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**The affect of geographic setting on community growth,
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THE AFFECT OF GEOGRAPHIC SETTING ON
COMMUNITY GROWTH, DEVELOPMENT
AND REDEVELOPMENT PLANNING AT WALDPORT, OREGON

A Thesis
Presented to the
Department of Geography and Geology
and the
Faculty of the Graduate College
UNIVERSITY OF NEBRASKA

In partial Fulfillment
of the Requirements for the Degree
MASTER OF ARTS
University of Nebraska at Omaha
by
DAVID R. PERRY
August, 1985

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THESIS ACCEPTANCE

Accepted for the faculty of the Graduate College, University of Nebraska, in partial fulfillment of the requirements for the degree Master of Arts, University of Nebraska at Omaha.

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TABLE OF CONTENTS

CHAPTER I.	INTRODUCTION	1
	Literature Review	5
CHAPTER II.	PHYSICAL GEOGRAPHY	8
	Location and Geomorphology	8
	Climate	22
	Soils	24
	Natural Resources	25
CHAPTER III.	HUMAN GEOGRAPHY	28
	Historical Growth and Development	28
	Economic Analysis	41
CHAPTER IV.	REDEVELOPMENT PLANNING FOR WALDPOR	48
	Redevelopment Planning	48
	Geographic Considerations	50
	Physical	53
	Social	58
	Implications for Redevelopment Planning	59
CHAPTER V.	CONCLUSIONS	62
	LIST OF REFERENCES	66

ILLUSTRATIONS

Figure

1. Location Map, Western U.S.	3
2. Topography Map, Alsea Bay Area	12
3. Location Map, Oregon	16
4. City of Waldport Comprehensive Plan	34
5. Oregon Congressional District Four	42
6. District Four Employment, 1960-1978 with Projections to 1986	45

Photograph

1. Beaches	10
2. Marine Erosion	11
3. Topographic Model, Alsea Bay Area	13
4. Alsea Bay	15
5. Bedding Plane Slide	18
6. Marine Terrace Erosion	19
7. Bayshore Foredune Erosion	21
8. Bay Beach Erosion, Maple Street Area	23
9. South Beach Marina, Newport	26
10. Waldport	30
11. Alsea Bay Bridge	32
12. Alsea Bay	37
13. "Old Town" Waldport	38
14. Mainstreet Waldport	39
15. Aerial View, Waldport	40
16. "Old Town" Docks	51
17. Downtown Waldport	52
18. Waldport	57

LIST OF TABLES

1. Waldport Population Data, 1950 to 1980	35
2. Waldport Population Trend, 1978 to 1983	35
3. District 4 Industry Employment Estimates, 1970, 1978 and 1986 with Compound Growth Rates	43
4. Lincoln County Labor Force Summary, 1981-1983	46
5. District 4 Employment and Growth Rates by Aggregated Occupations, 1978 and 1986	47

CHAPTER I.

INTRODUCTION

Geographical site and situation play an important role in community growth and in making planning recommendations. Geology, topography, climate and soils strongly influence early growth and development, determining the shape of the community and providing parameters affecting economic activities. The human situation in terms of ethnic groups, technology and the spatial relationship of the community site to regional population centers, explains the long-range evolution of the settlement. The physical landscape normally places certain constraints on human activities that require an expenditure of time, money and effort to overcome. Additionally, human geography determines the social, economic and political needs and potentials that allow the community to evolve upon a given site.

Through the process of considering the geographic setting and the larger regional context of the urban community he serves, a planner becomes aware of the limitations geographic factors place on growth and development. These considerations are important to comprehensive and redevelopment planning, because they reveal general needs and potentials of the planning area. General planning needs and potentials are then translated into goals and policies within the comprehensive plan and further serve as the basic framework for identification of redevelopment projects and programs. Moreover, the global, regional and local geographic context of the community shapes the feasibility of planning for various levels of residential, commercial and industrial development.

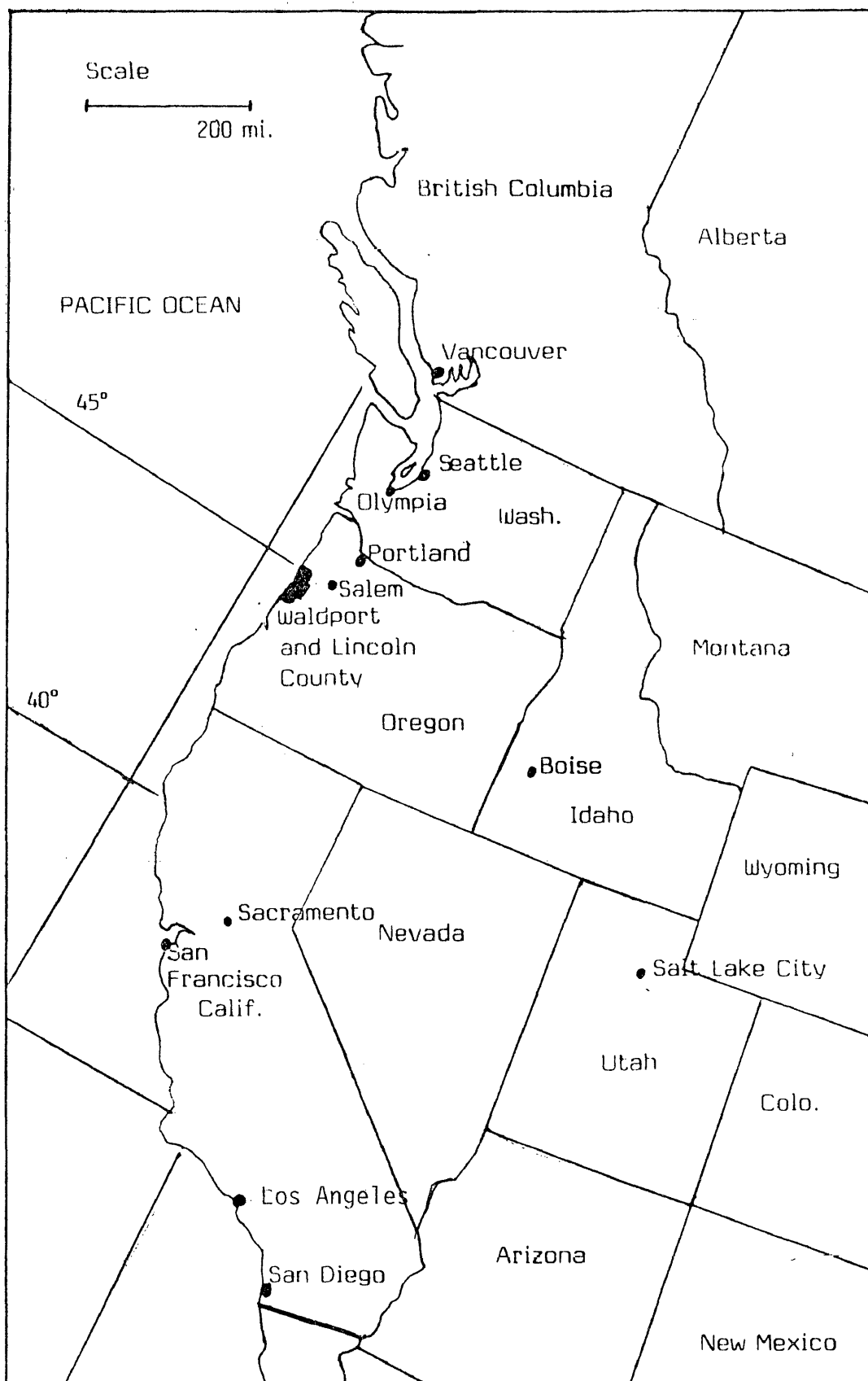
With the foregoing in mind, the intent of this thesis is to show

and explain the importance of geographical considerations, physical and human, in the redevelopment planning process in Waldport, Lincoln County, Oregon. Waldport, with a population of 1530, is located on the state's central coastline along the south shore of Alsea Bay (see figure 1). The environmental character, distance from population centers and historical events in its relatively brief white settlement period, have produced a particular cultural landscape. This study will analyse this cultural landscape, explain the factors responsible for producing it and relate the affect of these parameters on redevelopment planning in Waldport.

More specifically, this thesis will examine how Waldport has been bypassed for most traditional ocean-related commercial and industrial development, and why today, because commercial and industrial development have been limited, the community is potentially attractive for second home and tourist-commercial development. The market demand, so to speak, for places with qualities extant in the study area, has increased over the past few decades. This demand trend is likely to continue as inland population centers expand, coastal transportation corridors are improved and development pressures elsewhere on the West Coast decrease the overall desirability of those areas.

Because uncontrolled development can adversely affect economically important aesthetics of the area, aesthetic resources and related natural resources must be carefully managed, while at the same time balancing the physical and human geography of the study area with modern redevelopment needs. Accordingly, by reviewing the area's geographic features and context, it becomes apparent that Waldport, now and for many years to come, will be generally ill-suited for industrial development. Eco-

Figure 1. Location of Study Areas in Western North America
(From Univ. of Ore. Geog. Dept., 1976)



conomic development potentials over the next twenty years relate to residential, resort and tourism-related commercial development. Moreover, growth in these areas is largely dependent on the following:

- (1) Continued economic and population growth of inland Willamette Valley population centers;
- (2) improvements in overall transportation infrastructure, particularly highway corridors through the Coast Range Mountains connecting the study area with the mid Willamette Valley;
- (3) retention of the aesthetics of the town, local beaches and the Alsea Bay; and
- (4) establishment of a strong planning and management structure within local government agencies to guide and encourage economic growth.

Literature Review

The location of cities as a response to site and situation, culture and environment, is a topic discussed by physical, urban and economic geographers alike. Each bring their unique perspective to the location question. Urban geographers use the term "site" to describe environmental features on which settlements are established and evolve, while "situation" refers to the global, regional and local conditions that influence community growth at a given location. Geologic parent materials and topography are considered major locational factors. Climate, water and mineral resources, and land-water boundaries are also listed as important physical considerations (Detwyler and Marcus, 1972:132). Human locational considerations include patterns and trends of individual and group behavior and organization, institutions of government and private enterprise, investment policies and the like (Branch, 1951:345).

In an analysis of physical urban geography, Eschmann and Marcus (1972:129) identify prime environmental considerations in early location and settlement, citing good land and water transportation routes, protection from natural hazards, security from enemies, adequate water supply and the presence of building materials and stable bedrock for construction. However, the authors emphasize that the evolution of a community is not a simple response to site characteristics, rather it is the human situation that ultimately determines the growth and development of the settlement.

Boyce (1978:278), in a discussion of the physical bases of economic geography, maintains,

The physical features of the earth are, in one sense, fundamental to the understanding of the distribution of people and their activities upon it. The nature of the land-water relationships alone would dictate a fairly predictable response. Likewise, the major climatic zones would provide a condition for occupancy which cannot be ignored. On the other hand, the physical features must be taken by people as they are given to them; people have not been able to appreciably modify them until very recently. People moreover, react to such physical features within their own cultural and technological condition. Rarely do the physical features play a deterministic role; they are only some of the many factors that relate to peoples choices of occupancy and use.

Branch (1951:231) supports the utility of geographical analysis in community policy formation, asking,

What is the probable role of the city within its region? What are its potentials as to function, size and character? These are difficult questions to answer, but a present policy based on the best information obtainable and the wisest assumptions that can be made is a necessary part of the planning process. Geographic clues and facts are at hand, and empiric theory provide additional insights.

Murphey (1973:35) indicates the importance of physical and social geography in community growth, noting that,

An area must be distinctive and internally consistent because it coincides with a particular climate, landforms, or soil, or because it is characterized by a particular type of economic activity, occupational structure, land use or language.

Haddon (1971:189) described the implications of this concept of geographical uniqueness to planning, maintaining that,

By studying our findings, we can discover the forces that work to shape our town, and we can forecast the probable consequences of actions taken now.

As stated earlier, it is the intention of this thesis to point out and explain the importance of geographical analysis in the community planning process, focusing on redevelopment planning. Cooper (1963:356) maintained the importance of geography in planning, noting,

The only sensible relationship between the two, is for planning to seek solutions in applied geography, and for geography to view the effects of planning implementation on the landscape.

In a recent article regarding geography and public policy, Borchert (1981:1) opens, saying,

Let me begin by stating my creed on geography and state and local public policy. Geographic knowledge is important first, to help an individual understand his or her relationship to the natural and human environments and, second, to help that individual think about what he or she can do to control or adapt to changes in those environments.

The following sections, Chapters II and III, will provide the foundation for the thesis; introducing the physical and human geography of the study area. Physical considerations include geographic location, geomorphology, topography, geologic hazards, climate, soils and natural resources. The section concerning human geography will include an examination of major events affecting the growth and development of the Waldport community and modern socio-economic considerations. Chapter IV will be a brief review of the general concept of redevelopment planning and the specific case in Waldport. Chapter V concludes the thesis by linking physical and human geography of the study area to community growth, development and redevelopment planning. Moreover, the important role of geography to community planning will be emphasized.

CHAPTER II.

PHYSICAL GEOGRAPHY

Location

The study area is located in the North American region generally called the Pacific Northwest, or the North Pacific Coast. White (1979: 483) and others identify the region as the North Pacific Coast and delineate it to include an area 2000 miles in length and less than 250 miles wide along the Pacific littoral between San Francisco, California and Kodiak, Alaska. Highsmith (1979:3) refers to the area as the Pacific Northwest, and includes the entire states of Oregon, Washington and Idaho. Portland, Oregon and Seattle, Washington serve as gateways to Alaska and the Orient, but are relatively distant to European and eastern American urban centers; London being 4600 miles away, Moscow 5100 and New York City 2500 miles. The study area lies on the coastal fringe of the region in west-central Oregon (see figure 1).

Geomorphological Considerations

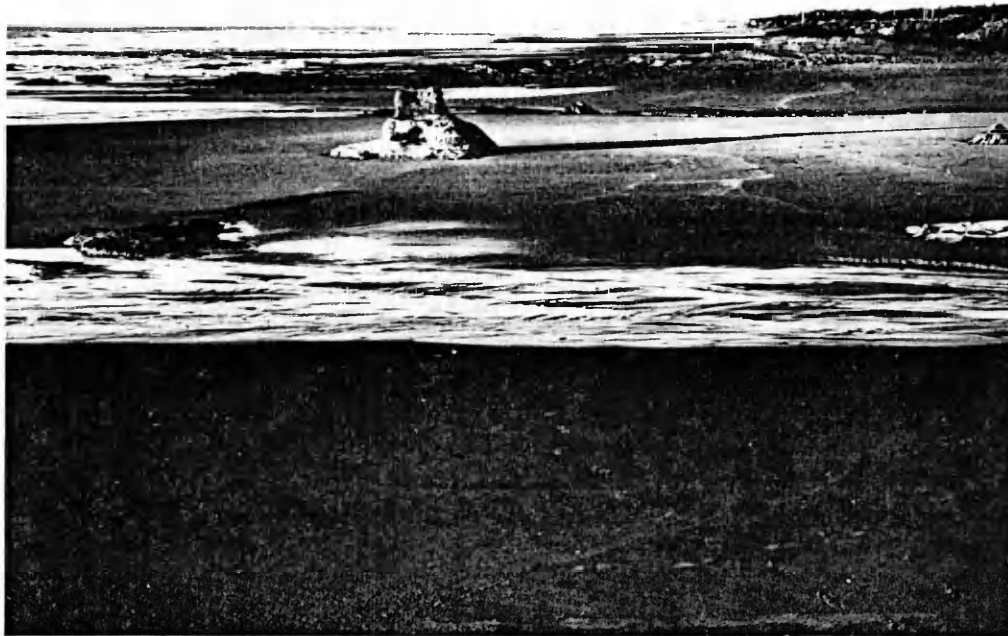
The Pacific Coast margin is part of the tectonically-active east Pacific Rim, where the Pacific oceanic plate is slowly subducting beneath the less dense American continental plate (see McKee, 1972, for a discussion of Pacific Northwest geomorphology). Steep coastal topography, seismic activity and vulcanism are the results of this tectonic activity. The Oregon Coast Range, a parallel ridge and valley structure, emerged from the Pacific 15 million years ago in response to the subduction processes occurring along the east Pacific Rim (White, 1979: 484). Accordingly, the Coast Range Mountains and associated features

are, geologically speaking, quite young.

The Lincoln County coastline contains a variety of physical features. Short, narrow beaches lie at the base of low cliffs which form the seaward edge of uplifted marine terraces composed of poorly-consolidated sediments (see photograph 1). Headlands and bays interrupt the continuity of the terrace-backed beaches. Near baymouths, active and stabilized dunes are present (Byrne, 1964:330). The numerous sea cliffs, stacks and landslides provide evidence of powerful marine erosion in the area (see Photograph 2).

The most prominent topographical features in the coastal zone are headlands which project seaward from an otherwise wave-straightened coastline. These headlands are the remains of an ancient chain of shield volcanoes which, it is theorized, were either extruded onto the continental slope, or perhaps were formed as islands on the oceanic plate and then lodged against the continental plate as the Juan de Fuca oceanic plate moved eastward (McKee, 1972:162-63). Headlands represent formidable barriers to overland transportation and their presence is evident in patterns of travel, the delineation of governmental jurisdictions and the formation of market areas.

In the Alsea Bay area surrounding Waldport, high siltstone cliffs rise above the north shore across from the Waldport community, which sits on a 200 acre leveled dune area along the south bay shore (see Figure 2 and Photograph 3). The Alsea River originates near Mary's Peak, highest point in Oregon's Coast Range at 4,097 feet msl, winds down through deeply-cut sedimentary strata, and finally empties into a shallow drowned river mouth, spreading over wide tidal flats (see

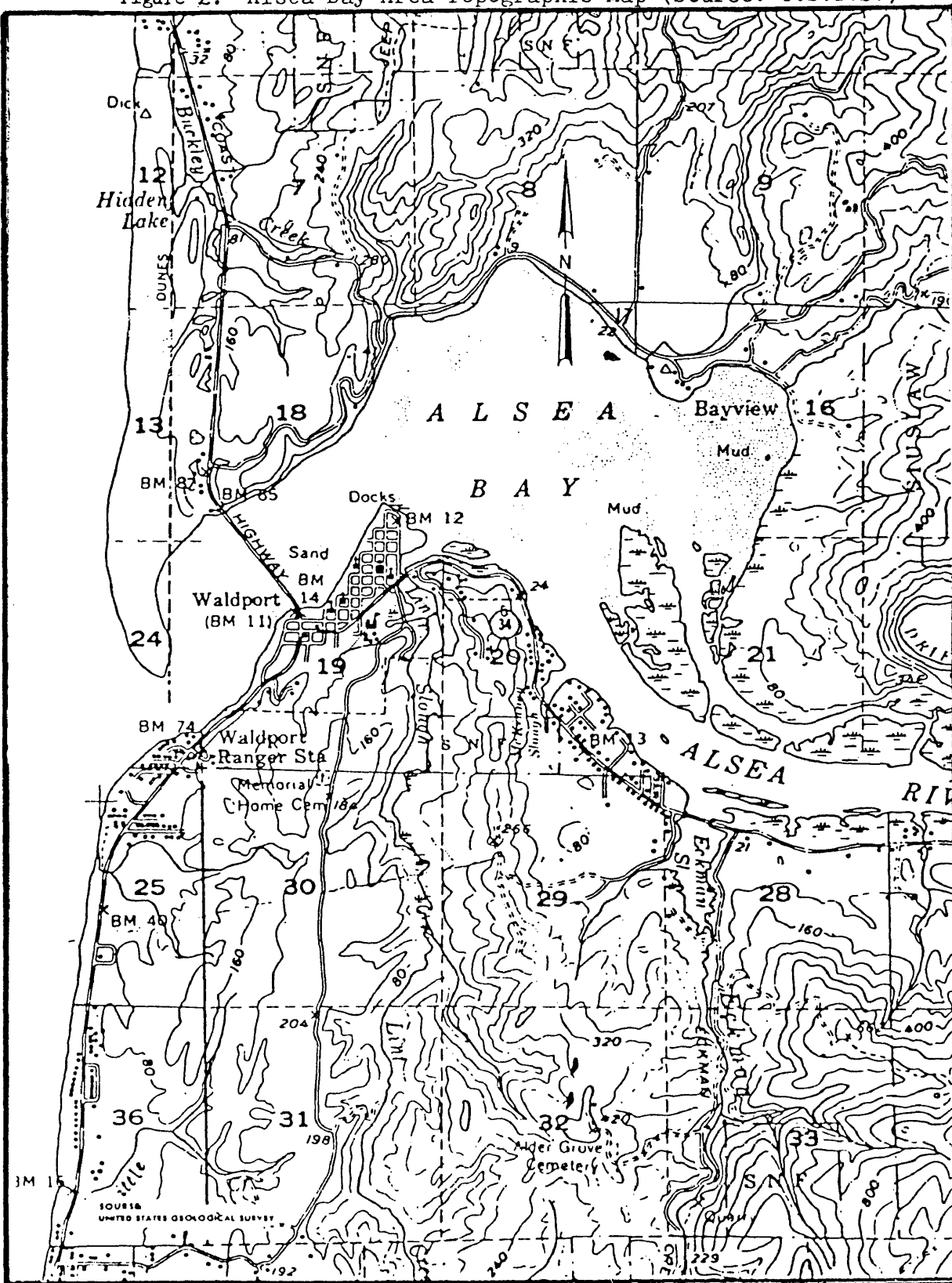


Photograph 1. Beaches lie at the base of low cliffs which form the seaward edge of uplifted marine terraces composed of poorly-consolidated sediments. Note the small outcrop on the beach high and left of center. This feature is composed of the same clay-rich sediments found in the marine terrace bank; evidence of rapid coastal recession at this location near Yachats.



Photograph 2. These offshore stacks at Seal Rock are remnants of volcanic sills extruded onto the floor of a shallow sea and subsequently covered by marine sediments, uplifted by tectonic events and finally exposed by marine erosion. Physical erosion is largely responsible for the configuration of Oregon's coastline.

Figure 2. Alsea Bay Area Topographic Map (Source: U.S.G.S.)





Photograph 3. Topographic relief model of the Alsea Bay area. The land area shown here in the lower right quadrant roughly represents the Waldport community site (model by author).

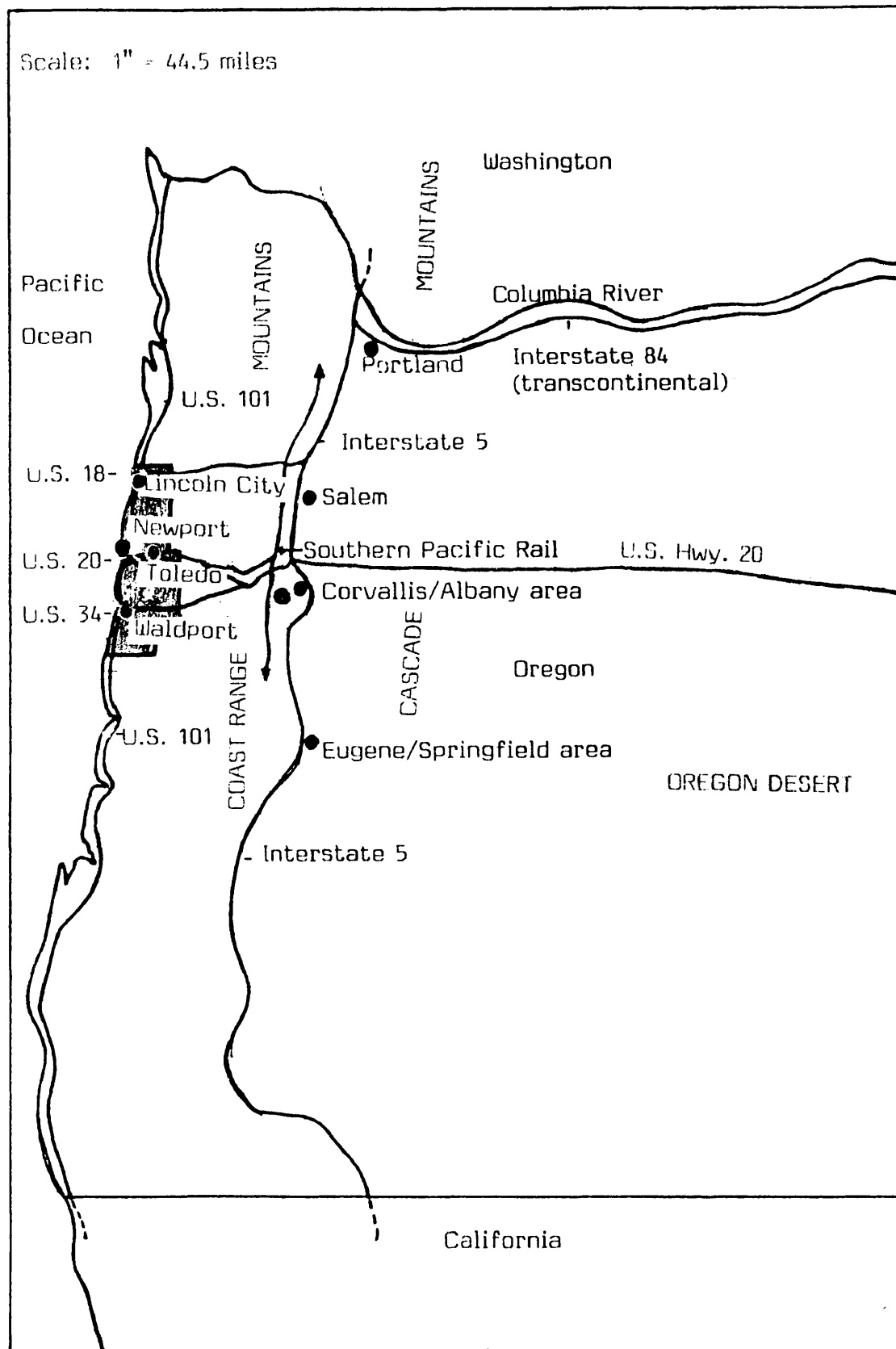
Photograph 4). A leveled, conditionally-stable dune area extends from the north spit, a quarter-mile inland and three miles to the north. The Bayshore and Sandpiper Village Planned Unit Developments (PUDs) have occupied this area since the mid 1960s.

Due to the steep, irregular topography of the Coast Range, and the fact that no rivers transect the range in the central coast area, highways must follow winding river valleys; often along routes established by the pioneers a hundred years ago (see Figure 3). Thoroughfares to inland destinations include Oregon Highway 18, connecting Lincoln City with the Portland and Salem areas; U.S. Highway 20, connecting Newport with Corvallis, Albany and Salem; and Oregon Highway 34, the Alsea River Highway, connecting Waldport with Corvallis, Albany and Salem. Each route is tied to Oregon Highway 99 and U.S. Interstate 5, a north-south route connecting major urban centers in Oregon, Washington and British Columbia. Travel distances between Lincoln County and Willamette Valley urban centers range from 55 miles, Newport to Corvallis, to 77 miles, Lincoln City to Portland. Summits of Coast Range passes to Lincoln County range from 770 feet at Cline Hill Summit on U.S. Highway 20, to about 1200 feet at Mary's Peak Summit on Oregon Highway 34. Travel time between Newport and Corvallis amounts to about one hour, fifteen minutes, while a drive to Portland from Newport takes about two and a-half hours. Improvements to coastal highway and rails corridors, in particular U.S. Highway 20 and Oregon Highway 34, are needed to overcome the barrier created by central Coast Range topography, and thus decrease travel times. Such improvements are the key to economic development and diversification, including



Photograph 4. High siltstone cliffs rise above the north shore of Alsea Bay across from the Waldport community. The Alsea River empties into a shallow, drowned mouth; spreading over wide tidal flats.

Figure 3. Location of Study Area in Oregon



tourist-commercial, manufacturing and port-related commerce.

Geologic hazards in the study area relate to poorly-consolidated, folded bedrock materials, thin, immature soils and occasional submarine activity in the Pacific Basin. Hazards related to surface and subsurface conditions are prompted by hydraulic action from ocean and rivers, heavy winter rains and construction activities in hazard areas. Poorly-consolidated sedimentary strata in areas of steep topography have a tendency to move down-slope in response to overloading and oversteepening. Overloading can occur when heavy rains saturate alluvium and young overlying marine terrace deposits, causing them to break free from a more solid underlying bedrock plane. Also, road cuts may oversteepen a vulnerable slope; defoliation from logging activities can trigger a slide; or terracing a slope for resort or residential construction can oversteepen and burden slide-prone materials to the point of failure (see Photograph 5).

Wave-cut marine terraces skirting the coast are popular sites for resort and residential construction, but are also highly susceptible to marine erosion (see Photograph 6). Waves erode as they break against the seaward edge of the uplifted marine terrace. The sheer weight of the water and the hurling of debris against the cliff face undercut the weak materials. As the bank becomes oversteepened by wave attack, gravity pulls the unsupported materials from the terrace to the beach. Sandspits, extensions of the beach formed by longshore sediment transport, are popular sites for resort and vacation home construction because they offer bay and ocean views. They are however, fluctuating landforms undergoing cycles of erosion and accre-



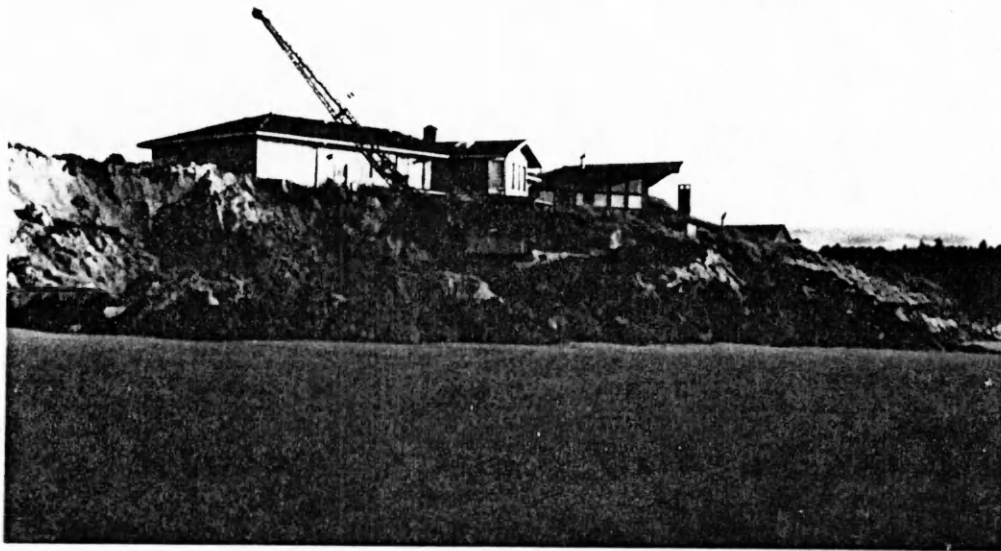
Photograph 5. Road cuts or other construction-related disturbance can oversteepen a slope or burden slide-prone materials to the point of failure. This site is a particularly sensitive hazard area in north Newport. Newly constructed roads, a retaining wall, sewer and water lines and underground cables were extensively damaged in this expensive lesson in coastal geomorphology.



Photograph 6. Wave-cut marine terraces are popular building sites, but are highly susceptible to marine erosion. As the bank becomes oversteepened by wave attack, gravity pulls unsupported materials onto the beach. Coastal recession in Lincoln County averages about one foot per year (Beaulieu, 1976:75).

tion in response to cyclical weather patterns, a shifting river inlet or placement of groins or jetties along the beach or at the river mouth. A case in point is the Bayshore Planned Unit Development on the Alsea River's north spit. When development took place in the mid 1960s, the spit was undergoing a cycle of accretion. However, as the unimproved Alsea River ocean inlet shifted to the north in the early 1980s, deeper water was created immediately offshore from the spit and thus the intensity of wave attack on the unconsolidated dune materials was sharply increased (see Photograph 7).

Shoreline erosion along bay beaches is generally not as frequent or severe as hydraulic erosion at oceanfront sites. However, natural shifting of river flow, storm surge or man-induced changes may alter patterns of erosion and accretion. At Siletz Bay, in northern Lincoln County, the filling of salt marsh for vacation home construction served to redirect erosion patterns in the bay to an existing housing development on the Salishan Spit, making it necessary to construct a costly bank stabilization structure at that location. In Waldport, the construction of a groin; a rock structure designed to trap sediments and spur accretion at a designated area, has created erosion and flooding problems for nearby property owners. The state highway department, in an attempt to deter erosion at the base of bridge support piers, constructed the groin near the southwest corner of the Alsea Bay Bridge. Though successful in accomplishing their goal of saving the bridge piers, the highway department inadvertently created a severe erosion problem immediately downstream along the bay shore adjacent to a Waldport residential area. The erosion occurred due to eddying caused by the structure and the deprivation of sediments which had formerly served to



Photograph 7. As the Alsea River inlet shifted northward during the late 1970s and early 1980s, deeper water by the offshore channel allowed for high energy wave attack. Several lots and homes were lost or threatened as the foredune was cut back over 50 feet. Note emergency "riprapping" to save a home on the edge of the erosion scarp. Riprap structures, composed of durable basaltic materials, are the most common form of bank stabilization on the Oregon Coast due to economy and effectiveness.

maintain the beach. As a result, this area, which will be later mentioned as the site of a proposed wayside park due to the erosion problem, is subject to periodic flooding (see Photograph 8).

Occasionally, submarine seismic activity in the Pacific Basin will trigger tsunamis that reach the Oregon Coast. In 1964, a tsunami was triggered by an Alaskan earthquake and reached the Oregon and northern Californian coasts, causing over 700,000 dollars in damages and resulting in the loss of four lives (Beaulieu, 1976: 25). If the wave had occurred at low tide during the clamming season, or at a time when beaches were otherwise heavily occupied, hundreds of lives may have been lost. Fortunately, the event occurred at night when beach use was at a minimum. Today, seismic activity and attending seismic sea waves are monitored by the National Ocean and Aeronautic Administration (NOAA).

General Climatic Situation

The study area lies near the southern margin of the Marine West Coast Climatic Zone, which extends from about 40 to 60 degrees north latitude along the North American Pacific littoral. This climatic regime is generally characterized by long, relatively wet winters and short, pleasant, relatively dry summers (White, 1979:25). Cyclonic storms move in frequently during the winter, between October and March, while high pressure systems predominate during the summer. Newport receives 66 inches of rainfall annually, with about 53 inches (or about 80%) of total rainfall occurring during the 6-month winter wet season. Temperatures are mild, with a 270-day growing season and low diurnal and annual ranges, particularly in the immediate coastal zone. The



Photograph 8. These bayfront cottages on Maple Street and other homes nearby have been damaged by floodwaters in recent years due to erosion of the bay beach prompted by construction of a groin immediately upstream from the area.

The average daily temperature in January at Newport is 43.7 degrees Fahrenheit (F), while the daily average in July is 57.6 degrees F. (U.S. Corps of Engineers, 1976:38).

Soils

Soils in the coastal zone are generally ill-suited for commercial agriculture and are reserved primarily for silviculture (i.e. tree farming) and forestry. The exception to this rule are the alluvial soils of the narrow coastal river valleys. However, the small size of these valleys, acid or flooded soils, heavy rainfall, distance from markets and overwhelming competition from productive Willamette Valley farms, severely limits coastal farming potential. Coastal farmers are looking to the use of ports or airports to market produce; development of new crops; the grazing of livestock in young seedling plantations; the planting of fast growing fuelwood species; the possible connections between agriculture and tourism; the use of stormproof greenhouses to grow high-value ornamental, vegetable or pharmaceutical crops; and the production of gourmet mushrooms. Specialty crops such as cranberries, Easter Lilies, and certain ornamentals such as Azaleas, have enjoyed much success and these sorts of crops may be expanded in the near future (Oregon State University Extension Service, 1985:1).

Forest soils of the region exhibit a moderately-acid, humus-rich top horizon and underlying layers of accumulated organic and inorganic materials. Where logging operations clear steep hillsides, soils are quickly and deeply eroded by heavy winter rains, clogging streams with debris and sediments, thus rendering the land far less productive for future silviculture. Despite this erosion problem, the timber industry

continues to utilize the "clear-cut" harvest method.

Natural Resources

Lincoln County does not boast a wide variety of natural resources, but rather a vast quantity of a few. These include timber, fisheries, aesthetic and recreational resources. The most important timber resource is the abundant Douglas Fir; highly valued for its great strength and high yield. Important fisheries resources include Chinook and Coho Salmon, various Cod and rockfish species, Dungeness Crab, shrimp, squid and a variety of shellfish species. For the visitor, an important asset to the coastal commercial trade and services sector, the county offers abundant recreational opportunities such as year-round sport fishing. The West Coast's second largest marina at Newport, Oregon was built in 1981, specifically for sport fishing. Currently, a large resort hotel and convention facilities are planned for the marina site and will be completed within the next couple of years. In addition, the county offers a well-maintained system of parks, wilderness areas, hundreds of shops and art galleries and vast stretches of beautiful, sandy beaches (see Photograph 9).

Timber and fisheries are still the area's primary industries, although the importance of these industries has decreased over the past three decades. The decline of these resource-dependent industries has paralleled the decline of the resources themselves. This has occurred in spite of management efforts at the state and federal levels. Although Oregon remains the industry leader in production of forest products, depletion of the resource, high lending rates and distance from East Coast markets have plagued this important element of the manufacturing sector. Resource depletion has also hurt the state's fisheries industry.



Photograph 9. The South Beach Marina on Yaquina Bay in Newport offers 600 slips and cost the Port of Newport 11 million dollars in 1981. Recently, developers have unveiled plans for a 210-room hotel/convention center to be constructed on the marina site.

Salmon harvests in recent years have been at all time lows, and once plentiful bottom fish species are also suffering from overfishing. As a result, tourism is fast becoming relatively more important as the "third leg" of the coastal economy.

The following chapter will focus on major human events affecting the growth and development of the Waldport community. Then combined with this chapter, the study will explain the relationship between geography and planning.

CHAPTER III.

HUMAN GEOGRAPHY

This chapter will outline some major human events in the growth and development of the Waldport community. The history of Waldport is a relatively short and undocumented one. Most existing accounts are based largely on oral history and are thus somewhat speculative. Hayes (1978) has provided the most comprehensive historical work regarding the south Lincoln County area, including Waldport. Other works that deal in some degree with the area's history, include the U.S. Army Corps of Engineer's (1976) "Alsea Wetlands Review," containing some early survey accounts; Palmer's (1982) work regarding Lincoln County Railroads; early census reports; the University of Oregon's "Atlas of Oregon;" and Troxel's (1982) "History of Newport."

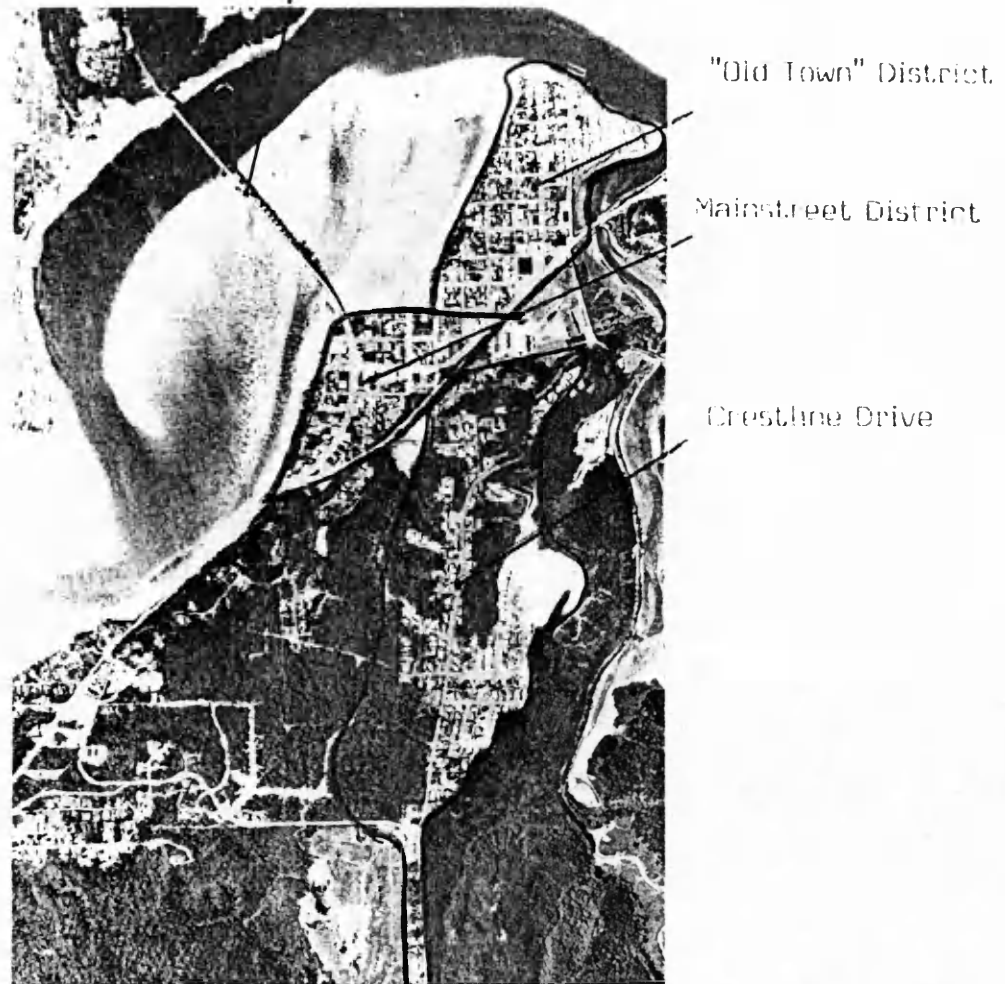
The central Oregon Coast was settled relatively late because no rivers transect the central Coast Range Mountains to allow for reasonable east-west passage, and headlands provided ominous barriers to travelers approaching from the north and south (see Figure 3). A U.S. Army survey in 1849 described the Alsea Bay as "timbered to the water's edge" and also noted the presence of "large grassy meadows north and east of the bay" (U.S. Army Corps of Engineers, 1976:53). Around the same period, the U.S. Army made a navigational survey of Oregon bays, reporting difficult passage through the shallow Alsea Bay ocean inlet.

The Homestead Act opened up the Oregon Coast to settlement during the 1860s, and initial settlement continued through the 1880s. The

Alsea Bay area's first pioneers settled on the north side of the estuary, but later moved to the present site of Waldport on the south shore during the 1880s. Poles, Fins and other northern Europeans, as well as Americans, primarily from the Midwest, occupied the area throughout the homesteading era (Bowen, 1978:56). By this time, most of the native population had perished from diseases brought by the white settlers.

Between 1880 and 1930, the Waldport community began to take shape, with fishing and lumbering dominating the local economy. Wagon roads were developed more extensively and stables, hotels, churches and stores were established to serve the growing village. During the 1880s, homesteaders could purchase land for as little as 20 cents an acre. The "old town" area was the focus of commercial and light industrial activities during these early years (see Photograph 10). Two hotels, a Presbyterian church, a drug store, docks and seawalls are evident in photographs of the period. In the bay area, there were two salmon canneries, a creamery, a planing mill and an oar factory; all located on the "old town" waterfront (U.S. Army Corps of Engineers, 1976:65). The U.S. Army Corps made the decision to construct jetties and dredge a harbor at Newport early in the twentieth century. The Corps also developed the Siuslaw Bay, 30 miles south of Waldport, during this period. However, Alsea Bay was bypassed for ocean commerce development, because local topography, political circumstances and other factors seemed to warrant nondevelopment. There would be community efforts in the 1960s to bring navigational improvements to Alsea Bay, but the tremendous cost of improvements, the proximity of Yaquina Bay,

Alsea Bay Bridge, U.S. 101



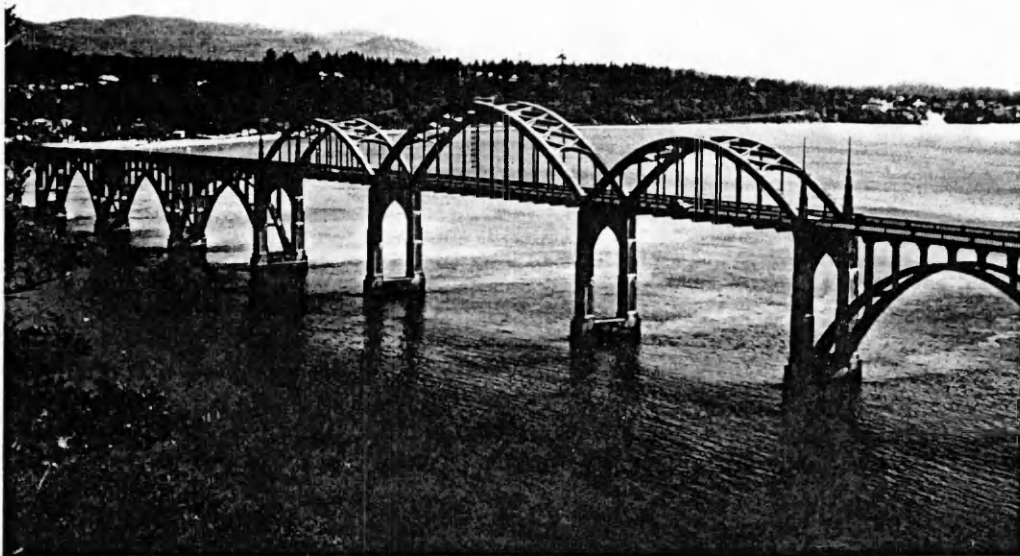
Photograph 10. The "old town" and mainstreet commercial districts occupy Waldport proper shown at right and above center in this 1979 aerial photograph. In recent years, residential development has occurred mostly along the forested ridge identified above as Crestline Drive. A land use map of Waldport can be found in the back pocket of this thesis.

15 miles north, and Siuslaw Bay, 30 miles south of Waldport, led to the demise of these efforts.

In 1915, construction of the Alsea Southern Railroad, part of the larger Spruce Production Railroad system, linked Waldport with Newport, Toledo and the Willamette Valley. Waldport was essentially a logging community during this period, supplying inland mills with mature Sitka Spruce that was used in the construction of World War I military aircraft. Also during this period, the Alsea Wagon Road was completed, linking Waldport with the community of Alsea, 40 miles east, and the mid Willamette Valley, another 20 miles inland. With completion of this important road, development along the Alsea River and elsewhere inland became more widespread.

Area transportation infrastructure was further improved in the 1930s and 1940s, when the Work Projects Administration (WPA) constructed the Roosevelt Highway (later renamed U.S. 101), including the Alsea Bay Bridge which replaced the ferry system and decreased travel times along the coastal strip (see Photograph 11). The bridge was designed in an Art Deco style by noted bridge architect Condon McCullough, and today represents the most prominent historical structure in the Alsea Bay area. More rapid growth and development attended the coming of the highway. Commercial activity and development quickly moved from the "old town" waterfront to the present mainstreet area along Highway 101 (see Photograph 10).

During the 1940s, and continuing through the 1960s, Waldport



Photograph 11. This view looks south past the Alsea Bay Bridge to the south shore and surrounding foothills of the Coast Range Mountains. The Alsea Bridge is a source of community pride and has served as a symbol of the Waldport community since its completion in 1936 by the WPA. However, the state highway department is currently planning to replace the delapidated structure by 1989.

began to lose its frontier image as post World War II population growth, a healthy logging industry and the influx of tourists resulted in relatively rapid development. In 1949, the community's first wastewater treatment facility was constructed, and in the 1960s, service was extended to a ridge in south Waldport where residential development has concentrated through the 1970s (see Photograph 10). Between 1950 and 1970, there was a two-fold increase in traffic on U.S. Highway 101 and Oregon Highway 34, reflecting increasing population and visitation to the area (U.S. Army Corps of Engineers, 1976:78). The 1960 U.S. Census reported 3,413 people in the Alsea River and Bay areas near Waldport. Table 1 shows population totals and the trend between 1950 and 1980. The numbers indicate a stable population during the 1950s and 1960s and a near doubling during the 1970s. Table 2 indicates continued growth, showing a 39.9% during the period between 1978 to 1983.

Through the 1970s to the present, tourist related business and development has peaked, because the Oregon Coast has developed an international reputation for scenic beauty and environmental significance. To protect the area, the Oregon Land Conservation and Development Commission (LCDC) was established to deter exurban growth and "leap frog" development. The commission established statewide planning goals and guidelines and mandated comprehensive planning by local governments. In 1983, Waldport, with the aid of Lincoln County planners, completed its comprehensive plan, which was subsequently approved by the LCDC (see Figure 4). Also in 1983, Lincoln County developed an estuary plan for Alsea Bay using LCDC guidelines. The estuary plan's overall designation for Alsea Bay

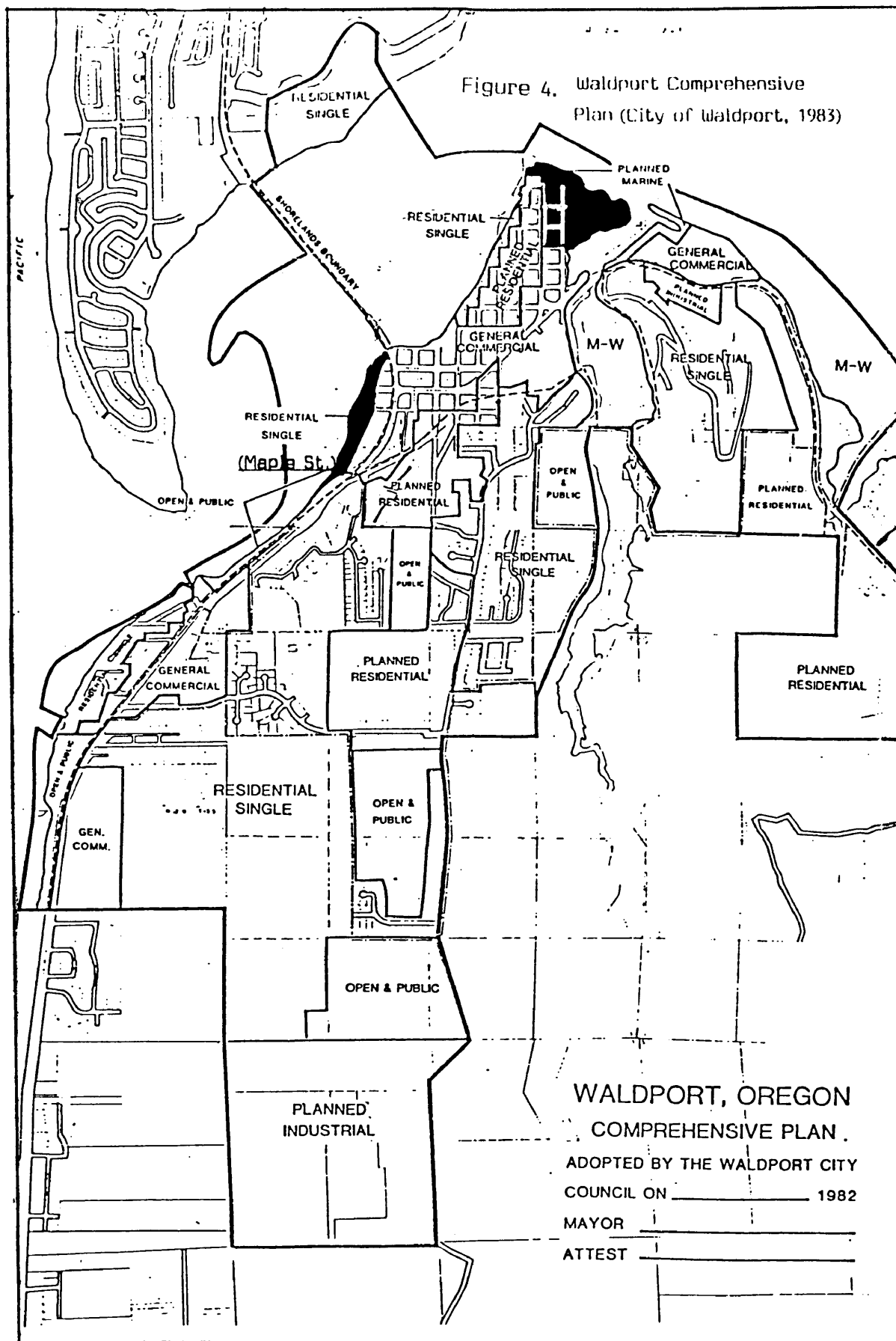


TABLE 1. WALDPORT POPULATION DATA
 1950 to 1980

1950	1960	1970	1980
689	667	700	1274

Percent Change

1950-60	1960-70	1970-80
-1.7%	+4.9%	+82.0%

Source: U.S. Census Bureau

TABLE 2. WALDPORT POPULATION TREND
 1978 to 1983

1978	1979	1980	1981	1982	1983
1100	1175	1285	1315	1360	1530

Source: U.S. Census Bureau and Portland State University
Center for Population Research

is "Conservation," effectively eliminating future possibilities for navigational improvements and related development. From the LCDC'S state-level perspective, the bay is considered to be of state and region-wide environmental significance (see Photograph 12).

Nineteen eighty-four was another important year for planning in Waldport. The City of Waldport, in cooperation with the Port of Alsea, prepared an urban renewal plan which outlines projects for redevelopment of the "old town" waterfront area for recreational use and development of a wayside park paralleling the downtown business area. Both projects are aimed at promoting tourist visitation to the community's business districts and thus spurring much needed redevelopment of the areas (City of Waldport, 1984).

In addition, after much study and deliberation with citizens and historic preservation groups statewide, the Oregon State Highway Department began planning for replacement of the 47-year old Alsea Bay Bridge. The graceful Art Deco structure has served as a community symbol and source of pride since its completion in 1936. Loss of the bridge is viewed by many Waldport citizens as symbolizing the changing character of the town -- i.e., from a community with strong ties to the timber industry and definite functions, to a community increasingly reliant on outside forces, invaded by outside influence and unsure of its future direction (see Photographs 13, 14 and 15).

In sum, the effect of local and regional topography on construction activity and development of the area's transportation



Photograph 12. This view looks northeast across the estuary toward the north shore. The Alsea Bay is designated for "Conservation" by the state Land Conservation and Development Commission (LCDC); effectively eliminating possibilities for future ocean-related commerce at Waldport.



Photograph 13. Part of the "old town" commercial area in north Waldport. This commercial district has seen little activity since construction of the Alsea Bay Bridge effectively redirected through traffic to the south portion of Waldport proper.



Photograph 14. Part of Waldport's mainstreet commercial district on the west side of U.S. Highway 101. Most of these buildings were constructed in the late 1930s and throughout the 1940s and 1950s.



Photograph 15. This aerial view shows Waldport proper at upper left and much of the surrounding urban growth area identified in the community comprehensive plan. Waldport lacks ocean access, rail service and adequate trade corridors; creating poor conditions for industrial location. With the decline of the important timber industry, the community is seeking alternatives for economic growth, with tourism being the best short-term prospect.

network, and the decision of the Corps of Engineers to forego navigational improvements to Alsea Bay, have resulted in the late and relatively slow evolution of the Waldport community. Ironically, today, it is the very lack of development in the community, particularly industrial development, that can be considered an asset to future growth potential. Because it is sparsely developed, the Alsea Bay area is a pleasing environment in which to live and do business. As the area becomes more accessible to Willamette Valley urbanites through improvements to coastal transportation links, growth is likely to occur. Residential and commercial projects will remain predominant, and Newport, with its deep-water port, will continue to draw industry locating within Lincoln County.

Economic Analysis

Oregon Congressional District Four is a state administrative planning district consisting of Lincoln County and its adjacent eastern neighbors, Linn and Benton Counties (see Figure 5). Table 3 shows Oregon District Four employment composition for 1970 and 1978 and gives projected employment by 1986. Major urban centers in District Four include Albany, population 28,000, in Linn County; Corvallis, population 45,000, in Benton County; and Newport, population 9,000, in Lincoln County. In Albany and Corvallis, the major industries include wood products, agriculture, rare metals production (Albany is the world leader), higher education (O.S.U. in Corvallis), electronics manufacturing, professional trades and commercial services. As previously mentioned, Lincoln County's economy is largely based on forest products, fishing, trade and service industries.

STATE OF OREGON

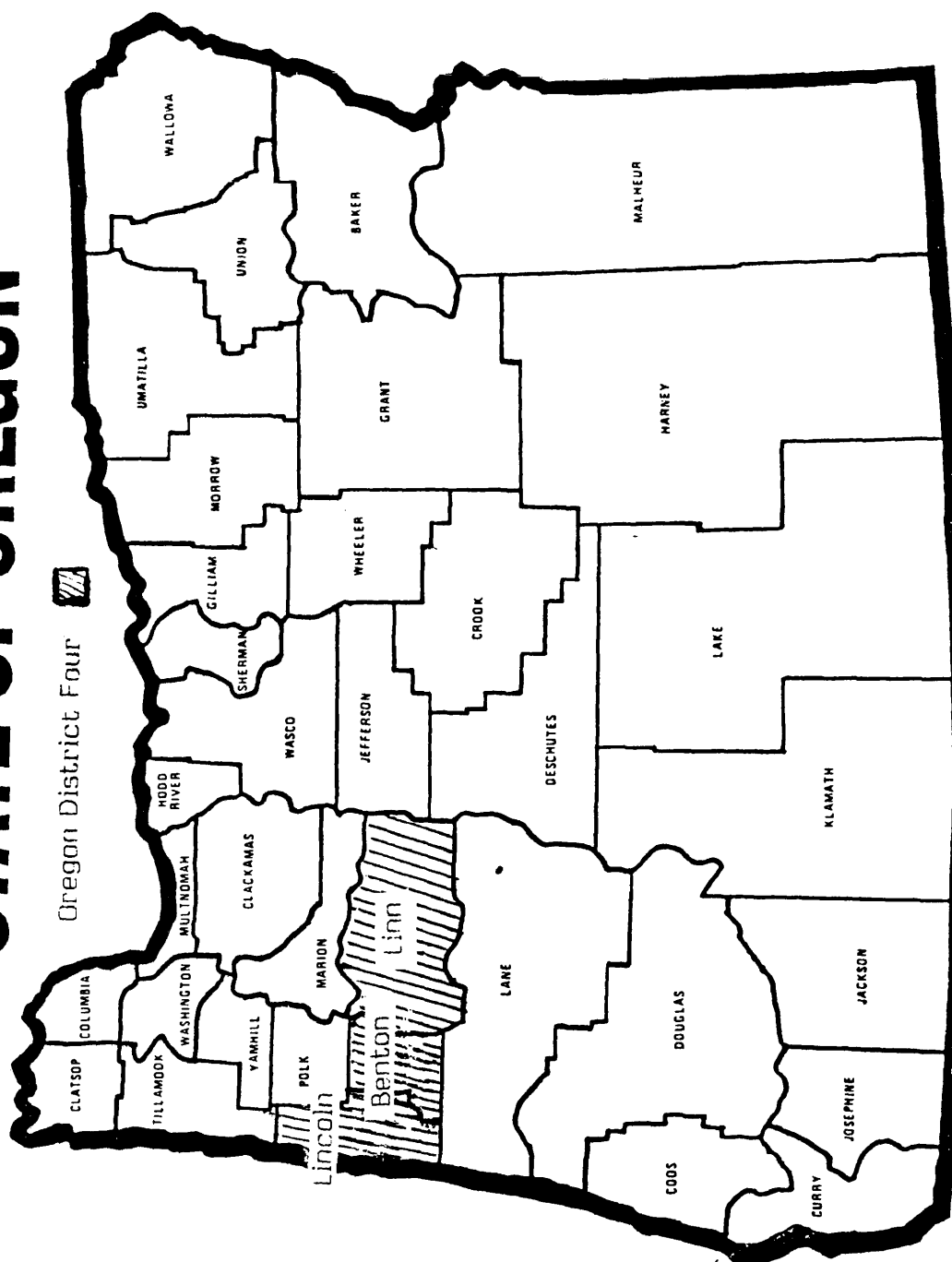


FIGURE 5.

Source: Oregon Economic Development Department, 1984

TABLE 3.

INDUSTRY EMPLOYMENT ESTIMATES 1970, 1978, 1986 WITH COMPOUND GROWTH RATES - DISTRICT 4

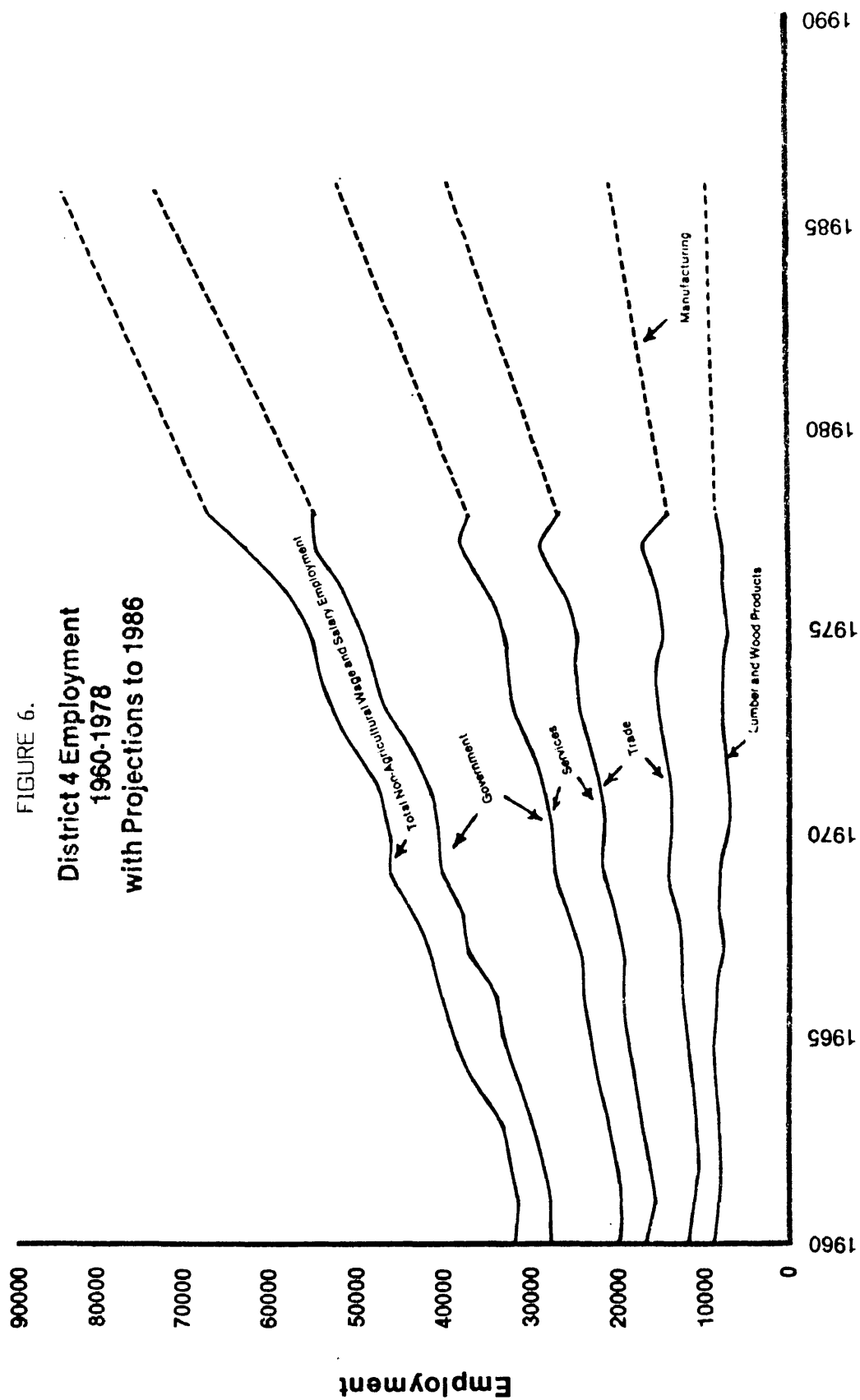
	Compound Growth Rate			
	<u>1970</u>	<u>1978</u>	<u>1986</u>	<u>1970-78</u> <u>1978-86</u>
Total Non-Agricultural Wage and Salary Employment	46,030	66,950	83,350	4.79% 2.78%
Manufacturing	13,330	17,340	20,360	3.34 2.03
Durable Goods	10,110	13,520	15,520	3.70 1.74
Lumber & Wood Products	7,290	8,580	9,200	2.06 0.88
Primary Metals	1,510	2,310	2,450	5.46 0.74
Machinery	360	1,650	2,620	20.96 5.95
Other Durable Goods	950	980	1,250	0.39 3.09
Nondurable Goods	3,220	3,820	4,840	2.16 3.00
Food Products	1,510	1,550	1,970	0.33 3.04
Paper	1,380	1,730	2,210	2.86 3.11
Other Nondurable Goods	330	540	660	6.35 2.54
Non-Manufacturing	32,700	49,610	62,990	5.35 3.03
Contract Construction	1,770	3,030	3,510	6.95 1.86
Transportation-Utilities	2,050	2,540	3,070	2.72 2.40
Trade	7,710	13,160	18,590	6.91 4.41
Finance, Insurance & Real Estate	1,630	2,670	3,440	6.36 3.22
Service & Miscellaneous	5,900	9,860	13,800	6.63 4.29
Government	13,640	18,350	20,580	3.78 1.44

Source: Oregon Economic Development Department, 1984

NOTE: These are estimates for Non-Farm Wage and Salary Employment only. These estimates do not include workers under sixteen years of age. Totals for 1978 and 1986 are slightly different from the totals in Table B because of rounding in calculating the demand for occupations.

District Four employment in the wood products sector is expected to remain fairly stable over the next decade, as it has since 1960 (see Figure 6). Figure 6 also displays a stable to moderate upswing in manufacturing for the period 1960 to 1985. Conversely, the trade and services sector, government employment and other non-agricultural employment levels are expected to continue their upward trend. Table 4 shows employment composition in Lincoln County for 1981, 1982 and 1983. As shown, employment in Lincoln County is dominated by nonmanufacturing activities such as trade and services and government employment. Table 5 displays growth rates for aggregated occupations in District Four for 1978, and projected employment in 1986. Overall, the employment data indicates a projected leveling-off of wood products employment, moderate growth in other manufacturing areas and, significantly, large gains in the trade and services sectors (Oregon Economic Development Department, 1984).

The subject of Chapter 4, which follows, is redevelopment planning. First, the general concept of redevelopment planning is briefly discussed and, secondly, the specific case of redevelopment planning in Waldport is reviewed. The Waldport renewal plan calls for the development of two bayfront parks adjacent to the community's business districts. The intent in developing these recreation areas is to attract more visitors to the business districts and thus spur private redevelopment.



Source: Oregon Economic Development Department, 1984

TABLE 4.
LINCOLN COUNTY
LABOR FORCE SUMMARY
(By Place of Residence)

Source: Oregon
Employment Division,
1984

	Annual Average			Change From			
	CY 1983	CY 1982	CY 1981	CY 1982-1983		CY 1981-1982	
				No.	Pct.	No.	Pct.
Civilian Labor Force <u>1/</u>	19,310	18,820	18,880	+490	+2.6	- 60	-0.3
Unemployment	1,810	1,920	1,850	-110	+5.7	+ 70	+3.8
Percent of Labor Force	9.4	10.2	9.8	xxx	xxx	xxx	xxx
Total Employment <u>2/</u>	17,500	16,900	17,030	+600	+3.6	+130	+0.8

NONAGRICULTURAL WAGE & SALARY EMPLOYMENT
(By Place of Work)

TOTAL	12,140	11,660	11,810	+480	+ 4.1	-150	- 1.3
Manufacturing	2,020	1,880	2,000	140	7.4	-120	- 1.0
Durable Goods	840	740	840	100	13.5	-100	-11.9
Lumber & Wood	700	620	710	80	12.9	- 90	-12.9
Other Durable Goods	140	120	130	20	16.7	- 10	- 7.7
Nondurable Goods	1,180	1,140	1,160	40	3.5	- 20	- 1.7
Paper	660	640	660	20	3.1	- 20	- 3.0
Other Nondurable Goods	520	500	500	20	4.0	0	0
Nonmanufacturing	10,120	9,780	9,810	340	3.5	- 30	- 0.3
Construction	450	420	420	30	7.1	0	0
Transp., Comm. & Utilities	460	420	450	40	9.5	- 30	- 6.7
Trade	3,380	3,210	3,240	170	5.3	- 30	- 0.9
Eating & Drink. Places	1,690	1,590	1,660	100	6.3	- 70	- 4.2
All Other Trade	1,690	1,620	1,580	70	4.3	40	2.5
Fin., Ins. & Real Estate	590	570	560	20	3.5	10	1.8
Service & Miscellaneous	2,580	2,520	2,460	60	2.4	60	2.4
Government	2,660	2,640	2,680	20	0.8	- 40	- 1.5

NOTE: Estimates are subject to revision.

1/ Includes employed and unemployed individual 16 years and older. Data are adjusted for multiple job holding and commuting.

2/ Includes nonagricultural wage and salary, self-employed, unpaid family workers, domestics, agriculture and labor disputants.

TABLE 5.

1978 AND 1986 EMPLOYMENT AND GROWTH RATES BY AGGREGATED OCCUPATIONS - DISTRICT 4

	<u>1978 Employment</u>	<u>1986 Employment</u>	<u>Compound Growth Rate 1978 - 1986</u>
Professional and Technical	11,530	13,760	2.23%
Managers and Officers	5,190	6,560	2.97
Sales Workers	3,600	4,770	3.58
Clerical Workers	11,100	13,830	2.79
Craft Workers and Supervisors	7,600	9,110	2.29
Operatives	9,860	12,470	2.98
Service Workers	11,800	16,410	4.21
Laborers Except Farm Workers	5,440	6,150	1.54
Farm Workers	40	50	2.83
Totals	66,180	83,120	2.89%

Source: Oregon Economic Development
Department, 1984

NOTE: Totals for 1978 and 1986 are slightly different from the totals in Table A because of rounding.

CHAPTER IV. REDEVELOPMENT PLANNING FOR THE CITY OF WALDPORT

Redevelopment Planning

Urban redevelopment can be considered a process whereby the physical face and form of the city change naturally because of economic decisions, or political and administrative actions. The urban renewal plan attempts to change the development pattern of the city, usually in designated areas, through governmental intervention, including government land clearance and assembly, and re-sale or development for specified purposes (ICMA, 1979:484). Community redevelopment planning consists of creating project proposals that support the objectives set forth in the city's comprehensive plan and outlining implementing procedures, including project design and cost estimates and financing considerations. One process of community redevelopment involves state urban renewal enabling acts. A primary incentive for initiating renewal projects under Oregon's urban renewal process, is the ability of the renewal agency to issue tax increment bonds, a form of interim financing for planned capital improvements. In order to gain access to this financing tool, the city must first prepare an urban renewal plan which analyses existing conditions in a designated project area, and outlines implementing procedures for specific projects aimed at improving the liveability of the area and its economic contribution to the community.

Renewal Planning in Waldport

In January, 1984, the City of Waldport initiated an urban renewal planning project by hiring the author as a consultant to the previously established urban renewal agency (i.e. city council). The role of the urban renewal consultant was to assess the physical conditions, needs and potentials of the community through a review of existing plans and regulatory conditions, observations and assessment of public opinion, and to translate these needs and potentials into general redevelopment planning goals and specific project proposals. For Waldport, commercial revitalization and park development emerged as primary goals. The next step in the planning process consisted of determining, through committee arbitration and a public hearings process, which specific renewal projects were most feasible and beneficial to the community at large. The redevelopment committee consisted of port and city officials who recognized the area's physical beauty, particularly the Alsea Bay, as the community's primary asset regarding growth in the commercial trade and services sector (i.e. tourist trade). The committee favored a marine recreation park proposal in the "old town" waterfront area and gave it highest priority. Likewise, another project, involving park development on the bayshore paralleling the mainstreet business area, was also given high priority. The committee then narrowed the list of project proposals to five, including the following:

- (1) A marine recreation park on the waterfront;
- (2) a wayside park paralleling the mainstreet area;
- (3) a downtown parking project;

- (4) downtown sidewalk improvements; and
- (5) "old town" sidewalk improvements.

The proposed marine recreation park in the "old town" area includes three development phases. Phase I comprises refurbishing and upgrading existing facilities, Phase II consists of the acquisition of a mobile home park in a commercially-zoned waterfront area and leasing of the site to tourist-commercial businesses, and Phase III calls for the development of a protected boat basin to accommodate year-around moorage and promote increased visitation to the waterfront and adjacent "old town" commercial district. Likewise the proposed wayside project includes three phases of land acquisition, clearance and park development along the bayshore adjacent and parallel to the mainstreet business district (City of Waldport, 1984)(see Photographs 16 and 17).

Geographic Considerations in Community Redevelopment

The following relates and explains some of the affects of geography and associated phenomena on the growth and development of the Waldport community and how these parameters affect redevelopment potentials. Physical considerations have included location, geomorphology and attending topographic features and geologic hazards, climatic conditions, soils, natural and aesthetic resources. Social parameters have been discussed in terms of historical events affecting the growth and development of the community, ethnic composition, level of technology, cultural perception of local resources and governmental regulatory controls. The purpose of all this is to explain how geographical situation at varying scales, relates to local and regional redevelopment concepts and projects.



Photograph 16. The "old town" docks are slated for refurbishing and upgrading as part of the proposed marine recreational park. The main purpose in improving and expanding public facilities in this area is to spur much needed private investments in this potentially desirable waterfront commercial district.



Photograph 17. This aerial photograph shows Waldport's mainstreet commercial district. The proposed wayside park paralleling mainstreet would be located on the wooded strip of bayshore property shown at right. At the bottom of the photograph, the Alsea Bay Bridge approach can be seen. U.S. Highway 101 is the primary arterial in Waldport.

Geographic Location and Geomorphology

The geographic location of the study area on the northeast Pacific Rim is strategic for trade opportunities with British Columbia, Alaska, Japan, Korea, China, the west coast of South America, Mexico and the American West Coast. However, until the central Oregon Coast's highway and rail corridors are substantially improved, all levels of trade opportunities will be slow in coming. At present, the Port of Newport ships mostly lumber products, the majority going to Japan and Australia. In 1984, 23.8 million board feet of cut lumber and 3.4 million board feet of logs were shipped from Newport's deep-water terminals (Port of Newport, 1984). Future industrial firms at Waldport would not likely have a deep-water harbor at Alsea Bay. Bulk shipments would have to be trucked either to Newport's port facilities or via rail from Toledo to the Willamette Valley and beyond. Newport is 15 road miles, or about 20 minutes from Waldport, while the rail head at Toledo is about 23 miles away.

As a consequence, Newport will continue to be the more favored central coast location for new industries. In terms of light industries, whose products can be cost-effectively shipped through the mail or parcel services, or by truck to inland distribution points, Waldport is indeed a potential location. Accordingly should Waldport choose to develop its future industrial potentials, the community would be advantageous in terms of real estate costs and exceptional environmental qualities.

Because of the above limitations however, industrial develop-

ment was considered to be a low priority in setting redevelopment planning goals. Such a decision is practical because of the industrial inertia of Newport and other considerations which follow.

As stated earlier in this study, topography and geologic hazards in the study area are limiting factors to all forms of development. The impervious nature of marine sedimentary deposits provides for poor septic drainage, curbing exurban development and necessitating wastewater treatment for urban residential uses. Consequently, the design capacity of the community wastewater treatment plant and areal extension of mainlines, governs the type, density and distribution of growth and development within the city. Expansive sewer systems with a high cost-per-customer, would be necessary to serve exurban areas. However, this type of infrastructural development is contrary to Oregon's Land Conservation and Development Commission's (LCDC) goal of limiting "leap frog" development. Significant expansion of Waldport's sewer system capacity, which is presently operating at near-capacity, will preceed future growth, particularly in the industrial sector.

In addition to poor septic drainage conditions, seasonably high water tables, flooding in low areas, erosion of poorly-consolidated marine terrace cliffs and bay beaches, and bedding plane slides are other site-specific geologic hazards. The Maple Street residential area, identified on Figure 4, lies between the south bay shore and the community's mainstreet business district on U.S. Highway 101. This four-acre area, as described in Chapter II, is subject to seasonal flooding due to erosion of the bay beach prompted by the construction of a groin upstream and general deterioration of

the shoreline protective structure built in the 1950s. The relatively low market value of these single-family-zoned residential properties makes construction of a much needed seawall financially unfeasible at this time. This residential area was established prior to construction of the Alsea Bay Bridge and U.S. Highway 101 in the 1930s. As business shifted to the U.S. 101 mainstreet strip during the 1940s and 1950s, the Maple Street area became a target for commercial use because of its proximity to mainstreet. However, the area has remained residential in nature. Absentee ownership now comprises 80% of the 14 homes along Maple Street on the bay side, all of these being rental properties in poor to fair condition. Such conditions, in combination with flooding problems which concern the entire community, have created a land use issue. During the redevelopment planning process, city officials opted for a project proposal which involves the construction of a seawall at the site and development of a public wayside park to alleviate visitor access problems to downtown businesses and spur increased visitation to Waldport in general.

Topography

Topography, regional and local, is the most limiting physical consideration. The rugged Coast Range Mountains slow and reduce east-west traffic flow and make development of viable rail and highway corridors extremely costly and therefore unfeasible at present. The Lincoln County Economic Committee is currently directing the preparation of a cost-benefit study regarding highway improvements to the U.S. 20 and Oregon 34 corridors. Improvements to these im-

portant central coast highways would decrease travel times to and from mid Willamette Valley urban centers and help to spur growth in all sectors of the economy. Recommendations in the study will be submitted to the Oregon State Highway Department for consideration in their long-range planning process (Lincoln County Economic Committee, 1984).

Topography within the Waldport Community and Alsea Bay area has played an important role in the growth, development and shape of the town. As indicated by the topographic map (see Figure 2) in Chapter II and Photograph 18 on the following page, the townsite is encompassed by topographic barriers. A northeast-southwest trending sandstone bluff and the Alsea estuary limit the areal expansion of the town proper to about 200 acres of leveled, former dune area. From this town center area, development extends southeast along Highway 34 and south beyond the point where the bluff intersects the bay. Moving south past this strip where the highway is adjacent to the bay beach, development continues. There are three access roads to the top of the bluff in south Waldport, where residential growth has been concentrated since the 1960s. A collector street (i.e. Crestline Drive) runs north-south along the top of this bluff (see Figure 4) to existing and planned residential areas, a planned public school site and planned industrial properties.

Moreover, with limited space for industrial development along the waterfront on the north and south sides of the estuary, due to local topography, the Alsea Bay area would have little potential for industrial development, even given navigational improvements and



Photograph 18. Topography has played an important role in the growth and development of the Waldport community. Two major physical barriers, a high siltstone bluff and the Alsea Bay, limit areal expansion of the town proper to about 200 acres. Since the 1960s, residential construction has been concentrated along the bluff above the town center

appropriate regulatory conditions.

Climate

As discussed in Chapter II, climatic conditions in the study area are generally appealing, particularly during the dry season occurring between March and October. During this 6-month period, only 20 percent of total annual rainfall occurs. Fortunately, this dry period coincides with the tourist season. However, the Oregon Coast is not part of the "sun belt," and clearly offers few opportunities for the sun worshipper. Nevertheless, temperatures are mild and vary little diurnally and annually. Moreover, climate was considered to be of little hinderance to growth and development in the study area.

Soils

The majority of soils in and around Waldport are not well-suited for agriculture. Also, the nature of thin, weak-horizoned coastal zone soils, in combination with impervious subsurface conditions, provide for poor septic drainage. Accordingly, the general infertility of local soils and site-specific drainage problems present major impediments to commercial agricultural and urban development.

Social Considerations

Settlement of the study area by Americans and Europeans is evident in the area's material culture. Most pioneers came from the Midwest and Ohio River Valley and from northern European nations. Housing styles, urban forms and landscaping are similar to those

found in source areas. The primary difference between the Oregon Coast and these important source areas, is its relatively late and slow development. Today, there are virtually no landmarks in Waldport that date back 100 years. The frontier character of the community has only recently begun to fade.

Furthermore, probably the most sweeping influence on growth and development of the Waldport community was a decision by the Corps of Engineers to forego navigational improvements to Alsea Bay, though the size of the bay would seem to warrant such development. Instead, navigational improvements in Lincoln County were focused at Yaquina Bay, 15 miles north, and in Lane County at Siuslaw Bay, 30 miles south. As a result, with Newport being the favored location, Waldport was bypassed for more traditional ocean commerce. Additionally, in 1983, the Oregon Land Conservation and Development Commission (LCDC) designated Alsea Bay for "Conservation," effectively eliminating possibilities for future port-related activities at Waldport.

The absence of traditional ocean-related development at "Waldport," despite the toponym connotation, has had important implications for growth and development of the community. Being without viable means for attracting most forms of industry, the community has evolved as essentially a residential and minor commercial entity with the luxury of having a scenic, regionally-significant bay and river in its frontyard.

Implications for Redevelopment Planning

The location of a community, and the spatial relationship of

the site to surrounding physical and social phenomena, strongly affects its growth, development and redevelopment. Although there are cases where the location of a community at a given place seems rather arbitrary, usually there are certain identifiable factors that make a site desirable for settlement within the context of the larger region or nation. Probably the most important factors for location at a particular site are proximity to regional population centers and natural resources, and the perceived liveability of the place.

During the past two decades, the American public has developed an increasing awareness and appreciation for the aesthetic and recreational value of open spaces, parks and natural areas. The U.S. North Pacific Coast region is highly regarded for its environmental significance in context with the larger nation. In Oregon, these values have, in recent years, come under the close scrutiny of the Land Conservation and Development Commission, a regulatory body created in 1973 via Oregon Senate Bill 100. The primary goal of the LCDC is to retain the rural qualities of the state which make it so attractive and liveable.

The effect of our society's burgeoning interest in physical and aesthetic integrity in the environment is an increasing market demand, so to speak, for qualities inherent in the study area. The Oregon Coast offers vast timbered open spaces, scenic mountains and seascapes, a clean invigorating environment and a pleasing variety of rural and small city landscapes. Oregon's coast is reasonably accessible to most Americans and is the Pacific Northwest's most

most popular vacation subregion. Economic growth and development over the next twenty years will stem largely from exposure of the area to visitors, including developers and potential residents. In other words, the liveability of the area, rather than employment opportunities per se, is its selling point.

In terms of resource economics, the value of this aesthetic resource is not easily measured. While harvestable stands of timber or fish populations can be readily estimated for purposes of management and production planning, it is extremely difficult to weigh the importance of something as intangible as aesthetics. Still, in the case of Oregon's coastal region, aesthetics and recreational opportunities will continue to play an important role in a transitional economy increasingly dependent on tourist trade and related development. Until the region's transportation infrastructure is substantially improved, communities like Waldport will necessarily rely on the contribution of aesthetics; developing facilities to serve a growing demand for qualities inherent in such rural coastal areas, while advocating improvements to transportation corridors to spur future economic diversification and employment stability.

CHAPTER V.

CONCLUSIONS

The purpose of this thesis has been to show and explain the relationship between geography and city planning, while focusing on a case of redevelopment planning in Waldport, Oregon. Geographic knowledge is important first, to help a planner understand his community's relationship to the surrounding local and regional, natural and human environments. Secondly, geographic knowledge is useful in determining planning alternatives which attempt to control or adapt to geographic parameters affecting growth and development of the community (Borchert, 1985:1). In Waldport, geographical analysis revealed that topography, regional location and a poorly-developed transportation infrastructure, has placed certain restrictions on growth and development, particularly in the industrial sector. By studying findings regarding restrictive geographical parameters, it is possible to project the affect of these factors on future growth and economic development. The findings form the basis for determining feasible approaches to solving problems created by geographic setting and for focusing on development of community assets.

The Waldport renewal plan targets the tourism industry as the sector of the local economy with the greatest growth potential over the next twenty years. This decision was practical based on findings outlined in Chapter IV of this study, including the community's lack of means for attracting most kinds of industries due to poorly-

developed Coast Range trade corridors and the industrial inertia of nearby Newport. Local and regional topography, and a past administrative decision by the Corps of Engineers have made Waldport a generally poor industrial location, though the city has about 200 acres of industrial-zoned properties.

The Waldport renewal plan proposes changes to the development pattern of the city in two designated areas: the waterfront "old town" area, and the Maple Street/Mainstreet area along U.S. Highway 101. Changes in the city's development pattern are needed to overcome land use impediments caused by a poor distribution of general commercial uses on the tourist "strip" (i.e. U.S. 101), residential uses in areas more appropriate for commercial and water-dependent uses and mobile home development on scarce bayfront properties. Local topography that limits expansion of the mainstreet commercial district and provides for limited developable bayfront properties, and erosional patterns along Maple Street paralleling the mainstreet area, provide geographic parameters affecting the need for changes in the aforementioned areas.

First, the "old town" commercial district was isolated from arterial traffic flow when the Alsea Bay Bridge was completed in 1936, and the ferry service was consequently discontinued. Because of this, commercial development followed the redirection of traffic to the present mainstreet district. To help spur private redevelopment in the delapidated "old town" commercial district, the community renewal plan proposes an ambitious program to develop an attractive public recreational facility on the waterfront and to acquire, clear

and lease or resell waterfront properties for tourist-commercial redevelopment. Furthermore, away from the waterfront, the plan proposes improvements to sidewalks and plantings to increase the desirability of the commercial district to pedestrians and prospective businesses.

The second main objective of the plan is to spur tourist-commercial redevelopment of the mainstreet U.S. 101 area by developing a wayside park in an area that is presently being affected by shoreline erosion and periodic flooding. The bayshore park would run the entire length of the business district, making the area more attractive, offering parking close to downtown and the bay beaches and providing for scenic views of the Alsea Bay area. Moreover, the intent of the renewal plan is to provide incentives for the redistribution of general commercial activities to "old town" and further redevelopment of water-oriented tourist commercial businesses there, and consequently, allow for tourist-commercial redevelopment in the mainstreet/Maple Street area. The relocation of general commercial uses to "old town" is practical because these businesses do not require or necessarily benefit from the high visibility (and rent) of the U.S. 101 arterial location. Also, the community's two newest and largest stores are already located on the south end of the "old town" commercial district, where they could serve to anchor a revitalized commercial zone.

In sum, it is important to realize that urban site and situation and regional geography, physical and human, offer parameters which the city planner is bound to work with and adapt to in imagi-

native ways. These geographical parameters form the basis for comprehensive planning and, in turn, provide the basic framework for determining redevelopment goals and programs. Community goals and policies based on the best geographic information available are an important part of the planning process.

However, factors discussed here do not address the limitations of implementing such a redevelopment strategy. What needs to be accomplished now is the area of future strategy to bring such plans to fruition. For example, a strong planning and management structure should be developed within local government to guide and encourage economic growth. A regional market analysis, a bonding feasibility study and promotion of the community's assets by officials and citizen groups can help to attract private investment in development and redevelopment of blighted areas. All possible funding sources should be explored by the City's staff and legislative body. In addition, business leaders may wish to become involved in regional economic development organizations such as the Lincoln County Economic Development Committee, or form their own organization to promote the Waldport community as a desirable place to live and do business.

Geographers contribute a great deal to the planning profession, providing a broad perspective and the ability to understand and synthesize a variety of social and physical considerations. With the unique ability to observe and perceive the interrelationships of human and physical resources, the geographer is in a good position to adequately address complex planning projects and issues.

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