**CLATSOP COUNTY**
**COMPREHENSIVE PLAN UPDATE**
**CLATSOP PLAINS PLANNING AREA**
**CITIZEN ADVISORY COMMITTEE**
**Thursday, June 27, 2019**
**2:00 p.m.**
**Pacific Grange**
**90475 Highway 101**
**Warrenton**

| TIME | TOPIC | LEAD |
|---|---|---|
| 2:00 PM | Welcome | Planning Staff |
| 2:05 PM | Introductions:<br>• What inspired you to serve?<br>• What do you hope to get out of the process? | NECAC Members |
| 2:15 PM | Election of Chair and Vice-Chair<br>Appointment of liaison to Countywide CAC | NECAC Members |
| 2:25 PM | Review of Project Scope of Work and Schedule | Staff |
| 2:55 PM | • Distribute meeting binders<br>• Review background documents<br>• Distribute background materials for next meeting | Staff |
| 3:10 PM | Establish regular meeting date and time | NECAC Members |
| 3:20 PM | Public comment | Public |
| 3:30 PM | Closing comments and adjournment | NECAC Members |

**BACKGROUND MATERIALS PROVIDED:**

- Countywide Citizen Advisory Committee Bylaws
- Clatsop County Committee Handbook
- Comprehensive Plan Update Scope of Work and Schedule
- Comprehensive Plan Update Public Involvement Plan
- Clatsop Vision 2030
- Clatsop County 2012 Strategic Plan
- List of planning terms and acronyms

*All Comprehensive Plan Citizen Advisory Committee meetings are open to the public. Community members are welcome to observe and provide written comment at any time to comdev.co.clatsop.or.us. As time allows, verbal comment is welcome during the time specified on the agenda.*

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

**ACCESSIBILITY:** This meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours prior to the meeting by contacting the Community Development Land Use Planning Division, 503-325-8611.

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Community Development – Planning

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**TO:** Clatsop Plains Planning Area Citizen Advisory Committee Members

**FROM:** Gail Henrikson, AICP, Community Development Director

**RE:** **COMPREHENSIVE PLAN UPDATE - MEETING 1**

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**SUMMARY**

Enclosed is the agenda for the June 27, 2019, Clatsop Plains Planning Area Citizen Advisory Committee (CPCAC) kick-off meeting. Also included are the following preliminary background materials:

- Adopted CAC bylaws
- Clatsop County advisory committee handbook
- Adopted scope of work for the comprehensive plan update
- Adopted public involvement plan
- Clatsop Vision 2030 plan and community profile
- Clatsop County 2012 Strategic Plan
- A "cheat sheet" of commonly used planning terms and acronyms

Staff will provide binders for these materials at the June 27th meeting. Staff will also provide the background materials for the next meeting on June 27th. The goal is to provide the committee members with adequate time to review the background materials prior to the meeting. All materials will also be posted on the County's website.

Staff has provided suggested times on the agenda as a tool for committee members to use in gauging discussions. It is completely at the discretion of the CPCAC members to determine how much discussion is required. The purpose is simply to keep meetings on track and assist the public by providing time-certain scheduling of various discussion items. The tentative schedule is not meant to limit discussion in any manner.

# TAB 19
# NORTHEAST
# COMMUNITY PLAN

# CLATSOP PLAINS COMMUNITY PLAN

COMPENDIUM DRAFT

# Clatsop Plains Community Plan

Prepared jointly by:

Clatsop Plains Citizen Advisory Committee
Seaside-Gearhart Citizen Advisory Committee
Clatsop County Department of Planning and Development

Adopted
Ordinance 79-10
November 21, 1979

The preparation of this report was financially aided through grants from the Land Conservation and Development Commission with funds obtained from the National Oceanic and Atmospheric Administration, and appropriated for Section 305 and 306 of the Coastal Zone Management Act of 1972.

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INTRODUCTION

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

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

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

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

Purpose

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

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

The main objectives of this Comprehensive Plan are:

a. To the highest possible extent, prevent future conflicts between land use activities.

b. To provide an objective basis for the land use decisions of elected officials, planners, public agencies, and individual citizens.

c. To provide a source of information desribing the conditions and characteristics of the community.

d. To identify the direction and nature of changes which may be expected within the community.

e. To provide a better understanding of specific actions, programs, and regulations which may affect the general public.

f. To establish a balance between the competing state and county resource preservation goals and development preferences.

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

## Scope

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

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

The County has taken exception to the Statewide Agricultural Lands Goal #3, and a portion 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 exception

process and where the Goal cannot be applied is discussed in various Community Plans with findings included in the Appendix sections.

It is extremely important to maintain a clear distinction between the Comprehensive Plan itself and implementing measures. Implementing measures include such controls as the zoning and subdivision codes, public land acquisition, taxation policies, and public improvements. These measures are specifications which are taken to transform the Plan proposals and policies into reality. This Plan does not automatically change zoning; however, an Oregon Supreme Court decision in 1975 reaffirmed tht the Comprehensive Plan and the implementing zoning must be consistent with each other and the zoning must be subordinate to the Plan. The Comprehensive Plan established a guide for future zoning within the County as well as a Plan for all other land use decisions. As part of the Plan implementation process, rezoning will occur about the same time as the remainder of the Comprehensive Plan is adopted to be consistent with the Plan (Spring 1980).

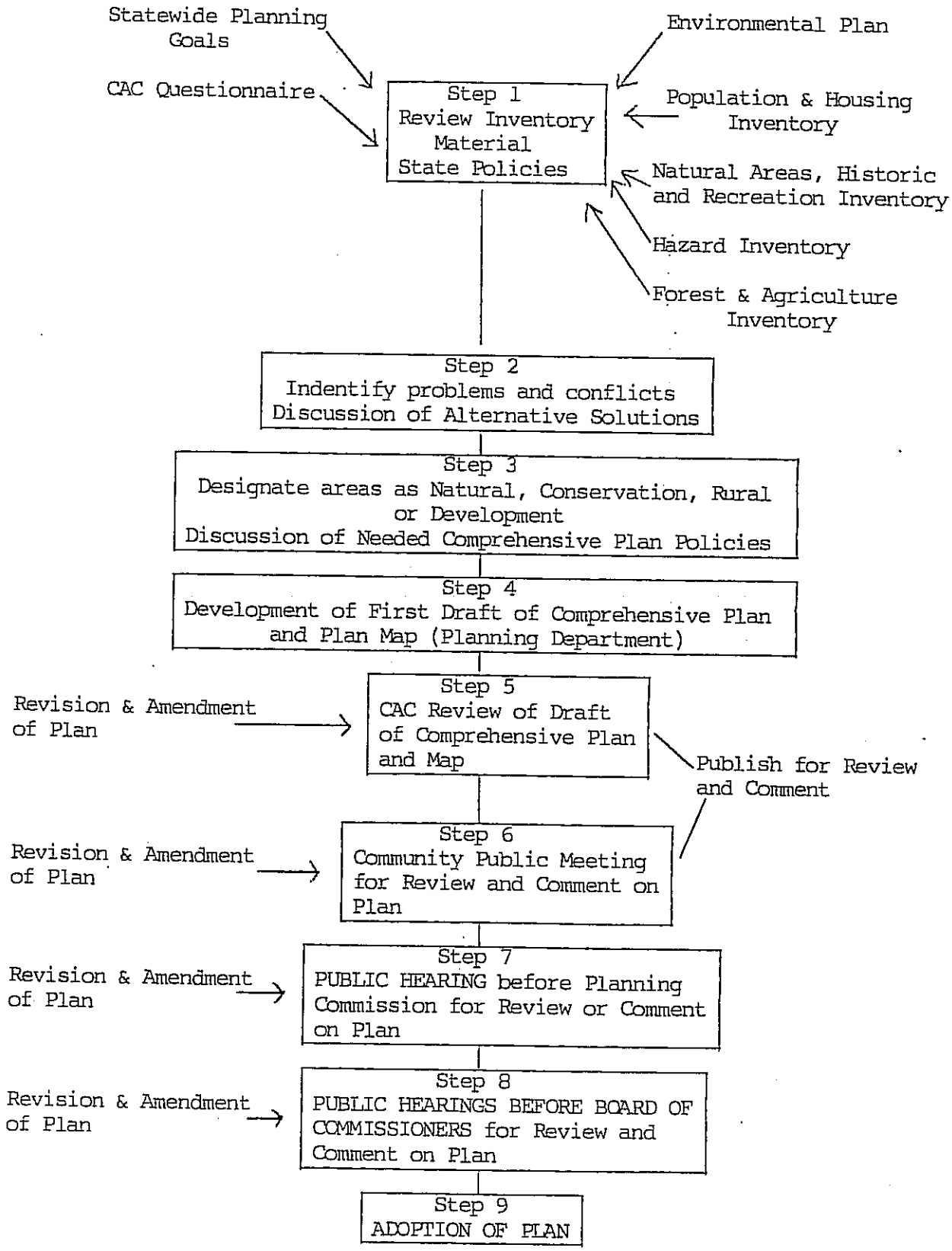
## Planning Process

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

Within the Comprehensive Plan, there are goals, policies and recommended actions which are County-wide, which apply to the entire unincorporated County. However, within each of the community plans sections, other goals, policies and recommended actions apply only to a particular planning area, such as the Clatsop Plains. Goals are indicators of the direction a community desires to direct its efforts whether it be for growth, housing, 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 also 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 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.

Fig. 1. Planning Process



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

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

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

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

## Using the Plan

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

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

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

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

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

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

a. Determine the Land Classification that applies to the parcel of land (DEVELOPMENT, RURAL LANDS*, RURAL AGRICULTURAL LANDS*, CONSERVATION FOREST LANDS*, CONSERVATION OTHER RESOURCES* AND NATURAL) and read the related plan text and policies (type of Landscape Unit, Hazard Areas, and other appropriate sections in the Plan which could affect your parcel of land).

b. Find out from the Department of Planning and Development, the zoning designation on the property by providing them with legal description of the property.

c. If the Plan or zoning prohibits the proposed use, request a meeting with the Planning staff in determining all of the alternative courses of action.

d. If the Plan and zoning agree with what you want to do, check with the Planning staff to determine if there are any other regulations.

Review and Update

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

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

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

PLAN AMENDMENT PROCEDURES

A. Amendments to Urban Growth Boundaries.

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

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

Amendments to Comprehensive Plans which apply within urban growth boundaries must be concurred in by the City and Clatsop County. Amendments to the Comprehensive Plan which apply only within a city's

incorporated limits may be enacted by the City. Amendments which apply only within unincorporated Clatsop County and outside or urban growth boundaries may be enacted by Clatsop County.

C. Notice.

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

D. Quasi-Judicial Amendments and Rules of Procedure.

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

E. Legislative Amendments.

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

F. Review and Revision.

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

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

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

The Community Plan should not be treated lightly for it is the community's expression of its social, economic, sand 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.

OVERALL GOAL FOR THE CLATSOP PLAINS

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

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

OVERALL GOAL

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

1. protect and maintain the natural resources, natural environment and ecosystems,

2. respect the natural processes,

3. strive for well designed and well placed development, and

4. preserve the semi-rural, agricultural, open space and marine characteristics of the area.

In order to meet the Goal, the County shall:

1. Use the physical characteristics described in the section on landscape units as the major determinants of the location and intensity of the use of the land.

2. Retain as much of the land as possible in its natural state.

3. Review, update and amend the Plan on a regular basis as needs, additional data and/or economics demand.

The community goals and policies which follow in this Plan are the basis from which the Zoning Ordinance will be developed.

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

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

## LOCAL HISTORY

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

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

As American pioneers began to trickle into the Oregon country in the 1830's and early 1840's, Clatsop Plains became one of the first areas of settlement. Soloman Smith was the first American settler to realize the advantage of the rolling meadows for agriculture.

By 1843, the news of rich farmlands in Oregon brought an influx of new settlers into the Willamette Valley. Solcman Smith and others encouraged several of these families to settle on Clatsop Plains rather than the Willamette Valley.

Of all the historical events on Clatsop Plains, perhaps the most significant was the establishment of the Pioneer Presbyterian Church. As the congregation grew, it became impractical to meet in private homes and the first building was erected in 1850. A severe windstorm destroyed the original building in 1872 and a new church was immediately constructed. By

1926, the second church was dilapidated and beyond repair, so a fund raising project was started to build a new structure.

As towns and cities came into being, Clatsop County residents felt they needed military protection. In 1952, an Executive Order was given to build a fort west of Hammond and to name it Fort Stevens in honor of General I.I. Stevens, who had been governor of the Washington Territory. The fortification was started in 1863 and completed in 1864, being the first coast defense installation at the entrance to the Columlbia River.

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

LANDSCAPE UNITS

## Introduction

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

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

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

### General Landscape Unit Policies

1. Excavations in sedimentary highland (Toms) should be properly engineered to assure against slope failure.

2. Proposed projects involving modifications of established drainage patterns should be evaluated in terms of potential for altering land stability.

3. Loss of ground cover for moderately to steeply sloping lands may cause erosion problems by increasing runoff velocity and land slumpage. Vegetative cover for moderately to steeply sloping areas shall be maintained.

## Coastal Shorelands and Other Shorelands

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

Figure 2. - Profiles of the Landscape Units

goes here.

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

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

(1) Lands which limit, control or are directly affected by the hydraulic action of the coastal water body, including floodways;

(2) Adjacent areas of geologic instability;

(3) Natural or man-made riparian resources, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;

(4) Areas of significant shoreland and wetland biological habitats;

(5) Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas appropriate for navigation and port facilities, and areas having characteristics suitable for aquaculture;

(6) Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas.

(7) Coastal headlands.*

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

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

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

## Coastal Shorelands and Other Shorelands Policies

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

1. No filling or alteration to designated and mapped critical natural holding basins such as lakes, wetlands, or marshlands.

2. Culverts and other roadway or driveway improvements considered necessary by the Clatsop County Department of Planning and Development, County Road Department, and State agencies shall be installed in such a manner as not to impede the flow of the drainage way nor impede the passage of resident or migratory population of fish.

3. Mining, dredging, or removal of gravel and similar materials from streams and other surface water shall be strictly controlled to prevent adverse alterations to flow characteristics, siltation pollution, and destruction or disruption of spawning areas.

4. Shorelands identified in this Plan for their aesthetic, scenic, historic or ecological qualities shall be preserved. Any private or public development which would degrade shoreland qualities shall be discouraged.

5. The public has a right to enjoy and utilize all the public water bodies. No improvement shall be permitted which impedes this ability. Care also must be exercised in protecting the privately owned shorelands.

6. Public and private bridges crossing over public water bodies shall be constructed to standards that insure maximum protection to the persons utilizing the structure and to the water system it crosses. To the maximum extent possible, minimum fill and/or removal shall take place during construction of the bridge.

7. Shorelands in Rural areas shall be used as appropriate for the following:

    1) farm use,
    2) private and public water dependent recreation,
    3) aquaculture, and
    4) to fulfill the open space requirements in subdivisions and planned developments.

Recommended Action:

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

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

## Beaches

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

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

## Dunes

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

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

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

The County has taken an exception to the Beaches and Dunes Goal (#18) restricting development on an active dune in the Surf Pines residential area (see Exception section of the Clatsop County Land Use Planning Background Report). Continued development in this area must minimize environmental effects. Developments or activities in this area that might be considered as having a possible environmental effect include: (1) whether or not the area is subject to flood hazards or storm waves, (2) devegetation of dune areas that might result in wind erosion and damage to nearby properties, (3) possible drawdown of the groundwater and (4) possible pollution of the groundwater.*

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

Findings of Minimizing Environmental Effects*

1. The area of the exception is not within an area identified as a flood hazard or subject to storm waves (see Areas Subject to Natural Disasters and Hazards Background Report and County-wide Element).

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

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

   Surf Pines does utilize the groundwater as its water supply source. No shortage of water has been noted to date. Any improvements to the Surf Pines Water Association wells that will result in additional water being pumped will be reviewed for conformance to the four (4) criteria listed above and other Plan policies and zoning criteria and standards, especially the Beaches and Dunes Overlay District.

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

The following dune policies are in addition to those located in the Beaches and Dunes Background Report and County-wide Element.*

Dune Policies

1. No filling shall be permitted which would raise the grade level of any structure and subvert the intent of the height restriction along beach front lots.

2. No intensive development on top of dune ridges should be permitted. Residential developments should be located on the sides of dunes, in order to maintain the views of the Clatsop Plains.

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

3. The tops of narrow (15') and steeply-sloped dunes (greater than 25%) shall be preserved for open space. Development should not be on ridge tops in order to blend with rather than dominate the surrounding landscape.

4. Cluster developments designed to maximize open space toward the beach should be promoted and given preference over subdivisions with sprawling uniformly sized lots.

5. Extensive modification of dunes is strongly discouraged because such activities are difficult to stabilize in addition to the fact that the rolling dunes make up the character of the Clatsop Plains.

6. Roads in dune areas should, as much as possible, be routed along troughs between dune ridges. Roads should not be located in the vegetative area along the face or top of dunes.

7. The County shall work with the State to provide much stricter enforcement of vehicular traffic on the beaches.

8. State and local jurisdictions should cooperate to evolve the most efficient traffic flow patterns, parking arrangements, and policing requirements for areas on and adjacent to active dune areas, especially parks and access areas.

9. Active dunes are unstabilized sand areas where wind erosion is critical. Types of uses which would be appropriate would be hiking, equestrian and nature trails, historic preservation of an area or structure, beach access points, and temporary open sided structures if adequate stabilization is provided. Off road vehicles, grazing of livestock, structures and sand removal are prohibited uses in active dune areas.

10. Active dune areas may be included within Planned Developments, subdivisions and major partitions as designted open space areas.

11. Decisions on plans, ordinances and land use actions in beach and dune areas, other than older stabilized dunes shall be based on findings that include:

    (a) the type of use proposed and the adverse effects it might have on the site and adjacent areas;
    (b) temporary and permanent stabilization programs and the planned maintenance of new and existing vegetation;
    (c) methods of protecting the surrounding area from any adverse effects of the development;
    (d) hazards to life, public and private property, and the natural environment which may be caused by the proposed use; and

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

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

Part 3 - Necessary for Farming on Adjacent Lands

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

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

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

*GOAL 4

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

1) lands composed of existing and potential forest lands which are suitable for commercial forest uses;

2) other forested lands needed for watershed protection, wildlife and fisheries habitat and recreation;

3) lands where extreme conditions of climate, soil and topography require the maintenance of vegetative cover irrespective of use;

4) other forested lands in urban and agricultural areas which provide urban buffers, wind breaks, wildlife and fisheries habitat, livestock habitat, scenic corridors and recreational use.

1) Commercial Timber Production. Only two quarter sections out of the entire area have a commercial forest site class - and this includes an averaging of lands in the quarter section which lie east of Highway 101. Almost the entire area has no forest site class - and is not considered suitable for commercial timber production.

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

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

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

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

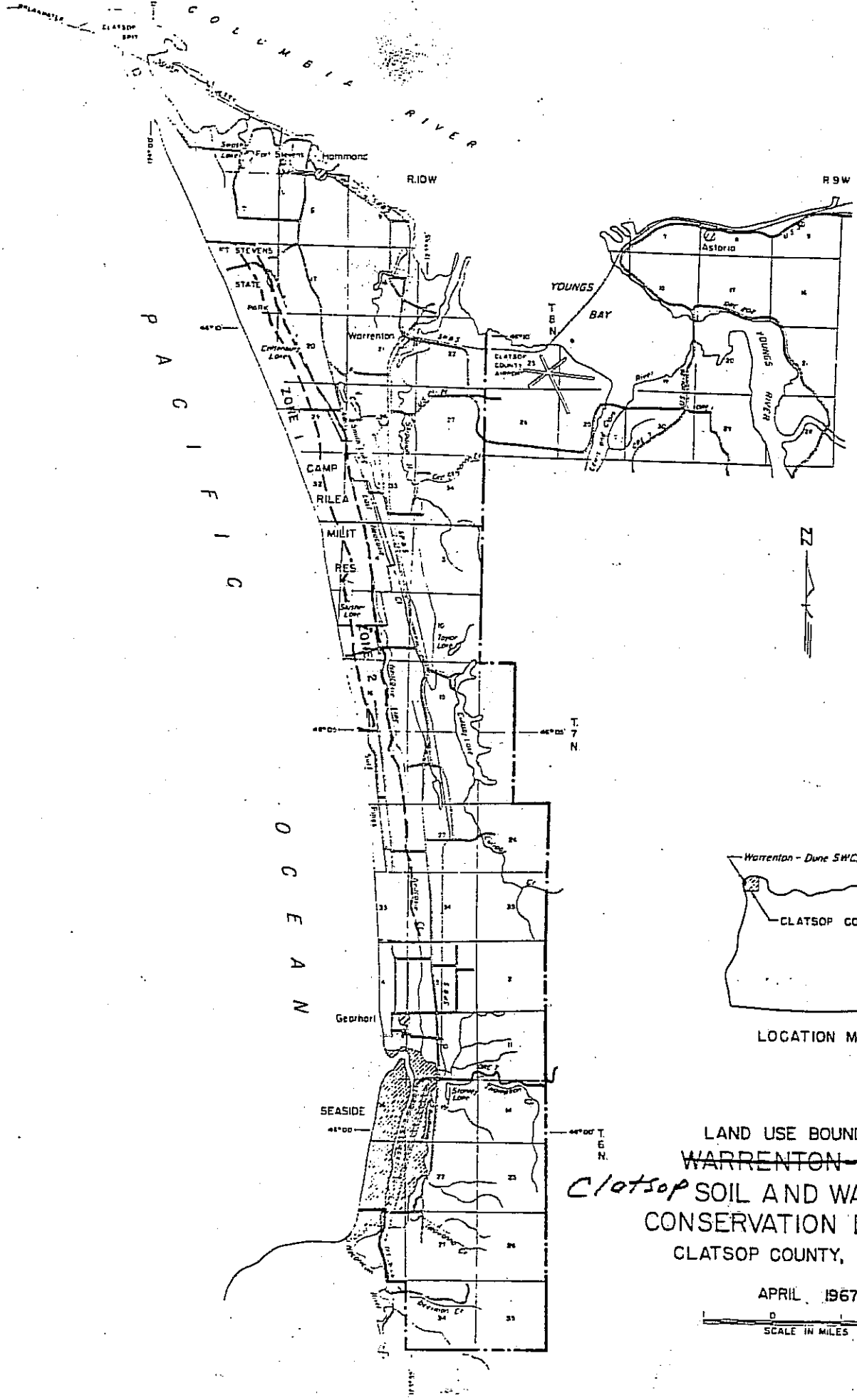
Fisheries habitat in the area is protected by the Coastal Lake and Freshwater Wetlands zone which covers all the open water and significant wetlands.

*Almost the entire area is in private ownership and not available for public recreation. There is a private golf course in the area as well as public beaches and a small park area near Sunset Lake. Additional residential development in the area will not effect public recreation opportunities.

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

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

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




LAND USE BOUNDARIES

~~WARRENTON-DUNE~~

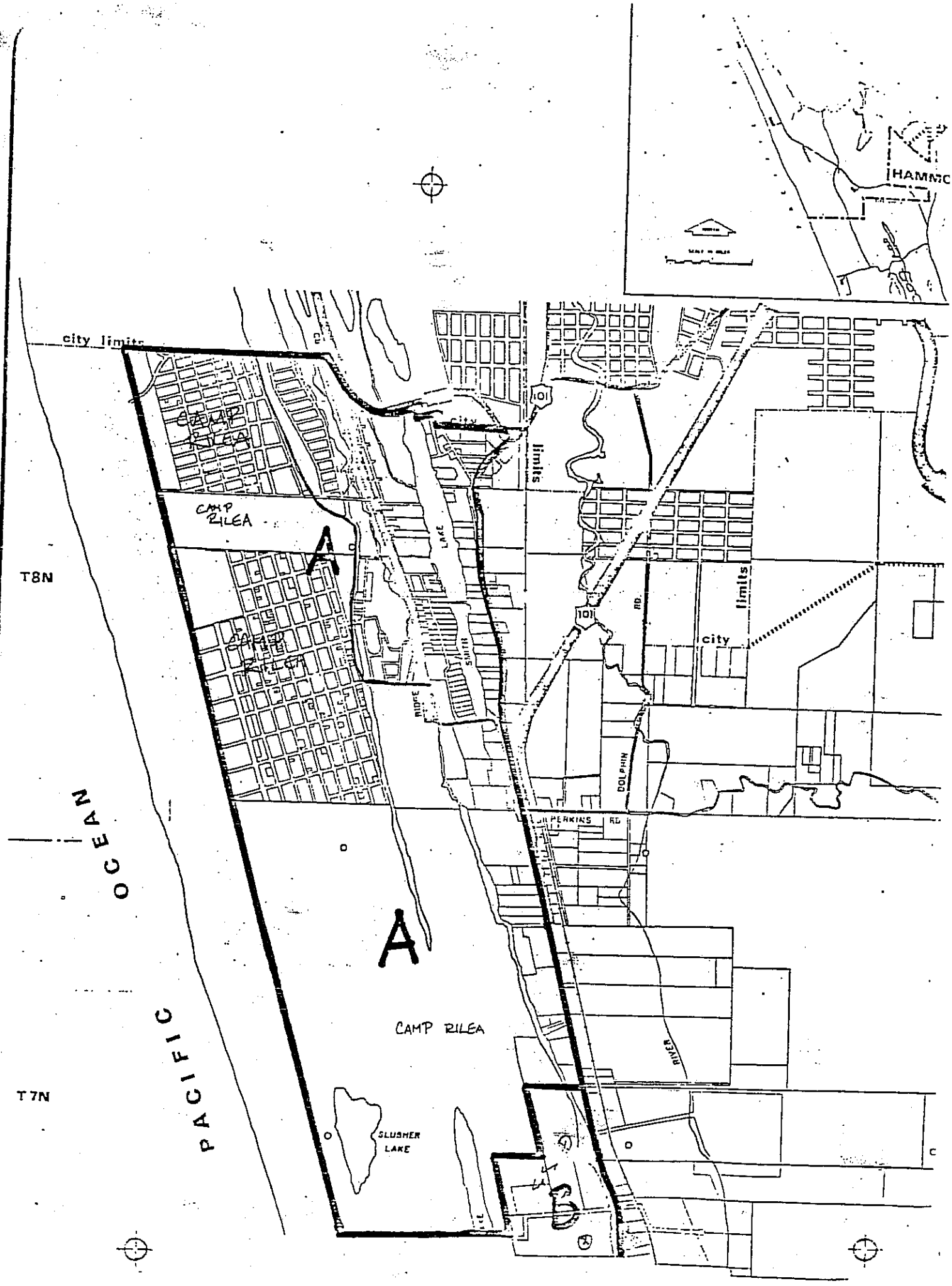
Clatsop SOIL AND WATER CONSERVATION DISTRICT

CLATSOP COUNTY, OREGON

APRIL 1967

SCALE IN MILES

U.S. DEPARTMENT OF AGRICULTURE SOIL CONSERVATION SERVICE


HAMMO
city limits
CAMP RILEA
CAMP RILEA
A
CAMP RILEA
T8N
101
LAKE
SMITH
RIDGE
101
RD
city
limits
DOLPHIN
PERKINS RD
OCEAN
A
CAMP RILEA
RIVER
T7N
PACIFIC
SLUSHER LAKE

Golf Course
SUNSET BEACH RD
SKIPANON
SKIPANON RD
C
D
OCEAN
PACIFIC
CULLADY
LAKE
T7N
LOWER
RD
SUNSET
WEST LAKE RD
LOOP
DELMOON
TRIANGLE LAKE
WUNSDERRY LAKE
SURF PINES RD

Map 4A.

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

Refer to Figure 3.

goes here

(see Community Plan amendments)

Clatsop Plains RURAL LANDS Goal:

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

RURAL LANDS Policies

1. The minimum parcel size for building sites in RURAL LANDS* areas shall be one acre.*

2. Rural residential subdivisions shall be required to have paved streets, except if the subdivision involves extremely large land parcels or only a few land parcels are involved and there is no potential for increase traffic demand on the roadway.

3. In recognition of the existing commercial uses at Cannon Beach Junction and the area south of Warrenton, a general commercial zone shall be provided at the Cannon Beach Junction and south of Warrenton.*

4. A neighborhood commercial zone allowing such uses as a gas station or "Ma or Pa" grocery store shall be provided at the following locations along U.S. 101; Reed and Hertig, Sunset Lake and Dugan's Store, and the West Lake Store.

5. When considering new commercial areas or expansion of existing commercially zoned land the policies pertaining to commercial land in the General Development Policies, as well as the following standards, shall be used:

   a. Adequate off-street parking shall be provided to prevent traffic congestion resulting from on-street parking.

   b. A buffer and screen shall be provided between commercial and residential uses.

   c. Signs shall be designed so as not to distract from the surrounding area.

   d. The size of neighborhood commercial uses shall be sized to serve every day personal needs of the surrounding rural population and generate little or no traffic from outside of the rural area.

   e. Review by State and County Road officials for safe access including adequate site distance.

6. Clatsop County intends to encourage a majority of the County's housing needs to occur within the various cities' urban growth boundaries. Approval of subdivisions and planned developments shall relate to the needs for rural housing. Through the County's Housing Study, the County has determined the Clatsop Plains rural housing needs to be approximately 900 dwelling units for both seasonal and permanent by the year 2000. The rural housing needs should be reexamined every two (2) years from the date of adoption of the Plan.

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

8. *Grandfather the following lots:

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

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

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

RURAL AGRICULTURAL LANDS Policies**

See Agricultural Lands Background Report and County-wide Element.

Figure 3.
Rural Lands Chart

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

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

Breakdown of parcels 20 acres or greater:

Area A: 1500 acres.
Area B: 25.0, 26.0, 30.0, 31.03, 35.37, 38.94, 40.0, 42.0, 43.3, 53.13, 60.0, 74.23, 114.2, 267.1 acres.
Area C: 32.0, 106.4 acres.

*Amended 81-3, dated June 17, 1981.
**Amended 83-17, dated September 30, 1983.

CONSERVATION FOREST LANDS AND CONSERVATION OTHER RESOURCES*

CONSERVATION FOREST LANDS AND CONSERVATION OTHER RESOURCES. Conservation areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or because of their unsuitability for development (e.g. hazard areas) should be designated for nonconsumptive uses. Nonconsumptive uses are those 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 changae from Conservation Forest Lands or Rural Agricultural Lands to Rural Lands or Development designations an Exception to the Agricultural Lands or Forest Lands Goal must be taken.**

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

Predominant Uses:

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

Objectives:

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

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

3. To protect life and property in hazardous areas.

*Amended 83-17, dated September 30, 1983.
**Amended 84-9, dated May 23, 1984.

CONSERVATION FOREST LANDS Policy**

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

CONSERVATION OTHER RESOURCES Policy*

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

NATURAL

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

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

Predominant Uses:

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

Objectives:

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

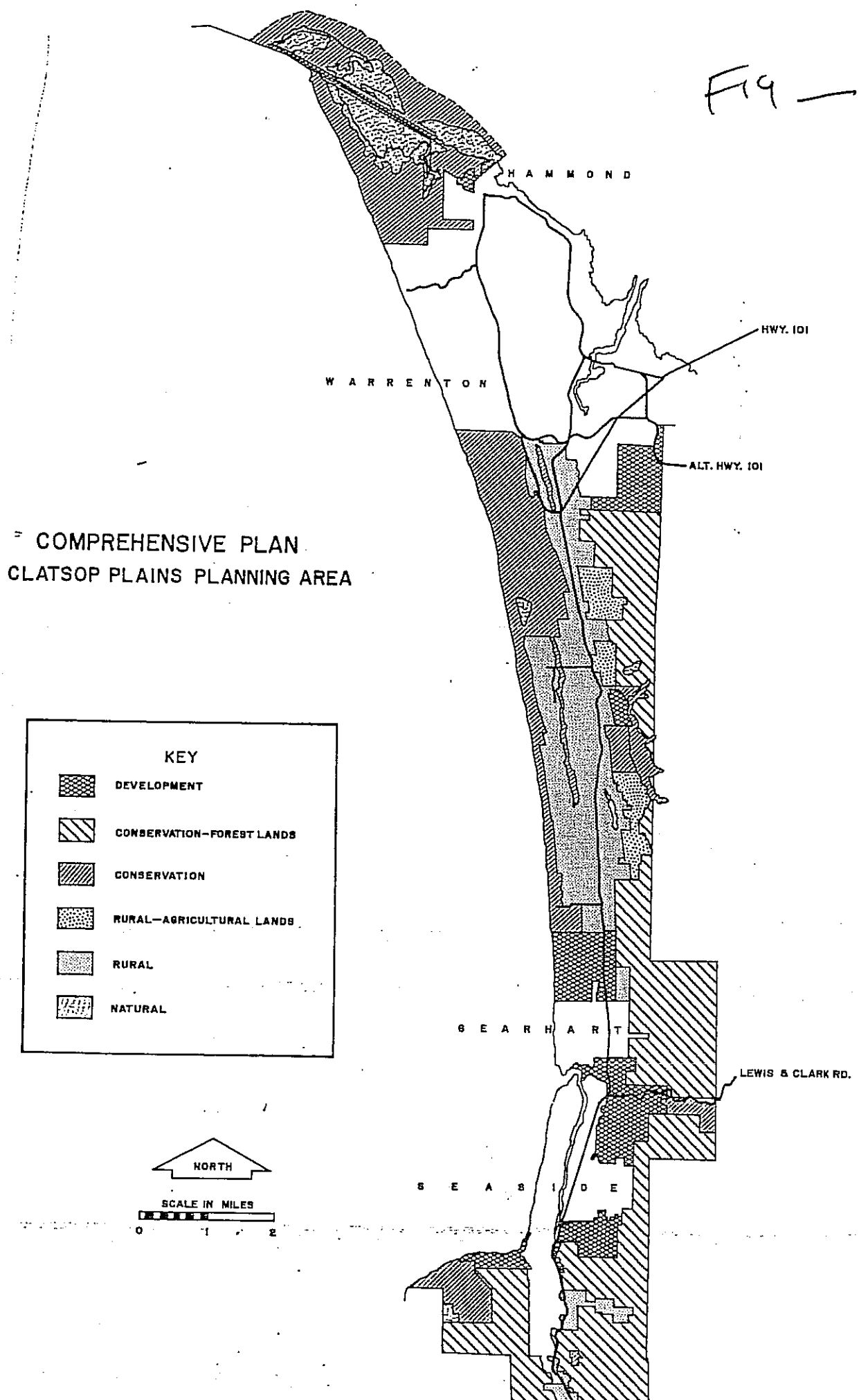
NATURAL Policies

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

2. The NATURAL aquatic designations for Carnahan Lake and Slusher Lake shall extend 100 feet measured horizontally from the aquatic-shoreland boundary.

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

Fig —?


HAMMOND
HWY. 101
WARRENTON
ALT. HWY. 101
COMPREHENSIVE PLAN
CLATSOP PLAINS PLANNING AREA
KEY
DEVELOPMENT
CONSERVATION-FOREST LANDS
CONSERVATION
RURAL-AGRICULTURAL LANDS
RURAL
NATURAL
GEARHART
LEWIS & CLARK RD.
NORTH
SCALE IN MILES
0 1 2
SEASIDE

# APPENDICES*

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

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

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

APPENDIX B

Surf Pines Legal Description*:

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

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

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

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

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

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

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

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

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

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

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

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

thence S.7degrees 15 minutes East a distance of 1518 feet, more or less, along the East boundary of said road to the Southwest corner of that tract conveyed to Ray C. and Helen J. Hansen, described in Book 207, page 195, Clatsop County record of deeds;

thence N.89 degrees 30 minutes East a distance of 413 feet, more or less, to the Northeast corner of that tract conveyed to the Surf Pines Association described in Book 446, page 112, Clatsop County record of deeds;

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

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

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

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

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

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

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

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

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

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

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

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

# Appendix B

## Physical Characteristics of Landscape Units

| Landscape Unit[1] | Geologic Units[2] | |
|---|---|---|
| | Geologic Unit | Map Symbol |
| 1. Alluvial Lowlands | Quaternary alluvium | qal |
| | Floodplain alluvium | |
| | tidal flat | tf |
| | silty clay | sc |
| | gravel | gr |
| | clay | cl |
| 2. Sedimentaty Lowland (Coast Range foothills 50 to 500 feet) | Upper Miocene Sandstone | tmus |
| | Astoria formation | tma |
| 3. Basaltic Highlands (over 500 feet but includes lower areas along rivers and coasts) | Miocene volcanic rocks | tmv |
| | Intrusive rocks | ti |
| | Eocene volcanic rock unit 2 | $tev_2$ |
| | Eocene volcanic rock unit 3 | $tev_3$ |
| 4. Sedimentary Highlands (Uplands, over 50 feet) | Oligocene to Miocene sedimentary rocks | tms |
| | Miocene volcanic rocks | tmv |
| | Astoria formation | tma |
| | Intrusive rocks | tic |
| | Eocene sedimentary rocks undifferentiated | tesu |
| | Middle Miocene sandstone | tmms |
| 5. Alluvial Terrace | Terrace alluvium | |
| | terrace silty clay | tsc |
| | terrace gravel | tgr |
| | peat | pt |
| | clay | cl |
| | quaternary terrace | qt |
| 6. Marine Terrace | Marine terrace | Qmt |
| 7. Coastal Beach | Beach sand | bs |
| 8. Dunes | Stable dunes | sd |
| | peat | pt |
| 9. Headlands and Points | Intrusive rocks (Tillamook Head) | ti |
| 10. Estuary Wetlands | Floodplain Alluvium | |
| | peat | tf |
| 11. Freshwater Wetlands | Floodplain Alluvium | |
| | tidal flat | tf |
| | peat | pt |
| | Stable dunes | sd |
| | Beach sand (Trestle Bay) | bs |
| 12. Water Bodies and Coastal and Stream Shorelands (lakes, reservoirs, and rivers) | Geologic units underlying water bodies are not described but are assumed to be the same as adjacent land (shorelands). For shoreland designations see appropriate landscape unit and geologic units associated with them. | |

[1]Refer to the Environmental Plan of Clatsop Plains for the description and other characteristics of the landscape units.

[2]The various geologic units and their engineering characteristics are described

Environmental Geology of the Coastal Region of Tillamook and Clatsop Counties, Oregon, Oregon Department of Geology and Mineral Industries, Bulletin 74; and

Environmental Geology of Inland Tillamook and Clatsop Counties,

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

Clatsop Plains Planning Goal:

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

Fish and Wildlife Policies

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

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

3. Intensive recreational development shall not locate within sensitive crucial habitat areas.

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

*5. Wildlife refuges:

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

Proposed wildife management areas which are managed and either owned or leased by the Oregon Department of Fish and Wildlife (ODFW) located in areas designated Conservation Forest or in other lowland areas under any plan designation shall be reviewed by the County for compliance with the approval standards listed below. Such hearings shall be conducted according to a Type 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:

---

*Amended 84-9, dated May 23, 1984.
**Amended 84-10, dated June 27, 1984.

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

## Recreation

### Parks

Within this planning area, there are three State parks (Fort Stevens, Ecola and Elmer Feldenheimer Forest Preserve). Fort Stevens, Oregon's largest park, has extensive day use and overnight sites. A visitor center and overnight camp entrance road have been proposed for the park. Ecola State Park has picnic facilities as well as a hiking trail to the top of Tillmook Head or across the head to Ecola Point and Indian Beach. Elmer Feldenheimer is a Forest Preserve to the east of Ecola and was created to protect forested areas in Ecola State Park. The Del Rey Beach wayside provides access to the beach and parking. The State Parks would like to develop a wayside at DeLaura Beach when funds are available.*

There are four County parks in the planning area: Carnahan Park, Cullaby Lake, Sunset Beach, and DeLaura Beach. The County parks system has no capital improvement program and no park acquisition program. Any improvements and maintenance of parks is done by the County Road Department.

### Trails - Bike/Foot

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

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

### Recreational Policies

1. Recreational vehicle parks shall only be permitted in the urban growth boundaries in the Clatsop Plains.

*Amended 83-17, dated September 30, 1983.
**Amended 84-9, dated May 23, 1984.

2. The World War II lookout site, dune area west of Sunset Lake and the land northeast of Camp Rilea should be kept in County ownership. These areas should be preserved for their scenic value as well as for wildlife value.

3. The designated bike trail going down the Coast shall be changed to follow U.S. 101 instead of along the Lewis and Clark Road.

4. Recreational users shall not be allowed complete and free use of the more delicate beach/dune land forms (active dune areas). Access to these areas shall be limited and only via stabilized trails.

5. Clatsop County shall adopt the Fort Stevens State Park Plan as part of the Clatsop Plains Community Plan.

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

Recommended Action

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

Scenic Areas

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

Clatsop Plains Planning Goal:

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

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

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

Scenic Area Policies

| Area | Perspectives | Policy or Control |
|---|---|---|
| Beach/ocean | All directions | 1. In order to provide the greatest view potential for properties along the ocean, the building height shall be limited to 18' on beach front lots and 26' for adjacent properties. |
| World War II Viewing Point | Ocean beaches, Clatsop Plains | 2. The County owns about 40 acres of land. This land should be set aside for its scenic value. |
| Lewis & Clark Road above Thompson Falls | Seaside-Gearhart area, ocean, Tillamook Head and | 3. If property above Thompson Falls is developed, some areas shall be set aside as open space. |
| Views along U.S. 101 | The dunes to the west and Coastal Foothills to the east | 4. Excessive sign sizes and numbers of signs shall be discouraged by local regulations. No new billboards or other off-premise signs shall be allowed, except in commercial or industrial zoned land with strict controls. |
| Coastal Foothills and dune ridges | All directions | 5. No intensive development on the foothills or on top of dune ridges should be permitted. |

## Open Space

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

## Open Space Policies

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

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

3. The County Zoning Ordinance shall prescribe a maximum lot coverage in those areas designated DEVELOPMENT.

4. All planned developments and subdivisions in the Clatsop Plains planning area designated RURAL LANDS** shall cluster land uses and designate areas as permanent common open space. No reversionary clause shall be permitted in common open space. The minimum percentage of common open space shall be 30%, excluding roads and property under water. The clustering of dwellings in small numbers and the provision of common open space assures good utilization of land, increased environmental amenities, maintenance of a low density semi-rural character, maintenance of natural systems (dunes, wetlands), and may be used as an open space buffer between the residential use and adjacent agricultural or forest uses. This policy shall apply in all RURAL LANDS** areas in the Clatsop Plains except for the area commonly known as Surf Pines.* Clustering shall be prohibited in the area known as Surf Pines.* Surf Pines is further described by the following description (See Appendix B) and map.*

5. Permanent open space shall include, whenever possible, steep dunes which would require substantial alterations for building, buffers along streams, water bodies, deflation plains, and farm and forest lands.

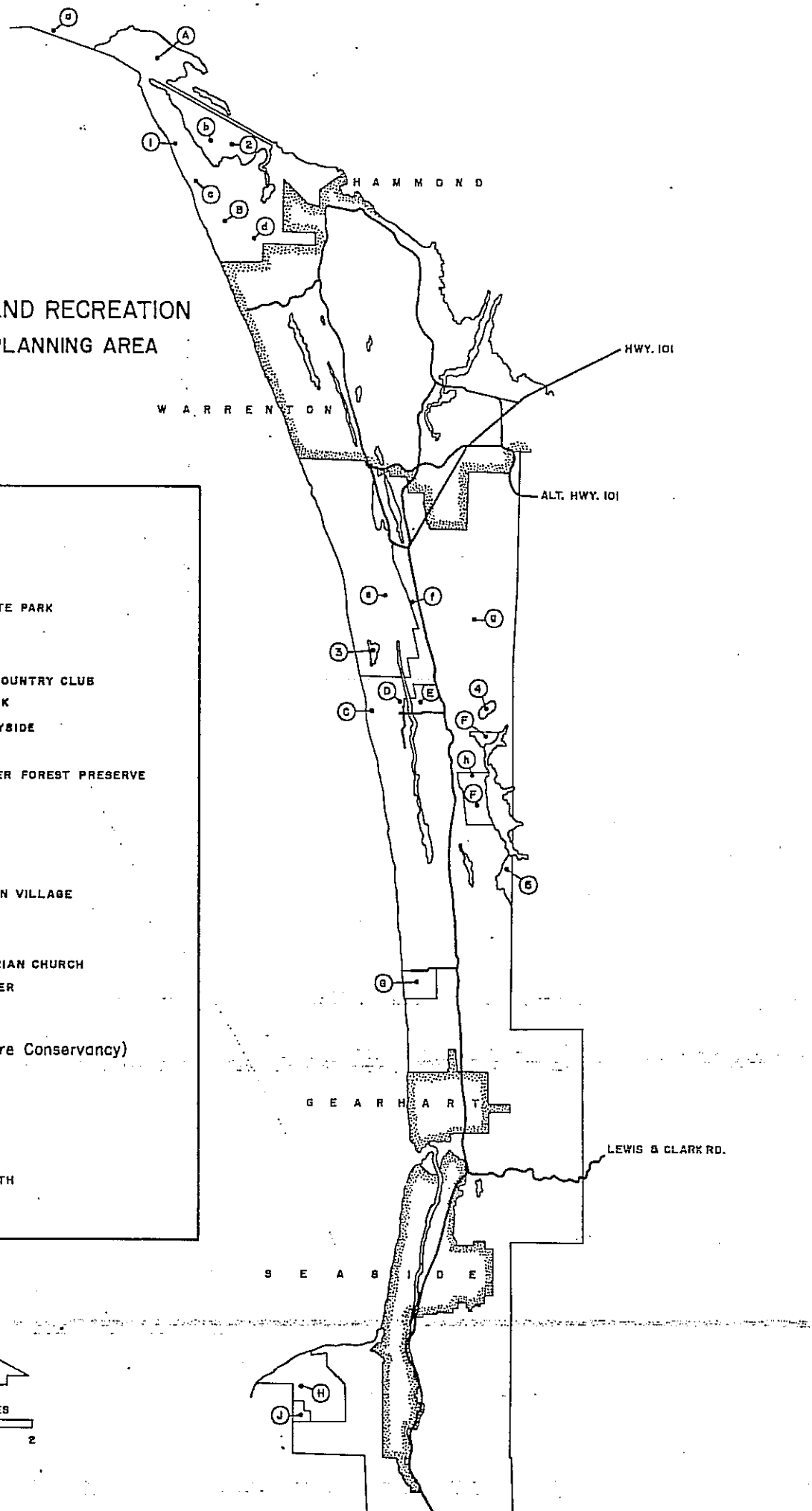
6. Buffers (screening) shall be provided in all subdivisions and planned developments along property lines adjacent to arterials and/or collectors.

*Amended 82-3, dated February 10, 1982.
**Amended 83-17, dated September 30, 1983.

7. Permanent open space as part of subdivisions or planned developments adjoining one another shall be interrelated and continuous whenever possible. This could mean that open space could continuously follow ridge tops, deflation plains or shorelands. The Clatsop County Department of Planning and Development shall prepare a map of potential systems of open space to be used as a guide for developers.

8. Streams and drainages which form a system of open space shall be preserved.

# OPEN SPACE, PARKS AND RECREATION
## CLATSOP PLAINS PLANNING AREA




### RECREATIONAL AREAS

- (A) CLATSOP SPIT
- (B) FORT STEVENS STATE PARK
- (C) SUNSET BEACH
- (D) SUNSET LAKE PARK
- (E) ASTORIA GOLF & COUNTRY CLUB
- (F) CULLABY LAKE PARK
- (G) DEL REY BEACH WAYSIDE
- (H) ECOLA PARK
- (J) ELMER FELDENHEIMER FOREST PRESERVE

### HISTORICAL AREAS

- (a) SOUTH JETTY
- (b) TRESTLE BAY
- (c) NE-AH-KELUC INDIAN VILLAGE
- (d) BATTERY RUSSELL
- (e) CAMP RILEA
- (f) PIONEER PRESBYTERIAN CHURCH
- (g) FIRE CONTROL TOWER
- (h) LINDGREN HOUSE

### NATURAL AREAS (Nature Conservancy)

- (1) CLATSOP SPIT
- (2) TRESTLE BAY
- (3) SLUSHER LAKE
- (4) CARNAHAN LAKE
- (5) CULLABY LAKE SOUTH

# APPENDIX C

## BEACHES AND DUNES EXCEPTION

Exception - Surf Pines

Clatsop County takes an exception to the State of Oregon's Beaches and Dunes Goal (#18) for those properties in the Surf Pines area (see Map on Page [illegible]) that are considered to be active dunes.

Findings for the Exception for the Surf Pines area include the information within the section entitled Critical Hazard Areas, Wind and Shoreline Erosion (Beaches and Dunes), Appendix A comprised of subsections on (1) geology, (2) dune formation, accretion, erosion and migration, (3) dune classification and limitations, (4) vegetation and wildlife, (5) groundwater and hydrology, (6) existing land use, and (7) beach access and management of dunes and the following summary of committed and developed lands:

1. According to the HUD Flood Insurance Study, the existing development is not within the velocity zone of the 100 year flood.

2. There are (as of 1978) 93 vacant lots located on active dunes in Surf Pines. They are interspersed among existing development, consisting of about 26 dwellings. These lots have been platted and partitioned since about 1950. The average developed lot size is approximately 2 acres for this area. The oceanfront lots are generally 120' x 300' to 600'.

3. The 93 vacant lots range in size from one (1) to 17 acres. Lots two (2) acres or larger would be eligible for partitioning or subdividing subject to Clatsop County standards.

4. Surf Pines residents receive pumped water from the Surf Pines Association. The two well fields utilized for the water supply are located outside of the active dune area. Paved roads in the area are maintained by the Surf Pines Association. The water and road facilities are adequate to accommodate the one acre development pattern of the area and are available to each lot.

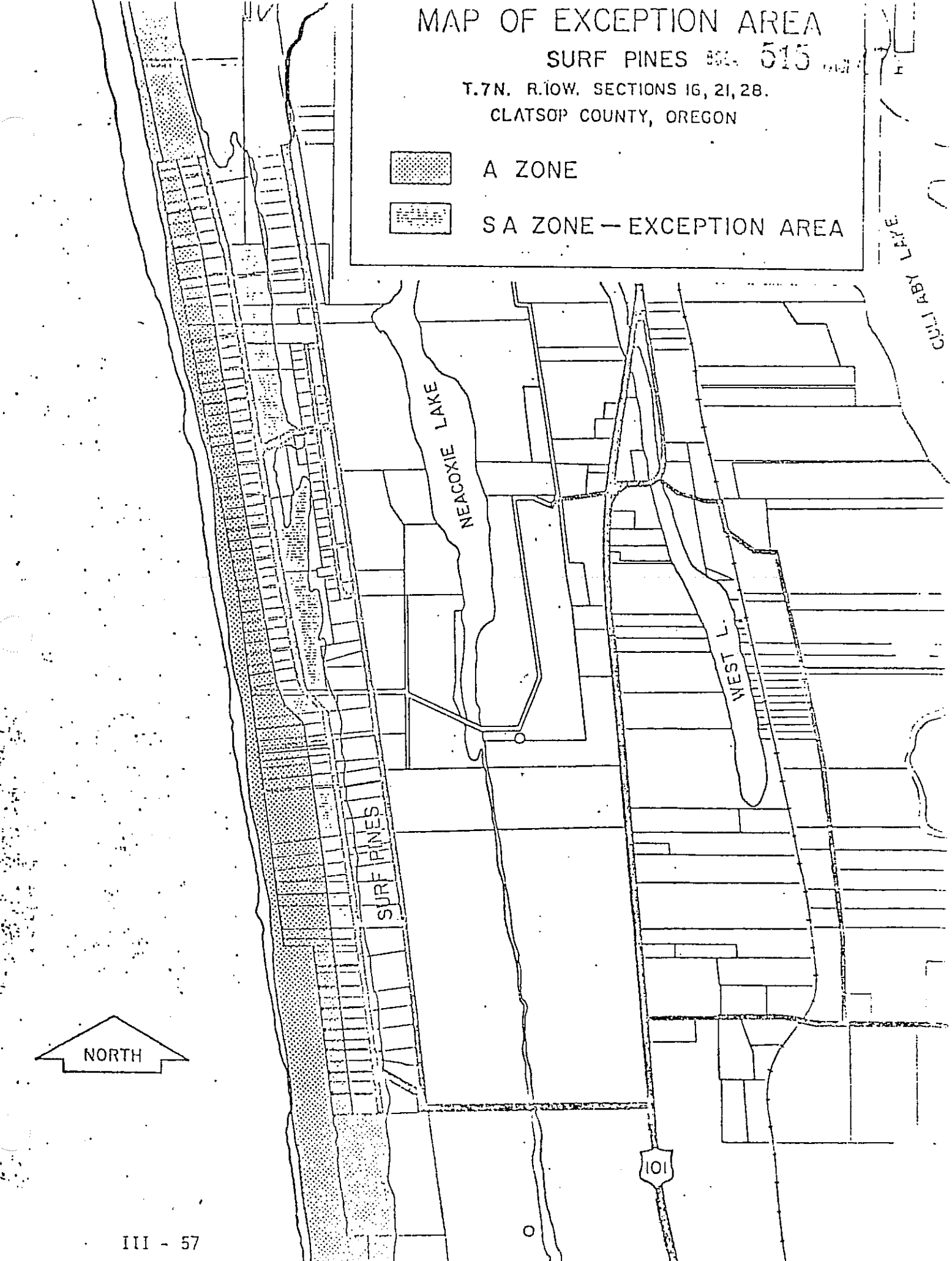
5. Electricity (Pacific Power and Light), natural gas (Northwest Natural Gas) and cable television are available to each lot in the Surf Pines area.

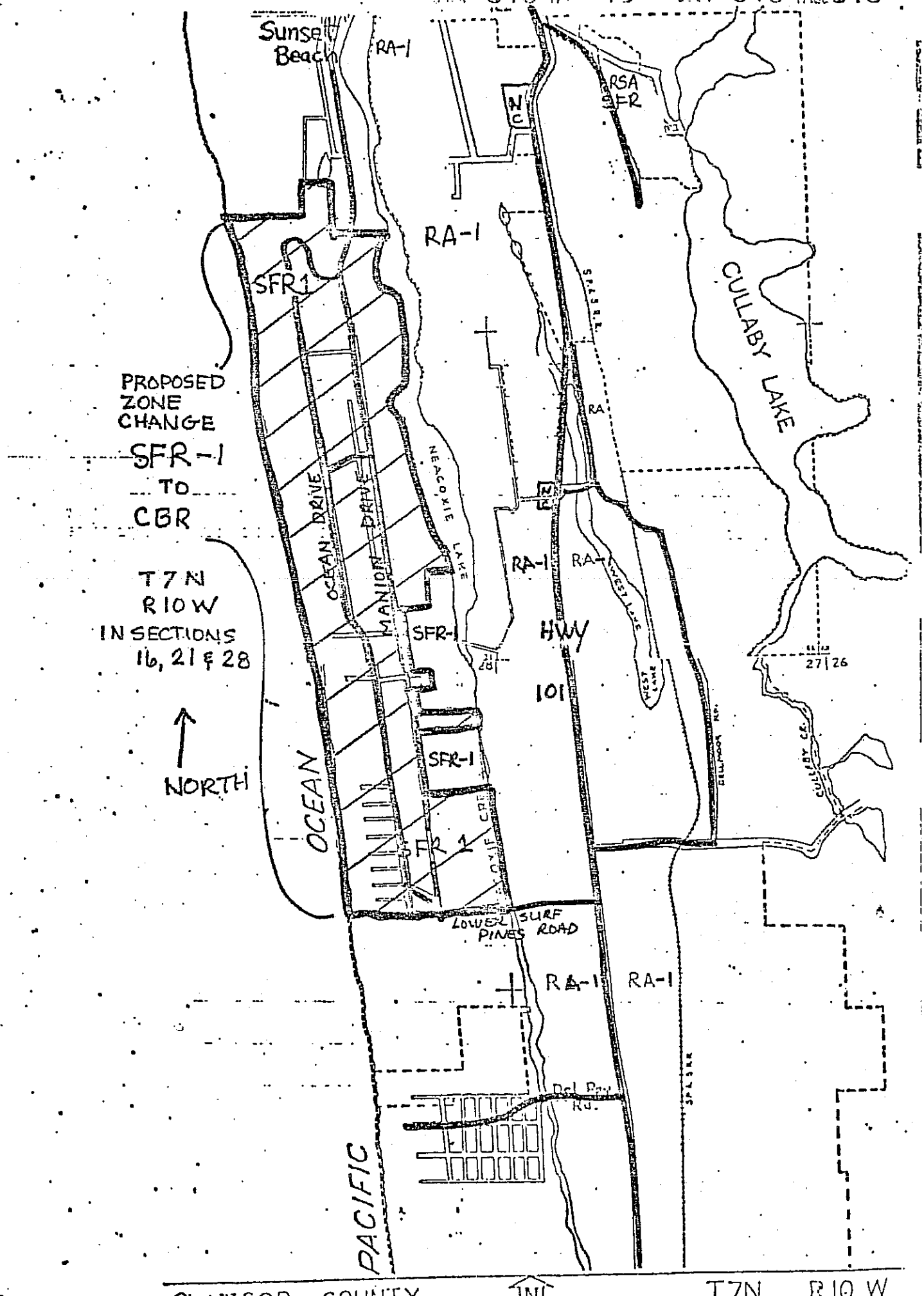
6. These are among the last platted oceanfront parcels in Clatsop County. The current market value for oceanfront lots with improvements in 1977 is between $12,000 and $15,000. Most of the active dune to the north is in public ownership or unplatted. The active dune from Surf Pines south to Gearhart is in private ownership and unplatted.

7. Construction in this area would be single family only, similar to the existing development and, therefore, compatible. There would be no adverse social impact.

8. There is a minimum of 3000 acres of developable land in the Clatsop Plains (unincorporated areas) excluding active dune areas.

9. Access to the beach for residents of Surf Pines would be maintained through existing private rights of way that were platted during the original platting.


MAP OF EXCEPTION AREA
SURF PINES
515
T.7N. R.10W. SECTIONS 16, 21, 28.
CLATSOP COUNTY, OREGON
A ZONE
SA ZONE — EXCEPTION AREA
NEACOXIE LAKE
WEST L.
SURF PINES
CULLABY LAKE
101
NORTH


Sunset Beach
RA-1
RSA SFR
RA-1
SFR1
PROPOSED ZONE CHANGE
SFR-1 TO CBR
T7N R10W IN SECTIONS 16, 21 & 28
NORTH
OCEAN DRIVE
MANION DRIVE
NEACOXIE LAKE
SFR-1
RA-1
RA-1
HWY 101
WEST LAKE
CULLABY LAKE
27 26
SFR-1
OCEAN
SFR 1
LOWER PINES
SURF ROAD
RA-1
RA-1
Del Ray Rd.
PACIFIC

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

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

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

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

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

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

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

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

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

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

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

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

thence S.7°15'E. a distance of 1518 feet, more or less, along the East boundary of said road to the Southwest corner of that tract conveyed to Ray C. and Helen J. Hansen, described in Book 207, page 195, Clatsop County record of deeds;

thence N.89°30'E. a distance of 413 feet, more or less, to the Northeast corner of that tract conveyed to the Surf Pines Association described in Book 446, page 112, Clatsop County record of deeds;

thence S.00°57'W. 392 feet, more or less, to the North line of the Callender Donation Land Claim;

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

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

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

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

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

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

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

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

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

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

The following map delineates the Surf Pines area described above.

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

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

General Development Policies

1. The predominant growth (residential, commercial, and industrial) shall occur within the Cities of Seaside, Warrenton, Gearhart and the Town of Hammond, as well as those areas in the Urban Growth Boundaries.

2. Residential, commercial and industrial development shall be directed away from those areas designated CONSERVATION FOREST LANDS, CONSERVATION OTHER RESOURCES, and NATURAL.

3. In divisions of land into lots where future partitions or resubdivisions could occur, lots should be designed to take the potential for future divisions of land into consideration.

4. Natural features such as creeks and ridges should be used wherever possible as a boundary between intensive uses such as commercial activities and low intensive uses.

5. Plot plans or building plans may be required to indicate on them how storm water is to be drained. Access permits shall be reviewed by the State Highway Department and County Road Department to insure adequate drainage is provided.

6. Incentives shall be provided to encourage developers to use innovative methods to provide a high quality of design, energy conservation and low income housing.

7. The following policies shall be used when examining commercial development in the Clatsop Plains:

    a. To direct and encourage commercial activities to locate within urban growth boundaries. This will be most convenient for customers because most people will live in the urban areas. Also, business requirements for water, sewer, fire protection and other public services can best be met.

b. To group business activities into clusters or "centers". This will be more convenient for patrons, permitting them to accomplish more than one purpose during a stop. It will also avoid mixing homes with scattered businesses. Joint use of vehicular access and parking at commercial centers will be more economical and be less disruptive for street traffic.

c. To prevent "strip" commercial development along arterials, particularly U.S. Highway 101, and to limit business to designated strategic locations. To reserve non-commercial portions of arterials so that property owners may develop residential or other uses without fear of disruptive business development next door.

d. To emphasize and support existing town centers as business places. These centers are important for community identity, social cohesion, civic activity, public service, convenience, attractions and amenities. They should continue to be a focus for commercial activities as well.

e. To concentrate new commercial development in and adjacent to existing, well-established business areas. To increase the patronage and vitality of these areas and to avoid undue dispersal of new commercial activities.

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

DEVELOPMENT

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

Areas within Urban Growth Boundaries and Rural Service Areas are included in this designation. Lands within an Urban Growth Boundary are those determined to be necessary and suitable for future urban growth. These lands can be served by urban services and facilities, and are needed for the expansion of an urban area. The Urban Growth Boundaries are based upon the cities' population projections and needs for residential, commercial and industrial lands. Rural Service Area is an unincorporated area located some distance away from a city which contains residential densities similar to those found in cities. The size of Rural Service Areas is based upon many factors, some of which are population projections, capacity of public facilities and proximity to a city.

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

Predominant Uses:

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

Objectives:

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

2. To encourage development in this area to relieve the need for development in other areas.

3. To encourage the location of public and private facilities and services so that they do attract residential development to locations inside DEVELOPMENT areas.

4. To avoid the extension of urban services (i.e. sewer systems) into outlying sparsely settled areas (1 acre or greater sites).

Rural Service Area Policies

1. The minimum building site in Rural Service Areas shall be 7,500 square feet in sewered areas and 15,000 square feet in unsewered areas.

2. The area known as Shoreline Estates shall be designated a RURAL SERVICE AREA, due to the existing facilities available. The land area for this designation shall not be larger than the existing treatment plant's capacity. The expansion of the RURAL SERVICE AREA designation should NOT be allowed. It is the intent of the Community Plan to encourage urban densities to occur within the cities and the Urban Growth Boundaries where more facilities and services are available.

Urban Growth Boundaries

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

RURAL LANDS*

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

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

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

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

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

Predominant Uses:

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

Objectives:

1. To protect agricultural land from urban expansion.

2. To restrict intensive development on undeveloped shorelands.

3. To preserve the rural character of uplands and woodland areas, and maintain open spaces and opportunities along the shoreline for recreational uses compatible with low density residential activity.

4. To retain rural areas as sparse settlement, small farms or acreage homesites with hardly any public services.

5. To limit the intensity of residential development in order to prevent the gradual development of conditions which would require additional services or higher quality of existing services.

6. To maintain the open spaces between various types of development so as to preserve the rural character of the area.

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

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

*Amended 83-17, dated September 30, 1983.
**Amended 84-9, dated May 22, 1984.

Rural Lands West of U.S. Highway 101*

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

GOAL 3

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

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

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

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

Part 1 - Soil Types

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

Part 2 - Other Lands Suitable for Farm Use*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

7) A letter from the Clatsop County Assessors office indicates that for assessment purposes, they consider that it takes six acres to support one cow.

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

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

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

*11) Mr. Paul See, Registered Professional Geologist, stated on October 19, 1982 while referring to a parcel of property representative of lands west of Highway 101 not in SCS zones 1 or 2:

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

12) All of the parcels over 20 acres have vegetated sand dunes which are adjacent to coastal lakes or significant wetlands. If intensive grazing occurs in these areas, erosion into the lake will likely occur. Also of concern is the probable impact of fecal contaminants on the water bodies. Bacteria and probably viral organisms will enter the lakes and wetlands. Additional fencing would have to be put in to keep animals from near the lakes and wetlands. This not only adds to farming expense but reduces available area for grazing.

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

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

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

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

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

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

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

Large amounts of water withdrawn from the aquifer may produce adverse impacts to adjacent water bodies. All water bodies in the sand dune areas are the surface expression of the groundwater level. Large withdrawals may lower the ground water level and therefore the lake

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

and stream level. This would likely adversely impact the significant wetlands of the area, which are identified as important wildlife areas in the coastal shorelands element (see Clatsop Plains Groundwater Protection Plan and Ocean and Coastal Lake Shoreland Element of the Estuarine Resources and Coastal Shorelands Element of the Comprehensive Plan).

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

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

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

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

Area A: This area abuts the Warrenton UGB on the north and extends to the south boundary of Camp Rilea. Camp Rilea, the Oregon National Guard Military reservation is about 1800 acres (about 1500 acres out of wetlands) and comprises most of the area. The Smith Lake area and the strip of land between Camp Rilea and Highway 101 are composed of subdivisions, rural homesites and a small amount of commercial land.

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

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

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

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

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

Area C: This strip of land runs between Sunset Lake and the Pacific Ocean, from Camp Rilea on the north to Surf Pines Road on the south. The area is entirely within SCS Zones 1 and 2 as described above in "Suitability for Grazing". The largest parcel, 106.4 acres, is within Zone 1 so cannot be used for grazing at all. The only other parcel over 20 acres is a 32 acre piece along the lake, surrounded by small parcels on three sides.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

(e) adequate protection of the development from any geologic hazards, wind erosion, undercutting, ocean flooding and storm waves; or a finding that the development is of minimal value.

12. Where appropriate, developers may be required to dedicate easements for public access to public beaches.

Estuarine Resources*

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

The Columbia River Estuary

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

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

Definitions

AQUATIC AREAS

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

SHORELAND AREAS

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

CREST has developed an inventory of Estuary and Shoreland Resources and Regional Policies for the Columbia River Estuary. The policies serve as the base policy statement for the County on development and other actions related to the estuary.*

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

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

Upper Skipanon River

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

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

Fort Stevens State Park

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

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

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

Fort Stevens State Park Subarea Policy

Off-road vehicles should not be permitted on dune or wetland areas in the park and shall not traverse the NATURAL wetland-salt marsh in Clatsop Spit.

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

The Necanicum Estuary

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

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

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

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

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

Alluvial Lowlands

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

Alluvial Lowlands Policy

Development on peat and other compressible soils shall be discouraged. In those areas where development has already occurred on peat and other compressible soils, policies on those soils in the County-wide Element shall apply.

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

## Alluvial Terraces

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

### Alluvial Terraces Policy

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

## Coast Range Foothills

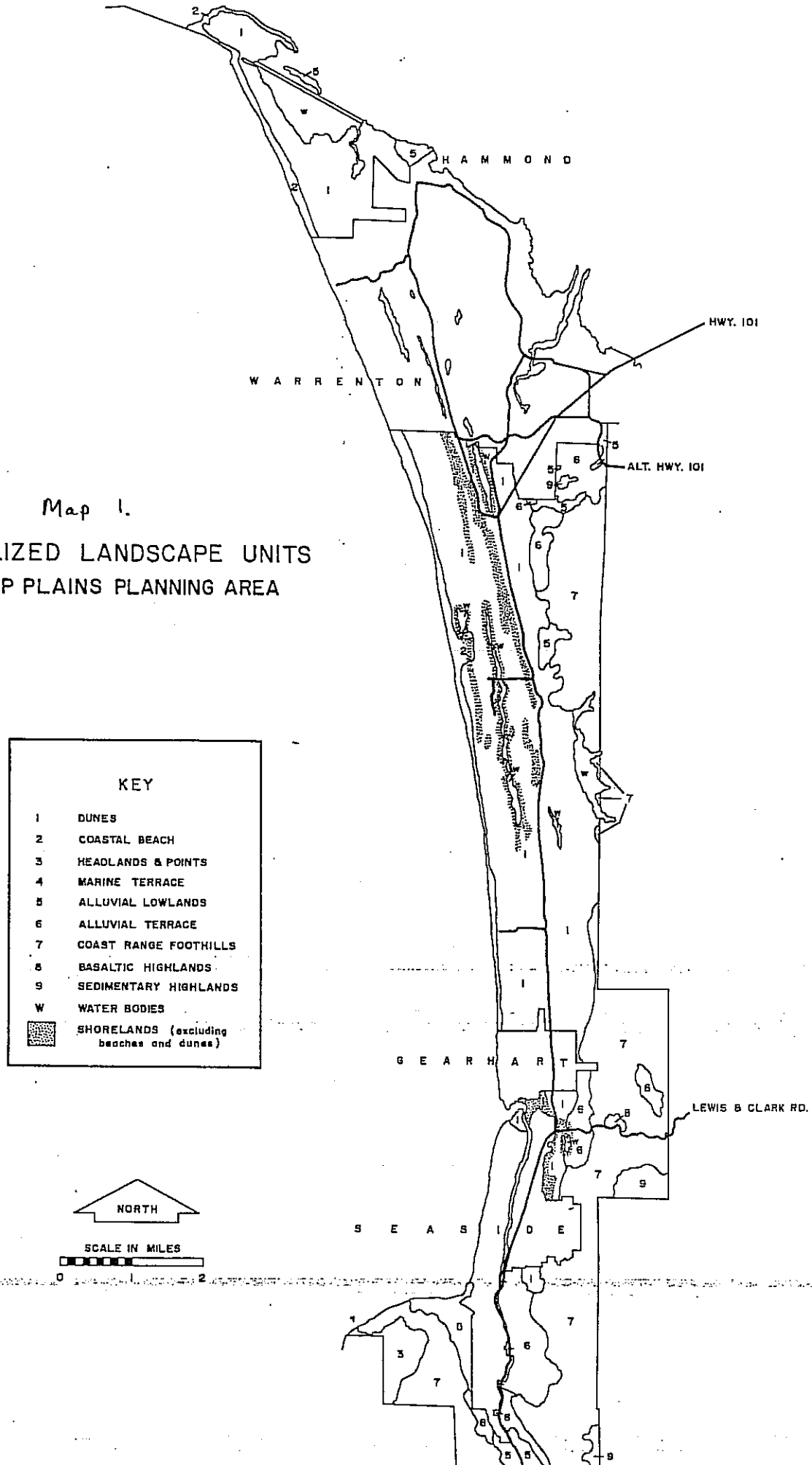
The Coast Range foothills in the Clatsop Plains consist of the western slopes of the Clatsop Ridge. The ridge divides the Lewis and Clark River drainage on the east from the Skipanon River drainage and the Clatsop Plains on the west. These foothills are minor hills on the edges of the Coast Range Mountains.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

### Coast Range Foothills Policy

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

Map 1.

# GENERALIZED LANDSCAPE UNITS
## CLATSOP PLAINS PLANNING AREA



NATURAL RESOURCES

## Forest Lands

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

## Agricultural Lands

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

## Mineral Aggregates

Over the years, several areas in the Clatsop Plains have been mined for sand. The availability of sand will continue to play an important role in various construction projects in the County. There are no extensive gravel deposits in the Clatsop Plains. Basalt is the major source of crushed rock. Within the Clatsop Plains area there is a site which is being mined south of Cannon Beach junction.

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

## Water Quality - Clatsop Plains Aquifer

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

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

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

Based on this data the DEQ concluded that groundwater degradation would become more acute with continued construction of new housing at urban densities with on-site disposal systems. Therefore, on April 1, 1977, the Oregon Environmental Quality Commission (EQC) passed a resolution which prohibited any development utilizing septic tanks in the Clatsop Plains area. The EQC stipulated that the moratorium could be lifted on an area by area basis if local government provided sufficient evidence.

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

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

## Post 208 Water Quality Study*

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

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

"(a) The Warrenton landfill leachate is causing high nitrogen levels in the aquifer, as well as other pollution problems.

(b) The Camp Rilea wastewater effluent spray field was improperly constructed, and because no plant growth is available to remove nitrogen, it is contributing to the nitrate-nitrogen contamination of the aquifer.

*Amended 82-32, dated December 29, 1982.

(c) Based on current zoning densities and the Department guidelines for wastewater disposal in rapidly draining soils, the projected average nitrate-nitrogen concentrations will exceed the Department's planning limit of 5 mg/l in several areas of Gearhart in the future.

(d) Based on the projected year 2000 maximum development, current zoning densities, and the Department's wastewater disposal guidelines, the projected areawide average nitrate-nitrogen concentrations will remain below the 5 mg/l planning limit in the unincorporated areas of Clatsop Plains.

(e) Based on the projected year 2000 maximum development densities in seven sensitive areas, current zoning densities, and the Department's wastewater disposal guidelines, the projected areawide average nitrate-nitrogen concentration will exceed the 5 mg/l planning limit in several of the sensistive areas.

(f) The aquifer should be protected through the full implementation of a groundwater protection plan and specifically through the formal establishment of aquifer reserve areas.

(g) The surface water bodies do not appear to be significantly impacted by nitrate-nitrogen concentrations in the groundwater given their advanced state of biological productivity.

(h) Fecal coliform contamination does not appear to be a major concern in the majority of Clatsop Plains.

(i) The trace organics laboratory analysis did not indicate a significant problem.

(j) The sands of the Clatsop Plains exhibit very rapid draining characteristics, and thus would easily transmit to the aquifer pollutants other than those specifically mentioned in this report. Therefore, care should be taken when handling any potentially environmentally hazardous material over the aquifer. In addition, it is important to be certain that on-site sewage disposal systems remain free of unusual wastes or chemical additives."

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

"(a) The groundwater protection strategy of this study should promote the maximum present and future beneficial uses of the Clatsop Plains aquifer. On-site wastewater disposal has been shown to be a significant beneficial use of the aquifer, and thus, the moratorium should be lifted in all areas of the Clatsop Plains study area.

(b) The Camp Rilea wastewater spray irrigation field should be rehabilitated with a cover material that is conducive to plant growth. A suitable crop management plan should be developed so that the selected crop can be periodically harvested to remove the nutrients. The crop should be planted during March-April 1982, so that the spray irrigation field will be operable during the heavy summer use period.

(c) The Warrenton landfill should be closed through an approved closure plan as directed by DEQ. The closure plan should provide for prohibition of further leachate contamination of the aquifer and the necessary gas removal facilities.

(d) The wastewater disposal recommendations for the unincorporated Clatsop Plains are as follows:

(1) Continue with current zoning requiring a minimum of 1 acre lot size and permit the use of a standard septic tank and disposal field.

(2) For lots of record between 1/2 acre and 1 acre, a septic tank with a low pressure disposal field or sand filter should be used.

(3) For lots of record between 10,000 square feet and 1/2 acre, septic tank systems should use a sand filter with a low pressure disposal field, if DEQ's regulations on house size, setbacks and system redundancy can be accommodated.

(4) Allow no septic systems on lot sizes smaller than 10,000 square feet.

(e) All future development in Gearhart, in accordance with the current Comprehensive Plan, should be required to use low pressure disposal fields and/or sand filters to maximize nitrogen removal in the system prior to disposal in the soil. DEQ should be requested to adopt a special geographic rule exempting the DEQ house size regulations in Gearhart.

(f) Wastewater disposal recommendations for the seven sensitive areas are:

(1) Install low pressure distribution and/or sand filter systems for all new wastewater sources (including the aggregate of one development) under 5,000 gallons per day.

(2) For all new wastewater sources exceeding 5,000 gallons per day, construction of sewers and wastewater treatment facilities using land disposal or other disposal techniques acceptable to DEQ should be required.

(3) Present uses of the aquifer for wastewater disposal should not be prohibited.

(g) No action should be taken on surface water conditions at this time.

(h) Aquifer reserve areas should be maintained to protect the aquifer as a possible future drinking water source through the following measures:

(1) A minimum of 2.5 square miles of aquifer should be set aside for water supply development, including an area set aside by

the City of Warrenton, the area within the boundaries of Camp Rilea, and the 40 acres of County-owned land at Del Rey Beach.

(2) The County should preserve the necessary recharge areas within Camp Rilea by developing an agreement with the Oregon Department of Military within 6 months.

(3) Additional areas for aquifer protection should be sought through land use planning, and open space requirements.

(4) Land use in the reserve areas should be controlled so that the potential for groundwater contamination from nitrogen and other possible pollutants is kept to a minimum.

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

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

Clatsop Plains Aquifer Policy

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

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

Recommended Actions

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

2. The County, in cooperation with other local jurisdictions, should consider a cost/benefit comparison of developing the Clatsop Plains aquifer as a water source with other sources of water supply.

CRITICAL HAZARD AREAS

The intent of this section is to identify those hazards unique to the Clatsop Plains, and to establish a procedure whereby proposed uses of these areas can be examined in order to protect life and property. Map 2A and 2B show the various types and locations of hazards in the Clatsop Plains.

## Mass Movement

Potential mass movement areas within this planning area exist in the Coastal Foothills. All of these areas are within a CONSERVATION designation, allowing for low intensity uses.

## Flooding

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

## Compressible Soils

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

## Wind and Ocean Shoreline Erosion

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

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

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

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

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

Wind and Ocean Shoreline Erosion Policies

1. Clatsop County shall prohibit:

   a. the destruction of stabilizing vegetation (including the inadvertant destruction by moisture loss or root damage).

   b. the exposure of stable and conditionally stable areas to erosion, and

   c. construction of shore structures which modify current or wave patterns or the beach sand supply.

2. Erosion shall be controlled and the soil stabilized by vegetation and/or mechanical and/or structural means on all dunelands. After stabilization, continuous maintenance shall be provided. In those areas where the County has taken an Exception to the Beaches and Dunes Goal, the County shall have building permits reviewed by the Soil Conservation Service and use their recommendations as conditions of approval.

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

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

5. Removal of vegetation which provides wildlife habitat shall be limited. Unnecessary removal of shoreline vegetation shall be prohibited.

6. Site specific investigations by a qualified person such as a geologist, soils scientist, or geomorphologist may be required by the County prior to the issuance of building permits in open sand areas, on the ocean front, in steep hillsides of dunes, regardless of the vegetative cover, and in any other conditionally stable dune area which, in the view of the Planning Director or Building Official, may be subject to wind erosion or other hazard potential. Site investigations may be submitted to the State Department of Geology and other agencies for review of recommendations.

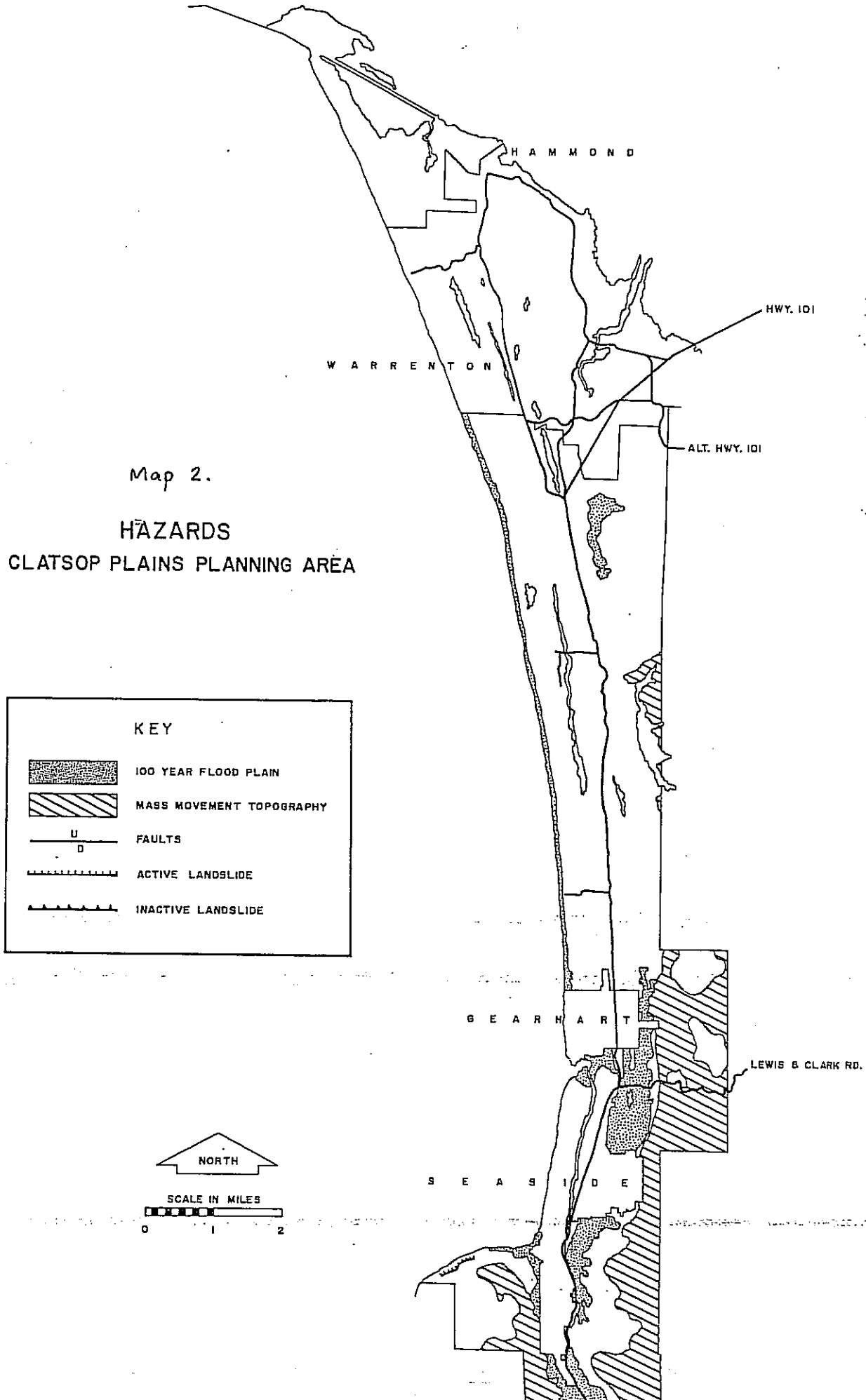
7. Log debris plays an important role in the formation and maintenance of foredunes. Therefore, driftwood removal from sand areas and beaches for both individual and commercial purposes should be regulated so that dune building processes and scenic values are not adversely affected.

Recommended Action

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

Map 2.

# HAZARDS
## CLATSOP PLAINS PLANNING AREA



## Housing

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

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

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

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

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

### Clatsop Plains Housing Goal:

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

### Housing Policies

1. Planned developments, the replatting of old subidivisions, and other land use actions shall encourage the preservation of steep slopes and other sensitive areas in their natural condition.

2. The location of a mobile home on an individual parcel of land shall be allowed in CONSERVATION FOREST LANDS* and RURAL EXCLUSIVE FARM USE* areas which are in conjunction with a farm or forestry use. In areas designated RURAL LANDS,* a double wide or wider mobile home shall be allowed except in Surf Pines, (zones SFR-1 and CBR*) Smith Lake (zone SFR-1*)and Shoreline Estates (zone RSA-SFR*).

3. Areas shall be provided for mobile home parks within the cities' Urban Growth Boundaries.

4. Opportunities shall be provided for elderly and low income housing within the cities' Urban Growth Boundaries due to the availability of services provided.

## Public Facilities and Services

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

### Sewer Systems

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

The City of Warrenton sewage treatment plant currently services a populuation equivalent of 2,000 people with a design capacity population equivalent of 4,500 people (or 450,00 gpd of sewage). The city may need to expand the treatment plant sometime around 1985 due to sewer service extended to Fort Stevens State Park and the Town of Hammond. Both the Cities of Warrenton and Seaside have policies of not expanding the sewer system to unincorporated private property.

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

To meet the continued expansion of the National Guard training program, a sewage lagoon system has been constructed on the southeast boundary of Camp Rilea. The system is designed for a population equivalent of 300 people year round. Camp Rilea sewer system could provide treatment to a sanitary district in the area around Sunset Beach and Cullaby Lake. The district, if formed, would have to operate the treatment plant and pay for expansion of the treatment system.

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

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

Sewer Policies

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

2. The Shoreline Estates sewer system located near Cullaby Lake shall expand its sewer service area only to the current existing treatment plant's design capacity of approximately 500 people. Further development of this intensity on the Clatsop Plains shall occur within the Urban Growth Boundaries.

Water Systems

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

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

The City of Seaside provides water to Stanley Acres and the area to the south of Seaside. The main water supply is from a source on the south fork of the Necanicum River about eight miles southeast of the city. An auxiliary supply source is located on the Necanicum River below the reservoir. The water system must serve a five-month summer population of up to 15,000 on the week days and 30,000 on weekends. Future water supply capability is good, but additional storage capacity may be necessary.

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

| | |
|---|---|
| System: | Sunset Lake Water District |
| Estimated Total Population Served: | 200 |
| Existing Source and Water Rights: | City of Warrenton |
| Estimated Capacity of System: | 400+ connections |

| | |
|---|---|
| System: | Shoreline Development Inc. |
| Estimated Total Population Served: | 69 services |
| Existing Source and Water Rights: | City of Warrenton |
| Estimated Capacity of System: | 89 services |
| System: | Surf Pines Water Association |
| Estimated Total Population Served: | 110 services, all metered |
| Existing Source and Water Rights: | Two well systems |
| Estimated Capacity of System: | No data |
| System: | Palisades Pipeline Co. |
| Estimated Total Population Served: | 33 services, all metered |
| Existing Source and Water Rights: | City of Warrenton |
| Estimated Capcity of System: | No data |
| System: | Stanley Acres Water Association |
| Estimated Total Popultion Served: | 86 services, all metered |
| Existing Source and Water Rights: | City of Seaside |
| Estimated Capcity of System: | 150 services |

## Schools

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

District #30 Warrenton

| | Grades | Enrollment (As of 1978) | Capacity | Year Built |
|---|---|---|---|---|
| Warrenton Elementary | K-6 | 369 | 370+ | 1916 |
| Fort Stevens Junior High | 7-8 | 101 | 125 | 1890 |
| Warrenton High School | 9-12 | 281 | 300 | 1948 |

District #10 Seaside

| | Grades | Enrollment (As of 1978) | Capacity | Year Built |
|---|---|---|---|---|
| Seaside Heights Elementary | K-6 | 458 | 478 | 1974 |
| Gearhart Elementary | K-6 | 244 | 275 | 1948 |
| Broadway Junior High School | 7-8 | 251 | 280 | 1949 |
| Seaside High School | 9-12 | 508 | 600 | 1958 |
| Cannon Beach Elementary | K-6 | 150 | 140 | |

### Flood Control

The Skipanon Water Control District covers the Skipanon River area, Warrenton, and Cullaby Lake. The District provides flood protection, controls the water level for recreation use at Cullaby Lake and helps to minimize skrinking and swelling of the peat soils.

### Fire Protection

Fire protection in the unincorporated Clatsop Plains is provided by three Rural Fire Protection Districts: Warrenton RFPD, Gearhart RFPD, and Seaside RFPD. These rural protection districts levy taxes and contract for service from the cities. The cities' fire departments are all manned by volunteers, with fire insurance ratings varying from 4 to 8. The rate is based upon distance from the fire station, size and location of the fire hydrant. None of the fire districts have plans to place fire stations in the Plains.

#### Fire Protection Policy

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

## Transportation

### Highways

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

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

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

Access controls along U.S. 101 can possibly provide the most cost-effective means of maintaining manageable highway capacity and should be implemented wherever feasible. Control of access will improve the capacity of the highway, and reduce accidents and congestion.

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

Clatsop Plains Transportation Goal:

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

Transportation Policies

1. The development of new access points onto U.S. 101 shall be kept to a minimum number. It is the intent of this policy to reduce the potential for accidents, and to provide the most efficient means of maintaining highway capacity. Planned development, subdivision, major partition regulations shall be written so as to implement this policy.

2. Minor partitioning shall be required for all property adjacent to U.S. 101. Minor partition proposals will be reviewed in order to prevent numerous access points along this highway. The requirement for minor partition review shall take effect on the date of adoption of the Clatsop Plains Community Plan.

3. Streets in new developments shall be designed to minimize disturbance of the land by following contour lines (as an alternative to a grid pattern) and avoiding cut-and-fill construction techniques.

4. Unnecessary rights-of-way should be used as green belts, walking trails or bike paths where appropriate.

5. To minimize negative visual and noise impacts of U.S. 101, a buffer screen of existing vegetation shall be required for residential properties along U.S. 101. Planted vegetation should be encouraged in those areas along U.S. 101 where none presently exists. The buffer shall be 25 feet wide, unless the size of the lot and natural topography would create a hardship.

6. Clatsop County shall restrict direct access to arterials (i.e., U.S. 101) where alternative access is available.

7. At the time of a major or minor partition, access points shall be examined. Consolidation of existing access points or easements for adjoining properties to allow a common access point shall be considered.

8. It is the County's intent to develop a system of collectors, frontage roads and common access points to solve the problems that many access points create along U.S. 101. In order to carry out this intent the County shall do the following:

   a. Require new developments to have access taken from the existing collectors and frontage roads unless a variance is given.

   b. New access points shall be reviewed by the County. New access points shall be reviewed based upon proximity to existing access points and safety standards developed by the Department of Transportation.

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

## Rail

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

### Recommended Action

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

## Air Transporation

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

Recommended Action

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

## Preservation, Recreation, Scenic, and Open Space Areas

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

One of the highest priorities for the Clatsop Plains and Seaside-Gearhart CACs has been the importance of maintaining the semi-rural character of the Clatsop Plains and to preserve large amounts of open space. However, with property tax laws, property rights, and local government financial limitations to purchase open space, there is no simple solution to this objective. The Community Plan recommends a strategy for preserving open space that is consistent with the statewide planning goals as well as local concerns. The policies for the preservation of open spaces and for the accommodations of residential development in the planning area is reflected in the following sections on open space and are in addition to those located in the following Background Reports and County-wide Elements: Estuarine Resources and Coastal Shorelands, Open Space, Scenic and Historic Areas and Natural Resources, and Recreational Needs.*

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

| Categories | Examples |
|---|---|
| Resource Management | Forest/farm lands |
| Preservation | Aquifer recharge, Historic, Fish and Wildlife Areas |
| Recreation | Fort Stevens State Park |
| Scenic/Buffer | Open space in subdivisions |

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

### Resource Management

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

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

## Preservation

### Aquifer Recharge

The Clatsop Plains aquifer is like a large underground lake which has the potential of supplying vast amounts of drinking water. Based upon the Clatsop Plains Groundwater Protection Plan (208 study) at least 2.5 square miles shall be set aside as "aquifer reserve" areas. At present approximately 2.0 square miles have been set aside. Clatsop County will set aside additional areas in order to meet the above requirement. Clatsop County will coordinate this with Gearhart, Warrenton, Hammond, Camp Rilea and State Parks.*

### Historic Areas

The Clatsop Plains is rich in history, containing many historical sites to stir one's interest in the past. Maps 3A and 3B show the mapped historic sites which were prepared by the Clatsop County Historical Advisory Committee under the direction of the Clatsop County Commission in 1976.

Clatsop Plains Planning Goal:

To preserve Historic Resources of our past that might otherwise be lost due to unnecessary and unwise development.

Historic Area Policy

1. The County shall work with the Clatsop County Historical Advisory Committee and other organizations to identify and protect important local historical and archeological sites. Compatible uses and designs of uses should be encouraged for property nearby important historical or archeological sites.

2. Clatsop County shall protect significant historical resources by:

   a. encouraging those programs that make preservation economically possible;

   b. implementing measures for preservation when possible;

   c. recognizing such areas in public and private land use determinations subject to County review.

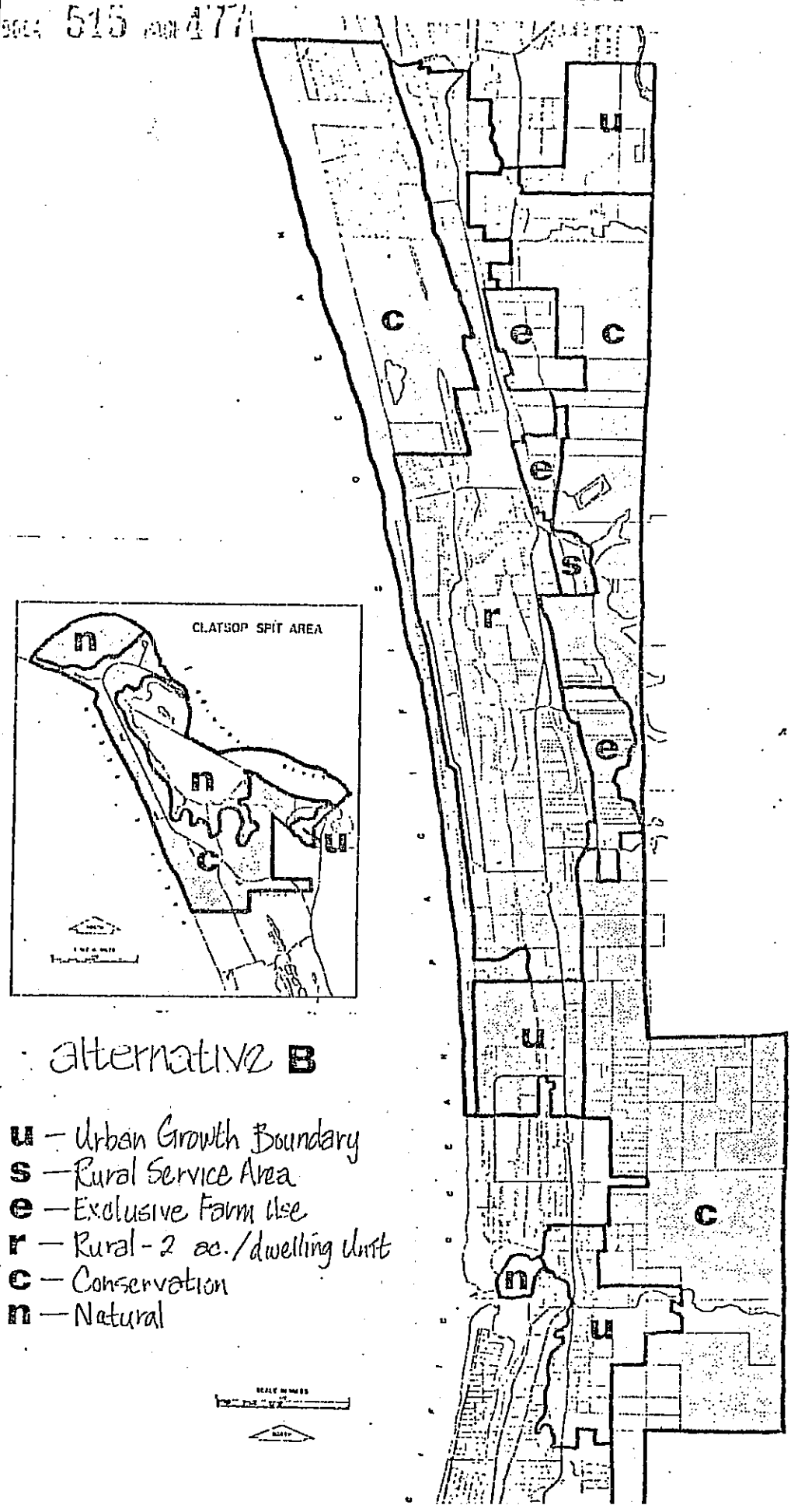
### Fish and Wildlife Areas

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

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

# CLATSOP PLANNING AREA

BOOK 515 PAGE 477

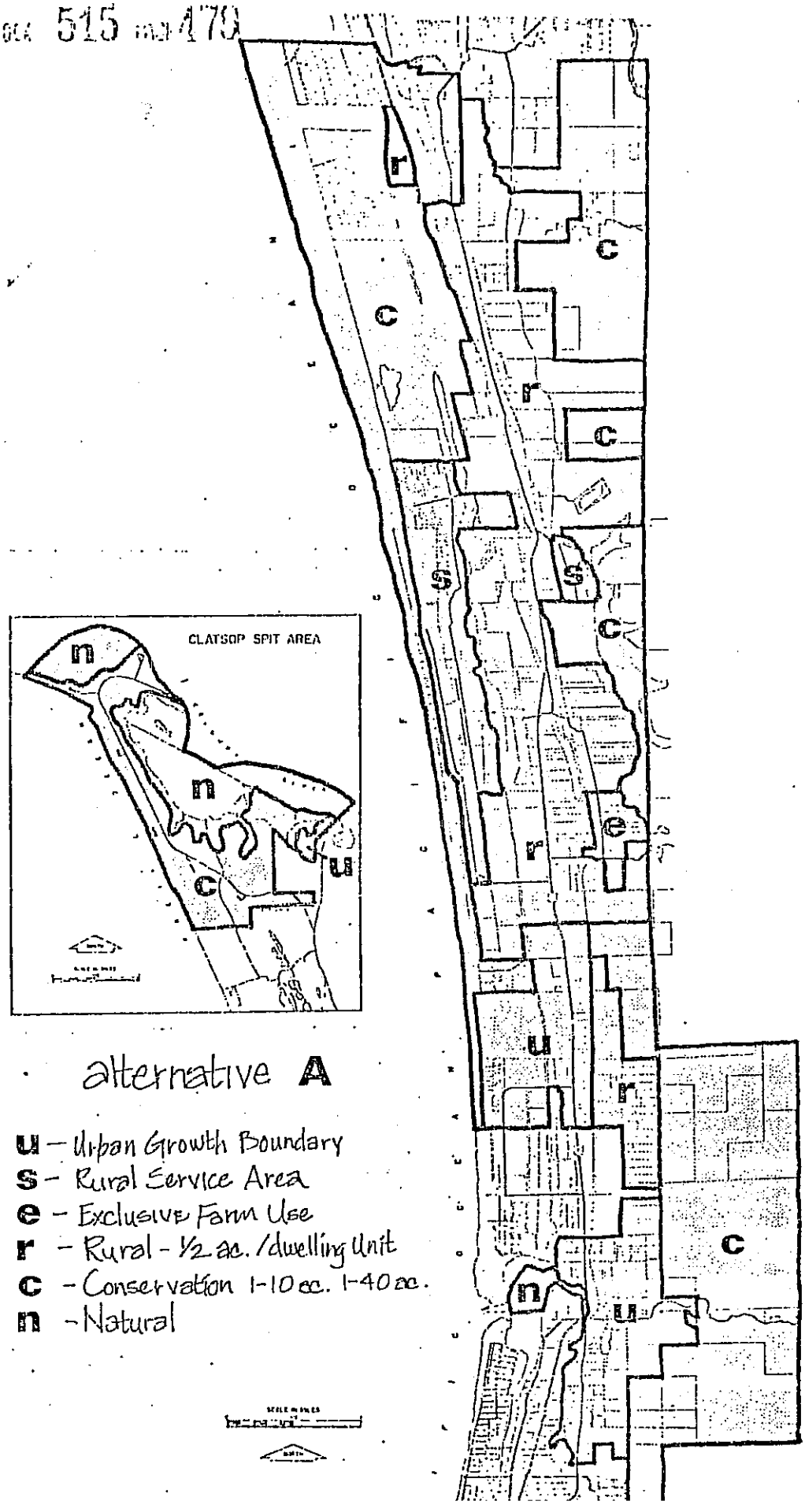



alternative B

**u** — Urban Growth Boundary
**s** — Rural Service Area
**e** — Exclusive Farm Use
**r** — Rural - 2 ac./dwelling unit
**c** — Conservation
**n** — Natural

# CLATSOP PLAINS PLANNING AREA

BOOK 515 PAGE 479



## APPENDICES

A. Summary of Statewide Planning Goals.

B. Physical Characteristics of Landscape Units.

C. Beaches and Dunes Exception (Surf Pines).

D. Alternatives Considered in Developing the Clatsop Plains Community Plan.

## SUMMARY OF STATEWIDE PLANNING GOALS

### Land Conservation and Development Commission

1. CITIZEN INVOLVEMENT: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

2. LAND USE PLANNING: To establish a land use planning process as a basis for decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.

   Land use plans must include:

   1. the identification of issues and problems,
   2. inventories and other factual information for each statewide planning goal and,
   3. evaluation and consequences of alternative courses of action and ultimate choices.

   When a statewide planning goal cannot be applied to a specific situation, an exception to that goal must be taken.

   In taking an exception, specific facts and reasons must be stated including:

   1. why these other uses should be provided for.
   2. what alternative locations within the area could be used for the proposed use.
   3. what are the long-term environmental, economic, social and energy consequences to the locality, the region or the state of not applying the goal or permitting the alternative use,
   4. are the proposed uses compatible with other land adjacent land uses.

3. AGRICULTURAL LANDS: To preserve and maintain agricultural lands... consistent with existing and future needs for agricultural products, forest and open space.

   Class I-IV farm land (as identified by Soil Conservation Service classification system) shall be inventoried and protected by exclusive farm use zones.

4. FOREST LANDS: Forest lands shall be inventoried and preserved for forest uses.

Forest uses include (1) foresty and forest processing, (2) open space, buffers, (3) watershed protection and wildlife and fisheries habitat. (4) soil protection from wind and water, (5) maintenance of clean air and water, (6) outdoor recreational uses and wilderness values compatible with these uses, and (7) grazing land for livestock.

5. OPEN SPACES, SCENIC, AND HISTORIC AREAS, AND NATURAL RESOURCES: The following resources need to be inventoried (1) land needed or desirable for open space, (2) mineral and aggregate resources, (3) energy sources. (4) fish and wildlife areas and habitats, (5) ecologically and scientifically significant natural areas, (6) outstanding scenic views and sites, (7) water areas, wetlands, watersheds and groundwater resources, (8) wilderness areas, (9) historic sites, (10) potential and approved Oregon recreation trails, (11) potential and approved federal wild and scenic waterways and state scenic waterways.

   Where no conflicting uses for the above resources have been identified, resources shall be managed so as to preserve their original character. Where conflicting uses have been identified the consequences of different courses of action shall be considered.

6. AIR, WATER, AND LAND RESOURCES QUALITY: To maintain and improve the quality of the air, water and land resources of the state.

7. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS: To protect life and property from natural disasters and hazards.

   Development subject to damage or that could result in loss of life shall not be planned nor located in known areas of natural disasters and hazards without appropriate safeguards.

   Natural hazards include stream and ocean flooding, landslides, erosion, and weak foundation soils.

8. RECREATION NEEDS: To satisfy the recreation needs of the citizens of the state and visitors.

9. ECONOMY OF THE STATE: To diversify and improve the economy of the state.

   Both state and federal economic plans and policies shall be coordinated by the state with local and regional needs. Plans shall contribute to a stable and healthy economy in all regions of the state. Economic growth and activity shall be encouraged in areas that have under-utilized human and natural resource capabilities and want increase growth and activity.

10. HOUSING: To provide for the housing needs of citizens of the state.

    Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are appropriate for the financial capabilities of Oregon households. Plans shall allow for flexibility of housing location, type and density.

11. PUBLIC FACILITIES AND SERVICES: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

12. TRANSPORTATION: To provide and encourage a safe, convenient and economic transportation system.

13. ENERGY CONSERVATION: To conserve energy...Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

14. URBANIZATION: To provide for an orderly and efficient transition from rural to urban land use...Urban growth boundaries shall be established to identify and separate urbanizable land from rural land.

16. ESTUARINE RESOURCES: To recognize and protect the unique environmental, economic, and social values of each estuary...

17. SHORELANDS: To conserve, protect, and where appropriate, develop and restore the resources and benefits of all shorelands adjacent to the ocean; estuaries and wetlands; and coastal lakes, rivers, and streams as defined...

18. BEACHES AND DUNES: To conserve, protect, and where appropriate, restore and develop the resources and benefits of coastal beach and dune areas; and to reduce the hazard to human life and property from natural or man-induced actions associated with these areas...

# APPENDIX B

## Physical Characteristics of Landscape Units

| Landscape Unit[1] | Geologic Units[2] | |
|---|---|---|
| | Geologic Unit | Map Symbol |
| 1. Alluvial Lowlands | Quaternary alluvium | qal |
| | Floodplain alluvium | |
| | tidal flat | tf |
| | silty clay | sc |
| | gravel | gr |
| | clay | cl |
| 2. Sedimentaty Lowland (Coast Range foothills 50 to 500 feet) | Upper Miocene Sandstone | tmus |
| | Astoria formation | tma |
| 3. Basaltic Highlands (over 500 feet but includes lower areas along rivers and coasts) | Miocene volcanic rocks | tmv |
| | Intrusive rocks | ti |
| | Eocene volcanic rock unit 2 | $tev_2$ |
| | Eocene volcanic rock unit 3 | $tev_3$ |
| 4. Sedimentary Highlands (Uplands, over 50 feet) | Oligocene to Miocene sedimentary rocks | toms |
| | Miocene volcanic rocks | tmv |
| | Astoria formation | tma |
| | Intrusive rocks | tic |
| | Eocene sedimentary rocks undifferentiated | tesu |
| | Middle Miocene sandstone | tmms |
| 5. Alluvial Terrace | Terrace alluvium | |
| | terrace silty clay | tsc |
| | terrace gravel | tgr |
| | peat | pt |
| | clay | cl |
| | quaternary terrace | qt |
| 6. Marine Terrace | Marine terrace | Qmt |
| 7. Coastal Beach | Beach sand | bs |
| 8. Dunes | Stable dunes | sd |
| | peat | pt |
| 9. Headlands and Points | Intrusive rocks (Tillamook Head) | ti |
| 10. Estuary Wetlands | Floodplain Alluvium | |
| | peat | tf |
| 11. Freshwater Wetlands | Floodplain Alluvium | |
| | tidal flat | tf |
| | peat | pt |
| | Stable dunes | sd |
| | Beach sand (Trestle Bay) | bs |
| 12. Water Bodies and Coastal and Stream Shorelands (lakes, reservoirs, and rivers) | Geologic units underlying water bodies are not described but are assumed to be the same as adjacent land (shorelands). For shoreland designations see appropriate landscape unit and geologic units associated with them. | |

[1]Refer to the Environmental Plan of Clatsop Plains for the description and other characteristics of the landscape units.

[2]The various geologic units and their engineering characteristics are described in:

Environmental Geology of the Coastal Region of Tillamook and Clatsop Counties, Oregon, Oregon Department of Geology and Mineral Industries, Bulletin 74; and

Environmental Geology of Inland Tillamook and Clatsop Counties, Oregon, Oregon Department of Geology and Industries, Bulletin

# APPENDIX C

## BEACHES AND DUNES EXCEPTION

Exception - Surf Pines

Clatsop County takes an exception to the State of Oregon's Beaches and Dunes Goal (#18) for those properties in the Surf Pines area (see Map on Page ) that are considered to be active dunes.

Findings for the Exception for the Surf Pines area include the information within the section entitled Critical Hazard Areas, Wind and Shoreline Erosion (Beaches and Dunes), Appendix A comprised of subsections on (1) geology, (2) dune formation, accretion, erosion and migration, (3) dune classification and limitations, (4) vegetation and wildlife, (5) groundwater and hydrology, (6) existing land use, and (7) beach access and management of dunes and the following summary of committed and developed lands:

1. According to the HUD Flood Insurance Study, the existing development is not within the velocity zone of the 100 year flood.

2. There are (as of 1978) 93 vacant lots located on active dunes in Surf Pines. They are interspersed among existing development, consisting of about 26 dwellings. These lots have been platted and partitioned since about 1950. The average developed lot size is approximately 2 acres for this area. The oceanfront lots are generally 120' x 300' to 600'.

3. The 93 vacant lots range in size from one (1) to 17 acres. Lots two (2) acres or larger would be eligible for partitioning or subdividing subject to Clatsop County standards.

4. Surf Pines residents receive pumped water from the Surf Pines Association. The two well fields utilized for the water supply are located outside of the active dune area. Paved roads in the area are maintained by the Surf Pines Association. The water and road facilities are adequate to accommodate the one acre development pattern of the area and are available to each lot.

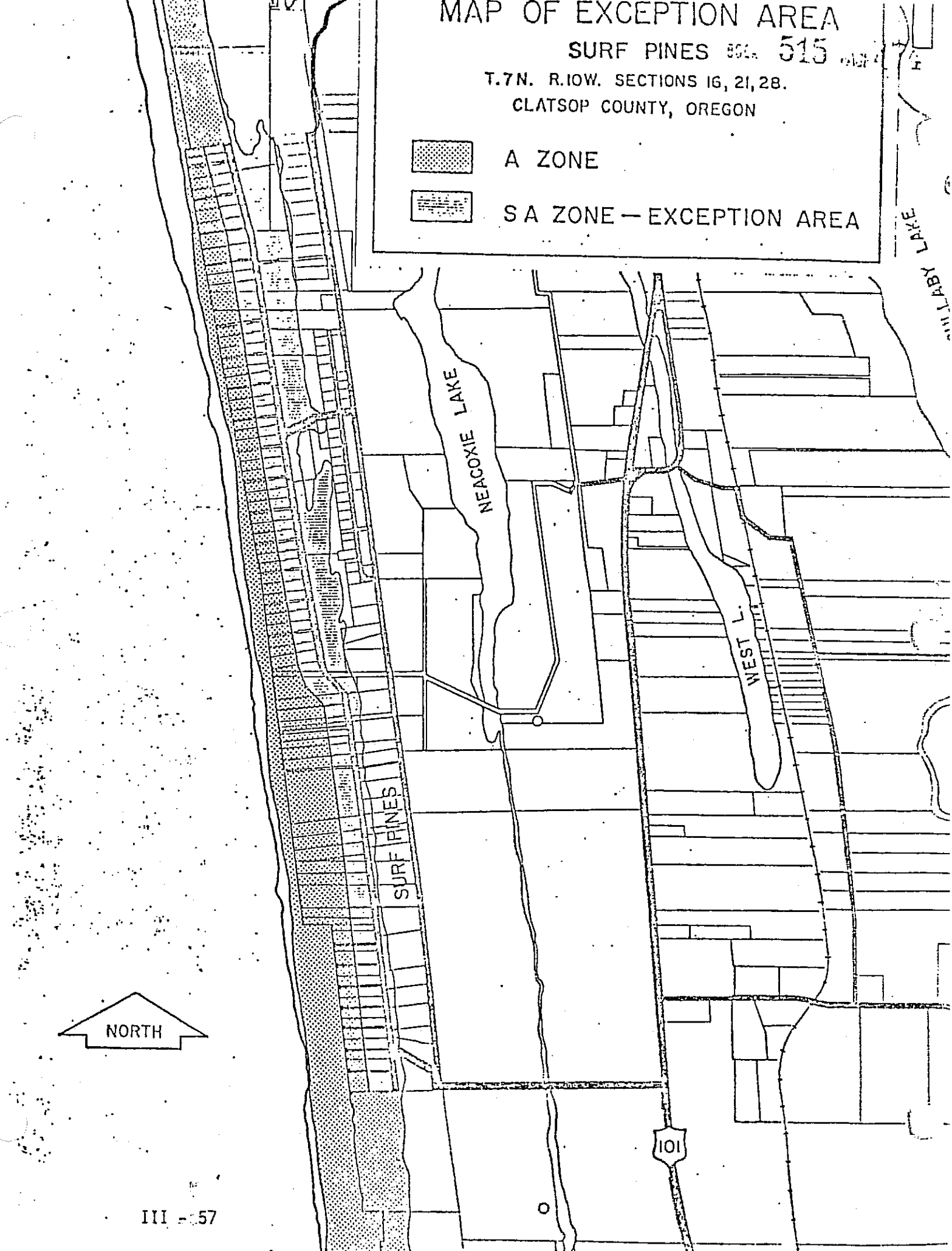
5. Electricity (Pacific Power and Light), natural gas (Northwest Natural Gas) and cable television are available to each lot in the Surf Pines area.

6. These are among the last platted oceanfront parcels in Clatsop County. The current market value for oceanfront lots with improvements in 1977 is between $12,000 and $15,000. Most of the active dune to the north is in public ownership or unplatted. The active dune from Surf Pines south to Gearhart is in private ownership and unplatted.

7. Construction in this area would be single family only, similar to the existing development and, therefore, compatible. There would be no adverse social impact.

8. There is a minimum of 3000 acres of developable land in the Clatsop Plains (unincorporated areas) excluding active dune areas.

9. Access to the beach for residents of Surf Pines would be maintained through existing private rights of way that were platted during the original platting.


MAP OF EXCEPTION AREA
SURF PINES 515
T.7N. R.10W. SECTIONS 16, 21, 28.
CLATSOP COUNTY, OREGON
A ZONE
SA ZONE — EXCEPTION AREA
NEACOXIE LAKE
WEST L.
SURF PINES
LABY LAKE
101
NORTH

# ALTERNATIVES CONSIDERED IN DEVELOPING THE CLATSOP PLAINS COMMUNITY PLAN

In the process of developing the Clatsop Plains Community Plan, several alternatives were considered by the County. The Citizen Advisory Committee as well as the Planning Commission and Board of Commissioners each considered various alternatives before the final Plan was adopted.

The alternative shown on Map A reflects the Clatsop Plains as an urban or suburban area. The large Urban Growth Boundaries and Rural Service Area west of U.S. 101 reflects a high population growth rate for the Cities and County. With this alternative, urban facilities and services such as a fire station and sewers would be needed.

In the alternative shown on Map B, the Urban Growth Boundaries and Rural Service Area boundaries are reduced, reflecting a conservative population growth rate for the Cities and County. The present facilities and services could supply the future rural needs. Due to the lack of need for rural housing, extensive areas are designated for forest and agricultural uses with the minimum rural lot size being 2 acres.

# CLATSOP PLAINS GOALS AND POLICIES UPDATE 2007

Clatsop Plains Community Plan

OVERALL GOAL FOR THE CLATSOP PLAINS

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

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

OVERALL GOAL

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

1. protect and maintain the natural resources, natural environment and ecosystems,

2. respect the natural processes,

3. strive for well designed and well placed development, and

4. preserve the semi-rural, agricultural, open space and marine characteristics of the area.

In order to meet the Goal, the County shall:

1. Use the physical characteristics described in the section on landscape units as the major determinants of the location and intensity of the use of the land.

2. Retain as much of the land as possible in its natural state.

3. Review, update and amend the Plan on a regular basis as needs, additional data and/or economics demand.

The community goals and policies which follow in this Plan are the basis from which the Zoning Ordinance will be developed.

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

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

General Landscape Units

Policies

1. Excavations in sedimentary highland (Toms) should be properly engineered to assure against slope failure.

2. Proposed projects involving modifications of established drainage patterns should be evaluated in terms of potential for altering land stability.

3. Loss of ground cover for moderately to steeply sloping land may cause erosion problems by increasing runoff velocity and land slumpage. Vegetative cover for moderately to steeply sloping areas shall be maintained.

Coastal Shorelands and Other Shorelands

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

Policies

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

1. No filling or alteration to designated and mapped critical natural holding basins such as lakes, wetlands, or marshlands.

2. Culverts and other roadway or driveway improvements considered necessary by the Clatsop County Department of Planning and Development, County Road Department,

and State agencies shall be installed in such a manner as not to impede the flow of the drainage way nor impede the passage of resident or migratory population of fish.

3. Mining, dredging, or removal of gravel and similar materials from streams and other surface water shall be strictly controlled to prevent adverse alterations to flow characteristics, siltation pollution, and destruction or disruption of spawning areas.

4. Shorelands identified in this Plan for their aesthetic, scenic, historic or ecological qualities shall be preserved. Any private or public development which would degrade shoreland qualities shall be discouraged.

5. The public has a right to enjoy and utilize all the public water bodies. No improvement shall be permitted which impedes this ability. Care also must be exercised in protecting the privately owned shorelands.

6. Public and private bridge crossings over public water bodies shall be constructed to standards that insure maximum protection to the persons utilizing the structure and to the water system it crosses. To the maximum extent possible, minimum fill and/or removal shall take place during construction of the bridge.

7. Shorelands in Rural areas shall be used as appropriate for the following:

    1. farm use,
    2. private and public water dependent recreation,
    3. aquaculture, and
    4. to fulfill the open space requirements in subdivisions and planned developments.

Recommended Action:

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

Beaches

Policies

See Goal 18 Beaches and Dunes Background Report and County-wide Element (Ord 03-08)

Dunes

See Goal 18 Beaches and Dunes Background Report and County-wide Element (Ord 03-08)

Fort Stevens State Park Subarea Policy

Off-road vehicles should not be permitted on dune or wetland areas in the park and shall not traverse the Natural wetland-salt marsh in Clatsop Spit.

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

Alluvial Lowlands Policy

Development on peat and other compressible soils shall be discouraged. In those areas where development has already occurred on peat and other compressible soils, policies on those soils in the County-wide Element shall apply.

Alluvial Terraces Policy

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

Coast Range Foothills Policy

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

Natural Resources

Post 208 Water Quality Study*

The study made several recommendations:

"(a) The groundwater protection strategy of this study should promote the maximum present and future beneficial uses of the Clatsop Plains aquifer. On-site wastewater disposal has been shown to be a significant beneficial use of the aquifer, and thus, the moratorium should be lifted in all areas of the Clatsop Plains study area.

(b) The Camp Rilea wastewater spray irrigation field should be rehabilitated with a cover material that is conducive to plant growth. A suitable crop management plan should be developed so that the selected crop can be periodically harvested to remove the nutrients. The crop should be planted during March-April 1982, so that the spray irrigation field will be operable during the heavy summer use period.

(c) The Warrenton landfill should be closed through an approved closure plan as directed by DEQ. The closure plan should provide for prohibition of further leachate contamination of the aquifer and the necessary gas removal facilities.

(d) The wastewater disposal recommendations for the unincorporated Clatsop Plains are as follows:

(1) Continue with current zoning requiring a minimum of 1 acre lot size and permit the use of a standard septic tank and disposal field.

(2) For lots of record between 1/2 acre and 1 acre, a septic tank with a low pressure disposal field or sand filter should be used.

(3) For lots of record between 10,000 square feet and 1/2 acre, septic tank systems should use a sand filter with a low pressure disposal field, if DEQ's regulations on house size, setbacks and system redundancy can be accommodated.

(4) Allow no septic systems on lot sizes smaller than 10,000 square feet.

(e) All future development in Gearhart, in accordance with the current Comprehensive Plan, should be required to use low pressure disposal fields and/or sand filters to maximize nitrogen removal in the system prior to disposal in the soil. DEQ should be requested to adopt a special geographic rule exempting the DEQ house size regulations in Gearhart.

(f) Wastewater disposal recommendations for the seven sensitive areas are:

(1) Install low pressure distribution and/or sand filter systems for all new wastewater sources (including the aggregate of one development) under 5,000 gallons per day.

(2) For all new wastewater sources exceeding 5,000 gallons per day, construction of sewers and wastewater treatment facilities using land disposal or other disposal techniques acceptable to DEQ should be required.

(3) Present uses of the aquifer for wastewater disposal should not be prohibited.

(g) No action should be taken on surface water conditions at this time.

(h) Aquifer reserve areas should be maintained to protect the aquifer as a possible future drinking water source through the following measures:

(1) A minimum of 2.5 square miles of aquifer should be set aside for water supply development, including an area set aside by the City of Warrenton, the area within the boundaries of Camp Rilea, and the 40 acres of County-owned land at Del Ray Beach.

(2) The County should preserve the necessary recharge area within Camp Rilea by developing an agreement with the Oregon Department of Military within 6 months.

(3) Additional areas for aquifer protection should be sought through land use planning, and open space requirements.

(4) Land use in the reserve areas should be controlled so that the potential for groundwater contamination from nitrogen and other possible pollutants is kept to a minimum.

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

Clatsop Plains Aquifer Policy

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

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

Recommended Actions

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

2. The County, in cooperation with other local jurisdictions, should consider a cost/benefit comparison of developing the Clatsop Plains aquifer as a water source with other sources of water supply.

Critical Hazards

Wind and Ocean Shoreline Erosion Policies

1. Clatsop County shall prohibit:

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

2. Erosion shall be controlled and the soil stabilized by vegetation and/or mechanical and/or structural means on all dune lands. After stabilization, continuous maintenance shall be provided. In those areas where the County has taken an Exception to the Beaches and

Dunes Goal, the County shall have building permits reviewed by the Soil Conservation Service and use their recommendations as conditions of approval.

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

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

5. Removal of vegetation which provides wildlife habitat shall be limited. Unnecessary removal of shoreline vegetation shall be prohibited.

6. Site specific investigations by a qualified person such as a geologist, soils scientist, or geomorphologist may be required by the County prior to the issuance of building permits in open sand areas, on the ocean front, in steep hillsides of dunes, regardless of the vegetative cover, and in any other conditionally stable dune area which, in the view of the Planning Director or Building Official, may be subject to wind erosion or other hazard potential. Site investigations may be submitted to the State Department of Geology and other agencies for review of recommendations.

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

Recommended Action

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

Cultural

Clatsop Plains Housing Goal:

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

Housing Policies

1. Planned developments, the replatting of old subdivisions, and other land use actions shall encourage the preservation of steep slopes and other sensitive areas in their natural condition.

2. The location of a mobile home on an individual parcel of land shall be allowed in CONSERVATION FOREST LANDS* and RURAL EXCLUSIVE FARM USE* areas which are in conjunction with a farm or forestry use. In areas designated RURAL LANDS*, a double wide or wider mobile home shall be allowed except in Surf Pines (zones SFR-1 and CBR*), Smith Lake (zone SFR-1*) and Shoreline Estates (zone RSA-SFR*).

3. Areas shall be provided for mobile home parks within the cities' Urban Growth Boundaries.

4. Opportunities shall be provided for elderly and low income housing within the cities' Urban Growth Boundaries due to the availability of services provided.

Public Facilities and Services

Sewer Policies

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

2. The Shoreline Estates sewer system located near Cullaby Lake shall expand its sewer service area only to the current existing treatment plant's design capacity of approximately 500 people. Further development of this intensity on the Clatsop Plains shall occur within the Urban Growth Boundaries.

Transportation

Fire Protection Policy

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

Clatsop Plains Transportation Goal:

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

Transportation Policies

1. The development of new access points onto U.S. 101 shall be kept to a minimum number. It is the intent of this policy to reduce the potential for accidents, and to provide the most efficient means of maintaining highway capacity. Planned development, subdivision, major partition regulations shall be written so as to implement this policy.

2. Minor partitioning shall be required for all property adjacent to U.S. 101. Minor partition proposals will be reviewed in order to prevent numerous access points along this highway. The requirement for minor partition review shall take effect on the date of adoption of the Clatsop Plains Community Plan.

3. Streets in new developments shall be designed to minimize disturbance of the land by following contour lines (as an alternative to a grid pattern) and avoiding cut-and-fill construction techniques.

4. Unnecessary rights-of-way should be used as green belts, walking trails or bike paths where appropriate.

5. To minimize negative visual and noise impacts of U.S. 101, a buffer screen of existing vegetation shall be required for residential properties along U.S. 101. Planted vegetation should be encouraged in those areas along U.S. 101 where none presently exists. The buffer shall be 25 feet wide, unless the size of the lot and natural topography would create a hardship.

6. Clatsop County shall restrict direct access to arterials (i.e., U.S. 101) where alternative access is available.

7. At the time of a major or minor partition, access points shall be examined. Consolidation of existing access points or easements for adjoining properties to allow a common access point shall be considered.

8. It is the County's intent to develop a system of collectors, frontage roads and common access points to solve the problems that many access points create along U.S. 101. In order to carry out this intent the County shall do the following:
   a. Require new developments to have access taken from the existing collectors and frontage roads unless a variance is given.

   b. New access points shall be reviewed by the County. New access points shall be reviewed based upon proximity to existing access points and safety standards developed by the Department of Transportation.

9. Clatsop County should conduct a study of the Clatsop Plains to analyze access controls and problems in establishing criteria for collectors and frontage roads. The study should

include: designation of specific access points, location of frontage roads, criteria for temporary access points, etc.

Rail

Recommended Action

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

Air Transportation

Recommended Action

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

Historic Areas

Clatsop Plains Planning Goal:

To preserve Historic Resources of our past that might otherwise be lost due to unnecessary and unwise development.

Historic Area Policies

1. The County shall work with the Clatsop County Historical Advisory Committee and other organizations to identify and protect important local historical and archeological sites. Compatible uses and designs of uses should be encouraged for property nearby important historical or archeological sites.

2. Clatsop County shall protect significant historical resources by:
   a. encouraging those programs that make preservation economically possible;
   b. implementing measures for preservation when possible;
   c. recognizing such areas in public and private land use determinations subject to County review.

Fish and Wildlife Areas

Clatsop Plains Planning Goal:

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

Fish and Wildlife Policies

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

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

3. Intensive recreational development shall not locate within sensitive crucial habitat areas.

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

5.* Wildlife refuges:

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

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

Recreation

Recreational Policies

1. Recreational vehicle parks shall only be permitted in the urban growth boundaries in the Clatsop Plains.

2. The World War II lookout site, dune area west of Sunset Lake and the land northeast of Camp Rilea should be kept in County ownership. These areas should be preserved for their scenic value as well as for wildlife value.

3. The designated bike trail going down the Coast shall be changed to follow U.S. 101 instead of along the Lewis and Clark Road.

4. Recreational users shall not be allowed complete and free use of the more delicate beach/dune land forms (active dune areas). Access to these areas shall be limited and only via stabilized trails.

5. Clatsop County shall adopt the Fort Stevens State Park Plan as part of the Clatsop Plains Community Plan.

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

Recommended Action

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

Scenic Areas

Clatsop Plains Planning Goal:

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

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

Scenic Area Policies

| Area | Perspectives | Policy or Control |
|---|---|---|
| Beach/ocean | All directions | 1. In order to provide the greatest view potential for properties along the ocean, the building height shall |

| | | |
|---|---|---|
| | | be limited to 18' on beach front lots and 26' for adjacent properties. |
| World War II Viewing Point | Ocean beaches, Clatsop Plains | 2. The County owns about 40 acres of land. This land should be set aside for its scenic value. |
| Lewis & Clark Road above Thompson Falls | Seaside-Gearhart area, ocean, Tillamook Head and | 3. If property above Thompson Falls is developed, some areas shall be set aside as open space. |
| Views along U.S. 101 | The dunes to the west and Coastal Foothills to the east | 4. Excessive sign sizes and numbers of signs shall be discouraged by local by local regulations. No new billboards or other off-premise signs shall be allowed, except in commercial or industrial zoned land with strict controls. |
| Coastal Foothills and dune ridges | All directions | 5. No intensive development on the foothills or on top of dune ridges should be permitted. |

Open Space

Policies

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

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

3. The County Zoning Ordinance shall prescribe a maximum lot coverage in those areas designated DEVELOPMENT.

4. All planned developments and subdivisions in the Clatsop Plains planning area designated RURAL LANDS** shall cluster land uses and designate areas as permanent common open space. No reversionary clause shall be permitted in common open space. The minimum percentage of common open space shall be 30%, excluding roads and property under water. The clustering of dwellings in small numbers and the provision of

common open space assures good utilization of land, increased environmental amenities, maintenance of a low density semi-rural character, maintenance of natural systems (dunes, wetlands), and may be used as an open space buffer between the residential use and adjacent agricultural or forest uses. This policy shall apply in all RURAL LANDS** areas in the Clatsop Plains except for the area commonly known as Surf Pines.* Clustering shall be prohibited in the area known as Surf Pines.* Surf Pines is further described by the following description (see Appendix B) and map.*

5. Permanent open space shall include, whenever possible, steep dunes which would require substantial alterations for building, buffers along streams, water bodies, deflation plains, and farm and forest lands.

6. Buffers (screening) shall be provided in all subdivisions and planned developments along property lines adjacent to arterials and/or collectors.

7. Permanent open space as part of subdivisions or planned developments adjoining one another shall be interrelated and continuous whenever possible. This could mean that open space could continuously follow ridge tops, deflation plains or shorelands. The Clatsop County Department of Planning and
Development shall prepare a map of potential systems of open space to be used as a guide for developers.

8. Streams and drainages which form a system of open space shall be preserved.

Community Development

General Development Policies

1. The predominant growth (residential, commercial, and industrial) shall occur within the Cities of Seaside, Warrenton, Gearhart and the Town of Hammond, as well as those areas in the Urban Growth Boundaries.

2. Residential, commercial and industrial development shall be directed away from those areas designated CONSERVATION FOREST LANDS, CONSERVATION OTHER RESOURCES, and NATURAL.

3. In divisions of land into lots where future partitions or resubdivisions could occur, lots should be designed to take the potential for future divisions of land into consideration.

4. Natural features such as creeks and ridges should be used wherever possible as a boundary between intensive uses such as commercial activities and low intensive uses.

5. Plot plans or building plans may be required to indicate on them how storm water is to be drained. Access permits shall be reviewed by the State Highway Department and County Road Department to insure adequate drainage is provided.

6. Incentives shall be provided to encourage developers to use innovative methods to provide a high quality of design, energy conservation and low income housing.

7. The following policies shall be used when examining commercial development in the Clatsop Plains:

   a. To direct and encourage commercial activities to locate within urban growth boundaries. This will be most convenient for customers because most people will live in the urban areas. Also, business requirements for water, sewer, fire protection and other public services can best be met.

   b. To group business activities into clusters or "centers". This will be more convenient for patrons, permitting them to accomplish more than one purpose during a stop. It will also avoid mixing homes with scattered businesses. Joint use of vehicular access and parking at commercial centers will be more economical and be less disruptive for street traffic.

   c. To prevent "strip" commercial development along arterials, particularly U.S. Highway 101, and to limit business to designated strategic locations. To reserve non-commercial portions of arterials so that property owners may develop residential or other uses without fear of disruptive business development next door.

   d. To emphasize and support existing town centers as business places. These centers are important for community identify, social cohesion, civic activity, public service, convenience, attractions and amenities. They should continue to be a focus for commercial activities as well.

   e. To concentrate new commercial development in and adjacent to existing, well-established business areas. To increase the patronage and vitality of these areas and to avoid undue dispersal of new commercial activities.

Rural Service Area

Policies

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

2. The area known as Shoreline Estates shall be designated a RURAL SERVICE AREA, due to the existing facilities available. The land area for this designation shall not be larger than the existing treatment plant's capacity. The expansion of the RURAL SERVICE AREA designation should NOT be allowed. It is the intent of the Community Plan to encourage urban densities to occur within the cities and the Urban Growth Boundaries where more facilities and services are available.

Rural Lands

Clatsop Plains RURAL LANDS Goal:

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

Policies

1. The minimum parcel size for building sites in RURAL LANDS* areas shall be one acre.*
2. Rural residential subdivisions shall be required to have paved streets, except if the subdivision involves extremely large land parcels or only a few land parcels are involved and there is no potential for increase traffic demand on the roadway.

3. In recognition of the existing commercial uses at Cannon Beach Junction and the area south of Warrenton, a general commercial zone shall be provided at the Cannon Beach Junction and south of Warrenton.*

4. A neighborhood commercial zone allowing such uses as a gas station, or "Ma or Pa" grocery store shall be provided at the following locations along U.S. 101; Reed and Hertig, Sunset Lake and Dugan's Store and the West Lake Store.

5. When considering new commercial areas or expansion of existing commercially zoned land the policies pertaining to commercial land in the General Development policies, as well as the following standards, shall be used:

    a. Adequate off-street parking shall be provided to prevent traffic congestion resulting from on-street parking.

    b. A buffer and screen shall be provided between commercial and residential uses.

    c. Signs shall be designed so as not to distract from the surrounding area.

    d. The size of neighborhood commercial uses shall be sized to serve every day personal needs of the surrounding rural population and generate little or no traffic from outside of the rural area.

    e. Review by State and County Road officials for safe access including adequate site distance.

6. Clatsop County intends to encourage a majority of the County's housing needs to occur within the various cities' urban growth boundaries. Approval of subdivisions and planned developments shall relate to the needs for rural housing. Through the County's Housing Study, the County has determined the Clatsop Plains rural housing needs to be approximately 900 dwelling units for both seasonal and permanent by the year 2000. The

rural housing needs should be reexamined every two (2) years from the date of adoption of the Plan.

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

8.* Grandfather the following lots:

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

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

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

Rural Agricultural Lands

Policies*

See Agricultural Lands Background Report and County-wide Element.

Conservation Forest Lands

Policy**

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

Conservation Other Resources

Policy*

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

Natural

Policies

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

2. The NATURAL aquatic designations for Carnahan Lake and Slusher Lake shall extend 100 feet measured horizontally from the aquatic-shoreland boundary.

# NORTH CLATSOP PLAINS SUB-AREA PLAN

# **North Clatsop Plains** Sub-Area Plan

**Final Draft Plan**
February 2014

MIG

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# CHAPTER 1. **PLAN INTRODUCTION**

Photo Credit: Mike Patterson, 2013

Clatsop County developed the North Clatsop Plains Sub-Area Plan in close partnership with state and local community partners. This document includes a series of policy actions intended to maximize the compatibility of future land uses and activities with Camp Rilea's operations, sensitive natural and ecological resources, and the existing rural, open space and character of the North Clatsop Plains and its coastal communities. The document also presents a comprehensive approach to improving and protecting water quality and trail connectivity for multiple users, and minimizing the potential for traffic congestion near the Camp Rilea entrance at Highway 101.

## Background and Setting

The North Clatsop Plains study area sits within the Clatsop Plains planning area, as delineated by the County. The Clatsop Plains planning area comprises 16,307 acres within northwest Clatsop County and is located along Oregon's northern Pacific coastline south of the mouth of the Columbia River. The North Clatsop Plains Sub-Area Plan study area extends from the Warrenton city limit (to the north) south past Sunset Beach, and east from the Pacific Ocean shore into the foothills past Highway 101. The study area includes the western portion of the Fort-to-Sea Trail, a number of neighborhoods and developed communities including Sunset Beach, Sunset Lake and Carnahan County Parks, portions of Neocoxie Creek, and numerous interdunal lakes and wetlands (see Figure 1-1).

The North Clatsop Plains is also home to Camp Rilea. Owned by the Oregon Military Department, Camp Rilea serves as a training center for the Oregon National Guard, and specializes in small infantry and engineer training. It is used primarily for weapons training and qualifications through the use of firing ranges, vehicle maneuvers on the navigation courses, combat simulations in various types of settings, and specialized training opportunities. Camp Rilea occupies approximately 1,800 acres of land along the coast.[1]

In 2010, the Department of Defense Office of Economic Adjustment provided Clatsop County with funding to prepare a Joint Land Use Study (JLUS). The purpose of the JLUS process was to address encroachment and land use compatibility issues between Camp Rilea and its surroundings. Clatsop County completed the Camp Rilea JLUS in June of 2012.

The goal of the JLUS was "to guide growth, sustaining the environmental and economic health of the region, and protecting the public the viability of current and future operations at Camp Rilea." The JLUS recommended several strategies that Clatsop County could pursue to address existing and potential land use compatibility issues that could have an adverse impact on Camp Rilea's mission and operations.

The JLUS document recommended the development of a subsequent plan to facilitate implementation of JLUS strategies and identify additional actions that would promote long-term area health and compatibility between Camp Rilea and its neighbors. Clatsop County developed the North Clatsop Plains Sub-Area Plan in direct response to this recommendation.

[1] Clatsop County. Camp Rilea Joint Land Use Study. Prepared by Matrix Design Group. July 2012.

Figure 1-1.
Sub-Area Plan
Study Area

- Highways
- Roads
- Fort To Sea Trail
- North Clatsop Plains Boundary
- Parks
- National and State Parks
- Incorporated Cities
- Camp Rilea
- Water Features

Data Sources: Clatsop County GIS, Bing Maps Aerial 2012

01.30.2014

Photo Credit: Mike Patterson, 2013

# Overview of the Plan

## Role of the Plan

Protecting the area's natural resources is a policy imperative for the Clatsop Plains community. The North Clatsop Plains Sub-Area Plan presents policies and actions intended to help minimize new development, particularly in the vicinity of Camp Rilea; protect and improve water and habitat resources; strengthen trail-related access and recreation; minimize the potential for land use and transportation conflicts around Camp Rilea; and generally respect the natural character of the landscape.

The North Clatsop Plains Sub-Area Plan is a resource and guide for the County and partners. The County Comprehensive Plan, Zoning Ordinance, and development standards should be updated to reflect Sub-Area Plan policies. In addition, this plan calls upon the support of agency and local partners to advance a number of actions.

The Plan reflects the overarching direction of the Clatsop Plains Community Plan, which, along with other components of the County Comprehensive Plan, guides land use and development within the study area. The Clatsop Plains Community Plan establishes four goals, which together provide an important framework for the Sub-Area Plan and its implementation:

- To protect and maintain natural resources and ecosystems;

- Respect the natural processes;
- Strive for well-designed and well placed development; and
- Preserve the semi-rural, agricultural, open space and marine characteristics of the area.

## Plan Development Process

In January 2013, Clatsop County embarked on a community based planning process to develop this Plan. *The process lasted for 17 months, resulting in adoption of the Sub-Area Plan by the Clatsop County Board of Commissioners in Summer 2014*. The process included a series of events and activities designed to provide community members with opportunities to learn about the effort, share and discuss community issues and concerns, and explore a series of actions and policy recommendations with the County and partners. Community members provided input, feedback and direction via the following events and activities:

**Plan Advisory Committee.** The County established a Community Advisory Committee at the outset of planning to help direct plan development. The Committee met monthly at Camp Rilea to provide community insights, offer technical and policy expertise, and develop Plan actions and recommendations. All Committee meetings were open to the public.

The Committee was composed of approximately 18 community and agency representatives, including local residents and representatives of: Clatsop County government, County Planning Commission, City of Warrenton, Warrenton Trails Association, Camp Rilea, Oregon Department of Environmental Quality (DEQ), Oregon Department of Transportation (ODOT), National Parks Service (NPS), Oregon Department of Parks and Recreation (OPRD), and Oregon Department of Land Conservation and Development (DLCD).

**Ad Hoc Trails Committee.** An ad-hoc group of Advisory Committee members met on two occasions during the plan development process. The overarching objective was explore alternatives for planning a safe and continuous trail connection that would create greater pedestrian and bicycle access to Sunset and Delaura beaches from nearby locations, and establish a trail "bypass" for users of the Oregon Coast Trail in the event of beach closures. The primary focus was to confirm the specific alignment of proposed trail segments connecting Delaura Beach and the Fort to Sea Trail at Highway 101.

**Stakeholder Interviews.** The planning team conducted a series of telephone and in-person interviews with agency representatives and local organizations to establish a baseline understanding of area conditions, community needs and concerns, and opportunities. Interviewees included representatives of North Coast Land

Conservancy, Oregon Equestrian Trails North Coast Chapter, Department of Environmental Quality, and others.

**Meeting with DEQ Technical Experts.** In addition to DEQ representation on the Advisory Committee and a telephone interview with the DEQ North Coast Region coordinator, the consultant team also met with DEQ technical and policy experts at the project outset to discern key issues and current understanding of water quality in the Clatsop Plains. This meeting and subsequent, ongoing conversations also focused on identifying opportunities to a) collect more water quality data and b) improve local water quality conditions overall.

**Online Questionnaire.** The planning team developed an online questionnaire targeting local residents, property owners and businesses, as well as area residents and others who recreate in the North Clatsop Plains. The questionnaire link was distributed via the County's email list and posted to the County web page. Announcements were sent to each area resident and "business cards" with the questionnaire link were distributed at various commercial locations. Hard copies were provided to May Open House participants also (see below). A total of 102 people participated.

**Community Open Houses.** Two public meetings were held over the course of plan development: the first took place in May 2013 and the second in February 2014. The first meeting focused on presenting background research conducted in support of Plan development. Topics included current land uses, health and quality of local water bodies, existing trails and recreation areas and activities. The second open house allowed participants opportunity to comment, ask questions and provide feedback on the plan.

## Sub-Area Plan Chapters

In addition to this introduction, the North Clatsop Plains Sub-Area Plan includes the following chapters, each described briefly below.

**Chapter 2. Land Use Policy and Code Amendments.** The Land Use and Conservation Chapter includes policy direction and proposed Zoning modifications to help maximize land use compatibility in the area, create a buffer zone around Camp Rilea, and protect sensitive areas and ecosystems.

**Chapter 3. Trails, Beach Access and Communications.** This chapter outlines recommendations to: improve trail connectivity and beach access in the North Clatsop Plains, strengthen internal and external communications around beach closures, improve public information around evacuation and safety in the event of earthquakes and tsunamis; and minimize conflicts between Camp Rilea operations and recreation activities.

**Chapter 4. Water Quality Action Plan for North Clatsop Plains.** This chapter presents a series of near-term, mid-term and longer term actions to improve water quality and improve the effectiveness of wastewater infrastructure in the North Clatsop Plains.

**Chapter 5. Camp Rilea Highway Access.** This chapter defines the issues related to ingress and egress of Camp Rilea from Highway 101. Several mitigations are evaluated and recommendations for improvements are described and prioritized.

# CHAPTER 2. **LAND USE POLICY AND CODE AMENDMENTS**

## Purpose of this Chapter

This chapter contains proposed amendments to the Clatsop County Comprehensive Plan (Clatsop Plains Community Plan Chapter) and Clatsop County Land and Water Development and Use Ordinance. The amendments are proposed to implement the North Clatsop Plain Subarea Plan, consistent with the recommendations of Camp Rilea Joint Land Use study (JLUS), which calls for measures "to protect the public from noise and safety impacts…in areas impacted by military training activities" in the vicinity of Camp Rilea.

The plan and code amendments contained in this chapter are final recommendations intended for refinement by County staff and the Planning Commission, prior to adoption by the Clatsop County Board of Commissioners and integration into relevant code and standards documents.

## Existing Plans and Regulations

This subsection summarizes the plans and codes that currently apply to land use and development in the North Clatsop Plains subarea.

### A. Clatsop Plains Community Plan

The Clatsop Plains Community Plan is a chapter within the Clatsop County Comprehensive Plan. It contains policies specific to the Clatsop Plains region, such as those that prioritize erosion prevention, protection of steep slopes, existing drainage patterns and natural and scenic resources, and public safety. Protection of water resources, coastal views and shoreline dunes are also community plan priorities.

The Community Plan strives for flexibility in housing in unincorporated rural areas while directing the majority of new housing to occur within the urban growth boundaries of Warrenton, Gearhart, and Seaside. Community Plan policies guide future development away from conservation forestlands, shorelands, and other natural resources, and recommend the use of cluster development, permanent "common open space" preservation, and paved streets for future planned developments and subdivisions on rural lands.

The Clatsop Plains Community Plan is part of the Clatsop County Comprehensive Plan. Any amendment to the Community Plan, such as adoption of a subarea plan for the North Clatsop Plains, requires findings of consistency with the Comprehensive Plan and Oregon Statewide Planning Goals.

## B. Clatsop County Land and Water Development and Use Ordinance

The Clatsop County Land and Water Development and Use Ordinance (LWDUO), also known as Ordinance 80-14, establishes 41 zones, 10 of which are found within the North Clatsop Plains subarea (see Figure 2-1). For each zone, the LWDUO lists primary permitted uses, conditional uses, and standards for lot area, coverage, building height, and setbacks, among others.

The LWDUO also contains the County's land use administrative procedures (e.g., application requirements, review procedures, and approval criteria) and special district regulations. A total of 12 special districts or overlay zones are provided. They apply to sensitive lands, such as beach and dune areas, protected bird habitats, and aquifer reserves; natural hazard areas, such as floodplains and unstable soils; and areas subject to special permits or approvals, such as planned developments, destination resorts, and quarries or mines.

Clatsop County Standards Document, also adopted by Ordinance 80-14, contains detailed regulations for site oriented improvements, including: off-street parking, loading, erosion control, and signs; structure siting and development (e.g., cluster developments, mobile homes, historic and archeological site protection, home occupations, short-term rentals, farm dwellings, etc.), environmental protection, vehicle access control and circulation, and roads. This document also summarizes the County regulations' consistency with state and federal requirements.

### AF AGRICULTURE FORESTRY (SECTION 3.510)

Section 3.510 is not proposed to change because new development in the AF zone does not pose a significant risk of residential encroachment in the vicinity of Camp Rilea. The zone is intended to facilitate resource management associated primarily with farming and forestry uses. The minimum parcel size for land divisions is 80 acres. Permitted residential uses are limited to: caretaker dwellings for forest operations, temporary forest labor camps, seasonal farm worker housing, replacement dwellings for farm operations where the site is a designated historic resource. Bed and breakfast inns are allowed subject to a conditional use permit.

### EFU EXCLUSIVE FARM USE (SECTION 3.560)

Section 3.560 is not proposed to change because new development in the EFU zone does not pose a significant residential encroachment in the vicinity of Camp Rilea. The zone is intended primarily for farm uses and state forestry-related uses. Residential uses are allowed in the EFU zone, but area limited to: farm dwellings, with a minimum parcel size of 80 acres; and non-farm dwellings, with a minimum parcel size of 20 acres, subject to approval of a conditional use permit. Non-farm uses, including non-farm dwellings, must also meet specific standards for compatibility with farming operations. Those same standards in minimizing conflicts between homeowners and farmers also afford some protection to military operations at Camp Rilea.

## LW LAKE AND WETLAND ZONE (SECTION 3.610)

Section 3.610 is not proposed to change because Residential uses are not permitted in the LW zone, where the primary permitted uses are restoration, recreation, and other water-dependent and water-related activities. Maintaining current LW designations does not pose a risk related to residential encroachment in the vicinity of Camp Rilea.

## NU NATURAL UPLANDS (SECTION 3.600)

Section 3.600 is not proposed to change because residential uses are not permitted in the NU zone, where the primary permitted uses are wildlife sanctuaries or preserves, forest or plant preserves and low intensity recreation. Maintaining current NU designations does not create a risk related to residential encroachment in the vicinity of Camp Rilea.

## OPR OPEN SPACE, PARKS AND RECREATION (SECTION 3.580)

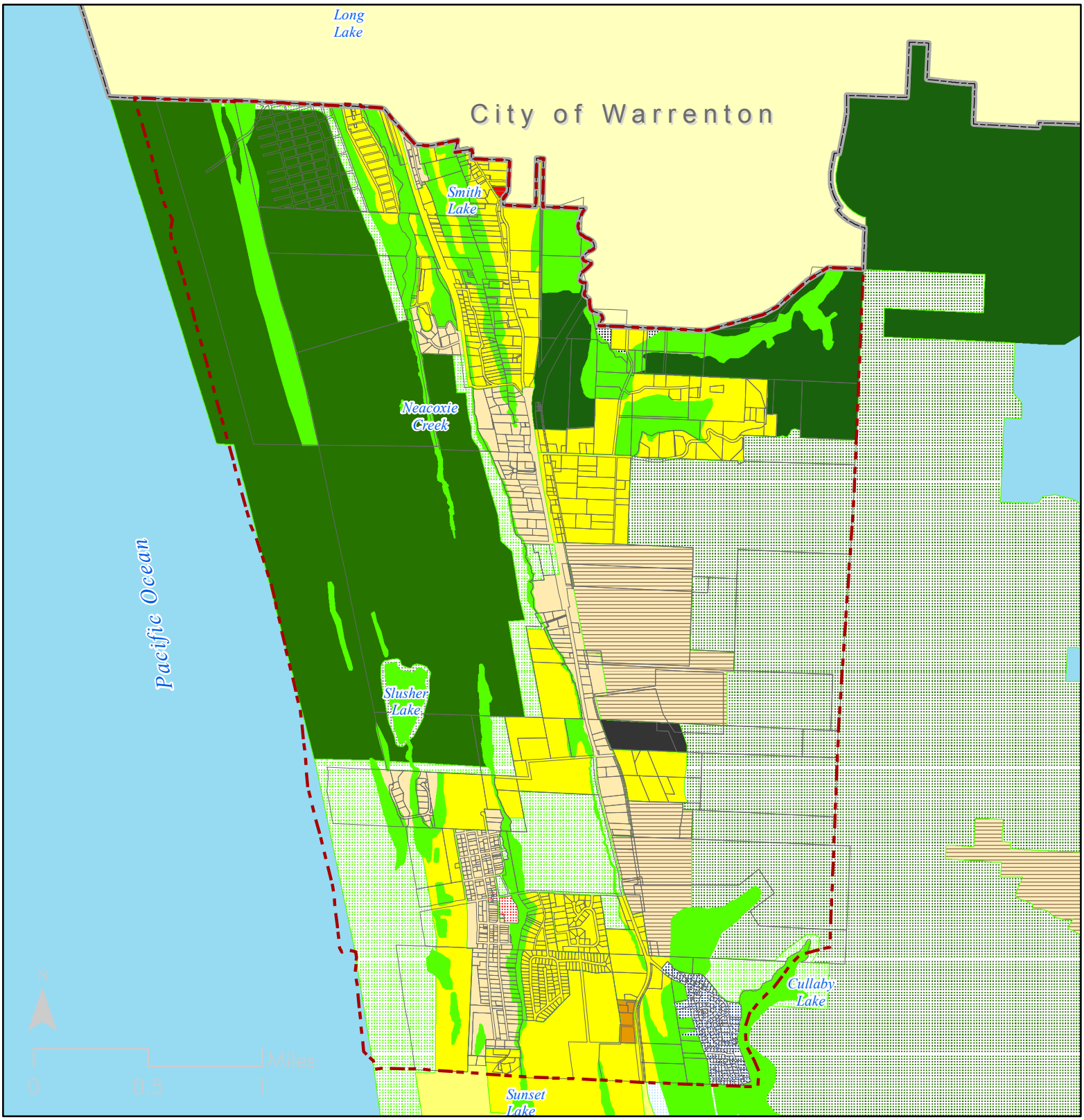
Section 3.580 is not proposed to change because residential uses are not encouraged in the OPR district, where the primary permitted uses are farming, forestry, open space, and recreation. Maintaining current OPR designations does not create a risk related to residential encroachment in the vicinity of Camp Rilea.

## RA-1/2/5/10 RESIDENTIAL AGRICULTURE (SECTIONS 3.180-3.230)

The RA zones are intended to provide for rural residential uses. They also serve as buffers between resource zones such as EFU and AF zones, and more intensively developed areas such as Goal 14 exception lands and the urban growth areas of adjacent cities.

The RA-1 and RA-2 zones have a minimum parcel area of 2 acres and the RA-5 and RA-10 zones, respectively, have minimum parcel areas of 5 and 10 acres. With cluster subdivisions and partitions these lot sizes may be reduced to no less than one acre west of Highway 101 and no less than 2 acres in size east of Highway 101. Single-family dwellings, guesthouses, and hardship dwellings are permitted outright in all RA zones.

All new subdivisions within the Clatsop Plains Community Plan area must comply with the County's cluster development regulations, per Development Standards Document Section 3.150-3.162. At least 30% of every subdivision, excluding roads and property under water, must be reserved as common open space. The RA zone also requires that where a buffer of trees exists along properties abutting Highway 101 and within the Clatsop Plains area, a minimum 25-foot buffer shall be maintained or planted at the time of development.




# Figure 2-1. North Clatsop Plains Sub-Area Plan Existing Zoning

Data Sources: Clatsop County GIS, Bing Maps Aerial 2012

01.30.2014

- North Clatsop Plains Boundary
- Incorporated Cities
- North Clatsop Taxlots
- Rural Service Area-Single-Family Residential
- Rural Service Area-Multi-Family Residential
- City of Warrenton
- Agriculture Forestry
- Forest 80
- Residential Agriculture 1
- Residential Agriculture 2
- Residential Agriculture 5
- Exclusive Farm Use
- Lake and Wetlands
- Natural Shorelands
- Natural Uplands
- Recreation Management
- Coastal Beach Residential
- Single Family Residential-1
- General Commercial
- Neighborhood Commercial
- Tourist Commercial
- Open Space, Parks, Recreation
- Military Reserve
- Light Industrial

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Section 3.160 of the Development Standards Document further guides and directs the design of subdivisions, as follows:

> *Additional Residential Cluster Development Standards for the Clatsop Plains Planning Area.*
>
> *(1) All planned developments and subdivisions shall designate and retain areas as permanent common open space.*
>
> *(2) The minimum percentage of common open space shall be 30% excluding roads.*
>
> *(3) Permanent common open space shall include, whenever possible, steep dunes which would require substantial alterations for building, buffers along streams, water bodies, deflation plains, and farm and forest lands.*
>
> *(4) Buffers (screening) shall be provided in all subdivisions and planned developments along all property lines adjacent to arterials and/or collectors.*
>
> *(5) Permanent common open space as part of subdivisions or planned developments adjoining one another shall be interrelated and continuous whenever possible. This could mean that the common open space could continuously follow ridge tops, deflation plains or shorelands. The Clatsop County Department of Community Development shall prepare a map of potential systems of common open space to be used as a guide for developers.*
>
> *(6) Streams and drainages which form a system of common open space shall be preserved.*

The LWDUO does not require buffers for subdivisions abutting Camp Rilea, even though screening is required adjacent to collector and arterial roads, including Highway 101, and the military is required to maintain a 200-foot buffer, zoned OPR, following the perimeter of Camp Rilea.[1]

Significantly, while the LWDUO requires clustering of lots and the provision of open space in new subdivisions, similar requirements do not exist for partitions or serial partitions except that developments adjacent to an OPR or LW zone must maintain a minimum 50-foot setback. A property owner is not subject to the cluster development requirement if they choose to divide and re-divide parcels over consecutive years.

## SFR-1 SINGLE FAMILY RESIDENTIAL ZONE (SECTION 3.160)

The SFR-1 zone primarily consists of rural residential subdivisions that lawfully existed prior to Clatsop County and its cities adopting urban growth boundaries under State Planning Goal 14 (Urbanization). Most of these lands are located adjacent to the City of Warrenton and not adjacent to Camp Rilea.

Single-family dwellings, guesthouses, and hardship dwellings are permitted outright in the SFR-1 zone, with a minimum parcel size of 1 acre.

[1] Military Reserve Zone, Section 3.857: "A buffer zone a minimum of 200 feet around the perimeter of any new Military Reserve zone and within the property boundaries of any military use area shall be established."

## CBR COASTAL BEACH RESIDENTIAL (SECTION 3.240)

This zone applies to the Surf Pines development at the south edge of the plan area. The portion of Surf Pines that lies within the plan area is small and does not appear to have much development potential, though any expansion could present an impact possibly detrimental to military training operations on Camp Rilea if not adequately addressed in development process reviews and conditioned appropriately.

## RSA-MFR RURAL MULTI FAMILY RESIDENTIAL ZONE (SECTION 3.120)

One pocket of MFR-zoned land currently exists within the North Clatsop Plains subarea, located east of Highway 101. The zone allows single-family and duplex dwellings as primary permitted uses, and multifamily dwellings are allowed with a conditional use permit. The minimum lot size for developments with approved sewer service is 7,500 square feet per single-family dwelling and 10,000 square feet per duplex. Multifamily housing lot sizes are determined through the conditional use permit process, but in no case are less than 25,000 square feet for the first three units, plus 5,000 square feet for each unit thereafter. This property is currently developed with a manufactured home park, which is at capacity in terms of allowed number of homes on site.

## GC GENERAL COMMERCIAL (SECTION 3.340)

The GC zone allows residential use in association with permitted outright or conditional uses, though range and other Camp training noise could be an encroachment concern for some types of susceptible commercial use. Therefore the GC zone creates a moderate risk of encroachment relative to Camp Rilea.

## TC TOURIST COMMERCIAL (SECTION 3.320)

The TC zone allows residential developments in association with a development that is permitted or conditional, though range and other Camp training noise could be an encroachment concern for some types of susceptible commercial use. Therefore the TC zone creates a moderate risk of encroachment relative to Camp Rilea. Property at the intersection of Sunset Beach Lane and Lewis Road is designated TC.

## LI LIGHT INDUSTRIAL (SECTION 3.440)

The LI zone provides areas for industrial development s that could be incompatible in a commercial or residential zone, but have few objectionable characteristics. The zone is intended for development with limited external impacts, such as processing, assembling and minor manufacturing. The LI zone has minimal risk of encroachment and/or conflict with Camp Rilea.

### MR MILITARY RESERVE (SECTION 3.845)

Camp Rilea is zoned MR, which among other provisions requires a 200-foot buffer zoned OPR be maintained around the base perimeter for compatibility with adjacent land uses.

## C. Clatsop County Standards Document

Clatsop County Standards Document (Ordinance 80-14) contains detailed regulations for site oriented improvements, including, off-street parking, loading, erosion control, and signs; structure siting and development (e.g., cluster developments, mobile homes, historic and archeological site protection, home occupations, short-term rentals, farm dwellings, etc.), environmental protection, vehicle access control and circulation, and roads. This document also summarizes the County regulations' consistency with state and federal requirements. It is necessary to amend both the LWDUO and Standards Document implement the North Clatsop Plains Subarea Plan.

## D. Camp Rilea Joint Land Use Study and Camp Rilea Influence Areas

The Camp Rilea JLUS identifies a series of military influence areas (MIA), or formally designated geographic areas where military operations may impact local communities and, conversely, where local activities may affect the military's ability to carry out its mission. Military influence areas for Camp Rilea are referred to as Camp Rilea Influence Areas (CRIAs).The Camp Rilea JLUS document identifies a Land Use CRIA and a Noise CRIA, among others. The Land Use CRIA covers the land area within five miles of Camp Rilea. The JLUS outlined a series of strategies to limit growth in this area, many of which have been addressed in the Sub-Area Plan development process.

The Noise CRIA includes all lands located off-post that fall within the noise contours for small arms and explosives. Noise contours consist of noise impact lines constructed by connecting points of equal noise level measured in decibels (dB) and identifying areas on a map that fall within that particular dB noise contour. JLUS-recommended strategies to reduce noise impacts within the CRIA include adoption of noise attenuation standards for new and existing residences. A review of aerial photography conducted during the JLUS process suggests that roughly 95 homes were located within the Noise CRIA at the time of study.

Noise contours for small arms firing activities at Camp Rilea were developed through the Oregon Army National Guard (ORARNG) Statewide Operational Noise Management Plan (2010). Noise Zone II contours used to define the Noise CRIA (small arms firing activities) include areas where the peak sound level is between 87

and 104 dB.[2] The contours for the Noise CRIA represent the "worst case scenario", or a maximum small arms training scenario that assumes use of all active ranges at one time. According to the JLUS, this scenario is conservative since not all ranges can be used at the same time (i.e., use of one range at Camp Rilea can necessitate closure of others).

The methodology used to help establish the Noise CRIA is based on standards of the US Army Public Health Command. The Small Arms Range Noise Assessment Model (SARNAM) is the computer program used to model small arms noise zones, using the peak noise level and incorporating information on noise source models, sound propagation, ricochet barriers, noise mitigation and safety structures, and the direction weapons are fired.

[2] For the purposes of comparison, 30 dB is the intensity of a soft whisper from 5 feet away; 75 dB is the intensity of sound of a car going 65 miles per hour from a distance of 25 feet; 130 is the intensity of a civil defense siren from 100 feet, and 140 dB is the threshold of pain.

## Effect of Current Policies and Regulations

### A. Land Use Compatibility

Camp Rilea is surrounded by a mix of residential and undeveloped recreation/open space uses, with residential uses along the north, east and south sides. The western edge is an undeveloped state beach. The majority of impacts are related to noise, vibration and general safety. The Camp Rilea Joint Land Use Study (JLUS) identifies the compatibility of site impacts on adjacent land uses as well as strategies for reducing and/or mitigating impacts.

While few uses are incompatible, the JLUS notes that undeveloped sites and existing residential uses have the largest potential for impacts. In particular, the study recommends that most development should be concentrated in smaller areas and limited to areas outside the ½-mile buffer area. Per Camp Rilea, in some areas, particularly to the east and south perimeter of the Camp, the existing County-mandated buffer of 100 feet does not create an adequate or effective separation between the Camp and recent housing developments.

Only the following zones are identified as being compatible without modification: Agriculture Forestry (80 acre minimum lot size); Lake and Wetlands; and Open Space, Parks and Recreation. The JLUS provides several strategies for improving compatibility among the Camp and adjacent uses. This chapter addresses the following strategies:

> **"Land Use Change Guidelines.** Within the Land Use CRIA, land use designations (comprehensive plan or zoning code) in place as of the date of establishment, shall be reviewed using the following criteria prior to any designation change:

- Land currently designated for non-residential use shall not be redesignated to a residential use category. It may be redesignated to another nonresidential use category (except for mixed use) as long as conditions of approval require appropriate noise attenuation requirements for new construction.

  …

- Land currently designated for a residential use shall not be modified to another residential designation that allows a higher density of use than allowed in the current designation.
- Existing, approved subdivisions or other residential development approvals shall not be amended or otherwise modified to increase the number of residential units previously approved. Changes to reorient or redistribute approved units on a given site are not restricted by this strategy.

This does not change an owner's approved right to divide a parcel and construct a residence as provided for under the zoning regulations for Clatsop County or the City of Warrenton." (JLUS, Strategy LU-1 B)

## B. Residential Development Potential

The Clatsop County Land and Water Development and Use Ordinance (LWDUO) and Development Standards Document, together known as Ordinance 80-14, implement the County's Comprehensive Plan, which is adopted pursuant to Statewide Planning Goals and state and federal laws.

As described in the Existing Conditions Report, four of the ten zoning districts that exist within the North Clatsop Plains Sub-Area allow residential development at levels that might lead to land use conflicts with Camp Rilea; the four zones are: Residential Agriculture RA, Single Family Residential SFR-1, Rural Multi-Family Residential RSA-MFR, and General Commercial GC. Figure 2.1 shows buildable lands within the plan area where residential uses are allowed. Residential development may occur where parcels are vacant and where the vacant portions of developed parcels can be divided and meet minimum lot size standards. Development may also occur on lots that do not meet minimum lot size standards, where lots are consolidated, subdivisions are re-platted, or where property owners utilize the Lot-of-Record provisions of the LWDUO. A lot-of-record determination may entitle the owner of a lot that does not meet minimum lot size or dimensional standards to one single-family dwelling per lot, provided the development meets all other applicable development standards. (LWDUO 1.030)

Together, the above conditions create the need for plan and code amendments to manage residential development and to protect the public from noise and safety impacts in areas impacted by military training activities in the vicinity of Camp Rilea.

# Recommended Residential Land Use Policy and Regulatory Amendments

## Summary of Policy and Regulatory Amendments

The North Clatsop Plains Subarea Plan recommends 7 key policy and code changes to address the above objectives, which are summarized below and detailed in the following pages:

1. Amend the Clatsop Plains Community Plan to add policies for the North Clatsop Plains Subarea.

2. Create an overlay zone generally corresponding to the Camp Rilea Influence Areas (CRIA) for Noise (see Figure 2-2)[3]
    - Retain existing zoning designations (i.e., prohibit increases in residential densities).
    - Do not allow receiving sites for Density Transfer program within overlay.
    - Encourage development as far from Camp Rilea boundary as is practicable.
    - Encourage Wildlife Corridor Protection.
    - Adopt noise attenuation construction standards for buildings within CRIA for Noise (e.g. triple pane windows, minimum R-value insulation, fence requirements, etc.).

3. Amend the open space standards for subdivisions and planned developments to require buffering adjacent to the Camp Rilea.

4. Amend Density Transfer program to streamline process and further incentivize transfers.
    - Allow more than one density transfer per sending site.
    - Allow banking of all credits (current program requires application of at least one credit to a clustered development).

5. Develop a Purchase of Development Rights Program.
    - Financing options for program start-up

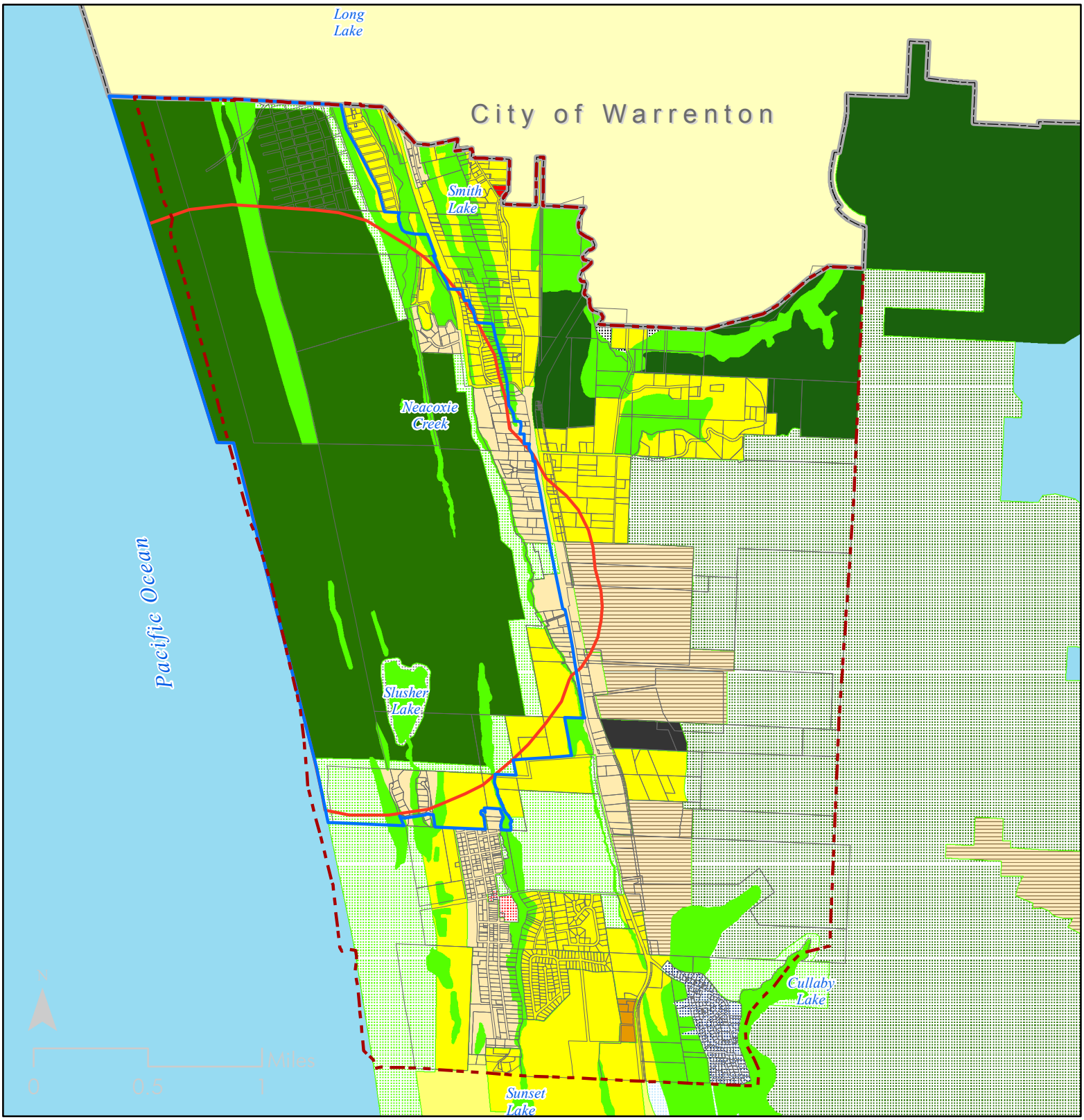
[3] The recommended overlay was developed using with the Noise CRIA as a starting point. All parcels that were partially or completely included in the Noise CRIA were selected, and then parcels east of Highway 101 were removed for two primary reasons: 1) the parcels extend back from Highway 101 a rather large distance, while the Noise CRIA only impacted a small portion of land along the eastern border of the highway; and 2) the noise from Highway 101 has a greater impact on these parcels than Camp Rilea noise.

- Possibilities of mitigation banking

6. Encourage the use of conservation easements where transfer of development rights and other regulatory approaches are not workable or achievable.
    - Coordinate with land trusts and agency partners.
    - Educate property owners on conservation easement benefits and stewardship responsibilities.

7. Promote the Oregon Revised Statute that requires a disclosure (ORS 93.040) that puts buyers on notice to check with the planning department about any zoning or land use issues associated with a property.
    - Inform potential buyers of properties within ½-mile of Camp Rilea about noise and other impacts associated with military operations.

8. Develop an informational brochure about Camp Rilea operations and noise mitigation, and deliver when a development proposal for new development or improvements within the North Clatsop Plains overlay district is submitted to the County.




# Figure 2-2. Sub-Area Plan Zoning and Proposed Overlay

Data Sources: Clatsop County GIS, Bing Maps Aerial 2012

01.30.2014

- North Clatsop Plains Boundary
- North Clatsop Plains Overlay District (/NCP)
- Noise CRIA
- Incorporated Cities
- North Clatsop Taxlots
- Rural Service Area-Single-Family Residential
- Rural Service Area-Multi-Family Residential
- City of Warrenton
- Agriculture Forestry
- Forest 80
- Residential Agriculture 1
- Residential Agriculture 2
- Residential Agriculture 5
- Exclusive Farm Use
- Lake and Wetlands
- Natural Shorelands
- Natural Uplands
- Recreation Management
- Coastal Beach Residential
- Single Family Residential-1
- General Commercial
- Neighborhood Commercial
- Tourist Commercial
- Open Space, Parks, Recreation
- Military Reserve
- Light Industrial

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# Draft Policy and Regulatory Amendments

## AMEND THE CLATSOP PLAINS COMMUNITY PLAN TO ADD POLICIES FOR THE NORTH CLATSOP PLAINS SUBAREA.

Amend the Clatsop Plains Community Plan updating and adding policies, as follows. (Page numbers refer to Clatsop County Comprehensive Plan Goals and Policies chapter, as amended June 23, 2012.)

**Clatsop Plains Coastal Shorelands: Amend Policy 5:**

5. The public has a right to enjoy and utilize all the public water bodies. No improvement shall be permitted which impedes this ability. Care must be exercised in protecting the privately owned shorelands, and in managing beach access to protect public safety in the vicinity of Camp Rilea.

**Clatsop Plains Recreation: Create new Policy 7:**

7. Clatsop County will work Oregon Parks and Recreation Department, Oregon Department of Transportation and the Oregon Military Department to provide an additional trail connection/s between the north end of Camp Rilea, beach and Fort Stevens to the existing Fort-to-Sea Trail.

**Clatsop Plains Open Space: Amend multiple policies and adopt recommended action items:**

4. All planned developments and subdivisions in the Clatsop Plains planning area designated RURAL LANDS** shall cluster land uses and designate areas as permanent common open space. No reversionary clause shall be permitted in common open space. The minimum percentage of common open space shall be 30%, excluding roads and property under water. The clustering of dwellings in small numbers and the provision of common open space assures good utilization of land, increased environmental amenities, maintenance of a low density semi-rural character, and maintenance of natural systems (dunes, wetlands), and may be used as an open space buffer between the residential use and adjacent military lands, agricultural or forest uses. This policy shall apply in all RURAL LANDS** areas in the Clatsop Plains except for the area commonly known as Surf Pines.* Clustering shall be prohibited in the area known as Surf Pines.* Surf Pines is further described by the following description (see Appendix B) and map.*

5. Permanent open space shall include, whenever possible, steep dunes which would require substantial alterations for building, buffers along streams, water bodies, deflation plains, areas abutting military lands, and farm and forest lands.

6. Buffers (screening) shall be provided in all ~~subdivisions and planned~~ developments along property lines adjacent to arterials and/or collectors.

[Note: It is recommended the amendment to Policy 6 apply to all development within the Clatsop Plains area.]

7. Permanent open space as part of subdivisions or planned developments adjoining one another shall be interrelated and continuous whenever possible. This could mean that open space could continuously follow ridge tops, deflation plains, wildlife corridors, trail corridors, property lines abutting military lands, or shorelands…

   [Note: It is recommended the amendment to Policy 7 apply to all development within the Clatsop Plains area.]

***

10. Allow more than one density transfer per sending site, until all allowed density is removed.

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

12. Require receiving sites for density transfers be located outside of the North Clatsop Plains Subarea.

Recommended Actions

Coordinate the Transferable Development Rights program with land trusts, cities, state and federal agencies, and other potential agency partners to facilitate density transfers out of the North Clatsop Plains.

Explore the feasibility of adopting a Purchase of Development Rights program to protect open space within the *[Clatsop Plains / North Clatsop Plains subarea]*, including consideration of financing options for program start-up and possibilities of mitigation banking.

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

**Clatsop Plains Community Development: Create new Policy 3:**

3. Establish and maintain an overlay zone for the North Clatsop Plains Subarea that:

a. Prohibits increases in residential densities through zone changes and density transfers;

b. Allows multiple density transfers from a single Transferable Development Rights (TDR)* sending site, and requires that all TDR receiving sites be located outside the North Clatsop Plains Subarea;

c. Encourages wildlife corridor protection through clustered development and open space preservation; and

c. Applies noise attenuation construction standards to new dwellings in areas impacted by noise from Camp Rilea.

[*These terms should be defined in the Comprehensive Plan.]

## OVERLAY ZONE FOR CAMP RILEA INFLUENCE AREAS (CRIAS)

### SECTION 4.XXX NORTH CLATSOP PLAINS OVERLAY DISTRICT (/NCP).

**Section 4.xxx Purpose.**
The North Clatsop Plains overlay district (/NCP) implements provisions of the Clatsop Plains Community Plan specific to the North Clatsop Plains subarea. It is intended to provide for the planned and orderly growth of the North Clatsop Plains subarea while protecting and maintaining natural resource values and preserving the semi-rural characteristics of the area. It is further intended to maintain compatibility between land uses in the vicinity of Camp Rilea while maintaining landowners' rights to reasonable use of their land.

**Section 4.xxx Applicability.**
The North Clatsop Plains overlay district (/NCP) applies to areas designated /NCP on the Clatsop County Zoning Map. See Figure 2.2.

**Section 4.xxx Development and Uses Permitted.**
Development and uses permitted in the underlying zoning district are permitted in the North Clatsop Plains overlay district (/NCP).

**Section 4.xxx Conditional Development and Use.**
Developments and uses conditionally allowed in the underlying zoning district are conditionally allowed in the North Clatsop Plains overlay district (/NCP), pursuant to LWDUO Article V.

**Section 4.xxx Development and Use Standards.**
**(1)** Increases in residential density in the /NCP overlay district through zone changes and density transfers are prohibited.

**(2)** Notwithstanding the provisions of Development Standards Section 3.160, where common open space is required to be designated within the North Clatsop Plains

subarea, the location and configuration of such open space shall be prioritized based on the following criteria; open space areas meeting more than one criterion are preferred:

**(A)** Open space buffers between residential uses and Camp Rilea;

**(B)** Wildlife corridors;

**(C)** Trail corridors;

**(D)** Ridge tops, deflation plains, and shorelands.

**(3)** New dwellings within the North Clatsop Plains Camp Rilea Noise overlay (/NCP) as designated on Figure 2.2 shall comply with the noise attenuation construction standards of Title 15.[4]

**(4)** Notwithstanding the provisions of Development Standards Section 3.161, Density Transfer Standards within the /NCP district are subject to the following requirements and exceptions:

**(A)** Density may be transferred more than once from a single Transferable Development Rights (TDR)* sending site within the North Clatsop Plains /NCP district, until all density is removed from the site;

**(B)** All Transfer Development Rights receiving sites shall be located outside the North Clatsop Plains /NCP district;

**(C)** Density transfer credits need not be applied to a receiving site at the time of transfer but may be saved in a Density Transfer Bank maintained by Clatsop County;[5]

## AMEND THE DEVELOPMENT STANDARDS DOCUMENT:

**3.160. Additional Residential Cluster Development Standards for the Clatsop Plains Planning Area.**

**(1)** All planned developments and subdivisions shall designate and retain areas as permanent common open space.

**(2)** The minimum percentage of common open space shall be 30% excluding roads and property under water.

*[The above addition of "property under water" is made to make the standard consistent with the Comprehensive Plan.]*

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[4] Title 15 of Clatsop County Building Code should be amended by separate ordinance to provide noise attenuation construction standards. See City of Oak Harbor, WA Title 17, Chapter 30, for example of similar code: http://www.codepublishing.com/WA/OakHarbor/html/OakHarbor17/OakHarbor1730.html]

[5] Implementation of the density transfer bank would require amending the table in Development Standards Section 3.162. Consider streamlining the density transfer process by allowing administrative approval of density transfers where credits are stored in a bank instead of being applied directly to a receiving site.

**(3)** Permanent common open space shall include, whenever possible, steep dunes which would require substantial alterations for building, buffers along streams, water bodies, deflation plains, wildlife corridors, trail corridors, buffers abutting military lands, shorelands, and farm and forest lands.

*[The above addition of "property under water" is included to make the standard consistent with the Comprehensive Plan. The /NCP overlay prioritizes open space areas for the North Clatsop Plains.]*

**(4)** Buffers (screening) shall be provided in all subdivisions and planned developments along all property lines adjacent to arterials and/or collectors.

**(5)** Permanent common open space as part of subdivisions or planned developments adjoining one another shall be interrelated and continuous whenever possible. This could mean that the common open space could continuously follow ridge tops, deflation plains, trail corridors, wildlife corridors, buffers abutting military lands, or shorelands. The Clatsop County Department of Community Development shall prepare a map of potential systems of common open space to be used as a guide for developers.

**(6)** Streams and drainages which form a system of common open space shall be preserved.

**3.161. Density Transfer Standards for the Clatsop Plains Planning Area.**

**(1)** Transfer of residential development rights between sites in the Clatsop Plains Planning Area is allowed as follows:

**(A)** Where all density is removed from a parcel, the ~~remaining parcel of the~~ sending site shall be rezoned to either the Open Space Parks and Recreation zone or Natural Uplands zone or Conservation Shorelands zone or Natural Shorelands zone. Where less than the allowed density is removed, a deed restriction shall be recorded over the sending site limiting future development density accordingly. The applicant shall file the rezone request and, as applicable, the deed restriction with no reversionary right, at the same time as the density transfer request is submitted; and

**(B)** Prior to final approval of a density transfer the County shall require that deed restrictions be filed in the Clatsop County Deed Records in a form approved by County Counsel, that prohibits any further development beyond that envisioned in the approved density transfer until such time as the entire area within the density transfer approval has been included within an urban growth boundary; and

**(C)** The Community Development Director shall demarcate the approved restrictions on the official Zoning Map, and

**(D)** All density transfer receiving sites shall be located outside the /NCP overlay, and no~~No~~ parcel of land shall receive ~~be involved in~~ more than one (1) density transfer transaction, and

**(E)** Density transfer goes with the property - not the owner; and

**(F)** Minimum lot size shall be one (1) acre for the receiving site

**(2)** All sending and receiving parcels shall be recorded in the "Density Table" (Section 3.162) and the appropriate sections filled out completely prior to approval. At the applicant's expense[4], if a receiving parcel cannot be identified at the time of application for a density transfer, the applicant can choose to record the remaining credits with an affidavit, which shall be recorded by the applicant, and maintained with the County Planning Department. Staff will review the requisite comprehensive plan text and map amendments for conformity with the down zone and density transfer requirements.

[4] Expense shall include all administrative fees associated with maintaining the affidavit and the staff time required to update the density table when a receiving site has been identified.

# CHAPTER 3. **TRAILS, BEACH ACCESS AND COMMUNICATIONS**

## Purpose of this Chapter

The North Clatsop Plains is home to a number of recreational amenities of local, regional and State significance. The ocean shore, Oregon's largest day use recreation area, is a favored spot for locals and a destination for visitors to the region. The Lewis and Clark National Historic Park network extends into the study area as does the Fort to Sea Trail, which connects with the Oregon Coast Trail at Sunset Beach in the North Clatsop Plains. With walking and beach activities among the most popular forms of recreation in Clatsop County, access to the area's beaches and trails and the quality of trail connections are important topics to address in this Sub-Area Plan.

The primary purpose of this chapter is to address the need to: 1) limit encroachment on Camp Rilea by recreation uses; 2) establish a trail that connects Fort Stevens to Sunset Beach and the Fort to Sea Trail to the east of Camp Rilea; and 3) ensure that beach closures resulting from Camp live-fire training are well communicated and cooperatively management with other State agencies.

Photo Credit: Mike Patterson, 2013

## Scope and Organization

The scope and content of this chapter are driven by key findings and recommendations of the Camp Rilea Joint Land Use Study (JLUS). The Recreation, Trails and Beach Management portion of the Current Conditions Report (2013) contains detailed background information that provided a foundation for its development. In addition to the formal Advisory Committee process that guided Sub-Area Plan development, a Trails Sub-Committee met on three occasions in 2013 to discuss trail alternatives and negotiate the final trail proposal presented in this plan.

Following this introduction, the Trails, Beach Access and Communications chapter is organized into four main parts:

- Related Plans and Programs
- Current Conditions
- Beach Access, Management and Communications
- A Proposal for North Clatsop Plains Trails

The first sections describe current conditions and plans and programs related to trails and beaches in the North Clatsop Plains. Next, the chapter presents recommendations for coordinated management and communications with respect to beach closures, beach access, and tsunami outreach and education. Finally, the chapter presents a proposal to modify and complete the existing trail network in vicinity of Camp Rilea.

## Related Plans and Programs

This section provides a brief overview of the State and local plans and policies most relevant to beach access, related management and communications and maintaining and completing the trail network in the area.

### Ocean Shore Management Plan

Oregon's ocean shore is considered the State's "largest day use recreational area."[1] Managed by the Oregon Parks and Recreation Department (OPRD), Oregon's beaches (seaward of the vegetation line) are a permanent part of the State's recreation resources, and public use of the ocean shore is protected regardless of the underlying ownership.[2]

The Ocean Shore Management Plan addresses all OPRD duties and responsibilities related to management of Oregon's ocean shore[3], including but not limited to resource preservation, recreation area management, permit administration, and the

[1] Oregon Parks and Recreation Department (OPRD). Ocean Shore Management Plan. January 2005. p. 11.
[2] OPRD. p. 10.
[3] Defined as "…the land lying between the extreme low tide of the Pacific Ocean and that statutory vegetation line, or the line of established upland shore vegetation, whichever is further inland." ORS 390-605(2) as quoted in the Ocean Shore Management Plan.

provision of beach access facilities along the coast, including those at Sunset and Delaura Beach access locations.

The Ocean Shore Management Plan outlines recreation-related recommendations and broad beach safety goals, and examines three types of beach access: general public access, emergency access, and special access provisions for persons with disabilities or limitations.

## Fort Stevens State Park Master Plan

The Fort Stevens State Park Master Plan directs the use and management of Fort Stevens State Park, an Oregon Parks and Recreation Department (OPRD) property. The current plan amends the 1976 master plan. Since the plan was last updated in 2001, OPRD has purchased the Delaura Beach property immediately to the north of the formal study area for the Sub-Area Plan. Delaura Beach is now considered part of Fort Stevens.

## Clatsop County Parks and Recreational Lands Master Plan

The County's Parks and Recreational Lands Master Plan includes five planning goals for County parks and recreational lands, with related objectives, actions and recommendations. Community members involved in the plan development process shared recommendations specific to the study area. These include: a shared-use trail and mountain bike system at Carnahan Park, a horse camp at Cullaby Lake, parking for horse trailers and large trucks at Delaura Beach, a bike trail from Fort Stevens to Seaside, and greater protection of Delaura Beach dunes and recreation area (now a State recreation site).

## Warrenton Trails Master Plan

The Warrenton Trails Master Plan outlines the strategies for creating a system of hiking and biking trails for the City, with connections south into the unincorporated Clatsop Plains. The Master Plan and its advocates are a fundamental driver and component of creating a strong regional network of well-connected trails for multiple uses.

## Clatsop Plains Community Plan

The Clatsop Plains Community Plan addresses a number of issues related to recreation and beach management. Key policies focus on protecting the stability of open sand areas and preventing shoreline erosion and modification of current or wave patterns or beach sand supply. The Community Plan states the need to limit recreational access and use of active dune areas and specifies that recreational vehicle parks shall not be permitted outside of the urban growth boundaries (i.e., they are not allowed in the study area).

The Plan also articulates the importance of log debris in the formation and maintenance of fore dunes, and the resulting need to regulate driftwood removal from sand areas and beaches.

In addition, the Clatsop Plains Community Plan establishes a planning goal and set of policies to preserve and discourage the obstruction of scenic areas, vistas, views of the ocean and other significant visual features. Scenic areas, per the Plan, are a "resource of greatest importance to this planning area." Related policies include height limit restrictions on beach front lots and adjacent properties, limits to placement of new or excessive signs along Highway 101, and prohibition of intensive development on the foothills or on top of dune ridges.

## U.S. Highway 101 Scenic Byway

U.S. Highway 101 is a designated Scenic Byway. The Scenic Byway program is authorized by the Federal Government but administrated by the Oregon Department of Transportation (ODOT). Oregon Administrative Rule (OAR) 734-032 describes the procedure for establishing and administering scenic byways.

These rules set forth broad goals and objectives for the program but they do not establish specific regulations that apply along the scenic corridor. The management strategy that is developed for each specific byway (at the time the corridor is recognized) provides some additional guidance but does not include any enforceable regulations either.

Other administrative rules establish some restrictions on billboards and other types of signs along scenic byways, and other state highways. OAR 734-063 prohibits the placement of any new billboards (referred to by ODOT as outdoor advertising signs) along a Scenic Byway. OAR 734-060 restricts signs along any state highway that incorporate lighting, movement, or other features that could distract drivers.

Scenic Byway protection is primarily accomplished through local comprehensive plans and development regulations that incorporate policies and standards designed to protect the scenic quality of the corridor. These may include special setback requirements, height limitations, material and color restrictions, sign regulations (in addition to the state regulations described previously), and other protection measures.

In 1983, with the adoption of the Clatsop Plains Community Plan, the views along Highway 101, the dune ridges, and coastal foothills are identified as a scenic area. Signs, in accordance with Oregon Administrative Rules are limited in this area, and intensive development is not permitted on dune ridges or in the foothills.

## Preparing for a Tsunami: DLCD Land Use Guide for Oregon Coastal Communities

The Oregon Coast, known for its natural resources and spectacular scenery, is also a zone of great instability and vulnerability. The coast, including the North Clatsop Plains, is subject to chronic coastal hazards and vulnerable to the possibility of more catastrophic hazards such as Cascadia earthquake and tsunami, which is anticipated to affect the state in the future. This recently published, web-based guide (January 2014) includes sample tsunami related comprehensive land use plan text and policies, information on needed map amendments, a tsunami hazard overlay (THO) zone model to implement resilience measures, tsunami land use strategy financing and incentive concepts, tsunami evacuation route plan assistance, and information relating to pre-disaster community land use planning for a Cascadia event tsunami. The guide's model comprehensive plan, zoning code and other provisions are designed to be used with the new Department of Geology and Mineral Industries Tsunami Inundation Maps (TIMs).

## Other State Level Plans and Programs

Additional State-level plans of immediate relevance and importance to the study area include the Oregon Coastal Management Program and the Oregon Statewide Trails Action Plan.

## Current Conditions

This section summarizes existing and planned recreation assets and current recreation activities in the North Clatsop Plains.

### North Clatsop Plains Beaches

The study area includes roughly 5 miles of coastline, from Delaura Beach south to Sunset Beach. The Sunset Beach State Recreation Site, located within the study area, is approximately 120 acres in size and is the site of the western trailhead of the Fort to Sea Trail, which formally connects to the Oregon Coast Trail at this location. Sunset Beach Lane provides vehicular public access to the beach.

Tourists and visitors alike visit beaches of the Clatsop Plains to relax and to play. Beach driving is a favored pastime. Common activities include swimming and jumping waves, kite-flying, frisbee, and informal team sports such as soccer and wiffle ball. Building small beach fires at night is a popular activity, especially during the summer and on holiday weekends.

According to the Oregon Department of Fish and Wildlife (ODFW), Clatsop beaches have the most stable razor clam populations in the state, and 95 percent of Oregon's razor clam digging occurs here. Seasonal closures (July 15 to September 30)

on Clatsop beaches are in place to protect juvenile clams. Shellfish permits are required for both recreation and commercial shellfish harvesting. ODFW manages permit applications.[4]

Fishing from the Clatsop Plains shore is a common activity, with perhaps one or two dozen people found fishing over the course of a busy spring or summer week. It is not uncommon to encounter one or two anglers during a visit on a given spring or summer day.[5] Surfperch is the most popular and abundant species.

## SHORELINE AND COASTAL ACCESS

### Driving on the Beach

According to the Oregon Parks and Recreation Department, sightseeing/driving for pleasure is one of the top five outdoor recreation participation activities for both Oregon residents and out of state visitors.[6]

Driving is currently allowed on the Clatsop Plains beach from the Columbia River to the Gearhart public access road north of the Necanicum River.[7] This includes the beach that runs the length of the study area. Legally, the beach is open only to vehicles licensed to drive on the state's highways. Maximum legal driving speed is 25 miles per hour and driving on dunes is prohibited.

Many people use their cars to access the beach when clamming, fishing, or otherwise recreating. Some residents and visitors to the area may use the Clatsop beaches as a Highway 101 bypass, as well.

### General Recreation and Emergency Beach Access

Sunset Beach Lane is the only developed road in the study area – and one of few in the Clatsop Plains -- that provides direct vehicular access to the beach. According to OPRD's definition of a general access location for recreation, a public access site is an "all-weather public parking lot located within ¼ mile of the sandy beach or rocky intertidal area, that can be accessed via all weather, two wheel drive roads, is actively managed by some public agency; and is to be provided about every three miles along the Oregon coast."[8] According to OPRD, both Sunset Beach and the Delaura Beach Road access location meet this definition.[9]

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[4] The Camp Rilea JLUS also discusses clamming, tides and beach closures.
[5] Ibid.
[6] Oregon Parks and Recreation Department. Ocean Shore Management Plan. 2005. p. 45.
[7] Exceptions are summer afternoons and evenings north of Peter Iredale access.
[8] OPRD. Ocean Shore Management Plan. p. 57.
[9] Hillman, Laurel, Oregon Parks and Recreation Department (OPRD). April 10, 2013. Written comment.

**Emergency and Americans with Disabilities (ADA) Access**

According to OPRD, existing beach access points provide sufficient emergency access. The critical issue is their ongoing maintenance to ensure easy access, especially for emergency vehicles. The Ocean Shore Management Plan identifies access to the beach for those with disabilities and general limitations as a key priority. The boardwalk connecting the Fort to Sea trailhead to the Pacific Ocean is ADA-accessible.

### BEACH CLOSURES

Seasonal restrictions coinciding with western snowy plover nesting season (March 15 – September 15) may impact beach access to the north and south of the study area (at Columbia River South Jetty and Necanicum Spit), but do not restrict recreational use of or access to beaches within the study area.

Discussion of beach closures in the study area relates primarily to Camp Rilea live-fire training. While highly unlikely ("one in a million"), munitions from range activities have the potential to travel off Camp Rilea and land on the shoreline and in the ocean. In response to this public safety issue, the Camp's live-fire range surface danger zones (SDZs) and related Department of Army standards are in place to protect nearby undeveloped beach and ocean areas by restricting access in these areas during training events.[10]

## National and State Parks

Fort Stevens State Park lies immediately to the north of the study area and attracts thousands of tourists and visitors annually. Delaura Beach, once County-owned, is now part of the Fort Stevens State Park and shares Camp Rilea's northernmost boundary. Fort Stevens is the second largest OPRD property in terms of acreage and encompasses forests, diverse wetlands, inland lakes, and miles of ocean and Columbia River beach. It also includes a variety of historic resources, including much of the historic Fort Stevens site and the wreck of the Peter Iredale.

The Yeon Property, located between Clatsop Beach and Sunset Lake, is part of the Lewis and Clark National Historical Park network. This site is home to remnant coastal prairie which may be the site of reintroduction for the Oregon Silverspot butterfly, and is also part of the North Coast Land Conservancy's Neacoxie Corridor Initiative. The Yeon Property has an easement that allows for trail and recreational access and a series of informal "social trails" used by neighbors.[11] Any change to current uses such as developing a more formal trail connection would need to undergo formal federal planning, evaluation and approval.

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[10] Clatsop County. Camp Rilea JLUS. p. 4-56.

[11] Clatterbuck, Chris. Chief of Natural and Cultural Resources, Lewis and Clark National Historical Park. Teleconference. May 29, 2012.

## North Clatsop Plains Trails

Hiking and walking on the beach is a favored recreational pastime of locals in the area. National and regional amenities also attract out-of-town visitors to the area and its trails.

### HIKING TRAILS

The roughly 6.3-mile Fort to Sea Trail is part of the Lewis and Clark National Historical Park and connects the Oregon Coast Trail at Sunset Beach with Fort Clatsop to the northeast, and then to Netul River Trail and Netul Landing to the south. The National Parks Service maintains the portion of the trail east of Highway 101 and OPRD maintains the western extent.

The 382-mile trail along the Oregon Coast begins at the Columbia River South Jetty, located four miles north of the Fort Stevens State Park campground. The first sixteen miles, including the portion that passes through the study area, is on the beach.

### BICYCLE AND EQUESTRIAN TRAILS AND PATHWAYS

When asked about favorite outdoor activities as part of a 2005 public opinion survey, biking was mentioned by over half of the respondents.[12] At the same time, trails and pathways for cyclists and mountain biking opportunities in the study area are limited.

Participants in the 2005 County Recreational Lands Master Plan Process specifically called for the development of mountain bike trails in the Clatsop Plains (for example, at Cullaby Lake and near Camp Rilea), and a bike trail connecting Fort Stevens State Park to Seaside. Similar calls have been made for more horse camps, trails and facilities at Fort Stevens State Park and Delaura Beach. The existing Delaura Dune Trail at Delaura Beach is open to equestrian users, as is the ocean shore.

## County Parks

Both Carnahan and Smith Lake County Parks are located within the study area. Carnahan Park is a 31-acre site that provides boat access (i.e. parking, a gravel boat ramp, and a small dock) to Cullaby Lake.[13] Carnahan County Park, like Cullaby Lake County Park, is a day use fee area. The north end of Cullaby Lake at Carnahan Park is closed to waterskiing but otherwise open to motorized boating, with specified use restrictions clearly posted.

Smith Lake Park is composed of roughly three acres of unmaintained woodland west of Smith Lake and is accessible via Ridge Road. The County Recreational Lands

[12] Clatsop County. Clatsop County Parks and Recreational Lands Master Plan. 2005.
[13] Only the northwest portion of Carnahan Park is formally part of the study area plan.

Master Plan identified Smith Lake Park as a natural area suitable for low-impact recreation.[14]

## Sunset Lake Public Park

Sunset Lake Public Park is an approximately two-acre park located on the northeast corner of Sunset Beach and Lewis roads, and maintained by neighboring property owners. The County has no record of ownership of Sunset Lake Public Park, nor is the park maintained according to any formal arrangement. The two or three parcels that make up the park are designated as open space for parks and recreation by the County zoning code.[15]

[14] Clastop County. Clatsop County Parks and Recreational Lands Master Plan. March 2006. p. 64.
[15] Steve Meschke, Clatsop County Parks Superintendent. May 7, 2013. Teleconference.

Photo Credit: Mike Patterson, 2013

## Beach Access, Management and Communications

A primary objective for managing recreation in the North Clatsop Plains is to limit encroachment of land uses and activities in the immediate vicinity of Camp Rilea. While many residents recall times when recreation on Camp property was less regulated and access to the beach by way of Camp property possible, the Camp's mission demands adherence to more stringent security standards today. Members of the public may not access the beach via Camp property. With the exception of the Fort to Sea Trail, informal recreation and recreation unrelated to groups or events hosted at Camp Rilea is not allowed and is considered trespassing.

At the same time, community residents, the County, and its partners, including Camp Rilea, recognize the importance of the area's recreation sites and amenities to the character and economy of the Plains, the health and lifestyle of its residents, and the experience of its visitors.

This section provides an overview of key issues and policy actions necessary to protect and enhance the Plains' culture of outdoor recreation and the recreation experience of residents and visitors while ensuring public safety and supporting the Camp's mission of national defense, troop readiness and regional emergency response and recovery.

## Key Issues and Opportunities

### COOPERATIVE MANAGEMENT AND LIVE-FIRE BEACH CLOSURES

An important objective of the Sub-Area Plan and planning process is to help ensure that beach closures resulting from Camp live-fire training are well communicated and cooperatively managed in partnership with Oregon Parks and Recreation Department and other applicable State agencies.

At the time of writing, the Oregon Military Department and the OPRD were in the process of finalizing a formal agreement to guide management and closure of the beach west of Camp Rilea. The final draft of the Sub-Area Plan will be updated to reflect this agreement as it is made available.

### DELAURA BEACH RECREATION ACCESS

Delaura Beach is a location of strategic importance with respect to North Clatsop Plains beach access. Participants in past planning processes have suggested that the State provide direct public vehicular access to the beach at Delaura Beach Road, in part as a way to provide alternative egress in the event of beach closure at Camp Rilea.[16] However, the steep fore dune at Delaura Beach and State environmental regulations designed to protect coastal fore dunes preclude development of an access road at this location.[17]

Currently, Delaura Beach Road at Fort Stevens is not maintained for regular vehicle traffic. Culverts have failed and the road is marked with large depressions that flood during spring and winter months and prevents the passage of vehicles. Conditions at some locations preclude access for pedestrians and other users as well, making reliable access to Delaura Beach very challenging. Vehicle access must be maintained for emergency vehicles, per existing intergovernmental agreement with the County.

This plan proposes that State Parks improve Delaura Beach Road leading to the fore dune, transforming it into a multi-use pathway for low impact recreation. Improving this road for pedestrian and equestrian users, at a minimum, would strengthen beach access for area residents and visitors. This plan does not recommend or propose any improvements that would negatively impact the fore dune or associated coastal resources at Delaura Beach. For further discussion, see the next section: A Proposal for North Clatsop Plains Trails.

Per OPRD, any capital improvements to strengthen connectivity and access at this location must be part of the Fort Stevens State Park Master Plan.

[16] OPRD. Ocean Shore Management Plan. p. 6.
[17] OPRD. Fort Stevens State Park Master Plan. 2001. p. 32.

### PUBLIC AND VISITOR INFORMATION

The JLUS process and this planning process have identified the need to provide the public with better information about the Camp's federal and state mission and activities, particularly as they relate to enjoyment of nearby coastal and recreational resources.

In addition, with release of the new state tsunami inundation maps (Department of Geology and Mineral Industries) the County and State have the opportunity to provide beach and trail day users with the most recent information about the threat of a tsunami and clear direction about what to do in the event of an earthquake or tsunami.

## Recommendations

Recommendations related to management and communications around beach recreation, access and related improvements include the following:

A. Complete formal negotiations to establish an agreement around managing beach access and closures for the area west of the Camp, taking both Camp Rilea training needs, area recreational and commercial uses, and OPRD jurisdiction and responsibilities into account.

B. Continue to schedule live-fire training to avoid training during minus tides, when possible, which are the ideal tides for collecting clams from the beaches *(JLUS Recommendation LU-3 H).*

C. Encourage organizers of beach events (i.e., beach clean-ups, etc.) to reach out to OPRD and Camp Rilea prior to scheduling in order to minimize or eliminate conflicts with Camp training events and others.

D. Per the JLUS, increase public awareness about the risk of trespassing onto Camp Rilea and the need to stay on marked trails. Take a comprehensive approach to the effort, focusing also on increasing awareness of Camp Rilea's mission, its role in the community, and its live-fire training, associated beach closures and other associated impacts.

E. In partnership with Camp Rilea, OPRD, DOGAMI and/or ODFW, establish informational kiosks at Sunset Beach and Fort Stevens beach access (Peter Iredale). Provide and design information to achieve the communication objectives of the different agencies. Consider an integrated and/or interpretive approach; use clear graphics and language that is easy to understand.

F. Identify picnic shelters, lookouts and other locations on high ground to serve as community safe spaces and meet-up locations in the event of an earthquake or tsunami. Map this information and make readily available to area residents and visitors.

G. Initiate the process to update the Fort Stevens Park Master Plan. Evaluate the potential to improve Delaura Beach Road to strengthen access for pedestrians, bicycles and equestrian users. Consider re-aligning the road or pathway to create a greater buffer or distance from Camp Rilea property. Explore adjusting the right-of-way to reflect the final roadway alignment accurately.

H. Explore the feasibility of installing a gate to control vehicular access at Delaura Beach. Doing so may reduce encroachment and trespass on Camp Rilea property, protect sensitive dune resources, and minimize wear on culverts and other infrastructure.

## A Proposal for North Clatsop Plains Trails

The following trails proposal reflects the outcomes of a deliberative process involving a number of agencies and organizations, including Clatsop County, Camp Rilea, Oregon Parks and Recreation Department (OPRD), the National Parks Service, Oregon Department of Transportation, and Warrenton Trails Association. These organizations met in a series of meetings to examine multiple trails alternatives on publicly owned lands, resulting in the recommended new trails and trail modifications presented in this document. Preceding this effort, Warrenton Trails Association has worked closely with Clatsop County and the City of Warrenton to advance discussion and implementation of particular trail and pathway segments.

The objectives of this proposal are two-fold: 1) to create a continuous trail connection from Fort Stevens State Park to the Fort to Sea Trail and Sunset Beach that bypasses Camp Rilea property to the east; and 2) to realign a segment or segments of the existing Fort to Sea Trail which currently pass through Camp Rilea property, with the objective of limiting encroachment on Camp property.

# North Clatsop Loop Trail

## DELAURA BEACH TRAIL

Many community members have expressed strong support for a continuous trail connecting Delaura Beach to Ridge Road. The proposed Delaura Beach Trail segment runs along the northern boundary of Camp Rilea and is part of the City of Warrenton Trails Master Plan. The following provides a brief description of the status of this effort and possibilities moving forward.

### Fort Stevens State Park

The first portion of the Delaura Beach Trail segment is proposed to run the length of Delaura Beach Road at Fort Stevens State Park (see Figure 3-1). Opportunity exists to explore alternative alignments, as well. A trail leading through the woods north of Delaura Beach Road could more feasibly provide direct access to the beach and could alleviate Camp Rilea concerns with respect to limiting activity near its property boundary. These improvements would create a stronger connection for Delaura Beach visitors, in addition to helping create a continuous trail bypassing the Camp to the east. Delaura Beach is a popular location for horse back riding, and future improvements would need to support continued equestrian use.

Any new or improved trails and associated facilities at this location must be part of the Fort Stevens State Park Master Plan (last updated in 2001). This suggests the need to initiate a collaborative process to update this document.

### City of Warrenton Right-of-Way

The second portion of the Delaura Beach Trail runs from the State park line to Ridge Road. The trail is envisioned to coincide with the road itself; proposed improvements include a paved shoulder along Delaura Beach Lane.[18] The proposed trail is in close proximity to several historic sites, including a World War II Japanese shelling monument and the Smith Mission Monument.[19]

The City of Warrenton, with the support of a consultant team (HBL/OTAK), recently developed the Delaura Beach Trail Plan. At the time of writing, this plan was nearly complete. Lack of funding is the primary implementation challenge. The City has earmarked over 20 percent of the required funds, and the County has dedicated nearly one-third of the funds required to meet project costs. However, a considerable gap remains and recent efforts to secure grant funds have been unsuccessful.[20]

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[18] City of Warrenton. Warrenton Trails Master Plan. July 2008. p. 8.
[19] Clatsop County (prepared for). Camp Rilea Joint Land Use Study (JLUS). June 2012. p. 4-42.
[20] Scheller, Tessa James. August 19, 2013. Telephone communications with Nicole Lewis, MIG, Inc.

# Figure 3-1. Sub-Area Plan Trails Proposal

- Fort to Sea Trail Realignment
- North Camp Rilea Bypass Trail (proposed)
- Camp Rilea Bypass Trail (completed)
- Highways
- Roads
- Fort To Sea Trail
- North Clatsop Plains Boundary
- Parks
- National and State Parks
- Incorporated Cities
- Camp Rilea
- Water Features

Data Sources: Clatsop County GIS, Bing Maps Aerial 2012

01.30.2014

A view of the Highway 101 easement and potential East Bypass Trail location, looking south from the junction with Highway 104. Photo Credit: Mike Patterson, 2013

## LOOP TRAIL EAST SEGMENT

A critical gap in pedestrian connectivity exists between Ridge Road at Delaura Beach Lane and the Fort to Sea Trail. It should be noted that past trail proposals have included a 1.2 mile trail section that would connect Ridge Road to the Fort to Sea Trail by way of Camp Rilea property. This trail was envisioned to follow the dune and riparian area along Neocoxie Creek and Camp Rilea's northeast border.[21] While carefully considered and discussed by the Trails Sub-Committee, the need to maintain a secure border and limit encroachment of Camp Rilea property precludes this option at present time.

This section briefly describes the current proposal and concept for the east segment of the proposed trail network.

### Ridge Road Improvements

Clatsop County has recently repaved and improved Ridge Road to accommodate pedestrians and bicyclists. The County has added six feet of shoulder on each side of the road. Presently, the Warrenton Trails Association is working with the County to add an additional three-foot gravel pathway along the west shoulder, near the water where people most enjoy walking.

[21] City of Warrenton Trails Master Plan. p. 8.

**East Segment South**

The current proposal for the southern portion of the East Segment includes a pedestrian pathway that would generally follow the current right-of-way along Columbia

Columbia Beach Lane and proposed East Bypass Trail location.
Photo Credit: Mike Patterson, 2013

Beach Road/Lane and continue along the eastern edge of Highway 104 and Highway 101 right-of-way (Oregon Scenic Byway), connecting users to the Fort to Sea Trail just south of Camp Rilea. Development of a boardwalk running parallel to the roadway over the creek and wetlands at Columbia Beach Lane would be required. This proposed route takes advantage of the continuous highway right-of-way, managed by the Oregon Department of Transportation (ODOT), and will require close coordination with the agency.

Evaluation of specific alignments and trail designs along both the highway and Columbia Beach Lane must prioritize pedestrian safety. Columbia Beach Road is narrow, shoulders are limited, and blind curves exist at both ends. Widening will be necessary to accommodate new uses; bridge improvements and enhanced signage are likely needed as well. In addition, the Trails Sub-Committee expressed concerns about environmental impacts, particularly along Columbia Beach Lane. Water quality and fill issues associated with the portion of the road that passes through the Smith Lake dike are anticipated.

The Trails Sub-Committee identified the need to evaluate grade separation as a strategy to buffer the trail from vehicular traffic along Highways 104/101. With

respect to Highway 101 and 104, the actual location of the trail alignment will be subject to further investigation and negotiation. The clear zone on a 55 mile per hour section of highway is 30 feet from the fog line (i.e., center lane). The ODOT bike and pedestrian manual is fairly vague regarding how far a trails needs to be located from the highway shoulder. Ideally, the trail would be located within ODOT right-of-way but beyond the current embankment to create a natural grade separation. While existing right-of-way appears wide enough to support a trail alignment, grading may be required. In addition, current encroachment by private property owners will require coordination.

Opportunity may exist to leverage State or National Scenic Byway Program resources for trail improvements along Highway 101. Per 2012 project eligibility criteria, eligible projects include constructing "visitor, bicycle and pedestrian facilities including rest areas, shoulder improvements and interpretive facilities for byway travelers."[22]

## Fort to Sea Trail Realignment

The Fort to Sea Trail passes through the southeast corner of Camp Rilea as it connects to the Pacific Ocean. Camp Rilea has expressed interest in moving the trail alignment to minimize encroachment and alleviate the potential for trespass.

The Trails Sub-Committee explored two alternatives and determined that the best course of action is to move this portion of the Fort to Sea Trail so that it more closely follows the Camp Rilea property boundary in this same general location but remains located on Camp property. This helps preserve the scenic quality of the trail and eliminates any safety concerns associated with the re-alignment alternative.

[22] State of Oregon. Year 2012 Scenic Byway Projects Application Packet. Oregon Scenic Byways Program. November 2011. http://www.oregon.gov/ODOT/HWY/SCENICBYWAYS/docs/2012_grant_applications/2012_sb_grant_application_packet.pdf

## Draft Recommendations

Recommendations related to implementation of the trails proposal presented in this plan include the following:

I. This plan recommends that OPRD initiate a process to update the Fort Stevens State Park Master Plan, which was most recently amended in 2001. This process should include study of alternative trail alignments to improve the current unimproved roadway and formalize a multi-use recreation connection between the beach and the State Park boundary at Delaura Beach Lane.

J. Determine the specific engineering requirements and associated environmental impacts of the proposed East Bypass Trail. Work with ODOT, OPRD and National Parks Service to explore maintenance and management alternatives and determine responsibilities. Work with partners to establish preliminary cost estimates and identify funding sources.

K. Continue to advance the Delaura Beach Trail Plan, working with partners to identify additional sources of funding to bridge the existing gap. Explore opportunities to implement the plan in phases, and to do so cost-effectively.

L. Work with OPRD to implement the proposed Fort to Sea trail realignment.

# CHAPTER 4. **WATER QUALITY ACTION PLAN FOR NORTH CLATSOP PLAINS**

## Purpose of this Chapter

The North Clatsop Plains area has faced water quality issues for several years. Currently, many waterbodies in and around the Plains suffer from water quality impairment and are consequently tracked by the State. Because of these impairments, several of the waterbodies experience invasive aquatic plants that visually harm the landscape, inhibit recreation, and are harmful to the local ecosystem. The community is also concerned that both surface and ground waters are being polluted, and could pose harm to human health and the environment. As the next step toward addressing community concerns, Clatsop County has developed a water quality action plan as a part of the North Clatsop Plains Sub-Area Plan.

The issue of water quality and its contributing factors is a relatively complex matter that stems from many different human activities and natural processes. This is particularly true for the Clatsop Plains. The hydrology is unusually fluid due to the common occurrence of porous soils, leading to significant interconnectivity between surface and ground waters. This creates a challenging environment to determine the root causes of water quality impairment. Previous studies, particularly the Camp Rilea Joint Land Use Study (JLUS), identify septic tank leachate as one of the potential causes. Other pollutant sources identified include agriculture, residential

and commercial fertilizer, stormwater runoff, logging, and lack of surface water flow through the watersheds.

Because the root causes of water quality impairment are not yet fully defined, the action plan has been developed so that progress can still be made while pursuing the needed data. This is accomplished primarily through a phased implementation approach. Action items that can sensibly be implemented without significant additional data collection are recommended for the near term, while action items that have greater dependency on data collection, resource partnering or greater investment are recommended for longer term implementation.

## Scope and Organization

To fully understand the scope and intent of the action plan, it is important to consider the planning process. Primary steps included research of existing conditions, review of previous studies, review of current state and local policies, review of current state and local programs, and many discussions with the North Clatsop Plains Sub-Area Plan Advisory Committee and several agency representatives.

Many different categories of options were explored including existing policy and enforcement, new policy, infrastructure improvements, parallel programs and resources, and partnering opportunities. The Surface and Groundwater portion of the Regulatory Options Report (2013) detailed the individual options within those categories. After several discussions with the Advisory Committee and agency representatives, the list of options was narrowed and formed into an action plan.

The action plan consists of a three-pronged approach that can be phased over time. The first component involves sharing resources to attain needed water quality data and for implementation of other important strategies. The second component is the implementation of policy strategies and actions presented in this plan; and the third component is to improve the wastewater infrastructure. Together, these elements form a flexible but forward-thinking and multi-faceted water quality action plan.

This chapter is organized in the following sections:

- Current Conditions
- Related Programs and Resource Sharing
- Policy Strategies and Actions
- Wastewater Infrastructure Improvements

The Current Conditions section of this chapter provides important background information related to current issues within the study area. The Water Quality portion of the Existing Conditions Report (2013) presents findings from the literature review that provided the foundation for Plan development.

The Related Programs and Resource Sharing section of this chapter provides detail for ongoing programs that have similar water quality goals. It identifies ways in which efforts can be aligned and resources shared.

The Policy Strategies and Actions and Wastewater Infrastructure Improvements sections present a series of action items selected to improve water quality conditions in the North Clatsop Plains. Each action item is categorized as either near-, mid- or long-term with regard to the implementation schedule. Near-term actions include actions for implementation in the next two years; mid-term actions are intended for implementation in the next three to five years; and long-term measures are those intended for implementation between five and ten years from now. This action plan is designed to support and correspond with implementation of the Land Use and Zoning chapter of the North Clatsop Plains Sub-Area Plan.

## Current Conditions

### Water Quality Pollution and Sources

As previously stated, several waterbodies in the North Clatsop Plains are listed as impaired under the Oregon Department of Environmental Quality's (DEQ) 303(d) list. The list includes the Skipanon River, Neacoxie Creek (southern portion only), Smith Lake, Sunset Lake, and Cullaby Lake. Documented causes of impairment include temperature, low dissolved oxygen, high levels of nutrients (nitrates and phosphorus), bacteria, fecal coliform, and pH levels. Because of these impairments, several of the waterbodies experience invasive aquatic plants such as water lilies, Brazilian elodea, and fanwort. Due to the porous soils, many share concerns that pollutants are infiltrating into the underlying aquifer.

Though many data gaps remain, various groups have completed studies in the last decade that have at least partially characterized the impaired conditions and that have attempted to identify sources of pollution. One of the key sources, consistently identified in most reports, is septic tank leachate. There are concerns that the density of septic systems and, hence, higher concentrations of leachate, may be exceeding the carrying capacity of the underlying soils. Older septic systems are of greatest concern, as they may be significantly underperforming or failing. Compounding the issue further are compliance problems with some of the community-based wastewater treatment systems such as the Shoreline Estates and Sunset RV Park systems.

Agricultural pollution sources have also been identified as contributors to water quality impairment. Raising livestock is one of the more common agricultural practices in the area. Based on review of aerial mapping, agricultural activities are apparent particularly along the west border of Highway 101. Farming and livestock can contribute a range of pollutants such as nitrates and pesticides. Fertilizers, both residential and commercial, may also be contributing to high nutrient conditions. Residential fertilizers are used for basic landscape application whereas commercial fertilizing could stem from locations such as the Astoria Country Club golf course. There is "consensus", particularly among DEQ representatives, that more long term data is necessary to define the type and levels of pollutants accurately and to delineate the significance of each of the sources.[1]

Stormwater runoff and drainage is another area of concern identified in previous reports. From a watershed perspective, waterbodies such as Neacoxie Creek are known to have been disconnected from previous flow channels, potentially causing stagnation.[2] Additionally, the JLUS states that culverts are often installed without coordination among properties. Also, a pattern has appeared whereby new developments are shedding water to adjacent properties instead of managing stormwater onsite.[3]

## Regulatory and Policy Context

The public agencies that ostensibly have the most impact on current water quality policy in the North Clatsop Plains include the DEQ and Clatsop County. Other agencies with policy influence include the State Water Resources Department (WRD), the County Soil and Water Conservation District, the Oregon Military Department (OMD) (i.e., Camp Rilea), the Skipanon Water Control District, the Skipanon Watershed Council, the Environmental Protection Agency (EPA), and the National Oceanic and Atmospheric Administration (NOAA).

The Existing Conditions Report lists several different policies enacted by the agencies listed above. Below are policies and regulations that are defined and emphasized for the purposes of this action plan:

- DEQ Onsite Wastewater Treatment System Rules – This policy is Oregon Administrative Rule (OAR) Chapter 340, Divisions 071 and 073, current as of July 1, 2011. These rules establish requirements for the construction, alteration, repair, operation, and maintenance of onsite wastewater treatment

[1] Representatives from the Department of Environmental Quality. Interview with Jay Renkens. Portland OR, 17 April 2013. Transcript of Meeting.
[2] K.U. Snyder et al., Necanicum River Watershed: Final Report, E&S Environmental Chemistry, Inc., 2002, pp. 7-24.
[3] Matrix Design Group, Camp Rilea: Joint Land Use Study, June 2012, pp.4-138.

systems. Their purpose is to restore and maintain the quality of public waters and to protect the public health and general welfare of the people of the state of Oregon. The State rules apply to all septic systems in the North Clatsop Plains. They also address Wastewater Pollution Control Facility (WPCF) requirements, which are currently utilized in some of the multi-family zoned areas.

- The Geographic Rule for the Clatsop Plains Aquifer – This policy is found within DEQ Onsite Wastewater Treatment System Rules in section 340-071-0400(5). These rules provide a basis for continued use of onsite wastewater treatment systems while protecting the quality of groundwater for future water supplies. The rules impact development standards for septic systems and require the set-aside of aquifer reserve areas.

- The Clatsop County Land and Water Development and Use Ordinance (LDWUO) – Provisions of this ordinance are designed to manage the impact of development on groundwater. This document provides the most specific development guidance with regard to sewerage requirements. It lists each of the zoning designations and the corresponding minimum lot size required.

- The Clatsop County Standards Document – This document establishes development standards that guide site and structure improvements, cluster development, setbacks, height limitations, scenic view protection, and historical protection. The Standards Document also outlines environmental protection standards and state and federal requirements that help protect water quality.

- The Aquifer Reserve Overlay (ARO) District – This policy is found within the LWDUO. The ARO covers an area that generally follows the boundaries of Camp Rilea. The purpose is to limit land use over the aquifer to preserve it as a source of drinking water. It specifically prohibits the construction of subsurface sewage disposal systems (i.e., septic) and limits fertilizer use and other activities that could impact water quality.

## Existing Sanitary Infrastructure

The North Clatsop Plains study area is an unincorporated area of Clatsop County without a centralized public sanitary sewer collection and treatment system. The majority of residents use standard septic systems for wastewater treatment and disposal, with the exception of a small number of residents that connect to a community-sized, on-site collection and treatment system. The nearest municipal wastewater collection system and treatment plant is located within the City of Warrenton, just across the northern border of the study area. To the south, the nearest municipal wastewater collection system and treatment plant is located in the

City of Seaside. The City of Gearhart does not have a public wastewater system, relying primarily on individual septic systems.

The great majority of the systems in use in the North Clatsop Plains are individual septic systems. If referring to the County Zoning Map, the properties zoned Single-Family Residential and Residential Agriculture all use individual septic systems. The properties zoned Rural Multi-Family Residential and Commercial are all on septic with the exception of Sunset Beach RV Park. Water Pollution Control Facility (WPCF) permits in the study area include the Sunset Lake RV Park, Glenwood Village, and Camp Rilea. Camp Rilea, which encompasses a very large portion of the study area, recently upgraded their treatment plant. In addition to biological treatment and disinfection, they now use rapid infiltration (considered a land application system) and can treat wastewater to Class A standards for reuse, thus reducing demand on the freshwater aquifer. This treatment plant serves Camp Rilea housing and facilities only. For clarification, a WPCF sanitary system provides community-based collection and treatment, but is still considered an on-site system. A sanitary sewer system that discharges to surface water, such as a river or ocean, would require a National Pollutant Discharge Elimination System (NPDES) permit. Typically the larger municipalities, such as the cities of Warrenton and Seaside, are holders of NPDES permits.

As a part of exploring the extents and characteristics of existing sanitary infrastructure, representatives from the Public Works Departments from the cities of Warrenton and Seaside were contacted. The representative from the City of Warrenton described their treatment plant as having the capacity to accept wastewater loads from areas outside of the urban growth boundary. He noted, however, that this would not be allowed under current State regulations.[4] In a similar discussion with a representative from the City of Seaside, the wastewater treatment plant was characterized as antiquated and without capacity for wastewater loads outside of City limits.[5]

The Shoreline Sanitary District is a group of 147 homes adjacent to Cullaby Lake (i.e., Shoreline Estates). They currently operate a package sanitary treatment facility that discharges from a lagoon into the Skipanon River. In recent years, DEQ determined that their water quality permit could not be renewed due to polluting impacts to the Skipanon River. Several alternative treatment options were explored, but the only realistic option was to build a sewer line to the City of Warrenton's wastewater collection system. Because there was no practical alternative, the Department of Land Conservation and Development (DLCD) provided an exception to OAR 660-011 by allowing a community outside of the urban growth boundary to connect. Under these conditions, no other community is allowed to

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[4] Snyder, Don. Director of Public Works City of Warrenton. Interview with Daniel Johnston. Portland OR, 26 Nov 2012. Teleconference.
[5] Wallace, Neal. Director of Public Works City of Seaside. Interview with Daniel Johnston. Portland OR, 22 Mar 2013. Teleconference.

utilize this system. The project includes a pump station and approximately 3.3 miles of sewer force main pipe at an estimated cost of $2 million. The District is still operating the treatment facility under an extended administrative agreement with DEQ under the premise that the plant will be decommissioned. At the time of writing, construction for the new project is expected to break ground in May 2014. The project is funded through grants and loans from the US Department of Agriculture (USDA) and the Infrastructure Finance Authority (IFA).

## Issues with Sanitary Infrastructure and Water Quality

Within the study area, the most visible problems with wastewater disposal occur in the multi-family or commercially zoned areas. With regard to septic systems, previous studies (i.e., JLUS and Portland State University (PSU) Lake Management Study) indicate that wastewater leachate is entering surface water, and potentially groundwater, and that the density of the septic systems may be a contributor. It is also believed that older septic systems, which may have failed or are low functioning, may constitute the greater of the problem, as compared to new systems built to modern standards.[6] Based on an evaluation of the Zoning Map, there are several locations where clusters of homes may be contributing to an overconcentration of leachate. One area with relatively dense housing is on the east and west border of Sunset Lake, just south of Camp Rilea. To the north of the main entrance to Camp Rilea, and south of Smith Lake, relatively dense housing borders Highway 101. Concentrated housing lies to the east and west of Smith Lake up to the boundary with the City of Warrenton.

## Existing Water Infrastructure

Sources for potable water vary across the study area. A significant number of properties are in fact connected to a public water system. The City of Warrenton is one of the primary providers with water mains as far south as Gearhart. The City of Warrenton's source is the Lewis and Clark River, just east of the Seaside area.[7] Camp Rilea also maintains its own water distribution system within the confines of the property. Several properties in the study area also use well-water by drilling into the North Coast Basin Aquifer.[8]

Just to the south of the study area, the City of Gearhart recently commissioned a new water supply and treatment system. The new system is composed of eight new water wells that feed into a new water treatment and storage system. Prior to the commissioning of this system, the City received potable water through the City of

[6] Johnson, York. North Coast Basin Coordinator DEQ. Interview with Nicole Lewis. Portland OR, 25 April 2013. Teleconference.
[7] Snyder, Don. Public Works Director City of Warrenton. Interview with Daniel Johnston. Portland OR, 26 Nov 2012. Teleconference. .
[8] Matrix Design Group, Camp Rilea: Joint Land Use Study, June 2012, pp.4-130.

Warrenton's distribution system.[9] The City of Seaside, the southerly neighbor of Gearhart, also maintains their own water supply, treatment, and distribution system. Their primary water source is the South Fork of the Necanicum River.

## Existing Stormwater Infrastructure

The North Clatsop Plains does not have a centralized stormwater collection system. Stormwater runoff disperses locally into ditches, streams, and lakes. Culverts are used to allow drainage to pass under roads and highways, between properties, and to equalize surface waters. All of these storm drainage conduits are important to help prevent localized flooding. Also, it is important to consider that the flow of surface and groundwater, both seasonal and storm related flows, have the ability to transport and concentrate pollutants in localized areas.

Several important organizations within the study area provide oversight for drainage and surface waters to include the Skipanon Water Control District, Skipanon Watershed Council, the North Coast Watershed Association, and the Clatsop County Soil and Water Conservation District. The Skipanon Water Control District primarily focuses on drainages on the east side of Camp Rilea. District representatives have noted that stormwater issues have increased as the area has developed.[10] Several drainage disputes have occurred between property owners in the past. These problems are partially attributed to a lack of drainage regulation.

[9] McCarthy, Nancy. "Gearhart to Celebrate New $11 Million Water System Sunday." The Daily Astorian, 31 Aug 2012.
[10] Scheller, Jim. Skipanon Water Control District. Interview with Nicole Lewis. Portland OR, 21 Mar 2013. Teleconference.

## Related Programs and Resource Sharing

The County has an opportunity to participate in several resource sharing activities. Participating in these opportunities can result in addressing important water quality needs. The following is a list of current plans and programs that contain resource sharing opportunities:

- Water Quality Status and Action Plan for the North Coast Basin
- Statewide Groundwater Monitoring Program
- Wetlandia Water Quality Testing Program
- Oregon's Integrated Water Resources Strategy
- Clatsop Plains Community Plan
- Clatsop County Comprehensive Plan Goals and Policies
- Relevant Local Agencies

### Water Quality Status and Action Plan for the North Coast Basin

Prepared by DEQ in 2011, the Water Quality Status and Action Plan for the North Coast Basin includes a broad-based evaluation of water quality in the North Coast region, along with an associated action plan. It represents analysis on a watershed basis and addresses some of the limitations of the Total Maximum Daily Load (TMDL) process. The report includes summaries of water quality problems and the strategies needed to mitigate them. The document identified issues such as bacterial effects on shellfish habitat, dairy operations, turbidity in drinking water, nitrate and bacteria in groundwater, and impacts to fish and aquatic life.
Partnering with DEQ for continuance of this program will further address water quality needs in the study area. Those needs include technical guidance, expansion of

water quality testing and analysis, and development of water quality improvement targets.

Some key actions from the 2011 report include the following: [11]

- Review the effectiveness of the current Clatsop Plains Geographic Rule, determining if the contaminant loading predictions have been met.
- Determine if the area should be declared an Area of Groundwater Concern or a Groundwater Management Area.
- Conduct further groundwater investigations to determine the extent of contamination in the Clatsop Plains areas.

## Statewide Groundwater Monitoring Program

The State's 2013-2015 budgets included funding for a Statewide Groundwater Monitoring Program, establishing two positions that enable groundwater monitoring in two geographic regions per year. The entire state will be assessed over the next 10 years. No schedule or geographic prioritization is established at present time. The information developed will be used to determine areas of the state that are especially vulnerable to groundwater contamination, long-term trends in groundwater quality, status of ambient groundwater quality, and emerging groundwater quality problems. Resulting data will also inform groundwater users of potential contamination risks. DEQ identified the Clatsop Plains region as a groundwater monitoring priority in the Northwest Region, however, monitoring is unlikely in the 2014 cycle. A detailed monitoring schedule has not been developed at this time.

## Wetlandia Water Quality Testing Program

The Wetlandia project is a collaborative project between the North Coast Watershed Association, Clatsop Community College, Necanicum Watershed Council, DEQ, and local restoration partners and volunteers. The intent is to create an organized water quality testing program in the lower Columbia River and North Coast. This project will benefit water quality improvement efforts by providing a scientific basis for councils to guide watershed stewardship and restoration. By participating in this program, the County can influence the data collection process.

## Oregon's Integrated Water Resources Strategy

This program is sponsored by the Oregon Water Resources Department (WRD). The program was developed in August of 2012, and contains State-level strategies and resources for the protection of ground and surface water resources. It advocates for the proper use of septic systems to include servicing and repair of older systems. By staying apprised of program status and activities, the County can take advantage of State water quality efforts.

[11] Purcell, Jennifer. DEQ NW Region. E-mail to Nicole Lewis. Portland OR, 5 Aug 2013.

## Clatsop Plains Community Plan

The Clatsop Plains Community Plan outlines a series of policies that prioritizes protection of water quality resources as the area develops. The Natural Resources section of the Community Plan outlines several recommendations from a local water quality study.

The Community Plan recommends policy development that will protect water quality, the groundwater supply, the loss of stabilizing vegetation, and salt water intrusion into the water supply.

Finally, the Community Plan includes two recommended actions pertaining to water quality. The first is the development of a water management program consistent with the water-budget equation. The second asks the County to cooperate with other local jurisdictions to consider the value of developing the Clatsop Plains aquifer as a water source.

## Clatsop County Comprehensive Plan Goals and Policies

The Comprehensive Plan goals and policies are countywide goals and policies and correspond to the Oregon Statewide Planning Goals. Goal 6 is intended to maintain and improve the quality of the air, water, and land resources of the State. The following policies pertain to water quality:

- The County shall encourage the maintenance of a high quality of water through encouraging the concentration of urban development inside Urban Growth Boundaries and encouraging maintenance and improvement of pollution control facilities.
- The County Planning Department shall work with the DEQ to monitor and keep its environmental data base current including information on surface and groundwater quality.

## Local Agencies

Several important organizations within the study area provide oversight for drainage and surface waters including the Skipanon Water Control District, Skipanon Watershed Council, the North Coast Watershed Association, and the Clatsop County Soil and Water Conservation District. These agencies offer a multitude of information relating to water quality, and can help form a more complete picture of water quality.

## State Agencies

Highway 101 is a major public facility traversing the study area and is under the jurisdiction of the Oregon Department of Transportation (ODOT). The highway generates a significant amount of stormwater runoff containing contaminants from vehicles using this facility. Per the Camp Rilea-Surf Pines Facility Plan, Highway 101

will eventually be widened in this area. Once the facility is improved, ODOT will install stormwater features per requirements of the Clean Water Act and Endangered Species Act. Improvements to local roads will likely trigger these same requirements.

Photo Credit: Mike Patterson, 2013

## Policy Strategies and Actions

This section presents the most promising initiatives to improve water quality in the North Clatsop Plains, as identified during Sub-Area Plan development. Each action is categorized as near-term (1-2 years), mid-term (3-5 years), and long-term (5-10 years). The following are the specific actions presented in this section:

A. Implement a Comprehensive Water Quality Study
B. County Management of Onsite Wastewater Management Program
C. Revise County Stormwater Development Standards
D. Work with DEQ to Update the Geographic Rule
E. Evaluate the Watersheds for Improved Interflow
F. Revise County Base Zoning and Development Requirements
G. State Designation of the North Clatsop Plains as a Groundwater Management Area (GWMA)

## Near-Term Actions

### A. IMPLEMENT A COMPREHENSIVE WATER QUALITY STUDY

**Actions:**

**A.1:** Coordinate with key professionals from State and local agencies, consultants, and from parallel water quality programs to define the project scope. A key parallel program is the Wetlandia project. This program can provide some of the data necessary for this effort.

**A.2:** Implement a water quality study that provides clarity as to the root causes of the water quality impairment. Pollutants and their concentrations should be traced back to their source. The study should include recommendations as to the most effective pollution reduction measures, specific to each water body.

**A.3:** Evaluate the study results in terms of its conclusiveness and the feasibility of recommended actions.

**Background and Need:** A more comprehensive study is necessary to accurately define the types and levels of pollutants contributing to water quality impairment. In order to develop the most effective policy, the root causes of water quality impairment must be identified. Despite this process' relative focus on contamination associated with wastewater management in the Clatsop Plains, the proposed comprehensive water quality study should confirm the level and sources of contamination associated with stormwater runoff from Highway 101; use of pesticides, herbicides and fertilizers; and other uses. Data collection and quality must meet DEQ criteria and standards and support the key policy imperatives of this plan, such as establishing a State Groundwater Management Area.

The PSU Lake Study conducted in 2005 made the following statement in the executive summary:[12]

> *"…….individual lakes will require more focused, smaller-scale studies that focus on identifying variability in redox potential and quantifying the potential nutrient sources around each lake."*

**Benefits:** Conducting a comprehensive study allows the County to tailor policy and direct resources toward the most effective policies. This also provides a stronger scientific foundation that will help garner public support.

**Key Considerations:** This study could be relatively costly. This subject crosses into many different disciplines. A substantial amount of time may be necessary to process the results and translate them to policy. Also, the complexity of the hydrology could pose challenges to pinpointing pollutant sources.

Other ongoing programs could help the County to attain the necessary water quality data. As described in the previous section Related Programs and Resource Sharing, those programs include the Water Quality Status and Action Plan, Wetlandia, and the Statewide Groundwater Monitoring Program.

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[12] Mark Sytsma, Final Report Regional Lake Management Planning for TMDL Development, Portland State University: Center for Lakes and Reservoirs, Executive Summary, pp. 2.

## B. COUNTY MANAGEMENT OF ONSITE WASTEWATER MANAGEMENT PROGRAM

**Actions:**

**B.1:** Formalize an agreement with DEQ and/or other counties that allows County administration of the Onsite Wastewater Management Program, either on its own or in partnership with other counties.

**B.2**: Provide staff, training, and financial resources commensurate with the adopted responsibility.

**B.3**: Create standards and policies for the onsite program and employ public outreach and education to obtain community support. Programs in other counties can be used as benchmarks or models. Three counties known to have solid programs include Lincoln County[13], Columbia County[14], and Tillamook County[15].[16]

**B.4:** Consider implementing a time of transfer inspection program. The DEQ's current voluntary program may provide a starting point or model. This program represents a collaborative partnership with the Oregon Association of Realtors to promote and increase education and awareness on the importance of onsite septic system inspections at the time of property transfer, and the importance of proper use and regular maintenance of onsite septic systems.[17]

**Background and Need:** Corrective action is required for underperforming or failing wastewater systems; a known cause of pollution. Many older septic systems are likely to be in violation of State rules. Historically, septic system management has been relatively weak due to insufficient State resources.

Two-thirds of the state's 36 counties currently contract with DEQ to manage the onsite wastewater program. Clatsop County is among those whose programs are managed by DEQ. Also, there has been recent legislative working group activity with the aim of boosting effectiveness and economy for onsite wastewater programs. Next steps include determination of an implementation plan.

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[13] Website link at: http://www.co.lincoln.or.us/planning/onsite/
[14] Website link at: http://www.co.columbia.or.us/departments/land-development-services/lds-home
[15] Website link at: http://www.co.tillamook.or.us/gov/comdev/sanitation/
[16] Kucinski, Michael. Onsite Wastewater Program Manager, DEQ. Interview with Daniel Johnston. Portland OR, 23 Oct 2013. Teleconference.
[17] Memorandum of Understanding between Oregon Association of Realtors and State of Oregon Department of Environmental Quality. November 1, 2013.

**Benefits:** Benefits of an actively managed program include regular monitoring and inspection, greater enforcement capability, and better customer response. Additionally, the County would have the ability to compile septic system data and compare it to other water quality factors.

**Data Needed:** This is currently a DEQ managed program. The County should assess whether this action is financially feasible, and whether the transfer would result in a more effective program. Additionally, there could be backlash from the community if the new program is perceived to be heavy handed.

**Key Considerations:** The resources available from DEQ may not be sufficient to employ a fully effective program. By adopting the program, the County would assume greater accountability for septic system issues. Also, if inspection and enforcement are increased, public backlash could occur.

## C. REVISE COUNTY STORMWATER DEVELOPMENT STANDARDS

**Actions:**

**C.1:** Research and benchmark sustainable stormwater management standards for new development. These standards can be modeled after other successful programs and adapted to County needs. See *Data Needed* (below) for examples of stormwater programs.

**C.2:** Incorporate the new standards into the Standards Document. Examples include culverts, bioswales, infiltration basins/ditches/planters, rain gardens, and created wetlands. These practices generally require stormwater management before runoff leaves property boundaries.

**C.3:** Early in the development review process, provide a handout to land use applicants containing guidance about cost effective low impact development standards.

**Background and Need:** The Clatsop County Standards Document primarily addresses stormwater in terms of temporary erosion control measures. Because of the current impairment issues the Clatsop County Standards Document should include greater requirements for permanent stormwater management. Note that DEQ does not currently require stormwater permit compliance (Phase II NPDES) of Clatsop County. This is likely a result of the relatively low population.

**Benefits:** Treatment of stormwater runoff will reduce contaminant transport to surface waters. Detention will prevent erosion. Proper management of culverts and drainages will also prevent erosion, transport of pollutants, and property damage.

When properly applied, greater stormwater standards can also lead to more innovative and aesthetic landscaping.

**Data Needed:** A comprehensive review of existing County development standards and permitting requirements is necessary to reveal where new standards can be incorporated or where existing standards can be enhanced. Sustainable stormwater standards can be benchmarked from other counties and municipalities. Examples of Counties that apply these standards include Marion County and Lane County. Marion County has drafted a straight-forward stormwater management manual that contains many of the fundamental standards and action plans.[18] This plan, however, seems to lack detail for post construction runoff standards. Lane County is another noteworthy example. They have developed an intergovernmental agreement with the City of Eugene for their stormwater management manual content. Their manual provides more detail for post-construction runoff.[19] Also, with regard to public education and outreach, the EPA published an informative brochure that is easy for residents and businesses to understand.[20]

**Key Considerations:** When there is adequate physical space to incorporate stormwater features, additional costs can be minimal. In cases where extra space is not available, more sophisticated management systems are required such as underground detention vaults. Depending on the sophistication, program administration will require staffing and resources. Additional resources may also be necessary to implement maintenance practices such as road sweeping and swale upkeep.

## Mid-Term Actions

### D. WORK WITH DEQ TO UPDATE THE GEOGRAPHIC RULE

**Actions:**

**D.1:** Coordinate with DEQ on a project scope that will provide the analysis necessary to update the Geographic Rule. This scope could be included as one of the key objectives of the Comprehensive Water Quality Study previously described.

**D.2:** Utilize the updated Geographic Rule to guide zoning policy changes and to manage the Onsite Wastewater Management Program.

**Background and Need:** As currently written, the Geographic Rule does not appear effective or meaningful for the Clatsop Plains. The Rule defines the sewage loading rate allowed per acre, but is fairly unrestrictive in this regard. Re-evaluating and

[18] Website link at: http://www.co.marion.or.us/PW/ES/waterquality/strmwtr.htm
[19] Website link at: https://www.eugene-or.gov/index.aspx?NID=477
[20] Website link at: www.epa.gov/owow/weatherchannel/after_the_storm-read2.pdf

updating the rule can provide the County with a basis for modifying zoning policy to reduce densities of septic leachate.

The overall intent of the Geographic Rule is to provide a basis for continued use of onsite wastewater treatment systems while protecting the quality of groundwater for the future. It also requires the set-aside of an aquifer reserve area. Paragraph (C) of the Geographic Rule states the following:

> *(C) Lot or parcel does not violate the department's Water Quality Management Plan or any rules in this division, except that the projected maximum sewage loading rate may exceed the ratio of 450 gallons per ½ acre per day. In this case, the onsite system must be either a sand filter system or a pressurized distribution system with a design sewage flow not to exceed 450 gallons per day.*

**Benefits:** Updating the Geographic Rule will create meaningful guidelines for the management of the Onsite Wastewater Program and for zoning policy changes. It will provide an overarching limit to the allowable leachate quantity per unit of land, therefore enabling the County to manage development with respect to protecting water quality.

**Data Needed:** In order to establish a meaningful limit to septic leachate concentrations, extensive study and analysis of water resources and soils will be required. Including this action item as an objective for the Comprehensive Water Quality Study would be most efficient.

**Key Considerations:** The Geographic Rule can be written so that there are more restrictive limits to the overall density of septic systems. It could also be written in terms of maximum allowable nitrate levels for a given area. Using maximum nitrate levels could allow the County more flexibility in the determination of allowable property sizes and associated wastewater treatment technologies.

In previous discussions, DEQ indicated that updating the Geographic Rule could be a difficult process because it involves legislative changes.

## E. EVALUATE THE WATERSHEDS FOR IMPROVED INTERFLOW

**Actions:**

**E.1:** Coordinate with the various watershed entities and relevant government agencies to determine project scope.

**E.2:** Implement a study that characterizes the impacts of current flow patterns on water quality, and proposes modifications to the watershed. Examples include culverts, conduits, pumping, ditches, or channels.

**E.3:** Evaluate the public impact, construction costs, and general feasibility of recommended improvements.

**Background and Need:** Previous studies identified stormwater run-off and drainage as an area of concern. Stagnation of Neacoxie Creek is believed to be the result of flow channel disconnection.

**Benefits:** Improving the flow between water bodies will reduce stagnation issues. Many of the impairment qualities identified by DEQ could be improved by increased turnover and flow. Some of those impairments include high temperatures, high levels of nutrients, and low dissolved oxygen.

**Data Needed:** Developing recommendations for improvements will require a survey of the watershed and existing drainage features. The County and other local watershed councils may already have much of this data. A watershed analysis would then be conducted to determine any capacity or management issues. Groundwater levels also play an important factor on surface waters. The analysis should outline those relationships.

As a reference, the City of Tillamook undertook a stormwater runoff study in 2004. The study associated stormwater system deficiencies to pollution issues in Tillamook Bay and the receiving streams/rivers. The plan included recommended action items to improve water quality. This study represents a more local municipal point of view, but it does share similar objectives.[21]

**Key Considerations:** Watershed management is just one piece of the puzzle. To be most effective, this analysis should be incorporated into a broader water quality study as suggested in this document.

Additionally, changes to the watershed could be publically contentious. Some property owners may protest consequences such as altered surface/groundwater levels. Reconnecting drainages such as Neacoxie Creek could require property acquisition. Environmental planning and permitting would be required.

## F. REVISE COUNTY BASE ZONING AND DEVELOPMENT REQUIREMENTS

**Actions:**

**F.1:** Conduct a study that determines the carrying capacity of underlying soils with respect to septic leachate concentrations.

[21] Website link at: http://tillamookor.gov/public-works-department/tillamooks-storm-water-management-challenge/

**F.2:** Modify the current zoning requirements within the LDWUO to reduce the quantity or concentration of septic system leachate.

**Background and Need:** Current County zoning code establishes requirements for types of sewer systems and associated lot sizes. Specifically, it allows onsite septic systems for:

- Lot sizes of 1 acre (minimum) for Single-Family Residential (SFR-1)
- Lot sizes 15,000 square feet or greater for Multi-Family Residential (RSA-MFR)
- Two acre lots (minimum) for Residential Agriculture (RA-1)

The County Standards Document defers to DEQ Rules and County zoning requirements with respect to (a) lot size and sewage disposal (on-site)[22]; and (b) locations served by public or private sewer.

The Clatsop Plains Community Plan recommends specific zoning revisions with respect to lot size and allowable wastewater systems. If future data indicates that septic systems are more polluting than originally assumed, then the Clatsop Plains Community Plan recommendations may not be adequately restrictive. If the County prefers to take immediate action, the recommendations in the Community Plan can be incorporated as stated above. If the County prefers to wait for more conclusive data with regard to septic system impact, then this action item and associated changes to zoning requirements could be deferred until that time.

**Benefits:** The primary benefit is greater control over the development of new septic systems. Implementing this action item will reduce septic leachate concentrations for new development.

**Data Needed:** Analysis is needed that recommends appropriate leachate concentrations, leading to recommended zoning or development changes. The Geographic Rule attempts to satisfy this need, but the standards are inadequately restrictive. If the Geographic Rule were to be re-evaluated, it could serve as the driver for needed zoning or development changes.

**Key Considerations:** Creating more restrictive zoning policy or requiring higher performing septic systems could result in some degree of public discontentment. If these modifications are supported by scientific studies, then the changes may be easier to defend.

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[22] The Standards Document states that a lot or parcel shall have "sufficient size to permit compliance with the requirements of the Department of Environmental Quality for sewage disposal by septic tank and drain field….." (Section S1.010(1))

Several of the action items presented in the Land Use chapter of this plan will also contribute toward leachate reduction. Actions that create buffers and open space and minimize land use densities may have a similar result as the suggested zoning modifications described above.

**References:** (a) LWDUO Article 3: Zones and Special Purpose Districts. (b) Standards Document.

## G. STATE DESIGNATION OF THE NORTH CLATSOP PLAINS AS A GROUNDWATER MANAGEMENT AREA (GWMA)

**Actions:**

**G.1:** Develop and implement a groundwater sampling plan per State requirements to determine whether the study area exceeds GWMA nitrate targets. This sampling plan can be a component of the Comprehensive Water Quality Study scope.

**G.2:** If State designation of a GWMA is realized, form a groundwater management committee that will work with the State and local agencies to develop and implement an action plan.

**Background and Need:** The Oregon Groundwater Protection Act (1989) sets the framework for the GWMA. A GWMA is typically established when contaminant levels pose a risk to human health. The State is responsible to ensure that the committee implements meaningful improvements to groundwater quality.

Establishment of a GWMA can require an in-depth and extended sampling and analysis phase. As a reference, the Lower Umatilla Basin GWMA required a 4-year interagency hydrogeologic investigation to determine the extents and sources of contamination. 38 groundwater testing wells were established and regularly monitored. Because every location is unique, the Clatsop Plains will require a site specific hydrogeologic investigation as the first step toward potential GWMA designation.

**Benefits:** Designation as a GWMA may help to justify implementation and funding for other listed action items such as wastewater infrastructure improvements. Contaminant reduction will be required by the State.

**Key Considerations:** Designation as a GWMA infers that the State will have greater authority over the water quality effort, thereby reducing County authority. This designation could also have unfavorable impacts such as property value reduction. Results of a groundwater sampling plan may justify a Planning Goal exception from

the Department of Land Conservation and Development for wastewater infrastructure development.

## Wastewater Infrastructure Improvements

Improving wastewater infrastructure in the Clatsop Plains can play an important part toward achieving water quality goals. Three infrastructure action items have been developed. The first infrastructure improvement is recommended as a near-term action, and involves the repair and upgrade of existing septic systems. The second infrastructure improvement is recommended as a mid-term action and involves the construction of rural community wastewater systems. The third action item is not favorably viewed by the Advisory Committee, but is included for informational purposes. This scenario includes construction of public sewer from the City of Warrenton through the Clatsop Plains.

Formation of a rural sanitary district is a recommendation that supports each of the wastewater infrastructure action items. A rural sanitary district is a public entity formed specifically to provide sanitation facilities and services for those within the district boundaries. In this case, the creation of a sanitary district, or districts, can provide the organization and legal means necessary for infrastructure improvements.

## A. Construct Wastewater Infrastructure Improvements

**Actions:**

**A1:** Create a sanitary district(s) for those locations or areas where it is most sensible. This can be based on housing density or general feasibility of district formation. Investigate funding opportunities for infrastructure improvements. Prepare a facilities plan that compares alternatives to support the attainment of funding.

**A2:** Upgrade and repair existing septic systems to reduce effects of septic leachate on water quality. This action does not require a Planning Goal exception from the Department of Land Conservation and Development (DLCD) OAR 660-011.

- *Related Case Study: "Septic Upgrade Loan Program", Deschutes County*[23] – Due to high nitrate issues in southern Deschutes County, the County created a contract with Neighbor Impact, a non-profit organization, to provide low interest loans for the purpose of upgrading septic systems.

**A3(a):** Construct one or more rural-sized community wastewater collection and treatment systems. Funding would be necessary to design, construct and maintain the system. These systems could be located in the more densely housed areas. Property is needed for the treatment system and for the drainfields, and a site suitability analysis is needed from DEQ. The buffer areas adjacent to Camp Rilea could potentially be used for drainfields. An exception from DLCD is required.

- *Related Case Study: The Reserve in Gearhart*[24] – The Reserve is a new subdivision within Gearhart with the potential for 130 homes on lots between 10,000 and 30,000 square feet. The wastewater system is permitted as a Water Pollution Control Facility (WPCF) and is a Septic Tank Effluent System (STEP). Each lot has a 1,500-gallon septic tank that pumps the fluids to a central treatment system (Orenco AdvanTex media filtration) and is then dispersed to the drainfield through driplines. The drainfields are also set-asides for Silverspot Buttefly habitat.[25]

**A3(b):** Consider extension of public sewer from the City of Warrenton through the North Clatsop Plains if future development and water quality conditions warrant more aggressive action. Provide branch collectors and pump stations for the clusters

[23] Web link at: http://www.deschutes.org/Community-Development/Regional-Projects-and-Resources/Groundwater-Protection-Project/Financial-Assistance/Septic-Upgrade-Loan-Program.aspx
[24] Web link at: http://www.reserveatgearhart.com/welcome
[25] Artman, Gary. DEQ Permit Manager. Interview with Daniel Johnston. Portland OR, 24 Oct 2013. Teleconference.

of homes further away from Highway 101. An exception from DLCD is required. Note that this action item may not be necessary if A3(a) is implemented.

- *Related Case Study: Miles Crossing Vacuum Sewer*[26] – This sanitary district is located south of the City of Astoria and serves approximately 900 residents. Previously, many of the septic tank systems were failing and causing water quality problems. A vacuum sewer was constructed by connecting residents to small diameter piping, and then to an 8-inch-diameter pressure main that traverses under Young's Bay to Astoria's treatment system.

**Background and Need:** The provision of wastewater infrastructure is a relatively common solution for locations with failing septic systems. Repair and upgrade of septic systems is a relatively simple step, and likely requires the least investment. Constructing a community wastewater system is more complicated, as it requires significant community cooperation and investment, as well as an exception from DLCD. The extension of public sewer from Warrenton is similar in complexity, but has the potential to reach many communities instead of one.

**Benefits:** The following are benefits resulting from the listed infrastructure improvements:

- Repairing or upgrading failing septic systems would have a direct impact in terms of leachate concentration reduction for individual homes. Construction of community collection systems has the benefit of centralizing wastewater treatment and disposal, allowing for a consistent treatment process, a centrally monitored system, and efficient maintenance. Extension of public sewer would allow for the complete removal of leachate from the served areas. The leachate would be directed to a State-monitored treatment plant.
- If a sanitary district is created for the purpose of infrastructure improvements, public funding or private financing then becomes an option. Public funding sources include DEQ, the Infrastructure Finance Authority (IFA), and the U.S. Department of Agriculture (USDA). Specific programs under DEQ include the Clean Water State Revolving Fund. Specific programs under IFA include the Water/Wastewater Finance Program and Safe Drinking Water Revolving Loan Fund. Typically USDA-funded projects are for larger infrastructure projects exceeding $1 million in construction cost.
- Partnering with local lenders could also benefit these development scenarios. For example, partnering could occur with local lenders to require a time of transfer inspection as part of loan approval criteria. This

[26] Web link at: http://www.orinfrastructure.org/story.php?storyID=120

would supplement a current effort to encourage time of transfer septic inspections being undertaken by DEQ in partnership with the Oregon Association of Realtors. A Memorandum of Understanding between the two organizations includes details future efforts to increase education and awareness of the importance of onsite septic inspections at the time of property transfer. Changes will be made to the Law and Rule Required Course for real estate professionals, continuing education materials, the buyer advisory and seller advisory. They will also develop a new homebuyer packet.

- Local credit unions could also provide low interest loans to repair and replace failing septic systems.

**Data Needed:** An evaluation is needed that determines the communities for which sanitary district formation is prudent. Considerations include quantities and density of homes within the area, the potential for public acceptance, available land area for treatment/drainfields, and economic feasibility.

**Key Considerations:** The formation of a sanitary district by its own accord will not ensure its success. Maintaining financial solvency is the greatest challenge, especially for districts that have a small customer base. By having a larger customer base, the costs associated with sanitary improvements and operation are more distributed.

The first step toward formation of a sanitary district includes petitioning the governing body for the district and establishing the board members. Typically the governing body is the County's Board of Commissioners.

Action items A2 and A3 require exceptions from DLCD to build sewer collection systems in unincorporated areas. Oregon Administrative Rules (OAR) 660-011-0060 (4)a and (4)b govern when these exceptions are allowed. In summary, (4)a requires that either DEQ or the Oregon Health Division determine that a health hazard exists and that there is no practicable alternative. The discovery of fecal coliform in surface waters would constitute an example that could trigger a health hazard designation. (4)b lists the land use requirements and regulations required of the local government. A surface water sampling plan would be necessary to confirm existence of a health hazard area.

**Reference:** Formation of Sanitary Districts is governed by Oregon Revised Statutes (ORS) Chapter 450 Sanitary Districts and Authorities; Water Authorities. DLCD exceptions governed by OAR 660-011-0060 Sewer Service to Rural Lands.

## Summary

This action plan recommends a three-pronged, phased approach that allows for implementation of action items in the near-, mid-, and long-term. By proceeding in this manner, action items that do not depend greatly on additional data can be implemented in the near future, while items that require a greater scientific basis or larger investment can be planned further in the future.

Determining the effectiveness of action items will require close attention and study. As more data becomes available, strategies may require adjustment to ensure that the effort is on the right track. Additionally, the establishment of defined water quality goals or reduction targets will also be an important outcome of the water quality analysis. These goals can also help to streamline the strategy for greatest effectiveness.

The following is summary of each of the action items and the associated timetable:

### Near-Term (1-2 Years)

1. **Implement a Comprehensive Water Quality Study** – In order to develop the most effective policy, the root causes of water quality impairment must be identified. This should include analysis of watershed and stormwater issues, septic systems, agriculture, commercial practices, and groundwater, and to what degree they are impacting surface water impairment.

2. **Share Resources with Parallel Programs** –Sharing resources can provide needed information and programs. Needs include water quality guidance, testing, and analysis. Other programs include the Wetlandia Water Quality Testing Program and the DEQ Statewide Groundwater Monitoring Program.
3. **Implement a County-Managed Onsite Wastewater Program** –The County can create a more effective program and reduce the effects of failing septic systems. The program can include enforcement of current State rules through a consistent inspection program, with potential to establish a "time of transfer" inspection program to fix or replace aged or failing infrastructure.
4. **Revise County Stormwater Development Standards** – Improve water quality by providing sustainable stormwater management such as treatment, detention and on-site management. Standards can be applied to residences, businesses, roads, and maintenance practices.
5. **Upgrade and Repair Septic Systems** – Upgrade and repair existing septic systems. This action targets older, failing systems, which are likely contributing more pollutants than new systems. By creating a sanitary district, funding can be sought to facilitate the upgrades.

## Mid-Term (3-5 Years)

1. **Work with DEQ to update the Geographic Rule for the Clatsop Plains** As currently written, the Rule does not appear effective or meaningful for the Clatsop Plains. The Rule defines the sewage loading rate allowed per acre, but is fairly unrestrictive in this regard. Re-evaluating and updating the rule could provide the County with a basis for modifying zoning policy to reduce densities of septic leachate.
2. **Evaluate the Watersheds to Improve Interflow** – Pollutants may be concentrating due to a lack of interflow among waterbodies. This evaluation could reveal the significance of this factor, and propose measures to improve interflow.
3. **Revise County Base Zoning and Development Requirements** – For new development, this initiative would have the result of reducing the concentration of septic leachate. Restricting future development of septic systems will help control the issue.
4. **Construct a Rural Community Wastewater System** – Construct one or more rural community wastewater collection and treatment systems. A sanitary district is required to administer the fee structure and maintain the system. The areas with greatest density can be targeted. Land is required for the treatment system and drain-fields.

5. **State Designation of the North Clatsop Plains as a GWMA** – After implementing a sampling plan, and receiving the State designation as a GWMA, this action item will require formation of a State-monitored committee. The local committee will be required to implement an action plan that realizes meaningful reductions in pollutant concentrations.

## Longer Term

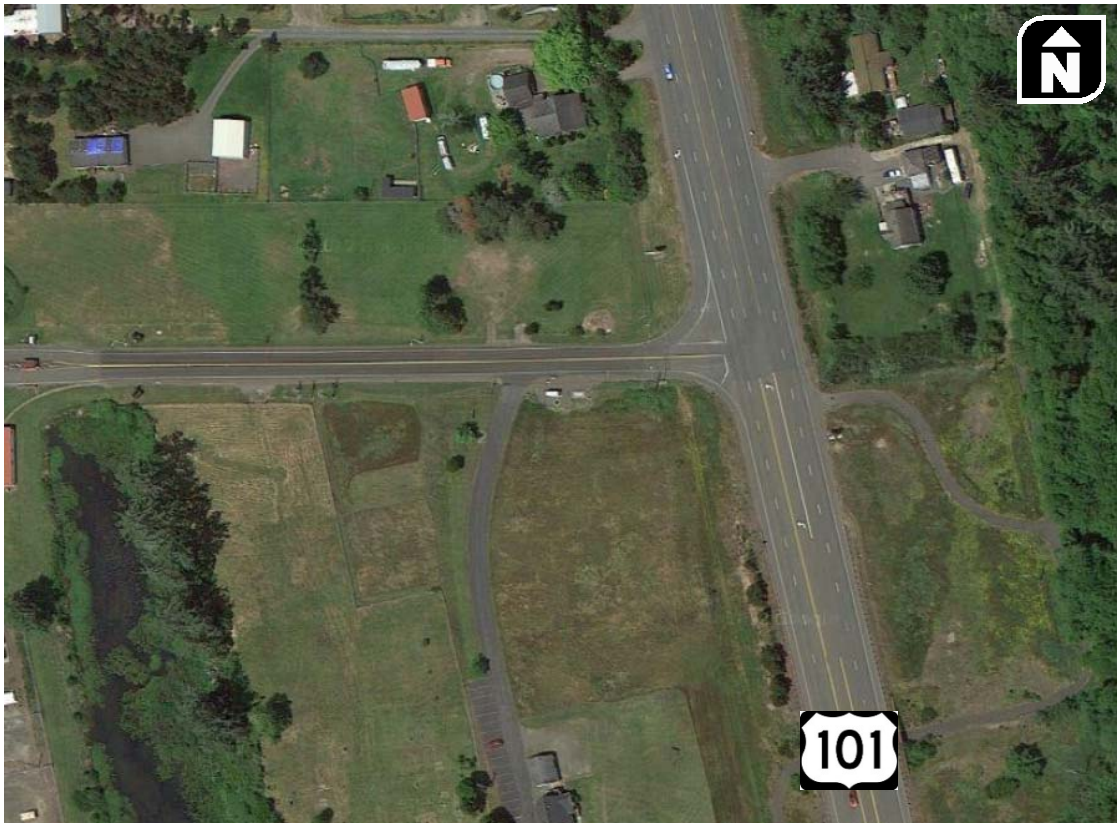
1. **Extend Public Sewer from Warrenton** – Consider extension of public sewer from the City of Warrenton through the Plains area. This is an effective manner in which to remove all septic leachate from the Plains by delivering it to a municipal wastewater treatment facility. A large investment is needed for the collection system.

# CHAPTER 5. **CAMP RILEA HIGHWAY ACCESS**

## Purpose of this Chapter

The purpose of this section is to summarize the existing safety and operational conditions and characteristics of the US 101 intersection with Patriot Way south of Warrenton, Oregon within unincorporated Clatsop County. Located on US 101 at milepost 9.87, this stop-sign controlled intersection serves as the primary entrance to the Camp Rilea Armed Forces Training Center. Figure 5-1 illustrates the existing entrance configuration.

*Figure 5-1: Existing layout of the US 101/Patriot Way intersection.*




## Camp Rilea Access Needs

### Facility Uses

Camp Rilea Armed Forces Training Center serves as training grounds for the Oregon Army National Guard, provides regional emergency response, and maintains a full-time staff and operations for its Army and Air Guard tenant units and the Camp Rilea Unit Training Equipment Site (CRUTES).

As a National Guard training center site, peak usage for training occurs on weekends and during annual training periods during the summer. Camp Rilea Training Center provides various weapons ranges, mock villages/urban training sites, a confidence course, rappel tower, land navigation course, drivers training roads, assembly/parade fields, billeting and mess facilities, rental houses, Kilroy's Restaurant, office and armory space, vehicle fueling and maintenance areas, and various recreation services. Unit training activities are typically limited to the installation, with meals and lodging provided on-site.

Camp Rilea also hosts various events and seasonal activities, such as the Youth Challenge program, conferences, and other seasonal activities. These activities do not typically involve convoys.

## Convoy Characteristics

This section describes various characteristics of military convoys, driver characteristics, and vehicle types.

### TRAVEL PATTERNS

Units travel to Camp Rilea from throughout the State. On a typical drill weekend, units arrive either Friday evening or Saturday morning. Local tenant units arrive on-site via privately owned vehicles, whereas outlying units travel in convoys to bring their assigned tactical vehicles, weapons, overnight gear, and other training equipment. These convoys include vehicles such as commercial charter buses, government-owned school buses, military convoys of supply and tactical vehicles, and a number of State or privately owned passenger cars. Convoys generally travel to Camp Rilea from either US 30 or from US 26 depending on weather conditions along the coast range, thereby accessing Camp Rilea both from the north and south.

### ARRIVAL AND DEPARTURE TIMES

Arrival times for convoys at the Camp Rilea entrance is typically during off-peak hours on weekends. Outlying units are located throughout the State, with units that most commonly train at Camp Rilea located from throughout the Portland metro and Willamette Valley area. When training at Camp Rilea, these units commonly schedule a drill weekend that begins on Friday evening (typically 6:00 p.m.), requires loading/staging of vehicles, and with a unit departure between 7:00 p.m. and 8:00 p.m. This results in late evening arrivals between 10:00 p.m. and 12:00 a.m. (midnight).

Departure times from Camp Rilea can vary, again depending on the home station location of the training unit. Generally, departing convoys leave Camp Rilea between 9:00 a.m. and 12:00 p.m. (noon) on Sunday to provide time to travel, unload vehicles, and complete the weekend's training by Sunday evening.

### NUMBER OF VEHICLES

When traveling, vehicles may travel as a single group (which requires prior convoy permit approval through ODOT), or be released in smaller groups of approximately six or fewer vehicle serials staggered over the course of an hour. These groupings are commonly comprised of similar vehicles due to the disparate acceleration and attainable speeds of various tactical vehicles.

## Driver Characteristics

Within National Guard units, driver training is a key aspect of a unit's annual training plans; military personnel accumulate a minimum number of driver training hours to maintain their military license on tactical vehicles. The limited opportunities to drive tactical vehicles, or new soldiers beginning their training, or learning to travel with a trailer in tow, results in a wide range of driver skill levels. Drivers are often provided a route map, but again, with soldiers training from throughout the State who are unfamiliar with the area, there is a desire to maintain close spacing and visibility with lead vehicles.

Military vehicles are designed to be rugged for off-road travel and are reinforced to withstand ballistics. This results in heavy vehicles that accelerate slowly and have smaller windows with more limited visibility. These conditions create a higher potential for inexperienced drivers in unfamiliar vehicles to improperly judge gaps in high speed oncoming highway traffic.

### TYPES OF VEHICLES

Common types of military vehicles in convoys are shown in Figure 5-2 on the next page. These range from light personnel carrying vehicles to heavier tactical vehicles or semi-trucks. Generally, longer convoys will include more small vehicles such as HMMWVs (Humvees).

*Figure 5-2: Illustration of various tactical vehicles that are commonly driven to Camp Rilea.*

## Safety and Operational Conditions

### SAFETY CONDITIONS

Historical crash records were obtained from ODOT for the five year period from January 1, 2007 to December 31, 2011. Crashes that result in injuries or over $1,500 in property damage are required to be reported; less serious crashes may also be included within this database. Crashes for Clatsop County were obtained, mapped, and reviewed based on those that were near the access point for Camp Rilea.

Only a single crash was reported within the crash database at the entrance. This crash was identified as a fatality that occurred during the noon hour on Friday, June 25, 2010. The crash occurred when a privately-owned vehicle heading eastbound turned left onto US 101 in front of a dump truck that was traveling southbound on the highway. The 77 year old driver and 82 year old passenger were killed, and the dump truck driver was injured. The crash occurred during daylight in cloudy and dry weather conditions. Drugs, alcohol, and speed were not factors in the crash, and all those involved were wearing seat belts.

No military convoys or tactical vehicles were involved in crashes during this period.

### OPERATIONAL CONDITIONS

No traffic counts were collected at the US 101/Patriot Way intersection as part of this analysis. Review of historical counts within the January 2013 Report *US 101: Camp Rilea to Surf Pines Facility Plan* provides seasonally adjusted peak hour counts from nearby intersections to the south that show approximately 800 vehicles in each direction along US 101 near Patriot Way.

ODOT also has a permanent traffic count station (ATR 04-001) located 2.09 miles north of Dellmoor Loop Road (approximately one mile south of Sunset Beach Road). Data from this count station shows average daily traffic volumes of approximately 13,200 vehicles, with high summer peaking characteristics that fluctuate by nearly 50 percent throughout the year along the coastal highway. Based on this seasonal variation, peak summertime volumes may range as high as 20,000 vehicles per day in this section. Between 2002 and 2011 growth along this portion of the highway has been stagnant, with a slight decline shown by the ATR.

While operational analyses were not conducted, observations indicate that there can be high delays, particularly during the peak summer months, at the Patriot Way intersection. Convoys are not typically arriving or departing Camp Rilea at these peak time periods, though visitors and staff do use the access throughout the day.

## Key Issues and Opportunities

Convoys typically arrive and depart during seasons, days of week, and times of day in which there is little difficulty entering or exiting US 101 at Patriot Way. Even so, special measures may be needed to accommodate the size and operational characteristics of convoys entering and exiting Camp Rilea. Improvement options considered and recommended are summarized below.

## Improvement Options

To improve safety at the highway access, a series of options were identified ranging in cost, complexity, and ease of implementation. The options are summarized below. These options are described in increasing order of cost, complexity, and ease of implementation.

### IN-BRIEFING/RISK ASSESSMENT

Prior to the start of any training at Camp Rilea, an in-briefing is required for key leaders that includes training site protocol, environmental requirements, and post limits. In addition to this safety briefing at the post, company commanders or unit leaders provide a safety briefing (Composite Risk Assessment) to soldiers before they depart their units. The safety briefing covers issues related to safe convoy travel speeds, route selection, risks, and mitigating factors for those risks. The information discussed in these safety briefings could be augmented to include a highlight of the risks at the Camp Rilea entrance and proper protocol for entering or exiting in a convoy (and a passenger vehicle). While the benefit of this outreach may be limited, the cost and ease of implementation is low.

### CONVOY SIGNAGE

Military convoys should include appropriate signage on lead and trail vehicles. Some military units have flashing lights that mount on lead and trail vehicles in addition to the signs. While these signs are readily available, protocol for the use of these signs may not be widely known among unit leaders. Similar to the in-briefing measures, ensuring that unit leaders have these signs, mounting hardware, supplemental caution lights, and enforce their use provides a low-cost option that helps the public to be aware that multiple slower-moving vehicles are traveling together. Figures 5-3 and 5-4 illustrate common signs on the lead and trail vehicles in a convoy.

*Figure 5-3: Lead Vehicle Signage.*

*Figure 5-4: Trail Vehicle Signage*

## EVENT MANAGEMENT

Part-time flagging or traffic control at the entrance could provide temporary traffic relief for large events that occur at Camp Rilea. These events are not generally associated with convoys, but do provide higher risks as they typically occur during peak highway travel periods (summertime). Traffic control could be provided by law enforcement, ODOT, or private contractors.

## ADVANCE WARNING SIGNS

ODOT has an electronic variable message (VMS) sign for northbound motorists on US 101 at milepost 9.95 about 500 feet in advance of the Camp Rilea entrance. The VMS is used to notify drivers of upcoming accidents and incidents, and for an occasional special event at the camp. The options that are discussed in this memorandum would augment this VMS.

The next option includes installation of advance warning signs on the northbound and southbound highway approaches. Stand-alone signs would ideally be placed 500 feet in advance of the intersection, and the sign and installation cost would be approximately $2,000.

As an option, advance warning signs could be mounted on the guide signs that highlight the location of Camp Rilea rather than be provided as stand-alone signs. This option could potentially reduce sign installation costs and help reduce sign clutter in the area, particularly with the variable message sign located immediately south of the Camp Rilea entrance. Figure 5-5 illustrates a potential warning sign that could be applied (Sign W12-54). A supplemental placard below the sign would be added to this sign indicating the distance to the entrance. *A sketch showing the placement and wording of the advanced signing is attached.*

As many of the convoys are traveling during evening or late night hours, supplementing these advance signs with flashing beacons could further increase driver awareness. Continuous flashing yellow beacons, mounted on a span wire assembly at the entrance, could be installed at an approximate cost of $50,000.

Due to the low occurrence of convoys, a more ideal option would include a push-button activated system that would only be activated as needed. Installation of a push-button activated system at or near the guard tower could be used to initiate the beacons. The cost of this system would range from approximately $25,000 for a remote-activated solar-powered system to $75,000 for a hard-wired system. *A sketch showing the placement of the flashing beacons and signing is attached.*

*Figure 5-5: Supplemental flashing beacons.*

## TWO-STAGE LEFT-TURN TREATMENT

Another option discussed was creating a two-stage left-turn maneuver for exiting vehicles. This option allows exiting left turning vehicles from Camp Rilea to cross one direction of traffic at a time; left-turning vehicles would cross the southbound direction of traffic, take refuge in the raised, channelized median, then enter the northbound lane of traffic when there was an adequate gap in traffic. Implementing this option could be costly if highway widening was required, and it could also create conflicts with adjacent accesses onto US 101. Costs for this option were not prepared as detailed cross-section information was not available. For order of magnitude purposes only, highway widening, median installation, and signing and striping treatments would likely cost about $200,000. Figure 5-6 illustrates this treatment.

*Figure 5-6: Two-stage left-turn treatment (Aerial imagery of Salmon River Highway and SE Cruickshank Road intersection in McMinnville, Oregon).*

## PART-TIME TRAFFIC SIGNAL

A final option would be to install a part-time traffic signal. This signal would be operated in a manner similar to a fire station, with the signal activated only when a convoy (or possibly other major event) was exiting. Installing a traffic signal would be costly, with costs for the signal hardware alone approximately $250,000. The remote activation system would cost $25,000 to $75,000 more, depending on whether this was remote or hard-wired. The steep highway shoulder grades, need for advance warning signs and treatments, and available right-of-way for the signal hardware were identified as potential impediments to implementation, but were not included in this cost. *A sketch showing the placement of the signal equipment is attached.*

## Entrance Recommendations

Discussion with the team identified a range of options that could be considered near-term. These include the educational/outreach elements to inform drivers of proper convoy signing and protocols. It was recommended that Camp Rilea prepare these materials and disseminate them to visiting units either in advance of their travel or as part of the in-briefing process. The team also recommended that advance warning signs with activated beacons be further considered. Technical elements, such as who would control the beacons and how, remain elements for a future design process.

For occasional event traffic, coordination with local law enforcement for entrance traffic control may be appropriate.

The more costly options such as the two-stage left-turn and signal were not recommended as near-term solutions. Two-stage left-turns might be needed long-term depending on growth in highway traffic volumes or activity at Camp Rilea, but the need for a higher-capacity treatment can be monitored and incorporated into long-range highway plans as appropriate.

# APPENDIX A. **SUMMARY OF PLAN RECOMMENDATIONS**

## Purpose of this Appendix

This appendix provides a summary of recommendations that appear in Chapters 2-5 of the North Clatsop Plains Sub-Area Plan.

### Table A-1. Plan Recommendations and Timeline

| **Chapter 2. Land Use Policy and Code Amendments** | |
|---|---|
| **Recommendations** | **Timeline** |
| 1. Amend the Clatsop Plains Community Plan to add policies for the North Clatsop Plains Subarea. | Near-Term |
| 2. Create an overlay zone generally corresponding with the Camp Rilea Influence Area (CRIA) for Noise | Near-Term |
| o Retain existing zoning designations (i.e., prohibit increases in residential densities). | Near-Term |
| o Do not allow receiving sites for Density Transfer program within overlay. | Near-Term |
| o Encourage development as far from Camp Rilea boundary as is practicable. | Near-Term |
| o Encourage Wildlife Corridor Protection. | Near-Term |
| o Adopt noise attenuation construction standards for buildings within CRIA for Noise (e.g. triple pane windows, minimum R-value insulation, fence requirements, etc.). | Near-Term |
| 3. Amend the open space standards for subdivisions and planned developments to require buffering adjacent to the Camp Rilea. | Near-Term |
| 4. Amend Density Transfer program to streamline process and further incentivize transfers | Near-Term |
| o Allow more than one density transfer per sending site. | Near-Term |
| o Allow banking of all credits (current program requires application of at least one credit to a clustered development). | Near-Term |
| 5. Develop a Purchase of Development Rights Program further | Mid-Term |

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| o Financing options for program start-up | Mid-Term |
| o Possibilities of mitigation banking | Mid-Term |
| 6. Encourage the use of conservation easements where transfer of development rights and other regulatory approaches are not workable or achievable. | Near-Term |
| o Coordinate with land trusts and agency partners. | Near-Term |
| o Educate property owners on conservation easement benefits and stewardship responsibilities. | Mid-Term |
| 7. Promote the Oregon Revised State that requires a disclosure (ORS 93.040) that puts buyers on notice to check with the planning department about any zoning or land use issues associated with a property. | Near-Term |
| o Inform potential buyers of properties within ½-mile of Camp Rilea about noise and other impacts associated with military operations | Near-Term |
| 8. Develop an informational brochure about Camp Rilea operations and noise mitigation, and deliver when a development proposal for new development or improvements within the North Clatsop Plains overlay district is submitted to the County. | Near-Term |
| **Chapter 3. Trails, Beach Access and Communications** | |
| **Recommendations** | **Timeline** |
| 1. Complete formal negotiations to establish an agreement around managing beach access and closures for the area west of the Camp, taking both Camp Rilea training needs, area recreational and commercial uses, and OPRD jurisdiction and responsibilities into account. | Near-Term |
| 2. Continue to schedule live-fire training to avoid training during minus tides, when possible, which are the ideal tides for collecting clams from the beaches *(JLUS Recommendation LU-3 H).* | Near-Term |
| 3. Encourage organizers of beach events (i.e., beach clean-ups, etc.) to reach out to OPRD and Camp Rilea prior to scheduling in order to minimize or eliminate conflicts with Camp training events and others. | Near-Term |
| 4. Per the JLUS, increase public awareness about the risk of | Near-Term |

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|---|---|
| trespassing onto Camp Rilea and the need to stay on marked trails. Take a comprehensive approach to the effort, focusing also on increasing awareness of Camp Rilea's mission, its role in the community, and its live-fire training, associated beach closures and other associated impacts. | |
| 5. In partnership with Camp Rilea, OPRD, DOGAMI and/or ODFW, establish informational kiosks at Sunset Beach and Fort Stevens beach access (Peter Iredale). Provide and design information to achieve the communication objectives of the different agencies. Consider an integrated and/or interpretive approach; use clear graphics and language that is easy to understand. | Near-Term |
| 6. Identify picnic shelters, lookouts and other locations on high ground to serve as community safe spaces and meet-up locations in the event of an earthquake or tsunami. Map this information and make readily available to area residents and visitors. | Mid-Term |
| 7. Initiate the process to update the Fort Stevens Park Master Plan. Evaluate the potential to improve Delaura Beach Road to strengthen access for pedestrians, bicycles and equestrian users. Consider re-aligning the road or pathway to create a greater buffer or distance from Camp Rilea property. Explore adjusting the right-of-way to reflect the final roadway alignment accurately. | Mid-Term |
| 8. Explore the feasibility of installing a gate to control vehicular access at Delaura Beach. Doing so may reduce encroachment and trespass on Camp Rilea property, protect sensitive dune resources, and minimize wear on culverts and other infrastructure. | Mid-Term |
| 9. Initiate a process to update the Fort Stevens State Park Master Plan, which was most recently amended in 2001. This process should include study of alternative trail alignments to improve the current unimproved roadway and formalize a multi-use recreation connection between the beach and the State Park boundary at Delaura Beach Lane. | Mid-Term |
| 10. Determine the specific engineering requirements and associated environmental impacts of the proposed East Bypass Trail. Work with ODOT, OPRD and National Parks | Mid-Term |

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| Service to explore maintenance and management alternatives and determine responsibilities. Work with partners to establish preliminary cost estimates and identify funding sources. | |
| 11. Continue to advance the Delaura Beach Trail Plan, working with partners to identify additional sources of funding to bridge the existing gap. Explore opportunities to implement the plan in phases, and to do so cost-effectively. | Mid-Term |
| 12. Work with OPRD to implement the proposed Fort to Sea trail realignment. | Mid-Term |

**Chapter 4. Water Quality Action Plan for North Clatsop Plains**

| Recommendations | Timeline |
|---|---|
| 1. Implement a Comprehensive Water Quality Study | Near-Term |
| o Coordinate with key professionals from State and local agencies, consultants, and from parallel water quality programs to define the project scope. A key parallel program is the Wetlandia project. This program can provide some of the data necessary for this effort. | Near-Term |
| o Implement a water quality study that provides clarity as to the root causes of the water quality impairment. Pollutants and their concentrations should be traced back to their source. The study should include recommendations as to the most effective pollution reduction measures, specific to each water body. | Near-Term |
| o Evaluate the study results in terms of its conclusiveness and the feasibility of recommended actions. | Near-Term |
| 2. County Management of Onsite Wastewater Management Program | Near-Term |
| o Formalize an agreement with DEQ and/or other counties that allows County administration of the Onsite Wastewater Management Program, either on its own or in partnership with other counties. | Near-Term |
| o Provide staff, training, and financial resources commensurate with the adopted responsibility. | Near-Term |
| o Create standards and policies for the onsite program | Near-Term |

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| and employ public outreach and education to obtain community support. Programs in other counties can be used as benchmarks or models. Three counties known to have solid programs include Lincoln County, Columbia County, and Tillamook County. | |
| o Consider creating a "time of transfer" inspection program to fix or replace aged or failing infrastructure. | Near-Term |
| 3. Revise County Stormwater Development Standards | Near-Term |
| o Research and benchmark sustainable stormwater management standards for new development. These standards can be modeled after other successful programs and adapted to County needs for examples of stormwater programs. | Near-Term |
| o Incorporate the new standards into the Standards Document. Examples include culverts, bioswales, infiltration basins/ditches/planters, rain gardens, and created wetlands. These practices generally require stormwater management before runoff leaves property boundaries. | Near-Term |
| o Early in the development review process, provide a handout to land use applicants containing guidance about cost effective low impact development standards. | Near-Term |
| 4. Work with DEQ to Update the Geographic Rule | Mid-Term |
| o Coordinate with DEQ on a project scope that will provide the analysis necessary to update the Geographic Rule. This scope could be included as one of the key objectives of the Comprehensive Water Quality Study previously described. | Mid-Term |
| o Utilize the updated Geographic Rule to guide zoning policy changes and to manage the Onsite Wastewater Management Program. | Mid-Term |
| 5. Evaluate the Watersheds for Improved Interflow | Mid-Term |
| o Coordinate with the various watershed entities and relevant government agencies to determine project scope. | Mid-Term |
| o Implement a study that characterizes the impacts of current flow patterns on water quality, and proposes modifications to the watershed. Examples include | Mid-Term |

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| culverts, conduits, pumping, ditches, or channels. | |
| o Evaluate the public impact, construction costs, and general feasibility of recommended improvements. | Mid-Term |
| 6. Revise County Base Zoning and Development Requirements | Mid-Term |
| o Conduct a study that determines the carrying capacity of underlying soils with respect to septic leachate concentrations. | Mid-Term |
| o Modify the current zoning requirements within the LDWUO to reduce the quantity or concentration of septic system leachate. | Mid-Term |
| 7. State Designation of the North Clatsop Plains as a Groundwater Management Area (GWMA) | Mid-Term |
| o Develop and implement a groundwater sampling plan per State requirements to determine whether the study area exceeds GWMA nitrate targets. This sampling plan can be a component of the Comprehensive Water Quality Study scope. | Mid-Term |
| o If State designation of a GWMA is realized, form a groundwater management committee that will work with the State and local agencies to develop and implement an action plan. | Mid-Term |
| 8. Construct Wastewater Infrastructure Improvements | Mid-Term |
| o Create a sanitary district(s) for those locations or areas where it is most sensible. This can be based on housing density or general feasibility of district formation. Investigate funding opportunities for infrastructure improvements. Prepare a facilities plan that compares alternatives to support the attainment of funding. | Mid-Term |
| o Upgrade and repair existing septic systems to reduce effects of septic leachate on water quality. This action does not require a Planning Goal exception from the Department of Land Conservation and Development (DLCD) OAR 660-011. | Mid-Term |
| o Construct one or more rural-sized community wastewater collection and treatment systems. Funding would be necessary to design, construct and maintain the system. These systems could be located in the more densely housed areas. Property is needed for the | Mid-Term |

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| treatment system and for the drainfields, and a site suitability analysis is needed from DEQ. The buffer areas adjacent to Camp Rilea could potentially be used for drainfields. An exception from DLCD is required. | |
| o Consider extension of public sewer from the City of Warrenton through the North Clatsop Plains if future development and water quality conditions warrant more aggressive action. Provide branch collectors and pump stations for the clusters of homes further away from Highway 101. An exception from DLCD is required. | Longer Term |
| **Chapter 5. Camp Rilea Highway Access** | |
| **Recommendations** | **Timeline** |
| 1. Educational/outreach elements to inform drivers of proper convoy signing and protocols. | Near-Tear |
| 2. Coordinate with local law enforcement for entrance traffic control may be appropriate. | Near-Term |
| 3. Install advance warning signs with activated beacons when needed. | Mid-Term |
| 4. Consider two-stage left- depending on growth in highway traffic volumes and activity at Camp Rilea. | Longer Term |

# APPENDIX B. **DEFINITIONS AND CRITERIA FOR WILDLIFE CORRIDORS**

## Purpose of this Appendix

This appendix is intended to assist the County with the definition, identification and protection of wildlife corridors in the North Clatsop Plains area and perhaps other areas of the Clatsop Plains in future planning efforts. Appendix B contains two sections. The first is an overview of emergent wetland, riparian zone and coastal prairie that includes a definition of each and a summary of the value they provide. The second section provides a suggestion for evaluation criteria that can be used to determine what is and is not high value habitat and how various corridors can be prioritized.

## Overview of Wildlife Corridors

This section provides definitions and values of emergent wetland, riparian zone and coastal prairie.

### Emergent Wetland

#### DEFINITION

A wetland habitat dominated by soft-stemmed herbaceous plants typically dominated by sedges, rushes and cattails. Water levels can range from a few inches to a few feet. Emergent wetlands, which can occur in isolation or in association with other water bodies, include deep and shallow marshes and wet meadows.

#### VALUES OF RIVERS, LAKES AND EMERGENT WETLAND

**Water storage and flood management**

Well managed, fully connected systems provide mechanisms for flood water management, water storage and aquifer restoration.

**Water Filtration**

Fully connected waterways and wetlands filter particulates, break down complex organic materials and generally improve water quality.

**Biological Productivity**

Fully connected, ecologically functional waterways and wetland provide high biological productivity that supports fish, waterfowl and other wildlife.

**Recreational opportunities**

Well maintained waterways and wetland provide for recreational opportunities that include non-motorized boating, fishing and wildlife watching.

## Riparian Zone

### DEFINITION

The type of wildlife habitat found along the banks of a river, stream, lake or other body of water. Riparian habitats are ecologically diverse and may be home to a wide range of plants, insects and amphibians that make them ideal for different species of birds. Riparian areas can be found in many types of habitats, including grassland, wetland and forest environments.

### VALUES OF RIPARIAN ZONE

**Ground Water Regeneration**

The flow of water through riparian soils regenerates ground water.

**Nutrient and Temperature Moderation**

Riparian vegetation can remove excess nutrients and sediment from surface runoff and shallow ground water. Riparian vegetation shades streams to optimize light and temperature conditions for aquatic plants, fish, and other animals.

**Migrating Bird Corridors**

Riparian areas provide natural corridors for migrating birds.

**Endangered and Threatened Habitat Species**

Riparian areas provide important habitat for many endangered and threatened species and other wildlife and plants.

**Plant and Animal Diversity**

Although riparian ecosystems generally occupy small areas on the landscape, they are usually more diverse and have more plants and animals than adjacent upland areas.

**Natural Barriers**

Riparian areas act as natural barriers that can protect watersheds from damaging disturbances from people and livestock.

## Coastal Prairie

### DEFINITION

Habitats characterized by expansive areas of mostly treeless grasslands containing specialized plant species adapted to well drained, low nutrient soils and frequent disturbances either by fire or sand inundation.

### VALUES OF COASTAL PRAIRIE

**Food and Shelter for Bees and Other Insects**

Grasslands provide food and shelter for bees and other insects that pollinate our food crops. The importance of these native pollinators, especially ground and twig nesting bees, is increasing due to the current collapse of populations of the European honeybee.

**Carbon Storage**

Grasses have an enormous capacity for carbon storage. Prairies remove more carbon from the atmosphere than any other ecosystem in America.

**Filtration and Erosion Control**

Compared to annual grasses, native perennial grasses are deep-rooted. The plants capture, filter and store water, anchoring the soil in place with their deep fibrous roots. Because they are long-lived, they provide erosion control throughout the year long after annual plants die.

**Wildlife Habitat**

Grasslands provide habitat and forage for wildlife. Many plant and wildlife species that inhabit grasslands depend on the availability of grassland habitat for their continued existence.

**Scenic Viewsheds**

Grasslands are open habitats that provide scenic view-sheds. The aesthetic potential of expansive natural areas contributes to the economy by increasing adjacent property values and promoting nature-based tourism.

# Evaluation Criteria

The following includes several evaluation criteria for identifying and prioritizing wildlife corridors in the North Clatsop Plains.

## CRITERIA

**Size**

Larger tracts should have preference. Recommended vegetative riparian buffer width for water quality concerns is 30m. Recommended width for riparian habitats focused on wildlife enhancement values range from 30m to 500m depending on species.

**Distance or connection to other resource areas**

Tracts should have connectivity. Tracts that produce disconnected islands of habitat should be discouraged.

**Habitat Quality**

Tracts should be selected because they either represent ecologically intact habitats or have high restoration potential.

**Habitat Quality**

Tracts should include codified conservation easements that define management for ecological function and diversity of habitat components.

## OTHER CONSIDERATIONS

Selection criteria should take long-range management concerns into account and include funding for long-term restoration activities and invasive species control.

Other potential criteria include educational and recreational opportunities (hiking, non-motorized boating, fishing) that do not negatively impact primary goals for protecting water quality, ecological values and species diversity. Existing and future regulatory jurisdiction and potential threats from development are used by some agencies as selection criteria as well.

# APPENDIX C. **NORTH CLATSOP PLAINS GROUNDWATER STUDY PROPOSAL (JAN 13, 2014)**

The North Clatsop Plains Area has been identified as an area vulnerable to groundwater contamination. Previous studies conducted in the area have shown nitrate contaminants of concern. The disposal of wastewater through on-site septic systems has been identified as the source of nitrate groundwater contamination.

The first step in updating the state of groundwater quality in the area will be a new groundwater study. Groundwater sampling will be done within the North Clatsop Plains Area to assess the current levels of contaminants. The study area would cover the North Clatsop Plains extending from Seaside to Warrenton, including the North Clatsop Plains Sub-Area identified in this document.

The approach that is currently being considered includes the random selection of wells within the North Clatsop Plains Area to create a statistically significant sample set that could be used to indicate the extent and level of contamination within the area. If areas of "special concern" (such as the North Clatsop Plains Sub-Area, locations with high densities of on-site septic systems, etc.) are identified prior to sampling, additional samples may be included in those areas to further delineate the local extent and level of contamination. Private domestic wells, public water supply wells, and existing monitoring wells will be considered for sampling.

Nitrate analysis will be included for all samples. Bacteria may also be included. Pharmaceuticals and Personal Care Products may be included as additional contaminants potentially resulting from septic systems. These compounds can be derived from anthropogenic sources of contamination due to their common use and potential presence in septic and sewage wastewater. The analysis of groundwater quality indicators and additional contaminants will be considered for the area during the development of a Quality Assurance Project Plan for the study.

The data generated from the proposed groundwater study would provide needed information for determination of groundwater protection management designation as well as feeding decisions to change management of onsite wastewater management programs, the geographic rule, and local zoning and development requirements relative to septic systems. Groundwater contamination is only one of the water quality concerns for the area.

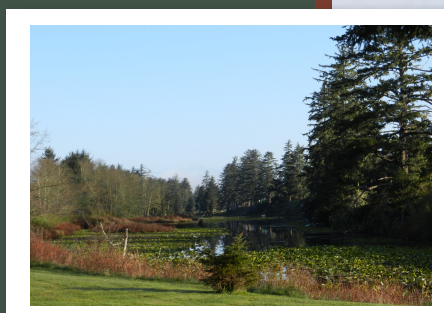
Groundwater sampling and analysis should be considered as part of a more comprehensive approach that includes other water quality issues that have been identified in the North Clatsop Plains Area. To be successful, monitoring must be designed to answer specific questions. A good water quality study includes monitoring for parameters of concern at geographically significant locations under relevant hydrologic conditions. Understanding the relationship between surface and groundwater may require characterizing the chemistry of both systems and mapping the ground water table relative to surface water.

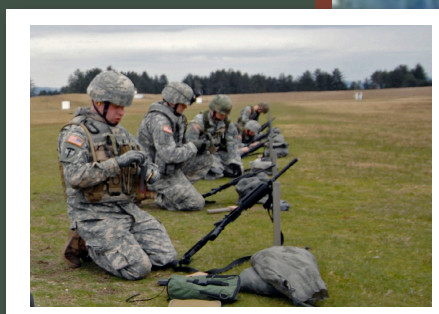
*Oregon Department of Environmental Quality*

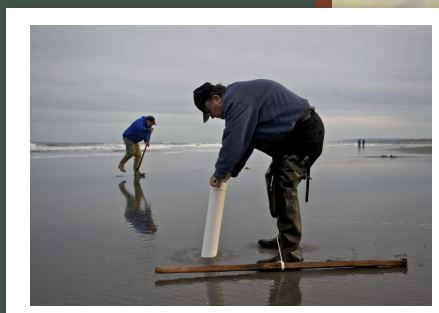
*Laboratory & Environmental Assessment Division*

*Water Quality Monitoring Section*

# CAMP RILEA
# JOINT LAND USE STUDY







# Camp Rilea Joint Land Use Study

## Executive Summary

Public Draft

February 2012

## What Is a Joint Land Use Study?

A Joint Land Use Study (JLUS) is a cooperative land use planning effort conducted as a joint venture between an active military installation, surrounding counties/cities, residents, state and federal agencies, and other affected stakeholders. The Camp Rilea JLUS is funded through a grant from the Department of Defense (DoD), Office of Economic Adjustment (OEA) and contributions by Clatsop County.

## What Are the Objectives of the JLUS?

The primary objective of a JLUS is to reduce potential conflicts between a military installation and surrounding areas while accommodating new growth and economic development, sustaining economic vitality, protecting public health and safety, and sustaining the operational missions of the installation. JLUS programs have three core objectives:

**Understanding**. Increase communication between the military, local jurisdictions, and stakeholders to promote an understanding of the strong economic and physical relationship between the installation and its neighbors.

**Collaboration**. Promote collaborative planning between the military, local jurisdictions and stakeholders in order to safeguard the mission of the installation from future incompatible development.

**Actions**. Develop and implement strategies for reducing the impacts of incompatible activities on the community and military operations. Devise tools to support compatibility in the future.

## Who Guides the Development of the JLUS ?

Two committees, comprised of city, county, military, and other stakeholders have guided the development of the Camp Rilea JLUS. These committees are:

**Policy Committee (PC).** This committee is responsible for leading the direction of the JLUS.

**Technical Advisory Committee (TAC).** This committee is made up of representatives from jurisdictions, agencies, and other stakeholders with expertise on one or more of the compatibility factors addressed in this JLUS. The TAC identifies and addresses technical issues, provides feedback on report development, and assists in the development and evaluation of implementation strategies.

## What Is Compatibility?

Compatibility, in relationship to military readiness, can be defined as the balance and / or compromise between community and military needs and interests. The goal of compatibility planning is to promote an environment where both entities can coexist successfully. Study area data on existing conditions obtained from the PC, TAC, and public workshops was analyzed to identify current and future compatibility issues. This analysis also identified the influence of regulatory measures on land use decisions and considered existing and projected development trends within the study area. The JLUS started with a set of 24 compatibility factors that are used to help ensure all compatibility issues are identified and addressed. While some of these issues did not occur in this study area, they were considered to ensure a comprehensive evaluation.

## What Are JLUS Recommendations?

JLUS recommendations involve actions such as revisions to a community's growth policies and traditional land use and development controls (such as zoning, subdivision regulations, and structural height restrictions, amending local building codes to require increased sound attenuation in existing and new buildings), and real estate disclosure. Several key recommendations are also aimed towards action by the military to reduce impacts to nearby residents. The recommendations provided in the JLUS are customized to fit the needs of this area.

*It is important to note that once the JLUS process is completed, the final document is not an adopted plan, but rather a recommended set of strategies which all, or in part, should be implemented by the plan participants for the JLUS to be successful.*

## Developing Recommendations

JLUS strategies incorporate a variety of actions that can be taken to promote compatible land use and resource planning by multiple stakeholders, including local governments, military installations, agencies, and other identified stakeholders. Upon implementation, existing and potential compatibility issues arising from the civilian / military interface can be removed or significantly mitigated. As such, the recommended strategies function as the heart of the JLUS document and are the culmination of the planning process.

## Strategy Foundation

The strategies included in Section 4 of the Camp Rilea JLUS were developed based on information presented the other sections of the JLUS, as follows.

- **Section 1** provides an introduction to the planning process. An overview of what a JLUS and the need for such a study is explained.
- **Section 2** defines the study area and provides an overview of existing conditions in this study area. The mission and operations conducted at Camp Rilea are also presented in this section.
- **Section 3** provides a high level overview of the current planning strategies and tools used in the study area. Before establishing new strategies, it is critical to understand the existing tools that can aid in planning for compatibility and are currently available and in use.
- **Section 4** identifies each of the issues identified through the JLUS process, specifically those that were identified by stakeholders through the public involvement process. A review of existing conditions and onsite experience by the consulting team builds on input obtained through the public involvement process.

## How to Read the Strategies

Each of the strategies developed is based on addressing the issues identified for that topic. The strategies are presented in a consistent table format following the discussion of each topic. The following paragraphs provide an overview of how to read the information presented for each strategy.

**Issue**. Each issue addressed is assigned a number for purposes of reference. The numbering system consists of letters representing the topic they address (COM for Communications, LU for Land Use, etc.) and sequential numbers. The numbers are sequential, with the first issue presented given the number "1", the second "2", and so forth. The numbers do not show any other hierarchy or priority.

**ID.** Each strategy is also assigned an identification letter (A, B, C). The letters are assigned in order to provide a unique and easy reference for each strategy. A strategy's reference number is composed of the Issue number and this ID.

**Strategy**. The third column provides the text of the strategy. The text is designed to explain the action proposed.

**Camp Rilea Influence Area (CRIA)**. The Camp Rilea Influence Areas are discussed in detail below.

**Timing.** A year is provided to show by what year a strategy should be completed. Several strategies will be needed on a continuous or intermittent, as-needed basis. For these strategies, the word "On" is used to designate these as "on-going" strategies.

**Local / State / Federal Stakeholders.** The major stakeholders who will be responsible for ensuring the strategies are implemented are listed on the top of the strategies table. Many of the strategies will require a collaborative effort, thus more than one stakeholder may be identified as the responsible stakeholder. A square symbol (■) designates that the stakeholder identified is responsible for implementing the strategy. A hollow square (□) designates that the stakeholder plays a key supporting role, but is not directly responsible for implementation.

## Camp Rilea Influence Areas

A Military Influence Area (MIA) is a formally designated geographic planning area where military operations may impact local communities, and conversely, where local activities may affect the military's ability to carry out its mission. In this JLUS, the MIAs are referred to as Camp Rilea Influence Areas (CRIAs). In other JLUS documents, terms such as Region of Military Influence (RMI), Military Influence Planning District (MIPD), Military Influence Overlay District (MIOD), Military Influence Disclosure District (MIDD), Airfield Influence Planning District (AIPD), and Areas of Critical State Concern (ACSC) have also been used to describe similar areas.

**The CRIAs are used to define the geographic area where the JLUS strategies are to be applied.** This technique ensures the strategies are applied to the appropriate areas, and that locations deemed to not be subject to a specific compatibility issue are not adversely impacted by regulations that are not appropriate for their location or circumstance. The official CRIA boundaries and associated restrictions will be developed during the implementation phase of the JLUS.

There are seven CRIAs identified for the Camp Rilea JLUS, which are detailed as follows:

1) Clatsop Plains CRIA
2) Land Use CRIA
3) Vertical CRIA
4) Noise CRIA
5) Coastal CRIA
6) Camp Rilea CRIA
7) General CRIA

### Clatsop Plains CRIA

This CRIA covers the entire Clatsop Plains area of Clatsop County. Although the southern portions are outside the study area, these strategies are applicable to planning within this entire area. This CRIA is illustrated on Figure 4.0-1.

### Land Use CRIA

This CRIA covers the land area within five miles of the boundary of Camp Rilea. Strategies attached to this CRIA are related to land use planning and disclosure requirements (as a part of real estate transactions). This CRIA is illustrated on Figure 4.0-2.

### Vertical CRIA

The Vertical CRIA serves to protect important flight areas for helicopters and fixed wing aircraft that travel to and from Camp Rilea, including Coast Guard operations. Within this CRIA, strategies address height restrictions in order to avoid vertical obstructions. No structures will be allowed to be constructed that are greater than 500 feet in height without approval by the FAA. The Vertical Obstruction CRIA will extend five miles around the heliport at Camp Rilea, and also includes the flight corridor between Camp Rilea and Astoria Regional Airport. It is illustrated on Figure 4.0-3.

### Noise CRIA

The Noise CRIA includes all lands located off-post that fall within the Noise Zone II contours for small arms and explosives (see Section 4.7 for details). Residential developments within this CRIA may be subject to sound attenuation measures to reduce noise impacts. The Noise CRIA is shown on Figure 4.0-2.

### Coastal CRIA

This CRIA applies to the coastal and marine environs adjacent to Camp Rilea, as shown on Figure 4.0-2.

### Camp Rilea CRIA

This CRIA is defined as the boundary of Camp Rilea, and these strategies apply to the Camp Rilea property, as shown on Figure 4.0-2.

### General CRIA

Some strategies apply to plans or programs, and are not defined to a specific area, but are instead descriptive of a future action to be pursued.

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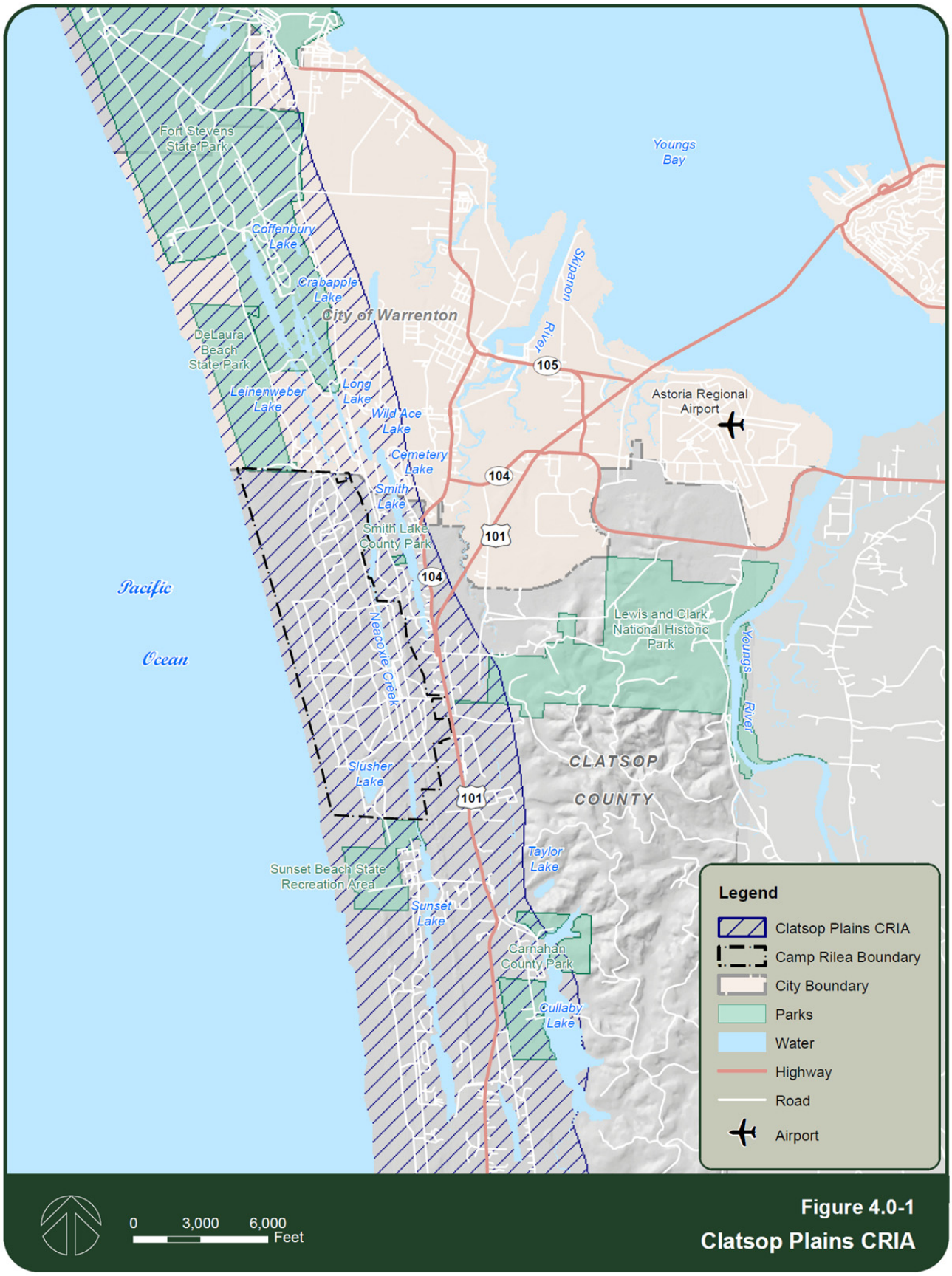


**Figure 4.0-1**
**Clatsop Plains CRIA**

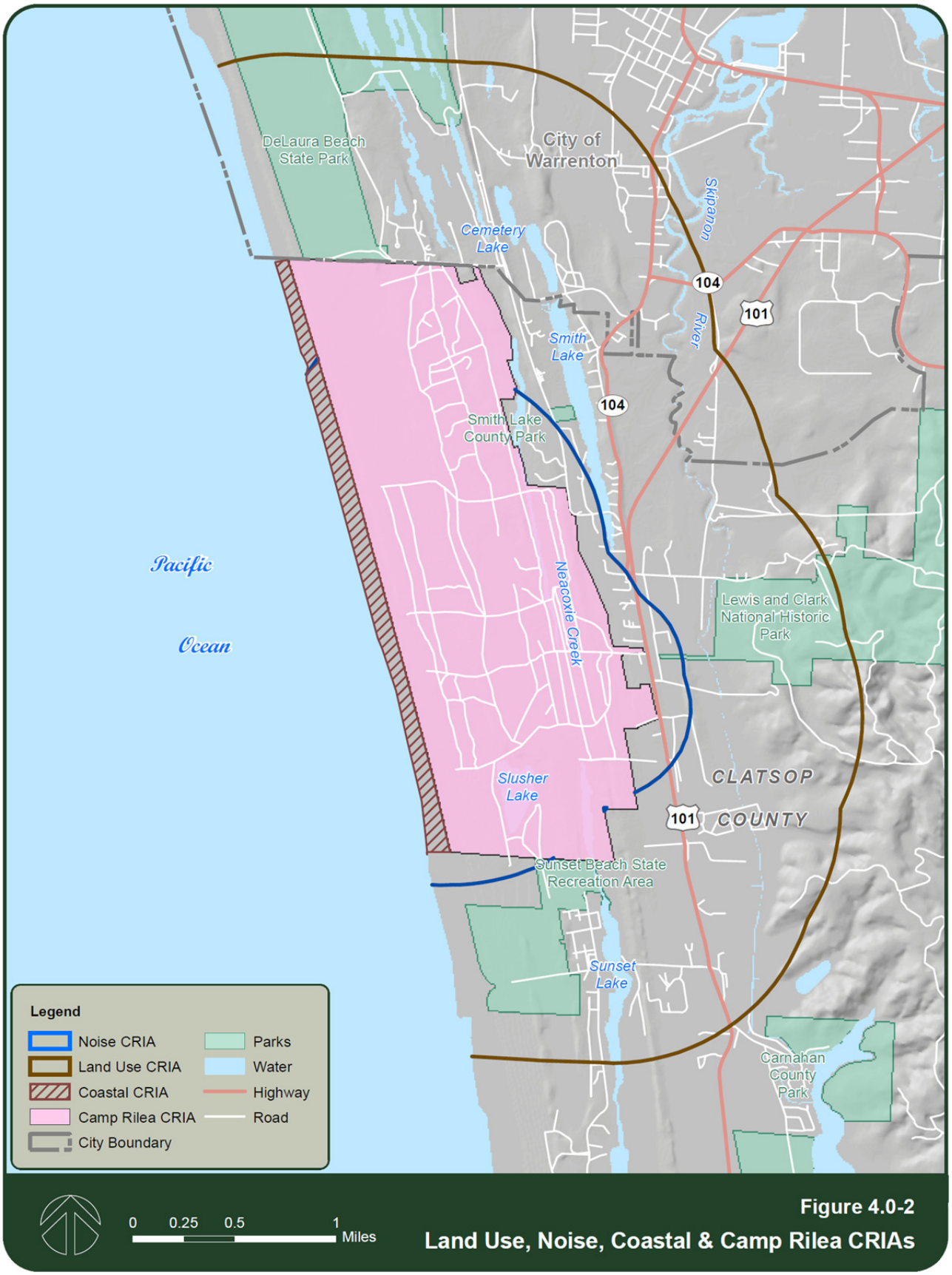


**Figure 4.0-2**
**Land Use, Noise, Coastal & Camp Rilea CRIAs**

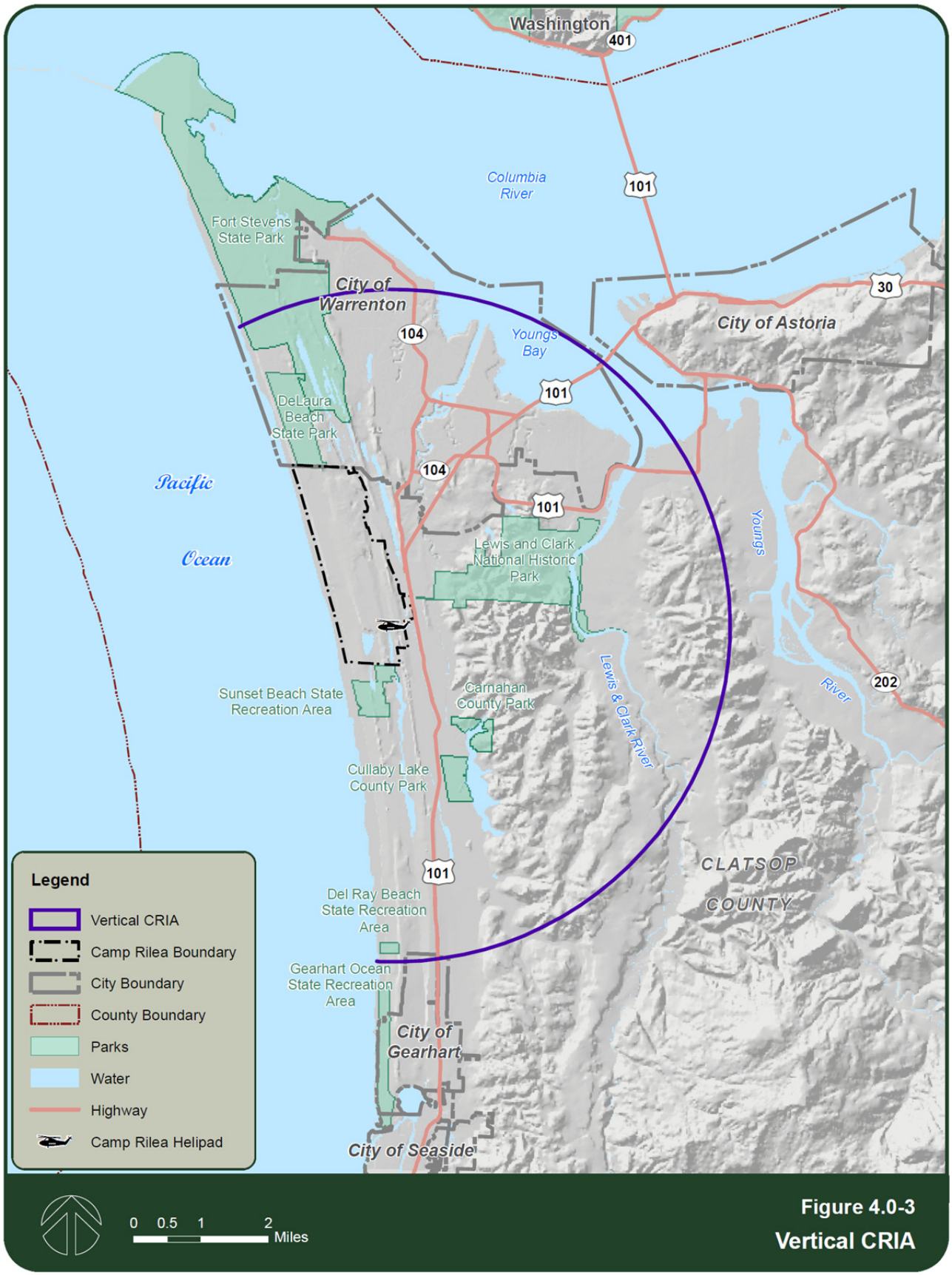


**Figure 4.0-3**
**Vertical CRIA**

The following tables contain the compatibility issues identified during the development of the Camp Rilea JLUS (in rows that start with a dark green box). Following each issue statement are the strategies proposed (if applicable) for that issue. These items are organized by the section that they appear under in the JLUS.

## Section 4.1 Communications

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue COM-1 | | **Agency Coordination.** It is important to ensure adequate and timely communication between Camp Rilea and local and state agencies and organizations engaged in planning activities. This communication goes both ways, from Camp Rilea to other agencies, and from these agencies to Camp Rilea concerning their activities. | | |
| COM-1 | A | **Establish a JLUS Coordination Committee.** Establish a Joint Land Use Study Coordination Committee, which oversees the implementation of JLUS recommendations and serves to increase coordination on military compatibility issues.<br>This could be integrated into another advisory committee appropriate to the area and issues addressed. | General | 2012 |
| COM-1 | B | **Amend ORS 195, Local Government Planning Coordination.** Amend to require local government coordination of planning activities with OMD in jurisdictions adjacent to military facilities. | General | 2015 |
| Issue COM-2 | | **Enhanced Public Disclosure Regarding Viewshed Changes on Camp Rilea.** Although Camp Rilea meets notification requirements provided for under appropriate regulations, enhanced communications with the public is needed for changes to the viewshed of Camp Rilea from the outside, or addition of new structures near the boundary. | | |
| COM-2 | C | **Notification of NEPA Documents.** Ensure timely transmittal of all NEPA documents prepared for Camp Rilea or other projects within the vicinity of Camp Rilea to Clatsop County, City of Warrenton, and OMD for all National Park, State Park, highway projects, or other infrastructure projects in Clatsop County. Provide notification to all members of the JLUS Coordination Committee. | General | On |
| COM-2 | D | **Update County CUP List.** Clatsop County should update the list of activities that require a Type II CUP within the Military Reserve zone of the Land and Water Development and Use Ordinance to be more comprehensive of the types of activities that are likely to occur in the future, or that currently exist, on military training lands. | Clatsop Plains | 2012 |
| Issue COM-3 | | **Public Communications on Operations.** Range and air operations vary depending on the needs of the unit training at Camp Rilea. While a number of factors can impact the type, timing, and duration of these operations, and some are outside the control of Camp Rilea (such as weather), there is a lack of information available to the public relative to expectations concerning upcoming training events. | | |
| COM-3 | E | **Establish a Camp Rilea Outreach Program**. Camp Rilea should create an outreach plan to pass information to the community. The Camp Rilea public outreach program should describe outreach activities to include tours of the installation, develop informational brochures to be mailed to neighbors and posted on the website, identifies a single public relations point of contact for Camp Rilea and makes contact information widely available.<br>As part of the outreach program, Camp Rilea should host regularly scheduled open houses for the public to provide an overview of training activities, construction, or other items of public interest. This forum should also allow residents the opportunity to comment on concerns. An open house on an annual basis prior to the start of the summer season would be appropriate. | General | 2012 |
| Issue COM-4 | | **Enhanced Regional Cooperation on Common Issues**. Opportunities exist for Camp Rilea and other agencies to work together in the development of regional solutions. Key Areas are:<br>• Habitat protection<br>• Transportation (vehicles)<br>• Transportation (trails)<br>• Infrastructure<br>• Water quality | | |

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| COM-4 | F | **Acknowledge and Retain Oregon National Guard (ORNG) at Camp Rilea.** Acknowledge the economic role of the ORNG in the Northwest Oregon Comprehensive Economic Development Strategy. Develop a strategy for retaining training operations at Camp RIlea. Include JLUS Implementation as part of the strategy. | General | 2012 |
| **Issue COM-5** | | **Emergency Management Enhancement and Protection.** Camp Rilea is an important resource in the case of natural disasters (flooding, tsunamis, etc.); therefore emergency protocols with the local governments need to be clarified to inform the public. | | |
| COM-5 | G | **OMD Involvement in Emergency Response.** Continue to engage the Oregon Military Department in the development of emergency response procedures for the State. | General | On |
| COM-5 | H | **Develop a Clatsop County Emergency Operations Plan.** Develop an Emergency Operations Plan for the Clatsop Plains region. Identify Camp Rilea's role in responding to emergencies (e.g. Oregon EOP). | General | 2015 |
| COM-5 | I | **Update City and County Hazard Mitigation Plans.** Update the Clatsop County Natural Hazards Mitigation Plan and the City of Warrenton Natural Hazards Mitigation Plan to identify the specific role and function of the recently designated Emergency Operations center at Camp Rilea. | General | 2015 |
| COM-5 | J | **Increase Public Awareness about Camp Rilea's role as an Emergency Operations Center.** Communicate Camp Rilea's role in regional emergency management to the public on websites, in brochures and emergency notification forms (e.g.. Department of Geology and Mineral Industries (DOGAMI) evacuation route brochures). | General | 2012 |
| COM-5 | K | **Update the Tsunami Regulatory Map.** Update the Tsunami Regulatory Maps to confirm that the cantonment area of Camp Rilea remains outside of the Tsunami Inundation area. | Clatsop Plains | 2015 |

## Section 4.2 Land Use

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| **Issue LU-1** | | **Appropriateness of Land Use Designations and Placement of New Development.** The foundation of local land use planning and regulation is the protection of the public's health, safety, and welfare. Land use areas around Camp Rilea should be designated so as to protect the public from noise and safety impacts. Future development should be avoided in areas impacted by military training activities. | | |
| LU-1 | A | **Define and Establish AMI Areas.** Establish seven Camp Rilea Influence Areas (CRIA) as shown on Figures 4.0-1 through 4.0-3. The CRIAs should be used by stakeholders to identify the applicability of the strategies presented in this JLUS. | General | 2015 |
| LU-1 | B | **Land Use Change Guidelines.** Within the Land Use CRIA, land use designations (comprehensive plan or zoning code) in place as of the date of establishment, shall be reviewed using the following criteria prior to any designation change:<br>■ Land currently designated for non-residential use shall not be redesignated to a residential use category. It may be redesignated to another nonresidential use category (except for mixed use) as long as conditions of approval require appropriate noise attenuation requirements for new construction.<br>■ All new construction shall be required to do an acoustical study and provide appropriate noise attenuation. Funding should be sought to assist in developing pre-authorized design standards that can be used by all builders in lieu of performing studies.<br>■ Land currently designated for a residential use shall not be modified to another residential designation that allows a higher density of use than allowed in the current designation.<br>■ Existing, approved subdivisions or other residential development approvals shall not be amended or otherwise modified to increase the number of residential units previously approved. Changes to reorient or redistribute approve units on a given site are not restricted by this strategy.<br>This does not change an owner's right to divide a parcel and construct a residence as provided for under the zoning regulations for Clatsop County or the City of Warrenton. | Land Use | 2015 |

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| LU-1 | C | **Require Real Estate Disclosures.** Require that all properties developed or sold that are within the Military Overlay District have a real estate disclosure included as part of the sale materials that states the property is located within close proximity to a military installation that performs day and night time training operations, both air operations and ground. The military operations may produce noise, vibration, and other compatibility issues. | Land Use | 2015 |
| **Issue LU-2** | | **Compatibility with State and National Park Plans.** Camp Rilea is bordered on portions of three sides by state and national park lands and trails associated with use of the State and National Parks. Consistent long-range planning is needed to ensure compatibility between the uses. | | |
| LU-2 | D | **Develop a Beach Management Plan.** A Beach Management Plan for the beach area on the west side of Camp Rilea should be developed to identify the recreation uses and natural resources on the beach and identify a coordinated management approach that takes Camp Rilea training needs into account. The plan should consider Camp Rilea's impacts to and uses of the beach. OMD should be involved in the development of the plan.<br>As part of the Management Plan:<br>■ Activities that encourage a link between this area and areas north of Camp Rilea along the beach should be discouraged.<br>■ Provide for parking areas for on-site uses.<br>■ Provide trail linkages that go on east side of installation. | Coastal | 2015 |
| LU-2 | E | **Incorporate Training Impacts into Park and Recreational Area Management Plans**. Ensure recommendations being put forth in the Lewis and Clark National Historical Trail Management Plan, the Fort Stevens State Park Plan and other recreational area plans consider the potential impacts of training on Camp Rilea on recreation activities (e.g. noise, vibration), and are designed to be compatible with the uses at Camp Rilea. | General | 2015 |
| **Issue LU-3** | | **Training Operations Limit Access to Public Lands and Marine Area.** During live-fire exercises, beach and marine area within the active surface danger zones (SDZs) are closed to public access. These closures limit recreation on beach areas. | | |
| LU-3 | F | **Scheduling of Training.** Scheduling of live fire training should continue to consider avoidance of training during minus tides, when possible, which are the ideal tides for collecting clams from the beaches. | General | 2012 |
| LU-3 | G | **Communicate Safety Risks.** Work with OPRD and NPS to increase public awareness about the risk of trespassing onto Camp Rilea.<br>■ OPRD and NPS should pursue notifications to stay on marked trails on kiosk displays to trail segments that pass adjacent to or through Camp Rilea.<br>■ Ensure these warnings are issued on websites and informational brochures for these locations and trails. Show Camp Rilea boundaries in NPS Fort-to-Sea Trail maps | General | 2012 |
| **Issue LU-4** | | **Compliance with State Planning Law**. The JLUS needs to ensure all recommendations are in accordance with State Planning Law. | | |
| LU-4 | H | **Ensure Consistency with Statewide Planning Goals.** The JLUS Coordination Committee should coordinate with the Department of Land Conservation and Development (DLCD) to determine which state programs might help facilitate implementation. | General | 2012 |
| **Issue LU-5** | | **Shortfalls of Measure 37 and Measure 49.** Measure 37 and Measure 49 limit the land use regulatory capacity of local governments. | | |
| No Strategies Proposed | | Committee members felt that no action was needed to address this issue at this time. | | |

## Section 4.3 Safety

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue SA-1 | | **Live-Fire Range Surface Danger Zones (SDZ)**. Munitions from range activities have the potential to travel off Camp Rilea and land on the shoreline and in the ocean. These areas are designated as an SDZ for each range. As the SDZs extend beyond the installation boundary, this issue addresses concerns over public safety. | | |
| Issue SA-2 | | **Public Trespassing**. Public trespassing, whether inadvertent or intentional, can expose individuals to safety risks associated with entry into an active training facility. Areas of concern to address include:<br>• Incomplete perimeter fencing<br>• Poor signage (damaged and inadequate coverage)<br>Public trail traversing Camp Rilea increases opportunity for trespassing | | |
| SA-1<br>SA-2 | A | **Improve Signage Maintenance.** Camp Rilea should ensure that signs posted to warn of training activities are maintained and legible. | Camp Rilea | On |
| SA-2 | B | **Trail Network Management.** Continue to engage Camp Rilea in the OPRD and NPS planning and management of the trail network surrounding the Camp. Ensure that OMD is provided the opportunity to be fully-engaged in the planning process. | Land Use | On |

## Section 4.4 Vertical Obstructions

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue VO-1 | | **Low-Level Flights**. Flight paths (including low altitude flight) must be clear of man-made structures that infringe on the airspace used by helicopters (transit, drop zones, and landings) and fixed-wing assets (drop zones) using Camp Rilea and connected transit routes for training, emergency response, and other operations. | | |
| VO-1 | A | **Share Proposals for Structures Exceeding 200 Feet in Height**. Ensure Camp Rilea and Coast Guard are made aware of any proposals for structures greater than 200 feet tall within Clatsop County and the City of Warrenton.<br>Clatsop County and the City of Warrenton should inform Camp Rilea and the Coast Guard of future proposals for any development, including communication transmission towers that are within the identified flight route from Astoria Regional Airport to Camp Rilea. | Vertical | On |
| VO-1 | B | **Ensure FAA Part 77 Compliance.** For all new, redeveloped or rehabilitated structures (including electrical transmission towers/lines, cellular and radio transmission towers, etc.), ensure compliance with FAA Part 77 height limit requirements to minimize vertical obstructions (i.e. buildings, telecommunications facilities recreational facilities, energy transmission/generation towers, etc.). In addition, ensure the developments and structures are compatible with, and do not pose a safety hazard to, air operations in the region. | Vertical | On |

## Section 4.5 Frequency Interference / Impedance

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue FII-1 | | **Radar Interference / Impedance**. Camp Rilea hosts an Air National Guard radar system that needs to be protected from interference and impedance. There exists the potential for new structures or vegetation to impede the ability of the Air National Guard radar to adequately track aircraft. | | |
| FII-1 | A | **Establish Procedures to Avoid Frequency Conflicts / Issues.** The OMD and 116 ACS should provide notice to Clatsop County and City of Warrenton regarding communications projects that should be referred to the military for review. For new communication towers, the level of concern would be dependent upon how tall, how close, and the power output of the communications tower.<br>In addition, OMD should coordinate with Clatsop County and City of Warrenton when any new high output transmission device should be added to the installation that could impact off-installation communications. | Clatsop Plains | 2015<br>On |

## Section 4.6 Infrastructure

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| **Issue INF-1** | | **Growth Inducement.** The extension of water and wastewater infrastructure to areas near and to the south of Camp Rilea from the City of Warrenton and other potential suppliers may induce additional growth near Camp Rilea that could, depending on its location, introduce additional land use conflicts. | | |
| INF-1 | A | **Inform Camp Rilea of Infrastructure Extensions.** If the City of Warrenton moves forward with any plans of extending infrastructure past its UGB, such as the proposed sewer extension, it should inform OMD and discuss alternatives that would help reduce potential future development along the infrastructure line (growth-inducement). The coordination should be done early in the planning process to optimize compatibility and reduce costs associated with plan changes. | Clatsop Plains | On |
| **Issue INF-2** | | **Safe Highway Access.** Access on- and off-installation is limited to a single gate that enters/exits directly onto Highway 101 at an at-grade intersection. Control and consolidation of access to the highway as well as other physical improvements would enhance safety. | | |
| INF-2 | B | **Limit Future Growth of New Infrastructure Lines**. If infrastructure lines are extended outside the Warrenton UGB, a limit to the number of new users that can attach to the lines should be implemented to prevent additional growth that could not only encroach upon Camp Rilea, but also add to the strain of the surrounding environment. | Clatsop Plains | On |
| INF-2 | C | **Safe and Efficient Traffic Circulation on and off Camp Rilea.** The JLUS Coordination Committee shall assist in implementing the findings of the ODOT study for the Highway 101 corridor. | Clatsop Plains | On |
| **Issue INF-3** | | **Convoy Operations.** Convoy operations to and from Camp Rilea may pose issues relative to highway safety. | | |
| No Strategies Proposed | | For convoys traveling to or from Camp Rilea, they must coordinate with the OMD Transportation Management Office, who then notifies the appropriate state and local entities. | | |

## Section 4.7 Noise and Vibration

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| **Issue NV-1** | | **Noise from Training Operations.** The live-fire weapons ranges and grenade ranges used at Camp Rilea by Soldiers create noise that can be heard off-installation in the nearby residents. | | |
| NV-1 | A | **Develop Sound Attenuation Building Standards for New Construction**. Amend city and county building codes to require sound attenuation for new construction of sensitive land uses located within the noise contours for demolitions and small arms and defined as being within the Noise CRIA.<br>The minimum STC rating of structure components shall be provided in compliance with the table shown below. As an alternative to compliance with this table, structures shall be permitted to be designed and constructed so as to limit their interior noise level to no greater than 45 Ldn. Exterior structures, terrain and permanent plantings shall be permitted to be included as part of the alternative design. The alternative design shall be certified by an acoustical engineer.<br>dB LDN / STC of Exterior Walls and Roof / Ceiling / STC of Doors / Windows<br>65-69 / 39 / 25<br>70-74 / 44 / 33<br>> 75 / 49 / 38 | Noise 1 | 2012 |
| NV-1 | B | **Develop a Voluntary Sound Attenuation Retrofit Program for Residential Uses**. Develop a program that provides guidance on sound attenuation standards for retrofitting existing residential and commercial facilities. The program can include grant opportunities available to assist property owners in retrofitting structures in noise sensitive areas. Other funding sources for retrofitting homes should be identified and provided within the program materials as well. | Noise 1 | 2015 |

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| NV-1 | C | **Sound Attenuation for Existing Structures.** Significant (defined as an activity that modifies, alters or expands an existing use by 50 percent) extension, enlargement, relocation, reconstruction or substantial alteration of an existing residential use within the Zone II noise contours for small arms and demolitions shall include the implementation of sound attenuation materials. This shall also apply to changes in a structure that result in an increase in the number of habitable units within the structure (with habitable units as defined by the 2010 US Census).<br>Attenuation standard, if required, shall be those identified under Strategy NV-1 A. | Noise 1 | 2012 |
| NV-1 | D | **Develop and Provide Sound Attenuation Technical Support**. Develop and provide educational materials, either through inclusion in the adopted building codes or as a supplemental educational document, describing building techniques which can be used to achieve the required 45 dB interior noise maximum threshold.<br>Clatsop County shall pursue funding from DoD to produce technical support materials, with other stakeholders distributing and using these materials. | General | 2012<br>On |
| NV-1 | E | **Require a Note be Recorded on a Title to Real Property as Part of any Discretionary Development Permit or Approval.** Require that a note be recorded on a title for real property located within Zone II as part of any discretionary development permit or approval. The note shall state that the real property is located in close proximity to an active military training facility that performs day and night time training operations, both ground and air operations. The military operations may produce noise, vibration, and visual issues. | Noise 2 | 2012<br>On |
| NV-1 | F | **Training Times.** Implement or continue the following:<br>■ Training curfew for special circumstances should be set from 7:00 AM to 11:00 PM.<br>■ Operations outside these hours require authorization from Range Control one week prior to the training.<br>■ Operations outside of curfew should not be authorized for non-military training.<br>■ OMD will continue to post in newspaper if training will exceed 11:00 pm.<br>■ OMD should work to determine if seasonal times can be used, so that training ends at 10:00 pm during non-summer months. | Camp Rilea | On |
| NV-1 | G | **Vegetation Sound Barrier.** OMD should investigate the possibility of reforestation around the perimeter of Camp Rilea to act as a sound barrier and reduce sound impacts that travel off-Camp. | Camp Rilea | 2012 |
| **Issue NV-2** | | **Vibrations from Range Operations.** Some live-fire weapons, grenade, and explosive detonation training creates vibrations that may be felt off-installation at times. | | |
| No Strategies Proposed | | Structural damage is not likely to occur until a level of 150 dBP is achieved (a level far exceeding those modelled for Camp Rilea). The weapons fired at Camp Rilea are small, and so are not likely to produce destructive vibrations. Similarly, the explosives used at Camp Rilea have a fairly small net explosive weight, which is not likely to exceed destructive levels off-installation. The unconsolidated nature of the soil in the region also helps to dampen vibration as it spreads away from the source. | | |
| **Issue NV-3** | | **Low-Level Flight Operations.** Rotary-wing (helicopters) and fixed-wing (airplanes) aircraft that train or fly near Camp Rilea create noise that is sometimes heard off-installation. This includes noise associated with transit to and from Camp Rilea, take-off and landing operations of helicopters, low-level hovering over the installation, and drop zone operations. | | |
| No Strategies Proposed | | The exact noise levels generated by the aircraft flown in and out of Camp Rilea have not been measured; however, the FAA has set standards for acceptable noise levels of helicopters at various points in flight. | | |
| **Issue NV-4** | | **Vibration for Flight Operations**. Vibration occurs off-installation relative to low-level helicopter and fixed-wing flights occurring on and near Camp Rilea. | | |
| NV-2<br>NV-4 | H | **Perform a Vibration Study.** Prior to change in training mission or activity areas relative to heavy weapons training or training involving explosives that would potentially create significant vibration, OMD would perform a vibration study as required to meet the needs of NEPA to determine the impacts of weapons training areas outside the installation. | Noise 2 | On |

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue NV-5 | | **Noise from the Radar System.** The Oregon Air National Guard operates radar equipment placed on a hilltop along the eastern boundary of Camp Rilea. The radar and support equipment generate noise which can be heard off-installation. | | |
| NV-5 | I | **Construct a Sound Barrier.** The Oregon Air National Guard should evaluate and construct, if warranted, a sound barrier around noise sources of the radar facility to reduce the amount of equipment-generated noise that is heard off-installation. | Camp Rilea | 2015 |

## Section 4.8 Dust / Smoke

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue DS-1 | | **Dust from Military Training Activities.** Military training activities such as vehicle maneuvers and helicopter operations create dust at times. | | |
| Issue DS-2 | | **Smoke from Prescribed Burns.** Burning of vegetation at Camp Rilea generates smoke that sometimes goes off-installation. In some cases, there is the potential of such smoke to reduce visibility on Highway 101. | | |
| No Strategies Proposed | | Due to the minimal nature of the compatibility issues associated with dust and smoke in and around Camp Rilea, no strategies are required to address these issues. | | |

## Section 4.9 Light and Glare

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue LG-1 | | **Light Impacts from Base Operations.** Some lighting at Camp Rilea can spill over into adjacent properties. Key uses are:<br>• The Oregon Air National Guard radar facility produces light that spills onto neighboring properties.<br>Lighting at the utility training center produces light that sometimes spills onto neighboring properties. | | |
| LG-1 | A | **Relocate the Light at the Radar Site.** The Air National Guard shall (at the radar site):<br>■ Relocate lights at the radar site so that they are located on the eastern side of the site and directed inward towards Camp Rilea instead of towards the edge of Camp Rilea where it encroaches upon residential homes.<br>■ All lights shall be retrofitted to be shielded.<br>■ No lights shall be mounted on the sides of buildings, structures, or mechanical equipment unless directed downward.<br>■ Any above changes must ensure that they meet with military security requirements. | Camp Rilea | 2013 |
| LG-1 | B | **Light Barrier and Shielding at VOLTA Facility.** Northwest Line or Camp Rilea should determine the extent of off-installation light intrusion and then identify appropriate alternative light barrier options, such as planting vegetation along the fenceline north of the VOLTA facility to reduce the amount of excess light that shines onto neighboring civilian property during nighttime training activities. Camp Rilea should work with Northwest Line on the usage and placement of lighting to minimize off-installation impacts.<br>■ Permanent lights at the VOLTA Facility should be retrofitted with shielding devices so that it is focused on the VOLTA site and does not spill into other areas.<br>■ All temporary lights, to the extent possible, shall be oriented to face inward to Camp Rilea. | Camp Rilea | 2013 |
| Issue LG-2 | | **Light Impacts from Off-Installation Uses**. The ability to conduct night vision goggle training is an important component of training at Camp Rilea. Controlling significant light sources, glare, and general increases in ambient light in the surrounding area is essentially to maintaining an environment suitable for night vision equipment usage. | | |
| No Strategies Proposed | | The current impact of nighttime lighting from off-installation uses is minimal for Camp Rilea and does not require any strategies to address the issue. | | |

## Section 4.10 Alternative Energy Development

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue ALT-1 | | **Potential for Future Wind and Solar Energy Development.** The development of wind turbines could present vertical obstructions for aircraft and the development of certain types of solar energy facilities could create light and glare impacts. | | |
| Issue ALT-2 | | **Wind Development Impacts to Radar.** If wind farms are developed near Camp Rilea in the future, they could have an impact on the radar site's ability to function correctly due to interference caused by wind turbines spinning. | | |
| Issue ALT-3 | | **Lack of Alternative Energy Sources in Clatsop County.** There are several sources of potentially alternative energy production within the region around Camp Rilea that are not being utilized or adequately explored. | | |
| ALT-1<br>ALT-2<br>ALT-3 | A | **Inform Alternative Energy Proposals.** Clatsop County and City of Warrenton should inform Camp Rilea and allow them to comment on any proposals for alternative energy facilities, in particular, wind, wave, and tidal power-generation facilities.<br>In addition, Camp Rilea should inform nearby residents of similar proposals on-installation and allow for comment. | General | On |
| ALT-1 | B | **Update Clatsop County Standards Document Windmill Description.** Chapter 3, Section S3.020 of the Clatsop County Standards Document should be revised to specifically state what point of reference on a windmill is measured when determining the height of the structure (i.e. tip of the tallest blade, height of the main tower, etc.). | General | 2013 |
| ALT-1 | C | **DoD Siting Clearinghouse**. The Department of Defense Siting Clearinghouse requirements and standards published in Title 32, Code of Federal Regulations, Part 211 shall advise and guide the process to facilitate the early submission of renewable energy project proposals to the Clearinghouse for military mission compatibility review. | General | On |

## Section 4.11 Cultural / Historic Sites

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue CH-1 | | **Protection of Cultural Heritage**. Camp Rilea and the surrounding area have significant Native American and historic resources that need to be protected. | | |
| CH-1 | A | **Coordination Between Tribal Governments and Other Entities.** Continue coordination and consultation of proposed changes with tribal governments and organizations within the study area. | Camp Rilea | On |
| CH-1 | B | **Consider Historic Context.** Consider the cultural and historic setting of the Pioneer Presbyterian Church and Clatsop Plains Cemetery when siting and designing new facilities near these locations on Camp Rilea. | Camp Rilea | On |

## Section 4.12 Water Supply and Quality

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| Issue WSQ-1 | | **Groundwater Contamination.** Camp Rilea sits atop the North Coast Basin aquifer, which is a regionally important groundwater resource. Some military training activities, such as live fire training, and wastewater treatment practices at military installation have been the potential to cause groundwater contamination, as does the high concentration of septic tanks in the region. | | |
| WSQ-1 | A | **Review Wastewater Disposal Technologies and Standards for New Construction.** Clatsop County should work with DEQ to establish construction standards for new construction that minimizes wastewater impacts to groundwater, as well as a maximum density of septic tanks and wells per an acre in the zoning ordinance in areas that are not within the Aquifer Overlay Zone. | Clatsop Plains | 2012 |
| WSQ-1 | B | **Monitoring of Groundwater.** Groundwater sources and wells at Camp Rilea should be routinely monitored and sampled so as to provide adequate data for monitoring and to ensure compliance with the CWA. | Clatsop Plains | On |

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| WSQ-1 | C | **Update Studies.** Studies on groundwater and surface water are out-of-date and should be updated to quantify impacts to water quality. Studies should analyze the impacts of development patterns in the past several decades. In particular new studies that involve testing and sampling of the North Coast sub-basins are needed to determine the current level of risk of contamination | Clatsop Plains | 2014 |
| **Issue WSQ-2** | | **Surface Water Contamination.** There are several surface water resources on Camp Rilea and in the region with varying levels of contamination. Efforts to prevent contamination in these waterways and manage these resources are impacting training on Camp Rilea. | | |
| **Issue WSQ-3** | | **Uncoordinated Culverts.** Installation of culverts for stormwater management and water flow often takes place without coordination between properties, which can result in flooding and backups down or upstream. | | |
| WSQ-1<br>WSQ-2<br>WSQ-3 | D | **Ground and Surface Water Management Plan.** Develop management plans for the Clatsop Plains region that established fish passage requirements between water bodies, culvert coordination for connected water bodies, water quality standards, and other items deemed applicable during development of the plan.<br>As part of this, develop a plan for managing the water quality of Sunset Lake. Identify strategies such as invasive vegetation management. Build indicators into the study to promote monitoring of progress. | Clatsop Plains | 2015 |
| WSQ-2 | E | **Surface Water Monitoring.** Monitor surface water quality throughout the Clatsop Plains region. Focus studies on the relationship between surface water and groundwater resources. Camp Rilea should allow collection of water samples by other agencies if needed. | Clatsop Plains | On |

## Section 4.13 Biological Resources

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| **Issue BR-1** | | **Sensitive Species and Habitat on Camp Rilea**. Camp Rilea contains and is surrounded by habitat that is important to numerous species including special-status species such as the Oregon Silverspot Butterfly and the Western Snowy Plover. | | |
| BR-1 | A | **Regional Approach to Conservation.** Continue to participate on regional efforts to protect the environment and finding joint opportunities to protect sensitive species on locations off Camp Rilea in order to protect on-going training operations. | General | On |
| BR-1 | B | **Bird Air Strike Hazard Plan (BASH).** Develop a BASH plan for Camp Rilea, which takes into consideration (and is coordinated with) the needs of the USCG that use Camp Rilea, in addition to ORARNG's needs. | Clatsop Plains | On |

## Section 4.14 Marine Environments

| Issue | ID | Strategy | CRIA | Timing |
|---|---|---|---|---|
| **Issue ME-1** | | **Impact on Marine Species**. Munitions from range activities have the potential to travel off Camp Rilea landing on the shoreline and in the ocean, potentially impacting marine species. | | |
| No Strategies Proposed | | Due to the minimal nature of the compatibility issues associated with the marine environment in and around Camp Rilea, no strategies are required to address these issues. | | |

# TAB 26
# CLATSOP VISION 2030

CLATSOP VISION
2030TOGETHER

## INTRODUCTION

This review draft includes documents from the Clatsop Vison 2030 Together process. It includes an Overarching Vision (page 2), Core Community Values (Page 3), and Focus Area Visions (Pages 4-6). We've also included for discussion, The Focus Area Visions with potential strategies and possible county roles (pages 7-13). The information behind these documents was derived with extensive community input through:

- Community Interviews
- Regional Workshops
- Online Questionnaire I
- Vision Drafting Team
- County Staff
- Vision Summit Workshop
- Astoria Saturday Market outreach
- Clatsop County Fair outreach
- Online Questionnaire II

CLATSOP VISION
2030TOGETHER

## FINAL DRAFT OVERARCHING VISION

IN **2030**, we celebrate Clatsop County's unique regional and maritime setting and its distinct communities, finding common ground in our shared values and local identities. We protect and enhance our scenic beauty and natural resources as the foundation of our prosperity and outstanding quality of life. We create good jobs and economic opportunity through carefully planned, equitable growth where the benefits remain in our community. Our strong, well-funded schools, expanded higher education system, and a well-educated, diversified workforce guarantee our success by anticipating future local needs. We plan wisely for our local communities, concentrating development in existing urban areas, while preserving our ocean, shorelines, wetlands, forests, rivers and scenic corridors. We rejoice in sharing our local culture and history, including art, music, theatre, dance, and festivals. We assure access to excellent health care, public safety and recreation for all our residents, and are prepared for any emergency that may come our way. **TOGETHER**, we ensure that Clatsop County will remain our shared home – a special place where future generations grow together as we live, work, recreate, contribute and thrive.

CLATSOP VISION
2030TOGETHER

## FINAL DRAFT CORE COMMUNITY VALUES

**Natural Setting.** We value our natural beauty, limited natural resources, forests, rivers, wildlife, open spaces, fertile land, and clean air and water.

**History, Arts and Culture.** We value our unique location, rich history, arts and cultural influences, and the connections they provide to both our past and future.

**Aquatic Environment.** We value our aquatic environment, the ocean and rivers, wetlands and estuaries, and our maritime and fishing heritage and traditions.

**Quality of Life.** We value livable and affordable communities, appropriate constraints on over-commercialization, and the ability to find peace and tranquility.

**Community Atmosphere.** We value friendly people, distinct small towns, tight-knit communities and neighborhoods, and knowing and supporting our neighbors.

**Caring People.** We value compassionate, caring people, the willingness to reach out and help others in the community, and being a place where everyone can flourish.

**Living Wage Jobs.** We value living wage jobs that enable working people to be thriving, productive, and contributing members of the community.

**Excellent Education.** We value excellent schools and teachers, opportunities for higher education, lifelong learning, and the development of new knowledge and skills.

**Accessible Health Care.** We value healthy communities with accessible and affordable health care in every community throughout the county.

**Safe Communities**. We value safe, secure and resilient communities that are prepared for potential emergencies and natural disasters.

**Recreational Opportunities.** We value equal access to nature for all, close-by natural and developed parks with hiking trails, and other healthy outdoor activities.

**Civic Spirit.** We value a 'can-do' spirit, engaged citizens and problem-solvers, volunteerism, and abundant opportunities to contribute to the community.

**Good Planning.** We value human-scale planning, managed growth in harmony with existing communities, efficient and sustainable use of resources, and good public transportation.

CLATSOP VISION
2030TOGETHER

## FINAL DRAFT FOCUS AREA VISIONS

### VISION FOCUS AREAS

## ECONOMY & JOBS

***In 2030, Clatsop County*** *has a diverse, stable economy that produces good living-wage jobs, allowing people of all ages and incomes to live here and thrive. Our economy balances the county's natural resource base with its scenic beauty – and growth with the long-term sustainability of our environment. We recognize the importance of our traditional industries, such as forestry, fisheries and tourism, while transitioning to the emerging economy of the 21st century. While maintaining our status as a maritime and forest products center, we also promote "value-added" industry and light manufacturing in appropriate locations. Newer, innovative enterprises are drawn here for both our natural environment and skilled workforce, and our prosperity builds on our rich culture, historical traditions, and vibrant arts and culture scene.*

## ARTS, CULTURE & HISTORY

***In 2030, Clatsop County*** *arts and culture reflect the essence of this place – its scenic beauty and natural resources, rich history and cultural traditions, and diverse and creative people. The arts are truly embedded in the county, its communities, and its educational system. They are also an integral part of our emerging economy. Artists, craftspeople, designers, graphic artists, and "creatives" can earn a good living here, contributing to the diversity and vibrancy of our economy. We celebrate our culture through art, music, theatre, dance, performance, literature and poetry – and through our museums, galleries, historical and cultural attractions, schools and classrooms, festivals and events. We have greatly increased arts opportunities for our youth, and our arts and cultural facilities are well supported – and treasured – by the community.*

## HEALTH, SAFETY & RESILIENCE

***In 2030, Clatsop County*** *has a high quality of life that contributes to our general public health and safety. We lead the state as a center for active living and wellness, and in our capacity for personal growth, development and happiness. Access to good health care is assured across the county and in all its communities. Community health has been strengthened through education on lifestyle improvements, physical activity, and good nutrition. More people walk and bike for recreation and to get places. There are fewer incidents of smoking, alcohol and drug abuse, and mental illness. We are a safe, equitable and inclusive community, where people know, look out for – and reach out to – one another. We have achieved "food security," ensuring access to healthy, affordable food countywide. We have improved our law enforcement, fire and emergency services, and community members are fully educated and prepared for any emergency or natural disaster.*

## EDUCATION & LEARNING

***In 2030, Clatsop County*** *residents are better educated than ever, improving their lives and livelihoods. We take great pride in our capacity to learn in a variety of ways. Our schools are well funded and recognized for their academic strength. Our high schools have maximized their graduation rates. They provide students with multiple pathways to better jobs and higher education, and help them become active, contributing members of the community. Clatsop Community College is a uniting institution and catalyst in our community, with*

*expanded vocational training offerings that prepare students to earn a living wage in the professions and trades, as well as worker re-training and lifelong learning for older students. A college education is accessible to all qualified local residents, who can now earn a four-year degree without leaving the county. Our libraries have significantly enhanced their educational, community and learning services with increased access and availability.*

## ENVIRONMENT, NATURAL RESOURCES & RECREATION

***In 2030, Clatsop County*** *preserves its natural beauty and shares it with the world. We are rich in natural resources, with mountains, forests, rivers, ocean beaches, wetlands and estuaries, thriving wildlife, and plenty of clean, fresh air. Our natural environment is a key contributor to our quality of life. It presents unique opportunities for a vibrant yet sustainable economy that is in balance with nature. Our forestlands are sustainably managed, with portions permanently protected for their inherent natural value. Our parks and natural areas offer ample opportunities for outdoor recreation and healthy, active lifestyles. Our communities constantly connect us to our surroundings – set in nature, livable, and linked by walking paths and bike trails. This ever-present connection to nature sustains and inspires us to be better stewards of our environment.*

## COMMUNITY DEVELOPMENT & PLANNING

***In 2030, Clatsop County*** *maintains its quality of life through good planning and sustainable growth and development. Involved citizens, robust civic engagement, dedicated leadership, and strong partnerships make planning and community development succeed. New development in the county is focused on existing communities and urban areas, and zoning is clear, flexible and creative. Our infrastructure is modern and efficient, highway corridors are safe and well maintained, and public transportation is accessible and affordable. While our local communities have distinct character and identity, there is strong collaboration among them. Every community has a vibrant center, affordable housing, and is walkable, bikeable and transit-friendly. Our planning and development policies are attuned to the county's ongoing resiliency, responding to the continuing challenges of climate change, natural disasters and food security.*

CLATSOP VISION
2030TOGETHER

**FOCUS AREA VISIONS**

***WITH POTENTIAL STRATEGIES AND POSSIBLE COUNTY ROLES***

## ECONOMY & JOBS

***In 2030, Clatsop County*** *has a diverse, stable economy that produces good living-wage jobs, allowing people of all ages and incomes to live here and thrive. Our economy balances the county's natural resource base with its scenic beauty – and growth with the long-term sustainability of our environment. We recognize the importance of our traditional industries, such as forestry, fisheries and tourism, while transitioning to the emerging economy of the 21st century. While maintaining our status as a maritime and forest products center, we also promote "value-added" industry and light manufacturing in appropriate locations. Newer, innovative enterprises are drawn here for both our natural environment and skilled workforce, and our prosperity builds on our rich culture, historical traditions, and vibrant arts and culture scene.*

### POTENTIAL STRATEGIES TO ACHIEVE OUR VISION…

1. **New Industry and Business Development.** Develop new industries and businesses while protecting our traditional economic base. (Potential County Role: **LEAD/PARTNER**)
2. **Cooperative Marketing.** Promote cooperative marketing of Clatsop County as a place to visit and do business. (Potential County Role: **PARTNER**)
3. **Green Industry Marketing.** Market Clatsop County as a place for clean and green industry. (Potential County Role: **PARTNER**)
4. **Workforce Training.** Strengthen workforce training in targeted industries related to manufacturing and clean industry development. (Potential County Role: **PARTNER**)
5. **Port Revitalization.** Take advantage of growth in international maritime trade by supporting economic development efforts of the Port of Astoria. (Potential County Role: **PARTNER**)
6. **Infrastructure Improvements.** Improve local infrastructure that will support economic growth. (Potential County Role: **LEAD/PARTNER**)
7. **I.T. and Innovative Enterprise.** Recruit information technology businesses, innovative enterprises, and small businesses that will locate in Clatsop County for its environment, natural beauty and recreation. (Potential County Role: **PARTNER**)
8. **Light Manufacturing Job Centers.** Encourage the development of new light manufacturing and industry-related job centers in appropriately zoned areas. (Potential County Role: **LEAD/PARTNER**)
9. **Public Transportation for Workers.** Support the development of public transportation and transit programs to connect workers and future jobs. (Potential County Role: **SUPPORT**)
10. **Advanced High Speed Internet.** Encourage the development of the most advanced, reliable high-speed Internet and data access countywide, ensuring high-capacity broadband in employment areas such as the North Coast Business Park. (Potential County Role: **PARTNER**)
11. **Rural Economic Development.** Focus infrastructure improvements to promote appropriate economic development in the county's rural communities. (Potential County Role: **LEAD/PARTNER**)
12. **Downtown Revitalization.** Support continued revitalization of Downtown Astoria, Warrenton, Seaside and Cannon Beach. (Potential County Role: **SUPPORT**)
13. **Astoria Waterfront Public Market.** Develop a public market in Astoria that builds on its waterfront and Columbia River access. (Potential County Role: **SUPPORT**)
14. **Local Food Production.** Promote small farms and year-round farmers market that support local food production and attract young farmers. (Potential County Role: **SUPPORT**)
15. **'Value-Added' Natural Resource Industries.** Encourage the development of more "value-added" natural resource-based industries in Clatsop County. (Potential County Role: **PARTNER**) (*Note: moved from Environment, Natural Resources & Recreation as suggested.)*
16. **Youth Jobs.** Create jobs targeted to promote youth retention in the county.

## ARTS, CULTURE & HISTORY

***In 2030, Clatsop County*** *arts and culture reflect the essence of this place – its scenic beauty and natural resources, rich history and cultural traditions, and diverse and creative people. The arts are truly embedded in the county, its communities, and its educational system. They are also an integral part of our emerging economy. Artists, craftspeople, designers, graphic artists, and "creatives" can earn a good living here, contributing to the diversity and vibrancy of our economy. We celebrate our culture through art, music, theatre, dance, performance, literature and poetry – and through our museums, galleries, historical and cultural attractions, schools and classrooms, festivals and events. We have greatly increased arts opportunities for our youth, and our arts and cultural facilities are well supported – and treasured – by the community.*

### POTENTIAL STRATEGIES TO ACHIEVE OUR VISION…

1. **Arts and Culture Promotion.** Promote Clatsop County as a center of arts and culture, artistic entrepreneurialism, and value-added arts industries. (Potential County Role: **PARTNER**)
2. **Arts as Economic Development.** Advance arts and crafts, culture and historic preservation as key economic development strategies for the county. (Potential County Role: **PARTNER**)
3. **Government Support for Arts.** Promote expanded support of local arts and cultural organizations by local government. (Potential County Role: **PARTNER**)
4. **Arts Council of Clatsop.** Expand the involvement and diversity of the Arts Council of Clatsop. (Potential County Role: **LEAD**)
5. **New Arts Events and Activities.** Promote new arts, music, theatre, dance and lecture events and activities as part of the arts and culture economy. (Potential County Role: **PARTNER**)
6. **New Arts Venues.** Support the creation of new and/or improved venues for the arts that support the arts and culture economy, including an Arts and Cultural Center. (Potential County Role: **SUPPORT**)
7. **Financial Support for the Arts.** Increase financial support for arts, culture and historical facilities and centers. (Potential County Role: **PARTNER**)
8. **Arts Education and Career Training.** Support increased education and career training opportunities in the arts for youth. (Potential County Role: **SUPPORT**)
9. **Stronger Countywide Arts Connections.** Encourage stronger connections between local arts communities, opening artist up access to venues countywide. (Potential County Role: **PARTNER**)
10. **Arts and Cultural Destinations.** Advance Downtown Astoria, Seaside and Cannon Beach as tourist, arts and cultural destinations. (Potential County Role: **SUPPORT**)
11. **Center for Historical Research.** Promote Clatsop County as a center for historical research through libraries, archives, local historical centers and museums.
12. **Riverwalk and Prom Enhancement.** Encourage the maintenance and further enhancement of the Astoria Riverwalk and the Seaside Prom. (Potential County Role: **SUPPPORT**)
13. **Arts Tourism.** Encourage arts tourism throughout the county including those tourists who arrive by cruise ships. (Potential County Role: **SUPPORT**)

## HEALTH, SAFETY & RESILIENCE

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### POTENTIAL STRATEGIES TO ACHIEVE OUR VISION…

1. **Health and Wellness Strategy.** Develop a comprehensive strategy and programs to improve public health and wellness through education, lifestyle, nutrition, and access to health care. (Potential County Role: **LEAD**)
2. **'Active Living' Education.** Promote public education on "active living" and the benefits of healthy eating and lifestyles. (Potential County Role: **LEAD**)
3. **CCC Health and Wellness Center.** Support development of Clatsop Community College's Health and Wellness Center. (Potential County Role: **SUPPORT**)
4. **Affordable Childcare.** Expand access to affordable childcare for low-wage workers and the working poor. (Potential County Role: **LEAD**)
5. **Services for Older Adults.** Improve and enhance appropriate, useful programs and services for older adults and retired people. (Potential County Role: **PARTNER**)
6. **Public Transportation Improvements.** Encourage improvements to public transportation and promote its increased usage by residents. (Potential County Role: **SUPPORT**)
7. **Highway 101 Safety.** Encourage improvements to vehicular, bicycle and pedestrian safety on Highway 101. (Potential County Role: **PARTNER**)
8. **Smoke-Free County.** Promote a smoke-free county both indoors and outdoors. (Potential County Role: **PARTNER**)
9. **Community-Based Community Development.** Support expanded community-based community services and programs such as co-ops, time banks, etc. (Potential County Role: **SUPPORT**)
10. **Community Involvement and Volunteerism.** Support expanded and increased and support community involvement and volunteerism countywide. (Potential County Role: **SUPPORT**)
11. **Law Enforcement, Fire and EMS Funding.** Support improved funding for County Sheriff, Fire and EMS operations through direct and indirect sources. (Potential County Role: **LEAD/PARTNER**)
12. **Rural Emergency Services.** Seek appropriate means to expand emergency services in rural areas and unincorporated communities where necessary. (Potential County Role: **PARTNER**)
13. **Community Emergency Response Teams.** Promote citizen involvement in Community Emergency Response Teams (CERT) programs, ham radio operators, and the Red Cross and its volunteers. (Potential County Role: **LEAD**)
14. **Youth CERT Involvement.** Create specific programs for youth involvement in local Community Emergency Response Team (CERT). (Potential County Role: **LEAD**)
15. **Countywide Emergency and Resiliency Plan.** Develop a comprehensive countywide emergency and resiliency plan. (Potential County Role: **LEAD**)
16. **Tsunami Education and Awareness.** Improve tsunami education and awareness, including critical information on moving to 'higher ground' for both residents and visitors. (Potential County Role: **LEAD**)
17. **Electrical Supply Strategy.** Support utility coordination and redundancy throughout the County to ensure consistent service and mitigate power outages. (Potential County Role: **SUPPORT**)
18. **Mental Health.** Improve mental health services including the development of a "safe room". (Potential County Role: **PARTNER**)

## EDUCATION & LEARNING

***In 2030, Clatsop County*** *residents are better educated than ever, improving their lives and livelihoods. We take great pride in our capacity to learn in a variety of ways. Our schools are well funded and recognized for their academic strength. Our high schools have maximized their graduation rates. They provide students with multiple pathways to better jobs and higher education, and help them become active, contributing members of the community. Clatsop Community College is a uniting institution and catalyst in our community, with expanded vocational training offerings that prepare students to earn a living wage in the professions and trades, as well as worker re-training and lifelong learning for older students. A college education is accessible to all qualified local residents, who can now earn a four-year degree without leaving the county. Our libraries have significantly enhanced their educational, community and learning services with increased access and availability.*

### POTENTIAL STRATEGIES TO ACHIEVE OUR VISION…

1. **Long-Term Education Funding (PreK-20).** Support development of a long-term strategy to achieve adequate and sustainable funding for all county PreK-20 educational institutions. (Potential County Role: **SUPPORT**)
2. **Schools Programs Coordination.** Explore expanded coordination of school programs, where applicable. (Potential County Role: **SUPPORT**)
3. **Endowed Teacher Positions.** Establish endowed teacher positions in public schools. (Potential County Role: **SUPPORT**)
4. **Career-Technical Education Pathways.** Enhance career-technical education pathways for students. (Potential County Role: **SUPPORT**)
5. **High-Tech Job Training Center.** Encourage the development of a high-tech job-training center at Tongue Point. (Potential County Role: **PARTNER**)
6. **Police, Fire and EMS in Schools.** Promote expanded Police, Fire and EMS training in local schools. (Potential County Role: **SUPPORT**)
7. **Fire and EMS Certification in Schools.** Support the creation of a Fire and EMS volunteer certification program for high school graduates. (Potential County Role: **SUPPORT**)
8. **Student Civic Engagement.** Assist with development of programs to promote student involvement in civic engagement and citizenship. (Potential County Role: **PARTNER**)
9. **CCC-OSU Collaboration.** Support the enhancement of Clatsop Community College-OSU collaboration for expanded education and training classes and programs. (Potential County Role: **SUPPORT**)
10. **CCC-Higher Education Partnerships.** Support partnerships between Clatsop Community College and other institutions of higher education, including an 'open campus' arrangement and online classes. (Potential County Role: **SUPPORT**)
11. **LIFELONG LEARNING.** Increase access to lifelong learning opportunities through CCC and other community institutions.
12. **OSU Extension Community Agriculture.** Expand OSU Extension community agriculture courses for food growing and preparation. (Potential County Role: **SUPPORT**)
13. **Expanded Library Services.** Improve and expand educational library services throughout the county, including reading courses, interlibrary exchanges, digital programs and computer skills. (Potential County Role: **PARTNER**/SUPPORT
14. **English Language Classes.** Expand English language classes in Cannon Beach, Seaside, Astoria, and Westport. (Potential County Role: **SUPPORT**)
15. **Latino Population Integration.** Promote awareness and programs to better integrate County's growing Latino population into the community. (Potential County Role: **PARTNER**)
16. **Activities for Youth.** Partner with municipal and state entities to expand and/or improve recreational and educational programs and activities for youth. (Potential County Role: **PARTNER**)

## ENVIRONMENT, NATURAL RESOURCES & RECREATION

***In 2030, Clatsop County*** *preserves its natural beauty and shares it with the world. We are rich in natural resources, with mountains, forests, rivers, ocean beaches, wetlands and estuaries, thriving wildlife, and plenty of clean, fresh air. Our natural environment is a key contributor to our quality of life. It presents unique opportunities for a vibrant yet sustainable economy that is in balance with nature. Our forestlands are sustainably managed, with portions permanently protected for their inherent natural value. Our parks and natural areas offer ample opportunities for outdoor recreation and healthy, active lifestyles. Our communities constantly connect us to our surroundings – set in nature, livable, and linked by walking paths and bike trails. This ever-present connection to nature sustains and inspires us to be better stewards of our environment.*

### POTENTIAL STRATEGIES TO ACHIEVE OUR VISION…

1. **Protection of Natural Resource Base.** Develop new strategies and land use policies that strengthen preservation and protection of the County's natural resource base. (Potential County Role: **LEAD/PARTNER**)
2. **Economic Development and Natural Resources.** Develop new strategies and programs to balance economic development with preservation of our natural resource base. (Potential County Role: **PARTNER**)
3. **Sustainable Forestry Promotion.** Promote sustainable forestry and timber industry practices throughout the county. (Potential County Role: **PARTNER**)
4. **Natural Areas, Fish and Wildlife Habitat Protection.** Maintain and protect natural areas of all types for fish and wildlife habitat and corridors, as well as public access, enjoyment and recreation. (Potential County Role: **PARTNER**)
5. **Fish and Wildlife Habitat Restoration Plans.** Support watershed councils, land trusts and local communities in developing wildlife habitat restoration action plans and priority projects. (Potential County Role: **PARTNER**)
6. **Parks in Emerging Population Centers.** Seek opportunities to develop and/or expand parks in emerging population centers, unincorporated areas, and villages within walking distance of residential areas. (Potential County Role: **PARTNER**)
7. **Highway 101 Scenic Corridor.** Appropriately zone for commercial areas in order to protect views and vistas along the Highway 101 scenic corridor. (Potential County Role: **PARTNER**)
8. **Water Quality and Conservation Awareness.** Promote increased public awareness of water as a natural resource and water use and conservation in the County. (Potential County Role: **PARTNER**)
9. **Commercial and Residential Solar Energy.** Promote alternative energy sources and increased energy efficiency in commercial and residential buildings countywide. (Potential County Role: **PARTNER**)
10. **Commercial and Residential Recycling.** Encourage expansion of commercial and residential recycling and composting options countywide, including unincorporated areas. (Potential County Role: **PARTNER**)

## COMMUNITY DEVELOPMENT & PLANNING

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### POTENTIAL STRATEGIES TO ACHIEVE OUR VISION…

1. **Public Involvement in Planning.** Continue to engage citizens countywide in public involvement programs for community and community-based planning. (Potential County Role: **LEAD**)
2. **Planning Partnerships and Collaboration.** Promote stronger collaboration, partnerships and ventures between public, private and civic sector organizations in planning for the county. (Potential County Role: **PARTNER**)
3. **Prevention of Urban Sprawl.** Encourage innovative and thoughtful planning initiatives for future development that avoids urban sprawl. (Potential County Role: **PARTNER**)
4. **Affordable Housing.** Promote development of a range of affordable housing types and locations, including workforce housing. (Potential County Role: **PARTNER**)
5. **Short-term Housing Rentals.** Develop improved policies and stronger controls over short-term housing rentals. (Potential County Role: **LEAD**)
6. **Alternative Modes of Transportation.** Support increased public education and awareness on the use of alternative modes of transportation and promote its use. (Potential County Role: **SUPPORT**)
7. **Parks and Green Spaces in New Development.** Incorporate green spaces, parks, natural areas and wildlife migration corridor planning in all new development. (Potential County Role: **PARTNER**)
8. **Roadway and Street Improvements.** Improve and increase maintenance of existing roadways, streets, bike lanes and sidewalks. (Potential County Role: **PARTNER**)
9. **Pedestrian and Bicycle Programs and Amenities.** Improve and enhance pedestrian and bicycle programs and amenities. (Potential County Role: **PARTNER**)
10. **Tree Planting Programs.** Develop policies and zoning to encourage increased tree planting in unincorporated urban areas and local communities. (Potential County Role: **LEAD**)
11. **Enhanced Wetland Protection.** Promote enhanced wetland protection through local wetland inventories, strong land use planning, public education and awareness, and enforcement. (Potential County Role: **LEAD**)
12. **Residential Solar Energy Adoption.** Accelerate adoption of residential solar energy use. (Potential County Role: **SUPPORT**)
13. **Health Impact Analysis.** Incorporate health impact analysis into planning for new developments. (Potential County Role: **LEAD/PARTNER**)
14. **Climate Change and Disaster Planning.** Update land use planning to be more responsive to changing climate conditions and natural disasters (i.e., climate change impacts, earthquake/tsunamis, floods, large storm events, etc.). (Potential County Role: **LEAD/PARTNER**)
15. **Coordination of Regional Planning.** Facilitate multi-jurisdictional and regional planning efforts. (Potential County Role: **PARTNER**)

CLATSOP VISION
2030TOGETHER

# CLATSOP COUNTY COMMUNITY PROFILE

## A Summary of Trends, Issues and Questions for Our Future

**March 2014**

**VERSION 1.0, DISCUSSION DRAFT – 03.07.14**

CLATSOP VISION
2030TOGETHER

**CLATSOP VISION 2030 TOGETHER** is a 'visioning process' for the people of Clatsop County, Oregon. Sponsored by Clatsop County, this planning project is designed to engage residents from across our county in a dialogue on where we are as a county today, where we may be headed tomorrow, and where we would like to be in the future – a vision for our county in the year 2030.

The vision and goals developed through this conversation will be used to guide the policies, plans, decisions and actions of Clatsop County, and available to inform the decisions and actions of Clatsop County's cities and unincorporated communities, local businesses, civic organizations, and community groups countywide.

This **draft document** summarizes information gathered from state, county and local data and forecasts, interviews with community leaders and organizations, websites, and other sources. It is intended to provide a general background for the visioning process and a starting point for a community dialogue.

Information presented in this report is organized into the **six draft focus areas** of the **Clatsop Vision 2030 Together** vision: Economy and Jobs; Arts, Culture and History; Health, Safety and Community Resilience; Education and Learning; Environment and Recreation; and Community Development and Planning. These focus areas and compiled information will be updated and refined based on input received from the wider community.

# Clatsop County at a glance…

CLATSOP VISION
2030TOGETHER

## Geography

- Total area: 1,085 square miles, including both land and waterways
- Total area, land only: 905 square miles
- Total area, water only: 180 square miles
- Percentage of land owned by State of Oregon, primarily as forestland: circa 30%
- Highest point in the county: Saddle Mountain summit, elevation 3,280 feet

## Population & Demographics

- Estimated county population (2012): 37,301
- Total county population (2010): 37,039
- Total county population (2000): 35,630
- Average population density (2010): 41 people per square mile
- Racial composition (2000): White, 93.14%; mixed race, 2.3%; Asian, 1.21%; Native American, 1.03%; African American, 0.52%; Pacific Islander, 0.17%.
- Hispanic population (2000) (may be of any race): 4.48%
- Total county households (2000): 14,703
- Average household size (2000): 2.35
- Median age (2000): 40 years old
- Median income (2000): $36,301
- Median income, families (2000): $44,575
- Per capita income (2000): $19,515
- Percentage of population living below poverty line (2000): 13.2%
- Percentage of families living below poverty line (2000): 9.1%

## Cities & Unincorporated Communities:

- Astoria, pop. 9,477 (2010)
- Seaside, pop. 6,457 (2010)
- Warrenton, pop. 4,989 (2010)
- Canon Beach, pop. 1,690 (2010)
- Gearhart, pop. 1,462 (2010)
- 35 unincorporated communities – from Arch Cape to Westport

## Economy

- Principal industries: manufacturing, tourism, trade, timber, fishing
- Average nonfarm employment (2007): 17,480

## Did you know?

- Clatsop County is named for the Native American tribe who first inhabited the area.
- Lewis & Clark's Corps of Discovery encamped in the area in the winter of 1805-06.
- Astoria, established in 1811, is the oldest city in the county and county seat.
- Fort Stevens is the only continental U.S. military installation attacked during WWII.
- The Port of Astoria will turn 100 years old in 2014.

# Focus Area 1 – Economy & Jobs

CLATSOP VISION 2030TOGETHER

## Where are we today?

- Clatsop County's economy suffered during the Great Recession; today the county's economy is improving although unemployment persists. Wages are chronically low.
- While the county today is less dependent on traditional natural resource industries, forestry in particular remains a significant part of the local economy.
- Logging in the county has not been as heavily impacted as other Oregon counties in recent years, partly due to the large amount of forest land in State or private ownership.
- Major employers in the county include Wauna Paper Mill (Clatskanie), Lektro (Warrenton), U.S. Coast Guard (Astoria, Warrenton) and Astoria School District 1.
- Other major employment sectors include health care, government, services and retail.
- Astoria, Warrenton and Seaside draw significant retail trade from Washington.
- Astoria, Seaside and Cannon Beach attract large numbers of visitors and tourists, including seasonal tourists and cruise ships passengers.
- The Port of Astoria growth has had static growth in recent years, but remains a significant factor in the local economy.
- Many other employers in the county are very small businesses.

## Where are we headed tomorrow?

- Clatsop County's economy is slowly diversifying away from natural resources.
- Fishing-related industries are a relatively smaller factor in the county's economy.
- Travel and tourism account for an increasing share of the county's economy.
- Clatsop Community College (CCC) is becoming an important force in the diversification of the county's economy, with a focus on job training and workforce development.
- Increased traffic and traffic congestion will likely further strain the county's highway system and economic growth (U.S. Routes 26, 30, and 101).
- The county's limited highway system may constrain urban growth and development.
- New commercial development in the county has had major impacts on local wetlands.

## What issues will we face?

- What is the future of Clatsop County's traditional natural resource industries?
- What new industries will replace jobs that may be lost in natural resources?
- What is the future of large-scale energy-related developments (LNG terminals, coal shipment facilities, etc.) in the county's economy? How would these industries affect local jobs? What would their environmental impacts be?
- How can CCC continue to contribute to job growth and economic diversification in the county?
- How can the county establish more employment opportunities to retain young people who have received higher education or training here but tend to move away?
- What is the future role of tourism in the county? Are there tourism niche markets that would further distinguish and enhance the local economy?
- What is the economic future of smaller, more rural communities in the county?

# Focus Area 2 – Arts, Culture & History

CLATSOP VISION 2030TOGETHER

## Where are we today?

- Framed by the Coast Range, Columbia River and Pacific Ocean, and rich in arts, culture and history, Clatsop County is a travel and tourism magnet.
- As the terminus of Lewis and Clark's Corps of Discovery (1805-06), the county is the spiritual home of one of the most legendary expeditions in American history.
- The county's traditional natural resource industries, and the ethnic groups that have worked in them, continue to flavor local heritage, culture and tourist attractions.
- Astoria has numerous historical, arts and cultural attractions, including Fort Stevens State Park, Fort Clatsop National Memorial, Columbia River Maritime Museum, Astoria Visual Arts Center, CCC Art Center Gallery, and Second Saturday Art Walk.
- Seaside, Oregon's oldest ocean resort community, is an annual draw for seasonal vacationers, featuring the Seaside Aquarium and Seaside Historical Society Museum.
- Cannon Beach, with the iconic Haystack Rock and Oregon Islands National Wildlife Refuge, has a thriving arts and cultural scene with galleries, festivals and theatre.
- Local arts groups in the county have increased rapidly, including both visual (painters, print-makers, fiber arts, quilting) and performing artists (theatre, poetry, music).
- The Arts Council of Clatsop Council supports, promotes and advocates for local arts.

## Where are we headed tomorrow?

- Arts, culture and historical tourism have an increasing presence in Clatsop County.
- Astoria is becoming an arts center, tourist hub and visitor attraction in its own right.
- There will be increased impacts of tourism on local traffic, congestion, and cost of living.
- Tensions may continue between local residents who live and work in the county's communities, and tourists who come to visit, recreate and enjoy its amenities.
- Tensions *within* the county may continue between the blue collar, working "north," and the more affluent, vacationing "south" – or it may subside as tourism becomes more present across the county.

## What issues will we face?

- How can Clatsop County's history, heritage and culture be maintained in the face of increasing population, economic growth and new urban development?
- How will the expansion of the county's tourism economy impact the livelihoods of county residents?
- How can tourism become a driver for living wage jobs in the county?
- How can the county mitigate the impact of increased tourism on local traffic, congestion, and the cost of living?
- How will local communities address the tensions between those who live and work in local communities, and those who visit, recreate or vacation here?

# Focus Area 3 – Health, Safety & Resilience

CLATSOP VISION 2030TOGETHER

## Where are we today?

- Clatsop County has a high rate of poverty, particularly in its interior, more rural areas.
- Low wages and chronic poverty lead to poorer general public health in the county.
- A large number of children in the county are uninsured. The State sponsored, County-administered Healthy Kids program provides low-to-no-cost insurance for children.
- The Coastal Families Health Center, a Federally Qualified Health Center, provides comprehensive health care regardless of ability to pay. It sees 5,000 patients annually.
- Community attitudes about self-reliance and resistance to public assistance prevent some residents from seeking out and obtaining health care, particularly in rural areas.
- County-provided social services are currently stretched thin due to lack of adequate financial support. County jails, in particular, operate on minimal funding.
- There are no facilities for mental health services in the county. Neither the medical center nor the county jail can accommodate patients' or inmates' mental health needs.
- Youth and student homelessness is a continuing problem in urban areas.
- Drug abuse is a significant problem in the county, including heroin, methamphetamine, oxycodone (prescription painkiller), and alcohol.
- Much of the drug issue is centered in the rural interior of the county. Meth labs are a public safety threat and law enforcement issue.
- Emergency response is a challenge countywide, due in part to the far-flung geography of the region and inherent constraints of the road and highway system.
- Emergency response times are a particular issue for the interior and southern county. Many areas are reliant on volunteer fire departments for emergency response.
- Countywide emergency preparedness initiatives are making progress, but still have a long way to go in terms of readiness for a major natural disaster (i.e., tsunami).

## Where are we headed tomorrow?

- Clatsop County's older population will require attention to age-related health issues, as well as to chronic conditions exacerbated by poor nutrition, obesity, tobacco use, etc.
- A new model emphasizing patient-driven health care is being instituted in some clinics focusing on prevention and client population self-management.
- The County is looking into the hidden costs of an "events-driven" tourist economy, including public police protection, safety patrols, drinking and disorderly conduct, etc.
- Volunteerism, especially around fire protection and emergency response, will continue to play a critical role in the county, especially in rural areas.
- The County is looking at more intergovernmental agreements (IGAs) between incorporated areas to leverage public safety dollars and protect public health.
- Emergency signage, emergency routes and public drills require more attention.

## What issues will we face?

- How should the community respond to escalating public health and safety issues, including fire and emergency response, drugs, poor public health, youth homelessness and health issues, the medically uninsured, and a lack of mental health services?
- How should the county prepare for a major public emergency (earthquake, tsunami)?

# Focus Area 4 – Education & Learning

CLATSOP VISION 2030TOGETHER

## Where are we today?

- Clastsop Community College (CCC), a two-year institution with facilities in Astoria and Seaside, is the hub of higher education in Clatsop County.
- CCC offers 5 associate degree programs, 21 applied science programs, and two degree partnership programs with Portland State University and Oregon State University offering joint admission and concurrent enrollment.
- CCC's main campus includes an Art Gallery Center, Performing Arts Center, and the Marine and Environmental Research and Training Station (MERTS).
- CCC's South County Campus in Seaside is the college's center for small business and economic development services.
- CCC offers a regular schedule of general workforce training and lifelong learning classes.
- The county has 5 school districts (Knappa, Warrenton Hammond, Astoria, Jewell, and Seaside) with a total of 15 schools serving an estimated 6,045 enrolled students (2013).
- High school graduation rates in the county are considered below average.
- The Northwest Regional Educational Service District's Clatsop Service Center assists schools in achieving State goals by providing opportunities for local students.
- Tongue Point Job Corps Center in Astoria teaches young people job skills to increase their employability, including in advanced manufacturing, automotive and construction.

## Where are we headed tomorrow?

- CCC will play an increasingly important role in economic and business development in Clatsop County, focusing on skills development, job training and innovation.
- CCC is partnering with Columbia Memorial Hospital in Astoria and Providence Seaside Hospital to provide nursing staff and share information and resources.
- CCC financing is restricted by ongoing shortage of State funds for which it competes.
- CCC has received the go-ahead to build an $8 million student health and wellness center with indoor running track, but must first raise the funding match locally.
- There some resistance to post-secondary education in the Hispanic community due to fear of taking on financial debt.
- The county's school districts are limited by available funding and tight budgets. Voters have turned down some local school district levies in recent years.

## What issues will we face?

- How can Clatsop County increase its overall high school graduate rates?
- How can the county increase its emphasis on post-secondary education as the economy continues to move beyond traditional natural resource and blue collar jobs?
- How can the county increase participation in post-secondary education in some parts of the community, including the Hispanic community?
- What are the prospects for establishing a four-year higher educational institution presence or extension in the county?

# Focus Area 5 – Environment & Recreation

CLATSOP VISION 2030TOGETHER

## Where are we today?

- Clatsop County's mountains forests, rivers and beaches frame and define the region and its identity, from the Coastal Range to the Columbia River to the Pacific Ocean.
- The county's pristine beaches offer a unique environmental perspective on the region's history, showcasing the outcomes of Oregon's famous beach protection laws.
- Approximately 30% of all county forestland is owned by the State of Oregon.
- Much of the country's forestlands are privately owned; the Campbell Group LLC of Portland is the largest private holder of land in the county.
- Tension over preservation versus development of the environment has been an ongoing theme in the county's historical growth and development. Public attitudes tend to go back and forth on this issue.
- Significant restoration of natural areas in the county has occurred in recent years.
- The county's natural environment and resources attract waves of visitors annually. Tourism is a major source of economic growth for the region and revenue for the county.
- The trade-off between tourism's economic benefits and its impacts, including the impact of part-time residents, is an ongoing issue and concern in the county.
- Despite all its bountiful natural resources and tourism industry, the county lacks adequate public recreational facilities and amenities.

## Where are we headed tomorrow?

- Forestry will likely continue to be a major factor in Clatsop County's economy well into the future.
- Tension over preservation versus development of the county's natural resources will continue to be an important discussion topic in years to come.
- Increased environmental concerns can be expected regarding proposals for large-scale energy related facilities, shipping and freight (e.g., LNG, coal, gas).
- Increased environmental concerns can be expected with future proposals for land development on environmentally sensitive lands (e.g., wetlands).
- Forest-related "ecotourism" is starting to become an established form of tourism in the county.

## What issues will we face?

- How can Clatsop County continue to benefit economically from its natural resources while enhancing its environment and quality of life?
- What are the opportunities to generate job growth through sustainable forestry practices, development of environmentally-friendly industries and green jobs, and ecotourism?
- What forms of tourism would bring the greatest benefit to the county's environment and quality of life?
- What should the country's approach be to development of proposed large-scale energy related facilities, shipping and freight?

# Focus Area 6 – Community Development & Planning

CLATSOP VISION 2030TOGETHER

## Where are we today?

- Pressures from new growth and development in Clatsop County have lessened slightly in recent years, due in part to the Great Recession.
- Major commercial development in the county has been concentrated in a few big box commercial areas in Warrenton and Seaside.
- Constraints of the local highway system continues to be an issue with growing tourism generating additional traffic. Highway 101 is the greatest area in need of attention.
- Seaside has grown east of Highway 101 with its most recent commercial development.
- Some commercial development in the county has impacted environmentally sensitive areas such as wetlands, generating local controversy.
- Smaller development projects in some areas have generated design review and historic preservation issues.
- Housing prices in the county are somewhat depressed.
- There is a perceived divide between housing for the working class and permanent residents of the county versus second-home owners in the county.
- The County's population can increase from 38,000 to 200,000 on major weekends, taxing the community's traffic, roads, parks, and public safety services.

## Where are we headed tomorrow?

- A major proposed energy-related development (LNG, coal, gas) going forward in Clatsop County is likely to generate controversy.
- Increased tourism will increase impacts on the county's traffic, roads, parks and public safety services.
- Highway 101 in Seaside and Highway 30 in Astoria are potential candidates for development of a bypass.

## What issues will we face?

- How will Clatsop County handle the increase impact of growing tourism on local traffic, roads, parks and public safety services.
- What would be the impact of proposed energy-related developments (LNG, coal, gas) on local development, urban services, traffic and roadways, and the environment?
- When and how will the county proceed with improvement on the local road and highways system to relieve traffic and congestion?

# TAB 27
# CLATSOP COUNTY 2012 STRATEGIC PLAN

# Clatsop County Strategic Plan

March

# 2012

The Clatsop County Strategic plan is a compilation of the best intentions of the County Board of Commissioners to work together to create and achieve great programs and projects during the coming years. This document is intended to invite discussion and be updated and revised each year as the County's needs and priorities change.

A blueprint for an exciting future.

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# Executive Summary

Clatsop County is entering the 168th year of formal governmental organization. The County leadership for several years has requested a strategic plan. A strategic plan can serve as a focal point of agreement regarding what is important to the County. Few governmental organizations offer the communities they serve a strategic plan to use to hold the elected and appointed officials accountable. This plan should be discussed each year and revised as projects are completed or are felt to no longer be appropriate. The life of the plan is the responsibility of the staff and elected officials of the County. The plan should be considered each year during October by the Planning Commission so that the input can be incorporated into the Board discussion in January or February of each year.

## Prioritizing the Plan

Setting priorities is an interesting challenge. Some of the projects are underway and have momentum, and the rest are waiting for activity either by the County staff, the Board or the public. In the information attached to the Executive summary, the projects are organized as they were prioritized by the County Board during the 2012 retreat held on February 29. The Board opted to review the excellent prioritization process completed by the Planning Commission and then made adjustments to their recommendation.

The projects were prioritized based on the criteria which were weighted as identified in Table 1.

**Table 1**
**Strategic Plan Prioritization**

| Criteria | Value Compared To All Criteria (1-5) |
|---|---|
| **Revenue Availability – Is the project funded including both capital and operating costs?** | **5** |
| **Public Need – Does the project address a specific public need?** | **3** |
| **Cost Compared to Benefit – Do the benefits of the project outweigh the cost?** | **5** |
| **Constituent Development – Does the project build community? Does it address a specific need in an area or the whole County?** | **4** |
| **Supported by the Agencies-is the project supported by the agencies including cities, districts, state and federal?** | **3** |
| **Comparison of One Project Versus Another - Is the project a higher priority than other projects on the list? This is the 'gut feel' criteria.** | **5** |
| **Emergency Preparedness-Do the projects prepare the County for an emergency?** | **5** |
| **TOTAL** | **30** |

The prioritization values were compared with each project as provided on the attached work sheet. It is important to note that based on this list of values Revenue Availability would score not more than 5 while the Supported by the Agencies would not score more than 3. The values may need to be revised and the number of criteria increased or decreased depending on future discussions with the Planning Commission and Board.

**Summary**

The development of this Strategic Plan would not have been possible without the assistance the County Departments Heads and their staff that provided invaluable input and stepped up to provide the details that make the plan valuable. Nicole Williams, Assistant County Manager reviewed, managed the Department Directors' input and gathered the revised projects. Valarie Crafard, Clerk to the Board, provided formatting and editing services. The Planning Commission reviewed each project by dedicating an hour over the course of five meetings starting in October of 2011. Finally, thanks to the Board of Commissioners for their patience and leadership that has allowed the staff to develop this plan.

Sincerely,

Duane Cole
County Manager
**0**

# Status of Projects and Programs

| | | | |
|---|---|---|---|
| | **Clatsop County** | | |
| | **Strategic Projects and Programs** | **Spring 2012** | |
| | | | |
| | **Projects** | **Lead Department** | **Supporting Department(s)** |
| | **Projects Underway** | | |
| | *Sheriff's Office* | | |
| | Remodel and Expand Jail | Sheriff's Office | Building and Grounds |
| | *Planning* | | |
| | Ocean Planning | Planning | |
| | Tsunami Evacuation route planning and development | Planning | Public Works; Emergency Management |
| | *Public Works* | | |
| | Update Transportation System Plan | Public Works | Planning |
| | Camp Rilea to Surf Pines Improvement Plan | Public Works | Planning |
| | Westport Ferry Access | Public Works | Planning |
| | Westport Boat Landing | Public Works | Planning |
| | Westport Ferry Landing | Public Works | Planning |
| | Westport Park Development | Public Works | Planning |
| | Highway 101 Flooding | Public Works | Planning |
| | Ensign Lane Extension | Public Works | Planning |
| | Levee/Dike Certification process | Public Works | Planning |
| | *Public Health* | | |
| | DEQ Septic Permitting | Public Health | Public Works |
| | Public Health Accreditation | Public Health | |
| | Coordinated Care Organization | Public Health | County Manager |
| | *Building and Grounds* | | |
| | Historic Courthouse Landscaping | Building and Grounds | |
| | *Emergency Management* | | |
| | Emergency Comunications wing development | Emergency Management | |
| | Warning Siren System | Emergency Management | County Manager |
| | Communication Site Improvements (OWIN) | Emergency Management | County Manager |
| | Japanese Tsunami Debris Identification and Removal | Emergency Management | Public Works |
| | *Fair* | | |
| | Fairgrounds Lower Field Wetland Mitigation | Fair | |
| | *County Manager* | | |
| | North Coast Business Park Marketing | County Manager | Public Works |
| | Fisheries and Estuary County Coalition | County Manager | Public Works |
| | *Juvenile* | | |
| | Early Childhood Learning Council organization | Juvenile Department | |
| | | | |
| | **Projects Prioritized by Board** | | |
| | *Planning Projects* | | |
| 1 | County Technology Plan - Update | Information Technology | All Departments |
| 2 | Historic Preservation Program | Planning | |
| 3 | Comprehensive Plan Update | Planning | |
| 4 | Transmission Line Standards | Planning | Public Works |
| 5 | Re-establish Citizen Advisory Committees | Planning | |
| 6 | Renewable Energy Plan | Planning | Building and Grounds; Public Works |
| 7 | Estuary Planning | Planning | |
| 8 | Sustainability Plan | Planning | |
| 9 | Housing Quality Plan | Planning | |
| 10 | Criminal incarceration, rehab. and prevention plan | Sheriff's Office | County Manager |
| | | | |
| | *Projects* | | |
| 1 | Westport Slough Dredging | Public Works | Planning |
| 2 | Fire Station Access Development | Public Works | Planning |
| 3 | Westport Traffic Calming & Pedestrian Imp. | Public Works | Planning |
| 4 | Countywide By-Pass, Truck, Evac. Route | Public Works | Planning |
| 5 | DSL Permitting by County | Public Works | Planning |
| 6 | Clatsop Plains Wastewater | Public Health | Public Works |
| 7 | Environmental Evaluation and Sediment Clean-up Columbia River Estuary | Planning | Public Works |
| 8 | East County Dock Expansion | Public Works | Planning |
| | | | |
| | *Facilities* | | |
| 1 | North Coast Business Park Development | County Manager | County Manager |
| 2 | Recycling Center for Household Hazards Wst | Public Health | Building and Grounds |
| 3 | Joint Public Works Location | Public Works | |
| | | | |
| | **Projects for Staff and Projects Not Prioritized** | | |
| | Fee Study Update | Finance | All Departments |
| | Internal Financial Controls Assessment and Plan | Finance | All Departments |
| | Workforce Plan for County Organization | Human Resources | All Departments |
| | Water Resource Planning | Public Works | Planning, Public Health |

# Project Cost and Revenue

**Clatsop County**
**Strategic Projects and Programs**
**Spring 2012**

| Projects | TOTAL | REVENUE State | Special Levy | Road | Industrial Development | Fees and Charges | Non-profit. | Net Cost |
|---|---|---|---|---|---|---|---|---|
| **Projects Underway** | | | | | | | | |
| *Sheriff's Office* | | | | | | | | |
| Remodel and Expand Existing Jail - subject to vote | $ 14,000,000 | | | | | | | $ 14,000,000 |
| *Planning* | | | | | | | | |
| Ocean Planning | $ 30,000 | | | | | | | $ 30,000 |
| Tsunami Evacuation route planning and development | $ 100,000 | | | | | | | $ 100,000 |
| *Public Works* | | | | | | | | |
| Update Transportation Sys. Plan | $ 100,000 | $ 50,000 | | | | | | $ 50,000 |
| Camp Rilea to Surf Pines Improvement Plan | $ 10,000,000 | $ 9,000,000 | | | | | | $ 1,000,000 |
| Westport Ferry Access | $ 900,000 | | | | | | | $ 900,000 |
| Westport Boat Landing | $ 800,000 | $ 800,000 | | | | | | $ - |
| Westport Ferry Landing | $ 900,000 | $ 720,000 | | | | | | $ 180,000 |
| Westport Park Development | $ 250,000 | $ 200,000 | | | | | | $ 50,000 |
| Highway 101 Flooding | $ 1,150,000 | $ 1,000,000 | | | | | | $ 150,000 |
| Ensign Lane Extension | $ 3,200,000 | | | | $ 3,200,000 | | | $ - |
| Levee/Dike Certificaton process | $ 50,000 | | | | | | | $ 50,000 |
| *Public Health* | | | | | | | | |
| DEQ Septic Permitting | $ 25,000 | | | | | | | $ 25,000 |
| Public Health Accreditation | $ 25,000 | | | | | | | $ 25,000 |
| Coordinated Care Organization development | ? | | | | | | | ? |
| *Building and Grounds* | | | | | | | | |
| Historic Courthouse Landscaping | $ 100,000 | | | | | | | $ 100,000 |
| *Emergency Management* | | | | | | | | |
| Emergency Communications Wing Development | $ 500,000 | $ 500,000 | | | | | | $ - |
| Warning siren system | $ 50,000 | $ 45,000 | | | | | | $ 5,000 |
| Communication Site Improvements (OWIN) | $ 500,000 | $ 50,000 | | | | | | $ 450,000 |
| Japanese Tsunami Debris Identification and Removal | ? | | | | | | | ? |
| *Fair* | | | | | | | | |
| Fairgrounds Lower Field Mitigation | $ - | | | | | | | $ - |

| Projects | TOTAL | REVENUE | | | | | | Net Cost |
|---|---|---|---|---|---|---|---|---|
| | | State | Special | Road | Industrial | Fees and | Non-profit. | |
| *County Manager* | | | | | | | | |
| North Coast Business Park Marketing and Development | $ 200,000 | | | | | | | $ 200,000 |
| Fisheries and 4 Counties | $ - | | | | | | | $ - |
| *Juvenile* | | | | | | | | $ - |
| Early Childhood Learning Council organization | $ 50,000 | | | | | | | $ 50,000 |
| **Subtotal of Projects Underway** | **$ 32,930,000** | | | | | | | **$ 17,365,000** |
| | | | | | | | | |
| **Projects Prioritized by Board** | | | | | | | | |
| *Planning Projects* | | | | | | | | |
| County Technology Plan - Update | $ 25,000 | | | | | | | $ 25,000 |
| Historic Preservation Program | $ 30,000 | | | | | | $ 25,000 | $ 5,000 |
| Comprehensive Plan Update | $ 200,000 | $ 50,000 | | | | | | $ 150,000 |
| Transmission Facilities Standards | $ - | | | | | | | $ - |
| Re-establish Citizen Advisory Committees | $ 40,000 | | | | | | | $ 40,000 |
| Renewable Energy Plan | $ 75,000 | | | | | | | $ 75,000 |
| Estuary Planning | $ 50,000 | | | | | | | $ 50,000 |
| Clatsop County Sustainability Plan | $ 100,000 | | | | | | | $ 100,000 |
| Housing Quality Plan | $ 200,000 | | | | | | | $ 200,000 |
| Criminal incarceration, rehab. and prevention plan | $ 50,000 | | | | | | | $ 50,000 |
| | | | | | | | | |
| *Projects* | | | | | | | | |
| Westport Slough Dredging | $ 2,500,000 | $ 2,250,000 | | | | | | $ 250,000 |
| Fire Station Access Development | $ 10,000 | | | | | | | $ 10,000 |
| Westport Traffic Calming & Pedestrian Imp. | $ 850,000 | $ 680,000 | | | | | | $ 170,000 |
| Countywide By-Pass, Truck, Evac. Route | $ 2,200,000 | $ 1,980,000 | | | | | | $ 220,000 |
| DSL Permitting by County - paid by fees collected | $ 100,000 | $ 100,000 | | | | | | $ - |
| Clatsop Plains Wastewater | $ 150,000 | $ 100,000 | | | | | $ 50,000 | $ - |
| Environmental Evaluation and Sediment Clean-up Columbia River Estuary | ? | | | | | | | ? |
| East County Dock Expansion | $ 500,000 | $ 450,000 | | | | | | $ 50,000 |
| | | | | | | | | |
| *Facilities* | | | | | | | | |
| North Coast Business Park Development | $ 200,000 | | | | | | | $ 200,000 |
| Recycling Center for Household Hazards Wst | $ 355,000 | $ 295,000 | | | | $ 60,000 | | $ - |
| Joint Public Works Location | $ 5,000,000 | | | | | | | $ 5,000,000 |
| **Subtotal of Prioritized Projects** | **$ 12,635,000** | | | | | | | **$ 6,595,000** |

| Projects | TOTAL | REVENUE | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | State | Special | Road | Industrial | Fees and | Non-profit. | Net Cost |
| **Projects for Staff and Projects Not Prioritized** | | | | | | | | |
| Fee Study Update | $ 25,000 | | | | | | | $ 25,000 |
| Internal Financial Controls Assessment and Plan | $ 35,000 | | | | | | | $ 35,000 |
| Workforce Plan for County Organization | $ 12,000 | | | | | | | $ 12,000 |
| Water Resource Planning | ? | | | | | | | ? |

# Introduction

Strategic planning is an opportunity to clearly state the highest priority big projects. A strategic plan should be simple to understand yet provide sufficient complexity to inform and invite a discussion of the contents. The plan needs to be flexible since funding opportunities, for example, may change the priorities. The following is a list of what comprises a strategic plan:

- A strategic plan is a compilation of the County's projects.

- A strategic plan includes a prioritized list of the projects over time. The Board should establish the overall priorities respecting that some projects for a variety of reasons will need to be first and others later.

- A strategic plan has cost estimates. The project costs should be reflected over time and there should be a breakdown of the funding. The plan needs to have realistic funding identified for each project in the plan.

- A strategic plan includes the large and difficult projects the County faces, and it should not include the on-going improvement projects and programs. The definition of on-going can change over the years.

- A strategic plan is flexible. It should be reviewed and revised every year.

The importance of developing a strategic plan is that just writing the big picture projects down and reviewing them each year can lead to long-term results. The plan can become a focal point for the Board, the community, state and federal agencies, and staff during the coming years. The strategic plan assists with educating the community on what is important and it can provide the County with an overall sense of leadership and direction. The strategic plan can be above the day to day policy and political disagreements by focusing everyone on specific projects.

# Clatsop County Vision

Vision statements reflect the values a community shares. These statements are broad enough to encompass almost everyone's opinions and they provide a focal point for discussing the future. Vision statements should invite the difficult conversations about the future of a place. A vision is important since it provides a commonly held statement to refer to when there are questions regarding the direction of the County.

The County Comprehensive Plan offers clues for development of a good vision statement. It offers a strong and vibrant set of policies for protecting the environment while also stating the need for encouraging and enhancing economic development. It has statements regarding the valuable culture of logging, fishing and the need to assure that these activities are accomplished in a sustainable manner. Defining the meaning of sustainable is an invitation for long discussions over time about the future of the County.

Clatsop County has a number of documents that assert a vision for the County. One of the best vision statements is found on page 53 of the Clatsop County Recreation Lands Master Plan.

*By 2015, Clatsop County will be a contributor to a countywide recreational system of parks and trails that are well known, maintained and supported. This recreational system will add significantly to the area's growing reputation as a good, healthy place to live, work and visit."*

The County could spend a lot of time and resources developing a vision statement, but perhaps an assertion of a vision statement could shorten the process.

*By 2040, Clatsop County will be recognized worldwide for:*

- *sustainable stewardship of the environment;*
- *state of the art sustainable economic development;*
- *offering residents a healthy, livable and prosperous community; and,*
- *citizens who are involved and productive.*

# Foundations of a Strategic Plan

Timing. Timing of consideration of major projects is critical to their success especially if the public is involved. Communities can become distracted and lose focus by paying attention to issues that are important in the short term, but make little difference to the whole community in the long term. Sometimes a Board or community needs to resolve the shorter-term issues. Before embarking on a big project stock needs to be taken regarding the stability of the Board, the County and the community.

Leadership. Projects need to be championed by leaders willing to spend time and treasure on the project. Time is easy to define since it involves the commitment to meeting, studying, and interpreting complex information. Treasure includes not only the actual project cost but also the time commitment and the lost opportunities to work on other projects. These other projects may be important to some members of the community who believe they should not be delayed. Leadership needs to be credible and consistent so priorities can be communicated and projects completed. Leadership means building a consensus so that the strategic plan can be handed off to the next group of elected and appointed officials.

Financial stability. An organization in financial chaos must sacrifice strategic planning for short-term problem solving. Clatsop County has a long-range financial plan that is used to set service levels. The plan provides the backbone for boards to use to provide a stable financial foundation for the County. The capacity to consider a strategic plan is based on the development, continual updating and consistent application of the County's long-range financial plan.

Plans and studies. A strategic plan does not occur in a vacuum of information. The County is nearly 170 years old and many capable elected and appointed officials have ordered studies over the years. Expert consultants and County staff developed many of these studies. The historical record of information provided by these studies need to be reviewed and understood prior to moving forward with projects. These studies provide a framework of information to consider in the development of the projects identified in the strategic plan. The background information provided in these studies offer the context for many of these projects. (Appendix A)

Community involvement. Community involvement is the critical component to discuss during project development. Whether the community includes the whole county or only a specific interest group, contacting, convening, measuring, evaluating and incorporating community involvement and input is critical. The development of the strategic plan may include a survey of the community in order to gather key perspectives on the priorities for the future. Care should be taken by leadership to balance community input with educating the community about the priorities. Some projects, for example, cannot move forward because of the complexities involved like environmental regulations, lack of funding, or a lack of clarity regarding what should be achieved. The challenge for leadership is to balance and inform the community. Timing is everything with the implementation of strategic plans.

Future challenges. There are questions regarding the future that remain unresolved and are shaking society's foundation. First, the future of energy in the Country could have a profound impact on Clatsop County. What does a transportation system look like with 50% less gas tax revenue due to increased miles per gallon? What is the future of wave or wind energy? Second, environmental issues including the need to restore salmon in the Columbia River have and will drive the future of the area. Third, there is a conversation regarding development in the County versus restoring and preserving much of the area for the fish habitat. Fourth, there is also the threat of a tsunami and earthquake event that could dramatically change the landscape. These are items that impact a strategic plan and how projects are prioritized.

Staff resources. Clatsop County has a limited number of staff. This creates the need to carefully weigh the impact large projects have on the current staffing capacity. Limited resources require careful management in order to complete the big projects. Even with a carefully restrained planning and prioritization process important projects may be delayed until staff is available or resources are identified to hire the staff needed to complete the project.

## Process Leading to Affirmation of the Plan

Strategic plans involve prioritization based on what is possible. It is a step by step process that requires leadership since what is possible may not match what people want to see happen. For example, a by-pass may be a high priority, but based on funding, the environmental impacts, and lack of agreement on a specific solution it may be years before the project is ready to proceed. A jail project however may be easier to quantify and therefore a higher priority. Based on the complexities it appears an iterative process to affirm the plan may be useful. The proposed process would be as follows:

Staff develops the projects

→ Commissions, Committees, Board reviews and approves the DRAFT plan

→ Board establishes the DRAFT priorities.

→ Community presentations and input

→ Board reviews the community input; makes changes to the plan

→ Board adopts the plan

These processes require a community education process to define the strategic plan and inform the community about what is included in the plan. Ideally, all of this effort would occur prior at the beginning of the budget process so that the priorities could receive funding or have a funding plan going into the annual budget cycle. After this first iteration, the Board could advise staff to develop a strategic review process every five years with an annual review every year by the Board on the overall progress and changes to the plan. Staff should update the Board each quarter on the on-going progress of projects included in the plan.

# Clatsop County Demographics

Clatsop County is a destination vacation area for the Pacific Northwest, the United States and the world. The view from the beach is a world-wide treasure. The confluence of the Columbia River with the Pacific Ocean provides a world renowned fishery that supports a healthy local marine services industry that includes worldwide shipping, boat construction, repair and maintenance. Just inland from the ocean, the County is some of the best temperate rain forest environment in the world. Trees provide habitat for fish and logging in areas set back from the streams and provides local family wage jobs. The relatively rural life-style and the close proximity to metropolitan Portland is great for offering residents access to services and entertainment. The natural beauty, resource based industries, and temperate climate make Clatsop County a great place to live.

The data collected by the Census does not fully reflect the population of Clatsop County since on summer weekends the County population can be much higher than the full-time population. As a vacation and second home destination people from all over the world come to the area to enjoy the numerous amenities. The Census provides a snapshot of who was here in the County during the Census, and through the housing data of vacant and second homes there are some additional indicators of the overall population on a busy summer weekend.

Clatsop County's overall population grew by 4 percent from 2000 (35,650) to 2010 (37,039). The County population dropped slightly in the past two years based on the estimated population figure of 37,404 in 2008. The change in population varied by city with Warrenton growing by 22 percent and Gearhart by 47 percent in the past 10 years, but Astoria's population fell by 3.4 percent over the same period.

Table 1
Clatsop County
Population by Area

| POPULATION BY AREA | 2000 | 2010 | % Change |
|---|---|---|---|
| Astoria | 9,813 | 9,477 | -3.42 |
| Cannon Beach | 1,588 | 1,690 | 6.42 |
| Gearhart | 995 | 1,462 | 46.93 |
| Seaside | 5,900 | 6,457 | 9.44 |
| Warrenton | 4,096 | 4,989 | 21.80 |
| Total Incorporated | 22,392 | 24,075 | 7.52 |
| | | | |
| Total Unincorporated | 13,238 | 12,964 | -2.07 |
| | | | |
| Clatsop County | 35,630 | 37,039 | 3.95 |

Clatsop County's unincorporated area population decreased by 2 percent. This is due to annexations by the cities, state land use laws that limit rural development to areas with sewer and water service, and the economic downturn in 2008 at the end of the 10 year

period. The County should anticipate continued stable or decreasing population in the unincorporated areas.

Clatsop County's population like the population of Oregon and in the United States is aging. While the detailed breakdown of age categories for 2010 has not been released yet those 18 years and older have increased over the past 10 years. The aging of the population is projected to continue into the future and will be an item to consider in the development of the strategic plan.

Table 2
Clatsop County
Population Age

| POPULATION AGE | 2000 | 2010 | % Change |
|---|---|---|---|
| **18 and Older** | **76.3%** | **79.5%** | **4.19%** |

As in the rest of Oregon, the fastest-growing segment in Clatsop County is the Hispanic/Latino population, which grew from 1,597 to 2,838 and increased from 4.5 percent of the total population in 2000 to 7.7 percent in 2010. The total number of residents listed as Black, Native American, Asian, Pacific Islander, other race or two or more races increased from 2,445 in 2000 to 3,359 in 2010.

Housing units in Clatsop County reflects the use of vacation rentals or second homes. The year 2000 indicates that there were 4,962 or 25.3 percent vacant units, and in 2010 the number had increased to 5,804 or 26.9 percent. While some of the increase of 842 units may be attributable to the downturn in the economy, a portion of the increase is likely due to the development and purchase of second homes. In the cities, Cannon Beach with 58.1 percent of the housing units for sale/rent or vacation homes has the highest percent of vacant housing while Warrenton at 11.3 percent is the lowest.

**Table 3**
**Clatsop County**
**Housing – Percent Vacant Housing Units**

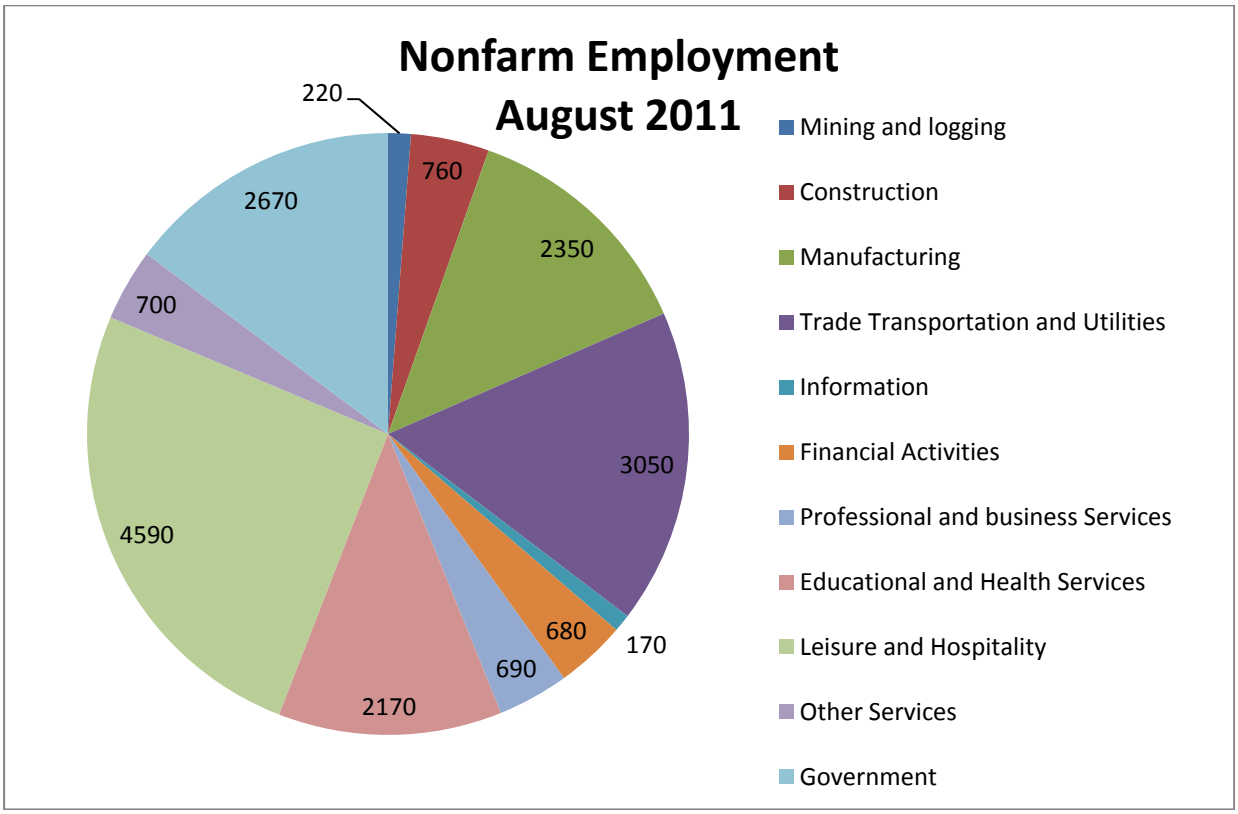
| HOUSING | 2000 | 2000 | 2000 | 2010 | 2010 | 2010 |
|---|---|---|---|---|---|---|
| | Total | Vacant | % Vacant | Total | Vacant | % Vacant |
| **Astoria** | **4,858** | **623** | **12.82** | **4,980** | **692** | **13.90** |
| **Cannon Beach** | **1,641** | **931** | **56.73** | **1,812** | **1,053** | **58.11** |
| **Gearhart** | **1,055** | **605** | **57.35** | **1,450** | **801** | **55.24** |
| **Seaside** | **4,078** | **1,422** | **34.87** | **4,638** | **1,669** | **35.99** |
| **Warrenton** | **1,799** | **178** | **9.89** | **2,196** | **248** | **11.29** |
| **Total Incorporated** | **13,431** | **3,759** | **27.99** | **15,076** | **4,463** | **29.60** |
| **Total Unincorporated** | **6,254** | **1,203** | **19.24** | **6,470** | **1,341** | **20.73** |
| **Clatsop County** | **19,685** | **4,962** | **25.21** | **21,546** | **5,804** | **26.94** |

Extrapolating weekend occupancy on the Coast is rarely accurate. Based on the number of hotel and motel rooms, camping sites, plus if all of the vacant housing units are filled

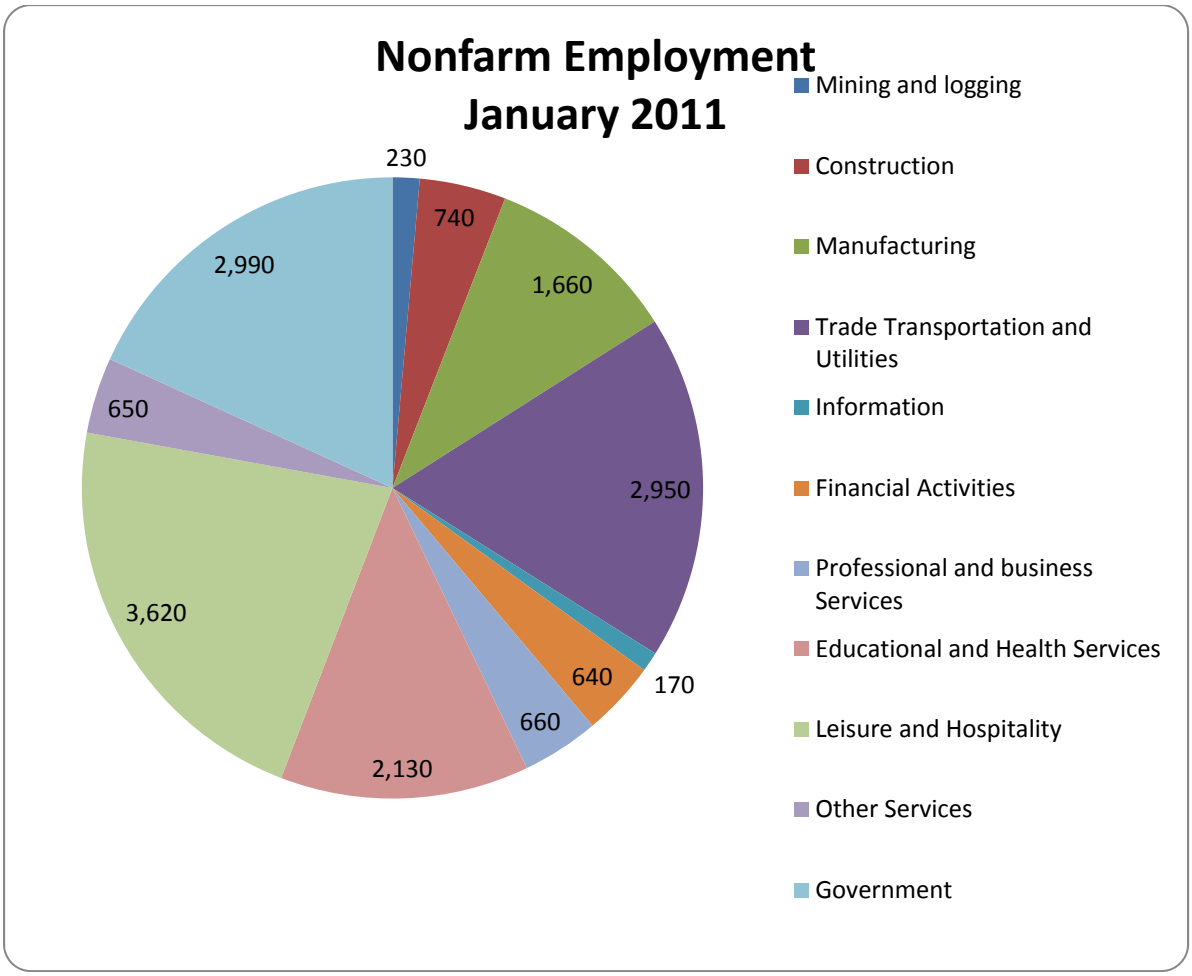
the County overnight population could easily double during peak weekends to over 70,000 residents.

Employment on the coast has always been associated with resource harvesting, trade and destination vacationing. This has been occurring since before Lewis and Clark when many historians have documented the vibrant trading network between the Lower Columbia region and the local Tribes. Today, the residents of the area still work in the seafood harvesting and processing businesses, timber management and production, and leisure accommodations. The area has also become a focal point for regional medical and health care in collaboration with the large health systems located in the Portland area.

The following chart depicts the nonfarm employment as of August of 2011.




The largest summertime employment base is in leisure and hospitality followed by trade, transportation and utilities, then government. Manufacturing and Educational and Health services are next. It is important to remember that the manufacturing job base includes approximately 950 jobs at the paper mill located just west of Westport. Food manufacturing in August comprises about 900 jobs. Government services do not include many teachers who do not work during the summer. The summer employment demographics differ from the winter employment on the coast as depicted on the following chart.




The January 2011 data indicates an increase in government employment since the schools are back in session. Manufacturing suggests a decline reflected primarily in food processing. Leisure services are down significantly due to limited tourism during the winter. Some residents refer to the winter employment data as the core data that reflects the industrial mix that supports the population while the summer data are the 'boom' times for the county.

The data presented for a strategic plan is intended to provide a baseline for thinking about what jobs provide the population with employment and what might be important to those who work in these industries. It also might provide some clues to the future if the county strategic plan is going to provide projects that might enhance some businesses and employment opportunities at the expense of others. Finally, it might suggest some thoughts about what the pie charts should look like in the future. Is this the right mix and what should be done, if anything, to change the employment base of the county?

# Description of the Plan

This plan provides a one page description for each project. Each one page description provides a summary of information including:

Project Name;
Year Start;
Category;
Location;
Commissioner District;
Projected Cost;
Description;
Benefit;
Collaborating Agencies;
Process;
Timeline.

In the future additional information can be added including specific funding, assigned staff, or the phased aspects of the project.

In order to provide some order to the projects, they are separated into five distinct categories:

- Projects underway are those projects that have momentum, funding, and are actively being worked on by County staff or have been identified by the Board as high priorities. These projects were not prioritized.
- Planning projects include any project that does not produce a capital improvement and can mostly be accomplished by County staff and the community without a lot of network building.
- Organization and money projects are limited to the staff's efforts and were not prioritized since these projects need to be completed and in some cases are underway.
- Capital projects or just projects include any project that produces a capital improvement, but is near term and can be scheduled within the next 20 years.
- Facilities projects include any project that creates a new facility the near term and can be scheduled within the next 20 years.

There may be a sixth category of projects and these would be unscheduled projects or those items that cannot be reasonably scheduled for any activity during the next twenty (20) years. The report does not include any projects beyond twenty (20) years at this time but as priorities are set by the board some projects may fall into this category.

# PROJECTS UNDERWAY

# SHERIFF’S OFFICE

**Project Name** Expand and Remodel Jail

**Year Start** 2011

**Category** Sheriff's Office; Building and Grounds

**Location** County wide

**Commissioner District** 1,2,3,4,5

**Projected Cost** $11,000,000

**Funded By** Sheriff's Office

**Description** The jail currently has 60 available beds and recent studies suggest the County can expand the jail to 164 beds to meet the demand. This project would provide funds to construct a new jail located at the North Coast Business Park. The project is complex since it involves the development of support by the electorate to approve the financing that will be necessary to construct the project as well as the on-going operational and maintenance costs are projected to increase requiring an increase in General Fund resources dedicated to corrections. The approval of a bond would be followed by a detailed design, bid, construction process and celebration.

A consideration is phasing these two projects – New and Existing Jail - with a build-out of the existing jail to the site's capacity, using the facility for a number of years, and then proceeding with construction of the new jail. Remodeling the existing jail will increase jail operational and maintenance costs. This will require an increase in General Fund resource dedicated to corrections. This project has operational and efficiency implications that need to be fully explored and discussed through a public process.

**Benefit** The project would provide effective incarceration of the criminal population and sanctions for individuals who violate parole.

**Collaborating Agencies** Department of Corrections

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline** May 2012 Bond Measure election

# PLANNING

**Project Name** Ocean Planning

**Year Start** 2011

**Responsibility** Planning

**Location** County Territorial Sea

**Commissioner District** 1, 2, 5

**Projected Cost** $ 30,000

**Description** The County boundary according to the Oregon Constitution extends one marine league, or 3.45 land miles, seaward from the shoreline of the County. Marine spatial planning of the ocean territory has been underway for several years. The State plans to adopt policies implementing a spatial plan in the near future. In addition, in 2010 state planners established a marine reserve area in the southern edge of the County's territorial sea. The process to establish this area raised questions regarding the County's authority to provide input and the County's involvement in the effort. The County has not in the past exercised the option to plan under Statewide Planning Goal 19. This planning project provides the resources to establish a Goal 19 element in the County's comprehensive plan.

**Benefit** The benefit of this project is that it provides the County with regulatory standards to apply to projects in the County's ocean territory. It provides certainty for industry by providing concise standards for industry to meet to receive permits to build projects. It provides specific locations in the County's ocean territory where these projects are allowed.

**Collaborating Agencies** Cities, State Department of Land Conservation and Development, Department of State Lands, Oregon Department of Fish and Wildlife, Ocean Coastal Zoning Management Association

**Process** Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline** 2011-2012
**Cost** Consultant contract (M. Barnes)
**Resources** Planning staff

**Project Name** Tsunami Evacuation route planning and development

**Year Start** 2013

**Category** Emergency Management

**Location** All of County

**Commissioner District** Districts 1, 2, 3, 4, 5

**Projected Cost** $100,000

**Funded By** County and a State or Federal grant

**Description** The County Emergency Operations Plan has identified some evacuation routes that are to be used to reach assembly areas in case of a need to leave the low-lying lands in the County. These routes need to be clearly identified and signed plus neighborhoods should be organized to drill on leaving these areas. In addition potential off system routes need to be mapped in case access along the highways is not possible due to bridge collapse or landslides.

**Benefit** The benefit of the project will be a plan to identify evacuation routes.

**Collaborating Agencies** Oregon Department of Transportation; cities.

**Process** Work with ODOT to identify possible bridges that would collapse and routes to go around the collapsed bridge.

**Timeline** This project has been partially completed through the identification of the evacuation areas. The balance of the project requires identification of additional routes and funding for signs to guide people off of the beach and out of the County.

# PUBLIC WORKS

**Project Name** Update Transportation System Plan

**Year Start** 2013

**Responsibility** Public Works; Planning

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** $100,000

**Funded By** Public Works Department

**Description** The County's Transportation System Plan was updated in 2003 and should be updated every 10 years. The purpose of the update is to review the projects completed during the past 10 years, update traffic counts, and review the plan for enhancing mobility within the County. The County plan needs to wait for the City of Astoria plan to be updated during 2012. ODOT will be ready to assist the County in 2013

**Benefit** The benefit of this project is to provide a forum for discussion of the mobility needs in the County and is required in order to be considered for funding.

**Collaborating Agencies** Oregon Department of Transportation, Department of Land Conservation and Development, cities, Special Districts, interested parties.

**Process**
Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline**

| | |
|---|---|
| Hire Consultant | Summer 2012 |
| Committee Review Process | Summer/Spring 2012/13 |
| Planning Commission Approval | Spring 2013 |
| Board Hearings | Summer 2013 |
| Adoption | Summer 2013 |

| | | | |
|---|---|---|---|
| **Project Name** | Camp Rilea to Surf Pines on 101 improvement plan | | |
| **Year Start** | 2011 | | |
| **Responsibility** | Public Works;<br>Planning | | |
| **Location** | Highway 101 | **Commissioner District** | 2 |
| **Projected Cost** | $9,000,000 | **Funded By** | Public Works/ODOT |

**Description** The Oregon Department of Transportation is doing an access plan along Highway 101 between the intersections of Camp Rilea and Surf Pines. The plan will include proposals to consolidate accesses. This will require the county to be involved in planning off-highway access and working with property owners in the future to assure that the goals ODOT establishes are met.

**Benefit** The benefit of this project is to provide more efficient traffic movement and safer access on and off of Highway 101. These improvements will eventually save lives and property damage by providing greater access control.

**Collaborating Agencies** Oregon Department of Transportation, DSL, Oregon DEQ

**Process** State provides notice to proceed
Public participation
Planning Commission possible for access control standards review
Board
Adoption

**Timeline** ODOT, County Officials and stakeholders are in the process of developing an alternatives analysis. Both the analysis and subsequent environmental study are currently funded at $2 million total through the 2010-2013 Development STIP (D-STIP). $7 million was requested by the NWACT through the 2012-15 Construction STIP (C-STIP), to construct a portion of the improvements that will be identified in the study. However, the funding request did not make the State's cut-off and was not included in the draft 2012-15 STIP. The request identifies the Glenwood Village to Turnlay Lane segment as the first priority, but this could change depending on the outcome of the study. ODOT is beginning to develop the 2015-2018 STIP. The NWACT will consider this project.

**Staffing** Public Works and Planning Staff

**Project Name** Westport Ferry Access

**Year Start** 2011-2012

**Category** Public Works; Planning

**Location** Westport

**Commissioner District** 4

**Projected Cost** $900,000

**Funded By** Public Works Department

**Description** The Westport community is the location of a Ferry that provides the only access to Washington between the Longview Bridge and the Megler Bridge in Astoria. The Ferry is expanding to accommodate larger trucks and more cars. This project will provide access through a new road constructed to the west of Plympton Creek.

**Benefit** The benefit of this project is to enhance the opportunity for more truck traffic and commerce between the states, and provide better access for vehicles that use the Ferry.

**Collaborating Agencies** Oregon Department of Transportation, Oregon Marine Board, Private Business, Department of State Lands, Westport community.

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline** FY 2011-2012- Amend Clatsop County's Transportation Plan (TSP) to show the proposed collector roadway on Hwy 30 west of town. Resolve road right-a-way rights with current land owner for the proposed road route.

2012-2013- Address and resolve with ODOT the new proposed at grade railroad crossing with Burlington Northern Railroad.

2012-2013-After County's TSP is amended apply for grant of access with ODOT for the proposed access roadway to the Westport ferry from Hwy 30.

2014-2015- Finalize road design plans, engineering, permitting, and secure funding for construction.

| | |
|---|---|
| **Project Name** | Westport Boat Landing |
| **Year Start** | 2012 |
| **Category** | Public Works;<br>Planning |
| **Location** | Westport |
| **Commissioner District** | 4 |
| **Projected Cost** | $800,000 |
| **Funded By** | Public Works, Parks Division |

**Description** The Westport community is the location of a recreational boat landing. This landing is the only landing of note between Westport and the John Day River boat landing near Astoria. The landing is relatively undeveloped and lacks basic amenities including an on-site caretaker. This project would improve the boat landing, construct a parking lot with 75 spaces minimum and provide a location for a caretaker.

**Benefit** The benefit of this project is to enhance the boat landing by providing improved access and amenities. It would provide sufficient parking for the projected use of the boat landing during the busy fishing season.

**Collaborating Agencies** Oregon Marine Board, Private Business, Department of State Lands, Army Corps of Engineers, and the Westport community.

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline**

| | |
|---|---|
| 2012-2013 | Finalize land donation and brown filed issues with Georgia Pacific |
| 2012-2013 | Work with Oregon State Marine Board on final plans and layout of parking lot and boat ramp. Start permitting process with DSL and USACE. Address any zoning changes as noted with Westport Study. |
| 2013 | Submit grant Package to OSMB for consideration. Grant requires a 30% match. Estimated total project cost $800,000 ($560,000 from OSMB and $240,000 from County) |
| May 2013 | Bid project out, pending award of grant funding and permit status. November 2013 thru February 2014- construct project during in-water work period. |
| March 2014 | Complete ramp and open to public use. |

**Project Name** Westport Ferry Landing

**Year Start** 2012

**Category** Public Works

**Location** Westport Ferry dock

**Commissioner District** 4

**Projected Cost** $900,000

**Funded By** Oregon Department of Transportation, County

**Description** The Westport Ferry dock needs to be reconstructed to accommodate a larger ferry that will provide for the transport of larger commercial vehicles across the river. The actual ferry will be purchased by the State of Washington. Clatsop County's role is to design and oversee the contracted construction of a new ferry landing. The project should be aligned with re-location of Plympton Creek and the new access road to the landing.

**Benefit** The benefit of this project is the additional access to the County that has been instrumental when the Rainier/Longview bridge is unusable. It also offers greater economic development potential for the movement of commercial between Washington and Oregon .

**Collaborating Agencies** Oregon Department of Transportation

**Process** The project is in design at this time with contracts to be let in 2012 to complete the work. The Board will need to authorize the contract.

**Timeline** Scheduled to be completed by 2014.

**Project Name** Westport Park Development

**Year Start** 2012

**Category** Public Works;
Planning

**Location** Westport

**Commissioner District** 4

**Projected Cost** $250,000

**Funded By** Parks Enhancement Fund and Oregon State Park Grants

**Description** The Westport community is the location of an old sawmill site located between the Ferry and the boat landing. Georgia Pacific is the owner of the property and is in the clean-up process. Once the hazardous materials are cleaned from the site, the company may dedicate the property for future use as a County park.

**Benefit** This project will enhance the Westport community by providing a community park area, access to fishing, possibly swimming in the Columbia River, and a set of walking paths in the area. This will enhance the recreation opportunities in the community.

**Collaborating Agencies** Oregon Marine Board, Department of State Lands, and the Westport community.

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline**

2012-2013 Finalize Westport property donation from Georgia Pacific.

2012-2013 Contract with park designing consultant to design and work up cost estimates. Finalize park layout and incorporate with OSMB parking lot and boat ramp designs as well as Plympton Creek alignment project. Designing contractor cost $25,000, County Parks funding.

2013 Submit for grant funding through Oregon State Parks grant programs for funding. OSP has a 50% cash match, total project price unknown at this time, estimate $250,000.

May 2013 Bid project out with boat ramp/parking lot project, pending grant funding.

November 2013 thru February 2014 Construct park improvement project.

March 2014 Complete Park and boat ramp open to public use.

**Project Name** Highway 101 Flooding

**Year Start** 2011

**Category** Public Works; Planning

**Location** East of Seaside

**Commissioner District** 5

**Projected Cost** $1,150,000

**Funded By** Public Works Department, ODOT, City of Seaside, City of Warrenton, City of Astoria, City of Cannon Beach, Port of Astoria

**Description** The Seaside and Cannon Beach cities are often isolated from each other by flooding along the Necannicum River east of Seaside that flows across Highway 101. A hydrology consultant was hired in 2010 to determine the cause of the flooding. The result was a detailed analysis that identified several relatively inexpensive ways to significantly reduce flooding along the highway. The project will not eliminate the flooding problem completely but it should alleviate the problem to allow automobile passage most of the time.

**Benefit** The benefit of this project is to reduce the severity and frequency of flooding along this part of Highway 101.

**Collaborating Agencies** Oregon Department of Transportation, Clatsop County, North Coast Land Conservancy, City of Seaside, City of Cannon Beach, Port of Astoria, City of Warrenton, City of Astoria, DSL, ACOE, NOAA, private property owners and businesses.

**Process**
Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline**

| | |
|---|---|
| Phase 1&2 Design | Fall/Spring 2011/12 |
| Permits | Fall/Summer 2011/12 |
| Bid | Summer 2012 |
| Construction | Summer/Fall 2012 |
| Completion | Fall 2012 |

| | |
|---|---|
| **Project Name** | Ensign Lane Extension |
| **Year Start** | 2011 |
| **Category** | Public Works;<br>Planning |
| **Location** | North Coast Industrial Park |
| **Commissioner District** | 3 |
| **Projected Cost** | $3,200,000 |
| **Funded By** | Public Works Department |

**Description** The County, City of Warrenton, and Oregon Department of Transportation entered into an access agreement that provided for development of Ensign Lane from the existing terminus in front of Costco to Business Route 104 at the North Coast Industrial Park. This project is paid for with Industrial Revolving Loan Fund money from sale of the property where Costco is located. The first part of the process included wetland mitigation which should be completed at the time this plan is ready for review.

**Benefit** The benefit of this project is to provide access through the property consistent with the ODOT agreement and based on the North Coast Industrial Park Master Plan that was updated in April 2011.

**Collaborating Agencies** Oregon Department of Transportation, Clatsop County, and City of Warrenton, Oregon DEQ, DSL, ACOE, NOAA

**Process**
Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline**

| | | |
|---|---|---|
| Design | | 2010 – 2012 |
| Permits | | 2010 – 2012 |
| Bid | (phase 1) | Fall 2011 |
| | (phase 2) | Spring 2012 |
| Build | (phase 1) | Fall 2011 |
| | (phase 2) | Summer 2012 – Summer 2013 |
| Operational | | Fall 2013 |

| | |
|---|---|
| **Project Name** | Levee Certification project |
| **Year Start** | 2012 |
| **Category** | Public Works |
| **Location** | Diking Districts |
| **Commissioner District** | 1, 2, 3, 4 |
| **Projected Cost** | $50,000 |
| **Funded By** | County General Fund, Diking Districts |

**Description** The Federal Emergency Management Agency (FEMA) in collaboration with the United States of America Corp of Engineers (USACE) is requiring levies or dikes to be certified. Without certification property and improvements protected by the levees or dikes may not be eligible to receive flood insurance from FEMA or flood insurance will be very expensive. The Districts are independent organizations from the County but the dikes and levees revert to the County's control if the Districts fail to remain organized.

**Benefit** The benefit of working with the Districts is the protection of land and improvements from inundation and preservation of property values.

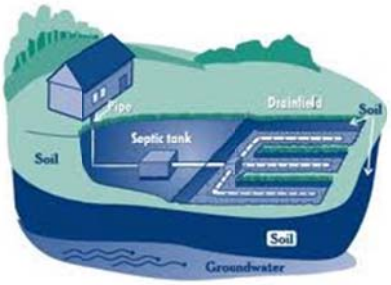
**Collaborating Agencies** Districts; FEMA; USACE; CREST; Department of State Lands

**Process** The Districts are not all in the same situation – some are not organized and others are very organized. The County's concern is with the Districts that are not organized. Staff shall convene a meeting with the Districts to determine their status and discuss organizing the Districts.

**Timeline** This project is an immediate need in order to avert potential decertification without discussion with the District property owners. Some Districts may choose to not be certified due to the cost relative to the value of the improvements protected by the dike or levee.

# PUBLIC HEALTH

| | |
|---|---|
| **Project Name** | Department of Environmental Quality Septic Permitting |
| **Year Start** | 2013 |
| **Category** | Public Health; Public Works |
| **Location** | Clatsop County |
| **Commissioner Districts** | All |
| **Projected Cost** | $25,000 |
| **Funded By** | Clatsop County Fees |




**Description** The State Department of Environmental Quality (DEQ) permits all septic tank installations and inspections in Clatsop County. The County has the option to assume this responsibility provided certain conditions are met. This project would require networking with the State and local agencies to assume this responsibility, and it would require retention of qualified staff to provide the services subject to approval and audits by the State. This is a multi-year effort to put this program in place

**Benefit** The benefit of this project is quicker response and clarity with regard to requirements for installation. It would also identify the County as the agency responsible for the collection and storage of data with regard to these facilities and water quality in the County. It would provide greater monitoring including regular monitoring and enforcement capacity of septic tanks within the County's jurisdiction

**Collaborating Agencies** State of Oregon, Department of Environmental Quality

**Process**
Board authorization to proceed to evaluate
Study assumption responsibilities
Possible Consultant assistance with identifying process, costs, and revenue
Higher staff based on consultant report
Establish program.

**Timeline**
Develop a staff study of revenue potential and service requirements
Presentation and approval by the Board
Set date for hand-off - likely consistent with the State biennium.

| | |
|---|---|
| **Project Name** | Public Health Accreditation |
| **Year Start** | 2012 |
| **Category** | Public Health |
| **Location** | Countywide |
| **Commissioner District** | 1, 2, 3, 4, 5 |
| **Projected Cost** | $25,000 |
| **Funded By** | Public Health Department |

**Description** In order to improve the health of the public, the Public Health Accreditation Board (PHAB) has developed a national voluntary accreditation program for state, local, territorial and tribal public health departments. The goal of the accreditation program is to improve and protect the health of every community by advancing the quality and performance of public health departments.

**Benefit** Accreditation will drive public health departments to continuously improve the quality of the services they deliver to the community by promoting and protecting the health of the public and by advancing the quality and performance of *all* public health departments. Accreditation of the Health Department is required by 2015 and will inform the State-wide plan by establishing specific programs and projects to focus future funding and staff resources to resolve health problems in the County. Public health departments play a critical, but often unrecognized role in promoting and preserving the health of people in communities across the country. Despite the important role health departments play in our communities, there has not been a national system for ensuring their accountability and quality – until now. Other community services and organizations have seen the value of accreditation, such as schools, daycare centers, police departments and hospitals. Now, there is an opportunity for public health departments to measure their performance, get recognition for their accomplishments and demonstrate accountability within their communities. Also, as the public health field faces increasing challenges from epidemics, disaster preparedness, and chronic disease related to obesity, it is more important than ever that systems are in place to ensure their effectiveness and quality of services.

**Collaborating Agencies** Oregon Health Authority (OHA), Public Health Accreditation Board(PHAB), National Association of City County Health Officials (NACCHO)

**Process**

- ✓ Authorization to proceed provided by Board
- ✓ Review of the departments practices against the standards and measures.
- ✓ Engage in quality improvement efforts
- ✓ Conduct updated Comprehensive Community Assessment

- ✓ Develop a Community Health Improvement Plan, which maps out exactly what a health department is going to do as it works with partners to improve the health status of Clatsop County
- ✓ Develop and adopt a strategic plan for the health department, which indicates a health department's service priorities and how it plans to accomplish its strategic goals over time
- ✓ Apply for accreditation
- ✓ Board Adoption

**Timeline**

By 2015, the Public Health Accreditation Board aims to have 60 percent of the U.S. population served by an accredited public health department.

- ✓ Authorization to proceed provided by Board - 2011
- ✓ Review of the departments practices against the standards and measures – 2011
- ✓ Engage in quality improvement efforts – 2011/12
- ✓ Conduct updated Comprehensive Community Assessment- 2011/2012
- ✓ Develop a Community Health Improvement Plan, which maps out exactly what a health department is going to do as it works with partners to improve the health status of Clatsop County - 2012
- ✓ Develop and adopt a strategic plan for the health department, which indicates a health department's service priorities and how it plans to accomplish its strategic goals over time - 2012
- ✓ Apply for accreditation – 2013-2014
- ✓ Board Adoption – 2014

**Project Name** Coordinated Care Organization (CCO)

**Year Start** 2012

**Category** Public Health

**Location** All of Clatsop County

**Commissioner District** All

**Projected Cost** Not Known

**Funded By** Oregon Health Authority

**Description** The State of Oregon has been leading an effort to provide better care, improve health outcomes, and save money on the Oregon Health Plan for Medicaid and Medicare eligible residents of the state. The plan creates Coordinated Care Organizations that focus care on the individual by creating an integrated continuum of care between local health care providers, deploying early intervention and prevention strategies that may include health navigators. This is a cost sharing/risk sharing model of managed care. The County's role is as the Board of Health and the Local Public Health Authority. Currently, the County contracts with service providers who provide mental health, substance abuse treatment, and developmentally disabled services. The County assures that residents' health care is adequately provided by the health care community and the Board of Health can convene and discuss with the providers health care in Clatsop County. The Federally Qualified Health Care (FQHC) provider is Coastal Family Health Center and is leading the discussion as the primary care provider for Oregon Health Plan participants.

**Benefit** The benefit of the project will be a healthier community by improving health outcomes resulting in decreased healthcare costs while increasing local control over how healthcare is delivered.

**Collaborating Agencies** Oregon Health Authority; Health Care Providers; Coastal Family Health; Hospitals; Physicians; Dentists; Mental Health providers; Clatsop County Department of Public Health

**Process** The State Legislature has refined the Coordinate Care Organization concept.

April 2012 The Board of County Commissioners will convene as the Board of Health in April 2012 in order to discuss the options for the County.

Spring 2012 CCOs are certified by the Oregon Health Authority. Clatsop County decides what CCO(s) will serve Clatsop County.

July 2012 First CCOs begin enrolling members

| | |
|---|---|
| Summer-Fall 2012 | The County will ultimately have the opportunity to serve on the Coordinate Care Organization or Organizations community advisory board and possibly discuss the level of health care that is needed to provide care for the county's population. |
| 2013 | New system implemented |

**Timeline** This project is a short-term project with the new system intended to be in place consistent with the potential full implementation of the Federal health care reforms.

# BUILDING AND GROUNDS

**Project Name** Historic Courthouse Landscaping

**Year Start** 2011

**Category** Buildings and Grounds

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** $100,000

**Funded By** Clatsop County

**Description** The Historic Courthouse landscaping is overgrown and inappropriate for the vintage of the building. Several design concepts have been developed and all focus on low maintenance and high public use around the Courthouse. The plans include repair and redisplay of the log and relocation of the cannon. A monument sign and landscaping plus a new flagpole would be included to enhance the overall character and beauty of this precious County asset.

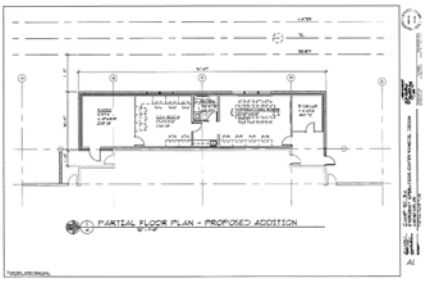
**Benefit** The project provides lower maintenance costs over time, enhances lighting in the vicinity of the building, and provides landscaping appropriate to this County historic treasure.

**Collaborating Agencies** Clatsop County Circuit Courts

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build

**Timeline** 2011-12 Start
2015-16 Finish

# EMERGENCY MANAGEMENT




| | |
|---|---|
| **Project Name** | Emergency Communications Wing Development |
| **Year Start** | 2012 |
| **Category** | Emergency Management |
| **Location** | County wide |
| **Commissioner District** | 1,2,3,4,5 |
| **Projected Cost** | $500,000 |
| **Funded By** | Emergency Management Division |

**Description** The Emergency Operations Center (EOC) is located in Warrior Hall on Camp Rilea. The Emergency Management Division has sought to expand the EOC to accommodate a 1,050 square foot Communications Wing. The project includes expansion of Warrior Hall in collaboration with the State of Oregon's Office of Emergency Management. This new facility will house and safeguard our communications equipment in one location and allow emergency managers and responders 24/7/360 access during an emergency.

**Benefit** The project will provide a centralized response location during emergencies and planned exercises.

**Collaborating Agencies** Clatsop County Sheriff's Office, Oregon Department of Transportation State Radio Project, Oregon Office of Emergency Management.

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build

**Timeline** November 2011 – Begin the Architecture and Engineering work.
December 2011 – Final Architecture and Engineering review of construction documents.
January 2012 – Complete construction documents and advertise for bids.
February 2012 – Open bids; contract approval.
April 2012 – Start construction.
August 2012 – Construction should be substantially completed.
September 2012 – Anticipated move into new EOC Communications Wing.

**Project Name** Warning Siren System

**Year Start** 2012

**Category** Emergency Management

**Location** Coastal areas

**Commissioner District** 1, 2, and 5

**Projected Cost:** $50,000

**Funded By** Emergency Management Division

**Description** This project will provide an all hazard sound and voice emergency notification system all along the coast within Clatsop County's jurisdiction. The sirens will enhance our ability to warn residents and visitors to evacuate the beach areas in the event of a distant tsunami or hazardous material spill. The estimated twenty sirens will also fill in the gaps between the existing warning sirens located in Warrenton, Seaside and Cannon Beach/Arch Cape. The warning siren system will also meet the Tsunami Ready Community approved alert and warning system standards set by the National Oceanic and Atmospheric Administration (NOAA).

**Benefit** This project will provide greater safety for our coastal communities and visitors. The project is cost effective, because the Chemical Stockpile Emergency Preparedness Program (CSEP) will donate the required number of sirens to Clatsop County at an estimated value of 1.3 million dollars. The estimated cost for transportation, temporary storage, maintenance and installation is approximately $50,000.

**Collaborating Agencies** Fire Districts, State Parks and Recreation Department, Oregon Military Department.

**Process** Authorization to proceed provided by Board through budget
Develop Plan
Negotiate Agreements
Bid
Build
Test

**Timeline** One year. Clatsop County Emergency Management Division has submitted a written request to CSEP to acquire approximately thirty sirens for permanent use in Clatsop County. This request was granted by their local Emergency Manager responsible for managing the CSEP program. The sirens are currently located in Umatilla, Oregon and are available after October 2011.

***Timeline for Sirens:***

*This timeline is an estimate and subject to budget approval, permitting and other regulatory processes including appropriate reviews. These projected dates are subject to change as conditions warrant.*

***October 2011 –*** Develop a coastal warning siren placement plan within Clatsop County's jurisdiction consisting of map and grid coordinates.

***November 2011 –*** Develop an Interagency Governmental Agreement (IGA) with local Fire Districts, State Parks and Recreation Department and other entities requesting a siren. Outline responsibilities for maintenance and reoccurring costs such as power bills and siren updates.

***December 2011*** – Negotiate an agreement with Pacific Power on a monthly charge for the specified number of sirens needed to cover the gaps within Clatsop County's jurisdiction. Secure all rights of ways and easements. Negotiate IGA's so reoccurring costs are paid by the respective fire district, state or military reservation.

***February 2012*** – Request funding from Board through budget process to pick up, transport, store warning siren systems. **Estimated cost: $10,000.**

**March 2012** – Publish a Request for Bid for warning siren installation. ***Estimated Cost*: $1000.**

***April 2012*** – Contract Awarded.

***May 2012*** – Installation of warning sirens begins. **Estimated cost: $36,000.**

***July 2012*** – Siren installation Complete.

***August 2012*** – Electrical and construction permits signed off. ***Estimated Cost*: $3,000.**

**September 2012** – Test warning sirens and celebrate.

***Estimated Total Cost***: $50,000.00

**Project Name** Communications Site Improvements

**Year Start** 2012

**Category** Emergency Management,
Sheriff's Office and Public Works

**Location** Countywide

**Commissioner District** 1,2,3,4,5

**Project Cost** $500,000

**Funded By** Emergency Management Division

**Description** The Emergency Communications system requires that agencies talk to each other during an emergency. The State of Oregon through the revised State Radio Project (formerly Oregon Wireless Interoperability Network) undertook the exceedingly complex task of coordinating all of the agencies and entities to develop an interoperable system. Clatsop County has offered to pilot the development of an interoperable system at the County level since the State is having difficulty executing this program. If the funding survives the legislative process it may be possible for the County to partner with Oregon Department of Transportation (who has taken over the State Radio Project) and coordinate our efforts and funding on this project.

This project would build out a self-healing microwave system which would link all of our repeater sites and communications and give Clatsop County a circuit into Oregon Emergency Management for communications during a disaster. Additionally, we would install cross-banding technology at all of the repeater sites in order to communicate with responders from out of the area during an emergency.

**Benefit** This project will provide for better communications between various agencies and entities in and outside of the County. This will also streamline communications and improve response times during an emergency.

**Collaborating Agencies** The Clatsop County Sheriff's Office, Oregon Department of Transportation, State Radio Project, Oregon Office of Emergency Management, Federal Communications Commission, and Cities.

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build

**Timeline** Sixteen months from design phase to project completion.

## Timeline

**October 2011 -** Install Sheriff's Office and Public Works repeaters on Humbug Mountain.

**November 2011 -** Install backup propane.

**February 2012 -** Install Microwave from Cathlamet to Columbia County site.

**March 2012 -** Install Microwave from Columbia County to Humbug Mountain.

**April 2012 -** Move Sheriff's Office repeaters from Coxcomb to Megler site.

**May 2012 -** Switch Sheriff's Office and Public Works to Narrowband.

**June 2012 -** Develop repeater site on Double Peak.

**August 2012 -** Install tower and building on Double Peak.

**November 2012 -** Install repeaters and microwave on Double Peak.

**February 2013 -** Install crossband technology at all repeater sites.

**March 2013 –** Test system and celebrate.

| | |
|---|---|
| **Project Name** | Japanese Tsunami Debris Identification and Removal |
| **Year Start** | 2013 |
| **Category** | Public Works |
| **Location** | Clatsop's Beaches |
| **Commissioner District** | Districts 1, 2, 5 |
| **Projected Cost** | Not Known |
| **Funded By** | County and a State or Federal grant |

**Description** The Tsunami in Japan washed out a quantity of debris into the ocean. This debris is floating toward the Oregon Coast with landfall anticipated starting as early as fall 2012 and possible in 2013. There are no reliable projections regarding the amount of debris likely to land come on shore. The debris could include items that should be returned to owners in Japan. The County role should be as a convener and possibly removal of debris if funding is provided. The Oregon beaches are owned by the State of Oregon.

**Benefit** The benefit of the project will be a plan to clean-up and dispose of the debris once it arrives on land. It will also provide a concise statement informing the residents and visitors to the Oregon Coast what to do with debris that washes on shore.

**Collaborating Agencies** Oregon Department of Transportation; Oregon Emergency Services Department; Oregon Parks Department; Federal agencies if any; cities.

**Process** Depending on the amount of debris the process will include public notification involving signs and warnings to assisting with clean-up efforts.

**Timeline** This project starts in late 2012 and continues until the threat of debris passes. Other locations will provide an indication of the potential for the debris to wash onto the County's area of beaches.

# FAIR

**Project Name** Fairgrounds Lower Field Wetland Mitigation

**Year Start** 2012 (Some work was started in 2011)

**Category** Fair

**Location** Coastal Area

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** Significant – Finding partners to share cost is imperative

**Funded By** Fair

**Description** The fairground has approximately 62 acres of land, referred to as the lower fields. This land is currently rated as "low grade wetlands". The Fair Board would like to have the ability to use some of this acreage for an improved parking lot, BMX track and other projects that fit within the Fairgrounds mission. Currently making improvements to the land is not allowed without mitigation. The Fair Board has done preliminary research into two scenarios.

1. Partnering with another agency that is also looking for land to mitigate.
2. Mitigating a portion of the acreage in the lower fields to gain access to upgrading the remaining acreage.

Both of these scenarios have their pros and cons and cost may put either scenario beyond the fairgrounds reach.

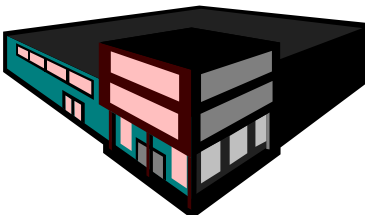
**Benefit** The fairgrounds needs more year around accessible parking for some of the larger events. Currently the lower fields can only be used during the dry season. This is also the largest area of flat ground on fairgrounds property and it would be a valuable enhancement to have ability to upgrade some of the land.

**Collaborating Agencies** State of Oregon Department of State Lands, USACE, Corps of Engineers.

**Process** Partner with a land conservancy group (i.e. CREST)
Design
Permits
Build
Evaluate

**Timeline** The mitigation process can take up to three years to complete.

# COUNTY MANAGER



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|---|---|
| **Project Name** | North Coast Business Park Marketing |
| **Year Start** | 2012 |
| **Category** | County Manager, |
| **Location** | North Coast Business Park |
| **Commissioner District** | 1 |
| **Projected Cost** | $200,000 |
| **Funded By** | Clatsop County Industrial Development Revolving Fund; Business Oregon |

**Description** The North Coast Business Park (NCBP) is the location of light industrial development. The NCBP Master Plan Update adopted by the County Board in 2011 provides for an office park for Phase I of the park development. The focus of the development is to provide jobs in a unique well-designed business park setting. The project is being paid for through leveraging the sale of part of the property to pay for the improvements.

**Benefit** The benefit of the North Coast Business Park is to provide jobs and a location for businesses on the North Coast.

**Collaborating Agencies** State of Oregon, Business Oregon

**Process** There are several processes underway during the coming year as follows:

Marketing: The construction of Ensign Lane will open the property to development and the County will want to prepare to generate interest in the property by implementing the marketing plan identified in the NCBP update. Businesses may be satisfied with the amount of research and planning completed thus far on the property by the County. The next step will be to work with commercial and business real estate experts, provide access to the information through Business Oregon, and generally assure that the property is identified and available to potential businesses who wish to located on the North Coast.

Design Review: Identify an internal design review committee (DRC) and record Covenants, Conditions and Restrictions (CC&R's) for the property. October 2011 – January 2012 CCR's were recorded in December on this property. Planning staff is preparing bylaws for the DRC.

Wetland Mitigation – Staff will continue to work through the process for obtaining permits from the Corps and Department of State Lands. A wetland restoration project has already been identified by these agencies to mitigate the remaining property, however, staff time will be needed to acquire other property and coordinate with these agencies. The actual restoration work will be contracted to an agency and is identified

below.  August 2011- August 2012.  A proposal was received from NCLC and will be considered by the Board on March 14, 2012.  This will kick-off the second phase of mitigation needed for the NCBP development.

**Timeline** This project is a long-term project that will ultimately result in the development of this property and returning it to the tax rolls.

**Project Name** Fisheries and Estuary County Coalition

**Year Start** 2011

**Category** Public Works

**Location** Clatsop County

**Commissioner Districts** All

**Projected Cost** N/A

**Funded By** Clatsop County and Columbia County, Oregon; Pacific County and Wahkiakum County, Washington

**Description** Clatsop County organized a meeting in 2009 to discuss fisheries issues with Columbia County and the two Washington counties. These meetings have continued to occur about every quarter. The meetings have focused on fisheries and estuary restoration and provide a forum for discussing the issues held in common with the up river and across the river counties. The future of this organization may include further discussions regarding fisheries, clean-up of the Columbia River, retention and development of the marine and fisheries economic cluster, and developing relationships with entities sharing concerns and interests.

**Benefit** The benefit of this project is it provides a multi-state forum to discuss issues and projects held in common by the two states.

**Collaborating Agencies** Confederated Tribes, Bonneville Power, Oregon Department of Fish & Wildlife, Washington Department of Fish & Wildlife, NOAA Fisheries.

**Process** On-going development of the network between the two states.

**Timeline** On-going quarterly meetings.

# JUVENILE

**Project Name** Early Childhood Learning Council development

**Year Start** 2011

**Category** Juvenile Department

**Location** All of County

**Commissioner District** Districts 1, 2, 3, 4, 5

**Projected Cost** $25,000 (2011-12); $25,000 (2012-13)

**Funded By** County and a State or Federal grant (CCF basic services funds. ($5000 grant from Ford foundation for community development training)

**Description** The Connect the Dots Goal is intended to unite the common visions and missions of community partners and develop one unified voice for youth and families. By aligning the unique perspectives the providers can work to develop a singular set of goals to increase access and effectiveness of services, and decrease duplication. A comprehensive representation of early childhood stakeholders will help *connect the dots* between programs to align and strengthen services in the community, develop common goals and outcomes, develop funding strategies for sustainability through changing political tides, and provide a unique infrastructure to support local efforts.

The County Juvenile Department assumed the management responsibility for the Commission on Children and Families in 2010.

**Benefit** The benefit will be greater coordination of services to children in Clatsop County.

**Collaborating Agencies** Clatsop Juvenile Department, Clatsop Behavioral Health, ESD, CASA, Women's Resource, Clatsop Community Action, Clatsop Health Department, Headstart, North Coast Parenting, Local School Districts, Hope House, Family Care Connections, Astor Library, Healthy Start, Coast Rehab, Clatsop Developmental Disabilities, Sunset Empire Transit, DHS/Child Welfare, Safe Kids, Clatsop Community mediation, Faith Communities

**Process** County Juvenile Department staff has coordinate several big meetings with youth service providers. These meetings have developed a forum and format for coordinating juvenile services.

**Timeline** This project shall be completed by July 1, 2013.

# PROJECTS PRIORITIZED
# BY

# THE BOARD

# FEBRUARY 29, 2012

# PLANNING PROJECTS

**Project Name** County Technology Plan Update

**Year Start** 2012

**Responsibility** Information Technology

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** $25,000

**Funded By** Clatsop County

**Description** The County technology and on-line services need to update the Information Technology strategic plan to progress to the next level of services for residents, efficiencies for staff, and the development of information flow to the community. The plan should include an internal County service element defining the time line for developing on-line service access, system up-grade timing, and introduction of technology over time; and, an external element that would include such items as the availability and use of on-line services by County residents, potential service enhancement through technology, and an evaluation of the availability of services followed by a plan to extend to every County residence.

**Benefit** This project would provide a template for the development of services to County residents and develop efficiencies on the staff team. With fuel prices increasing the County will need to develop more ways to provide services both internal to the organization and external to County customers and constituents.

**Collaborating Agencies and Businesses** Utilities, Local technology providers, Port, School Districts, Transit, Community College

**Process**
Budget Request 2012-13
Request for Proposal Process
Authorization to proceed provided by Board
County MIS Committee plus External Partners
Report to Board
Board Adoption of Plan
Start Plan Implementation

**Timeline**
June 2012 Budget Adoption
July-September 2012 RFP Process
October-June 2012-13 Plan Preparation and Adoption
July 2013 Implementation Start
June 2018 Implementation Finish

| | |
|---|---|
| **Project Name** | Historic Preservation Program |
| **Year Start** | 2013 |
| **Responsibility** | Planning |
| **Location** | Countywide |
| **Commissioner District** | 1, 2, 3, 4, 5 |
| **Projected Cost** | $ 30,000 |
| **Funded By** | General fund |

**Description** The County has many historic structures including houses, Granges and barns. These buildings should be evaluated, inventoried and potentially protected from demolition through a historic preservation program that could include incentives as well as public notice. The first step for a program is to develop the inventory in order to determine the potential benefit the community would receive from protection of these buildings. Programs like this range from very regulatory to voluntary and each provides a public notice process if the building is to be dramatically changed or razed.

**Benefit** The benefit of this project is that it would provide the County with an inventory of the historic building assets within the County's jurisdiction.

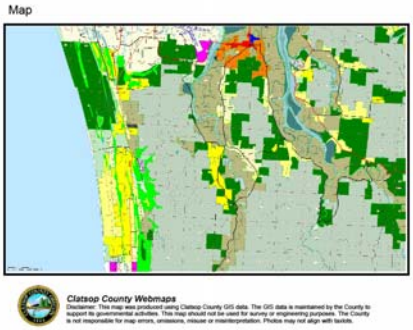
**Collaborating Agencies** State of Oregon Office of Historic Preservation; City experience; Department of Land Conservation and Development, Lower Columbia Heritage Society, and, State of Oregon Grange.

**Process** Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline** 2013

**Cost** $30,000 – a consultant with expertise in historic structures will be needed for the inventory.

**Resources** Planning staff




**Project Name** Comprehensive Plan Update

**Year Start** 2011

**Responsibility** Planning

**Location** Clatsop County

**Commissioner Districts** All

**Projected Cost** $100,000 – 200,000

**Funded By** State of Oregon and Clatsop County

**Description** Clatsop County Comprehensive Plan focuses all other plans and provides the general guidance for public or private development and conservation in the County. It includes the policies that guide the development of the codes and standards that regulate development within the County. The technical documents that support the plan offers the detailed information used to inform both the development and conservation processes, and elements included in the plan. An update of the plan would bring the best available science since the plan was first developed and provides an opportunity to discuss the plan elements. Many of the projects included in the strategic plan will be used to support the Comprehensive Plan.

**Benefit** The benefit of this project is it will provide the County with an up-to-date plan based on best available science and the most recent court interpretations.

**Collaborating Agencies** None.

**Process**
Staff retains a consultant
Consultant works with staff to develop the process
Public meetings
Staff reviews the consultant's report
Board reviews report
Staff revises the plan based on input.
Public meetings
Planning Commission Hearing
Board Hearing
Adoption

**Timeline** Two years (+/-) project begins when funding and staffing are secured.

2012: Planning Commission / Board of Commissioners determine scope of work.

2013: Consultant contract is executed; public involvement process; TSP plan process starts with ODOT.

2014-2015: Approval process with Planning Commission and BOC.

**Cost** Between $100-200K, depending on the scope of work, and whether the wetlands inventory/fish habitat policies are included. ODOT funding ($100,000) for TSP is separate.

**Resources** Consultant assistance would be required, for preparation of the Plan document, inventory of environmental /critical areas (including wetlands, geologic hazard, etc.). A full update of the Plan would involve extensive staff work and public involvement.

**Recommendation** The scope of work for this project should be developed first, followed by an RFP to determine timelines and cost options, based on submittals.

**Project Name** Transmission Facilities

**Year Start** 2013

**Responsibility** Planning and Public Works

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** $ none

**Funded By** N/A

**Description** The County Comprehensive plan, development code and standards are not up to date in the regulatory framework for transmission facilities. This leaves the definition of where to locate these facilities up to a negotiation process between the industry and the County, and the County Comprehensive plan and Development Code does not appear to allow these facilities in a significant number of zones in the County. Transmission facilities definitions and policies need clarification in order to protect the public, provide consistency with the code for existing transmission facilities, and provide specificity for the standards to be used to locate future facilities. Since the County from the shoreline to the highest point in the Coast Range is in the Coastal Zone Management Area the County has the responsibility to establish the location and regulate transmission facilities.

**Benefit** The benefit of this project is that it provides the County with a current regulatory framework to address transmission facilities.

**Collaborating Agencies** Cities, Watershed Councils, State Department of Land Conservation and Development, Department of State Lands, CREST, Oregon Department of Fish and Wildlife

**Process** Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline** 2012: 8-12 mo.

**Cost** None. Include in regular department work program.

**Resources** Planning staff

**Project Name** Clatsop County

**Project Name** Re-establish Citizen Advisory Committees

**Year Start** 2012

**Responsibility** Planning

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** $ 40,000

**Funded By** General fund

**Description** The Clatsop County comprehensive plan includes under State Goal 1 Citizen Involvement the creation of citizen advisory committees. These committees were formed in the rural residential areas of Westport, Knappa, Swenson, Miles Crossing, and Arch Cape. The purpose was to assist the County with the development of the comprehensive plan and then to continue to assist the County with planning issues unique to each of these rural residential areas. Jewell, Clatsop Plains and Hamlet may also be considered for citizen involvement committees. The currently remaining committee is in Arch Cape and the other committees have been disbanded or not implemented further.

**Benefit** The benefit of this project is that it would provide the County more input on issues specific to these rural communities. It would also provide consistency with the County's comprehensive plan.

**Collaborating Agencies** There are many fire, water, sewer, and other community organizations in these rural communities with which to collaborate.

**Process** Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline** 2012

**Cost** $40,000 (.5 FTE)

**Resources** Planner and administrative support will be needed for the committees. Assuming one meeting per month for each committee, notices, meeting minutes, staff reports and travel time to meetings will be required. Staff impacts are probably equivalent to .5 FTE Planner.

**Project Name** Renewable Energy Plan

**Year Start** 2012-13

**Responsibility** Planning;
Building and Grounds;
Public Works

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** $75,000

**Funded By** Planning Department

**Description** The plan would identify additions and deletions to the County Comprehensive Plan, Development Code and Standards to address the development of on-site renewable energy projects. It could also develop a more concise energy picture of the County's current and long-range needs in order to determine the viability of renewable energy development specifically to serve energy needs in the County, and would dovetail with efforts to plan for renewable energy facilities in the territorial sea. It would define renewable energy based on available resources including wind, wave, bio-mass or other energy technology. The project would be one way the County could participate in the world-wide effort to measure and evaluate carbon use and sequestration. The plan would be adopted as a Renewable Energy Element of the Comprehensive Plan.

**Benefit** The benefit of this project is that it would provide the County with a concise plan and standards to develop renewable energy projects that would serve the County and individual residents.

**Collaborating Agencies** State Department of Energy, State Department of State Lands

**Process** Authorization to proceed provided by Board
Planning Commission determines project scope of work
County issues Request for Proposals
Board selects consultant, evaluates staffing needs
Draft Plan is reviewed by Planning Commission
Board adopts Plan

**Timeline** 2013 (12 months)

**Project Name** Estuary Planning

**Year Start** 2013

**Responsibility** Planning

**Location** Estuary Areas

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost** $ 50,000

**Funded By** Planning Budget (General fund)

**Description** The County has about 270 square miles of tidal and fresh water area, not including the County's ocean territory. These areas are regulated by various Federal, State and local regulations. The County comprehensive plan needs to be refined in order to clearly delineate the specific regulations for each area of the estuary. Recent Court challenges to these regulations have suggested the need for consideration and development of shallow, medium and deep water estuary regulations reflecting the best available science for these areas. The science of estuary management and planning has advanced during the past few years and the County's plan needs to reflect the latest knowledge.

**Benefit** The benefit of this project is that it provides the County with an up to date regulatory framework for projects located within the estuary. It provides certainty for environmental restoration projects and industry by providing concise standards that must be met to receive permits for projects. It provides specific locations in the County's estuary where projects are allowed and where they are not.

**Collaborating Agencies** Cities, State Department of Land Conservation and Development, Department of State Lands, CREST, Oregon Department of Fish and Wildlife, NOAA Fisheries, Tribal Governments

**Process** Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline** 2013: 12-18 months

**Cost** $50,000

**Resources** Planning staff with CREST assistance

| | |
|---|---|
| **Project Name** | Sustainability Plan |
| **Year Start** | 2012 |
| **Responsibility** | Planning |
| **Location** | Countywide |
| **Commissioner District** | 1, 2, 3, 4, 5 |
| **Projected Cost** | $100,000 |
| **Funded By** | Planning Budget |

**Description** A sustainability plan addresses in broad terms the County's plans for assuring the long-term viability of the County as a place to grow up, receive an education, work, and retire. It serves as the foundation for defining how the population can share this place in a manner that creates no environmental degradation. The plan would develop a set or matrix of issues to address and include policies on such diverse items as energy use, education, housing, land use, mobility, technology, earthquake and tsunami response, public health, local food production and supply, poverty, crime and social services, waste management, and others. These polices will guide future planning and development as well as the long range strategic collaborative efforts to enhance the future of the area.

**Benefit** The benefit of this project is that it provides the County with a template for understanding sustainable practices in the County. This effort would focus on the 10 to 50 year framework for determining the future of the area.

**Collaborating Agencies** Cities, Districts, State

**Process**
Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline**
January 2012 – Create a sustainability team
March 2012 – Hire a sustainability Coordinator
March 2012 to August 2012 – Conduct a sustainability assessment
September 2012 – Identify Stakeholders
October 2012 – December 2012 – Schedule Community/Stakeholder meetings
January 2013 to March 2013 – Establish sustainability goals
March 2013 to June 2013 - Develop a sustainability plan
June 2013 to June 2018– Implement policies and measures
Annually – Evaluate progress and report results

**Cost** $100,000 for Sustainability Consultant/Coordinator

**Resources** Clatsop County Planning, Transportation, Emergency Management, Health Department, Parks, Juvenile and Sheriff's Department. Western Oregon Waste, U.S Department of Energy, State Department of Energy, Sunset Empire Transportation District, O.D.O.T., Cities, NW Oregon Regional Housing Center, NW Oregon Housing Authority, Clatsop Community Action, Women's Resource Center, School Districts.

**Project Name** Housing Quality Plan

**Year Start** 2012

**Responsibility** Planning

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5
**Projected Cost** $ 200,000

**Funded By** County Funds, Grants

**Description** The quality of housing in the County varies a great deal between rural areas. This plan would identify the minimum housing quality standards for the County based on State and Federal regulations. In partnership with area housing agencies the County would support efforts to focus programs and projects where housing needs to be improved and provide low to moderate income residents with the opportunity to secure grants or loans to improve housing. The planning effort would include examination and support for mixed use and livable community environments as these might apply within the County's jurisdiction. Housing equity issues would also be examined. The program could be funded by an investment of grant funds and a revolving loan program fund. It could be tied to the weatherization programs currently offered by local agencies and it would be an opportunity to partner with other agencies to improve housing quality.

**Benefit** The benefit of this project is that it would provide the County with better housing for residents.

**Collaborating Agencies** Community Action Team, Northwest Oregon Housing Authority, Clatsop County Housing Authority

**Process** Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline** January 2012 to April 2012 - Develop a consortium of agencies and identify objectives
April 2012 - October 2012 – Research and adopt housing quality standards
October 2012 – February 2013 – Conduct housing needs assessment
February 2013 to April 2013 - Identify funding sources
April 2013 to June 2013 - Establish loan/assistance program

**Cost** Establish loan/assistance program $200,000

**Resources:** Community Action Team, Clatsop Community Action, Oregon Housing and Community Services, Northwest Oregon Housing Authority, USDA Rural Development, Oregon Department of Energy, Clatsop County Housing Authority, Clatsop County Planning staff

**Project Name** Criminal Management Plan

**Year Start** 2011

**Category** Sheriff's Office; County Manager

**Location** Clatsop County

**Commissioner Districts** All

**Projected Cost** $50,000

**Funded By** State of Oregon and Clatsop County

**Description** The criminal justice system coordinates services based on at least three different methods of reducing crime. Each are interrelated and necessary to support the needs of society and the individual. These three systems are incarceration or exclusion of criminal from the general population, rehabilitation or preparing the criminal to return to the general population, and prevention or countering criminal behavior prior to the behavior occurring. A recommendation from the study of Community Corrections services by Wilkerson in 2010 was to complete a jail census study for the present and projecting the census into the future. This information will help guide the County in the decision making process for development of future jail, rehabilitation or prevention services. This is a networking project since it involves those who provide services for the criminal and potential criminal population in the County.

**Benefit** The benefit of this project is it creates or accesses the network of agencies and individuals in the County who provide these services to the criminal and potential criminal population.

**Collaborating Agencies** State of Oregon, non-profits.

**Process**
Consultant or staff develops baseline date
Review by staff
Forum with Board and Community
Use to plan strategies for the future.

**Timeline** 2011 - 2012

# PROJECTS

**Project Name** Westport Slough Dredging

**Year Start** 2012

**Category** Public Works; Planning

**Location** Westport

**Commissioner District** 4

**Projected Cost** $2,500,000

**Funded By** Federal Water Resource Development Act (WRDA); USACE

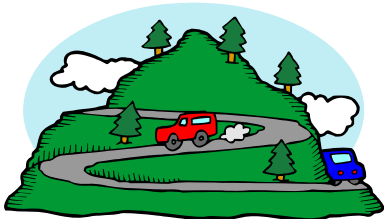
**Description** The Westport community has access to the Columbia River from the Westport slough. The slough has not been dredged and silt is accumulating. Minimal dredging has occurred at the Westport Ferry landing, but the slough depth will not serve a marine industrial site adjacent to the ferry landing. This limits job growth. Funding for this project is through the Federal Water Resource Development Act (WRDA) that is under consideration by the Congress. Passage of this act would provide funding for the USACE to proceed with this project.

**Benefit** This project will enhance the Westport community by providing access to an industrial site and to provide sufficient depth for the larger ferry scheduled to begin service in 2014. There is a potential for an increase in local jobs.

**Collaborating Agencies** USACOE, NOAA Fisheries, Wahkiakum County, Washington State

**Process** County lobbies on this issue with local coalition.
Authorization to proceed provided by Congress through the WRDA

**Timeline** Dredging to be completed prior to 2014



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|---|---|
| **Project Name** | Fire Station Access Development |
| **Year Start** | 2012 |
| **Category** | Public Works; Planning |
| **Location** | County wide |
| **Commissioner District** | 1,2,3,4,5 |
| **Projected Cost** | $10,000 |
| **Funded By** | Public Works (existing access on County Roads)<br>General Fund (existing access on Public Roads or State Highways) |

**Description** The Fire District Stations in some areas are located off the Highway system on gravel driveways at non-controlled intersections with the State Highway or County Roads. This project would inventory these locations and develop a plan and specific projects to address each access in order to enhance safety for the fire fighters and the driving public.

**Benefit** The project would provide for greater safety and access at these critical intersections and reduce maintenance on much needed roads.

**Collaborating Agencies** Oregon Department of Transportation, Fire Districts, Clatsop County

**Process**

Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline**

| | |
|---|---|
| Inventory locations | Summer 2012 |
| Assess problems / safety | Summer/Fall 2012 |
| Design | Fall 2012/Spring 2013 |
| Bid | Spring 2013 |
| Construction | Summer 2013 |

**Project Name** Westport Traffic Calming and Pedestrian Improvements

**Year Start** 2012

**Category** Public Works; Planning

**Location** Westport

**Commissioner District** 4

**Projected Cost** $850,000

**Funded By** Oregon Department of Transportation, Clatsop County

**Description** The Westport community is the East gateway to Clatsop County and has significant traffic through the community on State Highway 30. This project is an Oregon Department of Transportation financial responsibility but requires prioritization by the County and an agreement to provide services, like landscape maintenance, along the through-town route.

**Benefit** The benefit of this project would be to encourage drivers to maintain the posted speed and provide safety improvements for community pedestrians attempting to cross this busy State Highway.

**Collaborating Agencies** Oregon Department of Transportation, Westport community.

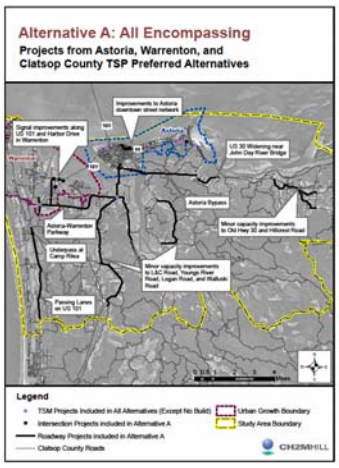
**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline** 2011-2012- Amend Clatsop County's TSP for the pedestrian improvement project for parts that may lie outside of the existing right-a-way for Hwy 30.

2012-2014- Complete engineering design and permitting through Clatsop County and ODOT for proposed project. Finalize agreements between ODOT and Clatsop County for maintenance and up keep of proposed project. Identify funding streams for the proposed project and secure funds.

2014-2015- Construct proposed plans.

**Project Name** Countywide Bypass, Truck, Evacuation Route




**Year Start** 2012

**Category** Public Works; Planning

**Location** Countywide

**Commissioner District** 1, 2, 3, 4, 5

**Projected Cost:** $200,000 per year.

**Funded By** Public Works

**Description** The County, cities of Astoria, Warrenton and Seaside has considered improvements to Highway 101 and the development of an alternate route, earthquake or tsunami evacuation road or by-pass. Studies during the past 20 years have been completed, but the project has not moved forward due to opposition, lack of funding, and insufficient information. Projects like this require the development of consensus since funders are not willing to pay for projects that do not have public support. Finally, it requires a long-term commitment to a process that includes consideration and resolution of most if not all of the issues – environment, social, and economic – that are raised by the public.

The Ensign Road extension from Highway 101 to Business route 104 in front of the Costco Store in Warrenton may become part of the by-pass route in the North County. The environmental sensitivity of the estuary area in the Lower Columbia will require a diverse group willing to commit to many years of discussion. In addition, the County Transportation System Plan is scheduled for review in 2014.

**Benefit** This project would provide a starting point to the discuss improvements to Highway 101 followed by options for additional solutions in the future. It would provide a collaborative forum to strengthen relationships and develop communication between the different perspectives.

**Collaborating Agencies** Oregon Department of Transportation, Department of Land Conservation and Development, cities, Special Districts, private business, environmental and business organizations.

**Process** Authorization to proceed provided by Board
Planning Commission
Board
Adoption

**Timeline** Countywide meeting including elected officials from State and local agencies, to discuss improvements or alternative routes on U.S. 101 for evacuation routes.

Appoint Stakeholder oversight committee,
Working groups on each section,
Prepare to incorporate policies into County TSP using short and long term goals developed by Stakeholder Oversight Committee.

**Staffing** Public Works and Community Development staff

**Project Name** Department of State Lands Wetland Mitigation Permitting

**Year Start** 2011

**Category** Public Works; Planning

**Location** Clatsop County

**Commissioner Districts** All

**Projected Cost** $ 75,000 – 100,000

**Funded By** Clatsop County Fees

**Description** The State Department of State Lands (DSL) permits all wetland mitigation projects in Clatsop County. The County has the option to assume this responsibility provided certain conditions are met. This project would require networking with the State and local agencies to identify wetland, and it would require retention of qualified staff to provide the services subject to approval by the State. This is a multi-year effort to put these programs in place.

**Benefit** The benefit of this project is quicker response and clarity with regard to requirements for mitigation.

**Collaborating Agencies** CREST, cities, Port, private sector. Non-profits land conservancies.

**Process**
Board authorization to proceed to evaluate
Study assumption responsibilities
Consultant assists with identifying process, costs, and revenue
Hire staff based on consultant report
Establish program.

**Timeline** 2013-2014
(18-24 mo. for wetland inventory and preparation/adoption of wetland regulations). Processing of permits would be ongoing,

**Cost** Consultant contract for the wetland inventory ($75-100K); ongoing wetland permit processing would require staff training and potentially .25-.5 FTE of staff time. Permitting services can also be provided by a qualified consultant

| | |
|---|---|
| **Project Name** | Clatsop Plains Wastewater |
| **Year Start** | 2015 |
| **Category** | Public Health; Public Works |
| **Location** | Countywide |
| **Commissioner District** | 1, 2, 3, 4, 5 |
| **Projected Cost** | $150,000 |
| **Funded By** | Public Works Department and Community Development Department |

**Description** The Clatsop Plains area is like much of the County. It is a delicate environmental area and suitable in some locations for private development. Wastewater is primary disposed of through septic systems. This plan would establish the baseline data for the area and provide a template to consider the impacts on wastewater in the area at build-out. This may impact the County Comprehensive Plan and provide direction to add, delete, or improve the language in the Development Code and Standards to accommodate the needs in this area.

**Benefit** The benefit of this project would be to provide clarity regarding the future of this critical County area and how to dispose of wastewater generated by this area.

**Collaborating Agencies** Oregon Department of Water Resources, Oregon Department of Environmental Quality, Department of Land Conservation and Development, Watershed Council, cities, Special Districts.

**Process**
Authorization to proceed provided by Board
Consultant assistance
Planning Commission
Board
Adoption

**Timeline**

| | |
|---|---|
| **Project Name** | Environmental Evaluation and Sediment Clean-up - Columbia River Estuary |
| **Year Start** | 2012 |
| **Responsibility** | Community Development; Public Works |
| **Location** | Columbia River Pollution sites |
| **Commissioner Districts** | 1, 3, 4 |
| **Projected Cost** | $? |
| **Funded By** | State and Federal Agencies, Non-Profit entities, Private Business |

**Description** The Columbia River estuary is a bi-state region comprising a number of specific polluted sites and areas polluted from upstream activities. The Columbia River estuary has been the recipient and depository for local and regional toxic pollutants for several generations. These pollutants as documented through the evaluation of bottom feeding fish tissue pose a danger to human and aquatic health. Current efforts to clean-up the Columbia River estuary while marginally successful are spread between a number of State and Federal agencies with oversight focused on specific projects.

The estuary agencies should plan for a focused multi-year project to clean-up the Columbia River Estuary. Part of this effort would be coordinating and participating in efforts like the Columbia River Basin Toxics Reduction Action Plan www.epa.gov/region10/columbia sponsored by the Environmental Protection Agency. Local involvement, coordination and focus as a jobs creating economic cluster would assist with prioritizing funding from the Federal and State agencies to accomplish the project.

**Benefit** The benefit of this project is it would focus the area on bringing the knowledge, technology and jobs for this effort to this area.

**Collaborating Agencies** Federal and State agencies focused on water quality, habitat restoration, and economic development; Tribes; CREST; Non-profits; Bonneville Power Administration; Corps of Engineers;

**Process** Involves many agencies and citizens.

**Timeline** 2014-TBD

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|---|---|
| **Project Name** | East County Dock Expansion or Construction |
| **Year Start** | 2012 |
| **Category** | Transportation & Development, Parks Division |
| **Location** | Columbia River |
| **Commissioner District** | 4 |
| **Projected Cost** | $500,000 |

**Funded By** Transportation & Development, Parks Division / ODF&W Grants

**Description** The area of the County between the John Day River dock and Westport does not have sufficient access to the Columbia River. A dock located in this area would provide access to a unique and one-of-a-kind environment located on the Columbia River as well as prime fishing areas. The dock area at Knappa is constrained and limited due to a lack of development, poor access, and limited services. It may be necessary to identify another location along this reach of the river. This project would expand or improve an existing dock, parking area, and provide access to enhance the availability of the area to public use.

**Benefit** The benefit of this project would be to provide a serviceable public dock to the community and access to a valuable and unique environmental area on the Columbia River.

**Collaborating Agencies** ACOE, Oregon Department of Fish and Wildlife, Department of State Lands, Oregon DEQ, Department of Land Conservation and Development, State Marine Board, Knappa, Svenson and Brownsmead communities.

**Process**
Identify the location
Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

| | | |
|---|---|---|
| **Timeline** | 2012 | ID Location |
| | 2013 | Design |
| | 2013-14 | Coordinate Funding |
| | 2014 | Construct |

# FACILITIES

| | |
|---|---|
| **Project Name** | North Coast Business Park Development |
| **Year Start** | 2012 |
| **Category** | County Manager, |
| **Location** | North Coast Business Park |
| **Commissioner District** | 1 |
| **Projected Cost** | $200,000 |
| **Funded By** | Clatsop County Industrial Development Revolving Fund; Business Oregon |

**Description** The North Coast Business Park (NCBP) is the location of light industrial development. The NCBP Master Plan Update adopted by the County Board in 2011 provides for an office park for Phase I of the park development. The focus of the development is to provide jobs in a unique well-designed business park setting. The project is being paid for through leveraging the sale of part of the property to pay for the improvements.

**Benefit** The benefit of the North Coast Business Park is to provide jobs and a location for businesses on the North Coast.

**Collaborating Agencies** State of Oregon, Business Oregon

**Process** There are several processes underway during the coming year as follows:

Financing: The County has the option to finance water, sewer, and other infrastructure installation prior to development. There is risk for the County if this is the decision. During the coming year the City of Warrenton will be exploring system development charges which would be paid for by potential developers and recouped from the sale of the property. The County will closely monitor the discussion of these charges and if a development is proposed work with the proposer on an infrastructure financing plan.

Design Review: Identify an internal design review committee (DRC) and record Covenants, Conditions and Restrictions (CC&R's) for the property. October 2011 – January 2012 CCR's were recorded in December on this property. Planning staff is preparing bylaws for the DRC.

Wetland Mitigation – Staff will continue to work through the process for obtaining permits from the Corps and Department of State Lands. A wetland restoration project has already been identified by these agencies to mitigate the remaining property, however, staff time will be needed to acquire other property and coordinate with these agencies. The actual restoration work will be contracted to an agency and is identified below. August 2011- August 2012. A proposal was received from NCLC and will be

considered by the Board on March 14, 2012. This will kick-off the second phase of mitigation needed for the NCBP development.

Park Trail Development – Staff will work with the Warrenton Trail Association on opportunities for parks and trails within the plan area. January 2012 – August 2012.

**Timeline** This project is a long-term project that will ultimately result in the development of this property and returning it to the tax rolls.

| | |
|---|---|
| **Project Name** | Recycling Center(s) – Household Hazardous Waste |
| **Year Start** | 2014 |
| **Category** | Environment Health; Building and Grounds |
| **Location** | County wide |
| **Commissioner District** | 3 |
| **Projected Cost** | $ 355,000 (est.) |
| **Funded By** | Department of Environmental Quality, County Environmental Health, tipping fees, user fees. |

**Description** Permanent household hazardous waste (HHW) collection facilities are an integral part of the municipal recycling and solid waste management infrastructure. Removing HHW from the municipal solid waste stream reduces the toxicity of the waste stream disposed at landfills and will reduce the toxicity of the landfill's leachate. Permanent HHW collection facilities are typically cheaper to operate than the mobile and/or weekend collection roundups. Permanent HHW collection facilities allow for greater participation because of longer operating hours.

When starting to develop a permanent HHW collection facility, there are many decisions that need to be made: the potential volume of materials in the community, choosing an appropriate facility size and building type, and developing a budgetary cost estimate. HHW collection facilities differ in facility size, floor plan layout, building type, and operations.

**Benefit**

- Collecting HHW separately will reduce hazardous chemicals entering the solid waste stream and will reduce the toxicity of the landfill's leachate
- Reduces illegal/improper disposal
- Establishes an ongoing infrastructure (e.g. permanence)
- Complements public education programs
- Improves convenience/accessibility HHW collection center
- Known/established operating hours (facility availability) increases "convenience"
- Participants' usage is ongoing and avoids high peak loading
- Lowers overall cost-per-unit collected/processed (compared to mobile/periodic HHW collection events)
- Protects water supplies and water pollution discharge limits
- Reduces, in part, public resistance to other waste facilities
- Enhances positive environmental image of jurisdiction
- Can provide service to CEGs

**Collaborating Agencies** Oregon Department of Environmental Quality (DEQ), HHW Advisory Committee, Western Oregon Waste (WOW), municipal Public Works Departments, Hazardous Waste Transport vendor, PaintCare

**Process** The development of a permanent household hazardous waste (HHW) facility for a jurisdiction is a complex project that consists of the following stages:

- Authorization to proceed provided by the Board
- Determining the need for a facility
- Facility sizing and design
- Siting and permitting
- Bid preparation/selection of vendors and contractors
- Facility construction
- Facility startup/acceptance
- Full scale operations
- Operator certification and training

**Timeline** Continue with HHW events alternating between North and South County through 2014. Begin process for permanent site 2014 with estimated completed 2016.

**Project Name** Joint Public Works Location

**Year Start** 2012

**Category** Public Works;
Buildings and Grounds

**Location** County wide

**Commissioner District** 1,2,3,4,5

**Projected Cost** $3.5 to 5 million

**Funded By** Public Works

**Description** The Oregon Department of Transportation, Clatsop County and City of Warrenton have been considering co-locating at, or in the vicinity of, the North Coast Business Park (NCBP). The project would provide for additional collaboration between these agencies and cost savings. Joint purchasing may be possible as well as coordination of maintenance activities. Other counties in Oregon have co-located with ODOT and the relationship has been beneficial.

**Benefit** The project provides shared maintenance costs, greater service coordination, and unknown benefits through collaboration of activities. It would provide a one-stop center for many State and County share services.

**Collaborating Agencies** Oregon Department of Transportation, City of Warrenton

**Process** Authorization to proceed provided by Board through budget
Design
Bid
Build
Celebrate

**Timeline** 2012 -
1. Land Acquisition (12 acres off Dolphin) purchase or land transfer
2. Preliminary feasibility/need study for facility

2013 -
1. MOU with County and ODOT
2. Sale of existing Public Works facility
3. Final design of building
4. Begin construction of facility

**Cost** $3.5 to 5 million

**Staffing** ODOT and County leadership
Consultants: Appraiser, Realtor, Architectural team

# PROJECTS FOR STAFF

# PROJECTS NOT PRIORITIZED

**Project Name** Fee Study Update

**Year Start** 2012

**Category** Finance

**Location** Clatsop County

**Commissioner Districts** 1, 2, 3, 4, 5

**Projected Cost** $25,000

**Funded By** Clatsop County

**Description** Clatsop County services are supported by fees. The fees are charged to those who do specific business with the County and receive specific benefits from the services received. Fees are charged by almost every department. Some County services like building inspection is designed to be self-supporting while other County services are partially subsidized by Federal, State or County taxes. Keeping the fees up to date assures those who benefit from the services actually pay for the cost of the services.

The study should consider all of the taxes and fees assessed by the County to determine if the fees are appropriate and adequate. For example, the transient room tax would be reviewed to determine if the fees are being paid by those who offer short-term rental of property within the County.

**Benefit** The benefit of this project is it provides funds that off-set the cost of the services allowing essential tax supported services to be funded. It also assures fairness in that those who consume services actually pay for the cost of the services.

**Collaborating Agencies** None.

Process
Budget Request 2012-13
Request for Proposal Process
Authorization to proceed provided by Board
Interviews and Develop Report
Report to Board
Board Adoption of Fees
Implementation of Fees

**Timeline**
June 2012 Budget Adoption
July-September 2012 RFP Process
October-June 2012-13 Fee Study and Adoption
July 2013 Implementation Start

**Project Name** Internal Financial Controls Assessment and Plan

**Year Start** 2011

**Category** Finance

**Location** Clatsop County

**Commissioner Districts** 1, 2, 3, 4, 5

**Projected Cost** $35,000

**Funded By** Clatsop County

**Description** Clatsop County has multiple funds or businesses. Each business has revenues and expenses, and many have separate points for payments. Separation of accounting functions – payments, counting, balancing, booking, and auditing – are difficult with the numerous business systems present in a complex governmental operation. This study would assess the existing internal financial controls and provide a plan to address any issues raised by the assessment.

**Benefit** The benefit of this project is it provides the tools to make sure internal financial controls are in place to protect the public's assets.

**Collaborating Agencies** None.

**Process**
Budget Request 2012-13
Request for Proposal Process
Authorization to proceed provided by Board
Consultant performs the assessment
Staff reviews the consultant's report
Report to Board
Board Adoption of Report
Implementation of Findings in Report

**Timeline**
June 2013 Budget Adoption
July-September 2013 RFP Process
October-June 2013-14 Plan Preparation and Adoption
July 2014 Implementation

**Project Name** Workforce Plan for County Organization

**Year Start** 2012

**Category** Human Resources

**Location** Clatsop County

**Commissioner Districts** 1,2,3,4,5

**Projected Cost** $12,000

**Funded by** Clatsop County

**Description** Clatsop County as an organization faces a rapidly aging work force. As older employees leave County employment the County loses experienced employees with a vast wealth of institutional knowledge and experience. The County should examine the workforce makeup and staffing trends to define and address its future talent needs. The plan should focus on knowledge and experience transfer and the financial aspects of retirements and recruitments over the next 5 to 10 years. A County plan will focus on recruitment strategies to assure sufficient qualified employees are available to provide County services.

The project will benefit the County by providing an understanding of the current and future workforce composition. The plan should also include identification of the specific requirements and training needed to be qualified for the job. The plan will provide the County with information about the type of incentives package and other programs we must develop to recruit and retain prospective employees to fill key positions created by normal attrition and retirements.

**Collaborating Agencies** Employment Department

**Process**
Staff retains a consultant
Consultant performs assessment
Staff Reviews the consultant's report
Board review report
Staff incorporates recommendations

**Timeline** A Workforce Study takes approximately 5 weeks to complete. Three weeks to collect and compile compensation, benefits and reward data. One week to review and refine data with County. One week to present recommendations to County leadership. If accepted, implementation is ongoing.

**Project Name** Water Resource Planning

**Year Start** 2015

**Category** Public Works, Planning and Public Health

**Location** All of Clatsop County

**Commissioner District** All

**Projected Cost** Not Known

**Funded By** County and State grant

**Description** The primary water providers in the County are the cities and water districts. The County's role is to assure that sufficient supplies are available for County residents who use wells, and that the supply is not subject to external pollution from septic tanks or other sources of pollution.

**Benefit** The benefit of the project will be concise statement of the future of development in the County. Private developers interested in increasing density may be interested in financing this study.

**Collaborating Agencies** Oregon Water Resources Department; cities, water districts.

**Process** Inventory past studies of the water resources in the County; review with collaborating agencies; identify water resource areas of concern – possibly Clatsop Plains; Fund a study to plan the future of these areas.

**Timeline** This project is a long-term project and would be developed based on development pressure.

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February 14, 2012

TO: Board of County Commissioners

FROM: Bruce Francis, Chair, Clatsop County Planning Commission

COPY: Duane Cole, County Manager

SUBJECT: Transmittal of Strategic Plan

The Clatsop County Planning Commission on July 13, 2011 was assigned the task of reviewing and prioritizing the project included in the DRAFT Clatsop County Strategic Plan. The press of immediate business delayed consideration of the plan until the October meeting at which time the Planning Commission undertook the review. Each project was reviewed and evaluated. Editing of the descriptions and content were provided to staff and the commission members actively discussed whether the project belongs in the plan. This review process required an hour during the October, November and December Planning Commission meetings. The December meeting included recommendations from the commission regarding evaluation criteria.

At the January 2012 Planning Commission meeting staff reviewed evaluation criteria and the prioritization process, and the commission discussed the definitions and use of the evaluation criteria. The prioritization process was completed by a majority of the Planning Commission on January 27 and the remaining members completed the process the following week. All of the information regarding the prioritization was posted and shared with the Planning Commission at the regular public meeting on February 14, 2012. At each of the Planning Commission meetings time was allowed for public input on the plan.

The Planning Commission expresses its appreciation to the Board for being assigned this opportunity to get involved in 'real planning' instead of the continuous and important work of reviewing projects and applying the policies in the County Comprehensive Plan and Development Code. The Commission is available to the Board for additional planning projects. In addition, the Commission appreciates the work of staff that developed the Strategic Plan projects and worked with the Commission through this process.

The Planning Commission through this memorandum hereby transmits the DRAFT Clatsop County Strategic plan and priorities to the Board for consideration.

Bruce Francis, Chair

# Clatsop County
# Strategic Plan 2012
# Planning Commission Prioritization Results

| Project | Priority | Comments | Points | Page |
|---|---|---|---|---|
| **Planning Projects** | | | | |
| County Techology Plan Update | 1 | This sounds like a project that County staff needs and will undertake as time and funds are available. Perhaps cities should be added to the collaborating agencies. | 142.3 | 48 |
| Comprehensive Plan Update | 2 | While this is an expensive and staff intensive project, it is very important that it be worked on while the economy has slowed development. The area's geographic desirability will invite development pressures again, once money and demand return. Planning should move ahead while the political environment and economy make it possible. | 134.3 | 36 |
| Transmission Facilities | 3 | If County staff can go ahead with this update to be prepared for future projects, they should be encouraged to do so. | 134.0 | 39 |
| Re-establish Citizen Advisory Committees | 4 | (I did manage a community planning program for over 20 years, and had citizen groups of lengthy duration with each plan- usually 2-3 going at a time). My experience is that groups should be formed when you have something real for them to do.... a definite planning effort or project. Otherwise, you will lose credibility, and people will feel disrespected and become frustrated. So, committees should be formed, but it should be done as part of the comprehensive plan program. Staff time and expertise are required to work successfully with citizen groups. | 132.0 | 44 |
| Renewable Energy Plan | 5 | This work would set the County up to be able to process new projeects under consistent and carefully considered policies. | 130.0 | 46 |

| Project | Priority | Comments | Points | Page |
|---|---|---|---|---|
| Estuary Planning | 6 | While development pressures are delayed, it is a great time to update plans using current science and court findings to coordinate with state and federal regulations. Working with CREST, we may be able to find funding to assist in the regional effort. | 126.3 | 38 |
| Sustainability Plan | 7 | This is a forward-looking and interesting project that could serve to pull together a value set to underpin comprehensive planning. | 118.5 | 40 |
| Housing Quality Plan | 8 | This may make the County more consistent with existing cities, and help the County manage any future growth, as well as compliance with state efforts. | 113.5 | 42 |
| Criminal Management Evaluation | 9 | This study should be completed before any movement on the jail expansion. I wonder if it could be done by staff over time, without the hiring of a consultant. | 110.0 | 49 |
| Historic Preservation Program | 10 | It is quite possible that grants could be put together from the Oregon Heritage Commission and SHPO to fund this program, and it sould be discussed with state officials. I have not heard of any comparable county effort. Maybe it could be funded as a two year effort. Local qualified consultants are available. | 101.0 | 45 |
| People's Utility District Evaluation | 11 | A very divisive project. Only the County Commission can determine if it is worth going through the predictable turmoil of this study and election. It does seem worth finding out the reality of such a venture, so that a decision is based on real information about this region. | 81.0 | 47 |

| Project | Priority | Comments | Points | Page |
|---|---|---|---|---|
| **Projects** | | | | |
| Westport Slough Dredging | 1 | Good project if funding is available. | 142.0 | 58 |
| Fire Station Access Development | 2 | Small, visible and manageable Countywide safety project that should be done this year. | 141.0 | 64 |
| County-wide By-pass, Truck, Evac. Route | 3 | I question the cost estimates for this project. The proposal need not be limited to Hwy 101. I have worked on this study in the past, and do not necessarily agree with the assessment given of the history. ODOT will resist, as state funding is unavailable, but the information is needed for emergency planning. | 140.0 | 56 |
| DSL Permitting by County | 4 | A good fit for the County, and having the expertise on staff would strengthen local programs and understanding. | 138.0 | 59 |
| Clatsop Plains Wastewater | 5 | It is urgent that this knowledge is in place and appropriate policies adopted before additional projects are considered in the Clatsop Plains. | 132.5 | 60 |
| Sediment Clean-up Columbia River | 6 | Meetings to initiate collaborative efforts don't cost much, and it is a compelling need. | 121.5 | 61 |
| Westport Traffic Calming and Peds. Imp. | 7 | Needed project for ODOT and County PW | 120.0 | 63 |
| East County Dock Expansion | 8 | The cost seems high in the current economy. | 114.0 | 62 |

| Project | Priority | Comments | Points | Page |
|---|---|---|---|---|
| **Facilities** | | | | |
| Electricity to Fish Hatchery | 1 | If this can be funded externally, it would be a good project. | 115.0 | 68 |
| Recycling Center for Household Haz. Wst. | 2 | Desirable, but costly. | 115.0 | 69 |
| Incubator Light Industrial Building | 3 | This was a new and dynamic concept in the 1990s, and was implemented in many areas. The City of Astoria did such a project on the eastern edge of the city. It might be useful to find out about their experience and to research recent thinking in places such as the Urban Institute or other professional planning or economic development documents. Does market demand still support such facilities, for instance? Is there vacant developed space already in existence? Could existing vacant space (such as Lum's old building or Warrenton vacant buildings) be re-positioned for such uses? | 112.0 | 71 |
| Joint Public Works Location | 4 | This keeps sounding like a reasonable project, but it needs some outside spark or funding to make it supportable. If it competes with the jail expansion, for instance, the latter has more defensible priority. I'm sure that it would help the agencies involved. | 99.0 | 66 |

## APPENDIX B SUPPORTING PLANS AND STUDIES

Transportation Refinement Plans
- Eastgate
- Greater Warrenton
- Miles Crossing

Long Term Financial Plan
Long Term Financial Plan – Rural Law
Emergency Operations Plan
Clatsop County Recreation Land Master Plan
State Forest Plan and Implementation
Juvenile Crime Plan – Updated Annually
Commission on Children and Families Comprehensive Plan
Prevention Implementation Plan
Annual Budget and Budget Policies
State Territorial Sea Plan
Sediment Management Plan
Astoria By-Pass
Jail Studies
Clatsop County Comprehensive Plan
Park Master Plan
Transportation System Plan
Long-term Financial Plan
Public Health 3 year Comprehensive Plan
Community Corrections Biennial Plan
Capital Road System 5 year plan
Information Technology Strategic Plan Update
OSU Extension Strategic Plan
North Coast Business Park Plan and Update
Joint Land Use Study – Camp Rilea
Household Hazardous Waste Plan
Fee Study
Fair Master Plan

# TAB 28
# PLANNING TERMS AND ACRONYMS

# COMPREHENSIVE PLAN UPDATE

| GENERAL PLANNING TERMS AND DEFINITIONS | |
|---|---|
| Acronym/Term | Definition |
| Adaptive reuse | The conversion of old or historic buildings from their original use to a new use. |
| ADU | *Accessory Dwelling Unit.* A second dwelling unit, either attached or separated, located on a lot already containing a dwelling unit. Also commonly known as "granny-flats" or "mother-in law apartments." |
| APA | *American Planning Association* |
| BANANA | Build Absolutely Nothing Anywhere Near Anything/Anyone |
| Base Zones | The initial regulatory zones for land in a county. (see overlay zones) |
| BiOp | Biological Opinion. Issued by the National Marine Fisheries Services in April 2016, the BiOp states that parts of the NFIP could have a negative impact on the habitat of endangered salmon species. |
| BMP | Best Management Practice |
| Comprehensive Plan Map | Regulatory map that shows land use designations for all land within unincorporated Clatsop County. |
| CZMA | Coastal Zone Management Act adopted in 1972. The Oregon Coastal Management Program (OCMP) is the state of Oregon's implementation of the national program. |
| Downzone/Upzone | A popular term for an action that changes a property to a lower/higher density, in effect limiting/expanding development to less/more-intense uses than previously permitted. |
| EOA | *Economic Opportunities Analysis.* A study prepared by cities/counties to show compliance with Statewide Planning Goal 9 (Economy) and help inform local Comprehensive Plan goals and policies. |
| Euclidian zoning | Regulates development through land use classifications (i.e. single-or multi-family residential) and dimensional standards; it is |

| | |
|---|---|
| | the most common and traditional form of zoning. |
| FIRM | Flood Insurance Rate Map |
| FIS | Flood Insurance Study |
| GIS | *Geographic Information System.* A computer program that creates maps that can visually represent a variety of data. |
| HNA | *Housing Needs Analysis.* A study prepared by cities/counties to show compliance with Statewide Planning Goal 10 (Housing) and help inform local Comprehensive Plan goals and policies. |
| Infill | Development that takes place on vacant or underutilized parcels within an area that is already characterized by urban development and had access to urban services. |
| LID | *Low Impact Development.* Systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration or use of stormwater in order to protect water quality and associated aquatic habitat. |
| LWDUO | Clatsop County *Land and Water Development and Use Ordinance #80-14***,** the zoning code for unincorporated Clatsop County. |
| NFIP | National Flood Insurance Program |
| NIMBY | Not In My Back Yard |
| Nonconforming Use or Structure | A structure or use that **does not conform** to the current requirements of the zoning district and that **did not legally exist** at the time the zoning regulations too effect. |
| Nonconforming Use or Structure, Legal | A building or use that **does not conform** to the current requirements of the zoning district, but which **legally existed** at the time the zoning regulations took effect. |
| Overlay zones | A set of regulations that is applied to properties that provides additional regulations beyond what the zoning district requires. |
| PAPA | Post-Acknowledgement Plan Amendment |
| Partition | Either the act of partitioning land into 3 or fewer parcels or an area or tract of land that has already been partitioned. |
| ROW | Right-of-Way: Often used interchangeably |

| | |
|---|---|
| | with “street” or “road”. Commonly used to describe a road accessible to the general public as opposed to an easement across someone’s private property. |
| Subdivide | To divide an area or tract of land into 4 or more parcels within a calendar year. |
| TSP | Transportation System Plan |
| UGB | Urban Growth Boundary |
| UGMA | Urban Growth Management Agreement |
| Variance | A modification of, or a deviation from, the regulations of the LWDUO which is authorized and approved by Hearings Officer after finding that the literal applications of the provisions of the LWDUO would cause unnecessary hardship in the use or development of a specific lot or building. |
| Zoning Map | Regulatory map that shows zoning designations for all land within unincorporated Clatsop County |

## LWDUO TERMS AND DEFINITIONS

| | |
|---|---|
| BDO | *Beach and Dune Overlay District.* An area approximately between the Pacific Ocean beach and the eastern limit of Highway 101. The purpose is to ensure that development is consistent with the natural limitations of the ocean shore, protect recreational, aesthetic and wildlife habitat and other resources; and to reduce hazards to property and human life resulting from both natural events and development activities. |
| FHO | *Flood Hazard Overlay District*. Identify those areas of the County subject to periodic flooding. |
| GHO | *Geologic Hazards Overlay District.* Areas subject to landslides, ocean flooding and erosion, weak foundation soils and other hazards. |
| SO | *Shoreland Overlay District.* Use to manage uses and activities in coastal shoreland areas which are not designated as a Shoreland Zone. The Shoreland Overlay does not shoreland areas of the Columbia River Estuary designated Marine Industrial Shoreland, Conservation Shoreland or Natural Shoreland. |

## PLANNING AGENCIES, DEPARTMENTS, BOARDS AND COMMITTEES

| | |
|---|---|
| **CLATSOP COUNTY** | |
| BOC | *Board of Clatsop County Commissioners* |
| CCAC | *Countywide Citizen Advisory Committee* |
| PACAC | *Planning Area Citizen Advisory Committee* |

| | |
|---|---|
| PC | *Planning Commission.* Established for the purpose of reviewing and advising on matters of planning and zoning according to the provisions in the Comprehensive Plan, Zoning Ordinance, and other planning implementation documents. |
| PW | *Public Works* |
| **STATE** | |
| CRS | *Community Rating System.* |
| DEQ | *Department of Environmental Quality* |
| DLCD | *Department of Land Conservation and Development.* DLCD reviews Post-Acknowledgement Plan Amendments (PAPAs) to ensure compliance with the statewide planning goals. |
| DSL | *Department of State Lands.* Manages state lands for grazing and agriculture, forestland, off-shoreland, estuarine tidelands, and the state's extensive navigable waterway system, and reviews and regulates development in wetland areas. |
| LCDC | *Land Conservation and Development Commission.* Assisted by DLCD, adopts state land-use goals and implements rules, assures local plan compliance with the goals, coordinates state and local planning, and manages the coastal zone program. |
| LUBA | *Land Use Board of Appeals.* Created to simplify the appeal process, speed resolution of land use disputes, and provide consistent interpretation of state and local land use laws. |
| OCMP | *Oregon Coastal Management Program* |
| ODA | *Oregon Department of Agriculture.* |
| ODF | *Oregon Department of Forestry.* |
| ODFW | *Oregon Department of Fish and Wildlife.* |
| ODOT | *Oregon Department of Transportation* |
| OLCC | *Oregon Liquor Control Commission.* Responsible for oversight of recreational marijuana. |
| OSMB | *Oregon State Marine Board.* |
| OWEB | *Oregon Watershed Enhancement Board.* A state agency that provides grants to help Oregonians take care of local streams, rivers, wetlands, and natural areas. |
| **FEDERAL** | |
| USACE | *U. S. Army Corps of Engineers.* |
| EPA | *Environmental Protection Agency* |
| FEMA | *Federal Emergency Management Administration* |
| HUD | *U. S. Department of Housing and Urban Development* |
| NFIP | *National Flood Insurance Program.* |
| NMFS | *National Marine Fisheries Service* |

# TAB 29
# ADOPTED CAC BYLAWS AND CLATSOP COUNTY BOARD MEMBER HANDBOOK

**Clatsop County**
Community Development – Planning

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# COMPREHENSIVE PLAN UPDATE
# PLANNING AREA CITIZEN ADVISORY COMMITTEES BYLAWS

## ARTICLE I. PURPOSE

The purpose of the Planning Area Citizen Advisory Committees (PACAC) is to:

- Encourage and obtain public input and to ensure the opportunity for citizens and stakeholders of each PACAC area to be involved in the Comprehensive Plan update;
- Increase effective communication between citizens, staff, and elected and appointed County officials; and
- Provide recommendations to the Planning Commission and Board of Commissioners regarding the update of the community plans for each of the six planning areas in unincorporated Clatsop County.

The Comprehensive Plan represents the long-term vision for the unincorporated County and includes planning policies that guide County decisions on land use, housing, transportation systems, natural resources, agricultural lands, forest lands, and aquatic resources.

## ARTICLE II. MEMBERSHIP

Section 1. One Citizen Advisory Committee (PACAC) shall be established for each of the following Planning Areas:

- Clatsop Plains
- Elsie-Jewell
- Lewis & Clark Olney-Wallooskee
- Northeast
- Seaside Rural
- Southwest Coastal

A map depicted the six PACAC areas is attached as Exhibit A and incorporated by this reference into these bylaws.

Section 2. Each PACAC shall consist of a minimum of three (3) members and a maximum of five (5) members. Members of the PACAC must reside; own property; or own, operate or by employed by a business in the unincorporated planning area to which they are appointed.

Section 3. Members of the PACAC shall serve without compensation other than reimbursement for duly authorized expense.

Section 4. Members may be removed from the PACAC under the following rules:

A. Members may request that they be removed for personal or other reasons. Such requests shall be made to the Board of Clatsop County Commissioners.

B. The PACAC may, after a hearing, recommend removal of any member for non-performance of duties or misconduct. Such recommendation for removal shall be made to the Board of Clatsop County Commissioners.

C. The Board of Clatsop County Commissioners may remove any appointed PACAC member at its discretion.

Section 5. The PACAC shall be automatically dissolved following adoption of the updated Comprehensive Plan and Community Plans by the Board of Clatsop County Commissioners.

**ARTICLE III. LIAISON TO COUNTYWIDE CITIZEN ADVISORY COMMITTEE**

Each Planning Area CAC shall nominate one of its members to serve as a member of the Countywide Citizen Advisory Committee.

**ARTICLE IV. APPOINTMENT OF CHAIR**

Section 1. Each CAC shall appoint one of its members to serve as chair of the CAC.

Section 2. It shall be the duty of the Chair to preside at all meetings of the PACAC; to enforce observance of the rules of procedure; to decide all questions of order; offer for consideration all motions regularly made; apportion duties of the PACAC; call all special meetings; appoint all necessary committees, and perform such other duties as the office may require. The Chair shall make no motion or amendment to a motion.

Section 3. In absence of the Chair, the PACAC shall elect a temporary Chair for the particular meeting in question.

**ARTICLE V. COMMITMENT TO DECISION-MAKING PROCESS**

Section 1. Each PACAC will endeavor to reach consensus regarding recommended updates and revisions to the Community Plans and the Comprehensive Plan.

Section 2. Expectations for the decision-making process include:

A The PACAC agrees that consensus has a high value and that the members should strive to achieve it. As such, recommendations will be made by consensus of all present participating members in their representative capacity. They will be empowered to seek the opinions of and represent their constituency.

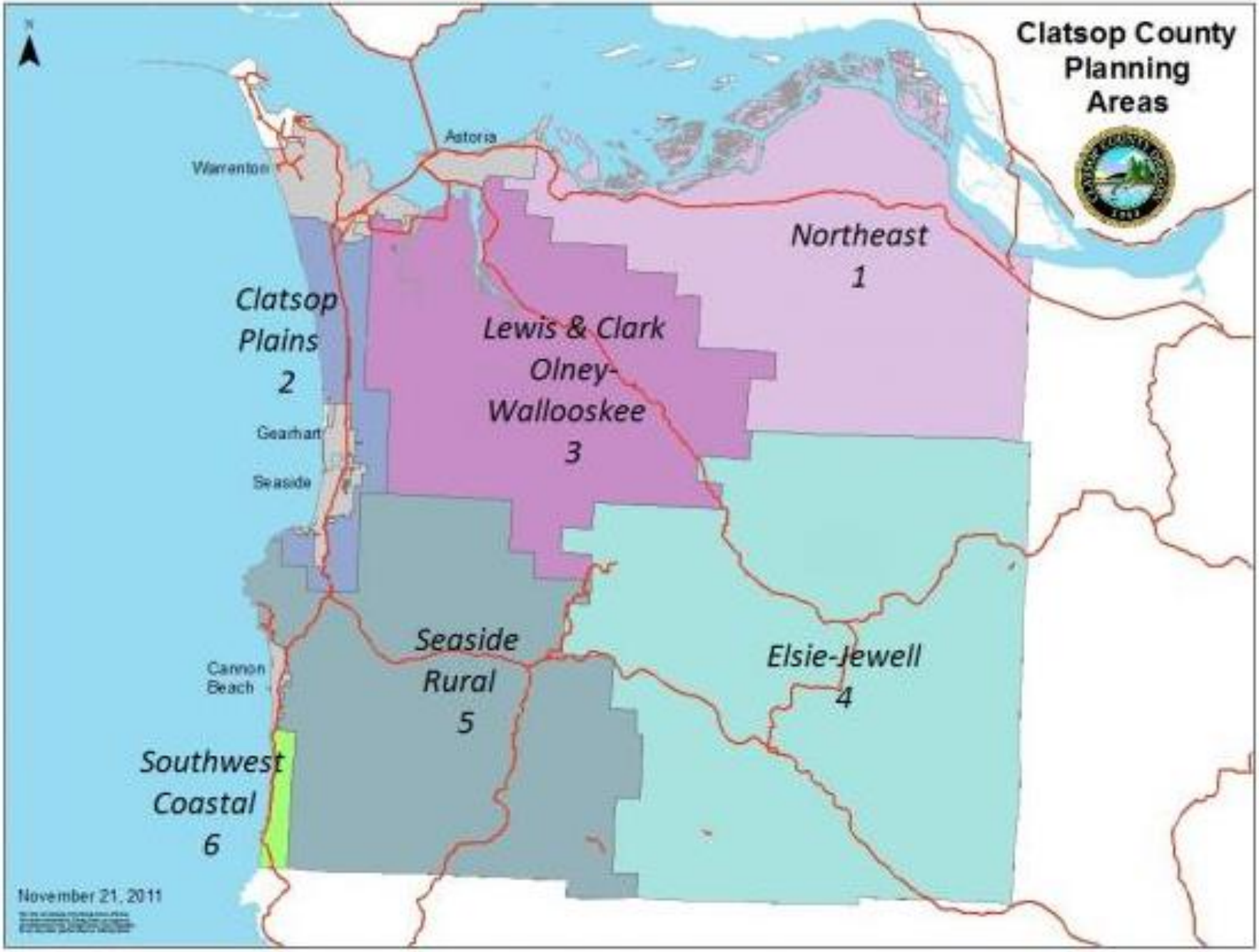
B. The commitment to work for consensus means that members will participate in the give and take of the process in a way that seeks to understand the interests of all and will work together to find solutions workable for all.

C. When consensus cannot be reached, the facilitator or chair may initiate or entertain a motion to vote on the issue. Members may make motions and seconds. All motions must be seconded to be acted upon.

D. Meetings will be conducted in a manner deemed appropriate by the chair to foster collaborative decision-making and consensus building. Except as otherwise provided to the contrary by these Rules of Procedure, Robert's Rules of Order (current edition) shall apply to the procedures of all Planning Area Citizen Advisory Committee meetings.

E. Members agree to be attentive and respectful at all times of other representatives, alternates and audience members. They will listen to each other to seek to understand the other's perspective, even if they disagree. One person will speak at a time. Side conversations and other meeting disruptions will be avoided.
F. PACAC members will honor decisions made and avoid re-opening issues once resolved unless agreed upon by a majority of PACAC members.
G. PACAC members will strive to make decisions within the timeframe approved by the Board of Clatsop County Commissioners.
H. Individual PACAC members agree to not present themselves as speaking for the PACAC, without specific direction and approval by the PACAC chair.

Meeting minutes will be kept documenting decisions of the PACAC. Members will have the opportunity to review, make corrections and then approve the minutes.


Clatsop County Planning Areas
Astoria
Warrenton
Northeast 1
Clatsop Plains 2
Lewis & Clark Olney-Wallooskee 3
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Southwest Coastal 6
November 21, 2011

Advisory Committee Handbook

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## Clatsop County's Mission

*NEIGHBOR TO NEIGHBOR*
*SERVING CLATSOP COUNTY*
*WITH INTEGRITY*
*HONESTY AND RESPECT*

## Welcome

You join many people who serve as volunteer members on Clatsop County Advisory Committees. This handbook contains a list of the committees and some of the responsibilities of the members. The information contained in this handbook is intended to assist new members become acquainted with the functions and decision-making processes of the committee to which they have been appointed. We hope you will find it helpful.

Advisory committees are those established by the County to advise the County on various aspects of government. They will be established and assigned responsibilities by the Board as necessary. Any advisory committee created by the Board may be discontinued by majority vote of the Board requiring the affirmative vote of at least three commissioners.

In addition, the Board may establish a special committee for a specified purpose or project. The Board shall advise the members of a special committee of its purpose and its goals and provide the special committee with a time certain for submitting a recommendation to the Board. Staff assistance or other assistance as deemed advisable by the Board may be provided to any committee or special committee.

Each committee has a set of bylaws consistent with County policies, ordinances and applicable provisions of state law and become effective upon approval of the Board.

## Appointment of New Members

New members are sought from the community to fill advisory committee positions. Members are appointed to advisory committees by the Board of Commissioners and serve at the pleasure of the Board. Terms vary in length depending on the committee.

## Removal of Committee Members

Any committee may recommend to the Board of Commissioners the removal of any of its own members in accordance with that committee's bylaws. Unless otherwise provided by law, the Board may remove any appointed committee member from his or her appointment by majority vote of the Board, requiring the affirmative vote of at least three commissioners. Removal shall be at the Board's discretion. (Ord. 11-14)

## Legal Obligations of Committee Members

As a committee member, it is important to remember that you have legal responsibilities.

- **Public Bodies:** Advisory Committees are considered "public bodies" under Oregon law. As a result, you must ensure that your committee operates in compliance with the open meetings laws (ORS 192.610 et seq.) **Oregon's open meetings laws essentially require three things:**

1. **Notice must be provided for all meetings,**
2. **Meetings must be open to the public, and**
3. **Minutes must be created for each meeting.**

A "meeting" is defined as including not only formal gatherings of the board but also any occasion where a "quorum" **(quorum and voting for the conduct of business shall be a majority [50% plus 1] of appointed membership)** of members come together and deliberate on committee issues. This definition also applies where subcommittees are concerned. Therefore, if three members of a five-member subcommittee come together and begin to discuss committee matters, the open meetings laws must be complied with. This is true whether you are in a social setting or in a formal meeting. It is important to be aware of this fact when you find yourself with other committee members, whatever the situation.

- **Public Officials:** Advisory committee members are considered "public" officials and must act consistently with Oregon's ethics laws (ORS 244.010 et seq.) **Oregon's ethics laws prohibit:**

1. **Any public official from gaining financially as a result of his or her position regardless if it is salaried or not, and**
2. **Public officials must declare any conflicts of interest at a public meeting.**

A conflict exists if a decision or recommendation potentially could affect the finances of the committee member or the finances of a family member. If a conflict exists, the committee member must declare this fact at a meeting where the issue is discussed and may need to refrain from discussing or voting on the matter. The laws surrounding conflicts of interest are confusing but also contain exemptions that may apply. If you are unsure whether a conflict exists, you should contact the staff person assisting your committee to discuss the matter.

**Claims of Meetings Law Violation:**

Most claims that the open meetings laws have been violated will be made against the public body itself. However, claims may be brought against the individual public officials (in this case volunteer committee members). Public officials may be sued personally for public meeting violations and complaints may also be registered with the Government Standards and Practices Commission (GSPC) and investigated. In most of

these circumstances, the county should be able to represent or act in defense of a public official who has acted in good faith. However, if it appears that a public official has intentionally acted outside the law, the county will not assist with defense.

**Resources for Information:**

See Appendices A-C for further information on Public Meetings Law, Public Records Law, and Ethics Law excerpted from the Attorney General's Public Records and Meetings Manual.

If you ever have any questions, please contact the staff person to assist you with information and answers to your questions while you focus on the important service you are providing to the county.

## Legal Protection for Volunteers

Clatsop County is a local public body and is subject to legal action and suit for the torts of its officers, employees and agents, including volunteers (Oregon Tort Claims Act, ORS 30.260-30.302). A tort is any breach of a legal duty which results in injury to a specific person or persons for which the law provides remedy. "Injury" can include such things as financial loss, damage to reputation or emotional injury as well as physical injury.

According to the Act, the action or suit is brought only against the county, not the individual volunteer. The volunteer, upon written request, is entitled to indemnification (protection from the cost of judgement) and legal defense for any tort committed while in the performance of the volunteer's duties. This is true unless the act or omission complained of amounted to malfeasance in office, willful or wanton neglect of duty, or criminal activity.

## Being an Effective Committee Member

Members are appointed to Clatsop County committees to represent the public at large. Many times appointments are made to reflect geographic interest, and area of expertise, or to represent an interest group or professional association. Keep this in mind as you become acquainted with your fellow committee members. Remember each member brings an important point of view. Listening to different points of view produces good policies and procedures and fair solutions to problems. If you are unsure of the committee's mission or the item under discussion, you may ask questions and seek information until you have a clear answer and good understanding of the expectations.

It is vital that all members attend meetings regularly and come to meetings prepared. It is important that you read all reports, proposals and other documents prepared or distributed by staff or board officers prior to meetings.

## Staff Support for Advisory Committees

County staff within a department manages most Clatsop County committees. The primary role of staff is to carry out the rules, policies and programs developed by the committee. Staff also brings to the committee's attention issues of importance, assists the chair with agenda development, and compiles background information for the committee to study.

In addition, staff responsibilities include: meeting arrangements, preparation of minutes, processing complaints, communication with members and other administrative duties. Staff is available to provide information for and assistance to committee members.

## Meetings

Members of a group have a responsibility for the content and product of meetings they attend. They should come prepared to take ownership for their contribution and the end result of the meeting. Meetings do matter.

- **Attendance**: Regular meeting attendance is important. Members should be aware of specific attendance requirements of their committee and always notify staff or the board chair if unable to attend a meeting.
- **Promptness**: Meetings should start and end on time.
- **Meeting time and place**: Specify a regular meeting time and place, and establish a procedure for notifying members of meetings.
- **Participation**: Everyone's viewpoint is valuable, every team member can make a unique contribution; therefore, emphasize the importance of both speaking freely and listening attentively.
- **Basic conversational courtesies**: Listen attentively and respectfully to others, do not interrupt, one conversation at a time, and so forth.
- **Interruptions**: Decide when interruptions will be tolerated and when they will not.

## Introduction to Robert's Rules of Order

Parliamentary Procedure is a set of rules for conduct at meetings that allows everyone to be heard and to make decisions without confusion. County boards and advisory committees use Robert's Rules of Order to conduct their business.

Parliamentary Procedure usually follows a fixed order of business. Below is a typical example:

1. Call to order.
2. Roll call of members present.
3. Approval of minutes of last meeting.
4. Officers' reports.
5. Committee reports.
6. Unfinished business.
7. New business.
8. Announcements.
9. Adjournment.

Business is brought before an assembly by the motion of a member. A motion may itself bring its subject to the assembly's attention, or the motion may follow upon the presentation of a report or other communication. A motion is a formal proposal by a member, in a meeting, that the assembly take certain action. Members can:

1. Make motions.
2. Second motions.
3. Debate motions.
4. Vote on motions.

There are four Basic Types of Motions:

1. Main Motions: The purpose of a main motion is to introduce items to the membership for their consideration. They cannot be made when any other motion is on the floor, and yield to privileged, subsidiary, and incidental motions.
2. Subsidiary Motions: The purpose is to change or affect how a main motion is handled, and is voted on before a main motion.
3. Privileged Motions: The purpose is to bring up items that are urgent about special or important matters unrelated to pending business.
4. Incidental Motions: The purpose is to provide a means of questioning procedure concerning other motions and must be considered before the other motions.

How to present a motion:

1. Obtain the floor
    a. Wait until the last speaker has finished.
    b. Address the Chairperson by saying, "Mr./Ms Chairperson."
2. Make your Motion
    a. Speak in a clear and concise manner.
    b. Always state you motion affirmatively. Say, "I move that we…" rather than, " I move that we do not …"
    c. Avoid personalities and stay on your subject.
3. Wait for a second to your motion
4. Another member will second your motion or the Chairperson will call for a second.
5. The Chairperson States Your Motion

    a. The Chairperson will say, “it has been moved and seconded that we…” thus placing your motion before the membership for consideration and action.
    b. The membership then either debates your motion, or may move directly to vote.
    c. Once your motion is presented to the membership by the chairperson it becomes “assembly property”, and cannot be changed by you without consent of the members.
7. Expanding on Your Motion
    a. The time for you to speak in favor of your motion is after the Chairperson has stated “ it has been moved and seconded that we…”
    b. The maker is always allowed to speak first.
    c. All comments and debate must be directed to the Chairperson.
    d. Keep to the time limit for speaking that has been established.
    e. The mover may speak again only after other speakers are finished, unless called upon by the Chairperson.
8. Putting the Question to the Membership
    a. The Chairperson asks, “Are you ready to vote on the question?”
    b. If there is no more discussion, a vote is taken.
    c. The Chairperson announces the result of the vote immediately after putting the question; a majority vote in the affirmative adopts any motion.
9. If your motion does not receive a second, the motion dies for lack of a second.

Voting on a Motion:

The method of a vote on any motion depends on the situation and by-laws of policy of your committee. There are five methods used to vote by most committees, they are:

1. By Voice—The Chairperson asks those in favor to say, “aye”, those opposed to say “no”. Any member may move for an exact count.
2. By Roll Call – Each member answers “yes” or “no” as his name is called. This method is used when a record of each person’s vote is required.
3. By General Consent—When a motion is not likely to be opposed, the Chairperson says, “if there is no objection…”The membership shows agreement by their silence, however if one member says, “I object.” the item must be put to vote.
4. By Division—this is a slight verification of a voice vote. It does not require a count unless the Chairperson so desires. Members raise their hands or stand.
5. By Ballot—Members write their vote on a slip of paper, this method is used when secrecy is desired.

There are two other motions that are commonly used that relate to voting.

1. Motion to Table—this motion is often used in attempt to “kill” a motion. The option is always present, however, to “take from the table”, for reconsideration by the membership.

2. Motion to Postpone Indefinitely—This is often used as a means of parliamentary strategy and allows opponents of motion to test their strength without an actual vote being taken. Also, debate is once again open on the main motion.

Parliamentary Procedure is the best way to get things done at your meetings. But, it will only work if you use it properly.

1. Allow motions that are in order
2. Have members obtain the floor properly.
3. Speak clearly and concisely.
4. Obey rules of debate
5. Most importantly, *BE COURTEOUS.*

## Committee Roles

By participating as a committee member, each person makes a unique contribution through his or her presence alone, but some members may assume additional roles within the committee. Each role that people select within a committee has guidelines that help ensure success. The following are general guidelines that may vary with the requirements or needs of each committee.

***Chairperson***

- Suggests committee direction and options for setting goals.
- Provides a supportive environment for process, content, and committee members.
- Coordinates activities of subcommittees.
- Sets agendas.
- Sets the tone and pace for the committee.
- May share role of meeting preparation with a staff person.
- Represents the committee in the community
- If there is no appointed facilitator, the chair serves as facilitator and while in that role, remains neutral on content and focuses on process.

***Committee Member***

- Arranges adequate time to carry out responsibility as a committee member.
- Comes to meetings prepared.
- Listens to other members of the committee.
- Participates in committee discussion and decision making.
- Serves on appropriate sub-committees.

***Facilitator***

- Guides committee through agenda.
- Remains neutral in regard to content of the meeting.
- Encourages each member to participate fully.
- Keeps committee energy positive and focused.
- Suggests methods to enable the committee to clearly solve the problem so that everyone agrees with the outcome.
- Works with the chair and staff in meeting logistics.

Your Committee needs a facilitator if:

- There is a difference in opinion on the direction of the committee
- Productivity is lacking and goals are not being accomplished
- No one seems to care about anything
- Goals are not clearly defined
- The committee is newly formed or has changed membership
- The committee experiences a lack of direction
- The committee is involved in strategic planning
- The leader is not delegating
- The committee is dominated by one or two individuals
- Committee members are not participating in discussions

## Advisory Committees

***Ambulance Service Area Advisory Committee***
The Ambulance Service Area Advisory Committee provides advice and recommendations to the Board of Commissioners regarding provisions of the Ambulance Service Ordinance and the Ambulance Service Area Plan.

***Arts Council of Clatsop County***

***Board of Property Tax Appeals***
Hears petitions for reduction of real market or assessed values of property as of July 1, considers applications to excuse penalties, reviews the Assessor's Certified Ratio Study.

***Budget Committee***
Responsible for reviewing, with the county commissioners, the proposed budget prepared by the county manager. Charged by law with recommending budget to Board of Commissioners.

***4-H and Extension Service Advisory Council***
Cooperates with OSU Extension Service and county Extension staff in planning, promoting, developing, implementing and evaluating Extension programs to meet local needs.

***Fair Board***
Responsible for the exclusive management of the fairgrounds and organizes the annual county fair.

***Human Services Advisory Committee***
Advises the Health and Human Services Department on developmental disabilities, mental health and alcohol and drug abuse services. The committee meets every other month to identify needs, establish priorities for publicly funded services and assist in selection of service providers, evaluate services and provide a link to the public through advocacy and education.

***Planning Commission***
Advises Board of Commissioners on land-use planning, conducts land-use hearings, implements county's zoning and comprehensive plan.

***Public Safety Coordinating Council***
Develops and recommends to the Board of Commissioners a comprehensive local corrections program for both adults and juveniles, coordinates local criminal justice policy.

***Recreation Lands Planning Advisory Committee***
Assists in developing long-range plans for county parks, formulating amendments to the recreation lands element of the county's comprehensive land-use plan.

***Rural Law Enforcement District Advisory Committee***
Elected by district voters to provide input to sheriff and county commissioners on service levels, enforcement priorities and general operation of district.

# Appendix A – Public Meetings Law

"The Oregon form of government requires an informed public aware of the deliberations and decisions of governing bodies and the information upon which such decisions were made. It is the intent of ORS 192.610 to 192.690 that decisions of governing bodies be arrived at openly."

"The key requirements of the Public Meetings Law are to hold meetings that are open to the public unless an executive session is authorized, to give notice of meetings and to take minutes or otherwise record the meeting. In addition, there are requirements regarding location, voting and accessibility for disabled persons."

*Attorney General's Public Records and Meetings Manual,* January 2011.

| | |
|---|---|
| Public Body | The Public Meetings Law applies to all meetings of a governing body of a public body for which a quorum is required in order to make a decision or to deliberate toward a decision on any matter. ORS 192.610(5), 192.630(1).<br><br>The Public Meetings Law applies to meetings of the "governing body of a public body." ORS 192.630(1). A "public body" is the state, any regional council, county, city or district, or any municipal or public corporation. A "public body" is also a board, department, commission, council, bureau, committee, subcommittee or advisory group of any of the entities in the previous sentence. ORS 192.610(4). |
| Public Meeting | A public meeting is the convening of any governing body for which a quorum is required to make or deliberate toward a decision on any matter, or to gather information. Decisions must be made in public, and secret ballots are prohibited. Quorum requirements may vary among governing bodies.<br><br>Meetings accomplished by telephone conference calls or other electronic means are considered public meetings. Governing bodies must hold their meetings within the geographic boundaries of their jurisdiction. However, a governing body may meet elsewhere if there is an actual emergency requiring immediate action or to hold a training session, when no deliberation toward a decision is involved. |
| Notice of Meetings | Governing bodies must give notice of the time, place and agenda for any regular, special or emergency meeting. Public notice must be reasonably calculated to give actual |

notice to interested persons and media who have asked in writing to be notified of meetings and general notice to the public at large. Adequate notice to ensure that those wishing to attend are able should be a week to ten days.

At least 24-hour notice to members of the governing body, the public and media is required for any special meeting, unless the meeting is considered an emergency meeting. However, notice for emergency meetings must also cite the emergency.

A meeting notice must include a list of the principal subjects to be considered at the meeting. This list should be specific enough to permit those wishing to attend to recognize matters of interest. However, discussion of subjects not on the agenda is allowed at the meeting.

**Minutes**

The Public Meetings Law requires that the governing body of a public body provide for sound, video or digital recording or written minutes of its meetings. ORS 192.650(1). The record of a meeting, whether preserved in written minutes or a sound, video or digital recording, shall include at least the following information:

- members present;
- all motions, proposals, resolutions, orders, ordinances and measures proposed or their disposition;
- results of all votes by name of each member (except for public bodies consisting of more than 25 members);
- the substance of discussion on any matter; and
- A reference to any document discussed at the meeting

Written minutes need not be a verbatim transcript and a sound, video or digital recording is not required to contain a full recording of the meetings, except as otherwise provided by law. Whatever means of recording used must give "a true reflection of the matters discussed at the meeting and the views of the participants." ORS 192.650(1). The Public Meetings Law requires that written minutes or a sound, video or digital recording of a meeting be made available to the public "within a reasonable time after the meeting." ORS 192.650(1). If written minutes are prepared, they cannot be withheld from the public merely because they will not be approved until the next meeting of the governing body. Minutes must be preserved for a reasonable time, for at least one year. Minutes of many

governing bodies are subject to records retention schedules established by the State Archivist.

**Executive Sessions**

Minutes from executive sessions are exempt from disclosure under the Oregon Public Records Law. Governing bodies are allowed to exclude the public, but not the media. Executive sessions are allowed only for very limited purposes:

1. To consider the initial employment of a public officer, employee or staff member, but not to fill the vacancy in an elected office or on public advisory groups.
2. To consider dismissal, discipline, complaints or charges against a public official, employee, official, staff or individual agent, unless that person requests a public hearing.
3. To review and evaluate job performance of a chief executive officer or other officer of staff member, unless that person requests a public hearing.
4. To deliberate with persons designated to conduct labor negotiations (the media may be excluded from these sessions).
5. To conduct labor negotiations if both sides request that negotiations be in executive session.
6. To consider records exempt by law from public disclosure.
7. To consult with counsel concerning litigation filed or likely to be filed against a public body (members of the medial that are a party to that litigation or represent a media entity that is a party may be excluded).
8. To consult with persons designated to negotiate real property transactions.

**Exemptions**

Staff meetings, on-site inspections and a gathering of an association to which a public body or its members belong are not considered public meetings. Chance social gatherings are not considered meetings as long as no official business is discussed. (Excerpted from the On-line

**Questions & Answers**

http://www.doj.state.or.us/pdf/public_records_and_meetings_manual.pdf

# Appendix B – Public Records Law

Government transparency is vital to a healthy democracy. Public scrutiny helps ensure that government spends tax dollars wisely and works for the benefit of the people. Oregon's Public Records and Meetings Laws underscore the state's commitment to transparency. Government records are available to the public, and governing bodies must conduct deliberations and make decisions in the open. *Attorney General's Public Records and Meetings Manual,* January 2011.

**Who Can Inspect?**

Under ORS 192.420 "every person" has a right to inspect any nonexempt public records of a public body in Oregon. This right extends to any natural person, any corporation, partnership, firm or association, and any member or committee of the Legislative Assembly. ORS 192.410(2).

The definition of "person" in ORS 192.410(2) does not mention a "public body," and we have concluded that a public body may not use the Public Records Law to obtain public records from another public body. Similarly, a public official, other than a legislator, acting within his or her official capacity may not rely on the Public Records Law to obtain records, although the individual could do so in his or her individual capacity.

Generally, the identity, motive and need of the person requesting access to public records are irrelevant.

**Who Is Subject?**

ORS 192.420 broadly extends the coverage of the Public Records Law to any public body in this state. For purposes of the records law, ORS 192.410(3) defines the term "public body" as *including*:

Every state officer, agency, department, division, bureau, board and commission; every county and city governing body, school district, special district, municipal corporation, and any board, department, commission, council, or agency thereof; and any other public agency of this state.

ORS 192.410(5) defines the term "state agency" to mean: Any state officer, department, board, commission or court created by the Constitution or statutes of this state but does not include the Legislative Assembly or its members, committees, officers or employees insofar as they are exempt under section 9, Article IV of the Oregon Constitution.

Thus, all state and local government instrumentalities are

subject to the Public Records Law, including "public corporations" such as the Oregon State Bar, the SAIF Corporation, and the Oregon Health and Science University.

**Which Records Are Covered?**

ORS 192.410(4)(a) defines a "public record" as *including*:

any writing that contains information relating to the conduct of the public's business, including but not limited to court records, mortgages, and deed records, prepared, owned, used or retained by a public body regardless of physical form or characteristics.

Many public bodies use electronic mail (e-mail) for communications. E-mail is a public record. Even after individual e-mail messages are "deleted" from an individual's computer work area, the messages generally continue to exist on computer back-up tapes, which are also public records. As with any public record, a public body must make all nonexempt e-mail available for inspection and copying regardless of its storage location.

Prepared, Owned, Used or Retained - all records, even those not originally prepared by the public body are subject.

**How Can a Person Inspect?**

General - Requests for records of Oregon public bodies must be made under the Oregon Public Records Law, not the federal Freedom of Information Act (FOIA). Public bodies should not deny a request for their records merely because the requestor calls it a FOIA; however, the FOIA timeframes and other requirements of the federal act would not apply.

A public body may require the records request to be in writing and must make available to the public a written procedure for making public record request that includes: 1) the name of one or more persons to whom public record requests may be sent, with addresses; and 2) the amounts of and the manner of calculating fees that the public body charges for responding to requests for public records.

**Which Records Are Exempt?**

Public Records Law is primarily a *disclosure* law, rather than a confidentiality law. Exemptions in ORS 192.501 and 192.502 are limited in their nature and scope of application because the general policy of the law favors public access to government records. For a list of exemptions consult the *Attorney General's Public Records and Meetings Manual.*

**Questions & Answers**

www.doj.state.or.us

# Appendix C – Ethics

About OGEC- An Overview

The Oregon Government Ethics Commission (OGEC), established by vote of the people in 1974, is a seven-member citizen commission charged with enforcing government ethic laws. Oregon government ethic laws prohibit public officials from using office for financial gain, and require public disclosure of economic conflict of interest. The OGEC also enforces state laws which require lobbyists and the entities they represent to register and periodically report their expenditures. The third area of OGEC jurisdiction is the executive session provisions of public meetings law.

About OGEC- History

During the Watergate scandal of the early seventies, Americans were confronted with deceit and misuse of power by elected officials. Citizens across the nation began calling for accountability from their governments. In response, Oregon was one of the first states to create laws designed to open government to greater public scrutiny.

In 1974, more than 70 percent of the voters approved a statewide ballot measure to create the Oregon Government Ethics Commission. The ballot measure also established a set of laws (ORS Chapter 244) requiring financial disclosure by certain officials and creating a process to deal with the inevitable question of conflict of interest. The drafters of the original laws recognized that "conflict of interest" is, indeed, inevitable in any government that relies on citizen lawmakers.

About OGEC- Staff

The OGEC is administered by an executive director selected by the commissioners. The commission also employs seven full-time staff member who are appointed by the executive director, including investigators, trainers, executive support, and administrative staff.

The OGEC members and staff consider that they are doing their job most successfully if they can help public officials avoid conduct that violates the relevant statutes. They encourage people to inquire into any point of the statutes prior to taking any action that may violate Oregon Government Ethic law, Lobbying Regulation law or the Executive Session provisions of Public Meetings law.

OGEC staffers are available for informal questions and discussions about statutes, administrative rules and the commission's process. Public officials are encouraged to contact OGEC staff at any time.

OGEC Contact info

Oregon Government Ethics Commission
3218 Pringle Rd. SE, Suite 220
Salem, OR 97302-1544
Phone: 503-378-5105
ogec.mail@state.or.us
http://www.oregon.gov/OGEC/

About Oregon Government Ethics Law

- Applies to all elected and appointed officials, employees and volunteers at all levels of state and local government in all three branches
- Prohibits use of public office for financial gain
- Requires public disclosure of financial conflicts of interest
- Requires designated elected and appointed officials to file an annual disclosure of sources of economic interest
- Limits gifts that an official may receive per calendar year
- Found in Oregon Revised Statutes, Chapter 244

About the Executive Session Provisions of Public Meetings Law

- Authorizes specific, limited reasons for which a public body may meet in a closed session
- Found in Oregon Revised Statutes 192.660 and 192.685

Summary of the Main Points

**Financial Gain**

No public official shall use or attempt to use an official position to obtain financial gain or avoid financial detriment. [ORS 244.040(1)] Oregon's ethics laws prohibit each public official from gaining a financial benefit or avoiding a financial cost as a result of his or her position. However, several specific benefits, such as compensation packages and reimbursed expenses, are allowed.

**Gifts**

No public official shall solicit or receive any gift(s) with a total value of more than $50 from any single source who could reasonably be known to have a financial interest in the official actions of that public official. A gift is defined as something of value given to a public official, for which the official does not pay an equal value. Gifts of entertainment are included in the $50 gift limit.

This does not mean that an official cannot receive any gifts. The law only restricts gifts from sources that have an administrative or legislative interest in the public official's actions, and does allow the public official to receive up to $50 worth of gifts from each source. In addition, unlimited gifts may be accepted from a source that does not have a

legislative or administrative interest in the public official, and the public official may accept unlimited gifts from specified relatives.

### Conflict of Interest

A conflict exists if a decision or recommendation could affect the finances of the public official or the finances of a relative. A few other situations can present a conflict of interest, as well. If a conflict of interest exists, the public official must always give notice of the conflict, and in some situations the public official is restricted in his ability to participate in the matter that presents the conflict of interest.

About Training

OGEC staffers are available for informal questions and discussions about statutes, administrative rules and the commission's process. You are welcome to contact OGEC staff at any time. If you call, you will speak to a real live person. OGEC does not have an automated phone tree.

OGEC is pleased to offer free on-line training through iLearn Oregon. Training modules are short, focused, and convenient. There are trainings on several topics, including conflicts of interest, gifts, and executive sessions.

Whether you are a public official or a private citizen, anyone with an email address can take training through iLearn Oregon at no cost. iLearn trainings are available from any internet connected computer.

### Training Topics:

- *Conflicts of Interest*
- *Complaints*
- *Ethics Statutes Overview for Employees and Other Appointed Officials*
- *Ethics Statutes Overview for Elected Officials and Officials Appointed to Boards, Commissions, or Advisory Groups*
- *Gifts*
- *Introduction to Executive Sessions*
- *Prohibited Use of Office*
- *Legislative Changes*

A Few Questions and Answers About the Law

**Q: Who are public officials?**

A: "Public official" is defined in ORS 244.020(14) as any person who is serving the State of Oregon or any of its political subdivisions or any other public body as defined in ORS 174.109 as an elected official, appointed official, employee or agent, irrespective of whether the person is compensated for the services.

You are a public official if you are:

Elected or appointed to an office or position with a state, county or city government.

Elected or appointed to an office or position with a special district.

An employee of a state, county or city agency or special district.

An unpaid volunteer for a state, county or city agency or special district.

Anyone serving the State of Oregon or any of its political subdivisions, such as the State

Accident Insurance Fund or the Oregon Health & Science University.

**Q: Are volunteers "public officials"?**

A: Some volunteers are public officials. By some estimates, there are up to 50,000 volunteer public officials in the State of Oregon. A volunteer is a "public official" if they meet one of these three criteria:

1.) The volunteer is elected or appointed to a governing body of a public body

2.) The volunteer is appointed or selected for a position with a governing body or a government agency with responsibilities that include deciding or voting on matters that could have a pecuniary impact on the governing body, agency or other persons

3.) The volunteer position includes all of the following:

a. Responsible for specific duties
b. The duties are performed at a scheduled time and designated place.
c. Volunteer is provided with the use of the public agency's resources and equipment.
d. The duties performed would have a pecuniary impact on any person, business or organization served by the public agency.

For purposes of ORS Chapter 244, volunteers are not public officials if they perform such tasks as picking up litter on public lands, participating in a scheduled community cleanup

of buildings or grounds, participating in locating and eradicating invasive plants from public lands and other such occasional or seasonal events.

**Q: What are the provisions of law that prohibit a public official from using the position or office held for financial gain?**

A: As defined earlier, public officials become public officials through employment, appointment, election or volunteering. ORS 244.040(1) prohibits every public official from using or attempting to use the position held as a public official to obtain a financial benefit, if the opportunity for the financial benefit would not otherwise be available but for the position held by the public official.

The prohibited financial benefit can be either an opportunity for gain or to avoid an expense.

Each public official is prohibited from using the position as a public official to receive certain financial benefits. In addition, each public official is prohibited from using or attempting to use the official position to obtain financial benefits for a relative or a member of the public official's household, or for a business with which the public official, a relative, or a member of the public official's household is associated.

There are a variety of actions that could be a prohibited use or attempted use of an official position. The use of a position could be voting in a public meeting, placing a signature on a government agency's document, making a recommendation, making a purchase with government agency funds, or conducting personal business on a government agency's time or with a government agency's resources such as computers, vehicles, heavy equipment or office machines.

**Q: What are some examples of actions a public official might do, that would be a violation of the prohibited use of office provision in ORS 244.040(1)?**

A:

- The mayor of a city signs a contract obligating the city to pay for janitorial services provided by a business owned by a relative of the mayor.
- A city treasurer signs a city check payable to an office supply business that is owned by a relative.
- A city billing clerk alters water use records so that the amount billed to the clerk's parents will be less than the actual amount due.
- A volunteer firefighter borrows the fire district's power washer to prepare the exterior of the volunteer's personal residence for painting.
- A county public works employee stores a motor home that is owned by the employee's parents in a county building used for storing heavy equipment.
- An employee of a state agency has a private business and uses the agency's computer to advance the business by promoting, corresponding and managing the activities of the private business.
- A school district superintendent approves and signs her own request for reimbursement of personal expenses the superintendent incurred when conducting official business.

**Q: Are there any financial benefits a public official is allowed to receive, even if those benefits are only available because of the official position the person holds?**

A: Yes. ORS 244.040(2) provides a list of financial benefits that may be received. These include:

- Official compensation
- Reimbursement of expenses
- Honorarium
- Unsolicited awards for professional achievement
- Contributions to a legal expense trust fund
- Some gifts

Please note, all of these items have specific definitions, and in order to be lawfully received, the financial benefit must meet the definition of the allowable item.

**Q: Do the Oregon Government Ethics laws prevent two people who are related from being employed by the same public body, or serving the same public body?**

A: No. Public officials who are relatives can be employed by the same public body at the same time, or serve on the same governing body of a public body at the same time. However, there are provisions prohibiting a public official from participating in the appointment, employment, promotion, demotion, firing, or discharge of a relative to/from a paid position as a public official. Another statute prohibits a public official from directly supervising a relative who holds a paid position as a public official.

**Q: Do the Oregon Government Ethics laws prohibit a public official from working for a private employer or owning a private business while being employed by a public body or while holding a position with a public body?**

A: No. In general, public officials may obtain employment with a private employer or engage in private income producing activity of their own. However, they must not use the position they have as a public official to create the opportunity for additional personal income. They must also ensure that when they are engaged in personal income producing activities, there is a clear distinction between the use of personal resources and time and the use of the public body's time and resources.

**Q: What is a "conflict of interest" as defined in Oregon Government Ethics law?**

A: In brief, a conflict of interest when an official action by the public official could or would result in a <u>financial benefit or detriment</u> to the public official, a relative of the public official or a business with which either is associated.

A matter is a statutory conflict of interest when both of these conditions are met:

1. The official act will cause a personal monetary gain or monetary loss
2. The monetary gain or loss will be to the public official, a relative of the public official, or a business with which the public official or the relative is associated.
3.

**Q: What are the two types of conflict of interest?**

A: Oregon Government Ethics law identifies and defines two types of conflicts of interest: actual conflict of interest and potential conflict of interest.

The difference between an actual conflict of interest and a potential conflict of interest is determined by the words "would" and "could."

A public official is met with an **actual** conflict of interest when the public official participates in action that **would** affect the financial interest of the official, the official's relative or a business with which the official or a relative of the official is associated.

A public official is met with a **potential** conflict of interest when the public official participates in action that **could** affect the financial interest of the official, a relative of that official or a business with which the official or the relative of that official is associated.

**Q: Does Oregon Government Ethics law limit the gifts that public officials may receive?**

A: Yes. ORS 244.025 limits a public official, and relatives and household members of the public official, to each accepting no more than $50 worth of gifts in a calendar year, from each source that has a legislative or administrative interest in the official position of that public official.

However, if the source of the offered gift does not have a legislative or administrative interest in the official position, then the public official and his relatives and household members may accept unlimited gifts from that source. In addition, there a number of items that ORS 244.020(6)(b) excludes from the definition of a gift, and in the specific circumstances listed, those items can be accepted without limit.

**Q: Do the Oregon Government Ethics laws cover all bad behaviors that a public official might do?**

A: No. There are occasions when a public official engages in conduct that may be viewed as unethical, but that conduct may not be governed by Oregon Government Ethics law. Without an apparent statutory violation, the following are some examples of conduct by public officials that are not within the authority of the Commission to address:

- An elected official making promises or claims that are not acted upon.
- Public officials mismanaging or exercising poor judgment when administering public money.
- Public officials being rude or unmannerly.
- Public officials using deception or misrepresenting information or events.

While the conduct described above may not be addressed in Oregon Government Ethics law, public agency policies and procedures may prohibit or redress the behavior. Please contact the Commission staff if you need further clarification regarding how the Oregon Government Ethics law may apply to circumstances you may encounter.

A Few Questions and Answers About OGEC

### If I have a question about the Oregon Government Ethic statutes, what can I do?

The easiest course is to pick up the phone and call the staff of the Oregon Government Ethics Commission (OGEC) at (503) 378-5105. You can also make an appointment to visit in person with a staff member. Some issues that are not clearly described in the statutes may be explained more fully in a brief conversation.

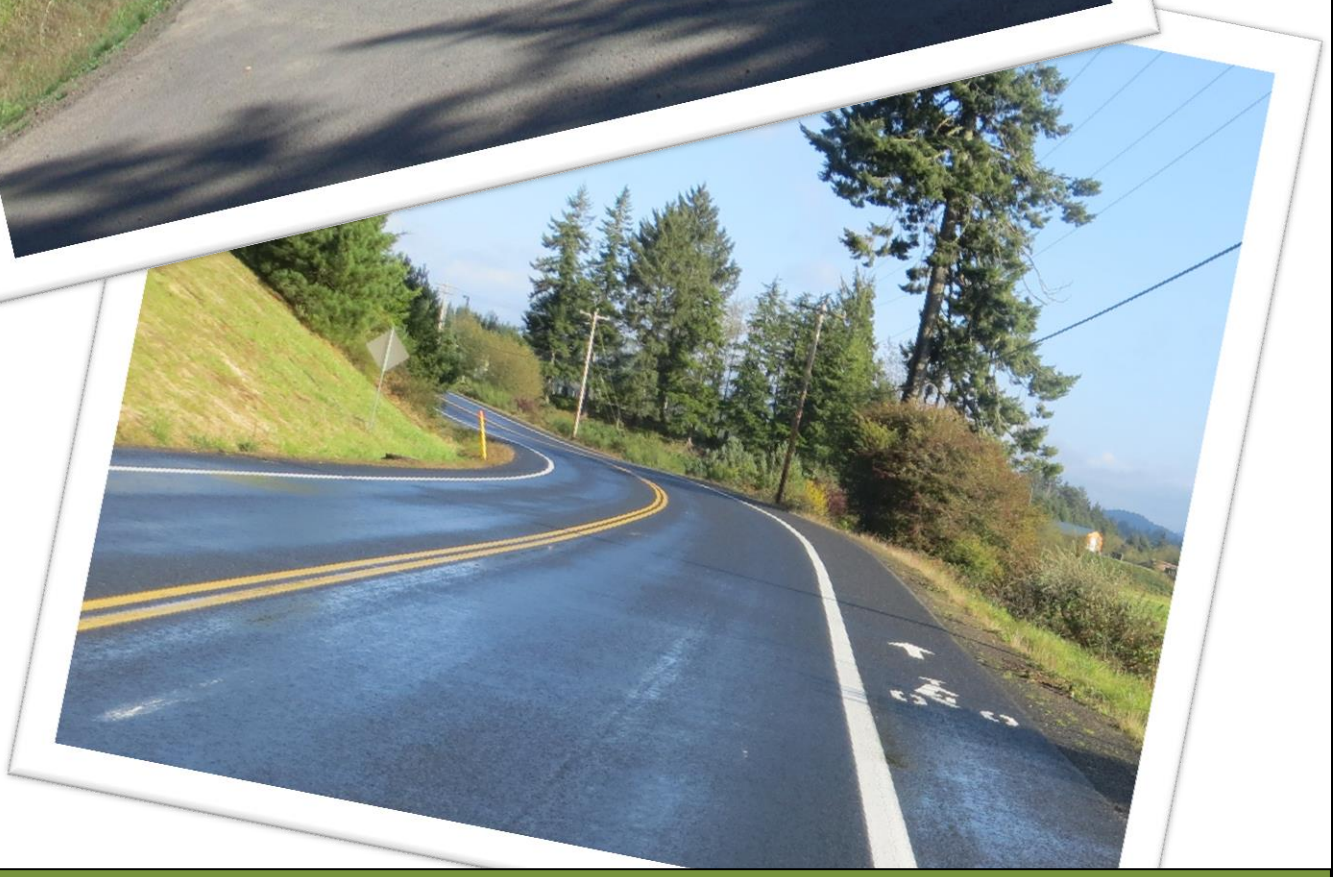
OGEC staff are knowledgeable about the statutes and quite familiar with past and current commission interpretations. Furthermore, they are committed to providing accurate advice and preventing violations of the statutes whenever possible.

### If I ask for advice, will I trigger an inquiry into my conduct?

Not if the request relates to official action that has not yet taken place. If the facts presented indicate that a violation of the statutes has occurred, the commission may initiate a preliminary review.

# TAB 30
# COMPREHENSIVE PLAN UPDATE SCOPE OF WORK

# CLATSOP COUNTY COMPREHENSIVE PLAN UPDATE



# SCOPE OF WORK

## INTRODUCTION

The Comprehensive Plan describes the long-term vision for unincorporated Clatsop County, looking ahead to set direction for the county's growth over the next 20 years. It contains common goals that guide development within the County, including in the areas of land use, environment, transportation, economic development, housing and resource use.

Clatsop County adopted its original Comprehensive Plan in 1979-1980. The plan consists of six community plans and 18 goals:

| COMMUNITY PLANS | GOALS |
|---|---|
| Northeast<br>Southwest Coastal<br>Elsie-Jewell<br>Seaside Rural<br>Lewis & Clark-Olney-Wallooskee<br>Clatsop Plains | 1. Citizen Involvement<br>2. Land Use Planning<br>3. Agricultural Lands<br>4. Forest Lands<br>5. Open Spaces, scenic and Historic Areas, and Natural Resources<br>6. Air, Water and Land Resources Quality<br>7. Areas Subject to Natural Disasters and Hazards<br>8. Recreational Needs<br>9. Economic Development<br>10. Housing<br>11. Public Facilities and Services<br>12. Transportation<br>13. Energy Conservation<br>14. Urbanization<br>15. N/A (Applies to Willamette River area only)<br>16. Estuarine Resources<br>17. Coastal Shorelands<br>18. Beaches and Dunes<br>19. Ocean Resources (Oregon Off-Shore Territorial Waters only) |

From 1981 through 2007, Oregon law required all cities and counties to conduct a periodic review of their comprehensive plans. In 2007 the legislature revised the requirements of periodic review to include only those cities with a population of 10,000 or greater. The County's last periodic review was in 2003. However, the 2003 review did not revisit all 18 goals, choosing instead to focus on amendments to those goals that would allow creation of the rural communities of Knappa, Svensen, Miles Crossing, Jeffers Gardens, Westport and Arch Cape. While the Comprehensive Plan has been amended several times over the past 40 years, this will be the first complete review and update since its adoption in 1980. This scope of work document is intended to serve as a strategy guide for Clatsop County's Comprehensive Plan update process.

## APPROACH

Staff is proposing to complete the Comprehensive Plan updates in-house, with the limited use of technical consultants on an as-needed basis. The current Comprehensive Plan consists of 2,441 pages in five volumes. By comparison, the Lane County Rural Comprehensive Plan, which was updated in January 2005, covers all 19 state-wide goals in a total of 78 pages. The Clatsop County Comprehensive Plan is not only outdated, it is cumbersome and difficult for residents, business owners, and even staff to use.

The adopted plan currently incorporates all of the technical data and background reports that were utilized when preparing the original plan in the late 1970s. As discussed above in the Lane County example, a survey of more recently updated comprehensive plans from other counties within Oregon show that it is not the standard practice to adopt the background material and technical data. This information may quickly become outdated and is not required to be adopted as part of the plan. The standard practice is to adopt a brief overview section along with goals and policies. Staff is proposing to utilize this approach as part of this update. The focus will be ensuring compliance with state statutes and updating the goals and policies to capture the consensus of the residents, business owners and other stakeholders.

The *2018 Countywide Housing Study* by Angelo Planning Group and Johnson Economics, along with US Census data and population projections from Portland State University Population Research Center will provide the basis for population and development estimates that will be used to inform the update. The update will also be guided by the *Clatsop Vision 2030* plan (2014); the *Clatsop County Natural Hazards Mitigation Plan* (2019); the *Clatsop County Transportation System Plan* (2015); and the *Clatsop County Strategic Plan* (2012). Other plans and studies such as the *Camp Rilea Joint Land Use Study* (2012); the *North Clatsop Plains Sub-Area Plan* (2014); and the *Clatsop County Parks Master Plan* (2006), also will be reviewed to ensure consistency between documents and to identify potential goals and policies that should be included in the updated comprehensive plan.

In addition, the Comprehensive Plan update will be guided by the following principles:

- Capitalize on existing work, rather than re-inventing new processes
- Create accountability for included goals and policies, by establishing performance measures to track the plan's implementation and identify responsible parties
- Incorporate updated information and policies to support economic development
- Consider and address impacts from climate change and incorporate adaptation strategies
- Communicate broadly and often; reach out to groups in all segments of the county
- Provide information throughout the update that is accessible, engaging and readily understandable

The updated plan will consider growth over a 20-year planning horizon, projecting out to 2040.

## WORK PROGRAM

This section outlines the basic tasks included in the Comprehensive Plan Update. The deliverables and timelines are based on estimates to complete required elements of the update and are subject to change depending on the extent of discussions and input at the public, Citizen Advisory Committees, Planning Commission and Board of Commissioners meetings.

The update will follow three general phases:

**Phase 1: Initial Outreach and Internal Review (February 2019-June 2019)**

Clatsop County planning staff will put forward a call for applicants for the Citizen Advisory Committees. The deadline for applicants is March 1, 2019. Staff will bring forward the applicants for appointment at the March 27, 2019, Board of Commissioners meeting. The proposed Citizen Advisory Committee bylaws will also be presented at that same meeting for Board approval. The Planning Area Citizen Advisory Committees will be the lead entities in obtaining public input and reviewing and updating the community plans. The Countywide Citizen Advisory Committee will consist of one representative from each of the planning areas and up to five residents from incorporated areas. The Countywide Citizen Advisory Committee will be the lead entity in reviewing and updating each of the 18 Comprehensive Plan Goals and will be tasked with ensuring that the recommended goals and policies in the community plans are consistent with the recommended goals and policies in the Comprehensive Plan.

Following the appointment of the Citizen Advisory Committee members, staff will establish a webpage dedicated to the Comprehensive Plan update, which will include meeting dates, locations and agendas. Staff will also begin to solicit early input from the public, community groups and interested parties on elements of the comprehensive plan, and review planning documents and the statewide planning goals to ensure compliance throughout this scope of work. Staff will prepare their initial draft recommendations, which will be presented to the Citizen Advisory Committees.

**Phase 2: Public Open Houses, Citizen Advisory Committees and Planning Commission Review (July 2019-December 2020)**

The Planning Area and Countywide Citizen Advisory Committees will review existing goals and policies, encourage public input regarding recommended goals and policies to guide growth over the next 20 years, and prepare recommendations for the Planning Commission to consider. The Planning Commission will review the recommendations of the Citizen Advisory Committees and provide a recommendation to the Board of Commissioners, following a duly noticed public hearing.

In addition to noticed meetings of the Citizen Advisory Committees and the Planning Commission, staff will hold 18 open houses during Phase 2, with three open houses to be scheduled for each Planning Area. The first round of open houses will be to familiarize attendees with the overall process and timeframes and to obtain initial public feedback on the successes and failures of the existing comprehensive plan and the planning area community plans. Input will also be sought regarding the desired direction the County should take over the next 20 years. This input will be collated by staff and presented to the Citizen Advisory Committees as they review the goals and policies.

The second round of meetings will be to present the recommendations of the Citizen Advisory Committees. Input regarding those recommendations again will be collated by staff and presented to the Planning Commission for consideration.

The third round of meetings will be to present the recommendations prepared by the Planning Commission that will be presented to the Board of Commissioners for review and adoption. Staff will take the lead in collating all comments and presenting them to the Board of Commissioners for consideration.

It is estimated that this phase will take approximately 1 ½ years to complete. In addition to open houses and regularly-scheduled public meetings, input will be accepted from the public at any time during the process via telephone calls,

written comments, email, or in-person conversations. Although the goal of staff is to utilize no-cost methods of promotion such as the County's website and public service announcements, staff will also request an advertising budget to allow for the possibility of additional newspaper (*Daily Astorian, Hipfish, Columbia Press, Seaside Signal, Cannon Beach Gazette*) and radio (KMUN, KCRX, KAST) advertisements. Staff also will be requesting funds for translation services to prepare open house notices in both English and Spanish.

Monthly updates will be provided to the Planning Commission and Board of Commissioners during this phase.

**Phase 3: Board of Commissioners Review and Adoption (January 2021-October 2021)**

Recommendations from staff, the Citizen Advisory Committees and the Planning Commission will be reviewed by the Clatsop County Board of Commissioners. Final revisions will be adopted by ordinance of the Board of Commissioners, following a duly noticed public hearing.

## TASKS AND DELIVERABLES

1. **PROJECT MANAGEMENT**

   **Responsible Entity:** Clatsop County Planning Staff

   Clatsop County Planning staff will provide oversight and direction of the entire update process, including each of the below stated tasks. This task ensures consistent coordination and communication throughout the process and provides for the public interface for the update. This task will be on-going through adoption of the updated plan.

   **Deliverables:** Webpage maintenance (Ongoing)
   Agendas (Ongoing)
   Minutes (Ongoing)
   Preparation of background reports and technical data summaries (Ongoing)
   Monthly updates to the Planning Commission and Board of Clatsop County Commissioners (Ongoing)
   Calendar maintenance and oversight (Ongoing)

2. **PUBLIC OUTREACH**

   This task includes the development of a Public Involvement Plan and the implementation of that plan.

   **Responsible Entities:** Public
   Clatsop County Planning Staff
   Citizen Advisory Committees
   Planning Commission
   Board of Commissioners

   **Deliverables:** Public Involvement Plan (March 2019)
   Monthly participation reports and status updates (Ongoing)

3. **GOAL AND POLICY REVIEW AND REVISION**

   This task includes review of all existing goals and policies to ensure that those included in the updated plan are based on the most current information and are relevant, meaningful and reflective of the values of the residents, business owners and stakeholders in Clatsop County.

   **Responsible Entities:** Public
   Clatsop County Planning Staff
   Citizen Advisory Committees

Clatsop County Planning Commission
Board of Commissioners

**Deliverables:** Internal review of goals and policies (July 2019)
Revised goals and policies for Planning Commission review (March 2020)
Revised goals and policies for Board of Commissioners review (December 2020)
Board of Commissioners review and adoption (October 2021)

4. **COMMUNITY PLANS REVIEW AND UPDATE**

This task updates the community plans for the six planning areas.

**Responsible Entities:** Public
Clatsop County Planning Staff
Citizen Advisory Committees
Planning Commission
Board of Commissioners

**Deliverables:** Updated community plans for the Southwest Coastal, Northeast, Elsie-Jewell, Clatsop Plains, Lewis & Clark-Olney-Wallooskee, and Seaside Rural planning areas (January 2020)

5. **MAP REVISIONS**

This task includes coordination with GIS staff and CREST to update the comprehensive plan and zoning maps to correspond with the updated Comprehensive Plan.

**Responsible Entity:** Clatsop County staff
CREST

**Deliverables:** Updated comprehensive plan and zoning maps (January 2021)

6. **IMPLEMENTATION AND PERFORMANCE MEASURE MONITORING**

This task includes the development of the tracking system to document progress towards the adopted goals and policies in the updated Comprehensive Plan. This document would be prepared after adoption and would be presented to the Planning Commission and Board of Commissioners for review after the formal completion of the update process. The document would identify entities responsible for implementing specific goals. Progress updates would continue to be provided on a quarterly basis.

**Responsible Entity:** Clatsop County staff

**Deliverables:** Tracker and performance measures to document progress towards the adopted goals and policies and quarterly updates (Ongoing)

## ESTIMATED BUDGET

The Comprehensive Plan update is scheduled to be completed over a period of 33 months. As such, expenses will be incurred over the course of four fiscal years. The anticipated total costs are $114,375. The estimated budget prepared by staff includes slightly inflated estimates of expenses as costs for items may increase during the almost three-year period during which the update will occur. Estimated costs include:

**Legal Advertisements** – Required published notices regarding public meetings. These are required for the Citizen Advisory Committees, Planning Commission and Board of Commissioners meetings.

**Supplemental Advertisements, Notices, Required Mailings** – These would include any Measure 56 notices to affected property owners, printing costs, postage and any non-required supplemental advertising for open houses.

**Public Meeting and Open House Expenses** – A minimal budget for the provision of water and coffee at public meetings and open houses. A small stipend has also been budgeted in the event rental fees are required for off-site public meetings.

**Technical Assistance** – To be used on an as-needed basis. The primary task staff anticipates needing technical assistance to complete is updating the shoreland overlay maps in the Comprehensive Plan. These maps were originally created in 1983 by the Columbia River Estuary Task Force (CREST). The information on these maps needs to be verified and updated and the maps themselves created in a digital format. While Clatsop County receives 60 hours of assistance from CREST as part of our Intergovernmental Agreement, additional hours may be required to complete this component of the update. Many State departments, including the Department of Land Conservation and Development (DLCD), Department of Geology and Mineral Industries (DOGAMI), Department of State Lands (DSL), Oregon Department of Fish and Wildlife (ODFW) and Oregon Department of Agriculture (ODA) now have significant amounts of technical data available on their websites. Additionally, state staff are very responsive with regard to answering questions and providing information. Staff is proposing to utilize those resources to their fullest extent. However, it may be possible that currently unforeseen issues may arise that might require outside paid technical assistance.

**Publication** – Following adoption of the updated Comprehensive Plan and community plans, a limited number of hard copies would be printed. Copies would be placed in public libraries throughout the county and at least one set kept on site at the County building.

**FY 18/19**
Legal Advertisements: $1,200
Supplemental Advertisements, Notices, Required Mailings: $2,250
Public Open House Expenses: $375
**TOTAL: $3,825**

**FY 19/20**
Legal Advertisements: $5,600
Supplemental Advertisements, Notices, Required Mailings: $28,500
Public Open House Expenses: $2,550
Technical Assistance (if needed): $15,000
**TOTAL: $52,050**

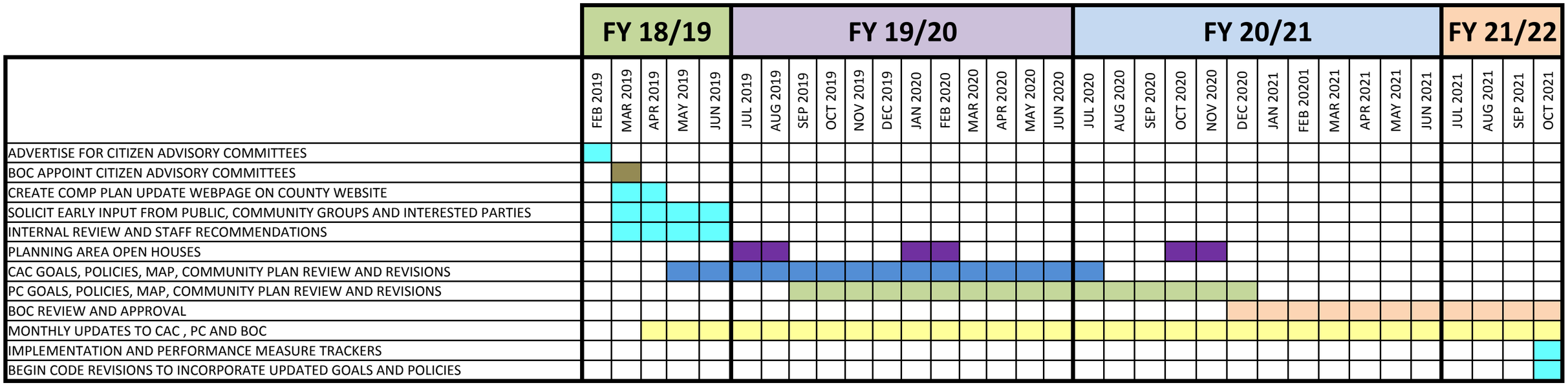
**FY 20/21**
Legal Advertisements: $6,400
Supplemental Advertisements, Notices, Required Mailings: $22,500
Public Open House Expenses: $2,250
Technical Assistance (if needed): $15,000
**TOTAL: $46,150**

**FY 21/22**
Legal Advertisements: $2,400
Supplemental Advertisements, Notices, Required Mailings: $4,500
Public Open House Expenses: $450
Technical Assistance (if needed): $0

Publication of Final Document: $5,000
**TOTAL: $12,350**

It should be noted that while this amount will be requested, the goal of staff is to complete the update for significantly less than the anticipated costs.

# CLATSOP COUNTY COMPREHENSIVE PLAN UPDATE
# GENERALIZED TIMELINE




**OTHER STUDIES TO REVIEW AND INTEGRATE AS APPROPRIATE:**

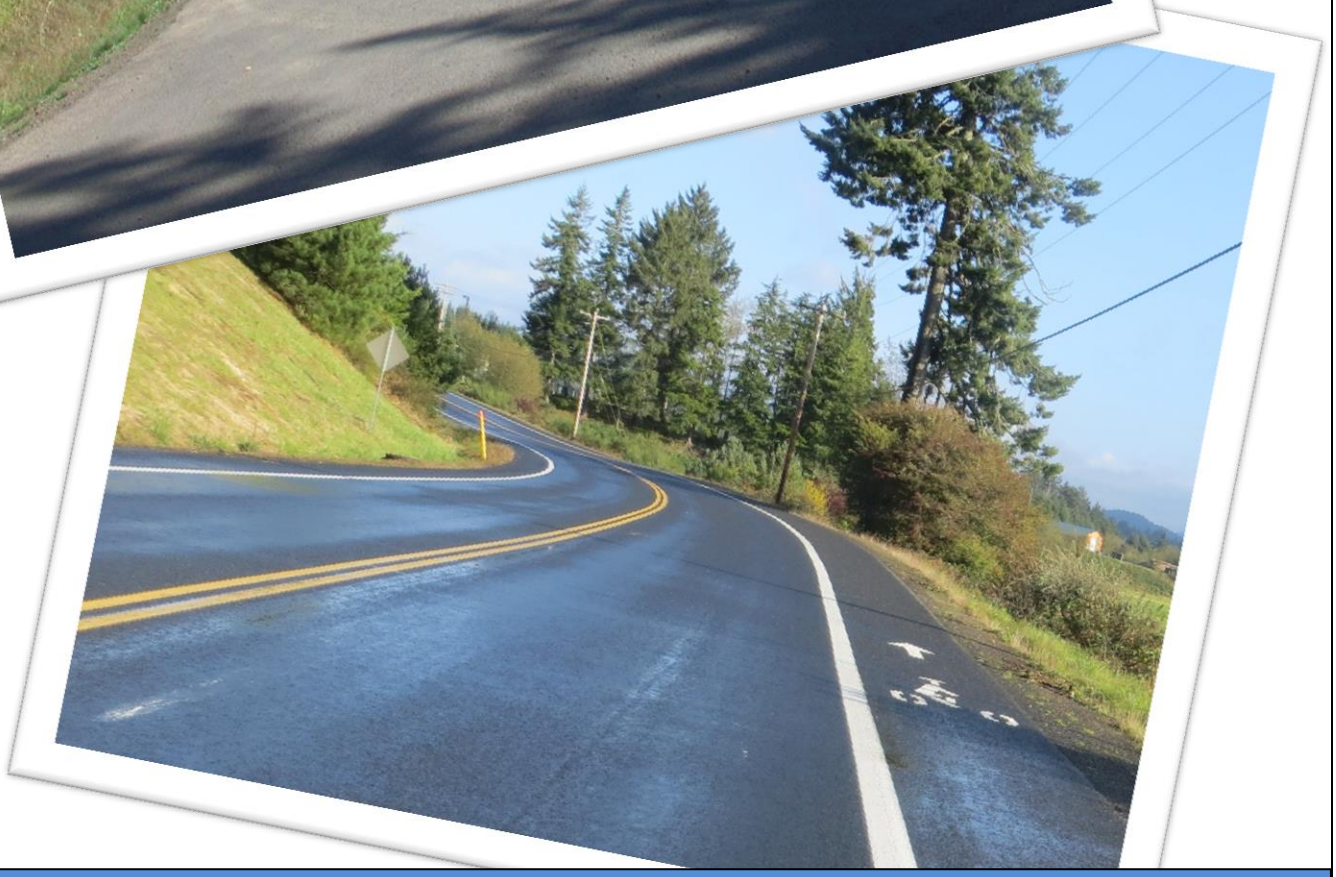
2006 PARKS MASTER PLAN
2010 NATURAL RESOURCES PLAN
2012 STRATEGIC PLAN
CLATSOP PLAINS UPDATE (2014)
CLATSOP VISION 2030
CAMP RILEA JOINT STUDY (2012)
JEWELL SCHOOL 10-YEAR FACILITIES PLAN (2017)
2018 HOUSING STUDY

**OBJECTIVES**

DETERMINE WHICH GOALS/POLICIES HAVE BEEN MET, WHICH SHOULD BE RETAINED AND WHAT NEW GOALS/POLICIES SHOULD BE ADDED
REVIEW RECENT PLANS AND STUDIES AND INCORPORATE RELEVANT RECOMMENDATIONS INTO GOALS AND POLICIES IN THE COMP PLAN
UPDATE SIX PLANNING AREA COMMUNITY PLANS
UPDATE COMPEHENSIVE PLAN AND ZONING MAPS AS NEEDED
INCORPORATE PUBLIC INPUT AT ALL LEVELS OF REVIEW
PROVIDE RECOMMENDATIONS TO THE BOARD OF COMMISSIONERS REGARDING GOALS AND POLICIES

# TAB 31
# COMPREHENSIVE PLAN UPDATE PUBLIC INVOLVEMENT PLAN

# CLATSOP COUNTY COMPREHESNIVE PLAN UPDATE



# PUBLIC INVOLVEMENT PLAN

# CLATSOP COUNTY
# COMPREHESNIVE PLAN UPDATE

## PURPOSE

This Public Involvement Plan is meant to serve as a guide through the process of updating the Clatsop County Comprehensive Plan and the six community plans for the Northeast, Southwest Coastal, Elsie-Jewell, Seaside Rural, Lewis & Clark-Olney-Wallooskee, and Clatsop Plains planning areas.

This plan outlines the approach to public involvement for the project, and contains goals, key messages, and a plan for project communications, which addresses when and how we communicate with key stakeholders and the general public. The Public Involvement Plan:

- Describes opportunities and different ways people can engage in the planning process;
- Details how individuals and organizations with a stake in the outcome of the Comprehensive Plan update can effectively participate; and
- Is consistent with the County's goals as stated in Comprehensive Plan Goal 1 and statewide Planning Goal 1.

## PUBLIC INVOLVEMENT PLAN GOALS

1. Clatsop County is committed to a public engagement process that is:
   - **Meaningful**: The County will use the input received to help craft the goals and policies recommended as part of the Comprehensive Plan update.
   - **Accountable:** The County will respond to ideas, critique, comments and praise.
   - **Inclusive:** The County will strive to communicate with all stakeholders, including under-represented groups, in ways that people understand and can relate to.
   - **Transparent**: The County will make decisions public and share information in a variety of ways.
   - **Realistic**: The County will inform people about the project's constraints, scope and timeline.
   - **Outcome-oriented:** The County will create a community-supported and County-adopted Comprehensive Plan and continue to monitor the implementation of that plan through the use of performance measures and quarterly updates.
2. In addition, the Public Involvement Plan will:
   - Capitalize on existing work, rather than re-inventing new processes
   - Incorporate updated information and policies to support economic development
   - Consider and address impacts from climate change and incorporate adaptation strategies
   - Communicate broadly and often; reach out to groups in all geographic, social, cultural, and economic segments of the county
   - Provide information throughout the update that is accessible, engaging and readily understandable

## KEY MESSAGES

1. **WHY DOES THE COMPREHENSIVE PLAN NEED TO BE UPDATED?**

   From 1981 through 2007, Oregon law required all cities and counties to conduct a periodic review of their comprehensive plans. In 2007 the legislature revised the requirements of periodic review to include only those cities with a population of 10,000 or greater. The County's last periodic review was in 2003. However, the 2003 review did not revisit all 18 goals, choosing instead to focus on amendments to those goals that would allow creation of the rural communities of Knappa, Svensen, Miles Crossing, Jeffers Gardens, Westport and Arch Cape. This update would be the first complete review of the Comprehensive Plan since its original adoption.

The current Comprehensive Plan consists of 2,441 pages in five volumes. By comparison, the Lane County Rural Comprehensive Plan, which was updated in January 2005, covers all 19 state-wide goals in a total of 78 pages. The Clatsop County Comprehensive Plan is not only outdated, it is cumbersome and difficult for residents, business owners, and even staff to use.

The adopted plan currently incorporates all of the technical data and background reports that were utilized when preparing the original plan in the late 1970s. As discussed above in the Lane County example, a survey of more recently updated comprehensive plans from other counties within Oregon show that it is not the standard practice to adopt the background material and technical data. This information may quickly become outdated and is not required to be adopted as part of the plan. The standard practice is to adopt a brief overview section along with goals and policies. Staff is proposing to utilize this approach as part of this update. The focus will be ensuring compliance with state statutes and updating the goals and policies to capture the consensus of the residents, business owners and other stakeholders.

2. **WHAT ABOUT ALL THE OTHER PLANS THAT HAVE ALREADY BEEN DONE IN THE COUNTY?**

Recently completed studies and plans will be utilized and incorporated into the Comprehensive Plan update. The *2018 Countywide Housing Study* by Angelo Planning Group and Johnson Economics, along with US Census data and population projections from Portland State University Population Research Center will provide the basis for population and development estimates that will be used to inform the update. The update will also be guided by the *Clatsop Vision 2030* plan (2014); the *Clatsop County Natural Hazards Mitigation Plan* (2019); the *Clatsop County Transportation System Plan* (2015); and the *Clatsop County Strategic Plan* (2012). Other plans and studies such as the *Camp Rilea Joint Land Use Study* (2012); the *North Clatsop Plains Sub-Area Plan* (2014); and the *Clatsop County Parks Master Plan* (2006), will also be reviewed to ensure consistency between documents and to identify potential goals and policies that should be included in the updated comprehensive plan.

While staff and technical supporting documents will provide a foundation for the initial development of draft chapters, additional community and stakeholder input will be required in refining the drafts. Staff will consider all community input and work to balance differing viewpoints with the requirements of this Public Involvement Plan and Oregon's Statewide Planning Goals.

3. **HOW FAR INTO THE FUTURE WILL THE UPDATE PLAN FOR GROWTH?**

The updated plan will consider growth over a 20-year planning horizon, projecting out to 2040.

4. **HOW LONG WILL IT TAKE TO COMPLETE THE UPDATE?**

The process is scheduled to be completed in October 2021.

5. **WILL THIS UPDATE DUPLICATE OR CONFLICT WITH OTHER WORK THAT IS ALREADY BEING DONE?**

No. Clatsop County staff will coordinate with other local and regional projects and initiates to increase efficiencies, ensure consistency, and avoid duplication of efforts.

## COMMUNICATONS AND PUBLIC ENGAGEMENT ACTIVITIES

This section outlines various communication methods along with an estimated timeline of when certain project milestones will occur. The majority of these engagement activities focus on reviewing the existing goals and policies in

the Comprehensive Plan, obtaining public input to validate those existing goals and policies and to draft new goals and policies that are reflective of the values of the residents, business owners and stakeholders within unincorporated Clatsop County. Staff will evaluate the effectiveness of different methods and adapt as the update proceeds. Communication methods include:

- **Website** – A newly-created page on the County's website will be dedicated to the Comprehensive Plan update. The page will contain detailed project information and documents such as fact sheets, general process timelines, meeting dates/times/locations, etc.
- **Social Media** – The County will use existing social media accounts, such as Facebook, to get out messages and advertise engagement opportunities.
- **ClatsopALERTS** – The County will explore the ability of using the Clatsop ALERTS system to allow interested parties to register to receive email or text notifications associated with the Comprehensive Plan update.
- **Local Media** - *Daily Astorian, Hipfish, Columbia Press, Seaside Signal, Cannon Beach Gazette*, KMUN, KCRX, KAST
- **Outreach Summary** – Staff will track public comments and prepare summaries on outreach efforts to be shared on the project website.
- **Community and Stakeholder Presentations** – Staff will invite community and stakeholder groups to make information presentations to the Citizen Advisory Committees and Planning Commission on topics relevant to specific goals in the Comprehensive Plan.
- **Public Open Houses** – In addition to the regularly-scheduled Citizen Advisory Committees and Planning Commission meetings, staff will hold 18 public open houses during the course of the update. Three open houses will be held in each of the planning areas.
- **Internal Coordination** – Staff will coordinate with representatives from other County departments, boards and commissions to provide input on the Comprehensive Plan goals and policies.
- **Cross-Jurisdictional Coordination** – Staff will coordinate with staff from the five incorporated cities to ensure that goals and policies do not conflict with another jurisdiction's comprehensive plan**.**
- **Translation of Public Open House Notifications** – The County will explore ways to have public open house notices and supplemental advertisements translated into Spanish.

An estimated timeline is below:

| ESTIMAED TIMEFRAME | TASK |
|---|---|
| **SPRING 2019** | • Advertise for Citizen Advisory Committees (CAC)<br>• BOC appoints CAC members<br>• Create Comprehensive Plan update webpage on County website<br>• Initial outreach to public, community groups and interested parties |
| **SUMMER 2019** | • Public Open Houses<br>• Website updates<br>• Monthly CAC meetings open to the public<br>• Monthly updates to Planning Commission and Board of Commissioners |
| **FALL-WINTER 2019** | • Website updates<br>• Monthly CAC meetings open to the public<br>• Monthly PC meetings open to the public<br>• Monthly updates to Planning Commission and Board of Commissioners<br>• Community and stakeholder presentations to CAC and PC |

| ESTIMAED TIMEFRAME | TASK |
|---|---|
| | • Workshops with representatives from other County departments, boards and commissions |
| **SPRING-SUMMER 2020** | • Public open houses<br>• Website updates<br>• Monthly CAC meetings open to the public<br>• Monthly PC meetings open to the public<br>• Monthly updates to Planning Commission and Board of Commissioners<br>• Community and stakeholder presentations to CAC and PC<br>• Workshops with representatives from other County departments, boards and commissions |
| **FALL-WINTER 2020** | • Public open houses<br>• Website updates<br>• Monthly PC meetings open to the public<br>• Monthly updates to the Board of Commissioners<br>• Community and stakeholder presentations to PC |
| **SPRING-SUMMER 2021** | • Website updates<br>• Monthly PC meetings open to the public<br>• Board of Commissioners review |
| **FALL 2021** | • Website updates<br>• Board of Commissioners adoption<br>• Transmittal to DLCD<br>• Publication of updated Comprehensive Plan |

## PROJECT STAKEHOLDERS

Updating the Comprehensive Plan will require input from the public, subject matter experts and project stakeholders. An initial list of stakeholders that staff will reach out to in the early stages of the process include:

- North Coast Land Conservancy
- Clatsop Community College
- CEDR
- NWHOA
- Helping Hands
- Cities
- Lower Columbia Hispanic Society
- Oregon Hunters Association
- Port of Astoria
- ORCA/1000 Friends
- Watershed councils
- Camp Rilea
- Mining industry reps
- Timber industry reps

- HOAs
- Schools districts
- Fire districts
- Water/Sewer districts
- Diking districts
- Fisheries
- Tourism reps/Chambers of Commerce
- Federal agencies (ACOE)
- CREST
- State agencies (ODOT, OPRD, ODFW, ODA, DLCD, DOGAMI, ODF, DEQ, DSL)
- Granges
- Clatsop/Chinook nation representatives
- Artists/Clatsop County Arts Council
- County Boards/Commissions (Recreational Lands Advisory Committee)
- County staff
- Representatives from incorporated areas
- County (PW, Emergency Mgmt.)
- 4-H
- OHSU

This is not a final list and it is intended to be a dynamic and expandable list. Staff invites and welcomes all and encourages suggestions for other stakeholders that have not yet been identified.