

*Protecting the Oregon Coast*

March 19, 2014

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Sent Via Email: [joelle.gore@noaa.gov](mailto:joelle.gore@noaa.gov)

Re: EPA/NOAA Proposed Disapproval of Oregon's Coastal Nonpoint Pollution Control Program under CZARA

Dear Ms. Gore,

 is an Oregon nonprofit corporation that works to protect and restore coastal natural resources, and help coastal residents maintain livable communities, on the entire Oregon coast from Astoria to Brookings.

We write this letter to support EPA and NOAA in their proposed disapproval of Oregon's Coastal Nonpoint Pollution Control Program (CNPCP). Oregon does not have an approvable program that meets agency requirements for a coastal nonpoint pollution program. The State has gotten by for years with an ineffective piecemeal approach, including promises to tighten TMDL's, increase the size of riparian buffers under Department of Forestry rules for logging on private lands, decommission and/or restore so-called legacy roads in forestlands, and craft a voluntary approach to onsite septic leakage. All of these things are necessary, but none are remotely sufficient to solve the problems facing coastal communities.  will concentrate specifically on the "public and private drinking water" designated use, because of its obvious importance to coastal communities.

## Oregon's Failure to Create a Nonpoint Pollution Program for the Coastal Region

Oregon has so far refused to create, use, enforce and maintain a nonpoint *program* that protects the designated uses. Currently, EPA/NOAA provide no management measures to protect drinking water from the effects of logging – yet this is the central issue facing coastal communities. “Paper planning” and ineffective piecemeal approaches have been a complete failure. It is not a question of enforcement of existing adequate regulations – it is a case of abdication in the face of the timber industry’s power from creating and enforcing an entire program.

█ agrees with EPA/NOAA that Oregon needs to adopt additional management measures to control polluted runoff from logging. Otherwise, state water quality standards are not being met. This has been a problem since 1998, when Federal agencies first informed Oregon of fundamental gaps in its coastal nonpoint efforts. Since then, Oregon’s Dept. of Environmental Quality has failed to follow through on commitments made in 2010 to grapple with these deficiencies, preferring instead to rely on Oregon’s comprehensive land use program to take care of problems. This has been a failure as well. The land use program does not regulate forest management practices.

## Coastal Communities and the Drinking Water Supply

Nearly all coastal communities’ drinking water supplies are located in privately owned forested watersheds, frequently in the hands of commercial timber companies. Some communities, like Rockaway Beach, have suffered repeated logging by these companies in the sensitive area (about 1,400 acres in this instance) of their watershed.

Other communities draw their water from the lower portions of large rivers, and thus are dependent on good timber management of the extensive upper watersheds that ensures good water quality in the lower river. Brookings’ water intake is located in the lower Chetco River in the South Coast Basin, for example; Gold Beach draws its water from the lower Rogue. Both of these are large rivers with many headwaters owned by private and public entities that undertake frequent clearcutting, burning and spraying operations. Both rivers have suffered greatly in their water quality for drinking water purposes due to large-scale timber operations that are required to follow only Oregon’s absurdly minimal 20-ft. riparian buffer requirements for fish-bearing streams.

Exposure of the drinking water supply to pesticide and herbicide residue is a related, common and serious health risk for residents in small towns and rural communities on the coast. There is no regular testing protocol for these herbicides, and the Department of Forestry’s notification of spray requirements are extremely vague. If a community or water district wishes to find out the extent of herbicide contamination, they must hire consultants to craft an herbicide monitoring plan that will catch drift – and then monitor essentially all the time, since no one knows in advance when spraying will occur. Even if herbicide contamination is found there is, essentially, no remedy; and monitoring must take place *after* spraying has occurred – i.e., after the damage has been done.

Oregon's Water Quality Pesticide Management Plan is also largely useless because there is so little pesticide data in the state, including very few targeted studies of pesticide effects on human health, drinking water supplies and salmon (who also need clean pesticide-free water).

### Non-Fish Bearing Streams

A major problem for coastal watersheds is that riparian protection for non-fish bearing streams is essentially zero. However, the majority of streams important for water quality in coastal watersheds are these smaller "feeder" streams, usually non-fish bearing. But if water quality is destroyed in these smaller streams, as it usually is in clearcutting, the lower streams (where water intakes are often located) suffer immeasurably.

In order to protect fish-bearing streams, it should be elemental science that protection of the smaller, headwater non-fish bearing streams must be a top priority. ██████ urges EPA and NOAA to require Oregon to adopt additional management measures to control pollution from these smaller and medium streams.

For example, the City of Yachats is currently suffering through having its drinking water source watershed being clearcut right now. Following all Department of Forestry regulations, the forested landscape is being reduced to a moonscape; sediment is pouring into the creeks; the 20-foot riparian buffer where required is completely ineffective, and subject to blowdown in even a moderate coastal storm. Efforts by the City and concerned citizens to purchase the forestland of the watershed prior to clearcutting were unsuccessful.

Since State law requires replanting of forestland, the aftermath of clearcutting will certainly be broadcast burning of slash and repeated applications of herbicide, both aerially and manually, in the watershed. Notice of herbicide applications to the Department of Forestry will be extremely vague, as allowed under DOF notification rules. If testing were available, waters would probably test positive for glyphosate and other pesticides. This is exactly the scenario that an approvable, enforceable *and enforced* Oregon program should prevent, as a public health issue. This is why additional management measures are needed.

██████ is working with several communities along the coast trying to find one or another solution to this problem of protecting the drinking water supply. It is an uphill battle.

### Onsite Septic Problems

Approximately 40% of residents in the coastal region live outside of Urban Growth Boundaries, which means that the majority of those residents are on septic systems. There are a few rural sanitary districts that provide sewer to unincorporated

communities, but most rural coastal communities and individuals are on septic. In general along the coast soils are porous, frequently comprised mainly of sand. Septic effluent easily reaches groundwater and seeps into surface water as well. Rainstorms are frequent, adding to the likelihood that septic effluent will travel through water in saturated soils.

██████ has worked extensively with residents of Dunes City on the central coast near Florence, as they seek to better the water quality of Woahink Lake and adjacent Siltcoos Lake, the principal water supply sources. Since Lane County, which manages the State of Oregon's onsite septic program in the County, has provided little enforcement, Dunes City in 2010 passed a mandatory septic ordinance that required initial pumping and regular inspections. Dunes City also implemented a temporary moratorium on development in 2006 while they sought solutions to the problems of septic effluent, residential fertilizers and other contributors to water quality problems. The moratorium ordinance and the Findings are attached. The Dunes City septic ordinance, which greatly improves Woahink Lake water quality when properly enforced, is also attached.

Garrison Lake, just outside of Port Orford on the south coast, is another coastal lake threatened by many ageing septic systems. Curry County has not so far passed any ordinance like that in Dunes City to require some onsite septic upgrade and inspection; the Lake merely continues to be impacted by onsite wastewater.

The Clatsop Plains in central Clatsop County is an area long known for rural septic leakage problems. Potential solutions have ranged from transferring DEQ's onsite wastewater program to the County (with all the fraught budgetary issues involved) to creation of local sanitary districts that could build community wastewater treatment systems. These are good ideas, but they are longterm, expensive, likely to be politically controversial, and take many years to complete even if successful.

Upgrades of existing septic systems is the swiftest solution, at least in the near term while longterm studies are being completed, but that requires Oregon to have effective, enforceable, nonpoint plan under CZARA, as well as some kind of loan/grant financing for homeowners. This solution, since it does not require exceptions to strict land use laws concerning infrastructure placement, is the most likely to succeed and provide the greatest benefits.

Oregon thus far has decided to meet the management of onsite systems through voluntary approaches and education. This will not work. Such an approach was tried in Dunes City, as some local politicians dislike the mandatory septic ordinance. Many residents simply ignore educational opportunities. The new Oregon state law on disclosure at the time of property transfer is helpful; but again, it has no enforcement mechanism, nor even a tracking system. Oregon explicitly refused to institute a tracking system in its 2013 submittal on the voluntary inspection law to the Federal agencies. Oregon has not committed to using any back-up enforcement authority.

The Department of Environmental Quality has neither staff nor resources to inspect septic systems on the coast with any regularity. When counties take over DEQ's onsite wastewater program under interagency agreements, there is usually even less staff and money available. It is politically difficult to pass and enforce local ordinances that are stricter than the state or county requirements – even though the drinking water supply needs the protection desperately.

The only way out of this downward spiral is for CZARA to require Oregon, as part of an enforceable nonpoint program, to create, maintain and enforce an onsite septic program that requires at least: (a) mandatory inspection every few [three to five] years; (2) mandatory pumping initially and subsequently after inspection whenever needed; (3) a step-by-step program through which Oregon will help homeowners with grants and low cost loans who need help with pumping costs and/or must replace old, failing septic systems; (d) explicit enforcement mechanisms. If counties have the option to manage the program, the same funding and enforcement mechanisms would need to be in place.

#### Additional Management Measures Are Needed for Drinking Water Protection

██████ urges EPA and NOAA to disapprove Oregon's CNPCP. Until Oregon ceases to receive funding for its coastal nonpoint 'program,' the State will never develop a program that functions properly. Conditional approval by the Federal agencies has allowed Oregon to continue limping along with half-measures for seventeen years. Voluntary measures have completely failed in Oregon. This is especially clear in the case of public and private drinking water.

#### Conclusion

Again, ██████ urges EPA and NOAA to follow through with disapproving Oregon's Coastal Nonpoint Pollution Control Program, and ceasing funding for it under CZARA. This will force the State, for the first time, to create a workable and enforceable program to protect streams, salmon and human health in the coastal region.

Sincerely,

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## ORDINANCE NO. 181

### AN ORDINANCE IMPOSING A MORATORIUM ON LAND DEVELOPMENT PROHIBITING THE ACCEPTANCE OF APPLICATIONS FOR PARTITIONS, SUBDIVISIONS AND PLANNED UNIT DEVELOPMENTS IN THE CITY OF DUNES CITY, AND DECLARING AN EMERGENCY

The City of Dunes City Finds:

- A. The residents of Dunes City primarily rely upon the surface waters of Woahink and Siltcoos Lakes for their potable water; and
- B. The residents of Dunes City rely upon subsurface disposal systems to treat their sewage effluent; and
- C. Subsurface disposal system effluent contain nitrates and phosphorus that eventually migrate into groundwater and surface water sources, providing nutrients that enrich phytoplankton populations; and
- D. Nutrients are also introduced into surface waters through erosion and run-off.
- E. Woahink Lake is more susceptible to changes in water quality than any other lake in its watershed. Both Woahink and Siltcoos Lakes have experienced episodes of rapid growth of phytoplankton populations (algae bloom) in recent years; and
- F. Subsurface disposal system effluent also contains fecal coliform that can transmit water-borne disease; and
- G. Several cases of water-borne diseases, including *Plesiomonas shigelloides*, have been documented in Siltcoos Lake within the last year.
- H. A 1972 Lane County survey of septic tanks found that 26 percent of all tanks located within 100 feet of Woahink Lake were performing unsatisfactorily.
- I. It is a very difficult and slow process to rehabilitate the water quality of a lake that has been compromised. Dunes City's low land use density would exacerbate the cost of developing a distribution system for a water treatment facility.
- J. The *Dunes City Drinking Water Source Assessment and Potential Planning Strategies* report (December 2002) identifies sensitive area setbacks based upon risk of spill contamination, high soil erosion potential, high permeability of soils and high runoff potential.

**NOW, THEREFORE,**

**THE CITY OF DUNES CITY ORDAINS AS FOLLOWS:**

**Section 1. Moratorium Adopted.** In accordance with ORS 197.505 – 197.540, and based on the above findings, and the findings attached as Exhibit “A” hereto and incorporated herein by reference, the City adopts a moratorium on certain types of intensive land development located within the corporate limits of Dunes City and, consistent with the sensitive area setback identified by the *Dunes City Drinking Water Source Assessment and Potential Planning Strategies* report. Properties subject to the moratorium include those lands within 1,000 feet from water a body; soils that have slopes in excess of 16 percent and a K-factor (soil erodibility potential) greater than 0.25; soils identified in the USGS geologic map of Oregon as Recent Alluvial Deposits that have a high potential for groundwater recharge adjacent to streams; and soils mapped by the Natural Resources Conservation Service as being Class D. Except as herein provided, no new land use applications shall be accepted, processed or issued for partitions, subdivisions, and planned unit developments that include land subject to one or more of the above-listed four (4) factors.

**Section 2. Exempted Development.** Proposed partitions that meet the below-listed standards are exempt from this moratorium:

a. Development that proposes to augment the use of traditional septic tank and subsurface sewage disposal systems with a Sand filter, textile filter, or other similarly advanced treatment unit approved by the Oregon Department of Environmental Quality – approved alternative treatment technologies (ATTs) that have been certified by the NSF International and meet the performance standards and other requirements of OAR 340-071-0135; and

b. Development applications that are accompanied with the applicant’s agreement to comply with the temporary erosion control measures and procedures contained in Exhibit B, attached to this ordinance and included herein by reference; and

c. Development that demonstrates through site specific soil testing, development of phosphorous adsorption isotherms, and computations performed by an Oregon registered Professional Engineer that detectable levels of phosphorous in the soil from the proposed drainfield locations and configurations to the nearest surface water body (stream with a defined bed and bank or lake) will not occur for at least 100-years after installation of the system.

For purposes of this ordinance, demonstration that the required travel time for detectable levels of phosphorous in the soil at the point of concern will be met when computations show that less than one-half of the volume of soil within the soil section under consideration will be saturated with phosphorous (P) after the required time interval.

Computations include and shall show:

- A site plan showing proposed drainfield locations and orientation,
- The direction of groundwater flow;
- The assumed or minimum drainfield width relative to the direction of flow of groundwater;
- The design phosphorous loading rate from the wastewater system and justification for the design loading rate if less than 20 parts per million (ppm) total phosphorous;
- The adsorption capacity of the soil at the design loading rate in parts per million (ppm);
- The unit weight of soil;
- The assumed reaction depth and justification for the design reaction depth if greater than the lessor of half the distance from the bottom of the drainfield disposal line to the top of the permanent groundwater table or three (3) feet;
- The design hydraulic loading rate for systems serving more than one dwelling or uses other than for a single-family dwelling. A design hydraulic loading rate of 450 gallons per day (gpd) shall be utilized for a single-family residence.
- The time of travel to the nearest surface water body and;
- The rate of travel in feet per year for the movement of detectable phosphorous in the soil from the disposal system.

**Section 3.** Emergency Clause. That the matters contained herein concern the public health, welfare and safety and therefore, an emergency is hereby declared to exist, and this Ordinance shall become effective immediately upon its passage by the Common Council and approval by the Mayor.

**Section 4.** Expiration Date. This ordinance shall expire on September 9, 2006 at midnight unless otherwise provided by an ordinance extending the moratorium established herein, in accordance with ORS 197.530(2).

**ADOPTED BY THE DUNES CITY COUNCIL THIS 12th DAY OF May, 2006.**

Ayes: \_\_\_\_\_ Nays: \_\_\_\_\_ Abstain: \_\_\_\_\_ Absent: \_\_\_\_\_

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Sheldon Meyer, Mayor

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Joanne Hickey, City Recorder

# EXHIBIT A ORDINANCE NO. 181

## BACKGROUND

### Municipal Government

1. Dunes City is a small lake-dependent coastal community of approximately 1300 residents adjacent to Siltcoos, Woahink, and Little Woahink Lakes, south of Florence. Dunes City lacks a long-term source water protection strategy or a comprehensive system of ordinances that mitigate the impacts of erosion, sediment, surface water, septic effluent and storm runoff, and contamination of ground water from construction or post-construction development. A significant part of Dunes City ordinances were drafted in the late 1970's.

Dunes City lacks a tax base and does not have professional staff with the necessary skills or experience to monitor water quality concerns. Instead, the city relies upon a core group of dedicated volunteers. Recent development pressures, unprecedented in the City's history, now have the potential to significantly impact local water quality. As a result Dunes City is proposing a limited moratorium on development. During the ensuing 120 days, Dunes City will design and implement measures to protect the quality of their lakes and groundwater. This will include federal and/or state funding to develop comprehensive water quality regulations and to implement objective development standards. Twenty-five percent of Dunes City's registered voters have signed petitions favoring a limited moratorium.

### Coastal Lakes

2. Siltcoos and Woahink Lakes are coastal lakes connected by Woahink Creek and located in Oregon's Mid Coast Basin. They are reported in Lane County's Coastal Water Supply Study as being important sources of water, including ground water recharge, for the entire area south of the Siuslaw River.<sup>1</sup> Oregon's water-resource agencies designated certain water-related "uses" within basins as protected "beneficial uses." The Mid Coast basin designations for protected beneficial uses include: public domestic water supply, anadromous fish passage, salmonid fish rearing, salmonid fish spawning, resident fish and aquatic life, fishing, boating, water contact recreation, and aesthetic quality.

These dune lakes are thought to be unique in the northern hemisphere because of their size, range, large number, great variety, and close physical proximity.

Dunes City essentially encompasses lands bordering these lakes. Little Woahink Lake is a small lake that drains into the much larger Woahink Lake. Woahink Lake drains into the even larger Siltcoos Lake. To the west of both lakes are the Oregon Dunes National Recreation Area and Siuslaw National Forest. The majority of lands abutting Woahink Lake are within Dunes City. The portion outside the City limits abuts Honeyman State Park, one of the most important and

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<sup>1</sup> *Lane County Coastal Domestic Water Supply Study*, August 1979, Pages 28, 34, 41-42, & 55

- visited state parks in Oregon. Part of Siltcoos Lake is adjacent to or within the Siuslaw National Forest and the Dunes National Recreation Area. Siltcoos Lake and Woahink Lakes have shoreline within or very near to county, state or federal parks or recreation areas of regional, national or international reputation.
3. These lakes are the primary sources of domestic water for a significant number of residents, their visitors and families, and other visitors to the area. Area groundwater is a similar primary source. Dunes City lacks a municipal water system or water treatment facilities. The people drinking from these combined sources number in the thousands.
  4. The surface and groundwaters of Dunes City are entirely within a sensitive aquifer that is at risk for contamination as designated by Oregon Dept. of Environmental Quality. Various “source water assessment” studies have determined that a significant amount of Dunes City lands adjacent to Siltcoos and Woahink Lakes are or should be within “sensitive area” designations because of spill contamination, high soil erosion potentials, high runoff potentials, and high permeability soils. At least one such study has identified areas within a thousand feet of Woahink and Siltcoos Lakes as being in such a designation. In recognition of the value and unique characteristics of the lake, Woahink was identified by the U.S. Congress as a priority for action in the Estuaries and Clean Water Act of 2000, being one of only 19 lakes so recognized nationally.<sup>2</sup>

#### Development Pressures

5. Dunes City has no wastewater treatment facilities. Housing and commercial interests rely on individual septic systems and the carrying capacity of the land to protect the area's water supply. Current minimum lot size for partitions and subdivisions is one acre. PUDs allow for clustering of residences while retaining an overall density of one residence per acre. Until 2005, there has never been a PUD application.
6. Over the past twenty years just two subdivisions were developed. The historical rate of new buildings in Dunes City has been approximately 10–11 lots a year. During 2005, development applications for partitions, planned unit developments (PUDs) and subdivisions, representing 98 new lots, were proposed in Dunes City. All of these developments proposed by these applications were in the Woahink drainage. Included was a PUD application that counted approximately 10 acres of the surface area of Little Woahink Lake as a “common area” resulting in an application that had 42 lots, averaging 0.6 acre of land area each, all served by subsurface disposal systems. This project fronted on Little Woahink Lake that drains directly into Woahink Lake through an important inventoried significant wetland. This development has resulted in excessive run off and siltation into this small water body that feeds Woahink Lake.<sup>3</sup>

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<sup>2</sup> Center for Lakes and Reservoirs, Workshop on Woahink Lake Summary, May 2001

<sup>3</sup> Testimony of G.J.Wasserburg PhD, before the Dunes City Council March 2, 2006.

## Water Quality Concerns –Generally

7. Lake eutrophication is one of the most well–studied ecological phenomena. Excess input of nutrients, especially phosphorous, is almost always the cause of lake eutrophication. According to a recent book published under the *Excellence in Ecology* series: “Eutrophication is a syndrome caused by over-enrichment with phosphorus ...Excess inputs of phosphorus are the most common cause of lake eutrophication.”<sup>4</sup>
8. The impacts of lake eutrophication are well known and cause many forms of public harm. Lake eutrophication kills or injures oxygen-dependent aquatic species, including fish, through severe, even total, depletion of oxygen in the bottom layer (hypolimnion) of lakes.<sup>5</sup> Lake eutrophication reduces aesthetic value by causing appearance changes, including increased turbidity, discoloration, foaming, and odor and may also causes chemical and microbial changes in water quality that can impart to water an obnoxious and unpalatable taste. Odor profiles and intensity commonly show a relationship to phosphorus.<sup>6</sup>
9. Input of excess nutrients is almost always associated with human activity. Nutrients are in Dunes City soils and are released or added through human activity, including soil disturbance associated with new developments. Nutrients enter surface waters and ground waters and ultimately flow to wetlands or lakes. They enter these critical areas either in solution in water or attached to sediments. Surges of surface water runoff in areas of development are associated with sediment surges. Sediments moving downward to wetlands or lakes can smother life-forms that beneficially uptake these nutrients and can transport the phosphorus directly into lake waters. Groundwater also transports phosphorus ultimately to wetlands and lakes. Phosphorus and other nutrients and contaminants ultimately deposit in lake or wetland sediment areas to the extent that they are not flushed from the system, or taken up by algae or other plants or life forms. An experienced member the Board of the Heceta Water District, who formerly worked for the Oregon Department of Environmental Quality, serving for a time with John R. Churchill, the federal EPA coordinator for the Section 208 Nonpoint Source Pollution program, states: “There is no doubt. The science is clear. The experience is clear. Homes inside the watershed of a lake means pollution of that lake. The level of development has a direct correlation to the level of pollution.”<sup>7</sup>
10. The area’s sandy soils easily carry surface and ground waters to the lake and wetlands. Dunes City soils lack sufficiently disseminated clay particles to which phosphorus can bind and thus be retained and prevented from rapidly flowing through the groundwater into wetlands and lakes. The “sandy soils” of the Dunes

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<sup>4</sup> Mark Chernaik, Ph.D, “Basis for a moratorium on development in Dunes City, Oregon,” pp. 4-5.

<sup>5</sup> *Ibid.*, pg. 4.

<sup>6</sup> *Ibid.*, pg. 3–4.

<sup>7</sup> Debby A. Todd, Letter to the Dunes City Council and Planning Commission dated March 18, 2006.

City area promote infiltration, drainage, and groundwater flows, and thus result in relatively quick phosphorus and other contamination of surface and groundwater flows into wetlands or lakes. Structures that retain surface water runoff and promote biological or plant up-take of phosphorus beneficially reduce nutrient loading in surface water or groundwater flows.

The City's Comprehensive Plan succinctly states the cause of rising concern for the impacts of increasing numbers of septic systems within our fragile watershed. "Carrying capacity is the level of use that can be accommodated without irreversible damage to or impairment of the natural resources or their quality. The carrying capacity, therefore, will be based on the soil capacity."<sup>8</sup> Most of the systems currently being installed are substantially of the same design as many of those installed 50 years ago, despite many recent advances in subsurface waste water systems. Rising nutrient levels in lake waters point towards the possibility that carrying capacity is being exceeded.

The high permeability of sands and sandy aquifers in the Dunes City area permit rapid transfer from the ground water to the lake without the amelioration obtained by long transit times through distributed surface reactive clays necessary to obtain good water purification. Surface runoff gives essentially direct input to the lake.<sup>9</sup>

The rate of lake infilling is controlled by a variety of processes including the slope and the plant cover that can greatly decrease or impede the transport processes. Even on relatively gentle slopes, the rate and amount of infill into the lake is drastically affected by removal of ground cover and trees. An example of this is pertinent to the case of Woahink Lake which shows extremely turbid waters (almost chocolate colored) in the northern branches of Woahink Lake during the heavy rainy season that is the direct result of the property owner denuding land assigned to forests by the County without applying obvious well established preventive measures that are in general practice.

Denudation will certainly occur with any construction unless proper measures are strictly and regularly applied to prevent excessive run off. Excavation with the creation of high relief (steep slopes) is also a cause of greatly enhanced run off. This is often caused by road construction in areas of high relief and will cause incision in the ground by runoff drainage and then flow of debris into the lake.

The ground water contains all the compounds and colloids produced or added to the upper soil layers. These then filter downward through the vadose zone into the water table. These chemical complexes include those naturally produced within the upper soil layers and those added from fertilizer, septic tank drain fields, septic tank leakage, animal wastes, detergents and pesticides that have not been decomposed by bacterial action in the septic tank itself or which simply pass

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<sup>8</sup> Dunes City Comprehensive Plan (September, 1997), Chapter IV.B.2.a(i) – The Man-Made Environment, p. 46.

<sup>9</sup> Testimony of G.J. Wasserburg, PhD, before the Dunes City Council, March 2, 2006.

through the soil system. All of these compounds that are not decomposed or transferred directly into the lake by run off then pass into the ground water system and flow directly into the lake in a rather short time. The effectiveness of so-called “sand filters” depends critically on the amount of distributed clays on/between the sand grains and the rate of water flow through the vadose zone. This requires testing of both the soil-vadose zone flow rates and sufficient spacing between septic tank systems and in the distance of these systems from the lake with consideration of the flow rate by a hydrological study at each site.<sup>10</sup>

11. Water quality problems worsened by phosphorus loading are accelerated where lake sediments are overlain by anoxic water. Studies in lake chemistry clearly show that under very low or no-oxygen (anaerobic) conditions, lake sediments release phosphorus, which under aerobic conditions would otherwise be held in sediments. Such anaerobic release of phosphorus can significantly add to phosphorus levels available in lake waters for use by algae and other life forms. Decreased oxygen levels in the hypolimnium (lower lake levels) cause lake sediments to release more phosphorus. Under these conditions, the lake’s sediments act as a reservoir of continued phosphorus input into the lake’s waters, establishing a recycling dynamic that locks in worsening eutrophic conditions.<sup>11</sup> This process becomes a self-sustaining nutrient loop that does not need additional phosphorus loading to worsen lake conditions.

Lakes metabolize through phases where nutrients increase and water quality declines. Phosphorus is most significant nutrient. It acts as a fertilizer for life forms. For lakes located in U.S. EPA Aggregate Ecoregion II, Western Forested Mountains, which includes lakes in Dunes City, the U.S. EPA has recommended a nutrient water quality criteria for total phosphorous of 8.75 ug/L and for chlorophyll a of 1.9 micrograms per liter.<sup>12</sup> According to Woahink Lake volunteer water tester Mark Chandler, “As more nutrients enter the water body more algal growth takes place; the algae dies off, sinks to the bottom and decomposes. This decomposition depletes the oxygen at the bottom, creating an anoxic or low oxygen condition. That triggers the release of nutrients from the sediment, which then further stimulates algal growth. This feedback cycle can cause an acceleration of lake water deterioration.”<sup>13</sup> As this change progresses, it significantly undermines water quality and directly impacts water-related values or interests. The ground waters and surface waters of the City are impacted by this nutrient process as are the wetlands.

12. Noted limnologist Dr. Steve Carpenter states that a sigmoid dependence on phosphorus levels mean that as a lake becomes more eutrophied, relatively small additional inputs of phosphorus can cause a very large shift in the lake’s trophic

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<sup>10</sup> *Ibid.*.

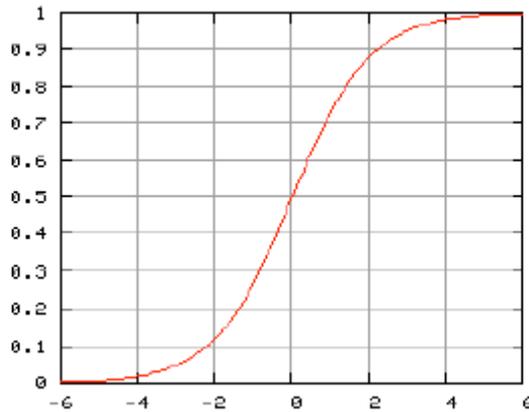
<sup>11</sup> Chernaik, p. 7.

<sup>12</sup> U.S. EPA (2002) “Summary Table for the Nutrient Criteria Documents.”

<sup>13</sup> Testimony of Mark Chandler before the Dunes City Council, March 2, 2006.

state.<sup>14</sup> Thus, when a lake is in a mesotrophic phase an increase in recycling levels of phosphorus can shift its state to eutrophic.

The following graph, containing arbitrary units, depicts the typical shape of a sigmoid function:



In the case of lake eutrophication, the horizontal axis represents the amount of phosphorous loading and the vertical axis represents the trophic state of the lake. The mid-point '0' of the graph represents the amount of phosphorous loading that is just enough to shift the lake to a eutrophic state. As is evident, in certain cases when a lake is in a mesotrophic state (approaching the midpoint), a small increase in phosphorus loading can abruptly shift a lake to a eutrophic state.

13. Nutrient impacts on down-stream wetlands and lake water are cumulative and a successful recovery path is frequently without guarantee.<sup>15</sup> Numerous case studies show that lake eutrophication is often irreversible and the works of limnologist Dr. S. Carpenter summarizing these case studies are persuasive: "We now have decades of experience with managing eutrophication in hundreds of lakes around the world .... In many cases, however, the degree of eutrophication has not responded to reductions of phosphorus..."<sup>16</sup>
14. Lake eutrophication causes deterioration of drinking water by increasing the numbers of pathogenic microbes that can cause human death and illness through exposure. This can include colonies of blue-green algae species forms of *Microcystis* or *Anabaena*, that form floating masses on the water called "algal

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<sup>14</sup> Carpenter, Steve, "Regime Shifts in Lake Ecosystems Pattern and Variation," (2005), pg. 9.

<sup>15</sup> Joseph Eilers, et al., "Tenmile Lakes Nutrient Study – Phase II Report," November, 2002, pp. 126–7.

<sup>16</sup> Carpenter, pg. 9.

blooms.” Microcystis organisms may produce a potent liver toxin, and Anabaena species frequently produce a neurotoxin, both of which can be harmful to humans and animals. Ingestion and even contact with such waters is not recommended.<sup>17</sup> Oregon Department of Human Services information states “If toxic algae is swallowed it can cause diarrhea, nausea, cramps, fainting, numbness, dizziness, tingling, and paralysis. Skin contact can cause rashes or irritation. Children and pets are at greatest risk.”<sup>18</sup>

15. Cryptosporidium and Plesiomonas shigelloides are other additional pathogens that proliferate in lakes experiencing eutrophication. As stated by U.S. EPA: "Cryptosporidium has caused several large waterborne disease outbreaks of gastrointestinal illness, with symptoms that include diarrhea, nausea, and/or stomach cramps. People with severely weakened immune systems (that is, severely immuno-compromised) are likely to have more severe and more persistent symptoms than healthy individuals. Moreover, Cryptosporidium has been a contributing cause of death in some immuno-compromised people."<sup>19</sup> Cryptosporidium is associated with sewage or septic loading. As the US Food and Drug Administration states: “Most human P. shigelloides infections are suspected to be waterborne....Gastroenteritis is the disease with which P. shigelloides has been implicated. P. shigelloides gastroenteritis is usually a mild self-limiting disease with fever, chills, abdominal pain, nausea, diarrhea, or vomiting.”<sup>20</sup> Recently, a documented case of Cryptosporidium was reported along Woahink Lake.<sup>21</sup>

Dunes City has found that the above-described conditions have occurred at Woahink Lake and Siltcoos Lake and has initiated a volunteer water monitoring program utilizing residents to monitor protocols for various nutrients or other parameter. The volunteers have been trained by the Volunteer Monitoring Specialist, Water Quality Section, Oregon Dept. of Environmental Quality, and by monitoring specialists with the Siuslaw Watershed Council and the Ten Mile Lakes Basin Partnership. The design, protocols, and implementation of City monitoring program are detailed in the “Draft Dunes City Water Monitoring Project, Quality Assurance Project Plan.”

#### Water Quality Concerns –Woahink Lake

16. Woahink was once classified as Oligatrophic, or nutrient poor, but has undergone significant change relative to its presettlement condition and exhibits significant tropic changes. It now can be considered Mesotrophic with higher nutrient levels, trending toward Eutrophic. This eutrophication brings on greater low oxygen

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<sup>17</sup> Oregon Department of Human Services “Blue-green Algae Advisories.”

<sup>18</sup> Oregon Department of Human Services “Blue-Green Algae Health Concerns in Oregon.”

<sup>19</sup> U.S. EPA “Safe Drinking Water – Guidance for people with severely weakened immune systems.”

<sup>20</sup> U.S. FDA, Plesiomonas shigelloides.

<sup>21</sup> Holly Martin February 27, 2006 Declaration Regarding Cryptosporidium.

- conditions, which trigger further releases of phosphorus from bottom sediments; this feedback loop accelerates degradation of water quality.
17. Changes to Siltcoos and Woahink Lakes have been noted in various studies, including a 1999 study by the U.S. Forest Service, Siuslaw National Forest states: “If nutrient levels continue to increase relatively unchecked by State or County officials, problems such as those in Tenmile Lake south of this watershed will begin to take place. In Tenmile Lake, toxic algal blooms (*Microcystis*) have made water unsafe for drinking or recreation during certain times of year with uncertainty of its long-term effects on public safety and the viability of local tourism.”<sup>22</sup>
  18. A 2001 Portland State University Study notes: “Erosion in the watershed contributes sediment to the arms of the lakes. Continued high sediment loading to Woahink Lake will eventually lead to changes in the lake trophic state and degradation of water quality.”<sup>23</sup> That the study further notes there are “Critical Problems to Address” and that in Woahink Lake, this includes “nutrient loading to the lake to prevent further increase in productivity and the potential for hypolimnetic dissolved oxygen depletion that could lead to irreversible degradation of the lake.”<sup>24</sup>
  19. The City has found many indicators, including increases in phytoplankton and macrophytes, which demonstrate that nutrient levels have gone up in Woahink Lake. An experienced limnologist, and other residents, have noted a clear and “extensive development of submersed aquatic vegetation in the shallower areas.”<sup>25</sup> Macrophyte or aquatic weed development is recognized as an indicator of decreasing water quality by consensus among water-related agencies.
  20. Woahink Lake experienced a well-documented algal bloom during the summer of 2005, which resulted very serious impacts to the water supply.<sup>26</sup> During this time, the monitoring volunteers recorded the lowest secchi disc reading, measuring water clarity, ever seen at the central Atlas monitoring site and this was the lowest level ever recorded there since regular monitoring began in 1989.<sup>27</sup> In describing what they saw, the testers noted that the “water was very green with algae”. Similar blooms in other lakes (e.g. Ten Mile and Mercer Lakes) have been found to be associated with the introduction of sediment or nutrients into the waters.
  21. Water quality monitoring of Lake Woahink through December of 2005 continue to show elevated levels of phosphorus in the range of 10.5 to 12.4 ug/L, well exceeding the U.S. EPA recommended criteria of 8.75. On June 1, 2005, chlorophyll a levels in the lake were 7.6 ug/L, over four times the U.S. EPA

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<sup>22</sup> Siuslaw National Forest, Coastal Lakes Watershed Analysis,” January 1999, pp. 48–9.

<sup>23</sup> Mark Sytsma and Carrie Haag, “Oregon Lake Watch Final Report 2000,” Portland State University (2001), pg 10.

<sup>24</sup> *Ibid.*, at pg 22.

<sup>25</sup> Testimony of John Maciolek, PhD, before the Dunes City Council, March 2, 2006.

<sup>26</sup> Testimony of Susie Nevetta et al., before the Dunes City Council, March 2, 2006.

<sup>27</sup> Testimony of John Maciolek, PhD, before the Dunes City Council, March 2, 2006.

recommended criteria of 1.9 ug/L.<sup>28</sup> Problems continue to plague users of Woahink water with over a dozen complaints about obnoxious smell and taste in April 2006. A sample taken on April 5, 2006 also exceeded the chlorophyll-a criteria recommended by EPA for lakes and ambient water quality criteria recommendations, U.S. E.P.A., Dec. 2000)

22. Little Woahink Lake drains through an important inventoried significant wetland directly into Woahink Lake. It has been documented that the construction of a road located adjacent to Little Woahink Lake in the fall of 2005 and early 2006 produced pronounced erosion, pools of muddy water at culvert locations, and sedimentation flows down the roadside, into the lake and adjoining wetland. The sedimentation from this construction, which was associated with a proposed PUD, was so severe that residents downstream in Woahink Lake had water filters literally clogged with sediment as a result. Any worsening of Woahink Lake waters will impact Siltcoos Lake waters since Siltcoos receives all the flows from Woahink Lake.
23. The Woahink Lake Darlingtonia bogs have been designated as a significant natural area by the Oregon Natural Heritage Program. Woahink lake has two of the best quality Darlingtonia bogs, including one at the north end through which the outlet from Little Woahink Lake enters Woahink Lake, and the other at the end of Summerbell arm.<sup>29</sup>

#### Water Quality Concerns –Siltcoos Lake

24. Even before consideration of new Dunes City development impacts, the waters of Siltcoos Lake are already impaired and at risk. Siltcoos fails certain water quality standards and has been listed as an impaired water body under Section 303(d) of the Clean Water Act. It is listed under Record ID 2773 in DEQ's Water Quality Limited Database and DEQ's TMDL Documents for "aquatic weeds or algae."<sup>30</sup>  
The 303(d) listing of Siltcoos Lake will involve various state agencies and other jurisdictions establishing a water-quality implementation plan to reduce nonpoint nutrient pollution. These plans will consider the cumulative impact from all nutrient sources including groundwater and point and nonpoint pollution sources from the City.<sup>31</sup> Limits on point and nonpoint sources will be controlled through various water quality implementation plans. Land developments that involve more than one acre of disturbed soil will be required to obtain TMDL process permits.<sup>32</sup>
25. The DEQ TMDL process in the Mid Coast Basin has been the subject of a Consent Order resulting from delay in initiating TMDL planning for 303(d) impaired waters. Because of that consent order, DEQ has committed to initiate TMDL processes on all Mid Coast water bodies listed on the 1998 303(d) list within 10 years. (See DEQ Fact sheet Oct. 2001)

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<sup>28</sup> Univ. of Washington Oceanography Technical Services, Feb. 8 and April 11, 2006; and June 6, 2005.

<sup>29</sup> Dunes City Comprehensive Plan (September 1997), Policy B9, Pgs 9 & 40.

<sup>30</sup> *Coastal Lakes Watershed Analysis*, Siuslaw National Forest Service (January 1999), Pages 51 & 57.

<sup>31</sup> See DEQ TMDL Fact Sheet 2003.

<sup>32</sup> DEQ Fact Sheet – <http://www.deq.state.or.us/wq/wqfact/303d List.pdf>.

Mandatory DEQ–TMDL planning for Siltcoos Lake will occur in the near-future in view of the terms of the consent order. Dunes City will be a mandatory participant in the TMDL process as a "Designated Management Authority" (DMA) having jurisdiction of part of the shores along, and some islands within, Siltcoos Lake. That TMDL planning will likely involve setting pollution loads for phosphorus loading limits from point and nonpoint sources associated with that DMA. Such planning will probably include the pollutant loading from development, including partitions, PUDs and subdivisions. Failure to plan by any DMA is an enforceable violation of state rules under OAR 340-042. The Council further notes that state-wide Goal #6, requires that, "All waste and process discharges from future development when combined with discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards."<sup>33</sup>

26. Development in Dunes City that occurs before implementation of the Siltcoos TMDL process would, via the process of cumulative loading, create a strong likelihood that later TMDL planning efforts would be impacted. To the extent Siltcoos Lake drainage development goes forward before TMDL planning and adds pollutant loading to Siltcoos Lake, later development projects within Dunes City subject to prospective TMDL review must accept reduced loading in order to meet TMDL limits. In the case of Tenmile Lake, TMDL implementation, experience shows that little or no residual loading was left to allocate to later uses that discharge phosphorus. In short, when limits of loading are reached, the TMDL process enforces those limits.

Residential development in Dunes City that is permitted to proceed under existing regulations and absent comprehensive water-quality-protection BMPs and rules may thus harm, impair or impact future residential development subject to TMDL implementation permit. Such pre-TMDL development may also become the subject of TMDL implementation planning and have to further reduce their nutrient loadings. Such impacts would cause substantial harm to Dunes City and represent a great risk of uncertainty to property owners in the future.

27. In the Source Water Assessment for Dunes City, Siltcoos Lake is listed at high risk for turbidity because of "siltation and algae blooms that are both currently causing problems with water filtration."<sup>34</sup> Further, Siltcoos Lake was found to have the highest concentrations of chlorophyll-a, total nitrogen, total phosphorus, and the lowest clarity among the 5 coastal lakes studied in 1996 by Dr. Richard Petersen, Portland State University.<sup>35</sup>
28. Tenmile Lake, a similar Coastal lake south of Siltcoos Lake, is 303(d) listed for the same reasons as Siltcoos Lake. It has experienced toxic algal blooms and was the subject of Oregon Health Division health hazard advisories.<sup>36</sup> The Tenmile

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<sup>33</sup> OAR 660-015-0000(6).

<sup>34</sup> Lane Council of Governments (December 2002), "Source Water Assessment for Dunes City," pg 25.

<sup>35</sup> Richard Petersen, "Trophic Conditions in 5 Oregon Lakes," Portland State University – Oregon Department of Environmental Quality, 1997.

<sup>36</sup> Oregon DEQ Fact Sheet: Tenmile Lakes Septic Systems. <http://www.deq.state.or.us/wq/wqfact/tenmilelakes.pdf>

TMDL development and implementation process has resulted in expenditures in excess of \$ 750,000.

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**ORS 197.520(3)(a) – EXISTING DEVELOPMENT ORDINANCES AND REGULATIONS ARE INADEQUATE TO PREVENT IRREVOCABLE HARM.**

Irrevocable Harm

29. A significant portion of Dunes City residents and thousands of visitors get their water from either Siltcoos or Woahink Lake, or local ground waters, and many individuals use these waters for water-contact recreational purposes and have a justifiable need to know that these waters are safe from serious disease and bacterial infection. Residents require assurance that clean safe potable water will be available in the future, and that the Council will, to the limits of its powers, seek preservation of Siltcoos and Woahink Lake as safe viable water bodies. Public safety and health issues are of paramount concern and repeated reported incidents of water-related illness or disease should not be a prerequisite to implementing a Limited Moratorium seeking improvements to city water-quality related ordinances.
30. New residential growth inevitably entails the addition of common residential chemicals and fertilizers to nutrient and contaminant loading. The Oregon State Legislature has pre-empted local governments from enacting ordinances controlling the use of many such chemicals, limiting community options to protect their waters and wetlands.
31. During the summer of 2005, an algal bloom on Woahink Lake lasted for more than 2 months resulting in "wide-spread" impacts to lake water users with the lake water having a foul "nauseating" smell and taste causing residents to fear failing water systems, to obtain new water filtration and treatment equipment, to obtain and carry bottled water for cooking and drinking, and make numerous calls seeking water system repair persons.<sup>37</sup> Algal growth inside water systems and house system components like sinks and toilets caused lengthy problems. A survey conducted by the Woahink Lake Association, a voluntary association of some lake residents, documented that 25% of the membership experienced problems with their water that were associated with this algal bloom.<sup>38</sup> Some residents literally thought dead fish were caught in their filter screens. State-of-the-art water filtration systems had no ability to alter the taste or "nauseating" odor when waters were used for washing, bathing, toilets or any other purpose. Hair and skin were left with odors after washing. Bottled drinking water did not solve the other customary water needs of households. Mercer Lake and Tenmile Lake have been the subject of algal blooms resulting in severe health advisories, as noted above. An experienced limnologist with thirty years of Coastal

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<sup>37</sup> Testimony of Mark Chandler *et al.* before the Dunes City Council, March 2, 2006.

<sup>38</sup> Nevetta testimony of March 2, 2006.

- experience witnessed toxic blue-green algae blooms in 1991 on Siltcoos Lake and has stated, “anyone that takes his drinking water...should be concerned...”<sup>39</sup>
32. Tenmile Lakes, south of Dunes City, experienced toxic algal blooms resulting in Oregon Health Division Health Hazard Advisories recommending no contact with the waters and no use of the waters for drinking.<sup>40</sup> Such an advisory would severely impact the Dunes City area, parks, visitors and residents.
  33. Since 2004, there has been a reported case of *Plesiomonas Shigelloides* and a case of *Chytrsporidium* associated with Woahink Lake. The symptoms from these cases were sufficient to merit medical intervention and a culturing to identify the organism. These diseases are reportable to the Center for Disease Control and can be associated with drinking water or water-related exposure. The cultured case of *Plesiomonas Shigelloides* concerned a one-year-old infant whose grandmother experienced similar symptoms. They both resided in Dunes City and their domestic water came from Woahink Lake. An Oregon Clinic, Gastroenterology Division representative, relaying test results to the *Cryptosporidium* patient, confirmed that the *Cryptosporidium* infection came from drinking water out of Woahink Lake.<sup>41</sup>
  34. Based upon evidence of algal blooms, some water-related illness or diseases, in Woahink lake, and the 303(d) impaired listing of Siltcoos Lake, and other evidence, the City has ample and responsible reasons to consider prompt and direct action to reduce nutrient loading and other contamination into the lakes to avoid further exacerbating threats to the City's drinking water supplies from the lakes and groundwater and the health and vitality of our small community.
  35. The analysis of Dr. Mark Chernaik shows, conservatively, that Woahink Lake can tolerate an additional phosphorus loading of only 112 kilograms per year (kg/year) before the onset of severe and irreversible eutrophication.<sup>42</sup>
  36. Approval of pending applications for development in Dunes City in 2005 and 2006 would exceed this additional phosphorus loading that Lake Woahink can tolerate if such development proceeds without regard to best management practices (BMPs).<sup>43</sup>
  37. The Oregon Department of Environmental Quality assumes that each conventional septic tank system built in sandy, coastal soils will discharge 0.80 kg/yr to nearby lakes. Application of BMPs can reduce this phosphorous loading by at least 80%. Thus, conventional septic tank systems built without regard to BMPs would discharge an additional 0.64 kg/year per unit (0.80 kg/yr x 80%) compared to septic tank systems that adhere to BMPs.<sup>44</sup>

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<sup>39</sup> Dr. D. Larson, PhD, presentation at Dunes City City Hall, January 28, 2006.

<sup>40</sup> Oregon DEQ Fact Sheet: Tenmile Lakes Septic Systems.

<sup>41</sup> Martin declaration of February 27, 2006.

<sup>42</sup> Chernaik, pg. 15.

<sup>43</sup> *Ibid.*, pg 14.

<sup>44</sup> *Ibid.*, pg 13.

38. A recent study of the U.S. Geological Survey shows that conventional lawn and yard maintenance activities on lakeshore property discharges an additional 0.435 kg/acre/year of phosphorous to nearby lakes compared to lawn and yard maintenance activities from lakeshore property that adhere to BMPs.<sup>45</sup>
39. In 2005, Dunes City received applications for the development of approximately 98 lots in the natural drainage area of Woahink Lake.<sup>46</sup> If these lots were developed at a density of 1.4 acres per unit, then such development would add an additional 122 kg/year of phosphorous ([98 units x 0.64 kg/year per unit] + [98 units x 1.4 acres/unit x 0.435 kg/acre/year]). This exceeds the additional phosphorus loading that Lake Woahink can tolerate. If these lots were to be developed at a density of 1.0 acres per unit, then such development would add an additional 102 kg/year of phosphorous ([98 units x 0.64 kg/year per unit] + [98 units x 1.0 acres/unit x 0.435 kg/acre/year]), leaving virtually no margin (only 10 kg/year of phosphorous) for future development.
40. As of March 2006, partition applications covering 25 acres and comprising 8 lots have been submitted.<sup>47</sup> Development of these lots (even at this low density) would add an additional 16 kg/year of phosphorous ([8 units x 0.64 kg/year per unit] + [25 acres x 0.435 kg/acre/year]). Therefore, development of applications submitted in 2005 and so far in 2006 would discharge an additional 118-138 kg/year (102-122 + 16 kg/year) of phosphorous. This exceeds, by a considerable extent, the additional phosphorus loading that Lake Woahink can tolerate.
41. It is clear that development of less than one-quarter of the inventoried buildable lands in Dunes City (428 lots)<sup>48</sup> cannot proceed without jeopardizing the natural resources of Dunes City. Phosphorus discharges from development already subject to pending applications exceed the additional phosphorus loading that Lake Woahink can tolerate, leaving no margin for future development.
42. It can be further concluded that there is a high degree of probability that Woahink Lake is on the verge of irrevocable harm when considering the evidence of septic systems failures such as the City Hall, the wide-spread algal bloom of 2005, sedimentation and direct water impacts from documented examples of poor development planning, and lake chemistry associated with phosphorus recycling. Additionally, there is a high degree of probability that Woahink Lake will shift to an irreversible eutrophic condition if new development and occupation were to occur in Dunes City without regard to reducing loading from best management practices when viewing the evidence of algal blooms, or anaerobic water chemistry, and estimated loading from such development.

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<sup>45</sup> U.S. Geological Survey (2002) "Effects of Lawn Fertilizer on Nutrient Concentration in Runoff from Lakeshore Lawns, Lauderdale Lakes, Wisconsin." USGS Water-Resources Investigations Report 02-4130.

<sup>46</sup> This includes the Little Woahink planned unit development (PUD) consisting of 42 units. If the Little Woahink PUD is resubmitted in 2006, then this would add another 42 lots in 2006 rather than 2005.

<sup>47</sup> These 8 lots would likely be further partitioned or subdivided.

<sup>48</sup> Lane Council of Governments (2005), "Dunes City Buildable Lands Inventory."

Run-off from developments in Dune City and in adjacent areas where deforestation has occurred have caused significant increases in turbidity. This has been documented in detail for the north arm of the lake due to activities in 1997–98 and now in 2005–2006 for Little Woahink Lake.<sup>49</sup> The North arm of Woahink has also shown major algal blooms in 2006.<sup>50</sup> It follows that any developments that do not strictly follow BMPs will result in run-off into the lake with excessive silt and nutrients.

### Existing Ordinances and Regulations Are Inadequate

43. The City Council notes that its comprehensive plan clearly states the need for the best available standards of protective measures, “Due to the scenic and recreational character of the area and due to the fact that both Woahink and Siltcoos Lakes are sources of drinking water the highest control standards should be maintained.”<sup>51</sup>

Further, Goal Six of Oregon's Statewide Planning Goals & Guidelines states: “To maintain and improve the quality of ...water and land resources of the state: All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the... water and land resources of the applicable... river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.”<sup>52</sup>

The need for measures necessary to conserve the quality and beneficial uses of the water resources of the City is further articulated in its Comprehensive Plan, “Nonpoint Source Pollution (NPS) can be defined as discharged pollution (such as suspended solids, sediments, and nutrients) which enter surface water and groundwater in a diffuse manner that degrades water quality. NPS is often caused by poor land use practices and can include erosion, improper use of herbicides and pesticides, polluted urban runoff, and poor maintenance of septic tanks. The degradation occurs with the accumulation of many small actions but the combined cumulative impact can be serious. NPS is one of the major sources of contamination the city will have to address.”<sup>53</sup> However current ordinances fail to adequately address these concerns that are expressed nearly identically on page 1.1 of the comprehensive DLCD and DEQ document “Water Quality Model Code and Guidebook.”

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<sup>49</sup> Testimony of G.J.Wasserburg PhD, before the Dunes City Council March 2, 2006.

<sup>50</sup> Testimony of Mark Chandler *et al.* before the Dunes City Council, March 2, 2006.

<sup>51</sup> Dunes City Comprehensive Plan (September, 1997), Chapter II.B – Population and Economy, p. 27.

<sup>52</sup> OAR 660-015-0000(6).

<sup>53</sup> Dunes City Comprehensive Plan (September, 1997), Chapter IV.B.2a(vi), p. 49.

44. There is an inherent uncertainty about how much additional phosphorus would shift Woahink or Siltcoos Lakes (all Woahink waters draining into Siltcoos Lake) to eutrophic conditions. In these cases, responsible lake management science stresses the need to stay far away from the threshold. The City agrees with the statement of noted limnologist Dr. Stephen Carpenter, “Hence the best management strategy is a precautionary one that stays away from situations that could cause a regime shift. ... Successful approaches for managing ecosystems subject to regime shifts seem to combine learning with precaution. ... Precaution implies avoidance of conditions that are likely to produce costly or damaging regime shifts.”<sup>54</sup>

Rising nutrient levels, the recent occurrence of algal blooms, increasing weeds, and presence of disease causing pathogens in our lake waters are predictable indicators of irrevocable harm.

A. Subsurface Waste Disposal

45. Dunes City has no wastewater treatment facilities. Residents and commercial businesses exclusively use subsurface waste disposal systems for waste treatment. Dunes City has no septic design criteria, installation standards or ordinances of its own. It generally defers to the standards or criteria set by Lane County or the State of Oregon that do not reflect best practices for the highly permeable soils and nearness of the lakes and wetlands. Higher standards and criteria are needed to reduce nutrient flows to ground waters, wetlands and the lakes.

Dunes City’s recently adopted Septic Ordinance<sup>55</sup> exhibits a general lack of scientific criteria and standards which could be applied in a site specific manner, enforced with an initial system inspection and follow-up procedures, and with meaningful penalties for non-compliance. A resolution is needed to implement the ordinance, after which it will take some time to set up and implement the record-keeping needed to monitor its performance. These tasks can be put into effect well within the limited moratorium time frame.

Numerous recent advances in the efficiency of subsurface systems in removal of detrimental nutrients bring acceptable standards within reach of an adequate set of ordinances.

B. Soil Erosion

46. The Dunes City Comprehensive Plan mandates that the city upgrade ordinances and enforcement of such ordinances to address erosion problems. To date, however, erosion control ordinances have not been strengthened and the proposed revision (Ord. 155) of land use ordinances does not do so.

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<sup>54</sup> Carpenter, pg. 17.

<sup>55</sup> Ordinance #173, adopted March 9, 2006.

47. Dunes City ordinances lack clear prohibitions against soil erosion as well as meaningful and clear standards or mechanisms to prevent, limit or control surface erosion. There are no provisions for effective site review or erosion plans. The primary ordinance, 154.05, does not prevent erosion, it merely declares erosion "detrimental" in certain instances. In all instances where erosion remains on the lands of the project owner it is not even "detrimental." Further, under ordinance 151.052, such language as "As soon as practicable" and "where necessary" provide neither standards nor useful guidelines for development. Clearer ordinances have not been developed in the nine years since the comprehensive plan was updated and are now not being considered in the proposed ordinance revisions.
48. Other municipalities or model codes have examples of effective erosion control ordinances with specific standards and criteria for water quality protection. The Department of Land Conservation and Development and Oregon Department of Environmental Quality Manual "Water Quality Model Code and Guidebook" (2000) (WQMCAG) is one model, which has been adopted by the city of Troutdale, Oregon.<sup>56</sup>
49. Troutdale's code includes specific standards for development in local specific areas draining into water bodies vital to the community.<sup>57</sup> It employs the requirement for a site-specific erosion control plan for any development exceeding a minimum stated size or with slopes exceeding 5%. Developments falling below these thresholds are required to utilize a standard defined erosion control plan. Further, both plans include strict standards for the length of time disturbed soils can be exposed.
50. The WQMCAG publication and Troutdale code include compliance time schedules of planned measures, identify a specific person responsible for carrying out the plan, and mandate daily inspections during rainy periods and record-keeping requirements. Higher standards of treatment can be required for developments of over 10 acres or if steep or constrained slopes are involved. A financial guarantee is required to secure implementation of the erosion control plan except in the case of very small developments.
51. Curry County, Oregon very recently adopted amendments to its zoning ordinance that require new development to file an erosion prevention and sediment control plan.<sup>58</sup> This requirement applies to any development that disturbs 800 sq. ft. or more soil, or creates the lesser of 2000 sq. ft. or 25% of lot area of impervious surface. This plan "shall include specific interim and permanent measures that will prevent erosion and control sediment." It also must include strategies to minimize removal of vegetation and must be prepared by a geologist for slopes over 15%. Another key feature of Curry County's new code is that final subdivision plats and lot titles are recorded with the requirement that all development must be consistent with the erosion and sediment plan and

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<sup>56</sup> City of Troutdale Development Code, Section 5.600.

<sup>57</sup> *Ibid.*, Sec. 5.616.

<sup>58</sup> Curry County Ordinance No. 06-02, effective March 6, 2006.

subsequent owners are obligated to maintain improvements made as part of the plan.

52. No provisions for a site specific erosion control plan in the current or proposed revised Dune City Code puts the beneficial use of our water at grave risk and risks further erosion problems, such as is currently taking place at Little Woahink Lake.

C. Site Review

53. Dunes City ordinances call for site review on development of slopes over 12% grade and “may require” an engineer’s report on these slopes.<sup>59</sup> Without the specific requirement of an expert engineer’s report, the City is exposed to great risk of erosion damage. Further, no upper limit is specified on slope grades beyond which no development is allowable. At present there is no language that addresses standards for the percentage of area disturbance on different gradients. Since destructive erosion and landslides increases dramatically with the gradient, this lack of criteria puts the city’s water resources at risk for sedimentation and increased nutrient loading. The WQMCAG cited above, and developed for the state of Oregon, suggests code that applies density restrictions on constrained slopes (w% to x% gradient) and prohibits development on newly recorded steep slope lots (y% to z% gradient), the local jurisdiction applying appropriate gradients.

This model code requires the following for development on constrained slopes:

1. Impervious surface limits
2. Cut and fill limits
3. Vegetation standards
4. Submission of following documentation:
  - A. Hydrology and geology reports
  - B. Soils report
  - C. Grading plan
  - D. Vegetation report
  - E. Certification of runoff and sedimentation levels

D. Non-point Source and Stormwater Management

54. The Dunes City code has no requirement for stormwater or erosion control plans nor does it require initial or final inspections regarding either of these elements of proper planning. Dunes City does not utilize an organized or comprehensive approach to planning, permitting, and review processes regarding erosion control, sedimentation or surface water or storm runoff. The details of ordinance 156.218.(C) “Criteria for site review evaluation.” makes no mention of planning for stormwater.

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<sup>59</sup> Section 156.106(B)(1), Dunes City Code. (Ordinance 50, July 13, 1978).

55. The Dunes City comprehensive plan identifies non-point source pollution as a major concern that is often the product of poor land use practices; and calls for new development, including road building, to provide a stormwater management system.<sup>60</sup>
56. Dunes City lacks an ordinance addressing the prohibition of fertilizer use containing phosphorus within its minimal 50-foot riparian overlay zone or within its 1000 foot sensitive zone. And the use of these fertilizers in such close proximity to lakes, streams, and wetlands is very likely a significant source of detrimental nutrient loading to these water bodies.
57. Dunes City's regulations on drainage (Ch. 155.104) require only "drainage facilities... adequate for the purpose of proper drainage of the subdivision area or areas affected thereby." This provision falls far short of the comprehensive plan mandate "shall provide a storm water management system consistent with sound engineering practice." The objective of compliance with this ordinance would be simply to get the water off of the subject property and surrounding area. Further standard of "the preservation of healthful and convenient surroundings and conditions for residents of the subdivision area and the benefit of the general public" lacks specific guidelines or standards and is meaningless and unenforceable. Further, it fails to address consequences to down stream properties or the water resources of the city of "drainage" of sediment and nutrient-laden runoff. Standards are needed to ensure the well being of adjacent properties.
58. A survey of the ordinances of other jurisdictions points to the widespread adoption of comprehensive and specific stormwater management plans. This is particularly applied in municipalities and counties with valued water resources. In fact the U. S. Environmental Protection Agency is now requiring small cities that operate regulated separate storm sewer systems to develop, implement, and enforce a program to reduce pollutants in post-construction runoff in any development that disturbs one acre or more of soil. While Dunes City doesn't fall under the requirements of this rule; the City would benefit from best management practices that are required of affected small cities.
59. Ordinances utilizing Best Management Practices (BMPs) can be developed by adoption of specific structural and non-structural runoff mitigation measures or by performance-based standards. Many structural BMPs are directed at improving infiltration of runoff into the ground. For the highly permeable sandy soils and short distances to lake waters in Dunes City, this approach may serve only to introduce pollutants into our drinking water aquifer. Structural BMPs that integrate vegetative uptake of nutrients and other pollutants would be effective measures for the City. The City must specify the use of vegetated conveyances to the maximum extent possible. It should further interpret "maximum extent possible" as indicating the need for site-specific reviews.<sup>61</sup>

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<sup>60</sup> Dunes City Comprehensive Plan (September, 1997), Chapter IB, Policy B9, page 7 and Chapter IV.B.2.a.(vi), page 49.

<sup>61</sup> See Section 302 of the Phase II Stormwater Model Ordinance for North Carolina.

60. The City Council notes that other jurisdictions routinely provide for a systematic storm water management approach. Thus, the Waukesha County, Wisconsin, Storm Water Management and Erosion Control Ordinance provides: “Experience has shown that it is important that storm water be included in the early phases of site planning, because it can have major impacts on the final layout, design and landscaping plans.”<sup>62</sup>
61. Waukesha County requires separate grading, stormwater, and erosion control plans with final inspections to check for compliance with these required plans. Best management practices are an integral part of these plans, with maintenance agreements to guarantee that installed treatment facilities are kept fully functional. A final site inspection is required in the Waukesha County ordinance.
62. The state of Maryland specifies a number of structural and non-structural stormwater management measures, and gives local jurisdictions the latitude to utilize one or more of them in their mandated stormwater management plan.<sup>63</sup>
63. Vegetative biological uptake structural Best Management Practices (BMPs) serve the dual purpose of filtering sediments and removing nutrients from stormwater. These measures include Bioretention/Rain Gardens, Grassed Swales, Vegetated Filter Strips, Berms, Wet Meadows, Wet Basins and Constructed Wetlands. These standards can be established with a matrix of dozens of native species to be used in vegetative stormwater management measures in different soil and moisture conditions.<sup>64</sup>
64. Non-structural BMPs take the form of development policies such as limitation on the area of impervious surface allowed in new construction. (See the municipality of Stratham, New Hampshire and Whatcom County, Washington, specifying limits of 10 to 20% impervious coverage; See Aquifer District Ordinance, Stratham, NH and Whatcom County Code Sec. 20.71.300)
65. A limitation on impervious surface establishes a larger vegetated surface in any given area. This attenuates surface flow velocity and volume, and increases sediment and nutrient removal by increasing biological uptake of nutrients.
66. The City Council notes a performance-based approach to surface water management relies on quantitative analysis of surface water to measure parameters such as nitrogen, phosphorus, and total suspended solids. Under a performance-based approach these specified loads can be achieved through a variety of BMPs. The high permeability and proximity to drinking water sources of the soils in Dunes City necessitates either a well proven technological approach or a performance based approach or a combination of both.<sup>65</sup>

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<sup>62</sup> Waukesha County Storm Water Management and Erosion Control Ordinance, Waukesha County Code – Chapter 14, Article VIII.

<sup>63</sup> Code of Maryland Regulations, Sec. 26.17.02.08.

<sup>64</sup> See Native Species for Use in Vegetative Stormwater BMP’s, Natural Land Trust, Pennsylvania, where over 40 species area used.

<sup>65</sup> See, for instance, the Chapter 81 of the Tahoe Regional Planning Agency Code of Ordinances.

E. Re-vegetation

67. Dunes City Code Section 151.048(D) "Excavation and Grading" addresses re-vegetation but states simply: "No graded or excavated surface shall be left abandoned or without re-vegetation for more than one year..." The WQMCAG model, as adopted by Troutdale, illustrates a reasonable standard: "During the rainy season (November through May), soils shall not be exposed for more than seven consecutive (7) days. All disturbed land areas which will remain unworked for 21 days or more during construction, shall be mulched and seeded." Dunes City's Code exhibits a general lack of criteria and standards and a failure to employ proven best management practices, instead of standards that are applied in a site specific manner, enforced with initial site review as well as follow up procedures, and with meaningful penalties for non-compliance.

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**ORS 197.520(3)(b) – THE MORATORIUM IS LIMITED TO AVOID UNREASONABLE RESTRICTION OF NEEDED HOUSING.**

68. The City finds that 18 housing units will be needed each year to meet the demands of population growth.<sup>66</sup> Dunes City's vacancy rate of 16 percent suggests ample housing is available. As of March, 2003, 15 homes and 10 lots/vacant land were listed for sale. The average home construction rate from 1998 to 2004 was 12 homes, with construction permits for 11 single family dwellings and four mobile homes being issued in 2005. Three preliminary subdivision plats were also approved in 2005, adding 34 new building lots. A moratorium will have no effect on the City's supply of commercial and industrial facilities as the City has 16.6 acres of Commercial designated land and five of these acres are vacant. There is no recent occupation of properties for industrial use to demonstrate additional need. Nor will the moratorium on City acceptance of additional partition/PUD/subdivision development proposals place any restrictions on county or special districts.

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**ORS 197.520(3)(c) – ALTERNATIVE METHODS OF ACHIEVING THE OBJECTIVES OF THE MORATORIUM ARE UNSATISFACTORY.**

69. One of the goals of the City is to establish water-protection through related ordinances for a meaningful portion of available buildable lands, and that the massive surge in development applications requires expedient and decisive action by the City. The City Council believes that a coordinated set of Ordinances governing private property development as well as comprehensive storm water management and vegetative practices affecting city lands avoid a piecemeal approach to protecting water-quality values. The City Council also believes that ordinance concepts should not be viewed in isolation. Issues like sediment surges

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<sup>66</sup> Lane Council of Governments (2005), "Dunes City Buildable Lands Inventory," pg. 23.

due to storm water surging requires a coordinated approach to surface water management or to avoid ground water contamination.

70. The City has inadequate planning staff with expertise that can assist in reviewing and drafting such a new comprehensive ordinance set, and so relies on volunteers. Based upon past experience with the CCI process, or committee process, redrafting single ordinance subject areas may take several years. The partial redraft of procedural standards regarding zoning in Title 155 has taken several years and remains incomplete. The draft of the new and limited septic inspection ordinance took over 3 years to complete. Due to the present serious concern of many citizens, a major effort is now underway to identify the explicit measures and the means of implementing them within the time frame of the proposed moratorium.
71. In view of the national, regional and state importance of these area waters and parks, including the Dunes National Recreation Area, the City ordinances are now inadequate to implement Oregon's Statewide Planning Goals #5 "To protect natural resources and conserve scenic and historic areas and open spaces."<sup>67</sup> and Goal 17, Coastal Shorelands; "Land use plans, implementing actions and permit reviews shall include consideration of the critical relationships between coastal shore lands and resources of coastal waters ... agencies shall within the limit of their authorities maintain the diverse environmental, economic, and social values of coastal shore lands and water quality of coastal waters. Within those limits, they shall also minimize man-induced sedimentation in estuaries, near shore ocean waters, and coastal lakes."<sup>68</sup>
72. Residential growth inevitably entails uses of common residential chemicals and fertilizers resulting in an increase of nutrient and contaminants loadings. The City also finds that the Oregon State Legislature has pre-empted local governments from enacting ordinances controlling the use of many such chemicals thereby limiting the options of communities trying to protect their groundwater and wetlands; Ordinances controlling chemical use have great difficulty in enforcement and compliance. More complex ordinances utilizing vegetative, or native vegetative concepts provide an incentive to use less chemicals or fertilizers use and are more effective. Those ordinances should be part of a comprehensive approach to vegetative aspects of nutrient and sediment controls.
73. The City Council adopted a septic system maintenance ordinance on March 9, 2006. This ordinance represents only the initial stages of a septic maintenance program that will take 5 years to fully implement. Unfortunately, the new ordinance will annually address a very small portion of the nutrient loading problem, since inspections do not have to occur in many instances for up to five years. Because the ordinance has no design or installation standards it does not reduce the relevant water quality impacts in a comprehensive manner.

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<sup>67</sup> OAR 660-015-0000(5).

<sup>68</sup> OAR 660-015-0010(2)].

74. The voters of Dunes City have rejected the creation of a municipal water system three times.<sup>69</sup> According to the City’s Comprehensive Plan, residents are served by small community water systems, and more than 200 homes pump water directly from the lakes for domestic use.<sup>70</sup> The remainder utilize either wells or springs. The estimated cost of a water supply system is placed at approximately \$4,914,000 in 1992 dollars. The City finds that 100,000 lineal feet of piping, with a current cost of approximately \$100.00 per lineal foot installed, would cost in the neighborhood of \$10,000,000.<sup>71</sup> An adequate treatment plant would add substantially to this cost as would the personnel to staff and maintain it. The City’s Comprehensive Plan cites the following conclusion of the Lane County Coastal Resource Inventory “...*The cost of installation of a sanitary sewer system is well beyond the means of the local communities in the lakes study area.*”<sup>72</sup>
75. Disincorporation of the City in order to establish large lot sizes under county minimum lot size rules is not an alternative to protecting water values. Attempting to establish larger lot sizes would result in Measure 37 claims for which there are no known funds to pay waivers.

Any number of alternative scenarios to mitigation of the pollutant loads to our lakes, wetlands and underground waters are possible. These alternatives could include an ordinance restricting use of fertilizers in the riparian zone or sensitive areas abutting the lakes, a vegetation management ordinance, public education programs, or other measures. While existing sources of pollutants are certainly significant and must be addressed where possible, the critical level of nutrient loading could be surpassed very soon, as was emphasized by the work Dr. Mark Chernaik. The limited staff time and resources of the city need to be focused on the development and implementation of adequate ordinances, which have been previously referred to. This urgency and needed focus reduces the value of all alternative approaches.

**ORS 197.520(3)(d) – THE NATURE AND SCOPE OF THE IRREVOCABLE PUBLIC HARM ARE SUCH THAT IT OUTWEIGHS THE ADVERSE EFFECTS ON OTHER AFFECTED LOCAL GOVERNMENTS THAT MAY RESULT FROM THE MORATORIUM.**

76. The moratorium is limited in scope, excluding development on single lots and land development projects already approved or for which applications have been received. These exempted lots (in excess of 80) exceed the usual or customary housing increase for the initial limited moratorium period as well as any possible extension. Thus there should be no shift in housing impacts to any other locality, including Lane County or the City of Florence, the only potentially affected local governments.

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<sup>69</sup> Dunes City Comprehensive Plan (September, 1997), Chapter IV.B.2.a.(ii), pg 47.

<sup>70</sup> *Ibid.*

<sup>71</sup> Testimony of Ralph Farnsworth before the Dunes City Council, March 2, 2006.

<sup>72</sup> Dunes City Comprehensive Plan (September, 1997), Chapter IV.B.2.a.(i), pg 46.

77. The limited moratorium does not single out industrial or commercial properties and the current inventory of those lands exceeds past demand, so those lands remain available for development during any limited moratorium. Accordingly, there is no impact or shifting concerning those uses. The City has 16.6 acres of commercially designated land, 5 acres of which are vacant.<sup>73</sup> There is no indication of projected future industrial use. There is little commercial development except for a post office and tourist related industries in the Westlake area, and along Highway 101, all of which are well established. The imposition of a moratorium will not adversely affect the City's ability to provide for employment or economic development since no development of any kind offering employment is the subject of this moratorium.
78. Dunes City has no public facilities, services or schools, so the limited moratorium will have no impact regarding those issues and will not shift any burden on to other localities. Approximately 33 percent of the City's population is over age 55,<sup>74</sup> and a large percentage of retirees will not impact what are essentially no public facilities or services. This large percentage of senior citizens has a stabilizing effect in that their demands for schools, police, and other public services are low, while their income is steady. Florence offers public schools, a public library, an events center and a hospital, and there is no showing that those services will be impacted by the limited moratorium.

**ORS 197.520(3)(e) – THE CITY HAS THE RESOURCES TO DEVELOP ORDINANCES OR PLANS WITHIN THE TERM OF THE MORATORIUM.**

79. The community, by example, has spent in excess of 2000 hours through the CCI process and Water Quality Committee to revise part of its ordinances dealing with subdivision and zoning, and septic issues, and shows a repeated commitment to assist in improving ordinances. Meetings of planning bodies like the Water Quality Control Committee and the Planning Commission are attended and at one recent meeting a percentage of Dunes City population equivalent to 4000 people from Eugene were in attendance.
80. The chair of the Siuslaw Soil and Water Conservation District confirms the SWCD has established relationships with the City and experience in implementing Coordinated Resource Management Planning programs to further water-related planning processes, and that the SWCD could assist in the funding application process to obtain assistance in implementing the purposes of the temporary moratorium.<sup>75</sup>
81. The Oregon State DEQ is designating a special contact representative position to coordinate related water-quality related matters with Dunes City; and that this representative has funding resource information, has worked with the City and the Woahink Lake Association for years, and would welcome a funding proposal.

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<sup>73</sup> "Dunes City Buildable Lands Inventory," pg. 23.

<sup>74</sup> *Ibid.*, pg. 33.

<sup>75</sup> Testimony of Kevin Carroll before the Dunes City Council, March 2, 2006.

82. The DEQ conducted a Source Water Assessment for the Alderwood Water Development Company that identifies risks to local drinking water.<sup>76</sup> In addition, in 2002 the City adopted a Drinking Water Source Assessment plan prepared by the Lane Council of Governments.<sup>77</sup> These assessments document the need for further planning and serve as a pre-qualification step for Dunes City as an applicant for assistance.
83. The City has access to Lane Council of Governments (LCOG) staff that have significant national experience in development of water-quality-related BMPs and standards. LCOG has experience in obtaining grants to assist in ordinance development and has assisted the City with recent revisions of zoning and subdivision ordinances and, in 2002, prepared the "Dunes City Drinking Water Source Assessment and Potential Planning Strategies."
84. The Tenmile Lake TMDL process generated significant funding sources through DEQ and the Oregon Watershed Enhancement Board, and the Siltcoos Lake 303(d) listing situation should facilitate assistance in obtaining similar funding for Dunes City efforts.
85. The City Council finds that through the efforts of one city councilor an initial funding request has gone out to state agencies that most commonly provide the needed grants. Additionally that LCOG staff can enable the City to pursue immediate funding initiatives using these and other sources used by LCOG in the past.
86. The City Council finds that a process is underway to identify problems. Alternative ordinance concepts, examples and areas of concern have been identified, and the Council believes that 120 days provides sufficient time to prepare, hold hearings if needed, and adopt interim plans or ordinances, and related measures, necessary to meet City needs. Such efforts will lead to the adoption of comprehensive water-quality-related management procedures and practices.
87. The Dunes City Budget Committee has approved a total of \$8,500 for Ordinance compilation and revision in the July 1, 2006 to June 30 2007 fiscal year. This includes \$3,500 from the general fund and \$5,000 from planning assistance funding. The Budget Committee has also approved an allocation of \$129,000 to general operating contingencies; some part of which could be utilized in development of ordinances and regulations needed for adequate protection of the water resources of the city. Residents of the city have pledged, as an advance, an amount of \$ 3000 to begin immediate work on ordinance review and revision. This amount would be available to Dunes City by May 15, 2006 if the development moratorium is enacted, and reimbursed by July 15, 2006.
88. During the 120-day limited moratorium the City Council, in conjunction with volunteers (e.g., Water Quality Control Committee) and through current contractual arrangements with LCOG, will be able to:

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<sup>76</sup> Oregon DEQ and Oregon Department of Human Services, "Source Water Assessment Report: Alderwood Water District," (September 2001)

<sup>77</sup> "Source Water Assessment for Dunes City."

- a. Adopt and implement appropriate code changes to require higher standards for new subsurface waste disposal systems.
  - b. Identify portions of the current city code that need to be amended to incorporate best management practices regarding erosion control, storm water runoff, and vegetative stabilization during construction activities.
  - c. Fully implement “Septic System Maintenance Ordinance 173” to mitigate nutrient loading that will inevitably increase to some extent with any additional development.
  - d. Begin the application process to identify funding sources for grants to assist the city in developing a comprehensive scheme of water quality control through amendments to the Comprehensive Plan and land use regulations.
  - e. Conduct a census of key areas of the lakeshore that require erosion control and/or riparian protection.
  - f. Conduct an education outreach effort to alert citizens as to the dangers of inadequately maintained water and septic systems and improperly conducted development, along with information for immediate voluntary steps for improvement that are available.
  - g. Develop and implement a plan for cooperation and regular meetings with other governmental bodies responsible for lake quality and potential pollution sources not under the control of Dunes City.
  - h. Adopt and begin the implementation of temporary, preventive code standards for erosion and sediment control and will establish administrative mechanisms for appropriate engineering oversight to confirm compliance.
89. The City Council has assessed the resources available to the City and adopts the Proposed Timeline and Budget, Attachment A to these Findings, for meeting the objectives of the Ordinance 181.

## **CONCLUSIONS**

- 1. The City Council finds that a moratorium is not only necessary to address and mitigate the impact of new development upon water quality, but also necessary to provide the time and resources necessary to address ways to limit the continuing impact of existing development, including implementation, enforcement and refinement of septic ordinance 173, advancing the time table for compliance with same, and establishing programs of outreach to and education of existing property owners concerning the importance and methods of achieving slope stabilization,

low impact landscaping, stormwater management, limitation of riparian zone activities, and septic maintenance and upgrade. The City Council finds that without a building moratorium, it will have neither the time nor resources to make any significant progress towards these goals, as its staff and other resources will be consumed meeting statutorily mandated time tables for review and approval of new development applications.

2. The City Council finds that added development and residential use would result in actual and irrevocable damage through impacts on lake waters, groundwater, and wetlands.
3. Current ordinances governing such development and residential use are inadequate to avoid irrevocable public harm should applications for development be submitted and the uses commence.
4. The City finds that a limited moratorium is necessary to prepare and adopt interim plans and / or comprehensive regulations to prevent such impacts on important water-quality values, and to further existing efforts to secure federal and state funds for ordinance improvement.

The temporary moratorium, as already limited, is in the public interest and necessary, and that the failure to act immediately, in view of the large land development rush of completely new historical dimension for the City, would be unconscionable as well as contrary to twenty years of water-related studies, reports and recommendations from almost any agency having jurisdiction or authority in these types of matters.

5. The City Council concludes that irrevocable public harm results from impairment to important domestic drinking water and recreational water-contact sources of this magnitude, in light of the city's responsibility to protect water-related qualities and values, and prevent irreversible impact to the already special impaired status of Siltcoos Lake.
6. The City Council rejects the proposition that more human health incidents or more toxic algal blooms are necessary before a community may find a common vision to protect its most important resource: clean lake and ground waters.

## **ORDINANCE NO. 203**

### **AN ORDINANCE TO AMEND CHAPTER 157 WITHIN THE DUNES CITY CODE OF ORDINANCES ENTITLED "SEPTIC SYSTEM MAINTENANCE" AND REPEALING ORDINANCE NO. 173**

**WHEREAS**, on March 09, 2006, the City Council of Dunes City adopted Ordinance No. 173, which established Chapter 157 within the Dunes City Code of Ordinances entitled "Septic System Maintenance" and;

**WHEREAS**, the Dunes City Planning Commission and City Council have considered an amendment to Chapter 157 of the Dunes City Code; and

**WHEREAS**, the Planning Commission and the City Council wish to ensure that all onsite wastewater disposal systems, also known as sewage disposal systems or septic systems, are operated in a safe, healthful, and environmentally responsible manner; and

**WHEREAS**, proper system maintenance prevents the adverse impacts of failing systems that may result in improper discharge of sewage effluent threatening surface water, groundwater and public health, safety and welfare; and

**WHEREAS**, on August 19, 2009, as per ORS 197.610 and OAR Chapter 660, Division 18, a notice of the proposed amendment of the Dunes City Code was sent to DLCD; and

**WHEREAS**, no exceptions to applicable statewide planning goals numbers 2, 5, and 6 are proposed; and

**WHEREAS**, no exceptions to applicable Dunes City Comprehensive Plan policies B8, E1, E2, E3, E5, E6, and I10 are proposed; and

**WHEREAS**, in accordance with ORS 227.186 (Ballot Measure 56), notice of the proposed changes to Chapter 157 of the Dunes City Code was mailed to owners of real property in Dunes City on September 09, 2009, 15 days prior to the first evidentiary hearing, which was publicly announced as postponed to October 22, 2009, 28 days prior to the first evidentiary hearing; and

**WHEREAS**, the City Council is ready to consider adoption of amendments to Chapter 157 of the Dunes City Code.

### **NOW THEREFORE, THE CITY OF DUNES CITY ORDAINS AS FOLLOWS:**

**Section 1.**     Amendment to Chapter 157 within the Dunes City Code of Ordinances entitled "Septic System Maintenance"

Chapter 15, Title 15, Land Usage, of the Dunes City Code of Ordinances is amended and is attached hereto as Exhibit A to this Ordinance and included by reference herein.

**Section 2.**     Administrative Fees

The City Council may, by resolution, impose fees to cover all or a portion of the expense of implementing and administering this Ordinance.

**Section 3.**     Severability Clause

If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, that portion shall be deemed a separate, distinct, and independent provision and that holding shall not affect the validity of the remaining portions of this Ordinance.

**Section 4.**     Effective Date

This Ordinance shall take effect thirty (30) calendar days after adoption and publication of a Notice of Adoption in accordance with Dunes City law.

**Section 5.**     Repeal

The repeal of Ordinance 173 shall not affect any action occurring before the repeal takes effect. Ordinance Number 173 is hereby repealed.

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Passed at the first reading in a regular meeting of the City Council of Dunes City, Oregon on this 10th day of, December, 2009

Ayes: 4                                      Nays: 0                                      Abstain: 0                                      Absent: 2

Passed at the second reading and placed on final passage, and adopted by the City Council of Dunes City, Oregon on this 14th day of, January, 2010

Ayes: 6                                      Nays: 0                                      Abstain: 0                                      Absent: 0

**APPROVED BY THE MAYOR OF THE CITY OF DUNES CITY, OREGON, THIS 14th DAY OF, JANUARY, 2010**

[Signed copy available at City Hall]  
Eric Hauptman, Mayor

ATTEST:

[Signed copy available at City Hall]  
Amy Graham, City Recorder

**EXHIBIT A**

**Title XV: LAND USAGE**

**Chapter 157**

**Table of Contents**

**§157.0      SEPTIC SYSTEM MAINTENANCE**

**Sections:**

|          |                                   |
|----------|-----------------------------------|
| §157.005 | Definitions                       |
| §157.010 | Intent                            |
| §157.020 | Purpose                           |
| §157.030 | General Provisions                |
| §157.040 | Owners' Responsibilities          |
| §157.050 | Dunes City's Responsibilities     |
| §157.060 | Inspections Required              |
| §157.070 | System Failure and Use Violations |
| §157.080 | Business License Required         |
| §157.090 | Compliance                        |
| §157.095 | Lien Against Property             |

**CHAPTER 157**  
**SEPTIC SYSTEM MAINTENANCE**

Sections:

|          |                                   |
|----------|-----------------------------------|
| §157.005 | Definitions                       |
| §157.010 | Intent                            |
| §157.020 | Purpose                           |
| §157.030 | General Provisions                |
| §157.040 | Owners' Responsibilities          |
| §157.050 | Dunes City's Responsibilities     |
| §157.060 | Inspections Required              |
| §157.070 | System Failure and Use Violations |
| §157.080 | Business License Required         |
| §157.090 | Compliance                        |
| §157.095 | Lien Against Property             |

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**§157.005      Definitions**

The following terms used in these regulations shall have the meanings set forth below.

**Access port / cleanout port** - The opening at the top of the septic tank usually fitted with a tight fitting lid or plug that gives access to the interior of the tank for inspection and cleanout.

**Distribution box** - A watertight structure that receives septic tank or other treatment facility effluent and distributes it into one (1) or more header pipes leading to the absorption area.

**Drainfield / absorption field** - A system of absorption trenches, a seepage trench, or a system of seepage trenches.

**Effluent** - The fluid discharged from the septic tank to the drainfield.

**Inspection** - A critical examination to meet the standards of the code.

**Map** - A scale drawing of the property to include the entire septic system relative to the lot lines, outbuildings, dwellings, driveways, and parking areas. A map shall also include riparian areas, shoreland zones, and wetlands when present.

**Olfactory observation** - The possible detection of sewage odor whereby the indication of a failing septic system could be ascertained (also referred to as the smell test).

**Septic system** - The system that may be composed of piping, septic tank, distribution boxes, filters, pumps and electrical connections, components, including the drainfield, necessary to treat sewage.

**Septic tank** - A watertight receptacle that receives sewage from a sanitary drainage system and is designed to separate solids from liquids, digest organic matter during a period of detention, and allow the liquids to discharge to a second treatment unit or to a soil absorption field.

**Sewage** - Water-carried human and animal wastes, including kitchen, bath, and laundry wastes from residences, buildings, industrial establishments, or other places, together with any groundwater infiltration, surface waters, or industrial waste that may be present.

**Visual observation** - Inspection of the drainfield and surrounding area for soggy soil or unusual plant growth.

(Ord. 203, passed 12/10/09)

#### **§157.010 Intent**

It is the intent of the Dunes City Septic System Maintenance Ordinance to ensure that all onsite wastewater disposal systems, also known as sewage disposal systems or septic systems are operated in a safe, healthful and environmentally responsible manner. Proper system inspection and maintenance prevents the adverse impacts of failing systems that may result in improper discharge of sewage effluent threatening surface water, groundwater and public health, safety and welfare.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

#### **§157.020 Purpose**

The purpose of this ordinance is to establish local rules for the periodic inspection and maintenance of onsite wastewater disposal systems to determine compliance with the Lane County adopted standards for septic system evaluation or more rigorous standards adopted by the Dunes City Council.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

#### **§157.030 General Provisions**

Onsite wastewater disposal systems are subject to failure due to lack of maintenance, misuse, water infiltration, seismic activity, and other reasons. In order to minimize water quality problems from failed systems and extend the useful life of these systems, the following program has been developed to regularly inspect onsite systems, and seek effective maintenance and repair.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

## **§157.040 Owners' Responsibilities**

Owners of the buildings served by onsite wastewater disposal systems are responsible to have inspections performed at their expense by one of Dunes City's approved inspectors at the time periods specified below in §157.060. Owners are responsible for maintenance of their systems and shall notify the City in the event the inspector's report indicates a failure of the system or the owner observes a failure of a system.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

## **§157.050 Dunes City's Responsibilities**

- A. Records of individual septic systems shall be established and the City shall maintain such records.
- B. City shall maintain a register of Dunes City approved inspectors who have personal knowledge of the City's Septic System Maintenance Ordinance. The Register shall include the name of the individual inspector and the City will remove an inspector's name from the register for failure to comply with the provisions of this Ordinance including, but not limited to; 1) failure to provide inspection results to the City within fourteen (14) calendar days, or 2) providing inspection results that are deemed by the City to be incomplete or unacceptable.

- C. City shall provide forms for all inspection reports.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

## **§157.060 Inspections Required**

Periodic inspection of all onsite wastewater disposal systems within the city limits is required. The inspector shall provide an original copy of the completed inspection form and map to the City with a copy to the property owner within fourteen (14) calendar days of completion of the inspection.

- A. **Initial Inspection** - The initial inspection shall include pumping of the septic tank and mapping of the septic system. The map shall include cleanout port, access port, distribution box, and the drainfield. This initial inspection will not be required if the property owner presents satisfactory evidence that the system has been permitted and installed with a final approved inspection within the previous five years. Such evidence will become the basis for compliance with §157.060(C). The date of the final inspection will serve as a basis for a periodic inspection in 5 years.
- B. **Periodic Inspection** - Periodic inspections include the condition of the septic tank contents, such as the thickness of the scum layer and percent of solids in the tank, the absorption disposal/drainfield and its capacity to accommodate a test volume of water, pumps, filters, and other important features of the system and the preparation of a report. If a periodic inspection indicates a fully functioning system, pumping is not required unless the Inspector deems it necessary.

The Inspector shall use the City's "Septic Maintenance Record and Inspection Report" form to prepare a report of the system's current condition including the reason or reasons the inspector may have used to require pumping and submit it to the City along with a copy of the map of the system.

C. **Frequency of Inspections** - Septic systems shall be inspected at the following frequencies unless it is determined that public health or environmental conditions require more frequent inspections.

1. Every system shall be inspected at a minimum of once every five years following the initial inspection. At the discretion of the City Recorder, extensions may be granted based on individual circumstances for no longer than one year and any requests beyond one year will be at the discretion of the Council.
2. Prior to the sale or transfer of ownership of any existing property the system shall be inspected, mapped, and pumped unless an inspection, mapping, and pumping has been conducted within 5 years of the date of sale or transfer.
3. Onsite sewage disposal systems shall be inspected when the quantity or characteristics of the wastewater discharge change because of an addition to the building or a change in the building's use.
4. Commercial and institutional buildings shall have their onsite sewage disposal systems inspected on an annual basis or at other time intervals specified by the City.
5. By March of 2012, every owner shall submit to the City an inspection report, mapping, and pumping of all septic systems on their property.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

#### **§157.070 System Failure and Use Violations**

If an inspection determines that a system has failed, or is being used in violation of the Dunes City Code or Department of Environmental Quality's standards for onsite wastewater treatment systems (OAR Chapter 340, Division 71), a notice shall be sent to the property owner and to the appropriate County and State agencies. Failed systems or systems being used in violation must be repaired or decommissioned after obtaining all appropriate permits within ninety (90) calendar days of the notification date. At the discretion of the City Recorder, extensions may be granted based on individual circumstances. All systems with effluent above ground shall be declared an emergency public health hazard by the City Recorder and immediate abatement is required. The person performing the work shall provide a copy of the final inspection report to the City within fourteen (14) calendar days.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

#### **§157.080 Business License Required**

Individuals and companies that perform septic system inspections and pumping within the corporate limits of the City shall obtain a business license from the City in accordance to the

licensing procedures established by the City. An annual business license fee shall be established by the City Council.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

### **§157.090 Compliance**

Failure to inspect, pump, map, or repair in accordance with the time frames or the inspection procedures specified by this Chapter constitutes a violation of the Dunes City Code of Ordinances and shall be subject to a penalty of \$250 per calendar day by direction of the City Recorder until the property is in compliance with the requirements of this Chapter.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

### **§157.095 Lien Against Property**

A. The City Recorder shall forward to the owner and/or owner's representative (if known by the City), by registered or certified mail, a notice stating:

1. The amount of the penalty;
2. That the penalty will be assessed and turned over to a collection agency and possibly become a lien against the property unless paid within thirty (30) calendar days from the date of the notice;
3. That if the owner and/or owner's representative (if known by the City), objects to the penalty he or she may file a written notice of objection with the City Recorder not more than fourteen (14) calendar days from the date of the notice.

B. In the event that an objection is received, the Council, in the regular course of business, shall hear and determine the objections to the penalty that is assessed.

C. If the penalty is not paid within thirty (30) calendar days from the date of the notice of Council decision, the assessment of the penalty stated or determined by the Council shall be turned over to a collection agency and possibly become a lien against the property.

D. An error in the name of the owner and/or owner's representative (if known by the City), or a failure to receive the notice of the proposed assessment will not void the assessment, and it shall remain a valid collection against the property.

(Ord. 173, passed 03/09/06; Am. Ord. 203, passed 12/10/09)

**EXHIBIT B**

| CHANGES COMPARISONS ON EXHIBIT A |   |   |
|----------------------------------|---|---|
| Section Number                   | Terms Added   | Terms Removed   |
| §157.005                         | Definitions   | None  |
| §157.010                         | Inspection and  | None  |
| §157.020                         | Inspection  | Evaluation  |
| §157.030                         | Seismic activity  | None  |
|                                  | Inspect   | Evaluate  |
| §157.040                         | Responsibilities  | Responsibility  |
|                                  | Wastewater disposal   | None  |
|                                  | Inspections   | Evaluations   |
|                                  | One of Dunes City's approved  | State approved  |
|                                  | §   | Section   |
| §157.050(B)                      | Dunes City  | State   |
|                                  | Inspection  | Evaluation  |
|                                  | Fourteen (14) calendar days   | Ten days  |
|                                  | Inspection results  | Evaluations   |
|                                  | By the City to be   | None  |
| §157.050 (C)                     | (C)   | (D)   |
|                                  | None  | Informational pamphlets shall be provided at the time that the septic system owner is notified that an evaluation is due  |
|                                  | Inspection  | Evaluation  |
| §157.060                         | Inspections Required  | Evaluations Required  |
|                                  | Inspection form and map to the City   | Evaluation form to the owner  |
|                                  | Copy to the property owner  | Copy to the City  |
|                                  | Fourteen (14) calendar days of completion of the inspection   | 10 days of completion of the evaluation   |
| §157.060 (A)                     | Initial Inspection  | Initial Evaluation  |
|                                  | Initial inspection  | Initial evaluation  |
|                                  | Pumping of the septic tank and mapping of the septic system. The map shall include cleanout port,   | Mapping of the septic tank, including clean-out,  |
|                                  | This initial inspection will not be required if the property owner presents satisfactory evidence that the system has been permitted and installed with a final approved inspection within the previous five years. | However, this evaluation will not be required if the property owner presents a satisfactory map of the system and evidence that the system has been installed or pumped within the previous five years. |
|                                  | The date of the final inspection will   | None  |

**CHANGES COMPARISONS ON EXHIBIT A**

| <b>Section Number</b>   | <b>Terms Added</b>   | <b>Terms Removed</b>   |
|-------------------------|--|--|
| §157.060 (A)<br>(cont.) | serve as a basis for a periodic inspection in 5 years.   |  |
| §157.060 (B)            | Periodic Inspection  | Evaluation Standard  |
|                         | <p>Periodic inspections include the condition of the septic tank contents, such as the thickness of the scum layer and percent of solids in the tank, the absorption disposal/drainfield and its capacity to accommodate a test volume of water, pumps, filters, and other important features of the system and the preparation of a report. If a periodic inspection indicates a fully functioning system, pumping is not required unless the Inspector deems it necessary.</p> <p>The Inspector shall use the City's "Septic Maintenance Record and Inspection Report" form to prepare a report of the system's current condition including the reason or reasons the inspector may have used to require pumping and submit it to the City along with a copy of the map of the system.</p> | <p>All evaluations shall be in accordance with Dunes City standard 157.060 and shall address the following factors:</p> <p>(1) Evaluations will be accepted only from inspectors who are qualified to perform the evaluation and are registered in accordance with ORS Chapters 672 or 700 or have a current NSF International Wastewater System Inspector Accreditation or other certification approved by the Oregon Department of Environmental Quality.</p> <p>(2) The inspector shall conduct a visual and olfactory observation of the ground surface above the system and in the vicinity of the system. Offensive odor and/or surface effluent are evidences of system failure.</p> <p>(3) An examination of the following:</p> <ul style="list-style-type: none"> <li>(a) The condition of the septic tank and its contents;</li> <li>(b) The absorption/disposal field(s), drainfields;</li> <li>(c) Pumps, filters and other important features of the system; and;</li> </ul> <p>(4) Preparation of a report of the system condition and mapping of the drainfield by the inspector.</p> |

| CHANGES COMPARISONS ON EXHIBIT A |  |   |
|----------------------------------|--|---|
| Section Number                   | Terms Added  | Terms Removed   |
| §157.060 (C)                     | Frequency of Inspections   | Frequency of Evaluations  |
|                                  | Shall be inspected   | Shall be evaluated  |
| §157.060 (C) (1)                 | Shall be inspected   | Shall be evaluated  |
|                                  | Following the initial inspection   | Following the initial evaluation  |
|                                  | At the discretion of the City Recorder, extensions may be granted based on individual circumstances.   | If a building is vacant and the system is due for an evaluation, the evaluation shall be made when the building is reoccupied. Alternative systems, including sand filters systems, shall have an evaluation at time intervals specified by the permit for installation, or as recommended by the system manufacturer |
| §157.060 (C) (2)                 | The system shall be inspected  | The system shall be evaluated   |
| §157.060 (C) (3)                 | Systems shall be inspected   | Systems shall be evaluated  |
| §157.060 (C) (4)                 | Inspected on an annual basis   | Evaluated on an annual basis  |
| §157.060 (C) (5)                 | By March of 2012, every owner shall submit to the City and inspection report, mapping, and pumping of all septic systems on their property.  | Within five years from the adoption of this ordinance, every owner shall submit to the City an evaluation and mapping of all septic systems on their property.  |
| §157.070                         | System Failure and Use Violations  | System Failure  |
|                                  | If an inspection determines  | If an evaluation determines   |
|                                  | Violation of the Dunes City Code   | Violation of the Code   |
|                                  | To the property owner and to the appropriate County and State agencies   | To the property owner and also to Lane County   |
|                                  | Failed systems or systems being used in violation must be repaired or decommissioned after obtaining all appropriate permits within ninety (90) calendar days of the notification date. At the discretion of the City Recorder, extensions may be granted based on individual circumstances. All systems with effluent above ground shall be declared an emergency public health hazard by the City Recorder and | After obtaining a permit from Lane County, the failed system may be repaired by a DEQ State approved installer or the homeowner.  |

**CHANGES COMPARISONS ON EXHIBIT A**

| <b>Section Number</b> | <b>Terms Added</b>   | <b>Terms Removed</b>  |
|-----------------------|--|---|
| §157.070 (cont.)      | immediate abatement is required.   |   |
|                       | The person performing the work shall provide a copy of the final inspection report to the city within fourteen (14) calendar days.   | The person that repaired the system shall notify the City within ten days of the repair completion date.  |
| §157.080              | §157.080   | §157.085  |
|                       | Business License Required  | Approved Inspectors Responsibilities  |
|                       | None   | City approved inspectors will perform evaluations at the request of the septic system owners or the City and provide a written report including a map giving the location of the entire system to both the owner and the City.  |
|                       | Septic system inspections  | Septic system evaluations   |
|                       | Business license from the City in accordance to the licensing procedures established by the City. An annual business license fee shall be established by the City Council. | Business license from the City. An annual business license fee shall be established by the City Council. Requirements for obtaining a business license are as follows:<br><br>(A) Complete and application form.<br>(B) Pay an annual fee.<br>(C) Provide proof of liability insurance.<br>(D) Provide proof of DEQ State Approved licensing.<br>(E) Agree to the terms and conditions regarding remission of fees and reporting to the City. |
| §157.090              | Failure to inspect, pump, map, or repair in accordance with the time frames or the inspection procedures   | (A) Failure to inspect and/or map in accordance with the time frames or the evaluation procedures   |
|                       | And shall be subject to a penalty of \$250 per calendar day by direction of the City Recorder until the property is in compliance with the requirements of this Chapter.   | And shall be subject to a fine not to exceed \$250.<br><br>(B) Each calendar date on which a violation occurs constitutes a separate violation until the  |

| CHANGES COMPARISONS ON EXHIBIT A |   |   |
|----------------------------------|---|---|
| Section Number                   | Terms Added   | Terms Removed   |
| §157.090 (cont.)                 |   | property is in compliance with the requirements of this Chapter.  |
| §157.095(A)                      | The owner and/or owners representative (if known by the City)   | The owner or the person in charge of the property   |
| §157.095 (A) (1)                 | Penalty   | Fine  |
| §157.095 (A) (2)                 | That the penalty will be assessed and turned over to a collection agency and possibly become a lien against the property unless paid within thirty (30) calendar days from the date of the notice;  | That the fine will be assessed to and become a lien against the property unless paid within 30 days from the date of the notice;  |
| §157.095 (A) (3)                 | That the owner and/or owner's representative (if known by the City), objects to the penalty he or she may file a written notice of objection with the City Recorder not more than fourteen(14) calendar days from the date of the notice. | That if the owner or person in charge of the property objects to the fine he or she may file a written notice of objection with the City Recorder not more than ten days from the date of the notice.   |
| §157.095 (B)                     | In the event that an objection is received,   | At least ten days after the date of notice,   |
|                                  | Objections to the penalty that is assessed.   | Objections to the fine that is assessed.  |
| §157.095 (C)                     | If the penalty is not paid within thirty (30) calendar days from the date of notice of the Council decision, the assessment of the penalty  | If the fine is not paid within 30 days from the date of the notice, the assessment of the fine  |
|                                  | Shall be turned over to a collection agency and possibly become a lien against the property.  | Shall be made by resolution and entered in the docket of city liens, and shall constitute a lien on the property.   |
| §157.095 (D)                     | (D)   | (E)   |
|                                  | None  | The lien may be enforced in the same manner as liens for street improvements are enforced, and shall bear interest at the legal rate of interest. The interest shall commence to run from the date of the entry of the lien in the lien docket. |
|                                  | An error in the name of the owner and/or owner's representative (if known by the City)  | An error in the name of the owner or the person in charge of the property   |

| CHANGES COMPARISONS ON EXHIBIT A |  |  |
|----------------------------------|--|--|
| Section Number                   | Terms Added  | Terms Removed  |
| §157.095 (D)<br>(cont.)          | And it shall remain a valid collection against the property. | And it shall remain a valid lien against the property. |