City of North Bend
Urban Renewal Agency

Downtown Waterfront District

Master Plan 1998
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NORTH BEND DOWNTOWN WATERFRONT DISTRICT MASTER PLAN

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Chapter One

PREFACE
Chapter 1

PREFACE

In order to better facilitate one of the longest standing goals of the Council of the City of North Bend, that of Downtown and Waterfront Redevelopment, the City Council authorized the team of McSwain & Woods, AIA, Architects and Planners, and Shoji Planning and Development to undertake this analysis and Master Plan design.

This report, together with the computer-generated renderings and model of the District, comprise the result of this year-long effort. The report is organized with the final recommended goals and implementation strategies listed first, reflecting the oft-stated desire of the Urban Renewal Agency and staff to begin the actual process of bringing this vision to reality as soon as possible. A discussion of the architectural and planning vision achieved during this process, along with some of the sketches of the District are included, along with suggested changes to comprehensive plans, zoning ordinances and architectural guidelines. The latter will assist City staff in beginning the process of revising these documents. All of the data which was assembled and analyzed in the design and preparation of this report and in support of its conclusions, is included for reference in the document.

The Design and Planning Team was supported in this endeavor not only by the staff of the City of North Bend, whose assistance is here gratefully acknowledged, but by the regular input of various organizations around North Bend, with the Downtown Association taking an active leadership role in assisting the Team bring together a broad-based consensus for the final design.

Commissioners Lee Golder and Mike Erberle not only traveled with the Team to review other port cities in the Northwest and their solutions to similar problems, but took an active and continuing interest in the project and contributed much valuable advice and perspective.
Chapter Two

IMPLEMENTATION STRATEGIES
Chapter 2
IMPLEMENTATION STRATEGIES

PHASE ONE

1. Construct the California Street boat launch facility, restrooms and the first ten parking spaces of the Harbor Avenue city parking lot.

2. Acquire the Weyerhaeuser waterfront property, including the old City Dock, without which the municipal waterfront development set forth in this Master Plan can not be accomplished.

3. Initiate the necessary land use planning and zoning amendments to remove the "Especially Suited for Water-Dependent" (ESWD) restrictions currently applicable to the designated shorelands of the waterfront so that mixed uses, including water oriented commercial enterprises are allowed.

4. Based on the suggested Architectural Guidelines set forth in Chapter 8 of this document, and as an element of the zoning, adopt the architectural standards and design review processes which will direct development of business in a manner which will enhance the Downtown Waterfront character of the District.

5. Begin the process of obtaining permits to construct a seawall or other similar structure, together with the necessary backfill to accommodate the construction of Harbor Avenue.

PHASE TWO

1. Set aside development parcels within the North Bend Airport Business Park to be allocated out to businesses which would be encouraged to relocate from the Waterfront District in order to allow planned civic development to occur. Further coordinate with the International Port of Coos Bay and/or other jurisdictions for relocation set-asides for businesses which may need continued access to rail or dockage.

2. Negotiate with the Union Pacific Railroad Company to develop a joint use, mutual easement or right of first refusal to purchase agreement for the development of proposed
Railroad Avenue from Tremont Street on the south to Montana Street on the north.

4. Incorporate the new City Parks shown to be developed as part of the Downtown Waterfront Master Plan into the new City of North Bend Parks Master Plan currently under development.

5. Begin a phased implementation of streetscape improvements to existing city streets based on recommendations of this report.

**PHASE THREE**

1. Engineer and construct Harbor Avenue Seawall.

2. Engineer and construct Harbor Avenue between Washington Street and Virginia Avenue; construct the Harborwalk between Virginia Avenue and California Street.

3. Acquire the necessary real estate and construct the new City parking lots, including upper decks where shown, at Sherman Avenue and Washington Street, south of Engles Furniture, at Sheridan Avenue and Virginia Avenue, and near the flag station.

4. Coordinate with the engineering departments of Pacific Power, GTE Northwest and Falcon Cable to implement the underground utilities plan illustrated in Appendix B this report.

5. Engineer and construct the new City Pier (at the foot of Virginia Avenue), and the new piers at Washington and California Streets.

6. Engineer and construct the new Waterfront Tower.
Chapter Three

ANALYSIS of IMPLEMENTATION STRATEGIES
PHASE ONE

1. **CALIFORNIA AVENUE BOAT LAUNCH:**

The City of North Bend is currently working with the State of Oregon Marine Board to make this project a reality. Due to the availability of funding from the Marine Board, no expenditure of tax increment dollars from the Urban Renewal District will be required.

Working with City staff, the Design Team has incorporated the probable design layout of this ramp and its attendant floating docks into the Master Plan and Model, utilizing current Marine Board Design Guidelines. Included is a second floating dock which will be designed to be adapted later to follow the angle of construction of the future California Street Pier. This will improve usability of the ramp/dock by future seasonal concessionaires who may be in the business of providing boat, sailboard or kayak rentals to Waterfront visitors.

Additionally, it was noted by City staff that the required public restrooms did not have to be immediately adjacent to the ramp, as long as they were located within 200 feet of the ramp centerline. These restrooms have been located along the dedicated but unimproved Harbor Avenue right-of-way.

As this is a very tight site to locate the boat launch ramp, it was difficult to locate all the parking required by the Marine Board on site. The Design Team has indicated on the Master Plan that the first half-dozen parking spaces of the proposed Harbor Avenue City Parking Lot be developed under this Marine Board grant, if possible. Although the City might have to designate these spaces as reserved for the boat ramp, it will be an excellent way to inaugurate construction of this public parking lot without the need for Urban Renewal funding at this time.

**TASK:** Within State of Oregon Marine Board design guidelines, and within grant proposals to that agency, maximize Downtown Waterfront District Master Plan features including construction projects.
2. **ACQUISITION OF WATERFRONT PROPERTY:**

Acquisition of the Weyerhaeuser waterfront ownership is vital to the development of the Downtown Waterfront District. As can be seen on the Ownership Map (Appendix A), the Weyerhaeuser Company controls the North Bend Waterfront in the area of the Master Plan, including the old City Dock. (Additionally, it would be desirable to obtain the property currently occupied by the Weyerhaeuser chip facility, which is shown developed into the *Downtown Waterfront RV Park* in the Master Plan and on the Model.)

The following proposed development features of the Master Plan are dependent upon the acquisition of this property: a) the new *City Pier*, which includes reconstruction of the *ship dock*, the new *Public Square* with the covered *band shell*, provision for access to new *transient moorage floating docks*, and a *seafood offload/sale facility* as well as handicap accessible *public restrooms*, b) the *Inner Harbor* just north of City Pier, designed for display of an *historic vessel*, c) the previously discussed *California Street Pier*, which will have provisions for *seasonal concessionaires* serving the waterfront visitors and users of the boat launch and d) the *Washington Street Pier*, which is designed to accommodate a *waterfront inn* and *restaurant/lounge* on the water, as well as *public access for fishing*.

**TASK:** Establish contact and begin regular negotiations with the Weyerhaeuser Company to determine under what conditions this waterfront property can be returned to the City of North Bend.

3. **AMENDMENTS TO LAND USE PLANNING DOCUMENTS:**

This Master Plan provides a vision to serve as the foundation of a functional and exciting plan to connect the downtown and the waterfront in the future. Redevelopment of any portion of North Bend's waterfront into a vital commercial and public area which establishes the waterfront as a point of municipal focus, civic pride and activity will only be possible when amendments to the City's land use planning documents have been approved. This is because *current regulations allow only narrowly defined water-dependent/water-related uses*, and they do not allow water oriented uses which benefit from location adjacent to the water, but do not
depend upon a waterfront location. Therefore, amending land use planning documents is a first step in setting the stage for redevelopment; the amendments will be required prior to obtaining specific state and federal grants and/or permits which are necessary to implement various phases of the Master Plan. The required amendment processes and the options for accomplishing the amendments are set forth in greater detail in Chapter 7 of this document.

Task: Amend the Coos Bay Estuary Management Plan, the North Bend Comprehensive Plan and the North Bend Zoning Ordinance so that the structures and activities which encourage the redevelopment of the North Bend Waterfront District consistent with this Master Plan are allowed.

4. DESIGN & PERMITTING OF THE HARBOR AVENUE SEAWALL:

Once the Weyerhaeuser property is secured and the land use planning amendments are underway, the Urban Renewal Agency will need to lay the groundwork for what will undoubtedly be a protracted permitting process to obtain approval from the appropriate agencies to construct the Harbor Avenue Seawall. This seawall is necessary for the construction of the new Harbor Avenue street improvements, the Harborwalk Esplanade and as a foundation for the City Pier at the foot of Virginia Avenue and for the Washington & California Street Piers.

Although preliminary engineering analysis will determine the relative cost of this project (including mitigation), a seawall is the more desirable aesthetic solution over sheet piling or a standard piling supported dock structure, although these would be the logical second choice options if a seawall proves untenable. In any event, the construction of the seawall provides the basic infrastructural keystone in the Downtown Waterfront District redevelopment.

**TASK:** Commission a preliminary design/engineering study to determine the optimum seawall configuration and feasibility. Begin discussions with the Division of State Lands and the US Corps of Engineers and other agencies having jurisdiction in order to establish the parameters of the approval process.
5. **ADDITION OF NEW CITY PARKS & PIERS TO THE PARKS MASTER PLAN:**

The Master Plan sets forth the following new city parks: Two "vest-pocket" or smaller, parks; the 'Ellipse Park' on Virginia Avenue between Sheridan and Railroad Avenues, and the 'Depot Park' across California Street from the new *streetcar station/depot*.

The larger 'Tower Park' across Harbor Avenue from the new **City Pier** is one of the three elements which comprise the *large 'special event' civic space*; the others are the City Pier and Harbor Avenue, which could be closed for festivals and parades such as the *Jubilee*, thus providing a *central municipal focus* for the City of North Bend. The main feature of this park obviously is the proposed lighthouse-inspired tower designed to serve as a *landmark* and city identifier, an *elevator* making the *observation deck* accessible to all citizens regardless of disability, and a small *maritime display* on the ground floor.

In addition to the City Pier, which incorporates a *public plaza*, *restrooms*, *covered band shell* and large pier for strolling or *visiting display ships*, the Washington and California Street Piers should be incorporated into the City Parks system. The **Washington Street Pier** is designed as a part of the continuous public *Harborwalk Trail*, even though it is primarily commercial in emphasis with a *waterfront inn, restaurant and lounge*. The California Street Pier is designed as completely public pier which also offers opportunities and facilities for *small start-up businesses, seasonal rentals, and concessions* which operate as an adjunct to the new boat ramp. (This pier is also serviced by the new restrooms nearby which are to be constructed as part of the California Avenue Boat ramp project.)

**TASK:** *Incorporate the proposed new City Parks into the North Bend Parks Master Plan currently underway.*

6. **ADOPTION OF THE NEW ARCHITECTURAL GUIDELINES:**

The Downtown Waterfront District includes properties which will be located within at least two zoning designations and may be subject to special shoreland management restrictions. It is recommended that *Architectural Guidelines/Standards* be adopted in conjunction with any existing or new zoning
designations within the district. The model Architectural Guidelines which have been written for this project and included in Chapter 8 of this document propose two distinct styles:

Between the west side of new Harbor Avenue and the waterfront, a nautical theme is proposed for future development. The building style reflected on the sketches and the model of this area and the observation tower reflect this notion.

The area between the east side of new Railroad Avenue and the west boundary of the District is proposed to hearken back to the rich trove of architecturally significant buildings once found in the downtown area. For illustration purposes, the model features buildings which evoke the Castle and Grand Saloon Buildings, originally located a block or two west of the location shown on the model.

Architectural standards can be a very effective tool to assure visual integrity when new businesses move into the District to take advantage of the City's infrastructure improvements and opportunities which have become available due to less restrictive land use planning. Architectural standards can set the architectural character of the District.

**TASK:** Utilizing the Architectural Guidelines included in this document, develop architectural standards for the Downtown Waterfront District which can be incorporated into the North Bend Zoning Ordinance.

**PHASE TWO**

1. **PROVIDE OPPORTUNITIES FOR BUSINESS RELOCATIONS TO FACILITATE CIVIC INFRASTRUCTURE DEVELOPMENT:**

As the North Bend Airport Business Park continues to develop, it will be necessary for the North Bend Urban Renewal Agency to set aside several parcels as a "land bank." For example, when the Urban Renewal Agency decides to pursue establishment of the new Tower Park across Harbor Avenue from the City Pier on Virginia Avenue, or new city parking lots in the four designated downtown blocks, some existing businesses or buildings may be displaced.
Future development on most private parcels should come through attrition over time (or by current owners making improvements encouraged by ongoing adjacent development). Specific public infrastructure improvements may be dependent upon negotiation with the current owners to carry out a business relocation, however, so that the property is available for the infrastructure set forth in this Master Plan. While the Urban Renewal Agency will want to encourage most downtown waterfront businesses to remain in the area of the new Downtown Waterfront District, expansion to the Airport Business Park may be a desirable option for others. Larger parcels in the Airport Business Park will provide flexible options for the relocating businesses.

Firms which require rail access may wish to relocate either to the property under the McCullough Bridge or to industrial property on the north side of the Bay. In any case, the North Bend Urban Renewal Agency should discuss options for facilitating the relocation process with other involved agencies, with the property owners and with the business owners because maintaining and expanding existing business in the City is a priority.

**TASK:** Establish relocation package proposals for property owners in the Downtown Waterfront District whose property falls within the sites targeted for public infrastructure improvements.

2. **ACQUISITION OF EXISTING RAILROAD RIGHT-OF-WAY OR JOINT USE AGREEMENT TO DEVELOP NEW RAILROAD AVENUE STREET IMPROVEMENTS:**

The existing Union Pacific Railroad right-of-way located between Washington and California Streets, and extending from Tremont north, is extremely wide due to the location of several rail sidings (some abandoned), and it bisects two large "superblocks". These "superblocks", when split by the railroad, are reduced to about the size of an average city block in the Downtown Waterfront District study area. For this reason, it is logical to develop the existing Union Pacific Railroad right-of-way into a new street which fits nicely into the City existing street grid. The development of this new street would create new street frontage for the proposed Downtown Waterfront RV park and five other blocks.
Because rail service is a key element of the economic well being of the port and the region as a whole, this Master Plan recommends joint use of the railroad right-of-way. There are numerous examples of successful joint uses of railroad right-of-ways by railroad traffic, motorized vehicles operated by commercial enterprises, and the public at large. When this joint use occurs, overall traffic circulation may be improved for the betterment of the community; the most notable example locally is Front Street in the City of Coos Bay.

By locating a re-creation of the original North Bend Depot building along Railroad Avenue, the City could provide a new location for the existing rail engine currently located on Highway 101 near the Coos Historical Society Museum. (The local chapter of the National Railway Historical Society has indicated to the project team that they are currently looking for a new home for the rail engine.) In addition, a museum and a depot for a streetcar/trolley system is proposed. This would provide a connection to the waterfront of the City of Coos Bay, to shopping at Pony Village, and to other area attractions. The streetcar/trolley system would enhance the Bay Area tourism industry, especially during the tourist season.

One of the first priorities of the North Bend Urban Renewal Agency should be to set up negotiations with the Union Pacific Railroad Company which owns the right-of-way. The ultimate goal for the Urban Renewal Agency could be a joint-use agreement with the Urban Renewal Agency obtaining ownership if the railroad ever vacates. (Other cities, such as Port Angeles, Washington, have been very successful in obtaining such railroad right-of-way.) This would allow development of the new Railroad Avenue street improvement while the railroad continues to utilize the rail lines. Obtaining a right of first refusal to acquire the right-of-way if the railroad company abandons the line in the future is a priority in any event.

**TASK:** Establish formal ongoing discussions with the Union Pacific Railroad Company to obtain the right to develop street improvements on the existing railroad right-of-way, and obtain a right of first refusal to purchase the right of way in the event that the line is abandoned in the future.
3. **DOWNTOWN WATERFRONT DISTRICT STREETSCAPE IMPROVEMENTS:**

Streetscape improvements consist of a common set of architectural features designed to **enhance the usability** of an area while **improving the aesthetic image** and **visually uniting the area**. A goal of this Master Plan is to unite the existing downtown core area and the identified waterfront area into a cohesive District. When entering the District from any direction, the streetscape should identify the District.

For the Downtown Waterfront District, the following streetscape improvements are proposed: full width **brick sidewalks** east of Railroad Avenue to the waterfront; concrete sidewalks with **brick trim lines** just behind the curb, and if possible, along the building/sidewalk interface on all other city sidewalks in the District, with sidewalk intersections/handicap ramps being full width brick; **brick crosswalks** at all street intersections (unless not allowed by the Oregon Department of Transportation); simple, single-light **streetlights** along all streets and the **Harborwalk**, with double-light versions along the **seawall** and piers (with cross arms for flag or **banner display**); where wide sidewalks can be created, and at sidewalk intersections, on public piers and in new city parks, **benches** should be provided for the casual stroller and shopper, along with **planters** on all sidewalks where possible, except for sidewalks which are adjacent to a new city park.

If streetscape improvements begin prior to new underground power construction in the District, accommodation for such underground power routing should be included in any new sidewalk work. This accommodation should occur in consultation with Pacific Power. If this work is to be undertaken in phases, it may be necessary to purchase some items such as streetlights and benches at the beginning of the project to ensure model and style consistency and availability over time.

**TASK:** Select specific desired streetscape features, engineer all improvements for the District and designate an “inaugural” block to act as an initial display and impetus to the completion of all the blocks in the District. Devise a phasing plan based on projected tax-increment revenues.
PHASE THREE

1. CONSTRUCTION OF THE HARBOR AVENUE SEAWALL:

   Fundamental to the success of developing an attractive inner harbor and transient moorage facility as it provides a visual counterpoint to the piling of the docks to be constructed, the construction of the Harbor Avenue seawall is one of the main priorities of the Downtown Waterfront Master Plan. Even though eventual construction of this large public works project will be deferred several years due to both the length of the permitting process and need for the tax increment fund of the Urban Renewal District to increase substantially over time, this construction of Harbor Avenue should be undertaken as soon as is practicable; this is because the construction of the new Harbor Avenue, the waterfront utilities, the development of new Harbor Avenue business and the construction of the three piers, inner harbor and transient moorage all depend on the existence of the Seawall.

   TASK: As the keystone in the development of the waterfront portion of the Downtown Waterfront District, begin planning and Urban Renewal District budgeting for the Harbor Avenue Seawall now, so that construction can begin as soon as the permitting process (see Phase 1, No. 4 above) is complete.

2. CONSTRUCTION OF HARBOR AVENUE:

   Once the construction of the Harbor Avenue Seawall is complete, construction work can begin on the Harbor Avenue Street improvements between Washington and Virginia Streets, and on the Harborwalk/Esplanade between Virginia and California Streets. Continuing a very large public works project, the largest envisioned by this Master Plan, the Seawall/ Harbor Avenue/City Pier construction work will entail a major commitment by the citizens of the City of North Bend to the development of the Downtown Waterfront District. Because the majority of the Urban Renewal District increment tax revenues will go to these projects, a substantial amount of financial planning will be required prior to their completion. In order to ensure the accuracy of cost forecasts, it might be advisable to perform all but the final engineering and drafting of the Harbor Avenue/Harborwalk infrastructure improvements so that accurate budgeting information is in hand at the earliest possible date.
Additionally, this would enable the Harbor Avenue project to proceed smoothly to Construction Document completion and bid, during the construction of the Seawall. It is important to keep in mind that the sooner the basic infrastructure improvements are in place and business begins to develop, the sooner the Urban Renewal Agency begins to realize substantial increases in the tax increment.

**TASK:** Engineer the Harbor Avenue improvements to the extent that accurate Urban Renewal Agency increment funds can be allocated; at the time that preliminary seawall approval is obtained from agencies having jurisdiction, complete Harbor Avenue engineering Construction Documents for bidding and construction.

### 3. ACQUISITION OF PROPERTY AND DEVELOPMENT OF NEW CITY PARKING LOTS:

During the design phase and consensus building process for this Master Plan, the concept of creating additional, *small parking lots located in each block of the downtown*, rather than a single centrally located large parking structure received the most support. In addition to the new parking lot the city has developed on Union Avenue across from City Hall, the following sites are also suggested for eventual parking lot development: a) the existing *public lot at Sherman Avenue and Washington Street* could be improved and augmented by construction of a *second parking level* to be entered off of Union Avenue at the upper level; b) *the area north of Engles Furniture* including the property currently occupied by ILWU and that most recently occupied by Coastal Paper and Supply could be an effective downtown parking area for businesses in that block (a relocation or exchange would be required with the ILWU for their building and parking across Washington Street, and also with the owner of the building Coastal Paper recently vacated, together with a public/private partnership with Engles Furniture, current owner of a portion of this proposed parking area); c) finally in the *IOOF block*, the property previously occupied by Day-Ford Electric at the northwest corner of Virginia Avenue and Sheridan Avenue, State owned property, and other miscellaneous pieces might become available to construct a *two-level parking structure*. This latter structure would border the site of a proposed *new motel* located between the north and southbound lanes of US 101.
Chapter 3

TASK: Establish relocation package proposals for property owners of sites identified for new City parking lots, and begin negotiations for eventual property acquisition; begin feasibility studies, including preliminary engineering, to establish project costs for Urban Renewal Agency budgeting.

4. **RELOCATE DOWNTOWN WATERFRONT UTILITIES TO UNDERGROUND SERVICE:**

In Appendix B of this document is a preliminary design/engineering plan devised by the Engineering Department of Pacific Power to relocate electric utilities underground in the Downtown Waterfront District. Although very preliminary, this plan could serve as a basis for approximate cost estimating by Pacific Power in the future. Together with similar feasibility studies from GTE Northwest, and Falcon Cable, cost estimating could serve to establish budget targets for Urban Renewal Agency tax increment dollar allocations. The development of underground utility systems will probably be the second largest commitment of Urban Renewal Agency funds following the commitment to the Harbor Avenue Seawall and associated waterfront projects.

TASK: Coordinate preliminary engineering design plans from local utility services along with other proposed infrastructure expenditures such as those for streetscape improvements; obtain construction cost estimates and include in Urban Renewal Agency budgets.

5. **CONSTRUCTION OF THE CITY PIER, AND WASHINGTON AND CALIFORNIA STREET PIERS:**

The construction of the new City Pier, at the foot of Virginia Avenue, will not only restore municipally owned dockage capability for the first time in years, it will provide a venue for visiting tall ships, military ships or other vessels for display, either independently or in association with festivals such as the Jubilee. It can also provide a possible revenue source if a visiting NOAA or Corps of Engineers vessel, for example, requires temporary berthing. By creating two small “inner harbors,” the City Pier helps create an opportunity for the North Bend Urban Renewal Agency to acquire a smaller permanent floating exhibit vessel, such as a large tug boat, or perhaps a small sailing vessel. (The north inner harbor will easily contain a vessel the size of the Lady
Washington.) Moored along the **Seawall** and **Harborwalk** esplanade, a floating exhibit vessel would be a dramatic addition to the waterfront.

The City Pier also would provide for a **public square** with a **band shell, public restrooms**, and access to **transient moorage**. The City Pier and California Street Pier will be large public works projects, financed in whole or in part with tax increment dollars and possibly grant monies. The Washington Street pier should be completed and maintained through a public/private partnership. This is because the Urban Renewal Agency is creating the real estate for the development of a waterfront inn and restaurant in an extremely desirable location. A condition of land sale negotiation, therefore, might be to require a level of developer participation in the construction of the Washington Street Pier, which will not only benefit public access on the waterfront, but will obviously greatly benefit the waterfront inn which is envisioned as well.

**TASK:** Commission preliminary hydrology and marine engineering studies to determine exact pier configurations and probable cost. (This could be done in conjunction with Phase 1, No. 4 above.) Include the studies in the Urban Renewal Agency budget, and also seek alternate funding sources.

6. **DESIGN AND CONSTRUCTION OF THE WATERFRONT TOWER:**

Finally as the “signature” of the Downtown Waterfront District, design and construct a **local landmark**. In keeping with the selected nautical theme, a **lighthouse inspired observation tower** is proposed for the “Tower Park” across **Harbor Avenue** from the **City Pier**. Designed to be seen from US 101 southbound traffic as far north as Florida Street, it will serve as an identifiable and memorable North Bend landmark, it will be the best possible draw to the waterfront, and it will be an obvious focal point for civic events on the waterfront’s “town square.” As ADA accessibility laws will require an elevator no matter how high the Tower is, and since an elevator will be a substantial part of the cost anyway, the Tower should be constructed as high as otherwise practical. The view from the **open observation deck, one hundred feet above the street**, would afford **spectacular views** of a substantial portion of the **bayfront** and **City of North Bend**.
The base level, or *lobby*, could contain a *small maritime display* of early to modern day shipping on the bay and North Bend's port activity over the years, as well as restrooms, an elevator and mechanical room. The top of the Tower might feature a revolving or flashing light and a mast or antenna, extending the actual structure height as high as one hundred fifty feet above ground. This would make the Tower the *tallest structure on the Oregon Coast*.

**TASK:** Design and commission preliminary engineering and feasibility studies to obtain an estimate of probable construction costs of the Tower. Secure the property for Tower Park (see Phase 2, No. 1 above.) Include the Tower in the Urban Renewal Agency budget.
Chapter Four

THE DOWNTOWN WATERFRONT VISION: URBAN MODEL and DRAWINGS
OPPORTUNITIES AND IMPEDIMENTS

After the completion of the site visitations, the Project Team reviewed the data and photographs collected in order to identify that community or communities which best exemplified an analogous situation to the City of North Bend and had best responded to the impediments and opportunities encountered.

Port Angeles’ situation on a major shipping channel, or bay; the immediate proximity of the downtown district to the waterfront; the changing industrial base (and the opportunities for municipal site development generated by these changes); the fact that a Master Plan had already been executed and was being implemented; and the close match in population base, geography, climate all contributed to the North Bend contingency’s decision that Port Angeles had applied valuable planning and administrative experience and physical design approaches which be beneficial for consideration in preparing the design and plan for the North Bend Downtown Waterfront District.

It is always valuable for designers to “explore the envelope” early in the process because doing so helps establish the design parameters and serves to focus the designer’s attention on those solutions which are actually feasible given the existing conditions of the project area. An early, obvious example of this process was the interest in creating “tree lined park blocks” in the Downtown Waterfront District. This proves to be generally unfeasible due to the narrow city street right-of-way which leaves room for only a ten or twelve foot wide sidewalk and no planters. Additionally, some downtown sidewalks have utility tunnels or chases below, so, again, in-ground planters are not possible. Consequently, when the notion of establishing Railroad Avenue occurred to the Design Team, the Team had already been looking for landscaping/park opportunities. We saw that the unusually wide configuration of the existing, active railroad right-of-way (due to multiple sidings) would give us the ability to create not only a new commercial street linking downtown with the waterfront, thus changing a design barrier into an asset, but a continuous “park block” which defines the north-south spine of the Downtown Waterfront District. It was the success of Port Angeles, in
acquiring railroad rights-of-way and developing them for public use, that showed us that this opportunity, while complex, was indeed achievable.

Historically servicing the industrial and shipping businesses of North Bend, the Waterfront has, in recent years, been subject to change. Resource based industries, long the driving force behind the local economy, are becoming fewer on the estuary's waterfront, creating vacancies. Several buildings have seen changes in ownership from industrial related to other, more commercial uses. Although just beginning, we will see these new building owners continue to modify and improve their properties as this pattern continues to evolve. Sensing this trend, it is logical for the Urban Renewal Agency and the City of North Bend to recognize the opportunity to begin to develop not only new Architectural Design Standards for this district, but infrastructure improvements to help encourage business growth between downtown and the waterfront. By increasing the accessibility of the water to the public, it is felt that increasing vehicular (and pedestrian) traffic will begin to pull people through downtown east/west. In the past, Virginia Avenue has effectively terminated at US Highway 101, where the majority of the traffic through downtown passes along this north-south spine and never stops.

Additionally, it is seen as a recipe for failure if waterfront development concentrates solely on tourism to the exclusion of businesses which the citizens of North Bend would utilize year round. Similarly, the elimination of all industry in the District would be complete folly: The activity of the working waterfront creates interest and contrast which will encourage visitors and residents to utilize the waterfront on a regular basis. Further, in restoring the original City Dock Area at the foot of Virginia Avenue, the Urban Renewal Agency and the City can establish a new public gathering place for civic events. This will provide a place where people park, and/or walk all along the waterfront in an attractive environment, and it would serve as a geographical and architectural center, or focus, of the Downtown Waterfront District. Therefore, it has been the assumption of the Design Team that the length of the waterfront in North Bend should include a variety of water-dependent and water-related industries and recreational uses along with water oriented commercial uses, civic uses and residential uses.

"The activity of the working waterfront creates interest and contrast which will encourage visitors and residents to utilize the waterfront on a regular basis."
"Harbor Avenue is the true diamond in the rough of this District. Never improved, those portions of it which lie on dry land have been utilized for access and storage by adjacent businesses for decades."

At the foot of California Avenue, the City has acquired property which required environmental clean-up. Now completed, this process has rendered this parcel ideally suited for development as a city boat ramp/bay access point. As probably one of the first projects to be undertaken by the City in this new District, it will provide the dock space to accommodate not only the boat traffic expected, but presents an opportunity for other seasonal, tourist related businesses to utilize. Kayak and windsurf rental businesses, for example, as well as small concession type food service businesses, would be accommodated on the new proposed California Avenue Pier. Constructed at the eastern terminus of California Street, just south of this new boat ramp site, the Pier would provide the opportunity for seasonal or new businesses to locate in a very desirable commercial location without the expenditure of large sums of capital. Utilities would be available on the Pier, and, subject to review of the Design Board, individual kiosks and/or stands could be constructed on the Pier.

Harbor Avenue is the true diamond in the rough of this District. Never improved, those portions of it which lie on dry land have been utilized for access and storage by adjacent businesses for decades. Although vacated just north of Virginia Avenue for a short distance, its development with a seawall, esplanade and diagonal parking, tying together Virginia and Washington Streets to the south, provides the key "turn-around" opportunity for traffic to circulate through the waterfront and return to the downtown core. Without Harbor Avenue, all traffic would dead-end at the foot of one of the three principal east-west streets in the District, (Washington, Virginia or California).

Along Harbor Avenue, new public improvements include the new Tower Park and City Pier. The Downtown Association and other users expressed a strong interest in a municipal focus for the city, one which could be used for all kinds of public events. As there really is not a town square as such in North Bend, it was decided to design one on the waterfront as part of the Downtown Waterfront District. The City Pier therefore encompasses not only a public gathering space with a covered bandshell/speakers platform, but has public restrooms, access to the transient moorage marina and the new ship dock, which can accommodate ships up to five hundred feet in length. There is also the opportunity to develop a fish (or shellfish)
dock, where fresh seafood could be offloaded and sold direct to the public.

For larger public events, such as the July Jubilee, the City Pier and Tower Park could be combined by temporarily closing traffic on Harbor Avenue, creating a large public festival ground.

Early in the design process, the citizens and Downtown Association seized on the idea of creating a landmark, something that would identify the city, pull motorists off of US 101 and set the nautical theme for the District. Utilizing the observation tower idea we noticed at other waterfronts during the visitation phase of the project, we expanded this into a one-hundred thirty foot tall, lighthouse-inspired structure incorporating a small maritime museum in the ground level lobby, and an open, but covered, observation platform with a 360 degree view at the one hundred foot level. Located in a new city park between Railroad and Harbor Avenues, this tower would be easily visible to traffic on US 101.

Proceeding down Harbor Avenue south towards Washington Street, the thirty foot wide seawall/Harborwalk esplanade, or sidewalk, would be lined with period style pole lights and banners. The opposite side of Harbor Avenue would be small shops, restaurants or offices. At Washington Street, a new inn with a restaurant and lounge, situated to take advantage of views over the moorage basin and bay, will be connected by a sky-bridge spanning the pier. Accessible to the public, this pier would be a continuation of the Harborwalk which would extend the entire length of the waterfront. A city parking lot, utilizing a portion of the existing Weyerhaeuser chip pile property mirrors a similar lot at the opposite end of the waterfront near California Street.

A new Downtown Waterfront RV Park is shown in the location of the current Weyerhaeuser chip pile. An urban RV park has been shown to be an effective and popular idea; the park at the south end of Coos Bay has always experienced a high occupancy. As an alternative and lodging supplement to the new motel and waterfront inn on Washington, the RV Park would provide another source of foot traffic for businesses which locate in the District. Any RV park located in the middle of a downtown and also on a waterfront will be a thriving business as well.
"Early in the design process, the citizens and Downtown Association seized on the idea of creating a landmark, something that would identify the city, pull motorists off of US 101 and set the nautical theme for the District."

RAILROAD AVENUE

The existing railroad right-of-way is very wide due to the location of various sidings. This provides a unique opportunity that the Urban Renewal Agency should capitalize on; the acquisition or joint use of the right-of-way between the Railroad Company and a new Railroad Avenue. This new street would re-establish the regularity of block sizes in the District, create a dramatic amount of new commercial street frontage to accommodate future expansion of the Downtown Waterfront District, provide the opportunity for development of a streetcar line, based in a recreation of the old North Bend Depot (which would also provide a location for the engine) and possibly providing continuous service to Coos Bay's waterfront. The Architectural Guidelines should probably mandate a more historic style of building along Railroad Avenue as opposed to the nautical theme down on Harbor Avenue at the Waterfront.

DOWNTOWN

The major new design features in the Downtown core involve parking and parking structures. Each of the four main blocks have had city parking added or augmented by this Master Plan. The City has already created a new public parking lot off of Union Avenue between Virginia and California; we propose adding a second deck to the existing parking lot at Sherman and Washington, with upper deck access to Union Avenue; a new lot just north of Engles Furniture involving a public/private partnership, relocation of the ILWU to an office closer to the waterfront (perhaps off of the Harbor Avenue parking lot), and relocation of the old Coastal Paper building; and a new lot with two levels between North and South-bound US 101 north of Virginia, incorporating the old Day-Ford property, the State of Oregon property, and other private ownership parcels. The large motel shown on the Master Plan just north of this public lot would also feature underground parking of its own.

Other major design features of the Downtown portion of the District include a design plan to relocate all power, phone and cable utilities to underground raceways. The elimination of all power poles and wires will be a major undertaking, but will result in an extraordinary visual improvement in the Downtown.
The addition of brick paving trim strips, brick ramps and crosswalks, benches, brick planters and period street lighting throughout the Downtown Waterfront District, including the downtown, will serve to visually unite the entire district, act as an impetus to the improvement of existing commercial facades in the downtown area and foster an increase in strolling, or foot traffic from one business to the next.

"Each of the four main blocks have had city parking added or augmented by this Master Plan."
View of model looking west; Virginia Avenue is to the left. The seawall and Harborwalk are in the foreground, an historic vessel is moored in the inner harbor, and new buildings are shown back to Highway 101.
View of model looking south down the seawall and Harbor Avenue past the new California Street boat ramp. The tower, Waterfront Inn and RV park beyond are also visible in this view, as is the new city dock.
Chapter Five

COMMUNITY CONSENSUS BUILDING
Chapter 5
COMMUNITY CONSENSUS BUILDING

OVERVIEW

Community consensus building has been the key to development of the North Bend Downtown Waterfront District Master Plan. Consensus building was accomplished through the following means:

♦ Property owners provided ideas and feedback through property owner interviews.
♦ North Bend Downtown Association developed a vision.
♦ North Bend Downtown Association insert newspaper tabs highlighted ongoing efforts throughout the planning and design stages.
♦ Civic organizations scheduled presentations and provided ideas.
♦ Cultural groups provided input.
♦ The City's Opportunity Development Committee tracked activities and provided suggestions on a monthly basis.
♦ Public access television and other media provided excellent coverage.

Ongoing civic involvement will be encouraged in the future through use of the model of the Downtown Waterfront Design which is being developed. The model will be displayed in a prominent location, and it will be available to citizens and community leaders when downtown and waterfront development proposals are under consideration. The model is being organized so that it can be flexible enough to be updated by the city from time to time, but static enough to carry the vision through the coming decades.

PROPERTY OWNER INTERVIEWS

The first activity which the McSwain & Woods, AIA/Shoji planning and design team carried out in the planning effort was to talk with
the individual property owners. Through the property owner interviews, the planning team was able to make contact with 32 property owners and visited with over 40 individuals having ownership interest within the study area.

These property owner interviews provided the framework for development of the plan and for future communications in four ways:

- The planning team informed the property owners about the ongoing plan and the opportunity for the property owners to be involved in developing the vision.
- The property owners expressed their personal thoughts and ideas about the development of the waterfront to the planning team.
- Property owners shared information relative to their own property.
- Property owners expressed their perceptions about existing and future infrastructure for commercial redevelopment of the downtown waterfront area.

PROPERTY OWNER THEMES

Many of the individual property owners shared their ideas as to how improvements could occur in the future. Some recurring themes came out frequently in the interviews; these themes are listed below with the frequency noted by the number following the theme:

- Expressed enthusiasm for improving retail/commercial use of the waterfront (18).
- Would like to attract a waterfront motel and to bring more people to the downtown (9).
- Parking in the downtown area needs to be improved (7).
- Improve public access — provide biking or walking trails, a trolley line, more access and viewing for boats/yachts/ships (7).
- Food on the waterfront is important (6).
Recognize history, incorporate a maritime or historic theme, provide architectural guidelines (5).

Spend Urban Renewal money to improve infrastructure (5).

Traffic circulation and high traffic speeds currently cause problems for downtown (4).

Encourage new industry, and maintain existing industry on the waterfront — no retail (4).

Businesses will not be able to fund improvements; don't raise taxes (3).

The city needs to facilitate the upkeep of buildings/landscaping (3).

The city needs to consolidate and clear properties to prepare for future commercial redevelopment on the waterfront (2).

The city needs to pursue industry and redevelop the waterfront to encourage retail (2).

Downtown Association should use state prisoners as the workforce to get things done (1).

Entertainment on the waterfront will draw residents and visitors (1).

NORTH BEND DOWNTOWN ASSOCIATION INVOLVEMENT

In December of 1997 and January of 1998, City Councilors Lee Golder and Mike Erbele and project planner and facilitator Crystal Shoji met with the North Bend Downtown Association to inform them of the city's intent to complete the Downtown Waterfront District Master Plan. Members of the association were invited to be involved in developing the vision for the waterfront.

Throughout the months of March and April, the Downtown Association's Waterfront Design Committee met seven times with project architect Longley F. McSwain, AIA and facilitator, Crystal Shoji. Participants in the Waterfront Design Committee meetings were as follows:*
Downtown Association president Johanna Dillard of Coastal Paper and Supply; Mike Erbele, Lamco and North Bend City Council; Lee Golder, Golder Co. and North Bend City Council; George Reese, Reese Electric; Drew Emmett, Coos Bay Shipping Service; Cindy Delk, The World; John Delk; Tom Graham, Coos Head Builder's Supply; Jeff Benham, Security Bank; Pat Osborne, Old Things AndTiques; Tom Kyle, Kyle Electric; Ann Kopy, Coos Historical Society Museum; Kelli Watson, North Bend Parks and Recreation; Martin Lengyel, Bay Area Welding; Butch Schroeder; Wayne Schrunk, Northwest Surf Shop; Clair Jones, Captain's Choice and North Bend City Council.

* Not all participants were present at all meetings.

DEVELOPING THE VISION

The Downtown Association Committee began developing their collective vision by individually addressing four driving questions:

- Where are we now?
- Where are we headed?
- Where do we want to be?
- How do we get there?

"QUICK RESPONSE SURVEY"

With no prior discussion, a "quick response survey" was presented to the 12 participants at the first meeting. When the individual responses were compiled, there were many similarities among the responses which clearly indicated the need for a new vision for the city's downtown waterfront area. The questions and the responses are included within the boxes on the following pages.
What is the first image that comes to mind when I think about North Bend's waterfront as it currently exists?

- old
- hodge-podge
- no-man's land
- trespassing - you're not supposed to be there
- industrial and junky
- no attraction
- you don't want to go there
- repulsive
- you can't go there — there's no access
- deserted
- how did it get that way
- highest potential for the City
- mud and electricians

What do I think North Bend's waterfront will be like in 5-10 years if no new directions are taken, and no new visions are implemented?

- worse
- the same as now — no attraction
- my business will do it's own thing to improve — whether it goes along with anything else or not
- messed up planning — no order about things
- one ownership could take over
- empty property will increase
- people will hang out
- same as in the past
What comes immediately to mind when I think about what I like best about the North Bend Downtown area or the North Bend Downtown Waterfront area?

- water access
- highway access
- downtown by the waterfront
- potential
- water and activity — people
- small town with potential
- ships and tugs on the Bay
- water activity
- picturesque view
- surf shop and having coffee
- waterfront doesn’t come to mind
- casino has a good view

Things I like about other places I’ve been!

- making use of all the little spaces for benches, flowers, access points, places to cook crabs, etc.
- lots of public parking
- visual cues that tell you when you are coming to an area of interest announcing to the visitor that they are entering a special place
- plenty of public restrooms
- maps to direct you
- labels that identify the vegetation
In the future, what would I like to do down on the waterfront to relax and enjoy myself?

- go to a sidewalk cafe
- have a picnic in a park-like setting
- go into a restaurant with a deck overlooking a marina
- see moorage and fishing activity
- visit a touring ship
- take a walk
- look at boats that are tied up
- hear music
- go to a kite store
- visit a nautical museum or see something historical
- see and smell flowers and enjoy the landscaping
- smell seafood and watch it being cooked
- see nautical things
- listen to the seagulls

DOWNTOWN ASSOCIATION CONSENSUS

At their May 21, 1998 North Bend Downtown Association meeting, the Downtown Association Waterfront Design Committee presented their concepts for the waterfront plan. The Downtown Association unanimously approved the concepts and the vision which had been developed by the Committee and incorporated into the design concept as follows:

1. "Railroad Avenue" - Develop the railroad right-of-way as a street, and line it with trees on the west side and diagonal parking along the east side, where feasible.

2. Three Turnarounds and Piers on the waterfront connected by an esplanade-type sidewalk along the waterfront.

   Center - Include Public Square and City Dock on a pier at the foot of Virginia which has spaces open to the water.
South - Incorporate a waterfront inn and restaurant with walk-around decks around the perimeter of all buildings. Connect the decks with the waterfront walkway between Washington and California.

North - Include a pier with small shops such as retail kite shops, oyster bar, fish markets, boat/kayak rental ticket booth, etc. (shops may be seasonal) with walk-around decks around the perimeter of all buildings and kiosks. The pier could serve as an incubator for water-oriented businesses developing on the waterfront.

3. Include an RV Park on the waterfront to the south of the south pier which has the restaurant and waterfront inn.

4. Expand and improve the boat ramp and parking just north of the north pier with parking for boat launch and also RV's - boat launch parking and RV parking can be one and the same.

5. Plan for a small City Park at the location currently occupied by Empire Gas: Include a covered stage/bandstand area. Include a multiple-story observation tower adjacent to Virginia to create a vertical focal point near the water.

6. Parking: Use "Vest Pocket Parking" concept with many small lots rather than one large parking structure. Identify spaces where small lots currently exist and can be developed in the future. Provide one such lot in each of the principal four downtown blocks bordered by Sheridan, Union, Washington and California.

- Maximize diagonal parking along streets in the downtown waterfront district whenever possible.
- Include diagonal parking along Union.
- Add a second level to the parking lot shown on Washington and Sherman - across from LTOB.
- Provide consistent and frequent signing to assure visibility of all City parking lots.
- Require that parking be provided in conjunction with any residential development.
7. **Circulation:** Assure that the Plan for the Downtown Waterfront circulation complies with the long-range transportation plans for the City so that if the Oregon Department of Transportation transfers the highway to the City, the City will have a circulation plan which suits the City's goals:

- Eliminate parking on Virginia between Sherman and Sheridan and between Sherman and Union.

- Eliminate the Virginia Street entrance on the property (currently state office buildings) fronting on Virginia and Sheridan to create smoother traffic flow; enter and exit from Washington Avenue only.

- Consider a trip light at the corner of Sheridan and Virginia.

8. Include **terminal for a trolley and re-creation of the old train depot.**

9. Include a **motel** which fronts on both Sherman and Sheridan.

10. Include **trees, shrubs and greenery** at various locations wherever possible.

11. Include **brickwork or other sidewalk design** at selected locations to tie the downtown with the waterfront.

12. Provide **public restrooms** on the plan at two locations near public areas.

13. Provide **plexiglass shelters along the esplanade-type waterfront sidewalk.**

14. **Waterfront Model:** Develop the waterfront model.

15. Identify City properties and future proposed public properties which are to be part of the downtown plan, but do not identify individual businesses which are subject to change.

16. **Design Guidelines and Theme:** Have a nautical theme with a user-friendly process for implementing architectural guidelines!
property owner interviews and public involvement. The meetings provided an opportunity for continuing communication between the project team and the Urban Renewal Agency. The Opportunity Development Committee reviewed progress on the emerging vision and discussed the steps which would be taken to develop the end product.

PUBLIC ACCESS TELEVISION AND OTHER MEDIA

Televised meetings and interviews gave the citizens of the greater Bay Area frequent opportunities to review progress on the Downtown Waterfront District Master Plan. Public Access Television aired the presentation which was made to the Bay Area Chamber of Commerce on June 17, 1998. Broadcast and print media provided information and meeting announcements on a regular basis.

DOWNTOWN WATERFRONT DESIGN SCALE MODEL

A scale model of the Downtown Waterfront Design has been developed to provide a visualization of the future of the downtown waterfront. This scale model will be displayed in the community throughout the coming years. This model will be a visual reminder to future elected officials, and it will provide an opportunity for the downtown waterfront vision of the community to live and grow with the community.

NOW AND IN THE FUTURE

Community leaders and citizens of North Bend and the greater Bay Area have recognized that diversification is necessary for the community to survive and thrive.

In August, 1994, the North Bend City Council adopted the North Bend Urban Renewal Plan which will provide funding for infrastructure within the North Bend downtown waterfront planning area. The North Bend Downtown Waterfront District Master Plan has now been developed with the intent of providing a vision for future redevelopment of the downtown waterfront area. Community consensus for the vision and plan has been the basis of the project.
Future civic involvement, community consensus and property owner confidence will be the key to implementation, and the ultimate redevelopment of the North Bend Downtown Waterfront District. While responsibility for infrastructure improvements will lie with the Urban Renewal Agency and the City, the enthusiasm and vision of the community at large will be a driving force behind these improvements. Ultimately private investment will be key to implementation of this Master Plan and the vision it sets forth.

"The model will be a visual reminder to future elected officials, and it will provide an opportunity for the downtown waterfront vision of the community to live and grow with the community."
Chapter Six

WATERFRONT VISITATIONS
PURPOSE OF WATERFRONT VISITATIONS

The City of North Bend wanted to build on the successes of other communities while developing their own unique waterfront design. For this reason, waterfront visitations to similar communities in the Pacific Northwest were planned as an initial component of the project. The waterfront location/site visitations provided a context for the North Bend Downtown Waterfront District Master Plan as follows:

♦ Participants viewed a variety of waterfront design concepts, architectural standards and waterfront activities in communities with similarities to North Bend.

♦ Participants gained first-hand knowledge of actions and activities which took place in redevelopment of similar west coast waterfronts by making contact with officials from selected communities.

♦ Participants came to general consensus concerning opportunities for the City of North Bend’s waterfront.

♦ Participants gained collective enthusiasm for the opportunities for the North Bend downtown waterfront and brought that enthusiasm back to the others who were involved in the process.

♦ Waterfront visitations stimulated creativity and helped establish common thinking about the emerging design concept for the North Bend downtown waterfront.

SELECTING THE SITES

West Coast sites were selected for the site visitations based upon specific commonalties with the City of North Bend’s six block waterfront development planning area. Selection criteria included the following:

♦ Community has engaged in waterfront redevelopment.

♦ Community has been an industrially based maritime community.
Downtown is within close proximity to the waterfront.

Railroad is adjacent to the waterfront.

Main highway is within the downtown

Site was unfamiliar to participants (an unfamiliar site might be more likely to stimulate new ways of thinking).

Prior to the visitations, the McSwain and Wood, AIA/Shoji planning team took an extended weekend “scoping tour” which included Olympia, Tacoma, LaConner and Port Angeles, Raymond, and Grays Harbor, Washington and Astoria, Oregon. The planning team selected Port Angeles, Washington as the location for the site visit to be taken by city officials and the planning team. Contact was made with the City of Port Angeles so that there would be an opportunity for in-depth discussion concerning waterfront redevelopment. The site visitation to Port Angeles was planned to allow for viewing various waterfront redevelopment projects en route.

Participants in the waterfront visitations included North Bend City Councilor Mike Erbele, North Bend City Councilor Lee Golder, North Bend Planning Director Paul Dettner, Project Manager and Architect, Longley F. McSwain, AIA and Project Planner and Facilitator, Crystal Shoji. The visitation tour took place in February of 1998, and photos and impressions of the North Bend participants are outlined by location within this chapter, along with pertinent impressions garnered by the planning team on the “scoping tour.”

VISITATION INFORMATION/IMPRESSIONS

Port Angeles, Washington

Information was garnered from a visit to the waterfront and a meeting with Port Angeles public officials including: The Honorable Mayor Gary Braun; Planning Director Bradley J. Collins, AICP; Planning Specialist Sue Roberds, Parks Director Scott Brodhun, Port of Port Angeles Planning and Environmental Manager, Kenneth Sweeney, AICP.

The waterfront merged with the street and the downtown. There were no barriers, and because of this the perspective of the horizon drew the eye to the water.
“Port Angeles city officials advised the City of North Bend to be ready to buy all railroad property without hesitation if and when our railroad ceases to operate.”

- Flags identified the waterfront access, and they were visible because they were vertical (although they were probably too small for their purpose).

- An observation tower allowed you to step out over the water and to look back from the waterfront. The observation tower was in a nice location and visible from the downtown area.

- Streets, buildings and boardwalks at the waterfront focal point gradually led the visitor to the water.

- They had plaques, identifiers and details to identify history, marine life, etc.

- Buildings, observation towers, and ships were all at an angle on the water, and this kept the development from being a barrier to the water.

- The Coast Guard Cutter “Active” was considering pulling out from Port Angeles, so the City built a facility for the cutter. Thus, the cutter is incorporated into the waterfront development at the pier. This pier is the central focus of the waterfront development, and it is located adjacent to the downtown. The Coast Guard pays approximately $25,000 in annual fees for this docking space.

- The pier adjacent to the downtown came together as a cooperative effort of the marine laboratory, the City and the Coast Guard. The citizens passed a bond levy to build the pier. Concerts and community activities go on at this location.

- There is a transient moorage facility nearby with a marina which has seasonal use. Crabbing and fishing are popular activities there in the summer.

- A large coral colored metal building, “The Landing,” had an interesting parking configuration, and there were retail shops, restaurants, fast food restaurants and service businesses merged into the larger building which had a waterfront atmosphere. The Landing was formerly a sand and gravel operation. The Port got the property in 1978 and requested proposals from developers. They selected one who built the current facility, and when this group went “belly-up,” the Port got the facility back. This has
apparently worked out well, as the developers were a group of local people who assembled just for the purpose of developing the site.

- The City of Port Angeles went out for bond levies for the pier, and other amenities they thought would be good for the city. The people have supported things that have been put together to serve various ages and uses. One of these bond levies passed by 70% during adverse times.

- The railroad left Port Angeles in 1984. At this time, the City began purchasing all the rail property so that they could develop a trail. The trail is all along the waterfront, and it is planned to eventually connect with Port Townsend. The trail will be a joint project of all the cities along the way and the county. Shoreline Access dollars and federal ISTEA money are being used to complete the project.

- Port Angeles city officials advised the City of North Bend to be ready to buy all railroad property without hesitation if and when our railroad ceases to operate. Otherwise other people start buying pieces, and things become very difficult. Port Angeles City officials noted that any future public intent for the railroad right-of-way should be set out in the plan from the beginning.

- Port Angeles showed forethought in buying up sections of the railroad right-of-way, without hesitation and/or without having all the details in place because the railroad right-of-way will be a long term public asset.

- A plaza connecting downtown with the waterfront is being planned. Parking will go underneath.

- Mitigation is recreating an estuarine environment (wetland) to provide a barrier between industrial use and downtown activities.

- Port Angeles does not have an urban renewal district.

- City of Port Angeles representatives provided a tour of the community center/senior center, swimming pool and city hall which were all close to the downtown area. Discussion centered on the importance of facilities being close to the downtown area so that they form a civic center area.

"Organizing civic assets in a central location is a good thing, and we should consider what can be centered in the downtown and the downtown waterfront area of North Bend."
civic center concept is an excellent concept for the downtown waterfront area of the City. Organizing civic assets in a central location is a good thing, and we should consider what can be centered in the downtown and the downtown waterfront area of North Bend.

♦ Port Angeles meshed buildings to create a civic core of the city — blending old and new.

♦ The cooperation between public/private and public/public was evident in many venues. A public trail right through the middle of industrial property was impressive as was the effort with the county and neighboring cities to build the trail. The efforts to enhance the waterfront working in conjunction with the Port showed the benefits of cooperation. "Combine things and work together to get what people want and need," said Port Angeles representatives.

♦ Port Angeles solved parking on the waterfront with a parking structure which serves two levels of business with two levels of parking at The Landing. This eliminates the need for handicap accommodations — elevators, etc.

♦ Steel pipe was used in place of wooden railings to cut down on vandalism. It looked fine.

♦ Everything looked clean and well kept which made it more attractive and user-friendly. The comradery was good, and people acted glad to see us. It appeared that there was high morale as we walked around the City of Port Angeles and the city’s facilities.

It appeared that maximizing private investment was a goal of the City on large and small development. The catalogue of items which the public could donate to the city was a great concept which provided an opportunity for civic groups, small business, and individuals to be involved. The opportunities which development of The Landing created was innovative, and the development was spurred by the community.

♦ The city kept the Coast Guard by going after what the Coast Guard needed and building it for them to use. In this way the city also enhanced their waterfront.
Grant funding was used for many amenities in Port Angeles. North Bend needs to go after grants which may contribute to the success of the waterfront.

Many of the things that we saw developing are long term projects that have been in the making for many years. Some date back to the late 1970's, and some like the railroad were started in the 1980's. We need to set out our plan and "keep plugging away at it." Eventually success will be evident if we keep a long term vision. The commitment of the North Bend's department heads will be important.

The North Bend contingency was reminded to "think big — not small," to achieve the City's goals.

**Vancouver, WA:**

*The best thing was public access in front of the restaurants along the river, and the continuation of the walkway.*

- There was thoughtful use of brick in the downtown, not too much, but at intervals including intersections and corners.
- "Vest pocket parking" — small lots at appropriate locations were incorporated into the waterfront trail environment.
- The trail left you wanting to go around the next corner because you could not always see what was immediately ahead. Curves in the trail, offshoot sidewalks around trees etc. made the trail interesting by providing variations.
- "The best thing was public access in front of the restaurants along the river, and the continuation of the walkway."
- Remnants of former industrial activities which were incorporated along the waterfront near the trail added interest.
- A classy quality restaurant was located overlooking the waterfront. Its lounge had an informal atmosphere, which was serving as a gathering place. An outside seating area is available in the summer months.
- Greenways located along the edge of the water between the trail and the water provided color and appeal.
Olympia, WA:
The observation platform is a central aspect of the development. It gives people a chance to look at the city and the water, and can be used as a reference point.

Industrial activity involving wood products and shipping was located right in the middle of amenities developed to attract the public.

A Farmers’ Market building and activity (seasonal) at the market is the central focus (financed through bonds). It is part of the Market District, and is the end point of downtown. The City of Olympia developed the Farmers’ Market building.

A brick walkway through the Farmers’ Market had names of businesses and individuals to whom the bricks were sold to help finance the project.

Small buildings (like fair concession booths) around the Farmers’ Market appeared to belong to specific businesses.

The observation platform is a central aspect of the development. It gives people a chance to look at the city and the water, and can be used as a reference point (could be lighted and have a design representing the city incorporated in it).

A marina for pleasure boats, a boat yard, park facilities and a pedestrian path all the way along the water makes the water a center of activity, and connects nicely with the downtown. This is their Marina District.

Wide places in the streets along the waterfront provide spaces for people to pull off the road and look around.

Plank sidewalks with intermittent use of red concrete will draw attention to a public building which is being built, when the building is completed.

The City provided infrastructure to encourage the uses that they wanted so that private investment would follow.

“Retail foot traffic is the key so that everyone will benefit.”

A casual, tasteful and fun sculpture added interest to the area. It is an easy-maintenance piece — made of concrete.
Tacoma, Washington
Waterfront Improvements

- The waterfront was long and linear with a walkway all along the waterfront — good for hiking and walking, but not for a casual stroll in a downtown atmosphere.

- The only private development along their long waterfront was restaurants — not in close proximity to each other. There were some publicly developed overlooks, grass, riprap and wide sidewalks, along with an old navy ship displayed along the waterfront.

- This is obviously an industrial port town. The city was actually above the portion of the waterfront that the planning team visited.

- At one point the downtown and waterfront merged, looking almost like North Bend, but most of the waterfront was not merged with town activities.

- The old town district that looked like North Bend was attractively developed, but where it merged with the water, the waterfront was not developed. This did not appear to be the original central downtown area.

- The railroad track, the freeway, and the geographic terrain divides the waterfront and the town.

- The water did not appear to have much water recreational use.

Portland, Oregon
McCall Park next to John's Landing

- McCall Park is user-friendly, catering to an upscale “yuppie” crowd with little shops etc.

- Housing is mixed in with the residential above and the shops on the bottom

- The waterfront area is being redeveloped — heavy industrial uses are going to commercial.
Astoria, OR:

In another area of waterfront, private businesses were using some buildings on the waterfront which were on pilings. It appeared that new development had been placed on existing pilings.

Astoria, Oregon
Old industrial downtown waterfront

- The Maritime Museum development was the central focus with the existing Coast Guard ship tied in with the museum and other development on the site.

- The Maritime Museum is an excellent museum — both the contents and the design and layout.

- The interface of the waterfront and the museum was good. It was, however, a more formal design than the Port Angeles layout. The plaza by the museum was large, formal and sterile.

- The street comes down to the museum development like the ship is the focus, but the ship blocks the water.

- In another area of waterfront, private businesses were using some buildings on the waterfront which were on pilings. It appeared that new development had been placed on existing pilings.

Other Visitations

The planning team's visits to LaConner, Raymond, and Grays Harbor, Washington are not outlined in detail here because the development in these harbors did not for the most part stimulate new thinking applicable to the North Bend Downtown Waterfront District Master Plan. However, a waterfront inn developed in LaConner has been included in the photos of the waterfront visitations because it was an attractive waterfront design model.
OTHER IDEAS RESULTING FROM VISITATIONS

Travel time during the waterfront visitation trips provided an excellent opportunity for discussion of opportunities and concepts. The North Bend contingency made the following observations which did not result from viewing examples in any other communities.

- A reader board which posts ships coming and going would be an asset to the North Bend waterfront.

- A duplicate of the old train depot would be an asset in the downtown waterfront area.

PHOTOS FROM WATERFRONT VISITATIONS

Some photos from the waterfront visitations are included on the following pages along with observations. The photos have been selected to depict physical features and concepts which currently exist and/or have been expressed within this City of North Bend Downtown Waterfront District Master Plan.
Vancouver, Washington's waterfront along the Columbia River affords views of the river traffic from the restaurants located along the bank. A public walkway at a lower elevation allows the public to walk along the entire waterfront without blocking the view of the restaurant patrons.

A public walkway, or esplanade, provides opportunities for strolling or sitting along the Columbia River on Vancouver's waterfront.
In Astoria, existing waterfront buildings have been reclaimed by entrepreneurs developing commercial and retail space along the waterfront.

Automobile and pedestrian interfaces with existing railroad crossings are common along old industrial waterfronts.
New commercial developments along waterfronts undergoing revitalization frequently incorporate nautical themes, such as this restaurant/office building in Port Angeles, Washington.

Where buildings from the early part of the century survive, such as here in La Conner, Washington, restoration and renovation of entire waterfront/downtown districts are possible. Where no such historic buildings remain, or in a predominately industrial waterfront district, adopted architectural guidelines will need to direct new development building styles.
A municipal pier was constructed in Port Angeles, Washington to encourage the public to utilize the waterfront. It incorporates a public gathering space, restrooms, an observation tower and dock utilized by the Coast Guard Cutter Active. Seasonal transient boat moorage is also provided.

The view of the waterfront and downtown of Port Angeles from the observation tower affords perspective to visitors and residents alike. The angle of the pier to the city and shoreline creates a more interesting and active waterfront.
The large municipal pier in Port Angeles is partially covered for public events.

The public dock, permanent berth for the Active, is always open to the public and visitors to the area, creating a perpetual point of interest. The observation tower is located on the end of the dock.
Public access to the entire waterfront, regardless of development, is important. This concept is reflected in Vancouver, Washington's river walk, extending through commercial and park areas alike.

In La Conner, Washington a waterfront inn designed to incorporate design features of the surrounding historic buildings, improves foot traffic for commercial businesses and restaurants in the downtown waterfront.
Many of the waterfronts visited featured observation towers. This tower is located along the east marina in Olympia, Washington.

The existing downtown (old town) in Tacoma, Washington is undergoing a continued revitalization. Older buildings have incorporated interesting upgrades to entrances, planters, street trees and architectural trim improvements.
In addition to upgraded architectural features and street trees, Tacoma has utilized brick features in the sidewalks to enhance the historic character of the downtown.

Observation towers along waterfronts, while desirable, were mostly all built prior to current Building Codes providing for access to the disabled. Any tower built today would probably require an elevator.
Port Angeles has worked with existing industrial waterfront businesses to provide public walkways that extend through industrial sites, assuring continuous public/waterfront access. This walkway system is administered by the Parks Department.

Vancouver, Washington is another city which has utilized brick pavers, particularly at intersections, in order to develop character for the downtown sidewalks and define entrances to city parks.
By combining trees, shrubs and lighting on public docks, piers and walkways, cities such as Olympia, pictured here, create an attractive public space.

On the Olympia waterfront pier connecting the marina to the waterfront commercial area, areas have been set aside for public art.
Chapter Seven

LAND USE PLANNING RECOMMENDATIONS
Chapter 7

LAND USE PLANNING RECOMMENDATIONS

THE PAST AND THE PRESENT SITUATION

North Bend's downtown waterfront served as an industrial and commercial focus of the City while the City was developing into a major South Coast port city in the 1800's and early 1900's. Major Industrial uses flourished in the mid 1900's, and many waterfront industrial activities continue to exist on the waterfront today. However, there are few water-dependent industrial enterprises operating within the area for which this Master Plan is being developed.

The six block area between Washington Avenue and California Avenue which is the focus of the North Bend Downtown Waterfront District Master Plan is currently zoned for heavy industry along the waterfront with light industry allowed on the east half of the block between Sherman and Sheridan. The estuary and shorelands area is regulated by the Coos Bay Estuary Management Plan (CBEMP) which has also been adopted as Ordinance No. 1654, and constitutes a portion of the City of North Bend 1995 Comprehensive Plan.

Because of this industrial zoning and the CBEMP policies which allow only water-dependent/water-related uses within the shorelands area, restaurants, pubs, motels, R.V. parks and retail uses are not currently allowed on the waterfront. These uses are envisioned in the North Bend waterfront design concept for the future because they will enhance the City's image and establish the waterfront as a point of municipal focus, civic pride and activity. Because the uses will also attract visitors and residents, they will serve as an economic stimulus for the city.

PLANNING FOR THE FUTURE

In order for the downtown waterfront area to redevelop into the desired active downtown commercial center which provides a waterfront identity for the retail center of the City, it will be necessary to remove the industrial designation which currently controls the waterfront. There are a variety of methods for accomplishing this which can be explored by the City. All options, however, involve the following actions:
Amend the Coos Bay Estuary Management Plan (CBEMP) as it pertains to the North Bend Downtown Waterfront District Master Plan, and as it has been adopted as a portion of the City of North Bend's 1995 Comprehensive Plan, recognizing that the CBEMP is the overriding document which regulates the Coos Bay Estuary and the shorelands of the Coos Bay Estuary.

The purpose of amending the Coos Bay Estuary Management Plan will be to remove the Especially Suited for Water Dependent (ESWD) designation which stifles commercial development and pedestrian activity within the area which is encompassed by this Downtown Waterfront District.

Amend the City of North Bend 1995 Comprehensive Plan which provides the policy foundation for zoning and land development regulations which apply to properties located within the boundaries set forth within the North Bend Downtown Waterfront District Master Plan.

The purpose of amending the City of North Bend 1995 Comprehensive Plan will be to recognize the economic importance of connecting the waterfront and the retail commercial activity of the City, and to describe how the Downtown Waterfront District complies with applicable Statewide Planning Goals.

Amend the City of North Bend Zoning Ordinance No. 1192. The purpose will be to create a Waterfront Commercial Zone which permits and allows conditionally those uses which enhance pedestrian retail activity within the downtown waterfront area.

COOS BAY ESTUARY MANAGEMENT PLAN

The Coos Bay Estuary Management Plan (CBEMP) is a multijurisdictional document which regulates the Coos Bay Estuary and shorelands as required by Statewide Planning Goal 16 - Estuarine Resources, and Goal 17 - Coastal Shorelands. The plan was developed through a consensus process involving the City of North Bend, Coos County, the City of Coos Bay, and a multitude of local, state and federal agencies. The CBEMP which was developed in the late 1970's and early 1980's was
coordinated by Coos County, with each jurisdiction adopting that portion of the plan which applies within their jurisdictional boundaries. It is the CBEMP that requires water-dependent/water-related uses within the area addressed by this Master Plan, and amending the CBEMP to include water oriented uses is the first step for those properties which are included within the shorelands designation of the CBEMP.

In amending the CBEMP, the City of North Bend will be required to coordinate with Coos County and the City of Coos Bay; this coordination is required by ORS 197.

In addition, the City of North Bend must work with the Department of Land Conservation and Development. This is important because the CBEMP was acknowledged to be in compliance with the Statewide Planning Goals by the Land Conservation and Development Commission. Because the City of North Bend is currently going through Periodic Review, a process set forth in state law to periodically update local land use plans and implementing ordinances, it is suggested that the CBEMP be revised as necessary to implement the North Bend Downtown Waterfront District as an element the periodic review process.

ESTUARY AMENDMENT OPTIONS

Dave Perry, the Department of Land Conservation and Development (DLCD) Field Representative for the South Coast has provided information about the options available to propose an amendment to an acknowledged comprehensive plan that would allow non-water-dependent uses in an area identified as especially suited for water dependent uses. These options are: 1) demonstrate that the site is no longer suitable for water-dependent uses; 2) take an exception to Goal 17 requirement protecting the site for water-dependent uses; or 3) develop quantitative performance measures for retaining overall acreage, floor space or water frontage for water dependent uses (i.e., “floating zone”).

There does not appear to be evidence that the site is no longer suitable for water-dependent uses due to the location and physical characteristics of the site. Therefore, using this option does not appear to be viable.

The goal exception process provides the means for justifying reasons for not applying the Goal 17 requirement to protect Especially Suited for Water Dependent (ESWD) sites including
Chapter 7

"The 'floating zone' concept designates the water-dependent use requirements as floating within the designated area rather than applying to specific parcels."

but not limited to: 1) need; 2) why the use or activity needs to be located on the protected site considering unique characteristics of the use or the site which require use of the protected site; and 3) that the project cannot be reduced in size or be redesigned to be consistent with protection of the site and where applicable consistent with protection of natural values. The goal exception process appears to be a viable option for redesignating North Bend's downtown waterfront area. It is, however, more commonly used for site specific uses or activities, and it may not be the best option.

The "floating zone" concept designates the water-dependent use requirement as floating within the designated area rather than applying to specific parcels. According to Dave Perry this tool is typically applied to waterfront areas with a mix or a planned mixture of water-dependent and non water-dependent uses. The idea of the "floating zone" is to apply quantitative performance measures to retain overall acreage, floor space, or waterfront for water-dependent and water related uses to less than 50% of the area's overall acreage. This concept has been applied in the City of Florence, and it was also set forth as a suggested option for redesignating waterfront properties in the Bay Area Comprehensive Economic Analysis prepared for the Cities of North Bend and Coos Bay, Coos County, and the Oregon International Port of Coos Bay by David Evans and Associates in conjunction with Shoji Planning and Development, April 30, 1998. Crystal Shoji of Shoji Planning and Development and North Bend City Planner Janelle Evans presented the options outlined to the Opportunity Development Committee on July 19, 1998, and the group consensus favored the "floating zone" concept at that time. Amendments to Statewide Planning Goal 17 and Goal 17 Administrative Rules could, however, reduce or expand options. Statewide Planning Goal and Administrative Rule amendments are discussed further within this chapter.

Amendment by the adoption of a "floating zone" concept could be carried out in the following manner:

- Apply the "floating zone" concept to the shorelands area of the entire North Bend urban downtown waterfront which is regulated by the CBEMP, thus amending the CBEMP. Incorporate water oriented standards.

- Revise all applicable North Bend Comprehensive Plan policies to adopt the "floating zone" concept, and to set forth the intent for the downtown waterfront. Policies can be designed to apply to the entire area set forth in the
"...the amendments which are proposed to set the stage for the implementation of the North Bend Downtown Waterfront District Master Plan are based upon the system in place at this time."

intent of this North Bend Downtown Waterfront District Master Plan, and not just to those properties which are covered by the CBEMP. North Bend Comprehensive Plan revisions are discussed further within this chapter.

• Amend the zoning of the shorelands area which is regulated by the CBEMP Downtown Waterfront District Master Plan, and also the zoning of properties which are included within the North Bend Downtown Waterfront District, but which are not regulated by the CBEMP. Zoning revisions are discussed further within this chapter, and a proposed Waterfront Commercial Zone (W-C) is presented.

STATEWIDE PLANNING GOALS AND ADMINISTRATIVE RULES

In July of 1998, DLCD released a revised “Schedule For Adoption of Goal 17 Water-Dependent Shorelands Policy Revisions.” DLCD and the Land Conservation and Development Commission (LCDC) are proposing to revise both Goal 17 (Coastal Shorelands) and its administrative rules regarding the management of water-dependent uses of coastal shorelands. The “Schedule” combines processes set forth in state law for revising administrative rules and Statewide Planning Goals.

The “Schedule” sets forth the following: 1) ongoing development of draft policy and administrative rule language by the department from July, 1998 - March, 1999; 2) draft goal and rule language distributed to interested parties for review, November 2, 1998; 3) DLCD conducts 10 public hearings on the proposed revisions, December 7 - 11, 1998; 4) LCDC work session, January 1999; 5) LCDC pre-adoption hearing, March, 1999; 6) LCDC final hearing and adoption, April, 1999.

The revision “Schedule” and the outcome are pertinent to the amendment process envisioned for the Coos Bay Estuary Management Plan in this chapter. This is because the amendments which are proposed to set the stage for implementation of the North Bend Downtown Waterfront District Master Plan are based upon the system in place at this time. It is possible that alternative options will be available following the LCDC final hearing and adoption of Statewide Planning Goal amendments and administrative rule amendments. On the other
hand, it is also possible that some options which exist today may become obsolete. The city may wish to understand the rules under which they will be operating before they proceed. If the City chooses to begin its own amendment process prior to completion of LCDC’s Statewide Planning Goal/Administrative Rule amendment process, outlined in the previous paragraph, the City will want an assurance from DLCD that City plan and ordinance amendments will be accepted by DLCD/LCDC under the rules currently in place.

NORTH BEND COMPREHENSIVE PLAN AMENDMENTS

North Bend Comprehensive Plan amendments should be adopted to recognize the following objectives of the Downtown Waterfront District.

- Economic (Goal 9).
- Scenic and Open Space (Goal 5).
- Recreational (Goal 8).
- Transportation (Goal 12).
- Energy Conservation (Goal 13).

NORTH BEND ZONING ORDINANCE AMENDMENTS

To create the successful pedestrian centered waterfront area which is envisioned within this plan, the City will need to have zoning in place which encourages a mix of water-dependent/water-related non water-dependent/water-related and water oriented businesses along with appropriate public uses and residential use in upper floors.

The intent is to allow for a mix of uses which will enhance the waterfront image of the City and encourage activity on the waterfront. This will contribute economically to the City because it will provide opportunities for retail and service businesses which are enhanced by their location adjacent to and over the water.

This will appeal to local citizens and visitors. In addition, implementation of the Downtown Waterfront District Master Plan...
will create new scenic and open space attractions within the City and provide recreation opportunities for the citizens of North Bend.

A model Waterfront Commercial Zone (W-C) is presented on the following pages:

Design Review and Architectural Guidelines are specific implementation elements which will encourage aesthetically pleasing redevelopment of the downtown waterfront area. Chapter 8 provides suggested Architectural Guidelines for the North Bend Downtown Waterfront District.

**EXAMPLE WATERFRONT COMMERCIAL ZONE**

**WATERFRONT COMMERCIAL ZONE W-C**

**Boundaries.** The boundaries of the Waterfront Commercial Zone shall be as follows:

- **South boundary** - Vermont Street
- **West boundary** - existing ML zone which follows Sheridan Avenue (Highway 101 North) until it connects with the existing CC zone which is also the middle of the block between Sherman and Sheridan Avenues (Highway 101 South and Highway 101 North)
- **North boundary** - Connecticut Avenue, except for the area east of the railroad tracks, where California Avenue shall be the Northern Boundary
- **East Boundary** - inland from the "line of non-aquatic vegetation (Section 404 Line)" as defined in Coos Bay Estuary Management Plan, Volume II, Part 1. Plan Provisions, Section 3.5 SHORELAND MANAGEMENT SEGMENTS
Chapter 7

Uses Permitted Outright  In the W-C zone the following uses and their accessory uses are permitted outright:

1) Visitor Information Service
2) Restaurant - small
3) Specialized food store, such as bakery, delicatessen and seafood market, farmer’s market
4) Personal service facility within and incidental to a hotel, motel, inn, bed and breakfast
5) Museum or Cultural Exhibit
6) Gallery
7) Temporary wholesale seafood sales
8) Seasonal Retail Concessions
9) RV Park
10) Park and community recreation
11) Commercial or public parking lot
12) Retail stores within existing buildings not to exceed 20,000 sq. ft.
13) Professional and business offices in upper stories
14) Transportation services
15) Marinas, boat ramps and dock facilities
16) Navigational aids

Conditional Uses Permitted  In a W-C zone the following uses and their accessory uses are permitted when authorized in accordance with Sections 70 to 75:

1) Restaurant - large
2) Hotel, motel, inn, bed and breakfast
3) Indoor family-oriented amusement, entertainment and/or recreation establishment

4) Theater, auditorium, exhibition hall, or other public assembly room

5) Retail stores - new construction not to exceed 20,000 sq. ft. for a single retail use

6) Residential use in upper stories

7) Postal service

8) Unified shopping area

**Limitations on Use** In a W-C zone the following limitations on use shall apply:

1) No construction, reconstruction, expansion, addition or alteration shall be commenced in a unified shopping area without approval having first been obtained from the Planning Commission of the City of North Bend of the location and design of any use, structure, access road, driveway or fire lane; the location, design and adequacy of off-street parking facilities; the height of buildings; and the location, type and sufficiency of screening of adjacent residential areas.

In granting any approval under this subsection, the Planning Commission may impose conditions and restrictions for the purpose of insuring orderly commercial development, with adequate access, parking and traffic control. For the purposes of this subsection, "unified shopping area" shall mean any shopping area designed for three or more commercial uses on not less than one acre of land which share common parking areas or points of access. (Subsection (4) added by Ordinance No. 1560, passed May 9, 1978; and amended by Ordinance No. 1732, passed September 26, 1988.)

2) Uses located on the east side of the western boundary of Harbor Avenue shall be consistent with the following criteria:

a) Provides goods and/or services available to the general public.
b) Provides a view of the waters of the Coos Bay Estuary on the water side of the property by having 51% visual access of the water from the interior of the building.

c) Provides one public pedestrian access for every 50 feet of waterfront structure or one pedestrian access per business, whichever is smaller for permitted or conditional uses which extend over the water.

**Signs:** In the W-C zone signs shall be permitted subject to the standards and restrictions of Signs in the C-C zone.
Chapter Eight

ARCHITECTURAL GUIDELINES
Chapter 8
ARCHITECTURAL GUIDELINES

PURPOSE

Architectural Guidelines are intended to supplement the development standards set forth in the underlying zones of the North Bend Downtown Waterfront District. When adopted as City standards for the District, the Architectural Guidelines presented within this Chapter will help achieve the visual design intent of the Waterfront District. The guidelines provide fundamental principals that will assist in the review of proposed development to help the Downtown Waterfront District grow in the direction envisioned within this Master Plan. The Architectural Guidelines outlined within this chapter are broad design objectives as opposed to prescriptive standards.

The North Bend Downtown Waterfront Design Plan encourages new construction in the Harbor Avenue area and east to reflect a nautical theme, while new construction in the Railroad Avenue area and west is encouraged to reflect historic building types which were commonly found on the North Bend waterfront during the formative years of the community.

DESIGN REVIEW

It is recommended that each public or private development proposal within the North Bend Downtown Waterfront District be reviewed for consistency with the Architectural Standards adopted by the City of North Bend. In many cases there will be several options which can be considered by the applicant to meet the intent of the District. Design Review means a review of proposed development with the Standards by the Planning Commission or another designated body to assure that there is compliance with the intent of the Standards. In any case, it will be important to be specific about some options and delegate the authority for routine approvals to the Planning Director, so that there are not unnecessary holdups for routine approvals.

Specific Design Review Committee functions, rules and procedures and operational considerations are outlined in the following section.
DESIGN REVIEW COMMITTEE

A. Purpose of Design Review Committee:

The purpose of the Design Review Committee is to evaluate the design of proposed projects within the Downtown Waterfront District based upon the established Architectural Standards.

B. Committee Membership and Rules:

♦ The Planning Commission can be authorized to serve as the Design Review Committee or a special committee can be set up for the purpose of Design Review.

♦ If a special committee is set up it is suggested that the following professions be included on the Committee (architect, landscape architect, building designer and/or artist), a businessperson, and a citizen representative.

♦ No more than two voting members shall be engaged principally in the buying, selling, or developing of real estate for profit as individuals, partners, officers or employees of any corporation that is engaged principally in the buying, selling or developing of real estate for profit.

♦ No more than two voting members shall be engaged in the same kind of business, trade or profession.

♦ A member of the Commission or Committee shall not participate in any proceedings or actions in which the member, his or her spouse, brother, sister, child, parent, father-in-law, mother-in-law, any business in which he/she is then serving or has served within the previous two years, or any business with which he/she is negotiating for or has an arrangement or understanding concerning prospective partnership or employment. Any actual or potential interest shall be disclosed at the meeting of the Commission or Committee where the action is being taken.

♦ Members of the Commission or Committee receive no compensation.
C. Authority:

- The Design Review Committee shall have the authority to make decisions on requests for Uses Permitted Outright. Decisions will be appealable to the City Council.

- The Design Review Committee's decision on a Conditional Use shall be a recommendation to the Planning Commission unless the Design Review Committee is the Planning Commission. In either case, the Planning Commission's decision will be appealable to the City Council.

D. Procedures:

If the Planning Commission serves as the Design Review Committee, Design Review can be scheduled for regular Planning Commission meetings. If a special Design Review Committee is appointed, the Committee should meet as soon as possible when there is an application pending so that the system remains functional and responsive.

SCREENING

A. Requirement:

Screen all mechanical equipment, outdoor storage areas, utility vaults, trash receptacles and satellite dishes or other mobile communications equipment in such a manner that they are not visible from adjacent streets or public pedestrian walkways. Install all utilities for new construction underground. If onsite parking is part of the development proposal, it shall be adequately located and screened to minimize adverse visual impacts to the Waterfront District.

B. Guidelines:

1. Early in the design process, select the location and design of the required site services and utility vaults so that they can be screened.

2. Site service should be located on the least visible side of the building and/or site.
3. Screen at grade locations with hedges, fences, planter boxes or a combination of trees or shrubs.

4. All roof top mechanical and communications equipment should be screened on all sides.

5. Screen or paint wall mounted mechanical equipment to match the building.

6. All trash receptacles placed outside the building should be completely screened from view.

7. Satellite dishes and mobile communications cell sites should be ground mounted unless technically infeasible. The dish/antenna should be screened and located to reduce visibility from adjacent roadways and pedestrian ways.

8. Utility lines, including, but not limited to, electricity, communications, street lighting and cable television, shall be required to be placed underground. Appurtenances and associated equipment such as surface-mounted transformers, pedestal-mounted terminal boxes and meter cabinets may be placed above the ground, and shall be screened by sight obscuring fences and/or landscape buffers. The Design Review Committee may waive the requirements of this section if topographical, soil or other conditions make such underground installations or screening of above ground equipment unreasonable or impractical. The applicant shall make all necessary arrangements with the serving utility or agency for underground installations provided hereunder; all such installations shall be made in accordance with the tariff provisions of the utility, as prescribed by the State Public Utilities Commissioner.

9. Curb openings onto public streets are discouraged and will be limited to service alleys and parking lots. Parking lots should be on the interiors of blocks or behind buildings, and should be designed to be as unobtrusive as possible. Building facades and entries should face the adjacent street. Main entrances should face a connecting walkway with a direct pedestrian connection to the street without requiring pedestrians to walk through parking lots or across driveways. Parking areas should be shared among various uses where a development or block is planned as a whole.
NOISE

The noise level shall not exceed permitted levels measured at the appropriate measuring points established by the Oregon Department of Environmental Quality. If there is doubt that the proposed use will violate these standards, or if a valid complaint has been registered about the level of noise, the owner or agent may be required to show written compliance with state regulations.

DECKS & DOCKS

Designs for any decks or docks not otherwise constructed as public works projects shall be individually reviewed. Any structure, public or private, any portion of which is located East of the projected boundary of Harbor Avenue and bordering the Bay on the East shall include an approved public pedestrian walkway immediately adjacent to the Bay. The public pedestrian access along the Waterfront District's Bay front may not be interrupted.

Other decks and docks for purposes of public access, restaurant dining establishments, etc. must be constructed of either concrete or wood planks, finished to be slip/skid resistant. Safety railings per applicable code shall be provided that do not materially obstruct the view of the water.

It is strongly suggested that design review approval for siting, configuration and Architectural Guideline conformance be obtained prior to any other permit or approval is applied for.

BUILDING DESIGN – MASSING

A. Requirement One: Use design elements that result in buildings with a perceived size that maintains a human scale street that is comfortable for pedestrians and attractive to them.

B. Guidelines:

1. Use articulation on either new or existing building facades to reduce the bulk of buildings. Methods include:
a) Modulation;

b) Broken rooflines; and

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

2. Use architectural features such as cornices or other details that lower the apparent height.

3. Place display windows and retail shops at the street level around the exterior of larger commercial buildings.

The pattern and proportion of windows, doors and other glazed areas (fenestration) is important in determining the building's architectural character. Following the proportion and pattern of neighboring buildings will increase the consistency of the overall streetscapes.
Chapter 8

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.

C. Requirement Two: Ensure a quality street environment that is attractive to pedestrians, continues to attract development and redevelopment, and further delineates the Waterfront District into the more nautical Harbor Avenue.
style and the more historic storefront façade style of the Railroad Avenue and surrounding streetscapes.

D. Guidelines:

1. Require all buildings to be at least two stories in height, and require buildings three stories and higher to have a clearly defined bottom, middle and top (See Figure 4 below).

![Figure 4](image)

2. The area of the front elevation of a structure may be up to three stories in height, or no more than 120 percent of the height of the tallest existing primary structure within three blocks on the same street. The area of the front elevation of the structure must be at least 50 percent of the average size of the primary structures in the vicinity area that are in the same use category, or a minimum of eighteen feet in width.

3. The front façade of buildings must have vertical proportions, i.e.; they must be higher than they are wide. Where a building’s size requires horizontal proportions, the street-facing elevation must be divided into visually distinct areas that have vertical proportions. This may be columns or multi-story bay windows: changes in materials; or other architectural devices. Divide non-conforming elevation into distinct vertical masses by:
a) Creating a bay window or other building extensions of at least one foot or more.

b) Creating a roof pediment that is the full width of the house:

c) Setting part of the façade back one or more feet from the rest of the façade.

4. The roof pitch of structures along Harbor Avenue should be not less than 5:12 nor greater than 10:12. Roofs which have a ridgeline running parallel with Harbor Avenue shall have dormers.

5. Along Railroad Avenue and the other connector streets, buildings should have either flat roofs with minimum 18" high parapets or sloping roofs up to 4:12. In both cases, a street front façade shall be provided to express the fundamental design style, and completely obscure the actual roof structure behind.

6. Primary structures must be oriented with their main entrance facing the street of the site front on. If the site is on a corner, it may have its main entrance oriented to either street or to the corner.

E. Requirement Three: Ensure that new or remodeled structures abutting or directly across from buildings that have previously been constructed to conform to the requirements of these Guidelines will preserve the architectural context and merit of the property and streetscape.

F. Guidelines:

1. Use roof forms that emulate the adjacent property roof form.

2. Use windows, materials and details similar to the adjacent property.

3. Use similar building articulation that breaks up the building mass into modules which reflect proportions similar to the adjacent building. Methods used to create intervals which reflect and promote compatibility and which respect the scale of the adjacent building include:
a) Façade modulation – stepping back or extending forward a portion of the façade.

b) Repeating the window patterns at intervals equal to the articulation interval.

c) Providing a porch, patio, deck, or covered entry to the articulation interval.

d) Providing a balcony or bay window for each interval.

e) In the case of Harbor Avenue, changing the roofline by alternating dormers, stepped roofs, gables, or other roof elements to reinforce the modulation or articulation interval.

f) Changing materials with the change in building plane.

g) Providing a lighting fixture, trellis, tree or other landscape feature within each interval.

h) Use paint and material colors that do not clash with the historic property.

i) Use landscape materials and plantings that are similar to those used on the adjacent property.

Definitions: **Articulation** is the giving of emphasis to architectural elements (like windows, balconies, entries, etc.) that create a complementary pattern, rhythm, dividing large buildings into smaller identifiable pieces.

**Interval** is the measure of articulation – the distance before architectural elements repeat.
Modulation is a measured and proportioned inflexion or setback in a building's face.

Together, articulation, modulation and their interval create a sense of scale important to residential buildings.

Figure 6

G. Requirement Five: Ensure buildings have consistent visual identity from all sides visible to the general public.

H. Guidelines:

1. Continue exterior materials, architectural detailing, and color scheme around all sides of the building.
   a) Buildings should present an equivalent level of quality of materials, detailing and fenestration on all sides visible to the general public.
   b) Avoid ending the architectural details at the front of the building or "front door only" architectural detailing.
   c) Avoid having building fronts or backs which do not look related to the remainder of the building where more than one (1) wall plane can be viewed at the same time.

I. Requirement Six: Use appropriate color and materials on new and remodeled buildings. Use subdued colors on exterior building walls and large surfaces.
J. Guidelines:

1. Reserve bright colors for trim or accents.

2. Avoid large expanses of highly tinted or mirrored glass (except stained-glass windows). Use of tinted glass as an accent is acceptable.

3. Prohibit use of reflective exterior materials where glare would shine into nearby buildings.

BUILDING DESIGN - ARTICULATION

A. Requirement One: Use window/fenestration patterns that evoke the historic style that existed between 1880 and 1920.

B. Guideline:

1. Window style encouraged for all building types:
   a) True-divided, multiple-light windows.
   b) Single-light windows.
   c) Applied muntins with profile facing window exterior.
   d) Rectangular windows with vertical proportions.
   e) Fixed windows.

Figure 7
f) Double or single-hung windows.

g) Casement windows.

h) Windows should be spaced and sized so that wall area is not exceeded by window area, with the exception of commercial storefronts.

![Figure 8](image)

2. Window style encouraged specifically for any waterfront industrial buildings:

a) Square or rectangular windows with multiple lights.

![Figure 9](image)

3. Window style encouraged specifically for commercial:

a) Storefronts:

   1) Plate glass windows with multiple-light transom windows above.

   2) Recessed entries.

   3) Window to wall surface proportions may be exceeded.
b) Upper stories:

1) Window area should not exceed wall area.

---

Figure 10

Late 1800s to Early 1900s:
- Corbelled brick cornice
- Large, arched windows

Mid to Late 1800s:
- Boldly decorated cornice
- Window hoods
- 2 over 2 windows

Late 1800s to Early 1900s:
- Simple cornice
- Transom windows
- Recessed entrance

Early 1900s to 1930s:
- Metal window frames
- Structural glass
- Recessed entrance

---

c) Vertical rectangle or square windows.

d) Combination of single and multiple-light windows.

e) Single windows, paired windows, or windows grouped in threes.

f) Bay windows.

---

Figure 11

McSwain & Woods, AIA/Shoji Planning and Development

North Bend Downtown Waterfront District Plan
Chapter 8 – Architectural Guidelines
Page 14
g) Arched or decorative shaped windows used sparingly.

h) Windows should use casings and crown moldings.

C. Requirement Two: Use finish materials, details and colors that evoke the historic style that existed between 1880 and 1920.

D. Guidelines: Commercial buildings and commercial portions of mixed use buildings must use wood as their primary exterior finish material on their street facing elevations. A limited amount of brick or stone may be approved as a base.

1. When using wood products for siding, use shingles or painted horizontal siding, not shakes. Horizontal siding used must be clapboard siding composed of 3 to 4 inch wide boards. Plywood and pressboard panels are not allowed exterior finish material but composite boards manufactured from wood or other products, such as hardboard or hardplank, may be used when the board product used is less than 4 inches wide (or is articulated less than 4" wide). Stop the siding material used at window and door trim edges.

2. Plain concrete block, plain concrete, corrugated metal or plywood may not be used as exterior finish materials. However, plain concrete and plain concrete block may be used as foundation materials when the foundation material does not extend more than 3 feet above the finished grade level adjacent to the foundation wall. If concrete extends more than 18” above the adjacent sidewalk, the use of brick or stone facing is encouraged.

3. Use trim to mark all building roof lines, porches, windows and doors that are on a building's street-facing elevation or elevations.

4. Each primary structure must be designed to reflect, on its right-of-way facing elevation, all floor levels in the building, including the attic. Building elevations can reflect the different floor levels through the use of porch roofs, changes in materials or texture of materials, location of pediment and roof lines, overhangs, and setbacks.
Chapter 8

5. All glass in ground level street facing windows and doors must be clear or ornamental stained glass. Reflective or opaque glazed surfaces are allowed for restrooms only.

6. Roofing materials or pitched roofs (exposed to view) to be cedar shingle; composition roofing in gray, brown, black, deep red or other subdued color; low profile standing seam metal; and decorative features such as cupolas, cresting, chimneys, barge (rake) and soffit/facia trim are all encouraged.

7. Decorative lighting integrated with architectural elements is encouraged, especially light fixtures that do not compete with city sidewalk period pole lights. Building lights are to be directed downward to avoid glare problems, and are to be metal halide or incandescent.

SIGNAGE

A. Introduction: The aim of these guidelines is to increase awareness of signs, to encourage good design, and describe the elements that the Front Street Design Review Committee will look for in reviewing your sign.

B. General Guidelines: If designed well, signs can be an attractive feature and can help to create a distinctive character for the individual business. Conversely, poor signing can distract from the building's character, add clutter and contribute to visual blight. The following points may be helpful in considering signs.

1. It is important that they are thought of as part of the overall business front design rather than as an afterthought.

2. They should be consistent with the character of the storefront, the building on which they are situated and the area as a whole. Their character should be determined by such factors as:
   a) Size
   b) Shape
   c) Position
   d) Materials
   e) Illumination
3. Too many signs on a business front can be self-defeating. They should usually be limited to a fascia sign with the name of the business indicated not more than once on each elevation. In addition, a projecting, hanging or awning sign can be added depending on location and surrounding development. Signs should be simple, clear, and direct. Painted signs are preferred. Backlit fluorescent signs are not permitted, but neon may be acceptable. One of the many standard lettering styles should be used. Signs should not hide or obscure the architectural elements of the building. Exterior signs should be flat against the building, painted on it, or hung from the underside of marquees, perpendicular to the sidewalk. Signs attached to the edge of marquees should not extend above the marquee’s upper edges.

C. Fascia Sign:

1. Definition:

a) The vertical surface of a lintel (a horizontal beam over a window and/or doorway that is either structural or decorative) over a storefront which is suitable for sign attachment.

![Figure 12](image)

2. The fascia sign should:

a) be designed as part of the building and not treated in as an unrelated addition.

b) be of an appropriate size and design.

c) be sited sympathetically on the building.
Chapter 8

2. A neon sign should:
   
a) be related to the style and character of the building or area.

b) be limited to no more than two square feet.

c) be limited to non-advertising messages such as "open" and "vacancy".

d) be turned off between the hours of 12:01 p.m. and 7:00 a.m.

H. Sandwich Boards:

1. Definition:

   a) Portable signs that are not permanently affixed to the ground or a structure.

2. Sandwich boards should:

   a) be related to the style and character of the building or area

   b) be a free-standing, A-frame type sign.

   c) not be illuminated in any way.

   d) not obstruct pedestrian and traffic flow.

   e) not be shorter than two feet nor taller than four feet.
E. Pole/Ground Sign:

1. Definition:
   a) Any sign which is supported by structures or supports in or upon the ground and independent of support from any building.
   b) Pole/Ground signs are discouraged.

F. Roof Sign:

1. Definition: Any sign that is displayed upon or supported in any way by a roof.

2. Roof signs are discouraged

3. Where the design of a building dictates that a roof sign is necessary, the sign should:
   a) be related to the style and character of the building or area.
   b) not project above the roof ridge line
   c) be internally illuminated

G. Neon Sign:

1. Definition:
   a) Any sign where neon or other gas contained in tubing is illuminated by the application of electric current.
d) not obscure or remove detailing on the building.

e) be recessed to prevent the sides from being visible.

f) not extend across two store fronts or across separate buildings.

g) not be internally illuminated

D. Projecting and Hanging Signs:

1. Definition:
   a) A sign where the message area is displayed perpendicular to the building fascia.

2. A projecting or hanging sign should:
   a) be related to the style and character of the building or area.
   b) be at fascia level.
   c) be limited to one for each storefront.
   d) not be larger than the fascia sign.
   e) not be internally illuminated.

Figure 13
Chapter 8

f) be directly in front of the business for which it advertises.

g) not be on the sidewalk after dark.

h) not be chained to trees, utility poles, private or public signs, etc.

I. Awning Signs:

1. Definition:

   a) An awning is any structure made of cloth, metal, or similar material with a frame attached to a building and projects over a public sidewalk. Advertising material attached to an awning is an awning sign.

2. Awning signs should:

   a) be related to the style and character of the building on which it is attached.

   b) be used in place of other signs.

   c) not be internally illuminated.

J. Miscellaneous

In addition to the above sign types, other types of signing may be appropriate when consistent with the overall style and character of the building or area.
Chapter Nine

URBAN RENEWAL PLAN / NORTH BEND
DOWNTOWN WATERFRONT MASTER PLAN
COMPARISONS
INTRODUCTION

The primary objective of the Urban Renewal Plan is to improve the "function, condition and appearance" of the Urban Renewal Area. In addition to encouraging elimination of blight in the downtown core area, the Urban Renewal Plan stresses the development of "an attractive commercial waterfront development that draws attention to the waterfront and improves the connectivity between the downtown and the waterfront." The City of North Bend has commissioned this 1998 Downtown Waterfront District Master Plan in order to develop one vision of how this might be accomplished.

ADDRESSING THE URBAN RENEWAL PLAN GOALS AND OBJECTIVES

Downtown Urban Renewal Goals

1. Improve the physical and visual (aesthetic) environment through streetscape improvements such as trees, benches, lighting and trash receptacles.

   The Downtown Waterfront Master Plan has provided for streetscape improvements in the Downtown Waterfront District consisting of brick borders on concrete sidewalks (full brick sidewalks in the Harbor Avenue area); trees (where existing sidewalk width allows and along all new sidewalks/blocks); new individual street lights along all city streets; new and existing, within the District; sitting benches, trash receptacles and brick planters located periodically along the sidewalks; and brick crosswalks where allowed.

2. Provide pedestrian linkages, including sidewalks throughout the area particularly between the waterfront and the downtown.

   Pedestrian linkages in the form of new sidewalks not only along the waterfront's proposed Harborwalk esplanade,
but also along Washington Street, California Street and Virginia Avenue serve to complete the pedestrian connection between the downtown core and the waterfront portions of the District. The brick pavers which border these sidewalks and form ramps at sidewalk intersection corners, provide a visual continuity and cohesiveness which tie the downtown and the waterfront together and encourage increased foot traffic through the commercial area.

3. **Create a distinct identity for the downtown core area in terms of both local and tourist oriented business.**

By creating a common “streetscape design vocabulary” for the Downtown Waterfront District, the Master Plan proposes a unifying theme of architectural appurtenances such as street lighting, sidewalks, trees and planters that, together with adoption of the model Architectural Guidelines set forth in Chapter 8, will over time create the impression of entering an area with a distinct identity.

4. **Provide adequate parking for both employees and patrons of the downtown commercial district.**

The 1998 Downtown Waterfront Master Plan suggests the creation of new parking areas/structures and the augmentation of existing parking areas/structures within the four principal blocks of the existing downtown core. With the implementation of this Master Plan then, six of the eight blocks included in the study will have internal parking lots, and the remaining two blocks will have adequate diagonal parking available on the newly created Railroad and Harbor Avenues.

**Waterfront Goals**

1. **Provide public open space that capitalizes on the District’s waterfront location and facilitates redevelopment of the waterfront for both public and private uses.**

The Master Plan provides for the creation of three kinds of new public open space on the waterfront: new city parks such as the Tower and Ellipse parks, a ‘Harborwalk esplanade for strolling along the waterfront, and public
spaces constructed out over the bay itself such as a public plaza with band shell, restrooms and access to a marina, the new city dock, seasonal concessionaires, boat launch facilities and a fishing pier.

2. Provide the capital improvements necessary to stimulate revitalization of the waterfront district and development of the North Point area.

The Master Plan recommends a series of Implementation Goals around which the Urban Renewal Agency may elect to organize capital expenditure budgets for infrastructure improvements so that construction may proceed in a logical manner (as tax increment funding becomes available). Once the Phase One Implementation goals are underway, there should be a positive effect which triggers increased private capital expenditures for business expansion in the Downtown Waterfront District. The Master Plan does not include the North Point area.

Other Goals

1. Where necessary, construct, install and replace publicly owned utility systems such as water, storm drains and sanitary sewers.

One of the Implementation Goals of the 1998 Downtown Waterfront Master Plan is the installation of new street utilities such as sanitary sewer, storm sewer and water in the planned Railroad and Harbor Avenue projects. If natural gas has been provided to this area by the time these improvements are contemplated, then branch lines should be installed in anticipation of such service. Other publicly owned utilities in need of repair, if any, should be upgraded as part of the normal City Public Works and/or Coos Bay - North Bend Water Board maintenance projects. Plans of existing publicly owned utilities may be found in the Appendix B.

2. Replace overhead pole mounted utilities with an underground utility system.

Included in Appendix B of this Master Plan is a preliminary underground electrical design plan for relocating principal private utilities such as power,
telephone and TV cable to underground raceways, thus eliminating unsightly power poles and wires. Plans of existing privately owned utilities may also be found in the Appendix B.

3. Remove blighted and deteriorated structures which are not suitable for conservation or rehabilitation.

The Urban Renewal Agency, through the Urban Renewal Director and staff, and City of North Bend Building Department, will continue to monitor the status of marginal structures in the Downtown Waterfront District. This Master Plan has not inventoried existing buildings with regard to level of deterioration and/or public safety, but the Urban Renewal Agency should be prepared to consult with the owners of identified buildings to familiarize them with new opportunities and requirements. Architectural Standards which have been adopted, new opportunities which are opened up as a result of amendments to zoning and land use regulations, and opportunities which will grow out of the Urban Renewal Agency’s efforts to upgrade the District’s infrastructure and streetscape amenities. In addition, the Urban Renewal Agency should be prepared to facilitate acquisition of properties by entrepreneurs interested in the continued development of the District.

4. Develop or redevelop vacant and under-utilized property through public land assembly and condemnation for resale or redevelopment when absolutely necessary.

One of the key Implementation Goals of the 1998 Downtown Waterfront District Master Plan is to “provide opportunities for business relocations to facilitate civic infrastructure development.” It should be the policy of the North Bend Urban Renewal Agency to work with the owners of either blighted properties, or properties which are desirable for acquisition for public use. Condemnation should be an absolutely last resort.

5. Update existing land use regulations as necessary to maintain consistency between the Urban Renewal Plan, the North Bend Comprehensive Plan and the North Bend Zoning Ordinance.
Incorporating Urban Renewal land use policies in the North Bend Comprehensive Plan, and revising zoning to be consistent with the 1994 Urban Renewal Plan and with this Master Plan will be an important step for the City. The first step towards incorporating Urban Renewal policies will involve researching the current policies in the Comprehensive Plan which address economic development and tourism (Goal 9), recreational needs (Goal 8), public facilities and services (Goal 11), transportation (Goal 12), estuarine resources (Goal 16) and coastal shorelands (Goal 17). The next step will be to prepare the analysis to show that the Urban Renewal Plan and this Downtown Waterfront Master Plan are consistent with the Statewide Planning Goals. Finally, preparation of policies and implementing ordinance provisions which allow the structures and activities included in this Master Plan will pave the way for the necessary plan amendments which are addressed in Chapter 7 - Land Use Planning. Recommendations.

PHYSICAL PLAN DESIGN/FEATURE COMPARISON

On August 23, 1994, the City of North Bend adopted Ordinance 1823, entitled the “North Bend Urban Renewal Plan.” The physical urban design represented by the Urban Renewal Plan covers a larger geographic area than the North Bend Downtown Waterfront District (hereinafter referred to as the “District”). The District is, however, totally contained within the geographic boundaries of the Urban Renewal Plan.

Exhibits IV and V from the Urban Renewal Plan are reproduced and attached to this section. They illustrate not only the relative boundaries of both the Urban Renewal Plan and the District, but also show the similarity in design concept shared between the two documents. For example, notice that the Urban Renewal Plan anticipates the development of Harbor Avenue between Washington Street and Virginia Avenue as well as an esplanade-type sidewalk, or “Harbor Walk”, between Virginia and California Streets. Additionally, the California Street boat ramp is included in the Urban Renewal Plan as well as in this District Master Plan, as is the reacquisition of the old North Bend Dock property and construction of a new pier at the foot of Virginia Avenue. (This District Master Plan also adds piers at Washington and California Streets.)
Further comparisons indicate that both the Urban Renewal Plan and the District Master Plan share provisions for developing new opportunities for public parking, public restrooms, street trees and landscaping, a marina, and dedicated areas for new businesses to develop. Eventual placement of public utilities underground, specific intersection improvements, key property acquisitions and business relocations are other issues that have been dealt with by each document in similar ways.

It should be noted that several goals set forth by the Urban Renewal Plan in 1994 have already been attained, or are currently underway: the parking study, entrance flag stations and US 101 improvements have been completed, and the California Street boat ramp project is currently in the planning/funding stages. Additionally, the City of North Bend has embarked on a new Master Planning effort through their Parks and Recreation Department. The proposed parks and greenspaces shown in this District Master Plan have been coordinated with the planner engaged in this simultaneous project.

There are some major differences between the Urban Renewal Plan and the District. The most dramatic is the eventual joint use and/or acquisition of the existing railroad right-of-way for development by the City into Railroad Avenue (located between Harbor and Sheridan Avenues and extending from Tremont north along the railroad right-of-way). Other notable differences are the District’s emphasis on generating foot and vehicular traffic (such as a possible museum and an RV park on the waterfront), the unrestricted pedestrian access to the waterfront, the development of new public spaces such as Tower and Ellipse Parks proposed along Virginia Avenue, and expansion of the Pier at the foot of Virginia Avenue to create a large public recreational/civic gathering space.

PRIORITIZATION OF GOALS / PHASING COMPARISON

The Urban Renewal Plan

The existing 1994 Urban Renewal Plan breaks its recommendations down into phases as follows:

Phase I

1. Construct landscape features including landscaping and flags at either end of the couplet.
2. Acquire the old City Dock property on the waterfront from the current owner.

3. Reconstruct curbs, sidewalks and add pedestrian amenities (benches, period street lamps, trash receptacles, drinking fountains, landscaping, etc.) on Sherman Avenue between Washington and Montana Streets, and on Virginia Avenue between Union Avenue and the waterfront.

4. On the waterfront, develop a city parking lot at the intersection of Virginia and Harbor, construct a fishing/observation pier at the foot of Virginia, provide a new public restroom.

Phase II

1. Continue to acquire properties in the area bounded by Sheridan Avenue, the waterfront, California Street and Washington Street.

2. Reconstruct curbs, sidewalks and add pedestrian amenities (as in Phase I above) on Sheridan Avenue between Washington and Connecticut Streets, on Washington Street between Sheridan Avenue and the waterfront, and on California Street between Sherman Avenue and the waterfront.

3. Redesign and construct the intersection of California Street and Sheridan Avenue, and the intersection of Virginia and Sherman Avenues.

4. On the waterfront, construct the Harbor Walk between Virginia Avenue and California Streets.

5. Acquire property for and develop new parking facilities to serve the new businesses in the area.

6. Improve the utilities incidental to these infrastructure projects as needed including moving utilities underground, etc.

Phase III

1. Continue to acquire properties in the area bounded by Sheridan Avenue, the waterfront, and Washington and California Streets.
2. Reconstruct curbs and sidewalks, and add pedestrian amenities on Union Avenue between Washington and Connecticut Streets, on Washington Street between Sheridan and Union Avenues, and on Connecticut Street between Sheridan and Union Avenues.

3. Redesign and construct the intersection of Connecticut Street and Sherman Avenue.

4. On the waterfront, construct the Seawall and continue to improve walkways and other public amenities.

5. Improve the utilities incidental to these infrastructure projects as needed including moving utilities underground, etc.

Phase IV

1. On the waterfront, construct the California Street Turnaround, construct Harbor Avenue and develop additional site amenities.

2. Redesign and construct the intersection of California and Union Streets.

3. Redesign and construct Grant Circle in front of City Hall.

4. Continue to acquire and develop properties for use as public parking lots.

5. Continue to acquire property needed for infrastructure improvements in the area bounded by Sheridan Avenue, the waterfront, and Washington and California Streets.

6. Improve the utilities incidental to these infrastructure projects as needed including moving utilities underground, etc.

Phase V


2. Lincoln Square landscaping.

3. North Point Access Improvement.
4. Pedestrian improvements to Virginia west of Union.

5. Landscape Pony Creek at Virginia Street bridge

6. Utilities improvements continue

7. California Street boat ramp

**The 1998 Downtown Waterfront District Master Plan**

The goals, priorities and phasing of the Downtown Waterfront Master Plan have been discussed in detail in this document, and they are similar to the goals set forth in the 1994 Urban Renewal Plan and Report. Principal differences are in scope (for example, as the Urban Renewal Plan covers a larger geographic area, it includes goals and projects outside the scope of this Master Plan). Additional differences arise primarily from different projects and/or priorities growing out of the design process and reflect more advanced planning and public input than was undertaken at the time of the initial Urban Renewal Plan. While no research into the law controlling Urban Renewal Agencies and their plans was done as part of this report, it is recommended that this subject be researched by staff and that the Urban Renewal Plan be amended, as necessary, to conform to the Implementation Goals of the 1998 Downtown Waterfront District Master Plan as amended or adopted by the Urban Renewal Agency of the City of North Bend.
Appendix A

Appendix A – Property Owners

Robert & Jean G. Ackley
581 16th Ave.
Coos Bay, OR 97420

Jordan K. Allen & Tes Allen
Lawanna Payne
2056 Sherman Ave.
North Bend, OR 97459

Kenneth & Avadna Boshears Trust
2985 E. Bay Dr.
North Bend, OR 97459

Allan H. Cadgene
2920 Webster St.
San Francisco, CA 94123

Frances Cavoretto
PO Box 3220
Coos Bay, OR 97420

Clifford H. & Patricia Chambers
1405 Sherman
North Bend, OR 97459

Coos Bay Dredging Co.
Willamette Gravestone, Inc.
PO Box 7816
Eugene, OR 97401

Coos Head Food Store
1960 Sherman
North Bend, OR 97459

Coos Bay Longshoreman’s Benefit Association
PO Box 469
North Bend, OR 97459

L.G. & A.S. Cutlip
2105 Sheridan
North Bend, OR 97459

Davis Oil, Inc.
280 Newmark
North Bend, OR 97459

Jim & Susan L. Deatherage
PO Box 248
Allegany, OR 97407

Lawrence E. Duprey
193 Hardy Ave.
Eugene, OR 97404

Empire Gas Inc. of North Bend
PO Box 303
Lebanon, MO 65536

Lyle Engles Trust
1445 N. 10th Ct.
Coos Bay, OR 97420

General Telephone Co. of The Northwest, Inc.
PO Box 152206
Irving, TX 75015

Carl L.J. Golder Trust
PO Box 2256
Lake Oswego, OR 97035

Lee C. Golder
2090 Union Ave.
North Bend, OR 97459

Industrial Steel & Supply Co.
PO Box 387
North Bend, OR 97459

Jones Washington Stevedoring
7245 West Marginal Way SW
Seattle, WA 98106

Thomas R. & Jean Kyle
PO Box 410
North Bend, OR 97459
<table>
<thead>
<tr>
<th>Property Ownership Listing</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ralph E. &amp; Anna M. Larson</strong></td>
</tr>
<tr>
<td>Vincent &amp; Nancy Rogers</td>
</tr>
<tr>
<td>1480 Bay St. North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>Man Shu &amp; Yuet Wan Lau</strong></td>
</tr>
<tr>
<td>2740 Greenbriar St. Reedsport, OR 97467</td>
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<tr>
<td><strong>Little Theater on the Bay, Inc.</strong></td>
</tr>
<tr>
<td>PO Box 404 North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>Loyal Order of Moose</strong></td>
</tr>
<tr>
<td>Coos Bay Lodge #678 PO Box 496 North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>Renee Majeski</strong></td>
</tr>
<tr>
<td>615 Virginia Ave North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>David R. Milburn</strong></td>
</tr>
<tr>
<td>PO Box 365 North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>Burl M. &amp; Miladeane Noggle</strong></td>
</tr>
<tr>
<td>2225 Clark St. North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>North Bayview L.L.C</strong></td>
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<tr>
<td>PO Box 4460 Medford, OR 97501</td>
</tr>
<tr>
<td><strong>North Bend Oyster Co.</strong></td>
</tr>
<tr>
<td>PO Box 5555 Charleston, OR 97420-1</td>
</tr>
<tr>
<td><strong>Norman D. Northrop</strong></td>
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<tr>
<td>110 Paddon Rd. Watsonville, CA 95076</td>
</tr>
<tr>
<td><strong>State of Oregon</strong></td>
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<tr>
<td>1600 State St. Salem, OR 97310</td>
</tr>
<tr>
<td><strong>State of Oregon Corrections Division</strong></td>
</tr>
<tr>
<td>PO Box 5367 Charleston, OR 97420-1</td>
</tr>
<tr>
<td><strong>Edward G. Rae</strong></td>
</tr>
<tr>
<td>PO Box 725 North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>C. Wayne &amp; Melanie L. Schrunk</strong></td>
</tr>
<tr>
<td>PO Box 151 North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>Roger H. Scott</strong></td>
</tr>
<tr>
<td>732 N. 9th St. Coos Bay, OR 97420</td>
</tr>
<tr>
<td><strong>Silvercape Enterprises, Inc.</strong></td>
</tr>
<tr>
<td>7959 SE Foster Rd. Portland, OR 97206</td>
</tr>
<tr>
<td><strong>Steve Simkious</strong></td>
</tr>
<tr>
<td>Yesterday's Books 2051 Sherman Ave. North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>So. Pacific Transportation Co.</strong></td>
</tr>
<tr>
<td>PO Box 2500 Broomfield, CO 80038-2500</td>
</tr>
<tr>
<td><strong>Colleen Thruman</strong></td>
</tr>
<tr>
<td>571 N. Baxter Coquille, OR 97423</td>
</tr>
<tr>
<td><strong>Paul F. &amp; Electa L. Wegfahrt</strong></td>
</tr>
<tr>
<td>493 Hollow Stump Rd. North Bend, OR 97459</td>
</tr>
<tr>
<td><strong>Wells Fargo Bank</strong></td>
</tr>
<tr>
<td>PO Box 63931 San Francisco, CA 94163</td>
</tr>
<tr>
<td><strong>Weyerhauser Company</strong></td>
</tr>
<tr>
<td>PO Box 389 North Bend, OR 97459</td>
</tr>
</tbody>
</table>
Appendix B

INFRASTRUCTURE SURVEYS AND DESIGN PLANS

Existing Sewer (Sanitary & Storm) & Water (C1.1)
Existing Electric Power, Phone & Cable TV (C1.2)
Existing Traffic Flow Map (C1.3)
Proposed Pacific Power Underground Design Plan (C1.4)
North Bend Airport Business Park (C1.5)
LEGEND

- <ARE !>OR LINE

ARCHITECTS and PLANNERS

PROJECT TITLE:
DOWNTOWN WATERFRONT
DESIGN & PLAN
North Bend, Oregon
The Airport Business Park is one option for business relocations from the Downtown Waterfront District.
Appendix C

ACKNOWLEDGMENTS
Appendix C

Appendix C - Acknowledgments

City of North Bend

*Opportunity Development Committee*
  Mayor Timm Slater, Chair
  Council President Clair Jones
  City Councilor, Lee Golder

*City Administrator*
  Gary Marks

*City Recorder and Grant Administrator*
  Terri Turi

*Airport Manager*
  Gary LeTellier

*Parks and Recreation Director*
  Kelli Watson

*Public Works Director*
  Aaron Geisler

*City Planner*
  Janelle Evans

North Bend Downtown Association
  Johanna Dillard, President

United States Forest Service
  The United States Forest Service provided funding which
  made this project possible.
  *Rita Dyer, Siskiyou National Forest*

Property Owners
  Thanks to all the owners of properties and businesses who
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Mike and Kristi Erbele
Thanks to Mike and Kristi Erbele for providing their vehicle for the waterfront visitations.

City of Port Angeles/Port of Port Angeles
The Honorable Mayor Gary Braun
Bradley J. Collins, AICP, Planning Director
Sue Roberds, Planning Specialist
Scott Brodhun, Parks Director
Kenneth Sweeney, AICP, Port of Port Angeles

Others
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