

City of Coos Bay

COMPREHENSIVE PLAN 2000

Volume 1

**Plan Policy Document
1987-2000**

**Coos Bay City Council
1981**

UPDATED JUNE 2021

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COOS BAY CITY COUNCIL

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Harvey Crim

Gary Gehlert
William Schroeder
Jack Varra

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

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Lu Ann Karns, Planning Intern

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Mary Eckes, Secretary

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Andy Anderson, Chief, Fire Department
Carol Ventgen, Library Director

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

CREDITS

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

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

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

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

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

PERIODIC REVIEW

COOS BAY CITY COUNCIL

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Ralph Larson

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COMMITTEE FOR CITIZEN INVOLVEMENT

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Ralph Larson

Kevin McCord
Carol Melton

RESOLUTION NO. 81-15

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

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

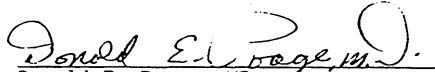
WHEREAS, the City Council, in conjunction with the Planning
Commission and the Committee for Citizen Involvement has undertaken a
comprehensive study of the city, and

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


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

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

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


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

ATTEST:


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

RESOLUTION NO. 83-11

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

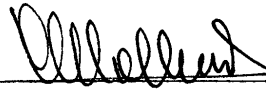
WHEREAS, the Land Conservation and Development Commission reviewed the City of Coos Bay's acknowledgement request for compliance with the Statewide Planning Goals and adopted an order continuing the request for 150 days in order to bring the plan and implementing measures into compliance with Goals 2,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

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

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

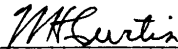
NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Coos Bay does hereby adopt changes to the Comprehensive Plan and Land Use Map 2000 as attached. Amendments to the Land Development Ordinance will be made by approval of Ordinance 2903. The City Council does also hereby authorize that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

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



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

ATTEST:



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

CITY OF COOS BAY
RESOLUTION 88-9

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

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

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

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

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

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

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

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

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

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

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

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

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

Bill Schroeder
Bill Schroeder, Mayor

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

City of Coos Bay

Resolution 97-11

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

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

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

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

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

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

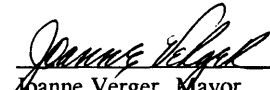
NOW THEREFORE BE IT RESOLVED, the City Council of the City of Coos Bay does hereby adopt the following changes to the Comprehensive Plan in Volume 1 of the Coos Bay Comprehensive Plan:

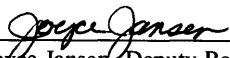
Amend Volume 1, Plan Policy Document, Chapter 9, Map 9.1-1 Land Use Plan Map 2000 designations from Industrial (I) to Residential Low-Density (R-L) for the following described property:

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

Resolution 97-11 Comprehensive Plan Map Amendment

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


Joanne Verger, Mayor

ATTEST 
Joyce Jansen, Deputy Recorder

Resolution 97-11 - Amendment to Comprehensive Plan Map



Department of Land Conservation and Development

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

November 16, 1983

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

JUL 22 2002

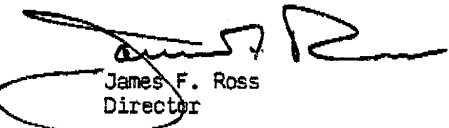
Dear Mayor Holbert:

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

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

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

Congratulations,


James F. Ross
Director

JFR:JBK:mg
60468/48
Enclosure

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

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

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

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

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

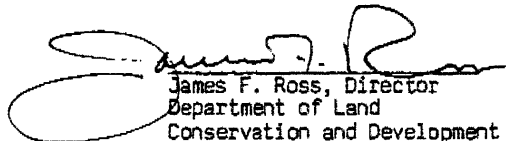
Based on its review, the Commission finds that the City of Coos Bay's comprehensive plan and land use regulations comply with the Statewide Planning Goals adopted by this Commission pursuant to ORS 197.225 and 197.250 for the area outside its coastal shoreland boundary.

THEREFORE, IT IS HEREBY ORDERED THAT:

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

DATED THIS 16th DAY OF NOVEMBER 1983.

FOR THE COMMISSION:


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

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

JFR:JBK:mg
6048B/48

Attachment

LAND CONSERVATION AND DEVELOPMENT COMMISSION
ACKNOWLEDGMENT OF COMPLIANCE

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

DATE RECEIVED:
June 27, 1983

DATE OF COMMISSION ACTION:
October 6-7, 1983

I. REQUEST

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

II. SUMMARY OF RECOMMENDATIONS

Staff

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

Local Coordination Body

No comment received.

FIELD REPRESENTATIVE: Glen Hale
Phone: 378-3500

LEAD REVIEWER: Mitch Rohse
Phone: 373-7399

COASTAL GOAL REVIEWER: Phil Quarterman
Phone: 378-5052

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

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

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

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

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

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

Conclusion

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

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

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

City of Coos Bay

-15-

September 15, 1983

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

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

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

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

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

1. That almost all developed properties are [not]now connected to the municipal water supply;
2. All new development will be required to connect to the municipal system; and
3. The only future use of wells in the City will be to supplement the municipal system for lawn and garden irrigation, which will not pose a significant threat to groundwater.

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

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

TOTAL P.05

ORDINANCE NO. 539

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF COOS BAY AS ESTABLISHED BY ORDINANCE 503 AMENDING THE COOS BAY COMPREHENSIVE PLAN, PROJECT 187-20-000050-PLNG(A).

Section 1. Intent. It is the intent of the City Council to comply with Oregon Legislature House Bill 2001 by approving land use policies to facilitate land use regulations offering housing types and choices that people can afford.

Section 2. Comprehensive Plan Amendment summary.

Section 7.1 Natural Resources and Hazards, addition to Strategy NRH.1;

Section 7.2 Energy Conservation, Strategies EC.5 and EC.10;

Section 7.5 Economic Development, amendment to Policy 2.3;

Section 7.6 Housing Goals: 2, 4, 7

Section 7.6 Housing Policies: 2.1, 3.1, 3.2, 4.1, 4.2

Section 8.1 Public Participation Goal

Section 9.1 Land Use Implementation Plan: Residential Area Objectives (1, 3), Commercial Area Objectives (1,2,3), Medical Park Objective 1.

Exhibit 1, the Findings of Fact, outlines the specific changes to each of the above listed strategies, policies and objectives. Exhibit 1 contains all additional proposed language changes.

Section 3. Public review. On May 4, 2021, the Planning Commission and City Council held a public hearing on the subject amendments. The Planning Commission recommended City Council amendment(s) adoption of Ordinance 539.

Section 4. Public Notice and compliance with OAR 660-019-0020. Notification of the subject amendments and public hearings was provided as follows:

Department of Land Use, Conservation and Development March 29, 2021 on-line posting of the May 4, 2021 Planning Commission/City Council public hearing notice and all related proposed amendments.

Friday Update. On Friday, April 23, 2021, the subject amendments were noted in the City of Coos Bay Friday Update, the City's on-line publication of events/notifications of City business.

The World Newspaper legal ad. On April 23, 2021, a public hearing notice of this May 4, 2021 public hearing was included in The World Newspaper legal ads (Attachment A).

Community Development Department web page posting. April 27, 2021, this ordinance was posted at www.coosbay.org/departments/community-development-department.

Public hearing notice posting. On Friday, April 23, 2021, consistent with the City Charter, a public hearing notice of this ordinance identifying the May 4, 2021 joint Planning Commission and City Council public hearing time and place was posting in conspicuous place where it could be seen at the Coos Bay City Hall at 500 Central Avenue.

Section 5. Authorization and Findings. The Council hereby authorizes approval of this Ordinance for changes to the Coos Bay Comprehensive Plan text and Findings of Fact (Exhibit 1) and a revised Comprehensive Plan Map (Exhibit 2).


Section 6. Effect. This Ordinance shall take effect 30 days after enactment by the Council and signature by the Mayor.

Section 7. Adoption. The foregoing ordinance was enacted by the Coos Bay City Council this 18th day of May 2021 by the following vote:

Yes: Benetti, DiNovo, Farmer, Kilmer, Marler, Matthews, Miles
No: None
Absent: None



Joe Benetti, Mayor
City of Coos Bay
Coos County, Oregon

ATTEST: 
Nichole Rutherford, Recorder
City of Coos Bay
Coos County, Oregon

INTRODUCTION

CHAPTER 1

1.1 GENERAL INTRODUCTION

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

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

1. Background:

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

2. Research and Data Base:

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

3. Identification of Problems and Goal Setting:

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

4. Overall Land Use Plan:

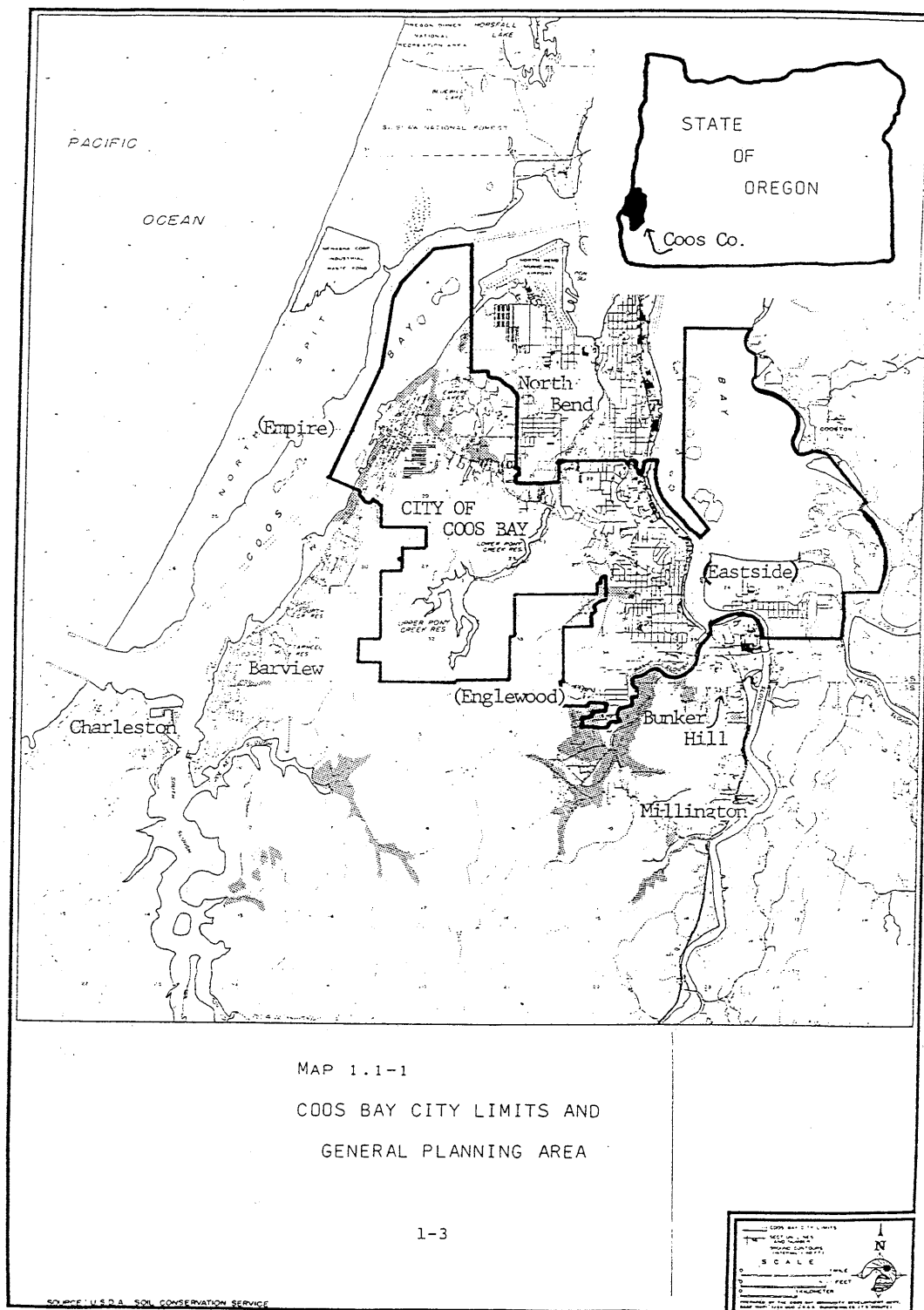
Coupled with these strategies (policies) of how the city will develop, general land uses must be identified to delineate where development can occur.

5. Plan Administration:

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

Map 1.1-1

Coos Bay City Limits and General Planning Area



1.2 PURPOSE

Comprehensive Plan - Definition

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

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

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

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

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

Oregon Planning

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

- 1969 Senate Bill 10 required cities and counties to develop comprehensive land use plans in compliance with 10 goals. The bill did not provide for enforcement of the goals, financial or technical assistance by the state, nor a mechanism to coordinate planning efforts locally.
- 1973 Senate Bill 100 is a more comprehensive land use act selecting the more desirable components of SB 10 and creates the land Conservation and Development Commission who is charged with coordinating and promoting comprehensive planning and to provide for orderly growth and development. Public participation is compulsory; state assistance is to be provided to local jurisdictions, and plans of state, local, and federal agencies are to be coordinated.
- 1974 The LCDC adopted the first 14 goals.
- 1975 The LCDC added Goal 15 concerning the Willamette River Greenway.
- 1976 The LCDC adopted the four goals concerning coastal resources upon recommendation of the Oregon Coastal Conservation and Development Commission.
- 1977 Senate Bill 570 clarified the goals vs. the guidelines. The goals are law which must be addressed; the guidelines are the state's suggestions of ways to satisfy the law.

Coos Bay's Planning History

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

TABLE 1.1-1

HISTORY OF ZONING, COOS BAY

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

- 1948 August – Zoning Ordinance #1675 was adopted. Ordinance #1764, governing trailer coach parks, also adopted.
- 1950 February – Commission discussed the reconsideration of the city’s Master Plan.
- 1958 October – The North Broadway area designated as the first project under the Urban Renewal Program.
- 1959 October – The first subdivision ordinance adopted – Ordinance #2057. This ordinance is still in effect with few minor changes.
- 1960 October – New Master Plan adopted.
- 1965 October – Zoning Ordinance #2242 adopted.
- 1967 October – The first Sign Ordinance adopted – Ordinance #2400.
- 1970 September – Sign Ordinance #2444 adopted.
- 1971 June – Preliminary land use plan adopted.
- 1974 August – Master Plan and Land Use Map completed and Zoning Ordinance #2610 adopted.
- 1976 April – Sign Ordinance #2674 adopted. This ordinance is still in effect.
- 1976 August – Zoning Ordinance #2685 adopted. This ordinance is still in effect.
- 1981 June – Zoning Ordinance #2875 is adopted in conformance with the 1981 Comprehensive Plan.
- 1987 June – Zoning Ordinance #93 is adopted in conformance with the Comprehensive Plan.

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

1.3 THE PLANNING PROCESS

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

1. All city and county land use plans take into consideration specific topics or goals (18 applicable to the City of Coos Bay) affecting natural resources, housing, economic development, energy conservation, recreation, urban growth, and so forth.
2. Such plans must be coordinated so that policies of one jurisdiction's land use plan do not cause undue conflict in the land uses of another area.
3. All land use decisions must be based upon documented, factual information.
4. Measures must be established to adequately solve needs identified by the plan, such as ordinances, improvement programs, and further study.
5. Coos Bay's 1974 plan could not meet all these requirements as set by law, so with financial and technical assistance from the LCDC, Coos Bay embarked upon another comprehensive planning effort.

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

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

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

TABLE 1.2-1

PLANNING ACTIVITIES, COOS BAY'S COMPREHENSIVE PLAN

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

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

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

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

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

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

August – December. Drafts of background inventories are prepared.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1.4 PUBLIC PARTICIPATION

Citizen Involvement Program

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

City of Coos Bay

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

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

1. A citizen opinion survey was developed and administered in 1977 regarding the proposed transportation and safety plan known as the 4th and Alder Intertie. (City of Coos Bay, 1981:II)
2. A field survey of current land use was conducted in 1977 under the direction of several committee members. (City of Coos Bay, 1981:II)
3. The CCI identified a problem in support and communication from the public and promoted efforts to publicize the city's land use activities.
4. The CCI evaluated the Commercial Airport Siting Element of the plan for the proposed expansion of the North Bend Airport. (City of Coos Bay, 1981:II)
5. A citizen attitude survey was conducted in 1978 to sample citizen views on a broad range of issues related to the city's future plan and development. (City of Coos Bay, 1981:II Appendix).

1.5 AGENCY COORDINATION

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

1. Preparing a lengthy mailing list of agencies to be notified of work sessions and public meetings, and to receive the ongoing glut of planning information and comment upon any of the planning material and activities produced by the city (Appendix B).
2. The city entered into cooperation agreements with School District #9, the Bay Area Health District, and Southwestern Oregon Community College. These agreements reiterate the pledge to cooperate in planning and inform each other of planning information.
3. The City of Coos Bays and Coos County have worked together to frame an urban growth managements agreement which will coordinate land use activities in urbanizing areas adjacent to the city and establish a reciprocal exchange of information.
4. Coos Bay and North Bend have agreed to a similar arrangement, particularly concerning two unincorporated areas of land between the two cities and entailing activities along the common city boundaries or which will have an effect on either jurisdiction.
5. The city has actively participated in regional planning processes: the extension of runway 4-22 at the North Bend Airport resulting in the Commercial Airport Siting Element as part of this plan (Vol. III) and the Coos Bay Estuary Management Plan which is under separate cover as part of this plan.

SETTING

CHAPTER 2

INTRODUCTION

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

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

2.1 LOCATION

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

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

2.2 HISTORY

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

2.3 POPULATION

The population of the City of Coos Bay is estimated to be 16,670 persons as of 2008¹. This figure represents about 63% of the urban area population (comprised of the cities of Coos Bay and North Bend) 26% of Coos County's population, and 0.44% of Oregon's estimated total population. The City of Coos Bay has traditionally been the largest city in Coos County since 1874 when Coos Bay was incorporated as the Town of Marshfield, although North Bend has closely paralleled this population growth.

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

¹ Portland State University Population Research Center, 2008 Population Estimate

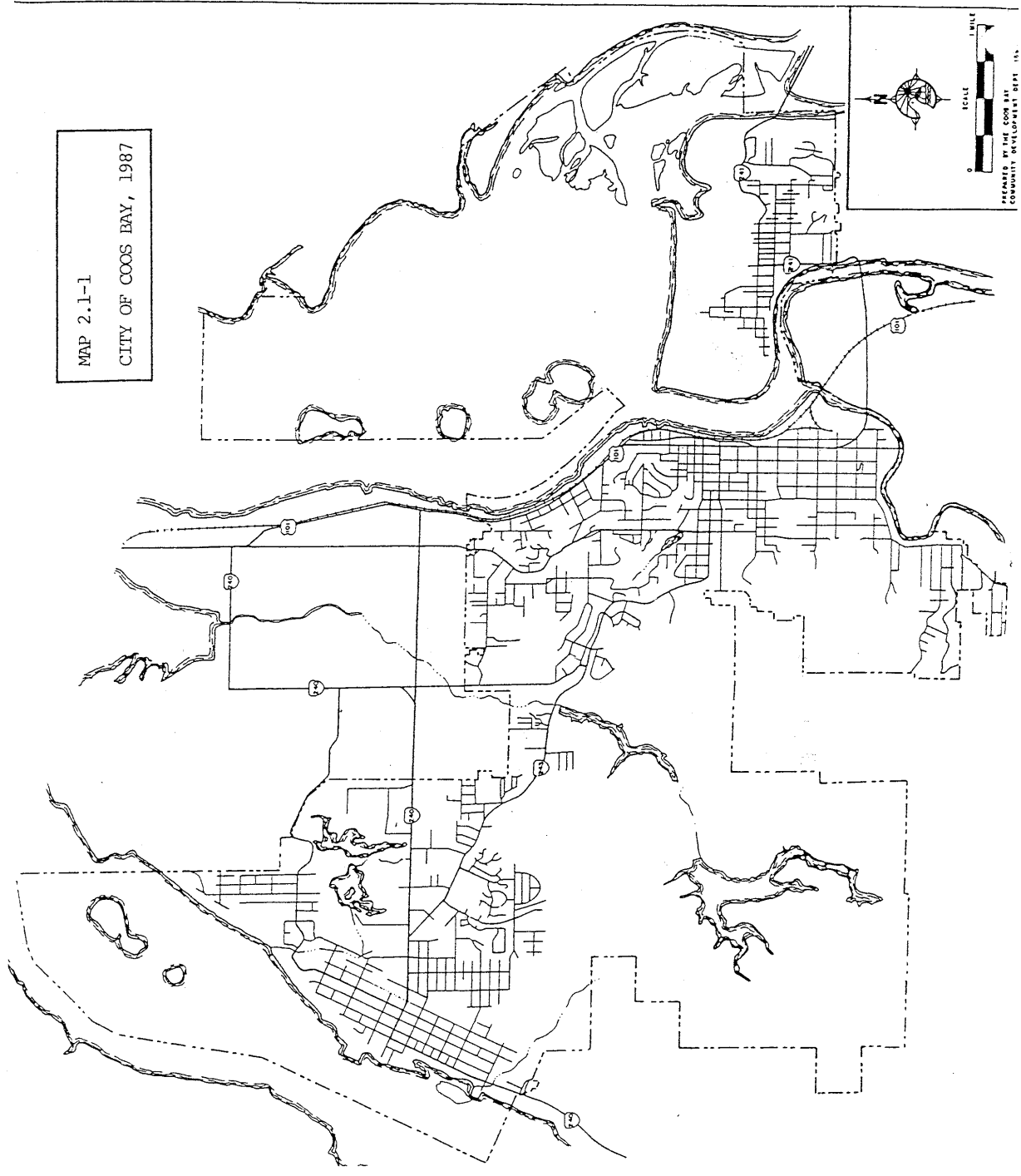
However, the bay area has exhibited a general trend of faster population growth than Coos County and the state since the early part of this century until the recent population decline of the 1980s.

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

MAP 2.1-1

City of Coos Bay, 1987

2-3



PHYSICAL ENVIRONMENT

CHAPTER 3

INTRODUCTION

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

3.1 CLIMATE

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

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

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

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

3.2 GEOLOGY

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

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

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

3.3 SOILS

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

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

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

3.4 BEACHES AND DUNES

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

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

3.5 WETLANDS AND TIDAL MARSHES

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

3.6 FLORA AND FAUNA

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

3.7 WATER RESOURCES

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

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

3.8 AGRICULTURAL AND FOREST LANDS

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

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

3.9 MINERAL RESOURCES

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

ECOLOGY

Chapter 4

INTRODUCTION

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

4.1 AIR QUALITY

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

4.2 WATER QUALITY

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

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

1. Isthmus Slough. Low levels of dissolved oxygen and high sedimentation detrimental to aquatic life due to excessive debris, high water temperature, and algae growth.
2. Waterfront. High levels of fecal bacteria which may be related to the City's sanitary and storm water treatment problems.
3. Pony Creek. Excessive debris and algae growth.
4. Catching Slough. Sediment and temperature levels have limited water quality, although dissolved oxygen levels are adequate there.
5. Coos River. Except for some problems with high temperature during periods of low streamflow during summer months, water quality has generally been good.

4.3 LAND QUALITY

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

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

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

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

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

4.4 NATURAL DISASTERS AND HAZARDS

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

Flooding

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

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

Earthquakes

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

Erosion

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

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

High Groundwater and Ponding

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

Windthrow

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

Abandoned Coal Mines

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

4.5 ENERGY CONSERVATION

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

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

CULTURAL ENVIRONMENT

CHAPTER 5

INTRODUCTION

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

5.1 HISTORY

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

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

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

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¹ | Portland State University Population Research Center, 2008 Population Estimate

5.2 ECONOMIC DEVELOPMENT

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

ECONOMIC TRENDS

National Overview

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

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

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

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

The Pacific Northwest & Coos County

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

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

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

Coos Bay

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

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

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

POPULATION & EMPLOYMENT TRENDS

Population Trends

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

Employment Trends

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

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

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

TARGET INDUSTRIES

Regional Business Clusters

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

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

Coos Bay Targets

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

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

Coos Bay Retail Potential

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

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

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

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

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

ISSUES AND OPPORTUNITIES

Key Industry Changes

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

Port Expansion

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

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

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

Commercial and Industrial Land Supply

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

Transportation

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

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

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

Tourism Development

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

Beautification/Revitalization

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

Housing Affordability and Supply

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

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

5.3 HOUSING

Following is a summary of housing needs in Coos Bay adapted from the 2020 Housing Needs Analysis, included herein as Appendix C.

2020 Buildable Lands Inventory / Housing Needs Analysis

The Buildable Lands Inventory / Housing Needs Analysis (BLI/HNA) estimates Coos Bay's current and future housing needs, including whether the City has enough appropriately zoned land to accommodate housing demand over the next 20 years. Vacant parcels and parcels with the potential for infill or redevelopment for future multi-unit (middle housing) and other units have been analyzed resulting in an informed projection of current and future housing needs and demand for developable land. There is sufficient buildable capacity and residential land use opportunity with existing zoning categories to accommodate Coos Bay's projected housing needs, including consideration of affordability, for the next twenty years.

BLI/HNA Composition

The BLI analyzes the amount, location, and suitability of land to determine the total acreage potentially available for development. The HNA analyzes current housing dynamics in the context of historic and projected demographic and housing trends (including renter and owner split). The HNA analysis utilizes a Housing Needs Model to account for affordability categories consistent with Oregon's Statewide Planning Goal 10.

Both analyses rely on assumptions informed by industry standards, market conditions, and projected trends. Additionally, several national and local demographic trends and factors influence assumptions about current and future housing demand.

Buildable Land Supply

Table 5.3-1 shows the total resulting buildable acres available for residential development by zone. There are 480 total buildable residential acres in Coos Bay.

Table 5.3-1: Buildable Land Supply						
Zone	Total Acres	Gross Vacant Acres	Gross Buildable Vacant Acres	Public Facilities Land Deducted	Redevelopment/ Infill Acres Added	Total Buildable Acres
Coquille Plan - Village	39.0	39.0	39.0	9.8	0.0	29.3
Low Density Residential - 6	1217.1	476.4	182.8	18.7	18.9	183.0
Low Density Residential - 8.5	103.8	10.0	7.6	0.2	1.2	8.6
LDR-6 Overlay Zone	56.2	39.8	23.7	4.6	1.1	20.2
Medium Density Residential	846.6	450.5	257.0	58.4	6.0	205.6
*Commercial	320.8	57.8	9.9	0.0	17.4	27.3
*Mixed Use	110.6	9.8	1.4	0.0	1.8	3.2
*Waterfront Heritage	26.8	14.4	1.2	0.0	1.8	3.0
Total	2720.8	1097.7	522.5	91.6	48.2	480.0
Source: LCOG Analysis with Coos Bay and Coos County GIS data						

Housing Conditions

Table 5.3-2 compares current baseline housing conditions in Coos Bay with the resulting estimates for housing conditions in 2040. Coos Bay's population is estimated to increase by 1,244 persons in that 20-year time frame. Housing units in Coos Bay will increase proportionately from 7,737 in 2020 to 8,341 in 2040.

Estimates for figures in this section were derived utilizing the best available data, including 2020 population forecast from the Portland State University Population Research Center (PRC), the U.S. Census, and permit data from the City of Coos Bay.

Table 5.3-2: Current and Estimated Future Housing Condition		
	Current Housing (2020)	Estimated Future Housing (2040)
Total Population	17,057	18,301
Estimated Group Housing Population	159	171
Estimated Non-Group Population	16,898	18,130
Average Household Size	2.36	2.36
Estimated Non-Group Households	7,160	7,682
Total Housing Units	7,737	8,341
Occupied Housing Units	7,160	7,682
Vacant Housing Units	577	659
Vacancy Rate	7.5%	7.9%
Sources: ACS 2018 5-Year Estimates (Tables B11016, B26001), PSU Coordinated Population Forecast for Coos County, Lane Council of Governments, Bjelland Housing Needs Model.		

Housing Demand and Supply

The analysis reveals that for current renters, the greatest demand is for units at the lower to middle end of the affordable rent level range. Rental demand is greater than supply at the lowest income level, indicating that the residents most likely to spend greater than 30% of their income on housing do not have adequate affordable options. With the exception of the lowest income category (under \$15,000), the analysis suggests that lower- to middle-income categories should have income-appropriate rental opportunities.

Current ownership demand is higher in the middle to upper end of the affordable price range. Although existing owned units at the lowest income range appear to far exceed modeled demand, the City recognizes that true ownership opportunities are likely misrepresented by these figures, and anecdotal evidence suggests that there is some genuine unmet demand for ownership in the lowest income range. Demand also outpaces supply for units affordable to higher income ranges. In general, the analysis demonstrates that there are insufficient ownership housing opportunities for residents at all income levels.

Based on the model inputs, future demand for ownership housing will remain higher at the levels affordable at mid- to higher-income ranges; demand for ownership housing will exist in the lowest income range. Future demand for rental housing will remain more evenly spread among the lower- to middle-income income ranges; rental demand will be lowest in the highest income range.

Comparison of Future Housing Demand to Current Housing Inventory

The analysis determined that 604 new rental and ownership housing units are needed by 2040 to meet future demand. Of the new units needed, roughly 81% are projected to be ownership units, while 19% are projected to be rental units. There is a need for 489 new ownership units and 115 new rental units. The mix of needed unit types reflects both past trends and anticipated future trends.

The analysis concludes that:

- Approximately 28% of the new units are projected to be single-unit (detached and attached) homes.
- 61.2% are projected to be manufactured homes in parks. The reason that this proportion is so high is because of a manufactured home development that was approved by the City of Coos Bay in the Spring of 2020.
- Duplex through quadplex units are projected to represent 11% of the total need. Duplex units would include a detached single-unit home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit). These categories also include any other allowable middle housing types, such as cottage housing.
- For the purposes of this study, new needed units do not include multi-unit housing in structures of 5+ attached units. These units will likely develop over the planning period, but the City is anticipating a focus on middle housing alternatives.
- Of ownership units, 32% are projected to be single-unit homes, and 54% manufactured homes in parks. Some of the single-unit dwellings may be attached forms (townhouses – another form of middle housing).
- About 38% of new rental units are projected to be found in two- to four-unit structures. Twenty percent of projected rental properties are manufactured homes in parks.

The housing analysis is reconciled with the current buildable lands analysis to establish the capacity the City of Coos Bay has for new units by zone and ultimately general housing types (Low, Medium, and High Density residential). The result is a total of 79.2 acres needed to address the identified housing needs for the planning period (2020 – 2040).

The analysis demonstrates that there is sufficient capacity to accommodate all projected new unit types. There is a projected need for 79.2 acres of new residential development (32 acres of lower density, 44.9 acres of medium density and 2.3 of higher density). Coos Bay's residential buildable land capacity is 480 acres, leaving a surplus of approximately 401 acres.

Conclusion

The 2020 BLI/HNA adoption is reflective of 1) the State of Oregon's emphasis on improving middle housing options and 2) the City Council's recognition of and determination to resolve the lack of housing supply in Coos Bay. The information identified in the 2020 BLI/HNA lays the foundation for Coos Bay housing solutions. Future housing supply opportunities will be guided by housing policy and strategies with the updates of the City of Coos Bay's Comprehensive Plan and Development Code.

5.4 PUBLIC FACILITIES AND SERVICES

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

Coos Bay-North Bend Water Board

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

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

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

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

Southwestern Oregon Community College

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

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

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

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

School District #9

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

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

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

Bay Area Health District

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

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

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

Oregon International Port of Coos Bay

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

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

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

General Municipal, Police and Fire Protection and Library Services

1. General Municipal Services. The level of these services provided by the City of Coos Bay include offices of finance, public works and community development as determined by the city residents to support the city's population of approximately 14,290.
2. Public Safety Services. This service has been hampered by budgetary constraints, however, a recently passed charter amendment requiring 1.85 sworn police officers and 1.2 firefighters for every 1,000 people in the area should offset previous public safety staff cutbacks due to budgetary constraints.

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

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

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

Further waterfront development may require acquisition of a water boat.

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

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

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

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

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

Coos Bay Sewerage System

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

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

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

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

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

5.5 TRANSPORTATION

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

5.6 RECREATION

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

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

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

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

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

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

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

5.7 URBAN GROWTH MANAGEMENT

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

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

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

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

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

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

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

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

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

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

LAND USE

CHAPTER 6

INTRODUCTION

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

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

6.1 OPEN SPACE AND PUBLIC LANDS

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

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

6.2 RESIDENTIAL LANDS

Residential land supply is discussed in the 2020 Housing Needs Analysis attached in Appendix "C". Buildable lands available for residential development in Coos Bay are also summarized in Section 5.3 Housing.

6.3 COMMERCIAL AND INDUSTRIAL LANDS

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

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

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

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

6.4 UNDEVELOPED LAND

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

*Includes area with slopes above 25%

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

CHAPTER 7

INTRODUCTION

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

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

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

* (City of Coos Bay, 1981:II)

7.1 NATURAL RESOURCES AND HAZARDS

Problems

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

Issues

1. Water quality near the downtown core area registers a high level of human waste bacteria, indicating that the regional sewerage system does not adequately fulfill its intended purpose. What can the City do to rectify this situation and prevent further degradation of the estuarine water?
2. An undetermined number of septic systems exist within the city which can degrade land quality if the septic system fails. What can the city do to change this situation?
3. Future construction within the city may not recognize certain hazards or development-limiting characteristics of the land, such as highly erodible, and impermeable soils, extreme slope, propensity to flooding, windthrow vegetation, and abandoned coal mines all of which can create problems for residents and users of these developments. What can the city do to require wise property development practices in its land use decisions?

Goal

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

Strategies

- NRH.1 Coos Bay shall use the information resulting from the area's soil survey to assess property development concerns regarding the hazards or erosion, drainage, slope, and windthrow. For development in areas with identified constraints, the developer shall be required to substantiate to the city that property development will not be endangered by the constraints. Development shall be prohibited on slopes greater than 20%, regardless of soil content. For example, the developer should incorporate preventative measures into the project's site design, such as engineered foundations, landscape measures intended to maintain bank stability, retaining walls, and so forth. The city recognizes that these development requirements will insure the safety of its residents and reduce the potential impacts to its land resources.
- NRH.2 Coos Bay shall continue to separate storm and sanitary sewer lines and generally upgrade its sewer collection system as funding sources permit, recognizing that these problems press the sewerage system beyond its capacity and contribute to the substandard quality of water in the bay.

- NRH.3 Coos Bay shall extend its city sewer services to those developed areas within the city limits that are utilizing septic sewer systems according to its master sanitary and storm sewerage plans and as funding sources permit. In addition, the areas of Bunker Hill, Charleston, and Barview, which are functioning under the existing regional sewerage plan, have the right to continue providing sewer services within their respective districts as permitted under their service contracts with the city. The city recognizes that the extension of such services is necessary to preserve the quality of its land and the health of its residents.
- NRH.4 Coos Bay shall continue to endorse existing applicable state and federal environmental quality statutes, rules, and standards with respect to the quality of air, land and water resources and noise levels recognizing that this acknowledgement will assure the continued stability and integrity of these resources.
- NRH.5 Coos Bay shall continue to participate in the National Flood Insurance Program of the U.S. Department of Housing and Urban Development, recognizing that participation in this program substantially insures the health and well being of its residents and allows city residents to benefit from subsidized flood insurance rates.
- NRH.6 Coos Bay shall require that construction in flood prone areas shall meet certain flood proofing standards such as structure orientation to flood flow, flotation prevention measures, and a minimum elevation of the lowest story. The city recognizes that this development, if permitted, should offer the minimum obstruction to the flow of flood water and should be designed to afford the most protection to human life and property.
- NRH.7 Coos Bay shall encourage the continuance or development of stocking programs for wildlife and fish habitat, recognizing the need to preserve the natural resources of this area.
- NRH.8 Coos Bay shall encourage the preservation and protection of riparian vegetation as an important fish and wildlife habitat and as a viable means of flood control by enactment of appropriate property development ordinances providing protection by establishing buffer strips along waterways, along designated HUD floodways, with the exception of navigable waterways. This strategy recognizes that such land use practices are necessary (1) to preserve the area's natural resources, and (2) to eliminate unnecessary drainage and erosion problems often accompanying development.

[RES 83-11 5/13/83]

- NRH.9 Coos Bay shall cooperation with local, state, and federal agencies in conserving and protecting fish and wildlife habitat, open spaces, and aesthetic and scenic values encompassed by areas enclosed by the Coos Bay-North Bend Water Board, Empire Lakes, and Mingus Park. This strategy is not intended to prohibit development in these areas, but rather to ensure that if development occurs it takes into consideration the ability of the land to support such development, i.e., soils, topography, habitat, natural processes, etc. This strategy recognizes that these areas are particularly sensitive and valuable resources.
- NRH.10 Coos Bay has added to its Land Development Ordinance requirements that state noise standards be met for industrial uses and more intense commercial uses and will consider noise impacts during site design and special development permit review.
- NRH.11 Coos Bay shall regulate land use in dune areas in order to minimize erosion and protect coastal resources recognizing the detrimental effects that irresponsible development has on water quality, soil stabilization, and the protection of other property. This strategy shall be implemented by the Land Development Ordinance, enforcement of the building code, and ongoing inspections of property and development.
- NRH.12 Coos Bay recognizes that local and state building codes agencies require building standards that are intended to prevent collapse of structures when they are subjected to earthquake or tsunami forces. [ORD 284 10/19/1999]

7.2 ENERGY CONSERVATION

Problems

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

Issues

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

Goal

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

Strategies

- EC.1 Coos Bay shall exercise residential site development practices consistent with Oregon planning law that incorporate sound energy conservation design principles, including, but not limited to, building orientation, landscaping, and street design. Coos Bay shall implement these principles with Development Code performance standards to facilitate energy-efficient projects and afford greater energy conservation rewards than conventional practices.
- EC.2 Coos Bay shall promote the rights of residents to solar access and encourage an in-depth study of solar energy which will lead to establishing appropriate design standards and other provisions in the zoning and subdivision ordinances, recognizing that (1) the use of solar energy is becoming more desirable and necessary in the present energy situation, and (2) active solar systems may become an economic feasibility to an increasing number of households and, therefore, the ability to obtain this energy should not be obstructed by the design of the home or of adjacent homes.

- EC.3 Coos Bay shall encourage the development of wind-generated energy by establishing appropriate design standards and other provisions in the zoning and subdivision ordinances, recognizing that (1) the use of wind as an energy source is becoming more desirable and necessary in the present energy situation, and (2) there are unique requirements of a wind generation system that must be addressed.
- EC.4 Coos Bay shall promote development along major transportation corridors by zoning lands adjacent to such corridors to allow commercial, industrial, and multi-unit development. However, ingress/egress to such development shall be designed so that it does not restrict traffic flow on the arterial streets. The city recognizes that intense development, along major transportation corridors conserves energy by providing shorter, direct access to home and trade and service areas.
- EC.5 Coos Bay shall attempt to site residential apartment development in appropriate areas within or on the fringe of commercially zoned areas, recognizing that such uses conserve energy by the centralized location of achieving the goal of “infilling”, and by maximizing the potential of land uses within developed areas of the city.
- EC.6 Coos Bay shall encourage multi-unit dwellings as part of its housing strategy, recognizing that these types of dwellings are relatively more energy efficient than single-unit dwellings. The centralization of these dwellings require the extension of fewer service lines and fewer roadways, and the nature of their construction lends to the conservation of heating energy.
- EC.7 Coos Bay shall encourage the “infilling” development of undeveloped parcels of land, within the city limits for residential and commercial purposes, recognizing that such development, located in the vicinity of established traffic corridors and in areas already serviced by electrical, sewer, and water lines, are more energy efficient than new construction in “unserved” undeveloped areas.
- EC.8 Coos Bay shall designate areas within the city as suitable to allow recycling activities, recognizing that recycling can be an effective energy conservation measure. This strategy shall be implemented through provisions in the applicable zoning ordinance.
- EC.9 Coos Bay shall continue to sponsor the Housing Rehabilitation Program funded by the Community Development Block Grant Program of the U.S. Department of Housing and Urban Development, recognizing this program can provide some weatherization assistance along with structural rehabilitation to eligible homeowners within the city.

7.3 HISTORIC PRESERVATION

[RES 83-11 5/13/83]

Problem

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

Issues

1. Already 21 sites and residential and commercial structures have been designated as historically significant properties by the State Office of Historic Preservation; one of these buildings has been placed on the National Register of Historic Places. What is the community sentiment regarding the designation of additional historic sites, if such sites exist? Also, what can the city and community do to preserve and protect all such sites?
2. An ongoing inventory of prehistoric Indian sites is recorded by the State Office of Historic Preservation. Although the locations of these sites, are not publicly disseminated to prevent amateur "pot-hunting", sites can be disturbed as property development continues. What can the city do to prevent the disturbance of important archeological and historical sites or assist in their preservation if a conflicting land use has been approved?

Goal

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

Strategies

- HP.1 Coos Bay shall assist the Committee for Citizen Involvement (CCI) in encouraging local historical, genealogical, Native American, and other interested groups to establish the desires of the community regarding historic sites by providing staff support and facilities, recognizing the need for cooperative community efforts in historic preservation.
- HP.2 Coos Bay shall assist community organizations in seeking state and federal grant funds to assist in the preservation of historically significant sites, recognizing the recreational, educational, and cultural benefits accrued by the restoration and preservation of these sites and structures.

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

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

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

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

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

7.4 RECREATION AND OPEN SPACE

Problem

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

Issue

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

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

What can the city do to satisfy these needs?

Problem

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

Issues

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

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

What can the city do to satisfy these needs?

Goal

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

Strategies

- R.1 Coos Bay shall encourage and help the Committee for Citizen Involvement to establish a recreational facilities committee whose responsibility shall be to (1) provide documentation that the public does in fact support the need for the identified facilities identified in the above stated issue, (2) prioritize the facilities based on public need and funding opportunities, and (3) help the city establish a capital improvements program (including consideration of all possible finance mechanisms) to achieve desired results. The city recognizes that considerable public support is necessary to increase public expenditure for recreational facilities.
- R.2 Coos Bay shall support identified efforts to create a special purpose park and recreation district recognizing the need for and cost efficiency of a special purpose district to provide park and recreational facilities and programs.
- R.3 Coos Bay shall entertain and consider the appropriateness of applying state and federal funds for the initial development of recognizing the benefits of using these funds but also recognizing that other community activities may also be in need of these funds.
- R.4 Coos Bay shall continue to recognize and encourage on recreational opportunities in proportion to population growth. The city recognizes that future generations have a right to an equal level of recreational opportunities enjoyed by present residents. This strategy shall be implemented by consideration of all possible finance and land acquisition methods.
- R.5 Coos Bay shall utilize small city-owned, deeded, or dedicated undeveloped areas as open space, recognizing that open space alone is recreationally valuable,
- R.6 Maintain a 100-foot buffer strip separating the residential area of Eastside and the abutting undeveloped portion of the fill area which allows industrial development. [RES 95-32 11/21/95]

7.5 ECONOMIC DEVELOPMENT

Vision

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

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

Economic Development Goals

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

Community Economic Development Objectives

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

- Create a more diversified economy.
- Become ready for economic opportunities aligned with 21st century trends.
- Promote housing necessary for economic development and enhanced quality of life.
- Establish a range of housing types consistent with State law that, by nature of their size, design, location or other factors, accommodate different price points. These may include, but are not limited to, duplexes, triplexes, quadplexes, cottage clusters, townhouses, etc. that are affordable to first-time homeowners, renters, workers at all income levels, and residents wishing to age in place.
- Support the creation of necessary improvements to the Oregon International Port of Coos Bay to attract and stimulate economic opportunities.
- Increase the City's short-term availability of industrial and commercial sites.
- Update the City's Buildable Lands Inventory (BLI) to reflect truly buildable land.
- Serve as a regional hub for commercial and professional support services.

Policies

Recommended updated Comprehensive Plan goals and associated policies.

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

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

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

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

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

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

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

7.6 HOUSING

Vision

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

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

Housing Goals

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

Policies

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

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

Goal 2: Support efforts of state, Tribal, regional and local public, private and non-profit entities to provide needed housing for low and moderate income households and others with special housing needs.

	Policy
2.1	In order to incentivize affordable housing projects, Coos Bay may consider waiving or deferring city fees, such as development fees or system development charges, allowing deviation from development standards and allowing for development agreements for other incentive options including but not limited to expedited review or reduced dedication or exaction requirements.
2.2	Coos Bay will work with other public agencies and/or other organizations to provide or assist in obtaining technical assistance for transitional housing and housing projects targeted to households with low or moderate incomes developed by nonprofit organizations.
2.3	As appropriate, Coos Bay will advocate for national and state funding from the National Housing Trust Fund, Oregon Housing Trust Fund, and Lenders Tax Credit and other funding mechanisms that may be available.
2.4	Coos Bay will negotiate agreements to develop housing affordable to residents with low or moderate incomes on lands to be annexed.

Goal 3: Encourage the use of sustainable land use development practices and building materials including use of energy efficient materials and design principles.

	Policy
3.1	Innovative regulations shall be incorporated into the Development Code to (1) allow for flexibility in design, (2) result in lower costs, (3) permit sound land economics, (4) enhance the environmental integrity of the land resources, (5) promote energy conservation, and potentially (6) provide additional open space and common areas.
3.2	To stimulate infill development, Coos Bay's Development Code shall allow for and incentivize a variety of housing types in the City's residentially zoned areas. This strategy (1) recognizes that infill development is an acceptable way to wisely use undeveloped properties, (2) improves efficiency of land use, (3) helps conserve energy, (4) takes advantage of established public facilities and services, and (5) provides the framework for development of needed housing.
3.3	Promote and encourage energy efficiency and sustainable building practices.

Goal 4: Ensure that the Development Code enables the development of housing options that are affordable.

	Policy
4.1	Coos Bay shall use the land use review permitting process to ensure the development of needed housing, to promote land uses that are harmonious with their surroundings, and to maintain a high quality of life for area residents.
4.2	To ensure the development of housing options that are affordable consistent with State law, Coos Bay will (1) develop and utilize land use policies and regulations that remove barriers to needed housing, streamline processes, and facilitate the development of housing options, (2) offer incentive programs, including, but not limited to, expansion of maximum density allowances by 20% for housing that is affordable, and 3) engage in collaborative housing partnerships.

Goal 5: Allow for, encourage and support the development of housing units in conjunction with commercial development (e.g., housing located above commercial uses).

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

Goal 7: The City of Coos Bay shall enforce State provisions and codes that ensure safe, sanitary, and decent housing for its residents.

	Policy
7.1	Dilapidated residential structures that flagrantly violate code provisions shall be demolished or rehabilitated to restore them to sound conditions.
7.2	The city shall continue to participate in the Housing Rehabilitation Program sponsored by the Housing and Urban Development through its Community Development Block Grant.

7.7 PUBLIC FACILITIES AND SERVICES

Problem

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

Issues

1. The City faces the imminent need to upgrade the quality of certain public facilities and services including but not limited to public sanitary sewerage, storm water control. Fire and police protection, and other municipal services, which will cost an inordinate amount of money. Given the conflicting problem of having to provide services without sufficient dollars to accomplish the task, what can the city do most efficiently to ease this situation?
2. New residential development results in an increasing demand for new facilities and services while simultaneously straining the capacity of existing facilities and services. What can the city do to minimize the cost impacts for the provision of new facilities and services?
3. Some of the urban-type areas south of the existing city limits contract with the city for sewerage facilities and fire protection. Rates from these areas in return for these facilities and services may or may not be equitable. In addition, these areas may wish to continue to urbanize to an extent that exceeds the city's ability to serve their demand while providing an adequate level of facilities and services to meet Coos Bay's own needs. What can the city do about these problems?
4. A variety of key facilities and services are provided by different local governmental units, including the School District, Port District, Bay Area Health District, and the Coos Bay-North Bend Water Board. Ongoing coordination is necessary to maximize public return for invested effort, but maximum coordination has not always occurred in the past. What can the city do to increase coordination to a desirable level?

Goal

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

Strategies

- PFS.1 Coos Bay shall continue to exercise sound fiscal management of the community's financial resources in order to provide the community with the highest possible return of essential public facilities and services recognizing that the cost of essential facilities and services are subject to inflationary pressures while local taxpayers are limited to their ability to underwrite general community growth.
- PFS.2 Coos Bay shall address, where possible, the impacts that community growth will have on the city's ability to provide facilities and services when considering various discretionary land use decisions, recognizing that every land use has a public price tag as its consequence.
- PFS.3 Coos Bay shall establish a public works improvement program. Financing of such a program shall be determined by the most equitable methods and within Oregon law.
- PFS.4 Coos Bay shall continue to help to defray the cost of public facilities and services through its issuing of Bancroft bonds for improvements when it can be established by the proponent that the issuance of such bonds does not place the general public in a situation where it is speculating on the housing market, as in the case of a new subdivision. The city recognizes that it is in the position to help property owners with improvement of public facilities and services.
- PFS.5 Coos Bay shall review its facilities and services contracts with outlying areas at appropriate review times in order to determine that the contracts with the outlying areas are equitable and that they meet their fair share of the total cost of providing those facilities and services, recognizing that the city must first consider the provision of facilities and services to its residents.
- PFS.6 Coos Bay shall limit the extent of its facilities and services that it contractually makes available to future outlying areas to the extent that the city can first meet its own needs recognizing that the system and carrying capacity limitations are primary considerations.
- PFS.7 Coos Bay shall continue to investigate ways to finance the separation of its storm and sanitary sewer waste including the appropriateness of bonds, serial levies, systems development charges, property taxes, and any other means, recognizing that the city deems the correction of this problem is vital to the health and well being of residents and the environment.
- PFS.8 Coos Bay shall be receptive to consider alternative methods of sewage disposal when such methods are economically and environmentally feasible and have been approved by DEQ. Possible alternatives are small treatment plants servicing cluster residential or commercial development, or individual composting disposal systems. This strategy is not meant to apply in situations where the city determines that continuation of conventional systems committed to an area is necessary in order to preserve continuity. This strategy is based on the recognition that alternative systems can be beneficial to good facility and development of adjacent properties.

- PFS.9 Coos Bay shall continue to recognize and follows its 20-year comprehensive sewerage, sanitary sewer, and storm sewer plans, recognizing that these master plans will provide for the most cost-effective development.
- PFS.10 Coos Bay shall require coordination of water system planning and implementation as performed by the Coos Bay-North Bend Water Board as established by city charter, with the Coos Bay Comprehensive Plan and other relevant laws of the city. This strategy recognizes that (1) the provision of water services directly effect land use and planning, and (2) coordination of public services is in the best interests of city residents. It is also recognized that water service planning outside of urban growth boundaries is coordinated between the Water Board and Coos County and that planning within urban growth boundaries is subject to all city/county plan agreements. This strategy is implemented by Ordinance 2343 and Resolution 69-139. It shall also be implemented by the enactment of a cooperation agreement in accordance with Plan strategy and AC.2, ORS 190.003.030, and ORS 197.185.
- PFS.11 Coos Bay shall not provide sewerage services within an urban growth boundary but outside the boundaries of a special service district unless the service is part of a regional sewerage plan, or unless the area is annexed. This strategy recognizes that the indiscriminate provision of sanitary sewerage services can promote urban sprawl and can overly burden the city's treatment facilities.
[RES 83-11 5/13/83]

7.8 TRANSPORTATION

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

7.9 URBAN GROWTH MANAGEMENT

Problem

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

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

Issues

1. Bunker Hill, Libby, Barview, Charleston, and other unincorporated areas generally adjacent to Coos Bay's city limits have land use trends that are committed to urban-type development, but their level of support facilities and services are not adequate to support their anticipated growth. Annexation to Coos Bay would provide one solution to developing upgraded support systems for outlying areas. Is this alternative appropriate for Coos Bay taxpayers and property owners of outlying areas?
2. Coos Bay has a surplus of buildable land capable of supporting the city's anticipated growth. Does the city need to extend its corporate boundary to provide services to outlying areas? Under what circumstances should the city extend its corporate boundary?
3. Coos County's land use and property development requirements that apply to the unincorporated areas adjacent to Coos Bay have not traditionally conformed with its regulations; for example, County ordinances allow mobile homes on individual lots in conventional neighborhoods and permit street and other public works improvements that would be substandard within Coos Bay. Yet, these areas may one day be annexed to the city. What can be done to prevent the Coos Bay taxpayers from "inheriting" areas with non-conforming land uses and substandard street, sewer, and water infrastructure?

Goal

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

Strategies

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

2. Establishes the means by which the coordinated management of the unincorporated area(s) within the UGB shall be undertaken, and
3. Establishes specific procedural and substantive requirements (cited elsewhere in these policies) to be followed in considering the appropriateness of modifications to the UGB.

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

1. The city contains undeveloped land which is buildable and more than adequate to accommodate future residential growth;
2. The city contains adequate land suited for expanded commercial development. Although there is a recognized need for industrial or marine industrial development; this problem shall be resolved by other means;
3. Restraining city growth to Coos Bay's 1981 corporate areas to the south fosters the orderly and economic provision of public facilities and services within a vast, undeveloped urban area, while ensuring that the city can provide an adequate level of public facilities and services to present and future residents prior to accepting additional burden;
4. Designating the 1981 corporate limits as the UGB encourages urban "in-filling" and thereby promotes the maximum efficiency of land uses within Coos Bay;
5. Designating the 1981 corporate limits as the UGB fosters environmental conservation by preserving the land resource until shown appropriate for development, fosters energy conservation by minimizing sprawl and protects the integrity of the "sense of community" of adjacent semi-rural unincorporated areas; and
6. Designating the 1981 corporate limits as the UGB is based on the consideration of LCDC requirements for preserving agricultural lands, thereby assuring that such lands are not converted to more intensive land use activities until so justified.

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

1. The City of Coos Bay has not demonstrated a need to expand its UGB to accommodate future residential growth; however, an increase in the commercial trade and service sector could greatly benefit residential lands.
2. Due to the lack of viable industrial lands, the city should strengthen its employment and economic structure by adding to lands designated for retail trade and services. Portions of this land to be designated for multiple-residential are already within the city limits of Coos Bay.
3. The City can adequately provide public facilities and services to this portion of the unincorporated property, whereas, these improvements can more easily be made by North Bend for the remainder.
4. This land is appropriately committed to future urban development because of its location.
5. Designation of this land within Coos Bay's UGB will promote the logical extension of uses already within the city limits, will promote more intensive development along a major arterial street.
6. The unique location of this property precludes its use for agricultural purposes.

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

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

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

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

2. What alternative locations within the city and/or UGB could be used for the proposed use(s)?
3. What are the economic, environmental, social energy consequences that would result from the UGB modification?
4. Would the UGB modification foster orderly urban development and compatible land uses, or would it encourage sprawl and incompatible activities?

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

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

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

1. The land to be annexed is contiguous to the city limits, and
2. The sewer line will serve only one dwelling which existed prior to acknowledgment of this Plan, and
3. The land to be annexed is not large enough for further development under provisions of the city ordinance, and
4. The property owner(s) have made written request for the annexation based upon demonstrated need and not speculation, and
5. A health hazard is documented by the Department of Environmental Quality, and
6. The property is already served by public water, and

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

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

7.10 ESTUARINE RESOURCES

Problem

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

Issues

1. Decisions concerning the use of a particular jurisdiction portion of the estuary and shorelands have a bearing beyond that jurisdiction on the entire area's population. What can the city do to ensure responsible and prudent planning on the Coos Bay estuary?
2. Much of Coos Bay's waterfront area's are already committed to industrial, commercial, and residential uses, however, some undeveloped areas remain. What can the city do to plan for these lands in a way that will benefit the best interests of the city?
3. The plan recognizes the importance of providing adequate spoils disposal sites to accommodate future dredging projects. The City designates certain areas as spoil sites. These sites have been previously designated to receive spoils through earlier planning processes.
4. The waterfront area adjacent to the Coos Bay downtown mall has potential for greater moorage facilities, and also recreational and tourist potential. What can the city do to improve the condition of this area?

Goal

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

Strategies

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

ONGOING COMPREHENSIVE PLANNING STRATEGIES

CHAPTER 8

INTRODUCTION

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

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

8.1 PUBLIC PARTICIPATION

Problem

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

Issues

1. Coos Bay residents often fail to get involved in the formulation of community policy, yet sometimes object to the decisions of their elected and appointed officials "after the fact", even though these decisions were the result of a publicized process. What can be done to garner genuine citizen involvement "before the fact", so that Coos Bay's elected and appointed officials can benefit from direction by their constituency?
2. LCDC Goal No. 1 requires the city to develop and maintain a formal, ongoing citizen involvement program. How can Coos Bay best satisfy this requirement and benefit from its intent?

Goal

The City of Coos Bay shall maintain its citizen involvement program to ensure that the general public has an opportunity to be involved in all phases of the planning and community development process, and that the City's citizen involvement efforts remain consistent with Oregon planning law.

Strategies

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

8.2 AGENCY COORDINATION

Problem

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

Issue

1. LCDC Goals 1 and 2 require that the plans of city, county, state and federal agencies and special districts be consistent and coordinated. What can be done to ensure this coordination?
2. State and federal agencies and local special districts often own and manage property to effectively carry out their objectives and responsibilities. The management of these lands can affect the city's long term planning for all lands within the city limits and the immediate quasi-judicial actions taken under the city's zoning responsibilities. What can the city do to ensure that conflicts do not occur?

Goal

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

Strategies

- AC.1 Coos Bay shall give timely notification to the county, local, state and federal agencies, and special districts of periodic reviews and amendments to the city's plan or implementing measures, particularly when the city's actions may affect their responsibilities or lands under their jurisdiction. This strategy is based upon the recognition that planning should be a coordinated process.
- AC.2 Coos Bay may enter into cooperative agreements when requested to do so by other affected governmental units in order to insure maximum coordination between the entities involved, recognizing that cooperation is necessary to (1) effectively solve mutual problems, and (2) facilitate orderly, efficient, and cost-effective development.

- AC.3 Coos Bay shall continue to develop the planned medical park district concept, that was envisioned in 1974, by implementing a phasing program designed to provide for the orderly and appropriately-timed conversion of residential areas in the vicinity of the hospital to more intense medical and medical-related uses. A plan implementation program shall be developed in the new zoning ordinance to phase the continued conversion of residential lands to medical park lands based upon need and property development performance standards also addressed by the new zoning ordinance. This strategy is based on the recognition that established residential areas adjacent to the hospital should not, in most cases, be converted to more intense uses justified by public need and can be done in such a way to minimize impacts to adjacent properties. The new zoning ordinance shall designate performance standards which shall prescribe remedies to adverse impacts.
- AC.4 Coos Bay shall encourage periodic joint reviews by the City of Coos Bay and the Bay Area Health District of the public need to reserve District lands for future development and to coordinate the District's planning of its health facilities with the City's planning for adjacent medical park and residential uses, recognizing that cooperation in planning by the City and special districts is in the best interests of all residents.
- AC.5 Coos Bay shall require the Bay Area Health District upon written notice every two years, to provide a land use and facilities development plan for undeveloped BAHD campus showing how the District envisions the development of their lands to occur, recognizing that while there may be a public need in holding BAHD lands in reserve, and (1) reserving the lands does not mean planning for the lands, and (2) two years is a sufficient amount of time to prepare a land use development plan.

8.3 LAND USE AND COMMUNITY DEVELOPMENT PLANNING

Problem

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

Issues

1. Land use and community development issues are complex matters that interrelate to produce a variety of fiscal, social, and environmental consequences. What can Coos Bay do to anticipate the consequences of its land use and community development decisions?
2. Discretionary zoning and land development judgments that must be made by the Planning Commission and City Council are often extremely difficult decisions because of individual property rights and potential dollar investment and return associated with the decision. These decisions are often particularly difficult in a small community like Coos Bay where “everybody knows everybody”. What can Coos Bay do to ensure that its discretionary zoning and land development decisions are rational, justified and fair?

Goal

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

Strategies

- LU.1 The City of Coos Bay shall create a procedure for public hearings which will be contained in the Land Development Ordinance and which shall comply with the requirements of Statewide Planning Goal 1, Citizen Participation, to provide the opportunities and procedures whereby the general public may be involved in the City’s on-going land-use planning process.
[ORD. 319 4/2/02] [RES 83-11 5/13/83]
- LU.2 The comprehensive Plan shall be the basis for all land use and community development regulations in Coos Bay. This is based on the recognition that zoning, subdivision and sign ordinance are simply implementation tools that carry out the expressed policies and intent of the plan; such regulations are not an end in and of themselves.

- LU.3 Coos Bay shall conduct a formal review of the Comprehensive Plan at the time of periodic review as scheduled by the state.
- LU.4 Coos Bay shall not make major revisions to this Comprehensive Plan more frequently than every two years, if at all possible. "Major revisions" are those that have widespread and immediate impact beyond the subject area under consideration. The city recognizes that wholesale approval of frequent major revisions could ruin the integrity of this Plan.
- LU.5 Coos Bay may make minor changes to this Comprehensive Plan on an infrequent basis as need and justification arises. "Minor changes" are those which do not have significant impact beyond the immediate area of the property under consideration. The city recognizes that wholesale approval of frequent minor changes could ruin the integrity of this Plan. [RES 83-11 5/13/83]
- LU.6 Coos Bay shall implement provisions of this plan and its implementing measures upon the City's adoption of the Coos Bay Comprehensive Plan and its implementing measures. This strategy is based on the recognitions that the plan and implementing measures are products of a lengthy planning process; they received due consideration, and they reflect local needs and desires.
- LU.7 Coos Bay shall anticipate that conflicts may arise between the various plan implementation strategies contained in the plan when applying the policies to specific situations. To resolve these conflicts, if and when such may occur, Coos Bay shall consider the long term environmental, economic, social, and energy consequences expected to result from applying one strategy in place of others, then to select and apply the strategy that results in maximum public benefit as supported by findings of fact. This strategy is based on the recognition that a viable conflict resolution process is essential to the success of any comprehensive plan.
- LU.8 Coos Bay shall allow the continued existence of any land use activity found to be non-conforming with the provisions of this plan and its implementing ordinances provided that (1) the land use activity was duly permitted under Coos Bay's 1974 Comprehensive Plan and Zoning Ordinance No. 2685, and/or (2) the land use activity was authorized under a discretionary permit by the city. All conditions placed upon such discretionary zoning approvals must be completed within the prescribed period of time established at the time of approval, or lacking a time period, required conditions shall be satisfied by June 30, 1982. Moreover, all such discretionary conditions shall still apply even though the newly adopted comprehensive plan and applicable zoning ordinance will be in effect. This strategy is based on the recognition that (1) "grandfather privileges" are essential to protect property owners' rights, and (2) reasonable time periods should be provided to allow completion of projects initiated under Zoning Ordinance No. 2685.

- LU.9 After the effective date of the new City of Coos Bay, all work required to bring those portions of the Coos Bay Estuary Management Plan pertaining to the former Cities of Coos Bay and Eastside into goal compliance and participation on the Local Officials Advisory Commission, shall be borne by the new city.
- LU.10 The City will consolidate procedures for applicants so they can apply at one time for all permits or zone changes needed for a development project.
[RES 83-11 5/13/83]

LAND USE PLAN AND IMPLEMENTATION PLAN

CHAPTER 9

INTRODUCTION

The land use component is often the most controversial of a community's proposed comprehensive plan. Accordingly, the land use element merits a high level of public support. During the period of time this plan was evolving, the Planning Commission prepared three alternative land use strategies.

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

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

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

9.1 COOS BAY LAND USE PLAN 2000

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

Assumptions

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

1. After a period of declining growth the City of Coos Bay will experience renewed community growth resulting from in-migration and new commercial employment opportunities.
2. That the City of Coos Bay will grow in regional significance and will remain the center of the largest urban area on the Oregon Coast.
3. That the physical, fiscal and social problems normally associated with urban living are often caused by uncontrolled and undirected population growth.
4. That future city growth will be guided in accordance with sound urban planning principles and practices, including environmental, economic and social consideration.
5. That approximately 604 additional housing units will be needed in Coos Bay by the year 2040 to adequately accommodate the 18,301 people that are expected to reside in the city at that time.
6. That compatibility among land uses and residential development is a priority.
7. That residential development must provide for increased dwelling unit densities at suitable locations, including areas not previously considered suitable for apartments, in order to enhance affordable housing opportunities for city residents.
8. That the City of Coos Bay will have to consider the redevelopment of commercial and industrial areas to bolster the city’s economic base.
9. That the waterfront areas are an asset to the city’s water-dependent commerce and industry and are also major scenic attractions.

Plan Objectives

General

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

1. To accommodate development brought on by economic and social change forces.
2. To provide the necessary constraints in order to maintain an equitable balance between population density and the physical environment.
3. To anticipate the impact of development on the natural environment and the resulting need for public services, utilities, and recreation areas.
4. To assure the land reserve for residential, commercial, and industrial development is suitable and desirable for those purposes and to protect the existing investments in existing residential, commercial, and industrial development.

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

Residential Areas

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

1. Medium-High Density Commercial Residential. Higher density residential areas shall be located around the City's commercial areas to capitalize on commercial and employment centers, and convenient vehicular access to major arterial streets. These areas may also include traditionally residential designated buildable land near commercial areas. Residential development in these areas shall be subject to development standards addressing compatibility. Density maximums and minimums may be applied to specific implementing districts and uses to ensure higher housing densities in these areas.

2. Low-Density Residential. (Maximum 16 dwelling units per net acre) Subdivision of larger parcels and infill on existing lots of record will generally accommodate housing needs outside of commercial centers.

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

Objective 3 - The City shall use land development regulations to address compatibility among land uses and residential development and assure continued availability of permanent residential uses.

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

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

Commercial Areas

Objective 1 - The City shall continue to facilitate compatible development in Commercial areas.

Objective 2 - It is important that the commercial areas of the City remain efficient, prosperous, and easily accessible since commerce is a major source of revenue and is a necessity to the economic stability and future growth of the city. The City shall support, through policy and regulation, new development and redevelopment of older, underutilized commercial areas to support commercial and higher density residential needs.

This objective will be realized by the following commercial zones: Mixed Use (MX), Commercial (C), Waterfront Heritage (W-H), Waterfront Industrial (W-I), and Industrial/Commercial (I-C) zoning designations of the Land Development Ordinance.

[ORD. 304 5/1/01]

1. **Mixed Use**. The Mixed Use district encompasses Coos Bay's downtown and other areas of the city where mixed use developments provide a variety of mutually supporting retail, service, office and medium or high density residential uses. Primary land use activities in this district include retail stores, service establishments, financial institutions, medium and high density housing, business and professional offices, cultural attractions, and public facilities.
2. **Commercial**. The Commercial district is located along Ocean Blvd, Newmark and in Empire's established commercial area as well as other areas of the City where retail trade, commercial service, professional activities, and higher density residential development are permitted.
3. **Industrial/Commercial**. A mixture of commercial and light industrial activities are permitted in Industrial/Commercial as reflected in the Comprehensive Plan map.
4. **Waterfront Heritage**. The focus of this district is to provide diversity to the economy by providing a mixed use area to include: existing waterfront industrial uses, new water oriented, water-related and non water-related service businesses, and amenities and attractions which encourage public access to and enjoyment of the waterfront and also non-water- dependent industrial uses. This area is intended to

reclaim the city's waterfront heritage and express pride in its past and present by redeveloping Front Street as a vital commercial area which evokes, but does not necessarily duplicate, the Front Street of early Marshfield.

[ORD. 304 5/1/01]

5. Waterfront Industrial. The purpose of this district is to reserve the waterfront for uses which require water access for successful operation, to support the economic well-being and stability of the city's maritime economy, to preserve lands determined to be exceptionally suited for water-dependent and water-related uses, and to provide opportunities for multi-unit residential development.
6. Hollering Place. The focus of this district is to provide a mix of uses and activities that will complement and connect with the existing business district to the east and act as a catalyst to help spur additional development and investment in the Empire area. The area is intended to increase the pedestrian connection to the water and create the Story Trail as laid out in the Hollering Place Master Plan, adopted December 2, 2008, which presents the unique history of the Hollering Place.

[ORD. 430 6/15/10]

Objective 3 – Except where otherwise prohibited in the Comprehensive Plan, residential development, including higher density development, shall be allowed in commercial areas to complement commercial uses and provide needed housing. This can include, but is not necessarily limited to, stand-alone residential development and residential uses above or behind commercial uses.

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

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

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

Rationale - This objective will provide another opportunity for commercial development and will reduce the trips distance traveled by residents on a regular basis and may affect energy consumption. (EC. 4, 5, 7; ED. 10)

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

Industrial Areas

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

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

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

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

Medical Park District

Objective 1 - The Medical Park District is intended to provide a park-like environment to accommodate the centralization of medical and medically-related facilities and services.

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

Implementation – The CBDC shall implement Objective 1 with a variety of medically related land uses and residential opportunities.

Quasi-Public

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

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

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

Buffer Area

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

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

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

Reserved for Future Planning Area

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

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

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

Planned Industrial – Spoils Disposal

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

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

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

Special Coastal Study Area

The Special Coastal Study Area results from the LCDC requirement that a special area be set aside “for inventory, study, and initial planning for development and use to meet the Coastal Shorelands Goal”. (LCDC, 1977) The City of Coos Bay study area includes

lands that may be especially suited for water-dependent uses and excludes those lands falling within the recommended study area that definitely do not possess water-related use potential. The uses designated for Estuarine and Coastal Shoreland areas within the city will be addressed upon completion of the regional estuary plan. This plan will culminate the efforts of all local jurisdictions (Coos County, Coos Bay, North Bend) having an integral interest in the management and development of estuarine land uses.

Urban Growth Area

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

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

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

1. Parcel A constitutes approximately 5.5 acres and is bordered on the east by the City of Coos Bay, on the north by the City of North Bend, to the west by the North Bend urban growth area, and to the south by the North Bend city limits and Parcel B of Coos Bay's urban growth area. This land is intended for commercial uses. Coos Bay has indicated in the comprehensive plan inventory that suitable industrial land is lacking, primarily due to the historical use of industrially zoned land for commercial purposes. This fact predisposes the city's reliance on commercial trade and service activities for an economic base. This property is contiguous to similarly zoned land in the city, will meet city needs for more commercial land, and will satisfy a request of the property owners.
2. Parcel B totals approximately 2.39 acres. It is surrounded to the east by the City of Coos Bay, to the north by Parcel A of Coos Bay's urban growth area, and to the west and south by the City of North Bend. The area is part of two legally described parcels of land which have been split in two by County jurisdiction on the west and city jurisdiction on the east.

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

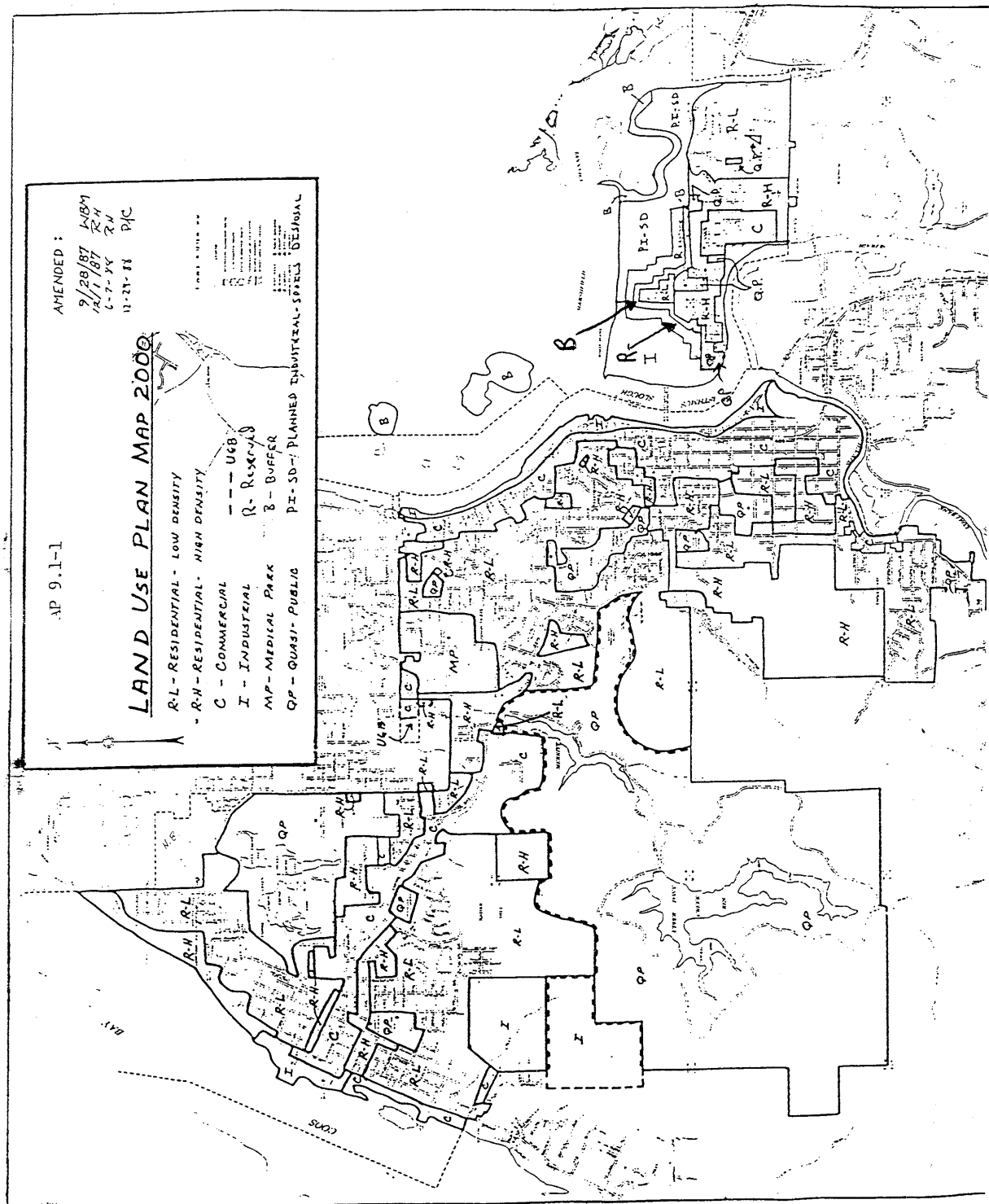
Objective 2 - It is recognized by the city that there are lands contiguous to the city limits which do not warrant inclusion in an urban growth boundary at this time. However, the lands do possess characteristics which may affect developed uses

in the future. The city desires to have these areas included as areas of mutual interest between Coos County and the city.

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

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

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



APPENDIX A

Citizen Involvement Program, City of Coos Bay

CITIZEN INVOLVEMENT PROGRAM

CITY OF COOS BAY

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

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

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

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

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

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

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

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

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

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

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

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

CITY OF COOS BAY
COMMITTEE FOR CITIZON INVOLVEMENT

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

*Terms of appointment varied.

PLANNING COMMISSION

RESOLUTION No. 1-78

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

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

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

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

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

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

SECTION I: INTENT

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

SECTION II: PURPOSE

It shall be the purpose of the CCI to:

- A. Formulate a Citizen Involvement Program (CIP) in accordance with applicable state wide planning goals and guidelines, as adopted by the Land Conservation and Development Commission of the State of Oregon on December 27, 1974;
- B. Present the CIP to the Planning Commission for its review, approval or disapproval and/or subsequent adoption;
- C. Implement the adopted CIP;
- D. Provide continuous evaluation of the CIP.

SECTION III: MEMBERSHIP AND MEMBERSHIP MEETINGS

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

SECTION III: Continued

- B. All committee members will serve one (1) calendar year terms after which members seeking reappointment by the Planning Commission may do so by advising the CCI Chairperson;
- C. Meetings of the CCI shall be held at the call of the chairperson or vice chairperson in the event the chairperson is not available;
- D. A notice stating the place, day, hour and purpose of the meeting will be delivered to each member at least twenty-four (24) hours before the meeting. The term "delivered" may include phone messages to the CCI membership;
- E. A quorum at any regular or special meeting shall be one-half ($\frac{1}{2}$) of the CCI membership.

SECTION IV: OFFICERS

- A. Officers of the CCI shall be a chairperson, vice-chairperson, and such other officers as shall be needed;
- B. The chairperson shall not serve more than one (1) year;
- C. One (1) officer or member of the CCI shall attend all regular meetings of the Planning Commission.

SECTION V: RECORDS

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

SECTION VI: COMMITTEES

- A. The CCI shall be empowered to establish such subcommittees as needed to carry out and maintain its purposes as stated in Section II;
- B. Each such subcommittee shall be chaired by a regular member of the CCI;
- C. Other persons than CCI members may be appointed to subcommittees;
- D. Each subcommittee established shall automatically be disbanded upon completion or fulfillment of its stated purposes.

SECTION VII: SUSPENSION OR EXPULSION OF MEMBERS

- A. The CCI shall remove by majority vote any member who fails to perform the duties and functions of membership on the committee.
- B. Immediately upon the removal of a member, the chairperson of the CCI shall notify the Planning Commission. The Planning Commission shall then appoint a replacement.

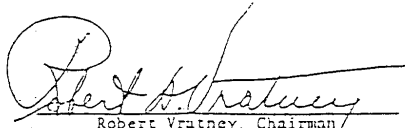
SECTION VIII: CCI RULES OF ORDER

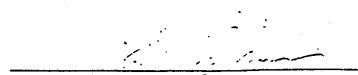
Except as otherwise provided in these bylaws, all business of the CCI shall be conducted in accordance with the latest edition of Robert's Rules of Order.

SECTION IX: AMENDMENTS

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

DATED THIS 6th DAY OF February 1978.


Robert Vrutney, Chairman


Ken Adams, Secretary

APPENDIX B

Agency Coordination, Mailing List

State and Other Agencies

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

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

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

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

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

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

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

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

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

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

Administrator
Housing Division
Labor & Industries Building
Salem, Oregon 97310

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

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

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

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

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

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

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

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

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

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

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

Federal Agencies

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

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

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

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

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

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

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

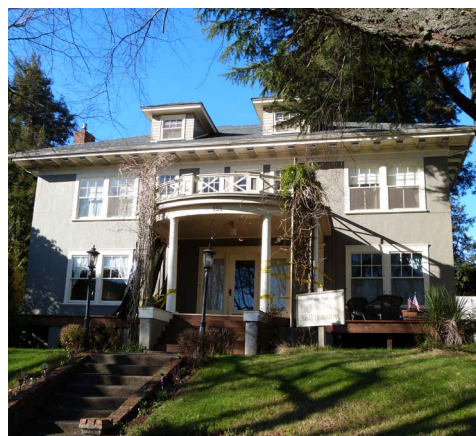
APPENDIX C

2020 Housing Needs Analysis



CITY OF COOS BAY HOUSING NEEDS ANALYSIS

SEPTEMBER, 2020



CITY OF COOS BAY
HOUSING ADVISORY COMMITTEE

<i>Sara Stephens</i>	<i>United Way Board, Oregon Coast Community Action (ORCCA)</i>
<i>Brian Shelton-Kelley</i>	<i>Neighbor Works Umpqua</i>
<i>Amy Aguirre</i>	<i>Coos Bay Planning Commission</i>
<i>Ryan Wortman</i>	<i>Coos Bay Planning Commission</i>
<i>Drew Farmer</i>	<i>Coos Bay City Council</i>
<i>Stephanie Kilmer</i>	<i>Coos Bay City Council, Urban Renewal Agency Chair</i>
<i>Hui Rodomsky</i>	<i>Oregon Department of Land Conservation & Development</i>
<i>Jacob Callister</i>	<i>Lane Council of Governments</i>
<i>Matt Jensen</i>	<i>Coquille Indian Tribe</i>
<i>Jeremy Matsui</i>	<i>Oregon Coast Community Action (ORCCA)</i>
<i>Carolyn Johnson</i>	<i>City of Coos Bay</i>

STAFF/CONSULTING TEAM

<i>Carolyn Johnson</i>	<i>City of Coos Bay, Community Development Administrator</i>
<i>Micah Lynn</i>	<i>City of Coos Bay, GIS Coordinator</i>
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Executive Summary

2020 Buildable Lands Inventory / Housing Needs Analysis. The Buildable Lands Inventory / Housing Needs Analysis (BLI/HNA) estimates Coos Bay's current and future housing needs, including whether the City has enough appropriately zoned land to accommodate housing demand over the next 20 years. Vacant parcels and parcels with the potential for infill or redevelopment for future multi-family (middle housing) and other units have been analyzed resulting in an informed projection of current and future housing needs and demand for developable land. There is sufficient buildable capacity and residential land use opportunity with existing zoning categories to accommodate Coos Bay's projected housing needs, including consideration of affordability, for the next twenty years.

Oregon Statewide Planning Goals 10 and 14 requirements are fulfilled with the BLI/HNA. The adopted study cements the City's understanding of its housing needs and supply of developable land over the Goals' 20-year planning horizon. With the analysis finding that an appropriate number of housing units can be developed to meet future housing needs on existing city land under current zoning designations, there is no need for increased density on existing residential land and/or expansion of the Urban Growth Boundary (UGB).

BLI/HNA Composition. The BLI analyzes the amount, location, and suitability of land to determine the total acreage potentially available for development. The HNA analyzes current housing dynamics in the context of historic and projected demographic and housing trends (including renter and owner split). The HNA analysis utilizes a Housing Needs Model to account for affordability categories consistent with Oregon's Statewide Planning Goal 10.

Both analyses rely on assumptions informed by industry standards, market conditions, and projected trends. Additionally, several national and local demographic trends and factors influence assumptions about current and future housing demand.

Buildable Land Supply. Figure E.1 shows the total resulting buildable acres available for residential development by zone. There are 480 total buildable residential acres in Coos Bay.

**Figure E.1:
Buildable Land Supply**

Zone	Total Acres	Gross Vacant Acres	Gross Buildable Vacant Acres	Public Facilities Land Deducted	Redevelopment/Infill Acres Added	Total Buildable Acres
Coquille Plan - Village	39.0	39.0	39.0	9.8	0.0	29.3
Low Density Residential - 6	1217.1	476.4	182.8	18.7	18.9	183.0
Low Density Residential - 8.5	103.8	10.0	7.6	0.2	1.2	8.6
LDR-6 Overlay Zone	56.2	39.8	23.7	4.6	1.1	20.2
Medium Density Residential	846.6	450.5	257.0	58.4	6.0	205.6
*Commercial	320.8	57.8	9.9	0.0	17.4	27.3
*Mixed Use	110.6	9.8	1.4	0.0	1.8	3.2
*Waterfront Heritage	26.8	14.4	1.2	0.0	1.8	3.0
Total	2720.8	1097.7	522.5	91.6	48.2	480.0

Source: LCOG Analysis with Coos Bay and Coos County GIS data

Housing Conditions. Figure E.2 compares current baseline housing conditions in Coos Bay with the resulting estimates for housing conditions in 2040. Coos Bay's population is estimated to increase by 1,244 persons in that 20-year time frame. Housing units in Coos Bay will increase proportionately from 7,737 in 2020 to 8,341 in 2040.

Estimates for figures in this section were derived utilizing the best available data, including 2020 population forecast from the Portland State University Population Research Center (PRC), the U.S. Census, and permit data from the City of Coos Bay.

Figure E.2: Current and Estimated Future Housing Conditions

	Current Housing (2020)	Estimated Future Housing (2040)
Total Population	17,057	18,301
Estimated Group Housing Population	159	171
Estimated Non-Group Population	16,898	18,130
Average Household Size	2.36	2.36
Estimated Non-Group Households	7,160	7,682
Total Housing Units	7,737	8,341
Occupied Housing Units	7,160	7,682
Vacant Housing Units	577	659
Vacancy Rate	7.5%	7.9%

Sources: ACS 2018 5-Year Estimates (Tables B11016, B26001), PSU Coordinated Population Forecast for Coos County, Lane Council of Governments, Bjelland Housing Needs Model.

Housing Demand and Supply. The analysis reveals that for current renters, the greatest demand is for units at the lower to middle end of the affordable rent level range. Rental demand is greater than supply at the lowest income level, indicating that the residents most likely to spend greater than 30% of their income on housing do not have adequate affordable options. With the exception of the lowest income category (under \$15,000), the analysis suggests that lower- to middle-income categories should have income-appropriate rental opportunities.

Current ownership demand is higher in the middle to upper end of the affordable price range. Although existing owned units at the lowest income range appear to far exceed modeled demand, the City recognizes that true ownership opportunities are likely misrepresented by these figures, and anecdotal evidence suggests that there is some genuine unmet demand for ownership in the lowest income range. Demand also outpaces supply for units affordable to higher income ranges. In general, the analysis demonstrates that there are insufficient ownership housing opportunities for residents at all income levels.

Based on the model inputs, future demand for ownership housing will remain higher at the levels affordable at mid- to higher-income ranges; demand for ownership housing will exist in the lowest income range. Future demand for rental housing will remain more evenly spread among the lower- to middle-income income ranges; rental demand will be lowest in the highest income range.

Comparison of Future Housing Demand to Current Housing Inventory. The analysis determined that 604 new rental and ownership housing units are needed by 2040 to meet future demand. Of the new units needed, roughly 81% are projected to be ownership units, while 19% are projected to be rental units. There is a need for 489 new ownership units and 115 new rental units. The mix of needed unit types reflects both past trends and anticipated future trends.

The analysis concludes that:

- Approximately 28% of the new units are projected to be single-family (detached and attached) homes.
- 61.2% are projected to be manufactured homes in parks. The reason that this proportion is so high is because of a manufactured home development that was approved by the City of Coos Bay in the Spring of 2020.
- Duplex through four-plex units are projected to represent 11% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit). These categories also include any other allowable middle housing types, such as cottage housing.
- For the purposes of this study, new needed units do not include multi-family housing in structures of 5+ attached units. These units will likely develop over the planning period, but the City is anticipating a focus on middle housing alternatives.
- Of ownership units, 32% are projected to be single-family homes, and 54% manufactured homes in parks. Some of the single-family units may be attached forms (townhomes – another form of middle housing).
- About 38% of new rental units are projected to be found in two- to four-unit structures. Twenty percent of projected rental properties are manufactured homes in parks.

The housing analysis is reconciled with the current buildable lands analysis to establish the capacity the City of Coos Bay has for new units by zone and ultimately general housing types (Low, Medium, and High Density residential). The result is a total of 79.2 acres needed to address the identified housing needs for the planning period (2020 – 2040).

The analysis demonstrates that there is sufficient capacity to accommodate all projected new unit types. There is a projected need for 79.2 acres of new residential development (32 acres of lower density, 44.9 acres of medium density and 2.3 of higher density). Coos Bay's residential buildable land capacity is 480 acres, leaving a surplus of approximately 401 acres.

Conclusion. The 2020 BLI/HNA adoption is reflective of 1) the State of Oregon's emphasis on improving middle housing options and 2) the City Council's recognition of and determination to resolve the lack of housing supply in Coos Bay. The information identified in the 2020 BLI/HNA lays the foundation for Coos Bay housing solutions. Future housing supply opportunities will be guided by housing policy and strategies with the updates of the City of Coos Bay's Comprehensive Plan and Development Code.

I. BACKGROUND

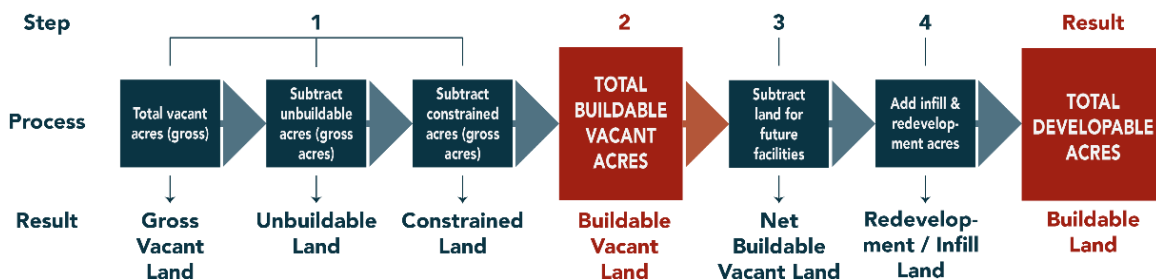
a. Study Purpose

This study determines Coos Bay's housing needs, including whether the City has enough appropriately zoned land suitable for development within the existing Urban Growth Boundary to meet projected housing demand over the next 20-year planning period. The study consists of two parts: a Buildable Land Inventory (BLI) and a Housing Needs Analysis (HNA). The Buildable Land Inventory analyzes the amount, location, and suitability of land to determine the total acreage potentially available for development. The Housing Needs Analysis analyzes current housing dynamics in the context of historic and projected demographic and housing trends. The analysis¹ will address how these affect development, density, and land consumption to produce an informed projection of current and future housing needs and demand for developable land.

b. Overview of the Process

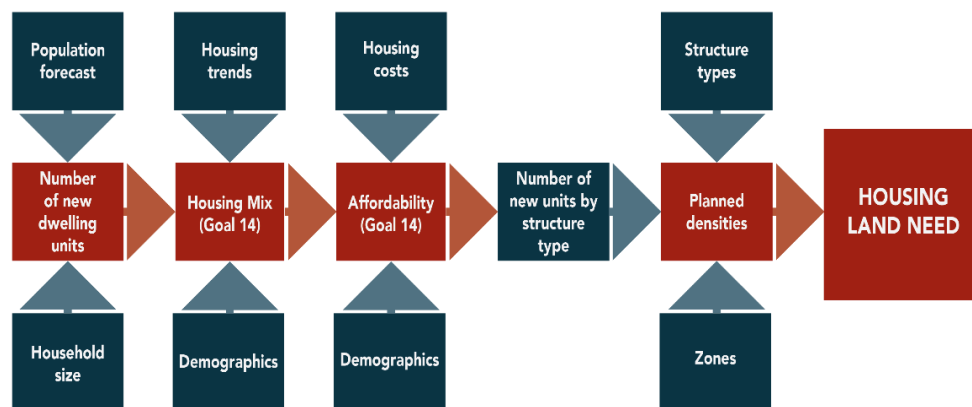
Step 1: Buildable Land Inventory

- Analyze all residentially zoned land within the existing UGB to identify the acreage that is vacant, underdeveloped, or environmentally constrained.
- Estimate the amount of developable residential land available that is not environmentally constrained.
- Account for public facility needs and consider infill and redevelopment potential.



Step 2: Housing Needs Analysis

- Analyze historical and projected demographic and housing trends.
- Estimate the amount of land and appropriate housing mix required to meet future demand following the *Planning for Residential Growth Workbook* model.



¹ These resources informed the analysis: Portland State University Population Research Center, United States Census, City of Coos Bay permitting and GIS, Coos County Assessor, other sources identified as needed.

Step 3: Analysis

- Compare projected land needed over the next 20 years with land available for development.
- Determine whether the existing UGB can accommodate expected growth.

c. Regulatory Context

Cities in Oregon must comply with statewide land use planning goals and their related statutes and administrative rules. Planning Goal 10: Housing and Planning Goal 14: Urbanization provide the regulatory framework for this study. The purpose of Planning Goal 10 is to ensure “the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households.”² Specifically, Goal 10 and Oregon Administrative Rule 660-008 (Interpretation of Goal 10 Housing) require cities to conduct a Housing Needs Analysis that analyzes national, state, and local trends; determines historical density and mix; estimates needed housing by price and type; and provides for a 20-year supply of buildable land. Goal 14: Urbanization and Oregon Administrative Rule 660-015-0000(14) require communities “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”³ To fulfill Goals 10 and 14, communities must understand their housing needs and supply of developable land over a planning horizon. Communities that cannot meet future demand must implement efficiency measures to increase the density on existing residential land, expand the Urban Growth Boundary (UGB), or a combination of both. The City of Coos Bay does not currently require a UGB amendment, therefore housing mix requirements of Goal 14 are not explicitly contemplated in the analysis.

d. Key Assumptions

Both the Buildable Lands Inventory and Housing Needs Analysis depend on several assumptions regarding inputs in the analyses. These assumptions are based on industry standards, market conditions, and projected trends.

BLI key assumptions:

- Constrained land includes both “environmentally sensitive lands” (slopes over 25%, wetlands, cultural resources, flood and tsunami zones, etc.) and ownership/use constraints (parks, open space, schools). See Figure 3.1.
- A lot is functionally vacant if it has less than \$10,000 in improvement value.
- Land is considered re-developable if land value is greater than improvement value.
- For the purposes of the BLI, it is assumed that 10% of re-developable land will redevelop over the planning period.
- Lots that are 250% of the zoned minimum lot size are assumed to have infill potential.
- For purposes of the BLI, it is assumed that 10% of lots with infill potential will experience infill over the planning period.
- The BLI assumes that 25% of gross buildable land is required for public facilities and uses.

² Department of Land Conservation and Development, *Oregon’s Statewide Planning Goals & Guidelines, Goal 10: Housing*, OAR 660-015-0000(10) (1988).

³ Department of Land Conservation and Development, *Oregon’s Statewide Planning Goals & Guidelines, Goal 14: Urbanization*, OAR 660-015-0000(14) (2016).

HNA key assumptions:

- Population will increase at an annual average growth rate of 0.4% between 2018 and 2040 per the PSU Population Forecast for Coos County.
- The analysis applies the current vacancy rate for Coos Bay of 7.5%.
- Housing costs assume generally low mortgage interest rates for the planning period.
- Housing demand is assumed to be better estimated by income and age dynamics than by existing housing characteristics alone (i.e. the existing match of age and income to housing in Coos Bay does not necessarily reflect a scenario where existing demand is met).
- Future housing mix assumes that more “middle housing” options will be realized due to housing trends and state and local policy trends.

e. Relevant Demographic Trends and Factors

In addition to the key assumptions discussed in the preceding section, several demographic trends and factors are expected to influence housing demand over the next 20 years:

National Trends

The following trends are outlined in the 2019 issue of the highly regarded “State of the Nation’s Housing” from the Joint Center for Housing Studies at Harvard University.

- **Millennials (1985-2004) will increasingly drive housing demand.** Millennials are the largest generation in history. Millions will reach the prime home-buying age group (35-44) in the next decade, which will drive demand for smaller, more affordable starter homes.
- **Older adults (65+) account for 25% of all households.** As the population ages, the share of single-person households and households without children will increase.
- **Immigration contributes significantly to household growth and drives housing demand.** Households are increasingly racially and ethnically diverse.
- **The cost of housing is rising.** High land prices and rising cost of construction labor are contributing to rising housing costs. Median home prices are rising more rapidly for lower-cost units, putting pressure on potential buyers in lower- to middle-income ranges. New modest-cost housing is in short supply.
- **Rental costs are rising and the number of low-cost rentals is shrinking.** Climbing rents, low vacancy rates, and an increasing share of high-income renters are putting pressure on rental markets.
- **Demographic trends will continue to contribute to demand for rental housing.** Population growth will continue to support demand for rental housing.
- **Housing cost burden affects more renters than homeowners.** Housing cost-burdened households (those spending greater than 30% of their income on housing) and severely housing cost-burdened households (those spending greater than 50% of their income on housing) have less income to spend on basic needs.
- **Affordability continues to be a significant social and economic threat.** Rising housing costs are outpacing income growth, and there is an insufficient supply of housing affordable at lower income levels. Income inequality continues to rise as top-quartile incomes grow at much faster rates than bottom quartile incomes. Poverty is increasingly geographically concentrated, and homelessness is on the rise.

Coos County Trends

The following trends were outlined in the Portland State University (PSU) Population Research Center's population forecast for Coos County (2018-2068). Also included are relevant trends from the 2009 Coos Bay Housing Needs Analysis.

- **The share of minority households will continue to grow.** This will affect both fertility rates and average household size.
- **The population is aging, and fertility rates are decreasing as women have fewer children.** An aging population will drive demand for affordable housing or group living options.
- **Net Migration affects housing needs.** PSU research notes that net out-migration rates are highest for younger adults, who leave Coos County to pursue educational and employment opportunities in their twenties and then return with their families in their thirties. Insights from Coos County real estate professional experience suggests that more 20 to 25 year-olds are buying homes in Coos County, but 30 to 40 year-olds are relocating to areas with more to offer. Net out-migration rates are also relatively high for older adults, who leave for communities with better access to healthcare facilities and end-of-life care. Net in-migration is highest for middle-age adults and retirees. Again, this is tempered with the observation of local real estate professionals that a large number of older adults buy property in Coos Bay to be closer to the City's Bay Area Hospital facility, including people from surrounding communities (Port Orford, Brookings, other smaller coastal communities). The heat of the valley keeps people choosing the coastal weather.
- **The cost of land and housing are increasing.** This follows a trend occurring in communities throughout Oregon.
- **There have been relatively modest increases in wages.** This is consistent with trends during the last ten years.
- **Continued need for affordable housing.** Households and families with lower incomes, including workers in the retail/tourism sector, are increasingly priced out of the housing market as property values, property taxes, and costs of goods are on the rise.
- **Continued need for manufactured housing.** Older residents, in particular, are increasingly turning to manufactured housing as an affordable option as there are limited assisted living facilities on the southern Oregon coast.
- **An increase in the need and market for multi-family and single-family attached housing.** The real estate market inventory is low, while demand remains high, particularly for rental housing. Investors are purchasing multi-unit properties and single-family homes to use as rentals due to the return on investment, which has pushed rents up and leaves low- to moderate-income families without access to low- and moderate-cost housing.
- **Continued demand for housing on somewhat smaller lots.** Lots that are 5,000 square feet and smaller reduce the cost of housing.

Coos Bay Trends

The following trends were noted in local research and observation by staff and members of the Housing Advisory Committee.

- **Lack of smaller, low maintenance options.** With an aging population, these low maintenance options are in high demand. Condominiums, accessory dwelling units, and small homes on smaller lots are lacking.
- **Competitive market conditions.** Real estate data revealed that, in 2019, homes spent less time on the market than they did in 2018 or 2017.

II. COMMUNITY PROFILE

Coos Bay is the largest city on the Oregon Coast, with an estimated population of 17,057⁴ in 2020 covering 10.6 square miles.⁵ Coos Bay serves as the regional economic, educational, and healthcare center for the South Coast region, which comprises Coos, Curry, and Douglas Counties.⁶ Coos Bay offers a variety of cultural and recreational opportunities, and its proximity to the Pacific Coastline and Oregon's largest coastal estuary provide an abundance of natural scenic beauty.

a. Demographic Overview

The following table (Figure 2.1) provides a demographic overview of Coos Bay from 2010 to 2018.⁷ Coos Bay's population grew 5% from 15,967 in 2010 to 16,824 in 2018. In that same time period, the number of housing units has grown 1%, from 7,542 in 2010 to 7,655 in 2018. In 2018, Coos Bay was home to approximately 6,794 households and 3,793 families, down from 6,950 households and 3,991 families in 2010. Though both the number of households and the number of families residing in Coos Bay declined between 2010 and 2018, the average household size and average family size both grew. Household size increased from 2.27 in 2010 to 2.36 in 2018, and family size increased from 2.82 to 3.06. Finally, the population living in group quarters has declined dramatically (30%) from 225 in 2010 to 157 in 2018.

Figure 2.1: Demographic Profile of Coos Bay, 2010 to 2018

	2010	2018	% Change
Population	15,967	16,824	5%
Households	6,950	6,794	-2%
Families	3,991	3,793	-5%
Housing Units	7,542	7,655	1%
Group Quarters Population	225	157	-30%
Household Size (non-group)	2.27	2.36	4%
Average Family Size	2.82	3.06	9%

Sources: 2010 DEC Summary File 1 (Tables P1, H1, H12, P27, P35, P37, P42) and ACS 2018 5-year estimates (Tables DP04, DP05, B25010, B11016, B26001, S1101), PSU Coordinated Population Forecast for Coos County (2018)

b. Population Projections

The population of Coos Bay is projected to grow 7% between 2020 and 2040, with an annual growth rate of 0.4% (see Figure 2.2).

Figure 2.2: Population Forecast for Coos Bay, 2020 to 2040

	2020	2040	% Change
Total Population	17,057	18,301	7%

Source: PSU Coordinated Population Forecast for Coos County, 2018-2068

⁴ Portland State University Population Research Center, *Coordinated Population Forecast for Coos County 2018-2068* (2018), <https://www.pdx.edu/population-research/population-forecasts>.

⁵ "QuickFacts for Coos Bay city, Oregon," United States Census Bureau (n.d.), <https://www.census.gov/quickfacts/fact/table/coosbaycityoregon/POP060210>.

⁶ "Working with Communities: Regional Solutions, South Coast Region," State of Oregon (n.d.), <https://www.oregon.gov/gov/admin/regional-solutions/Pages/SouthCoast.aspx>.

⁷ This table is intended to give a broad overview of demographic change in Coos Bay. At the time of this report, the best available data are from the PSU Coordinated Population Forecasts and the U.S. Census American Community Survey 2018 5-year estimates.

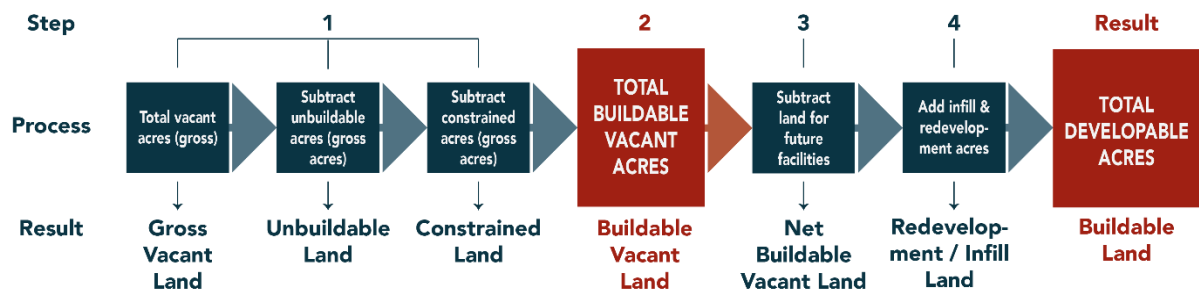
III. BUILDABLE LANDS INVENTORY

a. Methodology

The Buildable Lands Inventory (BLI) identifies the supply of buildable land within the City's urban growth boundary (UGB) through analysis of overlapping land distinctions represented in a Geographic Information System (GIS).

Gross vacant land—including fully vacant and partially vacant parcels—is combined with lands that have redevelopment and infill potential to determine the total supply of land.⁸ Land that is unbuildable, environmentally constrained, or needed for future public facilities is deducted from the total supply to determine the supply of buildable land (Figure 3.1). Because this BLI was conducted specifically in support of Coos Bay's Housing Needs Analysis, only lands zoned to allow residential uses (and likely to experience residential development) were included in the final inventory.

The BLI process is based on the Department of Land Conservation and Development's *Planning for Residential Development* workbook. It consists of four key steps:



Step 1: Calculate the total vacant acres by zoning designation, including fully vacant and partially vacant parcels.

Step 2: Subtract unbuildable and environmentally constrained acres from total vacant acres to produce total buildable vacant acres.

Step 3: Subtract land for future facilities from total buildable vacant acres to produce net buildable vacant acres.

Step 4: Add re-developable and infill acres to net buildable vacant acres to produce total developable acres.

b. Buildable Lands Inventory (BLI) Definitions and Assumptions

The following definitions are used to classify the properties into different categories.

Vacant land – Parcels that have no structures or have buildings with very little value. For the purpose of this inventory, lands with improvement values under \$10,000 are considered vacant (not including lands that are identified as having mobile homes). To confirm vacancy on parcels

⁸ The Following sources were used to identify and evaluate land supply: Coos Bay GIS layers, Tax Assessor data, Aerial imagery, and consultation with Coos Bay City staff.

where improvement value is \$0, but the parcel was identified by Coos County assessment data as “Residential – IMPROVED,” lots were visually inspected using satellite imagery, building footprints, and address points. See Figure 6.8.

Partially vacant land – Parcels that have improvements but also have enough undeveloped land to accommodate additional development. This analysis identified all lots over 1 acre with only one unit on them. One half-acre was subtracted to account for the existing development and the remainder was identified as “partially vacant.” See Figure 6.9.

Unbuildable land – Parcels are considered unbuildable if they have objective ownership/zoning constraints. For example, lands in the Coos Bay Estuary Management zone, and the industrial zones. For larger lands in public or semi-public ownership, availability for development was investigated by staff. This includes lands in Federal, State, County, or City ownership, as well as lands held by churches, schools, utilities, ports, cemeteries, or in a tribe trust. See Figure 6.11.

Environmentally constrained land – Land considered unbuildable due to environmental constraints. The portion of each parcel subject to environmental constraints is deducted from the total buildable acreage, rather than removing entire parcels of land. The analysis includes four environmental constraints. See Section III(c) for more detail. See Figure 6.12.

Potentially re-developable land – Land on which development has already occurred but, due to present or expected market forces, is considered underdeveloped and may be converted to more intensive uses during the planning period. Re-developable residential land includes parcels with existing uses that are less intense than the planned use, such as a single-family home or mobile home on land that allows for multifamily development. Lots are considered re-developable if the land value is greater than the improvement value (as reported by Coos County assessment data). Lots identified as mobile home parks can also qualify as re-developable. Only a small percentage (10%) of potentially re-developable lands are added to total buildable acreage. This is because, for myriad reasons, it is safest to assume that only a conservative percentage of owners with lands that have redevelopment potential will pursue redevelopment within the planning period. See Figure 6.15.

Infill land – Like “partially vacant” land, infill land is assumed to be capable of accommodating additional development. Unlike “partially vacant” land, however, it represents the development opportunities presented by lots under 1 acre. As with “re-developable” land, development of smaller lots is more nuanced due to site dynamics and ownership preferences, so it is also calculated and added to buildable lands as a ratio (10%). Lots that are 250% of zoned minimum lot size are assumed to have infill potential, because they could technically be subdivided at least once (with some acreage to spare). There are myriad reasons why infill may not actually occur (e.g. lot configuration, placement of existing development, owner preference, HOA policies, etc.). This is why the analysis assumes that only 10% of property with infill potential will be realized. Minimum lot size used for LDR-6 and MDR zones is 5,000 square feet and for LDR-8.5 was 6,000 square feet. Furthermore, a lot must have at least 8,712 square feet (0.2 acre) that is not environmentally constrained. With a few exceptions, lots containing multi-unit buildings were excluded (this happened in instances where there was a large section undeveloped land distinct from the primary development). See Figure 6.16.

Developed land – Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially vacant, or potentially re-developable are considered developed.

Gross vs. Net Vacant Lands – Gross acreage means all land within a given boundary. Net acres means all land measured to remove certain public facilities such as roads, utilities, and open space.

c. Environmental Constraints

Land considered unbuildable due to environmental constraints is removed from the inventory (Figure 6.12). The portion of each parcel subject to environmental constraints is deducted from the total buildable acreage, rather than removing entire parcels of land. The analysis includes four environmental constraints:⁹

1. *Steep slopes* – Land with slope greater than 20% is considered constrained. For the purpose of this analysis, only contiguous patches of steep land greater than 0.1 acre in size were included. Areas less than 0.1 acre in size were assumed to be manageable with non-engineered development techniques. As noted in the City's Comprehensive Plan, the Coos Bay building code does not prohibit development based on slope. Because they present significant development limitations and necessitate costly development, these areas have been removed from this inventory.
2. *Landslide susceptibility* – Lands with "Very High" susceptibility are considered constrained.
3. *Flood hazard* – Lands in the FEMA FIRM designated 1% or 100-year flood plain are considered constrained. However, the City's building code permits residential development in floodplains, and much of the land downtown near Blossom Gulch Creek lies within the 100-year floodplain. For this reason, after consultation with the Housing Advisory Committee, it was determined that only 50% of floodplain-constrained land should be removed. Land in the 100-year floodplain that was simultaneously constrained by wetland designation or steep slopes was considered fully constrained and removed from the analysis.
4. *Wetlands* – Lands categorized as wetland according to the National Wetland Inventory or riparian corridors according to the National Hydrography Dataset are considered constrained.

⁹ Lands in the "Extreme" Tsunami Zone in the City of Coos Bay are not considered environmentally constrained. The Housing Advisory Committee (HAC) determined that, in the absence of local regulations prohibiting such development, and without direct State prohibition, these lands should not be considered environmentally constrained.

d. Buildable Land Supply

Figure 3.1 shows the total buildable acres available for development. There are 480 total buildable acres in Coos Bay. See Appendix for supporting data.

Figure 3.1: Buildable Land Supply

Zone	A Total Acres	B Gross Vacant Acres	C Unbuildable Vacant Acres Deducted	D Environmental Constraint Deduction	E Gross Buildable Vacant Acres (B-C-D)	F Public Facilities Land Deducted	G Redevelopment Acres Added	H Infill Acres Added	Total Buildable Acres (E-F) + (G+H)
Coquille Plan - Village	39.0	39.0	0.0	0.0	39.0	9.8	0.0	0.0	29.3
Low Density Residential - 6	1217.1	476.4	214.4	79.2	182.8	18.7	5.2	13.7	183.0
Low Density Residential - 8.5	103.8	10.0	0.3	2.1	7.6	0.2	0.0	1.2	8.6
LDR-6 Overlay Zone	56.2	39.8	1.6	14.5	23.7	4.6	0.3	0.8	20.2
Medium Density Residential	846.6	450.5	37.5	156.0	257.0	58.4	4.1	2.9	205.6
*Commercial	320.8	57.8	14.4	13.9	9.9	0.0	17.4	0.0	27.3
*Mixed Use	110.6	9.8	3.7	1.9	1.4	0.0	1.8	0.0	3.2
*Waterfront Heritage	26.8	14.4	2.6	8.1	1.2	0.0	1.8	0.0	3.0
Total	2720.8	1097.7	274.5	275.7	522.5	91.6	30.5	18.5	480.0

Source: LCOG Analysis with Coos County and Coos Bay GIS Data

Note: Because of the range of other uses that the Commercial, Mixed Use, and Waterfront Heritage zones can accommodate, only 1/3 of potentially buildable land in these zones is assumed available to accommodate future residential units ($E^ = (B-C-D)/3$). Redevelopment of these lands is also expected to realize at a higher rate (33% rather than 10%) because they are likely subject to higher market forces. Several other zones technically allow residential units, but not all are included, due to lower probabilities of residential units or low acreage. Because of the nature of these lands, this analysis does not deduct land for public facilities from Commercial, Mixed Use, or Waterfront zones.

Following are four maps which characterize different aspects of the analysis of Coos Bay's buildable lands, including the classification of parcels by inventory categories:

- Map 1: Parcel Classifications City of Coos bay Buildable Lands Inventory
- Map 2: Parcels by Zoning Classification City of Coos Bay Buildable Lands Inventory
- Map 3: Parcels in Residential Zoning Only City of Coos Bay Buildable Lands Inventory
- Map 4: Environmentally Constrained Lands City of Coos Bay Buildable Lands Inventory

IV. HOUSING NEEDS ANALYSIS

a. Current Housing Supply

The findings presented in the current housing needs section are the foundation for the projections of future need in the following sections.

A greater share of Coos Bay residents own (57%) than rent (43%). By comparison, ownership rates are higher in Coos County (65%), the State of Oregon (62%) and the United States (64%).¹⁰ Following national trends, ownership rates in Coos Bay have fallen from 60% in 2000.¹¹

Figure 4.1 shows current housing conditions in Coos Bay. Coos Bay has 7,737 total housing units in 2020,¹² with an estimated current vacancy rate of 7.5%. An estimated 17,057 residents live in 7,160 households, excluding those living in group housing.

Estimates for figures in this section were derived utilizing the best available data, including 2020 population forecast from the Portland State University Population Research Center (PRC), the U.S. Census, and permit data from the City of Coos Bay.

Figure 4.1: Current Housing Profile (2020)

Current Housing Conditions			Source
Total 2020 Population	17,057	(2019 figure plus AAGR)	PSU
- Estimated Group Housing Population	159	(% of total)	2018 ACS
Estimated Non-Group 2020 Population	16,898	(Total - Group)	
Average Household Size	2.36		2018 ACS
Estimated Non-Group 2018 Households	7,160	(Non-Group Pop/HH size)	
Total Housing Units	7,737	(Occupied + Vacant)	2010 US Census + Permits
Occupied Housing Units	7,160	(Equals # of HH)	
Vacant Housing Units	577	(Total HH - Occupied)	
Current Vacancy Rate	7.5%	(Vacant units/Total units)	

Sources: American Community Survey (ACS) 2018 5-Year Estimates (Tables B11016, B26001), 2010 Decennial Census Summary File 1 (Table H1), PSU Coordinated Population Forecast for Coos County, Lane Council of Governments

Note: To produce the 2020 estimate for total housing units, the number of new building permits in Coos Bay from April 2010 through May 2020 was added to the total number of units from the 2010 Decennial Census.

¹⁰ American Community Survey 2018 5-Year Estimates, Table DP04

¹¹ 2000 Decennial Census Summary File 1, Table H004

¹² 2020 estimate of units is based on 2010 decennial census count augmented by Coos Bay permits (2010-2020)

Figure 4.2 provides a profile of current housing supply by estimated affordability. This, and a significant amount of the remaining analysis, was performed using the Bjelland Housing Needs Model.¹³

Figure 4.2: Profile of Current Housing Supply, Estimated Affordability (2020)

Income Range	Ownership Housing		Rental Housing		Share of Total Units
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units	
Under \$15,000	<\$91.3k	1,088	\$0 - \$308	263	17%
\$15,000 - \$24,999	\$91.3K <\$128.9K	446	\$309 - \$539	431	11%
\$25,000 - \$34,999	\$128.9K <\$185.3K	751	\$540 - \$776	1,022	23%
\$35,000 - \$49,999	\$185.3K <\$279.3K	1,325	\$777 - \$1,132	1,172	32%
\$50,000 - \$74,999	\$279.3K <\$372.8K	443	\$1,133 - \$1,739	324	10%
Over \$75,000	\$372.8+	321	\$1,740 +	151	6%
Totals:	57%	4,374	43%	3,363	

Sources: ACS 2018 5-Year Estimates (Tables B25075, B25063), City of Coos Bay Permits, Lane Council of Governments, Bjelland Housing Needs Model (Template 6)

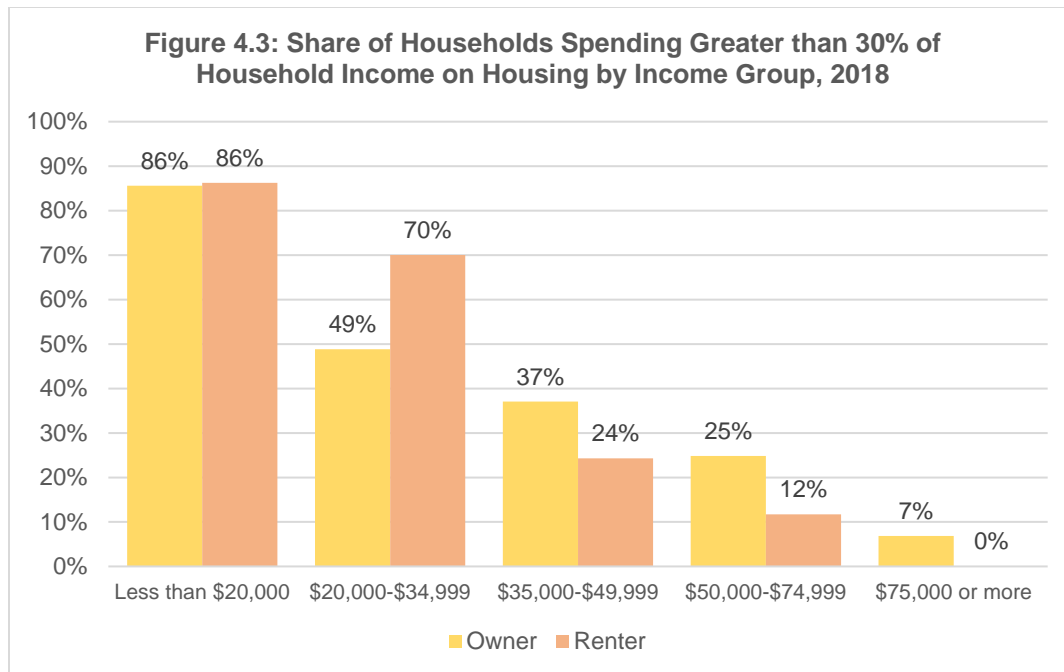
b. Housing Costs and Affordability

Figure 4.3 shows the share of households spending greater than 30% of household income on housing by tenure and income group. Overall, 37% of households are housing cost burdened, meaning they spend 30% or more of their income on housing costs.^{14 15} Unsurprisingly, the households in the lower income brackets spend a greater proportion of their household income on housing costs. This is true for both homeowners and renters. In the lowest income bracket (less than \$20,000), 86% of renters and owners are housing cost burdened according to this measure. Renter households in the \$20,000 to \$35,000 bracket are significantly more likely to spend more than 30% of their income on housing than owner households (70% of renters vs. 49% of owners). As incomes increase, the share of housing cost burdened households decreases, though notably every income group aside from renter households with incomes greater than \$75,000 experiences housing cost burden to some degree, indicating a lack of affordable housing options at those income levels.

¹³ This analysis utilizes a Housing Needs Model designed by demographer and housing specialist Richard Bjelland. The model generates future housing need estimates based on a set of demographic inputs designed to meet housing requirements established by Oregon's Statewide Planning Goal 10. See Appendix for a description of the model.

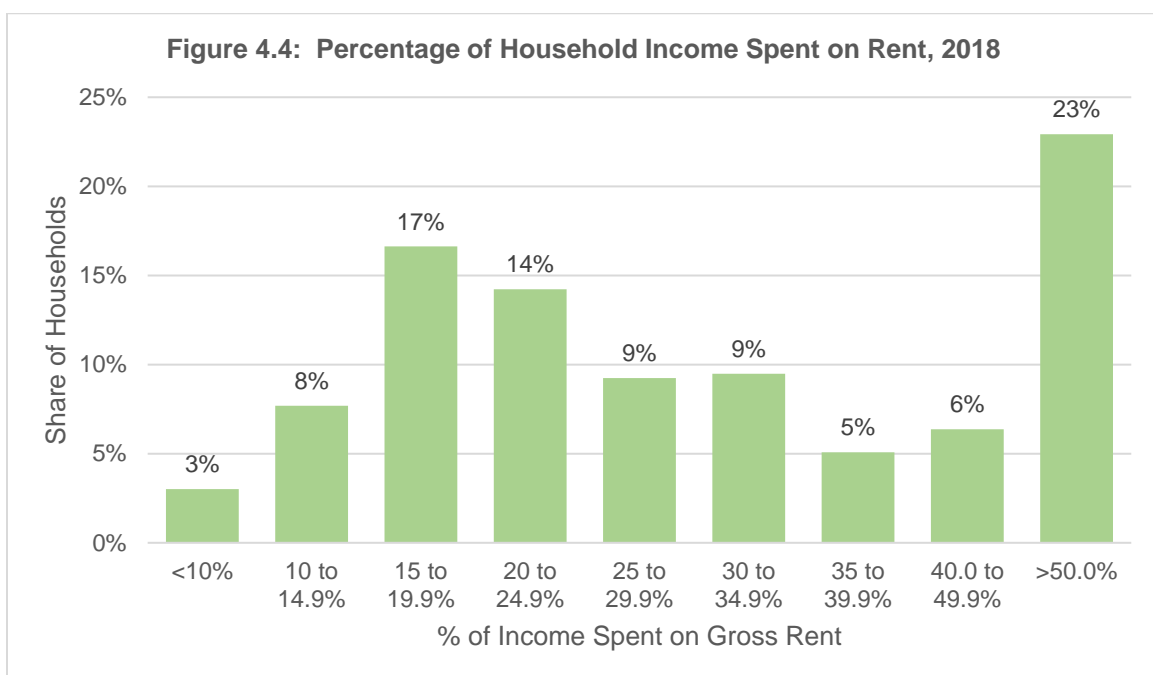
¹⁴ American Community Survey 2018 5-Year Estimates, Table B25106

¹⁵ The so-called "30 percent rule" is widely used as a measure of housing cost burden and is the basis for the analysis presented here. Those spending greater than 30% of their income on housing costs are considered to be cost burdened; those spending greater than 50% are considered severely housing cost burdened.



Source: ACS 2018 5-year estimates (B25106)

Figure 4.4 shows gross rent as a percentage of income for renter households in Coos Bay, which provides another way to look at housing cost burden specifically for renters. Nearly half of all renter households (43%) spend greater than 30% of their incomes on rent, while 23% spend greater than 50% of their incomes on rent, indicating that they are severely housing cost burdened. Lower income residents and particularly renters bear the brunt of the lack of affordable housing options in cities across the country. The analysis reveals that Coos Bay, like so many other communities, needs more affordable rental units.



Source: ACS 2018 5-year estimates (B25070)

c. Current Housing Demands

The Bjelland Housing Needs Model indicates that there is currently a demand for 2,749 rental units and 4,988 owner units. For renters, the greatest demand is for units at the lower to middle end of the affordable rent level range; by contrast, ownership demand is higher in the middle to upper end of the affordable price range. Figure 4.5 shows an estimate of the current housing demand for owner and rental units by cost in Coos Bay and presents a housing mix that aligns with the available income data for Coos Bay's residents. This data provides a valuable reference for understanding where current housing types are in surplus or in deficit.

Figure 4.5: Estimate of Current Housing Demand (2020)

Ownership				
Affordable Price Range	# of Households	Income Range	% of Total	Cumulative
<\$91.3k	371	Under \$15,000	7%	7%
\$91.3K <\$128.9K	719	\$15,000 - \$24,999	14%	22%
\$128.9K <\$185.3K	772	\$25,000 - \$34,999	15%	37%
\$185.3K <\$279.3K	1,050	\$35,000 - \$49,999	21%	58%
\$279.3K <\$372.8K	977	\$50,000 - \$74,999	20%	78%
\$372.8+	1,100	Over \$75,000	22%	100%
Totals:	4,988	% of All Households:	64%	

Rental				
Affordable Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$308	609	Under \$15,000	22%	22%
\$309 - \$539	378	\$15,000 - \$24,999	14%	36%
\$540 - \$776	687	\$25,000 - \$34,999	25%	61%
\$777 - \$1,132	508	\$35,000 - \$49,999	18%	79%
\$1,133 - \$1,739	445	\$50,000 - \$74,999	16%	96%
\$1,740 +	123	Over \$75,000	4%	100%
Totals:	2,749	% of All Households:	36%	

**All Households
7,737**

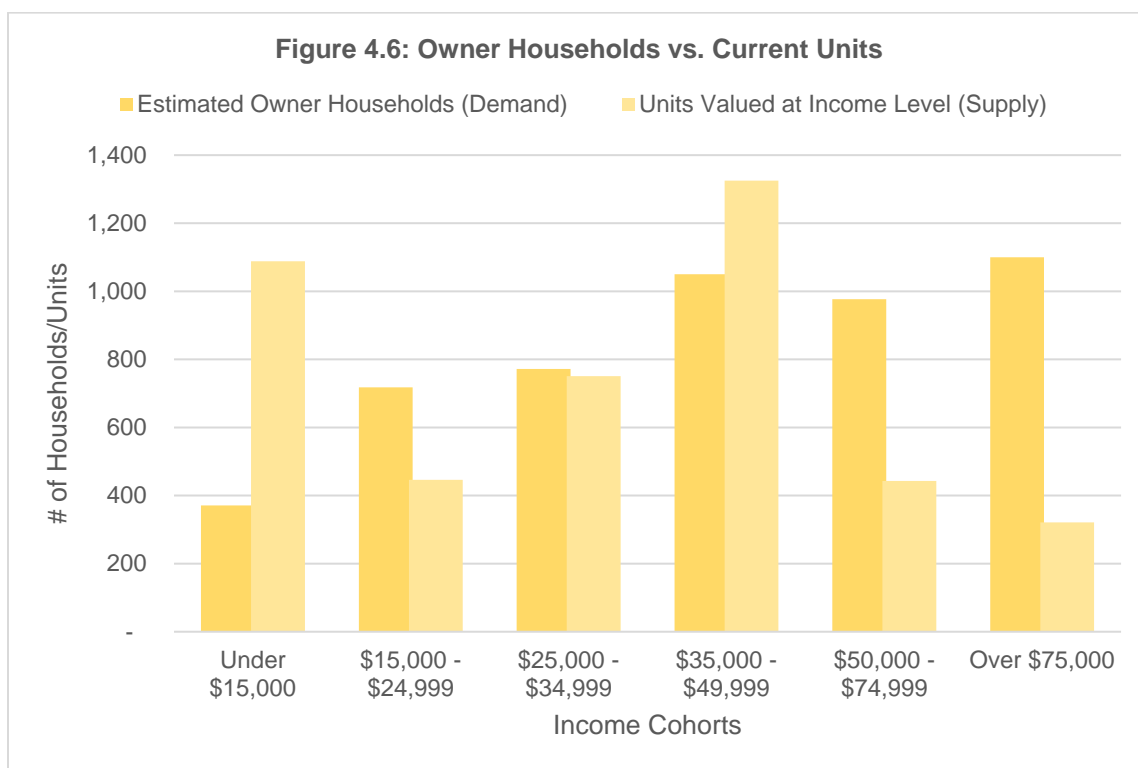
Sources: ACS 2018 5-Year Estimates (Table B19037), City of Coos Bay, Lane Council of Governments, Bjelland Housing Needs Model (Template 5)

d. Comparison of Current Housing Demand with Current Supply

Figures 4.6 and 4.7 reveal discrepancies between the current housing *demand* and the existing *supply* of housing for both rental and ownership housing.

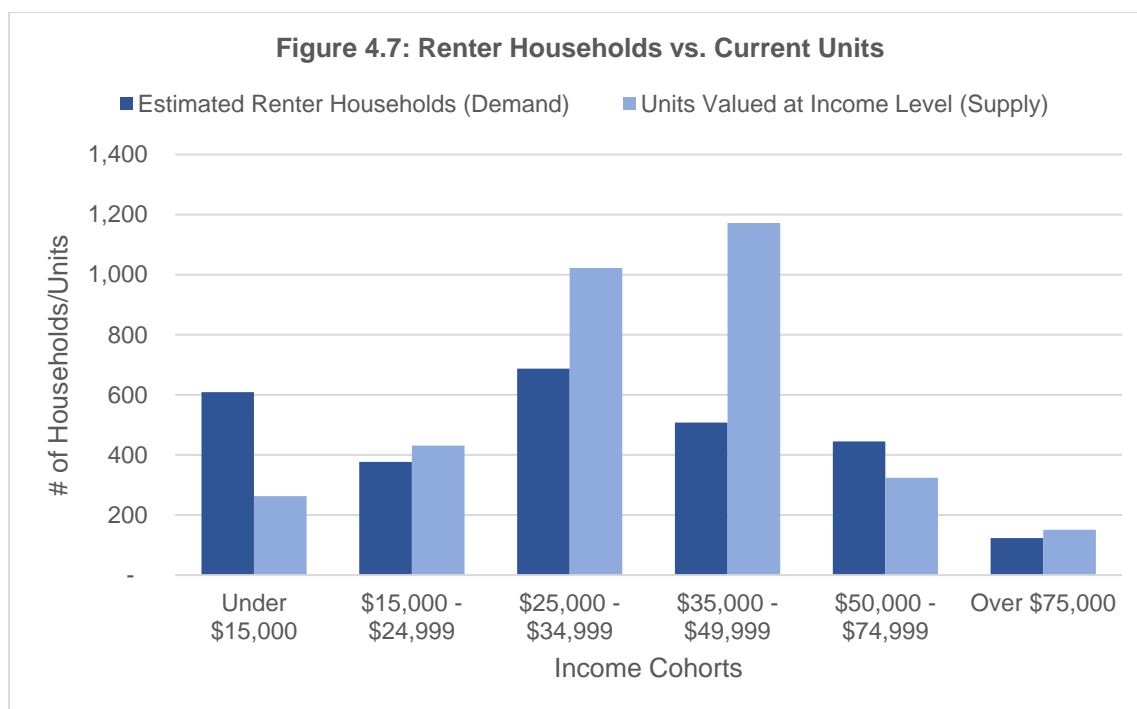
For ownership housing, existing units at the lowest income range appear to exceed demand, while demand outpaces supply for units affordable to higher income ranges (Figure 4.6). Though Figure 4.6 indicates a surplus of lower-cost units, it should be noted that there is still demand for ownership housing affordable at lower price points among new buyers and low-income households in Coos Bay. Homeownership is likely less accessible to households with lower income levels than the figure implies for a number of reasons, including potentially undervalued housing stock, low levels of ownership turnover, and middle earning households purchasing homes at lower value points in the absence of cost-appropriate options for those residents.

In general, the findings indicate that there are insufficient ownership housing opportunities across all income levels. This suggests that the community may also be able to support some new single-family housing at higher price points.



Sources: ACS 2018 5-Year Estimates (Tables B19037, B25075, B25063), City of Coos Bay, Lane Council of Governments, Bjelland Housing Needs Model (Templates 5 and 6)

Figure 4.7 addresses the same dynamic for renter households. For rental housing, demand is greater than supply at the lowest income level, indicating that the residents most likely to spend greater than 30% of their income on housing do not have adequate affordable options. These findings suggest that, with the exception of the lowest income category (under \$15,000), lower- to middle-income categories have income-appropriate rental opportunities. There is, in fact, a significant surplus in the \$25,000 to \$50,000 income category (rental units in the \$540 to \$1,132 range). It also stands out that higher earning income categories do not have many higher valued alternatives, which could be impacting the availability of well-matched housing options in the middle-income range.



Sources: ACS 2018 5-Year Estimates (Tables B19037, B25075, B25063), City of Coos Bay, Lane Council of Governments, Bjelland Housing Needs Model (Templates 5 and 6)

The price and rent segments which show a “surplus” in Figures 4.6 and 4.7 are illustrating where current property values and market rent levels are in Coos Bay. Housing prices and rent levels will tend to congregate around those levels. These levels will be too costly for some (i.e. require more than 30% in gross income) or “too affordable” for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available).

e. Future Housing Needs

The findings presented in the future housing needs section are built on the foundational structure of the “current needs” identified in the previous section.

Figure 4.8 presents a future housing profile (2040) for Coos Bay. Figure 4.8 is similarly formatted to Figure 4.1, which provides housing profile for Coos Bay in 2020. The figures in the 2040 profile are based on the current (2020) housing profile and the PSU population forecast and growth rate for 2040. These projections predict a growth in population of 1,244 new residents and 522 new households. This translates into a Coos Bay housing inventory in 2040 of 7,682 occupied dwelling units, and 8,341 total units (including a vacancy factor).

Figure 4.8: Future Housing Profile (2040)

Projected Future Housing Conditions (2020-2040)			Source
Total 2020 Population (Minus Group Pop.)	17,057	See Figure 5.6	PSU
Projected Annual Growth Rate	0.4%		PSU
2040 Non-Group Population	18,130	(Total 2040 Pop. - Group Housing Pop.)	
Estimated group housing population	171	Share of total pop from Census (2040 Non-Group Pop + 2040 Group Pop)	Census
Total Estimated 2040 Population	18,301		PSU
Estimated Non-Group 2040 Households*	7,682	(2040 Non-Group Pop/Avg. HH Size) (2040 Non-Group HH- 2020 Non-Group HH)	
New Households 2018 to 2040	522		
Avg. Household Size	2.36	Projected household size	Census
Total Housing Units	8,341	Occupied units plus vacant	
Occupied Housing Units	7,682	(Equals # of HH)	
Vacant Housing Units	659		
Projected Market Vacancy Rate	7.9%	(Vacant units/total units)	

Sources: ACS 2018 5-Year Estimates (Tables B11016, B26001), 2010 Decennial Census Summary File 1 (Table H1), PSU Coordinated Population Forecast for Coos County, Lane Council of Governments

*Housing Units is calculated by adding vacant units (vacancy rate) to Households

The Estimate of Future Housing Demand (Figure 4.9) utilizes the same methodology as the Estimate of Current Housing Demand (Figure 4.5). Based on the model inputs, demand for ownership housing will remain higher at the levels affordable at mid- to higher-income ranges; demand for ownership housing will be lowest in the lowest income range. Demand for rental housing will remain more evenly spread among the lower- to mid-income income ranges; rental demand will be lowest in the highest income range.

The affordable price level for ownership housing assumes 30-year amortization in an environment of low interest rates. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels presented are not adjusted for inflation.

Figure 4.9: Estimate of Future Housing Demand (2040)

Ownership				
Affordable Price Range	# of Households	Income Range	% of Total	Cumulative
<\$91.3k	398	Under \$15,000	7%	7%
\$91.3K <\$128.9K	773	\$15,000 - \$24,999	14%	22%
\$128.9K <\$185.3K	866	\$25,000 - \$34,999	16%	38%
\$185.3K <\$279.3K	1,127	\$35,000 - \$49,999	21%	59%
\$279.3K <\$372.8K	1,048	\$50,000 - \$74,999	19%	78%
\$372.8+	1,180	Over \$75,000	22%	100%
Totals:	5,391	% of All Households:		65%

Rental					
Affordable Rent Level	# of Households	Income Range	% of Total	Cumulative	
\$0 - \$308	673	Under \$15,000	23%	23%	
\$309 - \$539	409	\$15,000 - \$24,999	14%	37%	
\$540 - \$776	715	\$25,000 - \$34,999	24%	61%	
\$777 - \$1,132	545	\$35,000 - \$49,999	19%	79%	
\$1,133 - \$1,739	477	\$50,000 - \$74,999	16%	96%	
\$1,740 +	132	Over \$75,000	5%	100%	
Totals:	2,950	% of All Households:	35%	All Households	8,341

Sources: ACS 2018 5-Year Estimates (Table B19037), City of Coos Bay, Lane Council of Governments, Bjelland Housing Needs Model (Template 11)

f. Allocation of Projected Future Housing Need

Once the estimate of future housing demand has been established, assumptions about how all future units should be allocated can happen. Note that this does not mean how all “new” units should be allocated, but rather how “all” units should be allocated. This approach contemplates and enables the possibility of the repurposing of existing units. The allocation identified below does not, however, anticipate any significant change in how existing units are being used. Analysts began by accounting for existing housing type proportions and then added a distribution of conceptual “new” units to reflect desired changes in the proportion of housing types.

The City of Coos Bay determined to incorporate, in that future proportion, a greater amount of “middle housing” (housing between traditional single-family and high-density apartments). For the City’s purposes, the housing model’s “Duplexes” and “3- or 4-Unit” categories functionally represent most “middle housing,” including cottage housing, townhomes, etc. This is supported by documented trends, including existing and ever-increasing local and state policies promoting housing choice and specifically middle housing, as well as national, state, and local trends pointing to consumer desire for smaller, more convenient, and more affordable housing options among older age groups and young professionals. Figure 4.10 shows how the future housing demand was allocated and provides a comparison to the current inventory.

Figure 4.10: Allocation of Projected Future Housing Units (2040)

Rental						
Rent Range	Total Needed Units	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5+ Units MFR	Manufactured Home in Park
\$0 - \$308	673	4%	4%		77%	15%
\$309 - \$539	409	8%	12%	22%	55%	3%
\$540 - \$776	715	35%	16%	16%	31%	2%
\$777 - \$1,132	545	50%	13%	12%	24%	1%
\$1,133 - \$1,739	477	73%	15%	12%		
\$1,740 +	132	100%				
Total:	2,950					
2040 Percentage		36.0%	11.3%	11.1%	37.1%	4.5%
2020 Percentage		45.3%	10.5%	9.1%	32.5%	2.5%

Ownership						
Price Range	Total Needed Units	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5+ Units MFR	Manufactured Home in Park
<\$91.3k	398	15%				85%
\$91.3K <\$128.9K	773	50%	8%	2%		40%
\$128.9K <\$185.3K	866	70%	10%	5%		15%
\$185.3K <\$279.3K	1,127	90%	5%	5%		
\$279.3K <\$372.8K	1,048	100%	15%			
\$372.8+	1,180	100%				
Total:	5,391					
2040 Percentage		79.7%	3.8%	2.1%	0.0%	14.4%
2020 Percentage		83.7%	1.2%	0.0%	0.0%	15.1%

Total New Rental and Ownership Units						
	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5 + Units MFR	Manufactured Homes in Park	Total Units
2040 Totals	5,356	537	442	1,095	910	8,341
2040 % of Total Units	64.2%	6.4%	5.3%	13.1%	10.9%	100%
2020 Totals	5,188	404	307	1,094	744	7,737
2020 % of Total Units	67.1%	5.2%	4.0%	14.1%	9.6%	100%

Sources: ACS 2018 5-Year Estimates (Table B19037), City of Coos Bay, Lane Council of Governments, Bjelland Housing Needs Model (Templates 6 & 12)

g. Comparison of Future Housing Demand to Current Housing Inventory

The estimate of future housing demand (Figure 4.9) was compared with the current housing inventory presented in Section IV(a) Current Housing Supply to determine the projected future need for strictly *NEW* housing units by type and price range (Figure 4.11). *This estimate includes a vacancy assumption.* As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 7.9% is assumed for the purpose of this analysis.

Overall, 604 new rental and ownership single-family units are needed by 2040 to meet future demand (Figure 4.11). Following are key takeaways about the projected needs for new units:

- Of the new units needed, roughly 81% are projected to be ownership units, while 19% are projected to be rental units. This results from identified needs based on the Census-based rental/owner split built into the housing needs model and for increased opportunities for ownership.
- There is a need for 489 new ownership units. There is no new need for ownership housing at the lowest end of the pricing spectrum, but new units are needed in the mid-range middle housing category (e.g. manufactured homes in parks and multi-unit housing). The table

suggests that there is support for some ownership units at higher price points—155 new units are needed at the two highest price ranges in the single-family category.

- There is a need for 115 new rental units. The greatest need for rental units is found at the lowest price points. There is support for some units under \$539 rent levels, which is below many current market rents. There is also support for units over \$1,133. This shows that there is some support for new, more expensive rental supply.

Figure 4.11: Projected Future Need for NEW Housing Units (2040)

Ownership						
Price Range	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5 + Units MFR	Manufactured Home in Park	Total Units
<\$91.3k						
\$91.3K <\$128.9K	3		1		171	176
\$128.9K <\$185.3K		8	2		116	126
\$185.3K <\$279.3K		11	1		20	32
\$279.3K <\$372.8K	64					64
\$372.8+	91					91
Totals:	159	19	4		307	489
Percentage:	32%	4%	1%		63%	100%

Rental						
Rent Range	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5 + Units MFR	Manufactured Home in Park	Total Units
\$0 - \$308	3				41	44
\$309 - \$539	4		13		7	24
\$540 - \$776					11	11
\$777 - \$1,132		9			3	12
\$1,133 - \$1,739	3	11	11			24
\$1,740 +						
Totals:	9	20	24		62	115
Percentage:	8%	17%	21%		54%	100%

Total New Rental and Ownership Units						
	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5 + Units MFR	Manufactured Home in Park	Total Units
Totals	168	39	28	0	369	604
% of Total Units	27.8%	6.4%	4.6%	0%	61.2%	100%

Sources: ACS 2018 5-Year Estimates (Table B19037), City of Coos Bay, Lane Council of Governments, Bjelland Housing Needs Model, Template 14

Needed Unit Types

The mix of needed unit types shown in Figure 4.11 reflects both past trends and anticipated future trends. Since 2000, detached single-family units (including manufactured and mobile homes) have constituted nearly all of the permitted units in Coos Bay. In keeping with development trends, and the buildable land available to Coos Bay, single-family units are expected to make up the greatest share of new housing development over the next 20 years. However, middle housing is expected to see an increase in proportion as the result of deliberate housing policy and accompanying trends reflecting a desire for smaller and more convenient housing options amongst the growing population of older residents and the desires of younger professionals looking for more convenience and more accessible options for ownership (including manufactured homes). This HNA/BLI concludes that:

- Approximately 28% of the new units are projected to be single-family detached (and attached) homes.
- 61.2% are projected to be manufactured homes in parks. The reason that this proportion is so high is because of a manufactured home development that was approved by the City of Coos Bay in the Spring of 2020.
- Duplex through four-plex units are projected to represent 11% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit). These categories also include any other allowable middle housing types, such as cottage housing.
- For the purposes of this study, new needed units do not include multi-family housing in structures of 5+ attached units.
- Of ownership units, 32% are projected to be single-family homes, and 54% manufactured homes in parks. Some of the single-family units may be attached forms (townhomes – another form of middle housing).
- About 38% of new rental units are projected to be found in two- to four-unit structures. Twenty percent of projected rental properties are manufactured homes in parks.

V. RECONCILIATION OF LAND SUPPLY AND FUTURE NEED (2040)

This section builds on data and analysis presented previously to compare “demonstrated need” for vacant buildable land with the supply of such land currently available in Coos Bay.¹⁶

This section identifies and compares Coos Bay’s current resources (supply) and with current and projected needs (demand) and concludes land supply and land demand for the 2020-2040 time period.

Figure 5.1 presents the estimated new unit capacity of the buildable lands identified in the City of Coos Bay. The zones are further broken down into Low, Medium, and High Density residential (Unit Capacity Low = 5 & 7, Medium = 10 & 12, Higher = 14).

Figure 5.1: Estimated New Unit Capacity of Buildable Lands

	Total Buildable Acres	Share of all Buildable Acres	Projected Unit/Acre*	Housing Unit Capacity	Share of Housing Capacity
Low Density Residential - 6	183	38.1%	7	1,281	27%
Low Density Residential - 8.5	8.6	1.8%	5	43	1%
LDR-6 Overlay Zone	20.2	4.2%	12	242	5%
Medium Density Residential	205.6	42.8%	12	2,467	51%
Mixed Use	3.2	0.7%	14	45	1%
Commercial	27.3	5.7%	14	382	8%
Coquille Plan - Village	29.3	6.1%	10	293	6%
Waterfront Heritage	3	0.6%	14	42	1%
Total	480	100.0%		4,796	100%
<i>Low Density Residential</i>	<i>191.6</i>	<i>39.9%</i>		<i>1,324</i>	<i>27.6%</i>
<i>Medium Density Residential</i>	<i>255.1</i>	<i>53.1%</i>		<i>3,003</i>	<i>62.6%</i>
<i>Higher Density Residential</i>	<i>33.5</i>	<i>7.0%</i>		<i>469</i>	<i>9.8%</i>

Source: LCOG Analysis with Coos County and Coos Bay GIS Data, City of Coos Bay Dev. Code

*Represents an average. Zones accommodate a range of units/acre

Figures 5.2 and 5.3 summarize the forecasted future unit need for Coos Bay. These are the summarized results from Section IV of this report.

Comparison of Housing Need and Capacity

There is a total forecasted need for 8,431 units in Coos Bay in 2040, including 604 new units. This is well below the estimated capacity of 4,796 units. After this need is accommodated, there is an estimated remaining capacity of over 4,000 additional units, mostly in the low- and medium-density residential zones, but also a considerable capacity of acreage where higher density is allowed.

¹⁶ Section III(b) described population forecasts, Section IV(a) described land supply, and Section V described current (a) and future (c) housing needs.

Figure 5.2 shows the calculation of estimated land need based on the new units identified in Figure 4.11. Planned units per acre are estimated in this instance by housing type (as opposed to zone). These estimates enable a calculation of land need by dividing total new units in each category by the estimated units per acre for each housing type. The result is a total of 79.2 acres needed to address the identified housing needs for the planning period (2020 – 2040).

Figure 5.2: Estimated Land Need (Acres)

	Total New Rental and Ownership Units					Total Units
	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5 + Units MFR	Manufactured Home in Park	
A. Total New Units	168	39	28	0	369	604
B. Planned Units/Acre	5.25	10	12	14	9	-
Land Need (Acres) (A/B)	32	3.9	2.3	-	41	79.2

Sources: City of Coos Bay Dev. Code, Lane Council of Governments, Bjelland Housing Needs Model,

Figure 5.3 below demonstrates that there is sufficient capacity to accommodate all projected new unit types. The following table shows the same comparison, converting the forecasted residential need and capacity by acres, rather than units. There is a projected need for 79.2 acres of new residential development, but a buildable capacity of 480 acres, leaving a surplus of approximately 401 acres.

Figure 5.3: Land Inventory vs. Land Need

	Low Density	Medium Density	Higher Density	Total (Acres)
Buildable Land Inventory (Acres)	191.6	255.1	33.5	480.0
Estimated Land Need (Acres)	32	44.9	2.3	79.2
Land Surplus (Inventory - Need)	159.6	210.2	31.2	400.8

Sources: LCOG Analysis with Coos County and Coos Bay GIS Data

ANALYSIS FINDING:

There is currently sufficient buildable capacity within Coos Bay and within existing zoning categories to accommodate projected need, including consideration of affordability. Some of this capacity is in the form of parcels with the potential for infill or redevelopment for future multi-family units. The character of future supply can and should be guided by housing policy and strategy recommendations to be included in subsequent reports and ultimately integrated into updates of the City of Coos Bay's Comprehensive Plan and Development Code.

VI. APPENDIX

a. Housing Needs Glossary

Cohort – A group of individuals or households having one or more statistical factors (such as age, race, or class membership) in common in a demographic study

Dwelling Unit – A dwelling unit (living quarters) is either a Housing Unit or Group Quarters.

Group Quarters – All persons not living in households are classified by the Census Bureau as living in Group Quarters. Persons in group quarters are categorized as living in institutions (institutionalized population) or noninstitutional group quarters (noninstitutionalized population). The institutionalized population includes people under formally authorized, supervised care or custody and are usually classified as "patients or inmates". Types of institutions are correctional institutions, nursing homes, mental hospitals, hospitals for the chronically ill, schools or wards for handicapped or drug/alcohol abuse, orphanages, residential treatment centers, detention centers, etc. Noninstitutional group quarters consist of other group quarters where the persons living in the unit may include staff of institutions living on institutional grounds. Other examples of noninstitutional group quarters are rooming houses, group homes, halfway houses, maternity homes for unwed mothers, religious group quarters, dormitories, military quarters, barracks, emergency shelters, homeless shelters, YMCA/YWCA, campgrounds, etc.

Household – A household includes all of the people who occupy a housing unit as their usual place of residence. The occupants may be a single-family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living quarters and are not living in group quarters. The count of households in a 100 percent tabulation census equals the count of occupied housing units.

Householder – The household member (or one of the household members) in whose name the living unit is owned, being bought, or rented. If there is no such person, any adult household member.

Housing Affordability – Housing costs as a percentage of income is the primary indicator for affordability for rental and ownership housing. The conventional threshold for measuring affordability is 30% (i.e. housing is affordable if it costs less than 30% of a household's income); however, this measure may underestimate the number of households who are burdened by housing costs because it does not consider other factors that increase living expenses, such as transportation costs.

Housing Cost Burden – Housing cost-burdened households spend greater than 30% of their income on housing. Severely housing cost-burdened households spend greater than 50% of their income on housing.

Housing Unit – A housing unit is a house, apartment, manufactured home, mobile home or trailer, a group of rooms or a single room occupied as separate living quarters or, if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from other persons in the building and which have direct access from outside the building or through a common hall.

Template – A pre-configured portion of an Excel worksheet used for inputting data, storing defined model parameters, performing calculations on the data and parameters, and aggregating and displaying results of those calculations.

Tenure – A description of the terms under which a household is occupying a housing unit – ownership versus rental.

Very Low Income – The Department of Housing and Urban Development (HUD) defines very low income as 50% of area median income (AMI).

b. Community Profile Supporting Data

The following tables provide additional demographic details to support the Section II Community Profile.

Households

Figure 6.1 shows the number and share of owner-occupied and renter-occupied households in Coos Bay by the number of people living in the household. One- and two-person households make up the majority of both owner-occupied (72%) and renter-occupied (69%) households, which is consistent with local and national trends toward smaller household size as the population ages.

Figure 6.1: Tenure by Household Size, 2018

	Owner Occupied		Renter Occupied	
	#	%	#	%
Total	3,841	100%	2,953	100%
1-person household	1,183	31%	1,305	44%
2-person household	1,581	41%	728	25%
3-person household	358	9%	341	12%
4-person household	373	10%	382	13%
5-person household	159	4%	147	5%
6-person household	112	3%	26	1%
7-or-more person household	75	2%	24	1%

Source: ACS 2018 5-year estimates (Table B25009)

Age Trends

Figure 6.2 shows the relative growth and decline of age cohorts in Coos Bay between 2010 and 2018. In general, the youngest and oldest age cohorts have experienced growth, while the middle cohorts have experienced declines. Consistent with documented national trends, the 70 to 74 cohort in Coos Bay grew the most at 50%, while the 80 to 84 cohort showed the greatest decline at -40%.

Figure 6.2 Population by Age in Coos Bay, 2010 to 2018

	2010	2018	% Change
Total Population	15,967	16,176	1%
Under 5 years	1,000	1,037	4%
5 to 9 years	864	1,125	30%
10 to 14 years	822	789	-4%
15 to 19 years	1,141	900	-21%
20 to 24 years	1,112	921	-17%
25 to 29 years	1,004	1,143	14%
30 to 34 years	944	782	-17%
35 to 39 years	822	1,088	32%
40 to 44 years	858	835	-3%
45 to 49 years	1,017	760	-25%
50 to 54 years	1,152	971	-16%
55 to 59 years	1,147	969	-16%
60 to 64 years	1,036	1,302	26%
65 to 69 years	885	1,045	18%
70 to 74 years	714	1,072	50%
75 to 79 years	558	717	28%
80 to 84 years	457	274	-40%
85 years and over	434	446	3%

Sources: 2010 DEC Summary File 1 (Table P12) and ACS 2018 5-year estimates (Table S0101)

Figure 6.3 shows the share of households with children and the share of the population over 65 in Coos Bay compared with Coos County and Oregon. The share of households with children in Coos Bay (26%) is slightly higher than Coos County (24%) and lower than Oregon (29%); the share of the population over 65 in Coos Bay (22%), meanwhile, is smaller than Coos County (25%), and higher than Oregon (17%). Greater shares of older residents and smaller shares of households with children under 18 in both Coos County and Coos Bay reflect the trend toward declining fertility rates and aging populations, though this trend appears to be marginally less apparent in Coos Bay relative to the county.

Figure 6.3: Selected Age Characteristics, 2018

	Coos Bay	Coos County	Oregon
Share of HHs with Children	26%	24%	29%
Share of Population over 65	22%	25%	17%

Source: ACS 2018 5-year estimates (Tables DP01 and S1101)

Income Trends

Figure 6.4 shows the change in per capita and median household income in Coos Bay between 2010 and 2018. Per capita income grew 27% during that time period, and median household income grew 15%.

Figure 6.4: Per Capita and Median Household Income, 2010 to 2018

	2010	2018	% Change
Per Capita Income	\$21,481	\$27,315	27%
Median Household Income	\$37,985	\$43,779	15%

Sources: ACS 2010 & 2018 5-year estimates (Table DP03)

Figure 6.5 shows household income and benefits by cohort in Coos Bay. The middle-income cohorts make up the largest share of household income; the highest two income cohorts (\$150,000 and higher) represent a lower share of households than do the lowest income cohorts (\$14,999 and lower).

Figure 6.5: Household Income Cohorts, 2018

	#	%
Total households	6,794	100%
Less than \$10,000	543	8%
\$10,000 to \$14,999	547	8%
\$15,000 to \$24,999	729	11%
\$25,000 to \$34,999	753	11%
\$35,000 to \$49,999	1,086	16%
\$50,000 to \$74,999	1,341	20%
\$75,000 to \$99,999	706	10%
\$100,000 to \$149,999	797	12%
\$150,000 to \$199,999	128	2%
\$200,000 or more	164	2%

Source: ACS 2018 5-year estimates (Table DP03)

Figure 6.6 shows poverty status for different groups in Coos Bay. In 2018, 19% of all people in Coos Bay lived below the poverty level. Individuals under the age of 18 had the highest poverty rate at 28%. For the population 25 years and older, those with less than a high school degree were dramatically more likely to live in poverty (34%) as compared with those with a Bachelor's degree or higher (4%). Unemployed people were also more likely (28%) to live below the poverty line, but a significant number of employed people (9%) were also in poverty.

Figure 6.6: Poverty Status, 2018

	% Below Poverty Level
All people	19%
Age	
Under 18	28%
18 to 64	18%
65 and over	11%
Population 25 years and over	15%
Less than high school	34%
High school graduate (includes equivalency)	19%

Some college, associate's	12%
Bachelor's degree or higher	4%
Employed	9%
Unemployed	28%
Unemployment Rate	8%

Source: ACS 2018 5-year estimates (Table S1701)

c. Buildable Lands Inventory Supporting Data

The following tables outline analysis and findings that support the Buildable Lands Inventory.

Land Base

Figure 6.7 shows gross acres in tax lots by zoning designation within the City of Coos Bay UGB. Coos Bay has approximately 10,164 acres within its UGB, of which 7,445 acres (73%) are in tax lots. The remaining acres not in tax lots include streets or other rights-of-way, rivers, lakes, or the Coos Bay Estuary.

Figure 6.7: Gross Acres in Tax Lots by Zone

Zone	Parcel Count	Total Acres	Percent of Total
Commercial	636	320.8	4.3%
Coos Bay Estuary Mgmt Plan	156	2,084.6	28.0%
Coquille Plan - Village	1	39.0	0.5%
Hollering Place	4	2.9	0.0%
Industrial-Commercial	256	363.0	4.9%
Low Density Residential - 6	4,119	1,217.1	16.3%
Low Density Residential - 8.5	438	103.8	1.4%
LDR-6 Overlay Zone	84	56.2	0.8%
Medical Park	39	105.0	1.4%
Medium Density Residential	951	846.6	11.4%
Mixed Use	407	110.6	1.5%
Trust Land	27	93.9	1.3%
Urban Public	54	398.6	5.4%
Waterfront Heritage	48	26.8	0.4%
Waterfront Industrial	68	61.9	0.8%
Watershed	18	1,614.5	21.7%
Total	7,306	7,445.1	100.0%

Source: Coos County and Coos Bay GIS Data

Fully Vacant Land

Figure 6.8 shows fully vacant land by zoning designation for all residential zones in the City of Coos Bay. Fully vacant acres include all parcels containing no structures or buildings with very little value (less than \$10,000). Zones where residential use is allowed comprise 2,270.8 of 7,445.1 total acres in Coos Bay. Zones where residential building is not permitted (including Coos Bay Estuary Management Plan, Hollering Place, Medical Park, Trust Land, Urban Public,

Waterfront Industrial, and Watershed zones) are not relevant for this analysis and have therefore been omitted from this and following tables.

There are 1,058.5 fully vacant acres in the City's eight zones where residential development is possible. The Low Density Residential – 6 and Low Density Residential – 8.5 zones contain the most fully vacant acres; together, they account for 84% of vacant acres.

Figure 6.8: Fully Vacant Land by Zone

Zone	Total Acres	Fully Vacant Acres	Percent of Vacant Acres
Commercial	320.8	57.8	5.5%
Coquille Plan - Village	39.0	39.0	3.7%
Low Density Residential - 6	1,217.1	445.2	42.1%
Low Density Residential - 8.5	103.8	7.1	0.7%
LDR-6 Overlay Zone	56.2	39.8	3.8%
Medium Density Residential	846.6	445.5	42.1%
Mixed Use	110.6	9.8	0.9%
Waterfront Heritage	26.8	14.4	1.4%
Total	2,720.8	1,058.5	100.0%

Source: Coos County and Coos Bay GIS Data

Partially Vacant Land

Figure 6.9 shows partially vacant land by zoning designation. Partially vacant parcels have some improvements, but still have enough undeveloped land to accommodate additional development. This analysis is limited to residential zones. Thirty parcels qualified as partially vacant, covering a total of 54.1 acres. After deducting 15 acres (one-half acre per partially vacant parcel), 39.1 acres are considered vacant and able to accommodate additional development.

Figure 6.9: Partially Vacant Land by Zone

Zone	Parcel Count	A	B	Remaining Acres Considered Vacant (A-B)
		Total Partially Vacant Acres	Half Acre Reserved per Parcel	
Low Density Residential - 6	24	43.2	12.0	31.2
Low Density Residential - 8.5	3	4.4	1.5	2.9
Medium Density Residential	3	6.5	1.5	5.0
Total	30	54.1	15.0	39.1

Source: Coos County and Coos Bay GIS Data

Gross Vacant Land

Figure 6.10 shows gross vacant land by zone. Gross vacant land is the sum of fully vacant land and the vacant portion of partially vacant land. Overall, 1,097.7 acres of 2,720.8 total acres (40.3%) in Coos Bay are vacant. The Coquille Plan – Village zone is 100% vacant, followed by the LDR-6 Overlay zone at 70.8%. The Low Density Residential – 8 and Mixed Use zones have the lowest relative land vacancy rates at 9.6% and 8.9%, respectively.

Figure 6.10: Gross Vacant Land by Zone

Zone	Total Acres	Gross Vacant Acres	% of Total Acres
Commercial	320.8	57.8	18.0%
Coquille Plan - Village	39.0	39.0	100.0%
Low Density Residential - 6	1,217.1	476.4	39.1%
Low Density Residential - 8.5	103.8	10.0	9.6%
LDR-6 Overlay Zone	56.2	39.8	70.8%
Medium Density Residential	846.6	450.5	53.2%
Mixed Use	110.6	9.8	8.9%
Waterfront Heritage	26.8	14.4	53.6%
Total	2,720.8	1,097.7	40.3%

Source: Coos County and Coos Bay GIS Data

Unbuildable Land

Constraints such as parcel size and public ownership must be accounted for in determining whether land is realistically available for future development. For the purposes of this analysis, certain plan designations, zones, and ownership rendered land unbuildable. Figure 6.11 shows the unbuildable vacant acres by the remaining relevant zones on which residential development is possible. Of 1,097.7 gross vacant acres in Coos Bay, 274.5 (25%) are unbuildable. The two zones with the largest number of gross vacant acres were Low Density Residential – 6 and Medium Density Residential. Nearly half of the gross vacant land in the Low Density Residential – 6 zone identified in table c.4 (214.4 of 476.4 gross vacant acres) is unbuildable; by contrast, only 8.3% of the Medium Density Residential zone is unbuildable (37.5 of 450.5 gross vacant acres).

Figure 6.11: Unbuildable Vacant Acres by Zone

Zone	Gross Unbuildable Vacant Acres	% of Total Gross Unbuildable	% of Gross Vacant Acres
Commercial	14.4	5.2%	24.9%
Coquille Plan - Village	0.0	0.0%	0.0%
Low Density Residential - 6	214.4	78.1%	45.0%
Low Density Residential - 8.5	0.3	0.1%	2.7%
LDR-6 Overlay Zone	1.6	0.6%	4.1%
Medium Density Residential	37.5	13.7%	8.3%
Mixed Use	3.7	1.3%	37.5%
Waterfront Heritage	2.6	1.0%	18.3%
Total	274.5	100.00%	25.0%

Source: Coos County and Coos Bay GIS Data

Of the vacant lands in the Residential zones, 274.5 acres are unbuildable due to the following ownership constraints:

- *One large parcel spanning 118.5 acres on the west side of White Point is owned by the Oregon International Port of Coos Bay*
- *103.7 acres across 47 parcels are owned by either the City of Coos Bay or the Coos Bay-North Bend Water Board*
- *15.8 acres are owned by schools*
- *3.6 acres are owned by churches*
- *1.4 acres are owned by the State of Oregon*
- *0.9 acre is owned by the Bay Area Hospital District*

Environmentally Constrained Land

Environmental constraints affect the building cost, density, or other site-specific development factors. State policy gives jurisdictions the right to decide what is unbuildable based on local development policies. For the purposes of this study, five environmental constraint categories are considered: steep slopes, landslide susceptibility, flood hazard, tsunami zones, and wetlands. In low lying areas, flood hazard is the primary environmental constraint, while in higher elevation areas steep slope is the primary constraint. Landslide susceptibility is a relatively minor constraint in Coos Bay. Figure 6.12 shows land totals for all environmental constraints combined.

Figure 6.12: Environmentally Constrained Acres

Zone	Environmentally Constrained Acres
Commercial	13.9
Coquille Plan - Village	0.0
Low Density Residential - 6	79.2
Low Density Residential - 8.5	2.1
LDR-6 Overlay Zone	14.5
Medium Density Residential	156.0
Mixed Use	1.9
Waterfront Heritage	8.1
Total	275.7

Source: Coos County and Coos Bay GIS Data

Buildable Vacant Land

Figure 6.13 reveals the gross buildable vacant acres by zoning designation. Vacant parcels in zones that allow residential development total some 2,720.8 acres in the UGB. Absolute constraints—including parcels with ownership constraints and unbuildable zones—reduce the supply of vacant residential lands by approximately 1,372.2 acres. Environmental constraints reduce that supply by another 275.7 acres. The amount of vacant residentially zoned buildable land after these deductions is 547.5 acres.

Figure 6.13: Total, Gross Vacant, Deducted, & Gross Buildable Acres by Zone

Zone	Total Acres	A Gross Vacant Acres	B Unbuildable Vacant Acres Deducted	C Environmental Constraint Deduction	Gross Buildable Vacant Acres A-(B+C)
Commercial	320.8	57.8	14.4	13.9	29.6
Coquille Plan - Village	39.0	39.0	0.0	0.0	39.0
Low Density Residential - 6	1217.1	476.4	214.4	79.2	182.8
Low Density Residential - 8.5	103.8	10.0	0.3	2.1	7.6
LDR-6 Overlay Zone	56.2	39.8	1.6	14.5	23.7
Medium Density Residential	846.6	450.5	37.5	156.0	257.0
Mixed Use	110.6	9.8	3.7	1.9	4.2
Waterfront Heritage	26.8	14.4	2.6	8.1	3.6
Total	2720.8	1097.7	274.5	275.7	547.5

Source: Coos County and Coos Bay GIS Data

Public Facilities Land Needs

During development, particularly of larger undeveloped parcels, some acreage must be set aside for roads, rights-of-way, parks, and other public facilities. Under the provisions of OAR 660-024-0040(9), the 20-year land needs for streets and roads, parks, and school facilities in Coos Bay will together require an amount of land equal to 25% of the gross buildable acres for residential land needs. Smaller parcels generally have access to existing roadways, so land needed for public facilities was estimated and subtracted only from parcels greater than one acre. This process of subtracting public facility needs converts gross acres to net acres (Figure 6.14).

Figure 6.14: Land Deducted for Public Facilities by Zone

Zone	Gross Buildable Vacant Acres	Gross Acres > 1 acre in size	25% Public Facilities Land Deduction	Total Net Acres
Commercial	13.9	0.0	0.0	13.9
Coquille Plan - Village	0.0	39.0	9.8	-9.8
Low Density Residential - 6	79.2	74.6	18.7	60.6
Low Density Residential - 8.5	2.1	0.7	0.2	2.0
LDR-6 Overlay Zone	14.5	18.3	4.6	9.9
Medium Density Residential	156.0	233.6	58.4	97.6
Mixed Use	1.9	0.0	0.0	1.9
Waterfront Heritage	8.1	0.0	0.0	8.1
Total	275.7	366.2	91.6	184.1

Source: Coos County and Coos Bay GIS Data

Note: This analysis does not deduct land for public facilities from Commercial, Mixed Use, or Waterfront zones., because these areas are predominantly in developed areas.

Potentially Re-developable Land

Thirteen net acres are re-developable within residential designations (Figure 6.15).

Figure 6.15: Redevelopment Potential

Zone	Parcel Count	Gross Acres with Redevelopment Potential	% Actualization	Net Acres with Redevelopment Potential
Commercial	134	58.1	30%	17.4
Low Density Residential - 6	223	51.9	10%	5.2
Low Density Residential - 8.5	1	0.1	10%	0.0
LDR-6 Overlay Zone	7	2.5	10%	0.3
Medium Density Residential	82	41.3	10%	4.1
Mixed Use	26	5.9	30%	1.8
Waterfront Heritage	16	5.9	30%	1.8
Total	489	214.4		13.1

Source: Coos County and Coos Bay GIS Data

Potential Infill Land

Lots that are 250% of zoned minimum lot size are assumed to have infill potential. As with redevelopment potential, an actualization rate of 10% is assumed, and this analysis is limited to residential zones. Figure 6.16 shows that there are 18.5 net acres of potential infill land in residential designations.

Figure 6.16: Infill Potential

Zone	Parcel Count	Gross Acres with Infill Potential	Net Acres with Infill Potential (10% actualization)
Low Density Residential - 6	254	137.0	13.7
Low Density Residential - 8.5	19	11.5	1.2
LDR-6 Overlay Zone	15	8.3	0.8
Medium Density Residential	40	28.6	2.9
Total	328	185.3	18.5

Source: LCOG Analysis with Coos County and Coos Bay GIS Data

d. Housing Needs Analysis Supporting Data

The following tables outline analysis and findings that support the Housing Needs Analysis.

Housing Tenure, Occupancy, and Structure

Figure 6.17 provides an overview of housing occupancy and tenure in Coos Bay. Coos Bay has 7,737 total housing units in 2020,¹⁷ with an estimated vacancy rate of 7.5%. A greater share of Coos Bay residents own (56.5%) than rent (43.5%). By comparison, ownership rates are higher in Coos County (64.8%), the State of Oregon (61.9%) and the United States (63.8%).¹⁸ Following national trends, ownership rates in Coos Bay have fallen from 59.6% in 2000.¹⁹

Figure 6.17: Housing Occupancy and Tenure in Coos Bay, 2020

Occupancy		
	#	%
Total housing units	7,737	
Occupied housing units	7,160	92.5%
Vacant housing units	577	7.5%
Homeowner vacancy rate	4.5	(X)
Rental vacancy rate	1.9	(X)
Tenure		
	#	%
Occupied housing units	7,160	
Owner-occupied	4,045	56.5%
Renter-occupied	3,115	43.5%
Average household size of owner-occupied unit	2.42	(X)
Average household size of renter-occupied unit	2.28	(X)

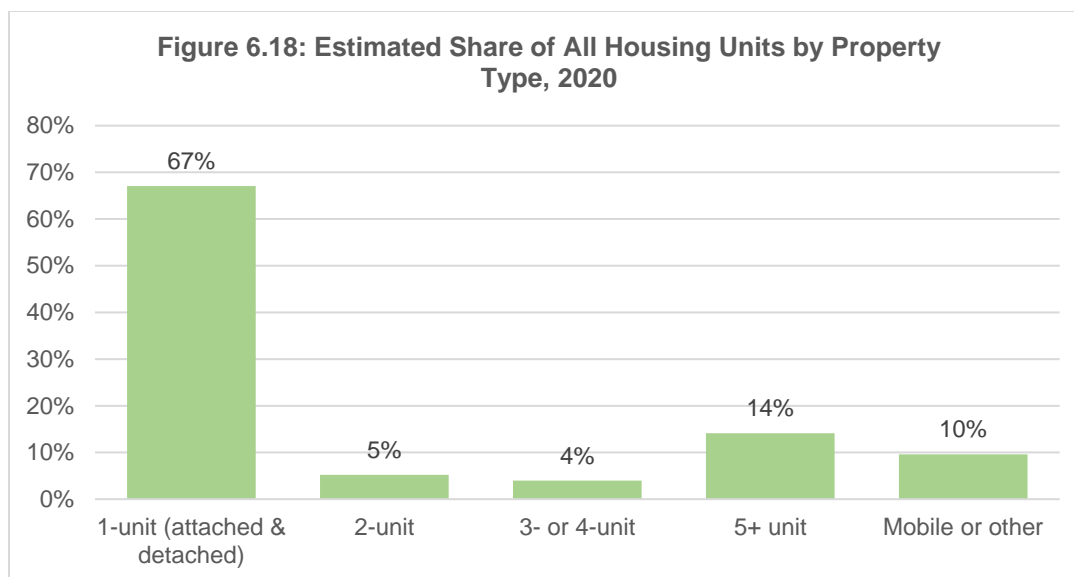
Sources: ACS 2018 5-Year Estimates (Tables B11016, B26001, DP04), PSU Coordinated Population Forecast for Coos County, Lane Council of Governments
Notes: The U.S. Census defines homeowner and rental vacancy rates as the proportion of the homeowner or rental inventory that is vacant for sale or rent.

Figure 6.18 shows the estimated share of units by type in 2020. Single-family units represent 67% of the housing stock. Large multifamily complexes (five or more units) and mobile or other homes comprise a significant portion of the housing stock, at 14% and 10%, respectively.

¹⁷ 2020 estimate of units is based on 2010 decennial census count augmented by Coos Bay permits (2010-2020).

¹⁸ American Community Survey 2018 5-Year Estimates, Table DP04

¹⁹ 2000 Decennial Census Summary File 1, Table H004



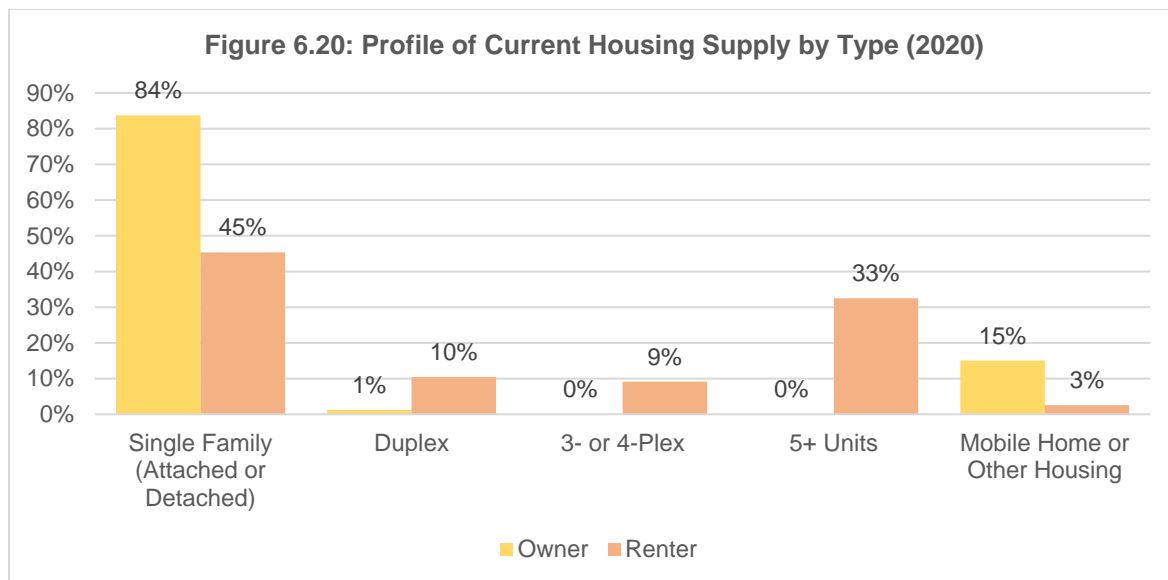
Sources: ACS 2010 5-Year Estimates (Table B25032), City of Coos Bay Permits, Lane Council of Governments

Figures 6.19 and 6.20 show the unit type by tenure for occupied housing units in Coos Bay. Single-family homes comprise the largest share of ownership housing (84%), with mobile homes making up the next largest share at 15%. Rental housing, by contrast, is more evenly distributed among unit types: 45% of rental housing is made up of single-family units, followed by large multi-family complexes of 5 or more units (33%). Figure 6.21 shows the allocation of current housing supply by unit type and price range.

Figure 6.19: Current Inventory by Unit Type for Ownership and Rental Housing

Ownership Housing						
	Single-Family (Attached or Detached)	Duplex	3- or 4- plex	5+ units MFR	Manufactured Homes in Parks	Total Units
#	3,663	52	0	0	659	4,374
%	84%	1%	0%	0%	15%	100%
Rental Housing						
	Single-Family (Attached or Detached)	Duplex	3- or 4- plex	5+ units MFR	Manufactured Homes in Parks	Total Units
#	1,525	352	307	1,094	85	3,363
%	45%	10%	9%	33%	3%	100%

Sources: ACS 2018 5-Year Estimates (Table S2504), ACS 2010 5-Year Estimates (Table B25032), City of Coos Bay Permits, Lane Council of Governments



Sources: ACS 2018 5-Year Estimates (Table S2504), ACS 2010 5-Year Estimates (Table B25032), City of Coos Bay Permits, Lane Council of Governments

Figure 6.21: Allocation of Existing Housing Units (2020)

Rental						
Rent Range	Total Needed Units	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5 + Units MFR	Manufactured Home in Park
\$0 - \$308	263				77.9%	22.1%
\$309 - \$539	431		27.8%	2.3%	65.9%	3.9%
\$540 - \$776	1,022	26.4%	21.5%	19.3%	31.6%	
\$777 - \$1,132	1,172	66.6%	1.0%	8.5%	23.9%	
\$1,133 - \$1,739	324	100%				
\$1,740 +	151	100%				
Total:	3,363					
2020 Percentage		45.3%	10.5%	9.1%	32.5%	2.5%
Ownership						
Price Range	Total Needed Units	Single-Family (Attached or Detached)	2-unit	3- or 4-plex	5 + Units MFR	Manufactured Home in Park
<\$91.3k	1,088	43%	1.8%			55.1%
\$91.3K <\$128.9K	446	13.2%	7.2%			59%
\$128.9K <\$185.3K	751	100%				
\$185.3K <\$279.3K	1,325	100%				
\$279.3K <\$372.8K	443	100%				
\$372.8+	321	100%				
Total:	4,374					
2020 Percentage		79.7%	3.8%	2.1%	0.0%	14.4%

Sources: ACS 2018 5-Year Estimates (Table B19037), City of Coos Bay, Lane Council of Governments, Bjelland Housing Needs Model, Templates 6

Publicly Assisted Housing

The North Bend City/Coos-Curry Housing Authority manages public housing assistance programs for Coos and Curry Counties, including Public Housing and the Section 8 Housing Choice Voucher programs. The Housing Authority manages 52 Public Housing Units across Coos and Curry Counties, 15 of which are in Coos Bay. According to 2019 data from the Department of Housing and Urban Development's (HUD's) Picture of Subsidized Housing database, average household income of Coos Bay's Public Housing residents is \$20,876 per year; 57% of Public Housing residents were very low income, defined by HUD as 50% of area family median income.²⁰

Section 8 Housing Choice Vouchers are one form of rental assistance designed to assist very low-income families, the elderly, and persons with disabilities. The North Bend City/Coos-Curry Housing Authority runs the Section 8 Housing Choice Voucher program for Coos and Curry Counties. The Housing Authority reports that it currently manages 798 vouchers, which can be used in Coos Bay and the surrounding jurisdictions in Coos and Curry Counties; 332 of these are used in Coos Bay. According to HUD's 2019 Picture of Subsidized Housing database, the average household income of voucher households was \$11,662 per year; 96% of voucher holders were very low income, defined by HUD as 50% of area family median income. The average wait time for persons on the waiting list to receive a voucher was 11 months.²¹

There are three homeless shelters in Coos Bay. There were 613 individuals experiencing homelessness at the time of the state of Oregon's 2019 point-in-time homelessness count, representing a 54% increase from the count in 2017;²² 22% were children (95% of whom were unsheltered); 15% were experiencing chronic homelessness; 79% were unsheltered; 53% were male and 47% were female and 4% were veterans.

e. Bjelland Housing Needs Model

To facilitate this analysis, a Coos Bay-specific Housing Needs Model was utilized. The model was designed by demographer and housing specialist Richard Bjelland.²³ The model utilizes demographic and other data inputs to generate a set of future housing need estimates. This Coos Bay specific model is designed to address the housing need requirements set out in Oregon's Statewide Planning Goal 10. Bjelland's methodology is demographically driven as opposed to historic construction extrapolations, which most previous housing needs analyses relied upon. As a result, the model is more responsive to considerations of affordability and can be more responsive to desired future alternatives.

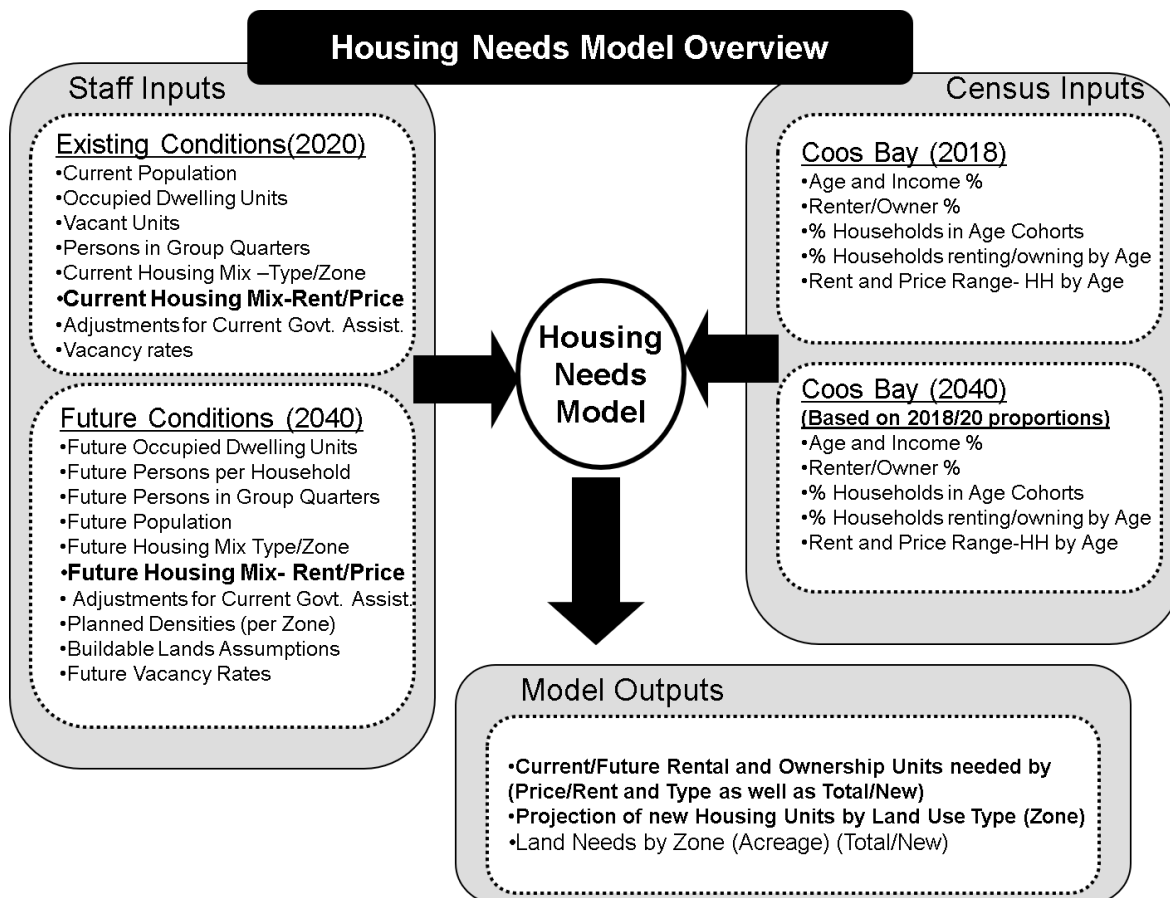
The Coos Bay model utilizes 2018 Census Bureau demographic data for the City of Coos Bay. The model looks at several different types of housing and predicts the tenure (rental vs owner) split between housing units as well as the needed rental and purchase price points. Data is presented and entered into a set of interconnected spreadsheets or "templates" that make up the model. The results from the model are then used to address the affordable housing needs of the City. The residential land needs module included in the model estimates the land needs by land use designation for the additional housing units indicated by the model. Additional adjustments to the model inputs are made to account for the recognized growth between the time-period of 2018 and 2020, and to account for a number of local housing dynamics.

²⁰ "Picture of Subsidized Households: 2019," HUD Office of Policy Development and Research (n.d.), <https://www.huduser.gov/PORTAL/datasets/assthsg.html>.

²¹ IBID

²² "2019 Point-in-Time Count," Oregon Housing and Community Services, (November 15, 2019), <https://public.tableau.com/profile/oregon.housing.and.community.services#!/vizhome/2019Point-in-TimeDashboard/Story1>.

²³ Bjelland Consulting.



Model Structure

The design of the model involved creating a series of modules (Excel templates), each reflecting the different steps needed to conduct a housing analysis. The resulting model resides in an Excel file that has numerous worksheets, graphs, and tables. The model examines housing needs for two time periods—an analysis of current housing needs and an analysis of estimated future needs based on a planning period end date (20 years).

Current Housing Status Analysis

The model first calculates the total number of housing units needed for the planning period by utilizing:

- population estimates,
- number of people in group quarters,
- number of occupied housing units and/or number of households,
- average household size, and
- desired vacancy rate for the study area.

The population estimate, people in group quarters, and occupied housing units or number of households (which equal each other) are taken from Census data for the current year and drive the *Description of Current Housing Status* template. Vacancy data for this template may be derived from the Census or from local sources.

The model uses Oregon age and income data standardized by community size (small, medium, and large communities). Every model is based on normalized age and income data from a cohort

of numerous similarly sized communities. The model for medium-sized communities is applied in Coos Bay. The model uses normalized data as opposed to raw numbers because it allows for easier adjustments for projections of different time frames and allows for comparisons to other communities.

The age and income cohort percentages have been calculated for every Oregon city and are entered into the model before being delivered to a user. The Census generated tenure parameters used in the model represent the probabilities of either being a renter or homeowner for each of the many age and income cohorts. Based on these tenure parameters, the model allocates those households in each age and income cohort to an indicated number of rental and ownership units at the price point that is affordable for the Income range for that cohort. The model then adjusts each of the cohort numbers of ownership units to reflect that many homeowners have paid off their mortgages and therefore can “afford” a higher priced unit than their income would otherwise indicate.

Census data was used to determine the percentage of homeowner households in each cohort that owned their homes free and clear. The model then aggregates the units for each different price point to show the total units that could be afforded at each price point by tenure.

Users can quickly test different scenarios of the future by varying the estimated population and/or the percentage distribution of age and income cohorts. Price points for housing units were calculated on the basis that housing costs should take no more than 30% of the household's income, i.e., a household with \$30,000 in income could afford to pay $\$30,000 \times .3 / 12 = \750 per month for housing. This assumption resulted in a range of monthly housing costs that would be ‘affordable’ for each age and income cohort. Monthly rent ranges were calculated for each income category after subtracting out estimated costs for utilities. Ownership price points were calculated for each income category as discussed earlier and were based on examining the typical housing costs associated with owning a home with long term mortgage rates around 5%.

The next step in the model attempts to simulate the real world where some households choose to live in a unit at a lower price point than the price point that they could afford. When they do, they remove that unit from the supply of units needed for those households who could only afford that price point. Therefore, adjustment factors to the indicated number of housing units that could be afforded at each price point are utilized in this part of the model to arrive at the final estimate of needed housing units. These adjustment factors represent the percentage of households who could afford that cost level but choose a lower cost unit (*Out Factor*) offset by households who could afford a higher cost unit but choose this cost level (*In Factor*). The determination of localized adjustment factors for each price point is left to the user in each study area although base line adjustment factors are provided in the model. LCOG made no adjustment to the factors provided in the model.

An additional off-setting variable to the Out Factor is the estimated number of units which are rented to households who could only afford to live in those units and not be cost burdened due to tenant-based subsidies that the household receives such as a Section 8 voucher that pays the difference between the market rent and what the tenant could afford. The total units inputted for this factor at each relevant price point represents the estimated number of households who pay only that amount of rent out of their own funds with the balance of the market rent coming from the tenant subsidy.

The last step in the current housing status part of the model utilizes information on the existing housing inventory in conjunction with the current housing units needed by tenure and price point

to determine whether current needs are being met, and if not, where and how large are the gaps. As with all communities using the model, the data for Coos Bay's current housing inventory was entered into the *Current Inventory of Dwelling Units* template. The existing inventory of units were placed into the five housing types that have been established for use in the model. Each of these housing types can be owner occupied or renter occupied.

The five classifications of dwelling units are:

1. *Single Family Units*—either site built or manufactured single family dwellings on their own lot
2. *Manufactured Dwelling Park Unit*—a single family dwelling unit located in a rental park
3. *Duplex Unit*—a two-family dwelling unit located on its own lot
4. *Tri-plex or Quad-plex Unit*—a three or four-family dwelling unit
5. *5+ Multi-family Unit*—dwelling units in buildings with 5 or more units per building

These five classifications were selected to facilitate the use of the model output for both land use planning purposes and housing needs analyses by housing type. The future need for housing units by housing type drive the determination of land needed based on the planned density of the land use zones associated with each housing type.

Future Housing Status Analysis

In order to determine the future housing needs for a projected population, users of the model must estimate the demographic composition of that population and make some assumptions regarding their housing type choices by price point. Entering the future *age and income* cohort percentages will automatically produce the number of future total units indicated by price point and tenure. After the future *Out Factors* are entered, the model calculates the future total units needed by price point and tenure. These numbers are the basis for the principal planning effort involved in using the model—determining the appropriate allocation of housing types to meet the identified housing needs for that community. In the case of Coos Bay, these assumptions were made with substantial Housing Advisory Committee input and iteration. This allocation process will take place by completing the *Future Housing Units Planned by Housing Type* template. This template uses percentages of the five housing types as the means to allocate the needed units.

If the *Current Inventory of Dwelling Units* template has been completed and the Housing Units Planned allocation data entered, the model will calculate the number of new units needed by price point, tenure, and housing type to bring the market into balance with the projected need at the end of the planning period. The model summarizes the new needs by housing type, which can then be used by the community to drive their land use planning and housing policy decisions.

The land use module can utilize the buildable lands inventory cities are required to gather to input the data needed for the *Buildable Lands Inventory for Housing* Template. Lane Council of Governments used a simple adaptation of the model's methodology to convert needed new housing into land need (or in this case land surplus).

Uses of the Methodology and Model

Different scenarios can be run on the model to test out various assumptions about the study area and its future economic development and/or demographic composition. For any scenario run for the study area, the model and its underlying methodology will generate a series of tables and graphs that represent the model's outputs.

Current Housing Units Needed by Tenure and Cost ©

For Coos Bay as of 2020

Scenario Coos Bay HNA 2020-40

Template 4

Housing Units Indicated by Tenure & Cost**

Rental				Ownership			
Rent*	# Units	% of Units	Cum %	Price*	# Units	% of Units	Cum %
0 - 308	849	30.9%	30.9%	<55.3k	150	3.0%	3.0%
309 - 539	438	15.9%	46.8%	55.3k <91.3k	184	3.7%	6.7%
540 - 776	354	12.9%	59.7%	91.3k <128.9k	718	14.4%	21.1%
777 - 1132	438	15.9%	75.6%	128.9k <185.3k	735	14.7%	35.8%
1133 - 1739	425	15.5%	91.1%	185.3k <279.3k	1,056	21.2%	57.0%
1740 - 2349	123	4.5%	95.5%	279.3k <372.8k	851	17.1%	74.1%
2350+	123	4.5%	100.0%	372.8k+	1,294	25.9%	100.0%
Totals	2,749	% of All	35.5%	Totals	4,988	% of All	64.5%

* Housing Units Indicated is based on the 'Calculation of Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost' template and incorporates the inclusion of a vacancy factor. The numbers represent the units that could be afforded at that cost.

** Rent and Price Ranges are stated in 1999 dollars and are the upper limits for affordable housing (housing that is non-cost burdened)

Template 5

Housing Units Needed by Tenure & Cost* ©

Rental						Ownership				
Rent	Out Factor**	Tenant Vouchers***	Needed Units	% of Units	Cum %	Price	Out Factor**	Needed Units	% of Units	Cum %
0 - 308	0%	262	609	22.2%	22.2%	<91.3k	0%	371	7.4%	7.4%
309 - 539	5%	56	378	13.7%	35.9%	91.3k <128.9k	5%	719	14.4%	21.8%
540 - 776	5%	11	687	25.0%	60.9%	128.9k <185.3k	5%	772	15.5%	37.3%
777 - 1132	10%	3	508	18.5%	79.4%	185.3k <279.3k	7%	1,050	21.1%	58.4%
1133 - 1739	25%	0	445	16.2%	95.5%	279.3k <372.8k	8%	977	19.6%	78.0%
1740 +	50%		123	4.5%	100.0%	372.8k+	15%	1,100	22.0%	100.0%
Totals		332	2,749	% of All	35.5%			4,988	% of All	64.5%

* Housing Units Needed is based on the 'Housing Units Indicated by Tenure and Cost' table and incorporates an adjustment factor to reflect that some households will choose to occupy a housing unit in a lower cost category than the one they could afford.

** The adjustment factor represents the percentage adjustments needed to reflect households who could afford that cost level but chose a lower cost unit (Out Factor).

*** Estimated number of Section 8 Vouchers/Certificates or similar subsidies used to lower tenant paid rents to this price point

	Label or data descriptor for data element
	The percentage of Households that could afford a unit at this housing cost but chose a lower cost unit
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Template 6
Current Inventory of Dwelling Units ©
For Coos Bay as of 2020
Scenario Coos Bay HNA 2020-40

Rental								
Rent	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units	% of Units	Cumulative %
0 - 308		58			205	263	7.8%	7.8%
	0.0%	22.1%	0.0%	0.0%	77.9%	100.0%		
309 - 539		17	120	10	284	431	12.8%	20.6%
	0.0%	3.9%	27.8%	2.3%	65.9%	100.0%		
540 - 776	270	10	220	197	325	1,022	30.4%	51.0%
	26.4%	1.0%	21.5%	19.3%	31.8%	100.0%		
777 - 1132	780		12	100	280	1,172	34.8%	85.9%
	66.6%	0.0%	1.0%	8.5%	23.9%	100.0%		
1133 - 1739	324					324	9.6%	95.5%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
1740 +	151					151	4.5%	100.0%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
Totals	1,525	85	352	307	1,094	3,363	% of All	43.5%
Percentage	45.3%	2.5%	10.5%	9.1%	32.5%	100.0%		

Ownership								
Price *	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units	% of Units	Cumulative %
<91.3k	468	600	20			1,088	24.9%	24.9%
	43.0%	55.1%	1.8%	0.0%	0.0%	100.0%		
91.3k <128.9k	355	59	32			446	10.2%	35.1%
	79.6%	13.2%	7.2%	0.0%	0.0%	100.0%		
128.9k <185.3k	751					751	17.2%	52.2%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
185.3k <279.3k	1,325					1,325	30.3%	82.5%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
279.3k <372.8k	443					443	10.1%	92.7%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
372.8k+	321					321	7.3%	100.0%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
Totals	3,663	659	52	0	0	4,374	% of All	56.5%
Percentage	83.7%	15.1%	1.2%	0.0%	0.0%	100.0%		

	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units**	Total Dwelling Units**	Inventory Check
Totals	5,188	744	404	307	1,094	7,737	7,737	Correct
Percentage	67.1%	9.6%	5.2%	4.0%	14.1%	100.0%		

Price * - Reminder - The allocation of ownership units into price points will change if a different mortgage scenario is selected

**Total Units should equal Total Dwelling Units which is from the Current Housing Status template on Unit Calculations worksheet

Future Housing Units Needed by Tenure and Cost ©

For Coos Bay as of 2040

Scenario Coos Bay HNA 2020-40

Template 10

Future Housing Units Indicated by Tenure Choice and at an Affordable Cost** ©

Rental				Ownership				
Rent*	# Units	% of Units	Cum %	Price*	# Units	% of Units	Cum %	
0 - 194	911	30.9%	30.9%	<55.3k	161	3.0%	3.0%	
195 - 422	470	15.9%	46.8%	55.3k <91.3k	198	3.7%	6.7%	
423 - 655	380	12.9%	59.7%	91.3k <128.9k	770	14.3%	21.0%	
656 - 897	470	15.9%	75.6%	128.9k <185.3k	828	15.4%	36.3%	
898 - 1132	456	15.5%	91.1%	185.3k <279.3k	1,133	21.0%	57.3%	
1133 - 1739	131	4.5%	95.5%	279.3k <372.8k	913	16.9%	74.3%	
1740+	132	4.5%	100.0%	372.8k+	1,388	25.7%	100.0%	All Units
Totals	2,950	% of All	35.4%	Totals	5,391	% of All	64.6%	8,341

* Housing Units Indicated is based on the 'Calculation of Current Dwelling Units Indicated by Tenure Choice and Affordable Cost' template and incorporates the inclusion of a vacancy factor. The numbers represent the units that could be afforded at that cost.

** Rent and Price Ranges are stated in 1999 dollars and represent affordable housing cost needs (housing that is non-cost burdened)

Template 11

Future Housing Units Needed by Tenure & Cost* ©

Rental						Ownership				
Rent	Out Factor**	Tenant Vouchers***	Needed Units	% of Units	Cum %	Price	Out Factor**	Needed Units	% of Units	Cum %
0 - 308	0%	262	673	22.8%	22.8%	<91.3k	0%	398	7.4%	7.4%
309 - 539	5%	56	409	13.9%	36.7%	91.3k <128.9k	5%	773	14.3%	21.7%
540 - 776	5%	11	715	24.2%	60.9%	128.9k <185.3k	5%	866	16.1%	37.8%
777 - 1132	10%	3	545	18.5%	79.4%	185.3k <279.3k	7%	1,127	20.9%	58.7%
1133 - 1739	25%	0	477	16.2%	95.5%	279.3k <372.8k	8%	1,048	19.4%	78.1%
1740 +	50%		132	4.5%	100.0%	372.8k+	15%	1,180	21.9%	100.0%
		Totals	2,950	% of All	35.4%		Totals	5,391	% of All	64.6%

* Housing Units Needed is based on the 'Housing Units Indicated by Tenure and Cost' table and incorporates an adjustment factor to reflect that some households will choose to occupy a housing unit in a lower cost category than the one they could afford.

** The adjustment factor represents the percentage adjustments needed to reflect households who could afford that cost level but chose a lower cost unit (Out Factor).

*** Estimated number of Section 8 Vouchers/Certificates or similar subsidies used to lower tenant paid rents to this price point

	Label or data descriptor for data element
	The percentage of Households that could afford a unit at this housing cost but chose a lower cost unit
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Template 12
Future Housing Units Planned by Housing Type ©
Existing Units plus New Units Added
For Coos Bay as of 2040
Scenario Coos Bay HNA 2020-40

Rental							
Rent	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
0 - 194	673	4.0%	19.0%	0.0%	0.0%	77.0%	100.0%
		27	128	0	0	518	673
195 - 422	409	8.0%	7.0%	10.0%	20.0%	55.0%	100.0%
		33	29	41	82	225	409
423 - 655	715	35.0%	4.0%	15.0%	15.0%	31.0%	100.0%
		250	29	107	107	222	715
656 - 897	545	50.0%	1.0%	13.0%	12.0%	24.0%	100.0%
		272	5	71	65	131	545
898 - 1132	477	73.0%	0.0%	15.0%	12.0%	0.0%	100.0%
		348	0	72	57	0	477
1133 +	132	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%
		132	0	0	0	0	132
Totals	2,950	1,062	191	290	312	1,095	2,950
Percentage		36.0%	6.5%	9.8%	10.6%	37.1%	100.0%

Ownership							
Price	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
<91.3k	398	15.0%	85.0%	0.0%	0.0%	0.0%	100.0%
		60	338	0	0	0	398
91.3k <128.9k	773	50.0%	45.5%	3.5%	1.0%	0.0%	100.0%
		387	352	27	8	0	773
128.9k <185.3k	866	70.0%	23.0%	6.0%	1.0%	0.0%	100.0%
		606	199	52	9	0	866
185.3k <279.3k	1,127	90.0%	3.0%	6.5%	0.5%	0.0%	100.0%
		1,014	34	73	6	0	1,127
279.3k <372.8k	1,048	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%
		1,048	0	0	0	0	1,048
372.8k+	1,180	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%
		1,180	0	0	0	0	1,180
Totals	5,391	4,294	923	152	22	0	5,391
Percentage		79.7%	17.1%	2.8%	0.4%	0.0%	100.0%

Total Rental and Ownership Units							
	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
Totals	8,341	5,356	1,113	443	334	1,095	8,341
% of Total Units		64.2%	13.3%	5.3%	4.0%	13.1%	100.0%

	Label or data descriptor for data element
	The planned percentage of dwelling units needed of this housing type at this price point in the region
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario