



Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

08/05/2013

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Coquille Plan Amendment
DLCD File Number 001-13

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office. This amendment was submitted without a signed ordinance.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Friday, August 16, 2013

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Ben Marchant, City of Coquille
Gordon Howard, DLCD Urban Planning Specialist
Dave Perry, DLCD Regional Representative

<paa> YA



FORM **2**

DLCD

Notice of Adoption

This Form 2 must be mailed to DLCD within **20-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

☐ In person ☐ electronic ☐ mailed

DATE
STAMP

DEPT OF
JUL 29 2013
LAND CONSERVATION
AND DEVELOPMENT
For Office Use Only

Jurisdiction: **Coquille**

Local file number: **GP001**

Date of Adoption: **7/1/2013**

Date Mailed: **7/26/2013**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? ☒ Yes ☐ No Date: **3/7/2013**

☒ Comprehensive Plan Text Amendment

☒ Comprehensive Plan Map Amendment

☒ Land Use Regulation Amendment

☒ Zoning Map Amendment

☐ New Land Use Regulation

☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

The City of Coquille has produced and Economic Opportunities Analysis for the City of Coquille with an emphasis on the old Georgia-Pacific mill site. It also includes an overlay district allowing for diversified uses on the acreages.

Does the Adoption differ from proposal? No, no explanation is necessary

Plan Map Changed from: **Varies**

to: **Varies with overlay district**

Zone Map Changed from: **Varies**

to: **Varies with overlay district**

Location: **No Situs Address / 28S 13W 01 DB**

Acres Involved: **27**

Specify Density: Previous: **Varies**

New: **Varies by use**

Applicable statewide planning goals:

1 **2** **3** **4** **5** **6** **7** **8** **9** **10** **11** **12** **13** **14** **15** **16** **17** **18** **19**
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☒ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

35-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply?

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption?

☐ Yes ☐ No

DLCD file No. 001-13 (19724) [17562]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

City of Coquille

Local Contact: **Ben Marchant - City Manager**

Phone: (541) 369-2114 Extension: 201

Address: 851 N. Central Blvd.

Fax Number: 541-396-5125

City: Coquille

Zip: 97423

E-mail Address: bmarchant@cityofcoquille.org

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 20 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)

per ORS [197.615](#) and [OAR Chapter 660, Division 18](#)

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light green paper if available.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information ([ORS 197.615](#)).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption ([ORS 197.830 to 197.845](#)).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. ([ORS 197.615](#)).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on 8½ -1/2x11 green paper only if available. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.

City of Coquille Development Code
Title 17
Planning and Zoning
Division II, Land Use Districts

**Chapter 17.56
RIVERFRONT MIXED USE (RMU) OVERLAY**

Sections:

- 17.56.010 Riverfront Mixed Use Overlay District – Purpose and Definitions.**
- 17.56.020 Riverfront Mixed Use Overlay District – Area.**
- 17.56.030 Riverfront Mixed Use Overlay District – Allowed land uses.**
- 17.56.040 Riverfront Mixed Use Overlay District – Development standards.**
- 17.56.050 Riverfront Mixed Use Overlay District – Setbacks.**
- 17.56.060 Riverfront Mixed Use Overlay District – Housing density.**
- 17.56.070 Riverfront Mixed Use Overlay District – Lot coverage and impervious surfaces.**
- 17.56.080 Riverfront Mixed Use Overlay District – Industrial site layout and design**
- 17.56.090 Riverfront Mixed Use Overlay District – Structure height – Measurement.**
- 17.56.100 Riverfront Mixed Use Overlay District – Building orientation, block layout, street spacing and Riverwalk access.**
- 17.56.110 Riverfront Mixed Use Overlay District – Commercial building design standards.**
- 17.56.120 Riverfront Mixed Use Overlay District – Special residential use standards.**
- 17.56.130 Riverfront Mixed Use Overlay District – Pedestrian amenities**
- 17.56.140 Riverfront Mixed Use Overlay District – Stormwater management**

17.56.010 Purpose and Definitions.

A. The RMU Overlay facilitates an integrated mix of land uses to create a dynamic, seven-day-a-week environment for commercial, retail, employment, service, craft industrial, and ancillary residential development. The RMU Overlay establishes design criteria to ensure that projects that will be built in the Coquille Riverfront Mixed Use Overlay District by different developers over several years all will meet a high design standard that respects the relationship to the Coquille River and results in complementary styles of architecture throughout. The RMU Overlay will:

1. Encourage a variety of employment opportunities and subsidiary housing types, including residential over ground-floor retail and commercial uses.
2. Promote opportunities for community commercial and small scale businesses that are compatible with mixed-use residential development.
3. Promote pedestrian access within the Coquille Riverfront area.
4. Promote pedestrian connections to the Riverwalk, a public pathway to be constructed in a corridor along the western boundary of the Riverfront Mixed Use District.

B. Residential Development. The RMU Overlay accommodates a mix of residential densities and a wide variety of housing types, including attached housing, multiple-family housing, cottage cluster, and senior housing. The RMU Overlay also allows commercial uses in residential developments.

1. Townhouses. Townhouses are allowed along major streets, adjacent to open spaces, commercial, or multifamily development. Townhouses are single-family dwellings with common walls on one or both side lot lines and continuous front facades. They are the highest density housing type in the Riverfront Mixed Use Overlay District that allows fee simple ownership. Alleys may be provided to the rear of the building for parking and service access.

2. Cottage Cluster. Cottage clusters are allowed on minor streets, adjacent to other residential development. Cottage cluster housing responds to changing household sizes and ages (e.g., retirees, small families, single person households) and provides opportunities for ownership of small, detached dwelling units. Cottage cluster housing will:

- a. Encourage the creation of more usable open space for residents through flexibility in density and lot standards.
- b. Support more efficient use of urban residential land.
- c. Support commercial or craft industrial uses in the district.

4. Multifamily Housing. Multifamily housing is allowed along major streets, adjacent to open spaces, townhouses, or commercial development. Multifamily housing includes senior housing and assisted living facilities.

5. Residential Mixed Use. Residential mixed use housing is allowed adjacent to major streets and commercial development to accommodate higher density residential uses and community commercial uses in the Riverfront Mixed Use Overlay District. Residential mixed use housing includes live/work townhouses and live/work apartments. The purpose is to create small areas of mixed use at specific locations in the Riverfront Mixed Use Overlay District.

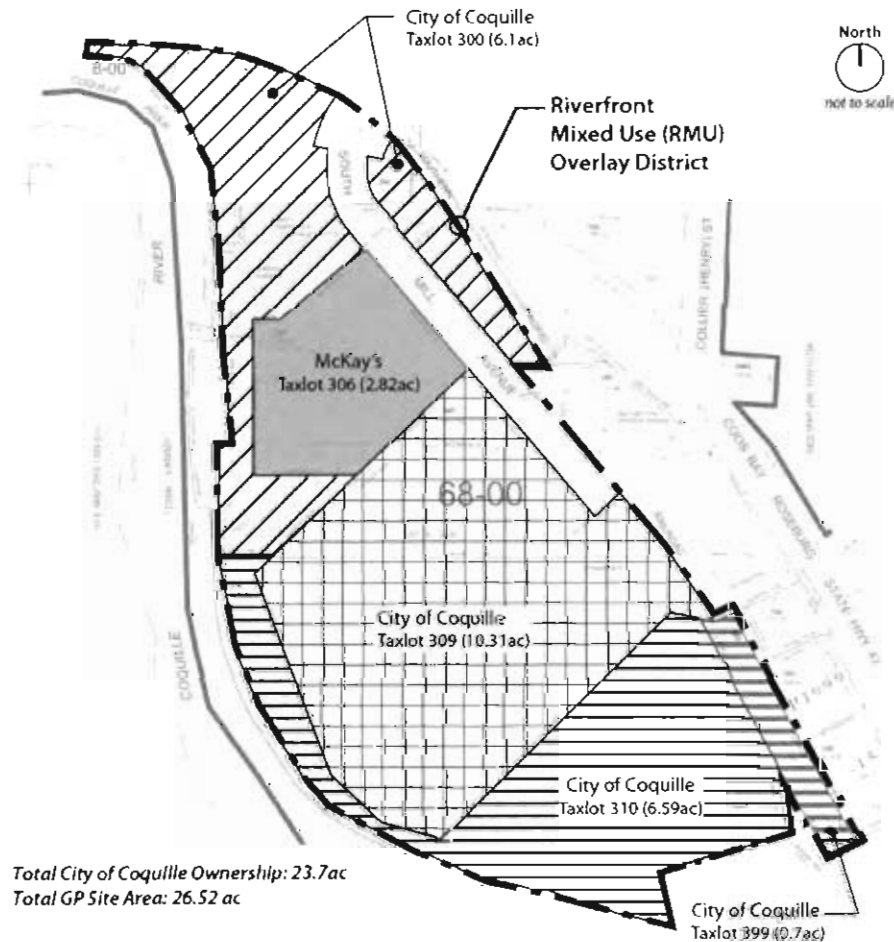
C. Commercial Development. The RMU Overlay Zone accommodates retail sales and services and a mix of other commercial uses.

D. Craft Industrial Development: The RMU Overlay Zone accommodates craft industrial businesses such as micro breweries, furniture manufacturing, wood working, artisan crafts, specialty foods, small metalworking, and glass blowing, which may combine production and studio space with retail sales. The RMU Overlay Zone also accommodates a range of light industrial and heavy commercial uses. It is intended to buffer industrial development from other types of development in the Riverfront Mixed Use Overlay District, while providing a high-quality environment for businesses, customers, pedestrians, and employees.

17.56.020 Area.

The RMU Overlay shall be applied to those portions of the area between State Route 42 and the Coquille River that are shown on the Zoning Map and on Figure 17.56.020(A).

Figure 17.56.020(A) Riverfront Mixed Use Overlay District Map



17.56.030 Riverfront Mixed Use Overlay district – Allowed land uses.

Table 17.56.030 identifies the land uses that are allowed in the Riverfront Mixed Use Overlay District.

Table 17.56.030 Land Uses Allowed in Riverfront Mixed Use Overlay District

Use Categories (Examples of uses are in Chapter 17.12; Definitions are in Chapter 17.08)	Allowed or Not Allowed	Special Use Requirements (See also any applicable overlay zones)
Residential Uses		
Single-Family (not attached)	N	
Accessory Dwelling	N	
Single-Family Attached (2 or more common-wall single-family dwellings) (townhouses), each on its own lot	CU	Section 17.56.120(A)
Cottage Cluster (3-4 detached single-family dwellings on one lot, oriented to an alley or common green, and each containing less than 1,200 square feet of floor area)	CU	Section 17.56.120(A)
Multifamily (3 or more attached dwellings on lot); includes Senior Housing, Assisted Living, but not Single Room Occupancy or Group Living		
▪ Apartment Building	CU S	Section 17.56.120(B)
Mixed-Use (e.g., residential and commercial uses in same building)	CU+S	Commercial component must be a permitted use in 17.24.020
Home Occupation	S	Per standards of Section 17.110(E) and procedures in Section 17.112.020
Bed and Breakfast Inn	CU+S	Section 17.24.110(C)
Short Term Vacation Rental	CU+S	Section 17.24.110(I)
Commercial Uses		
Drive-Up/Drive-In/Drive-Through (drive-up windows, kiosks, ATMs, similar uses/facilities)	CU	Section 17.28.100(B). Additionally, drive-throughs in the RMU Overlay District are limited to a single lane; two-lane drive-throughs are not allowed.
Transient Lodging, including hotel, motel, and similar uses; excluding recreational vehicle park	CU	
Educational Services, Commercial (e.g., tutoring, or similar services); not a home occupation	P	
Entertainment, Major Event	N	
Offices	P	For developments >40,000 square feet, see Section 17.56.100(E)
Outdoor Recreation, Commercial	CU	
Parking Lot (when not an accessory use and not a recreational vehicle park)	N	
Quick Vehicle Servicing or Vehicle Repair	N	
Retail Sales and Service, enclosed		
▪ Less than 20,000 square feet floor area	P	
▪ 20,000 square feet or more floor area	CU	For developments >40,000 square feet, see Section 17.56.100(E)
▪ Accessory outdoor sales and service (e.g., nursery, outdoor dining, and similar uses when accessory to primary use)	P	
Self-Service Storage	N	

Use Categories (Examples of uses are in Chapter 17.12; Definitions are in Chapter 17.08)	Allowed or Not Allowed	Special Use Requirements (See also any applicable overlay zones)
Craft Industrial Uses		
Industrial Service	N	
Manufacturing and Production		
▪ Fully enclosed	P	For developments >40,000 square feet, see Section 17.56.100(E)
▪ Not enclosed	CU	
Warehouse and Freight Movement	N	
Waste-Related	N	
Wholesale Sales	N	
Institutional Uses		
Basic Utilities	P	
Community Service, no drive-up uses		
▪ Clubs and lodges	CU	
▪ Public and quasi-public buildings	CU	
▪ Other Community Services	CU	
Day Care, adult or child day care; does not include Family Day Care (16 or fewer children); does not include mass shelter or short-term housing	CU	
Medical Clinics; does not include hospitals	P	
Parks and Open Space		
▪ Pedestrian amenities (e.g., plaza or outdoor seating)	P	
▪ Parks and recreation facilities	CU	
▪ Other open space	P	
Religious Institutions and House of Worship	CU	
Schools	N	
Other Uses		
Accessory Structures (with a permitted use)		
▪ No taller than 14 feet and no larger than 1,000 square feet of building footprint or 50% of primary structure footprint, whichever is less	P	
▪ Taller than 14 feet or larger than 1,000 square feet of building footprint, but less than 50% of primary structure footprint	CU	
Temporary Uses	P/CU	Only those uses herein classified as "P" or "CU" may be allowed as temporary, subject to Section 17.112.010.
Public Transportation Facilities (operation, maintenance, preservation, and construction in accordance with the city or state standards, as applicable)	P	

Key:

P = Permitted, subject to site/development review

S = Permitted with standards

CU = Conditional Use permit required (Chapter 17.92)

N = Not permitted

17.56.040 Riverfront Mixed Use Overlay district – Development standards.

The development standards in Table 17.56.040 apply to all uses, structures, buildings, and development, and major remodels, in the Riverfront Mixed Use Overlay district.

Table 17.56.040 Development Standards for Riverfront Mixed Use Overlay District

Standard	
Minimum Lot Area (square feet)	
Residential	
▪ Single-Family Attached	2,000 sf
▪ Cottage Cluster or Multifamily	5,000 sf for first 2 dwelling units, plus 1,500 sf for each additional unit
Commercial	No Standard
Industrial	No Standard
Minimum Lot Dimension	
Residential	
▪ Single –Family Attached	20 ft wide x 80 ft deep
▪ Cottage Cluster or Multifamily	50 ft x 100 ft deep
Commercial	None
Industrial	None
Building/Structure Height	
Except as modified by Sections 17.56.050 Setbacks; clear vision requirements; and 17.64.050, Fences and Walls	35 ft primary structure, 20 ft accessory structures; except 25 feet for cottage cluster
Maximum Building Height with Conditional Use Permit: allowed for mixed-use projects (residential above commercial) where structured parking is provided (see Section 17.56.090(C))	50 ft
Fences and Screening Walls (allowed for screening and security only); Retaining/Garden Walls	
▪ Max. Height-Front Yard	4 ft
▪ Max. Height-Interior Side	6 ft; 8 ft with permit
▪ Max. Height-Rear Yard	6 ft; 8 ft with permit
▪ Max. Height-Street Side	4 ft, or 6 ft with 5 ft landscape buffer adjacent to street ROW
Lot Coverage	
Max. Lot Coverage by All Impervious Surfaces (Building Foundation, Pavement, etc.)	
Residential	75%, subject to minimum landscaping and parking
Commercial	90%, subject to minimum landscaping and parking
Industrial	90%, subject to minimum landscaping and parking
Coverage Bonus	The allowable building coverage may increase by a ratio of one-half (1/2) square foot for every one (1) square foot of required parking area that is paved using a City-approved porous/permeable paving material (i.e. allowing storm water infiltration) or one-half (1/2) square foot for every one (1) square foot of City-approved water quality treatment area (e.g., vegetative swale or biofiltration) on the development site.

Standard	
-----------------	--

Landscape area; may include plant areas and some nonplant areas as allowed under Section 17.64.030(D)	10%
Minimum Setbacks Except as modified by clear vision requirements and 17.64.050, Fences and walls	
Front/Street Setback	
▪ Residential	10 ft
▪ Commercial	0 ft
▪ Industrial	10 ft
Side Setback	
▪ Residential	5 ft; except 0 internal side setback for townhouses
▪ Commercial	0 ft
▪ Industrial	0 ft; except 10 ft where an industrial development abuts a residential development
Rear	
▪ Residential	5 ft; except 10 ft for cottages
▪ Commercial	0 ft
▪ Industrial	0 ft; except 10 ft where an industrial subdistrict abuts a residential subdistrict
Alley	3 ft
Garage/Carport Opening, setback from street	20 ft
Build-To Line	
For commercial and industrial development, at least one primary building entrance shall be built no farther from the street right-of-way than the build-to line. The build-to line may be increased through Site Design Review when pedestrian amenities are provided between a primary building entrance and the street ROW (see also Section 17.28.090)	10 ft

17.56.050 Riverfront Mixed Use Overlay district – Setbacks

A. Residential Yard Setbacks – Purpose. Residential setback yards provide space for private yards and building separation for fire protection/security, building maintenance, sunlight and air circulation. The setback yard standards contained in Table 17.56.040 encourage the orientation of buildings with street visibility for public safety and neighborhood security. The standards also promote human-scale design and traffic calming by diminishing the visual presence of garages along the street and encouraging the use of front porches and house entrances oriented to street sidewalks, as is commonplace in Coquille’s neighborhoods.

B. Zero Setbacks and Build-To Line – Purpose, Fire Code and Clear Vision. Zero setbacks and build-to lines, as provided in Table 17.56.040, are intended to encourage pedestrian-oriented development, while providing more flexibility in site design than what is possible with large setbacks. With buildings placed close to the street, a development can afford good access for emergency service providers in the case of a fire or other emergency. Where no minimum setback is required, all structures and buildings shall conform to the vision clearance standards in Chapter 17.60 and the applicable fire and building codes (e.g., for attached structures, fire walls, and related requirements).

C. Setback Yards – Exceptions. The following architectural features may encroach into the setback yards by no more than thirty-six (36) inches, provided that a setback of not less than thirty-six (36) inches is preserved, all applicable building and fire codes are met, and the clear vision standards in Section 17.060.030 are met. Eaves, chimneys, bay windows, overhangs, and similar architectural features may encroach into a setback yard by not more than thirty-six (36) inches. Porches, decks and similar unenclosed structures may extend into front yard setbacks. Walls and fences built on property lines are subject to the height standards in Table 17.56.040 and the provisions of Sections 17.60.020(N), Vision Clearance, and 17.64.050, Fences and walls.

D. Industrial buffers:

1. Purpose. Industrial buffers provide separation between industrial and nonindustrial uses for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation.
2. Applicability. The buffer standards in subsection 3 apply to buildings, accessory structures, parking areas, mechanical equipment, and other development. In granting a conditional use permit, the approval body may increase the standard yards and/or buffers consistent with the criteria in Chapter 17.92. The approval body may also decrease the standard yards and/or buffers through the CUP process, provided that all applicable building and fire safety codes are met.
3. Landscaping, Buffering and Other Yard Requirements.
 - a. Buffering. A minimum of ten (10) percent of the site shall be landscaped in accordance with Chapter 17.64. The approval body may require additional landscaping, fences, walls or other buffering that exceeds the landscaping standards in Chapter 17.64 upon finding that more or different buffering is necessary to mitigate adverse noise, light, glare, and/or aesthetic impacts to adjacent properties.
 - b. Pedestrian Access. The approval body may require the construction of pedestrian access ways through required buffers to ensure pedestrian connections are made between primary building entrances (e.g., for retail, service, institutional, or office uses) within large developments, between multiple development phases, or connecting to other streets or sidewalks. The design of access ways shall conform to Section 17.60.030.

17.56.060 Riverfront Mixed Use Overlay District – Housing Density

- A. Minimum Housing Density.
1. Townhouse and Cottage Cluster development in the Riverfront Mixed Use Overlay District shall have a minimum density of twenty (20) dwelling units per acre.
 2. Multi-Family development in the Riverfront Mixed Use Overlay District shall have a minimum density of twenty eight (28) dwelling units per acre.
 3. Housing density is calculated as provided in 17.24.060.
- B. Housing Density Encouraged. Dense residential development is encouraged in the Riverfront Mixed Use Overlay District to help support commercial, retail, and craft industrial development, and to enhance the pedestrian orientation of the district.
1. Because of different setback and lot coverage standards for commercial development, additional residential density, beyond what is allowed for Townhouse, Cottage Cluster, and Multi-Family development, may be achieved by projects that include housing over commercial uses, as provided in 17.56.040 and 17.56.090.

17.56.070 Riverfront Mixed Use Overlay District – Lot Coverage and Impervious Surfaces

The maximum allowable lot coverage shall be as provided in Table 17.56.040. Lot coverage is calculated as the percentage of a lot or parcel covered by impervious surfaces (e.g., asphalt, concrete, and similar impervious paving). It does not include planted areas, and other areas allowing storm water infiltration, as approved by the city.

17.56.080 Riverfront Mixed Use Overlay District – Industrial Site Layout and Design

A. Development Compatibility. Industrial uses and developments shall be oriented on the site to minimize adverse impacts (e.g., noise, glare, smoke, dust, exhaust, vibration, etc.) and to provide compatibility with adjacent uses to the extent practicable. The following standards shall apply to all industrial development in the Riverfront Mixed Use Overlay District:

1. Mechanical equipment, lights, emissions, shipping/receiving areas, and other components of an industrial use that are outside enclosed buildings, shall be located away from residential areas, open spaces and other nonindustrial areas to the maximum extent practicable; and
2. The city may require a landscape buffer, or other visual or sound barrier (fence, wall, landscaping, or combination thereof), to mitigate adverse impacts that cannot be avoided, as provided in Section 17.56.050(D).

B. Pedestrian Accessibility. Where the development consists of more than one building, and contains a total floor area of forty thousand (40,000) square feet or more of retail, service, office, and/or institutional use(s), the development shall meet all of the following criteria:

1. The commercial block layout standards in Section 17.56.100 must be met; and

2. The commercial setback and design standards in Sections 17.56.040 and 17.56.110 must be met. For the purpose of meeting the build-to line standards in Section 17.56.110, the build-to line is parallel to all abutting street property lines at a distance of ten (10) feet from the street property line.

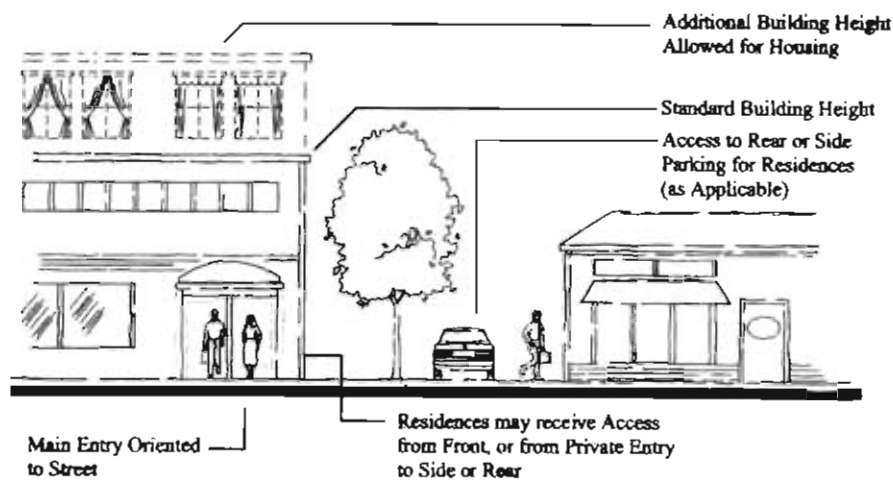
17.56.090 Riverfront Mixed Use Overlay District – Structure Height

Building and structure heights shall conform to the standards in Table 17.56.040 and subsections B, C and D of this section.

A. Building/Structure Height Measurement. Building height for the purposes of this code is measured as the vertical distance above a reference point datum (grade plane) to the highest point (peak) of a roof. The height of a stepped or terraced building is the maximum height of any segment of the building.

B. Exclusions from Maximum Building Height Standards. Chimneys, bell towers, steeples, roof equipment, flag poles, and similar features not for human occupancy are exempt from the maximum building heights, provided that all applicable fire and building codes are met.

Figure 17.56.090(C) Building Height Bonus for Housing



C. Height Bonus for Housing. Additional building height may be permitted in mixed use buildings, as provided in Table 17.56.040, when housing is provided above ground-floor commercial uses(s), subject to approval of a conditional use permit. Off-street parking requirements shall be determined based on an analysis of parking demand prepared by the applicant and subject to review and approval by the city approval body. Where a second egress is required for fire safety, residences may have their entrances/egress oriented to any yard; such entrances need not be oriented to the street.

D. Structures taller than 35 feet are allowed when approved as part of a conditional use permit.

17.56.100 Riverfront Mixed Use Overlay District – Building Orientation, Block Layout, Street Spacing and Riverwalk Access

A. Purpose. This section orients buildings and building entrances close to streets to promote pedestrian-oriented development where walking is encouraged, and to discourage automobile-oriented development. Placing residences and other buildings close to the street also encourages crime prevention, natural surveillance or security, and safety by having more "eyes-on-the-street." This section also encourages developments adjacent to the Coquille Riverwalk to orient open spaces and buildings to the Riverwalk.

B. Applicability. This section applies to all projects in the Riverfront Mixed Use Overlay District.

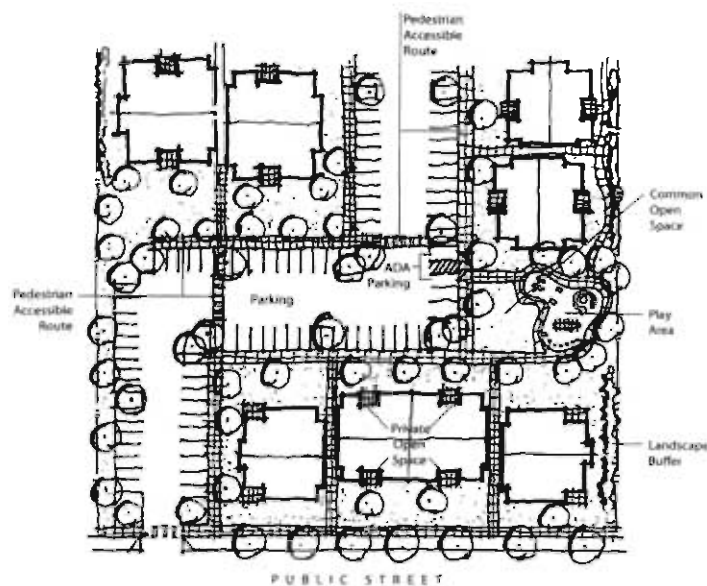
C. Residential Building Orientation Standards. Residential developments shall have their buildings oriented to a street as generally shown in Figure 17.56.100(C)(1).

1. Off-street parking, driveways, and other vehicle areas shall not be placed between buildings and the street(s) to which they are oriented, as per this subsection and Figure 17.56.100(C)(1); except the following areas are allowed where the approval body finds that they will not adversely affect pedestrian safety and convenience:

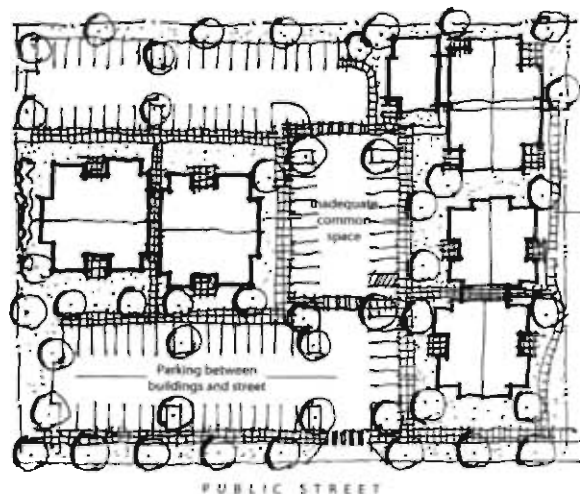
a. Assisted living facilities, and similar institutional uses may have one driveway located between the street and the primary building entrance, provided that the building's primary entrance is connected to an adjacent street by a pedestrian walkway and the driveway/parking area is crossed by a clearly defined pedestrian walkway, as required by Section 17.60.030. The intent of this exception is to provide for one drop-off/loading zone where necessary to serve building occupants with special needs.

Figure 17.56.100(C)(1) Residential Building Orientation

Site Plan - Acceptable



Site Plan - Unacceptable

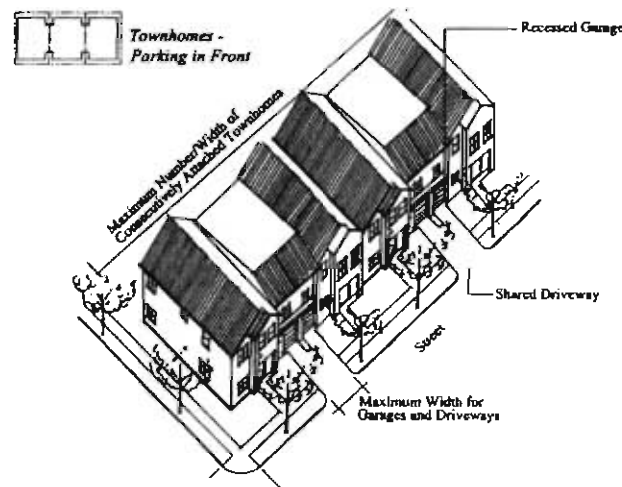


b. Attached single-family housing developments (townhouses) with street-facing garages may have one combined driveway access located between the street and the primary building entrance for every two attached dwelling units, provided the driveway meets the following criteria, as generally shown in Figure 17.56.100(C)(2).

i. Where two abutting townhomes have street-facing garages, they shall share one driveway access that does not exceed sixteen (16) feet in width where it crosses the sidewalk and where it intersects the street (excluding driveway apron);

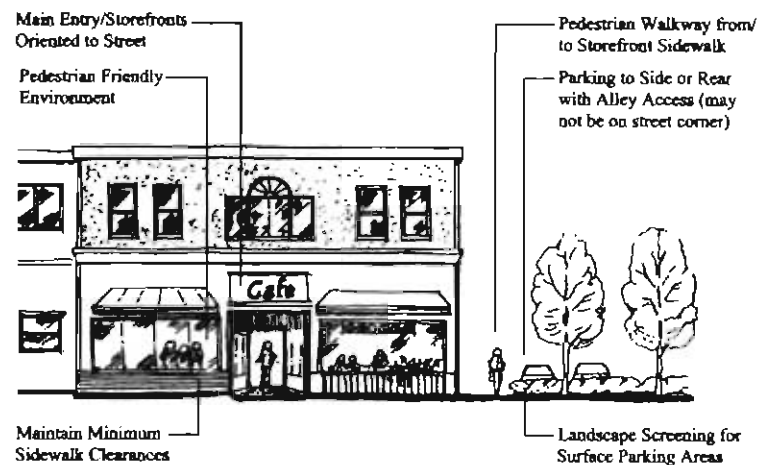
- ii. All primary building entrances shall be connected to the driveway (and sidewalk) via a pedestrian walkway that is not less than three feet wide;
 - iii. The maximum number of consecutively attached townhomes with garages facing the same street is four (two driveways); and
 - iv. All garage openings and carport openings shall be setback at least twenty (20) feet from the street, and shall be recessed at least six feet behind the front building elevation closest to the subject street.
2. Where a site contains multiple buildings and there is insufficient street frontage to which buildings can be oriented, a primary entrance may be oriented to common green, open space, plaza, or courtyard (e.g., cottage cluster). When oriented in this way, the primary entrance(s) and green, plaza, or courtyard shall be connected to the street by a pedestrian walkway meeting the standards in Section 17.60.030. See example in Figure 17.56.100(C)(1), "Site Plan - Acceptable."

Figure 17.56.100(C)(2) Townhouse Building Orientation



D. Commercial and Mixed Use Building Orientation Standards. Commercial and mixed use buildings shall have their buildings oriented to a street, as generally shown in Figure 17.56.100(D)(1). This standard is met when all of the following criteria are met:

Figure 17.56.100(D)(1) Commercial and Mixed Use Building Orientation

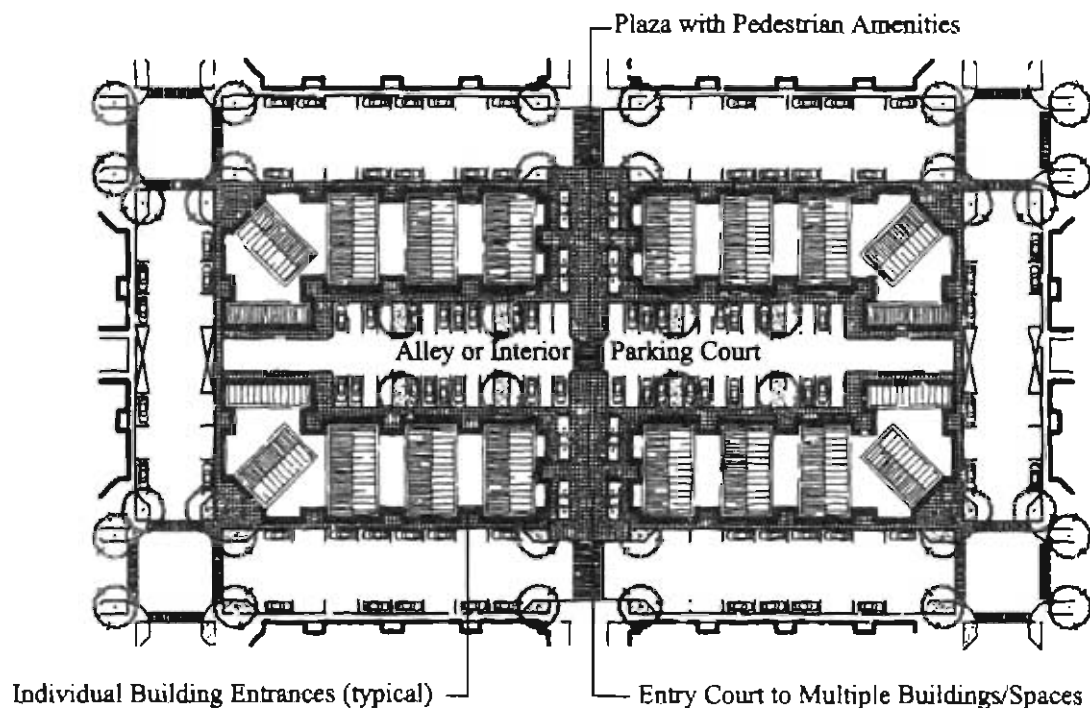


- 1. Compliance with the setback and build-to line standards in Section 17.56.040, where applicable. The build-to line may be set back to provide pedestrian amenities between a building and its adjoining street.

2. Except as provided in subsection (C)(5) of this section, all buildings shall have at least one primary building entrance (i.e., dwelling entrance, a tenant entrance, lobby entrance, or breezeway/courtyard entrance) facing an adjoining street (i.e., within forty-five (45) degrees of the street property line), or if the building entrance is turned more than forty-five (45) degrees from the street (i.e., front door is on a side elevation), the primary entrance shall not be more than twenty (20) feet from a street sidewalk, except where pedestrian amenities are provided, in which case a walkway shall connect the primary entrance to the sidewalk.

3. Off-street parking, trash pick-up, and aboveground utilities (e.g., utility vaults) shall not be placed between building entrances and the street(s) to which they are oriented, but shall be oriented internally to the block and accessed by alleys to the extent practicable. Off-street parking shall be oriented internally to the site to the extent practicable, and shall be divided by landscape areas into bays of not more than twenty-four (24) parking spaces per bay, as generally shown in Figure 17.56.100(D)(1) and Figure 17.56.100(D)(2); incidental breaks in the building wall to accommodate pedestrian and vehicle access into the block are encouraged.

Figure 17.56.100(D)(2) Commercial and Mixed Use Building Orientation with Internal Parking



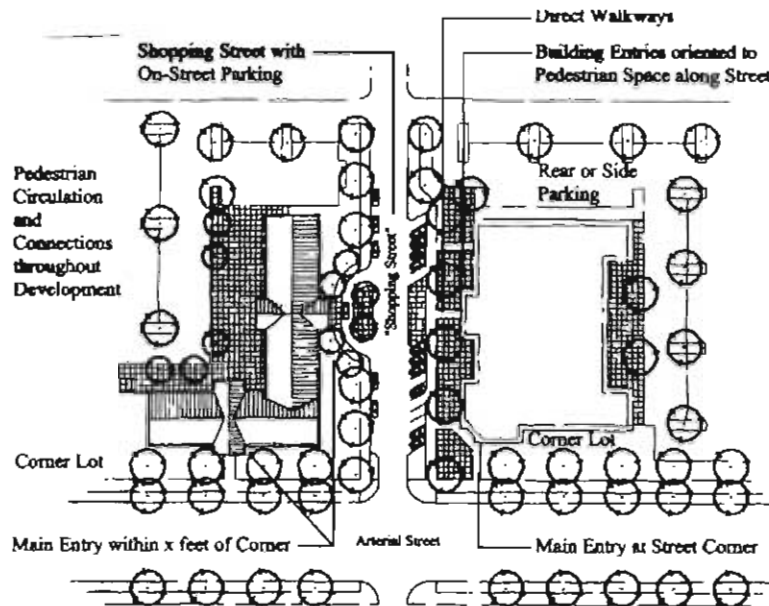
4. Where a development contains multiple buildings and there is insufficient street frontage to which buildings can be oriented, a primary entrance may be oriented to plaza, courtyard, or similar pedestrian space containing pedestrian amenities, subject to site design review. When oriented in this way, the primary entrance(s), plaza, or courtyard shall be connected to the street by a pedestrian walkway meeting the standards in Section 17.60.030.

E. Block Layout Standard. Commercial developments containing more than one building, with the sum total of buildings equal to or greater than forty thousand (40,000) square feet of floor area, shall meet all of the following standards:

1. The site shall be configured into blocks that have frontage onto streets, interior parking courts (as generally shown in Figure 17.56.100(D)(2), above), or "shopping streets" (as generally shown in Figure 17.56.100(E), below). All shopping streets shall contain on-street parking (parallel or angled parking), sidewalks, street trees, and pedestrian lighting; and all buildings shall orient their primary entrances to a street, plaza or courtyard. Additionally, buildings placed at a street/block corner shall have a primary entrance within twenty (20) feet of the street/block corner.

2. Walkways shall connect the street right-of-way to building entrances and the interior parking bays between buildings, as necessary to ensure reasonably safe, direct, and convenient access to building entrances and off-street parking.

Figure 17.56.100(E) Shopping Street Example



F. Block Length and Street Spacing Standard. As generally shown in Figure 17.56.100(F), blocks shall be broken down into lengths of not more than four hundred (400) feet and shall have a perimeter not exceeding one thousand six hundred (1,600) feet.

1. Street intersections shall be located a maximum of four hundred (400) feet apart.
2. Where applicable, subdivisions and site developments shall be designed to accommodate a loop street alignment that intersects the west side of Mill Avenue in at least two locations (as generally shown in Figure 17.40.100(F)). The extent of the loop road each development is required to construct will be determined by the reviewing authority.

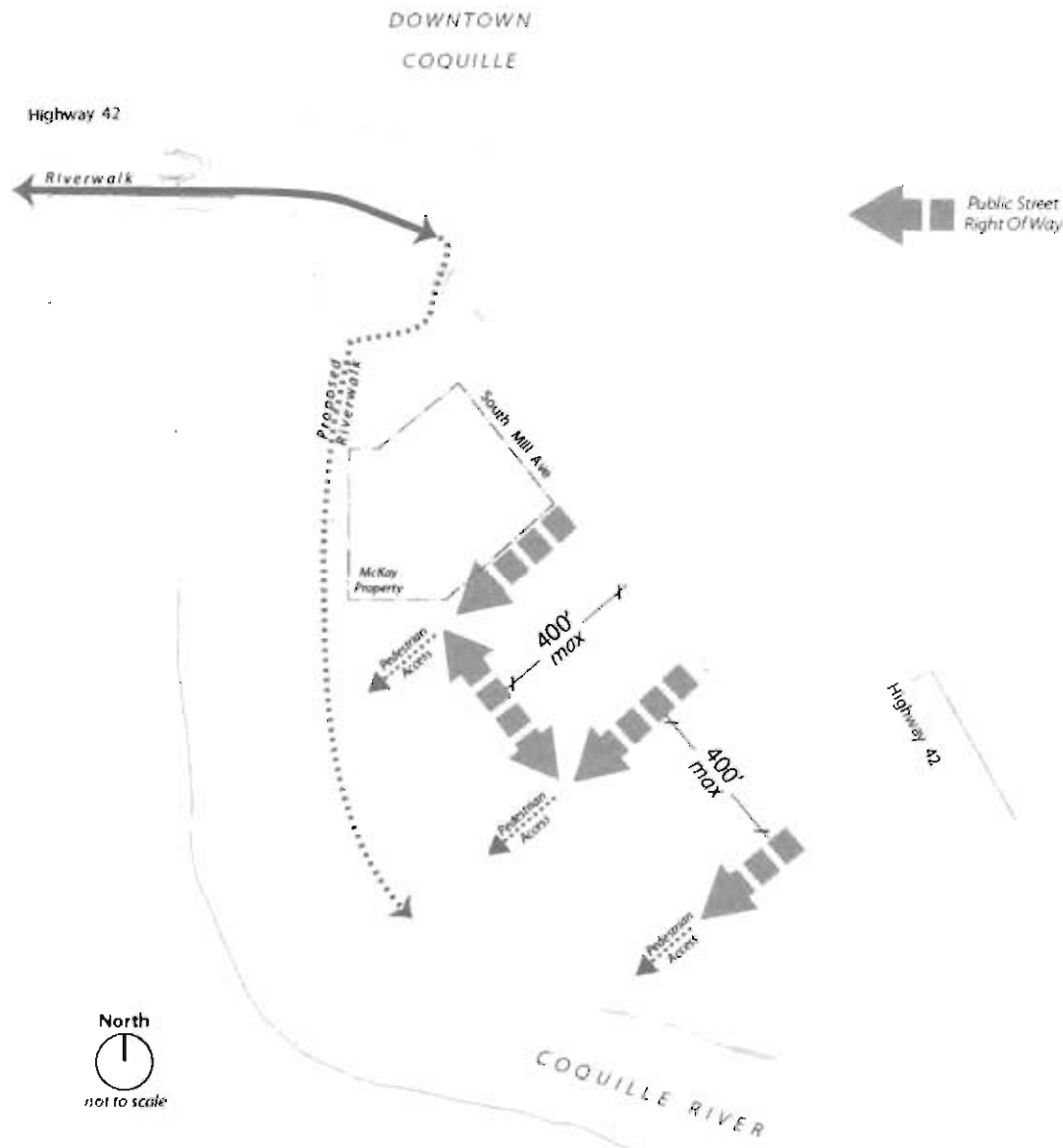
G. Orientation and Access to the Coquille Riverwalk. This standard applies to development adjacent to the Coquille Riverwalk and encourages access to and enjoyment of the Riverwalk.

1. Off-street parking, blank walls, service areas, loading areas and the like shall not be located adjacent to the Riverwalk.

2. Developments adjacent to the Riverwalk are encouraged to provide internal pedestrian connections to the Riverwalk and to orient windows and outdoor seating areas to the Riverwalk.

3. Where applicable, subdivisions and site developments shall be designed to provide public pedestrian access to the Riverwalk at a maximum spacing of four hundred (400) feet, as measured along the Riverwalk (as generally shown in Figure 17.56.100(F)). Public pedestrian access shall be provided either through public streets or public pedestrian easements. Pedestrian easements shall have a minimum width of fifteen (15) feet. Paved walkways with a minimum width of ten (10) feet shall be provided in pedestrian easements. The extent of pedestrian walkway each development is required to construct will be determined by the reviewing authority.

Figure 17.56.100(F) Block Length, Street Spacing and Riverwalk Access



17.56.110 Riverfront Mixed Use Overlay District – Commercial Building Design Standards

A. Purpose and Applicability. This section is intended to provide detailed, pedestrian-oriented design that is characteristic of the city of Coquille while affording flexibility to use a variety of architectural building styles. All buildings shall meet the standards of subsections B through D of this section, which are applied through design review. The applicant must demonstrate compliance with all criteria under each standard.

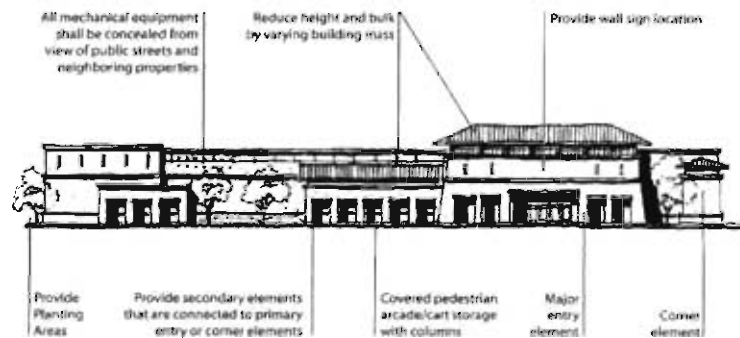
B. Pedestrian Orientation. The design of all buildings on a site shall support a safe and attractive pedestrian environment. This standard is met when the approval body finds that all of the criteria in subsections (B)(1) through (B)(6) of this section are met. Alternatively, the approval body may modify one or more of the criteria and approve an alternate design upon finding that the design contains an equally good or superior way of achieving the above purpose and intent.

1. The building orientation standards under Section 17.56.100 shall be met.
 2. Primary building entrances shall open directly to the outside and, if not abutting a street, shall have walkways connecting them to the street sidewalk; every building shall have at least one primary entrance that does not require passage through a parking lot or garage to gain access.
 3. Corner buildings (i.e. buildings within twenty (20) feet of a corner as defined by the intersecting curbs) shall have corner entrances, or shall provide at least one entrance within twenty (20) feet of the street corner.
 4. At least forty (40) percent of the building's street-facing elevation (measured horizontally in linear feet) shall be located at the build-to line or closer to the street. Build-to lines are prescribed by Section 17.56.040.
 5. Ground floor windows or window displays shall be provided along at least thirty (30) percent of the building's ground floor street-facing elevation. Windows and display boxes used to meet this standard shall be integral to the building design and not mounted to an exterior wall.
 6. All building entrances and, for buildings with zero front yard setback, at least thirty (30) percent of the building's ground floor street-facing elevations shall incorporate weather protection, such as awnings, canopies, overhangs, or similar features, extending at least five feet over adjacent sidewalks.
- C. Compatibility. All buildings shall be designed consistent with the architectural context in which they are located. This standard is met when the approval body finds that all of the criteria in subsections (C)(1) through (C)(6) of this section are met. Alternatively, the approval body may modify one or more of the criteria and approve an alternate design upon finding that the design contains an equally good or superior way of achieving the above purpose and intent.
1. There is continuity in building sizes between new and existing buildings.
 2. The ground floor and upper floor elevations and architectural detailing, including windows, are compatible with one another.
 3. Roof elevation is similar to or compatible with buildings in the vicinity (roof pitch, shape, projections).
 4. There is continuity of building sizes on the site, if more than one building is proposed.
 5. There is continuity in the rhythm of windows and doors on the proposed building(s).
 6. The relationship of buildings to public spaces, such as streets, plazas, other areas, and public parking, including on-street parking, is strengthened by the proposed building(s).
- D. Human Scale. The design of all buildings shall be to a human scale. This standard is met when the approval body finds that all of the criteria in subsections (D)(1) through (D)(7) of this section are met. Alternatively, the approval body may modify one or more of the criteria and approve an alternative design upon finding that the design contains an equally good or superior way of achieving the above purpose and intent. Figure 17.56.110(D) provides contrasting examples of building elevations that are consistent/inconsistent with human scale criteria.
1. Regularly spaced and similarly shaped windows are provided on all building stories.
 2. Ground floor retail spaces have tall ceilings (i.e. twelve (12) through sixteen (16) feet) with display windows on the ground floor.
 3. Display windows are trimmed, recessed, or otherwise defined by wainscoting, sills, water tables, or similar architectural features.
 4. On multi-story buildings, ground floors are defined and separated from upper stories by appropriate architectural features (e.g., cornices, trim, awnings, canopies, arbors, trellises, overhangs, or other features) that visually identify the transition from ground floor to upper story; such features should be compatible with the surrounding architecture.
 5. The tops of flat roofs are treated with appropriate detailing (i.e., cornice, pediment, flashing, trim, or other detailing) that is compatible with the surrounding architecture.
 6. Pitched roofs have eaves, brackets, gables with decorative vents, or other detailing that is consistent with the surrounding architecture.
 7. Where buildings with greater than twenty thousand (20,000) square feet of enclosed ground floor space are proposed, they shall provide articulated facades on all street-facing elevations. This criterion is met when an elevation contains at least three of the following features for every forty (40) feet of building (horizontal length): transparent windows; primary entrances; weather protection (awnings or canopies extending at least five feet over adjacent walks); building offsets, projections, or changes in elevation or horizontal direction of at least three feet; sheltering roofs or terraces; a distinct pattern of divisions in surface

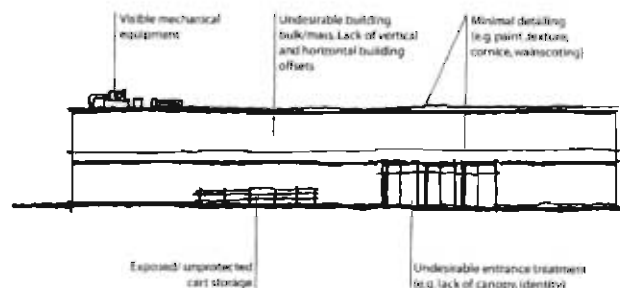
materials; screening trees; and/or small scale lighting (e.g., wall-mounted lighting, or up-lighting). Note: Figure 17.56.110(D) is intended to show how a variety of elements used to meet the articulation standard; it is not to be interpreted as a required architectural style

Figure 17.56.110(D) Examples of Large Commercial Design elements

Large Commercial Massing—Acceptable



Large Commercial Massing—Unacceptable



17.56.120 Riverfront Mixed Use Overlay District – Special Residential Use Standards

This section provides standards for the allowed residential land uses and building types identified in Table 17.56.030. The standards are intended to control the scale and compatibility of those uses within the Riverfront Mixed Use Overlay District.

A. Attached Single-Family (Townhouses) and Cottage Clusters. Single-family attached housing with three or more dwellings (lots), and cottage cluster housing shall comply with the standards in subsections (A)(1) and (A)(2) of this section, which are intended to control development scale; avoid or minimize impacts associated with traffic, parking, and design compatibility; and ensure management and maintenance of common areas.

1. Alley Access Required for Subdivisions Principally Containing Townhouses, or Cottage Clusters. Subdivisions, or phases of subdivision, proposed to contain three or more consecutively attached single-family dwellings on any block, and cottage cluster developments shall provide vehicle access to all such lots and units from an alley or interior parking court, as described in Section 17.60.020. Alley(s) and parking court(s) shall be created at the time of subdivision approval, and may be contained in private tracts or, if approved by the city, in public right-of-way, in accordance with Section 17.72.020, Transportation standards, and Chapter 17.88, Land Divisions and Property Line Adjustments.

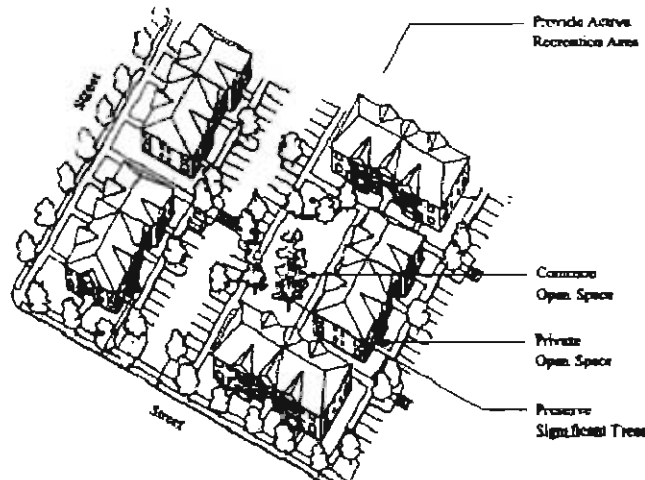
a. As an alternative to the alley access requirements of 17.56.120(1), above, townhouse developments may provide vehicle access through street-facing garages, in compliance with 17.56.100(1)(b).

2. Common Areas. Any common areas (e.g., landscaping, private tracts, common driveways, private alleys, building exteriors, and/or similar common areas shall be owned and maintained by a homeowner's

association or other legal entity as approved by the city. A copy of any applicable covenants, restrictions and conditions shall be recorded and provided to the city prior to building permit approval.

B. Private Open Space: Townhouse developments shall provide each dwelling with a street-facing porch, deck, or patio having a minimum depth of six (6) feet and a minimum area of forty eight (48) square feet.

Figure 17.56.120(C)(3) Examples of Multifamily Open Space



C. The following uses and development types shall comply with relevant standards of 17.24.110 Residential District – Special use standards:

1. Bed and Breakfast Inns.
2. Home Occupations.
3. Multiple-Family Housing.
4. Short-Term Vacation Rentals.
5. Assisted Living Facilities.

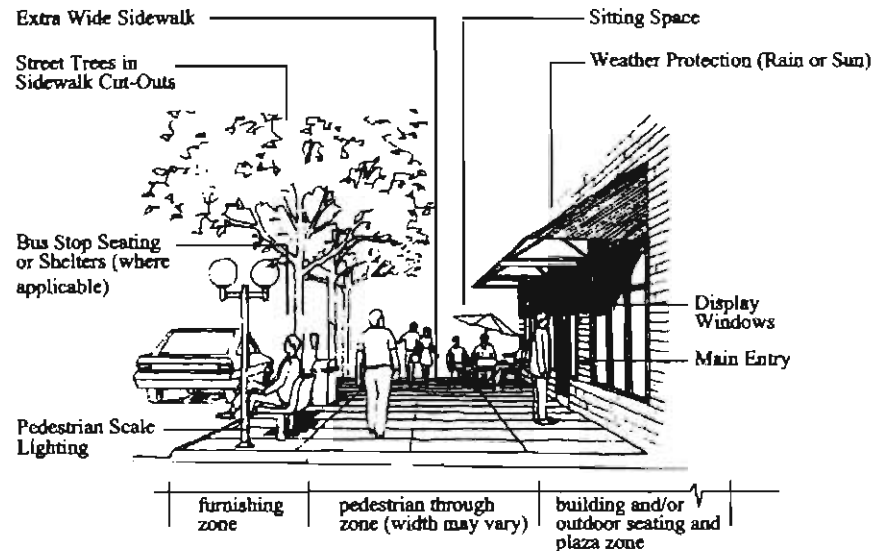
17.56.130 Riverfront Mixed Use Overlay District – Pedestrian Amenities

A. Purpose and Applicability. Pedestrian amenities such as plazas, benches, and other sidewalk furnishings serve as informal gathering places for socializing, resting and enjoyment along street frontages and contribute to a walkable neighborhood. The standards in the section apply to all development in the Riverfront Mixed Use Overlay District.

B. Standards. Developments in the Mixed Use Overlay District shall provide at least one pedestrian amenity, as described below and as generally illustrated in Figure 17.56.130(B). Pedestrian amenities may be provided within a street furnishing zone, building frontage zone, or plaza, or within the pedestrian through zone, as shown in Figure 17.56.130(B), and shall be physically accessible to the public. Use of the public right-of-way requires approval by the road authority. Design standards for pedestrian amenities follow:

1. A plaza, courtyard, square or extra-wide sidewalk next to the building entrance (minimum sidewalk extension of four feet);
2. Sitting space (i.e., dining area, benches, garden wall or ledges between the building entrance and sidewalk) with a minimum of sixteen (16) inches in height and thirty (30) inches in width;
3. Building canopy, awning, pergola, or similar weather protection (minimum projection of five over a sidewalk, plaza or other pedestrian space);
4. Public art that incorporates seating (e.g., fountain, memorial or sculpture with seating).

Figure 17.56.130(B) Examples of Pedestrian Amenities



17.56.140 Riverfront Mixed Use Overlay District – Stormwater Management

A. Purpose. In order to reduce the impacts of development in the RMU Overlay District on the quality of surface water and groundwater, this section establishes requirements for management and treatment of stormwater runoff on private property before it can be discharged from the site, into a watercourse, into a public storm drain system, or into the ground.

1. Pollutants of concern include but are not limited to the following:

- Suspended solids (sediment)
- Heavy metals (dissolved and particulate, such as lead, copper, zinc, and cadmium)
- Nutrients (such as nitrogen and phosphorus)
- Bacteria and viruses
- Organics (such as oil, grease, hydrocarbons, pesticides, and fertilizers)
- Floatable debris
- Increased thermal load (temperature)

B. Applicability. The requirements of this section apply to all land use and development applications in the RMU Overlay District. Applications also shall comply with 17.72.050 Storm Drainage Improvements.

1. Exemptions. The reviewing authority may, at its sole discretion, determine that certain development applications are exempt from the requirements of this section. Examples may include:

- An application that will result in the construction or creation of less than 1,000 square feet of new or replaced impervious surface.
- An application for development of a lot or parcel included in an application that previously was determined to comply with this section.

C. Requirements. All developments and projects on private property in the RMU Overlay District shall include pollution reduction facilities to treat all stormwater runoff from the development site, including pervious as well as impervious surfaces.

1. Pollution reduction facilities are defined as any structure or drainage device that is designed, constructed, and maintained to collect and filter surface water runoff during and after a storm event for the purpose of protecting, maintaining, or improving surface and/or groundwater quality.

2. Pollution reduction facilities may include but are not limited to the following, which are listed solely as examples; actual facility selection and design shall be based on site characteristics and pollutant removal capabilities of specific systems, as well as stormwater management objectives identified by the reviewing authority:

- Vegetated filter strip (a gently sloping, densely vegetated area used to filter, slow, and infiltrate stormwater)

b. Swale (grassy, vegetated, or street swale: a long, narrow, trapezoidal or parabolic-shaped channel, planted with a dense grass mix or other suitable vegetation)

c. Rain garden (vegetated surface facility that collects runoff from impervious surfaces, allowing the uptake of pollutants through contact with vegetation and filtration through a sand medium)

d. Manufactured filtration device (proprietary structure or device)

e. Stormwater planter (a facility filled with topsoil and gravel, then planted with vegetation)

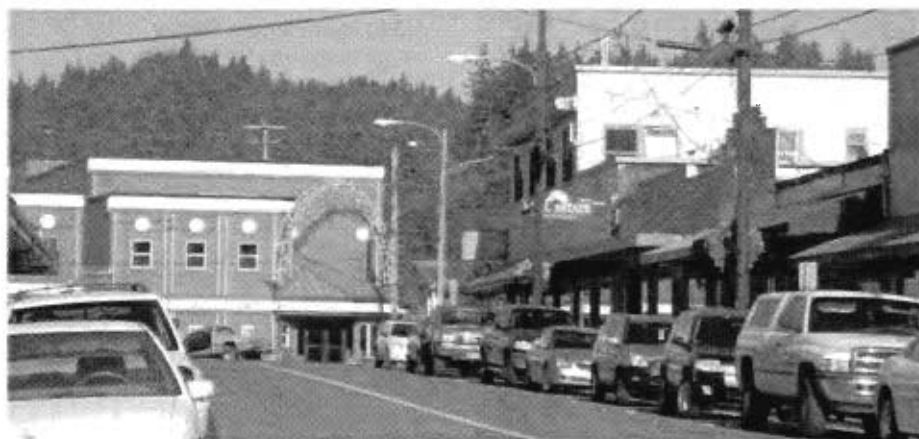
f. Eco-roof (lightweight, low-maintenance vegetated roof system)

3. All pollution reduction facilities shall be sited, designed, constructed, operated, and maintained in accordance with criteria and methodologies approved by the reviewing authority.

4. District Stormwater Filtration and Retention Facility. The City of Coquille plans to construct an engineered stormwater biofiltration swale and linear retention facility along the river frontage of the Riverfront Mixed Use Overlay District. In addition to protecting the Coquille River from increased stormwater discharges, the bioswale / retention basin will allow for individual developments in the RMU Overlay District to avoid on-site impoundment by directing runoff to that structure, even if still required to implement approved stormwater treatment methods.



CITY OF COQUILLE



PREPARED FOR
City of Coquille

ECONOMIC OPPORTUNITIES ANALYSIS

TEAM
Leland Consulting Group
Walker Mary
True Adams



LELAND CONSULTING GROUP

Acknowledgments

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City of Coquille

City Council (2013)

Matt Rowe, Mayor
Fran Capehart, Councilor
Linda Short, Councilor
Dave Chappelle, Councilor
Susan Heaton, Councilor
Loran Wiese, Councilor
Dennis Graham, Councilor

City Council (2012)

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Fran Capehart, Councilor
Linda Short, Councilor
Tim Spanberger, Councilor
Loran Wiese, Councilor
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INTRODUCTION

The City of Coquille has engaged Leland Consulting Group to assist with an Economic Opportunities Analysis (EOA) in accordance with Oregon Administrative Rule (OAR) 660.009.0015, and the Oregon Department of Land Conservation and Development's (DLCD) Goal 9 guidelines covering economic development. This work was funded by a planning grant from DLCD.

The City will use the information from this report to develop an action plan that will strategically position the City to realize an economically feasible development on the Georgia Pacific Site (GP Site), a City-owned property strategically located on Highway 42 at the entrance to downtown overlooking the Coquille River. The site has long sat empty and not yet been able to realize the development potential envisioned for it, which would be a catalyst for redevelopment in the City and especially the downtown.

The purpose of this document is to identify those industrial and commercial activities most likely to be successful in the Coquille market over the next 20 years. This document can be used by the City, potential developers, and potential employers who might be looking to locate a business or other development in Coquille. Even though the economy is still recovering from the recession, it is essential to lay the groundwork in order to capture development as the next cycle begins. Now is the time to start planning for future opportunities so that the community is prepared to realize an opportunity when it presents itself and not let it pass by.

This report begins with an assessment of the City's economic policies to understand what efforts the community has undertaken in the past and what guidance has been provided for the future. An analysis of national, regional and local economic, employment and population trends follows; painting a picture of what might be possible given current trends. The report then dissects the 20-year employment growth for the region, assesses the amount of that growth that the City of Coquille is likely to capture and what the City's land needs will be to accommodate that growth. The land demand is then reconciled with the City's supply of vacant and redevelopable land to assess whether or not the City has enough of the right kind of land to accommodate future economic opportunities. Finally, the report concludes with an implementation strategy outlining key opportunities for Coquille and an action plan to help the City realize those opportunities, especially on the GP Site.

Key Findings

Although Coquille has seen population declines and a decline in natural resource extraction related employment, there are economic and demographic trends at play that could help stabilize the economy and provide opportunities for the future. Some of those opportunities include: craft industrial manufacturing, such as specialty local food production and value added forestry products; services related to an aging population such as healthcare and assisted living facilities; and tourism such as restaurants, collectibles and antiques, and other services. Coquille will continue to compete with other small towns in the region for these opportunities and will need forward thinking leadership, both at the City level and in local business leaders, to capture the opportunities that are available. Coquille will have to overcome several obstacles, namely population loss, especially of younger more educated residents.

However, the City of Coquille has several advantages that it can utilize to realize its goals and visions and help its struggling economy. First of all, the City owns the GP Site, which sits at a prime location with access off Highway 42 and scenic views overlooking the Coquille River at the entrance to Downtown. This site could become a catalyst for the Downtown and beyond, by capitalizing on emerging trends and becoming a Craft Commercial Village, with senior housing, a grocery store, and tourist attractions such as a craft industrial business with a retail component and a restaurant. Secondly, there is an emerging entrepreneurial spirit especially in the existing antique and collectible cluster of businesses downtown, which is starting to create a destination in Coquille. Greater organization of local business owners could provide additional outreach, marketing and branding, bringing greater recognition of Coquille's assets to a broader audience. Lastly, the construction of the new hospital and an aging population portend a greater need for medical, healthcare, and other social service employment, and potentially additional senior housing, either assisted or independent living facilities.

ECONOMIC DEVELOPMENT VISION AND GOALS

In accordance with OAR 660.009.0015 (5), this section summarizes the economic development vision and goals for the City of Coquille, which help to guide the City's policies toward economic development. These established goals and policies combine to define the City's existing vision for economic development. Reflecting outreach, research, and analysis that took place in previous planning efforts, these goals and visions form a baseline from which to evaluate future economic development opportunities.

City of Coquille Economic Development Goals

The City of Coquille's Comprehensive Plan, first created in 1982 and last updated in 1989, states one simple goal for the economy, "economic stability and development of all present and future economic needs as they relate to governmental, commercial, and industrial enterprise." The general nature of this goal statement means that other documents must be surveyed for more specific guidance on economic visions for the community.

One of the most significant of these other plans is the Urban Renewal Plan, created in 1998 to reverse the decline and deteriorating conditions found in Downtown Coquille. The project objectives from the plan are more specific than the one found in the Comprehensive Plan and include the following:

- Improve the vitality of Coquille's downtown core.
- Make productive use of land in the renewal area.
- Create opportunities for new development within the renewal area.
- Provide new public facilities in the renewal area.
- Provide new public amenities and open spaces in the renewal area.
- Make improvements to infrastructure in the renewal area.
- Implement goals and objectives of Coquille's Comprehensive Plan.

Other economic development goals relevant to this report come from the grant application for the EOA that the City of Coquille submitted to the Department of Land Conservation and Development (DLCD), the proceeds from which have made this planning effort possible. Those goals and objectives include the following¹:

"The project priorities will directly relate the project to increasing economic development opportunities, using a new economic opportunities analyses, land needs analysis for employment lands, and integrating the new economic development strategies into a comprehensive plan. The process may also touch on other plans with regard to infrastructure and transportation. There will be an emphasis on the largely undeveloped 27-acre site

Coos County SDAT Visioning Process

Coos County recently underwent a visioning and planning charrette sponsored by the American Institute of Architects (AIA) and conducted by a volunteer Sustainable Design Assessment Team (SDAT). Their work was documented in a 2010 report, which analyzes the issues and challenges facing the region including planning and land use, transportation, economic development, water resources, and regional collaboration. The SDAT suggested multiple strategies for enhancing the economic development potential of the region. Strategies from this visioning process that are particularly relevant to economic development in Coquille include:

- **Bank on the strength of existing downtowns that are authentic and charming.** The City of Coquille is one of the downtowns mentioned in the report, which recognizes a growing trend of residents returning to and revitalizing downtowns of all sizes.
- **Build upon the tourist attractions in the region.** Regional attractions include such places as Bandon Dunes specifically and the Pacific Ocean in general. The region has been especially attractive to seniors seeking inexpensive places to retire.
- **Create a vision and update a Comprehensive Plan for the County.** The broader strategy recommended that the County work within a multi-jurisdictional framework in order to share resources between all communities in the County. Coquille would need to be involved in this effort and could benefit from increased communication and shared resources between jurisdictions.

¹ DLCD Grant Application, 2011-2013

obtained by the City of Coquille from Georgia Pacific. The new plan should:

- ▷ Clearly define unmet commercial and industrial needs, and problems faced when recruiting and siting businesses in the area.
- ▷ Determine if Coquille has the resources and facilities to satisfy this unmet need, based on available lands for development and redevelopment.
- ▷ Develop an approach and work plan to recruit and site employment opportunities that are defined as needs for the community and the region as a whole.
- ▷ Dovetail this project with the Georgia Pacific Site (GP Site) Overlay District Project, which will create an overlay district to promote mixed-use development, protect riparian areas, and handle additional stormwater from development.”

Economic Development Vision

The City of Coquille does not have a recent official vision statement for economic development. However, this project began with a series of stakeholder interviews and a City Council and Planning Commission work session in order for the project team to gain an understanding of the aspirations, issues and challenges currently facing the community. Key takeaways from these meetings regarding economic development include the following:

- The community is eager to get something done on the GP site.
- The GP Site has high visibility from the highway, overlooks the river, and is within the Urban Renewal area and therefore could take advantage of urban renewal funds to ensure financial feasibility.
- There is consensus among community leaders that housing, especially senior housing, would be an appropriate use for at least part of the site.
- The new hospital will be transformative for Coquille. Nothing like it has been built there in decades, if not longer, and it will solidify the city as a hub for quality medical care.
- Doing a better job of communicating Coquille's assets was a constant theme throughout the interviews. The City has suffered from ineffective marketing of Coquille, and needs to have better allocation of responsibilities, and improved leveraging of community resources.

Based on these comments and aspirations, it is apparent that the City wants to build off the success of the recent expansion of the Coquille Valley Hospital, which has a new state of the art building, developed with funding from the AFL-CIO Housing and Investment Trust. The City and region have become a retirement destination, and with the new hospital, Coquille could attract senior housing and related health care employment, becoming a healthcare destination for residents of the region. The City's purchase of the former GP site provides an opportunity to renovate what was once a productive lumber facility to a new use that aligns with current economic trends, discussed in greater detail in the next section.

ECONOMIC TRENDS

This section analyzes economic trends affecting the national economy as well as Pacific Northwest region and uses these trends to analyze Coquille's relative position in the region. Building off the goals and visions stated previously, the economic trends help identify what is realistically achievable in Coquille over the short- and long-term timeframes.

Nationwide Economic Trends

Although it is technically over, the effects of the Great Recession are still being felt throughout the nation. National unemployment is hovering around eight percent. Although employment growth has been positive over the last several quarters, gains have not been made quickly enough to see significant

decreases in the overall unemployment rate because of the severity of job losses during the recession. In addition, the housing market, which typically leads the economy out of a recession, continues to bounce along the bottom. Although programs are in place and new legislation has passed to help underwater homeowners, there are many foreclosures still working their way through the banking system which continues to be a drag on the housing market.

Investor concerns about the European debt crisis and its potential affect on the American markets is keeping many investors on the sidelines. Interest rates have hit record lows, but many developers and homeowners have trouble accessing credit due to higher lending standards. Development has been nearly nonexistent in many cases due to the tight credit market. In short, the economy is likely to continue a slow recovery over the next few years.

Even though the unemployment rate currently remains high, the Bureau of Labor Statistics (BLS) projects that the number of people of working age will shrink relative to the overall population through 2020, which could eventually lead to a labor shortage, as there are not enough incoming workers to replace those that are retiring. The Occupation Outlook 2010-2020, recently released by the BLS, estimates that total employment in the U.S. will increase by 20.5 million jobs from 2010 to 2020, with nearly 90 percent of occupations expected to experience employment growth. The fastest job growth is expected in industries and occupations related to health care, personal care and social assistance, and construction².

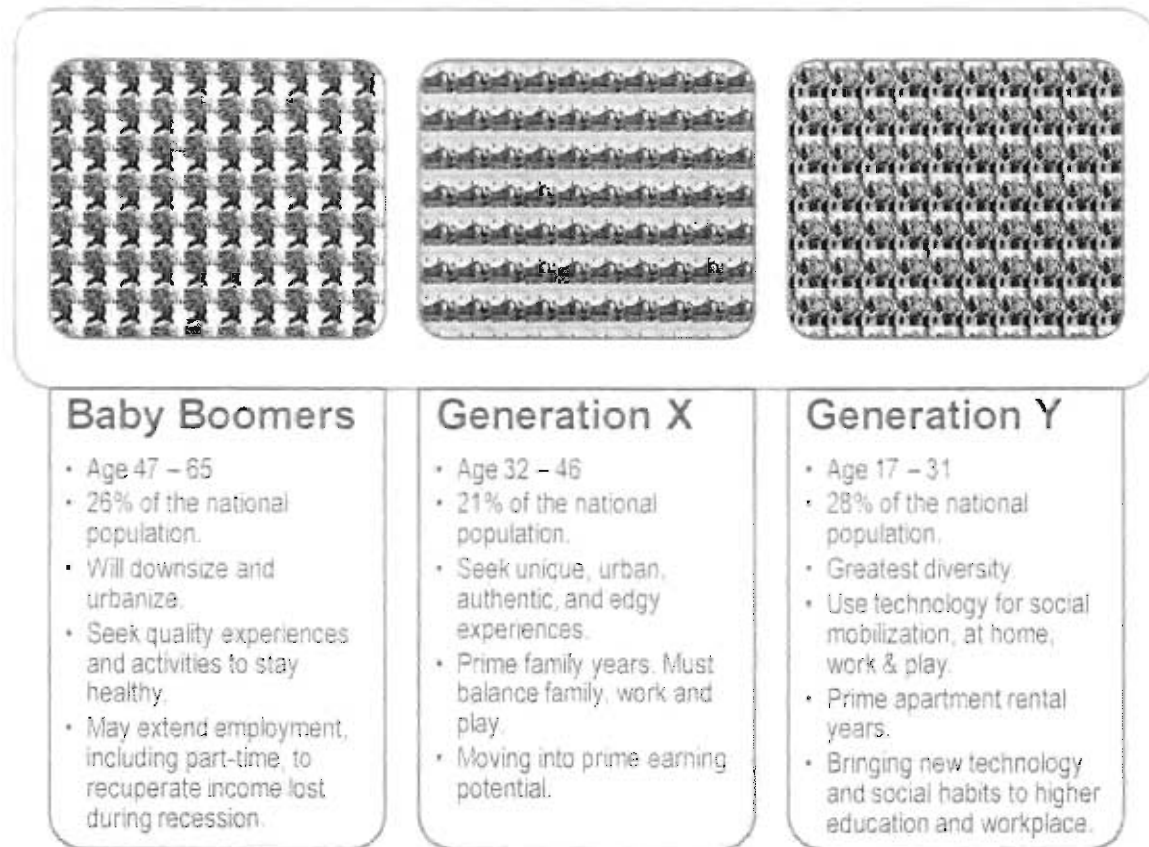
Nationwide Population and Employment Trends

Figure 1 gives a brief overview of generational shifts in the population and corresponding characteristics that will shape economic, housing and employment trends over the next decade or two. A discussion of those demographic trends is presented here.

Throughout their lives, Baby Boomers (born between 1946 and 1964) have set themselves apart from previous generations. The impacts of their move into retirement will be broad and will include effects on the workplace, public policy, retailing, housing, recreation, and almost every other facet of society. Between 2010 and 2040, the US Census Bureau projects that the number of Americans over the age of 65 will double—growing from approximately 40 million today to 80 million in 2040. For the next 18 years, at least 10,000 Baby Boomers per day will turn 65. This will have major implications for healthcare, as older adults have the greatest need for medical services. It will also place a larger burden on fewer workers to cover those healthcare costs necessitating changes in healthcare delivery. Additionally, there will be fewer workers to replace retiring Baby Boomers.

² BLS, Occupational Outlook Handbook Overview of Projections, 2010-2020

Figure 1. America's Population: Generational Characteristics



The greatest amount of overall household growth during the coming decade will come from the Baby Boomer generation, many of which (though not all) will choose to downsize. A growing number have decided to move to locations that provide amenities – restaurants, community centers, galleries and other cultural and social venues – within walking distance of home. Others will remain in their homes as long as possible and will need nursing assistants and access to home healthcare and other services.

The number of middle-age households, however, will decrease due of the relatively small number of “Generation X” (born between the mid 1960s and the late 1970s) households compared to Baby Boomers. The decrease in this age group—which has the largest percentage of families with children—suggests that the single-family housing market will continue to stagnate for some time.

Generation Y (born roughly between 1980 and 2000), mentioned more often for its tech savvy abilities than its size, has now overtaken the Baby Boomers as the largest generation in America. In particular, households aged 25 to 34—a key demographic that drives apartment demand and development—is experiencing strong growth and is less likely to want to live in far-flung suburban locations. They want to be where the action is—be it large central cities with urban amenities or smaller towns with thriving main streets and outdoor recreational opportunities, and they are willing to sacrifice large living spaces for smaller spaces with shorter commutes.

On the whole, this demographic data portends a growing need for smaller dwelling units with a richer variety and a greater emphasis on attractive places with a high quality of life. For smaller communities like Coquille, this means that a vibrant downtown and attractive outdoor amenities are all the more important for their economic survival.

Pacific Northwest and Coos County Economic Trends

The Pacific Northwest was long known for timber production and other natural resource extraction. In many communities it is still an important part of the economy, although it has suffered employment declines for several decades. According to the BLS, the Pacific region continued to report the highest jobless rate at 10.2 percent, among the nine national geographic divisions, as of March 2012.

Many communities in the Pacific Northwest have found new industries to broaden and strengthen their local economies. One of the main opportunities for future economic development in the region revolves around a changing relationship with the natural environment, namely a change from resource extraction to resource appreciation in the form of tourism and a quality of life attraction for potential residents and businesses that place an importance on being able to access outdoor recreational activities in scenic locations. Employees are increasingly drawing employers to places with a high quality of life, rather than being forced to locate where resource dependent employers are located, as advances in technology and shifts in growth industries have allowed employees to be based virtually anywhere.

As noted in the SDAT³ report, Coos County has many assets from which to build a strong and diversified economic future and is actively seeking new opportunities including the following:

- "Deep-water port, the Oregon International Port of Coos Bay, the largest deep draft coastal harbor between San Francisco and the Puget Sound has a Federally-authorized navigation channel designed and maintained by the US Army Corps of Engineers and six marine terminals, seven deep-draft berths, and barge facilities.
- Railroad (purchased by the Oregon International Port of Coos Bay in 2009) will be a transportation asset once a short-line rail operator is on-board, necessary improvements are made, and a schedule established.
- Highway access provided by US Highway 101 which passes through Coos County, connecting the area to Washington to the north and California to the south; Interstate 5, which travels between the Canadian and Mexican borders, is 40+ miles to the east of Coos County's Pacific coast via Highway 42, which passes through Coquille.
- Hard-working, industrious workforce, which was described by participants in the Economic Development Focus Groups and other focus groups conducted by the SDAT Team.
- Attractiveness to new industrial employers (i.e., renewable energy, mining) that have or are potentially interested in locating in Coos County.
- Southwest Oregon Regional Airport, which has a new terminal and regional air service via United Air Express to Portland (since discontinued) and San Francisco.
- Southwestern Oregon Community College, which offers a wide range of post-education and community outreach programming and designs vocational programs to meet employer and resident needs.
- Growing, vibrant tourism industry, which has resulted in gains in employment and establishments in lodging, food services and drinking places between 2001 and 2009. Contributors are the recently-developed Bandon Dunes Golf Course and Coquille Tribes Mill Casino, RV Park and Hotel.
- History and heritage, historic places and downtowns.
- Natural resources, including the naturally beautiful Pacific coast, Elliot State Forest and Siskiyou National Forest, rivers and waterfalls, estuaries, sloughs, valleys, mountain forests, and sand dunes"

³ Coos County SDAT, AIA Communities by Design. 2010. See sidebar on page 2.

Local and Regional Demographic Trends

As shown in Table 1, the population of Coos County has barely changed over the past decade, while the City of Coquille has actually lost population. The current population by age breakdown indicates that the bulk of the population loss occurred in the 20 to 40 year old segment of the population. The City of Coquille and Coos County both have a greater share of residents that are over 55 years of age than the State. This trend is expected to continue, as the population of Coos County is projected to age considerably through 2030.

Table 1. Demographics

Demographic	Coquille	Coos County	Oregon
Population, 2010 Census	3,866	63,043	3,831,074
Annual Growth Rate, 2000-2010	-0.74%	0.04%	1.14%
Population by age			
0 - 19	23%	22%	26%
20-34	16%	15%	20%
35-44	10%	10%	13%
45 - 54	15%	15%	14%
55 - 64	15%	17%	13%
65+	21%	21%	14%
Total Households, 2010 Census	1,640	27,133	1,518,938
Average HH Size	2.30	2.29	2.47
1 and 2 Person HHs	68%	70%	64%
Households with Children	27%	24%	30%
Income, 2011 estimate			
Median HH Income	\$35,647	\$36,548	\$47,814
Per Capita Income	\$19,150	\$20,627	\$25,033
Education, 2010 estimate			
Did not complete High School	17%	14%	11%
High School Diploma	34%	32%	26%
Some college or Associate's degree	36%	37%	34%
Bachelor's degree or beyond	14%	18%	29%

Table 2 shows that, although the overall population of Coos County is only expected to increase by roughly 1,500 residents from 2010 to 2030, the number of residents over the age of 65 is expected to increase by 6,500 over the same time period. This will likely mean an increased need for healthcare workers and caretakers as residents age. It also portends a need to replace older workers as they retire from current positions.

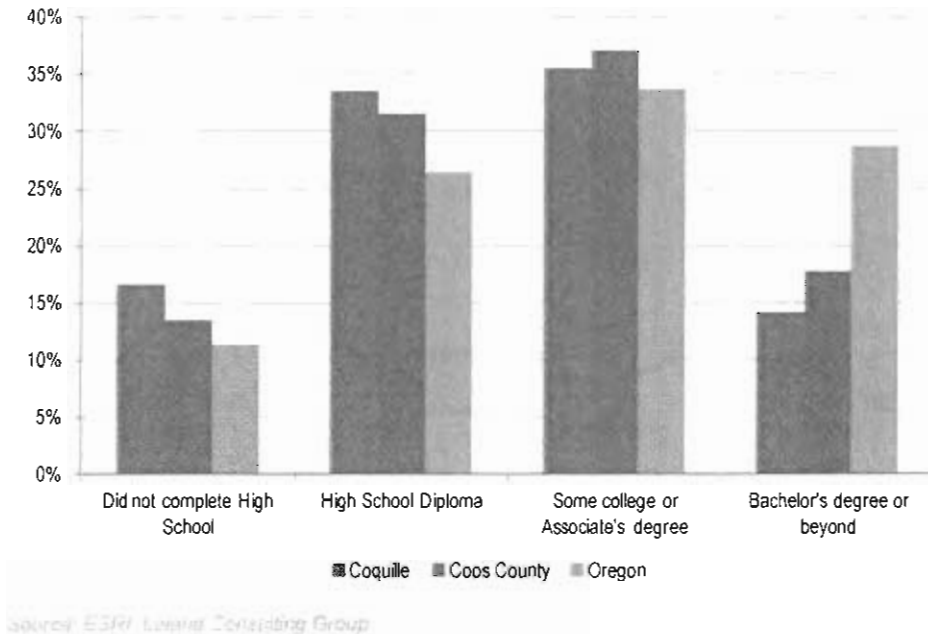
Table 2. Age 65 and over, Population Growth through 2030

Coos County Population		
	All Ages	65+
2010 Pop. Estimate	63,386	12,813
2030 Pop. Estimate	64,929	19,393
CAGR	0.1%	2.1%

Education and Income

As shown in Figure 2, the educational attainment of residents of Coquille is slightly below the educational attainment of Coos County, both of which lag far behind the State. The median household income and per capita income correspond to education levels. Coquille's median household income of \$35,647 lags far behind the State's median household income of \$47,814, as shown in Table 1.

Figure 2. Educational Attainment, 2010



Employment Trends

As shown in Figure 3, employment growth in Coos County has lagged far behind employment growth in Oregon and the nation. Consequently, unemployment has historically trended higher in Coos County than either the state or nation as shown in Figure 4.

Figure 3. Employment Growth Since 1990

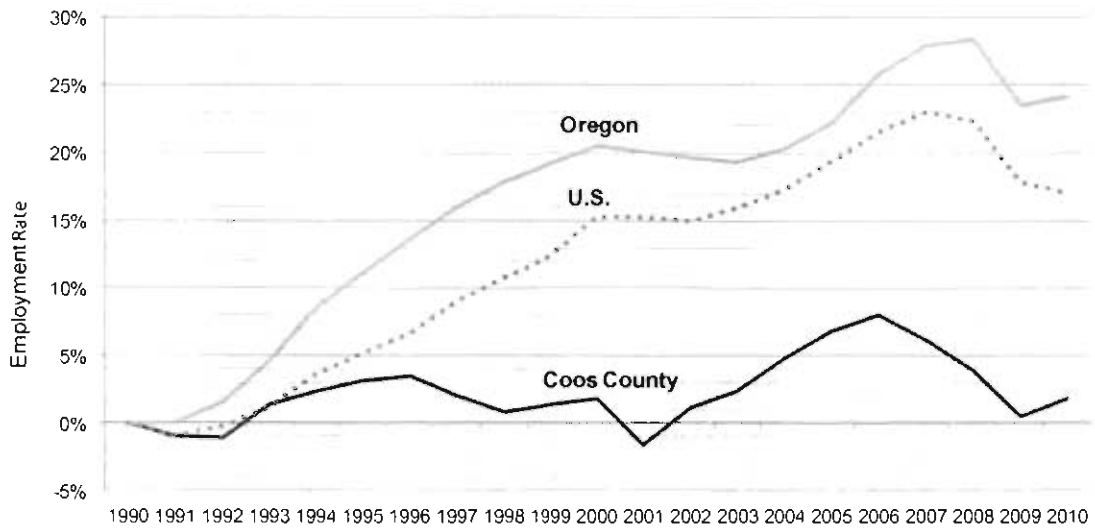
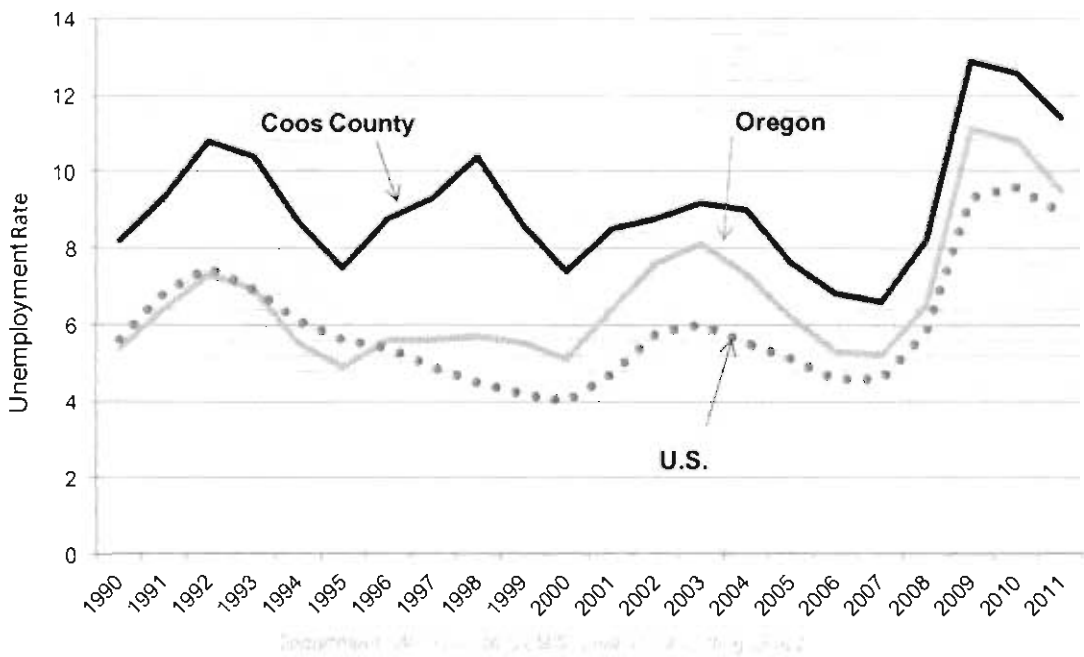
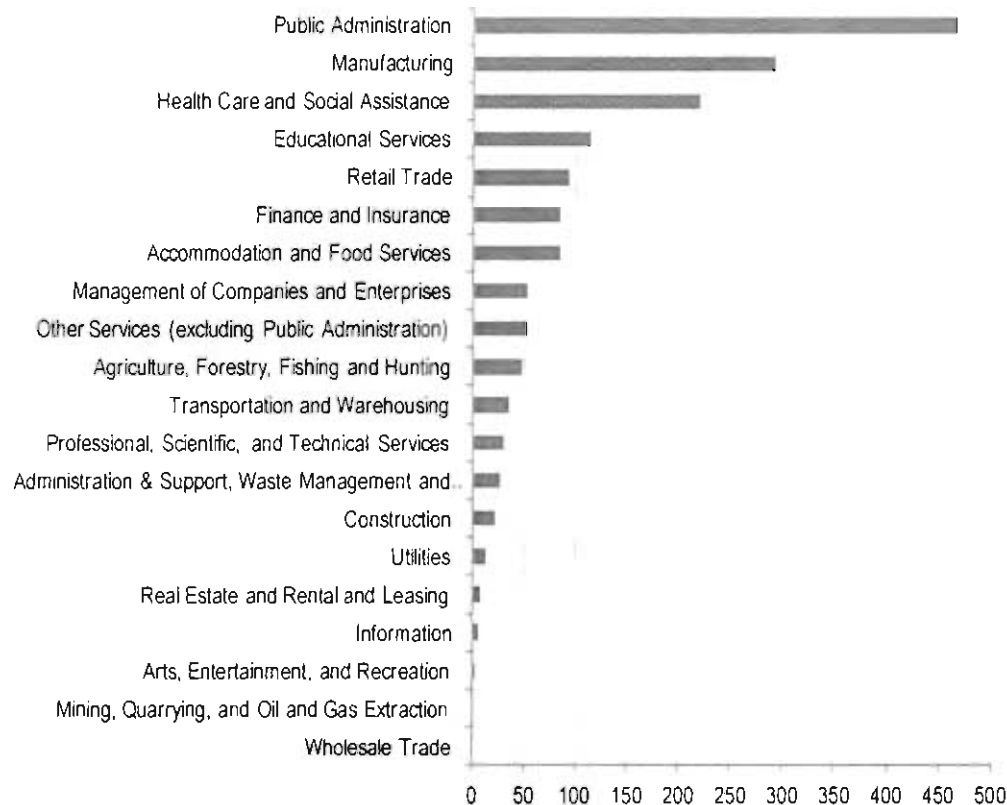


Figure 4. Historical Unemployment Rates, US, Oregon and Coos County



As shown in Figure 5, public administration is the largest employment sector in Coquille by total number of employees (reflecting the city's role as the county seat), followed by manufacturing and health care and social assistance. These three sectors account for nearly 60 percent of the total employment in Coquille.

Figure 5. Employment by Industry in Coquille, 2010



Source: US Census LED On The Map, Leland Consulting Group

Local and Regional Business Clusters

The Oregon Office of Economic & Community Development Department conducted a regional analysis for Coos, Curry and Douglas counties in April 2008⁴. Overall the region was a net importer of business establishments between 1990 and 2004, mostly from California, Washington, Idaho, and Texas. The report concluded that employment growth in each county of the region was lower than the state average. The report also noted that Coos County had the highest employment growth (4.0%) but the lowest population growth in the region.

According to an EOA report conducted for Coos Bay, the Port of Coos Bay has plans to expand the marine terminal capacity to handle bulk commodities and intermodal containers.⁵ This could have some spillover effect onto Coquille, probably not in terms of industrial growth, which would tend to locate near the Port, especially for exports and transportation dependent goods, but as the region grows, Coquille may see increased demand for housing and other support services.

⁴ Oregon Office of Economic & Community Development Department, Regional Analysis, Coos, Curry and Douglas Counties, April 2008

⁵ Coos Bay Economic Opportunities Analysis, Cogan Owens Cogan, 2010

As reported in the SDAT report, the Regional Target Industries for Coos County include⁶:

- **Value-added agriculture and fishing** such as: organic farm products; natural foods; with a potential increasing demand for fish.
- **Shipping/Warehouse and Distribution** such as: port-related industries/opportunities; general/refrigerated warehouses/storage; logistics consultants; third party logistics providers.
- **Wood products** such as furniture building.
- **Tourism**
- **Advanced manufacturing** (new) such as: fabricated metal products; machine shops; electric and electronic equipment and components; measuring and control devices; commercial and industrial machinery repair.
- **Renewable energy** (new) such as: wood chip biomass and/ or biodigesters.

While each of these industries may or may not be present in Coquille, they indicate areas of regional growth that can have direct and indirect impacts on job growth in Coquille.

City of Coquille Economic Trends

Coquille, along with many communities in southern Oregon that historically relied on natural resource extraction, has experienced high unemployment and declines in population over the past few decades. Coquille has an aging population as many people in their 20's, 30's and 40's have left the region seeking employment opportunities in other areas. That said, there are several existing conditions in Coquille that position it for future job growth and economic development. These conditions include:

- **Retirement destination.** Southern Oregon, including Coquille, has become a popular retirement destination and can continue to build on that reputation to attract seniors, many of whom bring accumulated wealth with them when moving to a retirement destination. With milder weather than coastal cities, it can attract retirees drawn to the region's assets while also providing a more moderate and sunny climate.
- **Tourism.** Increased tourism is expected in the region, capitalizing on the area's natural beauty and outdoor recreational activities including proximity to the Pacific Ocean and Bandon Dunes Golf Course. Coquille's riverfront access, the Sawdust Theater, and a growing cluster of antique stores indicate a growing potential for Coquille to serve as a tourist destination. Throughout Oregon, and especially Southern Oregon, wineries, specialty dairies, and other food-related industries are playing an increasingly important tourism role.
- **Healthcare.** Healthcare is a growth sector of the national economy and most regional economies. With an aging population and incoming retirees, healthcare will be vital to the local economy. Coquille can build upon the success of the Coquille Valley Hospital and other local medical care providers in the region.
- **Revitalization of Downtown Coquille.** Downtowns of all sizes across the nation are experiencing growth and revitalization after decades of abandon and underutilization. A thriving downtown with restaurants, services, and retail can be a powerful attractor to residents, employers, and visitors. Coquille has an urban renewal district in place, one of the primary goals of which is to support downtown revitalization. Numerous projects have already been implemented including several storefront improvement grants, new signage, and a contribution to the new pool.
- **Support regional growth.** Coquille, in close proximity to Coos Bay and situated along Highway 42, one of the primary east-west routes between Highway 101 to the west and I-5 to the east, will continue to be an attractive alternative for housing and support services as the region grows.

⁶ Coos County SDAT, AIA Communities by Design, 2010

City of Coquille Target Industries

Based on the regional and national trends and the existing assets present in Coquille today, the City of Coquille is most likely to see growth in the following industries:

- **Tourism.** Coquille is located along Highway 42, not far from Highway 101, and one of the few east-west routes between Highway 101 and I-5. The Downtown is easily accessible from Highway 42 and could become a tourist destination with a need for restaurants and possibly a boutique hotel or bed and breakfast to accommodate travelers. It has already become known as a destination for collectibles, with eight collectible shops clustered in Downtown.
- **Healthcare.** With the recent addition to the hospital, Coquille is likely to draw residents from around the region for healthcare and medical services. A senior housing facility is a viable development opportunity which would build upon the success of the hospital and the City's reputation as a retirement destination.
- **Public Administration.** As the county seat, Coquille is likely to experience continued employment in public administration.
- **Value-added products.** Coquille could capture some small value-added industrial or manufacturing growth related to timber that might like to co-locate near the Roseburg Forest Products facility, especially if the region experiences an increase in exports of such products. due to greater shipping capacity with upgrades to rail and marine capacity at the Port of Coos Bay. Additionally, there has been an increased interest for locally produced specialty food products across the nation. Oregon tops the list of places that have bountiful agricultural products to share such as cheese, beer, and nut and berry related products. A small craft industrial food producer could be successful in Coquille.

Local Specialty Foods

Oregon is recognized nationally and even internationally as a producer and exporter of quality locally grown and manufactured specialty food and beverage products. Examples include:

- **Rogue Creamery.** With a history reaching back to the Great Depression, Rogue Creamery has received national awards and recognition for its cheeses, exporting them throughout the world. Under new ownership, it has revamped its reputation and continues to provide jobs and attract tourists to Central Point and support local farmers in the region.
- **Harry and David.** Although still struggling from a series of questionable corporate management and investment decisions which led the company through bankruptcy, Harry and David's is still a long-standing, nationally recognized producer of gourmet specialty foods from Southwest Oregon, which employees thousands of people in Medford and offers food-factory tours to visitors in the region.
- **Umpqua Valley Wineries.** The Umpqua Valley, "America's Last Great Undiscovered Wine Region" is home to several wineries that attract tourists and growers to the region.
- **Josephson's Smokehouse.** A family owned business in Astoria specializing in smoked seafood products; Josephson's has been featured in multiple gourmet food articles, sought after by a variety of chefs and enjoys a national and international clientele base.

CITY OF COQUILLE LAND DEMAND

This section analyzes employment growth forecasts in order to project the amount of employment land needed within Coquille to satisfy a 20-year demand based on the land needs of the industry types most likely to experience growth in Coquille.

Employment Forecasts

Employment growth for the Coos and Curry County region is expected in every category except for federal government and information, as shown in Figure 6. Figure 7 shows Coquille's share of Coos County's total employment by industry sector. Public administration tops the list, with over 30 percent of the County's public administration jobs located in Coquille, which is the county seat. Although Coquille

has only six percent of Coos County's total population, it captures over eight percent of the total employment and over 10 percent of employment in several categories including public administration; management of companies and enterprises; manufacturing; finance and insurance; and utilities.

Employment in public administration, management of companies and enterprises, and finance and insurance, three sectors in which Coquille captures more than 10 percent of the County's overall employment, typically occurs in an office setting, which tends to have the highest ratio of employees per acre of all the land use types and can range from 53 to 93 employees per acre (EPA)⁷. Employment in manufacturing and utilities tends to need larger industrial lands, and have a lower ratio of employees per acres, in the range of 3 to 19 EPA.

Figure 6. Employment Growth, Coos & Curry Counties, 2010-2020



⁷ Assessing Employment Land Needs: Methods and Strategies, Bob Parker, 2009 Presentation to Oregon Economic Development Association.

Figure 7. Coquille's Share of Coos County Employment by Industry, 2010



Sources: US Census Bureau, On The Map, Current Consulting Group

Land Demand Estimate

The land demand estimate takes into consideration the employment growth projected for the region and Coquille's likely capture of that employment, based not only on past performance and economic trends, but also on the community's future aspirations. The employment projection only includes covered wages, which means that self-employed individuals are not represented in the projection. However, many of those who are self-employed tend to work from their homes or small shops, which do not take significant amounts of commercial or industrial land, and therefore will not significantly influence the land demand estimate.

Table 3 shows the total covered employment in Coos County by industry, grouped by land use type: office, retail/service, industry/ warehouse/utility, and off-site. The total employment as of 2010 consolidated by land use type is then projected out to 2012 and 2032 using the annual growth rate for each general category based on the regional growth projections³ to arrive at a net new 20-year employment growth. Coquille's expected capture rate of the regional growth is applied to the net new growth to arrive at the 20-year total net new employment for Coquille by land use type. The capture rate is based not only on historical trends but also future aspirations as described in Coquille's economic vision and goals, and the development envisioned for the GP Site. The projection maintains Coquille's current capture rate of the regional employment growth, which when considering the fact that Coquille has lost and is projected to continue to lose population, equates to a slight increase in its overall share of employment. An average employee density measured as employees per acre (EPA), for each land use type is then applied to the net new jobs to arrive at the net new acres needed to support the 20-year employment growth projection.

The findings from this analysis indicate that City of Coquille needs 21.2 acres of employment land to accommodate growth over the next 20 years, 13.7 acres of which would be accommodated on commercially zoned land for either office or retail uses. Another 4.2 acres of industrial land would be necessary to accommodate industrial, warehouse, and utility uses. An additional 3.2 acres would potentially be needed for off-site job growth, such as agriculture, forestry, or mining that might occur in a rural setting.

³ Region 7. Coos and Curry County Employment and Industry Growth Projections, 2010-2020. Oregon Employment Department

City of Coquille

Table 3. Employment Forecast City of Coquille, 2012 to 2032

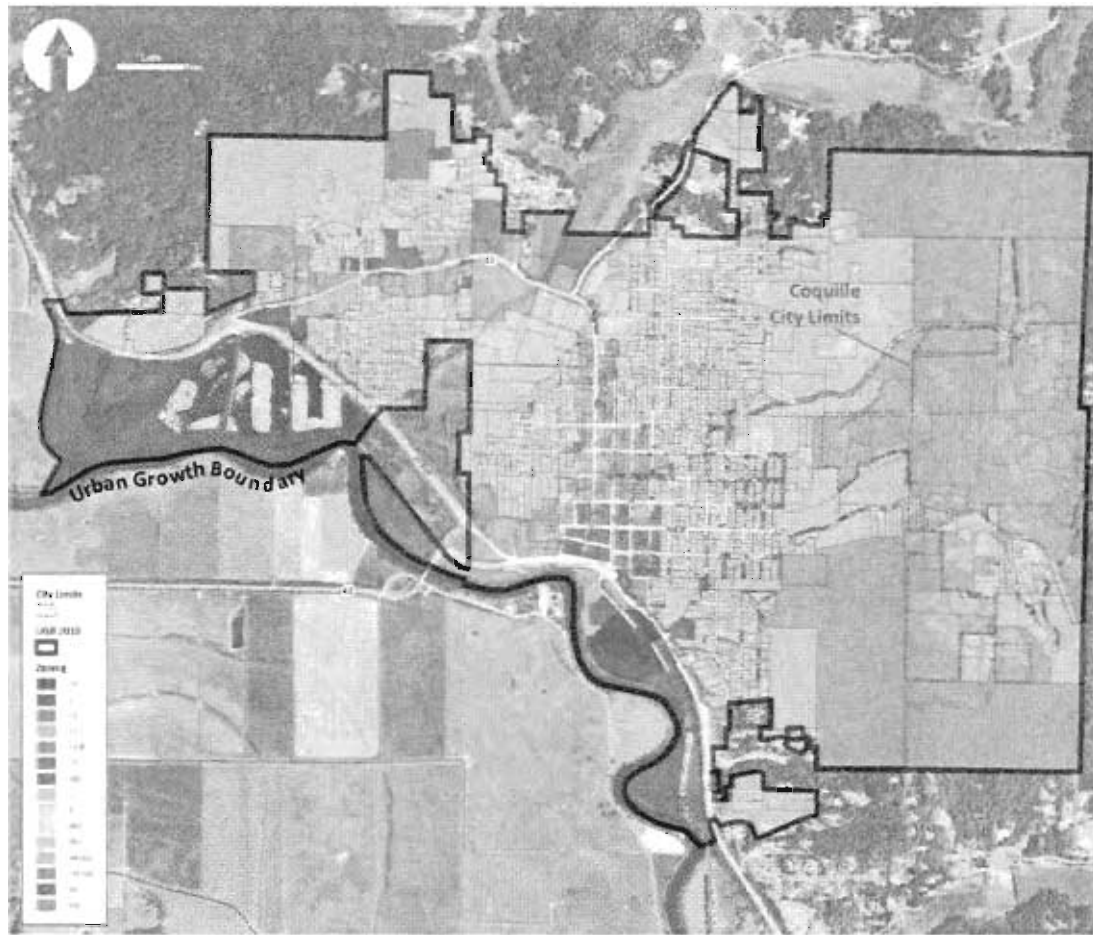
Construction	Coos County Employment Total, 2010	CAGR	Coos County Employment Total 2012	Coos County Employment Total 2032	Net New 20-year Employment Growth	Coquille Capture Rate	Net New Jobs Coquille 2012 to 2032	Average # Employees per acre	Net New Acres Needed 2012-2032
Office	8,360	1.20%	8,562	10,869	2,307	12%	280	30	9.3
Health Care and Social Assistance	4,266								
Public Administration	1,469								
Finance and Insurance	466								
Professional, Scientific, and Technical Services	457								
Management of Companies and Enterprises	196								
Real Estate and Rental and Leasing	254								
Administration & Support	1,252								
Retail/Service	7,548	1.10%	7,715	9,602	1,887	5%	89	20	4.4
Accommodation and Food Services	2,604								
Retail Trade	2,515								
Other Services (excluding Public Administration)	602								
Educational Services	1,390								
Arts, Entertainment, and Recreation	183								
Information	254								
Industrial/Warehouse/Utility	2,767	1.00%	2,823	3,444	622	10%	63	15	4.2
Manufacturing	1,475								
Waste Management and Remediation	139								
Utilities	98								
Wholesale Trade	287								
Transportation and Warehousing	768								
Offsite	1,599	1.00%	1,631	1,990	359	4%	16	5	3.2
Construction	755								
Agriculture, Forestry, Fishing and Hunting	807								
Mining, Quarrying, and Oil and Gas Extraction	37								
Total	20,274	1.12%	20,731	25,905	5,174	9%	448		21.2

Source: Coquille Employment Opportunities Analysis, 2010-2032, with Coquille County & Coquille County Growth Projections, 2010-2032, for Coquille, Coquille County, Oregon. ©2010 Coquille County Growth Projections Group.

EXISTING INDUSTRIAL AND COMMERCIAL LAND SUPPLY

As shown in Figure 8, the existing industrial and commercial land supply in Coquille lies along Highway 42 which runs parallel to the Coquille River, and along both sides of Highway 42 Business Route, which loops through Downtown.

Figure 8. Coquille Zoning Map



Source: Town of Coquille GIS and City of Coquille Urban Growth Boundary

Table 4 shows the supply of vacant and redevelopable land in Coquille by zoning category. The vacant land shown in this table excludes land that is constrained by wetlands or steep slopes, or is under public ownership, except for a few key City-owned properties expressly considered available for development (such as the GP site). The redevelopable land includes lands that have an improvement to land value ratio of 0.25 or less and those that have been identified by City staff as perennially vacant. Only 44.6 acres out of a total of 398.8 acres of total commercial and industrial land is vacant or redevelopable.

The City owns the largest amount of vacant land available for development, a site formerly owned by Georgia Pacific, referred to as the GP Site, or the Riverside Project and discussed in greater detail in other sections of this report. The remaining City-owned parcels that are part of or adjacent to the GP Site include a 6.1 acre parcel zoned light industrial, which, due to wetland and slopes, nets only 3 acres of developable property on three distinct pads; 16 acres that are zoned CR; and another 7.8 acres that is zoned CD, which includes a the parcel that was sold to McKay's Market to build a new grocery store, but remains vacant.

The vacant industrial land is found in two contiguous parcels, measuring 0.6 acres, with direct access to Highway 42 near the Roseburg Lumber site, which could potentially accommodate a small value-added industrial user that might benefit from proximity to Roseburg Lumber.

The remaining vacant land is found on small commercially zoned parcels, primarily zoned C1 or C2, scattered throughout the Downtown.

Table 4. Vacant and Redevelopable Commercial and Industrial Lands

ZONE	Total Land (UGB)	Vacant	Redevelopable	Total Vacant and Redevelopable
Commercial	249.2	35.7	5.3	41.0
C	0.9	0.2	0.0	0.2
C1	30.8	3.5	1.0	4.5
C2	146.5	6.3	4.3	10.6
C2/R	17.7	1.4	0.0	1.4
CD	7.8	7.8	0.0	7.8
CR	19.0	16.5	0.0	16.5
CREMP	26.5	0.0	0.0	0.0
Industrial	149.6	3.6	0.0	3.6
IND	137.4	0.6	0.0	0.6
LI	12.2	3.0	0.0	3.0
Total	398.8	39.3	5.3	44.6

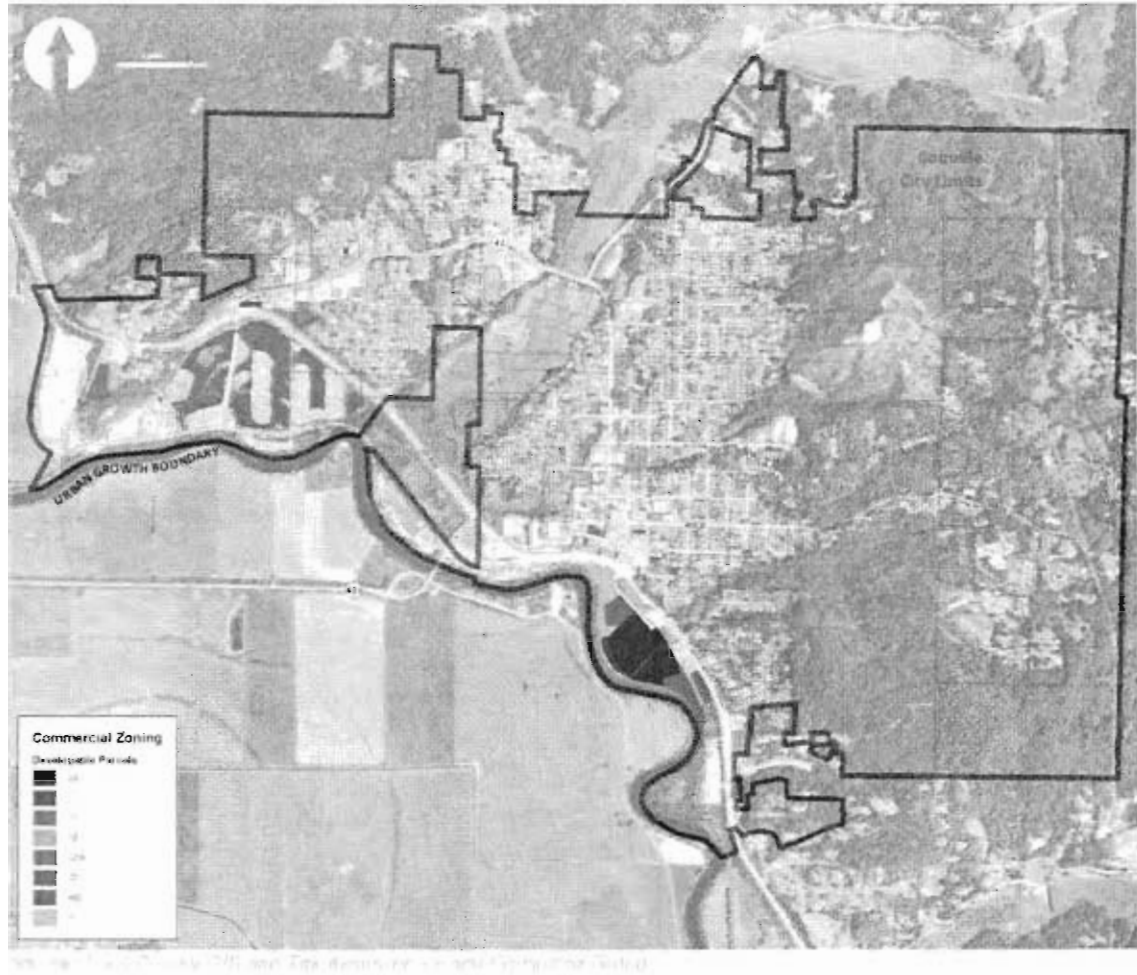
Source: Clatsop County GIS and Tax Assessor, Lander Consulting Group

Table 5. Vacant and Redevelopable Lands by Parcel Size

	C		C1		C2		C2/R		CD		CR		IND		LI		Total	
	count	acres	count	acres	count	acres	count	acres	count	acres	count	acres	count	acres	count	acres	count	acres
Vacant Land	1.0	0.2	7.0	3.5	25.0	6.3	2.0	1.4	2.0	7.8	2.0	16.5	2.0	0.6	1.0	3.0	42.0	39.3
Underutilized			2.0	0.3	7.0	1.0											9.0	1.3
Vacant Buildings			4.0	0.7	3.0	3.2											7.0	4.0
Total	1.0	0.2	13.0	4.5	35.0	10.6	2.0	1.4	2.0	7.8	2.0	16.5	2.0	0.6	1.0	3.0	58.0	44.6

Source: Clatsop County GIS and Tax Assessor, Lander Consulting Group

Figure 9. Vacant and Redevelopable Commercial and Industrial Parcels



RECONCILIATION OF LAND DEMAND AND SUPPLY

This section reconciles the existing land supply in Coquille with projected employment and population forecasts and overall economic trends. It further addresses the reality that some employment growth will be accommodated on existing (developed) sites, and discusses the size of sites that will be needed to accommodate growth in target industries. As shown in Table 6, the City of Coquille will need 18.0 acres of employment land, 13.8 acres of commercial and 4.2 acres of industrial, to accommodate growth for the next 20 years.⁹

The buildable land inventory shows a supply of 44.6 acres of vacant and redevelopable land, 41 acres of which is commercially zoned and 3.6 acres of industrially zoned land. Coquille has a total surplus of 29.5 acres of employment land to accommodate commercial and industrial job growth over the next 20 years. However, most of the surplus is zoned for commercial uses. Coquille barely has enough industrial land to accommodate growth over the next 20 years. It has no large industrial sites. In fact it has no industrial sites that are 2 acres or larger. Should a large industrial employer be interested in locating a heavy industrial use in Coquille, it would not currently be possible to do so. The City should consider expanding its Urban Growth Boundary or rezoning some residential or commercial land in order to have an industrial land reserve for this purpose.

That said, Coquille's commercial zoning has considerable flexibility to accommodate many of the small industrial-type users, such as cabinet or countertop production, auto repair, food production, and other light industries within the commercially zoned areas. For example, zones C1, C2 and CR permit manufacturing and production as long as it is in a fully enclosed structure, with C2 and CR considering manufacturing in an unenclosed structure as a conditional use. C2 and CR zones would consider warehousing and freight as a conditional use, but it would not be permitted in C1.¹⁰ Therefore the lack of industrially zoned land might not restrain small industrial users from locating in Coquille.

Table 6. Reconciliation of Land Demand and Supply

20 year Employment Land Supply and Demand Reconciliation									
	Supply			Demand				Reconciliation	
	Vacant	Redevelopable	Total	Employment Demand	Infill and Intensification of sites		Total	Surplus	(Deficit)
	(acres)	(acres)	(acres)	(acres)	(%)	(acres)	(acres)	(acres)	(acres)
Commercial Lands	35.7	5.3	41.0	13.8	15%	(2.06)	11.7	29.3	0.0
Industrial Lands	3.6	0.0	3.6	4.2	20%	(0.85)	3.4	0.2	0.0
Total	39.3	5.3	44.6	18.0		(2.91)	15.1	29.5	0.0

Source: Local Entity GIS and Data Access; Land Consulting Group

Short-term Supply

In some cases it is important to consider the short-term supply of readily available land if a large amount of the vacant land is not served by streets or infrastructure, which might impede development in the short term. Since the vacant land inventory in Coquille is well-served by existing infrastructure – streets, sewers, and other utilities, it can all be considered available for short-term needs. Coquille has had a hard time attracting new investment, and as such, it is anticipated that the short-term land needs would

⁹ For example, Roseburg Forest Products is the largest manufacturing employer in Coquille with 320 employees in 2008. It is likely that some employment growth might take place within the existing facility before it needs to expand, either through site intensification or through additional work shifts throughout the day.

¹⁰ MuniCode, Coquille, Oregon, Code of Ordinances >> Title 17 - PLANNING AND ZONING* >> Division II. - Land Use Districts >> Chapter 17.28 - COMMERCIAL DISTRICTS >>

be accommodated through development of the GP Site and through redevelopment of existing vacant buildings in the Downtown, as these would be the most feasible for development and may have special financing options or other incentives through urban renewal to attract investment.

KEY FINDINGS

In conclusion, the City of Coquille has more than enough commercial land supply to accommodate the next 20 years' worth of employment growth. However, the City should consider setting aside some land for industrial reserves, as the next 20 years worth of growth is expected to consume all of the vacant and redevelopable industrial land within the UGB. Considering the changing nature of employment, diversifying and moving from a heavily natural resource and industrial focused economy to more of a healthcare, tourism, and value-added product economy makes sense for the City of Coquille.

- **Short-term economic sluggishness.** The economy is expected to continue its anemic recovery over the short-term, with little development occurring through the remainder of 2012. However, it is an excellent time to prepare for development by entitling property and putting other strategies into action that will help Coquille to be able to turn a development into reality when the opportunity presents itself.
- **Unemployment improving.** Although still high, the unemployment rate is improving, and in fact the BLS expects a labor shortage by the year 2020. Some industries will not be able to replace the number of retirees as quickly as they will be retiring and the aging of the Baby Boomers is expected to shift employment growth toward healthcare and related services.
- **Coquille is capturing its fair share of total County employment.** Coquille has six percent of the County's population but is currently capturing eight percent of the County's employment.
- **Demographic Trends.** Baby Boomers are aging and will require additional healthcare and related services. Coquille has a disproportionate number of residents age 65 and over, which is expected to grow by 6,500 more by the year 2030. An overall labor shortage is expected by the year 2020, as Baby Boomers retire in large numbers.
- **Healthcare.** Healthcare is the fastest growing industry nationally. It will be especially important to Coquille, which already has a greater proportion of seniors, and is expected to age considerably through 2030.
- **GP Site.** The GP site is critical to the future of Coquille. The site is well-located on Highway 42, at the entrance to Downtown and overlooking the river. It is served with infrastructure and utilities, and is ripe for a public private partnership with the right developer. A development on this site will start to generate much needed urban renewal funds to help support other improvements in the Downtown Urban Renewal Area, which could prove transformative for Coquille.
- **Shortage of industrial land.** The buildable lands inventory indicates that Coquille has just enough industrially zoned land to accommodate the projected 20-year demand for industrial land, especially since the City owns the majority of the vacant industrial land and is actively seeking to develop it. However, the parcels are small and/or constrained and there are no industrial parcels that are 2 acres or larger in size that could accommodate larger users. The City should consider designating some industrial reserves or rezoning existing land to accommodate future industrial growth.

ECONOMIC DEVELOPMENT IMPLEMENTATION STRATEGY

The City of Coquille is in the same boat as many other small towns in Southwestern Oregon. It has seen decades of decline in forestry, suffered population losses, especially in the younger age groups, and the Great Recession has taken its toll. However, the national economy seems to be recovering. The forestry industry, after reaching its peak production era and then suffering a long slow period of decline, seems to have stabilized, and in fact opportunities are emerging for specialty products such as "green" sustainably harvested lumber and timbers for use in sustainable buildings, especially LEED certified buildings. Building off a strong local heritage in forestry and agricultural products, there are opportunities for independent craft manufacturing, such as unique local food products—cheeses, beer, wine, etc., or artisan collectibles—glass, furniture, etc.

Coquille has a unique opportunity, and many advantages compared to other small towns in Southwestern Oregon. First of all the City owns a large parcel of land in a prime location with scenic views over the Coquille River, direct access to and visibility from Highway 42 at the entrance to Downtown. Downtown has an emerging cluster of antique and collectible shops, with business owners that seem interested in working together to promote the City and each other. Coquille is the county seat, and has a new hospital which could make it attractive to seniors and others in the region. Combined with a more moderate climate than coastal cities, Coquille is well positioned to become a destination for tourist-oriented manufacturing and retail services, and retirement-related services.

More and more, people are looking for authentic experiences in unique places. With dedicated leadership and a forward looking vision, Coquille could use the GP site to create a mixed use, craft commercial village that would attract residents and tourists alike, serving as a catalyst and creating additional opportunities for other businesses in the Downtown and beyond. As shown in Figure 10, the GP Site could accommodate several compatible uses, including a craft industrial facility that also includes a small retail component, such as a small food manufacturing company or artisan shop. Examples include cheese making, brewery, furniture manufacturer, or a glass blower. Senior housing is another element envisioned for the site taking advantage of the scenic views overlooking the river, as well as the proximity to the new hospital. A restaurant would work well in this area, also taking advantage of the scenic view of the river and future Riverwalk, while located conveniently just off Highway 42, helping to create a destination for tourists.

Part of the site has already been sold to McKay's Market. Completion of the grocery store will be essential to the success of the Village and would be compatible with other uses envisioned for the site. This would be attractive to seniors living nearby that would be able to walk there for their daily needs. It would also be compatible with a local food manufacturing facility, and could build some synergy by hosting a small produce stand or other seasonal outdoor display that would help attract passersby and add vitality to the area.

The City has plans to create a Riverwalk, which would be an attractive amenity for both residents and tourists, and could connect the site to Sturdivant Park to the northwest. The site lies at the entrance to Downtown and could build synergy with businesses in the Downtown by creating a safe connection across Highway 42 into Downtown. It would also help to announce the presence of Coquille to visitors in the region and in conjunction with signage could divert traffic into Downtown.

Networking, outreach, and marketing to local and regional entrepreneurs will be important to find business owners and artisans to fulfill the vision for the GP Site. Local community colleges like Southwestern Oregon Community College in Coos Bay, which hosts the Oregon Coast Culinary Institute, or Umpqua Community College in Roseburg can help find emerging talent or provide the resources needed to build capacity of existing entrepreneurs within the community.

One strategy employed by a number of regions across the country is to "bring the best and brightest back." This would involve reaching out to previous residents of Coquille that have moved away for educational and job opportunities, but may still have strong family and community connections. Combined with an entrepreneurial opportunity to create their own business, such a recruitment effort could pull these former residents back to Coquille. Other potential recruits include retirees from other

parts of the Pacific Northwest that may want to turn a woodworking, glass blowing or other artisan hobby into a business, and who are also attracted to the quality of life Coquille has to offer.

As with most economic development strategies today, the success of Coquille's efforts will not depend on any single effort such as recruiting a major employer, fixing a piece of infrastructure, or providing a particular financial incentive. Instead, success will build off of the coordinated efforts of many partners and many small projects that will combine to create a dynamic environment of activity that draws people and investors to Coquille generally and the GP site specifically.

Figure 10. The Development Concept—Craft Commercial Village

Craft Commercial Village			
Craft Industrial 	Could be multi-tenants in one location, sharing studio space, kitchens or retail storefront Could be individually located in industrial areas and commercial village, depending on use Brewery could co-locate with restaurant Food producer could have retail location with McKay's	1 to 10 acres	Examples include: brewery, cabinet mfg., wood working, artisan crafts, specialty foods (cheese, wine, nuts/berries, bakeries), small metalworking, or glass blowing Need to protect residential areas from noise, etc. created by some uses Will help draw tourists
Grocery 	McKay's market has purchased site Visible from Hwy 42	2 to 3 acres (Current vacant location on GP Site)	Include seasonal farmer's market or fruit stand Could partner with a local food manufacturer on site to create synergy and draw tourists

Housing 	Overlooking River, away from Highway 42 Close to amenities such as grocery store, Riverwalk	5 to 15 acres	Needs safe pedestrian crossing into Downtown Could take the form of cottages, apartments, townhomes Could be a continuum of care facility with progression of services
Restaurant or Brewpub 	On wetland overlooking the river and Riverwalk Visible from Hwy 42	1 acre	Brewpub could be in conjunction with brewery Tourist-oriented Outdoor seating

Action Items

The following action items will be necessary to turn the vision described above into a reality. It will require dedicated leadership and a concerted effort on the part of City officials, business leaders, and economic development and other organizations to ensure success. This is a coordinated strategy, in which all of the actions work together to create the conditions necessary for the success of a Craft Commercial Village.

- Coordinated marketing campaign.** There needs to be a coordinated marketing campaign that promotes the entire community of Coquille, from the Downtown to the GP Site, to the Hospital and the overall quality of life the City has to offer. This marketing campaign has to reach beyond the city limits to attract travelers along I-5, Highway 101 and beyond. Coquille has a great story to tell, one full of history and economic opportunity. Marketing the story is essential to the strategy's success.
- Complete the Riverwalk.** This is an important amenity that will help attract residents and employees to the site. Visible from Highway 42, the Riverwalk will be an important gateway to the community that advertises to passers-by that there is something worth stopping for in Coquille. This should be coordinated with proposed development of the GP Site.
- Address the pedestrian crossing from the GP Site to Downtown.** The success of the GP site will require safe and accessible pedestrian access between the site and the Downtown. The current crossing, while signalized, is very long for pedestrians, especially seniors. Potential improvements could include creating a median at the intersection to serve as a pedestrian refuge (as well as a potential landscaped gateway to the city). The City should also consider asking the Oregon Department of Transportation (ODOT) to designate this as a Special Transportation Area, which would allow special treatment on the Highway as it runs adjacent to Downtown Coquille including a narrower right of way, slower speeds, and more on-street parking. This will be especially important for seniors

who may not feel safe crossing a highway as is, and for tourists who might stop and consider walking into Downtown.

- **Signage improvements.** Signage could be installed in conjunction with the pedestrian crossing. Signage would announce the Downtown to visitors and tourists, helping to drive traffic and potential customers into Downtown. The City should also consider signage along I-5 or along Hwy 101 that directs travelers to the City of Coquille. These efforts would also need to be coordinated with ODOT.
- **Completion of McKay's Market.** Located at the entry to the GP site, the McKay's Market parcel remains empty. The development of this parcel as a new full-service grocery store will be an important amenity that will help draw senior housing and other compatible uses. With its location at a signalized intersection on Highway 42, it will further encourage travelers to stop in Coquille.
- **Designate industrial reserves.** The amount of industrial lands within the city is barely sufficient to accommodate future industrial uses. Many industrial uses such as food manufacturing could be accommodated in commercially zoned areas under the current zoning code. However, there are not sufficient large parcels to accommodate a large heavy industrial user that might like to locate in the city. The City may want to consider rezoning other land or expanding its urban growth boundary to create larger parcels of heavy industrial land to accommodate such a user.
- **Entitle the GP Site for development.** It is unlikely that a master developer would want to take on development of the entire GP Site. Therefore the City can serve as land developer for the GP Site, removing barriers and preparing the site for development by one or more developers by ensuring that the development rights are clearly defined for the site while remaining flexible enough to accommodate specific development projects as interest is expressed. For example, a housing developer might not have the expertise or interest to develop a restaurant and vice versa, so having the property divided into separate developable parcels, that are properly zoned will facilitate development over time. Individual steps for the entitlement process include:
 - **Clarify floodplain issues.** Conflicting information has surfaced during the site analysis regarding the floodplain and the GP site. Official documents indicate that the property is in the 100-year floodplain. However, interviews with local professionals indicate that part, or all, of the site has been filled to remove it from the floodplain, and that such action would conform to the Coquille River Estuary Management Plan. The City needs to clarify this issue in order to prepare the site for development and remove any doubt about future development rights.
 - **Infrastructure.** The City will need to determine scope, cost and feasibility of extending Mill Avenue and utility improvements further south, including the capacity of existing utilities and traffic capacity at the intersection of Mill Avenue and Highway 42.
 - **Parcel boundaries and ownership.** The City of Coquille will need to confirm that the boundary and ownership information and potentially make lot line adjustments to subdivide the site into development-ready parcels.
 - **Coquille Comprehensive Plan and Zoning Code.** The City of Coquille will need to confirm the Comprehensive Plan and zoning designation of the GP Site, as there are multiple maps in circulation. Subsequent to this EOA, the consultant team will make recommendations on an overlay zone that supercedes existing zoning and enables the desired uses. The overlay should: 1) allow for an integrated mix of uses that creates a dynamic seven-days-a-week environment with employment, service, and residential uses; and 2) establish design criteria to ensure that projects that will be built, which will likely be built over several years by different developers, all meet a high design standard that respects the relationship to the river and provides a coordinated architectural style throughout.

Additionally, the City will need to confirm that the Coastal Shorelands Policies are relevant to the GP site and that compliance with Coquille's Comprehensive Plan and zoning code will constitute compliance with the Coquille River Estuary Management Plan. If this is the case, then it will be possible to determine whether is appropriate for the proposed development concept or should be changed; and whether additional zoning designations, such as the Estuarine / Coastal (/EC) Overlay or the Riparian Corridors (/R) Overlay should be applied to

the GP Site. These determinations should be made before work proceeds on development of a new mixed-use zoning overlay for the GP Site.

- **Outreach to Developers.** While the property has been on the market for several years, very little development has taken place so far, namely the relocation of the Coos-Curry Electrical Cooperative. Since the real estate market and regional economy is still uncertain, the City should conduct targeted outreach to local and regional developers to solicit input on how to accelerate development of the site. This outreach could include small focus groups or roundtable discussions or one-on-one meetings to explore ideas. When the market timing is right, the City should consider a competitive process like a request for qualifications to solicit a master developer.
- **Continue to implement the Downtown urban renewal program.** Downtown Coquille has seen several new investments, in part supported by the urban renewal program. This includes new signage, several storefront improvements, and the upcoming remodel of the pool. These projects, and others that are planned, will combine to maintain Downtown Coquille's character as one of Southwest Oregon's most charming downtowns. Maintaining the health of the Downtown is essential for the success of the GP site, as the two areas will have a symbiotic relationship with each providing a unique set of services and experiences that combine to create a compelling experience for visitors and residents.

Many of these action items can begin immediately. It may take some time to see results, but the planning and organizing can start to produce excitement in the community and get the word out the Coquille is open for business. Some, like the marketing, will be an ongoing project that needs to be continued. Taking these initial steps will ensure that the City is ready when the next wave of development comes along and the opportunity aligns with the right investor.



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