

# SOUTHWEST COASTAL COMMUNITY PLAN

## **SOUTHWEST COASTAL COMMUNITY PLAN 2040**

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# SOUTHWEST COASTAL COMMUNITY PLAN 2040

## INTRODUCTION

The Clatsop County Comprehensive Plan, the guiding document for land and water use in the County, is comprised of two parts: a Countywide Comprehensive Plan, which addresses the 18 statewide planning goals, and six Community Plans – one for each planning area within the County. The Planning Areas are: Clatsop Plains, Elsie-Jewell, Lewis & Clark/Olney-Wallooskee, Northeast, Seaside Rural, and Southwest Coastal. The Southwest Coastal Planning Area extends from the southern boundary of Cannon Beach to the south County line, and from the Pacific Ocean inland approximately one mile.

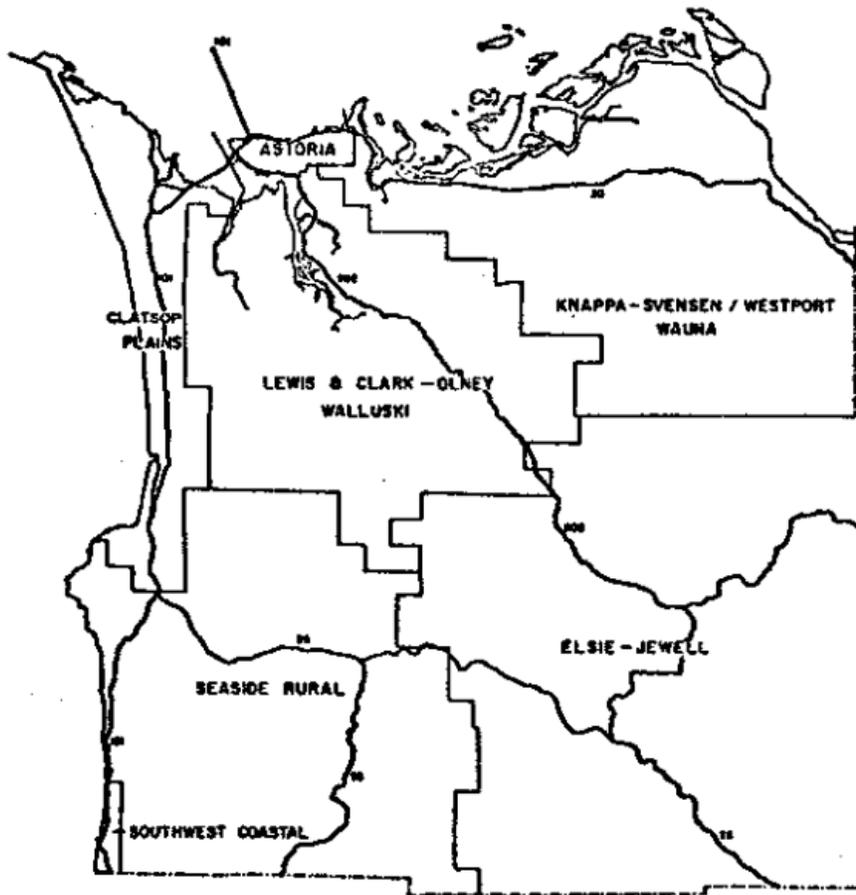


Figure 1. CAC Planning Area Boundaries (Staff note: this diagram will be updated with a better illustration)

The Southwest Coastal Community Plan is the most important element of Clatsop County's Comprehensive Plan to the residents of the region Southwest Coastal planning area, because it reflects the concerns and desires of those residents and establishes goals and policies specific to the region. It is necessary to give an overview perspective of the entire Comprehensive Plan so the people of the County have an opportunity to understand how land use planning is operating in their area.

The major reason for planning for the future use of land is to be able to understand the consequences of a possible course of events before an action occurs -- for example, the development of a subdivision in an area where the water district is at capacity. This prior consideration affords two important opportunities: (1) to

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minimize the potential adverse effects of a proposed course of action; and (2) to understand the positive aspects about our situation that we would like to build upon.

In looking at evaluating the various uses of land and consequences of its use, the Comprehensive Plan looks to the future of the County and provides for the orderly and systematic growth of the communities in the County. Clatsop County's Comprehensive Plan consists of various documents: Environmental Plan, Clatsop County Plan Phase I with Addendum, updated surveys and inventory information developed by County staff personnel and private consultants, and finally, the Community Plan. All of the documents, except the Community Plan, are the sources of physical, environmental, social and economic information with suggested goals, policies and recommendations. The County Comprehensive Plan is a result of combining all these sources, in addition to local needs to develop, establishes public policies in the form of goals, policy statements, generalized maps, and standards and guidelines. The Community Plan shall be the basis for more specific rules and ordinances, which implement the policies expressed in the Plan. Zoning and Subdivision Ordinances are types of ordinances, which enforce the intent, and policies of the Community Plan.

The Community's goals, policies, recommended actions, and maps are interrelated with its own specific role. Goals are indicators in which direction a community desires to direct its efforts whether it is for growth, housing, natural resource protection etc. Policies are established to achieve the intent of a goal; they are more specific in nature and imply a commitment to action. The Goals and Policies are expressed in map form. While the Plan Map is the visible tool of the Goals and Policies, it is the policies themselves, which address each of the goals that contain the commitment of growth, preservation, or a desired change in the development pattern of the County.

The Plan Maps, therefore, are designed to be utilized with the written text of the Plan and not as an independent element. The Plan Map is a conceptualized picture of the development and protection of the natural environment as envisioned at a particular point in time. As time passes, new approaches may occur necessitating changes in goals and policies, which will be reflected in the Plan Map.

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

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

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

### **The Community Plan and Its Use**

Each parcel of land within the planning area will be affected by several the policies in the Community Plan. One or more Landscape Unit Policies, maybe Hazard Policies, and several of the Community Concerns Element and Development Patterns Policies will affect a parcel of land in how it is to be used and standards placed upon the land.

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Zone regulations will be based upon the Comprehensive Plan and Community Plan policies. The following are examples of the standards coming from the Community Plan policies For example:

- lot sizes for various designations
- types of uses in the various designations
- standards on subdivisions and planned developments
- standards to build in hazard areas
- County road standards
- buffer requirements between land use

Another example of how the Community Plan will be used would be in a zone change and/or Comprehensive Plan designation change. In a zone change the applicant would have to show before the Planning Commission demonstrate how his the request meets the various goals and policy requirements in the Community Plan for that area. A Comprehensive Plan designation change could occur based upon new information, changing circumstances and at an applicant's request. Within the Community Plan a Review and Update Section has been included. Within this section are standards and suggestions for review and possible revision of the Community Plan.

### **Review and Update**

The original Southwest Coastal Community Plan was adopted on June 1, 1979 (Ordinance 79-4).

Amendments to the original plan have been made by:

- Ordinances 03-08, 03-09, 03-10 and 03-11, May 2004
- Ordinance 17-02, adopted May 25, 2017

As changes in social, physical, and economic conditions occur, it is necessary to periodically review and update the goals and policies to maintain the Community Plan as an accurate statement of land use goals and policies based on current data.

The Community Plan should be reviewed by the County staff, Planning Commission and Citizen Advisory Committees - every 5-7 years. New information which affects the contents of Plan significantly may require more immediate review and update.

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

### **Planning Areas**

It was felt that the various areas in the County should have a Community Plan in order to better reflect their concerns and desires. As a result, the County is divided into six planning areas: Clatsop Plains, Southwest Coastal, Northeast, Lewis & Clark/Olney-Wallooskee, Seaside Rural and Elsie Jewell.

Northeast CAC, Lewis & Clark/Olney CAC, Clatsop Plains CAC, Seaside Gearhart CAC, Seaside Rural CAC, and Elsie Jewell CAC. Figure 1. shows the Southwest Coastal planning boundary.

A classification system was developed as a tool to implement the various policies developed by the Citizen Advisory Committee. The system will reflect either what an area already is or what the community wants the

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area to become. The classification system has the following 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 Development Patterns section of this plan.

The Southwest Coastal Community Plan along with five other Citizen Advisory Committee Community Plans will make up the County Comprehensive Plan. The County Comprehensive Plan is comprised of a set of public decisions and will be the controlling document on how the land, air, and water resources of an area are to be used or not used. The Zoning Ordinance, Subdivision Ordinance, and other ordinances of the County will be in conformance with this Plan.

### Oregon Land Conservation and Development Commission

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

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

The County has taken a partial exception to the Statewide Agricultural Lands Goal #3 and to portions of the Beaches and Dunes Goal #18. An exception is when the governing body, the County, decides it cannot apply a Statewide Planning Goal requirement for a specific situation. The information on the exceptions process and why the Beaches and Dunes Goal cannot be applied to this area is included in the Landscape Unit section. The Southwest Coastal Community Plan, along with inventory data, is intended to meet the requirements of Senate Bill 100, the Oregon land use law.

### History of the Area

Prior to the coming of the white man arrival of European settlers, the Clatsop Indians inhabited what is now known as Arch Cape and Cannon Beach. Apart from a few artifacts of the Oregon Historical Society and the Tillamook County Museum, little is known or recorded of these peoples, and very few have remained in the area. It is known that the native settlement was disbanded by 1892 when encroachment of white civilization began. The State Historic Preservation Office (SHPO) maintains a database of significant cultural and archaeological resources and sites and requires notification from developers when artifacts are discovered.

Although much of the land in Arch Cape was settled by homesteaders, there is historical evidence that the area was pristine when the first settlers arrived, and to carve out a living on the land took incredible amounts of effort. Dense stands of spruce had to be cleared for homesites or agriculture. Much of the food the early settler families had consisted on was the abundant clams, crabs, deer, elk, salmon, and berries in the vicinity.

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Some cultivation and dairying was carried out.

Cannon Beach received its name when a broken foredeck of the U.S. gunboat "Shark", which was wrecked at the bar while leaving the Columbia River, washed up on the beach near the present community of Arch Cape. An attempt to recover the cannons was thwarted by the tide, but one appeared several years later and was salvaged. The name Cannon Beach was applied to the settled community to the north where it has remained since.

A mail route between Astoria and Tillamook was established in the late nineteenth century. In order to provide a rest-stop for carriers between the two points, a post office was established at the Austin Hotel in the north end of Arch Cape which existed from 1891 to 1901. The route itself was a difficult one following paths over Tillamook Head and the beach at low tides around the points.

Much logging of timber in the Arch Cape area was done during the first world war when it was found that old growth spruce made excellent airplane frames. The surrounding mountains and hillsides were clear-cut during the 1960s.

Throughout the late nineteenth and twentieth centuries there has been extensive subdivision of the old homesteads into uniform parcels of real estate. As development increased, so did the need for public facilities. In the 1940s and 1950s several small private water systems were built with most of those private systems being consolidated and forming districts. As the availability of water grew in Arch Cape, so did development, which grew to the point of over saturation of the soil with septic tank wastes. The Department of Environmental Quality placed a building ban in Arch Cape in 1966 and continued in effect until a sewer system was built in the mid-70's. Most of the development has occurred on a lot by lot basis, with the majority of development occurring in the late 1940s through 1950s.

Throughout the late nineteenth and twentieth centuries there has been extensive subdivision of the old homesteads into uniform parcels of real estate, with many lots 5,000 square feet or less. Most of the early development occurred on a lot-by-lot basis in the 1940s and 1950s with many structures intended as summer beach cottages. Although the permanent resident population grew over the years, the majority of landowners used their homes only on holiday weekends and during the summer. Few homes were used as rentals until the 2000s when the advent of internet marketing spawned an explosion of short-term rentals used as transient lodging. Vacation homes became investments, and the business of short-term rentals turned quiet neighborhoods into hubs of commercial activity. In 2021 the total number of homes in the Southwest Coastal region was about 450, with approximately 100 of those being short-term rentals.

As development increased, so did the need for public facilities. In the 1940s and 1950s several small private water systems were built, with several of those private systems being consolidated and forming districts. As the availability of water grew in Arch Cape, so did development, although the Department of Environmental Quality became concerned about water rights for Shark Creek and directed the Arch Cape district to severely reduce water usage in 1966, a situation which continued until a sewer system was built in the mid-70's. A second water source was developed on Asbury Creek in 1999 to meet water demand during the driest months of the year. Extensive upgrades were made to the Distribution System in 2010, and the water treatment plant was completely upgraded with a new membrane treatment system in 2014. Since 2017,

In the Cove Beach community just south of the Tunnel, a Spring at the North end of the Community (now known as the North Spring) is the primary water source for the Community. In recent drought years (2014-

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2018), the North Spring has experienced historic low flow production leading to a Moratorium on new Water Connections in 2018. This Moratorium was lifted in 2020 after successful completion of a supplemental water source.

The people who live and own property in and around Arch Cape the Southwest Coastal Planning Area consider the community a unique place with a special character. The coastal setting, the headlands, the beaches, the streams, the wetlands, the vegetation, and the type of development that has been built are some of the factors that make up a community character. Residents and property owners generally consider this character something to be preserved.

The permanent population of Arch Cape is actually a minority of the total population that includes many weekend and summer residents. Many part-time residents become full-time residents when they retire to the area. The continuity of the same people returning on the weekends and on vacation means that there is less of a "resort town" flavor than in communities with many short-term rental units. Permanent residents seem to mix and form friendships with "weekenders". The population of the area is a mix of permanent residents who live in their homes year-round, part-time residents who regularly visit their homes throughout the year, and visitors to the area who stay in hotels, inns, and short-term rentals. One common thread that seems to run through the reasons for either living here permanently or occasionally attracts residents and visitors alike is the natural beauty, peacefulness and isolation of the area.

### Citizen-Community Involvement

The first step in the citizen involvement program was to organize a nine-member Citizen Advisory Committee, elected from the community, to provide direction to the planning staff, develop policies, review the Environmental and Community Plans, and make recommendations to the Policy Advisory Committee (PAC). The PAC is made up of one member from each of the CACs whose function is to review and develop countywide policies, and to resolve conflicting land use designations or planning area boundaries. The program was designed to satisfy the Statewide Planning Goals and Guidelines by making known to the community the intentions of the Committee and by making all meetings open to the public. Holding some of the meetings on weekends insured that weekend residents were given both the opportunity to serve on the Committee and to attend meetings.

In the spring of 1975 the Committee distributed a questionnaire to residents and property owners of the area to see what their concerns were on future development (see Appendix B). It was felt that all permanent residents should receive a questionnaire and a random sample of weekenders and vacant property owners would be polled. A wide range of questions were devised, from the level of density desired (the number of dwellings per acre), to the desirability of mobile homes.

As indicated by the tabulations (see Appendix B), most respondents to the questionnaire felt strongly that:

- residential development should be of a low density nature,
- development of motels, condominiums or commercial uses is undesirable
- allowance of mobile homes is undesirable,
- maintenance of recreation open spaces, wildlife habitat, and natural vegetation is desirable,
- growth should occur slowly in the community, and
- a Design Review Board should be established in the community.

It was felt that development of restaurants and other services within the community is undesirable, but that if

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there is commercial development there are sufficient existing commercial locations within the community where businesses should be able to locate. Among the governmental actions addressed by the questionnaire, it was felt that establishment of a Design Review Board required the most immediate attention, that strict zoning enforcement required some attention, and that placing all utilities underground would require some attention in the future. It was strongly felt that subdivision development should be carefully controlled "to insure good design and construction."

The number of questionnaires returned to the Committee was approximately 75, or slightly over 50%. Based on this return and on the large majorities given to many of the questions, the Committee felt that it had a firm tool with which to form goals and policies for the Community Plan. Copies of the questionnaire tabulations were made available to the public.

Another survey was conducted in the spring of 1978 to examine housing conditions and views on public services (see Appendix B). A telephone survey was done for all those who live year around in the Southwest Coastal CAC; the County Community Development Department was able to receive a 20% (18) response rate. It was not clear why there was such a small response rate. A mail out survey was done for all seasonal residences with about 80% (98) of the surveys returned.

In both surveys, housing condition was considered to be good by those living in the residence. About 20% of seasonal and full-time residents felt their present insulation was inadequate. Several people in both surveys commented on poor conditions of local roads and access to the beaches. There was also concern about the lack of police protection in the area.

The original Clatsop County Comprehensive Plan was adopted in 1969. The Zoning Ordinance was adopted in 1966 using the interim County Comprehensive Plan. In response to the Statewide planning effort spurred by the passage of Senate Bill 100, the Board of County Commissioners commissioned a report (through the Clatsop-Tillamook Intergovernmental Council) entitled An Environmental Plan of Southwest Clatsop County, as well as plans covering the other sections of the county. At the same time, Citizen Advisory Committees (CACs) were being formed around the County in order to determine citizen views and desires, review the work of the planning staff, and to spearhead the development of their respective Community Plans. The Arch Cape CAC was formed on October 18, 1974, and consisted of Larry Ward, John Tyrrell, Mrs. Berkeley Snow, Kent Price, Roy Pettit, Jim Richmond, Jim Hill, George Rothert, and Ray Doherty. In the following months, the Committee reviewed the Environmental Plan and suggested various policy statements to eventually be included in the County Comprehensive Plan. The policy statements were derived from the Environmental Plan, the suggestions of other community groups and state and federal agencies, and people in the community. Community groups active in the development of the Plan were the Arch Cape Sewer Advisory Committee and the members of the Community Club.

With adoption of the Southwest Coastal Community Plan in 1979, the Arch Cape CAC became the Southwest Coastal Citizen Advisory Committee. Land use planning under the original Community Plan encouraged local involvement and put the CAC in charge of initial reviews of most land use and development matters in the region. While CACs in the other regions stopped functioning after their regional plans were completed, the Southwest Coastal CAC remained continuously active for decades, until dissolved by the County Commissioners in 2015. In 2017, over strong support from the community for continuing the CAC, the Commissioners adopted Ordinance 17-02 amending the Comprehensive Plan and the Southwest Coastal Community Plan to end the Southwest Coastal CAC and its role in local land use planning as the Arch Cape Design Review Board.

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In 2019 a new Southwest Coastal CAC was appointed to work on this update of the Comprehensive Plan and the Southwest Coastal Community Plan. It is the desire of the the current CAC that this committee be made a standing committee to represent the region in land use planning and other development matters, and to facilitate the flow of information between community members and County government.

**Citizen Community Involvement Goal:** To establish and maintain a Community Involvement Program which ensures the opportunity for local community members to be involved in a broad range of planning and land use issues.

### **Citizen Community Involvement Policies**

1. The Committee for Citizen Involvement shall be the seven members of the Clatsop County Planning Commission. The Planning Commission shall strive to represent a cross section of county residents in all phases of the planning process. As an appropriate component, five Planning Commission members shall be representatives of the six designated geographic areas (with a seven-member Commission, one area may have two members). No more than two Planning Commission members may reside within incorporated cities. Each member of the Planning Commission shall be selected by an open, well-publicized, public process by the Board of Commissioners.
2. The Board of County Commissioners may appoint advisory committees to address specific land use issues as needed.
3. Public notice will be sent to affected residents and community organizations neighborhood/community organizations, as defined in Section 1.0500, LAWDUC, concerning Comprehensive Plan amendments, zone changes, conditional use applications, subdivisions, planned developments, and other land use actions that require written notice.
4. Encourage County to make all development applications for new single-family homes and exterior changes to existing single family homes available for public review at least three business days before any action is taken on the application. Applications and supporting documents should be posted in an easily-accessible location on the County's website, as well as being sent via email to all persons who sign up for email notifications.
5. Encourage the Committee for Citizen Involvement to develop a written Citizen Involvement Program which addresses how Clatsop County is meeting, or will meet, the responsibilities of Statewide Goal 1. Involve the public in this process and post drafts and final documents on County's website.
6. Encourage the governing body to restore the Southwest Coastal Citizen Advisory Committee to assist the Committee for Citizen Involvement in meeting the County's Goal 1 responsibilities.
7. Consider appointing a regional Planning Liaison from the Southwest Coastal region (or from each land

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use planning region) to work with the Committee on Citizen Involvement in meeting its Goal 1 responsibilities.

8. Encourage commissioners to hold open-forum town hall meetings for residents and property owners, twice per year, in each of the planning areas.
9. Maximize opportunities for community involvement by restoring Citizen Involvement Policies 1-4 adopted by the Board of Commissioners in 1979, re-adopted in 2004, and in effect until repealed in 2017. These policies are in compliance with Goal 1, worked for the region for more than 35 years, and reflect the desire of local residents and property owners to be a part of the process going forward.
10. Create a Southwest Coastal CAC to constitute the body recognized by Clatsop County to represent the Southwest Coastal Region on planning and land use issues.
11. The CAC shall be composed of five of residents and property owners from the planning region, and should reflect a broad spectrum of interests. Members shall be appointed by the Board of Commissioners after being nominated at a well-publicized community meeting.
12. The CAC shall hold quarterly meetings in such a way that the public is notified well in advance and given the opportunity to attend and participate in a meaningful fashion.
13. Technical assistance shall be made available to the CAC through the Community Development Department and other resources of the County.
14. The CACs shall assist the Board of Commissioners and Planning Commission meet the following community involvement objectives:
  1. Opportunities for widespread public involvement
  2. Effective two-way communication with the public
  3. The ability for the public to be involved in all phases of the planning process
  4. Making technical information easy to understand
  5. Feedback mechanisms for policy-makers to respond to public input, and
  6. Adequate financial support for public involvement efforts.

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### LANDSCAPE UNITS

The Environmental Plan of Southwest Clatsop County was completed in 1974. The plan divides the planning areas into seven landscape units (see Figure 1.1) each of which have unique physical and environmental characteristics: i.e. geology, soils, moisture, vegetation, wildlife, hazards, etc.\*. The landscape units provide a framework for development that is, in part, based on the land's capability for development. Suggested policies and recommendations were developed for each unique landscape unit as well as critical hazard areas and public open space. Most of the policies and recommendations developed in the Environmental Plan of Southwest Clatsop County have been incorporated into other sections of the Plan.

#### Water Bodies and Coastal and Stream Shorelands

Water bodies include lakes, reservoirs, and rivers, streams and creeks, with either flowing or standing water for all, or nearly all, of the year. Portions of lakes, reservoirs and rivers these water bodies frequently possess characteristics of freshwater wetlands.

The Coastal Shorelands include those lands contiguous with the ocean, estuarine and coastal lakes. For a description of the extent of the shorelands and goals and policies see the Estuarine Resources and Coastal Shorelands Element. The County has taken an exception to portions of Beaches and Dunes Goal requirements to restrict riprapping and the community's site-specific land use needs. The exception process provides the ability to deal with these types of conflicts. The exception paper contained in the Goal 2 Land Use Planning Element is the documentation of the County's conclusion that "it is not possible to apply" portions of the Beaches and Dunes Goal #18 to those areas designated RSA.\*\*

There are several creeks in the area which provide individual residential water, while Cedar Creek, a small tributary stream of Arch Cape Creek and the Shark Creek are sources for community water systems.

None of the streams or creeks were identified as major estuarine resources by the Oregon Estuary Council. Most of the streams do not have flowing water during the summer months and none of the creeks are affected by tidal activities.

There are several creeks in the area which provide individual residential water. Asbury Creek and Shark Creek are sources for the Arch Cape Domestic Water Supply District. Cedar Creek is the outflow of the North Spring which is the primary water source for the Cove Beach Water District. Austin Creek provides water for the Cannon View Park Water System. There are a number of individual systems dependent on small streams serving individual homes between Cannon Beach and Arch Cape.

None of the streams or creeks were identified as major estuarine resources by the Oregon Estuary Council. Most of the streams have flowing water year-round, with the lowest flow during the summer months. Tidal influence for these streams is limited to their mouths.

\*Appendix **D A** lists the various landscape units together with the geologic units which comprise them. Refer to the Environmental Plan of Southwest Clatsop County for more detailed information on the geology, soils, moisture, vegetation, wildlife, hazards, etc. that make up the various landscape units.

#### Marine Terraces

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Marine terraces are relatively flat surfaces eroded by wave action in older rocks and the deposits, marine or alluvial, which now lie upon these surfaces. Except where dissected by streams, they are composed of relatively flat-lying or gently ocean-sloping compacted but uncemented sediments, rarely above 50 feet in elevation.

### **Headlands and Points**

Headlands and points are mostly basalt and sedimentary rock projections of erosion resistant land into the sea. Headlands and points have generally very steep slopes (and are sometimes vertical) on their seaward side. Rock reefs and offshore stacks are remnants of former headlands. Tide pools and sea caves are often a significant feature of headlands and points.

### **Coast Range Foothills**

Coast range foothills are low subsidiary hills on the edge of the coast range uplands. They range in elevation from 50 to 500 feet, and are generally composed of sedimentary rocks of Oligocene to Miocene age. They tend to have rounded ridge tops. Slopes vary from 10 to 60%.

**In the foothills just east of the Arch Cape residential community, Arch Cape Domestic Water Supply District is in the process of purchasing 1,441 acres of their drinking water source watershed (by 2023). In 2021, North Coast Land Conservancy purchased approximately 3,500 acres for wildlife habitat and recreation.**

### **Basaltic Highlands**

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

### **Sedimentary Uplands**

Sedimentary uplands consist of Coast Range Mountains over 500 feet, underlain chiefly by sedimentary rocks. Most sedimentary rocks are found below 1,200 feet, although in a few areas Eocene age sedimentary rocks are exposed at elevations of 2,000 feet. Slopes may vary from 10 to 60%.

### **Wetlands**

**Wetlands protect public health and safety by performing a variety of functions including ground water recharge, flood flow attenuation and water quality protection. Wetlands have proven to lessen the damage from flooding by slowing the water velocity, enabling water to soak into the ground, and by providing temporary storage of overbank flood flows. Wetlands reduce damage from coastal storm surges and tsunamis. Wetlands also provide unique habitat for wildlife species, many of which are either endangered or threatened, and provide opportunities for education, scientific study, and recreation. Attention to these wetland functions is essential for a community's land uses, public health, safety and welfare. Over the years, Clatsop County has lost much of its original wetlands due to development.**

### **General Landscape Unit Policies**

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1. Steep slopes (15% or greater) are at or near natural equilibrium and further steepening through excavation could initiate sliding. Excavations in these areas should be restricted and should be properly engineered.
2. Excavations in sedimentary highland (Toms) should be properly engineered to assure against slope failure (see Appendix D).
3. Proposed projects involving modifications of established drainage patterns should be evaluated in terms of potential for altering land stability.
4. Loss of ground cover for moderately to steeply sloping lands may cause erosion problems by increasing runoff velocity and land slippage. Vegetative cover for moderately to steeply sloping areas shall be maintained.

**Water Bodies and Coastal and Stream Shorelands Goal:** To conserve, protect, and where appropriate, develop the coastal and stream shorelands in the Southwest Coastal area. The following policies are in addition to those found in the Estuarine Resources and Coastal Shorelands Element.

### **Water Bodies and Coastal and Stream Shorelands Policies**

1. Grading, excavation or filling in the vicinity riparian zone of the streams rivers, streams, and creeks shall be carefully controlled in order to prevent sedimentation of the water. Filling, grading, and excavation of lands shall be prohibited within stream buffers.
2. In order to provide the greatest view potential for properties throughout the Rural Lands and Rural Service Area, the building height shall be limited to 26 feet through the Community Plan area, with ocean front property limited to 18 feet subject to variances approved by the County Planning Commission. Removal of trees (6" or greater DBH) to create or enhance views shall be prohibited.
3. ~~Those owners of vacant lots which are located in the "V Zone" of the Clatsop County Floodplain Map should be encouraged to apply for variances to the floodplain elevation height when restrictions are economically unfeasible and adjacent properties do not conform to floodplain elevations.~~
3. A vegetated buffer shall be provided along either side of Arch Cape Creek, Asbury Creek and other creeks and drainage ways critical to local drinking water supply and erosion control in order to provide clean drinking water, protect riparian vegetation, prevent loss of property due to erosion, and protect the aesthetic value of the streams. Buffers shall generally be 25 to 50 feet wide, measured perpendicular to the normal streambank unless the size of lot and natural topography would create a hardship. A hardship variance may be considered by the Planning Commission or Hearings Officer based on the individual situation, but in no event shall an impediment or alteration be permitted in a natural drainage way.

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4. Gravel **and cobble** removal from the streams shall be prohibited.
5. Placement of riprap or other shoreline protection on coastal beaches or stream shorelands shall only be permitted for lots where the protection is necessary to prevent an erosion hazard and only where development **existing existed** on January 1, 1977.
6. Development in the vicinity of Arch Cape Creek **Cedar Creek, Shark Creek, Asbury Creek, Austin Creek, and creeks in the vicinity of Grand Lane / Picture Windows Lane** shall be designed in a manner that is compatible with the beauty of the area. Controls on the removal of vegetation or filling or alteration of the shoreline shall be included in the Zoning Ordinance.
7. **Clustered development, including** open space or neighborhood park sites **and wildlife corridors,** should be encouraged **as part of** for subdivisions or planned developments.
8. Activities of the State Parks Division which pertain to the Southwest Coastal planning area shall be reviewed by the Community Development Department to insure their compatibility with the community.
9. **Emergency vehicles shall have access to the beach at all times. All other vehicles shall be prohibited from beach access in the Southwest Coastal Planning Area, south of Hug Point to the County line. The County supports the vehicle restrictions on the beach north of Hug Point.**
10. **Work with Oregon State Parks and local residents to develop a comprehensive beach access plan from Arcadia Beach to Cove Beach, balancing public access, safety, wildlife habitat, and coastal erosion.**
11. **Work with Oregon State Parks and local community members to determine appropriate regulations regarding vehicles, horses and camping on local beaches.**

### Recommendation

12. Access points to the beach and streams should be provided for at the ends of platted and vacated streets **where safe and feasible**, and shall not be unnecessarily impeded by shoreline protection, flood protection, and other structures. Access to the beach where possible should be made passable for the elderly or other persons with limited mobility. Further work needs to be done on who would maintain these access points. **Creation of new access points, or improvement of existing access points, in fragile, steep, or otherwise hazardous areas shall be avoided.**
13. **It is recommended that horse traffic on the beach at Arch Cape should not be allowed by the Department of Transportation. Horse traffic shall be prohibited on beaches in the Southwest Coastal Planning Area.**

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14. Mapping of the drainage systems in the planning area is necessary and should be considered as a future project when funds become available.

15. Encourage all landowners with independent water systems to register their systems with the appropriate government agencies so they may be identified and protected.

### Headlands and Points Policies

1. The Arch Cape headland represents an important scenic landmark for the community, the region and the State. Although the upper portions of the headland lie within the boundaries of Oswald West State Park, the lower area abutting Arch Cape creek east of Highway 101 is not part of the area inventoried as a headland. It is privately owned and may be developed in the future. Development in this area shall be carefully controlled to ensure that it is compatible with the headland. This may be accomplished by the maintenance of existing trees and natural vegetation, the requirements of the use of natural building materials such as cedar and stone, and the maintenance of low-profile structures. As previously mentioned, buffers should be required adjacent to the Oregon Coast Trail, and the Arch Cape Creek. In addition, see Rural Service Area policy number 7.

2. Encourage the State of Oregon to purchase the privately-owned portion of the Arch Cape headland as it is an important natural and scenic resource that should be permanently protected.

3. Encourage the inclusion of the Arch Cape Headland in the County's Goal 5 scenic resources inventory.

### Coast Range Foothills, Basaltic Highlands, Sedimentary Uplands Policies

1. These landscape units are resource units and should be reserved primarily for timber production, wildlife habitat, recreation and mineral resources.

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

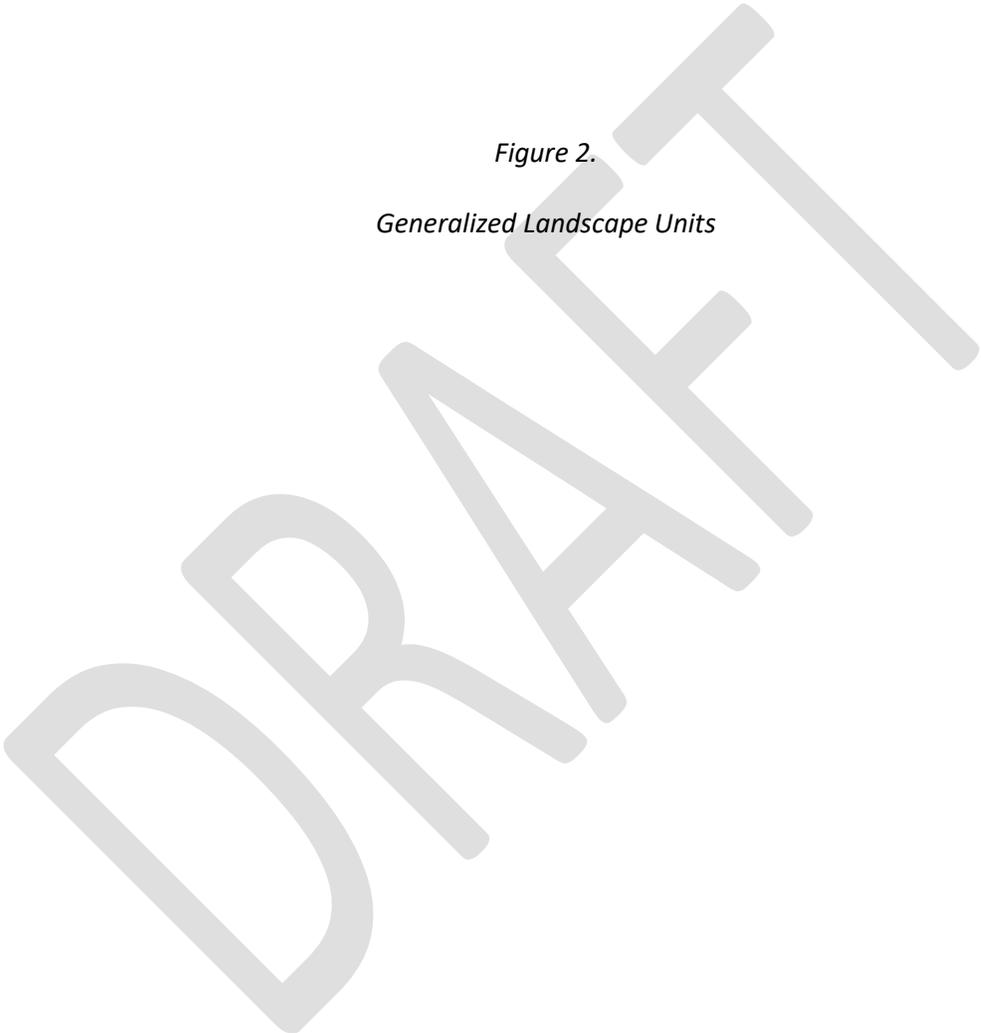
### Wetlands

**Goal:** Complete the Goal 5 process for wetlands in the Southwest Coastal Planning Area.

### Policies

1. Add the Arch Cape/Cove Beach Local Wetlands Inventory (2011) to the County's Natural Resources Inventory, or fund a new inventory of the South County wetlands and lakes.
2. Adopt a local protection program for any lakes and wetlands in the Southwest Coastal region identified as significant, including setbacks for lakes and wetlands within 50' of any existing or proposed development including roads. In the alternative, adopt a Safe Harbor Ordinance.
3. Consider re-zoning properties with significant lakes and wetlands as Lake & Wetland ("LW") and extend the LW zone to these South County areas.
4. Encourage State and County to prohibit filling the remaining wetlands in Arch Cape and Cove Beach.
5. Encourage County to establish setbacks to wetlands. Setbacks should be 50 feet for significant wetlands, 25 feet for non-significant wetlands, as identified in the Local Wetlands Inventory.
6. Buffer wetlands by protecting the uplands adjacent to wetlands where land development increases the flow of water and pollutants which can overwhelm the ability of wetlands to provide their functions and threaten sustainability.
7. Encourage County to require an additional fee when an applicant proposes to develop wetland property, to be used to pay a County wetland expert to verify all wetland delineations based on a developer's paid consultant.
8. Ensure Riparian Zone covers creeks and streams as well as rivers, and that "emergent wetland vegetation" covers associated wetlands.
9. Locally significant wetlands should be identified and preserved through a local wetland protection program.
10. The Shoreland Overlay GIS layer should be completed and made available to the public.
11. The 2017 recommendations of the Wetlands Advisory Committee should be implemented.
12. A transfer of development rights (TDR) program should be implemented to further protect wetlands and other sensitive natural areas.
13. A tax incentive program should be implemented for preservation of wetlands and riparian areas.
14. Cove Beach Lake should be evaluated for protection under Goal 5 as a cultural and/or historic resource.
15. Coordinate with state and/or federal agencies in the regulation of offshore energy generation facilities to ensure scenic views are preserved.

Figure 2.  
Generalized Landscape Units



## SOUTHWEST COASTAL COMMUNITY PLAN 2040

### CRITICAL HAZARD AREAS

There are numerous hazards in the area which can and do affect people's lives and property. Below is a brief discussion of the hazards together with policies to manage development in the natural hazards areas. Figure 3. shows the various mapped hazards in the planning area.

#### Landslides

Landslides can be started by storms, earthquakes, volcanic eruptions, fires, and human modification of land. In a landslide, masses of rock, earth or debris move down a slope. Landslides may be small or large, slow or rapid.

In the Southwest Coastal Planning Area, the areas largely free from landsliding problems are those with gently sloping inland portions of the marine terrace at Arch Cape, Arcadia Beach and Cove Beach. Other areas in the planning area have had a history of landslides. As a result, a study was undertaken by Martin Ross at the request of the Clatsop County Department of Community Development to identify the geologic hazards and to develop policies and recommendations regarding potential development in these areas. The study area included the coastal portion of Clatsop County from Cannon Beach to the Tillamook County line. This report is included as part of the inventory data.

Certain parts of the Southwest Coastal planning area are at risk of catastrophic landslides which have the potential to isolate communities from service centers to the north and south. Landslides may be accompanied by utility outages and damage to infrastructure. Residents and visitors alike should be prepared for the possibility of two weeks sheltering in place until outside assistance is available.

#### Erosion - Ocean Shoreline

The combination of storms, high tides, and the relative soft material of the marine terrace, plus the lack of sand buildup account for the critical erosion in the study area. While sand is building up (penn) from Tillamook Head to Camp Rilea, it is being washed away on the south side of the head. The rate of erosion varies from .5 to 15.0 feet a year, depending on the rock types and other factors such as shoreline configuration. Martin Ross' report (see Inventory Data) provides additional information on the Southwest Coastal Planning Area.

In 2020 the Oregon Climate Change Research Institute prepared a report for the Oregon Department of Land Conservation and Development detailing future climate projections for Clatsop County. The report concluded the following climate-related risks has a high or very high confidence level of increasing in Clatsop County in the early-to-mid 21<sup>st</sup> century: heavy rains; flooding; wildfires; loss of wetland ecosystems; ocean chemistry and chemical changes; coastal hazards; and heat waves.

Sea level rise and increased storm events are resulting in accelerating and worsening coastal erosion. Over time, there will be more damage to and loss of roads, utilities, beach accesses, decks, and houses. The loss of land and beaches may result in additional shoreline armoring and beachfront protective structures, which could reduce beach access and beach area. If it is not along the entire beach, armoring in select areas will likely accelerate land loss in unarmored areas.

Increased occurrences would have significant ramifications on traditional industries such as fishing, farming,

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logging, and tourism. Pressures on housing and services due to a potential for people relocating from less sustainable or livable areas would also affect land use policies and decisions in the Southwest Coastal region.

### **Stream/Ocean Flooding**

There are several creeks in the area which could be subject to flash flooding, the largest of which is Arch Cape Creek. Areas along the coast, which are subject to the 100-year flood, have been mapped under the National Flood Insurance Program and are designated on Flood Insurance Rate Maps. Increased seasonal heavy rains and sea level rise will result in more flooding.

### **Earthquakes and Tsunami**

A tsunami is a series of waves usually caused by an undersea earthquake. As these waves enter shallow water near land, they increase in height and can cause great loss of life and property damage. The first wave is often not the largest; successive waves may be spaced many minutes apart and continue to arrive for several hours.

In June 2013 the Oregon Department of Geology and Mineral Industries released new maps showing the coastal areas within the Southwest Coastal Planning Area to be within tsunami inundation zones. These maps, drawing on the latest scientific data, identify those areas at risk of inundation from a projected worst-case local Cascadia zone tsunami and a worst-case distant tsunami.

### **Wildfires and Drought**

Increased seasonal drought will result in reduced surface and groundwater. Drinking water may not be available to all users during dry seasons. Some streams and wetlands may have less water in dry seasons, impacting fish and other wildlife.

Communities within the Southwest Coastal Planning Area are situated adjacent to forestland, and many of the undeveloped lots within the AC-RCR and CR zones include forests. Due to drought and associated pests and diseases, forestland wildfire risk is increasing. As a result, the communities have increasing wildfire risk and have potential for low air quality due to smoke from nearby and distant wildfires.

**Landslides/Erosion Goal:** To prevent hazards to people and property through the use of reasonable building controls.

**Critical Hazards Goal:** To prevent harm to people and damage to property through the use of reasonable building controls. To work together to prepare for the survival needs of residents and visitors.

### **General Policies**

1. Chapter 70 of the Uniform Building Code-Appendix J of the Oregon Structural Specialty Code, which pertains to grading, should be applied to all development within the Southwest Coastal planning area.

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2. In addition to where required in Appendix J of the Oregon Structural Specialty Code Chapter 70 of the Uniform Building Code, favorable site-specific investigations (conducted by qualified geotechnical experts at the developer's expense) shall be prerequisites for the issuance of building or excavation permits in any area recognized as geologic hazard area as shown on the Hazards map included herein.
3. Density of development in the Rural Community areas RURAL SERVICE AREA shall be related to the degree of slope present on the site, and shall conform to these categories:
  - a. Zero to 12% slopes, moderate density (7,500 sq. ft.).
  - b. 13% to 25%, low density (2 dwellings per acre).
  - c. Greater than 25% slopes, very low density (1 dwelling per acre or less, depending on favorable geologic site investigation).
4. Densities may be increased for those areas affected by 3.b. and 3.c. to a maximum of 7,500 sq. ft. In Rural Community areas, lot sizes may be reduced to a minimum of 7,500 sq. ft. for areas identified in policy 3.b. and 3.c., above, in a RURAL SERVICE AREA where site investigations indicate the area can withstand greater development, or may be reduced where evidence of landsliding is present or the site investigation is unfavorable.
5. Development on slopes or greater than 15% should generally leave the natural topography of the site intact. Existing vegetation, particularly trees, should be retained on the site. Cut and fill construction methods should be discouraged. Access roads and driveways should follow slope contours in a manner that prevents rapid discharge, and prevents erosion. Excavations and fills should be controlled through the enactment of Appendix J of the Oregon Structural Specialty Code Chapter 70 of the Uniform Building Code. The policy will be enforced by the County Department of Planning and Development and Building Department with assistance from the County Engineer.
6. Vacating or re-platting of old subdivisions in hazardous or in steeply sloping areas shall be encouraged through the use of incentives such as waiving fees.
7. Shoreline protective devices such as seawalls, revetments or dikes shall be evaluated for their impacts on adjacent property, visual impacts, impact on public access, and potential public costs. Beachfront protective devices shall be evaluated, both those located east and west of the State Zone Line. [move to Coastal Armoring Policies section]
8. Construction on poles or pilings shall be the preferred method of construction in areas of storm drainage problems (identified above). Where filling is proposed, the amount of fill shall be the minimum necessary for the placement of structures or driveways.

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### Critical Hazard Area Policies

#### Landslide Hazard Policies:

1. Expand the County's ongoing emergency preparedness efforts to include a program which addresses survival of Southwest Coastal residents and visitors in the event of catastrophic landslides or other disasters which isolate the region from outside services for an extended period of time.
2. Allocate funding to build community-based survival caches with food, water, heating supplies and other essentials. These caches should provide adequate supplies for unprepared residents, day visitors, and people staying in rental facilities. A local committee should be tasked with ongoing implementation of this program as supplies will need to be monitored and periodically replaced.
3. Develop a community education effort encouraging residents and vacation home owners to create survival caches in their homes. Inns, B&Bs and STRs should be required to have survival caches on site and show proof as part of the permitting/renewal process.

#### Coastal Erosion Policies:

1. Increase oceanfront setbacks for all new construction in higher erosion areas.
2. Prohibit decks, sheds and other currently allowed infrastructure within oceanfront setback areas.
3. Require oceanfront native vegetation to be kept intact or be replanted.
4. Plan for managed retreat of roads, utilities and other infrastructure.
5. Require removal of debris from buildings and infrastructure that fall (or prior to falling) onto the beach or into the ocean.

#### Coastal Armoring Policies:

1. Work with DLCD and State Parks to establish a comprehensive beach armoring plan for each community within the Southwest Coastal Planning Area. The plan should also identify areas that should not be armored.
2. Identify public beach accesses which will be kept and which cannot be kept, and how to ensure there are safe entry and exits from the beach, especially for tsunamis, high waves and other emergencies.
3. Prohibit private beach accesses from individual oceanfront properties.

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4. Shoreline protective devices such as seawalls, revetments or dikes shall be evaluated for their impacts on adjacent property, visual impacts, impact on public access, and potential public costs. Beachfront protective devices shall be evaluated, both those located east and west of the State Zone Line.

### Earthquake and Tsunami Hazard Policies:

1. Limit or prohibit development in the Distant Tsunami Zone.

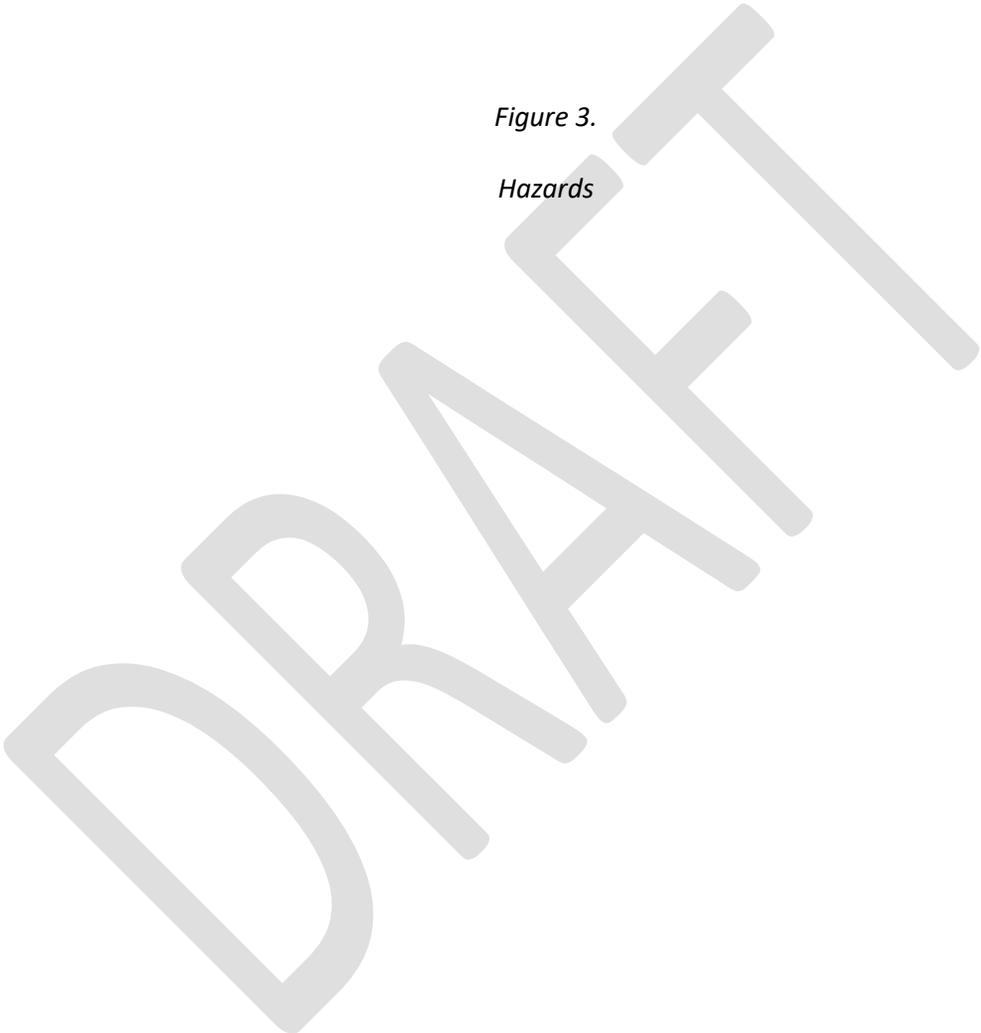
### Drought & Flood Hazard Policies:

1. Work with the state to ensure that well/surface water permits are issued and reviewed periodically with increased drought in mind.
2. Limit development in areas with seasonal droughts, or support/encourage water catchment systems.
3. Work with DSL to protect significant wetlands & riparian setbacks.

### Wildfire Hazard Policies:

1. Consider fire resilient building requirements in properties adjacent to forestland, as well as properties in forested areas within development zones.

Figure 3.  
Hazards



## SOUTHWEST COASTAL COMMUNITY PLAN 2040

### COMMUNITY CONCERNS

#### Housing

In the Southwest Coastal Planning Area about 60% (104) [enter current figures] of the homes are for recreational use. Of the remaining 40% or 70 homes, somewhere between 12-20) [enter current figures] homes have a member who has full-time employment in the vicinity. It is a community of choice in which people take great pleasure in the remoteness of the area. It is a community to which almost all migrated, unlike towns in which residents are born, find jobs and spend most or all of their lives. The housing situation is distinct from areas that have a need for a large and varied housing stock to accommodate people of varied income levels. Housing in the Southwest Coastal CAC area is generally larger, younger and valued slightly higher than the rest of the County with very few of the houses needing major repairs. Taken together, the existing housing in the Southwest Coastal area does not have any significant problems. Most of the houses were either built for or by the present owners. The typical development pattern is on a lot-by-lot basis rather than through large scale development, although this might change now that the sewer project is completed. There are few permanent rental units in Arch Cape.

#### Short-Term Rentals

In 1979 when this Community Plan was adopted, and even in 2004 when it was last reviewed, there were two types of homes in the Southwest Coastal Planning Region. One was homes owned and lived in by permanent residents, some employed locally and some retired. The other was vacation homes used on a part-time basis by owners and their invited guests. There were few permanent rentals and only a small number of homes rented as transient lodging.

Within the past 10-15 years a third type of home and homeowner has become prevalent in the region: the Short-Term Rental (STR). These are homes used almost exclusively for transient lodging. Many have professional managers who advertise the rentals on internet sites such as VRBO or AirBnB, accept online bookings, check-in visitors remotely, and employ the cleaning and maintenance staff needed to service this type of business. Some owners have converted their vacation homes to transient lodging for extra income, while others have purchased or built homes specifically to use them as income-producing investments.

Residents and vacation home owners who don't rent their homes have grown increasingly unhappy with STRs for a variety of reasons. There are problems with noise, parking, trash, off-leash animals, and other nuisances, and no owner or manager on site to handle the problems. There are concerns about over-occupancy and the burden this puts on local infrastructure including roads, sewer and septic systems, and water that is already in short supply during the summer months. Many feel the character of the neighborhoods have changed with this influx of transient commercial activity, and the quality of life of residents along with it.

A housing study conducted in 2019 for The County and its incorporated cities found that STRs were a major factor in the housing shortage that exists within the County. While there are more than enough residential homes for the population, 27% are considered vacant because they are either vacation homes or used for transient lodging. Residents are not finding affordable rental housing, and the cost of buying a home is skyrocketing as private residences are marketed for their income-producing potential.

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

The County began licensing STRs in Arch Cape in 2004 and in the rest of the County in 2018. At the end of 2021, there were 76 licensed rentals in Arch Cape and 21 in Cove Beach. A moratorium was in place on new licenses, and the County was soliciting input on whether this type of commercial activity should continue to exist and flourish in areas which are zoned exclusively residential.

**Housing Goal:** To provide for a wide range of housing needs in the community. To maintain the current residential character of the community. To encourage development which blends with its rural setting and preserves natural resources to the maximum extent possible.

### **Housing Policies**

1. A high quality of housing in the area shall be promoted through the use of the natural landscape, existing vegetation, and good design. Development projects which require removal of all or most trees on the lot shall be denied.
2. Planned development and re-platting old subdivisions shall be encouraged required in order to preserve steep slopes and other sensitive areas, such as wetlands, in their natural condition.
3. Housing developments and subdivisions should be designed to emphasize the rural, coastal appearance of the community; that is, less emphasis should be placed on curbs, sidewalks, and wide streets and more emphasis placed on the maintenance of trees, natural drainages, open space and larger lot sizes. New subdivisions and other planned developments shall be clustered and provide common open space.
4. Housing shall be developed where services are readily available. Subdivision of land and planned development shall be allowed only where septic tank, sewer and water capacity is sufficient to meet its needs. The County needs to work closely and formally with the local utility Districts (Water, Sewer, Road) to determine the projected maximum support levels in order to match development to that which can be supported by the intrinsic capacity of each utility District.
5. Housing for low- and moderate-income persons should be encouraged in Arch Cape the Southwest Coastal Planning Area through agencies such as the County Housing Authority, Northwest Oregon Housing Association, Farmers Home Administration, U.S. Department of Housing and Urban Development, and the State Housing Division. Short-term rental uses shall be appropriately limited in the Southwest Coastal Planning Area to ensure there is an adequate supply of housing for low- and moderate-income persons.

### **Short-Term Rental Policies**

1. Define Short-Term Rentals as commercial activity and restrict new licenses to homes in commercial zones.
2. Create a plan to phase-out Short-Term Rentals in the residential zones by eliminating license renewals and license transfers to new owners.

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3. Limit the number of rentals by limiting the number of times a home may be rented in a month. Arch Cape currently allows four rentals per month, while the rest of the region has no limit. The entire Southwest Coastal planning region should be limited to no more than two rentals per month, which is currently the limit in Cannon Beach.

4. Place limits on occupancy. The region is zoned for mostly single family homes, and the average family in 2020 was 3.15 people. There should be no more than two occupants per bedroom with a maximum of eight occupants.

5. Consider offering property tax credits to owners who terminate their STR licenses early.

6. Consider offering property tax credits to owners who convert STRs into rental housing for residents.

### **Public Facilities**

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

The availability of either adequate water or waste systems has limited development in the past and will greatly influence future growth. Figure 4. shows the various public facilities and services in the area as well as roads in the area. There is greater detailed information contained in the inventory data if so desired.

#### *Sewer System*

The Arch Cape Sewer Service District sewer system was completed in 1975. It is designed for a population of 1,150 persons with present population in the summer months being around 450 to 500 persons. Verify with sewer district

#### *Water Systems*

In the Southwest Coastal Planning Area there are three-several public water systems: Falcon Cove Beach Domestic Water Supply District, Arch Cape Water Service District, and Cannon View Park, Inc., and several small, isolated shared systems.

Falcon Cove Beach Domestic Water Supply District has about 53-96 connections with a capacity of 100 approximately 125 connections. They have inadequate fire protection and At certain times of the year, they have had water supply problems for the present users.

The Arch Cape Domestic Water Service Supply District presently has 166-295 connections and the capacity, at this time, is unknown 430. The system was found to be deficient in treatment, storage, and pipe size as well as fire protection. The estimated cost for improvements to the system in 1976 was \$767,000 to \$811,000. The district has hired an engineer to determine present capacity and future improvements. A second source was developed on Asbury Creek in 1999 to meet water demand during the driest months of the year. Extensive upgrades were made to the distribution system in 2010, and the water treatment plant was completely upgraded with a brand-new membrane treatment system in 2014. Since 2017, The District has been determinedly working to acquire 1457 acres of forestland bordering the community for creation of a community forest and protected watershed.

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

Cannon View Park, Inc. has ~~39~~ approximately 50 connections with a capacity of approximately 73. Ninety-five percent of the present connections are for vacation homes. Recent improvements to the system's new distribution lines and storage tank have addressed the system's supply and fire protection problems.

### *School*

The Southwest Coastal Planning Area is within the Seaside School District #10. With predominant population consisting of either seasonal or retirement age, the anticipated growth in the planning area will not be a burden to the existing school facilities.

### *Fire Protection*

Fire protection is provided by Cannon Beach Rural Fire Protection District which has ~~32~~ 20 volunteer firefighters firemen and 4 pumper trucks, three engines and two brush trucks. With the station in Arch Cape and the replacement of the older pumper, the fire insurance rating in this area is 3 or 3x 6. (Rating is based on a scale from 1 to 10, with 10 representing no fire protection).

### *Police*

Residents in this area receive police services provided by the County Sheriff and State Police. The Sheriff's Department patrols the area on an average of once a day.

### *Storm Drainage*

At the present time, there are no formal storm drainage facilities in the south County area. All drainage flows into natural drainages or collects into low areas. The clay soils (marine terrace) form an impervious barrier to storm water, as well as septic tank effluent.

**Public Facility Goal:** To provide public facilities and services capable of meeting existing and future needs at appropriate levels for the RURAL SERVICE AREA and RURAL areas in the most cost-effective manner.

### **Policies**

1. No filling shall be permitted which would raise the water level on adjacent property, or overtax existing storm drains. Developers shall be responsible for installing storm drainage systems the distance necessary to drain their property and property in those areas which may be affected.
2. All developments shall indicate on the plot plan or building plans how storm water is to be drained. The Planning Commission or Building Official shall require the installation of culverts, dry wells or retention facilities in developments with major storm drainage impacts.
3. Developments shall be allowed only if the systems (water, sewer, and fire protection) are capable of supporting increased loads. Phasing of development may be allowed if improvement of public facilities is

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

assured by the time construction and the additional loads are anticipated.

4. Utility rights-of-way, where not located within highway rights-of-way, should be reserved evaluated for future utilization as part of a greenbelt or pathway. Prior to approving vacation of a public right-of-way, the right-of-way should be evaluated for possible significance as part of a greenbelt or pathway system.
5. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer districts shall approve the development prior to the issuance of either plat approvals or building permits.

### RURAL SERVICE COMMUNITY AREAS

1. All new development including single lots shall install underground utilities such as electricity, telephone, and television cable. Efforts to place existing lines underground in already developed areas should be encouraged. Utilities shall be moved underground in conjunction with any substantial renovation (project cost greater than 25% of the assessed value of the structure).
2. Any extensions of utilities to new developments within the respective boundaries of Arch Cape Service District and Arch Cape Domestic Water Service Supply District shall be financed according to the determination of the appropriate governing body. In determining the proper financing for such extensions, the governing body shall take in consideration the benefit, if any, occasioned by extension of the system, new demands placed on the system, increased costs of maintenance, operation, improvements and depreciation, and other factors relevant to distributing the benefit and burdens occasioned by the system's extensions.
3. New development within the service districts' boundaries shall bear an appropriate share of capital costs, capital improvement costs, and operation and maintenance costs of the respective district. Monies acquired from such new construction through connection charges will be used for improvement and depreciation of the utility systems as designated by the governing body of the respective district. Costs of expanding the system's capability will be borne according to the determination of the governing body of the district, and the methods of financing selected to pay for the system's expansions.
4. Sewer or water services will not be extended outside of the RURAL SERVICE COMMUNITY AREAS.
5. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer district shall approve the development prior to the issuance of either plat approval or building permits.

### RURAL LANDS

1. The capacity of rural water systems will be limited to that necessary for development at rural densities and

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

may also be limited by the intrinsic availability of water. This intrinsic availability of water may also be seasonal and may be severely impacted by climate change (as seen during the drought years of 2014-2018).

2. If water service is to be utilized, either in the development of a subdivision or the building of individual residences, the local water district shall approve the development prior to issuance of plat approvals or building permits.

### **CONSERVATION** FOREST LANDS AND CONSERVATION OTHER RESOURCES

1. Public facilities will be discouraged from developing in these Plan designations.
2. 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.

### NATURAL

1. There will be no public facilities in this Plan designation.

### **Recommendations Policies**

1. The County Sheriff's Department should hold some informational meetings in the area on crime prevention.
2. All the watersheds in the planning area need to be more clearly defined and mapped. Additionally, each watershed has individual problems which need to be identified.
3. **Drinking watersheds and groundwater sources should be identified and added to the County's public GIS maps. Policies to protect those sources, including stream buffers, should be developed and implemented.**
4. **Coordinate with state and/or federal agencies in the regulation of offshore energy generation facilities.**

### **Transportation**

There is a heavy reliance on the automobile in the area, in part due to the smallness of the community, the isolation from urban areas, and the makeup of the community. — In the Department of Transportation's Six-Year Highway Improvement Program, they had proposed to repave and widen 3.3 miles of U.S. 101 at Arch Cape. — This proposed improvement has been removed from the Six-Year Program due to lack of highway

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funds.

In the community, roads are narrow with a mixture of gravel and oil mat surfaces. — In the public needs survey of this area, 50% of those surveyed who were full time residents felt the roads were inadequate.

Transportation for the elderly and handicapped has always been a problem in the rural section of the County. Clatsop County is now involved in a mini van service for the elderly and handicapped, providing transportation to the various areas in the County at least once a week.

Many residents walk extensively for both transportation and pleasure. — Walking on the beach is a major form of recreation for both residents and visitors. — There are no sidewalks in the Arch Cape community, but the low traffic level off U.S. Highway 101 hardly indicates the need for them. — Residents seem quite content to walk in the narrow "country lane" type streets to reach the store and each other's houses as well as to the beach.

There is a heavy reliance on the automobile in the area, in part due to the isolation from urban areas and the fact most residents and property owners have at least one vehicle. The area does not have adequate population to support public transportation, although a mini-van service exists for the elderly and disabled.

Highway 101 is the only through street in and out of the area, with a 55 mph speed limit except around several curves where reduced speeds are advised. A passing lane in Arch Cape was removed by the Oregon Department of Transportation for safety reasons thanks to the efforts of community members and the local Community Club. More recently, the speed limit in Arch Cape was reduced to 50 mph in hopes of slowing traffic through this residential community.

In all of the communities within the region, existing roads are narrow with a mixture of gravel and oil mat surfaces and no sidewalks. Residents and visitors enjoy the rural feel of these roads, but they present problems for emergency vehicles, especially when vehicles are parked along them.

On the east side of Highway 101 in Arch Cape, new development is leading to a proliferation of short access roads which serve individual properties but are not part of any unified road or transportation plan. New roads are required to be built to County road standards which are out of keeping with these rural areas, with each new road resulting in the removal of many of the community's remaining trees and wildlife habitat.

Many residents walk extensively for both transportation and pleasure. Walking on the beach is a major form of recreation for both residents and visitors. Residents seem quite content to walk the narrow "country lane" type streets, but are concerned about traffic safety when required to walk along or cross Highway 101. As the Arch Cape community develops on both sides of the highway, pedestrians must cross the busy highway to get to the beach, visit friends, and pick up their mail.

As of 2021, there are limited public transportation options available in the Southwest Coastal Planning Area. Tillamook County Transportation District operates a "NW Connector" service (Route 3) that goes to/from Cannon Beach three times a day and that can be "flagged" by a rider at the Arch Cape Deli (or other point along Highway 101 where there is a safe pullout for the transit bus). Once at Cannon Beach, a rider can connect with the Sunset Empire Transportation District Route 20 to/from Seaside (about 12 times/day) with a number of other possible onward bus connections from the Seaside Bus Depot. There is also a connection in Cannon Beach to a NorthWest Point bus to/from Portland (2 times/day)

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**Transportation Goal:** To maintain an efficient and safe transportation system in keeping with the character of the community. To safely and efficiently meet the transportation needs of the regional communities while keeping their rural character. To improve safety for vehicles and pedestrians accessing Highway 101.

### Policies

1. Access points onto U.S. Highway 101 shall be kept to a minimum to reduce the potential for accidents. New subdivisions or larger developments development shall use common frontage roads, and lots shall be designed so as not to front or have access onto the highway.
2. Streets in new developments shall be designed to minimize disturbance of the land by following contour lines, retaining mature and native trees to the extent possible, and avoiding cut-and fill construction techniques.
3. Unnecessary rights-of-way should be used as greenbelts, wildlife corridors, walking trails or bike paths where appropriate. Prior to approving vacation of a right-of-way, the right-of-way should be evaluated for possible significance as part of a greenbelt or pathway system. Street vacations shall only be approved where there is evidence to establish that the right-of-way does not provide a public benefit or use.
4. A buffer of existing or planted vegetation should be left not less than 25 feet shall be maintained or planted between all developments and U.S. Highway 101 to reduce the noise and other effects of traffic on residences and to maintain the scenic character of the highway.
5. Improvements of U.S. Highway 101 in the Arch Cape area Southwest Coastal Planning Area which involve a major action shall be reviewed by the CAC to insure it is compatible with the community. Major action as defined by the Oregon Action Plan: an action involving substantial planning, time, expenditures or environmental impact.
6. The County and State should continue in maintaining the visual clearance to oncoming traffic on U.S. 101.
7. Not only is it necessary for the County to adopt road standards which provide for economical and proper maintenance, but standards which consider the particular areas and the desires of the local citizens residents. To that end this plan encourages road standards which are suited to the character of development in the area. These roads generally are narrow, containing several dead ends, and serving few permanent users.
8. The County shall support the Clatsop County Senior Bus System for seniors citizens and the handicapped.
16. Parking should be limited on roads with inadequate width to accommodate fire access.

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17. Parking for short-term rentals should be limited to off-street spaces approved by the County.

### Recommendations

11. At the time County roads in Arch Cape are improved, speed controls such as speed limits or caution signs should be examined.
12. Establish a plan for bicycle and pedestrian pathways throughout Arch Cape, emphasizing safety and connectivity across Highway 101.
13. Encourage Oregon Department of Transportation to further reduce the speed limit through Arch Cape in order to improve safety for pedestrians. 30 mph is recommended.
14. Create a Transportation Plan for the east side of Arch Cape which identifies common frontage roads, limits access points onto Highway 101, facilitates building streets to minimize disturbance to the land, and turns rights-of-way that are not needed for motorized travel into bike paths or pedestrian trails.

### Open Space, Historic, Recreation, Scenic and Natural Areas

The following discussion and policies are in addition to those found in the Comprehensive Plan, Goal 5 Open Space, Scenic and Historic Areas and Natural Resources, and Goal 8 Recreational Needs Elements. Sites inventoried in Figure 5 are in addition to those inventoried in the Open Space and Recreational Needs Elements are local desires and are not to be construed as additional Goal site requirements.

The existence of the community at Arch Cape and other residential areas within the planning area is attributable, in large part, to the vast beach and areas of open space in the vicinity. Arch Cape and the surrounding area is a recreation area primarily, but one that is not dependent on tourism for support. It is an area that is above all residential. Figure 5 shows the recreation, open space, historic, scenic and natural sites in the planning area.

In the planning area there are 2-two State parks, Oswald West and Hug Point, which provide parking, camping, and picnic facilities. There are also 2-two wayside parks, one at Arcadia Beach and one across from Cannon View Park. Several years ago, the State Parks Division tried to establish a visitor's wayside near Leech Road but encountered considerable opposition from the residents in Arch Cape. At present, the Department has no plans for wayside in the area.

There are three bicycle routes which pass through the planning area, the Oregon Coast Bicycle Route, the Trans-America Bikeway TransAmerica Bicycle Trail, and the Northwest Oregon Loop Bicycle Route. All three routes follow U.S. Highway 101.

On January 22, 1975, the State Transportation Commission established the first stretch of the Oregon Coast Trail (OCT) from the Columbia River spit to Barview at the north end of Tillamook Bay. The route follows 5 miles of beach and comes across the Arch Cape Creek footbridge into Oswald West Park. The trail climbs the headland and continues on toward Neahkanie Mountain and Tillamook Bay. This is the first length of the trail which will ultimately extend the entire length of the Oregon coast. The OCT continues south to the California border.

Arch Cape Creek constitutes one of the most important natural resources in the community Southwest Coastal

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**Planning Area.** The creek is **was** identified by the community **survey** as an extremely important natural area, scenic resource and wildlife habitat. Although it is not pristine or undeveloped, it is still highly valued by local residents. Other streams in the area that are considered valuable to the community are Asbury and Shark Creek, **in Arch Cape, as well as Cedar Creek and Mason Creek, in Cove Beach.**

There are several off-shore rocks in this planning area which are **part of the Oregon Islands National Wildlife Refuge, managed by the U.S. Fish and Wildlife Service (USFWS) in State ownership.** These rock islands are **Gull Rock, Castle Rock, Lion Rock, Jockey Cap, Unnamed Rock and the Needles** which were identified as natural areas by the Nature Conservancy for uniqueness and their importance as a wildlife habitat. **According to USFWS, the refuge includes 1,853 rocks, reefs, and islands and stretches from Tillamook Head near Seaside south to the California border. All of the rocks and islands of the refuge are designated National Wilderness Areas, with the exception of 1-acre Tillamook Rock. Most of Oregon's estimated 1.2 million nesting seabirds use Oregon Islands Refuge as a place to raise their young, and Oregon's seals and sea lions use the islands as a place to haul out and rest or to give birth to their pups.**

The Southwest Coastal Planning Area also includes a portion of one of the five Oregon Marine Reserves, which are ocean areas dedicated to conservation and scientific research. The Cape Falcon Marine reserve extends 2-3 miles out from Oswald West State Park, south to Neahkahnie Beach. Rules within the Marine Reserve area include no ocean development and no take of animals or seaweeds. The shoreside area along the Cove Beach neighborhood is designated as a Marine Protected Area, which prohibits ocean development but does allow recreational hook and line fishing from the shore and any legal take, not otherwise restricted, above the low tide line.

**There are two historic sites in this planning area, a wayside park containing the cannon from the U.S. gunboat "Shark" and the site of an early post office established in the late 1800's.**

**The areas within state ownership that should be provided further protection are:**

**Arch Cape intertidal area potential need**

**Hug Point intertidal area potential need**

**The marine organisms in these tidepools are vulnerable to collection by the thousands of visitors that pass through the area each year. Although they are regulated (daily limit - 10 animals in total; no limit on kelp worms, ghost shrimp and sand crabs), it is difficult to enforce. The diversity of these pools has been depleted considerably by the ability of each person to take up to 10 animals, especially in the case of starfish and other more desirable forms. An overabundance of other forms is created disrupting the balance of the tidepool community of organisms.**

**There are two historic sites in this planning area, both in Arch Cape. One a wayside park containing a replica of a cannon from the U.S. gunboat "Shark", and the other is the site of an early post office established in the late 1800s. The cannon, for which Cannon Beach is named, was found by the Tillamook Indians shortly after the "Shark" was shipwrecked at the mouth of the Columbia in 1846, and for many years was displayed outside the post office. Two more cannons from the "Shark" were found on Arch Cape Beach in 2008. The first cannon is now on display at the Cannon Beach History Center, while the others are at the Columbia River Maritime Museum.**

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In 2021, the North Coast Land Conservancy acquired 3,500 acres of temperate rain forest land above Arch Cape, creating Oregon's own Rainforest Reserve. Together with the adjacent Oswald West State Park and Cape Falcon Marine Reserve, it helps form a continuous 32-square-mile conservation corridor stretching from the summits of coastal-fronting mountains to the nearshore ocean. The Rainforest Reserve is North Coast Land Conservancy's largest habitat reserve and one of the largest privately conserved properties in western Oregon. It is the mountainous horizon line you see looking southbound from Astoria to Cannon Beach, or north from Rockaway Beach and Nehalem Bay. It is home to rare plants and animals and forests of spruce and hemlock growing toward maturity, helping to combat the climate crisis by retaining and improving forest health and wildlife habitat and biodiversity.

As of 2022, the Arch Cape Domestic Water Supply District is working to secure the purchase of 1500 acres of forest land above Arch Cape. This land includes the watersheds for Arch Cape's water, and will provide clean water, stabilized water rates, and conservation and recreation opportunities. It will become part of the conservation corridor that includes Oswald West State Park, the Rainforest Reserve, and Cape Falcon Marine Reserve.

The areas within state ownership that should be provided further protection are:

Arch Cape intertidal area - potential need

Hug Point intertidal area - potential need

The marine organisms in these tidepools are vulnerable to collection by the thousands of visitors that pass through the area each year. Although they are regulated, limits are difficult to enforce. The diversity of these pools has been depleted considerably by the ability of each person to take multiple animals, especially in the case of starfish and other more desirable forms. An overabundance of other forms is created disrupting the balance of the tidepool community of organisms.

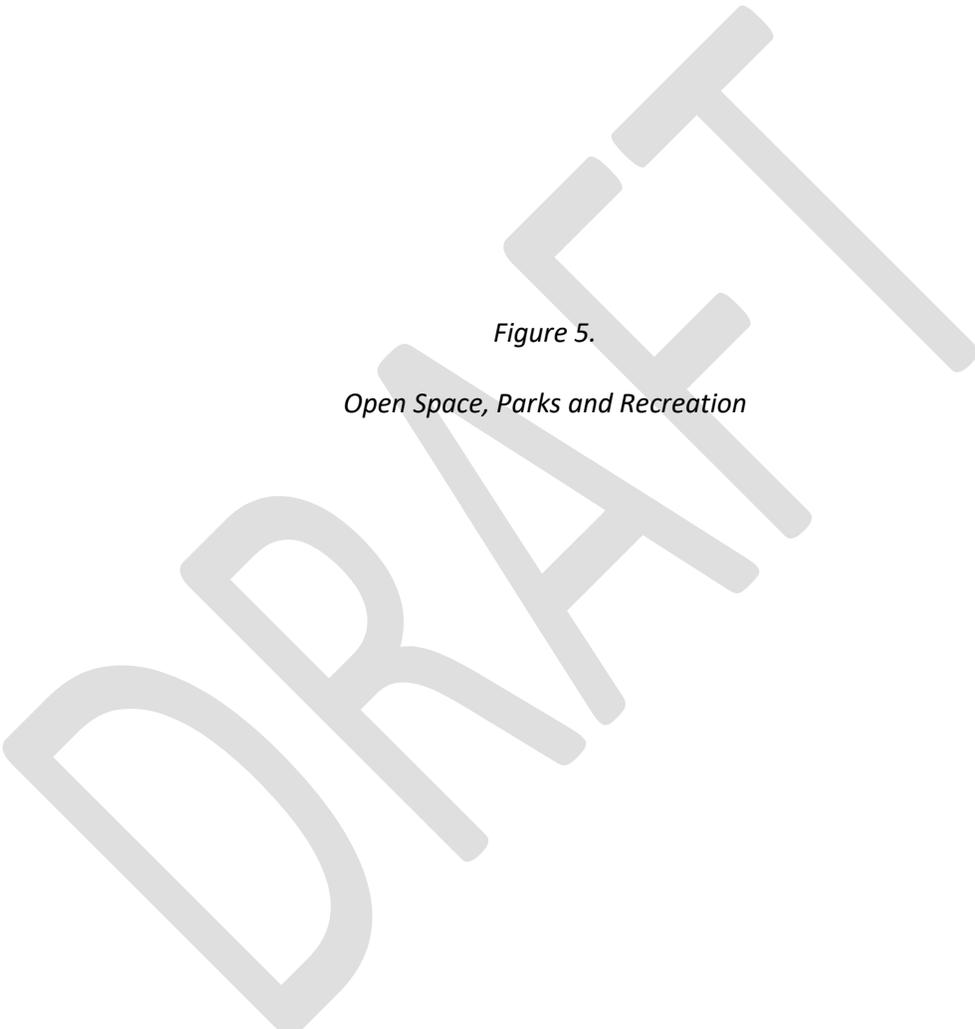
**Open Space, Historic, Recreation, Scenic and Natural Areas Goal:** To preserve the open space and recreation qualities of the riparian areas, wetlands, beaches, and the surrounding forest areas throughout the Southwest Coastal Planning Area Arch Cape Creek, the beach, and the surrounding forested areas.

### Policies

1. The County shall support the efforts of the state in the improvements of bike lanes.
2. Open space or neighborhood park sites and wildlife corridors should be included as part of subdivisions or planned developments.
3. Activities of the State Parks Division which pertain to the Southwest Coastal area shall be reviewed by the County Citizen Advisory Committee to insure their compatibility with the community.
4. The County shall cooperate with the State Parks Division to retain the scenic values of the Oregon Coast Hiking Trail. Development adjacent to the trail along Leech Avenue shall be designed in a manner that is harmonious with the Trail.

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

5. All development on highly visible promontories shall be evaluated for its effect on scenic vistas, both from the beach and Highway 101.
6. Because of the limited access and land area at the mouth of Arch Cape Creek and the potential conflict with the adjacent residential neighborhoods, a regional park or recreation site in this vicinity is not desirable. Regional parks are not intended to be a permitted use within Rural Service Areas. Parks and recreation sites within such communities are intended to be neighborhood oriented, low impact in terms of traffic generation, and designed in a compatible manner with the surrounding environment.
7. The County shall encourage the State Fish and Wildlife Commission to expand on a greater educational program on the marine organisms inhabiting the tidal pool areas. Additionally, greater enforcement of the existing regulations is needed with new daily limit standards to insure protection. Stricter regulations are needed to ensure protection for organisms and viewing opportunities for visitors. Greater enforcement of existing regulations is also needed including signs posted at points of access informing people of the daily limit and penalties for violation.
8. Wildlife refuges: Existing wildlife refuges which are owned/leased and managed by the Oregon Department of Fish and Wildlife (ODFW) located in areas designated 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 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.
9. The County should make formal request to the State Fish Commission to have the "tidepool" areas declared "prohibited areas", or at least make collecting subject to permit. Local and State law enforcement officials should be made aware of the new status of these tidepools, until the Fish Commission can provide proper patrols. Perhaps during the summer months, when tourism is heaviest, trained persons could be hired to provide an educational function at the tidepools, as well as enforcement. Regardless, these areas should be posted at points of access informing people of the necessity of protecting the animals.



*Figure 5.  
Open Space, Parks and Recreation*

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

### DEVELOPMENT PATTERNS

The existing land use is predominantly forestry and State parks. Most of the forest lands are owned by Crown Zellerbach with the remaining forest lands in small private wooded lots or County ownership.

The development pattern of the Southwest Coastal Planning Area consists generally of small to medium-size residential lots within the Arch Cape and Cove Beach communities, with some limited commercial development in Arch Cape. Surrounding the residential areas is a mix of recreation land and public and private forestland. Development in the past has occurred mostly on the marine terrace landscape unit along the coast with the predominant use being recreational housing. Most of this planning area was platted in the 1940s and 1950s between 1900-1950, with several of the earlier platted lots in the Arcadia Beach and Cove Beach area being too small for septic tank approval. To the north in the Arcadia Beach area, there are some summer and a few permanent homes along with Picture Window Cottages Motel which provides 8 cottages for visitors. In Arch Cape there are approximately 160 homes of which 60 percent are seasonal homes. In this community there exists 3 commercial uses: a gas station, a grocery store, and a small motel which is no longer in use. To the south there is Cove Beach with 37 seasonal homes and 16 permanent homes. There are no commercial uses in this area. The general pattern of land uses is shown in Figure 6.

#### The Course of Future Land Uses

The purpose of this section is to provide a guide for development, whether residential, commercial, or recreational development, allowing for a high quality of life in the community. The various policies were developed from the 1974 Environmental Plan, responses from the two surveys and public input at the Citizen Advisory Committee meetings. Land use policies are intended to control the direction of growth in the area and provide a basis for implementation measures such as zoning or capital improvement programs.

The Plan recognizes the unique character of Arch Cape and the surrounding area the Southwest Coastal Planning Area in that it is a place for people to reside and recreate in within a natural, scenic, and peaceful setting in that it is essentially a recreation/retirement community. The main thrust of the Plan is to maintain the natural beauty, and neighborhood character, and livability of the area during growth and development. Figure 7. shows the Comprehensive Land Use Plan designations for the Southwest Coastal Planning area.

#### Growth Policies

1. Large developments with sudden or massive impacts on the community and its services shall be discouraged. Developments shall be phased in an orderly manner in order to avoid disruption of the community.
2. Future residential development along U.S. Highway 101 shall be buffered from the highway in order to reduce noise and maintain the scenic corridor. Existing vegetation shall be retained and/or new vegetation planted in order to provide a 25-foot buffer along Highway 101. Direct access from individual properties onto Highway 101 should not be allowed for new development. (Staff comment: access to Hwy 101 is subject to ODOT approval)

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3. Existing access roads onto Highway 101 should be evaluated for safety, need, and compatibility with Plan goals. No new access roads should be permitted without a traffic engineering report addressing each of these factors as well as technically and economically feasible alternatives.
3. Chapter 70 of the State Uniform Building Code Appendix J of the Oregon Structural Specialty Code, which pertains to grading, shall be enacted and enforced to control filling and grading.
4. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to ensure that adjacent property will not be affected by drainage or storm water, erosion or visual intrusion onto other property.
5. All wetlands proposed for filling shall be examined on-site by the Division of State Lands and the U.S. Army Corps of Engineers to determine if permits are required. (Staff comment: the County would not be able to require DSL or USACE to conduct on-site investigations)
6. Encourage the County to enact a Tree Removal Ordinance for the zones within the Southwest Coastal Planning Region which requires a Type II permit (notice to neighbors and opportunity for comment). Tree removal should be limited to necessity including safety hazard, storm damage, dying or dead tree, and to construct an approved structure or other development. Limits should be placed on the size of trees which may be removed for landscaping purposes and for access purposes. Note: This proposal is similar to the Tree Removal Ordinance in the Cannon Beach Municipal Code.
7. Develop a “no net loss of native trees” plan to protect native species of trees (western hemlock, sitka spruce, western red cedar, coastal shorepine, red alder) by prohibiting removal of trees without replacing them within the same community with an equal number of the same species.
8. Encourage solar energy use where practical. Encourage the County to specify which size and varieties of trees may be removed for the purpose of solar access. This should be included within any Tree Removal Ordinance which is enacted.
9. Encourage using open spaces or parcels not suitable for development for a community solar program. Consider tax incentives for landowners who allow their land to be used for this purpose.
10. A tax incentive program should be implemented for preservation of wetlands and riparian areas.
11. Drinking watersheds and groundwater sources should be identified and added to the County’s public GIS maps. Policies to protect those sources, including stream buffers, should be developed and implemented.
12. A master plan and implementing ordinances should be established for development of roadways and parcels on the east side of Highway 101 in Arch Cape. The plan should balance individual property rights with protection and preservation of steep slopes, wetlands and riparian areas, and other sensitive natural features.

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

Below are the definitions shown on the Comprehensive Plan Map together with objectives and growth policies for the Rural Service Area, Rural Lands, Rural Agricultural Lands, ~~Conservation~~ Forest Lands, Conservation Other Resources and Natural areas:\*

### Rural Service Area (Development) Rural Community Areas (Development)

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

#### Objectives

1. To ~~insure~~ ensure optimum utilization of urban and urbanizable lands and to provide for an orderly and efficient transition from rural to urban land use.
2. To encourage developments in this area to relieve the need for development in other areas.
3. To locate public and private developments so that they do not tend to attract residential development to locations outside of the designated area.
4. To avoid the extension of urban services, particularly water and sewer systems, into outlying sparsely settled areas (minimum lot sizes of 20,000 square feet or greater).

**Goal:** To maintain the low density, residential character of the Southwest Coastal Planning Area Arch Cape. Encourage development which blends with its rural setting and preserves natural resources to the maximum extent possible.

#### Policies

1. The standard building site in the Rural Service Area shall be at least 7,500 square feet, unless smaller lots existed in single or contiguous ownership prior to the adoption of the Community Plan. Those persons who have paid or been assessed as of January 1, 1976 for two sewer connection fees with a parcel of 10,000 square feet or more would be allowed to divide their parcel in two. (Staff note: this policy has been flagged for further discussion by the CAC)
2. In areas of steep slopes lot sizes shall be increased to account for these factors.
3. The designated Rural Service Area shall be limited to a land area capable of being serviced by community water, sewer, and fire protection systems based on a reasonable projection of growth.
4. The zoning and subdivision ordinances shall be used in establishing development standards as they relate to the Rural Service Area. Emphasis shall be on maintaining natural vegetation and terrain when siting

## SOUTHWEST COASTAL COMMUNITY PLAN 2040

development, and fitting structures into the landscape rather than allowing them to dominate.

5. Commercial development shall be restricted to the existing commercial area and shall be limited to neighborhood commercial uses such as grocery store, a gas station, a community motel with a minimum land area of 2,500 square feet per unit, and other small-scale, locally-oriented businesses. **(Staff note: this policy has been flagged for further discussion by the CAC)**
6. There is a large parcel of land south of Arch Cape Creek and east of Highway 101. It abuts Oswald West State Park. The area has been previously platted. In order to protect the scenic values of the Arch Cape headland and Oswald West State Park the old plat shall be vacated or re-platted prior to development of the tract. Clustering shall be required and directed away from the headland and State Park.

**Goal:** To maintain high quality of residential development in keeping with the natural environment through the use of design standards.

### **Policies**

1. Design review standards shall apply to all construction in the Rural Service Area (Arch Cape Rural Community). Standards shall apply to new commercial or residential construction, subdivision, site development, street construction or placement of public utilities. **(Staff note: the CAC has requested to define the design review standards here)**

**Goal:** To encourage the use of natural features of the land, such as existing topography and vegetation.

### **Policies**

1. Design review standards shall require minimal disturbance of the landscape in land development and shall address the removal of trees, grading and excavation, protection of views of adjacent property, road construction and placement of utilities.
2. Future development along U.S. Highway 101 shall be buffered from the highway in order to maintain the scenic corridor.
3. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to ensure that adjacent property will not be affected by drainage or storm water, raised flood elevations, erosion or visual intrusion onto other property.

### **Rural Agricultural Lands**

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

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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.\*\*

### **Rural Lands**

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

Rural Lands are those which, due to 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.

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

### **Objectives**

1. To restrict intensive development on undeveloped shorelands.
2. To preserve the rural character of uplands and woodland areas and maintain open spaces and opportunities along the shoreline for recreational uses.
3. To retain rural areas as sparse settlement, small farms or acreage homesites with hardly any public services.
4. To limit the intensity of residential development in order to prevent the gradual development of conditions which would require additional services or higher quality of existing services.

### **Policies**

1. The minimum parcel size for building sites in Rural Lands areas shall be 20,000 sq. feet. Smaller parcels legally existed at the time of adoption of this Plan are grandfathered, the specifics of which shall be handled in the Zoning Ordinance.
2. To evaluate all rural proposals for subdivision, major partitions and new public facilities or services, such as fire station and water systems, for the possible generation of unwanted urbanization which is reflected in the objectives of Rural Lands.

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3. All watershed areas need to be defined and development in the surrounding vicinity shall void degradation of the water quality.

4. There should be no commercial or business activities allowed in the Rural Lands area, including transient lodging.

### **Conservation Forest Lands and Other Resources**

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

### **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 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.

### **Conservation Other Resources**

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

### **Objectives**

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

### **Policies**

1. Commercial forest lands shall be excluded from future development of the Southwest Coastal area. Other undeveloped lands which are not owned by commercial timber production based on the forest site class shall be designated for resource protection.
2. Watersheds for the community water systems in the area shall be protected by the Forest Practices Act. Forest management in elevations above the watersheds, including road construction and **chemical**

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~~spraying/treatment~~, shall take place only after the appropriate water districts are notified and efforts are made to prevent adverse impacts.

3. There shall be two building site intensities in ~~Conservation~~ Forest Lands areas designated for Small Woodland: 20 acres is within a fire and/or water district; 38 acres if within no districts. Commercial forest designation partition size shall be 80 acres.
4. Before designated forest land is changed to another use, the productive capacity of the land in each use should be considered and evaluated.
5. Before designated forest land is changed to another use, the impact of the proposed use should be considered on adjacent forest lands.
6. Transfer and/or consolidation of land for resource production is encouraged. No new lots for residential purposes shall be created on designated commercial forest land.
7. Residential development in areas designated for forest uses shall be minimized. Development adjacent to roads intended primarily for forest management and harvesting activities shall be discouraged.

### **Natural**

Natural areas are those which have not been significantly altered by man and which, in their natural state, perform resource support functions including those functions vital to estuarine or riparian ecosystems. Publicly owned fragile and ecologically valuable areas, especially watersheds and groundwater resource areas, are most likely to be designated as Natural. Natural areas identified by the Oregon Natural Heritage Program, as well as fish and wildlife areas and habitats identified by the Oregon Wildlife Commission, should be considered for Natural designation.

### **Objectives**

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

### **Policies**

- ~~1. Gull Rock, Castle Rock, Lion Rock, Jockey Cap, Unnamed Rock and the Needles shall be designated and preserved as Natural areas.~~

## **REVIEW AND UPDATE**

~~Goal #2 of the Statewide Planning Goals provide for periodic review, as needed, to consider changing public policies and circumstances. The Goal also requires that decisions and actions related to the use of land have an adequate factual base to support the decision. The Guideline section defines major and minor revisions and suggests a time period for review. In the case of major revisions (those which have a widespread~~

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influence beyond immediate area) a two-year review period is suggested. — Minor revisions (those of insignificant effect beyond immediate area) is suggested at no more than once a year.

Once the Community Plans have been adopted and have had requests for action it is most probably that shortcomings or obvious faults will surface. — The need for additional research, change in public attitude, and political deliberation will be necessary in the process of refining the Plan. — Studies to be given high priority are the detailed soil classification of the County (in process), better detailed topographical maps in hazard and slide areas, more precise delineation of watershed areas, and related studies to implement the results of any changes necessitated by new information.

Some of the basic research for the Plan is already outdated. — Information from Clatsop County Plan Phase I and the Environmental Plans is over three years old. — Population projections are updated estimates from the last federal census. — Population, employment, and land use changes need to be kept current if adequate insight into decision making is to be utilized. — As development trends continue and patterns of growth and service needs change, goals and policies for future growth and change will be amended as will the Plan Map.

Following Goal #2 standards and suggestions the following schedule is adopted for review and possible revision of the Community Plan, and circumstances which are applicable.

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 County Planning staff shall accumulate requests and present their staff report to the Planning Commission and the applicant a minimum of two weeks 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.

*Figure 7.  
Comprehensive Plan*

DRAFT