Dunes Background Report and County-wide Element of the Comprehensive Plan, while policies for Wind and Ocean Shoreline Erosion are below.*

Wind and Ocean Shoreline Erosion Policies

1. Clatsop County shall prohibit:
 - a. the destruction of stabilizing vegetation (including the inadvertent destruction by moisture loss or root damage).
 - b. the exposure of stable and conditionally stable areas to erosion, and
 - c. construction of shore structures which modify current or wave patterns or the beach sand supply.

2. Erosion shall be controlled and the soil stabilized by native, non-invasive vegetation and/or mechanical and/or structural means on all dune lands. After stabilization, continuous maintenance shall be provided. In those areas where the County has

~~taken an Exception to the Beaches and Dunes Goal, the County shall have building permits reviewed by the Soil Conservation Service and use their recommendations as conditions of approval.~~

3. Removal of vegetation during construction in any sand area shall be kept to the minimum required for building placement or other valid purpose. Removal of vegetation should not occur more than 30 days prior to grading or construction. Permanent revegetation shall be started on the site as soon as practical after construction, final grading or utility placement. Storage of sand and other materials should not suffocate vegetation.
4. In all open sand areas, revegetation must be clearly monitored and carefully maintained, which may include restrictions on pedestrian traffic. Revegetation shall return the area to its pre-construction level of stability or better. Trees should be planted along with ground cover such as grass or shrubs. To encourage stabilization, a revegetation program with time limits shall be required by the ~~Planning Department~~Community Development Department as a condition of all ~~building permits and~~ land use actions (i.e. Comprehensive Plan changes, zone changes, subdivisions and partitions, planned developments, conditional use permits etc.).
5. Removal of vegetation which provides wildlife habitat shall be limited. Unnecessary removal of shoreline vegetation shall be prohibited.
6. Site specific investigations by a qualified person such as a geologist, soils scientist, or geomorphologist may be required by the County prior to the issuance of ~~building development~~ permits in open sand areas, on the ocean front, in steep hillsides of dunes, regardless of the vegetative cover, and in any other conditionally stable dune area which, in the view of the Planning ~~Community Development~~ Director ~~or Building Official~~, may be subject to wind erosion or other hazard potential. Site investigations may be submitted to the ~~State Department of Geology~~Department of Geology and Mineral Industries and other agencies for review of recommendations.
7. Log debris plays an important role in the formation and maintenance of foredunes. Therefore, driftwood removal from sand areas and beaches for both individual and commercial purposes should be regulated so that dune building processes and scenic values are not adversely affected.

Recommended Action

~~The County should work with the Clatsop Soil and Water Conservation District in determining whether their three zones affecting dunes are needed in light of new State law requirements.~~

Map 2A and 2B

CULTURAL SOCIETAL

Housing

Updated information regarding existing housing stock needs to be obtained.

In general, housing in the Clatsop Plains is newer and valued slightly higher than the County as a whole. This is because building activity has been very strong in recent years. An estimated 49 units per year including mobile homes have been built on the Clatsop Plains since 1970. This amounts to slightly less than one-third of all the new units in the unincorporated County.

Recreational vacation homes make up about 30% of the housing on the Clatsop Plains and is almost entirely conventional single family homes. Within the Clatsop Plains, there has been a gradual conversion of second homes to permanent dwellings, such as in the Sunset Lake and Shoreline Estates developments. The percentage of second homes in the Clatsop Plains is expected to decrease somewhat in the coming years due to this current trend of second home conversion.

Mobile homes also make up a large portion of the housing stock in the Clatsop Plains (13.5%). The 195 mobile homes on the Plains today are a marked increase from 1970. Because of the economic attractiveness of mobile homes this demand is expected to increase.

In spite of the large number of fairly new housing units there are also a substantial number of units that are in poor condition. Small clusters of these units appear in the area south and east of Seaside as well as in the Stanley Lake and Sunset Lake areas. Some of these homes may have been poorly built originally to be used as vacation cabins.

The population increase in the Clatsop Plains has been strong but moderate, 1.19% per year. The population was 2,019 in 1970 and is estimated at 2,213 as of July 1, 1978. Projections based on this past trend show 3,599 by the year 2000. Based upon this projection, approximately 900 new housing units will be needed in the Clatsop Plains by the year 2000.

Per information from the 2020 decennial census, the unincorporated northwest portion of Clatsop County, which includes the Clatsop Plains planning area, grew 33% between 2010 and 2020, reaching a total population of 3,393. When the original Clatsop Plains Community Plan was adopted in 1980, it was estimated that total population in this area would be 3,599 by 2000. It was also estimated that approximately 900 new housing units would be needed in the Clatsop Plains area by the year 2000. In 2019, the County, in coordination with the five incorporated cities, completed a housing study. This study forecasted that over 1,500 new housing units would be required across the county to accommodate current and future residents, while allowing for a continued supply of vacation property. While growth has been slower than projected over the past four decades, it has always been anticipated that growth, especially residential growth, would be directed to this area of the county. **Need to obtain data on actual number of homes constructed since 2000.**

The Clatsop County Housing Strategies Report, adopted by reference as part of the Comprehensive Plan, was an in-depth study of the current and projected housing conditions

across the county, and included recommended strategies to better align the housing supply with local needs. The report included the following findings:

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

- Technically, there seems to be a sufficient supply of land and number of housing units to meet both current and future needs. In 2019, there were 1.4 housing units in the county for each permanent resident household, with an estimated vacancy rate of over 27%. However, much of this supply serves the secondhome and short-term rental market, leaving insufficient supply for year-round residents to both purchase or rent. In addition, some of the supply of future residential land suffers from a variety of constraints related to natural features and hazards, infrastructure challenges, or other issues.

2) Add the Right Types of Supply

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

3) Control Commercial Use of Residential Land

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

4) Use Available Residential Land Efficiently

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

5) Focus on Workforce Housing

- Strategies should focus on the needs of the county's current and future workforce (at all income levels.) While subsidized housing is very important and should be continually expanded, there are also existing programs and institutions for providing units at these lowest price points.

- If more non-subsidized housing is provided for the general market, this has the beneficial effect of allowing some older housing to become available to lower income residents as well.

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

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

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

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

In 2020, the City of Warrenton, which had previously supplied potable water to houses within this area of the Clatsop Plains, adopted a moratorium which prohibited the issuance of any new water connections outside the incorporated boundaries of the city. Additional concerns regarding water quality and quantity, the impacts of septic systems on the coastal lakes and creeks in this area, and a decreasing capacity to treat septage from those systems have arisen within the past several years. These concerns over water quality/quantity are also reflected in the Strategic Plan approved by the Board of Commissioners in December 2020.

In addition to water issues, in 2020 the coronavirus pandemic began to change where and how people live and work. These changes were captured in the Clatsop County housing market, where the number of homes sold, and a corresponding increase in median prices, have further reduced the inventory of affordable housing within the Clatsop Plains planning area. (Need to obtain real estate data for this period.)

Clatsop Plains Housing Goal:

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

Housing Policies

1. Planned developments, the **voluntary vacation or** replatting of old subdivisions, and other land use actions shall encourage the preservation of steep slopes and other sensitive areas in their natural condition.
2. The location of a mobile home on an individual parcel of land shall be allowed in **CONSERVATION FOREST LANDS*** and RURAL **EXCLUSIVE FARM USE AGRICULTURAL LANDS*** areas which are in conjunction with a farm or forestry use. In areas designated RURAL LANDS*, a double wide or wider mobile home shall be allowed except in Surf Pines (zones SFR-1 and CBR*), Smith Lake (zone SFR-1*) and Shoreline Estates (zone RSA-SFR*).
3. ~~Areas shall be provided for mobile home parks within the cities' Urban Growth Boundaries.~~
4. ~~Opportunities shall be provided for elderly and low income housing within the cities' Urban Growth Boundaries due to the availability of services provided.~~

Public Facilities and Services

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

Sewer Systems

Within the planning area, sewer systems operate in the Cities of Warrenton and Seaside. ~~In addition, the Town of Hammond is in the process of building a sewer which will connect to the City of Warrenton system.~~ Camp Rilea and Shoreline Estates near Cullaby Lake in the unincorporated Clatsop Plains ~~area have has a~~ small sewer systems.

The City of Warrenton sewage treatment plant currently services a population equivalent of 2,000 people with a design capacity population equivalent of 4,500 people (or 450,000 pgd of sewage). The city may need to expand the treatment plant sometime around 1985 due to sewer service extended to Fort Stevens State Park and the Town of Hammond. Both the Cities of Warrenton and Seaside have policies of not expanding the sewer system to unincorporated private property.

The sewage treatment plant at the City of Seaside is serving a population equivalent of 5,000 people which is at the capacity of the treatment plant. The plant's efficiency has degraded over the last few years and is unable to consistently maintain the required treatment standards. The City is in the process of trying to expand the treatment plant, which would occur sometime around 1981.

To meet the continued 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. Camp Rilea sewer system could provide treatment to a sanitary district in the area around Sunset Beach and Cullaby Lake. The district, if formed, would have to operate the treatment plant and pay for expansion of the treatment system.

Shoreline Sanitary District in the northwest corner of Cullaby Lake services a population equivalent of 220 people with a capacity of 500 people. The owner of the system is looking into the possibility of expanding the plant's capacity to an equivalent of 1,200 people.

Sewer Policies

1. Sewage systems shall be allowed in those areas outside of the Urban Growth Boundary only to alleviate a health hazard or water pollution problem which has been identified by the Department of Environmental Quality and will be used only as a last resort.
2. The Shoreline Estates sewer system located near Cullaby Lake shall expand its sewer service area only to the current existing treatment plant's design capacity of approximately 500 people. Further development of this intensity on the Clatsop Plains shall occur within the Urban Growth Boundaries.

Water Systems

Within the Clatsop Plains area, there are nine water systems: City of Warrenton, Town of Hammond, City of Gearhart, Sunset Lake Water Service District, Shoreline Development Inc., Palisades Pipeline Company, City of Seaside, Stanley Acres and Surf Pines Water Association.

The City of Warrenton system furnishes water for a surprisingly large area which includes, in addition to Warrenton, the City of Gearhart, Town of Hammond, Fort Stevens, Camp Rilea, Sunset Lake Water Service District, Shoreline Development Inc., and the Palisades Pipeline Company. The Warrenton water supply pipeline parallels the coast just east of U.S. 101 for the entire distance from Gearhart to Warrenton. The system has approximately 1,385 connections of which 375 are in the unincorporated plains. The main water line has the capacity between 12 or 15 mgd. At the present time, the City of Warrenton has an open policy on hook-ups to the main water line. Future water demands in Warrenton are somewhat uncertain although it appears that the system has been sized with considerable excess capacity in the City's hopes of attracting industrial water customers instituted a moratorium on new water connections outside the incorporated city limits. At the present time, Warrenton is looking for additional sources for water supply, as well as additional storage capacity.

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 system must serve a five-month summer population of up to 15,000 on the week days and 30,000 on weekends. Future water supply capability is good, but additional storage capacity may be necessary.

Below are the water systems in the unincorporated Clatsop Plains. Shoreline Development Inc. is the only system looking at possible future expansion of its service area.

System: Sunset Lake Water District
Estimated Total Population Served: 200

Existing Source and Water Rights: City of Warrenton
 Estimated Capacity of System: 400+ connections

System: Shoreline Development Inc.
 Estimated Total Population Served: 69 services
 Existing Source and Water Rights: City of Warrenton
 Estimated Capacity of System: 89 services

System: Surf Pines Water Association
 Estimated Total Population Served: 110 services, all metered
 Existing Source and Water Rights: Two well systems
 Estimated Capacity of System: No data

System: Palisades Pipeline Co.
 Estimated Total Population Served: 33 services, all metered
 Existing Source and Water Rights: City of Warrenton
 Estimated Capacity of System: No data

System: Stanley Acres Water Association
 Estimated Total Population Served: 86 services, all metered
 Existing Source and Water Rights: City of Seaside
 Estimated Capacity of System: 150 services

Schools

The two school districts within the planning area (Warrenton and Seaside School Districts) have no plans at this time to build any new schools in the Clatsop Plains. Warrenton School District will be building a new school to replace the Warrenton Elementary and Ft. Stevens Junior High School.

District #30 Warrenton				
		Enrollment		Year
	Grades	(As of 1978)	Capacity	Built
Warrenton Elementary	K-6	369	370+	1916
Fort Stevens Junior High	7-8	101	125	1890
Warrenton High School	9-12	281	300	948

District #10 Seaside				
		Enrollment		Year
	Grades	(As of 1978)	Capacity	Built
Seaside Heights Elementary	K-6	458	478	1974
Gearhart Elementary	K-6	244	275	1948
Broadway Junior High School	7-8	251	280	1949
Seaside High School	9-12	508	600	958
Cannon Beach Elementary	K-6	150	140	

Flood Control

The Skipanon Water Control District covers previously covered the Skipanon River area, Warrenton, and Cullaby Lake. The District provides provided flood protection, controls

controlled the water level for recreation use at Cullaby Lake and helps-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 RFPD, and Seaside RFPD. These rural protection districts levy taxes and contract for service from the cities. The cities' fire departments are all manned by volunteers, with fire insurance ratings varying from 4 to 8. The rate is based upon distance from the fire station, size and location of the fire hydrant. None of the fire districts have plans to place fire stations in the Plains.

Fire Protection Policy

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

Transportation

Highways

Roads within the County maintenance system are generally narrow, and uncongested and, based upon Public Needs Survey results, the residents generally think they are adequate. Most of the driving in the planning area is done on U.S. Highway 101, which is the main connection between the cities of Astoria, Warrenton, Gearhart and Seaside. The seasonal fluctuation in traffic on U.S. 101 near Gearhart varies as much as 57% from January to August, while U.S. 26 can vary 68%. U.S. 30 and Route 202 have much less variation, 30% and 28% respectively. On a peak day, traffic counts show U.S. 26 and 101 are well over the design capacity for a 2 lane highway.

U.S. 101 was built before the State began to acquire right-of-way along highways. The State Highway Department has only a few areas along U.S. 101 where access points can be limited. This, combined with the City of Warrenton main water line running parallel to U.S. 101 and the City have no policies controlling water hookups, has created concern over strip development along the highway. There are already approximately 170 different access points along U.S. 101 between the cities of Warrenton and Gearhart.

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.

Additional transportation policies can be found in the County-wide Element of the Comprehensive Plan.

Clatsop Plains Transportation Goal:

The County will develop policies which minimize the number of access points on U.S. 101.

Transportation Policies

1. The development of new access points onto U.S. 101 shall be kept to a minimum number. It is the intent of this policy to reduce the potential for accidents, and to provide the most efficient means of maintaining highway capacity. Planned development, subdivision, major partition regulations shall be written so as to implement this policy.
2. Minor partitioning shall be required for all property adjacent to U.S. 101. Minor partition proposals will be reviewed in order to prevent numerous access points along this highway. The requirement for minor partition review shall take effect on the date of adoption of the Clatsop Plains Community Plan.
31. Streets in new developments shall be designed to minimize disturbance of the land by following contour lines (as an alternative to a grid pattern) and avoiding cut-and-fill construction techniques.
42. Unnecessary rights-of-way should be used as green belts, walking trails, equestrian paths or bike paths where appropriate.
53. To minimize negative visual and noise impacts of U.S. 101, a buffer screen of existing vegetation shall be required for residential properties along U.S. 101. Planted vegetation should be encouraged in those areas along U.S. 101 where none presently exists. The buffer shall be 25 feet wide, unless the size of the lot and natural topography would create a hardship.
6. Clatsop County shall restrict direct access to arterials (i.e., U.S. 101) where alternative access is available.
74. At the time of a major or minor partition, access points shall be examined. Consolidation of existing access points or easements for adjoining properties to allow a common access point shall be considered.
85. It is the County's intent to develop a system of collectors, frontage roads and common access points to solve the problems that many access points create along U.S. 101. In order to carry out this intent the County shall do the following:
 - a. Require new developments to have access taken from the existing collectors and frontage roads unless a variance is given.
 - b. New access points on County and public roads shall be reviewed by the County. New access points shall be reviewed based upon proximity to existing access points and safety standards developed by the Oregon Department of

Transportation.

96. Clatsop County, in coordination with the Oregon Department of Transportation, should conduct a study of the Clatsop Plains to analyze access controls and problems in establishing criteria for collectors and frontage roads. The study should include: designation of specific access points, location of frontage roads, criteria for temporary access points, etc.

Rail

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

Recommended Action

~~Further study should be done by the County Department of Planning and Development on what portions of the rights-of-way will not revert back to property owners. And if some of the rights-of-way do not revert back, further work should be done on how the rights-of-way should be used.~~

Air Transportation

The Seaside Airport, operated by the State of Oregon, is the only airport in the planning area. The general aviation airport has a low number of users, consisting mostly of single engine aircraft. The Aeronautics Division of Oregon Department of Transportation is very much concerned with existing and proposed development around the end of the airport runways. They will be conducting a study of the airport sometime in 1979, which will provide some direction on the future of the airport.

Recommended Action

~~The Seaside-Gearhart Citizen Advisory Committee, the County, the Cities of Seaside and Gearhart, and the State Aeronautics Division should work together in developing the Seaside Airport Plan.~~

Preservation, Recreation, Scenic, and Open Space Areas

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

One of the highest priorities for the Clatsop Plains ~~and Seaside-Gearhart~~ CACs has been the importance of maintaining the semi-rural character of the Clatsop Plains and to preserve large amounts of open space. However, with property tax laws, property rights, and local government financial limitations to purchase open space, there is no simple solution to this objective. The Community Plan recommends a strategy for preserving open space that is

consistent with the statewide planning goals as well as local concerns. The policies for the preservation of open spaces and for the accommodations of residential development in the planning area is reflected in the following sections on open space **and are in addition to those located in the following Background Reports and County-wide Elements: Estuarine Resources and Coastal Shorelands, Open Space, Scenic and Historic Areas and Natural Resources, and Recreational Needs.***

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

<u>Categories</u>	<u>Examples</u>
Resource management	Forest/farm lands
Preservation	Aquifer recharge, historic, fish and wildlife areas
Recreation	Fort Stevens State Park
Scenic/buffer	Open space in subdivisions

Maps 3A and 3B show the location of the various types of open spaces within the planning area.

Resource Management

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

Preservation

Aquifer Recharge

The Clatsop Plains aquifer is like a large underground lake which has the potential of supplying vast amounts of drinking water. Based upon **recommendations from** the Clatsop Plains Groundwater Protection Plan (208 Study) **at least approximately 1,444 acres or 2.252.5 square miles shall be has been** set aside as **an "aquifer reserve" areas.** **At present approximately 2.0 square miles have been set aside. Clatsop County will set aside additional areas in order to meet the above requirement. Clatsop County will coordinate this with Gearhart, Warrenton, Hammond, Camp Rilea and State Parks.***

Historic Areas

The Clatsop Plains is rich in history, containing many historical sites **to stir one's interest in the past associated with both native persons who original utilized the resources within this area and the subsequent non-native immigrants that settled in the same area.** **Maps 3A and 3B** show the mapped historic sites **which were prepared by the Clatsop County Historical Advisory Committee under the direction of the Clatsop County Commission in 1976 including new sites recommended for inclusion in the Goal 5 Historic Areas inventory.**

Clatsop Plains **Historic Areas** Planning Goal:

To preserve Historic Resources of our past that might otherwise be lost **due to unnecessary**

~~and unwise~~ development.

Historic Area Policy

1. The County shall work with the Clatsop County Historical ~~Advisory Committee~~Society, the Chinook Indian Nation and other organizations to identify and protect important local historical and archeological sites. Compatible uses and designs of uses should be encouraged for property near ~~or adjacent to~~ by important historical or archeological sites.
2. Clatsop County shall protect significant historical resources by:
 - a. encouraging those programs that make preservation economically possible;
 - b. implementing measures for preservation when possible;
 - c. recognizing such areas in public and private land use determinations subject to County review.

~~*Amended 83-17, dated September 30, 1983.~~

Fish and Wildlife Areas

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

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

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

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

Clatsop Plains ~~Fish and Wildlife Areas~~ Planning Goal:

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

Fish and Wildlife Policies

1. Maintain important fish and wildlife sites by protecting vegetation along many water

bodies, classifying suitable land and water locations as NATURAL or CONSERVATION, and otherwise encouraging protection of valuable fish and wildlife habitats.

2. Private and public owners of property on which valuable habitat is located will be encouraged to adequately protect important fish and wildlife sites. The private owners which participate in preserving the natural character of these sites will be assisted in taking advantage of reduced property taxes for protecting such areas. New subdivisions shall be required to leave undeveloped reasonable amounts of property which is needed for protection of valuable fish and wildlife habitat.
3. Intensive recreational development shall not locate within sensitive crucial habitat areas.
4. Habitat of all species indicated as endangered, threatened or vulnerable shall be preserved. Nesting sites of endangered bird species shall be protected and buffered from conflicting uses. Within one year of the adoption of the updated comprehensive plan, staff shall review the County's Sensitive Bird Habitat to verify all endangered, threatened or vulnerable species are identified. This overlay should continue to be reviewed and updated every two years.

5.* Wildlife refuges:

Existing wildlife refuges which are owned/leased and managed by the Oregon Department of Fish and Wildlife (ODFW) located in areas designated Conservation Forest or in other lowland areas under any plan designation shall be reviewed by the County for compliance with the approval standards listed below. Such hearings shall be conducted according to a Type IV procedure at a time and place convenient to residents of the affected planning area. ODFW shall provide an evaluation of the

*Amended 83-17, dated September 30, 1983.

economic, social, environmental and energy consequences of the proposal** information sufficient to support findings with respect to the following approval criteria:

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

Recreation

Parks

Within this planning area, there are three State parks (Fort Stevens, Ecola and Elmer Feldenheimer Forest Preserve). Fort Stevens, Oregon's largest park, has extensive day use and overnight sites. A visitor center and overnight camp entrance road have been proposed

for 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. 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 wayside provides access to the beach and parking. The State Parks would like to develop a wayside at DeLaura Beach when funds are available.*

There are four County parks in the planning area: Carnahan Park, Cullaby Lake, Sunset Beach, and DeLaura Beach. 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 Read-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.

Trails - Bike/Foot

Bicycle touring along the Oregon Coast has become increasingly popular in the last few years. Three bicycle routes pass through the planning area; the Oregon Coast Bicycle Route, the Trans-American Bikeway, and the Northwest Oregon Loop Bicycle Route. After crossing the old Youngs Bay Bridge these trails follow the Lewis and Clark Road to Seaside. From Seaside south, they follow U.S. Highway 101.*

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.

*Amended 83-17, dated September 30, 1984.

*Amended 84-9, dated May 23, 1984

**Amended 84-10, dated June 27, 1984..

Recreational Policies

1. Recreational vehicle parks shall only be permitted in the urban growth boundaries in the Clatsop Plains.
2. The World War II lookout site, dune area west of Sunset Lake and the land northeast of Camp Rilea should be encouraged to be kept in County-public and non-profit ownership. These areas should be preserved for their scenic value as well as for wildlife value.
3. The designated bike trail going down the Coast shall be changed to follow U.S. 101 instead of along the Lewis and Clark Road.
43. Recreational users shall not be allowed complete and free use of the more delicate

beach/dune land forms (active dune areas). Access to these areas shall be limited and only via stabilized trails. Clatsop County will work with the Oregon Parks and Recreation Department (OPRD) to coordinate beach access points and paths and to create a unified public education program about the fragility of dune systems and the need to avoid accessing unofficial systems and paths.

54. Clatsop County shall adopt and the Oregon Department of Parks and Recreation shall work together to implement the Fort Stevens State Park Plan as part of the Clatsop Plains Community Plan.

65. State and local jurisdictions shall cooperate to evolve the most efficient traffic flow patterns, parking arrangements and policy requirements for areas on and adjacent to active dune areas, especially parks and beach accesses.*

76. Clatsop County will work with Oregon Parks and Recreation Department, Oregon Department of Transportation and the Oregon Military Department to provide an additional trail connection(s) between the north end of Camp Rilea, the beach and Fort Stevens to the existing Fort-to-Sea Trail, and to address trail gaps within and adjacent to Camp Rilea.

Recommended Action

Further research should be done on a possible to develop additional trails going from Fort Clatsop National Park to the coastal beaches.

Scenic Areas

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

Clatsop Plains Scenic Areas Planning Goal:

Important vistas, views of the ocean, and other significant visual features should be preserved and the obstruction of these vistas should be discouraged. Preservation of important vistas, views of the ocean, and other significant visual features should be encouraged.

The following discussion and policies are in addition to those found in the Open Space, Scenic and Historic Areas and Natural Resources, Recreational Needs and Estuarine Resources and Coastal Shorelands Elements. Sites inventoried (i.e. views along U.S. 101 of dune ridges and coastal foothills) that are in addition to those inventoried in the Open Space, Scenic and Historic Areas and Natural Resources, Recreational Needs and Estuarine and Coastal Shorelands Element are local desires and are not to be construed as additional Goal site requirements (e.g. they are not exception views).*

*Amended 83-17, dated September 30, 1983.

Scenic Area Policies

<u>Area</u>	<u>Perspectives</u>	<u>Policy or Control</u>
Beach/ocean	All directions	1. In order to provide the greatest view potential for properties along the ocean, the building height shall be limited to 18' on beach front lots and 26' for adjacent properties.
World War II Viewing Point	Ocean beaches, Clatsop Plains	2. The County owns above 40 acres about 40 acres of land. This land should be set aside for its scenic value.
Lewis & Clark Road Above Thompson Rd.	Seaside-Gearhart area, ocean, Tillamook Head	32. If property above Thompson Falls is developed, some areas shall be set aside as open space.
Views along U.S. 101	The dunes to the west and Coastal Foothills to the east	43. Excessive sign sizes and numbers of signs shall be discouraged by local regulations. No new billboards or other off-premise signs shall be allowed, except in commercial or industrial zoned land with strict controls.
Coastal Foothills and dune ridges	All directions	54. No intensive development on the foothills or on top of dune ridges should be permitted.

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.

Open Space Policies

1. Land owners shall be encouraged to retain or preserve large parcels of undeveloped land as open space under the provisions of the open space taxation program.
2. The County shall carefully consider the feasibility of all methods for the preservation of open space as the opportunities arise.
3. ~~The County Zoning Ordinance shall prescribe a maximum lot coverage in those areas designated DEVELOPMENT. The County, through regulations in its land use code, shall continue to prescribe a maximum lot coverage in those areas designated~~

DEVELOPMENT.

4. All planned developments and subdivisions in the Clatsop Plains planning area designated RURAL LANDS** shall cluster land uses and designate areas as permanent common open space. No reversionary clause shall be permitted in common open space. The minimum percentage of common open space shall be 30%, excluding roads and property under water. The clustering of dwellings in small numbers and the provision of common open space assures good utilization of land, increased environmental amenities, maintenance of a low density semi-rural character, maintenance of natural systems (dunes, wetlands), and may be used as an open space buffer between the residential use and adjacent military lands, agricultural or forest uses. This policy shall apply in all RURAL LANDS** areas in the Clatsop Plains except for the area commonly known as Surf Pines.* Clustering shall be prohibited in the area known as Surf Pines.* Surf Pines is further described by the following description (see Appendix B) and map.*
5. Permanent open space shall include, whenever possible, steep dunes which would require substantial alterations for building, buffers along streams, water bodies, deflation plains, areas abutting military lands, and farm and forest lands.
6. Buffers (screening) shall be provided in all subdivisions and planned developments along property lines adjacent to arterials and/or collectors.
7. Permanent open space as part of subdivisions or planned developments adjoining one another shall be interrelated and continuous whenever possible. This could mean that open space could continuously follow ridge tops, deflation plains, wildlife corridors, property lines abutting military lands, or shorelands. The Clatsop County Department of Planning and Development shall prepare a map of potential systems of open space to be used as a guide for developers.
8. Streams and drainages which form a system of open space shall be preserved.
9. Allow more than one density transfer per sending site, until all allowed density is removed.

~~10. Allow banking of density transfer credits as an alternative to requiring immediate transfer of density to a receiving site.~~

1110. Require receiving sites for density transfer be located outside of the North Clatsop Plains Overlay District.

Recommended Actions

1. Coordinate the Transferable Development Rights program with land trusts, cities, state and federal agencies, and other potential agency partners to facilitate density transfers out of the North Clatsop Plains Overlay District.
2. Explore the feasibility of adopting a Purchase of Development Rights program to protect open space within the Clatsop Plains / North Clatsop Plains Sub-Area, including consideration of financing options for program start-up and possibilities of mitigation banking.
3. Encourage the use of conservation easements where transfer of development rights

and other regulatory approaches are not workable or achievable, and coordinate with land trusts, cities, state and federal agencies, and other agency partners, in educating property owners on the benefits and stewardship responsibilities that come with having a conservation easement.

~~*Amended 82-3, dated February 10, 1982.~~

~~**Amended 83-17, dated September 30, 1983.~~

Surf Pines Map goes here

Map 3A and 3B go here

COMMUNITY DEVELOPMENT

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

The following policies are General Development Policies which apply to the entire Clatsop Plains area.

General Development Policies

1. The predominant growth (residential, commercial, and industrial) shall occur within the Cities of Seaside, Warrenton, and Gearhart and the Town of Hammond, as well as those areas in the Urban Growth Boundaries.
2. Residential, commercial and industrial development shall be directed away from those areas designated CONSERVATION-FOREST LANDS, RURAL AGRICULTURE LANDS, CONSERVATION OTHER RESOURCES, and NATURAL.
3. Establish and maintain~~Maintain~~ an overlay zone for the North Clatsop Plains Sub-Area that:
 - a) Prohibits increases in residential densities through zone changes and density transfers;
 - b) 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;
 - c) Encourages wildlife corridor protection through clustered development and open space preservation; and
 - d) Applies noise attenuation construction standards to new dwellings in areas impacted by noise from Camp Rilea.
4. In divisions of land into lots where future partitions or resubdivisions could occur, lots should be designed to take the potential for future divisions of land into consideration.
5. Natural features such as creeks and ridges should be used wherever possible as a boundary between intensive uses such as commercial activities and low intensive uses.
6. Plot plans or building plans may be required to indicate on them how storm water is to be drained. Access permits shall be reviewed by the State Highway Department Oregon Department of Transportation and County Road Department Clatsop County Public Works to insure adequate drainage is provided.
7. Incentives shall be provided to encourage developers to use innovative methods to provide a high quality of design, energy conservation and low income housing.

8. The following policies shall be used when examining commercial development in the Clatsop Plains:
- a. To direct and encourage commercial activities to locate within urban growth boundaries. This will be most convenient for customers because most people will live in the urban areas. Also, business requirements for water, sewer, fire protection and other public services can best be met.
 - b. To group business activities into clusters or "centers". This will be more convenient for patrons, permitting them to accomplish more than one purpose during a stop. It will also avoid mixing homes with scattered businesses. Joint use of vehicular access and parking at commercial centers will be more economical and be less disruptive for street traffic.
 - c. To prevent "strip" commercial development along arterials, particularly U.S. Highway 101, and to limit business to designated strategic locations. To reserve non-commercial portions of arterials so that property owners may develop residential or other uses without fear of disruptive business development next door.
 - d. To emphasize and support existing town centers as business places. These centers are important for community identify, social cohesion, civic activity, public service, convenience, attractions and amenities. They should continue to be a focus for commercial activities as well.
 - e. To concentrate new commercial development in and adjacent to existing, well-established business areas. To increase the patronage and vitality of these areas and to avoid undue dispersal of new commercial activities.

~~In the discussion of the planning process, a brief explanation was given on the Classification System (DEVELOPMENT, RURAL LANDS*, RURAL AGRICULTURAL LANDS*, CONSERVATION FOREST LANDS*, CONSERVATION OTHER RESOURCES*, NATURAL) to be used on the Comprehensive Plan Map. This section of the Plan gives into greater detail in describing the six* designations, their objectives and policies pertaining to the designations. The six* designations are shown on Maps 4A and 4B.~~

DEVELOPMENT

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

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

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

~~*Amended 83-17, dated September 30, 1983.~~

Predominant Uses:

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

Objectives:

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

Rural Service Area Policies

1. The minimum building site in Rural Service Area shall be 7,500 square feet in sewerred areas and 15,000 square feet in unsewerred areas.
2. ~~The area known as Shoreline Estates shall be designated a RURAL SERVICE AREA, due to the existing facilities available.~~ The land area for this designation shall not be larger than the existing treatment plant's capacity. The expansion of the RURAL SERVICE AREA designation should NOT be allowed. It is the intent of the Community Plan to encourage urban densities to occur within the cities and the Urban Growth Boundaries where more facilities and services are available.

~~Urban Growth Boundaries~~

~~See Urban Growth Boundary Plans for Hammond, Warrenton, Gearhart and Seaside.*~~

RURAL LANDS*

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

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

Most Rural Lands designations in this **Plan-plan** area contain old town plats and fragmented land ownerships. These areas may require vacation and replatting or utilization of a Planned Development to protect the natural resources of the area. **This designation fulfills the recreational tourist demand for housing which has been characteristic of Clatsop County's Clatsop Plains area.***

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

Predominant Uses:

1. Farm use. **(see Agricultural Lands Background Report and County-wide Element).***
2. Low density residential (1 acre or larger).
3. Commercial (gas station, grocery store).
4. High intensity recreation (i.e. golf course).

Objectives:

1. To protect agricultural land from urban expansion.
2. To restrict intensive development on undeveloped shorelands.
3. To preserve the rural character of uplands and woodlands areas, and maintain open spaces and opportunities along the shoreline for recreational uses compatible with low density residential activity.
4. To retain rural areas as sparse settlement, small farms or acreage homesites with hardly any public services.
5. To limit the intensity of residential development in order to prevent the gradual development of conditions which would require additional services or higher quality of existing services.
6. To maintain the open spaces between various types of development so as to preserve the rural character of the area.

7. To provide for housing types (i.e. acreage homesites) which can not be accommodated in cities, Urban Growth Boundaries or Rural Service Areas.

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

*Amended 83-17, dated September 30, 1983.

Rural Lands West of U.S. Highway 101*

The area shown on Map 1 comprises approximately 4,000 acres. It is located west of U.S. Highway 101 between the UGB's Urban Growth Boundaries of Warrenton on the north and Gearhart on the south. An exception is not necessary for this area because it is not resource land under the definitions in Goal 3 - Agricultural Lands or Goal 4 - Forest Lands.

Goal 3

The sand dunes west of U.S. Highway 101 are predominantly Class VI and VIII soils as defined by the U.S. Department of Agriculture Soil Conservation Services Soil Capability Classification System and therefore do not meet the first part of the three part definition of agricultural lands in the Agricultural Lands Goal.

The second part of the definition is commonly referred to as the "other lands" test and requires the determination of whether the property, even though it does not consist of Class I through IV soils, is suitable for farm use taking into consideration soil fertility, suitability for grazing, climate conditions, existing and future availability of water for farm irrigation purposes, existing land use patterns, and technological and energy inputs required for accepted farm practices.

The third part of the definition of agricultural lands is lands in other classes which are necessary to permit farm practices to be undertaken on adjacent or nearby lands.

Clatsop County finds that the sand dunes west of Highway 101 are not agricultural land using the definition from Goal 3. The basis for this finding is elaborated below in response to the specific parts of the definition:

Part 1 – Soil Types

As indicated above, soils are primarily Class VI and VIII, a Westport-Gearhart sand association. In certain areas, the top soil horizon has been eroded away, leaving bare sand. The Soil Conservation Service soil classification is followed by the letter "e" – indicating erosion is a hazard. These soils do not fall within Classes I-IV; the criteria of the first part of the three part definition of agricultural lands.

Part 2 – Other Lands Suitable for Farm Use*

A. Soil Fertility - Clatsop County finds that lands west of Highway 101 are not suitable for farm use due to poor soil fertility.

1. The sandy soils are naturally low in fertility. Many nutrients would need to be made up by fertilizer.

*Amended 83-17, dated September 30, 1983.

2. The rapidly draining soils cause any fertilizer applied to quickly drain through the soil. Total fertilizer application on these sandy soils would probably be roughly the same in a year as on some other agricultural soils in the County but because of the high precipitation and rapid draining must be applied more often at lower rates, therefore requiring more labor.

3. A letter from Paul D. See, Registered Professional Geologist, regarding a specific parcel of property west of Highway 101, stated:

"Even though this soil has a good appearance, native fertility is low and yields fall off rapidly after a few years of farming... the soil dries out rapidly and is droughty. I have included an excerpt from Torgerson Study indicating a relatively low productivity for the soil type."

4. Mr. See has stated that the information above applies not only to that specific parcel of property but to all the sandy soils west of Highway 101.

B. Suitability for Grazing - Clatsop County finds that the lands west of Highway 101 are not suitable for grazing taking into consideration the following factors:

1) Prior to the 1930's much of the land west of Sunset Lake and Neacoxie Creek was open, blowing sand in large part due to overgrazing the highly erodible sand dunes. Beginning in 1936, the Civilian Conservation Corps began stabilizing the area by planting beach grass, scotch broom and shore pine. A Soil and Water Conservation District (SWCD) was formed in 1942 to manage the area. As one of their management tools, they adopted land use regulations, still in force today, which divided the most critically eroding areas in zones 1 and 2, shown on the attached map. Within zone 1 grazing is prohibited due to the very fragile nature of the vegetative cover and the wind erosion potential. Very limited grazing may be carried on in Zone 2 but if the vegetative cover is removed, the SWCD has the authority to revegetate and protect the site, charging the expense to the landowner. No known grazing is occurring today in either zones 1 or 2.

2) The lands east of Neacoxie Creek are of the same soil type (sand) and also subject to wind erosion. With overgrazing, the sand can be exposed and begin migrating. The Soil Conservation Service has recent pictorial evidence of an area east of the creek stripped of vegetation which began dural movement.

3) Protein content of grasses grown on the sand is lower than other soils in the County unless intensive fertilization is practiced.

4) Evidence from one parcel east of the creek showed protein content of the grasses there to be 1.7% by volume. This is approximately 1/4 the amount of protein in normal forage.

*Amended 83-17, dated September 30, 1983.

5) Because the soils are rapidly draining, they dry out quickly in the summer and need to be irrigated much of the growing season.

6) The Soil Conservation Service advised one large landowner in this area that the land could support only one cow per four acres for four months out of the year.

7) A letter from the Clatsop County Assessor's Office indicated that for assessment purposes, they consider that it takes six acres to support one cow.

8) Because of severe wind erosion of the sand if vegetation is removed, overgrazing is an ever present concern. According to Mr. Paul See, Registered Geologist, some existing deflation areas where topsoil is almost entirely blown away are a result of overgrazing in the past.

9) The fertilization and irrigation which would be necessary to grow adequate feed for grazing would contribute a substantial amount of nitrogen to the aquifer. According to the Clatsop Plains Groundwater Protection Plan, pasture land is the open land use which contributes the highest loss of nitrogen to the groundwater.

10) As of January 1, 1983 gross income from parcels 20 acres and greater must be at least \$20,000 to maintain an agricultural tax deferral. Testimony at a 1982 hearing stated that owners of a 265 and a 30 acre parcel had not maintained those income requirements. The owner of a 40 acre parcel stated, in 1983, that he could not maintain that income requirement and would lose agricultural tax deferral status.

11)* Mr. Paul See, Registered Professional Geologist, stated on October 19, 1982 while referring to a parcel of property representative of lands west of Highway 401 not in SCS zones 1 or 2:

"In summary, the property, under the best of circumstances contains a very fragile and easily eroded topsoil. Previous uses of the property has destroyed this soil in several places leaving deflation, scars and bare slopes which will require careful management and very limited livestock grazing to avoid disastrous growth of the deflated areas."

12) All of the parcels over 20 acres have vegetated sand dunes which are adjacent

to coastal lakes or significant wetlands. If intensive grazing occurs in these areas, erosion into the lake will likely occur. Also of concern is the probable impact of fecal contaminants on the water bodies. Bacteria and probably viral organisms will enter the lakes and wetlands. Additional fencing would have to be put in to keep animals from near the lakes and wetlands. This not only adds to farming expense but reduces available area for grazing.

*Amended 83-17, dated September 30, 1983.

C. Climatic Conditions - Clatsop County finds that the sandy soils west of Highway 101 are not suitable for farm use taking into consideration the climatic conditions.

1) Because the sandy soils drain so quickly they dry out early in the summer. Precipitation is not steady here but concentrated in the fall and winter with generally a dry summer.

2) The Clatsop County Comprehensive Plan states, "the two climatic limitations are the heavy precipitation, which greatly shortens the growing season and invariably ruins hay crops each year, and also the lack of sunshine, which contributes to an adverse soil temperature factor."

D. Availability of Irrigation Water - Clatsop County finds that the lands west of Highway 101 are not suitable for farm use taking into consideration the availability of irrigation water.

1) Irrigation water is not available from the coastal lakes in the area according to Clayton Gardner, local Watermaster with the State Water Resources Department.

2) Ground water is available from the aquifer but would require engineered wells with electric pumps.

3)* Viable agricultural operations use large volumes of water. In the Clatsop Plains, most irrigation would occur during the summer months, the same time the water table is naturally dropping. Large volumes of water that would need to be withdrawn would require an engineered system of wells so that water is withdrawn at an even rate throughout the area and not overdraw any one area. This is an added expense to a farm.

Large amounts of water withdrawn from the aquifer may produce adverse impacts to adjacent water bodies. All water bodies in the sand dune areas are the surface expression of the groundwater level. Large withdrawals may lower the ground water level and therefore the lake and stream level. This would likely adversely impact the significant wetlands of the area, which are identified as important wildlife areas in the coastal shorelands element (see Clatsop Plains Groundwater Protection Plan and Ocean and Coastal Lake Shoreland Element of the Estuarine Resources and Coastal Shorelands Element of the Comprehensive Plan).

4) Because of the poor water holding capacity of the soil, irrigation would be required for most of the growing season.

5) The cost of pumping water from a well for cattle or irrigation of feed would greatly reduce the already small profits which may result from cattle grazing on these soils.

*Amended 83-17, dated September 30, 1983.

E. Existing Land Use Patterns – Clatsop County finds that the lands west of Highway 101 are not suitable for farm use considering existing land use patterns.

The lands west of Highway 101 can be divided into three categories for discussion purposes because of different characteristics. Existing land uses in these areas, shown as Areas A, B, and C on the attached map, are described below:

Area A: This area abuts the Warrenton UGB on the north and extends to the south boundary of Camp Rilea. Camp Rilea, the Oregon National Guard Military reservation is about 1,800 acres (about 1,500 acres out of wetlands) and comprises most of the area. The Smith Lake area and the strip of land between Camp Rilea and Highway 101 are composed of subdivisions, rural homesites and a small amount of commercial land.

Camp Rilea is the only ownership in the area larger than 20 acres. The next largest parcel is 12.67 acres. No known agricultural uses are occurring within Area A. The parcel sizes are too small to allow any grazing to occur other than perhaps one cow or horse on a parcel which are maintained with imported feed. It is basically a residential area with public water and fire protection.

Area B*: North of Surf Pines Road this area runs from Camp Rilea between Neacoxie Lake and Highway 101. South of Surf Pines Road to the Gearhart UGB it runs from the ocean to Highway 101. This area is a mixture of larger (over 20 acres) parcels, subdivisions and rural homesites. The chart shows an average parcel size of 7.12 acres but a median parcel size of less than 0.5 acres. The average is skewed by a few large parcels. Fifteen of the 174 parcels in this area are over 20 acres.

Four of these parcels over 20 acres lie entirely west of Neacoxie Creek, and 2 straddle the creek. The land west of the creek is in SCS Zone 2 which limits any grazing which may occur.

East of the creek are nine parcels over twenty acres in size, one of which is the 114 acre Astoria Golf and Country Club. The other eight parcels are shown with x's on the attached map in Area B. Only two of the eight are contiguous; all others are surrounded by parcels less than twenty acres. Besides the inherently poor soil quality, the potential for agriculture is adversely affected by the proximity of so many small parcels. Any sort of intensive agricultural activity could be a nuisance to the residents of subdivisions and small parcels in the area.

Area C: This strip of land runs between Sunset Lake and the Pacific Ocean, from

Camp Rilea on the north to Surf Pines Road on the south. The area is entirely within SCS Zone 1 and 2 as described above in "Suitability for Grazing." The largest parcel, 106.4 acres, is within Zone 1 so cannot be used for grazing at all. The only other parcel over 20 acres is a 32 acre piece along the lake, surrounded by small parcels on three sides.

*Amended 83-17, dated September 30, 1983.

There are over 500 parcels in Area C, with an average size of 1.65 acres. The parcels are much too small to allow grazing operations.

Technology and Energy Inputs Required - Clatsop County finds that the lands west of Highway 101 are not suitable for farm use taking into consideration the technology and energy inputs required to farm.

1) Any irrigation would require a well with an electric pump. Because of the rapidly draining soils, irrigation would have to occur for a longer time than on non-sandy soils. Any large scale irrigation would require an engineered system of wells to help reduce drawdown.

2) According to the Soil Conservation Service soils classifications, Class VI and VIII soils are unsuitable for cultivation and have agricultural uses limited, at best, to pasture. This limits the likelihood of expenditure on technical and energy inputs to enhance farming.

3)* Any intensive agricultural use would require fertilization and irrigation. Much additional fertilizer draining into the aquifer would adversely impact that reservoir for potable water use.

G. Accepted Farming Practices - Clatsop County finds that the lands west of Highway 101 are not suitable for agricultural use taking into consideration accepted farming practices which may be employed.

1) Grazing is the only type of farming activity currently undertaken in the area, with the exception of one small parcel which is used for bulbs. Historically other types of farming activities occurred but do not continue to exist.

2) Farm use values by the County Assessor range in the County from a low of \$10 per acre for bare sand to \$249 per acre. Much of the land west of Highway 101 is valued at about \$60/acre by the Assessor. That figure is set after evaluating for many years the amount that persons are willing to pay for such land.

3) The largest ownership in the area is a 265 acre parcel owned by Pacific Power and Light (PP&L). The rental history of the entire parcel shows that between 1971 and 1979 no more than \$1000 per year rent was obtained from leasing land for grazing purposes. It is presently being used just to temporarily hold cattle prior to slaughter.

4) Analysis by the Soil Conservation Service (SCS) showed that the entire 265 acres of PP&L could support at most 22.08 head of livestock on a year round

basis.

*Amended 83-17, dated September 30, 1983.

5) According to the SCS, the sand areas on Clatsop Plains support, at best, one cow per 4 to 6 acres. Comparing this to the remainder of the County, tideland soils with very good management can support two cows per acre, or ten times what the sand areas can support.

6) Goal 3 indicates that being able to obtain a profit in money is implicit in agriculture:

"As used in the section 'farm use' means the current employment of land for the primary purpose of obtaining profit in money by raising, harvesting and selling crops or by the feeding, breeding, management and sale of, or the produce of, livestock, poultry, fur-bearing animals or honey bees or for dairying and the sale of dairy products or any other agricultural or horticultural use or animal husbandry or any combination thereof^{***}." (Emphasis supplied).

*In the case 1,000 Friends of Oregon vs. Benton County, 575 P2d651,660(1978), the Court of Appeals determined that the "profit in money" test is a County discretionary decision:

"Since the legislature did not specify a gross dollar amount required for lands to qualify for exclusive farm use zones under ORS 215.213 it intended that this be a matter of discretion for the counties." (Emphasis added).

7)* The largest parcel in the area, the PP&L property, cannot meet the income figure required to maintain an agricultural tax deferral status.

8) A statement by the owner of a 60-acre parcel in the area indicates that he maintains the tax deferral only by bringing in outside feed, not by grazing cattle solely on the property.

Part 3 - Necessary for Farming on Adjacent Lands

The third part of the three part definition of agricultural lands includes lands in soil classes other than I-IV which are necessary to permit farm practices to be undertaken on adjacent or nearby lands.

1. Some agricultural activities occur east of Highway 101 in this vicinity.

These activities occur east of the highway and east of the railroad right-of-way. For the most part, they are also east of a strip of committed land adjacent to the east of the highway. Because of this physical separation and the amount of development already east of the Highway, additional development west of Highway 101 should not impact such agricultural

uses.

*Amended 83-17, dated September 30, 1983.

Goal 4*

The lands west of Highway 101 are not considered forest lands using the definition in Goal 4. That definition reads:

- 1) lands composed of existing and potential forest lands which are suitable for commercial forest uses;
- 2) other forested lands needed for watershed protection, wildlife and fisheries habitat and recreation;
- 3) lands where extreme conditions of climate, soil and topography require the maintenance of vegetative cover irrespective of use;
- 4) other forested lands in urban and agricultural areas which provide urban buffers, wind breaks, wildlife and fisheries habitat, livestock habitat, scenic corridors and recreational use.

1) Commercial Timber Production. Only two quarter sections out of the entire area have a commercial forest site class – and this includes an averaging of lands in the quarter section which lie east of Highway 101. Almost the entire area has not forest site class – and is not considered suitable for commercial timber production.

2)* Other Forested Lands. Most of the area is not forested. From aerial photos it is estimated that approximately 1/4 of the area is covered with trees. The only native tree species to grow here is the shore pine, Pinus contorta, not a commercial species.

The entire area is considered a watershed, as it overlies a large aquifer. This aquifer has been the subject of intensive study with the Clatsop Plains Groundwater Protection Study and Plan. This Plan resulted in an Environmental Quality Commission Rule designed to protect the aquifer as a potable water source. This rule was created assuming one acre density zoning on much of the Clatsop Plains. No further steps are necessary to protect this aquifer.

The entire area is excluded from big game range by the Oregon Department of Fish and Wildlife. It is already considered so impacted by residential development that it is not significant range for deer or elk.

Fisheries habitat in the area is protected by the Coastal Lake and Freshwater Wetlands zone which covers all the open water and significant wetlands.

*Almost the entire area is in private ownership and not available for public recreation. There is a private golf course in the area as well as public beaches and a small park

area near Sunset Lake. Additional residential development in the area will not affect public recreation opportunities.

*Amended 83-17, dated September 30, 1983.

3)* ~~Maintenance of Vegetative Cover.~~ In this area it is essential to maintain a vegetative cover due to the wind eroding any exposed sand. This location is different than most areas in the state with extreme climatic conditions, though, in that it is subject to Goal 18, Beaches and Dunes. The County's Beaches and Dunes Element require revegetation of disturbed sand areas. No further requirements are necessary to assure maintenance of vegetative cover.

4) ~~Other Forested Lands in Urban and Agricultural Areas.~~ Not only is most of the land not forested, but it is not in an urban or agricultural area.

*Amended 83-17, dated September 30, 1983.

Map 4A.

Clatsop Plains Maps (2) (with letters A,B,C)

Refer to Figure 3.

Clatsop Plains RURAL LANDS Goal:

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

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

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

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

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

RURAL LANDS Policies

1. The minimum parcel size for all residential building sites in the RURAL LANDS ***** plan designation shall be **one acre**, except as provided in Policy 2.
2. Rural residential subdivisions shall be required to have paved streets, except if the subdivision involves extremely large land parcels or only a few land parcels are involved and there is no potential for increase traffic demand on the roadway.
- ~~3. In recognition of the existing commercial uses at Cannon Beach Junction and the area south of Warrenton, a general commercial zone shall be provided at the Cannon Beach Junction and south of Warrenton.*~~
- ~~4. A neighborhood commercial zone allowing such uses as a gas station, or "Ma or Pa" grocery store shall be provided at the following locations along U.S. 101; Reed and Hertig, Sunset Lake and Dugan's Store and the West Lake Store.~~
5. When considering new commercial areas or expansion of existing commercially zoned land the policies pertaining to commercial land in the General Development policies, as well as the following standards, shall be used:

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

6. Clatsop County ~~intends to encourage~~anticipates that a majority of the County's housing ~~needs to occur~~supply will be provided within the various cities' urban growth ~~boundaries~~ consistent with Statewide Planning Goal 14: Urbanization. Approval of subdivisions and planned developments shall relate to the needs for rural housing. Through the County's 2019 Housing Study, the County has determined ~~the Clatsop Plains rural housing needs to be approximately 900 dwelling units for both seasonal and permanent by the year 2000~~that 1,500 additional residential units are required to accommodate current and future residents, while allowing for a continued supply of vacation properties. The rural housing needs should be reexamined every two (2) years from the date of adoption of ~~the this Plan~~plan.

~~7. Subdivisions and planned development shall be discouraged to phase development over several years to provide for rural housing needs.~~

~~8.* Grandfather the following lots:~~

- ~~a. Block 4, lots 1-4~~
- ~~Block 13, lots 3, 4, 15-18~~
- ~~Block 19, lots 7 & 8**~~
- ~~Block 19, lots 9-12~~
- ~~Block 20, Lots 1-4, 9-14, 17-20~~
- ~~Block 29, lots 2, 3, 6, 7, 14, 15~~

~~All in Sunset Beach subdivision, Clatsop County, Oregon provided, however, that a 10,000 sq.ft. minimum lot size be required and that any other conditions for development applicable to this area shall be enforced.~~

~~b. The five (5) lot area commonly referred to as RAM West (see attached map) provided, however, that there are no more than five lots exclusive of the coastal shoreland area.**~~

RURAL AGRICULTURAL LANDS Policies*

1. 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.

See Agricultural Lands Background Report and County-wide Element.

Figure 3.
Rural Lands Chart

	A	B	C
Number of parcels out of wetland	189	175	503
Acreage out of wetlands	290.82(a)	1238.54	822.23
Ave. parcel size (acres)	1.53(b)	7.08	1.65
Median parcel size (acres)	0.5	0.5	0.5
Parcel size range	0.06-12.67(b)	0.22-267.1	0.03-106.4
No. Parcels 20 ac. or greater	1	15	2

a) Not including the 1500 acres of Camp Rilea out of wetlands.

b) Not including Camp Rilea.

Breakdown of parcels 20 acres or greater:

Area A: 1500 acres.

Area B: 25.0, 26.0, 30.0, 31.03, 35.37, 38.94, 40.0, 42.0, 43.3, 53.13, 60.0, 74.23, 114.2, 267.1 acres.

Area C: 32.0, 106.4 acres.

*Amended 81-3, dated June 17, 1981.

**Amended 83-17, dated September 30, 1983.

CONSERVATION FOREST LANDS AND CONSERVATION OTHER RESOURCES*

CONSERVATION FOREST LANDS AND CONSERVATION OTHER RESOURCES.

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

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

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

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

of the land.

Predominant Uses:

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

Objectives:

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

~~*Amended 83-17, dated September 30, 1983.~~

~~**Amended 84-9, dated May 23, 1984.~~

~~CONSERVATION FOREST LANDS Policy**~~

~~Forest Lands shall be designated Conservation Forest in the County's Comprehensive Plan. When considering a zone change to a forest zone, the Planning Commission or other reviewing body shall review the proposal against the acreage, management, and other approval criteria in County-wide Forest Lands Policies #19, #20 and #21.~~

~~CONSERVATION OTHER RESOURCES Policy*~~

~~See Open Space, Scenic and Historic Areas and Natural Resources, Recreational Needs, Estuarine Resources and Coastal Shorelands and Beaches and Dunes Background Reports and County-wide Elements.~~

NATURAL

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

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

Predominant Uses:

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

Objectives:

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

~~*Amended 83-17, dated September 30, 1983.~~

~~**Amended 84-9, dated May 23, 1984.~~

NATURAL Policies

1. Areas rich in wildlife or of a fragile ecological nature, shall be preserved as ~~Natural~~NATURAL areas. The following areas shall ~~continue to~~ be designated NATURAL: Clatsop Spit, Tillamook Chute, portions of Fort Stevens, Carnahan Lake, Slusher Lake and portions of the ~~Tansy Estuary and~~ Necanicum Estuary.
2. The NATURAL aquatic designations for ~~Carnahan Lake and~~ Slusher Lake shall extend 100 feet measured horizontally from the aquatic-shoreland boundary.
3. ~~The County shall work with the owner of Taylor Lake to designate the lake as NATURAL and amend the zoning to comply with the new land use designation.~~

~~*Amended 83-17, dated September 30, 1983.~~

Maps 5A and 5B go here

Comprehensive Plan Maps for North and South Clatsop Plains

APPENDICES*

- ~~_____ A. Physical Characteristics of Landscape Units~~
- ~~_____ B. Surf Pines Legal Description~~

~~Note: Appendices need to be retrieved from the original Community Plan.~~

~~*Amended 83-17, dated September 30, 1983.~~

APPENDIX B

Surf Pines Legal Description*:

A tract of land located in Sections 16, 21, and 28, Township 7 North, Range 10 West, Willamette Meridian:

Beginning at the intersection of the Pacific Ocean with the North line of the south 1/2 of Government Lot 3, Section 21, Township 7 North, Range 10 West, Willamette Meridian:

Said point being the Westerly expansion of the south line of the Norman L. Yeon tract as described in Book 244, page 496, Clatsop County record of deeds;

thence Easterly along the South line and the Westerly extension of the said Yeon tract to the Southeast corner of said tract;

then Northerly along the East line of said tract to the most Northerly Northwest corner of that tract conveyed to George B. Malarkey as described in Book 251, Page 538, Clatsop County record of deeds;

thence Easterly along the North line of said tract to the most Northerly Northeast corner;

thence Southerly along the Easterly line of said tract to the Southwest corner of that tract conveyed to Robert S. and Mary J. Lovell and F. Warren and Mary M. Lovell as described in Book 363, page 219;

thence Easterly along the South line of said tract to the West bank of Neacoxie Creek of lake;

thence Southerly along the West bank of said creek or lake to the point of intersection with the South line of parcel No. 2 of that tract conveyed to Herbert and Elizabeth B. Malarkey as described in Book 210, page 633, Clatsop County record of deeds;

thence West along the South line of said tract to the Southwest corner of said tract;

thence running S.00 degrees 57 minutes West a distance of 700 feet to the Northeast corner of that tract conveyed to Ray C. and Helen J. Hansen as described in Book 207, page 195, Clatsop County record of deeds;

thence West 524 feet, more or less, along the North line of said Hansen tract to the East boundary of the Surf Pines Upper Road;

thence S.7 degrees 15 minutes East a distance of 1518 feet, more or less, along the East boundary of said road to the Southwest corner of

that tract conveyed to Ray C. and Helen J. Hansen, described in Book 207, page 195, Clatsop County record of deeds;

thence N.89 degrees 30 minutes East a distance of 413 feet, more or less, to the Northeast

corner of that tract conveyed to the Surf Pines Association described in Book 446, page 112, Clatsop County record of deeds;

*thence S.00 degrees 57 minutes West 392 feet, more or less, to the North line of the Callendar Donation Land Claim;

thence West along the North line of said Callendar Donation Land Claim to the East boundary of the Surf Pines Upper Road, said point being the Northwest corner of that tract conveyed to J.D. Waterhouse, described in Book 276, page 401, Clatsop County record of deeds;

thence Southerly along the Surf Pines Upper Road to the Southwest corner of that tract conveyed to Waterhouse by said book and page, said point being the Northwest corner of that tract conveyed to Walter R. and Virginia C. McWalters, described in Book 307, page 421, Clatsop County record of deeds;

thence East along the North line of said McWalters tract to the West boundary of Neacoxie Creek;

thence Southerly along the West boundary of Neacoxie Creek to the Southeast corner of said McWalters tract;

thence West along the South line of said McWalters tract to the Southwest corner, being the East boundary of the Surf Pines Upper Road;

thence Southerly along the East boundary of the Surf Pines Upper Road to the Southwest corner of that tract conveyed to J.D. and Elizabeth H. Waterhouse, described in Book 269, page 599, Clatsop County record of deeds;

thence East along the South line of said Waterhouse tract to the West bank of Neacoxie Creek;

thence Southerly along the West boundary of Neacoxie Creek to the South boundary of that tract conveyed to William R. and Eunice H. Manion, described in Book 256, page 532, Clatsop County record of deeds;

thence West along the South boundary of said tract and the Westerly extension thereof to the Pacific Ocean;

thence Northerly along the boundary of the Pacific Ocean to the point of beginning.

*Amended 82-3, dated February 10, 1982.