

ORDINANCE No. 811-A

Introduced by Commissioner Max F. DINGAMIAN

AMENDING THE CITY OF WARRENTON GOAL 5 BACKGROUND REPORT, COMPREHENSIVE PLAN AND ZONING ORDINANCE No. 726-A

WHEREAS, certain changes are necessary to update and amend the City of Warrenton Comprehensive Plan, Zoning Ordinance and map; and

WHEREAS, the City of Warrenton Planning Commission has reviewed the proposed changes and has recommended said changes to the Warrenton City Commission;

NOW, THEREFORE, the Warrenton City Commission does ordain as follows:

Section 1. The City of Warrenton Comprehensive Plan, Zoning Ordinance and map is hereby amended as set forth in Exhibit "A", Exhibit "B" and Exhibit "C", which are attached hereto and by this reference incorporated herein.

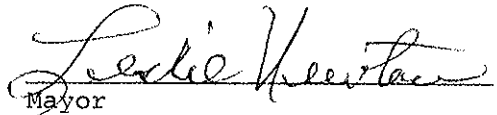
Section 2. If any article, section, subsection, subdivision, phrase, clause, sentence or word in this ordinance shall, for any reason, be held invalid or unconstitutional by a court of competent jurisdiction, it shall not nullify the remainder of the ordinance but shall be confined to the article, section, subdivision, clause, sentence or word so held invalid or unconstitutional.

First reading: 12-16-87

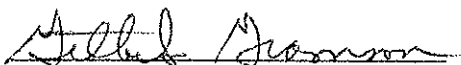
Second reading: 1-6-88

PASSED by the Warrenton City Commission, this 6th day of January 1988

APPROVED by the Mayor of the City of Warrenton, this 6th day of January 1988.


Mayor

ATTEST:


City Manager/Auditor

WARRENTON GOAL #5 BACKGROUND

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REQUIREMENTS OF THE STATEWIDE PLANNING GOALS

The overall goal of Statewide Planning Goal #5, Open Space, Scenic and Historic Areas, and Natural Resources, is:

"To conserve open space and protect natural and scenic resources."

To achieve this goal, Warrenton is required to undertake an inventory of the following twelve types of resources:

1. Land needed or desirable for open space;
2. Mineral and aggregate resources;
3. Energy sources;
4. Fish and wildlife areas and habitats;
5. Ecologically and scientifically significant natural areas, including desert areas;
6. Outstanding scenic views and sites;
7. Water areas, wetlands, watersheds and groundwater resources;
8. Wilderness areas;
9. Historic areas, sites, structures and objects;
10. Cultural areas;
11. Potential and approved Oregon Recreation trails;
12. Potential and approved federal wild and scenic waterways and state scenic waterways.

These resources are to be inventoried as to their location, quality and quantity.

Upon completion of the resource inventory a determination is to be made if there are conflicting non-open space uses for these resources or resource areas. Areas or sites for which no conflicting uses have been determined to exist, the economic, social, environmental and energy consequences of the conflicting uses (on the resource) shall be determined.

Based on the inventory and the analysis of conflicting uses, the City of Warrenton is to develop a program that will:

1. Insure open space;
2. Protect scenic and historic areas and natural resources for future generations; and
3. Promote healthy and visually attractive environments in harmony with the natural landscape character.

Requirements of the Administrative Rule on Goal #5, OAR 660-15-000

An administrative rule clarifying the requirements of Statewide Planning Goal #5, Open Spaces, Scenic and Historic Areas, and Natural

Resources was adopted by the Land Conservation and Development Commission in June of 1981. The administrative rule establishes a method to be used in applying Goal #5 to resource sites. This procedure addresses the following elements:

- What is and is not required to be included in the plan inventory;
- How to identify conflicting uses for resource sites and determine their impacts on those resource sites; and
- How to protect resource sites, depending on the degree to which conflicting uses are to be allowed or limited.

The following is an outline of the three-step procedure which the Administrative Rule establishes. The first step is data collection and an evaluation of the quality, quantity, and location of the resource sites identified. Based on the information collected one of three decisions is made:

- The resource is determined not to be important enough to warrant inclusion in the inventory; or
- The available information is inadequate to determine the value of an identified resource (in this case, the City of Warrenton must include policy language in its Comprehensive Plan committing the City to the development of additional information on the resource and an evaluation of the resource within a specific period of time); or
- There is sufficient information on the resource site's quality, quantity, and the resource site is important enough to include in the inventory.

The second step is the identification of conflicting non-open space uses for a given resource or resource site. If no conflicting uses are identified, the resource must be protected. If conflicting uses are identified, an evaluation of the environmental, social, economic and energy consequences of allowing the conflicting use is required. The level of information that the City of Warrenton must provide concerning possible conflicting uses should be adequate to explain why the City of Warrenton chooses to protect, or not protect a given resource.

The third step is the development of a program to achieve the purpose of Open Space Goal. The type of program to be developed is dependent on whether the resource site is to be protected from all conflicting uses, or identified conflicting uses to be fully allowed, or conflicting uses of the resource site are limited through plan policy and zoning ordinance provisions.

Relationship of Goal #5 to the Estuarine Resources Goal #16; and the Coastal Goal #17

Goal #5 lists twelve types of resources that are subject to inventory and possible protection. A number of these resources are also

addressed by the Estuarine Resources Goal and the Coastal Shoreland Goal. Thus, when one of the twelve Goal #5 resources is located in either an estuarine or coastal shoreland area, the appropriate resource inventory and protection requirements of the Estuarine Resources Goal or the Coastal Shorelands Goal are applied. Therefore, these resources are not covered by this element of the Comprehensive Plan.

The following describes the scope of the Goal #5 inventory for each of the identified resources:

1. Open Spaces - all land and water areas.
2. Mineral/Aggregate - all land and water areas.
3. Energy Sources - all land and water areas.
4. Fish/Wildlife Habitat - all land outside of the City of Warrenton's estuarine areas.
5. Ecologically significant Natural Areas - all land outside the Coastal shoreland planning area.
6. Scientifically significant Natural Areas - all land areas.
7. Outstanding Scenic Views - all lands outside of the Coastal Shoreland planning area.
8. Watersheds - all land areas.
9. Groundwater Resources - all land areas.
10. Wetlands - all land outside of the Coastal Shoreland planning area.
11. Historical/Archaeological Sites - all areas.
12. Wilderness - all land and water areas.
13. Oregon Recreation Trails - all land areas.
14. Wild and Scenic Waterways - all land areas.

Open Space

The Goal defines open space to "consist of land used for agriculture or forest uses and any land area that would, if preserved and continued in its present use:

- a) Conserve and enhance natural or scenic resources;
- b) Protect air or streams or water supply;

- c) Promote conservation of soils, wetlands, beaches or tidal marshes;
- d) Conserve landscaped areas such as public or private golf courses, that reduce air pollution and enhance the value of abutting or neighboring property;
- e) Enhance the value to the public or abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries or other open space;
- f) Promote orderly urban development."

Open space within the City of Warrenton can be placed in one of the following categories:

- 1. General Open Space;
- 2. Estuarine Open Space;
- 3. Beach and Dune Areas West of the Ridge Road;
- 4. City Park and Recreation Areas.

The general open space category encompasses a wide variety of undeveloped areas in the City that do not fall into one of the three more site-specific open space categories. The City of Warrenton covers a large land area in excess of 16 square miles and only a small portion of the area has been developed. Over time, certain general open space areas will be developed as residential, commercial, and industrial uses gradually expand. Other general open space areas will remain undeveloped due to physical limitations such as weak foundation soils and flood plain restrictions. Due to the overall abundance of undeveloped general open space areas within the City of Warrenton, these areas are not considered to have substantial open space values and accordingly do not merit specific Goal 5 protection.

Estuarine open space areas are found along the shorelines adjoining the Columbia, Youngs, Lewis & Clark, and Skipanon Rivers. The City of Warrenton has developed a comprehensive estuarine planning program which regulates the use of estuarine areas. The major conflicting use of the open space value in estuarine areas is the loss of estuarine surface area to filling. The City of Warrenton had designated estuarine areas as either Natural, Conservation or Development with only limited areas being placed in the Development zone. Natural and Conservation zones severely restrict estuarine alterations and effectively limit uses which might conflict with open space values. Development zones do allow significant estuarine alterations but since only limited areas have been placed within this zone, there is the potential for only minimal impacts upon the estuary's overall open space value. Existing zone standards adequately protect estuarine open space areas.

The beach and dune areas to the west of the Ridge Road could be considered as an open space resource. Fort Stevens State Park is

located in this portion of the City of Warrenton. Camp Kiwanilong, a summer youth camp facility owned by Clatsop County, is located to the south of Fort Stevens State Park. An area of privately owned residential lands are found to the south of Camp Kiwanilong.

No conflicting uses for the Pacific Ocean beaches have been identified. The ocean beach, up to the Ocean Shore zone line, is in State of Oregon ownership. Activities occurring on the beaches are regulated by the Parks and Recreation Division of the Oregon Department of Transportation.

The development of residentially zoned private lands in the southern reaches of this geographic area has been identified as a conflicting use. But, this type of residential subdivision offers a unique type of home site to residents of the City of Warrenton. The City has a limited supply of high quality, large lot, semi-secluded home site such as those within this area. The continued development of these privately-owned residential lands should be allowed.

The final category of open space includes city-owned properties which have been set aside for park and recreation purposes. These include the Warrenton City Park (a 20-acre facility with ball fields, tennis courts, jogging trails, play lots, and picnic areas), the E. H. Carruthers Memorial Park (a 3-acre passive recreation and viewpoint park being developed along the Columbia River west of Tansy Point), and the City of Warrenton Mooring Basin and Boat Launching facilities.

Encroaching residential, commercial or industrial use could conflict with the open space values of these park and recreation lands. Since all of these areas are owned and managed by the City of Warrenton, they are adequately protected from such potential encroachments. No additional protection is necessary.

Mineral and Aggregate Resources

The City of Warrenton has a very limited supply of mineral resources of commercial value. There are no good sources of gravel or aggregate within the urban growth boundary of the City of Warrenton. The source of these materials is primarily outcrops of basalt and gravel deposits in the uplands of the County. Although the area has been considered as a potential source for oil and gas, no significant finds have been made. Oceanographic studies have indicated that extensive folding exists of the coast. The area off the coast apparently has a better potential for oil and gas.

There are a series of dune formations in the western portion of the City of Warrenton that run parallel to the Pacific Ocean coastline. These dune ridges have the potential to be developed as sources of sand. Properties along the two dune ridges between Juniper Avenue and the Ridge Road have been utilized as borrow sources for sand in the past and additional sites could be developed in the future. Lands to the west of the Ridge Road should not be utilized as commercial sand sources because

of the potential soil erosion problems which would result from the removal of fragile vegetative cover. Commercial sand pits have been developed along Juniper Avenue to the north of S.W. 9th Street. The City of Astoria removes sand from a ridge to the north of the Ocean View Cemetery.

Since potential sand resources are widely available and found throughout the City of Warrenton along older stable dune ridges, it is not necessary to inventory these resource sites or attempt to restrict potential conflicting uses.

Mineral and Aggregate Resources

Add Comprehensive Plan Policy.

Sand is a valuable resource in the development of lands within the city and should be made available."

"There are a number of dune ridges in the western portion of the City which have the potential to be utilized as borrow sources for sand. In order to protect fragile dune vegetative cover, commercial sand extraction uses should not be permitted to the west of Ridge Road.

Add Plan Strategy.

"A) Commercial sand extraction within 1,000 feet of an existing residential dwelling shall be a Conditional Use in the City's R-10 and RM Zones. Commercial sand extraction shall be a permitted use in these zones if the extraction area is at least 1,000 feet from the nearest existing residence.

Zoning Ordinance Amendments

1) Add commercial sand extraction on lands at least 1,000 feet from the nearest residence as a Permitted Use in the R-10 and RM Zones.

2) Add commercial sand extraction on lands within 1,000 feet of the nearest residence as a Conditional Use in the R-10 and RM Zones.

Energy Resources

No potential energy resources have been identified within the City of Warrenton.

Fish and Wildlife Habitat

Fish Habitat

The "Fish and Wildlife Protection Plan for Clatsop County," prepared by the Oregon Department of Fish and Wildlife, has identified four sensitive areas for fish and shellfish production. these areas are:

1. Rivers and Streams;
2. Estuarine;
3. Lakes and Reservoirs; and
4. Ocean Beaches.

The Skipanon River is the only river or stream within the City of Warrenton and it has limited fish habitat value because fish migration routes are blocked at River Mile 2.2 by the 8th Street flood control structure. The Skipanon River is within the City's Coastal Shoreland Planning area. The estuarine areas of the Columbia, Youngs, and Lewis & Clark Rivers have fish habitat values as feeding and resting grounds and are protected through the City's estuarine planning program. The City of Warrenton has a number of freshwater coastal lakes which provide habitat for freshwater game and non-game fish; these lakes are protected by a freshwater lake zoning designation. The razor clam beds along the Pacific Ocean are owned by the State of Oregon and managed by the Department of Fish and Wildlife.

All identified fish habitat areas are included within the boundaries of the City of Warrenton's shoreland planning area and do not require additional Goal 5 protection. The City of Warrenton has also identified riparian vegetation and taken measures to protect these important habitat areas.

In order to meet inventory requirements for riparian vegetation and significant shoreland and wetland biological habitats, the Cities of Warrenton, Astoria, Gearhart, and Seaside, the Town of Hammond, and Clatsop County contracted with Duncan Thomas, Wetland Ecologist/Botanist to complete a study of coastal Clatsop County.

The study entitled Riparian Vegetation, hereby adopted by reference, found that riparian vegetation occurs in the urban growth boundary of Warrenton as follows:

- a. A zone up to 50 feet wide from the shorelines of:
 - Lakes of surface area exceeding 1 acre.
 - Estuaries up to the heads of tide.
 - Larger rivers (average annual flow exceeding 100 cubic feet/second).
 - Areas of significant wetland habitat, except where the wetland vegetation is trees and shrubs exceeding 6 feet in height.

- b. A zone up to 30 feet wide from the shorelines of:
- Dikes sloughs of width exceeding 15 feet for some of their length.

Riparian Vegetation

Riparian vegetation was defined as vegetation on the banks of bodies of water which performs several functions - maintains water temperature and quality and enhances fish habitat; provides bank stabilization, provides habitat for the breeding, feeding, and resting of aquatic and upland wildlife species and protects aquatic ecosystems from unnecessary human disturbance.

The location of riparian vegetation and its maximum zone of extent (50 feet or 30 feet) is detailed on 1" to 400' photocontour maps and discussed in the individual site descriptions in the study. The study acknowledges that at a certain location the riparian vegetation may not extend the full length of the maximum zone width; a straight line of 30 feet or 50 feet sometimes includes pasture, land managed for agricultural crops, landscaped or unvegetated areas. The study proposed that riparian vegetation ends at:

- a. The landward boundary of the 30-foot or 50-foot zone width, or
- b. At the boundary of non-riparian vegetation. If an area within the maximum zone width is managed for agricultural crops or pasture, consists of a horticultural or landscaped area, or is unvegetated, the area is not considered to be zone of riparian vegetation.
- c. At a man-made obstruction such as a surfaced road or a dike which prevents the vegetation on the landward side of the obstruction from fulfilling the function of bank stabilization and maintaining water temperature and quality.

A 30-foot or 50-foot zone will be used to regulate preservation of riparian vegetation. However, if a development proposes alteration within the 30-foot or 50-foot zone, the Zoning Administrator may perform a site specific investigation to determine the extent of the riparian vegetation in a particular location.

Wildlife Habitat

Each bird, mammals, reptile and amphibian has its own habitat, a complex set of environmental conditions, to which it is adapted and which it requires for its continued survival. Food, water, vegetative cover and other natural features necessary for shelter, escape, and reproductive needs must be present in the type of quantity and distribution required by a species of animal. Loss of habitat need not be total

to exclude an animal from a particular area; at times, the loss of one critical element is sufficient. The key to maintaining a diverse and abundant wildlife is the provision of diverse habitats suited to the needs of a wide variety of species.

All undeveloped land and water areas contribute to the habitat needs of one or more wildlife species. However, certain habitats are of particular importance. This report focuses on those sensitive habitat areas that are important or essential to the maintenance of wildlife populations.

Big Game Habitat

Black-tail deer, black bear and Roosevelt elk are native to the county and found within the City of Warrenton. Black-tail deer in particular are commonly found in undeveloped portions of the City where the basic habitat requirements, including food, water, cover and freedom from harassment are found.

The Oregon Department of Fish and Wildlife classifies areas within Clatsop County as Major Big Game Range, Peripheral Big Game Range, and Excluded Range. Major Big Game Range is defined as that portion of the county which supports the majority of big game. In general, these lands are sparsely developed forest lands. They also provide the majority of big game recreational opportunity. Peripheral Big Game Range is defined as foothill areas of the County, generally located between commercial forest lands and productive agricultural lands. These lands support substantial big game populations and serve as wintering area for animals from Major Range Areas in severe winters. Conflicts exist between big game and other uses and these conflicts limit management options and recreational opportunities. The Peripheral Big Game Ranges were of equally high value as Major Big Game Range areas prior to their more intensive development. Excluded Range areas are developed areas that are only occasionally used by big game.

The entire City of Warrenton has been classified as an Excluded Big Game Habitat areas due to existing development patterns and future development projections. The City does not contain any sensitive big game habitat areas.

Upland Game Birds

This group of wildlife includes grouse, mountain quail and pigeons. Clatsop County, like most of western Oregon, has a reduced population of upland game birds. Reasons for this decline are varied and complex, but are believed to include chemical manipulation of insects and vegetation, predator increases and changes in habitat. While upland game birds are a product of forested areas, not a great deal is known about managing habitat to increase populations. However, maintaining a wide variety of vegetation appears to be important. Seed and fruit bearing plants such

as elderberry, cascara, bearberry and hawthorne appear to be especially important.

The Fish and Wildlife Habitat Protection Plan for Clatsop County has identified two sensitive habitat areas for upland birds. Mineral springs and other watering areas are important to band-tailed pigeons. Riparian vegetation along streams is identified as being important for ruffled grouse.

None of the identified mineral springs are located in the City. Riparian vegetation has been mapped by the City along its coastal lakes and waterways and is protected by zoning standards.

Waterfowl

The Fish and Wildlife Protection Plan for Clatsop County identifies three areas of Clatsop County as being sensitive habitat for waterfowl. These are the dune lakes of the Clatsop Plains; Youngs Bay and the Lower Lewis and Clark River; and most of the Columbia River Islands. The dune lakes are the City and the estuarine areas of the Youngs and Lewis and Clark Rivers and are all within the Coastal Shorelands Planning Area. The dune lakes are protected by the freshwater lakes zoning designation and the estuarine areas are protected by the City of Warrenton's estuarine Planning Program.

Furbearers

Aquatic and terrestrial furbearers which are common to the City of Warrenton include muskrat, beaver, nutria, mink and otter, and raccoon, coyote, wildcat, and opossum, respectively. Because of the diversity of the species in this category, these animals have a variety of habitat requirements, including various types of forest land, riparian vegetation and wetlands. Generally, areas considered to be Major and Peripheral Big Game habitat are also important for terrestrial furbearers and hunted non-game wildlife while estuarine and coastal shoreland habitat important for waterfowl is also sensitive habitat for aquatic furbearers and hunted non-game wildlife.

It is difficult to inventory the wide variety of habitat areas utilized by these animals. In general terms since all lands within the City of Warrenton are considered to be Excluded Big Game Habitat, none would qualify as sensitive terrestrial habitat areas. Wetland and riparian vegetation habitat areas utilized by aquatic furbearers will be protected by existing management programs from the City's wetlands and areas of riparian vegetation.

Non-Game Wildlife

The City of Warrenton has identified riparian vegetation areas along rivers, sloughs, coastal lakes and significant wetlands as mapped on the 1:400 photocontour maps entitled "Significant Wetland and Upland Biological Habitat," which were prepared by Duncan Thomas. The identified riparian vegetation shall be maintained except where direct water access is required for water-dependent or water-related uses.

Retain Section 7.200 of zoning ordinance.

Ecologically and Scientifically Significant Natural Areas

The report, Oregon Natural Areas, Clatsop County, prepared by the Oregon Natural Heritage Program for the Department of Land Conservation and Development was used as a source for establishing the inventory of possible natural areas in the City of Warrenton. The following sites were listed in this report:

1. Deflation plains south of the Peter Iredale;
2. Shag Lake;
3. Wild Ace Lake
4. Tansy Point/Alder Cove Estuary

All of these potential sites are within the City of Warrenton's Coastal Shorelands Boundary. Sites 1, 2, and 3 are protected by the provisions of the City of Warrenton's A-5 Freshwater Lake Zone. Site 4 is protected by the provisions of the City of Warrenton's A-4 Aquatic Natural Zone.

Wild Ace Lake was deeded to the City of Warrenton by a group of private property owners. The City intends to protect it in its undeveloped state.

Scenic Resources

The City of Warrenton's location on the Columbia River and Pacific Ocean provides its most important scenic resources. The hundreds of acres of forests, lakes, and dunes in Fort Stevens State Park are an important scenic resource to the City of Warrenton and to Clatsop County. Specific scenic areas in the park include the Peter Iredale beach and Coffenbury Lake. Clatsop Spit and the Trestle Bay areas of the park (outside of Warrenton's jurisdiction) provide beautiful views of the Columbia River and Astoria. The protection of these scenic resources is recognized in the Fort Stevens Master Plan, and in fact the park is managed to protect these areas.

The proposed viewing platform in the E. H. Carruthers Memorial Park and the recently constructed vehicle turn-a-round at the north end of N.

W. 13th Street both will afford scenic views of the lower Columbia River.

All of these identified scenic resources are in the Coastal Shoreland Boundary.

Wetlands

The Statewide Planning Goals define wetland as "Land areas where excess water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface. Wetland soils retain sufficient moisture to support aquatic or semi-aquatic plant life. In marine and estuarine areas, wetlands are bounded at the lower extreme by extreme low water; in freshwater areas, by a depth of six feet. The area below wetlands are submerged lands."

Due to its geographic location, adjoining the Columbia River Estuary to the north and east and the Pacific Ocean to the west, the City of Warrenton includes many wetland areas. Estuarine wetlands are found on the river side of the dikes along the Columbia River. Numerous drainage channels reach out into the diked tideland areas in the eastern portion of the City. Many interdune freshwater lakes with perimeter marshes are found in the western portion of the City. The majority of these wetlands are either estuarine wetlands, which are covered by the Goal #16 element of the City of Warrenton's Plan, or wetlands found in the Coastal Shoreland which are covered in the Goal #17 element of the City's Plan. Some of the wetland areas extend beyond the City of Warrenton's Coastal Shoreland Boundary and must be inventories as potential Goal 5 resources.

The City of Warrenton utilizes a study completed by Ecologist/Botanist Duncan Thomas entitled "Significant Shoreland and Wetland Habitats in the Clatsop Plains" as its inventory of Goal #17 and Goal #5 wetlands. This study found that the Clatsop Plains support 4 types of wetland systems which differ in their vegetation and relative abundance of different habitat types:

1. Bogs with coastal lakes. The oldest part of the Clatsop Plains area. Supports Sphagnum bog, shrub, forested swamps or sedge marsh (vegetation types 12, 5, 11, 8, and 9) on deep Braillier peat.
2. Old deflation plains with long narrow coastal lakes, sedge marshes, shrub swamp and forested swamp (1-5, 8, 9, 10, and 11).
3. Young deflation plains with fluctuating water table on sand, seasonally flooded, seasonally dry, with sedge marsh and willow swamps (vegetation types 6 and 7).
4. -Columbia River floodplain mostly degraded, wetter pastures or wetland/pasture. most important sites are the former tide channels, now diked, the larger of which supports warm-water fish.

Also part of the Necanicum River floodplains.

An initial survey was completed of all wetlands within the study area. These wetlands were then reviewed against the following criteria to make an assessment of the site's significance:

1. The size of the site - larger sites are more significant than smaller sites. Also, if the site is a part of a larger complex of wetland areas and/or significant wildlife habitat, its significance is increased.
2. Naturalness - more natural equals more significant. It is important to conserve well-developed natural ecosystems. These are important for maintaining high species and habitat diversity, and important ecological and scientific resources.
3. Habitat Diversity - within the ecosystem. A number of different natural habitat types or biological communities increases the significance of the site.
4. Habitat Diversity - regional. A site which includes rare, natural habitat types or biological communities is significant because it increases habitat diversity in the area.
5. Wildlife Species - wetland habitats utilized by economically important wildlife species or by any rare, threatened or endangered species are significant.
6. Wetness - presence of very wet habitat increases significance. Open water and water with floating and submerged plants, particularly if warm-water game fish are present. Other very wet communities such as a floating mat of vegetation or permanently flooded sedge marshes increase the significance of the site.

Significance is reduced by site-specific features which make the site of little importance as a wetland ecosystem or as habitat for fish and wildlife species with important recreational or commercial value. Such features include:

1. Heavy human disturbance such as close proximity to urban areas and heavy grazing by domestic animals.
2. Recent alteration to the hydrology (such as the construction of drainage channels) which will lead to the loss of the site's wetland values in the near future.
3. The presence of dominant species, characteristic of disturbed sites, such as reed canary grass (*Phalaris arundinacea*), common rush (*Juncus effusus*), and salmonberry (*Rubus spectabilis*), particularly where such communities are establishing on former diked floodplain pastures.

Sixteen significant wetlands were identified within the urban growth boundary of the City of Warrenton. The sites are mapped at a

scale of 1" to 400' on photocontour maps and the report contains a site specific description of each, which has been included herein. The majority of the inventories wetland sites are within the City of Warrenton's Coastal Shorelands Boundary and are classified as Goal #17 wetlands. Sites #15 and #15 and a portion of Site #13 are outside the Shorelands Boundary and are classified as Goal #5 wetlands.

Site #13

This Goal #5 wetland area includes the mapped areas of Holbrook Slough, Adams Slough, and Vera Slough that are landward from the Columbia River dike. These sloughs are the original natural drainage channels of the Columbia River floodplain. Now that they cross through diked lands, they form freshwater lakes which drain surrounding lands and discharge through tidegates into they estuary. The extent of riparian vegetation along these sloughs varies as determined by the past development and use of adjoining lands. In areas where pasture lands have been actively maintained, only a narrow strip of riparian vegetation is found along the slough banks while in other areas more extensive riparian vegetation corridors can be found. The sloughs are part of an important drainage system and also have lesser resource value as habitat areas for fish and wildlife.

Filling of the wetlands would be a conflicting use. Since these wetlands are to the immediate east of the Port of Astoria Airport and Industrial Park, there is a potential for future development conflicts. For example, the airport runways may need to be extended or there may be a need to construct a direct access route from the industrial park to U.S. Highway 101. Such development activities might require the alteration or filling of these identified wetlands. Such developments would have positive economic benefits upon the City of Warrenton. Since specific development plans are unknown at this time, the wetlands in Site #13 should be protected by inclusion in the City of Warrenton's A-4, Limited Conservation Aquatic, Zone. If future alterations are proposed, efforts should be taken to protect the drainage functions of these sloughs.

Site #15

A narrative description of this wetland area is contained in Appendix VI of the background report.

Residential or agricultural use of this area would conflict with its wetland resource values. Either of these uses would be dependent upon reconstruction of the system of dikes along the east bank of the Skipanon River; such alteration would reduce existing wetland values. Due to the presence of poor bearing capacity soils and a high groundwater levels the lands are not particularly suited to residential development. The City of Warrenton has ample lands that would be more suitable to residential or agricultural use. This site should be protected by

inclusion in the A-4 Zone.

Site #16

A narrative description of this wetland area is contained in Appendix VI of the Background Report.

The industrial use of this site is an identified conflicting use. At some future date, a portion, or all, of the Alumax industrial lands which adjoin to the north, may be developed. There may be pressure to extend future industrial development into this identified wetland. Any development would be predicated upon physical alterations of the site which would reduce the wildlife habitat value of this wetland. Any Such industrial developments could have potential economic benefits to the City of Warrenton.

The northern portion of the Alumax site has been cleared and leveled in the past. This previously altered area provides a very large development site which could be utilized for a wide range of industrial uses. There is no apparent justification to extend this development area further to the south. Encroachments into wetland Site #16 should not be permitted. The site should be placed in the A-4 Zone.

State and Federal agencies (the Division of State Lands and the Corps of Engineers, respectively) also exercise permit authority over the filling or alterations of wetland areas. The jurisdiction of these agencies is not limited to the Goal #5 and Goal #17 wetlands which have been inventoried and protected by the City of Warrenton. The Corps of Engineers relies upon a three-parameter review of a given site to make a determination upon whether a site is a wetland. This process considers the presence of wetland indicator plants, the type and condition of on-site soils, and the water content of the soils. The Division of State Lands utilizes a similar wetland determination process. In general terms, these agencies recognize a large wetland area for their permit control than the wetlands that are protected by the City of Warrenton has in Goal #5 and Goal #17.

If these agencies make a determination that a property is a wetland, then the landowner must obtain proper permits prior to filling or altering the wetland. During the permit process, the state and/or federal agency will make a judgment upon the resource value of the involved wetland; wetlands have a wide range of values, including fish and wildlife habitat, drainageway, open space, and water quality protection. Once the agency reviews the extent of the proposed alteration and its impact upon resource values, a permit decision is made to either:

1. Deny the proposed alteration; or
2. Approve the alternation; or
3. Approve the alteration with conditions to limit resource value impacts.

Mitigating conditions may range from enhancing adjoining wetland areas to enlarging an existing drainage channel or creating a new wetland habitat of comparable resource value.

The overlapping permit requirements can be quite confusing to local land owners. For example, a given property may not be identified by the City of Warrenton in its inventory of Goal #5 and Goal #17 wetlands, but this same land may be considered by the Corps of Engineers or Division of State Lands to be a wetland. In such cases, state and federal permits would be required to alter the wetland. To further complicate the situation, inventory maps are not available for lands within the City of Warrenton which are considered by the Corps of Engineers and Division of State Lands to be wetlands; instead these agencies review proposed alterations on a case-by-case basis with site visits conducted to arrive at wetlands determinations.

Since extensive areas within the City of Warrenton are identified as Goal #5 or Goal #17 and since it is known that even broader areas of the City of Warrenton are considered to be wetlands by the Corps of Engineers and the Division of State Lands, it would benefit the City of Warrenton to undertake some form of wetland inventory project in conjunction with these agencies. At a minimum such a project should attempt to identify by field investigation the areas within the City of Warrenton's industrial and commercial zones which would require state or federal wetland permits prior to development. It may be possible to process a "regional permit" through these agencies for a given geographic area of the City which would inventory state and federal permit authority lands and then designate these lands for as:

1. Development lands which could be altered; or
2. Wetland reserve lands which would be protected in an undisturbed state.

Such a wetland research project or permit process would be a complicated undertaking but it may be a preferred alternative to the current piecemeal review of individual wetland permits. At the conclusion of such a process at least the land owners would know whether their properties were capable of being developed; currently there is no such certainty.

Wetlands Implementation Language

Add Comprehensive Plan Wetland Protection Policy

The City of Warrenton has identified its significant Goal #5 and Goal #17 wetland areas on the 1:400 photocontour maps entitled "Significant Wetland and Upland Biological Habitat" which were prepared by Duncan Thomas. Measures shall be taken to protect these identified wetland areas.

Add Comprehensive Plan strategy.

1. Mapped Duncan Thomas wetlands which include drainage sloughs emptying into the Columbia River estuary and coastal lakes and associated marshes in the western portion of the City of Warrenton shall be protected by inclusion in the A-5, Freshwater Lake and Freshwater Wetlands, Zone.
2. The City of Warrenton's wetland protection measures shall apply only to the significant wetland areas inventories by the above referenced Duncan Thomas mapping. The City of Warrenton has no intention to control or protect other areas of the City that may be considered by the Corps of Engineers or the Division of State Lands to be wetlands.
3. The City of Warrenton will investigate the possibility of applying for a regional development permit from the Corps of Engineers and the Division of State Lands in order to clarify which lands within the City's commercial and industrial zones are suitable for alteration and future development and which lands are considered by these agencies to merit future protection as wetland resources.

Section 7.060(2) of the Zoning Ordinance shall be omitted.

The zoning map shall be amended to place all Duncan Thomas mapped significant wetlands which are on the landward side of the Columbia River tidegates in the A-5, Freshwater Lakes and Wetlands, Zone.

Historic Resources

Because of its position at the mouth of the Columbia River, the Warrenton area contains numerous sites of historical and archeological significance. The U.S. Army Corps of Engineers has identified 28 general sites as part of its master plan for the mouth of the Columbia River. These range from the river bar where the first explorer entered the Columbia, to Fort Clatsop (listed on the National Register of Historic Places), where Lewis and Clark spent the winter of 1805-1806. A major Indian tribe, the Chinook, lived at the mouth of the Columbia when the white man arrived. Ne-ahk-stowt was the name of an Indian village on the site of the Town of Hammond, and Ne-ah_keluc was another village located near Point Adams. Fort Stevens, which is now a major state park, is listed on the National Register of Historic Places, and has the longest history as an active military post in Oregon.

Three houses in Warrenton also merit consideration as historic structures. The City of Warrenton's inventory of historic sites and structures includes the following:

1. The Peter Iredale.

On October 25, 1906, the British 4-masted bark "Peter Iredale" of Liverpool was driven ashore about three miles south of the mouth of the Columbia River. All hands were saved, but the vessel could not be salvaged. Her rusting remains can still be seen at Fort Stevens State Park. This is probably the best-known and most photographed shipwreck

on the Pacific Coast.

2. The Monument to Japanese Shelling.

On DeLaura Beach Road, south of Fort Stevens State Park, a granite marker was erected by Pacific Power and Light Company to commemorate the shelling of Fort Stevens by a Japanese submarine in 1942.

3. The Ocean View Cemetery.

On June 8, 1897, W. H. Gray and Jeriah G. Tuller donated 82 acres for the use of a cemetery. Many of the area's early settlers are buried here. It is located approximately one-quarter mile southwest of Warrenton High School on Highway 101.

4. The D. K. Warren House.

The Daniel K. Warren house is a 2-1/2-story stick style structure constructed in 1885 that has not been substantially altered. Both the exterior and the interior of this structure have been preserved. The house is located on the west side of N. E. Skipanon Drive (see Background Appendix IV).

5. The Clara Munson House.

The Munson House is a 1-1/2-story Queen Ann style structure that was constructed in about 1890. The building, which is in poor condition, is located on the south side of East Harbor Drive near the City of Warrenton Mooring Basin (see Background Appendix IV).

6. The Pease House

The Pease House is located at 13th and Anchor. Built by David and Hannah Pease in Lexington, the first platted City and County seat until 1859. It was a hotel, livery, and post office. The house contains original staircase and fireplace construction with bricks that came around Cape Horn as ballast.

No conflicting uses have been identified for the first three listed sites. The Peter Iredale is located on public beaches owned by the State of Oregon. The Monument to Japanese shelling is located on lands owned by Clatsop County. Ocean View Cemetery is an active cemetery owned by the City of Astoria.

Conflicting uses have been identified for the Warren House and Munson House, and Pease House. If these structures were to undergo major alteration or demolition, they would lose their historic character. As consequence of such actions, the City of Warrenton would lose an element of its historical heritage. These resources will be protected by zoning ordinance design review.

The Peter Iredale, the Monument to Japanese Shelling and Ocean View Cemetery are all adequately protected by public ownership. The Warren House and Munson House are in private ownership and are not open for

public viewing. No additional protection is proposed for these two sites.

Cultural Areas

The Goal defines a cultural area as "an area characterized by evidence of an ethnic, religious or social group with distinctive traits, belief and social form." This definition is interpreted to mean archaeological sites of former Indian villages and other activity centers.

Northwest Coastal Indians have lived in the area since at least the fifteenth century. Available research indicates that the Indians typically avoided settling the forested areas because of the difficulty of travel and the relative lack of food resources. Village sites were developed mainly along rivers and bays, or other sites that afforded easy access to fresh and salt water. During the summer months some Indians would migrate inland to hunt deer and elk and collect berries and materials for making baskets. The main types of villages were constructed, permanent winter lodges constructed of cedar planks and less developed inland summer encampments near hunting and gathering areas.

There are two known archaeological sites in the City of Warrenton. An inventory of these sites is maintained in confidential status at both the City Planning Department and the State Historical Preservation Office. Because of the limited extent of archaeological surveys undertaken in the area, there are undoubtedly other undiscovered sites in the City.

Excavation, filling, grading, and other construction activities in or adjacent to an archaeological site are conflicting uses. The consequence of allowing such conflicting uses without proper review and regulation would be the loss of a significant cultural resource that could enhance the knowledge available concerning the culture of coastal Indians.

Several state and federal laws and statutes pertain to archaeological sites. Oregon Revised Statute 97.740 prohibits tampering with Native Indian cairns and graves. Oregon Revised Statute 273.705-742 governs the removal or archaeological historical and other valuable materials from state lands. The pertinent Federal laws are PL 96-95, the Archeological Resources Protection Act of 1979, and PL 93-291, Historic and Archeological Data Preservation Act.

Archaeological Sites

Add Policy "f" to page 25 Comprehensive Plan.

The City of Warrenton will review land use activities that may

affect known archaeological sites. If it is determined that a land-use activity may affect the integrity of an archaeological site, the City of Warrenton shall consult with the State Historic Preservation Office on appropriate measures to preserve or protect the site and its contents.

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

Recreational Trails

The U. S. Highway 101 bicycle trail passes through the City of Warrenton and the Pacific Ocean Beaches are one segment of the Oregon Coast Trails. No conflicting uses have been identified for either of these resources. Both trails utilize lands owned by the State of Oregon and do not require additional protection.

Wild and Scenic Waterways

There are no identified wild and scenic waterways in the City of Warrenton.

Osprey

Osprey nests are typically constructed in the tops of dead trees or trees with dead tops. Nests are usually located near large streams, lakes or bays. The nest is usually used for a number of years. There are two osprey nests in Clatsop County. One is located in the eastern end of 100-acre freshwater wetland that comprises the southern portion of the old Alumax industrial site. The nest is located in the northeast one-half of Section 34, Township 8N, Range 10W. Although ospreys are frequent visitors of the area, nesting sites are very rare. Thus, it is important to protect the nest site. The nest is located in an area that has been determined to be a significant freshwater wetland. The wetland will be protected through zoning ordinance provisions that will protect the freshwater wetland, as well as the osprey nest.

Snowy Plover

A large number of shorebirds including the snowy plover migrate through the dune areas of Fort Stevens State Park. The snowy plover is a small shorebird that is considered a threatened species by the Oregon Department of Fish and Wildlife. A threatened species being defined as one which is likely to become an endangered species within the foreseeable future through all or a significant portion of its range. The snowy plover's breeding season is in May and June. The preferred nesting habitat is the sparsely vegetated, active dune area just inland from the high tide line. Renesting after a disturbance has not been documented. The beach from the Necanicum River north to the Columbia River is considered potential habitat for snowy plover, although no recorded nest sites have been found within the City of Warrenton.

Since the snowy plover nests in sparsely vegetated, unstable sand, the introduction of European beachgrass and the program to stabilize the dune formations on Clatsop Plains has substantially reduced nesting habitat. Residential development in adjacent areas and recreational use of the beach and dune areas can result in harassment of birds during the nesting season. Off-road vehicle use can be particularly detrimental. The consequence of these conflicting uses could be further reduction in both nesting habitat and the success of breeding activity. Eventually, this may result in the snowy plover becoming an endangered species.

The City of Warrenton has adopted policies which prohibit residential, commercial and industrial construction in active dune areas which are the snowy plover's most important nesting areas.

Fish and Wildlife Habitat Implementing Language

Revise Fish and Wildlife Plan strategy A (page 23 of the Comprehensive Plan).

Replace existing first sentence with Following:

December 16, 1987

M E M O R A N D U M

TO: CITY OF WARRENTON CITY COMMISSION
FROM: DON LAMPI, PRIVATE LAND USE CONSULTANT
SUBJECT: EDITS TO GOAL 5 BACKGROUND REPORT

Based upon a comment letter received from DLDC and Planning Commission direction received at the November 19, 1987 public hearing, the following changes to the Goal 5 background report are proposed:

- (1) Page 6. Add new sentence to the end of paragraph 4 which reads, "The E.H. Carrathers Memorial Park, the City mooring basin and the City boat ramp are all within the City's coastal shorelands boundary."
- (2) Page 12. The first paragraph shall be changed to reflect the existence of two osprey nests near the south City limits of the City; one south of the City limits on the Alumax property, and one within the City limits to the south of the Warrenton High School. A Comprehensive Plan policy requiring the protection of these two nest sites shall be added to the plan.
- (3) Page 12. Add the following language to the end of paragraph 3 on page 12, "Snowy plover nesting areas are typically located on the landward side of the first dune formation east of the ocean. In the City of Warrenton, the majority of these nesting areas are owned by either Clatsop County or the State of Oregon. Severe development restrictions have been placed on these active dunes areas by the City's Beaches and Dunes implementing provisions. Any proposed off-road vehicle recreational park should be carefully located to avoid conflict with snowy plover habitat areas."
- (4) Page 17. Insert the following subheading between paragraphs 3 and 4, "State and Federal Permit Authority".
- (5) Pages 16 and 17. All Goal 5 wetland will be included in the A-5 Zone. (not the A-4 as suggested in the previous draft.)

- (6) Page 20. The last sentence on page 20 should include reference to the "Pease House".
- (7) Page 21. Delete the first complete sentence on this page.
- (8) Page 21. New addition under Historic Resources:
- "The existing scenic and Historic Area Plan Strategy E (page 63 of Comprehensive Plan) should be revised to protect the Munsen and Pease Houses along with the Warner House."
- (9) Page 22. The first sentence of paragraph 3 should be replaced with the following wording:

"A section of the Oregon Coast Bicycle Route and the Northwest Oregon Loop Route follow U.S. 101 through Warrenton. A section of the Oregon Coast Hiking Trail follows the beach within the City limits of Warrenton."

November 1987

Follow-up Amendment to Previous 1987 C-2 Zoning Ordinance Changes

Delete Comprehensive Plan Strategy C on page 11 of the Warrenton Comprehensive Plan and re-letter remaining strategies.

c) A new regional shopping center or large regional department store may be allowed as a conditional use in the Highway Commercial district near U. S. Highway 101 or East Harbor Drive, if the development will enhance the market choices available to consumers and improve the local economy through retail diversity and attraction of new businesses. Adequate attention must also be given to the size, shape and location of the site; the organization of the shopping center facilities; access points, on-site traffic circulation; parking and loading space; and landscaping and sign installation.

EXHIBIT "C"

The City of Warrenton's Comprehensive Plan and Zoning Map shall be amended to include all lands which were mapped by Duncan Thomas as "Significant Wetlands" in the A-5, Coastal Lakes and Freshwater Wetlands, zone. Duncan Thomas' 1-400 photo contour overlap maps shall provide the basis for the A-5 zone boundaries.