Clatsop County Comprehensive Plan
Goals and Policies

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Introduction

The Clatsop County Comprehensive Plan is a very large and complex document. The Clatsop County Comprehensive Plan Goals & Policies Document version is a much smaller document; it is reduced to contain ONLY the Goals and Policies adopted by Clatsop County since 1979. The reader should direct questions regarding this document to the Clatsop County Department of Planning and Development.

The Comprehensive Plan/Zoning Map, located on page 9, is a greatly reduced (in size) version of the official County map. The map should be used as a general guide only. For specific boundaries of the various Plan designations, base zone boundaries and overlay zoning districts the reviewer should contact the Clatsop County Department of Planning and Development for specific information.

This document is organized into two (2) sections. Section I contains the County-wide Goals & Policies of Clatsop County corresponding to the Oregon Statewide Planning Goals & Guidelines. No background information or data is included. If you are interested in that information it may be found in the Clatsop County Department of Planning and Development. As noted by the title of this section these goals & policies apply to <u>all</u> areas of the County. They do not, however, apply to areas inside Urban Growth Boundaries.

During the planning process, Clatsop County was divided into seven (7) planning areas (see page 114), six that roughly corresponded to watershed/interest areas and the seventh being the Columbia River Estuary.

Citizen Advisory Committees (CACs) were appointed for each area to help develop the plan. The committees met regularly for several years to develop the Community Plan for their area. These plans were submitted to the Clatsop County Planning Commission and Board of Commissioners who conducted several sets of hearings on them, made revisions based on public testimony and the Statewide Planning Goals and Guidelines and adopted them. Section II entitled "Community Plan" are the adopted Goals & Policies for each of the Community Plan areas.

A word of caution in reviewing these documents: The Comprehensive Plan has been amended numerous times, reflecting local needs as well as changes resulting from changes in the Statewide Planning Goals, Guidelines and State statutes. The Department of Planning and Development has attempted to bring all the amendments into one place through this document thereby providing the public with one document for all goals & policies. The Clatsop County Department of Planning and Development has spent considerable time and effort to do this. Regrettable errors may have occurred (e.g. policy omission, detection) in such a large task. We regret any inconvenience this may bring to the reader or user.

Section I.

Countywide Elements

Goal 1 - Citizen Involvement

Goal

To have continuity of citizen participation consisting of a seven member Planning Commission, with each member representing diverse geographic areas of the County, thus providing a method of ensuring communication between the citizens, administrative departments and the Board of County Commissioners.

Only the Southwest Coastal Planning Area still retains an active Citizen Advisory Committee (CAC). Should any of the remaining five designated planning areas determine that Citizen Advisory Committees are necessary for ensuring communication between the citizens, the administrative departments, the Planning Commission and the Board of Commissioners they may reorganize a CAC. The Board of Commissioners shall appoint CAC members. The CAC may continue to function and be an active, integrated segment of Clatsop County's planning process as long as persistent involvement and active participation is demonstrated.

Policies

1. The Committee for Citizen Involvement shall be the Clatsop County Planning Commission, consisting of seven members. The Planning Commission shall strive to represent a cross section of affected citizens in all phases of the planning process. As an appropriate component, five Planning Commission members shall be representatives of the six designated geographic areas (with a seven member Commission, one area may have two members). No more than two Planning Commission members may reside within incorporated cities. Each member of the Planning Commission shall be selected by an open, well-publicized, public process by the Board of Commissioners.

2. The Planning Commission and active Citizen Advisory Committees shall hold their meetings in such a way that the public is notified in advance and given the opportunity to attend and participate in a meaningful fashion.

3. Active Citizen Advisory Committees may submit their comments to the Clatsop County Department of Planning and Development, Clatsop County Planning Commission and Clatsop County Board of Commissioners. These bodies shall answer the CAC request in a timely manner.

4. The Board of Commissioners, through the Planning Department, should provide adequate and reasonable financial support; technical assistance shall be available and presented in a simplified form, understandable for effective use and application.

5. Citizens shall be provided the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan and Implementation Measures.

6. Clatsop County shall encourage organizations and agencies of local, state and federal government and special districts to participate in the planning process.

7. Clatsop County shall use the news media, mailings, meetings, and other locally available means to communicate planning information to citizens and governmental agencies. Prior to public hearings regarding major Plan revisions, notices shall be publicized.

8. Clatsop County shall establish and maintain effective means of communication between decision-makers and those citizens involved in the planning process. The County shall ensure that ideas and recommendations submitted during the planning process will be evaluated, synthesized, quantified, and utilized as appropriate.

9. Public notices will also be sent to affected residents concerning zone and Comprehensive Plan changes, conditional uses, subdivisions and planned developments.

Recommended Action:

The acknowledged Comprehensive Plan recommended that Clatsop County should document the Citizen Involvement efforts at the first update.

The six community planning areas had active citizen involvement dating from 1977 through 1980, when the Plan was acknowledged. During that period of time, each committee met at least once per month, and as increased involvement dictated, two meetings per month were held. Southwest Coastal, Clatsop Plains and Elsie-Jewell Citizen Involvement Committees continued for a short duration, while the others disbanded. As of the date of adoption, only the Southwest Coastal Committee remains active.

A list of the members for each area, in addition to the citizens who were concerned, is on file with the Clatsop County Department of Planning and Development.

Goal 2 - Land Use Planning

The County's land and water have been placed in one of six (6) Plan designations (see map next page). They are:

1. Development

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

In Clatsop County, the County has three types of such areas: cities and their urban growth boundaries; rural communities; and rural service areas, which are areas similar to cities (sewer and water) but lack size and a government structure.

a. Rural Service Area (RSA). The County has designated four areas as RSA;s. They are Cullaby Lake, Glenwood Mobile Home Park, Old Naval Hospital site, and Fishhawk Lake. Information on these is found in the community plan in which the RSA resides.

b. Urban Growth Boundaries. See land use plans of Astoria, Cannon Beach, Gearhart, Seaside and Warrenton. Clatsop County has adopted each of the city's land use plans for areas outside of the city limits and inside the urban growth boundary. The cities and the County have adopted Urban Growth Boundary Management Agreements. Currently, all cities administer and enforce land use regulations in their respective urban growth areas.

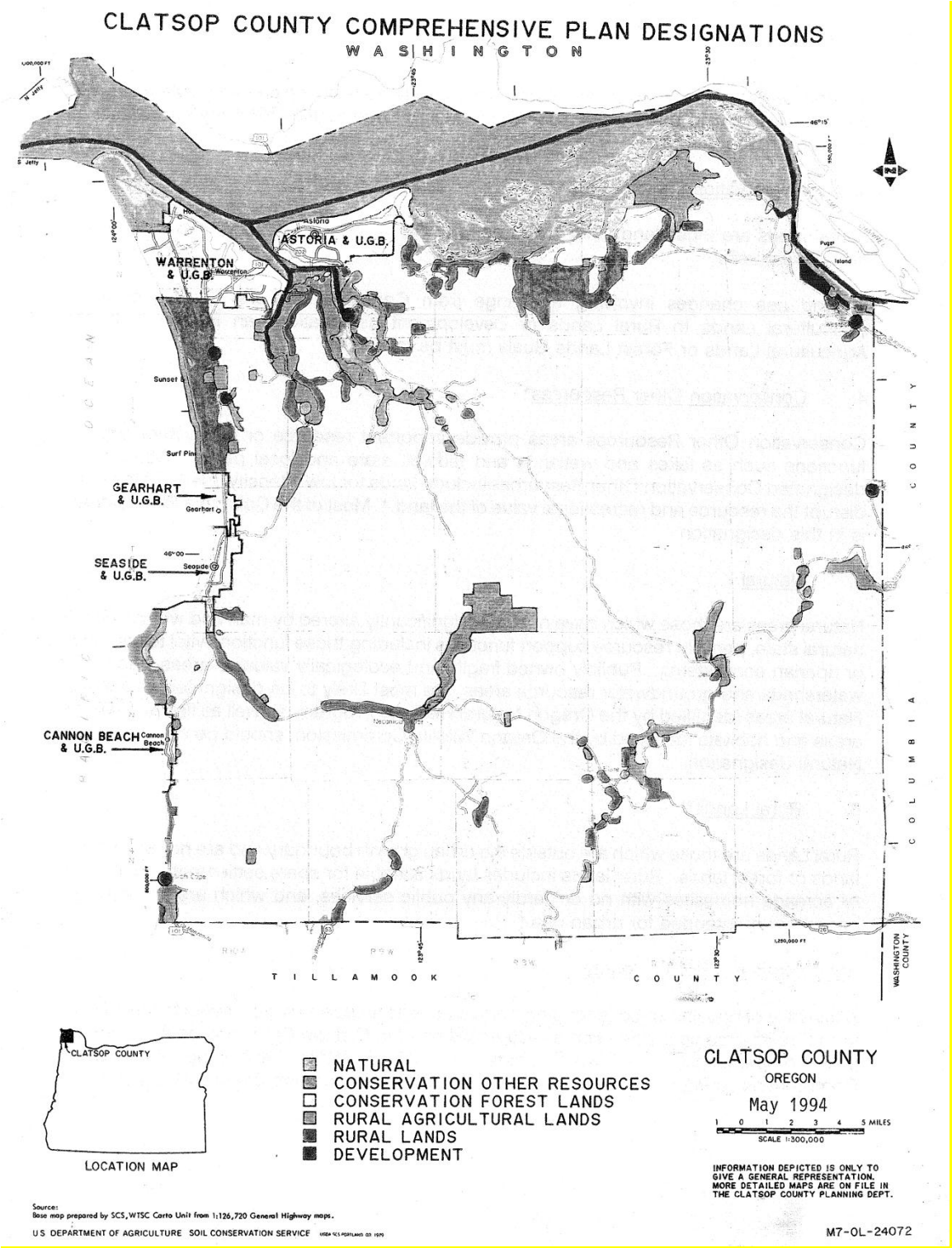
c. Rural Communities. Clatsop County has identified and established boundaries for the following rural communities: Miles Crossing - Jeffers Gardens, Arch Cape, Svensen, Knappa, and Westport. Land use plans in these areas recognize the importance of communities in rural Clatsop County. These communities are established through a process that applies OAR 660 Division 22 requirements. Portions of land identified in the Miles Crossing and Jeffers Gardens rural community plan take an exception to Statewide Planning Goal 3 and Goal 4 for portions of land zoned EFU or AF. The exceptions documentation for a portion of the Miles Crossing and Jeffers Gardens rural community boundary is adopted as part of the Comprehensive Plan, and is located at the end of this section.

2. Rural Agricultural Lands

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

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

Conservation areas provide important resource or ecosystem support functions but because of their value for low-intensity recreation or sustained yield resource (e.g. forestry), or because of



their unsuitability for development (e.g. hazard areas) should be designated for non-consumptive uses. Non-consumptive uses are those uses which can utilize resources on a sustained yield basis while minimally reducing opportunities for other future uses of the area's resources.*

3. Conservation Forest Lands*

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

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

4. Conservation Other Resources

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

5. Natural

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

6. Rural Lands

Rural Lands are those that are outside the urban growth boundary, outside of rural community boundaries, and are not agricultural lands or forestlands. Rural lands includes lands suitable for sparse settlement, small farms or acreage home sites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

Rural Lands in Clatsop County

A diversity of housing options ranging from high density urban environments to low density farm-forest home sites has been a recognized need in Clatsop County since the County's first Comprehensive Plan was adopted in 1969. While developing the present Comprehensive Plan, citizens and elected and appointed officials stressed the economic and cultural importance of providing for the demand for recreational and year round rural home sites.

Because of the rural character of the County along with its geographic proximity to the northern Willamette Valley population centers, there has been a steady demand for second homes and rural home sites located on small rural tracts (see Housing Element and Background Report). The demand for rural tracts is expected to continue. In order to continue to meet the demand for affordable rural home sites the County has looked to those which are "built upon and/or irrevocably committed" rural areas which generally have:

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

Areas generally falling under the above set of criteria are designated Rural Lands throughout the Comprehensive Plan. Rural Lands are those lands which are outside the urban growth boundary and are not agricultural lands or forestlands. Rural Lands include lands suitable for spare settlement, small farms or acreage home sites with no or hardly any public services, and which are not suitable, necessary or intended for urban use. Most of these lands contain agricultural site class II-IV and forest site class FA-FD.

The Coastal Shorelands Goal #17 requires that shorelands in rural areas other than those in major marshes, significant wildlife habitat areas etc. be used for appropriate for:

"f. Subdivisions, major and minor partitions and other uses only upon a finding by the governing body of the county that such uses satisfy a need which cannot be accommodated at other upland locations or in urban or urbanizable areas and are compatible with the objectives of this goal to protect riparian vegetation and wildlife habitat; and
g. A single family residence on existing lots, parcels or units of land when compatible with the objectives and implementation standards of this goal."

These are areas of coastal shorelands which are "built upon or are irrevocably committed" to development and cannot be used for agricultural or forest use.
In developing the data base and criteria used to identify exception areas the County planning staff relied heavily on information provided by the six CACs, individual land owners, realtors and builders as well as the opinions of appointed and elected officials. Most of the information used to substantiate commitment of those lands was gathered over a 5 year period through the public hearings process which resulted in the current Comprehensive Plan. In addition, the various needs of each subarea were examined and weighed against the goals. After completion of each subarea plan, each plan's specific goals and objectives and recommended land use allocations were compared against the County as a whole. This information was compiled and tabulated using the criteria developed during the planning process and forms the main body of this report.

Generally, lands which fall under the general criteria enumerated in this Exception Process and Committed Lands Identification section are designated Rural throughout the Comprehensive Plan. Characteristically, these lands have scattered residences on parcel one-half to 15 acres in size and are clustered along roads throughout the unincorporated County.

<u>Designation of Rural Lands Policy</u>:

Generally parcels less than 15 acres and that are "built upon or irrevocably committed" to a non-resource use is to be placed in a residential, industrial or commercial zone.

Residential

Residential densities are generally designated through the following additional criteria:

a. Where subdivisions or partitioning or both have occurred in a one-acre pattern of development the area will be placed in one of the one-acre zones;
b. In areas with a development pattern of two to five acre parcels (some smaller and some larger), the areas will be placed in a two-acre zone;
c. In areas adjacent to resource (forest, agriculture, wetlands, estuary areas) lands, or Camp Rilea, the areas will be placed in a five-acre zone;
d. In areas where large parcels (15 acres or greater) of non-resource land are located, the areas will be placed in a five-acre zone;
e. In addition to criteria a through d, minimum lot sizes increase with increasing distance from the following areas:

    1. all urban growth boundaries
    2. Svensen center
    3. Knappa center

Since approximately 90% of the total County land area is forest land, it is not surprising that most of the lands identified as Rural in the Plan contains forest land class FA-FC and/or agricultural site class soils II-IV (see Forestry and Agricultural Background Report).

Interest has been expressed to locate a 400 to 600 acre Destination Resort in the area north of Gearhart. Specific information on boundaries is not available at this time. Clatsop County believes that the area north of Gearhart is a good location for a Destination Resort. Clatsop County designates the area from the north Gearhart UGB line north to the southern entrance road to Surf Pines and from U.S. Hwy. 101 on the east to the easterly Active Dune Overlay District line on the west as the boundaries within which the Destination Resort is to be contained. Clatsop County also recognized that part of the proposed Destination Resort will likely occur within the northern portion of the Gearhart UGB. When more detailed plans are submitted it may be appropriate to amend the Gearhart UGB Plan, the Clatsop County Plan or both. Clatsop County has adopted information on Destination Resorts in its Economy Element and a Destination Resort Overlay District as background information and land use regulations for a Destination Resort.

EXCEPTIONS

Partial list of Exceptions taken by Clatsop County to certain Statewide Planning Goals & Guidelines:

Goal 3 & 4 -	residential, commercial and industrial on Agriculture and Forest soils; @ 15,000 acres Rural Community mapped exceptions for Arch Cape, Miles Crossing- Jeffers Gardens, Knappa, Svensen and Westport Helligso rezone (Ordinance 04-06)
Goal 14 -	Mapped exceptions for Clatsop Plains, Arcadia Beach and Cove Beach
Goal 16 -	Float houses (in-fill) in John Day River (Columbia River Estuary)
Goal 16/17 -	Dike maintenance - use of fill material in certain locations (Columbia River Estuary) Tidegate maintenance (Columbia River Estuary) Wetlands/marsh treatment system for Cannon Beach (Ecola Creek Estuary)
Goal 18 -	Building in active dune areas - areas already committed to development (in Surf Pines) Beachfront protection structure for developed areas in the Southwest Coastal planning area

Goal 3 - Agricultural Lands

Goal

To preserve and maintain agricultural lands.

Policies

1. The County shall provide areas for the continued practice of agriculture and permit the establishment of only those new uses which are compatible with agriculture activities.

2. Existing farming communities which constitute the mainstay of the agricultural economy in the County shall be preserved by Exclusive Farm Use (EFU) zoning.

3. The County shall encourage the consolidation of EFU land into large efficient farm units.

4. All divisions of EFU land shall be reviewed by the County for compatibility with the Agricultural Goals of the State and County policies.

5. Non-farm uses permitted on EFU land shall be minimized to allow for maximum agricultural productivity.

6. Agricultural land which also meets the criteria for forest land and which is primarily utilized for livestock grazing or forestry in sufficient parcel size, shall be conserved for forest uses.

7. The County shall encourage the division of underutilized agriculture land into small tracts to maximize the potential for part-time hobby farms where large farms are impractical or where the area is determined to be committed to other uses.

8. The County recognizes that there is an increasing problem with elk herds on agricultural lands. In order to continue the productivity of the County's agricultural lands, the County will do the following:

    a. Wildlife refuges and game management areas shall be limited. New proposals shall require a zone change and an assessment of public need and impacts of establishing additional wildlife refuges or game management areas adjacent to agricultural activities.

    b. The State Wildlife Commission shall be officially requested to resolve the existing adverse impacts on agricultural lands associated with elk, including but not limited to, one or more of the following measures:

        1. revision of hunting laws to sustained management levels.
        2. reduce the elk population in Clatsop County.
        3. indemnify the owners for damage on their property resulting from elk.
        4. pay for and install adequate fencing.

Goal 4 - Forest Lands

Goal

To conserve forest lands for forest uses.

Policies

1. Forest lands shall be conserved for forest uses, including the production of trees and the processing of forest products, open space, buffers from noise, visual separation from conflicting uses, watershed protection, wildlife and fisheries habitat, soils protection from wind and water, maintenance of clean air and water, outdoor recreational activities compatible with these uses, and grazing land for livestock.

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

3. Forest practices on lands designated Conservation-Forest shall conform to the Oregon Forest Practices Act and Oregon Forest Practice Rules, as revised.

4. Division of forestlands will be permitted only upon a finding that the proposed division meets the following criteria:

   a. the proposed division will not diminish the potential for timber production, watershed protection and fish and wildlife habitat, and
   b. the creation of new parcels will not materially alter the overall stability of the area's land use pattern.

5. The clustering of non-forest residences on forestlands may be permitted in the AF-20 and F-38 zones, subject to non-forest use siting standards. This non-forest development is permitted conditionally because, properly designed and sited, it does not result in the loss of forest lands nor does it diminish or interfere with forest uses.

6. The designation of new park and recreation areas (campgrounds, etc.) on forestlands shall require an assessment of public need for these facilities and their potential impact on adjacent forestlands. The productive capacity of the land shall be evaluated and considered when siting these developments. These developments, if allowed, shall be sited and designed so as not to preclude forest management wherever possible.

7. The County will do the following in order to minimize conflicts between the use of forestland for elk habitat and for commercial timber production.

   a. 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 wildlife 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 and** 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.

   b. The State Fish and Wildlife Commission shall be officially requested to resolve the existing adverse impacts on forestland resulting from elk browse. The following measures are suggested:

      - revision of hunting laws.
      - reduce the elk population in Clatsop County to sustained management levels.
      - compensate land owners for damage to forest crops resulting from elk.
      - where appropriate, provide technical and financial assistance to forestland owners for the installation of fencing.

   c. The County shall take the necessary action through the State Legislative Assembly to revise the laws governing the action of the State Fish and Wildlife Commission for the provision of acceptable methods of relief to property owners from damage due to elk.

10. Forestry activities within watersheds in areas designated Conservation-Forest in the Comprehensive Plan will be conducted in accordance with the Oregon Forest Practices Act and the Oregon Forest Practice Rules, as revised. Additional protective measures negotiated between forest landowners and water users are encouraged.

11. The productive capacity of the land will be considered before land designated Conservation-Forest is changed to another plan designation. The impact of the proposed new use on adjacent lands shall also be evaluated and considered before such a plan change is made.

12. Off-road vehicles (ORVs) shall be strictly confined to established rock roads in order to prevent erosion, stream degradation, damage to young trees and seedlings, and disturbance of wildlife and its habitat.

13. Existing utility right-of-ways shall be utilized to the maximum extent possible before new right-of-ways are created.

14. Roads in forest areas shall be limited to the minimum width necessary for traffic management and safety.

15. Forest landowners shall be encouraged to actively pursue methods of complete utilization of wood fiber left on the ground after harvesting.

16. Where forestlands of suitable management size occur in the interior of rural residential areas, or are completely surrounded by residential development, small woodland management and farming is encouraged. Over time these areas may be needed for housing and in future comprehensive plan updates shall be considered ideally situated for conversion to residential uses prior to conversion of other forestlands.

17. Expansion of existing non-forest developments and uses in forest zones may be permitted under a Type II procedure only when such expansion is substantially confined to the existing site.

18. Partitioning of forest lands under the provisions of Clatsop County's forest zones which serve to increase forest management efficiency by allowing one or more forest owners to consolidate their land holdings is encouraged.

19. Clatsop County will rely on the following acreage criteria when reviewing a proposed zone change to a forest zone:

    AF-20: Lands in the AF-20 zone shall be comprised predominantly of ownerships smaller than 40 acres. Ownerships 40 acres and larger may also be placed in an AF-20 zone if they are generally surrounded by ownerships smaller than 40 acres.

    F-38: Lands in the F-38 zone shall be comprised predominantly of ownerships smaller than 76 acres. Ownerships 76 acres and larger may also be placed in an F-38 zone if they are generally surrounded by ownerships smaller than 76 acres.

    F-80: Lands in the F-80 zone shall be comprised predominantly of ownerships 76 acres and larger.*

20. Clatsop County will rely on the following management criteria when reviewing a proposed zone change to a forest zone:

    AF-20 and F-38: lands in these forest zones are characterized by both agricultural and forestland uses. Management of these lands is often done on a low-intensity, part-time basis.

F-80: Forestlands in the F-80 zone include areas where timber production is the primary land use. These lands are often intensively managed by full time professional foresters.*

21. A zone change from the F-80 zone to any other zone, including the AF-20 or F-38 zone, shall require a plan amendment. The purpose for such a plan change is to assure that primary forest lands in the F-80 zone are not converted to mixed use forest lands in the F-38 or AF-20 zones, or to any other plan designation without appropriate review by the County.*

22. Partitioning of land in the AF-20 zone and F-38 zone shall be approved only upon a finding that such newly created parcels shall be used only for forest uses. This policy does not apply to the small lots resulting from a cluster partition.*

23. 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.*

Goal 5 - Open Spaces, Scenic & Historic Areas and Natural Resources

Goal

To conserve open space and protect natural and scenic resources.

Mineral and Aggregate Resources*

Goal

To protect and ensure appropriate use of mineral and aggregate resources of the county, while minimizing any adverse effects of mining and processing upon surrounding land uses.

Policies

1. The County shall protect significant mineral and aggregate resources consistent with Statewide Planning Goal 5 and the process for complying with the Goal specified in Oregon Administrative Rules Chapter 660, Division 16.

2. In making a decision whether to protect a significant mineral or aggregate site from conflicting uses, the County shall recognize that Goal 5 requires the protection of natural resources for future generations, and that the requirements of other applicable Statewide Planning Goals must be considered in any analysis of conflicting uses.

3. The County shall maintain an inventory of mineral and aggregate resources sites. The Comprehensive Plan inventory shall consist of three parts:

    a. An inventory of "significant sites" identified through the Goal 5 process as important resources that will be protected from conflicting uses;
    b. An inventory of "potential sites" for which sufficient information concerning the location, quality, and quantity of a resource site is not adequate so as to allow the County to make a determination of significance;
    c. An inventory of "other sites" for which available information demonstrates that the site is not a significant resource to be protected.

4. The location of a mineral or aggregate resource shall be identified as the site of a recoverable source of material. A resource site may consist of all or portions of a parcel, and may comprise contiguous parcels in different ownerships. Identification of a resource site need not include mineral and aggregate reserves that are irrevocable committed to other land uses which are incompatible with surface mining.

5. For an aggregate site to be determined significant, the resource must meet Oregon Department of Transportation specifications for concrete aggregate rock. It is the County's policy to protect the highest quality rock for future use.

6. For an aggregate site to be determined significant, the site must possess a minimum of 250K cubic yards of minable reserves. It is the policy of the County to protect a variety of large reserves in order to serve the regional market.

7. The significance of non-aggregate mineral resources shall be judged on a case-by-case basis, taking into account information concerning the commercial or industrial use of the resource, as well as the relative quality and relative abundance of the resource within at least the County.

8. Because material source sites owned or controlled by municipal, County or state government agencies have been acquired for the purpose of maintaining the public road system, and collectively form a network of great importance, the County shall deem such sites presumptively significant. Such sites shall be analyzed along with other significant sites to establish the appropriate level of protection from conflicting uses.

9. The County shall recognize existing surface mining operations as significant resources pursuant to Goal 5, and shall allow existing operations to continue for two (2) years without conforming to the performance standards in the zoning ordinance. Expansion beyond the limits of an existing site shall be in accordance with County zoning regulations.

10. The scope of an existing or "grandfathered" aggregate operation shall be established by:

    a. Authorization by a County land use approval; or
    b. The extent of the area disturbed by mining on the effective date of this ordinance; or
    c. The continuous pursuit of a specific mining plan by an operator for not less than five years.

11. In order to maintain the right to continue an existing surface mining operation and bring the County's inventory of mineral and aggregate resources into compliance with Goal 5, an analysis of economic, social, environmental and energy (ESEE) consequences performed for an existing site shall only consider the consequences of potential conflicting uses upon current or future operations, and the consequences of mine expansion on existing or potential conflicting uses.

12. Sites on the "other sites" inventory shall not be protected pursuant to Goal 5.

13. For sites on the "potential sites" inventory, the County shall review available information about mineral and aggregate resources, and if the information is sufficient, determine the site to be significant when one of the following conditions exists:

    a. As part of the next scheduled periodic review;
    b. When a landowner or operator submits information concerning the potential significance of a resource site and requests a Comprehensive Plan amendment;
    c. When resolution of the status of a potential resource is necessary to advance another planning objective.

14. For each site determined to be significant, the County shall complete the remainder of the Goal 5 process of identifying conflicting uses, analyzing the ESEE consequences of the conflicting use(s), and designating a level of protection from conflicting uses. If the final decision concerning the site is

to fully preserve or partially protect the resource from conflicting uses, the site shall be zoned with the Mineral and Aggregate Resources Overlay.

15. When analyzing the ESEE consequences of potential conflicts between a significant mineral or aggregate resource and another significant Goal 5 resource, the County shall consider the protection program adopted for the conflicting resource. Conflicts with other natural resources shall not be the basis for mining restrictions unless the County has included the conflicting resource on the inventory of significant Goal 5 resources, and adopted a resource protection program.

16. The County may consider the effects of surface mining operations on public roads and traffic. Consideration may include review of proposed routes, site distances at access points, roadway width and alignment, and level of service. The County may impose conditions or restrictions directly related to the impact created by surface mining; however, any conditions or restrictions shall not be approval criteria, and shall be applied uniformly to all road users in a manner consistent with the County's transportation plan.

17. In order to approve surface mining at a site zoned for exclusive farm or forestry use, the County shall find, as part of the ESEE analysis, that the proposed activity will not: (1) force a significant change in, or significantly increase the cost of, accepted farming or forestry practices on surrounding lands, and (2) will not significantly increase fire hazard or significantly increase fire suppression costs or significantly increase risks to fire suppression personnel.

18. The County shall not independently apply the Mineral and Aggregate Resources Overlay to land within another County, or within a city or its urban growth boundary. The County shall seek to ensure protection of significant sites where the impact area surrounding the resource extends across jurisdictional boundaries through cooperative agreements with another County or a city.

19. The County shall require increased setbacks, insulation, screening, or similar measures as conditions of approval for any new conflicting use within an impact area surrounding a mineral or aggregate resource site when such measures are deemed necessary to resolve conflicts identified in a site-specific Goal 5 analysis.

20. The County may establish and impose conditions on operation of a surface mine when deemed necessary as a result of a site-specific Goal 5 analysis. Where such conditions conflict with criteria and standards in the Mineral and Aggregate Resources Overlay, the conditions developed through the Goal 6 analysis shall control.

21. As part of the ESEE analysis and decision on the level of protection to be afforded significant mineral and aggregate resource sites, the County shall determine the appropriate post-mining use of the site.

22. The County recognizes the jurisdiction of the Department of Geology and Mineral Industries for the purpose of the mined land reclamation pursuant to ORS 517.750 to 517.900 and the rules adopted thereunder.

23. Unless specifically determined on a case-by-case basis, it shall be the policy of the County, pursuant to ORS 517.830(3), that DOGAMI delay its final decision on approval of a reclamation plan and issuance of an operating permit, as those terms are defined by statute and administrative rule, until all issues concerning local land use approval have been adjudicated by the County.

24. No surface mining or processing activity, as defined by the zoning ordinance, shall commence without land use approval from the County, and approval of a reclamation plan and issuance of an operating permit by DOGAMI.

25. Land shall not be rezoned to remove the Mineral and Aggregate Resources Overlay until the mineral or aggregate resource is depleted, and the site has been reclaimed.

26. ***The County shall rely on the consultation process described in Oregon's Territorial Sea Plan to provide input on aggregate mining proposals in the County's territorial sea.

Energy Sources

1. Development shall not be allowed to impair the feasibility of potential wind generating facilities at sites identified as appropriate for such generation.

2. The County will rely on state and federal permitting processes to govern the location of low-head hydro projects and to resolve any conflicts that may result from such projects.

3. Clatsop County shall apply the Goal 5 Administrative Rule to oil, gas, nuclear, and large-scale hydro that are proposed in the future.*

4. If and when the City of Astoria intends on constructing a hydroelectric facility at the Youngs River Falls site, Clatsop County shall, in cooperation with the City of Astoria, apply the Goal 5 Administrative Rule.*

5. ***Clatsop County shall rely on the Oregon Territorial Sea Plan's consultation process to provide input for new wind energy or wave energy proposals in the County's territorial sea.

Scenic Sites

1. Should the Knappa Gorge at Big Creek site be placed on Boise Cascade's five-year timber management plan, the County and Boise Cascade will develop a program to resolve the conflicts between timber harvesting and the site's scenic values.

2. The State Department of Forestry shall notify the County of any proposal to change a scenic conservancy designation for sites listed in the Comprehensive Plan as having scenic values. Any designation change by the Department of Forestry shall be preceded by a full evaluation under the Goal #5 Administrative Rule.

3. ***Clatsop County shall rely on the Oregon Territorial Sea Plan's consultation process to provide input regarding the effects and impacts, both harmful and beneficial, of ocean resource

development proposals on scenic resources in the coastal zone. These scenic resources include, but are not necessarily limited to the Oregon Coast Highway, the publicly-owned beach, and state parks (Fort Stevens State Park, Sunset Beach State Recreation Site, Del Rey Beach State Recreation Site, Feldenheimer State Park, Ecola State Park, Arcadia Beach State Recreation Site, Hug Point State Park, and Oswald West State Park).

Fish and Wildlife Areas and Habitats

1. To ensure that future development does not unduly conflict with Major Big Game Range, the County shall:

    a. designate the majority of its timberlands F-80;
    b. require that review and conditional uses in the F-38 and AF-20 zone be allowed only if they are found to be consistent with the maintenance of big game range;
    c. require that review and conditional uses in the F-38 and AF-20 zone be subject to clustering and siting criteria;
    d. submit proposed review and conditional use applications to the Oregon Department of Fish and Wildlife for their comments on consistency with Major Big Game habitat and recommendations on appropriate siting criteria to minimize any conflicts; and
    e. submit all proposed Plan and zone changes of land zoned F-80, F-38, and AF-20 to a more intensive use zone to the Oregon Department of Fish and Wildlife for a determination of possible conflicts with big game habitat requirements. If the Department identified conflicts, the County will consider recommendations for resolving these conflicts.

2. To ensure that future development does not unduly conflict with Peripheral Big Game Range, the County shall:

    a. require that review and conditional uses in the AF-20 zone be allowed only if they are found to be consistent with the maintenance of big game range;
    b. require that review of conditional uses in the AF-20 zone be subject to clustering and siting criteria;
    c. submit proposed review and conditional use applications to the Oregon Department of Fish and Wildlife for their comments on consistency with Peripheral Big Game Range and recommendations on appropriate siting criteria to minimize any conflict; and
    d. submit all proposed plan and zone changes of land zoned AF-20 to the Oregon department of Fish and Wildlife for a determination of possible conflicts with big game habitat requirements. If the Department identifies conflicts, the County will consider recommendations for resolving these conflicts.

3. The County shall rely on strict enforcement of the Oregon Forest Practices Act to protect riparian vegetation along Class I streams and lakes, and Class II streams affecting Class I streams, from potential adverse effects of forest practices.

4. To protect riparian vegetation along streams and lakes not covered by the Forest Practices Act, the County shall require a setback for non-water dependent uses.

5. The County shall rely on the State Department of Water Resources to insure that minimum stream flow standards required for the maintenance of fish habitat are developed and implemented.

6. Building permit applications, where a stream is proposed as the water source, shall be accompanied by a water right permit.

7. The County shall rely on the Division of State Lands' permit process, under the Fill and Removal Law, to insure that proposed stream alterations such as bridges, channelization, or filling do not adversely affect the stream's integrity or its value as fish habitat.

8. New developments shall not restrict existing public access to rivers, streams, or lakes. New developments are encouraged to provide additional public access to rivers, streams and lakes where such access is consistent with the area's environmental characteristics.

9. The County shall submit all proposals with a potential for substantial impact on identified Columbian White-tail deer habitat (e.g. subdivision, dredge material disposal, industrial development, and land clearing of more than one acre) to the Oregon Department of Fish and Wildlife and the U.S. Fish & Wildlife for their determination of conflicts. If either agency identifies conflicts and makes recommendations for resolving these conflicts, the County shall implement those recommendations to the maximum extent feasible, consistent with other land use planning requirements. If in the future subpopulation of the Columbia White-tailed deer are located which are not within identified essential habitat, the County will consider recommendations for protection of these areas to the extent feasible consistent with other land use planning requirements including but not limited to the Goal 5 Administrative Rule.*

10. The County will establish a procedure for protecting sensitive nesting sites from incompatible uses and activities.

11. The County will require that any additional rural residential development at River Ranch be clustered on the more northerly portion of the site. The County will implement other measures recommended to it, by the Oregon Department of Fish and Wildlife and the U.S. Fish & Wildlife Service, for minimizing the impact of additional rural residential development on Columbian White-tail deer.*

12. Clatsop County shall rely upon the Forest Practices Act and any supplemental agreements between the Fish and Wildlife Commission and the Board of Forestry to protect critical wildlife habitat sites.*

Wetlands

1. The County will protect identified significant freshwater wetlands, for which no conflicting uses have been identified, from incompatible uses.

2. A ten-acre site within Wetland Site 6 shall be provided for gravel extraction.

3. The following requirements shall apply to Wetland Site 7 (which also contains white-tail deer habitat).

a. All industrial development shall be located north of the railroad right-of-way. The area between the railroad right-of-way and U.S. Highway 30 shall be designated for protection of its wetland characteristics.
b. Development of land adjacent to Driscoll Slough shall be carried out in a way that will minimize the alteration of riparian vegetation, degradation of water quality and stream sedimentation. Proposed development will be evaluated against the Department of Fish and Wildlife's management objectives of maintaining vegetative cover, particularly riparian vegetation, and the maintenance of corridors that provide for deer movement between habitat areas. Construction of a bridge or other transportation access across the slough shall be the minimum necessary to accomplish the project. Piling is preferred to filling for any access corridor across Driscoll Slough.
c. Industrial development on the eastern portion of the site shall be designed to minimize or avoid the removal of riparian vegetation along Westport Slough. Riparian vegetation removal shall be permitted where direct access to the water is required.
d. Filling of the site shall not be permitted until a specific development proposal has been reviewed and approved by the County.

Natural Areas

1. Significant natural and scientific areas and scenic sites should be set aside for preservation and managed so as to protect the unique characteristics of the area.

2. The County will cooperate with appropriate State and Federal agencies and private groups to ensure that examples of the full range of Oregon's natural ecosystem are preserved for future study and enjoyment.

3. A 1/4 acre site, located on the portion of Onion Peak designated Natural, shall be reserved for a potential radio transmission facility. The siting and placement of such a facility shall minimize impacts on the area's natural qualities.

4. The Natural designation for Sugar Loaf Mountain shall not affect the continued operating and maintenance of the radio transmitter facility located there.

Water Resources and Watersheds

1. The County will cooperate and coordinate with State and Federal agencies in assuring the maximum beneficial use of all water areas in the County.

2. The County will coordinate its actions with water quality planning and implementation activities carried out by such state agencies as the Department of Environmental Quality, the Soil and Water Conservation Commission, the Department of Forestry, and the Department of Water Resources.

3. Where municipalities or water districts have identified possible conflicts between forest management practices and the maintenance of the integrity of their watershed, the County encourages these to work with the Northwest Region Forest Practices Committee in the

development of amendments to the Oregon Forest Practices Act that will provide needed modification and protection of state licensed water supply systems.

4. The County encourages the development of community dock facilities rather than individual piers or docks.

5. As information becomes available, Clatsop County shall apply Goal 5 Administrative Rules to the 14 identified watersheds and the small or minor watersheds identified in this element.*

Wilderness Areas

1. Clatsop County shall work with federal agencies in the protection of federal wilderness areas.**

Historic Sites

1. The County encourages the State Parks Division, when developing a master program for Ecola Park, to give proper recognition to the historical activities that occurred there.

2. The County encourages the State Highway Division to relocate the Cannon Beach Cannon at a suitable new location should Highway 101 widening ever make the present site unsuitable.

3. The County Parks Department, to the extent funding permits, will continue to maintain the Lindgren House.

4. The County encourages the Clatsop County Historical Society and the State Historic Preservation Office to place commemorative plaques at the sites of the Falls Pulp Mill and the Shepherd and Morse Sawmill.

5. The Clatsop Plains Cemetery shall be protected from incompatible uses by placing it in the Open Space, Parks and Recreation Zone.

6. The County will protect the historical character of the Tillamook Lighthouse, Morrison House, the Clatsop Plains Memorial Church and the Westport Log Tunnel through appropriate provisions in the zoning ordinance.

7. Clatsop County will work with the Clatsop County Historical Society and the State Historic Preservation Office to evaluate the historical significance of sites and buildings identified by the Citizen Advisory Committee. The Goal #5 Administrative Rule evaluation process will also be applied at that time. The County will take appropriate action to protect any sites that are placed on the State of Oregon Inventory of Historic Sites and Buildings. This will be completed in the next two years.

Cultural Areas

1. The County will review land use activities that may affect known archeological sites. If it is determined that a land-use activity may affect the integrity of an archaeological site, the County

shall consult with the State Historic Preservation Office on appropriate measures to preserve or protect the site and its contents.

2. Indian cairns, graves and other significant archeological resources uncovered during construction or excavation shall be preserved intact until a plan for their excavation or re-internment has been developed by the State Historic Preservation Office.

Classification of County Mineral and Aggregate Sites*

Primary Sites Requiring QMO Protection

1)	Clatsop County - Clifton	T8N R7W S17	rock
2)	Clatsop County - Big Creek	T8N R7W S29 SW	gravel
3)	Howard Johnson - US 101	T5N R10W S4	rock
4)	Bradwood – Clifton	T8N R 6W S9	rock
5)	Bayview Transit Mix-US 101	T5N R10W NW9 SW4	basalt

Primary Sites Requiring Conditional Use Approval

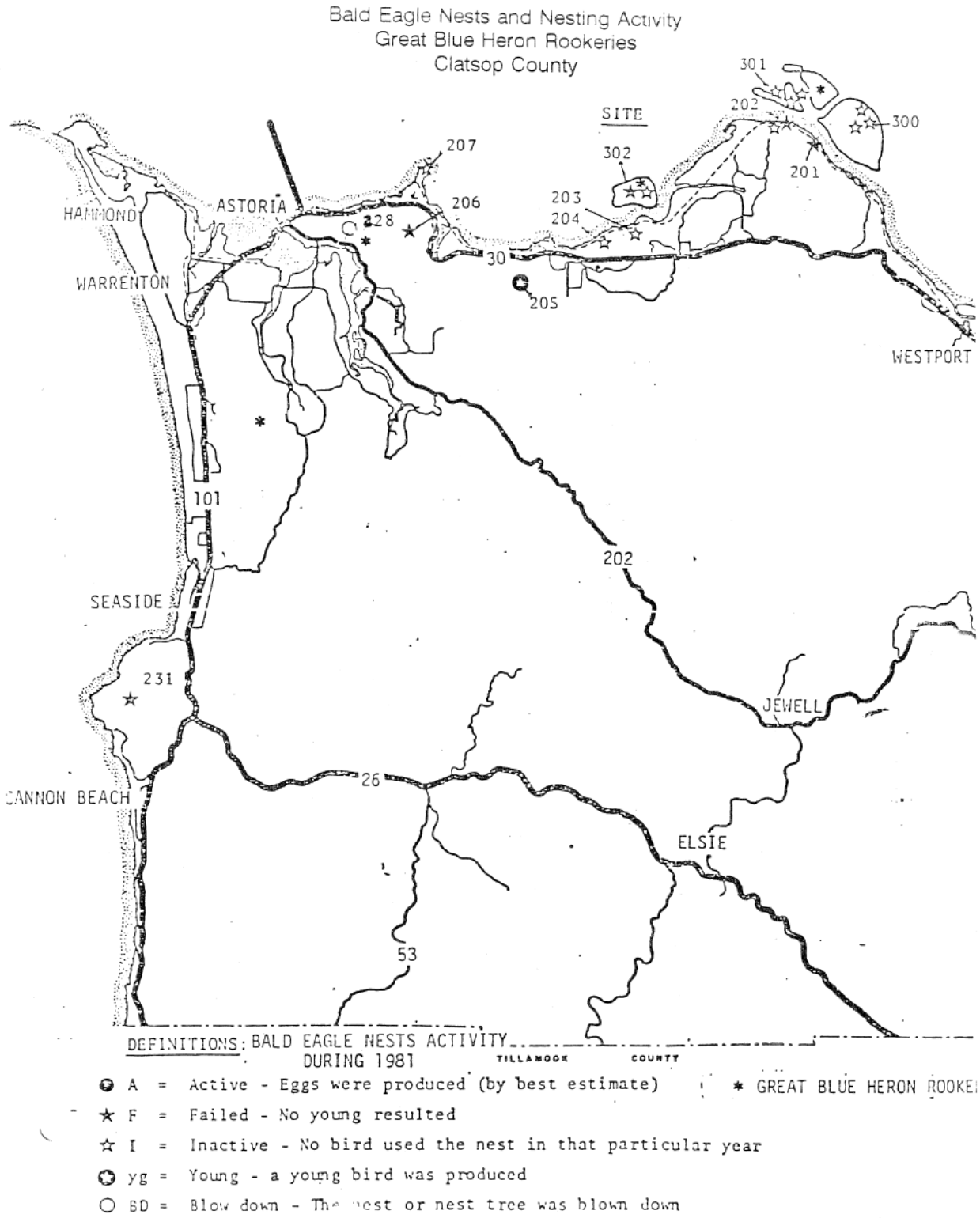
1)	George Ordway	T5N R10W S14	basalt
2)	Teevin Bros. Logging	T8N R6W S27 NW	rock
3)	Daren Berg, Humbug Rock	T5N R8W S22	rock
4)	M. Nygaard Logging	T7N R9W S31 NE	rock
5)	A. Riekkola	T7N R8W S18	basalt
6)	Tagg	T7N R10W S3	sand
7)	Horecny	T5N R9W S23	rock

Other Sites

1)	Clatsop County	T8N R7W S2 SW	clay
	(Anderson Rd - Brownsmead)		
2)	Howard Johnson	T5N R10W S4 NW	rock
3)	Oregon State Forestry Dept.	T4N R9W S14,23 NW	rock
4)	Oregon State Hwy. Division	T5N R9W S16,17	basalt
5)	Oregon State Hwy. Division	T5N R8W S25 NW	basalt
6)	McClean Logging	T7N R8W S28	basalt

Bald Eagle Nests and Nesting Activity and Great Blue Heron Rookeries

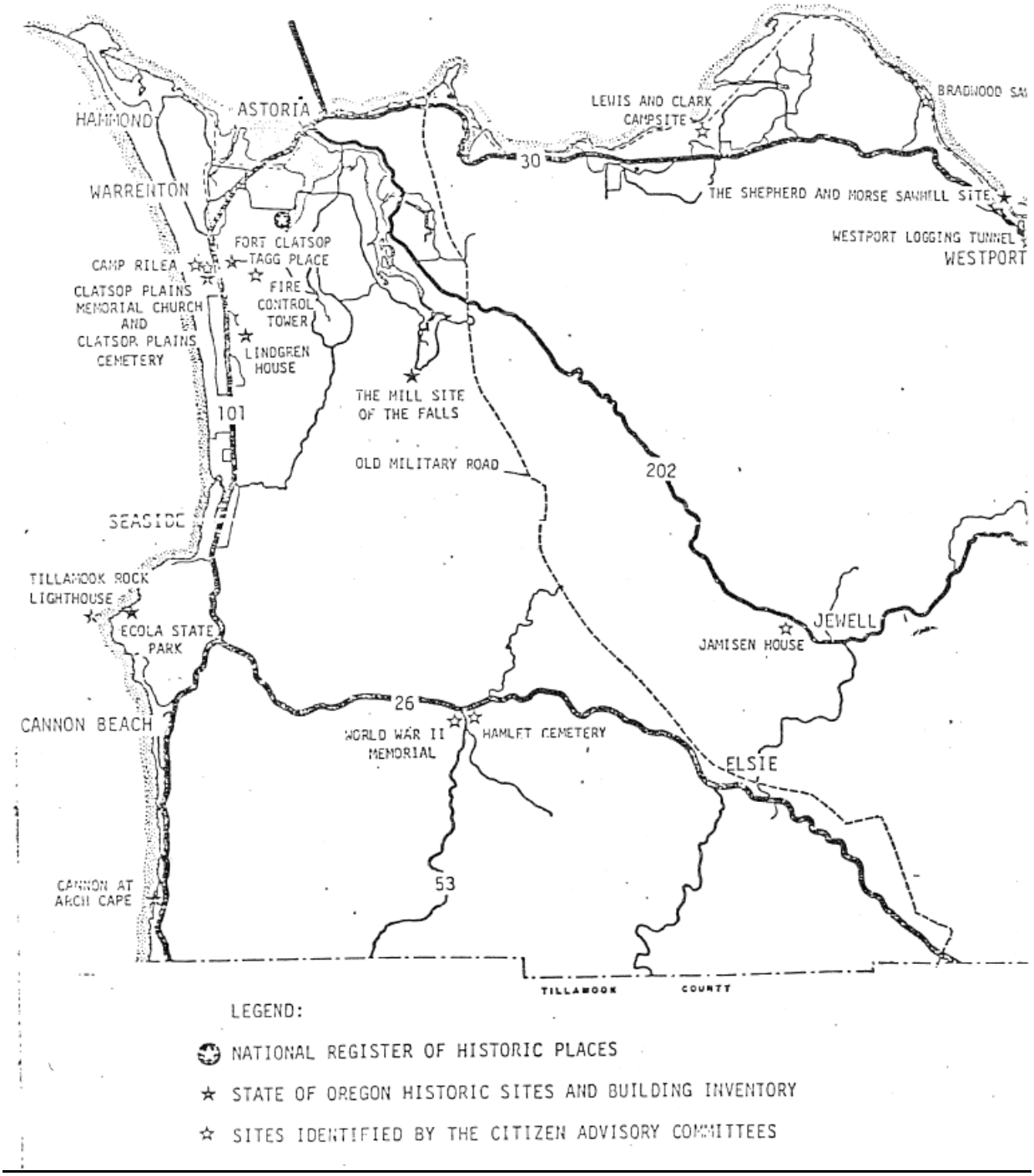
(Contact the Community Development Department for more information)



Historic Sites

(Contact the Community Development Department for more information)

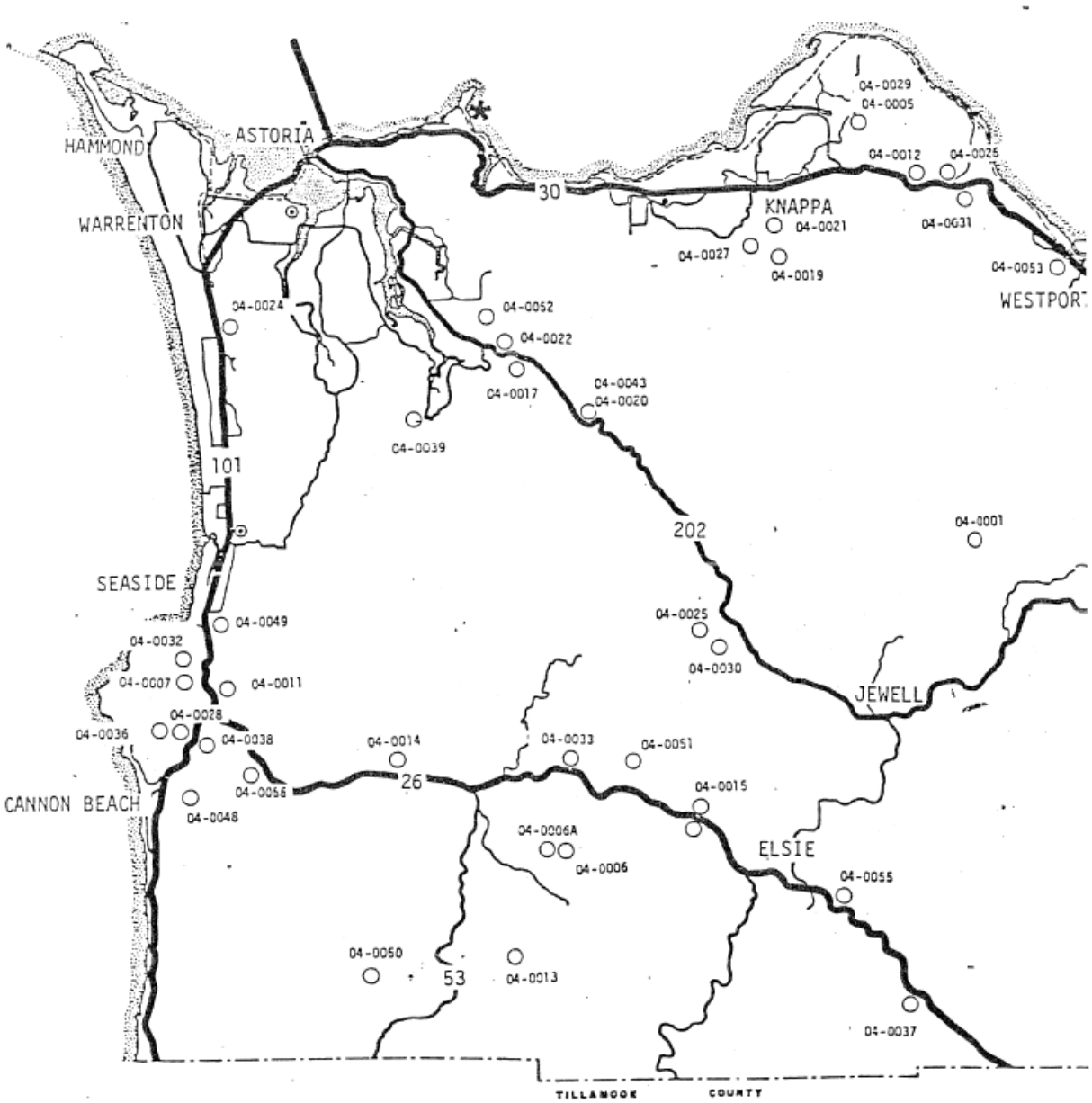
Historic Sites



Rock Quarries and Gravel Pits

(Contact the Community Development Department for more information)

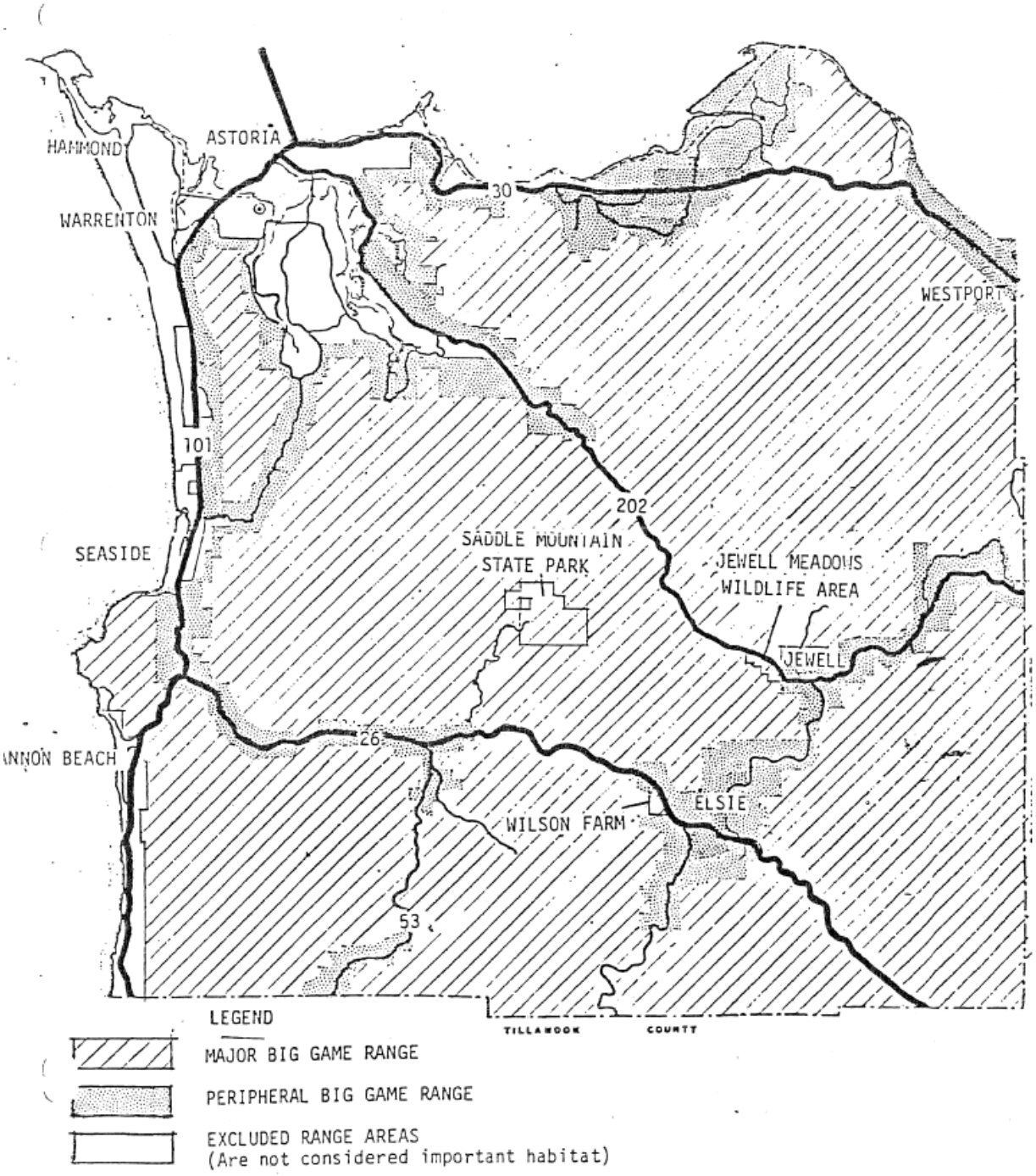
Rock Quarries and Gravel Pits



Big Game Habitat Protection Plan
for Clatsop County

(Contact the Community Development Department for more information)

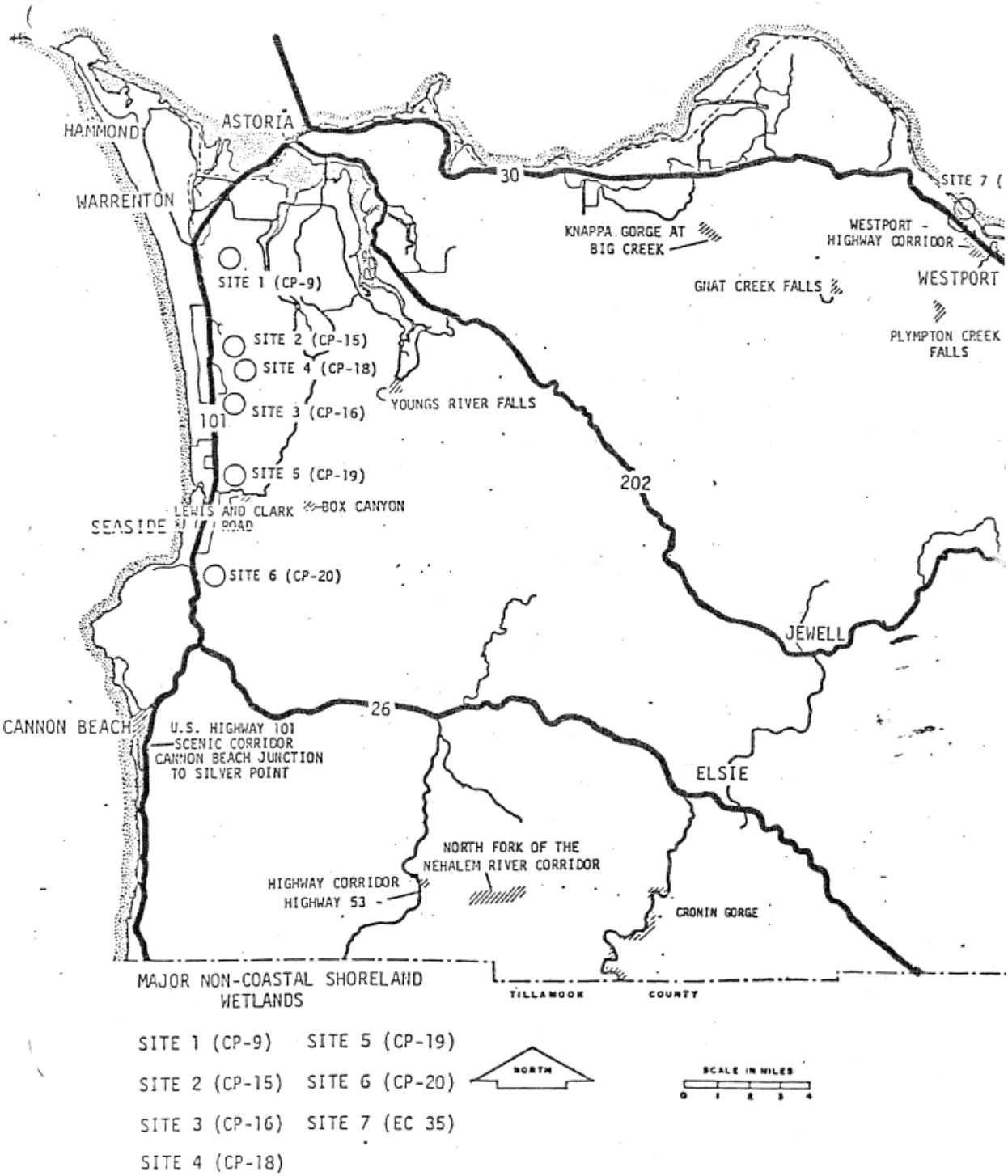
Big Game Habitat Protection Plan
for Clatsop County



Scenic Conservancy Areas and Wetlands

(Contact the Community Development Department for more information)

Scenic Conservancy Areas and Wetlands



Goal 6 - Air, Water and Land Quality

Goal

To maintain and improve the quality of the air, water and land resources of the state.

Policies

1. The County shall encourage the maintenance of a high quality of air, water and land through the following actions:

   (a) encouraging concentration of urban development inside Urban Growth Boundaries,

   (b) encouraging maintenance and improvement of pollution control facilities,

   (c) cooperating with the State Highway Department to provide an efficient transportation system. Methods to reduce congestion and air pollution on Marine Drive/Commercial Street should be explored.

   (d) encouraging indigenous, clean industries such as fishing, boat building, tourism, and forest products utilization and

   (e) encouraging development of resource recovery mechanisms such as recycling centers and wood waste processing.

2. The County Planning Department shall work with the Department of Environmental Quality (DEQ) to monitor and keep its environmental data base current including information on air quality, surface and groundwater quality, and land quality including waste disposal and erosion problems.

3. The cumulative effect of development on the County's environment should be monitored and, where appropriate, regulated. When evaluating proposals that would affect the quality of the air, water or land in the County, consideration should be given to the impact on other resources important to the County's economy such as marine resource habitat and recreational and aesthetic resources important to the tourist industry.

4. The County shall continue its efforts to find an acceptable regional solid waste disposal site or an acceptable alternative (i.e. recycling, electricity generation).

5. Recovery of wood wastes, rather than slash burning, shall be encouraged as a means of reducing air and water pollution, improving the economy, and for producing energy.

6. Upon completion of the Clatsop Plains Groundwater Study, the County shall reevaluate the Clatsop Plains Community Plan to determine whether existing policies and standards are adequate to protect water quality in the aquifer, lakes and streams. Consideration shall be given to protection of the lakes from further degradation (eutrophication), and possible remedial actions to improve water quality.

7. The County shall work to maintain the quality of its estuarine waters through participation in the regional Columbia River estuary planning process.

8. The County shall cooperate with DEQ, State Forestry Department, State Transportation Department and other agencies in implementing best management practices to reduce non-point pollution.

9. The County shall recommend that state agencies regulate the issuance of water rights so as to insure that the total water rights of a stream bed do not exceed the minimum stream flow.

10. Subdivisions adjacent to major arterials shall address the reduction of noise impacts in their site plans.

11. Performance standards for noise will be considered for inclusion as standards in the County's industrial-commercial zones.

12. The District Conservationist shall be used for technical evaluation of all development activities (including subdivisions and major partitions) that could create erosion and sedimentation problems with his/her recommendations incorporated into planning approvals.

13. Any development of land, or change in designation of use of land, shall not occur until it is assured that such change or development complies with applicable state and federal environmental standards.

14. Waste discharges from any development, when combined with existing discharges from existing developments, shall not result in a violation of state or federal environmental quality statutes, rules, or standards.

Goal 7 - Natural Hazards

Goal

To protect life and property from natural disasters and hazards.

Flood Hazard Policies

1. Clatsop County recognizes the value of an integrated flood hazard management program in order to protect life and property and shall continue participation in the Federal Flood Insurance Program.

2. Through an integrated flood hazard management program, the county will implement and administer appropriate land use planning techniques and construction standards.

3. The County will develop and maintain educational efforts regarding the public benefit derived from an integrated flood hazard management program.

4. The County shall limit land uses in the floodplain to those uses identified by the adopted floodplain regulations as suitable.

5. The County shall strive to make flood hazard information, including that related to tsunamis, available to the public to insure that owners and potential buyers of flood prone land are aware of the hazard.

6. To provide continued flood protection, the County encourages the maintenance and repair of existing flood control structures. The construction of new dikes, for the purpose of establishing future development in floodplain areas, shall be discouraged.

7. Agriculture, forestry, open space and recreation shall be the preferred uses of flood prone areas.

8. The County shall prohibit the placement of hospitals, public schools, nursing homes, and other similar public uses within areas subject to flooding.

9. Subdivisions occurring within floodplain areas shall be encouraged to cluster land uses outside of the floodplain area leaving the floodplain in open space.

10. For specified areas, the County will consider the adoption of regulations requiring the preparation and implementation of a drainage plan as part of its review and approval of conditional use permits and development permits.

General Mass Movement Policies

1. The County shall recognize the development limitations imposed by areas of mass movement potential.

2. Mass movement hazards do not necessitate disapproval of development, but higher development standards can be expected in order to minimize problems.

3. Clustering of development on stable or less steep portions of sites is encouraged in order to maintain steeper or unstable slopes in their natural conditions.

4. Closely spaced septic tanks and drain fields should be restricted from moderately to steeply sloping areas because of the potential for sliding.

5. Projects which include plans for modifying the topography of sloping areas or established drainage patterns shall be evaluated in terms of the effect these changes would have on slope stability.

6. The presence of faults in an area shall constitute additional reason for restricting development in areas of landslide topography.

7. The County Planning Department should inform potential builders and developers of the presence of fault lines and may require a site investigation in appropriate situations (such as the construction of a school, hospital or large residential development).

Development Policies for Areas of Mass Movement

1. Structures should be planned to preserve natural slopes. Cut and fill construction methods shall be discouraged.

2. Access roads and driveways shall follow slope contours to reduce the need for grading and filling, reduce erosion, and prevent the rapid discharge of runoff into natural drainage ways.

3. Loss of ground cover for moderately to steeply sloping lands may cause land slippage and erosion problems by increasing runoff velocity. Development on moderate to steep slopes should generally leave the natural topography of the site intact. Existing vegetation, particularly trees, should be retained on the site.

4. The County shall require a preliminary slope stability investigation in the following hazard areas:

   a. Where detailed soils map exist, in hazardous soils areas listed in Table 2;

   b. Where no detailed soil maps exist, all areas which have slopes in excess of 25%.

   Where the preliminary slope stability investigation indicates mass movement hazards on the site, a detailed site investigation report shall be prepared. The detailed report shall indicate the severity of the hazard and any recommended techniques that could be used to alleviate the hazard before structures, roads, and septic tanks are allowed in non-commercial forest lands.

Policies for Streambank Erosion and Deposition

1. The outside faces of dikes shall be stabilized to prevent erosion as part of the regular maintenance of existing dikes.

2. A buffer of riparian vegetation along streams and rivers should be encouraged in order to protect and stabilize the banks.

3. Property owners shall be notified of areas of streambank erosion so they can take this information into account when placing structures.

4. The DEQ's best management practices for agricultural areas shall be supported to reduce erosion and sedimentation of streams.

5. Appropriate agencies should work to obtain speed limits and enforcement of these speed limits for boats in areas where dikes are affected by wave erosion.

6. The Forest Practices Act shall be strictly enforced to reduce sedimentation of streams.

7. Problems from natural erosion or the creation of situations where erosion would be increased due to actions on or adjacent to the river banks shall be avoided by carefully reviewing state and federal permits for shoreline stabilization to minimize impacts on adjacent land.

Goal 8 – Recreational Lands

Introduction

Clatsop County recreational land sites are utilized by the public for a wide range of recreational activities. Many of these activities are tied to the enjoyment of the natural plant and wildlife communities that currently exist on these publicly owned lands. The preservation of existing vegetative communities and wildlife habitat systems should be an important consideration in examining the desirability of future park development projects.

The County's park and recreational lands are valuable natural, cultural and economic resources of its residences.

The County is home to approximately 35,630[1] permanent residents. The population swells in excess of 80,000 on summer weekends as vacationers are drawn by the scenery, mild weather, small-town atmosphere and wealth of natural beauty. The region is well known for its history and many recreational opportunities afforded by the ocean beaches, dense forests, mountains, rivers and streams. More than 80 percent of the land in the County is forested.

Traditionally Clatsop County's economy was dependent on products and activities associated with its renewable natural resources. New restrictions on harvesting these resources and changes in markets have contributed to the decline of both the seafood and forest product industries.

On the other hand, tourism and other visitor-related activity has become more dominant. A workforce analysis by the Oregon Employment Department for February 2003 showed approximately 24 percent of the total private employment in leisure and hospitality and about 12.8 percent in natural resources and mining, wood product manufacturing and paper manufacturing.

The County's attractive natural and historic features, in combination with its recreational opportunities, are likely to continue to attract growing numbers of visitors. At the same time, these features are of great importance and are cherished by the citizens who live here.

The government of Clatsop County owns and manages nearly 1000 acres of County parks, recreational land sites, public parks and recreational areas. These parcels range from highly developed parks, such as Cullaby Lake, to primitive, passive recreational sites, such as David Douglas.

Oregon Statewide Planning Goal 8 requires local governments to inventory recreation needs based upon adequate research and analysis of public wants and desires. Inventories are based on adequate research and analysis of available resources. Findings need to be documented in long-range plans and action programs to meet the recreational needs. Among various issues, Goal 8 focuses attention on facilities and uses that meet recreational needs for high density population centers and persons of limited mobility and finances, provide maximum conservation of energy

[1] This number is based on year 2000 U.S. Census, from the Center of Population Research and Census, Portland State University.

and minimize environmental deterioration, are available to the public at nominal cost and meet the needs of visitors to the state.

Oregon Administrative Rule (OAR) 660-034-040 suggests appropriate zoning categories and map designations (a “local park” zone or overlay zone is recommended), including objective land use and siting review criteria, in order to authorize the existing and planned park uses described in local park master plans.

Further, OAR 660-034-0040 provides for the uses listed in OAR 660-034-0035-(2)(a) through 660-034-0035-(2)(g) on agricultural or forest land within a local park provided such uses are listed in a master plan that meets specific requirements. Uses include campground areas, day use areas, recreational trails, boating and fishing facilities, park visitor and employee amenities, park land support facilities and infrastructure, park maintenance and management facilities, natural and cultural resource interpretative, educational and informational facilities, and visitor lodging and retreat facilities.

In 2005-06, the Clatsop County Recreational Lands Planning Advisory Committee created the 2006 Clatsop County Parks and Recreational Lands Master Plan. The Master Plan (available for review in its entirety in the Goal 8 Element of the multiple-volume Clatsop County Comprehensive Plan and Background Report) provides Recreational Lands Goals, Policies, and Actions listed on subsequent pages. The following General Policies also apply to Recreational Lands in the County:

1. The County should protect, manage, enhance and preserve identified park resources and recreational land resources.

2. The County should, to the extent practicable, retain existing county-owned stream front properties identified in adopted or approved park master plans, the County Transportation System Plan, or as needed for public access such as boat ramps, trails or other recreational needs.

3. The Recreational Lands Advisory Committee will maintain a public forum for citizen input regarding any future changes that potentially impact parks, recreational lands, trails, boat ramps and related programs within the county.

4. The County shall participate with other governmental, private, regional, volunteer and non-profit groups and agencies in coordinating planning efforts that may impact the County’s recreational resources or park master plans.

5. County park and recreational lands shall be managed in accordance with county adopted or approved park master plans.

6. Clatsop County shall utilize the County Recreational Lands Committee as a primary public review body for all County actions related to recreation issues. This committee shall be given the opportunity to review and comment on all County recreational issued including:

    - Potential County land sales involving County Park lands or lands adjoining County park properties;

- Potential County timber sales involving County Park lands or lands adjoining County park properties;
- Major County Park improvement proposals; and
- Annual County Parks budget proposals.

7. Existing County-owned recreational lands sites, as identified in the Clatsop County Parks and Recreational Lands Master Plan, shall not be sold, traded, rezoned or exchanged without first requesting the input of the County Recreational Lands Advisory Committee and a careful examination of existing and potential recreation values.

8. All revenue generated from the use, sale or lease of county parks shall be used solely for county park purposes.

9. Periodically review and update the County Park Master Plan.

10. A “county park” zone designation shall be created to support the Clatsop County Recreational Lands Master Plan in conformance with OAR 660-034-0035(2)(a) through 660-034-0035(2)(i).

11. Eliminate conflicting provisions of the Clatsop Plains Area Plan unless it can be demonstrated that public and private infrastructure or natural systems are unable to accommodate future park development.

12. Consider zone district text amendments that support Clatsop County Recreational Lands Master Plan.

13. ***Clatsop County shall rely on the Oregon Territorial Sea Plan’s consultation process to provide input regarding the effects and impacts, both harmful and beneficial, of ocean resource development proposals on recreational resources in the coastal zone. These recreational resources include, but are not limited to the publicly-owned ocean beach and state parks (Fort Stevens State Park, Sunset Beach State Recreation Site, Del Rey Beach State Recreation Site, Feldenheimer State Park, Ecola State Park, Arcadia Beach State Recreation Site, Hug Point State Park, and Oswald West State Park).

GOAL 1 – PARKS MANAGEMENT: Maintain and improve the county’s park and recreational resources.

1.1 OBJECTIVE: <u>Provide a consistent, high quality, park and recreation experience.</u>

ACTIONS:

1.1.1. Establish consistent, high quality and recognizable identity for Clatsop County parks and recreational lands, including signage.
1.1.2. Display information about the entire park system at each developed county park.
1.1.3. Work with producers or area recreational maps and brochures to include county parks.
1.1.4. Provide more restroom facilities.

1.1.5. Coordinate with other law enforcement and security personnel to share patrolling of county parks as appropriate.
1.1.6. Strive to increase connectivity between parks and adjacent recreation areas.
1.1.7. Consider establishing “quiet zones” within the parks or consider identifying entire parks as “quiet parks”. Exceptions could be made for special events, concerts, or other permitted activities.
1.1.8. Ensure adjacent land uses, especially industrial uses, are compatible with future park acquisitions and development projects.

1.2 OBJECTIVE: Manage each park to preserve and enhance the natural and cultural resources within the park system.

ACTIONS:
1.2.1 Provide staff training on issues of resource management and protection.
1.2.2 Implement a noxious weed control program.

1.3 OBJECTIVE: Identify additional county-owned land that could be used for recreational activity and educational purposes.

ACTIONS:
1.3.1 Maintain a parks classification system to guide current and future management.
1.3.2 Strive to locate parks close to population centers.
1.3.3 Create a policy for the acquisition, development, and disposal of parks and recreational lands that addresses long-term county needs.
1.3.4 Establish the exact boundaries and ownerships of all county owned parks and recreational lands.

1.4 OBJECTIVE: Provide park facilities that are safe and accessible for their designated uses.

ACTIONS:
1.4.1 Contact recreational user groups to ascertain their needs and gain their cooperation.
1.4.2 Minimize user conflicts by separating uses or through special use agreements.
1.4.3 Increase the number of maintained trails in each park.
1.4.4 Increase the number of designated fishing locations.
1.4.5 Create or adopt trail building guidelines.
1.4.6 Consider implementing ADA (Americans with Disabilities Act) accessibility standards within existing facilities, i.e., new handicapped-accessible fishing platforms at existing park sites.
1.4.7 Establish countywide development, building, and maintenance standards.
1.4.8 Decommission underused and derelict facilities that do not have heritage significance, including the removal of excess parking areas, roads, picnic shelters and parks buildings.

GOAL 2 – FUNDING AND OPERATION: Ensure a sustainable, high quality and cost effective park operation.

2.1 OBJECTIVE: Make the parks operation increasingly self-sustaining, including developing partnerships when possible.

ACTIONS:

2.1.1 Implement appropriate revenue generating potential of the county parks; consider a graduated fee schedule for county/non-county residents.

2.1.2 Investigate the establishment of a "Friends of the Parks" foundation to establish fundraising.

2.1.3 Pursue grants from state, federal, and private sources.

2.1.4 Consider the formation of a restricted fund as a source of stable, supplemental funding for parks.

2.2 OBJECTIVE: Utilize advanced and improved technologies in parks and facilities management to improve efficiencies.

ACTIONS:

2.2.1 Establish a reservations system for special facilities.

2.2.2 Evaluate operations for potential cost savings.

2.2.3 Annually evaluate prior year's performance and prioritize activities for the coming year.

2.2.4 Utilize resident park hosts, volunteers, and work crews where appropriate.

2.2.5 Acknowledge and reward volunteers with recognition.

GOAL 3 – COMMUNITY HEALTH & ECONOMIC/SOCIAL BENEFITS: Promote the community health and regional economic benefits of the park system.

3.1 OBJECTIVE: Raise public awareness of the health and economic benefits of the park system.

ACTIONS:

3.1.1 Determine the economic advantages to the county of current and potential parks and recreational lands, including future development projects.

3.1.2 Develop a marketing plan, including cross-marketing opportunities with other recreational providers, to highlight the county's scenic, recreational, and cultural qualities as an important part of a desirable, healthy lifestyle.

GOAL 4 – ENVIRONMENTAL STEWARDSHIP: Promote volunteerism and a greater sense of land stewardship among county residents of all age.

4.1 OBJECTIVE: Build an effective outreach strategy to engage the public.

ACTIONS:

4.1.1 Expand the Adopt-a-Park program, encouraging area schools, businesses and other community organizations to enlist volunteers in the development and maintenance within parks.

4.2 OBJECTIVE: Practice environmentally responsible park management.

ACTIONS:

4.2.1 Complete a system-wide natural Resources Inventory to be used to protect and enhance the environment.

4.2.2 Develop and implement a "green purchasing" program for park maintenance and operations.

4.2.3 Minimize tree cutting in parks with priority given to dead or identified hazard trees.

4.3 OBJECTIVE: Increase awareness of the county parks' natural and cultural resources.

ACTIONS:

4.3.1 Install interpretive signage at park locations where feasible.

4.3.2 Sponsor public events that highlight the county's unique natural and cultural features.

4.3.3 Use various media, such as newsletters, interpretive panels, and the county's website, to highlight the parks' natural and cultural resources.

GOAL 5 – REGIONAL RECREATIONAL CONNECTIONS: Establish a more integrated and connected system of parks and recreational resources within the county parks system and between the county and other public and private recreation providers.

5.1 OBJECTIVE: Establish a permanent recreation council of local, county, state, federal, and private recreation providers in Clatsop County to improve and integrate regional park and trail developments.

ACTIONS:

5.1.1 Create a Land and Water Trails Plan

5.1.2 Create uniform land and water trail use guidelines and consistent signage to minimize use conflicts.

5.1.3 Identify opportunities to collaborate on recreational maps and other visitor information.

5.1.4 Identify the partnerships necessary to jointly manage recreational sites, such as Youngs River Falls.

5.1.5 Identify and investigate opportunities to secure public access to rivers, streams, and lands, as well as significant trails and natural or historic sites.

5.1.6 Incorporate inventories of all park and recreation facilities, including parks, sport fields, trails, recreational lands, historic sites and other relevant data, into the county's geographical information system (GIS).

Goal 9 - Economy

Goal

To diversify and improve the economy of the state and Clatsop County.

Forest Products Policies

1. Forestation and reforestation of the County's forest lands is encouraged.

2. The County shall encourage the continuation of the long-term supply of raw products necessary to provide material for County mills by the following:

    a. Sustained yields of forest products should be promoted through educational programs provided by service foresters, extension service personnel and continuing educational courses.

    b. Information should be disseminated to owners of small woodlots to help them direct their forest management practices toward a sustained yield of forest products.

    c. Small woodlot owners should be provided financial incentives for maintaining forest land use and effective management practices. Both public and private sectors (especially local forest products industries) should examine long-range payment and contractual agreements with small woodlot owners to level existing tax inequities and diminish long-range cash flow problems. (Such contracts could include reseeding agreements and cost sharing proposals).

    d. State and federal representatives should be asked to explore legislation to provide assistance and incentives to small woodlot owners to insure participation in effective management programs.

    e. Public works (such as CETA or an EDA program) and other labor intensive techniques should be employed to accelerate seeding and replanting efforts on small woodlots. In addition, labor intensive brush clearing and seeding preparations should take precedence where feasible over non-labor intensive techniques, especially if cleared fiber could be utilized for other purposes (energy generation).

    f. Reforestation of special species should be encouraged by public incentives, especially for long maturation species such as cedar.

3. The County will work with private industry, the Port of Astoria, the Clatsop County Economic Development Committee and other economic organizations in their attempts to improve forest industry employment opportunities by:

    a. Providing technical assistance and business management training to help establishment of small businesses involved in timber salvage, pre-commercial thinning, tree planting, pole and post cutting, etc.

b. Working with groups such as the Economic Development Administration to encourage the location of small businesses in the County which provide season long employment in the forest industry. Small businesses which would more totally process wood products from currently wasted material should be especially encouraged.

c. Utilizing local education facilities and personnel to provide training in forestry-related skills through cooperation with and knowledge of industry needs.

d. Supporting public actions (such as revenue bonding) which:

   1) encourage research and development of wood-waste fueled energy generation,
   2) develop technology and products made primarily from non-commercial and underutilized tree species (especially alder), and
   3) assist small scale equipment development (i.e. chippers, portable specialty saw mills, etc.).

e. Considering all measures to encourage expanded local processing of locally grown wood fiber to minimize current dollar leakages, including low interest loans, CETA grants, small business assistance programs, and maximum use of the community reinvestment act.

f. Providing adequate industrial lands, an efficient permit approval procedure and adequate public facilities for forestry-related businesses.

<u>Marine Resources Policies</u>

1. The County shall enhance and protect the marine resource environment through participation in the Columbia River estuary regional planning process.

2. Clatsop County encourages efforts towards organizing the numerous fishing interests in Clatsop County in conjunction with OSU's Sea Grant Program, Clatsop Community College and the Clatsop County Economic Development Committee to develop methods to expand fishery activity in Clatsop County. Such activity could include:

   a. continued staff support for the Vanderveldt Pond salmon hatchery model project,

   b. expansion of the Vanderveldt Pond model project to include experimentation with other species and various food fish by-products,

   c. establishment of other model programs to utilize various fish species in different products, and

   d. provision of technical assistance to local citizens interested in attempting commercial ventures derived from model programs.

3. The County, Port of Astoria, and the Economic Development Committee should promote those public facilities and services required to increase the amount of seafood landed in Clatsop County. These activities include:

a. Cataloging existing federal and state loan programs, production credits, and other program opportunities so that are fishermen and local financial institutions are aware of benefits and utilization procedures. (NOTE: The Economic Development Committee with financial assistance is the ideal setting for bringing finance managers and fishery personnel together).

b. Encouraging resource agencies to continue developing information on the sustained yield of fisheries.

c. The County, through the Citizen Advisory and technical committees, should become involved in the selection of research projects in the Columbia River Estuary Data Development Study so that the research generated reflected local needs and concerns.

d. Developing and expanding land based facilities in cooperation with fishery personnel, local businessmen, and port district staff, placing special attention on cold storage, landing facilities and moorage facilities.

e. Developing a brochure of facilities available in Clatsop County to be distributed to the west coast fishing fleet in order to expand visitor landings in the area.

f. Giving priority to the development of marketing and transportation cooperatives or associations to provide competitive advantages to local fishery personnel.

g. Encouraging cooperation of local lending institutions and provision of technical assistance to assist local boat builders in expanding building facilities.

4. ***Fishing and maritime commerce contribute significantly to Clatsop County's economy. The potential effects and impacts, both harmful and beneficial, of wind or wave energy proposals on ocean fisheries and maritime commerce shall be evaluated and considered when designing, locating and permitting these facilities. The County shall rely on the consultation process described in the Oregon Territorial Sea Plan to provide input on the effect of wind or wave energy proposals on fishing and maritime commerce.

<u>Travel Industry Policies</u>

1. The County Planning Commission, in cooperation with the Recreation/Tourism Subcommittee should act in unison to insure that future Recreation/Tourism high intensity activity is located in Urban Growth Boundaries and Rural Service Areas which have the capacity to handle them at the lowest possible public cost. Tourist facilities should be developed in these areas before developing new facilities elsewhere.

2. The County Commission, in conjunction with the Fair Board, should attempt to promote year-round utilization of the facilities at the County Fairgrounds.

3. The County should encourage local travel industry representatives and organizations to coordinate with each other to promote off-season activities. Clatsop County supports the EDC Recreation/Tourism Subcommittee efforts in developing a County-wide visitors bureau.

The Recreation/Tourism Subcommittee of the EDC could provide a forum for the fragmented tourist industry to meet and organize their efforts. The primary goal should be to provide indoor off-season facilities to level out the current employment pattern.

4. The County should encourage Clatsop Community College, in coordination with local tourist and retail organizations, to provide programs and training for local businesses. Such training could consist of off-season workshops on needed areas of information and should be geared to the financial scope and needs of existing small businesses. Workshops could be offered in:

   a. marketing and advertising methods for small businesses,
   b. management assistance,
   c. employee/employer relations, and
   d. customer relations.

5. In order to develop and better utilize local recreational and tourist resources, the County should research, inventory and catalog existing and potential recreational resources.

6. ***Clatsop County's desirability as a visitor destination depend in large part on the ocean. The potential effects and impacts, both harmful and beneficial, of wind or wave energy proposals on the hospitality industry shall be evaluated and considered when designing, locating, and permitting these facilities. The county will provide input through the Territorial Sea Plan's consultation process on the impact of proposed wind or wave energy proposals on the County's visitor industry.

<u>Human Resources Policies</u>

1. The County shall encourage local County-based industrial and commercial firms to cooperate with existing educational institutions to develop and utilize job training programs to hire local unemployed and underemployed individuals.

2. The Human Resources Committee of the County should serve as a liaison between local business and the community college. The committee should provide information to the college on the needs of local business and information to local business of services available at the college.

<u>Community Resources Policies</u>

1. The County and other local jurisdictions should continue support of the economic planning program by either:

   a. Providing staff assistance to the existing EDC which currently has the official task of County-wide economic planning and special district and municipal coordination,

   b. Integrating the existing economic planning process into the Department of Planning and Development and providing additional staff to operate a full-time economic program, or

c. Delegating the existing economic planning process to the Clatsop-Tillamook Intergovernmental Council and sharing staff costs with member governments.

2. The EDC, in conjunction with the County, Port and any affected municipality, should work to make one of the larger industrial parcels available for small users.

3. The County shall establish standards and procedures for allowing the establishment of cottage industries in various rural areas of the County. Standards shall address measures to insure the use does not impact surrounding properties and insure that the scale of the use is compatible with the surrounding area.

The provision for cottage industries is intended to allow residents to experiment with various manufacturing and processing operations at minimal cost. If a business becomes established and desires expansion beyond the small scale limits in the Zoning Ordinance, the business shall relocate in an industrial area.

4. The County and the Port of Astoria shall cooperatively promote "Port" programs which demonstrate some benefits to all taxpayers in the Port District.

5. Education and citizen involvement programs should be developed by the Port of Astoria to determine what citizens in various areas of the County need and desire for economic development.

6. In order to make major industrial development possible, local governments, the Port and state and federal agencies shall work together to improve: (a) the railroad from Portland to Astoria, (b) Highway 30 in and near Astoria.

7. Commercial and industrial uses in the Rural Plan designation should be either those necessary to serve local needs or those which are most appropriately located near and are dependent on nearby resource lands.

8. The Destination Resorts designated on the Comprehensive Plan/Zoning Map may receive a Destination Resort Overlay District and Development Plan Approval upon Compliance with the following criteria:

- Natural amenities of the site;
- The type and extent of development proposed, and its direct and indirect on-site and off-site environmental, social and energy impacts;
- Access to adequate transportation facilities;
- The physical limitations for development of the site, including natural hazards such as flooding and steep slopes;
- Whether or not the effects of the development can be limited to avoid interference with continued resource use of surrounding lands including intensive farming operations, highly sensitive natural resource sites; and
- Orderly and economic provision of key facilities, assuming full development of the subject site.

9. Require an economic and fiscal impact assessment showing whether or not there are net benefits to the County as a whole for the destination resort. Such an assessment should examine and consider:

    - Changes in employment and income to the area and the county;
    - Changes in local revenues and demands for new or increased levels of public facilities and services; and
    - Indirect economic impacts on the surrounding area including the effect of the loss of resource land.

10. Require conditions necessary and sufficient to ensure that the development is compatible with continued resource use of surrounding lands. These measures may include, but are not limited to:

    - Limiting the number of dwelling units;
    - Limiting the overall density of the development;
    - Limiting the location of structures, roads and physical alterations, or otherwise restricting layout to protect important natural features or to buffer the resort from adjacent or nearby uses; and
    - Additional planning and zoning controls on nearby land to reduce or manage pressures of offsite development created by the destination resort.

11. Clatsop County recommends that a joint state-federal task force be appointed to examine planning for developed recreation facilities on state and federal lands. Based upon a state-wide study of potential facility needs, such a task force could suggest needs which might be met on state or federal owned lands.

Goal 10 - Population and Housing

Goal

To provide for the housing needs of citizens of the state.

Population Policies

1. Community plans should provide for orderly growth which reduces the cost of essential services while preserving the basic elements of the environment.

2. Promote population to locate in established service areas.

3. Promote the accommodation of growth within areas where it will have minimal negative impacts on the County's environment and natural resources.

4. Utilize current vacant land found between developments or within committed lands.

5. Direct new urban growth within Clatsop County to existing urban growth boundary or rural service areas where underutilized public or semi-public facilities exist or utility and/or investments have already been made.

6. Encourage development of land with less resource value.

7. Coordinate planning efforts of local governments and special districts to maximize efficiency of public facilities, and have land use actions reflect the goals and policies of the Plan.

Housing Policies

Residential Development

1. Clatsop County shall encourage residential development only in those areas where necessary public facilities and services can be provided and where conflicts with forest and agricultural uses are minimized.

2. Clatsop County shall assist in planning for the availability of adequate numbers of housing units at price ranges and rent levels commensurate with the financial capabilities of County residents.

3. Clatsop County shall encourage planned developments and subdivisions to cluster dwelling units. The clustering of dwellings in small numbers and the provision of common open space assures good utilization of the land, increased environmental amenities, and may be used as an open space buffer between the residential use and adjacent agricultural or forest uses.

4. Clatsop County shall permit residential development in those designated areas when and where it can be demonstrated that:

a. Water is available which meets state and federal standards;
b. Each housing unit will have either an approved site for a sewage disposal system which meets the standards of the County and the Department of Environmental Quality or ready access to a community system;
c. The setback requirements for the development of wells and septic systems on adjacent parcels have been observed;
d. Development of residential units will not result in the loss of lands zoned or designated for agriculture or forestry and will not interfere with surrounding agricultural or forestry activities.

5. Clatsop County shall permit temporary siting of mobile homes in specified locations in the event of an emergency.

6. Clatsop County shall encourage multi-family housing and mobile home park developments to develop within the various urban growth boundaries.

7. Clatsop County shall encourage the development of passed over lots that already have services such as water and roads be preferred for development over tracts requiring an extension of services.

8. Clatsop County shall make provisions for housing in areas designated for Rural, Urban Growth Boundaries, and Rural Service Areas which provide variety in location, type, density and cost where compatible with development on surrounding lands.

Governmental Cooperation and Coordination

9. Clatsop County shall cooperate with governmental agencies and Clatsop County Housing Authority in promoting unified housing policies and in ensuring an equitable distribution of assisted housing throughout the County.

10. Clatsop County shall encourage state and federal agencies to develop programs and funding sources to increase the level of support for the maintenance and rehabilitation of existing housing and for the development of additional housing.

Housing Rehabilitation

11. Clatsop County shall develop and maintain an inventory of the type and condition of the current housing stock. The rural housing needs should be reexamined every two years to reflect the market changes and new information.

12. Clatsop County shall encourage the retention of the current housing stock and, where necessary and feasible, will assist in the rehabilitation of substandard housing units.

Assisted Housing

13. Clatsop County shall set aside tracts of lands which it owns within the cities and their urban growth boundaries which can be used for low cost housing. The lands should be inventoried and a program

developed through the Northwest Oregon Housing Association to release those lands for this purpose. Clustering techniques, common wall and townhouse construction, both for sale and for rent, could be employed in the development of these lands.

14. Clatsop County shall activate support programs which serve to improve housing conditions of those homeowners who are physically or financially unable to make improvements on their own.

Urban Growth Boundary Population Projections

Clatsop County cities in cooperation with the County have developed population projections for the six Urban Growth Boundary areas (see Table 8, 8-1, 8-2, 8-3 and Chart 8, 8-1, 8-2). The information contained in these tables and charts are based on the 2000 U. S. Census and historical growth figures compiled by the Center for Population Research and Census, Portland State University. The forecasted growth is based largely on historical data and information received from the cities. For the most part, the cities forecasts include both the city limit boundary and portions of the urban growth boundary, and in some cases the Census Tract may extend beyond both. The growth forecast to year 2030 does not take into account the vacation or seasonal population of rentals or secondary homes and the impacts they may have on water, sewer, transportation or other public facilities and services. The growth forecast is an estimate based on historical information and may not accurately reflect changing conditions.

Using the methodology employed by the City of Cannon Beach in projecting its population to the year 2025 (refer to City of Cannon Beach Ordinance No. 06-09 and Clatsop County Ordinance No. 07-05 for more details), Clatsop County revised Population Table 8-1, Chart 8, and Chart 8-1 to reflect population projections for all cities and the unincorporated areas to the year 2030 (the population projections previously ended at the year 2020). In establishing the year 2025 and year 2030 population projections, the county held constant the forecasted year 2020 percentage of population allocated to each city and the unincorporated areas through to the year 2030 (see Chart 8-1).

In recognition of the City of Cannon Beach's need for coordinated population projections to the year 2025, and in recognition of similar work currently being undertaken by the City of Seaside that requires population projections to the year 2030, Clatsop County adopted, as an interim measure, the year 2025 and year 2030 population projections contained in this section until such time that officials from all cities and the county can meet to discuss new shifts in area demographics or conditions (i.e., recent annexations by the City of Gearhart, new home construction as a result of Measure 37 claims, etc.) that may compel adjustment to these figures.

Population Policy:
Review of the forecast should occur every three to five years.

TABLE 8: Clatsop County Population Projections

JURISDICTION	ACTUAL [1]		% OF COUNTY POPULATION		FORECASTS			
	1990	2000	1990	2000	2020 Urban Area Totals[2]	2030 Urban Area Totals[2]	% of County Population[4]	Average Annual Growth Rate 2000-2030
Astoria	10,069	9,813	30.24 %	27.54 %	11,826	12,953	28.30%	0.94%
Cannon Beach[6]	1,221	1,588	3.67%	4.46%	1,859	2,037	4.45%	0.79%
Gearhart	1,027	995	3.08%	2.79%	1,254	1,373	3.00%	1.16%
Seaside	5,359	5,900	16.09 %	16.56 %	7,337	8,037	17.56%	1.10%
Warrenton[3] Hammond	2,681 589	4,096 -	9.82%	11.50 %	5,741	6,289	13.74%	1.70%
CITY TOTAL	20,946	22,392	62.90 %	62.85 %	28,017	30,689	67.05%	1.13%
UNINCORPORATED TOTAL	12,944	13,238	38.87 %	37.15 %	13,771	15,082	32.95%	0.20%
COUNTY TOTAL	33,301	35,630	-	-	41,788	45,771	-	0.80%

1. Center for Population Research and Census, Portland State University; United States Census.
2. City totals projected based on previous percentages of county population and percent growth.
3. Warrenton annexed Hammond in 1999, thus the substantial change in population.
4. Based on the previous growth rates and percentage of county population.
5. County projection from the Office of Economic Analysis, Department of Administrative Services, State of Oregon.
6. Cannon Beach numbers reflect the City's assumption that their existing percentage of County population will be maintained.

TABLE 8-1: Clatsop County Population Projections 2000 – 2030

JURISDICTION	2000 (actual)	2005	2010	2015	2020	2025	2030
Clatsop County[1]	35,630	36,919	38,376	40,018	41,788	43,727	45,771
Incorporated Cities:[2]							
Astoria	9,813	10,152	10,649	11,205	11,826	12,375	12,953
Cannon Beach	1,588	1,642	1,707	1,780	1,859	1,946	2,037
Gearhart	995	1,107	1,151	1,200	1,254	1,312	1,373
Seaside	5,900	6,206	6,546	6,927	7,337	7,678	8,037

Warrenton	4,096	4,426	4,813	5,278	5,741	6,008	6,289
Unincorporated	13,238	13,386	13,510	13,628	13,771	14,408	15,082

1. County projection from the Office of Economic Analysis, Department of Administrative Services, State of Oregon.
2. City totals projected based on previous percentages of county population (see above), growth and county projection.

TABLE 8-2: Previous Population Projections for Clatsop County

	1970	**1980**	**1985**	**1990**	**1995**
High	28,473	32,500	35,000	38,000	41,200
Medium	28,473	32,000	34,000	36,400	38,800
Low	28,473	31,700	32,500	33,500	34,300
ACTUAL	**28,473**	**32,489**	**32,452**	**33,301**	**34,300**

Sources: Projections: Clatsop County Comprehensive Plan; Actual - U.S. Census

TABLE 8-3: Clatsop County Historic Population

JURISDICTION	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
Clatsop County	12,765	16,106	23,030	21,124	24,697	30,776	27,380	28,473	32,489	33,301	35,630
Astoria	8,381	9,599	14,027	10,349	10,389	12,331	11,239	10,244	9,998	10,069	9,813
Cannon Beach	n/a	n/a	n/a	n/a	n/a	n/a	495	778	1,187	1,221	1,588
Gearhart	n/a	n/a	127	125	319	568	725	829	967	1,027	995
Seaside	191	1,270	1,802	1,565	2,902	3,886	3,877	4,402	5,193	5,359	5,900
Warrenton	n/a	339	730	683	1,365	1,896	1,713	1,825	2,493	2,681	4,096
Hammond	n/a	957	547	244	422	522	480	500	516	589	-

Source: Population Research Center, Portland State University
n/a = not applicable because they were not incorporated as cities yet

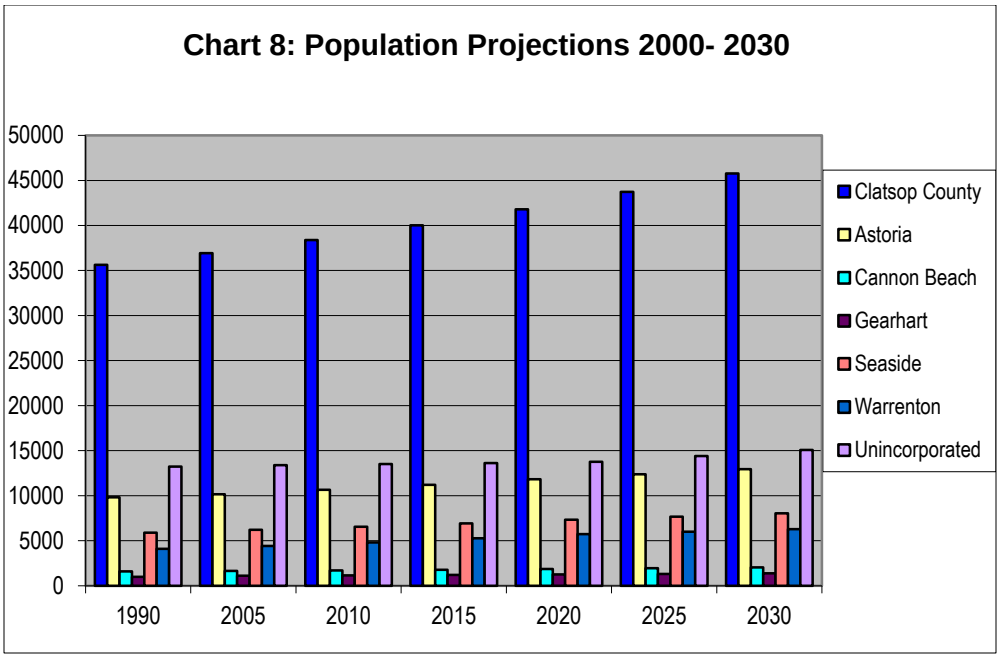


Chart 8: Population Projections 2000- 2030
50000
45000
40000
35000
30000
25000
20000
15000
10000
5000
0
1990
2005
2010
2015
2020
2025
2030
Clatsop County
Astoria
Cannon Beach
Gearhart
Seaside
Warrenton
Unincorporated

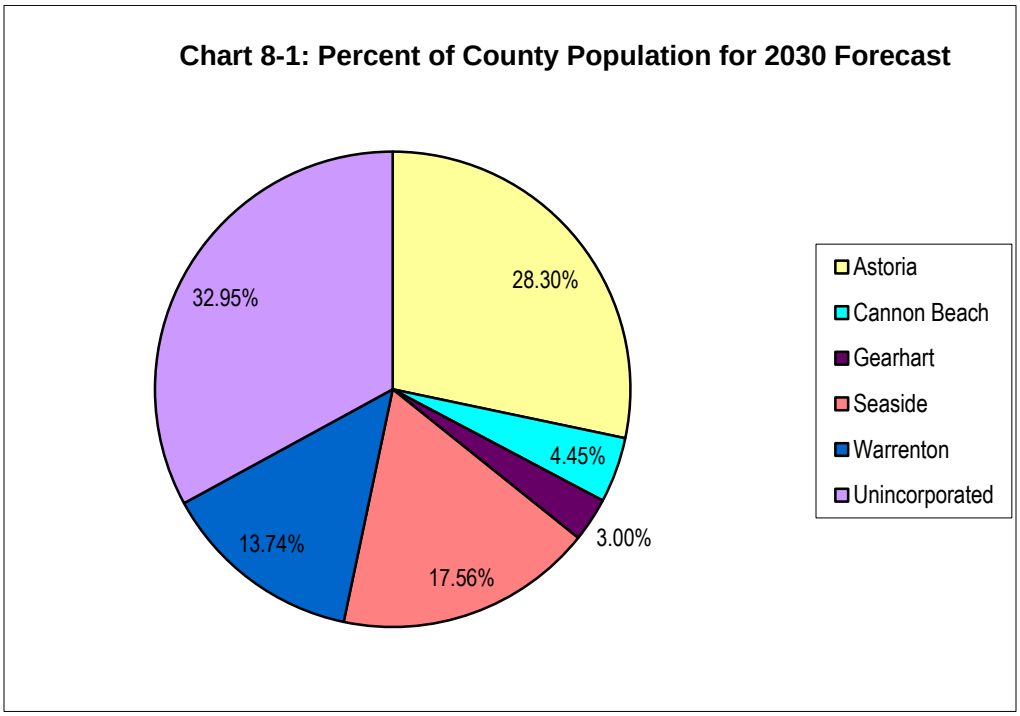


Chart 8-1: Percent of County Population for 2030 Forecast
28.30%
4.45%
3.00%
17.56%
13.74%
32.95%
Astoria
Cannon Beach
Gearhart
Seaside
Warrenton
Unincorporated

Goal 11 - Public Facilities and Services

Public Facilities Goals

1. Urbanizable Areas - To provide public facilities in accordance with coordinated land use and transportation systems in a manner which encourages the orderly conversion of land from rural to urban use.

2. Outside of Urbanizable Areas -

    a. To support the provision of needed public facilities for rural areas at levels appropriate for rural densities;

    b. To discourage the development of inappropriate public facilities on resource lands which would result in pressure for conversion to more intense use.

Overall Policy Regarding Appropriate Levels of Public Facilities in the County

Six different Plan designations exist for lands in the County. Differing levels of public facilities and services are appropriate for the different types of development planned for the County. Certain facilities and services are available to all County residents, such as County health services, Sheriff's protection and many other social services.

1. Development - This is a Plan category for estuary and shoreland areas appropriate for commercial and industrial use. Consequently, a level of public facilities sufficient to carry on that type of use is appropriate. Public water and sewer services would be appropriate but may not be necessary depending on the type of development. Public fire protection is appropriate. Development here will not directly affect school services, although increased employment may result in increased housing in the vicinity which would impact schools. Those impacts will be considered in terms of the residential effects, not at the point of commercial or industrial development.

    a. Urban Growth Boundary (UGB) - Appropriate levels of services for UGB areas are discussed in the Comprehensive Plans of the individual cities.

    b. Rural Service Area (RSA) - The RSAs in the County are Arch Cape, Fishhawk Lake Estates, Shoreline Estates and the old Naval Hospital site. All currently have public water, sewer and fire protection although the current water supply for the old Naval hospital is inadequate. Public water or sewer services and fire protection are appropriate in RSAs and further development must be based on the capacities of the systems. Development in RSAs can have significant impacts on schools. Applications for subdivisions within RSAs will be referred to the appropriate school district. The development will be allowed only if the schools are capable of handling the increased capacity expected to be generated from the proposal.

2. Rural Lands - Most of the areas built upon or committed to non-resource use in the County are in this Plan designation. Much of the area is currently served by community water systems. As the background report indicates, several of these water systems currently have, or very well may in the

future, experience shortages. The City of Astoria provides water to the John Day and Fern Hill Water Districts, both of which are nearing their capacities. The Astoria trunk line is sufficiently sized to provide both of the districts with additional water. John Day needs to negotiate with Astoria for additional water. Fern Hill's system, however, is old and is in need of repairs.

In 1984, Wickiup, Youngs River/Lewis & Clark, Falcon Cove and Arch Cape water systems were all near their capacity. All have contracted with engineering firms to help upgrade their systems. Subsequently, the Wickiup and Falcon Cove water systems have improved and upgraded their facilities and are no longer near their capacity. Arch Cape, Knappa, and Youngs River/Lewis & Clark have also made substantial improvements to their facilities.

Clatsop County is concerned that development not outstrip the capacity of the service area districts. Clatsop County requires that a proof of an adequate source of water be available before any development permit (e.g. residential, commercial or industrial), excluding land divisions, is approved.

Public water supply is an appropriate public facilities in this Plan designation, but is not essential for development.

Rural fire protection districts are present in many of the areas in this Plan designation. This is often a desired rural service and is appropriate in this Plan designation but is not a prerequisite for RA zoning. Some rural residents are more willing to pay high fire insurance premiums than taxes to maintain a local fire district. Development is scattered enough in this Plan designation, as compared with RSAs or cities, that fire protection is not a requirement for development.

Community sewage systems are not appropriate in this Plan designation.

Partition and subdivision proposals in this Plan designation will be referred to the local school district for comment.

3. Rural Agricultural Lands - These are lands preserved for agricultural use. Generally, residences are allowed only in conjunction with farm use. Some parcels in this Plan designation are served by community water systems but generally water supply is on an individual basis. Since parcel size and use are controlled by the Exclusive Farm Use (EFU) zoning district, it is not appropriate to extend community water to parcels in this Plan designation since it would not lead to pressure to further develop land for residences. The primary function of Rural Agricultural Lands is for agricultural use. Any extension of public water will only be to support a development in conjunction with resource use and will not be the basis for future conversion to non-resource use.

As with the Rural Lands Plan designation, public fire protection may be present here, and is appropriate, but is not necessary for development.

Community sewage systems are not appropriate in this Plan designation.

4. Conservation Forest Lands - The primary purpose of this Plan designation is to conserve lands for commercial timber production. Residences are generally in conjunction with a forest use; however,

in many areas with this zoning designation residences on substandard parcels are common. Community water systems are often present in this instances. As with agricultural lands, the parcel size and use are controlled by the zoning existing. Therefore it is appropriate to extend community water to residences. The large minimum parcel sizes and distances of lines will limit extensions, and the Plan designation removes the ability to develop land just for residential purposes. The primary function of Conservation Forest Lands is forest use. Any extension of public water will occur only to support a development in conjunction with a resource use and will not be the basis for future conversion to non-resource use.

Public fire protection may be present here, and is appropriate since so many residences currently exist, but is not necessary for development and is not encouraged in sparsely settled forest areas.

Community sewage systems are not appropriate in this Plan designation.

5. and 6. Conservation Other Resources and Natural - These Plan designations are for important resource areas and for recreation areas. For areas such as the estuary and wetlands, no public water, sewer or fire protection is appropriate. For developed recreational areas, these facilities are appropriate but may not be necessary.

General Public Facilities Policies

1. Clatsop County recognizes the level of public facilities and services described in the section "Overall Policy Regarding Appropriate Levels of Public Facilities in the County" above, as that which is reasonable and appropriate for development in different Plan designations in the County. Development of facilities and services in excess of those levels and types shall not be approved by the County.

2. The level of urban services provided within urban growth boundaries shall be determined by policies mutually adopted by the Board of County Commissioners and the affected city.

3. Development permits (excluding land divisions) shall be allowed only if the public facilities (water and sanitation, septic feasibility or sewage capacity) are capable of supporting increased loads. The County shall consider prior subdivision approvals within the facilities service area when reviewing the capabilities of districts.

4. The creation of new community water systems and fire districts shall be discouraged in those areas designated Conservation Forest Lands and Natural.

5. Water and sewer districts shall be encouraged to cooperate with the County in changing district boundaries. Before a public facility (i.e. water, sewer) extends its service area, it should demonstrate the ability to service vacant lands currently served by that public facility.

6. All new planned developments and subdivisions shall install underground utilities. Efforts should be made to place existing overhead lines underground in already developed areas.

7. Utility rights-of-way, where not located within road rights-of-way, should be considered for future utilization as part of a green belt or pathway.

8. All utility lines and facilities should be located on or adjacent to existing public or private rights-of-way to avoid dividing existing farm units.

9. When a Comprehensive Plan or Zone Change or both are requested that would result in a higher residential density, commercial or industrial development it shall be demonstrated and findings made that the appropriate public facilities and services (especially water, sanitation (septic feasibility or sewage) and schools) are available to the area being changed without adversely impacting the remainder of the public facility or utility service area.

Diking and Drainage District Policy

1. Clatsop County should assist diking districts in reorganization as well as providing assistance in obtaining funds for improvement of the diking district.

Water Supply Systems Policies

1. If a community water system is to be utilized, either in the development of a subdivision, planned development, or the building of individual residences, commercial or industrial structures requiring water or subsurface sewage disposal, the County shall require proof that a year-round source of potable water is available.

2. If water supply for building permits is from a surface source, including a spring, proof of water rights from the State must be presented.

3. When water supply to a subdivision or planned development is to be from a source other than a community water system, the developer shall provide evidence of a proven source of supply and guarantee availability of water to all parcels of land within the proposed development.

4. Clatsop County shall encourage existing community water supply systems to be improved and maintained at a level sufficient to:

    a. provide adequate fire flow and storage capacity to meet the service area requirements,

    b. meet the anticipated long-range maximum daily use and emergency needs of the service area, and

    c. provide adequate pressure to ensure the efficient operation of the water distribution system.

5. Clatsop County shall cooperate with the various cities in examining the feasibility of developing some type of regional water system to provide municipal and community water.

6. Clatsop County should work with State agencies to conduct a study of the Gnat Creek aquifer to determine the potential to provide a water source for residents of the area.

7. Clatsop County shall monitor the number of land partitions in the Fern Hill, John Day, Wickiup, Knappa, Youngs River/Lewis & Clark, Falcon Cove and Arch Cape water system areas to determine if the County land partition policy is adversely affecting their District or Water Association. The County will develop, in conjunction with the above Districts and Associations, a report, and if necessary, amend the Comprehensive Plan and Land and Water Development and Use Ordinance to rectify the problem prior to its first Periodic Review before LCDC.

Waste Disposal Policies

1. Clatsop County considers sewer services only appropriate for urbanizable lands and RSA's. The intensity of land use facilitated by provisions of sewer is not appropriate for Rural areas. Clatsop County may permit the creation or extension of sewer services outside UGB's and RSA's in the event of a health hazard or water pollution problem identified by DEQ.

2. Clatsop County shall cooperate with cities in developing a phased growth plan to guide the provision of municipal services to urbanizable areas.

3. Clatsop County shall encourage alternative methods of sewage disposal when such methods are economically, legally, and environmentally feasible.

4. Clatsop County should consider the use of solid waste and forest lands waste to generate electricity.

5. Clatsop County shall continue to cooperate with the various cities in the establishment of a regional landfill site.

Governmental Structure and Other Public Facilities Policies

1. Clatsop County shall encourage schools that most economically serve the population of the County and consideration should be given to development of a consolidated district.

2. Clatsop County shall rely upon the various school districts in the County for the provision of public education.

3. Clatsop County shall notify the appropriate school district of all subdivisions, planned developments and mobile home park applications

4. Clatsop County shall continue to cooperate with all appropriate governmental jurisdictions, agencies, and special districts (including water, sewer, roads, etc.) in developing a coordinated approach for the planning and delivery of health and social services.

5. Clatsop County shall continue to encourage the upgrading of the level and quality of the County Sheriff's Department as funds become available.

6. Clatsop County should work with local residents as well as with the rural fire protection districts in examining various methods to improve fire protection. One method which could be used is to require subdivisions and planned developments to dedicate a site, funds, equipment, and/or construction materials for a fire station.

7. Clatsop County should work with the U.S. Postal Service in developing a new address system to facilitate the immediate location of buildings by emergency and support services in Clatsop County.

8. Rural fire protection districts shall be encouraged to expand service boundaries to include lands designated Rural Lands.

Goal 12 - Transportation

Goals and Objectives

The formulation of goals and objectives represent an important component of the Transportation System Planning (TSP) process. Goals and objectives are intended to reflect the vision and character of Clatsop County as the community develops its transportation system. The goals and objectives also are intended to implement and support the other elements of the Clatsop County Comprehensive Plan.

The Clatsop County TSP goals and objectives serve two main purposes: (1) to guide the development of the Clatsop County transportation system during the next 20 years; and (2) to demonstrate how the TSP relates to other County, regional, and State plans and policies. The goal statements are general statements of purpose to describe how the County and the TSP intend to address the broad elements of the transportation system. The objectives are specific steps that illustrate how the goal is to be carried out.

The goals and objectives were formed as part of the Clatsop County TSP planning process. They reflect the input of residents, businesses, and agencies that was obtained during the course of preparing the TSP. They also reflect current local, regional, and State goals and policies, and are intended to support these policies. Transportation-related goals and objectives in Clatsop County's Comprehensive Plan have been incorporated into the TSP goals and objectives.

Goal 1: Mobility

Develop a multimodal transportation system that serves the travel needs of Clatsop County residents, businesses, visitors, and freight transport.

Objectives:

1. Provide a network of arterials and collectors that are interconnected, appropriately spaced, and reasonably direct.
2. Balance the simultaneous needs to accommodate local traffic and through-travel.
3. Minimize travel distances and vehicle-miles traveled.
4. Safely, efficiently, and economically move motor vehicles, pedestrians, bicyclists, transit, trucks, and trains to and through the County.
5. Use appropriate, adopted Clatsop County road standards during development of new roadways.
6. Encourage development patterns that offer connectivity and mobility options for members of the community.
7. Work to enhance the connection of the Port of Astoria and the Warrenton Harbor to the surrounding communities.
8. Coordinate with rail and shipping entities to promote intermodal linkages for passengers and goods.
9. Recognize and balance freight needs with needs for local circulation, safety, and access.
10. Provide an interconnected system of roads, pedestrian and bicycle facilities, and other forms of transportation that will link communities.

11. Promote intercity connectivity between major population areas, including linkages to the Portland metropolitan area.

Goal 2: Livability

Provide a transportation system that balances transportation system needs with the desire to maintain pleasant, economically viable communities.

Objectives:

1. Minimize adverse social, economic, and environmental impacts created by the transportation system, including balancing the need for road connectivity and the need to minimize neighborhood cut-through traffic.

2. Preserve and protect the County's significant natural features and historic sites.

3. Promote a transportation system that is adequate to handle the truck, transit, and automobile traffic in such a way to encourage successful implementation of County economic goals and the preservation of existing residential neighborhoods.

4. Work with local and State governments to develop alternate transportation facilities that will allow development without major disruption of existing neighborhoods or downtown areas.

Goal 3: Coordination

Maintain a transportation system plan that is consistent with the goals and objectives of local communities, the County, and the State.

Objectives:

1. Coordinate transportation planning and implementing actions with state agencies, local governments, special districts and providers of transportation services.

2. Provide a County transportation system that is consistent with other elements and objectives of the Clatsop County Comprehensive Plan.

3. Provide a County transportation system that coordinates with other local transportation system plans and rural community plans.

4. Coordinate land use and transportation decisions to efficiently use public infrastructure investments to:

   a. Maintain the mobility and safety of the roadway system
   b. Foster compact development patterns in incorporated and rural communities
   c. Encourage the availability and use of transportation alternatives
   d. Enhance livability and economic competitiveness

5. Cooperate with local jurisdictions and rural communities in establishing and maintaining zoning standards that will prevent the development of incompatible or hazardous uses around airports.

6. Work to protect airspace corridors and airport approaches.

Goal 4: Public Transportation

Work to improve cost-effective and safe public transportation throughout Clatsop County.

Objectives:

1. Coordinate with the Sunset Empire Transportation District (SETD) to encourage commuter bus service to serve communities throughout Clatsop County.
2. Encourage a carpooling program for County employees and others to increase vehicle occupancy and minimize energy consumption.
3. Work with SETD to develop transit systems and stations and related facilities in convenient and appropriate locations that adequately and efficiently serve resident and employee needs.
4. Work to improve the signage and amenities at transit stops and stations.

Goal 5: Pedestrian and Bicycle Facilities

Provide for an interconnected system of pedestrian and bicycle facilities throughout Clatsop County to serve commuters and recreational users.

Objectives:

1. Coordinate with the goals and objectives and recommended improvements set forth in the Clatsop County Bicycle Master Plan.
2. Use unused rights-of-way for greenbelts, walking trails, or bike paths where appropriate.
3. Develop and periodically update inventory information on existing bicycle routes and support facilities.
4. Promote multimodal connections where appropriate.
5. Promote increased bicycle awareness and support safety education and enforcement programs.
6. Develop safe and convenient pedestrian and bicycle systems that link all land uses, provide connections to transit facilities, and provide access to publicly owned land intended for general public use, such as the beach.
7. Promote development standards that support pedestrian and bicycle access to commercial and industrial development, including, but not limited to, direct pathway connections, bicycle racks and lockers, and signage where appropriate.
8. Protect and expand public access via pedestrian ways, bikeways, and trails for recreational purposes.

Goal 6: Accessibility

Provide a transportation system that serves the needs of all members of the community.

Objectives:

1. Coordinate with SETD to encourage programs that serve the needs of the transportation disadvantaged.
2. Provide for the transportation disadvantaged by complying with State and Federal regulations and cooperating with local, County and State agencies to provide transportation services for the disadvantaged.
3. Upgrade existing transportation facilities and work with public transportation providers to provide services that improve access for all users.

4. All improvements to the transportation system (traffic, transit, bicycle & pedestrian) in the public right-of-way shall comply with the Americans with Disabilities Act of 1990.

Goal 7: Environment

Provide a transportation system that balances transportation services with the need to protect the environment and significant natural features.

Objectives:

1. Provide a transportation system that encourages energy conservation, in terms of efficiency of the roadway network and the standards developed for road improvements.
2. Encourage use of alternative modes of transportation and encourage development that minimizes reliance on the automobile.
3. Work to balance transportation needs with the preservation of significant natural features and view sheds.
4. Minimize transportation impacts on wetlands and wildlife habitat.

Goal 8: System Preservation

Work to ensure that development does not preclude the construction of identified future transportation improvements, and that development mitigates the transportation impacts it generates.

Objectives:

1. Require developers to aid in the development of the transportation system by dedicating or reserving needed rights-of-way by constructing half- or full-road improvements needed to serve new development, and by constructing off-road pedestrian, bicycle, and transit facilities when appropriate.
2. Consider transportation impacts when making land use decisions, and consider land use impacts (in terms of land use patterns, densities, and designated uses) when making transportation-related decisions.
3. Ensure that amendments to the comprehensive plan, land use designation amendments and land use regulation changes that are found to significantly affect a transportation facility are consistent with the identified function and capacity of that facility.

Goal 9: Capacity

Provide a transportation system that has sufficient capacity to serve the needs of all users.

Objectives:

1. Protect capacity on existing and improved roads to provide acceptable service levels to accommodate anticipated demand.
2. Limit access points on highways and major arterials, and use alternative access points when possible to protect existing capacity.
3. Provide frontage setback requirements from the public right-of-way for all designated arterials within the County adjacent to commercial and industrial development.

4. Minimize direct access points onto arterial rights-of-way by encouraging common driveways or frontage roads.

5. Update and maintain County access management standards to preserve the safe and efficient operation of County roadways, consistent with functional classification.

Goal 10: Transportation Funding

Provide reasonable and effective funding mechanisms for countywide transportation improvements identified in the TSP.

Objectives:

1. Develop a Capital Improvements Program that establishes transportation priorities and identifies funding mechanisms for implementation.

2. Identify funding opportunities for a range of projects, and coordinate with local, State, and Federal agencies.

Goal 11: Safety

Provide a transportation system that maintains adequate levels of safety for all users.

Objectives:

1. Undertake, as needed, special traffic studies in problem areas, especially around schools, to determine appropriate traffic controls to effectively and safely manage automobile and pedestrian traffic.

2. Work to improve the safety of rail, bicycle, and pedestrian routes and crossings.

3. Coordinate lifeline and tsunami evacuation routes with local, State, and private entities.

Goal 13 - Energy Conservation

Goal

To conserve energy.

Policies and Recommendations

1. The County recognizes the need for energy conservation through support of a County-wide conservation program in which the County government will play a leading role.

    a. Methods to reduce energy consumption should be explored, such as enforcing strict temperature and lighting controls in government buildings and incentive programs for carpooling, etc.

    b. New government buildings shall be energy efficient. Decisions on design and selection of equipment should not be based on the lowest initial cost alone. Operating and energy costs for a reasonable life expectancy of the building must receive equal consideration. Further, consideration should be given to the use of solar energy in heating and cooling all new government buildings.

    c. The County, cities, Extension Service and Community College should work together to establish an Energy Conservation Service with the assistance of private and public funds and expertise. This service could provide the following:

        1) Promote energy conservation through seminars, other educational programs, and information dissemination.

        2) Develop climate maps, energy efficient building standards and other guidelines for energy conservation.

        3) With the help of local utility companies, provide technical assistance to individuals desiring to retrofit their homes or buildings with improved insulation of alternative energy sources.

        4) Conduct audits with the assistance of local utility companies to identify sources of greatest energy wastes in buildings and recommend ways in which to reduce this waste.
        5) Provide technical assistance to evaluate the energy efficiency of new residential, industrial, and commercial building plans submitted for approval.

        6) Maintain information on the energy efficiency of brands and models of appliances, autos, etc.

    d. The County and cities should work together to establish a County-wide recycling operation (i.e. through a sheltered workshop program).

2. The following land use policies shall be adopted as part of the Comprehensive Plan to conserve energy and promote the use of alternative systems:

   a. Shopping, cultural, medical, educational and other public facilities shall be encouraged to cluster in urban growth boundaries so that one trip can serve several purposes and so that the possibility of public transportation will be enhanced.

   b. In new subdivisions, major or minor partitions:

      1) Should maximize the opportunity for solar orientation of windows in buildings by running streets in east-west directions, and lots on a north-south axis.

         When topographic conditions or natural features make street orientation for good solar orientation of units undesirable or difficult, lots shall be laid out so that units can be oriented to the south to the greatest extent possible. Clustering, innovative yard and setback approaches may be used in lieu of the street and lot plan if good solar orientation is achieved.

      2) Open space should be located whenever possible to buffer structures from shadows cast by other buildings.

      3) Easements for protecting solar access should be provided for every lot.

3. The County shall promote the application of renewable and alternative energy sources, by encouraging the use of total energy systems where, for example, electricity is generated and the waste heat is utilized for space heating and cooling purposes.

4. The County shall consider energy conservation in the designation of Rural Lands and Development Lands.

5. ***Wind energy or wave energy generation facilities in Clatsop County's territorial sea are a potential source of renewable energy. The potential effects and impacts, both harmful and beneficial, of wind or wave energy proposals on energy conservation in the County shall be evaluated and considered when designing, locating, and permitting these facilities. The County will provide input through the Oregon Territorial Sea Plan's consultation process.

Goal 14 - Urbanization

Goal

To provide for an orderly and efficient transition from rural to urban land use.

Policies and District Agreements:

Policy:
Urban growth boundaries shall be established to identify and separate urbanizable land form rural land. Establishment and change of the boundaries shall be based upon considerations of the following factors:

(1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
(2) Need for housing, employment opportunities, and livability;
(3) Orderly and economic provision for public facilities and services;
(4) Maximum efficiency of land uses within and on the fringe of the existing urban area;
(5) Environmental, energy, economic and social consequences;
(6) Retention of agricultural land as defined, with Class I being the highest priority for retention Class IV the lowest priority; and
(7) Compatibility of the proposed urban uses with nearby agricultural activities.

Policy:
Establishment and change of the urban growth boundaries shall be a cooperative process between a city and the county or counties that surround it.

Policy:
Land within the urban growth boundaries separating urbanizable land from rural land shall be considered available over a time for urban uses. Conversion of urbanizable land to urban uses shall be based on consideration of:

(1) Orderly, economic provision for public facilities and services;
(2) Availability of sufficient land for the various uses to insure choices in the market place;
(3) LCDC goals or the acknowledged comprehensive plan; and,
(4) Encouragement of development within urban areas before conversion of urbanizable areas.

Policy:
Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account:

(1) the growth policy of the area,
(2) the needs of the forecast population,
(3) the carrying capacity of the planning area, and
(4) the open space and recreational needs.

Urban Growth Boundary Management Agreements:

Each City and the County have adopted the UGB management agreements. As of June 1996, through the adopted UGB agreements the cities of Astoria, Cannon Beach, Gearhart, Seaside and Warrenton are administering and enforcing the UGB Comprehensive Plan and Zoning Ordinances inside the UGB outside the city.

Policy:
The County shall review these agreements every three to six years, or as needed and update accordingly.

See each respective City's Urban Growth Boundary Plan:

Astoria
Cannon Beach
Gearhart
Seaside
Warrenton

Clatsop County has adopted each of the UGB plan and zoning for each of the above. They are contained in separate documents in the Clatsop County Community Development Department or respective City Hall.

Policy:
The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to such parcels.

Policy:
Plans providing for the transition from rural to urban land use should take into consideration as to a major determination the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

Unincorporated Rural Communities:
Clatsop County has identified and established boundaries for the following rural communities: Miles Crossing - Jeffers Gardens, Arch Cape, Svensen, Knappa and Westport. Land use plans in these areas recognize the importance of communities in rural Clatsop County.

Policy:
In unincorporated communities outside urban growth boundaries the county may approve uses, public facilities and services more intensive than allowed on rural lands by Goal 11 and 14, either by exception to those goals, or as provided by OAR 660 rules, which ensure such uses do not;

(1) Adversely affect agricultural and forest operations, and
(2) Interfere with the efficient functioning of urban growth boundaries.

District Agreements:
Clatsop County has adopted agreements with the service districts with respect to land use planning and coordination. These agreements are contained in separate documents located in the Clatsop County Community Development Department and the respective district offices.

Policy:
The County shall review these agreements every three to six years, or as needed and update accordingly.

Policy Implementation:

1. The type, location and phasing of public facilities and services are factors which should be utilized to direct urban expansion.
2. The type, design, phasing and location of major public transportation facilities (i.e., all modes: air, marine, rail, mass transit, highways, bicycle and pedestrian), and
3. Improvements thereto are factors which should be utilized to support urban expansion into urbanizable areas and restrict it from rural acres.
4. Financial incentives should be provided to assist in maintaining the use and character of lands adjacent to urbanizable areas.
5. Local land use controls and ordinances should be mutually supporting, adopted and enforced to integrate the type, timing and location of public facilities and services in a manner to accommodate increased public demands as urbanizable lands become more urbanized.
6. Additional methods and devices for guiding urban land use should include but not be limited to the following:
   (1)tax incentives and disincentives;
   (2) multiple use and joint development practices
   (3) fee and less-than-fee acquisition techniques; and
   (4) capital improvement programming.
7. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests carrying out the goal.

Goal 16 and 17 - Estuarine Resources and Coastal Shorelands

Goal 16

To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and

To protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.

Goal 17

To conserve, protect, where appropriate, development and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and

To reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.

I. COLUMBIA RIVER ESTUARY LAND AND WATER USE PLAN

P10. INTRODUCTION AND BACKGROUND

The Estuary Planning Area

The Columbia River Estuary planning area includes aquatic areas and shorelands from the 3-mile limit offshore to the eastern boundary of Wahkiakum County in Washington (RM 53) and the eastern boundary of Clatsop County in Oregon (RM 45). All tributary streams to the head of tide and their adjacent shorelands are included within the estuary planning area. In Oregon, the coastal zone, as defined by the Land Conservation and Development Commission, extends only to the downstream end of Puget Island (RM 38). Although shorelands generally extend to the landward limit of the floodplain for planning purposes, jurisdictional boundaries of the shorelands zones define a much smaller area. This Plan's informational sections, such as descriptions of shoreland features and human uses, apply to the entire floodplain area. Regulatory sections, such as aquatic and shoreland designations and policies, apply to the narrower jurisdictional shoreland area. Refer to the Goal 16 & 17 element of the Clatsop County Comprehensive Plan for a complete overview of the estuary planning process including use and area designations and use and activity tables for aquatic and shoreland areas.

The estuary is divided into 46 planning subareas. These subareas were drawn to represent distinct planning units with common features and needs. Land use patterns, physical and biological characteristics, and jurisdictional boundaries were used to determine subarea boundaries. The subarea plans which are under, or in part under Clatsop County jurisdiction are described in P 30. Refer to the Goal 16 & 17 element of the Clatsop County Comprehensive Plan to review the Columbia River Subarea Plans (P 30).

P15. CUMULATIVE IMPACTS

INTRODUCTION

This Section addresses the potential combined effects of certain activities on the estuary. The primary reason for addressing cumulative impacts is that they cannot be adequately considered during most permit reviews, yet under certain conditions can become significant planning issues. The Columbia River Estuary Regional Management Plan recognizes that development activities generate cumulative impacts that cannot be readily addressed on a permit-by-permit basis. The plan identifies cumulative impacts and sets provisions, primarily in the Analysis section below, discouraging or limiting activities posing a cumulative impact problem. In addition, the Plan's management system, discussed in the Scope section below, limits most high impact activities to small geographic areas within the estuary.

A second reason for considering cumulative impacts in this plan is that Oregon and Washington local jurisdictions are required by state statutes to address them. Comprehensive Plan Requirement 5 of Oregon Statewide Planning Goal 16 states that local jurisdictions must "Consider and describe in the plan the potential cumulative impacts of the alterations and development activities envisioned."

Refer to the Goal 16 & 17 element of the Clatsop County Comprehensive Plan for a complete analysis of cumulative impacts on the estuary.

P 20. COLUMBIA RIVER ESTUARY SHORELAND AND AQUATIC REGIONAL POLICIES

P20.1. AGRICULTURE AND FORESTRY

Policies in this subsection are applicable to agricultural and forestry activities on Columbia River Estuary shorelands. Activities outside of the coastal shorelands boundary are not covered by this subsection. Certain activities associated with agriculture and forestry, such as log storage, dike maintenance, and shipping facilities for agricultural and forestry products, are covered under different subsections.

1. Continued use of productive agricultural land is encouraged. Conversion to non-agricultural uses, except in urban areas, is discouraged.

2. Existing dikes and tide gates and drainage systems protecting productive agricultural land shall be maintained consistent with dike maintenance policies and standards, unless part of an approved restoration or mitigation project.

3. Potential water quality degradation of estuarine aquatic areas and associated tributaries resulting from agricultural or forest management practices shall be controlled by Oregon Forest Practices Act and Administrative Rules, Soil Conservation Service programs, and state water quality programs.

4. Conversion of productive agricultural or forestry shoreland to tidal or non-tidal wetland for a restoration project requires an exception to the applicable statewide planning goal if the restoration project is not proposed as mitigation for a development project.

5. In undiked areas bordering estuarine aquatic areas, a buffer strip of riparian vegetation shall be maintained to preserve water quality, trap sediment and nutrient runoff, for fish and wildlife habitat and aesthetic resources.

P20.2. AQUACULTURE AND FISHERIES

The policies in this subsection apply to all projects that could conceivably affect fisheries (either commercial or recreational) or aquaculture in the Columbia River Estuary. This subsection is also applicable to the development of aquaculture facilities and to fisheries enhancement projects.

1. Traditional fishing areas shall be protected when dredging, filling, pile driving or when other potentially disruptive in-water activities occur.

2. Sufficient space for present and anticipated needs shall be reserved for the following uses:

   - Fishing vessel moorage;
   - Seafood receiving and processing;
   - Boat repair;
   - Net storage and repair;
   - Ice making;
   - Cold storage;
   - Other seafood industry support facilities.

3. Increased hatchery production and other fish enhancement efforts shall be supported where feasible, and when consistent with other applicable plan provisions.

4. Aquaculture and hatchery facility location, design and operation shall minimize adverse impacts on estuarine and shoreland habitat, navigation channels and public access points, and not interfere with commercial or recreational navigation.

5. Existing aquaculture and hatchery facilities and areas identified as having significant aquaculture potential shall be protected from conflicting uses.

P20.3. DEEP-WATER NAVIGATION, PORT AND INDUSTRIAL DEVELOPMENT

The policies in this subsection apply to port and industrial development occurring in and over Columbia River Estuary waters, and on adjacent shorelands. This section also applies to navigation projects related to deep-draft maritime activities, such as channel, anchorage and turning basin development or expansion.

1. Shorelands with adjacent deep-water access, adequate rail or road access, and sufficient backup land shall be reserved for water-dependent recreational, commercial, industrial, or port development.

2. Federally designated channels, anchorages and turning basins, including necessary side slopes, shall be in Aquatic Development designations.

3. Development, improvement and expansion of existing port sites is preferred prior to designation of new port sites.

4. Aides to navigation, including range markers, buoys, channel markers and beacons, shall be protected from development impacts that would render them ineffective. This policy does not preclude development subject to U.S. Coast Guard approved reorientation or relocation of navigation aids.

5. Permit review for proposals involving treated or untreated waste-water discharge into the estuary will rely on the point source water pollution control program administered by the Oregon Department of Environmental Quality.

P20.4. DIKING

The policies in this subsection apply to the construction, maintenance and repair of flood control dikes in Columbia River Estuary shoreland and aquatic areas. These policies do not apply to dredged material containment dikes.

1. Deliberate dike breaching or removal may be permitted as part of a restoration or mitigation project. Productive agricultural land, significant wildlife habitat, and major marshes shall not be lost as a result of dike breaching activities unless an exception is approved.

2. New dike alignment or configuration shall not cause an increase in erosion or shoaling in adjacent areas, or an appreciable increase in seasonal water levels behind dikes. Waterway channelization shall be avoided.

3. New dikes shall be placed on shorelands rather than in aquatic areas unless part of an approved fill project, as a temporary flood protection measure, or subject to an exception.

4. Maintenance of existing dikes using uncontaminated dredged material from maintained channels or suitable material from other sources (i.e., excess roadwork excavation material, material from ditch cleaning) shall be encouraged.

5. Maintenance of dikes by means other than dredging of aquatic areas is encouraged, however, dredging of the adjacent subtidal aquatic areas to obtain fill material for dike maintenance may be permitted when necessary, subject to the Dredging and Dredged Material Disposal Standards, Section S4.232, and when coordinated with state and federal resource agencies, and private interests.

P20.5. DREDGING AND DREDGED MATERIAL DISPOSAL

Policies in this subsection are applicable to all estuarine dredging operations and to both estuarine shoreland and aquatic dredged material disposal in the Columbia River Estuary.

1. Dredging shall be allowed only:

(a) If required for navigation or other water-dependent uses that require an estuarine location or if specifically allowed by the applicable management unit requirements and,

(b) If a need (i.e., a substantial public benefit) is demonstrated and the use or alteration does not unreasonably interfere with public trust rights; and,

(c) If no feasible alternative upland locations exist; and,

(d) If adverse impacts are minimized.

2. Dredging and dredged material disposal shall not disturb more than the minimum area necessary for the project and shall be conducted so as to minimize impacts on wetlands and other estuarine resources. Loss or disruption of fish and wildlife habitat and damage to essential properties of the estuarine resource shall be minimized by careful location, design, and construction of:

(a) Facilities requiring dredging,

(b) Sites designated to receive dredged material, and

(c) Dredging operation staging areas and equipment marshalling yards.

Dredged materials shall not be placed in intertidal or tidal marsh habitats or in other areas that local, state, or federal regulatory agencies determine to be unsuitable for dredged material disposal. Exceptions to the requirement concerning disposal in an intertidal or tidal marsh area include use of dredged material as a fill associated with an approved fill project or placement of dredged materials in the sandy intertidal area of a designated beach nourishment site. Land disposal shall enhance or be compatible with the final use of the site area.

3. The timing of dredging and dredged material disposal operations shall be coordinated with state and federal resource agencies, local governments, and private interests to protect estuarine aquatic and shoreland resources, minimize interference with recreational and commercial fishing operations, including snag removal from gillnet drifts, and insure proper flushing of sediment and other materials introduced into the water by the project.

4. The effects of both initial and subsequent maintenance dredging, as well as dredging equipment marshalling and staging, shall be considered prior to approval of new projects or expansion of existing projects. Projects will not be approved unless disposal sites with adequate capacity to meet initial excavation dredging and at least five (5) years of expected maintenance dredging requirements are available.

5. Dredging subtidal areas to obtain fill material for dike maintenance may be allowed subject to Columbia River Estuary Dredging Standard S4.232(10).

6. Dredging for mining and mineral extraction, including sand extraction, shall only be allowed in areas deeper than 10 feet below MLLW where the project sponsor demonstrates that mining and mineral

extraction in aquatic areas is necessary because no feasible upland sites exist and that the project will not significantly impact estuarine resources. The estuary bottom at the project site shall be sloped so that sediments from areas shallower than 10 feet below MLLW and other areas not included in the project do not slough into the dredged area. Dredging as part of an approved dredging project which also provides fill for an approved fill project shall not be subject to the mining and mineral extraction policies and standards.

7. Where a dredged material disposal site is vegetated, disposal should occur on the smallest land area consistent with sound disposal methods (e.g., providing for adequate dewatering of dredged sediments, avoiding degradation of receiving waters). Clearing of land should occur in stages and only as needed. It may, however, be desirable to clear and fill an entire site at one time, if the site will be used for development immediately after dredged material disposal. Reuse of existing disposal sites is preferred to the creation of new sites provided that the dikes surrounding the site are adequate or can be made adequate to contain the dredged materials.

8. Disposal of dredged materials in intertidal areas shall only be allowed at designated beach nourishment sites or to provide fill material for an approved intertidal fill project.

9. When identifying land dredged material disposal sites, emphasis shall be placed on sites where:

   (a) The local comprehensive plan land use designation is Development, provided that the disposal does not preclude future development at the site;
   (b) The potential for the site's final use will benefit from deposition of dredged materials;
   (c) Material may be stockpiled for future use;
   (d) Dredged spoils containing organic, chemical, and/or other potentially toxic or polluted materials will be properly contained, presenting minimal health and environmental hazards due to leaching or other redistribution of contaminated materials;
   (e) Placement of dredged material will help restore degraded habitat; or where
   (f) Wetlands would not be impacted.

   Important fish and wildlife habitat, or areas with scenic, recreational, archaeological, or historical values that would not benefit from dredged material disposal and sites where the present intensity or type of use is inconsistent with dredged material disposal shall be avoided. The use of agricultural or forest lands for dredged material disposal shall occur only when the project sponsor can demonstrate that the soils can be restored to agricultural or forest productivity after disposal use in completed. In cases where this demonstration cannot be made, an exception to the Agricultural Lands Goal or Forest Lands Goal must be taken and included as an amendment to the Comprehensive Plan prior to the use of the site for dredged material disposal. The use of shoreland water dependent development sites for dredged material disposal shall occur only when the project sponsor can demonstrate that the dredged material placed on the site will be compatible with current or future water dependent development. Dredged material disposal shall not occur in significant Goal 17 shorelands or wetlands habitats.

Engineering factors to be considered in site selection shall include: size and capacity of the site; dredging method; composition of the dredged materials; distance from dredging operation; control of drainage from the site; elevation; and the costs of site acquisition, preparation and revegetation.

10. Estuarine in-water disposal sites shall be in areas identified as low in benthic productivity, unless the disposal is to provide fill material for an approved fill project, and where disposal at the site will not have adverse hydraulic effects. Estuarine in-water disposal sites shall only be designated and used when it is demonstrated that no feasible land or ocean disposal sites can be identified and biological and physical impacts are minimal. An in-water disposal site shall not be used if sufficient sediment type and benthic data are not available to characterize the site.

11. Flow lane disposal shall only be allowed in Development designated areas within or adjacent to a channel where:

    (a) Sediments can reasonably be expected to be transported down-stream without excessive shoaling,
    (b) Interference with recreational and commercial fishing operations, including snag removal from gillnet drifts, will be minimal or can be minimized by applying specific timing restrictions,
    (c) Adverse hydraulic effects will be minimal,
    (d) Adverse effects on estuarine resources will be minimal, and
    (e) The disposal depth is, for waters downstream from the Astoria-Megler Bridge, between 20 and 65 feet below MLLW, and , for waters upstream from the Astoria-Megler Bridge, at 20 feet below MLLW or deeper.

12. Dredged material disposal at beach nourishment sites shall only be used to offset the erosion and not to create new beach or land areas. Beach nourishment sites shall not be designated in areas where placement or subsequent erosion of the dredged materials would adversely impact tidal marshes or productive intertidal or shallow subtidal areas.

13. Dredged material disposal sites with adequate capacity to accommodate anticipated dredging needs for at least a five year period shall be identified and designated.

14. Dredged Material Disposal Sites

Sites essential for meeting anticipated disposal needs shall be planned and zoned for dredge materials disposal. Designated disposal sites shall be protected from incompatible and preemptive uses to ensure adequate sites will remain available to accommodate disposal needs. Incompatible and preemptive uses include:

    (a) Uses requiring substantial structural or capital improvements (e.g., construction of permanent buildings, water and sewer service connections);

(b) Uses that require alteration of the topography of the site, hereby affecting the drainage of the area or reducing the potential useable volume of the dredged material disposal site e.g., extensive site grading or excavation, elevation by placement of fill materials other than dredged spoils);

(c) Uses that include changes made to the site that would prevent expeditious use of the site for dredged material disposal. Such uses would delay deposition of dredged material on the site beyond the period of time commonly required to obtain the necessary federal, state and local dredging and dredged material disposal permits (approximately 90 days);

(Note: Examples of non-preemptive or compatible uses of shoreland dredged material disposal sites are: unimproved parking lots, equipment storage yards, materials marshalling yards, log storage and sorting yards, and undeveloped recreation areas, campgrounds or recreational vehicle parking areas.)

Incompatible or preemptive uses shall not be allowed at shoreland Priority I dredged material disposal sites unless the site is removed from the dredged material disposal plan by ordinance amendment upon demonstration that either:

(d) The site has been filled to capacity and is available for other uses, or

(e) The site is, in fact, not required to accommodate anticipated five-year disposal needs, or

(f) A new Priority I site has been designated to replace the site being removed.

15. CREST Dredged Material Management Plan

CREST's Columbia River Estuary Dredged Material Management Plan (CREDMMP) is an essential source of information for Clatsop County's DMD planning and policies. The county will consider the CREDMMP in adopting and amending its DMD plan and will periodically revise the plan to keep it consistent with the CREDMMP.

16. In order to ensure the adequacy of identified dredged material disposal site capacities for anticipated disposal requirements, an analysis of the dredge material disposal site inventory shall be completed periodically, in conjunction with each update CREST's Columbia River Estuary Dredged Material Management Plan. The County shall cooperate with other jurisdictions on the Columbia River Estuary in monitoring of dredge material site availability and in dredged material disposal plan update.

17. New dredging in Aquatic Conservation management units may be permitted for the following if the dredging is consistent with the resource capabilities of the affected management unit:

(a) Aquaculture;
(b) High intensity water-dependent recreation, including boat ramps and marinas;
(c) Minor navigational improvements;
(d) Mineral extraction;

(e) Obtaining fill material for dike maintenance where a Goal 16 exception has been approved;
(f) Active restoration;
(g) Bridge crossing support structures;
(h) Pipelines, cables, and utility crossings;
(i) Maintenance and installation of tidegates and associated drainage channels;
(j) Projects for the protection of habitat, nutrient, fish, wildlife and aesthetic resources;
(k) Structural shoreline stabilization;
(l) Navigational aids;
(m) Communication facilities;
(n) Storm water and treated wastewater outfalls;
(o) Research and educational observations.

18. New dredging in Aquatic Natural management units may be permitted for the following if the dredging is consistent with the resource capabilities of the affected management unit:

(a) Maintenance or installation of bridge crossing support structures;
(b) Obtaining fill material for dike maintenance where a Goal 16 exception has been approved;
(c) Maintenance and installation of tidegates and associated drainage channels;
(d) Pipelines, cables, and utility crossings;
(e) Projects for the protection of habitat, nutrient, fish, wildlife and aesthetic resources; and
(f) Active restoration;
(g) Navigational aids;
(h) Communication facilities.

P20.6. ESTUARINE CONSTRUCTION: PILING AND DOLPHIN INSTALLATION, SHORELINE STABILIZATION AND NAVIGATIONAL STRUCTURES

The policies in this subsection apply to over-the-water and in-water structures such as docks, bulkheads, moorages, boat ramps, boat houses, jetties, pile dikes, breakwaters and other structures involving installation of piling or placement of riprap in Columbia River Estuary aquatic areas. Also covered under these policies are shoreline stabilization and aquatic area fills. This section does not apply to structures located entirely on shorelands or uplands, but does apply to structures, such as boat ramps, that are in both aquatic and shoreland designations.

1. Proper streamside vegetation management is the preferred method of shoreline stabilization, followed by planting of new vegetation, installation of riprap and installation of a bulkhead.

2. Navigational structures, such as breakwaters, jetties, groins, and pile dikes are major estuarine alterations with long term biological and physical effects. Proposals for new or enlarged navigational structures, or for removal of existing structures, must demonstrate that expected benefits outweigh potential adverse impacts on estuarine productivity.

3. New uses in aquatic areas and in shoreland areas especially suited for water-dependent development that are not water-dependent, if permitted, shall not preclude or pose any significant conflicts with existing, proposed or probable future water-dependent uses on the site or in the vicinity.

4. Where structural shoreline stabilization is shown to be necessary, an impact assessment is required and will include consideration of effects on shoreland and aquatic habitats, effects on fishing areas, uses of the adjacent shoreland and aquatic areas, and potential for adverse impacts in adjacent areas due to the project.

5. Proliferation of single-purpose docks and moorages is discouraged. Public or commercial multi-vessel moorage is preferred.

(PREVIOUS POLICY P20.7 - ENERGY FACILITIES WAS DELETED)

P20.7 FILLING OF AQUATIC AREAS AND WETLANDS

This subsection applies to the placement of fill material in the tidal wetlands and waters of the Columbia River Estuary. These policies also apply to fill in non-tidal wetlands in subarea descriptions.

1. New uses in aquatic areas and in shoreland areas especially suited for water-dependent development that are not water-dependent, if permitted, shall not preclude or pose any significant conflicts with existing, proposed or probable future water-dependent uses on the site or in the vicinity.

2. Reduction of surface area and volume of aquatic areas and significant non-tidal wetlands in shoreland areas shall be minimized in the location and design of uses or activities requiring fill.

3. Construction on piling is preferred over construction on fill.

P20.8 FISH AND WILDLIFE HABITAT

This subsection applies to uses and activities with potential adverse impacts on fish or wildlife habitat, both in Columbia River estuarine aquatic areas and in estuarine shorelands.

1. Endangered or threatened species habitat shall be protected from incompatible development.

2. Measures shall be taken to protect nesting, roosting, feeding and resting areas used by resident and migratory bird populations.

3. Major marshes, significant wildlife habitat, coastal headlands, and exceptional aesthetic resources in the Coastal Shorelands Boundary shall be protected.

P20.9. LAND TRANSPORTATION SYSTEMS

Policies in this subsection are applicable to the maintenance and construction of railroads, roads and bridges in Columbia River Estuary shoreland and aquatic areas. Public, as well as private facilities are covered under this subsection. Forest roads, however, are excluded.

1. New non-water-dependent uses in aquatic or shoreland areas especially suited for water-dependent development shall not preclude or pose any significant conflicts with existing, proposed or probable future water-dependent uses on the site or in the vicinity.

2. Land transportation systems shall be maintained and improved to support existing urban areas, allow industrial site development and support rural and recreational uses.

3. New land transportation routes shall not be located in aquatic areas or in significant non-tidal wetlands in shoreland areas except where bridges are needed, and where no feasible alternative route exists.

4. New land transportation routes shall be located so as not to reduce or downgrade the potential for development of Development Shorelands or Development Aquatic areas.

5. When feasible, new public roads in scenic areas shall provide rest areas, view-points and facilities for safe bicycle and pedestrian travel.

6. Construction of new land transportation systems and maintenance of existing land transportation systems shall be undertaken in a manner that minimizes expected impacts on aquatic and shoreland estuarine resources.

P20.10. LOG STORAGE

This subsection establishes policies for the establishment of new, and the expansion of existing, log storage and sorting areas in Columbia River Estuary aquatic and shoreland areas.

1. New aquatic area log storage facilities shall be designed and located so as to minimize potential adverse impacts on aquatic habitat, water quality and in areas that will not conflict with other estuarine uses.

P20.11. MINING AND MINERAL EXTRACTION

Policies in this subsection are applicable to the extraction of sand, gravel, petroleum products and other minerals from both submerged lands under aquatic areas and from shoreland areas in the Columbia River Estuary.

1. Proposals for aquatic and shoreland area mining may be approved subject to protection of adjacent property and fishery resources from potential adverse impacts, including sedimentation and siltation.

2. Mining operations in aquatic and shoreland areas shall use technology and practices which minimize potential damage to estuarine resources, in conformance with the Oregon State Reclamation of Mined Lands Act.

3. Mineral extraction or gravel or sand dredging from the estuary may be permitted only when these resources are not otherwise available at upland locations and in conformance with the County's

Dredging and Dredged Material Disposal policies and standards concerning mining and mineral extraction.

4. Aquatic area mining or mineral extraction projects may be approved only for the least biologically sensitive areas, and may occur only in aquatic areas deeper than ten feet below MLLW.

5. Mining and mineral extraction activities shall not be approved in areas of major marshes, significant fish and wildlife habitat, or exceptional aesthetic resources. Mining and mineral extraction activities occurring in areas of known or reported historical or archaeological sites should have an archaeological survey conducted of the proposed site.

6. Wastewater associated with mining shall be handled in a manner that preserves water quality and in conformance with state and federal water quality requirements.

(PREVIOUS POLICY P20.12 FORESTRY AND FOREST PRODUCTS INDUSTRY WAS DELETED)

P20.12. MITIGATION AND RESTORATION

Policies in this section are applicable to estuarine restoration and mitigation projects on Columbia River Estuary aquatic areas and shorelands. Non-tidal wetlands are briefly addressed.

Mitigation

1. Any fill activities that are permitted in the Columbia River Estuary aquatic areas or dredging activities in intertidal and shallow to medium depth subtidal areas shall be mitigated through project design and/or compensatory mitigation (creation, restoration or enhancement) to ensure that the integrity of the estuary ecosystem is maintained. Local Comprehensive Plans shall designate and protect specific sites for mitigation which generally correspond to the types and quantity of aquatic area proposed for dredging or filling.

2. Mitigation for fill in estuarine aquatic areas or dredging in intertidal and shallow to medium depth subtidal areas of the Columbia River Estuary planning area shall be implemented through the following mitigation actions:

Project Design Mitigation Actions

a) Avoiding the impact altogether by not taking a certain action or parts of an action;
b) Minimizing impacts by limiting the degree or magnitude of action and its implementation;
c) Rectifying the impact by repairing, rehabilitating, or restoring the affected environment (e.g., removing wetland fills, rehabilitation of a resource use and/or extraction site when its economic life is terminated);
d) Reducing or eliminating the impact over time by preservation and maintenance operations;

Compensatory Mitigation Actions

e) Creation, restoration, or enhancement of an estuarine area to maintain the functional characteristics and processes of the estuary, such as its natural biological productivity, habitats, and species diversity, unique features and water quality.

Any combination of the above actions may be required to implement mitigation requirements. The compensatory mitigation actions listed in section (e) shall only be implemented after impact avoidance, reduction and rectification techniques have been considered, and there are still unavoidable adverse impacts.

3. Pre-permit application meetings and visits to the proposed development and mitigation sites shall be encouraged. The initial site visit coordinated between the local government and federal and state agencies shall be structured such that key issues will be addressed and consensus, to the degree possible, is established on each issue. This will require a structured site review format listing goals, objectives, and specific activities associated with the proposed development and mitigation actions.

4. The full array of wetland and aquatic area values shall be addressed when making mitigation site decisions and when designing mitigation action requirements. The list includes but is not limited to: fish and wildlife habitat, flood storage and desynchronization, food chain support, passive recreation, shoreline anchoring and water purification functions.

5. All mitigation actions shall be required to begin prior to or concurrent with the associated development action.

6. Developments in low-value diked freshwater non-tidal wetlands can be mitigated by treating estuarine restorations or creations as in-kind mitigation actions. The final decision on the relative value of diked freshwater non-tidal wetland shall be made through a cooperative effort between local governments and state and federal regulatory agencies. Values considered shall include but are not restricted to fish and wildlife habitat, flood storage and desynchronization, food chain support, passive recreation, shoreline anchoring and water purification functions.

7. If any of the compensatory mitigation actions are required, the local government shall require that the U.S. Fish and Wildlife Service make a Resource Category determination for the site proposed for development. The classification shall be listed on the permit application and review notice. If the area subject to impact is in a Resource Category 2 or lower (4 = lowest), the following sequence of mitigation options shall be considered:

   - In-Kind/On-Site
   - In-Kind/Off-Site
   - Out-of-Kind/On-Site
   - Out-of-Kind/Off-Site

8. If out-of-kind mitigation is found to be the only option, the applicant shall first seek restoration of historically and/or present day scarce habitat types.

9. All completed mitigation sites shall be adequately buffered from development and other activities to minimize the potential adverse impacts on the mitigation site. Buffer requirements shall be determined through a cooperative effort between local governments and state and federal regulatory agencies.

10. No mitigation action shall endanger or obstruct adjacent properties. The potential for present or future endangerment or obstruction shall be determined in advance of the mitigation action. Responsibility for rectifying potential damage to adjacent property shall be determined prior to permit approval.

11. Clatsop County will cooperate with CREST and state and federal resource agencies in the periodic review of the region's mitigation plan. Reviews should occur every 4-7 years. The review shall include reexamination of site availability, degree of plan implementation, changed policies and legal requirements and possible new projects that may require mitigation.

12. Additional mitigation sites shall be designated by Clatsop County as the need arises. New designations shall be coordinated with CREST, local governments, state and federal resource agencies. New sites shall be subject to the same policies and standards as sites presently designated.

13. All designated mitigation sites shall be protected and shall facilitate mitigation actions through appropriate zoning ordinance measures. For any new site not designated in the plan, mitigation shall be implemented through the policies and standards of this plan.

14. Estuarine alterations in Washington can be mitigated by actions in Oregon and vice versa if local and state authorities from both states and federal authorities with statutory responsibility for administering mitigation requirements approve the mitigation site selected and the mitigation action proposed.

15. Shorelands that are in a Water-Dependent Development Shorelands designation can only be used for mitigation subject to a finding that the use of the site for mitigation will not preclude or conflict with water-dependent uses.

16. Full consideration shall be given to existing significant Goal 17 resources when designing a mitigation project that may potentially alter, impair or destroy all or any portion of these resources. The minimum consideration will be to discount value from the credit potential of the mitigation action proportional to the existing value of the Goal 17 resource. Significant Goal 17 resource areas (major marshes, significant wildlife habitat and exceptional aesthetic resources) can only be used for mitigation subject to a finding that the use of the site for mitigation will be consistent with the protection of natural values.

17. Any acquisition strategy for bringing designated mitigation sites (pre- or post-mitigation action) into public ownership or into ownership of a private nonprofit land trust organization is encouraged.

18. All mitigation sites designated on public lands shall remain in public ownership.

19. An area in forest production, and considered for mitigation purposes, shall be evaluated for its present use value and compared with its potential value as a wetland before conversion of the site is acceptable.

20. A developer may create, restore or enhance more wetland area than required for immediate development impacts. Subject to federal, state and local agency approval, this "surplus mitigation" may be credited against future development. The reserve wetland area shall not be considered a mitigation bank unless it is acquired and managed by a federal or state land and resource management agency. In Oregon, this shall be the Division of State Lands.

Mitigation Bank Policies

21. Any area where a mitigation action has taken place and mitigation credits are available for future development and the site is owned and managed by a federal or state land management agency, shall be designated as a mitigation bank. The federal or state agency (Division of State Lands) shall be responsible for administration of a mitigation bank area throughout the period it serves as a bank.

22. An agreement among local, state and federal authorities shall serve as the implementing instrument establishing a mitigation bank and for continuing management of a bank. Such an agreement is necessary to document the initial conditions of a bank's formation, including the means by which a mitigation bank shall be administered. The agreement shall also detail ownership of the site and include an itemized presentation of project costs, a technical plan outlining the habitat mitigation action, and include the number of mitigation credits available in the bank. A plan for monitoring the mitigation site shall be provided, including the goals, costs, and responsibility of the monitoring program. The agreement shall specify the mechanisms by which mitigation "credits" will be transferred from the bank and applied to the activity qualifying for use of the bank. The agreement shall also specify the means by which proportional mitigation bank creation costs will be assessed.

23. Mitigation credits in mitigation banks shall be reserved for use by small scale development projects (5 acres or less of impacted wetland and/or aquatic area). This does not apply to the Airport Mitigation Bank.

24. A variety of habitats shall be created in a mitigation bank whenever possible, such that the opportunity of replacement for wetland resources lost to a variety of development activities is possible. The mitigation bank shall be of sufficient capacity to meet the requirements of a number of expected development projects.

25. Mitigation banks shall be created by written agreement with the Director of Oregon Division of State Lands (DSL) and shall be administered by DSL. Such agreements shall provide the basis for creation and operation of the bank and shall specifically provide for the following:

    a) The exact location of the real property.
    b) Proof of ownership or control, i.e., deed or title report.

c) The nature and extent of the mitigation action. This analysis shall require information about the site salinity, elevation, wave and current actions, substrate, and other physical and biological characteristics.

d) How and when the mitigation action shall be performed.

e) A statement of informed opinion as to what habitat shall result from the action and a statement as to the relative value of each anticipated habitat type.

f) How the resulting changes shall be monitored and evaluated and what contingencies are planned if goals are not satisfied within a reasonable time period.

g) How the mitigation bank shall be protected (e.g., dedication, conservation easement, deed transfer).

h) How funding for necessary construction or alteration work and potential remedial action shall be guaranteed (e.g., bonding).

i) The price that may be charged for credits from the bank.

26. Applicants for removal and fill permits requiring mitigation are not obligated, or automatically entitled, to use an existing mitigation bank to meet the mitigation needs of any project. Permit applicants shall negotiate directly with the administrator of the bank, resource agencies, and regulatory agencies to secure the right to use the bank. Agreements between the administrator of the bank and the permit applicant are subject to the Planning Director's approval of the number of mitigation credits charged against the bank.

Restoration

27. Restoration of tidal and non-tidal wetlands in the Columbia River Estuary area may be done either as a mitigation action or as an action outside of the context of mitigation.

28. Restoration outside of the context of mitigation shall be allowed at designated mitigation sites if the site is a middle or low priority site and findings are made that it is no longer needed for mitigation.

29. All restoration projects shall serve to revitalize, return, replace or otherwise improve the wetland and aquatic ecosystems in the Columbia River Estuary area. Examples include restoration of natural biological productivity, fish and wildlife habitat, aesthetic or historic resources that have been diminished or lost due to past alterations, activities, or catastrophic events. In selecting projects, priority shall be given to those projects which provide substantial public benefits and which restore those wetland and aquatic habitat types, resources, or amenities which are in shortest supply compared to past abundance.

30. After a restoration takes place the local jurisdiction shall amend its plan and implement a zone change, for the restored area, to reflect the aquatic character of the site.

31. Restoration of economically marginal and unused low-lying diked areas to estuarine wetland shall be encouraged; active restorations to provide potential for diverse habitat (e.g., mudflat and marsh)

as well as passive restorations are encouraged. Except through public condemnation procedures, removal of dikes or excavation on private lands shall not occur without consent of the landowner.

33. Shorelands that are in a Water-Dependent Development Shorelands designation can only be used for restoration subject to a finding that the use of the site for restoration will not preclude or conflict with water-dependent uses.

34. Significant Goal 17 resource areas (major marshes, significant wildlife habitat, and exceptional aesthetic resources) can only be used for restoration subject to a finding that the use of the site for restoration will be consistent with protection of its natural values.

35. Old piling, navigational structures, and buildings that are a hazard to navigation and contribute to excessive shoaling, or pose a threat to life or property shall be removed. Prior to removal, the costs and benefits associated with removal shall be evaluated. Factors requiring consideration include:

    - Potential erosion or sedimentation problems that may result from removal;
    - The structure's habitat value and probable longevity; and
    - The structure's historic and scenic values.

36. Restoration of riparian vegetation around wetlands and waterways in the Columbia River Estuary planning area is a high priority. Protection of these areas shall be implemented using various strategies (e.g., zoning, acquisitions, easements, and transfer of development rights).

Long Term Aquatic Area and Non-tidal Wetlands Mitigation and Restoration Policies

37. Federal and state resource agencies should be requested to intensify existing programs to identify Resource Categories of wetlands and Section 404 wetlands in the Columbia River Estuary area to give developers greater certainty regarding available development sites and potential mitigation requirements. The net result shall be greater certainty for developers and a more streamlined permit process.

38. CREST shall make an effort to develop a program to identify and assess the relative vales of non-tidal wetlands. This inventory effort shall provide baseline data that can be used to give greater certainty regarding site potential for development and mitigation requirements.

39. A method of quantifying enhancement credits for estuarine and non-estuarine wetland mitigation should be developed. Also, a method for quantifying non-estuarine wetland values should be developed and incorporated into local statutes. Ideally, this system should be compatible with the system used in Oregon's Estuarine Mitigation Law. The system would have to be reviewed and accepted by state and federal resource and regulatory agencies.

40. A system should be devised whereby wetland impacts that are allowed under a regional or nationwide permit, and that do not require any permit procedure, may be reported to the local government so that an accurate record of cumulative wetland impacts can be maintained.

41. The following framework for restoration implementation is recommended for the Columbia River Estuary:

    a) Develop and provide educational materials for landowners explaining the benefits of natural area protection and various options for restoring land to natural conditions and protecting the restored land.
    b) Establish an incentive system in the Columbia River Estuary area whereby landowners can effectively utilize a variety of options for restoration and protection of their land.
    c) Identify landowners with economically marginal production land (e.g., forest or agricultural production), that was historically wetland, and inform them of any incentive-oriented restoration systems for restoration and encourage their participation.

42. The following techniques are suggested as potential methods to establish a wetland restoration and protection incentive system:

    a) Development of effective acquisition power through private nonprofit organizations and federal and state grants (acquisition may be through sale, trade or land donations). Public ownership is encouraged.
    b) Protection through restrictions while landowners retain title to the land, (e.g., conservation easements, mutual covenants, deed restrictions and leases).
    c) Provide tax incentives for landowners that allow restoration to take place on their land.
    d) Deed restrictions, wildlife easements or fee acquisition on Farmers Home Administration farm foreclosure inventory lands.

P20.13. PUBLIC ACCESS TO THE ESTUARY AND ITS SHORELINE

Policies in this subsection apply to all uses and activities in Columbia River Estuary shoreland and aquatic areas which directly or indirectly affect public access. "Public access" is used broadly here to include direct physical access to estuary aquatic areas (i.e. boat ramps), aesthetic access (i.e. viewing opportunities), and other facilities, designations, or opportunities that provide some degree of public access to Columbia River Estuary shorelands and aquatic areas.

1. Federal, state and local activities in the estuary shall, when feasible, provide for maintenance and improvement of estuarine public access.

2. Public access in urban areas shall be preserved and enhanced through waterfront restoration and construction of public facilities, and other actions consistent with local public access plans.

3. Public access in rural areas shall be preserved and enhanced through development of trails, scenic viewing areas, boat ramps and other actions consistent with local public access plans.

4. Proposed major shoreline developments shall not, individually or cumulatively, exclude the public from shoreline access to areas traditionally used for fishing, hunting or other shoreline activities.

5. Publicly owned shorelands with water access should remain in public hands.

6. Special consideration shall be given toward making the estuary accessible for the physically handicapped or disabled.

7. Public access to publicly owned shorelands and aquatic areas shall be maintained and improved where feasible.

8. Clatsop County will develop and implement programs for increasing public access.

P20.14. RECREATION AND TOURISM

Policies in this subsection are applicable to recreational and tourist-oriented facilities in Columbia River Estuary shoreland and aquatic areas.

1. New non-water-dependent uses in aquatic areas or in shoreland areas especially suited for water-dependent development, if permitted, shall not preclude or pose any significant conflicts with existing, proposed or probable future water-dependent uses on the site or in the vicinity.

2. Recreation uses in waterfront areas shall take maximum advantage of their proximity to the water by providing water access points, water-front viewing areas, and structures visually compatible with the waterfront.

P20.15. RESIDENTIAL, COMMERCIAL AND INDUSTRIAL DEVELOPMENT

The policies in this subsection are applicable to construction or expansion of residential, commercial or industrial facilities in Columbia River Estuary shoreland and aquatic areas. Within the context of this subsection, residential uses include single and multi-family structures, mobile homes, and floating residences (subject to an exception). Duck shacks, recreational vehicles, hotels, motels and bed-and-breakfast facilities are not considered residential structures for purposes of this subsection. Commercial structures and uses include all retail or wholesale storage, service or sales facilities and uses, whether water-dependent, water-related, or non-dependent, non-related. Industrial uses and activities include facilities for fabrication, assembly, and processing, whether water-dependent, water-related or non-dependent non-related.

1. New non-water-dependent uses in aquatic areas or in shoreland areas especially suited for water-dependent development if permitted, shall not preclude or pose any significant conflicts with existing, proposed or probable future water-dependent uses on the site or in the vicinity.

2. Shoreland developments shall be designed and constructed to minimize adverse environmental and aesthetic impacts. Where appropriate and feasible, development shall be clustered to provide open space.

3. Where non-water-dependent, non-water-related residential, commercial or industrial development exists on shorelands designated for water-dependent development, transition of shorelands to water-dependent or water-related uses is encouraged.

P20.16. SHALLOW-DRAFT PORTS AND MARINAS

The policies in this subsection apply to development of new marinas and improvement of existing marinas in aquatic areas of the Columbia River Estuary. Also covered are adjacent shoreland support facilities that are in conjunction with or incidental to the marina. Included under this subsection's coverage are both public and private marinas for either recreational, charter or commercial shallow draft vessels.

1. Proliferation of individual single-purpose docks and moorages is discouraged. Public or commercial multi-vessel moorage is preferred.

2. Navigational access to the estuary and its tributaries shall be maintained. Peripheral channels, streams and sloughs shall not be closed to navigation. Necessary maintenance dredging for traditional moorage areas shall be allowed, subject to the requirements of the aquatic designation, state and federal permits, and local plan and ordinance provisions.

3. Provisions should be made for adequate flushing and water circulation and waste disposal receptacles to ensure the maintenance of water quality in marina and moorage facilities.

P20.17. SIGNIFICANT AREAS

The policies in this subsection are intended to protect certain Columbia River shoreland and aquatic resources with estuary-wide significance. Significant shoreland resources are identified as such in subarea plans. Significant aquatic resources are found in Natural Aquatic areas. This subsection applies only to activities and uses that potentially affect significant shoreland or aquatic resources. Other resources without estuary-wide significance are not covered by this subsection.

1. Significant estuarine aquatic and shoreland resources shall be protected from degradation or destruction by conflicting uses and activities.

2. Major marshes, significant wildlife habitat, and aesthetic resources shall be protected.

3. Known or newly discovered archaeological sites shall be protected in compliance with existing state and federal laws.

P20.18. SHORELAND HAZARD AREAS

The policies in this subsection apply to development in Columbia River Estuary shoreland areas with identified hazards to development. These hazards are identified in subarea plans, and include areas susceptible to erosion, soil movement, and flooding.

1. Development proposed in identified shoreland hazard areas is generally discouraged. All new and replacement development in shoreland hazard areas shall be protected from the hazard.

P20.19. WATER QUALITY MAINTENANCE

The policies in this subsection are intended to help protect and enhance the quality of water in the Columbia River Estuary. Impacts on water quality in aquatic areas and in tidegated sloughs in shoreland areas are covered.

1. Non-point source water pollutants from forest lands, roads, agricultural lands, streambank erosion and urban runoff shall be controlled by state water quality programs, Oregon Forest Practices Act and administrative rules, and Soil Conservation Service programs.

2. New untreated waste discharges into tributary streams, enclosed bays and sloughs shall not be permitted.

3. Petroleum spill containment and clean-up equipment should be located in the estuary area. This equipment should be capable of controlling a large spill in all areas of the estuary.

4. Ports, marinas and commercial moorage facilities shall provide waste disposal receptacles in compliance with Marpol Annex V.

P20.20. WATER-DEPENDENT DEVELOPMENT AREAS

Policies in this subsection are applicable only to those Columbia River Estuary Shorelands designated as Especially Suited for Water-Dependent Development. The purpose of these policies is to assure that adequate sites are available for water-dependent uses.

1. Shorelands especially suited for water-dependent uses shall be protected for water-dependent uses.

2. Temporary uses involving minimal capital investment or uses incidental to a water-dependent use may be allowed in shorelands especially suited to water-dependent development if the temporary or incidental use does not foreclose future opportunities for a water-dependent use.

P21 INTERGOVERNMENTAL COORDINATION POLICIES

P21.1 LOCAL INTERGOVERNMENTAL COORDINATION

The Columbia River Estuary Study Taskforce (CREST) provides local governments with a forum for communication and cooperation in planning and development activities of regional scope and importance. Local governments recognize the mutual benefits of such coordination during the decision-making and implementation process.

On behalf of member governments, CREST will:

1. Provide continued planning assistance to member jurisdictions upon request to and approval by the CREST Council, review local comprehensive plans and make recommendations which will result in coordination and conformance with the Columbia River Estuary Regional Management Plan;

2. Provide technical information and assistance to member jurisdictions, other agencies and private interests concerning implementation of the Columbia River Estuary Regional Management Plan;

3. Evaluate state and federal estuary activities, programs, developments and project impact assessments that may affect local governments and report results to concerned jurisdictions;

4. Coordinate with local, state and federal agencies on estuary development, research, regulation, project impact assessment and plan review and update;

5. Establish and maintain a library of information and data pertaining to and affecting the Columbia River Estuary for use by the public, local government and state and federal managers and researchers.

P21.2 SCIENTIFIC RESEARCH AND PLANNING IN ESTUARINE AREAS

Research is conducted by state and federal agencies, universities, private consultants, and individuals in the estuary area. State and federal agencies periodically develop special-purpose plans for particular resource areas, within the estuary, which affect local planning and decision-making.

To ensure local coordination and to provide useful information for local estuary management decisions, it is recommended that all agencies, consultants, university personnel and individual researchers conducting research or developing special management plans should:

1. Contact CREST and affected local jurisdictions during the project-planning stage to outline the research or planning objectives and schedule, and the means of reporting project results; and

2. Make provision for timely reporting of research results and management plan findings to local jurisdictions.

P21.3 PUBLIC INFORMATION

Public knowledge of the value of estuarine resources and the importance of estuarine resources to the local economy could be dramatically improved through a program of education and public information. CREST and local governments, in cooperation with state and federal agencies, educational institutions and private groups should:

1. Encourage development of practical educational courses, extension education programs, science fairs, library and museum displays relating to the Columbia River Estuary and the marine sciences in general;

2. Encourage the establishment of major oceanographic research and educational facilities in the area;

3. Maintain and expand the CREST library and information services.

P21.4 DEVELOPMENT EVALUATION, PERMIT INFORMATION AND PERMIT REVIEW

Development occurring in estuarine aquatic or shorelands areas produces impacts of varying type and degree. State and federal permits are required for in-water construction, dredging, filling, waste discharge and numerous other activities. These permits are mandated by law and allow each local jurisdiction to carry out its responsibility to control or limit negative economic and environmental effects. The number of permits and necessary requirements, and the lack of knowledge about such requirements, may add substantial cost and time delays to development projects.

CREST will provide permit information and assistance for potential developers concerning requirements at the local, state and federal level. Information to be provided may include: environmental and legal constraints, methods to minimize or mitigate the impacts of proposed projects, and general policies of agencies that will review the project. The intent of this policy is to facilitate understanding and use of existing permit processes. Review by CREST is not mandatory.

P21.5 STATE AND FEDERAL CONSISTENCY

The Columbia River Estuary plan is consistent with Oregon's Coastal Zone Management Program. The State's program is implemented through local comprehensive plans. Federal activities and federally funded or permitted activities in the estuary area shall be consistent to the maximum extent practicable with the regional policies, development standards, and land and water use designations in local comprehensive plans.

P 30. COLUMBIA RIVER ESTUARY SUBAREA PLANS

The Columbia River Estuary Study Taskforce (CREST) has prepared a regional management plan for the Columbia River Estuary covering three counties, including Clatsop County, and four cities. The relevant parts of the *Columbia River Estuary Regional Management Plan* are adopted and summarized in the County's Comprehensive Plan and Land and Water Development and Use Ordinance. This section describes the aquatic areas and adjacent shorelands in Clatsop County.

The estuary is divided into 46 planning subareas. These subareas were drawn to represent distinct planning units with common features and needs: land use patterns, physical and biological characteristics, and jurisdictional boundaries were used to determine subarea boundaries. The subarea plans which are under, or in-part under Clatsop County jurisdiction are described in P30.1 through P30.22. There are 16 subareas wholly within Clatsop County and 6 subareas partially within Clatsop County and one or more other jurisdiction.

The subarea plans are divided into several elements, each of which addresses a different set of factors affecting land use. The elements are designed to provide local government officials, planners, and other plan users with the background information needed to evaluate development proposals.

Refer to the Goal 16 & 17 element of the Clatsop County Comprehensive Plan to review the complete Columbia River Estuary Subarea Plans.

P 40. COLUMBIA RIVER ESTUARY DREDGED MATERIAL MANAGEMENT PLAN

P 40.1 Purpose and Plan Content

Clatsop County's designation of dredged material disposal (DMD) sites and its policies on DMD are based on the July 2002 Columbia River Estuary Dredged Material Management Plan (CREDMMP) prepared by the Columbia River Estuary Study Taskforce (CREST). Clatsop County has used CREST's plan as the main source of technical information for those parts of the county's comprehensive plan that deal with disposal of dredged material. The seven paragraphs below are quoted from CREST's 2002 CREDMMP.

"In 1979 the Columbia River Estuary Study Taskforce (CREST) completed a Dredged Material Management Plan for the Columbia River Estuary. The purpose of the plan was to establish policies and standards for regulating dredging and disposal in the estuary and to identify an adequate number of sites with sufficient capacity to meet projected disposal needs over a 20-year period. The original plan identified 98 dredged material sites located in Oregon and Washington, established priorities for their use, and recommended techniques for their protection and control. The sites were then protected through the comprehensive plans of Oregon and through the Shoreline Management Master Programs of the Washington jurisdictions. In 1986, CREST reevaluated and updated the plan to produce the Columbia River Estuary Dredged Material Management Plan (DMMP).

Since 1986, there have been changes in the dredged material disposal needs, limitations, and opportunities in the Columbia River estuary. Some identified sites are now developed with permanent structures in place. Other sites have received more material than was outlined in the DMMP, are currently at capacity, are no longer used or are not practical for dredged material placement. In addition, opportunities for beneficial use of dredged material need to be incorporated into the DMMP. Furthermore, an analysis and update of the dredged material disposal site inventory is necessary to ensure the adequacy of identified dredged material disposal sites for any future construction and maintenance activities. Updating the policies and disposal site inventory to reflect the changes that have occurred over the past 14 years will ensure that the DMMP remains useful.

The purpose of this revised DMMP is to refine the dredging and disposal policies and to inventory an adequate number of disposal sites with sufficient capacity to accommodate projected disposal needs for at least a 5-year period. Many of the inventoried sites provide for disposal over a much longer timeframe. The Plan is designed to be incorporated into local comprehensive plans in Oregon and shoreline management master programs in Washington to update these documents with respect to changes in disposal needs and regulatory policies.

The plan recognizes that the vast majority of dredging and disposal policies in the estuary are related to the Federal deep draft navigation channel. The U.S. Army Corps of Engineers completed a Dredged Material Management Plan (USACE 1998) for channel maintenance in 1998. That plan identified dredged material disposal needs for a 20-year period. The updated site inventory incorporates Corps disposal sites identified in their DMMP.

The plan also accounts for the disposal needs of local dredging projects. These projects include the dredging of entrance channels as well as commercial and recreational boat basins by local Port authorities.

The Plan is also intended to serve as a guide to dredging project proponents and regulatory agencies in planning and reviewing dredging projects. In order to be useful, it focuses on disposal sites that are both in the proximity of dredging areas and appear approvable under existing regulatory and zoning requirements. In this way, the plan can be used to expedite the dredging project proponents' search for appropriate disposal sites and regulatory agencies' permit review process.

The Plan is not intended to be an exhaustive list of all possible disposal sites and, therefore it includes a procedure for the designation of new sites. Also, the Plan does not guarantee site availability. In some cases designated sites are privately owned and their use will require owner approval. The Plan does not obviate the need to obtain dredging and disposal permits. In all cases, use of a site for dredged material disposal will have to conform to local, state, and federal regulatory requirements."

The July 2002 Columbia River Estuary Dredged Material Management Plan, in its entirety, is contained in the Goal 16 & 17 element of the Clatsop County Comprehensive Plan.

P 50. MITIGATION AND RESTORATION PLAN

P 50.1 Purpose and Plan Content

The Mitigation and Restoration Plan for the Columbia River Estuary (1987) revises and updates the *Mitigation Plan for the Columbia River Estuary* developed in 1983 by the Columbia River Estuary Study Taskforce (CREST). The 1983 plan designated mitigation sites in the Columbia River Estuary. The plan also provided a method to determine estuarine mitigation site area and type requirements [now adopted into Oregon state estuarine mitigation law (ORS 541.626)].

After four years of reviewing permits requiring mitigation under the 1983 plan, it became apparent certain revisions were required. With regard to policies, a more detailed review of government policy and legislation are completed and regional policies are revised to address current local, state, and federal policy concerns. Recent research on wetland mitigation feasibility and on cumulative aquatic area impacts is used to help guide mitigation policy revisions. New information on potential development scenarios and mitigation site designations is also included. The revised *Mitigation and Restoration Plan for the Columbia River Estuary* existing here as a separate background report, embodies these plan alterations and is incorporated by reference into the 1987 *Columbia River Estuary Regional Management Plan.*

CREST coordinated the revision and update of the *Mitigation and Restoration Plan* with government agencies, local jurisdictions, citizens, and development interests in the lower Columbia River. To accomplish this coordination, CREST established two groups to assist in plan revision (Appendix A). The first group consisted of 50 individuals representing local governments, state and federal agencies, ports, private industry and citizens. This general review group provided written comments on the draft

Mitigation and Restoration Plan. The second group, the Mitigation and Restoration Plan advisory Committee, consisted of 33 members from the general review group. This committee participated in two meetings. The first meeting consisted of a review of standards and policies that were drafted using local, state and federal regulations and policies and guidelines. The Advisory Committee made suggestions for modifications. The second meeting focused on selecting appropriate mitigation sites. Sites were prioritized based on anticipated need. Landowners with mitigation sites designated on their properties made comments during the meeting. Final site selection and priority ratings were based on anticipated need and landowner concerns.

The Plan defines mitigation as any action that diminishes the degree of impact of development on aquatic areas. Mitigation is categorized as project design mitigation (planning developments to avoid impacts in order to conserve aquatic area and values) and compensatory mitigation (aquatic area creation, restoration, or enhancement at a site other than the impact site to compensate for lost aquatic area and values).

Portions of the Plan treat restoration as a management strategy separate from mitigation. That is, restoration of severely diminished habitat types is considered a worthwhile management directive for its own sake. Unless otherwise specified, this document considers restoration as a component of mitigation in the mitigation-related sections and as a separate management option in the restoration-related sections.

Section 2 of the Plan reviews current state and federal government definitions that are used in statutes and policies pertaining to mitigation and restoration. These definitions were used to help form definitions used in the policy and standard section (Section 5) of the Plan.

Section 3 discusses current federal and state regulations and policies that guide mitigation and restoration efforts in the Columbia River Estuary. These regulations and policies are used as a basis for determining standards and policies listed in the Plan (Section 5).

Section 4 reviews a study by Duncan Thomas (1983) that compares present day habitat types in the Columbia River Estuary with habitat types mapped in the estuary in the mid 1860's and 1870's. Historical changes in areal extent and spatial distribution of habitat types are discussed. Cumulative impacts on habitat types are documented. The most severely depleted habitat types are used as the basis for weighing the relative ranking of present day habitat types in the Columbia River Estuary (Smith 1983). This section summarizes the method used to determine the relative values of estuarine habitat types and the technique by which those values are used to determine mitigation requirements. A more detailed discussion of the method is discussed in the *Mitigation Plan for the Columbia River Estuary* (Smith 1983). Efforts toward developing restoration strategies outside of the context of mitigation are briefly discussed. Potential legal mechanisms and funding sources are described. A review of potential techniques for mitigation and restoration implementation is included.

Section 5 lists Mitigation and Restoration Plan policies and standards. These policies and standards are based on information in Sections 1 - 4 of the Plan and recommendations from the Columbia River Estuary Mitigation and Restoration Plan Advisory Committee.

Section 6 discusses specific mitigation and restoration sites available in the Columbia River Estuary. Sites are classified and protected at different priorities and levels based on the certainty of developments they are matched with. Private landowner rights and public need issues concerning mitigation are briefly discussed. Site selection strategies were reviewed by the Columbia River Estuary Mitigation and Restoration Plan Advisory Committee and concerned landowners. Modifications of protection language and site selection were made using input from the Advisory Committee and landowners.

P 60. APPENDICES

The following materials are included in the County's Comprehensive Plan by reference:

1. *Columbia River Estuary Inventory of Physical, Biological, and Culture Characteristics* (1977)

2. *The Columbia River Estuary Regional Management Plan* (1988)

3. *An Economic Evaluation of the Columbia River Estuary* (revised 1990)

4. The CREST Mediation Panel Agreement (1981)

5. *Energy Related Development in the Columbia River Estuary: Potential, Impacts and Mitigation* (1983)

6. *Columbia River Estuary Dredged Material Management Plan* (1986)

7. *A Mitigation and Restoration Plan for the Columbia River Estuary* (1987)

8. *Changes in the Columbia River Estuary Over the Past Century* (1983)

9. Columbia River Estuary Resource Base Maps. The Columbia River Estuary Planning area in the County is illustrated on nine Columbia River Estuary Resource Base Maps. The resource base maps include the following information:

   a. Shoreline
   b. Vegetation types: swamp, high and low marsh
   c. Depth contours: -3 feet MLLW and deeper
   d. Goal 17 significant wetlands
   e. Goal 17 significant riparian vegetation
   f. Roads/railroads
   g. Designated dredged material disposal sites
   h. Designated mitigation sites
   i. Aquatic Zones: Development, Conservation Two, Conservation One, and Natural
   j. Shoreland Zones: Marine Industrial, Conservation and Natural
   k. Shoreland Boundary
   l. Overlay Zones: Shoreland, Mitigation and Dredged Material Disposal (DMD)

The following APPENDICES were adopted with Ordinance # 05-05:

10. Dredged Materials Disposal (DMD) Sites in Clatsop County

11. Chronology of Events Related to Clatsop County's DMD Plan

12. CREST's July 2002 *Columbia River Estuary Dredged Material Management Plan (CREDMMP)*

13. Maps Showing Planning and Zoning for DMD Sites in Clatsop County

II. NECANICUM ESTUARY GOALS AND POLICIES*

Purpose: The purpose of the following goals and policies is to establish a basis for the conservation and development of the Necanicum Estuary. As mandated by the State Estuarine Resources Goal, the Comprehensive Plan must recognize and protect the unique environmental, economic and social values of each estuary and associated wetlands. As a conservation estuary, the Necanicum is designated for long-term uses that do not require major alteration of the estuary, except for purposes of restoration. Specific policies and standards are meant to support and further the goals.

Goal 1: To maintain all identified marsh areas in their natural, productive condition.

Policies:

1-A. As a conservation estuary, the Necanicum shall be managed primarily to protect its natural resource values. Permitted uses or activities in the estuary that result in significant alteration, including filling, dredging, riprap, road building and similar activities shall not be carried out in salt marshes or associated freshwater wetlands.

1-B. Uses or activities that do result in alteration of estuarine areas shall only be permitted in areas of existing alteration. The Necanicum River in the vicinity of downtown Seaside, other than marshes, is generally considered capable of sustaining development, whereas the upper Necanicum, the Neawanna and the Neacoxie estuary areas are not.

1-C. The general priority (from highest to lowest) for use of estuarine resources shall be:

a. Uses which maintain the integrity of the estuarine ecosystem;
b. Water-dependent uses requiring estuarine location, consistent with the Oregon Estuarine Classification;
c. Water-related uses which do not degrade the natural estuarine resources, values; and
d. Non-dependent, non-related uses which do not alter, reduce, or degrade the estuarine resources and values.

1-D. Fill activities are allowed in Conservation management units only as part of the following uses or activities:

a. Maintenance and protection of man-made structures existing as of October 7, 1977;
b. Active restoration if a public need is demonstrated;
c. Bridge crossing support structure if an estuarine location is required, no alternative locations exist, adverse impacts are minimized as much as feasible, and it is consistent with the resource capabilities of the area and purposes of the management unit;
d. Aquaculture, high intensity water dependent recreation and minor navigational improvement if an estuarine location is required, a public need is demonstrated, no alternative upland locations exist for the portion of the use requiring fill, adverse impacts are minimized as much as feasible, and it is consistent with the resource capabilities of the area and the purpose of the management unit;
e. Flood and erosion control structure, if required to protect a permitted water-dependent use and land use management practices and non-structural solutions are inadequate to protect the use.

1-E. There are presently no uses in the Clatsop County portion of the Necanicum Estuary which require dredging. The sues permitted by the County's Zoning Ordinance may require some dredging are aquaculture and boat ramps. These uses are not anticipated to generate sufficient dredge material disposal sites at this time. However, uses which generate dredge material shall develop a dredge material disposal program for the estuary prior to the issuance of a permit. If such projects would also require mitigation, a mitigation plan for the estuary shall also be developed.

a. Dredging shall be allowed only in conjunction with a permitted use or activity. Dredging shall not be permitted unless it can be shown that there is a specific need and that adverse impacts are minimized as much as possible.
b. Before action on a proposed marina, aquaculture facility, boat ramp, or other use which may require dredging or mitigation, an estuary-wide dredge material disposal and mitigation plan shall be required.
c. Dredge material shall not be deposited in the water, in other estuarine areas, or freshwater wetlands. Upland sites shall be utilized and engineering practices consistent with Army Corps of Engineers requirements shall be utilized. Where there is erosion occurring and biological productivity is low, beach nourishment may be considered as a means of disposal. Proposed dredge material disposal sites shall be carefully evaluated through the permit process and fully coordinated with appropriate State and Federal agencies.

1-F. Permitted uses or activities, other than dredge or fill, shall be allowed only upon a showing that there is a public need, and estuarine location is required and no alternative upland sites exist, and adverse impacts are minimized as much as feasible.

1-G. The following uses and activities shall be permitted only after a demonstration that they are consistent with the resource capabilities of the area and the purposes of the management unit:

- Natural management units; restoration
- Conservation management units; high intensity water dependent recreation, maintenance dredging of existing facilities, minor navigational improvements, sand and gravel removal,

bridge crossings, and water dependent uses requiring occupation of water surface by means other than fill.

1-H. In permitting uses or activities consideration shall be given to the cumulative impact of additional requests for like actions in the area. The total effect of all conditional uses shall remain consistent with the intent of the management unit and the resource capabilities of the area.

1-I. Actions which would potentially alter the integrity of the estuarine ecosystem shall be preceded by a clear presentation of the impacts of the proposed alteration, and a demonstration of the public's need and gain which warrant such modification or loss.

1-J. Where a use requires an estuarine location, construction on piling is preferred to filling.

Goal 2: To manage areas and uses adjacent to marshes to protect the integrity of the marshes themselves.

2-A. In most areas, freshwater marshes that are adjacent to the estuary have been included within the estuary boundary. These areas are considered unsuitable for intensive development (filling and construction primarily), because of their resource value, poor suitability for development, and the effect development would have on the estuary.

2-B. Development that takes place in areas upland from the estuary shall respect the natural functions of the adjacent water areas. Shoreland standards should include as a minimum, control of vegetation removal, storm water runoff and public access. A general rule should be: the more intensive the development, the more careful the control of adverse impacts.

2-C. The proliferation of individual single purpose docks and piers shall be controlled through the encouragement of community facilities common to several uses and interests. The size and shape of docks or piers shall be limited to that required for the intended use. Alternatives to docks and piers, such as mooring buoys, dry land storage and launching ramps shall be investigated and considered.

Goal 3: To encourage the restoration of the estuary and its physical and biological resources.

3-A. All jurisdictions and organizations with an interest in the productivity of the estuary should work together to encourage the U.S. Army Corps of Engineers or other agency to investigate the restoration of the mouth of the estuary in order to improve tidal and salinity patterns.

3-B. Development that takes place in areas adjacent to natural estuarine designations shall be carefully reviewed to insure that it is designed in a manner that will protect the integrity and function of the natural area. Additional buffers, setbacks or other controls may be required in order to carry out this policy.

3-C. Adverse impacts to estuarine resources resulting from dredge or fill activities permitted in intertidal or tidal marsh areas shall be mitigated by creation, restoration or enhancement of an estuarine area. The objective shall be to improve or maintain the functional characteristics and processes of

the estuary such as its natural biological productivity, habitat and species diversity, unique features and water quality.

Actions exempted from the mitigation requirement above include:

a. Removal or filling of less than 50 cubic yards of material or when an Oregon State Removal and Fill Permit is not otherwise required.
b. Filling for repair and maintenance of existing functional dikes when there is negligible physical or biological damage to tidal marsh or intertidal areas;
c. Riprap to allow protection of an existing bank line with clean, durable erosion-resistant material provided that the need for riprap protection is demonstrated and that this need cannot be met with natural vegetation;
d. Filling for repair and maintenance of existing roads when there is negligible physical or biological damage to tidal marsh or intertidal areas.
e. Dredging or filling required as part of an estuarine resource creation, restoration, or enhancement project agreed to by local, state and federal agencies, and
f. Other proposed projects of activities where, upon determination of the Oregon Division of State Lands, the proposed alteration would have negligible physical, biological, and water quality impacts.

Goal 4: To achieve an improved level of water quality in the estuary by the improvement of wastewater discharge, the careful control of storm water runoff, and the prevention of erosion of uplands areas.

4-A. The City of Seaside is attempting to rebuild its sewage treatment plant at the present time. The present level of discharge is causing severe water quality problems during peak summer months when stream runoff is low, tides are low and wastewater flows are high. Because of funding problems, EPA construction funds for the treatment plant appear to be postponed for several years. The cities and county, in conjunction with DEQ and State Fish and Wildlife, should: (1) investigate an interim solution to the problem to reduce the impact on water quality, and (2) investigate placement of the wastewater outfall so as to improve flushing of treated wastewater.

4-B. Because of the potential damage storm water runoff can cause in estuaries, standards for storm water drainage systems (stream, etc.) wherever possible, and for the dispersion of storm water from parking lots and streets prior to entering the estuary. Storm water outfalls shall always be directed away from significant marshes and tideflats.

4-C. The Oregon Forest Practices Act shall be strictly enforced to insure that logging and other forest management does not adversely impact the estuary. The State Department of Forestry should be made aware of the special characteristics of the estuary environment, and the need for special protection. Local governments should take an active role to insure the enforcement of the Forest Practices Act.

4-D. The County recognizes the authority of the following state agency statutes in managing activities that may affect the estuary's quality:

a. The Oregon Forest Practices Act and Administrative Rules, for forested lands as defined by ORS 527.160-527.730 and 527.990.
b. The programs of the Soil and Water Conservation Commission and local districts and the Soil Conservation Service.
c. The non-point source of discharge water quality program administered by the Department of Environmental Quality under Section 208 of the Federal Water Quality Act as amended in 1972 (PC 92-500) and
d. The Fill Removal Permit Program administered by the Division of State Lands under ORS 541.605-541.665.

Goal 5: To protect riparian (streambank) vegetation within the Necanicum Estuary.

5-A. Streambank vegetation shall be protected in order to provide wildlife habitat, prevent shoreline erosion, filter storm runoff, protect structures from flood hazards, and for aesthetic purposes. Wherever vegetation must be removed, for riprap, public access, bridge placement, and so forth, efforts shall be made to replant after construction.

5-B. Through the building permit, zoning and subdivision approval processes, the County shall provide standards for setbacks of structures, fills or other alterations from the shoreline.

Goal 6: To protect fish and wildlife habitat throughout the Necanicum estuary.

6-A. Fish and wildlife habitat of the Necanicum estuary system contributes a great deal to the environmental quality and economy of the area. Actions that would reduce the habitat value of the estuary shall be carefully evaluated in this light. The Oregon Department of Fish and Wildlife shall be consulted whenever such actions are proposed in order to determine the impacts.

Goal 7: To increase the public understanding of the value and functioning of the estuary and the river.

7-A. The County strongly encourages school districts and the community college to continue programs in Marine Ecology and Oceanography in order to promote this goal.

7-B. The County participate in a regional organization (such as CREST) that maintains a staff capable of evaluating development proposals and working with resource agencies.

7-C. Public access to the estuary shall be encouraged; development shall be reviewed as to how access will be provided.

Goal 8: To foster cooperation among jurisdictions and agencies in the management of the estuary.

8-A. Since actions in the estuary extend beyond corporate boundaries, all jurisdictions on the estuary shall participate in the evaluation of development proposals affecting the estuary. This may be carried out in the state and federal permit processes, or through the conditional use or subdivision permit process at the local level. The Oregon Department of Fish and Wildlife shall be used as a resource to evaluate the proposals.

8-B. The County recognizes the authority of the following state agency statutes in managing activities that may affect the estuary's quality:

a. The Oregon Forest Practices Act and Administrative Rules, for forested lands as defined by ORS 517.160-527.730 and 527.990.
b. The programs of the Soil and Water Conservation Commission and local districts and the Soil Conservation Service.
c. The non-point source of discharge water quality program administered by the Department of Environmental Quality under Section 208 of the Federal Water Quality Act as amended in 1972 (PC 92-500) and
d. The Fill Removal Permit Program administered by the Division of State Lands under ORS 541.605-541.665.

Goal 9: To develop an implementation procedure that insures that estuarine development actions are consistent with the Estuarine Resource Goal of the Statewide Planning Goals.

9-A. Where a use could potentially alter the integrity of the estuarine ecosystem, the City shall require a clear presentation of the impacts of the proposed alteration, and a demonstration of the public's need and gain which would warrant such modification or loss. An impact assessment procedure is set forth in the Land and Water Development and Use Zoning Ordinance. The impact assessment will be used to identify potential alterations of estuarine resources and values, determine whether potential impacts can be avoided and minimized, and to provide factual base information to assure applicable Policy Standards will be met. If the City requires additional information of an applicant, the City shall specify the nature of the assessment to addressing those standards and policies that the City determines are relevant.

9-B. Goal 16 requires that dredge, fill or other significant degradation of estuarine natural values, by man, be allowed only:

a. if required for navigation or other water-dependent uses that require an estuarine location, and
b. if a public need is demonstrated, and
c. if no alternative upland locations exist, and
d. if adverse impacts are minimized as much as feasible.

The County will apply the above standard to all dredge or fill activities during review of these projects, through the conditional use procedure. The County will rely on the existing Corps of Engineers permit process to determine when a significant degradation other than dredge or fill, may occur. In this process, a preliminary assessment is completed for every permit application and a determination is made as to whether the project would cause significant impacts. A public notice is then issued containing either a finding of no significant impact (FONSI), or a determination that there will be a significant impact and an Environmental Impact Statement is required. Any agency, governmental jurisdiction or other interested party has the opportunity to challenge the Corps determination, or to ask for a public hearing. Therefore, an opportunity is provided for any party to supply information that insignificant degradation or reduction of natural values would occur in a specific project. The County will

apply the above 4-part standard to all projects which the Corps has determined will involve significant impacts and requires an Environmental Impact Statement.

In addition to the Necanicum Estuary policies, Clatsop County also establishes the following policies:

1. Expand definitions that accompany the permitted use tables.

    a. Use is the end to which a land or water area is ultimately employed. A use often involves the placement of structures or facilities.
    b. Activity is any action taken either in conjunction with a use or to make a use possible. Activities do not in and of themselves result in a specific use. Most activities may take place in conjunction with a variety of uses.

2. Permitted with Standards, (PS). Uses and activities may be permitted under a Type II procedure, subject to:

    a. Policies of the Comprehensive Plan.
    b. The general requirement that the use or activity be designed and conducted in a manner that will minimize, so far as practical, any resultant damage to both the ecosystems of affected aquatic and shoreland areas and the public's use of the water, and
    c. The standards of the Land and Water Development and Use Ordinance.

3. Conditional, (C). Uses and activities may be permitted under a Type II procedure. The use and activity must be found to be consistent with:

    a. Policies of the Comprehensive Plan,
    b. The standards of the Land and Water Development and Use Ordinance,
    c. The general requirements that the use or activity be designed and conducted in a manner that will minimize, so far as practical, any resultant damage to both the ecosystems of aquatic and shoreline areas and the public's use of the water, and

4. Uses and activities must also be consistent with applicable state and federal agency permits and regulations.

Shorelands Policies

1. Protection of Marsh Areas. Development of land adjacent to marshes can have a serious effect on the biological integrity of the marsh itself. In order to insure compatibility, standards shall control the development through shoreline setbacks, protection of riparian vegetation, control and setbacks of fills, maintenance of natural drainage patterns, careful placement of storm water and other utility systems, and aesthetic standards. Particular attention shall be given to the control of erosion adjacent to water areas. Temporary measures to control runoff during construction shall be employed and revegetation plans shall be filed with building permits. Uses that could contaminate adjacent marsh areas, such as gasoline stations or oil depots, shall be prohibited.

2. Public Access to the Waterfront. Consistent with the policy to protect marshes and tideflats, public access to the waterfront shall be maintained and improved. This access may take the form of trails, viewpoints, or other low intensity uses; waterfront parks, small scale piers, boat docks or boat launching areas; bridges that provide for fishing, sitting, or viewing; and in developed areas, commercial uses that take advantage of their proximity to the water, such as restaurants. Primary attention shall be given to the use of publicly owned lands for public access, such as street ends of other public lands. Private use of private shorelands is legitimate and shall be protected. Special consideration shall be given to make areas of the estuary shoreline available to the handicapped or other persons with limited mobility.

3. Protection of Riparian Vegetation. Because of the value that streambank vegetation has for wildlife habitat, water quality protection, prevention of erosion and other purposes, it shall be maintained and protected. In certain areas, removal of large trees may be necessary to prevent blow downs, but such removal shall be carefully evaluated with the assistance of the Oregon Department of Fish and Wildlife, and the U.S. Soil Conservation Service. In any case, structures, parking lots, roads, fills, utilities or other uses or activities shall be kept away from the shoreline a distance of at least thirty feet (30'). Location on the shoreline shall be considered justification for a setback variance on the non-shoreline side of a lot in cases where the size of the lot would not permit such a setback. Each case must be carefully reviewed by the Planning Commission. Setbacks from natural areas shall be a minimum of fifty feet (50').

4. Uses Adjacent to the Estuary. The Necanicum Estuary is valuable for its natural values and is not considered a water body useful for waterborne commerce. It is not anticipated that shipping or water-dependent industry will ever be accommodated here. The types of water-dependent and water-related uses given highest priority on the shorelands adjacent to the estuary are recreational and are mentioned in the policy on public access. Priorities for shoreland uses (from highest to lowest) shall be to:

   a. Promote uses which maintain the integrity of the estuaries of coastal waters.
   b. Provide for water-dependent uses;
   c. Provide for water-related uses;
   d. Provide for non-dependent, non-related uses which retain flexibility of future use and do not prematurely and inalterably commit shorelands to more intensive uses;
   e. Provide for development including non-dependent, non-related uses, in urban areas compatible with existing or committed uses;
   f. Permit non-dependent, non-related uses which cause a permanent or long term change in the features of the coastal shorelands only upon a demonstration of public need.

   The priority of uses shall be reflected in the Land and Water Development and Use Ordinance.

5. Dredge Material Disposal and Restoration. Inasmuch as the Necanicum Estuary is designated Conservation and minimal dredging is permitted for uses such as small moorages, aquaculture or restoration, it is not anticipated that large volumes of material will be in need of disposal. However, dredge material shall be disposed of in a manner that is least disruptive of the environment. No water or wetlands areas shall be used for disposal. Upland sites other than freshwater marshes shall be utilized and good engineering practices shall be employed to protect water quality. Where

active erosion is occurring and biological productivity is low, beach nourishment may be sufficiently coarse for this purpose. Dredge material disposal shall be carefully evaluated through the permit process.

6. Shoreland Stabilization. General priorities for shoreline stabilization for erosion control are (from highest to lowest):

   a. Proper maintenance of existing riparian vegetation;
   b. Planting of riparian vegetation;
   c. Vegetated riprap;
   d. Non-vegetated riprap;
   e. Grains, bulkheads, or other structural methods.

   Structural shoreline stabilization methods shall be permitted only if:

   a. Flooding or erosion is threatening a structure of an established use; or
   b. There is a demonstrated public need in conjunction with a water-dependent use; and
   c. Land use management practices or non-structural solutions are inappropriate because of high erosion rates, or the use of the site; and
   d. Adverse impacts on water currents, erosion, and accretion patterns of aquatic life and habitat are avoided or minimized.

III. ECOLA CREEK ESTUARY AND SHORELANDS POLICIES*

1. The Oregon Department of Fish and Wildlife considers Ecola Creek an important sea run cutthroat trout stream. The creek also contains a Coho salmon and steelhead run. Activities which would further degrade the habitat value of the creek and its adjacent wetlands shall be prohibited.

2. Efforts to improve and protect the Ecola Creek wild run fishery are supported by Clatsop County.

3. Alterations to the shoreline of the creek which would alter the flow of the stream are not permitted.

4. Riparian vegetation along Ecola Creek shall be protected, except where removal is permitted or when an Exception to the Coastal Shorelands Goal has been taken.

5. All activities in the Ecola Creek Estuary shall be coordinated with the City of Cannon Beach.

6. Adverse impacts to estuarine resources resulting from dredge of fill permitted in intertidal or tidal marsh areas shall be mitigated by creation, restoration or enhancement of estuarine areas. Such mitigation shall improve or maintain the functional characteristics and processes of the estuary, such as its natural biological productivity, habitats and species diversity, unique features and water quality. The cost of mitigation shall be included as part of project cost analysis.

7. Clatsop County will not require compensatory mitigation for actions in the Ecola Creek Estuary when exempt from the State of Oregon's mitigation requirements.

8. Clatsop County supports the development of the City of Cannon Beach's wetlands/marsh wastewater treatment system and has taken an Exception to the Estuarine Resources Goal and the Coastal Shoreland Goal to permit its development.

9. Filling of Ecola Creek or the adjacent wetlands shall be allowed only with permit approval from the Division of State Lands. Filling may require mitigation as prescribed by the Division of State Lands.

10. Dredging may be permitted only for:

    a. Active restoration or estuarine enhancement;
    b. Bridge crossing support structures;
    c. Submerged cable, sewer line, water line, or other pipeline; or
    d. Incidental dredging necessary for the construction of a through c above.

    Dredging shall disturb the minimum area necessary for the project and shall be conducted so as to protect or enhance wetlands and other estuarine resources.

11. Proper management of existing streamside vegetation is the preferred method of shoreline stabilization, followed by planting of vegetation. Where vegetative protection is inappropriate (because of high erosion rate, the use of the site, or other factors), structural means such as riprap or bulk heading may be considered, if consistent with the restrictions in the estuarine zone.

12. Fill may be permitted only as part of the following uses and activities:

    a. Maintenance and protection of man-made structures existing as of October 7, 1977;
    b. Active restoration or estuarine enhancement;
    c. Bridge crossing support structure;
    d. In conjunction with a use for which an Exception has been taken.

13. The dredging and filling provided for in Policies 10 and 12 shall be allowed only:

    a. If required for navigation or other water dependent uses that require an estuarine location or if specifically allowed by the applicable management unit requirements of the State Estuarine Resources Goal;
    b. If a need (i.e. substantial public benefit) is demonstrated and the use or alteration does not unreasonably interfere with public trust rights; and
    c. If no feasible alternative upland locations exist; and
    d. In adverse impacts are minimized.

    Other uses and activities which could alter the estuary shall be allowed if the requirements in (b), (c), and (d) are met.

14. Where a use could potentially alter the estuarine ecosystem, the County shall require a clear presentation of the impacts of the proposed alteration.

15. As required by Statewide Planning Goal 16, Estuarine Resources, some development uses and activities in certain management zones must be consistent with the resource capabilities of the management zone or unit. A procedure for determining if a development is consistent with the resource capabilities of the zone is set forth in the County Development Code (Section 5.960 Resource Capability Determination).

    The following uses must be shown to be consistent with the resource capabilities of the area and the purpose of the estuarine zone:

    a. Riprap shoreline stabilization for purposes other than protection of uses existing as of October 7, 1977, unique natural resources, historical and archeological values, and public facilities;
    b. Storm water and treated wastewater outfalls;
    c. Active restoration for purposes other than restoration of fish and wildlife habitat or water quality and estuarine enhancement;
    d. Bridge crossing support structures;
    e. Dredge, fill or piling necessary for the installation of uses listed above.

16. Temporary alterations are permitted to the estuary so long as they:

    a. Are of short term duration (generally less than 3 years).
    b. Are consistent with the resource capabilities of the area; and
    c. Are such that the area and affected resources can be restored to their original condition, and
    d. Are needed to facilitate a use allowed by the Plan.

17. The County shall rely on the Oregon Department of Environmental Quality (DEQ), and the Oregon Department of Agriculture where applicable to assess the impacts of actions affecting water quality, including wastewater effluent and the use of chemicals.

IV. OCEAN AND COASTAL LAKE SHORELANDS POLICIES

1. General Use Priorities Policy: New shoreland development, expansion, maintenance or restoration of existing development and restoration of historic sites shall conform to the following general priorities for the overall use of ocean and coastal lake shorelands (in order of priority):

    1. water-dependent uses;
    2. water-related uses;
    3. non-dependent, non-related uses which retain flexibility of future use and do not prematurely or inalterably commit ocean and coastal lake shorelands to more intensive uses;
    4. development, including non-dependent, non-related uses, in Rural Service Areas (compatible with existing or committed uses);
    5. non-dependent, non-related uses which cause a permanent or long term change in the features of ocean and coastal lake shorelands only upon a demonstration or public need.
    6. ***Wind energy or wave energy generation facilities in Clatsop County's territorial sea may require companion facilities in coast shorelands areas. When reviewing these coastal shoreland facilities, the County shall consider the effects and impacts, both harmful and beneficial, of the entire project, not just the shoreland component, on coast shorelands.

2. Shoreland Development Policy: New shoreland development, expansion, maintenance or restoration of existing development; or restoration of historic waterfront areas shall be sited, designed, constructed and maintained to minimize adverse impacts on riparian vegetation, water quality and aquatic life and habitat in adjacent aquatic areas, and to be consistent with existing hazards to life and property posed by eroding areas and flood hazard areas. To accomplish this:

   a. The requirements of the National Flood Insurance Program shall be used to regulate development in flood hazard areas within coastal shorelands.
   b. Shoreland setbacks shall be established to protect riparian vegetation and to recognize eroding areas (see Riparian Vegetation section of this element);
   c. Priority shall be given to non-structural rather than structural solution to problems of erosion or flooding;
   d. Existing state and federal authorities referenced in the Water Quality policies shall be utilized for maintaining water quality and minimizing man-induced sedimentation in aquatic areas.

3. Scenic Views and Public Access Policy: New shoreland development, expansion, maintenance or restoration of existing development and restoration of historic sites shall be designed to promote visual attractiveness and scenic views and provide, where appropriate, visitor facilities, public viewpoints and public access to the water. Existing public access to publicly owned shorelands shall be maintained.

4. Multiple Use of Shorelands Policy: Multiple use of shorelands shall be encouraged when the integration of compatible uses and activities is feasible and is consistent with the intent of other Comprehensive Plan policies contained in this Plan element.

5. Planned Development in Ocean and Coastal Lake Shorelands Policy: Clustering of non-water dependent and non-water related residential and commercial development on ocean and coastal lake shorelands shall be required in the Clatsop Plains planning area. No industrial development is permitted. Clustering of non-water dependent or non-water related residential, commercial or industrial development on ocean and coastal lake shorelands shall be encouraged in other planning areas through application of the Planned Development Overlay District (/PDO).

   Development densities shall be compatible with significant shoreland resources and features identified in the Clatsop County Comprehensive Plan and with adjacent estuarine and associated coastal shoreland areas designated Natural or Conservation.

Policies for Protection of Natural Values of Significant Shoreland Resources

   a. Shoreland development shall be sited and designed to be consistent with the protection of the natural values of identified major marshes, significant wildlife habitat, riparian vegetation coastal headlands, exceptional aesthetic resources and significant historic or archaeological sites within the shorelands planning boundary identified in the Clatsop County Comprehensive Plan.

   b. Forestry operations within coastal shorelands shall be consistent with the protection of the natural values of major marshes, significant wildlife habitat and riparian vegetation. The State

Forest Practices Act and Forest Practices Rules administered by the Department of Forestry shall be used to protect the natural values of these resources on commercial forest lands and other lands under the jurisdiction of the Forest Practices Act within coastal shorelands.

Policy for Protection of Riparian Vegetation

Riparian vegetation shall be retained, except in cases where removal is necessary in order to provide for development of a lot of record existing as of the date of adoption of the Clatsop County Comprehensive Plan. Removal of riparian vegetation under these circumstances shall be the minimum possible to provide for the proposed use. Restoration and enhancement of riparian vegetation is encouraged, where appropriate and consistent with water-dependent uses.

Implementation Policies

1. Ocean and Coastal Lake Shorelands of Clatsop County shall be managed through implementation of the Clatsop County Comprehensive Plan by means of the Land and Water Development and Use Ordinance, which shall contain the Land and Water Standards, shoreland zones and zoning maps.

2. The County will provide a detailed review of development permit applications to ensure compliance with adopted county policies and standards. This review will include application for State and Federal permits.

3. Clatsop County shall coordinate with local, state and federal agencies and citizen advisory groups during implementation of the Coastal Shorelands Element of the Clatsop County Comprehensive Plan. Clatsop County may convene an implementation conference as a means of coordination during the following:

    a. preparation of post-acknowledgement amendments to the Comprehensive Plan or Land and Water Development and Use Ordinance;
    b. periodic updates of the Clatsop County Comprehensive Plan;
    c. review of recommendations and/or findings of fact for state or federal permit applications as a forum for discussion or resolution of disputes over regulatory functions.

4. Removal of algae, weeds and noxious plants from coastal lakes east of U.S. Highway 101 may be allowed if acceptable to the Oregon Department of Fish and Wildlife and other state and federal agencies.

5. Uses of major marshes and significant wildlife habitat in the coastal shorelands will be consistent with the protection of their natural values. Riparian vegetation will be maintained.

6. Where the Plan identifies major marshes, significant wildlife habitat or riparian vegetation on lands in the coastal shorelands subject to forest operations governed by the Forest Practices Act, the Act and Forest Practices Rules administered by the Department of Forestry will be used to protect the natural values of these resources and to maintain riparian vegetation.

7. Uses in Coastal Headland, significant wildlife habitat, Exceptional Aesthetic Resources and Historical or Archeological Sites in Oswald West State Park, Ecola State Park and Elmer Feldenheimer Forest Preserve shall be limited to the protection of identified natural values.

V. RURAL SHORELANDS POLICIES

Shorelands in rural areas (other than those designated as major marshes, significant wildlife habitat, coastal headlands, exception aesthetic resources and historical and archaeological sites) shall be used, as appropriate, for:

a. farm uses (as provide in ORS 215);
b. propagation and harvesting of forest products consistent with the Oregon Forest Practices Act;
c. private and public water-dependent recreational developments and open space;
d. aquaculture;
e. single family dwellings on existing lots, parcels or units of land;
f. water-dependent commercial and industrial uses and water-related commercial, industrial and recreational uses, only if such uses satisfy a need which cannot be accommodated at other upland locations or in urban or urbanizable areas.
g. subdivisions, major and minor partitions and other uses only upon a finding by the governing body of the county that such uses satisfy a need which cannot be accommodated at other upland locations or in urban or urbanizable areas.

Clatsop County shall review alternative upland locations for "other uses" within a given land parcel within rural shorelands on a case-by-case basis. In determining the suitability of alternative upland locations for "other uses" within a given land parcel in the Exclusive Farm Use (EFU-38), Forest 80 (F-80), Forest 38 (F-38), or Agriculture Forest 20 (AF-20) zones, consideration shall be given to the productivity of resource land. "Other uses" within these zones shall be located so that productivity of resource land is maintained.

VI. EXCEPTIONS TAKEN BY CLATSOP COUNTY TO GOALS 16 & 17 (ESTUARINE RESOURCES AND COASTAL SHORELANDS)

During the planning process, Clatsop County took "exceptions" to certain requirements of Goal 16 & 17. The reader should review the Goal 16 & 17 element of the Clatsop County Comprehensive Plan and contact the Department of Planning and Development for details.

Goal 18 - Beaches and Dunes

Goal 18

To conserve, protect, where appropriate develop, and where appropriate restore 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.

Beaches and Dunes Policies

1. Uses permitted on the beach, the area located west of the statutory Vegetation Line as established and described by ORS 390.770, or the line of established upland shore vegetation, whichever is further inland, shall be consistent with the requirements ORS 390.605 - 390.725 and Oregon Administrative Rules adopted pursuant thereto. Residential development and commercial and industrial buildings are prohibited. The County will coordinate its actions in beach areas with the Oregon Department of Parks and Recreation.

2. Uses permitted on active foredunes, on other foredunes which are conditionally stable and are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding shall be limited to low intensity uses which have minimal impact on the dune system and which have a minimal monetary value. Residential developments and commercial and industrial buildings are prohibited.

3. The County, in making land use decisions in beach and dune areas, other than older stabilized dunes, shall consider the impact of the proposed development on the site and on adjacent areas, and the methods that are proposed for protecting the site and adjacent areas from any potential adverse effects of the proposed development.

4. The stability of all types of dunes, in relationship to the potential for wind erosion, is based on the maintenance of its vegetative cover. For this reason, the county shall implement a wind erosion control program that minimizes site disturbance, provides for temporary and permanent sand stabilization, and requires the continued maintenance of newly established vegetation.

5. On active and conditionally stable dunes, pedestrian, bicycle, equestrian and vehicular circulation shall be managed to minimize adverse impacts to dunes and their stabilizing vegetation.

6. Land use actions (i.e. Comprehensive Plan changes, zone changes, subdivisions and partitions, planned developments, conditional use permits) shall be reviewed by the Planning Commission or the Department of Planning and Development so that the proposed activity(ies) will not result in the drawdown of the groundwater supply which could lead to any or all of the following:

    a. the loss of stabilizing vegetation,
    b. the loss of water quality,
    c. salt water intrusion into the water supply,
    d. result in the permanent drawdown of the dune lakes.

7. Foredunes shall be breached only on a temporary basis for emergency purposes such as fire control, cleaning up oil spills, or alleviating flood hazards. Breaches in foredune areas shall be restored in a manner that is consistent with the character of the area prior to the foredune breaching.

8. Foredune grading for view enhancement or to prevent on-going sand inundation may be allowed for structures in foredune areas that were committed to development on or before January 1, 1977 and where an overall plan for managing the foredune grading is prepared. Before construction can begin, the foredune grading plan must be adopted as an amendment to the Comprehensive Plan.

9. The extensive modification of dune areas other than that permitted by an approved plan for foredune grading for view enhancement, is strongly discouraged because the shape of unmodified dune forms is an essential element in defining the physical character of the Clatsop Plains.

10. Clustering of development is encouraged so that development occurs on the most stable dune areas, with less stable areas retained as open space.

11. The County will provide for the appropriate management of dune areas within Fort Stevens State Park through the adoption of the Fort Stevens State Park Master Plan.

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

13. In order to establish construction feasibility, within the dune construction area, and to provide recommendations on methods to mitigate potentially hazardous conditions, a site specific investigation~~s~~ by registered professional geologist or certified engineering geologist shall be required for the issuance of a development permit in all beach and dune areas that the Planning Director considers to have a hazard potential.

14. On-site sewage disposal systems shall be prohibited in active foredunes, on other foredunes which are conditionally stable and are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding

15 Beachfront protective structures shall be permitted only where development existed on or before January 1, 1977.

16. Where appropriate, developers may be required to dedicate easements for public access to the beach.

17. The county supports studies designed to increase scientific knowledge about the processes that have shaped and will continue to shape the dunes of the Clatsop Plains.

18. ***Wind energy or wave energy generation facilities in Clatsop County's territorial sea may require companion facilities in beach and dune areas. When reviewing these facilities, the County shall

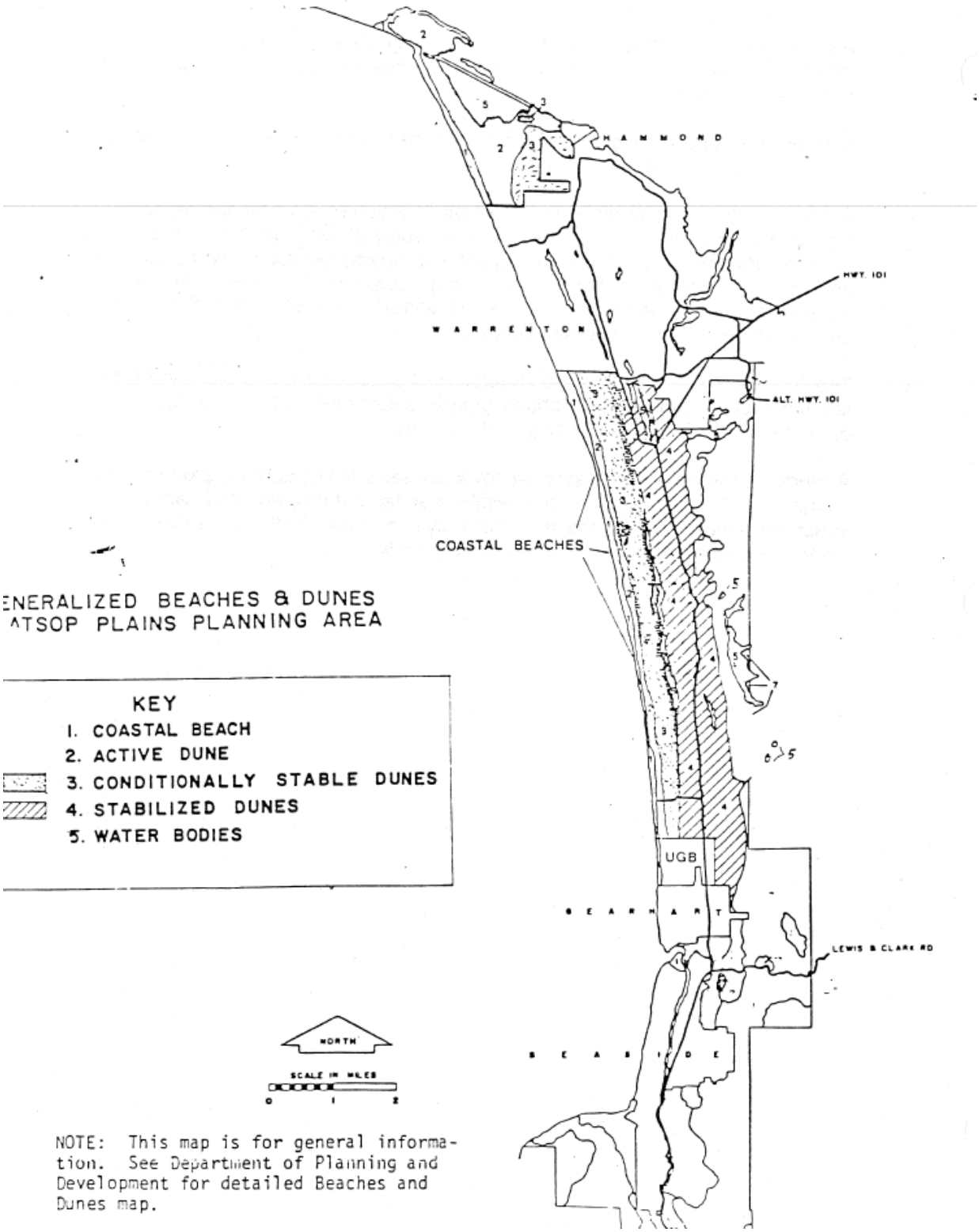
consider the effects and impacts, both harmful and beneficial, of the entire project, not just the beach and dune area component, on beach and dune resources.

Beaches and Dunes 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.

Generalized Beaches & Dunes
Clatsop Plains Planning Area



***GOAL 19
***Adopted May 24, 2012 Ordinance 12-04
Ocean Resources

This plan element implements statewide planning goal 19 within the territorial waters of Clatsop County. Goal 19 reads as follows:

To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations.

To carry out this goal, all actions by local, state, and federal agencies that are likely to affect the ocean resources and uses of Oregon's territorial sea shall be developed and conducted to conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social values and benefits and to give higher priority to the protection of renewable marine resources—i.e., living marine organisms—than to the development of non-renewable ocean resources.

Ocean Stewardship Area: The State of Oregon has interests in the conservation of ocean resources in the Ocean Stewardship Area, an ocean area where natural phenomena and human uses can affect uses and resources of Oregon's territorial sea/ The Ocean Stewardship Area includes the state's territorial sea, the continental slope, and the adjacent ocean areas. Within the Ocean Stewardship Area, the State of Oregon will:

- Use all applicable state and federal laws to promote its interests in management and conservation of ocean resources;
- Encourage scientific research on marine ecosystems, ocean resources and uses, and oceanographic conditions to acquire information needed to make ocean and coastal-management decisions;
- See co-management arrangements with federal agencies when appropriate to ensure that ocean resources are managed and protected consistent with the policies of Statewide Planning Goal 19, Ocean Resources, and the Territorial Sea Plan; and
- Cooperate with other states and governmental entities directly and through regional mechanisms to manage and protect ocean resources and uses.

The Ocean Stewardship Area is not intended to change the seaward boundary of the State of Oregon, extend the seaward boundaries of the state's federally approved Coastal Zone Management Act, affect the jurisdiction of adjacent coastal states, alter the authority of federal agencies to manage the resources of the United States Exclusive Economic Zone, or limit or otherwise change federal agency responsibilities to comply with the consistency requirements of the federal Coastal Zone Management Act.

Information and Effects Assessment Required. Prior to taking an action that is likely to affect ocean resources or uses of Oregon's territorial sea, state and federal agencies shall assess the reasonably foreseeable adverse effects of the action as required in the Oregon Territorial Sea Plan.

The effects assessment shall also address reasonably foreseeable adverse effects on Oregon's estuaries and shorelands as required by Statewide Planning Goal 16, Estuarine Resources; Goal 17, Coastal Shorelands; and Goal 18, Beaches and Dunes.

Navigation and commercial and recreational fishing are significant uses in Clatsop County's territorial sea. Clatsop County does not regulate commercial or recreational fishing in the ocean through its Comprehensive Plan or Zoning Ordinance. The County does not regulate commercial or recreational navigation in the ocean through its Comprehensive Plan or Zoning Ordinance. This does not diminish the importance of these activities to the County. Camp Rilea's safety zone extends into the territorial sea. Clatsop County does not directly regulate Camp Rilea's use of the safety zone. This does not diminish the importance of Camp Rilea to the County.

Goals:
To implement statewide planning goal 19 in Clatsop County's territorial sea.

To assure that marine resource management and development in the County's territorial sea occurs in a manner that conserves beneficial use of these resources.

Policies:

1. Clatsop County's territorial sea shall include ocean beds, the water column, and the ocean surface. Beaches, headlands, islands and rocks above the high tide line, and estuaries are not included. The territorial sea shall be managed to conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to current and future generations.

2. The County shall rely on the Oregon Territorial Sea Plan's consultation process as a mechanism for providing input into development proposals in the territorial sea.

3. Ocean resources development in Clatsop County's territorial sea shall be designed, located, and managed in a manner that does not substantially impair the ocean's scenic value, as experienced from the shoreline, or from public parks, highways, public streets, or scenic overlooks in the coastal zone.

4. Ocean resources development in Clatsop County's territorial sea shall be designed, located, and managed in a manner that is respectful of, and addresses the interests and concerns of, residents, visitors, businesses and property owners in the coastal zone, both now and in the future.

5. Clatsop County shall participate in state and federal rule-making and decision-making that affects the County's marine resources, or might conflict with the Comprehensive Plan.

6. The County accepts the background information and analysis in the 1994 Oregon Territorial Sea Plan and 2009 amendments (appendix A).

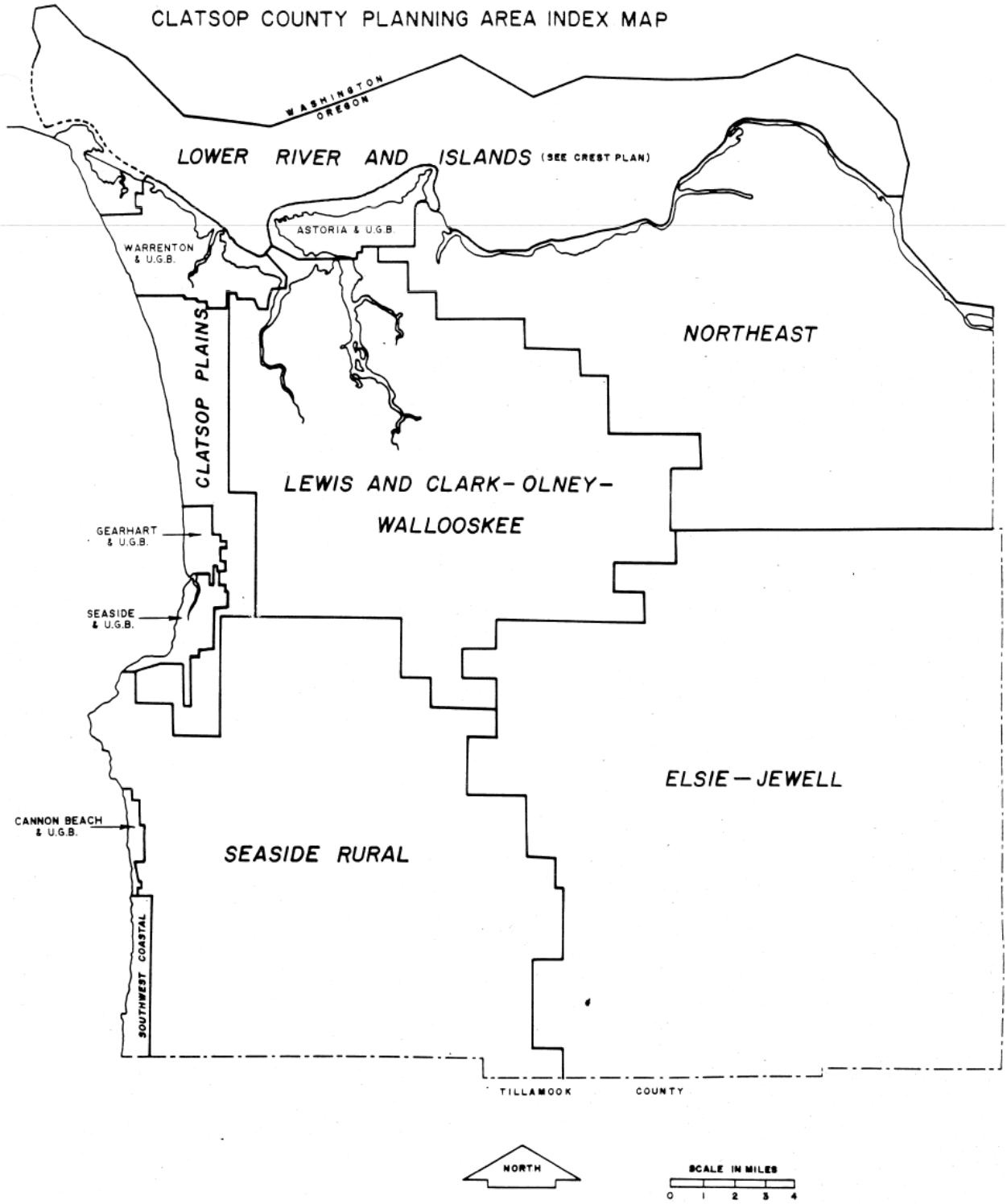
7. Ocean resources development in Clatsop County's territorial sea shall be designed, located, and managed in a manner that does not negatively impact or effect local government property taxes.

8. The cumulative impacts and effects, both beneficial and harmful, of ocean resources development will be considered when evaluating development proposals in the territorial sea.

Section II

Community Plans

Clatsop County Planning Area Index Map


CLATSOP COUNTY PLANNING AREA INDEX MAP
WASHINGTON
OREGON
LOWER RIVER AND ISLANDS (SEE CREST PLAN)
ASTORIA & U.G.B.
WARRENTON & U.G.B.
CLATSOP PLAINS
NORTHEAST
LEWIS AND CLARK-OLNEY-WALLOOSKEE
GEARHART & U.G.B.
SEASIDE & U.G.B.
ELSIE-JEWELL
CANNON BEACH & U.G.B.
SEASIDE RURAL
SOUTHWEST COASTAL
TILLAMOOK COUNTY
NORTH
SCALE IN MILES
0 1 2 3 4

Introduction

Each Community Plan is broken down into five (5) main sections. They are:

Introduction; (planning process, statewide planning program)

Landscape Units; the planning area was broken down into landscape units each of which have unique physical and environmental characteristics: i.e. geology soils, moisture, vegetation, wildlife etc. The opportunities and limitations of these units provide a framework for development.

Community Concerns; this section details the community's goals and policies toward public facilities, housing type and density, community appearance, etc.

Development Patterns; this section contains the community's goals and policies toward growth including amounts and types of commercial development, excavation, density, location of development etc.

Appendices; various

Southwest Coastal Community Plan

Citizen Involvement Policies

1. The Southwest Coastal Citizen Advisory Committee shall constitute the officially recognized body to represent the community on matters of land use planning.

2. The CAC shall be composed of residents and property owners of the community and shall be chosen in a well-publicized community meeting. A broad spectrum of people from the community shall be included on the CAC.

3. The CAC shall hold its meetings in such a way that the public is notified well in advance and given the opportunity to attend and participate in a meaningful fashion.

4. Technical assistance shall be made available to the CAC through the County Planning Department and other resources of the County.

5. The Policy Advisory Committee, Planning Commission and Board of County Commissioners shall provide to the CAC written acknowledgement of the CAC's recommendations along with their rationale used to make final policy decisions.

6. The Board of County Commissioners, through the Planning Department, shall provide adequate and reasonable financial support, along with technical assistance to the CAC.

General Landscape Unit Policies

1. Steep slopes are at or near natural equilibrium and further steepening through excavation could initiate sliding. Excavations in these areas should be restricted and should be properly engineered.

2. Excavations in sedimentary highland (Toms) should be properly engineered to assure against slope failure (see Appendix D).

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

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

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

Coastal and Stream Shorelands Policies

1. Grading, excavation or filling in the vicinity of the streams shall be carefully controlled in order to prevent sedimentation of the water. Filling of lands shall be prohibited within stream buffers.

2. In order to provide the greatest view potential for properties throughout the Rural Lands and Rural Service Area, the Design Review Committee shall review the effects of new building plans on adjacent property in the RSA. The building height shall be limited to 26 feet through the Community Plan area, with ocean front property limited to 18 feet subject to variances approved by the County Planning Commission.

   Those owners of vacant lots which are located in the "V Zone" of the Clatsop County Floodplain Map should be encouraged to apply for variances to the floodplain elevation height when restrictions are economically unfeasible and adjacent properties do not conform to floodplain elevations.

3. A buffer shall be provided along either side of Arch Cape Creek, Asbury Creek and other creeks and drainage ways critical to local water supply and erosion control in order to protect riparian vegetation, prevent loss of property due to erosion, and protect the aesthetic value of the streams. Buffers shall generally be 25 feet wide, measured perpendicular to the normal streambank unless the size of lot and natural topography would create a hardship. The Advisory Design Review Committee may review the building permit and recommend to the Planning Commission a variance based pin the individual situation, but in no event shall an impediment or alteration be permitted in a natural drainage way.

4. Gravel removal from the streams shall be prohibited.

5. Placement of riprap or other shoreline protection on coastal beaches or stream shorelands shall only be permitted for lots where the protection is necessary to prevent an erosion hazard and only where development existing on January 1, 1977.

7. Development in the vicinity of Arch Cape Creek shall be designed in a manner that is compatible with the beauty of the area. Controls on the removal of vegetation or filling or alteration of the shoreline shall be included in the Zoning Ordinance.

7. Open space or neighborhood park sites should be encouraged as part of subdivisions or planned developments.

8. Activities of the State Parks Division which pertain to the Southwest Coastal planning area shall be reviewed by the Citizen Advisory Committee through the Department of Planning and Development to insure their compatibility with the community.

9. Emergency vehicles shall have access to the beach at all times. All other vehicles shall be prohibited from beach access south of Hug Point to the County line. The County supports the vehicle restrictions on the beach north of Hug Point.

Recommendation

1. Access points to the beach and streams should be provided for at the ends of platted and vacated streets, and shall not be unnecessarily impeded by shoreline protection, flood protection, and other structures. Access to the beach where possible should be made passable for the elderly or other persons with limited mobility. Further work needs to be done on who would maintain these access points.

2. It is recommended that horse traffic on the beach at Arch Cape should not be allowed by the Department of Transportation.

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

Headlands and Points Policies

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

Coast Range Foothills, Basaltic Highlands, Sedimentary Uplands Policies

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

SOUTHWEST COASTAL GOAL: To prevent hazards to people and property through the use of reasonable building controls.

Landslides/Erosion Policies

1. Chapter 70 of the Uniform Building Code should be applied to all development within the Southwest Coastal planning area.

2. In addition to where required in Chapter 70 of the Uniform Building Code, favorable site-specific investigations (conducted by qualified geotechnical experts at the developer's expense) shall be prerequisites for the issuance of building or excavation permits in any area recognized as geologic hazard area as shown on the Hazards map included herein.

3. Density of development in the RURAL SERVICE AREA shall be related to the degree of slope present on the site, and shall conform to these categories:

    a. Zero to 12% slopes, moderate density (7,500 sq. ft.).
    b. 13% to 25%, low density (2 dwellings per acre).
    c. Greater than 25% slopes, very low density (1 dwelling per acre or less, depending on favorable geologic site investigation).

4. Densities may be increased for those areas affected by 3.b. and 3.c. to a maximum of 7,500 sq. ft. in a RURAL SERVICE AREA where site investigations indicate the area can withstand greater development, or may be reduced where evidence of landsliding is present or the site investigation is unfavorable.*

5. Development on slopes or greater than 15% should generally leave the natural topography of the site intact. Existing vegetation, particularly trees, should be retained on the site. Cut and fill construction methods should be discouraged. Access roads and driveways should follow slope contours in a manner that prevents rapid discharge, and prevents erosion. Excavations and fills should be controlled through the enactment of Chapter 70 of the Uniform Building Code. The policy will be enforced by the County Department of Planning and Development and Building Department with assistance from the County Engineer.

6. Vacating or re-platting of old subdivisions in hazardous or in steeply sloping areas shall be encouraged through the use of incentives such as waiving fees.

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

8. Construction on poles or pilings shall be the preferred method of construction in areas of storm drainage problems (identified above). Where filling is proposed, the amount of fill shall be the minimum necessary for the placement of structures or driveways.

<u>Housing Policies</u>

<u>Southwest Coastal CAC Goal:</u> To provide for a wide range of housing needs in the community. To maintain the current residential character of the community.

1. A high quality of housing in the area shall be promoted through the use of the natural landscape, existing vegetation, and good design.

2. Planned development and re-platting old subdivisions shall be encouraged in order to preserve steep slopes and other sensitive areas in their natural condition.

3. Housing developments and subdivisions should be designed to emphasize the rural, coastal appearance of the community; that is, less emphasis should be placed on curbs, sidewalks, and

wide streets and more emphasis placed on the maintenance of trees, natural drainages, open space and larger lot sizes.

4. Housing shall be developed where services are readily available. Subdivision of land and planned development shall be allowed only where septic tank, sewer and water capacity is sufficient to meet its needs.

5. Housing for low and moderate income persons should be encouraged in Arch Cape through agencies such as the County Housing Authority, Northwest Oregon Housing Association, Farmers Home Administration, U.S. Department of Housing and Urban Development, and the State Housing Division.

Public Facilities Policies

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

1. No filling shall be permitted which would raise the water level on adjacent property, or overtax existing storm drains. Developers shall be responsible for installing storm drainage systems the distance necessary to drain their property and property in those areas which may be affected.

2. All developments shall indicate on the plot plan or building plans how storm water is to be drained. The Planning Commission or Building Official shall require the installation of culverts, dry wells or retention facilities in developments with major storm drainage impacts.

3. Developments shall be allowed only if the systems (water, sewer, and fire protection) are capable of supporting increased loads. Phasing of development may be allowed if improvement of public facilities is assured by the time construction and the additional loads are anticipated.

4. Utility rights-of-way, where not located within highway rights-of-way, should be reserved for future utilization as part of a greenbelt or pathway.

5. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer districts shall approve the development prior to the issuance of either plat approvals or building permits.

RURAL SERVICE AREA

1. All new development including single lots shall install underground utilities such as electricity, telephone, and television cable. Efforts to place existing lines underground in already developed areas should be encouraged.

2. Any extensions of utilities to new developments within the respective boundaries of Arch Cape Service District and Arch Cape Water Service District shall be financed according to the

determination of the appropriate governing body. In determining the proper financing for such extensions, the governing body shall take in consideration the benefit, if any, occasioned by extension of the system, new demands placed on the system, increased costs of maintenance, operation, improvements and depreciation, and other factors relevant to distributing the benefit and burdens occasioned by the system's extensions.

3. New development within the service districts' boundaries shall bear an appropriate share of capital costs, capital improvement costs, and operation and maintenance costs of the respective district. Monies acquired from such new construction through connection charges will be used for improvement and depreciation of the utility systems as designated by the governing body of the respective district. Costs of expanding the system's capability will be borne according to the determination of the governing body of the district, and the methods of financing selected to pay for the system's expansions.

4. Sewer or water services will not be extended outside of the RURAL SERVICE AREA.

5. If water and sewer services are to be utilized either in the development of a subdivision or the building of individual residences, the local water and sewer district shall approve the development prior to the issuance of either plat approval or building permits.

6. Representatives of the Arch Cape community who serve on County designated liaison committees in the RURAL SERVICE AREA shall be nominated by the Southwest Coastal Citizen Advisory Committee to served three year terms, and confirmed by the County Commissioners. Examples of such liaison committees are Water and Sewer Committees and Advisory Design Review Committee.

RURAL LANDS

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

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

CONSERVATION FOREST LANDS AND CONSERVATION OTHER RESOURCES

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

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

NATURAL

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

Recommendations

1. The County Sheriff's Department should hold some informational meetings in the area on crime prevention.

2. All the watersheds in the planning area need to be more clearly defined and mapped. Additionally each watershed has individual problems which need to be identified.

Transportation Policies

Southwest Coastal CAC Goal: To maintain an efficient and safe transportation system in keeping with the character of the community.

1. Access points onto U.S. Highway 101 shall be kept to a minimum to reduce the potential for accidents. New subdivisions or larger developments shall use common frontage roads, and lots shall be designed so as not to front or have access onto the highway.

2. Streets in new developments shall be designed to minimize disturbance of the land by following contour lines and avoiding cut-and fill construction techniques.

3. Unnecessary rights-of-way should be used as greenbelts, walking trails or bike paths where appropriate.

4. A buffer of existing or planted vegetation should be left between all developments and U.S. Highway 101 to reduce the effects of traffic on residences and to maintain the scenic character of the highway.

5. Improvements of U.S. Highway 101 in the Arch Cape area which involve a major action shall be reviewed by the CAC to insure it is compatible with the community. Major action as defined by the Oregon Action Plan: an action involving substantial planning, time, expenditures or environmental impact.

6. The County and State should continue in maintaining the visual clearance to oncoming traffic on U.S. 101.

7. Not only is it necessary for the County to adopt road standards which provide for economical and proper maintenance, but standards which consider the particular areas and the desires of the local citizens. To that end this plan encourages road standards which are suited to the character of development in the area. These roads generally are narrow, containing several dead ends, and serving few permanent users.

8. The County shall support the Clatsop County Senior Bug System for senior citizens and the handicapped.

Recommendation

1. At the time County roads in Arch Cape are improved, speed controls such as speed limits or caution signs should be examined.

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

Southwest Coastal CAC Goal: To preserve the open space and recreation qualities of Arch Cape Creek, the beach, and the surrounding forested areas.

1. The County shall support the efforts of the state in the improvements of bike lanes.

2. Open space or neighborhood park sites should be included as part of subdivisions or planned developments.

3. Activities of the State Parks Division which pertain to the Southwest Coastal area shall be reviewed by the Citizen Advisory Committee to insure their compatibility with the community.

4. The County shall cooperate with the State Parks Division to retain the scenic values of the Oregon Coast Hiking Trail. Development adjacent to the trail along Leech Avenue shall be designed in a manner that is harmonious with the Trail.

5. All development on highly visible promontories shall be evaluated for its effect on scenic vistas, both from the beach and Highway 101.

6. Because of the limited access and land area at the mouth of Arch Cape Creek and the potential conflict with the adjacent residential neighborhoods, a regional park or recreation site in this vicinity is not desirable. Regional parks are not intended to be a permitted use within Rural Service Areas. Parks and recreation sites within such communities are intended to be neighborhood oriented, low impact in terms of traffic generation, and designed in a compatible manner with the surrounding environment.

7. The County shall encourage the State Fish and Wildlife Commission to expand on a greater educational program on the marine organisms inhabiting the tidal pool areas. Additionally, greater enforcement of the existing regulations is needed with new daily limit standards to insure protection.

8. Wildlife refuges:

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

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

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

Recommendation

1. The County should make formal request to the State Fish Commission to have the "tidepool" areas declared "prohibited areas", or at least make collecting subject to permit. Local and State law enforcement officials should be made aware of the new status of these tidepools, until the Fish Commission can provide proper patrols. Perhaps during the summer months, when tourism is heaviest, trained persons could be hired to provide an educational function at the tidepools, as well as enforcement. Regardless, these areas should be posted at points of access informing people of the necessity of protecting the animals.

Development Patterns

Growth Policies

1. Large developments with sudden or massive impacts on the community and its services shall be discouraged. Developments shall be phased in an orderly manner in order to avoid disruption of the community.

2. Future residential development along U.S. Highway 101 shall be buffered from the highway in order to maintain the scenic corridor.

3. Chapter 70 of the State Uniform Building Code shall be enacted and enforced to control filling and grading.

4. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to insure that adjacent property will not be affected by drainage or storm water, erosion or visual intrusion onto other property.

5. All wetlands proposed for filling shall be examined by the Division of State Lands and the U.S. Army Corps of Engineers to determine if permits are required.

Rural Service Area Development

Southwest Coastal CAC Goal: To maintain the low density, residential character of Arch Cape.

Policies

1. The standard building site in the Rural Service Area shall be at least 7,500 square feet, unless smaller lots existed in single or contiguous ownership prior to the adoption of the Community Plan. Those persons who have paid or been assessed as of January 1, 1976 for two sewer connection fees with a parcel of 10,000 square feet or more would be allowed to divide their parcel in two.

2. In areas of steep slopes lot sizes shall be increased to account for these factors.

3. The designated Rural Service Area shall be limited to a land area capable of being serviced by community water, sewer, and fire protection systems based on a reasonable projection of growth.

4. The zoning and subdivision ordinances shall be used in establishing development standards as they relate to the Rural Service Area. Emphasis shall be on maintaining natural vegetation and terrain when siting development, and fitting structures into the landscape rather than allowing them to dominate.

5. Commercial development shall be restricted to the existing commercial area and shall be limited to neighborhood commercial uses such as grocery store, a gas station, a community motel with a minimum land area of 2,500 square feet per unit, and other small-scale, locally-oriented businesses.

6. There is a large parcel of land south of Arch Cape Creek and east of Highway 101. It abuts Oswald West State Park. The area has been previously platted. In order to protect the scenic values of the Arch Cape headland and Oswald West State Park the old plat shall be vacated or replatted prior to development of the tract. Clustering shall be required and directed away from the headland and State Park.*

Recommendation

1. The Southwest Coastal CAC shall initiate a study of the feasibility of establishing a local governing body for the Arch Cape Rural Community and, if the study is favorable, should take further action.

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

Policies

1. Design review standards shall be recommended for all construction in the Rural Service Area (Arch Cape Rural Community) to the Planning Commission, by the Advisory Design Review Committee. Standards shall apply to new commercial or residential construction, subdivision, site development, street construction or placement of public utilities.

2. Design standards shall be included in a special "design overlay zone", applicable in the Rural Service Area.

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

Policies

1. Design review standards shall require minimal disturbance of the landscape in land development and shall address the removal of trees, grading and excavation, protection of views of adjacent property, road construction and placement of utilities.

2. Future development along U.S. Highway 101 shall be buffered from the highway in order to maintain the scenic corridor.

3. Cut and fill techniques of land development shall be discouraged. Filling of lots or property shall be carried out only after a site investigation to insure that adjacent property will not be affected by drainage or storm water, raised flood elevations, erosion or visual intrusion onto other property.

3. Board of County Commissioners shall establish a Design Review District in the Rural Service Area. The members of the Advisory Design Review Committee shall be appointed by the Board of Commissioners to serve three year terms.

Rural Lands

Policies

1. The minimum parcel size for building sites in Rural Lands areas shall be 20,000 sq. feet. Smaller parcels legally existed at the time of adoption of this Plan are grandfathered, the specifics of which shall be handled in the Zoning Ordinance.

2. To evaluate all rural proposals for subdivision, major partitions and new public facilities or services, such as fire station and water systems, for the possible generation of unwanted urbanization which is reflected in the objectives of Rural Lands.

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

Conservation Forest Lands and Other Resources

Policies

1. Commercial forest lands shall be excluded from future development of the Southwest Coastal area. Other undeveloped lands which are not owned by commercial timber production based on the forest site class shall be designated for resource protection.

2. Watersheds for the community water systems in the area shall be protected by the Forest Practices Act. Forest management in elevations above the watersheds, including road construction, shall take

place only after the appropriate water districts are notified and efforts are made to prevent adverse impacts.

3. There shall be two building site intensities in Conservation Forest Lands areas designated for Small Woodland: 20 acres is within a fire and/or water district; 38 acres if within no districts. Commercial forest designation partition size shall be 80 acres.

4. Before designated forest land is changed to another use, the productive capacity of the land in each use should be considered and evaluated.

5. Before designated forest land is changed to another use, the impact of the proposed use should be considered on adjacent forest lands.

6. Transfer and/or consolidation of land for resource production is encouraged. No new lots for residential purposes shall be created on designated commercial forest land.

7. Residential development in areas designated for forest uses shall be minimized. Development adjacent to roads intended primarily for forest management and harvesting activities shall be discouraged.

Natural

Policies

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

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 (Ordinance 03-08)

Dunes

See Goal 18 Beaches and Dunes Background Report and County-wide Element (Ordinance 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 <u>may</u> 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.

<u>Recommended Action</u>

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.

<u>Cultural</u>

<u>Clatsop Plains Housing Goal</u>:

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.

<u>Housing Policies</u>

1. Planned developments, the re-platting 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	All directions	5. No intensive

dune ridges	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.**

<u>Rural Agricultural Lands</u>

<u>Policies</u>*

See Agricultural Lands Background Report and County-wide Element.

<u>Conservation Forest Lands</u>

<u>Policy</u>**

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.

Elsie Jewell Community Plan

Landscape Units

Shorelands Policies

1. Culverts and other roadway or driveway improvements shall be installed in such a manner as not to impede the flow of the drainage way and not impede the passage of fish.

2. Withdrawal of water from streams shall not result in inadequate minimum flows in regard to fish habitat.

3. Drainage and/or filling portions of lakes shall be discouraged.

Alluvial Lowlands Policies

1. 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 Hazardous Soils in the County-wide Element shall apply.

2. Low density activities, such as agriculture, shall be preferred uses in the alluvial lowlands.

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. This is due to the characteristics of soils in this landscape unit which have slide potential on slopes and are highly suited for timber production.

Sedimentary Uplands Policy

The sedimentary uplands should be reserved primarily for timber production, water supply protection, and wildlife habitat.

Basaltic Highlands Policy

The highlands should be designated a resource unit, and uses other than woodland, wildlife habitat, recreation, and natural and mineral resources shall be discouraged.

Natural Resources

Fish & Wildlife Policy

1. 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 wildlife management areas which are managed and either owned or leased by the 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 and** 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.

Cultural

Housing Policies

1. The location of a mobile home on an individual parcel of land shall be allowed in all areas.

2. Mobile home parks shall not be an allowed use within the planning area.

Fire Protection Policy

Clatsop County shall assist the people in the Jewell area in the formation of a rural fire protection district.

Open Space, Recreation and Preservation Policy

1. The use of identifying signs for historic and cultural landmarks shall be encouraged. The Clatsop County Historical Society shall be encouraged to assist in this project.

Community Development

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

    a. there is demonstrated need to accommodate long range urban population growth requirements;
    b. there is a need for housing, employment opportunities, and livability;
    c. the change would provide an orderly and economic extension of public facilities and services;
    d. the change would allow for efficient land use and utility patterns within and on the fringe of the existing urban area;
    e. the environmental, energy, economic and social consequences of the proposed area.

Rural Lands

Policies

1. Rural residential lot sizes shall be based upon the public facilities available, compatibility with surrounding uses, and land carrying capacity. Generally those areas within a fire protection district and community water system should be zoned with a minimum lot size of one (1) acre, while other areas with only a fire district or community water system should be zoned with a minimum lot size of two (2) acres, and those RURAL LANDS* areas without facilities should be zoned with a minimum lot size of five (5) acres.

2. In order to avoid dispersal of commercial activities, new commercial zones shall only be considered if of a neighborhood type or are concentrated in and adjacent to existing well-established areas.

Conservation Forest Lands and Other Resources*

Policies

1. 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.**

Seaside Rural Community Plan

Landscape Units

Alluvial Lowlands Policies

1. Low intensity activities, such as low density housing and agriculture shall be preferred uses in the alluvial lowlands.

2. Residential development shall be at low densities (generally 2-5 acres) because of the occurrence of high groundwater and seasonal stream flooding.

Sedimentary Uplands Policies

1. Generally, the sedimentary lowlands and uplands should be reserved for timber production, water supply protection and wildlife habitat.

2. Any construction in these areas should recognize the potential detrimental effect it may have on the land in terms of runoff, erosion, drainage, or reduced stability.

Basaltic Lowlands and Highlands Policies

1. The highlands should be designated as a resource. Uses other than woodland, wildlife habitat, low intensity recreation, natural and mineral resources shall be controlled by the County to avoid conflicts.

2. Residential development on basaltic lowlands and highlands (located in the Hamlet area) should be confined to the area along existing roads which are not characterized by steep slopes.

3. Small woodland management shall be encouraged.

Estuary and Coastal Shorelands

Tillamook Head Policy

Tillamook Head shall be preserved as a unique coastal land formation. Uses other than forest management, wildlife habitat, low-intensity recreation, natural and mineral resources shall be discouraged. New mining operations on Tillamook Head which are in view of Highway 101 shall be screened with an appropriate buffer of trees.

Critical Hazards

Streambank Erosion Policy

Problems from natural erosion or the creation of situations where erosion would be increased due to actions on or adjacent to the river banks shall be avoided by carefully reviewing state and federal permits for shoreline stabilization to minimize impacts on adjacent land.

Natural Resources

Water Resources Policies

1. The County shall ask the State Water Resources Department to study the watershed area of Cannon Beach. Upon completion of the study, the County will cooperate with the City to review the findings.

2. Development or land uses located on land not regulated by the FPA that require channelization, excessive removal of streamside vegetation, alteration of stream banks, and filling into stream channels shall be restricted in order to maintain stream integrity.

Cultural

Housing

Policies

1. Areas for mobile home parks shall be provided within urban growth boundaries because of their non-rural densities and the higher levels of public services they require.

2. Opportunities shall be provided for elderly and low income housing projects within urban growth boundaries where necessary community services can be provided.

3. The location of a single mobile home (minimum width - 12 feet, minimum floor area, 600 square feet) on an individual parcel of land shall be allowed in all areas of the Seaside Rural area, subject to standards contained in the Zoning Ordinance.

Recreation

Policies

1. Non-intensive recreational uses of the shoreland and water areas that are compatible with the rural character of the area (fishing, bird watching, picnicking) shall be preferred over noisy high intensity uses.

2. Public access to the Necanicum River and North Fork of the Nehalem River current exists at several locations shown on Map _. These accesses are considered adequate at this time. If new data indicates a need in the future, new access shall be developed on public land with adequate provisions made for the protection of adjacent privately owned land.

3. Existing public land shall be preferred for recreational development prior to acquiring additional locations.

4. Subdivision or planned developments along major streams and rivers shall provide access points to the water for residents of the development.

5. The County shall pursue the development of a safer bike path along Old Highway 101 to Cannon Beach. The State should incorporate the bike path with Highway 101 improvements planned for the area. This bike route should be given high priority.

6. RV parks and campgrounds are not considered appropriate uses of private or public land in the Seaside Rural area.

Open Space, Historic, Scenic and Natural Areas

Historic and Scenic Areas Policy

Use of Tillamook lighthouse shall enhance historic preservation, maintain the integrity of the coastal waters, require little or no public access and shall not substantially alter the external appearance of the site except to restore its historic appearance.

Natural Area

Policies

1. Fragile and ecologically valuable area, especially wetlands, isolated lakes, stands of old growth timber, and areas of rare or endangered species will be considered for a NATURAL designation.

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

Fish and Wildlife

Policies

1. Residential development in areas of big game habitat shall be of a low density so that potential conflicts (i.e. damage to gardens, yards, etc.) can be minimized.

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

3. Off-road vehicles should only be allowed in designated areas because of the damage they can cause.

4. Because of the importance of fish hatcheries, activities or developments that could be detrimental to the water quality are discouraged in these creeks and the waters which drain into them.

5. To conserve and protect fish and wildlife habitat, new developments shall be designed and constructed so as to:

    a. maintain wherever possible a natural, vegetative buffer strip along wetlands and streams;
    b. minimize the alteration of land and vegetation; and
    c. preserve open space, including agricultural and forest lands.

6. 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 wildlife 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 and** 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.

<u>Transportation</u>

<u>Policies</u>

1. The intersection of U.S. 101 and Highway 26 should be improved substantially. The CAC supports plans developed by the State Highway Division for improvements.

2. When the State Department of Transportation improves U.S. Highway 101, consideration should also be given to provisions of a safe bikeway, suitable crosswalks, and the installation of curbing to separate the auto traffic where possible.

<u>Public Facilities & Services</u>

<u>Septic Systems Recommended Action</u>

The County should request that DEQ review its policy of allowing septic tank permits in mapped floodplains that frequently flood causing drainfields to not function during storms and in the winter.

Septic Systems Policy

Housing densities shall be kept low to avoid potential problems with septic systems.

Power Generation Policy

The use of alternative energy sources (such as wind power, solar, etc.) and also the development of private and community energy systems are encouraged.

Community Development

Rural Lands

Rural Policies

1. Generally, the minimum parcel size for building sites shall be between 2-5 acres, depending on location and historical development. From the Cannon Beach junction, parcel size increases as the distance to services (i.e. grocery store) increases.

2. When considering new commercial buildings or when existing commercial uses are considering expansion, the following standards shall be required:

    a. Adequate off-street parking shall be provided.

    b. A buffer of landscape planting area shall be provided when abutting residential zones. Plants should be native to Western Oregon.

    c. Highway approaches should be minimized whenever possible through the use of common driveways, access points, and other means such as clustering buildings and shared parking.

3. New commercial zones shall only be considered if of a neighborhood type of if concentrated in and adjacent to existing, well-established business areas, in order to increase the patronage and viability of these areas and to avoid undue dispersal of new commercial activities.

4. A liberalized approach to limited home occupations** in rural residential areas is encouraged. Ordinance provisions should allow one or two additional non-family employees; should allow necessary alterations, and should allow operations either within the dwelling or an enclosed accessory building. Care shall be taken to avoid disturbance to neighboring property owners.

5. Home occupations** should be allowed. Care should be taken to avoid disturbance to neighboring property owners through the establishment of minimum standards for floor or site area, number of employees, noise, odor and visibility restrictions.

Conservation Forest and Conservation Other Resources

Policies

1. Designated forested lands should be managed for forest uses.

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

Natural

Policies

1. The summit of Onion Peak boundary (as described in the Preserve Analysis, September 1979 by the Natural Area Preserves Advisory Committee) and a small meadow on the summit of Sugarloaf Mountain support sub-alpine type "grass bald" and "rock garden" communities with eleven or more rare or endangered species. These areas shall be designated NATURAL, and preserved for research and education. An established hiking trail is not recommended as the areas are small and fragile and could not tolerate trampling and soil erosion.

2. The Elmer Feldenheimer forest preserve shall be designated NATURAL.

Lewis & Clark, Olney-Wallooskee Community Plan

Landscape Units

Shorelands Policies*

The following policy is in addition to those found in the Estuarine Resources and Coastal Shorelands Element.

1. Planned developments and subdivisions adjacent to shorelands shall be encouraged to provide open space along the shoreland.

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

Subarea Estuary Policies*

1. Existing log storage areas should be inventoried to determine where logs rest on the bottom at low water. Use of these areas should be minimized and phased out as new sites adequate to meet industry needs are provided.

2. Dredging of shallow biologically productive areas adjacent to dikes as a source of material for dike maintenance shall be allowed upon a demonstration that:

    a. Alternative sources of material are not available or are not economically feasible;
    b. The dredging method selected will not leave potholes where juvenile salmon and other fish might be stranded at low water; and
    c. Other disruption of tidal flats and tidal marshes is minimized.

3. Minor dredging shall be permitted in all areas where necessary to open drainage channels from the tide boxes out to deeper water to assure efficient operation of the drainage system.

4. To protect present investments and the future potential of the fisheries resources of the Youngs River, new development in the area shall be carried out so as to preserve water quality, biological productivity, and other factors which contribute to fisheries production.

Alluvial Lowlands Policy

Low density activities such as agriculture shall be the preferred uses in the alluvial lowlands.

Alluvial Terraces Policy

Development on this landscape unit should be encouraged to take place nearest to presently urbanized areas, in order to utilize public services most efficiently.

Coast Range Foothills Policy

The predominant land use of this landscape unit should be forestry and acreage home sites. This is due to the generally poor foundation characteristics and of severe septic tank limitations of soils in this landscape unit.

Basaltic Highlands Policy

Basaltic highlands should be designated as a resource unit, and uses other than woodlands, wildlife habitats, recreation, natural and mineral resources shall be discouraged.

Natural Resources

Fish and Wildlife

Policies

1. Clatsop County will cooperate with governmental agencies to conserve and protect identified fish and wildlife habitat.

2. Public and private land ownership preserves many habitat areas. There is limited regulatory power to assure that more living communities and animal species do not become rare and endangered in the future. Therefore new development should be designed and constructed so as to:

   a. maintain wherever possible a natural, vegetative buffer strip along wetlands and streams,
   b. minimize the alteration of land and vegetation, and
   c. preserve open space, including agricultural and forest lands.

3. Habitats 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.

4. 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 wildlife 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 and** 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.

Also see the Open Space, Scenic and Historic Areas and Natural Resources, and Estuarine Resources and Coastal Shorelands Background Reports and County-wide Elements for additional information and policies.*

Cultural

Housing

Policies

1. Subdivisions and planned developments shall be located only where community water and fire protection is available.

Public Facilities and Services

Recommended Action

The Lewis and Clark Water District should work with the County to insure there is adequate water to meet future needs.

Open Space, Recreation and Preservation

Policies

1. The designated coastal bike trail should be changed from Lewis and Clark Road to U.S. Highway 101, due to the route going over a road which is narrow, hilly and has little or no shoulder.

2. The area around Youngs River Falls shall be set aside as open space. The County and City shall work together to insure the area will be preserved for future generations to enjoy.

3. Common open space should be encouraged along streams, or as a buffer between uses.

4. The use of identifying signs for historic and cultural landmarks shall be encouraged. The Clatsop County Historical Society shall be encouraged to assist in this project.

Recommended Action

Further research should be done on a possible hiking trail connecting Fort Clatsop National Park and the coastal beaches.

Community Development

Rural Service Area

Policies

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

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

    a. the demonstrated need to accommodate long range light industrial or residential growth requirements;
    b. the need for housing, employment opportunities, and livability;
    c. the importance of an orderly and economic provision for public facilities and services;
    d. the desirability for maximum efficiency of land uses within and on the fringe of the existing developed areas;
    e. the environmental, energy, economic and social consequences.

3. Within the Light Industrial zone for the Old Naval Hospital standards shall be developed to prevent adverse impacts to the surrounding residential uses. Standards such as buffers between uses, limiting time of operation and controls on noise levels should be used when industrial uses are proposed for this area.

Rural Lands

Policies*

1. RURAL residential lot sizes shall be based upon the public facilities available, compatible with surrounding uses, and land carrying capacity. Areas within a fire protection district and community water system should be zoned with a minimum lot size of one (1) acre, with the remaining RURAL areas zoned for a minimum lot size of two (2) acres. Smaller parcels legally existing at the time of adoption of this Plan are grandfathered, the specifics of which shall be handled in the Zoning Ordinance.

2. New commercial zones shall only be considered if of a neighborhood type or if concentrated in and adjacent to existing well-established business areas, in order to increase the patronage of these areas and to avoid dispersal of new commercial activities.

3. In recognition of the existing commercial uses along U.S. 101 in the Miles Crossing area, this area shall be designated for general commercial uses.

4. Neighborhood commercial zones allowing for such uses as a gas station or small grocery store are needed in those areas remote from existing commercial areas. The existing area at Olney shall be zoned for neighborhood commercial uses.

5. When considering new commercial areas or expansion of existing commercially zoned land 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.

Conservation Forest Lands

Policy

1. 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*

1. The County shall encourage the identification, conservation, and protection of watersheds, fish and wildlife habitats, and areas of historical, cultural, and/or scientific importance. Forestry, recreational, and associated activities may be reviewed and restricted when such activities are found to be in conflict with the conservation and protection of such areas.

Northeast Community Plan

Landscape Units

Alluvial Lowland Policies

1. Low density activities, such as agriculture, shall be preferred uses in the alluvial lowlands.

2. Commercial or industrial uses proposed in alluvial lowlands should be water dependent or water-related when adjacent to the water.

Alluvial Terrace Policy

1. Development is encouraged on alluvial terraces due to the slight to moderate slopes and moderately well-drained soils.

Coast Range Foothills Policies

1. Residential development within the coast range foothills which do not have a history of landslide activity shall be preferred over development of less suitable landscape units.

2. Preliminary investigations of slope stability may be necessary if development is proposed in landslide area.

3. Construction and road building on the foothills shall be designed to minimize cutting and filling.

4. Forest uses shall be the preferred use of the coast range foothills.

Estuary Wetlands, Coastal Shorelands and Water Bodies

General Policies

1. Recognizing the contribution of shallow water area, fresh water marshes, and wetlands to the biological productivity of the Columbia River Estuary, the indiscriminate filling of such areas is discouraged. It is also recognized that to develop areas adjacent to the river, some dredging and filling will be necessary. Therefore, potential water oriented sites that require the least amount of fill shall be preferred for development.

2. Fishing is a traditional industry and lifestyle of the Northeast County. The fishing industry shall be preserved and promoted:
   a. through strict enforcement of the Forest Practices Act,
   b. through encouragement of alternatives to water storage of logs,
   c. through discouragement of oil tanker traffic on the Columbia River,
   d. through the allowance of boat houses, net floats and associated fisheries-related facilities in appropriate waterways,
   e. through production of fish by both hatchery and natural means, and

f. through close evaluation of industrial development and other activities to ensure compatibility and maintenance of water quality.

3. Natural areas in the estuary that are necessary to maintain a healthy balance with development and to maintain the existing quality of life in this area should be given full protection to ensure their preservation.

4. As provided by state and federal laws, dredged material from adjoining wetlands may be used for emergency dike maintenance when immediate action is required to prevent a hazard or loss of property.

5. Coastal shorelands in areas outside of urban or urbanizable areas shall only be used as appropriate for the following uses:

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

Ivy Station to the Mouth of Blind Slough Sub-area

Policies

1. The Natural designation of the Big Creek spruce swamp is in recognition of the unique natural fish and wildlife values of this area.

2. The Natural designation on the privately-owned portion of wetland south of Blind Slough expressly provides for construction of a single residence at some future time on a piece of higher ground near the railroad. The residence would provide for a caretaker of the area, which is intended as a wildlife preserve.

3. Maintenance and possible expansion of log storage activities in Blind Slough are provided for in this Plan. The area is well protected from winds and river currents, has relatively deep water and is one of the most important log storage areas in the estuary.

4. The Conservation designation of the adjacent spruce swamp at the mouth of Blind Slough is intended to provide for protection of the natural vegetation and wildlife values, while not limiting adjacent log storage and transport activities. Logging in the swamp shall not be permitted.*

Clifton Channel and Bradwood Sub-area

Policy

1. Development activities at Bradwood shall be primarily marine industrial based activities.

Sedimentary Uplands Policy

1. The preferred use of the sedimentary uplands is timber production, open space and wildlife habitat.

Basaltic Highlands Policy

1. The highlands are primarily a resource unit, and uses other than forest uses, wildlife habitat, recreation, preservation of natural features and development of mineral resources shall be discouraged.

Critical Hazard Areas

Refer to Goal 7.

Natural Resources

Surface Water and Groundwater Quality

Policy

1. The County shall recommend that state agencies regulate the issuance of water rights so as to insure that the total water rights of a stream bed do not exceed the minimum stream flow.

Gnat Creek Aquifer Sub-section

Policies

1. Activities which have the potential for contaminating the water supply beyond established acceptable levels shall not be permitted in the aquifer area.

2. The County shall investigate the possibility of conducting a study of the aquifer to determine its potential to provide a water source for residents of the area.

Agriculture and Forestry

Policies

1. The diked lands of Brownsmead are designated for exclusive farm use (EFU zone). This discourages housing developments, subdivision of farms into small uneconomical units, and keeps property taxes low, thus encouraging farmers to make long term plans and investments.

2. The Forest Practices Act shall be strictly enforced in all watersheds that drain into agricultural lands. Poor drainage is a major problem to agricultural practices. Strict implementation of the Forest Practices Act would help keep siltation of sloughs and drainage ditches to a minimum

3. Cleaning of sloughs and ditches and dike maintenance shall be allowed under the supervision of the local diking districts and in cooperation with the Clatsop Soil and Water Conservation District.

4. Trapping of nuisance fur bearing animals, such as nutria, shall be encouraged to minimize crop and dike damage.

For information on Agricultural Lands and Forest Lands see the respective Background Report and County-wide Element.*

Cultural

Housing

Policies

1. The plan shall designate amply areas for a variety of locational and acreage choices for those desiring rural housing.
2. The clustering of dwellings shall be encouraged to maintain the rural character of the area, provide the best utilization of the land, and to reduce housing costs.

3. Current regulations of the Department of Environmental Quality concerning sewage disposal indicate that additional houseboats are unlikely. These residences also block navigable waters which could otherwise be used by the public. Therefore, expansion of this type of residence should be limited to the John Day River where they have historically been a way of life.

4. Large scale low income subsidized housing projects should be located in urban areas or rural service areas where necessary community services can be provided (Astoria and Westport).

5. Mobile homes and conventional homes shall be constructed and installed in accordance with current state law. Mobile homes shall be skirted. However, mobile home parks shall be allowed to locate in Urban Growth Boundaries or Rural Service Areas. They shall be adequately buffered or screened with a sight-obscuring fence or landscape planting around the periphery of the park.*

Recreation

Policies

1. Big Creek Park and Aldrich Point should be regularly maintained. A resident near these parks should serve on the County Parks Board so that improvements and beautification projects can more adequately serve local residents' needs, specifically the needs of young people (i.e. ballparks and game areas).

2. The summer youth recreation program should be continued after the School District abandons it. A board, the school, county, state and federal agencies should be encouraged to coordinate their efforts in the development of other local recreational resources.*

3. Trespassing should be discouraged on private lands by the development of an area-wide signing system which explains the extent of the area for public use and encourages respect for private property rights. The state should be contacted to assist in this effort.

4. Additional locations for public recreational access or expansion of existing facilities should be jointly considered by interested state agencies and the County to assess needs and protect the environment. Non-intensive recreational uses of the shoreland and water areas that are compatible with the rural character of the area (such as bird watching, canoeing, fishing, hiking, etc.) shall be preferred over noisy, high intensity uses. In consideration of expansion of existing or potential recreational facilities along the river, therefore, a public hearing shall be held to assess the needs of the area, and based on the intensity of the use, the following standards met:

    a. Access from U.S. Highway 30 must be appropriately located and designed to provide for safe exit from and entry to the highway by large motor homes and vehicles pulling trailers.
    b. State or County roads connecting U.S. Highway 30 with access points must be capable of handling the type and volumes of traffic that such a facility would create.
    c. The impacts of site development and the resulting traffic upon local residential areas shall be carefully considered. The County will reject proposals which will have undue impacts on local citizens.

5. Existing public land shall be preferred for public recreational development prior to acquiring additional locations. Land trades should also be considered in order to keep property on the tax rolls.

    Also see Open Space, Scenic and Historic Areas and Natural Resources, Recreational Needs and Estuarine and Coastal Shorelands Background Reports and County-wide Elements.*

<u>Open Space, Historic, Scenic and Natural Areas</u>

<u>Historic Areas</u>

<u>Policies</u>

1. A professional archeological study team should be encouraged to conduct a survey of the Indian village in the area (Knappa dock)* and develop a strategy for excavation or protection. Until such a study is complete, the County shall carefully review all development proposals that would impact the archeological sites.

2. Care shall be taken to avoid placement of incompatible uses on properties adjoining significant archeological and historic sites or permitting activities which would conflict with the nature of identified sites.

3. The use of identifying signs for historic and cultural landmarks shall be encouraged. Other historic sites such as old churches, school houses, etc. should also be signed. The Clatsop County Historical Society shall be encouraged to assist in this project.
4. Technical and financial assistance from all sources shall be sought in order to protect, restore, or purchase significant historical areas that can fulfill the needs for parks, recreation, natural and scenic resources.

5. The County shall work with the Department of Forestry and other adjoining property owners to develop a protection plan for the Westport log tunnel.

6. Local state and federal agencies and committees are encouraged to work together to identify and preserve historical sites in Clatsop County.

Scenic and Natural Areas

Policies

1. In order to preserve the scenic views and vistas, off-premise signs and billboards shall not be allowed along the Columbia River Highway.

2. Areas identified through the Oregon Natural Heritage Program or the Columbia River Estuary Plan that are rich in wildlife or of a fragile ecological nature shall be considered for protection.

*Language added

Fish and Wildlife

*Policies:

1. New roads, bridges, etc. over rivers and streams shall be designed to minimize removal of shoreline vegetation and shall be installed in a manner that will not impede the flow of water or passage of fish.

2. Proliferation of individual, single purpose piers and mooring facilities is discouraged in water areas to avoid increasing damage to fish habitat and scattered shoreline alterations.

3. Parks should be managed to leave natural vegetation when possible.

4. Chemical spraying along County roads is discouraged. Other methods (i.e. mowing) should be utilized to control plant growth.

5. Steps to increase native or hatchery runs on Plympton Creek, Little Creek, Mary's Creek, Ferris Creek, Bear Creek or the John Day River are encouraged.

6. Because of the importance of the Gnat Creek and Big Creek hatcheries, activities of development that could be detrimental to their water quality are discouraged in these creeks or in the waters into which they drain. All waters which drain into these creeks should be carefully managed to avoid harmful effects.

7. Dredging and filling of freshwater wetlands and water areas should be minimized.

8. Off-road vehicles should only be allowed in designated areas.

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

10. Considering that the eagle is the national symbol of freedom; it is an endangered species; there are only 708 breeding pairs in the lower 48 United States (August 1978 National Geographic); there are only a few known pairs residing in Clatsop County; the eagle is part of the ecosystem of the estuary; and Clatsop County is a wintering ground for migrating eagles from Alaska, eagles should be given full protection through compliance with "Bald Eagle Management Guidelines - Oregon and Washington" administered by the U.S. Fish and Wildlife Service. (See Appendix A). Landowners are encouraged to develop eagle habitat plans with these guidelines tailored to suit specific conditions.

11. *The Conservation Other Resources* designations for lands comprising habitat for the Columbia White-tailed deer is intended to protect the species. Any proposal to change the use or modify Columbian White-tailed deer habitat of these lands shall be carefully evaluated for possible effects on Columbia White-tailed deer survival.*

12. 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 wildlife 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 and** 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.

Transportation

Policies

1. Major industries existing or planned should develop programs to aid employees in fuel conservation.

2. Walking and bicycling is encouraged. Shoulders along roads should be wide and shaded whenever possible. A footpath/bicycle path should be planned which would like Astoria and Knappa.

3. A regular passenger bus service to the Northeast should be explored by the County.

4. Housing developments shall be encouraged to locate along existing roads and avoid the creation of new roads. When new roads are created they should be as short as possible and designed to serve as many residents as possible by the use of clustering techniques or other means to minimize travel distances and long stretches of pavement.

5. Highway approaches shall be minimized wherever possible through the use of common driveways, access points, frontage roads and other means. Commercial developments should be clustered together and parking should be shared. County regulations shall be written so as to implement this policy.

6. Minor partitioning shall be required for all property adjacent to U.S. 30. 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 Northeast Community Plan.

7. Clatsop County shall:

    a. require new subdivisions to have access taken from the existing collectors and frontage roads unless a variance is given,
    b. review new access points based upon proximity to existing access points and safety standards developed by the Department of Transportation.

8. Clatsop County shall encourage the development of transhipment points along the Columbia River where deep water is close to the shore.*

    Also see Transportation Background Report and County-wide Element.*

Public Facilities and Services

Policies

1. All diking districts and landowners of affected areas are encouraged to take immediate steps to identify those areas in need of repair and to take appropriate action with assistance from the Corps of Engineers.

2. Sewer systems shall be extended outside the Rural Service District only to alleviate a health hazard or water pollution problem identified by DEQ and will be used only as a last resort. Every effort will be made to avoid health hazards and failing systems which necessitates costly sewer construction. Periodic inspection of existing septic systems especially in higher density areas will be encouraged in order to anticipate needed improvements or possible needed changes in zoning density.

3. Composting toilets and the use of other alternative sewage treatment systems are encouraged.

4. Efforts to improve and expand existing water systems to serve rural population densities are encouraged. Consolidation of districts is also encouraged for economies of sale and better coordination. In areas where the future water supply by districts is questionable, well systems may be feasible. Lot sizes in these areas shall be larger to reflect this alternative.

5. A study should be undertaken to determine the extent of the aquifer (a large underground lake or water supply) area believed to be along the basalt ridge from Knappa to Westport, currently in forest management. Every effort should be made to utilize this supply for future growth as opposed to expanding surface water systems because of the costliness of required treatment for surface water.

6. New power transmission lines will be confined to existing easements to eliminate further scarring of the hills.

7. *Power systems which utilize solar (i.e. solar farms) and wind generated energy are well suited for the Northeast County and shall be encouraged to locate here.

8. *Major manufacturing operations shall be encouraged to develop their own sources of energy through waste treatment or other alternatives which utilize renewable resources.

Community Development

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 before sewered.

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

    a. there is a demonstrated need to accommodate long range urban population growth requirements;
    b. there is need for housing, employment opportunities, and livability;
    c. the change could provide an orderly and economic extension of public facilities and services;
    d. the change would allow for efficient land use and utility patterns within and on the fringe of the existing urban area;
    e. the environmental, energy, economic, and social consequences.

3. The existing commercial zone in Westport should be reduced to a size that is more appropriate for the community.

Rural Land

Policies*

1. Generally the minimum parcel size for building sites shall be one acre, where adequate public facilities are available. Clustering will allow smaller lot sizes, depending on septic tank approval. The overall density, however, will be 1 acre/dwelling unit.

2. The conversion of lands adjacent to forest land which are "built upon or are irrevocably committed" to a higher density by rezoning shall be encourage at Plan updates if it is determined that more land is needed for housing than was anticipated at the time of adoption of the Northeast Plan, and public facilities are adequate to serve higher densities. Conversion of these lands to higher densities should occur before conversion of resource lands (EFU, Forest) to housing.

3. New commercial zones shall only be considered if or a neighborhood type or if concentrated in and adjacent to existing, well-established business areas in order to increase the patronage and vitality of these areas and to avoid undue dispersal of new commercial activities.

4. When considering new commercial buildings or when existing commercial uses are considering expansion, the following standards shall be required in addition to those policies addressed in the Transportation Section:

    a. Adequate off-street parking shall be provided.
    b. A buffer or landscape planning area shall be provided when abutting residential zones.
    c. Signs shall be limited. Signs which advertise national brands of products or similar advertisements which are not promoting the primary item for sale on the premises shall be discouraged.

Conservation Forest Lands

Policies*

1. Forest lands shall be conserved for forest uses.

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

Other policies pertaining to Conservation Forest Lands areas are located in the Forestry Background Report and County-wide Element.

Conservation Other Resources

Policy*

1. The County shall encourage the identification, conservation, and protection of watersheds, fish and wildlife habitats, and areas of historical, cultural, and/or scientific importance. Forestry, recreational, and associated activities may be reviewed and restricted when such activities are found to be in conflict with the conservation and protection of such areas.

Natural

Policies*

1. The Gnat Creek marsh, Big Creek spruce swamp, Plympton Creek waterfalls, Bradwood Cliffs, and important marshes along the Columbia River, shall be protected from alteration.

2. Landowners shall be encouraged to dedicate isolated natural features (landmarks) such as big trees, waterfalls, etc.