

# ELSIE-JEWELL COMMUNITY PLAN



**ORDINANCE 24-06  
ADOPTED FEBRUARY 28, 2024**

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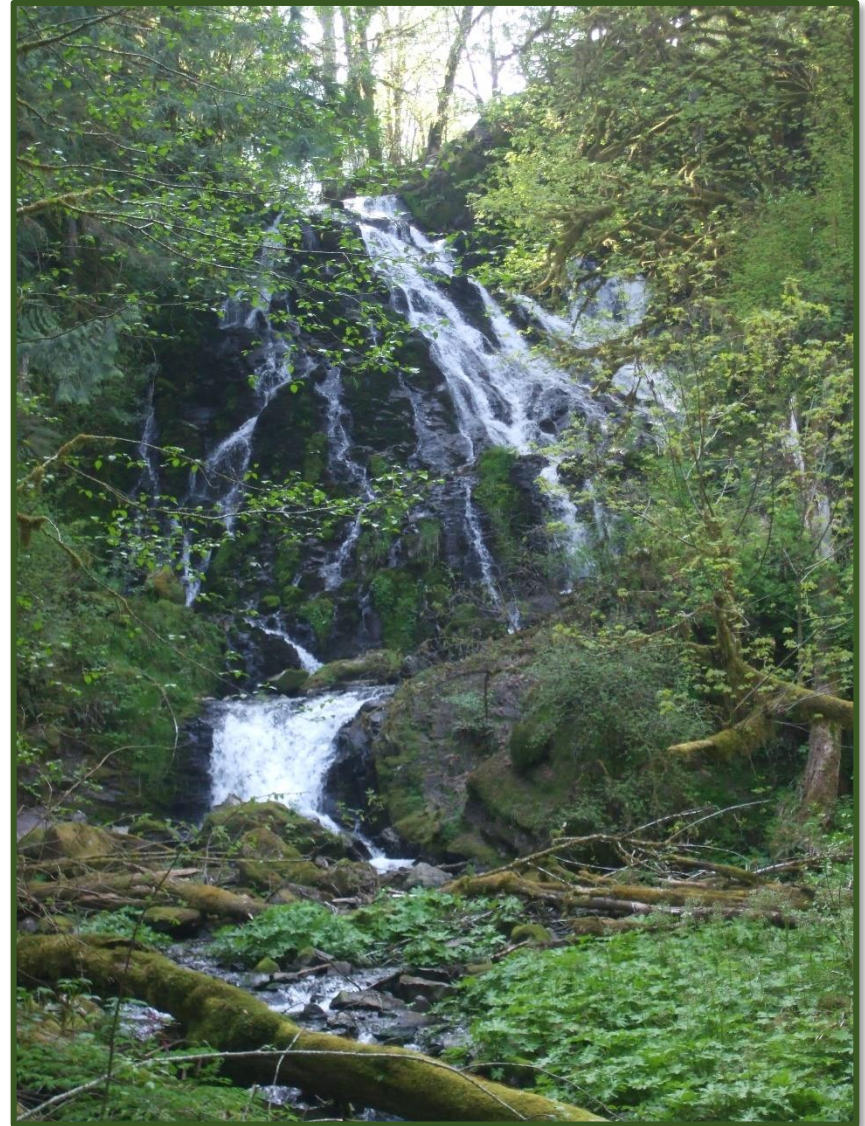
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## Table of Contents

|   |           |
|---|-----------|
| <b>INTRODUCTION .....</b>                         | <b>1</b>  |
| Overview of the Elsie-Jewell Planning Area.....   | 2         |
| Landscape Units .....                             | 2         |
| Other Shorelands .....                            | 2         |
| Alluvial Lowlands.....                            | 2         |
| Alluvial Terraces .....                           | 2         |
| Coast Range Foothills .....                       | 2         |
| Sedimentary Uplands.....                          | 2         |
| Basaltic Highlands .....                          | 2         |
| Purpose of the Elsie-Jewell Community Plan.....   | 4         |
| Review and Updates .....                          | 4         |
| <b>CRITICAL HAZARD AREAS .....</b>                | <b>5</b>  |
| Flood Hazard .....                                | 5         |
| Stream and Riverbank Erosion.....                 | 5         |
| Mass Movement .....                               | 5         |
| Rock Fall .....                                   | 6         |
| Wildfire.....                                     | 6         |
| Tsunami.....                                      | 6         |
| Earthquake / Cascadia Subduction Zone Event ..... | 6         |
| Liquefaction.....                                 | 7         |
| <b>PUBLIC FACILITIES AND SERVICES .....</b>       | <b>10</b> |
| Sewer Systems .....                               | 10        |
| Community Water Systems .....                     | 10        |

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## ELSIE-JEWELL COMMUNITY PLAN 2040

|   |           |
|---|-----------|
| Schools .....   | 11        |
| Fire Protection.....  | 12        |
| Transportation .....  | 12        |
| <b>NATURAL RESOURCES .....</b>  | <b>16</b> |
| Forest Lands .....  | 16        |
| Agricultural Lands .....  | 16        |
| Water Resources.....  | 17        |
| Fish and Wildlife.....  | 17        |
| <b>OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS .....</b> | <b>18</b> |
| Open Spaces.....  | 18        |
| Recreation .....  | 18        |
| Historic Resources.....   | 19        |
| <b>DEVELOPMENT PATTERNS.....</b>  | <b>21</b> |
| Housing .....   | 23        |
| Land Use Designations .....   | 23        |
| <b>GOALS, OBJECTIVES AND POLICIES .....</b>                             | <b>26</b> |

## Index to Maps and Figures

|  |           |
|--|-----------|
| <b>MAP 1: Elsie-Jewell Planning Area Location Map.....</b> | <b>1</b>  |
| <b>MAP 2: Generalized Landscape Units .....</b>            | <b>3</b>  |
| <b>MAP 3: Geologic Hazards .....</b>                       | <b>8</b>  |
| <b>MAP 4: Special Flood Hazard Overlays .....</b>          | <b>9</b>  |
| <b>MAP 5: Water Districts.....</b>                         | <b>13</b> |
| <b>MAP 6: Sewer Districts .....</b>                        | <b>13</b> |

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## **ELSIE-JEWELL COMMUNITY PLAN 2040**

|   |           |
|---|-----------|
| <b>MAP 7: Fire Districts.....</b>   | <b>14</b> |
| <b>MAP 8: Open Space, Parks and Recreation.....</b>                       | <b>20</b> |
| <b>MAP 9: Land Use Designations .....</b>                                 | <b>22</b> |
| <b>FIGURE 1: North Coast Basin .....</b>                                  | <b>17</b> |
| <b>TABLE 1: Elsie-Jewell Planning Area – Drinking Water Systems .....</b> | <b>10</b> |
| <b>TABLE 2: Elsie-Jewell Planning Area – School Systems .....</b>         | <b>11</b> |
| <b>TABLE 3: U.S. Highway 26 Traffic Volumes .....</b>                     | <b>15</b> |
| <b>TABLE 4: OR Highway 202 Traffic Volumes .....</b>                      | <b>15</b> |
| <b>TABLE 5: OR Highway 103 Traffic Volumes .....</b>                      | <b>16</b> |
| <b>TABLE 6: Recreational Facilities .....</b>                             | <b>21</b> |

# INTRODUCTION

## Overview

The approximately 178,600-acre Elsie-Jewell planning area is characterized by extensive areas in forest lands with some limited agricultural lands along the Nehalem River Valley. Residential development has occurred in various small pockets along the Nehalem River with some commercial activity in Jewell and along U.S. Highway 26 near at MP 18 and between MP 22-23. The timber within this planning area has historically provided the economic base for employment. Many residents within the area commute to employment centers in other areas of Clatsop County or to adjacent counties. As internet service improves within the Planning Area, it is likely that more residents will work remotely. This has and will continue to change the demographics of the Elsie-Jewell Planning Area.

The 2020 Decennial Census placed the population of the Elsie-Jewell Census County Division (CCD) at 1,068, or an increase of 26 residents since 2010. The planning area has approximately 517 households with a median household income of \$55,114.

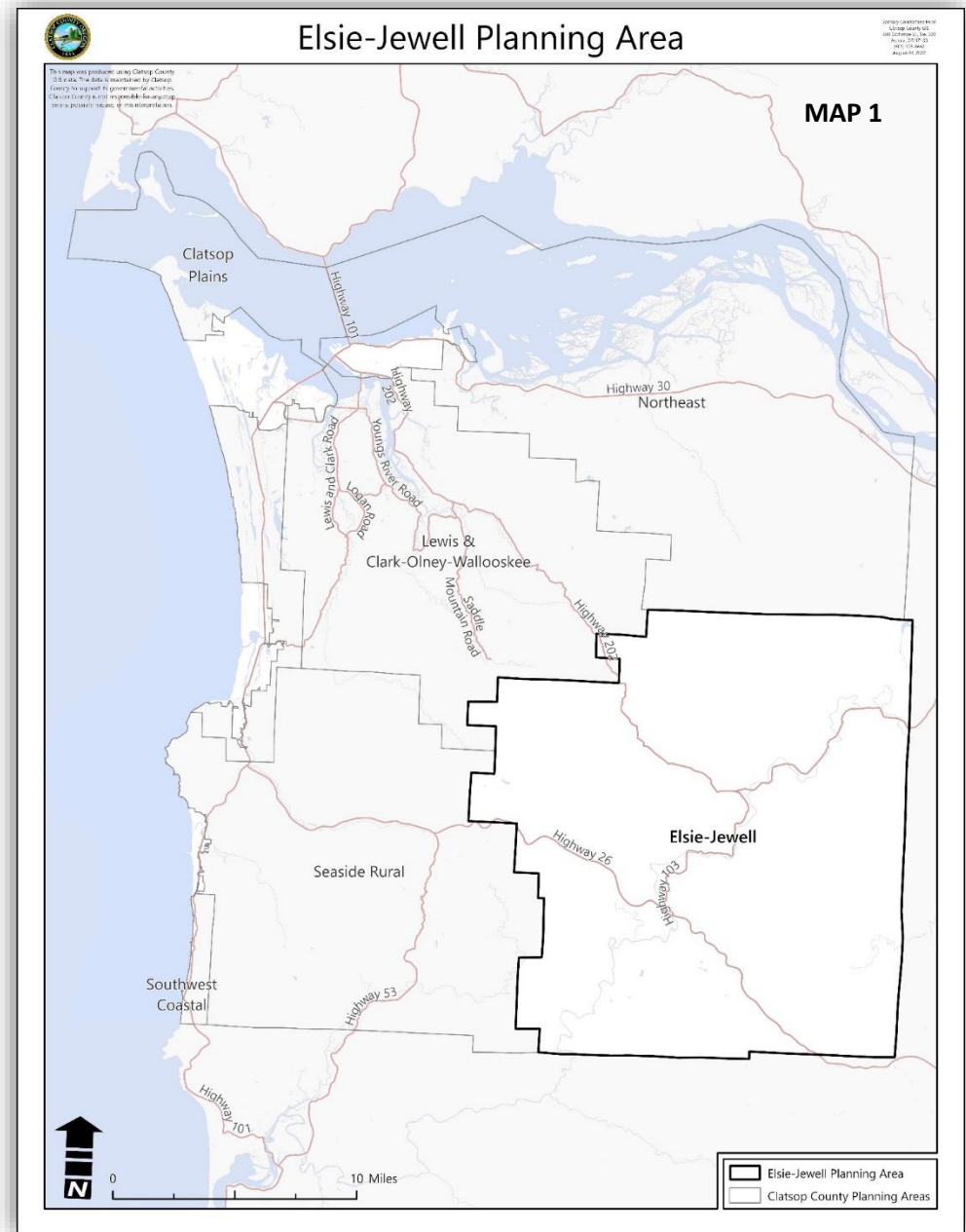
### Planning Area Demographics and Landscape Units

**Size:** 178,600 acres

**Population:** Elsie-Jewell Census County Division – 1,068

**e911 Address Points:** 710

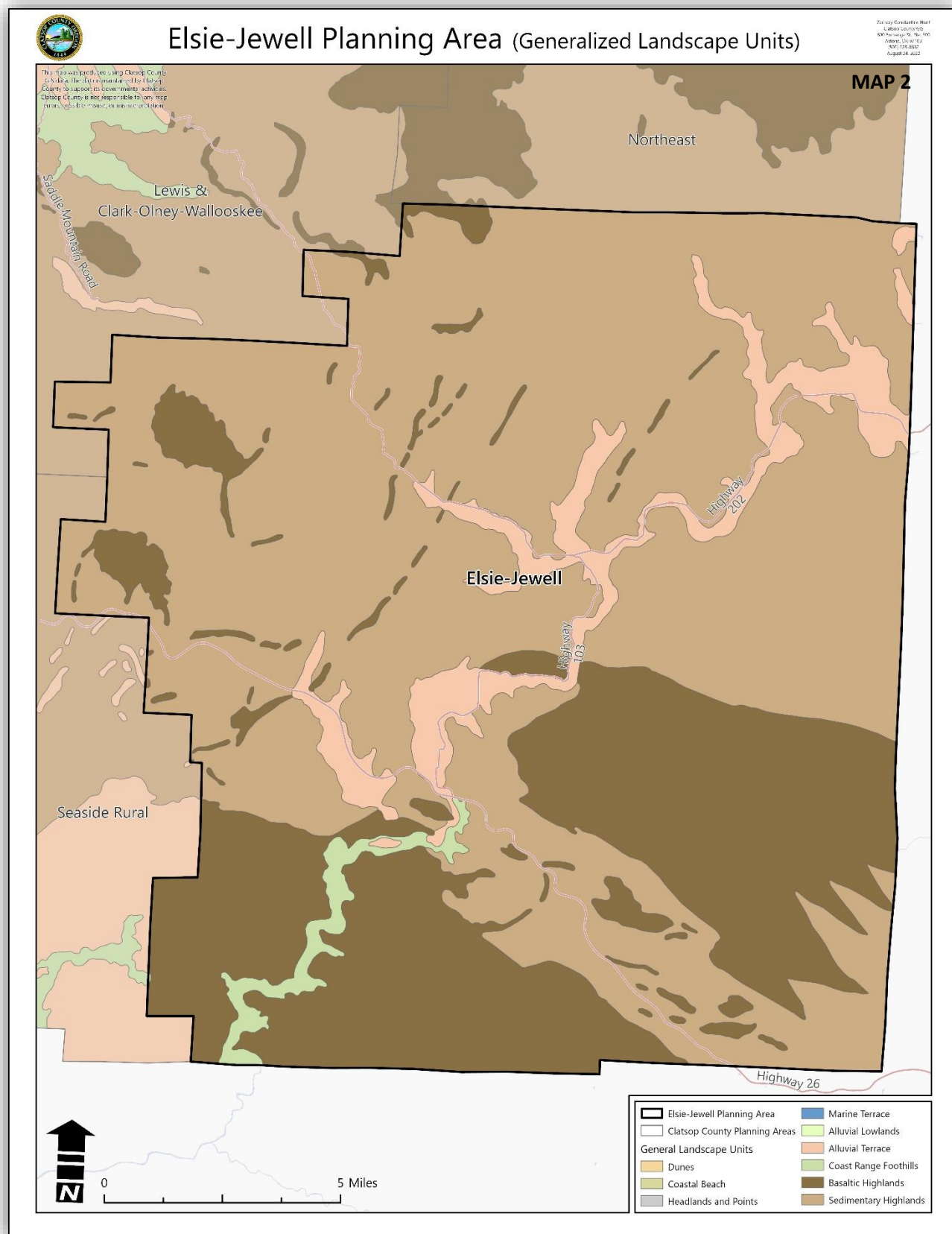
(Source: 2020 Decennial Census)



## Landscape Units

The landscape units which occur in the Elsie-Jewell planning area are Other Shorelands, Alluvial Lowlands, Alluvial Terraces, Coast Range Foothills, Sedimentary Uplands and Basaltic Highlands. **Map 2** shows their locations in the Elsie-Jewell planning area.

- **Other Shorelands:** Rivers, lakes and their shorelands are contained within this landscape unit. Within this planning area are the Nehalem and Necanicum Rivers and Lost Lake as well as many other smaller rivers, streams and tributaries.
- **Alluvial Lowlands:** Alluvial lowlands are plains occupying valley floors which result from the deposition of clay, silt, sand and gravel by water. The alluvial lowlands are limited to the upper Necanicum Valley along the Sunset Highway with their most eastern reaches at the Necanicum Junction.
- **Alluvial Terraces:** Alluvial terraces are relatively flat or gently sloping topographic surfaces which mark former valley floor levels. Stream down-cutting has caused the terraces to be higher than the present valley floor. The alluvial terrace deposits consist of gravel, sand, and finer material and are found primarily on the Nehalem River and along Beneke, Fishhawk, and Humbug Creeks.
- **Coast Range Foothills:** Coast range foothills are low subsidiary hills on the edges of the coast range uplands. They range in elevation from 250 to 2,000 feet, and are generally composed of sedimentary rocks. The coast range foothills are located mainly to the east and adjacent to the Necanicum River as it flows behind Tillamook Head and along the lower Nehalem River.
- **Sedimentary Uplands:** Sedimentary uplands consist of areas above the alluvial terraces, underlain chiefly by sedimentary rocks. Sedimentary uplands comprise almost the entire planning area, with the exception of several basaltic outcroppings. Sedimentary uplands are characteristically lower and/or more gradual slope than basaltic highlands, with elevation above 500 feet.
- **Basaltic Highlands:** Basaltic highlands are underlain by igneous material. Most of the highlands are over 1,200 feet in elevation although outcrops of basalt are also exposed at lower elevations. Basaltic highlands in this planning area are found in the southeastern quarter almost exclusively with several basaltic outcroppings in the northwestern areas, which include Saddle Mountain and Humbug Mountain. Generally, basaltic highlands are less gradual in their terrain and are located at higher elevations.



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## **ELSIE-JEWELL COMMUNITY PLAN 2040**

### **Purpose of the Elsie-Jewell Community Plan**

While the land surface area of the County remains constant over time, inevitably the population has and will continue to grow. There will be greater demand and need for more land for commercial, industrial and urban or suburban type development. The choices made in the use of land have consequences and impacts that may reverberate for generations. For example, the decision to commit land to a subdivision precludes the use of that land for many other purposes for decades to come.

With this awareness, the Clatsop County Comprehensive Plan was developed for the purpose of providing a guide to development and conservation of Clatsop County's land resources. It is a generalized long-range policy guide and land use map that provides the basis for decisions on the physical, social and economic development of Clatsop County.

The Plan also coordinates the various factors which influence community development such as sewer and water, transportation, housing, commerce, industry, schools, land use, recreation, and natural resources. It establishes goals and policies which recognize and plan for the interrelationships and interactions of these factors. The Elsie-Jewell Community Plan builds upon the work of the countywide Comprehensive Plan by identifying trends and issues specific to the planning area and developing policies to address those concerns.

The Clatsop County Comprehensive Plan and the attendant community plans are a statement of public goals, policies, objectives and standards, developed in accord with Goal 1: Citizen Participation and public input, that are intended to be used in making specific decisions about present and future land use, along with various maps. To determine whether a specific land use proposal is appropriate, a decision must be made concerning the applicability of each goal, policy or standard to the proposed project. A proposed development must be consistent with both the county's Comprehensive Plan, applicable community plan, and development standards in order to achieve the vision outlined in these foundational documents.

### **Review and Updates:**

The original Elsie-Jewell Community Plan was adopted on July 23, 1980 (Ordinance 80-07). This plan, along with the community plan for each of the five other planning areas in Clatsop County is broken down into landscape units. Goals, objectives, policies and/or recommendations are provided for each of the landscape units, specific to the Elsie-Jewell Planning Area. Additional sections in each community plan also include specific policies for the planning area related to the 18 statewide planning goals. Since originally adopted, the Elsie-Jewell Community Plan has been amended several times:

**Elsie-Jewell Community Plan**

- **Ordinance 83-17:** Amendments to address comments from the Department of Land Conservation and Development (DLCD)
- **Ordinance 84-09:** Amendments to address comments from DLCD
- **Ordinance 84-10:** Amendments to address comments from DLCD
- **Ordinance 03-08:** Amendments related to revised policies in Goal 7: Areas Subject to Natural Hazards and Goal 18: Beaches and Dunes

## **CRITICAL HAZARD AREAS**

**FLOOD HAZARD**

Stream flooding in the Elsie-Jewell planning area does not occur as frequently as in the low, flat coastal and estuary areas, but can be just as severe. Severe flood events can disrupt a significant portion of the population. Flood areas along the Nehalem River Valley are limited due to the narrow width of the valley. Most of the flood prone areas within the planning area have been put into either agricultural or forest lands zones, restricting the density of residential development. Highway 103 and several local roads can be subject to flooding during heavy rain events. In February 1996, the heavy rains caused 16 rivers in northwest Oregon to flood, with eight inches of rain falling in one 24-hour period in the Coast Range. Dozens of homes were flooded and bridges such as the Vinemaple Bridge in the Elsie-Jewell Planning Area were impassable. A landslide on Lower Nehalem Road blocked the Nehalem River and washed away two residences, causing a logjam that destroyed the Sha-Ne-Mah bridge.

**STREAM AND RIVERBANK EROSION**

Shoreline erosion is a natural process most evident where rivers bend. The upper portions of the Nehalem and the lower portions of the Humbug River have moderate streambank erosion problems. Moderate erosion causes some loss of land or partial interference with aquatic habitats.

**MASS MOVEMENT**

Within this planning area, extensive acreage is subject to mass movement. While the majority of this area is in the forested interior, roads and residences are impacted by mass movement events. Major areas of mass movement are mostly forested areas designated FOREST LANDS.

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## **ELSIE-JEWELL COMMUNITY PLAN 2040**

### **ROCK FALL**

Along the State-maintained highways within the planning area, rock fall is a common occurrence. This hazard manifests itself by blocking roads or causing damage to vehicles.

### **WILDFIRE**

Fire is an essential part of Oregon's ecosystem, but it is also a serious threat to life and property particularly in the state's growing rural communities. Wildfires are fires occurring in areas having large quantities of flammable vegetation. While wildfire risk has always existed throughout the state, previously, areas with the highest levels of risk were in central, southwest and northeast Oregon. With the changes being brought about by climate change, however, wildfire risk in the northwest is also increasing.

Because so many residential structures are in close proximity to timberlands, which may be more vulnerable to wildfires, hardening of existing residential structures should be encouraged. Standards should be developed to require new construction on rural residential lands adjacent to forest resource land to utilize hardening techniques and materials such as:

- Metal roofs and other fire-resistant roofing materials
- Fire-resistant siding
- Spark arresters on chimneys
- Screening of roof and foundation vents

Creation of defensible space should be encouraged based upon the best practices identified by the Oregon State University Extension Service . The County should work with the OSU Forestry and Natural Resources Extension Fire Program staff to review and adapt best practices from the *Forest and Fire Toolkit*, prepared by the Klamath Siskiyou Wildlands Center. Information from the FireWise plant list should also be made readily available to the public and use of those species should be encouraged.

### **TSUNAMI**

While a tsunami will not directly affect the Elsie-Jewell Planning Area, it will have an impact on emergency services within the area as people evacuate out of tsunami inundation zones.

### **EARTHQUAKE / CASCADIA SUBDUCTION ZONE EVENT**

While any high-magnitude earthquake will impact the planning area, a Cascadia Subduction Zone (CSZ) event is the most likely event

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## ELSIE-JEWELL COMMUNITY PLAN 2040

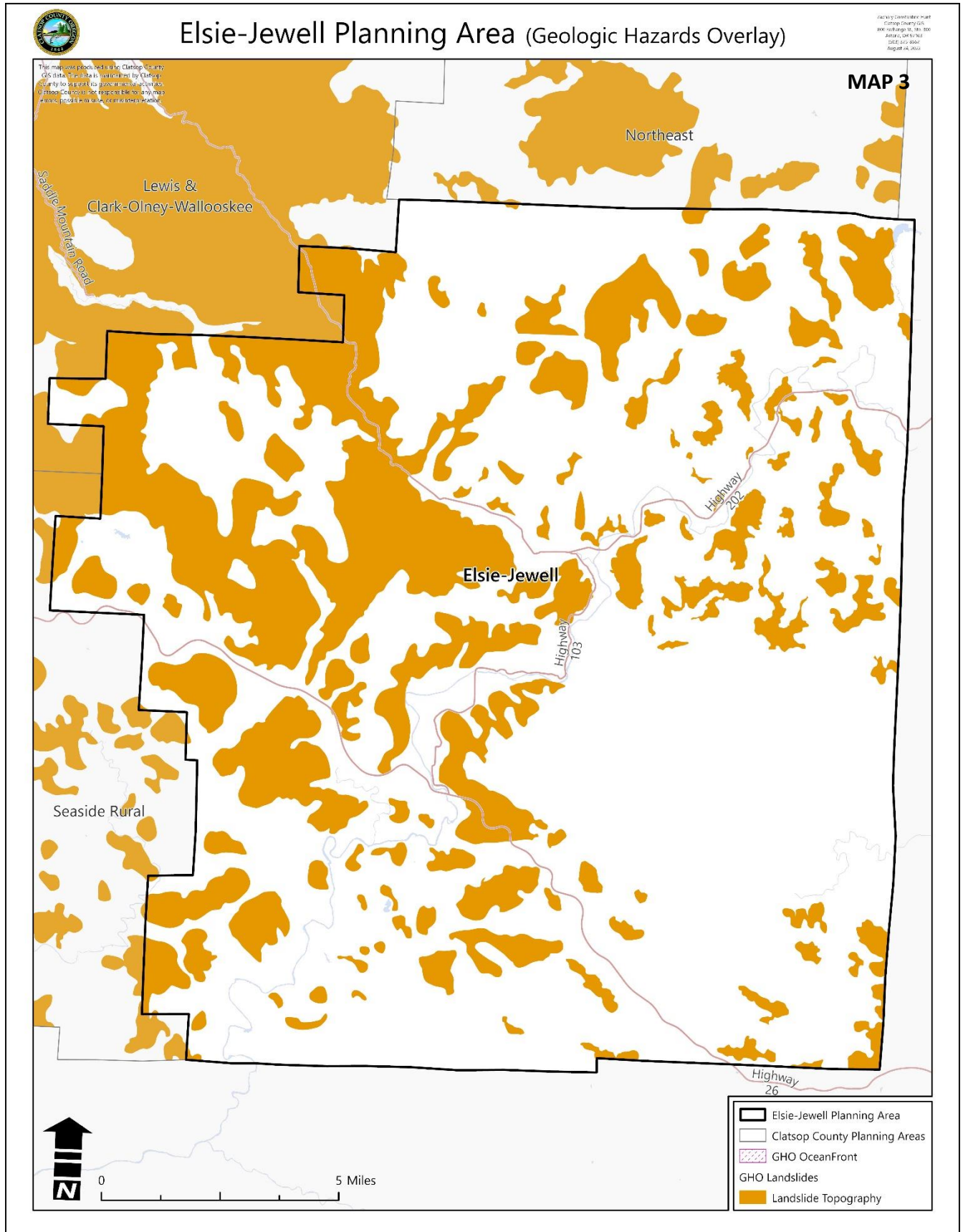
to severely impact the Elsie-Jewell Planning Area. In the event of a CSZ event, this area will be isolated as roads and transportation systems will likely be severely damaged or destroyed. CERT volunteer training should be encouraged and cache areas and assembly points should be identified and developed. The County should promote education to ensure that residents and households are prepared to be self-sufficient for a minimum of two weeks in the event of a CSZ occurrence.

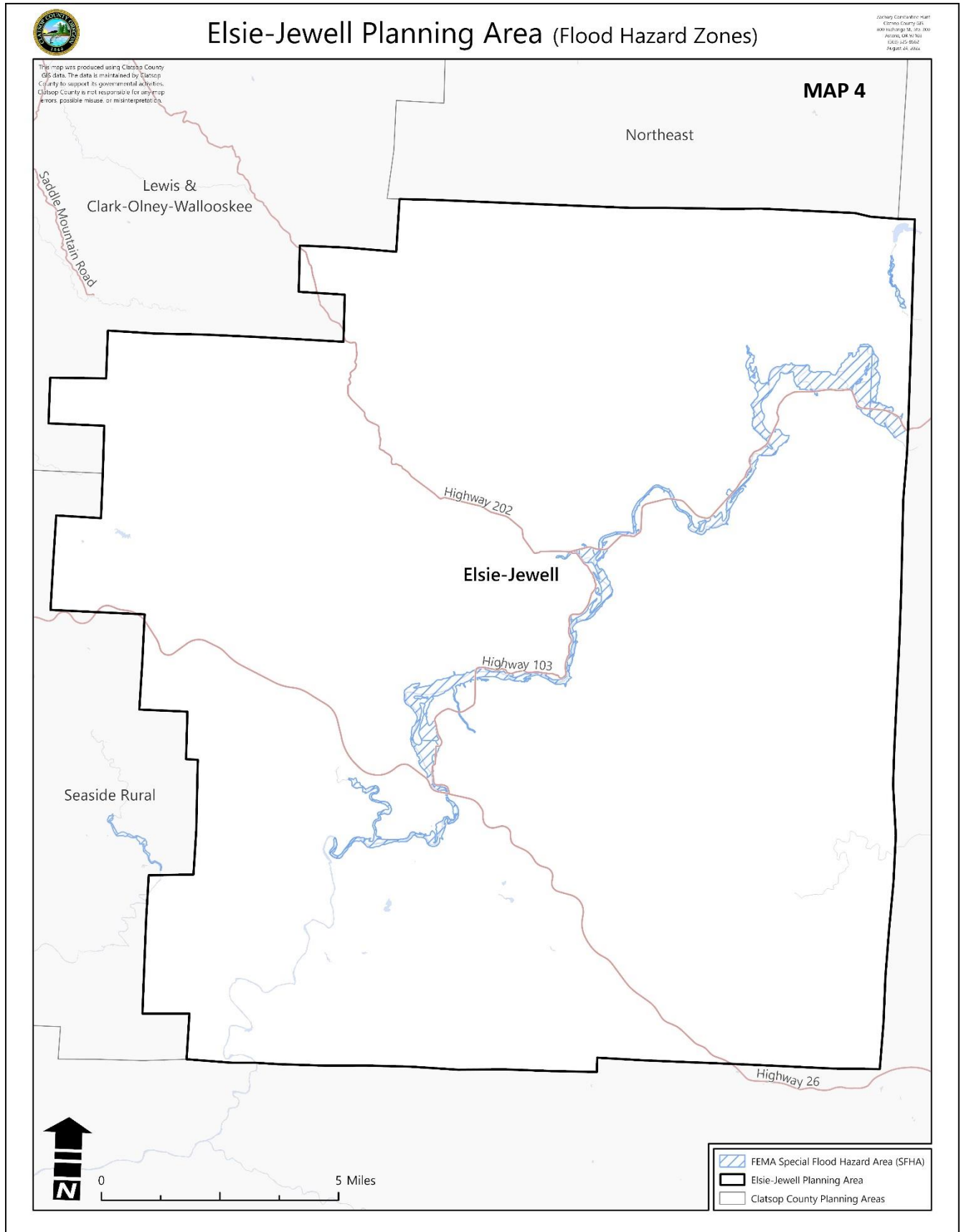
The Highway 26 bridge over Highway 103 is a continuing concern particularly with regard to flooding that might be caused by the bridge collapse during an earthquake.

### ***Liquefaction***

Liquefaction occurs when saturated soils substantially lose bearing capacity due to ground shaking, causing the soil to behave like a liquid. This in turn causes soils to lose their strength and their ability to support weight. The DOGAMI Natural Hazard Risk Report for Clatsop County conducted in 2018 built upon previous studies by the department and identified locations within the study area that are comparatively more vulnerable or at greater risk to CSZ M9.0 earthquake hazard. Because of the liquefaction, landslides, and bridge collapse, communities and structures on higher ground will likely be “islands” disconnected from other communities by severed transportation routes. This will impact the planning area as these structures and communities will become isolated from resources and emergency assistance.

The various types of hazards within the planning area are shown on **Maps 3 and 4**.





## PUBLIC FACILITIES AND SERVICES

Overarching general information and policies regarding public facilities are included in Goal 11: Public Facilities and Services of the Countywide Comprehensive Plan. The public facilities and services directly serving the Elsie-Jewell Planning Area are further described below.

### SEWER SYSTEMS

Per information from the Oregon Department of Environmental Quality (DEQ) within this planning area, water quality permits have been issued by the state for onsite sewage facilities to the following entities:

- ODOT – Sunset Springs Safety Rest Area
- Jewell School District #8
- Fishhawk Lake Reserve and Community

There are no municipal sanitation districts within the Elsie-Jewell Planning Area and the majority of developed parcels are served by onsite sewage systems (septic systems).

### COMMUNITY WATER SYSTEMS

Most of the residents in the Elsie-Jewell planning area obtain their water from wells or springs. There are, however, several community water systems in the area, as noted on **Table 1**, below.

| <b>TABLE 1: ELSIE-JEWELL PLANNING AREA - DRINKING WATER SYSTEMS</b> |                              |  |   |
|---|------------------------------|--|---|
| <b>System</b>   | <b>Number of Connections</b> | <b>Estimated Total Population Served</b> | <b>Existing Source and Water Rights</b>                 |
| <b>Camp 18</b>  | 5                            | 69                                       | Groundwater   |
| <b>Elderberry Nehalem</b>   | 60                           | 140                                      | Groundwater   |
| <b>Evergreen Acres</b>  | 47                           | 100                                      | Groundwater   |
| <b>Fishhawk Lake</b>  | 250                          | 350                                      | Surface Water   |
| <b>Hamlet Quick-Stop</b>  | 1                            | 30                                       | Surface Water   |
| <b>Jewell School District #8</b>                                    | 10                           | 200                                      | Groundwater under the direct influence of surface water |

## ELSIE-JEWELL COMMUNITY PLAN 2040

**TABLE 1: ELSIE-JEWELL PLANNING AREA - DRINKING WATER SYSTEMS**

| System                        | Number of Connections | Estimated Total Population Served | Existing Source and Water Rights |
|-------------------------------|-----------------------|-----------------------------------|----------------------------------|
| ODF Northrup Creek Horse Camp | 1                     | 55                                | Groundwater                      |
| ODF Spruce Run Park           | 1                     | 40                                | Groundwater                      |
| ODOT Sunset Springs Rest Area | 3                     | 500                               | Groundwater                      |
| Oney's Restaurant and Lounge  | 6                     | 60                                | Groundwater                      |

Source: Oregon Health Authority

## SCHOOLS

The Elsie-Jewell planning area lies primarily within Jewell School District #8. Portions of the northwest quadrant of the planning area are within Astoria School District #1 and portions of the southwest quadrant are within Seaside School District #10. The Jewell Consolidated School District provides education from kindergarten through 12th grade. The Jewell School also serves as a de facto community center due to the lack of other community buildings within the planning area.

**TABLE 2: ELSIE-JEWELL PLANNING AREA – SCHOOL SYSTEMS**

| System            | Seaside School District #10 |                       |                     |                                     | Jewell School District #8 | Astoria School District #1  |                            |                       |                     |
|-------------------|-----------------------------|-----------------------|---------------------|-------------------------------------|---------------------------|-----------------------------|----------------------------|-----------------------|---------------------|
|                   | Pacific Ridge Elementary    | Seaside Middle School | Seaside High School | Cannon Beach Academy Charter School | Jewell School             | John Jacob Astor Elementary | Lewis and Clark Elementary | Astoria Middle School | Astoria High School |
| <b>Grades</b>     | K-5                         | 6-8                   | 9-12                | K-5                                 | K-12                      | K-2                         | 3-5                        | 6-8                   | 9-12                |
| <b>Enrollment</b> | 654                         | 374                   | 427                 | 45                                  | 114                       | 357                         | 424                        | 433                   | 562                 |
| <b>Capacity</b>   | 630                         | Unavailable           | 450                 | 75                                  | 400                       | 880                         | 960                        | 1,360                 | 1,320               |

Source: Oregon Department of Education, 2020-21 At-A-Glance School Profiles; Clatsop County Assessment and Taxation

**FIRE PROTECTION**

Fire protection is provided by Elsie-Vinemapple Rural Fire Protection District, Mist-Birkenfeld Rural Fire Protection District, and State Forestry. State Forestry provides fire protection to forest land only and does not have the training nor equipment to put out fires in burning structures. Mutual aid agreements with surrounding fire districts and departments, including Hamlet and Banks, provide additional resources to the planning area.

**TRANSPORTATION**

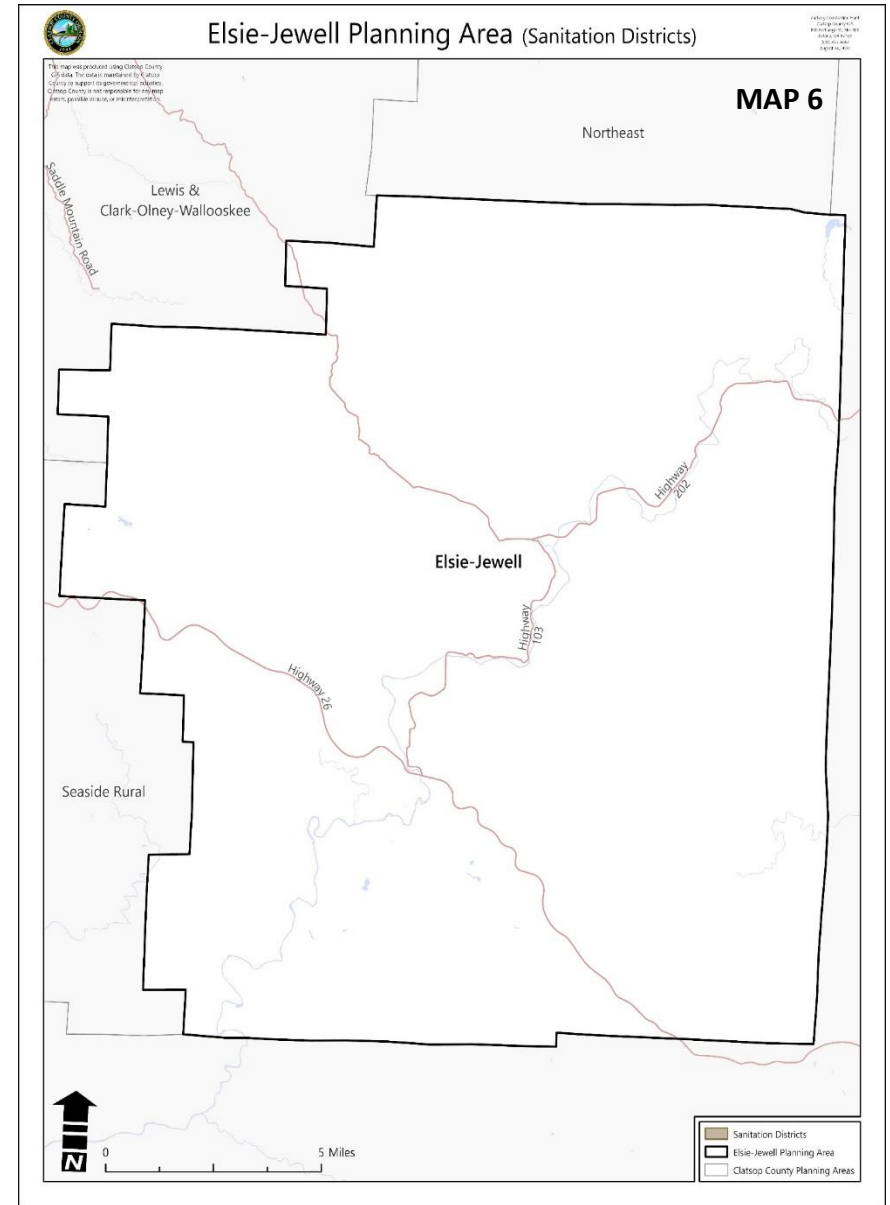
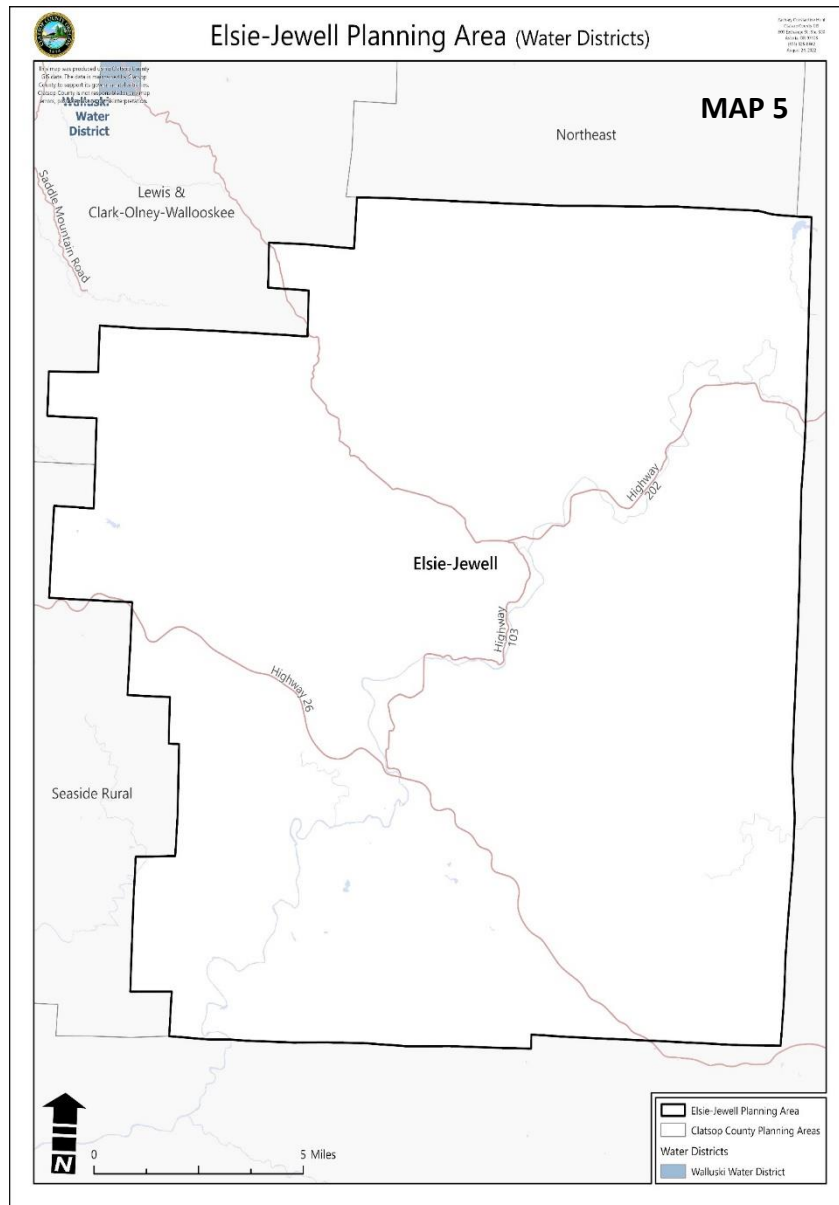
The automobile and truck are the predominant means of moving people and goods within this planning area. U.S. Highway 26 is one of the two major links between the Portland metropolitan area to the northern Oregon coast. Highway 103, which connects Highway 202 with Highway 26, has become a bypass to traffic congestion on Highway 26, utilized both by residents and by visitors to the coast. The Oregon Department of Transportation maintains three major roads within the planning area:

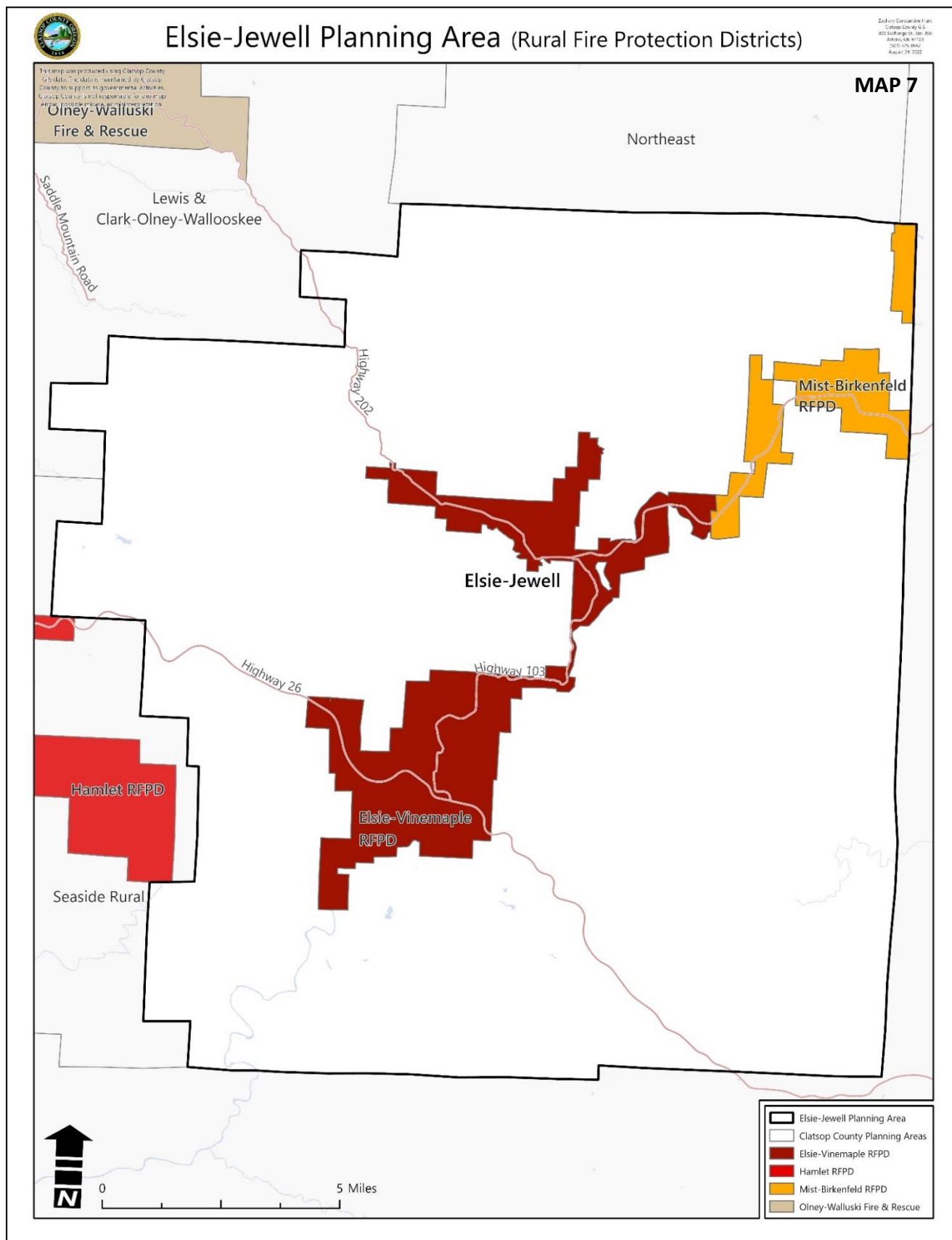
- Highway 202 (Necanicum Highway)
- Highway 26 (Sunset Highway)
- Highway 103 (Fishhawk Falls Highway)

In the months immediately following March 2020, traffic suddenly decreased as COVID-19 pandemic lockdowns and/or service curtailments were implemented. **Tables 3, 4 and 5** detail Average Annual Daily Traffic (AADT) counts on selected segments of U.S. Highways 26, 202 and 103 in and adjacent to the Elsie-Jewell Planning Area. Traffic data for 2021 was not available at the time this plan was update. It is likely, however, that 2021 traffic volumes will have increased to at least 2019 levels. Additionally, as opportunities and technology have increased to support remote work options, traffic patterns may be altered accordingly.

The Oregon Department of Transportation (ODOT) typically collects traffic counts on one third of State Highways every year and adjusts them to AADT. AADT is the total traffic for the year divided by 365 days. Readers of this plan should note that the numbers in Tables 3-5 are only averages and that special events or seasonal fluctuations may increase traffic volume on these road segments above the average established by ODOT.

## ELSIE-JEWELL COMMUNITY PLAN 2040





| <b>TABLE 3: U.S. HIGHWAY 26 TRAFFIC VOLUMES (2018-2020)</b> |              |             |             |
|---|--------------|-------------|-------------|
|   | <b>AADT*</b> |             |             |
| <b>ROAD SEGMENT</b>   | <b>2020</b>  | <b>2019</b> | <b>2018</b> |
| <b>0.70 Miles East of Oregon Coast Highway (U.S. 101)</b>   | 7,649        | 8,500       | 8,500       |
| <b>Black Bridge</b>   | 6,715        | 7,400       | 7,500       |
| <b>0.05 Miles East of Necanicum Highway (OR 53)</b>         | 6,806        | 7,500       | 7,600       |
| <b>0.02 Miles East of Saddle Mountain Road</b>              | 7,144        | 7,900       | 8,000       |
| <b>0.05 Miles West of Fishhawk Falls Highway</b>            | 6,963        | 7,700       | 7,800       |
| <b>Clatsop-Tillamook County Line</b>                        | 6,483        | 7,200       | 7,200       |

\*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

| <b>TABLE 4: OR HIGHWAY 202 TRAFFIC VOLUMES (2018-2020)</b> |              |             |             |
|--|--------------|-------------|-------------|
|  | <b>AADT*</b> |             |             |
| <b>ROAD SEGMENT</b>  | <b>2020</b>  | <b>2019</b> | <b>2018</b> |
| <b>0.02 Miles West of Williamsport Road</b>                | 3,240        | 3,600       | 3,600       |
| <b>Walluski River Bridge</b>                               | 2,549        | 2,800       | 2,800       |
| <b>0.10 Miles North of Walluski Loop Road</b>              | 1,604        | 1,800       | 1,800       |
| <b>0.03 Miles South of Walluski Loop Road</b>              | 1,499        | 1,700       | 1,700       |
| <b>0.02 Miles East of Youngs River Loop Road</b>           | 860          | 950         | 960         |
| <b>0.02 Miles west of Norlund-McCoy Road</b>               | 612          | 680         | 680         |
| <b>Hamilton Creek Bridge</b>                               | 327          | 360         | 370         |
| <b>0.02 Miles West of Beneke Road</b>                      | 367          | 410         | 410         |
| <b>0.02 Miles West of Fishhawk Falls Highway at Jewell</b> | 382          | 420         | 430         |
| <b>0.05 Miles East of Fishhawk Falls Highway at Jewell</b> | 511          | 570         | 570         |
| <b>Nehalem River Bridge</b>                                | 496          | 550         | 550         |
| <b>Clatsop-Columbia County Line</b>                        | 405          | 450         | 450         |

\*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes /

| TABLE 5: OR HIGHWAY 103 TRAFFIC VOLUMES (2018-2020) |       |       |       |
|---|-------|-------|-------|
|   | AADT* |       |       |
| ROAD SEGMENT  | 2020  | 2019  | 2018  |
| 0.05 Miles South of Nehalem Highway (OR 202)        | 594   | 660   | 660   |
| 0.20 Miles South of Meadow Lane                     | 587   | 650   | 660   |
| Vinemaple Bridge                                    | 654   | 730   | 730   |
| 0.02 Miles East of Cow Creek Road                   | 684   | 760   | 760   |
| 0.02 Miles South of Bay Road                        | 907   | 1,000 | 1,000 |
| 0.05 Miles North of Sunset Highway (U.S. 26)        | 999   | 1,100 | 1,100 |

\*AADT: Average Annual Daily Trips

Source: Oregon Department of Transportation, State Highway Traffic Volumes

## NATURAL RESOURCES

### FOREST LANDS

Logging and timber activities have played a significant role in the settlement and development of the Elsie-Jewell Planning Area. Ownership of forest land has changed to a considerable degree during the past 70 years. The Great Depression brought much of the privately owned lands into County hands during the 1940's due to foreclosures. Approximately 29% of Clatsop County forest lands are publicly owned while over 200,000 acres are privately-owned. The vast majority of the Elsie-Jewell Planning Area is designated as forest lands.

### AGRICULTURAL LANDS

Within this planning area, the best agricultural lands occur on the alluvium along the Nehalem River. Most of the agricultural lands are used for pasture at this time, but in recent years several small vegetable and flower farms have been established. The entire Elsie-Jewell Planning Area is considered Major or Peripheral Big Game Habitat. The need to coexist with wildlife can create issues when elk, deer and other birds and animals compete for resources needed to supply livestock feed or damage planted crops. Policies pertaining to agricultural and forest lands can be found in Goals 3: Agricultural Lands and 4: Forest Lands of the Countywide Plan.



### WATER RESOURCES

Per information from the Oregon Water Resources Department, nearly 23% of Oregonians rely on domestic wells, or private wells, as their primary source of potable water. This makes groundwater protection and well stewardship important to public health. Because of the sedimentary formations in this planning area, drilling for potable water is unpredictable. Often when water is found in a well it is brackish. Drinking water comes from wells, springs, creeks and streams. In the Elsie-Jewell Planning Area the major water resource is the Nehalem River, which traverses this area of the County. This river is used for both agriculture and recreation.

Per information from the Oregon Department of Environmental Quality (DEQ) the Elsie-Jewell Planning Area is located within the North Coast Basin, which extends from the Columbia River to the southern Tillamook County line (Figure 1). The basin consists of eight watersheds. Six watersheds drain to the Pacific Ocean:

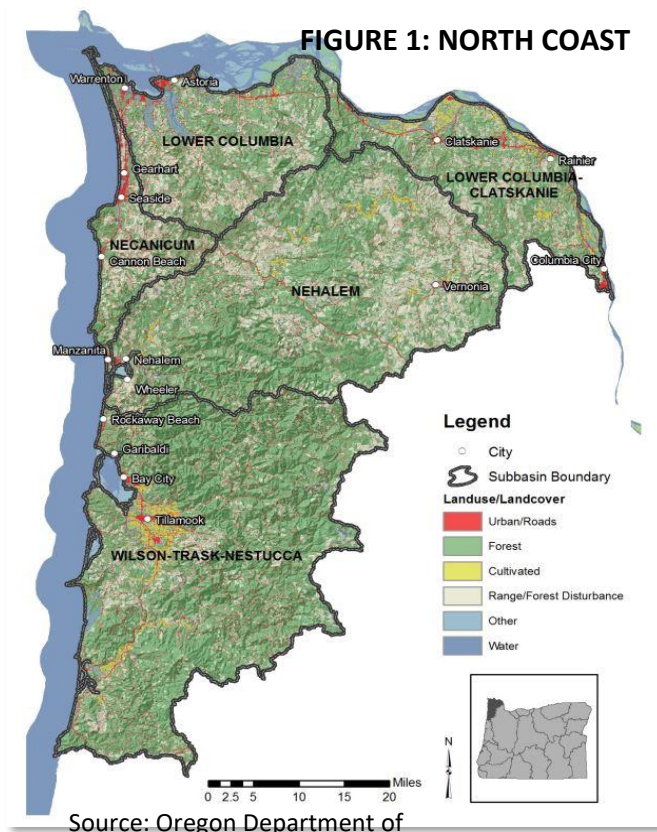
- Necanicum
- Nehalem
- Tillamook Bay
- Nestucca
- Netarts/Sand Lake
- Neskowin

The Elsie-Jewell Planning Area is primarily within the Nehalem watershed.

### FISH AND WILDLIFE

The Nehalem River and many other streams and creeks provide spawning habitats for anadromous fish. Anadromous fish such as salmon or steelhead hatch in upland freshwater streams, migrate to sea to spend a major part of their life, and return to the freshwater upland stream to spawn a new generation of fish. Important to these streams is the maintenance of water quality and low turbidity levels.

The Planning Area supports a wide variety of bird species, including the band-tailed pigeon and species of traditional importance to the Clatsop Chinook. These species include ravens, eagles, falcons, ospreys, hawks, owls, turkey vultures and the condor. Maintaining a wide variety of vegetation is important,



especially seed and fruit bearing plants. Decreasing populations of birds may be caused by use of chemical pest controls, cumulative impacts of herbicides, insecticides and rodenticides, predator increases and habitat changes. Marbled murrelet, spotted owl and other endangered and threatened species are located in this area.

With reference to big game, the Oregon Department of Fish and Wildlife classifies areas within the County as Major Big Game Range, Peripheral Big Game Range and Excluded Range.

## **OPEN SPACE, HISTORIC, RECREATION, SCENIC AND NATURAL AREAS**

### **OPEN SPACE, RECREATION AND HISTORIC RESOURCES**

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

#### ***Open Spaces***

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

| <b><u>Categories</u></b> | <b><u>Examples</u></b>          |
|--------------------------|---------------------------------|
| Resource lands           | Forest lands                    |
| Recreation               | Lee Wooden Park                 |
| Scenic/Buffer            | Open space within a subdivision |
| Preservation             | Nehalem Park                    |

**Map 8** shows the location of the various types of open space, parks and recreational areas within the planning area. The most dominant form of open space in this planning area is the extensive acreage in forest lands.

#### ***Recreation***

Recreation facilities for the public are provided at Saddle Mountain State Park, as well as at the three County parks (David Douglas, Fishhawk Falls (Lee Wooden) Park, Spruce Run Park) and sports facilities at the Jewell School. In 2019, a 17.5-mile portion of the Nehalem River between Henry Rierson Spruce Run Campground and the confluence with Cook Creek near Cougar Valley State Park, was designated as an Oregon Scenic Waterway. The Oregon Parks and Recreation Department is currently working with a Rules Advisory Committee to finalize river-specific rules for the designated stretch of river. The County has designated most of the land

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## **ELSIE-JEWELL COMMUNITY PLAN 2040**

along this rivers as FOREST LANDS, reflecting the predominant forest uses along most of the river. There is some land designated CONSERVATION OTHER RESOURCES, reflecting recreation areas along the river.

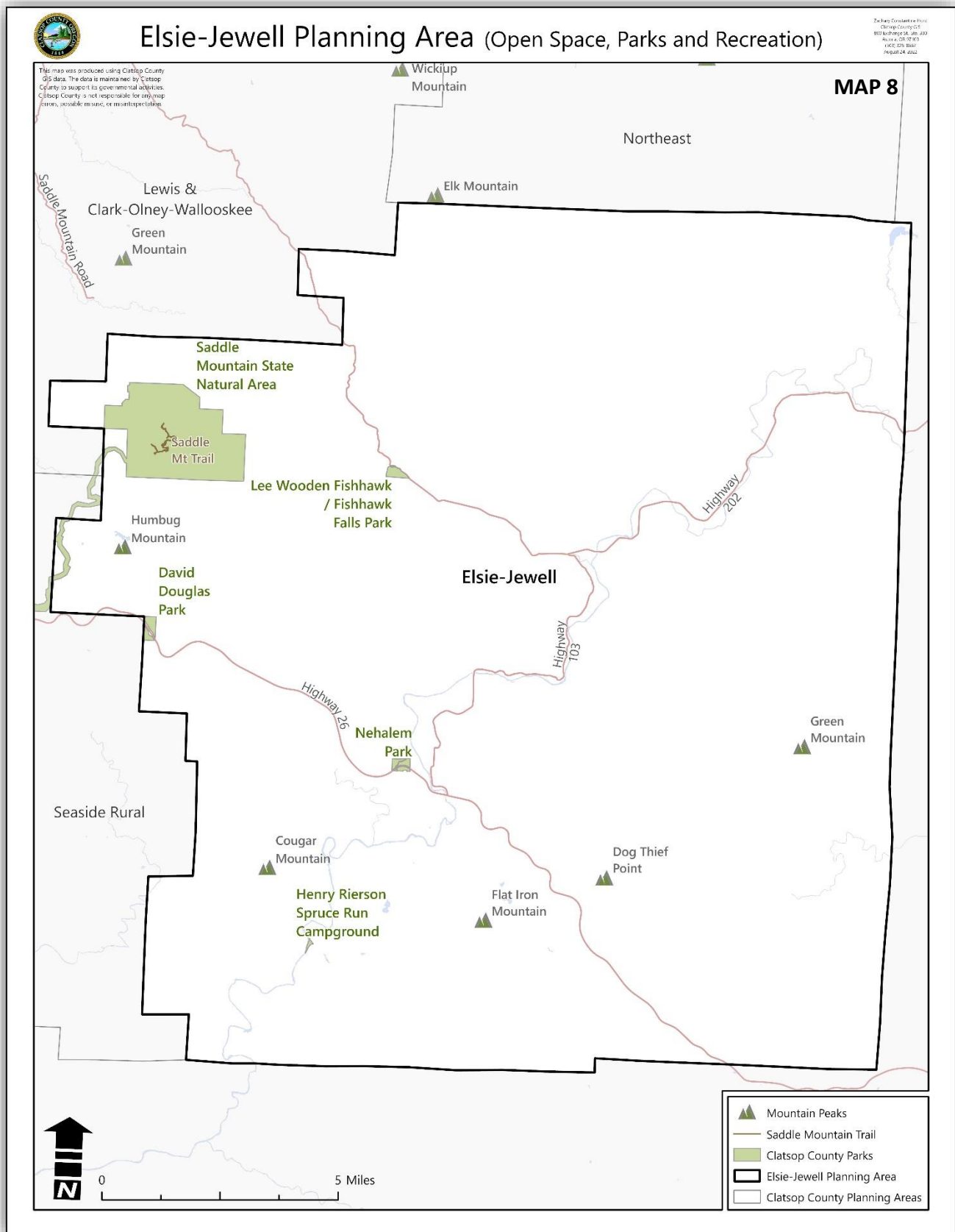
The Ed Wilson Farm is managed by the State Fish and Wildlife Commission for elk wintering range. The area has been designated FOREST LANDS and has been zoned for forest zones. Conflicts occur here and at the Jewell Wildlife Meadows between the elk and farm and forest uses.

Beneke Creek is a wildlife habitat for elk. This area has been designated CONSERVATION OTHER RESOURCES and has been zoned Open Space, Parks and Recreation. Due to the conflicts with the elk, new or expansion of existing wildlife management areas require additional review and public input.

### ***Historic Resources***

The Clatsop County Historical Advisory Committee, under the direction of the Clatsop County Board of Commissioners, prepared a map of various historical sites within the County in 1976. This area of the County is rich in history. Predominantly all of the historical sites in this planning area represent the occurrence of a historical event and may be appropriate for historical signing as funds become available.

Other aspects of preservation are the various Natural areas which play a crucial role in the rapidly changing landscape. Most important, perhaps, is that they serve as benchmarks for assessing the extent of human impact upon diverse land, lakes, rivers, estuary and coastal environments.

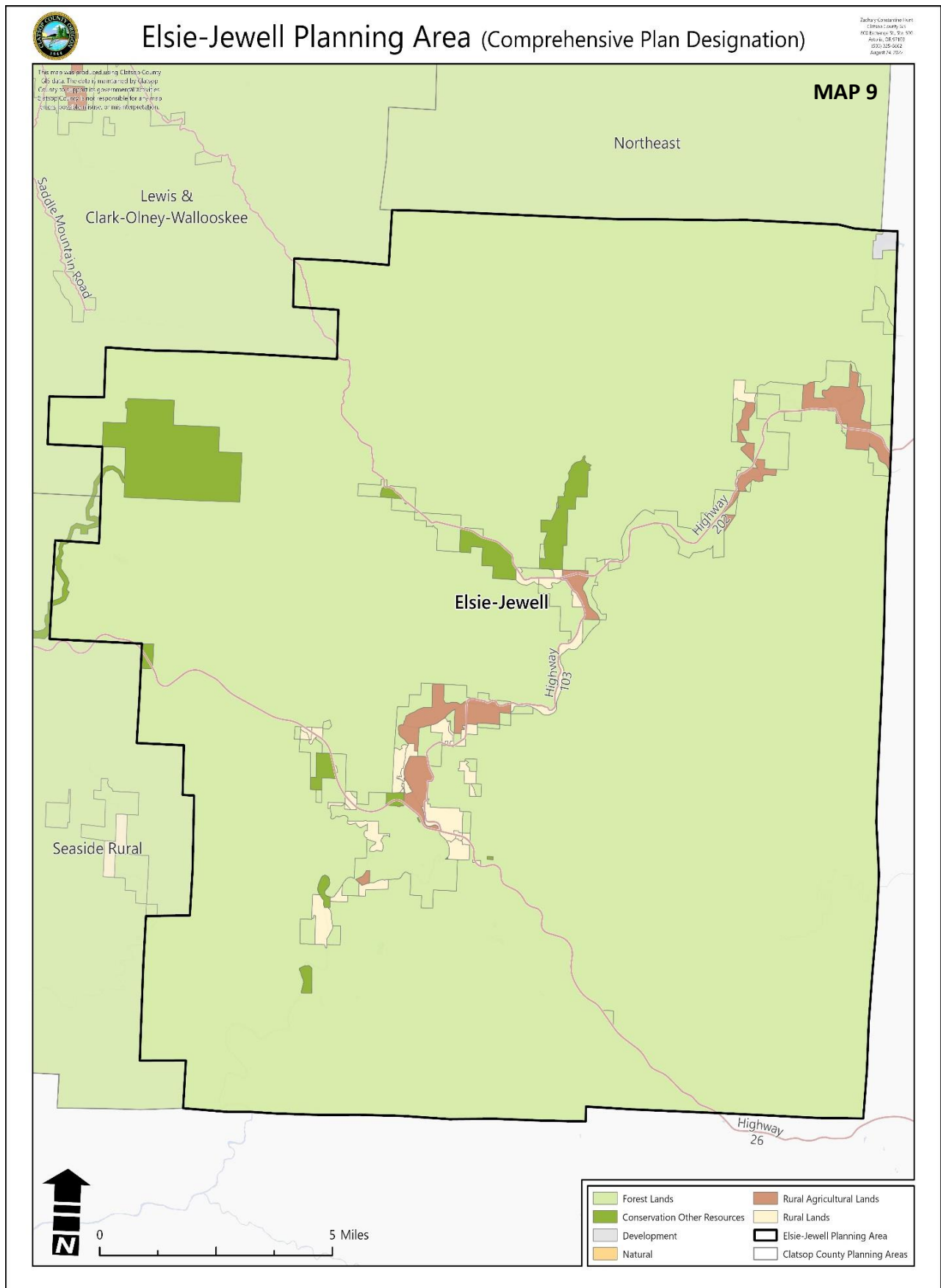


**Table 6** identifies the various amenity levels at each facility.

| <b>TABLE 6: RECREATION FACILITIES</b>                                     |   |
|---|---|
| <b>FACILITY NAME</b>  | <b>AMENITIES</b>  |
| <b>Saddle Mountain State Park</b>   | Camping<br>Hiking Trails<br>Picnicking<br>Restrooms<br>Viewpoint  |
| <b>Henry Rierson Spruce Run Campground and Spruce Run Creek Trailhead</b> | Restrooms<br>Picnic Tables<br>Fire Rings<br>Drinking Water<br>Trash Serve (Seasonal)<br>Firewood for purchase |
| <b>David Douglas County Park</b>  | Open Space  |
| <b>Lee Wooden Fishhawk Falls Park</b>                                     | Open Space<br>Trails  |
| <b>Nehalem Park / Red Bluff Park</b>                                      | Open Space  |
| <b>Jewell School</b>  | Ball Fields<br>Track<br>Indoor Gymnasium  |

## DEVELOPMENT PATTERNS

It is the purpose and intent of Clatsop County to maintain the rural character of residential land outside urban growth boundaries within the Elsie-Jewell planning area by preserving and protecting concentrated open space and natural resources, and minimizing the impact of rural residential development on essential services, while also allowing low density residential development. **Map 9** details the land use designations assigned within the Elsie-Jewell Planning Area. Detailed zoning maps can be located on the Clatsop County [website](#).



**HOUSING**

Generally, the homes in the Elsie-Jewell planning area are older, with 62.6% of homes having been built before 1990. This equates to 502 dwellings out of the 802 residences located in the planning area..

Much of the housing is provided by manufactured dwellings. Because of the economic attractiveness of manufactured dwellings, this demand is expected to continue. Over the last 17 years, an average of three houses were built a year in the Elsie-Jewell Planning Area. This includes both stick-built homes and manufactured dwelling placements. Between 2005 and November 2021, a total of 51 permits were issued for the construction of new single-family and two-family homes. Despite its sparse population, housing continues to be a challenge in this planning area, as well as throughout the County. In order to enhance recruitment, the Jewell School District has constructed several faculty dwellings on school property. In 2020, the District also constructed a quadraplex to provide local affordable housing for staff.

The 2020 Decennial Census detailed the population of the Jewell area as 1,068 residents, a 10-year increase of 2.5%. Demographic forecasts from the Population Research Center of Portland State University estimate that total population in the unincorporated areas of Clatsop County will decline by 510 residents by 2045. The forecast does not break down population estimates by planning area or unincorporated communities.

The adoption of SB 391 in 2021 gave the County the ability to permit accessory dwelling units on rural residential lands. Appropriate requirements regarding wildfire interface standards have been developed and the County has revised its codes to allow ADUs in rural residential zones. In the future, should the state legislature revise statutes to allow ADUs on resource lands, the County should consider similar code revisions. Additionally, based upon the 2019 *Housing Strategies Report*, the County should review its non-residential non-resource zones to determine if inclusion of multi-family dwellings should be permitted.

Because of limited access to gas stations, new construction should be encouraged to have dedicated electric vehicle charging stations. Such stations may also be able to be used to generate limited amounts of energy for a residence in the event of a power outage.

**LAND USE DESIGNATIONS**

Clatsop County has identified six different land use types that form the basis for the zoning designations applied to all properties within the unincorporated area.

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## **ELSIE-JEWELL COMMUNITY PLAN 2040**

### ***Development***

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

Areas within Urban Growth Boundaries and Rural Service Areas are included within this designation. There are no Urban Growth Boundary designations for this planning area. Fishhawk Lake Estates is an area which meets the criteria for Rural Service Area (RSA). This area was developed in 1967 as a recreational community. A community sewer and water system, as well as roads, has been developed to provide for future housing.

Within this planning area, there are also approximately 150 acres in the Jewell area zoned for light industrial uses. During public meetings conducted as part of this update, residents expressed a desire to allow additional uses within the planning area, including expanded home occupations that would provide services to area residents.

### ***Rural Lands***

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

Most Rural Lands designated in the Elsie-Jewell Planning Area are in areas which contain old town plats and fragmented land ownerships. Rural lands are primarily clustered along the major transportation routes, including Highways 26, 103 and 202. These areas may require vacation and replatting or utilization of a Planned Development to protect the natural resources of the area.

### ***Rural Agricultural Lands***

Agricultural Lands are those lands that are to be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space. Within the Elsie-Jewell Planning Area, rural agricultural lands are primarily clustered along the Nehalem River. As discussed above, much of this land has been utilized as pasture area. New small-scale vegetable and flower farms are, however, beginning to be established within this planning area.

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## **ELSIE-JEWELL COMMUNITY PLAN 2040**

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

#### ***Forest Lands***

Forest Lands are those lands that are to be retained for the production of wood fiber and other forest uses. The majority of the parcels within the Elsie-Jewell Planning Area are designated Forest Lands. This limits opportunities within the planning area to provide additional housing or commercial services for residents.

#### ***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. Within the Elsie-Jewell Planning Area, lands designated as Conservation Other Resources are primarily zoned Quarry and Mining (QM), Open Space, Parks and Recreation (OPR) or Recreation Management (RM). This includes Saddle Mountain State Park, David Douglas Park, Nehalem Park, Fishhawk Falls Park and Spruce Run Park.

#### ***Natural***

A NATURAL area is defined as land and/or water units in which natural processes exist relatively undisturbed or can be restored to a nearly natural state. There are no lands designated as Natural within the Elsie-Jewell Planning Area.

## GOALS, OBJECTIVES AND POLICIES

### NATURAL RESOURCES– WATER RESOURCES POLICIES

- Policy A:** The County should encourage water storage/holding tanks/catchment systems for new residential and commercial development within the Elsie-Jewell Planning Area.
- Policy B:** The County should conduct further analysis for Fishhawk Creek/Fishhawk Falls and Fishhawk Creek/Fishhawk Lake to determine whether these sites should be included in the County’s Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces inventory.

### NATURAL HAZARDS – GENERAL POLICY

- Policy A:** The County shall promote education to ensure that households are prepared to be self-sufficient for a minimum of two weeks as natural disasters can leave residents in the Elsie-Jewell Planning Area isolated.

### TRANSPORTATION POLICY

- Policy A:** The County may coordinate with the Oregon Department of Transportation to incorporate safe bikeways, suitable crosswalks, fog lines and the installation of curbing to separate the auto traffic within U.S. Highways 103, 26 and 202.

### RECREATION POLICIES

- Policy A:** The County may work to identify and establish new public access points along the main stem of the Nehalem River.
- Policy B:** The County may identify opportunities for additional recreational facilities and types of recreation within the Elsie-Jewell Planning Area.

### COORDINATING STATE AGENCIES:

Oregon Department of Fish and Wildlife (ODFW)

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## ELSIE-JEWELL COMMUNITY PLAN 2040

Oregon Department of Agriculture (ODA)  
Oregon Parks and Recreation Department (OPRD)  
Oregon Department of Energy (ODOE)  
State Historic Preservation Office (SHPO)  
Oregon Department of State Lands (DSL)  
Oregon Health Authority (OHA)  
Department of Geology and Mineral Inventories (DOGAMI)  
Oregon Department of Land Conservation and Development (DLCD)

### **BACKGROUND REPORTS AND SUPPORTING DATA:**

2021 Oregon Distribution System Plan, PacifiCorp