

# NETARTS COMMUNITY PLAN

*[Revisions from 1997 Draft are identified with underlining (new text) and ~~strikeouts~~ (deleted text)]*

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# **I. Executive Summary**

The Netarts Community Plan is an important guide to the future. Prepared as part of an ambitious program for involving local residents and property-owners in making effective land use decisions, this plan has several key elements.

The Purpose and Process section describes the general purposes for the plan and gives a description of how the plan was developed. Particular attention is given to the extensive public involvement activities and on-going commitment to involving local residents in local planning activities.

The Introduction to Netarts provides a description of Netart's history and its growth. There is an extensive inventory of current conditions, with associated estimates about the area's ability to accommodate further development. The following section is the Netarts Vision, a description of the preferred evolution of the community over the next 20 years. The Vision is based on the responses to the community survey completed in July of 1994, and on the work of the Vision Committee, and was adopted by the community in September of the same year.

The Netarts Community Plan Policies describe the various actions, priorities and programs the community sees as needed to carry-out the desired future described in the Vision. Community desires to retain significant natural resources, the important "village" character of Netarts, and to foster a future based upon "quality-not-quantity", are listed and guidance provided for how development and change should proceed.

The segment identified as the Regulatory and Policy Framework contains several important elements. First, there is a description of the State Land Use Goals, Oregon Administrative Rules, and portions of the Tillamook County Comprehensive Plan that pertain to planning for the Netarts Community. Included within that listing is an explanation of why Netarts is identified as an Unincorporated Urban Community under Oregon's Rural Communities Rule. A description of the County and community's response to, and compliance with, each indicated goal follows. Included within this section is a description of the Public Facilities Plans for sewer and water that are required to satisfy Oregon Administrative Rule requirements.

The Appendix contains the various supporting documents prepared and used in the creation of the Plan and development regulations. This information serves as the basic building blocks upon which the community plan is founded. Also attached separately to this plan are the land use zoning provisions to be used to implement the Plan.

## **II. Plan Purpose and Process**

### **Purpose**

The purpose of the Netarts Community Plan is to provide guidance to, and predictability in, the development of the community as it transitions to the Netarts described in the Community Vision. While change is inevitable there are many different futures that can be achieved. The residents and property-owners of Netarts believe that by working together, communicating effectively and properly preparing it will be possible to obtain the future they desire.

### **Netarts Planning Process**

The Netarts Community Plan is primarily a result of the work of residents and property owners who served on committees, of the members of the Netarts Steering Committee, and citizens who attended meetings and expressed their views. The process began at meetings on January 22 and February 5, 1994, which were each attended by over 100 people. The Department of Community Development offered an opportunity to area property owners to participate in a planning process to guide development in the Netarts area over the next decade, to designate a planning advisory committee to represent community concerns to the County, and to coordinate with a similar process begun the month before in Oceanside. Issues were raised, prioritized, and committees formed by those in attendance, and this energy remarkably continued throughout the process. A copy of the first public notices, and the issues identified is included as part of Appendix AD≡.

The community organization and process have evolved over time. The Netarts Steering Committee has incorporated as a non-profit corporation, the Netarts Community Council, with members elected from property owners in the area. The standing committees, Public Services, Emergency Preparedness, Environment, Transportation, and Planning, continue to serve community wide interests beyond the limited scope of this planning process. In addition, the Steering Committee is designated as the Netarts Bay Watershed Council in order to work to protect and improve Netarts Bay habitat.

The planning process has evolved by inclusion as a Periodic Review Work Task in August of 1994. The work task description includes demonstrating compliance with the Division 22 Administrative Rules for Unincorporated Communities, which were not completed at that time. These rules were adopted in October of 1994, and added substantial legal requirements to the process. Additional details of the Netarts Community Plan process are included in part IV. Goal 1 Citizen Involvement of this plan.

### **III. Introduction to Netarts**

#### **Netarts Previously**

An historical sketch of Netarts was compiled by Steering Committee member William Hawkins and presented to the committee working on the Netarts Vision in July of 1994, near the beginning of the planning process. This document entitled A General History of the Town of Netarts, Tillamook County, Oregon, is included as Appendix AC of this plan. It is both an interesting time line and a key research element which was used in forming the Vision Statement and to guide the community classification decision.

The history reveals that Netarts Bay was used extensively by Killamook Indians who named the area A Ne ta at, which meant A near the water. Land surveying in the area began in 1855, and an 1859 survey shows the A Netarts Wagon Road extending from the South Prairie area to the bay. Homesteading began at about the same time, with the first post office opening in 1871, a school established by the 1890s, and store in 1902. The early settlers relied on collecting and processing oysters, lumber, and game for sale and subsistence, with mention of livestock grazing on the sandspit.

Netarts appears to have been used as a vacation area from early in its settlement history. The name, A Happy Camp, appears associated with a photograph of an 1890's summer training camp, but also implies recreation use. A hotel appears in the same photograph, and the history also includes a 1906 photograph of a campsite. Pictures of Happy Camp in 1918 and 1920 show seasonal structures, and a second lumber mill which supplied pre-cut cottages for tourist camps was built on Netarts Bay in 1917.

These early uses of the Netarts Bay area continue to the present. Resource extraction of timber harvest and management of the watershed is on-going with nearly all of the forest land owned by commercial forest products companies. Two commercial oyster companies continue to operate in the bay, and resource extraction in the form of commercial rock quarrying also occurs. Approximately half of the dwellings within the Netarts Community Growth Boundary (CGB) area are second homes, which reflects vacation and retirement uses. In addition, boating on the bay noted as common in 1939, continues to be a popular activity.

#### **Netarts Now**

##### **An inventory with projections to the future.**

##### **Purpose**

The primary purpose of the inventory is to estimate how many additional dwellings and people can be accommodated within the CGB so that public facilities can be planned to meet the needs. The facilities which we are required to plan for under the Rural Communities Rule are sewer

and water. However, transportation and storm water (non-point source pollution) are facilities which should be evaluated for Netarts as the community grows. The information in this section is based on the data collection process and results contained in the tables and inventory report in Appendix "E". An expanded summary is also included at the end of the appendix.

**Summary and Conclusions**

The total number of dwellings which could be accommodated on land within the urban area of the Netarts Water District is estimated to be 1,572. The Netarts Water District Master Plan contains an estimate of service area population in the year 2014 of 3,537 ( 2.54 people per dwelling unit). Using the assumption of 2.54 people per unit, the urban portion of the service area would have a population of 3,990 people when fully developed. By way of comparison, the City of Tillamook population in 1980 was 3,981 according to the City of Tillamook Comprehensive Plan. The next largest city in the county was Garibaldi with a 1980 population of 999. Netarts has the potential to grow to the stature of a city the size of Tillamook in 1980 on the land currently within the existing CGB. The density would be significantly lower than the City of Tillamook, due in part to the lack of multi-family zoning in Netarts, and its hilly topography in contrast to the flat land on which Tillamook is built. As an unincorporated community, Netarts will continue provide a significant housing base for the City of Tillamook area, while continuing to rely on Tillamook County for urban services such as streets and drainage, police, planning and zoning, and parks.

**Growth Projection**

Three estimates of the amount of new dwellings which may be built in Netarts over time are possible from available data. The Netarts Water District Master Plan assumes a 4.3% annual rate of growth which results in a 20 year population of 3,537 in 1,392 dwelling units by the year 2014. This is approximately double the 1994 population estimated in the study. The Netarts-Oceanside Sanitary District uses an estimate of 2.25% per year which yields a year 2014 population of approximately 4,100 persons in the Sanitary District service area which includes both Netarts and Oceanside. A third method is to project the average annual water connections in the Netarts Water District out to 2014.

Netarts Water District Connections 1958 - 1994									
Connection Year	1957	1960	1965	1970	1975	1980	1985	1990	1994
Number	279	11	20	81	30	76	46	29	60
Total		290	310	391	421	497	543	572	632

Netarts Water District connection records from 1960 to 1995 show that connections ranged from a low of 20 for the five year period ending 1965, to a high of 81 during the five year period ending 1970. The average annual growth rate for the period 1960 through 1994 equals 2.3% per year. This growth rate would result in a year 2014 population of 2,537 in 999 dwellings.

1994 Occupancy and Potential (source: Vacant Land Inventory Table 2)					
Existing population	Assumed persons per dwelling unit	Existing dwellings	Potential additional dwellings	Total dwellings in	Total population
1,524	2.54	475	874	1,349	3,426

Projection of future population increase can only be a guide to what is possible, and is an inexact process. A number of variables exist for a small community like Netarts which has a significant second home ownership component, is relatively close to the major population area of the state in the Portland metro area, and is in a county with a significant retirement age population. The table above shows the total dwellings and population which could occur on land within the CGB based on vacant lands and an assumed 2.54 persons per dwelling unit. The table below depicts the results after twenty years for the three growth rates. These growth rates should be viewed as representing a range of possible futures and revised over time.

2014 Potential Dwellings and Population, Three Scenarios				
	Growth Rate	Addl Dwellings	Total Dwell Units	Total Population
Netarts H20 District Rate	4.3%	917	1,392	3,537
NOSD Rate	2.5%	461	936	2,378
H20 Connection History	2.3%	524	999	2,537









## **IV. Netarts Community Plan Policies**

The Community Plan Policies are intended to describe the actions, priorities and programs needed to carry-out the future described in the Vision. The policies below are incorporated into the Tillamook County Comprehensive Plan to guide development in order to achieve the Community Vision.

### **Policy 1. Community Form**

- 1.1 Netarts shall be designated as an Urban Unincorporated Community under the State Rule for Unincorporated Communities to permit greater flexibility in the area's development.
- 1.2 The community prefers to continue its current growth form with increased density at the core, an emphasis on better public facilities and increased flexibility to assure quality development and affordable homes (to the extent feasible).
- 1.3 There shall be no expansion of the community growth boundary until in-fill development within the existing boundary requires expansion to accommodate further growth.

### **Policy 2. Transportation Element**

- 2.1 Streets are to be kept narrow and without sidewalks, unless it is determined to be necessary for public safety that a wider street be required. The additional width shall be the minimum required to assure public ingress and egress.
- 2.2 Because of inadequate access due to few connections to and through the community, improved connectivity throughout the community will be developed to assure public access.
- 2.3 The County will work with the Oregon Department of Transportation to develop an access management plan for Netarts.
- 2.4 Non-auto dependent (transit, bicycle and pedestrian) travel will be encouraged.

### **Policy 3. Housing**

- 3.1 A variety of housing costs and styles will be encouraged through a variety of zoning densities and regulations.

- 3.2 Programs to clean-up existing poor condition homes will be encouraged within the community.
- 3.3 Small scale attached housing projects of up to four units attached together, and a maximum of eight units on a parcel or ownership will be allowed on parcels of appropriate size in order to achieve higher core area densities.
- 3.4 Small lots of 2,500-3,500 s.f. will be allowed in the central area.
- 3.5 Larger lots (10-15,000 s.f.) will be permitted at the edge of the community.
- 3.6 A maximum lot coverage standard should be implemented in order to place a maximum upward limit on the bulk of structures as a measure to maintain community scale and livability. Lot coverage standards should allow higher coverage for small lots and be consistent with the resolution of the "small lots" issue reflected in Tillamook County Land Use Ordinance Section 5.100.

#### **Policy 4. Community Character**

- 4.1 Netarts Bay's current condition is an environmental, cultural and economic resource of such rare value that no additional docks, marinas, boats ramps, other facilities, housing or any other constructed development will be allowed in the water. This policy applies to the aquatic or estuary area of the bay as defined in the Tillamook County Land Use Ordinance.
- 4.2 Development along Netarts Bay will be compatible with maintaining the natural qualities of this valuable and sensitive estuary.
- 4.3 Stream and Bayside buffers of at least 15-50 feet shall be maintained (depending on the size and sensitivity of the stream), and are to be kept in a natural condition.
- 4.4 Watershed protection is the critical element in maintaining and rehabilitating the water quality and habitat of Netarts Bay and its tributary streams. The Community Council will work with the County and other appropriate authorities and landowners on implementation of the Oregon Forest Practices act and other applicable regulations to achieve this goal.
- 4.5 Continue the existing rural-type (low density) zoning, except for those uses that are shown to pose a hazard to the existing character of the area. A hazard is not just anticipated growth; it must pose a threat to the health or safety of the community's residents or visitors.

- 4.6 The County shall regulate building heights in a manner that assures equity and predictability in obtaining views. Changes in height regulations will occur only if they provide equal or greater limitation than the provisions that were in place on January 1, 1997.
- 4.7 Billboards shall be prohibited inside the community growth boundary.
- 4.8 Other signs shall be adequately regulated to retain a village appearance.
- 4.9 Utility lines will be placed underground for new subdivisions, and planned developments. When existing areas redevelop underground utilities should be installed.
- 4.10 In areas with potential geologic hazards, higher densities in non-hazardous areas to compensate for not developing in the hazardous area will be allowed. This is intended to occur within the same ownership, unless the County establishes a Transferable Development Right system.
- 4.11 Open spaces along streamways, in steeply sloped areas, between new and existing neighborhoods will be required of new development and purchased where possible.
- 4.12 The Community Council, with the support of the Department of Community Development, will prepare a community education program about the value of maintaining trees within the urban areas of the community.
- 4.13 Native plant species will be encouraged in all landscaping by distribution of a recommended landscaping materials guidebook.
- 4.14 New uses authorized within the community growth boundary shall not adversely affect farm or forest management practices conducted in accordance with federal and state laws. Authorization to create a parcel or dwelling adjacent to land zoned for farm or forest use shall require a notarized declaratory statement signed by all current property owners who appear on the deed or contract. This statement shall serve as a covenant that runs with the land bindings heirs, assigns, lessees and successors. This covenant shall affirm that residents of the parcel may be subject to farm or forest management practices conducted in accordance with federal and state laws which ordinarily and necessarily produce noise, dust, smoke and other impacts. Those signing the statement acknowledge that they "do hereby accept the potential impacts from farm and forest practices as normal and necessary and part of the risk of establishing a dwelling in this area, and acknowledge the need to avoid activities that conflict with nearby farm or forest uses." The signed and notarized covenant must be approved by the County Planning Director and recorded with the Tillamook County Clerk.
- 4.15 Commercial development shall be limited to the three current locations. No additional

linear commercial zoning will be allowed.

- 4.16 Home occupations and cottage industries will be allowed in Netarts.
- 4.17 Tillamook County will assist the Netarts Community Council and local property owners to develop a Village Center plan in the Crab Avenue Area to provide a focus for retail and service uses in the community.

### **Policy 5. Public Involvement**

- 5.1 The Netarts community will continue to participate in the Tillamook County's planning efforts, and provide comments and recommendations as appropriate. Tillamook County agrees to consider those suggestions and to communicate to the Netarts Community Council how they have dealt with the suggestions made by the community.
- 5.2 Tillamook County and the Netarts Community Council will continue to find ways to effectively involve local residents and property-owners in local planning decisions.

## **V. Regulatory and Policy Framework**

### **Applicable Planning Goals and State Administrative Rules**

The regulations below are the framework for achieving compliance with the Tillamook County Comprehensive Plan, with the new Oregon Administrative Rules (OAR) for Rural Communities, with applicable Statewide Planning Goals, and with the requirements for Periodic Review Work Task 6A, Community Planning for Oceanside and Netarts. The Netarts Community Plan is a legislative amendment to the Tillamook County Comprehensive Plan and Land Use Ordinance, and is accompanied by a staff report which details how the provisions of the Plan and ordinances comply with the OAR.

#### **Statewide Planning Goals:**

Statewide Planning Goal 1 Citizen Involvement, Goal 11 Public Facilities, and Goal 14 Urbanization all apply to this plan. The Oregon Administrative Rules for Unincorporated Communities Division 22, contain specific requirements which, when satisfied, demonstrate compliance with the Goals.

#### **Oregon Administrative Rules (OAR):**

OAR Chapter 660, Division 22, the Rural Communities Rule was adopted by the Land Conservation and Development Commission on October 28, 1994 and became effective on November 15, 1994. These rules establish statewide policy for planning and zoning of unincorporated communities, and are the framework used for the acknowledgment process, and are addressed in this plan and implementing ordinances.

660-22-010(8): the definition of a urban unincorporated community.

660-22-010(9): the definition of an unincorporated community.

660-22-030(1): requires plans for an unincorporated community.

660-22-030(3): sets out the basic requirements for industrial uses.

660-22-030(4): sets out the basic requirements for commercial uses.

660-22-030(5): sets out the basic requirements for motels.

660-22-03(6, 7, 8, 10 & 11): sets out the basic planning criteria.

660-22-040: sets out additional requirements for urban unincorporated communities.

660-22-050: sets out the requirements for public facilities plans.

OAR Chapter 660 Division 25 Periodic Review. This rule defines the process for approval of a Work Task which has been included in a Periodic Review Work Program. The portions of the rule which apply to the approval of the plan, appeals and resolution thereof, begin with the requirements for submission of a Work Task under OAR 660-25-130.



## **Community Classification**

The community classification of AUrban Unincorporated Community≅ (UUC) proposed for Netarts is a basic determinant of which Administrative Rule requirements apply to planning for the community. The Oregon Administrative Rules for Unincorporated Communities (OAR 660-Division 22) provide a framework for planning and zoning of lands which contain urban levels of development and are therefore not rural under the Statewide Planning Goals, and which are outside of the Urban Growth Boundaries of incorporated cities. The rules define four types of communities as a way to distinguish between settlement patterns which have different levels of public services and which have different social characteristics. The rules allow different intensities of new uses, require varying levels of public facilities planning, and implement standards for expansion based on the community classification.

Netarts is identified in the current Tillamook County Comprehensive Plan Goal 14 element under section 3.3 as a Afunctionally≅ urban community because it has relatively dense residential development of 5 to 10 dwelling units per acre, and has a range of urban services including public sewer and water, street lighting, and fire protection. This level of existing development allowed the County to justify Goal 4 Forest, and Goal 17 Coastal Shorelands exceptions for the area. The plan also identifies a range of commercial uses including grocery stores, gas stations, Laundromat, restaurants and taverns. The policy under section 3.3 states that the County will plan for Netarts as an urban area in accordance with Goal 14, Urbanization.

The Netarts Community Council and Tillamook County have determined that Netarts best fits the OAR definition of AUrban Unincorporated Community≅ (UUC). The January 20, 1996 letter from the Netarts Community Council included in Appendix AF≅ of this plan describes the decision by the community. The other community type considered was a Aresort community,≅ however the history of homesteading and current split between full and part time residents support the UUC designation. The difference in rule requirements in the case of Netarts is that the UUC designation allows larger commercial and industrial uses, and smaller motels than would be the case under a resort community.

## **Tillamook County Comprehensive Plan Overview**

### Goal 1 Citizen Involvement

The County Comprehensive Plan Goal 1 element does not contain specific policies or process to be followed for a community plan. In the absence of such guidelines, compliance is measured against Statewide Planning Goal 1 requirements, and the Coordination and Citizen Involvement provisions of OAR 660-22-060.

### Goal 10 Housing

The Goal 10 element of the Tillamook County Comprehensive Plan contains a broad policy under Section 3.1 which states that planning for housing needs will occur in rural areas and

unincorporated urban communities as well as within Urban Growth Boundaries (UGB). This policy recognizes that while Netarts is not incorporated as a city and therefore is not subject to Statewide Planning Goal 10 requirements for provision of housing, that it is developed as an urban area and should therefore provide for a portion of Tillamook County's housing needs consistent with service providers ability to provide urban levels of facilities. The rules for unincorporated communities however, appear to not require compliance with Goal 10 in section OAR 660-22-040. Housing in the community and additional comp plan policies under Goal 10 are discussed in part 2 Housing Element of this section.

#### Goal 11 Public Facilities

This goal contains a brief description of sewer and water services in Netarts as of the early 1980's, and contains a broad policy statement under Section 3.1. Public facilities for sewer and water are addressed in part 3. Public Facilities Element of this section.

#### Goal 12 Transportation

Section 2, of the Goal 12 element contains findings and policies for highway transportation which are adapted from the 1981 ARoadway and Traffic Safety Management Plan for the County. The study was not adopted as part of the comprehensive plan but serves as a Abackground reference source.≡ A description of transportation facilities and discussion of applicable policies is included in part 4. Transportation Element of this section.

#### Goal 14 Urbanization.

The Community Classification section above explains the general policy in the plan under section 3.2 which the County applies to unincorporated urban communities. The plan provides for Community Growth Boundaries to separate urban from rural land, for coordination of the boundaries with service districts, and for zoning ordinances that regulate urban levels of residential development and commercial uses consistent with community needs. Compliance of the Netarts Plan with the applicable policies of Goal 14 is discussed in part 5. Urbanization of this section.

### **Planning Goals Compliance:**

#### 1. GOAL 1 CITIZEN INVOLVEMENT ELEMENT

Evidence to satisfy Goal 1 Citizen Involvement and OAR 660-22-060.

The Netarts Plan is substantially a citizen generated product which was guided and facilitated by the Steering Committee. This committee was made up of representatives chosen by each of the issues committees which were formed to investigate concerns raised by the public at the first two meetings which took place early in 1994. This committee took the responsibility of scheduling meetings of both the committee and for the general public, and for finding as much consensus around the difficult issues addressed in the planning process as possible. The Steering

Committee is also incorporated as a non-profit body, the Netarts Community Council, with the purpose of providing a forum for community involvement, of setting priorities for local public services and land use, and of facilitating communication within the Netarts community, as well as other pertinent issues that may arise.

The process followed by the committee consists of monthly Steering Committee meetings and quarterly general community meetings. All meetings are open to the public, with notice of the general meetings published in the Headlight Herald. Examples of the substantial public outreach which occurred during the planning process are in Appendix AD≅. These examples include notices of the original meetings and issues identified, a memo and copy of the survey results, lists of notices mailed by the County and community meetings held, and examples of flyers of meeting announcements.

The results of the process were guided by the issues raised at the initial meetings, by the community survey, the Community Vision, and testimony to the Steering Committee during public meetings. The survey was created, distributed, and results tabulated by participants. The survey was mailed to all property owners of record and the committee received a nearly 50% response rate. The survey results were used to draft the Vision Statement, which was also mailed to all property owners of record. Notice of the final Town Hall meeting on May 11, 1996 was also mailed to all property owners of record. Citizens were afforded an opportunity to comment to the Steering Committee at all of these times, and at any of the other meetings.

## 2. GOAL 10 HOUSING:

Netarts currently has a broad range of housing sizes, values, and ages. Although a housing study was not done for this process, a visual inspection of the housing stock indicates small older homes in relatively poor repair, homes of moderate size and price, and large new dwellings. Netarts also has a relatively large number of manufactured dwellings and some RV=s used as dwellings due to current zoning ordinances which date from 1982. The perception is that a trend toward replacement and improvement of older housing with higher value structures is under way, especially in areas which have a view of the ocean or bay. Another significant aspect of housing in Netarts is that approximately half of the dwellings appear to be second homes based on the number of out of area tax assessor addresses.

The County Comprehensive Plan interprets Statewide Planning Goal 10 as applicable to all areas of the county, and includes additional policies intended to encourage adequate housing choices in the county. The findings under policy 3.1 explain that this interpretation is necessary since a strict interpretation of the state planning goals that needed housing must only be provided within UGB eliminates all communities south of the City of Tillamook from the housing goals. This represented housing for approximately one-fourth of the permanent, and 48% of the 1980 peak population in the South, South Central, and Central Coast areas of the county. Further, these areas are identified in the plan as having the highest growth rate in the county, and

continue to provide substantial growth.

The policies listed below are the most directly applicable to the Netarts CGB area and plan.

#### POLICY 3.2

Tillamook County will plan to meet housing needs by encouraging the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Tillamook County's households and allow for flexibility of housing location, type and density while preserving the County's resource base.

The Netarts Community Plan meets this policy through zoning provisions which continue to allow placement of manufactured dwellings outright in the NT-RMD and NT-R3 zones, and as a conditional use in the NT-R2 and NT-PRD zones. Other flexibility of housing type, location, and density is achieved in the proposed NT-R3 zone which allows creation of new lots as small as 3,000 square feet and combined front and rear yard setbacks of 30'.

#### POLICY 3.4

Tillamook County will reduce its lot sizes in its medium and high density urban residential to 5,000 square feet if sewer is available in order to increase the utilization of land within urban growth boundaries.

The Netarts Plan maintains the existing lot area standard of 5,000 square feet for lots with slopes less than 20% and 6,000 square feet for steeper slopes in the existing R-2 (NT-R2) zone areas. This minimum lot size is reduced to 3,000 square feet in the NT-R3 zone.

#### POLICY 3.6

Tillamook County encourages the use of planned developments in urban and rural areas in order to efficiently use land, provide public services efficiently, and reduce the impact of residential development on natural resources.

The Netarts Plan maintains consistency with this policy by retaining a revised planned development zone in the NT-PRD designation. This zone will apply to all areas within the Netarts CGB planning area which currently have the R2-PD zone. The proposed zone retains all of the residential uses of the existing ordinance, as well as the flexibility to reduce impacts on natural resources while maintaining urban density.

#### POLICY 3.8

Tillamook County will modify its zoning ordinance to increase possibilities for constructing multi-family housing in medium density urban residential zones.

The Netarts Plan zone which corresponds to the existing medium density R-2 zone is the NT-R2 zone. The proposed zone retains the provisions for multi-family dwellings of up to four units available as a conditional use, and increases flexibility by allowing attached or detached units.

### POLICY 3.9

Tillamook County will designate a sufficient amount of land to meet needs for siting mobile homes in urban and rural areas in mobile home parks and on individual lots. The County will work with incorporated cities to provide an equitable distribution of mobile home sites.

The Netarts Plan provides a substantial amount of land to meet these needs as indicated in policy 3.2. Under the proposed zones, approximately 136 acres of land is zoned for manufactured dwelling use outright, allows an additional 112 acres zoned to allow manufactured dwellings as conditional use, and an additional 135 acres zoned to allow mobile home parks through the conditional use process.

### 3. GOAL 11 PUBLIC FACILITIES ELEMENT:

#### **Netarts Community Public Facilities Plan**

##### **Purpose**

The Community Public Facilities Plan is intended to describe the water and sewer services and facilities which are needed to support the land uses allowed in the Netarts plan. It is a support document to the Netarts Community Plan element of the Tillamook County Comprehensive Plan pursuant to Goal 11: Public Facilities and Services. It is also intended to comply with the new Oregon Administrative Rules for Unincorporated Communities under OAR 660-22-050.

##### **Description**

Netarts is an urban unincorporated community which has shared a Community Growth Boundary (CGB) with Oceanside, the urban unincorporated community to the north, since the Comprehensive Plan and current zoning designations were implemented in 1982. Sewer service is provided in both communities within the CGB by a special service district, the Netarts-Oceanside Sanitary District (NOSD). Each community receives water from a special service district, the Oceanside Water District, and the Netarts Water District, which are both public water systems under ORS Chapter 448.

Netarts is primarily a residential community of approximately 460 gross acres, 443 dwellings, and has a mixture of other land uses including stores, restaurants, and RV parks. Approximately half of the existing dwellings are second homes, and the community has a significant recreational aspect due to Netarts Bay and adjacent ocean beaches. The community is approximately 7 road miles from the City of Tillamook via State Highway 131, which continues north through the community to Oceanside. Based on the vacant land inventory report, sufficient vacant developable land exists to provide for an additional 874 dwellings within the CGB area of Netarts. Land within the Netarts Water District but which is outside the CGB

contains 74 dwellings, with the potential for an additional 154 dwellings when all of the land currently in the Rural Residential zone is developed at rural density.

### **Netarts Water District**

The Netarts Water District Board of Directors commissioned the engineering firm, BST Associates, Inc., Engineers and Planners, to prepare the 1994 Water System Master Plan on which this water system element of the facilities plan is based. This plan, and amendments, is adopted as part of the Public Facilities Element of the Netarts Community Plan, and is designated as **Appendix AH** but not attached. The plan is based on a 20 year planning period, and contains a detailed inventory of the condition and capacity of the existing system, projects water supply and system improvements needed to serve the expected population of the service area, a capital improvement program, and recommendations for financing needed improvements.

The Netarts Water District was created in November of 1938 by special election, and has expanded to include the old Netarts Bay Water District and additional land to reach its present service area indicated on the attached map. The 1984 comprehensive plan indicated a combined total of 473 service connections, a storage capacity of 612,000 gallons, and some difficulty meeting peak demand for water. The majority of the 600 service connections are within the Netarts CGB which extends from Fall Creek north of Netarts town center to Martin Avenue on the south. The service area also includes 70 acres of land within the CGB and the Oceanside planning area, and approximately 460 acres of land zoned for rural residential density south along Netarts Bay.

### **Existing Water System, Condition and Capacity**

An inventory of the existing water system and its general condition is included in Chapter 4 of the Master Plan. The system elements discussed in the plan include water supply, treatment, storage, and distribution. The existing water source is surface water from the East Fork of Fall Creek, which has a watershed of approximately 383 acres of forest land. The raw water is conveyed through the 30 year old impoundment system to the treatment site, and is treated in a .288 million gallons per day (mgd) package filtration plant. The treatment capacity could be doubled by addition of another package filtration plant within the existing building. A 600,000 gallon reservoir at the filtration plant site on forest land east of the community provides the primary storage capacity, with a second 60,000 gallon reservoir near the north end of the district in the Avalon area. Both reservoirs are assessed as in good to excellent condition.

The distribution system as described in the Master Plan contains many miles of pipe of varying types ranging in size from 2" to 10" in diameter. A map of the transmission and distribution mains is included as page 4-3 of the plan. The configuration of the system is described in

Chapter 10 as "a centralized treatment/storage system combined with long undersized distribution pipe runs without significant looping". The system contains a 10" steel transmission main which is 30 years old but in good condition, and contains lines made of other materials which last from 40 years to indefinitely. The plan notes that the number of known leaks and other problems in the distribution system are relatively low for the circumstances.

The system capacity is based on the match between existing water demand and the capability of the infrastructure to store, treat, and deliver enough water to meet the demand. An assessment of the current water demand is in Chapter 6 of the plan. The estimated current population of the service area is 1524 persons and the current Average Annual (daily) Demand (AAD) is .126 (mgd). On a per capita basis, the average day demand is 83gpcd. The plan states that the required supply source must meet the maximum daily demand (MDD)pg. 8-1., and that the district currently uses a maximum of .295 million gallons per day (mgd). The district has a water right for the current developed water source on East Fork Fall Creek for .187mgd. Factoring in the existing storage capacity of the system, the plan estimates that this source is adequate for 827 connections and an equivalent population of 2100 persons.

The distribution system needs to be improved in order to meet fire fighting water storage requirements and to provide for future demand. The recommended approach is to increase distribution line size and add looping where needed, and to add water storage facilities near the ends of the system to improve and equalize flow. Fire flow requirements are discussed in Chapter 6 of the plan. Fire insurance rates for communities are set based in part on the amount of water available for fire suppression, with 1,500 gpm the maximum recommended amount for residential dwellings. The distribution system must be able to supply the necessary flow, which in the plan is based on a design flow of 1,000 gpm for a duration of 3 hours. Most of the Priority I improvements in the plan are designed to address distribution system needs.

### **Facilities Needed to Serve Land Within CGB**

Planned buildout of all of the land within the CGB would result in 1,572 dwellings with an equivalent population of 3,990, and occur over a time frame longer than the 20 years used as the Master Plan time frame. Therefore, this section contains assessments within the Master Plan time frame. Since this facilities planning element will be updated within the Master Plan time frame, and since the Master Plan is recommended for update in not less than 10 years, there is adequate time to evaluate the estimates for infrastructure needs at build out, and to plan to provide needed facilities. Cost estimates based on level of priority and divided by system area are included in the Capital Improvement Program in Chapter 13.

Based on the detailed assessment in the Master Plan, and given needed distribution line improvements, the existing system is adequate to serve the existing development within the service area, and has capacity to add additional dwellings. The plan estimates of a 4.3% compounded annual growth rate point to a need for connection of an additional water source in

approximately the year 2002 (840 dwellings). Chapter 8 of the plan contains a list of existing water rights and identifies a combination of raw water sources which could be developed in order to meet year 2014 demand. Improvements needed to utilize the new source include a reservoir and pump in the Avalon area, and a new surface water impoundment.

Additional treatment capacity in the form of an additional 100gpm unit is estimated to be needed by the year 2006. Chapter 9 of the plan includes recommendations for needed treatment system improvements. If the existing water right for a new water source from the West Fork Spring is developed to serve the Avalon area, the added treatment unit is estimated to be adequate until approximately 2014 (1392 dwellings).

The distribution system improvements needed to provide adequate fire flow will also provide adequate line sizes to accommodate future capacity needs. The list of specific water main projects is prioritized in Chapter 10 of the plan.

The water storage requirements in Chapter 11 indicate that additional storage of 205,000 gallons is needed to satisfy expected demand during the planning time frame. This would provide enough capacity to meet needs for one maximum demand day (MDD) and fire flow requirements of 1,000 per minute for 3 hours. Needed improvements include construction of a 130,000 gallon reservoir near the existing Oceanside Water District reservoir, and relocation of the 60,000 gallon reservoir from the Avalon area to the east side of Whiskey Creek Road in the south part of the system.

### **Water System Improvements Financing**

The Capital Improvements Program estimates Priority I improvements costs at \$856,000 and Priority II costs at \$233,368. The plan contains a proposed new metered water rate structure which consists of increased costs for higher consumption. Chapter 14 of the plan is devoted to analysis of Systems Development Charges for cost recovery of improvements needed to serve new development, but which are not within the boundaries of the new project. Allowable cost recovery for specific improvements and a SDC amount is recommended. The District is also aware that in the near term, if one or two large developments occur at the same time, temporary financing for capacity related capital improvements would be needed.

### **Netarts-Oceanside Sanitary District**

The Netarts-Oceanside Sanitary District began operations to treat sewage within the communities of Netarts and Oceanside in 1978. With the exception of one small area in Netarts, sewer service is limited to land within the existing CGB. The District does not have a master plan at this time, however the District has begun a sewer study in order to evaluate and plan for the system. The available information consists of information in the Comprehensive Plan which



dates from 1980, a summary of system capacity as of May 16, 1991, and a June 19, 1996 letter from the District Manager about system capacity. This information is included as **Appendix AG** of this plan.

### **Existing Sewer System, Condition and Capacity**

The Goal 11 Public Facilities element of the Comprehensive Plan indicates that sewage is treated through an activated sludge process, with treated and chlorinated effluent discharged into the ocean west of the plant. The design capacity is an average of 400,000 gallons per day with a design peak summer population of 2,400 persons by 1990 according to the July 1975 Environmental Impact Statement (EIS). The comp plan states that the 2,400 persons are equivalent to 1,200 service connections, and that the initial system would be adequate for the projected 1990 population. The EIS also contains a growth projection of District population to the year 2025, and assumes a 20 year facility planning period which ends in 1997. Peak population was projected to be 2800 persons by 1997, which equates to 1,400 service connections using the comp plan 2 persons per dwelling population estimate.

Recent information about system capacity from the District is included in the two letters listed above. The 1991 letter indicates current service to 1,001 equivalent single family dwelling units and an estimated 1,200 to 1,500 people (equal to 1.5 persons per dwelling). Peak weekend flows are to 140,000 dry weather gallons, 35% of the D.E.Q. permit capacity. The letter notes that as the mix of users changes from part to full time residents, the effluent generated by the same number of connections will increase. The 1996 letter estimates a service population of 1800 people in an equivalent of 1,197 single family dwellings. This estimate is consistent with the total number of existing dwelling units of 1,119 within the CGB estimated in the inventories for Netarts and Oceanside. The letter estimates that the flow currently generated by the existing dwellings represents 50% of the treatment capacity of the plant.

### **Facilities Needed to Serve Land Within CGB**

Planned buildout of all of the land within the current CGB of Netarts and Oceanside could result in 2715 dwelling units. This figure is derived from adding the existing and potential dwellings within the existing CGB areas of the Netarts and Oceanside water districts. The planned population depends upon the assumption of the number of persons per dwelling unit. The Netarts Water District assumes 2.54 persons per dwelling assuming a higher proportion of full-time occupancy. The Sanitary District information based on current flow equates to 1.5 persons per dwelling unit, and recognizes that demographic changes toward full-time residents would increase the flow per unit.

Given the current treatment plant capacity utilization of approximately 50%, a moderate growth rate, and given a commitment by the Sanitary District to a sewer plan, a conclusion can be drawn that capacity is adequate for the near term.

## **Sewer System Improvements Financing**

No plan is available for how any improvements are to be financed. However, a combination of bonds and user fees is the traditional method for financing needed system capital improvements.

### **4. GOAL 12 TRANSPORTATION**

Section 2, of the Goal 12 element of the County Comprehensive Plan contains findings and policies for highway transportation which are adapted from the 1981 ARoadway and Traffic Safety Management Plan for the County. These policies are intended in part to guide land use decisions toward minimizing traffic accidents and unnecessary congestion by maintaining a road network that avoids conflicts between through traffic and local traffic.

The road network in Netarts extends from either side of Highway 131 which is classified as a Minor Arterial Road in the 1981 plan. Traffic along this road through Netarts will continue to increase as development in Netarts and Oceanside continues. The pattern of development along the highway consists of two commercial districts separated by residential zoning and uses. The south commercial area zoning includes highway frontage and land adjacent to the boat launch. The north commercial area consists of commercial zoning along both sides of the highway, with the substantial majority located west of the highway and forming a bloc which extends to the bay. Intersecting local roads extend from either side of the highway, and existing residential uses access the highway directly between the commercial areas. The vacant lands inventory map indicates that substantial numbers of additional dwellings and traffic will access the highway in this area in the future.

Section 2.1 Road Network Planning provides: AIn keeping with the Roadway Traffic Safety Management Plan previously referenced, the following planning policies are included in this transportation element of the comprehensive plan.

- c. Cluster development shall be encouraged in preference to AStrip≅ commercial development.≅

The Vision Statement policy goal of preventing additional strip commercial development along Highway 131 is consistent with Comprehensive Plan policy 2.1 c, and directly addresses the circumstances along the highway in Netarts.

In addition to congestion and safety issues associated with Highway 131, other transportation infrastructure related issues raised during the process are circulation in general, including the currently limited access points to Hwy 131, and local street improvements. Circulation and access to existing developed areas and potential development areas north and east of Hwy 131 is limited to three public roads, Crab Avenue, Silver Sands, and Alder Cove Rd., and one easement road which intersects the highway south of Crab Avenue. Both Silver Sands and Alder

Cove Rd. present access problems due to the limited sight distance at their intersections with the highway. Crab Avenue has a platted right-of-way width of less than 30' and intersects the highway at a AT≅ intersection with limited sight distance to the north.

The local roads in Netarts are generally platted with narrow widths of 30 or 40 feet and are minimally improved with traveled surfaces less than the right-of-way width and gravel or minimal paving. Some of the platted roads are entirely unimproved. These roads are public roads but were never accepted by the County for maintenance, leaving adjacent property owners with this responsibility. These roads were never constructed to county standards and most have substandard rights-of-way. A road financing and improvement program is needed to facilitate improvement of these roads, and is outside the scope to this plan.

5. GOAL 14 URBANIZATION  
3.2(B) Policies:

The Goal 14 Urbanization element of the Comprehensive Plan 3.2 identifies Netarts as an urban community and commits the county to planning for Netarts the area under the provisions of the goal. This and additional policies in the plan apply and are addressed below.

- (1) Tillamook County will plan for unincorporated communities in accordance with Statewide Planning Goal 14 (Urbanization) and the unincorporated communities rule (OAR 660, Division 22) as available resources permit. Such planning is a high priority given the importance of these communities to the county and citizen concerns about the quantity and quality of growth that is occurring within them.

The Netarts Community Plan was developed in accordance with Goal 14 and the Unincorporated Communities Rule.

- (2) Tillamook County will provide for and encourage citizen involvement in all phases of the community planning process in accord with the requirements of OAR 660-22-060.

The development of the Netarts Community Plan involved much work by a large number of Netarts citizens, at all stages of the process.

- (3) Tillamook County will designate unincorporated communities in accord with OAR 660-22-010, establish boundaries for these communities in accord with OAR 660-22-030. Community public facility plans will be developed where required by OAR 660-22-050.

The designation of Netarts as an urban unincorporated community, the established community growth boundary, and the public facility plan are consistent with the

Unincorporated Communities Rule. The existing Community Growth Boundary (CGB) which was approved by the County in 1982 remains unchanged in this plan. Although the CGB is shared with Oceanside, the communities are distinguished by a mutually agreed upon zone boundary in the Fall Creek Area.

- (4) Tillamook County will prioritize the need for planning for unincorporated communities, beginning with the five coastal communities that have been experiencing significant development pressure, and whose residents and property owners have expressed concern about the impact of development on the livability of their communities. These communities are Neahkahnie, Oceanside, Netarts, Pacific City/Woods and Neskowin. Tillamook County will proceed with planning for the other identified rural communities as resources permit.

The Netarts Community Plan has been developed to implement a vision for the future of Netarts in which the livability of the community is maintained.

~~POLICY 3.3—~~

~~Tillamook County recognizes that there are several communities in the County that are neither urban or rural as defined by the statewide planning goals and which are necessary, suitable and intended for urban development. The County will plan for these communities in accordance with the Urbanization Goal (Goal 14) because this goal meets planning needs in these communities. The County will include procedural and substantive findings that fulfill the requirements of the exceptions process of Goal 2.~~

~~The Netarts Plan meets this policy by continuing to zone the land within the CGB for urban levels of development, by planning for and coordinating with the service districts which provide water, sewer, and fire protection, and by adopting a zoning code which provides for a range of housing choices and needs.~~

~~POLICY 3.8—~~

~~Tillamook County will establish community growth boundaries around the functionally urban unincorporated communities of Neahkahnie, Twin Rocks/Barview, Oceanside/Netarts, Cloverdale, Pacific City/Woods, and Neskowin. The boundaries for the communities of Neahkahnie and Twin Rocks/Barview will be separate from those of adjacent incorporated communities.~~

~~The existing Community Growth Boundary (CGB) which was approved by the County in 1982 remains unchanged in this plan. Although the CGB is shared with Oceanside, the communities are distinguished by a mutually agreed upon zone boundary in the Fall Creek Area.~~

~~POLICY 3.9—~~

~~Tillamook County will establish community growth boundaries around unincorporated communities in accordance with the seven factors listed in the Urbanization Goal (Goal 14)~~

~~with the Agricultural Lands Goal (Goal 3) requirements, along with necessary modification in substance and process to fulfill the procedures and requirements of the Goal 2 exceptions process. Appropriate citizens advisory committees will be involved in the establishment and change of these boundaries. Tillamook County will coordinate the establishment and change of community growth boundaries around Neahkahnie with the City of Manzanita and around Twin Rocks/Barview with the cities of Rockaway and Garibaldi.~~

~~The applicable portion of this goal, citizen involvement, is addressed in this plan under Goal 1. Tillamook County involved the Steering Committee and interested citizens during consideration of whether the CGB should be extended south to include current rural exception areas along Whiskey Creek Road. The February 3, 1996 Steering Committee decision, and a copy of the meeting notice and map of the area considered for inclusion within the CGB are included as **Appendix AF**. During this process, the Committee identified an area of forest zoned land east of Hwy 131 which could be considered for inclusion within the CGB when the need can be justified through the goal exception process.~~

#### ~~POLICY 3.10~~

~~Tillamook County will coordinate the establishment and change of community growth boundaries around unincorporated communities with affected service districts. The county will work with service districts to assure that all areas within the community growth boundaries will be serviced. Proposed annexations and disannexations to service districts will be reviewed by the County Planning Department to assure consistency with the comprehensive plan.~~

~~Service district coordination is discussed in the Goal 11 portion of this plan. Tillamook County and the Netarts Water District and Netarts Oceanside Sanitary District have implemented Cooperative Agreements as of 1996. These agreements are included as **Appendix AI**.~~

#### ~~POLICY 3.12~~

~~Tillamook County will periodically review community growth boundaries, every 3 to 5 years, to see if they meet community needs. Boundary revisions will be made where necessary. Future community growth boundary changes will be made in accordance with the seven factors listed in the Urbanization Goal (Goal 14) and the procedures and requirements set forth in the Land Use Planning Goal (Goal 2) for goal exceptions.~~

~~The need for additional land within the CGB was evaluated as part of the Netarts planning process based on the Vacant Land Inventory. The results of the inventory indicate that substantial additional development can occur on land within the current CGB, assuming adequate access can be provided.~~

#### ~~3.14 — POLICY~~

~~Tillamook County will continue to involve appropriate citizen advisory committees and~~

~~service districts in important planning decisions within the community growth boundaries of unincorporated communities.~~

~~The planning process fulfills this policy through the citizen involvement process which led to this plan and the County=s commitment to continue to involve the Steering Committee through providing notice of pending land use decisions.~~

## **VI. Appendices**