

GOAL 2



LAND USE
PLANNING

STATEWIDE PLANNING GOAL

2:

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land to assure an adequate factual base for such decisions and actions.

CLATSOP COUNTY GOAL 2:

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OVERVIEW

Clatsop County's Comprehensive Plan was originally adopted in 1980. Over the years, the acknowledged plan has been revised, albeit in an often piecemeal fashion. From 1981 through 2007, Oregon law required all cities and counties to conduct a periodic review of their comprehensive plans. In 2007 the legislature revised the requirements of periodic review to include only those cities with a population of 10,000 or greater. The County's last periodic review was in 2003. However, the 2003 review did not revisit all 18 goals, choosing instead to focus on amendments to those goals that would allow creation of the rural communities of Knappa, Svensen, Miles Crossing, Jeffers Gardens, Westport and Arch Cape.

ORS 197.629(2), requires counties to conduct periodic review when a city within the county has a population of 10,000 or more within its urban growth boundary (UGB). The 2020 Decennial Census established the population of the City of Astoria at 10,181. Because of this population increase, both the City of Astoria and Clatsop County will be required to conduct periodic review. Clatsop County's review, however, will be limited to only that area that is outside of the incorporated city limits of Astoria, but within the UGB.

PLANNING PROCESS AND POLICY FRAMEWORK

Landscape Units

When the Clatsop County Comprehensive Plan was originally developed and adopted in the late 1970s and early 1980s, work was done to identify the landscape units that comprise the land areas in Clatsop County. 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

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on the land's capability. Each piece of land is in a landscape unit. The landscape units which occur in the unincorporated areas of Clatsop County are Coastal Shorelands, Beaches and Dunes, Estuarine Resources, Alluvial Lowlands, Alluvial Terraces, Coast Range Foothills, Other Shorelands, Sedimentary Lowlands, Sedimentary Uplands, Basaltic Lowlands, Basaltic Highlands, Marine Terraces, and Waterbodies.

Coastal Shorelands

Statewide Planning Goal 17: Coastal Shorelands established the coastal shorelands planning area to include lands west of the Oregon Coast Highway U.S. 101 and 500 feet from the shoreline of coastal lakes. 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 Goal 17, the process for determining the extent of the shorelands requires that coastal shorelands include the following:

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

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

Beaches and Dunes

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

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- 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.

Estuarine Resources

The following estuarine systems within Clatsop County are specifically addressed in the sub-area community plans and with the countywide comprehensive plan:

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 has developed an inventory of Estuary and Shoreland Resources and Regional Policies for the Columbia River Estuary. The policies serve as the base policy statement for the County on development and other actions related to the estuary. This plan included subareas around the Upper Skipanon River, the Youngs Bay Astoria Planning Area, and Fort Stevens. The CREST document has not been updated since the 1980s and it is recommended that the County update this inventory within the next 2-5 years.

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

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exists over much of the area surrounding the estuary. Water quality problems within the basin include low levels of dissolved oxygen and high levels of phosphorous content, both of which occur in the Neacoxie River.

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

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

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

Ecola Creek Estuary

Ecola Creek is a well-mixed tidal creek having very low marine biological and moderate terrestrial biological value. Tidal influence extends to just above the U.S. 101 bridge a total distance of one-half mile.

Ecola Creek has no definable eel grass beds or tidelands. The adjacent land as well as the land edge character is moderately diverse, and is comprised of a bulrush and sedge wetland above the U.S. Highway 101 bridge and a small wetland area located within the Cannon Beach city limits.

Ecola Creek has sediments of mixed sand, gravel, and mud. These sediment types combined with low salinities limit Ecola Creek to small anadromous fish runs of coho and steelhead trout. But for its size, Ecola Creek sustains a fairly large stable run of native sea run cutthroat trout.

The City of Cannon Beach has utilized approximately 68 acres of the marsh to the west of Highway 101 for an artificial marsh sewage treatment system.

Alluvial Lowlands

Alluvial lowlands are plains occupying valley floors which result from the deposition of clay, silt, sand, and gravel by water. Characteristics of the alluvial lowlands landscape unit are floodplains, diked lands and peat soils. The major geological hazard in the alluvial lowlands is stream flooding.

Alluvial Terraces

Alluvial terraces are relatively flat or gently sloping topographic surfaces which mark former

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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.

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.

Other Shorelands

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

Sedimentary Lowlands

Sedimentary lowlands are low subsidiary hills on the edges of the uplands. Sedimentary lowlands range in elevation from 50 to 500 feet, and are generally composed of sedimentary rock of Oligocene to Miocene age. They tend to have rounded ridge tops with slopes varying from 10 to 60%.

The sedimentary lowlands lie in an area of landslide topography. This is due to a combination of slope and bedrock material. When moisture comes in contact with the siltstone or claystone formations, fringe between the soil and rock is reduced, and the force of gravity provides the impetus to push the overburden down a slope.

Most of the area containing this landscape unit is in timber production.

Sedimentary Uplands

Sedimentary uplands consist of Coast Range Mountains over 500 feet, underlain chiefly by sedimentary rocks. Slopes may vary from 10 to 60%. The soils of the sedimentary uplands are the same, for the most part, as the sedimentary lowlands. The uplands, however, consist of mostly steep to very steep slopes which makes for rapid runoff and high erosion hazard.

Most of these lands are utilized for timber production.

Basaltic Lowlands

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

Basaltic Lowlands and Highlands

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Basaltic lands are underlain by igneous material. Most of the highlands are over 1,200 feet in elevation though outcrops of basalt are also exposed at lower elevations. Slopes are frequently over 40%.

The slope of the basaltic formations ranges from 30% to 60%, with several near-vertical cliffs. Due to the density and crystalline structure of these formations, the basaltic lands do not contain the geologic hazards of other units. Basaltic rocks are more resistant to erosion than the sedimentary formations and, therefore, less liable to experience landslides. Rockfall can occur, however. Their isolation, slope and elevation make them generally unsuitable for most human activity. Because of their composition, they could constitute important mineral resources in terms of quarry rock for construction purposes. These areas are an important visual component of the County, providing the rugged, wild counterpart to the rest of the landscape that makes the area so unique.

Marine Terraces

Marine terraces are relatively flat surfaces eroded by wave action. They are composed of relatively flat-lying or gently ocean-sloping compacted but uncemented sediments, rarely above 50 feet in elevation.

Waterbodies

Waterbodies play a major role in the economy, fish and wildlife habitat, energy production, water supply, and scenic and recreational values of the area.

Land Use Designations

The County's land and water have been placed in one of six land use designations. These designations were created to identify areas where development should be directed and encouraged; to protect environmentally-sensitive or economically-significant resource areas; and to limit impacts and damage to persons and infrastructure in geologic hazard and floodplain areas. These land use designations are:

1. Development

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

In Clatsop County, there are three distinct areas that are designated as "Development":

- **Cities and Associated Urban Growth Boundaries**

The Urban Growth Boundary (UGB) of each incorporated area is subject to the land use plans and zoning documents of each associated city. Clatsop County has

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adopted each of the cities' land use plans for areas outside of the city limits and inside the urban growth boundary. The cities and the County have adopted Urban Growth Boundary Management Agreements, detailing responsibility for land use decisions with the UGB areas. Clatsop County has turned over all administration and enforcement within the UGB of Cannon Beach and the UGB of Astoria to each respective city. The County continues to administer and perform enforcement for areas outside the city limits, but inside the urban growth boundaries of Gearhart, Seaside and Warrenton.

- **Rural Service Areas**

Rural service areas receive water and sewer services, but do not have the population, geographic area or government structure of cities. Through the goal exception process, the County has designated four Rural Service areas:

- Cullaby Lake
- Glenwood Mobile Home Park
- Old Naval Hospital Site
- Fishhawk Lake

- **Rural Communities**

OAR 660-22-010 (Unincorporated Communities) defines "Rural Community" as an unincorporated community which consists primarily of permanent residential dwellings but also has at least two other land uses that provide commercial, industrial, or public uses (including but not limited to schools, churches, grange halls, post offices) to the community, the surrounding rural area, or to persons traveling through the area. The purpose of the Unincorporated Communities Rule is to establish a statewide policy for the planning and zoning of unincorporated communities that recognizes the importance of those communities in rural Oregon.

Clatsop County has identified and established boundaries for the following rural communities:

- Miles Crossing – Jeffers Gardens
- Arch Cape
- Svensen
- Knappa
- Westport

Land use plans in these areas recognize the importance of communities in rural Clatsop County. These communities are subject to the standards of OAR Chapter 660, Division 22. Portions of land zoned EFU or AF in the Miles Crossing – Jeffers Gardens rural

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community plan are subject to an exception to Statewide Planning Goal 3 and Goal 4 . The exceptions documentation for a portion of Miles Crossing – Jeffers Gardens rural community boundary was adopted in 2003 and is on file with the Clatsop County Community Development Department.

Farm and Forest Resource Lands

There are two designations for resource lands within Clatsop County. These are based on the requirements of Statewide Planning Goals 3 (Agricultural Lands) and 4 (Forest Lands).

Conversions resulting in a change from Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations, require an exception to either Goal 3 and/or Goal 4.

2. Rural Agricultural Lands

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

3. Forest Lands

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

Conservation Lands

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

4. 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 that do not disrupt the resource and recreation value of the land. Most of the Columbia River Estuary is in this designation.

5. Natural

Natural areas are those which have not been significantly altered by humans and which, in their natural state, perform resources support functions including those functions vital to estuarine or riparian ecosystems. Publicly-owned fragile and ecologically

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valuable areas, especially watersheds and groundwater resource areas, are most likely to be designated as Natural.

6. Rural Lands

Rural Lands are those that are outside an urban growth boundary, outside of rural community boundaries, and are not agricultural or forest resource lands. Rural lands include areas suitable for sparse settlement, small farms or acreage homesites with no or few/limited public services, and which are not suitable, necessary or intended for urban use.

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

Because of the rural character of the County, along with its geographic proximity to the north Willamette Valley population centers, there has been a steady demand for second homes and rural homesites on small rural tracts. This demand for rural tracts is expected to continue. In addition to second homes, the County continues to experience a shortage of housing units affordable to all workers within the County. While the County has identified lands that are “built upon and/or irrevocably committed,” the County must also continue to identify areas where accessory dwelling units (ADUs) may be allowed. This objective was further emphasized in 2021 when the Oregon Legislature adopted SB 391, which provides counties the option of allowing ADUs on rural residential lands. Lands that the County has identified as being “built upon and/or irrevocably committed” generally have the following characteristics:

- Some level of public facilities and services, especially surfaced public roads, fire protection and piped water;
- A pattern of parcel sizes generally smaller than 15 acres;
- Existing residential development at a density generally higher than 1 dwelling unit per 10 acres; and
- Natural boundaries such as creeks and roads, separating the exception area from adjacent resource lands.

EXCEPTION AREAS

Statewide Planning Goal 2 requires local governments to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure

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an adequate factual base for such decisions. However, there may be times where a local government may not be able to comply with a statewide planning goal due to existing conditions or because of a particular need in the community that must be addressed. In those cases, a local government may adopt an exception to a goal when one of the following can be demonstrated:

- The land subject to the exception is physically developed to the extent that it is no longer available for uses allowed by the applicable goal;
- The land subject to the exception is irrevocably committed to uses not allowed by the applicable goal because existing adjacent uses and other relevant factors make uses allowed by the applicable goal impracticable; or
- The following standards are met:
 - Reasons justify why the state policy embodied in the applicable goals should not apply;
 - Areas which do not require a new exception cannot reasonably accommodate the use;
 - The long-term environmental, economic, social and energy consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and
 - The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

Beginning with the adoption of the original Comprehensive Plan in 1980, Clatsop County has taken exceptions to some of the specific requirements of Goals 3 (Agricultural Lands), 4 (Forest Lands), 5 (Open Spaces, Scenic and Historic Areas, and Natural Resources), 14 (Urbanization), Goal 16 (Estuarine Resources) and 18 (Beaches and Dunes). A detailed list of all parcels included in the various goal exceptions, as well as applicable ordinances, is maintained by the Clatsop County Planning Division.

Climate Change and Land Use Planning

In February 2020 the Oregon Climate Change Research Institute (OCCRI) prepared a report for the Oregon Department of Land Conservation and Development (DLCD) detailing future climate projections for Clatsop County. The report's finding concluded that the following climate-related risks had a high or very high confidence level of increasing in Clatsop County in the early- to mid-21st century:

- Heavy rains
- Flooding
- Wildfires
- Loss of wetland ecosystems

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- Ocean temperature and chemistry changes
- Coastal hazards
- Heat waves

Increased occurrences of these events would have significant ramifications on traditional industries in Clatsop County such as fishing, farming and logging. Increased and prolonged durations of drought events; enhanced risk and reduced air quality from wildfires; and pressures on housing and services due to a potential for “climate change” refugees relocating from less sustainable or livable areas would could also affect land use policies and decisions in Clatsop County.

OBJECTIVES AND POLICIES

GENERAL OBJECTIVES AND POLICIES

OBJECTIVE 1: The County Comprehensive Plan and implementing ordinances shall be consistent with the statewide goals and guidelines as well as the needs and desires of the citizens, property owners, business owners, the plans of other affected governmental units and other stakeholders in the county.

Policy A: The Comprehensive Plan shall include all Goals identified by the Land Conservation and Development Commission that are applicable to the County.

Policy B: Inventories and other forms of data used in the development of the Comprehensive Plan should utilize factual and current data.

Policy C: All inventories and other forms of data used in the development of the Comprehensive Plan shall be maintained by the Community Development Department and shall be made readily available to the public.

Policy D: All implementing ordinances applicable to the County shall be consistent with the Comprehensive Plan.

Policy E: Clatsop County shall maintain a comprehensive plan that is consistent with the plans of other affected governmental units. This will be accomplished by providing notice to affected governmental units whenever amendments to the county plan are proposed.

OBJECTIVE 2: The Comprehensive Plan shall be reviewed periodically for necessary revisions to reflect changes in the physical, environmental, social and economic character of the County.

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Policy A: The Board of Commissioners may authorize a review and evaluation of the Comprehensive Plan periodically to identify areas that require revision or updating.

Policy B: The Board of Commissioners shall seek input from the public and the Clatsop County Planning Commission, regarding revisions to the Comprehensive Plan whenever significant changes in the social, economic, physical or environmental character of the County that affect land use are evident.

OBJECTIVE 3: **The County shall incorporate objectives and policies into the Comprehensive Plan and its implementing ordinances to mitigate or alleviate impacts from climate change.**

Policy A: Objectives and policies shall be based on the best available science and follow state direction.

OBJECTIVE 4: **The County shall continue to monitor the designation of lands and zoning districts to ensure that the residential, economic, recreational and conservation needs of citizens, property owners, business owners and other stakeholders are balanced and that adequate land areas have been provided to meet these needs.**

Policy A: The Community Development Department shall assist, as needed, the Clatsop County Recreational Lands Planning Advisory Committee to update its *Parks Master Plan*.

Policy B: The County shall continue to identify areas within the County where accessory dwelling units may be permitted.

Policy C: The County may continue to work with the public to review and update the County's short-term rental ordinances as needed.

Policy D: The Board of Commissioners, through input from the public, the Planning Commission and planning staff may continue to identify areas within the County for which a sub-area plan should be developed in order to create a more finely-grained land use and zoning pattern.

Policy E: The County, in compliance with Statewide Planning Goal 9, shall continue to identify geographic areas and policies to support economic growth and/or development.

LANDSCAPE UNIT POLICIES – COASTAL SHORELANDS

Policy A: Consistent with Statewide Planning Goal 17, coastal shorelands in areas outside of urban or urbanizable areas shall only be used as appropriate for the following uses:

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1. Farm use
2. Forest use
3. Private and public water-dependent recreation
4. Aquaculture
5. Water-dependent commercial and industrial uses and water-related uses only upon a finding by the governing body of the County that such uses satisfy a need which cannot be accommodated on shorelands in urban and urbanizable areas
6. Subdivision, major and minor partitions and other uses only upon a finding by the governing body of the County that such uses satisfy a need which cannot be accommodated at other upland locations or in urban or urbanizable areas and are compatible with the objectives of this goal to protect riparian vegetation and wildlife habitat
7. A single family residence on existing lots, parcels or units of land when compatible with the objectives and implementation standards of this goal

LANDSCAPE UNIT POLICIES – ALLUVIAL LOWLANDS

- Policy A:** Low density activities, such as low-density housing and agriculture, shall be preferred uses in the alluvial lowlands.
- Policy B:** Commercial or industrial use proposed in alluvial lowlands should be water dependent or water-related when adjacent to the water.
- Policy C:** Residential development shall be at low densities (generally 2-5 acres) because of the occurrence of high groundwater and seasonal stream flooding.

LANDSCAPE UNIT POLICIES – ALLUVIAL TERRACES

- Policy A:** Development is encouraged on alluvial terraces due to the slight to moderate slopes and moderately well-drained soils.
- Policy B:** Development on this landscape unit should be encouraged to take place nearest to presently urbanized areas, in order to utilize public services most efficiently. Where subdividing and partitioning are possible, cluster development shall be encouraged as a means to maintain open spaces.

LANDSCAPE UNIT POLICIES – COAST RANGE FOOTHILLS

- Policy A:** This landscape unit is a resource unit and should be reserved primarily for timber production, wildlife habitat, recreation and mineral resources, and potable drinking water sources.
- Policy B:** Forest uses shall be the preferred use of the coast range foothills.

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- Policy C:** Residential development within the coast range foothills which do not have a history of landslide activity shall be preferred over development of less suitable landscape units.
- Policy D:** Construction and road building on the foothills shall be designed to minimize cutting and filling.
- Policy E:** The predominant land use of this landscape unit should be forestry and acreage home sites. This is due to the generally poor foundation characteristics and severe septic tank limitations of soils in this landscape unit. Soils also have slide potential on slopes and are better suited for timber production.
- Policy F:** Low density housing shall be a preferred use in Rural Lands-zoned areas, such as RA-1, RA-2, and RA-5, where septic limitations and geologic hazards can be mitigated.

LANDSCAPE UNIT POLICIES – BASALTIC HIGHLANDS

- Policy A:** This landscape unit is a resource unit and should be reserved primarily for woodlands, timber production, wildlife habitat, low-intensity recreation, natural and mineral resources, and potable drinking water sources.
- Policy B:** Residential development on basaltic lowlands and highlands should be confined to the area along existing roads which are not characterized by steep slopes.
- Policy C:** Small woodland management should be encouraged.

LANDSCAPE UNIT POLICIES – SEDIMENTARY LOWLANDS

- Policy A:** Sedimentary lowlands should be reserved for timber production, water supply protection, and wildlife habitat.
- Policy B:** Any construction in this area should recognize the potential detrimental effect it may have on the land in terms of runoff, erosion, drainage, or reduced stability.

LANDSCAPE UNIT POLICIES – SEDIMENTARY UPLANDS

- Policy A:** This landscape unit is a resource unit and should be reserved primarily for timber production, wildlife habitat, open space, recreation, mineral resources, and potable drinking water sources.
- Policy B:** Any construction in this area should recognize the potential detrimental effect it may have on the land in terms of runoff, erosion, drainage, or

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reduced stability.

LAND USE POLICIES – GENERAL

Policy A: 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.

LAND USE POLICIES – DEVELOPMENT DESIGNATION

OBJECTIVE 1: To ensure optimum utilization of urban and urbanizable lands and to provide for an orderly and efficient transition from rural to urban land uses.

OBJECTIVE 2: To encourage higher density development in this area to relieve the need for development in less dense areas.

OBJECTIVE 3: To avoid the extension of urban services (i.e. sewer systems) into outlying sparsely settled areas.

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

Policy B: The County should encourage the location of public and private facilities and services so that they attract residential development to locations inside DEVELOPMENT areas.

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

1. The orderly and economic provision for public facilities and services;
2. The maximum efficiency of land uses within and on the fringe of the existing developed areas;
3. The environmental, energy, economic and social consequences;
4. The demonstrated need to accommodate long-range urban population growth requirements;
5. The need for housing and employment opportunities;
6. The change would provide an orderly and economic extension of public facilities and services;
7. The change would allow for efficient land use and utility patterns within and on the fringe of the existing urban area;

LAND USE POLICIES – RURAL LANDS DESIGNATION

OBJECTIVE 1: To restrict intensive development on undeveloped shorelands.

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- OBJECTIVE 2:** To preserve the rural character of uplands and woodland areas and maintain open spaces and opportunities along the shoreline for recreational uses.
- OBJECTIVE 3:** To retain rural areas as sparse settlement, small farms or acreage homesites with minimal public services.
- OBJECTIVE 4:** To limit the intensity of residential development in order to prevent the gradual development of conditions which would require additional services or higher quality of existing services.
- OBJECTIVE 5:** To provide for housing types (i.e. acreage homesites) which cannot be accommodated in cities, urban growth boundaries or Rural Service Areas.

Policy A: 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:

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

Policy B: New commercial zones shall only be considered if of a neighborhood type or if concentrated in and adjacent to existing, well-established business areas, in order to avoid undue dispersal of new commercial activities. The county may consider neighborhood commercial zones allowing for such uses as a gas station or small grocery store in those areas remote from existing commercial areas.

Policy C: RURAL LANDS residential lot sizes shall be based upon the public facilities available, compatible with surrounding uses, and land carrying capacity. Substandard parcels legally existing at the time of adoption of this Plan that are determined to meet the requirements of a lot of record determination procedure are permitted as substandard but legal, non-conforming units of land, the specifics of which are handled in the Land and Water Development and Use Code.

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LAND USE POLICIES – NATURAL DESIGNATION

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

Policy A: Areas rich in wildlife or of a fragile ecological nature, especially wetlands, isolated lakes, stands of old growth timbers, and areas of rare or endangered species shall be preserved as NATURAL areas.

Policy B: Public facilities will not be allowed in this plan designation.

Policy C: Natural areas identified by the Oregon Natural Heritage Program, as well as fish and wildlife areas and habitat identified by the Oregon Fish and Wildlife Commission, should be considered for Natural designation.

Policy D: The predominant use for NATURAL areas shall be open space, scientific study, wildlife habitat, and low intensity recreation (trails, nature observation).

LAND USE POLICIES – RURAL AGRICULTURAL LANDS DESIGNATION

OBJECTIVE 1: To protect agricultural lands from urban expansion.

Policy A: Agricultural lands shall be conserved for agricultural uses.

Policy B: Public facilities will be discouraged from developing in this plan designation.

Policy C: Before designated agricultural land is changed to another use, the productive capacity of the land should be considered and evaluated.

Policy D: Before designated agricultural land is changed to another use, the impact of the proposed use should be considered on adjacent agricultural lands.

Policy E: Agricultural Lands shall be designated Rural Agricultural Lands in the County's Comprehensive Plan. When considering a zone change to Exclusive Farm Use, the Planning Commission or other reviewing body shall review the proposal against the acreage, management, and other approval criteria in Comprehensive Plan Goal 3.

LAND USE POLICIES – FOREST LANDS DESIGNATION

OBJECTIVE 1: To protect forest lands from urban expansion.

Policy A: Forest lands shall be conserved for forest uses.

Policy B: Public facilities will be discouraged from developing in this plan designation.

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- Policy C:** Before designated forest land is changed to another use, the productive capacity of the land in each use should be considered and evaluated.
- Policy D:** Before designated forest land is changed to another use, the impact of the proposed use should be considered on adjacent forest lands.
- Policy E:** Forest Lands shall be designated Forest Lands 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 Comprehensive Plan Goal 4.

LAND USE POLICIES – CONSERVATION OTHER RESOURCES DESIGNATION

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

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

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

Policy A: Public facilities will be discouraged from developing in this plan designation.

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

IMPLEMENTING OREGON ADMINISTRATIVE RULES (OAR):

[OAR 660-004 – Interpretation of Goal 2 Exception Process](#)

[OAR 660-014-0030 – Rural Lands Irrevocably Committed to Urban Levels of Development](#)

[OAR 660-014-0040 – Establishment of New Urban Development on Undeveloped Rural Lands](#)

[OAR 660-018 – Post-Acknowledgement Plan Amendments](#)

[OAR 660-025 – Periodic Review](#)

[OAR 660-030 – Review and Approval of State Agency Coordination Programs](#)

[OAR 660-031 – State Permit Compliance and Compatibility](#)

[OAR 660-032 – Population Forecasts](#)

COORDINATING AGENCIES:

Oregon Department of Agriculture (ODA)

Oregon Department of Energy (ODOE)

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Oregon Department of Environmental Quality (DEQ)
Oregon Department of Land Conservation and Development (DLCD)
Oregon Water Resources Department

BACKGROUND REPORTS AND SUPPORTING DATA:

Clatsop County Exception Areas

2020 Decennial Census

[Coordinated Population Forecast 2020 through 2070, Population Research Center, Portland State University \(2020\)](#)