

GOAL 11: PUBLIC FACILITIES AND SERVICES

BACKGROUND REPORT

PURPOSE: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development in Clatsop County.

CURRENT CONDITIONS

DIKING AND DRAINAGE DISTRICTS

There are 14 diking districts, both active and inactive. Most of the dikes and water control structures were constructed prior to the 1940s. Much of the agricultural land in the Northeast Planning Area has been drained by the construction of dikes, which are vulnerable to breaches by flooding and/or sea level rise. In the Miles Crossing/Jeffers Garden area, the dikes drain the land and provide protection to many homes and businesses.

TABLE 1: DIKING DISTRICTS			
DISTRICT NAME	DISTRICT #	STATUS	ACRES
Clatsop #1 Drainage Improvement Company	#1	Active	Unknown
Clatsop Diking Improvement Company	#7	Active	Unknown
Svensen Island	N/A	Unknown	293
Warrenton	N/A	Unknown	5,578
Gnat Creek	4	Unknown	85
Jeffers Garden	5	Active	628
Tenasillahee Island	6	Inactive	1,733
Blind Slough	7	Unknown	1,485
Lewis & Clark	8	Inactive	1,039
Youngs River	9	Unknown	3,305
Karlson Island	10	Defunct	349
Brown	11	Active	416
Knappa	12	Inactive	93
Walluski	13	Unknown	905
John Day	14	Active	342
Westport	15	Active	238

Source: Clatsop County Public Works

As noted above, many of these water districts are no longer active. This has implications for the responsibility for ongoing repairs and maintenance. Because much of the agricultural land along the Columbia River and contributing sloughs and streams was created by constructing dikes, these areas are vulnerable when maintenance is continually deferred. Rising sea levels will also impact

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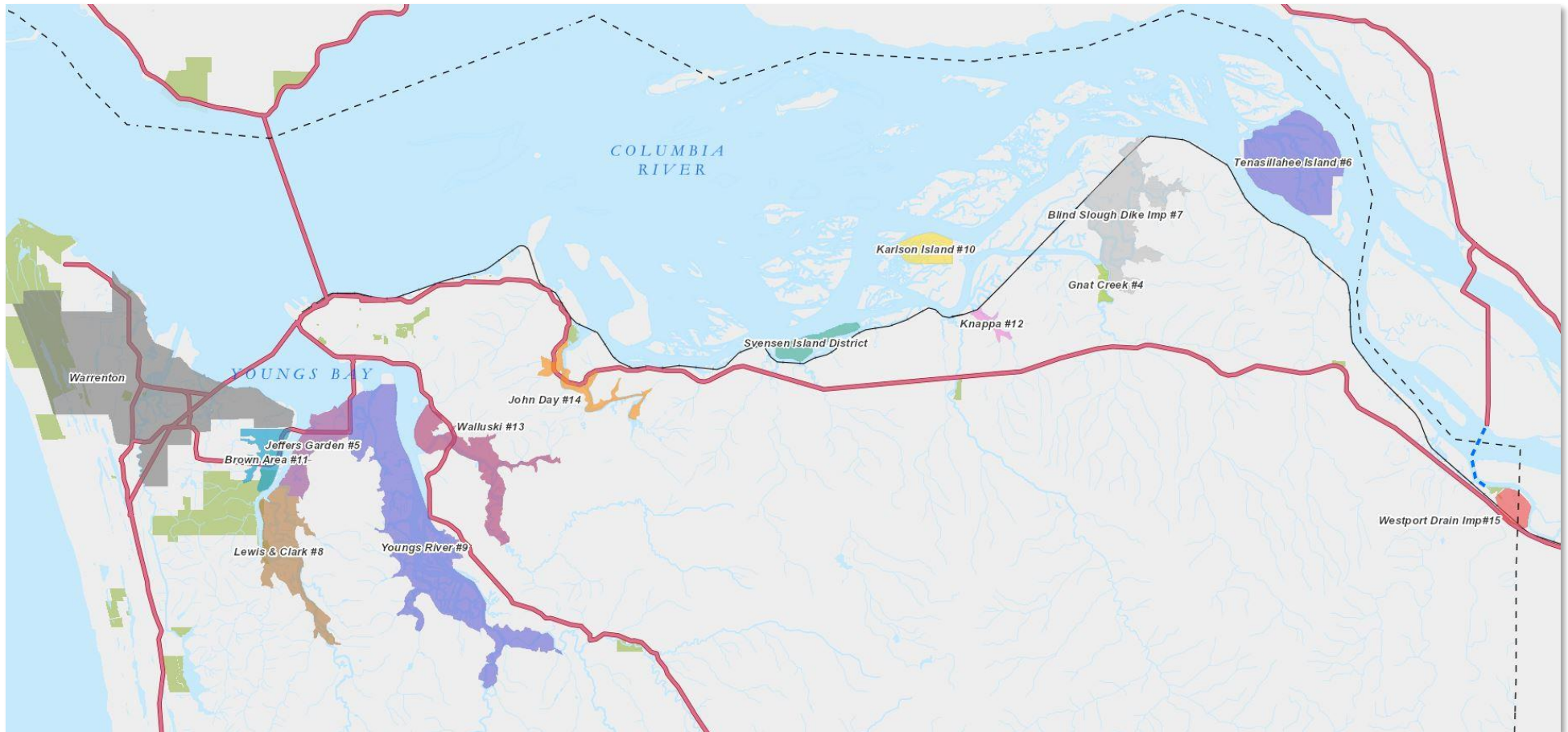
dikes and the land behind those structures if the dikes are not properly maintained. Well maintained dikes affect the ability to farm and have economic impacts on agriculture.

The Skipanon Water Control District previously covered the Skipanon River area, Warrenton, and Cullaby Lake. The District provided flood protection, controlled the water level for recreation use at Cullaby Lake and helped to minimize shrinking and swelling of the peat soils. The District was dissolved in 2020 and its assets were transferred to the City of Warrenton and to Clatsop County.

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MAP 1: DIKING DISTRICTS



SOURCE: Clatsop County GIS

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WATER SUPPLY

Most of Clatsop County's rural residents obtain their water from a community water system. Other residents utilize a surface source, a spring, or a well. There are currently 34 licensed community and municipal water systems that serve the residents and businesses of Clatsop County (**Table 1**). Two of those systems – Falcon Cove Beach and Fishhawk Lake, are licensed in Tillamook and Columbia counties, respectively.

Over the past several years, the issues of water quantity and water quality have become increasingly prominent. Climate change will also likely increase the instances and severity of drought over the next 20 years. As noted by the Oregon Climate Change Research Institute (OCCRI) in its 2020 report for Clatsop County, average temperatures are projected to rise 2.1°F by 2040. Instances of drought will also increase due to low summer moisture, low spring snowpack, low summer runoff, low summer precipitation and higher summer evaporation.

In March 2020, the City of Warrenton issued an emergency order which prohibits new connections or expansion of existing water services outside of the city boundaries. Because much of the new residential development west of Highway 101 relies on water from Warrenton, this moratorium has had an impact on new development in the Clatsop Plains Planning Area.

During the process of updating the Clatsop County Comprehensive Plan and associated community plans, it has become apparent that the communities are strongly concerned about water quantity and quality and that there is insufficient current data available to provide a foundation for policy and projects.

TABLE 2: ACTIVE DRINKING WATER SYSTEMS, CLATSOP COUNTY							
PWS ID	PWS Name	Regulating Agency	System Type	Owner Type	Connections	Population Served	Primary Source
OR4100802	ARCH CAPE WATER DISTRICT	State - Reg 1	C	Local Government	293	150	SW
OR4100055	ASTORIA, CITY OF	State - Reg 1	C	Local Government	4,076	9,802	SW
OR4100054	BURNSIDE WATER ASSOCIATION	County	C	Private	112	315	SWP
OR4194481	CAMP 18	County	NC	Private	5	69	GW
OR4195443	CAMP RILEA	County	NTNC	State Government	75	136	GW
OR4100164	CANNON BEACH, CITY OF	State - Reg 1	C	Local Government	1,781	1,710	GW
OR4100044	CANNON VIEW PARK INC	County	NC	Private	50	75	GW
OR4100804	ELDERBERRY NEHALEM WS	County	C	Private	60	140	GW
OR4100805	EVERGREEN ACRES	County	C	Private	47	100	GW
OR4100045	FALCON COVE BEACH WD	County (Tillamook)	C	Local Government	92	200	GW
OR4100059	FERNHILL COMMUNITY WTR SYSTEM	County	C	Private	91	300	SWP
OR4100124	FISHHAWK LAKE RESERVE AND COMMUNITY	State - Reg 1	C	Private	250	350	SW
OR4100318	GEARHART WATER DEPARTMENT	County	C	Local Government	1,400	1,465	SWP
OR4190416	GEORGIA PACIFIC CO LLC WAUNA	State - Reg 1	NTNC	Private	1	700	SW
OR4194157	HAMLET QUICK-STOP	State - Reg 1	NC	Private	1	30	SW
OR4190531	JEWELL SCHOOL DISTRICT #8	State - Reg 1	NTNC	Local Government	10	200	GU
OR4100060	JOHN DAY WATER DISTRICT	County	C	Private	101	350	SWP
OR4100061	KNAPPA WATER ASSOCIATION	County	C	Private	574	1,800	GW
OR4195297	ODF NORTHRUP CREEK HORSE CAMP HP	County	NC	State Government	1	55	GW
OR4190762	ODF SPRUCE RUN PARK HP	County	NC	State Government	1	40	GW
OR4191097	ODOT HD SUNSET SPRINGS RA	County	NC	State Government	3	500	GW
OR4100057	OLNEY-WALLUSKI WATER ASSN	County	C	Private	233	530	SWP
OR4190413	ONEYS RESTAURANT/LOUNGE	County	NC	Private	6	60	GW
OR4191007	OPRD BRADLEY STATE WAYSIDE	County	NC	State Government	2	383	GW
OR4100799	SEASIDE WATER DEPARTMENT	State - Reg 1	C	Local Government	3,500	6,400	SW
OR4100800	STANLEY ACRES WATER ASSN	County	C	Private	112	315	SWP
OR4100933	SUNSET LAKE RV PARK	County	C	Private	100	170	GW
OR4100932	WARRENTON, CITY OF	State - Reg 1	C	Local Government	3,539	9,100	SW
OR4100951	WAUNA WATER DISTRICT	County	C	Local Government	68	188	GW
OR4100195	WESTPORT HEIGHTS	County	C	Private	40	90	GW
OR4100950	WESTPORT WATER ASSOCIATION	County	C	Private	165	550	GWP
OR4100063	WICKIUP WATER DISTRICT	State - Reg 1	C	Private	636	1,590	SW
OR4100058	WILLOW DALE WATER DISTRICT	County	C	Local Government	125	300	SWP
OR4100062	YOUNGS RIVER LEWIS & CLARK WD	State - Reg 1	C	Local Government	1,004	2,530	SW

Source: Oregon Health Authority, Drinking Water Data Online, 2021

System Classification:

- C = Community Water System:** A water system that has 15 or more service connections used by year-round residents, or that regularly supplies drinking water to 25 or more year-round residents. Examples are cities, towns, subdivisions, and mobile home parks.
- NTNC = Non-Transient Non-Community Water System:** A water system that supplies water to 25 or more of the same people at least six months per year in places other than their residences. Examples include schools, hospitals, and work places.
- NC or TNC = Transient Non-Community Water System:** A water system that provides water to 25 or more persons in a place where people do not remain for long periods of time, such as a restaurant or campground.
- NP = Non-EPA (State Regulated) Water System ("Non-Public"):** A water system that provides water to small residential communities between 4 and 14 connections, or serves from 10 to 24 persons a day at least 60 days a year, or is licensed by the Health Division or delegate county health department but is not a Transient Water System.
- W = Wholesale System:** A water system that produces finished water and delivers all of that finished water to one or more public water systems.

Agency:

- Who has primary responsibility to provide oversight and help to the water system
- S** = Oregon Health Authority
- A** = Department of Agriculture
- C** = Local county health department

Source Type/Primary Source:

- GW** = Groundwater (wells, springs).
- SW** = Surface water (e.g., rivers, lakes, creeks).
- GU** = Groundwater under direct influence of surface water (GWUDI). GWUDI refers to groundwater sources located close enough to nearby surface water to receive direct surface water recharge.
- GWP** = Purchases water from another water system that uses ground water only.
- SWP** = Purchases water from another water system that uses surface water or surface water and ground water mixed.
- GUP** = Purchases water from another water system that uses GWUDI or GWUDI and ground water mixed.

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WASTE DISPOSAL

In most parts of unincorporated Clatsop County and within the City of Gearhart, sewage is handled through the use of on-site sewage disposal systems. The four other cities within the County operate municipal sewer systems. In recent years, in order to address concerns from the Oregon Department of Environmental Quality, some community sewer systems have been connected to municipal systems or new community sewer systems have been permitted. Table 3 identifies sewer districts within unincorporated Clatsop County.

TABLE 3: SEWER DISTRICTS	
DISTRICT NAME	COMMENTS
Arch Cape Sanitary District	Active Connections: 345 Connections at Build-Out: 485
Miles Crossing Sanitary Sewer	Information not available
Shoreline Sanitary	Information not available
Sundown Sanitary	Information not available
Westport Sewer	Active Connections: 90 Additional Information: Operated by Clatsop County Public Works. This district serves 90 connections and is funded by user fees. In 2007, the Oregon Department of Environmental Quality (DEQ) required the district to expand and reconfigure its sewer plant to ultraviolet treatment of wastewater in order to comply with wastewater standards. Those improvements cost in excess of \$1 million and were funded by a \$1 million grant from the Oregon Economic Development Division, a \$112,250 loan from DEQ and by user fees.

¹ MGD: Million Gallons per Day

Source: Clatsop County Public Works

OTHER PUBLIC FACILITIES AND SERVICES

Within Clatsop County, there are 52 different service districts and associations of varying types and sizes. These include fire districts, school districts, diking districts, healthcare, education, water districts and law enforcement and road districts, among others. Special districts are local agencies that deliver specific services to specific communities. Special districts are autonomous government entities that are accountable to the voters or landowners they serve. Table 4 details these districts.

TABLE 4: SPECIAL DISTRICTS		
DISTRICT TYPE	DISTRICT NAME	DISTRICT PURPOSE
Soil and Water	Clatsop Soil and Water Conservation District	Identify local conservation needs and support landowners in implementing solutions
Utility and Utility Subdivision	Clatskanie, PUD, Subdivision 1	People's utility districts provide power
	PUD Sub Zone 5	
Community College	Clatsop Community College	Provide post-secondary education
Transportation	Sunset Empire Transportation District	Provide public transportation services that connect regions

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TABLE 4: SPECIAL DISTRICTS		
DISTRICT TYPE	DISTRICT NAME	DISTRICT PURPOSE
School	Astoria School District 1C	Provide K-12 education
	Clatskanie School District 6J	
	Knappa School District 4	
	Jewell School District 8	
	Seaside School District 10	
	Warrenton-Hammond School District 30	
Fire	Cannon Beach Rural Fire Protection District	Protect homes, businesses, and the environment from fires and respond to medical emergencies
	Gearhart Rural Fire Protection District	
	John Day-Fernhill Rural Fire Protection District	
	Knappa-Svensen-Burnside Rural Fire Protection District	
	Lewis & Clark Rural Fire Protection District	
	Seaside Rural Fire Protection District	
	Warrenton Rural Fire Protection District	
	Westport-Wauna Rural Fire Protection District	
	Clatskanie RFPD	
	Hamlet Rural Fire Protection District	
	Olney-Walluski Fire and Rescue District	
	Elsie-Vinemapple Rural Fire Protection District	
	Mist-Birkenfeld RFPD	
	Nehalem Bay Fire and Rescue District	
Water	Burnside Water Association	Deliver water to residential, commercial, and agricultural areas
	Falcon-Cove Beach Domestic Water District	
	Wickiup Water District	
	Youngs River Lewis and Clark Water District	
	Arch Cape Domestic Water Supply District	
	Willowdale Water District	
	John Day Water District	
	Sunset Lake Water District	
	Wauna Water District	
Water Control	Skipanon Water Control District (dissolved)	Control water to reduce or eliminate flooding
Park	Sunset Empire Park and Recreation District	Provide parks, open spaces, and community programs to improve quality of life
Port	Port of Astoria	Manage recreational, economic, and environmental coastal and river infrastructure
Health	Union Health District	Promote the physical and mental health of communities, which may include preventative care, nutrition education, health clinics, traditional hospitals, or
	Clatsop Care Center Health District	

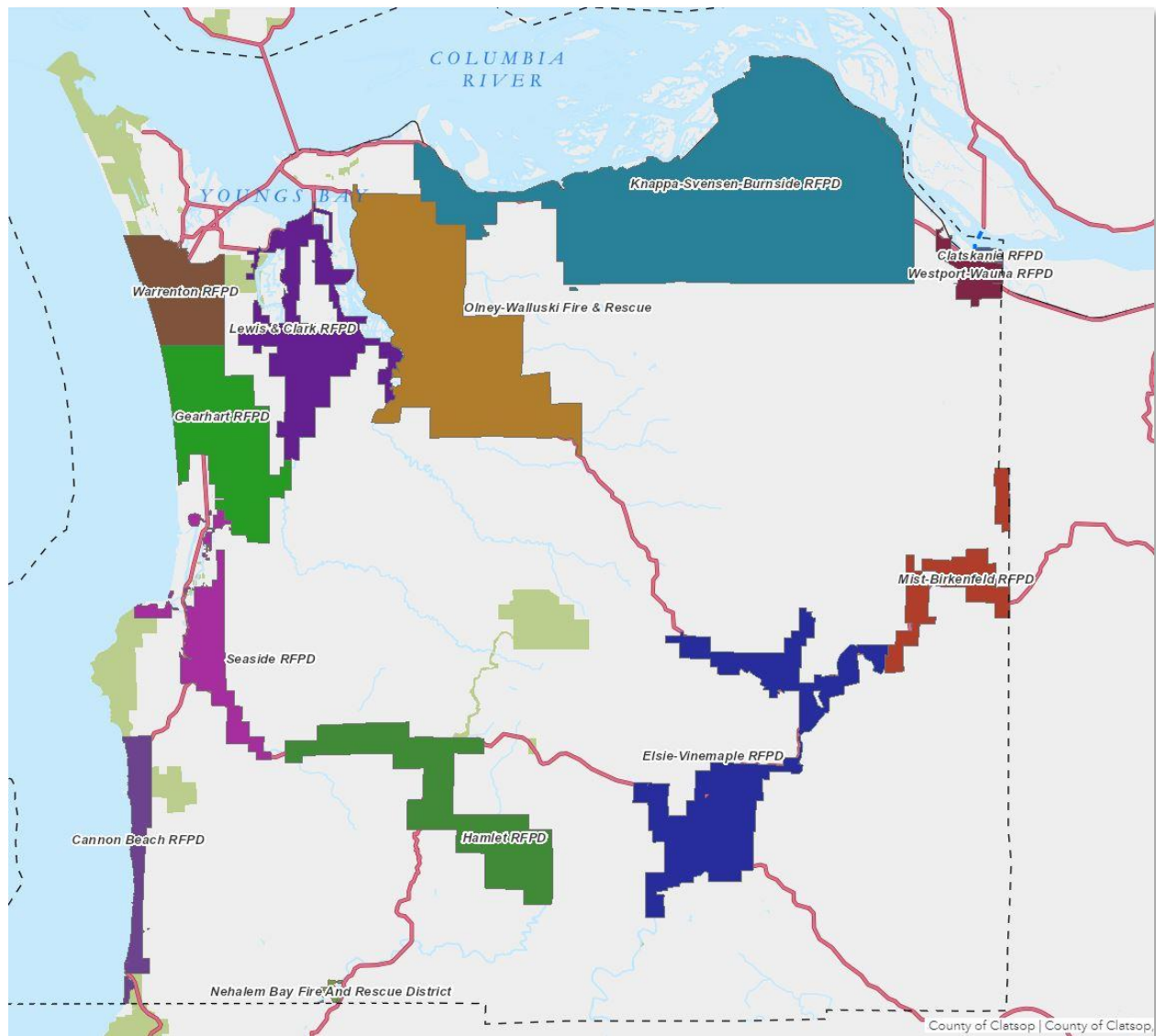
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TABLE 4: SPECIAL DISTRICTS		
DISTRICT TYPE	DISTRICT NAME	DISTRICT PURPOSE
		other services
Sanitary	Sundown Sanitary District	Treat and recycle wastewater
	Shoreline Sanitary District	
	Arch Cape Sanitary District	
	Westport Sanitary District	
	Miles Crossing Sanitary Sewer District	
Other	4H Extension Service	County service districts and other districts offer over 22 different types of services, such as law enforcement, agricultural educational extension services, and street lighting
	Clatsop Rural Law Enforcement, Zone 1	
	Clatsop Rural Law Enforcement, Zone 2	
	Clatsop Rural Law Enforcement, Zone 3	
	Clatsop Rural Law Enforcement, Zone 4	
	Clatsop Rural Law Enforcement, Zone 5	
	Astor East Urban Renewal	
	SE Seaside Urban Renewal	
	Warrenton Urban Renewal	

Source: Clatsop County Assessment and Taxation; Special Districts Association of Oregon

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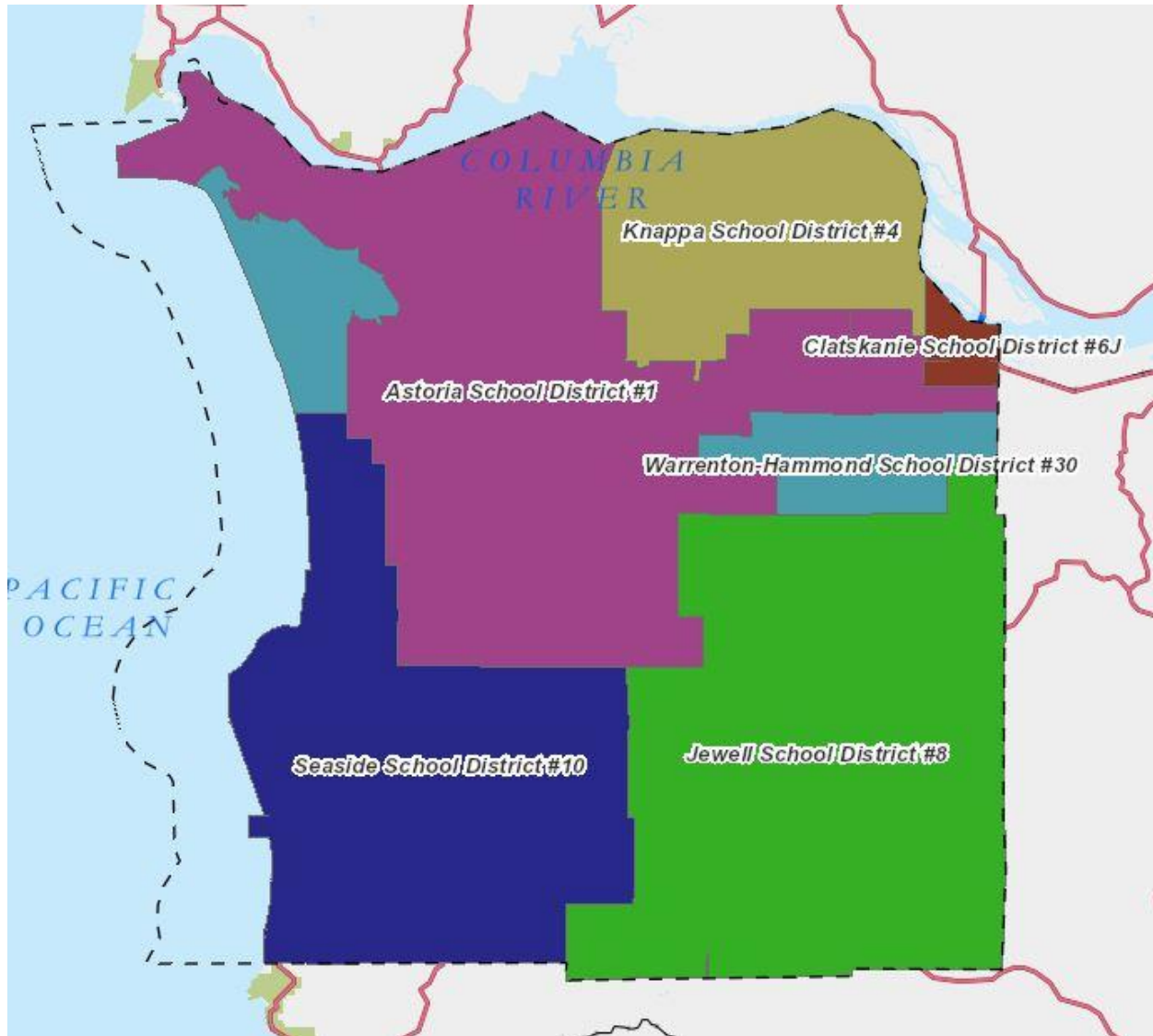
MAP 2: RURAL FIRE PROTECTION DISTRICTS



SOURCE: Clatsop County GIS

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MAP 3: SCHOOL DISTRICTS



SOURCE: Clatsop County GIS

APPROPRIATE LEVELS OF PUBLIC FACILITIES

Oregon Administrative Rule (OAR) 660-011 provides requirements regarding the siting of public facilities and services on rural lands. OAR 660-011-0060(2) prohibits local governments from allowing the establishment of new sewer systems outside of urban growth boundaries unless a public health issue will be resolved. Additionally, local governments cannot use the existence of a public water system to increase base density in a residential zone.

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.

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Certain facilities and services are available to all county residents, such as County health services, Sheriff's protection and many other social services. Other services, such as sanitary sewer and wastewater treatment plants and public transit are more appropriate for incorporated areas where higher densities make the provision of such types of services cost effective.

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 may be appropriate. Development here will not directly affect school services, although increased employment may result in increased housing in the vicinity which would impact school. 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 identified in the comprehensive plans of the individual cities.
- b. **Rural Service Areas (RSA) and Rural Communities:** The RSAs in the County are:
 - Fishhawk Lake Estates
 - Shoreline Estates
 - Old Naval Hospital Site (now the River Point subdivision)

The Rural Communities in the County are:

- Arch Cape
- Miles Crossing / Jeffers Garden
- Knappa
- Svensen
- Westport

Arch Cape, Miles Crossing/Jeffers Gardens and Westport currently have public water, sewer and fire protection. Neither Knappa nor Svensen have served by public sewer. Public water or sewer services and fire protection are appropriate and further development must be based on the capacities of the systems. Development in these areas can have significant impacts on schools. Applications for new subdivision will be referred to the appropriate school district. Development will only be allowed if the schools have sufficient capacity to accommodate new students that are expected to be generated from the proposed new development. As the

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County updates its development code, regulations will need to be drafted to implement this policy.

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. The City of Astoria provides water to the John Day and Fern Hill Water District. As discussed above, the Falcon Cove Beach Domestic Water District enacted a moratorium from 2018-2020. It is important to monitor and coordinate development with the water districts in order to ensure that new development does not outstrip the capacity of the district to serve their service areas. While public water is an appropriate public facility in this Plan designation, it is not essential for smaller-scale 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.

Community sewage systems are not appropriate in this Plan designation.

Rural Agricultural Lands

These lands are reserved 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. Because 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 lead to pressure to further develop land for residences. The primary function of Rural Agricultural Lands is for Agricultural use. Any extension of public 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.

Forest Lands

The primary purpose of this Plan designation is to conserve lands for commercial timber production, wildlife habitat, and recreation. Generally, residences are in conjunction with a forest use, but in many areas with this designation residences on substandard parcels are common. Therefore, community water systems are often already serving these dwellings. As with agricultural lands, the parcel size and use are controlled by the zoning. 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. Any extension of public water will only be to support a development in conjunction with a resource use and will not be the basis for

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future conversion to non-resource use.

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

Community sewage systems are not appropriate in this Plan designation.

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.