

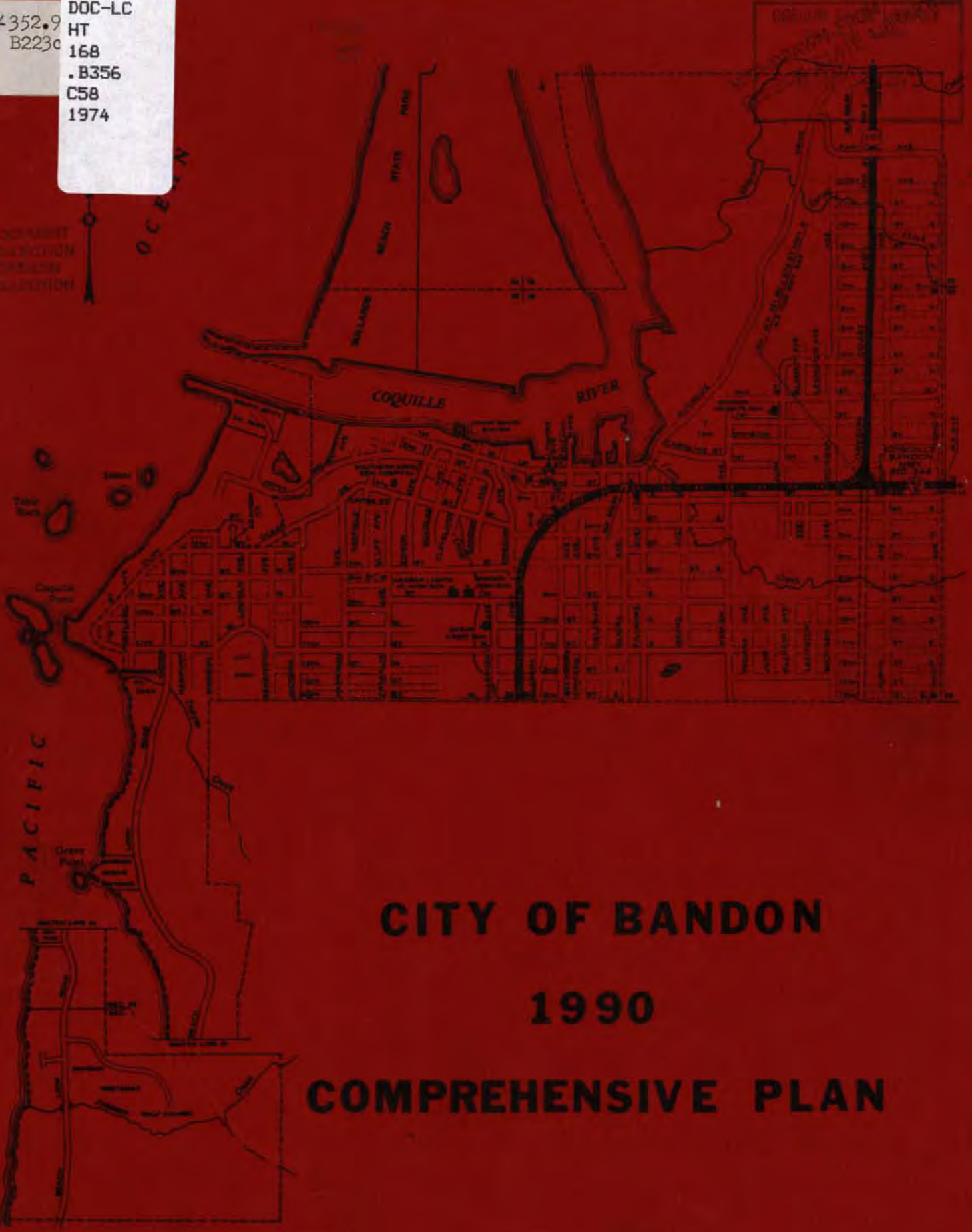
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CITY OF BANDON

1990

COMPREHENSIVE PLAN

Published July, 1974 by the Coos-Curry Council of
Governments, P.O. Box 434, Coos Bay, Oregon 97420

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INTRODUCTION

The publication of the Bandon 1990 Comprehensive Plan represents the culmination of one year's efforts by the City of Bandon and the Coos-Curry Council of Governments (C-CCOG) to develop a long-range comprehensive plan to aid in the future orderly growth and development of the Bandon area. Preparation of the plan was financially aided by a federal grant to the City of Bandon from the Department of Housing and Urban Development. The city contracted with C-CCOG for professional staff assistance in preparing the Plan. Local citizen input was coordinated by a seven-member steering committee composed of representatives from the City Council, the City Planning Commission and the general public.

Preparation of the Bandon 1990 Comprehensive Plan was based on several preliminary surveys and analyses. These studies and their related findings are presented in chapters on physical characteristics, socio-economic characteristics and inventories of existing land use and public facilities. The Plan itself contains elements on land use, public facilities and housing.

In terms of form, the Plan is not a zoning ordinance or a detailed blueprint for specific development of physical facilities. Rather, the Plan is long-range and comprehensive, and is intended to serve as a flexible guide for making decisions on specific development proposals made for the Bandon area through the year 1990.

CHAPTER I

PHYSICAL CHARACTERISTICS

GEOGRAPHIC SETTING

Bandon occupies what can well be described as a natural townsite, an area of high, flat ground overlooking the mouth of the Coquille River. There is enough level land to accommodate a fairly large population, and a bluff on two sides affords a fine view of the ocean and the river and the coastline to the north. The long sandy beach below the bluff, the high rocks offshore, the mouth of the river flanked by rock jetties--these are features that help to give Bandon its special quality.

The town lies 23 miles south of Coos Bay on the Oregon Coast Highway (U.S. 101). Up to 1961, when the Davis Slough cutoff was first opened, southbound traffic reached Bandon circuitously by way of Coquille. The new stretch of highway has greatly improved access to Bandon from the Coos Bay area. At the same time recent improvements on Highway 101 in Curry County have increased coastal traffic from the south.

Bandon is reached from Interstate 5, the major north-south route, by way of Oregon Highway 42 from south of Roseburg. This state primary highway is now being upgraded to provide faster access to the coast from the Southern Oregon cities and for California traffic northbound on Interstate 5.

Nearest rail service is at Coquille, from where a branch line of the Southern Pacific Company connects with the main line at Eugene. The nearest commercial airline service is at North Bend. The State Board of Aeronautics owns an airstrip just south of Bandon.

The Bandon area has a mild, marine climate. Mean temperature is about 50 degrees in January and 60 degrees in July. Rainfall averages around 60 inches a year. From May through August the coastline is subject to fairly strong prevailing winds from the northwest. In the winter the winds are from the southwest, and except for occasional winter storms they are apt to be more benign.

The mild, moist climate supports a rich natural ground cover of salal, wild rhododendron, pine, and cyprus and a remarkable stand of gorse. The pleasure passing motorists may take from the brilliant yellow of the gorse in full blossom is in delicate balance with the feelings local residents have for what is perhaps less a flower than a fire hazard.¹

GEOLOGICAL CHARACTERISTICS

The map in Figure 1 shows the general locations of the various geological

formations found in the Bandon area. Below is a brief description of each of the formations indicated on the map.

Quaternary Alluvium (Qal)

This formation consists of varying proportions of unconsolidated clay, silt, sand and gravel.

Marine and Stream Terraces (Qt)

These terraces consist of elevated deposits of loosely compacted, rudely bedded sand with pebbly horizons near the base and with organic matter locally. As mapped, these terraces include the Coquille Formation, which consists of poorly indurated conglomerate, sandstone, mudstone and clay.

Otter Point Formation (Jop, Js)

The Otter Point Formation is composed primarily of highly sheared melanged sedimentary rock (Jop) with subordinate volcanic strata, pods of chert, and bodies of blueschist (Js).

Coaledo Formation (Tec)

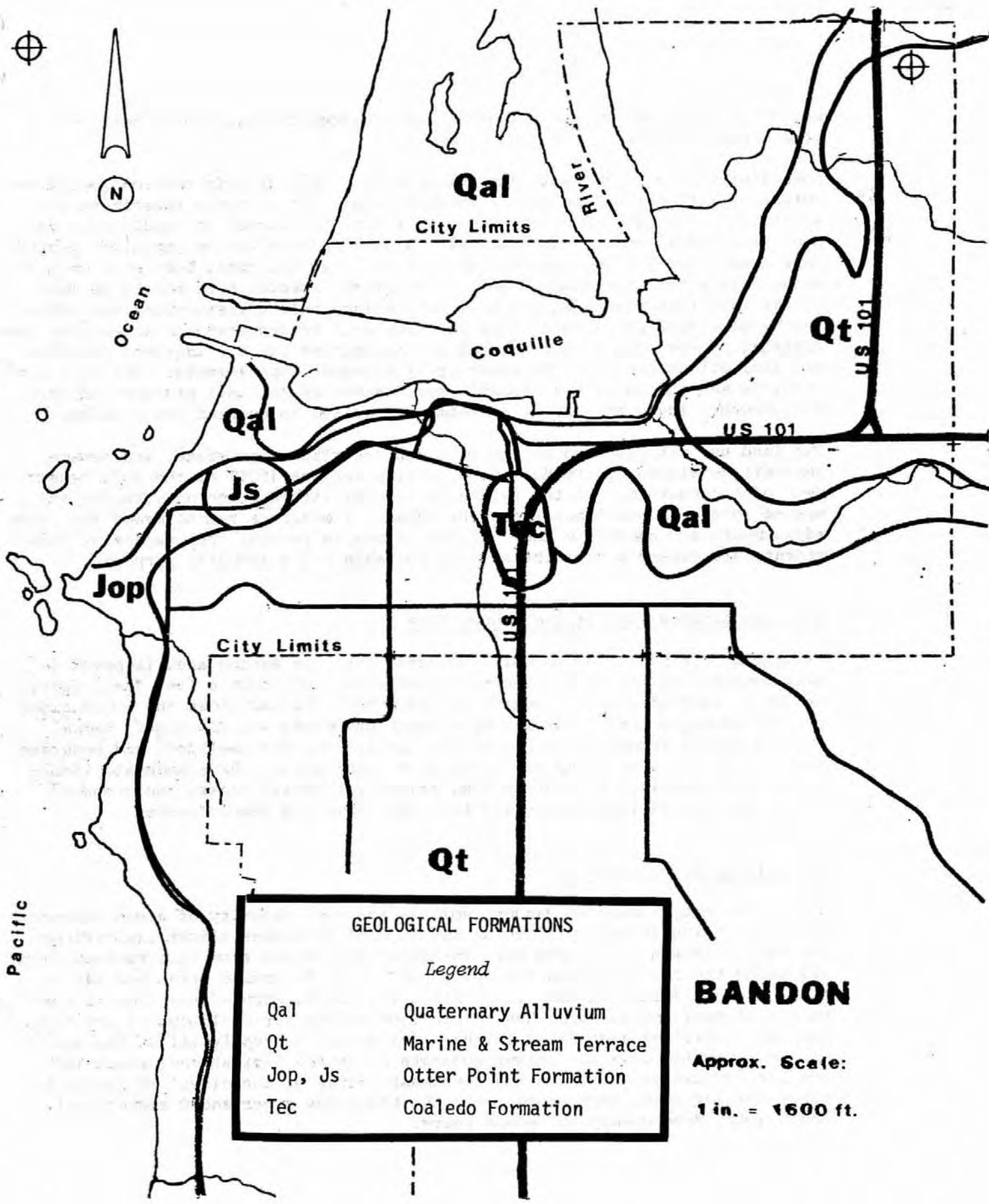
This formation consists of three members. The lower and upper members consist of coal-bearing, cross-bedded tuffaceous sandstone. The middle member consists of thin-bedded siltstone with minor sandstone.²

SOIL LIMITATIONS AND URBAN DEVELOPMENT

Soil Interpretation For Planning

The classification of soils for agricultural purposes has been practiced in this county for many years. The relationships that exist between soils and crops, cultivation, grazing, and forestry have been extensively studied in the past. Of more recent origin, however, is the study of the relationships between soils and urban development. The physical qualities of the various soil types in a community have been recognized to be of paramount importance not only to farmers, but also to civil engineers, urban planners, sanitarians, architects, and land developers. The mismatching of soil types and urban developments can be a costly error. Besides being costly, errors of this type can endanger the health, safety and welfare of the public. Foresight in using qualified soils interpretations and individualized inspections of land parcels can avoid the misuse of certain soils for urban developments. Soils inspection can help ensure that urban developments are planned for locations and areas

Figure 1



GEOLOGICAL FORMATIONS

Legend

- | | |
|---------|-------------------------|
| Qal | Quaternary Alluvium |
| Qt | Marine & Stream Terrace |
| Jop, Js | Otter Point Formation |
| Tec | Coaledo Formation |

BANDON

Approx. Scale:

1 in. = 1600 ft.

where the soils are capable of accepting the demands that the planned uses place upon them.

Some limitations of the soil map which is discussed in this section should be noted. First, the map is not of intense detail and is not a substitute for an actual investigation of the soils in a specific parcel of land. Soil mapping is accurate only on a relatively large scale and within any given plotted soil area there can be important variations, that is, small bodies of contrasting soil within the mapping unit. Therefore, special note should be made of the fact that this soil map does not replace onsite inspections and testing by qualified personnel. Secondly, the soil interpretations assess the limitations of the soil in its natural or undisturbed state. Inherent problems and limitations can often be overcome by man-made improvements. The soil limitations map indicates the probable seriousness of the soil problem and thus the probable scale of size of investment required to correct the problem.

The land use ratings used in the soil map are slight, moderate, and severe, and were developed by the Soil Conservation Service (SCS) of the U.S. Department of Agriculture. If the rating is slight, little or no adjustments are needed in use and no limitations are shown. A moderate rating means that some adjustments are needed in use. If the rating is severe, then extensive adjustments are needed before the soil is suitable for a specific purpose.

Soil Limitations Map for the Bandon Area

The map in Figure 2 showing soil limitations in the Bandon area is based on data compiled by the Soil Conservation Service (SCS) from a 1965 field survey (which is currently being updated by the SCS).³ The map shows the limitations of various soils for (1) dwellings without basements and (2) septic tanks. Soil in darkly shaded areas has slight limitations for dwellings and moderate limitations for septic tanks. Areas with light shading have moderate limitations for dwellings and severe limitations for septic tanks, and unshaded areas have severe limitations for both dwellings and septic tanks.

Limitations on Development

Within the city limits of Bandon, soil in the vast majority of areas currently containing significant residential development possesses slight limitations for dwellings without basements. The major variations from this pattern occur (1) along the bluff, (2) on the jetty, (3) along Riverside Drive and (4) in the southeast corner of the city. Along the bluff, much of the area is comprised of sand and as such, has severe limitations for buildings of any type. Similar conditions also exist in the Jetty area. Virtually all of the soil in the Riverside area has either moderate or severe limitations; essentially the same situation exists in the southeast corner of the city. It should be noted that of these four areas, only the bluff has experienced significant residential development in recent years.

Figure 2

BANDON SOIL LIMITATIONS*

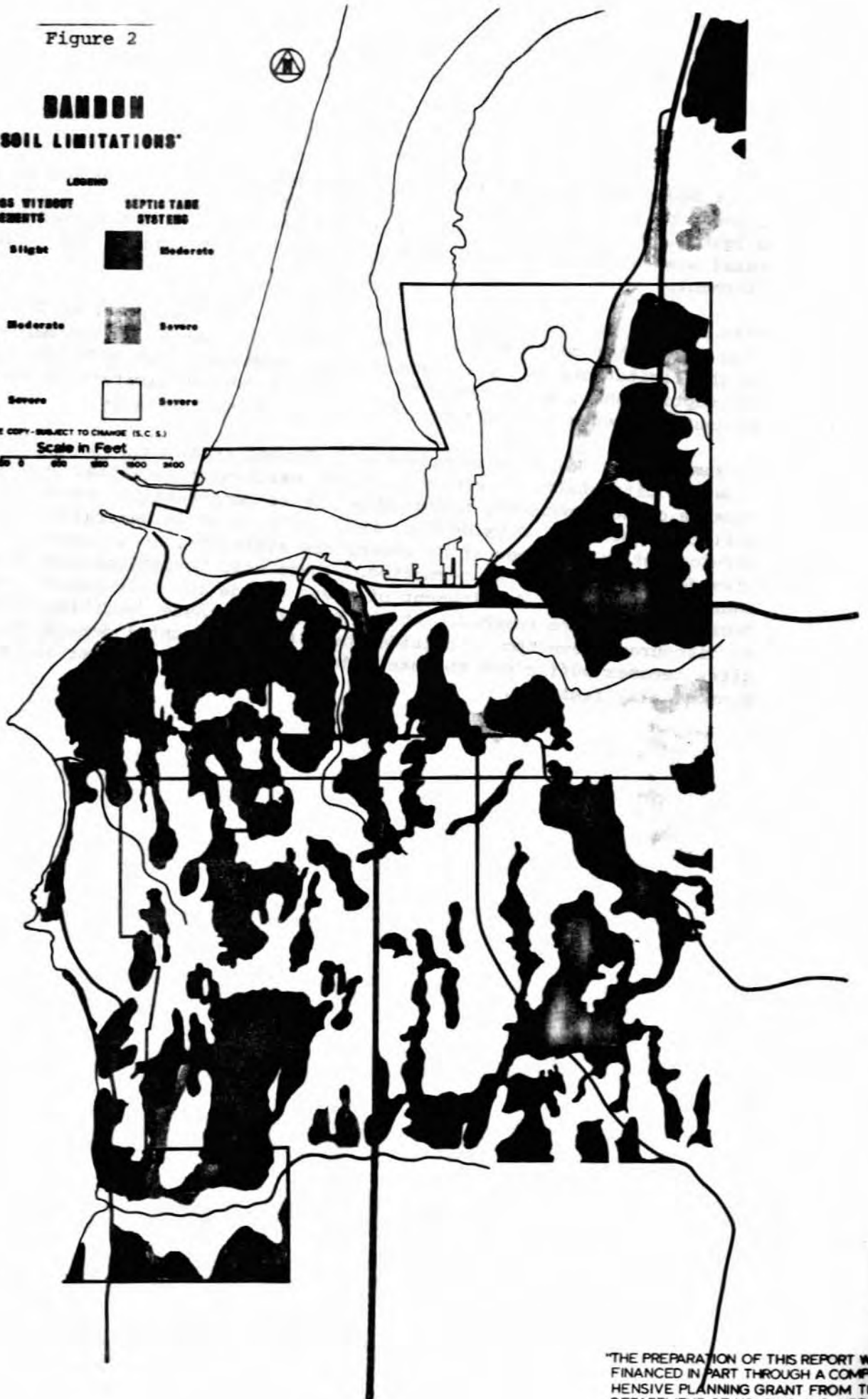
LEGEND

DWELLINGS WITHOUT SEWERAGE	SEPTIC TANK SYSTEMS
Slight	Moderate
Moderate	Severe
Severe	Severe

*SOURCE COPY - SUBJECT TO CHANGE (S.C.S.)

Scale in Feet

0 500 1000 1500 2000



"THE PREPARATION OF THIS REPORT WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT."

Soils south and north of the city limits are generally less suited for development than those in the city. While there are some fairly large areas with slight limitations, the major portion of the soil is best suited for agricultural uses such as cranberry bogs, with severe limitations for residential development.

With respect to suitability for septic tanks, virtually all soil in the Bandon area has either moderate or severe limitations. Areas on the map which show slight limitations for dwellings without basements have moderate limitations for septic tanks, and areas with moderate or severe limitations for dwellings without basements have severe limitations for septic tanks.

In summarizing soil characteristics in Bandon area, soils in those areas inside the city which contain most of the existing residential development are capable of accommodating foreseeable future construction, assuming the availability of sewers. Outside the city limits, soil is generally less suited for development, and indeed if no sewers are available, it is doubtful that extensive development will be permitted. These soil conditions should serve to encourage the gradual development of areas inside the city limits until realistic density levels are reached. At the same time, these conditions should serve to discourage development outside the city limits until demand for building sites becomes sufficient to make orderly extensions of water and sewer lines economically feasible.

CHAPTER II

HISTORICAL BACKGROUND

The first mention of the river named after the Coquille Indians (pronounced Ko-quell) was made when Captain Pleasant Armstrong sailed the schooner *White Wing* into the river to seek shelter from a storm. Later this ship supplied William (Billy Buckhorn) Wike, an early resident trader in the area, with whiskey, tobacco and other goods to trade with the Indians for hides and furs.

In 1851, three French-Canadian trappers discovered gold at what is now called Whiskey Run. They mined for almost a year before the big gold-rush to the southern Oregon beaches began. In 1853, Thompson Lowe took up a donation land claim of one square mile, the first homestead taken on the south side of the Coquille River. The next year, Christopher Long took up another claim of 640 acres just east of Lowe's claim. These two claims were the original town site of Bandon. In 1855, John Hamblock filed claim of 640 acres on the north side of the river. **Hamblock** later married Long's daughter.

With the discovery of gold and with more and more people traveling up and down the coast, a ferry was needed at the mouth of the Coquille River. When Coos County was created by proclamation in 1853, one of its first acts was to license John Saunders to operate a toll ferry at the mouth of the river. About the same time John Hamblock put in a trading post and a ferry on the north side of the river, and friction developed between the Indians and the men at the ferry. The Indians were supposed to have spoken contrary to the dignity of the settlers. About forty miners led by William Abbott came down from Whiskey Run and set up an ambush at the Indians' camp some distance up the river from the ferry. When the Indians came out at daylight to get their morning meal the white men opened fire, killing fourteen Indians.

The ferry changed hands a number of times; W. H. Averill and John Albertson were the owners in 1886. Later Averill bought out Albertson and sold a half interest to George M. Dyer. Averill and Dyer laid out a townsite, and called it Averill. Dyer then sold the townsite to George Bennett, a transplanted Irishman from Bandon County of Cork Ireland. Bennett changed the town's name to Bandon.

In 1890, Bandon had a newspaper, the *Bandon Recorder*, and a post office. The next year Bandon was incorporated and a board of trustees was set up

to take care of the town's business. According to the 1890 census Bandon had a population of 219. Bandon's first sawmill was built by R.H. Rosa about a mile south of town in 1884. That year a one-room schoolhouse was built near the mill and had nine pupils.

Transportation was uncertain in the mid 1880's and lumber sometimes laid on the dock for weeks waiting for a ship to come into the river in search of cargo. Therefore, it was decided that Bandon needed a locally-owned ship to haul lumber out of the Coquille River and bring back needed supplies. A partnership was formed and a set of ways was built south of the present small boat basin. Bandon's first ship, a two-masted schooner named the Ralph J. Long, was built here and launched July 31, 1888. She hauled lumber south and supplies back to the Coquille River for many years.

By 1890, Bandon's population had reached 645, and the port was becoming an important shipping center. The government was spending money to improve the harbor. Tupper rock was being quarried for jetty material, a lighthouse was being built on Rackleff Rock, and a U.S. lifesaving station was in operation. These activities stimulated trade, and an increase in population along the river made Bandon an important trading center. More mills were being built along the river and more sailing ships were making Bandon their port of call. Steamships were running on the river and making daily trips between Bandon, Coquille and Myrtle Point, with all these towns along the river depending on Bandon's port for most of their supplies.

The first major fire to strike Bandon started in a waterfront restaurant on June 11, 1914. It destroyed three blocks of the downtown business district. At about the same time four sawmills burned in the Bandon area and none were rebuilt. The Dollar Steamship Company built a large mill on the south bank of the river just east of the highway 101 bridge. A railroad was built into a huge stand of timber which covered about a hundred square miles and had almost a billion board feet of scale. A railroad wreck crushed and scalded to death six men, and the resulting lawsuits kept the company from ever sawing any timber. In a short time the Dollar Company withdrew its financial support and the timber was never logged until World War II, when it was taken out by truck.

Unlike the above mills, the Moore Mill and Lumber Company recovered from a major fire. The mill, first built by George Cody in 1906, burned in 1909, forcing Cody to sell out to Moore Mill Company who rebuilt the mill and moved the railroad and logging camp into a large stand of timber which lasted for almost twenty years. Moore Mill has owned its own ships to haul lumber to the California market. Over the years the company has lost four ships from stranding or shipwreck.

During the summer of 1892, a new town about three miles up the river from Bandon was built. Adam Pershbaker built a sawmill and shipyard and named the town Prosper. This mill cut about 25 million board feet of lumber a year and Moore Mill cut about the same. Some lumber was being barged down

from the Johnson mill at Coquille. Altogether, enough lumber was being cut to keep five ships hauling out over the Bandon bar.

As the lumber haul out of Bandon grew more lucrative, bigger steel lumber ships crowded out the smaller wooden steam schooners by undercutting prices. These ships in turn were undercut by the big tugs and barges.

After World War I, people started asking for a coast highway for military protection from naval attack. The present Highway 101 was started about 1920. With the coming of hard surface roads that could be used year-around, motor trucks soon took the freight business away from the river boats, and private automobiles took away the passengers. By 1925, most of the river boats were gone from the river. Fifty years ago, a few miles of railroad would put the logger into large stands of old growth fir that could be dumped into the Coquille River and rafted to the mills. At present time it is not uncommon for logs to be trucked a hundred miles or more to supply the mills.

Bandon has always had a diversified economy. Early-day industries included ship-building, sawmills, woolen mills, a broom handle factory, a match factory, a brewery, a salmon cannery and a foundry.

Bandon's big fire of September 26, 1936, wiped out almost all of West Bandon, killing nine people and leaving only two or three buildings. The old First National Bank building that housed the Western World never burned, although the heat broke all the plate glass windows in the building.

After the fire, the Red Cross came in and set up tents for cooking and sleeping, since many Bandon citizens escaped with only the clothes on their backs. One family saved only their milk cow. On the waterfront in the west end of town, the old Brewer building never burned. The building used as the city hall just west of the Brewer building did not burn either. This building is now the Robertson Concrete Products building. The Oriental Hall which now houses the Coast Lumber yard also escaped the fire. The International Cedar Company building that now houses Moore Mill's truck shop was also spared. Most of the northeast part of town did not burn; Moore Mill also escaped.

Shortly after the fire, a Government Planning agency offered the people of Bandon a model city plan. All the land within the city limits would be turned over to the planning board, streets would be laid out according to the master plan, then city lots would be given to the people who owned lots in the old town. Also, Bandon's bonded indebtedness, which was considerable at that time, would be refinanced over a long period of years at very low interest rates. However, the people of Bandon would have nothing to do with the plan. Instead they rebuilt the town without federal aid.

(This history was prepared for the most part by George Welch, a long-time Bandon historian, with minor changes made by the Coos-Curry Council of Governments staff. The staff is indebted to George for his generous assistance.)

CHAPTER III

SOCIO-ECONOMIC ANALYSIS

POPULATION

Characteristics

Bandon's population has fluctuated considerably since 1900, as seen in Table 1. After nearly tripling from 645 in 1908 to 1803 in 1910, the population dropped sharply by 1920 and did not reach 1800 again until a half-century later.⁴ Population fell by nearly 34% between 1930 and 1940, due largely to out-migration following the 1936 fire. Bandon experienced a relatively large gain of 32% between 1950 and 1960, when the population rose from 1251 to 1653. The 1970 U. S. Census recorded a population of 1832, and the 1973 state estimate was 1940.

Since 1970, a high rate of population increase is indicated by current residential building permit activity. Since the start of 1970, the City of Bandon issued 47 building permits for new homes--only 10 fewer than were issued during the entire preceding decade (see Figure 3).⁵ Whether new housing starts will continue at this increased rate will depend heavily on future economic conditions such as lumber prices, interest rates, etc. If this trend does continue, population can probably be expected to rise at a higher rate than the 11% increase experienced during the 1960's. The reason for this increase appears to be related to the growing desirability of the area for retired people, and a very good market for lumber. While the first factor should continue, it is doubtful that the good lumber market will continue. The growing tourist industry is also contributing to the increase (see Section on Economic Trends and Planning Considerations).

A profile of Bandon's population broken down by 10-year age groups reveals a relatively large proportion of total population in the upper age brackets and a smaller proportion falling in the lower brackets (see Table 2). This "top-heavy" distribution is readily apparent when the profiles for Bandon and Oregon are compared as shown in Figure 4. The large proportion of population in the upper age brackets indicates a probable in-migration of people at or approaching retirement age.

As seen in Table 3, Bandon's population gain of 11% between 1960 and 1970 is less than Oregon's 18% gain, but exceeds Coos County's total gain of 3%. Also

TABLE I
POPULATION 1900-1973
BANDON (CITY & CCD)

<u>Year</u>	<u>City</u>	<u>CCD</u>
1900	645	---
1910	1803	---
1920	1440	---
1930	1516	2435
1940	1004	2597
1950	1251	3214
1960	1653	4336
1970	1832	4072
1972	1895 (State Estimate)	---
1973	1940 (State Estimate)	---

Source: U.S. Census of Population

TABLE 2
CITY OF BANDON
POPULATION BY AGE & SEX 1970

<u>Age Group</u>	<u>Male</u>	<u>%</u>	<u>Female</u>	<u>%</u>
Under 5	60	6.98	68	7.00
5 - 14	146	16.98	169	17.39
15 - 24	126	14.65	142	14.61
25 - 34	84	9.77	88	9.05
35 - 44	77	8.95	95	9.77
45 - 54	110	12.79	122	12.55
55 - 64	114	13.25	126	12.96
Over 64	143	16.63	162	16.67
Totals	860	100.0	972	100.00

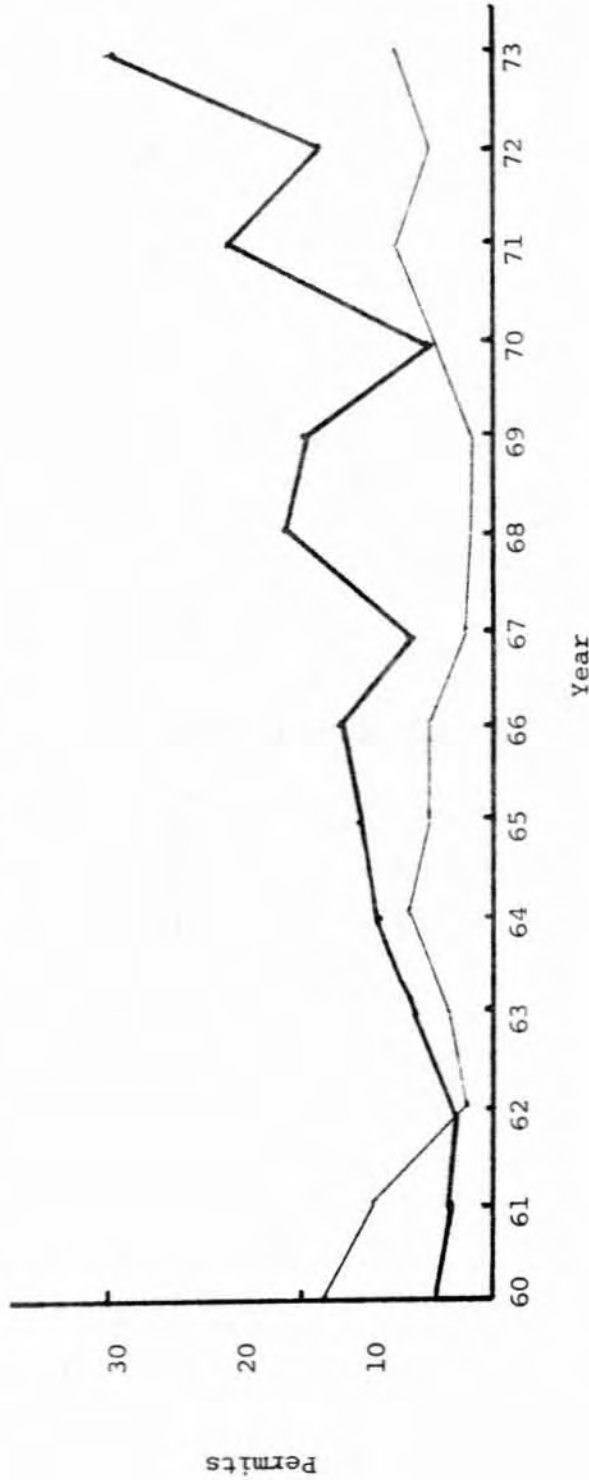
Source: U.S. Census of Population

FIGURE 3

BANDON BUILDING PERMITS 1960-1973*

NEW HOMES (SINGLE-FAMILY) ———
NEW COMMERCIAL BUILDINGS ———

* Through 11/21/73



Source: Building Permit Records, Office of Manager of Utilities,
City of Bandon.

TABLE 3

PERCENT CHANGE IN POPULATION 1960-1970 BY AGE
CITY OF BANDON, BANDON CCD, COOS COUNTY & OREGON

AGE GROUP	BANDON CITY	BANDON CCD	COOS COUNTY	OREGON
Under 5	-31	-45	-29	-12
5 - 19	- 7	-11	8	24
20 - 64	7	- 5	3	19
Over 64	83	51	27	23
Total	11	- 7	3	18

POPULATION BY AGE 1970

Under 5	128	280	4713	164,060
5 - 19	491	1171	17190	608,991
20 - 64	908	2026	29497	1,091,535
Over 64	305	595	5115	226,799
Total	1832	4072	56515	2,091,385

POPULATION BY AGE 1960

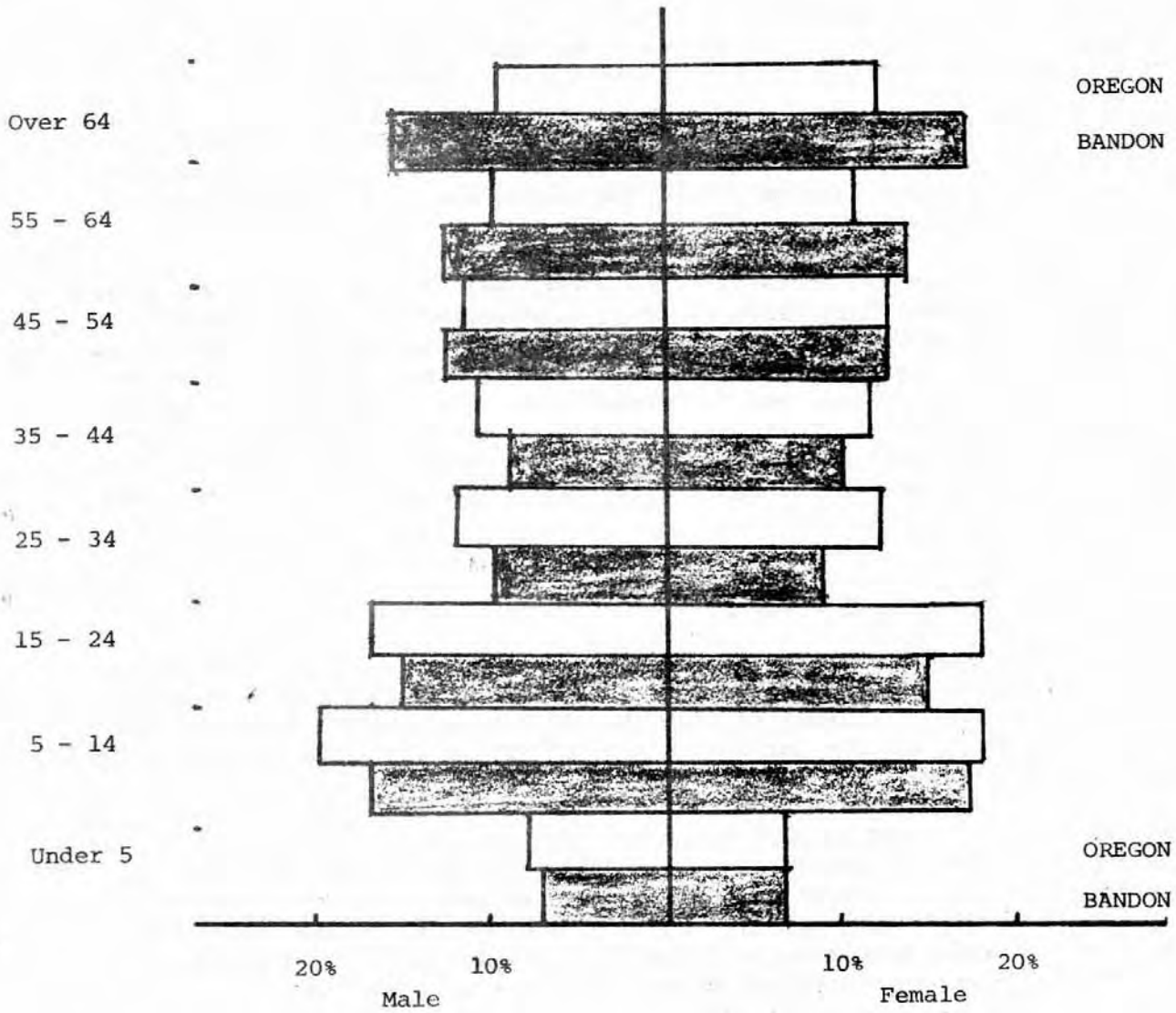
Under 5	185	505	6572	185,454
5 - 19	456	1313	15879	489,966
20 - 64	846	2124	28484	909,614
Over 64	166	394	4020	183,653
Total	1653	4336	54955	1,768,687

Source: U.S. Census of Population

FIGURE 4

POPULATION AGE DISTRIBUTION
CITY OF BANDON & STATE OF OREGON

POPULATION PERCENTAGES BY
AGE GROUP & SEX, 1970



Source: U.S. Census of Population

important is the fact that while Bandon grew by 11%, the Bandon Census County Division (CCD), which includes Bandon and the surrounding area, had a 7% decrease in population. This situation suggests that people in the Bandon area are concentrating in the central city (an opposite trend from the flight to the suburbs evident in many large cities). This shift of population from the outlying areas into the city reflects a decline in both agricultural and forestry employment, as well as an in-migration of older people who usually locate near medical facilities and other services available in the city. The concentration of older people in the city is further evidenced by the fact that persons 55 and older comprised nearly 30% of Bandon's 1970 population as opposed to slightly over 27% of the CCD's population.

In terms of general population characteristics, it should be noted that females comprise 53% of total 1970 population for Bandon but only 51% of that for Oregon. It should also be noted that Bandon has a 1% non-white population.

A comparison of population change between 1960 and 1970 by 10-year age groups for Bandon and Oregon (see Table 4) again accentuates the high proportion of older people in Bandon. The growth rate in Bandon was over twice the Oregon rate for the 55-64 year age group, and over three times the Oregon rate for persons over 64. Also apparent is a general decline in Bandon's population in the working age groups, with the exception of persons aged 15-24, where there was an increase. The increase in this age group in fact reflects the bulge in the 5-14 year age group in 1960 rather than any significant in-migration.

Implications for Planning Purposes

The population characteristics discussed above have several implications in terms of planning for Bandon's future. The concentration of older people, the low proportion of younger people, the shift of population from the rural areas to the city, and the increasing rate of growth all raise important planning considerations.

Given the present heavy concentration of older people in Bandon, plus the probability that more retirees will move to the city, provisions may be needed for adequate medical facilities for the needs of senior citizens. Such facilities would include nursing homes and office space for gerontologists and other professionals specializing in hearing, vision, etc. Benches, horseshoe pits, and other facilities which older people can utilize should be incorporated into the design of park areas, and paths and walkways should be designed to accommodate wheelchairs. In general, public facilities should be designed to permit easy access by all senior citizens. Special design considerations would include such items as ramps at curbs and building entrances, easily readable signs to identify offices and service facilities, adequate handrails

TABLE 4

CITY OF BANDON
POPULATION BY AGES, 1960 & 1970; PERCENTAGE CHANGE

	<u>1960</u>	<u>1970</u>	<u>% CHANGE</u>
Under 5	185	128	(31)
5-14	334	315	(6)
15-24	205	268	30
25-34	200	172	(14)
35-44	187	172	(9)
45-54	234	232	(1)
55-64	142	240	69
Over 64	<u>166</u>	<u>305</u>	<u>83</u>
TOTALS	1653	1832	11

STATE OF OREGON
POPULATION BY AGE, 1960 & 1970; PERCENTAGE CHANGE

	<u>1960</u>	<u>1970</u>	<u>% CHANGE</u>
Under 5	185,454	164,060	(12)
5-14	359,835	405,629	13
15-24	226,583	366,000	62
25-34	203,578	254,577	25
35-44	235,410	225,782	(4)
45-54	213,828	243,391	14
55-64	160,346	205,147	28
Over 64	<u>183,653</u>	<u>226,799</u>	<u>23</u>
TOTALS	1,768,687	2,091,385	18

Source: U.S. Census of Population

and guardrails where appropriate, and wide entrances to public buildings.

The relatively low percentage of children under 5 indicates a possible decline or at least a leveling off in future school enrollment. If such is the case, planning efforts and financial resources which would otherwise be directed toward expansion can instead be directed toward replacement or improvement of existing facilities. School officials have indicated that present plans call for replacement of the high school and one elementary school, and remodeling of the Junior high school and the other elementary school.⁶ It should be noted that past public financing proposals have enjoyed a high level of voter support, owing largely to a strong sense of community awareness on the part of citizens of all ages. Such is not the case in many communities with large concentrations of older people, who are often on fixed incomes. Therefore, all efforts by public agencies to maintain this good sense of community should be encouraged.

The continued shift of population from outlying areas into Bandon will produce increased development pressure within the city. While this trend increases the demand for city services (streets, sewers, water, etc.) it is usually preferable to sprawling, scattered development for several reasons. First, development within the present city limits can be served by existing streets, sewers, etc. at far less cost than would be entailed by extensions of these services to outlying areas. Similarly public safety is promoted by compact development because of faster response times afforded by relative closeness to fire and police stations. Concentration of development in the city also serves to reduce encroachment upon agricultural areas which might otherwise be lost to subdivisions, shopping centers, etc. For these reasons it is desirable for the city to continue to develop the necessary public services to accommodate and encourage this shift. Also, recent state and county legislation in matters such as zoning, building codes and subdivision controls will reinforce the trend for development to locate within the city by imposing the same types of controls on urban development in unincorporated areas as those which have existed in cities for some time. Developers should then find it more advantageous to locate inside the city, where urban services are readily available. This will be particularly true in cases where septic tank permits cannot be obtained in unincorporated areas, thereby making areas served by city sewers more attractive to developers.

Population trends in recent years suggest that Bandon will probably grow at a faster rate than it has in the past fifty years. Increases in population can be expected among older age groups who are attracted by Bandon's coastal location. This prospect implies the need to direct planning efforts toward accommodating existing and additional population with an adequate level of services, while at the same time maintaining the qualities that make the city attractive.

ECONOMIC CHARACTERISTICS

The economic functions of the City of Bandon are diverse for a city of its size, and the city is dependent on a variety of different sources of income. The major economic functions of the city area are listed below:

1. A small lumber and wood product processing "center."
2. A service and processing center for the surrounding agricultural area.
3. The home of a small commercial fishing fleet and processing plant.
4. A retail service center for the South Coast of Coos County.
5. A growing tourism, retirement, and recreation center.

Lumber and Wood Products

There are at present three lumber and wood processing firms located within the Bandon area. The Moore Mill and Lumber Co. is located on the waterfront within the city, and Perry Brothers Veneer Co. is located on the south city limits east of Highway 101. Rogge Lumber Sales is located north of the city on the Coquille River. All of these plants rely primarily on highway transportation to receive their goods and ship to market. This reliance places heavy trucks on the accesses to these plants from Highway 101. The industry also uses barges occasionally to ship goods to market.

Lumber and wood products is Bandon's largest economic sector, and provided an estimated 250 jobs in 1970. This accounted for approximately 4.5% of the Coos County employment in lumber and wood products. In addition, many people living in Bandon probably commute to mills in other areas of the county. The trends of this sector have a large impact on the economy of Bandon.

Agriculture

The City of Bandon is the service center for agriculture in Southwestern Coos County. The major agricultural product of this area is cranberries. Cranberry production is uniquely suited to the soils of the Bandon area. Cranberries are raised in bogs on soils with very poor drainage to permit the retention of water for long periods of time. The blacklock soils of the area readily meet these requirements. The same poor drainage that makes the area suitable for cranberries makes it less suitable for other types of agriculture.

Although very little activity involving cranberries is conducted within the

city itself, the production of cranberries brings considerable income to the area which is then expended on the trade and services of the city. In 1972, cranberry sales totaled \$1,059,000 or 9.2% of the total value of agricultural sales in the county.

Very few cranberry bogs are located within the city itself, but several are adjacent to the east city limits, north of Highway 42-S, and at a further distance to the south of the city. Future development or annexation may encroach upon these areas, and the importance of the bogs to the economy of the city should be carefully considered in planning any such development. While the value of the bogs is sufficient to protect them from direct encroachment, the bogs are dependent on adjacent lands for their water supply. Construction on the adjacent land could adversely affect the cranberry bogs.

Dairying is another agricultural activity in the region that directly affects Bandon. Dairying is Coos County's largest agricultural activity, accounting for 45.5% of the county's total agricultural sales. One of the important cheese processors in the region is located on Highway 101 near in downtown Bandon. This plant is also a significant tourist attraction.

The county's second largest agricultural activity, cattle production, also affects the economy of Bandon since a meat processing plant is located directly east of the city on Highway 42-S.

Commercial Fishing and Seafood Processing

The abundant seafood resources of the coast makes any port city in the region a suitable location for commercial fishing and seafood processing. However, the lack of a large boat basin and a poor jetty crossing have kept the development of this sector low. Presently only a few fishing vessels operate from the Port of Bandon year-around and these boats support only a small processing plant. During the summer months, however, a large number of vessels visit the port. All fishing activity in Bandon is, of course, confined to the city's waterfront.

Retail Service Center

Bandon serves as the trade and service center for an area roughly bounded by Beaver Hill to the north, the coastal foothills to the east and Curry County to the south. While this area is large, the population (roughly 4,500) is low. Consequently, the trade and services of the city reflect only primary services required for day-to-day needs. For a greater range of services, the people usually travel to Coos Bay which is the service center for the entire region. Trade and service activity for this local area is located in the old downtown and the Woodland Heights areas of Bandon, with the focus on the latter.

The people served by the businesses of Bandon derive their income primarily

from forestry, agriculture, and tourism, with a growing retirement population in the area. Consequently, the business climate of Bandon is directly related to the fortunes of the basic economic activities.

Tourism, Recreation and Retirement

The newest but fastest growing of Bandon's economic functions are those related to tourism, recreation, and retirement. The scenic beauty of Bandon, enhanced by the city's location on a bluff overlooking the Pacific Ocean and the Coquille River, makes the city ideally attractive for these activities. This attractiveness is further enhanced by the city's location on U. S. Highway 101 (cited as "one of the most scenic highways of its kind anywhere in the world")⁷ and by the location of a major state park immediately adjacent to the north bank of the Coquille River.

These attractions bring numerous visitors to the city each summer. Within the city this activity is largely focussed along Highway 101, the south jetty, and the beach. These visitors support numerous businesses located along Highway 101 and in the downtown section of the city. A few tourist-related businesses are also located on the bluff overlooking the ocean. Most of this tourist activity is not "destination" oriented but is "drive-through," made up of people stopping at Bandon while visiting several places on the coast. Consequently, the ability of the city to capture this business is related to its ability to induce people to stop while traveling through. Within the present structure of Bandon's tourist trade, businesses interested in capturing this trade must be located near the scenic attractions (the ocean) or along Highway 101.

In addition to tourism, an increasing number of people are attracted to the area for summer or retirement homes. The same factors that attract the tourist are attracting these people. However, the economic impact of second-home and retired people is substantially different. Neither of these groups need to be attracted to business in the same manner as the tourist. The second-home resident would generally use the same services as the full-time resident (though earning their income from another area) and so would the retired person. The retired person, however, would tend to keep purchases more on the necessity level or for things uniquely related to that age group. The fixed income of the retired person and the partial income of the second home resident both produce less of a "multiplier effect" for each person than does the income of the full-time working resident, while the demand for most city services would be largely similar (except the demand for schools, of course).

Because Bandon is the only significant service center for Southwestern Coos County, most of the income generated to the area from tourists, second-home residents, and retired persons is generated within the city, although numerous businesses are located along Highway 101 to the south.

THE QUALITY OF THE ECONOMY

The quality of an area's economic system is dependent upon how well that system provides for the well-being of the people of that area. A common measure of that quality is the income level of the area's residents. Table 5 compares the mean family income of the Bandon Census County Division (an area bounded by the Pacific, Curry County, the coastal foothills, and the Coquille River) to the average income of Coos County and the state. As is indicated, the mean family income for Bandon is equal to 81.8% of the mean family income for the state (almost one fifth lower). As is also indicated, the percentage of people below the poverty level is considerably higher for the Bandon area (17.1%) than for the county (10.1%) or for the state (11.2%).

Table 5 also illustrates the distribution of income in the area as compared to the county and the state. The Bandon area has considerably more families in the two lower income brackets, and far less in the higher brackets proportionately than the state and county.

These figures together indicate that the economy of Bandon is not performing as well for the "average family" as the economy of the state and county. Since the major reason for planning is to enhance the quality of life, planning in Bandon must attempt to reduce the economic problems of the area.

ECONOMIC TRENDS AND PLANNING CONSIDERATIONS

Normally, planning programs should attempt to analyze the economy of an area by sector. However, since only a few firms are engaged in any one economic sector in Bandon, such a detailed analysis is not possible without unduly discussing the affairs of particular companies. Consequently, this analysis will concentrate on the economic trends within each sector in the county. The ability of this area to follow those trends will depend on the ability of each firm to realize its opportunities.

Lumber and Wood Products

The economy of Coos County is heavily dependent upon the lumber and wood products industry. It has been estimated that 68% of all employment is derived directly or indirectly from this sector. However, over the last decade (1960 to 1970) the direct employment in this industry declined from 6220 in 1960 to 5440 in 1970. This decline was largely caused by greater worker productivity (automation), a reduction in the supply of timber, and market trends. (A detailed discussion of these factors is available in Overall Economic Development Plan, Coos Curry Douglas Economic Improvement Association, 1972.)

TABLE 5
INCOME DATA
1970

	Bandon CCD	Coos County	Oregon
Mean Family Income	\$8,753	\$10,157	\$10,695
Persons below poverty level	696	5,736	234,848
Percent of Total Families below poverty level	17.1%	10.1%	11.2%
	153	1,222	46,456
Percent of Total	13.6%	8.1%	8.6%

INCOME DISTRIBUTION

Amount of Annual Income	Bandon CCD		Coos County		Oregon	
	Families	%	Families	%	Families	%
Under \$4,000	258	22.9	2045	13.5	76,650	14.2
\$4,000 - \$5,999	180	16.7	1656	10.9	57,438	10.6
\$6,000 - \$11,999	454	40.4	7124	47.1	234,432	43.2
\$12,000 +	233	20.7	4305	28.5	173,963	32.1
Total	1125	100.0	15130	100.0	542,483	100.0

POVERTY DISTRIBUTION

	Bandon CCD		Coos County		Oregon	
	Persons	%	Persons	%	Persons	%
In Families	530	76.1	4266	74.4	160,744	68.4
Unrelated Below 65	73	10.5	790	13.8	41,735	17.8
Unrelated over 65	93	13.4	680	11.8	32,369	13.8
Total	696	100.0	5736	100.0	234,848	100.0

Source: Oregon State University, Extension Service, Income and Poverty Data for Racial Groups, 1972.

The major problem confronting future growth of this industry is the timber supply situation. An analysis of timber harvesting patterns indicates that the private forests of the region have been heavily harvested, while the public lands are managed on a sustained yield basis which insures that harvesting will be done at a rate at which the forests can be replaced. The high rate of harvest on private lands has reduced that supply of timber, forcing the industry to rely more heavily on public timber, where the yield under present management practices cannot be increased. Although in 1970, 63% of the Coos County timber harvest came from private lands, these lands cannot be expected to continue the present rate of harvest. Therefore, as private lands continue to be depleted, the economy of the area may be expected to decline.

Between 1970 and 1972, employment in lumber and wood products continued its drop to 5,100. This drop was in spite of a very good lumber market which has generally increased production. While it will assist in maintaining the employment level of the industry, this increase in production means that a greater harvest will be made of the private timber stands, eventually causing a more severe decline in employment.

In addition to the productivity increase in the industry and the timber supply problems, the lumber industry has generally shifted from the coastal regions of Oregon into the Willamette Valley. Originally, the location of processing plants was determined by the location of the timber and the availability of water transportation. This led to the establishment of many small mills along the Oregon Coast. However, during the last two decades, timber harvesting moved farther inland, and improved highways have made it possible for the industry to draw its supplies from vast areas. This encouraged the industry to begin concentrating in areas where better highways and rail transport were available to national markets. This shift from the coast to the interior was not as great in Coos County as in the other coastal counties, because of the presence of a deepwater port at Coos Bay. Within Coos County, employment seems to be gravitating toward the Bay Area under the influence of those trends.

In general, then, the economic outlook for Coos County in wood products appears to be a continued decline, with most of that decline occurring in the rural areas. The Bonneville Power Administration has projected that employment in lumber and wood products would decline 18% by 1980 and 35% by 1990. If this occurs, employment in trade and service industries may also be expected to decline.

Agriculture

Agricultural employment in the county is declining, having dropped from 990 in 1960 to 970 in 1970. This decline of 2% is considerably less than the national decline, which was estimated to be 36.6% from 1960 to 1970. This

indicates that although employment is declining, Coos County is substantially increasing its share of agricultural production. This decline in employment may be expected to continue as all types of farming become increasingly automated.

While employment is decreasing, the value of agricultural sales is increasing, having risen from \$8.6 million in 1970 to \$11.5 million in 1972. While the agricultural lands of the region are not the best, production of most agricultural commodities can be economically increased, particularly in livestock production (and cranberries). As nationwide demand increases, production in the district should also increase. Agricultural production, however, accounts for only about 10% of the region's total economic activity, and the increase in agricultural production will not make up for the projected decrease in forest products. In fact, agricultural employment may be expected to continue to decline.

Of particular importance to Bandon, the value of cranberry production is increasing, having risen by 29% between 1970 and 1972. This increase is closely related to the increase in price rather than an increase in production, since cranberry production is a controlled commodity. It has been felt that cranberry production can be greatly increased in the area. However, due to the controls, this increase may be expected to be moderate in order to maintain unit value. While the cranberry market should assure a steady increase in the value of sales, cranberry production could be reduced if cranberry bogs and their tributary watersheds are encroached upon by development.

An increase in dairy production could lead to greater employment in cheese manufacturing in Bandon, if a new plant is established there or if the existing plant is expanded. However, to meet the growing market, such expansion will be highly competitive with other locations.

Employment in meat processing is likely to remain stable. While there may be an increased supply of feeder cattle in the area, environmental restrictions on meat processing in moist climates, plus the economies of scale in the industry, will likely prevent cattle being processed locally.

Commercial Fishing and Seafood Processing

Commercial seafood is a highly competitive industry and therefore the Bandon area will have to compete with many other areas for this industry. The recent rapid increase in demand for all types of foods will probably lead to an increase in this sector. However, that increase will be dependent upon the natural supply of seafood. While many harvested species are at or near their natural potential, the increase in demand may make it economically feasible to harvest new varieties or begin fish farming to a greater extent.

Bandon's competitiveness in this field will be highly dependent upon the Port of Bandon's ability to construct an adequate boat basin and improve the jetty

crossing. Without these improvements, it is doubtful whether a major expansion will take place, although limited growth is possible.

Bandon would have one distinct advantage for seafood processing--the ready availability of sewerage facilities. Many seafood processing plants in other Oregon ports may be forced to close unless adequate sewerage becomes available.

Tourism and Recreation

The most rapidly increasing economic sector on the Oregon Coast is tourism and recreation. Improvements in transportation, an increase in leisure time, and rising personal income in the nation have led to the rapid expansion of recreational activity. Areas of outstanding scenic beauty such as the Oregon Coast have become a major focus of this activity. Until recently, most projections have indicated that recreational activity will continue to increase, doubling by 1990. As such, it was expected that the businesses dependent on this activity would also double, with a subsequent doubling of people earning a living from this trade.

Since Bandon is one of the few places in Coos County with excellent access to the ocean beaches, the area can be expected to retain its role as a major focus of tourism in the county. In conjunction with this rise in tourism, it may be anticipated that second-home residential growth and retirement growth will continue at its rapid pace.

Trade and Services

With the exception of trade and services which depend upon tourists, second-home residents, and retired persons, trade and service expansion is dependent on the trends in the other economic sectors, since trade and services draw on the income brought to the area by these sectors. Consequently, a decrease in employment in other sectors will produce a probable decrease in trade and service employment. However, as average non-inflated income increases, the amount of jobs in trade and services, supported by a given number of jobs in the other sectors, will increase. In general, the average income of all areas is expected to continue to increase, though the increase in rural areas may be expected to be less than the increase in urban areas. Consequently, a decline in basic employment will produce a smaller proportional decline in trade and service employment, and an increase in basic employment will create a slightly higher proportional increase in trade and services.

Economic Prospects

Most projections of the economy of Coos County based on these various factors

TABLE 6

COOS COUNTY EMPLOYMENT PROJECTIONS
1970 - 1990

	1970	1980	1990
Agriculture	975	850	725
Self Employment	3050	2975	2850
Mining*	25	25	25
Construction	450	425	375
Manufacturing	6550	5825	5025
Food Products	(650)	(650)	(650)
Wood Products**	(5400)	(4450)	(3500)
Transportation and Utilities	1550	1500	1400
Trade	2900	3200	3425
Finances, Insurance and Real Estate	575	650	725
Servcies	2200	2550	2825
Government	3025	3600	4125
TOTAL	21,300	21,600	21,500

* Assumes no development of coal resources

** The Coos Curry Douglas Economic Improvement Association projects a greater decline by 1980 - to 3875.

Source: Population Employment and Housing Units, Projected to 1990: Oregon
Bonneville Power Administration, 1973

predict either a decline in total employment or only a slight increase. One such projection was completed by the Bonneville Power Administration. This projection is presented on Table 6. A similar projection, but slightly less severe, has been completed by Oregon State University, in An Economic Analysis of Resource Allocation in the Oregon State Highway Division. As indicated on the table, manufacturing of wood products is expected to decline substantially by 1990. This decline is compensated for by an increase in trade and service employment, boosted by tourism and an increasing multiplier effect. Other sectors remain somewhat stable. It should be noted that this projection is based on existing trends and does not include any major departure from the present economic structure of the county; such as development of coal resources or the construction of a nuclear power plant.

In view of the past trends that indicate a steady shift of economic activity from rural areas of the county to Coos Bay, this slight projected increase would probably be focused there with the rural areas such as Bandon continuing to decline in population.

The Energy Crisis

The discussion of the economic trends above has not included the impact of the "energy crisis." A discussion of the impact of the energy crisis would tend to increase the speculative nature of the analysis since little is yet known of the long-run nature of the crisis. However, if it were assumed that energy of all types (particularly petroleum products) will be increasingly expensive and hard to obtain, several probable impacts can be noted. The greatest impacts will be in forest products and tourism.

Forest Products: The long-term impacts on the forest products industry are probably the most difficult to assess. However, several possible things seem apparent:

1. Water transport is likely to become more desirable, indicating a potential for Bandon in barge traffic.
2. Since increases in worker productivity (automation) are based on energy, the present automation trends in the industry may be expected to slow down.
3. The shift of the industry away from forests toward the markets may be slowed since the movement of bulky logs requires more energy, than finished lumber and plywood. However, locations which are near water and rail transportation as well as the forests will be favored.
4. A scarcity of petroleum stock for the manufacture of plastics may increase research and development of plastic-like products manufactured from wood fibre.

5. Demand for wood fibre for fuel will increase.

Tourism: The tourism of the region is based on drive-through traffic. Reduction in the availability of the petroleum products will have a definite adverse effect on this traffic. However, the energy crisis may increase the amount of leisure time available (discussion of four-day work weeks to conserve energy is now common) which will certainly increase the demand for recreational activity. The effect of these contrary trends would probably indicate a substantial shift from present tourism patterns. First, there will be greater destination activity rather than drive-through traffic. There will be an increasing demand for other types of travel besides by private automobile (charter buses, etc.). Distances traveled for recreational activity will decrease substantially; people are likely to travel great distances only to highly unique areas and stay for longer periods.

Consequently, in order for Bandon to retain its share of recreational activity, the city should consider steps to make itself a desirable destination area rather than a drive-through area. In order to do this, the city must develop its unique qualities, allow for expansion of overnight services, increase its range of recreational services to provide a wider variety of recreational experiences, and consider ways to recruit tourists.

The impact of the energy crisis on second-home residents is less clear. While it will reduce the ability of people to go their second homes, it may also increase the demand for second homes, since second homes are a form of destination tourism.

POPULATION PROJECTIONS

Any population projection is based upon a set of assumptions regarding future occurrences. Different assumptions then will produce different population projections. Because of this, several different projections have been made to provide a full picture of future population levels.

Projection I

The first projection is based upon the following assumptions:

1. That the economy of Coos County will grow at the rate projected by the Bonneville Power Administration.
2. That the proportion of the total county labor force in the City of Bandon will be the same in the future as it is now.

PROJECTION I

POPULATION PROJECTION BASED ON COOS COUNTY
ECONOMIC PROJECTIONS BY THE BONNEVILLE POWER ADMINISTRATION

	1960	1970	1980	1990
Coos County	54,955	56,515	53,700	54,700
% Change		2.8%	-5.3%	.7%
City of Bandon		1,832	1,808	1,819
% Change			-1.3%	.6%

City of Bandon by Age Groups

	1970	1980	1990
0 - 4	128	141	141
5 - 14	315	269	282
15 - 24	268	270	270
25 - 34	172	173	172
35 - 44	172	173	173
45 - 64	472	477	476
65 +	<u>305</u>	<u>305</u>	<u>305</u>
Total	1,832	1,808	1,819

3. That the age-sex specific labor participation rates will remain the same for the city.
4. That migration patterns will be completely determined by economic conditions.
5. That present fertility rates for Coos County will continue.

One of the most important of these assumptions is number 2. As discussed in the section on Economic Trends and Planning Considerations, the share of employment in Bandon of Coos County will decline. If this is not compensated by an increase in commuting, this projection will be too high.

Projection II

Projection II-A is based on the following assumptions:

1. That the population will increase at its natural rate, assuming:
 - a. Fertility rates of Coos County will remain the same.
 - b. The death rate will remain the same (Oregon base).
2. That in-migration patterns will only displace any out-migration.
3. That employment opportunities will increase with the natural rate of population growth.

The projected increase of population of 7.6% by 1990 is considerably less than a projection of Coos County as a whole (23.1%) based on the same assumptions. This is due to the different age structures of the two areas. Also provided for reference is the projected natural increase for the Bandon area (Projection II-B).

Projection III

A third method of population projection is to assume that present migration trends will continue in each cohort age group. This projection also assumes that:

1. Present fertility rates will continue.
2. Employment will keep pace with population growth.

As is indicated, this projection provides a higher rate of population growth

PROJECTION IIA
 POPULATION PROJECTION
 CITY OF BANDON
 COHORT NATURAL INCREASE

	1970		1980		1990	
	Males	Females	Males	Females	Males	Females
0 - 4	60	86	87	87	86	86
5 - 14	146	169	146	155	171	171
15 - 24	126	142	144	168	144	154
25 - 34	84	88	124	140	141	167
35 - 44	77	95	82	87	121	138
45 - 54	110	122	72	92	78	84
55 - 64	114	126	95	114	63	86
65 +	<u>143</u>	<u>162</u>	<u>148</u>	<u>192</u>	<u>134</u>	<u>148</u>
	860	972	898	1035	938	1034
Total	1832		1933		1972	
% Change			5.5%		2.0%	
Cum. % Change					7.6%	

PROJECTION IIB
 BANDON CCD
 POPULATION INCREASE BY NATURAL FACTORS

Ages	1970		1980		1990	
	Males	Females	Males	Females	Males	Females
0 - 4	141	139	203	203	211	211
5 - 14	387	405	342	341	410	413
15 - 24	281	292	384	401	338	339
25 - 34	186	200	276	290	378	398
35 - 44	196	214	181	198	270	287
45 - 54	252	270	185	208	172	192
55 - 64	251	265	145	253	161	194
65 +	<u>297</u>	<u>298</u>	<u>316</u>	<u>376</u>	<u>254</u>	<u>407</u>
	1991	2081	2032	2270	2194	2441
Total	4072		4032		4635	
% Change			5.6%		7.7%	
Cum. % Change					13.8%	

PROJECTION III
 CITY OF BANDON
 PROJECTION BY MIGRATION PATTERNS
 1980-1990

Age	1960	1970	1980	1990
0 - 4	185	128	146	144
5 - 14	334	315	246	260
15 - 24	205	268	253	197
25 - 34	200	172	225	212
35 - 44	187	172	148	194
45 - 54	234	232	213	185
55 - 64	142	240	238	219
65 +	<u>166</u>	<u>305</u>	<u>539</u>	<u>769</u>
TOTAL	1653	1832	2008	2180
% Change		10.8%	9.6%	8.6%
Cum. % Change from 1970			9.6%	19.0%

than that based purely on natural factors. The major reason for this is the continued high rate of growth in the older age groups.

Projection IV

Projection IV combines the employment based projection (I) with the migration based projection (II) by assuming that the age groups under 45 will grow in relation to employment factors, and age groups over 45 will grow in relation to present migration trends. This projection gives a 22% increase by 1990, again composed of an increase in the older age groups.

Projection V

Projection V combines the natural increase projection (I) with the migration projection (III). This projection would produce a substantial amount of growth pressure on the city. However, close examination of this projection reveals that the economy of the area would have to grow 27% by 1990, which under present conditions may be unreasonable. However, if a major economic change occurs, such as the construction of a nuclear power plant, this projection may be the most accurate. Because of this possibility, the planning in the area should be cognizant of this potential.

Of the projections given, projection number IV is probably the one that would provide the best basis for planning in the city itself, subject to any major changes in the economy. As is indicated, the over-65 age group is expected to more than double by 1990, indicating a great demand in services for that age group. In all projections the school age group is projected to decline by 1980 (increasing in some by 1990). This indicates that even under the highest projections, increased services for this group may not be necessary until after 1980. (The construction of a nuclear power plant in the area could dramatically change this. However, because of the tremendous lead time involved, the city will have sufficient time to modify plans accordingly.) The working age groups will have only slight changes.

Planning Projection

Based on the analysis of population trends, and also on citizen input, Projection IV has been selected as the planning projection. This projection is based on a continuation of the area's poor economic conditions and an in-migration of retired people. Should economic conditions improve, Projection V is likely.

PROJECTION IV
 (PLANNING PROJECTION)
 CITY OF BANDON
 POPULATION PROJECTION: ECONOMIC AND MIGRATION

Age	1970	1980	1990
0 - 4	128	141	141
5 - 14	315	269	282
15 - 24	268	270	270
25 - 34	172	173	172
35 - 44	172	173	173
45 - 54	232	213	213
55 - 64	240	238	219
65 +	305	539	769
Total	1832	2016	2239
% Change		10.0%	11.1%
Cum. Change			22.2%

PROJECTION V
 CITY OF BANDON
 POPULATION PROJECTION: NATURAL INCREASE AND MIGRATION

Age	Maximum Growth		
	1970	1980	1990
0 - 4	128	174	172
5 - 14	315	301	342
15 - 24	268	312	298
25 - 34	172	264	308
35 - 44	172	213	185
45 - 54	240	238	219
55 - 64	232	169	259
65 +	305	539	769
Total	1832	2210	2552
% Change		20.6%	15.5%
Cum. % Change			39.3%

CHAPTER IV

INVENTORIES

LAND USE

Residential Areas

Areas of Existing Development: The most notable characteristic of residential development in Bandon is its low density. Most of the land in the city has been subdivided into streets, blocks, and lots, but relatively few of the platted streets have actually been built.⁸

For purposes of analyzing residential land use and housing conditions, the Bandon area has been divided into twelve study zones as shown in Figure 5. Shaded areas represent residential development within each zone. As seen on the Generalized Land Use Inventory Map (Figure 6), most of the zones contain large amounts of vacant land and some zones contain little or no residential development. As might be expected, areas with heaviest densities are all near schools. Density exceeds six dwelling units per acre in only one area near Franklin Avenue and the high school athletic field (sub zone 4-C). Density approaches four dwelling units per acre in the area around Bandon Heights School (zone 8) and slightly exceeds three dwelling units per acre north of the high school between Oregon and Bandon Avenues (sub zone 4-B). Densities in all other zones are below two dwelling units per acre. The largest undeveloped area lies in the southeastern part of the city, east of Grand Avenue and south of Ferry Creek (zone 11 and part of zone 10). Zone 11 contains a large number of lots in city and county ownership as a result of tax foreclosure.

Significant residential "spillover" beyond the city limits has been relatively limited to date. Development has occurred just south of the city limits on both sides of U.S. Highway 101 (sub zone 12-B) and along the Old Airport Road (sub zone 12-A).

Building Trends: The number of residential building permits issued for new homes has risen significantly since the beginning of 1960. Seventeen such permits were issued in the years 1960-64, for a yearly average of 3.4. That rate more than doubled to 8 per year for 1965-69, when 40 permits were issued. The overall rate of 5.7 permits per year for the 1960's has risen by 106% during the 1970's. Since the start of 1970 there have been 47 building permits issued for new homes--an annual average of 11.75.

The map in Figure 7 shows the location of new homes for which permits were issued between 1960 and the present. As seen on the map, new construction has concentrated mainly in the Bandon Heights area (zone 8), the area between the high school and the park (zone 3), and the Beach Loop Road area

Figure 5

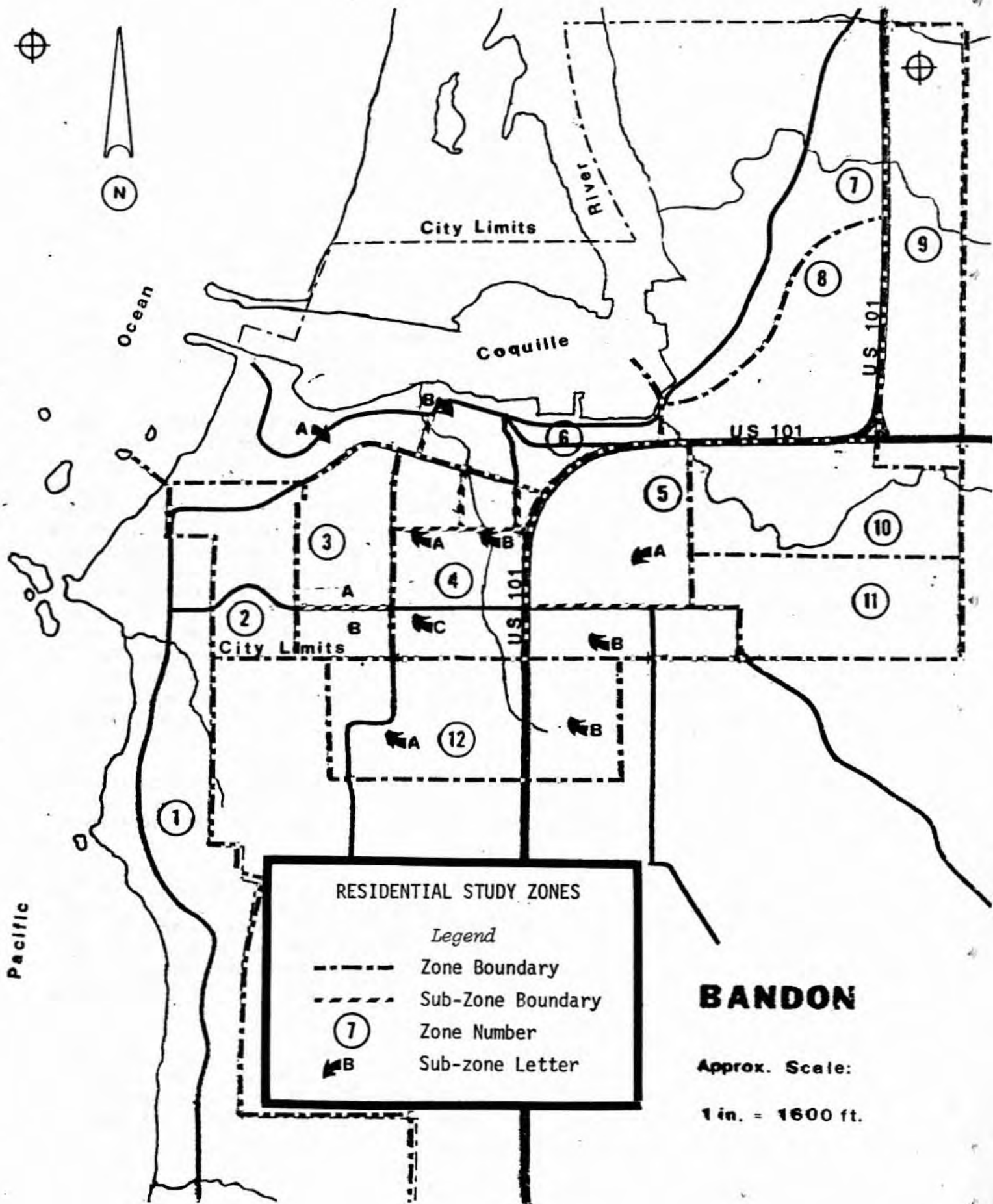


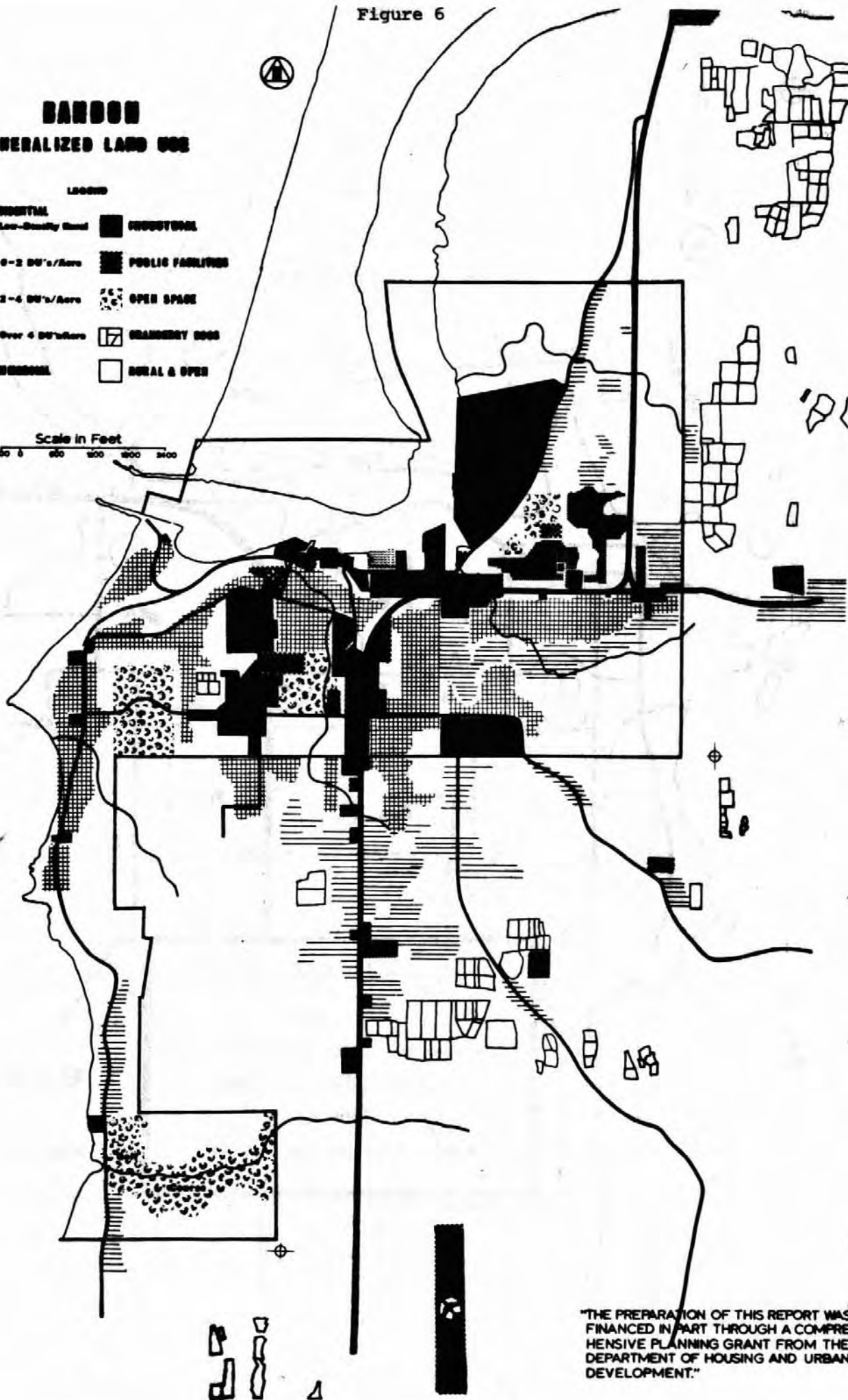
Figure 6

BANDON GENERALIZED LAND USE

LEGEND

	Low-Density Residential		INDUSTRIAL
	0-2 DU's/Acre		PUBLIC FACILITIES
	2-4 DU's/Acre		OPEN SPACE
	Over 4 DU's/Acre		GRANDERY HOUS
	COURTROOM		RURAL & OPEN

Scale in Feet
0 500 1000 1500 2000 2500



"THE PREPARATION OF THIS REPORT WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT."

(zone 11). These patterns suggest that a difference in preference for housing location exists between those seeking ease of access to schools and shopping areas on one hand, and those primarily interested in the view and recreation potential offered by beach-front locations on the other. Viewed in this context, zone 2 (West Ocean Drive, north of the park) becomes a type of transition area, offering reasonable proximity to the beach while being close to schools and the business districts.

It should be noted that over 40% of homes built since 1970 are located in the Beach Loop Road area. This pattern supports the contention that increasing numbers of people at or approaching retirement age are moving to Bandon.

Multi-Family Housing

The land use inventory revealed a total of 87 dwelling units in 19 multi-unit structures. Ten of these structures are duplexes, three of which are located in zone 1, with the other seven all located in zone 3. The other nine structures are more widely distributed throughout the city. The largest complex, a HUD-sponsored development, has 30 units. In addition, there is one 12-unit complex, four four-plex and three triplexes.

TABLE 7
HOUSING AND INCOME CHARACTERISTICS
BANDON CCD, COOS COUNTY & OREGON

	Bandon CCD	Coos County	Oregon
Total Dwelling Units	1,433	19,313	735,243
Multi-Family D. U.'s	87	2,525	134,421
Multi-Family D. U.'s as a % of Total D. U.'s	6.1	13.1	18.3
Percent Families with Income Below Poverty Level	14.0	8.1	8.6

Source: U. S. Census of Housing: Income and Poverty Data for Racial Groups, 1972

At present, there is a serious shortage of multi-family dwelling units in the Bandon area in relation to the supply of such housing in Coos County and Oregon. As seen in Table 7, multi-family dwelling units comprised only 6.1% of total

dwelling units in the Bandon Census County Division (CCD), in 1970, as opposed to 13.1% in Coos County and 18.3% in Oregon. At the same time, 14% of all families in the Bandon CCD were below poverty level, as opposed to only 8.1% for Coos County and 8.6% for Oregon. Because the cost per unit is generally lower for multi-family housing than for single-family housing, it is reasonable to assume that the relatively high percentage of low-income families in the Bandon area has created a demand for multi-family housing well in excess of the existing supply. While there has been an increase in construction of new multi-family housing since 1970, many more such units will probably be needed to meet existing demand.

Bandon's present zoning ordinance does not designate specific areas for multi-family housing. However, consideration should be given to determining which areas would be particularly well-suited for such housing. If multi-family housing is to be permitted along the beach, existing height limitations should be reviewed to ensure minimum disruption of ocean views.

Commercial Areas

There are two distinct commercial centers in Bandon. The original downtown area parallels the river and covers approximately fourteen blocks in an east-west orientation along Second Street (the east part of which is also Highway 101). A new business district has been developing during the last thirteen years in the Woodland Heights area. The district straddles Highway 101 and extends south from the City Hall past the south city limits, and covers approximately eleven blocks.

Most of the major new business construction since 1960 has been in the Woodland Heights district. This trend is continuing, with a second bank now under construction, and a new bakery having recently opened. By contrast, building activity in the old downtown area since 1960 has involved primarily additions and improvements for existing buildings.

The two commercial areas differ noticeably with respect to building condition. Most of the buildings in the downtown area were built after the 1936 fire, and although they were considered only temporary, most of them remain today. While there has been remodeling in many cases, relatively few new buildings have been constructed downtown. By contrast, most of the buildings in Woodland Heights have been built since 1960.

The downtown and Woodland Heights areas differ in character, not only due to building age and appearance, but also due to the mix of business activities found in each area. Larger, high-volume types of businesses tend to locate in Woodland Heights, while the downtown area contains a greater concentration of smaller more specialized businesses. While both areas contain businesses oriented to serving the daily needs of the city's residents, the downtown area offers a greater variety of restaurants, gift and antique shops, art galleries and other businesses oriented toward tourist traffic.

Both the downtown and Woodland Heights areas have vacant land available for additional development. There are a number of vacant stores in the downtown area which may be usable for small businesses. In both areas there has been a tendency for development to fill in the blocks on either side of the main thoroughfares (Highway 101 in Woodland Heights and Second Street East downtown). This "blocking" trend is preferable to "strip" development in which businesses are strung out over a long distance of a town's main street. The blocking trend results in a more compact business area and its continuance should be encouraged.

In addition to the major commercial centers, there are two areas in the city containing tourist-oriented commercial outlets, such as motels, restaurants and gift and antique shops. One area is located at the junction of Highway 101 and 42-S, and the other is the Ogden Avenue-Beach Loop Road area extending south along the beach from Eighth Street to Johnson Creek. Commercial development in the highway junction area is relatively compact, but is fairly scattered in the beach area, where there are four motels located in the 800, 1100, 1700 and 3200 blocks respectively. The other businesses on the beach area are located near the various motels.

There is considerable vacant land currently zoned for commercial development in both tourist-commercial areas. The vacant areas near the highway junction lie directly east of the existing businesses, and across the two highways to the west and south.

The vacant land in the beach area zoned for tourist-commercial use is located in three districts. The first extends from Seventh Street to a half-block south of Eleventh Street between Newport Avenue and the beach and now contains two motels, a gift shop and restaurant. The second district straddles Beach Loop Road in the 1600-1700 block area and now contains a motel (with three separate buildings) and an antique shop. The third area extends about four blocks north from Johnson Creek and contains a motel and golf course.

Because of the proximity of the Bandon beach area to Highway 101, and the access afforded by Beach Loop Road, additional tourist-commercial development is likely in the future. To ensure that such development does not detract from the aesthetic qualities of the beach area, careful examination of proposed developments will be necessary by the planning commission. The city may especially want to consider reducing its present tourist-commercial building height limit of $3\frac{1}{2}$ stories or 45 feet, especially along the west side of Beach Loop Road and Ogden Avenue. Another matter to be considered in light of additional future commercial development is overall improvement of Beach Loop Road, which is currently extremely narrow and rough. Widening and repaving of the road are needed to make it capable of safely serving existing and future commercial establishments.

Industrial Areas

Areas of Existing Development: Bandon has two main industrial areas at present. The first is located along the waterfront and contains a large mill, a concrete block plant, a fish processing plant, and a boat basin. The other area is located on the south city limits between Elmira and Harlem Avenues, and contains a veneer plant. There are some other industrial locations along Highway 101, both in the downtown area and just south of the city limits.

Relationship to Other Land Uses: For the most part, there is little conflict between industrial development and other land uses in Bandon. While there is some residential development near both major industrial areas, it is quite sparse at present. Furthermore, no new homes have been built near either area since 1960.

Future Development Potential: There appears to be considerable land available along the waterfront for additional industrial development. The potential for additional fish receiving and processing facilities in particular will be enhanced in the event of adequate dredging of the mouth of the Coquille River. Expanded development of the waterfront can provide not only a source of additional employment but also an additional source of tourist interest.⁹

PUBLIC FACILITIES

Government Offices

Bandon's City Hall was constructed in 1969 on a four-acre site on the east side of Highway 101 as it curves through the center of town. The building contains city offices, the fire and police departments, and the public library. The site provides ample parking and room for future expansion.

The location of the City Hall is good for several reasons. The building is highly visible to highway traffic, and its attractive appearance not only creates a favorable impression on passing motorists but also encourages inquiries about the city by potential visitors. The central location and highway access both improve fire and police protection through faster response times. Also, the city hall tends to link the downtown and Woodland Heights commercial districts, and thereby may encourage the location of other businesses in the area between the two districts.

Bandon's Post Office and state-owned liquor store are presently located in old buildings in the downtown area. Both agencies plan to move to new quarters to be built on a site at the corner of Eleventh Street East and Alabama Avenue in the Woodland Heights district.

Water System

Bandon's water system (shown on the map in Figure 8) serves nearly all residents within the city limits. Water is obtained from Ferry and Geiger Creeks at a point east of the city, and is pumped to the city via a 12-inch transmission line.

Since 1963, the city has replaced all of the original redwood mains, thereby improving fire protection significantly by permitting greater pressure than was possible with the old mains. In addition, the system has been expanded since 1963 by construction of new mains as shown on the map. Most of these new mains are in areas in which considerable new home construction has occurred since 1960 (particularly Bandon Heights and the high school area).

Bandon's water system is presently pumping at full capacity, and city officials indicate that major improvements will be needed as soon as possible. Plans call for a water impoundment facility (i.e. dam and reservoir) on Ferry Creek or Bear Creek. A filtration plant is needed to enable the water to meet state water quality standards. A high-level storage tank is needed in West Bandon to improve service in the Beach Loop Road area, where existing lines are being used to capacity just to meet domestic demand, with no reserve capacity for fire protection purposes. Other needs include a second transmission line and additional distribution lines throughout the city.

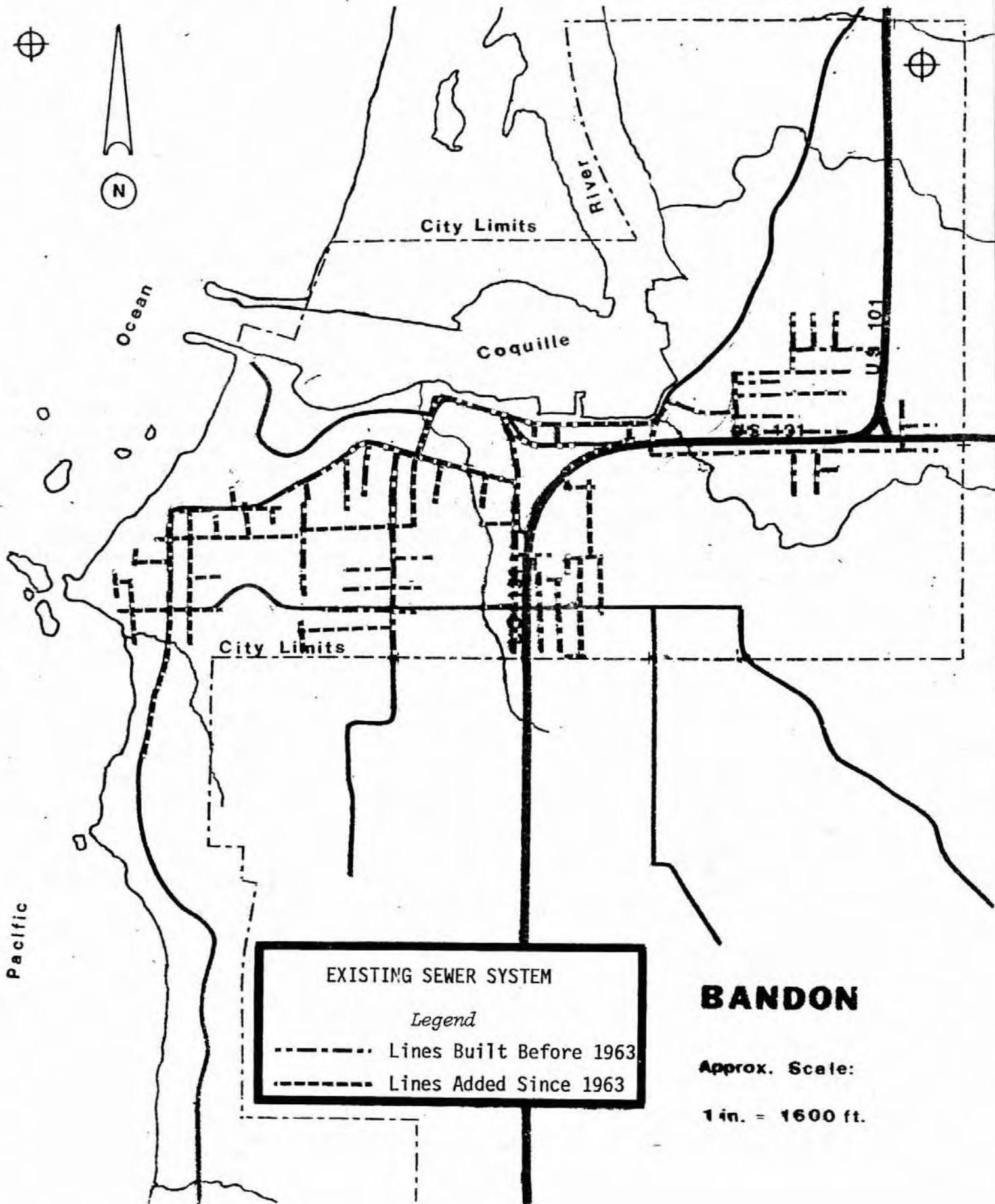
Sewerage Facilities

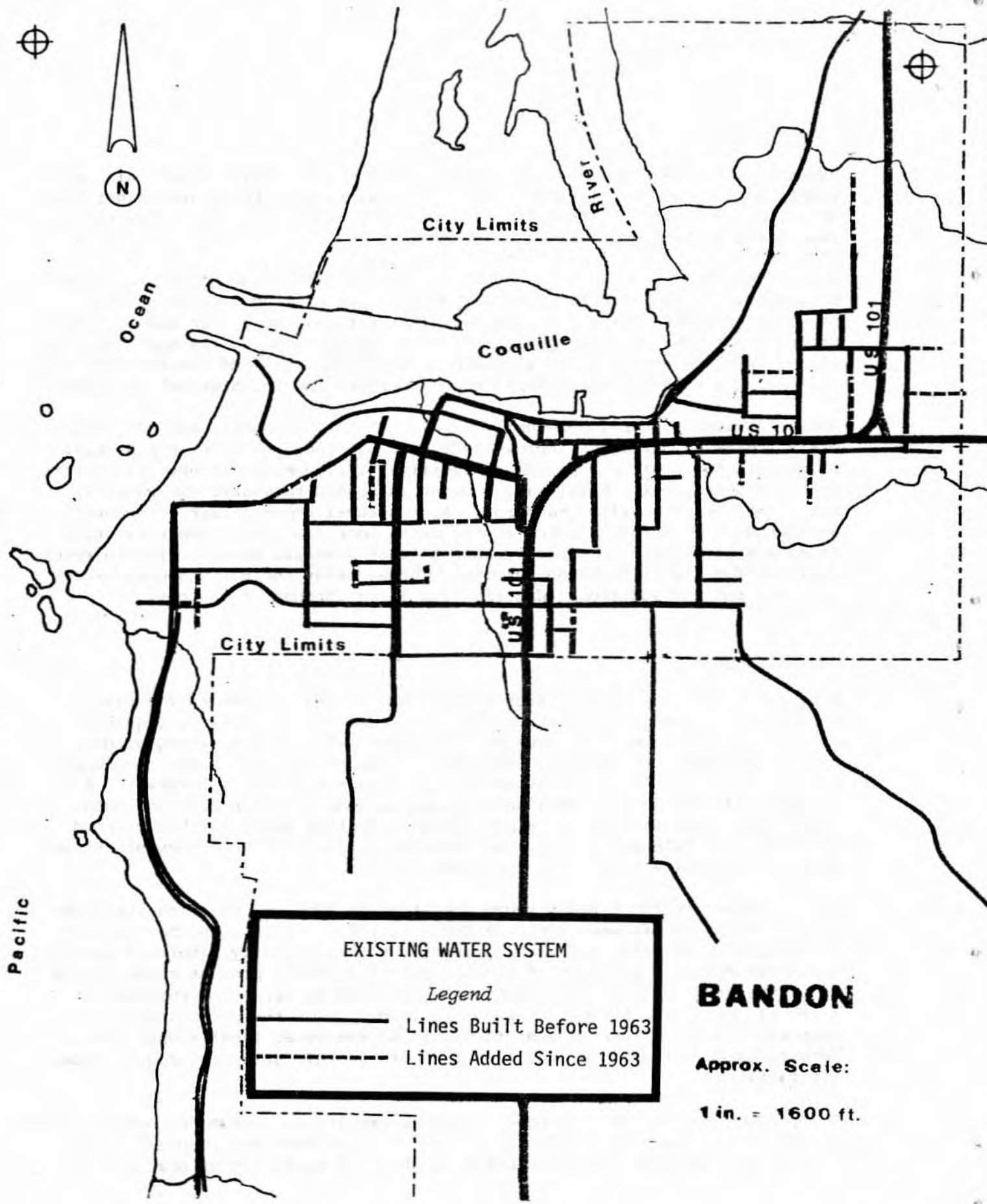
New sewer construction in Bandon since 1963 has nearly doubled the city's total sewer mileage. As seen on the map of the sewer system in Figure 9, most of the new lines have been built in areas where new residential development has been concentrated. The largest expansion project was completed in 1972, when a bond issue was used to finance extension of sewers to the residential area west of Harrison Avenue, including a line running south along Beach Loop Road to the Sunset Motel. Another major project planned for 1974 will extend sewers to the residential area north of Eleventh Street East between Delaware and Grand Avenues.

A new sewage treatment plant began operation in 1970, eliminating the dumping of untreated effluent into the Coquille River. This plant has sufficient capacity to serve all areas presently within the city limits, assuming a maximum future population of 4,500. All of Bandon's present sewer system is of the gravity flow type, and can be expanded to serve the entire city north of Thirteenth Street. However, the portion of the city along Beach Loop Road (south of the present terminus of the sewer line) slopes toward Johnson Creek. Therefore, additional sewers in this area will require pumping facilities.

At present, nearly 30% of Bandon's water users are not served by sewers. This figure can be expected to drop in the future, particularly as pressure increases for new development in parts of the city currently without sewers.



Figure 9





EXISTING WATER SYSTEM

Legend

-  Lines Built Before 1963
-  Lines Added Since 1963

BANDON

Approx. Scale:

1 in. = 1600 ft.

Soil in and around Bandon is severely limited in its capacity to accommodate septic tanks, and city and county officials are increasingly reluctant to permit new septic tanks on all but very large lots. This situation, together with the city's policy of providing sewers only within the city limits, should encourage new development to concentrate within Bandon, thereby limiting urban sprawl. Within the city itself, the soil limitations with respect to septic tanks should serve to encourage new development to concentrate either in areas already served by sewers, or in areas where orderly extension of sewer service is economically feasible. It should be noted that the city requires residents to connect their homes to sewers within 60 days after the sewers become available.

Traffic Circulation

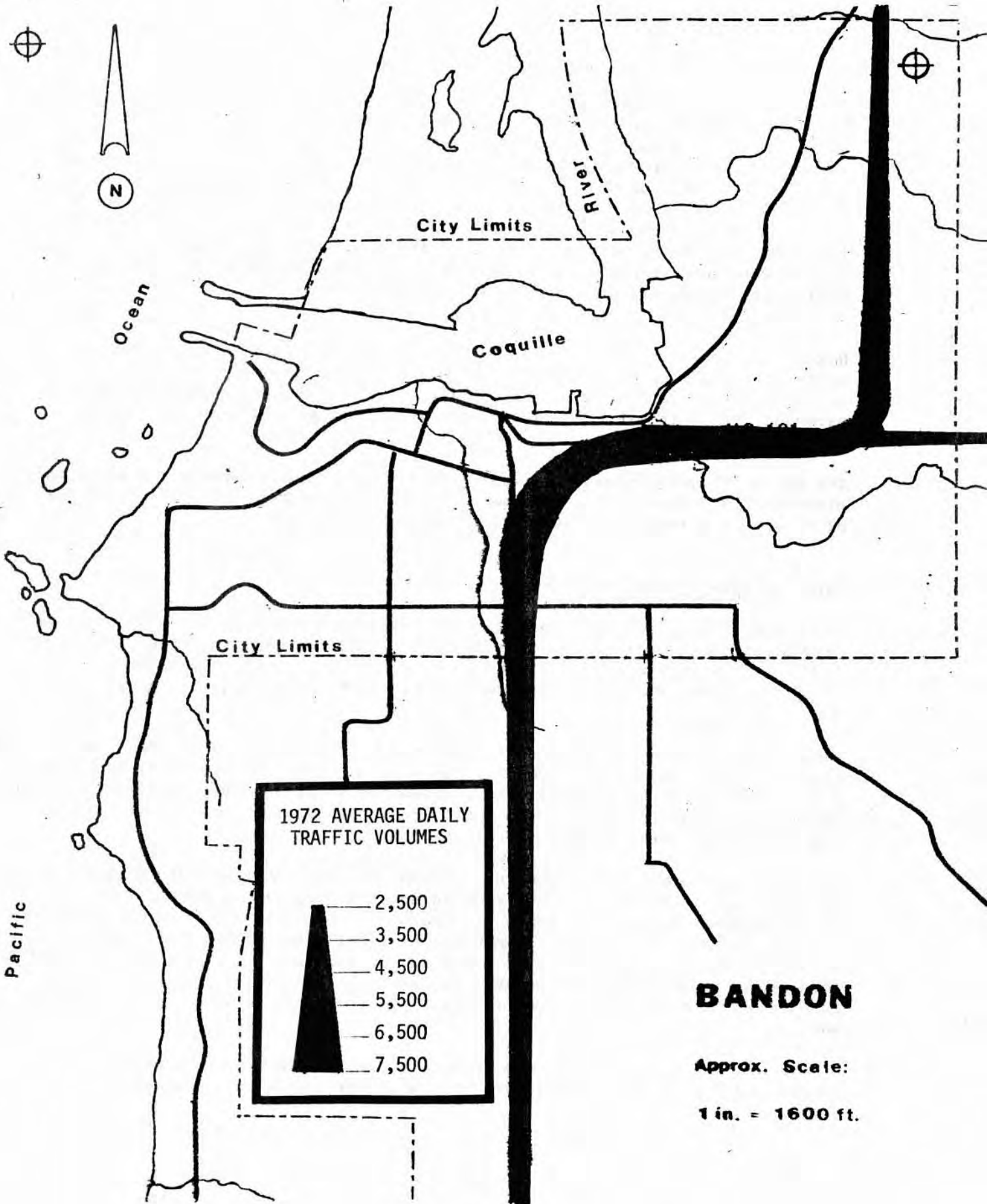
U.S. Highway 101 is the main route for both through and local traffic in Bandon. The map in Figure 10 shows the average daily traffic volumes recorded at selected points along the highway in the Bandon area. As shown in Table 8 by the percentage changes in traffic volume between 1969 and 1972, volume is increasing faster outside the city limits than it is inside. This seems to indicate that through traffic is increasing more rapidly than local traffic. Also, traffic seems to be increasing faster in the Woodland Heights commercial district than in the downtown area, reflecting the increasing number of new businesses locating in Woodland Heights.

TABLE 8
HIGHWAY TRAFFIC COUNTS, 1969 & 1972

<u>Highway 101</u>			
<u>Location</u>	<u>1969</u>	<u>1972</u>	<u>% Change</u>
Coquille River Bridge	2400	3150	31.3
North City Limits	2600	3250	25.0
.10 Mile West of 42S Junction	4750	5400	13.9
.01 Mile East of Filmore	5000	5900	18.0
.01 Mile West of Filmore	5900	6800	15.3
.01 Mile Southwest of East 2nd	5200	6300	21.1
.01 Mile South of 7th	5600	6700	19.6
.01 Mile North of 11th	5100	6200	21.6
South City Limits	4300	4900	13.9
1.15 Miles South of City Limits	3150	3900	23.8
<u>Highway 42-S</u>			
East City Limits	2350	2500	6.4

Source: Oregon State Highway Division, Traffic Volume Tables, 1972.

Figure 10



1972 AVERAGE DAILY TRAFFIC VOLUMES



BANDON

Approx. Scale:

1 in. = 1600 ft.

The patterns of traffic growth shown in Table 8 suggest certain improvements that may be worthy of consideration. All of Highway 101 within the city limits has been widened to four lanes and as such is capable of handling traffic far in excess of present volumes. However, the rapid rise in through traffic (especially slow, cumbersome vehicles such as trailers, campers, log trucks, chip trucks, etc.) relative to local traffic increases the potential for conflicts between these two types of traffic. Possible means of minimizing such conflicts include traffic separators, left-turn lanes, and signals. Such devices, used either separately or together, could facilitate safe movement of local traffic on, off and across the highway, particularly in the business districts.

Next to Highway 101, the busiest street in Bandon, in the long run, will probably be Beach Loop Road. This road has carried increasing amounts of traffic in recent years, and its present condition, characterized by narrow and rough pavement, makes it extremely inadequate for the demands placed upon it by this traffic.

The map in Figure 11 shows the present type of surface on Bandon's streets and highways. As shown on the map, many streets are unpaved, and relatively few of the paved streets have curbs, gutters and sidewalks.

Park and Recreational Facilities

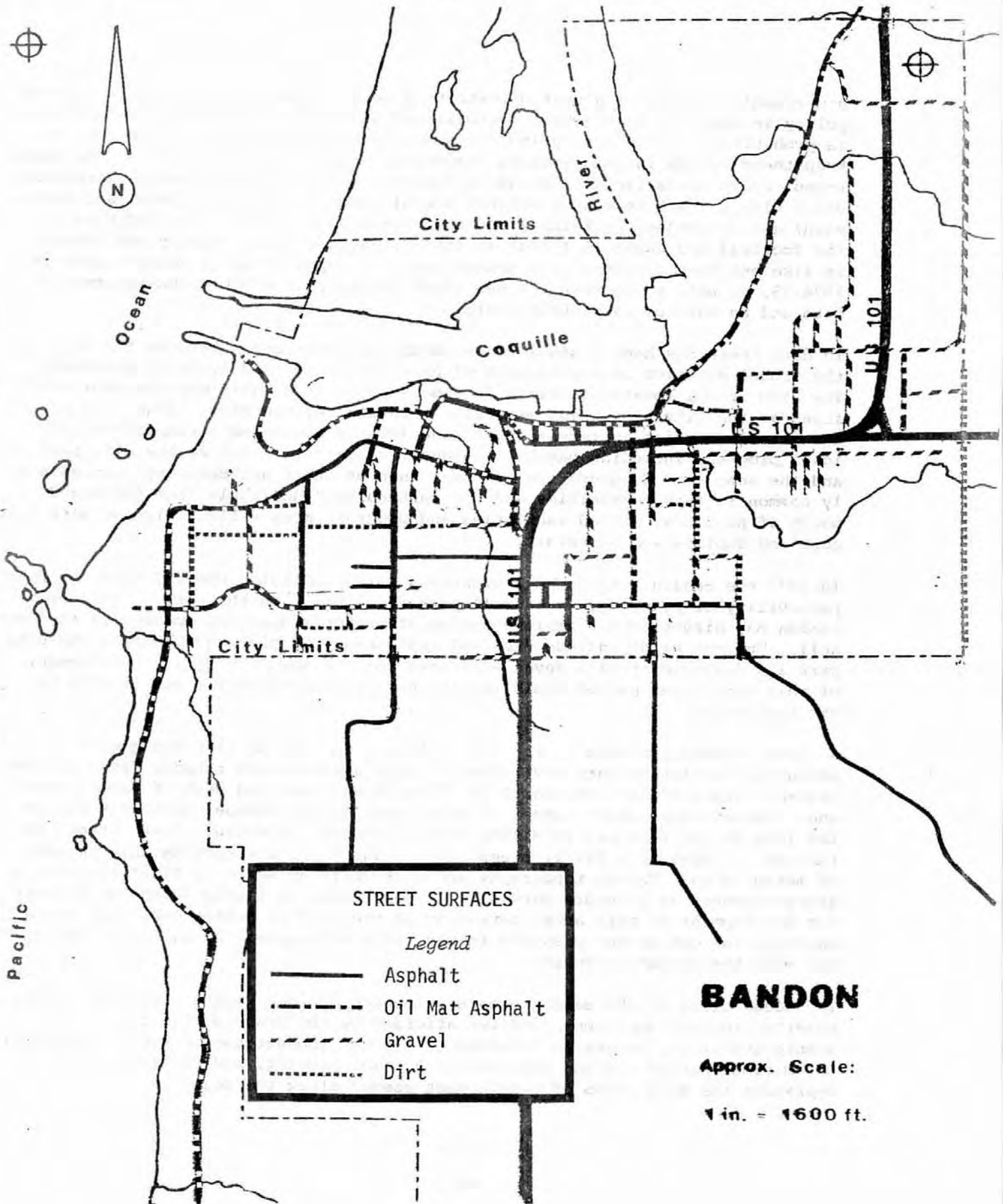
The numerous recreational areas in and around Bandon contribute heavily to the city's popularity with tourists and residents alike. A primary concern in developing Bandon's recreational potential should be to provide for multiple recreational uses, while at the same time preserving the area's natural scenic beauty.

Bandon currently has four recreational areas in the city's interior. These include the city park in West Bandon, the athletic field used jointly by the High School and Junior High School, and playgrounds at Ocean Crest and Bandon Heights Elementary Schools. Most of the city's residential areas are within easy walking distance of one of these four locations.

The city park covers over 30 acres, extending past Kensington and Madison Avenues and Ninth Street West, and running south to the city limits. This park is at present the only developed city park in Bandon. Development at present includes a building used for community meetings, a bandstand, horseshoe pits, a baseball field, play equipment and picnic facilities (including two covered food preparation areas), and restrooms. A large portion of the park area is in natural landscaping. Access is via Eleventh Street West, which bisects the park.

Playground facilities at the two grade schools, and athletic facilities at the Junior and Senior High Schools are available for use by the general public during

Figure 11



non-school hours on an almost unrestricted basis. The main exceptions to this policy involve the High School football and baseball fields, where outside use is prohibited before and during the school playing seasons in order to help keep these fields in good playing condition. Facilities available at the grade school playgrounds include the usual types of play equipment (swings, seesaws, etc.) plus a track at Bandon Heights School (used by the High School and Junior High) and an outdoor basketball court at Ocean Crest School. In addition to the football and baseball fields at the High School-Junior High field, there is also one tennis court. The school district hopes to add a second court in 1974-75, as well to construct a new track facility at a yet-to-be-determined date and an outdoor basketball court.

To date there has been a significant amount of cooperation between the city and the school district in development of park facilities and activity programs. The High School vocational class in home construction built new restroom facilities at the city park using materials furnished by the city. Also, the city and school district in recent years have jointly sponsored a summer recreational program, including baseball leagues, using facilities at the city park and the schools. Co-operative ventures such as these are becoming increasingly common in many communities and are particularly desirable from the standpoint of producing needed facilities and programs more efficiently and with less cost and duplication of effort.

In 1972 the Bandon City Council created a park commission charged with the responsibility of planning for overall park development in the city. The commission may direct actual implementation of projects upon the consent of the Council. Current plans include eventual replacement of play equipment in the city park and development of a seven-acre area east of the City Hall. Development of this city-owned parcel would consist mainly of landscaping and limited picnic facilities.

A large undeveloped area in the southeast section of the city has considerable potential for future park development. This area extends roughly from the southeast corner of the city north to Fifth Street East and west of Harlem Avenue. Except for a small number of homes near Harlem Avenue, virtually all of the lots in the area are in either city or county ownership. Ferry Creek runs through the area in a fairly steep canyon, and there are considerable amounts of marshy area. Uneven topography and poor drainage severely limit the area's attractiveness as a future park site. While there is little demand at present for development of this area, retention of the land in public ownership would maintain the option for possible future joint development by the city and county when the demand increases.

The ocean beach is the Bandon area's prime recreational asset. Because of the numerous recreational opportunities afforded by the beach due to its natural scenic qualities, extensive investments for development should not be essential for maximum public use and enjoyment. Access, parking, and restroom facilities represent the main types of development needed along the beach.

At present there are three public beach access points in and adjacent to the city. The first is the South Jetty County Park just northwest of the city limits at the mouth of the Coquille River, with access via Jetty Road. Here, the county has constructed restrooms and a parking area. In addition to being used by persons walking to the beach, the parking area is popular as a viewpoint for those wishing to view ocean storms from their cars. The second public access point is the Face Rock Viewpoint just north of Grave Point on Beach Loop Road. The location is essentially a viewpoint with beach access, picnic facilities, and parking. A restroom is scheduled for completion in 1974. Further south on Beach Loop Road just south of the Bandon Retirement Home, the city owns property running to the beach, permitting pedestrian access, with 1.5 acres of parking available on the east side of the road.

In addition to the public access points, all of Bandon's beach front is in public ownership both north and south of Coquille Point. Kronenberg city park is comprised of a stretch of beach area south of Coquille Point which was deeded to the county by the Kronenberg brothers of Bandon. The state owns the remaining beach property in the city.

There are relatively large state parks on the beaches both north and south of Bandon. Bullards Beach State Park covers 1226 acres extending south to the North Jetty of the Coquille River, with access off Highway 101 north of Bullards Bridge. This park is one of very few Oregon coastal parks with year-around overnight camping facilities. Beach access is offered by both this park and Seven Devils Wayside, located about eight miles north of Bandon. South of the city, Bandon State Park consists of 879 acres of undeveloped beach property with access from Beach Loop Road.

Because all of Bandon's beaches are already in public ownership, there is little need for extensive land acquisition for public park purposes. However, consideration may want to be given to development of additional points of public access to the beaches, along with parking and restroom facilities as may be needed at new or existing access points.

Perhaps the greatest concern at present in terms of improved beach access in Bandon is the need to improve the road known most commonly as Beach Loop Road (but also referred to occasionally as Ogden Avenue or Bradley Lake Road). This road runs from Seventh Street south along the beach past the city limits to Bradley Lake and then east, connecting with Highway 101. At present, this road is narrow, uneven and extremely rough, with broken pavement, potholes and inadequate shoulders (where shoulders exist at all). In its present condition, the road represents a major hinderance to motorists seeking to use the beaches, not only in terms of comfort but also from the standpoint of safety, since it is too narrow to safely accomodate two lanes of moving traffic. Given the steadily increasing volume of traffic on the road, generated both by tourists as well as by a rising number of new homes, it is imperative that Beach Loop Road be widened, graded and re-paved, with ample shoulders to permit motorists to safely

pull off the road and park at designated points. It might be possible to accomplish necessary improvements through use of state highway funds, perhaps with designation of the road as a scenic drive, particularly in view of the state park facilities along the route. Improvement of Beach Loop Road probably represents the greatest single element in maximizing not only present and future use and enjoyment of Bandon's beaches but also the potential economic benefits to the city stemming from such use.

CHAPTER V

BANDON 1990 COMPREHENSIVE PLAN

The Bandon 1990 Comprehensive Plan is illustrated by the map in Figure 12. The various patterns appearing on the map represent the land use classifications which have been developed for residential, commercial, industrial, and public and environmental areas.

The narrative text of the Comprehensive Plan is contained in four sections which follow the map of the Plan. The first section deals with the development goals and objectives formulated by citizens of Bandon. The second section describes and explains the purpose and suitable application of each land use classification contained in the Plan. The third section outlines the city's plans for the continued development of public facilities (i.e., water, sewers and streets), and the final section analyzes the Comprehensive Plan as it relates to specific geographic areas of Bandon.

GOALS FOR BANDON

The goals presented in this section of the Comprehensive Plan represent a consensus on the direction and character of future development in Bandon. The goals are intended to serve as general policy statements of results to be sought during the planning period. As such, the goals provide not specific design details but rather a general framework within which specific public and private development projects may be proposed and implemented.

The goals and related objectives are based on input from citizens of Bandon. Embodied in the formulation of the goals are citizens' opinions on desired characteristics of future development in the city, as well as findings and projections taken from staff analyses of present conditions, needs and trends. Specific elements of the Plan have been designed so as to make their implementation consistent with the intent of the goals.

LAND USE

Goal

To provide appropriate, well-integrated, non-conflicting and orderly areas, to accommodate the following present and anticipated requirements:

- | | |
|-------------------|-----------------|
| 1. Residential | 5. Commercial |
| 2. Manufacturing | 6. Cultural |
| 3. Transportation | 7. Recreational |
| 4. Utilities | 8. Open Space |

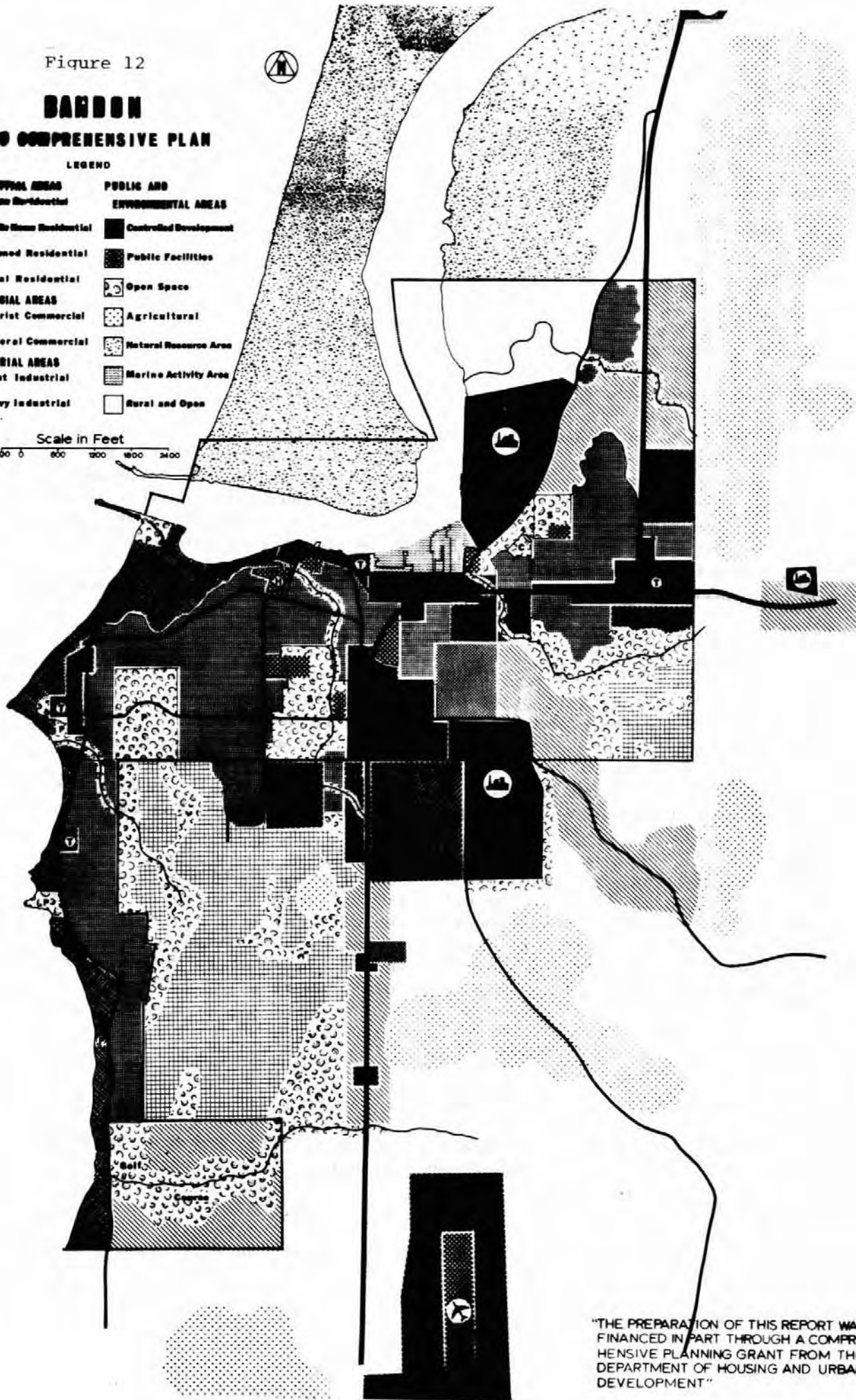
Figure 12

BARDON 1960 COMPREHENSIVE PLAN

LEGEND

- | | |
|-------------------------------|------------------------|
| Single-Dwelling Residential | Controlled Development |
| Multiple-Dwelling Residential | Public Facilities |
| Planned Residential | Open Space |
| Rural Residential | Agricultural |
| Tourist Commercial | Natural Resource Area |
| General Commercial | Marine Activity Area |
| Light Industrial | Rural and Open |
| Heavy Industrial | |

Scale in Feet
300 0 600 1200 1800 2400



"THE PREPARATION OF THIS REPORT WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT"

Objectives

Residential Density

To accommodate the rising housing demand and to maintain a balanced residential pattern by strengthening the zoning ordinance so as to encourage the dispersion of multi-family dwellings throughout the community.

General Commercial Activity

To reduce commercial sprawl and to minimize conflicting land uses by focusing commercial development into established commercial areas of Woodland Heights and Old Downtown.

Tourist Commercial Development in General Commercial Uses

To minimize conflicts between tourist commercial activities and local commercial activities by segregating those uses.

Tourist Commercial Uses in Scenic Areas

To achieve a balance between tourist commercial development and scenic view protection by controlling the siting, design, and density of tourist commercial activities.

Park Siting

To provide good access to parks for all citizens by developing neighborhood parks in all sectors of the city.

Public Service

To provide maximum access to all public services in a central location.

Cultural Activities

To enhance the cultural quality of Bandon by encouraging the conduct of cultural activities and the siting of related business in appropriate locations.

Industrial Locations

To provide for industrial expansion by enlarging existing industrial areas

and by setting aside appropriate additional areas for potential industrial development.

Types of Industrial Development

To provide buffer areas between heavy industrial uses and residential or commercial uses by establishing light industrial areas and by allowing flexibility of industrial uses, thereby maximizing employment opportunities.

Land Use Concerns External to the City

1. To prevent commercial strip development of Highway 101 by controlling commercial development outside the city limits.
2. To prevent heavy financial burdens on the city (imposed by the need to reduce health hazards resulting from the overdevelopment of outlying areas) by (a) allowing only low-density development in such areas until water and sewerage facilities can be extended to them and (b) discouraging the leapfrogging of development over underdeveloped areas.

PUBLIC FACILITIES

Goal

To provide for the development of the highest quality of public utilities and services in keeping with the best environmental and socio-economic interests of the city.

Objectives

Timing of Development

To ensure the realization of the appropriate development potential of the city by using the extension of water, street and sewerage systems as catalysts for development.

Extension of Services Outside the City

To ensure the orderly development of the city by annexing those areas which seek city water or sewer services in order to remove or to alleviate health hazards.

HOUSING

Goal

1. To encourage development of adequate housing for residents of Bandon in order to meet their needs and in order to provide security and enjoyment.
2. To make available adequate, integrated, reasonably-priced, quality housing, subject to regulations, which would ensure aesthetics and protection of the natural environment.

Objectives

Low Income Housing

To provide housing for low income residents by encouraging the provision of rent or house payment subsidies on a sliding scale according to the ability to pay.

Mobile Homes

To provide adequate access to mobile homes, while guarding against land use conflicts in urban areas, by designating appropriate areas for the location of mobile homes.

Construction Policies

To ensure quality housing for all residents by continual enforcement and regular updating of the city's building codes.

New Home Construction

To replace dilapidated housing by the construction of new homes.

TRANSPORTATION

Goal

To encourage a transportation system which will meet the present and future needs of Bandon.

Objectives

Through Traffic

To provide for the most efficient traffic circulation through Bandon by the use of traffic controls or by the construction of a by-pass if the need arises.

Beach Loop Road

To upgrade Beach Loop Road by obtaining state designation of the road as a state highway.

Street Improvements

1. To provide quality streets by paving all existing city streets as funds permit and by developing new streets only to full standard.
2. To ensure the orderly development of the city by coordinating street development with the land use plan and extensions of water and sewer facilities.

Circulation

To ensure efficient traffic flows by designating and developing streets as collectors, arterials, and highways.

ECONOMIC DEVELOPMENT

Goal

To enhance the economic well-being of the residents of Bandon by encouraging the expansion and diversification of the city's economy.

Objectives

Tourism

To guard the scenic appeal and character of Bandon by the careful development of tourist facilities.

Shipping

1. To increase the maritime commerce of the Port of Bandon by encouraging the deepening of the channel and maintaining the depth of the harbor.
2. To increase the sport and commercial fishing potential of the port by encouraging the development of a small boat basin and the extension of the jetty.

Industrial Development

1. To meet both the need for a major diversification of the economy of Bandon and the need to develop new energy sources by encouraging the construction of a nuclear power plant in the vicinity of Bandon.
2. To meet the economic needs of Bandon in face of a declining economic base by diversifying the city's economy wherever possible.
3. To maintain a well-balanced social community by encouraging industry that will attract youth.

Agriculture

To provide sufficient room for agricultural expansion and to preserve the area's agricultural resources by encouraging the county to institute land use controls which would protect these resources from encroachment, and by encouraging future development to focus on the city itself.

Forest Products

To provide for the expansion of the forest products industry by encouraging reforestation, by improving access to existing industrial areas, and by setting aside sufficient areas for further industrial development in this sector.

Access to the Area

To develop good highway and air access necessary to the economic improvement of the area by encouraging the continued development of regional highways, particularly east-west connectors, and airport facilities.

ENVIRONMENTAL QUALITY

Goal

To ensure the quality of life in Bandon by balancing the city's economic needs with the enhancement of its environmental quality.

Objectives

The Estuary

To protect the productive capacity of the estuary while maintaining its function as a port by designating appropriate development areas and natural resource areas.

Air Quality

To preserve air quality by restricting uses which would produce undue amounts of objectionable smoke, fumes, or dust.

Soil Resources

To protect soils from excessive erosion by ensuring adequate erosion control measures by developers.

Water Quality

To develop the city's water supply to provide adequate amounts of clean, safe water to meet the city's future needs.

Sanitation

To continue to develop the city's sewer system to serve all areas of the city.

SPECIAL AREAS

Objectives

Bandon Bluff

To preserve the scenic quality of the Bandon Bluff by controlling the

design, siting and size of all development west of Beach Loop Road, while not necessarily restricting the type of use.

The Jetty

1. To enhance the special character and appeal of the jetty as a unique community on the Oregon Coast by ensuring that future developments on the jetty will be consistent with its present character.
2. To achieve balanced use of the jetty and to enhance its character through controlled residential and commercial development.

LAND USE CLASSIFICATIONS

The Bandon 1990 Comprehensive Plan contains fifteen broad land use classifications. They are listed below, followed by a brief description of each classification.

RESIDENTIAL AREAS

1. Urban Residential
2. Mobile Home Residential
3. Planned Residential
4. Rural Residential

COMMERCIAL AREAS

5. Tourist Commercial
6. General Commercial

INDUSTRIAL AREAS

7. Light Industrial
8. Heavy Industrial

PUBLIC AND ENVIRONMENTAL AREAS

9. Controlled Development Area
10. Public Facilities

11. Open Space
12. Agricultural
13. Natural Resource Areas
14. Marine Activity Areas
15. Rural and Open

RESIDENTIAL AREAS

Four classifications of predominantly residential uses have been developed to implement the goals and objectives of the city. These uses together provide for a mixed pattern of residential development which is intended to meet future needs of the area while preserving the overall character of the city. These classifications recognize the varying suitabilities within the city for various types of residential development and seeks to coordinate future growth with the economic development of the city's public facilities. These classifications should be developed in a manner which would reduce residential sprawl.

Urban Residential

Purpose: This classification is intended to provide areas capable of supporting residential development at reasonable density levels and consistent with the present character of the city. Multi-family dwellings should be dispersed throughout these areas.

Appropriate Areas: The Urban Residential classification is best suited for areas within or adjacent to the city limits. In these areas, the city water and sewer services necessary for medium and high density development are either presently available or can be provided by extending existing lines without undue expenses. These areas are within reasonable proximity to schools, recreational facilities and commercial centers.

Mobile Home Residential

Purpose: This classification seeks to provide areas in which mobile homes can be located either on standard sized lots or in mobile home parks without conflicting with other land uses. Growing numbers of people are expressing interest in buying lots and placing mobile homes on them on a permanent basis.

Appropriate Areas: Availability of water and sewer services, adequate street access, and present development at relatively low densities are major considerations in determining areas suitable for this classification. Areas adjacent to commercial or industrial development are especially

appropriate in that mobile homes could be removed from these areas relatively easily to accommodate expanding commercial or industrial development.

Planned Residential

Purpose: This classification is intended to encourage innovative residential development of large land areas where soil suitability for construction is varied but where urban expansion is otherwise logical within the planning period. Areas also classified would be viewed as particularly ideal for employment of the Planned Unit Development (PUD) concept. PUD's would permit greater flexibility with respect to lot size, densities, uses and other requirements so as to encourage integrated arrangements of single and multi-family housing and open space. However, should the cost of Planned Unit Development prove to be too expensive for local developers, innovative subdivision approaches should be encouraged.

Appropriate Areas: Sparsely developed areas having mixed soil suitability are appropriate for this classification. Such areas should be within or near the city limits so as to make the extension of city water and sewerage facilities practical. Any and all development in these areas should be closely coordinated with water, sewer, and road improvements.

Rural Residential

Purpose: This classification recognizes areas where residential development would best be limited to single-family dwellings on relatively large lots at low densities. Various factors encouraging such development include the desire of many people to live in a more rural setting, poor soil conditions for septic tanks, impracticality of extending city water and sewer lines, and availability of other land more suitable for high-density development.

Appropriate Areas: Areas best suited for the Rural Residential designation are those in outlying areas, as well as those where land remains in relatively large ownerships. This classification is generally appropriate adjacent to areas primarily devoted to agricultural uses.

COMMERCIAL AREAS

Two types of commercial areas have been designated to achieve the commercial development objectives. These classifications generally recognize the difference between tourist and general commercial uses and seek to locate these uses so as to maximize their efficiency of operation, ensure compatibility with neighboring uses, and reduce commercial strip

development.

Tourist Commercial

Purpose: This classification is to designate areas for commercial activities which are especially oriented toward tourists and travelers. Examples of such activities include motels, restaurants, gift shops and similar uses.

Appropriate Areas: The Tourist Commercial classification is best suited for areas near major highways and at points along scenic routes. It is particularly appropriate for areas having existing tourist commercial development.

General Commercial

Purpose: This classification provides areas suitable for the continuance or expansion of the full range commercial activities to meet the overall shopping needs of Bandon's residents and visitors.

Appropriate Areas: Bandon's existing commercial centers and areas adjacent to these centers are appropriate for the General Commercial classification. Availability of public utilities, accessibility to large volumes of traffic, adequate parking, and access for pedestrians are important considerations in making these areas ideal for continued commercial development.

INDUSTRIAL AREAS

The purpose of Industrial Areas is to maximize the economic development potential of the city by ensuring that sufficient industrial land is available for future development. In order to maximize this potential as well as reduce conflicts with surrounding uses, a new classification of Light Industrial was developed.

Light Industrial

Purpose: This classification is intended to provide additional areas suitable for the location of light industrial plants in order to assure that sufficient land will be available for future expansion. Permitted uses are industrial uses which lack the nuisance characteristics (noise, smoke odor, heavy trucks, etc.) frequently associated with heavy industrial uses. The Light Industrial classification is intended to be applied to particular areas with a considerable degree of flexibility, so

that if an area is designated in the Plan for light industrial development but such development does not occur, other types of uses may be allowed in the area.

Appropriate Areas: Areas having existing light industrial uses or industrial potential are appropriate for this classification, particularly where nearby commercial, residential or recreational areas make heavy industrial uses inappropriate due to their nuisance characteristics.

Heavy Industrial

Purpose: This classification designates sufficient amounts of land suitable for all types of industrial uses.

Appropriate Areas: The Heavy Industrial classification is suitable for areas in which industrial uses are presently located, as well as for areas having potential for industrial development due to highway or water access, availability of utilities and level terrain. Industrial development in such areas should have minimal adverse impact on residential, commercial and other uses in terms of nuisance characteristics.

PUBLIC AND ENVIRONMENTAL AREAS

The purpose of these seven classifications is to identify areas necessary to meet the future needs for public services, protect amenities, to protect and develop resources, and to protect agriculture in the adjacent areas. These classifications recognize the environmental goals of the city.

Controlled Development Area (CDA)

Purpose: This special classification is intended to recognize the scenic and unique quality of Bandon's ocean front and to maintain this quality as much as possible by carefully controlling the nature and scale of future development in the area. It is intended that a mix of uses would be permitted, including residential, tourist commercial, and recreational. Future development is to be controlled in order to enhance the area's unique qualities.

Appropriate Areas: The CDA includes the south bank of the Coquille River west of the Robertson concrete plant, the jetty area, and all ocean beaches within the city limits. The inland boundaries of the CDA are primarily the bluff and Beach Loop Road.

Public Facilities

Purpose: This classification designates land used for public facilities such as government offices, schools, hospitals, and transportation facilities.

Appropriate Areas: Areas in which publicly-owned facilities are located as well as future sites for such facilities are placed in this classification.

Open Space

Purpose: This classification is intended to provide areas for recreational use, to designate areas which can serve as buffers or transitions between conflicting uses, and to recognize areas which for various other reasons such as soil and slope limitations should best remain open.

Appropriate Areas: This classification is appropriate for existing public parks, school grounds, and other recreational areas such as golf courses. Areas which have potential as buffer zones between conflicting uses such as industrial and residential are also appropriate. Land adjoining streams and areas with soil of slope conditions not suitable for building are appropriate for the Open Space classification because of their aesthetic value as well as their recreational potential.

Agricultural

Purpose: The Agricultural classification is intended primarily to identify areas which are particularly well suited for cranberry production, and to encourage retention of these areas for this important segment of the area's economic base.

Appropriate Areas: Included in this classification are lands presently used for cranberry bogs, as well as adjacent areas which form watersheds for these bogs.

Natural Resource Areas

Purpose: This classification is intended to identify areas which have recreational as well as ecological value.

Appropriate Areas: Bullards Beach State Park and the adjacent dunes area, as well as marshlands along the Coquille River downstream from Bullards Bridge are appropriate for designation as Natural Resource Areas.

Marine Activity Areas

Purpose: This classification is intended to identify a location for a suitable boat basin for the Port of Bandon.

Appropriate Areas: The harbor from the existing boat basin east to the Moore Mill is proposed as the appropriate location for an expended boat basin.

Rural and Open

Purpose: This classification is intended to designate areas suitable for scattered residential development and agricultural uses.

Appropriate Areas: Those areas outside the city limits which are not included in any of the above classifications are appropriate for the Rural and Open classification.

PUBLIC FACILITIES

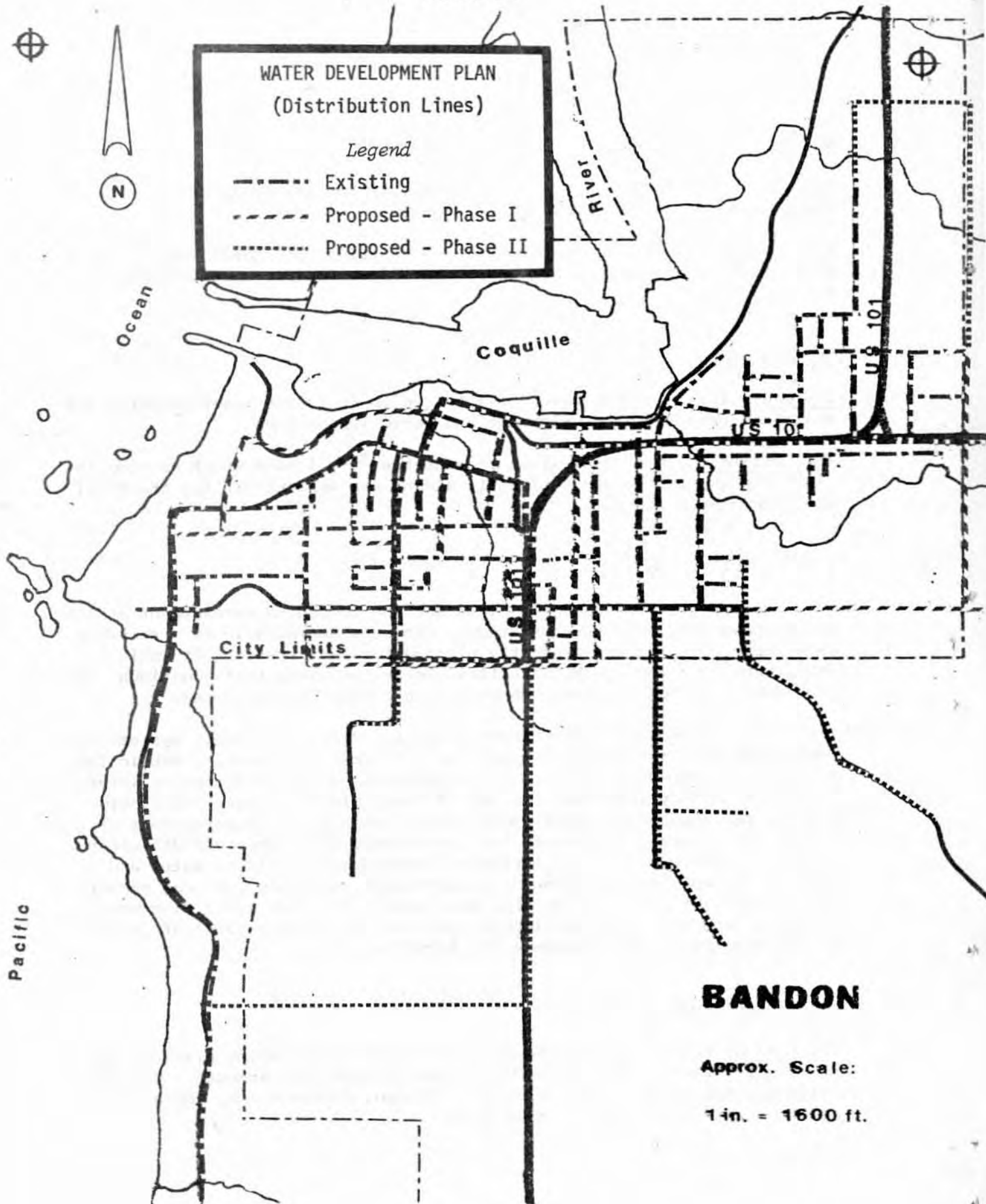
This section outlines Bandon's plans for the continued development of its water, sewerage, and street systems. The maps included in this section show those improvements presently planned for each system. It would be emphasized that these plans are flexible in the sense that additional improvements may be undertaken depending on future circumstances.

The planned improvements in Bandon's water, sewer, and street systems are consistent with the goal providing for development of quality public facilities to serve the city's best environmental and socio-economic interests. An equally important feature of these plans is that they provide a means for implementing the Comprehensive Plan by using extensions of public facilities as catalysts for the orderly development of different areas on a timed basis. By improving streets and providing water and sewer service at a given time in a particular area, the city can encourage development to locate in that area and at the same time, discourage premature and scattered development in areas where extensions of public facilities are not yet economically feasible.

Water Development Plan

The City of Bandon has adopted a 20-year water development plan for improving its water system in order to meet future requirements. This plan calls for construction of treatment, storage, transmission, and distribution facilities in two ten-year phases.

Figure 13



Phase I of the plan calls for immediate construction of a treatment plant, a ground storage reservoir, and a second transmission line to town. Phase II calls for construction of additional reservoir storage and an impoundment after 1984.

The map in Figure 13 shows proposed extensions in the city's water distribution system during Phases I and II of the plan. Phase I extensions are to be completed as soon as funds become available, and will expand water service to areas within the present city limits. Phase II extensions are to be constructed after 1984 and will mostly serve areas south of the city limits, where future development can be expected to occur.

Sewerage Development Plan

The map in Figure 14 shows proposed sewer extensions through 1991. The city expects to begin construction of an interceptor line along Beach Loop Road south to Johnson Creek in the near future. Major expansion projects are planned for the Jetty area and the Elmira-Fillmore Avenue area as soon as funds become available. Financing for these projects will come largely from assessments on benefited properties. Therefore, willingness of property owners in the affected areas to assume such assessments will determine which expansion projects will be undertaken first.

Additional sewer extensions are shown south of the present city limits along Highway 101, Old Airport Road and Rosa Road. These extensions should be viewed as long-range projects to be undertaken when development pressure in the affected areas becomes sufficient to make construction economically feasible. City policy requires that areas served by sewers must be inside the city limits. Accordingly, annexation to Bandon would be a prerequisite to these extensions.

Traffic Circulation

The City of Bandon has prepared a set of proposed street system improvements together with a tentative construction timetable. The map in Figure 15 shows the location of the proposed projects. Under the city's program, the indicated streets will be paved to full city standards, and curbs and gutters will be installed. Improvement of these and other streets will depend largely on the willingness of adjoining property owners (or city taxpayers as a whole) to pay for these improvements.

Continued improvement of Bandon's street system will help to implement the goal of transportation system to meet the city's present and future needs, quality streets will provide quicker, safer and more comfortable movement within the city for all modes of transportation. Overall maintenance costs will be lower for paved streets with curbs and gutters than they are for semi and unimproved streets.

Figure 14

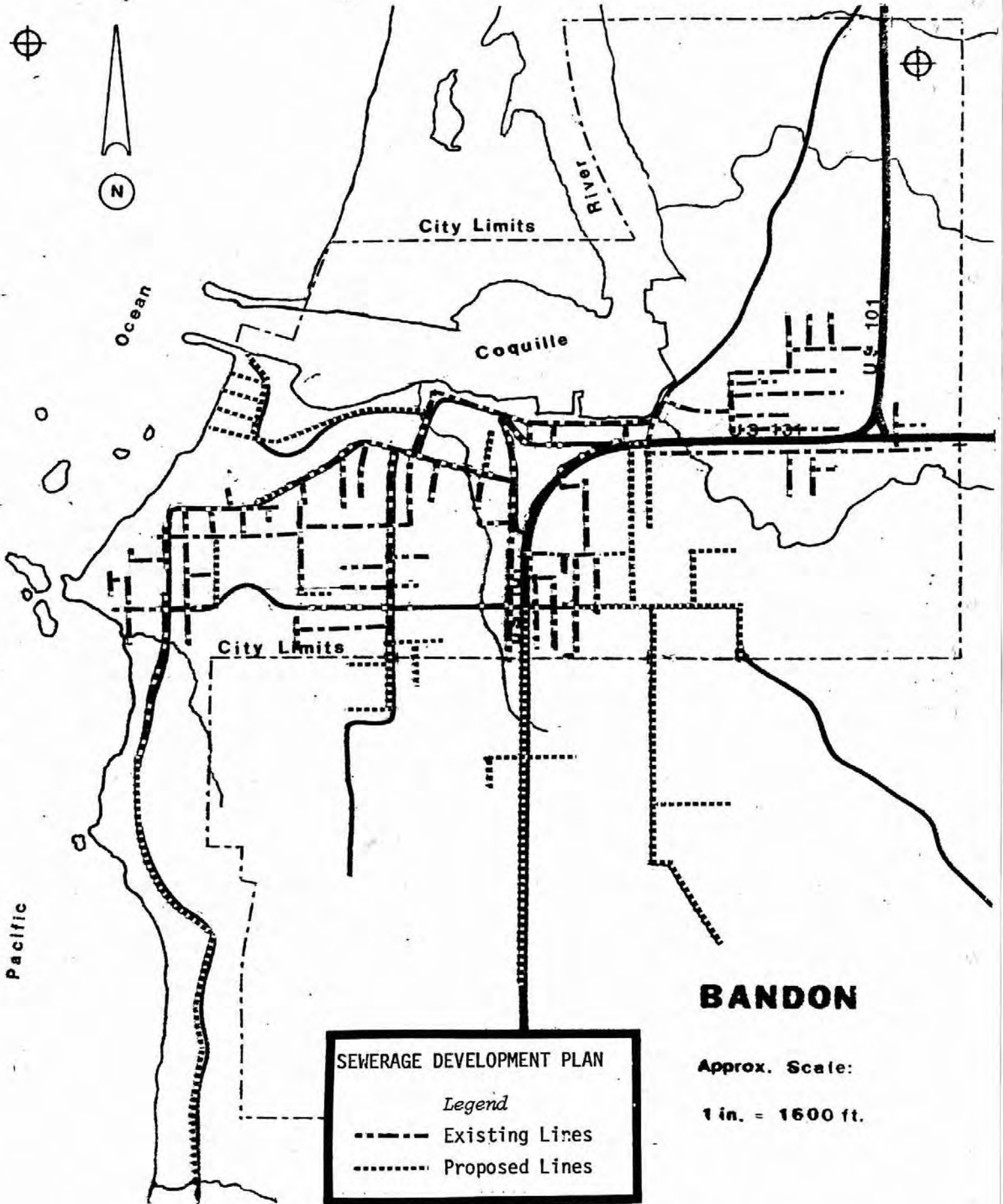
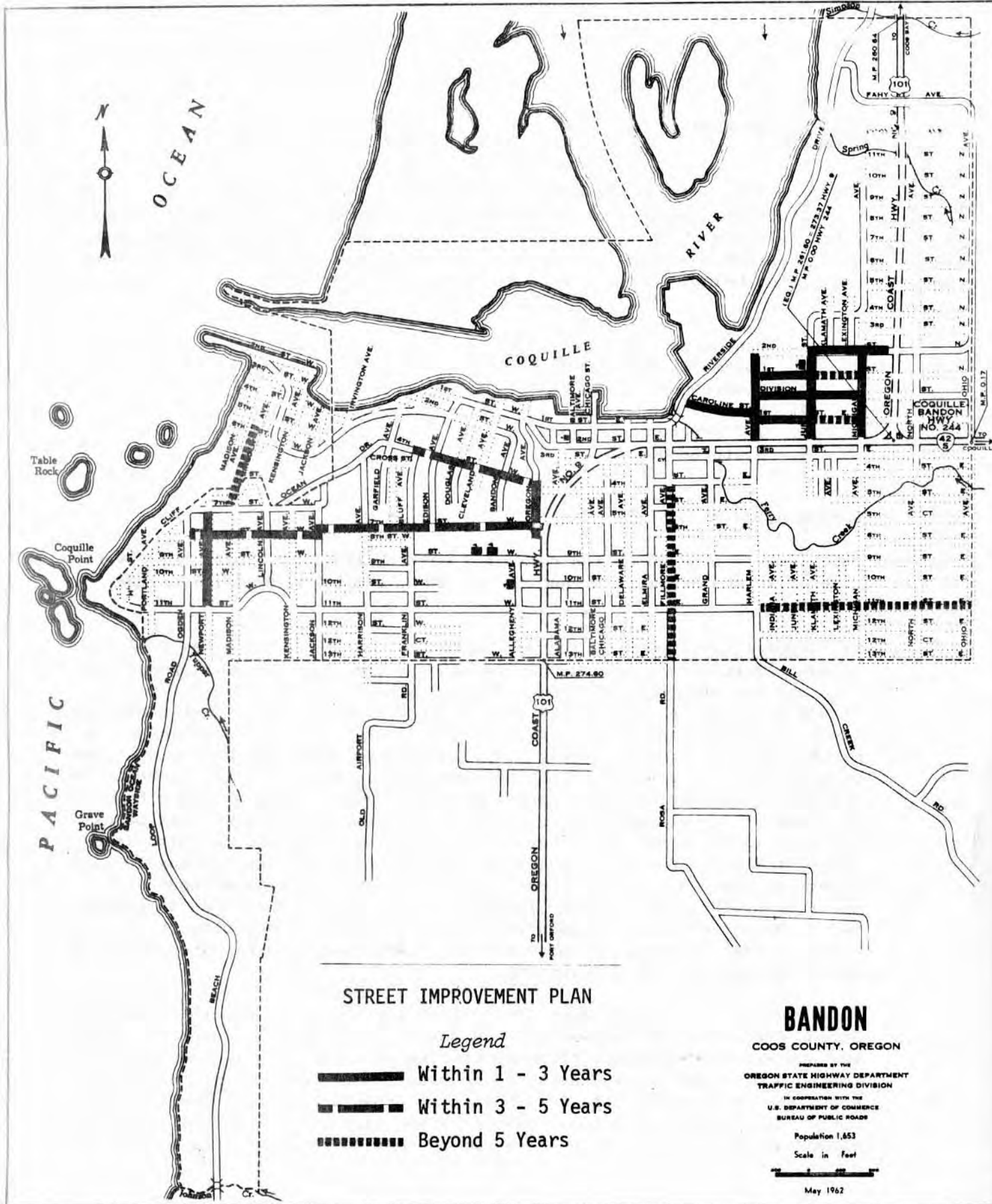


Figure 15



LAND USE BY AREA

This section analyzes the Bandon 1990 Comprehensive Plan as it relates to six specific geographic areas of the city. These areas have been delineated in terms of considerations of natural and man-made boundaries and, to the extent possible, common development characteristics. These areas are listed below, followed by a discussion of each area.

1. Bandon Heights
2. Southeast Bandon
3. Downtown-Woodland Heights
4. West Bandon
5. Jetty-Beach Loop Road
6. South Bandon

BANDON HEIGHTS

This area is bounded on the north and east by the city limits, by Riverside Drive and Fillmore Avenue on the west, and by Highway 101 on the south.

Residential Development: The development of Bandon Heights has been predominantly residential to date. Because of the existing development pattern and the proximity of Bandon Heights School and its adjacent playground area, the Plan proposes that the development focus of this area continue as residential (except for certain industrial and commercial areas which will be discussed below). The large area northwest of the junction of Highway 101 and 42-S and the smaller area northeast of the junction are proposed for Urban Residential development. Most of the existing homes in these areas are served by city water and sewers, and lines can be extended relatively easily to serve additional development. A third area designated for Urban Residential development lies between Highway 101 and Riverside Drive at the north city limits and is presently without city water or sewers. As pressure for additional housing increases in future years, and after other residential areas fill in to the south, it is recommended that the city extend water and sewer lines to this area so as to facilitate additional development.

Rural Residential development is proposed for the area on both sides of Spring Creek east of Highway 101 and south of the creek between the highway and Riverside Drive. Although city water service is presently planned for both of these areas, there are no plans for sewer service for either area, thereby reducing the feasibility of Urban Residential development. Use of the Rural Residential classification east of Highway 101 is further encouraged by the proximity of cranberry bogs to the east, which could be

adversely affected by high-density residential development. Between the highway and Riverside Drive, the opportunity for "rural" living afforded by large lots, plus proximity of much of the area to the Moore Mill log pond, both tend to reinforce the Rural Residential classification.

Commercial Development: Most of the existing commercial development in Bandon Heights is located at the junction of Highways 101 and 42-S and includes a service station, restaurant, two motels, and a myrtlewood manufacturing and gift shop (which is located on the south side of Highway 42-S). The Plan designates this area as Tourist Commercial in keeping with the present Bandon Zoning Ordinance but with two exceptions. First, the half-block west of June Avenue between Highway 101 and First Street East should be classified as Mobile Home Residential to recognize the mobile home park located there. Second, the Plan proposes that the block bounded by Division Street, First Street North, Highway 101 and North Avenue be added to the Tourist Commercial classification. Tourist Commercial development of these areas takes advantage of the high visibility to travelers on the two highways as well as relative ease of access.

The block north of Highway 101 between Grand and Fillmore Avenues forms part of the downtown business area and is classified by the Plan as General Commercial. This designation is consistent with the predominant existing land use as well as with the Bandon Zoning Ordinance.

Industrial Development: At present there is no industrial development in Bandon Heights, although the Moore Mill is located across Riverside Drive from the area. The Plan proposes a Light Industrial classification for a fairly large area north of Second Street North between Highway 101 and North Avenue. The reason for this classification is to provide additional land for economic development compatible with surrounding uses. Also, the cranberry bogs to the east would be protected against encroaching residential development which is not felt to be compatible with bogs. Development of this area is long-range in nature and should be closely coordinated with the development of public facilities, especially road access. (The best access would be directly east from Highway 101. However, should this be denied by the State Highway Division, then access should be north from Highway 42-S). Light Industrial development in this area should be well-planned and visually attractive. Unsightly open storage should be discouraged.

Two areas outside the city yet near Bandon Heights are shown on the Plan as Heavy Industrial. They are the Rogge Lumber Mill on Highway 101 at Bullards Bridge and the Erdman Meat Packing plant on Highway 42-S just east of the city limits. There is some residential development near the packing plant, but future residential development should not be sizeable enough to create serious conflicts with either plant.

Open Space: The playground area of the Bandon Heights Elementary School

offers some close-by recreational opportunities for residents of Bandon Heights. Located near the school is a cemetery which has potential as "passive" open space, offering a visual contrast to nearby residential development. The Plan proposes that the area along Riverside Drive west of the school and cemetery and running south to Ferry Creek be maintained as open space for the purpose of creating an integrated buffer area between the Moore Mill complex and the city's sewage treatment plant on the west, and residential areas and the school on the east.

The Plan proposes open space corridors along both Spring and Ferry Creeks. The city could possibly coordinate limited development of these corridors, perhaps including construction of hiking trails, benches or related facilities. The main point is to call attention to these natural amenities and make them available for the enjoyment of the general public.

SOUTHEAST BANDON

Harlem Avenue, Highway 101, and the south and east city limits form the boundaries of this area, which is bisected by Ferry Creek. The Plan proposes that Southeast Bandon develop primarily as a residential district, with particular emphasis on retention of the area's present open character to a large degree.

Residential Development: The Plan proposes that the area North of Ferry Creek and west of June and Michigan Avenues be developed as Urban Residential. This classification is compatible with both existing development and the Bandon Zoning Ordinance. Water and sewer lines presently serve part of the area and could be extended to accommodate additional development.

The area south of Ferry Creek and immediately east of Harlem Avenue is recommended for Rural Residential development. This area is presently without water or sewer services. Although nearby water lines could be extended to serve the area with little difficulty, sewer service would not appear highly feasible within the planning period.

The Plan proposes that the extreme southeast corner of the city be designated for Planned Residential development. This is definitely a long-range proposal, with implementation dependent on sufficient development pressure, extension of water and sewer lines, and most likely private acquisition of a large number of city and county owned parcels. (Public ownership also poses a barrier to private development to much of the Harlem Avenue area recommended above for Rural Residential use.)

Commercial Development: The Plan recommends that the blocks between the highway and Third Street East from June Avenue to the city limits be retained for Tourist Commercial development as presently zoned. This

classification is appropriate for the same reasons cited regarding the Bandon Heights Tourist Commercial center, of which this area is actually a part.

Industrial Development: The Plan proposes a Light Industrial designation for an area covering roughly two blocks between Michigan Avenue and the city limits directly south of the Tourist Commercial district. This area presently contains little development and could accommodate a moderate sized firm with ~~minimum~~ conflict with adjacent uses. It should be noted however, that this area is presently zoned for residential use and any industrial development should be viewed as a long-range objective, so as to allow the gradual phase-out of existing residential development.

Open Space: A major portion of Southeast Bandon is proposed for retention as open space. Basically, this area includes a wide corridor along Ferry Creek plus another corridor running south from the creek to the city limits in a line with Michigan Avenue. In addition to the lack of water and sewer lines already cited, steep slopes of from 30% to 50% in these areas drastically lessen their potential as home sites. On the other hand, the presence of the creek, and large amounts of publicly owned land increase the desirability and feasibility of creating a greenway with considerable potential for recreational use.

DOWNTOWN-WOODLAND HEIGHTS

This area is bounded on the west by Allegheny and Oregon Avenues, on the north by the waterfront and Highway 101, on the east by Fillmore and Harlem Avenues and on the south by the city limits. The Plan proposes an integrated pattern of residential, commercial and industrial uses for this area.

Commercial Development: The Plan retains the existing Downtown and Woodland Heights areas for General Commercial development but proposes some modifications of the areas delineated by the Bandon Zoning Ordinance. First, General Commercial development is indicated all the way to First Street, East, consistent with existing use. Second, the Plan provides for General Commercial development for the entire area between Highway 101 and the Perry veneer mill. Although some land between the mill and Alabama Avenue is presently zoned and used for residential development, this area lies in the logical path of commercial expansion which could well occur within the planning period. Similarly, the Plan proposes the western boundary for commercial development, be Allegheny Avenue from the city limits north to Seventh Street West, instead of the alley between Allegheny and the highway. This change recognizes prevailing land use patterns and serves to fill out the commercial area with little adverse impact on adjacent uses. Linked together by the City Hall, the Downtown and Woodland Heights commercial

areas as outlined in the Plan should offer sufficient land to contain foreseeable General Commercial development within the planning period.

Industrial Development: The Plan proposes no additional areas for Heavy Industrial development within the Downtown-Woodland Heights area, but provides for the existing Perry veneer plant and the Moore Mill (located North of Downtown and west of Riverside Drive). The Plan does, however, propose an area for Light Industrial development between Grand and Elmira Avenues and Third and Fifth Streets East. This area is presently zoned for general commercial and residential use, but contains a cheese processing plant and several other firms which fit the Light Industrial classification. Given this prevailing development pattern, the area provides a logical location for additional light industrial or heavy commercial firms.

Residential Development: A key element of the Plan in terms of residential use in the Downtown-Woodland Heights area is the proposal for a Mobile Home Residential area between Delaware and Grand Avenues and Fifth and Eleventh Streets East. The city plans to extend sewer lines into this area including an interceptor line along Fillmore Avenue. With the addition of sewers, this area will be available for those who wish to buy lots on which to place mobile homes, as well as for possible mobile home parks. At the same time, conventional housing would also be permitted. The concept embodied in this type of area has several desirable features, First, the area provides a transition between the adjoining Light and Heavy Industrial, Commercial, and Urban and Rural Residential areas. Second, this type of area recognizes the growing popularity of mobile homes as an alternative to generally more expensive conventional housing. Finally, mobile homes could be relocated with relatively little difficulty in the event of expansion of adjacent uses.

East of the proposed Mobile Home Residential area, the Plan recommends a continuation of the Rural Residential area previously described for the Southeast Bandon area. Water is available to much of the area at present, but intensive development should be discouraged unless sewer service is provided.

Urban Residential development is proposed for the area located between the two commercial areas on the north and south, the City Hall on the west and the Light industrial and Mobile Home Residential areas on the east. This area presently has water and sewer service which can be expanded to accommodate greater densities. Proximity to shopping areas should encourage continued development of this district.

Marine Activity Areas: The Plan proposes that the harbor area directly north of the downtown area be the site of an expanded boat basin for the Port of Bandon. Such development should be viewed as long-range in nature, taking into account the relationship of the proposed basin with the existing Bandon Fisheries plant and the Moore Mill truck shop.

WEST BANDON

This area is bounded on the east by the commercial districts and the highway, on the west by Ogden Avenue (Beach Loop Road), on the north by the cliff (and the waterfront easterly from the Robertson concrete plant), and on the south by the city limits and Tupper Creek.

Residential Development: West Bandon is presently the city's major residential area, and the Plan proposes Urban Residential development for all areas not otherwise specified. Water and sewer lines are relatively extensive in the area and expansion of existing lines as needed does not appear to pose major technical problems.

Schools, shopping areas, the city park and beaches are all within relatively easy walking distance of most of the area. These factors should all serve to encourage the continued filling in of this residential area.

Commercial Development: The Plan proposes Tourist Commercial development for the area north of First Street West between Alabama Avenue and the concrete plant. The area is presently zoned for industrial development but a number of craft shops located here create the potential for an attractive waterfront grouping of small businesses selling a variety of locally-manufactured goods.

Industrial Development: The Plan does not propose industrial development for the area other than the area presently used by the existing concrete plant. The area along First Street West could be used for industrial development as an alternative to the Tourist Commercial use proposed above, but it is submitted that this area represents a unique opportunity for development of a commercial center with a distinctively local flavor.

Open Space: In addition to the existing city park and the school grounds, the Plan proposes open space corridors along Tupper and Gross Creeks similar to those proposed for Spring and Ferry Creeks in Bandon Heights.

JETTY-BEACH LOOP ROAD

This area includes the entire Controlled Development Area as shown on the Plan map plus all remaining area within the city limits south of Tupper Creek.

Controlled Development: The key element of the Plan with respect to the Jetty-Beach Loop Road area is the proposed Controlled Development Area (CDA). Bandon is the only city in Coos County---and one of relatively few cities on the Oregon coast---which offers a scenic route comparable to Beach Loop Road or the quantity of homesites with good ocean views found along this road and in the Jetty area. Homes on the Jetty are characterized

by a rustic, low-profile architectural style frequently associated with small coastal villages. The purpose of the CDA concept is to encourage development which will compliment the Jetty's present character, and which will cause minimum disruption of the ocean vistas afforded by properties along the bluff.

The Plan proposes that a balanced mixture of uses be allowed in the CDA, including Tourist Commercial development, single and multi-family homes and public recreation areas. Successful implementation of the CDA concept will require careful determination of (a) the uses to be allowed in the CDA and (b) the specific controls to be used to ensure that development in the CDA will be compatible with the goals pertaining to the Jetty and bluff.

Commercial Development: The Plan proposes that Tourist Commercial development outside of the CDA be clustered around existing locations (as shown on the Plan map). Clustering of Tourist Commercial development is consistent with the Bandon Zoning Ordinance and serves to prevent a pattern of strip development along the Beach Loop Road.

Residential Development: Outside of the CDA, the Plan proposes Urban Residential development between Beach Loop Road and the city limits from Tupper Creek south to the golf course. Water service is available from a main extending along Beach Loop Road south to Johnson Creek. Plans for a sewer extension project along Beach Loop Road have been completed and construction is expected to begin within the coming year. Given the approaching availability of sewer services, plus the demand for ocean view homesites, Urban Residential development of this area appears logical and feasible. It should be noted, however, that continued residential development will increase the need for major improvement for Beach Loop Road.

Rural Residential development is proposed for the incorporated areas adjoining the golf course to the north and south. Extension of water and sewer service to the area within the planning period is not anticipated at this time. The proximity of these areas to the golf course makes them especially attractive for development of homes on relatively large lots. These considerations make rural residential development a reasonable course of action for this area.

Open Space: In addition to the ocean beaches, the Jetty-Beach Loop Road area contains five public park areas as well as a public golf course. Development of the park areas can probably be limited to parking areas, rest rooms, beach access trails and possibly picnic facilities at some locations. Adequate beach access should have the first priority regarding development of present sites and acquisition of additional land.

SOUTH BANDON

South Bandon includes the area south of the present city limits on both sides of Highway 101 extending to the Bandon Airport. This area represents the major direction of urbanization beyond the present city limits, and much of the area may ultimately become part of the city. Therefore, the Plan proposes guidelines for development of this area so that its growth will be an asset rather than a liability to the city.

Potential Annexation Areas

Based on a consideration of existing development patterns together with certain physical characteristics, the Plan proposes that the area bounded by the present city limits, Johnson Creek, and a north-south line a block east of Highway 101 be considered for future annexation to the city. Such annexation would occur in stages, as demand for the full range of city services increases due to continuing development.

Residential Development: Within the proposed annexation area, the Plan indicates Urban Residential development for two areas adjacent to the present city limits. These areas contain the major concentration of suburban residential spillover in Bandon to date. Extension of existing water and sewer lines would not appear to pose any major problems; consequently, these areas would be logical for annexation within a relatively short period of time.

Rural Residential development is proposed for land immediately adjoining both sides of Highway 101. This recommendation is based on several considerations. First, residential development along the highway is consistent with the objective of discouraging commercial strip development along the highway. Secondly, Rural Residential development encourages greater lot sizes, thereby permitting homes to be set back further from the highway and the noise from passing traffic. Third, low-density Rural Residential development poses fewer conflicts between through and local traffic in terms of access from the highway.

The Plan recommends that the major portion of the proposed annexation area be classified for Planned Residential development. To date, development of this area has been relatively sparse and most of the land is in fairly large ownerships. Soil suitability for residential construction is varied, but there are many large areas of buildable soil. Because of the above conditions, the Planned Residential classification seems particularly appropriate in that it invites innovative approaches to residential development through Planned Unit Developments or imaginative subdivision arrangements. Such approaches afford opportunities to achieve optimum development of the buildable areas while incorporating the less suitable areas into these developments as open space. Streets can be planned in these areas so as to encourage slower traffic speeds than those

usually associated with the conventional grid street configurations of older urban areas. It should be emphasized that any new development in this area would require extension of city water and sewer services. This condition should facilitate an orderly pattern of development by means of phased annexation and utility extensions.

Commercial Development: The Plan proposes that commercial development in South Bandon be limited to existing development as much as possible. Implementation of this proposal will encourage optimum development of existing commercial centers (Downtown and Woodland Heights) and will also discourage the type of strip commercial development found along the highway entrances to many cities.

At present, there is considerable commercial development south of the city limits near Gross Creek. Annexation of this area to the city is expected in the near future and the Plan proposes General Commercial development which is consistent with both existing use and proposed city zoning for the area.

Rosa Road-Airport District

The remaining portion of South Bandon lies east of Highway 101. The present character of the area is rural, with extensive cranberry bogs and other agricultural activities being the predominant land uses. For the most part, the Plan proposes that the present character of the area be retained.

Residential Development: The Plan proposes Urban Residential development for a small area east of Highway 101 which has experienced concentrated development to date. Proximity of this area to the city makes annexation to obtain water and sewer service probable at some future date. Possible Urban Residential development beyond the area shown on the Plan map should be viewed as extremely long-range, and should not be encouraged if it would conflict with agricultural development nearby.

The Plan proposes low-density Rural Residential development along Bill Creek Road, and along the west side of Rosa Road, consistent with existing residential development as well as with adjacent agricultural uses. City water lines along these roads are planned for construction during the mid 1980's but sewers are not presently planned for the area.

Industrial Development: The Plan proposes designation of a large block of land for Heavy Industrial development immediately south of the Perry veneer mill. The purpose of this recommendation is to provide an area capable of containing large scale industrial expansion in the future. This location is within reasonable distance of Highway 101, with possible access via

Eleventh Street East and Rosa Road. While there would be some conflict with nearby residential uses, such conflict would be relatively limited. Water and sewer lines could be extended to serve new forms in the area without having to traverse undeveloped areas. An open space buffer zone is proposed for the south and east sides of the proposed industrial site.

The Plan proposes Light Industrial development in the vicinity of the Bandon Airport. Such a classification would pose minimal conflict with adjacent uses and would provide areas suitable for those types of firms which would derive particular benefit from being located near the airport. The major conditions for any development near the airport should be that (1) such development have an orientation to air service in some manner and (2) all developments should be carefully planned so as not to conflict with safe operation of the airport or with its future expansion.

Agricultural Development: The Plan map designates Agricultural development for areas where cranberry bogs are located at present. The primary concern here is to ensure that land best suited for agricultural use can be retained for such use without being encroached upon by other uses.

CHAPTER VI

HOUSING ELEMENT

The Housing Element of the Bandon 1990 Comprehensive Plan seeks to assess the housing needs for Bandon and to identify the steps required to meet these needs. Included in the Housing Element are (1) a survey of housing conditions in Bandon, (2) a summary of the problems relative to the city's existing housing stock and the prospects for the solution of these problems, (3) a summary of the Plan's housing-related Goals and Objectives, and (4) a statement of recommended future planning and implementing activities.

HOUSING CONDITION SURVEY

A "windshield survey" of housing conditions was conducted within the city simultaneously with the Land Use Inventory. For purposes of the study the city was divided into twelve zones as shown in Figure 16.

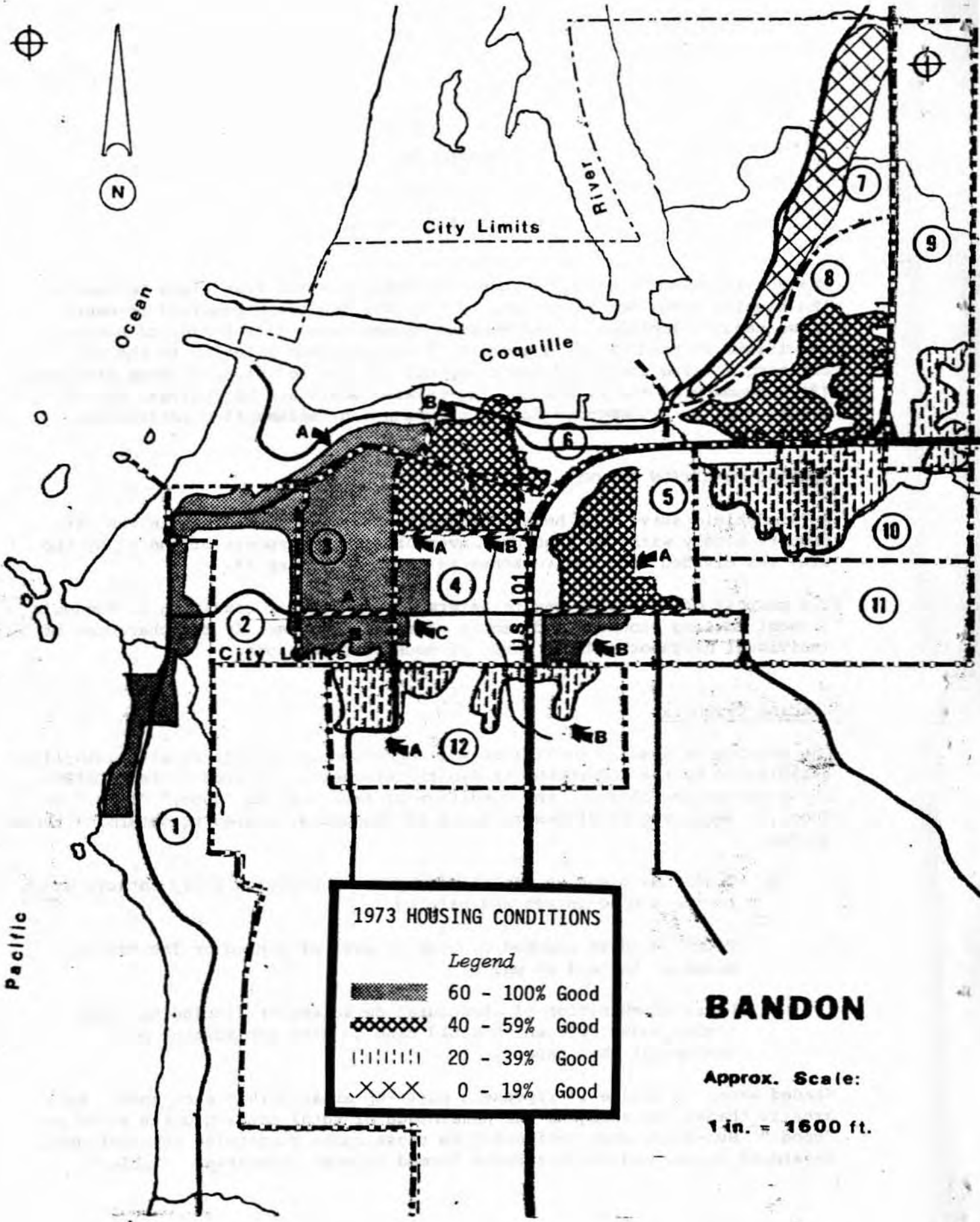
The purpose of the study was to determine the general condition of Bandon's present housing stock. Study zones were used to identify the character of individual neighborhoods in terms of housing conditions.

Grading Criteria

The grading of housing conditions was conducted in accordance with guidelines established by the Comprehensive Health Information Program System (CHIPS). These guidelines classify the condition of each unit as "good," "fair," or "poor." Below are brief descriptions of the criteria used to determine these grades.

- A. Good: No visual signs of disrepair; foundation fully intact, exterior siding intact and painted.
- B. Fair: Windows cracked or broken; part of siding or foundation missing; in need of paint.
- C. Poor: Combination of structural deficiencies (including those listed under "B") which would tend to make replacement more economical than repair.

Shaded areas in figure 16 represent built-up areas within each zone. Each area is shaded according to the percentage of total housing units rated as "good." Sub-zones were delineated in those zones containing non-contiguous developed areas, and where streets formed logical boundaries. Table 9



1973 HOUSING CONDITIONS

Legend

	60 - 100% Good
	40 - 59% Good
	20 - 39% Good
	0 - 19% Good

BANDON

Approx. Scale:

1 in. = 1600 ft.

summarizes housing condition survey data by zone and sub-zone and also lists the acreage, number of units, and density for developed areas in each zone.

Housing Condition by Zone

The following are summaries of neighborhood characteristics in terms of housing condition, compatibility of land uses, future building potential and other relevant considerations.

Zone 1

Zone 1 includes the bluff area extending south from Seventh Street to the city limits. 61% of the housing in the zone was rated as good, representing 3.1% of the city's total good housing. Lack of exterior painting was the most prevalent characteristic of houses rated as fair.

At present, Zone 1 contains ample undeveloped building sites suitable for new homes. Much of the land south of Thirteenth Street is now in large ownerships and could be sub-divided to accommodate more homes without overcrowding.

Zone 2

Zone 2 extends from north of Seventh Street to the city limits, and runs east from Zone 1 to Jackson Street. 73% of the zone's housing was rated as good, representing 6% of the city's total good housing. Lack of exterior painting was again the primary characteristic of units rated as fair.

There are numerous vacant lots to the north and east of the park which could provide ideal home sites if Eighth and Ninth Streets and Kensington Avenue were improved.

Zone 3

Zone 3 lies between Jackson and Franklin Avenues, and extends from Ocean Drive south to the city limits. 80% of the housing in this zone was rated as good, representing 13% of the city's total good housing. Zone 3 has the highest percentage of good housing of all the zones in the city.

Although much of zone 3 is more built up than many neighborhoods, there are several vacant lots, particularly in the areas south of Eleventh Street and between Harrison and Jackson Avenues.

TABLE 9

BANDON HOUSING CONDITION AND DENSITY BY ZONE

Zone	(Sub-Zone)	DU's	% of Total	Good	% of Zone	Total	Fair & Poor	% of Zone	% of Total	Developed Acreage	Density (DU/AC)	
1		31	5.0	19	61	3.1	12	39	1.9	N.A.	N.A.	
2		51	8.3	37	73	6.0	14	27	2.3	27.16	1.88	
3	(A)	(79)	(12.8)	(66)	(83)	(10.7)	(13)	(17)	(2.1)	(53.97)	(1.46)	
	(B)	(21)	(3.4)	(14)	(67)	(2.3)	(7)	(33)	(1.1)	(11.12)	(1.89)	
		<u>100</u>	<u>16.2</u>	<u>80</u>	<u>80</u>	<u>13.0</u>	<u>20</u>	<u>20</u>	<u>3.2</u>	<u>55.09</u>	<u>1.54</u>	
4	(A)	(15)	(2.4)	(7)	(47)	(1.1)	(8)	(53)	(1.3)	(19.39)	(.77)	
	(B)	(26)	(4.2)	(14)	(54)	(2.3)	(12)	(46)	(1.9)	(8.14)	(3.19)	
	(C)	(41)	(6.6)	(38)	(94)	(6.1)	(3)	(6)	(.5)	(6.69)	(6.13)	
		<u>82</u>	<u>13.2</u>	<u>59</u>	<u>72</u>	<u>9.5</u>	<u>23</u>	<u>28</u>	<u>3.7</u>	<u>34.22</u>	<u>2.40</u>	
5	(A)	(69)	(11.2)	(31)	(45)	(5.0)	(38)	(55)	(6.1)	(41.70)	(1.65)	
	(B)	(21)	(3.4)	(14)	(67)	(2.3)	(7)	(33)	(1.1)	(11.30)	(1.86)	
		<u>90</u>	<u>14.6</u>	<u>45</u>	<u>50</u>	<u>7.3</u>	<u>45</u>	<u>50</u>	<u>7.2</u>	<u>53.0</u>	<u>1.70</u>	
6	(A)	(14)	(2.3)	(9)	(64)	(1.5)	(5)	(36)	(.8)	(12.87)	(1.09)	
	(B)	(20)	(3.2)	(10)	(50)	(1.6)	(10)	(50)	(1.6)	(17.60)	(1.31)	
		<u>34</u>	<u>5.5</u>	<u>19</u>	<u>56</u>	<u>3.1</u>	<u>15</u>	<u>44</u>	<u>2.4</u>	<u>30.47</u>	<u>1.12</u>	
7		12	1.9	0	--	--	12	100	1.9	N.A.	N.A.	
8		125	20.2	52	42	8.4	73	58	11.8	40.35	3.98	
9		12	1.9	4	33	.6	8	67	1.3	9.66	1.24	
10		39	6.3	10	26	1.6	29	74	4.7	29.69	1.31	
11		-----No Significant Development in Zone 11-----										
12	(A)	(23)	(3.7)	(6)	(26)	1.0	(17)	(74)	(2.8)	(17.28)	(1.33)	
	(B)	(20)	(3.2)	(5)	(25)	.8	(15)	(75)	(2.4)	(11.65)	(1.72)	
		<u>43</u>	<u>6.9</u>	<u>11</u>	<u>26</u>	<u>1.8</u>	<u>32</u>	<u>74</u>	<u>5.2</u>	<u>28.93</u>	<u>1.49</u>	
Total		619	100.0	336		54.4	283		45.6			

Zone 4

Zone 4 lies between Franklin Avenue and Highway 101 and runs from Fourth Street south to the city limits. 72% of Zone 4's housing was rated as good, representing 9.5% of the city's total good housing. It should be noted that housing quality was found to be substantially higher in sub-zone C than it was in sub-zones A and B. 94% of sub-zone C's housing was rated as "good" while only 47% was rated as good in sub-zone A and 54% was so rated in sub-zone B.

Overall housing density in Zone 4 is greater than that in most residential areas in Bandon. Much of the open area south of the schools is publicly owned, but sub-zone A contains considerable vacant land which would appear well-suited to residential development.

Zone 5

Zone 5 occupies the area south and east of Highway 101 between the city limits and Grand Avenue. 50% of total housing in Zone 5 was rated as good, representing 7.3% of the city's total good housing, but as was the case for Zone 4, there was a large disparity between two sub-zones. 45% of housing in sub-zone A was rated as good, while the 67% of sub-zone B's housing was rated as good.

There are many vacant lots available in both sub-zone A and B which would present ideal home sites in terms of access to the commercial areas, although proximity to the veneer plant lessens the attractiveness of some lots.

Zone 6

Zone 6 includes the Jetty area on the west and runs along the south bank of the Coquille River east to Ferry Creek, and includes most of the downtown business area. Of total housing surveyed in Zone 6, 56% was rated as good, representing 3.1% of all good housing in the city. Housing conditions in sub-zone A is considerably better than it is in sub-zone B, with 64% of sub-zone A's housing rated as good, compared to 50% of sub-zone B. Lack of exterior painting was the major reason for the large number of houses rated as fair.

The main potential of zone 6 in terms of future residential development lies in vacant parcels along the bluff. These sites afford good views of the river and ocean and could be used for single-family dwellings.

Zone 7

Zone 7 runs along the Coquille River to the north city limits, and is bound on the east by a fairly steep ridgeline and Highway 101. All housing in Zone 7 was rated as fair.

Present residential development in zone 7 is sparse and semi-rural in nature. Most of the land consists of large parcels, and some of it is devoted to gardening and pasture.

The presence of a large lumber mill and log storage area along the river front reduces the attractiveness of much of zone 7 for future residential development. In addition, the general condition of the area's existing housing would tend to discourage new development.

Zone 8

Zone 8 includes the Bandon Heights area and is bound by Highway 101 on the east, Oregon Highway 42-S on the south, and zone 7 on the west. 42% of the total housing in zone 8 was rated as good, representing 8.4% of the city's total good housing.

Bandon Heights is one of the older residential areas of the city. This fact helps to account for the relatively low percentage of homes rated as good. However, the neighborhood contains a sizeable portion of the new homes constructed since 1960, and as a result, the zone has one of the highest overall densities in Bandon. The presence of a school (and playground facilities), proximity to the downtown area, a minimum of conflicting land uses, plus a fairly well developed system of streets, water lines, and sewers have all contributed to this area's growth. These factors should encourage development of remaining vacant lots in the area, and might also encourage the improvement of homes which were not rated as being in good condition.

Zone 9

Zone 9 occupies a strip of land on the east edge of Bandon, running from the north city limits to just south of Oregon Highway 42-S and bound on the west by Highway 101. Except for about ten acres in the southern end, the zone consists mostly of forest and open space. 33% of zone 9's housing was rated as good, representing .6% of total good housing in Bandon.

Zone 10

Zone 10 includes the area south of Highway 101 and 42-S between Grand Avenue and the east city limits and its southern boundary in line with Ninth Street east. Almost all development in the zone lies in a 30-acre area between the highways and Ferry Creek. Housing quality in Zone 10 was generally low, with

only 26% rated as good, representing 1.6% of total good housing in the city.

Although residential development in Zone 10 is relatively sparse at present, the proximity of the creek creates the potential for development of some attractive home sites along its north banks. As an alternative, the area may remain at its present level of development, with open fields and garden areas.

Zone 11

Zone 11 occupies the southeast corner of the city. There are 17 single-family dwelling units in a 12-acre area in the west part of the zone. Except for the relatively sparse residential development most of zone 11 is held in city and county ownership. Much of the zone consists of marshy areas drained by Ferry and Bill Creeks and as such is of not great value for future residential development.

Zone 12

Zone 12 lies directly south of the city limits on both sides of Highway 101 between Old Airport Road on the west and Rosa Road on the east. 26% of the total housing in sub-zones A and B was rated as good, representing 1.8% of total good housing in the city. There is some commercial, tourist-commercial and industrial development along the highway, with some residential development close by.

Although it is presently beyond the city limits, Zone 12 represents a major concern to Bandon because of its future development potential. Additional development may well bring pressure for annexation in order to obtain city sewers. Because of this possibility, the city has an interest in encouraging orderly development of the area to avoid non-compatible land uses. City input should be encouraged on specific development proposals for this area as they come before the county planning commission.

General Observations

Data from the housing condition survey shows overall housing quality to be much higher in the western part of Bandon than in the eastern part, even though the total number of dwelling units in the city is almost evenly divided between the two areas. The area west of Highway 101 contains 48% of the city's total housing units but has 64% of all the city's units which were rated as good. 54% of all housing in Bandon was rated as good, but the percentage of good housing in each of the eastern zones was below this figure (see Table 9). The distribution of good housing between the eastern and western portions of Bandon closely resembles the distribution of new homes

built since 1960 (The west area had 67% of all the new homes built since 1960 and 64% of the city's housing rated as good). These patterns suggest that the city may want to give special consideration to possible means of encouraging improvement of housing conditions in the eastern parts of the city. This inventory of housing conditions also has indicated that there is ample acreage available for new residential development in all sectors of the city.

PROBLEMS AND PROSPECTS FOR THEIR SOLUTION

Income Levels

Annual income levels in Bandon are relatively low in comparison to those for Coos County and Oregon. As seen in Table 5, the Bandon area's mean annual income in 1970 was \$8,753, which was 16% below Coos County's figure of \$10,157 and 22% below the state's figure of \$10,695. At the same time, the percentages of individuals and families in the Bandon area with incomes below poverty level were substantially higher than those for Coos County and the state. In terms of income distribution, Table 5 shows 39.6% of families in the Bandon area had annual incomes less than \$6,000 in 1970 as opposed to 24.4% for Coos County and 24.8% for Oregon.

The lower income levels found in the Bandon area tend to limit the quality of housing that many families can afford. At the same time, these levels can be expected to remain low unless significant improvement occurs in the area's economy. As noted previously, trade and service employment may increase during the planning period, and the tourist industry will probably continue to grow. However, gains in these sectors will have to be large in order to offset the expected drop in lumber and wood products employment.

A significant problem in alleviating poor housing quality is a lack of adequate financing. First, Bandon has only one lending institution at present with the result that the availability of development capital is somewhat limited, although the city is served by lending institutions in Coos Bay. This situation should improve with the opening of a new institution now under construction. Second, interest rates are increasing rapidly, thereby increasing the cost of housing. Finally, local owners of developable land often lack the necessary capital to finance development themselves. This problem is especially present in financing large-scale developments of quality housing. This lack of capital often forces owners to develop their lands sporadically as capital becomes available.

Quality of Housing

While there has been a substantial increase in new housing construction in Bandon in recent years, overall housing quality is still relatively low. As previously indicated, the housing condition survey showed only 54.4% of the city's homes to be in good condition. Available data indicates that in

1970, 4% of Bandon's housing units lacked one or more plumbing facilities, as opposed to 3.3% for Coos County and 3.6% for the state.¹⁰ In terms of housing values, the median value of owner-occupied housing units in Bandon was \$10,400 in 1970 as opposed to \$12,400 in Coos County and \$15,400 in Oregon.¹¹

Given the recent upward trend in residential building permits, housing quality in Bandon can be expected to continue to improve, although new construction will depend heavily on the area's economic climate. New housing construction generally has a tendency to spur the removal or renovation of nearby substandard units due to pressure from residents in the newer housing.

The City of Bandon has encouraged removal of substandard housing through a program whereby the owners of vacant dilapidated structures may authorize controlled burning of the structures by the fire department during practice drills. Eight substandard houses were removed under this program in 1973.

In addition to increasing overall per-unit values, new housing construction can be expected to reduce the percentage of homes with substandard plumbing facilities. Continued expansion of the city's water and sewer systems should further reduce this deficiency.

Availability of Housing Alternatives

Multi-Family Housing: As indicated in Chapter IV, there is a deficit of multi-family dwelling units in Bandon, particularly in light of the high percentage of families with incomes below poverty level. There has been an increase in the construction of such units in recent years. However, there is no guarantee that economic conditions conducive to multi-family dwelling construction will continue indefinitely.

Mobile Homes: Mobile homes have become increasingly popular in recent years as an alternative to conventional housing. Mobile homes are particularly attractive for those who wish to own their own homes rather than pay rent, but who also find conventional homes too expensive to buy and maintain. At present, there are two mobile home parks in Bandon. However, these parks are oriented toward short-term rather than long-term occupancy. There exists a definite demand for suitable permanent mobile home locations either in mobile home parks or on conventional city lots.

The Bandon 1990 Comprehensive Plan has proposed that a large area north of the Perry Veneer mill be designated for mobile home residential development. Sewers are planned for this area in the near future; once installed they will permit use of individual lots for either mobile or conventional homes.

HOUSING GOALS AND OBJECTIVES

Listed below are those goals and objectives contained in the Bandon 1990

Comprehensive Plan which pertain to housing. These goals were formulated on the basis of input from the citizens of Bandon.

Goals

1. To encourage development of adequate housing for residents of Bandon in order to meet their needs and in order to provide security and enjoyment.
2. To make available adequate, integrated, reasonably-priced, quality housing, subject to regulations, which would ensure aesthetics and protection of the natural environment.

Objectives

Low Income Housing

To provide housing for low income residents by encouraging the provision of rent or house payment subsidies on a sliding scale according to the ability to pay.

Mobile Homes

To provide adequate access to mobile homes, while guarding against land use conflicts in urban areas, by designating appropriate areas for the location of mobile homes.

Construction Policies

To ensure quality housing for all residents by continual enforcement and regular updating of the city's building codes.

New Home Construction

To replace dilapidated housing by the construction of new homes.

Residential Density

To accommodate the rising housing demand and to maintain a balanced residential pattern by strengthening the zoning ordinance so as to encourage the dispersion of multi-family dwellings throughout the community.

RECOMMENDED PLANNING AND IMPLEMENTING ACTIVITIES

Program Design

In order to design a housing planning program for the next three to five years, the citizens goals and objectives require translation into planning and implementing objectives. The following activities are proposed in order to implement the above goals and objectives and to encourage the establishment of an ongoing housing development program for the Bandon area.

1. Achievement of a better level of understanding and acceptance of housing as a local responsibility which must necessarily involve the cooperative effort of local governmental units, private industry and the citizens of the community.
2. Develop urban services (water, sewerage, and streets) to encourage residential development.
3. Continually update comprehensive plans to provide sufficient area for new residential development.
4. Work towards the development of a centralized regional planning vehicle with staff resources to:
 - a. Serve as an ongoing informational bank of housing resources and activities.
 - b. Coordinate the promotion of housing production.
 - c. Provide continuing technical assistance and information to potential housing developers.
 - d. Provide assistance to individuals and families with special housing problems.
 - e. Maintain a continually updated regional housing plan.
5. Evaluate all local building and housing codes and ordinances, including their enforcement procedures, to identify obstacles and recommend changes.
6. Design and implement a multi-jurisdictional minimum-standard building and housing code.
7. Undertake the assessment of rural housing problems and develop plans to alleviate them.
8. Identify and disseminate design and locational criteria for new housing developments for all economic levels.

9. Stimulate the production of low-cost housing for the low and moderate-income families through the increased cooperation and involvement of private enterprise.
10. Promote private housing development interest and activity in rehabilitation work.
11. Assuming an increase in supply of relocation housing, increase the demolition of unsound and dilapidated housing units that are beyond reclamation.
12. Investigate the case of mobile and modular homes as possible means of providing inexpensive housing.
13. Develop "planned unit development" concepts that minimize land and construction costs.
14. Require anti-discrimination housing policy and affirmative actions.
15. Discourage housing developments in outlying areas that would necessitate expensive extension of city services.

Housing Priorities

The following are recommended as priorities for immediate action. When completed this program should aid the city in the ability to stimulate adequate housing development.

1. The establishment of new residential development in areas presently served by public facilities.
2. Open up new areas within the city for residential development through the planned development of public facilities.
3. Foster a redevelopment program through commercial lending institutions for local residences.
4. Re-examine the city's zoning ordinance, making necessary changes that implement land use and housing goals.
5. Foster local neighborhood refinancing through commercial banks and federal programs.
6. Encourage location of mobile homes in designated areas by establishment of a zoning classification for this use.
7. Annex and extend public facilities to areas adjacent to the city when residential development fills out the area presently within the city limits.

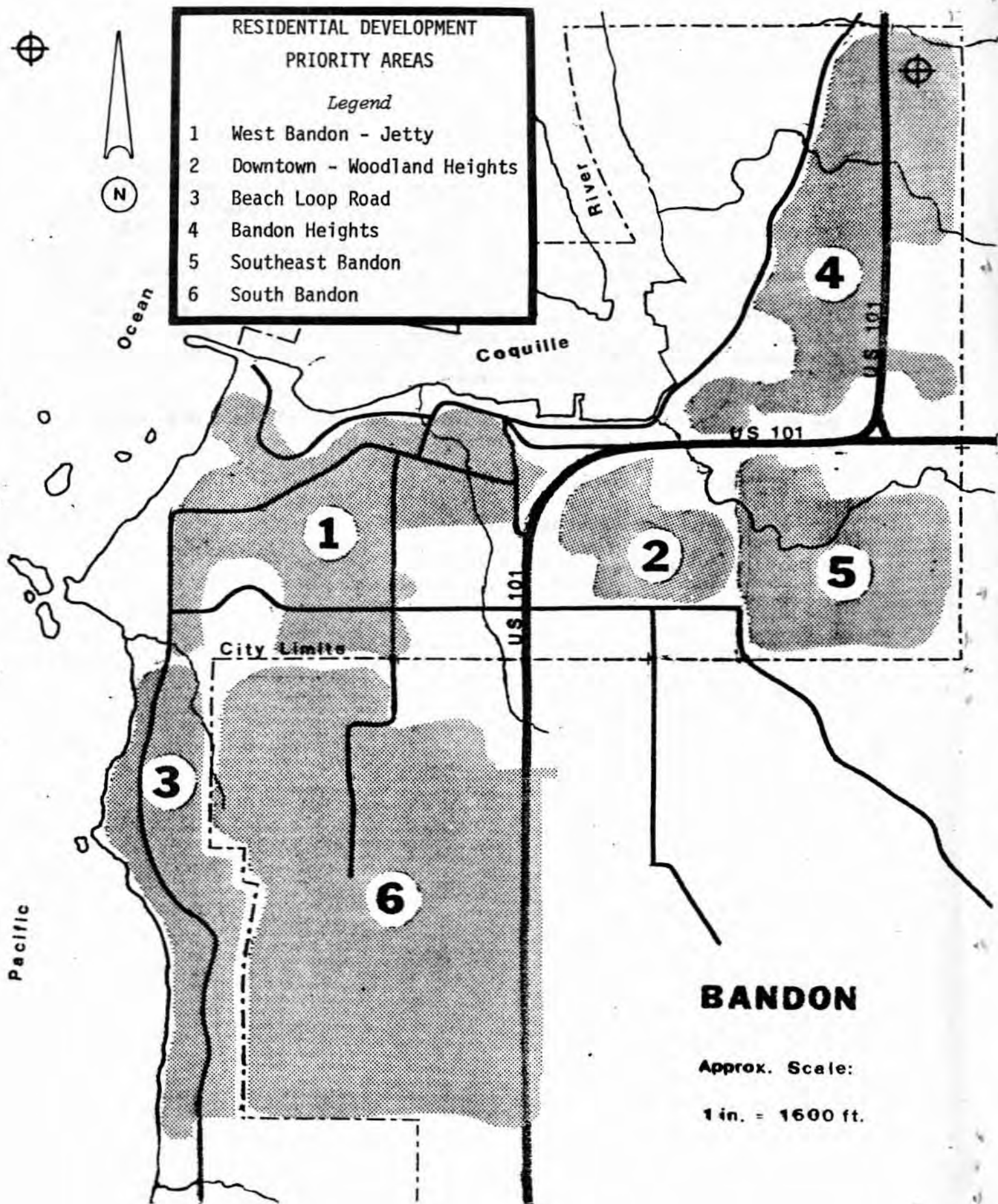
Residential Development Priority Areas

The map in Figure 17 presents a recommended time sequence for development of six general residential areas of Bandon. The priority ranking assigned to each area is based on the status of existing and planned public facilities (i.e., water, sewerage, and streets) in the area. Specifically, the ranking is based on (1) the extent of existing public facilities in the area, (2) the extent of additional public facilities planned for the area, and (3) the anticipated completion time for planned facilities. Accordingly, areas with extensive existing public facilities and with additional facilities planned for early completion are recommended for concentrated residential development before areas with few or no existing public facilities and few or no facilities planned for the immediate future.

The six residential areas are listed below in order of their development priority according to the criteria set forth above:

1. West Bandon-Jetty
2. Downtown-Woodland Heights
3. Beach Loop Road
4. Bandon Heights
5. Southeast Bandon
6. South Bandon

Figure 17



NOTES

- 1 University of Oregon, Bureau of Municipal Research and Service (BMRS), Bandon, Oregon, A Plan for Development, 1963. (Cited hereafter as BMRS, 1963 Bandon Plan.)
- 2 State of Oregon, Department of Geology and Mineral Industries, Geology and Mineral Resources of Coos County, Oregon, Bulletin 80, 1973.
- 3 Advance Copy, subject to change, Soil Conservation Service Office, Coquille, Oregon.
- 4 BMRS, 1963 Bandon Plan.
- 5 Data compiled by C-CCOG Staff from building permit records, Office of the City Manager, City of Bandon.
- 6 Office of the Superintendent, Bandon Public Schools.
- 7 Bonneville Power Administration, Pacific Northwest Economic Base Study for Power Markets.
- 8 BMRS, 1963 Bandon Plan.
- 9 ibid.
- 10 League of Oregon Cities, Human Resource Data 1970, October 1972.
- 11 ibid.

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