

**CITY OF WALDPORT**  
**Comprehensive Plan**  
**INVENTORY**

**ADOPTED: 8/82•REVIEWED: 8/90•PRINTED: 1/91**

CITY OF WALDPOR  
 COMPREHENSIVE PLAN  
 INVENTORY

TABLE OF CONTENTS

	Page
Introduction.....	2
Population.....	3
Economy.....	4
Commercial and Industrial Land Needs.....	6
Housing.....	8
Public Facilities & Services.....	11
Transportation & Energy Conservation.....	14
Recreation.....	16
Urban Growth & Buildable Lands Inventory.....	18
Natural & Historic Resources.....	20
Natural Hazards.....	25
Coastal Shorelands.....	27
References.....	31
 <u>EXHIBITS (Maps)</u>	
Comprehensive Plan Map.....	32
Coastal Shorelands Inventory.....	33
Forest Lands Inventory.....	34
Geologic Hazards.....	35
Open Space, Science and Historical Areas.....	36

## INTRODUCTION

### Setting

The City of Waldport is located at the mouth of the Alsea River on the western flank of the Oregon Coast Range. The City, situated in the southern portion of Lincoln County, gains access to the Willamette Valley via Highway 34. Highway 101, the single highway linking the western coastal areas of Oregon, provides access from Waldport to points north and south.

### Climate

The climate of the City of Waldport is moist, marine and temperate. Annual precipitation ranges from 60 to 90 inches. Approximately 80% of the annual rainfall occurs between October and March. Most precipitation occurs from winter storms often lasting several days.

The average January temperature for Waldport is in the low 40's and in August the mid 50's. Low temperatures have been known to reach near 0 degrees F although highly uncommon and high temperatures seldom exceed 90 degrees F in the immediate coastal zone. Prevailing winds from the northwest are characteristic of the summer months. Winter storms and prevailing winter winds blow from the southwest. Snowfall is rare and limited to several inches along the coast while the average frost free growing season is 250 days.

### Topography

The City developed first on the south side of the Alsea Bay on the relatively flat and somewhat flood prone alluvial river terraces and beach sand formation. From the mouth of the Alsea River upstream to approximately river mile 3.5, the river cuts through marine sedimentary terrace formations representing ancient beaches. These terraces overlay older marine sedimentary formations of Alsea siltstone that show evidence of wave cut benches. The marine terraces, or ancient beaches are found, from near sea level to over 200' south of Waldport, and form the low hills and bluffs surrounding the Alsea Bay.

Severe slopes are encountered all along the bluff edge from Yaquina John Point north and east to Lint and McKinney Sloughs and following the streams south as they dissect the marine terrace.

Gentle to moderate slopes are characteristic of much of the marine terrace formation extending from the ocean beach east to Lint Creek. Much of the recent residential development in the city has occurred in this area.

POPULATION

The City of Waldport Inventory as adopted in 1982 indicated a projected high population growth through the planning period to the year 2000. The City has experienced a slower growth rate along with the other communities in Lincoln County. The estimated population and growth rate of Waldport through the 1980's is as listed in Table 1:

Table 1. Population Growth (1980 - 1989)

<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
1274	1315	1360	1530	1545	1590	1570	1610	1670	1675
<u>Percent Change</u>									
<u>80-81</u>	<u>81-82</u>	<u>82-83</u>	<u>83-84</u>	<u>84-85</u>	<u>85-86</u>	<u>86-87</u>	<u>87-88</u>	<u>88-89</u>	
3.21	3.42	12.5	.98	2.9	-1.25	2.54	3.72	.29	

\* 1980 is based on U.S. Census data, while all other years are estimates from the Center for Population Research.

In the original plan and inventory, population projections were based on the average growth rates from the Lincoln County Inventory. This resulted in the following projections.

Table 2. Original Population Projections (1982)

	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
High	1204	1759	2256	2702	3123
Low	1168	1517	1739	1947	2114

A comparison of the projections from 1982 and the estimated current population shows that the City has exceeded the low projections during 1980 and 1985, but fell below projections for 1990. In order to assure that sufficient urbanizable lands are available for continued growth, the City shall continue to use the original population projections as listed above.

The City shall evaluate and incorporate regional population and housing trends when such information becomes available from the Lincoln County Assessors Office or the U.S. Census Bureau.

## ECONOMY

The earliest white settlement of the Alsea Bay area occurred in 1860 at Devil's Bend, or what is now known as Bayview.

The land rush of the 1860's was a second "Gold Fever", initiated by President Lincoln's signing of the homestead act of 1862. Land opened for homesteading meant simply free land to those who could get to it and file the first bonafide claim with the General Land Office of the federal government. Unfortunately, the surviving native Indian population of Alsi's (Yakonen for peace), were neither presumed the owners of record nor consulted in the land transactions being accomplished at the time through the provisions of the Homestead Act.

The community of Waldport has a modern history of 100 years. David Ruble, having purchased squatters right to 40 acres of sand spit from Lint Starr in 1879, platted the first town site in what is today known as "Old Town". Ruble's intended name for the town's first post office, Fairhaven, was confused with a Colonel Wustrow's application for a post office site to be established on the north side of the Alsea Bay. Ruble's application was returned bearing both Fairhaven and Waldport. The first official Waldport postmark appeared in 1881, the post office being located in the cabin of Lint Starr, off South Mill Street with Marion Ruble serving as the first postmaster. In the same year, and in 1882 the community sponsored its first non-denominational church.

Development of the Waldport town site began in earnest with the opening of the first of several saw mills in the early 1880's. Prior to 1880, all lumber used in Alsea River and Bay Area construction was milled near the present town of Alsea and floated down river on the spring floods.

1886 marked construction of the first salmon cannery which was located on the north side of the bay. Night seining was the principal method employed in the salmon fishery. Limited cannery capacity, (all fish caught had to be processed the same day due to the lack of refrigeration) contributed to great waste of the resource, and the commercial fishery was considered depleted by 1956, a period of 70 years. The development of canneries provided important business for the early sawmills and coastal schooner shipping enterprise. The earliest recorded crossing of the Alsea Bay Bar with an export product was in 1872. The cargo aboard the "Lizzie" constructed at Tidewater, the same year, was wild cherry wood destined for San Francisco to be used in furniture manufacturing.

In 1883, only four buildings had been constructed on the Waldport townsite. However, by 1887, the first hotel was built and by the year 1900, the Alsea Port District area had

an unofficial population of nearly 600 persons, 100 or more of whom were living in the town of Waldport.

While the principal industries of early Waldport centered on the abundant timber and salmon resources of the Alsea River Basin, subsistence agriculture played an important part. Dairy farming along the floodplain of the Alsea provided many families with their only "cash crop", the cream being transported to Waldport for processing.

From the early days of development, the character of the city has gradually changed. As the salmon resource was depleted, and the seemingly inexhaustible timber resource was cut further from the city, the local economy suffered. The city has witnessed recent rapid growth, however, the population makeup has not changed. Many of the new arrivals have been drawn to the area for its scenic and small town qualities. The retirement age population group has grown all along the Oregon Coast in recent years, and this is also true of Waldport.

The creamery is gone; the canneries are gone, the mills are mostly gone and today and tomorrow's growth will be dependent on a different set of factors and circumstances. New technology, fewer workers in basic industries, increased service industries, and expansion of commercial and tourist related businesses are the current trends.

Findings contained in The Economies of Lincoln County and the Cities of Newport, Toledo, Lincoln City, Depoe Bay, Waldport and Siletz, prepared by Economic Consultants Oregon, Ltd. (ECO) in 1979, and incorporated as part of the Economic element of Lincoln County's plan indicate that Waldport's share of county employment will increase from 5% to 7% of the county total, or from 662 to 2140 by the year 2000, an increase of 1478. Most of Waldport's employment growth can be expected in the commercial, retail and services sector, along with the tourist and recreation-related area. A detailed study and analysis of Lincoln County's economy and description of County-wide economic structures and trends is provided in the ECO study. This document provides details for Waldport's Comprehensive Plan and is available at Waldport City Hall.

## COMMERCIAL AND INDUSTRIAL LAND NEEDS

The City of Waldport currently has approximately 100 acres of land zoned for commercial uses within the city limits, with an employee per acre ratio of 6.5. Much of the area zoned and used commercially is underutilized with 11 acres vacant and available; Waldport should plan for an additional 50 acres for commercial uses in the planning period. The proposed Urban Growth Boundary contains 32 acres zoned for commercial uses. The City of Waldport recognizes opportunity and need for redevelopment of portions of the city's commercial areas to provide suitable sites for Waldport's anticipated commercial land needs, including additional hotel/motel facilities and other commercial and retail businesses.

ECO forecasts for industrial growth indicate that Waldport will require 33 additional acres (net useable) of land for industrial purposes by the year 2000. To provide for future expansion, industrial users generally purchase from 50% to 75% more land than is initially needed, and additional 35% will be required to provide for street and utility rights-of-way, resulting in a gross need for 76.15 acres as the table below illustrates.

1. Net Need for Industrial Land	33 acres
2. Provision for Future Expansion	X 1.50
3. Development Utility	÷ .65
4. Total Land Requirement	=76.15

Of the 17 acres zoned for industrial uses none are currently vacant and available. Expanded industrial use in or near the downtown area would conflict with Waldport's resort, tourist-oriented character. The city of Waldport, however, recognizes the need to expand its economic base beyond the commercial, tourist related area and the limited wages it provides to area residents. The suitability of lands for industrial growth in the Waldport area is dependent on proximity to services and availability of land area compatible with adjacent uses.

The City of Waldport has designated a 160 acre parcel for industrial uses during the planning period. The parcel selected lies 1/4 mile south of the city limits and city-provided sewerage. The property is well-buffered from other urban land uses due to the extent and location of the property. Access can be provided directly from Highway 101, thus eliminating industrial traffic movement through established urban residential areas. A portion of the property is currently being used as the Waldport solid waste disposal site, and, as such, has already been removed from resource use. Nearly half of the total acreage is suitable for industrial development; the remainder, due to terrain and slope factors, is unsuitable for this purpose either now or

in the future. Zoning of the property is I-P or Planned Industrial. Only industrial and farm-forest uses are allowed within the zone, and only as industrial development occurs are lands in an I-P zone converted from natural resource use. Forest uses on the unusable portions of the property will continue indirectly and as a consequence, will not result in the loss of natural resources.

The decision to include the entire 160 acres in the Urban Growth Boundary was based upon the above considerations, the fact that the entire parcel is under a single ownership, the availability of the parcel for the proposed use, and the lack of any other similarly zoned property in South Lincoln County.



## HOUSING

Richard L. Ragatz Associates, Inc., Consultants in Housing and Community Planning have prepared a housing study for Lincoln County. Consisting of five books, it reflects housing conditions based on data from a variety of sources. The principal source is a comprehensive housing survey conducted by direct mail. All resident and non-resident home owners were surveyed. The response rate was sufficient to insure statistically valid results.

Using 1978 housing condition data from the Lincoln County Assessor's office, Ragatz Associates surveyed actual housing conditions with the following results:

Summary of Physical Condition Data  
from Lincoln County Assessors Office for All Housing Units  
(Conventional and Mobile Homes), by Urban Area, 9/78

<u>Urban Area</u>	<u>Total Housing Units</u>	<u>Sub-standard</u>	<u>Re-habitable</u>	<u>Standard</u>	<u>Percent</u>
Depoe Bay	392	72	54	266	67.9
Lincoln City	3,667	69	551	3,047	83.1
Newport	2,725	181	572	1,972	72.4
Siletz	229	13	30	186	77.8
Toledo	1,292	92	350	852	65.9
Waldport	966	51	169	746	77.2
<hr/>					
Six Areas	9,271	478	1,726	7,069	

The Ragatz Study also surveyed actual and preferred residence by housing type with the following results for Waldport:

	<u>Single Family</u>	<u>Duplex</u>	<u>Apartment</u>	<u>Condominiums</u>	<u>Mobile Homes</u>
Actual	74.4%	1.8%	6.8%	0	14.2
Preferred	85.3	.9	4.1	0	7.3

(does not total 100%; "other" housing types constitute remainder)

Rising housing costs can be expected to limit housing options for the foreseeable future. Thus, while single-family home-ownership remains the dominant housing prefer-

ence, it is likely that mobile home ownership and multi-family construction will constitute the growth area of Waldport's housing market. Construction permit activity in the State of Oregon from 1970-78 confirms this assumption; permits for single-family homes constituted 48% of the activity, multi-family homes constituted 32%, and mobile homes, 20%. (Source: Land Use Standards, p.39).

The above factors suggest a future housing mix which somewhat de-emphasizes conventional single-family construction and encourages multi-family construction and the use of the mobile homes to provide needed affordable housing. In projecting housing needs to the year 2000, therefore, the following mix has been utilized:

<u>Single Family</u>	<u>Duplex</u>	<u>Apartment</u>	<u>Mobile Homes</u>
65%	10%	10%	15%

Average household size is 1.31 persons, based on the 1980 population of 1274 and total number of dwelling units of 966. Assuming the same household size through the year 2000, a total of 2402 dwelling units will be needed by the year 2000, requiring the addition of 1436 new dwelling units to satisfy the needs of the anticipated population of 3123. Allowing a 2% vacancy rate for single-family and mobile homes, the projected need by the year 2000 will be as follows:

<u>Single Family</u>	<u>Duplex</u>	<u>Apartment</u>	<u>Mobile Homes</u>
(933+19)	(144+9)	(144+9)	(215+4)
952	153	153	219

The total need for dwelling units by the year 2000 will be 1477 dwellings. Waldport's Zoning Ordinance requires a minimum of 6,000 sq. ft. per dwelling unit in the R-1 zone. However, most lots currently platted and zoned R-1 exceed the minimum, and those areas in the Urban Growth Boundary designated for single-family use will not yield that density due to topography and need for street dedication. Therefore, an overall density of 5 dwelling unit per acre was used. In the R-3 and R-4 zones, the factor used was 16 dwelling units per acre, reflecting community preference for 2-3 story garden apartment construction. To determine acreage needed for mobile home needs, an overall density factor of 6 dwelling units per acre was used. The following table indicates the amount of land required for needed housing types:

Single Family (R-1)	- 190 acres	- 952 dwelling units
Duplex (R-2)	- 25 acres	- 153 dwelling units
Apartment (R-3, R-4)	- 9 acres	- 153 dwelling units
Mobile Homes (R-2,3,4)	- <u>35</u> acres	- <u>219</u> dwelling units
	259	1477

Double-wide mobile homes are an outright use in the R-2, R-3, R-4 zones; single-wide mobile homes are allowed in mobile home parks as a conditional use in the R-2, R-3, and R-4 zones.

## PUBLIC FACILITIES AND SERVICES

### Water Supply

The City of Waldport obtains water from North and South Weist Creek, with Eckman Creek as an alternate source. The water system's current storage capacity is 2,030,000 gallons. The water treatment facilities currently designed is capable of treating 700,000 gallons of water per day, with some minor improvements to the raw water feeding, daily water demand averages 400,000 gallons per day. Engineering estimates indicate that the system capacity is adequate to the year 2000.

### Wastewater Treatment

Waldport's current sewage treatment system began operation in 1973. Its design flow capacity is 300,000 gallons per day, estimated by DEQ in 1979 as capable of serving a population of 3,000. The City has commissioned a sewer facilities plant study to assess future needs, funded by DEQ and OCD Block Grant Results and recommendations of the study will be available late in 1991. The City plans to adopt recommendations for plant modification and system improvements and seek funding assistance in late 1991-92.

### Storm Drainage

The City of Waldport has responsibility for provision of storm water drainage on all city streets.

The City plans to correct problems caused by infiltration and inflow of the sewage system by storm drainage, upon receiving the results of the current sewer plant facilities study, later this year. Work to correct these problems is tentatively planned to begin in the summer of 1992.

### Solid Waste

Solid Waste disposal is provided in the Waldport area by Dahl Disposal on a franchise basis. The current solid waste disposal site, located in the area designated for planned-industrial use will continue to be used, subject to DEQ approval. It is expected that, upon completion of the County's proposed land-fill site, Waldport's site will be discontinued.

### Fire Protection

The Waldport Volunteer Fire Department serves the City of Waldport, and shares a mutual aid agreement with Waldport/Tidewater Rural Fire District east along the Alsea River to the Tidewater area. The department is a volunteer agency with 43 staff, 13 of whom are trained medical

technicians. A new modern firehall was built in 1987 and a new truck was purchased in 1991. City of Waldport fire class rating is 6.

#### Ambulance Service

Ambulance Service is provided by Waldport Volunteer Ambulance, with a service area encompassing the Waldport Fire District, Seal Rock Fire District and rural areas east and south.

#### Police Protection

Police protection is provided by the Waldport Police Department, staffed by a Chief and two full-time officers. The Lincoln County Sheriff has assigned two officers to the Waldport area; they serve as back-up and provide assistance to the full-time police officers when needed. The Oregon State Police provide 24 hour patrol service throughout Lincoln County primarily associated with the highway system and traffic and accident control.

#### Schools

Waldport area schools are part of the county wide district. The Lincoln County School District maintains elementary, junior high and high school facilities to serve the residents of the Waldport area.

#### Waldport Elementary

This building, on a 14 acre site, was constructed in four stages during the 1950's. The site is shared with Waldport High School, limiting both facilities, especially in the shared use of the gymnasium. The school has a student capacity of 325. With the addition of three modular classrooms the 1990-91 enrollment is 460 students in grades K-5. The current plan calls for the construction of a new high school. The District has acquired a 50 acre site to serve this need. If the School Board approves, the Kindergarten will move to the current Middle School site, creating an Early Childhood Development Center. The Middle School will move to the existing High School site. This plan will create more space in the existing Elementary School building.

#### Waldport Middle School

This facility consists of five buildings, with conditions ranging from poor to good. Before the addition of classrooms and modular classrooms the student capacity was 150 students. The 1990-91 enrollment is 248 students in grades 6-8. The current sixth grade class has an enrollment of 96, this is the largest class ever in Waldport Schools.

### Waldport High School

As indicated above, this school shares its site with Waldport Elementary. The current capacity is 275 students, the 1990-91 enrollment is 267 students in grades 9-12. The School District's plan for this facility is described above.

### Health Services

Health services are available to the community at Pacific Communities Hospital in Newport. In addition, Lincoln County Health Department schedules the following clinics: Women with Infant Children, Well Baby, and Immunization. Three physicians, three dentists, two Dr's. of Optometry, and a Chiropractor practice on a full-time basis in Waldport.

### Energy and Communication

The City of Waldport is served with electrical power by Central Lincoln PUD. Telephone communications are provided by Pioneer Telephone Cooperative. Two cable systems serve the Waldport area, Alsea River Cable and TCI.

## TRANSPORTATION

### Highway

U.S. Highway 101 runs in a north/south direction for the full length of the Oregon Coast. Highway 34 provides a connection through Waldport to the Willamette Valley.

The City of Waldport, organized as Lincoln County Road #3 has the responsibility for maintenance and construction of streets within the City limits which are dedicated for public use and are not:

- a. Part of the Oregon State Highway system;
- b. State Parks system;
- c. Port of Alsea;
- d. Roads not publicly dedicated serving private developments.

Road District #3 conforms to the area within the incorporated City. The needs for road maintenance and construction projects and a portion of the cost of street lighting are determined on an annual basis and a budget is approved by the City of Waldport.

### Rail

There is no railroad transportation from Waldport. The nearest railhead is in Toledo, and does not provide passenger service.

### Mass Transit

Greyhound Bus Lines schedules two buses running north and south within each 24 hour period. Service northbound runs through Lincoln City, McMinnville and Portland; southbound buses continue down the coast highway to California.

### Air

In Lincoln County, commercial service is limited to charters. Private aircraft can be accommodated at the Newport Airport, the Siletz Bay Airport, and Waconda Beach Airport located just south of Waldport.

### Water

The Alsea River and estuary does not have ocean bar improvements and users are limited to recreational boating and sport fishing.

### Bicycle and Pedestrian

The City of Waldport is working toward incorporating bicycle lanes on City streets. The State of Oregon has made provision for bicycle lanes on Highway 101. Commercial areas of Waldport are provided with sidewalks. Although there is generally no provision for pedestrian traffic in existing residential areas, the city is working toward this goal in the existing areas and in new developments.

### Senior Citizen Transportation

Lincoln County provides a van transportation service for senior citizens.

### Energy Conservation

In evaluating its needs and determining policies to guide its development through the planning period, the City of Waldport has consistently considered energy impacts of its decisions. For example, orderly and planned extension of public facilities and services will help to eliminate energy-wasteful sprawl. By planning for development of scenic trails connecting recreation of open space areas the City will encourage greater use of these facilities without increasing vehicular traffic and congestion. Housing policies for the City encourage the use of available weatherization and rehabilitation programs which will reduce residential energy consumption.



## RECREATION

### Existing Opportunities and Facilities

Waldport attracts both permanent residents and visitors because of the recreational opportunities offered by its location on the ocean and Alsea Bay. The economy of the area is significantly dependent upon maintenance of existing recreational opportunities, provided by both the public and private sector.

Public parks existing within the Urban Growth area of Waldport include:

1. Governor Patterson State Park - This facility consists of 10 acres along the ocean and is available for picnicking. This park lies outside the City limits within the Urban Growth Boundary.
2. Wm. P. Keady Wayside City Park - This facility is a one acre park on Alsea Bay at the mouth of the Alsea River.
3. Unimproved City Park, consisting of 15 acres. It is proposed to be developed for use as a passive community park.
4. Waldport Junior High School property provides a playfield of .22 acres and a gymnasium.
5. Waldport Elementary and High School facilities includes a developed playground of .51 acres and a 4.60 acre playfield as well as a gymnasium.
6. The Port of Alsea maintains a boat landing, moorage, and a public dock for recreational crabbing and fishing.
7. Kendall Field - Lincoln County School District property provides two baseball fields on approximately 7 acres for the recreational needs of Waldport's youth.
8. Unimproved City Park, consisting of 5.5 acres on Crestline Drive. It is proposed to be developed for use as a community park.

There are currently approximately 30 acres of land available and/or developed to meet the recreational needs of Waldport's citizens and visitors.

Because tourism/recreation is such an important element of the economic life of the community, the development of privately provided recreational facilities is encouraged by the City. Those currently available include:

1. McKinley Marina Landing and Moorage.



URBAN GROWTH

There are approximately 1500 acres within Waldport's adopted Urban Growth Boundary; 920 acres within the City limits and 580 in the unincorporated areas of the U.G.B. The total land area available for residential development within the Urban Growth Boundary is 348.8 acres; 123.76 within the city limits, and 226 acres within the Urban Growth Boundary.

The City of Waldport has completed its inventory of vacant and buildable lands. Vacant and buildable lands available for residential development within the city limits of Waldport are summarized by parcel size and zone in the following table:

<u>Zone</u>	<u>-5000</u>	<u>5000+</u>	<u>7500+</u>	<u>20,000+</u>	<u>1ac+</u>	<u>5ac+</u>	<u>10ac+</u>	<u>20ac+</u>	<u>Total</u>
R-1		11	14	9	8	20	20		82
R-2	.09	.9	1.2	.9	1			*35	39.09
R-3			.17						.17
R-4	1.5				1				2.5
R-1PD		(74 units approved)							
<hr/>									
*182 unit mobile home subdivision planned									123.76

Of the approximately 580 acres within the unincorporated areas of Waldport's Urban Growth Boundary, 226 acres are vacant, available and zoned for residential development. This land remains in large, unplatted parcels with slopes ranging from 0-25%, (according to Bulletin 81) with approximately 65% of the land or 146.9 acres determined to be buildable.

The total buildable land area available within the Waldport Urban Growth area planned and zoned for residential, commercial, industrial and public uses is summarized below:

	<u>Needed</u>	<u>Vacant, Available within City limits</u>	<u>Vacant, Available within UGB</u>
<u>Residential</u> *	259	123.76	146.9
<u>Commercial</u> **	42	11	
<u>Industrial</u> **	76.15	0	75
<u>Public</u> ***	<u>95</u>		
	472.15	<u>133.86</u>	<u>338.9</u>

- \* See Inventory, Housing
- \*\* See Inventory, Economy
- \*\*\* See Inventory, Public Facilities and Recreation

The following table indicates the amount of land vacant and zoned for needed housing types as identified in the Housing Inventory.

	<u>Total Needed</u>	<u>Total Vacant, Buildable</u>
Single Family (R-1)	190	192
Duplexes (R-2)	25	64.09
Multi-family (R-3,4)	9	14.57
Mobile Homes (R-2,3,4)	<u>35</u>	
	259 acres	<u>270.66 acres</u>
Mobile Homes (R-2,3,4)		*78.66 acres

\*This number represents the total acreage available for potential mobile home use. However, a 35 acre mobile home subdivision is being developed in an R-2 area within the city limits. Thus, the areas zoned R-2, 3 & 4 within the city limits along with those areas designated planned residential within the UGB allow sufficient acreage to satisfy the identified housing needs.

Areas within the City's Urban Growth Boundary designated for residential uses occur primarily to the south and west of the current city limits, along with a portion south and east. All of the parcels included are adjacent to urban land uses. Portions are urban in character now. Further, the productive capacity of the properties as forest land is relatively low and management of the properties for forest uses would conflict with nearby urban uses. Finally, those areas chosen for inclusion within the Urban Growth Boundary are of sufficient size to yield an adequate number of dwelling units to meet Waldport's anticipated housing needs.

## NATURAL SCENIC AND HISTORIC RESOURCES

### Forest Lands

All forest lands within the Waldport City limits and the proposed Urban Growth Boundary are of at least minimal suitability (Forest Site Class IV) for the production of commercial tree species (See Waldport Forest Lands Inventory Map). Intensive management of forest lands for commercial forest uses is not compatible in areas within the city limits or urban growth area where residential, commercial and recreational uses occur.

In determining future urban land needs, the City of Waldport has taken into consideration, among other factors, forest site-class productivity and the existence of urban uses. None of the lands within the Urban Growth Boundary are being intensively managed for commercial forestry, having been logged at a time prior to the enactment of the Oregon Forest Practices Act and the requirement for commercial species restocking. Finding that the adjacent uses of the properties are urban in character, creating unavoidable conflicts with forest harvest and management, and that lands within the City's current boundaries are insufficient to accommodate long-range population growth, the City chose to include these properties within the Urban Growth Boundary. Each of these properties proposed for urban uses will also serve to retain certain forest uses. Approximately 65% of the total land area proposed to be included within Waldport's Urban Growth Area is considered to be buildable.

That portion of the Urban Growth Boundary identified for industrial use is zoned I-P, Planned Industrial. Only industrial and farm-forest uses are allowed within the zone, and only as industrial development occurs are lands in an I-P zone converted from natural resource. Forest uses on the unusable portions of the property will continue. The unbuilt areas of the remaining lands within the Urban Growth Area will also continue to support several forest uses including open space, noise buffer, and visual separation of conflicting uses.

### Open Space

Open space serves a functional role in the overall plan for an area. Open space is not just vacant land; rather it is land which serves a specific purpose as open space. Agricultural land, forest land, parks and wildlife habitats are all examples of lands which serve a functional role as open space.

Areas currently designated for open space uses in the Waldport planning area include the Keady State Wayside (1 acre); Governor Patterson State Park (914 acres); Crestview Hills Public Golf Course (15 acres); the potential school site south of Crestview Hills Subdivision (77.35 acres); and Ocean Beach (15 acres). Community input gathered through the citizen involvement process indicates that more than adequate open space is currently reserved to meet future needs. All of the areas are designated as public open space and zoned P-F. None of the existing or planned uses in the planning area will pose conflict with these open space resources.

### Mineral and Aggregate Resources

According to the publication Environmental Geology of Lincoln County (Bulletin 81, Oregon Department of Geology and Mineral Industries), there are no known deposits of minerals or aggregate resources in the Waldport planning area.

### Energy Sources

There are no known major energy sources (e.g. hydroelectric sites, petroleum reserves) in the Waldport planning area. Due to year around wind conditions, there is some potential for individual small scale wind generation projects. Existing and anticipated uses in the planning area will pose no conflict with the development of such projects.

### Fish and Wildlife Habitats

Significant habitats in the Waldport planning area include the Alsea Bay estuary and associated wetlands and the bay shore/riparian areas. These habitat areas are all subject to the requirements of Statewide Goal 16 and/or 17. Detailed inventory information for the areas is contained in the plan section on estuarine resources and coastal shorelands.

### Ecologically and Scientifically Significant Natural Areas

According to the Oregon Natural Areas Data Summary for Lincoln County (prepared by the Nature Conservancy) there

are no ecologically or scientifically significant natural areas in the Waldport planning area.

#### Outstanding Scenic Views

In addition to being important as a recreational resource and as fish and wildlife habitat, Alsea Bay also provides outstanding scenic values. These values are important not only to the local community, but also to its many visitors from all parts of the state and nation. Many of the scenic qualities of the city and the surrounding area are associated directly or indirectly with the bay. Future use and development in the bay will be governed by the relevant Goal 16 portions of the city and county comprehensive plan. None of the existing or planned uses in the bay will conflict with the area's scenic values.

#### Water Areas, Wetlands and Groundwater Resources

The major water resource in the Waldport planning area is Alsea Bay. The bay includes important habitat for fish, wildlife and marine species as well as extensive areas of tidal wetlands.

Groundwater surveys conducted in the Waldport area have been general in nature. According to information contained in Environmental Geology of Lincoln County, no significant groundwater resources are known to exist in the planning area.

#### Wilderness Areas

No wilderness areas are present within the Waldport planning area.

#### Historic Sites and Structures

The historic heritage of the Waldport area is reflected in many of the names of local cultural and geographic features. There are a number of historic sites and buildings in the Waldport vicinity related to the history of the south county area, but according to the Statewide Inventory of Historic Sites and Buildings only one is located within the Waldport planning area. This historic structure is the Alsea Bay Bridge.

The Alsea Bay bridge replaced the Alsea Bay ferry and is one of a series of coastal bridges built in the 1930's to complete the Coast Highway (U.S. 101). The bridge was completed in June 1936. The span has a total length of 3,028 feet and forms the north entrance to the City of Waldport.

State Highway Division Engineers have deemed necessary the construction of a new bridge across the Alsea Bay, as the

current bridge is badly deteriorated and unrepairable. Construction of a new bridge began in the summer of 1987.

Replacement of the existing bridge resulted in negative social consequences of loss of the structure's historic value. However, the new bridge will be similar in structure, design and location of the existing span, which will mitigate this loss. The new structure will be completed and ready for crossing in July of 1991.

Some negative environmental consequences are expected as a result of construction activities in Alsea Bay; these consequences have been fully evaluated under Goal 16 impact assessment provisions.

#### Potential and Approved Oregon Recreation Trails

The Oregon Department of Transportation has proposed specific routes for two recreation trails in the Waldport planning area. They are the Oregon Coast Bicycle Route and the Oregon Coast Hiking Trail. Both of these trail routes utilize the existing U.S. Highway 101 right-of-way; no conflicting uses are anticipated.

#### Potential Wild and Scenic Waterways

The entire length of the Alsea River has been identified in both the State Department of Transportation Scenic Waterway Inventory and federal Wild and Scenic Waterway Program as meriting study as a potential scenic waterway. Uses currently provided for in the planning area will not conflict with future consideration of the river's scenic potential.

#### Air, Land and Water Quality

The Waldport area, like most of Lincoln County has excellent air quality. Oceanic influence, topography and favorable prevailing winds combine to maintain good ventilation. Also, the low population and absence of industrial development result in few if any air quality problems. Occasionally smoke from slash burning in the surrounding forest is noticeable, although this is a temporary and relatively rare condition.

The quality of land in terms of disposal of solid waste will be maintained through the county-wide solid waste district. Lincoln County is presently without an acceptable (per state environmental quality standards) sanitary landfill site. The county is currently exploring options for establishing a new landfill site.

Water quality in the Waldport area is generally good. Some water quality problems occur associated with seasonally extreme high and low flows (see Estuarine Resources).



There are no known existing or potential sources of noise pollution in the Waldport planning area.

## AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

Waldport is an area subject to natural disasters and hazards. These are, principally, slides, flooding (both ocean and stream), and shoreline erosion.

The Mutual Aid Planning Service contracted with RNKR Associates for the completion of a study of coastal hazards in Lincoln County, (Environmental Hazard Inventory of Coastal Lincoln County, 1978). Policies concerning building in floodplains, on steep slopes subject to sliding, and relating to setbacks from ocean front areas are contained in the plan.

Waldport participates in the National Flood Insurance Program.

### Coastal Erosion

Marine terraces occupy most of the coastal land in the Waldport area. Marine terraces parallel the beaches of Lincoln County and extend inland from the coast as much as a mile in some places. The terrace sediments and overlying old dune sands exposed in sea cliffs are subject to undercutting by storm waves, and landslides are common. The Waldport area is susceptible to erosion characterized in the RNKR study as varying from slight to moderate; severe in the sand spit area north of Alsea Bay (Bayshore).

### Landslides

Landslides occur when the forces acting upon the soil become greater than the forces holding the soil in place. This can happen in a number of ways, erosion can undermine a slope, excessive rainfall can increase the weight of the material on a slope, weathering can decrease soil strength, and human alteration of the slope can affect the balance of forces on a slope. Landslides can occur rapidly, involving large amounts of material, and cause widespread destruction to property; or they can move slowly, causing gradual changes in the land surfaces. Development of these unstable slopes should occur only after adequate geologic and engineering studies are completed for each home site. Bulletin 81 indicates that approximately 1/3 of Waldport's land area is characterized by slopes of 10-25%. Scattered pockets exceed 26%.

### Flooding

The Waldport planning area is subject to ocean and stream flooding. Stream flooding is an annual problem in Lincoln County and often occurs more than once a year, most likely during the November to February heavy precipitation period. Ocean flooding is unpredictable and may occur at any time

during the year. The common cause of flooding is wind that keeps the water piled up against the coast to produce storm waves and additive waves. Another cause of ocean flooding is the tsunami, a sea wave generated by seismic activity on the ocean floor.

#### High Groundwater

Much of Waldport is characterized by seasonable high groundwater. This refers to near-surface groundwater which can present a problem to land development and engineering construction. In areas where the water table has seasonal fluctuations, the maximum water elevations should be considered in the planning and design of engineering structures.

#### Beaches and Dunes

Much of the City of Waldport is identified by the RNKR study (and indicated on RNKR Hazard Map) as older stabilized dunes. This classification is applied to older sand dunes of any form which possess both a deep, well developed soil and moderately cemented underlying sand. Forests most commonly occur here, although natural grass areas may be found as well.

A portion of the identified area is subject to flooding. No groundwater resources are known to exist in the area. This dune type presents an attractive site for residential development and recreational activities, and in fact, most of Waldport's early residential development has occurred in this area.

## COASTAL SHORELANDS

### Lands Which Limit, Control or are Directly Affected by Hydraulic Action of Coastal Water Bodies.

The City of Waldport has identified lands which limit, control or are affected by the hydraulic action of coastal water bodies through the delineation of the 100 year floodway and flood fringe along the Alsea Bay and the HUD designated Velocity Ocean (V) flooding zone and Shallow Ocean (AO) flooding zone along the ocean shoreland. These areas are indicated on the FIRM maps published by the Federal Flood Insurance Program and on the Comprehensive Plan map as the Shoreland Boundary. The Boundary generally is defined by the flood zone as described above, and extends inland along the ocean to Highway 101 and inland from Lint Slough to include all areas of riparian vegetation.

### Shoreland Areas of Geologic Instability

Areas of geologic instability and other shoreland environmental hazards have been identified by the RNKR Associates study Environmental Hazard Inventory of Coastal Lincoln County. This study includes a text which outlines the nature and extent of coastal hazards in the planning area and also provides mapping of hazard areas at the scale of 1" = 400'.

Hazard information for shoreland areas not covered by the RNKR report is provided by DOGAMI Bulletin '81 Environmental Geology of Lincoln County.

### Areas of Exceptional Scenic and Aesthetic Quality.

Through an analysis of information from several sources, including the OCC&DC report Visual Resource Analysis of the Oregon Coastal Zone, investigations by city staff and input from local citizens and advisory groups, the following sites in the Waldport planning area have been identified as being of exceptional scenic and aesthetic quality:

1. Keady Wayside: This scenic turnout and parking area provides a view of the mouth of the Alsea Bay and access to the beach along the Highway 101 seawall.
2. Patterson State Park: This is a developed recreation area south of the existing city limits which provides day use facilities in a scenic oceanfront setting. The area also provides views of and access to a long stretch of scenic ocean beach south of Alsea Bay.

These areas are designated Open and Public on the City's Comprehensive Plan, and zoned P-F.

#### Coastal Headlands

According to the publication Visual Resource Analysis of the Oregon Coastal Zone (OCC&DC, 1974) there are no coastal headlands located within the Waldport planning area.

#### Significant Shoreland and Wetland Biological Habitats

According to information compiled for Lincoln County by Dr. D.W. Thomas (Lincoln County Shorelands Inventory, February 1982), there are no significant shoreland or wetland biological habitats in the Waldport planning area. (There are areas of estuarine and tidal wetlands, which are addressed by Goal 16 plan provisions).

#### Riparian Vegetation

Riparian vegetation is natural or semi-natural vegetation found on the bank of a river, coastal lake, creek, spring seep or other body of water, usually composed of trees and shrubs.

Riparian vegetation provides important functions in estuarine, shoreland and upland ecosystems. The functions of riparian vegetation within the larger ecosystem are many, including:

1. Fish and Wildlife Habitat: Because of a combination of available water, soil moisture, vegetation and nutrient availability, riparian vegetation provides excellent habitat for a wide variety of wildlife and enhances adjacent fish habitat.
2. Erosion Control: Vegetation is necessary to prevent erosion of stream banks and other water bodies. Root systems help stabilize soil and retain nutrients to aid in the growth of more plants.
3. Contribution to the Aquatic System: Riparian vegetation also contributes to the larger aquatic ecosystem. Where vegetation dies it may enter the aquatic food web as detritus, particulate organic material, and eventually become food for fishes.

The extent and abundance of riparian vegetation along the bay, streams, the coastline and other water bodies in the Waldport area varies in size. The width can vary from a single narrow fringe of willows or a single row of trees

along a water-way up to a width of 40-50 feet along a major river such as the Alsea.

The criteria below were developed for identifying areas of riparian vegetation as required by Goal 17:

1. Bank stabilization; riparian vegetation necessary to prevent erosion.
2. Riparian vegetation necessary to control overall water quality and water temperature.
3. Habitat values; areas adjacent to aquatic habitat which are essential for the maintenance of high species diversity in the local wildlife population.

The need for riparian protection is greatest alongside larger bodies of water or rivers with high average or seasonal flows.

For purposes of this inventory, the extent of riparian vegetation is defined as follows:

1. Fifty (50) feet landward from the line of aquatic vegetation or Mean Higher High Water (MHHW) (whichever is further landward) of Alsea Bay.
2. Fifty (50) feet landward from Ordinary High Water (OHW) of all coastal lakes.
3. Fifty (50) feet landward from Ordinary High Water (OHW) of all freshwater streams within the shorelands boundary.
4. Fifty (50) feet landward of MHHW of the Pacific Ocean.

Areas of riparian vegetation are indicated on the Coastal Shorelands inventory map, and are protected by provisions of City's Coastal Shorelands Overlay Zone.

#### Areas Necessary For Water Dependent and Water Related Uses

Shoreland areas have been inventoried to identify lands suitable and needed for water dependent and water related uses. Lands were evaluated to determine their suitability based on their proximity to navigable water, the resource capabilities of the adjacent coastal water body, the presence of suitable back up area, and the potential to provide for recreational access to coastal waters or riparian areas.

The following sites have been identified in the planning area:

1. Port of Alsea Docks: This small strip of port owned land lies adjacent to the existing recreational docks in "old town" Waldport. It provides some back up area for development in association with the port's recreational marina and dock facility, and is zoned M-P in the city's zoning map.
2. McKinley Marina Property: This is a narrow section of land which fronts on the mouth of Lint Slough. Some facilities are present in form of docks and piling, and additional aquatic area development would be appropriate, according to Goal 16 designations for this area, and the M-P zone designations.

The adjacent land area with frontage on the slough can provide needed back up area for water dependent and related marina facilities.

3. Keady Wayside: This is a small turnout area off of Highway 101 in the seawall area. It provides public access to beach along the south shore of lower Alsea Bay.
4. Governor Patterson Park: This developed state park south of the city limits provides coastal recreation opportunities and public access to a long stretch of ocean beach south of Alsea Bay.

REFERENCES

- Comprehensive Building Plan, as Amended Lincoln County School District, 1980
- Environmental Geology of Lincoln County; State of Oregon Department of Geology and Mineral Industries, 1973
- Environmental Hazard Inventory of Coastal Lincoln County, RNKR Associates
- The Economies of Lincoln County and the Cities of Newport, Toledo, Lincoln City, Depoe Bay, Waldport and Siletz; Economic Consultants of Oregon, Ltd., February 1978.
- Land Use Standards: A Method for Determining Land Needs in Urban Growth Boundaries; Western Environmental Trade Association, 1979
- Lincoln County Comprehensive Plan Inventory; Housing Element Recreation Element, 1980
- Oregon Outdoor Recreational Needs Bulletin 1977; Technical Document III, U.S. Department of Interior
- Statewide Inventory of Historic Sites and Buildings
- Status and Capacity Study - Wastewater Treatment Plant, Waldport, Oregon - Final Report. Environmental Training Consultants, Inc., September, 1982
- Visual Resource Analysis of the Oregon Coastal Zone; OCC and DC, 1974



**CITY OF WALDPORT**  
**Comprehensive Plan**  
**ESTUARY PLAN**

**ADOPTED: 1 / 83 · REVIEWED: 8 / 90 · PRINTED: 1 / 91**

**TABLE OF CONTENTS**

**ESTUARY PLAN**

	Page
I. Introduction.....	1
Review Requirements.....	4
II. Estuarine Use Standards.....	8
III. Management Unit Permitted Use Matrices....	16
IV. Plan Implementation.....	25
Review Procedure.....	25
V. Definitions.....	40

## CITY OF WALDPORST ESTUARY PLAN

## Management Plan for the Alsea Bay Estuary

## I. Introduction.

The City of Waldport, in recognizing the need to protect the unique environmental, economic, and social values of the Alsea Bay estuary and associated wetlands, herein strives to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of the Alsea Bay estuaries.

This Estuary Plan provides for appropriate uses (including preservation) with as much diversity as is consistent with the overall Oregon Estuary Classification, as well as with the biological, economic, recreational, and aesthetic benefits of the estuary. The City of Waldport, through the implementation of the Estuary Plan, shall protect the estuarine ecosystem, including its natural biological productivity, habitat, diversity, unique features and water quality.

The general priorities (from highest to lowest) for management and use of estuarine resources as implemented through the management unit designation and permissible use requirements listed below shall be:

- (1) Uses which maintain the integrity of the estuarine ecosystem;
- (2) Water-dependent uses requiring estuarine location, as consistent with the overall Oregon Estuarine Classification;
- (3) Water-related uses which do not degrade or reduce the natural estuarine resources and values;
- (4) Nondependent, nonrelated uses which do not alter, reduce or degrade estuarine resources and values.

Through the adoption in 1982 of the Lincoln County Estuary Plan, Alsea Bay Area, the City recognized the following procedures:

- (1) Identification of each estuarine area;
- (2) Description and maintenance procedures to continue the diversity of important and unique environmental, economic and social features within the Alsea estuary;
- (3) Classified the estuary into management units;
- (4) Established policies and use priorities for each management unit using the standards and procedures set forth below; and

- (5) Consideration and description of the potential cumulative impacts of the alterations and development activities envisioned. The description may be general but is based on the best available information and projections.

#### Management Units Established

Diverse resources, values, and benefits shall be maintained by the classification of management units. When classification of the estuarine areas into management units was accomplished, the following criteria were considered in addition to the inventories:

- (1) Adjacent upland characteristics and existing land uses;
- (2) Compatibility with adjacent uses;
- (3) Energy costs and benefits; and
- (4) The extent to which the limited water surface area of the estuary shall be committed to different surface areas.

The following kinds of management units are established:

- (1) Natural

Natural units are designated to assure the protection of significant fish and wildlife habitats, of continued biological productivity within the estuary, and of scientific, research, and educational needs. These shall be managed to preserve the natural resources in recognition of dynamic, natural, geological, and evolutionary processes. Such areas shall include, at a minimum, all major tracts of salt marsh, tideflats, and seagrass and algae beds.

Permissible uses in natural management units shall include the following:

- (a) undeveloped low-intensity, water-dependent recreation;
- (b) research and educational observation;
- (c) navigation aides, such as beacons and buoys;
- (d) protection of habitat, nutrient, fish, wildlife and aesthetic resources;
- (e) passive restoration measures;
- (f) dredging necessary for on-site maintenance of existing functional tidegates and associated drainage channels and bridge crossing support structures;

- (g) rip-rap for protection of uses existing as of October 7, 1977, unique natural resources, historical and archaeological values; and public facilities; and
- (h) bridge crossings.

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

- (a) aquaculture which does not involve dredge or fill or other estuarine alteration other than incidental dredging or harvest of benthic species or removable in-water structures such as stakes or racks;
- (b) communication facilities;
- (c) active restoration of fish and wildlife habitat or water quality and estuarine enhancement;
- (d) boat ramps for public use where no dredging or fill for navigational access is needed;
- (e) pipelines, cables and utility crossings, including incidental dredging necessary for their installation;
- (f) installation of tidegates in existing functional dikes;
- (g) temporary alterations;
- (h) bridge crossing support structures and dredging necessary for their installation.

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

## (2) Conservation

Conservation units are designated for long-term uses of renewable resources that do not require major alteration of the estuary, except for the purpose of restoration. These areas shall be managed to conserve the natural resources and benefits. These shall include areas needed for maintenance and enhancement of biological productivity, recreational and aesthetic uses, and aquaculture. They include tracts of significant habitat smaller or of less biological importance than those in (1) above, and recreational or commercial oyster and clam beds not included in (1) above. Areas that are

partially altered and adjacent to existing development of moderate intensity which do not possess the resource characteristics of natural or development units are also included in this classification.

Permissible uses in conservation management units shall be all uses listed in (1) above except temporary alterations.

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

- (a) high-intensity water dependent recreation, including boat ramps, marinas and new dredging for boat ramps and marinas;
- (b) minor navigational improvements;
- (c) mining and mineral resources, including dredging necessary for mineral extraction;
- (d) other water dependent uses requiring occupation of water surface area by means other than dredge or fill;
- (e) aquaculture requiring dredge or fill or other alteration of the estuary;
- (f) active restoration for purposes other than those listed in 1 (d);
- (g) temporary alterations.

A use or activity is consistent with the resource capabilities of the area when either the impacts of the use on estuarine species, habitats, biological productivity, and water quality are not significant or that the resources of the area are able to assimilate the use and activity and their effects and continue to function in a manner which conserves long-term renewable resources, natural biological productivity, recreational and aesthetic values and aquaculture.

#### REVIEW REQUIREMENTS

- (1) As addressed specifically in this Plan, actions which would potentially alter the estuarine ecosystem shall be preceded by a clear presentation of the impacts of the proposed alteration. Such activities include dredging, fill, in-water structures, riprap, application of pesticides and herbicides, water intake or withdrawal and effluent discharge, and other activities which could affect the estuary's physical processes or biological resources.

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

- (a) The type and extent of alterations expected;
  - (b) The type of resource(s) affected;
  - (c) The expected extent of impacts of the proposed alteration on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, navigation and other existing and potential uses of the estuary; and
  - (d) The methods which could be employed to avoid or minimize adverse impacts.
- (2) Dredging or and/or filling shall be allowed only:
- (a) If required for navigation or other water-dependent uses that require an estuarine location or if specifically allowed by the applicable management unit requirements of this goal; and
  - (b) if a need (i.e., a substantial public benefit) is demonstrated and the use or alteration does not unreasonably interfere with public trust rights; and
  - (c) if no feasible alternative upland locations exist; and
  - (d) if adverse impacts are minimized.

Other uses and activities which could alter the estuary shall only be allowed if the requirements in (b), (c), and (d) are met.

- (3) In the event that State and federal agencies review, revise, and implement their plans, actions, and management authorities to maintain water quality and minimize man-induced sedimentation in the Alsea Bay estuary, the City shall recognize these authorities in managing lands rather than developing new or duplicatory management techniques or controls.

Existing programs which shall be utilized include:

- (a) The Oregon Forest Practices Act and Administrative Rules, for the forest lands as defined in ORS 527.610--527.730 and 527.990 and the Forest Lands Goal;
- (b) The programs of the Soil and Water Conservation Commission and local districts and the Soil Conservation Service, for Agricultural Lands Goal;
- (c) The nonpoint source discharge water quality program administered by the Department of Environmental Quality under Section 208 of the Federal Water Quality Act as amended in 1972 (PL 92-500); and
- (d) The Fill and Removal Permit Program administered by the Division of State Lands under ORS 541.605 - 541.665.

- (4) The City recognizes and supports that the State Water Policy Review Board, assisted by the staff of the Oregon Department of Fish and Wildlife, the Oregon Department of Environmental Quality, the Division of State Lands, and the U.S. Geological Survey, are considering establishment of minimum fresh-water flow rates and standards so that resources and uses of the estuary, including navigation, fish and wildlife characteristics, and recreation, will be maintained.
- (5) When dredge or fill activities are permitted in intertidal or tidal marsh areas, their effects shall be mitigated by creation, restoration or enhancement of another area to ensure that the integrity of the estuarine ecosystem is maintained. This Estuary Plan designates and protects specific sites for mitigation which generally correspond to the types and quantity of intertidal area proposed for dredging or filling, or has made findings demonstrating that it is not possible to do so.
- (6) Local, state and federal agencies shall develop comprehensive programs, including specific sites and procedures for disposal and stockpiling of dredged materials. These programs shall encourage the disposal of dredged material in uplands or ocean waters, and shall permit disposal in estuary waters only where such disposal will clearly be consistent with the objectives of this goal and state and federal law. Dredged material shall not be disposed in intertidal or tidal marsh estuarine areas unless part of an approved fill project.
- (7) The City of Waldport, local government and state and federal agencies shall act to restrict the proliferation of individual single-purpose docks and piers by encouraging community facilities common to several uses and interest. The size and shape of a dock or pier shall be limited to that required for the intended use. Alternatives to docks and piers, such as mooring buoys, dryland storage, and launching ramps shall be investigated and considered as allowed by this plan.
- (8) State and federal agencies shall assist the City in identifying areas for restoration. Restoration is appropriate in areas where activities have adversely affected some aspect of the estuarine system, and where it would contribute to a greater achievement of the objective of this goal. Appropriate sites include areas of heavy erosion or sedimentation, degraded fish and wildlife habitat, anadromous fish spawning areas, abandoned diked estuarine marsh areas, and areas where water quality restricts the use of the estuarine waters for fish and shellfish harvest and production, or for human recreation.
- (9) State agencies with planning, permit, or review authorities affected by this goal shall review their procedures and standards to assure that the objectives and requirements of this plan, local and other State agency plans are fully addressed. The City recognizes that in estuarine areas the following authorities are of special concern:



Division of State Lands	Fill and Removal Law	ORS 541.605- 541.665
	Mineral Resources	ORS 273.551; ORS 273.775- 273.780
	Submersible and Submerged Lands	ORS 274.005- 274.940
Economic Development Department	Ports Planning	ORS 777.835
Water Resources Department	Appropriation of Water	ORS 537.010- 537-990
		ORS 543.010- 543.620
Department of Geology and Mineral Industries	Mineral Extration Oil and Gas Drilling	ORS 520.005- 520.095
Department of Forestry	Forest Practices Act	ORS 527.610- 527.730
Department of Energy	Regulations of Thermal Power and Nuclear Installation	ORS 469.300- 469.570
Department of Environmental Quality	Water Quality	ORS 468.700- 468.775
	Sewage Treatment & Disposal Systems	ORS 454.010- 454.755

## II. ESTUARINE USE STANDARDS

The following standards will be applied to all new uses and activities in the Alsea Bay estuary. All estuarine uses that involve dredging, fill, structures, shoreline stabilization (except vegetative) or other alteration waterward of (MHHW) \* or the line of non-aquatic vegetation are currently regulated either at the state level (State Removal/Fill Law, ORS 541.695), federal level (Section 10 of the Rivers and Harbors Act and Section 404 of the Clean Water Act) or both. Certain other uses such as energy facility siting, aquaculture, and exploration for oil, gas, or geothermal energy are further regulated by additional state or federal permits. To minimize duplication of local, state, and federal permits, the estuarine use standards will be applied through local review of the appropriate state and/or federal permits. In addition to the standards set forth herein, all uses and activities must further comply with applicable state and federal regulations governing water quality, resource protection, and public health and safety.

In reviewing proposals for uses in the estuary, the following criteria shall be addressed prior to any approvals or permits being issued by the City of Waldport:

### Aquaculture:

1. All structures located in conjunction with aquaculture operations shall be subject to the standards set forth in this plan for structures.
2. Water diversion structures or manmade spawning channels shall be constructed so as to maintain minimum required stream flows for aquatic life in the adjacent streams.
3. The potential impacts of introducing a new fish or shellfish species (or race within a species) shall be carefully evaluated in light of existing aquatic life and potential fish and shellfish production in the stream, estuary and ocean.
4. Aquaculture facilities shall be located far enough from any sanitary sewer outfalls to prevent any potential health hazard.

### Dikes:

1. Existing functional dikes and tide gates may be maintained and repaired as necessary to fulfill their purpose as flood control structures.
2. New dikes in estuarine areas shall be allowed only:
  - a. As part of an approved fill project; subject to the standards for fill; and
  - b. If appropriate mitigation is undertaken in accordance with all relevant state and federal standards.

\* Mean Higher High Water: The average of the higher waters over a 19-year period.

3. Dikes constructed to retain fill materials shall be considered fill and are subject to standards for fill.
4. The outside face of new dikes shall be protected by approved shoreline stabilization procedures.

Dredging:

1. All dredging in the estuary shall be conditioned upon demonstration that it will be conducted in such a manner so as to minimize:
  - a. Adverse short term effects such as pollutant release, dissolved oxygen depletion and disturbance of important biological communities.
  - b. Adverse long term effects such as loss of fish habitat and tidelands, loss of flushing capacity, destabilization of bottom sediments, and biologically harmful changes in circulation patterns.
  - c. Removal of material in wetland and productive shallow submerged lands.
2. Dredging shall be permitted only:
  - a. For navigation or navigational access; or
  - b. In conjunction with a permitted or conditionally permitted water dependent use; or
  - c. As part of an approved restoration project; or
  - d. For mining or mineral extraction as provided for in the Mining and Mineral Extraction Standards; or
  - e. For an approved public use, such as bridge crossings, submerged utility crossings, etc.
3. The City of Waldport shall rely on the Division of State Lands to administer the provisions of ORS Ch. 541 requiring the mitigation of adverse impacts in dredging in intertidal and tidal marsh areas.

Dredged Material Disposal:

1. Disposal of dredged materials should occur on the smallest possible land area in order to minimize the quantity of land that is disturbed. Clearing of land should occur in stages on an as needed basis.

2. Dikes surrounding disposal sites shall be well constructed and large enough to encourage proper "ponding" and to prevent the return of suspended sediments into the estuary.
3. The timing of disposal activities shall be coordinated with the Department of Environmental Quality and the Department of Fish and Wildlife to ensure adequate protection of biologically important elements such as fish runs, spawning activity, etc. In general, disposal should occur during periods of adequate river flow to aid flushing of suspended sediments.
4. Disposal sites which will receive materials with toxic characteristics shall be designated to include secondary cells in order to achieve good quality effluent. Discharge from the sites should be monitored to ensure adequate cell structures have been constructed and are functioning properly.
5. Revegetation of disposal sites shall occur as soon as is practicable in order to stabilize the site and retard wind erosion.
6. Outfalls from dredged material disposal sites shall be located and designed so as to minimize adverse impacts on aquatic life and habitats and water quality.
7. General priorities for dredged material disposal sites shall be (in order of preference):
  - a. Upland or approved fill project sites
  - b. Approved offshore disposal sites
  - c. Aquatic areas

The Lincoln County Dredge Material Disposal Plan shall be consulted for information concerning specific disposal sites and further policy recommendations.

Excavation:

1. Creation of new estuarine surface area shall be allowed only for navigation, other water dependent use, or restoration.
2. All excavation projects shall be designed and located so as to minimize adverse impacts on aquatic life and habitats, flushing and circulation characteristics, erosion and accretion patterns, navigation and recreation.
3. Excavation of as much as is practical of the new water body shall be completed before it is connected to the estuary.
4. In the design of excavation projects, provision of public access to the estuary shall be encouraged to the extent compatible with the proposed use.

Fill:

1. Fill shall be permitted only in conjunction with a water dependent use which requires an estuarine location and for which no feasible alternatives (e.g., construction on piling) or uplands locations exist.
2. All fill projects shall be designed and placed so as to minimize adverse impacts on aquatic life and habitats, flushing and circulation characteristics, erosion and accretion patterns, navigation and recreation.
3. Fill materials which could create water quality problems or which will rapidly deteriorate are not permitted.
4. When available from an authorized dredging project, dredged materials shall be preferred over upland materials for approved fill projects.
5. As an integral part of the fill process, new fills placed in the estuary shall be protected by approved methods of bank stabilization to prevent erosion.
6. Local governments shall rely on the Division of State Lands to administer the provisions of ORS Ch. 541 requiring the mitigation of adverse impacts of filling in intertidal or tidal marsh areas.
7. In the design of fill projects, provision of public access to the estuary shall be encouraged to the extent compatible with the proposed use.
8. An application for fill shall be accompanied by the impact report as submitted to the Division of State Lands, Corps of Engineers, or other regulatory agencies involved.

Marina and Port Facilities:

1. All structures, fills, dredging or shoreline stabilization measures undertaken in conjunction with marina or port facility development must comply with applicable standards set forth in this plan.
2. Provision must be made in the design of marina and port facilities to ensure adequate flushing for the maintenance of water quality.
3. Open moorage shall be preferred over covered or enclosed moorage except for repair or construction facilities.
4. Multi-purpose and cooperative use of moorage, parking, cargo handling and storage facilities shall be encouraged.

5. In the development of new port marina facilities, maximum feasible public access shall be encouraged, consistent with security and safety requirements.

Mineral and Aggregate Extraction:

1. All mineral and aggregate removal projects shall be conducted in such a manner so as to minimize:
  - a. Adverse short term effects such as pollutant release, dissolved oxygen depletion, excessive turbidity, and disturbance of important biological communities.
  - b. Adverse long term effects such as loss habitat and tidelands, loss of flushing capacity, destabilization of bottom sediments and biologically harmful changes in circulation patterns.
2. Removal of aggregate materials from the estuary shall be allowed only after a clear demonstration that comparable materials are not available from local upland sources.
3. Unless part of an approved fill project, spoils and stockpiles shall be placed beyond the reach of high water and in such a manner that sediment will not enter or return to the waterway.
4. Riparian vegetation shall be retained to the optimum degree possible. Disturbed shoreline areas shall be revegetated.

Outfalls:

1. As applicable, the standards for dredging, shoreline stabilization and placement of structures as set forth in this plan must be complied with in the installation of outfalls.
2. Outfalls shall not be allowed in poorly flushed areas of the estuary.

Restoration:

1. Restoration in areas designated for development shall be undertaken only if it is likely that the project will not conflict with or be destroyed by existing or subsequent development.
2. All restoration projects shall be designed so as to minimize adverse impacts on aquatic life and habitats, flushing and circulation characteristics, erosion and accretion patterns, navigation and recreation.

Shoreline Stabilization:

1. Shoreline stabilization procedures shall be confined to those areas where:
  - a. Active erosion is occurring which threatens existing uses or structures; or
  - b. New development or redevelopment of water dependent or water related uses requires protection for maintaining the integrity of upland structures or facilities.
2. The following, in order, are the preferred methods of shoreline stabilization:
  - a. Vegetative or other non structural.
  - b. Vegetated rip rap.
  - c. Unvegetated rip rap.
  - d. Bulkheads

Structural shoreline stabilization methods shall be permitted only where a higher priority method is not feasible. All applications for shoreline stabilization shall be accompanied by a review of other measures and the factual base which demonstrates why a less intensive solution is not feasible.

3. Materials to be used must be clean and of a non-erodable quality that will allow long term stability and minimize maintenance. Materials which could create water quality problems or which will rapidly deteriorate are not permitted.
4. Minor modification of the bankline profile may be permitted on a case-by-case basis. These alterations shall not be for the purpose of gaining additional upland area.
5. Shoreline stabilization structures shall be designed and located so as to minimize adverse impacts on aquatic life and habitat, circulation and flushing characteristics, and patterns of erosion and accretion. This shall be demonstrated by an impact analysis prepared by professionals of the pertinent fields.
6. The use of bulkheads shall be limited to "conservation" management units.

Structures:

All constructed, manmade facilities, fixed or floating, which extend into the estuary are considered structures.

Structures do not include log rafts or new land created from submerged or submersible lands (see fill.)

Structural types include: Docks, Piers, Wharfs, Piling, Dolphins, Jetties, Groins, Pile Dikes and Breakwaters.

1. The siting and design of all structures shall be chosen to minimize adverse impacts on aquatic life and habitats, flushing and circulation characteristics and patterns of erosion and accretion.
2. Materials to be used for structures shall be clean and durable so as to allow long-term stability and minimize maintenance. Materials which could create water quality problems or which will rapidly deteriorate are not permitted.
3. The development of structures shall be evaluated to determine potential conflicts with established water uses (e.g., navigation, recreation, aquaculture, etc.). Such conflicts shall be minimized to the extent feasible.
4. Occupation of estuarine surface area by structures shall be limited to the minimum area practical to accomplish the proposed use.
5. Where feasible, breakwaters of the floating type shall be preferred over those of solid construction.
6. Floating structures shall not be permitted in areas where they would regularly contact the bottom at low water (i.e., shall be located waterward of Mean Lower Low Water). Exceptions may be granted for structures of limited area which are necessary as part of an overall approved project where grounding would not have significant adverse impacts.
7. Individual single purpose docks and piers for recreational and residential uses shall be permitted only when it has been demonstrated that there are no practical alternatives (e.g., mooring buoys, dry land storage, etc.). Community facilities or other structures common to several uses are encouraged at appropriate locations.
8. Piers, docks and similar facilities for individual recreational or residential uses shall meet each of the following requirements:
  - a. No dock, pier or similar facility shall extend into any watercourse more than 25' beyond MLLW unless it can be demonstrated that additional extension is essential to accomplish the intended purpose of the structure.
  - b. No dock, pier or similar facility shall extend into any watercourse more than 5% of the width thereof (as measured perpendicular from MLLW on one side of the watercourse to MLLW on the opposite side) unless it can be shown that additional



extension is essential to accomplish the intended purpose of the structure.

9. Docks and similar facilities shall have the long dimension running parallel to the channel unless future development will result in pier construction or moorages being connected, necessitating facility design perpendicular to the channel.

#### Submerged Crossings:

1. Trenching or other bottom disturbance undertaken in conjunction with installation of a submerged crossing shall conform to the standards for dredging as set forth in this plan.
2. Submerged crossing shall be designed and located so as to eliminate interference with present or future navigational activities.
3. Submerged crossings shall be designed and located so as to ensure sufficient burial or water depth to avoid damage to the crossing.

#### Temporary Alterations

The provision for temporary alterations is intended to allow minor alterations to areas and resources that this plan otherwise requires to preserve or conserve. This allowance is limited to alterations in support of existing or proposed uses authorized by this plan, and does not allow temporary uses which are not otherwise permitted.

Applications for consideration of a Temporary Use in the estuary shall demonstrate:

1. That the short-term impacts to resource values is consistent with the capabilities of the area to absorb the impacts; and
2. That the area and affected resources can and will be restored to their original condition.

#### Water Handling of Logs:

1. Water handling of logs shall not be conducted in management units within the jurisdiction of the City of Waldport.

## III. MANAGEMENT UNIT PERMITTED USE MATRICES

PERMITTED USE DEFINITIONS

In addition to the management unit classification, each management unit is more explicitly defined in terms of permitted uses and activities by means of a permitted use matrix. The matrix for each unit lists uses and activities and categorizes them as follows:

Permitted with Standards (P):

Permitted as consistent with the management objective of the classification. Permitted uses must conform to the Estuarine Use Standards set forth in the plan and also to any policies specific to the individual management unit.

Conditional (C)

Permitted only after a case review of the proposed use and issuance of a local conditional use permit (in addition to relevant state and federal permits). A conditional use shall be permitted provided that:

- a. it is compatible with the management objective and policies of the management classification
- b. it complies with the applicable Estuarine Use Standards set forth in this plan
- c. it complies with the objective and policies of the individual management unit
- d. it is consistent with the resource capabilities of the area
- e. the cumulative impacts of the proposed use have been considered.

Not Allowed (N):

Not permitted. Activity or use can only be allowed upon adoption of a plan amendment by the governing body.

The following management units of the Alsea Estuary are adjacent to the City of Waldport Planning Area. The City recognizes that the Lincoln County Estuary Plan impacts these areas as a common jurisdiction. The City, in accordance with the Comprehensive Plan, shall notify Lincoln County regarding potential impacts on the estuary from alterations.

#### MANAGEMENT UNIT 1 - ALSEA

##### Description

Management unit 1 consists of the subtidal area between the mouth of the river and the PUD power line crossing at Waldport. This unit is predominantly marine in character, with high current velocities and high salinities. Substrates are mostly large grained sands, and no major seagrass or algal beds are present. Alterations are limited to the Highway 101 bridge footings and the power line support poles. This unit is heavily used for sport angling, crabbing and recreational boating.

##### Classification: Conservation

This unit is classified conservation in order to manage for long time uses of renewable resources.

##### Resource Capability

Unit 1 is a portion of the marine subsystem of Alsea Bay. Ocean waters and strong tidal currents dominate, and habitats are influenced primarily by the proximity to the ocean. Sand substrates in this area provide important feeding and rearing areas for fish and invertebrates, though this unit does not include the critical rock shore and intertidal habitats of the marine subsystem. The nature of this high energy environment is such that minor structural alterations such as piling or minor bridge maintenance will not have substantial impacts on the biota of the area. More extensive alterations such as mining or construction of new bridge crossings should be reviewed for consistency with the resource capability of the area.

##### Management Objective

Management unit 1 shall be managed to conserve natural resources and provide for uses requiring only minor alterations.

##### Special Policies

1. Bridge crossing construction will be permitted only for maintenance or replacement of the existing Highway 101 crossing.
-



## MANAGEMENT UNIT 2 - ALSEA

### Description

Management unit 2 includes the narrow intertidal area along the north shore of the estuary from the mouth east to the PUD power line crossing. This unit contains tracts of intertidal flats and also an intertidal rock shore which supports major growths of seagrass and algae. Use in this area is limited to recreational boating, angling, and crabbing during high tide. The only alterations present are the small channel which has been excavated into the Bayshore development, a small area of stabilized shoreline on the inside of the Bayshore spit and a boat ramp which at present is not servicable.

### Classification: Natural

This area contains major tracts of intertidal flats and seagrass and algae beds.

### Resource Capability

Unit 2 is a high sensitive area of intertidal habitats, including a relatively scarce rock shore habitat northeast of the U.S. Highway 101 bridge. Because of the importance of this area, alterations which would degrade intertidal habitats through fill, sedimentation, scouring or excessive reduction of light should not be permitted. Proposed alterations should be reviewed for consistency with the resource capability of this area. According to ODFW management recommendations for the Alsea estuary, work necessary to repair and maintain the county boat ramp on the Alsea spit would be consistent with the resource capabilities of the area, and should be permitted in accordance with other relevant standards.

### Management Objective

Management unit 2 shall be managed to preserve the intertidal flats, seagrass and algal beds which are present within the unit.

### Special Policies

1. Alterations undertaken in conjunction with boat launching facilities shall be limited to those necessary to refurbish and maintain the existing county boat ramp.
2. Bridge crossing construction will be permitted only for maintenance or replacement of the existing Highway 101 crossing.



## MANAGEMENT UNIT 3 - ALSEA

### Description

Management unit 3 consists of the intertidal flat along the south shore of the estuary from the mouth up to and including the Port of Alsea Docks. This is a major tract of tideflat with a predominantly sand substrate. A small algal bed occurs within this unit on the bedrock shore area near the mouth of the estuary. This south shore area is an important fish spawning and nursery area. Only minor recreation use is present on the sand flats near the Highway 101 bridge, but the south shore of this unit near the mouth is heavily used by bank and boat anglers and also by recreational crabbers. Bridge footings and a seawall along the lower portion of this unit are the only alterations present.

Classification: Natural

This area contains major tracts of intertidal flats and is classified natural in order to preserve important resource values.

### Resource Capability

Unit 3 includes a large intertidal flat and an important area of fish habitat along the south shore of the estuary. Management recommendations by ODFW indicate that this south shore area should remain free of alterations which would degrade intertidal habitats through fill, sedimentation, scouring or excessive reduction of light. Alterations with potential for these or similar impacts should be reviewed to assure consistency with the resource capability of this area.

### Management Objective

Management unit 3 shall be managed to preserve and protect natural resources and values.

### Special Policies

1. Overhead crossings shall be placed on Highway 101 bridge whenever practical.
2. Bridge crossing construction shall be permitted only for maintenance or replacement of the existing Highway 101 crossings.





## MANAGEMENT UNIT 4 - ALSEA

### Description

Management unit 4 is Lint Slough, between the impounding structure and the Highway 34 crossing. This is an area of intertidal mud flats and low salt marsh. These important wetlands are minimally altered and receive only minor recreational use.

### Classification: Natural

This area is a major wetland tract and is classified natural to manage for the preservation of important resources.

### Resource Capability

According to recommendations by both ODFW (Management Recommendations for the Alsea Estuary, 1979) and the Corps of Engineers (Alsea Wetlands Review, 1976), Lint Slough is considered to be an important and productive wetland area and should be protected accordingly through the prohibition of major alterations such as dredge, fill or large structural alterations. Minor structural alterations may be permitted, but should be reviewed individually to assure that they do not impede tidal circulation or permanently disrupt intertidal or tidal marsh habitats.

### Management Objective

Management unit 4 shall be managed to preserve and protect natural values.

### Special Policies

1. Bridge crossing construction will be permitted only for maintenance or replacement of the existing crossing.
-



## MANAGEMENT UNIT 5 - ALSEA

### Description

Management unit 5 includes all of the intertidal flats north of the main river channel and east of the PUD power line crossing. It also includes the north channel and the tidal marsh areas north of the main channel up to river mile 5.7. This unit is a natural resource area of major importance. This unit displays great diversity of habitats, with extensive tracts of intertidal flats, important eelgrass and algal beds and major tracts of high salt marsh. Uses in the area are limited primarily to some minor recreational activity, with some grazing use of high salt marsh areas.

### Classification: Natural

This unit contains major tracts of both intertidal flats and tidal marsh and is classified natural to manage for the preservation of natural resource values.

### Resource Capability

This large area contains a great diversity of habitats and resource values, including the estuary's largest tracts of tidal marsh and intertidal flats. This unit is the transition zone between salt and fresh waters; the extensive flats are where most of the fine-grained river borne sediments are deposited. Because of the variety of important values in this area, alterations should be individually reviewed to assure that they are consistent with the resource capability of the area. According to ODFW recommendations, the dike across the north channel hinders passage of anadromous fish and retards flushing, resulting in low dissolved oxygen levels in the area. The breaching or removal of this dike is recommended by ODFW as a restoration action consistent with the resource capabilities of this area.

### Management Objective

Management unit 5 shall be managed to preserve and protect natural resources and values.



## MANAGEMENT UNIT 6 - ALSEA

### Description

Management unit 6 includes all of the sub-tidal area south of management unit 5 between the port docks at Waldport and river mile 5.7. This area receives heavy recreational use. Shoreline alteration and development for these uses along the south shore includes the port facilities at Waldport, the small boat basin at the mouth of Lint Slough, several commercial marinas above Eckman Lake and numerous private docks and piers.

### Classification: Conservation

This is a partially altered area and is designated conservation in order to provide for water dependent uses consistent levels of development.

### Resource Capability

Unit 6 includes a portion of the bay subsystem along the southern shore of the estuary where habitats, according to ODFW, "have been drastically modified." ODFW recommendations indicate that development where pilings, docks and other alterations exist would be encouraged as consistent with the resource capabilities of this area. Those portions of the south shore included in unit 6 are previously altered areas. Uses similar to existing uses in the area, including water dependent commercial activities not requiring fill, should be permitted in accordance with ODFW recommendations.

### Management Objective

Management unit 6 shall be managed to provide for water dependent recreational opportunities and development, consistent with the conservation of natural resources.

### Special Policies

1. Bridge crossing construction levels shall be limited to maintenance or replacement of the existing crossing at Lint Slough.



## MANAGEMENT UNIT 7 - ALSEA

### Description

Management unit 7 consists of McKinney Slough and the intertidal algal beds immediately west of the slough mouth. This is an important wetland area of intertidal mud flats, high and low salt marsh and a small algal bed. Uses in this area are limited to some minor recreational activity. This unit is essentially unaltered, with the exception of the bridge crossing structure near the head of McKinney Slough.

### Classification: Natural

This area is a major tract of wetlands and is designated natural to provide for natural resource protection.

### Resource Capability

McKinney Slough is labeled as "wetlands of importance" by the Alsea Wetlands Review (USACE). Likewise, ODFW recommends that the area should be retained in its present state. In order to limit alterations to those which do not result in permanent disturbance or destruction of wetland values, proposals should be evaluated individually to assure that activities are consistent with the resource capabilities of the area. Bridge maintenance or construction activities have occurred in this area in conjunction with the Highway 34 crossing. If future maintenance or construction requires the replacement of piling or dolphins, such activity will be permitted as consistent with the area's resource capability, providing it does not substantially impede tidal circulation (as required by Estuarine Use Standards).

### Management Objective

Management unit 7 shall be managed to preserve and protect natural resources and values.

### Special Policies

1. Bridge crossing construction will be permitted only for maintenance or replacement of the existing crossing.





## MANAGEMENT UNIT 8 - ALSEA

### Description

Management unit 8 includes all the intertidal flat and tidal marsh area at the mouth of Eckman Lake. This is a wetland area of major importance. Uses in the area are limited to some minor recreational activity. Some filling of marsh areas has occurred at the eastern end of this unit, but these are relatively minor alterations.

### Classification: Natural

This unit is a major tract of tidal marsh and is designated natural to provide for natural resource protection.

### Resource Capability

Management unit 8 includes the remaining unaltered tracts of intertidal flats and tidal marsh along the south shore of the bay subsystem. This important resource area is identified by the USACE as "wetlands of importance" where applications for major alterations such as dredge, fill or pier construction would normally be denied. Because of this area's important resource characteristics, alterations should be limited to low intensity activities which do not degrade the wetland values of the area. Such proposals should be evaluated individually to determine consistency with the resource capability of the area.

Eckman Lake has been identified as a potential estuarine restoration site. Because of the size and complexity of a restoration project involving Eckman Lake and the potential for adverse impacts on other estuarine habitats, restoration activities should be reviewed for consistency with this area's resource capability.

### Management Objective

Management unit 8 shall be managed to preserve and protect natural resources and values.

### Special Policies

1. Bridge crossing construction shall be permitted only for maintenance or replacement of the existing crossing at Eckman Lake.



#### IV. PLAN IMPLEMENTATION

The Waldport Estuary Management Plan will be implemented at the local level by the City through its Comprehensive Plan and Development Code, and through these plans it will be incorporated into the State of Oregon Coastal Zone Management Program.

For certain requirements of Statewide Planning Goal 16, no explicit implementing measures or standards are included in the management plan. The City shall rely on certain state and federal regulatory authorities and programs to meet these requirements. (These programs and the goal requirements they fulfill are described in the following section on State and Federal Agency Coordination.) However, it should be noted that the administration of this plan and all implementing measures contained herein (e.g., application of use standards, conditional use criteria, etc.) is the responsibility of the City of Waldport. Specifically, Management Units 2, 3, 4, 7 and a portion of Management Unit 6, will be administered by the Planning Commission of the City of Waldport.

#### REVIEW PROCEDURE

##### Permitted Uses

For uses and/or activities which are "Permitted with Standards" (i.e., those activities or uses which are designated "P" in the appropriate permitted use matrix) no local permit is required. These uses and activities will be reviewed by the City for consistency with applicable Estuarine Use Standards through the Division of State Lands public notice process. The procedure will be as follows:

1. Upon receipt of the Public Notice, the Planning Commission shall review the proposed use or activity for consistency with applicable Estuarine Use Standards.
2. If the Planning Commission finds that the proposed use or activity is consistent with all applicable Estuarine Use Standards, the Commission shall notify the Division of State Lands to that effect prior to the expiration of the Public Notice. As a part of this review process the Planning Commission may impose any conditions or restrictions necessary to ensure compliance with applicable Estuarine Use Standards.
3. If the Planning Commission finds that the proposed use or activity is inconsistent with any applicable Estuarine Use Standard, the department shall notify both the Division of State Lands and the applicant prior to the expiration date of the Public Notice. This notification shall cite the standard(s) which has not been met and state with particularity the reasons for the inconsistency.

4. If the information contained in the Public Notice is not sufficient for the Planning Commission to reach a decision on the consistency of the proposed use or activity, the City shall notify the applicant to that effect prior to the expiration date on the Public Notice. This notification shall cite the standard(s) needing to be addressed and state with particularity the information needed to arrive at a decision.
5. Any finding of consistency made through this review process may be subject to revocation by the Planning Commission if it is ascertained that the application included any false information or if it develops that any conditions of approval have not been complied with or are not being maintained.
6. Any decision made by the Planning Commission through this review process may be appealed in accordance with the provisions of Article 12 of the Development Code, as amended.

#### Conditional Uses

Uses and/or activities which are "conditional" (i.e., those uses or activities which are designated "C" in the appropriate permitted use matrix) may be permitted upon authorization by the Planning Commission in accordance with the standards and procedures set forth in Article 6, Waldport Development Code.

In addition to conformance with the procedures and standards of Article 6, conditional use authorization shall require the following findings:

1. That the use or activity is compatible with the management objective and policies of the management classification.
2. That the use or activity complies with all applicable Estuarine Use Standards as set forth in the Waldport Estuary Management Plan and the Lincoln County Estuary Management Plan.
3. That the use or activity complies with the management objective and special policies of the individual management unit.
4. That the use or activity is consistent with the resource capabilities of the area.
5. That the cumulative impacts of the proposed use or activity have been considered.

#### Application of Standards

The Estuarine Use Standards and the conditional use requirements set forth in the Estuary Management Plan are to be applied to estuarine developments on a case by case basis by the City of Waldport, through the review process described above.

The specific nature and circumstances of a proposal will be measured against each applicable standard or criterion. Findings of fact will be developed relative to compliance with each applicable standard or criterion, based on an analysis of the proposal. The Planning Commission may require an applicant to provide such information and technical analysis as may be needed to determine compliance with any and all applicable standards, including but not limited to the following:

1. Effects on physical characteristics such as: flushing and circulation; erosion and accretion patterns; salinity, temperature and dissolved oxygen characteristics.
2. Effects of biological characteristics such as: benthic habitats and communities; anadromous fish migration routes; fish and shellfish spawning and rearing areas, primary productivity; resting; feeding and nesting areas for migratory and resident shorebirds; wading birds and other wildfowl; riparian vegetation; wildlife habitat.
3. Effects on other established uses in the area.
4. Alternative project design and/or locations which have been considered.
5. Steps which have been taken to minimize or avoid adverse impacts.

In the process of gathering necessary factual information for the application of standards, the Planning Commission may consult with any agency or individual able to provide relevant technical expertise.

#### STATE AND FEDERAL AGENCY COORDINATION

As described above, the Waldport Estuarine Management Plan is designed to provide for the review of proposed uses and the application of performance standards in conjunction with the Division of State Lands waterway project permit review procedure (which in turn is integrated into the Corps of Engineers Section 10 and Section 404 review procedures).

Through this process, all state and federal resource agencies which participate in the review of waterway permits will be apprised of actions taken and findings made under the provisions of the management plan.

Similarly, the City will be able to take advantage of the resource agencies' participation in this process for acquiring technical information and assessments relative to the review of waterway projects.

Reliance on State and Federal Standards. In order to streamline the permit process and avoid unnecessary duplication in the review of estuarine development proposals, the management plan will rely on the requirements of certain state and federal agency programs and

---

requirements to provide specific implementing measures for certain Goal 16 requirements. The goal requirements and the programs being relied on to fulfill them are as follows:

(Note: The major programs and agency responsibilities affecting estuarine development are listed, and described following this section.)

<u>Goal Requirement</u>	<u>Agency Program(s) Relied On</u>
A. Providing findings that dredge, fill or other degradation is only allowed upon demonstration of public need.	Corps of Engineers, Section 10 (33 CRS 320.4) Division of State Lands, Fill & Removal Law (ORS 541.625(2)a-e).
B. Provide findings that, where permitted, structural bank stabilization or dredging activities in conjunction with aquaculture, communication facilities, and/or active restoration measures are consistent with the resource capabilities of a "Natural" management unit.*	Corps of Engineers, Section 10 (22 CFR 322.5)
C. Provide findings that, where permitted, fill, structural bank stabilization or dredging activities in conjunction with high intensity water dependent recreation, minor navigational improvements, mining and mineral extraction, bridge crossings, and water dependent uses requiring occupation of surface area by means other than fill are consistent with the resource capabilities of a "Conservation" management unit.*	Corps of Engineers, Section 10 (22 CFR 322.5)
D. Provide findings that, where allowed, fill bank stabilization or dredging activities in conjunction with mining and mineral extraction, active and passive restoration, communication facilities, bridge crossings, research and education observations or protection of habitat and other natural values are consistent with resource capabilities of a "Development" management unit.	Corps of Engineers, Section 10 (22 CFR 322.5)

- E. Clearly present the impacts of a proposed alteration to the estuary with a demonstration of the public's need and gain which warrant the modification or loss. Corps of Engineers, Section 10 (33 CFR 320.4)
- F. Provide findings that the proliferation of single purpose docks and piers is being restricted by encouraging community facilities and considering other alternatives. Corps of Engineers, Section 10 (33 CFR 320.4)
- G. Require mitigation for dredge or fill in tidal marsh or intertidal areas. Division of State Lands, Fill & Removal Law (ORS 541.626)
- H. Maintain water quality and minimize man-induced sedimentation Department of Forestry, Oregon Forest Practices Act and Administrative Rules (ORS 527.610-527.730)
- Various programs of the Soil and Water Conservation Commission, the local Soil & Water Conservation District and the Soil Conservation Service.
- Department of Environmental Quality, Section 208 of the Clean Water Act as amended in 1972 (PL 92-500)
- Division of State Lands, Fill and Removal Law (ORS 541.605-541.665)

## Federal and State Agency Programs and Responsibilities

The following lists the major state and federal agency programs which relate to estuarine development activities. The specific program provisions which will be relied on to meet Goal 16 requirements are cited and the relevant standards from each are briefly described. Also included in the listing are those agency programs which, while not specifically relied upon to meet goal requirements, may generate technical information useful to local government in evaluating estuarine development proposals.

### 1. CORPS (40 CFR 230.4-1) Disposal of Dredged or Fill Material

- a. Testing water column effects;
- b. Testing effects on benthos;
- c. Evaluation exemption;
  - 1) If naturally occurring sediment larger than silt;
  - 2) Beach nourishment;
  - 3) Discharge is substantially same as disposal site substrate.

### 2. CORPS (40 CFR 230.4-2) Disposal of Dredged or Fill Material

- a. Corps prohibits discharge when it would cause a violation of such appropriate standards at the perimeter of the disposal site after consideration of the mixing zone.

### 3. CORPS (40 CFR 230.5) Disposal of Dredged or Fill Material

- a. The permitting authority should use the following, in sequence, for evaluating whether a particular discharge should be allowed:
  - 1) Minimize adverse impacts through evaluation in 230.10 and 230.11 below;
  - 2) Use general permit if applicable and all conditions are met;
  - 3) Examine practicable alternatives;
  - 4) Delineate candidate disposal sites consistent with the criteria and evaluation in 230.11 below;
  - 5) Evaluate the various physical and chemical components;



- 6) Identify and evaluate any special or critical characteristics of a candidate disposal site and surrounding areas which might be affected by use of such site, related to their living communities or human uses;
- 7) Evaluate chemical contamination or physical incompatibility of discharged material;
- 8) Conduct appropriate chemical tests if appropriate;
- 9) Identify appropriate and practicable changes to the project plan to minimize environmental impact of discharge.

4. CORPS (40 CFR 230.10) Disposal of Dredged or Fill Material

a. Restrictions of Discharge

- 1) No discharge of dredged or fill material shall be permitted if there is a practicable alternative to the proposed discharge which would have less adverse impact on the aquatic ecosystem, so long as the alternative does not have other significant adverse environmental consequences.
- 2) No discharge of dredged or fill material shall be permitted if it:
  - a) Causes or contributes to violations of any applicable state water quality standard;
  - b) Violates any applicable toxic effluent standards;
  - c) Conflicts with Endangered Species Act;
  - d) Violates requirements in the Marine Protection Research and Sanctuaries.
- 3) No discharge of dredged or fill material will be permitted that causes or contributes to significant degradation of waters of the U.S. Effects contributing to significant degradation include:
  - a) Adverse effects on human health or welfare;
  - b) Adverse effects on life stages of aquatic life and wildlife;
  - c) Adverse effects on aquatic ecosystem diversity, productivity and stability;

d) Adverse effects on recreational, aesthetic and economic values.

4) No discharge of dredged or fill material will be permitted unless appropriate steps have been taken to minimize adverse impacts of the discharge on the aquatic ecosystem.

5. CORPS (40 CFR 230.11) Disposal of Dredged or Fill Material

Permitting authority must document the potential short term and long term effects of a proposed discharge on the environment. The determination must include findings on:

- a. Physical substrate;
- b. Water circulation, fluctuation and salinity;
- c. Suspended particulate/turbidity;
- d. Contaminants;
- e. Aquatic ecosystem and organisms;
- f. Proposed disposal site;
- g. Cumulative impacts; and
- h. Secondary impacts.

6. EPA (40 CFR 231.(A) Disposal of Dredged or Fill Material

Prohibit or otherwise restrict a site whenever the discharge of dredged or fill material is having or will have an "unacceptable adverse effect" on municipal water supplies, shellfish beds and fishery areas, wildlife or recreational beds. And there is a showing that all the activity associated with the fill is necessary.

7. CORPS (33 CFR 320.4) Permits for Activities Affecting Navigational Waters

Required consideration for all Corps reviews of dams and dikes; structures; working, alteration or modification of navigable waters; construction of fixed structures on Outer Continental Shelf; discharges into waters of the United States; and ocean dumping.

- 1) Public interest review;
  - a) Extent of public and private need.

- b) Alternative location and methods.
  - c) Public and private beneficial and detrimental effects.
  - d) Cumulative effects.
- 2) Wetlands;
- a.) Cumulative impacts;
  - b.) No permit issued unless District Engineer concludes the benefits outweigh damage to wetland;
- 3) Applicant is urged to modify the proposal to eliminate or mitigate damage to resources;
- 4) Water Quality
- 5) Historic, scenic and recreational values;
- 6) Effects on limits of the territorial sea;
- 7) Interference with adjacent properties or water resource projects.
- 8) Activities in marine sanctuaries
- No permit issued until applicant certifies that the activity is consistent with the purposes of Title III of the MPRSA.
- 9) Floodplains

8. CORPS (22 CFR 322.5) Permits for Activities Affecting Navigational Waters

- a. Permits for structures or work in or affecting navigable waters of the United States as required under Section 10 of the Rivers and Harbors Act include:

1) Non-Federal Dredging for Navigation

Permittee must meet same conditions as federal dredging projects with respect to turbidity, water quality, containment of material, nature and location of approved spoil disposal areas, extent and period of dredging, and "other factors relating to protection of environmental and ecological values."

2) Structures for Small Boats

In the absence of overriding public interest, favorable consideration will generally be given to applicants from riparian owners for permits for piers, boat docks, moorings, platforms, and similar structures for small boats.

Particular attention is given to prevent possible obstructions to navigation.

Cooperative or group facilities are encouraged.

3) Aids to Navigation

Must conform to U.S. Coast Guard requirements for marking, lighting, etc.

4) Canals and Other Artificial Waterways Connected to Navigable Waters of U.S.

Canals or similar artificial waterways are subject to same regulations as other natural waterways of the U.S.

5) Power Transmission Lines

Section 10 permits are required for power transmission lines crossing navigable waters. Regulations prescribe minimum clearance.

9. CORPS (33 CRR 323.4) Permits for Activities Affecting Navigational Waters

a. Management practices that should be followed to the "maximum extent practicable" in the discharge of permitted dredged or fill materials.

- 1) Discharges of dredged or fill material should be avoided or minimized through the use of practical alternatives;
- 2) Discharges in spawning areas during spawning season should be avoided;
- 3) Discharges should not restrict or impede the movement of aquatic species;
- 4) Should minimize impacts from impoundments;
- 5) Wetland discharges should be avoided;

- 6) Heavy equipment in wetlands should be placed on mats.
- 7) Discharges into breeding and nesting areas for migratory waterfowl should be avoided; and
- 8) All temporary fills should be removed in their entirety.

10. CORPS (22 CFR 323.4-2) Permits for Activities Affecting Navigational Waters

- a. Provided conditions in "B" below are met, permitted discharges include:
  - 1) Non-tidal rivers, streams and their impoundments including adjacent wetlands that are located above the headwater;
  - 2) Natural lakes, including their adjacent wetlands, that are less than 10 acres in surface area and that are fed or drained by a river or stream above the headwaters. In the absence of adjacent wetlands, the surface areas of a lake shall be determined at the ordinary high water mark;
  - 3) Natural lakes, including their adjacent wetland, that are less than 10 acres in surface area and not a part of a surface river or stream. In the absence of adjacent wetland, the surface area of a lake shall be determined at the ordinary high water mark; and
  - 4) Other non-tidal waters of the United States other than isolated lakes larger than 10 acres (see 3) above) that are not part of a surface tributary system to interstate waters or navigable waters of the United States (see Sub-section 323.2(a)(5)).
- b. For purposes of Section 404, the following conditions must be satisfied for any discharge of dredged or fill material in waters described above:
  - 1) That the discharge will not destroy a threatened or endangered species as identified under the Endangered Species Act, or endanger the critical habitat of such species;
  - 2) That the discharge will consist of suitable material free from toxic pollutants in other than trace quantities;

- 3) That the fill created by the discharge will be properly maintained to prevent erosion and other non-point sources of pollution; and
- 4) That the discharge will not occur in a component of the National Wild and Scenic River System or in a component of a State Wild and Scenic River System.

11. CORPS (33 CFR 325.9) Permits for Activities Affecting Navigational Waters

District Engineers will assure that authorized activities are conducted and executed in conformance with approved plans and other conditions of the permits.

12. CORPS OF ENGINEERS (33 CFR 320.4 (C)) Permits for Activities Affecting Navigable Waters

"The applicant will be urged to modify his proposal to eliminate or mitigate any damage to (wildlife) resources and, in appropriate cases, the permit may be conditioned to accomplish this purpose."

13. U.S. FISH AND WILDLIFE SERVICE/NMFS (40FR 231 5.2.A.(4)) Fish and Wildlife Coordination Act

"Non-water dependent structures, facilities, or activities generally will be considered by the Service to be unacceptable uses of the public waters unless it has been demonstrated that the proposed use is required in the public interest... and no alternative site mutually acceptable to the Service and the applicant is available. Although in many cases a restaurant, motel, trailer park, golf course, or other service facility may be more attractive to its customers if it has water frontage, this attraction does not necessarily require encroachment into navigable waters and wetlands. A set-back location that preserve public access to the water usually can provide as good or better water view, assure greater safety from storm hazards, and otherwise accord more fully with both the private and public interest."

14. U.S. FISH AND WILDLIFE SERVICE/NMFS (40 FR 231.4.1.B(2))

"...wetlands and shallow water habitats have such high ecological and social values as to admit their destruction or degradation only when there is no question that the public interest demands it."

15. U.S. FISH AND WILDLIFE SERVICE/NMFS (40 FR 231 2.2.B(1)(b)) Fish and Wildlife Coordination Act

"The Service, through taking of every appropriate, useful action, has the following long-range objective...Ensuring that

all authorized works, structures, and activities are (1) judged to be the least ecologically damaging alternative or combination of alternatives (e.g., all appropriate means have been adopted to minimize environmental losses and degradation.. (40 FR 231 2.1 C.) For water-dependent works "The service usually recommends that the site occupied involves the least loss of area on the least valuable of the alternative sites..."

16. U.S. FISH AND WILDLIFE SERVICE NMFS/(40 FR 231 3.1 (B(2)))  
Fish and Wildlife Coordination Act

"It is the Service position that it is proper to assess the total impact of the total development, including any part to be located on uplands and any secondary effects."

"The totality of existing and projected cumulative impact of all developments affecting a waterway or group of related waterways and the dependent resources thereof also must be considered."

17. U.S. FISH AND WILDLIFE SERVICE/NMFS (40 FR 231 5.2A(6))  
Fish and Wildlife Coordination Act

"The Service will object to or request denial or Federal permit for any proposed project not properly designed or located to avoid preventable significant damages to fish, wildlife, and/or other environmental values."

18. U.S. FISH AND WILDLIFE SERVICE/NMFS (40 FR 231 5.31(1))  
Fish and Wildlife Coordination Act

Regarding excavation and filling, "any permits issued... will be recommended to be conditioned to prohibit activities in fish and wildlife nursery areas and during periods of migration, spawning, and nesting activity."

19. U.S. FISH AND WILDLIFE SERVICE (46 FR 15) Mitigation Rules

In January 1981, the USFWS promulgated regulations for mitigating the adverse impacts of land and water developments on fish, wildlife, their habitats and uses thereof.

USFWS recommends mitigation programs consistent with fish and wildlife resource values, Resource Category 1, who's goal is "no loss of existing habitat value" is consistent with mitigation language in Goal 16.

20. DSL (ORS 541.625 Fill and Removal Law

- a. The Director shall issue a permit if he determines the removal will not be inconsistent with the protection, conservation and best use of the water resource.

- b. The Director shall issue a permit if it would not interfere with state policy to reserve waters for navigation, fishing and public recreation.

21. DSL (ORS 541.625(2)a-e) Fill and Removal Law

- a. Director shall consider
  - 1) Public need
  - 2) Conservation, public health and safety
  - 3) Conforms with existing public uses
  - 4) Consistency with land use
  - 5) Whether for stream bank protection

22. DSL (ORS 541.626) Fill and Removal Law

The Director shall require mitigation as a condition of any permit for filling or removal of intertidal marsh.

23. ODFW (ORS 496.012) Wildlife Policy

Manage wildlife to provide the optimum recreational and aesthetic benefits by:

- a. Maintaining all species of wildlife;
- b. Developing and managing lands and waters in a way that will enhance production and public enjoyment of wildlife;
- c. Permit orderly and equitable utilization of available wildlife;
- d. Develop and maintain public access;
- e. Regulate wildlife populations compatible with primary uses and public use.

24. ODFW (ORS 506.036) Jurisdiction of Fish and Wildlife Commission

The Commission has exclusive jurisdiction over all fish, shellfish and all other animals living intertidally on the bottom, within the waters of this state.

The Commission also has the duty of protection, preservation, propagation, cultivation, development and promotion of all fish under its jurisdiction in state waters.



25. ODFW (ORS 506.109) Food Fish Management Policy

Manage food fish for optimum economic, commercial, recreational and aesthetic benefits by:

- a. Maintaining them at optimum levels;
- b. Developing and managing lands and waters for optimum use;
- c. Permitting optimum and equitable use;
- d. Developing and maintaining access;
- e. Regulating populations;
- f. Preserving fishing industry with sound management policies.

26. ODFW (ORS 509.505) Placing Inwater Matter Injurious to Shellfish

It is illegal for any person, municipal corporation, political subdivision or governmental agency to deposit or allow to escape into, or cause or permit to be deposited or escape into any public waters of this state, any substance of any kind which will or shall in any manner injuriously affect the life, growth or flavor of shellfish in or under such waters.

## V. DEFINITIONS

**ACCRETION:** The build-up of land along a beach or shore by the deposition of waterborne or airborne sand, sediment, or other material.

**ACTIVE RESTORATION:** The use of specific remedial action such as removing fills, breaching dikes, removing tidegates, etc., to restore or replace original estuarine attributes. (see RESTORATION)

**ANADROMOUS:** Referring to fish, such as salmon, which hatch in fresh water, migrate to ocean waters to grow and mature, and return to fresh waters to spawn.

**ARCHAEOLOGICAL RESOURCES:** Those districts, sites, buildings, structures, and artifacts which possess material evidence of human life and culture of the prehistoric and historic past. (See Historical Resources definition.)

**AQUACULTURE:** The raising, feeding, planting and harvesting of fish, shellfish or marine plants, including facilities necessary to engage in the use.

**AVULSION:** A tearing away or separation by the force of water. Land which is separated from uplands or adjacent properties by the action of a stream or river cutting through the land to form a new stream bed.

B

**BEACH:** Gently sloping areas of loose material (e.g., sand, gravel, and cobbles) that extend landward from the low-water line to a point where there is a definite change in the material type or landform, or to the line of vegetation.

**BENTHIC:** Living on or within the bottom sediments in water bodies.

**BREAKWATER:** An offshore barrier, sometimes connected to the shore at one or both ends to break the force of waves. Used to protect harbors and marina, breakwaters may be constructed of rock, piling, concrete or may be floating structures.

**BRIDGE CROSSINGS:** The portion of a bridge spanning a waterway not including supporting structures or fill located in the waterway or adjacent wetlands.

**BRIDGE CROSSING SUPPORT STRUCTURES:** Piers, piling, and similar structures necessary to support a bridge span but not including fill for causeways or approaches.

## C

**COASTAL LAKES:** Lakes in the coastal zone that are bordered by a dune formation or that have a direct hydrologic surface or subsurface connection with saltwater.

**COASTAL SHORELANDS:** Those areas immediately adjacent to the ocean, all estuaries and associated wetlands, and all coastal zones.

**COASTAL STREAM:** Any stream within the coastal zone.

**COASTAL WATERS:** Territorial ocean waters of the continental shelf; estuaries; and coastal lakes.

**COASTAL ZONE:** The area lying between the Washington border on the north to the California border on the south, bounded on the west by the extent of the state's jurisdiction, and in the east by the crest of the coastal mountain range, with the exception of: (a) The Umpqua River basin, where the coastal zone shall extend to Scottsburg; (b) The Rogue River Basin, where the coastal zone shall extend to Agness; (c) The Columbia River Basin, where the coastal zone shall extend to the downstream end of Puget Island (formerly ORS 191.100).

**CONDITIONAL:** Refers to a use which may be permitted only after a case-by-case review and local conditional use approval has been granted.

**CONSERVE:** To manage in a manner which avoids wasteful or destructive use and provides for future availability.

**CONTINENTAL SHELF:** The area seaward from the ocean shore to the distance when the ocean depth is 200 meters, or where the ocean floor slopes more steeply to the deep ocean floor. The area beyond the state's jurisdiction is the OUTER Continental Shelf.

## D

**DEFLATION PLAIN:** The broad interdune area which is wind scoured to the level of the summer water table.

**DIVERSITY:** The variety of natural, environmental, economic, and social resources, values, benefits, and activities.

**DIKE:** An earthen embankment or ridge constructed to restrain high waters.

**DOCK:** A fixed or floating decked structure against which a vessel may be berthed.

**DOLPHIN:** A group of piles driven together and tied together so that the group is capable of withstanding lateral forces from vessels or other objects.

**DREDGED MATERIAL DISPOSAL:** The deposition of dredged material in shorelands or estuarine areas.

**DREDGING:** The removal of sediment or other material from a water body, usually for the purpose of deepening a channel, mooring basin or other navigation area.

**DUNE:** A hill or ridge of sand built up by the wind along sandy coasts.

**DUNE, ACTIVE:** A dune that migrates, grows and diminishes from the face of wind and supply of sand. Active dunes include all open sand dunes, active hummocks, and active foredunes.

**DUNE, CONDITIONALLY STABLE:** A dune presently in a stable condition, but vulnerable to becoming active due to fragile vegetative cover.

**DUNE, OLDER STABILIZED:** A dune that is stable from wind erosion, and that has significant soil development and that may include diverse forest cover. They include older foredunes.

**DUNE, OPEN SAND:** A collective term for active, unvegetated dune landforms.

**DUNE, RECENTLY STABILIZED:** A dune with sufficient vegetation to be stabilized from wind erosion, but with little, if any, development of soil or cohesion of the sand under the vegetation. Recently stabilized dunes include conditionally stable foredunes, conditionally stable dunes, dune complexes, and younger stabilized dunes.

**DUNES, YOUNGER STABILIZED:** A wind stable dune with weakly developed soils and vegetation.

**DUNE COMPLEX:** Various patterns of small dunes with partially stabilized intervening areas.

E

**ECOSYSTEM:** The living and non-living components of the environment which interact or function together, including plant and animal organisms, the physical environment, and the energy system in which they exist. All the components of an ecosystem are inter-related.

**ESTUARY:** A semi-enclosed body of water connected with the ocean and within which fresh and salt water mix. The estuary includes (a) estuarine water; (b) intertidal lands; (c) sub-tidal lands; and (d) tidal marshes. Estuaries extend upstream to the head of tide; their landward extent is Mean Higher High Water or the line of non-aquatic vegetation.

**ESTUARINE ENHANCEMENT:** An action which results in a long-term improvement of existing estuarine functional characteristics and processes that is not the result of a creation or restoration action.

**EXCAVATION:** Excavation of shoreland to create new estuarine surface area directly connected to other estuarine waters.

## F

**FILL:** The placement by man of sand, sediment, or other material, usually in submerged lands or wetlands, to create new uplands or raise the elevation of land.

**FLOODPLAIN:** The area adjoining a stream, tidal estuary or coast that is subject to regional flooding.

A REGIONAL (100-YEAR) FLOOD is a standard statistical calculation used by engineers to determine the probability of severe flooding. It represents the largest flood which has a one-percent chance of occurring in any one year in an area as a result of periods of higher than normal rainfall or streamflows, extremely high tides, high winds, rapid snowmelt, natural stream blockages, tsunamis, or combination thereof.

**FLOODWAY:** The normal stream channel and that adjoining area of the natural floodplain needed to convey the waters of a regional flood while causing less than one foot increase in upstream flood elevations.

**FLOODFRINGE:** The area of the floodplain lying outside the floodway, but subject to periodic inundation from flooding.

**FOREDUNE, ACTIVE:** An unstable barrier ridge of sand paralleling the beach and subject to wind erosion, water erosion, and growth from new sand deposits. Active foredunes may include areas within beach grass, and occur in sand spits and at river mouths as well as elsewhere.

**FOREDUNE, CONDITIONALLY STABLE:** An active foredune that has ceased growing in height and that has become conditionally stable with regard to wind erosion.

**FOREDUNE, OLDER:** A conditionally stable foredune that has become wind stabilized by diverse vegetation and soil development.

**FILL:** The placement of material in estuarine areas to create new shoreland area or raise the elevation of land.

## G

**GEOLOGIC:** Relating to the occurrence and properties of earth. Geologic hazards include faults, land and mudslides, and earthquakes.

**GROIN:** A shore protection structure (usually perpendicular to the shoreline) to trap littoral drift or retard erosion of the shoreline. Generally constructed of rock or other solid material.

## H

**HEADLANDS:** Bluffs, promontories or points of high shore land jutting out into the ocean, generally sloping abruptly into the water. Oregon headlands are generally identified in the report on Visual Resource Analysis of the Oregon Coastal Zone, OCCDC, 1974.

**HISTORICAL RESOURCES:** Those districts, sites, buildings, structures, and artifacts which have a relationship to events or conditions of the human past.

**HUMMOCK, ACTIVE:** Partially vegetated (usually with beach grass), circular, and elevated mounds of sand which are actively growing in size.

**HYDRAULIC:** Related to the movement or pressure of water. Hydraulic hazards are those associated with erosion or sedimentation caused by the action of water flowing in a river or streambed, or oceanic currents and waves.

**HYDRAULIC PROCESSES:** Actions resulting from the effect of moving water or water pressure on the bed, banks, and shorelands of water bodies (ocean, estuarine, streams, lakes and rivers).

**HYDROGRAPHY:** The study, description and mapping of oceans, estuaries, rivers and lakes.

**HYDROLOGIC:** Relating to the occurrence and properties of water. Hydrologic hazards including flooding (the rise of water) as well as hydraulic hazards associated with the movement of water.

## I

**IMPACT:** The consequences of a course of action; the effect of a goal, guideline, plan, or decision.

**INTEGRITY:** The quality or state of being complete and functionally unimpaired; the wholeness or entirety of a body or system, including its parts, materials, and processes. The integrity of an ecosystem emphasizes the interrelatedness of all parts and the unity of its whole.

**INTERDUNE AREA:** Low-lying areas between higher sand landforms which are generally under water during part of the year. (See also Deflation Plain.)

**INTERTIDAL:** Between the levels of mean lower low tide (MLLT) and mean higher high tide (MHHT).

## J

**JETTY:** An artificial barrier used to change littoral drift to protect inlet entrances from sedimentation and to direct and confine the stream of the tidal flow. Usually constructed at the mouth of a river or estuary to help deepen and stabilize a channel.

## L

**LCDC:** Land Conservation and Development Commission of the State of Oregon. Seven lay-citizens, non-salaried, appointed by the Governor, confirmed by the Oregon Senate; at least one commissioner from each Congressional District; no more than two from Multnomah County.

**LITTORAL DRIFT:** The material moved, such as sand or gravel, in the littoral (shallow water nearshore) zone under the influence of waves and currents.

## M

**MANAGEMENT UNIT:** A discrete geographic area, defined by biophysical characteristics and features, within which certain uses and activities are promoted, encouraged and protected and others are discouraged, restricted or prohibited.

**MARINA:** A small harbor, boat basin or moorage facility providing dockage for recreational craft.

**MINOR NAVIGATIONAL IMPROVEMENTS:** Alterations necessary to provide water access to existing or permitted uses in conservation management units including dredging for access channels and for maintaining existing navigation but excluding fill and in-water navigational structures other than floating breakwaters or similar permeable wave barriers.

**MEAN LOWER LOW WATER:** The average of the lower low waters over a 19-year period.

**MEAN HIGHER HIGH WATER:** The average of the higher high waters over a 19-year period.

**MINERAL AND AGGREGATE EXTRACTION:** The removal for economic use of minerals, petroleum resources, sand, gravel or other materials from the estuary.

**MITIGATION:** The creation, restoration, or enhancement of an estuarine area to maintain the functional characteristics and processes of the estuary, such as its natural biological productivity, habitats, and species diversity unique features and water quality (ORS 541.626).

## N

**NATURAL AREAS:** Includes management units that have substantially retained their natural character, which is an important habitat for plant, animal, or marine life. Such areas are not necessarily completely natural or undisturbed, but can be significant for the study of natural, historical, scientific, or paleontological features, or for the appreciation of natural features.

**NOT ALLOWED:** Refers to a use or activity which is not permitted. Can only be permitted upon adoption of a plan amendment.

---

O

OCCDC: Oregon Coastal Conservation and Development Commission, created by ORS 191; existed from 1971 to 1975. Its work is continued by LCDC.

OCEAN FLOODING: The flooding of lowland areas by salt water owing to tidal action, storm surge, or tsunamis (seismic sea waves). Land forms subject to Ocean Flooding include beaches, marshes, coastal lowlands, and lowlying interdune areas. Areas of ocean flooding are mapped by the Federal Emergency Management Agency (FEMA). Ocean flooding includes areas of velocity flooding and associated shallow marine flooding.

OUTFALLS: An outlet through which materials are discharged into the estuary. Outfalls include sanitary (sewer) discharges, storm drainage facilities, and other industrial waste discharges.

P

PASSIVE RESTORATION: The use of natural processes, sequences or timing to bring about restoration after removal or reduction of adverse stresses. (See RESTORATION)

PERMITTED WITH STANDARDS: Refers to a use which is permitted as consistent with the purpose and management objective of the management unit. Permitted uses must conform to the Estuarine Use Standards set forth in the plan.

PIER: A structure extending into the water from solid land generally to afford passage for persons or goods to or from vessels, but sometimes to provide recreational access to the estuary.

PILING: A long, slender stake or structural element of steel, concrete or timber which is driven, jettied or otherwise embedded into the bed of the estuary for the purpose of supporting a load.

PORT FACILITIES: Facilities which accommodate and support commercial fishery and navigation activities, including terminals and boat basins and moorage for commercial vessels, barges and oceangoing ships.

PRESERVE: To save from change or loss and reserve for a special purpose.

PROTECT: Save or shield from loss, destruction or injury for future intended use.

PUBLIC GAIN: The net gain from combined economic, social, and environmental effects which accrue to the public because of a use or activity and its subsequent resulting effects.

R

RECREATION: Any experience voluntarily engaged in largely during leisure (discretionary time) from which the individual derives satisfaction.



**COASTAL RECREATION** occurs in offshore ocean waters, estuaries, and streams, along beaches and bluffs, and in adjacent shorelands. It includes a variety of activities, from swimming, scuba diving, boating, fishing, hunting, and use of dune buggies, shell collecting, painting, wildlife observation, and sightseeing, to coastal resorts and water-oriented restaurants.

**LOW INTENSITY RECREATION** does not require developed facilities and can be accommodated without change to the area or resource. E.g., boating, hunting, hiking, wildlife photography, and beach or shore activities can be low intensity recreation.

**HIGH INTENSITY RECREATION** uses specially built facilities, or occurs in such density or form that it requires or results in a modification of the area or resource. Campgrounds, golf courses, public beaches, and marinas are examples of high intensity recreation.

**RESTORE:** Revitalizing, returning, or replacing original attributes and amenities, such as natural biological productivity, aesthetic and cultural resources, which have been diminished or lost by past alterations, activities, or catastrophic events. Statewide Goal 16 estuarine restoration means to revitalize or reestablish functional characteristics and processes of the estuary diminished or lost by past alterations, activities, or catastrophic events. A restored area must be a shallow subtidal or an intertidal or tidal marsh area after alteration work is performed, and may not have been a functioning part of the estuarine system when alterations work begins.

**ACTIVE RESTORATION** involves the use of specific positive remedial actions, such as removing fills, installing water treatment facilities, or rebuilding deteriorated urban waterfront areas.

**PASSIVE RESTORATION** is the use of natural processes, sequences, and timing or which occurs after the removal or reduction of adverse stresses without other specific positive remedial action.

**RIPARIAN:** Of, pertaining to, or situated on the edge of the bank of a river or other body of water.

**RIPRAP:** A layer, facing, or protective mound of stones randomly placed to prevent erosion, scour or sloughing of a structure or embankment; also, the stone so used. In local usage, the similar use of other hard material, such as concrete rubble, is also frequently included as riprap.

## S

**SEDENTARY:** Attached firmly to the bottom, generally incapable of movement.

**SHORELANDS:** The area adjacent to the estuary and its wetlands. The lower boundary of the shorelands is Mean Higher High Water or the line of non-aquatic vegetation; the upper boundary is the shoreland boundary,

which is established on the basis of a number of inventory characteristics. Shorelands extend upstream to the head of tide.

**SHORELINE:** The boundary line between a body of water and the land, measured on tidal waters at mean higher high water, and on non-tidal waterways at the ordinary high water mark.

**SHORELINE STABILIZATION:** The stabilization or protection from erosion of the banks of a waterway by vegetative or structural means.

**SIGNIFICANT HABITAT AREAS:** A land or water area where sustaining the natural resource characteristics is important or essential to the production and maintenance of aquatic life or wildlife populations.

**SUBMERGED CROSSINGS:** Power, telephone, water, sewer, gas or other transmission lines which are constructed beneath estuarine waters, usually by embedding into the bottom of the estuary.

**SUBSTRATE:** The medium upon which an organism lives and grows. The surface of the land or bottom of a water body.

**SUBTIDAL:** Below the level of mean lower low tide (MLLT).

## T

**TEMPORARY ALTERATION:** Dredging, filling, or another estuarine alteration occurring over a specified short period of time which is needed to facilitate a use allowed by an acknowledged plan. Temporary alterations may not be for more than three years and the affected area must be restored to its previous condition. Temporary alterations include: (1) alterations necessary for federally authorized navigation projects (e.g., access to dredged material disposal sites by barge or pipeline and staging areas or dredging for jetty maintenance), (2) alterations to establish mitigation sites, alterations for bridge construction or repair and for drilling or other exploratory operations, and (3) minor structures (such as blinds) necessary for research and educational observation.

**TERRITORIAL SEA:** The ocean and seafloor area from mean low low water seaward three nautical miles.

**TIDAL MARSH:** Estuarine wetlands from the line of non-aquatic vegetation down to the end of vegetated flats, which is approximately the lower high water level.

## W

**WATER DEPENDENT:** A use or activity that can only be carried out on, in or adjacent to the water because the use physically or economically requires access to the water body for water borne transportation, recreation, energy production or source of water. Non-water dependent accessory uses may be permitted in conjunction with a primary water dependent use. In general, such non-water dependent uses should not exceed 10% of the total area of the use. Variations to this standard may

be permitted if it is found that additional area is required for non-water dependent uses essential to the functioning of the primary water dependent use(s).

Examples of water dependent uses include, but are not necessarily limited to:

Marinas  
 Aquaculture operations  
 Marine ways  
 Seafood processing plants  
 Marine shipping terminals  
 Charter boat operations  
 Marine fuel sales

**WATER RELATED:** A water related use is:

- a. a use which derives a cost savings advantage (not associated with land costs or rent) from a location on or near the water; or
- b. a use whose location on or near the water is essential to the functioning of adjacent water dependent uses

Examples of water related uses include, but are not necessarily limited to:

Marine supply sales  
 Bait and tackle shop  
 Commercial fishing gear storage  
 Seafood market

**WATER HANDLING OF LOGS:** The combined process of log dumping, storage transportation, millside handling and takeout as logs are placed into the water and moved to a final processing site.

**WATER ORIENTED:** A use whose attraction to the public is enhanced by a view of or access to coastal waters.

**WHARF:** A structure build alongside a waterway for the purpose of receipt, discharge and storage of goods and merchandise from vessels.

**WETLANDS:** Land areas where excess water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface. Wetland soils retain sufficient moisture to support aquatic or semi-aquatic plant life. In marine and estuarine areas, wetlands are bounded at the lower extreme by extreme low water; in freshwater areas, by a depth of six feet. The area below wetland are submerged lands.

**CITY OF WALDPORT**

**Comprehensive Plan**

**GOALS & POLICIES**

**ADOPTED: 8/82 REVIEWED: 8/90 PRINTED: 1/91**

TABLE OF CONTENTS

GOALS & POLICIES

BACKGROUND .....	2
Goal I. Citizens Involvement.....	4
Goal II. Land Use Planning, Urbanization & Intergovernmental Co-ordination.....	4
Goal III. Agricultural Lands.....	9
Goal IV. Forest Lands.....	9
Goal V. Open Space, Natural, Scenic & Historical Resources.....	9
Goal VI. Air Water & Land Resources Quality.....	10
Goal VII. Natural Hazards.....	11
Goal VIII. Recreation.....	11
Goal IX. Economy.....	12
Goal X. Housing.....	13
Goal XI. Public Facilities and Services.....	14
Goal XII. Transportation.....	16
Goal XIII. Energy Conservation.....	18
Goal XIV. Urbanization.....	19
Goal XV. Willamette River Greenway.....	19
Goal XVI. Estuarine Resources.....	20
Goal XVII. Coastal Shorelands.....	20
Goal XVIII. Beaches and Dunes.....	21
Goal XIX. Ocean Resources.....	21

## BACKGROUND

In 1973, the Oregon Legislature passed Senate Bill 100 - Oregon's Land Use Act. It created the Land Conservation and Development Commission (LCDC) responsible for: establishing overall standards or goals that provide common direction and consistency in local comprehensive plans throughout the state; and providing assistance and funding for the preparation and adoption of local comprehensive plans.

In 1975, the LCDC adopted fourteen goals covering such topics as housing, agricultural land, and the economy. Five additional goals became effective in 1977, including four that pertain specifically to Oregon's coastal area. It is these goals, known as Statewide Planning Goals and Guidelines, that form the basis for judging whether local plans meet the intent of the Oregon Land Use Act.

The primary responsibility for developing comprehensive plans rests with the local government. Until a local comprehensive plan is found to be in compliance with the Statewide Planning Goals and Guidelines, local planning actions, such as rezonings, subdivision approvals and annexations, must be consistent with the purpose and intent of the Statewide Goals. After a local plan has been acknowledged as compliant with the Statewide Goals and Guidelines, local planning actions will be decided on the basis of the policies and standards as set forth in the local comprehensive plan.

The following is a brief summary of each Goal:

1. Citizen Involvement. To develop a citizen involvement program that gives citizens the opportunity to be involved in planning.
2. Land Use Planning. To write a comprehensive plan that can form the basis for future land-use decisions. To establish a consistent land use planning process (and policy framework) as a basis for all decisions and actions related to the use of land.
3. Agricultural Lands. To preserve agricultural lands.
4. Forest Lands. To conserve forest lands.
5. Open Space, Scenic and Historic Areas and Natural Resources. To identify and protect open space, scenic areas and natural resources.
6. Air, Water and Land Resource Quality. To maintain and improve the quality of the air, water and land resources.

7. Areas Subject to Natural Disasters and Hazards. To protect life and property from natural disasters and hazards.
8. Recreational Needs. To satisfy the recreational needs of citizens and visitors.
9. Economy of the State. To diversify and improve the economy of the state.
10. Housing. To meet the state's housing needs.
11. Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.
12. Transportation. To plan for a safe, convenient and economic transportation system.
13. Energy Conservation. To conserve energy.
14. Urbanization. To provide for an orderly and efficient transition from rural to urban land use.
15. Willamette River Greenway. To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River.
16. Estuarine Resources. To protect the unique environmental, economic and social values of each estuary and its associated wetlands.
17. Coastal Shorelands. To conserve, protect, and direct the future use of coastal shorelands.
18. Beaches and Dunes. To manage the use of the coastal beaches and to conserve and protect beach and dune areas.
19. Ocean Resources. To conserve the natural resources of the nearshore ocean and the continental shelf.

## 1. CITIZEN INVOLVEMENT

### Goal

To provide an opportunity for citizens to be involved in all phases of the planning process.

### Policies

1. The Committee for Citizen Involvement, (CCI) shall continue to assist in developing and implementing the Waldport Citizen Involvement Program. The Citizen Involvement Program shall be retained and amended by the governing body as necessary.
2. The opportunity shall exist for the establishment of a committee, operating with by-laws and made up of residents and property owners of the City of Waldport and its urbanizing area, to act in the advisory capacity to the Planning Commission and City Council on matters relating to land use planning.
3. Citizens, whether acting individually or as a part of a larger committee, established in the manner set forth above (2) shall be encouraged to develop information useful to the overall planning process in the City and their own neighborhoods.
4. The facts upon which planning decisions are made along with city planning policies and inventory materials shall be public information and available in the office of the City Recorder.
5. Recommendations from citizens to the Planning Commission and the City Council in matters concerning land use planning and the response of the Council and Planning Commission to these citizen recommendations shall be part of the Planning Commission's files.

## II. LAND USE PLANNING, URBANIZATION AND INTERGOVERNMENTAL COORDINATION

### Goals

1. To identify activities of land use which have an effect on the public health, safety and welfare.
2. To ensure orderly and efficient growth.



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

#### Policies

1. The Comprehensive Plan for the City of Waldport will be filed in the office of the City Recorder, and Lincoln County Clerk and available in the County Planning Department.
2. The inventory information shall be referenced in the plan and shall be available at City Hall.
3. Waldport shall maintain an ongoing planning process that will facilitate federal agency, state agency county and special district plans which are to be consistent with this comprehensive plan.
4. Lincoln County shall work with citizens and the City of Waldport in the establishment, maintenance and amendment of its urban growth boundary. Establishment and change of the boundaries shall be based upon consideration of the following:
  - a. Demonstrated need to accommodate long-range urban population growth requirements consistent with L.C.D.C. goals;
  - b. Need for housing, employment opportunities, and liveability;
  - c. Orderly and economic provision for public facilities and services;
  - d. Maximum efficiency of land uses within and on the fringe of the existing urban area;
  - e. Environmental, energy, economic and social consequences;
  - f. Retention of agricultural land as defined, with Class VI the lowest priority; and
  - g. Compatibility of the proposed urban uses with nearby agricultural activities.
5. Public facilities and services extended to lands outside urban growth boundaries shall be appropriate for, and limited to, rural types and levels.

6. Outside of urban growth boundaries, Lincoln County shall provide only rural levels and types of public facilities, and services.
7. Developments within urban growth boundaries, but outside of city limits shall be allowed only when the property owner has agreed to accept and pay for (now or at some future date at the discretion of the service provider) service extension, installation, and hook up fees at levels equal to those required within the city. Public facilities (water, sewer and streets) design shall be approved by Waldport, special district or other private service provider prior to final approval.
8. Land use decisions effecting urban growth areas outside city limits shall be made after the City of Waldport is given the opportunity to make a recommendation. The city and county plans shall be coordinated for these areas.
9. Within Waldport's Urban Growth Boundary, subdivisions and partitions shall be to Waldport's urban densities as set out in the plan designation for the effected property.
10. Within the Urban Growth Boundary and outside of Waldport's city limits, the Lincoln County land use designations shall apply prior to annexations. After annexations, the city land use designations shall apply.
11. Lincoln County shall comment on proposed annexations when Waldport has provided a description of the proposed area for annexation to the county ten (10) days prior to applicable public hearings.
12. Lincoln County shall coordinate with Waldport and special districts on plans, public facility extensions and urban services delivery. Where necessary this will be done through intergovernmental agreement.
13. To amend either the City's Comprehensive Plan or plan map, the Planning Commission and City Council shall establish that the amendment is consistent with the Statewide Planning Goals adopted pursuant to ORS Chapter 197 and;

Shall make findings of fact as follows:

- a. There has been a substantial change in the

character of the area since the plan was adopted which warrants a change, or,

- b. That documentation exists that the original plan designation adopted for the area was made in error.
14. The Planning Commission shall review the entire Comprehensive Plan and implementing Ordinances at least upon notice from DLCD pursuant to OAR 660-19, Periodic Review. Other more limited reviews may occur at shorter intervals to address specific concerns.
15. Comprehensive plan map and text amendments may be initiated by the City Council, the Planning Commission, a property owner or his authorized representative, or a resident of the City.
16. The adopted comprehensive plan text or map shall be revised by ordinance using the following procedure:
  - a. All plan revisions shall be reviewed by a citizen committee should one exist. The committee shall be notified of the proposed plan revisions by the City and shall be given the opportunity to submit committee reports containing findings, recommendations and possible alternatives, and invited to attend public hearings.
  - b. Proposed plan revisions shall then be presented to the Planning Commission for a public hearing after which a recommendation shall be made to the City Council.
  - c. The City Council may affirm, deny or refer matters back to the Planning Commission for further action.
17. The city shall work with all local, state and federal agencies or districts owning and managing property within the city to assure coordinated comprehensive planning.
18. Pursuant to the federal consistency requirements of the Coastal Zone Management Act (Sec. 307) all state and federal permits for activities effecting land use within the city shall be reviewed by the city for compliance with the comprehensive plan before the permit is granted.
19. The city shall maintain communication with local,

state and federal agencies which may include the exchange of maps, data and other appropriate information.

20. During all comprehensive plan updates and revisions the city shall encourage the participation of effected local, state and federal agencies and districts.
21. Exceptions from State Goals and Guidelines requirements for specific properties shall be considered by the City upon petition by the property owner to the City Council, or as initiated by the City Council, the following criteria having been determined:
  1. Reasons for the exception justify why the State policy embodied in the Goals should not apply.
  2. Areas which do not require a new exception cannot reasonably accommodate the use.
  3. The long term environmental, economic, social and energy consequences resulting from the use of the proposed site are not significantly more adverse than would typically result from the same proposal being located in other areas requiring a goal exception.
  4. The proposed uses are compatible with other adjacent uses or will be so through measures designed to reduce adverse impacts.
  5. The proposed exception satisfies all requirements of current Oregon Statutes and Administrative Rules pertaining to Goal exceptions.
22. The City recognizes the establishment of an Emergency Corrections Facilities Siting Authority pursuant to ORS 179.010. The Siting Authority has the authority to make corrections facility siting decisions subject to the Governor's approval. Such decisions will be binding on the City as to the approval of the site and the construction and operation of a corrections facility.
23. The City of Waldport Planning Commission and City Council shall not consider race, age, gender, physical or mental disability, legal sexual preference or orientations an adverse consideration in evaluating a land use request, as

defined in ORS 197.015 (10), or in any other decision over which the City has control.

### III. AGRICULTURAL LANDS

#### Goal

1. To preserve agricultural lands.

#### Policies

1. The City of Waldport shall not include within its Urban Growth Boundary land suited for the preservation of commercial agriculture until such time that the city's overall needs for growth and the lack of other suitable lands for such growth compel the city to do so.

### IV. FOREST LANDS

#### Goal

1. To conserve forest lands.

#### Policies

1. Industrial forest lands (corporate or public ownership) as identified in the comprehensive plan inventory and located within the Urban Growth Boundary of the City of Waldport shall be conserved and employed for forest uses until such time that these lands are needed for urban uses and those urban uses cannot be accommodated elsewhere within the city or Urban Growth Area.
2. Forest lands located within the city's Urban Growth Area shall be retained for forest uses and low density residential development where these forest lands occur in areas of extreme natural hazards, excessively steep slopes, and provide buffer and wildlife habitat.
3. The City of Waldport shall work with the Oregon Department of Forestry in formulating a policy that would regulate forest activity within the Urban Growth Boundary which would encourage good forest land stewardship.

### V. OPEN SPACE, NATURAL, SCENIC AND HISTORICAL RESOURCES

#### Goals

1. To conserve open space in the planning area.

2. To maintain a current inventory of important natural, scenic and historic resources.
3. To resolve conflicts between incompatible development activities and identified natural scenic and historic resources.

Policies

1. Additional public access to open space lands should be developed, especially to ocean beaches and the Alsea Bay, where practicable.
2. Retention of open space for recreational sites and facilities should be encouraged through public acquisition and private donation of suitable lands.
3. Publicly owned lands including street right-of-way will be examined for their potential open space use before their disposition.
4. Discharges from the City's wastewater treatment plant shall be maintained in accordance with the D.E.Q. wastewater discharge permit.
5. The City of Waldport supports the development and maintenance of the Oregon Coast Hiking Trail and the Oregon Coast Bicycle Route by the Oregon State Parks Division.
6. All activities within the city which may affect air, land or water quality shall comply with applicable air, water and noise standards as established by the Department of Environmental Protection Agency.
7. The City recognizes the jurisdiction of the Department of Water Resources and the ongoing process of implementing minimum stream flow requirements. Upon notification of implementation requirements, the City shall review, and where appropriate, enact such amendments as required by law to insure consistency with DWR programs.

VI. AIR, WATER AND LAND RESOURCES QUALITY

Goals

1. To maintain and improve the quality of the Air, Water and Land Resources.

Policies

1. The City of Waldport supports and encourages the Corps of Engineers in continuing environmental evaluations of the Alsea Bay Spit and Bay areas, potential flood hazards to the City and other projects which maintain the health, welfare and safety of its citizens.

## VII. NATURAL HAZARDS

### Goals

1. To protect life and property from natural disasters and hazards.
2. To provide for land uses in areas of natural hazards.

### Policies

1. Waldport shall require the provision of adequate safeguards before permitting development in identified areas of known or suspected natural hazards. The city shall maintain current mapping of known or suspected hazards based upon data included in Department Of Geology and Mineral Industries BULLETIN 81, THE ENVIRONMENTAL GEOLOGY OF LINCOLN COUNTY, OREGON 1973; AND RNKR ASSOCIATES, ENVIRONMENT HAZARDS INVENTORY, COASTAL LINCOLN COUNTY, OREGON 1978. This data and mapping shall serve as an overlay to the official zoning maps of the city.
2. Waldport shall require development in areas subject to flooding to comply with the requirements of the U.S. Department of Housing and Urban Development Flood Insurance Program.

## VIII. RECREATION

### Policies

1. The City of Waldport shall encourage the formation of a community-wide parks and recreation committee;
2. The City of Waldport shall work with the State of Oregon, Parks Division in determining future State Park and Wayside facility needs and improvements.
3. The City of Waldport shall encourage and support the effort of the Port of Alsea in maintenance and improvements of the port owned and operated boat launching and moorage facility.

4. The City of Waldport shall work with the Port of Alsea to determine the feasibility of additional park development on port owned property.
5. The City of Waldport shall work with the Port of Alsea, the State of Oregon and other federal, state and local agencies to identify and improve access to public open space on the Alsea Bay and ocean beaches.
6. The City of Waldport shall work with the Port of Alsea, the State of Oregon, and other federal, state and local agencies in exploring the possibility of developing a public fishing pier on the Alsea Bay.
7. The City of Waldport shall solicit participation by citizens, community organizations, private enterprise and the Lincoln County School District in the provision of additional community recreational facilities such as tennis courts, handball and racquetball courts, neighborhood parks and play equipment, and an indoor community swimming pool.
8. The City of Waldport shall work with the Lincoln County School District in an effort to fully utilize the outdoor and indoor recreational facilities provided in conjunction with the Waldport public schools for community purposes.
9. The City of Waldport shall develop a plan for the improvements of the city owned park located west of Crestline Drive and accessed by Park and Brentwood Drives.
10. The City of Waldport shall review all proposed property vacations and other city owned property for park or recreational value prior to change of use ownerships.

IX. ECONOMY

Goals

1. To support and encourage the creation of new and the expansion of existing industrial and commercial activities within the city and its Urban Growth Boundary.
2. To recognize the environmental and developmental constraints in locating new industrial and commercial activities.



## Policies

1. The City of Waldport shall designate suitable lands for the creation and expansion of existing industrial and commercial activities; and shall support and encourage the efficient use of areas currently designated for commercial use.
2. The City of Waldport shall encourage the location of industrial activities in those areas suited to and capable of supporting those activities and land uses.
3. The City of Waldport shall support and encourage the establishment of programs for the education and training of Lincoln County citizens in the performance of jobs typically needed and those jobs expected to be needed in Waldport.
4. The City of Waldport shall seek means by which to widely advertise the attributes and amenities available in Waldport for increased industrial, commercial, recreational, and residential activity.
5. The City encourages and supports the economic development activities of the Port of Alsea in the advertisement, promotion and development of Port facilities, where consistent with the provisions and limitations of this plan, Development Code requirements and other City Plans or Policies.
6. The City of Waldport shall develop an Urban Renewal Plan consistent with the requirements of this Plan, implementing ordinances and State Law or Rules. The City shall work with local, state and federal groups or agencies in developing the plan.

## X. HOUSING

### Goals

1. To provide for the housing needs of the residents of the community.
2. To make residential housing of low to moderate income households more energy efficient.
3. To make home rehabilitation loan and grant funds available to homeowners and renters, especially those of low to moderate incomes.
4. To increase the amount of decent and affordable

housing, especially rentals.

Policies

1. The City of Waldport shall provide sufficient lands suited to and capable of supporting the additional housing units needed to accommodate the city's anticipated population growth during the planning period.
2. The city shall allow, through planning and zoning, for a flexibility of housing types, location and densities.
3. The City of Waldport shall work with Lincoln County and other governmental agencies in developing a countywide housing assistance and referral program that will strive to:
  - a. Widely advertise the scope and content of existing energy conservation programs and promote the use of these programs;
  - b. Develop an agency and staff capability to initiate an integrated housing rehabilitation program;
  - c. Develop housing strategies that will ensure the provision of adequate housing for lower to middle income households;
  - d. Identify and concentrate financial and human resources in areas of inadequate housing;
  - e. Provide, through an integrated housing rehabilitation program, loan and grant monies for housing rehabilitation programs;
  - f. Advertise widely the scope and content of existing housing rehabilitation programs;
  - g. Create a countywide lower income housing advocacy body or housing task force made up of citizens, policy makers and professional staff;
  - h. Establish housing codes that will insure adequate housing for homeowners and renters.
4. The City of Waldport shall incorporate regional housing information into the inventory, provided such data becomes available from the Lincoln County Assessors Office, U.S. Census, or other

verifiable source, no later than the next periodic review.

## XI. PUBLIC FACILITIES AND SERVICES

### Goal

1. To provide adequate public facilities and services consistent with the planned level of development.

### POLICIES

1. Development outside of existing corporate boundaries, but within the Urban Growth Boundary of Waldport, shall be provided with appropriate levels and types of public facilities and services to support the anticipated growth as set out in the Waldport Comprehensive Plan. The City of Waldport will not extend public facilities and services to such development until (and) unless a commitment to annex has been secured.
2. Urban density development shall be encouraged and promoted in areas already served by water, sewer and key public facilities and services.
3. Plans for the extension of public services and facilities to urbanizable lands shall take into consideration service needs within the City of Waldport, the cost and timing required for necessary capital improvements.
4. The City of Waldport shall provide public services and facilities to areas outside of the Urban Growth Boundary only to those lands which are already being provided services, or which are adjacent to existing or new lines serving areas within the Urban Growth Boundary, or to which a legal commitment to provide services exists.
5. The City of Waldport shall rely on the Lincoln County School District for the provision of public education. The City supports all efforts to enhance and improve educational facilities in Lincoln County, and supports the development of additional Lincoln County School facilities within Waldport.
6. The City of Waldport shall require that plans for the control of surface water drainage be included with all requests for subdivision, major partitions and planned unit developments.

7. The City of Waldport shall manage both the municipal water system, waste water treatment and solid waste disposal systems in accordance with all applicable state and federal standards.
8. The City of Waldport shall work with Lincoln County and the Lincoln County Solid Waste Advisory Committee in gaining the approval of a solid waste disposal site convenient and economic to Lincoln County residents.
9. In the interest of orderly development, the City shall update and maintain current mapping of all utility location, depth, size, capacity etc. The service lines to be mapped include: Sewer and water lines, storm drain lines, and where feasible, gas, power, and cable television. Mapping shall be commenced within one year of the adoption of this plan, completed within 3 years after initiation.

## XII. TRANSPORTATION

### Goals

1. To plan for a safe, convenient, and economic transportation system.
2. To develop a transportation system which enhances the local economy.
3. To explore alternative energy conserving transportation modes.

### Policies

1. The City of Waldport's transportation plan shall be consistent with state transportation plans and the Lincoln County transportation plan.
2. The City of Waldport shall work with the Lincoln County Road Committee in review of improvements to the state and county highway system within Waldport and Lincoln County for consistency with this comprehensive plan.
3. The City of Waldport, as a part of its transportation plan shall designate roads as major and minor arterials, collectors and residential streets to which the following will apply.

- a. Major arterials shall provide regional access between communities and areas of the county and state.
    - i. Access to major arterials shall be via fully improved streets.
    - ii. Development adjacent to arterials shall provide through access via collectors or residential right-of-ways to adjacent developable areas.
  - b. Minor arterials shall provide an alternative regional access as well as local access collector and residential roads and residential land use activities.
  - c. Collector roads shall provide access to major and minor arterials, community centers, resource areas and residential areas.
  - d. Residential roads shall provide access primarily to residential areas.
  - e. Existing right-of-ways shall be used where appropriate and future needed right-of-ways shall be designated to improve the safety of vehicular circulation within the city and county.
5. The City of Waldport shall work with Lincoln County to encourage the improvements, if appropriate, of the Newport Airport, and other county airports, and the coordination of airport planning through a county-wide transportation system plan.
6. The City of Waldport shall work with Lincoln County and other jurisdictions, agencies, and private enterprise to improve access from Waldport to other areas and within the city encouraging:
- a. Improved bus transportation for residents and the transportation disadvantaged;
  - b. Expansion of the railway system capability;
  - c. Establishment of a commuter airline service;
  - d. Improvement and maintenance of marine facilities where appropriate such as docks, jettys, and channels;

- e. Designation and improvement of inter and intra-city pedestrian and bicycle routes.
7. Proposals to locate high voltage electrical transmission lines and high volume natural gas or oil pipelines within the jurisdiction of the City of Waldport shall be reviewed by the Planning Commission and/or the City Council.
8. Transmission lines and pipelines serving and linking residential, commercial, and industrial users shall be located along common corridors where feasible. The location of these corridors and uses located within should be mapped as a matter of key public information.
9. The City of Waldport shall explore the possibilities of establishing a commercial bus terminal within the city.
10. The City of Waldport supports and encourages the development of a regional bus line and terminal which would generate daily transportation between cities of Lincoln County.
11. The City of Waldport, upon request by property owners of an affected area, shall evaluate the potential traffic control measures appropriate to safeguard neighborhoods from increased traffic flows due to increased development. Such measures shall include, but are not limited to, stop signs, reduced speed limits, street vacations or increased police patrol.

### XIII. ENERGY CONSERVATION

#### Goal

To promote and encourage energy conservation within the City of Waldport planning area.

#### Policies

1. The City of Waldport shall maintain energy conservation standards for all buildings which meet or exceed the uniform building code.
2. The City of Waldport shall consider ways to conserve energy in its public buildings.
3. The City of Waldport shall promote the use of existing energy conservation programs in the area of housing. (See Housing Section Inventory)

4. The City of Waldport shall develop a pedestrian access plan that will encourage foot traffic from the city's residential areas to commercial and recreational areas.
5. The City of Waldport shall plan for the location of multi-family housing areas in close proximity with commercial uses.
6. The need for convenience commercial uses shall be established and planned accordingly within the urbanizable area of Waldport.
7. The City of Waldport shall encourage the use of solar power systems for residential and commercial buildings.
8. The City of Waldport shall encourage the use of planned unit developments and other energy efficient housing designs.

#### XIV. URBANIZATION

##### Goal

To provide for an orderly and efficient transition from rural to urban land use.

##### Policies

1. Exceptions from State Goals and Guidelines requirements for specific properties shall be considered by the City upon petition by the property owner to the City Council. The following criteria having been determined.
  - a. Reasons for the exception justify why the State policy embodied in the Goals should not apply;
  - b. Areas which do not require a new exception cannot reasonably accommodate the use;
  - c. The long term environmental, economic, social and energy consequences resulting from the use of the proposed site are not significantly more adverse than would typically result from the same proposal being located in other areas requiring a goal exception;
  - d. The proposed uses are compatible with other adjacent uses or will be so through measures designed to reduce adverse impacts;

- e. The proposed exception satisfies all requirements of current Oregon Statutes and Administrative Rules pertaining to Goal exceptions.

XV. WILLAMETTE RIVER GREENWAY

Goal

N/A

XVI. ESTUARINE RESOURCES

Goal

To recognize and protect the unique economic, social and environmental values of the Alsea River Estuary.

Policies

At such time as the Lincoln County Estuarine Management Plan has been acknowledged, the City of Waldport shall adopt the county's plan.

XVII. COASTAL SHORELAND

Goal

1. To identify coastal shorelands
2. To identify appropriate uses in coastal shorelands
3. To recognize the value of coastal shorelands and protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources, and recreation and aesthetics.

Policies

1. The City of Waldport shall establish a Coastal Shorelands Boundary and determine appropriate uses within.
2. The shoreland boundary shall be defined to include areas as follows:
  - a. Lands which are directly affected by hydraulic action of the coastal water body, including the 100 year floodplain, and lands which limit and control hydraulic action;
  - b. Areas of geologic instability which may affect or may be affected by adjacent coastal waters;



- c. Identified headlands;
  - d. Identified areas of exceptional scenic or aesthetic qualities including lands within the state park system;
  - e. Identified areas of significant shoreland and wetland biological habitats.
3. The City of Waldport shall allow coastal shoreland uses according to the following general priorities (from highest to lowest):
    - a. Uses which maintain the integrity of estuaries and coastal waters;
    - b. Water dependent uses;
    - c. Water-related uses;
    - d. Non-dependent, non-related uses which retain flexibility of future use and do not prematurely or inalterably commit shorelands to more intensive uses.
  4. For shorelands identified in the inventory as major marshes, significant wildlife habitat, headlands, areas having exceptional aesthetic resources or historic and archaeological sites, City of Waldport shall adopt land use designations and standards which are consistent with the protection of natural values.
  5. The City of Waldport recognizes that shoreland policies and estuarine policies need to be closely coordinated. Shoreland uses shall be compatible with the management unit designation on contiguous estuarine areas.
  6. The City of Waldport shall require the maintenance and, where appropriate, restoration of riparian vegetation in coastal shoreland areas, consistent with water-dependent uses.
  7. The City of Waldport shall protect shorelands which are especially suited for water-dependent development from uses which would commit those shorelands to non-water dependent uses.
  8. The City of Waldport shall protect the identified mitigation site at Lint Slough from land uses which would prevent its ultimate use for restoration or enhancement of the estuarine ecosystem.

XVIII. BEACHES AND DUNESPolicy

To ensure that development will be designed to minimize adverse environmental effects, the City of Waldport will require that construction in dune areas be designed to minimize vegetation removal and exposure of stable areas to erosion.

XIX. OCEAN RESOURCESPolicies

1. The City of Waldport will cooperate with all local, state and federal agencies which have planning, permit or review authority over coastal land and waters and whose policies and regulations therefore have a corresponding affect on coastal land and water use plans and implementing ordinances.
2. The City of Waldport will work with Lincoln County in cooperation with appropriate local, state and federal agencies charged with assessing on shore impacts of outer continental shelf oil and gas development or marine fisheries development.
3. The City of Waldport shall coordinate its on-shore planning efforts with state and federal agency plans for the development of ocean resources.