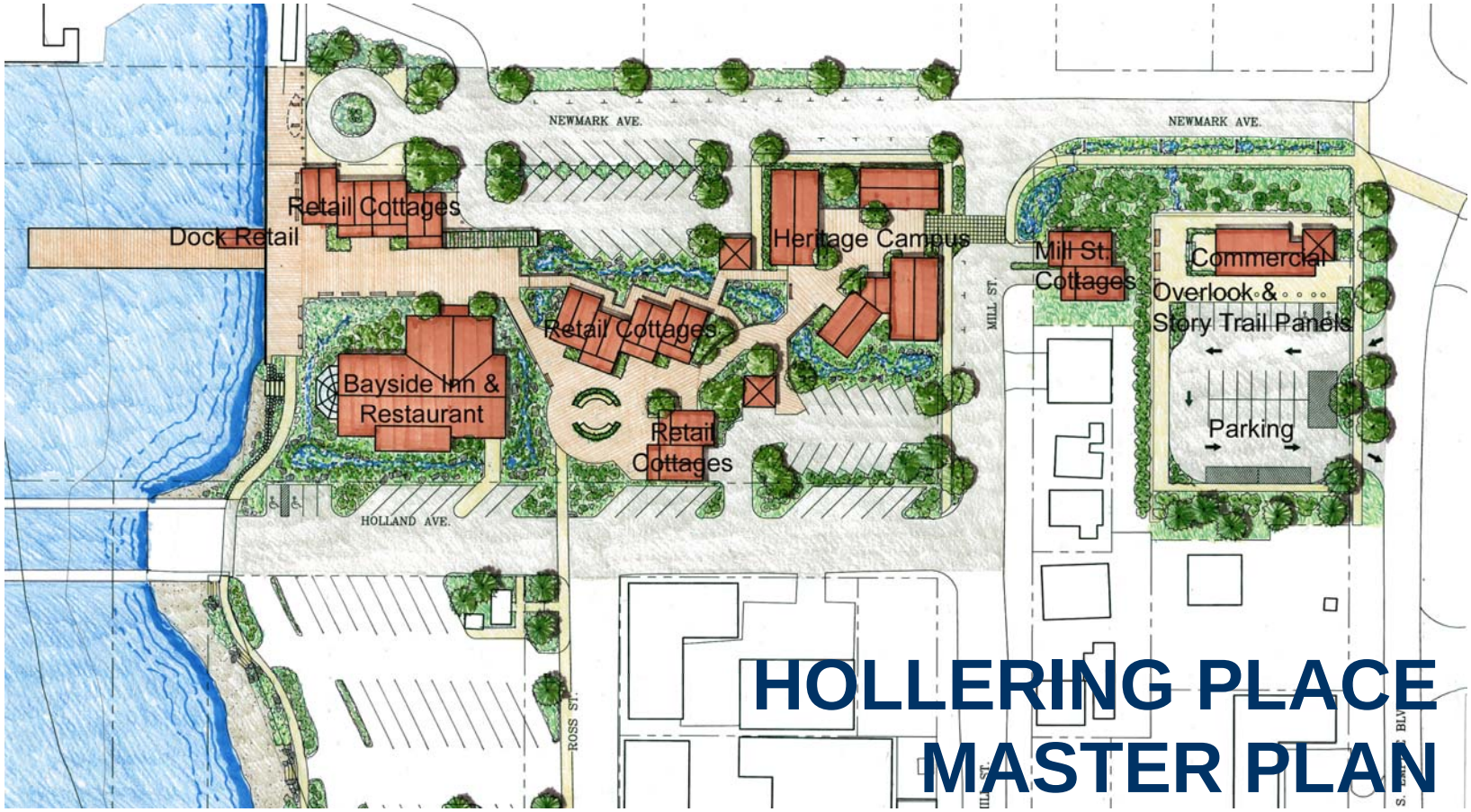

HOLLERING PLACE MASTER PLAN

Adopted December 2, 2008

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PROJECT TEAM

OREGON DOWNTOWN DEVELOPMENT ASSOCIATION
7639 N. BRANDON AVENUE
PORTLAND, OR 97217
503.587.0574

JOHNSON GARDNER
319 SW WASHINGTON
SUITE 1020
PORTLAND, OR 97204
503.295.7832

PB PLACEMAKING
400 SW SIXTH STREET
PORTLAND, OR 97204
503.295.7832

BRAMARE LANDSCAPE ARCHITECTURE
7639 N. BRANDON AVENUE
PORTLAND, OR 97217
503.335.8933

ACKNOWLEDGEMENTS

CITIZENS OF COOS BAY & THE CONCERNED CITIZENS OF EMPIRE GROUP

For their participation in developing this plan

COOS BAY URBAN RENEWAL AGENCY

Jon Eck, Chair
Mayor Jeff McKeown
Michele Burnett
Mark Daily
Stephanie Kramer
Gene Melton
John Muenchrath

CITY OF COOS BAY STAFF

Chuck Freeman, City Manager
Joyce Jansen, Deputy City Manager
Jim Hossley, Public Works Director
Laura Barron, Planner

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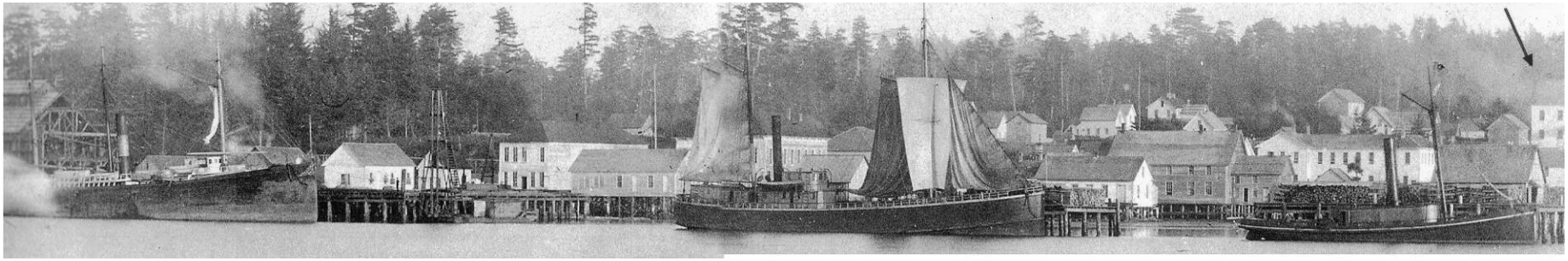
HOLLERING PLACE HISTORY

Before the first Europeans sailed into the Coos Bay estuary, the Hollering Place was the center for transportation, commerce and, without a doubt, communication. By establishing a village named *Hanisitch* (place of the Hanis) on the narrowest crossing of the Coos Bay estuary, the area's original inhabitants recognized the value of this location any anyone traveling along the coast. South-bound travelers would holler across to the village and someone would paddle over to provide passage.

Located on the deepest water in the west bay, the Hollering Place became the site of the first European settlement in what would later become Coos County.

The small port community grew to become Empire City, the first Coos County seat. The original courthouse was located on the bluff overlooking the waterfront (see photo, below). After the county seat was moved to Coquille, the City of Empire lost energy and over time the city was incorporated into the City of Coos Bay. In 1998, a restaurant fire at the location of the old courthouse (the intersection of Newmark and Empire Blvd.) revealed a wonderful view to the bay and 'rediscovery' of the historic Hollering Place. A citizen-led effort convinced the City to purchase the 3.68 acre property for an overlook/wayside on the upper level and to redevelop the lower part of the property adjacent to the waterfront.



This historic photo shows the Hollering Place from the water. The arrow indicates the original courthouse located at the top of what is now the project site.

PROJECT BACKGROUND

By 2007, Empire citizens and the City had worked together to clean up the Hollering Place site and develop prioritized next steps. Local citizens were eager for the City to develop an overlook/wayside with historic information presented for visitors who stopped. A redevelopment scheme for the site was developed that incorporated concepts for a wayside and redevelopment on the lower portion of the site. Four goals emerged from public workshops associated with this planning effort:

- Preserve and utilize the views
- Encourage economic revitalization of the Empire Business District with a retail village complex
- Present the history of the site
- Maximize water-related activities and facilities

Several members of the Developers Tour group looking over the Hollering Place site. This photo was taken on the lower 'bench' of the site near the waterfront.

The City contracted for geo-technical studies for portions of the site to better understand the slope's stability and development potential. In the meantime, the City was interested in helping move the project along by developing a detailed, market-based master plan for the Hollering Place. The goal was to develop a plan that was: based in economic feasibility; could be marketed to developers; and was supported by the community. Project phasing, potential partnerships and marketing the site would also be important components of the Hollering Place master plan. In the summer of 2008, a team assembled by the Oregon Downtown Development Association was selected to develop the market-based master plan for the Hollering Place. This report is a culmination of

information gleaned through public involvement and realistic redevelopment opportunities for the Hollering Place site.

WHY & HOW IS THIS PLAN DIFFERENT?

More often than not, master plans are developed based on a vision and not market realities. This master plan moves previous planning efforts forward by market testing assumptions and concepts, incorporating developer feedback and by meeting multiple objectives that include:

- Community objectives: some of which are non-revenue generating
- Urban Renewal objectives: which are to increase the tax base and have a catalyst project to help spur additional development and investment in the Empire District
- Business District objectives: where what happens on the Hollering Place site should complement and connect with the existing business district

These photos show different aspects of the Hollering Place site and the adjacent bay. A goal of this project was to develop a realistic redevelopment plan for this site that was based in market reality and could be supported by the local community.

The process to develop this plan began differently than most planning efforts. Phase I began with testing assumptions and assessment of the redevelopment potential of the property. A Developers' Tour was conducted on August 28th. Seven developers from the valley and coast, along with representatives from the City, Concerned Citizens of Empire and project team participated in the tour. Following the tour, the developers debriefed with the group over lunch. From this feedback the project team then developed two redevelopment scenarios (described shortly) to present to the public. Phase II of the project incorporated comments from the initial concepts

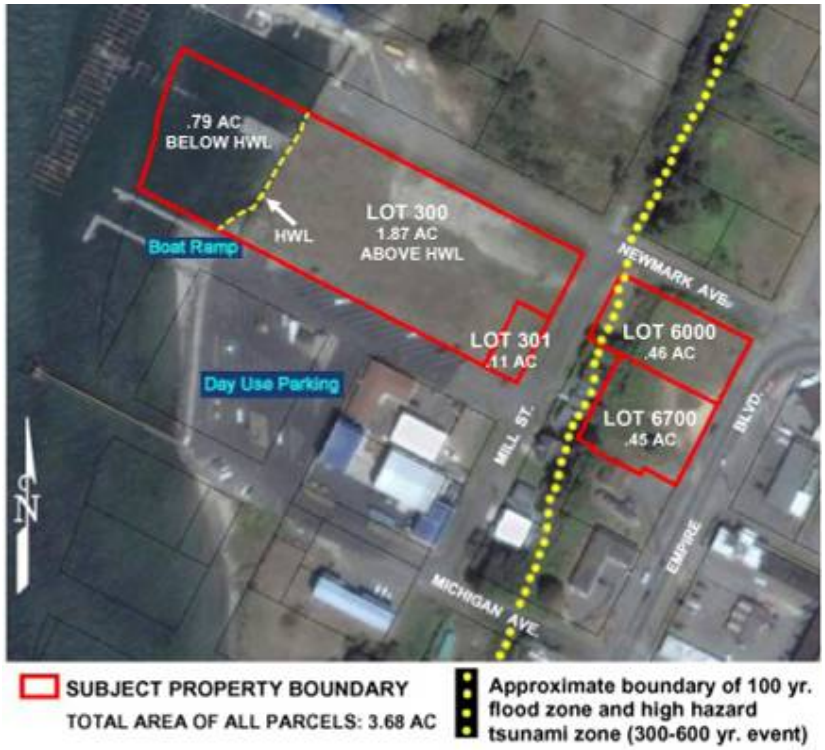
into a final plan based on market feasibility. An illustrative plan was developed, along with perspective sketches of proposed improvements, an economic analysis conducted and engineered drawings for public improvements to the upper level of the site created. A code audit was also conducted and draft design standards created. A marketing brochure, targeted to developers, was part of the project deliverables.

THE SITE

Situated at the junction of Newmark Avenue and Empire Boulevard (Cape Arago Highway), the Hollering Place site is the terminating vista as one travels west through the Empire District before making a left turn to continue south. The site is comprised of four lots (lot #s 6000 & 6700 on the upper bluff and 300 & 301 on the lower bench), with a total area of 3.68 acres.

The existing zoning is General Commercial for the lots located on the bluff and Urban Water Dependent on the lower lots *above* the high water line and Development Aquatic *below* the high water mark.

Sketches, on the next page, show the site's relationships and factors to consider in its redevelopment.

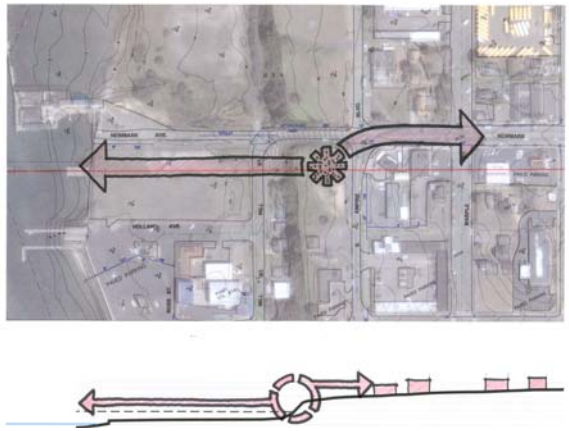


This map shows the Hollering Place site, adjacent public uses, flood and tsunami zone demarcation and lot boundaries.

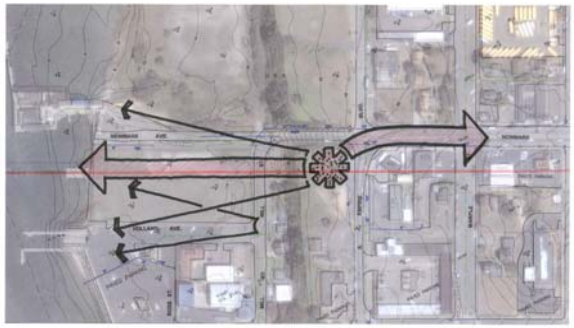
These site study sketches were created in order to help the project team understand key factors in redeveloping the Hollering Place site.

The site is shown in sketch #1. Connection to the Empire District (#2) is critical and can be achieved by using small scaled gateway development near the intersection of Newmark Avenue and Empire Boulevard as an anchor and connector to the development 'below'. Preserving and enhancing views (3) is a key component and will be balanced with achieving the right development mix and ensuring access for people and vehicles (#4). Taking into account the myriad weather and environmental factors is also important (#5), as is making sure the new development is complementary to adjacent use (#6).

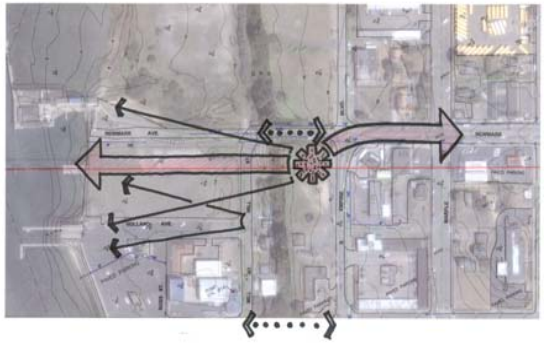
1. The Hollering Place Site.



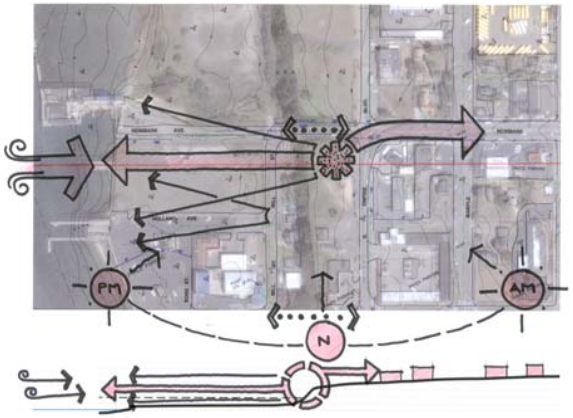
2. Connecting the Empire District with the Bayfront.



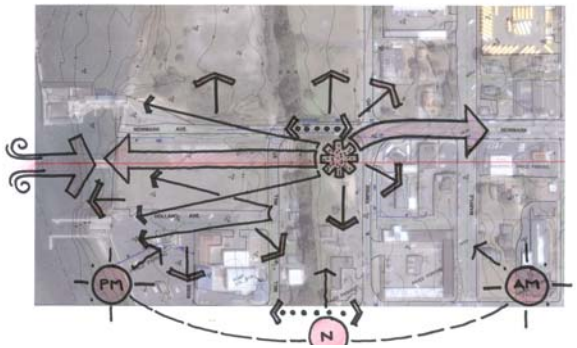
3. Preserving and enhancing views.



4. Access for people and vehicles.



5. Environmental factors.



6. Being a good neighbor today and in the future.

The site's physical condition varies. The bluff portion is relatively flat and open. It contains a thick hedge to keep people away from bluff's sharp drop off. Newmark Avenue, as it continues down the hill from Empire Blvd., is a narrow cut with the property's steep slope adjacent to the roadway. Storm water runoff on this portion of the site has caused erosion. The grade change between the upper bluff and lower portion of the site is approximately 30' and in its current condition (without retaining walls), the slope is unstable and prone to slides. The lower portion of the site has been cleared, is fenced off and contains remnants of concrete from its previous use.

Locals, who are familiar with the site, say that a stream has been covered over in this area. (The lower part of the site has been heavily filled.) They also talk about the Hollering Place as being near the location of an early Native American village called *Hanisitch,* but its precise location has not yet been identified.

A large dock lies in ruins from the site into the bay. Directly south of the lower site, a public boat launch, tie-up, fishing pier and public parking lot that contains a cleaning station and public restrooms exist. Nearby, Coast Guard offices, residential and industrial uses and vacant lots complete the picture.

THE PROCESS: DEVELOPING OPTIONS FOR FEEDBACK

An important component in developing this master plan was to offer the community redevelopment options for the Hollering Place site and let them choose an option, or combination of options, to move forward. The following pages outline the two original development scenarios developed and tested with the community during Phase I of the project.

OPTION A: MAXIMIZING INCREMENT

This redevelopment scheme was focused on getting as much development density in order to gain the most of tax increment - - putting more dollars into the Urban Renewal district to help fund desired public improvements. The plan showed $14,000,000 worth of real market value and included wayside commercial, condos, ground floor retail, boutique hotel, restaurant and dock services retail.

Redevelopment OPTION A: Maximizing Increment

Income Producing	Non-Income Producing
Dock Retail	Dock
Boutique	Wayside
Residential	Interpretative Center
Commercial	Public Plaza

Program A

Components:	SF	RMV/SF	RMV
Highway Commercial	2,400	160	$384,000
Condos	22,400	350	$7,840,000
Ground Floor Retail	7,200	140	$1,008,000
Boutique Hotel	24,000	180	$4,320,000
Restaurant	3,500	120	$420,000
Dock Services Retail	1,500	80	$120,000
			$14,092,000

OPTION B: HERITAGE CAMPUS

The second development program offered by the project team was much less dense in development style and included the incorporation of a heritage campus for activities like wooden boat building, etc. It also included retail, cottages, a small restaurant and water-related retail.

Redevelopment OPTION B: Heritage Campus

Income Producing	Non-Income Producing
Dock Retail	Wayside
Cottage Residential	Public Plaza
Commercial	School/Educational
	Interpretative Center

Program B

Components:	SF	RMV/SF	RMV
Highway Commercial	2,400	160	$384,000
Condos	14,400	220	$3,168,000
School	18,000	120	$2,160,000
Restaurant	2,500	100	$250,000
Dock Services Retail	1,500	80	$120,000
			$6,082,000

THE BEST OF BOTH OPTIONS

Community feedback was extremely valuable to help the project team refine concepts and move the project to its next phase.

On **Option A: Maximizing Increment**, the community **LIKED**:

- How the *upper* portion of the site was handled
- Historic seaside architecture style
- Story Trail for site interpretation

They **DISLIKED** the following:

- Modern architecture examples
- *Lower* portion of the site was too densely developed

On **Option B: Heritage Campus,** the community **LIKED:**

- How the *lower* portion of the site was handled
- Historic seaside architecture and connection to nature
- Concept of Heritage Campus
- Story Trail for site interpretation

They **DISLIKED:**

- How the *upper* portion of the site was handled

In response to public feedback gathered at the August 28th meeting, the project team refined the original concepts; melding the favored concepts of both options into the final version of the master plan for the Hollering Place site. It was presented at a public meeting on September 22, 2008 for comments. The plan was very well received, barring one cross-section drawing showing the proposed new building on the bluff with a design emulating a light house. Following the public meeting, the project team moved forward with next phase tasks, including developing engineered drawings for improvements to the upper level of the site and ball-park cost estimates that fed into a more detailed level of economic analysis.

On August 28, 2008, the community turned out in numbers to hear about, and comment on, the two redevelopment options put forward by the project team. Following this meeting, the team combined the most favored options of into a plan that was presented to the public on September 22nd.

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THE HOLLERING PLACE MASTER PLAN: A SCHEME THAT WORKS

The master plan for the Hollering Place site anticipates a range of uses that include: commercial; residential; overnight lodging; and educational. The plan is designed to allow for phased development of the site, within the constraints of an overall development program. The bluff portion of the site is envisioned to include an overlook area, as well as an interpretive area (part of the Story Trail), public restrooms and a small space.

The proposed development program for the Hollering Place includes these components:

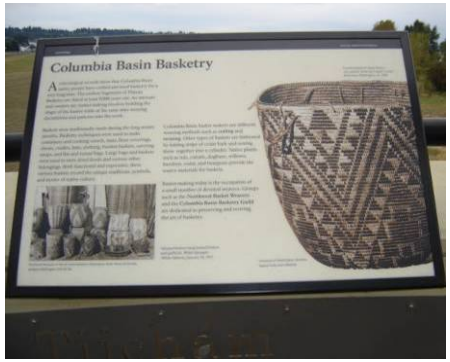
- *Hotel/Restaurant: 3 floors, approximately 20,000 sqft*

The Hollering Place Master Plan; a combination of the most desired elements from previous concepts.

- *Mixed-use Cottages: 10 units, 2.5 floors, ground floor retail/workshop: 880 sqft, residential cottage with loft: 860 sqft*
- *Retail Pavilion: 400 sqft*
- *Heritage Campus: 2 workshops at 1,800 sqftt each, Admin/classrooms/meeting: 2,800 sqft*
- *Empire Boulevard: Retail overlook: 1,600 sqft*
- *Mill St. Cottages: 2 at 1760 sqft each*
- *Parking: 28 spaces upper, 57 spaces lower*

DESIGN THEMES & UNIFYING ELEMENTS

Throughout the development of the master plan, the project team and community discussed themes and unifying elements in order to develop a relevant and cohesive design vocabulary for the Hollering Place site. There was a consensus that themes celebrating local historic architecture, reclamation of native shoreline habitats, sustainability, interpretation of local history and reconnection to the water and boat-building were the most relevant. Focusing on these themes and using them as part of the Hollering Place design pattern will help strengthen the district's identity, ensure compatible development and communicate the Hollering Place's unique story.



These photos represent the themes used in the master plan to help tell the varied and interesting story of the Hollering Place and Empire.

THE PLAN IN DETAIL

Although the size of the Hollering Place redevelopment site is small (3.68 acres), the redevelopment plan has several facets and components. This section of the report describes, in detail, the proposed development program for the site. The enlarged plan sections, right and on following pages, are taken directly from the master plan shown on page 15.

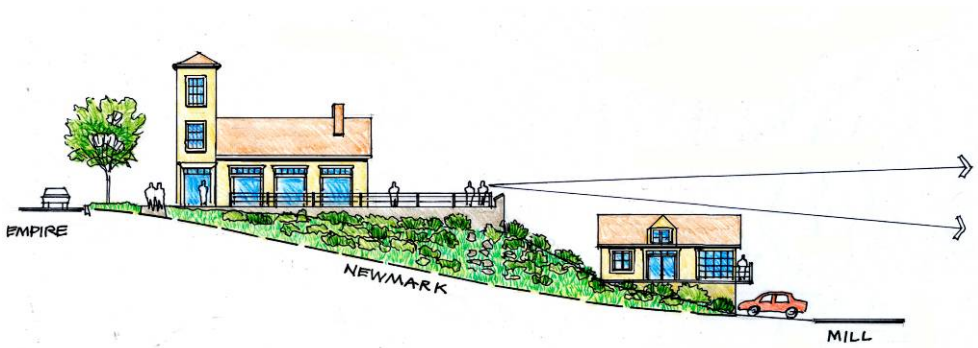
The Empire Boulevard Overlook

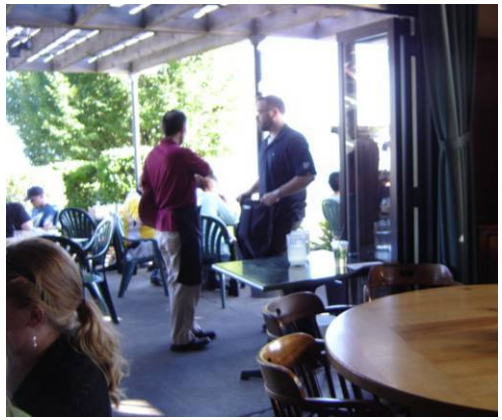
Retail: 1,600 sq ft
Overlook parking: 28 spaces

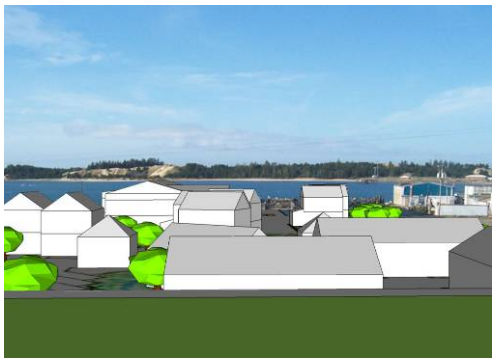
Starting at the top of the site, the proposed plan includes the Empire Boulevard Overlook. The master plan envisions this portion of the site as serving as an important anchor and entry statement, signaling the presence of the remainder of the project which would be difficult to see from the highway. This development phase is considered to be critical and would likely be the first to be implemented. This portion of the site would need to be developed as a public/private partnership, including the cut back of the slope, construction of retaining walls, building, interpretative overlook and parking. This site should also be prioritized from a logistics perspective, as construction of the roadway would be highly detrimental to any development on the lower portion of the site occurring simultaneously.

This section of the plan deals with the Empire Boulevard Wayside which incorporates a parking lot, overlook, interpretative panels and a building that contains retail and public restrooms. This portion of the plan also includes the regraded slope to open up the view of the bay and proposed development, bioswales (to manage stormwater runoff), and the creation of two cottages at the bottom of the hill, adjacent to Mill Street.

The overlook building is estimated at 1,600 square feet, offering enough space for a retail/café space. The overlook parking area includes 28 spaces. Both the building and parking area connect to a plaza/overlook area that incorporates an attractive stone wall with interpretative Story Trail panels built into it.







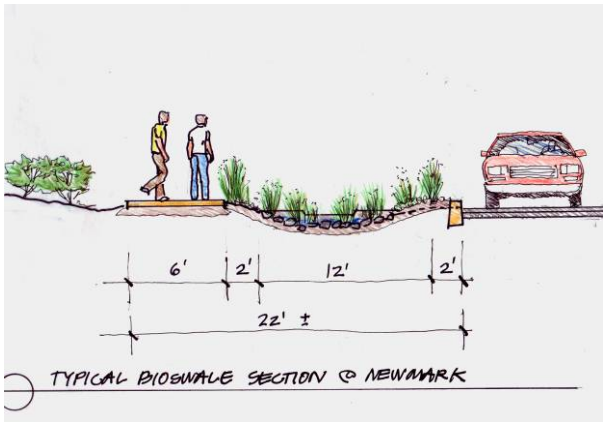
These photos and sketches are examples of how the Empire Boulevard Overlook could be developed.

The largest portion of cost associated with the development on the bluff would be attributed to the necessary retaining wall system. This cost could be mitigated through a public/private partnership and there are opportunities to use innovative tools and solutions.

Opening Up the View

One concept that gained wide support during the planning process involved cutting back the upper bluff's slope 50' along Newmark. Currently, Newmark's roadway is a slot cutting through the hill and by laying back the slope, an additional 50' of view could be opened - - giving valuable visual access to the bayfront and development on the lower bench of the site.

The cost to lay back the slope, create the bioswale and include the streetscape and infrastructure amenities is not an expensive endeavor and will provide a lot of 'bang for the buck'. However, this improvement must be coordinated with the larger, expensive retaining wall system for the overlook (along with the other overlook improvements).



Existing conditions along Newmark from the top of the Hollering Place site.

Rendering from the same angle showing how the view would be opened up by laying back the slope. Note bioswale treatment to manage stormwater runoff.

Managing Stormwater & Reclaiming Habitat

During this project's public meetings, the community was very interested in sustainable practices, reclaiming native habitats and managing stormwater runoff. In response, the designers incorporated a variety of measures to meet these objectives. Moving down the hill from Empire, a bioswale is proposed between the sidewalk and roadway to manage and filter runoff. At the intersection of Newmark and Mill, a small detention basin would be created. From there an underground pipe would carry the stormwater across Mill Street and into the larger bioswale running through the bayfront development. (Cost estimates for all the site work follows as do details on the other sustainable measures.)

Examples of bioswales that manage and filter stormwater runoff. They are composed of rock-lined channels that are planted with native species.

Cottages as Transitions

Mill Street Cottages: 2 @ 1760 sqft ea with tuck-under parking

Along Mill Street, at the bottom of the bluff, two cottages are proposed as part of the overall development plan. They would serve as a sensitive transition to the adjacent residential area to the south. The cottages would incorporate tuck-under parking; with second floor balconies and windows to the views. They were carefully designed as to not obscure the view from the overlook. For development purposes, they could be phased separately.

COTTAGES
FOR-SALE RESIDENTIAL
OVER GARAGES
SUMMARY INFORMATION
November 3, 2008

AREA SUMMARY:	
Parcel Size (SF)	5,000
Building Size (SF)	3,480
Residential Units	2
Density (Units/ Acre)	17.42

INCOME SUMMARY:	Total SF	Average Price/ SF	Gross/ Net Income
Residential Units	2,280	$250.00	$570,000
Less Commissions		5.0%	$541,500

COST SUMMARY:	Per SF		Total
Acquisition Cost	$0.00		$0
Direct Construction Cost	$111.46		$387,880
Soft Costs	$23.41		$81,455
TOTAL	$134.87		**$469,335**

CONSTRUCTION LOAN ASSUMPTIONS:	
Construction Loan Amount	**$427,500**
Interest Rate	7.00%
Term (months)	18
Drawdown Factor	0.52
Construction Interest	**$21,989**
Construction Loan Fee (%)	1.00%
Construction Loan Fee ($)	**$4,275**

MEASURES OF RETURN:	
Indicated Value @ Stablization	$535,800
Value/ Cost	114%
Return on Sales (ROS)	45.7%

ESTIMATION OF VIABILITY GAP	
Targeted Return on Sales	20.0%
Calculated ROS	45.7%
Calculated Gap- (includes parking)	($95,632)
Overall Gap as % of Development Cost	-20.4%
Residual Land Value:	**$95,632**

Existing Conditions

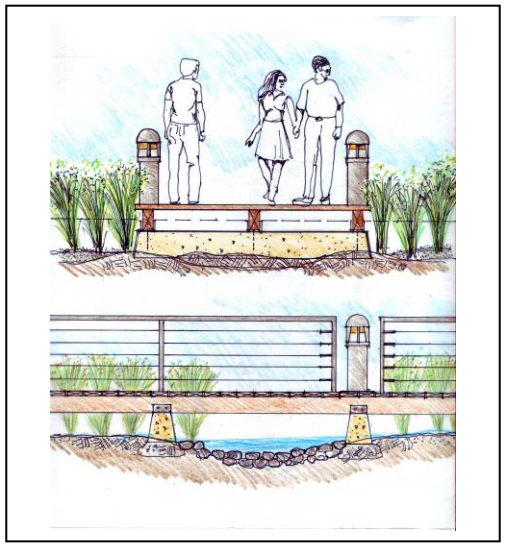
This sketch shows the location of the proposed cottages along Mill St.

THE LOWER SITE: A SMART & SUSTAINABLE APPROACH

For the balance of the site on the lower bench (west of Mill Street to the waterfront), the master plan envisions creation of an extensive bioswale system that would connect with the one along Newmark. This portion of the site has been extensively filled over time, and a recent geo-tech report outlines the necessity of driving piles to a depth of around 30' in order to support any new development. This is mandatory in order to address soil liquefaction issues during an earthquake. Since piles are necessary part of new infrastructure, the design team decided to slightly raise the floor level of buildings and connect them with a boardwalk system. The bioswale system would be located beneath the boardwalk and buildings. It would be created by

The concept for the lower portion of the Hollering Place site includes the incorporation of a boardwalk system connected to buildings constructed on piles. Beneath, a bioswale system would manage and treat storm water runoff through native plants that hold and filter the water.

excavating soil beneath the boardwalk system, incorporating stone-lined channels and native plants.



The parking lots, located at the edges of the development, would be recessed slightly from the surrounding streets. They would be graded to capture all stormwater into the bioswale directly adjacent. Connection to the development would be via boardwalks.

Creating a raised boardwalk village over a bioswale will achieve several benefits: 1) address flood plain and potential winter storm surge issues; 2) allow for bioremediation of runoff by treating it onsite in the bioswale; 3) support the rehabilitation of the coastal wetlands through the reintroduction of native plants and ecosystems; and 4) raise awareness for innovative sustainable practices. It would also be a unique marketing tool for developers and businesses.

Much of the site work for the lower bench would need to be completed prior to any development of this portion of the site, with the boardwalk system able to be phased as needed.

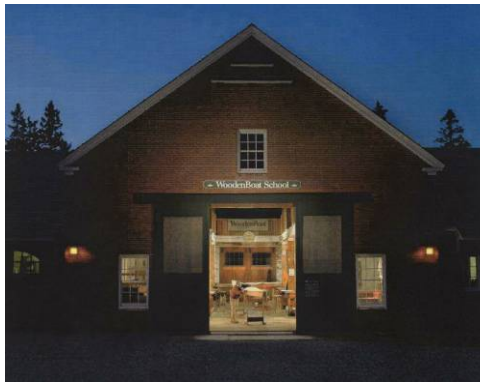
The preliminary cost estimate of the site work for the lower portion is $1.1 million, or $1.26 million with a 15% contingency. Recovery of this cost may be possible through a Local Improvement District or Advanced Financing District established on the property. Site development costs are approximately $12-$14 per square foot, well in excess of typical costs and potentially too high for full recovery. The system envisioned would allow for more intensive site development, as stormwater is managed beneath the boardwalk system, which may allow for a higher level of cost recovery.

The geo-tech analysis indicates that future development on the lower site would require a pile foundation system. The engineers estimate that roughly 90 piles would be needed for a 10,000 sqft building, with an average cost per pile of $2,100. This would reflect an overall foundation

cost of $189,000, or $18.90 per sqft. As site costs are relatively high for this site, the associated value of the property would be lower. The bioswale stormwater management plan for the site would likely reduce costs, by taking advantage of the pile foundation system to address on-site as well as off-site stormwater issues.

Heritage Campus: Local History and Hands-On Learning
2 workshops @ 1,800 sqft ea
Admin/classroom/meeting: 2,800 sqft

For this portion of the Hollering Place site, the project team recommends the creation of a Heritage Campus where students of all ages would participate in experiential learning, such as building wooden boats (with other complementary classes added later).



This section of the plan deals with the Heritage Campus which would include space for workshops, classrooms and administration.

The design concept for a Heritage Campus would include attractive, wooden framed buildings for workshops, classrooms and office needs. The campus would be located near the intersection of Mill Street and Newmark Avenue.

When the idea of a Heritage Campus, with a boat building component, was first presented for the Hollering Place site, the community was very enthusiastic. Since then, interest and support for the idea has grown.

Tom Greaves, who lives in the historic ship-captain's house adjacent to the Hollering Place site, had a family connection to the Center for Wooden Boats (CWB) in Seattle. The director, Dick Wagner, was contacted by a member of the project team and interviewed. He and his wife began

www.cwb.org

These photos were taken at Seattle's Center for Wooden Boats. They show, from top left: retail check-out and information center; view from the upper floor classroom; inside a boat building workshop; classroom; construction of a Native American cedar canoe; and a recently finished project.

this non-profit twenty-five years ago and had a lot of good advice and feedback for such an endeavor in Coos Bay. His program has grown and now offers a wide range of programs for pre-schoolers thru adults. The CWB has between 400-500 adults who go through a 7-10 day boat building program each year. At the end of the class, they will each have a boat near enough completion to launch. The CWB also works very closely with the schools and have about 2,000 kids who participate in their various programs each year. By in large, the CWB uses local instructors and students pay a class fee that covers the instructor's time, materials and program overhead. They also have an endowment for scholarships to people of limited means. For CWB, volunteers have been, and continue to be, a key to their success.

Dick knew of the long history of boat and ship building in the Coos Bay area and was very supportive of the idea to create a Heritage Boat Building Center at the Hollering Place. He is more than willing to help out as a consultant to help get a project like this started in Coos Bay. It was proposed that a logical next step would be to hold a summit in Coos Bay/Empire where potential partners would be brought together to hear a presentation by Dick about the CWB program. A facilitated conversation should take place following the presentation to gauge interest, explore potential partnerships and determine next steps.

In the realm of development feasibility, the Heritage Campus component would be highly tenant-dependent and, independently, would unlikely be a major income generator. From a private perspective, the primary benefit of the campus would be in branding the development, increasing awareness of the area as well as providing for activity that may fuel demand. If this program element does not prove viable, the area could be developed consistent with the remainder of the site with a mix of cottages and retail space.

The project would likely e developed on a build-to-suit basis, and either leased or sold to the operator. As improvements would be for a specialized tenant with limited re-use potential, a developer would likely prefer an outright sale, or a lease that amortized the improvements over the duration. The design envisioned has the potential for commercial

conversion, which may provide the greater interest as a leasehold.

Cottage / Retail Clusters
10 units, 2.5 floors, ground floor retail/workshops: 880 sqft ea, residential cottage w/loft: 860 sqft ea

Mixed use retail, with cottages above, are part of the develop program recommended for the lower area of the site. This scheme affords a flexible approach to development, with easy phasing and construction, and it offers flexibility in use with the ground floor units having the ability to be retail *or* workshops that are complementary to the Heritage Campus and Restaurant/Inn (discussed ahead).

The Hollering Place site offers a challenging retail environment, and will need to develop enough scale to generate the retail traffic needed to support commercial development.

These photos show examples of the how the cottage/commercial units could look and in the larger context how the pieces could work together in the top, left photo. Note the village feel that is created through the buildings' design, scale, massing, connection to public space and relationships to each other.

The master plan has been created with the ability to phase development and this is one reason that it is appealing and financially workable.

The cottages should be able to capitalize on the views and they are expected to be economically viable in early stages of the development. The viability of the retail component will be more challenging until the overall development program is in place.

Dockside Retail

Retail pavilion: 400 sqft

There is great interest in rebuilding at least of portion of the dock on the Hollering Place property and in promoting more water-related activities. In response, the team proposes a small retail outlet adjacent to bayfront. It could be used to rent crab rings, wind surfboards, etc.

COTTAGES
FOR-SALE RESIDENTIAL
OVER RETAIL
SUMMARY INFORMATION
November 3, 2008

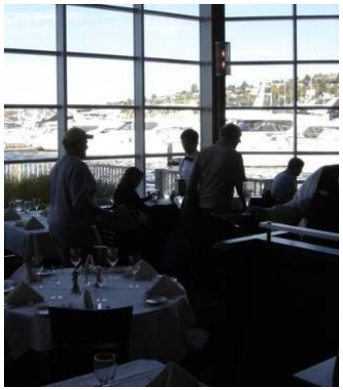
AREA SUMMARY:			
Parcel Size (SF)			10,000
Building Size (SF)			6,960
Residential Units			4
Density (Units/ Acre)			17.42
INCOME SUMMARY:			
	Total SF	**Average Price/ SF**	**Gross/ Net Income**
Residential Units	3,440	$250.00	$860,000
Less Commissions		5.0%	$817,000
Retail Space	3,520	$16.00	$56,320
COST SUMMARY:			
	Per SF		**Total**
Acquisition Cost	$0.00		$0
Direct Construction Cost	$129.59		$901,960
Soft Costs	$31.10		$216,470
TOTAL	$160.69		**$1,118,430**

CONSTRUCTION LOAN ASSUMPTIONS:	
Construction Loan Amount	**$1,125,797**
Interest Rate	7.00%
Term (months)	18
Drawdown Factor	0.52
Construction Interest	**$57,907**
Construction Loan Fee (%)	1.00%
Construction Loan Fee ($)	**$11,258**
MEASURES OF RETURN:	
Indicated Value @ Stablization	$1,830,940
Value/ Cost	164%
Return on Sales (ROS)	47.8%
Return on Cost (Retail Space)	10.0%
ESTIMATION OF VIABILITY GAP	
Targeted Return on Sales	20.0%
Calculated ROS	47.8%
Targeted Return on Cost	10.0%
Calculated Return on Cost	10.0%
Calculated Gap- (excludes parking)	($98,370)
Overall Gap as % of Development Cost	-8.8%
Residual Land Value:	**$98,370**

Nice examples of dockside retail.

Bayside Inn & Restaurant
3 floors, approximately 20,000 sqft
Restaurant & lobby: 1st floor
Rooms: upper floors; with 3rd floor rooms incorporated into pitched roofline.

The site's waterfront location is considered to be highly conducive to the development of a restaurant tenant, which the master plan has included as part of a small inn. There is potential in the area to develop more of a boutique hotel, leveraging off of the water frontage as well as the larger development program at the Hollering Place site. The hotel was programmed as limited in size, reflecting the boutique concept as well as the desire of the community to keep the scale of the development somewhat limited. Development of a hotel is often complicated, and would represent a higher risk component of the program - - but potentially a lucrative one. From a phasing perspective, it is anticipated that the restaurant/inn component would require some of the amenities of the remainder of the program to be in place prior to its construction. While the restaurant would be a required program element for the inn, it would also require support from the greater community on order to be successful. The success of restaurants is a function of the strength of the operator and concept, as well as underlying demographics.



These are examples of small inns and restaurants that would play up the waterfront view. In scale and design, they would be the right 'fit' for the Hollering Place bayfront.

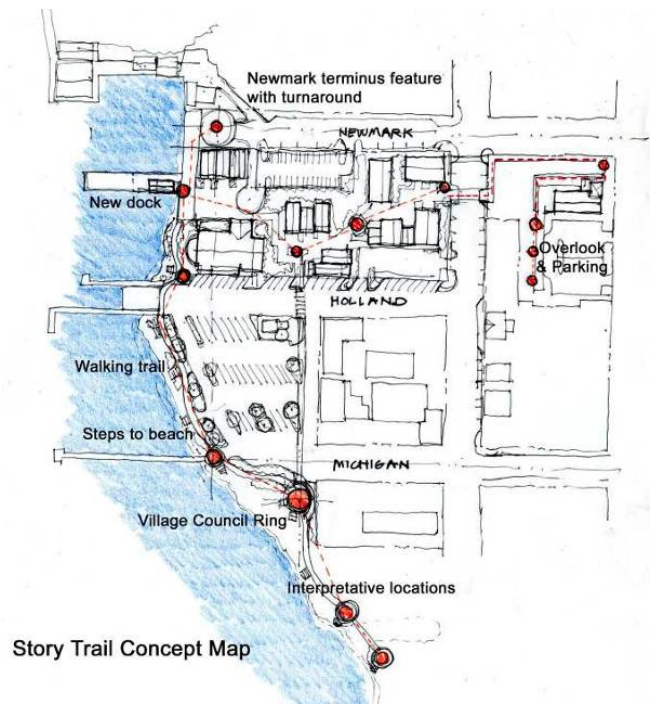
A pro forma for the inn/restaurant component of the project, as there is a considerable level of variability in these types of development, depending upon market positioning and final programming. We would expect that a waterfront location such as that shown in the master plan would be capable of supporting land values in excess of $30 per square foot, which would allow for recovery of the pile costs ($18 psf) as well as much of the site work ($15 psf). The value of the site for this type of development would be highly dependent upon the quality of the adjacent development and the surrounding built environment.

It is expected the inn/restaurant, retail/cottage clusters and Mill St. Cottages to provide the primary opportunities for return.

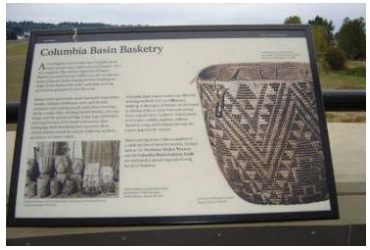
The Story Trail

From the bluff to the end of the trail at the waterfront, this pathway is about ¼ mile long.

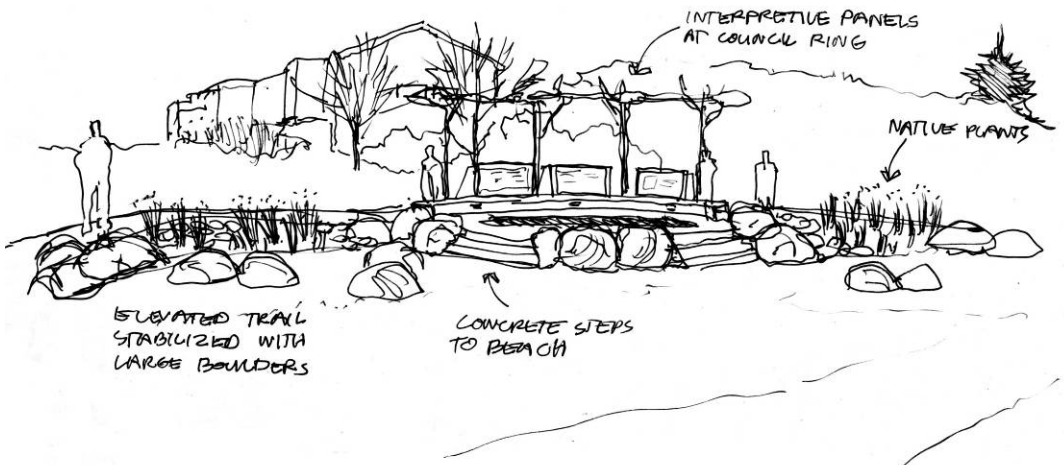
One of the key themes of this project is the unique history of the Hollering Place and one of the key



Story Trail Concept Map



components of the plan is the interpretation of that story through a 'Story Trail'. Rather than depending on a single interpretative panel at the overlook, the concept of the Story Trail is to encourage people to learn about the Hollering Place, and its history, by moving through the site and encountering different interpretative points of interest along the way. From the overlook, the visitor would be 'invited' to follow the Story Trail down the hill and into the boardwalk development. Interpretative 'stations' would help move visitors through the site. Along the bayfront, the Story Trail would begin with a terminus feature at the Newmark turnaround and continue along the waterfront trail, south, where it would transition into a more natural habitat and could include a



Council Ring as part of Story Trail

village council ring to symbolize the original *Hanisitch* village.

The Story Trail component on the lower site would range in cost between $110,000 and $126,000. It would need to be publicly funded and could be a good candidate for grants.

Reconnecting to the Water

One aspect of the Story Trail is to rework the sidewalk that is adjacent to the existing boat launch parking lot and create a more natural habitat with connections to the water. Creating planted berms and bioswales between the parking lot and beach will help hold and filter parking lot runoff and create a more attractive environment for a walking path. Currently, there is no safe way to access the beach and this is something that visitors want to do. Between the boat ramp and crabbing dock, five sets of steps are proposed. They would be built to withstand the winter storm surge and would include large boulders at each end of the steps to make it easy for visitors to find them. This area, or one a little further to the south, could also serve as a launch site for sailboarders. The community is also very interested in reconstructing the existing dock that is now in ruins. This deepwater dock was 320' long and 50' wide and rebuilding it to its original size would prove to be prohibitively expensive. A more realistic solution might be to reduce its width by half, to 25', and rebuild it in phases; with the first phase going out to 150' feet and the next phase going out to the end of the original dock (but making the 'cross section' much smaller). There is great interest in bringing in large wooden ships and schooners and rebuilding the dock is one sure way to help make this endeavor successful. Having an active dock would also be very complementary with the boat building school.

The master plan for the Hollering Place anticipates a range of uses: commercial, residential, overnight lodging, and educational. The plan is designed to allow for phased development of the site, within the constraints of an overall development program. It should be understood that firms or individuals evaluating the development potential of the Hollering Place site are likely to suggest changes in the proposed program. The intent of this master plan is to provide guidelines for development, not to control all aspects of potential development. Flexibility is a key attribute of all successful master plans, and it is expected that the developers of individual components will want to vary the program to some extent. Market conditions can change rapidly, and firms doing due diligence on individual components will likely develop more refined programs.

READYING THE SITE FOR DEVELOPMENT

The successful redevelopment of a site like the Hollering Place not only has much to do with selecting the right master developer with the right 'game plan', the site, itself, must be ready to go. As it stands now, the Hollering Place site needs to go through several processes and steps in order to be 'shovel ready'. The project team recommends the following tasks be implemented. Numbers 1 and 1a should be completed prior to the selection of a master developer; with following steps being coordinated with the developer.

Steps Needed to Ready the Hollering Place Site for Development
1. Creation of an Advanced Financing District or similar mechanism* to help pay for common improvements
1a. Entitlement Work*: ▪ Update Comp Plan ▪ Update Zoning ▪ Design Standards
2. Developer RFP & Selection
3. Permitting: ▪ City ▪ Army Corps ▪ Depart. of State Lands ▪ F.E.M.A. (County)
4. Platting of lower bench
* can be done simultaneously

Hollering Place Project Phasing & Financing Roles				
Project Category	Financing Sources			
	Private	Public	Local Financing District	Grant
1. Select Master Developer		●		
2. Empire Blvd. Overlook	●	●		●
3. ROW Site Work on Lower Bench		●	●	
4. Mill Street Cottages (could occur with wayside construction)	●			
5. Site Work on Lower Bench Development Site	●		●	●
6. Development of Lower Bench (phasing example follows)				
• Heritage Campus	●	●		●
• Retail/Cottage Units	●			
• Restaurant/Inn	●			
7. Dock		●		●

PHASING THE DEVELOPMENT PROGRAM

The Hollering Place development program could be phased as follows:

- **RFP Process and Selection of Master Developer:** Development opportunity sites are often marketed using a Request for Proposal (RFP) approach. Under this approach, a site is made available for public bid from developers, typically with a documented expectation with respect to an acceptable and/or desired development program, as well as other performance criteria. The format of these RFPs can vary substantively, but should at a minimum contain program direction and public resources available. The master plan should be made available, as well as all

legal descriptions and technical studies.

A number of issues should be dealt with prior to publicly marketing the Hollering Place site. These largely relate to developing a firm understanding of what the Urban Renewal Agency is willing to accept in terms of program and performance guidelines, as well as rating criteria to evaluate potential responses. The focus of background work will be to establish answers to likely questions, such as the geo-technical characteristics of the site, sewer/water lines, and wetland/floodplain designations. The site's zoning should also be changed to allow for the designated uses envisioned in the master plan (see next chapter: Land Use, Site Design & Building Typologies).

Under current market conditions, the timing for release of a development RFP may be unusually bad. Few developers are looking for new projects at this point in time, with the credit markets tight, tenants cautious and homebuyers on the sidelines. An offering in this market may generate very little enthusiasm or response.

The site's potential for phased development is supportive of entertaining proposals for the development of individual components of the program. This could be done deal by deal, or facilitated through the use of a master developer. If the development is done in a piecemeal fashion, the impact of individual portions on the overall master plan and proximate sites must be prioritized. The preference is to follow the master developer approach. The Urban Renewal Agency could serve that function, but is a time intensive process.

- **Empire Boulevard Overlook**. This development component is considered an important initial phase and would incorporate pubic/private partnerships in its implementation, including the cut back of the slope and construction of the retaining walls, parking lot, bioswale, building and interpretative overlook. The upper portion of the site should be prioritized from a logistics perspective, as the construction of

the roadway would be highly detrimental to any development on the lower portion of the site.

- **Site Work: Lower Bench ROW:** the next phase of work includes all improvements to the Right of Way, including sewer and water, streets, parking and lighting.

- **Mill Street Cottages:** The development of these stand-alone cottages could occur fairly early in the development process and could be coordinated with the overlook retaining wall.

- **Site Work: Lower Bench Development Site:** Prior to development, infrastructure improvements and creation of the bioswale system would need to be completed prior to any development of the lower bench of the site, with the boardwalk system able to be phased as needed. This portion of the work would also include the reconstruction of the sea wall and creation of the Story Trail along the waterfront.

- **Heritage Campus**. The campus could be developed privately or publicly, and leased to a qualified tenant to operate. From a private perspective, the primary benefit of the campus would be in branding the development, increasing awareness of the area as well as providing for activity that may fuel demand. If this program element does not prove viable, the area could be developed consistent with the remainder of the site with a mix of cottages and retail space.

- **Cottage / Retail Clusters**. The cottages should be able to capitalize on the view and it is expected these would be economically viable early in the stages of development. With the retail component, it will be challenging until there is enough scale and development to support a commercial component.

- **Restaurant / Inn**. From a phasing perspective, it is anticipated that the restaurant/inn component would require some of the amenities of the remainder of the development program to be in place before it is built. This likely would be the final phase of the

Hollering Place build out (besides the reconstructed dock).

NEXT STEPS FOR THE URBAN RENEWAL AGENCY

With a multi-faceted project like the Hollering Place, it is sometimes difficult to know where to begin. Following are suggested next steps for the Urban Renewal Agency to pursue:

- Developer Selection – The URA will need to solicit developer interest for the site and the master plan. This is often done using a request for qualifications or request for proposal process, through advertisements supplemented with invitations to submit. The URA may want to select a master developer for the site, who can oversee the development process even if they don't personally develop every component.

- Overlook Funding – The initial phase of the Hollering Place development will likely be the overlook and parking. As this is not an income generating portion of the site, the funding will need to be provided from public or institutional sources.

- Grants should be pursued in all cases as a potential funding mechanism, particularly for the overlook interpretive area, shorefront improvements and Story Trail.

- Site Work, Lower Bench – The stormwater system envisioned on the lower bench will need to be engineered and estimated. The system will not be easily phased, and should probably be put in place prior to development of individual parcels on the site.

- Local Financing District – As the site work will need to be done for all phases of the lower bench up front, a funding mechanism will be necessary to pay for these improvements with reimbursement received as individual parcels are developed. A financing mechanism such as an Advanced Funding District or Local Improvement District would allow for this sequencing.

- Entitlements – The City will need to change the entitlements on the site to allow for the development of the master plan.

- Partioning – The site will likely need to be partitioned into a series of legal lots that allow for separate financing of individual components of the development. We would suggest that this be done when a master developer is in place and able to provide input as to the optimal parcels.

Assuming that the overlook improvements are made in an initial phase, followed closely by the infrastructure and financing district improvements on the lower bench, the cash flow for the project will likely entail a significant upfront investments followed by recovery of the financing district investments over the next several years and an ongoing stream of tax increment revenue associated with the development program. While the overlook improvements will not generate the lion's share of returns, they are critically important and will complement the lower bench development - - which will likely produce a decent return to the URA, covering the cost of infrastructure provision and the bio swale system.

POTENTIAL PUBLIC PARTNERSHIPS

The Hollering Place Master Plan has outlined innovative ways to manage stormwater runoff, restore native plant habitat and help minimize sedimentation flowing into the by the use of bioswales and native wetland plant communities. There may be assistance (technical assistance or funding) though one, or more, of the following agencies/organizations to help put this component of the plan into place. They include:

- US Environmental Protection Agency – Salem office/ Wetlands/ Coastal Waters
- Coos and Coquille Tribes
- US Army Corps of Engineers / Salem office
- Oregon Department of Fish and Wildlife
- US Department of Agriculture's Soil Conservation Service
- US Bureau of Land Management / Riparian Wetlands Initiative
- Oregon Department of State Lands
- Oregon Department of Ecology
- South Slough Estuarine Reserve (Charleston)
- Ocean and Coastal Resource Management (Part of NOAA)

LAND USE

The existing zoning on the Hollering Place site does not fit its future use as outlined in the master plan. Currently, the bluff is zoned General Commercial and the portion of the lower site that is above the high water line is zoned Urban Water Dependent and the portion of the site below the high water line is zoned Development Aquatic. Changes these zoning designations will not an easy task. However, the City has 30 acres available to remove from these zoning designations and has already gone through the process with the rezoning of the site for the new Maritime Museum on Hwy. 101.

Part of the charge of this project was to review the existing codes and make recommendations for code updates that will support the new master plan. Those recommendations follow.

HOLLERING PLACE MIXED-USE DISTRICT (HPMU)

Section 1. INTENT

The HPMU district is included in the zoning regulations to achieve the following City objectives:

1. To create a public activity area on the waterfront that serves residents and visitors.
2. To complement surrounding properties and connect with the existing business district.
3. To provide and active mix of public, commercial, residential, and institutional uses.

NOTE: This district is intended to replace the existing C-2 and W-1 zoning on the property.

Section 2. PERMITTED USES

The following uses are permitted in the HPMU zoning district:

1. <u>Residential Use Types</u>

Accessory building

Accessory apartment

Cluster development (see Chapter 4.3)

Group residential

Single-family dwelling (individual or combined with other dwellings on the same lot)

Multiple-family dwelling

Planned unit development (see Chapter 4.6)

Zero-lot line development (see Chapter 3.5)

Residential uses may be located in the same building with the civic or commercial use types listed in this section.

2. Civic Use Types

Administrative service
Community recreation
Education service
Library service and cultural exhibit
Lodge, club, fraternal, or civic assembly
Public safety service
Religious assembly
Utility and service – no outside storage of equipment permitted

3. Commercial Use Types

Child care facility
Convenience sales and personal service
Dining establishment: Sit-down
Drinking establishment
Food and beverage retail sales
Home occupation, retail sales on the premises (see Chapter 4.4)
Personal service, general
Professional and administrative service
Retail sales, general – except adult book store
Tourist habitation: Lodging and bed and breakfast

Section 3. CONDITIONAL USES

Any of the civic or commercial use types listed in Section 2, which are proposed to exceed 30,000 square feet in gross floor area, shall be permitted in the HPMU district if authorized in accordance with the provisions of Chapter 5.13.

Section 4. EXPRESSLY PROHIBITED

The following uses are expressly prohibited in the HPMU zoning district:

1. Those uses expressly prohibited in the Central Commercial District (see Chapter 2.8, Section 4).
2. Any use that includes outdoor storage of equipment, vehicles, or material.

Section 5. PROPERTY DEVELOPMENT REQUIREMENTS

The following property development requirements shall apply to all land and structures in the HPMU district in addition to applicable standards of Chapter 3:

1. Lot Standards: No requirements.
2. Building Coverage: No requirements.
3. Building Height: No restrictions other than those imposed by the Building Code.
4. Yards: No requirements other than those imposed by the Building Code.

5. Landscaping and Screening:

A. All heating and air conditioning equipment shall be appropriately screened from public view.

B. All storage and trash areas must be enclosed and screened from public view.

C. All parking areas shall be landscaped in conformity with the Off-Street Parking section.

6. Parking: The minimum parking standard for single-family, duplex, multi-family, and group residential uses in Chapter 3.15, Table 7, may be reduced to one parking space per dwelling.

Section 6. DESIGN GUIDELINES

All development in the HPMU district shall be consistent with the Hollering Place Site and Design Guidelines.

SITE DESIGN, CIRCULATION & THE PUBLIC REALM

OVERVIEW

Site design responds to environmental, cultural, and historic site features by taking advantage of existing view corridors, land use patterns, landforms, prevailing winds, and water related activities. Long-term sustainable practices should be a focus, including marine resource protection; balanced on-site cut / fill; bioswale stormwater management; native plant communities; and habitat enhancement. A primary goal should be to reveal the hidden estuarine environment and to strengthen the visual and physical connections to and from the Empire District.

VEHICLE CIRCULATION

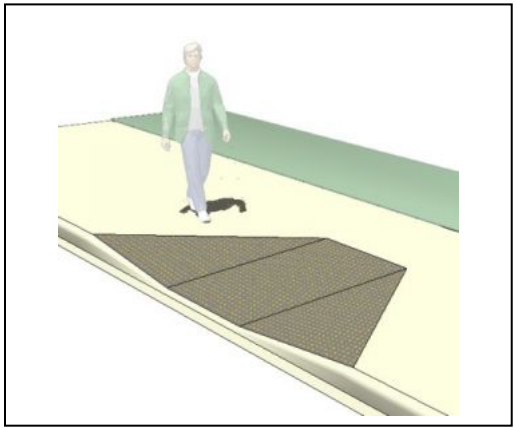
The existing street patterns, access points, and rights-of-way off of Empire Boulevard should remain. The primary entry point to the lower development will be from Newmark Avenue with a secondary access along Mill Street off of Michigan Avenue. Existing access to the boat ramp and parking lot should remain. Access to existing businesses and uses will remain, but will be modified to support on-street parking. A vehicle turn-around for the terminus of Newmark Avenue will be developed. Due to the limited 60' ROW, access will be limited automobiles and small trucks.

PARKING

Parallel street parking to support retail businesses and recreational opportunities is recommended along lower Newmark Avenue and Mill Street. Typical parallel parking spaces should be 8'-0" x 22'-0". Wayside visitor parking to be located to the south of the building and visually screened from Empire Boulevard with low growing (30"-36" ht.) evergreen plant material. Typical 90 degree parking dimensions should be 9'-0" x 18'-0" with 24'-0" (min.) drive aisles. Interior angled parking stalls shall be 9'-0" x 18'-0", comprised of permeable concrete pavers, and located along one way 18'-0" wide loop drives. All storm water runoff should be directed to the bioswales to minimize downstream sedimentation and maximize runoff filtration prior to entering the Coos River. All parking areas should be supported by clear directional signage, adequate lighting, landscape buffers, and permanent wheel stops or curbs.

PEDESTRIAN CIRCULATION

Clear and strong pedestrian connectivity and continuity should be provided throughout the project with clear cross walks, curb cuts that meet code, and adequate lighting. Perimeter sidewalks should be concrete, with consistent tooled joints, a medium broom finish, and be a minimum of 6'-0" wide. Cross pitch all walks 2% to surface drainage swales. All concrete needing replacement should be saw cut to the nearest even joint and made to match as closely as possible to existing conditions. J



INTERIOR CIRCULATION

The walkway connecting the buildings on the lower bench should be a continuous pressure treated timber boardwalk built flush to perimeter building finish floors and street grades. All support joists and beams should be

marine grade treated lumber. Footings should be concrete piers or grade beams set on a compacted rock sub-base. All fasteners should be stainless steel or hot dipped galvanized metal. Countersink all exposed bolt heads in walk surfaces. Provide a raised 2 x 6 kick curb at board walk edge. The boardwalk should not to exceed 18" height above finished grade, except where it crosses the bioswale. Highly efficient, low level LED lighting should be provided along boardwalk edges at approximately 20'-25' on-center spacing.

SITE DESIGN ELEMENTS

Provide high quality site furnishings suitable for coastal environments with long life and low maintenance. Incorporate the assistance of local artists or craftsman for key site features.

- Bollards: Stainless steel or galvanized steel, 30"-36" tall, surface mounted, 120v LED luminaires with prismatic high impact polycarbonate lenses with light shields.

- Street Lighting: 14' ht. aluminum poles with acorn LED luminaires and banner arms to match existing lights on Newmark Street.
- Benches: FSC certified redwood or oak, 72" length, wood slats with steel anchor rods, surface mount. Or, custom cast concrete with embedded interpretive panels or nature themed sandblasted images.

- Railing: ½" stainless steel cable with brushed steel posts and flat

top rails. Surface mount to boardwalk along sea wall.

- Interpretive panels: Embedded polycarbonate graphic panels or gell coated GRP panels encapsulated in melamine mounted on stone or concrete plinths, or anodized aluminum frames. Themes to celebrate early Hanisitch settlements and stories; early settlers and industries; estuary and wildlife themes, etc.

LANDSCAPE

The coastal landscape displays a great variety of vegetation types from

wet marshes to upland hardwood forests and headlands. Select native plants acclimated to the local climate as much as possible. However, commercial or ornamental plants, such as summer flowering perennials (lavendar, daylily, sedum and heather) can be considered for the Empire Boulevard Wayside area. The overall strategy should utilize a mix of deciduous and evergreen trees, shrubs, groundcovers and grasses to frame building entrances, screen parking lots, line bioswale channels, and restore lost habitat. In wet sites, plant native sedges, rushes, and grasses in naturalized drifts between rip-rap and bioswale boulders. Tree selections for upland areas should include sitka spruce, red alder, beach pine, and douglas Fir. Large trees must be carefully sited so as not to block views. Upland shrub communities should include salal, red osier dogwood, douglas spirea, beach willow, evergreen huckleberry and kinnikinnick.

BUILDING TYPOLOGIES

Coos Bay Hollering Place Building Typology Design Guidelines

(Note: the following gives an overview of building typologies for specific components of the master plan. The full Design Guidelines are contained in a separate document.)

The desired architectural character of the Hollering Place project is that of vernacular maritime or fishing villages. Examples of this include the many seaside villages and destinations in New England, such as Nantucket and some of the small towns on the Oregon Coast, such as Cannon Beach and Gearheart. These qualities shall be expressed through: building articulation, scale and proportions, setbacks, architectural style, roof forms, building details and fenestration patterns, or materials.

EMPIRE BLVD OVERLOOK

Purpose:

To be a landmark building on the bluff and serve as attractor for the activities on the lower portion of the site without compromising views of the bay from Newmark Avenue and Empire Boulevard. A two-story slender tower element, which could function as a visitor overlook, is recommended to enhance visibility when approaching from Newmark Avenue.

Use:

Retail/Civic

Orientation:

Retail uses should open onto Empire Boulevard with functional doors and display windows, canopies/awnings, recessed entrance doors, and attractive signage at an appropriate scale to the building.

Building Height:

Main building: 1 story
Tower: 2 stories

Parking:

Parking is to be located to the south side of the building. Parking between the front of the building and Empire Boulevard and between the north side of the building and Newmark Avenue is prohibited.

HERITAGE CAMPUS

Purpose:

To be used primarily for educational purposes such as a wooden boat building or glass-blowing school. A family of buildings grouped around a publicly accessible courtyard including workshops, studios, classrooms, administrative space, and a possible retail space.

Use:

Institutional/Retail

Orientation:

Building entrances may be oriented to a publicly accessible courtyard. Street facing facades should have ample windows of a scale consistent with the size and function of the buildings. All entries should include metal or wood canopies complementary to the building scale and architecture.

Height:

1 story w/ possible mezzanine

Parking:

Parking is to be located to the rear or side of the buildings.

RETAIL COTTAGES

Purpose:

A ground floor retail or workshop space with a loft-style residential unit above.

Retail Cottages Use:

Mixed-Use – residential over retail

Exception: Some units may not be conductive for retail workshop space on the ground floor and may be residential-only.

Orientation:

Cottages should be grouped in attached groups of 2 to 4 like duplexes or townhouses with varying setbacks to provide visual interest while mitigating size and bulk. Upper level residential units can be accessed from the rear with common entries for multiple units. Residential units above can be set back from the ground floor retail to provide a balcony overlooking the public space below and the bay beyond. Retail space should open onto primary public circulation spaces, courtyards, or plazas with functional doors and display

windows, canopies/awnings, and attractive signage at an appropriate scale to the building.

Height:
2.5 stories

Parking:
Garage units may be free standing or grouped under one or more of the cottage units. Garage entries are prohibited on the retail frontage side of the units. Cottage units without ground-floor retail can have front-facing garages if no other accessibility option exists, however the garage can be no larger than 50% of the front ground floor façade.

BAYSIDE INN & RESTAURANT

Purpose:
A small inn of approximately 24 rooms with a bayside restaurant and lobby on the first floor and rooms above.

Use:
Hotel/Restaurant

Orientation:
Scaled and articulated to be compatible with other buildings on the site and adjacent historic structures. The appearance is that of a large home rather than a commercial building. The ground floor restaurant will take advantage of bay views with ample glazing and building articulation.

Incorporate residential-style windows, doors, pitched rooflines, dormers, and other appropriate architectural details. Signage should be attractive and minimal on the building

Height:
3 stories. Third floor should be incorporated into the pitched roofline.

Parking:
Parking is to be located to the rear or side of the buildings and shall not be located between the building and the primary pedestrian circulation on the site.

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CONCLUSION

The process to develop a supported, feasible and unique master plan for the Hollering Place has resulted in a plan that also includes innovative, eco-solutions for managing stormwater, interpretation of the area's history and a plan to develop a wooden boat building school as part of the programming. Although the process to implement the plan will be complicated and includes tasks to complete before issuing an RFP, the development plan, itself, has been created to include the highest level of flexibility and phasing to make it more palatable to developers.

Above all else, it should be remembered that this master plan is a concept that that a master developer, or individual developers, will likely want to vary. The important thing is that by updating the zoning code, implementing Design Guidelines, using the master plan as a basis, and developing performance criteria within the Request for Proposals, the Urban Renewal Agency has the ultimate say in getting the type and quality of development desired.

It is an exciting time for the Agency as they move to next steps with this project, knowing that there are several goals to achieve:

- Satisfy the public's (community's) needs for a wayside and interpretation of history
- Increase increment within the Empire District

- Capitalize on views and bayfront and recreational opportunities
- Redevelop a prime piece of property within the district
- Serve as a catalyst for other, nearby developments
- Raise the standards for quality development
- Engage the community and visitors through recreational, educational and retail opportunities associated with the site; and
- Help make the Empire District more vital overall.

After years of hoping and planning for what to do with the Hollering Place, now is the time to set this plan into action. There is interest, enthusiasm and a realistic, and detailed, roadmap. There is great interest in moving forward with the idea to create a wooden boatbuilding school (heritage campus) on the Hollering Place Site. Dick Wagner, the director of the Center for Wooden Boats, is interested in working with Coos Bay to get this initiative off the ground. The community, in concert with the Urban Renewal Agency, is poised to move this project successfully forward.