

# Agate Beach Neighborhood Plan

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Prepared by

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City of Newport  
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## **Vision Statement**

The way the Agate Beach Neighborhood functions and develops depends on a multitude of decisions made by individuals, public and private organizations, community groups and governmental agencies. Development however is impossible to predict. The Agate Beach Neighborhood Plan therefore seeks to direct and manage change so as to benefit the entire neighborhood and the whole City.

Consultation with a broad range of interest groups has helped to define a “vision statement” for the Agate Beach Neighborhood Plan. The vision statement also helps to focus on the means of achieving the kind of neighborhood the community wants and to reflect the aspirations of people involved in development of the Plan.

As such, the vision of the Agate Beach Neighborhood Plan is to foster a sustainable urban living environment. New development will be of high quality and have acceptable environmental consequences. The local economy will be encouraged to develop and diversify, providing for new and expanding enterprises and jobs. Housing will be provided in sufficient types and numbers to accommodate future population increases. Transportation systems will benefit from traffic management and will offer alternative mobility based on public transit, bicycling and walking. Overall the Agate Beach Plan will seek to maintain and improve the character of the neighborhood for its people.

## **Introduction**

### **The Agate Beach Neighborhood Plan**

The Agate Beach Neighborhood is a subarea of the City of Newport on the northern edge of the city limits and Urban Growth Boundary (see Figure 1). It is an area in transition in that it is experiencing added development and redevelopment. To provide a framework for the management of change and promotion of growth, the City is preparing the Agate Beach Neighborhood Plan (Plan) to guide development.

### **Purpose**

The Agate Beach Neighborhood Plan will provide a framework in which development can be guided to achieve its objectives. The Plan's main concerns are with land use changes and the physical environment, although social and economic considerations are relevant in justifying policies and proposals. The Plan seeks to promote sustainable development, redevelopment of underutilized properties and appropriate development where these are complementary with enhancing the existing built and open environment. The Agate Beach area has exciting opportunities as the northern gateway to the City of Newport and the Plan should take a positive view of how those opportunities can be realized.

### **Plan Process**

The Plan preparation started in 1995 with a general neighborhood meeting of residents, business owners and property owners. The purpose of the meeting was to solicit issues from people regarding the future of Agate Beach. From the conversation with the community a number of issues were raised that can be categorized into five general topics. They are transportation, livability and the environment, political considerations, zoning and miscellaneous. A complete list of the issues raised is contained in Appendix A.

At the general meeting people were asked to volunteer to serve on an advisory committee to help in the formulation of this Plan. Some 15 people volunteered and nine chosen to serve on the ad hoc group. The advisory committee met on the first or second Thursday of each month to discuss issues and prepare text. Goals and policies of the Plan.

Once a draft plan was complete, another general neighborhood meeting was held to seek input. From the comments received, the draft was amended as a final draft to be processed

through the City's Planning Commission and then on to the city Council for adoption. Public hearings were held at both the Planning Commission and City Council level for more opportunity to comment on the draft plan. Once the Council adopted the Plan, it was made a part of the Comprehensive Plan. The Plan then became the official guiding document.

## Existing Conditions

### Physical Description

The Agate Beach Neighborhood is defined as that area within the Pacific Ocean on the west, the Urban Growth Boundary (UGB) on the north and east and the Agate Beach Golf Course and N.W. 43rd St. on the south. The total area encompasses about 800 acres or 1.25 square mile. Land within the district is generally rolling ridges punctuated by steep sided ravines. The ravines contain streams some of which are year round and some of which are intermittent. The ocean front is a bluff backed beach with bluffs rising 50 to 150 feet above sea level. In undeveloped parcels, the area is commonly covered with coast type vegetation such as Shore Pine, Sitka Spruce, Douglas Fir, Western Hemlock, Western Red Cedar and Red Alder as the predominant tree species and Vine Maple, Black Cottonwood, willow, blackberry, salmon berry, huckleberry, salal and sword fern comprising the under story. Where development has occurred the native vegetation has been replaced or augmented with typical urban landscaping such as lawns, hedges and decorative trees and shrubs.

### Geology

The Agate Beach Neighborhood is characterized by a geology that is basically the Astoria Formation and Nye Mudstone as a base rock overlain by marine terrace deposits. There are exceptions most notably Yaquina Head and Iron Mountain. Those two features consist of Cape Foulweather Basalt and intrusive basalt, respectively.

The Astoria Formation is described as a moderately resistant sandstone and siltstone that can become unstable where beds are inclined in the same direction as a slope. Bedding plane failure are numerous in the bluffs at the back of the beach. There, wave erosion continually removes the support from the foot of the slopes.

The Nye Mudstone unit consists of moderately resistant clayey siltstone and very fine-grained sandstone that is highly unstable where beds are inclined in the same direction as slope.

The Cape Foulweather Basalt on the other hand, is a hard resistant basaltic lava and well-cemented fragmental basalt that forms headlands. The formation stands in steep cliffs up to elevations of about 100 feet above sea level. Landsliding is generally limited to where underlying rocks have failed.

Finally, the intrusive basalts are hard resistant basaltic rock of a variety of ages that was emplaced as magma filled cracks and fissures in the surrounding rocks. A good example of this formation is Iron Mountain. These rocks are similar to the Cape Foulweather Basalts and share similar characteristics.

Depending on many factors regarding the geologic substrate of an area and a particular lot, development may be appropriate, inappropriate or appropriate if precautions are taken. The problem is identifying those areas and placing suitable controls on development. The first step in constructing a program is a more specific inventory of geologic rock types and surficial features such as slumps and landslides. Such an inventory was complete in November, 1994 by the Oregon Department of Geology and Mineral Industries (DOGAMI). Copies of the maps for the Agate Beach area are attached to this plan as Appendix B.

The report done by DOGAMI should not taken as the final word in geologic hazards and processes. As stated in the report, the geologic hazard maps and erosion rate database are generalized planning, not site-specific analysis. The user of the maps should familiarize themselves with the report accompanying the maps especially the section entitled "Interpretation of Error" in Appendix 1 before using the erosion rate data. The mass-movement hazard areas are places where additional work is needed to investigate the nature of the hazard before development occurs. Lack of a mapped mass-movement hazard does not imply that a slope is stable. Detailed geotechnical analysis of development near the shoreline should be performed prior to issuing building permits. A large erosion rate at an active landslide or slide block does not mean that every year a foot or two of the bluff are lost to erosion. When an erosion episode commences, large masses (>40 feet) of land can break away and slide down slope.

## **Wetlands**

No detailed wetland delineation has been done for the Agate Beach area. However, there is a more general map that was prepared by the Fish and Wildlife Service of the U.S. Department of the Interior. The National Wetland Inventory (NWI) maps were prepared primarily by stereoscopic analysis of high altitude aerial photographs. Wetlands were identified on the photographs based on vegetation, visible hydrology, and geography in accordance with the Classification of Wetlands and Deep water Habitats of the United States. The aerial photographs typically reflect conditions during the specific year and season when they were taken. In addition, there is a margin of error inherent in the use of the aerial photographs. Thus, a detailed on the ground and historical analysis of a single site may result in a revision of the wetland boundaries established through photographic interpretation. In addition, some small wetlands and those obscured by dense forest cover may not be included on the maps.

With that in mind, a copy of the NWI map along with a legend of the map symbols is attached as Appendix C. As can be seen on the maps, the identified wetlands tend to occur in the creeks in the bottom of the ravines. That means the identified wetlands fall, for the most part, under either the riverine or palustrine categories of wetlands. They also incline toward

unconsolidated bottoms and are either seasonally or permanently flooded. There are a couple of exceptions. One is the rocky shore intertidal marine environment at Yaquina Head and the other is the unconsolidated shore intertidal marine environment of the sandy beaches. Both are publicly owned and are not expected to have development that will impact those wetland environments.

As with the geologic maps, the NWI maps are only a starting point for the identification of wetlands. If there is a question of whether or not there are wetlands on a particular piece of property, a delineation conducted by a qualified wetlands expert is encouraged. The City of Newport does not regulate wetlands at this time so permits and questions regarding wetlands should be directed to the Oregon State Division of State Lands or the U.S. Army Corps of Engineers.

## **Other Goal 5 Resources**

### Historic Resources

There are two identified historic and cultural resource sites in the Agate Beach area. The first is the Yaquina Head Lighthouse located on the western tip of Yaquina Head. Constructed by the U.S. Lighthouse service in 1862, this is the second oldest lighthouse on the Oregon Coast and was built to replace the light at the entrance to Yaquina Bay. The Oregon Coastal Zone Management Association (OCZMA) has classified the site as being of natural historic significance, and it is denoted with a Lincoln County Historical Society marker. The site is also listed on the National Register of Historic Places.

The other site is the Ernest Bloch home located off of Woody Way just west of the Agate Beach wayside parking lot. Ernest Bloch, a well-known composer and orchestra conductor, occupied the house from 1941 to 1959. It has been classified as being of historical importance to the nation by the OCZMA, and a bronze plaque mounted on a boulder located at the junction of Yaquina Head Lighthouse Drive and Highway 101 marks the site. Both sites are identified and discussed further in the Comprehensive Plan under Historical and Archaeological Resources. That element also includes the Goal 5 analysis.

### Scenic Views

Although many scenic views exist in Agate Beach, the only one of significance is Yaquina Head. Owned by the U.S. Bureau of Land Management, Yaquina Head has been designated as an Outstanding Natural Area by the U.S. Congress.

### Open Space

The Agate Beach area has many areas that are currently not developed and therefore may be considered open space at this time. However, open space does not refer to any parcel that is vacant. Open space means those areas that are targeted to remain open space. An example, is the

ocean beaches. The beaches are publicly owned and cannot be built upon. Another example of an open space is portions of Yaquina Head. Yaquina Head does have some development on it such as the lighthouse, a man-made, handicap accessible tide pool, a visitor center and the infrastructure to serve those uses. The remainder of the Head is considered open space and will most likely remain so.

The City also owns property that will remain as open space. Appendix D shows where those properties are located. One area is an approximately 25 acre piece along schooner Creek east of Hwy. 101 (more specifically defined as Tax Assessor's Map 10-11-20CA, Tax Lots 100 and 4600). The area is characterized as a stream bottom and the slopes surrounding it. Development is unlikely because of the terrain and the ownership by the City.

Another open space that is owned by the City is a proposed park site located on N.W. 60th St. just west of Hwy. 101 (Tax Assessor's Map 10-11-29BB, Tax Lot 5002). The Parks and Recreation Department has developed a park plan for the site which includes play fields, a basketball/tennis court, public restrooms, picnic tables and benches. Although it will not be totally vacant, the site will be developed for recreational purposes and enjoyment of outdoor activities.

Finally, the City owns property north of N.W. 55th St., south of N.W. 57th St. and west of N.W. Pinery Ave. (Tax Assessor's Map 10-11-30AA, Tax Lots 100 and 200). The property is within a geologically hazardous area and is subject to severe erosional problems. It is doubtful that the property will ever be developed with anything other than trails and stairs to the beach due to its unstable nature.

Another environment that tends to remain as open space are areas subject to flooding. There are one type of identified flood areas within the Agate Beach area. The area that experiences flooding problems from ocean activity is called the velocity or V-zone. The V-zone is where ocean flooding occurs due to wave run up association with storms. Because of the association with the ocean, V-zones only occur along the ocean front. Generally, the V-zone is at an elevation of 31 feet above sea level. However, not many areas in Agate Beach have been specifically mapped and an elevation determined on the Federal Emergency Management Agency maps. The V-zone often corresponds to the sandy beach area or the rocky headlands where development is unlikely to occur. Also, since most of the Agate Beach area is bluff backed, most of the developable land is well above the V-zone elevation. An exception is the Schooner Creek area. Any development in that area will have to address the V-zone regulations contained in the Zoning Ordinance. Basically this means that the lowest habitable floor will have to be at least one foot above the base flood height. Although the V-elevation has not been determined for that section of the coast, a meeting with the Department of Land Conservation and Development and discussions with the Federal Emergency Management Agency conservatively places the V-zone at 31 feet.



Other areas may be dedicated as open space as projects develop. It is difficult to identify those areas specifically at the moment. Past actions has shown that areas that are unsuitable for development such as very steep slopes, wetlands or floodplains end up as open space often in public ownership. Those dedications will have to be assessed as development occurs.

### Mineral and Aggregate Resources

There are no known mineral or aggregate resources within the study area. However, immediately outside the Urban Growth Boundary to the northeast is Iron Mountain, a significant aggregate quarry owned by the Oregon Department of Transportation. A more detailed description and analysis of the resource can be found in the City's Comprehensive Plan.

### Energy Sources

There are not known energy sources within the study area.

### Fish and Wildlife Areas and Habitats

The only identified significant habitat is the cliffs and offshore rocks at Yaquina Head. The Head is owned by the U.S. Bureau of Land management and has been classified as an Outstanding Natural Area subject to the limitations established in the planning documents prepared by the Bureau.

### Coastal Shorelands

Ocean Shorelands are defined as those areas:

1. Subject to ocean flooding and lands within 100 feet of the ocean shore or within 50 feet of an estuary or a coastal lake;
2. Adjacent areas of geologic instability where the geologic instability is related to or will impact a coastal water body;
3. Natural or man-made riparian resources, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;
4. Areas of significant shoreland and wetland biological habitats whose habitat quality is primarily derived from or related to the association with coastal water areas;
5. Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas

appropriate for navigation and port facilities, dredge material disposal and mitigation sites, and areas having characteristics suitable for aquaculture;

6. Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas; and
7. Coastal headlands.

Within the Agate Beach neighborhood, numbers 1, 2, 4, 6 and 7 apply. More specifically, the areas subject to ocean flooding as described in the Open Space subsection of this section, the geologically unstable areas defined in the Geologic subsection, the habitat areas identified in the Fish and Wildlife Areas and Habitats subsection, the areas described in the Scenic Views subsection and Yaquina Head. Yaquina Head is the area containing all of the areas listed except for the areas subject to ocean flooding and the geologically unstable areas. The Coastal shoreland boundaries therefore correspond with those areas.

#### Beaches and Dunes

Because the entire Agate Beach study area is bluff backed beach there are no dunes other than the small dunes that form on the beach due to wind action. The beach area is either owned by the State (basically the wet sand area) or subject to State laws governing sandy areas oceanward of the first vegetation area (the dry sand area). Because of this, the beaches are not an area subject to building activity and will remain open to the public. The only real concern here is existing and potential beachfront protective structures such as seawalls or riprap revetments. As of 1977 there were no identified beachfront protective structures within the study area.

Goal 18 of Oregon's Statewide Planning Goals states that new permits for beachfront protective structures shall be issued only where development existed on January 1, 1977 (see Appendix E). For the purposes of that requirement, development means houses, commercial and industrial buildings and vacant subdivision lots which are physically improved through construction of streets and provision of utilities to the lot. The criteria for review of all shore and beachfront protective structures shall provide that:

1. Visual impacts are minimized;
2. Necessary access to the beach is maintained;
3. Negative impacts on adjacent property are minimized; and
4. Long-term or recurring costs to the public are avoided.

In addition soft approaches to shoreline stabilization such as vegetation management or drainage control are preferred over hard solutions such as seawalls or riprap.

## **EXISTING LAND USE**

The Agate Beach Neighborhood is generally a residential area but large sections of the area are zoned and used for other than residential purposes (see Figure 2 and 3). The land around the Hwy. 101 and 54th St. intersection for example is zoned commercial. The area east of N.E. Avery St. and N.E. 73rd St. is zoned industrial. Also, because of Yaquina Head, many acres of property in Agate Beach is owned and zoned for public use. And finally, the R-4 zone currently conditionally allows a number of uses that are not residential. For example, the zone allows recreational vehicle parks, offices and movie theaters. Because those uses prefer locations on Hwy. 101, the R-4 zoned land on Hwy. 101 tends toward the commercial uses allowed in the R-4 zone rather than the residential zone.

There is also a considerable amount of vacant land especially outside the city limits but within the UGB to the east of the existing city limits. Although that land is vacant and scheduled for development, the property must be looked at in conjunction with the physical constraints outlined in the prior section to ascertain the amount and type of development that will occur. The vacant land is also almost exclusively residentially zoned or designated except for a few acres of industrially zoned land east of N.E. Avery St. off the east end of N.E. 73rd St. There is some vacant commercially designated land east of Hwy. 101 and south of N.E. 50th St.

## **Transportation**

The transportation system in Agate Beach is generally not up to City standards. Appendix D is an inventory of all the streets within the Agate Beach Neighborhood and indicates the development status of those streets. As can be seen by the maps, most of the streets are either gravel or paved without curb, gutters and sidewalks.

Except for Hwy. 101, bicycle facilities are virtually non-existent in Agate Beach. Bicycles are therefore dependent upon the existing street system and must share the roadway with cars. Mass transit is available via the Central Coast Connection along Hwy. 101 as of the date of this writing (April 1996). There is no guarantee that that service will continue into the future. Bus service between Newport and other communities is provided by Greyhound and the Valley Retriever. Greyhound serves communities north and south whereas the Valley Retriever connects Newport with Corvallis 50 miles to the east. Taxis are available to the area. Rail and airline passenger service is not currently available to the City of Newport.

## **Other Utilities**

### Sanitary Sewer and Water

Sanitary sewer and water services are available to most of the developed area within Agate Beach. There is a small area east of Hwy. 101 and north of N.E. 55th St. that does not

currently have sewer service. Sewer and water services are generally extended to new area as development occurs. There is however a need for additional water storage capacity in the area. The City owns a piece of property in the northeast section of the study area that will one day house an above ground water tank probably on the order of one million gallons.

Although sanitary sewer service is still available in sufficient capacity to accommodate growth in the next few years, the City's main sewage treatment plant is near its capacity and design life. The City is in the process of building a new plant in the South Beach area of the city. Once complete, there should be no capacity problems for any anticipated development in the Agate Beach neighborhood.

#### Storm Drainage

Storm drainage facilities are most often, although not always, constructed as streets are brought up to city standards. In fact the definition of a city standard street includes storm drain utilities. Because so many of the streets in Agate Beach are substandard, the storm drains are generally ditches along the roadway edge.

#### Other Utilities

Telephone, electricity, cable television and natural gas are all available to the neighborhood. Capacity and availability are subject to the provision of those services by private carriers. It appears that all those utilities have the capacity and availability to serve all anticipated development. Again, new development is responsible for extending those services as part of the construction process.

# Future Development

## Introduction

As an area develops certain physical, economic and community issues arise and must be considered in the planning stage so that the new development has a positive impact on the neighborhood and the City. Haphazard or ill-conceived development can and often does detract from the quality of life cherished by residents. This does not mean that development will not occur. On the contrary, it is the intent of the land use program set up by the state and implemented by the City of Newport that development will take place within established Urban Growth Boundaries. So it is not a matter of whether development and change occurs but a matter of how. This section addresses how development will occur so that neighborhood and community goals can be attained.

Basically, there will be three types of development in the Agate Beach area. First is residential projects be it single family residences, subdivisions, planned developments, apartments or a mixture. The second is commercial and industrial development. Commercial uses in this category includes restaurants, motels, retail shops, gas stations, theaters and bowling alleys. Although the term industrial has many connotations, industrial development in Agate Beach will tend toward the light industrial uses such as wholesale distribution companies, car service businesses, metal and wood fabrication establishments. Finally, there are the public uses necessary for a totally functional city. These uses include fire stations, schools, libraries, police stations, parks and community buildings.

Of course to serve all those various uses the infrastructure must be in place to serve them. Streets, sewerage, water lines and storm drainage are the common systems provided by the City but other utilities such as telephone, electricity, cable TV and natural gas are also needed to function in a modern society. All those facilities are available in Agate Beach but, as can be seen in the previous section dealing with utilities, the hardware (i.e. the pipes and lines) must be extended and upgraded as development occurs.

## Transportation

Moving people and goods is essential to the everyday life of a city. People need to reach places for work, education, health, care, shopping recreation and entertainment and goods must be moved between the producer and the consumer. An efficient transportation system can widen access to opportunities for local people and assist the local economy. However, the growing demand for mobility is taking its toll on the community and environment. Traffic congestion is increasing. A sustainable transport system must be developed, balancing the needs of the community as well as meeting the travel needs of the whole community.

The City of Newport has developed a general Transportation System Plan (TSP) for the entire community and that document is by reference incorporated into this plan. The TSP however is relatively general and only addresses the major transportation systems citywide. The purpose of this section is to fine tune the TSP and deal with issues specific to the Agate Beach neighborhood. This plan will therefore supplement the TSP.

### Streets

Streets are the most visible of all public utilities. Even if work is done on a water or telephone line more often than not a street will be disrupted. Therefore particular attention must be paid to assure that the street system will be disrupted as little as possible. It must be recognized however that streets will be disrupted regardless of how careful one plans. Utilities must be worked on, traffic accidents do occur and storms do topple trees across streets.

The idea of a street system is to minimize the disturbance by providing alternative routes. In essence the idea is to construct a network of streets so that most people have more than one route into and out of an area. The network should also consist of a hierarchy of streets starting at the local or residential street and working up to collectors then arterials. A network should also focus lower streets in the hierarchy into streets higher up in the hierarchy at key intersections. Unlimited access onto major streets only exacerbates congestion and lowers the ability of the street to handle traffic.

For the Agate Beach neighborhood, there is only one true arterial and that is Hwy. 101. The street bisects the area north and south almost in the middle. Hwy. 101 serves as the major connection between Agate Beach and the rest of the city and county. There are no alternative routes between Agate Beach and the City center. Therefore everyone who lives or works in Agate Beach must use Hwy. 101 if they wish to visit the rest of the City. Of primary importance therefore is an alternative route to the City Center. It is important to remember that the alternative route is not a bypass to the City of Newport. The terrain that the route goes through is very steep in places so the road must follow a circuitous way. The street will also be very steep in places sometimes reaching 15% to 16% grade. This is not conducive to a true bypass. The proposed route is therefore an alternative route to Hwy. 101 for locals.

The TSP does have a plan for that alternative route but no specific route is indicated. The City Engineering Department has commissioned a study however to come up with a more particular route for the route. It has been completed and adopted by the City Council. Development that occurs along that route should provide the necessary right-of-way and, if the proposal involves a land use action, a condition can be attached to actually construct a section of the route.

The TSP also envisions traffic control lights at three locations in the Agate Beach area. All the lights are on Hwy. 101 so new lights will have to meet state approved signal warrants prior to installation. The first is at 73rd St. There is a potential for a considerable amount of

growth in the immediate vicinity because of the industrial zoning. There is also an opportunity to limit access on some other streets and funnel traffic (i.e. those turning left onto Hwy. 101) to the light at 73rd St. The second light is at 60th St. Again there is a potential for a considerable amount of development, especially to the east, and an ability to focus traffic to the light and limit other accesses. Finally there is 52nd St. This is the street that serves the Yaquina Head Outstanding Natural Area that receives 400,000 visitors a year. As with the other signals, this street has a potential to serve a large area. It is also possible that N.E. 52nd St. will extend to the alternative route discussed above. The intersection could therefore become a major one.

A concern raised by the neighborhood was the increased use of some local streets by tourists and surfers for access to the beach. This caused some problems in that local residents were being inundated with cars, people and litter. The problem appears to stem from when the northern entrance to the public parking lot next to Highway 101 was closed when the furniture store was built. A solution of opening that northern entrance has been suggested. The only issue is how to do it. Some proposals were suggested that need further analysis before a definitive plan can be formulated. The intent is to therefore work on the idea and come up with a workable plan.

There are other improvements needed in the Agate Beach area to provide the network needed to adequately satisfy traffic needs. The TSP has a more complete list of some of those improvements.

### Bicycle and Pedestrian Ways

People do not need to use their private automobile for in all occasions. Some people cannot use an automobile in any occasion (such as people under 16 and those unable to drive due to age or disability). Those people need an alternative to the automobile. Two alternatives are bicycles and pedestrian ways.

As with cars, the only way to walk or ride a bike to the main part of the City from Agate Beach is on Hwy. 101. That arterial is heavily trafficked so conflicts between the motoring public and the bicycling/walking public are great. There is a wide shoulder on Hwy. 101 so room does exist for both users but it would be better if the biking/walking path were separate. Luckily the Hwy. 101 right-of-way is wide enough to provide for a number of alternative bike/pedestrian paths or trails to serve that segment of the public. One alternative would be to provide a completely separate two-way path on the west side of Hwy. 101 near its western right-of-way line. Another alternative would be to provide a bike lane on the outsides of the traveling lanes and sidewalks outside of that. Of course a third alternative would be to leave the highway the way it is. The preferred improvement is the path separated along the western edge of the Hwy. 101 right-of-way. The City will need to coordinate with the Oregon Department of Transportation on the provision of that facility. It is unknown at this time how the project will be funded.

Other bicycle and pedestrian improvements were identified by the Steering Committee to serve Agate Beach. Those projects are:

1. Widen N.W. and N.E. 52nd St. (access to the Yaquina Head Outstanding Area) to provide a bike lane and sidewalks.
2. Sidewalks and bikeways on N.W. 58th and N.W. Biggs to access the proposed park on N.W. 60th St. Those same improvements should also be made along N.W. 60th St. from Hwy. 101 to Biggs and from N.E. 57th St. along the new road making the connection to N.E. 60th then along N.E. 60th to Hwy. 101.
3. Improving a beach access off of N.W. 58th St. and N.W. 60th St. Large investments should not be made here however because of the instability of the land.
4. Bikeways should be properly signed.
5. The access from North Beach Subdivision to N.W. 68th St. should be improved.
6. All new development should have sidewalks.
7. The alternative north/south route on the east side of Hwy. 101 that connects Agate Beach with Newport proper should have a bicycle path, lane or way.
8. All signalized intersections should have pedestrian crossing and lights.

#### Mass Transit

Mass transit is covered in the City's TSP. Please refer to that document for further discussion.

#### **Sanitary Sewer, Storm Sewer and Water**

The City has prepared master plans for all the utilities controlled by the City. By reference those master plans are incorporated herein. The biggest project is the development of a water storage tank on property owned by the City east of the present terminus of N.E. 71st. That tank is necessary to provide adequate pressure and fire protection especially for property above 180 feet elevation. Currently the City has a number of pump stations that serve those properties. Those pump stations can be phased out once the new tank is built.

#### **Parks**



There is a considerable amount of publicly owned land in the Agate Beach area. Most of that land however is land that mostly undevelopable for active park uses so it will generally be used as open space. Some of the public property can be used for access to the beach such as off the end of N.W. 58th and N.W. 60th St. Other land, most notably the Yaquina Head Outstanding Area provides the general population with an exceptional educational and recreational facility especially with the addition of the interpretative center. Again however this is not an area that provides the public with active play areas.

The Agate Beach area does not have any community play fields, play equipment or courts. That will change however in the summer of 1996. The City's Parks and Recreation Department has the funds to build a small neighborhood park on the City owned property at the corner of N.W. 60th St. and N.W. Biggs St. The park has also been designed. The design work was done by a group of citizens from the neighborhood in a number of workshops conducted by the Parks and Recreation Department. The plan includes some play fields, a tennis/basketball court, benches, picnic tables and a restroom.

Other park land is needed in the Agate Beach neighborhood. One possible site is the land owned by the City and scheduled for the new water storage tank. There is enough room for both uses but there is currently a very deep, water filled decommissioned rock quarry on a large portion of the property. That quarry would have to be filled and leveled in order to construct any park facilities. That project has been discussed but no formal plans have been formulated. That option should be looked at further.

## **New Development**

As can be seen in the first part of this document, the Agate Beach area is characterized by a number of environmental constraints such as geologically unstable land, wetlands, steep sided canyons and floodplains. Those constraints must be considered when a development, be it small or large, is proposed. Of course, the larger the development the more likely there will be more constraints present. And some small developments will have no concerns at all. The goal is to identify the constraints prior to approval for land development and incorporate sensitive land into the development rather than force development into the sensitive land.

New development should also fit in with the character of the neighborhood in which is being located. Care should be taken to blend building facades, lighting, signing, streets, sidewalks and other physical attributes into the site and take into consideration the development next door. This is especially true of commercial and industrial development.

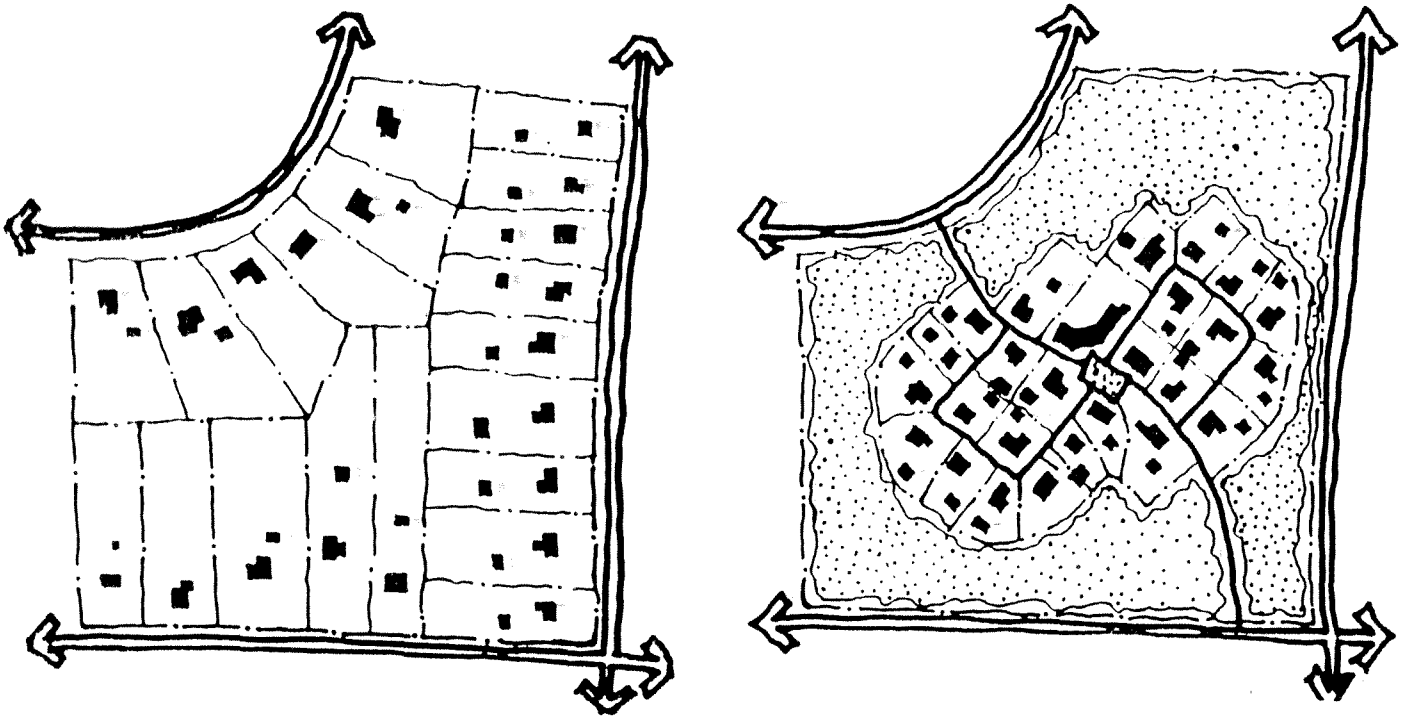
### Residential development

New housing development can be a single house on a single lot, a 100-lot subdivision or a four unit apartment complex. It is difficult to anticipate how and when residential property will develop especially considering that the residentially zoned property has the most physical

constraints. Those constraints must be considered in the design of a project however to assure that new housing is safe and aesthetically pleasing.

New development should therefore follow a process that first identifies physical limitations. After the limits have been defined, then the net developable area can be defined. Development should be limited to that area. However, one cannot just subtract the difficult land and use the available land as if it were the gross acreage. For example, if a one acre tract is limited to ten units per acre but, because of physical problems, the developable portion of the property is only one-half acre. This should not mean that the remaining one-half acre should only be allowed five units. The overall density should remain as close to the allowable density as possible to reduce costs per unit and urban sprawl. Consequently, the one-half acre should still be allowed the ten units. The actual design of the units should take the reduced area into consideration so that things such as privacy, light and air are incorporated into the design even though the apparent density is twice as high. Examples of how this can be done are illustrated in Figure 4.

Figure 4



Housing development should also integrate the general transportation systems, sewer, water and other infrastructure outlined in the City's Transportation System Plan (TSP), Master

Sewer Plan, Master Water Plan and other master plans adopted by the City. Items such as streets, sidewalks, bicycle ways, and sewer and water lines should be incorporated into the design of subdivisions and planned developments. Since the various master plans do not specifically identify routes for the respective facility, it is not the intent to know exactly where those facilities will go, however those facilities should follow the routes outlined in the plans as closely as possible. It shall be the responsibility of the applicant of a development to demonstrate that a planned public facility has been accommodated.

### Commercial and Industrial Development

As with housing, new commercial and industrial development should analyze a site prior to development to ascertain the physical limits present on the site. Also as with the housing, the developer can transfer as much development rights as possible to the net area for development.

The main issue regarding commercial and industrial development is appearance. Because commercial and industrial development tend to locate along major thoroughfares they are often the first and only contact visitors have with the City. This first impression can be positive or negative based largely on the aesthetic quality of the development. A positive first impression can mean positive results for the City especially since Newport relies so heavily on the tourist industry. It is therefore important that new development consider aesthetic quality as well in the design phase.

Broad urban design principles should ensure that development is well designed and either complements or enhances the surrounding environment. In considering development the City should assess the scale, density, height, massing, and layout used in development to ensure good quality design.

Scale can be used to demonstrate importance and achieve harmony or variety. For example, people tend to have a protective attitude toward small objects and be in awe of large scale ones. Building height is important. If for example, a building is too high a feeling of oppression may result. If it is too low, a feeling of exposure or insecurity may develop. The physical bulk or mass of a building, together with routes and spaces and the way these relate to each other are also important considerations of design. Color can be used to create patterns and produce variety, contrast or harmony. Materials can be used to create differences in texture, color and pattern.

Signing, landscaping and the orientation of buildings can also give a sense of place and improve the aesthetic quality of an area. Buildings should be presented to the public rather than parking lots. Signs should not dominate the streetscape. Signs should be geared to the audience they are trying to attract rather than compete with signs next door. Landscaping should be used to present a pleasing frontage and in parking lots to breakup large areas of asphalt.

## Conclusion

The Agate Beach Neighborhood is a dynamic area that will experience considerable change over the next few years. Change will happen and it is important that that change will be an asset to the neighborhood and community as a whole. It is not the intent to limit growth but it is the goal to guide growth so that the future functioning and appearance of Agate Beach will be better.

To accomplish that end, people need to consider the special qualities that characterize Agate Beach. There are many areas that are simply too steep, unstable or important to have any development. Other areas are well suited for construction and they should be encouraged to do so. It is very important that developers, home builders and City departments understand the advantages as well as the limitations that Agate Beach has to offer. It is not acceptable to simply ignore those issues.

## Goals and Policies

**Goal 1: To foster a sustainable urban living environment and to seek the maintenance and improvement of the character of the neighborhood for its people.**

Policy 1: The Agate Beach neighborhood is characterized by a number of natural constraints to development. These include coastal erosion, landslide areas, wetlands and oversteepened topography. New development needs to consider those natural constraints in the planning of projects.

Policy 2: Where feasible, development may transfer development rights that are not constrained by natural or artificial limitations.

**Goal 2: The built environment will consider their compatibility with the neighborhood and strive to improve it.**

Policy 1: New development should consider aesthetics in their plans. Site layout, landscaping and signing should complement the neighborhood.

Policy 2: New development, i.e. commercial and industrial development, should not be defined by their parking lot. Buildings and landscaping should be the primary presentation to the street, where possible.

Policy 3: A system of incentives to encourage these goals and policies should be investigated.

**Goal 3: Further the various infrastructure plans developed and adopted by the City by requiring developers to comply to the greatest extent possible with those plans.**

Policy 1: Development approval shall be contingent upon compliance with adopted infrastructure plans including sewer, water, storm drainage and streets.

Policy 2: Developers who wish to not comply with the plans or wish to provide a design that is different than but still implements the adopted plan may do so only if a finding is made that the overall system plan will not be compromised. It shall be the burden of the developer to demonstrate such a finding.

## **Appendix A**

### **Issues by Category**

#### **Agate Beach Neighborhood Meeting**

##### Transportation:

1. Street improvements including paving, storm drains, sidewalks and lighting
2. Traffic control, i.e. on Hwy. 101
3. Hwy. 101 maintenance
4. Right-of-way boundaries
5. Turning lanes at Hwy. 101 and 73rd St.
6. Bikeways, i.e. on Hwy. 101
7. Speed control on Hwy. 101
8. Impacts of Hwy. 101 improvements on the neighborhood
9. N.E. 54th St. and Hwy. 101 intersection
10. Entrance to the theater
11. Pedestrian ways
12. R. V. park access onto N.W. 60th St.

##### Livability/Environment:

1. Parks
2. Geology, i.e. the oceanfront
3. Crime/police protection
4. Aesthetics/design concerns
5. Vegetation/landscaping concerns
6. Fire/station/fire protection
7. Spraying
8. Beach access/parking/litter/restrooms
9. Scenic resources
10. Goal 5 resources

##### Political:

1. Cost
2. Conflicts between land users
3. Property rights
4. Allocation of costs/who pays?
5. Equity
6. Taxes
7. How, what, where, who on implementation of the plan

Zoning:

1. Residential density
2. Zoning
3. Residential vs. Commercial development
4. Overuse of conditional use to get more commercial

Miscellaneous:

1. Better cooperation between City and state agencies, i.e. ODOT
2. Coordination with BLM plans
3. Warning system for natural disasters

# **Appendix B**

## **Geologic Hazard Maps Agate Beach Neighborhood**



EXPLANATION OF MAP UNITS




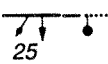





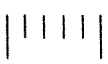
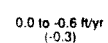


Mass Movement Hazards

PHs	Prehistoric complex landslide
PHb	Prehistoric slide block or slump
PH	Prehistoric rock or soil flow
PAIs	Potentially active complex landslide
PAb	Potentially active slide block or slump
Als	Active complex landslide
Ab	Active slide block or slump

Shoreline Geology

Fill	Artificial fill
Qal	Alluvium
S	Vegetated dune sand
S + Qal	Dune-covered alluvium
Qc	Colluvium
Qmt	Marine terrace deposits
Tmcf	Cape Foulweather Basalt
Tmwc	Sandstone of Whale Cove
Tmdb	Depoe Bay Basalt
Tma	Astoria Formation
Tmn	Nye Mudstone
Toym	Yaquina Formation (mudstone)
Toys	Yaquina Formation (sandstone)
Tech	Basalt of Cascade Head
Ten	Nestucca Formation
Tib	Intrusive basalt

MAP SYMBOLS

-  Contact -- Approximately located contact between formations or areas of differing type or age of mass movement
-  Contact between areas of mass movement and other areas -- Approximately located. Outlines a general area of mass movement of one or several ages and types
-  Zone of particularly active landslides and slide blocks -- Area vulnerable to episodic loss of large amounts (>40 feet) of headwall in back of landslides or slide blocks
-  Fault zones -- Arrow showing dip; bar and ball on downthrown side; dashed where approximate; dotted where concealed; diamond-headed arrow showing rake; vertical offset of marine terrace in feet in parentheses
-  Boundary of slide block within larger slide block -- Approximately located; bar and square on downthrown side
-  Rock fall hazard -- Areas of major rock fall hazard at high-use beaches
-  (Qmt) Rock unit label within a prehistoric slide block or slump -- Parentheses differentiate formation labels within a prehistoric slide block from the mass movement label PHb
-  [Toys] Rock unit label for unit making up less than 3 ft of the sea cliff -- Brackets are utilized to indicate that the rock unit has little control on sea cliff erosion
-  ? Uncertainty -- Question mark used to indicate uncertainty about a mass movement label because the area was examined only by aerial photo analysis or had ambiguous field information
-  Erosion rate transects -- Points where shoreline erosion rates were examined for entry into the database of Open-File Report O-94-11; spacing on straight shorelines is about 150 feet; every tenth is labeled for reference to the database.
-  0.0 to -0.6 ft/yr (-0.3) Generalized erosion rates -- Feet per year of erosion (negative sign = erosion); mean is in parentheses; range separated by a small arrow; applicable to the shoreline segment marked by the arrows perpendicular to the shoreline.
-  Shoreline protection structures -- Sea walls or riprap
-  25 / Strike and dip of bedding

\* Oregon Department of Geology and Mineral Industries Open-File Report O-94-11 should be utilized with this map to provide detailed information on the hazard mapping techniques and appropriate use of the information. Data fields summarizing erosion rates, geologic data, and mass movement hazards at each transect are listed in a digital database included with Open-File Report O-94-11.

Erosion rates estimated from data in Open-File Report O-94-11

Mapping of geology and mass movement hazards by George R. Priest, Oregon Department of Geology and Mineral Industries

Reviewed by P.D. Komar and J.W. Good, Oregon State University; J.J. Marra, Shoreland Solutions; E. Toby, Oregon Department of Land Conservation and Development

Field work conducted 1991 through 1993

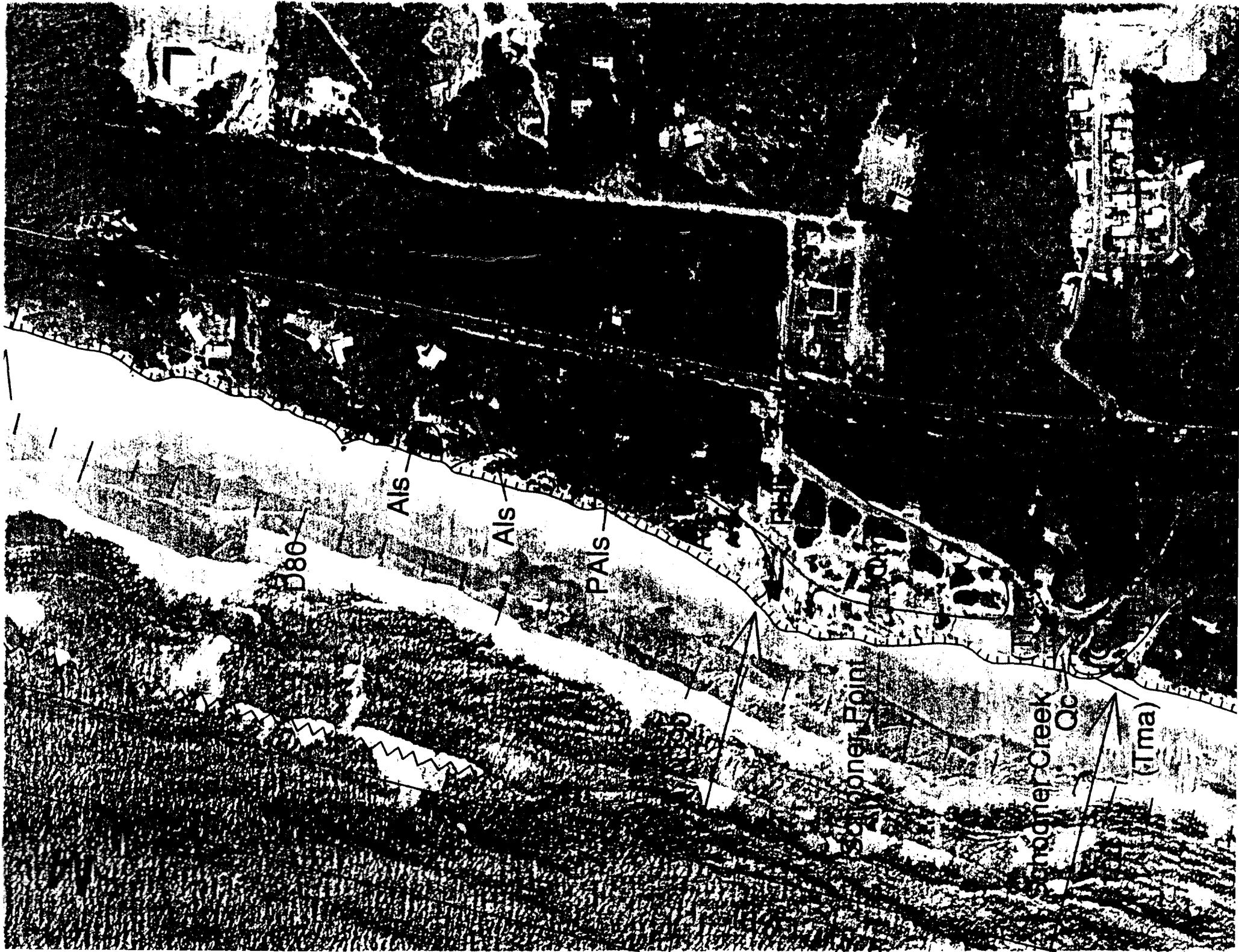
Cartography by Mark Neuhaus

Scale 1:4800

Horizontal datum: 1983 North American Datum

Base map is a 1993 orthophotograph; photography was produced from a positionally controlled flight in the late summer of 1993; the flight was conducted by Spencer B. Gross, Inc. in cooperation with Bergman Photographic Services, both of Portland, Oregon.

This study was supported by the Oregon Department of Geology and Mineral Industries, Federal Emergency Management Agency Cooperative Agreement EMW-91-K-3578, and the Oregon Department of Land Conservation and Development utilizing support by the Coastal Zone Management 309 Program of the National Oceanographic and Atmospheric Administration.



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AIS

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Schomner Point

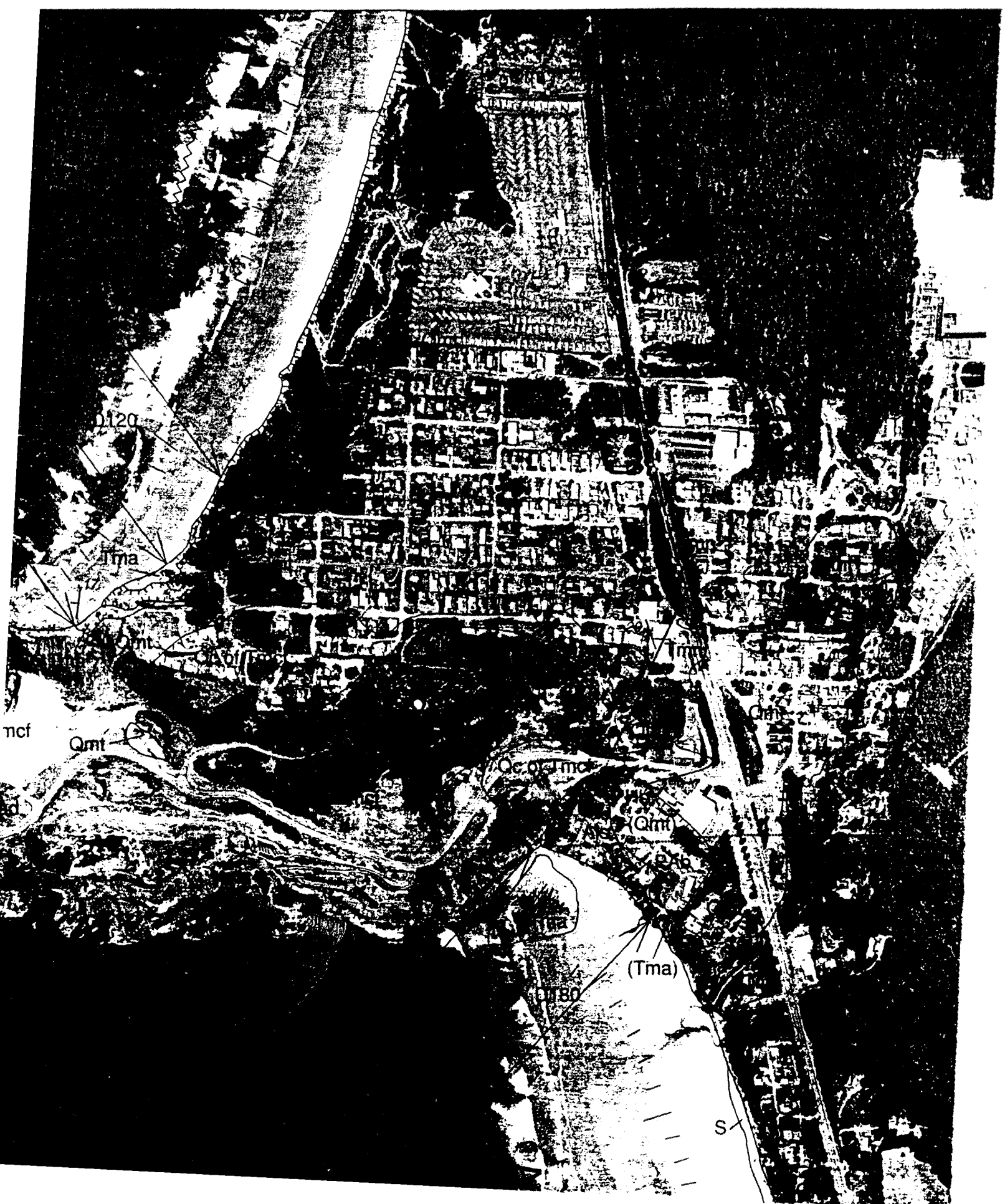
Schomner Creek

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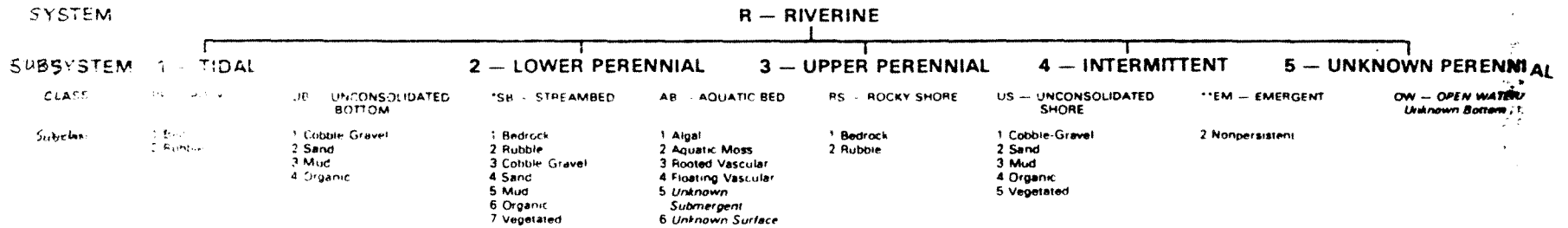
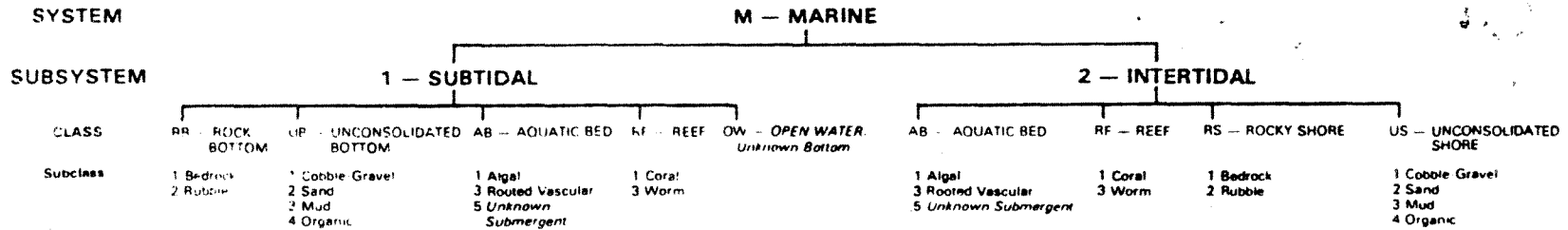
# Chronic Geologic Hazard Map of the ~~MUGUAC~~ Coastal Lincoln County, Or

ries

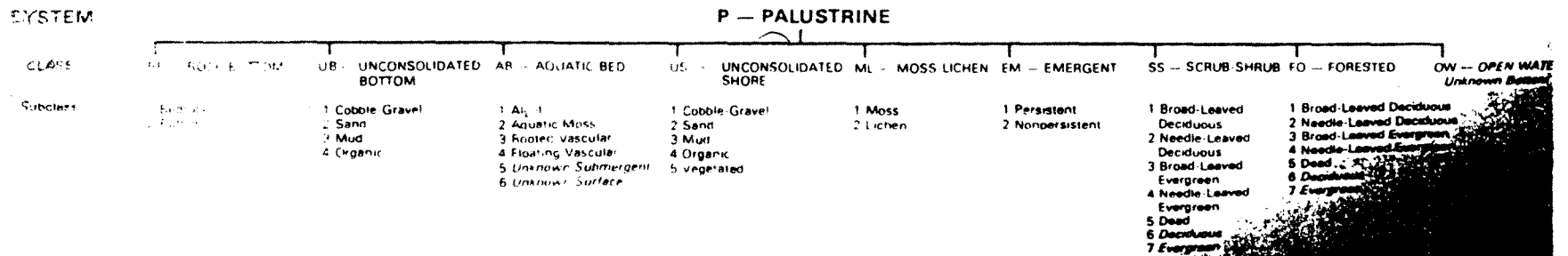


# **Appendix C**

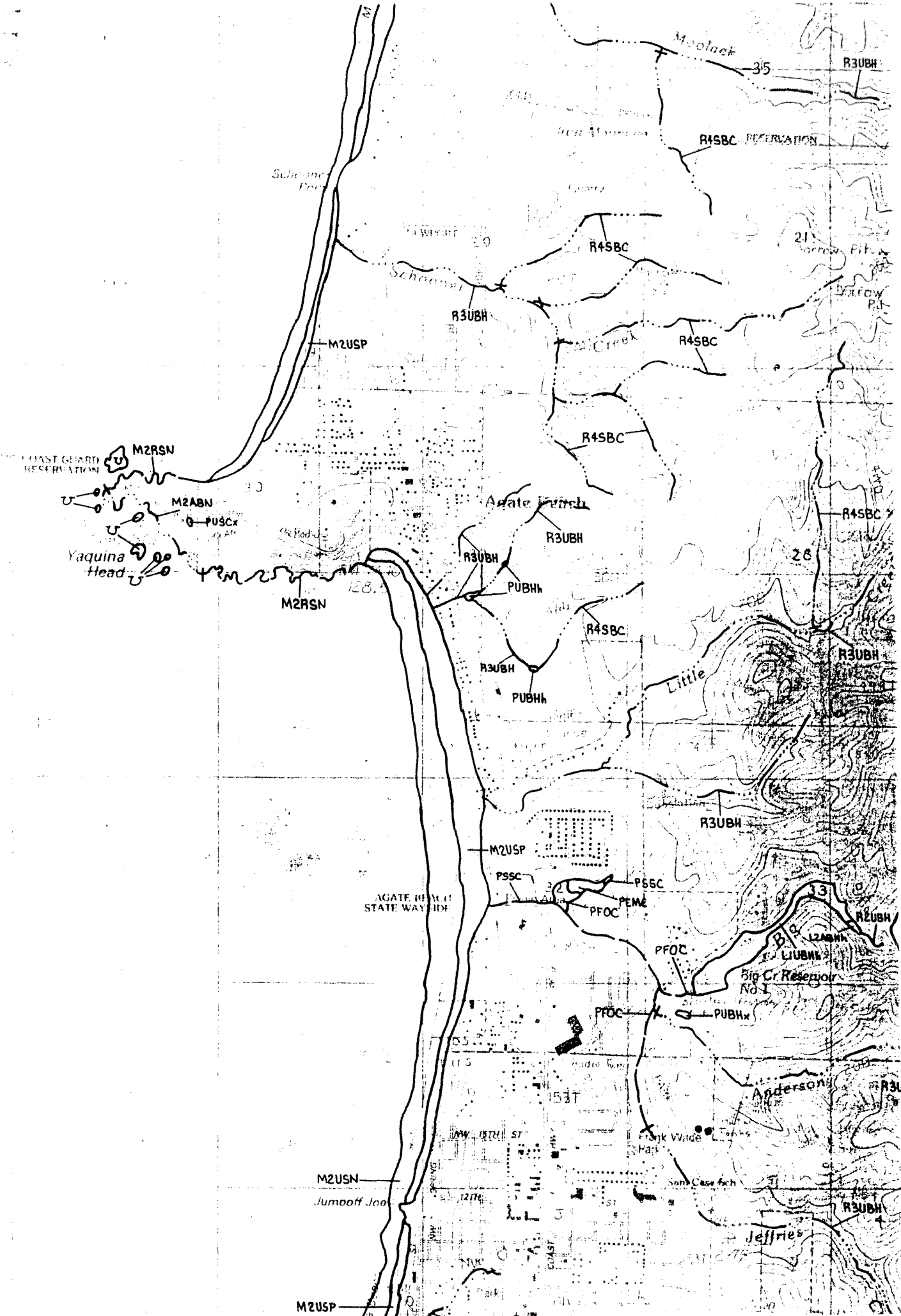
## **National Wetland Inventory Maps for the Agate Beach Neighborhood**



STREAMBED is limited to TIDAL and INTERMITTENT SUBSYSTEMS and comprises the only CLASS in the INTERMITTENT SUBSYSTEM  
EMERGENT is limited to TIDAL and LOWER PERENNIAL SUBSYSTEMS. The remaining CLASSES are found in all SUBSYSTEMS

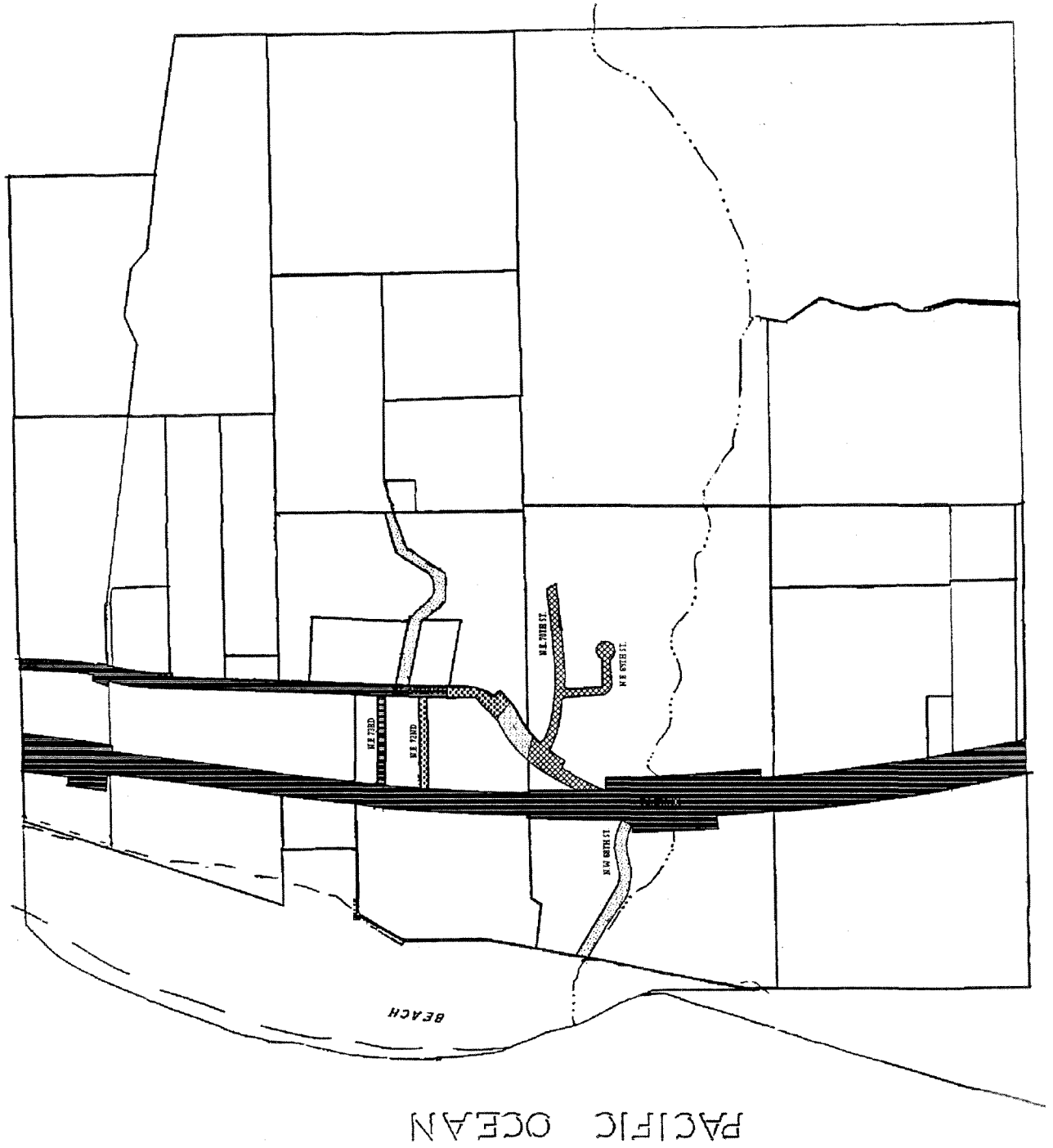
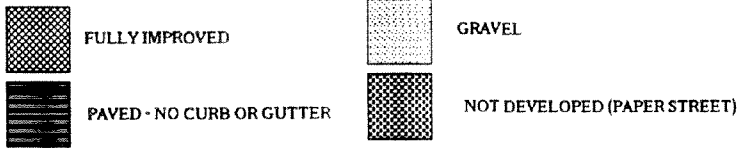


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




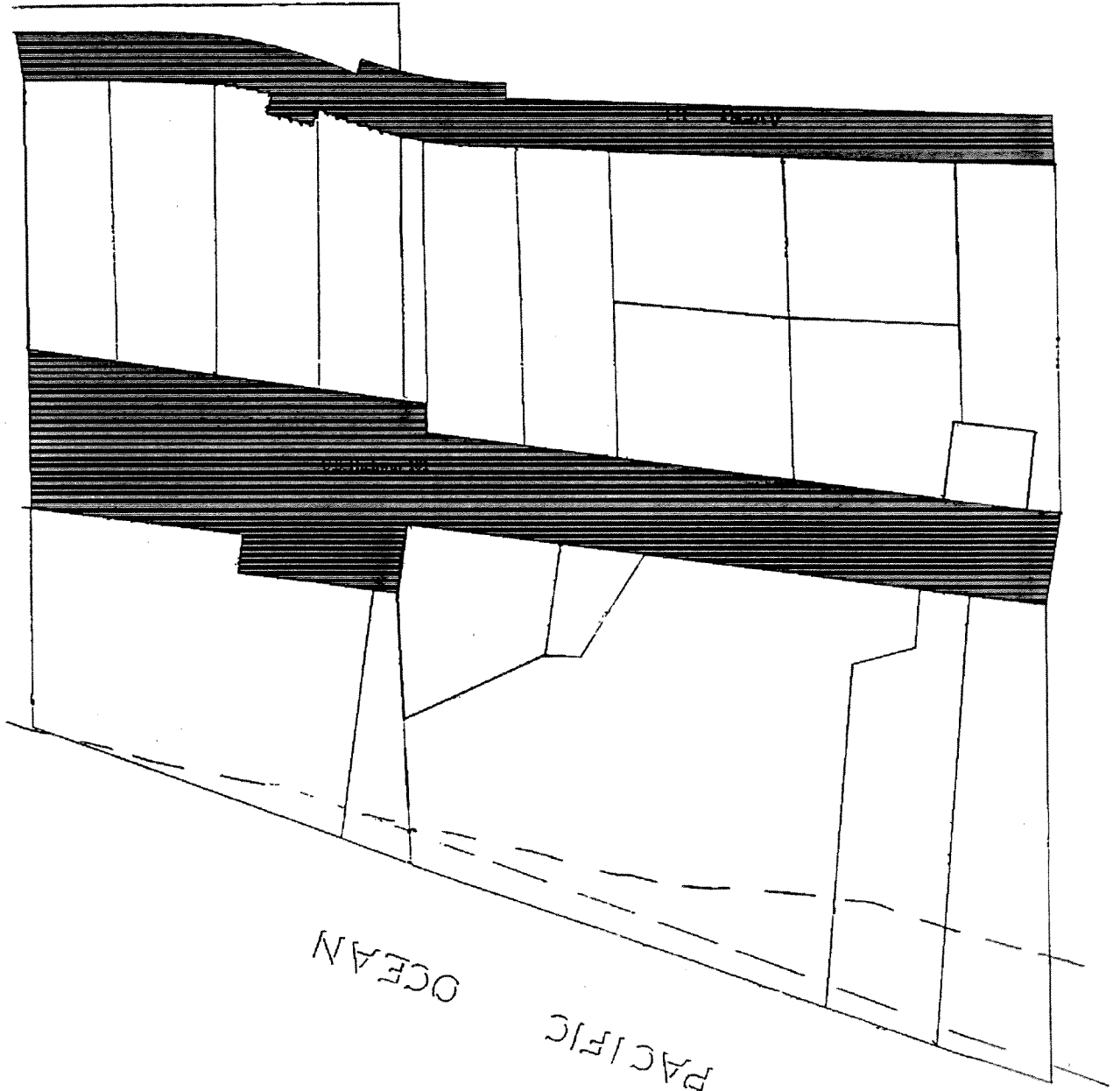
# **Appendix D**

## **Street Inventory Agate Beach Neighborhood**










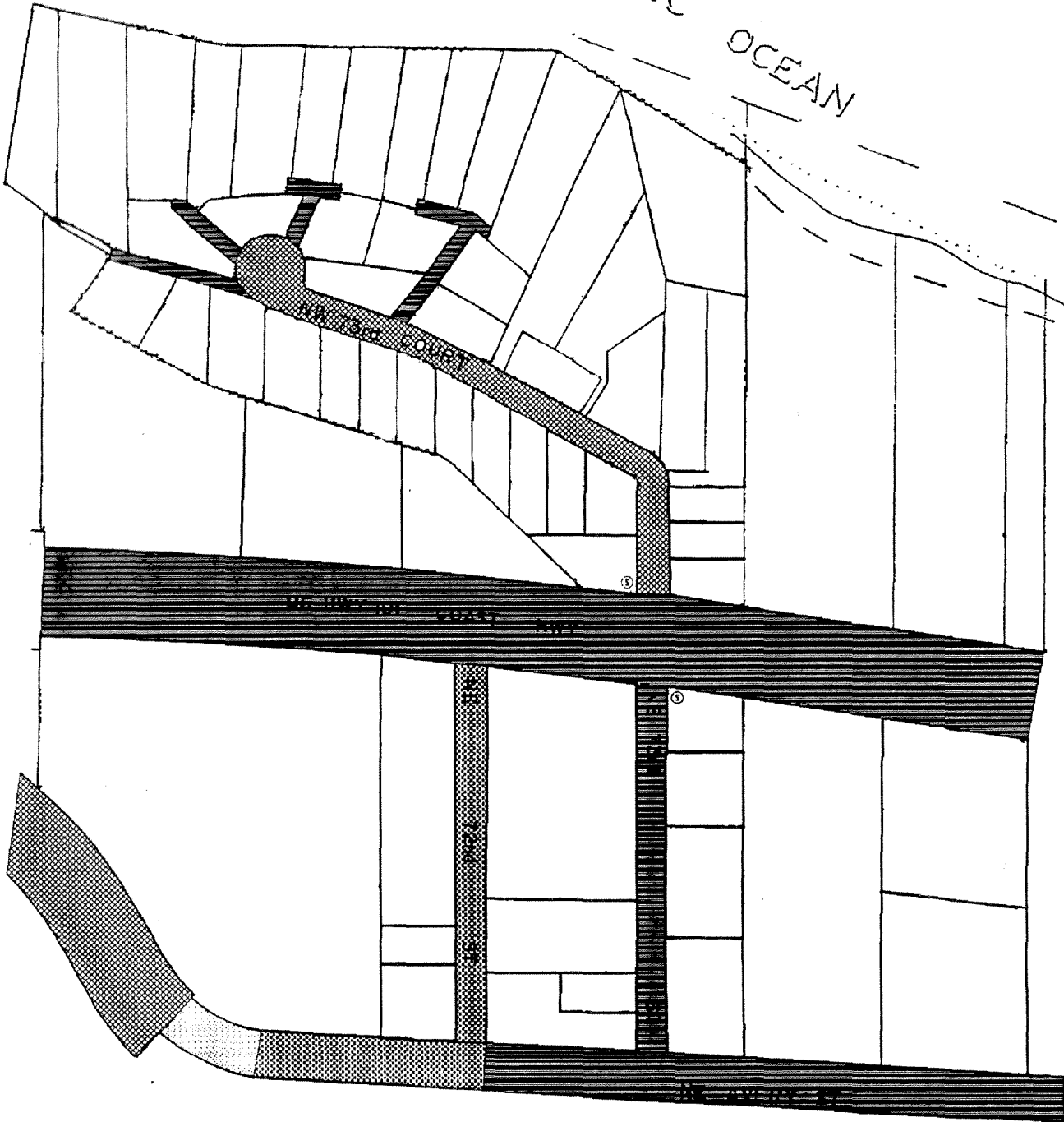
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-  Paved - No curb or Gutter
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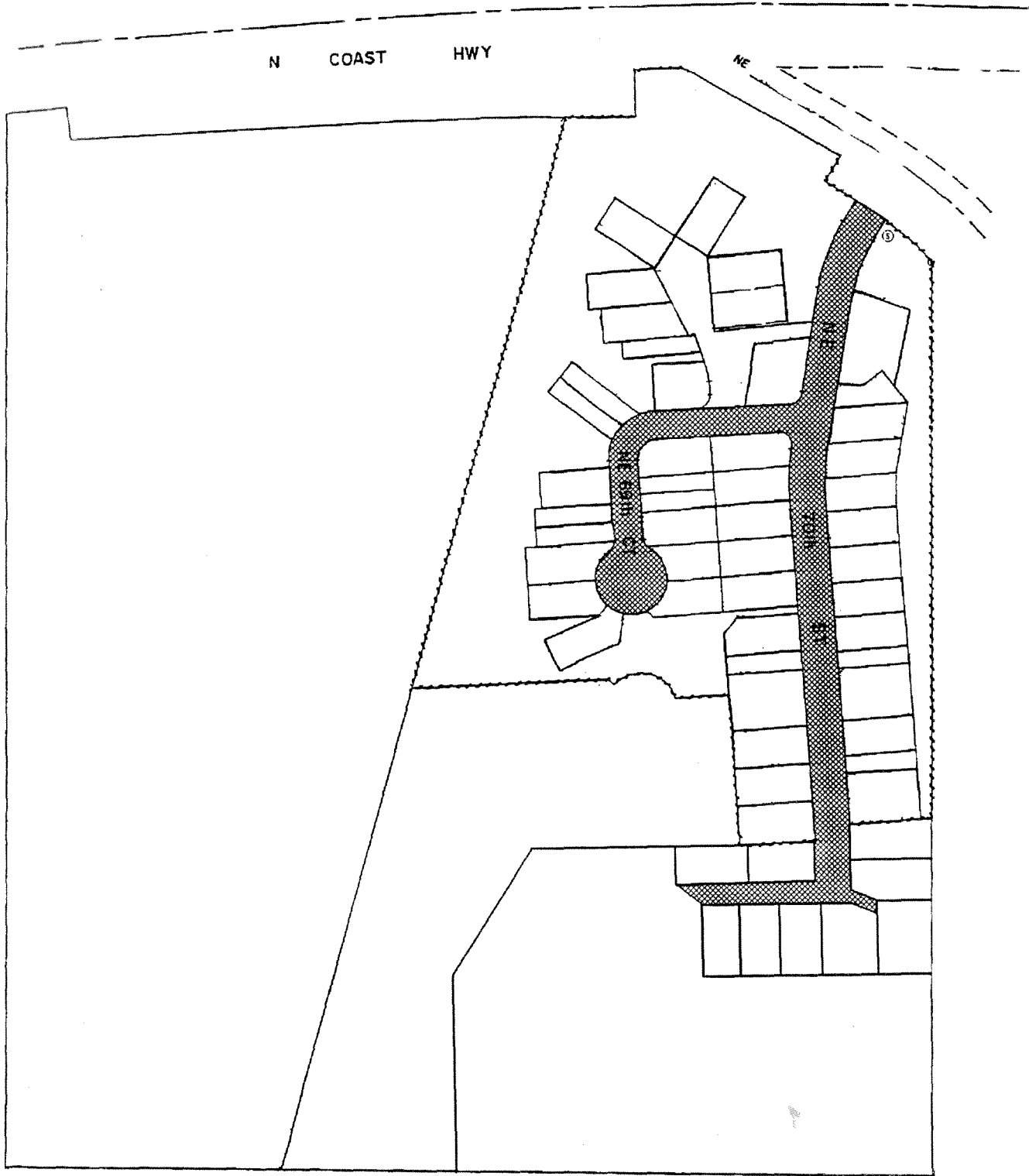
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PACIFIC OCEAN








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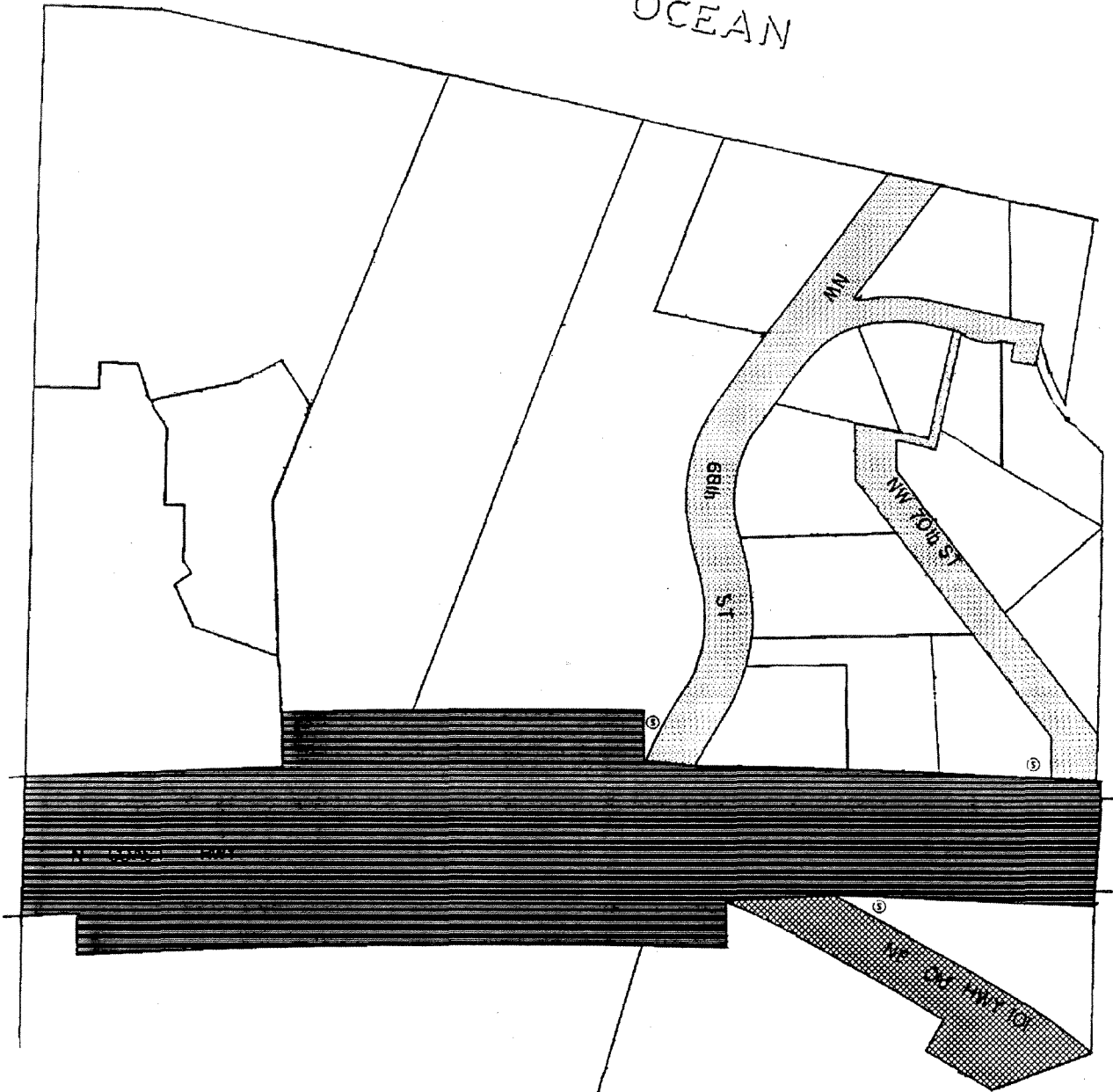







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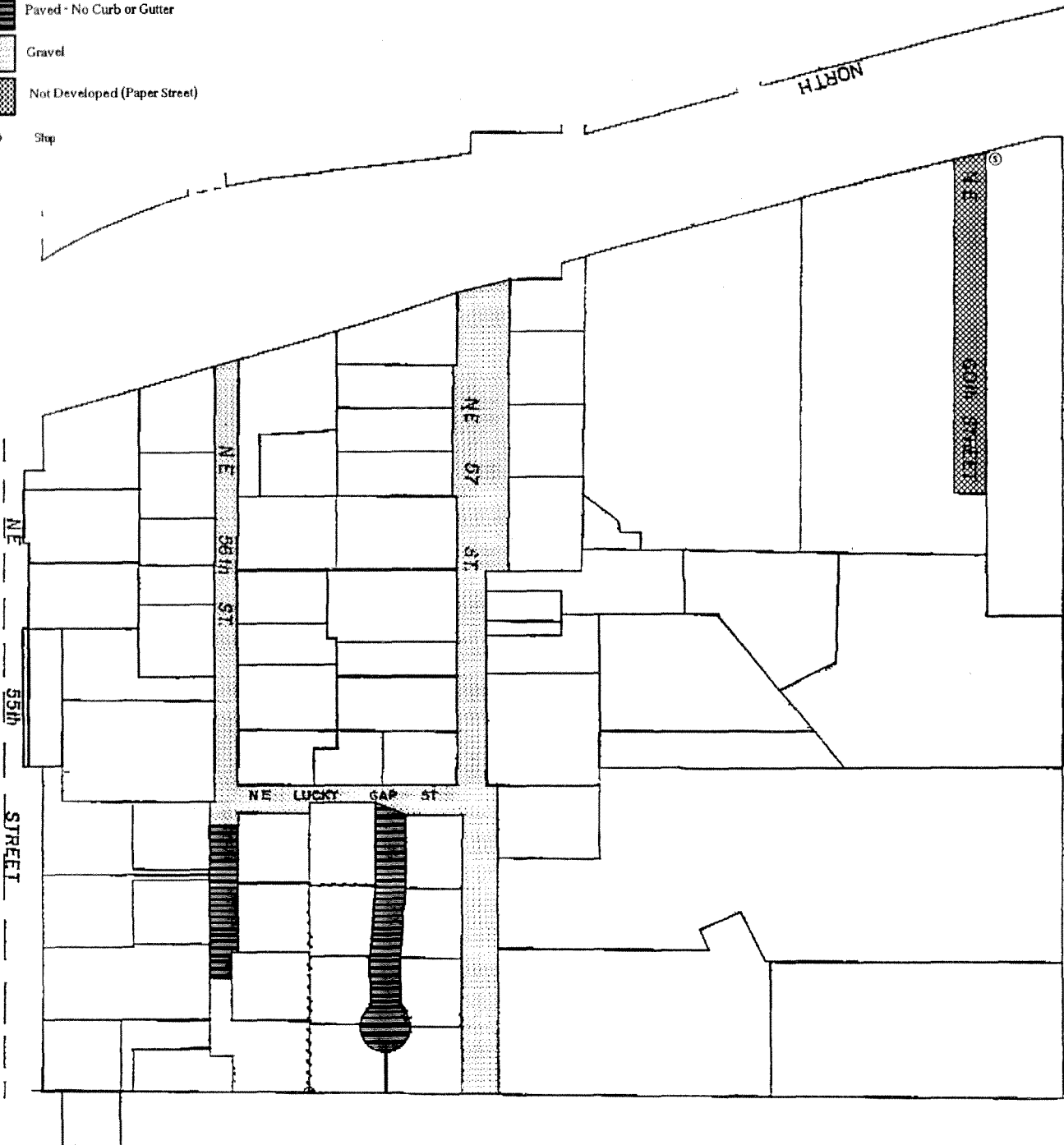
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






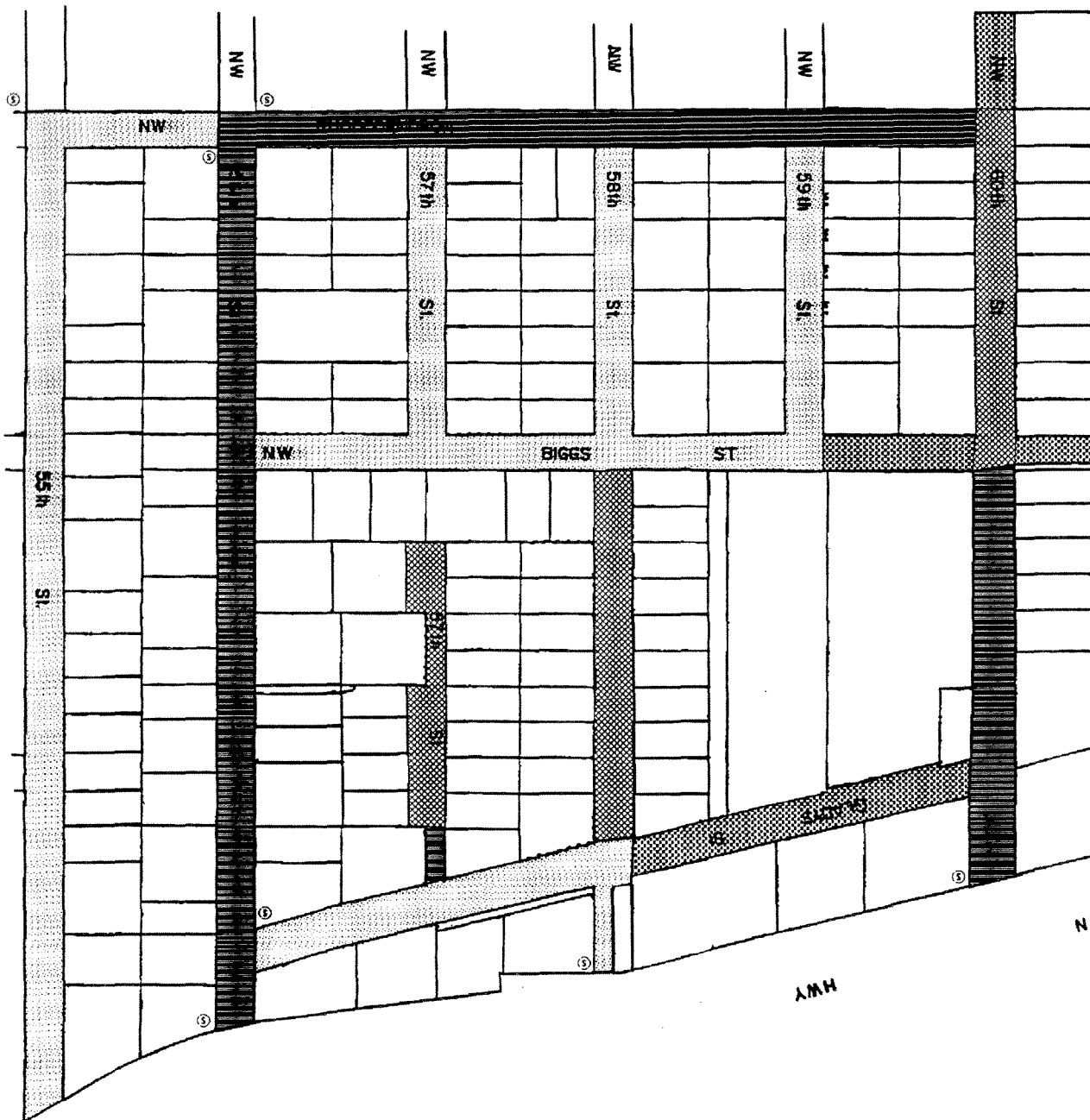
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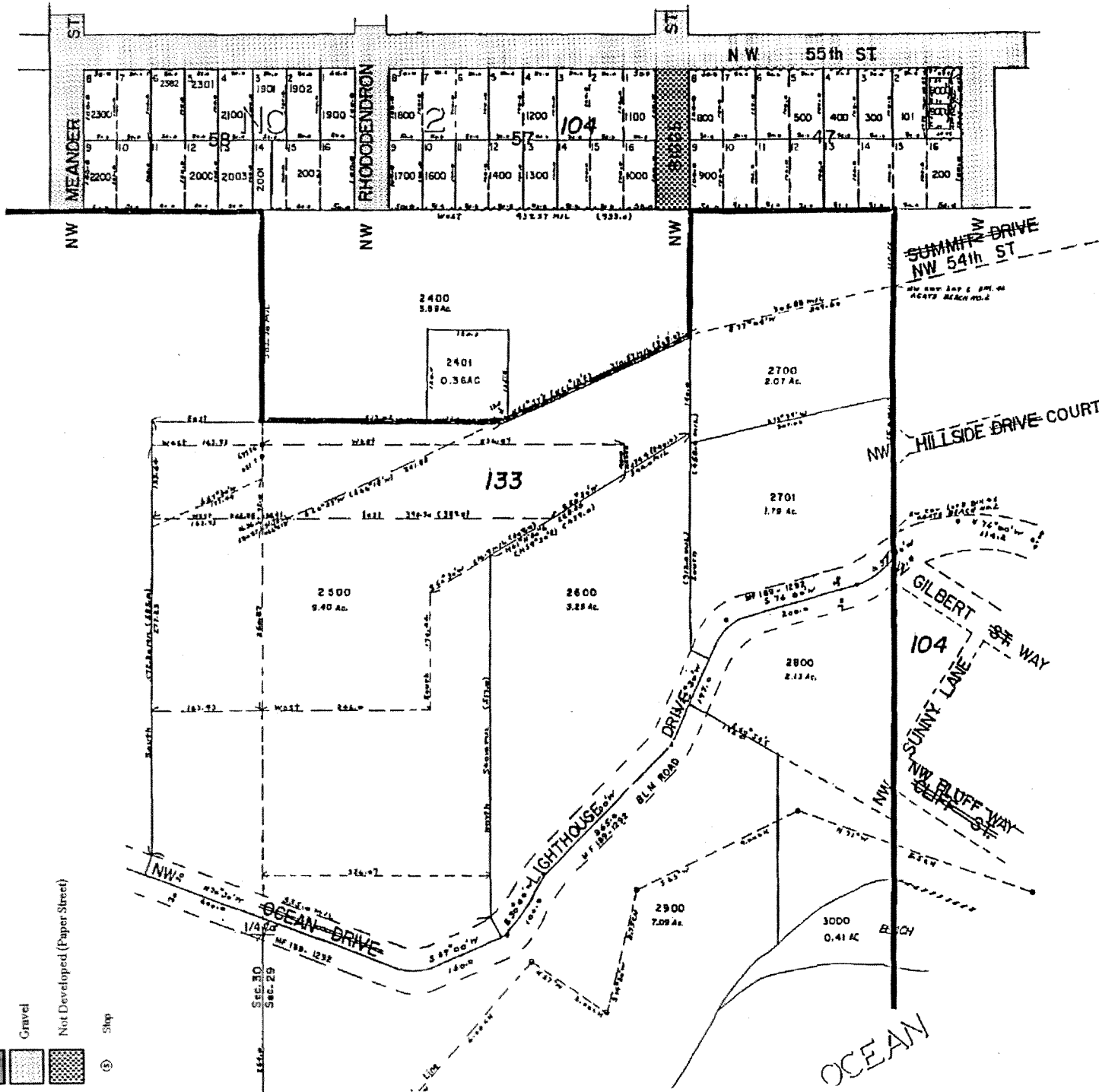


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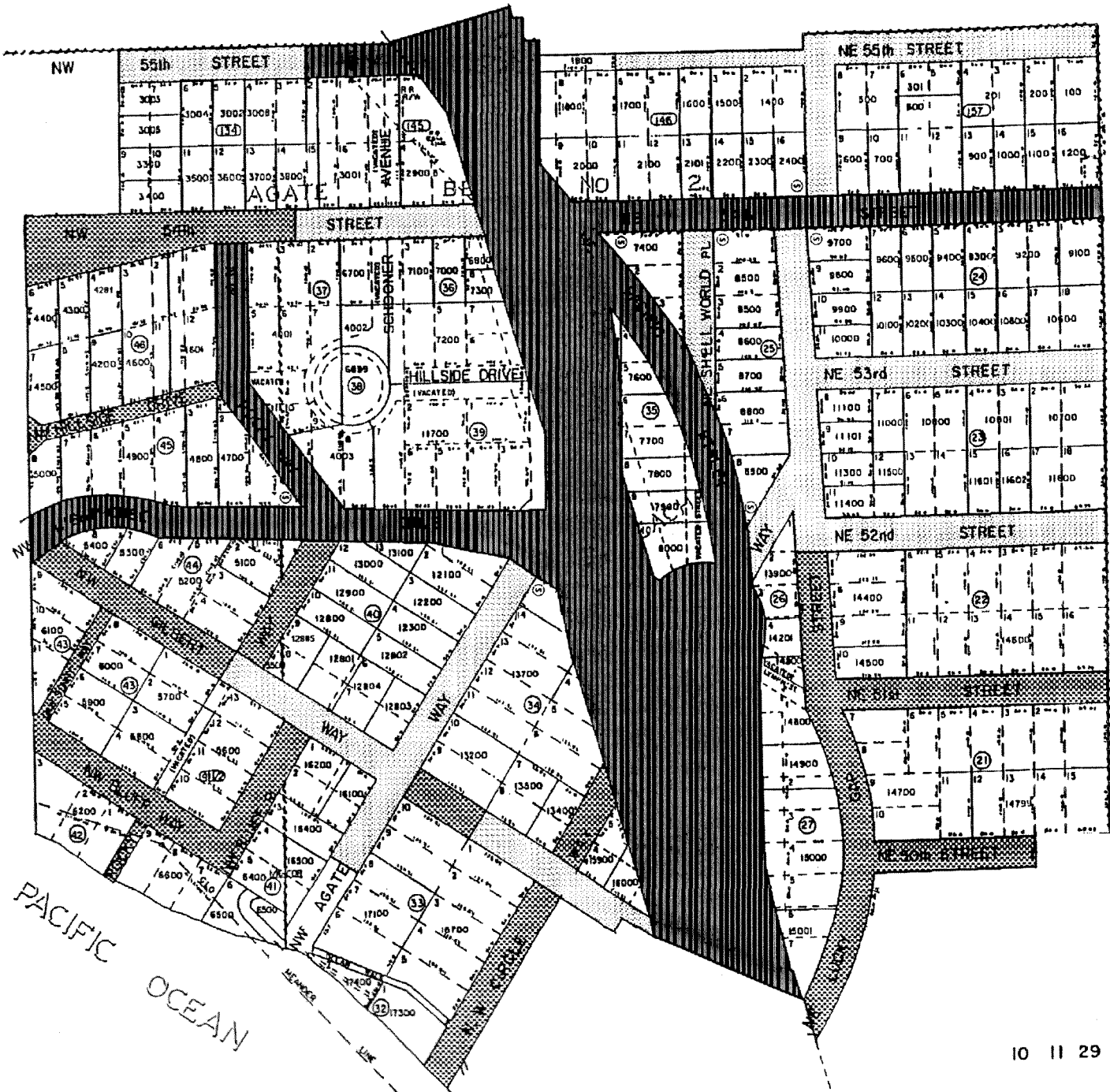
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




























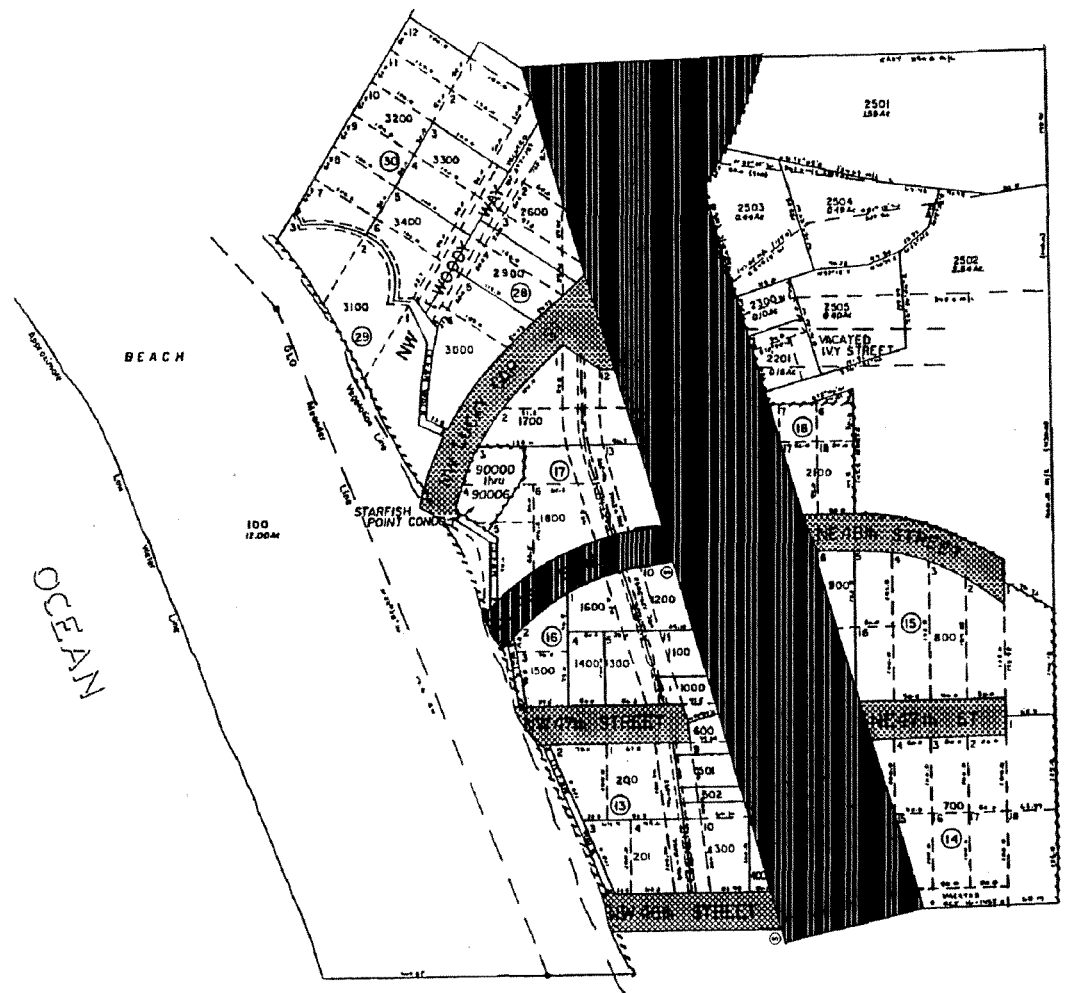
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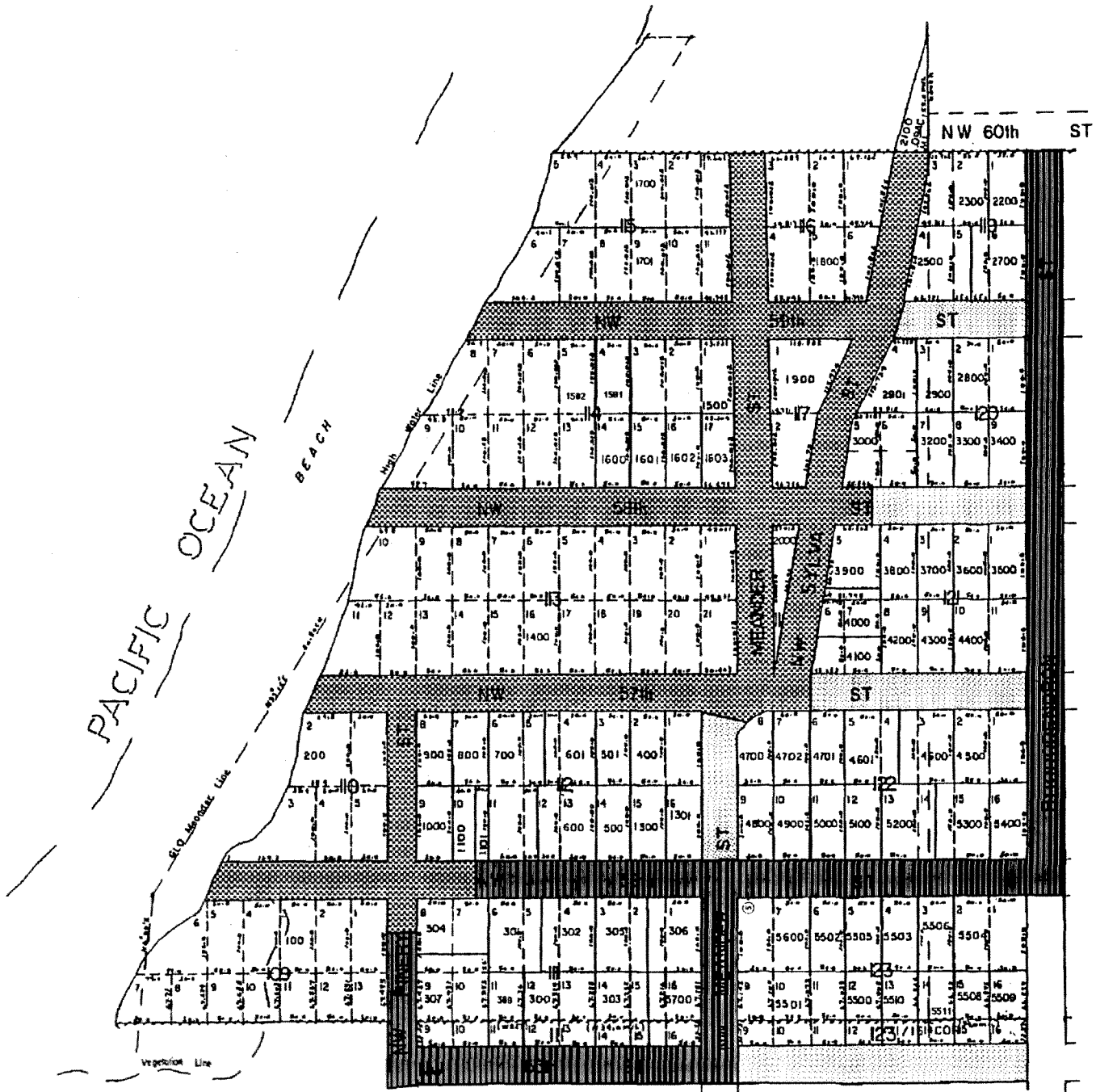
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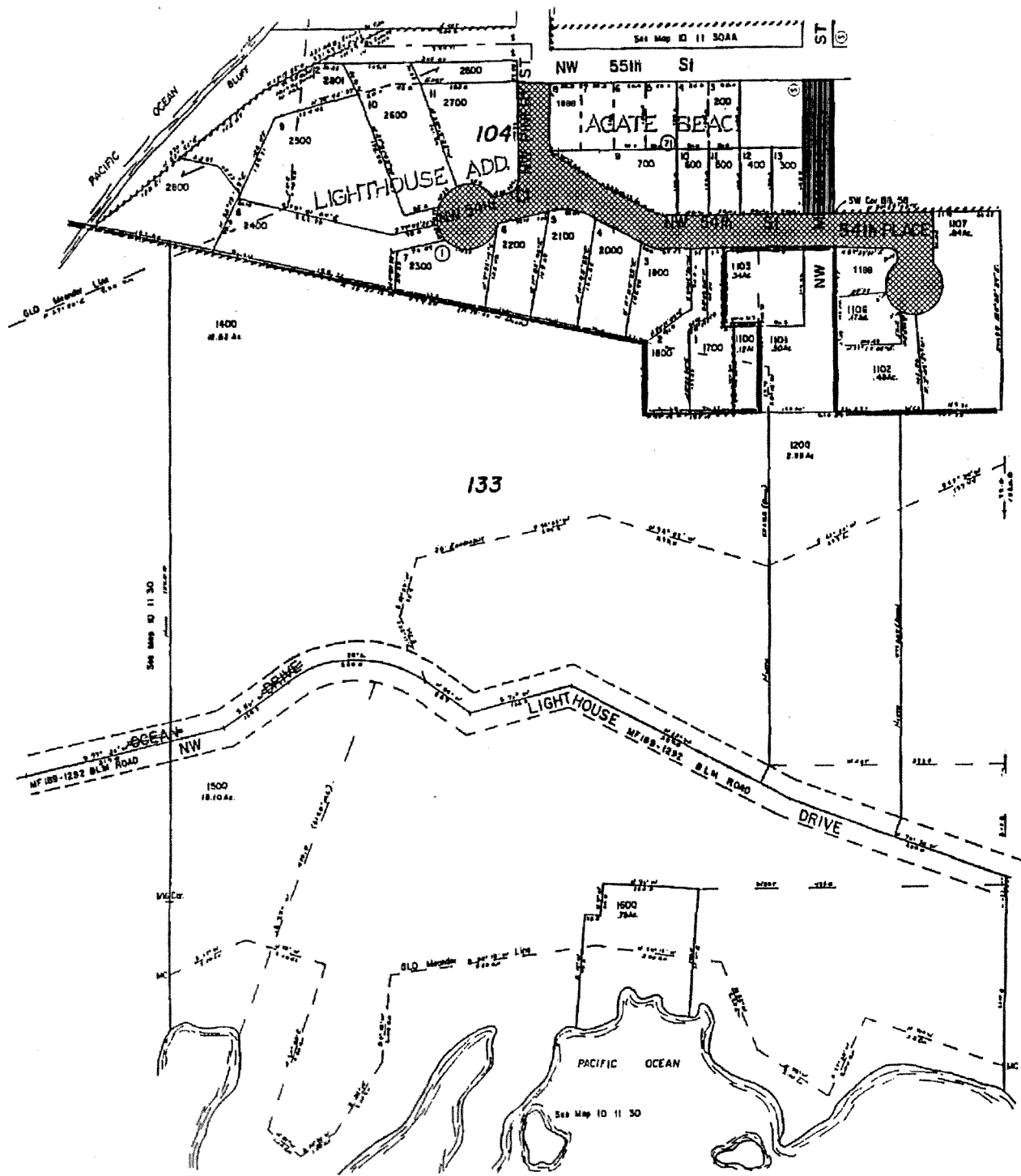


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-  Gravel
-  Not Developed (Paper Street)
-  Ship





- ③ Strip
- Not Developed (Paper Street)
- Gravel
- Paved - No Curb or Gutter
- Fully Improved