

GOAL 1 CITIZEN INVOLVEMENT

GOAL:

To provide a citizen involvement process that ensures the opportunity for citizens to be involved in all phases of the planning process.

FINDINGS:

1. In the summer of 1976, the City Council initiated the discussion and evaluation of a citizen involvement program. After the evaluation, the Committee for Citizen Involvement was formally established in August of the same year. The Committee consisted of the Planning Commission and four citizens. The responsibilities of this group were to develop and evaluate citizen involvement and insure that the proper level of outside agency coordination occurs.
2. Starting in October of 1976, the Committee for Citizen Involvement has reviewed and discussed all inventory materials developed by their staff. As a part of insuring citizen input into the process, the group developed two questionnaires. The first one was a general land use opinion survey, which was used in establishing general goals and policies and development of a problems and issues paper. The second survey was entitled, The Brookings-Harbor Economic Development Questionnaire.
3. At the same time the Committee for Citizen Involvement was established, letters were sent to all agencies involved in activities that affected land use in the Brookings area. These agencies were asked to participate in the process and assist in the gathering and evaluating of resource information.

POLICIES:

1. The City of Brookings will maintain an officially recognized committee from broadly representative geographic areas and with representative interests related to land-use planning and land-use decisions.
2. The City of Brookings will use the objectives and activities outlined in the Citizen Involvement Program as policy in all phases of the planning process.
3. The City of Brookings will provide adequate financial support to implement the Citizen Involvement Program.
4. The City of Brookings will have the Committee assist in and evaluate the implementation of the Citizen Involvement Program.

IMPLEMENTATION:

1. The City of Brookings will initiate and budget for a process to review the Comprehensive Plan and Inventory at least every two (2) years.
2. The preliminary review will be conducted by the Citizen Involvement Committee selected in an open, well-publicized manner. The Committee shall establish a citizen involvement program for the review process.

3. As a result of the review process, a recommendation will be made to the City regarding the need for updating and revision of the Comprehensive Plan and inventory.
4. In the event the review recommendations are that the Plan and/or Inventory be updated and revised, and these recommendations are adopted by the Planning Commission and Council, the revisions will be developed under an adopted Citizen Involvement Program and a work program.
5. Any revision shall proceed in a manner conforming with the Citizen Involvement goals and objectives of the Plan. Pertinent agencies will be asked to assist and evaluate any future revision to the Plan or Inventory material.

GOAL 2 Land Use Planning

GOAL:

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

FINDINGS:

In order for planning to be fair and effective, there must be clear procedures for making decisions. These should include provisions for making day-to-day decisions that implement the Plan and means of involving the public in planning decisions of the City. In so doing planning should be flexible enough to respond to changes in public opinion and unforeseen circumstances, yet avoiding decisions made to satisfy special interests. Planning should be a well thought out reasoning process, based on the best data available, avoiding hastily made judgments. Planning must be in the interests of the entire community and conducted in a fair and open manner.

This section of the plan established policies that will guide the processes by which planning decisions are made and assures the participation of all interested parties.

POLICIES:

1. The City will make all reasonable efforts to publicize planning issues and meetings where these issues will be discussed and decided upon.
2. The burden of proving the need for a change in land uses shall be borne by the proponent of the land use request.
3. In instances where public hearings are required, relative to this Plan, the Planning Commission and City Council will follow procedures established in the City's Zoning Ordinance. These bodies are responsible for considering the effects of a decision on the entire community and should not be swayed unduly by persons testifying for or against a particular course of action, but must place this input into its proper perspective and base the final decision on all information provided to them.
4. Planning decisions generally and amendments to this Plan particularly, will be consistent with applicable State Planning Goals.
5. Planning related decisions of the City will be in accord with the policies of the Comprehensive Plan.
6. The City will maintain and regularly update information and maps used as a basis for making planning decisions.
7. The Comprehensive Plan will be thoroughly reviewed and necessary alterations made every two (2) years. The Committee for Citizen Involvement and staff will prepare an initial review for presentation to the Planning Commission, which will conduct at least one public hearing and make its recommendation to the City Council.

8. Changes to the Comprehensive Plan may be made at any time. Proposals for change may be initiated by the City Council, Planning Commission, City staff, or citizens. Once a proposal is made, the following procedures will be followed:
 - A. The City will attempt to gain media coverage of the issues and public notice of the proposed change will be advertised in accordance with State and local requirements.
 - B. Affected public agencies will be informed and asked for a response to the proposed change.
 - C. The proposed change will be submitted to the LCDC for comment.
 - D. Recommendations will be forwarded by the Planning Commission to the City Council, where changes will be considered according to ordinance adoption procedures.
 - E. Any measures necessary to implement the change will be initiated as soon as practicable.

IMPLEMENTATION:

1. The City staff will inform the news media of planning issues and decisions being considered by the City, and whenever a public hearing is required notice will be published in a newspaper of general circulation.
2. The City staff will prepare in writing findings and their evaluation for new planning directions and proposed policy changes. The staff will assist in gathering additional information that cannot be provided by the proponent of a change and which is necessary for making decisions regarding a proposal.
3. Resolution No. 213, as adopted September 19, 1978, will be used by the Planning Commission and City Council when considering Land Use Planning related decisions.
4. The Committee for Citizen Involvement (CCI) will review the effectiveness of formal and informal procedures for public involvement and make suggestions to the Planning Commission and City Council for improvements in an advisory capacity prior to the scheduled two-year review process.

GOAL 3 AGRICULTURAL LANDS

GOAL:

To cooperate with the County in the preservation and maintenance of agricultural lands.

FINDINGS:

1. All lands included in the Urban Growth Boundary have soil classification of the least value or have been determined through analysis for goal exceptions parcels not suitable for farm use, are necessary for or contribute to the farm use on adjacent farmlands or are needed to buffer adjacent farm lands
2. A number of people in the Brookings area are making their living by raising lily bulbs, cut flowers and row crops. The only commercial farms in the area are on Harbor Bench where soils and climate combine to yield some of the best lily growing land in the world.

POLICY:

1. It is the policy of the City to protect agricultural lands from encroachment of other uses, which may be in conflict. The City wishes to prevent intensive development in areas where agricultural and related uses constitute the most appropriate use of the land; thus, agricultural lands were not included in the Urban Growth Boundary.
2. The city recognizes the Harbor Bench Farm District, as defined in the Curry County Comprehensive Plan, as an area partly within and adjacent to the city's Urban Growth Boundary which provides the owners and operators of commercial agricultural operations with the "right to farm" and additional protections from objections from non-agricultural land owners to the use of necessary and non-negligent farm management activities.

IMPLEMENTATION:

1. Brookings will cooperate with Curry County in its efforts to preserve and maintain agricultural lands.
2. Brookings will utilize the Land Development Code to permit agricultural use of land within the City Boundaries provided that no livestock shall be raised or kept on the premises.
3. Upon annexation of any land within the Curry County Harbor Bench Farm District, the city will amend its Comprehensive Plan and Land Development Code to adopt the Harbor Bench Farm District and the Harbor Bench Farm Overlay Zone as a city zoning district.

GOAL 4 FOREST LANDS

GOAL:

To support and cooperate with the County in its efforts to protect Forest Lands.

FINDINGS:

1. Historically, Brookings has been dependent on the wood products industry. Two mills still provide the major employment base. In order to maintain employment at these mills, the timber growing areas around Brookings must be protected and effective management must be achieved.
2. Forests protect watershed soils by breaking the force of rainfall and by providing humus that makes soils more porous which ensures that more water reaches the water table. This is important not only for municipal supplies but also for maintenance of fish stocks. Summer stream flow depends almost exclusively on groundwater supplies, so the amount of water that reaches underground storage during winter months can be a critical factor for streamflow and fish life later.
3. Forests provide habitat for species of fish and wildlife that have direct economic importance as the resource base for the commercial fishing industry and indirect economic importance as a recreational resource that attracts outside money.
4. Forests also provide abundant recreational opportunities for residents, purify the air by removing carbon dioxide and producing oxygen, and are important for maintaining the rural quality of Brookings which is enjoyed by so many of its citizens.
5. To avoid including highly productive farmland and to obtain enough land to accommodate growth needs and requirements of state law some forestlands have been brought into the Urban Growth Boundary when it was expanded.

POLICY:

It is the policy of the City to protect forestlands from incompatible uses and preserve these lands for forest uses.

Brookings wishes to support Curry County in their desire to maintain forestlands for sustained yield management of forest products, grazing and the development of compatible uses.

IMPLEMENTATION:

Brookings will coordinate with Curry County to ensure the protection and good management of timber producing lands by providing input to the Curry County planning process.

GOAL 5 OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES

GOAL:

To conserve open space and protect natural, scenic resource, cultural, and historic areas while providing for the orderly growth and development of the City.

FINDINGS:

1. Open Space

The ocean beaches, river bluffs and State and local parks provide sufficient variety and quantity of open space for current and projected needs. To meet state requirements under periodic review, through valid goal exceptions, a certain amount of forestland was brought into the Urban Growth Boundary, however there still remains large stands of forest around the Boundary, which provides visual resources which will be protected through proper forest management practices.

2. Mineral and Aggregate Resources

Mining activity in Curry County, which has been minimal since World War II, is likely to increase in the coming decades because prices of raw materials are rising and the need for new sources is becoming greater.

Increased urbanization and the dependence of the logging and tourist industries on the construction and maintenance of roads make quarry stone, sand and gravel important resources for Curry County. The per capita consumption of stone has risen in Curry County from two (2) tons in the 1940s to an estimated 18.8 tons in the period 2001 to 2010 and decreasing to 13.7 tons by 2050. Another 4.8% of the county's aggregate will come from recycled materials.

Within the Urban Growth Boundary, aggregate resources are found in the Chetco River corridor. There are three (3) sand and gravel pits and two (2) stone quarries within the Urban Growth Boundary, as shown in the Goal 5 Inventory. Conflicting uses will be identified and minimized through the permit review process.

3. Energy Sources

Brookings is well situated to take advantage of renewable energy technology that is continually advancing. There are possibilities to exploit the solar, and hydroelectric energy sources that are available in the area.

Brookings is especially well suited for the use of solar power. Because winter temperatures are mild on the south coast, the Brookings area has one of the highest potentials in the State for augmenting winter heating requirements. Potential conflicting uses could result from shadows cast by adjacent structures or vegetation. The City recognizes the potential conflict, but chooses not to protect the resource as such.

At least five (5) sites on the Chetco River have been identified as having potential for hydropower, none of which are located within the City limits or Urban Growth Boundary. Although the Ferry Creek reservoir is near the UGB, a study conducted by the city has indicated that the use of the reservoir for hydroelectric generation is not feasible.

4. Fish and Wildlife Resources

The fish and wildlife resources of this area provide both direct and indirect economic benefits to Brookings. In addition to the jobs created by commercial fisheries and processing, many other jobs in associated industries and services are supported by the presence of the resource.

The recreational and aesthetic values of fish and wildlife are also important because they contribute to the quality of life in the Brookings area. Residents as well as tourists enjoy the numerous recreational opportunities afforded by fishing, hunting and other activities such as viewing tide pool animals and bird watching.

An in-depth analysis of the fish and wildlife resources within and around the Urban Growth Boundary can be found in the Chetco River Estuary Plan (Goal 16) and Inventory section.

Four streams within or partly within the city limits have been identified as fish bearing streams. These streams are— Chetco River, Ransom Creek, Harris Creek, and Shigh Creek. To protect the fishery within each of these streams, a Riparian Corridor will be established along each stream and protective provisions will be described in Section 96, Riparian Corridor Protection, of the city's Land Development Code.

5. Natural Areas

Seven (7) areas, located in the Brookings-Harbor area, have been identified in the study, Oregon Natural Areas: Curry County Data Summary 1977 Study. Two (2) of these areas, the Harris Beach Bog (Harris Beach State Park and Oregon Department of Transportation right-of-way) and the Chetco River Estuary lie within the Urban Growth Boundary. The Harris Beach Bog is very fragile and cannot withstand trampling. Formal protection could be extended to the Bog through a Natural Area designation by the State Land Board. The City of Brookings could zone the area as a "Natural" unit but prefers to depend on the State's expertise and judgment in identifying and designating the appropriate site particularly since the bog is totally within either state right-of-way or the state park.

The City of Brookings has designated a Natural Unit in the Chetco Estuary. The area shall be managed to preserve the natural resources—see Goal 16.

6. Water Areas, Wetland, Watershed and Groundwater Resources

The Pacific Ocean and the Chetco River are key water resources. Reference is made to the Chetco River Estuary section of this Plan, Goal 16.

The Chetco River supplies the water for both the City and the Harbor area. Although Ferry Creek Reservoir has provided water to the city in the past, it is no longer connected to the city's water system. A recent study has shown that to bring water from the Ferry Creek Reservoir to the city's water treatment plant would be very expensive. The city, however, does maintain the water rights for the reservoir and recognizes the importance of protecting the watershed area.

The state wetlands inventory designates three areas within the city as being wetlands and four areas within the Urban Growth Boundary. The areas within the city are located along Harris Creek within the Harris Beach State Park and the millpond on Railroad Ave. The

identified areas within the UGB are Ferry Creek Reservoir, an area on the upper end of Ransom Creek and two ponds near Carpenterville road that may be old millponds. The scale of the map makes it difficult to pinpoint the location of some of these sites.

In the Brookings area, groundwater is present in the uplands along faults and joints and between rock layers. River terraces yield domestic water sources and lowlands retain groundwater from stream flow and provide water for domestic wells. Groundwater on the Harbor Bench is not suitable for domestic use.

Prior to development of land on the Harbor Hills the property owner must prepare and submit to the city and county for adoption, a “master plan of development” before zoning will be changed to allow greater development density. The master plan must address erosion control across the Harbor Bench and protection of the groundwater aquifer under the Harbor bench.

7. Wilderness Areas

There are no wilderness areas within the City limits *or the* Urban Growth Boundary. The Kalmiopsis Wilderness area lies in the Eastern portion of the County.

8. Historic Areas and Structures

The Central Building is the only site within the City of Brookings identified as having historic significance. The building has been accepted to the Federal Register of Historic Places and is protected as such. It is further protected by the City through special review requirements in the zoning ordinance.

9. Cultural Areas

The Brookings area has two (2) identified Chetco Indian Shell Middens sites. One, is located near the intersection of Memory Lane and Del Norte Lane and is of no archeological value as a result of development of this area for residential uses. As such, the City does not protect this area.

Another Indian Middens site has been identified on the Harbor Bench just south of the south jetty within the Urban Growth Boundary. The exact location was approximately where the existing small boat basin is located. As a result, there is no archeological value in this site and the site is not protected by the County.

10. Potential and Approved Oregon Recreation Trails

The Oregon Coast Trail is a system of hiking trails that runs the length of the coast. Designed for hikers only, the trail ~~will~~ runs through Brookings; however, the trail route through the City and Urban Growth Boundary has not been identified. Therefore the City and County cannot protect this resource. A long range plan for a continuous Oregon Coast Bicycle Route was approved by the Transportation Commission in February, 1972.

11. Potential and Approved Federal Wild and Scenic Waterways and State Scenic Waterways

Within the City/Urban Growth Boundary, there are no Federal or State designated wild or scenic waterways.

POLICIES:

1. It is the policy of the City of Brookings to protect natural and scenic resources by

encouraging the conservation of ecologically and scientifically significant natural areas, scenic views and sites, historic areas, local energy sources, and mineral and aggregate resources.

2. Reference is made to the Chetco River Estuary Plan and Inventory–Goal 16.
3. It is the policy of the City of Brookings to preserve forest and agricultural lands ~~which~~ *that* serve as valuable open space areas by focusing development within the City limits/Urban Growth Boundary.
4. The City will support and cooperate with the State in extending ~~the~~ formal protection to the Harris beach Bog, located in the Harris Beach State Park.
5. It is the City’s policy to protect the fish bearing streams within the city limits through the establishment of a riparian setback corridor along each.
6. It is the policy of the City to require a cultural (archaeological) survey of any property under application for development, which is known to contain cultural artifacts, suspected to contain cultural artifacts or is of sufficient size to suspect the presence of cultural artifacts.
7. It is the policy of the City to require a biological survey of any property under application for development, which is known to contain endangered species, suspected to contain endangered species or is of sufficient size or contains qualities so as to suspect the presence of endangered species.

IMPLEMENTATION:

1. Brookings will utilize zoning and subdivision ordinances and the Comprehensive Plan to implement policies and strategies that apply to areas within the City limits.
2. Brookings will use the Curry County zoning ordinance and Comprehensive Plan to implement those policies that apply to areas within the Urban Growth Boundary Area.
4. Brookings will participate in applicable County, State and regional programs and management plans to ensure the protection of suitable open space areas, scenic and historic areas and natural resources. When conflicting uses arise, the economic, social environmental and energy (ESEE) consequences shall be considered and the appropriate action taken.
5. Brookings will implement the provisions to protect riparian corridors.
6. Brookings will work with the County to encourage the use of cultural and biological surveys when properties under application for development are suspected of containing cultural resources and/or endangered species.

GOAL 6 AIR, WATER AND LAND RESOURCES QUALITY

GOAL:

To maintain and improve the quality of the air (including the control of noise pollution), water and land resources of the Brookings area.

FINDINGS:

1. Brookings currently has a very high quality of air since it has very few pollution sources and cleansing ocean breezes. Noise pollution is not a general problem.
2. Water quality is high due to few pollution sources into waterways and into the ocean.
3. Land quality is maintained at a high level and is protected by the fact that steep bluffs demand low-density development.

POLICIES:

1. All development within the City of Brookings must comply with applicable state and federal environmental rules, regulations and standards. Development ordinance regulations and development permit approvals will be coordinated with these state and federal standards.
2. It is the City's policy to ensure that waste and process discharge will not threaten to violate or violate applicable state statutes, rules or standards or degrade air, land and water areas needed for watersheds and their water quality.
3. It is the policy of the City of Brookings to utilize programs to manage land conservation and development activities in a manner that reflects the desires of the community for a quality environment and a healthy economy and is consistent with environmental quality statutes, rules, standards and implementation plans.
4. If necessary, the City is willing to control or limit growth where appropriate to prevent degradation of air, land and water resources. It is also in the City's interest to conserve riparian vegetation and maintain adequate sewerage facilities in the City to preserve water quality.
5. The City of Brookings will work to protect and improve water quality by prohibiting new or continued use of private septic systems. All new development in the City of Brookings and all existing development on land annexed to the city will be connected to public sewers where public sewer is available.

IMPLEMENTATION:

1. Brookings will consider methods to recycle feasible amount of recoverable solid waste resources. Brookings will participate in efforts to coordinate the solid waste management practices of cities, counties and private entities in order to achieve adequate and economical solid waste management throughout the region. The City will also consider the development of a compatible long-range dredge disposal plan.
2. In an effort to preserve air, land and water quality, Brookings will participate in the National Flood Insurance Program. Flood control and stream flow control measures will be promoted to reduce turbidity and other water quality concerns caused by seasonal stream flow fluctuations.

3. The City of Brookings will ensure that public facilities and services are adequate to protect water quality in the Chetco River and the Pacific Ocean.
4. Any activity which affect the quality of the air, land or water will be coordinated with applicable river basin plans, waste water plans, solid waste management plans and air quality plans such as the State Clean Air Implementation Plan.
5. If noise pollution becomes a problem, the City will consider means to ensure that State standards are enforced.
6. In order to ensure protection to the Ferry creek watershed, Brookings will cooperate with Curry County through the Urban Growth boundary Management Agreement.

GOAL 7 AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

GOAL:

To protect life and property from natural disasters and hazards.

FINDINGS:

1. Because of the steep terrain, sandy soil conditions and number of waterways that flow through the Brookings area, there are various areas that require careful handling if they are to be developed.
2. Many time actions can be taken to prevent damage or injury or to mitigate problems and, therefore, identification and consideration of geologic hazards is an appropriate part of the planning process.

POLICIES:

1. When development is located in areas of known natural hazards, the density or intensity of the development shall be limited by the degree of the natural hazard.
2. When development is planned in areas of identified hazards, the developer will be required to show that property development will not be endangered by the hazard and that appropriate safeguards will be taken.
3. The City will participate in the National Flood Insurance Program as well as consider methods to control streambanks erosion. Additional measures will include utilization of the authority of the building inspector to require a soils report and foundation design to safeguard construction in areas of questionable geologic hazards.

IMPLEMENTATION:

1. The City will utilize the Zoning Ordinance which specifically addresses development planned for known areas of natural hazards.
2. The City will utilize the Flood Hazard Zone Ordinance, No. 347.

GOAL 8 RECREATIONAL NEEDS

GOALS:

To satisfy the recreational needs of the citizens of the Brookings area, State and visitors.

FINDINGS:

1. The natural features of the area are prime recreational resources: rivers and streams, forested upland, shorelands, the ocean and the fish and wildlife that inhabit them.

Two of the major recreational activities in the Brookings area are fishing and boating, which makes the harbor a key resource because it provides access to the river, estuary and ocean. Other ocean-related activities include beachcombing, clamming, swimming, and surfing. The rivers and streams are focus for swimmers, drifters and picnickers as well as anglers. Hunting, biking, hiking, walking, driving, camping, and horseback riding are also popular.

2. Man-made resources include parks, trails, harbor facilities, campgrounds, a swimming pool and the availability of a variety of support services and commercial establishments such as tackle shops and restaurants.
3. Not to be neglected is the ambiance of Brookings, the small-town atmosphere, the sense of isolation combined with relative ease of access and availability of all the amenities of modern live.
4. Additional recreational opportunities and facilities are needed, and undeveloped space does exist. Proposed facilities which should be seriously considered include neighborhood parks, beach access, river-front access and possibly a downtown park.

POLICIES:

1. It is the policy of the City of Brookings to encourage better utilization of existing recreational facilities and to plan for and develop new recreational facilities and opportunities.
2. The City of Brookings encourages the development of neighborhood parks to be coordinated with future expansion of residential areas.

IMPLEMENTATION:

1. The City of Brookings will utilize the State Comprehensive Outdoor Recreation Plan as a guide when planning, acquiring and developing recreation resources, areas and facilities.
2. In order to offset the cost borne by Brookings taxpayers for recreational facilities, the City will examine the feasibility of forming a recreation district.
3. The City of Brookings will develop a capital improvement program for recreation facilities. Within this plan, the City will develop the feasibility for and schedule the development of: a covered swimming pool; covered tennis courts; a community center, a golf course; and more activities for residents, especially youth and senior citizens.

4. Brookings will identify areas to be developed for recreational purposes along the Chetco River and shoreland areas. Hiking and bicycle trails will be planned and developed as appropriate.
5. Brookings will participate in and cooperate with county, regional and State programs to promote a variety of recreational facilities and opportunities. Methods will be developed to promote a year-round destination tourism through the development of sufficient tourist and recreational facilities to accommodate the rapidly rising tourist demand.
6. Brookings recognizes the Harris Beach State Park Master Plan and has adopted it as a separately bound document of this Comprehensive Plan.

GOAL 9 ECONOMY

GOAL:

To diversify and improve the economy of the Brookings area.

FINDINGS:

1. The industrial base in the Brookings area is relatively narrow and mostly dependent on the timber industry. The lumber and wood products industry accounts for over 90% of the manufacturing jobs the Brookings area.

Housing starts vary with interest rates, which, in turn, create an impact on the area's lumber industry and wood products industry. However, diversity of type of trees cut, product and modernization of mill facilities have had the affect of leveling the impact of fluctuating interest rates, particularly for engineered products.

2. The Brookings area (Curry County) economy has undergone considerable change in the last 20 years. The traditional lumber and wood products economic base is no longer strong (down 52% 1960-82; down 31% since 1970). Unemployment in 1982 averaged 16.3% but had fallen to an average of 6.4% in 1990 as other employment opportunities opened within the city. In 1993 the average unemployment rate had risen to 9.1%.
3. Tourism as a source of income for local business has increased in recent years. Several indirect measures, such as highway counts and state park visitorship, indicate strong growth trend. Sport fishing has also shown a substantial increase in recent years.

The city has developed a program for the redevelopment of the older commercial core area. A master plan will be created to include tourist-oriented development, mixed uses, and incorporating the future highway couplet.

4. The Brookings area has developed a strong retirement housing industry. Retirees are an important source of economic stability to the community.
5. In the past and to some extent today, the isolation of Brookings is a factor that has prevented certain types of industry from locating in the Brookings area. However, changes in technology, particularly relating to computers, the Internet, and other forms of communication, have made it possible for other types of industry to locate in this area.
6. Changes in communications technology have allowed several firms, which prior to the changes were held in more metropolitan areas, to move their facilities to Brookings to take advantage of the rural small town atmosphere, and quality of life.
7. Employment forecast for the year 2010 indicate a continuing drop in the manufacturing sector and a large increase in the nonmanufacturing sector in Region 7 (Coos and Curry Counties) of the Oregon Employment Department. These changes are undoubtedly due to losses in the timber industry and a corresponding change in the nature of the counties demographics. The fact that the numbers for each county are not broken out by individual county confuses the actual employment issue and makes it more difficult to display exactly what is happening in the Brookings area.

**Coos and Curry County
Employment Change 1980—2010**

Sector	1980	1990	2010
Manufacturing	6,260	4,700	3,140
Commercial	19,290	20,540	27,110

Source: Business Employment Outlook, 1992 and 2002 Regional Economic Profile, Oregon Employment Division

8. Based on the information obtained for the expansion of the Urban Growth Boundary, the projected vacant commercial and industrial land needs are as follows:

Commercial	403 acres total.
Industrial	238 acres total.

POLICIES:

1. General Policies

- a. It is the policy of the City of Brookings to improve the appearance of the downtown commercial area and to enhance shopping opportunities for residents and visitors.
- b. The City of Brookings will encourage the diversification of the City and the regional economy. The City will work to create new employment opportunities while sustaining and expanding existing economic sectors.
- c. Brookings will encourage compatible industrial uses to be located in appropriate areas throughout the community.
- d. The City will encourage the development of facilities to provide for designation tourism and the development and identification of additional tourist attractions.
- e. The City will work with and support the Port of Brookings Harbor in their effort to establish tourist commercial uses within the port area.

2. Commercial Policies

- a. Commercial districts are intended to serve the retail, service, and office needs of the greater Brookings area.
- b. Commercial districts should offer good visibility and access and should generally be located along major arterials streets.
- c. Commercial districts should result in concentrated groupings of retail, service, and office uses.
- d. New commercial development will be designed in a manner that utilizes access management to the greatest extent possible pursuant to the goals and policies of Goal 12, Transportation, of this Comprehensive Plan.

- e. New commercial areas and new development in existing commercial districts shall be designed in a manner that mitigates traffic, noise and visual impacts on surrounding residential uses.

3. Neighborhood Commercial Policies

- a. Neighborhood Commercial districts are intended to provide professional offices and neighborhood oriented goods and services.
- b. Neighborhood Commercial districts should be located adjacent to arterial or collector streets and should serve surrounding residential areas.
- c. Uses in Neighborhood Commercial districts shall be designed to protect surrounding residential properties.

4. Industrial Policies

- a. Industrial areas are intended for the manufacturer, processing and distribution of goods.
- b. Industrial areas should provide easy access to arterial streets. Visibility from arterial streets is not a critical locational concern.
- c. New industrial districts and new uses within existing industrial districts shall be designed in a manner that provides mitigation from traffic, noise, visual, and odorous impacts on surrounding residential districts.
- d. The City shall work with and support the Port of Brookings Harbor to establish marine related industrial uses at the port.
- e. The city shall provide adequate industrial land for the development of new industrial uses.

IMPLEMENTATION:

1. In order to promote economic diversification, the City will continue to develop its working relationship with the private sector.
2. The City will recognize and support the Port of Brookings Harbor Master Plan of Development and work with the Port authorities to develop land within their jurisdiction.
3. The City will utilize the zoning ordinance to provide commercial and industrial lands for development.
4. Brookings will cooperate with local governments and regional agencies to gain improvements in the regional transportation network.
5. Brookings will continue on-going coordination with the Coos-Curry-Douglas Economic Improvement Association to enhance the City's economy.
6. Brookings will develop and implement a downtown development plan, which will specify

appropriate methods to aid in revitalizing the downtown commercial area. The City will cooperate with the Chamber of Commerce to implement the plan and to attract new commercial development.

7. Brookings will consider the formation of an organization to initiate, coordinate and help implement an industrial and employment expansion program.

GOAL10 HOUSING

GOAL:

Provision of varied housing types that are safe, sanitary and adequate for all residents of the community.

FINDINGS:

1. Population

A. Trends:

The population trend for the city has been constantly increasing but fluctuating rates. The entire county experienced a population surge during the 1950-60 decade, which was related to substantial increases in timber products employment. In the decade 1960-70, the only areas within the county to experience an increase were in the southern portions of the county, while the county experienced a decrease in its total population. The Brookings Division showed the largest increase in the county from 1970-79 largely because the Harbor unincorporated area (from the Chetco River south to the border) had increased 81% since 1970. In 1988, Brookings experienced a sharp population increase of 15.8 which was attributed primarily to in-migration. In the 1990 census Brookings' population had increased 30% from the 1980 census and by 1993 had increased another 12.9%. In 1980 the estimated population of the Harbor Sanitary District was 1,968 and by 1993 had increased by 48%, to 2,938. In the 1980 census the Harbor Census Designated Place (CDP) was established which corresponded somewhat with the Harbor Sanitation District and the Urban Growth Boundary at that time. Between 1980 and 1990 the Harbor CDP population increased by -25%, however, since the Harbor Sanitary District is within the CDP, this negative growth figure does not accurately reflect the actual growth of the area. The discrepancy may be due to a boundary change of the CDP between census counts.

B. Current Population

According to Portland State University's Center for Population and Census, the 1993 population figure for the city was 4,970. The Harbor Sanitary District population was approximately 2,928. (The Center for Population and Census only provides estimates of city and county populations.)

C. Growth Rate

The selection of a projected growth rate should be based not only on an analysis of historic trends, but also a realistic view of changes in those trends in the future. In the case of the city of Brookings, the figures show a historic compound growth rate of 1.9% or a historic simple growth rate of 2%. It should be noted, however, that the area immediately around Brookings had been growing at a much faster rate. It is expected that the high in-migration rates, characteristics of the Brookings Division, will be increasingly evident in the corporate limits. In 1980 a compound growth rate of 3% was considered the most realistic and selected as the coordinated population projection rate. Between 1980 and 1990 the city's population increased by 30%. The Brookings Urban Growth Boundary Needs Analysis, completed for the UGB expansion, was also based on an annual population growth of 3% until the year 2013 and 2% growth rate thereafter.

D. Population Projection, Year 2015

Based on a compound 3% growth rate, the projected population within the City's existing corporate limits is 9,340 and the projected population of the UGB, including the city, is 16,440.

E. Population Characteristics

Brookings has become a retirement area and population characteristics have been changing dramatically over the last two decades. By the 1990 census the median age within the city was 38.4 years and in the Harbor CDP, 61.1 years. The median age for the state was 34.5 years.

2. Housing Needs Projection

Based on the population projections and density assumptions made in the Brookings Urban Growth Boundary Needs Analysis, a housing needs projection was made, including household size, housing mix and an inventory of vacant buildable lands inventory. This analysis determined that it would be necessary to expand the Urban Growth Boundary to meet the projected needs.

3. Housing Stock

In 1990, the census showed that within the city 61% of the housing stock was in the form of single family and only 6% were manufactured homes. Multi family units accounted for 33% of the total. In the Harbor CDP, 67% of the housing stock were manufactured homes, multi family accounted for slightly over 3% and 30% was in the form of single family. By 1993, this ratio has probably changed due to a change in state law which now requires the city to allow manufactured homes on all lots that allow single family homes, if they meet certain requirements. This tends to blur the distinction between what is a manufactured home and what is a single-family home. Another change that is occurring is due to the fact that few or no "single wide" mobiles are being manufactured today and as single wide units are being replaced with "double wide" units within mobile home parks, the housing density within the parks will decrease.

4. Financial Means

Based on the 1980 Census, household incomes in Brookings were generally higher than in Harbor or in Curry County. Fifty-five percent of the households in Brookings earn more than \$15,000 per year. By the 1990 census the household income for Brookings and the Harbor CDP had raised to 24,090 and 21,620 respectively.

5. Employment

The effects of the economic downturn in wood manufacturing employment has been offset to some degree by increases in the service sector. This trend is expected to continue in the future as a response to the large number of retirees that are moving to the area.

7. Urban Growth Boundary

By 1989 it had been established that the city could not meet its projected long-range needs within the existing corporate boundaries or within the Urban Growth Boundary and still offer housing and employment opportunities without substantially altering the livability of the community. To resolve this concern an expanded Urban Growth Boundary was adopted in 1995, adding 305 acres of buildable residential Land.

POLICIES

1. City shall not unduly restrict land development thereby artificially inflating the cost of both

new and existing housing, but rather provide land in suitable quantities and encourage the construction of new residential units to meet increased demand.

2. City shall provide for a variety of housing options and sites and plan for suitable locations. It is recognized the private sector will continue their leadership role in this function.
3. City shall advance, where possible, the evolution of safe and aesthetically pleasing residential neighborhoods that are efficiently integrated with business and commercial property, schools, parks, public facilities and other urban development.
4. City shall, through mapping and other means, provide, where known, general information relative to site development suitability.
5. City shall keep an inventory of the city's housing stock and regularly update significant statistics.
6. City shall give consideration to alternative residential construction both in form and layout, for such reasons as aesthetic, energy conservation, lessened development costs, and provision of more usable open space.
7. Manufactured housing shall be allowed in mobile home parks and, with certain requirements, in all zones that allow single-family houses.
8. City shall, in light of increasing demand for multifamily housing, provide suitable and adequate areas for such development.
9. City shall encourage maintenance of the existing housing stock in safe and livable condition.
10. City shall continuously monitor and inspect all phases of both new residential construction and improvements to existing structures to insure safety and code compliance.

IMPLEMENTATION

1. The city planning commission and staff shall have the continuing responsibilities of seeking compatibility in zoning, building codes and service layout within the city's urbanization boundary.
2. The city shall continue to improve its efforts to make residential neighborhoods more safe and pleasant places to be.
3. The city will continue to consider and/or follow recommendations in comprehensive engineering plans for the water and sewer systems.
4. The city's Community Development Department shall be responsible for keeping current statistical information regarding the city's housing stock.
5. The city code enforcement officer shall enforce sanitation, nuisance and other ordinances designed especially for the betterment of the living environment in our neighborhoods.

GOAL 11 PUBLIC FACILITIES AND SERVICES

GOAL:

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to provide a framework for urban and rural development.

FINDINGS:

1. The City has adopted a Public Facilities and Services Plan that establishes the framework for the distribution of water and sanitary sewer services and storm drainage systems throughout the expanded Urban Growth Boundary.
3. The City has adopted a Water Master Plan/Conservation Management Plan.
4. The City has adopted a Water Curtailment ordinance that provides the city with the mechanisms to curtail water use in emergencies, including low surface water flows in the Chetco River.
5. The city currently provides the following facilities and services within the City Limits:

A. Public Works

- 1) Water Treatment - 2 mgd capacity.
- 2) Water Distribution, Pumping and Storage - (Total connections 2,686; 2,398 within the city limits and 288 out side city limits, March 14, 2000).
- 3) Wastewater Treatment – 15.4 mgd peak wet weather capacity. The yearly average flow is 2.48 mgd. The service area includes the incorporated area of Brookings plus the Harbor Sanitary District to the South. (Total of 2,228 connections within the city limits. The Harbor Sanitary District has approximately 850 connections, which are pumped to the city’s treatment plant, March 14, 2000).
- 4) Wastewater Collection and Pumping - All facilities within the city limits are the responsibility of the City of Brookings. All such facilities in the Harbor Sanitary District are owned, operated and maintained by that district.
- 5) Street and Infrastructure Maintenance - The City’s Public Works Department provides maintenance of city streets, water mains, sewer mains, storm drains, and other infrastructure systems.

B. Solid Waste Removal - is presently done by franchised contract**C. Fire Prevention and Protection Services**

These services are provided with one paid employee (Chief) and 30 volunteers. Ratings outlined in the Inventory document show an adequate program with primary need being in the area of improved water system.

D. Police Protection

- 1) Existing police facilities in the city hall are presently adequate as a base of operations.
- 2) If population growth exceeded significantly the number projected or if the city boundaries were considerably expanded through annexation, or if the incident of crime jumped radically, it is conceivable that new facilities and additional

manpower might be required.

E. Parks and Recreation Facilities and Services

- 1) One state park, Harris Beach State Park, is located within the City of Brookings. See Goal 8.
- 2) The city owns and maintains approximately 54.4 acres of parkland.
 - a. Azalea Park (formally Azalea State Park)
 - 33± acres
 - Softball fields
 - Outdoor amphitheater
 - Volleyball Courts
 - Kidtown
 - Walking trails
 - b. Bud Cross Park
 - 7 +/- acres
 - 2 lighted tennis courts
 - 2 baseball fields
 - swimming pool and bathhouse
 - restroom facilities
 - concession stand

This facility is planned for expansion with the construction of:

 - 1 unlighted tennis court
 - 1 multi-purpose court
 - 1 large landscaped picnic area
 - additional parking facilities
 - c. Chetco Point Park
 - 9± acres
 - walking trails
 - ocean access
 - d. Easy Manor Park
 - 1 +/- acres
 - playground facilities
 - e. Stout Park
 - 3 +/- acres
 - walking paths
 - picnic tables
 - f. Numerous neighborhood play areas.

F. Other facilities and services provided in the City of Brookings are

- 1) Schools
 - 2) Transportation for the elderly.
 - 3) Regional recreational facilities such as state parks and harbor facilities.
6. The following entities will provide services outside of the city limits within the Urban Growth Boundary.

A. Wastewater Collection

- 1) The Harbor Sanitary District.
 - a. Collects wastewater within their district south of the Chetco River and pumps to

- the City's wastewater treatment plant.
 - b. District does not extend into the expanded area of the Urban Growth Boundary.
 - c. Has stated, for purposes of the Public Facilities and Services Plan, that it does not want to expand the boundaries of the district to include the new Urban Growth Boundary land.
- 2) The City of Brookings
 - a. Will provide wastewater collection in the Urban Growth Boundary, south of the Chetco River outside of the Harbor Sanitary District boundaries when land is annexed to the city.
 - b. Will provide wastewater collection in the Urban Growth Boundary north of the Chetco River when land is annexed to the city.

B. Water Distribution

- 1) The Harbor Water District People's Utility District
 - a. Pumps from and intake on the south bank of the Chetco River.
 - b. District boundaries include the entire Urban Growth Boundary expansion south of the Chetco River except for the areas north of its intake facility and the top of the Harbor Hills.
 - c. Is willing to expand its boundaries to include the entire Urban Growth Boundary south of the Chetco River.
- 2) The City of Brookings
 - a. The City currently provides water service to some areas of the Urban Growth Boundary north of the Chetco River.
 - b. The City will provide service to the entire Urban Growth Boundary north of the Chetco River.

C. Fire Protection

- 1) Suburban Rural Fire Protection District.
 - a. Is located around the City in the area north of the Chetco River.
 - b. Is served under contract by the Brookings Fire Department
- 2) Cape Ferrelo Fire Protection District.
 - a. The north end of the Urban Growth Boundary is within its jurisdiction.
 - b. The fire station is located on Cape Ferrelo Road.
- 3) Harbor Volunteer Fire Department
 - a. Provides service to the entire Urban Growth Boundary south of the Chetco River.
 - b. Fire station is located on Benham Lane.

D. Police protection

All of the Urban Growth Boundary outside of the city limits is provided police protection by the Curry County Sheriff's Department.

E. Storm Drain Maintenance

- 1) The Oregon Department of Transportation maintains all drainage facilities within a state road or highway rights-of-way.
- 2) The Curry County Road Department maintains all drainage facilities within county road or street rights-of-way.
- 3). Drainage facilities on private property are maintained by the property owner.

POLICIES:

To insure timely, orderly and efficient arrangement of public facilities and services the following policies will be implemented by the City of Brookings.

1. Public Works

- A. Water treatment facilities. Facilities will be maintained with the proper observation and planning to expand facilities on a timely basis to provide continued service to existing customers and projected growth. Expansion programs will be funded through the most cost-effective methods utilizing all available federal, state and local funds.
- B. Water distribution, pumping and storage. New development requiring extension of water mains, pumping and storage facilities will be paid for and constructed by the developer pursuant to the provisions of the City of Brookings Standard Specifications document dated August 1988.
- C. Water Master Plan/Conservation Management Plan. The city will maintain a Water Master Plan/Water Conservation Management Plan, which will be updated as required.
- D. Wastewater treatment facility. Expansion programs will be funded through the most cost-effective methods utilizing all available federal, state and local funds.
- E. Wastewater collection facilities. New development requiring extension of sewer mains and new pumping stations will be paid for and constructed by the developer City of Brookings Standard Specifications document dated August 1988.
- F. Streets and other infrastructure facilities. The City's Public Works Department will inspect and maintain all public street and subsurface infrastructure facilities. The extension of existing streets for new development shall be paid for and constructed by the developer pursuant to the provisions of the City of Brookings Standard Specifications document dated August 1988.
- G. Storm drain facilities. New development requiring new storm drain systems or the extension of existing systems including provision of retention basins, will be paid for and constructed by the developer pursuant to the provision of the City of Brookings Standard Specifications document dated August 1988.

2. Fire Prevention and Protection

The fire chief will continue to serve as the head of prevention and protection services. He will continue to maintain the high level of training and service that the community has come to expect through the conduct of local and regional training sessions and a continued education for himself.

3. Police Protection

The chief of police shall be responsible for continually monitoring the department's facility requirements and operations. In conjunction with the annual preparation of his budget request, a written evaluation shall be prepared for the city manager, who in turn, may call attention to specific items for consideration by planning commission, council or staff.

GOAL 12 TRANSPORTATION

GOAL:

To provide and encourage safe, convenient and economic transportation system.

FINDINGS:

1. The City has adopted a Transportation Systems Plan and has amended the Land Development Code to provide for certain requirements of state law related to the Transportation System Plan.
2. U.S. Highway 101 links coastal communities and is the only through highway in Curry County. Access to commercial establishments and adjacent private property is direct from the highway.
3. Although the facilities at the airport are adequate, more service connecting Brookings with other cities is needed.
4. A 14-foot channel is currently maintained in the Chetco Estuary.
5. The City has prepared and adopted a Transportation Systems Plan that addresses the interaction of city streets with the highway and with other city streets.
6. A study funded by the Oregon Department of Transportation has determined that the highway couplet concept using Railroad Street as the southbound leg of the highway, is feasible. The City Council has endorsed this study.

POLICIES:

1. The City will develop a system of streets that provides adequate access to all property in terms of utilities and fire and police protection in residential districts.
2. All new commercial areas and new commercial development within existing commercial areas shall utilize the concepts of access management as provided in Section 168 of the Land Development Code and the transportation plan.
3. The City will encourage improvement to airport facilities and assure that the airport approach safety zone is protected from encroachments. The City will coordinate development in the Brookings Urban Growth Boundary with the State of Oregon and Curry County in accordance with the Brookings State Airport Master Plan and the Model airport Safety Standards developed by the Oregon State Aeronautics Division.
4. The City will develop a traffic circulation system, which allows adequate access to industrial and commercial land pursuant to Section 168 of the Land Development Code and the provision of the Transportation Systems Plan.
5. Brookings will encourage the development of additional port facilities (see Goal 16).
6. The City will make provisions for pedestrian traffic in residential areas and provide bike paths and walkways in other appropriate areas.
7. Brookings will examine the need for and the feasibility of public transit and will encourage

programs which meet the needs of transportation disadvantaged.

8. On a regional level, the City of Brookings encourages reduction in the region's general isolation from the rest of Oregon, improvement of intra-regional transportation, construction of passing lanes and realignments on the entire length of Highway 101
9. The City will cooperate with the Oregon Department of Transportation in implementation of the ODOT Six-Year Highway Improvement Program and ODOT Highway Maintenance Programs.

GOAL 13 ENERGY CONSERVATION

GOAL:

To conserve energy.

FINDINGS:

Energy conservation is a concern of the community. Very little of the energy utilized by Brookings residents is actually derived from the Brookings area.

POLICIES:

1. It is the policy of the City of Brookings to manage land and uses developed on the land in order to maximum conservation of all forms of energy.
2. Brookings will encourage the infilling of undeveloped parcels of land within the City as well as the re-use of vacant land to the extent possible. The City will encourage land development practices which conserve energy as well as utilize renewable energy sources whenever possible. The City desires high density development to be located adjacent to major shopping areas and along major transportation routes, as appropriate.
3. Energy conserving alternatives to conventional housing, such as multi-family housing and planned unit developments, are encouraged in appropriate areas. Education in energy conservation techniques and encouraging further energy resource development is also desired.
4. It is the policy of the City of Brookings to develop and utilize techniques and implementation procedures which will aid in attaining the City=s goal to maximize energy conservation.

IMPLEMENTATION:

The City will utilize the following procedures for implementation fo the energy conservation goals:

Review of the zoning and subdivision to consider including techniques to maximize energy conservation. The techniques to be considered include: lot size, dimension and siting controls; standards for building height, bulk and surface area; standards addressing density of uses and the availability of light, wind and air; methods to address compatibility of the competition between competing land use activities; and systems and incentives for the collection, re-use and recycling of metallic and non-metallic waste. Additionally, the City will participate in programs addressing the feasibility of utilization of alternative energy sources, such as solar and water, on a local scale.

GOAL 14 URBANIZATION

GOAL:

To provide for the orderly and efficient transition of land within the Urban Growth Boundary from rural to urban uses.

FINDINGS:

1. The city expanded its Urban Growth Boundary in 1995 to include land needed to accommodate projected growth through the year 2015. The boundary expansion consisted of a total of 3,491 acres, of which 1,263 acres is developable land. The remaining acreage is either steep hillsides or located within the Chetco River flood plain and cannot be developed. (See Urban Growth Boundary Map)
2. Pursuant to Oregon Administrative Rules and Goal 14 of the State planning law, a need's assessment based on 1993 data, analyzing projected population growth and the amount of residential, commercial and industrial land needed to accommodate growth to the year 2015, was completed and adopted by the City Council and County Commissioners.
3. A new Urban Growth Boundary Joint Management Agreement has been adopted by both the City and County. Provisions of this document include:
 - A. The ability of the City to comment on all land use actions within the Urban Growth Boundary under application to the County, prior to any decision on that application.
 - B. Lots within the Urban Growth Boundary cannot be divided until both water and sewer services are available to the lot.
 - C. Street standards within both the city and Urban Growth Boundary will be compatible.
 - D. Until a public facilities plan is adopted, no land will be rezoned from the existing designation to an urban land use designation. Uses shall be permitted to develop under current county plan and zoning designations in the same manner that they were permitted prior to being included within the UGB.
 - E. Areas designated as "Master Plan Areas," on the Urban Growth Boundary map, shall be required to prepare a master plan prior to development (other than allowed by the present zoning designation) that sets forth the land use, road circulation system, and plans for municipal water, sanitary sewer, and management of surface runoff. Master plans shall be developed in coordination with and be approved by the special service providers of these services. Master Plans shall be adopted as post acknowledgment plan amendments pursuant ORS 197.610 by the City and County before any development permits are issued by the County for construction within the Master Planned Areas. Compliance with the master plan shall be a condition of development permit approval by the city or county.
 - F. Prior to developing a master plan as required by "b" above, property owners shall enter into a collaborative process with the city and county to establish development goals and formalize, by written agreement, procedural and financial considerations for developing

and carrying out the master plan. Development goals shall address the mix of housing (type, density and income levels), and non-residential uses, which should be encouraged to provide local services and decrease auto use.

- G. All new development shall be required to obtain sanitary sewer service from either the City of Brookings or Harbor Sanitary District depending upon agreed service areas. If wastewater treatment capacity is not available, or not legally or physically available, at the time of development, an interim onsite sewage disposal system that meets all state and local requirements may be approved. Use of an interim on-site sewage disposal system is limited to a rural level of development or is specifically allowed by the Public Facilities Plan. This interim development approval shall be conditioned to require connection to a public system when capacity becomes legally and physically available.
- H. All new development shall be required to obtain public water service from either the City of Brookings or the Harbor Water Public Utility District, depending on agreed service areas. If public water capacity is not available, or not legally or physically available, at the time of development and an interim on-site water system that meets all state and local requirements may be approved. Use of an interim on-site water system is limited to a rural level of development or is specifically allowed by the Public Facilities Plan. This interim development approval shall be conditioned to require connection to a public system when water service becomes legally and physically available.
- I. Provisions to amend the Agreement.
- J. Provisions to terminate the Agreement

- 4. The population within the new Urban Growth Boundary is projected to grow from 8,655 in 1993 to 16,440 in 2015 based on a 3% growth rate through 2013 and a 2% growth rate thereafter.

	<u>1993</u>	<u>2015</u>
Brookings City limits	4,970	9,067
North of Chetco River in Urban Growth Boundary	757	1,871
South of Chetco River in Urban Growth Boundary	2,928	5,502
Total	8,655	16,440

- 5. Based on population growth
 - A. The following figures summarize residential housing needs within the Urban Growth Boundary including the City of Brookings, based on 1993 data.

North of Chetco River	5,135 D.U. (Dwelling Units)
South of Chetco River	3,335
Total	8,470
<u>Existing D.U. North and South of River (1993)</u>	<u>4,508</u>
Total additional D.U. needed by 2015	3,962 D.U.

- B. Land available and suitable for residential development, based on 1993 data.

North of Chetco River	662 acres
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South of Chetco River	236
Total	898
Vacant residential land available (1993)	465
Total additional residential land needed by 2015	433 acres

C. Commercial and industrial land needs are shown on Table 7, Commercial and Industrial Land Needs in the Inventory, page 10. Commercial and industrial land needs within the Urban Growth Boundary are summarized as follows:

Com. Ind.	North	South		
Commercial/Industrial land, existing	305	180	291	194 acres
Factor for additional land (20%)*	61	36	58	39
Additional vacant land need 2015	37	22	35	23
Total vacant land need	403	238	384	256
Vacant land available (1993)	68	106	144	30
Total vacant land needed by 2015	335	132	240	226 acres

* 20% additional land for infrastructure

POLICIES:

1. City shall maintain the livability of Brookings while providing appropriate land-use designation and adequate areas to accommodate expected growth.
2. City shall encourage the orderly outward growth of the community in order to maintain costs of construction, maintenance, and extension of streets, utilities and public facilities at the lowest level possible.
3. Upon annexation of any land within the Curry County Harbor Bench Farm district, the city shall amend its Comprehensive Plan and land Development Code to adopt the Harbor Bench Farm District and the Curry County Harbor Bench Farm Overlay Zone (HBFO) as a city zoning district.
4. The extension of water and sewer mains to support future growth shall be funded by the development served by the mains or by the formation of "Local Improvement Districts" which agree to assess property owners within the district for the extension of service.
5. City shall encourage the development of industrial and commercial lands in such a way as to insure a proper diversification of the local and regional economy.
6. The city has adopted a Master Plan Development (MPD) Zone, which will be placed over any area of the UGB designated as a Master Plan Area, when that area is annexed to the city. To accommodate the MPD Zone, a land use designation of "Master Plan Area" is created and will be applied to any area zoned as MPD. No development can occur within an area designated as Master Plan Area or zoned MPD until there is a Master Plan of Development approved and adopted by the City Council. Adoption of a Master Plan of Development shall be by ordinance to incorporate the approved master plan as a separately bound document as a supplement to all applicable goals of the Comprehensive Plan.
7. City shall work closely with the Harbor Sanitary District recognizing that the sewage system and related expenses will be a major element in the area's growth management.

8. City shall work closely with Curry County in land use issues within the Urban Growth Boundary pursuant to the provisions of the Urban Growth Boundary Joint Management Agreement.
9. The conversion of land from urbanizable to urban within the Urban Growth Area must occur in an orderly and well planned manner that considers the economic and environmental issues identified as a part of the Urban Growth Boundary amendment and pursuant to the provisions of Section 10, Policies Related to Conversion of Urbanizable Land To Urban Land within the Urban Growth Area, of the Urban Growth Boundary Joint Management Agreement.
10. City shall work closely with the Port District to insure orderly, economic development and appropriate utilization of the Chetco River Estuary resources.
11. City shall encourage improvement to airport facilities and insure that airport approach zones are protected.
12. With regard to the Brookings UGB the city and county agree that the conversion of land from urbanizable to urban within the UGA must occur in an orderly and well planned manner that considers the economic and environmental issues identified as part of the UGB amendment. With that interest in mind, the provisions cited in finding number 3 above are considered to be policies of this plan.
13. The City of Brookings, in conjunction with the Curry County and the Harbor Water District will develop alternatives to water withdrawals from the Chetco River during the later summer months to address the needs of the fish resources in the development of the Public Facilities and Services Plan for the City of Brookings Urban Growth Boundary. The development of the alternatives to water withdrawals will include the following items.
 - A. Findings that recognizes that the fish resource of the Chetco River is significant; the planned population growth and development within the UGB and its planned water withdrawals are uses which conflict with the resource; and the county, city, and special district will consider alternatives and develop a program which will limit the conflicting uses to the extent that they will not negatively impact the fish resource.
 - B. The city has completed an Economic, Social, Environmental and Energy analysis of water withdrawal from the Chetco River and have adopted an ordinance providing the city with the mechanisms and implementing measures to curtail the use of water during emergencies, including the time of surface water flows of 80 cfs and below.

IMPLEMENTATION:

Refer to the Urban Growth Boundary Joint Management Agreement, between the City of Brookings and Curry County.

GOAL 16 ESTUARINE RESOURCES

GOAL:

To recognize and protect the unique environmental, economic and social values of the Chetco River Estuary and its wetlands.

GOAL:

To protect, maintain, and where appropriate restore or develop the long term environmental, economic, and social values, diversity and benefits of the Chetco River Estuary.

FINDINGS:

The attraction of Brookings includes its beautiful natural setting, the safe harbor, and other recreational facilities. The estuarine resources and the port facilities are tied to attracting tourists and to the economy of Brookings. Forecasting demands, studying alternatives, and encouraging appropriate development of part related activities, while maintaining the integrity of the Chetco River Estuary, the adjacent coastal shorelands, and the intrinsic value of their ecosystems is a primary concern of Brookings.

The Chetco River Estuary is located five miles north of the Oregon-California border at the base of the Klamath Mountains. It is one of the smallest estuaries in Oregon. Seasonal fluctuations in river discharge strongly influence the estuary. The steep gradient of the river bed severely restricts the extent of the tides and the mountainous terrain limits the size of the estuary. Although the drainage area (359 mi²) is comparable to north coast estuaries like the Yaquina, Siletz, and Nestucca, its surface area is much smaller, (approximately 175 acres). The ratio of submerged land to tideland is greater than any other Oregon Estuary (DSL 1973).

The Oregon Land Conservation and Development Commission (1977a) classified the Chetco as a shallow draft development estuary. The classification permits navigation and water dependent development but requires protection of important habitats, productivity, water quality and unique features.

It shall be managed to provide for navigation, commercial and industrial water dependent uses, and other identified public needs. As a shallow draft development estuary it includes three kinds of management units: development, conservation and natural.

The Brookings Comprehensive Plan includes an inventory containing detailed information on the resources of our area. The Goal 16 inventory includes information on the biological, physical, geological, social and economic characteristics of the Chetco Estuary.

Although there are no areas of tidal or intertidal marsh within the city limits, the city supports the county's efforts to protect such areas. If dredge or fill activity is proposed in such areas the city supports the county's efforts to ensure that the effects are mitigated by creation, restoration or enhancement of another area to ensure that the integrity of the estuarine ecosystem is maintained.

Fortunately the area has unique economic resources along the Chetco River, which provide economic activities that could improve the county economy. These opportunities are described in the inventory sections of the Brookings and Curry County Comprehensive Plans, and are

summarized here to outline the basis upon which development decisions were made in the Chetco Estuary Plan.

Estuary Boundary Determination:

Figure 2 shows the Estuarine Boundary and the Estuary Shorelands Boundary in the Chetco Estuary. These boundaries are based on the available data for MHW from the Oregon Division of State Lands (DSL, flood elevation data from the U.S. Federal Emergency Management Agency floodplain maps, local aerial photographs, and field inspection of specific sections of the shoreline. Generally, the Estuarine Boundary is based on the line of Mean Higher High Water (MHHW) as determined by local modification of the Mean High Water line shown on the DSL maps or the line of non-aquatic vegetation whichever is higher. The MHHW line is considered to be a representative boundary for the inclusion of all intertidal areas in the estuary and as a logical separation between the "estuarine" and "shoreland" areas except in certain scattered locations where aquatic vegetation is found above the MHHW elevations. The Division of State Lands and Corps of Engineers claim jurisdiction up to the line of non-aquatic vegetation in the permit process (see DSL Administrative Rule on Removal and Fill, OAR 141.85-105). As the scale of the plan map does not permit these areas to be identified accurately, the DSL and Corps will identify the line of non-aquatic vegetation on a case-by-case basis during permit review.

Amendments to Goal 5 have established another area along the estuary shore 75 feet horizontally from the MHW line called the riparian protection zone. This has been added as an element of the Salmon Recovery Act.

Unique Development Suitability of the Chetco River Estuary include:

- 1) Consistently moderate climate and scenic beauty which draw both tourists and retired Oregonians and others who have earned their income elsewhere but who choose to spend it in the Brookings area;
- 2) Support facilities already in place with the capacity to serve projected growth of residents and tourists (sewer trunks and treatment plant, water system, library, swimming pool, close full service hospital, public schools, etc.);
- 3) Chetco River jetties and Corps-maintained channel, protecting the entrance to one of the safest harbors on the West Coast;
- 4) Permanent moorage for about 657 boats, a transient dock and associated backup lands for dry land storage and associated boat repair, warehousing and storage already available at the Port of Brookings; and 35 or more spaces available along the river at ;
- 5) A Coast Guard station serving the commercial fishing industry and the boating public at this established "harbor of refuge";
- 6) Existing fish processing and bold storage facilities, with adequate land for expansion of these and other support facilities;
- 7) Existing tourist accommodations (restaurants, motels) and undeveloped space with river

and ocean views and access to beaches and moorage (already served by sewer and water) where additional accommodations could be built;

- 8) Commercially marketable gravel resources both as currently operating mining sites and at locations of planned dredging.

Development Limitations. There are limiting features, which must be considered as economic uses of the estuary are planned. The Chetco River valley is narrow and steep, causing strong winter flows and high water, December through March; low water July to October. Intertidal marshes are not a feature of this estuary. The accumulation of silt and algae on riverside gravel bars and the moorage basins at the Port of Brookings provide fish habitat, both nutrients and protection. As outlined in the Estuary Inventory, 30 or more species of finfish have been found in the estuary, and the critical spawning, migration and rearing periods of anadromous salmonid have been defined.

Environmental protection standards can protect important biological resources essential to these fish. Areas for future development have been identified and standards to regulate that development have been adopted to meet the following criteria:

- to protect the unique environmental, economic and social values of the Chetco Estuary;
- to prevent any significant loss of water area which would increase winter flooding or decrease summer water volume;
- to provide areas where both private and public investment can meet the moorage accommodations demands of the fishing, retirement and tourist industries within the capacity of biological and water resources;
- to protect biologically productive gravel bars and as these bars move during high winter flows, to encourage restoration of suitable environment which will enhance the biological productivity of the estuary;
- to maintain space for barge and other industrial shipping and the dredge material disposal sites and policies essential to maintenance of the entrance channel and jetties;
- additional areas with a potential for development but about which necessary information is not now available, have been declared study areas, until such time as necessary information on development potential and biological capacity makes possible decisions on which areas will be designated for protection, conservation or development.

The Chetco Estuary Plan establishes management units to assure that a balance of economic activity and environmental protection can be maintained in and along the Chetco. Management units will implement the policies of the Curry County and Brookings Comprehensive Plans, the Chetco Estuary Plan, and the Oregon Estuary Classification System.

Although uses and activities for each management unit are established by this plan, it shall be noted that the participants or proponents of such uses or activities have the responsibility to comply with the appropriate permit processes of affected government agencies and city

regulations. A Development Review Procedure has been established by the city and is made a part of the city's zoning ordinance.

The aquatic management units are shown on the map on page 16-9. Related shoreland designations are shown on the map on pages 17.18-8,10, being described under Goal 17. Implementing regulations pertaining to the area within the Brookings city limits are included in the city's zoning ordinance.

The aquatic management units, their purpose, priorities and permitted uses include:

Aquatic Development (Shallow Draft)

Purpose of these management units: To provide a shallow draft navigation system serving sites suitable for shoreland development, and to provide for more intense use of alternation of aquatic areas to serve water-dependent development, as consistent with the purposes of this Shallow Draft Development Estuary and Goals of this Estuary Plan. In order to provide a suitable navigation channel in the river, the Port of Brookings found at a channel 100 feet wide and 6 feet deep at mean lower low water (MLLW) could accommodate the boat traffic potential to the area.

Priority activities in these areas will include: channel and jetty maintenance, water-dependent commercial, industrial, and recreation activity at the Port of Brookings, navigation improvements, moorage and marinas, extraction and shipment of gravel.

Aquatic Development (AD)

Uses permitted with standards include:

- 1) Maintenance dredging and dredge for water dependent uses.
- 2) Piling and dolphin installation.
- 3) Navigational aids.
- 4) Docks, for industrial and commercial trans-shipment and for commercial and sport boats basins.
- 5) Dredged marinas and boat basins.
- 6) Jetty and dike construction and maintenance.
- 7) Active and passive restoration.
- 8) Aggregate extraction under existing permits.
- 9) Excavation to create new navigable water area.
- 10) Expansion of moorage areas serving water-dependent development.

- 11) Water storage areas for water-dependent uses.
- 12) Flow-lane of dredged material monitored to assure that estuarine sedimentation is consistent with the resource capabilities and purposes of affected natural and conservation management units.

Conditional Uses include:

Fill of estuarine waters for water-dependent activity.

Aquatic Conservation:

Purpose of these management units is conserve renewable resources for long-term uses not requiring major alteration of the estuary, except for purposes of restoration.

Priority activities in these areas will include: maintenance of biologically productive areas, high intensity water-dependent recreation, aesthetic values, maintenance of the natural river channel and of riparian vegetation, gravel extraction and water-dependent uses which occupy the water surface by means other than fill.

Aquatic Conservation (AC)

Uses permitted with standards include:

- 1) Active and passive restoration.
- 2) High-intensity water-dependent recreation, including boat ramps, marinas, and new dredging for boat ramps and marinas.
- 3) Research and educational observation.
- 4) Navigational aids.
- 5) Protection of habitat and aesthetic resources.
- 6) Extraction of aggregate under existing permits, including dredging necessary for extraction.
- 7) Minor navigational improvements.
- 8) Water extraction and storage.
- 9) Aquaculture requiring dredge or fill or other alteration of the estuary.
- 10) Active restoration for purposes other than those listed in (AN).
- 11) Temporary alterations.

Conditional uses include:

- 1) New gravel extraction sites, including dredging necessary for extraction.

Aquatic Natural Areas

Purpose of these management units is to protect fish and wildlife habitat and continued biological productivity within the estuary. The sites have historically been designated as natural areas. The first site going upstream is Morrison Hole. Morrison Hole is a very deep hole often used as a waiting area for migration. The second site at the head of tide includes a gravel bar, which supports algae beds.

Priority uses of these areas will be: protection of habitat, nutrient, fish, wildlife and aesthetic resources; passive restoration and low intensity water-dependent recreation.

Natural Management Units (AN)

Uses permitted with standards include:

- 1) Protection of habitats, nutrient, fish, wildlife and aesthetic resources.
- 2) Passive restoration measures.
- 3) Research and educational observation.
- 4) Undeveloped low intensity water-dependent recreation.
- 5) Navigation aides, such as beacons and bouys.
- 6) Dredging necessary for on-site maintenance of existing functional tidegates and associated drainage channels and bridge crossing support structures.
- 7) Bridge crossings.

Where consistent with the resource capabilities of the area and the purposes of this management unit the following uses may be allowed:

- 8) Communication facilities.
- 9) Aquaculture which does not involve dredge or fill or other estuarine alteration other than incidental dredging for harvest of benthic species or removable in-water structures such as stakes or racks.
- 10) Active restoration of fish and wildlife habitat or water quality and estuarine enhancement.
- 11) Boat ramps for public use where no dredging or fill for navigational access is needed.
- 12) Pipelines, cables and utility crossings, including incidental dredging necessary for their installation.

- 13) Installation of tidegates in existing functional dikes.
- 14) Bridge crossing support structures and dredging necessary for their installation.
- 15) Temporary alterations.

Conditional uses include:

- 1) Extraction of aggregate resources.
- 2) Rip-rap is not allowed except for erosion control to protect:
 - A. Uses existing as of October 7, 1977 or
 - B. Public facilities.

Consistency with resource capabilities—Conservation and Natural Management Areas.

A use or activity is consistent with the resource capabilities of the area when either the impacts of the use on estuarine species, habitats, biological productivity and water quality are not significant or that the resources of the area are able to assimilate the use and activity and their effects and continue to function in a manner to protect significant wildlife habitats, natural biological productivity, and values for scientific research and education.

DESCRIPTION OF MANAGEMENT UNITS AND DETERMINATION OF RESOURCE CAPABILITIES

The City of Brookings has identified a shallow draft development management unit, a conservation management unit and two natural management units in the Chetco Estuary. Figure 1 shows the location of these management units within the estuarine boundary. Each of these management units has a specific location and description, which is discussed below.

Shallow Draft Development Management Unit

This designation consists of the Army Corps of Engineers authorized entrance channel between the two jetties, the two boat basins and the upstream from the mouth of the boat basin for a distance of 500 feet with the exception of a small rocky intertidal area at the base of the West jetty. This designation applies to all estuary areas within the estuarine boundary (below MHHW). The area is designated shallow draft development to allow for the future maintenance of the channel and boat basin including an areas in the river channel for tapering the dredged channel upstream which is necessary for shallow-draft navigation in the authorized channel.

Conservation Management Unit

This designation consists of the entire estuarine area from above the entrance channel to Tide

Rock, which is near the head of tide, with the exception of a small natural area at the end of the slough in Snug Harbor. This designation applies to all estuary area within the estuarine boundary (below MHHW or the line of nonaquatic vegetation, whichever is higher). The area is designated conservation to maintain the aquatic resources of the area while permitting the development of recreational marina, together with minor dredging necessary to maintain the natural channel, as consistent with the resource capabilities of the area, and the purposes of the management unit.

The City of Brookings proposes the following development activities in the conservation management unit upstream of the Highway 101 bridge:

1. Dredging a small-boat marina by excavation of upland at the Ganty and Kemp properties with a short access channel to be dredged to the natural channel near the Northwest bank.
2. Dredging out a shallow subtidal and intertidal mud flat area at Sung Harbor to expand the existing moorage to accommodate up to 80 recreational boats, and
3. Limited dredging to maintain the natural main river channel near the Northwest bank at a depth of -5 to -6 feet MLLW and 40-50 feet in width up to Snug Harbor. This qualifies under Goal 16 as "minor navigational improvement," as it involves maintenance of the natural channel. There is potential for recreational boat navigation at existing natural depths and minor dredging will be needed to remove accumulated sediment from winter flooding and maintain these depths.

The resources present on these areas are as follows:

The main channel upstream of the boat basin currently varies between -4 and -10 feet MLLW, with minimum depths above the Highway 101 bridge being between -4 and -5 feet MLLW (Slotta and Tang, 1976). The river channel between the boat basins and the bridge is seasonally covered with green algae, which may function as protection and food for invertebrates and small fish according to ODFW report (1978 p. 13). The channel above the bridge is not specifically addressed in the report, but probably is very similar. The report suggests that the upstream part of the estuary is probably an important rearing area for chinook salmon and other fish (p. 19).

Snug Harbor is mainly an intertidal sand/mud flat, with a deep subtidal hole at the entrance. The same report suggests that this sheltered slough is likely to be a fish rearing area (p. 18). However, a site inspection (June 25, 1984) by the City, County and DLCD staff, indicates that the intertidal flat is very shallow and barely covered except at high tides. Aquatic vegetation is very sparse and there were not signs of burrowing benthic organisms which are normally typical of intertidal mud flats or other estuaries.

According to verbal communication with the owner, the area was formerly much deeper and used for moorages, but flooding in the 1964 flood and subsequently up until five years ago has caused the area to fill in. This rapid natural sedimentation apparently accounts for the low level of vegetative establishment or biological activity.

At the Kemp property, the only area to be affected would be the narrow intertidal zone

between the upland, which would be dredged out and the natural channel near the Northwest bank. This zone is similar to the channel, with a gravel substrate which probably supports seasonal growth of green algae.

The expected impact of the proposed developments would be as follows. Maintenance of the existing natural deep-water channel on the Northwest side of the river would require periodic minor dredging to maintain the depth of -5 to -6 feet MLLW. This would displace algae growth and cause some reduction of fish habitat, but this growth could be expected to re-establish the following year after spring freshets subside. There would be a temporary suspension of sediment during dredging. Algae growth is in any case replaced annually after winter flows scour the channel. As the entire channel and adjacent intertidal areas can support algae growth and the area to be affected would only be a small fraction of the total, and effects on biological productivity and water quality would be temporary, it may be concluded that the resources of the areas are able to assimilate the activity and continue to function as a conservation unit.

Also at the Kemp and Ganty properties the impact of dredging a shore access through the narrow intertidal and shallow subtidal zone to the dredged marina would be similar to that of maintaining the channel. The area affected would be so small in relation to the total area of the estuary supporting algae growth that impacts would not be significant.

Dredging a boat moorage at Snug Harbor would eliminate a little over an acre of shallow intertidal mudflats and convert it to subtidal. This would eliminate the only area of this type on the estuary but as noted above, Snug Harbor has been subject to heavy sedimentation and biological values are relatively low. Creation of the subtidal area would return the area to a condition that existed at some time in the past and would possibly increase the area that could be utilized by fish. It may therefore be concluded that the resources of the area are able to assimilate the activity. The subtidal area that would be created would continue to function as a conservation unit.

Therefore, the City of Brookings finds that, based on the facts and conclusions presented above, the proposed maintenance dredging and dredging of marinas at Snug Harbor, the Kemp and Ganty properties are consistent with the resource management unit.

Natural Management Unit No. 1

This is a cobble, gravel and bedrock, intertidal area at the base of the Northwest jetty which may have attached algae beds which provide a food source for marine fishes.

Natural Management Unit No. 2

This is a freshwater wetland at the end of the slough extending up from Snug Harbor. It begins approximately 50 feet upstream from the second of two culverts which pass under the nearby county road, and continues upstream to the line of nonaquatic vegetation. Much of this unit probably above MHHW and is only inundated during period of high flow, but is part of the estuarine area because it contains typical aquatic vegetation (cattails, rushes, etc.), and it contiguous with the intertidal area.

Cumulative Effect

The cumulative effect of alterations to the Chetco Estuary has in some cases reduced the intertidal area and in some cases increased the subtidal area of the estuary. The construction of the dikes, jetties and boat basins in the marine subsystem has reduced the gravel intertidal areas and replaced it with subtidal marine areas as well as rocky substrate intertidal habitat on the jetty and dike. ODFW indicates that the "lagoon and sill" formation which historically occurred at the mouth of the Chetco River may have been important to the growth and survival of fall chinook salmon that reared in the estuary in the summer (Reimer, 1973). The extensive modifications to the Chetco estuary may have had a negative impact on such estuarine rearing of these salmon (ODFW, 1979). The modifications to the estuary by construction of the boat basin has increased the subtidal area of the marine subsystem which will probably sustain a marine fish population as long as water quality is maintained (ODFW, 1979).

Future alterations in the development management unit will include periodic maintenance dredging of the authorized channel and boat basin. Some minor filling could occur in the boat basin if necessary. As these areas are already substantially modified or man-made, the cumulative effects on biological values are expected to be minimal.

Dredge Material Disposal (DMD)

Dredge material from the annual maintenance dredging of the navigation channel is currently disposed of at an authorized deep-water disposal site. This site will probably accommodate all dredge material that will be removed from the present channel during the planning period. Future development upriver will require periodic minor dredging of shoals to maintain natural depths (i.e., 6 ft. MLLW with a maximum width of 50 feet) and marinas to be dredged from upland area. This dredge material may either be used in the construction of the marina facilities or be stockpile on upland for subsequent use as aggregate of upland fill.

Figure 3 identifies the location of 12 acres of upland sites that can be used to stockpile dredged materials. Material dredged from the Chetco River is a valuable natural resource and could be sold in the market, as are the several hundreds of thousands of cubic yards that are now excavated and sold annually. This is demonstrated by the fact that material dredged from the Port of Brookings' development of its Basin No. 2 was stockpiled and trucked away shortly after dredging. Therefore it is anticipated that material from upstream channel maintenance could be stockpiled at any of the identified sites for sale as gravel.

Mitigation and Restoration

The Chetco Estuary lacks diked intertidal marsh areas and other sites of biological potential that are suitable for the creation or restoration of intertidal habitat in fulfilling mitigation requirements. The limited extent of the Chetco Estuary and the scarcity of potential mitigation or restoration sites could limit further dredge and fill actions requiring mitigation unless the Director of the Division of State Lands exercises the statutory power to partially waive mitigation under certain specific conditions.

The Oregon Mitigation Law, ORS 541.626, states that the Director of the Division of State Lands "shall require mitigation as a condition of any permit for filling or removal of material

from an intertidal or tidal marsh area of an estuary. As defined:

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

"Oregon Mitigation Law also permits the Director to consider, the extent of compensating activity inherent in the proposed activity, (ORS 541.626 (3) (e)). The proposed marina projects need to be examined in the light of these requirements".

The proposed marinas at the Kemp and Ganty sites which would provide approximately 90 permanent boat moorages, should not require mitigation as it would be excavated from what was once a cultivated field. This basin would expand the water surface areas of the estuary, and create a shallow subtidal habitat type, possibly with rock intertidal areas if a breakwater is built. There would be very limited effect on an existing intertidal area between the natural channel and the field. This project might actually generate excess mitigation credit, depending on the type of habitat that is created.

The proposed dredging out of an intertidal area at Snug Harbor could be mitigated at least in part by excavating adjacent land, increasing the water surface of the existing harbor.

Also, it may be possible to identify other upland areas next to the estuary in a sheltered location that might qualify as mitigation areas by lowering the surface to an intertidal level.

Again, restoration actions could occur in areas subject to excessive erosion or sedimentation. However, it is unlikely that any such actions would qualify to mitigation credit under the mitigation rules, unless additional estuarine areas is created from upland or unless they qualify as "enhancement", (OAR 141.85. 252 (7) and (8).

POLICIES:

1. To recognize the overall Oregon Estuary classification of the Chetco River Estuary as a shallow draft estuary.
2. To protect the ecosystems of the Chetco River Estuary, including:
 - A. Its natural biological productivity.
 - B. Unique features.
 - C. Water quality.
3. To allow dredging and/or filling only:

- A. If required for navigation values or other water-dependent uses requiring estuarine location or if specifically allowed by the applicable management unit requirements of this goal, and
- B. If a need (i.e., a substantial public benefit) is demonstrated and the use or alteration does not unreasonably interfere with public trust rights, and
- C. If no feasible alternative upland location exists, and
- D. If adverse impacts are minimized.

Other uses and activities which could alter the estuary shall only be allowed if the requirements in (b), (c), and (d) are met. All or portions of these requirements may be applied at the time of plan development for actions identified in the plan. Otherwise, they shall be applied at the time of permit review.

- 4. To identify and assess sites to mitigate the effects of dredging or filling.
- 5. To recognize the following authorities in managing lands with regard to the Chetco River Estuary.
 - A. Forest Practices Act;
 - B. Progress of the Soil Conservation Service;
 - C. Department of Environmental Quality, water quality programs;
 - D. Fill and Removal Law, including the mitigation requirements for dredge or fill activities in intertidal or tidal marsh areas.
- 6. Restrict proliferation of individual single-purpose docks and piers by encouraging community facilities such as buoys, dry-land storage and launching ramps common to several uses and interests.
- 7. To allow active restoration involving filling, dredging or other activities which may degrade natural values only if subject to Goal 16's overall statement for such activities and upon identification of:
 - A. The original conditions to be restored.
 - B. The cause of the loss or degradation.
 - C. The site and actions necessary to respond to the causes and to achieve the restoration objective.
- 8. When dredge or fill activities are permitted in intertidal or tidal marsh areas, their effects shall be mitigated by creation, restoration or enhancement of another area to ensure that the integrity of the estuarine ecosystem is maintained.

9. To consider establishing minimum fresh-water flow rates and standards, so resources and uses can be maintained, including:
 - A. Navigation.
 - B. Fish and wildlife characteristics.
 - C. Recreation.
10. Actions, which would potentially alter the estuarine ecosystem, shall be preceded by a clear presentation of the impacts of the proposed alterations. Such activities include dredging, fill, in-water structures, riprap, log storage, application of pesticides and herbicides, water intake or withdrawal and effluent discharge, flow land disposal of dredged material, and other activities which could affect the estuary's physical processes or biological resources.

The impact assessment need not be lengthy or complex, but it should enable reviewers to gain a clear understanding of the impacts to be expected. It shall include information on:

- A. The type and extent of alterations expected;
 - B. The type of resource(s) affected;
 - C. The expected extent of impacts of the proposed alteration on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, navigation and other existing and potential uses of the estuary; and
 - D. The methods which could be employed to avoid or minimize adverse impacts.
11. To cooperate with the port, county, state and federal agencies and private sector in developing programs and procedures for disposal and stockpiling of dredge materials.
 12. To utilize the Development Review Procedure set forth in the City's zoning ordinance to evaluate development proposals against various qualitative performance standards.
 13. Recognizing that public access to the estuary is concentrated at the port and limited in other areas, Brookings shall explore other lowland areas for potential public access.
 14. If, upon completion of Brookings coastal shorelands and estuarine planning process, any significant conflicts are identified between previously acknowledged portions of the plan and coastal resource elements, the city will take appropriate steps to resolve those conflicts.

IMPLEMENTATION:

The management units will implement the policies of the Curry County and Brookings comprehensive Plans, the Chetco Estuary Plan and the Oregon Estuary Classification System. Implementing measures are set forth in Section 72, Marine Activities (MA) District, of the city's Land Development Code.

GOAL 17 COASTAL SHORELANDS

GOAL 18 BEACHES AND DUNES

GOAL 17, Coastal Shorelands:

1. To conserve, protect, where appropriate develop and/or restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and
2. To reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.
3. To achieve these objectives, programs shall be developed by local, state and federal agencies having jurisdiction over coastal shorelands.
4. To include consideration of the critical relationships between coastal shorelands and resources of coastal waters, and of the geologic and hydrologic hazards associated with coastal shorelands. Local, state and federal agencies shall within the limit of their authorities maintain the diverse environmental, economic and social values of coastal shorelands and water quality in coastal waters. Within those limits, they shall also minimize man-induced sedimentation in estuaries, near shore ocean water, and coastal lakes.

GOAL 18, Beaches and Dunes:

1. To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas.
2. To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.
3. To provide for diverse and appropriate use of beach and dune areas consistent with their ecological, recreational, aesthetic, water resource and economic values and consistent with the natural limitations of beaches, dunes and dune vegetation for development.

FINDINGS:

Coastal shorelands situated within the City's Urban Growth Boundary fall in two categories:

1. Contiguous to the ocean
2. Contiguous to the estuary

In regard to Category 1, the inventory for Goal 17 describes the bluff line, which distinctly divides shorelands from uplands. All readily developable shorelands have been committed to development within their specified land use categories. All remaining parcels will be addressed in accordance with the policies set forth in this Plan. All large beach areas within the limits of the Plan are easily accessible to the public.

In regard to Category 2, Marine Activity Zone has been established to provide areas at the Port of Brookings and along development shorelands of the Chetco for commercial, industrial and recreation activities that depend or are benefited by a waterfront location and to reserve such areas for those uses and the facilities and accommodations necessary to support the tourist and fishing industries.

Shoreland have been divided into subareas (WD, WR, MC, PR, DMD) to assure that a variety of economic activities, tourist facilities and active and passive recreation can occur along the Chetco, within the carrying capacity of existing shoreland and aquatic areas. The location of the subarea management units is shown on the map on pages 17/18-9 & 9. Implementing standards and regulations pertaining to areas within the city's corporate limits have been made a part of the city's zoning ordinance.

Within the city limits, there are no existing or historical sites of water dependent use except for the old pier at Chetco Cove that no longer exists. At this time all water dependent uses are located primarily at the Port of Brookings Harbor which is located in the UGB but in the county's jurisdiction. Discussion of the various water dependent uses below is for clarification of those uses and to recognize that they exist within the Chetco River Estuary.

Water-Dependent Development Subareas (WD):

Purpose of Classification: These subareas are reserved for priority water-dependent development that can make effective use of a waterside location. This plan designation is implemented by the Land Development Code Classification (MA).

Water Related Development Subareas (WR):

Purpose of Classification: These subareas of the Chetco Estuary are intended to provide space for water-dependent and water-related commercial, industrial, and recreation activity essential to a sound economy in the Brookings area, and which maintains the integrity of the estuary. Space is provided for water-related recreation, commercial, and industrial support facilities and services, and for restaurants and overnight accommodations serving tourists. This plan designation is implemented by the County (C-1) Commercial Zone; (I) Industrial Zone; and, the City (C-4) Commercial Tourist Zone.

Priority Dredge Material Disposal Sites (DMD):

Purpose of Classification: The purpose of DMD subareas is to protect essential DMD sites from incompatible and pre-emptive uses that could limit their ultimate use for deposit of dredge materials and thereby limit the Port of Brookings and the Corps of Engineers from maintaining a navigable channel in the Chetco River. This designation is implemented by the Shoreland Overlay Zone. The DMD sites are shown on the map on pages 16 - 20.

Site Especially Suited to Water-Dependent Development:

A variety of shoreland development sites at the Port of Brookings and along the Chetco River have been found especially suited to water-dependant development through application of the following criteria:

- deep water close to shore with supporting land transport facilities suitable for ship and barge facilities and for industry dependent on water shipment;
- good access to currently maintained or natural channel;
- waterfront subject to scour, which would require little dredging for use as marina or other moorage;
- potential for recreational utilization of coastal water or river fishery;
- availability of sewer and water service or suitability for individual septic systems;
- adequate road access;
- adjacent backup land for related support facilities, parking, or storage.

The following areas within the Chetco Estuary are included in the Inventory of Sites Especially Suited to Water Dependent Development (ESWD).

1. **ESWD Site 1.** The Chetco River rock dike, constructed as protection for the Sport Boat Basin, is now used by anglers seeking riverside access close to parking areas. Top of the dike is above the flood plain.
2. **ESWD Site 2.** The East end of the sport basin is especially suited for the sport boat launch ramp, a valuable part of Port activity.
3. **ESWD Site 3.** This site has been identified as especially suited to industrial docks and water-dependent industrial and commercial development. Approximately two and a half acres East of the boat basin now undeveloped, and owned by the Port of Brookings. This site is immediately adjacent to the deep water of the maintained channel, has sewer and water available, adequate road access and adjacent land for back-up facilities, cold storage facilities, parking and other storage. Also included in this area is the Public Fish Receiving Dock and backup land South of the Barge Basin are especially suited to water-dependent commercial activity serving the fishing industry and are reserved for such activity.
4. **ESWD Site 4.** An area at the South end of the commercial boat basin is in a priority use as the site of the Port's marine travelift. This key water-dependent activity is served by backup lands for water-related facilities and services.
5. **ESWD Site 5.** The U. S. Coast Guard facility is located on a prime three-acre, water dependent site along the maintained entrance channel.
6. **ESWD Site 6.** North and adjacent to the above described shoreland (West riverbank approximately RM 1.1) is an approximately ten acre vacant site now in pasture and wooded hillside. The river has cut a vertical bank; soil is silty loam over river gravel and has been approved for shallow septic tank installation. Adjacent natural river channel maintains itself in this area at approximately three feet (mean low water); channel could be maintained with minimal dredging, dredge material deposited on site. Access to the North Bank Road would be very steep; best access would be via the Ganty parcel to the South. Major development constraint here is the floodplain. Sewer service could be obtained by pumping uphill to the City main. Owner plans sport boat moorage, commercial recreational facility.
7. **ESWD Site 7.** Located north of the above parcels at approximately RM 1.3 on the East bank in Snug Harbor Resort. Fourteen acres of shoreland in one ownership include a small boat harbor with floating dock and boat ramp, recreational vehicle park, several residences,

pastures, and wooded acres. Shoreline is protected with riprap and vegetation; high rock several stories high could afford spectacular views. Sewer service would require uphill pump to City main. Snug Harbor is now shallow, due to silting, but 20-foot scour off mouth slopes to natural channel, which could be maintained at up to six foot depths with minimal dredging. Dredged material is to be deposited on shoreland. Owner plans expansion of existing moorage basin and tourist facilities.

Figure 6 shows the location of these sites within the Chetco Estuary.

Riparian Vegetation:

1. Natural and man-made riparian resources have been identified, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish and habitat and spawning areas; and,
2. "Needed riparian vegetation" has been identified in numerous areas. These occur along the shoreline of both sides of the river where the effects of stream shading are greatest. (See Map 17/18 16).

POLICIES:

1. The City will make every reasonable effort to assist property owners in identifying and implementing erosion control methods on the coastal shorelands, beaches and dunes within its jurisdiction.
2. The City acknowledges existing access to and recreational uses of coastal shorelands and will support their continued use. Existing public ownerships, rights-of-way, and similar public easements in coastal shorelands that provide access to or along coastal waters shall be retained or replaced if sold, exchanged or transferred. Rights-of-way may be vacated to permit redevelopment of Shoreland areas provide the public access across the affected site is retained.
3. The City will manage floodplain areas in coastal shorelands to promote use and development consistent with hazards to life and property. Priority uses for floodplain areas shall include recreation, open space and uses that are water-dependent.
4. The City will base decisions on land use actions occurring in beach and dune areas on the following findings:
 - A. The type of use proposed and the adverse effects it might have on the site and adjacent areas;
 - B. Temporary and permanent stabilization programs and the planned maintenance of new and existing vegetation;
 - C. Methods for protecting the surrounding area from any adverse effects of the development; and

- D. Hazards to life, public and private property and the natural environment which may be caused by the proposed area.
5. The City will make every reasonable effort to maintain the stability of the beach and dune areas situated within its jurisdiction.
 6. It is City policy to protect dredge material disposal sites from new uses that would prevent their ultimate use for dredge material disposal.
 7. It is City policy to require the maintenance and, where appropriate, restoration and enhancement of riparian vegetation consistent with water dependent uses.
 8. Land use management practices and nonstructural solutions to erosion control and flooding is preferred to structural solutions. Where shown to be necessary, water and erosion control structures must be designed to minimize adverse impacts on water currents, erosion and accretion problems.
 9. The City will fulfill the mitigation requirements of Oregon law by protecting identified mitigation sites from preemptory uses.
 10. The City will protect shorelands in urban and urbanizable areas especially suited for:
 - A. water-dependent recreation uses;
 - B. water-dependent commercial uses;
 - C. water-dependant industrial uses.
 11. To protect coastal headlands and outstanding scenic resources and to protect against geologic hazards the City has prohibited non-water dependent related structures within the ocean coastal shoreland boundary.
 12. The city shall prohibit residential development and commercial and industrial buildings on beaches, active foredunes, on other foredunes which are conditionally stable and that are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding. Other development in these areas shall be permitted only if the required findings are met.
 13. The city's implementing actions and permit reviews shall protect the groundwater from drawdown that would lead to the loss of stabilizing vegetation, loss of water quality, or intrusion of salt water into water supplies. Building permits for single-family dwellings are exempt from this requirement if appropriate findings are provide in the comprehensive plan or at the time of subdivision approval. This policy is added as required by state law, however, city policy is to require provision of both city water and sewer mains to be installed in all subdivisions and partitions.
 14. The City shall require development proposed at Chetco Point to include easements, right of way or other access dedications and rights acceptable to the City, which ensure physical

access to the beach by the public. The City may require areas for public viewing of the shoreline and ocean, and/or condition site planning during Site Plan Review to ensure ocean view corridors.

15. Beachfront protective measures are prohibited for properties, which were not developed on January 1, 1977. For this policy "developed" means houses, commercial and industrial buildings and vacant subdivision lots which are physically improved through construction of streets and provision of utilities to the lot. The low seawall planned in the Port of Brookings harbor is not considered by the City to be a beachfront protective measure. The City of Brookings will coordinate with Curry County as part of the Curry County Periodic Review to prepare an official map of beach and dune development existing on January 1, 1977.
16. **Coastal Beach Access Planning Goals:** The following goals were developed to guide future beach access decisions on the Oregon coast. The Ocean Beach Access Plan addresses two types of upland access to the beach: physical and visual. Recreational activities requiring beach use such as windsurfing, diving, hang-gliding and horseback riding are not the subject of this Plan. In addition, off road vehicle (ORV) access to the beach is not allowed on South Coast beaches.

A. Planning Goals

- 1) State, federal and local governments should cooperatively plan for access to Oregon's ocean shoreline through the mutual adoption and implementation of the Oregon Ocean Beach Access Plan.
- 2) Consider the ocean shoreline as a valuable limited natural resource and carefully plan for needed public access and public use of the resource, recognizing the environmental constraints and carrying capacity of the shoreline areas and impacts on living resources.
- 3) Protect and enhance the environmental and cultural qualities of the ocean shoreline as beach access opportunities are expanded, including protecting sensitive areas from adverse development impacts and evaluating the cumulative impacts of the future pattern of development.
- 4) Protect existing access opportunities for future public use of the ocean shoreline, including preservation of dedicated road ends and easements.

B. Need Goals

- 1) Provide adequate opportunities for public access to the ocean shoreline to meet the recreational needs of coastal residents and visitors.
- 2) Recognize that the ocean shoreline is an attraction for in-state and out-of-state visitor and provide opportunities to meet visitor demand consistent with the overall Ocean Beach Access Plan.

C. Diversity Goals

- 1) Provide a diversified range of public access opportunities including highly developed beach access park facilities as well as primitive beach access trails.
- 2) Assure diversity of access within each region of the coast (North, Central and South).
- 3) Provide the potential for different types of recreational experiences including urban, rural and primitive.
- 4) Assure access to a variety of coastal features including sandy beaches, rocky headlands, sea cliffs, and tidepools.
- 5) Assure that access facilities are provided at a variety of improvement levels.

D. Quality Goals

- 1) Maintain and Enhance the Quality of the Coastal Experience
 - o Limit the size and scale of ocean shoreline access facilities in order to protect the natural features of the Oregon coast.
 - o Provide opportunities for public access to reduce crowding and over use of any individual access point.
 - o Generally, satisfy the future demand through numerous small facilities designed for the carrying capacity of the beach and the upland area. Smaller facilities are appropriate in rural areas. Large facilities are appropriate in areas where there are concentrations of supporting facilities and services for visitors, outstanding recreational attractions which are suitable for more intense use, and for jetties.
 - o Ensure that all existing and future facilities are well maintained.
 - o Provide adequate signage to direct visitors to all access sites and to clearly identify the boundaries of state parks.
- 2) **Assure that new access is well matched to development conditions.**
 - o Reduce conflicts between visitor and residential uses, encourage the location of new visitor oriented urban access facilities outside of development residential neighborhoods.
 - o Protect adjacent residential and agricultural areas by providing buffering (e.g. fencing, landscaping) along the upland property boundaries of new access sites.
 - o When located in commercial areas, encourage access designs that complement beach oriented commercial development such as restaurants, shops and motels.
 - o Provide smaller neighborhood oriented access facilities to roadends parks within existing residential neighborhoods. Consider requiring major new oceanfront development to provide direct physical public access to ocean beaches.

E. Special Access Goals

1) Emergency Vehicle Access

Encourage the provision of emergency vehicle access to public beaches where feasible and necessary, and where emergency vehicle access is not currently available. Access should be designed and constructed in a manner compatible with natural resources.

2) Handicapped Areas

- a. Encourage the provision of access facilities for the handicapped within each local jurisdiction.
- b. Provide handicapped access facilities at major state parks along the entire coast.
- c. When physically appropriate, provide handicapped access facilities at all new access sites.
- d. Provide handicapped access to the water whenever feasible.

F. Decision Making

- 1) Use the Ocean Beach Access Plan as the basis for funding decisions related to the provision of beach access.
- 2) Provide additional access points to meet local needs or to meet special expressed demands not addressed within the scope of the access plan.

IMPLEMENTATION:

1. Any land use activities occurring within the purview of Goals 17 and 18 will be conducted in accordance with policies and implementation procedures outlined in Goal 2 of this Plan.
2. Section 100, Hazardous Building Site Protection/Hillside Development Standards, of the Land Development Code, will be utilized to ensure abatement of hazards related to Goals 17 and 18.
3. The management units will implement the policies of the Curry County and Brookings Comprehensive Plans. Implementing measures are set forth in the City's Land Development Code.