



PLANNING COMMISSION STAFF REPORT

Hearing Date: October 8, 2024
Item: #187-24-000174-PLNG (Type IV – Text Amendments)
Applicant: City of Coos Bay
Owner: N/A
Permit Request: Text Amendments to the Transportation System Plan, part to the City of Coos Bay Comprehensive Plan, and to the Coos Bay Municipal Code (CBMC)
Subject Property: All lands within the Empire Area Blueprint study area

I. REQUEST

This proposal (“Empire Area Blueprint”), attached hereto as **Attachment A** and incorporated herein by reference, intends to align the Coos Bay Transportation System Plan ([TSP](#)), part to the Coos Bay Comprehensive Plan, and the Coos Bay Municipal Code ([CBMC](#)) with the Empire Area Blueprint ([EAB](#)) to facilitate the preferred alternative and vision for the area.

This application proposes the following:

- 1) Adopt by resolution the Empire Area Blueprint (EAB) plan.

See, **Exhibit 1** of **Attachment A**, attached hereto and incorporated herein by reference.

- 2) Amend the Coos Bay Comprehensive Plan by amending the Transportation System Plan (TSP) to update Tier 2 Project ID/CB-14 (Newmark Avenue Road Diet) to align with the vision set forth in the Empire Area Blueprint for the Newmark Avenue corridor and to incorporate Empire Area Blueprint transportation projects into the Street Connectivity Plan section including project attachments.

See, **Exhibit 2** of **Attachment A**, attached hereto and incorporated herein by reference.

- 3) Amend [CMBC 18.15.005](#) to:
 - Update mobility targets to be consistent with those set forth in the adopted Transportation System Plan (TSP).
- 4) Amend Coos Bay Development Code (CBDC) Title 17 as follows:
 - Amend [CBDC Table 17.230.020](#) to allow residential uses in up to 100% of a building

- ground floor or story located within the Empire Area Blueprint (EAB) study area.
- Amend [CBDC Figure 17.330.010\(C\)](#), Exempt Parking Area with a Cap, to align with the Empire Area Blueprint study area boundaries.
 - Amend [Chapter 17.250 CBDC](#), Hollering Place (HP) zone district, to align the allowed uses with those envisioned in the EAB and to simplify development standards.
 - Repeal [Chapter 17.316 CBDC](#), Empire Waterfront Settlement Design Review, to facilitate future development of the Empire Area.

See **Exhibit 3 of Attachment A**, attached hereto and incorporated herein by reference.

II. BACKGROUND

In the Fall of 2022, the City Council authorized a long-range planning effort that would assess, explore, and recommend improvements to the Empire Area with the goal of boosting the economic development potential of, and bettering transportation connections throughout, the project area. This work is known as the Empire Area Blueprint (EAB).

The project goals include:

- Build upon previous transportation and planning work developed for the Study Area - specifically, ensuring the EAB consolidates key information in the adopted Coos Bay Empire Urban Renewal Plan, the Hollering Place Master Plan, and the Coos Bay Transportation System Plan (TSP).
- Actively engage community members and property owners in support of the Project and its recommended strategies for improvement.
- Clarify the overall land use and improvement vision, including transportation strategies to implement access, circulation, and connectivity enhancements within the Study Area.
- Foster a safe, balanced, and efficient multimodal transportation system that offers transportation choices to those that travel to and through the Study Area including, but not limited to, adequate parking and wayfinding.
- Reflect the historic and cultural significance of the Study Area.
- Identify potential environmental concerns and recommend mitigation strategies.
- Establish key policies, code amendments, and funding tools necessary to fulfill the goals and objectives of the Urban Renewal Plan.

The EAB was informed by a Project Advisory Committee (PAC) made up of community members including residents, property owners, business owners, and affected agencies. Additional stakeholder feedback was obtained through one-on-one interviews. Individual meetings were held with representatives of the Coquille Tribe and of the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians. The PAC met five (5) times to review and consider project materials to inform the preferred alternative.

The Planning Commission conducted two work sessions in 2023 where project information was shared, and public feedback was received. The City Council and Planning Commission conducted a joint work session on April 23, 2024, to consider and comment on the preferred alternative.

The preferred alternative is incorporated into the DRAFT Empire Area Blueprint (EAB) plan. The current proposal aims to implement EAB recommendations for the study area, as set forth above, to help move the preferred alternative forward to reality.

III. NOTICE

The Department of Land Conservation and Development (DLCD) was notified of the proposal to amend the text of the Coos Bay Transportation System Plan (TSP) and Coos Bay Municipal Code (CBMC) on September 3, 2024.

Public notice was sent to interested parties and posted at City Hall on September 13, 2024, posted on the City's website on September 16, 2024, and published in the City's newsletter on September 27 and October 4, 2024. Legal notice was published in the September 27, 2024, edition of The World Newspaper.

IV. COMMENTS

At the time of application submittal, a total of 26 written comments had been received, those are incorporated into the DRAFT Empire Area Blueprint (EAB) plan.

Staff / Agency Comments

As of the date of this staff report, no comments from staff or outside agencies have been received.

Public Comments

As of the date of this staff report, no public comments have been received.

V. APPROVAL CRITERIA

Chapter 17.130 CBDC, Procedures.

Chapter 17.360 CBDC, Plan Amendments and Zone Changes.

VI. RECOMMENDED FINDINGS

Based on the findings as presented in **Exhibit 4** of **Attachment A**, attached hereto and incorporated herein by reference, staff finds that the Planning Commission can recommend City Council **APPROVE** Land Use Application #187-24-000174-PLNG.

VII. PLANNING COMMISSION RECOMMENDATION

The Planning Commission makes a recommendation to the City Council for a final decision. The Planning Commission may recommend approval or denial of the application or a continuance of the hearing to an upcoming meeting.

The Planning Commission recommendation can be supported by taking one of the following actions (**A**, **B**, or **C**):

Motion: The Planning Commission recommends:

- A. The City Council **APPROVE** Land Use Application #187-24-000174-PLNG based on the information presented by the applicant and recommended findings of approval.
- B. The City Council **DENY** Land Use Application #187-24-000174-PLNG based on findings that the application does not comply with applicable standards. [*make supportive findings*]
- C. A **CONTINUANCE** of the public hearing on Land Use Application #187-24-000174-PLNG to a certain date/time [*set date/time*] to provide the applicant the opportunity to revise, respond, or clarify issues raised during the public hearing.

VIII. ATTACHMENTS

- Attachment A – Land Use Application #187-24-000174-PLNG
- Exhibit 1 – DRAFT Empire Area Blueprint
- Exhibit 2 – Proposed Coos Bay Comprehensive Plan Text Amendments
- Exhibit 3 – Proposed Coos Bay Municipal Code Text Amendments
- Exhibit 4 – Recommended Findings

Chelsea Schnabel
Chelsea Schnabel, AICP, CFM | Community Development Director

September 24, 2024
Date



LAND USE/PLANNING APPLICATION

¹**Type of Review** (Please check all that apply):

**Pre-application review may be required*

- | | | |
|--|--|---|
| <input type="checkbox"/> Adjustment Review (Type II, III)* | <input type="checkbox"/> Estuarine Use/Activities (Type I) | <input type="checkbox"/> Subdivision (Type II, III)* |
| <input type="checkbox"/> Annexation (Type IV)* | <input type="checkbox"/> Comp. Plan Amendment-Map/Text (Type IV)* | <input type="checkbox"/> Temporary Use (Type I, II) |
| <input type="checkbox"/> Appeal and Review (Type III) | <input type="checkbox"/> Dev. Code Amendment-Map/Text (Type IV)* | <input type="checkbox"/> Tourist Habitation-Home Stay (Type II) |
| <input type="checkbox"/> Architectural Design Review (Type II, III)* | <input type="checkbox"/> Home Occupation (Type I, II) | <input type="checkbox"/> Tourist Habitation-Vacation Rental (Type II) |
| <input type="checkbox"/> Accessory Dwelling Unit-Historic (Type I) | <input type="checkbox"/> Partition (Type II) | <input type="checkbox"/> Variance (Type I, II) |
| <input type="checkbox"/> Conditional Use (Type II, III)* | <input type="checkbox"/> Property Line Adjustment (Type I) | <input type="checkbox"/> Zone Change (Type III, IV)* |
| <input type="checkbox"/> Cultural Resources (Type II, III)* | <input type="checkbox"/> Planned Unit Development (Type II, III)* | <input type="checkbox"/> Code Interpretation (Type I) |
| <input type="checkbox"/> Cottage Cluster (Type II, III)* | <input type="checkbox"/> Modification to Approved Permit (Type II) | <input type="checkbox"/> Legal Lot Determination (Type I) |
| <input type="checkbox"/> General Review _____ | <input type="checkbox"/> Floodplain Development (Type I) | <input type="checkbox"/> Other: _____ |
- (Identify Type: See [Table 173.130.030](#))

Site Location/Address _____ [Assessor's Map No./Tax Lot\(s\)](#)

Zoning _____ Total Land Area _____

Applicant/Owner Name _____ Address _____

Phone _____ Email _____

Applicant's Representative Name _____ Address _____

Phone _____ Email _____

Project Description: Describe the project in detail, including what is being proposed, its size, hours of operation, any proposed phasing, timetable for improvements etc. Attach separate sheet with additional details as needed.

Your submittal must also include:

¹*Pre-Application and Appeal applications require a different application form, inquire of staff*

- Nonrefundable application fee. Applications subject to a pre-application conference may be eligible to apply the nonrefundable pre-application conference fee to a Type III or IV application. **Waived - City initiated.**
- Evidence of ownership or written statement from the owner that you are authorized to represent him/her. When there is more than one owner, all owners must authorize the application. **Not required for Legislative amendment.**
- Most recent conveyance document (deed) showing current ownership. **N/A**
- A copy of the pre-application conference summary, if the application was subject to pre-application review, which shall include all information required by the director to address issues, comments, and concerns in the summary. **N/A**
- Detailed written narrative of proposed project/development/use, including but not limited to a description of uses, types of structures proposed, hours of operation, abutting properties, proposed access, frequency of deliveries, and construction schedule including project phasing, etc.
- Address the Decision/Approval Criteria, Goals/Standards and/or Policies, Standards/Regulations as outlined in the CBMC related to your request. The application should evidence how the proposal complies (or can comply), with each applicable section of the CBMC and other city and state policies and regulations applicable to the proposal. **A supplementary development/use application may be available for this purpose.**
- A detailed project site plan identifying existing conditions and the proposed development and/or land use. The site plan shall include all relevant information from [Table 17.130.040\(2\)](#) – Site Plan Requirements.
- Supplementary information required by virtue of the application type, including but not limited to (if required) storm drainage report, traffic impact study/analysis or other studies/reports related to the project.

Any additional information including but not limited to [Table 17.130.040\(3\)](#) – Additional Contents required by the director to demonstrate the proposed development and/or land use complies, or can be conditioned to comply, with each applicable CBCP, this title, and other city and state policies, regulations, and approval criteria applicable to the application.

Additional application contents associated with a specific application required for the proposed development and/or land use. See [Table 17.130.040\(4\)](#) for specific permit/review applications and applicable code sections with additional application contents and process requirements.

Land use approval is required prior to authorization of any other required permits/licenses.

I am the owner, applicant, or representative of the property/site and am authorized to complete this land use/planning application. I completed this land use/planning application; its contents are true and correct. I understand: 1) City application acceptance does not infer a complete submittal; 2) the information herewith submitted is true and correct; 3) the application processing and fee payment does not obligate City authorization and City authorization does not give authority to violate or cancel the provisions of any other applicable law. I will pay the City land use/planning application fees and additional expenses incurred by the City for professional services should such services, at City discretion, be required. I understand that the application fees submitted are non-refundable.

Where there are multiple property owners, all owners must authorize/sign the permit application.

SIGNATURE of Owner(s)	Print Name	DATE
<i>Chelsea Schnabel</i>		
SIGNATURE of Applicant/Representative	Print Name	DATE

FOR OFFICE USE ONLY		
Fee:	Date:	Fee Received by:

Attachment

DRAFT Empire Area Blueprint



ADOPTION DRAFT EMPIRE AREA BLUEPRINT

TASK 7.6 | SEPTEMBER 3, 2024

PREPARED FOR:
CITY OF COOS BAY, OREGON

PREPARED BY:



ATTACHMENT A

Exhibit 1

CONTENTS

1	EXECUTIVE SUMMARY.....	1
2	STUDY AREA	2
3	EXISTING CONDITIONS	3
4	EXISTING TRANSPORTATION FACILITIES.....	5
5	BLUEPRINT FOR CHANGE	6
5.1	VISION.....	6
5.2	BASIC PRINCIPLES.....	6
5.3	OVERALL FRAMEWORK.....	7
5.4	NEWMARK AVENUE CORRIDOR.....	8
5.5	TRAFFIC BENEFITS AND IMPACTS	19
5.6	PUBLIC ART, AMENITIES, WAYFINDING	21
5.7	WATERFRONT AREA.....	25
5.8	WATERFRONT DISTRICT EXAMPLE: INDEPENDENCE LANDING, OREGON.....	28
6	PLANNING-LEVEL OPINION OF COST.....	30
7	ACTION PLAN TO ADVANCE REVITALIZATION	32
7.1	IMPLEMENTATION STRATEGY.....	32
7.2	INVESTMENT FRAMEWORK	32
7.3	NEWMARK CORRIDOR	34
7.3.1	Early Wins (2024-2026)	35
7.3.2	Phase 2 (2027+)	37
7.4	WATERFRONT AREA.....	38
7.4.1	Early Wins (2024-2026)	39
7.4.2	Phase 2 (2027+)	41
7.5	DISTRICT-WIDE TRANSPORTATION INVESTMENTS	42
8	PLAN AND CODE AMENDMENT RECOMMENDATIONS.....	44
8.1	CITY COMPREHENSIVE PLAN (2000)	45
8.2	CITY COMMUNITY DEVELOPMENT CODE	45
8.3	HOLLERING PLACE MASTER PLAN (2008).....	47
8.4	EMPIRE WATERFRONT SETTLEMENT DESIGN REVIEW	47
8.5	CITY TRANSPORTATION SYSTEM PLAN (2020)	48

8.6 COOS BAY ESTUARY MANAGEMENT PLAN 49

8.7 PLANS, RULES, AND GOALS—NO RECOMMENDED AMENDMENTS 50

9 FUNDING SOURCES 50

9.1 EXISTING FUNDING SOURCES 51

9.1.1 Urban Renewal 51

9.2 POTENTIAL FUNDING SOURCES 51

9.3 GRANT RESEARCH 51

APPENDIX A-1

PROCEDURES A-2

EXISTING (2023) CONDITIONS ANALYSIS A-2

FUTURE (2043) NO-BUILD CONDITIONS A-4

FUTURE (2043) ALTERNATIVES ANALYSIS A-6

SUMMARY OF TRAFFIC FINDINGS A-12

TABLES

TABLE 1: STRATEGIC ACTIONS BY EAB SUBAREA1

TABLE 2. TRAFFIC BENEFITS AND IMPACTS 19

TABLE 3: RECOMMENDED AMENDMENTS 44

FIGURES

FIGURE 1. STUDY AREA2

FIGURE 2. OVERFLOW PARKING NEAR THE EXISTING BOAT RAMP4

FIGURE 3. CONCEPT DIAGRAM7

FIGURE 4. LOCAL BIKE CONNECTIONS8

FIGURE 5. MICHIGAN AVENUE – LOCAL BIKE CONNECTION STREET RECONFIGURATION SECTION9

FIGURE 6. NEWMARK AVENUE ENLARGEMENT PLAN: ARAGO HIGHWAY TO WASSON CONCEPT 10

FIGURE 7. NEWMARK AVENUE - WEST END / ‘MAIN STREET’ CONCEPT ILLUSTRATION 11

FIGURE 8. NEWMARK AVENUE ENLARGEMENT PLAN: WASSON TO MORRISON CONCEPT 12

FIGURE 9. NEWMARK AVENUE – ROAD RECONFIGURATION STREET SECTION 13

FIGURE 10. NEWMARK AVENUE - ROAD RECONFIGURATION CONCEPT ILLUSTRATION 14

FIGURE 11. NEWMARK AVENUE ENLARGEMENT PLAN: SCHONEMAN TO ACKERMAN CONCEPT 15

FIGURE 12. NEWMARK AVENUE ENLARGEMENT PLAN: ACKERMAN TO NORMAN CONCEPT..... 16

FIGURE 13. NEWMARK AVENUE - EAST END STREET SECTION 17

FIGURE 14. NEWMARK AVENUE - EAST GATEWAY ENHANCEMENTS CONCEPT ILLUSTRATION..... 18

FIGURE 15. FOUR MURAL EXAMPLES – ALBERTA STREET ARTS DISTRICT, PORTLAND, OREGON 21

FIGURE 16. TWO MURAL EXAMPLES – WYNWOOD WALLS ARTS DISTRICT, MIAMI, FLORIDA 21

FIGURE 17. PUBLIC SPACE EXAMPLE – ALBERTA STREET ARTS DISTRICT, PORTLAND, OREGON 22

FIGURE 18. ENHANCED BUS TRANSIT STOP – ALBERTA STREET ARTS DISTRICT, PORTLAND, OREGON 23

FIGURE 19. EXAMPLES OF PEDESTRIAN-SCALED WAYFINDING SIGNS..... 24

FIGURE 20. EXAMPLE OF AN INTERPRETIVE SIGN..... 24

FIGURE 21. HOLLERING PLACE ENLARGEMENT PLAN CONCEPT (NEAR-TERM)..... 26

FIGURE 22. WATERFRONT AREA CONCEPT (LONG-TERM)..... 27

FIGURE 23. WATERFRONT PARK IN INDEPENDENCE, OREGON 28

FIGURE 24. RECENT RESIDENTIAL AND MIXED-USE REDEVELOPMENT IN INDEPENDENCE, OREGON 28

FIGURE 25 TSUNAMI ESCAPE TOWER EXAMPLE, TOKELAND, WA..... 29

FIGURE 26 TSUNAMI EVACUATION ON ROOF EXAMPLE, NEWPORT, OR 29

FIGURE 27. WATERFRONT MURAL EXAMPLE IN NEWPORT, OREGON 33

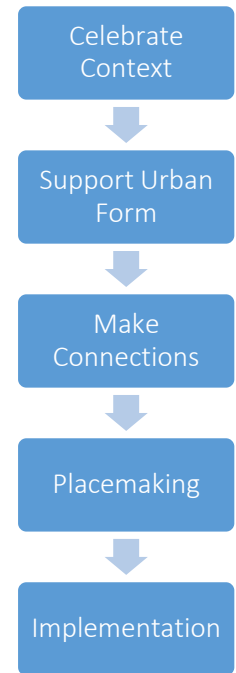
1 EXECUTIVE SUMMARY

The Empire Area Blueprint (EAB) describes a vision and action strategy for comprehensively improving the Empire Area with a range of land use, access, circulation, connectivity, safety, parking, and wayfinding measures.

METHODOLOGY: The EAB was developed through a creative planning / urban design process (see adjacent diagram) that included a series of meetings and technical memoranda in collaboration with area stakeholders, residents, and the City of Coos Bay Public Works and Community Development Departments. Guiding input included:

1. An Advisory Committee (AC) for technical and policy guidance throughout the duration of the project.
2. One-on-one interviews with stakeholders to gather qualitative data on design issues and possible improvements.
3. Public meetings to attend and give public comments (two planning commission meetings, one planning commission public hearing, and one city council public hearing).
4. Project website with announcements, project documents, and public feedback opportunities.

Three alternatives were explored, and selection criteria applied, leading to the development of an integrated, realistic, supportable vision of growth and change.



KEY FINDINGS / RECOMMENDATIONS: EAB success will be fostered by continued focus on two subareas: 1) the **Newmark Avenue Corridor** - as a strengthened and revitalized corridor that integrates transportation, land development, and infrastructure improvements, and 2) the **Waterfront Area** - as a vibrant mixed-use hub that attracts both locals and tourists, as well as leverages its historical and cultural significance (see Table 1). To reach the envisioned potential, an implementation framework has been developed that identifies targeted investments, organized by near term and longer-term actions, to connect EAB goals with specific development projects and potential urban renewal and other funding sources.

Table 1: Strategic Actions by EAB Subarea

NEMARK CORRIDOR	WATERFRONT AREA
Strengthen Sense of Place	Vision Confirmation
Align with Transportation Improvements	Strategy Refinement
Pursue Mix of Uses	Making Investments

The EAB clarifies the Empire area redevelopment vision and needs, defines a range of potential physical solutions, and is cultivating local support for advancing change. Implementation will require sustained time and energy from various partners, but the City of Coos Bay must lead by continuously pursuing and tracking funding, providing coordination, and carrying out the bulk of the catalytic actions.

2 STUDY AREA

Located in the northwest portion of the City of Coos Bay, the overall EAB study area is comprised of two subareas: 1) the **Newmark Avenue Corridor**, and 2) the **Waterfront Area** (see Figure 1). The Empire District is a historic area within the City of Coos Bay. When Empire was founded in 1853, it served as the economic and governmental center of the region and connected the area with the working waterfront.

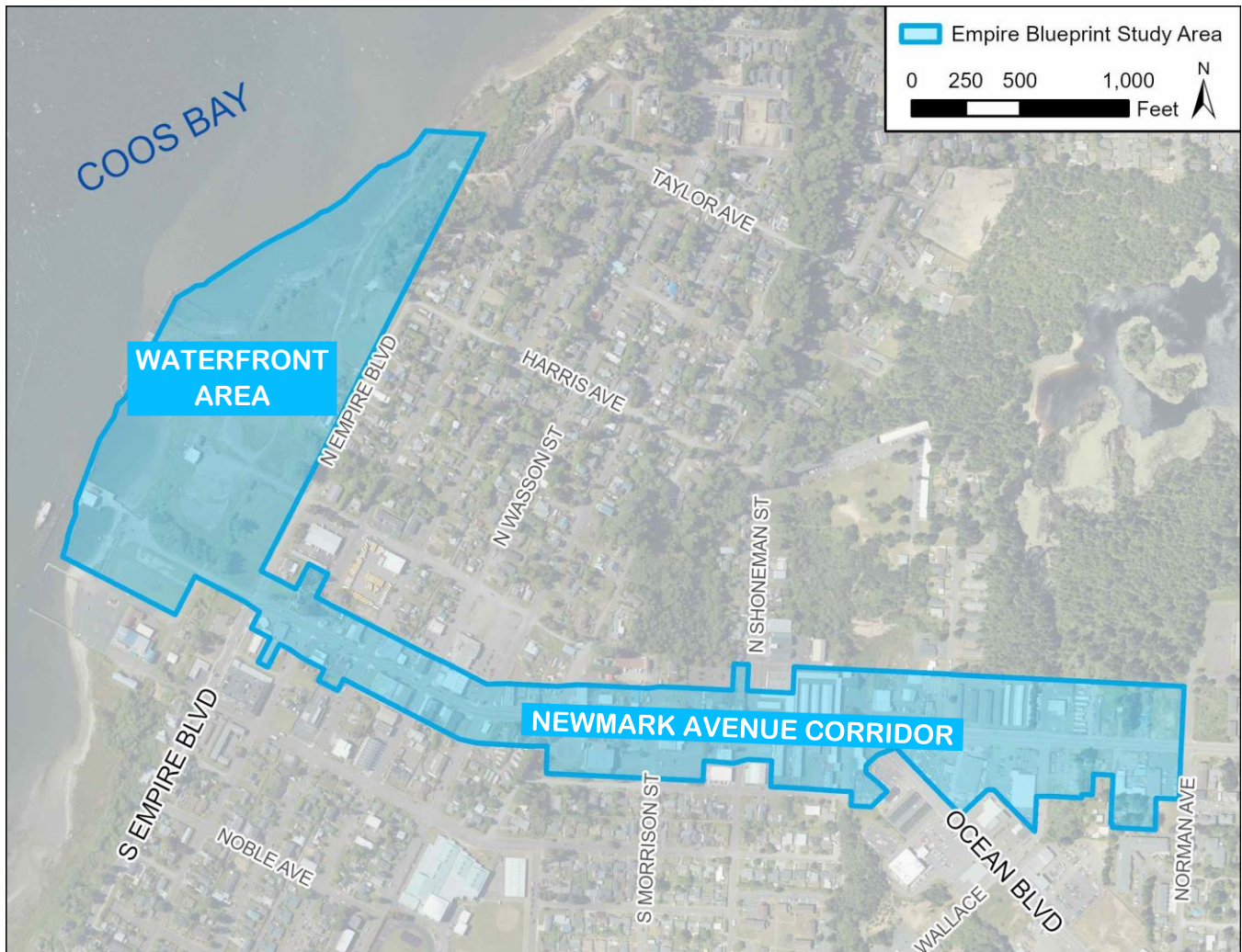


Figure 1. Study Area

Source: David Evans and Associates, Inc.

3 EXISTING CONDITIONS

Existing uses along Newmark Avenue include a mixture of restaurants, auto service businesses, retail stores, a fitness center, and a social services agency (Devereux Center). The City made sidewalk and ADA ramp improvements along Newmark in 2021, facades improvements have been made at the Dolphin Theater and McKay's, and Newmark east of the study area is already considered to be improved. One artistic mural exists and there are several painted utility boxes.

The Coos Bay Boat Building Center is at the end of the pier at Newmark and Ross Street. Bay Area Enterprises, where Schetter Avenue terminates at Ross Street, is a nonprofit that provides training and employment for people with disabilities. The Empire boat launch is on the Bay at Holland Avenue, west of South Mill Street. Uses along Ocean Boulevard within the study area include two marina supply stores, two car dealerships, and a grocery store. A storage center and the Three Rivers Casino are just outside the study area.

The City has identified 35 **vacant and underutilized parcels for future development**. Vacant parcels are not actively used for any purpose. Redevelopable parcels have potential for more intensive development as allowed by applicable development standards. Three commercial-zoned (C-2) properties are owned by the City: a 0.23-acre vacant lot, 0.19 redevelopable acres at 405 Newmark Avenue, and 0.2 redevelopable acres at 585 Newmark Avenue. Sixteen properties are privately owned, redevelopable, and the remaining are privately owned vacant lots.

The Coos Bay Boat Building Center, Bay Area Enterprises, and the Empire boat launch are mapped as being in Federal Emergency Management Agency (FEMA) identified **Special Flood Hazard Area** Zone AE, with Base Flood Elevation of 11 feet. The Base Flood has a one-percent chance of being equaled or exceeded in any given year. Mandatory flood insurance purchase requirements and floodplain management standards apply to properties located in FEMA's identified SFHA, including City permits for development to ensure floodplain development standards are met.

The National Wetlands Inventory maps multiple **wetlands** along the Bay. In addition, there is a Palustrine Forested Temporary Flooded wetland just north of the Life Change Church and Cardinal Services, Inc., west of Ackerman Avenue and north of Newmark Avenue. The wetland is part of the Chickses Creek complex which runs north-south, north of the study area. Outside the study area, Lower Empire Lake also has mapped wetlands. The U.S. Army Corps of Engineers and The Oregon Department of State Lands, which have jurisdiction over removal and fill in wetlands and waterways, require development to avoid, minimize, or mitigate impacts. If a permit is required, compliance with the federal Endangered Species Act, Department of State Lands -mapped essential salmonid habitat for coho salmon, and Section 106 of the National Historic Preservation Act will also be required.

Three National Register of Historic Places-listed **historic resources** are within the study area: Major Morton house at 486 Schetter Avenue (1869), Tower-Flanagan Gothic Revival house at 476 Newmark Avenue (1872), and the Southern Oregon Company Sawmill off Reichert Avenue on the Bay stands on 2,000 Port Orford cedar pilings (1884).



Figure 2. Overflow Parking near the Existing Boat Ramp

Source: Tom Greaves

4 EXISTING TRANSPORTATION FACILITIES

The **street system** within the study area is all under City of Coos Bay jurisdiction. Newmark Avenue, Empire Boulevard and Ocean Boulevard are roads the City has identified as important routes for freight movement. In addition, Newmark Avenue and Ocean Boulevard east of their junction are classified as National Highway System roads, which is a network of nationally significant routes.

Throughout the study area, street **parking** is available on a first-come, first-served basis. Where allowed, street parking on Newmark Avenue is parallel parking and 1-hour time limits are posted on some city blocks. For the streets intersecting Newmark Avenue, street parking varies between angle and parallel parking. If street parking is not allowed, it is indicated as such by curb paint or signage. South Empire Boulevard does not have street parking within the limits of the study area, but parallel parking is available further south. Ocean Boulevard also does not have street parking. There are currently no off-street public parking lots within the study area, however there are plans to create two off-street public parking lots.

The majority of study area roads have **sidewalks** with either a physical or landscape buffer. This connected system allows for pedestrian travel both east-west and north-south in the study area on either side of Newmark Avenue. There are no mid-block pedestrian crossings or shared use paths within the study area. Curb does not exist at Newmark Avenue west of Empire Boulevard, S Main Street, or Woolridge Avenue.

The **Oregon Coast Bike Route** (OCBR) traverses the study area, along Newmark Avenue, then south on Cape Arago Highway/OR 540. With the EAB, the City has an opportunity to capitalize on the route, to better integrate it into the study area transportation network and connect it to more recreation features, such as the 5.6-mile Sawmill & Tribal trail, which overlaps with a part of the North Bend Alternate Route of the OCBR.

Coos County Area Transit District (CCATD) provides local **public transportation** services to the City of Coos Bay and surrounding areas, including fixed-route bus, paratransit (dial-a-ride) services, and connections to other transportation providers at major locations across the system.

5 BLUEPRINT FOR CHANGE

5.1 VISION

The Empire Blueprint envisions a scenic mixed-use waterfront connected to a revitalized Newmark Avenue that celebrates the area as the ancestral land of the Coos Indians and other Tribes, the former seat of Coos County, and former hub for prosperous shipbuilding and fishing industries. Growth and change in the area will leverage the district's location in Coos Bay on the way to coastal beaches, regional recreation sites, and concentration of marine facilities in Charleston to help locate businesses and activations that attract locals and visitors. Throughout the Empire area, transportation investments will support a more vibrant and connected district. Access and walkability will support other goals for both Newmark Avenue and the Waterfront.

5.2 BASIC PRINCIPLES

Several basic principles and urban design practices (see table below) are embedded in the EAB Framework that follows (see following Section 5.3).

URBAN DESIGN / PLANNING PRINCIPLES
Places for People: Empire will be a well-used and well-loved area. It will be distinctive, safe, comfortable, varied, and attractive. It will offer land use variety, destination choice, and recreational opportunities.
Build upon Strengths: New development/redevelopment will enhance the existing positive qualities of the built and natural environment of Empire.
Make Connections: Empire will be an easy area to get to and around – whether by foot, bicycle, transit, or motorized vehicle.
Celebrate Landscape: Empire will integrate a balance between its' natural Coast Range ecoregion (characterized by the mild, moist climate; temperate coniferous rainforests; proximity to Coos Bay estuary; etc.) and its' historic man-made environment.
Mix Use and Form: Empire will provide stimulating, enjoyable and convenient places to meet a variety of demands from a wide range of users, amenities and social groups. It will weave together different building forms, uses, tenures and densities.
Strategic Investment: Empire will benefit from strategic investments; an area enhanced by both public projects and private developments that are economically viable, well managed, and maintained.
Anticipate Change: Organized upon the local street grid, development in Empire will support flexible use of property, public spaces, and service infrastructure - open to new approaches in transportation, traffic, and parking management.

(Source: informed by *Urban Design Compendium* by Llewelyn Davies Yeang)

5.3 OVERALL FRAMEWORK

For illustrative purposes, Figure 3 (below) provides a potential organizing framework of elements and land uses. Strategically, the **Newmark Avenue Corridor** is the most well-positioned to attract development. By capitalizing on the current opportunities along the corridor, the City can work towards building up an area with sufficient activity to build momentum and attract waterfront property development. For the **Waterfront Area**, the preferred alternative strategy supports temporary or interim retail (or possibly recreational sports fields such as soccer, baseball, etc.) at first with future new development that integrates mixed-use, residential, and open space land uses with supportive transportation improvements.



Figure 3. Concept Diagram
 Source: David Evans and Associates, Inc.

5.4 NEWMARK AVENUE CORRIDOR

The EAB approach focuses first on the Newmark Avenue Corridor as the revitalized core of the Empire area. The Newmark Avenue Corridor could be a suitable location for workforce or affordable housing on one or more of the area's opportunity sites to meet the City's current need for more affordable units. Recently, the Ayers property along Newmark Avenue was purchased with the intent of creating new multifamily housing units that could begin to attract more interest from housing developers. Adding residents to the area will help to bolster the retail environment and create a built-in customer base for the area's stores.

Per the 2022 Urban Renewal Plan for the area, the overall goal is to "to provide for a more attractive living, working and shopping environment in the Empire District commercial area and along the waterfront." The 2022 Urban Renewal Plan identifies several key priorities for Newmark Avenue including pedestrian linkages (walkways and bikeways) between the commercial area and the waterfront, adequate parking (including spaces designed for RVs), and redevelop key properties that contribute to enhancing the visual and physical connections between the commercial area and the waterfront. Near-term investments could help to increase the attraction of the Newmark Area for potential development through public realm improvements as well as highly visible public art/murals on buildings.

Beginning on the west end, Figure 4 through Figure 14 cover the Newmark Avenue Corridor in several segments and show opportunity sites, potential investments, and a proposed local bike route that overlaps with portions of the Oregon Coast Bike Route on Newmark Avenue and Cape Arago Highway (in green below). Newmark Avenue from Empire to N Cammann Street does not have adequate right-of-way to provide dedicated bicycle facilities; the route identified on Michigan Avenue and N Cammann Street provides a lower stress alternate local street network connection and enhances multimodal connectivity to Sunset Middle School.



Figure 4. Local Bike Connections

Source: David Evans and Associates, Inc.

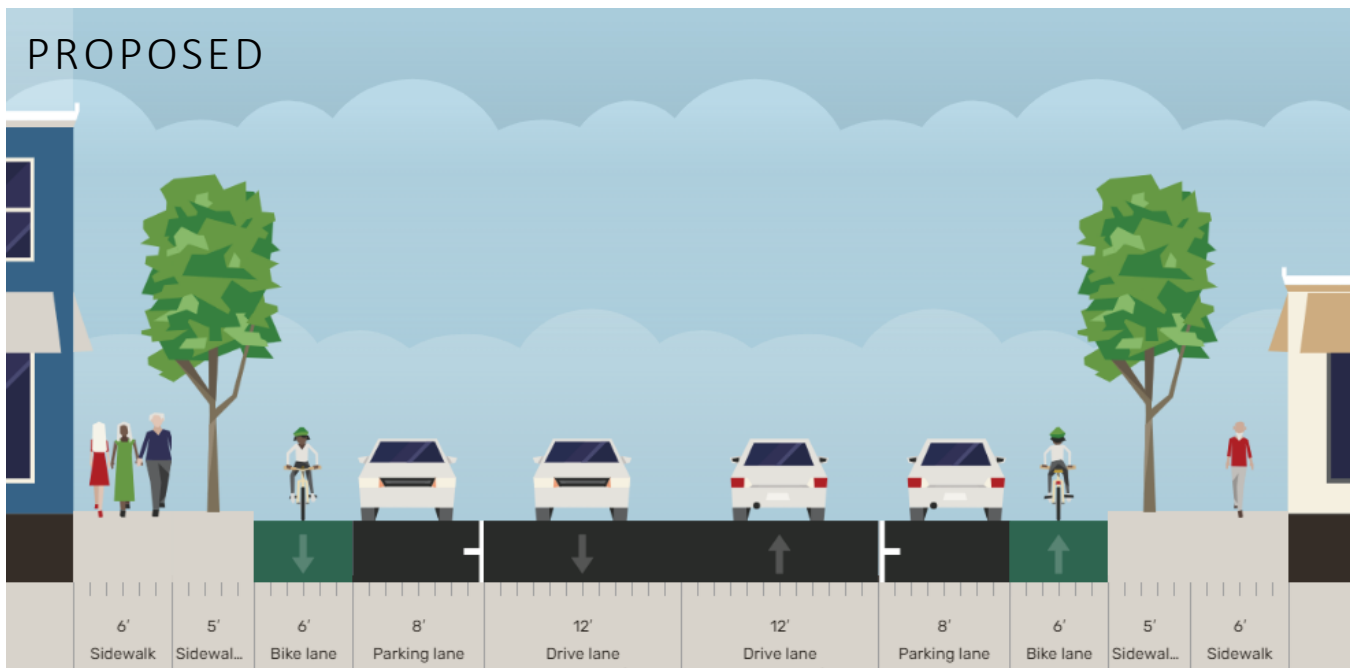
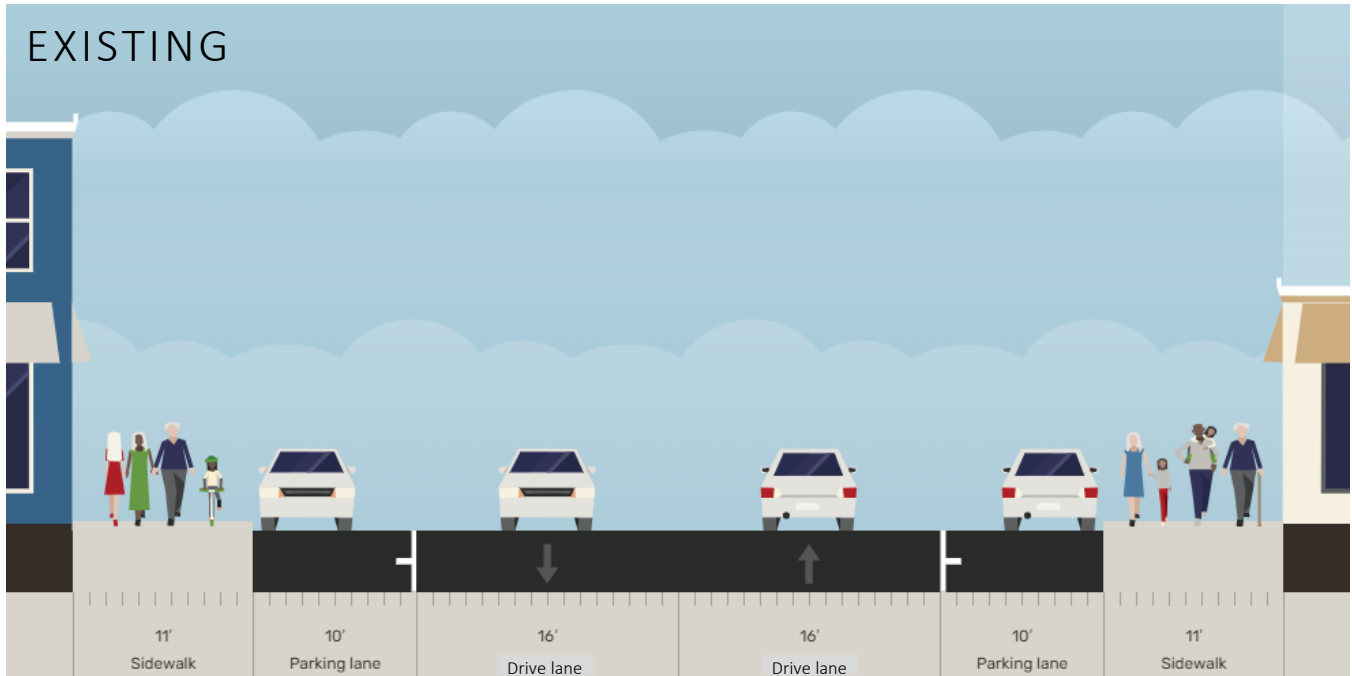


Figure 5. Michigan Avenue – Local Bike Connection Street Reconfiguration Section
 Source: David Evans and Associates, Inc./Streetmix.net



LEGEND / KEY NOTES

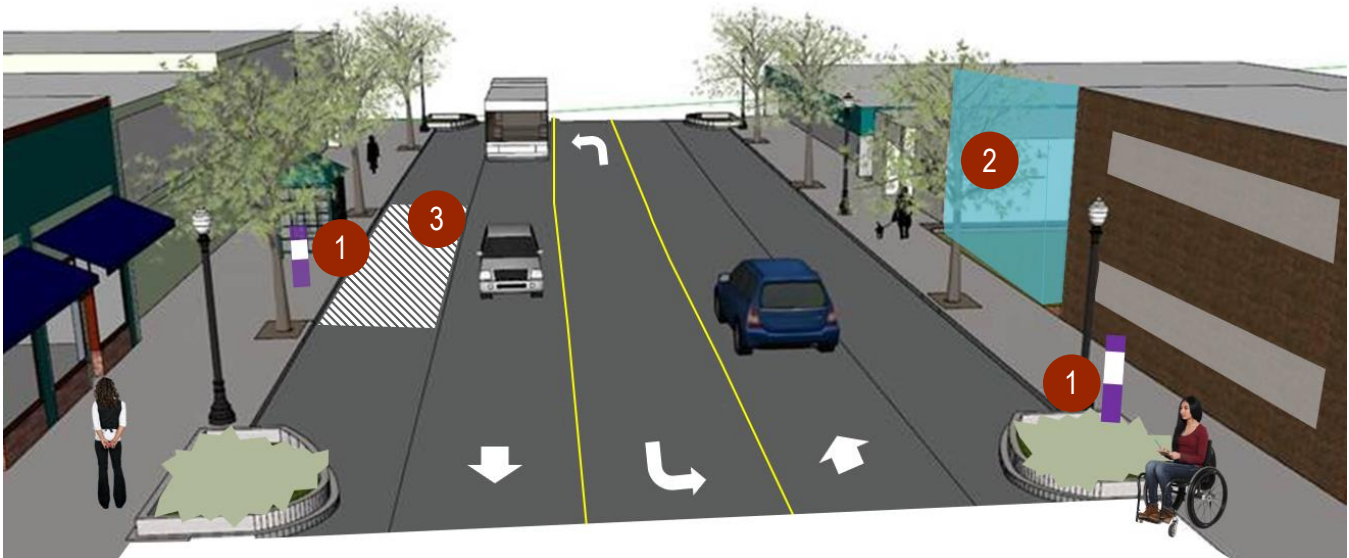
	INFILL / REDEVELOPMENT (POTENTIAL)		CITY OWNED PROPERTY
	POTENTIAL PARKING		LANDSCAPE FEATURE
	MURAL OPPORTUNITY (POTENTIAL)		PAVING FEATURE
	WAYFINDING SIGN LOCATION		INTERSECTION ENHANCEMENTS
	BIKE LANE		PEDESTRIAN SIGNAL (EXISTING)
			STUDY AREA BOUNDARY

Figure 6. Newmark Avenue Enlargement Plan: Arago Highway to Wasson Concept

Source: David Evans and Associates, Inc.



BEFORE



AFTER

KEY NOTES

- 1 PEDESTRIAN WAYFINDING SIGN
- 2 POTENTIAL INFILL DEVELOPMENT
- 3 POTENTIAL BUS STOP ENHANCEMENT

Figure 7. Newmark Avenue - West End / 'Main Street' Concept Illustration
Source: David Evans and Associates, Inc.



LEGEND / KEY NOTES

- | | | | |
|---|------------------------------------|--|---------------------------|
|  | INFILL / REDEVELOPMENT (POTENTIAL) |  | PAVING FEATURE |
|  | POTENTIAL PARKING |  | INTERSECTION ENHANCEMENTS |
|  | MURAL OPPORTUNITY (POTENTIAL) |  | STUDY AREA BOUNDARY |
|  | WAYFINDING SIGN LOCATION | | |
|  | BIKE LANE | | |
|  | STREET TREE / LANDSCAPING | | |

Figure 8. Newmark Avenue Enlargement Plan: Wasson to Morrison Concept

Source: David Evans and Associates, Inc.

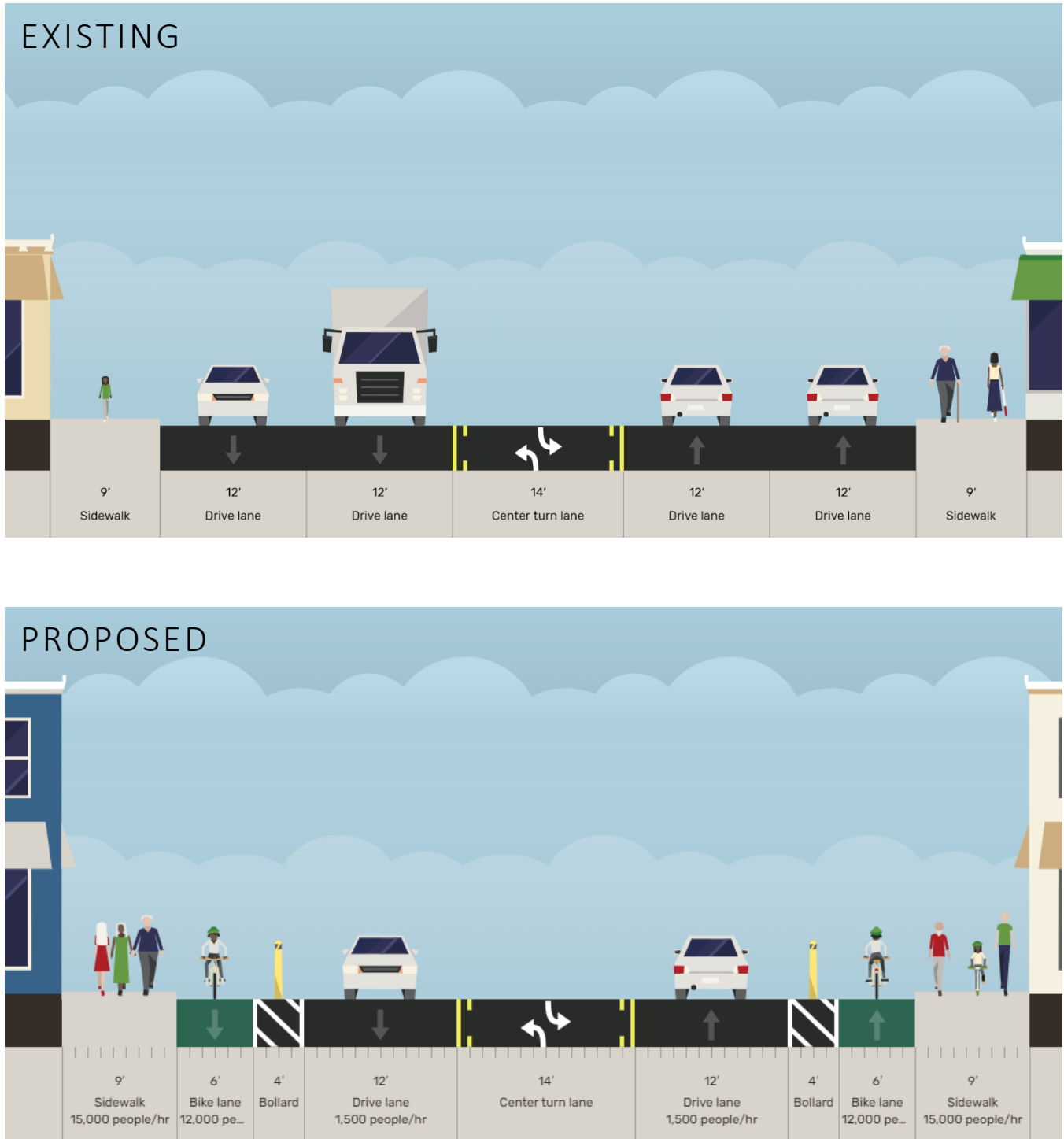
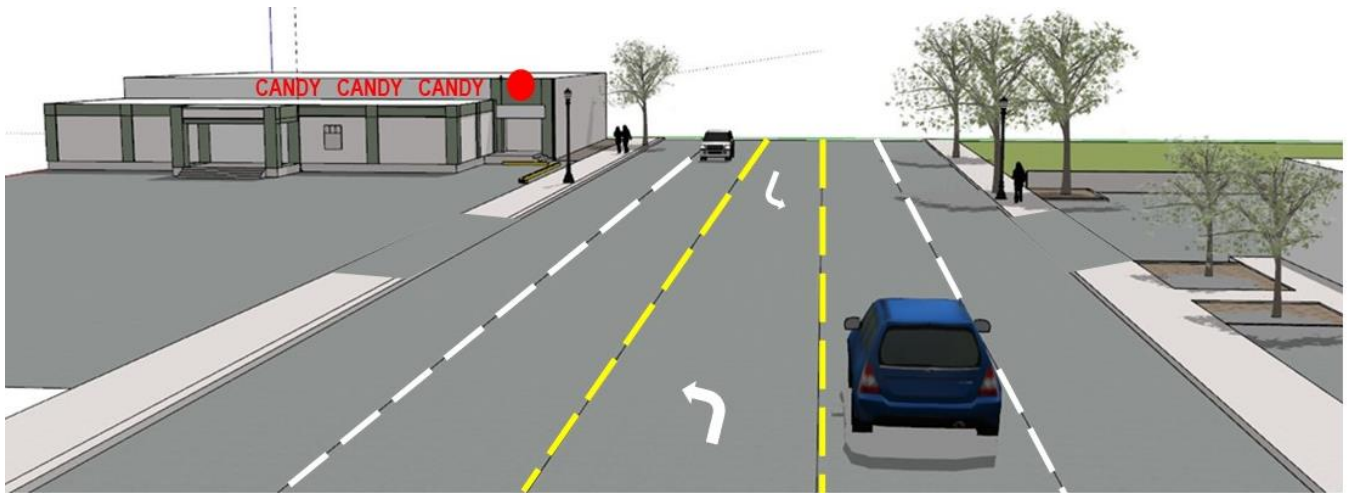
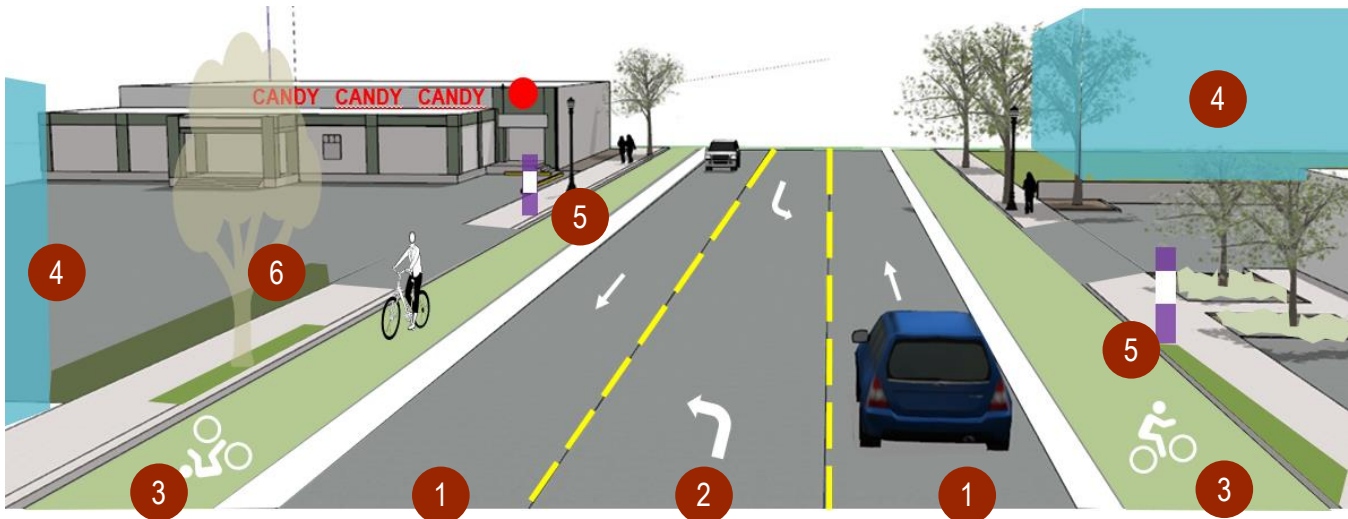


Figure 9. Newmark Avenue – Road Reconfiguration Street Section

Source: David Evans and Associates, Inc./Streetmix.net



BEFORE



AFTER

KEY NOTES

- | | |
|---------------------|--------------------------------|
| 1 TRAVEL LANE | 4 POTENTIAL INFILL DEVELOPMENT |
| 2 CENTER TURN LANE | 5 PEDESTRIAN WAYFINDING SIGN |
| 3 STRIPED BIKE LANE | 6 POTENTIAL NEW LANDSCAPING |

Figure 10. Newmark Avenue - Road Reconfiguration Concept Illustration

Source: David Evans and Associates, Inc.



LEGEND / KEY NOTES

- | | | | |
|---|------------------------------------|--|------------------------------|
|  | INFILL / REDEVELOPMENT (POTENTIAL) |  | INTERSECTION ENHANCEMENTS |
|  | POTENTIAL PARKING |  | PEDESTRIAN SIGNAL (EXISTING) |
|  | MURAL OPPORTUNITY (POTENTIAL) |  | STUDY AREA BOUNDARY |
|  | WAYFINDING SIGN LOCATION | | |
|  | BIKE LANE | | |
|  | STREET TREE / LANDSCAPING | | |

Figure 11. Newmark Avenue Enlargement Plan: Schoneman to Ackerman Concept

Source: David Evans and Associates, Inc.



LEGEND / KEY NOTES

- | | | | |
|---|------------------------------------|--|------------------------------|
|  | INFILL / REDEVELOPMENT (POTENTIAL) |  | INTERSECTION ENHANCEMENTS |
|  | POTENTIAL PARKING |  | PEDESTRIAN SIGNAL (PROPOSED) |
|  | MURAL OPPORTUNITY (POTENTIAL) |  | STUDY AREA BOUNDARY |
|  | WAYFINDING SIGN LOCATION | | |
|  | BIKE LANE | | |
|  | STREET TREE / LANDSCAPING | | |

Figure 12. Newmark Avenue Enlargement Plan: Ackerman to Norman Concept
 Source: David Evans and Associates, Inc.

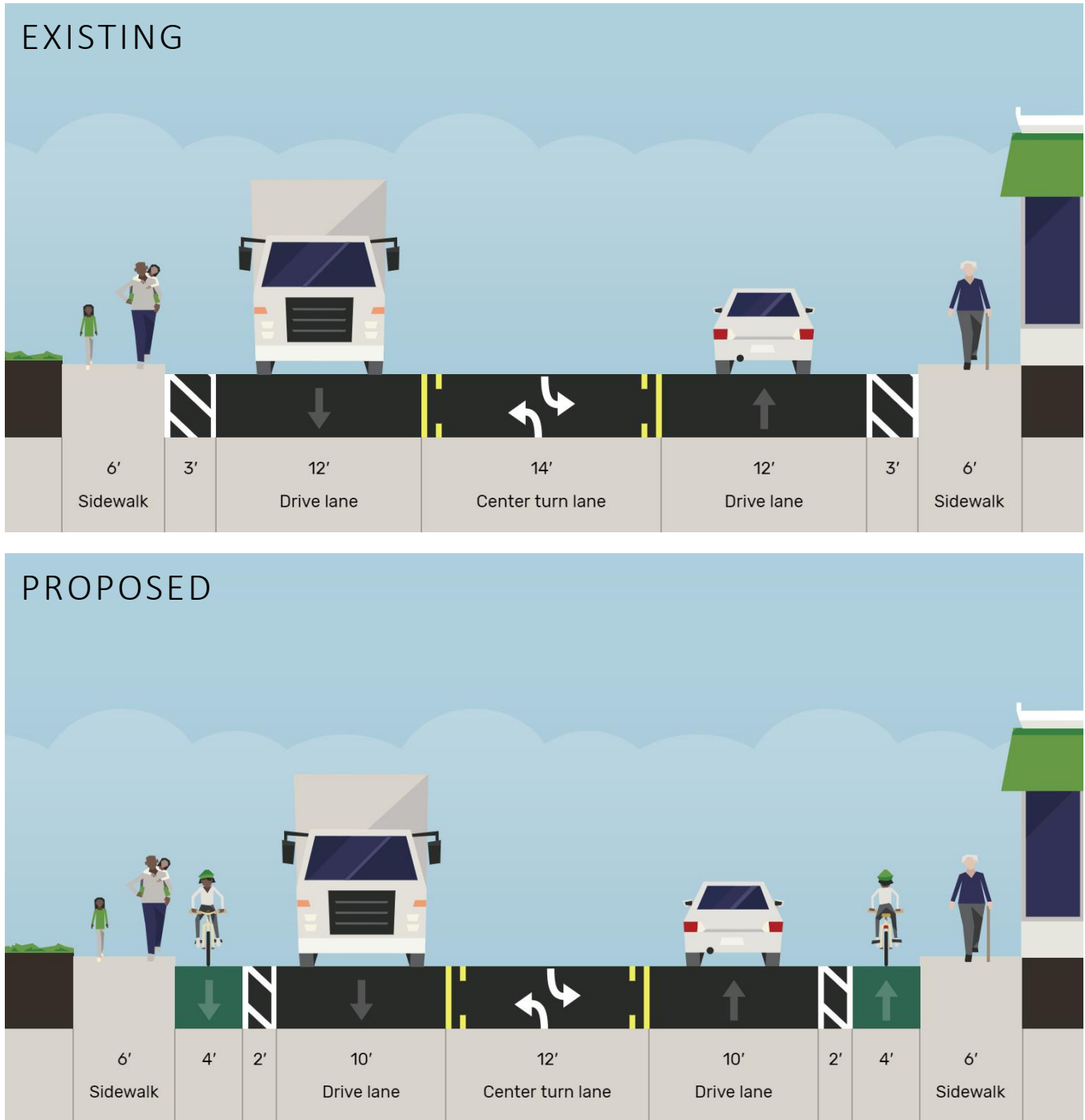
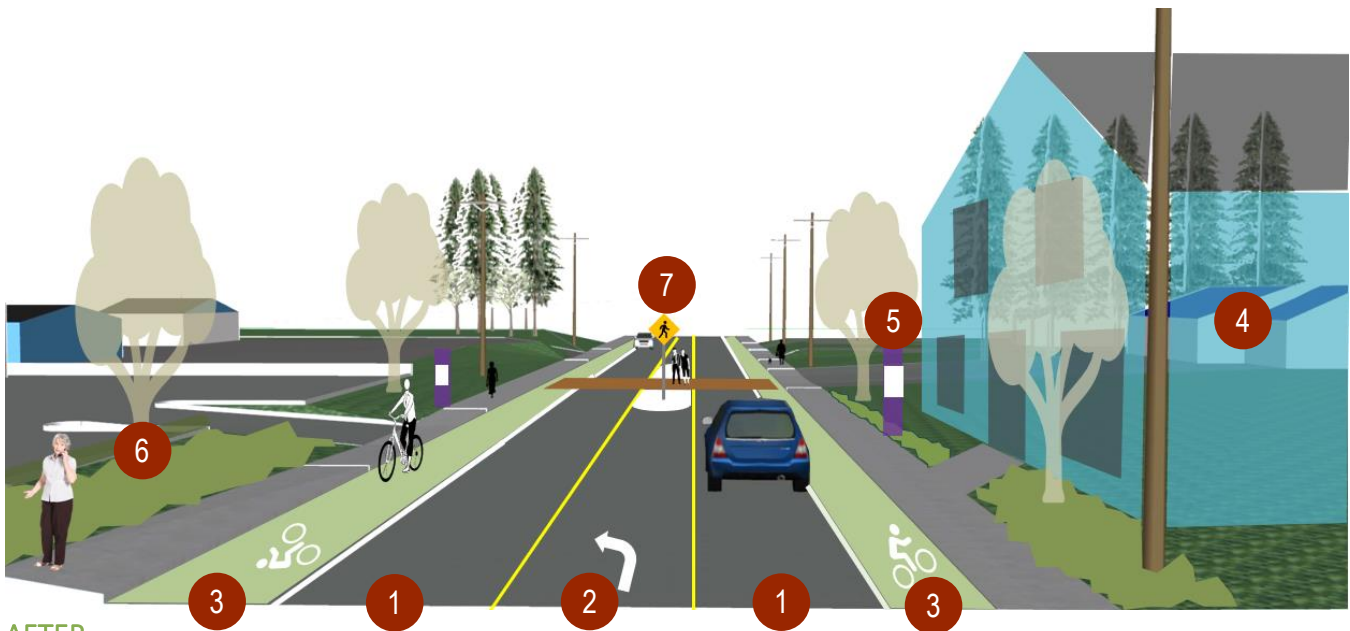


Figure 13. Newmark Avenue - East End Street Section
Source: David Evans and Associates, Inc./Streetmix.net



BEFORE



AFTER

KEY NOTES

- | | | |
|---------------------|--------------------------------|---------------------------------|
| 1 TRAVEL LANE | 4 POTENTIAL INFILL DEVELOPMENT | 7 PROTECTED PEDESTRIAN CROSSING |
| 2 CENTER TURN LANE | 5 PEDESTRIAN WAYFINDING SIGN | |
| 3 STRIPED BIKE LANE | 6 POTENTIAL NEW LANDSCAPING | |

Figure 14. Newmark Avenue - East Gateway Enhancements Concept Illustration
 Source: David Evans and Associates, Inc.

5.5 TRAFFIC BENEFITS AND IMPACTS

Newmark Avenue is the primary route for east-west travel through the study area and to the Empire District. Typically, this route is able to serve the existing traffic demand without drivers experiencing traffic delays. Although the corridor has ample capacity to serve vehicular traffic, Newmark Avenue within the study area is not a comfortable environment for bicyclists and pedestrians.

The City's Transportation System Plan (TSP) includes a lane reconfiguration project to improve bicycle and pedestrian connectivity along Newmark Avenue by restriping the travel lanes to provide bicycle lanes between Cammann Street and Wallace Street. To better understand how the lane reconfiguration and development of the Empire District could affect build-out of the project area, a traffic analysis evaluated traffic operations for various lane configurations assuming the Waterfront is developed by year 2043. Traffic volume forecasts were developed consistent with the City's Comprehensive Plan and preferred land use scenario for the EAB. Key results and observations are summarized in Table 2 and the detailed analyses are provided in the Appendix.

Table 2. Traffic Benefits and Impacts

Scenario	Traffic Operations	Benefits/Impacts
No-Build <ul style="list-style-type: none"> Waterfront District land uses remain the same as 2023. Maintain existing lane configuration and traffic control on Newmark Ave and construct single lane roundabout at Newmark Ave at Empire Blvd. 	<ul style="list-style-type: none"> All study intersections meet City's operational mobility targets of Level of Service (LOS) D or better. Some minor queuing on Newmark Ave at Ocean Blvd and at Wasson St. All intersections expected to operate at less than 65% of their available capacity. 	<ul style="list-style-type: none"> Traffic growth will not be noticeable. Traffic speeds are not expected to change. No bike lanes on Newmark Ave. Uncomfortable multimodal environment.
Waterfront with No-Build Road Network: <ul style="list-style-type: none"> Waterfront District is developed by 2043. Maintain existing lane configuration and traffic control on Newmark Ave and construct single lane roundabout at Newmark Ave at Empire Blvd. 	<ul style="list-style-type: none"> 3 study intersections exceed City's operational mobility target on side street approaches: Morrison St, Marple St and Cammann St are LOS E Some minor queuing on Newmark Ave at Ocean Blvd and at Wasson St. All intersections expected to operate at less than 70% of their available capacity. 	<ul style="list-style-type: none"> Traffic delays may increase for drivers wanting to turn left onto Newmark Ave. Traffic speeds are not expected to change. No bike lanes on Newmark Ave. Uncomfortable multimodal environment. Could mitigate traffic operations through access management.
Waterfront & Lane Reconfiguration: <ul style="list-style-type: none"> Waterfront District is developed by 2043 Empire Blvd to Cammann St: Maintain existing lane configuration on Newmark Avenue and construct single lane roundabout at Newmark Ave at Empire Blvd. Cammann St to Wallace St: Reconfigure lanes to remove a through lane in the eastbound and westbound directions and stripe bicycle lanes. 	<ul style="list-style-type: none"> 4 study intersections exceed City's operational mobility target on side street approaches: Morrison St, Marple St and Cammann St are LOS E and Schoneman St is LOS F. Queuing at Ocean Blvd is expected to double compared to No-Build scenario. All intersections expected to operate at less than 75% of their available capacity. 	<ul style="list-style-type: none"> Traffic delays may increase for drivers wanting to turn left onto Newmark Ave. Traffic speeds expected to slow. Bike lanes on Newmark Ave. Improved multimodal comfort. Could mitigate traffic operations through access management and traffic control or changes at Schoneman St (as warranted).

The City's mobility target of LOS D is intended to flag locations that may be creating unwelcome delays for travelers or locations that have the potential to increase unsafe driver behavior. Both are important to evaluating the potential impacts of development and maintaining a comfortable and safe driving environment for users, although it is unable to differentiate the scope of the impacts. For this reason, the report also reviewed the operating capacity and queuing to provide additional context for the LOS results.

The results of the traffic analysis indicate that there may be some operational trade-offs required to implement the vision of the Empire Area Blueprint and attract business and improve multimodal connections, but well within the available capacity of the network. The locations that are expected to exceed the City's mobility target are stop-controlled intersections where the left-turning side street traffic must wait between 35-60 seconds for a gap in traffic during the worst congestion of the day. These locations have minor traffic volumes on the side streets, so the delay would only be felt for a fraction of the travelers and vehicle queues are not expected to be more than a couple vehicles at a time.

The signalized intersections of Wasson Street at Newmark Avenue and Ocean Boulevard at Newmark Avenue are both expected to meet mobility targets for all the scenarios, however, may introduce some longer queues. In most cases, these queues do not result in vehicles having to wait through more than one cycle at the traffic signal. The most noticeable difference in queuing would be for the westbound and northbound movements at Ocean Boulevard.

Development and congestion would be a gradual change as the corridor shifts from car-focused to people-focused, providing multimodal connections and new opportunities. Developers would still be required to work with the City to mitigate any anticipated operational or safety impacts.

To plan for the potential for increased delays on the side streets, particularly at Schoneman Street, the traffic operations and queuing should be monitored. A change in intersection control or configuration may be warranted at Schoneman Street in the future as the area develops. The other local side street movements are likely to shift on their own to adjacent intersections that provide more gaps in cross-traffic (e.g. the roundabout at Empire Boulevard and the existing traffic signal at Wasson Street). If the lane reconfiguration is pursued, timing adjustments may be needed to reduce pedestrian walk times to account for any changes in crossing distance from the revised road cross-section.

5.6 PUBLIC ART, AMENITIES, WAYFINDING

Community leaders and others have expressed pride in Empire’s natural and cultural history. Revitalization is envisioned as visibly enhancing and strengthening the area’s identity with beautification and public art. Arts districts – like the Alberta Street in Portland, Oregon or Wynwood Walls in Miami, Florida – are vibrant hubs of creativity, cultural exchange, and economic vitality, enriching the lives of residents and visitors alike.

Murals: Several existing blank walls (approximately 16) appear to be potential candidates for mural enhancement (more specific locations are indicated in Figures 3, 6, 8, 11, and 12).

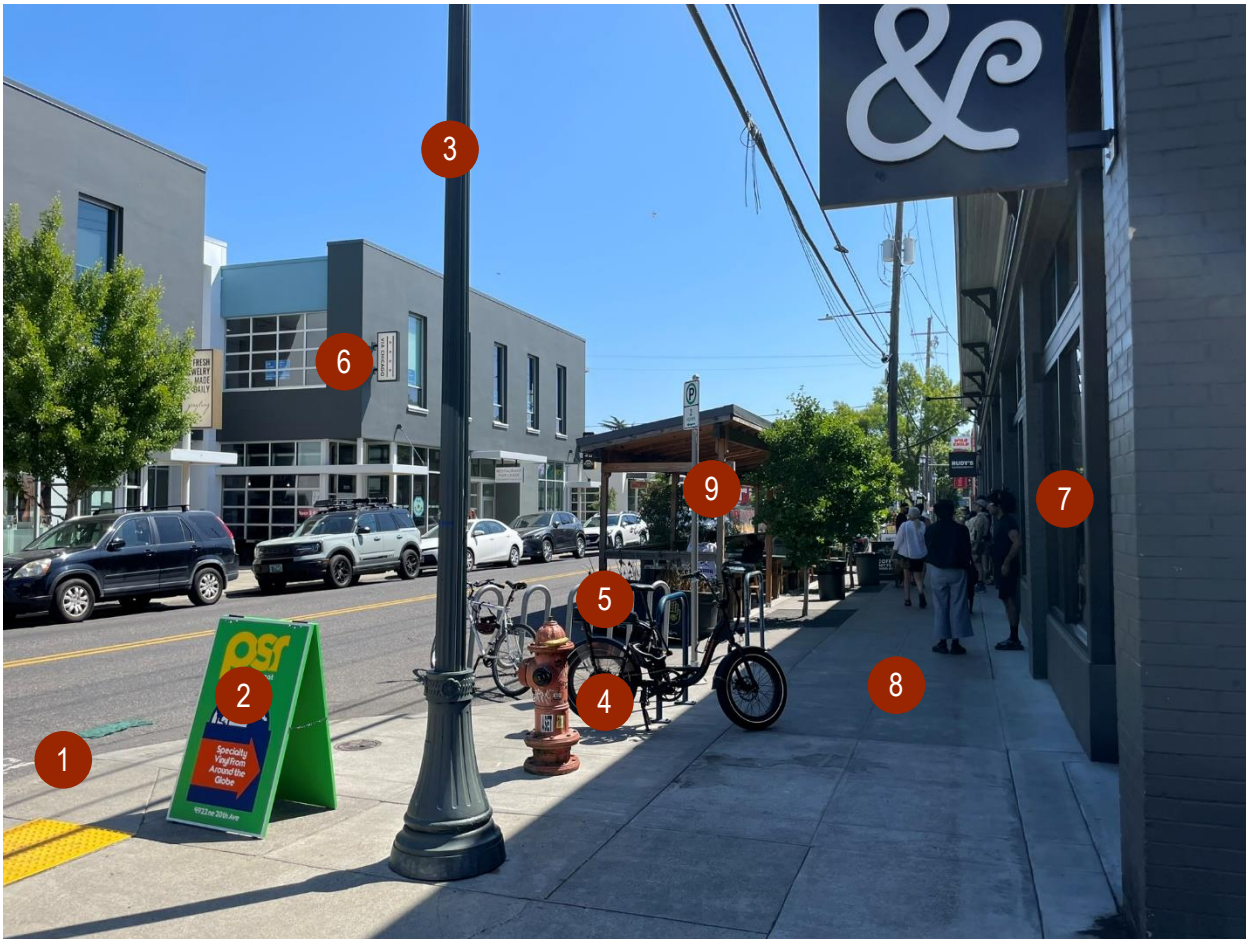


Figure 15. Four Mural Examples – Alberta Street Arts District, Portland, Oregon
 Source: J. Hencke



Figure 16. Two Mural Examples – Wynwood Walls Arts District, Miami, Florida
 Source: J. Hencke

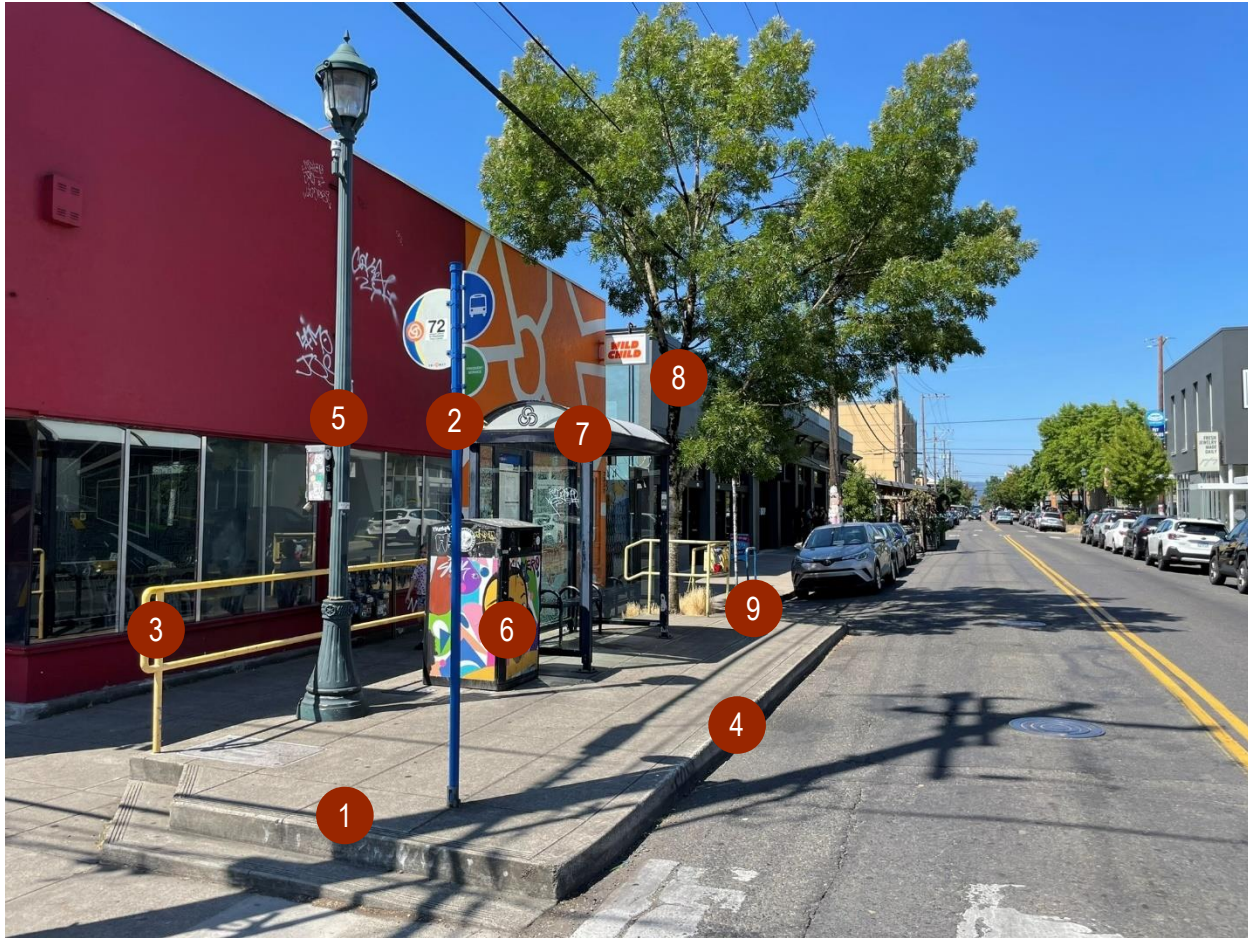
Public Space Amenities: Any public space can be enhanced with art installations, sculptures, and/or creative signage. Everyday features - like parking, lighting, seating, and pedestrian pathways – become accessible and inviting amenities when they have been thoughtfully and artistically enhanced.



KEY NOTES

- | | | |
|---|--|---|
| <p>1 CURB EXTENSION / BULB OUTS PROMOTE PEDESTRIAN SAFTEY</p> <p>2 PERMITTED “A” BOARD PEDESTRIAN SIGN</p> <p>3 ORNAMENTAL STREET LIGHT</p> | <p>4 FLEXIBLE SPACE FOR SIGNS AND UTILITIES</p> <p>5 BIKE RACK ON STREET REPLACES ONE AUTOMOBILE SPACE</p> <p>6 OFFICES/FLATS OVER GROUND FLOOR RETAIL USES PROMOTES ACTIVITY THROUGHOUT THE DAY</p> | <p>7 GROUND FLOOR BUSINESSES WITH WINDOWS ON THE STREET</p> <p>8 SIDEWALK CLEAR ZONE ALLOWS UNIMPEDED PEDESTRAIAN CIRCULATION</p> <p>9 COVERED DINING AREA PERMITTED IN PARKING ZONE SUPPORTS ADJ. CAFÉ</p> |
|---|--|---|

Figure 17. Public Space Example – Alberta Street Arts District, Portland, Oregon
 Source: David Evans and Associates, Inc.



KEY NOTES

- | | | | | | |
|---|---|---|--|---|---|
| 1 | TRANSIT PLATFORM GRADED FOR LEVEL / EASY BOARDING | 4 | CURB EXTENDED TO BALANCE TRANSIT ACCESS AND ONSTREET PARKING | 7 | COVERED SHELTER PROTECTS TRANSIT PATRONS |
| 2 | TRANSIT STOP IDENTIFICATION SIGN | 5 | ORNAMENTAL STREET LIGHT | 8 | STREET TREE PROVIDES SHADE AND OTHER ENVIRONMENTAL BENEFITS |
| 3 | SAFETY / LEANING RAIL | 6 | TRASH RECEPTACLE WITH ORNAMENTAL WRAP | 9 | ADA ACCESSIBLE RAMP ALLOWS ACCESS FOR ALL |

Figure 18. Enhanced Bus Transit Stop – Alberta Street Arts District, Portland, Oregon

Source: David Evans and Associates, Inc

Wayfinding/Interpretive Signs: A combination of sign types is envisioned, both wayfinding and interpretive, to serve the purposes of 1) helping visitors and residents navigate the area, 2) connect with destinations, 2) provide interpretive information



Figure 19. Examples of Pedestrian-Scaled Wayfinding Signs
Source: J. Hencke



Figure 20. Example of an Interpretive Sign
Source: J. Hencke

5.7 WATERFRONT AREA

Secondarily to the Newmark Avenue Corridor enhancements, the EAB proposes to advance the programmatic vision of the 2022 Urban Renewal Plan in creating “a more attractive living, working and shopping environment in the Empire District commercial area and along the waterfront” including:

- Provide a pedestrian walkway/boardwalk along the waterfront that will attract tourist oriented commercial development.
- Improve the boat ramp, as the need is identified, to include day use tie-up facilities, additional lanes and parking and other user amenities.
- Provide pavement, curbs, and sidewalks in existing substandard public rights of way.

The Urban Renewal Plan notes the importance of developing major open space/park/monument attraction and the EAB illustrates how this might be achieved along the waterfront. Figure 21 illustrates potential near-term improvements – such as a new restroom, boat ramp parking expansion, and signage honoring Tribal history. Figure 22 illustrates how the entire waterfront district could, over the long term and in partnership with the private landowners, be organized into a mixed-use neighborhood with a publicly accessible linear waterfront park.

Buildout on Newmark Avenue is envisioned as both supportive of increased corridor activity as well as subsequent attraction of corridor users to the waterfront. The open spaces noted in the plan are intended to provide more public amenities and recreation opportunities on the waterfront. Near-term development could support temporary or interim retail. Additional efforts could include vegetation clearing / enhancement, viewpoint development and identification along Empire Boulevard, and a general cleanup of the beach / bayfront area. These ideas will require feasibility studies, agreements with private property owners, and an assessment of the level of the City’s investment in infrastructure and potential open space/park.

In the long-term, the area could be organized into a mixed-use neighborhood with multifamily residential and a publicly accessible linear waterfront park. Open space along the waterfront may serve as a community gathering space for residents while also accommodating visitors for day use. The City could partner with local organizations and Tribes to program any open space areas and establish clear roles for ongoing maintenance and operations. Adding retail to the waterfront area would build a destination and sense of place and connect to the existing retail area on Newmark Avenue. Retail would be a part of mixed-use development, and would likely include restaurants, services, coffee shops, and other small businesses.

The City maintains complete control of Hollering Place but would need to partner with the Sause Brothers to implement a full-fledged redevelopment of the area. Sause Brothers is open to entertaining proposals from developers with an interest in their waterfront property. Currently, Sause Brothers is not actively using the property to its full potential and does not have plans for future uses or sale of the property. Without significant subsidy, the housing that developers could feasibly build in the waterfront area most likely would be luxury apartments, condos and/or senior living.

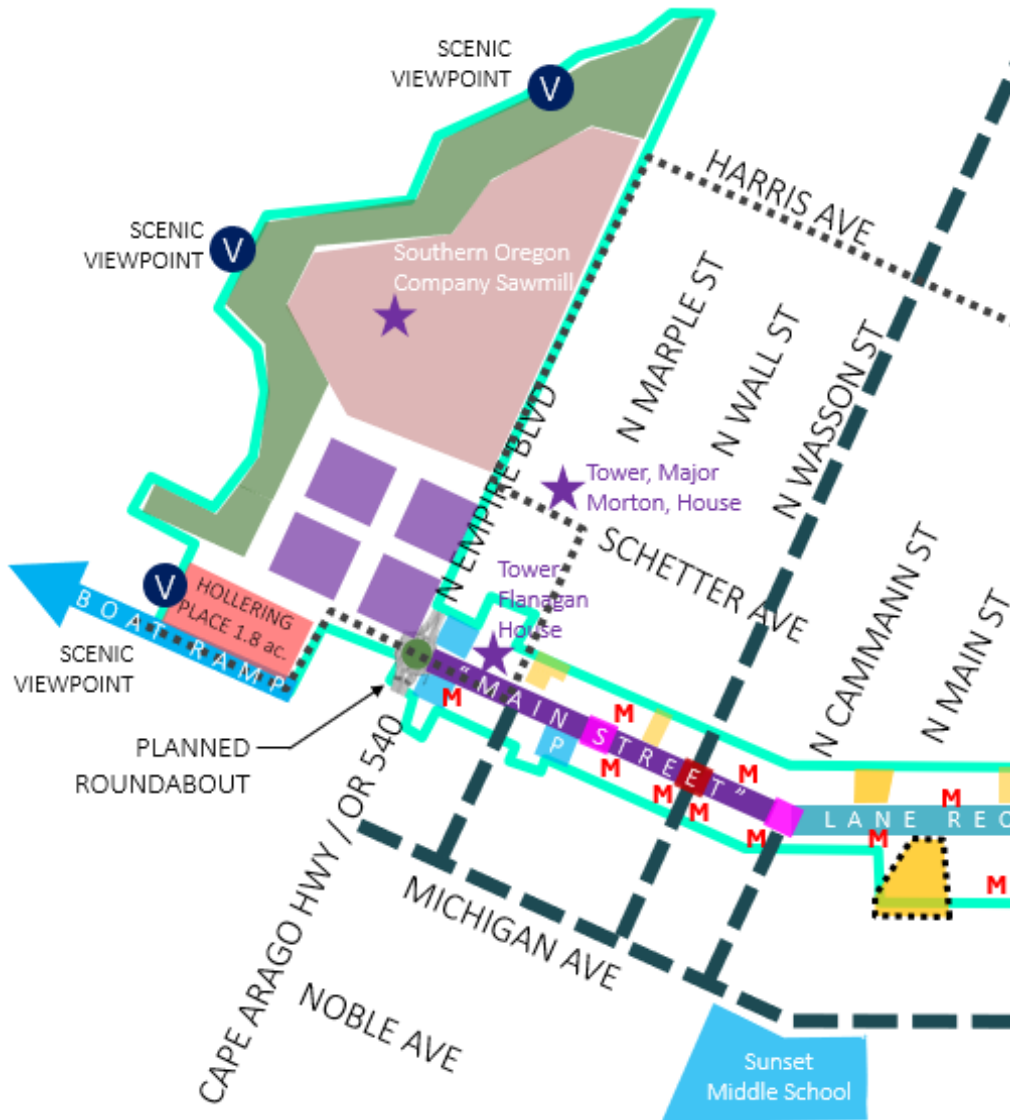


LEGEND / KEY NOTES

- | | | | | |
|--|--|----------------------------------|--|---------------------------|
| | | REDEVELOPMENT (PRIVATE PROPERTY) | | CITY OWNED REDEVELOPMENT |
| | | POTENTIAL PARKING | | CITY OWNED OPEN SPACE |
| | | FOOD TRUCKS / MARKET SPACE | | LANDSCAPE FEATURE |
| | | WAYFINDING SIGN LOCATION | | PAVING FEATURE |
| | | BIKE LANE | | INTERSECTION ENHANCEMENTS |
| | | STREET TREE / LANDSCAPING | | RESTROOM / PICNIC SHELTER |
| | | PEDESTRIAN PROMENADE | | STUDY AREA BOUNDARY |

Figure 21. Hollering Place Enlargement Plan Concept (Near-Term)

Source: David Evans and Associates, Inc.



LEGEND

- Park (~13.8 ac.)
- Mixed-Use (~3.6 ac.)
- MF Residential (~9.0 ac.)
- Public Parcels
- Historic Site
- Redevelopment (Potential)
- Intersection w Traffic Light
- Pedestrian Enhanced X-ing
- Sawmill & Tribal Trail
- Mural Opportunity
- Local Bike Connections

Figure 22. Waterfront Area Concept (Long-Term)

Source: David Evans and Associates, Inc.

5.8 WATERFRONT DISTRICT EXAMPLE: INDEPENDENCE LANDING, OREGON

An example regarding the character and mix of uses exists in downtown Independence, Oregon (see Figure 23 and Figure 24). According to www.oregonlottery.org/programs/econ-growth-independence/: Independence Landing includes more than 100 apartments and townhomes, as well as a 75-room boutique hotel. The riverfront has been developed to extend the walkway that borders the adjacent Riverview Park and amphitheater. Oregon Lottery dollars funded asbestos removal, new streets, and utilities. Additional grants helped fund riverfront facilities. Over \$4 million in lottery funds (provided in bonds and grants through Business Oregon) helped with development and construction—and another \$415,000 lottery grant through Oregon Parks & Recreation helped develop the scenic riverfront park. In addition to providing much needed additional housing, Independence Landing has been projected to spur between \$3.5 million and \$4 million worth of visitor spending each year, along with \$2.5 million in yearly spending by residents. It's also expected to create between 40 and 65 construction jobs a year, along with as many as 30 jobs at the hotel.



Figure 23. Waterfront Park in Independence, Oregon
Source: J. Hencke



Figure 24. Recent Residential and Mixed-Use Redevelopment in Independence, Oregon
Source: www.studiocpdx.com

TSUNAMI / FLOOD EVACUATION STRUCTURE

The City of Coos Bay could explore the incorporation of an escape tower structure (perhaps at Hollering Place) designed to provide safe refuge for individuals in the event of a tsunami. These towers can be strategically located in areas prone to tsunamis (such as the waterfront), providing an elevated platform above the expected wave height. They are becoming a more common component of emergency preparedness plans for coastal regions, offering a last-resort safety measure when evacuation routes are insufficient or inaccessible. They also foster community resilience by ensuring coastal communities are better prepared for natural disasters, as well as promoting awareness of tsunami risks and the importance of emergency preparedness among residents.

One particularly relevant example is the Shoalwater Bay Indian Tribe's Tsunami Tower located in Tokeland, Washington (see Figure 25). This is the first tsunami evacuation tower in the continental United States. The tower is designed to accommodate up to 400 people. It stands 50 feet tall, with a platform height of 30 feet, providing safe refuge for approximately 400 people, above the expected wave height. It is equipped with solar-powered lighting and a supply of emergency provisions. The tower opened in 2022 and cost approximately \$4.2 million to build. FEMA provided about \$3 million, with the tribe contributing \$1.2 million.

Another relevant example is the Oregon State University Gladys Valley Marine Studies Building in the South Beach area of Newport, Oregon completed in 2020 (see Figure 26). It demonstrates how a functional building can be designed in response to tsunami hazards, is engineered to withstand a 9+ magnitude earthquake, has vertical evacuation for 920 people and a two-day cache of supplies.



Figure 25 Tsunami Escape Tower Example, Tokeland, WA
Source: Degenkolb conceptual design for FEMA grant application.



Figure 26 Tsunami Evacuation on Roof Example, Newport, OR
Source: Oregon State University.

6 PLANNING-LEVEL OPINION OF COST

A planning-level opinion of cost was compiled representative of the range of streetscape and public improvements illustrated in the preceding exhibits. Elements are grouped by subarea segments and include line items such as sidewalk, bike lane marking, curb, crosswalks, lane striping, street trees, landscaping, storm drainage and water utilities, and wayfinding signs. The costs do not include private site development.

EMPIRE - TASK 5 PLANNING LEVEL COST ESTIMATE - 8/22/2024

KEY: LS=lump sum, SF=square foot, EA=each, LF=linear foot

Section	Item	Unit	Quantity	Unit Cost	Cost Estimate
All					
	Mobilization	LS	1	\$ 1,511,945.65	\$ 1,511,945.65
	Erosion Control	LS	1	\$ 10,000.00	\$ 10,000.00
	Traffic Control	LS	1	\$ 100,000.00	\$ 100,000.00
Newmark Ave: Ross St - Arago Hwy					
	Tsunami Tower	LS	1	\$ 5,000,000.00	\$ 5,000,000.00
	Park Sod Lawn	SF	22,000	\$ 3.00	\$ 66,000.00
	Restroom and Picnic Shelter	LS	1	\$ 750,000.00	\$ 750,000.00
	ACP Parking Lot	SF	40,000	\$ 5.00	\$ 200,000.00
	Board Walk Surface	SF	10,000	\$ 15.00	\$ 150,000.00
	Tree	EA	63	\$ 500.00	\$ 31,500.00
	Concrete Sidewalk	SF	20,000	\$ 15.00	\$ 300,000.00
	Extra for Curb Ramps	EA	20	\$ 2,000.00	\$ 40,000.00
	Interpretive Signage (24 x 36, single sided)	EA	3	\$ 15,000.00	\$ 45,000.00
	Wayfinding Signs	EA	5	\$ 250.00	\$ 1,250.00
	Continental Crosswalk	LF	200	\$ 5.00	\$ 1,000.00
	Green Bike Lane Pavement Marking	LF	1,400	\$ 60.00	\$ 84,000.00
	4" Lane Striping	LF	1,700	\$ 2.00	\$ 3,400.00
	Roundabout	EA	1	\$ 5,000,000.00	\$ 5,000,000.00
	Roundabout Landscape Feature	EA	2	\$ 75,000.00	\$ 150,000.00
	6" Standard Curb	LF	3,200	\$ 45.00	\$ 144,000.00
	ACP Roadway	SF	4,200	\$ 5.00	\$ 21,000.00
	Paving Feature	SF	1,800	\$ 15.00	\$ 27,000.00
	Roadway Storm Drainage Utilities	LS	1	\$ 150,000.00	\$ 150,000.00
	Roadway Illumination	LS	1	\$ 150,000.00	\$ 150,000.00
	Park & Parking Lot Drainage Utilities	LS	1	\$ 50,000.00	\$ 50,000.00
	Park & Parking Lot Illumination	LS	1	\$ 50,000.00	\$ 50,000.00
	Water Utilities	LS	1	\$ 150,000.00	\$ 150,000.00
	Pavement Removal	SF	43,000	\$ 1.50	\$ 64,500.00
				Subtotal	\$ 12,628,650.00
N Empire Blvd: Newmark Ave - Harris Ave					
	Tree	EA	7	\$ 500.00	\$ 3,500.00
	Concrete Sidewalk	SF	9,036	\$ 15.00	\$ 135,540.00
	Extra for Curb Ramps	EA	5	\$ 2,000.00	\$ 10,000.00
	Green Bike Lane Pavement Marking	LF	1,446	\$ 60.00	\$ 86,760.00
	4" Lane Striping	LF	2,800	\$ 2.00	\$ 5,600.00
	6" Standard Curb	LF	1,506	\$ 45.00	\$ 67,770.00
	ACP Roadway	SF	27,108	\$ 5.00	\$ 135,540.00
	Pavement Removal	SF	10,400	\$ 1.50	\$ 15,600.00
	Storm Drainage Utilities	LS	1	\$ 150,000.00	\$ 150,000.00
	Water Utilities	LS	1	\$ 150,000.00	\$ 150,000.00
	Illumination	LS	1	\$ 100,000.00	\$ 100,000.00
				Subtotal	\$ 860,310.00

Newmark Ave: Arago Hwy - N Cammann St

Wall Mural	EA	7	\$	10,000.00	\$	70,000.00
Concrete Sidewalk	SF	11,875	\$	15.00	\$	178,125.00
6" Standard Curb	LF	1,123	\$	45.00	\$	50,535.00
Extra for Curb Ramps	EA	32	\$	2,000.00	\$	64,000.00
Wayfinding Signs	EA	8	\$	250.00	\$	2,000.00
Continental Crosswalk	LF	710	\$	5.00	\$	3,550.00
Green Bike Lane Pavement Marking	LF	1,412	\$	60.00	\$	84,720.00
Paving Feature	SF	6,293	\$	15.00	\$	94,395.00
Bar Removal	SF	1,554	\$	7.50	\$	11,655.00
Pavement Removal	SF	11,875	\$	1.50	\$	17,812.50
				Subtotal	\$	576,792.50

Michigan Ave: Arago Hwy - N Cammann St

Green Bike Lane Pavement Marking	LF	1,770	\$	60.00	\$	106,200.00
4" Lane Striping	LF	1,770	\$	2.00	\$	3,540.00
Street Tree	EA	32	\$	500.00	\$	16,000.00
Bike Signal Improvement at Michigan/Arago	LS	-	-	-	-	-
				Subtotal	\$	125,740.00

Newmark Ave: N Cammann St - Ocean Blvd

Street Tree	EA	46	\$	500.00	\$	23,000.00
Wall Mural	EA	5	\$	10,000.00	\$	50,000.00
Concrete Sidewalk	SF	5,000	\$	15.00	\$	75,000.00
6" Standard Curb	LF	1,120	\$	45.00	\$	50,400.00
Extra for Curb Ramps	EA	22	\$	2,000.00	\$	44,000.00
Wayfinding Signs	EA	8	\$	250.00	\$	2,000.00
Continental Crosswalk	LF	517	\$	5.00	\$	2,585.00
Green Bike Lane Pavement Marking	LF	3,906	\$	60.00	\$	234,360.00
4" Lane Striping	LF	3,158	\$	2.00	\$	6,316.00
8" Lane Striping	LF	3,756	\$	3.00	\$	11,268.00
Landscape Area	SF	2,923	\$	1.00	\$	2,923.00
Stripe Removal	LF	7,552	\$	1.50	\$	11,328.00
Bar Removal	SF	1,132	\$	7.50	\$	8,490.00
Legend Removal	EA	5	\$	150.00	\$	750.00
Pavement Removal	SF	5,000	\$	1.50	\$	7,500.00
				Subtotal	\$	529,920.00

Newmark Ave: Ocean Blvd - N Norman Ave

Street Tree	EA	29	\$	500.00	\$	14,500.00
Wall Mural	EA	2	\$	10,000.00	\$	20,000.00
Concrete Sidewalk	SF	5,000	\$	15.00	\$	75,000.00
6" Standard Curb	LF	650	\$	45.00	\$	29,250.00
Extra for Curb Ramps	EA	17	\$	2,000.00	\$	34,000.00
Wayfinding Signs	EA	3	\$	250.00	\$	750.00
Continental Crosswalk	LF	475	\$	5.00	\$	2,375.00
Green Bike Lane Pavement Marking	LF	2,632	\$	60.00	\$	157,920.00
4" Lane Striping	LF	1,928	\$	2.00	\$	3,856.00
8" Lane Striping	LF	1,172	\$	3.00	\$	3,516.00
Stripe Removal	LF	5,828	\$	1.50	\$	8,742.00
Bar Removal	SF	590	\$	7.50	\$	4,425.00
Legend Removal	EA	13	\$	150.00	\$	1,950.00
Pavement Removal	SF	5,000	\$	1.50	\$	7,500.00
Pedestrian Crossing Signal	LS	1	\$	50,000.00	\$	50,000.00
				Subtotal	\$	413,784.00
				TOTAL	\$	16,757,142.15

NOTE: The provided costs are order-of-magnitude opinions and should be considered for rough budget planning purposes only.

7 ACTION PLAN TO ADVANCE REVITALIZATION

7.1 IMPLEMENTATION STRATEGY

The Empire District is well-positioned for growth but needs targeted investment to reach its potential. This strategy establishes a framework for decision-making and advancing projects to achieve the district's goals. The City of Coos Bay will lead successful implementation by pursuing funding, providing coordination, and carrying out most of the required actions. For projects that can be completed by others or require buy-in from businesses or property owners, the City will need to work with key partners and track progress toward the goals of the preferred alternative.

Because limited public funds are available for capital projects and programs, it is necessary to prioritize investments with a phased approach to implementation. The preferred alternative focuses on early wins that can be accomplished in a short time frame, defined as a 2024-2026 timeline. This approach builds on anticipated costs that the 2021 update of the URA plan outlines and will continue to be refined as specific projects and project costs are identified and as City and community priorities change over time. In a longer timeframe, these initial projects set the stage for more development in 2027 and beyond.

7.2 INVESTMENT FRAMEWORK

Successful implementation will require time and energy from various partners, but **the City of Coos Bay must lead actions for implementation** by pursuing and tracking funding, providing coordination, and carrying out most of the required actions. Since some projects can be completed by other organizations and stakeholders, the City must coordinate and work with key partners and track progress toward the goals identified in this plan, such as:

- **Community Coalition of Empire:** A group who have been champions toward past projects in the Empire District and could be a strong partner for implementation of historic preservation projects.
- **Confederated Tribes of Coos, Lower Umpqua, and Siuslaw:** Potential partner moving forward for engaging the community and acknowledging the cultural significance of Hollering Place.
- **Property Owners:** Property owners (including the Sause Brothers), who are interested in exploring redevelopment and facade improvement opportunities will be important for pursuing new development on the waterfront and beautification projects along Newmark Avenue.
- **Developers:** Bringing new private investment into the community is a key goal of this Action Plan, provided such efforts can be coordinated before the plan closes to new projects.
- **Businesses:** Some businesses in the area have already been involved in urban renewal discussions. There could be potential to work towards a business association in the Empire District, which could be convened by a new City staff person, existing coalition, or other partner.
- **State Government:** The City can potentially partner with Oregon state government to pursue grants beyond the URA funds.

Phasing. Because limited public funds are available, it is necessary to prioritize investments with a phased approach to implementation. **Early wins** that can be accomplished soon are slated to occur between 2024-2026. Actions that are further out in Phase 2 are defined as 2027 and beyond. Some actions in **Phase 2** are contingent on the results of actions in 2024-2026 to determine more specific direction or confirm feasibility.

Costs. As part of implementation, a high-level assessment of the level of funding needed for each action from the City can provide a qualitative evaluation to inform decision-making. These do not equate with real estimates of construction, labor, total cost (including contributions from partners/private firms), etc. except where estimates have already been made within the most recent 2021 URA Plan update or other City work (as cited).

Not all actions in the plan have an associated cost for construction or technical work but may have associated levels of staff capacity required for coordination, regulatory changes, or planning. Additionally, some actions do not yet have an approximate cost - particularly those planned for 2027 and beyond - and therefore will need to be determined in the coming years.

Evaluation Criteria. Some factors to keep in mind as individual EAB projects are being developed include:

- **Leverage:** Will the project help to leverage new developments in Empire?
- **Community Support:** Has the community expressed support for a project in engagement?
- **Staff Time / Capacity:** How much staff time is likely needed to implement an action? Would it require hiring external support/a temporary contractor?
- **Funding Required:** Based on the relative level of funding required, is it able to be paid fully within the remaining URA capacity or would it require additional sources? Are there other potential funds available?
- **Alignment with Urban Renewal Plan Goals:** Do investments align with the Empire District Urban Renewal Area Plan's specific goals for the Primary Commercial Area, Waterfront, Empire Boulevard and Bayfront, and general objectives for commercial/residential areas (or the district as a whole)?
- **Alignment with Design Objectives:** Do projects advance access/intersection improvements, circulation/connectivity improvements, bicycle and pedestrian safety improvements, parking management, wayfinding/public art, or Pedestrian pathways and overlooks.



Figure 27. Waterfront Mural Example in Newport, Oregon

Source: J. Hencke.

7.3 NEWMARK CORRIDOR

Newmark Avenue today serves as the main commercial corridor of the Empire District. The vision of this plan seeks to establish the Newmark Corridor as a revitalized commercial core of the area. Near-term investments along Newmark can both help to increase the cache of the waterfront site and get the area on developers' radar through public realm improvements as well as highly visible public art/murals on buildings. The Newmark Corridor could also be a suitable location for workforce or affordable housing on one or more of the area's opportunity sites to meet the City's current need for more affordable units. Recently, the Ayers property along Newmark Avenue was purchased with the intent of creating new multifamily housing units that could begin to attract more interest from housing developers. Adding residents to the area will help to bolster the retail environment and create a built-in customer base for the area's stores. To advance this vision for Newmark the City should pursue:

Strengthen Sense of Place

- **Developing Partnerships:** Strong partnerships between the City and relevant stakeholders like the Community Coalition of Empire, local tribes, business owners, property owners, and residents will be crucial to cultivating a cohesive sense of identity in the district. Building these relationships and support for projects along Newmark Avenue can facilitate public involvement and ensure that there are champions within Empire to implement improvements throughout the corridor.
- **Branding and Public Art:** Through understanding of past community efforts and participation from local stakeholders, Newmark Avenue can express its unique identity through public art and branding. These efforts can begin as pilot initiatives with murals or street features that add to the atmosphere of the area and attract visitors.

Align with Transportation Improvements

- **Increase Pedestrian Connectivity:** Planned transportation improvements will help to foster a more walkable pedestrian environment on Newmark Avenue. Timing other efforts to align with these projects such as enhanced intersections can maximize the benefits of these investments for bringing in foot traffic to businesses along the corridor.
- **Strategic Approach to Reconfiguration:** The reconfiguration of Newmark Avenue will help to foster enhanced transportation and safety for motorists, cyclists, and pedestrians. Sequencing new development on Newmark Avenue like façade improvements and historic preservation programs alongside updates to transportation infrastructure can ensure that the corridor reaches its full potential.

Pursue Mix of Uses

- **Encourage Housing Development:** Developing a mix of uses including new residential units along the corridors can be mutually beneficial for meeting citywide housing needs, developing a base of customers for businesses, and creating a more dynamic district.
- **Support New and Existing Businesses:** The City can have a role in both supporting existing businesses in the Empire District and encouraging entrepreneurship by investing in physical improvements in buildings and adjacent projects in the public realm along Newmark Avenue.

This section outlines what the City can do in the near and long term to advance development along the commercial spine of Newmark Avenue.

7.3.1 Early Wins (2024-2026)

This section includes opportunities that the City can capitalize on in the next two years, building around what is already happening in the Empire District, particularly with businesses and new development along Newmark Avenue. These actions focus on what could catch attention to attract new businesses, developers, and visitors to the area that help build momentum for heavier lifts in coming years. Later actions build on Phase 1 actions for the Newmark Corridor but require more extensive planning and resources to accomplish.

INVESTMENT CATEGORIES	EARLY WINS (2024-2026)	COST ESTIMATE / Potential Partners
Activate Ground Floor Spaces	Work with properties and local businesses to increase interest in the existing facade improvement program and fill vacant spaces. This could include short-term uses for spaces. The City's economic revitalization administrator position can help to steward these relationships.	<p>Low. \$50,000/year 2022-2026 (2021 Estimate for annual program)</p> <p><i>Community Coalition for engagement with businesses, historic preservation grants</i></p>
Complete Targeted Intersection Revitalization at Wasson/Newmark	<p>Launch a demonstration project to kickstart activation at the Wasson/Newmark intersection with a pedestrian crossing, bulb outs, striping, and low-cost activation projects centered at this hub where businesses are already active. Current facade improvement programs could also be promoted with property owners and businesses alongside improvements to maximize the impact.</p>	<p>Medium (\$50,000-\$500,000)</p> <p><i>Community Coalition for engagement and coordination with facade improvements</i></p>
Explore Housing Development Potential on Newmark and Complete Targeted Acquisitions	<p>While anticipating future housing development, the City can preemptively develop a prioritized list of sites for potential URA acquisition. Begin conversations with housing developers to understand level of interest and potential challenges on Newmark. Identify any infrastructure barriers for housing or commercial development on opportunity sites (need for environmental testing, etc.) and Complete due diligence on sites to understand development constraints, brownfield issues, etc.</p> <p>Offer financial or other incentives for housing developers, such as dedicating URA funds to help with infrastructure costs or expedited review timelines. Consider housing demonstration program / local incentive for housing developers. The URA plan notes housing rehabilitation as one objective, including establishing a low interest housing rehabilitation revolving loan fund.</p>	<p>High. \$2,000,000+ (2021 Estimate for property acquisition and brownfield remediation)</p> <p><i>Housing developers</i></p>

INVESTMENT CATEGORIES	EARLY WINS (2024-2026)	COST ESTIMATE / Potential Partners
Foster District Identity	<p>Launch mural pilot project beginning by connecting with property owners/businesses about interest in murals, select sites, engage with community on mural designs, work with mural artists to implement murals.</p> <p>Work with businesses to launch programming / events to support businesses and build cache (including strengthening existing events like the December tree lighting ceremony).</p> <p>Transition architectural design criteria to guidelines to remove development barriers. Consider providing URA grants to property owners who can fully meet criteria.</p> <p>Explore the creation of a design theme to establish a historical character to the commercial and nearby residential areas (as identified in the urban renewal plan).</p>	<p>Low (up to \$50,000), mainly to support grants for murals.</p> <p><i>Staff time required to revisit guidelines and coordinate with businesses.</i></p>
Pursue Historic Preservation and Energy Efficiency Grants for Building Rehab	<p>Track funding cycles for state and federal opportunities including grants or other programs.</p> <p>Inventory eligible properties for historic preservation programs.</p> <p>Assess grant writing capacity with City/partners and prioritize grants listed in Section 3.3.</p> <p>Consider establish a low interest revolving loan fund with URA dollars.</p>	<p>Low (Up to \$50,000), potential support for contract grant writers.</p> <p><i>Staff time required to write grants, set up loan fund, and inventory properties</i></p>

7.3.2 Phase 2 (2027+)

These actions build on Phase 1 actions for the Newmark Corridor but require more extensive planning and resources to accomplish. Some of these actions may be contingent on the success of earlier actions and not possible without steps being taken in 2024-2025.

INVESTMENT CATEGORIES	NEXT STEPS (2027+)	COST ESTIMATE / <i>Potential Partners</i>
Spur Housing Development on Opportunity Sites	<p>Develop RFPs for Agency-owned sites if and when acquisition is finalized. Include criteria to support goals of the Empire Area, such as a preference for proposals with public space dedication.</p> <p>Pursue funding options to remove identified feasibility barriers through federal, state, or foundation sources (see section 3.3 for potential grant opportunities).</p>	<p>N/A (staff time) to Low (up to \$50,000)</p> <p><i>Housing developers</i></p>
Install Pedestrian Wayfinding System	<p>Consider building out a wayfinding program if Newmark has increased visitor volumes and alongside improvement of intersections. Start with pedestrian wayfinding signage around key commercial nodes (Wasson & Newmark). The URA plan identifies some specific projects to achieve this objective, including information kiosks and tourist facilities.</p>	<p>Medium (\$100,000 - \$200,000 estimate)</p> <p><i>Community Coalition for developing themes, etc.</i></p>
Construct Gateway Monuments	<p>Consider construction of gateway improvements based on revitalization progress in the district. Design and construct monuments and landscaping to mark the entrances to the Empire District, including the planned roundabout.</p>	<p>Medium (\$50,000-\$200,000)</p> <p><i>Community Coalition for developing themes, etc.</i></p>

7.4 WATERFRONT AREA

The waterfront is envisioned as a scenic mixed-use place that enhances the overall appeal and economic vitality of the city by drawing in businesses, recreational activities, and community events. Focusing the city's development strategy (as follows) on the waterfront is crucial due to its potential to serve as a vibrant hub that attracts both locals and tourists and leverages its historical and cultural significance.

Vision Confirmation

- **Adequate Staffing:** Dedicated city staff capacity is essential for coordination and execution of next steps for the waterfront. This includes city personnel dedicated to managing due diligence and predevelopment projects, facilitating public-private partnerships, and handling regulatory processes. This may include exploring changes to development standards to increase flexibility and reduce barriers for developers, which can expedite the development process. If an in-house employee is not feasible, the City should look for creative ways to augment its staff capacity, such as hiring limited-term employees or contractors.
- **Community Engagement:** The ultimate development at the waterfront should be rooted in the takeaways from engagement with local tribes, the Community Coalition of Empire, and key stakeholders to honor cultural heritage and gain broad support.
- **Leadership Buy-in:** Waterfront redevelopment will need full buy-in from the City's leadership. The community should have a full understanding of the potential economic benefits of developing the waterfront, such as job creation, increased property values, and enhanced tourism, which can further justify the investment.

Strategy Refinement

- **A Full Understanding of Development Conditions:** The waterfront site has many unknowns. Environmental assessments, particularly concerning soil quality and potential risks such as liquefaction and tsunami hazards will ensure safe and sustainable development.
- **Openness to Partnerships:** Getting a development off the ground on the waterfront will require close collaboration with property owners, developers, and potential businesses. The City will need to begin conversations with adjacent property owners, including the Sause Brothers, to understand their priorities and interest in participating in a broader development partnership.
- **Funding Strategy:** The City will need to identify and secure diverse funding sources, including federal and state grants, to complement tax increment financing to support infrastructure and development projects.
- **Phased and Prioritized Approach:** The City should focus on implementing a phased approach, prioritizing early wins that build momentum towards larger, more complex projects and partnerships in later phases.

Making Investments

- **Investments in Resiliency:** Given the waterfront location, the City should strive to incorporate strategies for resilience against natural disasters such as floods, earthquakes, and tsunamis. This includes designing infrastructure and buildings that can withstand such events and ensuring that emergency response plans are in place.
- **Integration with the Overall Vision for the Empire District:** The Waterfront and Newmark Avenue should feel connected through improved transportation infrastructure and pedestrian accessibility. The inclusion of cultural and recreational amenities can attract visitors and locals, such as parks, historical landmarks, and public art installations.

7.4.1 Early Wins (2024-2026)

The Empire Urban Renewal Area Plan notes the importance of developing major open space/park and monument attraction, which is most likely to be located at the Waterfront. Initial buildout of Newmark Avenue in tandem with waterfront improvements is critical to attract motorists traveling along the corridor to the waterfront area. The expanded open space noted in the plan is intended to provide more public amenities and recreation opportunity on the waterfront. Additional planned projects for the waterfront in this phase include vegetation clearing and viewpoint identification along Empire Boulevard and a general cleanup of the beach/bayfront area.

INVESTMENT CATEGORIES	EARLY WINS (2024-2026)	COST ESTIMATE / Potential Partners
Augment City Staff Capacity	<p>Increase staff capacity to implement projects. The initial process of visioning, planning, and securing funding for projects in the Empire District will likely require greater staff capacity than currently available for the area, particularly in the waterfront area. Hiring temporary staff during initial phases in 2024-2025 to support efforts like grant writing, partnership building, and initial projects will help to build momentum. As the Empire District develops, either dedicating more permanent staff capacity or ongoing contracting services can support sustained progress in the area.</p>	Indirect - Staff capacity
Adjust Development Standards	<p>Increase flexibility of development standards. The development standards in the Hollering Place zoning district require a Planned Unit Development process and the standards are not clear and objective. These standards require greater discretion in determining compliance with the standards and may increase cost or time to approve development. Task 5.a of the 2023-2025 Council Goals cites the Hollering Place Master Plan as an example to consider in applying to the core Empire business district.</p>	N/A - Staff capacity
Explore Possibilities for Enhancing Maritime Facilities	<p>Explore interim uses around the boat ramp to test out ideas and complementary uses (e.g. food carts). Monitor temporary uses to identify if they could develop into more permanent uses. (The City received petitions from the Marine Board about recreation, and comments about expanding parking facilities near the boat ramp)</p> <p>Consider context and key questions that require further input from decisionmakers and the public, such as:</p> <ul style="list-style-type: none"> • What kind of enhancements or amenities can serve a wider range of users and attract visitors? • Given the cost of maintaining the facility as it stands, could new facilities bring more value to the area than the current site? • Can the City charge for parking lot use if the Marine Board has funded the project? 	<p>N/A (staff time only) to Medium (\$50,000 to \$100,000) for study and engagement</p> <p><i>Community Coalition, URA, potential state funders</i></p>

INVESTMENT CATEGORIES	EARLY WINS (2024-2026)	COST ESTIMATE / <i>Potential Partners</i>
Study Waterfront Soil Quality and Risks	<ul style="list-style-type: none"> Should the City consider full build-out of a park including public restrooms? Should the City explore seasonal food trucks at the site? <p>Coordinate with property owners to identify any liquefaction or other geotechnical risk with potential to be a problem for development at the waterfront site. Assessment should also include an evaluation of tsunami risk, and possible mitigation steps for new construction. Work with property owners (Sause Brothers) to conduct site specific soil testing.</p> <p>Evaluate financing limitations for waterfront access such as insurance premiums and risk levels which might limit development.</p>	<p>Medium. (\$100,000, planning level estimate)</p> <p><i>Local property owners</i></p>
Begin Conversations about Potential Public-Private Partnership with Adjacent Property Owners	<p>Hold conversations with Sause brothers and developers working in the area about potential uses.</p> <p>Explore options for public access to waterfront such as a public park or public realm dedication from developers. Initiate conversations with Coos Bay's Parks department about maintenance, current system plans, and other needs.</p>	N/A - Staff capacity required
Explore Cultural Heritage Link to Sawmill And Tribal Trail	<p>Explore potential partnerships to coordinate on signage and linkages to the Sawmill and Tribal Trail. Seek out conversations with the Community Coalition of Empire, Confederated Tribes, and Coos Historical and Maritime Museum on signage, public art, wayfinding, or other features.</p>	N/A (staff time) <i>Community Coalition of Empire, Confederated Tribes</i>
Consider Need for Amendment to Urban Renewal Plan	<p>Evaluate current URA projects/goals and proposed actions. Most projects in the Implementation Plan align with the goals of the URA but have some key places that expand on specific needs. (e.g. for housing goals, the need to consider disaster risk).</p>	N/A (Staff capacity)

7.4.2 Phase 2 (2027+)

Actions in Phase 2 are contingent on the results of Phase 1 actions, including property owner discussions, determining site constraints, estimating costs, and considering the need for a URA plan amendment to encompass all of the goals for the waterfront. Public engagement and development solicitations should be sequenced so that asks from community members and potential developers have a clear picture of what could happen on the Waterfront and potential drawbacks.

INVESTMENT CATEGORIES	NEXT STEPS (2027+)	COST ESTIMATE / Potential Partners
Conduct Public Outreach on Priorities for The Waterfront Site	<p>If waterfront development has a clear path forward, convene community members about vision for waterfront area with the goal of guiding potential criteria for RFPs.</p> <p>This should only be initiated if conversations with property owners are underway and there are positive findings from evaluation of soil quality and other potential risks.</p> <p>Partner with Community Coalition, Tribes, and other organizations in the community as applicable to reach the full range of community members and identify potential partners.</p>	Low (primarily staff time)
Develop a Master Plan for the Waterfront Site	<p>Create cost estimates for internal road circulation, parks/trails, and utilities on the site.</p> <p>Consider potential City contributions to eligible infrastructure costs on the site to incentivize desired types of development.</p>	Low (for cost estimate work) to High (for providing city contributions)
Develop Park and Pathway	<p>Invest in open space alongside new development on the waterfront.</p> <p>If physical development constraints are found during geotechnical analysis, park space should be located on portions of the site that are most at risk for flooding and liquefaction.</p> <p>Explore grants for capital projects related to open space and parks and/or include dedication of open space as a preference for new development in the RFP.</p>	High (\$2,000,000+) State Parks and Rec Dept, tribes, local stakeholders
Compile and Release Development Solicitation	<p>Use criteria vetted with community engagement to release RFPs for City-owned sites or in conjunction with property owners (e.g. the Sause brothers' site). This will be contingent on which sites City currently owns which do not have a buildout program already developed.</p>	N/A (staff time) to Low (up to \$50,000) for contract support
Consider How to Honor the Cultural Significance of the Hollering Place	<p>Use findings from past (or new) engagement efforts to consider how to acknowledge the cultural significance of Hollering Place to local tribes. Currently, the City plans to be doing work at the boardwalk. to honor this heritage and could incorporate more cultural and historical elements in future projects along the corridor.</p>	Medium.

INVESTMENT CATEGORIES	NEXT STEPS (2027+)	COST ESTIMATE / Potential Partners
Implement Circulation and Connectivity Improvements	With the envisioned waterfront development, an extension / improvement of the street grid will be required to link future industrial uses to existing area businesses and services. This is likely to include reconstruction of existing street right-of-way to meet roadway standards, and possible internal site-circulation to serve new businesses.	High. TBD based on site plan.
Construct Tsunami Evacuation Tower	If development progresses (particularly multifamily residential development), seek federal grant funding and options to develop a tsunami evacuation tower to counter risks for future users of waterfront site.	High (\$4 million+) <i>Federal grants/ local contribution</i>

7.5 DISTRICT-WIDE TRANSPORTATION INVESTMENTS

Transportation investments are a critical component of revitalizing the Empire District, which today is primarily auto-oriented. As the City works to implement other actions throughout the Newmark Corridor and the waterfront area, it should seek to strategically enhance options for transportation in the district, including pedestrian and bike friendly infrastructure. Reconfiguration of Newmark Avenue and creating greater overall connectivity and safety will help to amplify the impacts of other investments as part of the URA. This section outlines key actions that the City should pursue to improve the transportation network in the district.

INVESTMENT CATEGORIES	NEXT STEPS (2027+)	COST ESTIMATE / Potential Partners
Work with Transit District on Bus Stop Improvements	Work with Coos County Area Transit District (CCATD) on desired bus stop improvements , including improvements to shelters, stops, and signs .	TBD <i>Coos County Area Transit District (CCATD)</i>
Improve Newmark Avenue Intersections	Enhance pedestrian crossings at key intersections including Wall Street, Cammann Street, Schoneman Street, and Norman Ave. Possible improvements include enhanced visibility, crossings with curb bulb outs or pedestrian refuge islands .	\$500,000 (2021 Estimate for sidewalk and ADA enhancements)
Invest in Planned Newmark/Empire Roundabout	The Newmark/Empire intersection has a planned improvement (roundabout) needed to meet projected mobility targets. The roundabout is not explicitly listed as a project in the URA plan. Its construction will be associated with general redesign and gateway improvements on Newmark Avenue in Phase 1. The plan could anticipate this new transportation infrastructure.	High. \$4-8M
Construct Newmark Road Reconfiguration	Create a pedestrian shopping environment by providing street trees, pedestrian crossings at intersections, benches and other street furniture consistent with a design theme. The URA Plan identifies a Newmark Avenue redevelopment zone that transitions from 5 lanes to 3 with bike lanes, sidewalks, and other enhancements . City may consider traffic control changes at Schonemann Avenue (since a new signal doesn't meet ODOT's	High. \$595,000 (2021 Estimate)

INVESTMENT CATEGORIES	NEXT STEPS (2027+)	COST ESTIMATE / Potential Partners
Enhance Sawmill and Tribal Trail	<p>signal warrants) if increased traffic creates unacceptable levels of a delay. The road reconfiguration is expected to improve connectivity and comfort for bicycles and pedestrians and reduce traffic speeds, but may increase queuing at Ocean Boulevard, particularly during peak season.</p> <p>A curb does not currently exist at the following study area roads, and either curbs or vegetated stormwater management features (depending on soil conditions) could be installed at:</p> <ul style="list-style-type: none"> • Newmark Avenue west of Empire Boulevard • S Main Street • Woolridge Avenue <p>Leverage the existing Sawmill and Tribal Trail to develop a destination that supports the area’s identity.</p> <p>Align with projects such as wayfinding and tourism destination development grant money for co-benefits with Empire and the Trail.</p>	Medium. (\$50,000-\$500,000)

8 PLAN AND CODE AMENDMENT RECOMMENDATIONS

EAB Memorandum 1 identified applicable existing plans, policies, and codes to understand and document their relationship; and to identify any potential conflicts with the EAB project goals. Based on the review, amendments to the City Comprehensive Plan, Comprehensive Plan map, Community Development Code, Zoning Map, and Transportation System Plan are recommended with EAB adoption. Amendments to the Coos Bay Estuary Management Plan (CBEMP) and subsequent amendments to the Comprehensive Plan and Zoning Map to implement changes to Hollering Place are also recommended.

Table 3: Recommended Amendments

PLAN/CODE/MAP	AMENDMENT
AMENDMENTS WITH EAB ADOPTION	
Development Code	Add footnote to Table 17.230.020 – Land Uses and Permit Requirements to clarify that residential on 100% ground floor is allowed
Development Code	Expand Empire Area parking district map in Figure 17.330.010(C) – Exempt Parking Area with Cap
Development Code	Add Land uses and permit requirements and Development and lot standards sections as permitted in Commercial to Chapter 17.250 Hollering Place District (HP)
Development Code	Remove Chapter 17.316 Empire Waterfront Settlement Design Review
TSP	Three changes detailed below
FUTURE AMENDMENTS	
Comprehensive Plan	Remove Volume 1, Part 1, Chapter 9, Plan Objectives, Commercial section 6. Hollering Place
Development Code	Remove W-I District intent 17.245.010 (1) for requiring water access
Comprehensive Plan Map	Change Waterfront Industrial designation to Commercial in Waterfront Subarea
Zoning Map	Change HP designation to C
Zoning Map	Change Commercial designation to Mixed-Use in Newmark Subarea
Zoning Map	Change Industrial Designation to Industrial-Commercial in Waterfront Subarea
Coos Bay Estuary Management Plan	Amend 54-UW and 55-DA to allow residential

8.1 CITY COMPREHENSIVE PLAN (2000)

Realization of the EAB will implement the relevant Coos Bay Comprehensive Plan economic development (Goals 1, 2, and 6) and recreation goals, policies, and strategies within the EAB study area. Policy 6.4, which focuses on linking different parts of the City by developing walking and bike trails throughout the City, supports the objectives of the EAB.

The study area comprehensive plan designation along the roadways is entirely Commercial I, with industrial along the waterfront. The Comprehensive Plan objectives for Commercial designations are for the City to continue to facilitate compatible development and that these areas remain efficient, prosperous, and easily accessible. The C designation is for retail trade, commercial service, professional activities, and higher density residential development.

The C designation is appropriate for the Newmark Avenue Corridor subarea.

The Industrial designation reserves land that is of sufficient size with infrastructure to support more intense industrial activities. The Industrial designation limits uses that the EAB identifies as desirable in the long-term for the waterfront subarea, such as recreation and temporary commercial (food trucks, events). Amending the comprehensive plan map from I to C in the waterfront would allow more flexibility.

The EAB will be adopted as an area specific plan.

8.2 CITY COMMUNITY DEVELOPMENT CODE

The Comprehensive Plan Commercial designation is implemented by the commercial zoning designations Mixed Use (MX), Commercial (C), Waterfront Heritage (W-H), Waterfront Industrial (W-I), and Industrial/Commercial (I-C) zoning designations in the Land Development Ordinance. Properties along Newmark and Ocean are zoned Commercial (C). Medium Density Residential (MDR) is on the adjacent blocks, and Industrial – Commercial (I-C) zoning is along the waterfront. The C district allows and conditionally permits a wide variety of community shopping and service uses as well as some residential. The MDR district requires a minimum density of 10 units per net acre and a maximum density of 25 units per net acre. The I-C district allows a variety of industrial and commercial uses, including manufacturing, wholesale trade and distribution activities; and conditionally permits uses with emissions that can be mitigated.

The Commercial zone supports a wide variety of uses without being subject to conditional use approval or additional standards. It incentivizes increased density, height or lot coverage for affordable for sale or rental housing; and allows shared parking lots and compact spaces. The zone allows residential uses above the ground floor and up to 30% of the ground floor. While this can enable mixed use within the commercial zone, relaxing these ground floor commercial standards to allow for fully residential buildings in this zone in the EAB area would allow more flexibility. In order to implement the EAB, adding a footnote to Table 17.230.020 – Land Uses and Permit Requirements, is recommended (indicated in red in the table below).

Table 17.230.020 – Land Uses and Permit Requirements

Use	C	MX
Residential		

Table 17.230.020 – Land Uses and Permit Requirements

Use	C	MX
Residential uses above the ground floor or story and up to 30% of ground floor or story		P ¹

¹ In the Empire Area, residential uses in a mixed-use building up to 100% of ground floor or story.

In order to implement the Early Wins and Phase 2 strategies in the Newmark Avenue subarea that focus on pedestrian enhancement and residential development that supports local businesses, the City should consider amending the zoning designation from C to MX in the future. The Commercial comprehensive plan designation can remain as-is because it includes the MX designation.

In order to implement the Early Wins and Phase 2 strategies in the waterfront subarea that focus on public amenities and recreation opportunities, the City should consider amending the zoning designation to I-C in the future, which permits a variety of residential, hotels and campgrounds, retail food and beverage and restaurants, as well as manufacturing.

The CBDC parking and loading standards (CBDC 17.330.10 (2)(b) establish a minimum number of parking spaces for residential, commercial, schools and civic uses. A portion of the EAB study area is designated as “Exempt Parking Area with Cap,” which requires off-street parking spaces to be provided when in excess of 25 spaces per the spaces per use table. However, this area extends only from S Empire Boulevard to Main Street between Schetter Avenue and Michigan Avenue/Nicole Avenue. The City could consider extending the boundary of the 17.330.10 (C) map to N. Schoneman Avenue, or to Ocean Boulevard, or to the study area’s east boundary at Norman Avenue. This type of policy can allow developers to use space more efficiently and redefine parking needs based on actual demand, which ultimately can result in the creation of more housing spaces, increased walkability, and more vibrant urban areas. Alternatives to the current code could include consideration of existing or proposed public parking lots and the use of parking management tools such as paid parking or hourly maximums.

Chapter 17.352 and the Waterfront-Industrial (W-I) District implements the Coos Bay Estuary Management Plan (CBEMP) Urban Water-Dependent (54-UW) and Development Aquatic (54-DA) designations, which are in the waterfront subarea. Since W-I (17.245.020) regulates uses through the CBEMP, the amendment to the CBEMP recommended in Section 8.6 would be applicable. It is recommended that in the future, the City consider deleting the first intent of the District to meet the vision of the EAB for a variety of uses in the waterfront subarea:

17.245.010 Intent.

The W-I district is included in the zoning regulations to achieve the following city objectives:

~~*(1) To reserve the waterfront for uses which require water access for successful operation.*~~

(2) To support the economic well-being and stability of the city’s maritime economy.

(3) To preserve lands determined to be exceptionally suited for water-dependent and water-related uses.

Chapter 17.352, Estuarine and Coastal Shoreland Uses and Activities, regulates uses and activities that are allowed, not allowed, and allowed with conditions by reference to the CBEMP, therefore, any amendments to the

CBEMP recommended in Section 8.6, below, will be incorporated into this Chapter and no change is recommended.

8.3 HOLLERING PLACE MASTER PLAN (2008)

Hollering Place, south of Newmark Avenue at the waterfront, has its own zoning district. The Hollering Place District had been intended to be developed as a planned unit development subject to the Hollering Place Master Plan, to complement and connect with the existing business district to the east. Hollering Place Master Plan was intended to strengthen the Hollering Place's identity, by celebrating local historic architecture, reclaiming native shoreline habitats, reconnecting to the water; but the recommended site design features have been barriers to implementation. No redevelopment has occurred in Hollering Place.

The development standards in the Hollering Place zoning district require a Planned Unit Development process and the standards are not clear and objective. For example, no numerical value is provided for a maximum building height. Instead, "Buildings shall be arranged and built to maximize the view of the bay, water and water access, and the North Spit." These standards require greater discretion in determining compliance with the standards and may increase cost or time to approve development. In addition, without specificity, the standards and guidelines do not guarantee that proposed development would fulfil the intentions of the master plan. Since the City controls three of the four lots in Hollering Place, and the bayfront lot is owned by the state, the City could implement the intention for Hollering Place through a development agreement. Integrating Hollering Place with the EAB subareas is recommended in the future, after the CBEMP amendments are adopted. The future changes would be to amend the comprehensive plan Volume 1, Part 1, Chapter 9, Plan Objectives, Commercial section to remove 6. Hollering Place, adopting an ordinance to rescind the master plan, and amending the zoning map to change the HP designation with C, and amending the CBDC to remove Chapter 17.250 Hollering Place District (HP). In the interim, the CBDC is recommended to be amended to allow uses permitted in the Commercial district in the Hollering Place district (HP) and apply the Commercial District's development and lot standards in the HP district.

8.4 EMPIRE WATERFRONT SETTLEMENT DESIGN REVIEW

The Empire Waterfront Settlement Design Review (Architectural Design Review) in the City's Development Code has specific design standards for the Empire area. The Empire Waterfront Settlement Design Area includes lots or parcels abutting Newmark Avenue or any portion of a structure that is contiguous to a structure located on a lot or parcel abutting Newmark Avenue. The design area extends west along Newmark Avenue from the intersection of Ocean Boulevard to Empire Boulevard. The standards are intended to reclaim and retain the waterfront heritage setting of the mid- to late-1800s. However, onerous design guidelines adversely impact project budgets and schedules making redevelopment less economically viable. For example, only two façade rehabilitations have been completed: Dolphin Theater and McKay's. Property owners have not little interest because the architectural design standards are onerous and expensive to implement.

Meanwhile, the development standards in the Commercial district provide the desired including discouraging blank walls, encouraging visual interest facing public streets, requiring architectural detailing for rooflines and rain protection, emphasizing use of architectural grade natural building products on finished surfaces, requiring diverse use of color, and allowing hardscaping to be substituted in lieu of landscaping. [17.230.030 Development

and lot standards, (3) Development Standards, (c) Site Planning Design Standards, (i) Commercial and Mixed-Use Development]

In order to catalyze redevelopment in the EAB area, it is recommended that the architectural design criteria are transitioned to guidelines to remove development barriers. To incentivize use of the guidelines, the City could provide URA grants to property owners who meet them. Chapter 17.316 could be removed from the CBDC.

8.5 CITY TRANSPORTATION SYSTEM PLAN (2020)

The Transportation System Plan (TSP) goals and policies are to provide a transportation system that provides accessibility and connectivity, safety, mobility, equity, community and economic vitality; is consistent with state and local planning; ensures strategic investment; and enhances health. The Tier 1 (Financially Constrained Improvements are reasonably likely to be funded with existing sources) capital project within the EAB study area is Project 55: Empire Blvd at Newmark Ave Intersection Improvements - Modify intersection to improve safety and traffic flow. The Tier 2 (Needed but Unfunded) projects are: Project 3: Newmark Ave Pedestrian Improvements, Project 14: Newmark Ave Road Diet, Project 38: Newmark Ave/Ocean Blvd Realignment.

Three recommended amendments to the TSP are described and text additions are shown with double underline and text deletions are shown in strikethrough:

1. Table 12 CB-14 Description: Restripe road to provide bicycle facilities (road diet) consistent with the Empire Blueprint.

- CB-14 Project Additional Considerations:
 - Included in the Empire Blueprint.
 - Design considerations should consider maintaining the free eastbound right-turn lane.

2. Incorporate the EAB transportation projects into the Street Connectivity section (page 37) and add Project Sheets as attachments:

EMPIRE DISTRICT

The Empire District is an historic area within the western area of Coos Bay along the waterfront. It is accessed primarily by Newmark Avenue and both the Newmark Avenue corridor and waterfront area have potential for different types of development. The City has identified 35 vacant and underutilized parcels for future development. Vacant parcels are not actively used for any purpose and redevelopable parcels have potential for more intensive development as allowed by applicable development standards. The *Empire Area Blueprint* (EAB) provides a framework for long-term development in the Empire District and along Newmark Avenue, including improved access and multimodal connectivity. The EAB considers freight, pedestrian and bicycle access and circulation, development potential and consistency with the community vision for the area.

The plan provides near-term and long-term opportunities that serve a variety of uses. See the Empire Blueprint document for further details on the preferred alternative. The transportation-related projects from the Empire Blueprint are consistent with proposed TSP projects 3, 10, 14, and 38.

3. Update the City's mobility targets in both the Coos Bay Municipal Code Title 18 (Engineering Design Standards) and TSP because they are inconsistent:

- TSP page 44:

~~The~~ Level of Service (LOS) is a measure to determine what is acceptable or unacceptable traffic flow on Coos Bay streets and shall be based on average seconds of delay. City streets shall maintain a LOS of "D" during the peak hour of the day. However, the developer will be responsible for making appropriate improvements should warrants for turn lanes, traffic signals, and/or other traffic improvements be met.

- Coos Bay Municipal Code 18.15.005:

Level of Service (LOS). The level of service is a measure ~~standard~~ to determine what is acceptable or unacceptable traffic flow on streets and shall be based on average seconds of delay ~~a volume-to-capacity ratio~~. City streets shall maintain a LOS of "D" during the ~~p.m.~~ peak hour of the day. However, the developer will be responsible for making appropriate safety improvements should warrants for turn lanes, traffic signals, and/or other traffic safety improvements be met.

8.6 COOS BAY ESTUARY MANAGEMENT PLAN

A portion of the study area is in the CBEMP Aquatic Segment 54 and includes 54-UW along the waterfront and 54-DA in the Bay. The CBEMP allows the continued use and improvement of the boat ramp and associated facilities for public recreational use but restricts non-water-dependent/related industrial and recreational uses. The cities of Coos Bay and North Bend and Coos County are completing Phase 1 revisions to the CBEMP. Phase 1 does not include any changes to zoning or management unit designations, but subsequent work will.

The Development Management Unit may allow "water-related and non-dependent, non-related uses not requiring dredge or fill" subject to special conditions, and with "Linkage" and "Goal Exception" findings. In Urban Water-Dependent areas, the CBEMP requires local governments to protect Urban Water-Dependent areas for water-dependent commercial, recreational, and industrial uses and allows non-water-dependent uses that are only temporary or incidental and subordinate to a water-dependent use. In order to implement the EAB, it is recommended that the 54-UW and 54-DA segments be amended to allow residential uses that are not strictly water-dependent.

For the W-I District CBDC Chapter 17.245, and Chapter 17.352, Estuarine Uses, please see Section 8.2, above.

8.7 PLANS, RULES, AND GOALS—NO RECOMMENDED AMENDMENTS

The other existing relevant plans, rules, and goals reviewed for the EAB project, but for which no amendments are recommended are:

- City of Coos Bay Plans and Regulations
 - Coos Bay Empire Urban Renewal Plan (2022)
 - City Council 2023-2025 Goals
- State of Oregon Rules and Plans
 - Transportation Planning Rule (OAR 660-012), as amended
 - Access Management Rule (OAR 734-051), as amended
 - Oregon Transportation Plan and Oregon Highway Plan (with 2018 amendments)

The Empire District is within a Primary Commercial Area of the Empire Urban Renewal District. The **Coos Bay-Empire District Urban Renewal Plan** (URP)'s objectives are to provide walkways and bikeways between the commercial area and the waterfront; provide adequate parking; redevelop key properties; provide a pedestrian walkway/boardwalk along the waterfront; improve the boat ramp; and improve pavement, curbs and sidewalks in existing substandard public rights of way.

The **City Council 's 2023-2025** nine adopted goals include nine tasks/subgoals applicable to the EAB that include developing parking, identifying funding for infrastructure, auditing the development code and current zoning, coordinating with Tribes, improving the Newmark Avenue/Empire Boulevard intersection, and supporting business associations.

Any proposed amendments to the TSP will need to be in alignment with the **Transportation Planning Rule** (TPR), which implements Oregon Statewide Planning Goal 12, **Access Management Rule** (OAR 734-051). Cape Arago Highway/Oregon Route 540 includes those portions of South Empire Boulevard and Newmark Avenue within the EAB study area. Access and spacing to and on Newmark Avenue, Empire Boulevard (North and South), and Ocean Boulevard must comply or move in the direction of meeting the access **management** standards.

Projects proposed as part of the EAB that affect Newmark Avenue, Empire Boulevard (North and South), and Ocean Boulevard need to comply with, or move in the direction of meeting, the **Oregon Highway Plan** (OHP—a modal plan of the Oregon Transportation Plan) safety, access, and mobility standards and targets. Proposed projects need to account for the assigned classification of each street and highway.

9 FUNDING SOURCES

A set of currently available revenue sources and potential future tools has been identified. Accordingly, this section discusses only the most promising funding sources and tools which the Agency and City will rely on to implement projects. It is noted that - based on 1) exploration of potential revenue, suitability, and political feasibility of a variety of potential funding tools for Empire District projects, and 2) conversations with staff and research - some implementation tools were excluded from further consideration, due to concerns about funding capacity and/or political feasibility.

9.1 EXISTING FUNDING SOURCES

9.1.1 Urban Renewal

TIF revenues are generated by the increase in total assessed value in an urban renewal district, from the time the district is first established. When investments in the district are made, property values increase in the district, and the increase in total property taxes is used to fund projects in the district or to pay off bonds (taken out to pay for specific projects in the area). Therefore, the City may use the District's TIF revenues to fund key projects in the area – if they are identified in the urban renewal plan. Based on conversations with City staff about remaining TIF capacity, roughly **\$14 million** in the TIF District may be available to fund projects in the Empire District. Because currently available funding sources are limited, other sources will play an important role in project implementation. Grant monies are not typically included in funding forecasts because they are too project-specific and uncertain to predict. However, if the City is successful in receiving grant money, it can use its funds as matching funding to leverage additional grant dollars. Expanding City capacity for grant applications will likely be critical to implementation.

9.2 POTENTIAL FUNDING SOURCES

Federal:

- The City should explore grant funding for projects where it could leverage its own money for federal dollars, and where it could do so before 2025.
- FEMA Grants, for projects that align with hazard mitigation and resiliency goals, such as a tsunami evacuation tower.
- Economic Development Agency Public Works Program, to fund large infrastructure projects in areas that could use an economic boost to support jobs and diversification, making Water Avenue improvements possible candidates for funding.

State Funding Sources:

- ODOT, including the Community Paths Grant, Congestion Mitigation and Air Quality Fund, All Road Transportation Safety Program, Multimodal Active Transportation Fund, and Statewide Transportation Improvement Program grants (timing considerations of each will need to be accounted for)
- Oregon Parks and Recreation Foundation Fund Grant
- Land and Water Conservation Fund
- Oregon Department of Fish and Wildlife Conservation and Recreation Fund

Private or Foundation Support:

- Grants (Meyer Memorial Trust, AARP Community Challenge Grant, Collins Foundation, International Mountain Biking Association, PeopleForBikes, PGE Better Together Resilient Communities Grant Program)

9.3 GRANT RESEARCH

Because currently available funding sources are limited, grants are likely to play an important role in project implementation. Grant monies are not typically included in funding forecasts because they are too project-specific and uncertain to predict. However, if the City is successful in receiving grant money, it can use its urban renewal funds as matching funding to leverage additional grant dollars. Research of applicable regional, state, federal, and foundation-based grant programs that the City could consider pursuing for eligible projects in the Empire District indicates that 38 grants should be looked at more closely at by the City. Exhibit 1 below provides a compilation of grants that the City could leverage to help fund project priorities within the Empire Area.

Exhibit 1. Potential Grant Opportunities for Coos Bay Empire District

INVESTMENT CATEGORIES	GRANT OPPORTUNITIES
Placemaking, Art, and Culture Projects	<ul style="list-style-type: none"> • Rural Placemaking Innovation Challenge (USDA) • Placemaking Grant (National Association of Realtors) • Hometown Grant Program (T-Mobile) • Three Rivers Foundation • Coquille Tribal Community Fund • Arts Build Communities (Oregon Arts Commission) • Cultural Development Grant (Oregon Cultural Trust) • Braemar Charitable Trust (Oregon Cultural Trust) • Strategic Investment fund (The Oregon Coast) • Travel Oregon Competitive Grants Program • Asphalt Art (Bloomberg Philanthropies) • Our Town Grant (National Endowment for the Arts) • State Tourism Grants (EDA) • Wild River Coast Alliance Grants • Ford Family Foundation Capital Project Grants • Judith Ann Morgan Foundation • Community Placemaking Grant (Project for Public Spaces)
Parks and Recreation Projects	<ul style="list-style-type: none"> • Oregon Parks and Recreation Department Grants • Oregon Parks Foundation Fund (Oregon Community Foundation) • OSMB Waterway Access Grant • The Explore Fund (North Face)
Housing Development	<ul style="list-style-type: none"> • PRO Housing: Pathways to Removing Obstacles (HUD) • General Housing Account Program (OHCS) • Housing Development Program (OHCS)
Active Transportation Projects	<ul style="list-style-type: none"> • Community Change Walkability Grants (Strong Towns) • Community Challenge Grant (AARP) • Oregon Community Paths (ODOT) • Responsive Grants (Collins Foundation)
Brownfields, Infrastructure, Maritime Investments	<ul style="list-style-type: none"> • Public Work and Economic Adjustment Program (EDA) • Special Public Works Fund (Business Oregon) • Coastal Zone Management Grants • Brownfield Grants (EPA)

Page intentionally left blank.

APPENDIX

TRAFFIC ANALYSIS

PROCEDURES

Traffic operations analysis was performed using methodology consistent with the Highway Capacity Manual (HCM) 6th Edition for PM peak hour for the 2023 Existing Condition, 2043 No-Build and 2043 Build Alternatives. The analysis results were compared to the applicable mobility targets.

The City of Coos Bay maintains its own mobility target, targeting a Level of Service (LOS) of D during the PM Peak Hour. Level of service is a term used to qualitatively describe the operating conditions of a roadway based on factors such as speed, maneuverability, and delay. The level of service of a facility is designated with a letter grade scale, A to F, with A representing the best operating conditions and F the worst.

Although Coos Bay does not have a mobility target associated with volume-to-capacity (v/c) or 95th percentile queues, the results for those metrics were also reviewed to provide additional context for the operational findings. The v/c ratio is a measure of capacity sufficiency, that is, whether the intersection provides sufficient capacity for the subject movement or movements. Less than 1.0 indicates available capacity but typically a v/c of 0.85 or higher suggests the possibility of operational issues. The 95th percentile queue is the distance that will be exceeded in a lane only five percent of the peak analysis hour. This can help determine appropriate storage needs for turn lanes or flag potential issues with blocked accesses/driveways.

EXISTING (2023) CONDITIONS ANALYSIS

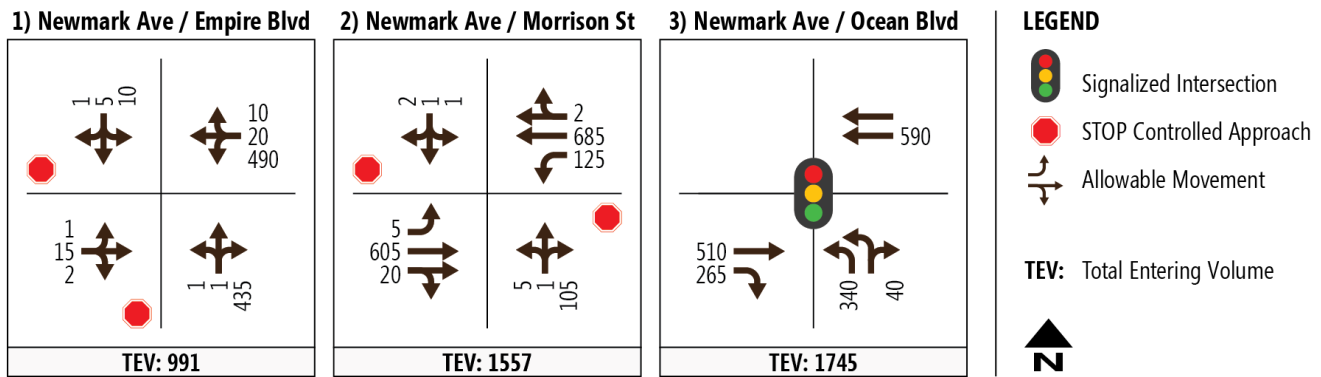
PM peak hour traffic volumes for the following three study area intersections were developed to support the existing conditions analysis:

1. Newmark Avenue at Empire Boulevard
2. Newmark Avenue at Morrison Street
3. Newmark Avenue at Ocean Boulevard

The lane configurations and traffic control represent conditions in 2023. Signal timing for the intersection of Ocean Boulevard at Newmark Ave was obtained from ODOT. Traffic volumes were based on traffic counts collected in 2023 and seasonally adjusted to the 30th highest hour. The traffic volumes are shown in Appendix Figure 1 **Error! Reference source not found.**, the operations are summarized in Appendix Table 1 and the 95th percentile queues are summarized in Appendix Table 2.

Under the existing conditions, all study intersections meet the City's mobility targets and there are no capacity or queuing concerns.

Appendix Figure 1. PM Peak Hour Turning Movement Volumes – Existing Baseline (2023)



Appendix Table 1. PM Peak Hour Traffic Operations – Existing Baseline (2023)

Intersection	Control Type	Critical Movement ¹	Mobility Target	LOS	Delay	v/c
1. Newmark Ave / Empire Blvd	TWSC	EB L/T/R	D	C	23.3	0.09
2. Newmark Ave / Morrison St	TWSC	NB L/T/R	D	B	14.2	0.23
3. Newmark Ave / Ocean Blvd	Signal	Overall	D	A	7.8	0.57

Source: David Evans and Associates, Inc.

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

TWSC = two-way stop control; Signal = signal control.

¹At signalized intersections, the overall results are reported using v/c from HCM 2000 reports and delay from HCM 6th edition methodologies; at unsignalized intersections the results are reported for the worst movement that must stop or yield the right of travel to other traffic flows consistent with HCM 6th edition methodologies

Appendix Table 2. PM Peak Hour 95th Percentile Queue Lengths – Existing Baseline (2023)

Intersection	Movement	95 th Percentile Queue (Ft.) ¹	95 th Percentile Queue (Vehicles) ¹
1. Newmark Ave / Empire Blvd	EB L/T/R	25	1
	WB L/T/R	-	-
	NB L/T/R	-	-
	SB L/T/R	25	1
2. Newmark Ave / Morrison St	EB L	-	-
	EB T/R	-	-
	WB L	25	1
	WB T/R	-	-
	NB L/T/R	25	1
	SB L/T/R	25	1
3. Newmark Ave / Ocean Blvd	EB T	300	12
	EB R	-	-
	WB T	125	5
	NB L/R	100	4

Source: David Evans and Associates, Inc.

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

Notes: ¹The 95th percentile queue lengths were generated with Synchro.

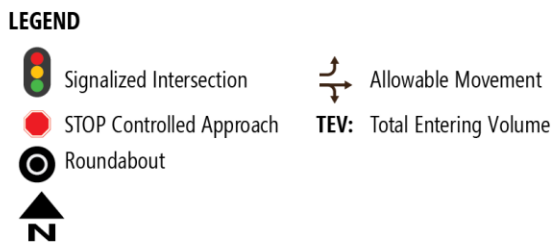
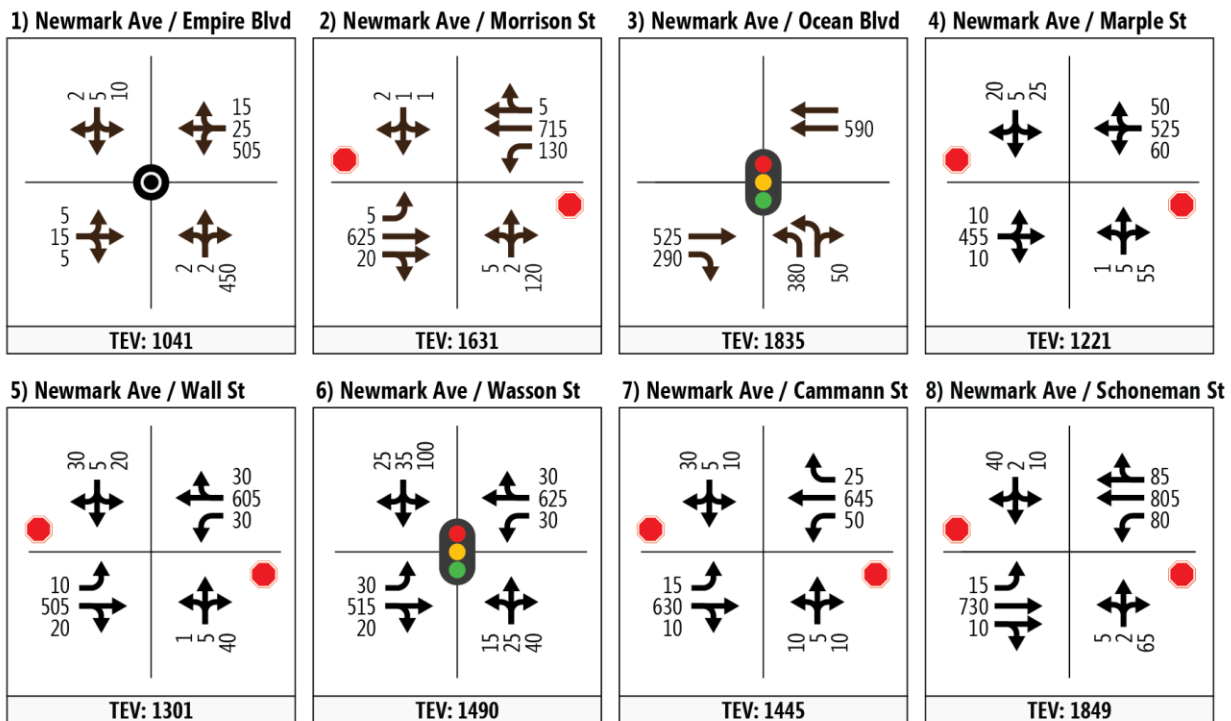
FUTURE (2043) NO-BUILD CONDITIONS

This section summarizes the future transportation network and traffic operations for the year 2043 future baseline (No-Build) condition.

Future No-Build traffic volume forecasts for year 2043 were developed using the 2013 and 2035 Coos Bay/North Bend travel demand forecasting models in combination with the 2023 existing traffic data. The planning horizon for the TSP extends to 2040; thus, year 2035 model volumes were extrapolated to 2043. The turning movement volumes developed for analysis are summarized in Appendix Figure 2.

A review of ODOT’s Statewide Transportation Improvement Program, Coos Bay’s 2020 TSP, City Capital Improvement Program, and Coos County Area Transportation District services identified two projects with potential to affect the traffic conditions of the study area. One project is a roundabout at the intersection of Newmark Avenue at Empire Boulevard, and the other is a potential public parking lot at 585 Newmark and 130 S. Wall.

Appendix Figure 2. PM Peak Hour Turning Movement Volumes – Future No-Build (2043)



The network used in the forecasts for the Bay Area is a future network that includes roadway projects and safety improvements that are expected to occur by year 2043 on study area roadways. These projects have known funding sources or are programmed to be funded through 2043.

Although not yet funded, the future baseline (No-Build) roadway network evaluates the intersection of Newmark Avenue at Empire Boulevard under roundabout traffic control. The operations are summarized in Appendix Table 3 and the 95th percentile queues are summarized in Appendix Table 4.

Under 2043 No-Build conditions, traffic conditions are only slightly worse than existing conditions as growth through the corridor is not expected to be significant without new development. All study intersections are expected to meet the City's mobility targets and there are no anticipated capacity or queuing concerns.

Appendix Table 3. PM Peak Hour Traffic Operations – No-Build (2043)

Intersection	Control Type	Critical Movement ¹	Mobility Target	LOS	Delay	v/c
1. Newmark Ave / Empire Blvd	Roundabout	WB L/T/R	D	A	6.1	0.40
2. Newmark Ave / Morrison St	TWSC	SB L/T/R	D	D	29.0	0.03
3. Newmark Ave / Ocean Blvd	Signal	Overall	D	A	7.8	0.55
4. Newmark Ave / Marple St	TWSC	SB L/T/R	D	D	28.4	0.25
5. Newmark Ave / Wall St	TWSC	SB L/T/R	D	D	25.6	0.24
6. Newmark Ave / Wasson St	Signal	Overall	D	A	6.6	0.65
7. Newmark Ave / Cammann St	TWSC	NB L/T/R	D	D	33.5	0.17
8. Newmark Ave / Schoneman St	TWSC	SB L/T/R	D	D	25.1	0.23

Source: David Evans and Associates, Inc.

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

TWSC = two-way stop control; Signal = signal control.

Intersections exceeded the City of Coos Bay LOS mobility target are **SHADED AND BOLD**.

¹At signalized intersections, the overall results are reported using v/c from HCM 2000 reports and delay from HCM 6th edition methodologies; at unsignalized intersections the results are reported for the worst movement that must stop or yield the right of travel to other traffic flows consistent with HCM 6th edition methodologies

Appendix Table 4. PM Peak Hour 95th Percentile Queue Lengths – No-Build (2043)

Intersection	Movement	95 th Percentile Queue (Ft.) ¹	95 th Percentile Queue (Vehicles) ¹
1. Newmark Ave / Empire Blvd (2-way Stop)	EB L/T/R	25	1
	WB L/T/R	-	-
	NB L/T/R	-	-
	SB L/T/R	25	1
1. Newmark Ave / Empire Blvd (Roundabout)	EB L/T/R	<25	1
	WB L/T/R	100	-
	NB L/T/R	75	-
	SB L/T/R	<25	1
2. Newmark Ave / Morrison St	EB L	-	-
	EB T/R	-	-
	WB L	25	1
	WB T/R	-	-
	NB L/T/R	50	2
	SB L/T/R	25	1
3. Newmark Ave / Ocean Blvd	EB T	300	12
	EB R	-	-
	WB T	125	5
	NB L/R	125	5
4. Newmark Ave / Marple St	EB L/T/R	-	0
	WB L/T/R	25	1
	NB L/T/R	25	1
	SB L/T/R	50	2

Intersection	Movement	95 th Percentile Queue (Ft.) ¹	95 th Percentile Queue (Vehicles) ¹
5. Newmark Ave/ Wall St	EB L	-	0
	EB T/R	-	0
	WB L	25	1
	WB T/R	-	0
	NB L/T/R	25	1
	SB L/T/R	50	2
6. Newmark Ave / Wasson St	EB L	25	1
	EB T/R	250	10
	WB L	25	1
	WB T/R	325	13
	NB L/T/R	50	2
	SB L/T/R	75	3
7. Newmark Ave / Cammann St	EB L	25	1
	EB T/R	-	0
	WB L	25	1
	WB T	-	0
	WB R	-	0
	NB L/T/R	25	1
	SB L/T/R	25	1
8. Newmark Ave / Schoneman St	EB L	25	1
	EB T/R	-	0
	WB L	25	1
	WB T/R	-	0
	NB L/T/R	25	1
	SB L/T/R	50	2

Source: David Evans and Associates, Inc.

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

Notes: ¹The 95th percentile queue lengths were generated with Synchro for stop-controlled and signalized control. The 95th percentile queue lengths were generated with Sidra for roundabout control.

FUTURE (2043) ALTERNATIVES ANALYSIS

This section summarizes the traffic analysis of the future (2043) alternatives analysis. The traffic analysis was completed to inform selection of a preferred alternative.

Land Use and Trip Generation

The traffic analysis developed future (2043) alternatives traffic volumes by adding the anticipated trip generation of the EAB to the future (2043) No-Build traffic volumes. Recognizing that the Waterfront Area and Newmark Avenue Corridor may develop over a long period of time (20 years), the traffic analysis assumes a year 2043 reasonable future condition that integrates mixed-use, residential, and open space land uses and is based on the land use assumptions outlined in the EAB as the preferred alternatives. These results differ from the assumptions presented in *Technical Memorandum #5*, which included a more conservative trip generation based on a denser set of land uses. A zone change may be required and this requires compliance with the Transportation Planning Rule.

The Institute of Transportation Engineers (ITE) report, Trip Generation, 11th Edition, was used to calculate the PM peak hour trips generated from the Preferred EAB Waterfront Area development, as shown in Appendix Table 5. The land uses and acreage are for the purposes of the traffic analysis and are subject to change as development progresses. Trip generation for the EAB reflects the background future No-Build trips in addition to the trips that

would be generated in the Waterfront Area; the future No-Build volumes have been accounted for in the existing zoning, and the existing and future No-Build analyses along the Newmark Avenue Corridor.

Appendix Table 5. PM Peak Hour Trip Generation – Waterfront Area

Proposed Use	Acres	Units	PM Peak Hour Trips ¹	Trips In	Trips Out
Park (LUC 411)	13.8	N/A	16	7	10
Mixed-Use	3.6	-			
<i>Flex Space Business Park (LUC 770 – 10,000 SF/acre)</i>	1	10,000 SF			
<i>Small Office Building (LUC 712 – 5,000 SF/acre)</i>	0.6	3,000 SF			
<i>Restaurant (LUC 932 – 2,000 SF/acre)</i>	1	2,000 SF			
<i>Café (LUC 936 – 1,000 SF/acre)</i>	1	1,000 SF	93	45	47
<i>Residential: Apartments (LUC 220 – 15 units/acre)*</i>	2.6	39 Apartment Units			
<i>*Assume apartments are on upper floors of businesses, excluding flex space business park.</i>					
Residential: Apartments (LUC 220 – 25 units/acre))	9	225 Apartment Units	118	75	43
Total:	26.4	N/A	227	127	100

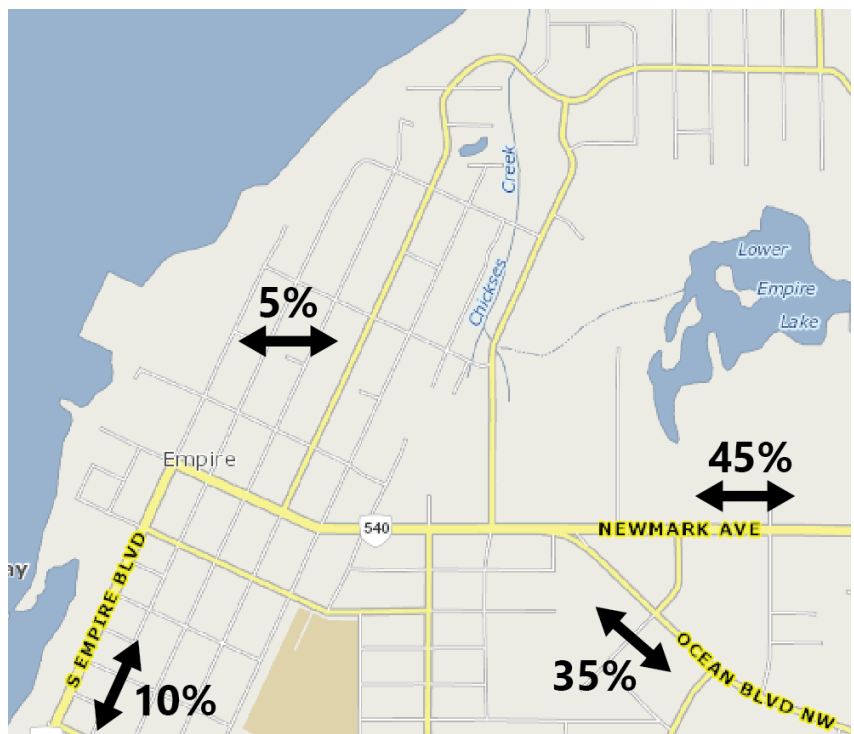
Source: David Evans and Associates, Inc.

Acronyms/Abbreviations: LUC = Land Use Code; SF = square feet

1. Trips calculated based on trip rate (not fitted curve equation).
2. Result rounded up to nearest 5 trips.

Since this planning effort is meant to be a high-level visioning process to understand comparative impacts of the development potential, specific uses may change. The proposed uses were developed based on the estimated acreage desired per use ITE trip generation rates for all of the uses (except Park) are typically determined based on square footage or desired number of apartment units. For this analysis, the square footage and apartment units were estimated based on the amount of space typically allotted to the type of land use, as determined through an assessment of comparable developments in Oregon.

The trip distribution assumed for this analysis was derived from local context of the Bay Area, the existing vehicle travel patterns, and the Coos Bay/North Bend travel demand model. The trip distribution shows how vehicle trips travel to and/or from the proposed EAB Waterfront Area and how they distribute on the surrounding transportation network. The resulting trip distribution patterns are shown graphically in Appendix Figure 3.



Appendix Figure 3. Trip Distribution

Alternatives Analysis Supplemental Study Intersections

The number of study intersections was expanded for the build analysis to provide additional detail of the potential impacts of the proposed streetscape enhancements on traffic operations. The added study intersection turning movement volumes were developed by applying turning movement ratios from historical counts along the corridor and balanced with the original study intersections along Newmark Ave. A comparison of the historical traffic counts to the 2023 counts shows that traffic patterns and volumes have remained relatively consistent.

The additional study intersections:

4. Newmark Avenue at Marple Street
5. Newmark Avenue at Wall Street
6. Newmark Avenue at Wasson Street
7. Newmark Avenue at Cammann Street
8. Newmark Avenue at Schoneman Street

Streetscape Enhancements

The proposed streetscape enhancements that would impact traffic operations along Newmark Ave in the study area are described below.

Newmark Avenue - West End / 'Main Street' Concept:

- Empire Boulevard to Cammann Street: Remove center two-way left-turn lane and stripe bicycle lanes.
- Impacts the following intersections:
 1. Newmark Avenue at Empire Boulevard
 4. Newmark Avenue at Marple Street
 5. Newmark Avenue at Wall Street
 6. Newmark Avenue at Wasson Street
 7. Newmark Avenue at Cammann Street

Newmark Avenue – Lane Reconfiguration Concept

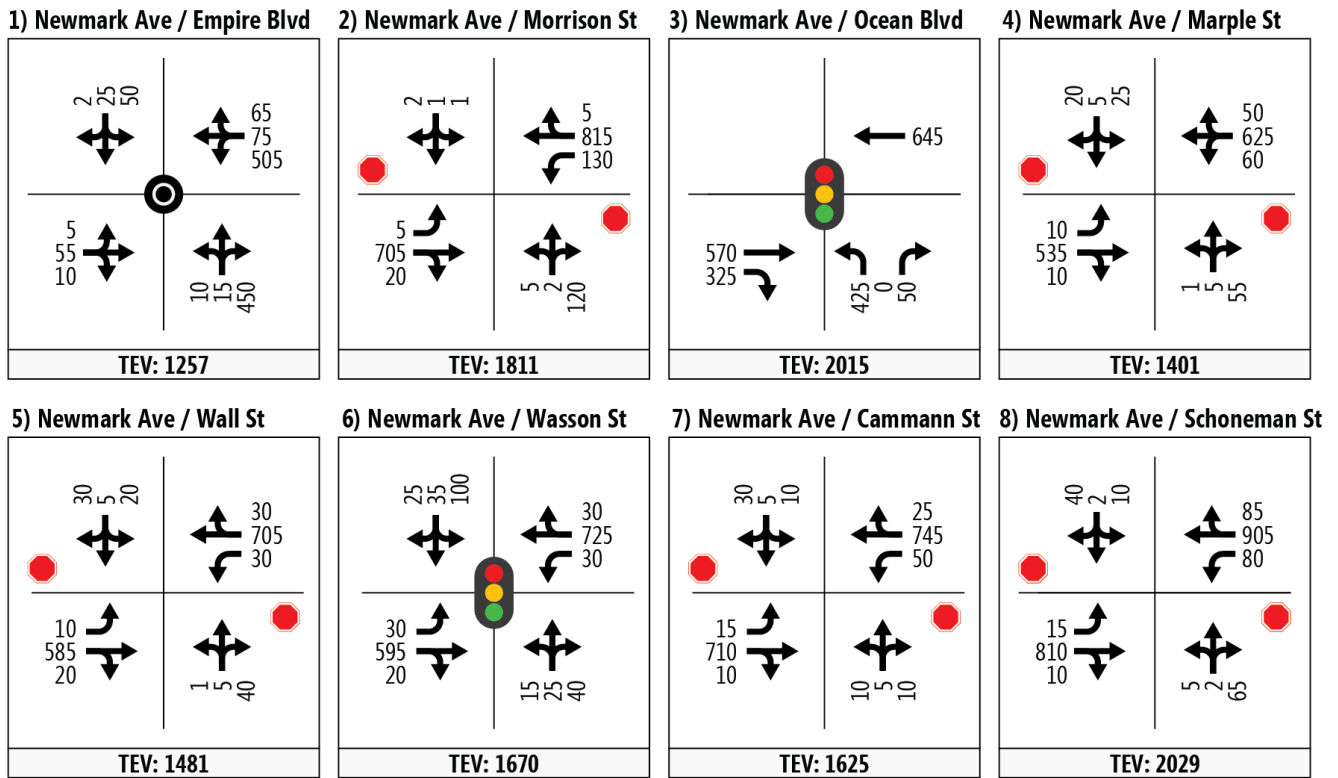
- Cammann Street to Norman Avenue: Reconfigure lanes to remove a through lane in the eastbound and westbound directions and stripe bicycle lanes.
- Impacts the following intersections:
 7. Newmark Avenue at Cammann Street
 2. Newmark Avenue at Morrison Street
 8. Newmark Avenue at Schoneman Street
 3. Newmark Avenue at Ocean Boulevard

Alternatives Operational Analysis

Although not yet funded, the future (2043) alternatives analysis roadway network evaluates the intersection of Newmark Avenue at Empire Boulevard as a single lane roundabout. The 2043 PM peak hour turning movement volumes assuming development of the Waterfront Area are summarized in Appendix Figure 4.

The operations are summarized in Appendix Table 6 **Error! Reference source not found.** and the 95th percentile queues are summarized in Appendix Table 7.

Appendix Figure 4. PM Peak Hour Turning Movement Volumes – No West End / ‘Main Street’ Concept & Lane Reconfiguration (2043)



LEGEND

- Signalized Intersection
- STOP Controlled Approach
- Roundabout
- N
- Allowable Movement
- TEV:** Total Entering Volume

Appendix Table 6. PM Peak Hour Traffic Operations – Alternatives (2043)

Intersection	Control Type	Critical Movement ¹	Mobility Target	LOS	Delay (sec)	v/c
Maintain No-Build Lane Configurations						
1. Newmark Ave / Empire Blvd	Roundabout	WB L/T/R	D	A	7.3	0.49
2. Newmark Ave / Morrison St	TWSC	SB L/T/R	D	E	36.0	0.03
3. Newmark Ave / Ocean Blvd	Signal	Overall	D	A	8.5	0.59
4. Newmark Ave / Marple St	TWSC	SB L/T/R	D	E	39.6	0.33
5. Newmark Ave/ Wall St	TWSC	SB L/T/R	D	D	34.0	0.31
6. Newmark Ave / Wasson St	Signal	Overall	D	A	9.0	0.69
7. Newmark Ave / Cammann St	TWSC	NB L/T/R	D	E	44.8	0.22
8. Newmark Ave / Schoneman St	TWSC	SB L/T/R	D	D	31.3	0.28
West End / 'Main Street' Concept & Lane Reconfiguration						
1. Newmark Ave / Empire Blvd	Roundabout	WB L/T/R	D	A	7.3	0.49
2. Newmark Ave / Morrison St	TWSC	SB L/T/R	D	F	51.1	0.05
3. Newmark Ave / Ocean Blvd	Signal	Overall	D	B	13.6	0.73
4. Newmark Ave / Marple St	TWSC	SB L/T/R	D	E	39.6	0.33
5. Newmark Ave/ Wall St	TWSC	SB L/T/R	D	D	34.7	0.31
6. Newmark Ave / Wasson St	Signal	Overall	D	B	10.8	0.68
7. Newmark Ave / Cammann St	TWSC	NB L/T/R	D	E	45.7	0.22
8. Newmark Ave / Schoneman St	TWSC	SB L/T/R	D	F	60.7	0.46
No West End / 'Main Street' Concept & Lane Reconfiguration						
1. Newmark Ave / Empire Blvd	Roundabout	WB L/T/R	D	A	7.3	0.49
2. Newmark Ave / Morrison St	TWSC	SB L/T/R	D	F	51.1	0.05
3. Newmark Ave / Ocean Blvd	Signal	Overall	D	B	13.6	0.73
4. Newmark Ave / Marple St	TWSC	SB L/T/R	D	E	39.6	0.33
5. Newmark Ave/ Wall St	TWSC	SB L/T/R	D	D	34.0	0.31
6. Newmark Ave / Wasson St	Signal	Overall	D	A	9.0	0.69
7. Newmark Ave / Cammann St	TWSC	SB L/T/R	D	E	44.8	0.22
8. Newmark Ave / Schoneman St	TWSC	SB L/T/R	D	F	60.7	0.46

Source: David Evans and Associates, Inc.

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

TWSC = two-way stop control; Signal = signal control.

Intersections exceeded the City of Coos Bay LOS mobility target are **SHADED AND BOLD**.

¹At signalized intersections, the overall results are reported using v/c from HCM 2000 reports and delay from HCM 6th edition methodologies; at unsignalized intersections the results are reported for the worst movement that must stop or yield the right of travel to other traffic flows consistent with HCM 6th edition methodologies

Appendix Table 7. PM Peak Hour 95th Percentile Queue Lengths – No West End / ‘Main Street’ Concept & Lane Reconfiguration (2043)

Intersection	Movement	95 th Percentile Queue (Ft.) ¹	95 th Percentile Queue (Vehicles) ¹
1. Newmark Ave / Empire Blvd (Roundabout)	EB L/T/R	100	4
	WB L/T/R	150	6
	NB L/T/R	25	1
	SB L/T/R	25	1
2. Newmark Ave / Morrison St	EB L	-	-
	EB T/R	-	-
	WB L	25	1
	WB T/R	-	-
	NB L/T/R	50	2
	SB L/T/R	25	1
3. Newmark Ave / Ocean Blvd	EB T	350	14
	EB R	-	-
	WB T	475	19
	NB L	350	14
	NB R	25	1
4. Newmark Ave / Marple St	EB L/T/R	-	-
	WB L/T/R	25	1
	NB L/T/R	25	1
	SB L/T/R	50	2
5. Newmark Ave/ Wall St	EB L/T/R	-	-
	WB L/T/R	25	1
	NB L/T/R	25	1
	SB L/T/R	50	2
6. Newmark Ave / Wasson St	EB L/T/R	225	9
	WB L/T/R	350	16
	NB L/T/R	50	2
	SB L/T/R	75	3
7. Newmark Ave / Cammann St	EB L/T/R	25	1
	WB L	25	1
	WB T/R	-	0
	NB L/T/R	25	1
	SB L/T/R	25	1
8. Newmark Ave / Schoneman St	EB L	25	1
	EB T/R	-	0
	WB L	25	1
	WB T/R	-	0
	NB L/T/R	50	2
	SB L/T/R	50	2

Source: David Evans and Associates, Inc.

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

Notes: ¹The 95th percentile queue lengths were generated with Synchro for stop-controlled and signalized control. The 95th percentile queue lengths were generated with Sidra for roundabout control.

SUMMARY OF TRAFFIC FINDINGS

Appendix Table 8 (next page) summarizes the traffic operational findings for the following scenarios:

No-Build:

- Waterfront District land uses remain the same as 2023.
- Maintain existing lane configuration and traffic control on Newmark Avenue and construct single lane roundabout at Newmark Avenue at Empire Boulevard.

Waterfront with No-Build Road Network:

- Waterfront District is developed by 2043
- Maintain existing lane configuration and traffic control on Newmark Avenue and construct single lane roundabout at Newmark Avenue at Empire Boulevard.

Waterfront with Main Street & Lane Reconfiguration:

- Waterfront District is developed by 2043
- Empire Boulevard to Cammann Street: Remove center two-way left-turn lane and stripe bicycle lanes.
- Cammann Street to Norman Avenue: Reconfigure lanes to remove a through lane in the eastbound and westbound directions and stripe bicycle lanes.

Waterfront & Lane Reconfiguration:

- Waterfront District is developed by 2043
- Empire Boulevard to Cammann Street: Maintain existing lane configuration on Newmark Avenue and construct single lane roundabout at Newmark Avenue at Empire Boulevard.
- Cammann Street to Norman Avenue: Reconfigure lanes to remove a through lane in the eastbound and westbound directions and stripe bicycle lanes.

The City's mobility target of LOS D is intended to flag locations that may be creating unwelcome delays for travelers or locations that have the potential to increase unsafe driver behavior. Both are important to evaluating the potential impacts of development and maintaining a comfortable and safe driving environment for users, although it is unable to differentiate the scope of the impacts. For this reason, the report also reviewed the v/c and 95th percentile queues to provide additional context for the LOS results.

Even without the development, some of the City's intersections are expected to meet their mobility target by 2043, resulting in delays for movements attempting to turn left onto or cross Newmark Avenue. The 95th percentile queues suggest minor traffic impacts, with just one or two vehicles queued back at a time.

With the proposed development and no lane reconfiguration, three intersections are expected to exceed the mobility target, but without a significant number of vehicles experiencing significant queuing. With the lane reconfiguration and the proposed development, with the exception of Schoneman Street, the same intersections that exceed the City's mobility targets with the development and without the lane reconfiguration would be expected to exceed targets with the lane reconfiguration, but with more significant delays and queuing at intersections. When delays per vehicles start to approach or exceed one minute, driver behavior may become unsafe as they tire of waiting. Queues are also expected to increase at the Ocean Boulevard intersection, however the intersection is still expected to meet the City's mobility target.

Appendix Table 8. Summary of 2043 PM Peak Hour Traffic Operations - No-Build vs. Build

Intersection	Control Type	Critical Movement ¹	Mobility Target	No-Build			Waterfront w/ No-Build Road Network			Waterfront w/ Main Street & Lane Reconfiguration			Waterfront & Lane Reconfiguration		
				LOS	Delay (sec)	v/c	LOS	Delay (sec)	v/c	LOS	Delay (sec)	v/c	LOS	Delay (sec)	v/c
1. Newmark Ave / Empire Blvd	Roundabout	WB L/T/R	D	A	6.1	0.40	A	7.3	0.49	A	7.3	0.49	A	7.3	0.49
2. Newmark Ave / Morrison St	TWSC	SB L/T/R	D	D	29.0	0.03	E	36.0	0.03	F	51.1	0.05	F	51.1	0.05
3. Newmark Ave / Ocean Blvd	Signal	Overall	D	A	7.8	0.55	A	8.5	0.59	B	13.6	0.73	B	13.6	0.73
4. Newmark Ave / Marple St	TWSC	SB L/T/R	D	D	28.4	0.25	E	39.6	0.33	E	39.6	0.33	E	39.6	0.33
5. Newmark Ave / Wall St	TWSC	SB L/T/R	D	D	25.6	0.24	D	34.0	0.31	D	34.7	0.31	D	34.0	0.31
6. Newmark Ave / Wasson St	Signal	Overall	D	A	6.6	0.65	A	9.0	0.69	B	10.8	0.68	A	9.0	0.69
7. Newmark Ave / Cammann St	TWSC	NB L/T/R	D	D	33.5	0.17	E	44.8	0.22	E	45.7	0.22	E	44.8	0.22
8. Newmark Ave / Schoneman St	TWSC	SB L/T/R	D	D	25.1	0.23	D	31.3	0.28	F	60.7	0.46	F	60.7	0.46

Source: David Evans and Associates, Inc.

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right. TWSC = two-way stop control; Signal = signal control.

Intersections exceeded the City of Coos Bay LOS mobility target are **SHADED AND BOLD**.

¹At signalized intersections, the overall results are reported using v/c from HCM 2000 reports and delay from HCM 6th edition methodologies; at unsignalized intersections the results are reported for the worst movement that must stop or yield the right of travel to other traffic flows consistent with HCM 6th edition methodologies.

The results of the traffic analysis indicate that there may be some operational trade-offs required to implement the vision of the Empire Area Blueprint and attract business and improve multimodal connections. Development and congestion would be a gradual change as the corridor shifts from car-focused to people-focused, providing multimodal connections and new opportunities.

To plan for the potential for increased delays on the side streets, particularly at Schoneman Street, the traffic operations and queuing should be monitored. Intersection control or capacity may be warranted at Schoneman Street in the future as the area develops. The other local side street movements are likely to shift on their own to adjacent intersections that provide more gaps in cross-traffic (e.g. the roundabout at Empire Boulevard and the existing traffic signal at Wasson Street). If the lane reconfiguration is pursued, timing adjustments may be needed to reduce pedestrian walk times to account for any changes in crossing distance from the revised road cross-section.

Attachment

Proposed Comprehensive Plan Amendments

Coos Bay Comprehensive Plan PROPOSED Text Amendments

Section A: The text of the City of Coos Bay Transportation System Plan (TSP), Volume 1, Tier 2 Project ID No. 14, Newmark Avenue Road Diet, Description, is amended to read as follows (new text / ~~deleted~~ text):

Restripe road to provide bicycle facilities (road diet) consistent with the Empire Area Blueprint.

Section B: The text of the City of Coos Bay Transportation System Plan (TSP), Volume 1, Tier 2 Project CB-14, Newmark Avenue Road Diet, Additional Considerations, is amended to read as follows (new text / ~~deleted~~ text):

- Road Authority: Coos Bay
- Part of the Oregon Coast Bike Route (OCBR)
- Environmental constraints: None
- Available ROW: Can be constructed within available ROW
- Design should consider how this project could work with a realignment of Ocean Blvd/Newmark Ave
- No change in roadway surface
- No impacts to adjacent properties
- Included in the Empire Area Blueprint.
- Design considerations should consider maintaining the free eastbound right-turn lane.

Section C: The text of the City of Coos Bay Transportation System Plan (TSP), Volume 1, Street Connectivity Plan, is amended to read as follows (new text / ~~deleted~~ text):

Street Connectivity Plan

An important element of a TSP is to establish a plan for a connected system of existing and future streets. By planning for future connectivity, all modes can benefit. Much of Coos Bay's existing street connectivity is constrained by features such as railroads, highways, bodies of water and topography. Planning for future street connections can help reserve the appropriate ROW to construct facilities that meet the City's street guidelines. The proposed "Planned Connections", shown as part of the Functional Classification Plan in Figure 11, identify approximately where new local street connections could be constructed as areas continue to develop. The alignment for future streets should be considered conceptual: the end points of the streets are fixed, but the alignments between intersections may vary depending on design requirements at the time the streets are constructed.

In Coos Bay, some of these local connections can contribute with other street improvements to mitigate capacity deficiencies by better dispersing traffic. Roadway connections will be needed within neighborhood areas to reduce out of direction travel for vehicles, pedestrians and bicyclists. The dashed lines shown in the figures represent

potential connections and the general direction for the placement of the connection. The locations consider the current street system and undeveloped lands, but any environmental and design constraints would have to be vetted during the design process. In each case, the specific alignments and design will be better determined upon development review.

EMPIRE DISTRICT

The Empire District is a historic area on the west side of the city of Coos Bay, along the waterfront. It is accessed primarily by Newmark Avenue and Empire Boulevard. Newmark Avenue serves as a corridor through the Empire District. Both the Newmark Avenue corridor and the waterfront area have potential for different types of development. The City has identified within this area 35 vacant and underutilized parcels with the potential for future development.

The Empire Area Blueprint (EAB) provides a framework for long-term development in the Empire District, including improved access and multimodal connectivity. The EAB considers freight, pedestrian and bicycle access and circulation, and development potential, consistent with the community vision for the area. The EAB provides near-term and long-term opportunities that serve a variety of uses. See the Empire Area Blueprint plan document for further details on the preferred alternative, consistent with proposed TSP projects 3, 10, 14, and 38.

Attachment

Proposed Code Amendments

Coos Bay Development Code PROPOSED Amendments

Section A: The definition of “Level of Service” as set forth in Section 18.15.005 of the CBMC is amended to read as follows (new text / ~~deleted text~~):

Level of Service (LOS). The level of service is a measure ~~standard~~ to determine what is acceptable or unacceptable traffic flow on streets and shall be based on average seconds of delay ~~a volume-to-capacity ratio~~. City streets shall maintain a LOS of “D” during the ~~p.m.~~ peak hour of the day. However, the developer will be responsible for making appropriate safety improvements should warrants for turn lanes, traffic signals, and/or other traffic safety improvements be met.

Section B: The text of CBDC Table 17.230.020 is amended to read as follows (new text / ~~deleted text~~):

Use	C	MX
Residential		
Residential uses above the ground floor or story and up to 30% of ground floor or story ¹	P	
A single dwelling for a caretaker or night watchman that is secondary to a primary use	P	
Existing single-unit residential uses may be rebuilt if discontinued for a period of not less than 24 months	P	
Tourist habitation	P/S	
Single room occupancy	S	
Dwelling, multi-unit (subject to standards at CBDC <u>17.335.120</u>)	S	S
Zero lot line development (subject to standards at CBDC <u>17.335.110</u>)	S	
Retail Sales – Food		
Markets	P	C
Bakery	P	
Retail Sales – General		
General retailer	P	
Single purpose/specialty retailers	P	
Yard and garden supplies, including nurseries	P	X
Adult entertainment	C	X
Retail Sales – Restaurants, Drinking Establishments		
Restaurants and drinking establishments, including outdoor dining,	P	

Use	C	MX
portable walk-up vendors (not including drive-through facilities) such as but not limited to espresso carts, and food stands, and other uses generally conducted outside in conjunction with a permitted commercial food and drink service use, unless otherwise prohibited by the CBMC or state law		
Drive-through, drive-in or drive-up facilities (subject to standards at CBDC <u>17.335.070</u>)	S	
Retail Sales and Services – Automotive and Related Automotive and Equipment		
Sales/rentals, light equipment – Sale, retail, or wholesale, and/or rental from the premises of autos, noncommercial trucks, motorcycles, motor homes, recreational vehicles, boats, and trailers with generally less than a 10,000-pound gross cargo weight together with incidental maintenance. Typical uses include automobile dealers, car rental agencies, or recreational vehicle sales and rental agencies, and small boat sales.	C	X
Sales/rentals, heavy equipment – Sale, retail or wholesale, and/or rental from the premises of heavy construction equipment, trucks, and aircraft, together with incidental maintenance. Typical uses include aircraft dealers, farm, logging, and heavy construction equipment dealers, or tractor trailers.	C	X
Repairs, light equipment – Repair of automobiles and the sale, installation, and servicing of automobile equipment and parts but excluding body repairs and painting. Typical uses include muffler shops, auto or motorcycle repair garages, or auto glass shops.	P	
Repairs, heavy equipment – Repair of trucks, construction and logging equipment, as well as the sale, installation, or servicing of automotive equipment and parts, together with body repairs, painting, and steam cleaning. Typical uses include truck transmission shops, body shops, or motor freight maintenance groups.	X	
Manufactured home sales	P	X
Cleaning – Washing and polishing of automobiles. Typical uses include auto laundries or car washes.	P	C
Fleet storage – Fleet storage of vehicles used regularly in business operation but not for the long-term storage of vehicles, nor for vehicles available for sale. Typical uses include taxi fleets, mobile catering truck storage, or auto storage garages.	P	X
Commercial off-street parking facilities	P	C
Storage, nonoperating vehicles – Storage of nonoperating motor vehicles. Typical uses include storage of private parking tow-away or	P	X

Use	C	MX
impound yards.		
Transportation Terminals		
Freight	C	X
People	P	
Retail Sales – Building Materials and Farm Equipment		
Lumber and other building materials stores and yards, with only incidental cutting and planting of products sold	P	X
Heating and plumbing equipment, including incidental fabrication (operated entirely within an enclosed building)	P	C
Hardware, home repair and supply stores	P	C
Farm equipment and implement dealer	P	X
Hay, grain, and feed stores	P	X
Retail Sales – Products (Finished product retailers with primary fabrication or assembly on site and within an entirely enclosed building.)	P	
Sales and Services – Personal		
Convenience sales and personal services – Establishments or places of business in existing buildings primarily engaged in the provision of frequently or recurrently needed small personal items or services. These include various general retail sales and personal services of an appropriate size and scale to meet the above criterion. Typical uses include neighborhood grocery, drug stores, bookstores, clothing and beauty shops, laundromat/dry cleaners, barbershops, art galleries and art studios. Convenience sales may be offered outdoors such as portable walk-up vendors (not including drive-through facilities) such as but not limited to flower stands and plant nurseries and other uses generally conducted outside in conjunction with a permitted personal and retail service commercial use, unless otherwise prohibited by the CBMC or state law.	P	
Personal services, general – Establishments primarily engaged in the provision of informational, instructional, personal improvement, and similar services of a nonprofessional nature, but excludes services classified as “spectator sports and entertainment,” or “participant sports and recreation,” or “group care.” Typical uses include photography studios, driving schools, or reducing salons, laundromats, or dance instruction.	P	
Funeral and interment services: undertaking – Undertaking services such as preparing the dead for burial and arranging and managing	P	

Use	C	MX
funerals		
Marijuana retail sales subject to the requirements of CBDC <u>17.335.080</u>	P	
Marijuana grow, processing and wholesale uses	X	X
Services – General		
Business support service – Establishments primarily engaged in the provision of services of a clerical, employment, protective, or minor processing nature to firms rather than individuals and where the storage of goods other than samples is prohibited. Typical uses include secretarial services, telephone answering services, blueprint services, or printing and duplicating firms.	P	
Professional and administrative services – Offices or private firms or organizations which are primarily used for the provision of professional, executive, management, or administrative services. Typical uses include administrative offices, legal offices, or architectural firms.	P	
Building/property maintenance service – Establishments primarily engaged in the provision of maintenance and custodial services to firms rather than individuals. Typical uses include janitorial, landscape maintenance, or window cleaning services.	P	
Moving and storage (mini-storage)	C	X
Financial, insurance, and real estate services – Establishments primarily engaged in the provision of financial, insurance, real estate, or securities brokerage services. Typical uses include banks, insurance agencies, or real estate firms.	P	
Event facilities	P	C
RV storage	P	C
Services – Tourist Habitation		
Tourist habitation as defined in CBDC <u>17.150.020</u> (Definitions); with the exception of campgrounds as conditionally permitted in commercial land use districts as specified in this table.	P	
Campground – Campground services involving but not limited to transient habitation areas for travelers in recreational vehicles or tents. Typical uses include park model and recreational vehicle parks.	C	X
Services – Medical and Health		
Hospitals	X	

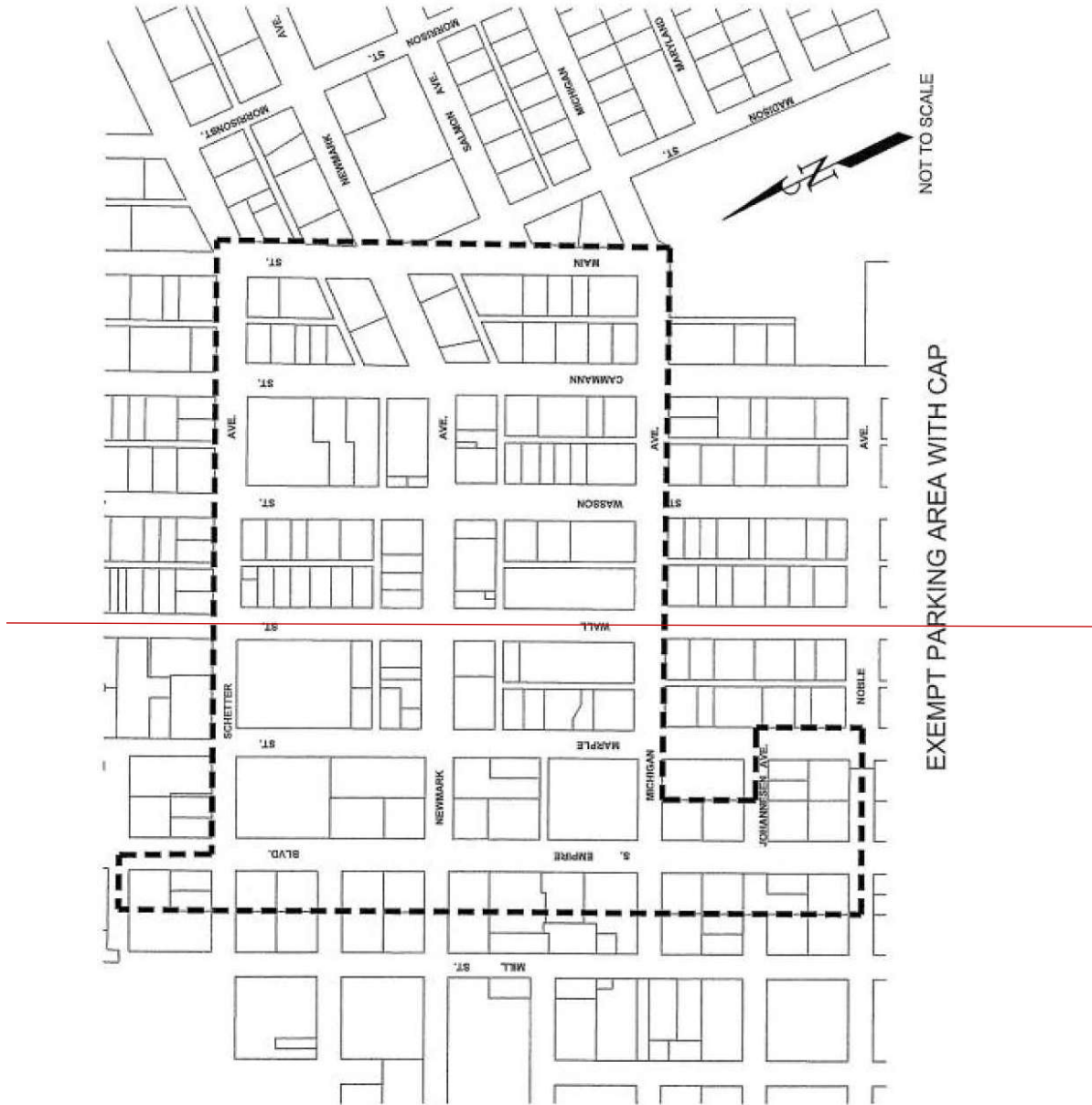
Use	C	MX
Medical services – Establishments primarily engaged in the provision of personal health services ranging from prevention, diagnosis, and treatment, or rehabilitation services provided by physicians, dentists, nurses, and other health personnel as well as the provision of medical testing and analysis services	P	
Ambulance services	P	
Sanitaria, convalescent and rest homes	P	
Orthopedic equipment and supplies, rental, sales and services	P	
Services – Animal Sales and Services		
Auction – Auctioning of livestock on a wholesale or retail basis with incidental storage of animals produced off property not exceeding a 48-hour period. Typical uses include animal auctions or livestock auction yards.	X	
Animal sales and service: grooming – Grooming of dogs, cats, and similar small animals. Typical uses include dog bathing and clipping salons or pet grooming shops.	P	
Animal sales and service: kennel – Boarding, raising, caring, and training services for dogs, cats, and similar small animals. Typical uses include boarding kennels or dog training centers.	C	X
Animal sales and service: pet shop – Establishment for the retail sale of household pets and pet supplies	P	
Animal sales and service: veterinary (small animals) – Veterinary services for small animals. Typical uses include pet clinics, dog and cat hospitals, or animal hospitals.	C	
Veterinary (large animals) – Veterinary services for large animals. Typical uses include animal hospitals or veterinary hospitals.	C	X
Animal waste processing – The processing of animal waste and by-products, including, but not limited to, animal manure, animal bedding waste, and similar by-products of an animal-raising agricultural operation, for use as a commercial fertilizer or soil amendment and including composting for commercial purposes	X	
Aquaculture – Raising, feeding, planting, harvesting fish and shellfish, and associated facilities as necessary for such use, including commercial harvest of naturally occurring clam beds	X	
Services – Amusement		
Community recreation – Recreational, social, or multi-purpose uses typically associated with parks, playfields, golf courses, or community recreation buildings	C	

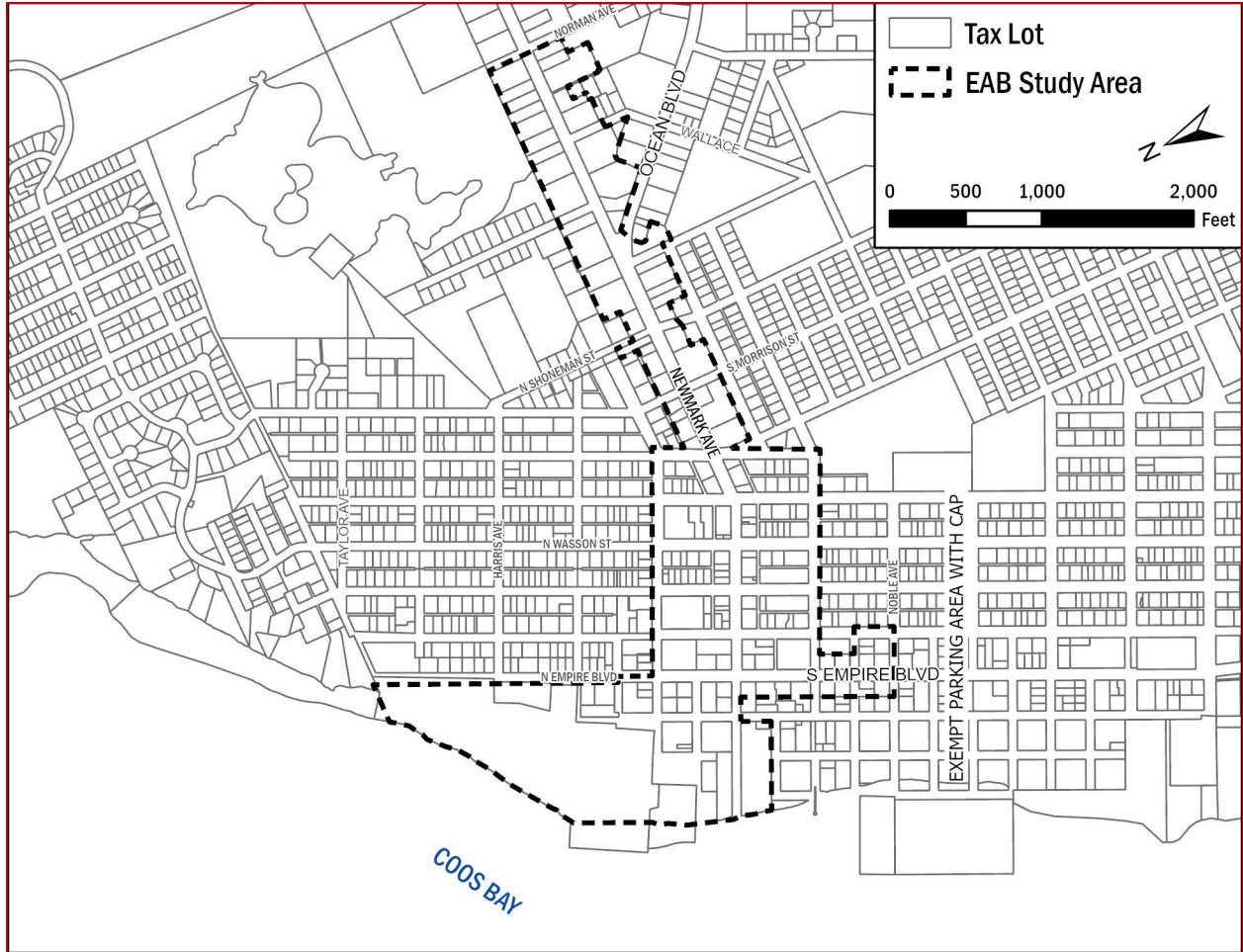
Use	C	MX
Theaters, indoor	P	
Drive-in theaters, stadium and arena facilities	C	
Participant sports and recreation: indoor – Those uses conducted within an enclosed building. Typical uses include bowling alleys, skating rinks (ice and/or roller), billiard/pool parlors, video arcades, swimming pools, physical fitness centers, or racquetball centers.	P	C
Participant sports and recreation: outdoor – Those uses conducted in open facilities. Typical uses include driving ranges, miniature golf courses, or swimming pools.	P	C
Zoos, circuses, carnivals, or amusement rides, excluding temporary civic events endorsed by the city council	C	X
Services – Educational		
Educational services	P	C
Child care facilities	P	
Libraries	P	
Artistic studios and schools including but not limited to dance, music and martial arts	P	
Public parks, parkways, recreation facilities, trails and related facilities	P	C
Public/private educational institutions	P	C
Outdoor events related to grand openings and similar special business events	P	
Services – Membership Organizations		
Business, professional and religious (not including churches)	P	
Civic, social, fraternal, charitable, labor and political	P	
Churches	P	
Distribution Facilities (In conjunction with a permitted use, all activities, except vehicle storage, located entirely within an enclosed building.)		
Distribution facilities	C	X
Public Services and Facilities		
Buildings entirely dedicated to public services, such as City Hall, police and fire substations	P	
Sewer, water and utility transmission lines	P	C
Wireless communications facilities	P	

Use	C	MX
Museums, historic and cultural exhibits and the like	P	
U.S. post offices	P	
Public transit facilities including park and ride facilities	P	
Bus shelters	P	
Accessory Uses and Activities		
On-site hazardous waste treatment and storage facilities, subject to state siting criteria	X	
Drive-through or drive-up facilities	C	
Open Air Activities		
Open air display of plants and produce in conjunction with a permitted use	P	
Open air storage of materials	C	
Open air work activities such as restaurants, portable walk-up vendors (not including drive-through facilities) such as espresso carts, flower stands and food stands, plant nurseries and other uses generally conducted outside in conjunction with a permitted commercial use, unless otherwise prohibited by this title	P	
Open air storage of company vehicles, such as cars and light duty trucks, in conjunction with a permitted use	P	C
Other Uses		
Temporary uses	P	
Solid waste handling and disposal sites	X	
Agricultural uses	X	
Other similar uses deemed by the director to be compatible with the C/MX districts and adjacent land uses.	Review type dependent upon size and intensity of use.	

¹ Within the Empire Area Blueprint study area, residential uses may occupy up to 100% of a building ground floor or story. Refer to Figure 17.330.010(C) for study area boundaries.

Section C: The graphic presented in CBDC Figure 17.330.010(C) is amended to show as follows (new graphic, ~~deleted graphic~~):





Section D: The text of Chapter 17.250 CBDC is amended to read as follows (new text, ~~deleted text~~):

**Chapter 17.250
HOLLERING PLACE DISTRICT (HP)**

Sections:

- 17.250.010 Intent.
- 17.250.020 HP zoning subdistricts.
- 17.250.030 Land uses and permit requirements.
- 17.250.040 Prohibited uses.
- 17.250.050 Development and lot standards.

17.250.010 Intent.

The focus of the Hollering Place district is to provide a mix of uses and activities that will

complement and connect with the existing Empire business district to the east and act as a catalyst to help spur additional development and investment in the Empire area.

17.250.020 HP zoning subdistricts.

The Hollering Place (HP) district shall be made up of two subdistricts, described as follows:

(1) HP-1, Upper Bluff Area. The upper bluff area encompasses the area west of Empire Boulevard, south of Newmark Avenue for a distance of approximately 225 feet, and east of the HP-2 subdistrict at the bottom of the bluff. This area contains approximately 0.84 acre (36,779 square feet).

(2) HP-2, Lower Bench Area. The remainder of the zoning district includes the area at the bottom of the bluff east of Mill Street for a distance of approximately 260 feet south of Newmark and the area west of Mill Street, south of Newmark Avenue, east of the mean high-water line and north of Holland Avenue. This area contains approximately 2.11 acres (92,049 square feet). The area west of Mill Street and east of the mean high-water line is also designated Coos Bay estuary management plan 54-UW (urban water-dependent). [Ord. 503 § 1 (Exh. B), 2018; Ord. 473 § 3 (Exh. A), 2016].

17.250.030 Land uses and permit requirements.

A use permitted outright or conditionally in the Commercial zone district and in Coos Bay estuary management plan 54-UW is permitted the same in the HP zone district.

17.250.040 Prohibited uses.

(1) All marijuana related businesses.

17.250.050 Development and lot standards.

Development and lot standards in the Commercial zone shall apply to uses and developments in the HP zone district.

Section E: The text of Chapter 17.265 CBDC is repealed in its entirety as follows (new text, ~~deleted text~~):

~~Chapter 17.265~~

~~EMPIRE WATERFRONT SETTLEMENT DESIGN REVIEW~~

~~(Recodified as Chapter 17.316 by Ord. 503)~~

Section F: The text of Chapter 17.316 CBDC is repealed in its entirety as follows (new text, ~~deleted text~~):

~~Chapter 17.316~~

~~EMPIRE WATERFRONT SETTLEMENT DESIGN REVIEW~~

~~Sections:~~

~~17.316.010—Purpose.~~

~~17.316.020—Definitions and exemptions.~~

~~17.316.030—Architectural design.~~

~~**17.316.010—Purpose.**~~

~~The provisions of this chapter are intended to: provide a mechanism to promote the educational, cultural, economic, and general welfare of the community; provide an opportunity to reclaim the waterfront heritage setting and to guide development in a direction that strengthens a relationship with that setting; and guide the construction of private and public development to evoke the architectural styles which existed in Empire from the mid to late 1800s. Common architectural styles of the time period include Cascadian rustic, plank styles, false front, salt box, Queen Anne and Victorian. [Ord. 503 § 1 (Exh. B), 2018; Ord. 473 § 3 (Exh. A), 2016. Formerly 17.265.010].~~

~~**17.316.020—Definitions and exemptions.**~~

~~(1) The design area includes lots or parcels abutting Newmark Avenue or any portion of a structure that is contiguous to a structure located on a lot or parcel abutting Newmark Avenue. The design area extends west along Newmark Avenue from the intersection of Ocean Boulevard to Empire Boulevard. All development must comply with design requirements of this chapter.~~

~~(2) For commercial uses and the purposes of this chapter, “development” is defined as any new structure or an extension or increase in floor area or height of an existing structure, or change to the style, signage, color, window (size/pattern/material), siding or detailing on the exterior of any existing building. Alterations to a structure are considered development when there is a change in design, material or external appearance.~~

~~(3) The provisions of this chapter shall not prevent construction, reconstruction, alteration, restoration, demolition or removal of any building or portion of a building when the building official or fire marshal determines that such an emergency action is required for the public safety due to an unsafe or dangerous condition.~~

~~(4) Ordinary maintenance or repair of the exterior of a structure that does not involve a change in design or external appearance is exempt from design review. Use similar or like materials for the maintenance or repair.~~

~~Examples of maintenance include, but are not limited to: replacing a window with the same type of glass, framing material and style of window or replacing siding in disrepair with siding of the same or similar material.~~

~~Exterior alterations which involve replacement with dissimilar materials and/or any new construction, that is not visible from Newmark Avenue, are exempt from design review.~~

~~(5) The director shall review the application of exterior paint color or stain visible from Newmark Avenue. The director shall only approve colors selected from or similar to the~~

~~community services historical color palette the department maintains.~~

~~During a 12-month period, if less than 10 percent of the paintable wall area visible from Newmark Avenue is to be covered with the building's existing paint color or stain, approval of the color is not necessary. [Ord. 503 § 1 (Exh. B), 2018; Ord. 473 § 3 (Exh. A), 2016. Formerly 17.265.020].~~

~~17.316.030—Architectural design.~~

~~The architectural design review goals and standards are intended to supplement the development standards of the commercial zoning district. Where the provisions of this section conflict with the provisions of the zoning district, the stricter shall apply.~~

~~(1) Intent. The intent of the architectural design review goals and standards is to ensure that proposals for development evoke the appearance of the prevailing architectural styles of buildings as they might have existed if constructed in the Empire area during the mid-to-late 1800s. For the purposes of this chapter, these styles are referred to as the “designated historic styles.”~~

~~“Historical Buildings of Empire and Front Street,” a notebook of photographs from the historical time period, is available for review at the community services department, planning division.~~

~~(2) Architectural Design Review Goals and Standards. In order to be approved, a design proposal must comply with both the architectural design review goals and standards.~~

~~(a) Architectural design review goals are the conceptual framework establishing the underlying objectives to be achieved by development in the design area. Architectural design review standards are the approval criteria developed to implement the architectural design review goals and used to review development.~~

~~(b) Architectural design review standards are mandatory approval criteria used in the design review process. The review authority shall approve a design review application if it finds the proposal clearly complies with the applicable architectural design review standards; provided, however, the review authority may waive one or more of the architectural design review standards during the design review process if the applicant clearly demonstrates the proposal satisfies the architectural design review goals for the design area.~~

~~(c) The review authority shall consider factors such as the architectural style of the proposal; compatibility with scenic values and architectural resources in the design area; design quality; structural placement; dimensions; height; bulk; lot coverage by structures; exterior appearance of the building; open areas; and landscaping.~~

~~(3) Architectural Design Review Goals.~~

~~(a) Building Design—Massing. “Massing” is defined as a composition of two-dimensional shapes or three-dimensional volumes, which gives the impression of weight, density and bulk. If the following architectural design review goals are met in the~~

~~architectural design of development, acceptable massing may be accomplished:~~

~~(i) Design should result in buildings with a perceived size that maintains a human scale that is comfortable for and attractive to pedestrians;~~

~~(ii) Design should result in a quality street environment that is attractive to pedestrians and development;~~

~~(iii) Buildings of historic significance and merit should be preserved. Maintain or restore as many of the proportions, dimensions and architectural details of historical significance which were original or added to the building during the designated historic period (the identified historic building in the design area is the house at 476 Newmark Avenue);~~

~~(iv) Design new or remodeled structures abutting or directly across from an historic building so as to preserve, not detract from, the historic context and merit of the building; and~~

~~(v) Buildings should have consistent visual identity from all sides visible to the general public from Newmark Avenue.~~

~~(b) Building Design—Articulation. “Articulation” is defined as the emphasis given to architectural elements (such as windows, balconies, entries, etc.) that create a complementary pattern or rhythm dividing large buildings into smaller identifiable pieces. If the following design review goals are met in the architectural design of development, acceptable articulation may be accomplished:~~

~~(i) Doors and window patterns should evoke buildings constructed during the designated historic period; and~~

~~(ii) Finish materials, details and colors should evoke the designated historic styles and period.~~

~~(c) Signage. Design for signs should emulate signage that existed during the designated historic period.~~

~~(4) Architectural Design Review Standards. The purpose of the architectural design review standards, along with the notebook “Historical Buildings of Empire and Front Street,” is to serve as a resource for designing development that will satisfy the architectural design review goals of the architectural design review standards for the design area. Design proposals may be approved if the following architectural design review standards are met in the architectural design of development:~~

~~(a) Building Design—Massing.~~

~~(i) Use articulation on either new or existing building facades to reduce the bulk of buildings. Methods include, but are not limited to, the following:~~

~~(A) Modulation;~~

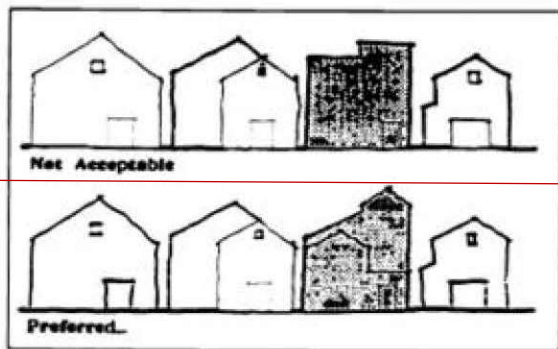
~~(B) Broken rooflines; or~~

~~(C) Building elements such as balconies, chimneys, porches or other entry details, and landscaping.~~

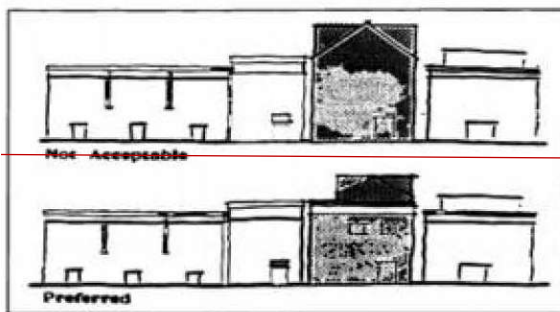
~~(ii) Use architectural features such as cornices or other details that lower the apparent height of the building.~~

~~(iii) Place display windows at the street level around the exterior of larger commercial buildings.~~

~~The pattern and proportion of windows, doors and other glazed areas is important in determining the building's architectural character.~~



~~Rooflines can reinforce the architectural character of a street.~~



~~Architectural features like cornices can relate to adjacent buildings, lowering the apparent, conflicting height of the building.~~

~~(iv) Larger building facades shall be broken down into units that resemble the size of storefront facades from the historical era. When the front elevation of a structure is more than 750 square feet in area, divide the elevation into distinct areas by:~~

~~(A) Creating a bay window or other building extension of at least one foot or more from the main structure;~~

~~(B) Creating a roof pediment that is the full width of the structure; or~~

~~(C) Setting part of the facade back one or more feet from the rest of the facade.~~

~~(v) For existing buildings of historic significance:~~

~~(A) Restore or retain as many historic features as possible;~~

~~(B) Maintain or restore original proportions, dimensions and architectural elements;~~

~~(C) Select paint and material colors which are historically accurate, coordinate the entire facade, and do not conflict with adjacent buildings; and~~

~~(D) Consult available historical resources such as the Coos Historical Society, private historians or photographic archives.~~

~~(vi) At locations across from, abutting or adjacent to buildings of historical significance:~~

~~(A) Use a roofline that emulates the historic building;~~

~~(B) Use doors, windows, materials and details similar to the historic building; and~~

~~(C) Break up the building facade using articulation which reflects the scale and proportions of the historic building.~~

~~(vii) Flat roofs are permitted with detailed stepped parapets.~~

~~(viii) The facade must be designed to emphasize the center or primary entrance(s).~~

~~(ix) Continue exterior materials, architectural detailing, and color scheme around all sides of the building visible to the public from Newmark Avenue. Buildings must present an equivalent level of quality of materials, detailing and fenestration on all sides visible to the general public from Newmark Avenue.~~

~~(x) Reserve bright colors and black for trim or accents unless it is consistent with the architectural style.~~

~~(xi) Use of reflective exterior materials where glare would shine into nearby buildings is prohibited.~~

~~(b) Building Design—Articulation—Finish Materials.~~

~~(i) Vary and articulate facades to provide visual interest to pedestrians.~~

~~(ii) Buildings should use wood or simulated wood products as their exterior finish material on elevations exposed to view from locations accessible by the public.~~

~~(iii) Do not use plain plywood or grooved plywood panels as exterior finish materials on elevations exposed to view from locations accessible by the public.~~

~~(iv) Do not expose concrete or concrete block to view as exterior finish materials except for foundation walls not extending more than one foot above the finished grade level adjacent to the wall.~~

~~(v) Metal siding is prohibited for exterior walls.~~

(vi) ~~The design, detailing and trimming of the rooflines, porches, windows, doors and other architectural features should be in a manner that is in keeping with the designated historic styles.~~

(vii) ~~Glass should be clear, lightly tinted or ornamental stained glass. Use translucent glazing only for restrooms.~~

(viii) ~~Roofing materials exposed to view should be wood shingles, composition roofing, or wavy corrugated metal roofing (rather than bold rib, box rib or v-beam) in a subdued color that is in keeping with the historic styles noted. Decorative features such as cupolas, cresting, chimneys, barge (rake), and soffit/fascia trim are encouraged if it is consistent with the architectural style.~~

(ix) ~~Integrate light fixtures with architectural elements. Decorative light fixtures that are in keeping with the historic styles are encouraged.~~

(x) ~~Exterior light fixtures must not compete with city-furnished sidewalk period lights. Building lights should be metal halide or incandescent and are to be directed away from pedestrians and street traffic so as to avoid glare.~~

Table 17.316.030 – Proposed Historic Color Palette for the Empire Historic District

Style Classification	Proposed Palette
Cascadian Rustic	Body and trim: HC 40—51 and 64—75.
Plank Style	Unfinished.
False Front	Body and trim: HC 85—87, 103—107 Downing Sand, Stone, Earth (100 Years of Color).
Salt Box	Body color: Colonial Revival series (100 Years of Color). Also, HC 4—6, 31—33, 114—120, 127—132, 138—153, 162—165, 169—174, white. Trim: white.
Queen Anne/Victorian	“Painted Ladies” palette. Rookwood series palette (100 Years of Color).
Vernacular	Body color: all of Ben Moore HC palette except: HC 40, 49—51, 61—73, 85, 100, 101, 103, 106, 121, 124—126, 133—135, 154—160. Trim: entire palette.

Note: HC = Historic colors from Benjamin Moore Paints.

~~(5) Signage Standards. The standards below are in addition to the standards in Chapter 17.333 CBDC, Signs. If the provisions conflict, the stricter shall apply. A sign permit is required.~~

~~(a) Signs must be consistent with the character of the facade, the building on which they are situated and the abutting and adjacent area. Review for consistency includes, but is not limited to, evaluation of size, shape, position, materials and illumination in relationship to the facade and abutting and adjacent developments.~~

~~(b) Signs on a business front are limited to a building sign on each building face (identifying the building name), a sign for each business entry (vehicular or pedestrian), and interior painting of street front windows.~~

~~(c) Signs shall have a minimum clearance of eight feet above a pedestrian walkway and 15 feet above a public street or alley, driveway, or parking lot. Signs shall not be closer than two feet to any curblin. A projecting sign shall not project more than eight feet beyond the property line.~~

~~(d) All signs shall:~~

~~(i) Be of an appropriate size and design;~~

~~(ii) Be sited sympathetically on the building;~~

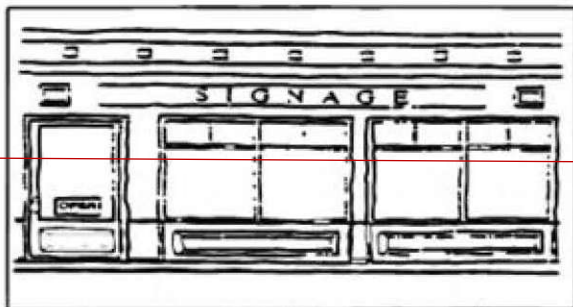
~~(iii) Not obscure or remove detailing on the building;~~

~~(iv) Be designed as part of the building and not treated as an unrelated addition; and~~

~~(v) Be related to the style and character of the building or area.~~

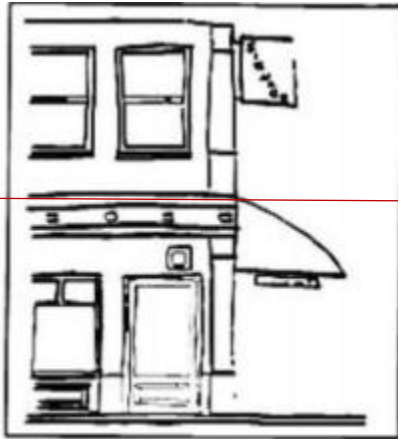
~~(e) Allowed Sign Types.~~

~~(i) Wall/Fascia Sign. A "wall/fascia sign" is defined as the vertical surface of a wall/fascia which is suitable for sign attachment. A wall/fascia sign must not extend across two storefronts or across separate buildings.~~



~~(ii) Projecting or Hanging Sign. A "projecting or hanging sign" is defined as a sign~~

whereon the message area is displayed perpendicular to the building facade.



(iii) Awning Sign. An “awning” is any structure made of fabric or similar material with a painted metal frame which is attached to a building and projects over a public walkway. An awning shall have no soffits, plastic components or internal lighting. Plastic awning fabrics are prohibited. Advertising material attached to an awning is an awning sign.



(iv) Roof Sign. Any sign that is displayed upon or supported in any way by a roof.

(A) Roof signs are discouraged.

(B) Where the design of a building dictates that a roof sign is necessary, the sign must:

1. Be related to the style and character of the building or area; and
2. Not project above the roof ridge line.

(v) Marquee Sign. A “marquee sign” is defined either as a fascia sign or a projecting sign or awning sign which contains movable letters or devices. A marquee sign shall not contain any plastic parts and shall not be internally illuminated.

(vi) Interior Painted Window Signs. These signs are regulated. However, interior painted window signs with holiday themes are allowed for up to 45 days without approval of a sign permit.

~~(vii) Miscellaneous. In addition to the above sign types, other types of signing may be appropriate if it meets the criteria listed in this subsection (5).~~

~~(viii) Neon signs (any sign where neon or other gas contained in tubing is illuminated by the application of electric current) are prohibited.~~

~~(ix) Pole-mounted or freestanding signs are subject to review.~~

~~(x) Sandwich board signs are prohibited. [Ord. 503 § 1 (Exh. B), 2018; Ord. 473 § 3 (Exh. A), 2016. Formerly 17.265.030].~~

Attachment

Recommended Findings

RECOMMENDED FINDINGS OF FACT

I. REQUEST

This proposal amends the text of the Transportation System Plan (TSP), part to the Comprehensive Plan, and amends the text of the Coos Bay Municipal Code (CBMC) to align with the Empire Area Blueprint (EAB) as follows:

- Adopt by resolution the Empire Area Blueprint (EAB) plan.
- Amend the Coos Bay Comprehensive Plan by amending the Transportation System Plan (TSP) to update Tier 2 Project ID/CB-14 (Newmark Avenue Road Diet) to align with the vision set forth in the Empire Area Blueprint for the Newmark Avenue corridor and to incorporate Empire Area Blueprint transportation projects into the Street Connectivity Plan section including project attachments.
- Amend Section 18.15.005 of the Coos Bay Municipal Code (CBMC) to update mobility targets to be consistent with those set forth in the adopted Transportation System Plan (TSP).
- Amend Coos Bay Development Code Title 17 as follows: A) amend Table 17.230.020 to allow residential uses in up to 100% of a building ground floor or story located within the Empire Area Blueprint study area; B) amend the exempt parking area with a cap to align with the Empire Area Blueprint study area boundaries; C) amend the Hollering Place zone district to align the allowed uses with those envisioned in the Empire Area Blueprint and to simplify development standards; and D) repeal the Empire Waterfront Settlement Design Review standards to facilitate future development of the Empire Area.

See Land Use Application # attached hereto as Attachment and incorporated herein by reference.

II. BACKGROUND

In the Fall of 2022, the City Council authorized a long-range planning effort that would assess, explore, and recommend improvements to the Empire Area with the goal of boosting the economic development potential of, and bettering transportation connections throughout, the project area. This work is known as the Empire Area Blueprint (EAB).

The project goals include:

- Build upon previous transportation and planning work developed for the Study Area - specifically, ensuring the Empire Area Blueprint consolidates key

information in the adopted Coos Bay Empire Urban Renewal Plan, the Hollering Place Master Plan, and the Coos Bay Transportation System Plan (TSP).

- Actively engage community members and property owners in support of the Project and its recommended strategies for improvement.
- Clarify the overall land use and improvement vision, including transportation strategies to implement access, circulation, and connectivity enhancements within the Study Area.
- Foster a safe, balanced, and efficient multimodal transportation system that offers transportation choices to those that travel to and through the Study Area including, but not limited to, adequate parking and wayfinding.
- Reflect the historic and cultural significance of the Study Area.
- Identify potential environmental concerns and recommend mitigation strategies.
- Establish key policies, code amendments, and funding tools necessary to fulfill the goals and objectives of the Urban Renewal Plan.

The EAB was informed by a Project Advisory Committee (PAC) made up of community members including residents, property owners, business owners, and affected agencies. Additional stakeholder feedback was obtained through one-on-one interviews. Individual meetings were held with representatives of the Coquille Tribe and of the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians. The PAC met five (5) times to review and consider project materials to inform the preferred alternative.

The Planning Commission conducted two work sessions in 2023 wherein project information was shared, and public feedback was received. The City Council and Planning Commission conducted a joint work session on April 23, 2024, to consider and comment on the preferred alternative.

The preferred alternative is incorporated into the DRAFT Empire Area Blueprint (EAB) plan. The current proposal aims to implement certain recommendations for the study area as set forth in the EAB to help move the preferred alternative forward to reality.

III. NOTICE

The Department of Land Conservation and Development was notified of the proposal to amend the text of the City of Coos Bay Transportation System Plan (TSP) and Coos Bay Municipal Code (CBMC) on September 3, 2024. Notice was mailed to interested parties on [REDACTED], 2024, posted on [REDACTED], 2024, and published in The World Newspaper on [REDACTED], 2024.

IV. COMMENTS

As of the date of this application, a total of 26 written comments have been received and incorporated into the DRAFT Empire Area Blueprint (EAB) plan.

Staff / Agency Comments

As of the date of this staff report, the following staff and agency comments have been received:



V. APPROVAL CRITERIA

Chapter 17.130 CBDC, Procedures.

Chapter 17.360 CBDC, Plan Amendments and Zone Changes.

CBDC 17.360.020 *Initiation of amendment.*

(1) Amendments of the comprehensive plan text or map, zoning map, or this title may be initiated by the city council, the planning commission, the director, or by application of a property owner or their authorized agent by following: (b) Legislative Process. Subject to a Type IV land use procedure. See CBDC [17.130.110](#).

FINDING: In the Fall of 2022, the City Council authorized the Empire Area Blueprint (EAB), a long-range planning effort that would assess, explore, and recommend improvements to the Empire Area with the goal of boosting the economic development potential of, and bettering transportation connections throughout, the project area. Both the City Planning Commission and City Council have conducted work sessions to consider and inform this work. The Community Development Director is responsible for the official application for associated text amendments that will implement the EAB. This application for Comprehensive Plan and Development Code text amendment is consistent with CBDC 17.360.020.

CBDC 17.130.035 *Pre-application review.*

(1) Requirement. Unless otherwise expressly provided in this title, all applications subject to Type III or Type IV review are subject to pre-application review unless the director waives the requirement in writing.

FINDING: Community Development staff were involved in the EAB Project Management Team (PMT), which allowed opportunity for continual input throughout the long-range planning process. Coos Bay City staff, Planning Commission, and City Council were presented with the preferred alternative at a joint work session on April 23, 2024. This presentation, one example of many, served as a pre-application review allowing room for further input from City staff and appointed and elected officials. Therefore, this application is consistent with CBDC 17.130.035(1).

CBDC 17.130.040 *Application contents for all application types.*

(1) All land use applications subject to a Type I, II, III, or IV review shall contain at a

minimum the contents listed in Table 17.130.040(1) – Minimum Requirements for All Applications.

(2) A project site plan identifying existing conditions to remain, and the proposed development and/or land use. The site plan shall include all relevant information from Table 17.130.040(2) – Site Plan Requirements determined by the director to demonstrate the proposed development and/or land use complies, or can be conditioned to comply, with each applicable CBCP, this title, and other city and state policies, regulations, and approval criteria applicable to the application.

(3) Any additional information including but not limited to Table 17.130.040(3) – Additional Contents required by the director to demonstrate the proposed development and/or land use complies, or can be conditioned to comply, with each applicable CBCP, this title, and other city and state policies, regulations, and approval criteria applicable to the application.

(4) Additional application contents associated with a specific application required for the proposed development and/or land use. See Table 17.130.040(4) for specific permit/review applications and applicable code sections with additional application contents and process requirements.

FINDING: A complete application including the DRAFT Empire Area Blueprint (EAB) plan, which identifies the implicated subject area, together with a set of DRAFT text amendments and findings was submitted on [REDACTED], 2024. Therefore, this application is consistent with CBDC 17.130.040.

Amendment applications are, also, subject to CBDC 17.360.040.

CBDC 17.360.040 Application contents.

(1) An amendment application shall include the requisite fee and three paper copies and one electronic copy of the applicable information required by CBDC 17.130.050(2), Technically Complete Status.

(2) A technically complete application shall contain:

(a) A map of the proposed amendment, if applicable; (b) The complete proposed text amendment, if applicable; (c) A narrative describing the potential effects the proposal will have on public services, including streets, schools, parks and utilities, to the extent applicable; (d) An analysis of the potential cumulative effects of the proposal; (e) Materials required under CBDC 17.130.050(2); and (f) Other materials the director deems necessary.

The fee for this application is waived because it entails a City initiated amendment. The application submittal includes the proposed amendments together with the DRAFT Empire Area Blueprint (EAB) plan, which addresses the potential effects of the amendments. One paper copy and one electronic copy of the application was provided because it has been

determined that one paper copy and one electronic copy is a sufficient number of copies for review. Therefore, this application is consistent with CBDC 17.360.040.

CBDC 17.130.050 Review for technically complete status.

(1) Applicability and Schedule. Before accepting an application subject to a Type I, II, or III review, the director shall determine within 30 calendar days after the application is submitted whether the application is technically complete.

FINDING: This application is for a Type IV review. Therefore, CBDC 17.130.050 is not implicated.

CBDC 17.130.060 Distribution of notices.

The city shall provide all required notices subject to Type II, III, or IV review to:

(1) The applicant and the applicant's representative; (a) The property owner of record; shall be the person(s) listed in the records of the Coos County assessor; and (b) Failure of a property owner to receive notice shall not affect the decision if the notice was sent. A sworn certificate of mailing or transmittal confirmation executed by the person who did the mailing or notification shall be conclusive evidence that notice was provided to parties listed or referenced in the certificate;

(2) Agencies with jurisdiction, including transportation and transit agencies; and

(3) Other persons with standing who request such notice in writing.

FINDING: This application is for a Type IV Legislative Land Use Review. The City is the applicant. Notice of this land use application review was provided to affected agencies including the Department of Land Conservation and Development, the local Tribes, ODOT, and CCATD as well as to the Community Coalition of Empire who specifically requested notice of such. Therefore, this application is consistent with CBDC 17.130.060.

CBDC 17.130.070 Approval criteria.

The authorizing authority shall approve a land use application if the applicant has sustained the burden of proving that:

(1) The application complies with the applicable regulations of the Coos Bay comprehensive plan and development code; or that the application can comply with all applicable regulations by complying with adopted conditions of approval; or that necessary variances have been approved; or that adopted conditions of approval have been met prior to final plat approval.

FINDING: Refer to findings under CBDC 17.360.060(1)(a) and (d).

(2) The development makes adequate provision for public services consistent with the level of service provided in adopted city policies, plans and regulations.

FINDING: The current proposal does not include new development; therefore, CBDC 17.130.070(2) is not implicated.

(3) The development will not have a significant adverse effect on adjacent properties or public facilities.

FINDING: The current proposal does not include new development; therefore, CBDC 17.130.070(3) is not implicated.

CBDC 17.130.110 Type IV procedure.

(1) Application contents as noted in CBDC 17.130.040. Refer to CBDC 17.130.070 for approval criteria.

FINDING: An application for Type IV Land Use Review (Amendments) consistent with CBDC 17.130.040 was submitted to initiate a Type IV procedure. The approval criteria for text amendments are set forth in CBDC 17.360.060, addressed below in this final order.

(2) Notice of Application. Twenty days prior to the director's decision, the city shall mail a written notice of the application to property owners within 300 feet of the application site.

(a) Contents of a Notice of Application Subject to Type IV Review. The notice of Type IV application shall contain at least the following information: (i) The file number; (ii) The name(s) and address(es) of the applicant and owner; (iii) The legal description of the site; (iv) The street address or other easily understood geographical reference to the subject property; (v) A description of the proposal and a listing of the approval criteria by applicable code section number; (vi) A statement that the application can be reviewed at City Hall during working hours, and that copies can be obtained for a fee equal to the city's cost for providing the copies; (vii) The name and contact information of the city representative to contact regarding the application; (viii) An invitation to comment, in writing, on the proposal and the place, date and time that comments are due; (ix) A statement outlining the appeals process. (x) The date, time and place of the hearing; (xi) A statement that the planning commission will conduct the hearing in accordance with the rules of procedure adopted by the planning commission; (xii) A statement that the staff report will be available at least seven days prior to the hearing and how the report may be viewed; (xiii) A statement that interested parties may testify orally or in writing at the public hearing; (xiv) A statement of the date, time, and place for the city council public hearing in accordance with the rules of procedure adopted by the city council; and (xv) A statement that the staff report will be available at least seven days prior to the hearing and how the report may be viewed.

FINDING: This application is for a legislative Type IV Land Use Review that applies city-wide, with a focus on the Empire Area Blueprint study area, and not to a single property. Therefore, CBDC 17.130.100(2)(a) is not applicable.

(b) Comments. *The city shall provide the applicant a copy of comments timely received in response to the notice.*

FINDING: The City of Coos Bay is the applicant for this text amendment application and the record keeper of all comments received. CBDC 17.130.100(2)(b) is satisfied.

(c) Distribution of Notices. *Refer to CBDC 17.130.060.*

FINDING: Refer to findings under CBDC 17.130.060, above in this final order.

(3) Public Hearing. *An application subject to a Type IV process will be considered at one or more public hearings before the planning commission and one or more public hearings before the city council. The planning commission and city council may combine their meetings into one public meeting.*

FINDING: The Planning Commission conducted a public hearing on this matter of **October 8, 2024**. The City Council conducted a public hearing on this matter on **November 5, 2024**. Therefore, CBDC 17.130.100(3) is satisfied.

(a) Notice of the Initial Planning Commission Hearing. *At least 20 calendar days before the date of the first planning commission hearing regarding an application subject to a Type IV process, the director shall mail public notice of the hearing to parties who have requested such notice and to other individuals, firms or agencies as deemed appropriate. If the Type IV procedure is related to a specific property, public notice shall be mailed as specified in subsection (2) of this section to property owners within 300 feet of the application site. At least 10 days before the date of the hearing, the city shall cause notice of the hearing to be posted at City Hall, on the city website, and in the local newspaper.*

FINDING: Notice of the Planning Commission public hearing was mailed to interested persons and posted at City Hall and on the City Website on _____, 2024, and published in The World Newspaper on _____, 2024, prior to a decision, in accordance with CBDC 17.130.100(3)(a).

(b) Staff Report. *At least seven calendar days before the date of the first planning commission or joint planning commission/council hearing, the city shall issue a written staff report regarding the application. The staff report shall set out the relevant facts and applicable standards for the application and a summary of how the application complies with those standards. The city shall mail a copy of the staff report to the review authority and to other parties who request it and post an electronic copy of the staff report on the*

city website. Copies of the staff report also shall be available at the public hearing.

FINDING: The staff report was made available on [REDACTED], 2024, more than seven (7) days in advance of the scheduled public hearing. Therefore, this application complies with CBDC 17.130.100(3)(b).

(c) Public Hearing Procedure. Public hearings shall be conducted in accordance with the rules of procedure adopted by the review authority, except to the extent waived by the review authority. A public hearing shall be recorded on audio or audiovisual tape.

(i) At the conclusion of a planning commission or joint planning commission/council hearing on an application subject to a Type IV process, the planning commission or, in the case of a joint planning commission/council meeting, the council shall announce one of the following actions, which may not be appealed: (A) That the hearing is continued. If the hearing is continued to a place, date and time certain, then additional notice of the continued hearing is not required to be mailed or published. If the hearing is not continued to a place, date and time certain, then notice of the continued hearing shall be given as though it was the initial hearing; or (B) That the planning commission recommends against or in favor of approval of the application(s) with or without certain changes, or that the planning commission makes no recommendation regarding the application(s), together with a brief summary of the basis for the recommendation. (C) That, in the case of a joint planning commission/council hearing, the council may take action as noted in subsection (3)(c)(iii) of this section.

FINDING: This land use application was considered at a public hearing conducted in accordance with the procedures set forth in CBDC 17.130.100(3)(c) on **October 8, 2024**, before the Planning Commission, and on **November 5, 2024**, before the City Council. Therefore, this application is consistent with CBDC 17.130.100(3)(c).

CBDC 17.130.140 Expiration and extension of decisions.

(1) Except as otherwise expressly provided by the Coos Bay development code or the decision in question, decisions made pursuant to this chapter expire four years after the effective date of the decision unless, within that time, the applicant or a successor in interest files an application for an extension of the decision or the permit is inaugurated as defined in Chapter 17.150 CBDC.

FINDING: This legislative land use decision is final as of the effective date of Ordinance No. [REDACTED]. CBDC 17.130.140 is not implicated when the City Council adopts a legislative land use decision by ordinance.

CBDC 17.360.060 Approval Criteria.

(1) With a Type IV review, the city council shall approve the proposal upon finding that:

(a) The proposed amendment is consistent with the applicable policies of the

comprehensive plan or that a significant change in circumstances requires an amendment to the plan or map.

Finding: The following Comprehensive Plan goals/policies are applicable to this application:

Recreation and Open Space Strategies

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 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.

The Empire Area Blueprint (EAB) plan considers recreation and open space potentials in the study area and identifies a list of potential opportunities the City can pursue for funding recreation and open space developments, consistent with Recreation and Open Space Strategies R.3 and R.4.

Economic Development Policies

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.

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.

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.

The Empire Area Blueprint (EAB) plan contemplates rezoning some industrial lands in the study area to allow for a mix of commercial and residential uses and amenities to provide flexibility in development consistent with market trends. This plan contemplates enhanced recreational opportunities along the waterfront and enhanced transportation facilities including streets, sidewalks, and bike lanes along the Newmark corridor with the intent of revitalizing the study area for residents, business owners, and tourists alike. For these reasons, the proposal is consistent with Economic Development Policies 1.4, 2.1, 2.2, 6.3, and 6.4.

Housing Policies

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.

3.1 Innovative regulations shall be incorporated into the Development Code to (1) allow for flexibility in design, (2) result in lower costs, (3) permit sound land economics, (4) enhance the environmental integrity of the land resources, (5) promote energy conservation, and potentially (6) provide additional open space and common areas.

The Empire Area Blueprint (EAB) plan recommends allowing for 100% residential use in all stories or floors of a building in the study area, expanding the exempt parking area with a cap to cover the entire study area, and repealing the Empire Settlement Waterfront Design Review standards. Implementing these recommendations will allow for more housing types to be developed at varied price ranges because it is expected that the price point for a unit will decrease with the increased total number of units available in a building. The recommendations provide for flexibility in design, allowing for lower development costs; they, also, afford more land area to be developed for common area and open space use when area that would, otherwise, be required for off-street parking. For these reasons, the proposal is consistent with Housing Policies 1.1 and 3.1.

Transportation Goals

Goal #1: Continue development of an interconnected, multimodal transportation network that connects all members of the community to destinations within and beyond the city.

The Empire Area Blueprint (EAB) plan envisions a Newmark corridor with enhanced streets, sidewalks, bike lanes, and public parking throughout the study area and connecting outward to other parts of the City, consistent with Transportation Goal 1.

Public Participation 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.*

The City has a robust public involvement program, providing opportunities to disseminate information to the public via public meetings, the City website, the Friday Update newsletter, and social media. For this long-range planning process, a project website was maintained, a Public Advisory Committee (PAC) met regularly, stakeholder interviews were completed, and Planning Commission and City Council held open meetings, all of which provided opportunity for input to inform the preferred alternative.

In the summer and fall of 2023, stakeholder interviews were conducted with Coos County Area Transit District (CCATD), the Devereaux Center executive director, and five (5) owners of businesses within the study area. Meetings were held with Tribal Council of the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians on September 21, 2023 and with Coquille Indian Tribe Tribal Staff on September 25, 2023.

The PAC met a total of five (5) times: June 13, 2023, September 12, 2023, November 14, 2023, December 12, 2023, and August 7, 2024. Coos Bay Planning Commission meetings were held on June 13, 2023 and September 12, 2023. On April 23, 2024, the City Council and the Planning Commission held a joint work session.

For these reasons, this proposal is consistent with Public Participation Strategy CI.1.

Agency Coordination Strategies

AC.6 *Coos Bay shall utilize the Coos Bay Estuary Management Plan to guide uses and activities within the Coos Bay estuary and participate in the Coos Bay Estuary Management Plan joint steering committee to ensure coordinated maintenance of this plan over time.*

Land Use And Community Development Planning Strategies

LU.11 *Coos Bay shall utilize the Coos Bay Estuary Management Plan to guide uses and activities within the Coos Bay estuary and participate in the*

Coos Bay Estuary Management Plan joint steering committee to ensure coordinated maintenance of this plan over time.

The Empire Area Blueprint (EAB) plan considers how the currently adopted Coos Bay Estuary Management Plan (CBEMP) allowed uses and activities facilitate the vision of the preferred alternative. CBEMP Unit 54-UW restricts uses and activities permitted on waterfront properties in the study area; specifically, in this unit, residential use is not permitted. The plan finds that a mix of commercial uses and high-end housing may be the highest and best use of the waterfront properties and recommends amending the CBEMP to allow for residential use in CBEMP Unit 54-UW.

The City is a participating member of the CBEMP Joint Steering Committee. This committee is actively seeking funding to complete a comprehensive update to the CBEMP. When funding is secured and the process to update the CBEMP moves forward, the recommendation to allow residential use in CBEMP Unit 54-UW will, also, be moved forward – consistent with Agency Coordination Strategy AC.6 and Land Use and Community Development Planning Strategy LU.11.

(b) The proposed amendment is in the public interest.

FINDING: Adoption of the Empire Area Blueprint (EAB) plan by resolution, including adoption of the proposed text amendments to the Coos Bay Transportation System Plan (TSP) and to the Coos Bay Municipal Code (CBMC) will facilitate the City's ability to:

- Increase pedestrian connectivity through planned transportation improvements that will help to foster a more walkable pedestrian environment throughout the Newmark corridor through transportation facility enhancements including implementation of wayfinding signage and a continued focus on façade improvements.
- Encourage housing development by allowing 100% residential use of a building in the study area; this can be mutually beneficial for meeting citywide housing needs, developing a base of customers for businesses, and creating a more dynamic district.
- Support new and existing businesses by investing in transportation infrastructure improvements and allowing for greater flexibility in land use and design to encourage active use in the area.
- Strengthen sense of place by developing partnerships for building support for projects along Newmark Avenue and branding and public art.

Therefore, this proposal will provide a long-term benefit to the community and is in the public interest of the citizens of Coos Bay and is consistent with CBDC 17.360.060(1)(b).

(c) Approval of the amendment will not result in a decrease in the level of service for capital facilities and services identified in the Coos Bay capital improvement plan(s).

FINDING: The proposal aligns the Coos Bay Municipal Code (CBMC) mobility standard with the mobility standard set forth in the adopted Transportation System Plan (TSP) and incorporates the preferred alternative design into this plan's list of identified projects, where Newmark Avenue is already a contemplated project. The proposal is not for new development and does not allow for any new uses or activities nor any new policies that would impact capital facilities and services.

Therefore, this application is consistent with CBDC 17.360.060(1)(c).

(d) The proposed amendment is consistent with the city of Coos Bay's planned transportation system as described within the transportation system plan;

FINDING: The proposal amends the Coos Bay Municipal Code (CBMC) mobility targets to align with the mobility targets set forth in the current adopted Transportation System Plan (TSP). Further, the proposal amends the Newmark Avenue (CB-14) project in the current adopted TSP to align with the Empire Area Blueprint (EAB) plan.

Therefore, the proposal is consistent with CBDC 17.360.060(1)(d).

(e) The proposed amendment is consistent with the adopted transportation system plan and would facilitate the planned function, capacity, and performance standards of the impacted facility or facilities; and

FINDING: The proposal will amend the Newmark Avenue (CB-14) project in the current adopted Transportation System Plan (TSP) to align with the Empire Area Blueprint (EAB) plan preferred alternative and, also, will amend the Coos Bay Municipal Code (CBMC) to ensure consistency with the adopted TSP. The proposal does not include new development, nor does it include newly allowed uses or activities that would impact transportation facilities.

Therefore, the proposal is consistent with CBDC 17.360.060(1)(e).

(f) The proposed amendment shall be consistent with the OAR 660-012-0060 requirements. Where it is found that a proposed amendment would have a significant effect on a transportation facility in consultation with the applicable roadway authority, the city shall work with the roadway authority and applicant to modify the amendment request or mitigate the impacts in accordance with the TPR and applicable law.

FINDING: The proposal is to adopt the Empire Area Blueprint (EAB) by resolution, to amend the Newmark Avenue (CB-14) project in the Transportation System

Plan (TSP) to align with the EAB preferred alternative, and to amend the Coos Bay Municipal Code (CBMC) to ensure mobility targets are consistent with the adopted TSP and to allow greater flexibility for development opportunities in the study area. The proposal will have no adverse effect on specific properties or public facilities including, but not limited to, transportation facilities, because it will not result in changes to current permitted uses and activities.

Therefore, the proposal is consistent with CBDC 17.360.060(1)(f).

VI. COMPLIANCE WITH STATEWIDE PLANNING GOALS

FINDING: This proposal is consistent with Oregon Statewide Planning Goals. The following Statewide Planning Goals are not applicable to the proposed code amendment: Goal 3—Agricultural Lands, Goal 4—Forest Lands, Goal 6—Air, Water and Land Resources Quality, Goal 7—Areas Subject to Natural Hazards, Goal 13—Energy Conservation, Goal 14—Urbanization, Goal 15—Willamette River Greenway, Goal 16—Estuarine Resources, Goal 17—Coastal Shorelands, Goal 18—Beaches and Dunes, Goal 19—Ocean Resources.

This proposal is consistent with Goal 1—Citizen Involvement. The development of the Empire Area Blueprint (EAB) included public comment and review throughout its preparation: (A) The EAB Public Advisory Committee, which provided technical and policy guidance, met five (5) times. On April 23, 2024, the City Council and the Planning Commission held a joint work session. (B) In the summer and fall of 2023, stakeholder interviews were conducted with Coos County Area Transit District (CCATD), the Devereaux Center executive director, and five (5) owners of businesses located in the study area. Meetings were held with Tribal Council of the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians on September 21, 2023, and with Coquille Indian Tribe Tribal Staff on September 25, 2023. (C) Public involvement was encouraged through numerous avenues. In addition to media releases and flyers sent on June 2, 2023, the EAB website posts announcements, project documents, and public feedback opportunities. Adequate public notice of the proposed changes has been provided through the Type IV public notice process as specified in CBDC 17.130.110. The Department of Land Conservation and Development was notified of the intended amendments and September 3, 2024. Public notice was provided via mailings, postings at City Hall, on the City website, and City social media as well as publication in The World Newspaper on [REDACTED], 2024. Public hearings were held before the Planning Commission on **October 8, 2024**, and before the City Council on **November 5, 2024**.

This proposal is consistent with Goal 2—Land Use Planning. The City

has established a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. The proposal followed the process established in CBMC Title 17 for text amendments to the City Code and to the Comprehensive Plan, ensuring consistency across both documents.

This proposal is consistent with Goal 5—Natural Resources, Scenic and Historic Areas, and Open Spaces. The Empire Area Blueprint (EAB) plan considers recreation and open space potentials in the study area and identifies a list of potential opportunities the City can pursue for funding recreation and open space developments. The EAB aims to enhance scenic resources in the study area by providing a framework for better multimodal accessibility throughout the Newmark corridor, for more open space along the waterfront, and for implementation of wayfinding signs that highlight area resources.

This proposal is consistent with Goal 8—Recreational Needs. The Empire Area Blueprint (EAB) plan considers recreation potentials in the study area, open space and walking/bike facilities, and identifies a list of potential opportunities the City can pursue for funding recreational and open space developments.

This proposal is consistent with Goal 9—Economic Development. The Empire Area Blueprint (EAB) plan contemplates rezoning some industrial lands in the study area to allow for a mix of commercial and residential uses and amenities to provide flexibility in development consistent with market trends. This plan contemplates enhanced recreational opportunities along the waterfront and enhanced transportation facilities including streets, sidewalks, and bike lanes along the Newmark corridor with the intent of revitalizing the study area for residents, business owners, and tourists alike. Further, the proposal will allow for greater flexibility in development, benefiting property/business owners and developers, encouraging revitalization of the study area.

This proposal is consistent with Goal 10—Housing. The proposal includes allowing for 100% residential use in all stories or floors of a building in the study area, expanding the exempt parking area with a cap to cover the entire study area, and repealing Hollering Place and Empire Settlement Waterfront Design Review standards. Implementing these recommendations will allow for more housing types to be developed at varied price ranges because it is expected that the price point for a unit will decrease with the increased total number of units available in a building. The recommendations provide for flexibility in design, allowing for lower development costs and affording land area to be developed for common area and open space use that would, otherwise, be required for off-street

parking.

This proposal is consistent with Goal 12—Transportation. The Empire Area Blueprint (EAB) plan envisions a Newmark corridor with enhanced streets, sidewalks, bike lanes, and public parking throughout the study area and connecting outward to other parts of the City. The proposal includes amendments to the Transportation System Plan (TSP) to update the Newmark Avenue (CB-14) project and to the text of Coos Bay Municipal Code (CBMC) to ensure consistency in mobility targets between the two documents. There are no new uses or activities, nor new policies proposed that would significantly impact an existing or planned transportation facility.

CONCLUSION: Based on the application submittal and information available at City Hall, and as outlined herein, the proposal complies with all criteria for approval of an application for a Comprehensive Plan and Code Text Amendment. Therefore, Land Use Permit Application # [REDACTED] -PLNG is APPROVED.