EMPIRE AREA BLUEPRINT

TASK 7.6 | REVISED FEBRUARY 21, 2025

PREPARED FOR:
CITY OF COOS BAY, OREGON | Adopted by Coos Bay City Council on March 18th, 2025

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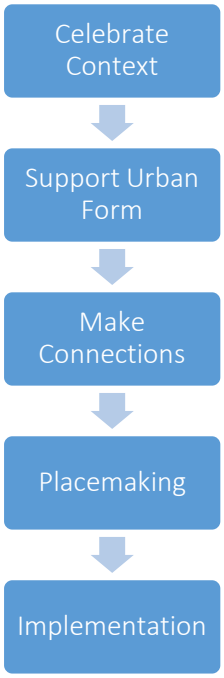
1 EXECUTIVE SUMMARY

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

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



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

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

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

Table 1: Strategic Actions by EAB Subarea

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

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

2 STUDY AREA

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

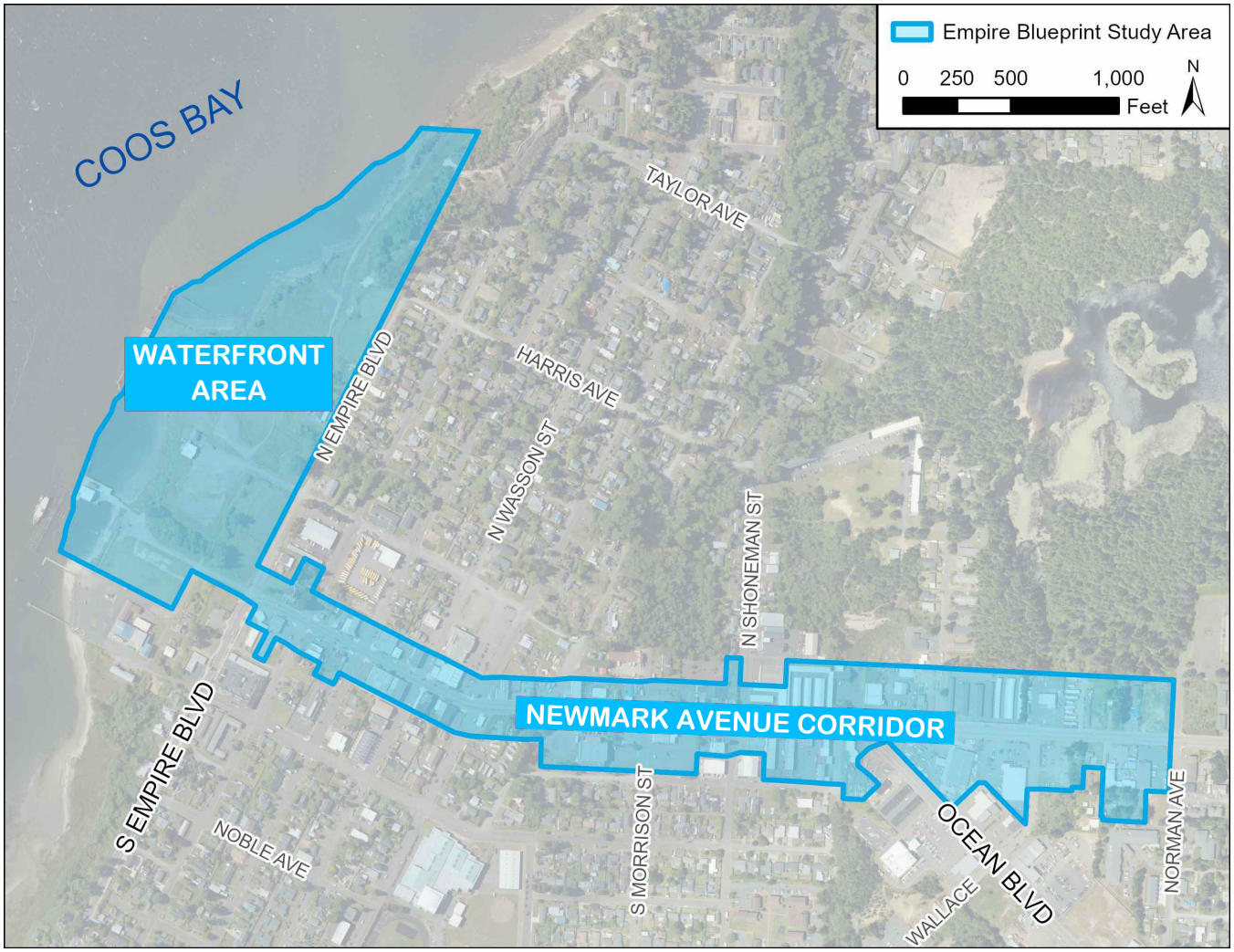


Figure 1. Study Area
Source: David Evans and Associates, Inc.

3 EXISTING CONDITIONS

Existing uses along Newmark Avenue include a mixture of commercial uses such as restaurants, auto service businesses, retail stores, a fitness center, and a theater. The City made sidewalk and ADA ramp improvements along Newmark in 2021. Facade improvements have been made at the Dolphin Theater and McKay's Market. One artistic mural exists and there are several painted utility boxes along the Newmark Avenue Corridor.

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

The Coos Bay Boat Building Center, Bay Area Enterprises, and the Empire Boat Ramp are mapped as being in Federal Emergency Management Agency (FEMA) identified **Special Flood Hazard Area** (SFHA) Zone AE, with Base Flood Elevation (BFE) of 11 feet. The BFE has a one-percent chance of being equaled or exceeded in any given year. The SFHA in this area does not extend upland. Mandatory flood insurance purchase requirements and floodplain management standards apply to properties located in FEMA's identified SFHA to ensure floodplain development standards are met.

Figure 2. Overflow Parking near the Existing Boat Ramp
Source: Tom Greaves

The National Wetlands Inventory maps multiple **wetlands** along the Bay. In addition, there is a Palustrine Forested Temporary Flooded wetland just north of the Life Change Church and Cardinal Services, Inc., west of Ackerman Avenue and north of Newmark Avenue. This wetland is part of the Chickses Creek complex which runs north-south, north of the study area. Outside the study area, Lower Empire Lake also has mapped wetlands. The U.S. Army Corps of Engineers and the Oregon Department of State Lands, which have jurisdiction over removal and fill in wetlands and waterways, require development to avoid, minimize, or mitigate impacts. Where development occurs in a floodplain or wetland, compliance with state and federal agencies including but not limited to the Endangered Species Act, and Section 106 of the National Historic Preservation Act will be required.

Four historic resources are within the study area: the Major Morton house at 486 Schetter Avenue (1869, NRI); the Tower-Flanagan Gothic Revival house at 476 Newmark Avenue (1872, NRI); the Southern Oregon Company Sawmill, standing on 2,000 Port Orford cedar pilings, off Reichert Avenue on the Bay (1884, Eligible Contributing); and the Empire City Fort at the southwest corner of Newmark Avenue and Empire Boulevard (1856, Undetermined).

4 EXISTING TRANSPORTATION FACILITIES

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

Throughout the study area, street **parking** is available on a first-come, first-served basis. Where allowed, street parking on Newmark Avenue is parallel parking and 1-hour time limits are posted on some city blocks. For the streets intersecting Newmark Avenue, street parking varies between angle and parallel parking. If street parking is not allowed, it is indicated as such by curb paint or signage. South Empire Boulevard does not have street parking within the limits of the study area, but parallel parking is available further south. Ocean Boulevard also does not have street parking. There are currently no off-street public parking lots within the study area, however the City plans to construct one off-street public parking lot at the southwest corner of Newmark Avenue and Wall Street, expected to be complete in Summary/Fall 2026.

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

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

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

5 BLUEPRINT FOR CHANGE

5.1 VISION

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

5.2 BASIC PRINCIPLES

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

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

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

5.3 OVERALL FRAMEWORK

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

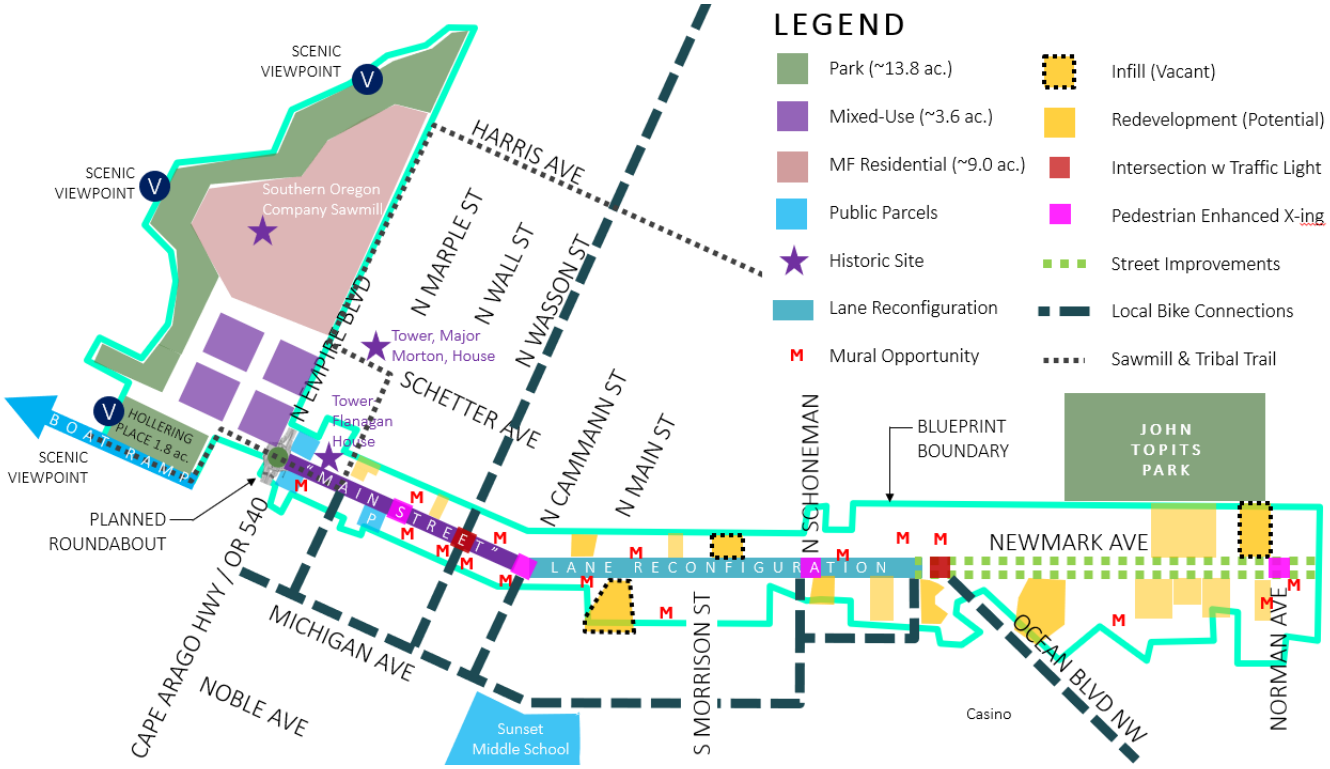


Figure 3. Concept Diagram
Source: David Evans and Associates, Inc.

5.4 NEWMARK AVENUE CORRIDOR

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

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

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

Figure 4. Local Bike Connections
Source: David Evans and Associates, Inc.

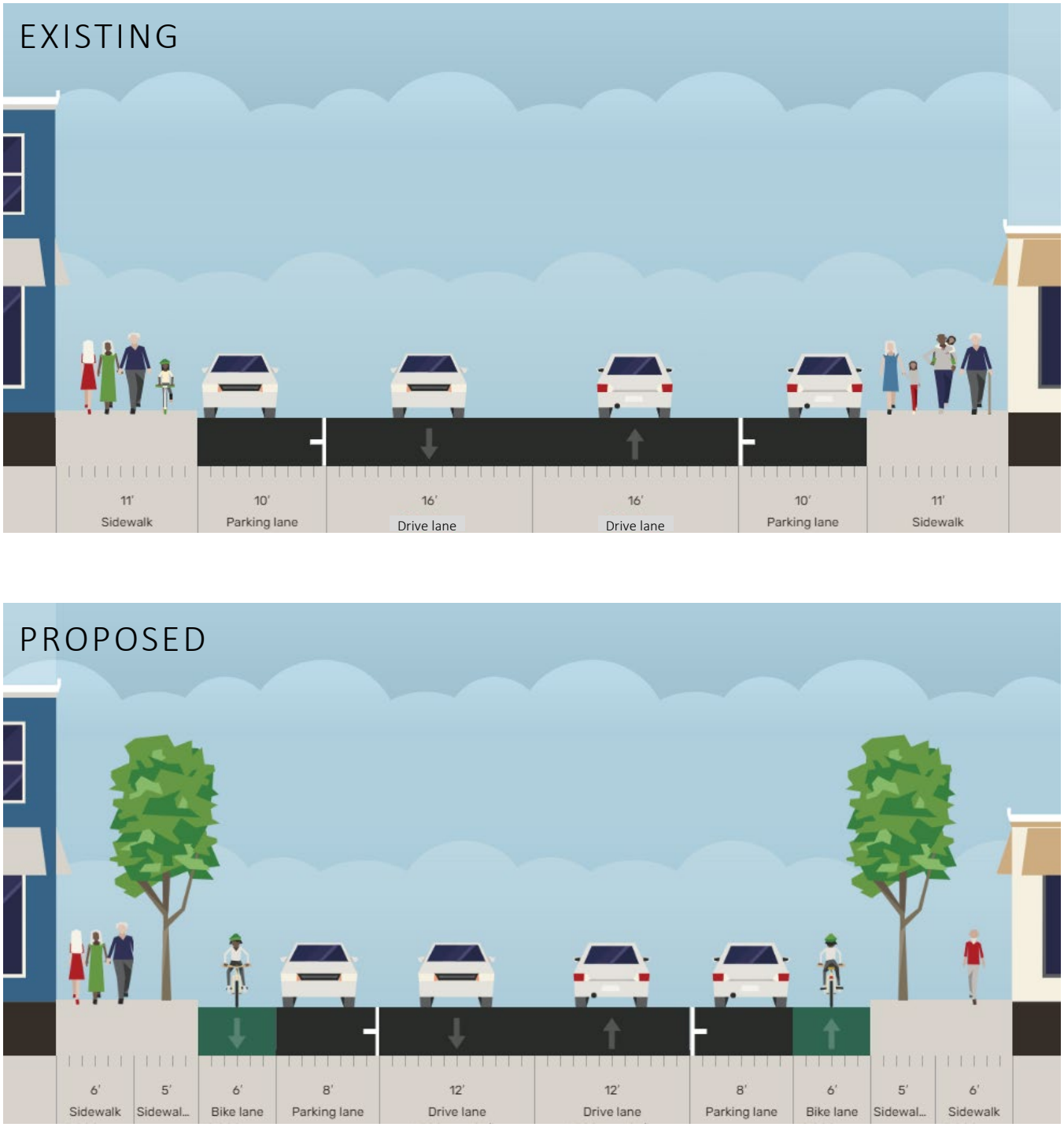


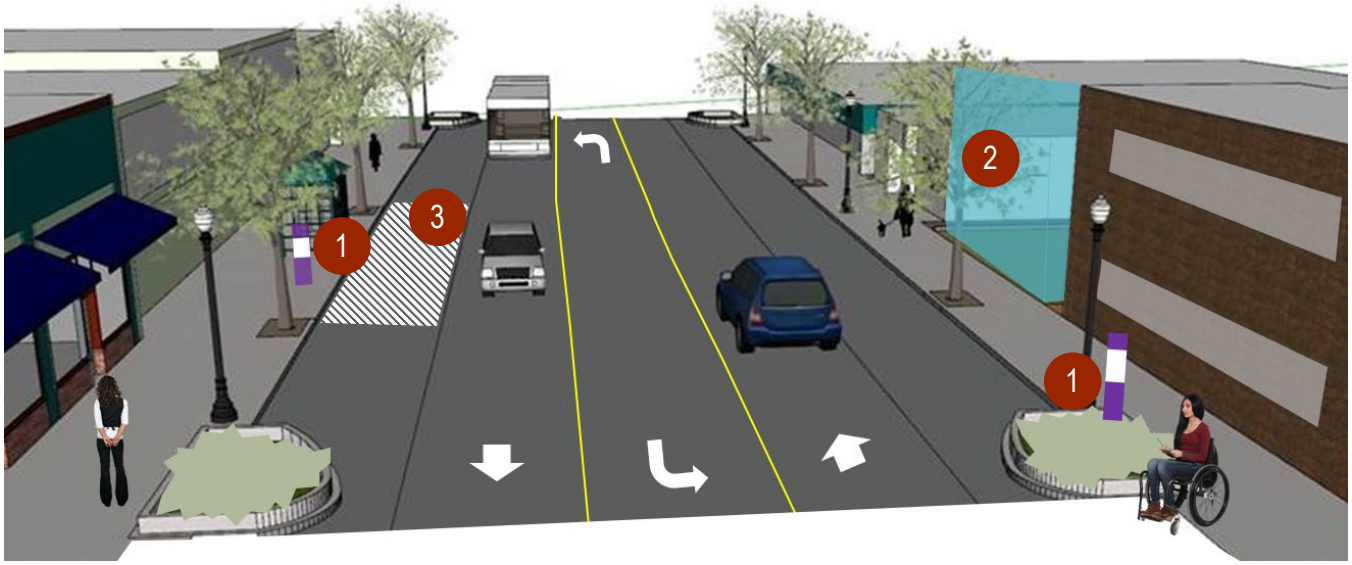
Figure 5. Michigan Avenue – Local Bike Connection Street Reconfiguration Section
Source: David Evans and Associates, Inc./Streetmix.net

LEGEND / KEY NOTES

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

Figure 6. Newmark Avenue Enlargement Plan: Arago Highway to Wasson Concept
Source: David Evans and Associates, Inc.

BEFORE



AFTER

KEY NOTES

1 PEDESTRIAN WAYFINDING SIGN

2 POTENTIAL INFILL DEVELOPMENT

3 POTENTIAL BUS STOP ENHANCEMENT

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

LEGEND / KEY NOTES

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

Figure 8. Newmark Avenue Enlargement Plan: Wasson to Morrison Concept
Source: David Evans and Associates, Inc.

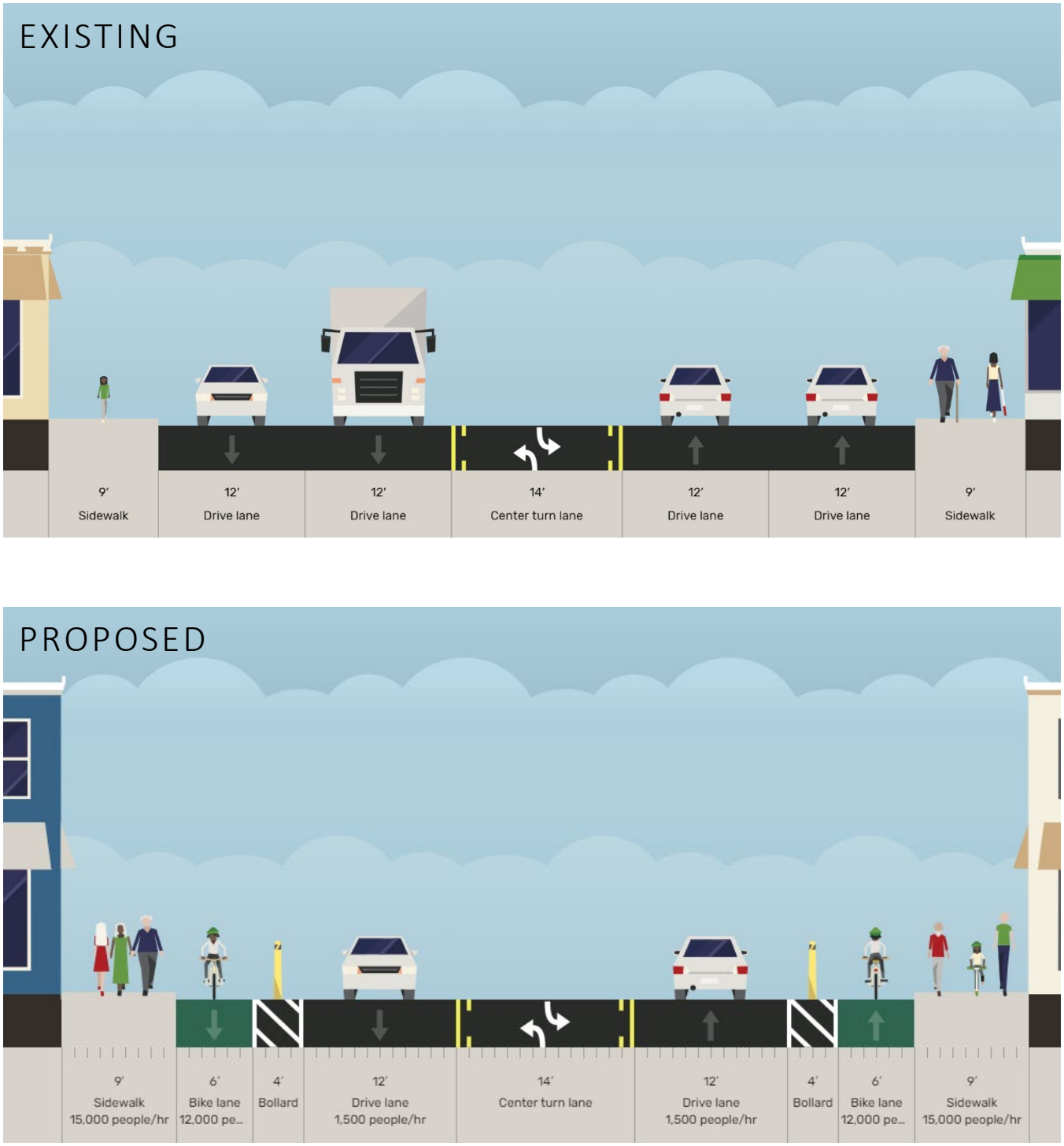


Figure 9. Newmark Avenue – Road Reconfiguration Street Section
Source: David Evans and Associates, Inc./Streetmix.net

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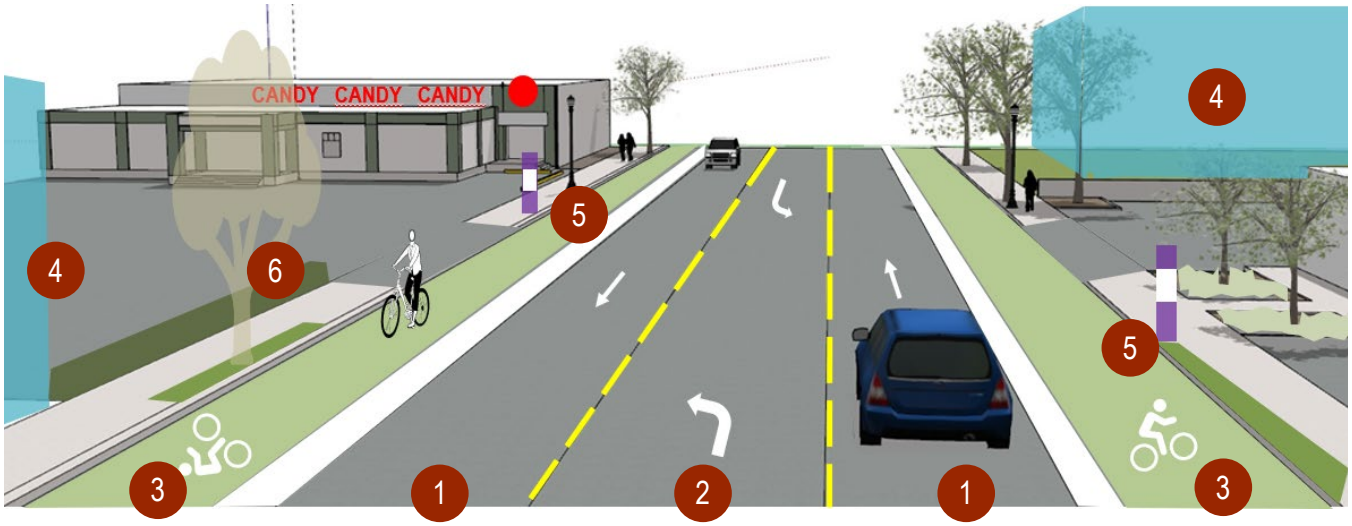

AFTER

KEY NOTES

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

Figure 10. Newmark Avenue - Road Reconfiguration Concept Illustration
Source: David Evans and Associates, Inc.

LEGEND / KEY NOTES

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

Figure 11. Newmark Avenue Enlargement Plan: Schoneman to Ackerman Concept
Source: David Evans and Associates, Inc.

LEGEND / KEY NOTES

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

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

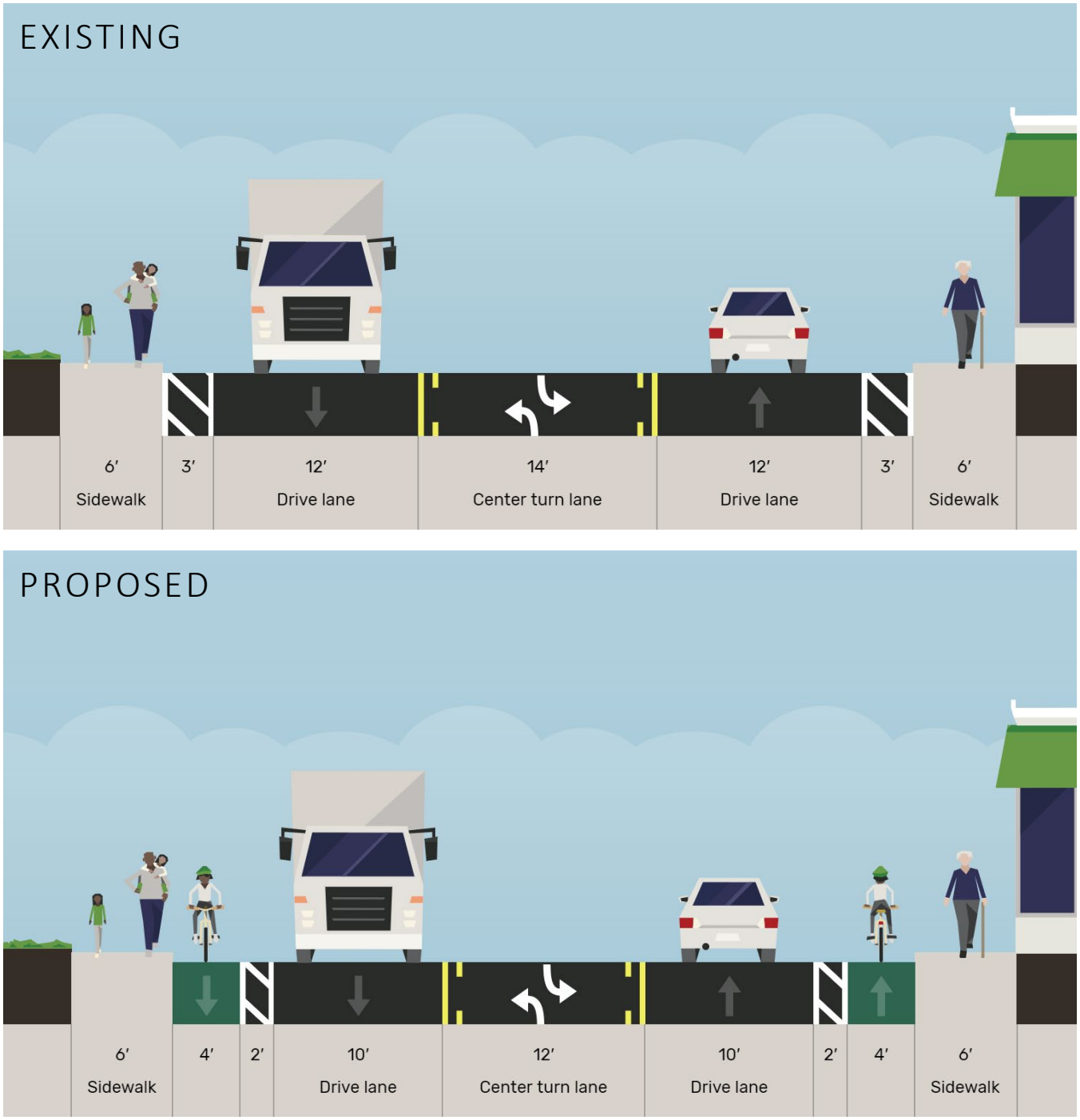

Figure 13. Newmark Avenue - East End Street Section
Source: David Evans and Associates, Inc./Streetmix.net

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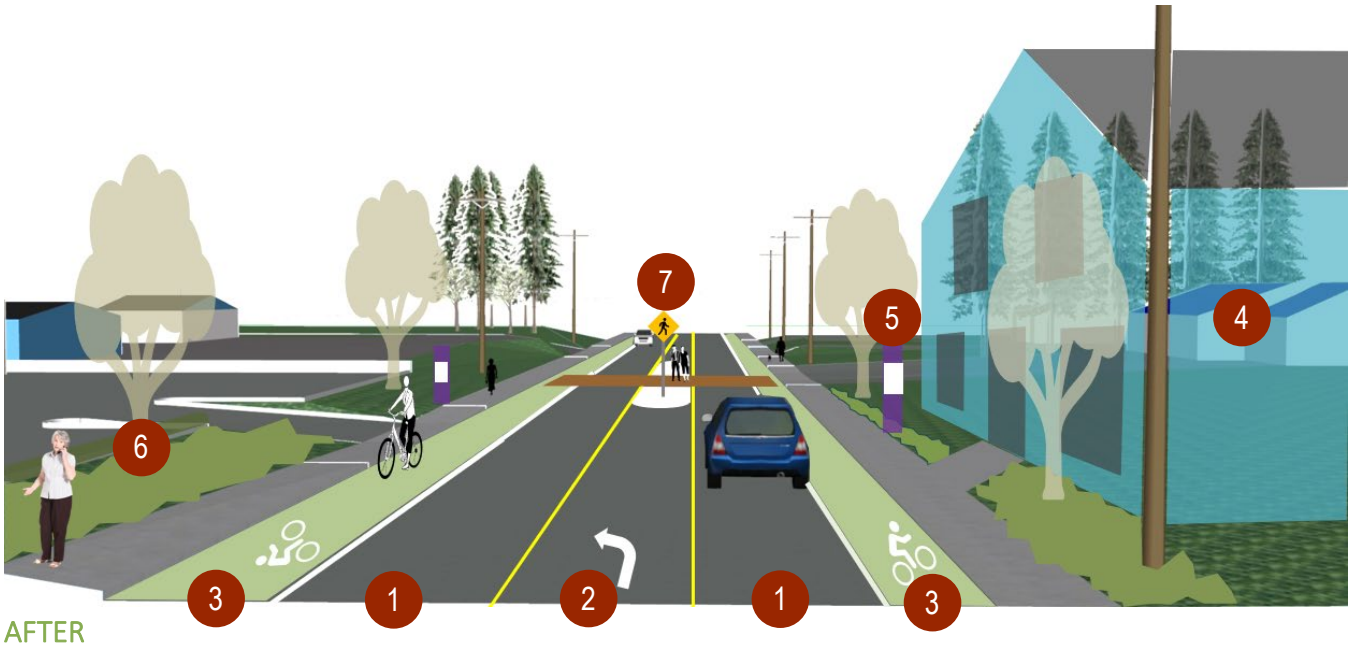


AFTER

KEY NOTES

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

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

5.5 TRAFFIC BENEFITS AND IMPACTS

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

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

Table 2. Traffic Benefits and Impacts

Scenario	Traffic Operations	Benefits/Impacts
No-Build • Waterfront District land uses remain the same as 2023. • Maintain existing lane configuration and traffic control on Newmark Ave and construct single lane roundabout at Newmark Ave at Empire Blvd.	• All study intersections meet City's operational mobility targets of Level of Service (LOS) D or better. • Some minor queuing on Newmark Ave at Ocean Blvd and at Wasson St. • All intersections expected to operate at less than 65% of their available capacity.	• Traffic growth will not be noticeable. • Traffic speeds are not expected to change. • No bike lanes on Newmark Ave. • Uncomfortable multimodal environment.
Waterfront with No-Build Road Network: • Waterfront District is developed by 2043. • Maintain existing lane configuration and traffic control on Newmark Ave and construct single lane roundabout at Newmark Ave at Empire Blvd.	• 3 study intersections exceed City's operational mobility target on side street approaches: Morrison St, Marple St and Cammann St are LOS E • Some minor queuing on Newmark Ave at Ocean Blvd and at Wasson St. • All intersections expected to operate at less than 70% of their available capacity.	• Traffic delays may increase for drivers wanting to turn left onto Newmark Ave. • Traffic speeds are not expected to change. • No bike lanes on Newmark Ave. • Uncomfortable multimodal environment. • Could mitigate traffic operations through access management.
Waterfront & Lane Reconfiguration: • Waterfront District is developed by 2043 • Empire Blvd to Cammann St: Maintain existing lane configuration on Newmark Avenue and construct single lane roundabout at Newmark Ave at Empire Blvd. • Cammann St to Wallace St: Reconfigure lanes to remove a through lane in the eastbound and westbound directions and stripe bicycle lanes.	• 4 study intersections exceed City's operational mobility target on side street approaches: Morrison St, Marple St and Cammann St are LOS E and Schoneman St is LOS F. • Queuing at Ocean Blvd is expected to double compared to No-Build scenario. • All intersections expected to operate at less than 75% of their available capacity.	• Traffic delays may increase for drivers wanting to turn left onto Newmark Ave. • Traffic speeds expected to slow. • Bike lanes on Newmark Ave. • Improved multimodal comfort. • Could mitigate traffic operations through access management and traffic control or changes at Schoneman St (as warranted).

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

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

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

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

To plan for the potential for increased delays on the side streets, particularly on Schoneman Street, the traffic operations and queuing should be monitored. A change in intersection control or configuration may be warranted at Schoneman Street in the future as the area develops (e.g. traffic signals, all ways stop, roundabout, etc.). The preferred traffic control would need to consider impacts to ROW and/or adjacent private property. For City development applications that require a traffic impact analysis, developments or redevelopments west of Ocean Boulevard should include an assessment of impacts to intersection operations and safety at the intersection of Newmark Avenue at Schoneman Street. The other local side street movements are likely to shift on their own to adjacent intersections that provide more gaps in cross-traffic (e.g. the roundabout at Empire Boulevard and the existing traffic signal at Wasson Street). If the lane reconfiguration is pursued, timing adjustments may be needed to reduce pedestrian walk times to account for any changes in crossing distance from the revised road cross-section.

5.6 PUBLIC ART, AMENITIES, WAYFINDING

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

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

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

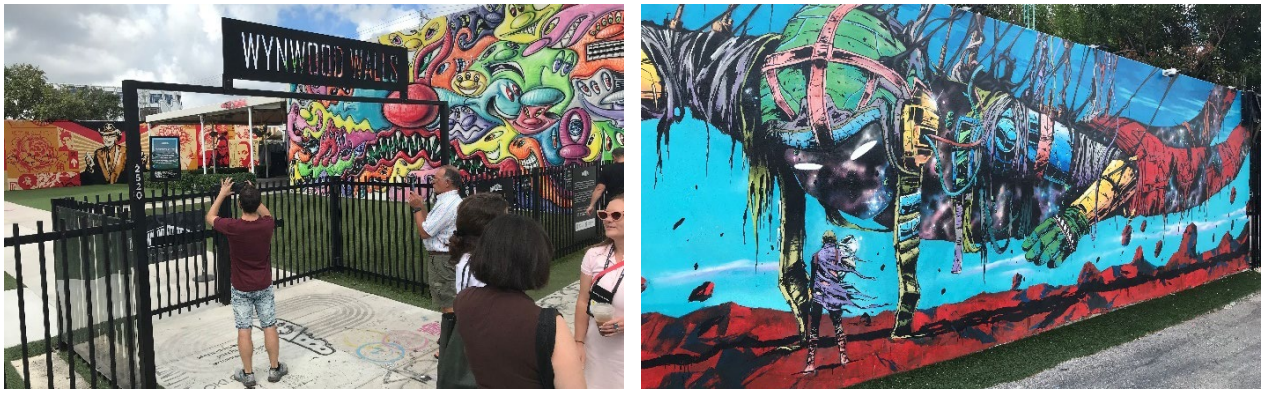


Figure 16. Two Mural Examples – Wynwood Walls Arts District, Miami, Florida
Source: J. Hencke

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

KEY NOTES

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

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

KEY NOTES

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

Figure 18. Enhanced Bus Transit Stop – Alberta Street Arts District, Portland, Oregon
Source: David Evans and Associates, Inc

Wayfinding/Interpretive Signs: A combination of sign types is envisioned, both wayfinding and interpretive, to serve the purposes of helping visitors and residents 1) navigate the area, 2) connect with destinations, and 3) provide interpretive information

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

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

5.7 WATERFRONT AREA

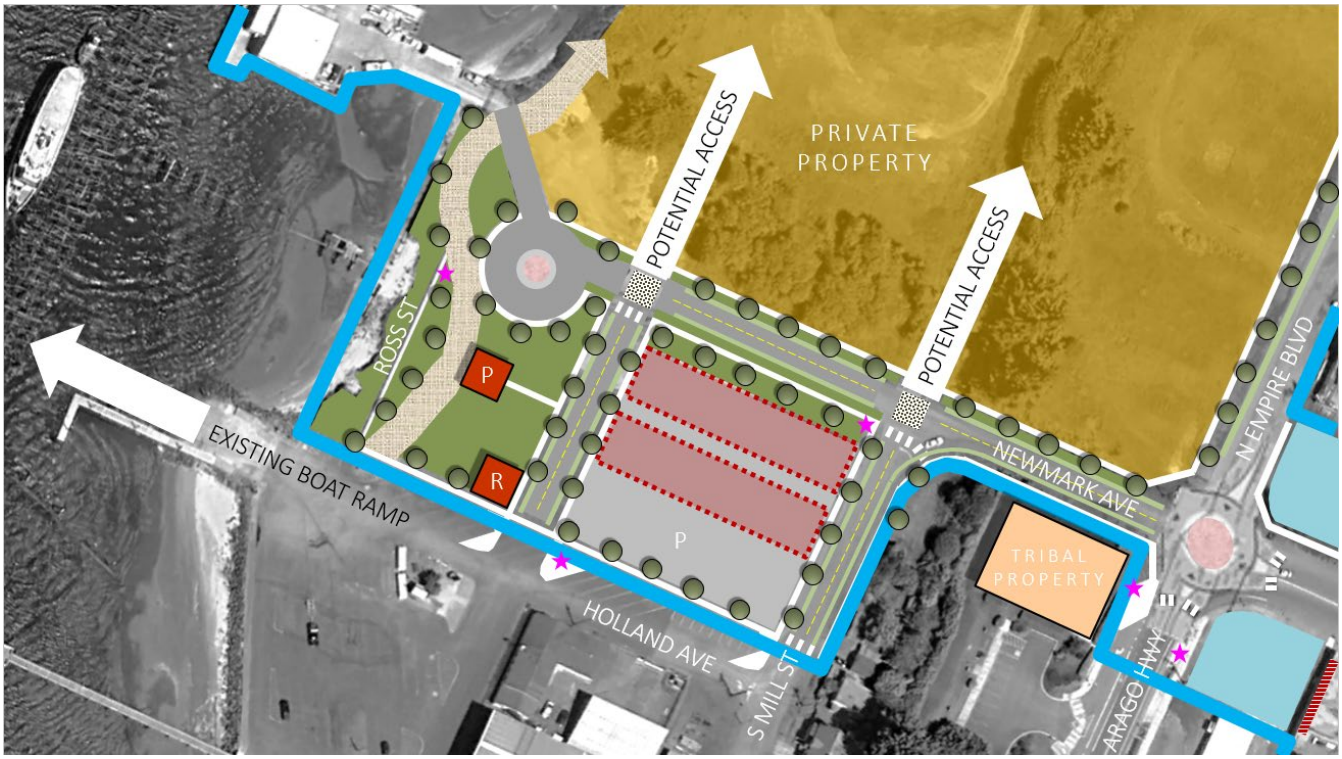
Secondarily to the Newmark Avenue Corridor enhancements, the EAB proposes to advance the programmatic vision of the 2022 Urban Renewal Plan in creating "a more attractive living, working and shopping environment in the Empire District commercial area and along the waterfront" including:

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

The 2022 Urban Renewal Plan notes the importance of developing major open space/park/monument attraction and the EAB illustrates how this might be achieved along the waterfront. Figure 21 illustrates potential near-term improvements – such as a new restroom, boat ramp parking expansion, signage honoring Tribal history, and dedicated open space at the lower bench area of the Hollering Place. Because the Urban Renewal Agency maintains complete control of the lower bench area of the Hollering Place, this land is a prime for reprogramming to attract more people to the waterfront. Figure 22 illustrates how the entire waterfront district could, over the long term and in partnership with the private landowners, be organized into a mixed-use neighborhood with a publicly accessible linear waterfront park.

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

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



LEGEND / KEY NOTES

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

Figure 21. Hollering Place Enlargement Plan Concept (Near-Term)
Source: David Evans and Associates, Inc.

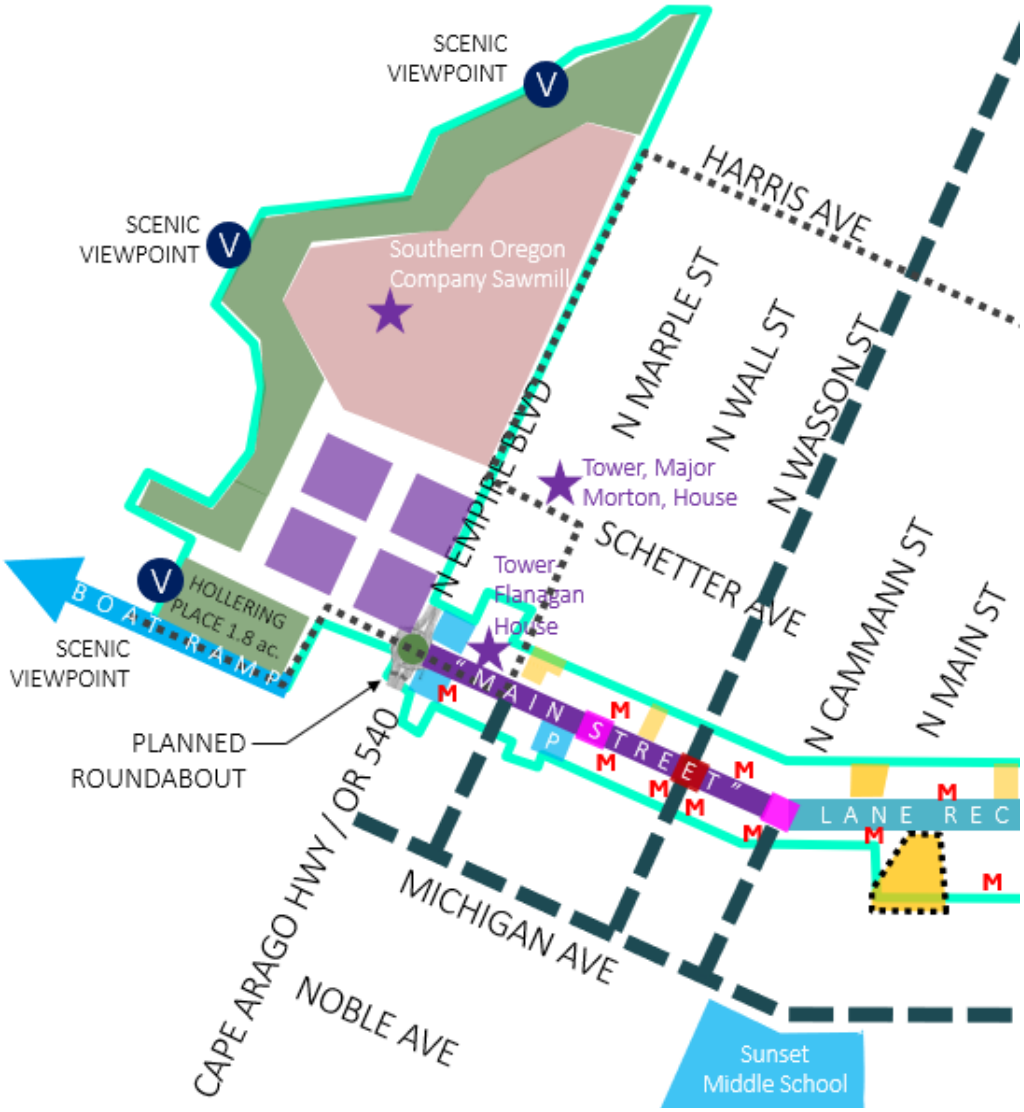


Figure 22. Waterfront Area Concept (Long-Term)
Source: David Evans and Associates, Inc.

5.8 WATERFRONT AREA EXAMPLE: INDEPENDENCE LANDING, OREGON

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

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

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

TSUNAMI / FLOOD EVACUATION STRUCTURE – THINKING AHEAD

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

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

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

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

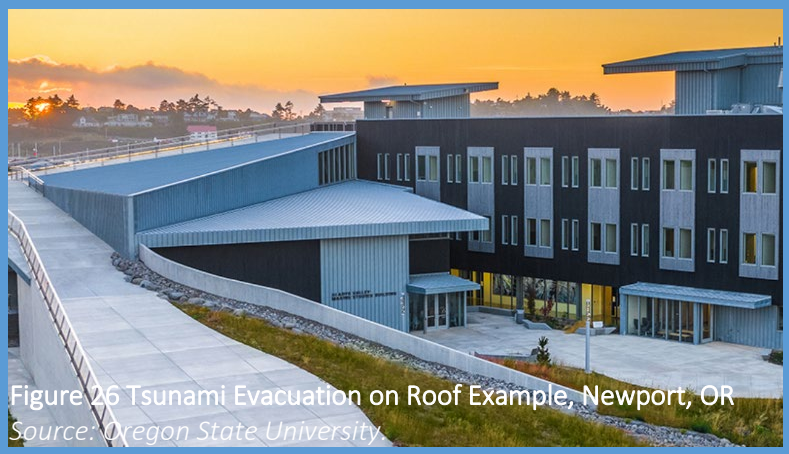


Figure 26 Tsunami Evacuation on Roof Example, Newport, OR
Source: Oregon State University.

6 PLANNING-LEVEL OPINION OF COST

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

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

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

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

Newmark Ave: Arago Hwy - N Cammann St						
Wall Mural	EA	7	$	10,000.00	$	70,000.00
Concrete Sidewalk	SF	11,875	$	15.00	$	178,125.00
6" Standard Curb	LF	1,123	$	45.00	$	50,535.00
Extra for Curb Ramps	EA	32	$	2,000.00	$	64,000.00
Wayfinding Signs	EA	8	$	250.00	$	2,000.00
Continental Crosswalk	LF	710	$	5.00	$	3,550.00
Green Bike Lane Pavement Marking	LF	1,412	$	60.00	$	84,720.00
Paving Feature	SF	6,293	$	15.00	$	94,395.00
Bar Removal	SF	1,554	$	7.50	$	11,655.00
Pavement Removal	SF	11,875	$	1.50	$	17,812.50
				Subtotal	**$**	**576,792.50**
Michigan Ave: Arago Hwy - N Cammann St						
Green Bike Lane Pavement Marking	LF	1,770	$	60.00	$	106,200.00
4" Lane Striping	LF	1,770	$	2.00	$	3,540.00
Street Tree	EA	32	$	500.00	$	16,000.00
Bike Signal Improvement at Michigan/Arago	LS	-	-		-	
				Subtotal	**$**	**125,740.00**
Newmark Ave: N Cammann St - Ocean Blvd						
Street Tree	EA	46	$	500.00	$	23,000.00
Wall Mural	EA	5	$	10,000.00	$	50,000.00
Concrete Sidewalk	SF	5,000	$	15.00	$	75,000.00
6" Standard Curb	LF	1,120	$	45.00	$	50,400.00
Extra for Curb Ramps	EA	22	$	2,000.00	$	44,000.00
Wayfinding Signs	EA	8	$	250.00	$	2,000.00
Continental Crosswalk	LF	517	$	5.00	$	2,585.00
Green Bike Lane Pavement Marking	LF	3,906	$	60.00	$	234,360.00
4" Lane Striping	LF	3,158	$	2.00	$	6,316.00
8" Lane Striping	LF	3,756	$	3.00	$	11,268.00
Landscape Area	SF	2,923	$	1.00	$	2,923.00
Stripe Removal	LF	7,552	$	1.50	$	11,328.00
Bar Removal	SF	1,132	$	7.50	$	8,490.00
Legend Removal	EA	5	$	150.00	$	750.00
Pavement Removal	SF	5,000	$	1.50	$	7,500.00
				Subtotal	**$**	**529,920.00**
Newmark Ave: Ocean Blvd - N Norman Ave						
Street Tree	EA	29	$	500.00	$	14,500.00
Wall Mural	EA	2	$	10,000.00	$	20,000.00
Concrete Sidewalk	SF	5,000	$	15.00	$	75,000.00
6" Standard Curb	LF	650	$	45.00	$	29,250.00
Extra for Curb Ramps	EA	17	$	2,000.00	$	34,000.00
Wayfinding Signs	EA	3	$	250.00	$	750.00
Continental Crosswalk	LF	475	$	5.00	$	2,375.00
Green Bike Lane Pavement Marking	LF	2,632	$	60.00	$	157,920.00
4" Lane Striping	LF	1,928	$	2.00	$	3,856.00
8" Lane Striping	LF	1,172	$	3.00	$	3,516.00
Stripe Removal	LF	5,828	$	1.50	$	8,742.00
Bar Removal	SF	590	$	7.50	$	4,425.00
Legend Removal	EA	13	$	150.00	$	1,950.00
Pavement Removal	SF	5,000	$	1.50	$	7,500.00
Pedestrian Crossing Signal	LS	1	$	50,000.00	$	50,000.00
				Subtotal	**$**	**413,784.00**
				TOTAL	**$**	**16,757,142.15**

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

7 ACTION PLAN TO ADVANCE REVITALIZATION

7.1 IMPLEMENTATION STRATEGY

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

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

7.2 INVESTMENT FRAMEWORK

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

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

Phasing. Because limited public funds are available, it is necessary to prioritize investments with a phased approach to implementation. **Early wins** can be accomplished soon are slated as **Phase 1** to occur between 2024-2026, or within the plans first 2-years. Actions that are further out in **Phase 2** are defined as 2027 and beyond. Some actions are contingent on the results of prior actions to determine more specific direction or confirm feasibility.

Costs. As part of implementation, a high-level assessment of the level of funding needed for each action from the City can provide a qualitative evaluation to inform decision-making. These do not equate with real estimates of construction, labor, total cost (including contributions from partners/private firms), etc. except where estimates have already been made within the most recent 2022 Urban Renewal Plan update or other City work (as cited).

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

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

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

7.3 NEWMARK AVENUE CORRIDOR

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

Strengthen Sense of Place

- **Developing Partnerships:** Strong partnerships between the City and relevant stakeholders like the Community Coalition of Empire, local tribes, business owners, property owners, and residents will be crucial to cultivating a cohesive sense of identity in the district. Building these relationships and support for projects along

Newmark Avenue can facilitate public involvement and ensure that there are champions within Empire to implement improvements throughout the corridor.

- **Branding and Public Art:** Through understanding of past community efforts and participation from local stakeholders, Newmark Avenue can express its unique identity through public art and branding. These efforts can begin as pilot initiatives with murals or street features that add to the atmosphere of the area and attract visitors. Nautical themes are one example recommended by community members, but other themes are also appropriate.

Align with Transportation Improvements

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

Pursue Mix of Uses

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

Figure 27. Empire Mural
Source: C. Soules.

7.3.1 Early Wins (2024-2026)

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

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

INVESTMENT CATEGORIES	EARLY WINS (2024-2026)	COST ESTIMATE / *Potential Partners*
Foster District Identity	**Launch mural pilot project** beginning by connecting with property owners/businesses about interest in murals, select sites, engage with community on mural designs, work with mural artists to implement murals. **Work with businesses to launch programming / events** to support businesses and build cache (including strengthening existing events like the December tree lighting ceremony). **Transition architectural design criteria to guidelines** to remove development barriers. Consider providing URA grants to property owners who can fully meet criteria. **Explore the creation of a design theme** to establish a historical character to the commercial and nearby residential areas (as identified in the urban renewal plan).	**Low (up to $50,000)**, mainly to support grants for murals. *Staff time required to revisit guidelines and coordinate with businesses.*
Pursue Historic Preservation and Energy Efficiency Grants for Building Rehab	**Track funding cycles** for state and federal opportunities including grants or other programs. **Inventory eligible properties** for historic preservation programs. **Assess grant writing capacity** with City/partners and prioritize grants listed in Section 3.3. Consider establishing a **low interest revolving loan fund** with URA dollars.	**Low (Up to $50,000)**, potential support for contract grant writers. *Staff time required to write grants, set up loan fund, and inventory properties*
Adjust Development Standards	**Increase flexibility of development standards along Newmark Avenue.** Creating more flexible code standards in the Empire District area could help to facilitate new development. Standards which require greater discretion in determining compliance can typically increase cost or time to approve development. The Newmark Avenue Corridor is zoned commercial (C), which includes "a high standard of site plan review." (Coos Bay Municipal Code 17.230.010) The City could consider removing or altering existing architectural design standards for the area to facilitate expedited development.	**N/A -** Staff capacity

7.3.2 Phase 2 (2027+)

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

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

7.4 WATERFRONT AREA

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

Vision Confirmation

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

Strategy Refinement

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

Making Investments

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

7.4.1 Early Wins (2024-2026)

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

INVESTMENT CATEGORIES	**EARLY WINS (2024-2026)**	**COST ESTIMATE / *Potential Partners***
Augment City Staff Capacity	Increase staff capacity to implement projects. The initial process of visioning, planning, and securing funding for projects in the Empire District will likely require greater staff capacity than currently available for the area, particularly in the Waterfront Area. Hiring temporary staff during initial phases in 2024-2025 to support efforts like grant writing, partnership building, and initial projects will help to build momentum. As the Empire District develops, either dedicating more permanent staff capacity or ongoing contracting services can support sustained progress in the area.	Indirect - Staff capacity
Explore Possibilities for Enhancing Maritime Facilities	Explore interim uses around the boat ramp to test out ideas and complementary uses (e.g. food carts). Monitor temporary uses to identify if they could develop into more permanent uses. (The City received petitions from the Community Coalition of Empire about recreation, and comments about expanding parking facilities near the boat ramp) Consider context and key questions that require further input from decisionmakers and the public, such as: • What kind of enhancements or amenities can serve a wider range of users and attract visitors? • Given the cost of maintaining the facility as it stands, could new facilities bring more value to the area than the current site? • Can the City charge for parking lot use if the Marine Board has funded the project? • Should the City consider full build-out of a park including public restrooms? • Should the City explore seasonal food trucks at the site?	N/A (staff time only) to Medium ($50,000 to $100,000) for study and engagement *Community Coalition, URA, potential state funders*
Study Waterfront Soil Quality and Risks	Coordinate with property owners to identify any liquefaction or other geotechnical risk with potential to be a problem for development at the waterfront site. Assessment should also include an evaluation of tsunami	Medium. ($100,000, planning level estimate)

INVESTMENT CATEGORIES	EARLY WINS (2024-2026)	COST ESTIMATE / *Potential Partners*
Study Waterfront Soil Quality and Risks, cont.	risk, and possible mitigation steps for new construction. Work with property owners to conduct site specific soil testing. **Evaluate financing limitations** for waterfront access such as insurance premiums and risk levels which might limit development.	*Local property owners*
Begin Conversations about Potential Public-Private Partnership with Adjacent Property Owners	**Hold conversations with property owners and developers** working in the area about potential uses. **Explore options for public access to waterfront** such as a public park or public realm dedication from developers. Initiate conversations with Coos Bay's Public Works Department about maintenance, current system plans, and other needs.	**N/A** - Staff capacity required
Explore Cultural Heritage Link to Sawmill And Tribal Trail	**Explore potential partnerships** to coordinate on signage and linkages to the Sawmill and Tribal Trail. Seek out conversations with the Community Coalition of Empire, Confederated Tribes, and Coos Historical and Maritime Museum on signage, public art, wayfinding, or other features.	**N/A** (staff time) *Community Coalition of Empire, Confederated Tribes*
Consider Need for Amendment to Urban Renewal Plan	**Evaluate current URA projects/goals and proposed actions.** Most projects in the implementation plan align with the goals of the URA but have some key places that expand on specific needs. (e.g. for housing goals, the need to consider disaster risk).	**N/A** (Staff capacity)

7.4.2 Phase 2 (2027+)

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

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

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

7.5 DISTRICT-WIDE TRANSPORTATION INVESTMENTS

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

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

INVESTMENT CATEGORIES	NEXT STEPS (2027+)	COST ESTIMATE / *Potential Partners*
	ODOT's signal warrants) if increased traffic creates unacceptable levels of a delay (e.g. signal, all-way stop, roundabout, etc.). The road reconfiguration is expected to improve connectivity and comfort for bicycles and pedestrians and reduce traffic speeds, but may increase queuing at Ocean Boulevard, particularly during peak season. A curb does not currently exist at the following study area roads, and either curbs or vegetated stormwater management features (depending on soil conditions) could be installed at: • Newmark Avenue west of Empire Boulevard • S Main Street • Woolridge Avenue	
Enhance Sawmill and Tribal Trail	**Leverage the existing Sawmill and Tribal Trail** to develop a destination that supports the area's identity. Align with projects such as **wayfinding and tourism destination development** grant money for co-benefits with Empire and this trail.	**Medium**. ($50,000-$500,000)

8 PLAN AND CODE AMENDMENT RECOMMENDATIONS

EAB Memorandum 1 identified applicable existing plans, policies, and codes to understand and document their relationship; and to identify any potential conflicts with the EAB project goals. Based on the review, amendments to the City Comprehensive Plan, Transportation System Plan, and Development Code are recommended with EAB adoption. Subsequent amendments to the Coos Bay Estuary Management Plan (CBEMP) and to the Comprehensive Plan and Zoning Maps should be considered to allow for residential mixed-use in the Waterfront Area, excepting the Hollering Place property.

Table 3: Recommended Amendments

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

8.1 CITY COMPREHENSIVE PLAN (2000)

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

The study area comprehensive plan designation along the Newmark Avenue Corridor is entirely Commercial, with Industrial along the Waterfront Area. The Comprehensive Plan objectives for Commercial designations are for the City to continue to facilitate compatible development and that these areas remain efficient, prosperous, and easily accessible. The Commercial designation provides for retail trade, commercial service, professional activities, and higher density residential development. The Commercial designation is appropriate for the Newmark Avenue Corridor.

The Industrial designation reserves land that is of sufficient size with infrastructure to support more intense industrial activities. The Industrial designation limits uses that the EAB identifies as desirable in the long-term for the Waterfront Area, such as recreation and temporary commercial (food trucks, events). Amending the Comprehensive Plan Map from Industrial to Commercial for the Waterfront Area would allow more flexibility.

The EAB will be adopted as an area specific plan.

8.2 CITY COMMUNITY DEVELOPMENT CODE

The Comprehensive Plan Commercial and Industrial designations are implemented by the Mixed Use (MX), Commercial (C), Waterfront Heritage (W-H), Waterfront Industrial (W-I), and Industrial/Commercial (I-C) zoning designations in the Land Development Ordinance. Properties along Newmark and Ocean are zoned Commercial (C). Medium Density Residential (MDR) is on the adjacent blocks, and Industrial – Commercial (I-C) and Waterfront Industrial (W-I) zoning is along the waterfront. The C district allows and conditionally permits a wide variety of community shopping and service uses as well as some residential. The MDR district requires a minimum density of 10 units per net acre and a maximum density of 25 units per net acre. The I-C district allows a variety of industrial and commercial uses, including manufacturing, wholesale trade and distribution activities; and conditionally permits uses with emissions that can be mitigated. The W-I district limits uses to those authorized by the Coos Bay Estuary Management Plan, which currently does not authorize commercial or residential use in the applicable Unit 54-UW.

The C zone supports a wide variety of uses without being subject to conditional use approval or additional standards. It incentivizes increased density, height or lot coverage for affordable for sale or rental housing; and allows shared parking lots and compact spaces. The zone allows residential uses above the ground floor and up to 30% of the ground floor. Relaxing these ground floor commercial standards to allow for fully residential buildings in this zone in the EAB area would allow more flexibility – a Phase 1, Early Win. In order to implement the EAB, adding a footnote to Table 17.230.020 – Land Uses and Permit Requirements, is recommended (indicated in red in the table below).

Table 17.230.020 – Land Uses and Permit Requirements

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

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

Early Wins and Phase 2 strategies in the Newmark Avenue subarea that focus on pedestrian enhancement and residential development that supports local businesses can be implemented through the existing Commercial zoning designation.

In order to implement the Early Wins and Phase 2 strategies in the waterfront subarea that focus on public amenities and recreation opportunities, the City should coordinate with the CBEMP Steering Committee to consider whether it makes sense to amend CBEMP 54-UW in the future, to allow for a variety of uses such as residential, hotels and campgrounds, retail food and beverage and restaurants, as well as manufacturing.

The CBDC parking and loading standards (CBDC 17.330.010 (2)(b)) establish the minimum number of parking spaces for development. A portion of the EAB study area is designated as "Exempt Parking Area with Cap," which requires off-street parking spaces to be provided when in excess of 25 minimum required spaces. However, this area extends only from South Empire Boulevard to Main Street between Schetter Avenue and Michigan Avenue/Nicole Avenue. The City should consider extending the boundary of this Exempt Parking Area to match the EAB study area boundaries. This type of policy can allow developers to use space more efficiently and redefine parking needs based on actual demand, which ultimately can result in the creation of more housing spaces, increased walkability, and more vibrant urban areas. Alternatives to address any perceived impacts to on-street parking could include expanding public parking lots and utilization of parking management tools such as paid parking or hourly maximums.

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

17.245.010 Intent.

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

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

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

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

Chapter 17.352 CBDC, regulates uses and activities that are allowed, not allowed, and allowed with conditions by reference to the CBEMP, therefore, future amendments to the CBEMP recommended in Section 8.6, below, will be incorporated into this chapter and no change is recommended.

8.3 HOLLERING PLACE MASTER PLAN (2008)

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

The City Council now intends for the lower bench area of the Hollering Place to be preserved as open space. The City controls three of the four lots in Hollering Place, and the bayfront lot is owned by the state. Comprehensive Plan Volume 1, Part 1, Chapter 9, Plan Objectives, Commercial section should be amended to remove the first sentence in Subsection 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." Additionally, the CBDC is recommended to be amended to identify that uses permitted in the CBEMP are allowed in the Hollering Place district (HP) and apply the Commercial District's development and lot standards in the HP district, consistent with the current Comprehensive Plan designation.

8.4 EMPIRE WATERFRONT SETTLEMENT DESIGN REVIEW

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

Meanwhile, the development standards in the Commercial district provide the desired result including discouraging blank walls, encouraging visual interest facing public streets, requiring architectural detailing for rooflines and rain protection, emphasizing use of architectural grade natural building products on finished surfaces, requiring diverse use of color, and allowing hardscaping to be substituted in lieu of landscaping. It is noted that none of these are clear and objective, and create uncertainty in permitting development.

In order to catalyze redevelopment in the EAB area, it is recommended that the architectural design criteria are removed from the Development Code and transitioned to guidelines to remove development barriers. To incentivize use of the guidelines, the City could provide URA grants to property owners who meet the desired standards.

8.5 CITY TRANSPORTATION SYSTEM PLAN (2020)

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

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

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

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

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

> EMPIRE DISTRICT
>
> The Empire District is an historic area within the western area of Coos Bay along the waterfront. It is accessed primarily by Newmark Avenue and both the Newmark Avenue corridor and Waterfront Area have potential for different types of development. The City has identified 35 vacant and underutilized parcels for future development. Vacant parcels are not actively used for any purpose and redevelopable parcels have potential for more intensive development as allowed by applicable development standards. The *Empire Area Blueprint* (EAB) provides a framework for long-term development in the Empire District and along Newmark Avenue, including improved access and multimodal connectivity. The EAB considers freight, pedestrian and bicycle access and circulation, development potential and consistency with the community vision for the area.
>
> The plan provides near-term and long-term opportunities that serve a variety of uses. See the Empire Blueprint document for further details on the preferred alternative. The transportation-related projects from the Empire Blueprint are consistent with proposed TSP projects 3, 10, 14, and 38.

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

- TSP page 44:

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

- Coos Bay Municipal Code 18.15.005:

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

8.6 COOS BAY ESTUARY MANAGEMENT PLAN

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

The Development Management Unit may allow "water-related and non-dependent, non-related uses not requiring dredge or fill" subject to special conditions, and with "Linkage" and "Goal Exception" findings. In Urban Water-Dependent areas, the CBEMP requires local governments to protect Urban Water-Dependent areas for water-dependent commercial, recreational, and industrial uses and allows non-water-dependent uses that are only temporary or incidental and subordinate to a water-dependent use.

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

8.7 PLANS, RULES, AND GOALS—NO RECOMMENDED AMENDMENTS

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

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

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

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

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

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

9 FUNDING SOURCES

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

9.1 EXISTING FUNDING SOURCES

Urban Renewal

Tax Increment Financing (TIF) revenues are generated by the increase in total assessed value in an urban renewal district, from the time the district is first established. When investments in the district are made, property values increase in the district, and the increase in total property taxes is used to fund projects in the district or to pay off bonds (taken out to pay for specific projects in the area). Therefore, the City may use the District's TIF revenues to fund key projects in the area – if they are identified in the urban renewal plan. Based on conversations with City staff about remaining TIF capacity, roughly **$14 million** in the TIF District may be available to fund projects in the Empire District.

9.2 POTENTIAL FUNDING SOURCES

Federal:

- FEMA Grants, for projects that align with hazard mitigation and resiliency goals, such as a tsunami evacuation tower.
- Economic Development Agency Public Works Program, to fund large infrastructure projects in areas that could use an economic boost to support jobs and diversification, making recommended improvements possible candidates for funding.

State Funding Sources:

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

Private or Foundation Support:

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

9.3 GRANT RESEARCH

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

Exhibit 1. Potential Grant Opportunities for Coos Bay Empire District

INVESTMENT CATEGORIES	GRANT OPPORTUNITIES
Placemaking, Art, and Culture Projects	• Rural Placemaking Innovation Challenge (USDA) • Placemaking Grant (National Association of Realtors) • Hometown Grant Program (T-Mobile) • Three Rivers Foundation • Coquille Tribal Community Fund • Arts Build Communities (Oregon Arts Commission) • Cultural Development Grant (Oregon Cultural Trust) • Braemar Charitable Trust (Oregon Cultural Trust) • Strategic Investment fund (The Oregon Coast) • Travel Oregon Competitive Grants Program • Asphalt Art (Bloomberg Philanthropies) • Our Town Grant (National Endowment for the Arts) • State Tourism Grants (EDA) • Wild River Coast Alliance Grants • Ford Family Foundation Capital Project Grants • Judith Ann Morgan Foundation • Community Placemaking Grant (Project for Public Spaces)
Parks and Recreation Projects	• Oregon Parks and Recreation Department Grants • Oregon Parks Foundation Fund (Oregon Community Foundation) • OSMB Waterway Access Grant • The Explore Fund (North Face)
Housing Development	• PRO Housing: Pathways to Removing Obstacles (HUD) • General Housing Account Program (OHCS) • Housing Development Program (OHCS)
Active Transportation Projects	• Community Change Walkability Grants (Strong Towns) • Community Challenge Grant (AARP) • Oregon Community Paths (ODOT) • Responsive Grants (Collins Foundation)
Brownfields, Infrastructure, Maritime Investments	• Public Work and Economic Adjustment Program (EDA) • Special Public Works Fund (Business Oregon) • Coastal Zone Management Grants • Brownfield Grants (EPA)

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APPENDIX

TRAFFIC ANALYSIS

PROCEDURES

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

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

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

EXISTING (2023) CONDITIONS ANALYSIS

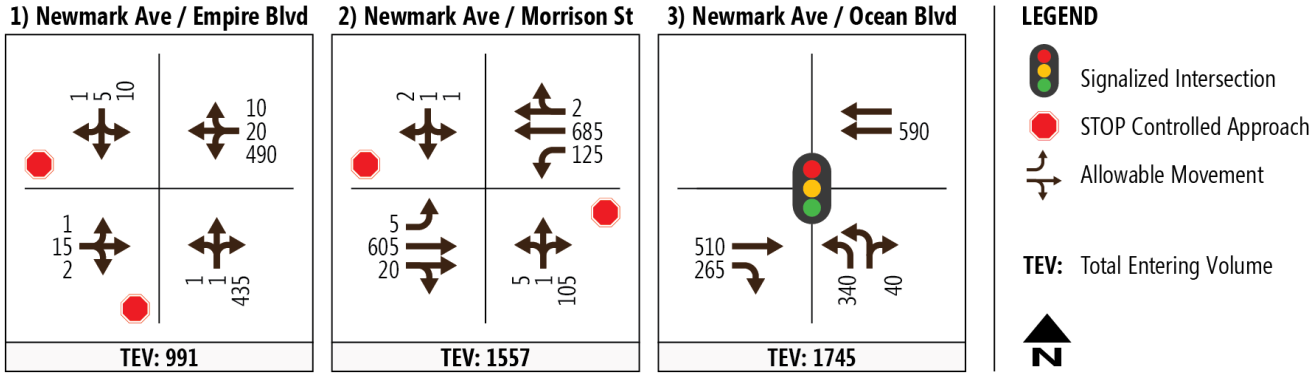
PM peak hour traffic volumes for the following three study area intersections were developed to support the existing conditions analysis:

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

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

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

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



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

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

Source: David Evans and Associates, Inc.
Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.
TWSC = two-way stop control; Signal = signal control.
[1] At signalized intersections, the overall results are reported using v/c from HCM 2000 reports and delay from HCM 6th edition methodologies; at unsignalized intersections the results are reported for the worst movement that must stop or yield the right of travel to other traffic flows consistent with HCM 6th edition methodologies

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

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

Source: David Evans and Associates, Inc.
Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.
Notes: [1] The 95th percentile queue lengths were generated with Synchro.

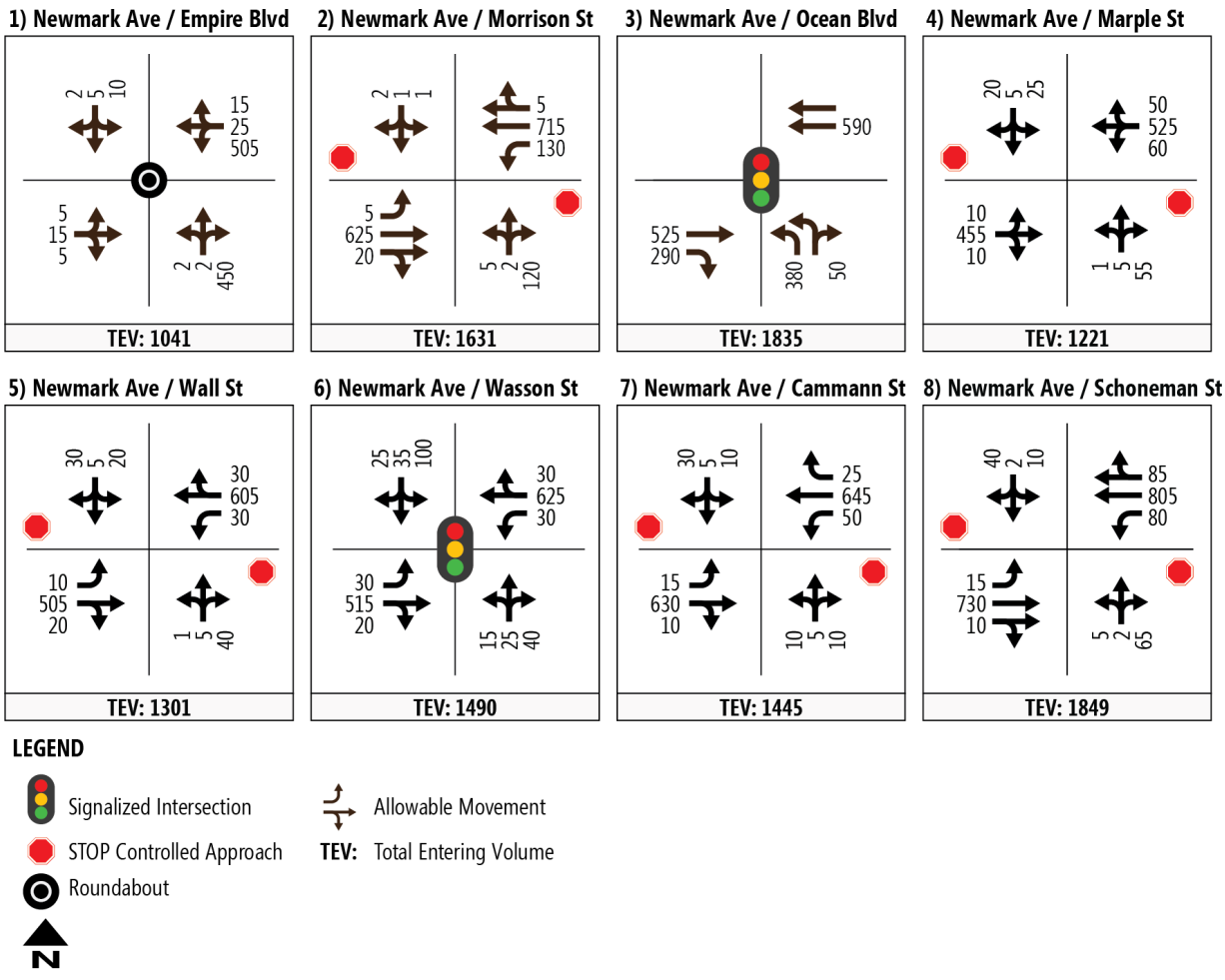
FUTURE (2043) NO-BUILD CONDITIONS

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

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

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

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



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

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

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

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

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

Source: David Evans and Associates, Inc.
Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.
TWSC = two-way stop control; Signal = signal control.
Intersections exceeded the City of Coos Bay LOS mobility target are **SHADED AND BOLD.**
[1] At signalized intersections, the overall results are reported using v/c from HCM 2000 reports and delay from HCM 6th edition methodologies; at unsignalized intersections the results are reported for the worst movement that must stop or yield the right of travel to other traffic flows consistent with HCM 6th edition methodologies

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

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

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

Source: David Evans and Associates, Inc.
Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.
Notes: [1] The 95th percentile queue lengths were generated with Synchro for stop-controlled and signalized control. The 95th percentile queue lengths were generated with Sidra for roundabout control.

FUTURE (2043) ALTERNATIVES ANALYSIS

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

Land Use and Trip Generation

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

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

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

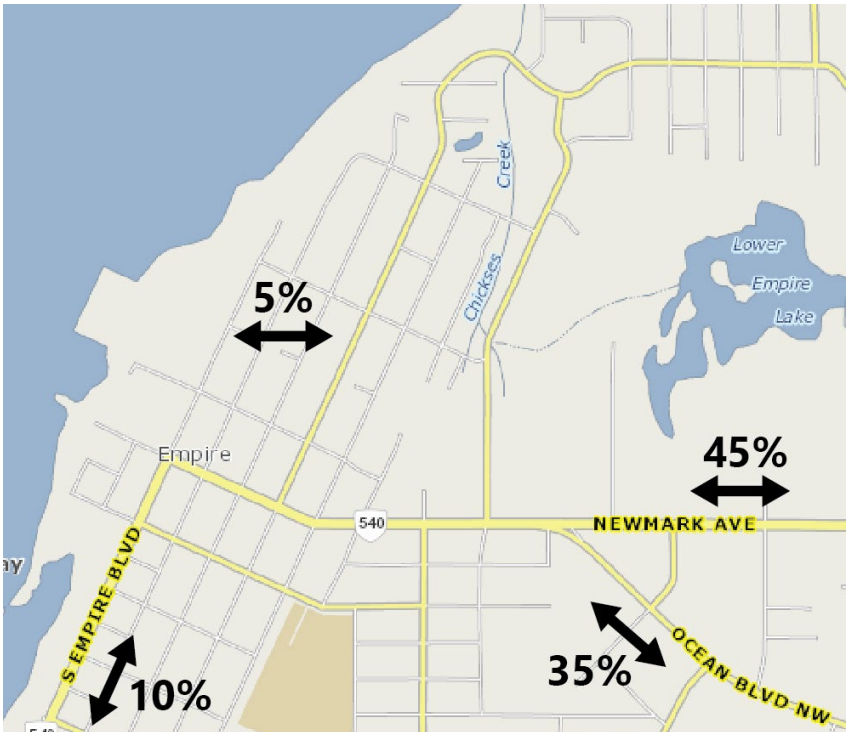
Appendix Table 5. PM Peak Hour Trip Generation – Waterfront Area

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

Source: David Evans and Associates, Inc.
Acronyms/Abbreviations: LUC = Land Use Code; SF = square feet
1. Trips calculated based on trip rate (not fitted curve equation).
2. Result rounded up to nearest 5 trips.

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

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



Appendix Figure 3. Trip Distribution

Alternatives Analysis Supplemental Study Intersections

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

The additional study intersections:

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

Streetscape Enhancements

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

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

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

Newmark Avenue – Lane Reconfiguration Concept

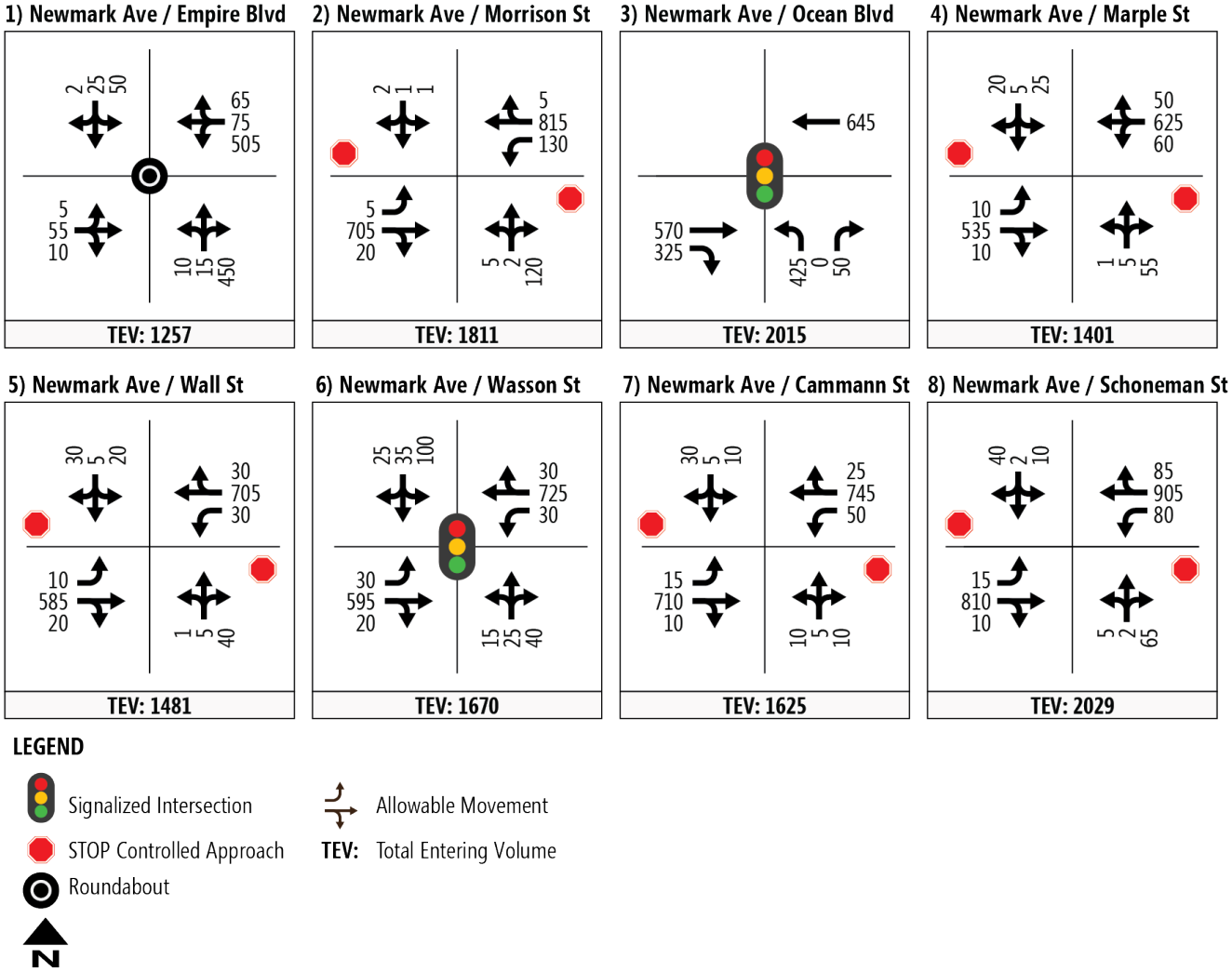
- Cammann Street to Norman Avenue: Reconfigure lanes to remove a through lane in the eastbound and westbound directions and stripe bicycle lanes.
- Impacts the following intersections:
    7. Newmark Avenue at Cammann Street
    2. Newmark Avenue at Morrison Street
    8. Newmark Avenue at Schoneman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

Alternatives Operational Analysis

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

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

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



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

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

Source: David Evans and Associates, Inc.

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

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

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

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

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

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

Source: David Evans and Associates, Inc.
Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.
Notes: [1] The 95th percentile queue lengths were generated with Synchro for stop-controlled and signalized control. The 95th percentile queue lengths were generated with Sidra for roundabout control.

SUMMARY OF TRAFFIC FINDINGS

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

No-Build:

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

Waterfront with No-Build Road Network:

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

Waterfront with Main Street & Lane Reconfiguration:

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

Waterfront & Lane Reconfiguration:

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

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

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

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

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

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

Source: David Evans and Associates, Inc.

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

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

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

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

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

COMMUNITY COALITION OF EMPIRE: TANDEM GOAL PLAN TO EMPIRE AREA BLUEPRINT

SMALL SUB-COMMITTEE MEETING NOTES - MONDAY 8-26-2024

1. Dean's idea to have the City put in conduits for powerlines for future charging stations at the new Wall/Newmark parking area and expanded boat ramp parking at Hollering Place.
2. Empire has no police sub-station, library space, senior center or community center. Would it be feasible/possible to save and re-vamp part or a\f of Gussies for a multi-use facility? Parking is already available, and Gussies has three units.
3. Paving the two blocks of Schetter which is now unpaved. Cammann/Wasson/Marple/N. Empire, especially if the bike route goes on Schetter.
4. Encourage McKay's to upgrade their space. With Grocery Outlet leaving, there is opportunity there.
5. Approach School Board / Bus Barn about doing a feasibility study regarding moving the bus barn facilities to a more central Coos Bay location for substantial savings in fuel use and time spent. This would free up nearly two blocks for prime housing.
6. Attract new businesses:
    a. We need a coffee house / café space like Java Jones.
    b. Empire Bakery would like to expand.
    c. Other
7. New Post Office - more 'village like'
8. Upgrade Tsunami warning system.
9. Do the landscaping around the sewage treatment plant — never fully implemented and is not maintained. Call Jennifer Wirsing.
10. Find buyers for the 50-acre parcel south of the crab dock for expanded waterfront activities.