CITY OF REEDSPORT

COMPREHENSIVE PLAN

Acknowledged by the State of Oregon

Land Conservation and Development Commission

April 26, 1984

Periodic Review

Adopted by City Council

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Acknowledgement and appreciation is also extended to all of the individuals who served on advisory committees and past council members and planning commissions who contributed to this plan.

TABLE OF CONTENTS

TITLE PAGE NO.

I. Introduction
Purpose and Scope I-1

II. Citizen Involvement Element
Goal and Policies II-1
Planning Process II-2
Amendment Procedures II-2

III. Natural Features Element
Agricultural III-1
Forest Land III-2
Air III-2
Noise III-3
Water III-3
Land Quality III-3
Areas Subject to Natural Hazards III-3
Open Space III-4
Historic and Scenic Resources III-4
Natural Resources III-6
Wetlands and Riparian Corridors III-6
Goals and Policies III-7

IV. Community Services Element
Public Facilities IV-1
Sewer/Storm Drain IV-1
Water IV-1
Special Sewer and Water Service Outside Reedsport's UGB ... IV-2
Solid Waste Management IV-3
Public Safety IV-3
Social Services IV-3
Private Services IV-3
Parks and Recreation IV-4
Transportation IV-5
Energy Conservation IV-10

V. Economic Element
Employment V-1
Natural Amenities V-2
Industry Clusters and Competitive Advantage V-2
Manufacturing V-3
Wood Products V-3
Land Needs to meet Future Opportunities V-3
Recommendations V-4
Economic Goals and Policies V-5

TABLE OF CONTENTS (cont)

TITLE PAGE NO.

VI. Housing and Population
- Population VI-1
- Housing VI-1
  - Supply of Buildable Land for Housing VI-2
  - Housing Needs VI-2
  - Housing Inventory VI-3
  - Future Housing Needs and Current Housing Inventory VI-3
  - Net Buildable Acreage Needed & Net Buildable Acreage Available VI-4
- Recommendation VI-5
- Housing Goals and Policies VI-6

VII. Land Use and Urbanization Element
- Existing Land Use VII-1
  - Residential VII-2
  - Commercial VII-3
  - Industrial VII-4
  - Public and Semipublic VII-4
- Future Land Use and Urbanization VII-5
  - Residential VII-7
    - Inside City Limits VII-7
    - Outside City Limits VII-7
  - Commercial VII-8
  - Industrial VII-10
    - Waterfront area east of Highway 101 ..... VII-10
    - Coos Bay Railroad Right-Of-Way VII-10
    - Area Between Highway 101 and Scholfield River VII-10
    - Leeds Island VII-10
  - Public and Semipublic VII-11
  - Comprehensive Plan Map VII-11
    - Residential VII-11
    - Commercial VII-11
    - Industrial VII-11
    - Public/Semipublic VII-11
    - Urban Conservation VII-11
    - Water-Dependent Industrial VII-12
    - Water-Related Commercial VII-12
    - Estuarine Natural VII-12
    - Estuarine Conservation VII-12
    - Estuarine Development VII-12
- Land Use Goals and Policies VII-13

VIII. Coastal Resource Element
- Estuarine Resources VIII-1
  - Purpose and Content VIII-1
  - Relationship to Umpqua Estuary VIII-1
  - Identification VIII-2

TABLE OF CONTENTS (cont)

TITLE PAGE NO.

Estuarine Subareas VIII-5
Subarea Ia VIII-5
Subarea Ib VIII-5
Subarea II VIII-6
Subarea III VIII-7
Subarea IV VIII-7
Subarea V VIII-8
Subarea VI VIII-8
Subarea VII VIII-9
Subarea VIII VIII-9
Policies VIII-10
Coastal Shoreland Resources VIII-19
Purpose and Content VIII-19
Shoreland Planning Areas VIII-19
Management Units VIII-19
Urban-Conservation Shorelands VIII-19
Urban Water Dependent Shorelands VIII-20
Urban Water-Related Shorelands VIII-20
Urban-Other Shorelands VIII-20
Coastal Shorelands Subareas VIII-20
Subarea 1 ..... VIII-21
Subarea 2 ..... VIII-21
Subarea 3 ..... VIII-22
Subarea 4 ..... VIII-23
Subarea 5 ..... VIII-24
Subarea 6 ..... VIII-25
Subarea 7 ..... VIII-25
Subarea 8 ..... VIII-26
Subarea 9 ..... VIII-27
Subarea 10 ..... VIII-27
Subarea 11 ..... VIII-28
Subarea 12 ..... VIII-28
Subarea 13 ..... VIII-29
Subarea 14 ..... VIII-29
Subarea 15 ..... VIII-30
Subarea 16 ..... VIII-31
Subarea 17 ..... VIII-31
Policies VIII-32
Dredge Material Management Program VIII-35
Mitigation/Restoration Program VIII-37

I. INTRODUCTION

PURPOSE

The main function of this Plan is to provide for the orderly development of Reedsport. The planning program must take a long-range viewpoint and strive to protect the general welfare of the people rather than seeking to satisfy the interests of a few. Land can no longer be considered as just a commodity, but must be approached on the basis of dealing with a resource which is a severely limited resource in this area.

Presented as part of this Plan in both printed and graphic form are the plans and policies to guide the future development of the community. All statements in this Plan labeled "Policies" are mandatory. They represent choices, decisions, and courses of action adopted by City Council after public hearing and in accordance with state and local laws. This Plan and its policies have been adopted by Ordinance and are implemented by related Ordinances. It is hoped that this Plan will enable the general public, public and semipublic agencies and private developers to better understand the probable growth potential and regulations which will be utilized to fulfill such development.

SCOPE

This Plan is comprehensive, long-range and detailed enough that an individual will have a good grasp of what is to be expected for specific portions of the area, yet not so specific as to unduly limit actions within the area. The Plan is comprehensive in that its coverage of time is to the year 2000 and includes elements related to transportation, recreation, public services and housing, along with the process of urbanization and utilization of land resources which is the responsibility of both the City and County governments. This Plan suggests a framework under which both City and County government might better resolve land use decisions in the public interest. This Plan is a guide to the inevitable change that will occur in the next twenty years. It provides desirable alternatives to bring about desired change. It is important to establish the difference between the Comprehensive Plan and the implementing ordinances. The implementing ordinances set forth steps taken to bring about the broad proposals and policies of the Comprehensive Plan.

II. CITIZEN INVOLVEMENT ELEMENT

The City of Reedsport realizes that planning is not merely concerned with the arrangement of land uses, but must reinforce, reflect and provide for local needs. Thus, the Plan must be oriented toward bringing man's activities into harmony with the resources of the area.

What are the needs of the community and how do the people in the community want the area to appear? This type of question must be answered by the people of the community.

Only through involvement and communication at the planning level can the basic questions be asked and the constraints, issues and alternatives be addressed.

Goal:

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

Policy:

The City shall designate a community-wide citizens advisory structure that will provide a link between citizens of the community and the city government on Comprehensive Plan issues.

PLANNING PROCESS

The formation of this Plan is a logical step in the planning process which includes the following: research, analysis, adoption, implementation, and review. The last step indicates that the purpose of planning is continuous. By the year 2000, enough changes will have occurred to warrant a total review and major updating of this Plan.

Policy:

The Comprehensive Plan shall be reviewed every two years and updated on a five-year basis or sooner if circumstances warrant it, in accordance with the following Amendment Procedures.

AMENDMENT PROCEDURES

1. The Plan may be amended at any time by the City Council except the situations which require joint City/County decisions as stipulated in the Urban Growth Management Agreement, but it shall first be referred to the Planning Commission for recommendation.

2. Changes to the Plan shall be made by ordinance amendment after a public hearing.

3. Changes in the Plan and data base should be incorporated directly into the document at the appropriate place. The amendment should also indicate the date of passage of the ordinance and the ordinance number. A list of all amendments should be inserted into each respective document.

4. A proposed amendment to the Comprehensive Plan text and policies shall be considered when one or more of the following conditions exist:

    a. Updated data demonstrates significantly different trends than previous data;

    b. New data reflects new or previous undisclosed public need(s);

    c. New community attitude represents a significant departure from previous attitude as reflected by the Citizens Advisory Group, Planning Commission and/or City Council;

    d. Statutory changes significantly affect the applicability or appropriateness of the existing plan goal or policy;

e. A demonstrable error or major inconsistency in the existing plan goal or policy.

5. Application for a Legislative Plan Amendment can be made by any citizen, their authorized agent or by the City or County governing body.

6. Application for a Site Specific Plan Amendment can only be made by affected property owners, their authorized agents or by the City or County governing body.

7. In order to obtain a Comprehensive Plan amendment, the applicant has the burden of proving that all of the following conditions exist:

   a. There is a need for the proposed change;

   b. The identified need can best be served by granting the change requested;

   c. The proposed change is not in violation of state land use goals, statutes and rules;

   d. The proposed change is compatible with all other elements of the City Comprehensive Plan.

III. NATURAL FEATURES ELEMENT

The rugged terrain within the coastal area of Douglas County results in very localized weather conditions. The City, being sheltered from the prevailing coastal winds, does not have the drastic climatic changes that can affect the beach areas and the inland area. The City is located at an average elevation of 94 feet above mean sea level at latitude North 43 degrees 42' longitude West 124 degrees 07' approximately eleven miles upstream from the mouth of the Umpqua River.

As a result of the City's location, the mean annual temperature is 52.1 degrees based upon records taken between 1937 and 1977 with a mean maximum temperature of 60.7 degrees and a mean minimum temperature of 43.6 degrees for the same period.

The location of the City adjacent to three rivers has many advantages and some limitations. It adds to the community's economic diversification by providing an inexpensive form of transportation having access to the ocean and therefore to the international market. The rivers provide a wide variety of recreational activities as well as enhancing the natural beauty of the area.

The limitations are with respect to the City's confinement to a narrow bank of relatively flat ground to the south of the Scholfield and the Umpqua Rivers. Lands adjacent to the rivers are flood-prone or too steep on which to build easily. The natural action of wind and water have deposited a variety of soils and soil classes which have been disrupted by urban development and filling of low-lying areas.

AGRICULTURAL LAND

The City of Reedsport and its urbanizable area are located in the midst of mixed forest and agricultural areas.

A generalized soils map (see Appendix B-5) based upon Soil Conservation Services interpretations, has been developed for the area to show where agriculturally capable lands are located. This map uses the eight classes of Soils, I through VIII, with type I being prime agricultural soil and VIII being the most limited. Only Class II through IV soils have been mapped as they were the only ones identified in the area. It can be noted from the map shown in Appendix B-5 that large portions of the existing urbanized area is Class II soils. There are pockets of Class II soils at the confluence of Providence Creek and the Umpqua River, in addition to the Decker Point area. Both of these areas are subject to flooding. The remaining area is a mix of Class III through VIII soils. Those Class II soils that are not under urban development are predominately used as grazing land due to their flood potential.

FOREST LAND

A large portion of the area is forested with natural growth or reforested by one of the large lumber companies in the area.

The suitability for commercial forestry land use has been assessed using the cubic foot site classification of the State Department of Forestry. This system gauges the quantity of wood growth produced by an acre of land in one year. Ratings in this system are from one to seven with one being the most productive. The site classifications within the Urban Growth Boundary are shown on the Forest Suitability Classification Map in Appendix B-4. As indicated on the map, the majority of the undeveloped Urban Growth Boundary area is Class III with limited amounts of Class II. Further to the west outside of the Urban Growth Boundary, the classification improves and that was a consideration in determining the location of the Urban Growth Boundary. Although the inventory shows that some of the forest land is considered suitable for commercial forest use, it has been determined that these lands are needed for urban purposes as discussed in the Land Use Element, specifically that area in the Urban Growth Boundary located between the Scholfield River and Providence Creek.

AIR

All land within the Reedsport Urban Growth Boundary is located within a Class II Prevention of Significant Deterioration Area specifically for air quality. As such, no air pollution sources can begin construction or modification unless the U.S. Environmental Protection Agency and the Oregon Department of Environmental Quality have determined that the source's emissions are within the federal and state air quality standards.

It has been determined by using the guidelines within the "Department of Environmental Quality Handbook for Environmental Quality Elements of Oregon Local Comprehensive Plans" (Air Quality Section) and support documentation, that the City's Plan does not conflict with Class II PSD Air Quality Standards.

Most of the basis for the low levels of trisodium phosphate and/or sulfur dioxide along with carbon monoxide can be attributed to the constant wind which has the effect of stirring the air and dispersing any type of contaminate. Secondly, the rain washes the particles out of the air and further lowers the count. Occasionally, the area will have an air pollution problem for the International Paper Pulp Mill in Gardiner. This only happens during periods of north winds. Another source is slash burning and this again is unpredictable and usually for a short duration. As a part of the ongoing planning process, the City will coordinate with the Oregon Department of Environmental Quality to ensure the necessary statements of compatibility are issued when required. These statements are a necessary part of the program to retain a good quality of air within the

local air shed. At the present time, the City does not have a permit system for air quality; therefore, all permits will be issued by the state.

NOISE

Noise pollution within the area is at a relatively low level because there are only two areas zoned for heavy industry. The source of most industrial noise is separated from major residential areas. Due to topography, some residential areas do receive excessive noise because they are at a higher elevation than the noise source. Most traffic noise is generated by Highways 101 and 38. The adjoining properties are commercial and not seriously affected by this noise.

WATER

The City has upgraded the sewage collection system and the sewage treatment plant to accommodate expected growth and has lessened the raw sewage that is released into the Umpqua and Scholfield Rivers at times of high runoff. Any potential development along the rivers will be required to meet Department of Environmental Quality standards if they must discharge their pollution into the rivers. See the Community Services element for more information on water quality.

LAND QUALITY

The development of the urbanizable land in and around Reedsport will have little effect upon the existing land resources as all areas considered for inclusion within the Urban Growth Boundary can be serviced by sewer, so there will be little, if any, chance of contamination of the ground from sewage.

AREAS SUBJECT TO NATURAL HAZARDS

The City and its potential growth are located within a region that has two hazard potentials. The main hazard is the flooding the Umpqua River-Scholfield River and Providence Creek. A large portion of the Umpqua and Scholfield flood plain has been controlled by dikes around the downtown area of Reedsport. Scholfield River and Providence Creed can affect portions of the area potentially available for development. These are south of the Scholfield River and west of town along with a large portion of the Providence Creek drainage area. Most of the flooding that occurs is not due to local heavy runoff, but results from backing up of river water due to high wind and tide action. The resulting flood is usually short-lived and causes minimal erosion. The fact that portions of the urban area are flood-prone means the region is under the National Flood

Insurance Program as administered by FEMA. Development is not intended for identified flood-prone areas other than in a manner consistent with FEMA requirements.

The second hazard involves portions of the community that have steep slopes of 20% or more. Through the process of natural selection, the flattest areas of the community were developed first due to the ease of construction. Consequently, there is limited level land available today that is not adversely affected by flood water. Future development will be on steeper lots that will require a close review by the City to ensure road grades are kept to no more than 15% and to ensure that landslide potential and erosion areas are protected. Areas of 20% slope and greater are intended to be developed as low density residential.

OPEN SPACE

Natural selection of the location of Reedsport within a flood area of the Umpqua River has meant that there is limited usable space for all of the human activities that are a part of a city. Most of the usable land within the community has been developed for residential or business uses leaving limited space for parks or open spaces. However, the City is close to the Dunes National Recreation Area which is made up of several thousand acres of sand and water. Also the urban growth boundary is encircled by open space which includes the rivers and forested lands and within very close proximity to many recreational areas and facilities.

HISTORIC AND SCENIC RESOURCES

The City of Reedsport was incorporated in 1919 and basically consists of two towns. Old Town, a small shopping center, waterfront, civic center, and residential section is the site where Reedsport began. Early street and houses in the section were built on pilings because of high tides. Industry in those early days was timber and fishing. The area of Old Town has long since been filled in and is safe from tides, though it flooded after heavy rains until 1969 when the dike was completed. Because of infilling and flooding through the years, most of the historical portions of this area can only be preserved by recording verbal narrative of long-time residents and through photographs.

The main part of town now is located on what was once known as Wade's Flat along Highway 101, and includes the school, hospital, churches, a major shopping area and the majority of the community's residential element.

Several structures have been identified on the State Inventory as having historical significance. After several public hearings, two of these structures had significant question raised as to their historic value to the community. These structures have been

classified as 1A under the Goal 5 Resource Inventory criteria and are identified as the Reed Home and the First Christian Church. The 1A classification states that "based on information that is available on location, quality and quantity, the local government might determine that a particular resource site is not important enough to warrant inclusion on the Plan inventory."

The City has determined that although the State has provided inventory information on these structures (see Appendix B-22 through B-25), the information is not significant enough to warrant protection through the City's Comprehensive Plan and Zoning Ordinance. Justification for the City's position is shown in Appendix B-26 through B-32.

The Lower Umpqua Historical Society is currently working with the City in an effort to establish an inventory that will identify significant structures and sites and to work with the owners of such properties as well as the community in general in creating a positive attitude, awareness and enthusiasm towards historic preservation.

A program is being developed to inventory and identify all existing structures that are over fifty years old. The Lower Umpqua Historic Society will then evaluate the significance of the above mentioned structures as well as other potential structures that have been included on their inventory. This work will be completed by the time of the Plan update. The City has provided measures in the Zoning Ordinance to protect historic sites and structures once they have been identified and acknowledged.

To date there are two structures in the City that have been recognized as being historically significant to the community. They are referred to as the Joseph Lyons home located at 1922 Fir Street and the Umpqua Bridge located on Highway 101 at the northeasterly city limits. Both structures are listed on the State Inventory. (See Appendix B-17 and B-19 for State Inventory Evaluation.)

The Joseph Lyons house is located in a Commercial C-2 zone. Under that zoning and other existing land-use regulation, several types of activities are permitted that might conflict with or harm this historic resource. Demolition, alteration or replacement of the structure by a commercial structure are examples of such conflicts. The principal economic, social, environmental or energy consequence of such a conflict is that the historic resource would be lost or irrevocable harmed.

The old Highway 101 bridge affords a beautiful view of the Umpqua River as do several locations along the waterfront area. As mentioned previously, the City's close proximity to the Dunes National Recreation Area allows residents of the community to enjoy many breathtaking scenic views. The City is also ringed by hills accessible by residential and back roads that provide views of the Umpqua and Scholfield Rivers and their respective estuaries. At such time that the City selects future water reservoir sites, consideration should be given to developing scenic viewing sites in conjunction with the reservoir site.

NATURAL RESOURCES

The natural resources of the area comprise the surrounding forest lands under private and public ownership. (See Timber Owner's Map in Appendix B-16.) The Umpqua River upstream provides the mineral and aggregate resources for the whole coastal area. This material is barged down river to a site within the City with additional material being barged to points up and down the west coast and to Hawaii.

There have been no significant fish and wildlife habitats identified by the Oregon Department of Fish and Wildlife other than those discussed in the estuarine and shoreland areas under the coastal goals. Non-significant natural areas of habitat are shown on the Vegetation/Habitat map based in ODFW categories, which are included in Appendix B-10.

The location of the City on a major estuary makes the whole shoreland and estuary a critical area subject to a separate review under the Coastal Resources Element of this Plan. A major emphasis of the coastal review is toward identifying and protecting critical natural resource areas.

The methodology used to locate the different vegetation types was based upon a simplified version of the Oregon Department of Fish and Wildlife's habitat categories. Three categories were used: Douglas Fir Mix; Deciduous and Evergreen Hardwoods; and Grassland/Agriculture Land. The Vegetation Habitat Map (Appendix B-10) shows the distribution of the various types of vegetation categories.

The Douglas Fir Mix is the most important category as this area provides most of the wood products for the local mills. The majority of this Douglas Fir Mix is second growth and mixed with Western Hemlock, Vine Maple, Red Alder and similar species. This area supports a diverse animal population to include deer, black bears, and gray squirrels to mention a few. The bulk of Douglas Fir Mix within the Urban Growth Boundary is located on the westerly edge of the City, on land owned by International Paper Company and Menasha Corporation.

WETLANDS AND RIPARIAN CORRIDORS

Statewide Planning Goal 5 requires local governments to adopt programs that will protect natural resources for present and future generations. The City of Reedsport has inventoried these resources and identified locally significant wetlands and riparian corridors. An overlay zone applied on the identified properties will ensure that reasonable economic use of property within the City and the Urban Growth Boundary can occur while valuable natural resources are protected.

Significant wetlands and riparian areas provide valuable fish and wildlife habitat including habitat for anadromous salmonids; the wetlands and riparian areas improve water quality by regulating stream temperatures, trapping sediment, and stabilizing stream banks and shorelines. The resources also provide hydrologic control of floodwaters as well as educational and recreational opportunities. It is recognized that not all of these resources exhibit all of these functions and conditions.

NATURAL FEATURES GOALS AND POLICIES

AGRICULTURAL AND FOREST LANDS

Goal:

To protect the natural elements with the local environment.

Policies:

Existing timber lands should be converted incrementally to urban uses as services are extended.

AREAS SUBJECT TO NATURAL HAZARDS

Goal:

To protect life and property within the urbanizable area from the potential natural disasters and hazards most commonly associated with the area.

Policies:

1. The City shall adopt and implement the National Flood Insurance Program as administered by the Federal Emergency Management Agency.

2. Due to the amount of steep terrain, special engineering techniques shall be required that would allow use of those residential areas. All development in identified hazard areas of 20% and greater slopes will be governed by the Reedsport Zoning Ordinance.

3. Applicable federal and local regulations concerning development within flood-prone areas as outlined in the City's Zoning Ordinance will govern the types of uses allowed within a flood prone area.

AIR, WATER AND LAND RESOURCES QUALITY

Goal:

To maintain and improve the quality of the air, water and land resources for the present and the future within the urbanizable area.

Policies:

1. Zoning and land use planning shall discourage the intermixing of noisy industrial sites and residential areas, without appropriate buffering.

2. Major transportation routes shall be separated from residential areas where feasible to lessen noise pollution.

3. An environmental assessment shall be an integral part of the development process for subdivisions and annexations.

4. The City shall encourage the location of energy-efficient and low-polluting industries within the urbanizable area.

5. The City will comply with all state and federal requirements related to noise pollution and air water resources.

OPEN SPACE, SCENIC AND HISTORICAL AREAS, NATURAL RESOURCES

Goal:

To conserve open spaces and protect local natural and/or scenic resources as they are an indispensable part of the well-being of the community.

Policies:

1. Classification of significant historical structures identified in the Comprehensive Plan shall be addressed in accordance with the Reedsport Zoning Ordinance.

2. The City of Reedsport recognizes the Umpqua River Bridge as an important historical resource. The City shall coordinate with Douglas County and the Oregon Department of Transportation to ensure that all agencies carefully consider the bridge's historical value prior to taking any action that might reduce or eliminate that value.

WETLANDS, RIPARIAN CORRIDORS, MAJOR MARSHES AND RIPARIAN VEGETATION

Goal:

To provide protection for identified significant natural resources within the City of Reedsport including wetlands and riparian corridors designated under Statewide Planning Goals 5, and major marshes and riparian vegetation designated under Goal 17.

Policy:

The City is adopted a Significant Natural Resources Overlay Zone to apply to resources that have been inventoried and mapped within studies which are hereby adopted as inventory documents of this Plan:

- City of Reedsport Statewide Planning Goal 5 Wetlands and Riparian Corridors Determination of Significance prepared by Pacific Habitat Services, Inc., December 8, 1998.

- City of Reedsport Statewide Planning Goal 17 Major Marshes and Riparian Areas Determination of Significance prepared by Pacific Habitat Services, Inc., December 8, 1998.

IV. COMMUNITY SERVICES ELEMENT

GOALS AND POLICIES

PUBLIC FACILITIES

Goal:

To plan and implement a timely, orderly and efficient arrangement of public facilities and services.

Policies:

1. Each City service shall have a facility master plan. These facility master plans should be consistent with the other elements of the Comprehensive Plan, including coordinated future growth assumptions for the Reedsport Urban Growth Area.

Sewer/Storm Drain

1. Instruction shall proceed with the upgrading and rebuilding of the sewer lines and upgrading the treatment plant.

2. Minimum sewer line sizes and standards shall be set for new development areas to prevent systems from becoming overloaded.

3. Sewer line easements into potential development areas shall be designated to facilitate the most logical connection into existing trunk lines.

4. All new residential developments must provide a drainage plan that ties into the existing drainage system or meets the special needs of the area.

5. All future subdivisions and planned unit developments within the Urban Growth Boundary will be required to hook up to the City's sewer system.

6. No new development shall be allowed to obstruct natural drainage ways within the urban growth area.

Water

1. Minimum water line sizes and standards shall be set for new development area to prevent systems from becoming overloaded.

2. Possible water line easements shall be designated for potential development areas to facilitate logical enlargement of the system.

3. All new commercial and industrial development shall be metered. Water meter boxes shall be required in all new residential development. Eventually all water services should be metered as a means of promoting water conservation so as to serve a larger population with the existing water source through the year 2000.

4. The City shall comply with Goal 18 Implementation Requirements prior to further development of dunal well sites.

5. An in-depth study to enlarge the capacity of Clear Lake, provide cost effective water treatment and locate reservoir sites to adequately supply water to developing areas shall be undertaken by the City to ensure a proper level and quality of water for the health and welfare of the City.

6. All future subdivision and planned unit developments within the Urban Growth Boundary shall be required to hook up to the City's water system.

Special Sewer and Water Service Outside Reedsport's Urban Growth Boundary

1. The City shall continue to service Winchester Bay and Gardiner with water at their present demand and accommodate any anticipated growth so long as said growth does not restrict service to the City's Urban Growth Boundary. Said service will be coordinated and consist with relevant County Comprehensive Plan.

2. The treatment of the Gardiner Sanitary District's sewage shall continue at its present rate and accommodate any anticipated growth so long as said growth does not impact upon the availability of the plant to treat sewage from within the Urban Growth Boundary. Said service will be coordinated and consistent with relevant County Comprehensive Plan requirements regarding appropriate levels of service for the area.

3. The City and Douglas County shall endeavor to work toward the establishment of water districts within the Winchester Bay and Gardiner areas or one water district to serve the region.

4. The City should restrict the hooking up of laterals or individual services to the City water main between Reedsport and the Clear Lake chlorinator Plant.

Solid Waste Management

1. The City shall coordinate solid waste disposal planning and implementation with Douglas County.

Public Safety

1. The Police Department facilities and staff shall be expanded as needed and as funding is available.

2. A more centralized fire station and a substation for the northwest area of the City shall be planned for

3. Police and fire communications shall be upgraded as funding is available.

4. Funds shall be set aside as available on a continual basis to purchase necessary public safety equipment.

Social Services

1. The City and School District #105 shall coordinate any activities toward constructing a new school to ensure that city services can logically be provided to the facility.

2. The location of a new school shall be planned for an area compatible with the goal and policies addressed in this plan with reference to service availability and the use of the best suited lands.

3. The City shall coordinate with the School District to evaluate the effects of major or new development proposals such as subdivisions and Planned Unit Developments to ensure that school presently are or will be capable of accommodating the expected influx of students.

4. Douglas County should maintain or increase the level of all social services provided in the area as an alternative to going to Roseburg for these services.

Private Services (Telephone, Electricity, Garbage Collection and Cable Television)

1. Regulations and franchises shall be updated to ensure a constant level of service throughout the community.

PARKS AND RECREATION

Goal:

To provide adequate recreation opportunities to the residents of the city and visitors.

Policies:

1. The City shall support the local recreation association toward achieving the goals and policies as expressed in this section of the Plan.

2. Consideration should be given to preserving waterfront and drainage way accesses along the various water courses within the city for walking, jogging and bicycle trails.

3. Recreation coordination between the City and School District #105 shall be made in an effort to achieve mutually agreeable arrangements for after hours and weekend use of existing School District recreation facilities.

4. Working relationships between the City and the School District #105 shall be encouraged to acquire and develop joint park/school lands for the benefit of the community.

5. The City shall endeavor to pursue a cooperative program with the State Highway Division whereby a walking, jogging and bicycle system can be extended the length of Highway 101 on the highway or adjacent property between Gardiner on the north and Winchester Bay on the South.

6. The City shall endeavor to maintain the Oregon Coast Bike Trail through coordination with the Oregon Department of Transportation if highway construction or realignment occurs.

7. The City shall seek funding to construct those bicycle facilities identified by the 1990 study.

8. The City shall promote the development of public fishing piers to be used for passive recreation on the Umpqua River or the Scholfield River designed for children's safety and to be free of architectural barriers so as to accommodate the handicapped will be studied by the City.

9. Future subdivisions shall be required to set aside a portion of the area for neighborhood recreational development.

10. The City shall continue to provide cooperation with other appropriate County,

State and Federal agencies regarding the planning, acquisition and development of new recreational areas and facilities.

11. The City supports development of Rainbow Plaza, consistent with Rainbow Plaza Concept Plan contained in the Reedsport Waterfront and Downtown Plan.

12. The City supports development of a continuous boardwalk and pathway along Reedsport's Umpqua riverfront from eastern urban growth boundary to Coos Bay Rail Link.

13. The City will work with appropriate agencies and seek funding for Parks and Recreation elements within the Reedsport Waterfront and Downtown Plan, including Rainbow Plaza, expansion of the City Boat Launch, new Gateways, and the Levee Loop Trail System.

14. The City supports development of Old Town gateways and plazas, described in the Reedsport Waterfront and Downtown Plan. Gateways and plazas may include art, landscape features, parking, and festivals, booths, food carts pursuant to City codes and ordinances.

15. The City will adopt trail development standards and setback requirements along the Scholfield and McIntosh sloughs for the Levee Loop Trail System.

TRANSPORTATION

Goal #1: Develop a transportation system to enhance Reedsport's livability and meet federal, state, and local requirements.

Policies:

1. Maintain the livability of Reedsport through proper location and design of transportation facilities.

2. Action: Design streets and highways to respect the characteristics of the surrounding land uses, natural features, and other community amenities.

3. Recognizing that the magnitude and scale of capital facilities also affect aesthetics and environmental quality, the City will require design plans and impact analyses as specified in the Development Code.

4. Consider noise impacts in the design, redesign, and reconstruction of arterial streets immediately adjacent to residential neighborhoods.

5. Protect neighborhoods from excessive through traffic and travel speeds while providing reasonable access to and from residential areas. Build streets to minimize speeding.

   Action: Develop and maintain street design standards and criteria for neighborhood traffic management for use in new development and existing neighborhoods.

6. New commercial and industrial development shall prepare traffic plans to minimize cut-through traffic on residential streets.

7. Cooperate with the Oregon Department of Transportation (ODOT) to maintain and improve US 101 and Highway 38 consistent with the Oregon Highway Plan (OHP).

8. Insure compliance of transportation issues with the Reedsport Transportation System Plan, prepared by D.K.S. and Associates which has been adopted by the Reedsport City Council and included as an inventory document for the Reedsport Comprehensive Plan.

9. Except where ODOT approval is required for projects on State Facilities, the Reedsport Transportation System Plan is amended to include the transportation improvements and cost estimates within the Reedsport Waterfront and Downtown Plan. [See Part 5.]

Goal #2: Create a balanced transportation system.

Policies:

1. Implement street design standards that recognize the multi-purpose nature of the street right-of-way for utility, pedestrian, bicycle, truck, and vehicle traffic.

2. Provide connectivity to each area of Reedsport to ensure pedestrian, bicycle, and vehicle access to schools, parks, employment and recreational areas.

3. Develop neighborhood and local connections to provide adequate circulation into and out of neighborhoods.

4. Develop a pedestrian system of sidewalks and pathways to provide safe, attractive, efficient, and accessible routes that allows pedestrians to travel from residential areas to schools, parks, commercial areas and major employment centers. All new streets shall have sidewalks.

5. Develop a bikeway system of bike lanes, shared roadways, and multi-use paths that allows pedestrians to travel from residential areas to schools, parks,

commercial areas and major employment centers.

Goal #3: Improve the safety of the transportation system.

Policies:

1. Improve traffic safety through a comprehensive program of engineering, education, and enforcement.

2. Where on-street pedestrian and bicycle facilities cannot reasonably be provided on highways and arterials, identify parallel routes that comply with state and city planning and design standards.

3. Enhance safety by prioritizing and improving high accident locations within the City.

   Action: Work with ODOT and Douglas County to periodically review traffic collision information in an effort to systematically identify, prioritize, and remedy safety problems.

4. Designate safe routes from residential areas to schools.

   Action: The City should work with area schools and the community in developing safe pedestrian, bicycle and bus routes to schools. Communicate selected safe school route program to community. Improvement projects near schools shall consider school access and safety during project development.

5. Maintain access management standards for streets to reduce conflicts between vehicles and trucks, and between vehicles and bicycles and pedestrians.

   Action: Preserve the functional integrity of the motor vehicle system by limiting access consistent with City, County, and State requirements standards.

6. Ensure that adequate access for emergency services vehicles is provided throughout the City.

   Action: Develop Neighborhood Traffic Management standards based on functional classification to preserve primary response routes.

7. Meet federal and state safety standards for rail crossings.

8. Provide safe routing of hazardous materials consistent with federal guidelines.

   Action: Work with federal agencies, the Public Utility Commission, the Oregon

Department of Environmental Quality, public safety providers, and ODOT to assure consistent routes, laws, and regulations for the transport of hazardous materials.

9. The City shall work with ODOT to improve OR 38 pedestrian crossing safety by implementing new crossings on 2nd through 6th Street and placing an immediate priority on 3rd Street, as recommended in the Reedsport Waterfront and Downtown Plan.

Goal #4: Develop an efficient transportation system that will handle future traffic growth.

Policies:

1. Designate roadway functional classifications that reflect the desired function and characteristics of different roadways.

   Action: Maintain a functional classification system that meets the City's needs and respects the needs of other agencies including but not limited to Douglas County, and ODOT.

2. Adopt land use development standards to reduce travel demand and encourage all modes of transportation.

3. Encourage development that effectively mixes land uses to reduce reliance on vehicles.

4. Implement the bicycle, pedestrian, and vehicle improvements [to be developed in this study] to create a multi-modal transportation system.

5. Maintain levels of service consistent with the Oregon Transportation Plan. Reduce traffic congestion and enhance traffic flow through such measures as intersection improvements, intelligent transportation systems, signal synchronization, and other similar measures.

   Action: Adopt level of service standards that are consistent with State and County standards.

6. Require comprehensive plan amendments and zone changes to demonstrate that the proposed changes will not significantly affect the transportation system and are consistent with the identified function, capacity, and performance standards of the transportation facility.

Goal #5: Provide a transportation system that is accessible to all members of the community.

Policies:

1. Construct transportation facilities to meet the requirements of the Americans with Disabilities Act.

2. Support service to respond to the transportation needs of disadvantaged individuals.

Goal #6: Develop a transportation system to provide for efficient freight movement.

Policies:

1. Truck routes and highway access are essential for efficient movement of goods. Design these facilities and adjacent land uses to reflect the needs of freight movement.

2. Consider the impact on railroad facilities in land use decisions.

Goal #7: Create a funding system to implement the recommended transportation system improvement projects.

Policies:

1. Partner with ODOT and other jurisdictions to develop a long-range financial strategy to make needed improvements to the transportation system and support operational and maintenance requirements.

   Action: The financial strategy should consider the appropriate elements. View the process of improving the transportation system as that of a partnership between the public (through fees and taxes) and private sectors (through exactions and conditions of development approval), each of which has appropriate roles in the financing of these improvements to meet present and projected needs.

2. Coordinate transportation projects, policy issues, and development actions with all affected governmental units in the area. Key agencies for coordination include Douglas County and ODOT

3. Provide adequate funding for maintenance of transportation facilities.

   Action: Develop a long-term financing program that provides a stable source of funds to ensure cost-effective maintenance of transportation facilities and

efficient effective use of public funds.

4. Develop a funding program to pay for transportation improvements related to development impacts.

5. Establish rights-of-way at the time of site development and, where appropriate, officially secure them by dedication of property.

6. Monitor and update the Transportation System Plan so that issues and opportunities are addressed in a timely manner. Maintain a current capital improvement program that establishes the City's construction and improvement priorities, and allocate the appropriate level of funding.

7. Consider the funding and implementation recommendations of the Reedsport Waterfront and Downtown Plan in prioritizing and implementing the City's capital improvement program.

ENERGY CONSERVATION

Goal:

To maximize the conservation of all forms of energy, while maintaining sound economic principles.

Policies:

1. The community should encourage infilling of vacant land within the community to reduce the necessity of auto travel.

2. The City shall endeavor to increase the population density in order to minimize travel and encourage the re-establishment of the City bus system.

3. Encourage the growth of local commercial ventures that will lessen the need to travel in order to obtain some of the basic services.

4. The City shall seek out and utilize available state and federal funds to assist people in making their homes more energy efficient.

5. The City should encourage Planned Unit Development as a means of allowing a more flexible approach to site planning for energy efficiency.

6. The City's implementing ordinances should protect a property owner's rights to availability of light, wind and air as alternative energy sources.

7. The development of recycling facilities and the use of recycled materials should

be supported in the community as a means of energy conservation.

8. The City should seek methods of providing incentives to encourage the reuse of waste heat from manufacturing processes for further industrial purposes, space heating or other uses.

9. The City should encourage the location of energy efficient and low polluting industries within the urbanizable area.

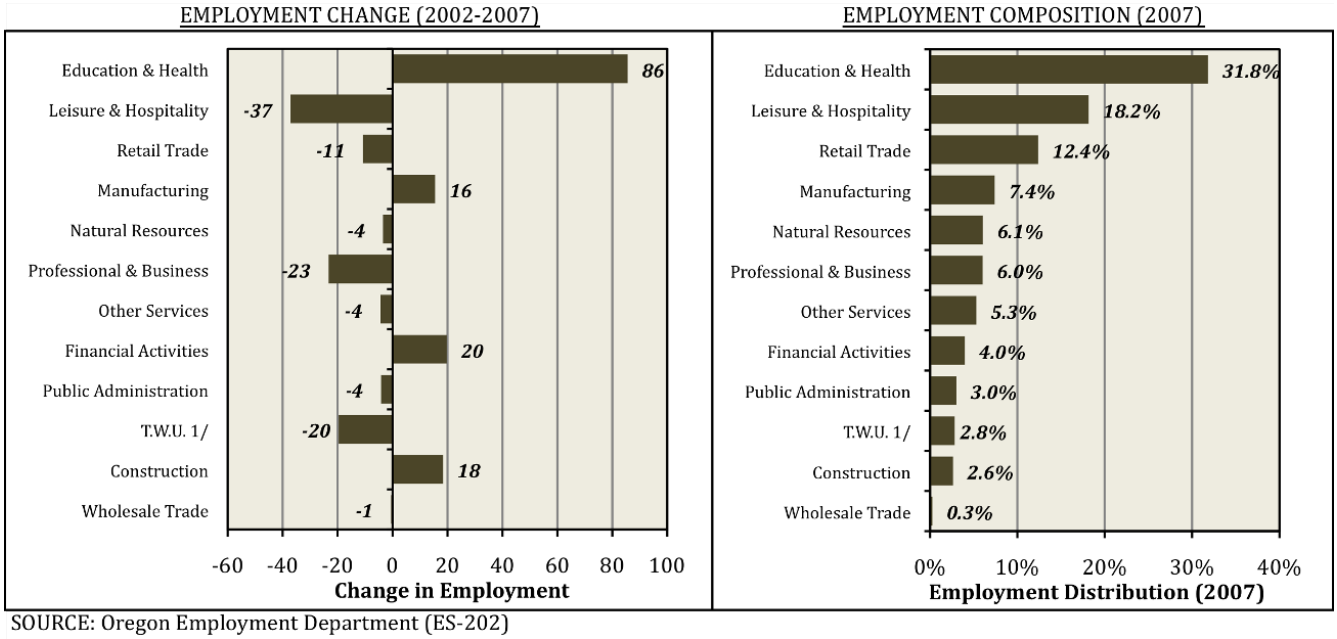
V. ECONOMIC ELEMENT

An Economic Opportunities Analysis (EOA) was prepared for the City of Reedsport in October 2009, and is adopted as part of the City of Reedsport Comprehensive Plan as Appendix A. The purpose of the EOA[1] is to identify economic trends and forecast employment to determine land needs for commercial and industrial development within City limits and the Urban Growth Boundary of Reedsport. The following information summarizes many of the findings of that report, followed by goals and policies for economic development in the City of Reedsport.

Employment

Employment change between 2002 and 2007 and the distribution by employment sector is illustrated in Figure 1, below. Between 2002 and 2007, employment grew slightly, at an average annual rate of 0.4%.[2] The largest sector, Education & Health Services, saw the most growth.

Figure 1
Employment Composition and Growth by Industry
Reedsport, 2002-2007



SOURCE: Oregon Employment Department (ES-202)

The sectors that support the tourism industry, Leisure & Hospitality and Retail Trade are the second and third largest sectors in the City's economy and together employ approximately the same number of workers as the Education & Health Services sector. The Retail Trade industry within the City of Reedsport saw a decline in employment. The sector saw a net positive change, however, within the coastal region including the

[1] The EOA also satisfies the requirements of the Oregon Administrative Rules, Chapter 660 Division 9.
[2] Local employment data compiled by Johnson Reid with ES-202 data provided by the Oregon Employment Department.

unincorporated communities in Winchester Bay and Gardiner. The Leisure & Hospitality sector experienced a slight decline within the entire coastal region. However, lodging tax receipts in the areas in and around Reedsport show positive growth over the same period.

The Manufacturing sector is the fourth largest sector within the City of Reedsport, making up 7% of all jobs in the City. The sector shows net positive growth, an average annual rate of 3.1%. This excludes any manufacturing employment outside the City limits, along Highway 101, on and north of Bolon Island.

Natural Amenities

The study emphasizes that the City of Reedsport has countless amenities, which enhance the livability of the community and create potential for economic opportunities, including but not limited to:

- River and Coastal Activities
- Multiple Camping and Hiking Areas
- Multiple Excellent Fishing Areas
- Beautiful River Valley and Coastal Scenery
- Oregon Dunes National Recreation Area

Industry Clusters and Competitive Advantage

The report also identifies three ***industry clusters*** with an existing competitive presence in Reedsport. Industry clusters are similar and related businesses and industries that are mutually supportive, regionally competitive, attract capital investment, and encourage entrepreneurship. Reedsport's industry clusters are tourism, manufacturing and wood products. These are described in more detail below.

Tourism: The area's physical beauty and location on the Umpqua River and near the coast make Reedsport an attractive tourist destination. Tourism activity has been and will continue to be an essential cluster for the area. The Reedsport area has long been a destination for tourists and it will continue to attract tourists. Tourism activity in the area is growing, and many small businesses serve tourism. The Retail Trade and Leisure and Hospitality sectors currently employ approximately one-third of Reedsport's workers.

Demand for Retail will grow with additional tourist activity. A retail gap analysis found that Reedsport has $16 million "retail surplus" in sales in Food and Beverage stores and Foodservice and Drinking Places. A retail surplus means that sales in an area are greater than demand for goods by local residents in that area. The retail gap analysis shows tremendous retail activity in Reedsport around food sales. However, the demand for general merchandise—clothes, furniture, cars, building materials—greatly exceeds local retail sales. The Reedsport area is capturing tourist dollars, but losing dollars to larger markets for purchases of clothes and more expensive household items. In other words, Reedsport residents often travel elsewhere to meet their non-food retail needs.

Manufacturing: The Reedsport area, both inside and outside the City's UGB, is home to a substantial number of manufacturing firms. The most notable recent arrival to the area is the American Bridge manufacturing firm located on Bolon Island. It is expected that in the long term the manufacturing industry will continue to produce jobs vital to the area.

The majority of the manufacturing jobs in the region are located outside the Reedsport UGB. The area has large tracts of land suitable for manufacturing, former lumber mills with rail and/or harbor access. It is unlikely that firms seeking industrial space will locate inside the City's UGB given the availability of industrial land in the region.

In light of the areas existing manufacturing expertise and experienced workforce, Reedsport has the potential to nurture a diverse general manufacturing industry cluster by drawing on the area's existing manufacturing base and know-how. In other words, the most obvious area of potential is to meet the supply needs of existing manufacturers in the region.

Wood Products: The wood products cluster is a long-standing economic driver in Reedsport and regionally in Douglas County. The cluster includes primary and secondary wood products, logging, and forest management. The majority of the employment is in lumber mills located outside the UGB. Many small logging and reforestation firms are located inside Reedsport, but the actual work is conducted in the forests out of town.

However, industry-wide challenges persist and employment in the wood products cluster is declining annually. Global competition from South America and China have diminished the industry's competitive advantage and undermined Oregon's products on a cost basis. The industry has diversified to include secondary wood products manufacturing and reforestation.

The wood products industry is likely to continue existing in the Reedsport area, but employment is not expected to grow. Reedsport's proximity to forested land ensures the cluster will continue in some capacity, but it is likely that the wood products manufacturing industries will continue to decline over the long term.

Land Needs to Meet Future Opportunities

Reedsport is well positioned to grow its tourism-oriented commercial activity. The area's physical beauty and location on the Umpqua River and near the coast make it an attractive tourist destination, while future industrial growth is expected to occur in the Gardiner area, northwest of the City's UGB. Future industrial employers are likely to take advantage of the large industrial parcels available in Gardiner. As a result of these trends, the EOA identifies a need for 24.6 net acres of commercial land and a surplus of industrial land of 10.6 net acres. Table 2 below shows the comparison of net buildable acreage needed to net buildable acreage available in Reedsport for commercial and industrial land for the next twenty years.

Table 2
Projected Commercial and Industrial Acreage Supply Compared to Need

Zone	Net Buildable Acreage Available	Net Buildable Acreage Needed	Deficit (Surplus) of Net Buildable Acreage
Total Commercial[1]	3.1	27.7	24.6
Total Industrial	14.1	3.5	(10.6)
TOTAL	**17.2**	**31.2**	**14.0**

[1] Office Commercial, Retail Commercial, and Overnight Lodging categories have been aggregated under the Commercial category.

Recommendations

To respond to the commercial and industrial land need in Reedsport, the City should consider increasing the amount of commercially-zoned land within the UGB to make up for the deficit by:

- Converting the existing vacant residential land (especially multi-family residential zoned land) to commercial, depending on location and surrounding land uses;
- Using the redevelopment district to acquire existing underutilized commercial properties and/or vacant buildings and making them available for new commercial uses; and/or
- Re-zoning the Water-Dependent Industrial zoned land to commercial.

ECONOMIC GOALS AND POLICIES

Goal
To diversify and improve the economy of the local area.

Policies

1. The City shall ensure that its zoning and land use planning allow for sufficient vacant commercial and industrial property for economic growth and stability to meet the needs of the future, taking into consideration identified current trends.
2. The City shall maintain essential City key services to a level that can accommodate both economic and residential growth simultaneously.
3. The City shall encourage efforts by School District #105 and Southwestern Oregon Community College to continue to provide training for skilled and semi-skilled employees.
4. The City shall play an active role in marketing, promoting and attracting visitors to the area, in cooperation with the Port of Umpqua, the Reedsport/Winchester Bay Chamber of Commerce, the Coos Curry Douglas Business Development Corporation, and the Lower Umpqua Economic Development Forum.
5. The City shall encourage the location of energy-efficient and low-polluting industries within its jurisdiction.
6. The City shall support and pursue the continued development of the Reedsport waterfront and Old Town area, recognizing that continued development of the Umpqua Discovery Center is an attraction for tourism.
7. The City shall encourage and promote the development of the Umpqua Riverfront with multiple uses, including but not limited to tourist attractions, restaurants, boardwalks and water-related activities
8. The Reedsport Urban Renewal District Plan (2007) is adopted as a support document to the Comprehensive Plan and is recognized by reference.
9. The City shall promote and encourage the creation of family wage jobs.
10. The City shall promote, market, and develop visitor attractions and tourist related businesses to the Lower Umpqua Area and the City's Riverfront.
11. The City shall promote and encourage the location of small businesses in the community.
12. The City shall promote activities and development that enhance its natural resources.
13. The City shall promote the preservation of natural resources..
14. The City supports the ongoing and future efforts of the Lower Umpqua Economic Development Forum.

15. The City shall support appropriate use, development standards and maintenance of land to improve the appearance, economic viability and livability of the community.
16. The City shall support the use and maintenance of landscaping for beautification, buffering, screening, stormwater management and improved appearance of businesses.
17. The City has a vested interest in working with neighboring communities because it is tied to the regional economy.
18. The City shall consider the impacts of an active Coos Bay Rail Link through Old Town to mitigate negative impacts as well as take advantage of the economic opportunities for improved transportation and commerce.
19. The City shall evaluate its zoning and development standards and make changes as appropriate to support economic development.
20. The Economic Opportunity Analysis for the City of Reedsport (October, 2009) is adopted as a support document to the Comprehensive Plan and is recognized by reference.
21. The City shall consider increasing the amount of commercially-zoned land within the Urban Growth Boundary, as indicated in the Economic Opportunities Analysis (2009).
22. The market demand and employment land needs of the Reedsport Waterfront and Downtown Plan shall be considered in addressing commercial and industrial land needs for the City.
23. Improve the safetym aesthetics and market viability of Reedsport's waterfront and downto by implementing the projects, programs and regulatory amendments recommended by the Reedsport Waterfront and Downtown Plan.
24. The City may require development adjacent to designated trail and pathway system areas to improve said trails and pathway where the impact of development is roughly proportional to the need for such improvements.
25. The City will adopt landscape buffer standards for parcels designated Mixed Use Commercial abutting the Coos Bay Rail Line, along E. Railroad Avenue north of Greenwood Avenue.
26. Future rezone and/or code changes from industrial to commercial should support existing businesses.

VI. HOUSING AND POPULATION ELEMENT

POPULATION

The U.S. Census set the Reedsport population in 1980 at 4984. A review of the historical trends of the City growth for the past thirty years based on U.S. Census show the following growth rate for each decade:

1950	1960	1970	1980	1990
2288	2998	4039	4984	5030
(31%)	(34.7%)	(23.4%)	= +30% 1950-80	(Portland State estimates)

Going back as far as 1920, census data reveals a 34% average growth rate per decade. The City feels, however, that the past thirty years is more indicative of future trends.

The population projections for the Comprehensive Plan originally were based on a 30 percent growth rate (based on past 30 year history form 1950 - 1980 which would have put year 2000 population at 8,424. The past decade has seen little growth in the community because of the down swing in the timber and fishing industries as discussed in the Economic Element of this Plan. This economic slump resulted in the out migration of many young families from our community. There has however been a strong indication of a marked increase in number of retirement age people moving into the area. This trend is expected to accelerate within the next decade. Until the 1990 census statistics become available it is difficult to re-evaluate or compare population trends and housing needs to year 2000 against our existing projections.

HOUSING

A Housing Needs Analysis was prepared for the City of Reedsport in October 2009, and is adopted as part of the City of Reedsport Comprehensive Plan as Appendix A. The purpose of the Housing Needs Analysis[1] is to identify the number of vacant acres of buildable land in each plan designation that allows residential uses in the City of Reedsport and the existing Urban Growth Boundary (UGB) to accommodate future growth. The following information summarizes many of the findings of that report, followed by goals and policies for housing in the City of Reedsport.

[1] The Housing Needs Analysis also satisfies the requirements of Goal 10, Oregon Administrative Rules, Chapter 660 Division 10 Housing.

Supply of Buildable Land for Housing

As shown in the Table 1, there are 88.51 acres of net buildable residential acres within the City limits of Reedsport and another 140.48 net buildable residential acres within the UGB. A large percentage of the vacant buildable residential acres are outside the City limits, but in the UGB. The total net buildable acres inside the City limits account for 38.7% of the total net buildable residential land as compared to 61.3% in the UGB.

Table 1
Inventory of Net Buildable Land by Zoning District

Zone	Zone Code	Buildable parcels	Buildable acres	Net Buildable acres
City Limits				
Single Family Residential	R-1	52	36.57	27.43
Rural Suburban Residential	R-A	22	25.69	19.27
Multi-Family Residential	R-2	42	55.74	41.81
SUBTOTAL City		**116**	**118.00**	**88.51**
UGB Limits				
Single Family Residential	R-1	10	90.81	68.11
Rural Suburban Residential	R-A	5	96.49	72.37
SUBTOTAL UGB		**15**	**187.30**	**140.48**
TOTAL		**131**	**305.30**	**228.99**

Housing Needs

In general, Reedsport has seen a demographic trend towards older and smaller households that is projected to continue into the future. Overall, the share of householders aged 60 and greater has grown, along with those aged 25 to 35. However, the share of householders in middle-age has fallen somewhat since 2000. These trends are projected to continue into the future.

Reedsport features a very low median income in comparison to both Douglas County and the state. This implies the importance of affordable housing alternatives in Reedsport. As one might expect from the low income levels in Reedsport, the most need is found for lower-cost housing.

A bulk of need for ownership housing is for units priced less than $230,000[2]. The need for rental housing is massed at the bottom of the price spectrum, with the single largest need at the very bottom of the range. Roughly 50% of the estimated rental need is in a range that would typically require subsidized affordable housing.

Housing Inventory

Current housing inventory differs from this profile, meaning that some households find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being under- or over-affordable.

There is an estimated 66.5% of housing units that are ownership units, while an estimated 33.5% of housing units are rental units. Rental units are split between roughly one-third single family homes and two thirds attached units. Existing rental units fall at the low end of the price spectrum, with 85% of units renting for less than $500[2] per month. Despite significant need in Reedsport for low-cost rental units, this analysis indicates that there is currently a surplus of low-end units and a lack of mid-priced units.

The majority of ownership housing units in Reedsport are older low to moderately-valued single family and manufactured home units. Compared to the current housing need identified above, there seems to be significant ownership housing available within the low price range demanded. In general, there is a current surplus of low-value ownership and rental housing, and support for more medium and high priced options.

Future Housing Needs and Current Housing Inventory

The profile of total future housing need was reconciled with the current housing inventory to determine the total future need for *new* housing units by type and price range. The results indicate a need for 780 new housing units by 2028.

The percentage of owners is expected to increase somewhat, which is largely based on the propensity of older households to own their home relative to younger households; as aging trends in Reedsport progress, the overall share of owner households relative to renter households is projected to increase.

Consequently, a larger share of households is projected to be owners in 2028 than in 2008; the new needed units will have a high ratio of ownership units to rentals (94% to 6%) to match the preferences of the anticipated future population. This does not imply that the rental stock will be largely the same in 20 years as it is now, but rather that new rental units are likely to replace existing units which are retired from the market.

[2] Dollar values based on year 2009.

Therefore, the net new units needed are projected to be mostly for owners rather than renters, and the vast majority of the need will be for single-family homes. Further, fewer units will be needed at the lower end of the cost spectrum and more at higher levels. This reflects the general increase of incomes over time due to inflation. In general, the relative income levels and age demographics in Reedsport are expected to continue into the future.

Net Buildable Acreage Needed and Net Buildable Acreage Available

To supply the projected housing needs, the City of Reedsport has three residential zoning districts that allow residential uses ranging from very low density to multi-family structures. As seen on Table 2 below, there is significant disparity between the minimum densities allowed in the single family and multi-family zones.

Table 2
Projected Residential Units on Net Buildable Land

Zone	Zone Code	Avg. Units/Net Acre	Vacant Net Acres	Est. Units Accommodated
Rural Residential	R-A	1.63	91.64	150
Single Family Residential	R-1	5.54	95.54	520
Multi-Family Residential	R-2	32.70	41.81	1,367
Totals/Averages		**8.90**	**228.99**	**2,037**

As shown in Table 2 above, the 229 net acres of buildable lands could accommodate an estimated total of 2,037 units, for an overall density of 8.9 units per net acre. Most of the buildable land supply is zoned R1 (95.5 acres), followed by RA (91.6 acres), and R2 (41.8 acres). However, due to the density of the R2 zone, the available acreage can accommodate many more units than the other two lower-density zones combined. Overall, the existing buildable land has the potential to accommodate many of the needed units over the 20-year planning period.

These projections indicated that there is adequate residential capacity in total, however, there a mismatch between the existing zoning and the type of housing needed. In other words, there is a surplus of multi-family residential zoned land. Currently available buildable land could accommodate over 1,300 more multi-family units than are projected to be needed over the 20-year period. At the same time there is a need for additional Single-Family Residential (R-1) zoned land.

Table 3
Projected Needed Residential Acreage (2028)[1]

Zone	Avg. Units/Net Acre	New Units Demanded 2028	Vacant Land Capacity (In Units)	Total Future Unit Need less Vacant Land	Net Acreage Needed	Gross Acreage Needed
R-A Rural Suburban Residential	1.63	113	150	-37	-23	-30
R-1 Single-Family Residential	5.54	693	520	173	32	42
R-2 Multi-Family Residential	32.70	21	1,367	-1,346	-41	-55
TOTAL	8.90	827	2,037	-1,210	-32	-43

[1] Based on 1.7% Annual Growth Rate.

Assuming a scenario with an annual growth rate of 1.7%, the City has sufficient buildable land capacity for 670 single family units (in the RA and R1 zones), or 83% of the 806 total single family units projected to be needed by 2028. Simultaneously, the City has a surplus multi-family unit capacity of 1,346 units, or 55 gross acres, compared to its projected multi-family unit need. Therefore, based on the needed residential acreage in the above scenario, the City should consider converting some of its multi-family zoned land to single family zones within the next 5 to 10 years.

Recommendation

- To address the surplus of Multi-Family Residential (R-2) zoned land and the need for additional Single-Family Residential (R-1) zoned land, the City should consider converting some of its multi-family zoned land to single family zones.

HOUSING GOALS AND POLICIES

Goal 1
To allow for a range of housing types and densities to meet existing and projected housing needs for all economic segments of the community.

Policies

1. The City shall consider the social and economic needs of the community when working with developers on market driven housing development projects. .
2. The City shall treat modular housing (prefabricated structures) meeting all building codes and placed on permanent foundations as single-family units, subject to the same location and density requirements as other single-family dwellings.
3. The City shall require new housing developments to pay an equitable share of the cost of required capital improvements for public services.
4. The City shall work to improve the balance of jobs and housing within the Reedsport region.
5. The City shall monitor the inventory of low-income and government assisted housing and allow no more than its reasonable fair share within the community. .
6. The Housing Needs Analysis for the City of Reedsport (May, 2009) is adopted as a support document to the Comprehensive Plan and is recognized by reference
7. The City supports development of small-lot single family or “cottage housing” in multi-family zones to add housing choices, as recommended in the Reedsport Waterfront and Downtown Plan.

Goal 2
To provide for the appropriate location of residential development throughout the city

Policies

1. When possible and reasonable, the City shall provide adequate vacant and appropriately zoned land through annexation or other means for varying density levels and housing types.
2. The City shall encourage a diversity of housing types consistent with land use projections and the needs of the community.
3. The City shall use the following residential zones: Rural Suburban Residential; Single-Family Residential; and Multiple Family Residential; and others if deemed necessary. These zones shall be applied so as to maintain enough vacant, buildable land to satisfy the city’s projected needs for manufactured housing, multiple-family dwellings, duplexes, and single-family dwellings.
4. The City shall allow an adequate supply of rental housing dispersed throughout the city to meet the needs of renters.

5. The City shall strive to ensure that low and moderate income housing is not concentrated within particular areas of the city.
6. The City shall encourage residential occupancy of upper floors within multi-story commercial buildings in areas appropriate for such use, such as the downtown.

Goal 3
To ensure high quality design for residential development.

Policies
1. The City shall incorporate provisions into its zoning and subdivision regulations that will allow for cluster and similar types of development that could potentially reduce development costs and provide more usable open space.
2. The City shall encourage a mix of low, medium and high density housing within the urbanized area that is consistent with the physical character of the area.
3. The City shall encourage innovation in housing types and design as a means of offering a greater variety of housing and to reduce housing costs.
4. The City shall require standards for manufactured housing on individual lots to assure design consistency and compatibility.
5. The City encourages compatible and attractive mixed-use housing types and will develop design standards for small lot/multifamily housing and live-work housing, as recommended in Reedsport Waterfront and Downtown Plan.

Goal 4
To ensure adequate maintenance and improvement of the existing housing stock and residential neighborhoods.

Policies
1. The City shall cooperate with individuals and agencies to assist in the rehabilitation of existing homes that may be substandard.
2. The City shall encourage the rehabilitation or upgrading of existing housing units.
3. The City shall require the upkeep of existing mobile home parks and residential neighborhoods.

VII. LAND USE AND URBANIZATION ELEMENT

EXISTING LAND USE

Reedsport's present pattern of land use has been influenced in large part by the location of transportation routes, by the topography, and by the pattern of land ownership in and around the City. Thus, the location of the downtown business district, now no longer the center of town, may be explained by the early importance of the Umpqua River, the railroad, of State Highway 38, and by the location of the ferry landing. The steep hills, the river, and Scholfield River have limited development to the north, south and east. The low marshy ground north and east of Scholfield River accounts for the several large areas of vacant land centrally located near the City. The absence of "fringe" development on the west is mainly the result of the present pattern of land ownership. Industry in every case is oriented to transportation routes -- the two highways, the railroad and the river. Dwellings, on the other hand, occupy higher ground or other buildable land not pre-empted by commercial and industrial enterprise.

In 2009, a Buildable Land Analysis was prepared for the City of Reedsport and is adopted as part of the City of Reedsport Comprehensive Plan as Appendix A. The objective of the buildable land analysis is to calculate the number of acres of buildable land in each plan designation in the existing Urban Growth Boundary (UGB) and the City of Reedsport. Table 1 illustrates the total land area within the UGB and the City limits of Reedsport.

(*See Table 1 on the following page.*)

TABLE 1
LAND WITHIN THE CITY LIMITS AND UGB BY ZONING DISTRICT

Zone	Total Acres within City/UGB	Total Parcels
C-2 - Commercial	101.06	270
C-1 - Commercial Transitional	8.32	59
C-3 - Water-Related Commercial	1.30	2
ED - Estuarine Development	0.87	3
M-1 - Light Industrial	26.29	95
M-2 - Heavy Industrial	16.04	6
M-3 - Water-Dependent Industrial	36.79	16
R-1 - Single Family Residential	378.42	1,386
R-A - Rural Suburban Residential	153.55	76
R-2 - Multi-Family Residential	156.71	122
PL - Public/Semi Public Land	88.50	21
CS - Urban Conservation	49.30	8
EC - Estuarine Conservation	19.93	8
SUBTOTAL City Limits	**1037.08**	**2,072**
R-1 - Single Family Residential	223.81	14
R-A - Rural Suburban Residential	418.02	7
R-2 - Multi-Family Residential	2.51	1
P - Public/Semi Public Land	78.85	1
CS - Urban Conservation	278.89	17
EN - Estuarine Natural	50.03	3
EC - Estuarine Conservation	1.01	2
AR - Agricultural Resource	123.31	3
SUBTOTAL UGB	**1,176.43**	**48**
TOTAL	**2,213.51**	**2,120**

Source: The Benkendorf Associates Corp.; 2008

RESIDENTIAL

Single-family residential development in Reedsport began in the older, eastern portion of the City which was platted in 1917. As this area grew, development extended westward across Scholfield River to the Reedsport Addition Subdivision (between Scholfield River and 22nd Street) and more recently north along Providence Creek. This pattern has, almost without exception, consumed level or gently sloping land and avoided areas of steep slopes and areas which are flood-prone.

The lot sizes in the older platted area east of Scholfield River and in the Reedsport Addition Subdivision are typically 5000 square feet. More recent development west of 22nd street and along Ranch Road has occurred on 6,000 square foot lots, consistent with this newer minimum lot size standard.

Multi-family and mobile home development is located throughout the City with no particular pattern to its location. Most of the mobile/manufactured homes are located within the City's six mobile/manufactured home parks and one mobile/manufactured home subdivision and in the City's Urban Growth area outside of the City limits.

COMMERCIAL

Reedsport serves as the commercial hub for the coastal portion of Douglas County. It provides goods and services for the daily needs of those who live in this area. Reedsport also provides tourist facilities for area visitors. Reedsport competes with the larger cities of Coos Bay, Florence, Roseburg and Eugene for expenditures on more expensive goods which are purchased less frequently, such as furniture and appliances. The Economic Opportunities Analysis (2009) has identified that the Reedsport area is capturing tourist dollars, but losing dollars to larger markets for purchases of clothes and more expensive household items. In other words, Reedsport residents must travel elsewhere to meet their non-food retail needs.

Commercial development in Reedsport has developed in a linear manner along the two major transportation routes through the City. One concentration of retail businesses occurs in the older downtown area along Highway 38, and the other concentration of retail businesses stretch along Highway 101. The businesses located along Highway 38 tend to serve the residents of Reedsport with more traditional goods and services, including professional offices. Commercial development along Highway 101 has grown following residential development as it progressed west and is also a result of tourist traffic and the desire to meet their requirements.

With the recent development of a second shopping center on Highway 101 between 13th Street and Winchester Avenue, the retail center of the City has been shifting from the older downtown area to this area along Highway 101. This shift is partly due to the fact that little vacant land is available in the downtown area to accommodate new businesses.

Most of the tourist-related commercial uses in the City have located along Highway 101 between 18th and 22nd Streets. This highway is well suited for such uses as it is heavily used by visitors to the Oregon coast. Few heavy commercial uses, such as cabinet shops, auto repair, etc., are located in Reedsport. Many of those which do exist are located in the older downtown area in the vicinity of Greenwood Avenue and on or adjacent to the railroad right-of-way. No commercial uses are located in the unincorporated portion of the City's Urban Growth Boundary.

INDUSTRIAL

The major industrial land uses and employers in the Reedsport vicinity occur outside the City in Gardiner and Bolon Island (American Bridge). Industrial uses within the city are limited to the land adjacent to the Umpqua River in Old Town and the Southern Pacific Railroad right-of-way. Those uses found on the sites in the City include an industrial site situated between Schofield Creek and Highway 101; the Port of Umpqua Industrial Park situated between Highway 101 and the Southern Pacific Railroad; miscellaneous uses between the Southern Pacific Railroad and Rainbow Avenue; and an aggregate and concrete plant (Knife River) occupies the remaining waterfront from Rainbow Avenue Eastward.

Smaller secondary industrial uses, which provide support to the area's primary industries, are generally located east of the Southern Pacific rail line and between 2nd Street and Greenwood Avenue. This area presently contains commercial and industrial uses on small platted lots. The residential structures in the area are older and many are in need of repair. The more recently established commercial and industrial uses have made the area ill-suited for further residential use.

No industrial uses are located in the unincorporated portion of the City's Urban Growth Boundary. Although Leeds Island has an industrial plan map designation, it is not developed at this time. Leeds Island is discussed further in the future land use section.

PUBLIC AND SEMIPUBLIC

There presently exist eighteen public uses which occupy 80 acres of land within the city limits. This represents 8% of the developed land within the City. The approximate acreage and summary of these public uses is as follows:

City (developed or partially developed parks)	32 acres
City (Umpqua Discover Center, city hall, police and fire stations, shop, library and sewage treatment plant)	10 acres
School District (two schools and administrative offices)	33 acres
County (including courthouse annex and shop)	1.4 acres
State (highway division shop)	2 acres
Federal (Dunes NRA office)	2 acres

There are approximately 25 semipublic uses within the City and Urban Growth Boundary including churches, union halls, lodges, utility offices, a cemetery, a golf course and hospital, and occupy approximately 119 acres. The most significant of these uses, in terms of the acreage they occupy, are the golf course, 77 acres; the cemetery, 8.7 acres; and the hospital which occupies 8.4 acres. With the exception of the golf course, all of these uses are located within the city limits.

FUTURE LAND USE AND URBANIZATION

The 2009 Buildable Land Analysis (see appendix A) identifies that there are 88.5 acres of net buildable residential acres and 36.77 acres of net buildable non-residential acres for a total of 125.27 acres of net buildable acres on 137 parcels within the City limits of Reedsport, as illustrated in Table 2, below

Table 2
Inventory of Net Buildable Land by Zoning District

		Zone	Zone Code	Buildable parcels	Buildable acres	Net Buildable acres
City Limits						
	Commercial					
		Commercial	C-2	8	4.17	3.13
		Commercial Transitional	C-1			0.00
		Water-Related Commercial	C-3			0.00
		Estuarine Development	ED			0.00
		Total Commercial		**8**	**4.17**	**3.13**
	Industrial					
		Light Industrial	M-1	3	2.60	1.95
		Heavy Industrial	M-2	1	10.45	7.84
		Water-Dependent Industrial	M-3	4	5.76	4.32
		Total Industrial		**8**	**18.81**	**14.11**
	Residential					
		Single Family Residential	R-1	52	36.57	27.43
		Rural Suburban Residential	R-A	22	25.69	19.27
		Multi-Family Residential	R-2	42	55.74	41.81
		Total Residential		**116**	**118.00**	**88.50**
	Other					
		Public/Semi Public Land	PL	2	2.17	1.63
		Urban Conservation	CS	3	23.88	17.91
		Estuarine Conservation	EC			
		Total Other		**5**	**26.05**	**19.54**
		SUBTOTAL City		**137**	**167.03**	**125.27**
UGB Limits						
		Single Family Residential	R-1	10	90.81	68.11
		Rural Suburban Residential	R-A	5	96.49	72.37
		Urban Conservation	CS	14	126.43	94.82
		Estuarine Natural	EN			0.00
		Estuarine Conservation	EC			0.00
		Agricultural Resource	AR	3	38.61	28.96
		SUBTOTAL UGB		**32**	**352.34**	**264.26**
		TOTAL		**169**	**519.37**	**389.53**

The following are some conclusions based on Reedsport's net buildable acres:

- Reedsport has a very small amount of vacant buildable commercial land. There are 3.13 net buildable acres of commercial land in the City limits.
- There is also limited acreage available for industrial development. The area of net buildable land inside the city for all industrial zones is 14.11 acres and 4.32 of those acres are zoned Water-Dependent Industrial for a net of 9.79 acres.
- A large percentage of the vacant buildable acres are outside the City limits, but in the UGB. The total net buildable acres inside the City limits account for 32.1% (125.27 acres) of the total net buildable land as compared to 67.8% (264.26 acres) in the UGB out of the total 389.53 net buildable acres in the City and UGB.

The future growth which is projected to occur outside the city limits will be directed towards the Providence Creek-Scholfield River area, Decker Point area (including the forty acre area southwest of it) and the area southeast of Crestview Drive. These three areas are considered to be the most appropriate for future development for a number of reasons. The first two of these areas are the only two areas adjacent to the Reedsport city limits which contain areas with slopes less than 20% which are also outside of the 100 year flood plain. Also, provision of services (sewer, water, roads, etc.) to all of these areas can be accomplished in a more efficient manner than in other areas. This is particularly true of the Providence Creek-Scholfield River area where the potential exists to loop these facilities from the Ranch Road area across Scholfield River to the older portion of town.

The portions of these areas with slopes less than 20% contain approximately 300 acres which have agricultural soils classifications varying from II to IV. These lands are not intensively farmed but are grazed periodically. Approximately 75% of this agricultural land is located within the 100 year flood plains of Providence Creek and Scholfield River. It is intended that development, if any, be very limited within these flood-prone areas, however it is possible that these areas may be used for agricultural purposes. These lands have been included within the Urban Growth Boundary in that they protrude into areas designated for future urban use. Also, access to these urbanizable areas will require street extension through these flood-prone lands. While the value of preserving these agricultural lands outside of the flood plain is recognized, the City's residential land needs are considered to be of overriding importance. To preserve these lands would necessitate additional development to occur in areas of steep slopes which would result in increased housing costs.

Development of any of these unincorporated urbanizable areas involves both problems and opportunities. The flood plains in the first two of these areas are irregularly shaped. Fingers of flood-prone lands protrude into higher lands, resulting in oddly-shaped, less efficiently utilized developable areas. In most areas these flood-prone lands lie four to eight feet below the 100 year flood height, thereby economically limiting the possibility of filling. Also, considerable portions of all three of these areas consist of slopes of 20% or more. These areas are also difficult to develop efficiently due to the limited number and scattered location of potential building sites and limited potential for roadway

locations.

On the other hand, these areas possess opportunities for development of desirable living environments. These areas possess considerable natural amenity. The flood plain portions of these areas, which consist of high marsh are of high scenic quality. Much of the higher elevations in these areas offer views of the Umpqua River, Scholfield River or Providence Creek, or the urbanized portions of the City.

The developmental constraints and opportunities which these areas possess make them well suited for planned unit developments. By this means, dwellings may be clustered in areas with few, if any, developmental constraints, and at the same time take advantage of the natural amenity the areas afford. Also, both areas are under few ownerships. With large individual property ownerships, greater flexibility exists to design development which addresses these factors.

RESIDENTIAL

A Housing Needs Analysis was prepared for the City of Reedsport in October 2009, and is adopted as part of the City of Reedsport Comprehensive Plan as Appendix A. The purpose of the Housing Needs Analysis is to identify the number of vacant acres of buildable land in each plan designation that allows residential uses in the City of Reedsport and the existing Urban Growth Boundary (UGB) to accommodate future growth. A summary of the housing needs for the City of Reedsport is included in the Housing Element of this Comprehensive Plan.

Residential Development Inside City Limits: Within the city limits vacant land is located at the northwest limits of the city west of Ranch Road and in the area north of Ivy Avenue. Forty-four acres of city-owned property in the area of Crestview Drive constitutes another major area planned for future residential development. Other smaller vacant residential areas are located south of Bowman Road and southeast of Alder Avenue.

With respect to its existing residential neighborhoods, it is the City's intent to preserve the quality of these areas. To this end these areas have been planned in a manner consistent with their existing land use pattern. There is, however, one minor exception to this intent. This diversion involves the property to the south side of Winchester Avenue, including parts of Elm Avenue between the Southern Pacific Railroad Line and Highway 38. This area has for some time been in a state of transition from residential to commercial use. This area has been designated Commercial Transitional with the intent of accommodating either limited commercial retail or service uses or medium or high density residential use, subject to the regulations of those zoning districts.

Residential Development Outside City Limits: Although some vacant land in the southern and eastern portions of the City is available for development, the majority of the City's future residential development is anticipated to occur outside the city limits in

the Providence Creek-Scholfield River and Decker Point and Crestview Drive areas.

The Providence Creek-Scholfield River area contains approximately 275 acres of land designated for residential use. Of this total, about 150 acres are comprised of areas of slopes in excess of 20%. Access to this area should be from two separate locations -- Ranch Road and 20th Street. The Ranch Road and 20th Street are intended to connect and form a loop which will improve residential access to this area. Also, such road extensions will facilitate looping of water lines through the area and more direct sewer service to it, thereby improving those services to the area. The extension of 20th Street is intended to provide access to areas of less than 20% slope adjacent to the Providence Creek flood plain and to connect to the extension of Ranch Road north of that creek. The extension of 20th Street is also intended to serve the steeply sloped areas via a road which generally follows the ridge between Providence Creek and Scholfield River. This road is also generally intended to serve as the dividing line between areas intended for residential development on the west and areas to the conserved in their present state to the east.

The Decker Point area (including the 40 acre area south of Alder Avenue), contains 117 acres of land designated for future residential development. Approximately 75 acres of this area is comprised of slopes of 20% or greater. Given the anticipated amount of development in this area, two accesses should be provided. A widening of Birch Avenue, the existing access to the area, would adequately serve the less steeply sloped portions of the area. An extension of 22nd Street could provide access to the steeper upland portions of this area and connect with Birch Avenue to provide an alternate means of access to the lower elevations should extreme tides and flooding block the lower Birch access.

The city-owned property east of Crestview Drive consists of more than 300 acres designated as low density residential. it is expected that realistically this particular area will develop at a very low density because of steep slopes ranging from 20%-60%. The most logical access will be in the lower portion of this area off of Laskey Lane, in the vicinity of the Urban Growth Boundary line.

COMMERCIAL

This Plan recognizes the two major transportation corridors along Highway 101 and Highway 38 of existing commercial development by designating them for commercial use. Future commercial development is intended to be accommodated primarily in these two areas. This will occur for the most part through infilling of vacant and under-utilized parcels. All property designated for commercial development is located within the city limits.

The Economic Opportunities Analysis (2009) indicates Reedsport is well positioned to grow its tourism-oriented commercial activity. The area's physical beauty and location on the Umpqua River and near the coast make it an attractive tourist destination. The

study also identifies that the Reedsport area is capturing tourist dollars, but losing dollars to larger cities for purchases of clothes and more expensive household items. As a result of these and other factors, there will be a need for approximately 25 additional net acres to allow for more commercial growth.

One of the key areas that could serve tourism-oriented commercial activity is the Umpqua Riverfront and Old Town area. This idea was identified years ago, when the City of Reedsport and the Port of Umpqua engaged Fred Glick and Associates, Inc. (FGA) to undertake an Umpqua Riverfront Revitalization Project study (1986). FGA's preliminary analysis clearly suggested that the area's future development potential is based upon tourism. This conclusion was further supported by a University of Oregon Marketing Study done for the City in June, 1990. The primary advantage of the area as a development site is the river frontage and its historic location as the old town of Reedsport. Market projections show potential increases in demand for restaurants, specialty retail stores and motel rooms in the Reedsport area.

The development plan for the Riverfront Revitalization project had been designed to be implemented in five phases. Phases 1, 3, 4 are concentrated in the area bounded by the river, the Southern Pacific Railroad and the public boat ramp at Water Street. Phase 2 occupies the 15 acre Knife River property on the Reedsport Waterfront, and phase 5 is situated on Port of Umpqua property on either side of Highway 101.

Since these plans were prepared, the City has established an Urban Renewal District that encompasses the waterfront and Old Town areas as well as portions of properties along Highway 101. The Reedsport Urban Renewal Report (2007) describes the area between the river and Highway 38 in Old Town as a mix of incompatible land uses, with a large amount of vacant and underutilized properties. Consequently, the area is in need of redevelopment that could serve the demand for tourist-oriented commercial activities.

The second commercial area is generally bordered by Winchester and Elm Avenues and Second Street. This area was first developed with single-family residences. Some multi-family residential development followed and, most recently, a number of semi-public and commercial uses have located in this area. This Plan proposes to allow this conversion of use to continue on a limited basis. Small scale commercial uses which are of a type which will not adversely affect the existing residential development will continue to be allowed to locate in this area.

All commercially designated areas are intended to be available for the full range of such uses with the exceptions of the area discussed above and the shoreline of Scholfield River in the area of 16th Street. This latter area is intended to be reserved for uses which are oriented towards that waterway.

INDUSTRIAL

The economy of Reedsport is, in actuality, a segment of the economy of coastal Douglas County. This is evidenced by the fact that a major employer of Reedsport's residents has been located in Gardiner, not Reedsport. Future industrial development within the Reedsport Urban Growth Boundary is thus determined to a considerable extent by the future of the regional coastal economy.

The Umpqua River is viewed as a resource and opportunity to accommodate water-dependent industry such as shipping and fishing. Industrial lands along the Umpqua River and Scholfield River have been designated exclusively for industrial uses which are dependent on the adjacent navigable waterways. A total of 34 acres of vacant land have been so designated. This acreage is greater than that for which past trends would indicate a need.

The Economic Opportunities Analysis (2009) states that future industrial growth is expected to occur outside of the City's Urban Growth Boundary, because future industrial employers are likely to take advantage of the large industrial parcels available in Gardiner. As a result of this and other trends, the study identifies a surplus of industrial land of 10.6 net acres. The existing industrial land areas in Reedsport are described below.

Waterfront area east of Highway 101: This area contains all of the City's existing industrial development. Most of this vacant land consists of small parcels in the areas of Railroad and Hawthorne Avenues. It is anticipated that either smaller secondary or support industries for commercial uses compatible to the Riverfront Revitalization Project and the Port of Umpqua Development Plan will locate in this area.

Coos Bay Railroad Right-Of-Way: The former Southern Pacific Railroad was purchased in 2009 by the Oregon International Port of Coos Bay. This railroad right-of-way is a 16 acre corridor within the City that is approximately 80 feet wide adjacent to both Railroad and West Railroad Avenues. The railway has not been in operation for many years and is anticipated to become active by 2012, providing freight service from the port of Coos Bay to the Willamette Valley.

Area between Highway 101 and Scholfield River: This area consists of 14 acres and is currently used for various industrial uses.

Leeds Island: This 98 acre vacant site is located in the northwest corner of the Urban Growth Boundary. It is the only site with an industrial plan designation that is located within the unincorporated portion of the city Urban Growth Boundary. This property is also zoned for resource use, which limits development and is inconsistent with the plan designation. Therefore, the site should be reevaluated for its long-term viability for industrial or resource use and adjust the plan designation and zoning district accordingly.

PUBLIC AND SEMIPUBLIC

As discussed in other sections of this Plan, the need for additional land to accommodate future public land uses in Reedsport is limited. The need for additional school facilities can be accommodated on the grounds of the existing school facilities. Park needs focus primarily on the development of existing park land rather than acquisition of new park sites. The need for additional land for other City services is limited to sites for a new water reservoir located in Master Heights and a downtown pump station for storm drainage. It is estimated that these two uses and any other minor public land needs may be accommodated on approximately 5 acres.

COMPREHENSIVE PLAN MAP

A total of ten designations have been utilized on the Comprehensive Plan map to guide land and water uses within the Reedsport city limits and Urban Growth Boundary. Seven of these designations relate to land use including three which are designed to apply specifically to shoreland areas. The other three apply to areas which are part of the estuary. Following is a description of each of these designations.

Residential: This designation has been applied to all areas planned for future residential use regardless of type or density. Policies of this Plan and provisions of the Zoning Ordinance are intended to give direction for zoning of these areas for proper use.

Commercial: This designation is intended to accommodate the full range of commercial uses on all properties to which it has been applied with the exception of the area bounded by Winchester Avenue, Elm Avenue and Second Street. This area should receive only limited commercial use as described by this Plan. Where the Reedsport Waterfront and Downtown Plan designates land for Live/Work uses, Mixed Use Commercial (CMU) zoning shall allow residential, commercial, and enclosed light industrial uses, pursuant to Commercial Land Use Policy 4, below.

Industrial: All areas planned for industrial use which are not water-oriented have been assigned this plan designation. Both heavy and light industrial uses are considered appropriate in these areas. An RV Park use may be allowed as an interim use on the south side of the McIntosh Slough, west of US 101, until the market supports converting that area to higher employment-generating uses.

Public/Semi-Public: The most land extensive public and semipublic uses have received this plan designation. Such uses which occupy less than two acres have generally been assigned designations consistent with surrounding land uses. No vacant lands have been assigned this designation in anticipation of future uses of these types.

Urban Conservation: This designation has been applied to all land within the 100 year flood plains of the Umpqua River, Scholfield River and Providence Creek, with the

exception of those properties which have been previously developed or are planned for water-dependent industrial use. In addition, it has been applied to the steeply sloped lands west of and adjacent to the Scholfield River. It is intended that this designation significantly limit the type and amount of development allowed within these hazardous areas.

Water-Dependent Industrial: Those properties considered to be well suited for water-oriented uses have received this designation. It is intended that only uses which are dependent on the adjacency of a navigable waterway be permitted in these areas.

Water-Related Commercial: This designation is intended to reserve properties well suited for water-oriented commercial use for such purposes. Commercial uses which are not water-oriented are restricted in these areas. This designation has been applied only to the waterfront area of Scholfield River which is between Winchester Avenue and Highway 101.

Estuarine Natural: This classification is intended to preserve and protect areas containing significant natural resources in the estuary. Its objective is to protect significant habitats, biological productivity and scientific research and educational values.

Estuarine Conservation: This classification is intended to establish and protect areas of the estuary for the long-term use of renewable resources. It is primarily intended to apply to areas to be managed for uses of low to moderate intensity that do not require a major alteration of the estuary. Areas included in this classification have less biological significance than areas classified as Estuarine Natural.

Estuarine Development: The estuarine development classification is intended to establish and preserve adequate land for navigation and other public, commercial and industrial water-dependent uses. This classification is to be managed for uses of high intensity which may significantly alter the estuarine resource.

LAND USE GOALS AND POLICIES

Goals:

1. To provide for the orderly extension of urban services in a cost and energy efficient manner.
2. To provide enough land for the full range of urban uses within the local community through orderly annexation or other means.
3. To improve the quality of life and economic viability of the community through appropriate use, development and maintenance of land.

Residential Policies:

1. The City shall maintain, and where appropriate, upgrade the quality of its existing residential neighborhoods.
2. The City shall encourage the use of planned unit developments to better utilize lands with topographic constraints and/ or environmentally sensitive areas (i.e. wetlands) by clustering development to potentially reduce development costs and provide more usable open space.
3. In areas planned for residential development with slopes of 20% or greater, the maximum density shall be two dwelling units per acre except in approved planned unit developments.
4. Multi-family development should be located near community services, existing roads and facilities to make efficient use of existing infrastructure and minimize transportation impacts of higher density development.
5. The City shall monitor residential development to ensure that an adequate supply of land zoned for high, medium and low density residential use is available.
6. The City shall monitor the inventory of low-income and government-assisted housing and allow no more than its reasonable fair share within the community.
7. The City will allow “small lot single family” of cottage uses in multifamily residential districts, subject to multifamily design standards.

Commercial Policies:

1. Areas designated for commercial shall generally be available for a full range of commercial uses.
2. Commercial use in the area bounded by Winchester and Elm Avenues and Second Street shall be restricted in recognition of its transitional

nature.

3. The City shall monitor the use and development of commercially-designated lands to ensure an adequate supply of land is zoned for such use.

4. The City will develop a new “CMU” Commercial “Live/Work” Mixed Use zone. The CMU district Mixed Use Commercial (CMU) zoning shall allow residential, commercial, and enclosed light industrial uses. The employment use shall be commercial retail and office use wehre it abuts commercial or Public Land zoning, and may be enclosed light industrial or office use where it abuts Light Industrial zoning.

Industrial Policies:

1. Industrially-designated lands shall be reserved for such uses with the exception of the area east of the Southern Pacific Railroad line and south of the levee where heavy commercial uses may also be permitted.

2. Areas properly designated for water-dependent industrial use shall be reserved for such uses; heavy commercial uses may also be permitted.

3. The City shall evaluate and update the zoning and Comprehensive Plan Map designation of Leeds Island.

4. The City shall encourage development of industrially-zoned properties within the city limits prior to development of unincorporated industrial properties.

5. Enclosed light industrial uses and screened outdoor storage in light industrial zones. Require development to include 30 foot buffers/setbacks from the Scholfield and McIntosh Sloughs, providing for inclusion of a pathway system.

6. An interim RV Park use may be allowed on light industrial land located on the south side of the McIntosh Slough, west of US 101.

Public/Semi-Public Policies:

1. Public and semi-public uses may be allowed to locate in most areas subject to conditions which ensure their compatibility with surrounding uses.

General Policies:

1. Municipal services such as water and sewer shall not be extended beyond the city limits of Reedsport unless the property is annexed or there is a contract for annexation as an encumbrance upon the property in the form

of a recorded deed restriction recorded in the Douglas County Records.

2. All development, subdivisions and planned unit developments shall conform to the standards consistent with those established by the City of Reedsport. The City will establish and administer standards for the urban development area which coordinates City and County concerns and implements the policies of the Reedsport Comprehensive Plan.

3. Zone changes and subdivisions may be approved within the Urban Growth Boundary if the following minimum conditions are met:

   a. Key facilities, such as sewer and water are assured to serve the area under consideration.

   b. Annexation or contract for annexation has been executed between the developer and the City of Reedsport.

   c. Development may take place in accordance with urban development standards adopted by the City of Reedsport in coordination with Douglas County.

4. Key facilities extended into the Urban Growth Boundary shall be designed to serve the proposed urban use.

5. Age, gender or physical disability shall not be an adverse consideration in making land use decisions.

6. All new land use activity within identifiable wetlands will require notice to the Oregon Division of State Lands.

7. The Buildable Lands Inventory for the City of Reedsport (October, 2009) is adopted as a support document to the Comprehensive Plan and is recognized by reference.

8. The City shall take an active role to enforce the City Code to ensure land is maintained for the health, safety and welfare of the community.

VIII. COASTAL RESOURCE ELEMENT

ESTUARINE RESOURCES

PURPOSE AND CONTENT

The City of Reedsport seeks to recognize and protect the unique environmental, economic and social values of the Umpqua River Estuary and associated wetlands within its Urban Growth Boundary. To accomplish this goal, the City's Comprehensive Plan must complete five tasks:

1. Describe the diversity of important and unique environmental, economic and social features within the estuary .

2. Identify the estuarine area and describe its status under the Oregon Estuary Classification System.

3. Establish policies and use priorities for each management unit.

4. Identify potential mitigation sites and describe reasonable restoration activities.

5. Adopt planning policies which will ensure continuity between the city and county portions of the estuarine plan.

THE CITY'S ECONOMIC, CULTURAL AND HISTORICAL RELATIONSHIPS TO THE UMPQUA ESTUARY

The waters of the Umpqua Estuary have played a vital role in the development of the City of Reedsport by serving as an important transportation avenue and by providing a primary source of income.

Early photographs and historical accounts show that much of the area's commerce and trade goods were transported primarily by barge and boat. Evidence of this orientation towards water transport is provided by the fact that the City's earliest commercial establishments faced the waterfront. The river and its tributaries served as a highway which connected outlying farms and logging camps with the mills and supply depots of Reedsport and Gardiner.

Today the Umpqua Estuary's use as a primary mode of transportation for individuals has waned, but its usefulness as a mode of transport for bulky and heavy raw materials remains quite viable. This is evident from the continued extensive use of the river as a medium upon which to move log rafts and sand and gravel barges.

The City has initiated a Riverfront Revitalization Project on the Umpqua that extends from the Scholfield River to Highway 38 lying northerly of the dike wall. The project adopted by City Council has been a primary goal for the City's endeavors to stimulate the economy. The project seeks to promote a mix of industrial, commercial and recreational activities along the Umpqua Riverfront. Refer to the Economy section for the plan for more information.

The coastal fishery has long been an important component of the local job market. Commercial fishing provides the community's residents considerable income. The Umpqua Estuary's waters serve as a home for the fleet and a terminus to begin processing operations. The City, in turn, markets both trade and residential services to members of the fleet. The estuary contributes to this wealth by serving as a nursery, feeding and resting point for numerous resident and migratory fishes.

In fact, it is the estuary's uniqueness as an environmental habitat which contributes to another important source of income -- tourism and recreational fishing. The very specialized habitat of the Umpqua Estuary's water generates an area rich in plant, animal and scenic diversity. Local merchants sell a variety of goods and services to the tourists, sightseers and fishermen who seek the Umpqua Estuary's waters for pleasure and recreation. To gauge the land-use needs around and on the Umpqua Estuary, the people who contributed to this Plan's development have examined, among other things, detailed biological and land-use inventories of the City's estuarine areas and adjacent shorelands. These inventories contributed materially to the evolution of the management unit designations presented in the next section. The biological inventories that were used are presented in Appendix I at the back of this Coastal Elements Section. Shoreland land-uses are identified on the sub-area map which describe the shoreland management units. (See Coastal Shorelands Element.)

IDENTIFICATION, STATUS AND CLASSIFICATION OF ESTUARINE PLANNING AREAS

The City's estuarine area consists of those portions of the Umpqua and Scholfield Rivers which lie within the Urban Growth Boundary. The estuarine planning area includes the bed and water column of these water bodies to a point on the shoreline up to and including tidal marshes up to the line of non-aquatic vegetation. The Comprehensive Plan Map identifies the location of the estuarine sub-areas that are described and classified herein.

The Oregon Land Conservation and Development Commission has established an administrative rule, "Classifying Oregon Estuaries." That rule in conjunction with the Estuarine Resources Goal, in effect:

1. Specifies the most intensive level of development or alteration allowable within

each estuary,

2. Directs the kinds of management units appropriate and allowable in each estuary,

3. Directs the extent of detail required and items inventoried for each estuary,

4. Affects the issuance of and conditions attached to permits by state and federal agencies,

5. Provides guidance for the dispersal of state and federal public works funds,

6. Indirectly affects decisions concerning private investment in and around estuaries.

Under that administrative ruling, the Umpqua River Estuary is designated shallow-draft development. Further, the classification ruling suggests that:

Shallow-draft development estuaries shall be managed to provide for navigation and other identified needs for public, commercial and industrial water-dependent uses consistent with overall Estuarine Resources Goal requirements. Other appropriate uses include those listed as permissible uses in development management units in the Estuarine Resources Goal. However, in shallow-draft estuaries, extension or improvements in main channels shall not be designed to exceed 22 feet in depth.

Shallow-draft development estuaries shall have natural, conservation and development management units as provided in the Estuarine Resources Goal.

The statewide land use planning goals and guidelines suggest that each Comprehensive Plan, in coastal areas, should classify the estuarine waters within its jurisdiction into management units. In addition, the plan should set forth policies and use priorities for each management unit category. Three categories of management units are appropriate for the Umpqua: Natural, Conservation, and Development.

Natural areas are estuarine waters designated so as to ensure the continued biological productivity of the estuary. Specifically, such areas should include, at a minimum, all major tracts of salt marsh, tide flats, sea grass and algae beds.

The second category is Conservation. It, also, is a category designed for resource protection. It is appropriate in areas subject to more intense and frequent use, or alternatively, in areas which are less environmentally sensitive.

Development management units are intended to provide for and maintain navigational and other needed public, commercial and industrial water-dependent uses. Such areas

shall include deep-water areas adjacent to or in proximity to the shoreline, navigation channels, sub-tidal areas for in-water disposal of dredged material and areas of minimal biological significance needed for uses requiring alteration of the estuary.

When considering the classification of estuarine waters into management units, the advisory committee considered, in addition to the inventories:

1. Adjacent upland characteristics and existing land uses.

2. Compatibility with adjacent uses.

3. Energy costs and benefits.

4. The extent to which the limited water surface of the. estuary has been committed to different surface uses.

The estuary's waters within the study area are divided into sub-areas for detailed examination. A description of each sub-area is presented along with a list of facts about the area and a management designation.

ESTUARINE SUB-AREAS

The following sub-areas are portrayed on the City Comprehensive Plan Map and Zoning Map. Where discrepancies between mapping and sub-area descriptions exist, the sub-area description shall prevail.

ESTUARINE SUBAREA NO. Ia: Tideland of Providence Creek

Description: This subarea includes that portion of Providence Creek within the Umpqua River Estuary (north side of tide gate) between the tide gate and the authorized channel. This subarea extends upriver to the red channel buoy and downriver to the northwestern limit of the Urban Growth Boundary.

Facts About The Area:

1. The Oregon Department of Fish and Wildlife has identified this areas as a high salt marsh.

2. Waterfowl use this area for resting and feeding .

Management Unit Designation: Estuarine Natural

ESTUARINE SUBAREA NO. Ib: Leeds Island

Description: This subarea consists of the estuarine area southwest of the authorized channel to Leeds Island from the upriver boundary of Subarea No. Ia. to a point on the adjacent shore where the urban water-dependent designation ends, abutting Estuarine Subarea No. II.

Facts About The Area:

1. The deep-water channel immediately adjacent to the shoreline suggests the area's potential for water-dependent development. This is especially evident given Reedsport's very limited area available for marine-oriented land use.

2. The adjacent shorelands which are diked and roaded have been used In the past for dredged material disposal.

3. The Douglas County Industrial Site Inventory, conducted and prepared by the Douglas County Planning Department and the Coos-Curry-Douglas Business Development Corporation, identifies the Leeds Island site as appropriate and

necessary for water-dependent and industrial development.

4. Resource inventories show that the mouth of Providence Creek includes small areas of low salt march and tide flat which are considered to have relatively little value.

5. A series of wing-dams from Leeds Island into the Umpqua River.

6. This subarea is identified as Estuarine Subarea No. III in Douglas County's Comprehensive Plan.

Management Unit Designation: Development

Management Objectives: This area represents the lower Umpqua River Basin's most favorable undeveloped site appropriate for water-dependent industrial uses. The use of the area for urban activities will require detailed planning to synchronize the provision of services, channel development, mitigation of environmental damage and the protection of proposed uses from flood hazard.

ESTUARINE SUBAREA NO. II: Mouth of Scholfield River

Description: Mouth of Scholfield River south and west of the authorized channels for the Umpqua River and Scholfield River to the line of nonaquatic vegetation line. This subarea consists of the estuarine area between the southeast (downriver) boundary line of Subarea Ib in Section 27, T21S, R12W and the point of intersection with the easterly prolongation of Ivy Avenue at river 33mile .95 in Section 34, T21S, R12W.

Facts About The Area:

1. This area is predominately eelgrass beds, mudflat, and high salt marsh.

2. This area is identified as Estuarine Subarea No. VIII Douglas County's Comprehensive Plan.

3. The adjacent shoreland is steep with no road access. Existing land use is primarily forestry and grazing. At present, there are no public services provided to this shoreland area, no municipal water or sewage.

Management Unit Designation: Natural

ESTUARINE SUBAREA NO. III: McIntosh Slough

Description: This subarea includes the estuarine area of McIntosh Slough from its confluence with the Scholfield River to its southwesterly terminus at the Southern Pacific Railroad right of way.

Facts About The Area:

1. This subarea is immediately adjacent to shorelands which are committed to industrial uses, urban services, major highway and rail access.

2. A portion of the McIntosh Slough area has been used as an industrial Site in the past, including piling, decking, bridges, etc. This area has been dredged in the past to provide for the passage of log rafts.

3. An access road and bridge extend across McIntosh Slough connecting with shorelands identified in subareas 12 and 13. Pilings which support the access road and bridge extend into the estuary.

Management Unit Designation: Estuarine Conservation

Management Objectives: It is the intention of the City of Reedsport and the Port of Umpqua to leave McIntosh Slough in its natural state.

ESTUARINE SUBAREA NO. IV: Lower Scholfield River

Description: This subarea includes the estuarine area of Scholfield River and McIntosh Slough (including the authorized channel of Scholfield River) from the Umpqua River to a point upstream common with the most westerly northwest corner of the Reedsport Dike.

Facts About The Area:

1. Scholfield River has an authorized channel 12 feet deep 100 feet wide extending from the confluence with the Umpqua to a point two miles upstream. Included in this project is an entrance channel 500 feet wide and 3000 feet long and 22 feet deep. This project has not yet been constructed and is presently inactive. The operation and maintenance of the Scholfield channel was authorized by the River and Harbor Act, September 3, 1954.

2. This subarea is immediately adjacent to shorelands which are committed to industrial uses, residential uses, urban services, major highway and rail access.

3. Most of the banks of Scholfield River which are adjacent to the City have been diked to prevent flood damage to the heart of the City.

Management Unit Designation: Development

Management Objectives: This is a transitional area being surrounded by urban uses and lending itself to development uses in the future. Because Scholfield River, in this subarea, varies so dramatically in character, this plan establishes the following management objectives concerning its use:

The mouth of Scholfield River should be dredged to provide safe use of the subarea for water-dependent recreation. The mouth is now a navigational hazard because of bar formation. Dredging of this area should be considered a minor navigational improvement and thus compatible with a conservation designation.

ESTUARINE SUBAREA NO. V: Scholfield River

Description: Scholfield River between Estuarine Subarea IV and the upriver limit of the Southern Pacific Railroad Bridge.

Facts About The Area:

1. This area is interspersed with physical development which includes pilings, docks and houseboats.

2. An extensive marsh, Scotts Swamp, exists across the Scholfield from the post at Coho Marina. Field investigations show the area to be a freshwater marsh. Tidal circulation is severely restricted to a culvert passing underneath the road which sets atop the dike.

3. The private marina and campground (Coho Marina) on the shore constitutes a major point of public access to the estuarine waters.

4. Part of this subarea is identified as Estuarine Subarea XIV in Douglas County's Comprehensive Plan

Management Unit Designation: Conservation

ESTUARINE SUBAREA NO. VI: Upper Scholfield River

Description: This subarea consists of the estuarine area within the north half of Scholfield River to the line of nonaquatic vegetation upriver from the Southern Pacific

Railroad bridge to the limit of the Reedsport Urban Growth Boundary.

Facts About The Area:

1. This area is choice marine habitat - predominately salt marsh and eelgrass beds.

2. Part of this subarea is identified as Estuarine Subarea XV in Douglas County's Comprehensive Plan.

Management Unit Designation: Natural

ESTUARINE SUBAREA NO. VII: Reedsport Waterfront

Description: This subarea consists of the estuarine area between the Scholfield River authorized channel and the upriver limits of the Bohemia (Umpqua River Navigation) Company property. This subarea extends from the shoreline (waterfront) to the Reedsport City limits located in the center of the Umpqua River.

1. There has been a significant alteration of the shoreline with a proliferation of piling, docks, ramps, fill and riprap.

2. Existing shoreland uses are primarily industrial and decidedly urban in Character.

3. There is an extensive commitment of public services to the shoreland area:

    1. Rail and highway transportation.
    2. Adjacent to dredged river channel/docking facilities
    3. City sewer and water.
    4. Fire and police protection

4. This management designation is consistent with the City's plan to revitalize the Umpqua Riverfront.

Management Unit Designation: Development

ESTUARINE SUBAREA NO. VIII: Northeastern City Limits and Urban Growth Boundary

Description: Extending east from the Bohemia (Umpqua River Navigation) Company property to the upriver limit of the Urban Growth Boundary, the subarea includes that

portion of the estuary between the shoreline and the designated city limits of Reedsport.

Facts About The Area:

1. Development in this area is limited to pilings used as part of the Bohemia operation for tying down gravel barges.

2. Adjacent shorelands are steep in nature consisting of natural vegetation.

Subarea Designation: Estuarine Conservation

Policies For Natural Management Units:

1. Major tracts of salt marsh, tide flats, sea grass beds, algae beds, other significant fish and wildlife habitats and other estuarine areas needed for preservation shall be included in natural management unit designations and shall be managed to protect the significant habitats, biological productivity and scientific, research and educational values

2. Aquaculture, communication facilities such as communication tower support structures and pipelines, active restoration measures, boat ramps for public use where no dredging or fill for navigational access is needed, pipelines and cables and utility crossings, installation of tidegates in existing functional dikes, temporary alterations, and bridge crossing support structures shall be permitted in natural management units if found to be consistent with the resource capabilities of the estuarine area and with the objective of preserving the area's natural resources

3. Grazing of livestock shall be permitted in areas designated as natural management units on the condition that no dikes, tide gates or other permanent structures are built and that the amount of grazing is consistent with the resource capabilities of the unit and the preservation of the natural resources

4. Rehabilitation of existing wing dams, sanitary waste outfalls and bridges shall be permitted in natural management units on the condition that such activity is consistent with the resource capabilities of the areas and does not conflict with permitted uses in those units

5. Riprap and other bank protective measures shall be permitted in natural management units to the extent necessary to protect uses existing as of October 7, 1977, and to protect unique natural resources and historical and archaeological values or public facilities only if land use management practices

and non-structural solutions are inadequate and adverse impacts on water currents, erosion and accretion patterns are minimized

6. Fills shall be prohibited in natural management units except when a necessary part of action to retain, maintain and protect man-made features existing as of October 7, 1977

8. Aquaculture and commercial harvest of benthic organisms (clams, oysters, shrimp, etc.) which does not involve dredge or fill or other estuarine alteration other than incidental dredging for harvest of benthic species or removable in-water structures such as stakes or racks may be permitted providing it is consistent with state agency statutory requirements and the resource character and purposes of the management unit and does not require the use of permanent structures.

9. Bridge crossings, not including support structures or fill, located in the waterway or adjacent wetlands shall be allowed in natural management units.

10. 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.

Policies For Conservation Management Units:

1. Estuarine areas included within conservation management units shall be protected and managed to provide for and maintain long-term uses of renewable resources that do not require major alteration of the estuary.

2. High intensity water-dependent recreation, maintenance dredging of existing facilities, minor navigational improvements, mining and mineral extraction, utilities, sanitary waste outfalls, water-dependent uses requiring occupation of water surface area by means other than fill and bridge crossings, aquaculture requiring dredge or fill and temporary alterations shall be permitted in conservation management units if found to be consistent with the resource capabilities of the area and the objective to provide for and maintain long-term uses of renewable resources that do not require major alteration of the estuary.

3. Riprap and other bank protective measures shall be permitted in conservation management units to protect existing as of October, 1977, or allowed uses if land use management practices and non-structural solutions are inadequate and

adverse impacts on water currents, erosion and accretion patterns are minimized; and it is consistent with the resource capabilities and purpose of the management unit.

4. Fills may be allowed in conservation management units only when consistent with the purpose of the management unit and the requirements for dredge and fill as tested in policy nine of General Policies for estuarine management units.

5. Bridge crossings not including supporting structures or fill in the waterway or adjacent waterway shall be permitted in conservation management units when determined consistent with purpose of the management unit

6. Active restoration of fish and wildlife habitat or water quality and estuarine enhancement shall be permitted in conservation management units when determined to be consistent with the purpose of the management unit.

7. Aquaculture and commercial harvest of benthic organisms (clams, oysters, shrimp, etc.) which does not involve or fill or other estuarine alteration other than incidental dredging for harvest of benthic species or removable in-water structures such as stakes or racks shall be permitted in conservation management units when determined to be consistent with the purpose of the management unit**.**

8. With the exception of temporary alterations and other alterations all uses and activities permitted outright permitted with standards or conditionally permitted in the Estuarine Natural Management Unit shall be permitted in the Estuarine Conservation Management Unit**.**

9. 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.

Policies For Development Management Units:

1. Estuarine areas included within development management units shall be protected for development and shall be managed to provide for and maintain navigational and other needed public, commercial and industrial water-dependent uses.

2. Navigation, channel maintenance and other authorized projects shall have the

highest water use priority in channel and turning basin locations, and adjacent to water-dependent use areas.

3. Where consistent with the purpose of this management unit and adjacent shorelands designated especially for water-dependent uses or designated for waterfront redevelopment, water-related and non-dependent used not requiring dredge or fill and mineral extraction and uses permitted in natural and conservation management units, shall also be allowed in development management units.

4. Interim uses which will not substantially interfere with the future development of water-dependent uses shall be permitted in development management units.

5. Uses not listed as water-dependent in the plan or zoning ordinance may be allowed in a development management unit if the applicant demonstrates that the uses meet the criteria for water-dependency contained within the definition.

6. In-water disposal of dredged material shall be permitted in authorized designated subtidal areas of development management units if found to be consistent with the state requirements for dredge and fill.

7. Rip-rap and other bank-protective measures shall be permitted in development management units to protect uses existing as of October 7, 1977, or allowed uses if land use management practices and non-structural solutions are inadequate and adverse impacts on water currents, erosion and accretion patterns are minimized.

8. Water storage of materials or products shall be permitted in development management units if found to be directly associated with water transportation and an integral part of the operation of a proposed or existing facility; if there are no feasible upland alternatives; if adverse impacts are minimized as much as possible and if consistent with the purpose of the management unit.

9. Dry land storage of materials and commodities shall be encouraged over water storage.

10. Water-related, non-dependent and non-related uses are allowed in the estuary only if:

    1. The site has minimum biological or recreational significance.

    2. The site and adjacent shorelands are not suitable or needed for water-dependent uses.

3. The use is consistent with and does not preempt or interfere with the objective of providing for and maintaining navigational and other needed public, commercial and industrial water-dependent uses.

4. The use will not result in dredging, filling or other similar reduction/degradation of estuarine natural values.

5. The use is consistent with the purposes of the management unit .

11. In water disposal (flowlane disposal) of dredged material in development management units shall be permitted when determined through monitoring that estuarine sedimentation is consistent with the resource capabilities and purpose of affected natural and conservation management units.

PERMITTED USES AND POLICY IMPLEMENTATION:

The permitted uses allowed outright with standards and conditionally for each management unit are outlined in Section 3.140, 3.150 and 3.160 of the Reedsport Zoning Ordinance. Management Unit implementation is covered under Article 13 Supplementary Provisions for Estuarine and Shoreland Areas.

General Policies:

1. Uses and activities in estuary and wetland areas which provide the greatest long-term social, economic and environmental benefits shall be preferred over other uses and activities.

2. The amount of estuarine surface area consumed by any one development shall be limited to the parts of the development that must locate in the estuary as opposed to shorelands and uplands.

3. Resource protection and compatible water-dependent recreation shall have the highest water use priority in those locations not affected by aggregate removal or projects authorized by the Army Corps of Engineers.

4. Water surface area and volume shall be maintained wherever possible

5. Water quality, including newly created waterways, shall be maintained at levels which will support recognized beneficial uses and meet state and federal standards.

6. Umpqua Estuary shall be developed and managed both as an important fish production and harvest area and as a critical link in the migratory fish resources.

7. No action or set of actions shall be permitted in the estuary which would result in total destruction of a type of natural habitat or biological function which currently exists there.

8. No actions shall be permitted which diminish the productive capacity of spawning sites for fish species having significant value to humans.

9. Dredge fill (including disposal of dredged material), or other reduction or degradation of the estuarine natural values (natural biological productivity, habitat diversity, unique features and water quality) by man may be allowed only if:

    a. Required for navigation or other water-dependent uses that require an estuarine location; or if specifically allowed by applicable management requirements of the estuarine goal

    b. A need the development has (significant public benefit) is demonstrated and the use or alteration does not unreasonably interfere with public trust rights

    c. No feasible alternative upland locations exist

    d. Adverse impacts are minimized

    e. The activity is consistent with the objectives of the State's Estuarine Resources Goal and with state and federal law and in conformance with City of Reedsport's Comprehensive Plan

    f. Other alternatives in the estuary shall be allowed if the requirements of (b), (c), (d), and (e) are met

    g. In approved flow lane disposal areas

10. Fills or structures, when permitted, shall be of minimum size required for the operations of that use or business

11. Filling shall be authorized only to accommodate development which has been determined to be in accord with a design approved by the appropriate governing bodies.

12. Piling or floating device construction shall be preferred over solid foundation devices

13. Dredging shall be permitted to create and maintain authorized channels, maintain recognized channels, provide access to water-dependent facilities, remove aggregate, and maintain and repair functional dikes

14. No action will be permitted within any estuarine management unit if it is inconsistent with the purpose of the unit's designation

15. Adverse impacts on estuarine resources resulting from dredge or fill activities permitted in intertidal or tidal marsh areas shall be mitigated by creation, restoration or enhancement of an estuarine area(s). The objective shall be to improve or maintain the functional characteristics and process of the estuary, such as its natural biological productivity, habitats and species diversity, unique features and water quality. Priority shall be given to restoration of sites designated in the Comprehensive Plan for mitigation/restoration.

16. Potential mitigation sites identified in the Comprehensive Plan shall be protected from activities or uses which would interfere with the restoration or addition of the site to the estuarine ecosystem

17. Restoration of estuarine resources will be encouraged where and when appropriate to offset past and anticipated adverse effects of development.

18. Through public purchase or easement acquisition, restoration of unused low-lying diked areas to estuarine wetland shall be encouraged.

19. Disposal of dredged material shall not be permitted in subtidal or intertidal areas of the estuary unless disposal of materials in approved upland and ocean water sites is not feasible or in approved flow lane disposal site. Intertidal disposal and dredge material must be part of an approved fill Permit.

20. Dredged material shall be suitable for the uses intended for each respective disposal site, consistent with Reedsport Comprehensive Plan

21. Stockpiling of dredged material for public sale, recreation or other uses shall be considered for each disposal program in order to maximize public benefits from such disposition.

22. Alternatives to individual, single-purpose docks and piers such as community facilities common to several uses and interests, dryland storage and launching ramps shall be encouraged and preferred.

23. The size and shape of a dock or pier shall be limited to that required for the intended use.

24. The management techniques and controls of the following programs shall be supported as existing methods for maintaining water quality and minimizing man-induced sedimentation.

    1. Oregon Forest Practices Act and Administrative Rules

    2. The non-point source discharge water quality program administered by Department of Environmental Quality under Section 208 of the Federal Water Quality Act as amended in 1972.

    3. The Fill and Removal Permit Program administered by the Division of State Lands.

    4. The programs of the State Soil and Water Conservation Commission.

25. New water storage for logs may be approved only if such storage is an integral part of the operation of an existing wood products facility or new water-dependent facility approved by the State's Environmental Quality Commission; if there are no feasible upland alternatives; if the area is within a development or conservation management unit; if storage is limited to deep water where logs will not go aground at the lowest tide (except as provided in the following policy); if storage time for specific logs will not exceed one year and if water storage will not interfere with navigation.

26. In-water storage of logs shall not be permitted in areas where logs go aground at the lowest tide unless it is demonstrated that no other reasonable alternatives exist.

27. Historical and current log storage sites that are not used for log storage for a five year period shall be removed from further use for log storage.

28. At the time the Division of State Lands considers new leases or lease renewals for log storage areas or permits to place or replace piling for log raft mooring, it shall require that such action be consistent with the policies contained herein.

29. Additional dredge and fill policies are contained in the Dredged Material Management Program and relevant policies shall be considered of equal importance with policies in this section when evaluating dredge and fill activities.

30. In order to streamline review processes and avoid unnecessary duplication of regulations, the City of Reedsport will rely on state and federal agency programs to provide findings for implementation of the Resource Capability Test for regulated activities and other degradations of in the estuarine environment test. The permit-granting agency shall not approve a permit for a proposed estuarine

use unless the use is consistent with the resource capabilities of the area as defined in Article 5 of the Reedsport Zoning Ordinance.

31. Additional mitigation and restoration policies are contained in the mitigation/restoration program and relevant policies shall be considered of equal importance with policies in this section when evaluating mitigation and restoration activities.

32. Uses or activities which would potentially alter the estuary shall be preceded by a clear presentation of impacts of the proposed alteration. The impact assessment need not be lengthy or complex but should include information on the following:

    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.

COASTAL SHORELAND RESOURCES

PURPOSE AND CONTENT

The City of Reedsport seeks to protect the resource benefits of its coastal shorelands. To do so, the City's Comprehensive Plan must take four steps:

1. Identify the shoreland area

2. Partition the shoreland area into management units

3. Inventory the distinguishing characteristics of each area

4. Adopt a priority of uses for each management unit

SHORELAND PLANNING AREAS

The shorelands planning area includes areas identified on the National Flood Insurance Program as 100 year flood plain; some ~~all~~ areas outside of the dike; and subareas which consist of land within an area 1000 feet from the line of nonaquatic vegetation. The shoreland subareas were carefully coordinated with Douglas County's overall Estuary Plan and are shown on the Reedsport Comprehensive Plan Map.

Management Units: Each of the subarea units were reviewed individually in terms of shoreline characteristics, land use, topography, ownership and other physical, governmental and socio-economic features.

The State's planning goal identifies three general groups of shorelands. (1) Shorelands containing major freshwater marshes, significant wildlife habitat, coastal headlands, exceptional aesthetic resources, and historic and archaeological sites are grouped together; (2) Shorelands in urban and urbanizable areas that are especially suited for water-dependent uses for the second group; (3) Those shorelands in rural areas not having the natural cultural values listed above constitute the third major classification. This classification is not applicable to the City.

The above groupings and the inventory information were considered in the development of the following classification system for the City's coastal plan element.

Urban-Conservation Shorelands: are those shorelands in the urban areas that have significant natural or cultural resources, aesthetic or open space values or are suitable for aquaculture. This classification is intended to preserve and protect shoreland areas containing major freshwater marshes, significant wildlife habitat, historic and archaeological sites or having exceptional scenic or aesthetic quality due to their

association with coastal waters. The classification provides for uses of these shorelands which are consistent with the objective of protecting their natural values.

Urban Water-Dependent Shorelands: are those shorelands especially suited for water-dependent uses because deep water comes close to shore and there are suitable land transport facilities; they have high potential for recreational use of the water or riparian resources; or they would require little dredging for marina use due to natural scour. In addition, these shorelands include:

1. areas with existing water-dependent public, commercial recreational and industrial uses;

2. areas identified as needed for industrial use and suited for water-dependent use;

3. areas identified as suitable and needed for disposal of dredged material.

In general, the landward extend of these shorelands will be limited to property having frontage on the water or adequate access to the water.

It is intended that this classification should provide areas suitable for water-dependent/water-related manufacturing industrial and other compatible land uses.

Urban Water-Related Shorelands: are those shorelands that do not have adequate access to the water but are in close proximity to water-dependent shorelands and are well served by rail and highway transportation facilities. This classification is intended to provide shoreland areas suitable and desirable for water-dependent/water-related retail business activities.

Urban-Other Shorelands: are those shorelands in urban areas that do not need the criteria for the other subclasses. They generally include areas presently used or available for non-water-dependent and non-water-related uses.

COASTAL SHORELANDS SUBAREAS

The following subareas are portrayed on the City Comprehensive Plan Map and Zoning Map. Where discrepancies between mapping and subarea descriptions exist, the subarea description shall prevail.

SHORELAND SUBAREA NO. 1: West Bank and West Fork of Providence Creek

Description: This subarea includes all shorelands adjacent to the west bank and western drainage of Providence Creek. Extending south from the Providence Creek tide gate to the limit of the eleven foot contour inside the city limits, the size of this subarea varies. For those lands adjacent to the water body of Providence Creek, shorelands extend from the line of nonaquatic vegetation to the limit of the 100 year flood. For those lands above the standing water of Providence Creek, shorelands extend to the limit of the eleven foot contour.

Facts About The Area:

1. This shoreland is adjacent to a large freshwater marsh.

2. Lands within this shoreland are heavily forested with riparian vegetation and Douglas Fir.

3. This shoreland is presently undeveloped

4. Adjacent upland areas to the east are developed as residential.

5. Part of this shoreland is identified as Shoreland Subarea No. II in Douglas County's Comprehensive Plan.

Management Unit Designation: Urban Conservation Shorelands

Management Objective: The intent of this designation is to preserve riparian vegetation, promote wildlife access and to protect wildlife migration along the west bank of Providence Creek. This protection is planned in order to safeguard the wildlife values present in the Providence Creek drainage while allowing significant development in the eastern half of the drainage.

SHORELAND SUBAREA NO. 2: East Bank and East Fork of Providence Creek

Subarea Description: This subarea includes shorelands in Sections 27, 28, 33 and 34, T21S, R12W which are located adjacent to the eastern side and drainage of Providence Creek. Extending south from the tide gate to the Forest Hills Golf Course, this subarea includes all lands between the line of nonaquatic vegetation and the 100 year flood plain. For that portion of the subarea located between Providence Creek and the Umpqua River, the south property line of Mackey's Island acts as the northernmost

boundary line. Where the east property line of Mackey's Island ends, the subarea boundary extends directly east into the estuary. (See Shoreland Subarea No. IV for southeast property description of this subarea.)

Facts About The Area:

1. The area between Ranch Road and Providence Creek is diked and devoted to grazing activities.

2. The area south and east of Ranch Road is used for grazing, open space and a golf course.

3. The eastern fringe of this boundary abuts urban residential land.

4. The northern fringe of this boundary abuts industrial (urban other shorelands) and urban water-dependent shorelands.

5. Lands immediately adjacent to Providence Creek are forested with riparian vegetation.

6. This subarea is identified as Shoreland Subarea No. 12 in Douglas County's Comprehensive Plan.

Management Unit Designation: Urban Conservation Shorelands

Management Objective: The intent of this designation is to limit urban levels of development while protecting riparian vegetation and wetland habitat.

SHORELAND SUBAREA NO. 3: Providence Creek

Description: The subarea includes that portion of Providence Creek south of the tide gate and surrounding area within the 100 year flood plain boundary.

Facts About The Area:

1. The Oregon Department of Fish and Wildlife identified this area as a significant freshwater wetland.

2. This area is located within the 100 year flood plain.

3. Shorelands in the Providence Creek area have been diked to protect adjacent farmland from flooding.

4. This area is inhabited by a large waterfowl population.

Management Unit Designation: Urban Conservation Shorelands

Management Objective: The intent of this designation is to limit urban levels of development while protecting riparian vegetation and wetland habitat.

SHORELAND SUBAREA NO. 4: Leeds Island

Description: This subarea includes shorelands on Leeds Island in Sections 27 and 28, T21S, R12W, which are located north and west of Shoreland Subarea 2. These shorelands extend landward from the line of nonaquatic vegetation to the south boundary of Mackey's Island.

Facts About The Area:

1. These shorelands are identified in the Industrial Site Inventory (supplement to the Economic Element) as appropriate and necessary to meet the needs of the area for urban water-dependent and regular industrial activities.

2. These shorelands are within the proposed Reedsport Urban Growth Boundary. This indicates the City's willingness and capability to serve this area.

3. These lands are held in a single-ownership, making an integrated industrial development feasible.

4. These lands are diked and drainage is controlled by a tide gate at the mouth of Providence Creek.

5. This subarea has an identified dredge spoils site on it.

Management Unit Designation: Water-Dependent Industrial Shorelands 400 feet inland from the Umpqua Estuary and Heavy Industrial on remaining shorelands.

Management Objectives: This subarea offers a notable opportunity for the Coastal Douglas County community to plan for new water-dependent and regular industrial activities. Leeds Island is immediately adjacent to the navigation channel maintained by the U.S. Army Corps of Engineers. This provides deep water access and moorage to the northeastern shore of the island.

Leeds Island is diked but it remains within the fringe of the 100 year flood. Dredged material disposal on Leeds Island for fill and for adding height and breadth to the existing dikes is consistent with this Plan. All industrial uses must be fully protected

from flood hazard either by filling or diking.

Manage and protect riparian vegetation up to and on the diked area.

For additional information concerning the development of Leeds Island, see the Industrial Element of this Plan.

SHORELAND SUBAREA NO. 5: Holliday Point

Description: This subarea includes lands west of Scholfield River and south of the Umpqua River between the line of nonaquatic vegetation and the ridge line or road, whichever is the least distance from the estuary, on International Paper Company property located in Sections 34 and 27, T21S, R12W. The south end of this area abuts the city limits of Reedsport, whereas the north boundary extends to the southwesterly prolongation of the northwest line of property described in Douglas County Deed records, Instrument No. 7-14567, Section 27, T21S, R12W.

Facts About The Area:

1. These shorelands are located within Reedsport's Urban Growth Boundary.

2. These shorelands are heavily forested with slopes in excess of 50%.

3. The transportation Element of this Plan calls for the construction of roadway systems which will pass through this subarea. The target users of these transportation elements are the water-dependent industrial uses planned for Leeds Island.

4. The Public Facilities Element of this Plan indicates that public service lines will pass through the subarea. The utilities, sewer and water transmission lines scheduled for this area will serve industrial users on Leeds Island and will complete a loop to serve residential users in the Ranch Road area.

Management Unit Designation: Urban Conservation Shorelands

Management Objectives: For four reasons, this Plan discourages the development of these shorelands for other uses than transportation facilities or utility and public service transmission lines. These reasons are:

1. To avoid use conflicts on these transportation facilities.

2. To minimize construction in areas subject to geologic hazards (unstable soils and steep slopes).

3. To protect the natural features and riparian vegetation present in estuarine management unit .

4. To safeguard the scenic values of the hillside.

SHORELAND SUBAREA NO. 6: Scotts Swamp Downriver

Description: This subarea includes only those shorelands on the west bank of Scholfield River located west of the north/south centerline of Section 3, T22S, R12W. The landward extend of this subarea includes those shorelands between the line of nonaquatic vegetation and the 100 year flood boundary.

Facts About The Area:

1. Shorelands in this subarea are principally marshland

2. Waterfowl inhabit the southern portion of this subarea

3. Located within the City of Reedsport, urban land uses dominate adjacent uplands

4. Heavy vegetation and steep slopes (20% +) help buffer this shoreland from urban development

Management Unit Designation: Urban Conservation Shorelands

Management Objectives: The intent of the Urban Conservation designation is to provide riparian vegetation, wildlife access and natural resource protection while allowing limited urban development.

SHORELAND SUBAREA NO. 7: Decker Point - Scotts Swamp

Description: This subarea includes shorelands on the south side of Scholfield River upriver from the Reedsport city limits (center of Scholfield River and north/south centerline, Section 3, T22S, R12W) to the east line of Section 3. This subarea is located between the line of nonaquatic vegetation and the limit of the 100 year flood.

Facts About The Area:

1. Urban and rural residential land uses dominate adjacent uplands. The

shorelands are principally marshland and mixed forest

2. A considerable number of waterfowl use the area (Scotts Swamp)

3. These shorelands are within the Reedsport Urban Growth Boundary

4. The City of Reedsport places high priority on using these shorelands for a park site, public access, public boat ramps and trails .

5. This shoreland is identified as Shoreland Subarea No. 16 in the Douglas County's Comprehensive Plan.

Management Unit Designation: Urban Conservation Shorelands

Management Objectives: The intent of the designation is to maintain water quality and habitat suitability by protecting riparian vegetation and preventing erosion of the shoreline.

SHORELAND SUBAREA NO. 8: Scholfield River

Description: This subarea includes shorelands on the north side of Scholfield River upriver from the Coho Marina property (the east line of Block 97, Reedsport Amended Railroad Addition) to the Reedsport Urban Growth Boundary. The landward extend of this subarea varies. Elsewhere shorelands extend from the line of nonaquatic vegetation to the limit of the 100 year flood plain.

Facts About The Area:

1. Shorelands in this area are primarily undeveloped and limited to a narrow strip between the estuary and the 100 year flood plain

2. Shorelands upriver (east) from the Southern Pacific Railroad (SPR) are located in the Reedsport city limits and Urban Growth Boundary, whereas lands south of the SPR are located in the Reedsport city limits

3. Shorelands within the Reedsport Urban Growth Boundary are pristine in nature and used by waterfowl for nesting

4. Bulrush and sedge are the predominant vegetation types in this shoreland

5. Part of this shoreland, from the Reedsport city limits in Section 2, T21S, R12W upriver to the Urban Growth Boundary, is identified as Shoreland Subarea No. 17 in Douglas County's Comprehensive Plan

Management Unit Designation: Urban Conservation Shorelands

Management Objectives: The intent of this designation is to protect wildlife habitat and riparian vegetation while at the same time allowing single family development.

SHORELAND SUBAREA NO. 9: Coho Marina

Description: This subarea includes all lands on the Coho Marina property between the line of nonaquatic vegetation and upward limit of the Reedsport dike.

Facts About The Area:

1. This shoreland is presently developed as a commercial boat ramp and moorage

Management Unit Designation: Water-Related Commercial Shorelands

Management Objectives: The intent of this designation is to promote commercial water-related activities, while protecting riparian vegetation wherever possible.

SHORELAND SUBAREA NO. 10: Scholfield River

Description: This shoreland includes all lands on the east bank of Scholfield River downriver between the Coho Marina (Shoreland Subarea No. () and the most westerly northwest corner of Reedsport's dike. These shorelands extend landward from the line of nonaquatic vegetation to the uppermost part of the dike.

Facts About The Area:

1. Limited to a narrow strip between the estuary and the 100 year flood plain, shorelands in this area are predominately undeveloped

2. Bulrush and sedge are the predominant vegetation types in this shoreland

3. A large dike separates shorelands in this area from urban development

Management Unit Designation: Urban Conservation Shorelands

Management Objective: To protect riparian vegetation

SHORELAND SUBAREA NO. 11: Reedsport Waterfront

Description: This shoreland includes all lands south and west of McIntosh Slough. The shorelands extend 50 feet landward.

Facts About The Area:

1. The south portion of this subarea has been filled and compacted with wood chips

2. Vegetation is limited to a narrow strip adjacent to McIntosh Slough and Scholfield River

3. This area was formerly a mill site presently owned by International Paper.

4. A small bridge previously provided access from the former mill site to the island located north of McIntosh Slough. That bridge no longer exists.

5. This shoreland has no access to vavigable channels that would support water-dependent industrial use.

6. A portion of this subarea has been identified as a dredge spoils site

7. The proximity to the confluence of Scholfield River and Umpqua River provides exceptional scenic views for the overall property.

Management Unit Designation: Urban Other Shoreland

Management Objective: To promote urban levels of residential and heavy industrial uses on the inland areas while providing a 50-foot protection zone for riparian vegetation wherever possible.

SHORELAND SUBAREA NO. 12: Reedsport Waterfront

Description: This subarea includes the island north of McIntosh Slough. This shoreland extends landward from the line of nonaquatic vegetation.

Facts About The Area:

1. This area represents an island which was once used as an access point for shipping of Champion International Company wood products

2. An access road and bridge extends across the island, from the International Company mill to a large dock on the Umpqua River

3. The Economic Element of this Plan shows a need for urban water-dependent uses in this area

Management Unit Designation: Water-Dependent Industrial Shorelands

Management Objective: To protect road and bridge extending across the island while protecting riparian vegetation wherever possible.

SHORELAND SUBAREA NO. 13: Reedsport Waterfront

Description: This subarea includes Port-owned property west of U.S. Highway 101 between McIntosh Slough and the Umpqua River. This shoreland extends landward from the line of nonaquatic vegetation.

Facts About The Area:

1. Physical development in this subarea is limited to a Bonneville Power Administration transmission line and support tower

2. Although undeveloped for the most part, this subarea is located adjacent to the Umpqua River, which provides opportunity for water-dependent land uses

3. Adjacent shoreland and estuarine uses to this subarea include Oregon Marine Construction Company and moorage facilities to the east, and Champion International Company access road and loading docks to the west

4. The Economic Element of this Plan shows a need for urban water-dependent land uses in this area

Management Unit Designation: Water-Dependent Shorelands

Management Objective: To provide for a continued use of Bonneville Power Administration transmission line with limited water-dependent uses depending on access while protecting riparian vegetation wherever possible.

SHORELAND SUBAREA NO. 14: Reedsport Waterfront

Description: This subarea includes all lands between U.S. Highway 101 and the upriver limits of Lot 3, Block 47, of Amended Railroad Addition. This subarea extends landward from the line of nonaquatic vegetation to Port Dock Road in the Port Industrial

Park

Facts About The Area:

1. This area is predominantly developed as industrial

2. This area can be considered already committed to industrial uses

3. This area has numerous docks and piers for water access

4. Other development includes commercial, residential and public land uses
5. This subarea is part of the City's Umpqua River Revitalization Project

Management Unit Designation: Water-Dependent Industrial

Management Objective: To promote continued development of industrial and water-dependent industrial uses and to protect the sewage treatment plant site. While riparian vegetation is the preferable bank line protection, other methods will be allowed in this area.

SHORELAND SUBAREA NO. 15: Reedsport Waterfront

Description: This subarea includes all lands between Lot 2 Block 47 Amended Railroad Addition and Water Avenue. The shoreland extends landward from the line of nonaquatic vegetation to the Reedsport dike.

Facts About The Area:

1. This subarea consists of eight parcels of land under five different ownerships

2. All parcels except for one are under one-half of an acre in size

3. Properties are cut off by the dike limiting the average lot depth to 200 feet

4. Existing development with limited land area between the river and dike does not make this area especially suited for water-dependent uses

5. This subarea includes industrial, commercial and residential uses

6. This subarea is part of the City of Reedsport Umpqua Riverfront Revitalization Project

Management Unit Designation: Light Industrial and Public/Semi Public Lands

Management Objective: To promote a mix of light industrial, commercial and recreational type development consistent with the City of Reedsport's UMPQUA RIVERFRONT REVITALIZATION PROJECT. While riparian vegetation is the preferable bank line protection, other methods will be allowed in this area.

SHORELAND SUBAREA NO. 16: Reedsport Waterfront

Description: This subarea includes all land between Water Avenue and the upper limits of the Bohemia (Umpqua River Navigation) Company property. This subarea extends landward from the line of nonaquatic vegetation to the 100 year flood boundary.

Facts About The Area:

1. This subarea is all under one ownership

2. This subarea is developed as industrial

3. This subarea is part of the Umpqua Riverfront Revitalization Project

Management Unit Designation: Water-dependent Industrial Management Objective: To promote continued use and development of water-dependent industrial uses. While riparian vegetation is the preferable bank line protection, other methods will be allowed in this area.

SHORELAND SUBAREA NO. 17: East Urban Growth Boundary Upriver

Description: Extending east from the Bohemia (Umpqua River Navigation) Company property to the upriver limit of the Urban Growth Boundary, this subarea includes those shorelands between the line of nonaquatic vegetation and the 100 year flood boundary.

Facts About The Area:

1. This subarea is undeveloped and owned by the State Highway Division

2. Lands within this shoreland are heavily forested with riparian vegetation

Management Unit Designation: Urban Conservation Shorelands

Management Objective: To protect riparian vegetation.

Policies For Specific Shorelands Areas:

1. Subarea IV - Leeds Island: The area shall be held in an Agricultural Resource Zone until it can be adequately serviced with utilities and proper access

General Policies:

1. The City of Reedsport, within the limits of its authority, shall maintain the diverse environmental, economic and social values of its coastal shorelands and the water quality of its coastal waters and shall minimized man-induced sedimentation in estuaries, near-shore ocean waters and coastal lakes

2. In considering future uses of coastal shorelands, the values of these shorelands for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources, recreation and aesthetics shall be recognized.

3. All uses on coastal shorelands shall be compatible with the characteristics and resources of adjacent estuarine areas, lakes and ocean and any geologic or hydrologic hazards.

4. In all shoreland area, riparian vegetation shall be maintained to the maximum extent possible
5. Riparian vegetation moved or damaged as a result of permissible development shall be restored and enhanced when appropriate and consistent with the water-dependent use

6. In all shorelands except those classified for water-dependent uses, and those identified by the City's Umpqua Riverfront Revitalization Plan development other than flood and erosion control structures and private docks shall be set back (50) fifty feet from the line of nonaquatic vegetation or mean higher high water, unless the City finds, after consultation with the Oregon Department of Fish and Wildlife, that such setback is unnecessary as a mitigation measure for the protection of wildlife

7. Nonstructural solutions to problems of shoreline erosion and flooding shall be preferred over structural methods

8. Fill activities on shorelands or in adjacent waters and flood and erosion control structures such as jetties, bulkheads and seawalls, riprap and log storage shall be permitted only upon a demonstration of need and only if designed and sited to minimize erosion and man-induced sedimentation in adjacent areas as well

as impacts on water currents, water quality and fish and wildlife part of future shoreland developments when such access will not conflict with the type of development, create a significant hardship or exceed the resource capabilities of the shoreland area

9. Public access to coastal shorelands and waters shall be provided as part of future shoreland developments when such access will not conflict with the type of development, create a significant hardship or exceed the resource capabilities of the shoreland area

10. The size (height and length) of structures permitted in coastal shorelands shall be consistent with the need to protect scenic access to the water body

11. Agriculture, forestry, recreation and open space (as defined in State Goals) and water-dependent uses shall be given highest priority for flood plain areas consistent with the hazards to life and property

12. Coastal shoreland areas identified as suitable for fulfilling the mitigation requirements of the State's Estuarine Resources Goal shall be protected from new uses and activities which would prevent their ultimate restoration or addition to the estuarine ecosystem

13. Coastal shorelands identified as suitable and necessary for disposal of dredged material shall be protected from new uses and activities which would prevent their ultimate use for dredged material disposal

14. When disposal of dredged material will create opportunity for development and associated improvements, access and services shall be available or planned

15. Disposal of dredged material shall be permitted on shorelands if the eventual use of the disposal site is consistent with the uses permitted in that class of shoreland and with the Dredged Material Disposal Program

16. Shorelands shall be managed as a limited resource recognizing the value and limited available sites for water-dependent uses

17. Non-water-dependent uses may be allowed in water-dependent areas of shorelands only of these uses are temporary in nature and do not preclude timely use of the site for water-dependent uses

18. Non-water-dependent and non-water-related uses may be allowed in other than water-dependent shorelands upon a demonstration of public need and adequate safeguards from natural hazards and compatibility with the resources of the shoreland area

19. Bridges, roads and railroads shall be permitted on shorelands if found to be consistent with the resource capabilities of the area, with the objectives of the shoreland classification and with the Reedsport transportation plan and if essential to serve permitted or conditional uses

20. Utilities and public communication facilities shall be permitted on shorelands only if such uses are consistent with the resource capabilities of the area and do not conflict with permitted uses of the particular shoreland classification

21. Additional dredge and fill policies are contained in the Dredged Material Management Program and relevant policies shall be considered of equal importance with policies in this section when evaluating dredge and fill activities

22. Emergency repairs involving roads and bridges subject to flood plain, estuarine or shoreland requirements of the Reedsport Zoning Ordinance shall be allowed providing the repairs do not extend beyond the original bank line. Such emergency repairs shall be subject to the requirements outlined in Oregon Administrative Rule 141-85-280

23. Where major marshes and significant wildlife habitat or riparian vegetation are identified in the Comprehensive Plan, propagation and harvesting of forest products shall be allowed when shown to be consistent with the Oregon Forest Practices Act and Forest Practices Rules administered by the Oregon Department of Forestry. The Act and Rules will be used to protect the natural values of these resources and to maintain riparian vegetation

24. Local government in coordination with the Parks and Recreation Division shall develop and implement a program to provide increased public access. Existing public ownership, rights of way, and similar public easements in coastal shorelands which provide access to or along coastal waters shall be retained or replaced if sold, exchanged transferred. Rights of way may be vacated to permit redevelopment of shoreland areas provided public access across the affected site is retained

Policies For Urban Conservation Shorelands:

1. Uses allowed in shorelands classified as Resource Conservation shall be consistent with protection of the natural values of major marshes, significant wildlife habitat, exceptional aesthetic resources and historic and archaeological sites on those shorelands

2. Areas identified as potential "Natural Areas" shall be protected and efforts made to acquire them for preservation

3. Allow one (1) single family dwelling on lot of record

4. Promote the development of facilities that will be consistent with the protection of natural shoreland values

Policies For Water-Dependent/Water Related Shorelands:

1. Shorelands classifies as urban water-dependent shall be protected for water-dependent, commercial, industrial, public and recreational uses

2. Uses not listed as permissible in water-dependent and shorelands upon demonstration by the applicant that the uses are in fact water-dependent or water-related consistent with the criteria set forth in the definitions

3. Shorelands classified as urban water-related shall be protected for uses which provide goods or services that are directly associated with water-dependent land or waterway uses and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered.

4. Storage of materials or products shall be permitted in urban water-dependent and water-related shorelands if found to be directly associated with water transportation and an integral part of the operation of a proposed or existing facility.

5. Dwellings for caretakers and attached single-family dwellings may be allowed in urban water-related shorelands if such uses are an integral part of a water-related use and do not interfere with the location and operation of other water-related uses.

6. Marine-oriented public offices, grocery stores, restaurants, motels and other non-water-related uses may be permitted in urban water-related shorelands if shown that the goods and services provided by these uses are directly associated with water-related or water-dependent uses and the quality of these products or services is dependent on being located adjacent to those uses or the water.

DREDGE MATERIAL MANAGEMENT PROGRAM

There is one dredge spoils site located in the City's Urban Growth Boundary. More detailed information on this site is indicated as follows:

LEEDS ISLAND (Shoreland Subarea 4 on Comprehensive Plan Map)

Location - T21S, R12W, Section 28, 27. The parcel is located adjacent to the Umpqua River northwest of Reedsport and is bounded on the west by Providence Creek.

Size - 70 acres, approximately

Capacity - 1,130,000 c.y. at 10 foot average depth

Physical Characteristics: The area was once an island and has been basically used for a spoil site. The perimeter is diked and a tide gate has been constructed on Providence Creek. The area behind the dike is generally level and used for grazing cattle.

Biological Characteristics: The biological characteristics are predominantly pasture land as the area has been converted by the diking and tide gate. The area surrounding the site has a high biological productivity, but that area is not being considered for dredge disposal.

Comprehensive Plan Designation: Water-Dependent Industrial Shorelands.

Ownership: Ray Holliday

Engineering Considerations:

Method of dredging and filling: Hydraulic pipeline, clamshell.

Design Criteria: Temporary dikes using dredged materials constructed to prevent slumping onto adjacent lands.

Site Preparation: Minimal -- clearing of area for brush and control of slurry to prevent flow onto adjacent lands and wetlands. Dike construction to confine dredged material, installation of weirs.

Future Use Constraints: Because of the large capacity of the area, the disposal should be designed so that the industrial uses can be developed in stages as site is filled and stabilized.

Environmental Considerations:

Effects of Disposal: The disposal will dispose of existing pastureland vegetation. This will have minimal impact and the pastureland can be re-established when fill id de-watered and stabilized.

Other Considerations:

The area must be filled and developed in a manner which will not interfere with maximum utilization of the site.

MITIGATION/RESTORATION PROGRAM

The purpose of the Restoration and Mitigation Program is to identify opportunities and establish land and water use policies which will encourage citizens and agencies to restore estuarine habitat lost through the cumulative effects of past land use decisions. Furthermore, this program outlines the process of mitigation required under the Estuarine Resources Planning Goal and subsequent administrative rules and links mitigation requirements with priorities for restoration.

There are five mitigation sites located within Douglas County. Of the five, three are within the city's Urban Growth Boundary and are inventoried as follows:

Mitigation Site Inventory:

While a range of actions may be taken to satisfy mitigation requirements, the inventory of mitigation sites concentrated on restoration option and providing "in-kind" mitigation. Technical considerations for individual proposals are presented separately within the program. Mitigation will be provided within existing local, state and federal permit processes for dredging and filling. Implementation of mitigation will require an agreement between the U.S. Army Corps of Engineers and the Oregon Division of State Lands.

In addition to the agencies which administer state and federal permit programs, the following agencies play important advisory roles in the mitigation process:

Federal	U.S. Fish and Wildlife Service National Marine Fisheries Service U.S. Environmental Protection Agency
State	Oregon Department of Land Conservation and Development Oregon Department of Fish and Wildlife Oregon Department of Environmental Quality

Identified mitigation sites are designated as such in the Comprehensive Plan and are protected for mitigation purposes under Section 4.130 of the Reedsport Zoning Ordinance. These sites are based on the expected mitigation needs within the estuary. Several possible sites were inventoried, including those which have restoration potential but did not meet specific needs are discussed under Restoration Options. (Site numbers correspond with site numbers assigned in the Douglas County Plan.)

SITE 1 - PROVIDENCE CREEK:

Location - The Providence Creek site is located adjacent to Leeds Island.

Size - The entire area comprises 87 acres, of which 55 acres is pasture.

Comments - The mitigation would require the removal of existing tide gate and new tide gates and diking for protection of shoreland areas not considered for mitigation.

Description - Providence Slough is diked and tide-gated and thereby removed from tidal confluence. The slough has little circulation and the subtidal environment may resemble a freshwater pond, containing a variety of insects and freshwater fish. However, the pasture land surrounding the slough may contribute enough organic material and bacteria to consume the available oxygen, thus making the habitat unsuitable for most fish.

Eighty-one percent of Providence Slough contains freshwater marsh and pasture plant communities. Several patches of ungrazed freshwater marsh occur in the pond environment of Providence Slough. The entire area once contained high marsh, bulrush and sedge until it was diked, and if returned to tidal influence would most likely revert to original state.

Comprehensive Plan Designation - Urban Conservation Shorelands

Ownership - Ray Holliday

SITE 2 - WEST MOUTH OF SCHOLFIELD:

Location - The area is between the mouth of Scholfield River and Leeds Island, adjacent to the Umpqua River

Size - 6.3 acres

Comments - The existing elevation would need to be lowered and artificial tidal channels created. Material could be placed on adjacent upland area.

Description - The area consists of an old dredge spoils site which has been overgrown with scotch broom. Some native grasses have also grown and the area is used for grazing. The perimeter is vegetated with alder. There is an extensive high salt marsh located to the east. If the elevation were lowered and tidal channels created, habitat would revert to habitat similar to that which exists on adjacent areas. This site could provide in-kind mitigation for Leeds Island or McIntosh Slough.

Comprehensive Plan Designation: Urban Conservation

Ownership - Ray Holliday

SITE 3 - SCOTTS SWAMP:

Location - Scotts Swamp is located southwest from Coho Marina on the mouth side of Scholfield River.

Size - 14.2 acres

Comments - A single culvert connects this marshland with Scholfield River. The road needs to be restructured and additional culverts placed or replacing dike with a causeway. Tidal flow and fish habitat is being severely restricted by the single culvert.

Description - The area is classified as tidal marsh providing some fish habitat, waterfowl habitat. However, the productivity of the area could be greatly increased by providing additional tidal flushing. It could contribute further to the estuary by adding additional fish habitat and more detritus production to the aquatic system.

Comprehensive Plan Designation: Urban Conservation

Ownership - Betty Crone

Implementation:

In order to accomplish the objectives of restoration and mitigation as required under the Estuarine Resources Planning Goal, the City, as part of this Comprehensive Plan document, will adopt the Douglas County Restoration and Mitigation Program and all amendments thereto which consist of five additional sections: The Need for Restoration and Mitigation; Opportunities; Priorities; Policies; and Technical Considerations for Mitigation.