

Rockaway Beach Source Water Protection Plan

Final Draft

May 14, 2025

Suzanne de Szoeki, GSI

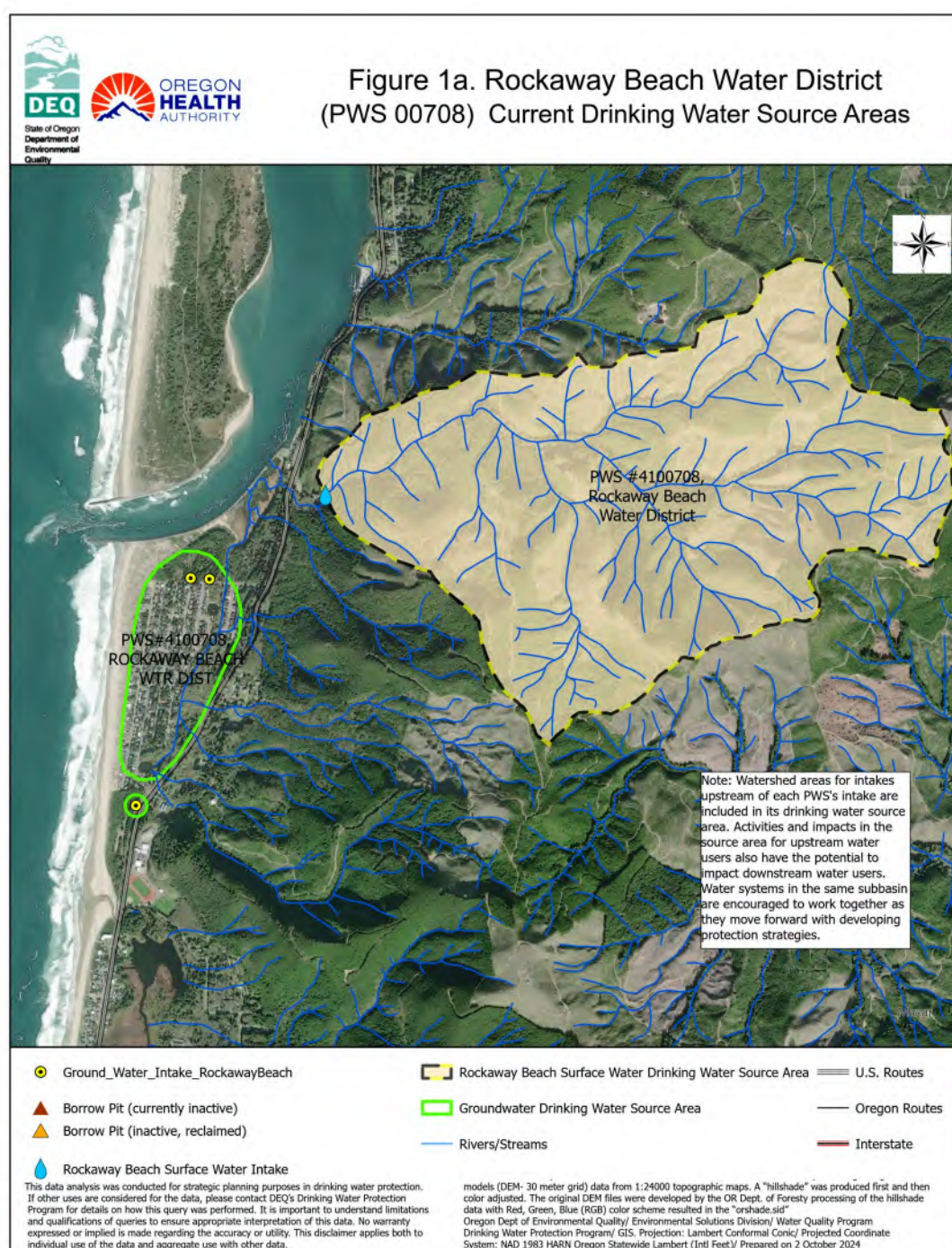


Agenda & Purpose

- Source Water Protection Plan (SWPP)
Agenda
 - Overview
 - Components
 - Question & answer
- Goal: To reduce risks to the City of Rockaway Beach's primary drinking water source, Jetty Creek.

Rockaway Beach's Primary Water Source: Jetty Creek

Back-up source: groundwater



SWPP Overview

- Background
 - DEQ Source Water Assessment (2016)
 - Community interest in source water protection
 - City discussing land acquisition with Jetty Creek watershed landowners
 - City interested in a SWPP as part of its land acquisition planning process
 - SWPP supports the City's efforts to achieve its land acquisition goal and support source water protection goals
 - OHA Drinking Water Source Protection Fund Grant (Awarded 2023)

SWPP Overview

- Developed SWPP from 2024-2025 with:
 - Sourcewater Protection Plan Development Advisory Committee (SPPDAC)
 - Established by City Council to provide reviews and community input
 - Source Water Protection Plan Team (Team)
 - Local stakeholders and technical experts, including landowners
 - Public Input
 - Town Halls September 2024 and March 2025

SWPP Components

Risks

- Identify and prioritize potential sources of contamination and risks to drinking water sources

Strategies

- Plan for reducing, eliminating, or mitigating risks

Implementation

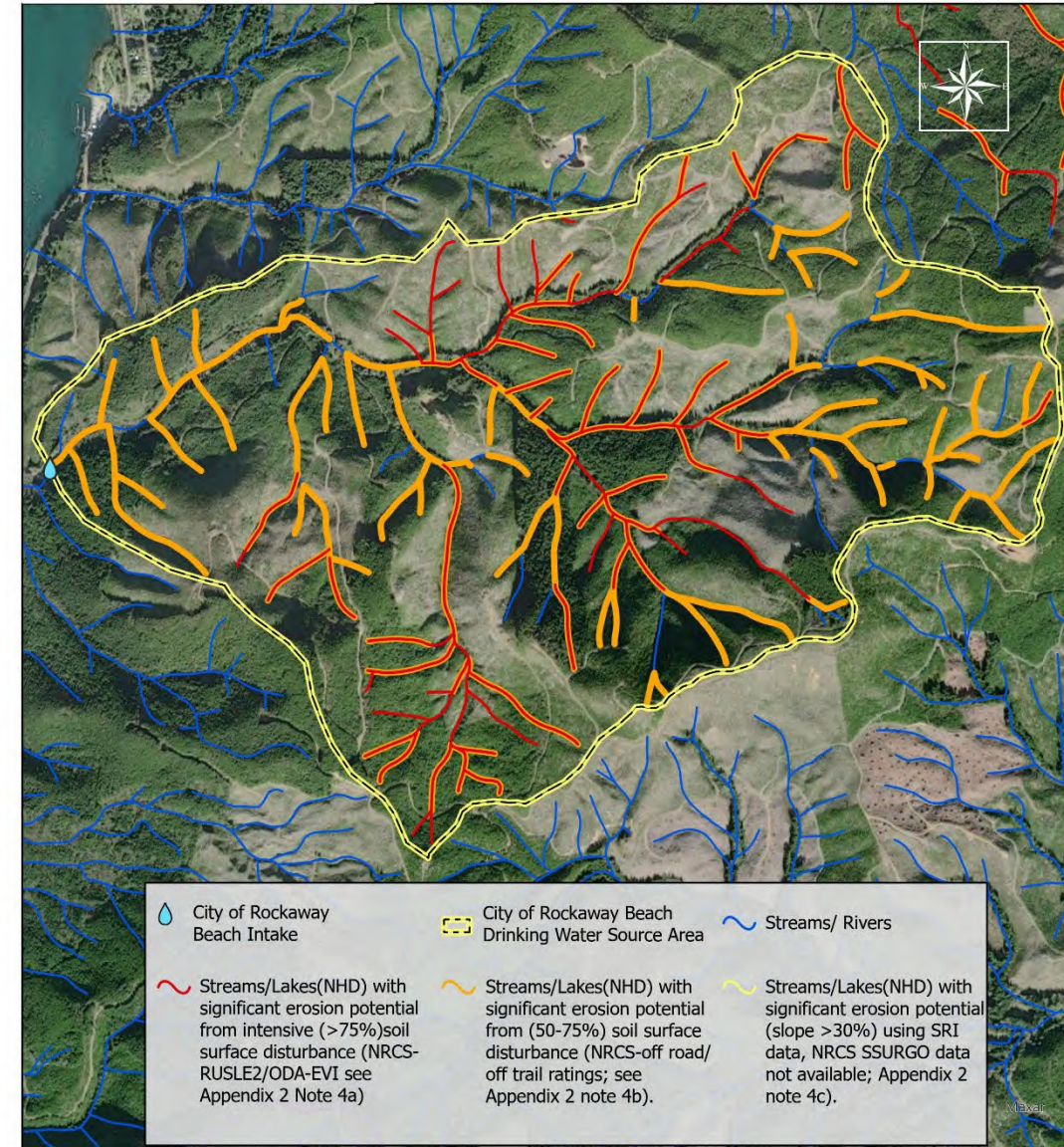
- Plan for implementing strategies

Contingency and Future Planning

- Describe plans regarding potential loss or reduction of water supply
- Consider potential future water sources

Risk Assessment Process

- Source Water Assessment
- SPPDAC, Team, and community knowledge
- Categorized by land use/activity/source



Risk Prioritization

- Scale 1 (low) to high (5): likelihood and consequence
- Used to guide allocation of resources to address risks
 - Select strategies to address highest risks to drinking water first

Likelihood	Impact				
	Insignificant (1)	Minor (2)	Moderate (3)	Severe (4)	Catastrophic (5)
Rare/very unlikely (1)	Low	Low	Low	Low	Medium
Unlikely (2)	Low	Low	Medium	Medium	Medium
Possible (3)	Low	Medium	Medium	Medium	High
Likely (4)	Low	Medium	Medium	High	High
Almost certain (5)	Medium	Medium	High	High	High

Risks and Rankings

Natural Hazards

- Drought and low flows (5,5)
- Climate change (5,5)
- Highly erodible soils (4,4)
- Landslides (4,3)
- Earthquake (3,5)
- Tsunami (3,5)
- Severe storms (4,3)
- Wildfire (2,3)
- Volcanic Ashfall (1,3)

Forestry

- Clearcut harvest (5,3-4)
- Pesticides/herbicides (5,4)
- Riparian impacts (3,3)
- Access roads (2,2)
- Borrow pits (1,1)

Municipal

- Vandalism (2,4)

Likelihood and consequence (1=low, 5=high)

Risks and Rankings

Land Use

- Unauthorized camping (3,2)
- Recreation (3,2)

Demands on Water Supply (outside of watershed)

- Development (4,4)
- Tourism (4,4)

Likelihood and consequence (1=low, 5=high)

Strategies to Address Risks



Critical Area Protection



Data Collection and Monitoring Programs



Watershed Restoration



Sediment and Erosion Control



Water Supply and Emergency Planning



Communications and Public Engagement



Water Conservation

Strategies



- **Critical Area Protection**

- Land acquisition and/or conservation easements
 - Enables management for drinking water quality/quantity goals vs. other land-use goals

- **Data Collection and Monitoring Programs**

- Track watershed conditions over time
 - Gather existing historical watershed data
- Water quantity
 - Continue routine testing
- Water quality testing
 - Continue routine turbidity measurements



Strategies

- **Watershed Restoration**

- Enhance water retention in watershed
 - Natural or built storage
 - Beaver habitat
- Enhance water quality
 - Riparian buffer
 - Large woody debris
 - Invasive plant removal



- **Sediment and Erosion Control**

- Address high turbidity in Jetty Creek
 - Target areas: steep slopes, highly erodible soils, high landslide potential
- Road and culvert maintenance
- Riparian planting
- Work with landowners



Strategies

Water Supply and Emergency Planning

- Source water protection in emergency plans
- Update Water Master Plan (WMP) and Water Management and Conservation Plan (WMCP)
- Disaster preparedness
- Climate change preparedness
- Projected demands from tourism and development
- Infrastructure needs

Communications and Public Engagement

- Communication with landowners and partners
 - Management practices & plans
 - Information & data exchange
 - Jetty Creek Working Group
- Public engagement forums

Strategies: Water Conservation Measures



Conservation outreach

Social media

Events

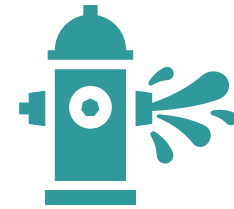
Tourists and rental managers



Ordinances

Water-efficient fixture standards

Water use limits for new builds



Infrastructure

Leak detection and repairs

Maintenance and upgrades

Implementation Plan

- Specific activities to implement strategies
- Three phases
 1. Data collection, establishing partnerships, high-priority risks
 2. Strengthening partnerships and securing funding
 3. Substantial planning or funding needed, low-priority risks



Phase 1

Critical Area Protection

- Plan for acquisitions or easements
- Develop a broad Forest Stewardship Plan
- Communicate with landowners and partners about management strategies

Data Collection and Monitoring

- Inventory existing data and monitoring efforts to prioritize data needs
- Detailed risk analyses of critical areas if needed
- Partner with organizations for technical assistance

Watershed Restoration

- Identify high-priority areas
- Coordinate with landowners and organizations
- Explore partnerships

Phase 1

Sediment and Erosion Control

- Identify high-priority areas and pursue projects
- Conduct erosion/landslide studies as needed
- Research technical assistance programs
- Communicate with landowners

Water Supply and Emergency Planning

- Update supply plans and incorporate source water protection in emergency plans
- Assess future water needs and explore alternative sources
- Identify partnerships

Phase 1

Communications and Public Engagement

- Maintain communications with landowners and partners
- Annually enroll in Forest Activity Electronic Reporting and Notification System (FERNS)
- Communicate source water protection efforts to the public

Water Conservation Measures

- Continue water loss reduction initiatives and water conservation messaging to the public
- Explore funding for additional conservation measures
- Identify partnerships and support resources

Contingency Plan

-Actions if water supply is reduced or unavailable

-Coordinated with Emergency Operations Plan and Water Management and Conservation Plan

Elements

- Threats to water supply
- Prioritization of water usage
- Response to potential incidents
- Key personnel (roles and responsibilities)
- Replacement of water supply (short and long-term)
 - Water curtailment, adjust use of sources, infrastructure
- Conservation measures (Curtailment Plan, 4 stages)
- Plan testing, review, and update
- Personnel training
- Public education
- Logistical and financial resources

Future Water Sources

- No immediate plans for expansion of water system
- WMP and WMCP updates
 - Evaluating future water demands and assess existing supply
- Potential additional future sources (from 2020 WMCP):
 - Water rights held in reserve
 - Potential interconnection with Manzanita/Wheeler or Garibaldi systems

An aerial photograph of a forested landscape with a blue overlay box in the upper left. The forest is dense and green, with some lighter patches indicating different types of vegetation or possibly a fire scar. The blue box contains white text. The background image is split vertically, with the left side showing the forest and the right side showing a darker, more uniform blue-green area.

Next Steps:

- Seek City Council Approval of Final Draft SWPP
- Submit Final Draft SWPP to OHA and DEQ for approval in mid-May 2025

Questions?

Thank you!

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Flood Hazard Overlay Zone



PROPOSED UPDATES TO
THE ROCKAWAY BEACH
ZONING ORDINANCE

SECTION 3.092
FHO ZONE

FEMA & THE NFIP

THE NATIONAL FLOOD INSURANCE PROGRAM (NFIP) IS A PROGRAM CREATED BY CONGRESS IN 1968 THROUGH THE NATIONAL FLOOD INSURANCE ACT. THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA) MANAGES AND ADMINISTERS THE NFIP.

FLOOD INSURANCE IS REQUIRED FOR ALL FEDERALLY-BACKED MORTGAGES AND LOANS IN FEDERALLY-DESIGNATED FLOOD ZONES. THE NFIP OFFERS FLOOD INSURANCE TO HOMEOWNERS, RENTERS, AND BUSINESS OWNERS IF THEIR LOCAL GOVERNMENT PARTICIPATES IN THE PROGRAM.

THE NFIP PROVIDES FLOOD INSURANCE FOR STRUCTURES AND CONTENTS IN COMMUNITIES THAT ADOPT AND ENFORCE AN ORDINANCE OUTLINING MINIMAL FLOODPLAIN MANAGEMENT STANDARDS. CONGRESS LIMITS THE AVAILABILITY OF NATIONAL FLOOD INSURANCE ONLY TO COMMUNITIES THAT ADOPT AND ENFORCE THESE MINIMUM STANDARDS.



BIOLOGIC OPINION



IN 2009, FEMA WAS SUED OVER ITS IMPLEMENTATION OF THE NFIP IN OREGON. PETITIONERS CLAIMED THAT FEMA, THROUGH THE MODEL FLOOD CODE, WAS CAUSING A TAKE OF ENDANGERED SALMON AND STEELHEAD. AS A RESULT OF THE LAWSUIT, FEMA AGREED TO HAVE THE NATIONAL MARINE FISHERIES SERVICE (NMFS) ASSESS THE PROGRAM IN OREGON TO DETERMINE ITS POTENTIAL IMPACTS ON ENDANGERED SPECIES ACT (ESA)-LISTED SPECIES.

IN APRIL 2016, NMFS RELEASED A BIOLOGICAL OPINION (BIOP) THAT DETERMINED THAT THE NFIP JEOPARDIZES PROTECTED SALMON AND STEELHEAD IN OREGON BECAUSE IT RESULTS IN FLOODPLAIN DEVELOPMENT AND, THEREFORE, A REDUCTION IN HABITAT FOR THESE PROTECTED SPECIES. THE BIOP DIRECTED FEMA TO UPDATE NFIP REQUIREMENTS AND ASSOCIATED PROGRAMS TO AVOID IMPACTS TO PROTECTED SPECIES.

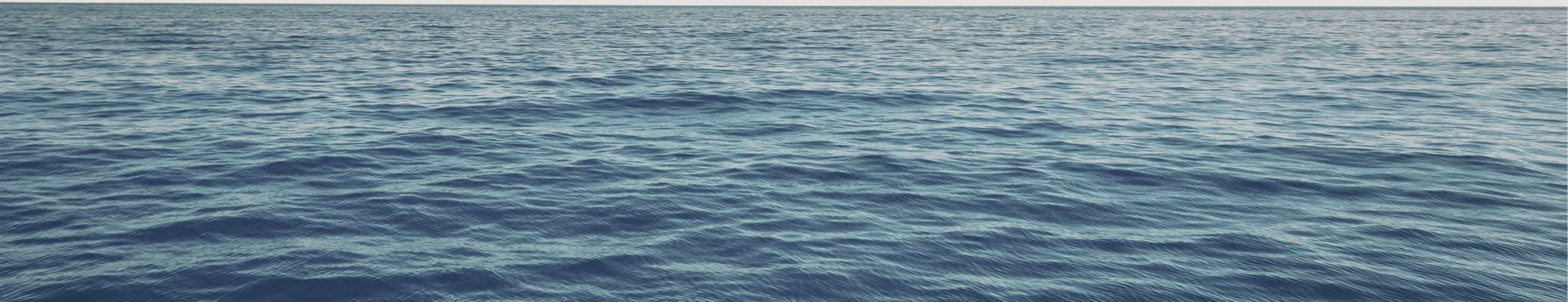
PICM

LAST SUMMER, FEMA NOTIFIED COMMUNITIES IN OREGON THAT 1 OF 3 INTERIM MEASURES (PRE-IMPLEMENTATION COMPLIANCE MEASURES OR PICM) WOULD NEED TO BE ADOPTED IN RESPONSE TO THE BIOP.

THESE 3 PICM OPTIONS ARE:

- 1.ADOPT THE MODEL ORDINANCE;
- 2.EVALUATE FLOODPLAIN DEVELOPMENT PERMITS ON A PERMIT-BY-PERMIT BASIS; OR
- 3.PROHIBIT ALL DEVELOPMENT IN THE SPECIAL FLOOD HAZARD AREA (SFHA).

THESE INTERIM MEASURES ARE TO BE IN PLACE UNTIL THE FINAL COMPLIANCE MEASURES ARE ADOPTED BY FEMA IN APPROXIMATELY 2027. FEMA HAS INSTRUCTED COMMUNITIES TO CODIFY ONE OF THESE OPTIONS INTO THEIR CODE BY JULY 1, 2025.



LITIGATION

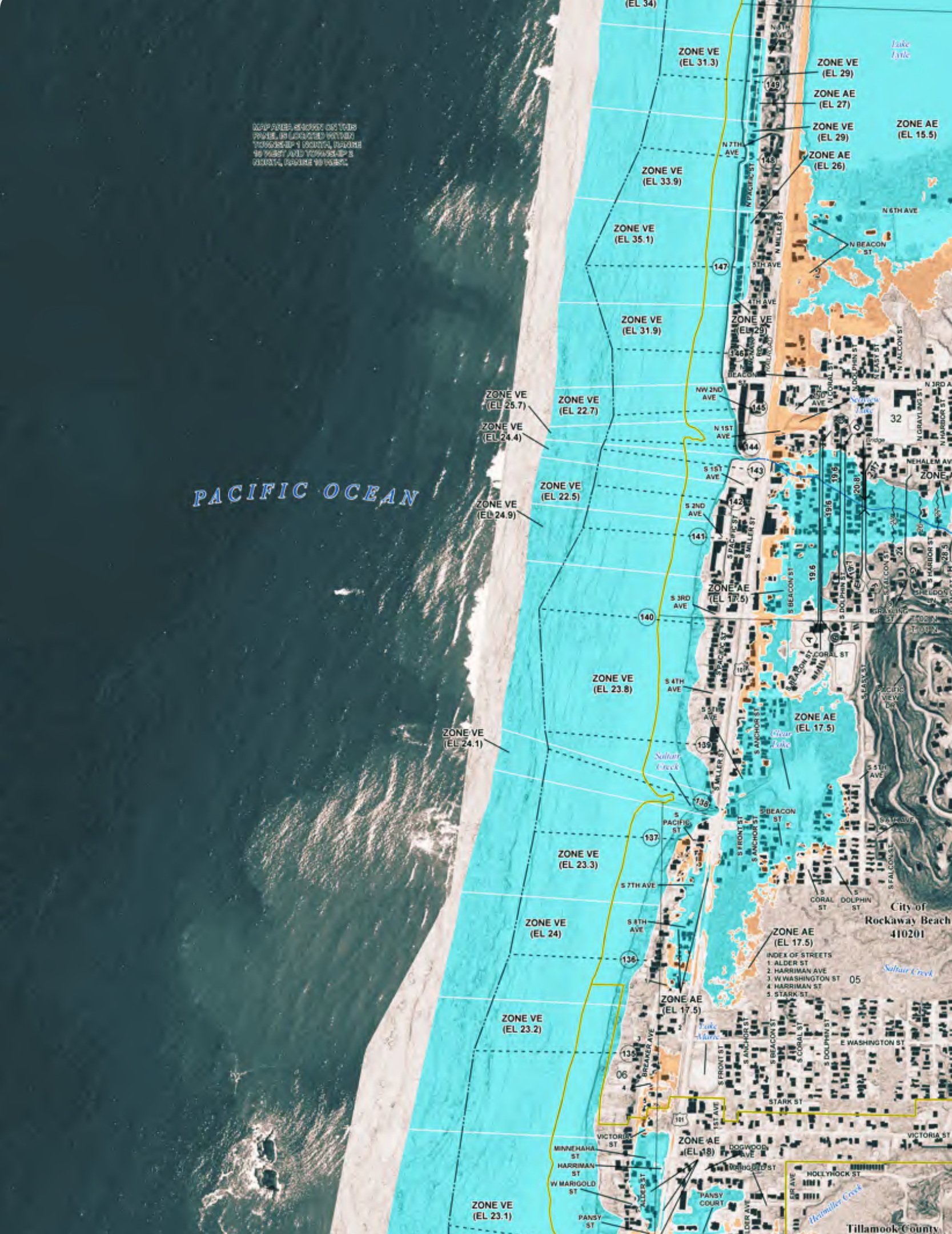


OREGONIANS FOR FLOODPLAIN PROTECTION (OFP) V. FEDERAL EMERGENCY MANAGEMENT AGENCY, ET AL.

IN EARLY 2025, OFP SUED FEMA REGARDING THE IMPLEMENTATION OF PICM. ONE OF THE “REASONABLE AND PRUDENT ALTERNATIVES” (TO AVOID JEOPARDY TO SPECIES OR HARM TO CRITICAL HABITAT) IDENTIFIED IN THE BIOP, DIRECTS FEMA TO REQUIRE NFIP COMMUNITIES TO IMPLEMENT A NEW “NO NET LOSS” STANDARD.

OFP ARGUES THAT (1) FEMA HAS IMPOSED PICMS WITHOUT COMPLYING WITH ITS RULEMAKING REQUIREMENTS UNDER THE ADMINISTRATIVE PROCEDURES ACT (APA); (2) FEMA FAILED TO CONDUCT ITS REQUIRED NATIONAL ENVIRONMENTAL POLICY ACT (NEPA) REVIEW IN ADOPTING THIS LEGISLATIVE RULE; AND (3) FEMA LACKS STATUTORY AUTHORITY TO IMPOSE PICM UNDER THE NATIONAL FLOOD INSURANCE ACT (NFIA).

OFP IS REQUESTING PRELIMINARY INJUNCTIVE RELIEF TO HALT IMPLEMENTATION OF PICM. THE HEARING IS SET FOR MAY 29TH, AND A DECISION SHOULD BE ISSUED WITHIN THE FOLLOWING WEEKS.



ROCKAWAY BEACH'S FHO

PARTICIPATION IN THE NFIP REQUIRES THAT COMMUNITIES IMPLEMENT FEMA'S MINIMUM REQUIREMENTS. CURRENT REQUIREMENTS INCLUDE BUILDING AND SITE DEVELOPMENT STANDARDS AND COMPLIANCE WITH APPLICABLE FEDERAL LAWS, INCLUDING THE ESA.

IMPLEMENTATION OF FEMA'S DEVELOPMENT REGULATIONS WILL HELP ENSURE CITIZENS OF ROCKAWAY BEACH HAVE ONGOING ACCESS TO THE FEDERALLY-BACKED FLOOD INSURANCE THEY RELY ON TO MEET THEIR MORTGAGE REQUIREMENTS AND FINANCIAL ASSISTANCE FOR FLOOD RECOVERY. **IN THE CITY OF ROCKAWAY BEACH THERE ARE 253 ACTIVE NFIP POLICIES, REPRESENTING \$69,494,000 IN COVERAGE FOR OUR COMMUNITY.**

AT THE NOVEMBER 13, 2024 MEETING, THE ROCKAWAY BEACH CITY COUNCIL DIRECTED STAFF TO INFORM FEMA OF ITS INTENT TO MOVE FORWARD WITH THE ADOPTION OF THE 2024 FEMA MODEL ORDINANCE.

FHO CHANGES

THE CITY LAST UPDATED ITS FLOOD HAZARD OVERLAY ZONE IN 2018. A NEW MODEL CODE WAS ISSUED BY FEMA IN 2020. **THE PROPOSED DRAFTS INCLUDE THE 2020 UPDATES, IN ADDITION TO THE 2024 “NO NET LOSS” REQUIREMENTS.**

2020 MODEL CODE UPDATES

- METHODS FOR REDUCING FLOOD LOSSES
- COORDINATION WITH OREGON SPECIALITY CODES
- PENALTIES FOR NONCOMPLIANCE
- DESIGNATION OF FLOODPLAIN ADMINISTRATOR
- SUBSTANTIAL IMPROVEMENT & SUBSTANTIAL DAMAGE DETERMINATIONS
- ELECTRICAL, MECHANICAL, PLUMBING & OTHER EQUIPMENT
- TANKS
- STRUCTURES LOCATED IN MULTIPLE OR PARTIAL FLOOD ZONES
- FLOOD OPENINGS
- GARAGES
- APPURTENANT (ACCESSORY) STRUCTURES
- PERMIT REVIEW
- APPLICATION FOR DEVELOPMENT PERMIT
- VARIANCE PROCEDURE

2024 “PICM” MODEL CODE UPDATES

- NO NET LOSS STANDARDS
- RIPARIAN BUFFER ZONE

PC HEARING

A PUBLIC HEARING IS SCHEDULED BEFORE THE PLANNING COMMISSION TOMORROW, TO CONSIDER THE DRAFTED MODEL ORDINANCE AND NECESSARY COMP PLAN UPDATES. STAFF WILL RECOMMEND APPROVAL OF THESE DRAFTS ***IF*** AN INJUNCTION IS NOT ISSUED IN OREGONIANS FOR FLOODPLAIN PROTECTION (OFP) V. FEMA.

THE SECOND HEARING BEFORE THE CITY COUNCIL WILL ONLY BE HELD IF AN INJUNCTION IS NOT ISSUED.



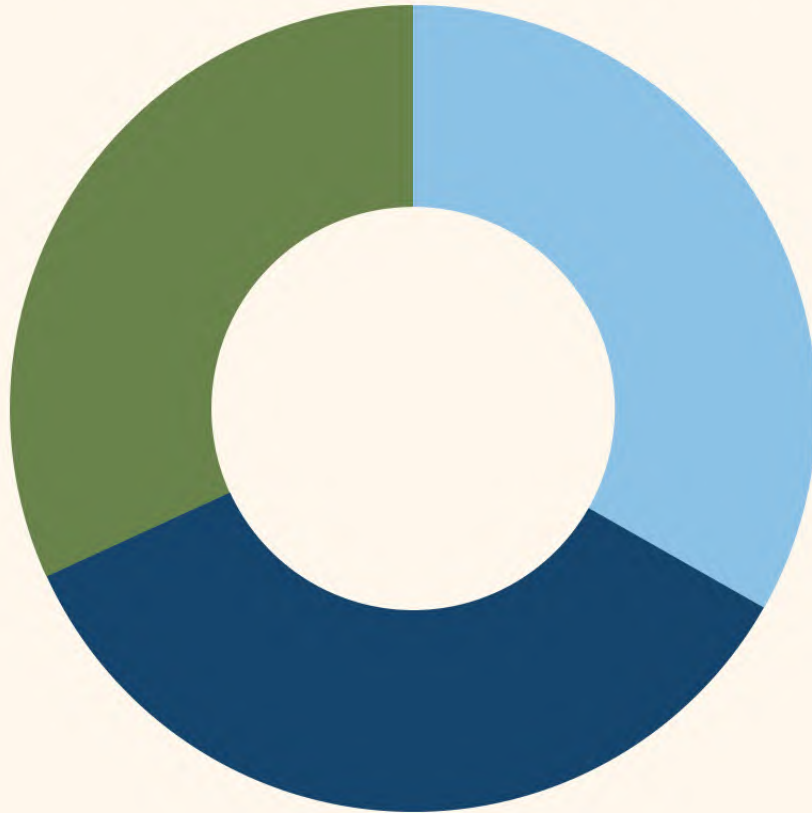
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Rockaway Beach City Council Workshop



Large Community Grants

- Fulcrum Community Resources and Rockaway Beach
- Meals for Seniors
- Neah-Kah-Nie Coast Art, Music and Cultural Founda



FUNDING OPTION 1

FUNDS DISBURSED BY RANKING,
UNTIL FUNDS RUN OUT

Meals for Seniors **500/500**
\$20,000

Fulcrum Community Resources & Rockaway
Beach Business Association **466/500**
\$19,000

Neah-Kah-Nie Coast Art, Music and Cultural
Foundation **435/500**
\$18,206.42

Rockaway Beach Lions Club **362/500**
\$0

ROCKAWAY BEACH LIONS CLUB

PROJECT: CONSTRUCT WHEELCHAIR RAMP, MAKE RESTROOM ADA ACCESSIBLE, & IMPROVE BUILDING TO MEET MINIMUM STANDARDS FOR FLOOD ZONE

FUNDING REQUEST: \$20,000

INITIAL PC RANKING: 362/500

COMMENTS: I'm sure they are a good organization, but I could not find out much about what they do other than fundraise. No very comprehensive.

Since the application is seeking funds for a ramp, bathroom remodel, and FEMA improvements, and the application provided no detail or justification for grant funding of the FEMA improvements, I do not believe any of the FEMA improvement funds should be granted. The ratings below are limited only to the request for the ramp and bathroom remodel funding.

I think the added accessibility features are a great idea. But the overall quality of the grant application is very poor, which gives me concerns about the organization's ability to execute the work successfully. Will ramp material costs rise substantially with tariffs? Also, I see no explanation of the \$14,500 request for emergency supplies?



Marketing Grant Rankings

Rank	Applicant	Average Score
1	Neah-Kah-Nie Coast Arts Music & Cultural Foundation	2
2	Green Coast Market	2.8
2	Jiu Jitsu 101 Oregon Coast	2.8
4	Sand Dollar Restaurant & Lounge	3.8
5	Rockaway Beach Chamber of Commerce	4.2