City of Coos Bay

COMPREHENSIVE PLAN 2000

Volume 1

Plan Policy Document
1987-2000

Coos Bay City Council
1981

UPDATED FEBRUARY 2006

TABLE OF CONTENTS

Page

Table of Contents ii

List of Tables iv

List of Maps iv

Acknowledgements vi

Adopting Ordinance ix

CHAPTER

1 INTRODUCTION

(1) General Introduction 1-1
(2) Purpose 1-3
(3) The Planning Process 1-8
(4) Public Participation 1-12
(5) Agency Coordination 1-13

2 SETTING (Introduction)

(1) Location 2-2
(2) History 2-2
(3) Population 2-2

3 PHYSICAL ENVIRONMENT (Introduction)

(1) Climate 3-2
(2) Geology 3-2
(3) Soils 3-3
(4) Beaches and Dunes 3-3
(5) Wetland and Tidal Marshes 3-3
(6) Flora and Fauna 3-4
(7) Water Resources 3-4
(8) Agricultural and Forest Lands 3-4
(9) Mineral Resources 3-4

4 ECOLOGY (Introduction)

(1) Air Quality 4-2
(2) Water Quality 4-2
(3) Land Quality 4-2
(4) Natural Disasters and Hazards 4-3
(5) Energy Conservation 4-4

5 CULTURAL ENVIRONMENT (Introduction)

(1) History 5-2
(2) Economy 5-2
(3) Housing 5-7
(4) Public Facilities and Services 5-10
(5) Transportation 5-13
(6) Recreation 5-13
(7) Urban Growth Management 5-14

6 LAND USE (Introduction)

(1) Open Spaces and Public Lands 6-2
(2) Residential Lands 6-2
(3) Commercial/Industrial Lands 6-2
(4) Undeveloped Lands 6-3

7 IDENTIFICATION OF PROBLEMS, PLANNING ISSUES, GOALS, AND PLAN IMPLEMENTATION STRATEGIES (Introduction)

(1) Natural Resources and Hazards 7-2
(2) Energy Conservation 7-5
(3) Historic Preservation 7-8
(4) Recreation and Open Space 7-10
(5) Economic Development 7-12
(6) Housing 7-15
(7) Public Facilities and Services 7-19
(8) Transportation 7-21
(9) Urban Growth Management 7-22
(10) Estuarine Resources 7-26

8 ON-GOING COMPREHENSIVE PLANNING STATEGIES (Introduction)

(1) Public Participation 8-2
(2) Agency Coordination 8-3
(3) Land Use and Community development 8-5

9 LAND USE PLAN AND IMPLEMENTATION (Introduction)

(1) Coos Bay Land Use Plan 2000 9-2

REFERENCES

APPENDICES

A. Staff comparision of 1974 Plan and Proposed Plan 10-2
B. Agency Coordination, Mailing List 11-2
C. Land Use Plan Alternatives 12-2

LIST OF TABLES

Table Number

1.1-1 History of Zoning, Coos Bay

1.2-1 Planning Activities, Coos Bay Comprehensive Plan

LIST OF MAPS

Map Number

1.1-1 Coos Bay City Limits and General Planning Area

2.1-1 City of Coos Bay, 1987

9.1-1 Land Use Plan Map, 1987

9.1-2 Coos Bay Urban Growth Area

COOS BAY CITY COUNCIL

Donald Poage, M.D., Mayor

Chuck Holbert, President
Robert Williams
Harvey Crim
Gary Gehlert
William Schroeder
Jack Varra

Vivienne Woods (12/31/80)
Sharon Golbeck (12/31/80)

COOS BAY PLANNING COMMISSION

Steve Clay, Chairman

Henry Young, Vice-Chairman
Don Williams
Ken Adams
Frank Leuck, Secretary
Mike Washburn
Brian Quinn

Robert Vratney (12/31/79)
Nancy Roess (12/31/79)

COMMITTEE FOR CITIZEN INVOLVEMENT

Reese Bender
Matt Christensen
Theresa Devereux
Jim Ellis
Lohrainne Engblom
Ina Engle
Ben Fawver
Roy Franssen
Jake Geier
Steve Graves
David Gray
Ed Green
Sharon Golbek
Dewain Johns
Harold Jones
David Leeper
Daryle Nelson
Larry Reiber
Marian Stamper
Tom State
Jim Studley
Mike Washburn
Marguerite Watkins
Bruce Webster

COOS BAY CITY STAFF

Douglas Hilyard, City Manager

Paula M. Bechtold, City Attorney

Tony Virgili, Director
Community Development

Cynthia Hartmann, Planning Coordinator
Lu Ann Karns, Planning Intern

Elly Knapp, Grants Coordinator
Mary Eckes, Secretary

Joe Schwarm, Director, Public Works
Andy Anderson, Chief, Fire Department
Carol Ventgen, Library Director

Bill Curtis, Director, Finance
Rollie Pean, Chief, Police Department

CREDITS

The City Council and Planning Commission wish to extend gratitude to other staff members, former staff, and agency representatives who were involved with some aspect of the preparation of this plan.

Jim Minard, Planning Aide
Sandy Cooper, Planning Aide
Linda Allen, Secretary
Ken Keller, Draftsman
Mark Bunnell, Draftsman
Louetta Jansen, Secretary

Richard Kahanek, Former City Manager
Irving Johnson, Former Dir. Finance
Cheryl Shankel, Administrative Assist.
Joyce Jansen, Secretary
Gail George, Payroll

Glen Hale, Field Representative, Dept. of Conservation and Development
E. Crystal Shoji, Coos County Coordinator
Sandra Diedrich, Director, Coos-Curry Council of Governments

Special acknowledgement is due to Mr. Bill Grile, currently Director of Planning for Coos County. Mr. Grile was the Planning Coordinator for the City from 1977 to mid 1979 and was instrumental in setting the framework for the plan's preparation and for managing the research and drafting of the basic plan.

PERIODIC REVIEW

COOS BAY CITY COUNCIL

Roger Gould, Mayor

Bill Grile
Joe Benetti
Gene McCabe
Gary Combs
David Williams
Ralph Larson

COOS BAY PLANNING COMMISSION

Bruce Harlan, Chairman

Steve Clay, Vice Chairman
Mike Washburn
Dorothy Slechta
Gus Langley
Keith Robbins
Jeff Marineau

COMMITTEE FOR CITIZEN INVOLVEMENT

Diane Holloway
Joe LaRevirie
Ralph Larson
Kevin McCord
Carol Melton

RESOLUTION NO. 81-15

A RESOLUTION TO ADOPT THE CITY OF COOS BAY COMPREHENSIVE PLAN AND LAND USE MAP 2000.

WHEREAS, ORS 197 declares that local governments shall prepare comprehensive plans in order to assure a high level of liveability and to help guide growth and development, and

WHEREAS, the City Council, in conjunction with the Planning Commission and the Committee for Citizen Involvement has undertaken a comprehensive study of the city, and

WHEREAS, this study, documented by lengthly inventory reports, has been reviewed by the Council and Commission and by citizens through numerous meetings and public hearings, and has resulted in the preparation of policy statements which resolve identified needs and problems and which provide broad general guidelines for the development of land within the city, and

WHEREAS, this plan shall be reviewed periodically, and revised to assure consistency with the changing needs and desires of the public, and the inventories, references by this resolution, may be amended and updated as necessary.

NOW, THEREFORE, BE IT RESOLVED, That the City Council of the City of Coos Bay does hereby adopt the City of Coos Bay Comprehensive Plan and Land Use Map 2000.

The foregoing resolution was duly adopted by the City Council of the City of Coos Bay this 23rd day of March, 1981, and approved by the Mayor this 23rd day of March, 1981.

Donald E. Poage, M.D.
Donald E. Poage, MD
Mayor of the City of Coos Bay
Coos County, Oregon

ATTEST:

W. H. Curtis
W. H. Curtis
Recorder of the City of Coos Bay
Coos County, Oregon

RESOLUTION NO. 83-11

A RESOLUTION TO ADOPT AMENDMENTS TO THE CITY OF COOS BAY COMPREHENSIVE PLAN AND LAND USE MAP 2000 ADOPTED BY RESOLUTION NO. 81-15.

WHEREAS, the Land Conservation and Development Commission reviewed the City of Coos Bay's acknowledgement request for compliance with the Statewide Planning Goals and adopted an order continuing the request for 150 days in order to bring the plan and implementing measures into compliance with Goals 2, 5, 6, 9, 10, 12, and 14, and

WHEREAS, the Planning Commission and the City Council have prepared policies, background information, and implementing measures to satisfy the requirements of these goals, and

WHEREAS, the Planning Commission held a public hearing on May 16, 1983 to gather public comment on the proposed changes, and the City Council also held a public hearing on June 13, 1983 for the same purpose.

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Coos Bay does hereby adopt changes to the Comprehensive Plan and Land Use Map 2000 as attached. Amendments to the Land Development Ordinance will be made by approval of Ordinance 2903. The City Council does also hereby authorize that these changes be submitted to the Land Conservation and Development Commission for compliance review with the appropriate Statewide Planning Goals.

The foregoing resolution was duly adopted by the City Council of the City of Coos Bay this 13th day of June, 1983, and approved by the Mayor this 13th day of June, 1983.

Charles L. Holbert
Mayor of the City of Coos Bay
Coos County, Oregon

ATTEST:

W.H. Curtis
Recorder of the City of Coos Bay
Coos County, Oregon

CITY OF COOS BAY
RESOLUTION 88-9

A RESOLUTION TO CLARIFY THE CITY COUNCIL'S INTENT REGARDING ADOPTION OF THE COOS BAY COMPREHENSIVE PLAN 2000 (RESOLUTION 81-15).THE LAND DEVELOPMENT ORDINANCE 93 AND THE COOS BAY ESTUARY MANAGEMENT PLAN (RESOLUTION 84-4).

WHEREAS, Resolution 81-15 was adopted March 23, 1981, Ordinance 93 was adopted June 8, 1987, and Resolution 84-4 was adopted April 23, 1984, and

WHEREAS, Ordinance 93 states "the uses allowed within the shoreland areas shall be those listed for the underlying zone contained in this ordinance," and

WHEREAS, Ordinance 93 states "the provisions of this ordinance shall be applied in conjunction with the specific provision of Volume III: Coos Bay Estuary Management Plan. Should any conflicts arise between the Plan and this ordinance, the provisions of the Plan shall prevail.", and

WHEREAS, the Comprehensive Plan 2000, strategy ER.1 states "Further, the City shall (1) subsequently adopt the estuarine plan that results from this inter-jurisdictional process, and (2) amend, as necessary, the estuarine and shoreland portions of the previously adopted Coos Bay Comprehensive Plan and implementing measures in order to be consistent with the overall Coos Bay Estuary Plan.", and

WHEREAS, the Coos Bay Estuary Management Plan ((CBEMP)) Bay Wide Policy #2 states: "Local Government shall restrict estuarine development or alteration so as to be equal to or less intensive than uses and activities that are allowed, or may be allowed pursuant to LCDC GOAL #16....This strategy shall be implemented by limiting uses and activities within....management units so that such uses and activities are not more intensive than those stipulated...", and

WHEREAS, CBEMP Bay Wide Policy #35 states: "this Plan....shall be the legal basis for all land use and community development regulations for portions of the Coos Bay Estuary and its shorelands as defined ;in this Plan within the City of Coos Bay", and

WHEREAS, CBEMP Section 3.8 "USES AND ACTIVITIES MAYTRIX" states....the matrix further... (stipulates) exactly what will and will not be allowed with each respective segment....allowed uses and activities must be consistent with the respective segments' "management objective" statements.", and

WHEREAS, it was the intent of the City Council and the understanding of Glen Hale (field representative - DLCD) that Ordinance 93 would be the controlling authority, and

WHEREAS, without clear intent and authority the Oregon Courts have held that when a conflict exists between an implementing ordinance and specific plan provisions, the plan provisions shall apply, and

WHEREAS, confusion has resulted from an unclear statement of authority.

NOW, THEREFORE, BE IT CLARIFIED AND RESOLVED, that the City of Coos Bay does hereby adopt this Resolution, declaring Ordinance 93 as the document controlling and governing allowable uses within city limits of Coos Bay.

THE FOREGOING Resolution was adopted by the City Council of the City of Coos Bay on the 1st day of March, 1988 and approved by the Mayor this 1st day of March, 1988.

Bill Schroeder
Bill Schroeder, Mayor

ATTEST: Gail George
Gail George, Recorder
City of Coos Bay, Oregon

City of Coos Bay

Resolution 97-11

A RESOLUTION TO ADOPT AMENDMENTS TO THE CITY OF COOS BAY COMPREHENSIVE PLAN MAP ADOPTED BY RESOLUTION 81-15 AND ALL SUBSEQUENT AMENDMENTS THERETO; DESIGNATING BLOCKS 107, AND 109 THROUGH BLOCK 120 IN THE FIRST ADDITION TO EMPIRE LOW DENSITY RESIDENTIAL

WHEREAS, the City of Coos Bay initiated a Comprehensive Plan Map amendment in order to consider changes to some of the Industrial (I) designated land in the southern portion of the Empire, and;

WHEREAS, notice of a public hearing before the Planning Commission to discuss the potential changes was published in The World newspaper November 9, 1996, and;

WHEREAS, the Planning Commission recommended changing the designations of Blocks 107, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, and 120 in the First Addition to Empire to Residential Low-Density (R-L) after conducting public hearings on December 10, 1996, and January 14, 1997, and;

WHEREAS, the Planning Commission's findings and justification statements supporting the decision criteria contained in the City's Comprehensive Plan were included in the Commission's recommendation to the City Council, and;

WHEREAS, the City Council approved the amendment based on the Planning Commission's recommendation;

NOW THEREFORE BE IT RESOLVED, the City Council of the City of Coos Bay does hereby adopt the following changes to the Comprehensive Plan in Volume 1 of the Coos Bay Comprehensive Plan:

Amend Volume 1, Plan Policy Document, Chapter 9, Map 9.1-1 Land Use Plan Map 2000 designations from Industrial (I) to Residential Low-Density (R-L) for the following described property:

All of blocks 107, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, and 120, First Addition to Empire, Coos Bay, Coos County Oregon.

Resolution 97-11 Comprehensive Plan Map Amendment

The foregoing resolution was duly adopted by the City Council of the City of Coos Bay this 18th day of March 1997 and approved by the Mayor this 18th day of March 1997.

Joanne Verger, Mayor

ATTEST

Joyce Jansen, Deputy Recorder

Resolution 97-11 - Amendment to Comprehensive Plan Map

VICTOR ATIYEH
GOVERNOR

Department of Land Conservation and Development

1175 COURT STREET N.E., SALEM, OREGON 97310 PHONE (503) 378-4926

November 16, 1983

JUL 22 2002

Honorable Charles Holbert
Mayor, City of Coos Bay
500 Central Avenue
Coos Bay, OR 97420

Dear Mayor Holbert:

It gives me a great deal of pleasure to confirm that the Land Conservation and Development Commission, on October 6, 1983, officially acknowledged your comprehensive plan and land use regulations as being in compliance with the Statewide Planning Goals for the area outside your coastal shoreland boundary. The acknowledgment signifies a historic step for the City of Coos Bay's land use planning efforts.

State financial assistance may be available to help meet continuing planning costs. Please contact your Field Representative, Glen Hale at 265-8869, concerning the availability of these funds.

I would like to commend the local officials, staff, and citizens of your City for their hard work and foresight in the field of land use planning.

Congratulations,

James F. Ross
Director

JFR:JBK:mg
6046B/4B
Enclosure

cc: Coos County Board of Commissioners
City Planning Director
Coordinator
Real Estate Division
Field Representative
Lead Reviewer
DLCD Library(2)
Jim Knight
Portland Office
Objectors and Commentors

BEFORE THE
LAND CONSERVATION AND DEVELOPMENT COMMISSION
OF THE STATE OF OREGON

IN THE MATTER OF CITY OF COOS BAY'S COMPREHENSIVE PLAN AND LAND USE REGULATIONS (FOR AREA OUTSIDE COASTAL SHORELAND BOUNDARY)	))))	COMPLIANCE ACKNOWLEDGMENT ORDER ORDER 83-ACK-222

On June 27, 1983, the City of Coos Bay, pursuant to ORS 197.251(1) (1981 Replacement Part), requested that its comprehensive plan and land use regulations be acknowledged by the Land Conservation and Development Commission to be in compliance with the Statewide Planning Goals for the area outside its coastal shoreland boundary.

The Commission reviewed the attached written report of the staff of the Department of Land Conservation and Development on October 6, 1983 regarding the compliance of the aforementioned plan and measures with the Statewide Planning Goals. Section IV of this report constitutes the findings of the Commission.

Based on its review, the Commission finds that the City of Coos Bay's comprehensive plan and land use regulations comply with the Statewide Planning Goals adopted by this Commission pursuant to ORS 197.225 and 197.250 for the area outside its coastal shoreland boundary.

THEREFORE, IT IS HEREBY ORDERED THAT:

The Land Conservation and Development Commission acknowledges that the aforementioned comprehensive plan and land use regulations of the City of Coos Bay are in compliance with the Statewide Planning Goals for the area outside its coastal shoreland boundary.

DATED THIS 16th DAY OF NOVEMBER 1983.

FOR THE COMMISSION:

James F. Ross, Director
Department of Land
Conservation and Development

NOTICE: You are entitled to Judicial review of this Order. Judicial review may be obtained by filing a petition for review within 60 days from the service of this final Order. Judicial review is pursuant to the provisions of ORS Ch. 183.482 and ORS 197.650.

JFR:JBK:mg
6048B/4B

Attachment

LAND CONSERVATION AND DEVELOPMENT COMMISSION
ACKNOWLEDGMENT OF COMPLIANCE

Response to Continuance Order of December 28, 1982
City of Coos Bay

DATE RECEIVED:
June 27, 1983

DATE OF COMMISSION ACTION:
October 6-7, 1983

I. REQUEST

Acknowledgment of Compliance with Statewide Planning Goals 1-2, 4-14 and 18 for the comprehensive plan and implementing measures.

II. SUMMARY OF RECOMMENDATIONS

Staff

Recommends that the Commission acknowledge the City of Coos Bay's comprehensive plan and implementing measures to be in compliance with Goals 1-2, 4-14 and 18 for those areas outside the Coos Bay estuary shorelands boundary.

Local Coordination Body

No comment received.

FIELD REPRESENTATIVE: Glen Hale
Phone: 378-3500

LEAD REVIEWER: Mitch Rohse
Phone: 373-7399

COASTAL GOAL REVIEWER: Phil Quarterman
Phone: 378-5052

COORDINATOR: [(Position Vacant)] Robert Pierce
Phone: 396-3121

Date of Report: September 15, 1983
Revised November 4, 1983.
(pp. 1, 2, 6, 7, and 15).

Bike Trail: The City has added one page of text and a one-page map to the plan to address bikeways in general, and the Oregon Coast Bike Trail in particular. The added text states:

> "The City has cooperated with the State Highway Division in the designation of Highway 243 as a continuation of the Oregon Coast Bicycle Route which generally follows U.S. 101 from Astoria to Brookings. The City has endorsed the need for this coastal route and recognizes its benefits to tourism. At one time, the city considered having its own path system designated as an alternate route of the Oregon Coast Bicycle Route since the Coos Bay downtown business district is bypassed, although no progress was made. Further implementation or modification of the bicycle plan will become the task of the newly formed Parks Commission" (Revisions, p. 23).

On October 24, 1983, the City adopted Resolution No. 83-27. That resolution adds policy R6 to the City's plan:

> "Coos Bay shall coordinate activities affecting the Oregon Coast Bike Route with the Department of Transportation who is responsible for establishing and maintaining the route based upon the recognition that it is a special state resource."

Conclusion

The revisions satisfy the Commission's requirements regarding Goal 5: the City's plan and implementing ordinances now comply with that Goal.

The City has not adopted a policy to address the Oregon Coast Bike Trail at some appropriate time in the future. Rather, it addressed the bike trail and coordinated with ODOT in the period between the original submittal and this review. At the time of the original submittal, the trail was considered a "1B" resource (under the old rule numbers) because two alternatives for the route were mentioned in the plan: the precise location of the Goal 5 resource was not yet certain, so a policy to deal with the matter in the future was required. But the route of the proposed trail is now certain. It will follow Highway 243 through Coos Bay and it lies entirely on state right-of-way. The trail now must be considered a "1C" resource (again using the older rule numbers). The City has not identified any conflicting uses. Protection of the resource is provided by its location on state right-of-way and its proposed designation by ODOT as the Oregon Coast Bicycle Trail. The City has endorsed the need for the trail, as quoted above, and has the following general policy to coordinate with all affected agencies, presumably including ODOT:

> "Coos Bay shall give timely notification to the county, local, state and federal agencies, and special districts of periodic reviews and amendments to the city's plan or implementing measures, particularly when the city's actions may affect their responsibilities or lands under their jurisdiction. This strategy is based upon the recognition that planning should be a coordinated process" (Plan, p. 8-4).

The ordinance also provides for an exemption from these requirements in cases where an excavation and grading permit is required under the Uniform Building Code (Section 3.7). This is intended to avoid duplication of permits, because Chapter 70 of the UBC is considered by the City to be equivalent to Chapter 5.7 of the ordinance in its stabilization requirements for cuts, fills, and grading (personal communication, Cynthia Hartmann, City Planning Coordinator, August 31, 1983). The City has submitted this chapter of the UBC for review. It requires a permit in all areas of the City for cuts deeper than 2 feet and requires details of erosion control measures, including planting, and how they are to be maintained. If the Building Inspector considers it necessary due to the slopes and soil materials at the site, a soils or geological engineer's report is also required to address slope stability.

The Commission should note that the beaches and dunes inventory, including the dune forms map, has been extensively revised since the original submittal.

The revised text (Revisions, pp. 91-93) now contains more information about the erosion susceptibility of younger and older stabilized dunes and coastal terrace forms. It also contains information about temporary and permanent methods of erosion control on dunes.

The inventory map has reclassified the dune forms in many areas of the City as a result of a recent study by the local Soil Conservation Service office (letter from John Haagen, Coos County SCS office to Cynthia Hartmann, March 1983). This information modifies the 1975 SCS/OCCDC study on which the original inventory was based.

The City has not adopted a policy or implementing measures to protect groundwater from drawdown. The City has, instead, amended its inventory (Revisions, p. 89 to make three findings:

1. That almost all developed properties are [not]<u>now</u> connected to the municipal water supply;

2. All new development will be required to connect to the municipal system; and

3. The only future use of wells in the City will be to supplement the municipal system for lawn and garden irrigation, which will not pose a significant threat to groundwater.

It is the policy of the Coos Bay-North Bend Water Board to require all new development in the City to be connected to its supply system (personal communication, Cynthia Hartmann, September 1, 1983). The City submits all plats to the water board for approval (Ordinance, p. 5-47) and requires materials to be extended to the boundary of a development to allow adjacent land to be served (Ordinance, p. 3-8).

The City relies on these findings to show that it does not need to make special provisions to protect groundwater from drawdown.

INTRODUCTION

CHAPTER 1

1.1 GENERAL INTRODUCTION

The Coos Bay Comprehensive Plan 2000 has been developed by the joint efforts of the Committee for Citizen Involvement, the Coos Bay Planning Commission, and the Coos Bay City Council. It represents the culmination of three years of researching and of innumerable meetings to develop, refine, and approve a plan to meet the distinctive needs of this city. The document contains the general policies guiding the city's development which were created in accordance with the statewide planning goals and in consideration of the statewide planning guidelines as adopted by Senate Bill 100 and Senate Bill 570. The City of Coos Bay completed Period Review on . Periodic Review included the former Eastside Comprehensive Plan and Coos Bay Comprehensive Plan being merged to become one document, known as the Coos Bay Comprehensive Plan.

All data specifically relating to the former City of Eastside was retained in the new document. This data included but was not limited to inventory and plan policy information. The document is organized into five major sections which chronologically follow the steps involved in the planning process.

1. Background:

   It is necessary to first understand the City's and State's planning history and devise the structure for developing the new plan. The emphasis here is placed upon recognizing the purpose of a comprehensive plan, the importance of citizen participation, the need for agency coordination, and how to make the plan effective.

2. Research and Data Base:

   It is not possible to make municipal land use policy without first understanding in detail existing conditions. Inventories of the physical environment, ecology, the cultural environment, and land use must be made. In many cases, this analysis cannot segregate the city from the area as a whole. Therefore, references to "planning area" denote the city and environs to the south (roughly to Millington and Charleston) (Map 1.1-1). This section of the plan document contains a brief overview of the more lengthy inventories which are contained in a companion volume of this plan. (City of Coos Bay 1981: Vol. II).

3. Identification of Problems and Goal Setting:

Consideration of the factual information amassed in the inventory material results in an understanding of problems affecting the city's future growth and development. This analysis sets the direction for creating long-range goals and general development strategies or policies. This section and section 4 are the nucleus of the plan.

4. Overall Land Use Plan:

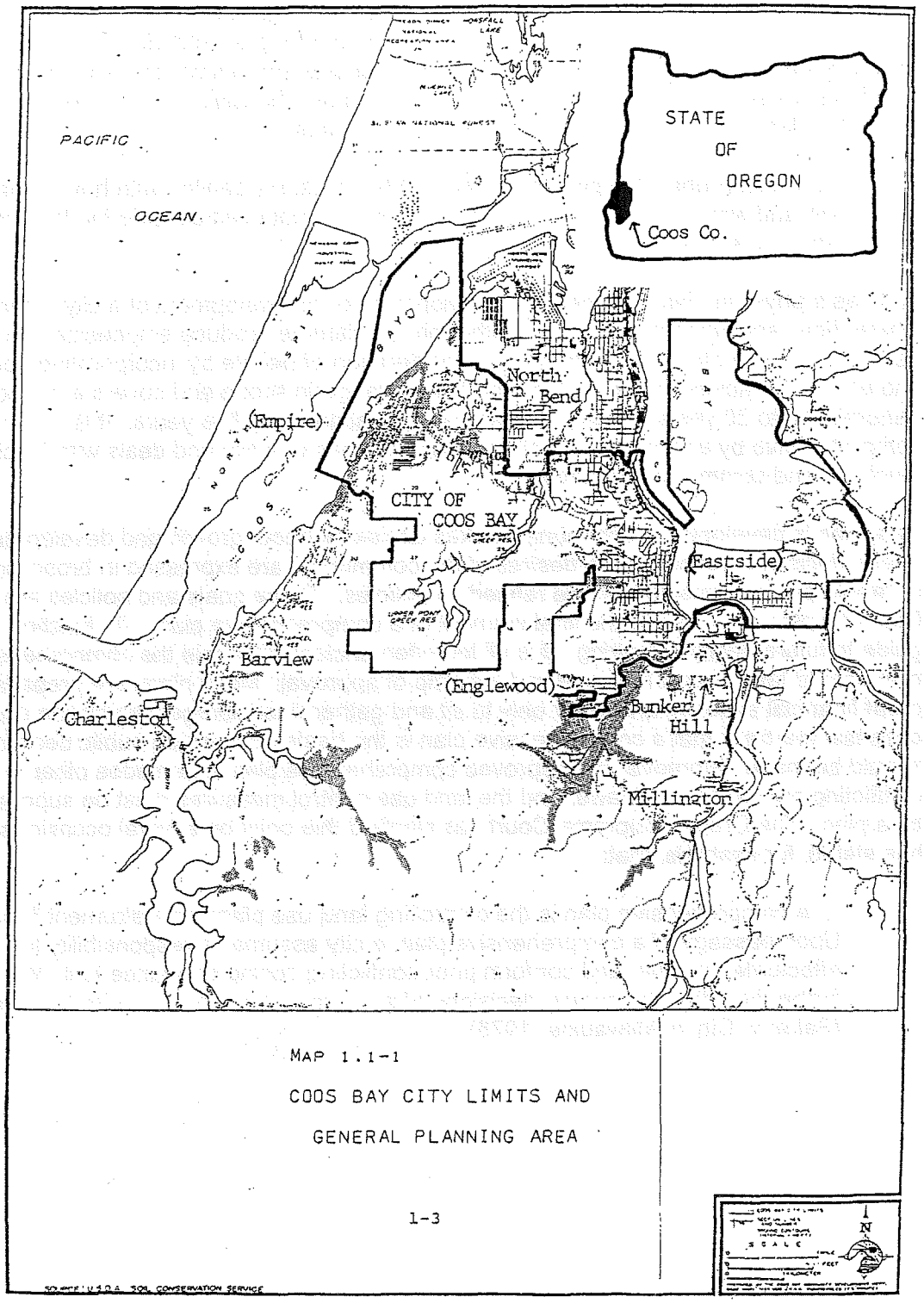
Coupled with these strategies (policies) of how the city will develop, general land uses must be identified to delineate where development can occur.

5. Plan Administration:

A plan is not meant to be static; it should change with need in order to be effective. This section describes the ongoing activities of periodic plan review by the public and other agencies. It also establishes how the plan can be amended and how conflicts in policy direction can be resolved.

Map 1.1-1

Coos Bay City Limits and General Planning Area



1.2 PURPOSE

Comprehensive Plan - Definition

A City development plan has been a planning tool in America since the turn of the century under such various labels as general plan, master plan, comprehensive plan, development plan, and so on. There are several characteristics which define the functions of a plan; it is physical, long-range, and comprehensive; it states policy and is used as a decision-making guide. As Oregon law states,

> ... a comprehensive plan is a set of public decisions dealing with how the land, air, and water resources of an area are used or not used considering the present and future of an area. (LCDC 1977)

First, as a physical plan, it guides the development or redevelopment of a city in terms of where, how, and when it can occur. Although the ultimate produce emphasizes physical development, the plan results from due consideration of people by incorporating social and economic factors. Second, the plan is long range in scope and covers a period of generally 10 to 20 years, usually with a re-examination every five years. It is comprehensive by encompassing all geographic areas of a city and deals with all city functions and community resources.

As a plan is developed, a community makes decisions about growth and development. These decisions, reflecting the desires of the community, are expressed in broad goals or "apple-pie" statements that are refined by policies. These goals and policies are the flesh of a plan, and lead to the final element of a comprehensive plan – its function as a guide to future decision making. It is all too often unclear what role the comprehensive plan should take once it has received a stamp of approval. Many plans are prepared at great financial expense and labor only to sit and gather dust. Oregon legislation and case law are clear that a comprehensive plan is the basis upon which public decisions should be made. Moreover, an approved comprehensive plan supersedes other conflicting ordinances and laws, and the land use control measures must be supported by a plan. The Oregon Supreme Court has clarified this point on several occasions, and has stated, for example, that:

> ... a comprehensive plan is the controlling land use planning instrument for a city. Upon passage of a comprehensive plan, a city assumes a responsibility to effectuate that plan and conform prior conflicting zoning ordinance to it. We further hold that the zoning decisions of a city must be in accord with that plan. (Baker v. City of Milwaukie, 1975)

Oregon Planning

Specific Oregon legislation aimed at empowering and protecting a city's right to regulate land use originated in 1919 when enabling legislation permitting cities to establish planning commission and establish laws governing local land use. Several decades passed before Oregon again ventured into the field by enacting a series of legislation aimed toward statewide mandated land use planning.

1969 Senate Bill 10 required cities and counties to develop comprehensive land use plans in compliance with 10 goals. The bill did not provide for enforcement of the goals, financial or technical assistance by the state, nor a mechanism to coordinate planning efforts locally.

1973 Senate Bill 100 is a more comprehensive land use act selecting the more desirable components of SB 10 and creates the land Conservation and Development Commission who is charged with coordinating and promoting comprehensive planning and to provide for orderly growth and development. Public participation is compulsory; state assistance is to be provided to local jurisdictions, and plans of state, local, and federal agencies are to be coordinated.

1974 The LCDC adopted the first 14 goals.

1975 The LCDC added Goal 15 concerning the Willamette River Greenway.

1976 The LCDC adopted the four goals concerning coastal resources upon recommendation of the Oregon Coastal Conservation and Development Commission.

1977 Senate Bill 570 clarified the goals vs. the guidelines. The goals are law which must be addressed; the guidelines are the state's suggestions of ways to satisfy the law.

Coos Bay's Planning History

The City of Coos Bay has had a long tradition of zoning and planning beginning in 1927 with the creation of the City Planning Commission. Minutes of these early meetings disclose that considerable time was devoted to improving and beautifying the city; for instance, Mingus Park was acquired and improved during this time. In addition, parking, housing, public parks, street lighting, and sanitation were examined. The Commission gradually developed and refined ordinances and master plans (outlined in Table 1.1-1) which demonstrates that planning and zoning are not new to Coos Bay.

TABLE 1.1-1

HISTORY OF ZONING, COOS BAY

Date	Activity
1927	November – Ordinance 1248 is adopted which creates a City Planning Commission.
1928	January – Committees are formed to study lighting; zoning (building areas, traffic, parking vehicles); streets (beautifying, improvements, changes, widening, new additions); housing (construction, height, size, convenience, saleability, location on lot, appearance, upkeep); parks and playgrounds (location, size, improvements, maintenance); and sanitation and improvement of lots and vacant property.
1928	June – Commission adopts policy to review building plans prior to the issuance of permits.
1928	August – Committees present a map of zoning districts, and agreed that a zoning ordinance be drafted and presented to the City Council.
1928	December – The issue of lot coverage is discussed.
1929	January – A milk ordinance is adopted.
1929	September – The proposed zoning ordinance is accepted by the Commission and a public hearing set for October 15, 1929.
1929	October – A citizen object to the construction of gardens. With no adopted ordinance, the Planning Commission has not authority to prevent its construction.
1930	May – The proposed zoning ordinance approved and presented to the City Council.
1931	January – The Commission approve the Hollywood Plat.
1937	May – The first Zoning Ordinance adopted by the City Council, Ordinance #1327.
1940	December – Zoning Ordinance #1540 adopted.
1945	November – The need for a Master Plan and cooperative planning with other bay area cities expressed by the Commission. Robert Pierson, Planning Consultant, with the League of Oregon Cities, retained to prepare the city's master plan.
1947	April – Master Plan is adopted.
1947	June – As a result of the newly adopted Master Plan, Pierson pointed out the need for a new zoning ordinance.

1948 August – Zoning Ordinance #1675 was adopted. Ordinance #1764, governing trailer coach parks, also adopted.

1950 February – Commission discussed the reconsideration of the city's Master Plan.

1958 October – The North Broadway area designated as the first project under the Urban Renewal Program.

1959 October – The first subdivision ordinance adopted – Ordinance #2057. This ordinance is still in effect with few minor changes.

1960 October – New Master Plan adopted.

1965 October – Zoning Ordinance #2242 adopted.

1967 October – The first Sign Ordinance adopted – Ordinance #2400.

1970 September – Sign Ordinance #2444 adopted.

1971 June – Preliminary land use plan adopted.

1974 August – Master Plan and Land Use Map completed and Zoning Ordinance #2610 adopted.

1976 April – Sign Ordinance #2674 adopted. This ordinance is still in effect.

1976 August – Zoning Ordinance #2685 adopted. This ordinance is still in effect.

1981 June – Zoning Ordinance #2875 is adopted in conformance with the 1981 Comprehensive Plan.

1987 June – Zoning Ordinance #93 is adopted in conformance with the Comprehensive Plan.

Source: City of Coos Bay, Planning Commission Minutes, 1927 – 1988.

1.3 THE PLANNING PROCESS

The current planning process for the city was underway in 1977. At that time, the city was functioning under the goals of a plan completed in 1974. However, state legislation, passed on 1973, 1974, and 1976 mandating the consistency of city and county land use plans, established several statewide requirements. These laws were reinforced by four broad stipulations:

1. All city and county land use plans take into consideration specific topics or goals (18 applicable to the City of Coos Bay) affecting natural resources, housing, economic development, energy conservation, recreation, urban growth, and so forth.

2. Such plans must be coordinated so that policies of one jurisdiction's land use plan do not cause undue conflict in the land uses of another area.

3. All land use decisions must be based upon documented, factual information.

4. Measures must be established to adequately solve needs identified by the plan, such as ordinances, improvement programs, and further study.

5. Coos Bay's 1974 plan could not meet all these requirements as set by law, so with financial and technical assistance from the LCDC, Coos Bay embarked upon another comprehensive planning effort.

Notwithstanding the fact that the 1974 Plan would not meet all statewide requirements, the underlying values of both that plan and this new comprehensive plan are parallel. It is the intent of both plans to address the need of anticipated growth by maintaining a balance between physical development on one hand, and its effects on facilities, services, transportation, and the environment on the other. The aim to guide residential, commercial, and industrial development in the best interests of city residents has not dramatically changed from that established in 1974.

The two plans generally stand apart only to the degree to which this plan states policy in more specific terms and spells out the justification for each policy and the means by which each policy will be effectuated.

The following table summarizes the countless time and labor concentrated upon the preparation of this plan:

TABLE 1.2-1

PLANNING ACTIVITIES, COOS BAY'S COMPREHENSIVE PLAN

1977 January – March. City participates in the preparation of the Commercial Airport Siting Element with the City of North Bend and the Coos-Curry Council of Governments.

April – May. Soil classes for the entire city are mapped and analyzed.

May – December. A land use inventory of existing land uses is amassed on a parcel-by-parcel basis. This special project includes mapping of the land uses and computation of land area by type of use.

May – September. A housing condition survey is conducted based upon field inspection of all dwelling units.

1978 January – August. Background information for each statewide goal is researched, staff gathers pertinent literature, interviews knowledgeable person, attends workshops and meetings on planning issues.

August. A general citizen attitude survey and a survey about the 4th and Alder Intertie is prepared, distributed, and tabulated by the Committee for Citizen involvement.

August – December. Drafts of background inventories are prepared.

July – December. Drafting of maps and associated graphics commences and continues through the next year.

1979 January Background. Inventories are distributed to local, state, and federal agencies; citizens; city staff; and Planning Commission for review.

February – March. Committee for Citizen Involvement sponsors several public meetings to review the inventory data. Concurrently, local, state, and federal agencies issue written comments.

April. Pursuant to citizen agency input to the inventory information, specific problems and issues associated with each goal and three land use alternatives are developed in draft form by staff. This first draft is reviewed by the CCI and agencies, and the draft plan and proposed changes are forwarded to the Planning Commission. A series of 14 public meetings are devoted to the inventory and plan review.

May – October. The Planning Commission holds 20 meetings to discuss the draft plan document and make its recommendations to the City Council. Additional public input is logged during these sessions.

April. A Zoning and Property Development Committee is formed by the CCI to review the zoning and subdivision ordinances and make specific revision recommendations to the Planning Commission. The Committee is composed of two commissioners and several community persons active in the construction and land development trades.

September – December. The approved inventory documents are edited and prepared in final form.

August. The city initiates its participation in the Coos Bay Estuary Management Plan with North Bend, Eastside, Coos County, and affected local, state, and federal agencies. The Interagency Task Force is formed by elected officials of these jurisdictions and designated representatives of the agencies.

October. The City Council begins a series of 12 meetings held with the Commission and CCI to review the second draft of the plan document. Differences of opinion between the Commission and the CCI are duly noted and discussed.

December. Staff begins work with Coos County staff in the Coos Bay/Coos County urban growth management plan. Urbanization issues are aired by the city and county governing bodies.

1980 January. The January 1, 1980 compliance deadline to request acknowledgement from the LCDC passes, the city proceeds to use the 60-day slippage period.

(January. The City of Eastside adopts the Eastside Comprehensive Plan on January 8, 1980 per Resolution 8-1.)

January – March. City Council continues its review of the second draft of the plan and concludes that the existing southern city limits shall restrict future growth in that direction since there is sufficient buildable residential land within the city.

March – December. Planning Commission and CCI begin a review of the proposed Land Development Ordinance which is one of the major plan implementation measures.

January – December. Coos Bay Estuary Planning process continues. A preliminary draft of the plan and inventories is to be prepared by the end of the year.

March. City Council holds a public hearing on the plan, except for the urbanization and estuary policies. Little public input is received.

March. City requests an extension of its compliance deadline due to a decrease in staff and unexpected time consumed in review and approval of plan policies and ordinance. Estimated completion date is July 1980, the statewide deadline.

July. The plan and implementing measures are still incomplete. The city again utilizes a 60-day grace period.

September. The city does not submit plan to the LCDC. Continuous progress review is approved and the city estimates a March 31, 1981 completion deadline.

November. Officials of Coos Bay and North Bend finally agree upon the disposition of unincorporated land between the two cities.

November – December. Staff prepares entire comprehensive plan and inventories in final form to be adopted by the Council in early 1981.

1981 March. Staff completes the final draft of the Coos Bay comprehensive plan.

March. City Council holds one final hearing and adoptes the comprehensive plan.

June. Coos County Planning Commission recommends approval of the City's urban growth boundary and management agreement to the County Commissioners.

July. County Board of Commissioners approves Coos Bay's urban growth boundary and a management between city and county.

1982 March. Planning Commission and CCI complete their review of the draft Land Development Ordinance and zoning maps and recommends approval to the City Council.

June. With the cooperation of the Planning Commission and the CCI, the City Council reviews the Land Development Ordinance and zoning map, holds a final public hearing, and adopts the ordinance.

June. The Plan and implementing measures are submitted to the LCDC for compliance review and acknowledgement.

1984 April. The Coos Bay Estuary Management Plan is adopted per Resolution No. 84-4.

1988 June. Staff begins Periodic Review which includes updating and merging the former City of Eastside and Coos Bay Comprehensive Plans and implementing L.D.O.

November. City requests an extension of its compliance deadline due to staff turnover and unexpected time consumed in review, consolidation of the Eastside and Coos Bay Plans and approval of plan policies and ordinance. Estimated completion date is January 31, 1989.

1989 January. The city does not submit plan to the LCDC. Continuous progress review is approved and the city estimates a July 31, 1989 completion deadline.

1.4 PUBLIC PARTICIPATION

Citizen Involvement Program

A mainstay of the statewide planning mandate is a high level of citizen participation. Senate Bill 100 requires a city to develop *"a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."* (LCDC, 1977) Basically, the plan should clearly define how the public will be involved and establish methods for the continual dissemination of information. Above all, the program should be well publicized to guarantee participation. The two-pronged approach to garner citizen participation is outlined in the goal. It stipulates that a citizen advisory committee, officially recognized by the city, shall assist in developing and implementing the involvement program. This advisory committee shall also periodically evaluate the program's progress and success. The program itself shall be implemented by a committee represented by a broad cross-section of the population whose tasks are aimed toward the land use plan. Technical information, financial and staff support should be provided to the group.

City of Coos Bay

In response to Senate Bill 100, the City of Coos Bay established the Committee for Citizen Involvement (CCI), a group which combines the roles of advisory committee and broad planning participation. The initial group of 10 members was formed in 1976 and soon established general program policies and goals. By 1978, the Planning Commission approved by resolution a set of bylaws which implemented the program. (Appendix A) During this early planning process, the CCI grew in size and experienced tremendous activity and intense interest.

The CCI was instrumental in much of the data gathered for the plan and in assembling knowledgeable persons for advice and expertise. In addition to the numerous public meetings sponsored by the Committee during the time of draft plan and inventory evaluation, the CCI accomplished several key activities.

1. A citizen opinion survey was developed and administered in 1977 regarding the proposed transportation and safety plan known as the 4th and Alder Intertie. (City of Coos Bay, 1981:II)

2. A field survey of current land use was conducted in 1977 under the direction of several committee members. (City of Coos Bay, 1981:II)

3. The CCI identified a problem in support and communication from the public and promoted efforts to publicize the city's land use activities.

4. The CCI evaluated the Commercial Airport Siting Element of the plan for the proposed expansion of the North Bend Airport. (City of Coos Bay, 1981:II)

5. A citizen attitude survey was conducted in 1978 to sample citizen views on a broad range of issues related to the city's future plan and development. (City of Coos Bay, 1981:II Appendix).

1.5 AGENCY COORDINATION

The state requirement of land use planning is based upon coordinating the needs of local government with those of counties, other state and federal agencies, special districts, and community organizations. The city has acted to insure this coordination by:

1. Preparing a lengthy mailing list of agencies to be notified of work sessions and public meetings, and to receive the ongoing glut of planning information and comment upon any of the planning material and activities produced by the city (Appendix B).

2. The city entered into cooperation agreements with School District #9, the Bay Area Health District, and Southwestern Oregon Community College. These agreements reiterate the pledge to cooperate in planning and inform each other of planning information.

3. The City of Coos Bays and Coos County have worked together to frame an urban growth managements agreement which will coordinate land use activities in urbanizing areas adjacent to the city and establish a reciprocal exchange of information.

4. Coos Bay and North Bend have agreed to a similar arrangement, particularly concerning two unincorporated areas of land between the two cities and entailing activities along the common city boundaries or which will have an effect on either jurisdiction.

5. The city has actively participated in regional planning processes: the extension of runway 4-22 at the North Bend Airport resulting in the Commercial Airport Siting Element as part of this plan (Vol. III) and the Coos Bay Estuary Management Plan which is under separate cover as part of this plan.

SETTING

CHAPTER 2

INTRODUCTION

This section contains brief summary statements of important factual information on the location, history, and population of the city, condensed from the major plan inventories. This has been done primarily for convenience.

Questions regarding specific data can be answered by referring to the complete documents contained in Inventory, Volume II, of this plan. The section and page number of Volume II follow the major headings.

2.1 LOCATION

Coos Bay, a city of Coos County, is located on the southwestern Oregon coast, approximately 200 miles south of the Columbia River and 450 miles north of San Francisco bay. With a 1987 population of 14,290, it is part of the largest urban area on the Oregon coast. Its population, when combined with that of the City of North Bend's population of 8,755 as well as other nearby communities easily qualifies the bay urban area as an important trade and service center for the southern Oregon and northern California coasts. However, Coos Bay, as is typical of other southwestern coastal Oregon cities, is relatively isolated because of its geographic position between the Coast Range and Pacific Ocean.

The majority of the bay area urban population has settled on a peninsula which is surrounded by Oregon's largest estuary, Coos Bay. This water body, which resembles an inverted horseshoe, and the adjoining steep topography of the Coast Range account for urbanization patterns in the area. Two sections of the City of Coos Bay, old Marshfield and Empire specifically, are situated on the eastern and western extremities of this land peninsula. In terms of actual land coverage, Coos Bay contains 10.05 square miles of land area while the remaining 10.00 square miles is water area. (Map 2.1-1).

2.2 HISTORY

This land around the Coos Bay estuary is known to have been inhabited by the Coos Indians, composed of the Hanis and Miluk-speaking groups. Primarily hunters and gatherers, the Indians lived well off the abundant resources of the sea and land. By the 1850s, white trappers and military personnel, had made frequent appearances along the coast and in 1853, the first permanent settlement of whites was established in Empire as part of the Coos Bay Commercial Company enterprises. Soon thereafter, small settlements were founded at old Marshfield, at North Bend, and at various sites along the tributaries of Coos Bay. Like the Indians before them these pioneers were attracted to the area by the plentiful resources and the commercial shipping possibilities of the bay.

2.3 POPULATION

The population of the City of Coos Bay is estimated to be 16,670 persons as of 2008[1]. This figure represents about 63% of the urban area population (comprised of the cities of Coos Bay and North Bend) 26% of Coos County's population, and 0.44% of Oregon's estimated total population. The City of Coos Bay has traditionally been the largest city in Coos County since 1874 when Coos Bay was incorporated as the Town of Marshfield, although North Bend has closely paralleled this population growth.

Coos Bay and North Bend share a common regional and economic base and have historically depended on port activity for their economic existence. Minor climatic and topographical variations between the two towns account for the subtle variation in the historical development and population characteristics of the two places.

---

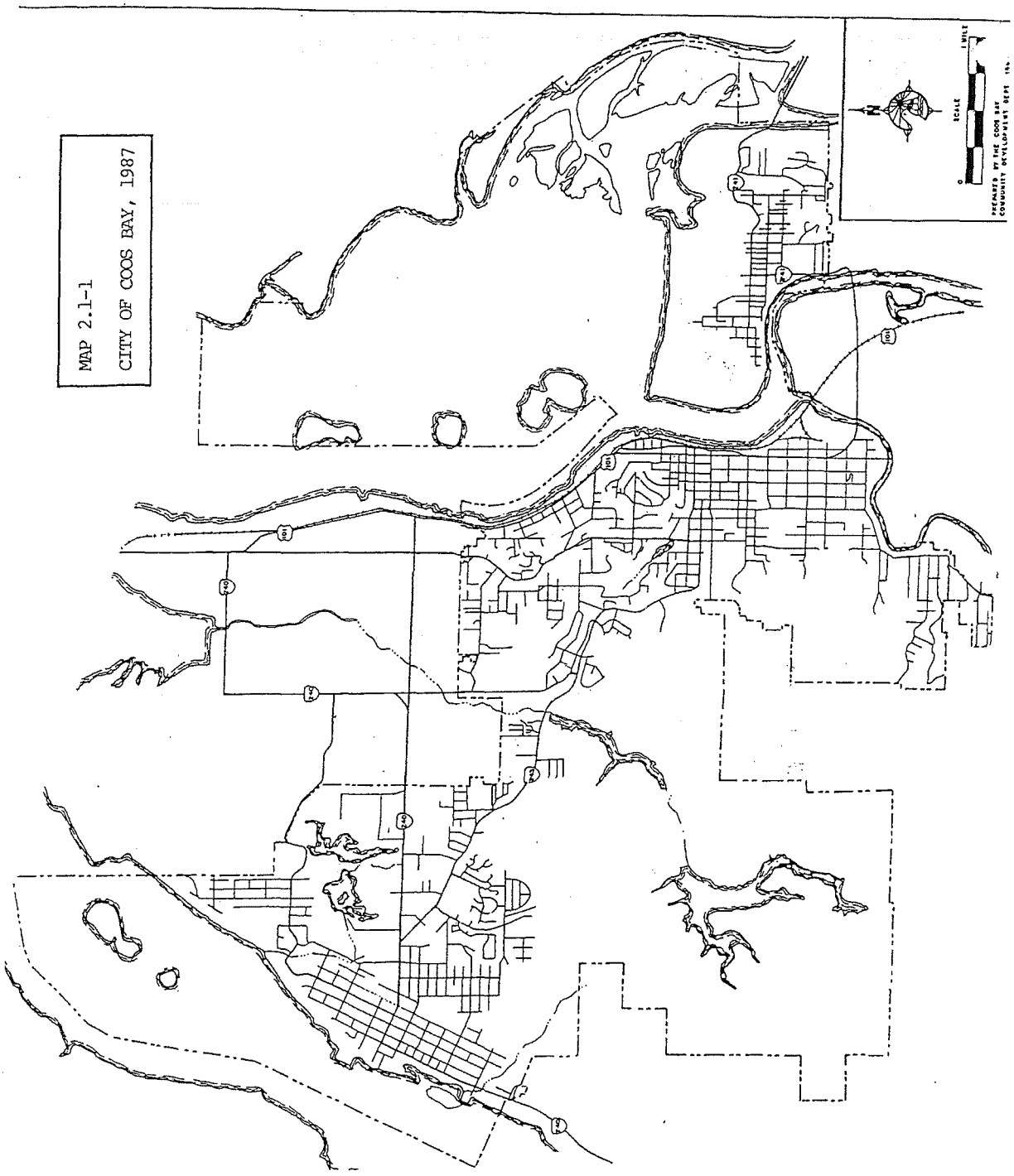
[1] Portland State University Population Research Center, 2008 Population Estimate

However, the bay area has exhibited a general trend of faster population growth then has Coos County and the state since the early part of this century until the recent population decline of the 1980s.

An analysis of the makeup of the city's population reveals a few interesting points. According to the 2000 Census, the median age for Coos Bay is 40.1 years, compared to the state, which is 36.3 years. This suggests that Coos Bay has an older population, with 19.2% of its population 65 years and older, compared to the state's 12.8%. Further, there are less young people in Coos Bay, with 22.6% of residents under the age of 18, compared to the state's 24.7%. Given Coos Bay's positive growth rate, this suggests that Coos Bay is receiving additional population from retirees, while not retaining families with children.

MAP 2.1-1

City of Coos Bay, 1987



PHYSICAL ENVIRONMENT

CHAPTER 3

INTRODUCTION

This section summarizes plan inventory reports on the physical characteristics, environment and natural resources of the area. Detailed documentation of these statements are found in Inventory, Volume II, (section and page numbers cited).

3.1 CLIMATE

The climate of Coos Bay can be described as mid-latitude marine with mild summers and moist, cool winters. Although a weather station is no longer located in Coos Bay, proper weather data for the City of North Bend is applicable to the City of Coos Bay because of similarity in geographic and topographic conditions.

The area's temperature is best characterized by an absence of extremes. Because of the moderating influence of the Pacific Ocean, there is only a 15 degree difference between the mean temperature of January, the coldest month and July, the warmest.

Precipitation occurs most frequently during the months of November through March. It is during this five-month time period that approximately 75% of the average 62 inches per year of rainfall can be expected. Frequent snowfall is uncommon because of the tempering effect of the ocean; in those instances when snow does fall, the amount is generally light (1-2 inches) and melts quickly.

Wind direction and velocity are influenced by the marine climate. Prevailing winds during the months of October through April are from the southeast with the exception of January when winds are predominately from the south-southeast. This phenomenon is attributable to the occurrence of the north-flowing off-shore Davidson current which appears in September and is replaced in May by the south-flowing California Current. North-northwesterly winds continue until October.

3.2 GEOLOGY

The general area around the city is underlain with bedrock deposited during the late Eocene Epoch. Both the Coaledo and Bastendorff bedrock formations were deposited in a large embayment during this epoch prior to the emergence of the Coast Range from the Pacific Ocean some 15 million years ago. The Coaledo formation is found through the central and eastern portion of this area. Its upper portion is composed of sandstone while the middle member, which is about 2,000 feet thick, is composed of clayey and silty material. It is in the upper member that mineable coal deposits can be found which are estimated to be 2,300 feet thick.

Occurrence of the Bastendorff Formation is confined to the western portion of the general area. This bedrock unit consists of finely-grained, easily eroded shale and is reported to be approximately 2,900 feet thick. Above these bedrock layers lie massive sandstone beds ranging in thickness from 1,500 to 2,500 feet. These deposits contain abundant mollusk fossils, and can be readily seen in the lower bay area.

The most recent deposits following the Empire Formation are typified by marine terraces and alluvium resulting from advancing and recession of the sea. In the eastern portion of the area, the marine-recessional deposits consist of uncompacted, poorly bedded sand which range in thickness from 10 to 50 feet. The presence of the extensive dune system in the western portion of this area confirms this deposition. Alluvial or water-deposited soils are evidenced by the clay, silt, sand, and gravel deposits in the eastern portion of the area. Alluvium deposition occurred in estuaries as the sea level rose at the end of the Pleistocene. This deposition formed broad, flat valleys now found near tidewater areas. Shorelands fringing the upper bay and slough are formed from alluvial deposits and the bay itself is, most probably, filled with alluvium 400 – 500 feet in depth.

3.3 SOILS

Due to the geological deposits discussed above, the eastern and western portions of the city are characterized by slightly different soil types. In the west, generally the Empire area, the Bandon and Westport soils occur. The Bandon series is well drained, sandy loam over cemented loamy sand which was deposited by either water or by the wind. The area is nearly level to only moderately steep. This area also possesses some Westport soils which are deep and excessively drained and are formed of wind deposited materials on nearly level to steep, stabilized dunes. Bullards soils also occur in the central and eastern portions of the city. (Like the Westport type soils, these are composed of well drained sandy loam and are both wind and water deposited. The major problem associated with these soils is erosion, particularly after the protective vegetative covering is removed.

The soils in the eastern section of the city contain greater amounts of silt and clay, such as the Coos Bay and Dement soils. Generally, they were water deposited formed from weathered sedimentary rock, and are well drained. The soils are found in areas which are nearly level to steel slopes.

Several areas, particularly the downtown portion of the old city of Marshfield, have been reclaimed from the estuary and contain deep layers of fill material, a large percentage of which is sawdust and wood chips. The long term changes of this will make it somewhat unstable for constructures, and they require deeply embedded foundations to support any structures.

3.4 BEACHES AND DUNES

There are no beaches of major consequence located within the city limits of Coos Bay. One beach has been identified within the planning area in Barview, North of the South Slough Bridge.

The city is generally characterized by stabilized dunes, mountainous areas, and filled land. The younger stabilized dune areas of the north Empire area may require some care during development after the vegetative cover has been removed and the likelihood of wind erosion is enhanced.

3.5 WETLANDS AND TIDAL MARSHES

The topics associated with the estuary and shoreland goals will be extensively covered in the regional estuary management plan. Generally speaking, tidelands have been identified along the western shoreland area of the city and to a limited extent along the eastern side of the city. Wetlands, characterized by salt marsh vegetation, appear to be limited to western shoreland area of south Empire.

3.6 FLORA AND FAUNA

The general area provides a wide range of upland and marine habitats.

3.7 WATER RESOURCES

There are several major water areas inside the city limits, such as Empire Lakes, Pony Creek reservoirs, and Mingus Lake. The reservoirs are protected as the regional water source and have limited access. The other water areas mentioned are part of the City of Coos Bay's park system and provide boating, swimming, and fishing.

The area's groundwater reserves are generally poor as most of the wells are of medium to low productivity due to the soil characteristics. Groundwater quality varies according to subsurface soil properties and surface contamination sources. Contamination sources include iron oxide bearing red and yellow soils, some septic tank runoff and urban runoff.

3.8 AGRICULTURAL AND FOREST LANDS

Only class III and IV soils occur within the city limits and in the generally planning area classifying them as marginally suitable for commercial agricultural use. Except for a small area just north of the Coos River Highway and just west of the mouth of the Coos River, there are no commercial agriculture activities within the city due to both the soil and terrain limitations, and to the existing urbanization. South and east of the city, there are minimal "backyard" farming activities.

The only areas directly affected by the forest lands goal are the Pony Creek watershed, the southwestern corner of the Eastside area as well as a smaller area located adjacent to southern city limits between 9th and 14th streets. A timber harvest and reforestation program is conducted at the watershed by the Coos Bay-North Bend Water Board. Commercially harvestable forest areas do exist south of the city under ownership or lease by private companies. Other minor forest areas also occur in the urbanized but unincorporated area south of the city, but these are not of sufficient quantity or quality to be commercially valuable.

3.9 MINERAL RESOURCES

Coal mining was prevalent in the area between 1854 and World War II. The general area is part of the Coos Bay coal basin which has estimated reserves of between 3.7 and 51.36 million tons. The quality of the coal reserves is marginal, but could conceivably become marketable with advances in technology to extract the coal and with the increasingly higher costs of other fossil fuels.

ECOLOGY

Chapter 4

INTRODUCTION

This section summarizes plan inventory reports on the quality of air, water, and land resources, on natural hazards affecting the city, and on energy conservation. Detailed documentation of these statements are found in Inventory, Volume II (section and page numbers cited).

4.1 AIR QUALITY

Air quality is measured locally only for the amount of total suspended particulates. The results of this testing are favorable, despite the mill operations in the area, primarily because of the offshore wind conditions.

4.2 WATER QUALITY

"Point sources" of water quality degradation are those which are attributable to a specific pollution source (e.g., pipe, outfall). The sources of such potential pollution within the city are regulated by the Department of Environmental Quality (DEQ) and must comply with established state standards in order to continue operations.

"Non-point sources" of water quality degradation are more difficult to assess because of the actual cause of pollution cannot be pinpointed. Local non-point source problem areas include Isthmus Slough, the Marshfield/Eastern North Bend waterfront, and Pony Creek. The specific problems for these areas are:

1. Isthmus Slough. Low levels of dissolved oxygen and high sedimentation detrimental to aquatic life due to excessive debris, high water temperature, and algae growth.

2. Waterfront. High levels of fecal bacteria which may be related to the City's sanitary and storm water treatment problems.

3. Pony Creek. Excessive debris and algae growth.

4. Catching Slough. Sediment and temperature levels have limited water quality, although dissolved oxygen levels are adequate there.

5. Coos River. Except for some problems with high temperature during periods of low streamflow during summer months, water quality has generally been good.

4.3 LAND QUALITY

Land quality is impaired through the improper disposition of human wastes through solid waste disposal in landfills and through septic systems treatment of sanitary wastes.

The City of Coos Bay has accepted a general policy not to promote septic systems within city limits because of their unacceptable failure rates and resulting effects on land quality.

There are no solid waste disposal sites within the corporate limits of Coos Bay. Although solid waste management planning is chiefly Coos County's responsibility, the city is a major solid waste generator and does have a responsibility to coordinate its activities with the County.

It is desirable that future solid waste disposal sites be accessible to the city and be adequate for disposal of land clearing and building materials, while possessing environmentally safe characteristics.

Large scale clearing of vegetation in preparation for new development increases the potential for slides and erosion in areas with steep terrain. Selective clearing on construction sites should be considered not only to lessen the potential for erosion but also to enhance the visual appeal of a complete project.

4.4 NATURAL DISASTERS AND HAZARDS

In the local area natural hazards - flooding, earthquakes, erosion, high groundwater and ponding, windthrow, and abandoned coal mines - can result in loss of life and property. Although these involve natural processes or resources that can be hazardous to man, their affects can be compounded by man's activities.

Flooding

Flood prone land in the City of Coos Bay has been identified on the Flood Hazard Boundary Map prepared by the Department of Housing and Urban Development as those areas immediately adjacent to the estuary and Pony Creek reservoirs, Blossom Gulch, Empire Lakes, Chickses Creek, and First Creek. Those affected areas outside city limits are Tarheel Reservoir, Fourth Creek Reservoir, and Isthmus Slough.

The City participates in the Federal Flood Insurance Program sponsored by HUD, and also exercises sound building code practices to safeguard from unnecessary flood damage.

Earthquakes

Earthquakes do not pose a major hazard in the planning area, although earthquakes centered in California are capable of causing some local damage. According to the Department of Geology and Mineral Industries, *"no mapped faults along the Oregon coast are known to be active,...no epicenters have been recorded in western Douglas or Coos Counties for over 100 years."*

Erosion

Stream bank erosion and scouring by flooding are not particular problems within the planning area, except within the 100-year floodplain under flooding conditions. Slope erosion on the other hand, poses a potential problem in the southern and northern reaches of the city and in areas surrounding the urban core due to soil characteristics. Slope erosion in these areas is aggravated by soil disturbance and the removal of vegetation.

The city's building codes and development ordinances provide safeguards to prevent unnecessary erosion loss and to provide for drainage control.

High Groundwater and Ponding

High groundwater and ponding disturbs man's activities by flooding basements and by interfering with subsurface facilities. Examples of areas with soils prone to this problem are Coalbank and Isthmus Sloughs, Chickses Creek, and Blossom Gulch.

Windthrow

Windthrow hazard is the blow-down rate of large trees with shallow root systems. Much of the planning unit has a windthrow hazard of a moderate to slight degree except for select areas in Empire and around Joe Ney Slough where the hazard can be severe.

Abandoned Coal Mines

Abandoned coal mine shafts and tunnels which exist in the planning sites are hazardous to construction through surface subsidence and by underground fires. Exact locations of the shafts and tunnels have not been mapped.

4.5 ENGERY CONSERVATION

Nationally, more energy is used wastefully than is used efficiently. Therefore, conserving energy usage will go further to manage our energy resource reserves than relying totally upon new energy resource discoveries. Few, non-renewable energy sources (coal, gas, oil, uranium) exist in the Coos Bay area. Those that are present are not being recovered at this time due to economical or technological constraints. There are no hydro-electric, thermal, or nuclear energy-producing plants in the Coos Bay area.

Utilization of alternate energy sources - solar and wind, waste, biomass, tides - are non-existent or are utilized on a limited basis. Residential, commercial, and industrial sectors combined use the most energy consumed locally and statewide. The remaining amount of energy is consumed by transportation. The principal energy source utilized in the bay area is electricity, most of which is consumed by the growing residential sector. The costs of electricity are rising, while the state must rely on outside sources for 70% of electricity consumed. Due to energy crises, energy conservation can be considered a primary energy resource. Conservation measures can be achieved by individuals, local government, commerce, and industry. Future energy conservation measures can be achieved by local government, developers, and individuals through proper building techniques and land use planning.

CULTURAL ENVIRONMENT

CHAPTER 5

INTRODUCTION

The City's history and the status of housing, transportation, economy and other facets of urban life affected by man are summarized in this section. Detailed documentation of these statements is found in the Inventory, Volume II (section and page numbers cited).

5.1 HISTORY

Coos Bay's "Historical Resources" inventory component was developed to recognize the historical characteristics of the City in order to maintain the integrity of local historical/ archaeological sites and structures. The component recounts Coos Bay's history from the period of Native American settlement through the present. An attempt was made to map the special growth of the community during that period. Settlement, in general, approximates the "concentric ring" theory of urban development where city growth occurred outwardly in a symmetrical manner from a city center. Traditional city centers were Empire and Marshfield.

The Marshfield Sun Building is the only structure in Coos Bay that enjoys the prominence of being listed in the National Register of Historic Places. The Sun Building is located at North Front Street and Fir Avenue, and was the site of the longest continuation of a newspaper under one owner and editor in Oregon.

Historian, Dr. Stephen Dow Beckham, has inventoried other local sites and structures possessing "historical significant" characteristics. The majority of these are houses that were once the homes of prominent Coos Bay citizens. The Beckham sites were inventoried under contract with the Oregon Coastal Conservation and Development Commission (OCCDC). While the sites are admittedly of less significance than the Marshfield Sun Building, their importance is worthy of recognition. The "Historical Resources" component does not inventory or identify local archaeological sites in order to protect their integrity from harmful destruction by "pot hunters". This was done to honor a request by the State Historic Preservation Office. This area does, however, contain several Indian burial grounds, and other Indian sites.

1

[1] [1] Portland State University Population Research Center, 2008 Population Estimate

5.2 ECONOMIC DEVELOPMENT

Population growth projections used for this document were determined using the tate's accepted methodology. The methodology forces the use of data that represent an aberration in the community's economic history which affected the City's apparent population growth. Based on the experience and observation of local residents and officials, the actual growth is expected to be higher. The belief that population growth will actually exceed the calculated rate is supported by several factors. In Coos Bay, the area's geography and natural resources play an important role in the economy, from marine activity to wood product manufacturing and forest management to recreation and tourism. As expected, the economic outlook for Oregon, Coos County and the Coos bay area is tied to the U.S. outlook and the global marketplace. However, assets in Coos bay such as the Port of Coos Bay, tourism, capitalizing on the area's natural beauty and outdoor recreation activities and the continuous building in the healthcare sector present key opportunities for economic growth.

ECONOMIC TRENDS

National Overview

As of Fall 2008, the economic outlook for Oregon, Coos County and the Coos Bay area is inextricably tied to the U.S. outlook and the global marketplace. As a wave of negative signs gather force in the U.S., policy makers and investors are debating just how much the national economy could be affected in upcoming years. Underpinning much of the economic slowdown is the housing market, which is a year and a half into its response to the mortgage lending crisis and increased home foreclosures. Other recent worries, including rising energy costs, increases in unemployment, tepid job growth, a volatile stock market and declines in consumer spending, indicate a national economy headed for a recession.

The Bureau of Labor Statistics (BLS) tracks economic growth within the US and prepares 10-year growth forecasts based on a general view of the national economy, labor force growth rates, unemployment assumptions, exports and imports, consumer spending and other economic variables. Major trends reported by the BLS include:

- An anticipated annual employment increase of 1.0% through 2016, compared to 1.2% during the 1996 to 2006 time frame. Growth expected to be concentrated in service sectors, with the greatest growth in professional and business services, health care and social assistance. By 2016, service jobs are projected to account for more than three-quarters of all jobs.
- Increase in unemployment from 5.7% in July to 6.1% in August 2008—the highest unemployment rate since September 2003. Continued decline in non-farm payroll employment throughout 2008. The rise in unemployment despite job gains indicates that the labor force is growing faster than the number of jobs.
- Manufacturing sector expected to lose 1.5 million jobs by 2016, compared to a decrease of 3.0 million jobs from 1996 to 2006.
- Civilian labor force expected to grow by 12.8 million persons to reach 164.2 million by 2016. This increase is below that seen from 1996 to 2006, when the civilian labor force grew by 17.5 million.

- Aging "baby boom" population (persons born between 1946 and 1964) adding to the share of labor force over the age of 55 over the next 10 years. Increasingly diverse labor force as share of Hispanics, Asians and African Americans grow through 2016.

The Pacific Northwest & Coos County

Three economic regions make up the West Coast, including the Pacific Northwest (Seattle and Portland in the US and Vancouver, British Columbia), Northern California (San Francisco/Oakland) and Southern California (Los Angeles). Although the Pacific Northwest is the smallest in terms of population and economy, its economic growth rate during the 1990s, as measured by Gross Metropolitan Product (GMP), was nearly double that of other West Coast regions. In 2004, the combined GMP for the region was estimated at $254.4 billion and made up 16% of GMP for the West Coast.

In Oregon, the Coos/Curry County Region, located along the southern coast, makes up 40% of the state's coastline. Its largest population centers include the Coos Bay-North Bend area in Coos County and the Brookings-Harbor area in Curry County. During the housing boom of the early to mid 2000s, the region's construction-related industries flourished, including wood product, cement/concrete, metals and construction machinery manufacturing and lumber and building materials trade.

Following the recent housing downturn, however, construction and wood product manufacturing employment declined. In Coos County, employment in these industries fell by 80 jobs from 2006 to 2007, with losses surpassing expectations. The professional and business services sector, however, saw greater job losses of 420 jobs, contributing to an overall decline in employment by 230 jobs during that period. Industries with job growth during the 2006 to 2007 timeframe included educational and health services (140 new jobs), leisure and hospitality, government positions and food manufacturing. While the coast has few large manufacturing firms, the 15 firms employing 99 or more persons are concentrated in four industries – food, wood products, paper and fabricated metal product manufacturing. Of these industries, food manufacturing employs the most people (1,240 in 2007) followed by wood products manufacturing with 1,097 jobs.

Coos Bay

In Coos Bay, the area's geography and natural resources play an important role in the economy, from marine activity, to wood product manufacturing and forest management, to recreation and tourism. Local facilities include the Southwestern Oregon Community College, Port of Coos Bay and a state-of-the-art Bay Area medical center, attractive to retirees and the aging population of Oregon's south coast.

As Coos Bay plans for future economic development, these assets present the area with key opportunities for economic growth, including:

- Greater activity at the Port of Coos Bay, with increased bulk container shipments;
- Increase tourism capitalizing on the area's natural beauty and outdoor recreation activities; and
- Growth in the healthcare sector building on the Bay Area Hospital and other local medical care providers, as well as the aging population in the region.

POPULATION & EMPLOYMENT TRENDS

Population Trends

The City of Coos Bay has an estimated population of 16,670 persons and the study area has an estimated 30,447 persons. This study area, reaching from North Bend on the north to Charleston on the south and including the communities of the Empire District and Eastside, was selected because of the interdependence and similarities of economic activity. Comparisons to the City of Coos Bay, Coos County and the State of Oregon are made where appropriate. The City represents the project planning area, as it is coterminous with the Urban Growth Boundary. Between 2000 and 2008, the City grew considerably faster than both the study area and the County over the last eight years, with average annual growth rates of 1.06%, 0.15% and 0.03%, respectively. These rates are all below the growth rate throughout the state (1.44% per year over the same period).

Employment Trends

Demand for new office and industrial space is generated by increases in employment, whether by existing local businesses expanding and adding workers or by business relocations or start-ups.

The Oregon Employment Department provides employment estimates and forecasts for several regions across the state. In the Coos/Curry County Region, the Employment Department estimates a total of 30,620 non-farm employees in 2006 (see Table 3). Sectors with the most employment in 2006 included Government (7,650 jobs or 25.0%), Trade, Transportation and Utilities (5,820 jobs or 19.0%), Leisure and Hospitality (3,680 jobs or 12.0%) and Professional and Business Services (3,290 jobs or 10.7%).

Employment is expected to grow at an average annual rate of 1.0%, reaching 33,620 by 2016.

TARGET INDUSTRIES

Regional Business Clusters

The Oregon Economic and Community Development Department conducted a Regional Trade Cluster Analysis for Coos, Curry and Douglas Counties in 2007 to identify major business clusters in the region. Clusters were classified as "high growth," "established" or "emerging." High growth clusters are defined as those with employment over 500, with positive average wage growth from 2001 to 2006 and with an employment growth rate that exceeded the region's overall employment growth rate from 2001 to 2006. Established clusters were those with employment over 500 and positive employment growth *or* positive wage growth. Emerging clusters had positive employment growth *and* positive wage growth.

High growth clusters included Transportation Equipment & Parts and Business Services. Logistics & Distribution was the top ranked established cluster and Agricultural Products was the top emerging cluster.

Coos Bay Targets

Identifying Coos Bay's target industries over the next 20 years should reflect a realistic combination of community goals and aspirations, the current local and county employment base and Coos Bay's assets and challenges in the context of the regional business clusters described above. A synopsis of industrial and commercial targets follows, based on research and local and agency interviews.

- Water-dependent industries and enterprises
- Industries that don't require access to Interstate 5
- Businesses relating to outdoor recreation
- Wood products and commercial fishing industries
- Solar and metal fabrication
- Technology industries dependent on location near fiber optic lines
- Tourism

Coos Bay Retail Potential

Potential demand for additional retail and restaurant space in the Coos Bay study area is generated based on two sources. The first, "existing demand," is demand for retail goods by current study area households that is now being met outside of the study area. The second, "future demand," is demand for retail space based on projected household growth within the study area over the next ten years. In each case, household expenditure trends (from the Bureau of Labor Statistics' Consumer Expenditure Surveys) by type of merchandise are applied to study area population figures to obtain potential sales volume by study area residents. Estimates of sales per square foot of store space (derived from the Urban Land Institute's *Dollar and Cents of Shopping Centers*) are then used to convert sales potential to supportable space estimates.

The only merchandise category with existing demand for additional space is home improvement, specifically building supplies and garden equipment and supplies, which showed potential demand for an additional 12,824 square feet of store space. In other merchandise categories, supply in the Coos Bay study area is greater than demand by study area residents, meaning that the area is drawing shoppers who live outside its boundaries.

Household growth in the study area through 2018 is estimated to generate demand for 81,289 square feet of *new* retail space throughout the study area. Most of the future demand – 36,100 square feet – is for shoppers' goods (i.e., apparel, home furnishings, home improvement goods or other specialty retail items). There is potential demand for an additional 20,056 square feet of store space for convenience goods, such as groceries and pharmaceuticals. Demand for restaurants/entertainment is the next highest, with the potential for an additional 18,869 square feet of space through 2018.

Together, existing and future demand show potential support for an additional 94,113 square feet of new retail space in the Coos Bay study area over the next ten years. This demand estimate accounts for most but not all commercial potential. Some sales are inevitably linked to persons living outside of the study area as well.

These other markets include tourists/visitors to the area, households living nearby that come to the study area to shop and employees working in Coos Bay businesses who visit area stores and restaurants on lunch breaks or before or after work. Visitor spending tends to be highest for restaurant and bars, entertainment and convenience goods and, in 2007, was estimated at $193 million for Coos County, up from $137.4 million in 2000.

ISSUES AND OPPORTUNITIES

Key Industry Changes

Like much of the Pacific Northwest, the Coos Bay region has seen continued decline of the wood-products industry. Interviewees estimate that the community has lost 80% of its water-dependent industry as well. Advisory Committee members feel it is time to embrace this change and re-align Coos Bay's employment strategies along 21st century growth industries.

Port Expansion

Due to its proximity to the Pacific Ocean, the Coos Bay (Port) harbor is well–positioned to serve as a regional marine trade center to accommodate the projected doubling of Trans-Pacific cargo between the years 2015 and 2020.

The Port District, Oregon International Port of Coos Bay (Port), has plans to develop marine industrial property on the North Spit of lower Coos Bay and expand marine terminal capacity in the harbor to handle bulk commodities, intermodal containers and possibly automobiles, and could potentially become the third largest container port in the Pacific Northwest.

This expansion is dependent on several key factors: depth and width modification of the federally-authorized Coos Bay deep-draft channel to accommodate large cargo vessels and increased shipping traffic, rehabilitation of the Coos Bay rail line and private-sector investment in terminal facilities.

Commercial and Industrial Land Supply

There is concern among interviewees that Coos Bay lacks adequate industrial lands to accommodate economic growth. Many feel that the existing industrial land is encumbered by water-dependent use restrictions as stipulated in the City's Waterfront-Industrial (W-I); is difficult to build on due to topography and other environmental constraints; or is not of a size and contiguity suitable for industrial development. There is also limited commercial land available that is suitable for large format retail.

Transportation

Interviewees believe the Coos Bay area is challenged by a lack of adequate transportation infrastructure to support future economic development. The Central Oregon & Pacific (CORP) Railroad Coos Bay Line, a critical rail link between Coquille and Eugene was embargoed by CORP in September 2007. The rail line is in need of significant repair, including repairs to the rail bridge across Coos Bay. The rail is crucial for existing industries, the Port's expansion plans, and the development of industrial sites throughout the region. In December, 2008, the Port agreed to purchase and rehabilitate the CORP Coos Bay line.

The region has a new air terminal located in North Bend. The area is served twice-daily by SkyWest shuttles from San Francisco International (SFO) and twice-daily service to Portland International Airport (PDX).

Coos Bay's distance from a major interstate (Interstate 5) and the limited capacity of Highways 32 and 48 are considered constraints to attracting freight-dependant industries to the area.

Tourism Development

Interviewees say tourism is a key opportunity for Coos Bay. The region's access to outdoor recreational opportunities is significant and considered by some to be underexploited. Some feel the role of tourism in Coos Bay seems to conflict with the industrial/natural resources based psychology, history of the region and living wage jobs. However, this psychology may be transforming due to the success of Bandon Dunes, a world-class golf resort located south of Coos Bay in Bandon. Tourism is considered hindered by the aforementioned uncertainty regarding air service, a perceived lack of contemporary, recently updated hotel rooms and sufficient recreational/entertainment opportunities.

Beautification/Revitalization

Interviewees say the waterfront beautification/revitalization of Front Street is considered central to attracting tourism to the community. The departure of water-dependent industries along Coos Bay's waterfront creates significant redevelopment opportunity.

Housing Affordability and Supply

Interviewees say housing is increasingly expensive in Coos Bay relative to the community's median household income. This represents a significant cost of living hurdle for younger, lower-income households.

According to interviewees, Coos Bay lacks an adequate supply of workforce housing. This may be due to several factors: there is increased market demand for single-family, upper-income housing on larger lots; the buildable residential land supply is not suitable in places due to topographical issues that make development infeasible; and median home prices have inflated over the past several years following the housing boom. Recently, more affordable homes are being built on smaller lots.

5.3 HOUSING

Land Supply

Buildable land within the City's UGB includes land that is completely vacant, as well as land that is partially vacant and theoretically has the potential for additional development based on parcel size, zoning, the location of existing development and environmental constraints. The buildable land supply was evaluated by reviewing the following information:

- Tax assessor data
- GIS data
- Aerial photographs
- Site visits to identify potential constraints to development or redevelopment
- Consultation with City staff and members of the Coos Bay Project Advisory Committee

There are approximately 810 acres of buildable land on 850 lots within Coos Bay's UGB zoned for residential use (see Table 1). This does not include commercially zoned land where housing may be allowed under certain conditions. There are another 119 acres of commercially zoned land on 197 lots that could accommodate some additional residential development. Land considered potentially unbuildable due to environmental constraints was removed from the inventory summarized in Table 1. The area or portion of each parcel subject to the environmental constraint(s) was deducted from the total land area on a parcel by parcel basis, rather than removing entire parcels of land. Land with environmental constraints includes riparian areas, area within the city's tsunami zone (including estuary lands), and significant wetlands.

Another typical development constraint is land with steep slopes. The portion of each parcel with a slope of 25% or greater was determined and identified on the residential buildable lands inventory map. However, this acreage was not removed from the gross inventory due the fact the City does not have a building code that explicitly prohibits development on steep slopes; thus, this land is technically developable for purposes of the residential buildable lands inventory.

While these areas have been included in the inventory, it should be noted that the capacity and resulting density of development on land with slopes over 25% is typically lower, given cut-and-fill and other construction requirements in such areas. To note, land on steep slopes constitutes a significant portion of the BLI – over 330 acres, or 40%.

After subtracting for constraints, some parcels are very small. However, these very small lots tend to account for a relatively small proportion of the buildable area. For example, of the 39 lots zoned R-1 in the inventory, 12 of them (over 25 percent) are less than 0.11 acres in size. However, they make up a smaller fraction of the total buildable land area in that zone (0.61 acres or less than 10 percent). Similarly over 240 parcels in the inventory zoned R-2 are less than 0.11 acres but account for only 12 acres of land (5 percent of the R-2 total). Some of these very small parcels may still be considered buildable if the city's zoning code allows for constructing new homes on any lots of record, even if they are below the minimum lot size otherwise allowed for land division or

development. As a result these parcels have been included in the buildable lands inventory.

Housing Occupancy and Structure Type

In 2007, based on population estimates obtained from ESRI, there were an estimated 6,668 households in the Coos Bay UGB. There were an estimated 7,314 housing units in Coos Bay in 2008, which include both occupied households and additional vacant units. By subtracting the number of occupied households from the total number of housing units, we know there are approximately 646 vacant units, indicating a vacancy rate of approximately 8.8%. Homes classified as vacant fall into two general categories – those that are vacant because they are in the process of being sold or rented and are temporarily unoccupied for relatively short periods of time; and those that are occupied only seasonally (second homes or vacation homes) and considered to be vacant during a majority of the year.

Only a modest percentage of vacant housing units in Coos Bay fall into the second category (seasonally occupied homes). Approximately 12% of vacant units and about one percent of all units are seasonally occupied. These percentages are much lower than many north coast communities (e.g., the City of Manzanita has a 73% vacancy rate with the vast majority of vacant units used for recreational or seasonal purposes).

Housing Costs, Household Incomes and Housing Affordability

Median home values in 2008 were approximately $189,000 and $166,000 respectively; with 69% of homes in the $100,000 - $300,000 price range and only 11% over $300,000. Housing costs in Coos Bay are lower than for the state as a whole.

Median household income of under $40,000 in Coos Bay, about $10,000 less than for the state as a whole. It also shows a higher percentage of residents in the lowest two income categories in Coos Bay compared to the state, a similar percentage in low to moderate income categories (e.g., earning $25,000 to $75,000 per year), and a lower percentage in the higher income categories than in the state as a whole.

Housing affordability is typically assessed in one of two ways – either by estimating the percentage of households which spend more than 30% of their monthly income on housing (the standard measure of affordability) or by comparing incomes to the supply of housing at prices that people in those income levels could afford. The most recently available data related to the first measure comes from the 2000 US Census. That data indicated that just over 20% of all homeowner households spent more than 30% of their incomes on housing, while about 46% of renter households did the same. Almost a third of all households in Coos Bay spend more their 30% of their income on housing. These percentages likely have climbed since the year 2000, given increases in housing costs, particularly for owner-occupied housing during this period across the state of Oregon and in Coos Bay.

Future Needed Housing Types

The following trends are expected to affect the need for different types of housing:

- Increasing cost of land and housing in communities throughout Oregon. Right now housing costs are lower in Coos Bay than for the state as a whole and the state and nation are currently in the midst of a housing price slump. However, over the long term (next 20 years), we expect to continue to see an increase in housing and land costs, similar to historic long term trends.
- Relatively modest increases in wages, consistent with trends during the last ten years.
- Continued need for relatively low cost housing for households and families with lower incomes, including workers in the retail/tourism sector.
- Continued need for manufactured housing in parks as a potential supply of low-cost, workforce housing.
- An increase in the need and market for multi-family and single-family attached housing as a potential supply of low and moderate cost housing.
- Continued demand for housing on somewhat smaller lots (5,000 square feet and smaller), consistent with recent trends and zoning regulations for most residential zones in Coos Bay.

The following two tables identify current and projected percentages and numbers of homes by housing type in Coos Bay. These tables represent projected housing needs which the housing market may or may not accommodate on its own. The projections (see Table 6) show the following needs and trends related to future housing types:

- **Modest shifts in tenure mix**. The trends described above are expected to result in modest changes in the relative percentage of owner and renter-occupied housing. However, without knowing more about projected future incomes or housing costs, it is not appropriate to project significant changes in the tenure mix. A modest increase in the share of renter-occupied housing and a similar decrease in the share of owner-occupied housing will support the changes in housing need by structure type described in the following paragraphs.
- **Continued demand single-family detached homes, but with these units making up a smaller proportion of the total supply**. 2000 Census data and 2008 ESRI data shows that single-family detached homes account for 61.5% of all dwellings in Coos Bay. This does not include manufactured homes on individual lots which the Census includes in the supply of "mobile homes." Other data indicates that approximately half of these "mobile homes" are located on individual lots. As a result, closer to 68% of all dwellings would be classified as single-family detached homes per state guidelines. We have projected a reduction from over 66% to approximately 61.5% during the planning period. The modest reduction is based in part on current and recent trends in Coos Bay, including relatively low land values, falling housing prices and values, a relatively ample supply of land and relatively limited cost savings associated with other types of owner-occupied units (e.g., single-family detached units), given relatively low land values.

- **Need for a more balanced mix of housing** to address the needs of households in all income ranges, including those with lower incomes. While single-family detached dwellings will continue to make up a significant percentage of future housing needs, other housing types are expected to increase, given affordability considerations and the fact that the aging population in Coos Bay and throughout the state can be expected to need smaller housing units and different housing types. We project an increase in single-family attached units (2.2% to 5% of the total or an increase of over 100% in terms of the relative share of these units). We also project an increase in the relative share of duplexes (5.9% to 7.5% of the total), tri-plexes and four-plexes (3.8% to 5.0% of the total) and multi-family dwellings with 5 or more units (14% to 16% of the total).
- **Year-round residents need more alternatives to single family detached units** (e.g., duplexes and multi-family units) than the market is currently providing because these units have the potential to be more affordable to households with lower incomes. As noted above, we assume an increase in all of these types of housing in our projections (increasing from about 26% of the total in 2008 to about 35% of new units constructed during the planning period.
- **Continued need for manufactured homes in parks or on individual lots**. While the table appears to indicate a decrease in the percentage of manufactured homes, this is not actually the case. Rather the different percentages reflect how these units are accounted for in historical (2000) data versus future projections (2029). As indicated in the footnote to Table 3, 2000 Census data includes all manufactured homes (in parks and on individual lots). State guidelines direct us to only include manufactured homes in parks in our future manufactured home projections. Manufactured homes on individual lots are included in the definition of single-family detached homes. As noted above, approximately half of the manufactured homes in the 2000 Census data (about 5%) are assumed to be manufactured homes in parks. We are assuming that this proportion of total housing will not shift appreciatively during the planning period.

We also assume that densities of development will increase somewhat but not substantially, given relatively moderate land costs in Coos Bay. Assumed densities are similar to the City's minimum lot size requirements which are in turn consistent with recent development trends. By assuming densities consistent with minimum lot sizes (rather than average lot sizes), we are assuming a trend towards relatively denser development.

The analysis identifies a projected increase in the number of housing units of 254 units with just over 60% of the new units in single-family detached units (including manufacture homes) on individual lots.

Future Land Needs

The amount of land needed for future housing depends on the number of housing units expected and the average density (or lot size) at which they are developed. State regulations require that the City estimate the amount of land needed in each zoning designation where housing is allowed. In Coos Bay, housing can be constructed in several residential (R-1, R-2, R-3, R-4P, R-5 and R-w) and commercial (C1 and C2) zones. Only housing built on upper floors over commercial uses is allowed in the commercial zones. Other types of new housing are prohibited in these zones. Based on the types of housing allowed in each zone and the relative supply of buildable land in each zone, the following future distribution among zones is expected:

- Most new single-family detached housing is expected to be located in the R-2 zone, with a modest amount (25% of the total) in the R-1 zone and a smaller amount in the R-4P and R-W zones. This is consistent with the fact that all of these zones allow for single-family detached homes at similar densities and that existing vacant land is concentrated in the R-2 zone, with smaller supplies in the other residential zones where single-family detached homes are allowed and historically have been constructed.
- Single-family attached housing will be located primarily in the R-3, with modest amounts in the R-4P and R-W zones. This is consistent with the fact that all three of these zones allow for single-family attached housing, the R-3 zone includes relatively more available, vacant land for housing and that city staff indicate that it is likely the most suitable for this type of housing, given its location relative to commercial and other services.
- Duplexes will be located primarily in the R-2, zone, with smaller percentages in the R-3, R-4P and R-W zones. This is consistent with the fact that all three of these zones allow for duplexes, the R-2 zone includes relatively more available, vacant land for housing and that duplexes are generally more compatible with other types of development typically found in the R-2 zone, compared to the other zones.
- Multi-family housing (i.e., apartments or other structures with five or more units as identified in the following tables) will be located primarily in the R-3 zone, with smaller amounts in the R-4P and R-W zones and with some units located in the city's commercial zones as upper story housing over ground floor commercial or retail uses). This is consistent with the fact that all three of these zones allow for multi-family housing, the R-3 zone includes relatively more available, vacant land for housing and that city staff indicate that it is likely the most suitable for this type of housing, given its location relative to commercial and other services.
- Manufactured homes in parks will be located exclusively in the R-5 zone, given that they are only allowed outright in this zone.

5.4 PUBLIC FACILITIES AND SERVICES

The adequacy of public facilities and services is necessary to maintaining existing urban and rural areas, which must be able to support future development. This report assesses the existing public facility systems that future needs.

Coos Bay-North Bend Water Board

The Coos Bay-North Bend Water Board provides services to over 11,000 customers from two water sources - upper and lower Pony Creek reservoirs and the Coos Bay sand dunes. These sources can meet present demand for water consumption either for domestic or fire protection uses, barring any extended drought periods.

The Water Board is devoted to water source development in response to the demand of the community. It has conducted studies on all water sources available in this area. Short-term needs can be satisfied by interim projects involving the expansion of the Pony Creek storage capacities through the raising of the upper reservoir dam, creating a new reservoir in Joe Ney Slough, or pumping water out of Joe Ney Creek. Further exploitation of the sand dunes is presently under consideration.

A more complete, permanent water source could be developed on the West Fork of the Millicoma River. This source alone could provide more than enough water for this area's future needs. However, development of this source presents some economic difficulty and is predicated on the intensified needs of additional industrial demand.

All existing residential, commercial, and industrial development is provided with required fire flow capacity, except for a few areas in Englewood located on unimproved streets.

Southwestern Oregon Community College

The 125-acre campus of Southwestern Oregon Community College is located east of Empire Lakes in Coos Bay and provides educational and community services to Coos, Curry, and western Douglas Counties.

Findings of Southwestern Oregon Community College's Master Plan reveal that the current size and configuration of the existing complex is inadequate to meet the program requisites. The college has devised a 5-year plan for new construction and facility remodeling aimed toward adequately housing 1977-78 existing programs and services by 1983. At this time, the college has yet to update its Master Plan.

The space needed to accomplish these plan goals is more than adequately covered by the total acreage of undeveloped lands within the City dedicated to the college.

Southwestern Oregon Community College plan addresses current needs and offers no specific schemes that would house new programs and services not currently offered by the college. Further expansion would be contemplated in the future depending upon program needs and financial capability at that time.

School District #9

School District #9 provides educational services within central Coos County on the elementary, junior high, and high school levels.

The school district is concerned with adequate and safe access to existing school facilities and the improvement of unpaved street within the city.

At this time, School District #9 has ample facilities to meet existing and near future needs.

Bay Area Health District

The advantages of creating this medical park have been to centralize medical and related facilities, increase efficiency and convenience to users, and create aesthetic quality in a park-like atmosphere.

The Bay Area Hospital is located in a 140-acre area that has traditionally been planned for hospital, medical, and related facilities. This planned medical area is used by the hospital, two medical clinics, physicians' offices, a pharmacy, a dental office, a physical therapy office, and a psychiatric office.

The Bay Area Hospital District Board is now in the process of preparing a plan to improve the level of health and access to health services. Those inventoried needs that have a bearing on the city's land use plan are a lack of alternatives to institutional care (for instance, group care homes, home health agencies, homemaker services, foster home services, and day care services), a need for information and referral center, and better geographic distribution of general health care through small health centers, primarily in rural areas.

Oregon International Port of Coos Bay

The Oregon International Port of Coos Bay was established as a special district to promote water-related economic development. The District's scope of concern includes the entire Coos River drainage basin, as far north as Lakeside, as far south as Bandon, and the major freshwater streams and tributaries to the east.

The Port retains ownership of some lands surrounding the estuary. One tract occurs within the city limits, which is the eastern side of North Bayshore drive from approximately Ivy Avenue to Teakwood. Part of this land is leased to the U.S. Coast Guard for boat moorage and to a private firm for in-water loading of logs on ocean-going vessels. Another tract is the 200-acre Eastside Industrial Park. Outside the city limits, the Oregon International Port of Coos Bay owns several dredge spoils islands, portions of the North Spit and its tidelands, the Charleston Marina Complex, and the Charleston Shipyard.

The Port of Coos Bay has identified three specific long-range needs for the regional economy: Channel deepening to allow the presence of larger vessels in the bay, additional off-street parking to meet the needs of the U.S. Coast Guard and the Dolphin Terminals Log Export dock, and development of the Eastside Industrial Park.

General Municipal, Police and Fire Protection and Library Services

1. General Municipal Services. The level of these services provided by the City of Coos Bay include offices of finance, public works and community development as determined by the city residents to support the city's population of approximately 14,290.

2. Public Safety Services. This service has been hampered by budgetary constraints, however, a recently passed charter amendment requiring 1.85 sworn police officers and 1.2 firefighters for every 1,000 people in the area should offset previous public safety staff cutbacks due to budgetary constraints.

   Fire protection service is provided from three sections, one in the downtown core, the other two in the Empire and Eastside districts. The present level of service is adequate to satisfy the city's needs.

   Areas in Englewood where fire flows are below accepted levels (at least 1,000 gallons per minute) are being improved. Some unimproved streets in these same areas should be brought up to city standards to facilitate fire equipment accessibility.

   The downtown fire station presently lacks a single ladder truck, although the remaining apparatus and pumping capabilities are adequate for current needs.

   Further waterfront development may require acquisition of a water boat.

   It may be desirable to develop separate facilities, one in the north city and one in the south city to rectify the traffic problems occurring at the downtown station.

   Eventual service to areas outside the city limits in the possible Urban Growth Boundary would be of concern if these areas were not brought up to adequate standards for fire flow and vehicular accessibility.

3. Public Library. The library provides a reference and information service to area residents and also houses additional space for public meetings and private gatherings.

   Budgetary cutbacks have slowed or curtailed many of the services previously provided by the library, while a continued increase of its use has been experienced.

   Growth of the library collections has made expansion of the library into the cultural center necessary. However, minor remodeling will have to occur before the expansion can take place.

Coos Bay Sewerage System

A regional sewerage system has been established by the City of Coos Bay providing service to city residents and to Bunker Hill, Eastside, Barview, and Charleston on a contractual basis. Sewage treatment takes place at two plants, Coos Bay #1 and Coos Bay #2.

The sewerage system was designed to adequately handle waste from these areas over a 20-year period. However, the system has specific deficiencies that preclude effective sewage treatment.

The Department of Environmental Quality now requires that the drainage system for storm water be separate from that transporting sanitary sewage waste. Completion separation of the two waste waters has not been accomplished in this system due to economic constraints. Also, segments of the system are old and deteriorating, thus, permitting the intrusion of ground and tidal waters. These two problems of infiltration and intrusion become particularly severe during the winter storm seasons when long periods of intense rain occur. At these times, inflow of waste water into the Coos Bay #1 plant exceeds its treatment capacity and untreated waste flows directly into the bay.

The system is adequately designed to handle sewage waste at the present time, if the storm and sanitary sewage waste can be separated and if improvement of the collection system is accomplished.

The sewerage system, contingent upon these improvements, has the capacity to meet expected growth needs over the next 20 years. If substantial, unexpected growth occurs in the areas outside the city limits, revision of contract services may be necessary.

5.5 TRANSPORTATION

Coos Bay Transportation System Plan Technical Appendix, "A". Existing Conditions," which is incorporated herein by reference, summarizes existing traffic and transportation operations for all the major transport modes including: motor vehicle, transit, pedestrian, bicycle, truck and air, rail and pipeline. *[ORD 343 1/6/04]*

5.6 RECREATION

Coos Bay's "Recreation" component inventories the supply of and estimated demand for local recreational facilities. It also identifies local facility deficiencies and attempts to assure the provision of desirable public open space.

The "Outdoor Recreation Needs Bulletin" of the "Statewide Comprehensive Outdoor Recreation Plan" (SCORP), which was developed by the Oregon Parks Division, established standards that can be used to gauge the adequacy of local recreation facilities. Standards are an expression of the theoretical relationship between recreation supply and demand. They do not substantiate absolute deficiencies.

Based solely on theoretical standards, Coos Bay registers a theoretical surplus of community park acreage, but registers a deficiency in neighborhood park acreage. The city has far exceeded local needs for walking/hiking/biking trails. A surplus of tennis and all-purpose courts also exists at present. A theoretically balanced supply of ball fields currently exists. However, an identified need for lighted softball and soccer fields has recently been documented by local recreation enthusiasts. Community Development Block Grant Funding (CDBG) will soon satisfy this need. A somewhat serious deficiency of boat launch lanes currently exists, as six more lanes are needed. Coos Bay may need an additional swimming pool by 1990.

Local public attitudes regarding public recreation were sampled by the Coos Bay C.C.I. in July 1978. Local opinion generally favors increased public access to the waterfront as well as the creation of several small waterfront parks; however, public opinion concerning the latter is mixed. The public feels that local parks are conveniently located, and that a city-wide bike path has merits in Coos Bay. The community supports the concepts of a covered swimming and a year round recreation center for all age groups.

The major public recreation opportunities in Coos Bay include Mingus Park, including the swimming pool, Empire Lakes Park, three small neighborhood parks, and the bay itself. School District No. 9's recreational opportunities complement the city's parks and facilities.

While the city may be deficient in an adequate supply of neighborhood parks, a number of city-owned properties do exist which could be developed as parks if public sentiment so desires.

State and federal recreation funding sources include the Bureau of Outdoor Recreation (B.O.R.), the Department of Housing and Urban Development (H.U.D. - C.D.B.G.) and the State Marine Board.

5.7 URBAN GROWTH MANAGEMENT

Determination of an urban growth boundary is based upon several findings concerning future population growth and upon the amount of adequate and available vacant lands within the City. The goal of establishing this urban growth boundary is to make an efficient and orderly transition from rural to urban land use, that is, to contain urban sprawl and minimize the costs of erratic development.

The population for Coos Bay by the year 2000 is expected to approximate 17,375 individuals.

Based on the expected growth of North Bend, that city will not reach its maximum population capacity before the year 2000. Hence, Coos Bay will not experience a greater influx of persons unable to settle in North Bend until that time.

Based on these population projections, the City of Coos Bay will have to house 1,363 more persons or set aside enough land for approximately 116 more housing units to a least maintain current housing trends.

There are sufficient commercially-zoned lands, but insufficient amounts of industrially-zoned lands within the city limits.

The city may need to dedicate some undeveloped land for open space uses to satisfy a need for parks; however, it is envisioned that there are sufficient lands needed for this purpose within the existing city limits.

The availability of water and sewer services to undeveloped areas in Coos Bay poses no restraining problems to development. Technologically, service can be provided to all areas.

Restraints may occur when the cost of providing service in some areas may be more expensive than others due to topography or other constraints.

The final decision to delineate an urban growth boundary outside the city limits will occur later during the planning process when land use policies are chosen. However, it appears that sufficient land exists within the City of Coos Bay to accommodate any future growth.

A formal agreement between city and county must address whose zoning, subdivision, and property development standards will apply to these urbanizable lands identified by an urban growth boundary outside the city limits.

LAND USE

CHAPTER 6

INTRODUCTION

Broad statements regarding the use of land within the city for open space, homes, businesses, and industry are summarized in this section. Detailed documentation of these statements are found in the Inventory, Volume II (section and page numbers cited).

The following sections contain information from the 1977 citywide land use inventory. This 1977 inventory is still reliable due to the lack of development over the last decade.

6.1 OPEN SPACE AND PUBLIC LANDS

There is a total of approximately 4,743 acres of land (78% of all land) within the city limits that is undeveloped or open based upon a 1977 city-wide land use inventory. (This figure does not include the many acres of estuary that belong to the city). Of this amount open space is found in the form of rights of way, the Water Board property (including reservoirs), and city parks totaling 3,017 acres (50% of all land). Water Board policy does not permit public access to the watershed, therefore, approximately 990 acres (16% of all land) are set aside or accessible to the public.

Public lands comprise properties owned by the city, such as rights of way, parks, miscellaneous pieces of property totaling 994 acres. Other public districts, such as the Coos Bay-North Bend Water Board, the Port of Coos Bay, School District #9, Southwestern Oregon Community College, and Bay Area Hospital District retain publicly owned lands. Much of these land holdings are utilized to carry out the functions of the special district. However, as in the case of the Water Board and the schools, much of the land constitutes open space or recreation areas surrounding district buildings. Presently, much of Bay Area Hospital District's lands are undeveloped; but most of the Port property along the north "Marshfield" waterfront is leased for water-dependent activities.

6.2 RESIDENTIAL LANDS

As of 2009, there are approximately 810 acres of buildable land on 850 lots within Coos Bay's UGB zoned for residential use (see Table 1). This does not include commercially zoned land where housing may be allowed under certain conditions. There are another 119 acres of commercially zoned land on 197 lots that could accommodate some additional residential development. Land considered potentially unbuildable due to environmental constraints was removed from the inventory summarized in Table 1. The area or portion of each parcel subject to the environmental constraint(s) was deducted from the total land area on a parcel by parcel basis, rather than removing entire parcels of land. Land with environmental constraints includes riparian areas, area within the city's tsunami zone (including estuary lands), and significant wetlands.

Another typical development constraint is land with steep slopes. The portion of each parcel with a slope of 25% or greater was determined and identified on the residential buildable lands inventory map. However, this acreage was not removed from the gross inventory due the fact the City does not have a building code that explicitly prohibits development on steep slopes; thus, this land is technically developable for purposes of the residential buildable lands inventory.

While these areas have been included in the inventory, it should be noted that the capacity and resulting density of development on land with slopes over 25% is typically lower, given cut-and-fill and other construction requirements in such areas. To note, land on steep slopes constitutes a significant portion of the BLI – over 330 acres, or 40%.

After subtracting for constraints, some parcels are very small. However, these very small lots tend to account for a relatively small proportion of the buildable area identified in Table 1. For example, of the 39 lots zoned R-1 in the inventory, 12 of them (over 25 percent) are less than 0.11 acres in size. However, they make up a smaller fraction of the total buildable land area in that zone (0.61 acres or less than 10 percent). Similarly over 240 parcels in the inventory zoned R-2 are less than 0.11 acres but account for only 12 acres of land (5 percent of the R-2 total). Some of these very small parcels may still be considered buildable if the city's zoning code allows for constructing new homes on any lots of record, even if they are below the minimum lot size otherwise allowed for land division or development. As a result these parcels have been included in the buildable lands inventory.

6.3 COMMERCIAL AND INDUSTRIAL LANDS

Coos Bay has approximately 180.21 gross acres of buildable industrial and commercial land within Coos Bay's UGB, comprising 323 parcels. The majority of this land is devoted to C2 – General Commercial (115 acres) and IC – Industrial/Commercial (36.76 acres).

Given Coos Bay's unique geographic and topographical characteristics, special consideration should be given to the suitability of land devoted to commercial and industrial uses. Specifically, this pertains to environmentally constrained land due to the presence of wetlands, steep slope, 100-year floodplain, and tsunami inundation. Approximately 7.06 acres of available industrial and commercial land are constrained by wetlands and 18.43 acres are constrained by steep slope above a 25% grade.

By removing environmental constraints, there are approximately 154.73 acres of existing buildable industrial and commercial acres inside Coos Bay's Urban Growth Boundary, with 12.77 acres of industrial lands and 141.96 acres of commercial land.

Additionally, Coos Bay should seek to create parcels of suitable size to accommodate commercial and industrial development. As of 2009, there are three large sites (32.01 acres, all commercial), 19 standard sites (50.86 acres) and 300 small sites (71.86 acres). Given the high number of small sites, to fully utilize this land for industrial and commercial purposes will require assembly of smaller, contiguous parcels into larger sites.

6.4 UNDEVELOPED LAND

As of 2009, there are approximately 1116 acres of undeveloped land within the City of Coos Bay's Urban Growth Boundary (UGB). This consists of approximately 946 acres of vacant residential and 170 acres of vacant commercial and industrial land. These numbers do not consider factors that determine the suitability of the land as "buildable". These factors include environmental constraints, such as flooding, wetlands, tsunami inundation, and steep slopes. Considering these factors, there are approximately 820 acres of net vacant buildable residential land* and 81 acres of net vacant buildable industrial and commercial land.

*Includes area with slopes above 25%

IDENTIFICATION OF PROBLEMS, PLANNING ISSUES, GOALS, AND PLAN IMPLEMENTATION STRATEGIES

CHAPTER 7

INTRODUCTION

This section identifies general community problems and specific planning issues related to nine basis topics that range from "natural resources and hazards" to "housing" and "urban growth management". Community concerns about these key issues were identified by the C.C.I.'s public attitude survey administered in July 1978,* and also from public input gathered at eight well publicized town hall meetings sponsored by the C.C.I. in March and April 1979. Since that time, these nine topics have been updated as part of Periodic Review in order to reflect existing conditions.

These problem statements are followed by the City's adopted strategies to solve these specific needs. The strategies are policy; moreover, they are written to cite the reasons and justification of the policies and how they will be put into effect.

This section reflects the culmination of many hours of study by the CCI, the Planning Commission, City Council and interested local, state, and federal agencies. The first drafts of the problems, issues, goals, and strategies were developed by staff and subsequently scrutinized by these groups. During the first stages of this process, the CCI made a great many modifications to staff's proposals, most of which staff whole-heartedly recommended the Planning Commission accept during their later deliberations on the first draft. The second draft was reviewed and amended after many joint meetings of the City Council, Planning Commission, and CCI and resulted in the Council adopting this document.

* (City of Coos Bay, 1981:II)

7.1 NATURAL RESOURCES AND HAZARDS

Problems

Community growth and development has the potential for infringing upon and impacting the area's natural resources. In addition, natural hazards, which are known to occur in the Bay area, may threaten existing development and pose a constraint to future growth.

Issues

1. Water quality near the downtown core area registers a high level of human waste bacteria, indicating that the regional sewerage system does not adequately fulfill its intended purpose. What can the City do to rectify this situation and prevent further degradation of the estuarine water?

2. An undetermined number of septic systems exist within the city which can degrade land quality if the septic system fails. What can the city do to change this situation?

3. Future construction within the city may not recognize certain hazards or development-limiting characteristics of the land, such as highly erodible, and impermeable soils, extreme slope, propensity to flooding, windthrow vegetation, and abandoned coal mines all of which can create problems for residents and users of these developments. What can the city do to require wise property development practices in its land use decisions?

Goal

The City of Coos Bay shall exercise sound land use practices to conserve and protect the quality of all its natural resources and safeguard the life and property of its citizens from natural hazards and disasters.

Strategies

NRH.1 Coos Bay shall use the information resulting from the area's soil survey to assess property development concerns regarding the hazards or erosion, drainage, slope, and windthrow. For development in areas with identified constraints, the developer shall be required to substantiate to the city that property development will not be endangered by the constraints. For example, the developer should incorporate preventative measures into the project's site design, such as engineered foundations, landscape measures intended to maintain bank stability, retaining walls, and so forth. The city recognizes that these development requirements will insure the safety of its residents and reduce the potential impacts to its land resources.

NRH.2 Coos Bay shall continue to separate storm and sanitary sewer lines and generally upgrade its sewer collection system as funding sources permit, recognizing that these problems press the sewerage system beyond its capacity and contribute to the substandard quality of water in the bay.

NRH.3 Coos Bay shall extend its city sewer services to those developed areas within the city limits that are utilizing septic sewer systems according to its master sanitary and storm sewerage plans and as funding sources permit. In addition, the areas of Bunker Hill, Charleston, and Barview, which are functioning under the existing regional sewerage plan, have the right to continue providing sewer services within their respective districts as permitted under their service contracts with the city. The city recognizes that the extension of such services is necessary to preserve the quality of its land and the health of its residents.

NRH.4 Coos Bay shall continue to endorse existing applicable state and federal environmental quality statutes, rules, and standards with respect to the quality of air, land and water resources and noise levels recognizing that this acknowledgement will assure the continued stability and integrity of these resources.

NRH.5 Coos Bay shall continue to participate in the National Flood Insurance Program of the U.S. Department of Housing and Urban Development, recognizing that participation in this program substantially insures the health and well being of its residents and allows city residents to benefit from subsidized flood insurance rates.

NRH.6 Coos Bay shall require that construction in flood prone areas shall meet certain flood proofing standards such as structure orientation to flood flow, flotation prevention measures, and a minimum elevation of the lowest story. The city recognizes that this development, if permitted, should offer the minimum obstruction to the flow of flood water and should be designed to afford the most protection to human life and property.

NRH.7 Coos Bay shall encourage the continuance or development of stocking programs for wildlife and fish habitat, recognizing the need to preserve the natural resources of this area.

NRH.8 Coos Bay shall encourage the preservation and protection of riparian vegetation as an important fish and wildlife habitat and as a viable means of flood control by enactment of appropriate property development ordinances providing protection by establishing buffer strips along waterways, along designated HUD floodways, with the exception of navigable waterways. This strategy recognizes that such land use practices are necessary (1) to preserve the area's natural resources, and (2) to eliminate unnecessary drainage and erosion problems often accompanying development.

[RES 83-11 5/13/83]

NRH.9 Coos Bay shall cooperation with local, state, and federal agencies in conserving and protecting fish and wildlife habitat, open spaces, and aesthetic and scenic values encompassed by areas enclosed by the Coos Bay-North Bend Water Board, Empire Lakes, and Mingus Park. This strategy is not intended to prohibit development in these areas, but rather to ensure that if development occurs it takes into consideration the ability of the land to support such development, i.e., soils, topography, habitat, natural processes, etc. This strategy recognizes that these areas are particularly sensitive and valuable resources.

NRH.10 Coos Bay has added to its Land Development Ordinance requirements that state noise standards be met for industrial uses and more intense commercial uses and will consider noise impacts during site design and special development permit review.

NRH.11 Coos Bay shall regulate land use in dune areas in order to minimize erosion and protect coastal resources recognizing the detrimental effects that irresponsible development has on water quality, soil stabilization, and the protection of other property. This strategy shall be implemented by the Land Development Ordinance, enforcement of the building code, and ongoing inspections of property and development.

NRH.12 Coos Bay recognizes that local and state building codes agencies require building standards that are intended to prevent collapse of structures when they are subjected to earthquake or tsunami forces. (1997 Uniform Building Code, Chapter 18). *[ORD 284 10/19/1999]*

7.2 ENGERY CONSERVATION

Problems

Energy resources are diminishing and the cost of energy is rising accordingly. Yet, community growth and development results in an increasing appetite for energy.

Issues

1. Coos Bay has traditionally not made energy conservation considerations an integral part of its land use decisions. What can the city do to conserve energy through its land use decision?

2. Coos Bay has not traditionally made energy conservation considerations an integral part of its transportation planning efforts. What can the city do to conserve energy by planning its transportation system?

Goal

The "energy crisis" looms largely as a state and national dilemma forcing local jurisdictions and individuals to cope primarily with the acute problem of curbing energy consumption, and to the utilization of renewable conservation practices and will manage and control its land use policies to maximize the conservation of all forms of energy based on sound economic principles.

Strategies

EC.1 Coos Bay shall exercise residential site development practices consistent with sound energy conservation design principles, including where appropriate, consideration of alternatives for cluster housing, for structural orientation and landscaping design to minimize adverse climatic impacts and maximize solar benefits, and for street design to minimize surface heat loss. Coos Bay shall implement these concerns by developing performance standards in the zoning and/or subdivision ordinances in order to produce energy-efficient developments, (e.g., development of subdivisions which orient the longitudinal axis of homes in an east-west direction allowing maximum passive and active solar potential). The city recognizes that such alternative site and structure design practices will afford greater energy conservation rewards than conventional practices.

EC.2 Coos Bay shall promote the rights of residents to solar access and encourage an in-depth study of solar energy which will lead to establishing appropriate design standards and other provisions in the zoning and subdivision ordinances, recognizing that (1) the use of solar energy is becoming more desirable and necessary in the present energy situation, and (2) active solar systems may become an economic feasibility to an increasing number of households and, therefore, the ability to obtain this energy should not be obstructed by the design of the home or of adjacent homes. This strategy does not mean that the desire to encourage utilization of solar energy should preclude other important and desirable site designs such as lowing densities.

EC.3 Coos Bay shall encourage the development of wind-generated energy by establishing appropriate design standards and other provisions in the zoning and subdivision ordinances, recognizing that (1) the use of wind as an energy source is becoming more desirable and necessary in the present energy situation, and (2) there are unique requirements of a wind generation system that must be addressed.

EC.4 Coos Bay shall promote development along major transportation corridors by zoning lands adjacent to such corridors to allow commercial, industrial, and multi-family development except where such areas are irreversibly committed to low density residential development. However, ingress/egress to such development shall be designed so that it does not restrict traffic flow on the arterial streets. The city recognizes that intense development, along major transportation corridors conserves energy by providing shorter, direct access to home and trade and service areas.

EC.5 Coos Bay shall encourage the development of undeveloped parcels of land within the city limits for residential purposes, recognizing that such development constitutes extensions of existing traffic corridors and service lines, and is a more energy efficient use than new construction in "unserviced", undeveloped areas outside the city limits.

EC.6 Coos Bay shall attempt to site residential apartment development in appropriate areas within or on the fringe of commercially zoned areas, recognizing that such uses conserve energy by the centralized location of achieving the goal of "infilling", and by maximizing the potential of land uses within developed areas of the city. This strategy shall not supersede the strategy dealing with protection of the integrity of established residential neighborhoods.

EC.7 Coos Bay shall encourage multi-family dwellings as part of its housing strategy, recognizing that these types of dwellings are relatively more energy efficient than single family units. The centralization of these dwellings require the extension of fewer service lines and fewer roadways, and the nature of their construction lends to the conservation of heating energy.

EC.8 Coos Bay shall encourage the "infilling" development of undeveloped parcels of land, within the city limits for residential and commercial purposes, recognizing that such development, located in the vicinity of established traffic corridors and in areas already serviced by electrical, sewer, and water lines, are more energy efficient than new construction in "unserviced" undeveloped areas.

EC.9 Coos Bay shall designate areas within the city as suitable to allow recycling activities, recognizing that recycling can be an effective energy conservation measure. This strategy shall be implemented through provisions in the applicable zoning ordinance.

EC.10 Coos Bay shall continue to enforce the currently adopted version of the Uniform Building Code as it regulates the residential/development, recognizing that energy conservation benefits accrue from these sound construction standards.

EC.11 Coos Bay shall continue to sponsor the Housing Rehabilitation Program funded by the Community Development Block Grant Program of the U.S. Department of Housing and Urban Development, recognizing this program can provide some weatherization assistance along with structural rehabilitation to eligible homeowners within the city.

7.3 HISTORIC PRESERVATION *[RES 83-11 5/13/83]*

Problem

Coastal Indian tribes had thrived in the Bay area for many centuries, while initial white settlement here commenced during the mid-1800's. Remnants of this history are embodied not only in our cultural and economic heritage but also in tangible, historically-significant sites, structures, and objects. Many of these sites and structures have already been lost to fire and demolition, land alteration, and progressive development. Hence, much of the Bay area's historical identity had been wasted.

Issues

1. Already 21 sites and residential and commercial structures have been designated as historically significant properties by the State Office of Historic Preservation; one of these buildings has been placed on the National Register of Historic Places. What is the community sentiment regarding the designation of additional historic sites, if such sites exist? Also, what can the city and community do to preserve and protect all such sites?

2. An ongoing inventory of prehistoric Indian sites is recorded by the State Office of Historic Preservation. Although the locations of these sites, are not publicly disseminated to prevent amateur "pot-hunting", sites can be disturbed as property development continues. What can the city do to prevent the disturbance of important archeological and historical sites or assist in their preservation if a conflicting land use has been approved?

Goal

The City shall endeavor to continue to identify, preserve, and protect remnants of the area's cultural heritage embodied in sites, structures, and objects that are historically significant on a local, regional, state, or national level.

Strategies

HP.1 Coos Bay shall assist the Committee for Citizen Involvement (CCI) in encouraging local historical, genealogical, Native American, and other interested groups to establish the desires of the community regarding historic sites by providing staff support and facilities, recognizing the need for cooperative community efforts in historic preservation.

HP.2 Coos Bay shall assist community organizations in seeking state and federal grant funds to assist in the preservation of historically significant sites, recognizing the recreational, educational, and cultural benefits accrued by the restoration and preservation of these sites and structures.

HP.3 Coos Bay shall preserve and protect archaeological and historical sites known, and in particular the burials known to exist in the general proximity of the "old Pioneer Cemetery" located adjacent to Lakeshore Drive (See Inventory). To this end, all development proposed within the identified sensitive areas shall not proceed without an archaeological/historical site investigation which shall be prepared by a qualified archaeologist and/or historian at the developer's expense. Confirmation of burials or other cultural resources within the property development shall not mean the development cannot be constructed. It shall mean that appropriate measures be undertaken to satisfy the intent of this strategy.

Appropriate measures are deemed to be those which do not compromise the integrity of the remains, such as (1) paving over the sites, (2) incorporating cluster type housing design to avoid the sensitive areas, or (3) contracting with a qualified archaeologist to remove and/or reinter the cultural remains or burial(s) at the developer's expense.

If an archaeological site is encountered in the process of development which previously had been unknown to exist, these three appropriate measures shall still apply. This strategy is based on the recognition that preservation of such historically and archaeologically sensitive areas is not only the community's social responsibility but is also a legal responsibility to Goal 5 and ORS 97.745. It also recognizes that historical and archaeological sites are non-renewable, cultural resources.

HP.4 Coos Bay shall preserve and protect the integrity of city-owned structures and sites of identified historical significance by requiring review by the Planning Commission prior to development or modification of the subject properties. This strategy recognizes that the city has a responsibility to preserve the cultural heritage of this area.

HP.5 Coos Bay has established a conflict resolution procedure in the Land Development Ordinance, which will be used to evaluate the value of a cultural resource which has been inventoried on the State Inventory of Historic Places as being potentially significant. This procedure will remain in effect until such time that the city has funding available to undertake a thorough inventory and to evaluate the cultural value to the community of all the identified potential resources. Upon completion of this work, the ordinance provisions may need to be amended. This strategy recognizes the facts that (1) the State Inventory of Historic Places is merely a catalog of sites potentially significant in history, architecture, archaeology, and culture at the national, state, and local level, and (2) the value of any site in Coos Bay must be based upon its context within the community and reflect the community's attitude toward preserving remnants of its past.

7.4 RECREATION AND OPEN SPACE

Problem

The city lacks some recreational facilities that are desired by the community.

Issue

1. The community has identified the following facilities as necessary to complement existing recreational opportunities in the city:

   - 90 foot baseball diamond
   - year-round recreational center for all age groups
   - covered swimming pool
   - improvements and expansion of bikeway system
   - improvements to Mingus and Empire Lakes Parks as well as other established parks
   - additional small neighborhood parks
   - covered tennis courts

   What can the city do to satisfy these needs?

Problem

Coos Bay's waterfront lacks opportunities for recreational experiences. The development of recreational facilities along the waterfront would not only provide public recreational benefits but would also improve blighted and deteriorated areas.

Issues

1. The community had identified several general recreation facilities desirable along the waterfront as follows:

   - improved public access to the waterfront
   - establishment of small parks along the waterfront
   - addition to boat moorage facilities and boat launch lanes
   - downtown waterfront broadwalk
   - multiple-use path (walking, jogging, etc.)

   What can the city do to satisfy these needs?

Goal

The city shall endeavor to satisfy the recreational needs of its citizens and visitors.

Strategies

R.1 Coos Bay shall encourage and help the Committee for Citizen Involvement to establish a recreational facilities committee whose responsibility shall be to (1) provide documentation that the public does in fact support the need for the identified facilities identified in the above stated issue, (2) prioritize the facilities based on public need and funding opportunities, and (3) help the city establish a capital improvements program (including consideration of all possible finance mechanisms) to achieve desired results. The city recognizes that considerable public support is necessary to increase public expenditure for recreational facilities.

R.2 Coos Bay shall support identified efforts to create a special purpose park and recreation district recognizing the need for and cost efficiency of a special purpose district to provide park and recreational facilities and programs.

R.3 Coos Bay shall entertain and consider the appropriateness of applying state and federal funds for the initial development of recognizing the benefits of using these funds but also recognizing that other community activities may also be in need of these funds.

R.4 Coos Bay shall continue to recognize and encourage on recreational opportunities in proportion to population growth. The city recognizes that future generations have a right to an equal level of recreational opportunities enjoyed by present residents. This strategy shall be implemented by consideration of all possible finance and land acquisition methods.

R.5 Coos Bay shall utilize small city-owned, deeded, or dedicated undeveloped areas as open space, recognizing that open space alone is recreationally valuable,

R.6 Maintain a 100-foot buffer strip separating the residential area of Eastside and the abutting undeveloped portion of the fill area which allows industrial development. *[RES 95-32 11/21/95]*

7.5 ECONOMIC DEVELOPMENT

Vision

The City of Coos Bay is developing a vibrant, dynamic economy capitalizing on its waterfront and proximity to a geographically unique area. The City is poised as the region's hub to support industrial growth.

The City's commercial and industrial economic development is a balance of increasing the amount and occupancy of useable industrial land and maintaining a focus on services, hospitality, the retirement community and related support services.

Economic Development Goals

- **Goal #1:** Encourage and support economic growth.
- **Goal #2:** Maintain and expand a diversified economy.
- **Goal #3:** Recruit businesses.
- **Goal #4:** Work to retain, expand and strengthen existing local businesses.
- **Goal #5:** Recruit sustainable industries and industries that provide "green- collar" jobs.
- **Goal #6:** Maximize use of Coos Bay's unique geographic and recreational assets and cultural heritage.

Community Economic Development Objectives

Based on review of Coos Bay's existing economic vision and goals, Comprehensive Plan policies, and interviews with City officials, DLCD staff and Advisory Committee members, the following are the City's community economic development objectives, in accordance with OAR 660.009.0020(1)(a):

- Create a more diversified economy.
- Become ready for economic opportunities aligned with 21st century trends.
- Promote housing necessary for economic development and enhanced quality of life.
- Encourage a range of housing types at different price points (including, but not limited to first-time home owners, workforce housing, and retirees).
- Support the creation of necessary improvements to the Oregon International Port of Coos Bay to attract and stimulate economic opportunities.
- Increase the City's short-term availability of industrial and commercial sites.
- Update the City's Buildable Lands Inventory (BLI) to reflect truly buildable land.
- Serve as a regional hub for commercial and professional support services.

Policies

Recommended updated Comprehensive Plan goals and associated policies.

Goal 1: Encourage and support economic growth.	
	Policy
1.1	Enhance Coos Bay's role as a hub for support services for the south coast, commercial, financial, real estate, professional services (engineering, architecture), housing, etc.
1.2	Encourage and support assembly of small, contiguous industrial and commercial parcels into suitable sizes utilizing city-initiated efforts, such as the use of urban renewal, public private partnerships and real estate negotiation, site clearance assistance and brownfield remediation.
1.3	Collaborate both locally and regionally to provide an adequate supply of industrial land.
1.4	Focus industrial growth toward areas viable for industrial use; consider rezoning less viable industrial lands for redevelopment consistent with the City's overall vision and emerging market trends.
Action 1.4.1	Considering revising the City's Industrial-Commercial Zone (I-C) to ensure industrial use, including possible minimum use requirements for industrial, or more condition uses for commercial.
1.5	Support and cooperate with community and regional partners to encourage economic growth.

Goal 2: Maintain and expand a diversified economy.	
	Policy
2.1	Encourage expansion of recreational, cultural and eco-tourism industries by supporting, enhancing and expanding amenities and infrastructure from waterfront development to lodging options, including shopping, arts and entertainment.
2.2	Direct public investments toward creating an attractive downtown and waterfront setting that enhances Coos Bay and the Empire districts as areas where people want to live and do businesses.
2.3	Pursue the implementation of the Hollering Place Master Plan, adopted December 2, 2008, to create a public activity area on the waterfront that serves residents and visitors; rebuild the dilapidated dock to promote more water-related activities; and, complement surrounding properties while connecting with the existing business district. A plan amendment from industrial to commercial or mixed-use will be required.
2.4	Investigate expansion of the City's urban growth boundary to address the shortfall of industrial lands.
2.5	Pursue new industrial opportunities while supporting existing industrial uses.

Goal 3: Recruit service-oriented businesses.	
	Policy
3.1	Continue to offer programs that encourage business development and retention
3.2	Continue to facilitate efforts to enhance Coos Bay as a medical center for the surrounding area.
3.3	Continue to enhance our core area as a place to do business.

Goal 4: Work to retain, expand and strengthen existing local businesses.	
	Policy
4.1	Continue to support the creation of outdoor public gathering spaces as a way to strengthen community interaction with local businesses.
4.2	Continue to offer programs that strengthen local businesses.
4.3	Facilitate business investment and development by offering programs to fit their needs.

Goal 5: Recruit sustainable industries and industries that provide "green-collar" jobs.	
	Policy
5.1	Continue to support the Community College and other regional partners on workforce training and marketing efforts.
5.2	Create a sustainability action plan that identifies clear strategies and collaborative partnerships to help recruit and locate green and sustainable industries in Coos Bay.

Goal 6: Maximize use of Coos Bay's unique geographic and recreational assets and cultural heritage.	
	Policy
6.1	Maximize the potential uses and benefits the waterfront and deep-water port offers to the city and region as a whole.
6.2	Support the Port of Coos Bay in its development efforts for transportation linkage and to develop a deep-draft channel to accommodate large cargo vessels and increase shipping activities and water-dependent uses.

6.3	Promote the waterfront as key to a recreational center and opportunity to increase awareness of Coos Bay's rich maritime and logging history.
6.4	Promote the development of walking and bike trails throughout the City, ultimately linking with our neighbors, and continue to work towards the Coos Bay Waterfront Walkway to the North Bend Boardwalk for the mutual benefit of area residents, businesses and visitors.
6.5	Promote eco-tourism activities and the exploration and enjoyment of our natural surroundings.

7.6 HOUSING

Vision

The City of Coos Bay will provide opportunities for a wide range of housing types, available at varied price and rent ranges to accommodate the housing needs of its current and future citizens. Needed housing types are expected to include attached and detached single-family and duplex dwellings, row houses, apartments of varying densities, cluster housing, mobile homes, and condominiums.

The City of Coos Bay will help ensure that housing is constructed and remains in safe, sanitary and decent condition.

Housing Goals

- **Goal #1:** Designate and maintain an adequate supply of land zoned for a range of housing types and price ranges.
- **Goal #2:** Support efforts of state, regional and local public, private and non-profit entities to provide needed housing for low and moderate income households and others with special housing needs.
- **Goal #3:** Encourage the use of sustainable land use development practices and building materials including use of energy efficient materials and design principles.
- **Goal #4:** Review land development ordinance to ensure promotion of development and affordable housing.
- **Goal #5:** Allow for, encourage and support the development of housing units in conjunction with commercial development (e.g., housing located above commercial uses).
- **Goal #6:** The City of Coos Bay shall comply with federal and state fair housing laws which affirm access to housing opportunities for all people in Coos Bay.
- **Goal #7:** The City of Coos Bay shall comply with the provisions of the Uniform Building Code and other specialty codes adopted by the City Council recognizing that this is the key to providing safe, sanitary, and decent housing for its residents.

Policies

Goal 1: Coos Bay shall designate and maintain an adequate supply of land zoned for a range of housing types and price ranges.	
	Policy
1.1	Coos Bay will continue to update its zoning provisions to allow for construction to provide a wide range of housing available at varied prices and rent ranges, and allow for flexible site and architectural design.

1.2	Coos Bay will regularly update the City's inventory of buildable land (at least every five years) and use it to both identify housing development opportunities and assess the ability to meet future housing needs. If growth is occurring at a faster rate than previously predicted, the city shall work with the County to update the county's coordinated population forecast and the City's housing needs analysis accordingly.
1.3	Coos Bay will explore and provide information about opportunities to consolidate buildable land where it will promote more efficient development.
1.4	Coos Bay will monitor public facility capacity to ensure that proposed new residential developments can be adequately served by water, sewer, transportation, drainage and other public facilities.

Goal 2: Support efforts of state, regional and local public, private and non-profit entities to provide needed housing for low and moderate income households and others with special housing needs.	
	Policy
2.1	Coos Bay will consider waiving or deferring city fees such as development fees or system development charges for affordable housing projects that meet defined criteria and result in permanently affordable housing.
2.2	Coos Bay will work with other public agencies and/or other organizations to provide or assist in obtaining technical assistance for transitional housing and housing projects targeted to households with low or moderate incomes developed by nonprofit organizations.
2.3	As appropriate, Coos Bay will advocate for national and state funding from the National Housing Trust Fund, Oregon Housing Trust Fund, and Lenders Tax Credit and other funding mechanisms that may be available.
2.4	Coos Bay will negotiate agreements to develop housing affordable to residents with low or moderate incomes on lands to be annexed.
2.5	Coos Bay will advocate for national and state funding from the National Housing Trust Fund, Oregon Housing Trust Fund, and Lenders Tax Credit.

Goal 3: Encourage the use of sustainable land use development practices and building materials including use of energy efficient materials and design principles.	
	Policy
3.1	Coos Bay will continue to apply innovative regulations for planned unit development allowing flexibility in designing cluster housing, recognizing that such land development practices (1) result in lower costs per site than conventional subdivisions, (2) permit sound land economics, (3) enhance the environmental integrity of the land resources, (4) promote energy conservation, and (5) provide additional open space and common areas.
3.2	Coos Bay will continue to allow for and encourage small scale cluster housing concepts in residentially zoned areas to stimulate infill development. This strategy recognizes that infill development (1) is an acceptable way to wisely use undeveloped properties, (2) improves efficiency of land use, (3) helps conserve

	energy, and (4) takes advantage of established public facilities and services.
3.3	Promote and encourage energy efficiency and sustainable building practices.

Goal 4: Review land development ordinance to ensure promotion of development and affordable housing.	
	Policy
4.1	Coos Bay shall exercise its site plan review for major residential land developments, recognizing that site review is necessary to provide development that (1) fosters sound energy conservation practices, (2) is aesthetically pleasing, and (3) complements the natural characteristics of the site.
4.2	Coos Bay will consider the use of density bonuses or other incentives to encourage the development of affordable housing, consistent with other housing and community goals.
Goal 5: Allow for, encourage and support the development of housing units in conjunction with commercial development (e.g., housing located above commercial uses).	

Goal 6: The City of Coos Bay shall comply with federal and state fair housing laws which affirm access to housing opportunities for all people in Coos Bay.

Goal 7: The City of Coos Bay shall comply with the provisions of the Uniform Building Code and other specialty codes adopted by the City Council recognizing that this is the key to providing safe, sanitary, and decent housing for its residents.	
	Policy
7.1	Dilapidated residential structures that flagrantly violate code provisions shall be demolished or rehabilitated to restore them to sound conditions.
7.2	The city shall continue to participate in the Housing Rehabilitation Program sponsored by the Housing and Urban Development through its Community Development Block Grant.

7.7 PUBLIC FACILITIES AND SERVICES

Problem

The cost for providing essential public facilities and services is inflating over time and is causing an undesirable tax burden to city residents.

Issues

1. The City faces the imminent need to upgrade the quality of certain public facilities and services including but not limited to public sanitary sewerage, storm water control. Fire and police protection, and other municipal services, which will cost an inordinate amount of money. Given the conflicting problem of having to provide services without sufficient dollars to accomplish the task, what can the city do most efficiently to ease this situation?

2. New residential development results in an increasing demand for new facilities and services while simultaneously straining the capacity of existing facilities and services. What can the city do to minimize the cost impacts for the provision of new facilities and services?

3. Some of the urban-type areas south of the existing city limits contract with the city for sewerage facilities and fire protection. Rates from these areas in return for these facilities and services may or may not be equitable. In addition, these areas may wish to continue to urbanize to an extent that exceeds the city's ability to serve their demand while providing an adequate level of facilities and services to meet Coos Bay's own needs. What can the city do about these problems?

4. A variety of key facilities and services are provided by different local governmental units, including the School District, Port District, Bay Area Health District, and the Coos Bay-North Bend Water Board. Ongoing coordination is necessary to maximize public return for invested effort, but maximum coordination has not always occurred in the past. What can the city do to increase coordination to a desirable level?

Goal

The City of Coos Bay shall encourage the timely, orderly, and efficient development of public facilities and services deemed adequate by the community. Therefore, to the maximum extent financially possible, the city's growth shall be guided and supported by types and levels of public facilities and services appropriate for the current and long-range needs of Coos Bay's present and future residents.

Strategies

PFS.1 Coos Bay shall continue to exercise sound fiscal management of the community's financial resources in order to provide the community with the highest possible return of essential public facilities and services recognizing that the cost of essential facilities and services are subject to inflationary pressures while local taxpayers are limited to their ability to underwrite general community growth.

PFS.2 Coos Bay shall address, where possible, the impacts that community growth will have on the city's ability to provide facilities and services when considering various discretionary land use decisions, recognizing that every land use has a public price tag as its consequence.

PFS.3 Coos Bay shall establish a public works improvement program. Financing of such a program shall be determined by the most equitable methods and within Oregon law.

PFS.4 Coos Bay shall continue to help to defray the cost of public facilities and services through its issuing of Bancroft bonds for improvements when it can be established by the proponent that the issuance of such bonds does not place the general public in a situation where it is speculating on the housing market, as in the case of a new subdivision. The city recognizes that it is in the position to help property owners with improvement of public facilities and services.

PFS.5 Coos Bay shall review its facilities and services contracts with outlying areas at appropriate review times in order to determine that the contracts with the outlying areas are equitable and that they meet their fair share of the total cost of providing those facilities and services, recognizing that the city must first consider the provision of facilities and services to its residents.

PFS.6 Coos Bay shall limit the extent of its facilities and services that it contractually makes available to future outlying areas to the extent that the city can first meet its own needs recognizing that the system and carrying capacity limitations are primary considerations.

PFS.7 Coos Bay shall continue to investigate ways to finance the separation of its storm and sanitary sewer waste including the appropriateness of bonds, serial levies, systems development charges, property taxes, and any other means, recognizing that the city deems the correction of this problem is vital to the health and well being of residents and the environment.

PFS.8 Coos Bay shall be receptive to consider alternative methods of sewage disposal when such methods are economically and environmentally feasible and have been approved by DEQ. Possible alternatives are small treatment plants servicing cluster residential or commercial development, or individual composting disposal systems. This strategy is not meant to apply in situations where the city determines that continuation of conventional systems committed to an area is necessary in order to preserve continuity. This strategy is based on the recognition that alternative systems can be beneficial to good facility and development of adjacent properties.

PFS.9 Coos Bay shall continue to recognize and follows its 20-year comprehensive sewerage, sanitary sewer, and storm sewer plans, recognizing that these master plans will provide for the most cost-effective development.

PFS.10 Coos Bay shall require coordination of water system planning and implementation as performed by the Coos Bay-North Bend Water Board as established by city charter, with the Coos Bay Comprehensive Plan and other relevant laws of the city. This strategy recognizes that (1) the provision of water services directly effect land use and planning, and (2) coordination of public services is in the best interests of city residents. It is also recognized that water service planning outside of urban growth boundaries is coordinated between the Water Board and Coos County and that planning within urban growth boundaries is subject to all city/county plan agreements. This strategy is implemented by Ordinance 2343 and Resolution 69-139. It shall also be implemented by the enactment of a cooperation agreement in accordance with Plan strategy and AC.2, ORS 190.003.030, and ORS 197.185.

PFS.11 Coos Bay shall not provide sewerage services within an urban growth boundary but outside the boundaries of a special service district unless the service is part of a regional sewerage plan, or unless the area is annexed. This strategy recognizes that the indiscriminate provision of sanitary sewerage services can promote urban sprawl and can overly burden the city's treatment facilities. *[RES 83-11 5/13/83]*

7.8 TRANSPORTATION

Coos Bay Transportation System Plan, Chapter 2, Goals and Policies, which are incorporated herein by reference, have been developed to guide the City's vision of transportation system needs. *[ORD 343 1/6/04]*

7.9 URBAN GROWTH MANAGEMENT

Problem

Oregon law requires the establishment of urban growth boundaries (UGB's) "to identify and separate urbanizable land from rural lands. (LCDC Goal 14).

Unincorporated land areas adjacent to the City of Coos Bay are either currently developed, being developed, or planned to be developed with residential, commercial and industrial type urban uses. Yet, these areas lack the full range of public facilities and services that are generally deemed necessary to protect the health, safety and welfare of area residents.

Issues

1. Bunker Hill, Libby, Barview, Charleston, and other unincorporated areas generally adjacent to Coos Bay's city limits have land use trends that are committed to urban-type development, but their level of support facilities and services are not adequate to support their anticipated growth. Annexation to Coos Bay would provide one solution to developing upgraded support systems for outlying areas. Is this alternative appropriate for Coos Bay taxpayers and property owners of outlying areas?

2. Coos Bay has a surplus of buildable land capable of supporting the city's anticipated growth. Does the city need to extend its corporate boundary to provide services to outlying areas? Under what circumstances should the city extend its corporate boundary?

3. Coos County's land use and property development requirements that apply to the unincorporated areas adjacent to Coos Bay have not traditionally conformed with its regulations; for example, County ordinances allow mobile homes on individual lots in conventional neighborhoods and permit street and other public works improvements that would be substandard within Coos Bay. Yet, these areas may one day be annexed to the city. What can be done to prevent the Coos Bay taxpayers from "inheriting" areas with non-conforming land uses and substandard street, sewer, and water infrastructure?

Goal

The City of Coos Bay shall designate, maintain and amend when appropriate, an urban growth boundary (UBG) designed to restrain urban sprawl and minimize adverse "cost of growth" impacts on city taxpayers.

Strategies

UGM.1 Coos Bay shall enter into a formal UGB Management Agreement with Coos County which shall accomplish at least the following stated objectives:

1. Establishes the physical location of the Coos Bay UGB,

2. Establishes the means by which the coordinated management of the unincorporated area(s) within the UGB shall be undertaken, and

3. Establishes specific procedural and substantive requirements (cited elsewhere in these policies) to be followed in considering the appropriateness of modifications to the UGB.

UGM.2 Coos Bay shall act to separate its urban lands from adjacent rural and semi-urban lands to the south by adopting the 1981 Coos Bay corporate limits as the city's urban growth boundary. However, the two unincorporated "islands" between Coos Bay and North Bend shall be considered urbanizable and shall be treated by a separate UGB policy. This policy is based on the recognition that:

1. The city contains approximately 928 acres of undeveloped land which is buildable and more than adequate to accommodate future residential growth;

2. The city contains adequate land suited for expanded commercial development. Although there is a recognized need for industrial or marine industrial development; this problem shall be resolved by other means;

3. Restraining city growth to Coos Bay's 1981 corporate areas to the south fosters the orderly and economic provision of public facilities and services within a vast, undeveloped urban area, while ensuring that the city can provide an adequate level of public facilities and services to present and future residents prior to accepting additional burden;

4. Designating the 1981 corporate limits as the UGB encourages urban "in-filling" and thereby promotes the maximum efficiency of land uses within Coos Bay;

5. Designating the 1981 corporate limits as the UGB fosters environmental conservation by preserving the land resource until shown appropriate for development, fosters energy conservation by minimizing sprawl and protects the integrity of the "sense of community" of adjacent semi-rural unincorporated areas; and

6. Designating the 1981 corporate limits as the UGB is based on the consideration of LCDC requirements for preserving agricultural lands, thereby assuring that such lands are not converted to more intensive land use activities until so justified.

UGM.3 Coos Bay shall reach a mutual agreement with North Bend and Coos County to designate an urban growth boundary around approximately six acres of unincorporated land bordering Coos Bay's city limits along Woodland Drive. It is appropriate to designate this land for commercial and multiple-family residential uses. This policy is based on the recognition of the unique locational characteristics of this property, and that:

1. The City of Coos Bay has not demonstrated a need to expand its UGB to accommodate future residential growth; however, an increase in the commercial trade and service sector could greatly benefit residential lands.

2. Due to the lack of viable industrial lands, the city should strengthen its employment and economic structure by adding to lands designated for retail trade and services. Portions of this land to be designated for multiple-residential are already within the city limits of Coos Bay.

3. The City can adequately provide public facilities and services to this portion of the unincorporated property, whereas, these improvements can more easily be made by North Bend for the remainder.

4. This land is appropriately committed to future urban development because of its location.

5. Designation of this land within Coos Bay's UGB will promote the logical extension of uses already within the city limits, will promote more intensive development along a major arterial street.

6. The unique location of this property precludes its use for agricultural purposes.

UGM.4 Coos Bay shall consider all lands within its corporate limits as available over time for urban uses, except where natural hazard and other land characteristics preclude urban type development. This policy is based on the recognition that (1) lands contains within incorporated cities are appropriately targeted toward urban development, but that (2) such development should be consistent with sound development practices.

UGM.5 Coos Bay shall review the location of its urban growth boundary as necessary to determine whether or not sufficient urban and urbanizable lands exist to accommodate anticipated commercial, industrial and residential growth, recognizing that changing circumstances may necessitate boundary revisions.

UGM.6 Coos Bay shall follow the decision-making procedure detailed in LCDC Goal #2, including agency and special district coordination, when considering urban growth boundary modifications. Such modifications shall be supported by findings based on consideration of the following questions:

1. Why should the requested use(s) be provided for within Coos Bay's UGB?

2. What alternative locations within the city and/or UGB could be used for the proposed use(s)?

3. What are the economic, environmental, social energy consequences that would result from the UGB modification?

4. Would the UGB modification foster orderly urban development and compatible land uses, or would it encourage sprawl and incompatible activities?

UGM.7 Coos Bay shall refrain from establishing strategies to provide for the control of lands outside its corporate limits, unless (1) those lands are subsequently designated as being within Coos Bay's UGB, and/or (2) unincorporated adjacent lands are designated as urbanized but not within Coos Bay's UGB and those same areas anticipate requesting services from the City of Coos Bay. In the case of the latter, Coos Bay and Coos County shall negotiate a communication mechanism through which Coos Bay can comment on development proposals that affect its facility and service capabilities. This policy is based on the recognition that adjacent urban-type development could adversely impact the city.

UGM.8 Coos Bay shall not annex lands unless findings can be established to prove that such urban land use(s) (1) cannot be satisfied by lands already within the corporate limits, (2) fulfills a specific community need (3) can be achieved through the orderly, economic provision for public facilities and services, <u>and</u> (4) addresses applicable LCDC goals. This policy is based on the recognition that an annexation request is a land use decision that should be made in a consistent and judicious manner.

UGM.9 Coos Bay shall not annex property for the sole purpose of providing sewerage service, unless the annexation is mandated to remove danger to public health under ORS Chapter 222, or unless the annexation is in compliance with the city's comprehensive plan <u>and</u>:

1. The land to be annexed is contiguous to the city limits, and

2. The sewer line will serve only one dwelling which existed prior to acknowledgment of this Plan, and

3. The land to be annexed is not large enough for further development under provisions of the city ordinance, and

4. The property owner(s) have made written request for the annexation based upon demonstrated need and not speculation, and

5. A health hazard is documented by the Department of Environmental Quality, and

6. The property is already served by public water, and

7. The structure(s) to be served will not require the building of more than 150 feet of sewer line, nor will require the installation of a trunk line.

UGM.10 Lands outside the City already urban in nature may in the future be considered for incorporation into the Coos Bay Urban Growth Boundary pursuant to Oregon's Statewide Planning Goal #14. *[RES 83-11 5/13/83]*

7.10 ESTUARINE RESOURCES

Problem

The Coos Bay estuary is the focal point of the area's economy and provides a recreational attraction not only to residents but to tourists as well. Yet, the estuary also provides valuable habitat to many species of fish, wildlife, and waterfowl.

Issues

1. Decisions concerning the use of a particular jurisdiction portion of the estuary and shorelands have a bearing beyond that jurisdiction on the entire area's population. What can the city do to ensure responsible and prudent planning on the Coos Bay estuary?

2. Much of Coos Bay's waterfront area's are already committed to industrial, commercial, and residential uses, however, some undeveloped areas remain. What can the city do to plan for these lands in a way that will benefit the best interests of the city?

3. The plan recognizes the importance of providing adequate spoils disposal sites to accommodate future dredging projects. The City designates certain areas as spoil sites. These sites have been previously designated to receive spoils through earlier planning processes.

4. The waterfront area adjacent to the Coos Bay downtown mall has potential for greater moorage facilities, and also recreational and tourist potential. What can the city do to improve the condition of this area?

Goal

The City of Coos Bay shall strive to protect the unique economic, environmental, and social values of the estuary, its associated wetlands, and its adjacent shorelands for the long term benefit of its residents.

Strategies

ER.1 Coos Bay shall actively participate in the inter-jurisdictional, Coos Bay estuary planning process. Further, the city shall (1) subsequently adopt the estuarine plan that results from this inter-jurisdictional process, and (2) amend, as necessary, the estuarine and shoreland portions of the previously adopted Coos Bay Comprehensive Plan and implementing measures in order to be consistent with the overall Coos Bay Estuary Plan. This strategy recognizes that, based on March 21, 1979 memorandum from the Director of the Department of Land Conservation and Development, the city can elect to request "plan acknowledgment" (i.e., final LCDC approval) prior to completion of a coordinated estuary plan provided the city agrees to the measures stipulated above. The city also recognizes the benefits from participating in the regional estuary planning effort; that is, inter-jurisdictional planning problems can best be resolved through a regional, coordinated effort.

ONGOING COMPREHENSIVE PLANNING STRATEGIES

CHAPTER 8

INTRODUCTION

Adoption of this comprehensive plan by Coos Bay's officials and its acknowledgment by the Land Conservation and Development Commission do not terminate the planning process. Planning will continue as special projects are organized and as the situations affecting the city change. This plan must provide for these contingencies.

This section of the plan constitutes plan strategies (1) for continued citizen participation to keep in touch with residents desires and to provide an arena for citizens input and evaluation of the city's actions, (2) for agency participation in order to keep planning consistent, and (3) for a mechanism to periodically evaluate, and, if necessary, amend this plan if it becomes outdated and does not meet the city's needs.

8.1 PUBLIC PARTICIPATION

Problem

The City Council and Planning Commission are charged with the responsibility of making a variety of land use and community development decisions for Coos Bay's citizens. The appropriateness of these decisions and the way the general public receives them often hinges upon the extent that the general public is involved in making the decisions. Apathy has reached widespread proportions among Coos Bay residents, who generally choose not to participate in their government's activities. To support this contention, an average of only four citizens, in addition to the dedicated members of the Committee for Citizen Involvement, attended the last series of thirteen citizen meetings to deliberate upon the policies of this comprehensive plan.

Issues

1. Coos Bay residents often fail to get involved in the formulation of community policy, yet sometimes object to the decisions of their elected and appointed officials "after the fact", even though these decisions were the result of a publicized process. What can be done to garner genuine citizen involvement "before the fact", so that Coos Bay's elected and appointed officials can benefit from direction by their constituency?

2. LCDC Goal No. 1 requires the city to develop and maintain a formal, ongoing citizen involvement program. How can Coos Bay best satisfy this requirement and benefit from its intent?

Goal

The City of Coos Bay shall maintain its citizen involvement program to ensure that the general public has an opportunity to be involved in all phases of the planning and community development process.

Strategies

CI.1 Coos Bay shall continue to utilize, support, and publicize its Citizen Involvement Program and the efforts of the Committee for Citizen Involvement (CCI), which is charged with the responsibility of coordinating general public knowledge about and involvement in all phases of the ongoing planning and community development process. The city recognizes the advantages of broad-based community input to the quality and public acceptability of its planning and community development decisions.

8.2 AGENCY COORDINATION

Problem

State statute not only applies to city and county governments, it also states that state and local agencies have planning responsibilities, duties, and powers. It is extremely important that the planning for each agency, city, and county does not conflict.

Issue

1. LCDC Goals 1 and 2 require that the plans of city, county, state and federal agencies and special districts be consistent and coordinated. What can be done to ensure this coordination?

2. State and federal agencies and local special districts often own and manage property to effectively carry out their objectives and responsibilities. The management of these lands can affect the city's long term planning for all lands within the city limits and the immediate quasi-judicial actions taken under the city's zoning responsibilities. What can the city do to ensure that conflicts do not occur?

Goal

The City of Coos Bay shall continue to be receptive to an open communication between the city and the county, state, federal, and local agencies and special districts.

Strategies

AC.1 Coos Bay shall give timely notification to the county, local, state and federal agencies, and special districts of periodic reviews and amendments to the city's plan or implementing measures, particularly when the city's actions may affect their responsibilities or lands under their jurisdiction. This strategy is based upon the recognition that planning should be a coordinated process.

AC.2 Coos Bay may enter into cooperative agreements when requested to do so by other affected governmental units in order to insure maximum coordination between the entities involved, recognizing that cooperation is necessary to (1) effectively solve mutual problems, and (2) facilitate orderly, efficient, and cost-effective development.

AC.3 Coos Bay shall continue to develop the planned medical park district concept, that was envisioned in 1974, by implementing a phasing program designed to provide for the orderly and appropriately-timed conversion of residential areas in the vicinity of the hospital to more intense medical and medical-related uses. A plan implementation program shall be developed in the new zoning ordinance to phase the continued conversion of residential lands to medical park lands based upon need and property development performance standards also addressed by the new zoning ordinance. This strategy is based on the recognition that established residential areas adjacent to the hospital should not, in most cases, be converted to more intense uses justified by public need and can be done in such a way to minimize impacts to adjacent properties. The new zoning ordinance shall designate performance standards which shall prescribe remedies to adverse impacts.

AC.4 Coos Bay shall encourage periodic joint reviews by the City of Coos Bay and the Bay Area Health District of the public need to reserve District lands for future development and to coordinate the District's planning of its health facilities with the City's planning for adjacent medical park and residential uses, recognizing that cooperation in planning by the City and special districts is in the best interests of all residents.

AC.5 Coos Bay shall require the Bay Area Health District upon written notice every two years, to provide a land use and facilities development plan for undeveloped BAHD campus showing how the District envisions the development of their lands to occur, recognizing that while there may be a public need in holding BAHD lands in reserve, and (1) reserving the lands does not mean planning for the lands, and (2) two years is a sufficient amount of time to prepare a land use development plan.

8.3 LAND USE AND COMMUNITY DEVELOPMENT PLANNING

Problem

Municipal land use and community development strategies are serious public decisions that can have far-reaching fiscal, social, and environmental impacts. The appropriateness, effectiveness, and public acceptability of the strategies depend largely upon the rationale for and justification of the strategies. Strategies are most easily justified when they are the culmination of a logical, defensible planning process. Yet, human nature sometimes makes short-term, superficial solutions more attractive than well-thought-out, justified community strategies.

Issues

1. Land use and community development issues are complex matters that interrelate to produce a variety of fiscal, social, and environmental consequences. What can Coos Bay do to anticipate the consequences of its land use and community development decisions?

2. Discretionary zoning and land development judgments that must be made by the Planning Commission and City Council are often extremely difficult decisions because of individual property rights and potential dollar investment and return associated with the decision. These decisions are often particularly difficult in a small community like Coos Bay where "everybody knows everybody". What can Coos Bay do to ensure that its discretionary zoning and land development decisions are rational, justified and fair?

Goal

The City of Coos Bay shall continue to utilize the land use and community development planning process which culminated in the creation of this comprehensive plan. The process provides for a rational policy framework – supported by an adequate factual base – that functions as the basis for all decisions and actions related to the use of land.

Strategies

LU.1 The City of Coos Bay shall create a procedure for public hearings which will be contained in the Land Development Ordinance and which shall comply with the requirements of Statewide Planning Goal 1, Citizen Participation, to provide the opportunities and procedures whereby the general public may be involved in the City's on-going land-use planning process.

[ORD. 319 4/2/02] [RES 83-11 5/13/83]

LU.2 The comprehensive Plan shall be the basis for all land use and community development regulations in Coos Bay. This is based on the recognition that zoning, subdivision and sign ordinance are simply implementation tools that carry out the expressed policies and intent of the plan; such regulations are not an end in and of themselves.

LU.3 Coos Bay shall conduct a formal review of the Comprehensive Plan at the time of periodic review as scheduled by the state.

LU.4 Coos Bay shall not make major revisions to this Comprehensive Plan more frequently than every two years, if at all possible. "Major revisions" are those that have widespread and immediate impact beyond the subject area under consideration. The city recognizes that wholesale approval of frequent major revisions could ruin the integrity of this Plan.

LU.5 Coos Bay may make minor changes to this Comprehensive Plan on an infrequent basis as need and justification arises. "Minor changes" are those which do not have significant impact beyond the immediate area of the property under consideration. The city recognizes that wholesale approval of frequent minor changes could ruin the integrity of this Plan. *[RES 83-11 5/13/83]*

LU.6 Coos Bay shall implement provisions of this plan and its implementing measures upon the City's adoption of the Coos Bay Comprehensive Plan and its implementing measures. This strategy is based on the recognitions that the plan and implementing measures are products of a lengthy planning process; they received due consideration, and they reflect local needs and desires.

LU.7 Coos Bay shall anticipate that conflicts may arise between the various plan implementation strategies contained in the plan when applying the policies to specific situations. To resolve these conflicts, if and when such may occur, Coos Bay shall consider the long term environmental, economic, social, and energy consequences expected to result from applying one strategy in place of others, then to select and apply the strategy that results in maximum public benefit as supported by findings of fact. This strategy is based on the recognition that a viable conflict resolution process is essential to the success of any comprehensive plan.

LU.8 Coos Bay shall allow the continued existence of any land use activity found to be non-conforming with the provisions of this plan and its implementing ordinances provided that (1) the land use activity was duly permitted under Coos Bay's 1974 Comprehensive Plan and Zoning Ordinance No. 2685, and/or (2) the land use activity was authorized under a discretionary permit by the city. All conditions placed upon such discretionary zoning approvals must be completed within the prescribed period of time established at the time of approval, or lacing a time period, required conditions shall be satisfied by June 30, 1982. Moreover, all such discretionary conditions shall still apply even though the newly adopted comprehensive plan and applicable zoning ordinance will be in effect. This strategy is based on the recognition that (1) "grandfather privileges" are essential to protect property owners' rights, and (2) reasonable time periods should be provided to allow completion of projects initiated under Zoning Ordinance No. 2685.

LU.9 After the effective date of the new City of Coos Bay, all work required to bring those portions of the Coos Bay Estuary Management Plan pertaining to the former Cities of Coos Bay and Eastside into goal compliance and participation on the Local Officials Advisory Commission, shall be borne by the new city.

LU.10 The City will consolidate procedures for applicants so they can apply at one time for all permits or zone changes needed for a development project.

[RES 83-11 5/13/83]

LAND USE PLAN
AND IMPLEMENTATION PLAN

CHAPTER 9

INTRODUCTION

The land use component is often the most controversial of a community's proposed comprehensive plan. Accordingly, the land use element merits a high level of public support. During the period of time this plan was evolving, the Planning Commission prepared three alternative land use strategies. These alternatives can be found in Appendix M to show the progressive changes in the land uses proposed.

To summarize, the first land use option was the existing 1974 city plan, so was dubbed the "Do-Nothing" alternative (A). Obviously, this plan with its residential holding reserve of one dwelling unit per five acres could not satisfy the housing needs in the future. Also, it has been shown that the current industrial land classification and ordinance had inadequately protected these lands for industrial uses, resulting in a shortage of suitable land within the city's limits. This alternative was rejected during public review.

The second alternative differed from the preceding option by setting aside an estuary study area and by committing the city to address the coastal goals through the regional estuary management plan. Another principal difference was that this alternative recognized that some neighborhoods were not likely to change as predicted in the 1974 plan. It was labeled the "Integrity of Neighborhoods" alternative (B). However, like alternative A, it disregarded the residential, commercial, and industrial land needs created with population growth by exhibiting few other land use changes, e.g., retention of the holding reserve concept. This plan was also not supported.

The last alternative was entitled the "Sensible Growth" option during the review. It received the approval of the CCI, the Planning Commission, and the City Council and is presented in detail here as the adopted land use plan to the year 2000.

9.1 COOS BAY LAND USE PLAN 2000

This land use plan incorporates the desirable aspects of the two other plan alternatives, but it also plans for the expected population growth by increasing the densities in the residential holding reserve and it addresses all of the statewide planning goals. Because this plan makes changes in the present 1974 land use designations, it is extremely important that the land use ordinance provide a liberal "grandfather" clause for non-conforming uses. The land use plan map can be found at the end of this chapter. (Map 9.1-1)

Assumptions

The Land Use Plan is formulated upon the following basic assumptions about Coos Bay's future growth:

1. After a period of declining growth the City of Coos Bay will experience renewed community growth resulting from in-migration and new commercial employment opportunities.

2. That the City of Coos Bay will grow in regional significance and will remain the center of the largest urban area on the Oregon Coast.

3. That the physical, fiscal and social problems normally associated with urban living are often caused by uncontrolled and undirected population growth.

4. That future city growth will be guided in accordance with sound urban planning principles and practices, including environmental, economic and social consideration.

5. That approximately 116 additional housing units will be needed in Coos Bay by the year 2000 to adequately accommodate the 17,375 people that are expected to reside in the city at that time.

6. That the substantial transition of single-family and duplex housing surrounding and adjacent to commercial areas will not be transformed to apartment densities because these neighborhoods are typically stable,

7. That residential development must provide for increased dwelling unit densities at suitable locations, including areas not previously considered suitable for apartments, in order to enhance affordable housing opportunities for city residents.

8. That the City of Coos Bay will have to consider the redevelopment of commercial and industrial areas to bolster the city's economic base.

9. That the waterfront areas are an asset to the city's water-dependent commerce and industry and are also major scenic attractions.

Plan Objectives

General

The land development objectives of the plan are embodied in the goals and land use strategies of this document. Primary motives for developing the plan were:

1. To accommodate development brought on by economic and social change forces.

2. To provide the necessary constraints in order to maintain an equitable balance between population density and the physical environment.

3. To anticipate the impact of development on the natural environment and the resulting need for public services, utilities, and recreation areas.

4. To assure the land reserve for residential, commercial, and industrial development is suitable and desirable for those purposes and to protect the existing investments in existing residential, commercial, and industrial development.

The following narrative summarizes specific development objectives for various land use activities, it relates these objectives to the policies adopted by this plan and specifies how these objectives will be implemented. Actual land use designations are depicted on the Land Use Map. (Map 9.1-1)

Residential Areas

Objective 1 - Residential areas will be designated on the basis of dwelling unit densities, that is the number of units per net acre. A net acre accounts for an estimated amount of developed land normally used for public rights of way. For purposes of this plan, it is estimated that 25% is consumed by right of way resulting in 32,670 square feet for development.

Rationale - The strategies of this plan aim to lower housing costs, yet permit freedom of choice in housing type, and encourage energy conservation. This objective will achieve these goals. (EC. 5, 6, 7; H. 1, 2, 3, 6, 10.)

Implementation - The strategies of this plan will specify a range of low density and higher density residential designations, and a higher density residential/office mix category.

1. High Density Residential. (Maximum 25 dwelling units per net acre) The amount of high density development shall be increased and will more than satisfy the additional 131 acres calculated to meet the city's need for this kind of development. (City of Coos Bay, 1981, 11) Higher density residential areas shall be located in the vicinity of the downtown, central business district and around the neighborhood commercial area in Empire. Thus, the location of this high density residential land capitalizes on commercial and employment centers and has convenient vehicular access to major arterial streets. The area in the eastern (Marshfield) side of the city, which was part of the residential holding reserve, shall be designated for higher density development in order to:

Plan Objectives

General

The land development objectives of the plan are embodied in the goals and land use strategies of this document. Primary motives for developing the plan were:

1. To accommodate development brought on by economic and social change forces.

2. To provide the necessary constraints in order to maintain an equitable balance between population density and the physical environment.

3. To anticipate the impact of development on the natural environment and the resulting need for public services, utilities, and recreation areas.

4. To assure the land reserve for residential, commercial, and industrial development is suitable and desirable for those purposes and to protect the existing investments in existing residential, commercial, and industrial development.

The following narrative summarizes specific development objectives for various land use activities, it relates these objectives to the policies adopted by this plan and specifies how these objectives will be implemented. Actual land use designations are depicted on the Land Use Map. (Map 9.1-1)

Residential Areas

Objective 1 - Residential areas will be designated on the basis of dwelling unit densities, that is the number of units per net acre. A net acre accounts for an estimated amount of developed land normally used for public rights of way. For purposes of this plan, it is estimated that 25% is consumed by right of way resulting in 32,670 square feet for development.

Rationale - The strategies of this plan aim to lower housing costs, yet permit freedom of choice in housing type, and courage energy conservation. This objective will achieve these goals. (EC. 5, 6, 7; H. 1, 2, 3, 6, 10.)

Implementation - The strategies of this plan will specify a range of low density and higher density residential designations, and a higher density residential/office mix category.

1. High Density Residential. (Maximum 25 dwelling units per net acre) The amount of high density development shall be increased and will more than satisfy the additional 131 acres calculated to meet the city's need for this kind of development. (City of Coos Bay, 1981, 11) Higher density residential areas shall be located in the vicinity of the downtown, central business district and around the neighborhood commercial area in Empire. Thus, the location of this high density residential land capitalizes on commercial and employment centers and has convenient vehicular access to major arterial streets. The area in the eastern (Marshfield) side of the city, which was part of the residential holding reserve, shall be designated for higher density development in order to:

(1) offset the unusually high construction costs for these hilly areas, and (2) to open uplands now needed to accommodate growth. All of these areas are intended to protect the integrity of established neighborhoods, and to provide additional high density land. Moreover, ideal apartment developments are intended to include "park-like" open space features.

This objective will be accomplished through the Land Development Ordinance in the Multiple Residential District (R-3).

2. Residential/Professional Office. (Maximum 25 dwelling units per net acre) The residential/professional office mix is planned for the immediate fringe of the central commercial core area where certain transitions can realistically be expected over the next 20 years. New high-density apartments are permitted in the residential/professional office mix areas up to 25 dwelling units per acre, and also when multiple story construction is deemed especially suited to exceed the 35-foot maximum height standard traditionally limiting apartment densities in Coos Bay.

   This objective will be accomplished through the Land Development Ordinance in the Residential/Professional District (R-4P)

3. Low-Density Residential. (Maximum 9 dwelling units per net acre) Low-density residential areas will comprise the balance of Coos Bay's residential pattern. It will be located in fringe areas generally away from commercial centers and will extend from existing low density development. This kind of development may involve the use of the closed street system concept where appropriate as a means of eliminating through traffic on residential streets, will strive to protect scenic amenities, and will recognize the existing single-family neighborhoods.

   This objective will be accomplished in the Land Development Ordinance by the establishment of a Single-family Residential (R-1). Single-family/Duplex Residential (R-2), Mobile Home Park (R-5). Single-family/Duplex Residential and Certified Factory-built Home (R-6), and Restricted Waterfront Residential (R-W) Districts. *[RES 90-32 8/7/90]*

Objective 2 - The location of residential areas and the determination of their maximum permitted densities shall be based on an analysis of land characteristics and on the fiscal potential for extending improved access and public facilities to the site.

Rationale - This objective shall satisfy the city's efforts to ensure safe, sanitary, and decent housing. Its aim is to determine that development will not negatively impact the natural landscape, historic resources, traffic improvements. This objective shall address specific preventative measures to protect the city residents against potential natural hazards resulting from development and shall declare the city's intent to protect residents' rights to alternative energy resources. (Strategies NRH. 1, 4, 5, 6; EC. 1, 4, 5: HP. 3: H. 8, 9, 10: PFS. 2, 4, 9)

Implementation - This objective will continue to be implemented by the city's adherence to state file and housing codes, flood-proofing requirements, and the project review and inspecting activities by city staff. The Land Development Ordinance (LDO) will specify that land characteristics and the required public improvements be considered in land use decisions. Staff will also conduct a separate study to incorporate alternative energy options in the LDO.

Objective 3 - The city shall protect the integrity of established land use patterns.

Rationale -The residential designations of the 1974 plan were based on the premise that proper urban development occurs in a specified progression outward from the urban business core. This broad theory contends that certain definable zones emanate from the core in the matter of concentric rings. Although the historical development of Coos Bay (Marshfield) and Empire exhibits some characteristics of this land use pattern, it has deviated in several substantial respects. The 1974 plan negated these established land use patterns and imposed some theoretical land use designations that are realistically incompatible with current and foreseeable trends. As an example, the older residential area on the fringe of the central business district is now an area of physically sound, and stable single-family and duplex homes. In 1974, however, this area was expected to undergo a major conversation to higher density apartment uses on the theoretical principle that this location forms the optimal transition between commerce and resident populations. This concept does not appear realistic for the neighborhood mentioned above as well as for other areas in Coos Bay, and will be eliminated in this plan. (H. 2, 6)

Implementation - The 1981 land use plan will amend the land use designations in the following residential area:

1. The high density residential designations in the area surrounding Marshfield High School shall be changed to a low density category. The homes in this long established residential area are predominately single-family homes, and are generally older but sound dwellings. It is unrealistic to expect this area to satisfy a higher density housing need.

Objective 4 - This plan stresses the importance of maintaining the natural character of the community when planning for residential growth. Future residential developments, whether single or multiple dwellings, should place strong emphasis on the conservation of open space and recreational improvements in private developments in order to maintain the livability of the city.

Rationale - The intensity of urban living demands extra care in ensuring livability, recreational, natural features. (NRH. 8, 9; HP. 4; R. 5)

Implementation - This objective shall be implemented by strengthening the planned unit development section of the Land Development Ordinance (LDO), and thereby making it attractive to developers. A specific amount of land in PUDs shall be required for open space. The ordinance shall become flexible to permit cluster housing (e.g., zero lot line developments), and will require design review for developments in designated park, school, watershed, and cemetery areas. The ordinance shall provide an opportunity for areas to be dedicated for open space under subdivision and partition applications.

Objective 5 - This plan shall maintain a sufficient amount of residential lands in order to assure an adequate amount of housing for future residents.

Rationale - Undeveloped lands along the inner fringe of the city shall be utilized for future residential development. The terrain of this land is rough and, at present, it remains undeveloped. Population projections indicate that this land will be needed for residential use within this 20-year planning period. (City of Coos Bay, 1981; II) (H. 2, H. 4)

Implementation - The Multiple Residential (R-3) allows for an increased density that may stimulate construction so that local developers can realize a satisfactory return on their investment to permit costly access and facility extensions to the growth areas. The increased density provisions are not intended to cause massive apartment construction in these undeveloped areas. Topography and physical constraints will limit this. Rather, the density is intended to stimulate well-planned cluster subdivisions and planned unit developments to maximize the buildable portions of the areas. This concept can be implemented by special zoning provisions, perhaps a "floating-zone" to require careful site review to maintain maximum compatibility among the respective residential developments.

Commercial Areas

Objective 1 - The City shall protect the integrity of established land use patterns to facilitate continued and compatible development.

Rationale - Much of the industrially-designated land of the 1974 Plan has been found to be commercially oriented. This plan shall recognize the commercial nature of these areas. (ED. 5, 11)

Implementation - Areas zoned for Industrial-Commercial (I-C) development shall preserve the commercial character of these lands.

Objective 2 - It is important that the Central Business District (CBD) and its supportive commercial sub-districts remain efficient, prosperous, and easily accessible since commerce is a major source of revenue and is a necessity to the economic stability and future growth of the city. Efforts toward redevelopment of older, underutilized commercial areas will be encouraged.

Rationale - Commercial trade and service activities are the foundation of the economic system of the city. Supporting these activities by zoning sufficient lands for them will keep them viable and will prevent a dollar drain to other communities. (ED. 5, 6, 7, 8, 10, 11, 12)

Implementation -This objective will be realized by the following commercial zones: Central Commercial (C-1), General Commercial (C-2), Waterfront Heritage (W-H) and Industrial/Commercial (I-C) zoning designations of the Land Development Ordinance.
[ORD. 304 5/1/01]

1. Central Commercial. The focus of this district is the central business district encompassing the mall area, north along Broadway to Market Street and south to portions of Golden Avenue. Primary activities in this district will be retail stores, service establishments, financial institutions, business and professional offices, cultural attractions, and public facilities.

2. General Commercial. These areas are intended to provide for all other retail trade, commercial service and professional activities that constitute the essential base of the city's economy. Appropriate locations for commercial development include (1) established commercial areas, and (2) highway corridors not committed to less intensive land uses.

3. Industrial/Commercial. These areas are intended to provide for a compatible mixture of commercial and light industrial activities that are also essential to the city's economy. An industrial/commercial area is a new classification and is consistent with the policy of insuring existing land use integrity. Much of Coos Bay's traditional light industrial and restricted industrial use zones are actually commercial/industrial because city ordinance has historically allowed the compatible mix mentioned above. Appropriate locations for commercial/industrial development are generally those areas north and south of the downtown commercial core and near U.S. Highway 101, and to a lesser extent near Lockhart Avenue, Easterly from 7th Street.

4. Waterfront Heritage. The focus of this district is to provide diversity to the economy by providing a mixed use area to include: existing waterfront industrial uses, new water oriented, water-related and non water-related service businesses, and amenities and attractions which encourage public access to and enjoyment of the waterfront and also non-water-dependent industrial uses. This area is intended to reclaim the city's waterfront heritage and express pride in its past and present by redeveloping Front Street as a vital commercial area which evokes, but does not necessarily duplicate, the Front Street of early Marshfield.
[ORD. 304 5/1/01]

5. Hollering Place. The focus of this district is to provide a mix of uses and activities that will complement and connect with the existing business district to the east and act as a catalyst to help spur additional development and investment in the Empire area. The area is intended to increase the pedestrian connection to the water and create the Story Trail as laid out in the Hollering Place Master Plan, adopted December 2, 2008, which presents the unique history of the Hollering Place.
[ORD. 430 6/15/10]

Objective 3 - Residential activity should be allowed, but rigidly limited in commercial areas and will not restrict the primary commercial use.

Rationale - Commercial areas are a focal point of activity and provide essential services to city residents. However, in some cases, residents could benefit by being located in commercial areas (e.g., the elderly or transportation disadvantaged) as can the business receiving their trade. Moreover, commercial space above the first floor is often underutilized. (H. 3)

Implementation - The Land Development Ordinance (LDO) shall become more liberal in permitting apartments above the first floor of commercial activities by not limiting the number of bedrooms which are within each unit.

Objective 4 - Retail stores meeting daily convenience needs of nearby residents will be permitted to a limited extent in new residential planned communities.

Rationale - This objective will provide another opportunity for commercial development and will reduce the trips distance traveled by residents on a regular basis and may affect energy consumption. (EC. 4, 6, 8; ED. 10)

Implementation - This activity will be permitted on a restricted, discretionary basis in planned communities, such as mobile home parks and planned unit developments.

Industrial Areas

Objective 1 - Industrial land is intended to provide an area where more intense uses are allowed to locate. Such land use activities are those which are not generally compatible with less intense commercial and other industrial uses. Land should be set aside that is suitable for this purpose, that is, lands of sufficient size with supporting facilities readily available (streets, transportation services, and so forth).

Rationale - The city needs to protect lands suitable for industrial development and adequately regulate more intense industrial activities within permitted area, especially since it has been revealed that the existing industrial zones are predominated by commercial uses. (ED. 5, 11, 12)

Implementation - The city shall continue to protect areas along the waterfront for industrial uses at sites identified in compliance with the coastal goals that have sufficient acreage and possess locational characteristics making them suitable for water-dependent and water-related industrial activities. Such areas will be protected through an Urban-Water dependent (UW) Coos Bay Estuary Management Plan designation and the application of the Waterfront-Industrial zone. ***[ORD. 304 5/1/01]***

The city shall conditionally permit manufacturing uses in the commercial districts in the Land Development Ordinance in order to promote but, yet, monitor development. The city shall attempt to zone additional property exclusively for industrial use with severe restrictions on commercial activities. Also, the city shall encourage industrial redevelopment proposals from the private sector, if feasible. ***[ORD. 304 5/1/01]***

Medical Park District

Objective 1 - The Medical Park District is intended to provide a park-like environment to accommodate the centralization of medical and medically-related facilities and services. Any new residential uses shall be associated with the medical facilities.

Rationale - The centralization of medical and medically-related facilities will provide increased efficiency and convenience to the user. (AC. 3, 4, 5)

Implementation - The planned district which is zoned single-family/duplex (R-2) shall be implemented by the piecemeal up-zoning of residential properties within the planned area to zoning district, Medical Park District (MPD). Further development of the hospital campus should include, where feasible, plans to construct ingress and egress between the hospital and Woodland Drive.

Quasi-Public

Objective 1 - Large open space areas shall be designated to ensure the conservation of scenic and natural areas and natural resources, to provide recreational opportunities, and to protect the area's water supply.

Rationale - Open space must be set aside to guarantee livability in an urban environment. (NRH. 9; R. 5; AC. 1, 2)

Implementation - Specifically designated areas categorized as open space are publicly or quasi-publicly owned, and may include improved recreation facilities. The land use plan shall include open space designations for areas devoted to schools, city parks, the Water Board property (most importantly the watershed), and cemeteries (non-private). However, private open space, such as specially designated areas in planned unit development, or smaller parcels of publicly-owned open space will occur throughout the city but shall not be shown on the land use map. Any physical development in designated open space areas shall be subject to Site Plan and Architectural Review and the property development requirements of the dominant surrounding zoning district.

Buffer Area

Objective 1 - This classification is intended to separate potentially conflicting land uses in such a manner as to minimize conflicts between the particular uses. Buffer areas may be developed with trees or other vegetation, left in their natural state, or may be otherwise developed in ways appropriate to the particular adjoining uses. Such development could include low-density recreational use facilities, parks, or open space.

Rationale - Buffer areas are needed to protect residential uses from industrial uses and assure compatibility of industrial uses with adjacent uses.

Implementation - The Buffer Area classification is particularly appropriate between areas designated for industrial use and areas designated for residential use. However, the designation may be applied between any two land use areas where it is felt that a land use conflict could be avoided or reduced by a buffer area.

Reserved for Future Planning Area

Objective 1 - The purpose of this category is to hold in reserve between a buffer and a planned industrial area so that the adequacy of the buffer area and impacts on existing residential areas from planned industrial area can be evaluated, also so that only lower intensity industrial development will be proposed in the future for that area. In terms of the northern area, to reserve a future area which may be appropriate for mobile homes. This designation is to be considered as a "no-zone" area. Public hearings will be required for changing the designation. Overall planning considerations not the public need test will determine any change in designation.

Rationale - To assure compatibility between adjacent industrial and residential uses.

Implementation - This category is especially appropriate in the 300' strip separating the buffer area and the planned industrial area which bounds the existing developed area in Eastside on the west and north.

Planned Industrial – Spoils Disposal

Objective 1 - This classification is intended to provide for industrial uses that are coordinated with dredge spoiling activity.

Rationale - The city needs to set aside lands suitable for industrial-spoils disposal.

Implementation - This classification is appropriate in and adjacent to areas designated as Industrial with minimum adverse impact on adjacent or nearby residential, commercial or other areas.

Special Coastal Study Area

The Special Coastal Study Area results from the LCDC requirement that a special area be set aside "for inventory, study, and initial planning for development and use to meet the Coastal Shorelands Goal". (LCDC, 1977) The City of Coos Bay study area includes lands that may be especially suited for water-dependent uses and excludes those lands falling within the recommended study area that definitely do not possess water-related use potential. The uses designated for Estuarine and Coastal Shoreland areas within the city will be addressed upon completion of the regional estuary plan. This plan will culminate the efforts of all local jurisdictions (Coos County, Coos Bay, North Bend) having an integral interest in the management and development of estuarine land uses.

Urban Growth Area

Objective 1 - The city has designated and justified an urban growth boundary around a portion of unincorporated land between Coos Bay and North Bend which is contiguous to North Bend's urban growth area. The city shall establish land use designations and management procedures in coordination with Coos County and North Bend. (Map 9.2-2)

Rationale - This land lies totally between the cities of Coos Bay and North Bend. Due to this unique locational factor and the undeveloped state of the property, the land has been designated urbanizable. Sewer and water services are readily available to the property by the city. (UGM 3)

Implementation - This plan will specify land use designations for this urban growth area. Further, it is the city's intention to negotiate a three-party agreement among Coos Bay, Coos County, and North Bend for the land use management of this area.

1. Parcel A constitutes approximately 5.5 acres and is bordered on the east by the City of Coos Bay, on the north by the City of North Bend, to the west by the North Bend urban growth area, and to the south by the North Bend city limits and Parcel B of Coos Bay's urban growth area. This land is intended for commercial uses. Coos Bay has indicated in the comprehensive plan inventory that suitable industrial land is lacking, primarily due to the historical use of industrially zoned land for commercial purposes. This fact predisposes the city's reliance on commercial trade and service activities for an economic base. This property is contiguous to similarly zoned land in the city, will meet city needs for more commercial land, and will satisfy a request of the property owners.

2. Parcel B totals approximately 2.39 acres. It is surrounded to the east by the City of Coos Bay, to the north by Parcel A of Coos Bay's urban growth area, and to the west and south by the City of North Bend. The area is part of two legally described parcels of land which have been split in two by County jurisdiction on the west and city jurisdiction on the east.

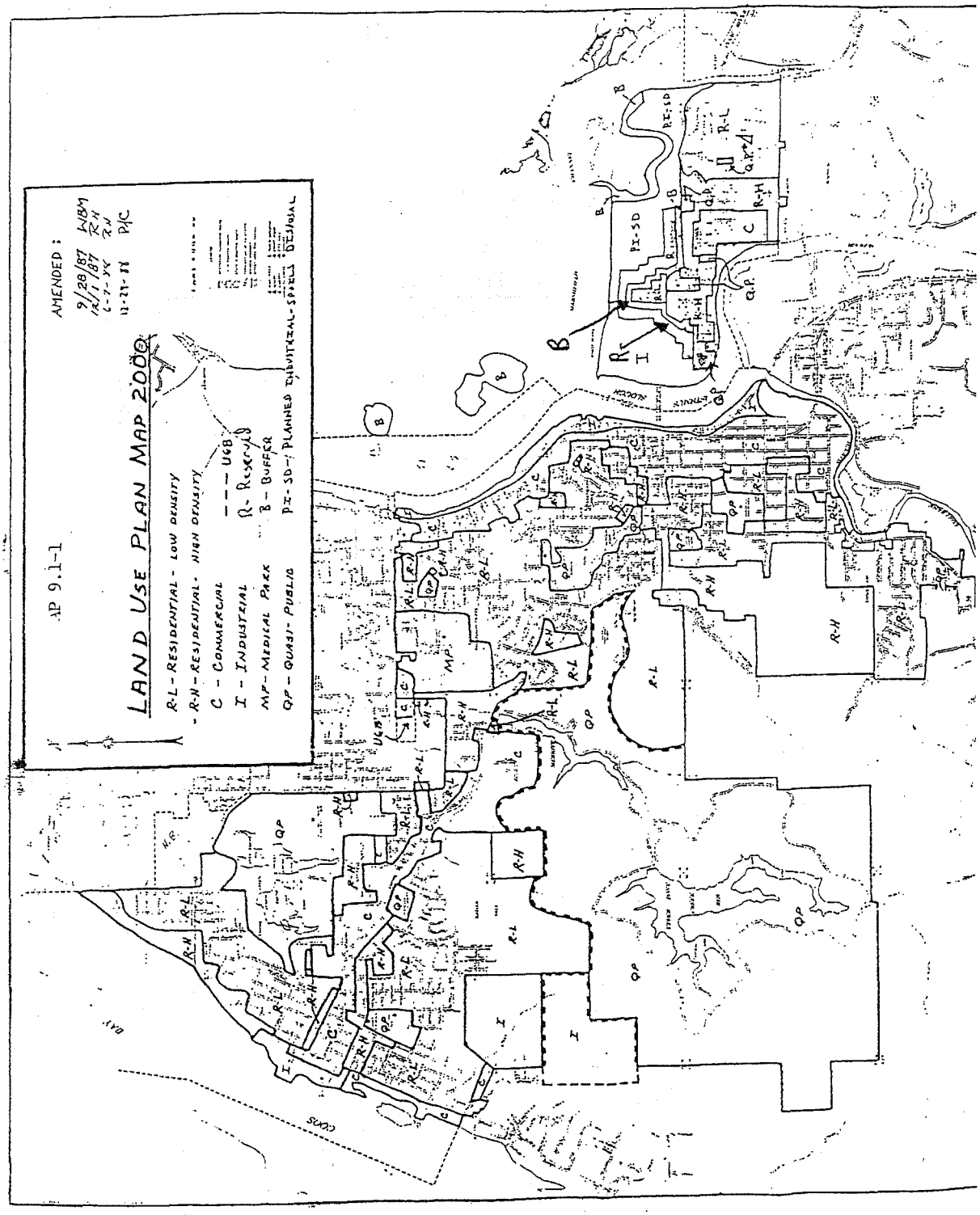
   Therefore, it is appropriate to place the unincorporated portions within the city's UGB. It is proposed to designate this land for higher density residential uses. Coos Bay is attempting to increase its stock of land zoned for multiple-family development in order to lower housing costs. This action would help satisfy that aim.

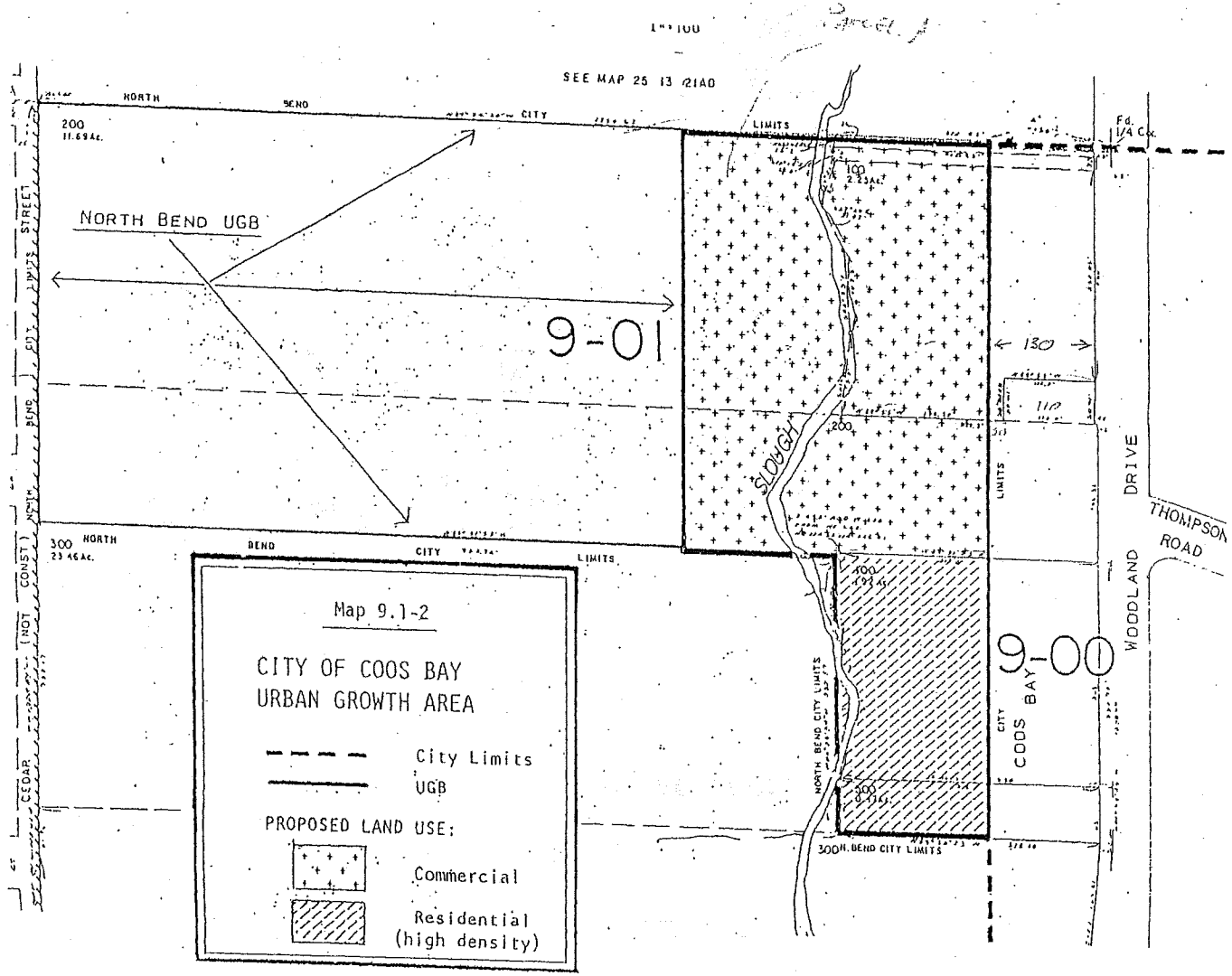
Objective 2 - It is recognized by the city that there are lands contiguous to the city limits which do not warrant inclusion in an urban growth boundary at this time. However, the lands do possess characteristics which may affect developed uses in the future. The city desires to have these areas included as areas of mutual interest between Coos County and the city.

Rationale - The area between the Libby and Charleston urban growth boundaries extending from the city limits to south of the Libby/Charleston County Road is contiguous to the city's southern limits, and contains part of the area's watershed and portions of the Charleston Sanitary District. Moreover, this area is traversed by the newly improved roadway which links two county urban growth areas and districts traffic through the Englewood neighborhood of the city.

The North Spit from the ODNRA boundary to its southern tip lies within the boundaries of Coos Bay School District #9. The District has voiced concern over the designation of a majority of the unincorporated "islands" between Coos Bay and North Bend as part of North Bend's urban growth boundary. The District fears that future change in jurisdictional status will add impetus to have these lands reclassified to School District #13. Because compelling reasons of need and essential services were in North Bend's favor, Coos Bay agreed to the division of these "islands". A mutual interest classification will keep the city informed of major land use changes.

Implementation – The City will seek the approval of Coos County to include these lands within areas of mutual interest through the urban growth management agreement.


LAND USE PLAN MAP 2000
AP 9.1-1
AMENDED:
9/28/87 MBM
12/1/87 RM
6-7-88 RM
11-21-88 P/C
R-L - RESIDENTIAL - LOW DENSITY
R-H - RESIDENTIAL - HIGH DENSITY
C - COMMERCIAL
I - INDUSTRIAL
MP - MEDICAL PARK
QP - QUASI - PUBLIC
UGB
R - RESERVE
B - BUFFER
PI-SD - PLANNED INDUSTRIAL-SPECIAL DESIGN


SEE MAP 25 13 21AD
NORTH BEND CITY LIMITS
NORTH BEND UGB
9-01
9-00
SLOUGH
130
110
DRIVE
THOMPSON ROAD
WOODLAND
CITY COOS BAY
NORTH BEND CITY LIMITS
300 H. BEND CITY LIMITS
CEDAR STREET (NOT CONST)
Map 9.1-2
CITY OF COOS BAY
URBAN GROWTH AREA
City Limits
UGB
PROPOSED LAND USE:
Commercial
Residential
(high density)

APPENDIX A

Citizen Involvement Program, City of Coos Bay

CITIZEN INVOLVEMENT PROGRAM

CITY OF COOS BAY

1. Coordinating Body. The Committee for Citizen Involvement (CCI) is designated as the Committee of the City of Coos Bay responsible for coordinating general public knowledge and involvement in all phases of the ongoing land use planning process.

Within the standards adopted in this program, the CCI shall conduct and promote this citizen involvement program in a manner and with an earnestness of purpose which will assure continuity of general citizen participation in land use planning and which will provide to the public information sufficient to enable the citizens of Coos Bay to identify and comprehend the land use planning issues of the City of Coos Bay.

2. Citizen Involvement Goal. Using the precinct district of Coos Bay as a basis, the broadest cross section of citizens of Coos Bay shall be involved in all phases of the planning process.

3. Communication Goal. The CCI shall encourage and facilitate two-way communication between City Council and Planning Commission and the citizens of Coos Bay.

At each regular meeting of the City Planning Commission a portion of the meeting time shall be set aside at which all persons present, without any prior arrangement, shall be invited to question the Planning Commission and address the Planning Commission on any land use issue. The minutes of each meeting shall disclose the identity of the speaker and the nature of the questions asked, the answers given, and the matters presented at the meeting. Each notice of a City Planning Commission meeting shall include a prominent invitation to the public to be present at the meeting for such a purpose.

At least once every three years the City Planning Commission shall compose a list of urgent land use planning issues concerning the City of Coos Bay and the CCI shall prepare a questionnaire covering each of those issues in which citizens of Coos Bay shall be invited to respond or give their opinions concerning those issues. Citizen comments and advice on issues not included within the questionnaire shall be tabulated, reported to the City Council, discussed in open meeting by the Planning Commission and published for the information of the citizens of Coos Bay.

These goals shall be considered minimums. The CCI shall consider that their responsibility includes formulating new and imaginative ways to communicate with the citizens of Coos Bay and to invite citizen communication in return.

4. Citizen Influence Goal. Citizen communication shall be duly considered by the Planning Commission in its own land use deliberations and in its recommendations to the City Council. Every phase of the land use planning process shall be publicized. The CCI and the Planning Commission shall keep in mind that continuity of citizens participation will be assured only when citizens are assured that their communications and opinions have influence and receive the serious consideration of the City Council and Planning Commission.

5. Technical Information Goal. All written information which the Planning Commission and the City Council use to reach policy decisions shall be available to the public in simplified, understandable form. Planning Commission members and City Council members shall be ready at all times to assist citizens in understanding and interpreting such written information. The City Recorder shall select and publicize the location where such information is available to the public.

6. Feedback Mechanisms Goal. All citizen participation shall be recorded in the minutes of the Planning Commission and City Council which receives that citizen participation. Minutes shall accurately reflect the reasons for land use policy decisions. Minutes shall accurately reflect the reasons for land use policy decisions. Minutes shall be available to the public.

7. Financial Support Goal. The City Council through the budgetary process shall provide reasonable amount of financial resources to carry out the citizens involvement program. These allocations shall be an integral component of the planning budget. Free services such as, but not necessarily limited to, distribution of questionnaires by school children or service clubs may be used wherever possible.

8. Committee Evaluation Goal. The Committee for Citizen Involvement will evaluate its performance quarterly based upon the above seven (7) Citizen Involvement Program Goals.

CITY OF COOS BAY

COMMITTEE FOR CITIZON INVOLVEMENT

Membership - 1976-1980*	Appointed	Reappointed
Reese Bender	1979	
Matt Christensen	1976	1977
Theresa Devereux	1979	
Jim Ellis	1979	
~~kk~~ Lohrainne Engblom	1976	
Ina Engle	1976	
Ben Fawver	1976	1977
Roy Franssen	1979	
Jake Geier	1979	
Steve Graves	1977	
David Gray	1979	
Ed Greene	1980	
Sheri Golbek	1976	
Dewain Johns	1979	
Harold Jones	1976	
David ~~keeper~~ Leeper	1976	
/Daryle Nelson	1976	
Larry Reiber	1980	
Marian Stamper	1979	
Tom State		
Jim Studley	1980	
Mike Washburn	1976	
Marguerite Watkins	1976	1979
Bruce Webster	1979	

*Terms of appointment varied.

BAY

MOVEMENT

1979	
1976	1977
1979	
1979	
1976	
1976	
1976	1977
1979	
1979	
1979	
1979	
1979	
1976	
1979	
1976	
1976	
1976	
1979	
1979	
1976	
1979	
1979	

Re Scan

PLANNING COMMISSION

RESOLUTION No. 1-78

WHEREAS, under ORS 227.090 the City of Coos Bay Planning Commission is given the authority to recommend to the City Council and all other public authorities plans for regulation of the future growth, development and beautification of the municipality in respect to its public and private buildings and works, streets, parks, grounds and vacant lots, and plans consistent with future growth and development of the City in order to secure to the City and its inhabitants sanitation, proper service of all public utilities, harbor, shipping, and transportation facilities, and

WHEREAS, under ORS 227.090, paragraph (9), the Planning Commission is given authority to study and propose in general such measures as may be advisable for promotion of the public interest, health, morals, safety, comfort, convenience, and welfare of the City and of the area six miles adjacent thereto, and

WHEREAS, the LCDC of the State of Oregon on January 5, 1976 approved the use of the City of Coos Bay Planning Commission, along with a minimum of four other Coos Bay citizens to be selected by the Commission through an open, well-publicized, public process, to act as the City Committee for Citizen Involvement (CCI), and

WHEREAS, the Planning Commission at the regular public meeting of February 17, 1976 did select and appoint five such City citizens to join with the Planning Commission to act as the Committee for Citizen Involvement, and

WHEREAS, after due advisement, the Coos Bay Planning Commission deems it advisable to establish the CCI as a committee separate from the Planning Commi-sion, and with its own mandated functions and procedures of operation.

NOW, THEREFORE, be it resolved by the Coos Bay Planning Commission:

SECTION I: INTENT

The Planning Commission shall, through an open well-publicized public process select and maintain a minimum of ten (10) City of Coos Bay citizens to serve as the City's Committee for Citizen Involvement, CCI.

SECTION II: PURPOSE

It shall be the purpose of the CCI to:

A. Formulate a Citizen Involvement Program (CIP) in accordance with applicable state wide planning goals and guidelines, as adopted by the Land Conservation and Development Commission of the State of Oregon on December 27, 1974;

B. Present the CIP to the Planning Commission for its review, approval or disapproval and/or subsequent adoption;

C. Implement the adopted CIP;

D. Provide continuous evaluation of the CIP.

SECTION III: MEMBERSHIP AND MEMBERSHIP MEETINGS

A. The membership of this committee shall be a minimum of ten (10) persons, selected by the Planning Commission through an open, well-publicized, public process;

SECTION III: Continued

B. All committee members will serve one (1) calendar year terms after which members seeking reappointment by the Planning Commission may do so by advising the CCI Chairperson;

C. Meetings of the CCI shall be held at the call of the chairperson or vice chairperson in the event the chairperson is not available;

D. A notice stating the place, day, hour and purpose of the meeting will be delivered to each member at least twenty-four (24) hours before the meeting. The term "delivered" may include phone messages to the CCI membership;

E. A quorum at any regular or special meeting shall be one-half (½) of the CCI membership.

SECTION IV: OFFICERS

A. Officers of the CCI shall be a chairperson, vice-chairperson, and such other officers as shall be needed;

B. The chairperson shall not serve more than one (1) year;

C. One (1) officer or member of the CCI shall attend all regular meetings of the Planning Commission.

SECTION V: RECORDS

The CCI shall record and maintain a written account of all its meetings

SECTION VI: COMMITTEES

A. The CCI shall be empowered to establish such subcommittees as needed to carry out and maintain its purposes as stated in Section II;

B. Each such subcommittee shall be chaired by a regular member of the CCI;

C. Other persons than CCI members may be appointed to subcommittees;

D. Each subcommittee established shall automatically be disbanded upon completion or fulfillment of its stated purposes.

SECTION VII: SUSPENSION OR EXPULSION OF MEMBERS

A. The CCI shall remove by majority vote any member who fails to perform the duties and functions of membership on the committee.

B. Immediately upon the removal of a member, the chairperson of the CCI shall notify the Planning Commission. The Planning Commission shall then appoint a replacement.

shall
Order.

ion.

1978.

SECTION VIII: CCI RULES OF ORDER

Except as otherwise provided in these bylaws, all business of the CCI shall be conducted in accordance with the latest edition of Robert's Rules of Order.

SECTION IX: AMENDMENTS

Amendments to these bylaws shall require a majority vote of the CCI and concurrence of the Planning Commission.

DATED THIS 6th DAY OF February 1978.

Robert A. Vrutney

Robert Vrutney, Chairman

Ken Adams, Secretary

APPENDIX B

Agency Coordination, Mailing List

State and Other Agencies

Richard Kahanek
Oregon Department of Economic Development
1595 Woodland Drive
Coos Bay, Oregon 97420

James Burke
Local Planning Division
Dept. of Economic Development
317 S.W. Alder Street
Portland, Oregon 97240

Coos County Coordinator
Manpower Economist
Employment Division
455 Elrod
Coos Bay, Oregon 97420

Disaster Preparedness Planner
Emergency Services Division
Executive Department
43 Capitol Building
Salem, Oregon 97310

Director
Oregon Department of Energy
528 Cottage Street N.E.
Salem, Oregon 97310

Inter-Governmental Coordinator
Dept. of Environmental Quality
P.O. Box 1760
Portland, Oregon 97207

Director
Oregon Dept. of Fish & Wildlife
P.O. Box 5430
Charleston, Oregon 97420

Department of Forestry
300 5th Street
Bay Park
Coos Bay, Oregon 97420

State Geologist
Department of Geology & Mineral Industries
1069 State Office Building
Portland, Oregon 97201

Administrator
State Health Division
930 State Office Building
Portland, Oregon 97210

Administrator
Housing Division
Labor & Industries Building
Salem, Oregon 97310

Historic Preservation Coordinator
Parks & Recreation Branch
525 Trade Street S.E.
Salem, Oregon 97310

Glen Hale
South Coast & Field Representative
Department of Land Conservation & Development
313 S.W. 2nd, Suite B
Newport, Oregon 97365

Director
State Marine Board
300 Market Street Plaza N.E.
Salem, Oregon 97310

Planning Coordinator
State Parks Division
P.O. Box 1265
Coos Bay, Oregon 97420

Director
State Soil & Water Conservation Commission
20 Agriculture Building
Salem, Oregon 97310

Director
Division of State Lands
1445 State Street
Salem, Oregon 97310

Administrator
Oregon Traffic Safety Commission
895 Summer N.E.
Salem, Oregon 97310

Planning Representative
Highway Division - Region 3
Department of Transportation
P.O. Box 1128
Roseburg, Oregon 97470

Director
Oregon Water Resources Dept.
1178 Chemeketa Street N.E.
Salem, Oregon 97310

Claude W. Curran
Southern Oregon Regional
Services Institute
Southern Oregon State College
Ashland, Oregon 97520

Jim Jacks
Oregon Business Planning Council
1178 Chemeketa
Salem, Oregon 97310

Federal Agencies

Farmer's Home Administration
Department of Agriculture
22 E. Second Street
Coquille, Oregon 97423

U.S. Department of the Army
Corps of Engineers
Portland District Office
P.O. Box 2946
Portland, Oregon 97208

Bureau of Land Management
333 S. 4th Street
Coos Bay, Oregon 97420

Field Supervisor
Division of Ecological Services
U.S. Fish & Wildlife Services
727 N.E. 24th Avenue
Portland, Oregon 97232

U.S. Environmental Protection Agency
Region X
1200 Sixth Avenue
Seattle, Washington 98101

Director of Community Planning & Development
Department of Housing & Urban Development
Cascade Building
520 S.W. Sixth Avenue
Portland, Oregon 97204

Director National Marine Fisheries
P.O. Box 4332
Portland, Oregon 97208

APPENDIX C

Land Use Plan Alternatives

The land use component of every comprehensive plan is often the most controversial element of a community's proposed development scheme. Accordingly the land use element merits the greatest possible level of public scrutiny to assure that the community's ultimate land use strategy reflects the greatest possible amount of public support.

Accordingly, the Planning Commission has developed three alternative land use strategies that are being presented to the community at this point in order to stimulate public criticism and thinking.

The alternatives are self-explanatory. Alternative "C", termed the "Sensible Growth Alternative", represents the greatest deviation from Coos Bay's 1974 plan, but it appears to offer the greatest public advantage of the three alternatives.

The C.C.I. and the Planning Commission studied the alternatives during May, June, July, and August, 1979, and considered the appropriateness of the proposals. Both the Planning Commission and the CCI strongly support Alternative "C", the "Sensible Growth Alternative".

Land Use Alternatives

Alternative "A": The "Do-Nothing" Alternative

Alternative "A" is termed the "Do-Nothing" alternative because it recognizes the land use patterns and community development strategies that are embodied in the City's existing plan developed in 1974. (City of Coos Bay, 1974) The 1974 plan resulted from a considerable effort by the Planning Commission and City Council to update Coos Bay's 1960 plan, (City of Coos Bay, 1960), "along with the integration of the many plans prepared in the interim regarding the physical development of the City". (City of Coos Bay, 1974: ii).

The 1974 plan was intended to provide a "realistic approach to comprehensive planning and City development" (City of Coos Bay, 1974), yet it is extremely visionary and optimistic. Although the plan's strategies have recently been criticized as being unrealistic in certain instances, the 1974 plan was designed to guide Coos Bay's growth to 1990 or 1995.

Assumptions

The 1974 plan was built upon 13 basic assumptions. These were:

1. That favorable economics, employment opportunities, increasing medical, cultural, educational and recreational opportunities will continue to attract [sic] steady migration into the Coos Bay Area.

2. That the City of Coos Bay will continue to grow in regional significance and will remain the largest city on the Oregon Coast.

3. That all Federal and State policies supporting and encouraging all facets of urban development will continue and the City of Coos Bay will participate.

4. That the Neighborhood Development Program will continue to expand and encompass other areas such as the Empire Commercial District.

5. That new housing construction will occur at an overall rate of approximately 80-100 dwelling units per year until 1980-5.

6. That present trends will continue to indicate that apartment house and factory-built home type of living may be the dominant [sic] mode of living in the future.

7. That the many physical and social problems normally associated with the city life are primarily caused by uncontrolled and undirected population growth.

8. That urban development will be guided and regulated in accordance with sound environmental protection principles and practices.

9. That residential development in the City's fringe areas will be predominantly low density in nature and that high density apartment living will increasingly become the mode of residency in the City core area.

10. That the Empire District will undergo the greatest amount of residential growth during this planning period.

11. That City planning and programming will continue to play an increasingly important role in all aspects of physical community development.

12. That periodic review (from three to five years) and revision of the General Plan will be recognized as a necessary and continuous process.

13. That certain environmental resources are limited, and therefore, future urban development must be accommodated with the proper level of constraints and public services designed to insure the highest possible quality of life for the entire City. That Urban Growth is a variable to be influenced in the pursuit of a desirable quality of community life. (City of Coos Bay, 1974:6-7)

Plan Objectives

The development objectives of the 1974 plan are embodied in the goals and land use strategies of the 1974 document. Primary motives for developing the plan were:

1. To anticipate the impact of economic and social forces which influence population levels;

2. To provide the necessary constraints in order to maintain an equitable balance between population density and the physical environment; and

3. To anticipate the impact of building intensities on soil capabilities, public water and sewerage systems, and the provisions of open space. (City of Coos Bay, 1974:4)

More specific development objectives focused on issues related to the various land use activity groups. A 1974 plan policy relative to <u>all</u> land use groups is "to allocate the uses of land in such a manner as will facilitate the provision of public services designed to ensure the highest possible quality of life for the entire community to strive for high standards of attractiveness, the wise use of lands, and a balanced ecology". (City of Coos Bay, 1974:4)

The following narrative presents a summary of specific development objectives for the various land use activities, as stated in Coos Bay's 1974 Plan. (City of Coos Bay, 1974:*passim*) (Map 8.1-1)

Residential Areas

Coos Bay's guiding philosophy in planning for the community's housing needs is "to designate residential areas and their densities in relation to existing and proposed public facilities". (4)

Highway Commercial

Highway commercial areas are those designated lands along Ocean Boulevard between the "Empire Y" (Newmark Avenue and Ocean Boulevard) and Pony Creek. The 1974 plan states that commercial developments that are appropriate for the highway commercial district include uses which generally require the assemblage of large lots and which benefit from being located on a major traffic arterial. The plan requires that

> ...the area designated as highway commercial should be contained and not be allowed to extend to other arterial streets. New building development should be carefully guided, thereby avoiding any potential problems and conflicts normally associated with highway commercial strips... particular attention should be paid to all points of egress and ingress from the arterial street, off-street parking and internal vehicular movement within the site. (43)

Restricted Waterfront Commercial

Restricted waterfront commercial areas are "intended for the use of those businesses which require or directly benefit by the marine setting. Except for this restriction the district does not differ from most other commercial districts". The 1974 plan stresses the need to "enhance and protect the waterfront environment" by requiring site plan and architectural review to assure that new waterfront development is attractively landscaped, convenient to use and ... people-oriented in character". (43)

Tourist Commercial

Tourist commercial areas are located in the Empire section of Coos Bay and are intended "to encourage the promotion of the existing Empire Commercial Area as a tourist-neighborhood commercial district intended to fulfill the needs of the traveler and the daily shopping needs of the Empire residents". (43)

Industrial Areas

Coos Bay's guiding philosophy in planning for the City's industrial development needs is "to designate sufficient land for industrial uses in such manner as to optimize accessibility to all modes of transportation". (4) The basic objective of the 1974 plan is to reserve "sufficient, well-located land served by public utilities and roads and protected by zoning and building relations to allow sufficient sites for industrial location and expansion. Also inherent within the policy is industrial development guided by sound environmental protection principles and practices". (95)

The 1974 plan confines <u>industrial lands</u> "to the eastern portion of the City where adequate lands, sufficient in quantity, are already zoned for that use". (45) Restricted waterfront industrial lands are designated along portions of the Bay, and are intended to provide an area for "those industrial uses which require the use of the waterfront as part of their routine operation". (45)

The plan notes that industrial lands along the Empire waterfront are restricted to water-related development "since the potential for future industrial development of that particular area appears to be negligible within the foreseeable future". (45)

The Medical-Park District

The 1974 plan establishes a planned Medical-Park District in the vicinity of Bay Area Hospital "in order to fulfill an existing regional need for more and better medical facilities to serve the need of the City's citizens as well as the inhabitants of the South Coast region. As such, the Medical-Park District will encourage the centralization of needed and desired medical and medical-related facilities, and provide increased efficiency and convenience to the users of the facility". (45)

An informed City policy used to implement the district was initially to allow up-zoning from low density housing to Medical-Park District on a piecemeal basis. This policy was subsequently reversed by the Planning Commission in January 1979 when it was informally determined that piecemeal up-zoning should not be allowed without first receiving a written response from the Board of Directors of the Bay Area Health District as to why the proposed medical use would not be more appropriately located on the undeveloped hospital campus in the center of the Medical-Park District. (City of Coos Bay. 1979)

The Educational-Cultural and Recreational District

The 1974 plan sanctions the concept of public open space in the Empire area by designating an Educational-Cultural and Recreational District extending northwesterly from the campus of Southwestern Oregon Community College to the Bay, through the Empire Lakes and generally along Chickses Creek. The intent of the planned area was to "afford multi-jurisdictional development cooperation and coordination" in order to produce "multi-recreational opportunities". (City of Coos Bay, 1974:46) The concept of the district disintegrated in 1978 when property owned by School District No. 9 along Lake Shore Drive was re-planned to allow low density residential development.

The 1974 plan does not address development controls governing the Pony Creek watershed and other public lands in Coos Bay.

Alternative "B": The "Integrity of Neighborhoods" Alternative

Alternative "B" is termed the "Integrity of Neighborhoods" alternative because it sanctions several existing land use patterns that were identified in the 1974 plan for conversion to some other optimal, idealistic use. Alternative "B" is designed to protect the integrity of neighborhoods and areas that are characterized by irreversible land use patterns. Alternative "B" is otherwise similar to Alternative "A" except for the designation of a "Special Coastal Study Area".

Alternative "B" is intended to reflect the overall visionary and optimistic objectives of the City's 1974 plan, but also to respond to criticisms that the 1974 plan is unrealistic. Accordingly, Alternative "B" does not propose sweeping land use changes for various neighborhoods and areas.

Assumptions

Alternative "B" is formulated upon the following basic assumption about Coos Bay's future growth:

1. That the City of Coos Bay will continue to experience community growth resulting from in-migration and new commercial employment opportunities.

2. That the City of Coos Bay will continue to grow in regional significance and will remain the largest city on the Oregon Coast.

3. That approximately 2,500 additional housing units will be needed in Coos Bay by the year 2000 to adequately accommodate the 23,000 people that are expected to reside in the city at that time.

4. That the physical, fiscal and social problems normally associated with urban living are often caused by uncontrolled and undirected population growth.

5. That the substantial transition of single-family and duplex housing surrounding and adjacent to commercial areas will not be transformed to apartment densities because these neighborhoods are typically stable real estate.

6. That future city growth will be guided in accordance with sound urban planning principles and practices, including environmental, economic and social considerations.

Plan Objectives

The primary development objective of Alternative "B" is the same as for Alternative "A", that is, "to allocate the uses of land in such a manner as will facilitate the provision of public services designed to ensure that highest possible quality of life for the entire community ... to strive for high standards of attractiveness, the wise use of lands, and a balanced ecology". (City of Coos Bay, 1974:4)

More specific land use objectives are presented in the following passages. (Map 8.1-2)

Residential Areas

The location of residential areas and the determination of their maximum permitted densities shall be based on the carrying capacity of the land and on the fiscal potential for extending improved access and public facilities to the sites.

Residential densities designated in Alternative "B" include "high density areas" and "low density areas". High Density areas, allowing 0-30 dwelling units per acre, planned around the central business districts and in a designation permitting professional offices as well. Low Density areas permit 0-11 dwelling units per acre in the remaining residential land, and comprise the bulk of land allotted for residential purposes.

Similar to the 1974 plan, Alternative "B" recognizes the "infilling" of residential areas which have not yet reached the maximum permitted density. Therefore, the residential holding reserve concept which limits residential development to one dwelling unit per five acres in outlying undeveloped areas is retained in this alternative. This extremely low density restriction is based on the rationale that community growth will be best achieved by first utilizing the "close-in" infrastructure before expanding in a costly, haphazard manner.

Alternative "B", however, differs from the 1974 plan which is based on the premise that proper urban development occurs in a specified progression outward from the urban business core. This broad theory set forth by E.W. Burgess in 1923, contends that certain definable zones emanate from the core in the matter of concentric rings. Although the historical development of Coos Bay (Marshfield) and Empire exhibits some characteristics of this land use pattern, it has deviated in several substantial respects. Alternative "A" in the 1974 plan negates these established land use patterns and imposes some theoretical land use designations that are realistically incompatible with current and foreseeable trends, As an example, the older residential area on the fringe of the central business district is now an area of physically sound, and stable single-family and duplex real estate. In 1974, however, this area was expected to undergo a major conversion to higher density apartment uses on the theoretical principle that such locations form the optimal transition between commerce and more respectable residential settlement. This concept does not appear realistic for the neighborhood mentioned above as well as for other areas in Coos Bay, and has been eliminated in Alternative "B". Also eliminated is the designation of greenway along water drainages in the city.

Coos Bay's 1974 plan stresses the important of maintaining the natural character of the community when planning for residential growth. "Future residential developments, whether single or multiple dwellings, should place strong emphasis on the conservation of open space in order to maintain the spatial character of the city. (City of Coos Bay, 1974:38) Planned Unit Developments (P.U.D.'s) and cluster housing are intended to implement this objective.

High Density Residential

Locational guidelines for siting residential development are spatially embodied in the Alternative "B" plan map. High density residential areas shall be located in the vicinity of the downtown, central business district and around the neighborhood commercial area in Empire. The location of this high density residential land capitalizes on commercial and employment centers and has convenient vehicular access to major arterial streets. In addition, high density apartment designations are located elsewhere in the City at locations that are generally compatible with adjacent land uses. These additional apartment sites are intended to reinforce the integrity of established neighborhoods and to provide additional high density land. Ideal apartment developments will include "Park-like" open space amenities.

Residential/Professional Office

The residential/professional office mix is planned for two areas in Coos Bay: (1) the immediate fringe of the central commercial core area, where certain transitions can realistically be expected over the next 20 years, and (2) the site of the Western Bank head offices on Ocean Boulevard, west of Butler Road, where a park-like office environment can exist. New high-density apartments are permitted in the residential/professional office mix areas at 0-30 dwelling units per acre, or more, provided that construction is deemed especially suitable to exceed the 35-foot maximum height standard traditionally limiting apartment densities in Coos Bay.

Low-Density Residential

Low-density residential areas comprise the balance of Coos Bay's residential pattern. As envisioned in 1974, these developments "should strive to utilize closed street system concepts as a means of ensuring the elimination of through traffic on residential streets". City of Coos Bay, 1974:40). As previously mentioned, Alternative "B" maintains the extreme, low-density residential holding reserve established in the 1974 plan.

Commercial Areas

Commercial areas are similar to the 1974 plan strategy concerning commercial areas, in that "it is important that the Central Business District (CBD) and its supportive commercial sub-districts remain efficient, prosperous, and easily accessible since commerce is a major source of revenue and is a necessity to the economic stability and future growth of the city". (City of Coos Bay, 1974:42)

Alternative "B" provides four general planning designations for commercial development: (1) General Commercial Areas, (2) Commercial Industrial Areas, (3) Commercial/ Residential, and (4) Commercial/Residential/Tourist. A detailed explanation of these use designations follows.

General Commercial

General commercial areas are intended to provide for retail trade, commercial service and professional activities that constitute the essential base of the City's economy. Appropriate locations for commercial development include (1) established commercial areas, (2) highway corridors not committed to less intensive land uses, and (3) to a very limited extent in new residential planned unit developments when the convenience shopping needs of nearby residents can be established.

Commercial /Industrial

Commercial/industrial areas are intended to provide for a compatible mix of commercial and light industrial activities that are also essential to the City's economy. A commercial/industrial area is a new classification proposed by Alternative "B", and is consistent with the "Integrity of Areas" theme. Much of Coos Bay's traditional light industrial and restricted industrial use zones (i.e. I-1 and I-2, Ordinance Number 2160 and 2685) are actually commercial/industrial areas because they have historically allowed the compatible mix mentioned above. Appropriate locations for commercial/ industrial development are generally those areas north and south of the downtown commercial core and near U.S. Highway 101, and to a lesser extent near Lockhart Avenue, easterly from 7th Street.

Commercial/Residential and Commercial/Residential/Tourist

Commercial/residential and commercial/residential/tourist land use activities are intended to provide a compatible mix of residential and necessary, less-intense commercial activities in large distinctive neighborhoods that are generally removed from the central business district and where such location warrants a limited amount of convenience shopping or had the potential to attract tourist-type businesses. Appropriate locations for commercial/residential activities occur in Englewood along Southwest Boulevard and for commercial/residential/tourist activities in Empire along the Cape Arago Highway.

Industrial Areas

Industrial areas are intended to provide an area where more intense industrial and, to a lesser extend, commercial uses are allowed. Land use activities permitted in these areas are those which are not generally compatible with less intense commercial and industrial uses.

NOTE: Coos Bay shall attempt to establish and justify these areas along the estuary, as part of the area wide estuary planning process to be conducted in 1979/80.

Medical Park District

The Medical park district is intended to provide a park-like environment to accommodate the centralization of medical and medically-related facilities and services. Apartments would be appropriate as "conditional uses" on the fringe of the medical park district. Implementation of the planned district is to be accomplished by the piecemeal up-zoning of residential properties within the planned area to "MP-D" (Medical Park District). Such rezones shall be allowed subject to the substantiation, among other required legal findings, that the requested medical or related use is not suited or more appropriately located on the undeveloped portion of the hospital campus administered by the Bay Area Health District. It is intended that this planned district be implemented in an orderly fashion where rezones are contiguous to existing medical park development. Further development of the hospital campus should include, where feasible, plans to construct ingress and egress between the hospital and Woodland Drive.

Open Space Areas

Open space areas are intended to ensure the conservation of scenic and natural areas and natural resources, to provide recreational opportunities, and to protect the area's water supply. Designated open space areas are primarily publicly or quasi-publicly owned. Open space designations include all school properties, city parks, the watershed, and cemeteries (non-private). Private open space consists of specially designated areas in planned unit developments and subdivision. Any physical development in designated open space areas should be subject to site and architectural review by the City Planning Commission.

Special Coastal Study Area

The Special coastal study area results from the LCDC requirement that a special area be set aside "for inventory, study, and initial planning for development and use to meet the Coastal Shorelands Goal". (LCDC, Goal 17) The City of Coos Bay study area includes lands that <u>may</u> be especially suited for water-dependent uses and excludes those lands falling within the recommended study area that definitely do not possess water-related use potential. The uses designated for Estuarine and Coastal Shoreland areas within the City will be addressed upon completion of the regional estuary plan 1979/80. This plan will culminate the efforts of all jurisdictions (Coos County, Coos Bay, North Bend, Eastside) having an integral interest in the management and development of estuarine land uses.

Grandfather Clause

A liberal grandfather clause is <u>extremely</u> important in implementing ordinances in order to assist the fulfillment of Alternative "B", which proposes major changes in Coos Bay's land use designations. Alternative "B" is <u>not</u> intended to disallow re-construction of non-conforming uses destroyed by a natural act.

Alternative "C": The Sensible Growth Alternative

Alternative "C" is termed the "Sensible Growth" alternative because it attempts to channel the inevitable growth of Coos Bay in a productive fashion so as to meet the housing, commerce and industrial needs of present and future city residents while minimizing causes of social, fiscal, and environmental objections to community development that are often voiced by "no-growth" advocates. Alternative "C" is substantially similar to Alternative "B", except that planned residential densities in the earlier residential holding reserve areas are intensified to promote the necessary infilling of these areas. Alternative "C" reflects the "integrity of neighborhoods" concepts identified in Alternative "B".

Assumptions

Alternative "C" is formulated upon the same basic six assumptions about Coos Bay's future growth as stated in Alternative "B", with the addition of the following assumption that residential development must offer increased dwelling unit densities at suitable locations, including areas not previously considered suitable for apartments, in order to enhance affordable housing opportunities for city residents.

Plan Objectives

Alternative "C" is based upon the same overall development objective as Alternatives "A" and "B", that is "to allocate the uses of the land in such a manner as will facilitate the provision of public services designed to ensure the highest possible quality of life for the entire community to strive for high standards of attractiveness, the wise use of lands, and a balanced ecology". (City of Coos Bay, 1974:4)

Alternative "C", like the other two alternatives, is intended to reflect the visionary and optimistic objectives that have long been established for Coos Bay. In addition, specific land use objectives of Alternative "C" are presented in the following passages. (Map 8.1-3)

Residential Areas

The provisions for development of Coos Bay's residential areas are the same as presented in Alternative "B".

The <u>only</u> differences are (1) that the residential holding reserve concept is eliminated in favor of higher density development to offset unusually high construction costs for the hilly areas once contained in the "reserve", and to open uplands now needed to accommodate growth, and (2) that additional high density areas are designated in various locations throughout the city. The intent is to increase affordable housing opportunities for area residents.

Planned residential areas proposed by Alternative "C" include: (1) high density residential areas, (2) residential/professional office mix areas, and (3) low density residential areas, <u>exclusive</u> of the "holding reserve concept". These use districts are explained in detail under Alternative "B".

Alternative "C" recognizes that high density residential development must be permitted in certain parts of the formerly designated holding reserve if affordable housing construction is to proceed in these areas. This increased density is based on the premise that (1) much of the former reserve areas have inadequate access, infrastructure, etc., and that (2) increasing the density may stimulate construction so that local developers can realize a satisfactory return on their investment to permit costly access and facility extensions to the growth areas. The increased density provisions are not intended to cause massive apartment construction in these undeveloped areas. Topography and physical constraints will limit this. Rather, the increased density is intended to stimulate well-planned cluster subdivisions and planned unit developments to maximize the buildable portions of the areas. This concept can be implemented by special zoning provisions, perhaps a "floating-zone", to require careful site review to maintain maximum compatibility among the respective residential developments.

Commercial Areas

Commercial areas are similar to the 1974 plan strategy concerning commercial areas, in that "it is important that the Central Business District (CBD) and its supportive commercial sub-districts remain efficient, prosperous, and easily accessible since commerce is a major source of revenue and is a necessity to the economic stability and future growth of the City." (City of Coos Bay, 1974:42)

Alternative "B" provides four general planning designations for commercial development: (1) General Commercial Areas, and (2) Commercial Industrial Areas.

General Commercial

General commercial areas are intended to provide for retail trade, commercial service and professional activities that constitute the essential base of the City's economy. Appropriate locations for commercial development include (1) established commercial areas, (2) highway corridors not committed to less intensive land uses, and (3) to a very limited extent in new residential planned unit developments when the convenience shopping needs of nearby residents can be established.

Commercial/Industrial

Commercial/industrial areas are intended to provide for a compatible mix of commercial and light industrial activities that are also essential to the City's economy. A commercial/industrial area is a new classification proposed by Alternative "B", and is consistent with the "Integrity of Areas" theme. Much of Coos Bay's traditional light industrial and restricted industrial use zones (i.e., I-1 and I-2, Ordinance Number 2160 and 2685) are actually commercial/industrial areas because they have historically allowed the compatible mix mentioned above. Appropriate locations for commercial/industrial development are generally those areas north and south of the downtown commercial core and near U.S. Highway 101, and to a lesser extent near Lockhart Avenue, easterly from 7th Street.

Industrial Areas

Alternative "C" recognizes the industrial development concepts presented in Alternative "B".

Medical Park District

The medical park district is intended to provide a park-like environment to accommodate the centralization of medical and medically-related facilities and services. Apartments would be appropriate as "conditional uses" on the fringe of the medical park district. Implementation of the planned district is to be accomplished by the piecemeal up-zoning of residential properties within the planned area to "MP-D" (Medical Park District). Further development of the hospital campus should include, where feasible, plans to construct ingress and egress between the hospital and Woodland Drive.

Open Space

Alternative "C" recognizes the open space concepts presented in Alternative "B".

Special Coastal Study Area

Alternative "C" also recognizes the special coastal study area identified in Alternative "B".

Grandfather Clause

Alternative "C" includes the same "grandfather clause" concerns recognized in Alternative "B".

MAP KEY

RESIDENTIAL

0-1 dwelling units/acre[a]
(Holding Reserve)

0-10 dwelling units/acre (Map A)
0-11 dwelling units/acre (Maps B,C)

11-30+ dwelling units/acre (Map A)
0-30+ dwelling units/acre (Maps B,C)

31+ dwelling units/acre (Map A)
0-31+ dwelling units/acre (Maps B,C)
(residential-office mix)

COMMERCIAL

COMMERCIAL/INDUSTRIAL

INDUSTRIAL

MEDICAL PARK DISTRICT

WATERSHED, PARKS (all maps)
GREENWAY AND SCHOOLS (Maps A,B)

ESTUARY STUDY AREA

BOUNDARIES:

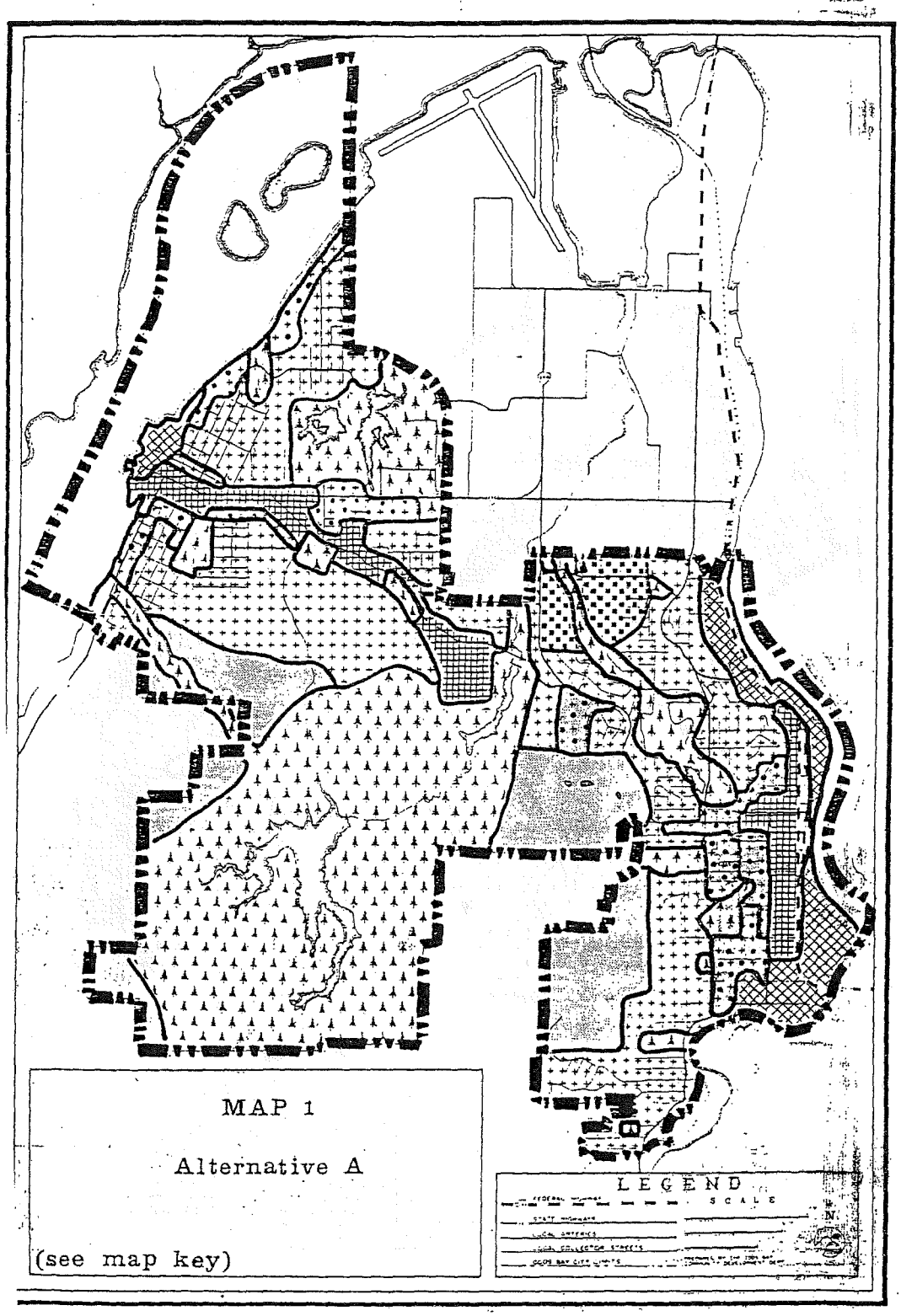
CITY LIMITS

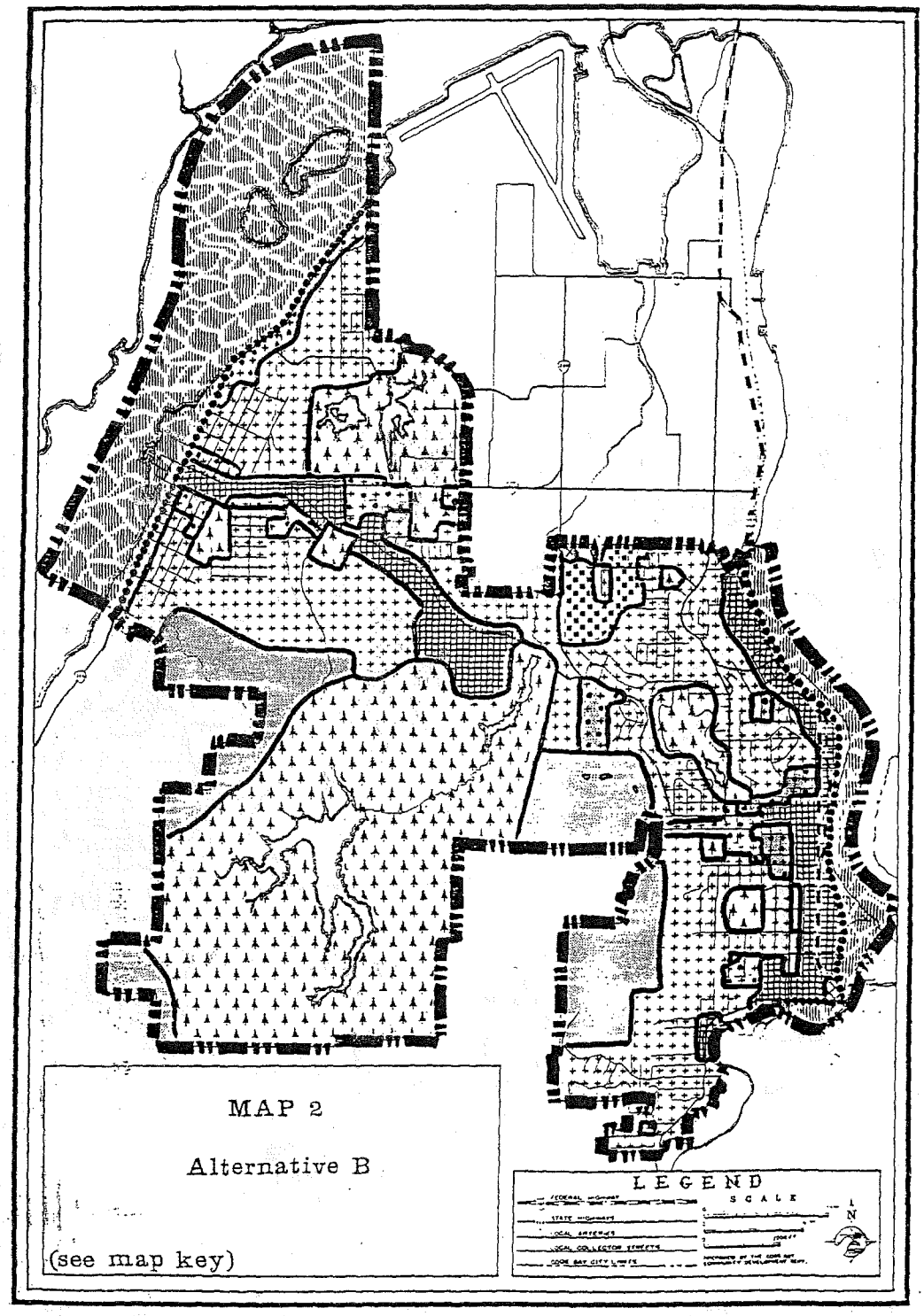
ESTUARY STUDY ARE

URBAN GROWTH BOUN

POTENTIAL ARTERIA
AND COLLECTORS

[a]Residential densities computed at dwelling units per gross acre (right of way included).


MAP 1
Alternative A
(see map key)
LEGEND
SCALE


MAP 2
Alternative B
(see map key)
LEGEND
SCALE
N