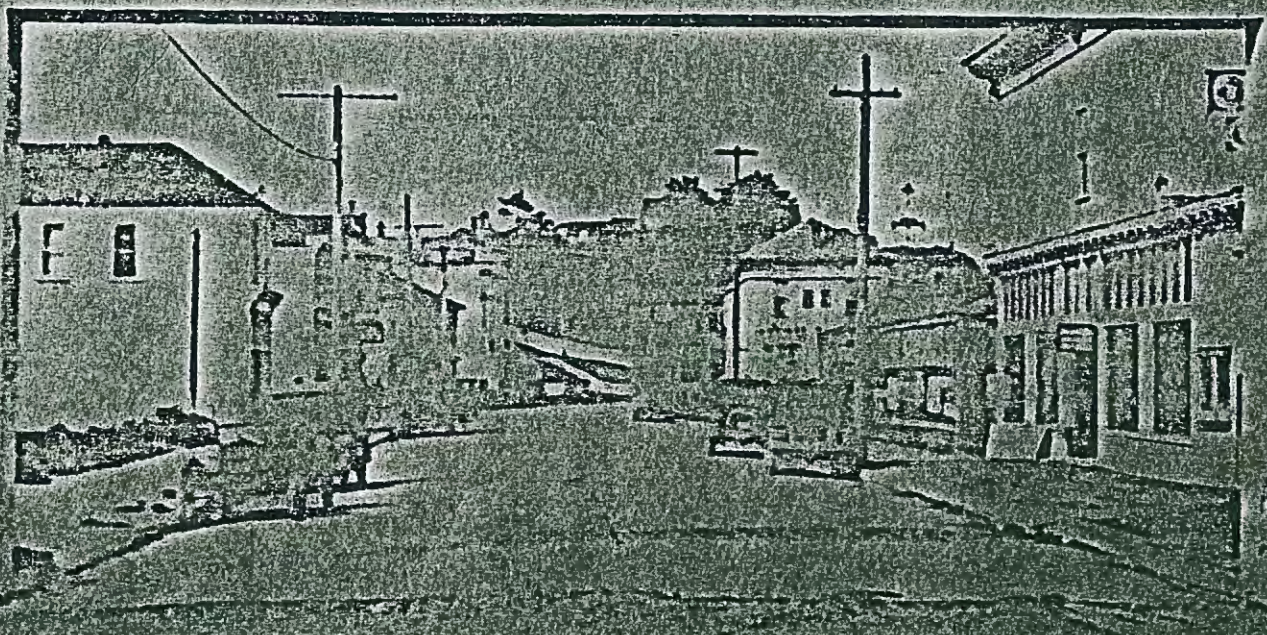


1980

STUDY FOR HISTORIC BANDON:  
WATERFRONT AND JETTY AREAS  
1980.



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The Citizens Committee led by Chairman Diane Chappell was also vital in preparing this report. Listed are those who have participated in this Citizen Committee process.

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## INTRODUCTION

Designing urban redevelopment programs involves identifying methods to capitalize on a community's assets and reduce its liabilities. The economic base of Bandon relies on forestry and wood products, fisheries, specialized agriculture, and tourism. It has been shown that residential development in and of itself cannot support municipal services and provide sufficient employment opportunities. Therefore, as Bandon continues to grow as a result of in-migration, a need is created to expand the economic base. However, significant growth is not expected in the timber and forestry industry. In addition, there is an inherent instability in the agricultural base in the Bandon area. Cranberry growing, dairying, and livestock production are subject to the vagaries of environmental and market conditions. The agricultural base should be able to sustain itself, and possibly increase somewhat, but is not expected to create a "boom" economy in the area. If there are real potentials for community and economic development in Bandon, they lie in better exploitation of fisheries, tourism, and natural resources. The expansion of fisheries is tied to port expansion and processing capabilities. An increase in tourist activity can occur by creating destination interest and support facilities. Further development in local aggregate resources, as well as renewable resources offer possibilities for expansion.

The foci on fisheries, tourism and natural resources converge in two areas of Bandon commonly referred to as the Oldtown waterfront and the South Jetty area. The port facilities interface of economic and ecologic regimes, and the presence of attractive resources make this area very important to the future economy of Bandon.

In large measure, the future of the city rests on the extent by which it can capitalize on the Waterfront Jetty area; to use its assets and minimize its liabilities without destroying the very characteristics which make the Waterfront Jetty area important.

Lack of sewer and water in some areas, and the fact that Bandon's commercial center has migrated to the highway has resulted in large numbers

of vacant lots and buildings. Development activity is minimal with little new construction activity. However, it appears that this state of stagnation may change. The proposed Coquille River Boat Basin Expansion promises to stimulate new economic development in the Oldtown waterfront while recent proposals have focused upon extending municipal services for the South Jetty area.

What can be done to the area to further expedite this change? Essentially, land use needs to be carefully managed so that areas needed for a long-term community development strategy are not committed to inconsistent uses. Many existing structures need rehabilitation or replacement. The infra-structure needs expansion or improvement. New public facilities and private ventures need to be encouraged. But, most of all, a conscious, multi-year strategy to affect necessary changes in the Downtown Jetty area must be initiated. There are long-term community needs which transcend individual desires. But there are individual desires which can be molded into a viable community effort.

In the face of these new development prospects, the concept of a report directed at the future possibilities for the historic Bandon area was conceived. The key questions behind the report were those dealing with overall appropriateness of different uses, methods to preserve and restore the character of the area, and plans which will enhance the economic viability of commercial areas and protect the liveability of residential areas.

To facilitate this exploration, a citizens committee process was conducted under the chairmanship of Diane Chappell, a member of Bandon's city council, and with WICHE (Western Interstate Commission of Higher Education) interns Bill Connelly and Jessica Dole from the Coos-Curry Council of Governments serving as committee staff. In a series of eight meetings between November 1979 and January 1980, a variety of issues and possibilities were explored. No firm decisions were made by the committee, but its input was used to formulate the alternatives identified and the selected alternatives were those which seemed to enjoy the support of the committee.

The report is composed of two large sections: an inventory and a set of proposals regarding the historic Bandon area. The inventory reports on existing features of the area and includes natural, historical, economic, and land use information. It also identifies many of the problems faced by the area that would need to be addressed in new development. The second part responds to the first part with a series of proposals for the area. In each major group, a set of alternatives is presented to alert the community to the various possible ways that a particular problem can be approached. With each set of alternatives one is chosen as a selected alternative representative of the committee process. A section is presented on financing methods and sources which could be used for projects in the historic Bandon area. Appendices contain provisions of Bandon's zoning, ordinances adopted by other communities, and written citizen input received during the committee process.

Ultimately this report is intended to provide information for the Planning Commission, the City Council, and the Port district for decision making regarding the historic Bandon area. It can also be used by local businessmen, property owners, citizen groups and citizens to appropriately guide their own activities so that they will be of benefit to the entire community. The report can also be used in a supportive capacity towards securing governmental assistance, grants, contributions, and other support for the activities outlined in the report.



## PART I BACKGROUND OF HISTORIC BANDON

### STUDY AREA

The study area includes the area south of the Coquille River between Fillmore Avenue and the Pacific Ocean. The southern boundary of this area is a bit more variable extending along the top of the bluff from the ocean (due west of the intersection of Seventh Avenue and Beach Loop Road) to the property south of First Street owned by the United States Coast Guard. East of here the southern boundary includes all properties which have frontage on First, Second, or Wall Streets east to Fillmore Avenue. Although not specifically discussed in this report, Moore Mill and the waterfront area from the mill to Fillmore Avenue are important historically and deserve to be recognized as part of historic Bandon.

"Historic Bandon" has been chosen as the name to identify this area because of the historic importance of the waterfront and the former downtown center before the disastrous fire of 1936. While the Waterfront area had comprised the historic Downtown area, the areas to the west of the waterfront below the bluff are important from a marine and natural history perspective. The jetties were constructed from Tupper Rock, which is both a geologic and a cultural history landmark. Numerous shipwrecks and decaying piling are testimony to the maritime history of the area.

There are two distinct but strongly related sub-areas within the study area: the old Downtown Waterfront area and the South Jetty area. While similarities exist between these two areas, there are also differences and different problems faced by the two areas. These differences have been complementary and have served to create the unique character of both areas. Historically both areas were largely underwater and have gradually been recovered through the efforts of man.

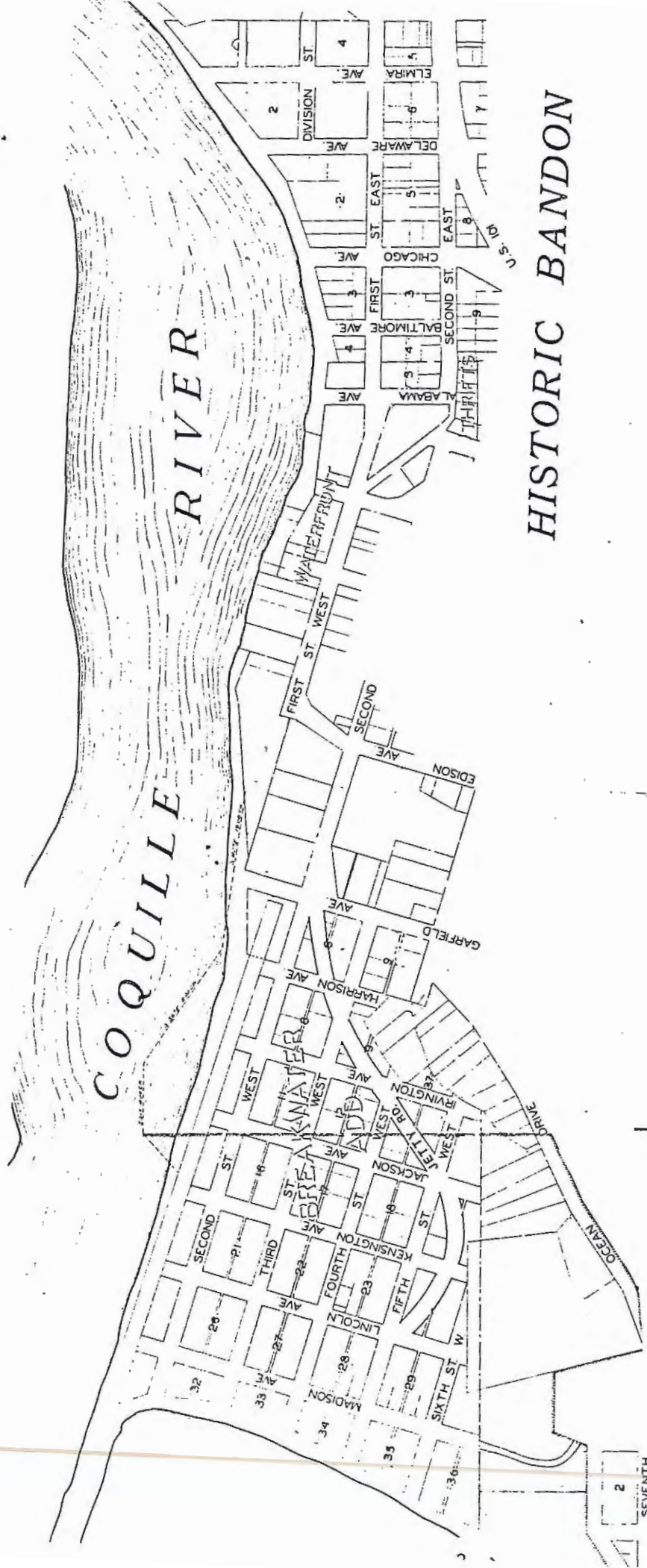
The Oldtown waterfront area was Bandon's commercial center and often a tourist destination. This aspect of the Oldtown waterfront was enhanced by the open and scenic character of the South Jetty area. For pedestrians, the wooden walkways and open shorelines which linked the two areas served

to make Bandon a popular tourist attraction. This unique character of the South Jetty area was recognized in two plans for Bandon which designated the area for a park, and the present plan which provides for controlled development.

Natural, Historic, Economic Links Between the Sub-Areas

Since both areas are largely below the bluff and between the Coquille River, they are linked by natural and historic features. Economically, they are also linked by a common roadway (First Street, Jetty Road). Traffic flows have impacts for each sub-area. Development activity in one area will have impacts upon the other. Both areas are largely stagnant with little new construction activity in either one. For the South Jetty area, lack of sewer and water services has prevented new development, while the Oldtown waterfront is no longer Bandon's commercial center as the large numbers of vacant lots and buildings demonstrate.





HISTORIC BANDON

1" = 535'

SEVENTH  
2

## HISTORY

### Early History

Before the arrival of white settlers, the area around the mouth of the Coquille River was inhabited by Indians known as the Nasomahs. They occupied a transitional area between the Indians of the northern and southern Oregon coastal areas, and built vertical plank houses as the southern coast Indians did. When gold was discovered in the 1850's, increasing pressure was brought upon these Indians. An Indian attack against the lost T'Vault party precipitated two attacks by white settlers against Indian villages, which closed the era of Indian settlement in the Bandon area. In 1856, the Indians in the area were defeated and sent to the Siletz Reservation.

### Gold, Water Transport, Sawmills

Jedediah Smith passed through the Bandon area during his travels along the Oregon coast and crossed the Coquille River east of its mouth. The first real pressure for settlement in Bandon began in the 1850's with the discovery of gold at Whiskey Run. In 1853, Tommy Lowe, Chris Long and William Buckthorn Wykewike (Billy Buckhorn) obtained donation land grants on the site of present-day Bandon. Wykewike and partner John Sanders operated a ferry across the river connecting the Oldtown with Bullards Beach. In 1859, the Twin Sisters became the first ship to enter the Coquille and sail upstream. Development of sawmills in the Coquille Valley began, and in 1869 the first cargo of lumber was carried out to sea over the Bandon bar.

### Early Bandon

When George Bennett arrived in 1873, there was only one house at the base of the bluff. More immigrants from Ireland soon arrived and in 1874 the town, formerly called "Ferry", was renamed Bandon. Commercial activity in Bandon increased with the arrival of the first steamer, the "Myrtle", and the tugboat, "Katie Cook". Shortly thereafter, Bandon developed sawmills, the fishing industry, and a newspaper. In 1888 Bandon was described by George Bennett: "At present, there are three hotels, two stores, a Roman Catholic Chapel, wharves, a ferry and other improvements. Bandon

is quite a health resort, and, in truth, it would be difficult to find a locality better adapted to the restoration or preservation of exuberant health." In 1889 the streets of Bandon were platted.

#### Marine and Commercial History

Three shipyards, employing 100 men, ushered in the period of Bandon as a center of maritime commerce. The J. Price shipyard was located adjacent to the site of Moore Mill. The first schooner to be built in Bandon, the Ralph J. Long, was constructed in 1888 at a boatyard south of the present boat basin. During the subsequent years, the following ships were built in Bandon: Alert, Daisy, Dawn, Dispatch, Gleanor, Homer, J.J. Nellie Loggie, Klihyan, Liberty (2 vessels), Nellie and Cressy, Samson, Silver Wave, and Zenith. Bandon's wharves covered the entire waterfront from the Bandon Fisheries pier to the Robertson's Concrete building, and could accommodate a dozen schooners and steamers at the same time. Twenty sea-going vessels had regular trips between Bandon and San Francisco, while others developed routes to Portland. In 1912, a total of 300 vessels entered Bandon harbor. Cheese, milk, bark, lumber, and coal were shipped from Bandon's docks. Goods coming into Bandon included sugar, groceries, hay, tools, and plows. Bandon was an important transshipment point where cargo was loaded and unloaded from riverboats and ocean-going vessels.

Bandon boomed between 1900 and 1910, and the population nearly tripled: from 645 in 1900 to 1,803 in 1910. Part of this rapid growth can be attributed to the rebuilding needs of San Francisco after the earthquake. New industries which became established in Bandon during this time included salmon canneries, a broom factory, match factory, a foundry, pipe plant, brewery, and woolen mills. Bandon became known as a tourist resort and thousands of people journeyed there, often by horse wagon, from such places as Roseburg, Grants Pass, Coquille, Myrtle Point, and even Portland. Some camped in tents on the beach, while others registered at one of three historic Bandon hotels: the Gallier and the Westland on First Street, and the Pacific on Second Street. The Gallier, with 106 rooms, registered 126 visitors during 1912. The Oldtown had two banks, as well; the First National Bank in the building which presently houses the Bandon Historical Society, and the Bank of Bandon at the corner of First and Wall Streets.

On June 9, 1914, Bandon suffered its first disastrous fire. The fire decimated most of Bandon's business district and destroyed most of the buildings on First Street between Oregon Avenue and Cleveland Avenue. Prior to the fire there had been 17 small businesses within this block, and the fire's damage was estimated at \$200,000. Following the fire, the population and prosperity of Bandon declined. On the evening of Saturday, September 26, 1936, Bandon was virtually destroyed by its second major fire. The fire began as a slash burn near Bear Creek. Fed by a dry wind, the fire spread westward and northward, and destroyed almost the entire historic Bandon area.

### Historic Features

Until the fire of 1936, historic Bandon had several notable features. Perhaps the most striking of these was the construction over the water. Nearly the entire Oldtown waterfront was supported by pilings, and the streets were for the most part plank streets built over the water. All of the Second Street was originally built in this manner.

Many shops had trapdoors through which trash was swept into the river below. (During prohibition, many of these trapdoors were used to hide alcohol.) Behind Oregon Avenue and in other areas, wooden staircases ran up the bluff from the Oldtown district. Wooden walkways ran along the wharves and connected different parts of the Oldtown. Many streets were linked by small bridges extending over the water. The coastal highway at that time ran behind the present-day city hall, down Chicago Avenue, and out to the ferry, which carried cars and people across the river. At the junction of Chicago Avenue and Second Street, a wooden arch welcomed visitors to the city.

First Street was always the center of downtown Bandon, especially in the area between Cleveland Avenue and Chicago Avenue. The eastern part of the Oldtown was much more sparsely developed. Most of historic Bandon's buildings were wood-frame, two-story structures (the Gallier Hotel had three stories). A few buildings, such as the First National Bank, were made of concrete. Many of the two-story structures were residences on the second floor with the family business on the first floor. These buildings commonly had

pitched roofs behind false front facades, and overhanging porches supported by posts. Some possessed awnings in place of overhanging porches. Another characteristic feature was the set-back nature of the front doors, creating bay windows which were used for display of goods. Most of the buildings were located on the edge of the walkway, rather than set back. For the most part, the buildings of historic Bandon were heated with wood, although some did use coal.

From the Oldtown business district, a wooden walkway extended out towards the jetty from the end of First Street near what is today the Robertson's Concrete building. From this point, the walkway ran along the base of the bluff to the area below the end of present-day Garfield Avenue, where the Wigwam Dance Hall entertained visitors with its carousel and other attractions. From the dance hall, the walkway ran out to the river shoreline and extended out to the end of the South Jetty. The walkway was built on pilings over water in many places, and near the Wigwam there was a small drawbridge in the walkway to allow the passage of horse teams hauling timber from the river beach to the bluff.

#### History of the South Jetty Area

In 1878, Major Bolton of the U.S. Army Corps of Engineers recommended that funds be provided for the construction of two jetties at the mouth of the Coquille, designated to stabilize the mouth of the river near its former location in 1860. By 1884, initial construction of the jetties began. Tupper Rock was quarried to provide rock for jetty construction. To facilitate this construction, a set of rail lines was built, elevated on pilings over water where necessary. From Tupper Rock one line curved in a northwesterly direction towards the area of the present county park, another moved in a northeasterly direction towards the eastern end of the jetty, and a third linked the two endpoints in an east-west direction. This last line was mostly built on pilings, which can still be seen today.

Another set of pilings adjacent to those which supported the rail line once supported a type of bucket dredge which was used to dredge the river channel. The Jetty area has long been an area of particular importance to Bandon. The South Jetty pond had been used as a swimming hole, and

the boardwalk provided access to the beaches and shoreline for both local residents and tourists. A small boat was built and launched from the South Jetty pond when it was linked to the estuary at high tide. The Jetty area has also been a residential area. The first house was built in 1913 for the Folk family, and a small cluster of six homes existed along Madison Avenue prior to the fire. One small house which was built during the late 1920's became known as the cedar chest cabin.

### Shipwrecks

The Jetty area has been the scene of numerous marine disasters, due to the treacherous waters surrounding the jetty and the problems of navigating across the Bandon Bar, especially in rough seas. Numerous vessels have wrecked in this area. Among the vessels whose remains may be seen in the waters and sands by the South Jetty are the Fifield, the Oliver Olsen, the Randolph, the Onward and the Cape Cross.

The list on the following page gives names, dates, and locations of shipwrecks in the Bandon area.

### After the Fire

Following the fire of 1936, a tent city emerged on the site of historic Bandon, and the Oregon State Planning Board was consulted to draw up a new plan for the area. The plan, released six months later, presented a series of proposals which would have focused Bandon's new commercial center on top of the bluff, to the west of the coast highway. The Oldtown Waterfront area was envisioned as a marine-industrial area, while the South Jetty area was planned as a park. The plan suggested controls to preserve the architectural quality of the area, and also presented a property pooling agreement whereby landowners would receive land of value equal to that land which they donated to the pool.

Problems with the plan soon arose, however. During the process of resolving conflicts and ironing out differences, time was passing on. Many persons who had lost homes and collected insurance money were anxious to become reservations. Some had serious reservation regarding the plan's fairness.

### SHIPWRECKS IN THE BANDON AREA

<u>VESSEL</u>	<u>DATE OF WRECK</u>	<u>LOCATION OF WRECK</u>
Alaska	December 1869	Coquille bar
Commodore	October 1870	Coquille bar
Oregonian	January 1877	Coquille bar
Napa City	September 1884	South of Coquille River
Little Anne	February 1890	Coquille River
Bawmore	August 1895	South of Coquille River
Eureka	November 1899	North of Coquille bar
Western Home	November 1904	Coquille bar
Onward	February 1905	Coquille bar
Liberty	August 1907	Bandon
Randolph	April 1915	Coquille bar
Fifield	February 1916	Coquille bar
Alert	1919	Coquille River
Grace Dollar	1920	Coquille bar
Acme	October 1924	Coquille bar
Mary E. Moore	February 1927	Coquille bar buoy
E.L. Smith	January 1936	Off Coquille River
Golden West	November 1936	Coquille River Jetty
L.H. Coolidge	October 1951	Coquille River Jetty
Oliver Olson	November 1953	South Jetty

Source: James A. Gibbs, Shipwrecks of the Pacific Coast, 1957.

- The City of Bandon, like many small cities during the depression, had considerable debts, and after the fire had no way to repay these debts. A loan from the Disaster Loan Corporation was needed to finance the plan, but the loan application was refused. This refusal and the failure of the City to use public lands more effectively towards implementing the plan have been identified as the primary causes for the ultimate defeat of the plan.

As a result, permits were issued for the construction of temporary buildings, many of which remain standing today. The Red Cross and the Works Project Administration were both involved in the reconstruction efforts. Second Street became the new center of the Oldtown Waterfront area, and much of the First Street area has not been rebuilt to its former level of development.

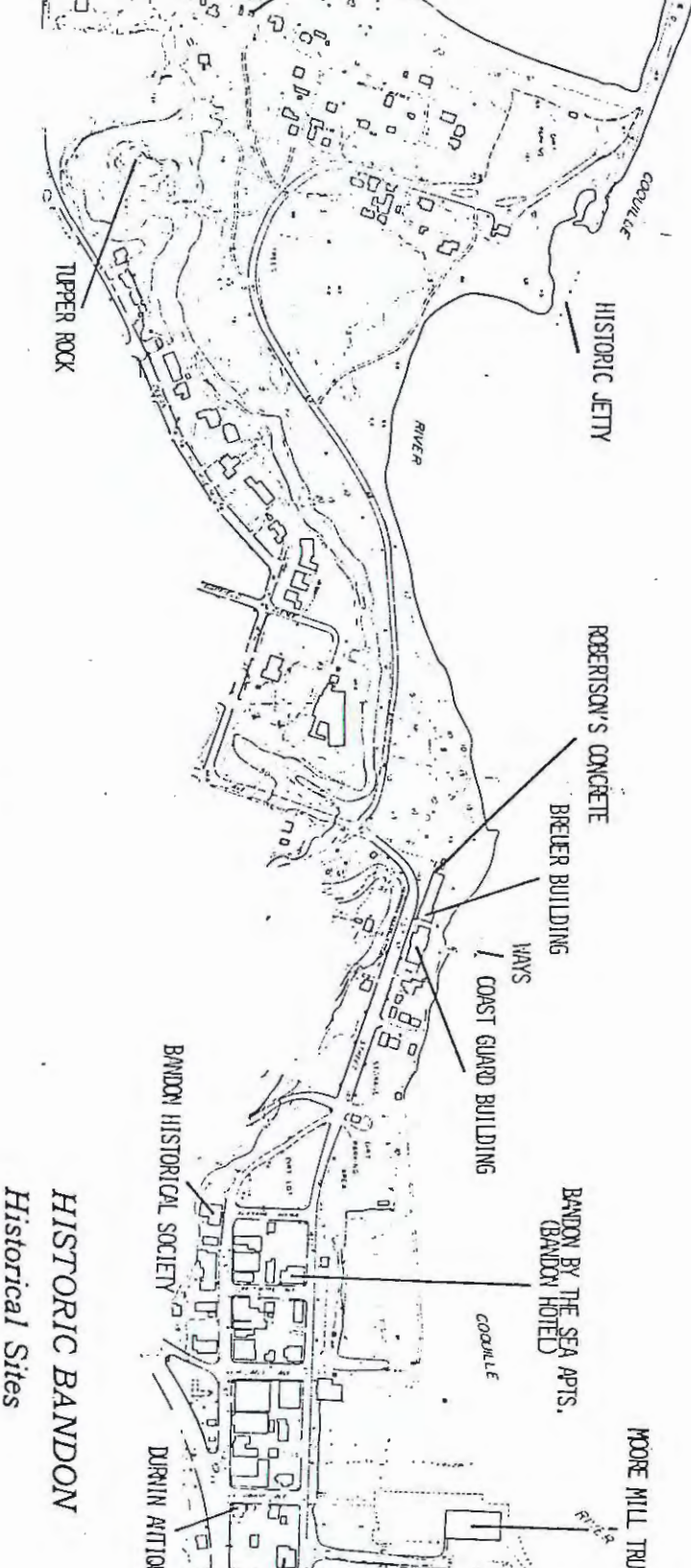
In 1963, Bandon prepared a comprehensive plan which provided for commercial-industrial uses in the Oldtown Waterfront area, and for a park in the Jetty area.



## HISTORICAL REMAINS

Since the fire destroyed almost all of Bandon, few buildings or features remain from Bandon's past. Historic Bandon, however, does have several buildings that survived the fires. These buildings are: The Coast Lumber building (formerly the Oriental Hall), the Durnin Antique Shop, the Moore Mill truck shop (formerly the Nestle Condensing plant), the Westerly Webs/Bandon by the Sea Apartments (formerly First National Bank, telephone office, Western World), the Breur building, and the Robertson's Concrete Building (formerly City Hall). In the South Jetty area, a home owned by a Mrs. Rosenberger off Madison Avenue survived the fire. Presently it is vacant and has had some of its features vandalized.

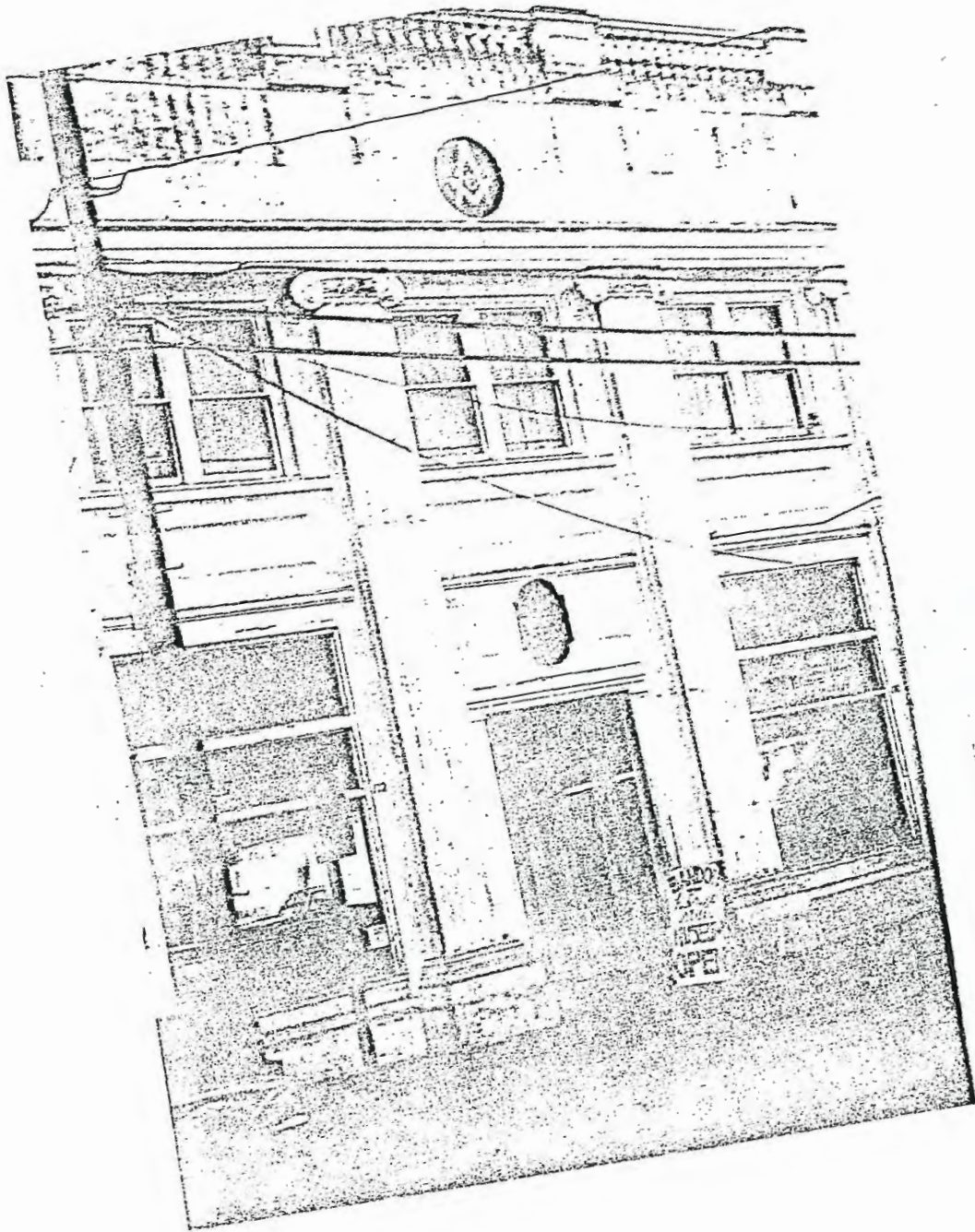
In addition to these buildings, there are many remnants of Old Bandon scattered across the historic area. The wreck of the Fifield on the beach by the South Jetty is one of the most prominent. Parts of other shipwrecks such as the fuel tank of the Fifield, parts of the Randolph, and sections of the Oliver Olsen in the jetty itself may occasionally be seen. Other parts of the historic Bandon area have old features such as stones in the sidewalk marking the former site of the Gallier Hotel. Some remains may be covered with brush or soil. The ways of the Price shipyard may also still exist.



Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

**HISTORIC BANDON**  
Historical Sites



Bandon Historical Society





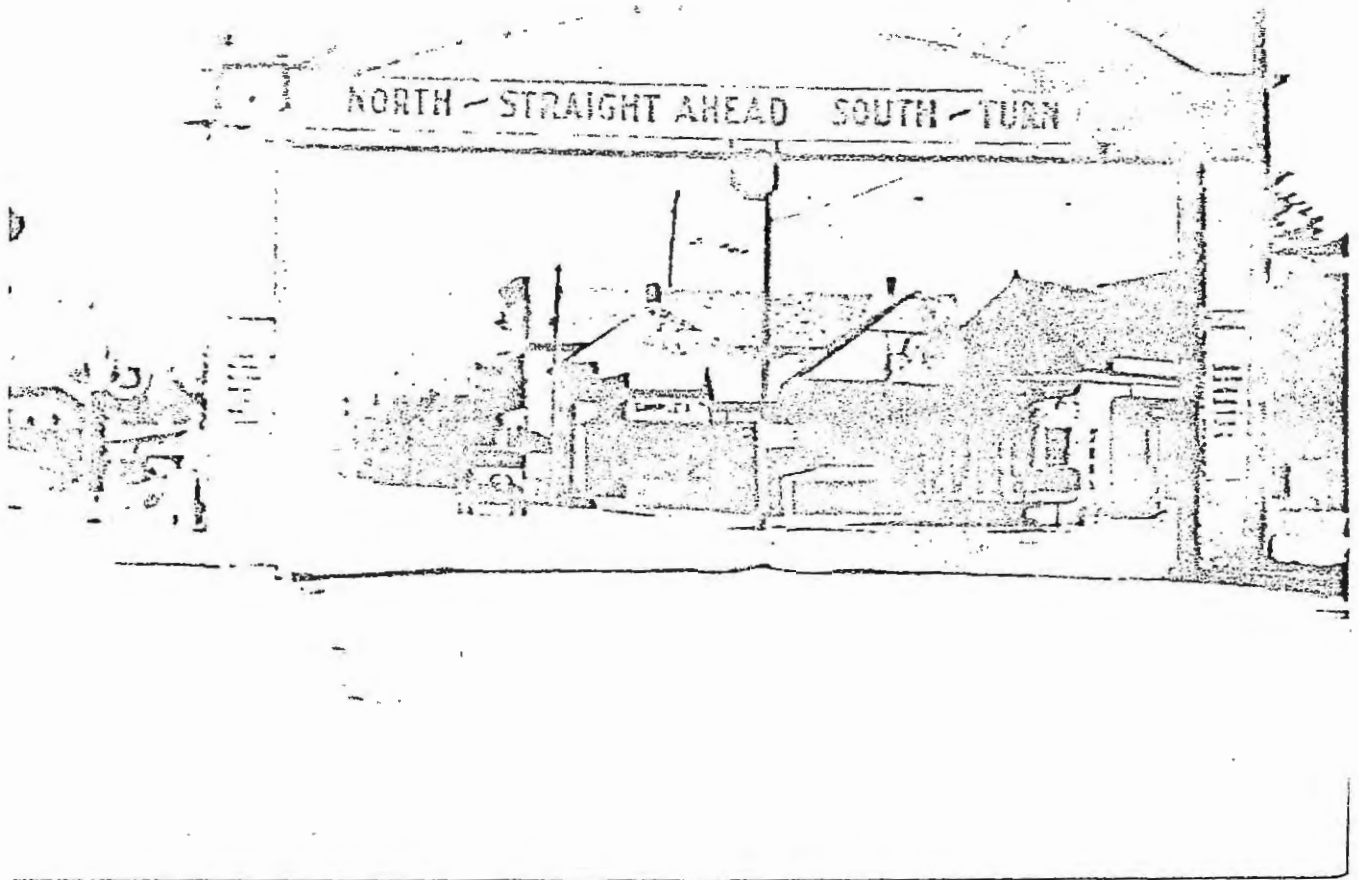
Coast Guard Building



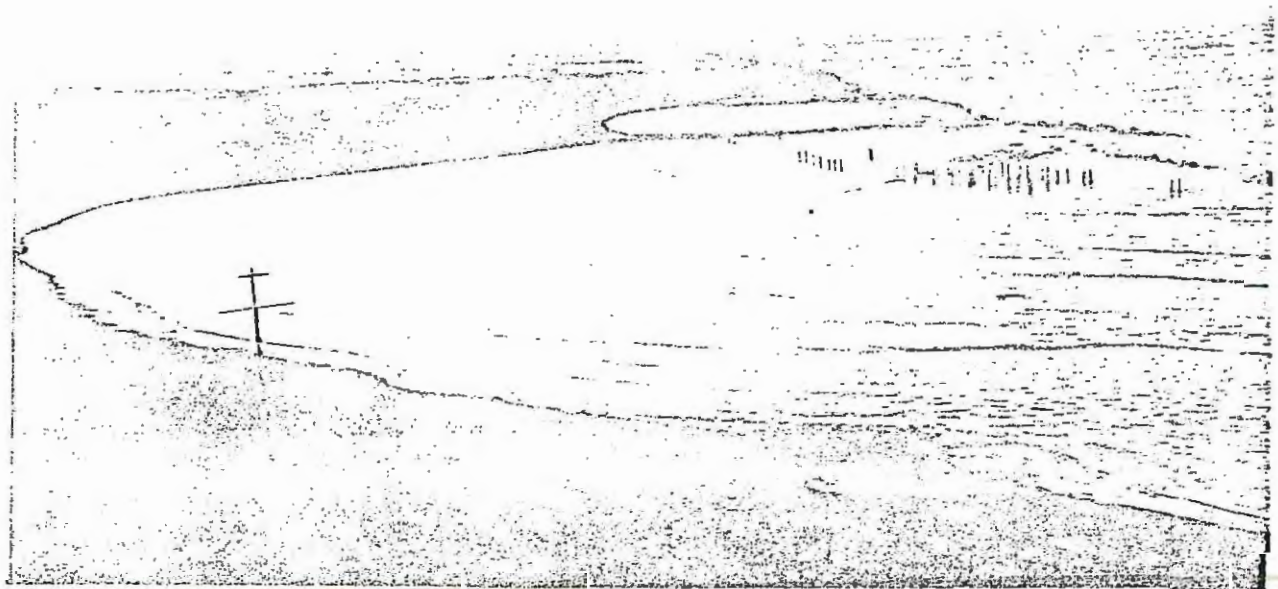
Robertson's Concrete

Breber Building





Historic Arch (destroyed)



Historic Jetty, Eroded Shoreland





## ARCHITECTURAL BACKGROUND

The historic Bandon area features two concentrations of buildings which are separated by an open area along Jetty Road. The South Jetty area is predominantly a residential area while the Oldtown waterfront is mostly a commercial area. Despite this separation, there are some architectural characteristics shared in common between the two areas. Both areas have mostly wood buildings. Many, especially in the Jetty area, have natural wood exteriors with a fairly rough textural quality. Most buildings are single-story although there are two-story buildings in both areas. Because of the low elevation, there are few basements in either area. Unfortunately, another common trait is vacant buildings, some of which are in varying stages of disrepair. Both areas are also subject to fire hazards, due to the predominately wooden construction. The use of wood for heat, the prevalence of gorse, and the lack of municipal water aggravates the potential fire hazard in the South Jetty area.

The Jetty area has been characterized as a "coastal village". The buildings in the area are situated in an almost random, non-uniform pattern with respect to the location to streets, lots and other features. Present zoning requirements include provision of front, rear, and side yards, but these requirements are not clearly demonstrated by present structures in the area.

Besides the natural wood exteriors mentioned above, many buildings in the Jetty area have low natural wood fences surrounding their buildings and lots. Several buildings in the area have been vacant for some time; most of these are in need of rehabilitation, and some are probably beyond repair.

In the Oldtown waterfront area, several different architectural styles are represented. The historic buildings mentioned earlier preserve a feeling of Bandon's historic commercial architecture. Generally these buildings are larger, several are two-story structures, and they appear to be constructed for specific purposes. The cluster of the Robertson's Concrete building, the Breuer building and the Coast Guard building forms an attractive grouping, as they are of common height and scale, and create a flow to First Street. These buildings on the north side of First Street, and the closeness and

steepness of the bluff on the south side form a kind of gate between the Oldtown waterfront and Jetty areas. Another small cluster of historic buildings include the Durnin Antique Store and the Coast Lumber Yard near Fillmore Street and the Coast Highway. Most of the historic buildings are of wood, but the building used by the Bandon Historical Society was constructed of concrete.

After the 1936 fire, many of the buildings constructed in the area were intended to be temporary structures, but have lasted until the present. Many of these buildings are between the greater height and scale of the historic buildings and the lower height of the more recently constructed buildings, and are usually constructed of wood with clapboard, stucco, or shingle exteriors. They are generally box like structures with either flat or pitched roofs. Many of these buildings feature false front facades which project above the roof on the street side. The facade of many buildings have been altered, covered, or replaced. Although most of these buildings are located right on the sidewalk, some are set slightly back. The doors of several buildings are set back behind the front wall, creating bay windows. The fact that many of these buildings were intended to be small shops is clearly apparent. Some of the buildings recall designs of historic Bandon, such as the small group of stores on Baltimore Avenue which have covered wooden porches overhanging the sidewalk. Other buildings have awnings or similar overhangs which generally cover 2/3 of the sidewalk space.

These temporarily constructed buildings and the historic buildings suffer from two particular problems: foundations and fire safety. Most of the buildings were set on old wooden pilings which have since deteriorated and are in need of replacement with concrete floodproof foundations. As any change in the use of these buildings affecting their assessed value by 50% requires that the buildings be brought up to code, a severely limiting financial outlay is required of new businesses locating in presently vacant buildings. Due to the wooden construction and to the lack of adequate fire safety equipment, the area has been identified as a fire hazard. Such safety equipment as firewalls, automatic sprinkling systems and other items which can improve the fire safety of these wooden buildings is sorely needed.

Buildings constructed more recently in the area do not suffer from these two problems as they were required to fulfill the building code at the time of their construction. Most of these buildings can be characterized as single-story buildings with non-wooden or limited wooden exteriors; some even have metal exteriors. Few of these buildings have awnings, covered walkways, bay windows, or features reminiscent of Bandon's past. Some have picture windows or no windows at all.

Signs in the Oldtown area vary from building to building. Some signs overhang the street, while others are placed on the building itself. Some are hand-carved or colorfully painted; others are neon. There is no uniformity in the arrangement of these signs. Planters have been located along street sidewalks, but many do not have living plants. With living plants, they would add to the visual attractions of the Oldtown area.

## NATURAL FEATURES

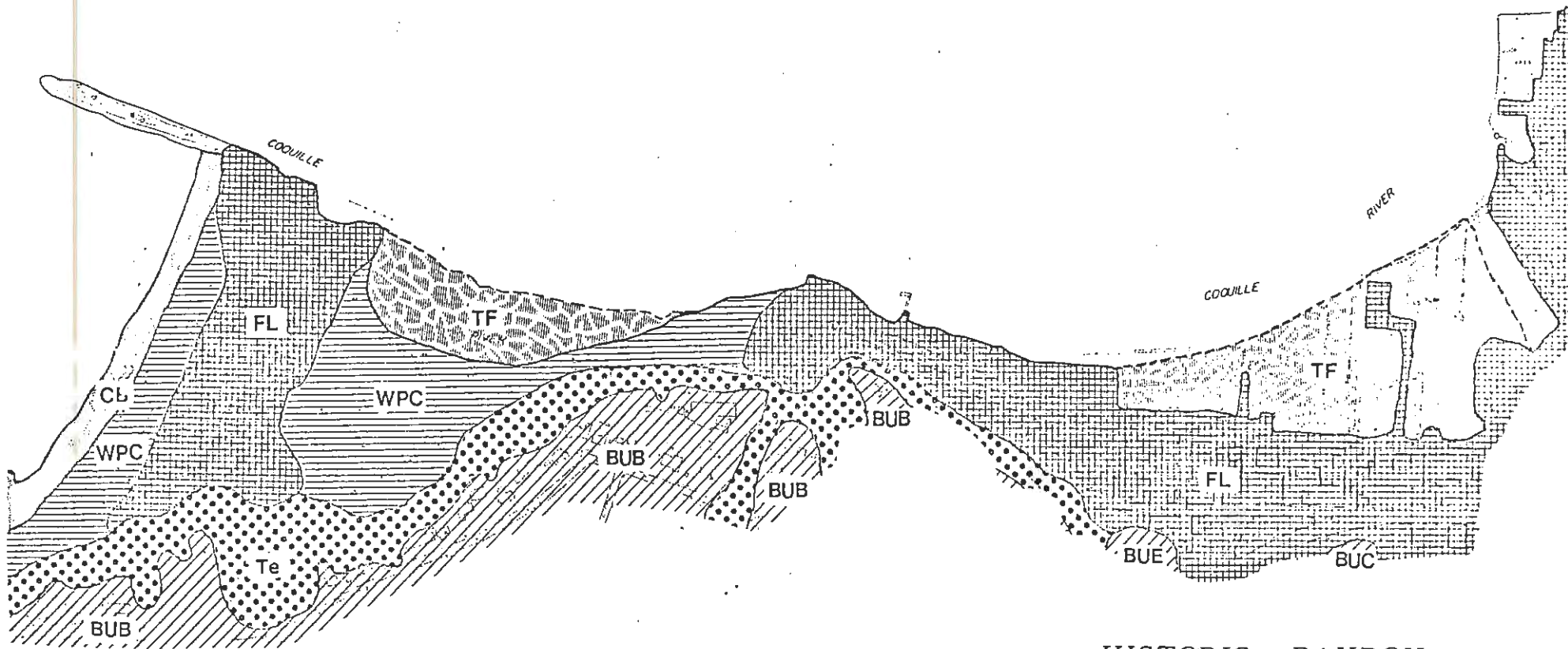
### Geology and Soils (see map, page 17)

The geology of the historic Bandon area has been shaped by interaction between the land and the sea. The Jurassic (150 million years old) sediments and volcanics of the Otter Point formation, locally metamorphosed to blueschist in the area of Tupper Rock, underlie the wave-cut terrace which has been uplifted over the last 50 million years to form the bluff. Recent changes in sea level associated with the close of the last Ice Age flooded the river mouth and triggered estuarine deposition of sand, silt, and gravel. These unconsolidated materials, along with extensive fills, form the substrate of the historic Bandon area. The bedrock outcrops between Jetty Road and the river in the "transitional" area between the Oldtown and the Jetty area was exposed by the Coquille when it shifted south against the face of the bluff prior to jetty construction.

This natural setting has been altered by human activity in two significant ways. Jetty construction has caused accelerated beach growth between the South Jetty and Coquille Point. Large areas of marshland have been filled and reclaimed for use in the historic Bandon area. Fills emplaced between 1896 and 1916 represent the entire Oldtown waterfront area from Fillmore Avenue to slightly west of Alabama Avenue. Other fills extend into the river at Moore Mill, the Bandon Sewage Treatment Plant, the Moore Mill truck stop, and south from the South Jetty County Park.

Besides fill material, three major soil types are found in the area. Coastal beach soils occur in a narrow strip along the shoreline. Westport loamy sand is the dominant soil of the South Jetty flats. Terrace escarpment soils are found along the top of the bluff from the coastline back into the Oldtown area. The Westport loamy sand and the terrace soils have severe limitations for construction, and the terrace soils have severe limitations for construction, due to their susceptibility to erosion.

Two quarries have existed in the historic Bandon area. Tupper Rock, once a prominent ledge of blueschist which stood 100 feet above the level of the surrounding terrace, was long ago blasted away for use as jetty rock. Gravel was once quarried along the riverfront south of the old jetty; this site lies partially submerged.



Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

## HISTORIC BANDON

### Soils

BUB	Bullards sandy loam: 0-7% slopes
BUC	7-12% slopes
BUE	30-50% slopes
CB	Coastal Beach
FL	Udorthents, level (fill)
Te	Udorthents, steep (terrace escarpments)
TF	Tidal Flat
WPC	Westport loamy sand, 0-12% slopes

SOURCE: SOIL CONSERVATION SERVICE

TOPOGRAPHIC SHEETS: H. G. CHICKERING

MAP CONTROL: HARLAN, GESSFORD, & ERICKSEN

Scenic Viewpoints (see map, page 19)

Several points along the top of the bluff provide excellent views of the historic Bandon area and the estuary: the old Coast Guard rescue quarters, accessible by a staircase from First Street; a point just west of the hospital; the area just south of and including Tupper Rock, where access is difficult and potentially dangerous; and the intersection of Beach Loop Road and Seventh Street, where a small space is available for vehicles to pull off the road.

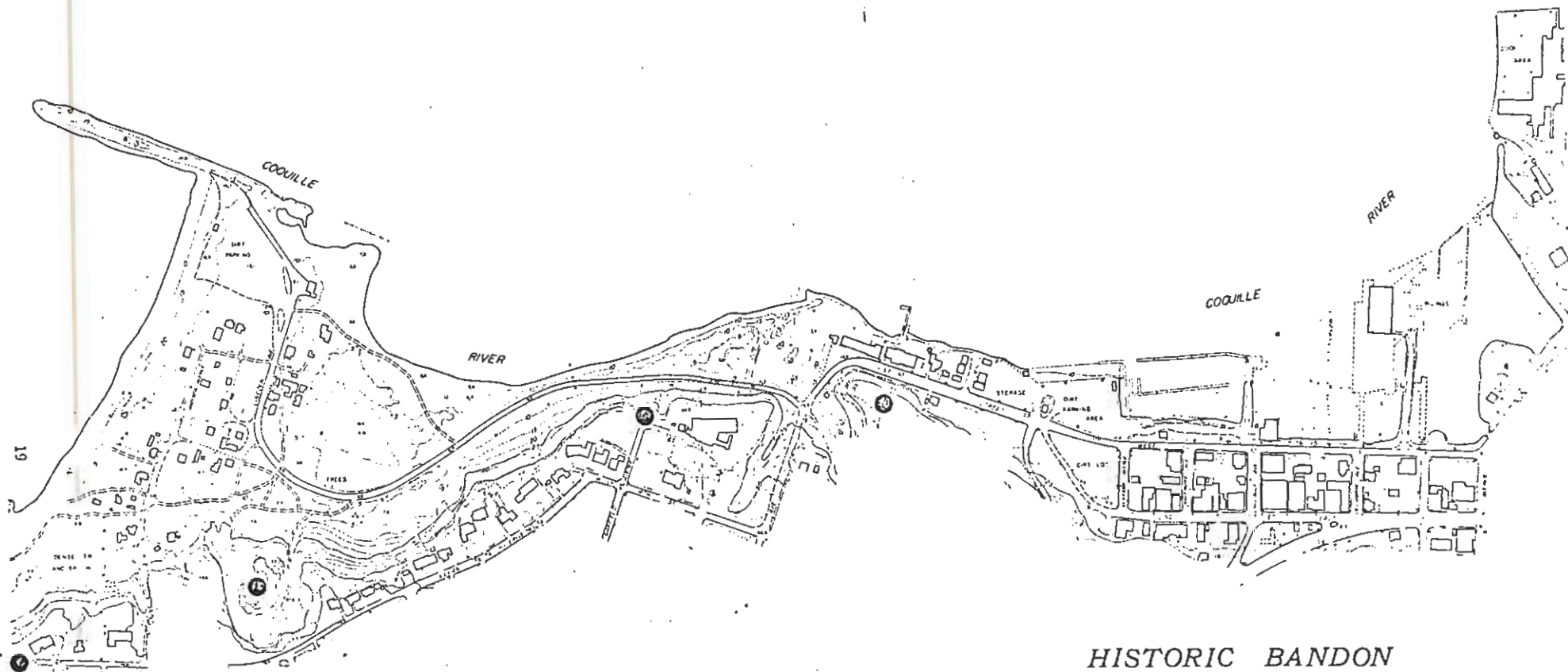
Shoreline Areas (see map, page 20)

On-going interactions between the river and the ocean have given a shifting character to Bandon's shoreline, and "stabilization" has been accomplished only by expending money and resources.

Historically, the mouth of the Coquille River shifted alternately to the north and south, as material built up either on the spit or the base of the bluff. Between 1860 and 1880, the river mouth shifted south against the face of the bluff, but the construction of the jetties between 1903 and 1908 restored the mouth to its approximate 1860 position. While the river's mouth is now stabilized by the jetties, erosion problems still occur along the river's banks.

The intertidal area south of the old jetty is an area which has periodically experienced flooding and severe erosion. At times, floodwaters and driftwood have even blocked Jetty Road in this area. Along the Oldtown waterfront, bulkheads and riprap have been used to prevent water entry, and these methods appear to have dealt adequately with the erosion problem. Even here, however, erosional processes are at work on pilings, foundations, and other protective structures.

The low foredune or berm along the ocean shore near the South Jetty is another area with an erosion problem. Surges regularly come to its very base, and in some places undercutting can be observed. Driftwood has accumulated above the level of the berm at several places in the area. Much of this area has been platted on city maps. Controversy exists over whether this accumulated driftwood presents a hazard or serves to stabilize the beach. To some extent, jetty construction has eased the erosion problem in this area by causing the beach to grow wider.



Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

### HISTORIC BANDON

● Scenic Viewpoints

TOPOGRAPHIC SHEETS: H. G. CHICKERING

MAP CONTROL: HARLAN, GESSFORD & ERICKSEN

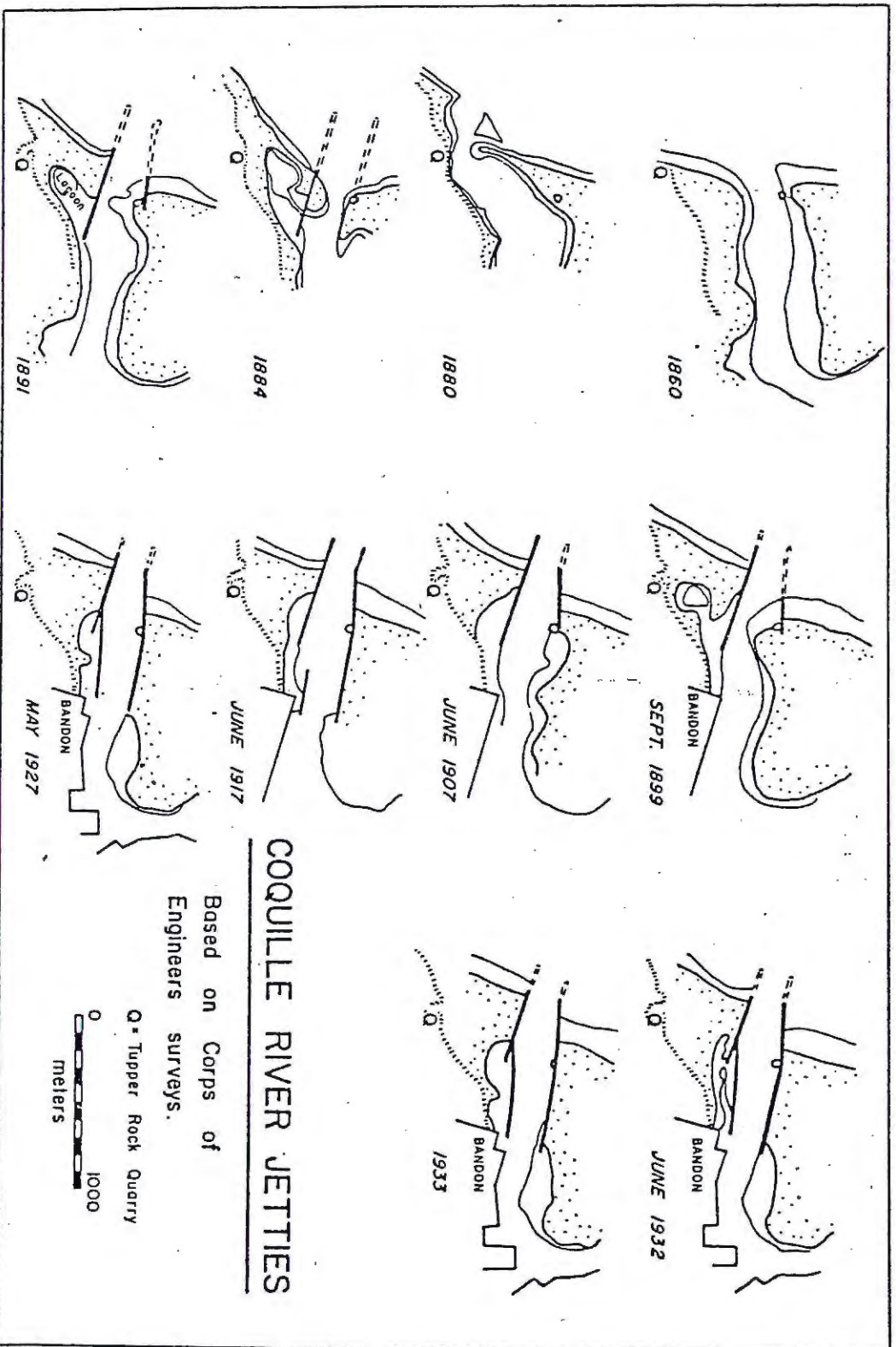


FIGURE VII-1. COMPIATION OF SHORELINE SURVEYS SHOWING THE EFFECTS OF JETTY CONSTRUCTION ON THE COQUILLE RIVER. THE HIGH TIDE SHORELINE IS GIVEN AS A DARK LINE AND THE LOW TIDE AS A THINNER LINE.

SOURCE: LIZARRAGA-ARGINIEGA, JR., AND PAUL D. KOMAR, 1978



Much of historic Bandon lies within the 100-year floodplain, as identified by Housing and Urban Development's Federal Insurance Agency (FIA). (see map, page 22). The area south and east of the jetty is classified as a coastal high hazard area subject to flooding by the ocean and high velocity waters. The FIA, as well as State building codes, requires that the first floor of any structure in the floodplain be elevated to a height above or equal to the height of the base flood. Construction in coastal high hazard areas must satisfy an additional requirement calling for supporting structures which are capable of withstanding impacts by high velocity waters and driftwood. The FIA defines two parts of the floodplain: the floodway and the flood fringe. The floodway is the area required for discharge of the base flood, while the flood fringe is the edge of the floodplain subject to shallow flooding by slow-moving or standing waters (see Figure II-5 Coquille Estuary Inventory). Since any fill or other obstruction in the floodway might result in higher flood levels for other parts of the nearby community, additional restrictions apply to activities within the floodway.

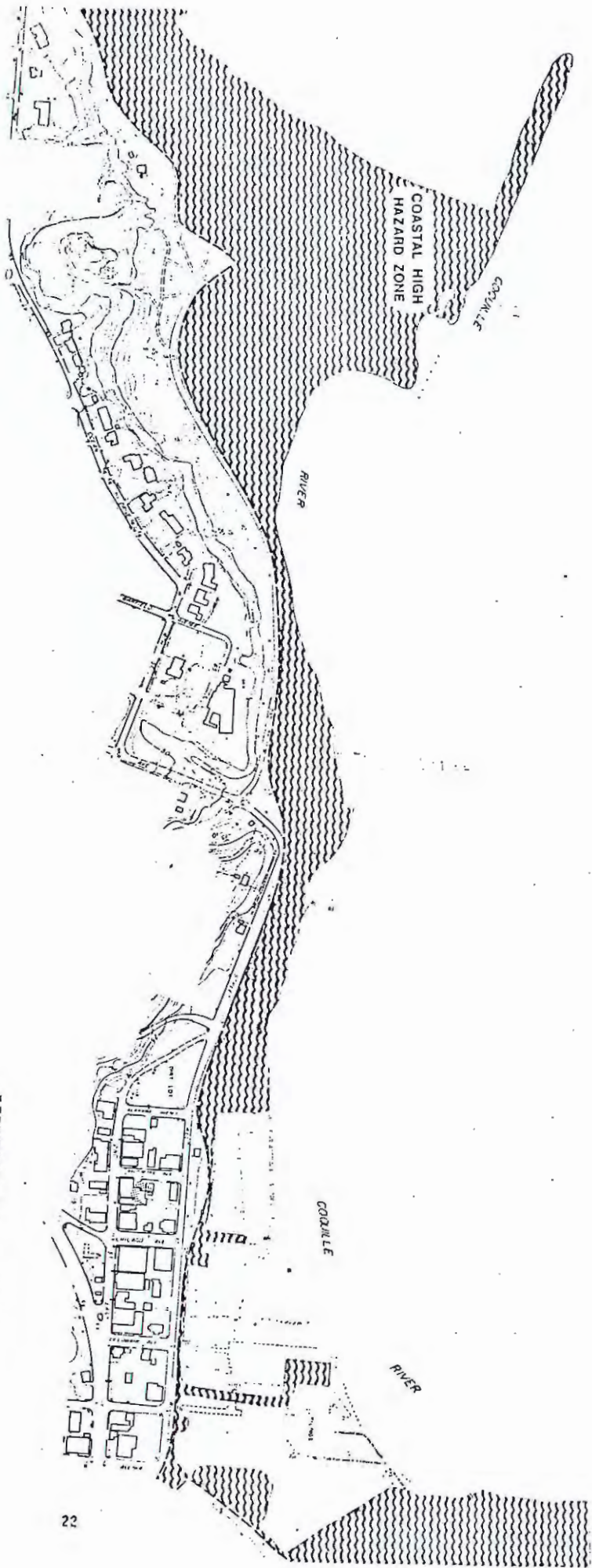
The base flood elevation for the city has been identified by the Army Corps of Engineers as 8 feet above Mean Sea Level. The floodway extent had not been defined for Bandon at the time of this study.

#### Freshwater Areas and Groundwater

Within historic Bandon there are several freshwater areas: a large freshwater pond in the South Jetty area, Gross Creek, and two areas occasionally subject to shallow freshwater flooding.

The pond is identified as an "ecologically and scientifically significant natural area" in the Bandon Comprehensive Plan. It is unique as a freshwater area adjacent to the estuary and the ocean, and provides habitat for a variety of birds and small mammals. This pond must be spring-fed, since it lies close to the level of the water table. At one time this area was part of the estuary and was subject to tidal waters.

Gross Creek formerly emptied into a backwater behind the South Jetty,



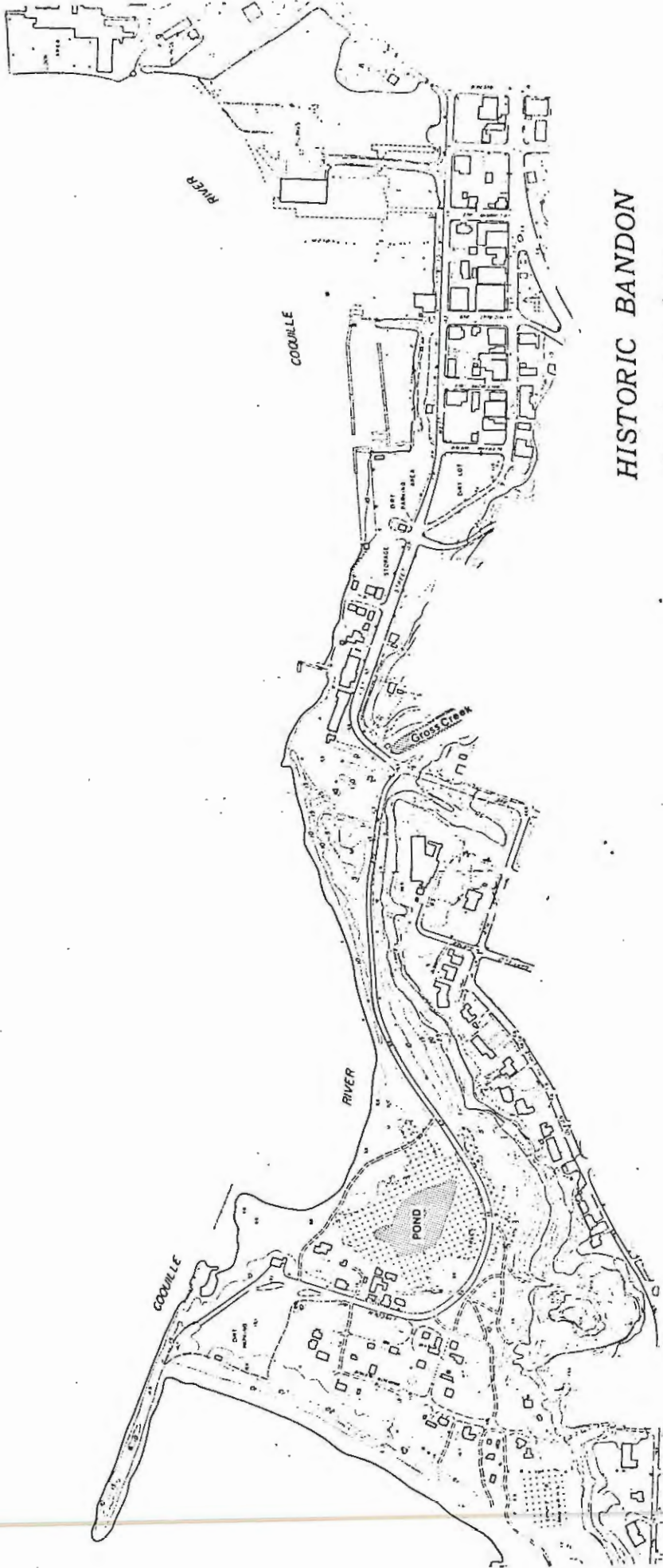
Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

**HISTORIC BANDON**  
 Flood Hazard Area.

TOPOGRAPHIC SHEETS: H. G. CHICKERING  
 MAP CONTROL: HARLAN, GESSFORD, & ERICKSEN

SOURCE: DEPARTMENT OF HOUSING  
 AND URBAN DEVELOPMENT



**HISTORIC BANDON**

**Freshwater Areas**

Permanent



Seasonal



Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

TOPOGRAPHIC SHEETS: H. G. CHICKERING  
 MAP CONTROL: HARLAN, GESSFORD, & ERICKSEN

but is now channeled through Robertson Concrete's work area. Despite having been used to discharge sewage and street runoff from areas of Bandon to the south, it is surrounded by dense vegetation and provides habitat for wildlife; beavers have been reported in the area. Much of the upper creek is in city ownership while the lower parts are in a combination of private, public, and right-of-way ownerships. A view of the creek can be obtained from the pullover near the intersection of Jetty Road and Edison avenue.

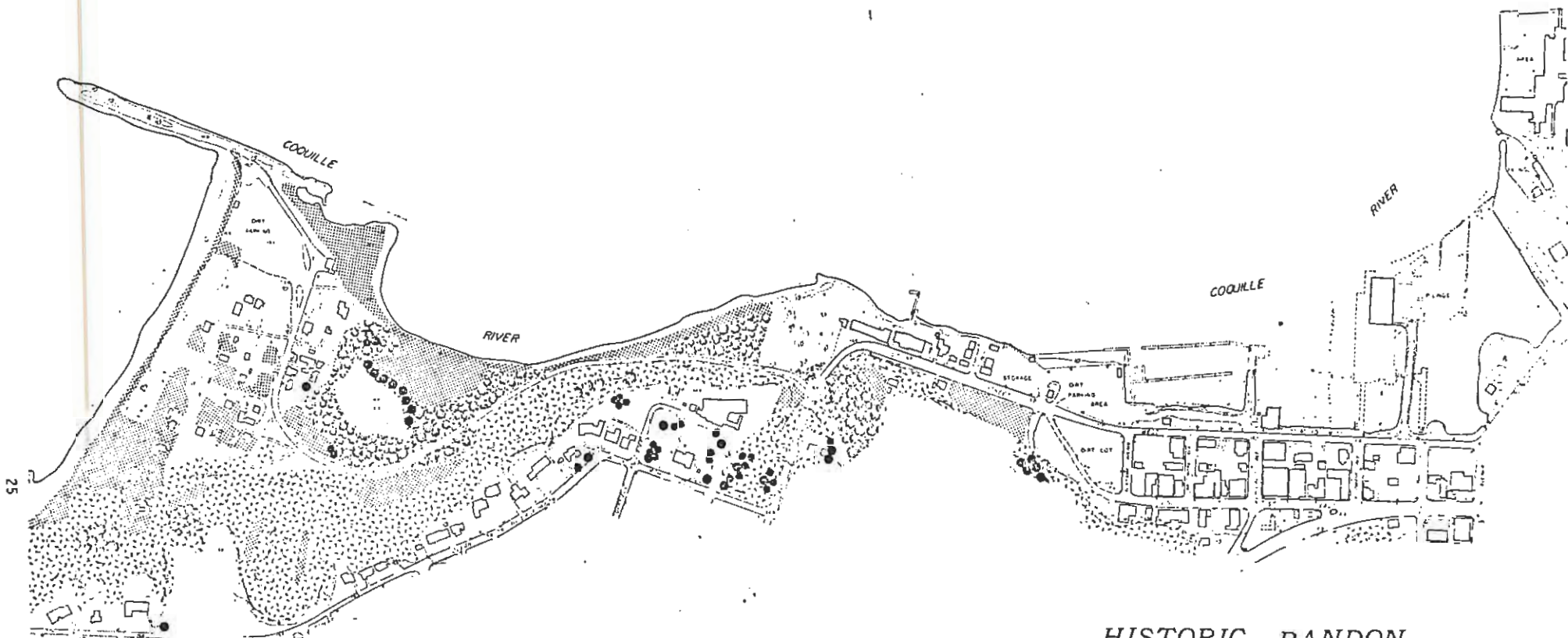
Areas occasionally subject to shallow freshwater flooding are located along the foot of the bluff where the runoff from small gullies tends to form puddles instead of moving to the river or the ocean. Two such areas have been identified on the Freshwater Areas Map, (page 23) one slightly east of the freshwater pond, and the other near Madison avenue in the jetty area.

The water table in the historic Bandon area is generally only a few feet below the surface, which is the normal condition for low-lying coastal areas with porous soils. Many residents in the South Jetty area do not have municipal water, and depend on subsurface water sources. Water quality problems, particularly brackish water and pollution caused by septic tank discharge, are a major concern of local residents.

#### Vegetation (see map, page 25)

There are a limited number of plant species in the historic Bandon area. Species diversity is reduced by a combination of sandy soils, cool, dry, windy summers and wet winters. The predominant plant species is gorse which was imported from Ireland and originally used for ornamental borders. Now, gorse runs rampant throughout much of Bandon and is considered to be a fire hazard. Dry gorse will explode when it burns, scattering smaller firey pieces. This plant is blamed for spreading the devastating fire of 1936. Gorse is especially predominant along the bluff areas, but it has also intruded into the flat areas.





A small cluster of beach grass forms a coastal strand adjacent to the



Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

*HISTORIC BANDON  
Generalized Vegetation*

-  Gorse dominant
-  Willow/Alder association
-  Beach grasses
-  Shore pines

TOPOGRAPHIC SHEETS: H. G. CHICKERING

MAP CONTROL: HARLAN, GESSFORD & ERICKSEN

ocean and estuary. This coastal strand acts to stabilize the sands from erosion. Among species identified as being part of this strand are dune-grass, equisetum, coyote bush, tree lupine, wax myrtle, and coast pine.

Away from the shore areas in local clusters are pockets of dense vegetation. The South Jetty pond is surrounded by willow trees which act as a buffer to prevent gorse intrusion. The Gross Creek canyon contains more varied and even denser vegetation. In other areas such as the base of the bluff by the Oldtown area, along the sides of the bluff in the Jetty area, and by the Robertson's Concrete work area, both small trees and shrubs can be found. Shrubs may include gorse, scotch broom, salal, sword fern, salmon berry, rhododendron and Oregon grape; trees may include coast pine, Douglas Fir, Alder, Willow and Cypress.

One last plant community is found within the intertidal area south of the old jetty. Marine algae, some eelgrass and a variety of other intertidal plants and animals exist in this area.

### Wildlife

As historic Bandon lies along the Coquille estuary and adjacent to the ocean, the area provides a suitable environment for a wide variety of wildlife. The greatest diversity occurs among bird species.

Fish and fish-related wildlife are an important resource for Bandon. Fish which spawn in the estuary include striped bass and shad. Anadromous fish moving through the estuary include chinook salmon (both spring and fall, coho salmon, steelhead and sea run cutthroat. Altogether, twenty species of finfish are caught in the estuary. Of particular importance in the area are softshell clam beds which are located by the mouth of Ferry Creek and by the South Jetty. These intertidal areas also provide important habitats and food sources for a great number of fish and birds.

Animals found within the historic Bandon area are also varied. Offshore marine mammals may be observed, including whales (especially California grey whales and sperm whales), sea lions, elephant seals, harbor seals, and sea otters. Sea lions and harbor seals are also found in the rocks

and pilings south of the old jetty and also in the estuary upstream as far as the Bandon Fisheries plant. Other mammals observed in the area include California ground squirrels, deer mice, Douglas squirrels, moles, beaver, muskrat, nutria, raccoon, skunk, brush rabbits, and formerly, river otter, mink, and black tailed deer. Many of the small mammals are food to larger animals and birds of prey. Other animal life such as reptiles, amphibians, insects and invertebrates, although not inventoried here on a species by species basis, are present in the area.

Birds represent the most observable wildlife in the area. The estuary shorelines, tidal flats, South Jetty lagoon, Groos Creek, Ferry Creek, tides and the bluff provide important food sources and habitat areas.

Shorebirds are clearly the richest variety of birds found in the area. The South Jetty area is particularly important for migratory and wintering shorebirds.

Shorebirds include: black oystercatchers, turnstones (black and ruddy), guillemots, phalaropes (northern and red), grebes (western, horned, piebilled), cormorants (Brandts, double-crested, pelagic), American coot, egrets (common and snowy), herons (great blue and green), marble godwits, loons (common, arctic, red-throated), scoters (surf, black, white winged), murrees, greater yellowlegs, sandpipers (western, sanderlings, dunlins), wandering tattlers, surfbirds, black bellied plovers, gulls (Glaucous, western, blue, Bonaparte's), caspian tern, snipe, dowitcher, willets, and other species.

Among ducks and geese are black brants, gadwalls, pintailed ducks, scaups (greater and lesser), common golden eye, bufflehead, oldsquaw, harlequin duck, red-breasted merganser, American widgeon, green winged teal, canvass back and mallards. Other birds found in the area include California quails, belted kingfishers (known to nest on the bluff), nighthawks, California brown pelicans, and Chinese ring-necked pheasant.

The bluff is important as a nesting area for songbirds, and as a habitat

for small animals eaten by birds of prey. The following songbirds are known to nest in the area: robins, Swainson thrushes, violet green swallows, barn swallows, chestnut backed chickadee, wrenit, white crowned sparrow, song sparrow, red-winged blackbird, Wilson warbler, American goldfinch, and the house finch. Other songbirds sighted in the area include: golden crowned kinglets, orange crowned warblers, crows, cedar waxwings, and Brewer's blackbirds.

The flat areas are used to a lesser extent as nesting sites and prey for hawks and owls.

The following birds of prey have been observed in the area: red-tailed hawks, cooper's hawks, sharpshin hawks, peregrine falcons, and the American Kestrel. The peregrine falcons are known to feed upon waterfowl in the South Jetty lagoon.



South Jetty Area looking towards Bullards



## LAND USE

### Current Usage

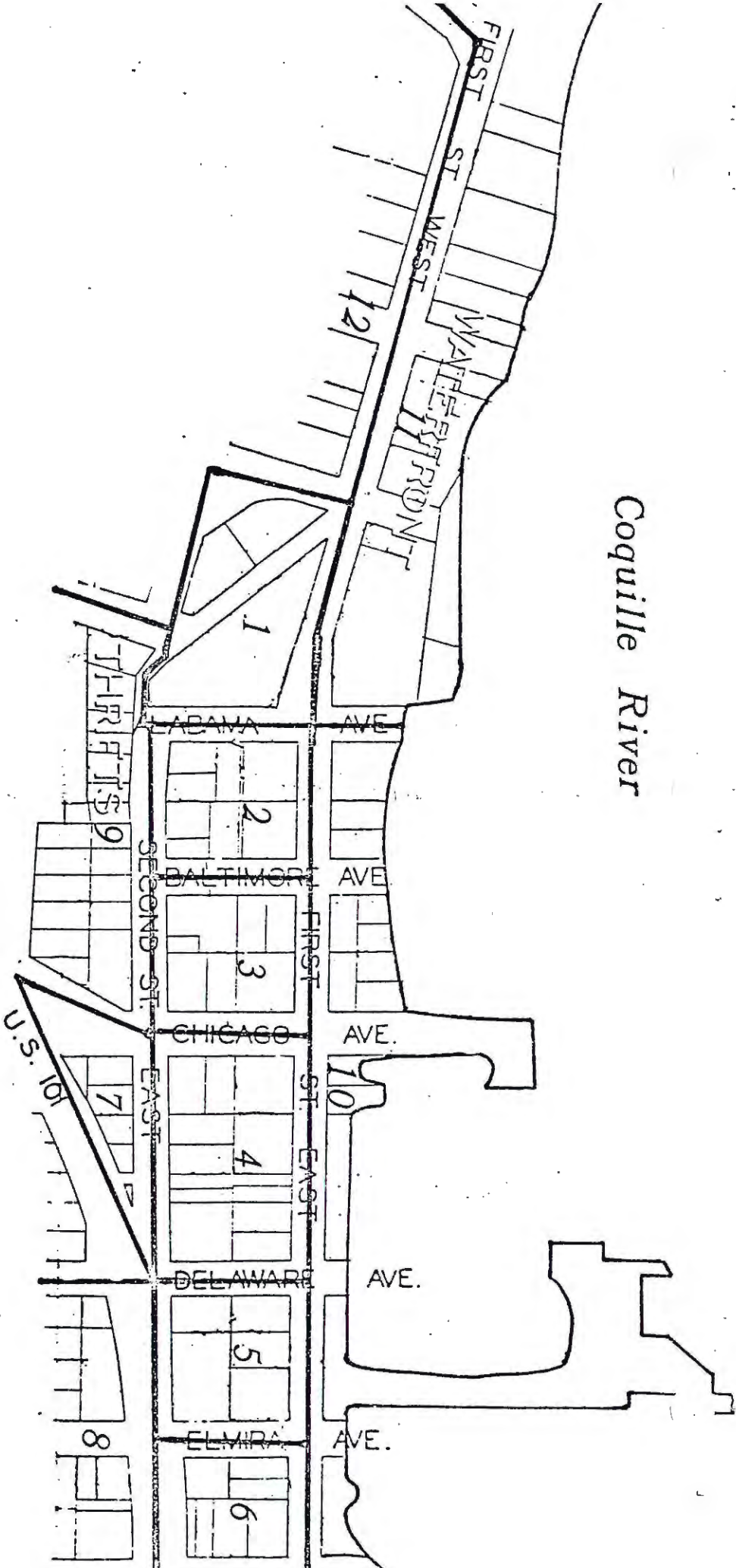
The South Jetty area is characterized by open space which extends along the entire shoreline area from Coquille Point, north to the jetty, and then east along the river shoreline to the Robertson's Concrete work area. In addition, the entire bluff slope, extending from Coquille Point back to Edison Avenue, surrounds the structures in the South Jetty area with open space.

Below the bluff in the South Jetty area the land use is predominately residential. There are 26 residences and two commercial establishments, a restaurant and a body shop. These structures are all located west of the South Jetty lagoon and are clustered in some areas and isolated in others. The dispersed nature of the structures throughout the area gives it a coastal village character. Although the entire area has long been platted into lots and streets, relatively few have actually been built. The county maintains a large parking lot by the jetty for its park. East of the jetty lagoon the entire flat area is presently open space. The Robertson's Concrete work area represents the most intensive industrial use of land in the historic Bandon area (with the exception of Moore Mill).

The Oldtown waterfront area is one of distinct commercial centers in Bandon. (The other is the Woodland Heights area.) It lies along First and Second streets from Edison Avenue at the western end to Filmore Avenue at the eastern end.

In order to outline the types of uses in the Oldtown waterfront, the area was divided into sections (map, page 30) and the different uses found within each section were categorized as follows: wholesale business, auto related, marine related, business, restaurant or tavern, general retail, tourist retail, personal services, financial services, public facilities, residences and vacant buildings. Unoccupied buildings which appeared suitable for commercial use were classified as vacant. Residential buildings were buildings used exclusively as residences. Definition between wholesale, retail, and tourist retail is a bit arbitrary. The boat basin itself was listed as a marine structure, and the Port building and theater

Coquille River



OLDTOWN WATERFRONT

INDEX OF SECTIONS

1" = 250'

were listed as public facilities. The following table lists the uses found in each section, the approximate percentage of vacant space in each section, and each section's percent share of all uses in the Oldtown waterfront district. A table then summarizes the distribution of these uses for the entire Oldtown waterfront area.

From the tables we can see that buildings and uses are clustered in sections 2, 3, 4, and 11, while in sections 7, 8, 9, and 10, they are interspersed with vacant land. Vacant land is the predominant land use in sections 1, 5, 6, and 12. The highest concentration of residential buildings is found along First Street in section 11. The most densely developed area occurs along Second Street from Delaware to Alabama Street with some intensive uses found along the adjacent Baltimore and Chicago Avenues. Areas of predominantly vacant land include the area west of Alabama Avenue and south of First Street, and the two blocks north of the coastal highway between Delaware and Fillmore Avenues.

#### Present Zoning (map, page 35)

The historic Bandon area contains four different zones. These are Marine Commercial (C-1); General Commercial (C-2), Residential (R), and Controlled Development (CD-2). The Oldtown waterfront area contains the first three zones. The area west of Oregon Avenue and south at First Street is residential, the area north of First Street including the Robertson work area is Marine Commercial, and the other areas south of First Street are General Commercial. Commercial zone is intended to protect waterfront space for marine-dependent and marine-related uses. It will allow some other uses but only on a conditional basis. The General Commercial zone allows a large variety of commercial uses outright, with some other uses allowed conditionally. The Residential zone allows only a narrow range of other uses on a conditional basis. The South Jetty area has its own zone, Controlled Development-2, which requires that all new development be harmonious with the concept of preserving the coastal village character. All new development requires approval of the Bandon Planning Commission.

TABLE 1

Land Use in Oldtown waterfront District by Section

	Uses
Section 1	
% of land within section that is vacant	Open space use
(% of section vacant): 100%	No existing buildings
% of total structures of district in section	
(% of total structural use): 0%	
Section 2	
% of section vacant: 9%	3 general retail
% of total structural use: 12%	2 tavern/restaurant
	1 tourist commercial
	1 wholesale
	1 financial service
	1 personal service
	<u>9</u>
Section 3	
% of section vacant: 14%	5 tourist commercial
% of total structural use: 15%	2 tavern/restaurant
	1 general retail
	1 wholesale
	1 residence
	1 vacant building
	<u>11</u>
Section 4	
% of section vacant: 6%	4 vacant buildings
% of total structural use: 17%	2 general retail
	2 public facilities
	1 personal service
	1 residence
	3 automotive
	1 wholesale
	<u>12</u>
Section 5	
% of section vacant: 39%	2 vacant buildings
% of total structural use: 4%	1 automotive business
	<u>3</u>
Section 6	
% of section vacant: 60%	1 general retail
% of total structural use: 6%	1 tourist retail
	1 financial service
	1 residence
	<u>4</u>
Section 7	
% of section vacant: 31%	1 financial service
% of total structures: 3%	1 marine commercial
	<u>2</u>

Section 8

% of section vacant: N/A  
% of total structures: 4%

Uses

1 tavern/restaurant  
1 tourist retail  
1 wholesale  
3

Section 9

% of section vacant: 21%  
% of total structures: 12%

2 tourist commercial  
2 vacant buildings  
1 personal service  
1 financial service  
1 tavern/restaurant  
1 public facility  
1 general retail  
9

Section 10

% of section vacant: N/A  
% of total structures: 6%

3 public facility  
1 wholesale  
2 marine commercial  
6

Section 11

% of section vacant: 6%  
% of total structures: 18%

7 residences  
2 marine commercial  
1 wholesale  
1 general retail  
1 tourist commercial  
1 vacant building  
13

Section 12

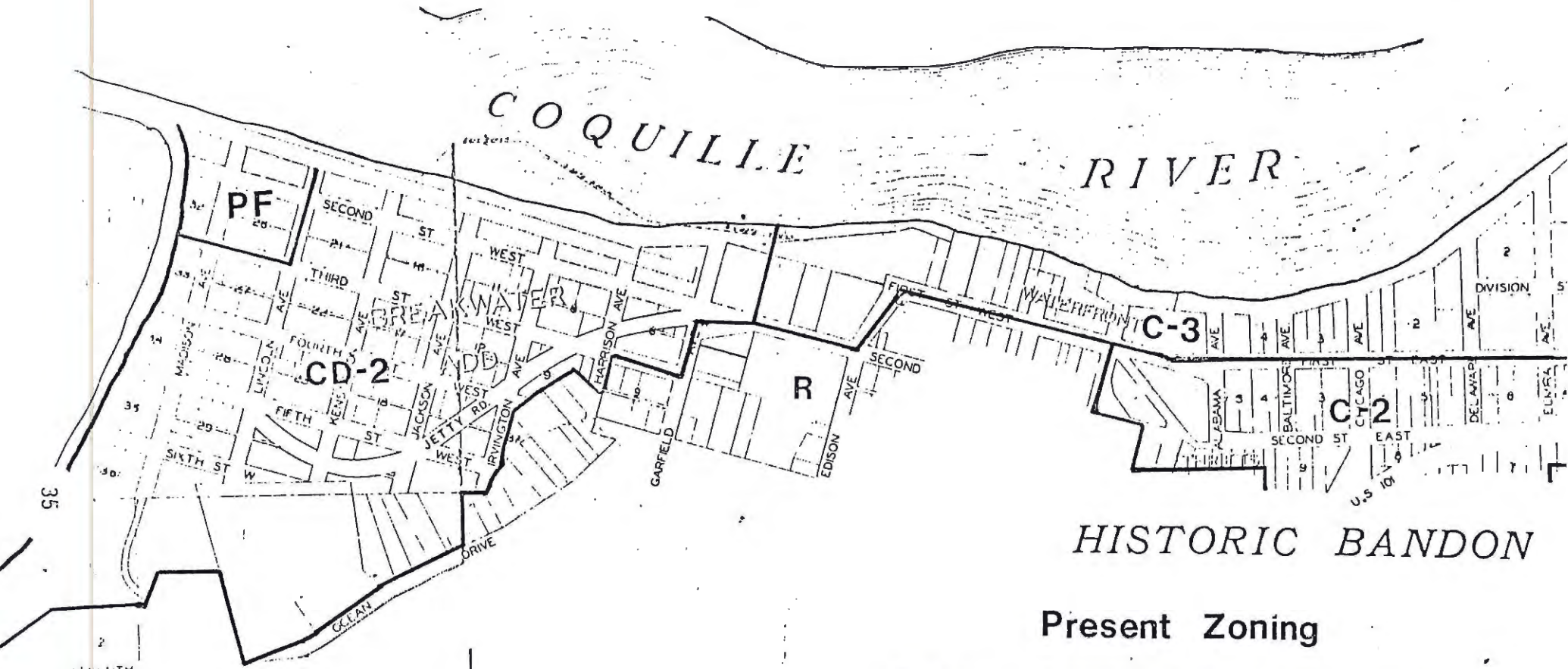
% of section vacant: 85%  
% of total structures: 3%

1 residence  
1 vacant building  
2

TABLE 2  
Structural Use in Oldtown Waterfront

	Number	% of Total
Wholesale	5	7%
Automotive	2	3%
Marine Commercial	5	7%
Tavern/Restaurant	6	8%
General Retail	10	14%
Tourist Retail	11	15%
Personal Services	3	4%
Public Facilities	4	6%
Financial Services	4	6%
Vacant Buildings	11	15%
Residences	11	15%
	<hr/>	<hr/>
TOTAL STRUCTURES	72	100%

# COQUILLE RIVER



## HISTORIC BANDON

### Present Zoning

- CD-2 Controlled Development - 2
- C-2 General Commercial
- C-3 Marine Commercial
- PF Public Facilities
- R Residential

1" = 535'

### Public Lands

Publicly owned lands in the historic Bandon area are shown on the accompanying map. Public agencies which own land within the area include the City of Bandon, the Port of Bandon, Coos County, the United State Government, Southern Coos Bay Hospital District, and the State of Oregon. Street right-of-ways which have not been built are shown on the map on page but not as being in public ownership. The map also shows lots which are in contiguous ownership as single lots.

### Parking

The historic Bandon area presently has few public parking facilities; street parking and off-street parking at new businesses are relied upon to meet parking needs. The only sizable public parking lot exists by the South Jetty at the County park. The Port of Bandon also provides public parking along the waterfront and has plans to increase its parking capacity in order to accommodate increased demand generated from the proposed boat basin expansion.

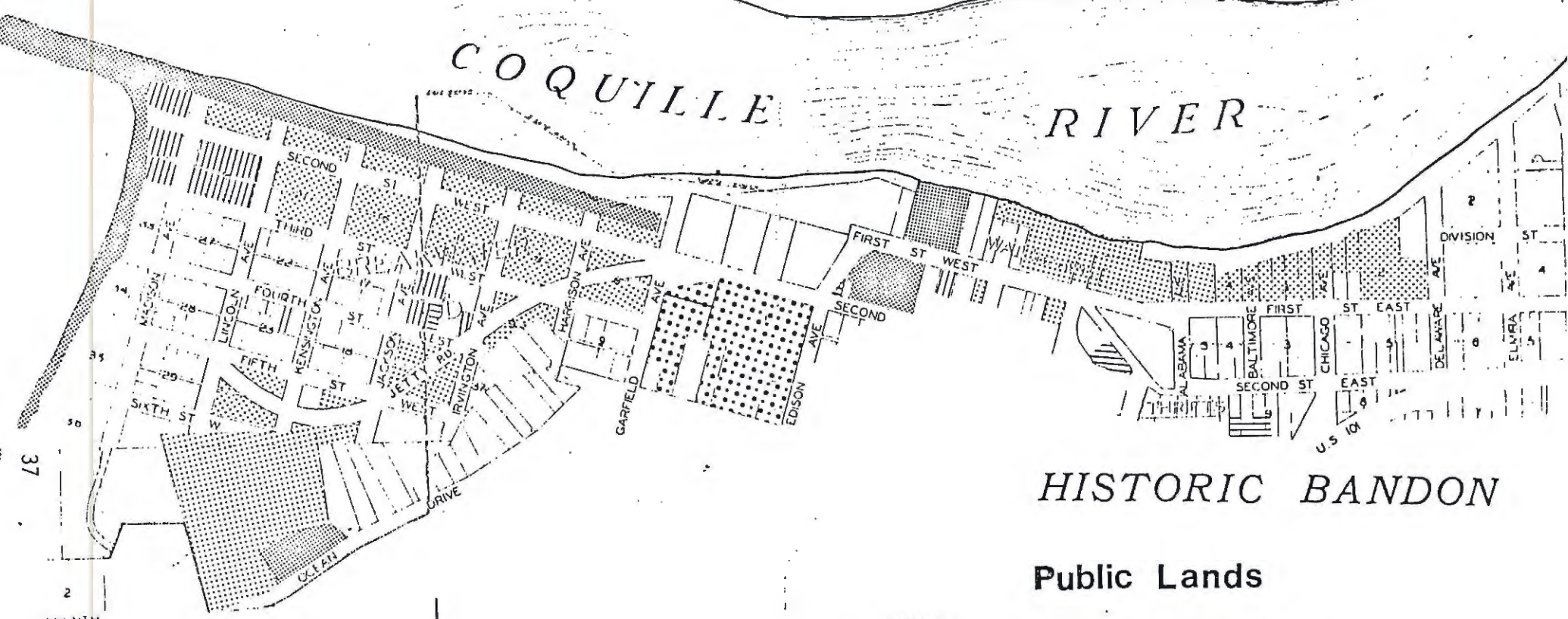
The South Jetty area is predominantly residential with off-street parking provided by the two businesses there. There is not a parking problem at this time, however, if the area is to accommodate a higher density residential or commercial development, a problem might arise in the future.

A parking problem in the Oldtown waterfront area could arise if private vacant areas presently used for public parking were to be closed to parking. Parking demand and use varies directly with the degree of commercial development. In order to analyze the existing parking situation, the historic Bandon area was divided into the same sections as used in the land use analysis, and estimated of parking demand were assessed in terms of present supplies.







Since data was unavailable for the square footage of floor space, 75% of the square footage of the lot area was used to estimate parking demand for existing businesses. Requirements for different uses, as set forth in Bandon's off-street parking requirements, were used to calculate the demand estimates. It should be stressed that using these off-street parking requirements may create a conservative estimate of demand, since the ordinance



# COQUILLE RIVER



## HISTORIC BANDON

-  Public Lands
-  Port of Bandon
-  City of Bandon
-  Coos County
-  State and Federal
-  Hospital District

1" = 535'



assumes the provision of some street parking. Businesses which clearly provide off-street parking had these spaces added to the total supply of the section. These estimates are rather crude and they are used to give some idea of the nature of the present situation. A more detailed survey would be needed to more precisely address the problem.

Table 3 shows the existing parking supply and estimated parking demand, figures on the existing deficiency or surplus of parking spaces, and it also shows potential demand, assuming that vacant buildings and vacant areas were developed into retail businesses. A potential deficiency or surplus figure is presented assuming that for these new businesses, off-street requirements were waived. An estimate of vacant area in square footage is also provided for each section. The length of streets presently unmarked for parking yields an estimated maximum number of spaces the streets can provide if marked in 20 foot spaces. For some sections such as 1, 8, and 10, difficulties in estimating both existing parking and vacant area posed problems, so estimates were not attempted. The map on page 40 presents each section appropriately shaded to indicate surplus of spaces (using estimated street maximum as current spaces), balance of spaces (demand within 10% of supply) and shortages (sections with parking demand in excess of 110% of existing spaces). This map reflects the present situation.

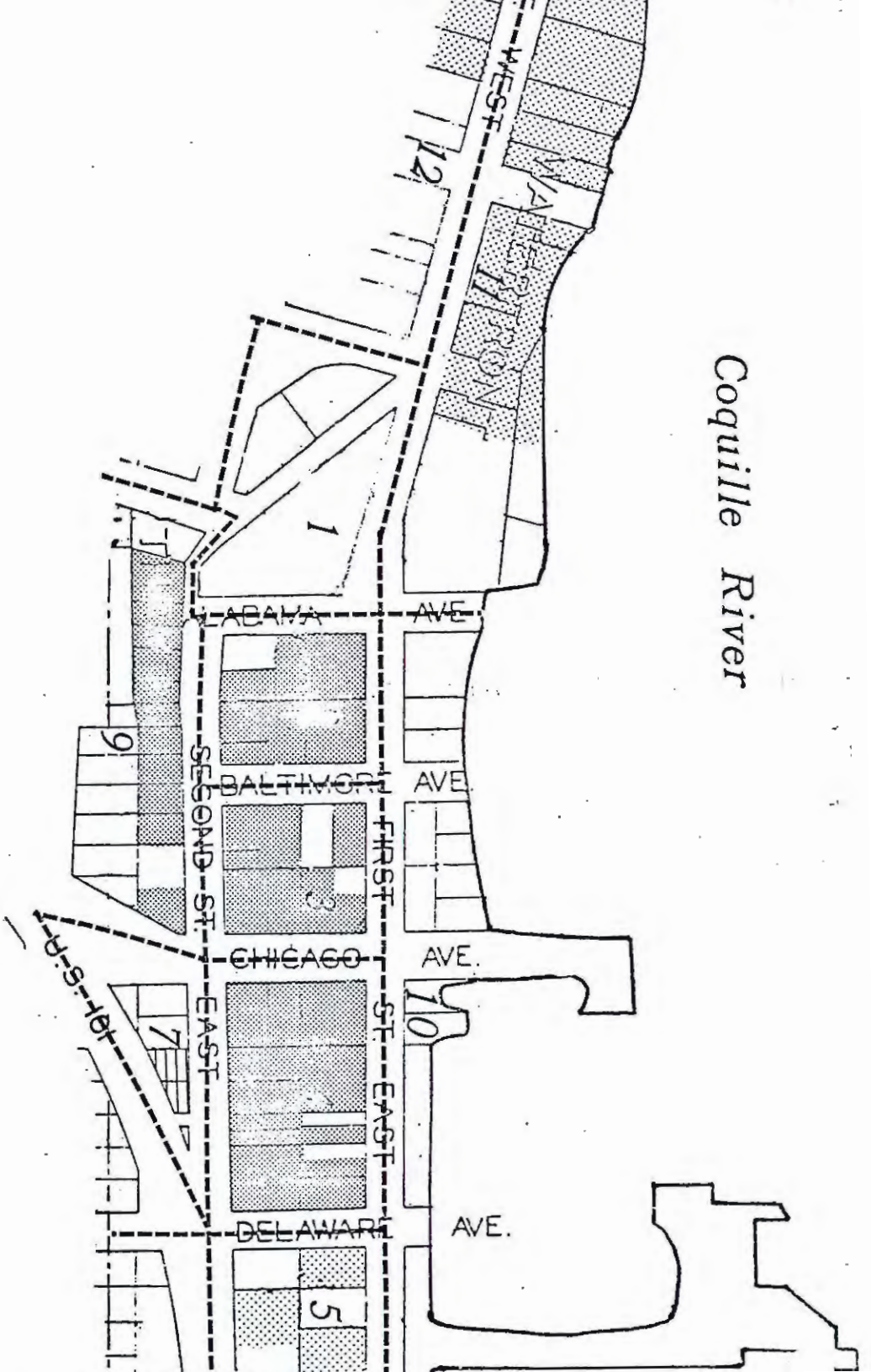
Other parking problems also exist in the area. The accommodation of over-size vehicles (trucks, vans, or recreational vehicles) is a problem because there are no facilities other than street parking for them. This leads to problems during the summer tourist season, as tourists cannot find parking. Large vehicles parked on streets also restrict various views of highways and intersections, shops and their display windows, and views of shopkeepers out onto the streets or the waterfront. Presently, restrictions on large vehicles have been established along sections of Second Street, but this is widely believed to be ineffective.

There are various requirements for off-street parking in Bandon's parking ordinance. For example, retail stores must provide one space for every 400 square feet of floor space. For the Oldtown waterfront area this ordinance poses some problems for potential new businesses.





Parking Supply and Demand

Section	Present Situation			If Section Developed:		Unmarked Parking Spaces		
	Existing Supply spaces	Estimated Demand spaces	Existing Deficiency or Surplus	Potential Demand spaces	Potential Net Deficiency or Surplus	Vacant Area	Street Length	Potential New Spaces spaces
1	Street: 9	0	N/A	N/A	N/A	A11	300'	15
2	Street: 24 Other: 18 42	58	-16	65	-23	3262'	200'	10
3	Street: 40 Other: -- 40	47	- 7	59	-19	3594'	0	
4	Street: 25 Other: 5 30	55	-25	103	-73	2925'	350'	17
5	Street: 9 Other: -- 9	0	+ 9	51	-42	18252'	410'	20
6	Street: 6 Other: 5 11	17	- 6	55	-44	20500'	550'	27
7	Street: 5 Other: -- 5	4	+ 1	11	- 6	3875'	N/A	
8	Street: 6 Other: 9 15	28	-13	N/A	N/A	7500'+	N/A	
9	Street: 21 Other: -- 21	40	-19	61	-40	9462'	0	
10	N/A	Parking appears presently sufficient						
11	Street: 9 Other: -- 9	29	-20	85	-76	0	780'	39
12	Street:							

Coquille River



**OLDTOWN WATERFRONT**  
*Present Availability of Parking*

-  **Supply greater than Demand**
-  **Supply within 10% of Demand**
-  **Demand greater than Supply**
-  **Vacant land**

1" = 250'

Most existing buildings are situated forward on their lots, abutting the sidewalks, and the rear part of lots are without alleys or other access. As a result, most existing businesses cannot fulfill the parking requirements on their own lots. For new businesses on vacant lots, fulfilling parking requirements could be met by providing parking in front of the building adjacent to the sidewalk; however, this would be incompatible with the existing buildings and may pose hazards to pedestrian traffic.

#### Transportation and Circulation

Second Street is the principal transportation corridor through the historic Bandon area. It extends westward from U.S. 101 to Alabama Avenue.

Alabama Avenue runs north to First Street. First Street is a two-way street which connects with Edison Avenue and Jetty Road. The Jetty Road is the only paved road in the South Jetty area. This corridor handles most of the east-west traffic and serves as the principal link between the Oldtown waterfront and Jetty areas.

In the Oldtown area, all roads are paved with the exception of Wall Street. Paved streets which extend up the bluff and out of the historic Bandon area include Chicago Avenue, Oregon Avenue, and Edison Avenue. Madison Avenue, presently a steep unimproved road, provides the only access from the jetty area to the top of the bluff. In the Jetty area, Madison, 5th, 4th, and 3rd streets are marked and used but have not been paved. Residents use other routes in the area, but they do not conform to platted streets or alleys.

Most streets in the Oldtown waterfront area have sidewalks with the exception of Elmira Streets, the north side of First Street from Fillmore to the Cleveland Avenue intersection, the south side of First Street from Chicago to Fillmore, from Alabama to Cleveland Avenue and a section of Chicago Street. There are no sidewalks in the Jetty area. No paths or exclusive lanes for bicycles exist in either the Oldtown waterfront area of the Jetty area. The only mass transit serving the area is the Greyhound bus station on Fillmore and Second Street.

## SOCIAL AND ECONOMIC CHARACTERISTICS

Bandon has four basic industries: lumber and wood products, agricultural processing, fisheries, and tourism. To some extent, parts of all of these industries are found in historic Bandon. The most significant industries in historic Bandon are fisheries and tourism. The boat basin of the Port of Bandon has facilities for 40 commercial boats and 20 sport boats. However, due to the limited space and rough conditions, few fishing vessels are based in historic Bandon on a year-round basis. The existence of the fishing and sport vessels has a stimulative effect upon the economy of Bandon. Tourism is also a vital industry in historic Bandon, as many of the shops and businesses in the area rely upon tourist traffic. However, historic Bandon today does not have hotel or motel facilities; such facilities can be found in other parts of Bandon.

The Oldtown waterfront section is one of Bandon's commercial centers. Second Street probably represents the densest concentration of businesses within the entire City. Some of the buildings and properties in the Oldtown waterfront area have been vacant for a considerable period of time. There is still ample room for growth and expansion of this business district, however, the disrepair of many buildings may make the area somewhat unattractive for the location of new businesses.

From 1970 to 1977, Bandon's population increased at an average annual rate of approximately 3%, or about 50 persons per year. If this growth rate continues, it can be expected to provide an economic stimulus to the area, but will also impose demands for additional housing and public facilities. These demands will be felt by the historic Bandon area, which offers considerable vacant land and numerous vacant buildings (see previous section on land use).

Demographically, Bandon is characterized by a relatively large number of elderly persons. The percentage of the city's population made up by this age group has been growing rapidly in recent years, reflecting

Bandon's attraction as a retirement community. There is some evidence to suggest that young families are also moving to Bandon, for school enrollment has begun to increase after several years of decline.

In 1970, the mean family income in Bandon was \$8,753 per year, almost \$2000 below that of the state as a whole and \$1400 below the mean family income of Coos County. At this time Bandon had approximately 17.1% of its population (696 persons) classified as living below the poverty level. This is high as compared to Coos County (10.1%) and the entire state (11.2%). Bandon had approximately 12% of Coos County's persons living below poverty level in 1970.

Clearly Bandon is a growing community, but may face problems in its ability to attract business, industry and employment for its residents. The large number of older persons in Bandon deserves special consideration in planning for programs and facilities they can enjoy.

#### Municipal Services

Bandon's initial sewer system was constructed in the early 1900's. At that time, the Oldtown waterfront area had both sewer and water services, although sewage was handled through outfall pipes dumping directly into the bay. These systems were partly damaged in the fires. In 1969, an interceptor sewer line was constructed on First Street which handles much of Bandon's sewage. This line superceded three of the four outfall pipes and carries sewage to the treatment plant by Ferry Creek on Riverside Avenue.

The original sewer lines were constructed of vitrified clay or terracotta pipe with mortar joints. These joints are in poor condition, causing high levels of water infiltration where the pipes are still used today. Sewers constructed since 1953 are of concrete or asbestos cement pipe, with rubber ring joints which are more resistant to infiltration. Sewer lines on Second Street, Alabama Street, Baltimore Street and Edison Avenue were all constructed prior to 1936. The First Street interceptor line, lines on the Coast Highway extending north on Fillmore Street, and

lines down Oregon Avenue were all constructed since 1953. The sewer sections on Alabama, Baltimore and Second Streets have been identified as those most prone to infiltration due to the poor condition of the lines and the location of these at 3 feet above mean sea level and 2 feet below high tide.

The Bandon sewer system combines both sewage and water runoff into the same system. This results in heavy loads for the treatment plant during intense or prolonged storms. There are three catch basins by the intersection of Baltimore and Second Street and two by the intersection of Oregon Avenue and First Street.

The South Jetty area has no sewer services and wastes are discharged through septic tanks. Due to the low elevation of the jetty lands, extension of sewer services would require floodproof standards and one or more pump stations to move the waste to the First Street interceptor line.

Bandon's water system began as a private business, but was purchased by the city in 1914. Presently, the following water lines exist in the area: a 10" line on First Street from Fillmore to Edison Avenue; a 10" line on Edison Avenue; a 10" line on Fillmore Avenue; a 6" on Second Street from Fillmore Street to Alabama Street; 4" lines on Alabama Avenue, Baltimore Avenue and on Chicago Street south from Second Avenue. These water lines were reconstructed in 1965 with asbestos cement pipe and they are in good operating condition. There are no water lines in the South Jetty area, where residents rely on wells or carry water for their needs. Some residents of the jetty area feel the groundwater is sufficiently contaminated as to be unfit for drinking water. A proposal has been forwarded to extend water service to the area with an 8" pipe along Jetty Road looping up the bluff on Madison Avenue to Ocean Drive. A new 8" line has also been suggested along Chicago Street from the Coast Highway to First Street.

Electric utilities and telephones service the entire historic Bandon area with overhead lines. In the Oldtown where there are a large number of such overhanging wires.



### Economic Development

Historically, Bandon has had a greater diversity of basic industries and firms producing goods for local use than currently exists. Among these former businesses were dairies, cheese factories, breweries, bakeries, butcher shops, woolen mills, machine shops, cranberry and agricultural processing, shipbuilding, sawmills, and fisheries. In this regard, Bandon was similar to many other isolated communities where local needs had to be met from local firms. Today, improved transportation, better processing and other factors have led to centralization in industry, with firms selling in large market regions at lower prices than local firms. Communities like Bandon are no longer as isolated as they once were.

Today, Bandon's industries are sawmills, fisheries, agricultural processing and tourism. Within the historic Bandon area, facilities for tourism and fisheries exist and can be improved. Other businesses which produce goods for local use can also be located in the area. Such businesses can potentially grow and develop larger markets, as have Cranberry Sweets and Westerly Webs. With rising energy costs and growth in the Bandon community, the Oldtown area may become attractive for more small to moderate scale industries. The eastern end of the Oldtown area is probably the best location for such industries. For marine industries, space is provided along the waterfront. For small scale or cottage industries, some development in the jetty area may be appropriate.

For the fishing industry, the prime need is for the expansion of the existing boat basin and the adequate maintenance of the navigation channel (see Bandon Boat Basin Section, Coquille Estuary Inventory). The proposed boat basin expansion will provide a stimulus to increase development in the Oldtown waterfront area, and offer opportunities for new fishing, boat repair and other marine related firms. It will also create opportunities for charter boats which will enhance Bandon as a tourist destination. The expansion will provide greater revenue sources with which the port can better maintain its facilities and the river channel. Expansion of the fishing industry should stimulate the creation

of new retail and service oriented businesses, as more fishermen will consider making Bandon their home.

At one time Bandon was an important tourist destination. Now Bandon has become more of a "point along the route" rather than a destination. Within Bandon itself, this trend can clearly be seen as tourist oriented businesses are locating along the coastal highway and Beach Loop Road rather than in the historic Bandon area. The trend could be altered by encouraging tourists and tourist businesses in the historic Bandon area, where visitors could park their automobiles and enjoy Bandon's attractions on foot. Establishing small ferries to carry tourists across the river from the state park to the Oldtown is one way to reduce parking problems in the Oldtown.

Within the plan are the locations of several types of attractions which should bring tourists to the area and be beneficial to local residents. These attractions include the historic arch and buildings, the historical museum, the Coast Guard building, an oldtown park, the boardwalk, historic boats, the lagoon, and the jetty and its adjacent beaches. The provision of a tourist commercial zone and the encouragement of hotels and similar facilities in the transition area and the Oldtown will center tourists within walking distance of the major attractions in the area. Other components of the plan, such as bikeways and parking areas, will provide easier access to the Oldtown area for tourists. It is possible that the historic Bandon area could become a major tourist attraction on the Oregon coast.

Bandon also needs additional space for its residents. Many people, both retired people and those who work in other communities are attracted to the idea of living in Bandon. To accommodate these demands, adequate space and opportunity for new residential areas, both homes and apartments, are needed within the plan. Within the Oldtown, the encouragement of two-story buildings with residences on their second floor can provide apartment space for both low and moderate income people. High priority for rehabilitation funding should go to buildings in the Oldtown with apartment units.

The jetty area would be a predominantly residential area suitable for a dispersion of both single family and multi-family development. In the plan, the natural attractiveness of the area is addressed by encouraging denser development at the bluff base (leaving the upper bluff open), by creating a park by the lagoon, and by maintaining easy access to beach areas. The character of the jetty area is addressed through controlled development zoning and design review; while hazards of development in the area are also discussed.

The identification of Bandon as a tourist center, rehabilitation of older buildings, and development of the waterfront, adequate parking, boardwalks, and residential development in the jetty area will all serve to increase the assessed valuation of affected or adjacent lots. This will provide added revenue to the city and may help to reduce tax rates city wide. It should be pointed out that the investments will have to be made first, and it may be several years before the fiscal benefits are realized.



## PART II: STUDY AND PLAN RECOMMENDATIONS

### AREA LAND USE DESIGNATIONS

#### Division of Study Area into Planning Areas

The Historic Bandon area can accommodate a variety of beneficial community uses: General Commercial, Marine Commercial, Tourist Commercial, Single Family Residential, Multi-Family Residential, Public Facilities, and Open Space. In this plan are measures to enhance historic Bandon as a local business center, tourist attraction, and residential area while preserving its historic and natural characteristics. To present alternative uses considered for various areas within historic Bandon, the area has been divided into the Waterfront Area, the Oldtown Area, the Transition Area, the Bluff Area, and the South Jetty Area.

#### WATERFRONT AREA

The major industry found in the Historic Bandon area, the fishing industry, requires adequate space for marine-dependent development. Expansion and improvement of existing moorage facilities will provide needed economic stimulus to Bandon.

There are other non-marine-dependent uses in the Waterfront Area such as antique stores, a concrete plant, and several residences. Current marine commercial zoning has some flexibility. Adequate public access to fishing areas, crabbing areas and open space to view the bay can serve as tourist attractions in the Oldtown area.

The following alternatives are presented for consideration to maintain marine orientation and accumulate other uses.

#### Alternatives:

- A. Require all new buildings east of Cleveland Avenue on the waterfront to be strictly the permitted uses of the marine commercial zone. Conditional uses may be located west of Cleveland Avenue or in previously existing buildings. Designate the high dock presently east of the Bandon Fisheries plant as an open space area for the general public, but repairs with a source of financial support will be needed to properly reconstruct this first. The high dock can be a natural center to the waterfront and can attract tourists into the entire area. A corridor for a boardwalk from the Coast Guard building extending west to the jetty could be considered.

- B. Maintenance of existing zoning with no modification or special provisions for either open space or other uses. Individual projects would be considered on their own merits.
  
- C. Maintenance of existing zoning without modification. However, if the Port of Bandon can obtain support funding, it would be wise for it to prepare a plan for allocation and use of its waterfront properties. This plan would need to include open space for the public, marine-dependent uses (as projected to accommodate future needs), space for additional uses, and space for needed parking. A corridor for a boardwalk from the Coast Guard building west to the jetty could also be pursued.

Recommended Alternative:

The selected alternative is C. The Marine Commercial zoning for the waterfront is appropriate for the waterfront and it contains adequate flexibility for providing other uses in the waterfront area. A boardwalk corridor could also be pursued along the waterfront to eventually link the Jetty area with the waterfront as part of a long range plan. As part of such a Port plan, space could be reserved for marine commercial uses, public waterfront access, parking and other uses which can be served by the properties of the Port.

OLDTOWN AREA

The Oldtown area is the core of Bandon's former commercial district. The area contains mostly older buildings, some of which have historic and architectural value to the community. Presently, the Oldtown area has a general commercial zone with a small portion designated as a residential area. For the Oldtown area, the general needs are to encourage new businesses, rehabilitate older buildings, and provide adequate parking without harming the historic and architectural character of the area.

Alternatives:

- A. Retain all present zoning with no modifications. Any new business permitted under the existing zoning is encouraged to locate on a site of its own choice.

- B. Retain present zoning with one exception: creation of a tourist commercial zone in the southwestern side of the Oldtown area. This commercial zone would include two areas presently zoned residential and general commercial. It would include all properties which front on First Street, Alabama Avenue or Wall Street in the area between Alabama Avenue and Edison Avenue. Other guidelines could also be established to encourage heavier wholesale, traditional industries, or marine oriented businesses at the eastern end of the Oldtown area with the western part reserved for retail and tourist commercial businesses. Certain uses presently permitted in the general commercial area could be deleted from this zone as applied to the Oldtown area.
- C. Create a special zone for the Oldtown area which would be more flexible than the tourist commercial zone, but more restrictive than the existing general commercial zone as applied to the Oldtown. This special zone would focus on eliminating uses generally incompatible with preserving the Oldtown as a tourist oriented retail business area. The special zone would encourage development of tourist center with a nautical history theme.

Recommended Alternative: -

The selected alternative is B. Bandon currently has established a tourist commercial zone within its zoning ordinance, but has not actually applied this zone to any significantly sized areas within Bandon. It is important to reserve the center of the Oldtown and the areas on First Street opposite the three historic buildings for uses appropriate to a tourist center. This special zone would maintain a continuity of shops and other businesses extending from the Alabama Avenue and Second Street intersection west to the edge of the Oldtown area. With the development of the Coast Guard building this will provide opportunity for new businesses. This poses little conflict with existing uses as most land is vacant or used for open space in the area. Only one residence presently exists in this area. Alteration of this zone would require a zoning amendment and possibly a plan amendment.

### Zoning Modification and Use Siting

Traditional industries of Bandon recall small manufacturing which existed prior to the fires. Small manufacturers and marine oriented businesses would be particularly appropriate for the eastern end of the Oldtown area because ample space and separating distance from residential areas exists. By maintaining compatibility and avoiding objectionable environmental impacts, they are appropriate for this area.

Certain uses presently permitted in the General Commercial zone such as gas stations, funeral homes, trailerparks or trailer sales, are inappropriate in the Oldtown area. A prohibition on such uses would affect only new developments, not those which presently exist. It might be appropriate to modify the General Commercial zone as applied to the Oldtown area to eliminate such uses.

### Residential Uses

Street frontage space needs to be reserved for commercial development. Residences can be encouraged to be located on second floors or back areas of fire safe buildings. These residential units need to be encouraged.

### Use and Enhancement of Vacant Areas

The Oldtown also has large vacant areas. These areas which are not being used for parking or storage of useable items, additional requirements might be needed for fencing or landscaping. Areas left with unwanted or unusable items need to be cleaned up. A requirement to control vacant space can provide an incentive towards development and can also assist in preserving the aesthetic quality of the entire Oldtown area.

### TRANSITION AREA

This is the area west of the Oldtown at the base of the bluff extending west to the area near the Jetty lagoon. It would roughly include all areas west to the plat of Irvington Avenue and some of the northern blocks extending west to the plat of Jackson Avenue. This would include some of the presently submersible lands, the Robertson concrete work area, Gross Creek and several other parcels of land. This area forms a bridge or transition area between the commercial area of the Oldtown waterfront and the open, residential South Jetty area. Presently three different zoning types:



Marine Commercial, Residential, and Controlled Development, are found in this area. Land use development alternatives need to consider the importance of uses to facilitate a wise linking between the Oldtown and Jetty areas and provide for uses which will be both needed and attractive for the future.

Alternatives:

- A. Leave the area under present zoning with development as permitted under their respective zones.
- B. Retain the existing zones as they presently exist, but adopt certain guidelines to permit some commercial development.
- C. Creation of a new commercial zone outlining specific uses to be permitted.
- D. Alteration of zones to protect the area as a residential zone.

Recommended Alternative:

The selected alternative is B. Without any modification of zoning the following types of commercial uses would be permitted in the area: drug stores, churches, nursing homes, medical or dental offices, marine commercial uses, aquaculture, restaurants and taverns, motels and resorts, retail gift shops, and government buildings. This transition area can provide an extension of the Oldtown commercial area with a tourist commercial orientation. Within this area a hotel or motel complex could be located within easy walking distance of local shops, the Oldtown business area, the waterfront, and natural features such as the estuary, lagoon, and beach in the South Jetty area. Hotel or motel development could be expected to provide a significant economic stimulus to the entire Oldtown waterfront area. Adequate off-street parking would be needed in this area.

Boardwalk

The extension of a boardwalk or wooden walkway open on the north side and developed on the south side could provide an attractive focal area for commercial development. As this is the least critical area from a perspective of environmental protection, it is more suited to more intensive use. At present, some lands may be unsuitable for such development, but with erosion measures taken, more lands will be available.

### Gross Creek Treatment

The Gross Creek as it runs through this area offers potential as an attractive water course flowing through the Transition area's center. With any new development in the area, it would be wise to consider some restoration of the Gross Creek channel as an attractive central feature to this area. The part of the creek south of Jetty Road could be preserved as a natural area.

### BLUFF AREA

The Bluff area as shown on the map conforms strictly to lot lines, but the actual bluff slope does not conform in this manner. The bluff slopes are those areas between the flat area below the bluff and the flat area on top of the bluff. The area presently is Controlled Development (CD-2) and residential zoning. Development on the bluff slope poses problems of potential geologic hazardous development, scenic obstructions, and deprivation of possible habitat needed for wildlife. Development on these slopes will also be more costly than development on flat areas. As such it can be identified as one of the least suitable areas for development in the Historic Bandon area. On the other hand, development along the bluff slopes can be attractive if done intelligently, tastefully, and safely. The following alternatives are suggested pertaining to overall use in the area. Problems of geologic hazards and methods of preserving open space are presented separately.

#### Alternatives:

- A. Leave the bluff under its present zoning with no additional modifications or guidelines. Any permitted or conditional use would be allowed as considered on an individual basis within their respective zones.
- B. The bluff would be retained as an exclusive residential area. Existing zoning would be maintained and guidelines designating the bluff areas within the CD-2 zone could be adopted. Multi-family residential housing could be permitted as approved on an individual basis.

- C. The bluff would be retained as an exclusive residential area. Existing zoning would be maintained, but guidelines, ordinance amendments and other policies could be adopted to preserve a more open and scenic character for the bluff.
- D. The bluff would be retained as an exclusive residential area within their respective zones. Only a single partition could be permitted of each bluff lot. No further subdivisions of bluff parcels would be permitted.
- E. The bluff would be zoned as an open space or a natural resource area.

Recommended Alternative:

The selected alternative is C. This alternative would focus a variety of measures to allow residential development on the bluff. To preserve open space the city would adopt a policy of tax deferrals or easements.

Multi-Family Siting

The areas at the base of the bluff would be the most suitable sites for multi-family housing. Policies to encourage development of denser multi-family housing units at the bluff base could be offered in exchange for preserving the bluff slope as an open space lot. This can be accomplished through a variety of measures.

Open Space Management

One method of preserving open space within a development is the provision of a planned unit development ordinance (PUD). A Planned Unit Development encourages clustering of structures in one area while providing open space in other areas. These developments can be held under a single ownership with units leased, shared ownership or some other arrangement as permitted within the ordinance. These units can be residential, commercial or mixed. One area along the bluff particularly suited for a planned unit development is the Tupper Rock and adjacent parcels under Port ownership. Tupper Rock is both a natural and historic feature and preservation of the upper bluff area could be integrated with denser development of the flatter area.

Possibly a staircase or other form of public access could permit access

to the rock. Some limited commercial development might also be permitted as part of a planned unit development. Bandon could consider adoption of a planned units development ordinance for many areas within the community.

#### Density Management

Presently lot sizes within the conditional use provisions of the South Jetty permit very high density development. The present lot size requirements would permit approximately 110 housing units per acre as opposed to only 8 units of single family housing. This density is too great for an area like the bluff or the South Jetty coastal village. The City could consider modifying section 3.850 of the Controlled Development zoning. Dropping the reduced lot size requirement for developments with more than eleven dwelling units would ensure sparser development. Instead, every additional living unit in excess of four per development would need to provide an additional 1,000 square feet of lot size per additional unit. This would permit approximately 36 multi-family units to the acre.

#### Lot Size

In order to ensure that single family homes built on the bluff slope also provide an adequate open space quality, it might be appropriate to require large lot sizes for single family homes. The present lot size requirement is only 5,400 square feet suited more to a flat area than to one with steep slopes. One suggested lot size could be 9,000 square feet (presently the lot size for a two family building). This would need to be adopted as a guideline or ordinance amendment pertaining only to bluff parcels within the Controlled Development (CD-2 zone).

#### Design Review for Scenic Quality Management

In order to ensure that developments on the bluff preserve the scenic views of the area, consideration could be given to adopting condition 2 of the Bandon Controlled Development zone (CD-1) for these bluff areas. This condition specifies that any new structure be compatible with or enhance the scenic view. As a general guideline, it could be expected that the roofs of buildings would not extend above the top of the bluff. Protecting the views open to the public identified in the first part of these reports deserve special priority in consideration of new developments.

## SOUTH JETTY AREA

Development for this area is probably the most sensitive of all the areas. Since it borders upon both the estuary and the ocean, it contains an abundance of wildlife, especially birds. It is an important area for migratory birds. It is also considered a resource because of its unique open character. It is mentioned as a tourist destination because of this uniqueness. Many people feel this area should not be changed at all.

This unique character is also viewed as a factor which makes the area an appropriate one for tourist commercial oriented development. At present, there are only two businesses in the area, but clearly interests exist in the area. The issue of appropriate mix of use for the South Jetty area is a difficult one. Present controlled developing zoning allows a narrow set of commercial uses which would be permitted on a conditional basis. A clearly defined mix of commercial and residential use for the area has not been identified.

### Alternatives:

- A. This area could be preserved as an exclusive single family residential area with only existing commercial developments. Multi-family housing and new businesses would not be permitted.
- B. The area would be preserved as a predominantly single family residential area. Multi-family housing, especially at the bluff base, would be permitted as outlined in the previous section dealing with the bluff areas. Small scale cottage industries or businesses could be permitted.
- C. A general ratio formula allowing a certain number of single family residences to a certain number of commercial businesses as permitted in the existing zoning. For example, a 10:1 ratio would allow one business for every ten residences. Multi-family developments could be considered within the formula or on an individual basis.
- D. The area would remain predominantly a single family residential area with a cluster of tourist commercial businesses permitted near the jetty parking lot. Included within this development might be a hotel or motel. Possibly this tourist commercial area

could extend along the ocean front. This would require a zoning amendment to permit a hotel/motel in this area; since it is not presently permitted.

- E. The area would not restrict commercial development, but would allow new businesses subject only to relevant constraints (floodplain, design review, zoning, etc.). The zoning could be amended to permit certain uses such as hotels.

#### Recommended Alternative:

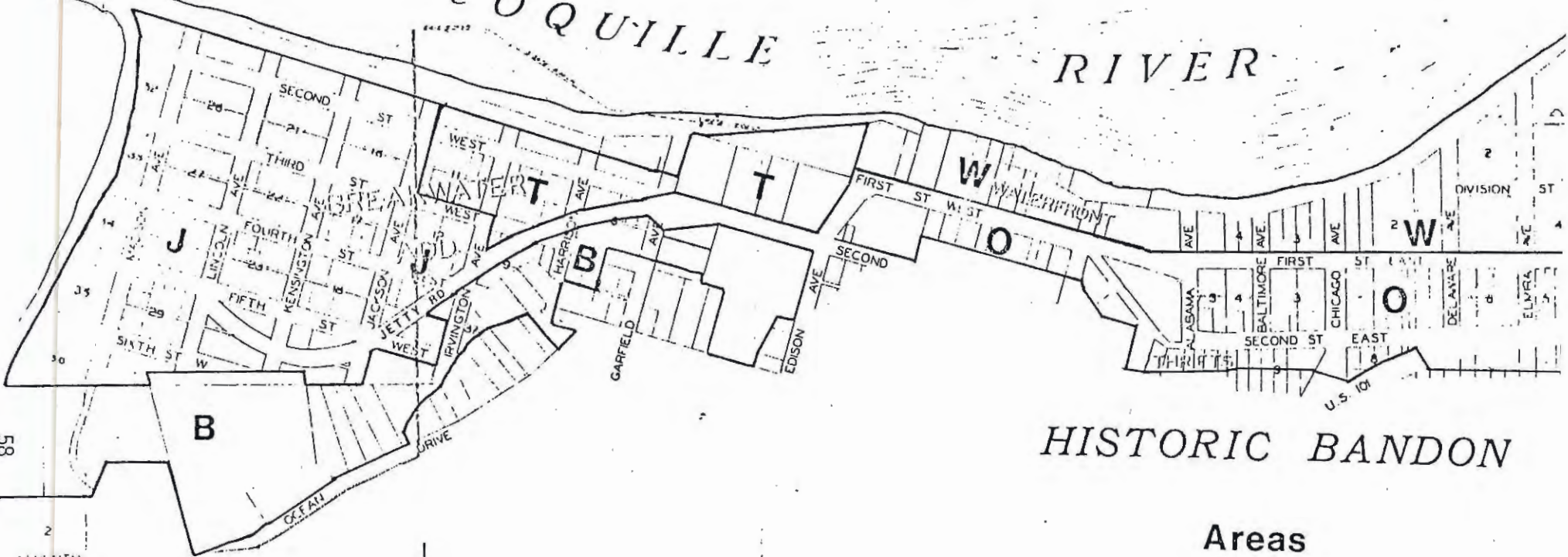
The selected alternative is B. In a natural state, this area has been a tourist attraction for Bandon dating back to the turn of the century. Efforts to preserve this open quality are vital to the area. Commercial development on a significant scale will alter this quality, probably resulting in increased traffic, greater volumes of people in the area and a less desirable area for residential development and wildlife. Motel or hotel development could have a beneficial economic impact, but it would decrease the likelihood of a hotel or motel development in the Oldtown or Transition area where the economic stimulus it can provide to the existing commercial area would be of greater benefit. Keeping the Jetty area unique as a residential coastal village has been identified as a priority. New commercial development would be limited to cottage industries and small scale businesses which do not impose negative impacts on the area.

#### Cottage Business Guidelines

The following could be considered:

1. Businesses that are agricultural or use open space would be preferred;
2. Businesses permitted could be operated as a single family enterprise;
3. They would not occupy structures larger or qualitatively different than single family residences;
4. They would not create adverse environmental impacts on air, water, noise, or detract from the area's scenic qualities;
5. They would not generate significant new traffic either truck or automobile.

# COQUILLE RIVER



## HISTORIC BANDON

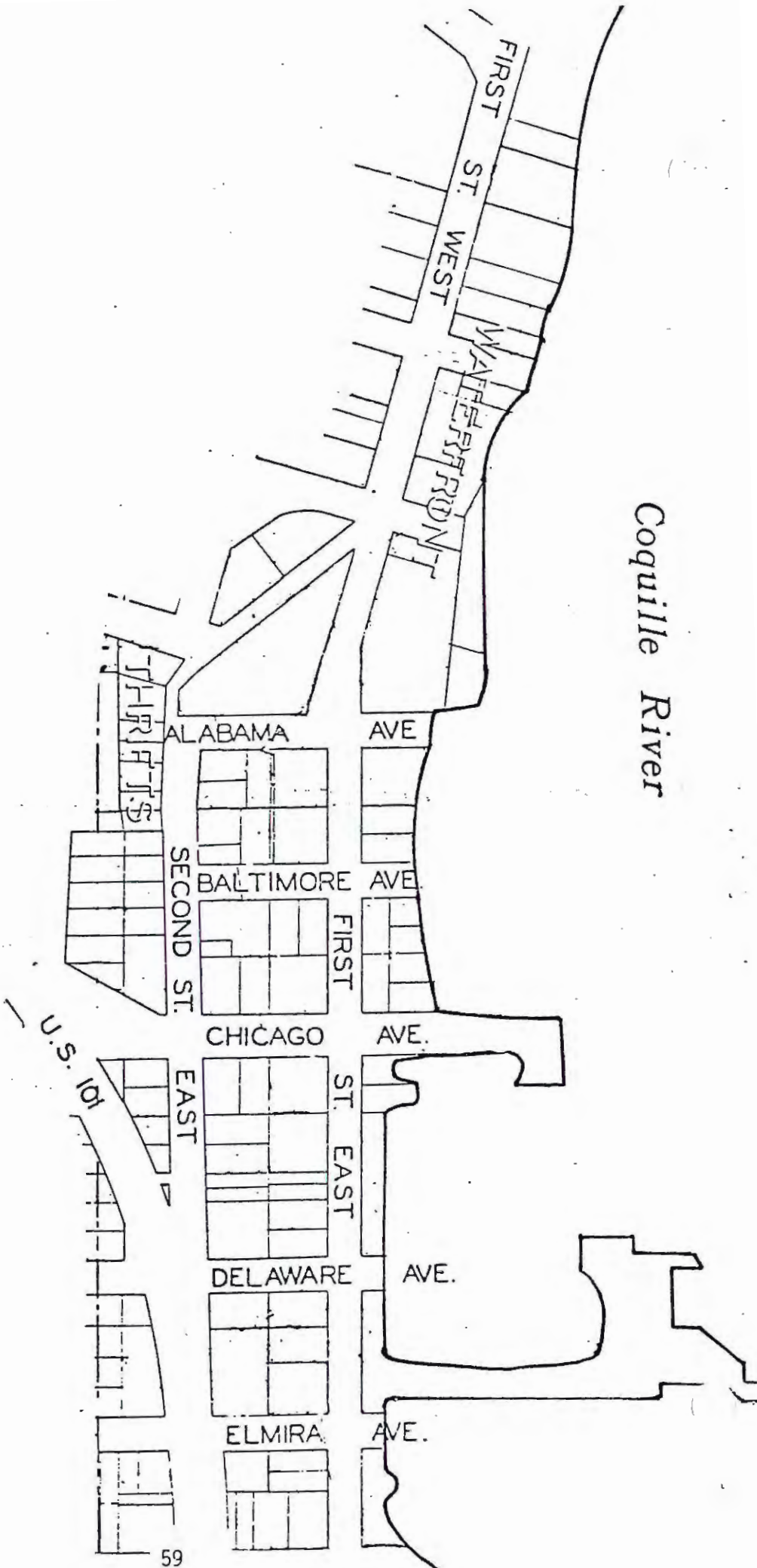
### Areas

- W Waterfront
- O Oldtown
- T Transition
- B Bluff
- J South Jetty

Cocuille River

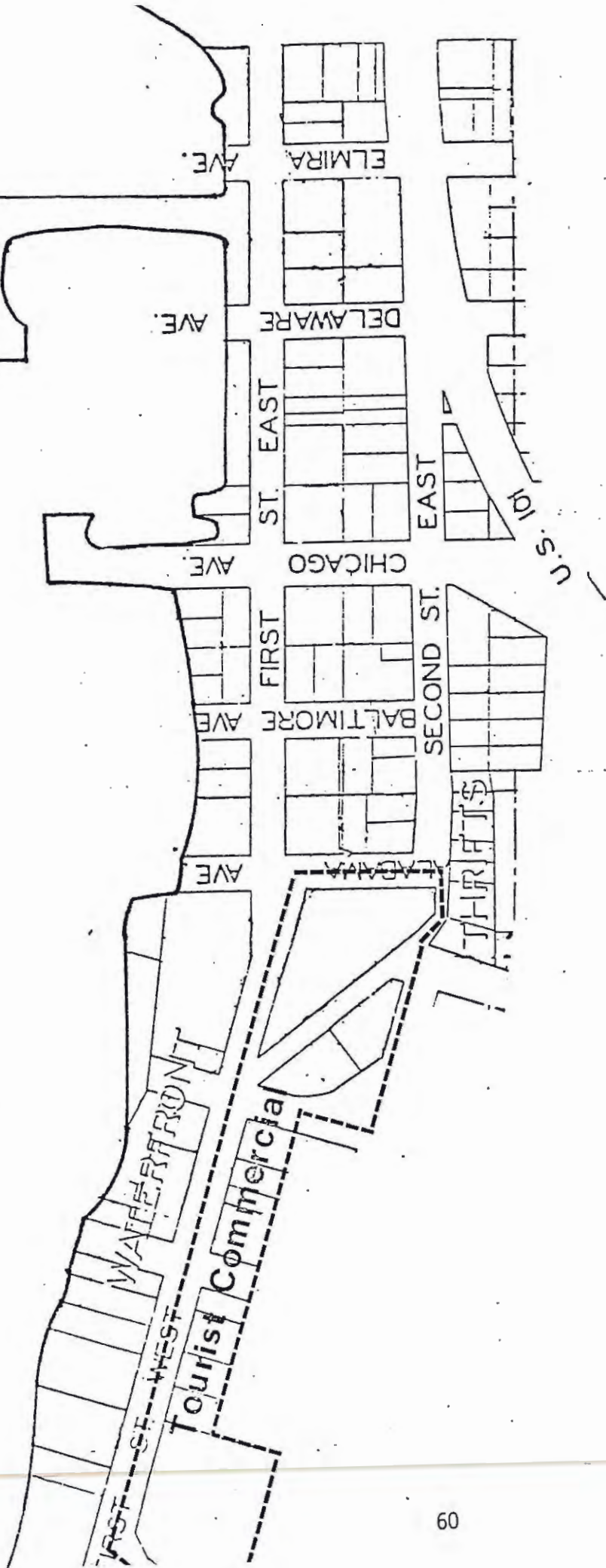
OLDTOWN WATERFRONT

1" = 250'





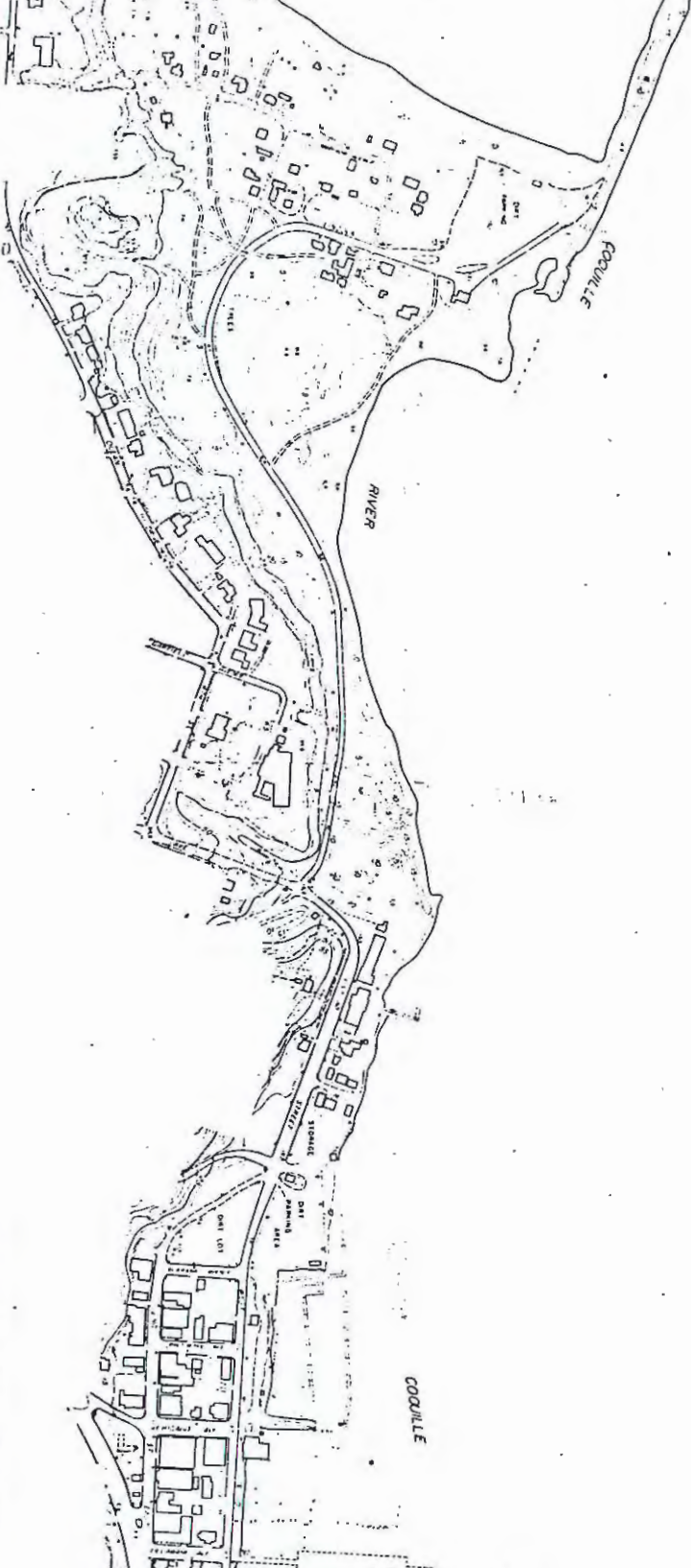
Coquille River



**OLDTOWN WATERFRONT**

**Proposed Tourist Commercial Zone**

1" = 250'






### HISTORIC BANDON

Natural and Constructed Features

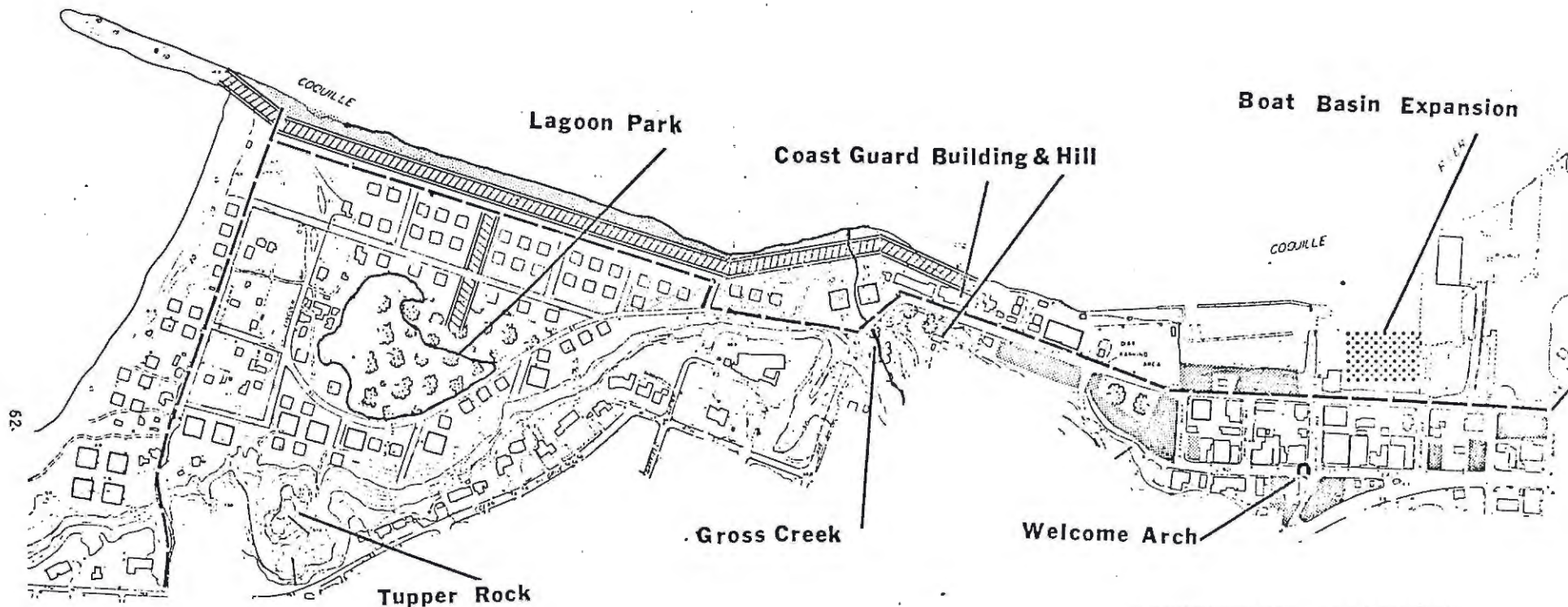
Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

- Vegetation Border 
- Unimproved Road 
- Improved Road 

TOPOGRAPHIC SHEET BY H.G. CHICKERING

MAP CONTROL, HARLAN, OSBORN & ERICKSEN









Contour Interval: 5 feet

Scale: 1 inch = approx. 560 feet

TOPOGRAPHIC SHEETS: H. G. CHICKERING

MAP CONTROL: HARLAN, GESSFORD & ERICKSEN

*HISTORIC BANDON  
Plan Feature*

-  Wooden Walkway
-  Bikeway
-  Possible Public Parking
-  Transition Tourist Commercial
-  Park Area
-  Open Shoreline

## PRESERVATION OF HISTORICAL CHARACTER

The concept of historical preservation deals with efforts to both preserve or restore historic structures or features which are a part of Bandon. Bandon has few historical resources due to destruction in the 1936 fire, but several historic buildings and features do exist in the historic Bandon area. Additionally, the site of the Bandon fire has been identified as a site of national importance. The idea of maintaining Bandon's historic character has been identified as both a potential source of community pride and as a tourist attraction.

### Alternatives For Preservation of Historical Character

- A. Historic preservation projects should be handled by private groups and private individuals concerned with the issues of preservation. Municipal bodies should not be involved in historic preservation either through funding for preservation or restoration projects or regulation of actions involving historic features.
- B. The Bandon Historical Society should lead in the efforts to preserve existing historic features with the appropriate support of municipal bodies, property owners and the general public. Municipal bodies should be involved in regulation of actions affecting historic features. Nomination of all appropriate buildings to the national register should be pursued.
- C. The Bandon Historical Society with the appropriate support of property owners, municipal and other public bodies, as well as the general community, should lead in efforts to preserve the historic features of Bandon and restore some of its previous features. Public bodies should assist both preservation and restoration efforts with regulation, negotiations to secure right-of-way or other facilities needed for projects, and if deemed appropriate: funding. Private individuals and organizations need encouragement to contribute to these efforts through donations and other types of effort needed for the various projects.
- D. The Bandon Historical Society should be supported and used as an

information source for a city-wide effort to restore the turn of the century nautical character to the historical Bandon area. The city could take charge of this effort and provide needed funds to complete public projects for the restoration effort. Special zoning for the Oldtown waterfront area could be considered.

#### Recommended Alternative

Alternative C provides a maximum restoration effort with minimal public financial contributions. Support for the Historical Society is particularly crucial to ensure that they have adequate resources to provide the appropriate leadership for this effort. The City and Port particularly will be needed to make contributions to this effort. Generally, regulation, negotiation efforts to secure right-of-ways or donation of right-of-ways will require city participation. Private organizations and/or possible municipal committees could be created, accomplishing one or several of these projects. For example, a private organization or committee oriented towards developing the boardwalk, could be an effective means of attracting community involvement to construct a wooden walkway. These organizations or committees deserve to be supported by the City and Port in their efforts. The City might choose to implement some of the alternatives outlined in Financing Strategies to achieve these goals. These efforts should seek to restore the nautical character that was Bandon at the beginning of the century.

#### Preservation of Specific Sites

The following buildings which survived the 1936 fire could be nominated to national register of historic buildings: Robertson's Concrete Building, Breuer Building, Bandon Historical Society Building, Bandon by the Sea Apartment, Moore Mill Truck Shop, Coast Lumber Yard, and the Durnin Antique Shop. Consideration might also be given to the Rosenberger home in the jetty area and the Moore Mill. The Coast Guard building and its site on the bluff could also be nominated for the national register as a National Historic Landmark. In the future, part of Bandon could be declared a National Historic district. This effort deserves the support of property owners and the general community. Several of these buildings have already been identified in the Inventory of Historic and Archaeological Resources of the Oregon Coast. This is often considered a first step in being included on the National Register of Historic Places.

### Benefits and Constraints from Historic Site Designation

Generally, the listing of a building on the register imposes few constraints but provide many benefits to the owner. Listing on the National Register does not require that the owner provide public access, although such access is often desirable. Under certain conditions, properties listed in the National Register are eligible for federal matching grants-in-aid for restoration work accurate to the building's original design. Additionally, the State of Oregon provides a special fifteen year freeze on the assessed valuation of properties which are on the national register if the building is available for public visitation on at least one day of each year. This frozen assessment can begin on a date chosen by the owner. However, alteration of the building or demolition of the building not in accord with its historic design would require the owner to pay a tax sum computed as the difference between current and frozen assessment times the number of years the property was frozen plus a 15% penalty. At present, the owner of a registered historic building may deduct from federal income taxes over a 5 year period the cost of certified rehabilitation expenses.

### Tourist Potential from Historic Site Designation

For the Bandon community, restoration and registration efforts directed at Bandon's Oldtown waterfront will preserve Oldtown character which can serve as a standard for future construction within the design review process (to be discussed later). These buildings and historic landmarks can also enhance Bandon's appeal to tourists especially those from Oregon who are interested in the history of the State.

### Historic Identification Needs

Other remnants of Bandon's history, such as shipwrecks, markers, ways and other pieces of Bandon's history should be located so that appropriate preservation efforts can proceed. Fires or other destruction to the Fifield should be prohibited and enforced.

### Historic Preservation Information Needs

Publications dealing with aspects of Bandon's history are needed by the community. These could stress various aspects of Bandon's history such as its maritime commerce, marine history, mining, sawmills, architecture, and numerous other topics. A publication on architecture could serve as a guide

to Bandon's historic designs which could be utilized in new construction for the Oldtown waterfront area.

### Restoration Projects

Many of Bandon's former historic features would be appropriate for restoration. Each of these projects would require both public and private cooperation. Some of these funds could be raised from outside sources, private sources, loans, bond sales, or as part of an overall strategy for the area. Many of these projects could be done with local volunteer work or materials could be donated or sold at reduced prices to achieve these goals. Each will be a tourist attraction within Bandon and will help to enhance Bandon as a tourist destination.

### Coast Guard Building

One particularly important project would be the development of the Coast Guard building on First Street. The Coast Guard building is the largest building and also one of the most attractive buildings in the Oldtown area. Although it was built after the Bandon fire, it is a governmental structure and has been closely identified with Bandon's nautical history. Its present vacant unoccupied state is a disservice to the community. The building also has a workable set of ways which could be used in boat repair or boat construction work. As such a large building, it will impose significant operational costs upon its owner. The building's background has been one of public service and there are many reasons to use it as a public facility of benefit to the community. It could be the most prominent feature of the Oldtown waterfront area. Listing in the National Register could enhance its status, and produce some funds for restoration. Development of the building with at least part of its use devoted to being a tourist attraction that recalls Bandon's importance as a center of maritime commerce would be a considerable stimulus culturally, aesthetically, and economically to the entire Oldtown waterfront. The building could house several uses of benefit to the community. As a public facility, all concerned parties deserve a voice in its development.

### Wooden Walkways

A second feature to be considered for restoration are wooden walkways. At one time wooden walkways were the only walkways in the Oldtown waterfront

area. A walkway extended from the Oldtown area all the way to the Jetty. Restoration of a wooden walkway could link the historic features of the Oldtown with the natural and scenic features of the Jetty area. In some sections, this could be a wide boardwalk and in other areas a more narrow plank walkway. Ideally it could extend from the Coast Guard building out to the Jetty. It could be open on the north side to a view of the river and have development on the south side. Tourist commercial or marine commercial development for the south side through the Transition area, and residential development in the Jetty area. Another small walkway could link up a park on the eastern side of the pond.

#### Wooden Walkway Right-of-Ways

To develop such a walkway, the first step is clearly obtaining the necessary right-of-ways for construction. This effort will require city participation as the city holds present right-of-ways to undeveloped streets in the area, such as Second or Third Street. It will involve cooperation from the Port of Bandon as they hold title to many of the lands between the Oldtown waterfront area and the jetty, and will also require either negotiation or donation of right-of-ways from private property owners along the chosen route. Many of the private properties along this route fall in the transition zone where development of such a public walkway would enhance adjacent tourist commercial development. Thus, donation of such a right-of-way could actually enhance rather than harm the values of these properties.

#### Walkway Relationship to Jetties and Eroded Areas

Clearly the potential routing, cost, and overall feasibility of the walkway project will be affected by the decisions regarding repairs to the jetty and recovery of lands. However, it should be stressed that the walkway project could be pursued regardless of whether or not the lands south of the jetty are recovered. Building a portion of the walkway on pilings over water could enhance its aesthetic value considerably. It should be recalled that the original walkway was just south of the shoreline and had portions built on pilings above water. The project could be constructed in stages, possibly using voluntary local labor, finally completing the project over many years.



### Wooden Arch Restoration

Another project of interest would restoring a wooden arch which would welcome visitors to historic Bandon. Originally this arch was located at the corner of Second and Chicago Streets. It would be appropriate to restore such an arch either at this location or further east on Second Street near the point where the Coastal Highway curves to the south. Again, the initial problems are those of securing cooperation of property owners on both sides of the street who would be interested in the project and can provide adequate space for the supports needed for the arch. Cooperation and encouragement by the city would be needed, as well as funding, work, and cooperation from the community.

### Passenger Ferry and Excursion Boats

One last restoration project would be encouraging the boats on the river which recall Bandon's nautical history. Bandon initially developed as a ferry site and was even called "Ferry" once. Yet the bridge across the river has replaced the ferry and taken with it most of the traffic which would have stopped in the Oldtown waterfront area. Encouragement should be given to re-establishing a passenger ferry linking the Oldtown waterfront with the Bullards beach area. Such a ferry could generally add to the town as a tourist attraction, relieve parking problems for oversize tourist vehicles in the Oldtown area, and attract more visitors to the Oldtown. Small craft, steamboat, or other vessels might be appropriate as not only a ferry but also as a tourist boat which could take more extended excursions along the Coquille or even link with other upstream towns. Boats which were originally built in Bandon or on the Coquille could be located and brought to Bandon.

### Nautical Theme

This would do much to restore the nautical flavor of Bandon, but clearly costs are involved to initiate and sustain such a program. Clearly cooperation and active encouragement from the Port of Bandon and the State Park would be needed. Development of the boats might be partially funded through grant funds from outside sources, low interest loans or as part of a local development corporation. These boats could be run as a private business.

## PRESERVING ARCHITECTURAL CHARACTER

The historic Bandon area has a certain architectural character which is reflected in its existing buildings. In the Oldtown waterfront, the buildings maintain for the most part a compatibility with Bandon's history. Although there are some newer buildings which are clearly incompatible with the older buildings in the area, most buildings maintain a compatible quality. Unfortunately, many of these older buildings are in need for repair. (Methods to provide this repair will be outlined in a later section.) The problem is how to ensure new construction and alteration in the Oldtown waterfront is not harmful to the area's historical and nautical character.

### South Jetty Coastal Village Character

For the South Jetty area, preservation of the architectural character of a coastal village is the desired goal. Associated with this character are certain types of architecture, presently subject to review before the Planning Commission. As methods to preserve the architectural character of the area, the following alternatives can be considered.

### Zoning Control Alternatives

- A. Present zoning retained with no changes. This retains review power over new developments in the Jetty area with the Planning Commission, and entrusts private landowners and developers to maintain an appropriate architectural style for new construction or alteration in the Oldtown area.
- B. Retain current zoning for the Oldtown area, but adopt a more restrictive zoning for the Oldtown waterfront area to give the Planning Commission similar types of review powers over new construction. This Oldtown waterfront district could have a type of controlled development commercial zone.
- C. Create a Design Review Board which could act as a sub-committee to the Planning Commission specifically to ensure overall compatibility of new building with existing structures. It could also exercise review powers over demolition or alteration of certain structures.

### Design Review

Although the concept of design review may seem to be difficult and even foreign to Bandon, it should be recalled that the Plan for a New Bandon advocated some type of architectural controls for the entire city in 1937. Many other cities and communities have adopted design review types of ordinances for a variety of reasons. The city of Savannah, Georgia adopted a design review process to protect a historic district; while the city of Florence, Oregon has adopted design review for the entire city. (Both of their ordinances are presented in the Appendix.) Generally, all design review ordinances focus upon improving the quality and compatibility of new construction in the area. For Bandon, the following types of a design review ordinance is suggested.

### Recommended Design Review Procedures

1. Establish Board: A Board of Architectural Review could be created to approve the appropriateness of a new construction, alternation, or demolition in the historic Bandon area. It would be advisable to have represented on this Board the following areas of competency: architecture, landscaping, safety (structural and fire), and Bandon's history.
2. Survey Structures: The Board could begin with a survey of all buildings in the area, to gather and maintain the following types of information: date of construction, historic quality of building, structural soundness, fire safety, residential or storage units, square footage of floor space, vacant area, parking space, height, number of stories, landscaping, general site plan, materials of construction, design and condition of facades, location of doors and windows with respect to height and floors, color, roof shape, special features and any other information deemed appropriate by the Board. Property owners could be asked to cooperate by providing appropriate information to the survey.
3. Set Criteria: Based upon the survey data, criteria for determining appropriate architectural development would be established.

This criteria should be specific enough to give builders and property owners a fairly clear idea of what is expected from them. On the other hand, it should be general enough to allow flexibility with different kinds of buildings permitted as long as they maintain compatability with surrounding structures. The discretion for ultimately determining this appropriateness should rest with Design Review Board.

4. General Design Criteria for Oldtown: Three general areas of criteria could be established. For the Oldtown area, criteria should seek compatability with existing buildings. This would recreate the type of historic commercial district which once thrived in the area. The historic architecture of Bandon should be considered, but not required of any new construction. The criteria could use the existing buildings and especially the historic buildings as a standard for judging the appropriateness of the design of new buildings.
5. General Design Criteria for Waterfront: For the waterfront area, the construction should seek a nautical style reminiscent of Bandon's importance as a maritime center. Historic architecture with a nautical orientation would be appropriate for the waterfront.
6. General Design Criteria for South Jetty: For the South Jetty area the criteria would utilize the concept of a coastal village. At present, duties similar to design review exist within the Planning Commission process. An outline of the type of criteria can be gathered from the Controlled Development-2 (CD-2) zoning. General Design Criteria for Transition for the transition area, criteria may be difficult as this overlaps into all three areas. Here, even greater flexibility may be necessary as long as the proposed construction can maintain compatability with the surrounding buildings.

7. Razing and Alteration Considerations: Criteria governing the razing or alteration of historic buildings would also be appropriate. The buildings of Bandon could be rated on a scale of historic quality and alterations to those buildings of important historic quality and could be subjected to design review. The criteria should consider the importance of the building to the community, and provide measures to ensure that every effort to maintain the building can be taken. On the other hand, it must also recognize problems that the owner may have with the building and not force him to absorb financial losses.
  
8. Scope of Design Review: The scope of design review could be applied to all new construction, alteration or demolition of buildings in the Oldtown waterfront area. For the South Jetty and transition areas, it could be applied to all new commercial buildings and multi-family buildings. If desired by the Planning Commission and City, it could also be applied to new residential construction in the area.
  
9. Owner Procedure for Design Review: The general procedure would require the owner to submit a detailed set of plans regarding the proposed building. Architecture, site design, floor space and other information similar to that gathered in the survey would be appropriate for submission. Based upon these plans, the Board could either approve, conditionally approve (subject to specified modifications), or disapprove the proposed building. Of course, disapproved buildings could change their plans and submit them again to the Board.

#### Design Review Implementation

Design Review is usually a difficult process at the outset, and may seem to be particularly hard for the first few construction projects that it reviews. The first few buildings may feel unfairly singled out in that they may have to provide higher quality buildings and go through another procedural step which was not imposed on their

- predecessors. However, these improvements can be contagious and once several new projects conform to design review, the pressure of community pride may serve as an incentive for owners of existing buildings to appropriately rehabilitate structures.

## MANAGEMENT OF NATURAL FEATURES

The historic Bandon area contains considerable wildlife. Particular attention needs to be paid to preserving habitat for both the enormous variety of bird species. The South Jetty area has twice been designated for a park (1936 and 1963) and its present controlled development zoning recognizes the need for preservation of natural features. The natural character of the South Jetty has been stressed both presently and historically as a tourist attraction which brings people to Bandon. However, since much of the wildlife survives with the development that already exists, it cannot be clearly anticipated what impact future development would have on these species.

### Alternatives for Preserving Open Space

Present Zoning: Present zoning provides no firm assurances for preservation of any lands (other than the oceanfront beach and county park) as open space. However, within controlled development zoning, powers are retained by the Planning Commission which could be applied to protect open space when considering any one specific development.

Special Zoning: More restrictive zoning could be applied to areas considered important for preservation as open space. Bandon's natural resource zoning could be applied in this manner to such areas. However, applying such restrictive zoning to privately owned lands without ensuring adequate compensation to the owner for his development rights, could provoke legal challenges and may constitute an abuse of zoning powers. Privately owned and public bodies might voluntarily desire such zoning for their properties which could avoid such conflicts.

Tax Deferral: Oregon State law provides for a deferral at taxes on lands where development rights are indefinitely postponed. These deferrals assess property without development rights for taxation purposes. This significantly reduces the property taxes applied to these properties. If the property owner decides to eventually develop the property, he must pay a penalty equal to the tax rate applied to the market value

minus the open space assessment, times the number of years the tax was deferred.

Easements: An easement either as a scenic easement to preserve open space or an access easement can be purchased by the City or donated to the City by the property owner. These easements transfer the development or access rights in perpetuity to the City, thus distinguishing them from the tax deferral. The City can either purchase these rights or they can be donated by the property owner. If donated, the donating property owner can receive the following benefits: 1) the value of the easement could qualify as an income tax deduction; 2) the assessed valuation of the property would be reduced reflecting the loss of these rights. The city could also exclude such properties from improvement districts as they will not benefit from extension of services if the City has acquired the development rights.

Public Ownership: The City can acquire through direct negotiation with the owner properties considered to be important for preservation of open space. This could be accomplished outright by trading lands, purchase, or donation of the properties to the City.

Ordinances: These can be special ordinances such as a setback from water bodies, ordinances for protecting vegetation or wildlife, or other ordinances oriented to preservation for the future.

#### Selected Strategies which could be Applied to Specific Areas in Historic Bandon for Local Preservation

Bluff areas: It is suggested that the City pursue a policy to obtain donation of development rights (scenic easements) on all bluff properties. If such development rights should be donated to the City, consideration should be given to excluding these parcels from local improvement districts for the area.

Estuary shoreline areas: Undeveloped areas along the shoreline of the Coquille estuary pose special problems as their fate is connected with



the erosion problem (discussed in the Hazards section). While it is desirable to maintain this shoreline as open space, some of this land is in private ownership. Until the erosion problem is adequately addressed, no new developments along this shoreline (south of the old Jetty) would be preferable to preserve various options for dealing with the erosion problem. As part of this, tax deferrals might be an appropriate policy for this interim period. In the long run, regardless of action on the erosion problem, it would be desirable to maintain these shorelands as open space or with an open space corridor. Easements or public ownership would be a desirable final status for these shorelands.

South Jetty Lagoon: This lagoon has been identified as a unique resource in the Bandon comprehensive plan. The plan goes further to assure that controlled development is intended to provide protection for this lagoon. This lagoon is also an important habitat area for wildlife, although it may be in need of some management activity to preserve its biological productivity. It is suggested that the City pursue negotiations with the owners of the lagoon and its eastern shore for the purpose of acquiring these properties for a future park.

The city could eventually designate this area as a natural resource zone. Included in this zone could be a buffer of approximately ten feet from the average winter shoreline established to protect vegetation adjacent to the pond. Future alteration of this vegetative buffer could be under the jurisdiction of the Bandon Parks and Recreation Commission. Development or construction within this buffer zone or on the lagoon water could be prohibited by a local ordinance.

Coast Guard Properties: The Coast Guard property south of First Street is presently owned by the Federal government. This site could be nominated as a national landmark. As this site has an excellent view of both the Oldtown waterfront and the estuary, it would be desirable to maintain this land in public ownership. Maintenance of the site as a landmark will preserve the area as an open space compliment to the Coast Guard building.

Gross Creek: Gross Creek presently ends where it crosses Edison Avenue, as beneath this point, it is carried by pipes through to the river. Upstream much of the creekland is owned by the City while in the historic Bandon area portions are on public land, private land and street right-of-ways. Presently beaver live in Gross Creek. A future change of use in the Robertson's Concrete area should give consideration to restoring the lower creek channel. The other parts of the creek could serve as a green way. As such, the City might consider donations of properties or development rights in the area to protect the creek as a green way.

Oldtown Park: The Oldtown Waterfront area needs some kind of a small park attractive to residents, employees, and tourists as a place to eat lunch, meet together or just relax outdoors. A small park could accomplish this and act as a center to the Oldtown Waterfront area. It could have a small covered shelter, some recreational facilities (checkerboard, horseshoes, etc.) or picnic tables. It would also need adjacent parking which would serve the entire Oldtown area. If Moore Mill found that it no longer needed the property west of Alabama Avenue for log storage, this site would be ideal.

Public acquisition of this site would be costly. These costs could be reduced if portions of the land were leased to small shops adjacent to the park. This would provide an open and attractive center to the Oldtown waterfront district. Other sites in Oldtown or on the waterfront could also be considered for such a park.

## MANAGEMENT OF NATURAL HAZARDS

The historic Bandon area may be subjected to three types of possible natural hazards: 1) flooding hazards either from the ocean, river, other water sources, or low areas which can accumulate water following heavy rains; 2) erosion hazards posed by shoreline erosion or slope failure associated with areas on the Bandon bluff; 3) fire spread through vegetation.

### Flood Insurance Program

In order to minimize both the extent of damage caused by floods and the amount of taxpayers funds used for flood disaster relief, Congress created the National Flood Insurance Program administered by the Federal Insurance Agency (FIA) of the Department of Housing and Urban Development (HUD). The Flood Insurance Program has two approaches to fulfill these objectives:

1. The provision of flood insurance policies available to homeowners and small businesses in floodprone areas.
2. Community participation in the program requires that local governments must adopt land use regulations to control floodplain development. The intent is not to prohibit development but to prevent development subject to flood damage. Communities which do not participate in the Flood Insurance Program will not be eligible for any federal funding for structures in the floodprone areas.

### Bandon's' Participation in Flood Insurance Program

Bandon is currently a participant in the emergency phase of the Flood Insurance Program. Under this phase the 100 year base floodplain is defined (a 1% chance of occurrence annually) on the flood hazard boundary map (FHBM), and one level of emergency insurance is provided for individual homeowners and businessmen who purchase the insurance. The second phase or regular program begins with the publication of the Flood Insurance Rate Map (FIRM), which differentiates areas within the floodplain and applies higher rates to those areas most susceptible to flood damage. The Bandon (FIRM) map is scheduled to be completed in the near future. Structures in floodprone areas will have their flood insurance rates determined by the height of the lowest flood above or below the base flood elevation. With the regular program comes another layer of insurance coverage which is considerably greater than that of the emergency program. Bandon and individual citizens have rights to appeal a flood designation if they can present supportive data, 90 days after the publication of the map.

### Flood Proofing

The specific requirements for floodplain management contain provisions which require that new structures constructed in a floodplain be constructed so that they will be protected in a flooding situation. Among the specific requirements are: all new structures must be designed to prevent flotation, lateral movement, or collapse; utilities, sewers, other services, and materials must be flood resistant; adequate drainage must be provided, and all new structures must have their lowest floor elevated to a height above or equal to the elevation of the base flood elevation. Additionally, in the identified floodway (the portion of the floodplain required to discharge the base flood), no fill, encroachments, or construction would be permitted if this would result in higher flood levels in the community.

### Coastal Flooding Requirements

Flood insurance also applies to areas subject to coastal flooding. For coastal flooding areas (high hazard areas identified by the FIA) construction must be elevated on securely anchored pilings which will not collapse when subjected to velocity water movement or driftwood collision. This must be certified by an architect or engineer. Dunes and especially foredunes within this area shall not be altered.

### City of Bandon Flood Program Implementation

To date Bandon has adopted some specific measures to deal with these problems and insure compliance with the National Flood Insurance Program. Resolution 74-17 assigns the manager of utilities the responsibility to delineate areas of flooding and mudslide hazards. It also assures maintenance of adequate land use and control measures (although these are not explicit) and states that the City Recorder will maintain the records of the elevations of the lowest floor. Resolution 74-18 assigns the building official to review all building permits to see if they are adequately anchored from movement in the flood, have resistant materials, and that measures to minimize flood damage and ensure adequate drainage have been taken. Utilities, water, and sewer systems must be floodproof. Additionally, state building permits require that the lowest floor be elevated one foot above the base flood elevation.

D. The City could allow development to occur in floodplain areas and ignore the Federal Insurance requirements using only the ordinances it has presently adopted. Major new developments within the floodplain without adequate flood protection might jeopardize Bandon's standing with the National Flood Insurance Program and cause structures in floodplain areas to be ineligible for federal funding. The City might also find itself subjected to litigation in the event of flooding damage to these new developments.

#### Recommended Alternative

The selected alternative is B. The principal area addressed by flooding hazards is the South Jetty area. The problems of both coastal and river flooding may come into application. The engineering study will be performed by CH2M Hill Company, and it is anticipated that key elements of it, including the determination of base flood elevation, will be available within a year and a half. If the City is interested in quicker development in the floodplain, it may write to the Federal Insurance Administration and request a higher priority for completing the study. For an unserviced area such as the South Jetty area, it would be wise for property owners to know the constraints which will be required for construction before they are assessed for the extension of municipal services. Most of the other coastal estuaries of Oregon have had their coastal high hazard area base elevation determined to be within a range of 20-40 feet above mean sea level. Appropriate construction could require significant elevation of structures within this coastal high hazard zone.

The methodology for determining this coastal high hazard zone, floodway and other information is a difficult one, which few firms are presently capable of performing. Adoption of alternative C might be appropriate for the waterfront which presently has municipal services and is only subjected to river flooding in more shallow areas. For the coastal area, approximation of base flood elevation would be a difficult task with the only benefit being a short gain in time for any proposed development.

### Impact on South Jetty Area

Compliance with the Flood Insurance Program has considerable impact upon future development in the South Jetty area as virtually all property north of Jetty Road and west of Jetty Road where it turns north are identified as being zone A and within the base floodplain. Clearly future development within this area must ensure that all possible efforts to minimize flood damage have been made.

### Alternatives for Development in Floodplain

- A. Permit no further new structures either residential or commercial in the base floodplain. Future uses for these floodplain areas would be limited to open space, recreational, agricultural or similar uses.
- B. The City would await release of the engineering study financed by the Federal Insurance Administration which will determine the base flood elevation and delineate the floodway and flood fringe. This study will serve as the basis for determining the Federal Insurance Rate Map (FIRM) which will apply differential flood insurance rates to structures within the floodplain depending upon the relative flooding hazards to which they are subjected. This study information would be needed before any major new construction projects in the floodplain (especially in presently underserviced areas).
- C. The City could permit development within the floodplain according to present and possibly new ordinances designed to insure that structures are sufficiently elevated to be safe from flooding and that they do not significantly raise the base flood elevation. Unfortunately, at present, neither the base flood elevation is known nor is the floodway or coastal high hazard area delineated. However, the City could simply require that the general federal requirements are met, using approximations of the base flood elevation, floodway, and high hazard zones or for major new developments in the floodplain. It could require that a study be conducted to determine the base flood elevation. These actions would maintain compliance with the Federal Insurance Program.

If the City awaits the study release and adopts ordinances for compliance with the federal requirements, it will not jeopardize its standing with the Federal Insurance Program nor its ability to use federal funds for construction projects in the area. Property owners with land in the Jetty area will also clearly know what is needed for new structures in the area.

Areas subjected to shallow freshwater flooding will have to deal with the flooding problem prior to construction. This could be accomplished with fill or by elevating structures. The Planning Commission can consider this as part of its review process for the Controlled Development zone.

#### Shoreline Erosion

The major shoreline erosion problem is along the southern shore of the Coquille River south of the Old Jetty. At times, driftwood and flooding have blocked Jetty Road and the loss of land to the river has been increasing. This area has been identified as a dredge spoils site in the Bandon Comprehensive Plan and it will be addressed again in the Coquille Estuary Plan. Until the question of whether or not these submerged and submersible lands are to be filled is decided, planning and development in this area will remain hazardous, limited and subjected to continuing erosion and flooding.

#### Alternatives

- A. A program of erosion control through diking, sand build up or vegetation, action could be taken which would not involve repair of the Jetty. This would probably be the lowest cost alternative. It would protect the inter-tidal habitat of this area. However, many lots owned publicly and privately would not be recovered. The public would not have a clear right-of-way along the shoreline as these lands are mostly in private ownership, unless lands, right-of-ways, or deferrals were obtained by the city.
- B. Repair of the South Jetty could be sought with the lands that have been eroded assigned for eventual fill. This fill would recover those lands which have eroded since the Jetty was constructed, but not those which have always been submerged or submersible nor those of vital intertidal

habitat. Repair of the Jetty could leave some gaps, holes, or pipes which would allow movement of fish and other marine life into this submersible area. Most private lots would be recovered from water and the shoreline could use either a street right-of-way or port lands for maintaining a public shoreline. Most of the lands which would be left in a submerged/submersible state would be port lands. This would constitute a mitigating activity by the port in its maintenance of an intertidal habitat. A corridor for a wooden walkway could be built either on the shoreline or on pilings over the water.

- C. The full repair of the South Jetty could be sought, with all lands south of it designated for fill and recovery. This could solve the erosion problem and may affect the 100 year base floodplain. However, it will destroy intertidal habitat and consideration should be given for appropriate mitigation. All lots, both public and private would be recovered. Port lands and street right-of-ways could be used to provide a public right-of-way corridor just south of the Jetty itself. This could accommodate a wooden walkway.

#### Recommended Alternative

The selected alternative was C. This alternative is in compliance with the Bandon Comprehensive Plan for this area. It will also provide the greatest protection from flooding and further erosion. The recovery of lands in the area will provide additional development opportunities for the area. While an intertidal habitat will be lost, appropriate mitigation can help to ease this loss of a natural resource by appropriate restoration activity elsewhere on the Coquille Estuary.

While recovery of these lands is sought as a long run goal, adequate interim measures must be taken to insure that future damage to construction from flooding or erosion does not occur.

#### Interim Management Alternatives

- A. A policy of temporarily restricting new development north of Jetty Road until erosion problems are managed.



- B. The City could adopt a setback requirement from the shoreline with flexibility granted on existing requirements regarding location of structure within the lot. This could leave some lots temporarily unbuildable.
  
- C. The City could simply expect that all of its requirements be met including lot size, floodplain ordinances, and general safety as reviewed by the Planning Commission. This could allow construction on pilings over submersible lands.

#### Recommended Interim Management

The selected alternative is C which combined with regulations of financing institutions, insurance companies, and state building codes should be sufficient to insure that new building will be reasonably safe from erosion and flooding hazards. The City would also be wise to ensure that any proposed development along the shoreline does not limit the ability to pursue its chosen alternative in order to manage the erosion problem.

#### Foredune Protection

A final concern must be ensuring that the foredune or berm facing the ocean is not altered. This is the South Jetty's only defense against heavy seas. At present, there are places where this berm is low or is being undercut by wave action. Historically the area south of the Jetty has been built up through sand accretion. A variety of agencies both State and Federal require that these foredunes shall not be altered except for sand buildup or other vegetative control measures. For this reason, the City can explicitly prohibit construction on or adjacent to this foredune.

#### Slope Failure

Slope failure has been identified as a problem along many areas of the bluff. The soils associated with the bluff (terrace escarpment soils) are identified as having a severe erosion problem. Development of properties along bluff slopes may pose geologic hazards not only to the property itself, but also to properties above, below, or adjacent to the developed property. Such slope failure could occur either from natural circumstances (such as heavy rains), construction pressures (adding to an unstable soil) or a combination

of the two. In order to ensure that development along the bluff areas are safe, the following alternatives could be considered.

#### Alternatives

- A. Bluff parcels would be left under current zoning with no additional requirements specifically regarding geologic hazards.
- B. Bluff parcels could be required to have liability insurance from both the developer and property owner. This liability insurance would cover damages to other properties resulting from geologic failure.
- C. Require liability insurance as outlined in B and also consider adopting specific requirements for the CD-2 zone similar to those in the CD-1 zone regarding development in areas subjected to geologic hazards.

#### Recommended Alternative

The selected alternative is C. The specific requirements contained in the CD-1 zone which are applicable to the bluff areas are 1) a requirement that the developer consult with the planning commission on any geologic hazard; 2) If geologic hazard is suspected, the development be consistent with a report from a professional geologist or engineer. Adoption of these two requirements will ensure that any geologic hazards have been professionally addressed and considered by the Planning Commission before any new development is constructed. The requirement for liability insurance coverage will provide compensation for property damage in the event of a geologic failure, even for a professionally approved development. Agents selling properties subject to this liability requirement should be required to convey this information to prospective property owners.

While these two measures will not eliminate the problem of slope failure associated with development of the bluff, they will serve to ensure that development will be as safe as possible.

#### Fire

Fire spreading through natural vegetation has been associated with the catastrophic fire which destroyed Bandon in 1936. The vegetation most

frequently blamed for spreading the 1936 fire was gorse. Today gorse may be even more widespread than it was in 1936. In order to ensure that fire cannot spread through vegetation again, two types of action are needed: 1) limiting the extent of flammable vegetation (chiefly gorse); 2) controlling fires, especially during dry seasons which could supply sparks capable of causing such a fire. This threat chiefly concerns the South Jetty area with its prevalence of gorse, fires built upon the beach, and lack of water capable or responding to a fire.

#### Gorse Control

Bandon presently has a gorse control ordinance, yet the plant is still widespread. The oily quality of gorse gives it a flammable nature. Possible harvesting of gorse could eventually be used as an alternate fuel source. Development in the Jetty area, particularly on sites with a prevalence of gorse will result in some reduction of gorse. For other areas, control of gorse appears to be questionable unless undertaken by the private property owners. It would appear doubtful that public funds should be spent on gorse control on private lands.

#### Bonfire Control

The second area, controlling fires capable of causing a fire to spread through natural vegetation would appear to be a more reasonable approach. Despite existing laws and posted prohibitions, bonfires are frequently built upon the beach by the South Jetty. The Fourth of July is a particular time when these fires are built. At times, these bonfires are built during dry periods when sparks settling in dry vegetation could set off a major blaze. These bonfires need to be controlled through state and local cooperation. During dry periods, these fires need to be prohibited and this prohibition enforced. Wrecks such as the Fifield need complete protection from such thoughtless bonfires. Other sources of potential fire sources such as wood burning stoves could also cause problems during dry periods. These may also need examination to determine if on extremely dry days, prohibition of the use of wood stoves might be appropriate.

### Fire Safety Standards

In the Oldtown area and the Jetty area, many structures could be considered unsafe from fire. This is especially true of many commercial buildings in the Oldtown area which were initially constructed to be temporary buildings. These temporary buildings have lasted without installing any major fire safety equipment. For fire safety the city could consider imposing requirements for fire safety of all buildings in the Oldtown area.

For present building, a time period could be allocated, which would allow property owners, a reasonable time to bring their buildings up to this fire safety standard. Measures such as automatic sprinkler systems or firewalls could be used to fulfill this requirement for buildings presently considered unsafe. A program to finance such fire safety improvements either through low interest loans, grants, or other funding is need to accompany this requirement. Priority for funding these improvement would apply to structures with residential living units.

### Foundation Standards

The structures in Oldtown Bandon also suffer from deteriorating foundations. These buildings were originally constructed on wooden pilings which are unsafe by todays building codes. New uses, construction or rehabilitation of these structures will require that these foundations be replaced. For present buildings, this is a severe expense to property owners interested in maintaining their building, but with certain improvements. A program to assist property owners in financing the replacement of these foundations is also needed.

### Sewage Disposal

Sewage discharge into septic tanks in the South Jetty area has created an unhealthy water supply problem for those residents who derive their water directly from wells in the area. This problem can be solved through either the extension of municipal water services to the Jetty area or by having water purifiers in individual residences.

## MUNICIPAL SERVICES DEVELOPMENT

### Need for Services

Presently, there exists a clear need for improvements in municipal services. For the Oldtown area need exists for replacement of sewers on Second Street and separation of storm water runoff from the sewer system. For the Transition, Bluff and South Jetty areas, the need exists for installation of both sewer and water services before any amount of new construction can occur in the area.

### Impact of Service Extensions

For the Bluff, Transition and South Jetty areas presently without municipal services, consideration of extending services to these areas represents a serious undertaking. Not only would the extension of services be expensive, and an expense most likely to be paid by local property owners, but it would unalterably change the character of this area. Presently, the lack of sewerage prevents new construction in the area. Installation of sewer lines would open up the area to new construction, which could overwhelm the quaint, open coastal village that presently exists. On the other hand, many property owners would like to be able to proceed with construction on their properties. Increased development will enlarge the city's tax base and provide a stimulus for new residential and commercial development in historic Bandon.

### Balancing Services and Uses

Given the importance of the decision to extend services, a clear plan for the eventual development of these areas is needed. This clarity is particularly needed to address such sensitive land areas as the estuary shoreline, the submersible lands, the lagoon and the bluff. Supportive policies directed at acquiring properties, easements, right-of-ways, and other ordinances affecting these sensitive lands need to be established. As part of an overall policy regarding these lands, some of these properties could be excluded from a special assessment for municipal services if retention of these lands as open space can be negotiated between the city and property owner. A plan having a clear concept of a commercial and residential mix would also be wise to establish as clearly larger commercial establishments gain more benefit from service extension than do private

residences. It would be wise to define these aspects before formation of an actual financing plan for extending these services. A wise assessment policy can serve a supportive role to ensure that the desired natural character of the area can be preserved with new development.

At present, there is a proposal for formation of a local improvements district to extend water. Extension of municipal water services will not permit new construction in the area, although its cost could be paid by all property owners. It will primarily benefit only those with existing buildings in the area.

Only the combination of extending both sewer and water services will actually permit new construction in the area.

#### Second Street Sewer Improvements

For the Oldtown area, the sewers on Second Street need to be replaced as they are old and subject to groundwater infiltration. There are also several catch basins which send storm water runoff into the sewer system. These catch basins need to be separated from the sewer system with an outfall pipe extending to the river solely for such runoff. At such time, it could also be possible to place other utilities (electric and telephone) on Second Street underground. Of these three improvements, the first two will reduce the volume processed needlessly at Bandon's sewer plant, while the last will improve the Second Street area aesthetically. Financing these improvements for the Oldtown could be part of an overall strategy for the area possibly involving several other projects.

## TRANSPORTATION IMPROVEMENTS

### Platted Streets

Many roads are platted in the Historic Bandon area which have never been developed. Development of some of these roads, especially those platted over rough terrain or water areas may be particularly difficult. However, as long as these right-of-ways exist, the public maintains an access corridor. If agreement can be obtained from adjacent property owners, it may be possible for these right-of-ways to be used for purposes other than roads such as a public access corridor, bikeways, parking areas or parks.

### Maintaining Right-of-Ways

As long as a potential public use exists for such right-of-ways, there is no reason for the city to seek or agree to vacation of these right-of-ways. However, modification or vacation of these right-of-ways could be pursued if it will serve the public interest as part of particular public improvement for the area.

### Public Access to Improvement and Resources

For example, in pursuing negotiations to create a park of the lagoon and its eastern shore, it might be in the public interest to vacate street and alley right-of-ways to help secure the park lands. Similarly, providing a corridor for either a boardwalk or bikeway from the Jetty to the Oldtown, could include modification of existing right-of-ways. In the case of Sixth Street between Lincoln Avenue and Kensington Avenue, inadequate space exists for even the development of a road. This right-of-way could be vacated as part of an overall development project for the Tupper Rock which could provide a public right-of-way and open space to the rock remains and upper bluff. Possibly a staircase could connect this development with Ocean Drive. In the Oldtown area, Cleveland Avenue south of First Street might be used for a parking lot. The right-of-way of Second Street by Gross Creek could be retained for public open space. Wise use of street right-of-ways can produce public benefits for the entire Bandon community.

### Priority Areas for Improvements

Development and improvement of streets can be scheduled as need arises. The

most urgent need for improvements is Jetty Road where erosion and flooding are a chronic problem affecting access to the South Jetty area. Presently acquisition of and improvement of the Madison Avenue right-of-way extending from the South Jetty area up the bluff to Seventh Avenue is needed to provide alternate access; particularly in the event that Jetty Road is closed for improvements or due to flooding. Second, Third, Fourth, Fifth, and Sixth Streets west of Madison Avenue could be given a low priority for improvements to maintain an open access corridor for local residents to the beach. Parcels fronting these streets could have automobile access through their alleys when construction is desirable. However, the city might choose to vacate some of these right-of-ways for a tourist commercial development if it chooses to encourage large scale ocean front development.

For the Oldtown increased traffic and less space due to a possible bikeway on the north side of First Street might require examination of traffic flow and the possible designation of additional one way streets.

A section of the Oregon coastal bikeway would be an appropriate improvement to the historic Bandon area. It could run parallel to the Coquille River on the north side of First Street, eventually continuing to the Jetty parking lot and up Madison Avenue to the top of the bluff. Ideally this bikeway could be a two lane route on the north side of First Street. By being a two lane route, parking can be preserved on the south side of First Street and the number of places where bikers and vehicular traffic intersect would be minimized. This route on the north side of First Street could link to a bicycle route on Riverside Avenue.

At present, the Bandon section of the coastal bikeway is planned to lead up Edison Avenue to Ocean Drive and eventually Beach Loop Road. This bypasses the South Jetty, a suitable attraction for a bikeway. An alternate route from First Street out to the jetty might be possible. Several such possible routes are suitable for such a bikeway. It could be a part of, or be adjacent to, a wooden walkway leading from First Street to the Jetty parking lot. It might have its own limited access route using existing or modified right-of-ways. The last possibility would be along the edges of roads which are either platted or constructed. Jetty Road might be suitable for this but it would require widening to accommodate bike lanes. From the



Jetty parking lot the route could extend up Madison Avenue to Beach Loop Road, if adequate right-of-way space cannot be obtained, the lower route as a dead end by the Jetty parking lot would still be feasible. It would be of value, not only to long distance cyclists, but also residents of Bandon and the South Jetty area interested in energy efficient travel between Oldtown Bandon and the South Jetty area.

## PARKING IMPROVEMENTS

### Off-Street Parking Requirements

Parking problems are most acute for the Oldtown waterfront area. The openness of the other areas present no parking problems at this time. Parking requirements which are now a part of Bandon's zoning ordinance should be adequate to ensure that parking does not become a problem for the South Jetty, Bluff or Transition areas. The county parking lot by the Jetty itself is adequate to accommodate tourist parking needs.

For the Oldtown waterfront, the problem is more acute, and enforcement of the off-street parking requirement could have harmful effects without actually solving the parking problem. Many lots and existing buildings do not have adequate property or access routes to fulfill the parking requirements. As such, these requirements serve to discourage new businesses which cannot provide the required number of spaces. For those properties with adequate space, access to the street may be a problem. In this case parking areas might be constructed in front of the building posing hazards to pedestrians as well as presenting an incompatible appearance with other buildings located directly off the sidewalk. Even enforcement of the ordinance will not solve the problem, as the ordinance imposes only minimum parking requirements and does not address parking for pre-existing uses which have no available parking.

### Public Parking Needs

Suitably located public parking lots are needed for the Oldtown waterfront area. The City, Port, local property owners and businessmen need to cooperatively develop a parking program for this area. The focus should be on what is needed to provide parking for the entire area, rather than how much parking demand is generated by each business. Some suggested locations for public parking lots would include: near Alabama Avenue, near the intersection of Chicago and Second Street, by Delaware Street, along First Street by the Coast Guard building, and opposite the proposed boat basin. Some of the parking demand could be accommodated through marked spaces on presently unmarked streets or by diagonal street parking on cross streets (as presently exists on Chicago Street). However, these

steps without the public lots will probably be insufficient to meet anticipated need as the Oldtown waterfront area grows and develops. Special parking areas need to be set aside for recreational vehicles, trucks and other oversize vehicles.

#### Financing Public Parking

A parking program needs to explore methods of acquiring property and eventually improving these properties for parking. This could be accomplished through the creation of a special improvements or parking district. Each member in the district could contribute through financing, donation of property, or allowing the property to be used for parking. In exchange for participation in such a program, normal parking requirements expected of new businesses could be waived.

As demand for parking increases, meters could be established on the most heavily used area. Revenue from meters and tickets could be used to finance the free public parking lots. These public parking areas could be a part of a broader improvement program for the area which might deal with several other projects besides parking alone. In any event, close cooperation between the City, Port, property owners and local businessmen represents the only way to adequately solve this potential parking problem.

## SUMMARY OF STUDY AND PLAN RECOMMENDATIONS

### Waterfront Area Land Use Designations

Maintain existing zoning. Prepare plan for allocation and use of Port-owned waterfront property which includes public open space, marine dependent use areas, other use areas, and parking areas. Pursue Boardwalk corridor from Coast Guard Building west to the South Jetty (structure).

### Oldtown Area Land Use Designations

Retain present zoning except designate First-Alabama-Wall-Edison area Tourist Commercial. Delete certain uses from zone which are inconsistent with the waterfront-tourist character. Focus standard commercial on the eastern portion; waterfront-tourist-retail on the western portion. Reserve street front for commercial businesses. Allow residential on second stories or in the back of commercial businesses. Clean and landscape unused vacant areas.

### Transition Area Land Use Designations

Retain the existing zones as they presently are identified but develop guidelines to allow some commercial development. Designate types of commercial uses which would enhance tourist commercial uses such as a motel. Provide for Boardwalk corridor. Protect Gross Creek as an attractive natural area.

### Bluff Area Land Use Designations

Retain as exclusive residential area. Develop guidelines to promote a more open, scenic character. Allow multi-family zoning at base of bluff to protect open space use of bluff slope. Consider Planned Unit Development standards for such multi-family housing. Consider public access to Tupper Rock site. Allow some forms of commercial use if part of Planned Unit Development. Allow less dense development than would be currently possible to protect visual character of area. Develop design review standards to protect scenic quality.

### Jetty Area Land Use Designations

Preserve as a predominantly single family residential area. Multi-family housing would be allowed as described in the bluff section. New commercial uses would be limited to cottage industries and small scale businesses which would have little impact on the area.

### Historic Preservation

Bandon Historical Society with appropriate support of property owners, municipal and other public bodies, and the general community should lead in the efforts to preserve the historic features of Bandon and restoration of some of its previous features. Public bodies should assist with regulation, negotiations to secure right-of-ways or other facilities needed for improvement.

Buildings and sites meriting historic preservation consideration:

- Robertson Concrete Building
- Breur Building
- Bandon Historical Society Building
- Old Bandon Hotel
- Moore Mill Truck Shop
- Coast Lumber Building and Yard
- Coast Guard Building and Bluff Site

Restoration sites and projects:

- Coast Guard Building
- Wooden Walkways
- Wooden Arch
- Passenger Ferry Landing and Excursion Boats

### Theme

The theme of the area should be nautical history. Shipwrecks, shipwreck sites, and shepwreck lore should be marked or preserved.

### Architectural Character Preservation

Create a design review ordinance to promote a coastal village character for the South Jetty, a nautical theme for the waterfront, and a historic style for the Oldtown area.

### Management of Natural Features

Bluff: Acquire scenic easements

Estuary Shoreline Areas: Structurally control erosion; maintain public access

South Jetty Lagoon: Protect and manage for habitat; consider future park; designate as natural resource zone; establish ten feet vegetative buffer from winter shoreline

Coast Guard Properties: Maintain in public ownership for open space

Gross Creek: Establish as greenway and consider restoration of full water course

Oldtown Park: Designate new park area possibly More Mill log storage area with mall shops

### Management of Natural Hazards

Floodplain: Wait for flood base elevation and floodway engineering study as it will provide information for any major construction in floodplain

Shallow Freshwater Flooding: Construction practices to use elevation or fill

Shoreline Erosion: Fill eroded area and repair full South Jetty

Interim shoreline erosion management: pilings

Foredune Protection: Prohibit construction on or adjacent to foredune

Slope Failure: Require liability insurance and allow for geologic studies of sites as required

Fire: Clear gorse, control bonfires, encourage fire safety standards,

Other: Encourage foundation rehabilitation; sewerage services

### Municipal Services Development

Sewer replacement and storm water separation on Second Street.

Balance service extensions with impact considerations.

### Transportation Improvements

Manage platted, unimproved streets for public access unless vacation benefits specific project.

Acquire and maintain Madison Avenue right-of-way from Bluff to Jetty.

Use unimproved Second, Third, Fourth, Fifth, and Sixth Streets west of Madison Avenue for beach access.

Bikeway on north side of First Street may need new Oldtown traffic circulation patterns.

Consider section of Oregon coastal bikeway through waterfront to South Jetty.

#### Parking Improvements

Require, where feasible, off-street parking.

Consider public parking lots in Oldtown-Waterfront area.

Develop public parking financing program.

STRATEGIES

Strategy

In order to fulfill many of the elements in this plan, it is apparent that a long range management strategy will be needed to attract the support of Bandon community. While taking action to establish long range goals and policies, some steps deserve prompt consideration. Already, pressures are mounting to develop areas in the South Jetty and new development in the Oldtown waterfront will be accelerated with the approval of the proposed boat basin expansion. If these developments are not managed properly, clearly harm could be done to the historic character of the Oldtown or the natural character of the South Jetty. How Bandon handles these pressures, before many of the strategies and projects can be implemented, may well determine to what extent the natural, historical, and architectural character of historic Bandon will be preserved.

Initial Strategy

As an initial step, discussion and decision making based upon this plan would be appropriate. This could be through a general statement of support for the recommendations contained in this report or adoption of alternative recommendations which have broad community support. Once the city has a clear concept of its own expectations for historic Bandon, it will be in a better position to expect individual property owners to develop their properties in an appropriate way.

Interim Management

It is not desirable to freeze development in the historic Bandon area until these management decisions are made. However, it is important to ensure that new developments maintain compatibility with the community's objectives. For this reason, some type of an interim management strategy might be adopted to review proposed development until more formal implementing ordinances can be established. This could establish a temporary review by the Planning Commission for new developments in the Oldtown waterfront until a Design Review Board could be created.



### Feasibility of Project

Other initial priorities would need to ensure the long range feasibility of the projects identified in the report. A boardwalk cannot be built without a right-of-way, a park cannot be created on developed land, and rehabilitation cannot be performed on historic structures that have been razed. Acquiring properties, easements, and right-of-ways needs to be a high initial priority. This is particularly true for the South Jetty area, where these steps need to be taken before the extension of municipal services, in order to minimize the public costs associated with acquisition of properties. Assessment for services could also serve as leveraging tool to preserve open space; properties which will not be developed might not be assessed. For the Oldtown waterfront, acquisition of lands for public parking, parks, or other public uses should also be a high priority.

### Formal Action

An early step, once community supported objectives are established, regulatory measures can be taken by the appropriate city governing bodies. This could be a change in zoning, modification of existing ordinances, or new regulatory mechanisms appropriated to support these community objectives.

Once the general objectives and feasibility of projects have been established, Bandon can look to the long range mechanisms which can turn these projects from words on paper into reality. Obviously, this will require broad community support and will need to provide greater involvement than merely actions by municipal officials.

### Community Participation

Business groups and other private sector organizations are especially vital in working to protect the qualities of the Oldtown business district. No plan to revitalize the Oldtown waterfront can succeed without the active participation of local businesses and property owners. Formation of an Oldtown Merchants Association, Oldtown Development Corporation, or Small Business Investment Corporation, all represent ways in which the private sector can play an active role in revitalizing and enhancing the Oldtown waterfront commercial area.

### Financing the Strategy

Clearly the Bandon community will also have to develop a financial plan to accomplish the completion of many of the projects outlined in this report. These financial sources may be private or public; local or from outside the community, offered in the form of donations, guarantees, loans or grants. Actually, an appropriate financing program will involve all of these funding sources.

### Special Issues

For the South Jetty area, the problems are different and management here must recognize the unique natural qualities of the area and its vulnerability to major flooding from the ocean or river, as well as the desirability of development in such a magnificent setting. An annual limitation on new building permits for this area could be created to prevent a sudden development of the area which could impose adverse impacts on present residents. Development here deserves adequate time for consideration by the Planning Commission. Such a permit limitation policy would need to be a well-formulated procedure approved in advance of the extension of services to the South Jetty area.

### Prospects

Most of the elements of this plan seek to recreate features that actually existed in Bandon. Steamboats, boardwalks, arches and a vital commercial center were once part of historic Bandon. Historic Bandon was a major tourist destination supporting three hotels, at a time when automobiles were barely in existence. The natural characteristics of historic Bandon have long been a source of delight to both visitors and residents. Other communities have pursued and often accomplished similar types of programs. With unity, confidence and dedication, Bandon can also shape the character of its future.

## IMPLEMENTATION OF STUDY RECOMMENDATIONS

### Financing Strategies

Financing improvements for historic Bandon will involve a mixture of both public and private funding sources. Attracting the capital needed for improvements will require both local and outside funding sources. Clearly success of a plan for improvements in the historic Bandon area will need a firm commitment from the city, port and other governmental units as an initial expression of intent to pursue planned improvements for revitalizing and developing historic Bandon. A plan to develop public financing for identified projects needs to be developed as the next step.

Private groups are also critical to the success of an overall plan for historic Bandon. With active support of private groups representing property owners, merchants and citizens, financing for needed improvements in the private sector can be obtained. Such private groups as an Oldtown Association, are also vital for attracting interest in activities and proposals for the Oldtown area. Clearly some projects such as improvements to individual businesses are best financed through the private sector, while others such as improving municipal services require public financing. However, most complete strategies involve some kind of a mixture of both public and private financial participation. Several types of financing strategies are outlined.

### Strategies to Attract Private Investment

For the Oldtown area, involvement of financial institutions is needed for projects to rehabilitate many of the older buildings in the area. Other private groups or the city itself can use private donations of property, funds, materials, or labor for completing projects of a public nature. Special groups oriented towards fulfilling a specific project such as a boardwalk, Oldtown park, or site restoration could assume the burden of accomplishing such a specific objective.

One vital problem for the Oldtown area is attracting capital at obtainable rates of interest for projects involving both existing and new buildings. Many lending institutions might be reluctant to provide loans to the Old-

town area, regarding it as a poor risk. Municipal government can provide an assisting role here. The City of Bandon could provide guarantees on a portion of loans for the Oldtown area. This could help to remove some of the risk born by private financing institutions. Another program could revolve about subsidizing interest rates for loans in the Oldtown area. In some cases, cities themselves have extended loans for projects in commercial neighborhoods. The city can obtain its funds for these purposes either through its own financial resources and bonding authority or it can attract outside financial resources from other levels of government or private foundations. Cities can deposit some of their funds in an escrow account with a participating lending institution. This account can then serve as a basis for loan guarantees or interest subsidies for rehabilitation loans. Many programs of this type require evidence that conventional loans are unavailable or tie the level of interest subsidies to the financial capabilities of the applicant. Such a program for Bandon would need to be carefully constructed with clear procedures and well defined eligibility requirements.

A similar vehicle for providing guarantees could be a credit pool provided by a municipal association. In this case, members of the association use their properties collectively to provide collateral for guarantees over a portion of loans for rehabilitation and construction projects. These members offer their properties for collateral for a limited time. Obviously an agreement is needed to ensure that all those participating in the credit pool bear equal risk in their support for any particular loan.

#### Downtown Development Corporations

Many communities have created downtown development corporations to provide financing for a program of downtown improvements. These corporations can promote their business districts, organize special events, and organize programs directed at problems such as parks, parking and other special features. They can purchase, assemble, and lease properties for fulfillment of their objectives. These companies draw their financing from member contributions, member dues or the sale of stock. Generally, wide membership of local businesses, property owners and representatives of local government are needed to provide both leadership and financing for an effective program of downtown improvements.

These development corporations can be either profit or non-profit corporations. Generally, a profit oriented corporation would expect that the projects financed by the corporation will generate a profitable return. As such, development corporations for profit will be less able or interested to fund projects of public improvements. Generally, these types of development corporations draw their financial support through sale of stock shares. The ability of the corporation is limited in terms of attracting governmental and tax deductible contributions.

Non-profit downtown development corporations can provide a wide range of public projects without draining the financial resources of the city. Non-profit development corporations can attract governmental assistance and contributions or dues to the corporation are tax deductible. Dues can be assessed based upon sales of merchants, assessed property values, or through some other formula. Membership within the corporation can be open to all local merchants, property owners, citizens and governmental representatives as well as persons outside the community.

Both profit and non-profit development corporations are eligible for assistance through the Small Business Administration's 502 program. The downtown development corporation can provide funds, leadership and organization for projects in the downtown area. The corporation can accomplish its goals without draining the resources of city government, although city participation and support of the activities of the development corporation is needed for a successful program.

Support and financing of the program of the development corporation is based upon voluntary participation and support. As such, it can only have a beneficial impact as it will not impose any higher tax burdens upon the community.

#### Municipal Financing

The city itself can directly assume the burden of financing projects for improving the Oldtown area. Using municipal financing to support projects in the historic Bandon area requires the clear support of the entire city for such public improvements, since taxpayers from all parts of the city

as well as the area targeted for improvements would be supporting these projects. The broad support required for such a program can also serve as an advantage since it clearly demonstrates the level of community commitment towards accomplishing the program. Another advantage could be that city administrators and organizations can assume responsibility for managing an improvements program. The city has three basic sources of financial support: tax revenues, bonds, and outside supportive funds.

Tax revenues may be appropriate for financing improvements that are clearly of benefit to the entire community. Historic Bandon can be an important attraction and resource to the entire Bandon community. Thus, some tax dollars could be appropriately spent there. However, for a city of limited financial resources, an ambitious program for public improvements in one particular area would be beyond the immediate capabilities of the local tax base to support.

The question of what projects deserve to be supported directly by tax dollars is a sensitive one as some are clearly of community importance while others are local concerns.

The city can also attract initial financing through the sale of municipal bonds. Usually, these bonds are either general obligation bonds or revenue bonds. General obligation bonds are backed by the full faith and credit of the municipality and its tax revenues. Usually these bonds are used for capital expenditures of clear community need. These bonds usually sell at the lowest interest rates but are ultimately retired by the tax revenues of the municipality. General obligation bonds can be sold to provide large amounts of capital needed for a project, but eventually this capital and the interest are repaid by present and future taxpayers. Municipalities are limited in the amount of general obligation debt they can assume and approval of a bond issue requires voter approval.

Revenue bonds are backed by revenues which are to be raised through specific projects. For example, revenue bonds could be sold to provide capital for public parking lots. A revenue source such as parking meter fees or parking tickets would have to be used to retire the debt incurred through the sale of the bonds. Revenue bonds are thus actually repaid by those who use the

capital facilities, rather than taxpayers. Although less restrictive upon the issuing municipality, revenue bonds require higher interest rates to sell since there is always some uncertainty about the adequacy of the designated revenue source.

The other source available to the municipality is its ability to attract outside funding. City governments are eligible for a variety of governmental financial assistance programs which can be used for needed public projects. Many of these governmental programs will be listed in this report.

#### Special Districts and Special Assessment

Another method of financing a program directed at a localized area within a municipality is by levying taxes against properties within the area. There are two ways of doing this: formation of a special district or special assessment for a specific set of localized area improvements. The difference is that a special district becomes an on-going governmental unit while the special assessment is used only for financing projects and does not have its own governing structure.

Special districts in practice are usually organized to provide a specific type of service to its community. School, fire, port, park and hospital districts are common examples of such on-going special districts which occur in Oregon. These districts have their own boundaries, governing structure, and tax rate which applies to properties within their district. These districts can sell their own bonds backed by the district's tax base or revenues. Often these districts include rural areas as well as cities and towns, but it is not unusual to find that there would be several special districts within a given city. In the case of Historic Bandon, a special district could be created to finance, organize and govern special projects oriented to the preservation of historic element, restoration of historic features, and preservation of natural features.

Special assessments differ from special districts in that they are usually used to finance a specific set of local capital improvements such as roads, parking, sidewalks, parks, water, sewer, or reconstruction projects. In

special assessments, the city or other local government body assumes the responsibility for managing the project. The special assessment district assesses property owners who will benefit from the cost of the desired public improvements in that area. To be equitable, the level of cost paid by property owners should be related to the level of benefit they receive from the projects of the district. In Bandon most special assessments are applied based upon the square footage of lot size, although a different method such as assessed value, zoned land use, or street frontage, could be used as a basis for special assessments.

In Oregon, special assessments can be paid through the Bancroft bonding procedure. The full assessment improvements is levied upon the property owner at the time of the formation of the special assessment district. The Bancroft procedure enables a property owner to defer the full payment of the assessment initially. Instead, he can pay the assessment over a twenty year period with a 7% interest charge. The municipality levying the special assessment can then sell general obligation bonds to finance the balance of the capital expenditures. These bonds are then retired as payments are received from property owners.

#### Urban Renewal District

One specific form of a special district is the urban renewal district. The urban renewal district is used to specifically direct funds into areas in need of considerable capital improvements both public and private. In principle, it is based upon the logic that these improvements will increase the value of adjacent properties. These properties will then have larger assessed values and generate greater tax revenues. This increased tax revenue resulting from the improvements is called the tax increment. Tax increment financing is the revenue source of the urban renewal district.

An urban renewal district is organized with considerable powers to fulfill its plan for the revitalization of the district in question. The urban renewal agency may be the municipality or an appointed board or commission. This agency is granted specific powers to fulfill its plans within the urban renewal area. The agency must develop a specific plan for the urban renewal area. This plan must be organized with citizen involvement, and with public testimony before approval by the governing body. The plan must



cover a complete analysis of existing conditions within the urban renewal area, and specify the projects, programs, and their related costs. It must also detail the anticipated impact of the urban renewal plan upon the area. Among the powers of the urban renewal district to fulfill its plan are the following: acquisition of property, by condemnation if necessary to fulfill the plan, reconstruction, repair or demolition of buildings or service facilities acquired by the district or municipality, and assistance to dislocated persons or businesses.

To finance the urban renewal district, a variety of methods can be used including revenue bonds, municipal allocations, short term borrowing and outside governmental assistance. However, tax increment financing usually represents the major source of finance for the district. Once the urban renewal plan has been approved, the current level of assessment is frozen in the assessors office. Upon this frozen assessed value, all taxing districts will then apply their tax rates. Any increase in the value of the property will then be subjected to the same tax rates of all taxing districts; however, the revenue gathered from the increased value will go to the urban renewal agency. As properties increase in value, the revenue accruing to the urban renewal district will also increase. The urban renewal district may, without requiring an election, sell tax increment bonds to attract capital for its projects. These bonds are backed by the tax increment of the district but can be expected to sell with higher rates of interest due to the uncertainty of rising assessed value. It can be seen that the taxpayer is not directly affected here in that his tax rates are not changed, yet he is financing improvements in his own area. The urban renewal district can have a fiscal impact upon other governmental bodies levying taxes within the urban renewal district as their revenue from the district will be frozen without a change in tax rates. The urban renewal district is required to prepare an annual statement which among other items reports upon this fiscal impact. Recent actions by the Oregon Legislature have made some aspects of tax increment financing and urban renewal districts a bit more complicated. These changes would need to be explored.

It is clear that the urban renewal district can carry out a wide range of activities as part of its renewal plan. Such a district could finance many of the projects outlined in this report. Its funds could be used to

leverage private or outside funds for renewal projects. This could be an applicable method for dealing with the problems of historical Bandon. At present, Newport, Oregon, has been successful in using an urban renewal district to revitalize its waterfront area.

### Major Sources of Financial Assistance

#### General Reference

There are far too many programs of financial assistance applicable to many projects described in this report to be included here. Rather, a basic description of the major types of financial assistance and a brief presentation of some of the major programs will be presented. References which contain more specific information about many more programs than are cited in the report are presented in the Bibliography.

There are several different types of assistance available. Formula or project grants may be extended on a matching or unmatched basis for a specific project or program. Direct loans often at lower interest rates than would be available elsewhere is another type of assistance. Another form of assistance is guaranteed or insured loans where a governmental agency provides backing for the loan. As a result, the loan is easier to obtain and may have lower interest rates because of the governmental guarantee. Other types of assistance can be technical assistance advisory services, provision of subsidized labor or disposition of property.

The multitude of Federal agencies are all involved in a great number of assistance programs. Many of these could be applicable to projects in Historic Bandon. The best source of information on these programs is the Catalog of Federal Domestic Assistance published annually. A brief listing of several federal funding sources are outlined.

#### Department of Housing and Urban Development (HUD)

One of the broadest programs available through HUD is the Community Development Block Grant (CDBG). Federal funds for projects that will improve living, environmental or economic conditions are available through CDBG funds. CDBG funded projects must directly benefit low and moderate income persons, be used for the prevention or elimination of slums and blight, or be used to meet urgent community development needs. CDBG funds can be

used for a wide range of projects including acquisition of property, rehabilitation activities, preservation or restoration of historic sites, beautification of urban land, conservation of natural resources, open space, and scenic areas, public works parks, and recreational facilities, neighborhood facilities, fire protection facilities, water and sewer facilities, parking facilities, street improvements and others. CDBG funds can also provide funding to other public agencies including downtown development corporations, urban renewal districts, or other special districts. CDBG funds can be used to provide match money for grants from other Federal, State or private financing sources.

HUD also manages several other programs used to assist housing and urban development projects. Section 312 funding can be used to provide low interest loans for rehabilitation projects for persons or businesses unable to obtain financing at comparable interest rates. The loans are applicable to residential, commercial, and mixed use buildings.

Individual owners or tenants may apply for such loans. Requirements for obtaining these loans are detailed in the Rehabilitation Financing Handbook published by the Department. HUD offers special programs (Section 202) to provide long term low interest loans for rental or cooperative housing for the elderly or handicapped. HUD also provides comprehensive planning assistance through the 701 program. Application for these funds must be through State or councils of governments.

#### Small Business Administration (SBA)

The Small business Administration manages several programs oriented to providing financing for small businesses. Most of their assistance is in loans or loan guarantees. The 502 program of SBA financing of small business can be funneled through a downtown development corporation which must provide a matching share. This program offers long term loans and guarantees for acquisition, construction, rehabilitation, and expansion; but not for working capital. The portion of a loan extended by SBA under the program is generally at a reduced interest rate.

The 7A program of SBA offers loans directly to local small businesses. These loans are usually short term loans or guarantees. They may also be offered at lower interest rates and can be used for working capital. However, collateral requirements and amounts offered are tighter than they are in the 505 program.

SBA also provides economic opportunity loans for low income or disadvantaged persons who lack the opportunity to strengthen a small business when other financing is unavailable. It is similar to the 7A program but has less stringent requirements regarding collateral.

#### Farmers Home Administration

As Bandon is a rural city, it qualifies for a wide variety of assistance available through the Farmers Home Administration. Most of this assistance is in the form of loans which often require that conventional financial sources have been unavailable for the project. Farmers Home offers loan assistance for industrial and commercial site preparation, repair of fishing boats, assistance to small businesses, loans to local governments for recreation projects, and a wide range of other types of assistance. This assistance is available to individuals, businesses and local governments to facilitate projects in rural areas where other financing is unavailable.

#### Economic Development Administration

The Economic Development Administration provides several programs oriented to providing assistance for economic development projects. These are administered through the Coos-Curry Douglas (CCD) county office of the Economic Development Administration. Grant and loan funds are available for public works and development projects to local governments. Governments and non-profit organizations can obtain project buildings, museums, etc.). Technical assistance is also available through EDA. Individuals and corporations can obtain long term business development guaranteed loans through EDA to cover up to 65% of the cost of acquiring fixed assets, site preparation or rehabilitation.

### Manpower Administration

The Manpower Administration can be used to provide labor for a variety of public interest projects. In some cases this labor must be subsidized by the federal government. Often the Manpower Administration works through groups such as Green Thumb to provide beautification projects for local governments or organizations working for the public interest. The Comprehensive Employment and Training Act (CETA), a multi-agency organization, can also be used to provide labor for specific types of projects.

### Sources of Aid from the State of Oregon

In addition to the programs which use Federal funds but are administered through state agencies such as Historic Preservation and Parks and Recreation, Oregon provides several other programs for local government assistance. Fire assistance, Industrial Revenue bonds, local economic planning assistance, Port revolving fund, grants for boating facilities, museum grants-in-aid, and revenue sharing are only a few examples of the type of financial assistance available through state sources. These sources are detailed in Handbook: State Program for Local Governments available through the Intergovernmental Relations Division of the Executive Department of the State of Oregon. The State also will provide a computerized match service to municipalities. This will match up the interests of the local government with sources of financial assistance available.

### Foundations

Lastly, there are a wealth of private foundations which will offer funding for a variety of projects. Such groups as the Ford Foundation, the National Science Foundation, are well known. But there are a wealth of private foundations involved in funding specific projects or programs. No doubt several of these foundations would be interested in assisting some of the projects for Historic Bandon. Information on foundations can be obtained from the Foundation Directory.

